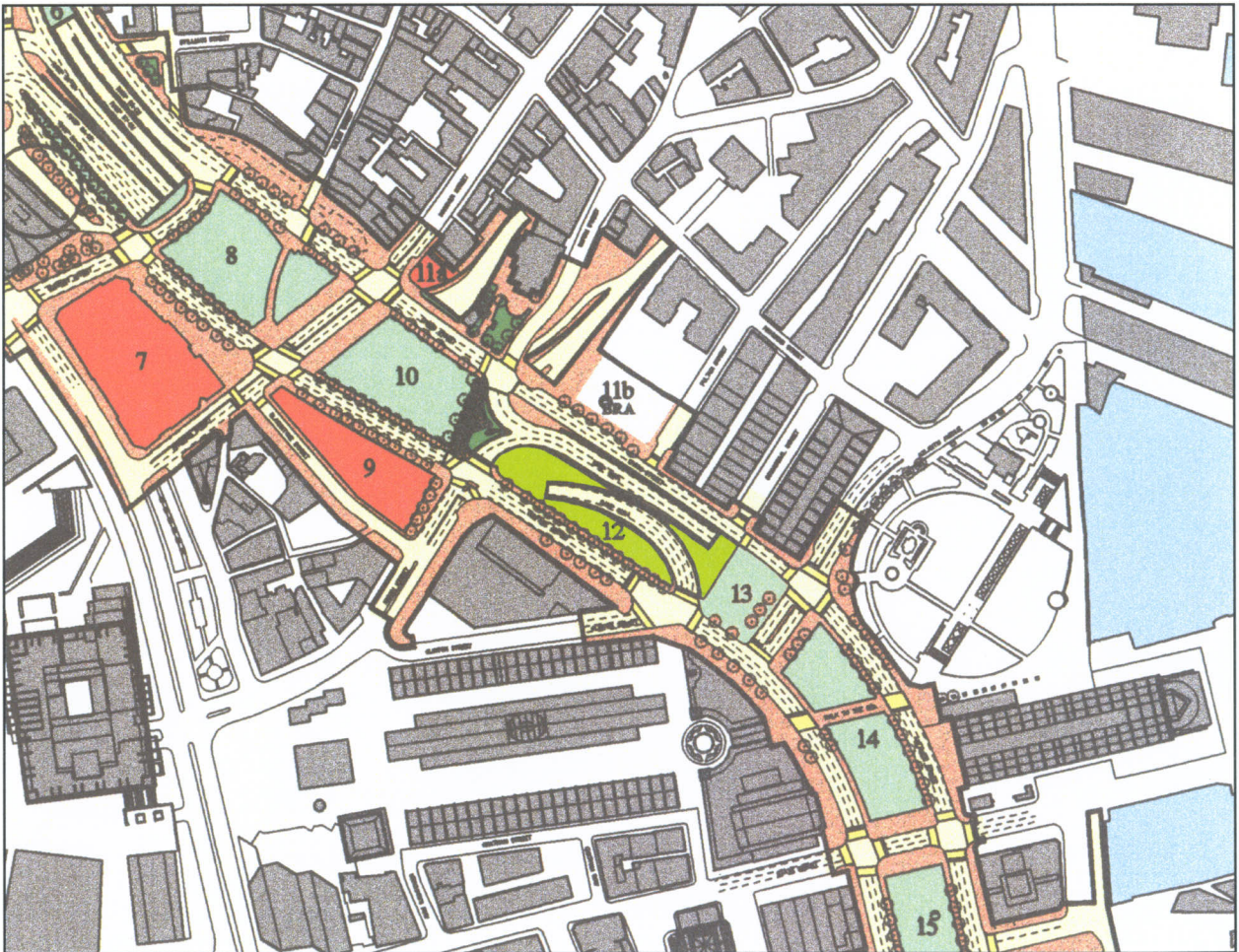


CENTRAL ARTERY PARCEL 12

A Community-Endorsed Landscape Alternative



June 2002

Prepared by Weinmayr Associates, Inc., Landscape Architects
and Sutphin Associates, Inc., Architects
for The North End Central Artery Advisory Committee

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1. EXECUTIVE SUMMARY

Boston is a city of neighborhoods. Parcel 12 of Boston's Central Artery/Tunnel Project (CA/T) illustrates how a committed and organized community can compel officials from the country's largest public works project ever to sit up in their chairs and listen. The CA/T issued Requests for Qualifications and Proposals (RFQ/Ps) for Parcels 8, 10, and 14 through 17b – open space parcels of the soon-to-be-depressed Central Artery through downtown Boston – in Spring 2002. The CA/T is now preparing to issue its RFQ/P for building designs and park improvements for Parcels 12 and 13, which sit just south of Parcel 10. A Request for Information regarding building construction on Parcels 12 and 13 was issued back in June 2001. The CA/T plan for Parcels 12 and 13 calls for a building to be constructed over the two off-ramps that comprise the main structural features of the site. The RFI initiated public outcry against the construction of a building on both parcels. Public discussion of the RFI resulted in the North End Central Artery Advisory Committee (NECAAC) advising an exploration of options. NECAAC specified that it must focus on Parcel 12 only, and noted that even a building limited to Parcel 12 would have a number of adverse effects on the North End community. At the June 2001 NECAAC meeting, the Massachusetts Turnpike Authority agreed stop the release of the Parcel 12 RFQ/P until they had further input from the concerned parties.

The main points of the Central Artery/Tunnel Project are familiar: it has been through lengthy land planning and decision-making processes since the early 1980s and has been under construction since 1990. Routing the downtown section of I-93 underground will release 27 acres of land for permanent green space and building development. A partially public process, managed by the City of Boston and the CA/T, determined which parcels will be developed as buildings and which will be parkland; at least 75% of central artery land will remain open space. Ideas about parcel designation and design have, indeed, evolved over years.

The June 2001 RFI included the most up-to-date information about the parcel. Through review of this document and public meetings with project officials, residents gained a more thorough understanding of the Parcel 12 ramps' impact on the area. Among other details, the permanent exterior ramp walls are wider than the committee originally understood, bringing the ramp edges closer to abutting residences. Additionally, the extended structural ramp wall eliminates the possibility of any sidewalk along the west side of Cross St.

The release of the RFI heightened NECAAC's sense of urgency. On State Senator Robert Travaglini and State Representative Salvatore DiMasi's recommendation, NECAAC secured funding for a technical advisor to generate alternate ramp-cover solutions. In March 2002, NECAAC selected the team of Sutphin Associates, Inc., Architects, and Weinmayr Associates, Inc., Landscape Architects to analyze Parcel 12 and provide design alternatives for the site.

NECAAC's priority is for ramp covers to mitigate the negative effects the ramps will have. Ramp covers must:

- Enhance natural light and pedestrian access
- Re-establish and enhance view corridors between Commercial and Fulton Sts. and downtown
- Minimize noise and air pollution.

The 50 year old elevated roadway has caused residents considerable suffering. Residents are concerned that a building on Parcel 12 will not improve the quality of life, but will compound the existing parking burden, constrict pedestrian access, block already-compromised views, and impede the connection with downtown Boston.

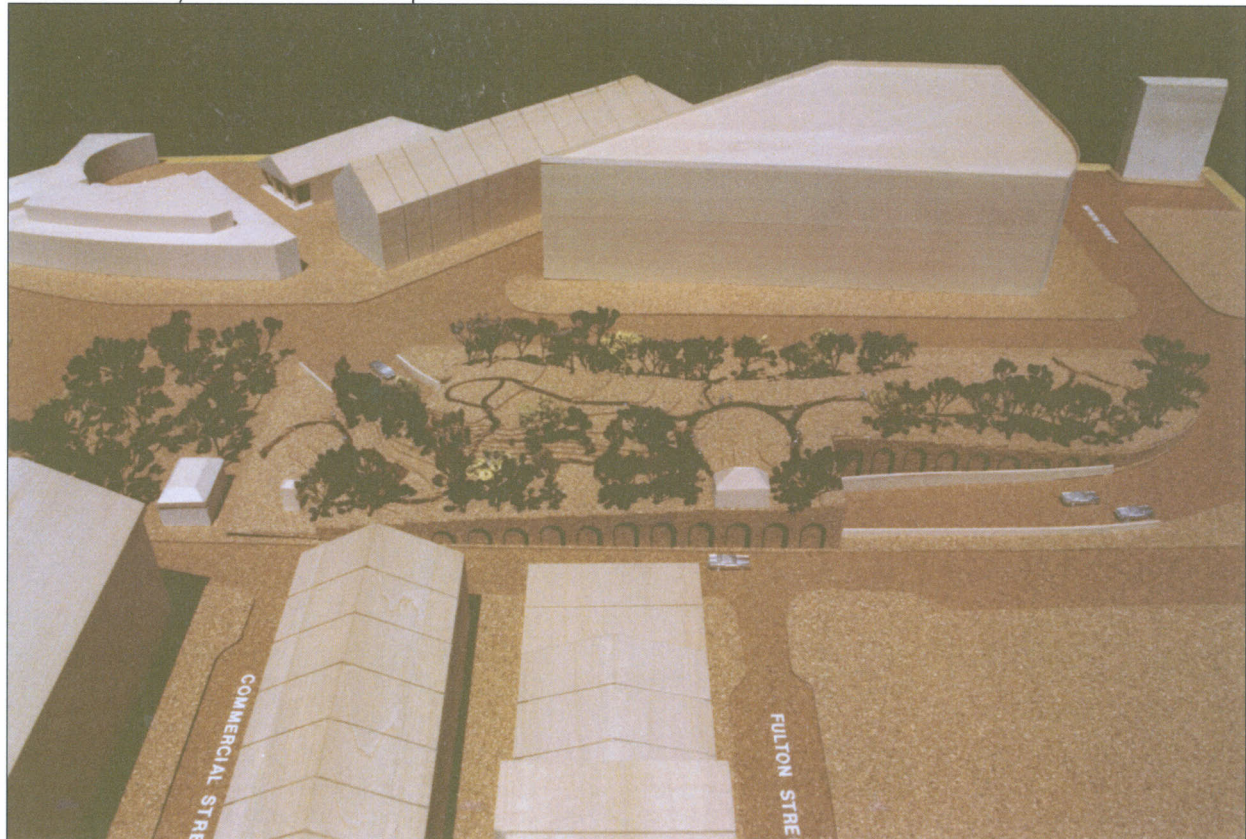
NECAAC has unanimously endorsed a naturalistic "Olmstedian" park design that covers the ramps, meets relevant design and zoning requirements, and encourages the lively integration of the Faneuil Hall Marketplace area with the North End. This endorsement was achieved in a series of public working meetings. This open discussion and review process, which fulfilled the CA/T's requirement of public input, analyzed numerous designs, ranging from simple solutions to more intensive design programs.

This report presents NECAAC's consensus on a viable park alternative for Parcel 12, describes the design process, and provides supporting technical information. NECAAC has a vested interest in Parcel 12 land uses. Sutphin Associates and Weinmayr Associates are honored to contribute to their efforts to be heard by Project officials. The design team has striven to provide imaginative solutions that directly respond to NECAAC's concerns. We intend to represent the design process and NECAAC's priorities accurately and to describe the selected design clearly. We recommend that decision makers eliminate a building as an option for Parcel 12.

