SUMMARY 1965/1975 GENERAL PLAN FOR THE CITY OF BOSTON and the regional core

SUMMARY 1965/1975 GENERAL PLAN FOR THE CITY OF BOSTON and the regional core

Honorable John F. Collins
Mayor of the City of Boston

BOSTON
REDEVELOPMENT
AUTHORITY

Rt. Rev. Msgr. FRANCIS J. LALLY,
Chairman
STEPHEN E. McCLOSKEY,
Vice Chairman
JAMES G. COLBERT,
Treasurer
MELVIN J. MASSUCCO,
Assistant Treasurer
GEORGE P. CONDAKES,
Member
EDWARD J. LOGUE,
Development Administrator
DAVID A. CRANE,
Planning Administrator

The Honorable John F. Collins, Mayor
City of Boston
City Hall
Boston, Massachusetts

Dear Mayor Collins:

We are pleased to transmit to you herewith the Redevelopment Authority's "1965/1975 General Plan for the City of Boston, March, 1965." The General Plan was initially unveiled before the public on November 23, 1964 at a general meeting of the Mayor's Citizens Advisory Committee on Community Development, and it was adopted by the Authority at its meeting of December 17, as an interim guide, pending adequate public review and appropriate revisions. Having completed broad distribution of the draft documents, several public exhibitions of the Plans, and numerous other discussions, the Authority has found a very favorable public reaction. Accordingly, at its meeting of March 11, 1965, the Authority adopted the revised text and maps as the official master plan of the City of Boston.

The General Plan is a statement of the policies and programs which are intended to guide the development of the City of Boston from now until 1975. This document sets forth these policies and programs; its text and maps constitute the Plan. Special emphasis in the Plan is given to the Regional Core, this being the area of the City of primary significance to both the residents of the City and the broader interests of the metropolitan area.

This plan is not immutable. It is anticipated that it will be amended from time to time to meet changing circumstances.

It should also be emphasized that this plan is general. Its detailing is already in process and will continue, through adoption of urban renewal plans; of the development programs of other agencies; of the results of more specific studies, such as the Capital Improvements Program; and as a result of the many significant contributions which private citizens and enterprises are making to the City's future.

The Plan has been prepared in conformity with the provisions of Chapter 652 of the Acts of 1960. That legislation, designating the Redevelopment Authority as Boston's planning board, incorporated a 1952 city ordinance which assigned to the City Planning Board a General Plan function.

The 1952 ordinance set the aims of the City's General Plan as the promotion of the coordinated improvement and development of the City, and the promotion of the health, safety, and welfare of its inhabitants. We believe that this General Plan amply fulfills both purposes, and we are pleased to commend it to your consideration at this time.

Sincerely,

Monsignor Francis J. Lally
Chairman,
Boston Redevelopment Authority

TABLE OF CONTENTS

CHAPTER I
THE ROLE AND NATURE OF THE GENERAL PLAN

INTRODUCTION: THE BOSTON DEVELOPMENT PROGRAM

The Boston Development Program, established in 1960 by Mayor John F. Collins, was conceived not as a piecemeal approach to a few urgent problems but as a City-wide attempt to treat both the causes and major symptoms of Boston's physical decline. Its highest aim is to strengthen those unique assets which have made Boston, throughout its history, the "City of Ideas."

FUNCTIONS OF THE 1965/1975 GENERAL PLAN FOR BOSTON

The main function of the 1965/1975 General Plan for the City of Boston, with accompanying tables, charts, maps, and other graphic illustrations, is to provide an equally general, ambitious, but realizable statement of policies and objectives for Boston's renewal. Successor to the *General Plan for Boston, Preliminary Report, 1951*, which was amended by the *1960 Plan for the Central Business District*, this Plan provides: 1) comprehensive, long-range standards with which land assembly and redevelopment projects must comply for state approval; 2) guidelines for revisions of the City's zoning map and standards for passing on applications for zoning variances; 3) guidelines for all public facilities development, particularly for the City's Capital Improvements Program; and 4) guidelines for the formulation of:
a) federally-assisted Urban Renewal project plans, which must conform to the General Plan;
b) Boston's Workable Program, of which the Plan is an integral part; c) a Community Renewal Program, which, for federal approval, requires the substantial completion of a General Plan; and
d) other studies eligible for federal financial assistance.

DISTINGUISHING CHARACTERISTICS OF THE PLAN

If its role is that of a broad but explicit statement of objectives, by nature the Plan is an outgrowth of a process of day-to-day, project-by-project decision-making. Its close ties to the City's action-oriented Capital Improvements and Urban Renewal Programs, which require specific resource commitments and fixed time limits, have made it a similarly action-oriented document. The Plan is, to a great extent, a synthesis and reconciliation of other plans in various stages of execution, for different levels of local and City-wide development, and for widely varying periods of time.[1] Accordingly, it will be revised from time to time as projects advance and new opportunities for renewal arise. And, in turn, with almost every change in the Plan, new possibilities will arise for further exploration and study.

SPECIAL EMPHASES

Two policy highlights of the Development Program are underlined in the Plan:
1 / Local public agencies cannot carry out the Development Program without federal, state, and private support; the needs of the City are too extensive to be met by local government alone. Therefore, publicly financed development projects must be so designed, located, and timed as to have the maximum generating, guiding effect on privately planned and financed projects.
2 / Accomplished advances in the City's development should be taken as points of departure for plans to come. Prudential Center and the Massachusetts Turnpike Extension, for example, are both products and sources of new planning concepts which will be relied upon in the next decade to produce the desired results of the City-wide Development Program.

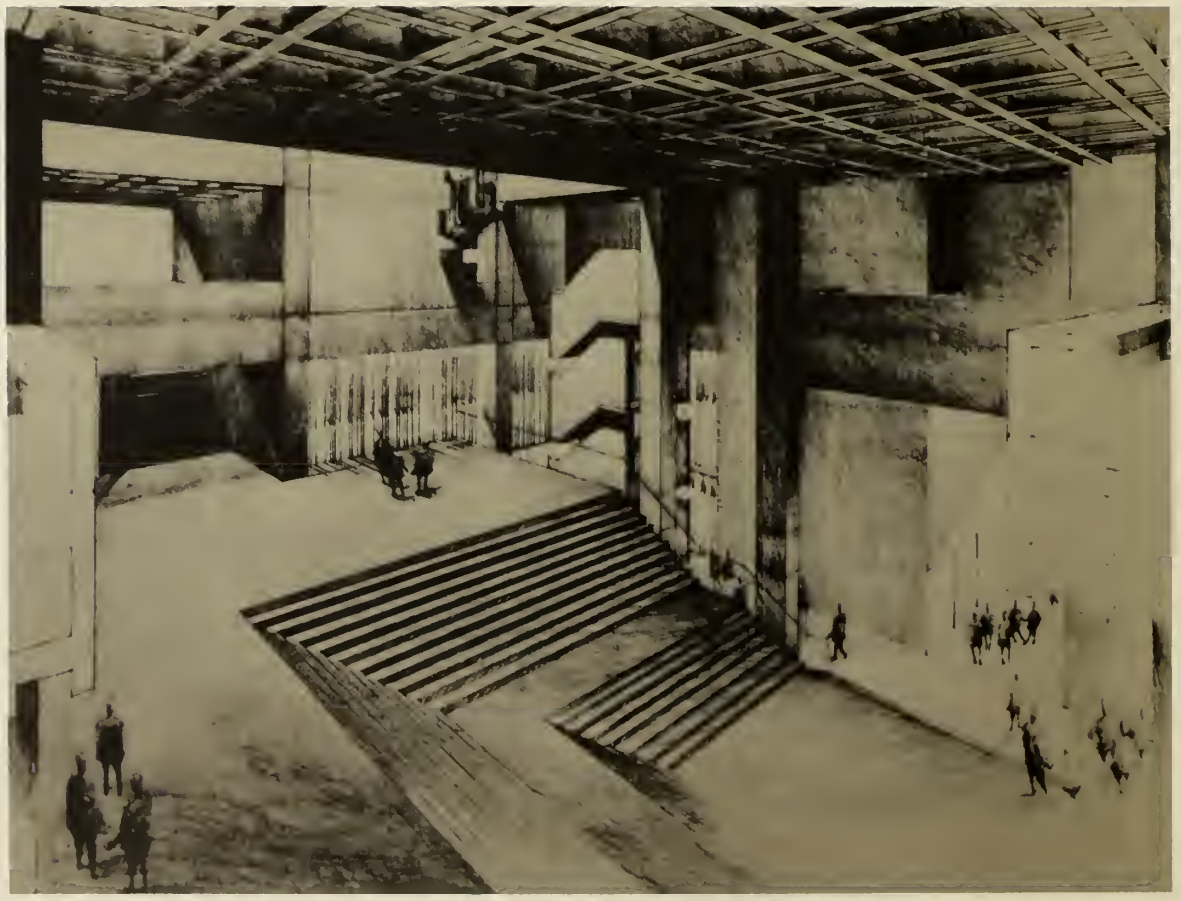
Figure I-1. Kallmann, McKinnell & Knowles, architects, in association with Campbell & Aldrich, architects
Wm. J. LeMessurier Associates, Inc., engineers

Figure I-1. Boston's new City Hall: symbol of public leadership in the revival of private confidence in the City.

1 / The Boston Development Program is geographically and administratively divided into 10 "General Neighborhood Renewal Plan (GNRP) Areas," which require the greatest range and intensity of Urban Renewal activity, and six "Improvement Areas," which require more selective public improvements. "Regional Core Renewal Areas" are: Downtown; Downtown North; the South End; Back Bay; and Parker Hill / Fenway. "Intermediate Renewal Areas" are: Charlestown; East Boston; South Boston; Roxbury / North Dorchester; and Jamaica Plain. "Improvement Areas" are: Brighton; Orient Heights; Dorchester; Hyde Park; Roslindale; and West Roxbury.

CHAPTER II

BOSTON'S PHYSICAL ASSETS AND PROBLEMS



BACKGROUND: THE CHANGING URBAN ENVIRONMENT

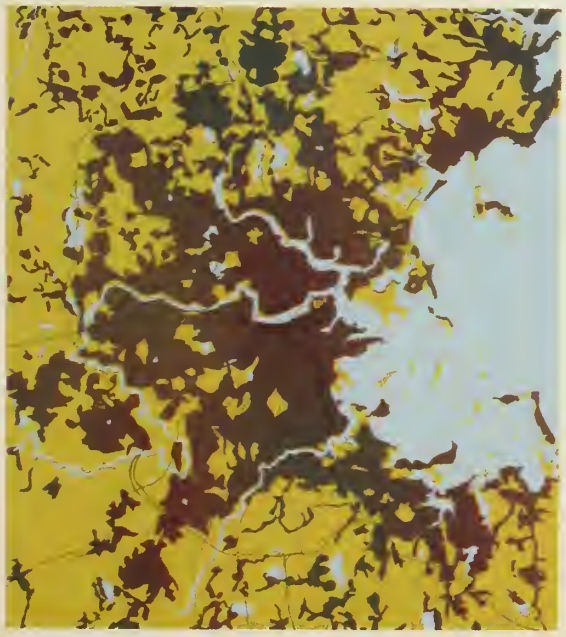
Changes in the postwar urban environment have been accompanied by a new, characteristically urban style of living. Rising personal incomes, increased mobility and leisure time, and mass education, among other things, have added immensely to the range of functions cities must perform if they are to retain their vitality.

In this context, with respect to physical development, Boston's potentials should more than offset its problems. Scientific research in the fields of space, medicine, electronics, and other manufacturing industries has already laid the foundation for an entirely new industrial economy in the Region that promises, at the very least, to equal the accomplishments of the old. The Region's renowned educational and medical institutions, largely responsible for the new economic growth, continue to expand rapidly. And in terms of aesthetic appeal, Boston has never been lacking for unique architecture, an historic atmosphere, and almost unparalleled natural recreational assets. With assets such as these, Boston, the City of Ideas, should come to the forefront of an entirely new and advanced urban economy.

1700

1850

1900



1960

Figure II-1. Historic Pattern of Regional Settlement, 1700/1960.

BOSTON'S HISTORICAL PATTERNS OF DEVELOPMENT: MULTI-CENTER; STRONG-CORE RADIAL; DISPERSED CIRCUMFERENTIAL

Three basic patterns have emerged in Boston's historical development. In chronological order, they may be designated as follows: 1) the "multi-center" pattern; 2) the "strong-core radial" pattern; and 3) the "dispersed circumferential" pattern. Characteristics of all three appear in the new design for Boston proposed in Chapter III.

The multi-center pattern came about when in the earliest days of its settlement Boston contained a series of dispersed, individual communities, generally located where they would be accessible to farmland or to the harbor, to available land for building, to water power, or to topographic amenities, such as hillsides and water, for protection from extremes of climate. Within this multi-center pattern there was a loose, Regional economic interdependence; but there was also a striving for some degree of economic and social self-sufficiency.