The team of Sutphin Associates, Architects, and Weinmayr Associates, Landscape Architects, was selected to provide design alternatives for Parcels 12 and 13 as follows:

- The Central Artery Master Plan, issued in May 2001, calls for a building to be sited over the two Central Artery off-ramps comprising Parcel 12.
- NECAAC has undertaken the task of studying alternate Architectural and Landscape designs to establish uses that the North End residents support.
- NECAAC has unanimously endorsed a naturalistic "Olmstedian" park design that covers the Northbound and Southbound ramps.
- This agreement was achieved through an open public discussion and review process analyzing numerous designs for buildings and parks.
- This document presents the NECAAC's consensus and strong recommendation that decision makers fully consider retaining Parcel 12 as open parkland.

The Community-Endorsed Landscape Alternative for Parcel 12



2. THE PROCESS

Consultant Selection

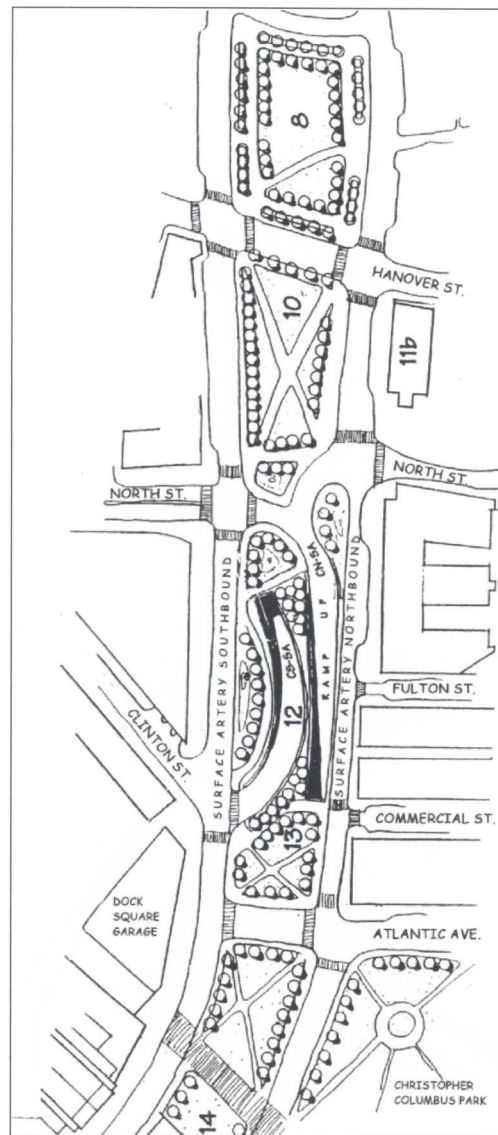
Site Analysis

Program Analysis: Building Development

Program Analysis: Landscape Plan

Public Presentations

Parcel 12 Locus



CONSULTANT SELECTION

The team of Sutphin Associates, Architects, and Weinmayr Associates, Landscape Architects, was selected by the Parcel 12 Subcommittee of the North End Central Artery Advisory Committee from a pool of six applicants to analyze and provide design alternatives for Parcel 12 of the new Surface Artery.

The open, public selection process was overseen by the North End Central Artery Advisory Committee's Selection Committee. After a series of interviews and presentations, the Sutphin-Weinmayr team was chosen on the basis of its experience and qualifications, knowledge of the project, and enthusiasm to perform the design services sought by the organization.

At the committee's request, Sutphin-Weinmayr prepared three building development and three landscape design proposals to investigate alternate site development possibilities. These ranged from minimally intrusive, conservative designs, to moderately involved options that incorporated ramp covers into the structure of building or park, to even more intensive variations. In a series of consensus-based working meetings, the merits and challenges of each design were evaluated, and a final alternative design agreed upon.

SITE ANALYSIS

Under the committee's direction, Sutphin-Weinmayr focused on Parcel 12. NECAAC's underlying assumption is that Parcel 13 will remain a park. It is too small to house its own building, and provides sightlines that are critical to reconnecting the North End with the Faneuil Hall Marketplace. The design of Parcel 13's park will be driven by the design of Parcel 12.

The design team made numerous visits to review and photograph the Parcel 12 site. The team focused on the neighborhood, the surrounding cultural and commercial activity, Christopher Columbus Park & Faneuil Hall Marketplace, and the future views from all approaches. Note was taken of the architectural legacy of this section of the North End, and of the Marketplace. Technical drawings, procured from the Massachusetts

Turnpike Authority, were also used in site analysis and design.



Figure 1. Mid-construction view from Fulton St., showing elevated roadway with Dock St. Garage in background.
© 2002 Weinmayr Associates, Inc.

Parcel 12 comprises approximately 75,000sf and includes two off-ramps bringing traffic to the surface artery and neighborhood streets.

The off-ramps from the tunnel create important challenges for noise pollution and air quality mitigation. The Massachusetts Environmental Protection Agency certificate regarding the Project states that ramp covers on Parcel 12 are required to moderate negative effects.

Ramp covers must provide a minimum of 14' vertical clearance. The northbound side will require a long wall along Cross St., rising from 4' at Commercial St., to 19' at Fulton St.

The site is bounded by Cross St. and its long brick and granite residential buildings to the east; North St. and Parcel 10's open space to the north; the Surface Artery Southbound with Faneuil Hall Marketplace and the Dock Square Parking Garage to the west; and Atlantic Ave., with Parcel 14's proposed green space to the south. A number of other modern and classic Boston attractions can be seen and easily accessed from the site, including Christopher Columbus Park, Boston Harbor, and the historic Customs Tower.

It is of vital importance to NECAAC that the views of Boston from Commercial St. be maintained and enhanced, not obstructed.

PROGRAM ANALYSIS: BUILDING DEVELOPMENT

The current Master Plan suggests that the ramp covers required for Parcel 12 be integrated into a new building. The Plan calls for the building to encompass Parcel 13 in order to provide safe pedestrian access. While a building on the site would amortize the cost of constructing ramp covers, obstacles exist.

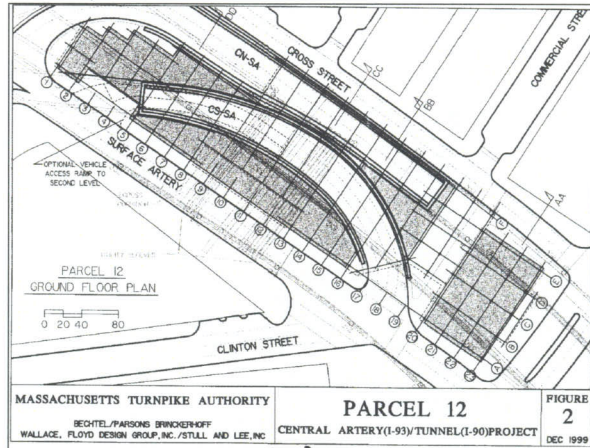


Figure 2. Footprint of building studied by Massachusetts Turnpike Authority / CA/T Project. The northbound off-ramp is at the top of the parcel; the curving southbound ramp appears beneath it.

The primary obstacle to building development on Parcel 12 is NECAAC's adamant stance against it. The North End has been effectively barricaded from downtown Boston since the construction of the elevated roadway in the 1950s. Commercial St. and Fulton St. were both truncated where the elevated roadway was erected, terminating those streets' extension into downtown. The past 10 years' construction has eliminated the few benefits that the old artery provided: two lanes of parking, buffer between residences and highway structures, and residual green space. NECAAC strongly advocates that view corridors, pedestrian access, and open space to be restored.

The ramps bring the east side of the artery significantly closer to residences than the former elevated roadway, making it imperative that any cover be of minimal height. A new building on Parcel 12 would completely block views from the North End to Faneuil Hall; since the 1950s, residents, workers, and visitors



Figure 3. Mid-construction: the northbound off-ramp where it exits at Cross & Fulton Sts. © 2002 Weinmayr Associates, Inc.

have at least been able to see under and over the raised highway. Essentially, NECAAC is convinced that the placement of the ramp system so close to this historic residential area prohibits a responsible building option because:

- Views toward downtown will be completely blocked by a tall building.
- Widening the Artery eliminates parking on the west side of Cross St. and brings any edifice practically to abutters' doorsteps.
- Extending a building to Parcel 13 for pedestrian access also blocks views and eliminates the pedestrian corridor from Commercial St. to downtown.
- A building on Parcel 13 is extraneous to the mandate to cover Parcel 12's ramps. It is unnecessary to put a building on Parcel 13 in order to address Parcel 12's challenges.

In addition, North End residents have endured more than 13 years of changeable and unclear information, significant construction-related property damage, and ineffective public process. Indeed, the Parcel 12 ramps were placed without direct community input or early notice.

The off-ramps that surface at Parcel 12 present significant challenges; NECAAC would have preferred that they not be placed there. Since permanent ramps are now built, NECAAC's position is that the only acceptable compromise is to create a park to soften the impact of the ramps and ramp covers.

PROGRAM ANALYSIS: PARK DEVELOPMENT

Dedicated open space will knit the two sides of the artery together by providing a naturalistic

setting that can be a destination in its own right for residents and tourists. A park on Parcel 12 offers a walking and resting place for people enroute to work or to other destinations. The North End is committed to seeing a park built on Parcel 12, and has gone to great lengths to identify potential designs.

In the March 2000 "The North End: Principles for Planning, Design, and Development," the North End Task Force states that ramp covers should "buffer the neighborhood from the scale and visual impact of the ramps and the blank façade and scale of the Dock Square garage, [and] frame the public open space of Parcel 10, Parcel 14, [and] Christopher Columbus Park." A landscape solution will incorporate and camouflage the ramps, buffer the view of the Dock Square Garage, and serve as a link to, and focal point from, Parcels 10 & 14 and Christopher Columbus Park. The height of the wall along Cross St. will be softened with leafy vines, and both the view and the pedestrian walk connecting Commercial St. with downtown will be restored.

PUBLIC PRESENTATIONS

Sutphin-Weinmayr made two presentations to NECAAC public working meetings. These meetings were community-run, with representatives of the Central Artery/Tunnel Project, the Massachusetts Turnpike Authority, the Boston Redevelopment Authority, the Mayor's Task Force, The Environmental Oversight Committee, Senator Travaglini's office and many concerned members of the North End community participating. Mean attendance for the meetings, which were publicized and open to the general public, was consistently around 80. Both firms' designs comply with The City of Boston's Zoning Code and the CA/T Project's Design Guidelines, and comply with the CA/T Project's environmental commitment to cover the ramps.

The objective of the first meeting, held on April 29, 2002, was to select one building design and one landscape design for further study. One of these designs would be selected by the group at the second meeting, as the preferred plan for the site. Scale models and comparisons of pros and cons accompanied design presentations. The result of the first meeting was unexpected: the NECAAC rejected the option of a building on the site, and selected two landscape

alternatives for further review. On May 13, 2002, at the second meeting, the group unanimously endorsed a naturalistic "Olmstedian" park to be built over the ramp covers.

A third meeting, on June 4, 2002, presented the final design to the members and to officials from the relevant city, state, and Project agencies.

MEETING ONE: Determining Direction

At the first meeting, the community listened intently and then summarily dismissed the desirability of any building being constructed on the site. Instead, the community endorsed the Olmsted and Piazza park studies.

The community agreed that a building, even one built in harmony with surrounding architecture, would impede the re-knitting of the North End with downtown Boston. NECAAC foresees significant issues with parking and integration into the existing neighborhood.

The community was strongly in favor of open spaces that strengthen the linear park aspect of the overall system, create recreational areas for residents and visitors, and retain open views across the artery.

The design team was instructed to refine the Italianate and Olmstedian landscape studies and return to the May meeting with more detailed scale models, cost analyses, and grading plans for further discussion

A. Architectural Alternatives

Sutphin Associates presented three architectural building solutions at the first formal presentation. The first two designs call to mind a ship's prow, in keeping with the area's maritime roots. The third design emulates an extension of the two existing residential buildings across the street.