The strong-core radial pattern formed during the first half of the 19th century, when the bulk of the Region's growth occurred in the core, or center, of the Region because of the initial concentration there of shipping and railroad activity and, later, of growing industries, and cheap, central housing for immigrant industrial workers. Gradually, the Core was connected to outlying communities by radial transportation channels, located along valleys which pierced the ring of hills surrounding the City.

Figure II-2. Generalized Map of Building Conditions in Boston, 1960.

LEGEND
Satisfactory
Need Minor Repair
Need Major Repair

Figure I-3. 1960/1975 Boston Development Program. At the one-third mark in its 15-year, City-wide Development Program, Boston in the Spring of 1965 contained 13 federally assisted Urban Renewal projects in various stages of planning and execution, one locally assisted project, two code enforcement areas, and four major private projects receiving public non-financial assistance. The 10 centrally located Renewal (GNRP) areas cover one-fourth of the City's land area and contain almost one-half of its population.

LEGEND

- Federally Assisted General Neighborhood Renewal Plan (GNRP) Areas
- Improvement Areas
- Federally Assisted Urban Renewal Projects
  - Completed
  - In Execution
  - In Survey and Planning
- Locally Assisted Projects
- Private Projects Receiving Public Non-Financial Assistance

The dispersed circumferential pattern is the creation of the increased use of the automobile and the truck since the Second World War, the construction of Route 128, and the diminishing need for industries and workers to locate in the Regional Core and in the radial transportation corridors. Additional factors contributing to this pattern will be the construction of the Inner Belt and Route 495.

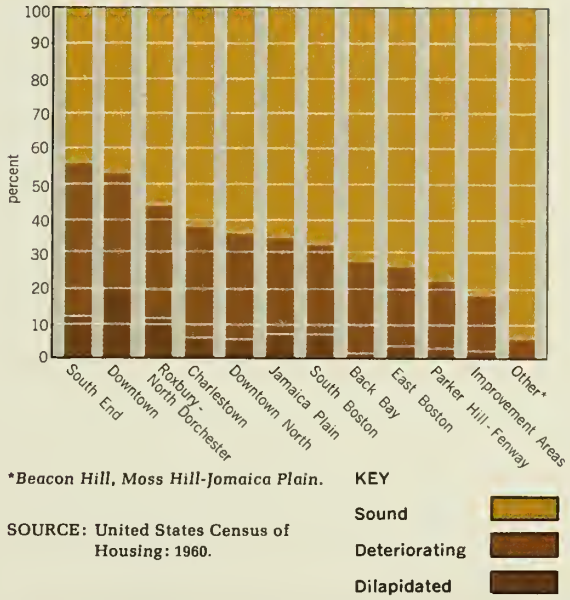
BOSTON'S PHYSICAL PROBLEMS: STRUCTURAL AND ENVIRONMENTAL BLIGHT

There are basically two kinds of physical blight. One, "structural blight," is caused by poor maintenance, natural or technological obsolescence of sites and buildings, and other conditions that only affect single structures. "Environmental blight," on the other hand, is generally caused by external environmental influences, such as lack of sunlight, alterations in area-wide patterns of development, neighborhood economic changes, incompatibility of land uses, inappropriate relationships between traffic and land uses, or lack of basic public services that affect whole areas at a time.

Of the two, Boston suffers more from environmental than structural blight. Where structural blight is held in check by the City's variegated neighborhood pattern, the relative lack of overcrowding, and the basic structural soundness of most of the City's buildings, environmental blight is even more widespread than it is in many of the nation's larger, more densely developed metropolitan areas.

Charles River Embankment

Housing Conditions as a Measure of Residential Blight in Boston's Renewal and Improvement Areas, 1960



*Beacon Hill, Moss Hill-Jomaica Plain.

SOURCE: United States Census of Housing: 1960.

BOSTON'S PHYSICAL ASSETS

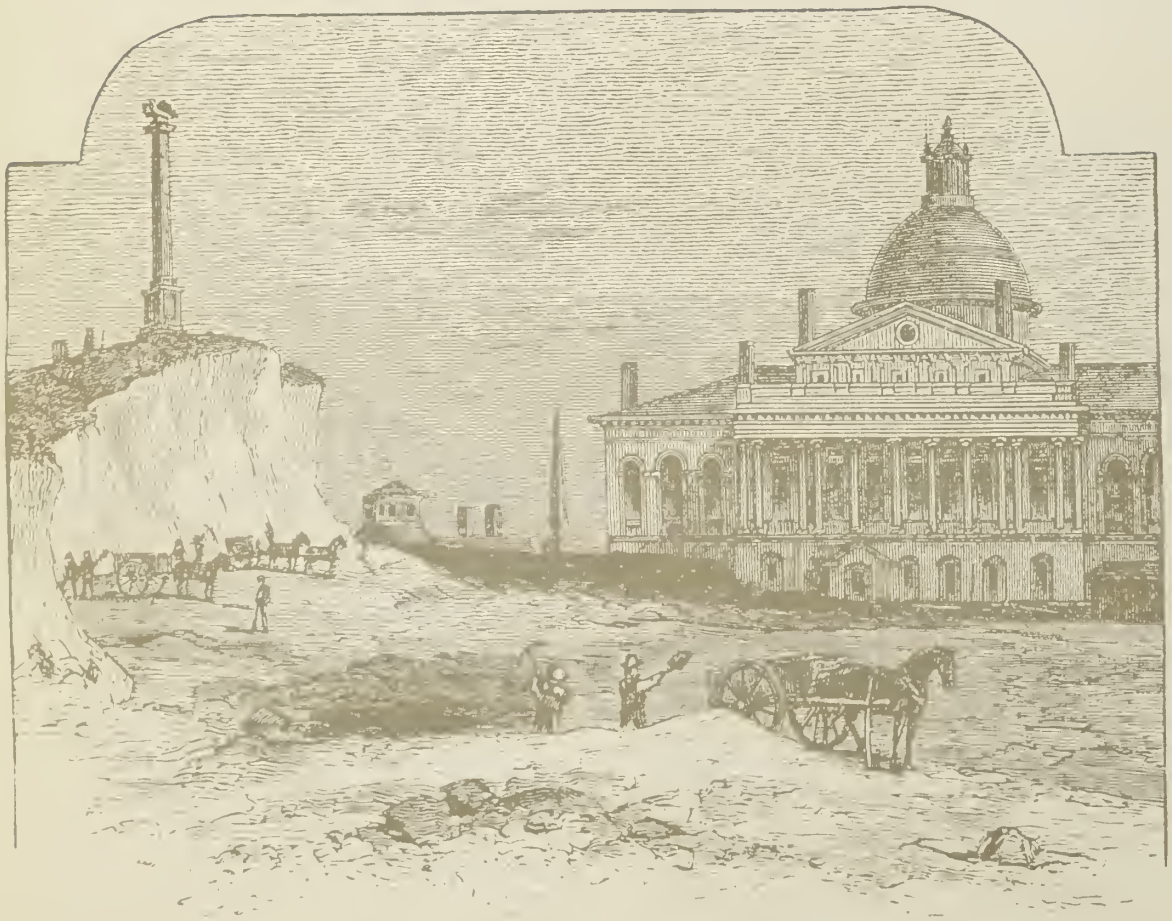
Aside from its intellectual, cultural, and scientific people and institutions, Boston has a great many valuable, physical assets that help to make it the "City of Ideas." These include:

1 / Historic, variegated residential neighborhoods, separated both by physical circumstances and by social character;
2 / Separate social, commercial, and cultural sub-centers of activity;
3 / Regionally and nationally known cultural facilities and unique, historic landmarks;
4 / Large sections of urban landscape with unique, historic continuity, such as the Back Bay;
5 / Existing and potential open spaces along rivers and the nearby harbor frontage, valuable for aesthetic and recreational purposes;
6 / Topographical variety, including hilltop vistas;
7 / Felicitous proximity of residential areas and major institutional and business centers;
8 / Comparatively numerous recreational and visitor attractions within the Region, convenient to Boston.

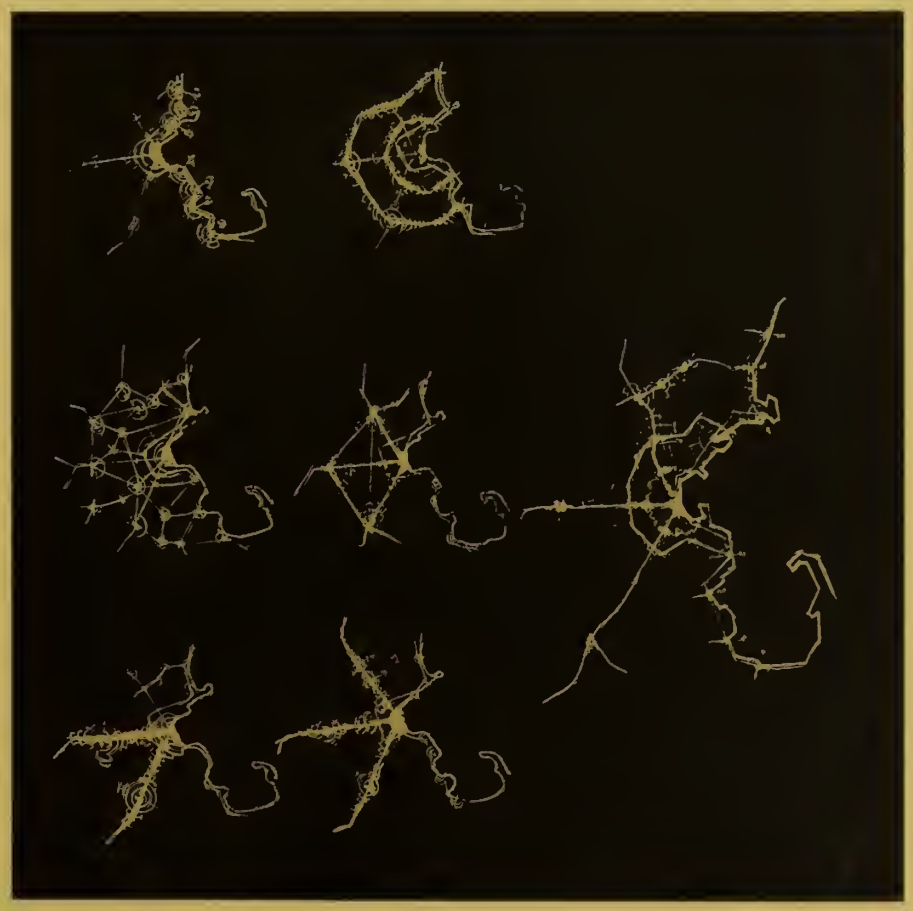
Factors of environmental blight: underused hilltop

Dorchester Heights National Historic Site, on Telegraph Hill, South Boston. From well fortified positions on these heights, General Washington forced the evacuation of the British on March 17, 1776 and ended the eleven month Siege of Boston.

A structurally sound, abandoned warehouse on the Waterfront, which will be converted to an upper-income apartment house



CUTTING DOWN BEACON HILL



CHAPTER III

A NEW DESIGN FOR BOSTON

GENERAL OBJECTIVES FOR BOSTON'S DESIGN

STRIKING A BALANCE BETWEEN PRESERVATION AND CHANGE

The people of Boston have seldom shown satisfaction with mere aesthetic refinement of their City. Yet, to follow truly in the tradition of Boston's building, it is always necessary to preserve as much as to build anew, for ingrained in the physical design of Boston are qualities that cannot and should not be easily changed. Only by striking a balance between preservation and change, by cultivating the aesthetic as well as the economic assets of this great city, can rebuilding begin in Boston on a grand, visionary scale.

THE BOSTON DEVELOPMENT PROGRAM: PUBLIC ACTION FOR PRIVATE CHANGE

The fundamental reason why the City of Boston has adopted a publicly-supported, comprehensive program of development is not that there has been too little desirable private development in Boston, but that there has been much less than there might have been, had private development been guided and encouraged by public action. The broad geographic application of Urban Renewal tools and programs, planning with people, and the Development Program's emphasis on rehabilitation rather than large-scale clearance, allow a comprehensive and flexible strategy of attacking problems beyond the scope of private enterprise.

Aerial view of the Back Bay

PUBLIC ACTION TOOLS FOR ENCOURAGING IMPROVED PRIVATE CONSTRUCTION AND DESIGN

A major emphasis of the Plan is the requirement, because of limitations both to Boston's financial resources and to federally-aided Urban Renewal, that creative use be made of supplementary public action tools for improved construction and design. These should include: 1) utilization, through effective design, of the growth-inducing potential of public land, open spaces, and buildings; 2) utilization, through effective design, of the many influences of streets and public ways on physical development and design; and 3) improved relation, through public encouragement, of private development to constructive elements of the natural environment.

"CAPITAL DESIGN": USE OF PUBLIC LAND, OPEN SPACE, AND FACILITIES AS A TOOL FOR DEVELOPMENT

The Plan proposes that "Capital Design," a companion process to capital budgeting, now be instituted which, through control of the geographic distribution, site selection, and architectural and landscape treatment of municipal facilities, would control the beneficial effect of municipal facility construction and design on private development. The absence of Capital Design in the past has resulted not only in a random geographical distribution of municipal facilities, but also in countless missed opportunities to preserve and to generate desirable private improvements.

Figure III-1. Historic Sears Crescent, rehabilitated for contemporary commercial use in Government Center.

THE CAPITAL WEB

Throughout the City, important community facilities should be connected by public open space and relatively important, easily-patrolled local streets. Extended continuously between significant landmarks and centers of activity, this "Capital Web" of community facilities would provide a unifying "seam" of services for the common use of neighborhoods on either one of its sides and all along its length. The application of this concept will, of course, vary from neighborhood to neighborhood and from facility to facility. But on the whole it should have these advantages: 1) municipal efficiency; 2) greater, more positive impact of public development on private investment; and 3) social vitality.

SPECIAL PRIVATE ZONES ADJACENT TO THE CAPITAL WEB

It would be desirable, wherever possible, to bring into the Capital Web related private facilities, such as shops, churches, historic landmarks, multi-family, elderly, and otherwise special or unusually dense housing, local off-street parking, special features of the landscape, architecture, and street design, private community improvement ventures, and any other properties favorably affected by proximity to large public facilities.

MULTI-PURPOSE DESIGN OF PUBLIC STREETS AND WAYS

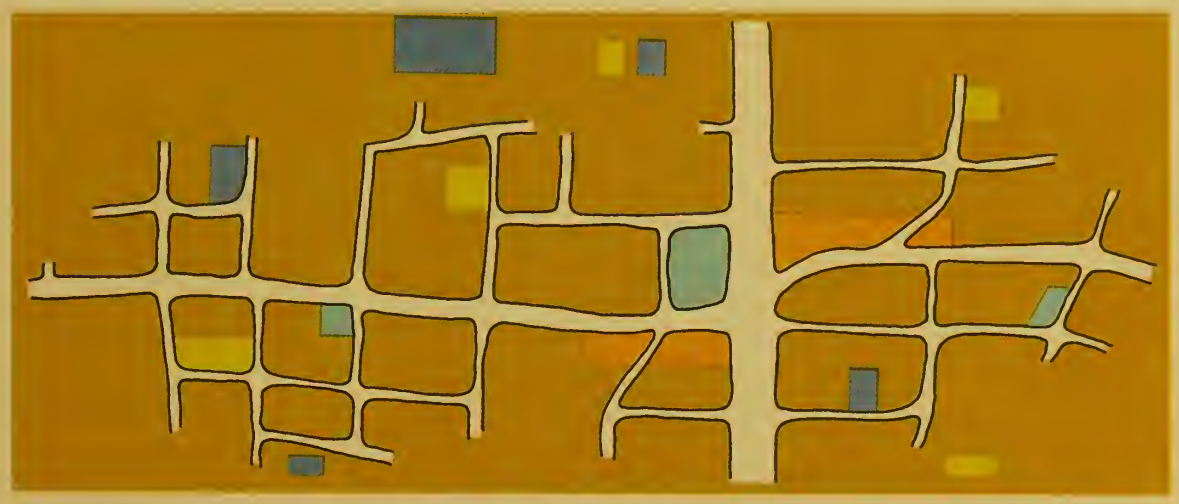
A second important public action tool is the utilization, through effective design, of the many influences of Boston's streets and public ways on private physical development and design. In addition to serving as traffic carriers, Boston's streets and public ways attempt / and often fail / to serve a number of other purposes. Three of these with special implications for design may be described as follows: 1) containers of activities, or public "living rooms"; 2) channels of visual communication; and 3) builders of private development and architectural potential.

HARNESSING CONSTRUCTIVE FORCES OF NATURE

The third public action tool for improved design and development is the harnessing of constructive forces in the City's natural environment. Since the effects of nature on man-made development over a period of years can be either dynamically encouraging or heavily damaging, past failures in Boston to take account of natural conditions have led to such problems as blighted north slopes of hills, underused hilltops and shorelines, confusing subdivision patterns, social and economic stagnation in physically isolated areas, and social instability in areas inviting traffic congestion and possessing too few natural amenities.

In the future, careful consideration should be given to possible uses of Urban Renewal, capital improvements, zoning, and other development tools to improve the accommodation between land uses, subdivision and site design patterns, building densities and architecture, and variations in the natural environment.

a) Scattered pattern.



b) Proposed consolidation of community facilities in the Capital Web.

Figure III-2. Capital design: encouraging improved private construction through orderly public development.

LEGEND
- Local Commerce
- Public Facilities
- Semi-Public Facilities
- Open Space and Pedestrianways
- Private Zones for Special Treatment

ORIGINS OF THE NEW DESIGN FOR BOSTON: PROBLEMS AND POTENTIALS OF THE EXISTING DESIGN

BOSTON'S "BROKEN SEAMS"

Concentrations of adverse development conditions tend to coincide with certain features of Boston's topography, tidelands and drainage channels, and are closely related to historic railroad and harbor development patterns. The resulting combinations produce an overall physical development pattern in Boston that contains not only nicely variegated districts and neighborhoods but also undesirable cleavages in the land, missing circulation links between centers of activity and a good deal of underused land and transportation resources. In places where development and transportation continuity is essential to the continued vitality of Boston's separate districts, these problems can be regarded as "broken seams."

Figure III-4. Breaks in Boston's "seams" of development trace a jagged pattern of conflicting land uses, unused land, disconnected subdivisions, underdeveloped tidelands, and other historically blighting influences. Each "break," however, represents a major opportunity for new development which will strengthen the ties between Boston's separate districts.

STRENGTHS AND WEAKNESSES IN THE NEIGHBORHOOD PATTERN

For the City to deal effectively with the increasing concentration of disadvantaged groups and other special, social problems, in addition to the outright loss of tax base and population, its residential areas will have to provide a greater variety of facilities and services, more convenient transportation to shopping centers, improved specialized public facilities, and a wider range of employment opportunities than are presently available. Moreover, they must eliminate crucial land use and circulation deficiencies responsible for social and economic instability and stagnation, without obliterating their unique neighborhood individuality, which, over the years, has done the most to distinguish Boston from other, more monotonous central cities in the United States.

Figure III-5. Boston's existing pattern of separate districts and residential neighborhoods.