Scheme 1 is the least intrusive building program. It includes a simple ramp cover with a curved roof. Two small buildings, totaling 14,000sf, nestle between the two off-ramps. The southern-end building would serve the needs of the North End community. Access to the northern-end building is from the west side; it would be suitable for City needs, such as a bus or trolley ticketing kiosk or an information booth.

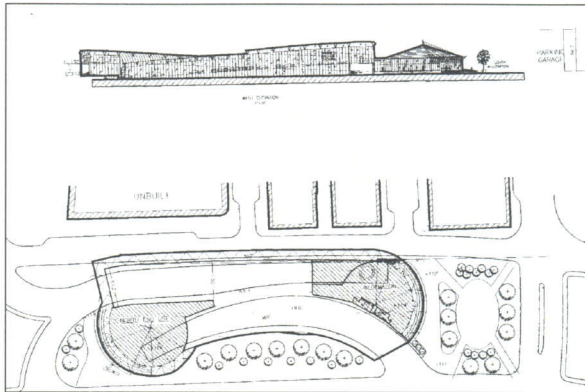


Figure 4. Architectural Scheme 1 features a simple ramp cover with two end-kiosks. © 2002 Sutphin Associates, Inc.

Scheme 2 is more ambitious. It incorporates the ramp covers into the structure of a 40,000sf building. This building would provide limited commercial and office space, plus 25 parking spaces.

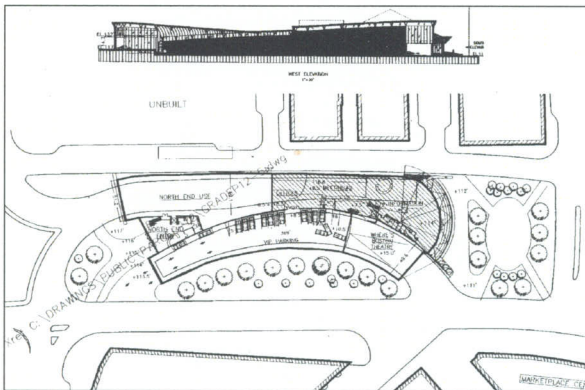


Figure 5. Architectural Scheme 2 is a mixed-use solution, with limited parking. © 2002 Sutphin Associates, Inc.

Scheme 3 is devoted entirely to housing. Its 70,000sf includes 40 dwelling units and 60 parking spaces to conform with the municipal standard of 1.5 spaces per housing unit. The three- and four-story design adopts a residential style of architecture that emulates an extension of the two long, historical residential buildings across the street. A third section of the building resembles a ropewalk extends along Cross St.

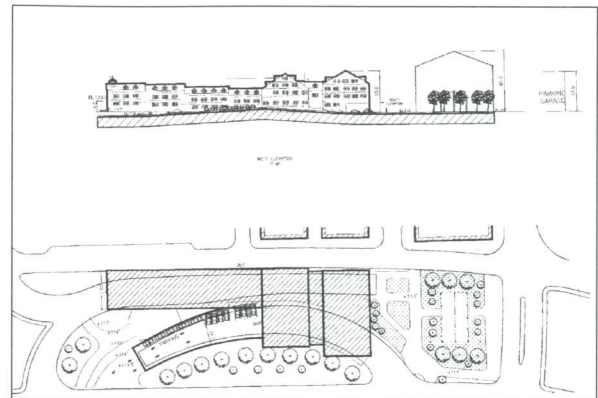


Figure 6. Architectural Scheme 3 shows a 40-unit residential building that extends the Commercial St. axis. © 2002 Sutphin Associates, Inc.

B. Landscape Alternatives

Weinmayr Associates presented three park design studies of increasing aesthetic and structural complexity. Each solution provides an environment for walking and congregating with friends, and contributes to the healing of the wound that has divided the North End from the Faneuil Hall district.

Scheme 1, the "Open Ramp" plan, is the simplest of the landscaped park solutions. It calls for an open ramp with an informal park on the remaining pieces of land. Winding paths enter the park from Cross St., Atlantic Avenue, and the southbound Surface Artery. Memorials occupy narrow spaces; a meditation garden and play lawn fill the larger expanses.

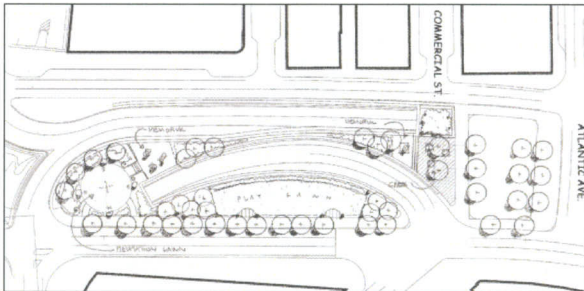


Figure 7. Park Scheme 1 leaves ramps open. Remaining land becomes formal park spaces. © 2002 Weinmayr Associates, Inc.

Scheme 2's informal "Olmstedian" park integrates the ramp covers under a naturalistic environment of trees and shrubs that shelter winding paths, hillsides, and lawns. It is accessible from Cross St., Atlantic Ave., and the southbound Surface Artery, and provides spaces for walking, jogging, and gathering.

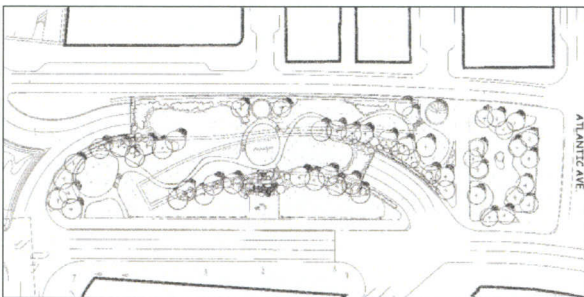


Figure 8. Park Scheme 2 creates an informal, accessible, low-maintenance environment. © 2002 Weinmayr Associates, Inc.

Scheme 3, the "piazza," is a formal Italianate design, in keeping with the traditional demographic of the North End. It also integrates ramp covers into its base. It features clearly demarked garden spaces of varying sizes and elevations.

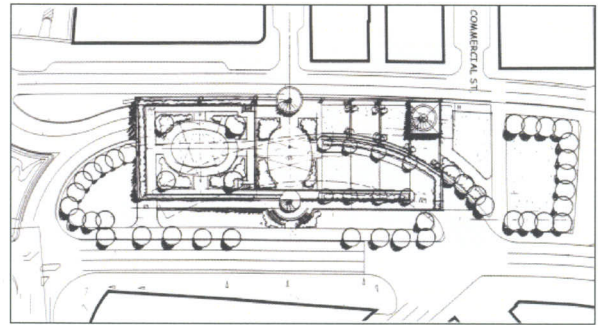


Figure 9. Park Scheme 3 is a formal, terraced Italianate park. © 2002 Weinmayr Associates, Inc.

MEETING TWO: A Design Is Endorsed

The design team presented refined Italianate and Olmstedian landscape designs, along with detailed models and grading plans to illustrate the steep changes in grade that the ramp covers make necessary. Comparing the pros and cons of each revealed that the naturalistic design would be less structurally complex, and therefore less expensive to build than the Italianate design; would more easily accommodate handicap access, and would require less rigorous maintenance. The meeting unanimously endorsed the Olmstedian Design.

3. PARCEL 12 DESIGN DETAILS



PARCEL 12 DESIGN DETAILS

The Olmstedian design endorsed by NECAAC presents a bold statement in the best tradition of the built naturalistic environment. Its rolling terrain, lawns, winding organic paths and informal plantings evoke the Emerald Necklace. Paved walks wind through the less steep areas, accommodating access for the elderly and people with disabilities. The northern end of the park rises to only 15' above street level, where it covers the northbound ramp just beyond Fulton St.

Parcels 8 and 10 will be visible from the park, as will parts of the heart of the North End. The highest point, 19' above street level, sits above the southbound off-ramp at Clinton St. This vantage point will give views of Parcels 8, 10, and 14, plus Faneuil Hall, Christopher Columbus Park, Boston Harbor, and the historic Customs Tower.

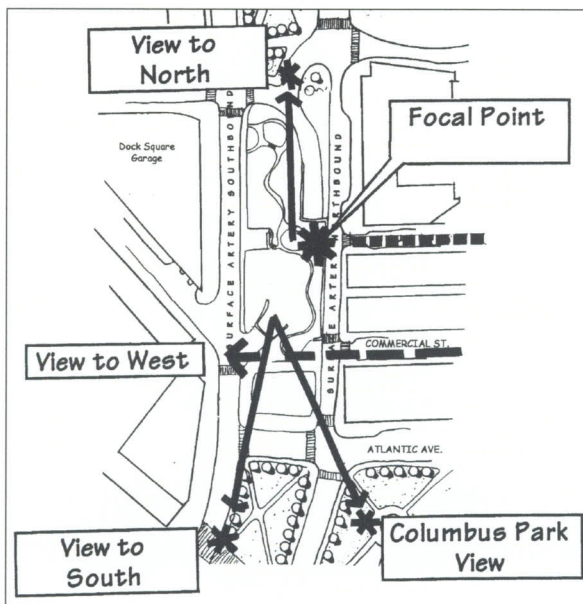


Figure 10. Views from the selected park design. The view west from Commercial St. is unobstructed. © 2002 Weinmayr Associates, Inc.

Measures will be taken to meet the site's particular aesthetic and safety challenges. The blank expanse of the Cross St. wall will be covered either with a mural suggesting archways, with soft Boston ivy, or overhanging shrubs. Dense plantings and tall, attractive fences around ramp cover edges will keep the ramp openings and wall-tops safe. Tree, shrub,

and flower selection will be based on plants that tolerate Boston's climate, city conditions, and unpredictable precipitation.

Unlike other open space parcels, Parcel 12's ramp coverings make its "bookend" hillsides a requirement: 14' of clearance must be allowed for the tunnel openings, with an additional 4-5' allowed for a structural roof and for landscape fill. The hills add visual interest to the landscape, buffer the neighborhood's view of the Dock Square garage's blank façade, and are reminiscent of the city's rolling hills.

Numerous parks have been successfully integrated with ramp covers and tunnels in Metropolitan Boston. Part of Harvard University's campus sits atop the Cambridge St. overpass. The park at Post Office Square covers the underground garage. A lovely strip of greenery covers the Red Line where it dips underground at Kendall Square. The Southwest Corridor illustrates a park built specifically to cover MBTA train tracks and subway traffic when the Orange Line was put underground. It has been done before and it can be done again. Even Frederick Law Olmsted designed landscaped tunnels that cross New York City's Central Park.



Figure 11. Olmsted's Transverse Road through Central Park preserves the park experience and allows pedestrian traffic. © 1968 Fabos, Milde, Weinmayr

TECHNICAL INFORMATION

STRUCTURAL CONSIDERATIONS

It is technically feasible to construct a park over the new Parcel 12 exit ramps. Other designated park spaces, including Parcels 10 and 14, are designed to accommodate at least 4' of fill, surfacing materials, and the load of surface traffic over the I-93 tunnels. The Parcel 12 design brings no greater structural or design demands than other park parcels.

A. Roof Deck and Ramp Covers

The roof deck and ramp covers carrying the landscape park will need to be no stronger than they would be for other parcels. The design and weight particulars of the ramp covers' side structural walls are the only structural aspects that are unique to the proposed park design. Because the ramp covers will carry only 4' or less of soil and no moving traffic, it is reasonable to assume that the covers can possess less carrying capacity than on-grade park development requires.

We propose employing a structural wall and beam design similar to that proposed by the CA/T for the original building design. Where possible, structural loads will be carried on the tunnel's slurry walls. In other respects, the current park's structural design reflects the CA/T's post and beam design.

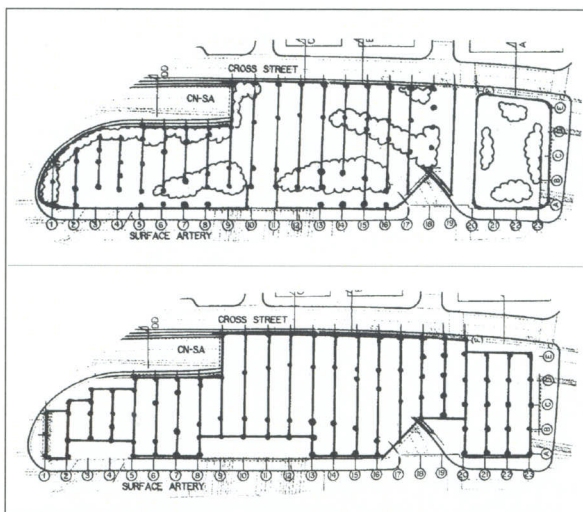


Figure 12. The park's post & beam support structure (top) is based on the CA/T-suggested building footprint (bottom). Base image courtesy Massachusetts Turnpike Authority.

B. Excess Fill

In locations where the dimension between the ramp cover and the surface exceeds that required for sustainable plant growth, supplemental fill will be of a lightweight, non-absorbent, stable material similar to Styrofoam.

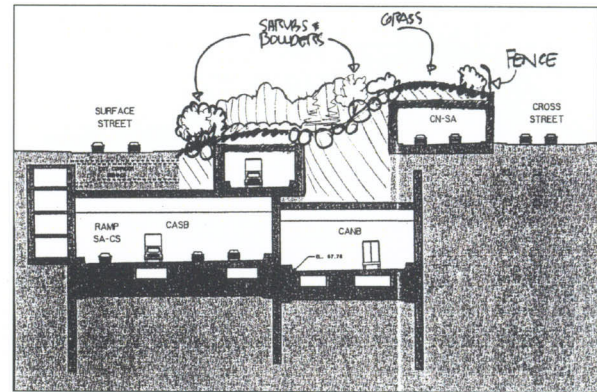


Figure 13. Tunnel cross-section illustrates "Olmstedian" park over ramp covers, with lightweight fill in the deepest areas.

C. Ramp Walls

Ramp walls will be structural concrete with decorative facing. The east-facing walls along Cross St. and the interior walls of the southbound ramp may be of brick or stone. The facing may suggest arches as shown on the study models [refer to Page 2, Community Endorsed Landscape Alternative] or may be another form of decorative art statement. A sound-dampening facing material should be considered.

D. Paved Walks

Paved walks will be of cement concrete with reinforcing steel, doweled expansion joints, and soft broom surface finish. Textured concrete may be used in accent areas. The major crosswalk through the park has been designed to be uniformly under 5% pitch to conform with the latest Americans with Disabilities Act (ADA) and Massachusetts Architectural Board (MAAB) requirements. Where steps are provided to ascend steep slopes, alternate ADA- and MAAB-compliant routes are available.

E. Steep Slopes

Steep slopes, such as the areas adjacent to the ramp covers will be constructed of earth fill and giant boulders placed into the soils for a

naturalistic effect. The boulders will be glacial rounded stone carefully chosen for form and appearance. Some boulders may weigh up to 6 tons each.

F. Steps

Steps will be of granite split on exposed faces for a natural appearance. Cheek walls will be of natural boulders approximately 1 cubic yard in volume for the finished appearance of steps ascending a natural boulder hillside. Handrails will be provided on both sides of the stair for safety and convenience. The intent is to provide a decorative iron rail on single posts of a wrought iron appearance, with posts and rails winding organically up the hillside.

G. Benches, Lighting & Street Furniture

Benches, lighting, and street furniture will match the designs selected for the greater extent of the artery parks. Selected items such as decorative fountains will be designed specifically for this park.

H. Participatory Activities

Activities such as picnicking, dog walking, and concerts will be overseen by the as-yet-unspecified management agency.

I. Plant Selection

Plant selection will be based on the palette of plants previously chosen by the CA/T landscape consultants. Specimen plants fulfilling particular design intents will be selected and purchased specifically for this park. Large trees will be planted beside ramp walls where excess soil depth is available. Grass will be planted where it is desirable to reduce the soil depth for design or structural considerations. Shrubs such as weeping forsythia, horizontal juniper, and cotoneaster are proposed at the tops of walls, so that the branches soften the top edge and flow down the wall. Where possible, plant pockets will be provided along the base of walls for the planting of Boston ivy.

J. Park Design

Park design will be refined as the process moves forward. It must be remembered that the design presented is only Schematic in detail. The thought behind this design is of sufficient technical depth to reflect the

Program endorsed by the North End community. Details are provided strictly to establish general design parameters and technical feasibility.

NOISE POLLUTION AND AIR QUALITY

Whether a park or other ramp cover is built on Parcel 12, the structure must meet the noise pollution and air quality regulations that pertain to a mixed residential and commercial area. Limited air quality studies, conducted 10 years ago, have assessed the pollution mitigation requirements of a building rising above the Parcel 12 off-ramps; results indicate that development could meet regulations. Two points suggest that a park would also meet regulations. First, the footprint of a park design would be the same as the footprint of a building, suggesting that the study findings would likely pertain. Second, air circulation could be even better than with a building, with no tall walls to trap auto emissions.

No specific noise pollution studies have been performed for Parcel 12, but the design team was able to obtain noise level studies that ascertain that the nearby Parcel 7 Vent Building will comply with established standards. An acoustic wall along the eastern, Cross St., side, would dampen sound coming out of the tunnel. A building's walls will amplify traffic noise; an open park will allow traffic sounds to dissipate naturally.

It should be noted that the issues of air quality and noise levels require further investigation as soon as possible. However, the design team has seen no conclusive evidence suggesting that a park will have more of an impact than a building. After reviewing the limited available technical data regarding noise abatement and air quality, the design team believes that a landscape solution will satisfy regulations.

4. CONCLUSIONS

Parcel 12 has been the subject of contention since ramps were designated for the site without neighborhood support over a decade ago. The issuance of the RFI for building design for Parcel 12 in June 2001 catapulted the North End Central Artery Advisory Group into intense discussion with the community and with officials from the CA/T, the MTA, the BRA, and the Mayor's Task Force, regarding plans for the parcel. A provision of the Final Supplemental Environmental Impact Report (FSEIR) notes that "issues relating to access and quality of life" must be resolved before the final decision on Parcel 12 is rendered. To that end, the process of developing alternatives to a proposed building has been orderly, well informed, heavily attended, and passionate. In presenting a variety of options and fielding questions, the design team brought their expertise in urban design and related structural, noise, and environmental issues to bear. The process is now complete: NECAAC has unanimously endorsed a rolling, naturalistic park design for Parcel 12.

The committee applied a thorough methodology, evaluating three building proposals in addition to three parks. The community objected to the parking burden, continued barricade between the North End and the city, and the general visual blight that a building would present. Building options were unanimously rejected.

Instead, the committee's support for parkland was enthusiastic. A park will restore views to the city, provide an enjoyable spot for residents, workers, and tourists, and contribute to the re-knitting of this often-forgotten section of the North End with the rest of the city. Parkland is seen as the only acceptable compromise now that the ramps have been built.

In addition to meeting residents' needs, the proposed park meets a number of guidelines and recommendations. It meets the Massachusetts Environmental Protection Agency's requirement to cover the ramps and complies with the FSEIR provision that the required ramps may be screened with landscaping. Furthermore, by maintaining the

same footprint as that used in the CA/T's studies, it can be assumed that the park's impact on air quality and noise will be no more than a building's. A park over the ramps will carry the same load as parks on grade-level parcels, and the existing post and beam structure should be sufficient to support such a park.

The CA/T made a commitment to postpone the issuance of the RFP/Q for Parcel 12 until the community had been thoroughly heard and an exploration of options made. NECAAC's exploration of options is complete; the community-endorsed park was presented to the NECAAC membership and Project, City, and State officials on June 4, 2002. Officials were impressed with the depth of the analysis and the thoughtfulness of the design, and indicated that they would fully review the proposal. We urge the CA/T Project to keep its commitment, and recommend that officials strongly consider changing the development plan in favor of a park.

5. APPENDIX A: ACKNOWLEDGEMENTS

The North End Central Artery Advisory Committee would like to thank those who devoted their time and energy to the process of developing an alternative proposal for Parcel 12, and to the preparation of this report.

NORTH END CENTRAL ARTERY ADVISORY COMMITTEE

Nancy Caruso, Chair
Sen. Robert Travaglini
Dorothy Conway
Rep. Salvatore DiMasi
Jason Aluia
Counselor Paul Scapicchio
Congressman Michael Capuano
Greg Nolan

NORTH END CENTRAL ARTERY ADVISORY COMMITTEE: PARCEL 12 SUBCOMMITTEE

Victor Brogna	Linda Martignetti
Robert Ferullo	Daniel Nuzzo
Francine Gannon	John Pucillo
Patricia Greeley	Mark Spadaro
Frederick Hayes	Marie Trovato
Joan Hayes	Robert Venuti
Richard Jacobs	

ENVIRONMENTAL OVERSIGHT COMMITTEE

Anne Fanton

CITY OF BOSTON

Mark Maloney, Dir., BRA
David Carlson, BRA
Dick Garver, BRA

COMMONWEALTH OF MASSACHUSETTS

Brian Brenner, CA/T
Stephen Hynes, CA/T
Michael Lewis, CA/T
Bill Lindemulder, CA/T
John Romano, CA/T
Tom St. Sauveur, CA/T
Peter Smith, CA/T
Boris Tsirolnik, CA/T
Bill Tuttle, MTA
Fred Yalouris, CA/T

DESIGN CONSULTANTS

Sutphin Associates, Inc.,
Architects
Weinmayr Associates, Inc.,
Landscape Architects

6. APPENDIX B: RESOURCES

ATTACHED DOCUMENTATION:

- Cost Estimate: "Parcel 12 Olmstedian Plan Estimate June 2002"
This estimate includes Parcel 12 only, per the consultants' contract. Parcel 13 must be studied separately.
- Public Meeting Notices
- Press clippings: *The Regional Review*
May 14, 1001: "Parcel park preferred"
May 28, 2002: "Parcel 12 – A new park for the North End?"
June 11, 2002: "Neighborhood turns out to support Parcel 12 park proposal"

RELEVANT PARTIES:

- Boston Redevelopment Authority: Overseer of land planning considerations
- Central Artery/ Tunnel Project: Responsible for overseeing design and construction
- Massachusetts Turnpike Authority: Current land owner
- Mayor's Task Force: Responsible for neighborhood interface
- North End Central Artery Advisory Committee: responsible for ensuring that the North End's perspective is heard by pertinent project officials. Responsible for hiring and coordinating the efforts of the design consultants
- Sutphin Associates, Inc.: Contract-holder RE: design consultants Sutphin Associates, Inc. and Weinmayr Associates, Inc.

PUBLIC RESOURCES:

All documents except the book *Frederick Law Olmsted, Sr.: Founder of landscape architecture in America* are public and are available from the Massachusetts Turnpike Authority. The book is available at the Harvard Graduate School of Design Library.