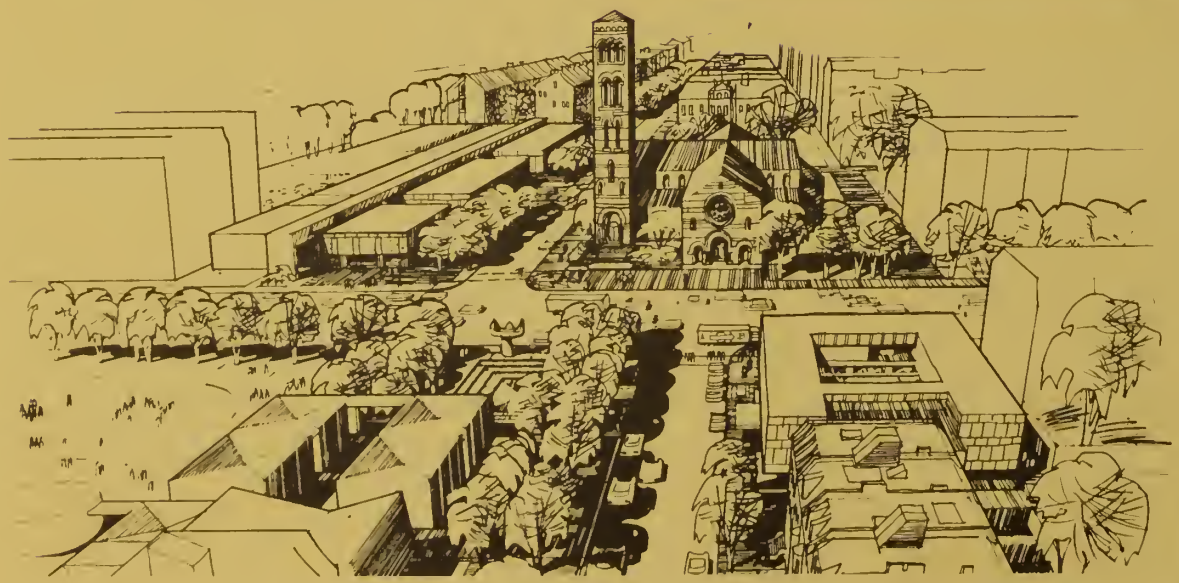


Figure III-3. Properly designed and located, public and related private community facilities could form important visual and physical links / a unifying "Capital Web" / between separate residential neighborhoods and activity centers throughout the City. In this perspective, for example, a school, a playground, a small open space, a church, and other community facilities are drawn together along a common "seam" by a relatively important local street and by continuous open spaces and pedestrianways.

LOCAL SUB-CENTERS AND COMMUNICATIONS NETWORK

If it is both to compete successfully with the shopping convenience and efficiency of the suburbs and to augment the Regional Core's social and cultural assets, Boston will have to choose which of its decentralized sub-centers it will encourage to grow. For only through the economic and cultural development of certain sub-centers surrounded by high-density residential areas, served by a variety of multi-directional transportation systems, and containing City and Regionally oriented enterprises not presently accommodated in the Downtown, can it effectively counteract heavy use of the automobile, modern drive-in supermarkets, discount merchandising, home television entertainment, and other conditions responsible for the weakening of the City's cultural and social centers and the commercial development of the suburbs.

THE REGIONAL CORE

The term "core," as used in the Plan, denotes primarily the key role of Boston's Downtown as the heart of the City of Ideas. As suggested in Chapters IX and XI, the Regional Core's role as a center for the exchange of ideas and services, decision-making, and ceremonial functions is growing in importance to the economy of the Greater Boston area. But the Core is also beset by traffic congestion, lack of internal expansion room for its most important, growing functions, the decline and subsequent squeezing out of its older industrial, wholesaling, and goods distribution enterprises, and a shortage of space for institutional, cultural, visitor, and recreational activities that cannot afford high-cost sites but are vitally needed to support the new role of the Core in the City of Ideas.

Figure III-6. Potential Development Sites. The greatest opportunities for publicly sponsored, major new development in Boston exist in areas having good access but poor building conditions or significant quantities of underused or vacant land. As indicated in this map, there are sites of this type, including major "broken seams," in nearly every part of the City. Some of the largest are now Renewal project areas.

LEGEND

Underused or Vacant Land

Buildings Needing Major Repair

Urban Renewal and Other Project Areas

Figure III-7. Historic centers of activity and multi-directional circulation ties.

Figure III-8. The expanded geographical definition of the Regional Core, reflecting its expanded functional roles in Boston and the Region.