- Request for Interest, Central Artery/Tunnel Project Parcel 12 (Massachusetts Turnpike Authority [MTA])
- "The North End: Principles for Planning, Design, and Development"
- "Historic Resource Considerations for Joint Development: Design Guidelines & Technical Support"
- Boston Central Artery Corridor Master Plan (MTA)
- Boston Central Artery Corridor Master Plan Appendix A: Program Report (SWM / The Cecil Group)
- North End Parks: Request for Qualifications and Proposal Contract No. D032A (MTA)
- Wharf District Parks: Request for Qualifications and Proposal Contract No. D032B (MTA)
- *Frederick Law Olmsted, Sr.: Founder of landscape architecture in America*. Julius Gy. Fabos, Gordon T. Milde, & V. Michael Weinmayr 1968, The University of Massachusetts Press.

PARCEL 12, OLMSTEDIAN PLAN ESTIMATE

June, 2002

item	quantity	unit	price	total	
Ballpark Totals					
High	55,000	SF	\$100.00	\$5,500,000.00	
Medium	55,000	SF	\$50.00	\$2,750,000.00	
Low	55,000	SF	\$30.00	\$1,650,000.00	
Surfacing					
Ramp Roofs	20,000	SF	\$100.00	\$2,000,000.00	
Ramp Walls	15,000	SF	\$50.00	\$750,000.00	
Earth Fill	8,000	CY	\$50.00	\$400,000.00	3150000
PARK CONSTRUCTION					
Surfacing					
Paved Walks	5,000	SF	\$5.00	\$25,000.00	
grass	27,000	SF	\$3.00	\$81,000.00	
mulch	23,000	SF	\$3.00	\$69,000.00	175000
Edges					
Granite Curb	500	LF	\$50.00	\$25,000.00	
Stone Wall	2,500	FF	\$200.00	\$500,000.00	
Faced Ramp Wall	3,500	FF	\$50.00	\$175,000.00	
Iron Fence	300	LF	\$200.00	\$60,000.00	
Stair Railings	150	LF	\$200.00	\$30,000.00	790000
Structures					
New Steps	100	EA	\$100.00	\$10,000.00	
Benches	20	EA	\$2,000.00	\$40,000.00	
Fountain	2	EA	\$75,000.00	\$150,000.00	200000
Utilities					
Lights	20	EA	\$5,000.00	\$100,000.00	
Irrigation	1	EA	\$99,000.00	\$99,000.00	
Drainage	1	EA	\$99,000.00	\$99,000.00	298000
Planting					
Trees	100	EA	\$1,000.00	\$100,000.00	
Shrubs	1,000	EA	\$200.00	\$200,000.00	
Mulch	1,000	SF	\$0.50	\$500.00	\$300,500
TOTAL					\$4,913,500

PUBLIC MEETING NOTICE

PARCELS 12 & 13

The Parcel 12 & 13 Sub-committee, Sutphin Architects and Weinmayr Associates will convene two working sessions on design alternatives for Parcels 12 & 13

Monday April 29 6:00pm

Monday May 13 6:00 pm

**At the Nazzaro Center
North Bennett Street**

***IMPORTANT
NEIGHBORHOOD MEETING
AFFECTING ALL NORTH END RESIDENTS***

**PROPOSED DEVELOPMENT OF PARCEL 12
LOCATED AT THE END OF COMMERCIAL STREET
AND ADJACENT TO QUINCY MARKET AT CROSS,
FULTON, AND COMMERCIAL STREETS AND SURFACE
ARTERY**

**TUESDAY –JUNE 4, 2002 @ 6:00 P.M.
NAZZARO COMMUNITY CENTER
30 NORTH BENNET STREET**

**THIS MEETING IS A MUST!!! NEIGHBORHOOD
INPUT AND ATTENDANCE ARE URGENTLY NEEDED.
FORMAL PRESENTATION WILL BE MADE TO CA/T
PROJECT OFFICIALS, BOSTON REDEVELOPMENT
AUTHORITY, AND NORTH END CENTRAL ARTERY
COMMITTEE TO DEVELOP PARCEL 12 AS A
PARK/GREEN OPEN SPACE WITH RAMP COVERS.
THIS IS THE NEIGHBORHOOD/COMMUNITY
CONSENSUS AND IT IS IMPERATIVE FOR ALL
NEIGHBORS TO ATTEND THIS CRUCIAL MEETING
TO HAVE A SAY AS TO WHAT IS DEVELOPED ON
PARCEL 12.**

**COME TO EXPRESS YOUR VIEWS AND SUPPORT
YOUR NEIGHBORS!**

MARK YOUR CALENDAR - TUESDAY, JUNE 4TH

THANK YOU!

FROM : FINCHAM

PHONE NO. : 6177233584

May. 24 2002 12:30PM P2

Central park preferred

12/13

by Bill Lee

At a meeting on April 29 for public input, the Parcel 12/13 subcommittee of the North End Central Artery Advisory Committee (NECAAC), presented several possible scenarios for the future of parcel 12 that were acclaimed by the audience and probably caused some distress to the Turnpike Authority (MTA) officials who are responsible for this parcel.

Parcel 12 lies between Cross Street and the Marketplace Center Building between Commercial and North Streets. Over the last year or so, the MTA has been talking about a building

for parcel 12 that would be 55 feet high. This is about twice as high as the existing elevated artery. Additionally, the side of the building would abut Cross Street between Commercial and North streets, thus putting it about 50 feet closer to the residences on these streets than the elevated artery is now.

Many North Enders, and especially residents on Commercial and Fulton streets, feel that this design would totally change the nature of these streets from a quiet residential setting to, as one person put it, "an urban canyon."

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The subcommittee was formed about a year ago in response to the stated intention by the MTA to soon issue an RFP for developing Parcels 12 and 13. At a meeting in January, and with the active support of Senator Travaglini, Representative DiMasi, and Councilor Scapicchio, the subcommittee was given funding to hire an independent consultant to develop alternate proposals for parcel 12 that would be more acceptable to the community.

Six alternative, preliminary designs were presented to the community at the meeting, and there was a clear consensus in favor of two open space proposals. Due to the need to accommodate the varying heights of the two ramps, the parks were very unusual and included innovative multi-level designs, but there was an overwhelming consensus among the 50 or so people at the meeting in favor of two of the open space proposals.

The presentation began with subcommittee chairman Dan Nuzzo explaining the background of the parcel and introducing Architects Niles Surphin and Michael Weinmayr, who had been selected by the subcommittee to develop six possible plans for parcel 12. Three of these would include building and three would be open space.

Nuzzo explained that the purpose of the meeting was for the neighborhood to select two of the proposals, and the architects would then further

develop the two that were selected. As the meeting went on, it became clear that nearly everyone was in favor of the open space proposals.

During past community meetings on the development of parcel 12, MTA officials had taken the stance that it would

been harmed by the ramps. Our access to Quincy Market has been limited. There are pollution issues that will impact us. The question of how it is going to be paid for doesn't concern me that much. We have been harmed by these ramps, and we deserve to get whichever option we decide."

When it came time to vote, to no one's surprise, two of the open space parcels were selected. The favored design was an "informal open space" that had grassy slopes running along the inclined ramps with trees along the periphery. Weinmayr likened its feel to the Olmsted park in Charlestown by the Mystic River.

The second design was a more formal multi-tiered garden which Weinmayr likened to a classic Italian garden. This plan had planted areas and formal lawns and trees separated by concrete plazas.

After the vote Richard Garver of the BRA suggested that one of the alternates should be a building proposal. After a very brief and one-sided discussion, that was voted down. Garver then asked that one of the building proposal be picked as a third alternative. Nuzzo responded that the guidelines he had been given were to pick only two options. He additionally pointed out that he wasn't sure that the subcommittee's funding would pay for studying a third option.

The next meeting of the subcommittee will be on Monday, May 13 at 6 p.m. at the Nazzaro Center. All residents

Michael Weinmayr's open space proposals for parcel 12 met with enthusiastic support at the recent parcel 12/13 subcommittee meeting.

be impractical to build a park on this parcel because there wouldn't be enough soil depth. When asked about this, Weinmayr responded, "There is no technical reason why a park could not be built on a cover over the ramps. It's not particularly complex or expensive." He pointed out that Central Park (designed by Frederick Olmsted) was built on a six-foot layer of earth.

One person asked whether the park could be funded. In response, Nuzzo cited the strong support that the group had received from the local politicians and said "We've



Regional Review
5/28/02
p. 1.

Parcel 12 - A new park for the North End?

by Bill Lee

On a terrible, rainy evening last week, over 90 people attended a meeting to view the latest refinements in a proposal to turn parcel 12 into a free form park with two 20-foot high hills (over the CA/T ramps). Architect Michael Weinmayr presented a stunning plan for a park that was overwhelmingly acclaimed by the people who attended.

The design will be presented to the North End Central Artery Advisory Committee (NECAAC) at a meeting On Tuesday, June 4, at 6 p.m. in the Nazzaro Center. The Massachusetts

Turnpike Authority (MTA) favors a building for this parcel, and many believe it will be an uphill battle to get the proposed park.

"It is important that we have another big turnout for the June 4 meeting," said Dan Nuzzo, chair of the Parcel 12 subcommittee. "We need to show that the neighborhood is wholly behind this concept and does not want a building on parcel 12."

Parcel 12 is the area between Cross Street and Quincy Market extending from Commercial to North Streets. It was origi-

Continued on page 6

Parcel 12 - A new park?

Continued from page 1

nally designated as a development parcel, rather than open space, and the MTA has been talking about a fairly large building for parcel 12 of five stories, or perhaps higher.

Over the past year, neighborhood sentiment has been growing against having a large development on parcel 12. Residents close to parcel 12 are worried that a building on parcel 12 would close off and dominate the ends of Fulton and Commercial Streets and completely change the ambience of the neighborhood. Other North Enders believe that having yet more residences or even offices would only contribute to the overcrowding of the neighborhood and further aggravate the parking problems.

Last February, Senator Bob Travaglini, Representative Sal DiMasi, and City Councilor Paul Scapicchio supported the neighborhood effort to explore alternative uses for parcel 12 and obtained funding for a "Parcel 12 Subcommittee" to hire a consultant to explore other uses for parcel 12.

Earlier meetings had presented preliminary designs, and the attendees had voted on which of these they preferred. At this meeting, Weinmayr presented a fairly detailed proposal, including several models and drawings, for a park which he described as an informal open space in the Olmstead tradition.

Rex Nowell of Commercial Street questioned the feasibility of putting a park on the ramp cover. MTA representatives have stated many times over the past several years that they did not believe that a park was practicable on the cover, and this question had been raised in earlier meetings.

Weinmayr said he had been doing his home work on this. As examples of parks that were similarly constructed on a concrete plate, Weinmayr cited the Post Office Square Park and Harvard Yard where it goes over the Harvard Square underpass. He went on to say that he had talked with Craig Halvorson, the architect of Post Office Square Park, and that Halvorson had said he saw no reason that a park could not be put on the parcel 12 ramp cover.

The meeting ended with a vote of those present on whether they approved of the proposal and wanted to present it to NEWCAAC. The vote was unanimously in favor without a single dissenting vote, prompting chairman Nuzzo to remark, "I want to ask Dick Garver [of the BRA], Have you ever seen a consensus like this in the North End before?"

At the end of the meeting, Nuzzo, Nancy Caruso, chairperson of NEWCAAC, and North Ender Fran Gannon of Senator

Travaglini's office all stressed the need for a strong showing of neighborhood support at the upcoming June 4 NEWCAAC meeting in order to keep the momentum up for this plan.

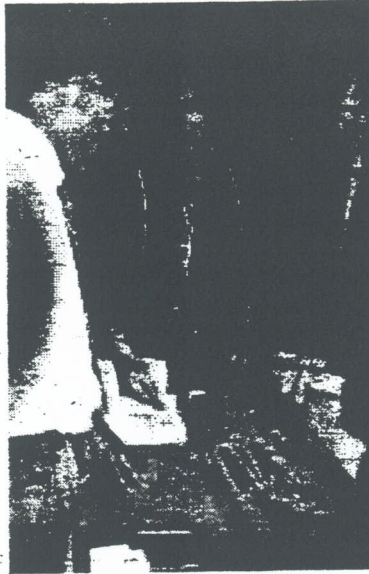
[Editor's note: Parcel 12 is very large and it is difficult if not impossible to show plans in the limited space we have available which give a good idea of the true nature of the proposed park. We encourage all readers who are interested in what this fascinating park really looks like to attend the June 4 meeting where lots of large drawings and scale models will be on display.]

Neighborhood turns out to support Parcel 12 park proposal

by Bill Lee

A crowd of about 120 people showed up at the Nazzaro Center last Tuesday, June 4, to show their support for a neighborhood, grass roots effort to put a park on Parcel 12 in place of a multi-story building that has been pushed by the Massachusetts Turnpike Authority (MTA). An effort which many thought had no real chance of succeeding seems to be gathering a lot of enthusiastic support in the community and has made an impressive start, as evidenced by the presentation at the meeting of a very interesting initial design for the park.

The meeting was the official presentation to the North End Central Artery Advisory Committee (NECAAC) and to the



Architect Michael Weinmayr (c) uses a model to explain his park design to the BRA's Dick Garver (l) and the MTA's Peter Smith.

MTA of a park design that the "Parcel 12 Subcommittee," a group of North End residents, had developed in cooperation with architects Michael Weinmayr and Niles Sutphin. Parcel 12 is the area between Cross Street and Quincy Market extending from Commercial to North streets and includes two exit ramps from the underground artery.

Weinmayr presented his plan for a spectacular free-form park over the artery exit ramps with two 20-foot high hills. Winding paths go up and down the hills, and trees surround a number of open grassy areas. On one side of the ramps, a fairly steep pitch has boulders and trees to provide visual interest. "Maybe the kids will want to climb the

Continued on page 15

Continued from page 1
rocks," mused Weinmayr.

One member in the audience speculated that the park could be a place where children could sled in the winter. Another pointed out that the views from the high points of the park should be spectacular, especially looking north towards the Zakim bridge.

During Weinmayr's presentation, he summarized the community process that led to the park design, going over the different design proposals and concluding that, "A building of any nature is not acceptable to the community."

With respect to building housing on parcel 12, Weinmayr stated, "If you limit the building to 55 feet, by the time you clear the ramp exits [about 15-17 feet above ground level] and add a level of parking, you do not have much room for housing. You probably cannot make a viable building for residential use within the 55-foot height limit."

City Councilor Paul Scapicchio asked the MTA officials present what their response was to the proposal.

Mike Lewis, CA/T project director, answered, "We have to have some time to look at it and we may need to analyze the effect it would have on the structure." He added, "Structural issues can probably be worked out."

Inevitably, the question of how to pay for the park was raised. Dan Nuzzo, Parcel 12 Subcommittee chairperson, gave his view on the matter. "None of the other artery park parcels have a dedicated funding stream. The ramp parcel [parcel 12] is a problem that was caused by the MTA, and if any park parcel deserves funding, this parcel does because of the negative impact this ramp parcel has had on the neighborhood."

Representative Sal DiMasi was of a similar mind. "Senator Travaglini, Councilor Scapicchio, and I have been working on this for some time. We were able to get funding for community to do this study. A lot of the people in this room have been suffering for a long time because of this project. The community deserves to get something back."

The presentation was a big step in a neighborhood effort led by residents of Commercial and Fulton streets to stop what seemed to be the inevitable development of parcel 12 into a large office or residential complex. Things came to a head last June, 2001, at a meeting which the MTA hoped would lead to the issuance of an RFP for parcel 12 development.

During that meeting, however, residents with the support of our local politicians made it clear that they were unhappy with the MTA's plans. Those plans included incorporating parcel 13, an open space parcel, into the parcel 12

cont'd

Neighborhood supports park

development package because "it would make for a better building on parcel 12." The MTA has since agreed to keep parcel 13 as open space.

At that meeting, MTA officials pledged not to issue an RFP for parcel 12 until they explored other alternatives with the neighborhood. With the support of local politicians Travaglini, DiMasi, and Scapicchio, a special committee of North Enders was formed to work with the MTA to investigate alternative designs for parcel 12. 12

After subsequent meetings between the group and the MTA, several members expressed their frustration, saying that MTA repeatedly presented the same plans. 13

Impatient with the failure of the MTA to come up with any alternatives to the five-story building that they had been proposing for almost two years, the committee sought and obtained funding to allow them to hire their own consultants to investigate other designs.

The current park plan is the result of their efforts. During community meetings over the last several months, six different designs were explored and presented to the neighborhood, including both development proposals and open space proposals.

The overwhelming majority of those who attended the meetings supported an open space solution, and at the last review meeting in May for community input, attended by over 90 people despite a terrible downpour, the current design was selected over two other open space designs without a single dissenting vote.

The next steps to be taken are unclear. Despite the MTA's clear preference for a building on parcel 12, at prior NECAAC meetings, MTA Chief Development Officer Steven Hines has stated that if there is a clear

consensus in the neighborhood in favor of an alternate plan, the MTA would honor that. If so, normally a Request For Proposal would be developed and sent out for bids by the MTA.

This is complicated by two issues. One is the funding issue. The second and perhaps more important issue is the impending legislation to implement the recent agreement between Mayor Menino, Acting Governor Swift, and Speaker Finneran to create an independent trust or similar entity to fund and control development and maintenance of all of the artery parcels. This legislation is being drafted and few if any details are public.

Ann Fanton, executive director of the Central Artery Environmental Oversight Committee, said she was very concerned with the possibility that public participation in the planning process would be curtailed once the new entity is formed by the legislature. "I believe that there are federal requirements that mandate ongoing community participation that apply even to a quasi-private entity," she said.

DiMasi concurred. "I am very concerned with the idea of the proposed trust and whether they will be responsive to neighborhood people." He continued, "It is not going to be as easy as you think it may be [to get the park built]. I say this not to discourage you, but to caution you."

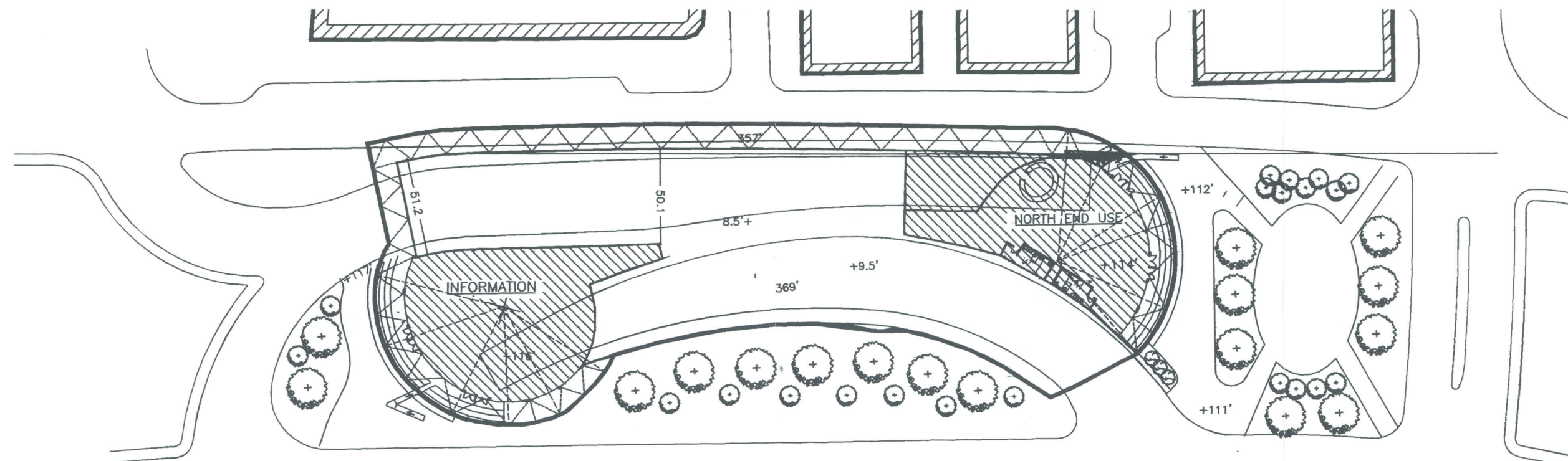
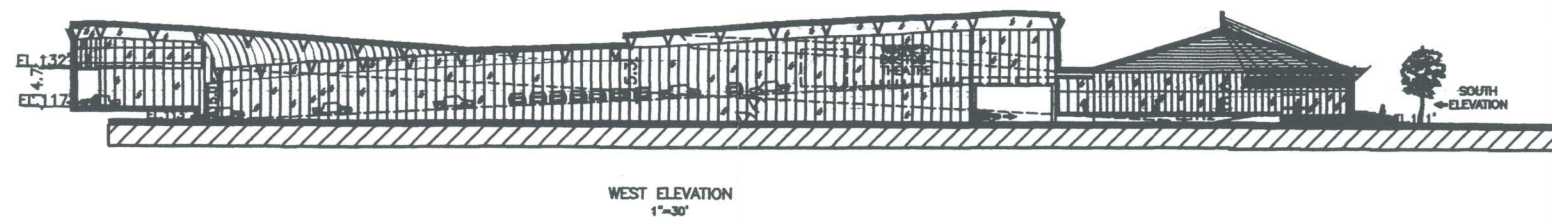
DiMasi praised the efforts of the neighborhood. "This building [for parcel 12] would have gone out on an RFP a long time ago if it were not for the support and activity of the people in this room. Many of you have been

coming to meetings for years. When I talk to people in the legislature and city hall, they would not give me as much time and attention if I could not say that there were 100 to 120 people at these meetings regularly."

DiMasi ended by calling for a commitment by the MTA, the BRA, and the city to support the North End in its efforts to bring a park to parcel 12.