LEGEND

1960 Central Business District

1975 Regional Core

Inner Belt and Regional Transportation Corridors

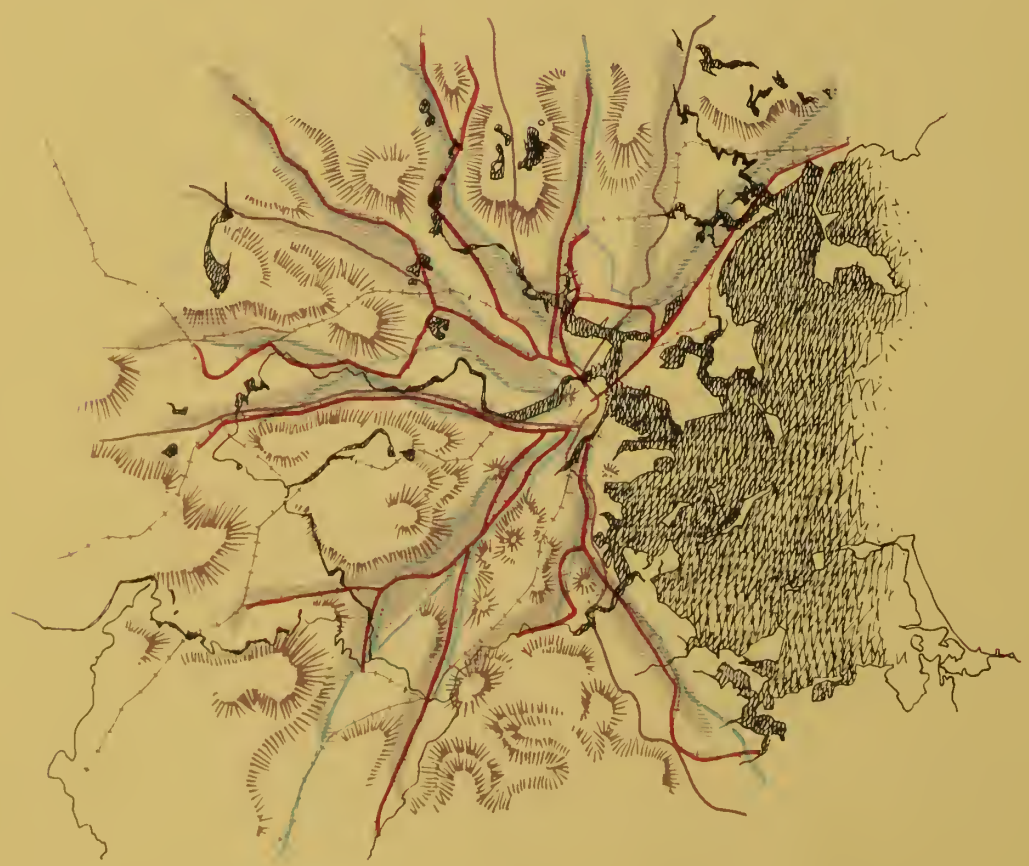


Figure III-9. Historic corridors of Regional transportation and development follow shorelines, stream beds, and valleys in a radial course through the Boston uplands to the lowlands and the Regional Core. Large sections of these corridors could be made suitable sites for City-wide and Regionally-oriented enterprises and high-density housing, that require close communication both with the Core and with suburbs beyond Route 128.

LEGEND

Water

Existing Railroads and Rapid Transit Lines

Existing Expressways

Major Topographic Features

Historic Inter-City Market Roads

Underused Railroad and Transit Rights-of-Way

Potential Regional Development Corridors

To correct these faults, Chapter XI recommends land use reorganization and transportation improvements in the middle of the Boston peninsula which would capitalize on new opportunities for development of the same nature as those which produced Prudential Center. The same chapter also recommends that the geographical definition of the area corresponding to the emerging functional role of the Regional Core be expanded over the definition of the Central Business District adopted in the United States Census of Business and the *1960 Plan for the Central Business District*, to embrace the area influenced by the proposed Inner Belt, institutions in the Fenway, historic tidelands, and patterns of land use and transportation development produced by the Inner Belt (Figure III-8).

REGIONAL CORRIDORS OF TRANSPORTATION AND DEVELOPMENT

Between the Core and Route 128 there are few locational choices available for those enterprises and residents requiring close communication with both areas but unable to locate in either one. By providing these in-between activities with sites closely linked to the innermost and outermost parts of the Region, Boston could effectively counteract mounting pressures toward decentralization. Moreover, it clearly has the ability to do so by opening up large new sites along those portions of the Region's radial transportation corridors located inside the City, particularly by extending its transit and highway systems over unused railroad rights-of-way.

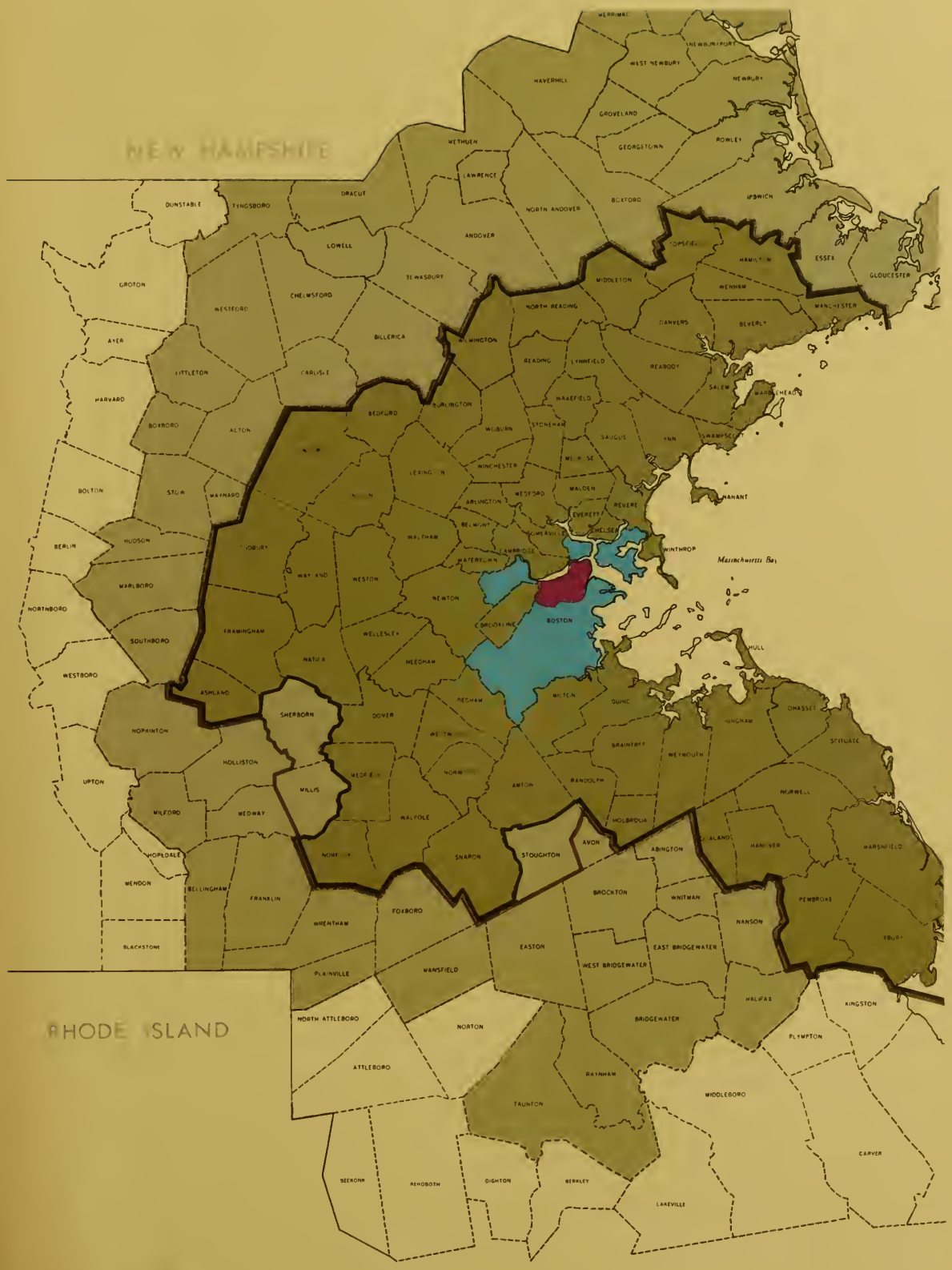


Figure III-10. Definition of Regional Areas.