7. APPENDIX C: PROPOSED & SELECTED SOLUTIONS

- A. Proposed Architectural Scheme 1
- B. Proposed Architectural Scheme 2
- C. Proposed Architectural Scheme 3
- D. Proposed Landscape Scheme 1: Minimal
- E. Proposed Landscape Scheme 2: Olmstedian
- F. Proposed Landscape Scheme 3: Italianate
- G. Refined Landscape Scheme 2: Olmstedian
- H. Refined Landscape Scheme 3: Italianate
- I. Selected Olmstedian Park



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Project
PARCELS 12 & 13
BOSTON, MA

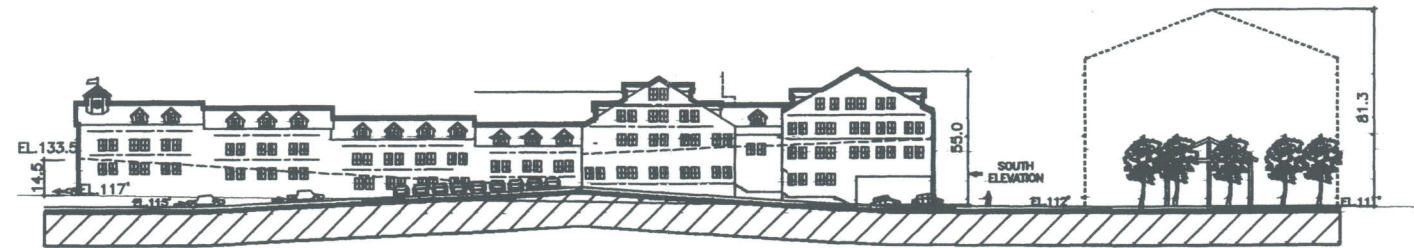
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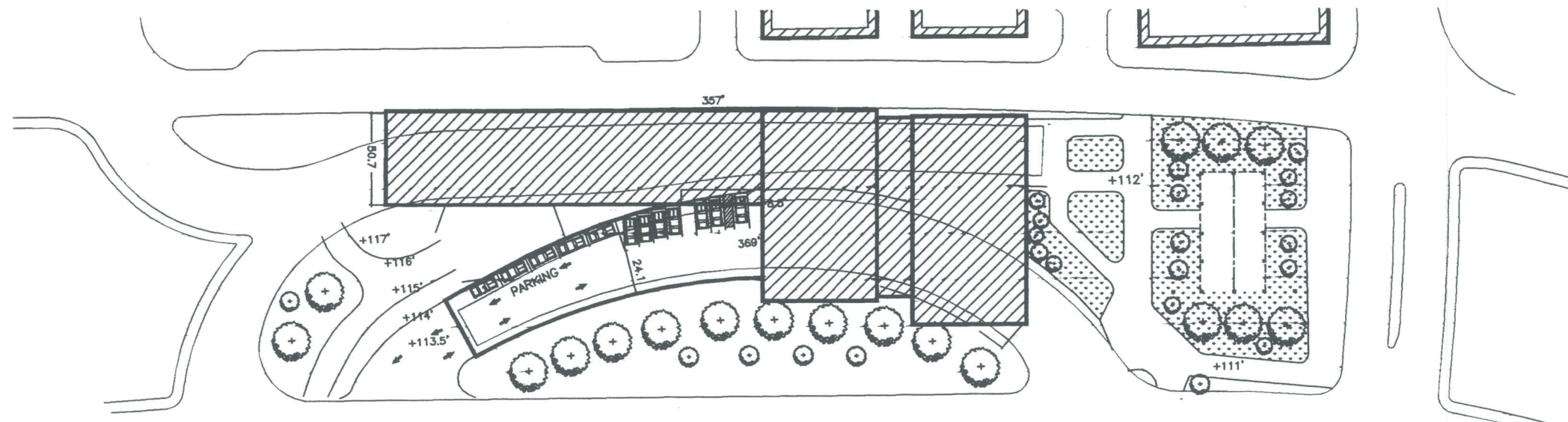
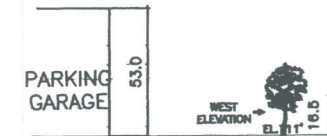
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Title
SITE PLAN
SCHEME I

Drawing No
A1



WEST ELEVATION
1"=30'



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Project
PARCELS 12 & 13
BOSTON, MA

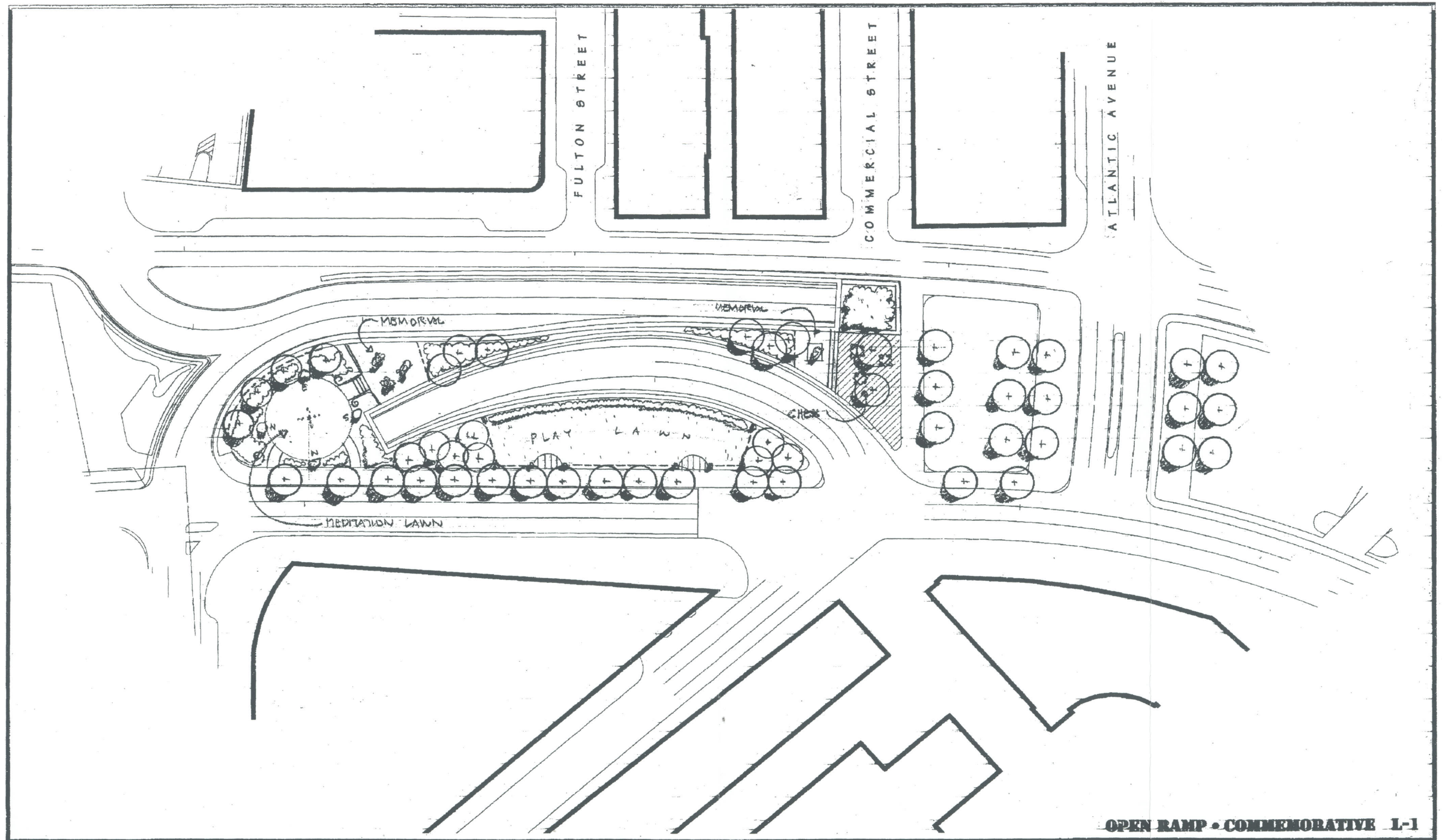
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Revisions

Title
**SITE PLAN
SCHEME III**

Drawing No
A1



OPEN RAMP • COMMEMORATIVE L-1



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Project

PARCELS 12 & 13
BOSTON, MA

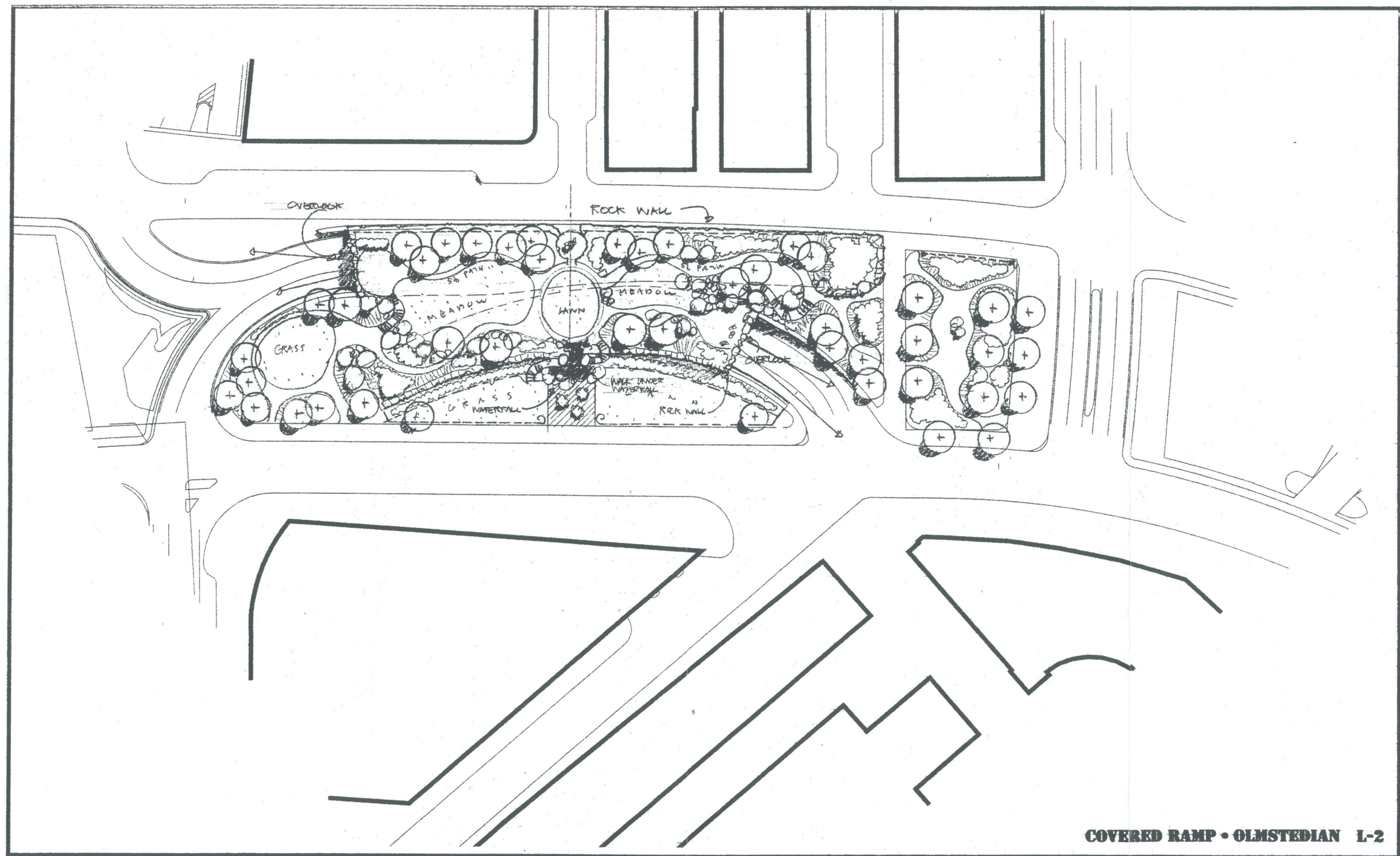
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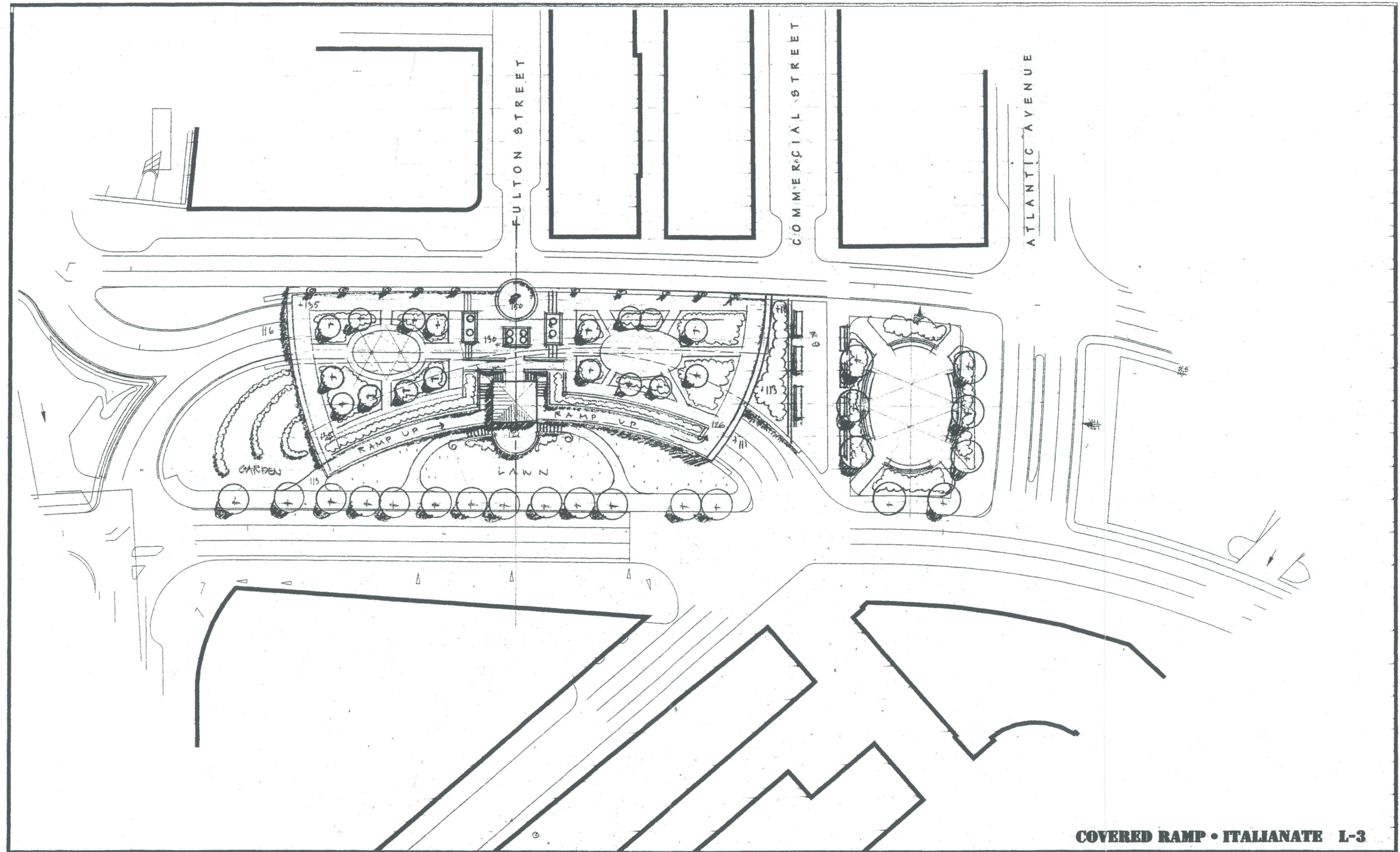
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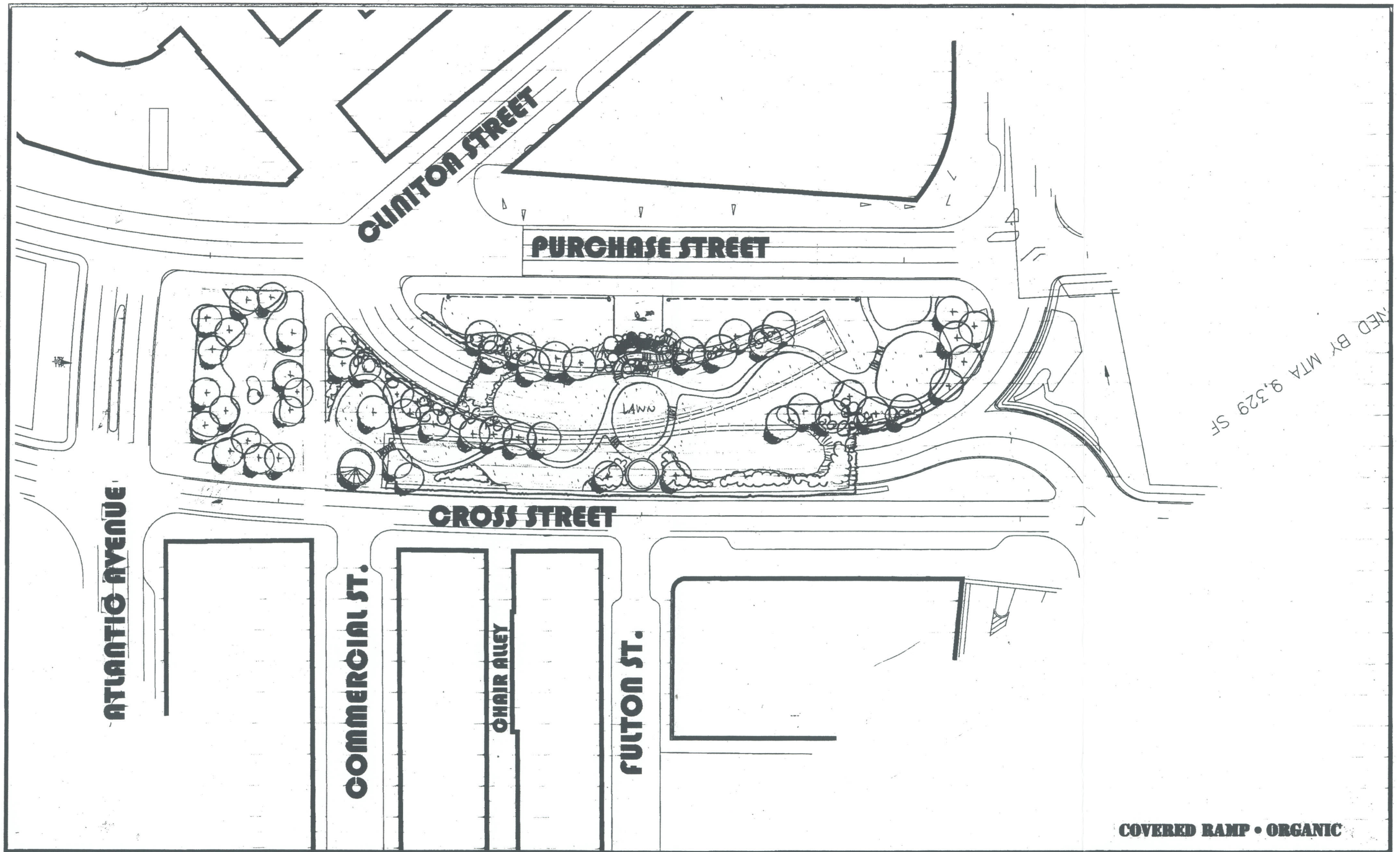
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COVERED RAMP • OLMSTEDIAN L-2



COVERED RAMP • ITALIANATE L-3



OWNED BY MTA 9,329 SF

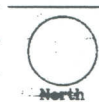
COVERED RAMP • ORGANIC

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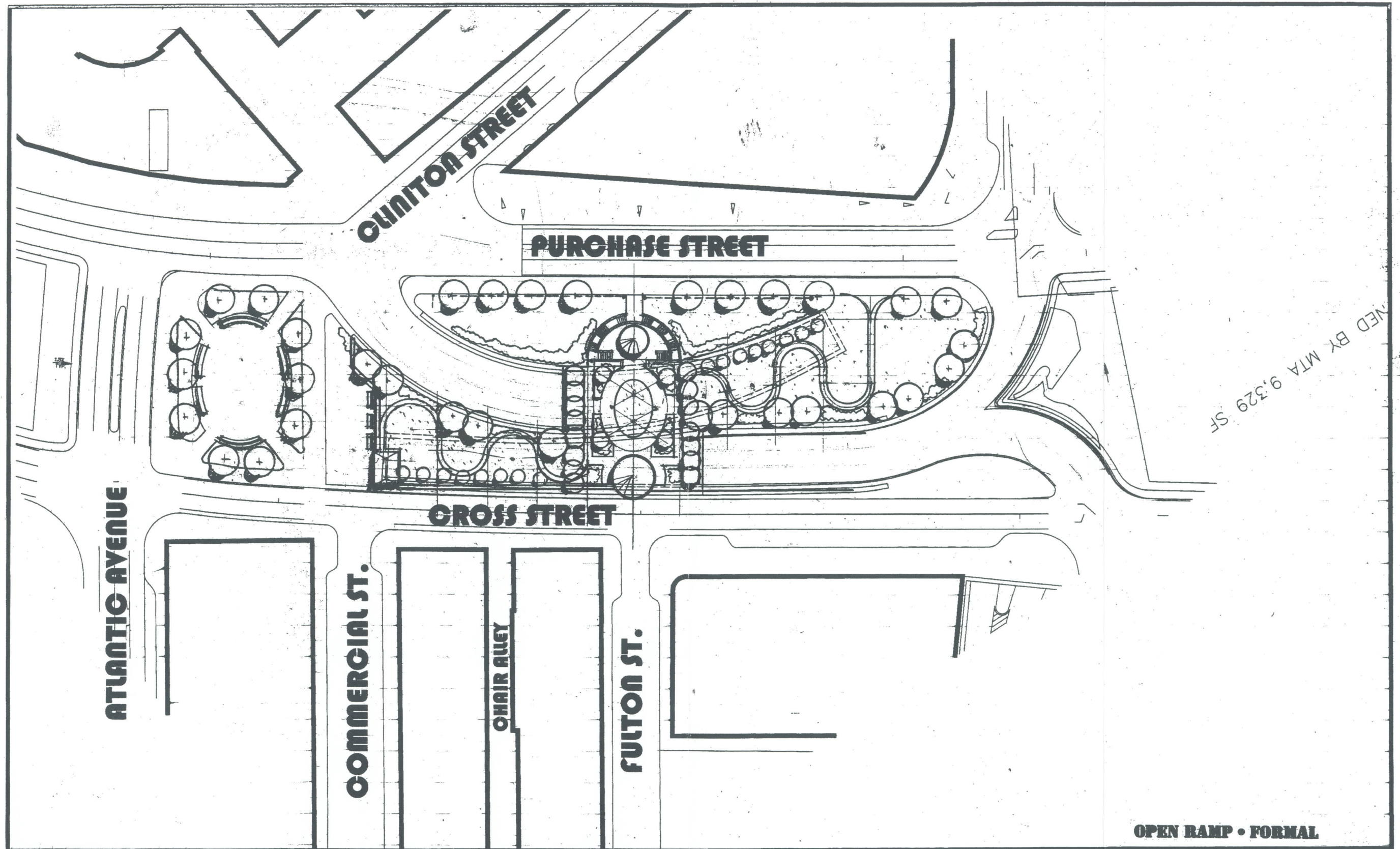
Project
PARCELS 12 & 13
 BOSTON, MA

Date
5-12-02
 Scale
1"=30'
 Project No



Revisions	Title

Drawing No



OPEN RAMP • FORMAL



SUTPHIN ARCHITECTS
 35 MEDFORD STREET
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 PHONE: 617-628-8100
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 E-MAIL: WEINMAYR@CN.COM

Project
PARCELS 12 & 13
 BOSTON, MA

Date
 6-1-2002
 Scale
 1"=20'
 Project No.



Revisions	Title

Drawing No

1