LEGEND

- Greater Boston Economic Study Committee (GBESC) Area
- Boston Standard Metropolitan Statistical Area (SMSA)
- Massachusetts Bay Transportation Authority (MBTA) District
- Metropolitan Area Planning Council (MAPC) District
- City of Boston
- Regional Core

A REGIONAL FRAMEWORK FOR BOSTON'S DESIGN: THE CHOICE FOR BOSTON

ROUTE 128 AND SUBURBAN DISPERSION

Surburban dispersion satisfies certain needs of relatively affluent families, real estate developers who prefer simple conditions of development, and auto-oriented and other enterprises without ties to the Core. But Route 128, which has no multi-function sub-centers, clearly provides nothing to compare with central cities[1] in the way of reasonably variegated social, cultural, and entertainment activities. Neither in theory nor in practice can this type of dispersed circumferential development adequately provide low-cost transportation, housing, education, employment opportunities, or welfare services for disadvantaged people who remain in the central cities. It virtually ignores the economic advantages of close ties between business and industrial enterprises, institutions, consumer services, and cultural activities, the value of which was recently underlined by the decision to locate the new NASA Space Research Center in a central city.

1 / Generally including cities and townships immediately adjacent to the City of Boston, such as Cambridge, Somerville, Everett, Chelsea, and Revere.

THE CITY'S ROLE IN REGIONAL PLANNING

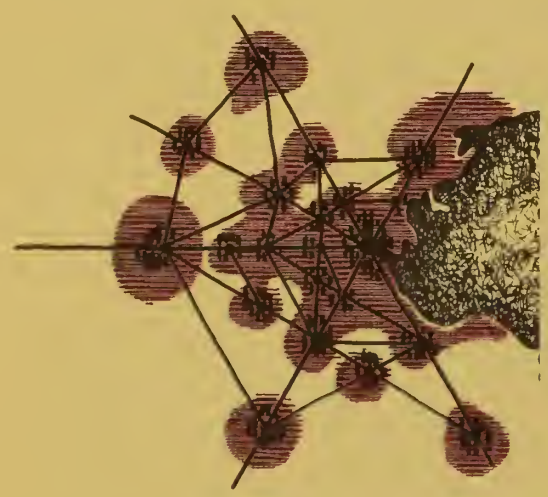
The basic harmony of interest between Boston and the other 75 cities and towns in the Standard Metropolitan Statistical Area; the dominant size and influence of Boston within that area; and the recent establishment of several Regional planning and administrative agencies, including the Metropolitan Area Planning Council and the Massachusetts Bay Transportation Authority, give Boston both the ability and the obligation to establish basic standards for a future Regional pattern of development within its boundaries.

REGIONAL PATTERNS OF DEVELOPMENT: MULTI-CENTER; STRONG-CORE RADIAL; AND DISPERSED CIRCUMFERENTIAL

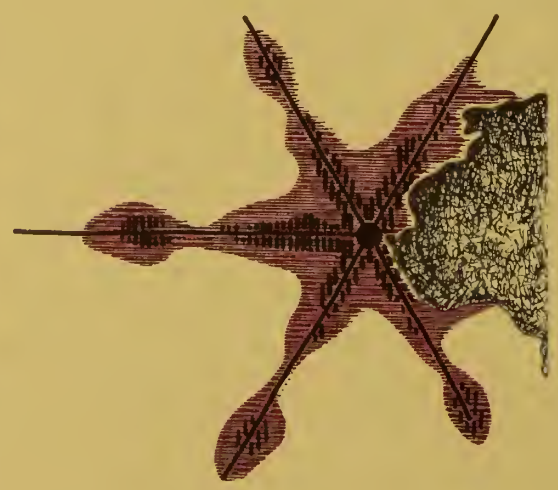
Three land use models have been considered for their suitability to Boston in light of all other recommendations in the Plan. Each represents an approximation of the results if efforts were made to reestablish, modernize, or further extend any one of the three patterns of development described in Chapter II. Described more fully in the unabridged Plan, they are: 1) the early, multi-center pattern of compact, independent towns; 2) the 19th century strong-core radial pattern, characterized by the dominance of Downtown Boston and radial railroad and street car lines; and 3) the dispersed circumferential pattern described above, that emerged after World War II (see Figure II-1).

The strong-core radial pattern corresponds closely to the existing structure of Boston, and represents a very heavy public and private investment that cannot be ignored. By itself, however, it does not contain a complete solution to the post-war problems which have weakened the central city. It would be desirable, therefore, to reinvigorate sub-centers between Route 128 and the Regional Core, where concentrations of population will support new development. Analysis of the dispersed circumferential pattern, a logical outgrowth of the post-war events described earlier, serves chiefly to suggest what Boston and other central cities must do to resist its full impact.

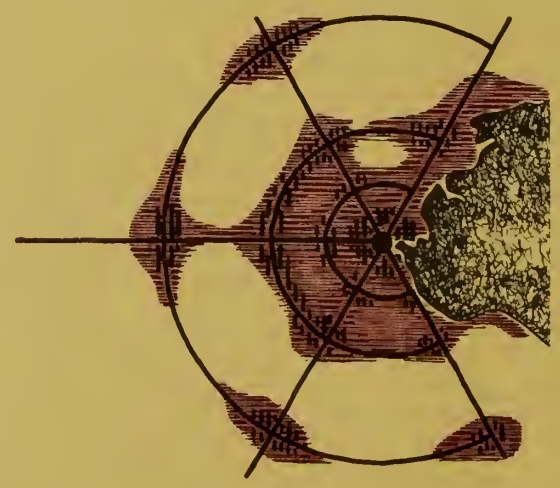
a) Multi-Center



b) Strong-Core Radial



c) Dispersed Circumferential



LEGEND
Major Transportation Channels
Compact Land Use Centers
General Land Use Development

Figure III-11. Patterns considered for future regional development.

THE RECOMMENDED COMPOSITE PATTERN OF DEVELOPMENT

The choice for Boston is a combination of the outstanding strengths of the strong-core radial pattern, including the assets of the Regional Core itself and the radial components of Regional transportation and development, with the advantages of partial, controlled decentralization characteristic of the multi-center pattern.

The proposed composite pattern of development would thus have these basic characteristics:

a) A strengthened and enlarged Regional Core;

b) Five to six Regional "Action Corridors," following extended and improved radial rapid transit and expressway routes between the Core and Route 128, containing a variety of local and Regional functions;

c) The linking of adjacent cities and towns to each other and to improved principal sub-centers inside the Action Corridors by clarified circumferential and diagonal major streets.

BOSTON'S STRATEGIC GEOGRAPHICAL POSITION

Boston is well situated by geographical size, shape, and position to take a commanding role in shaping the recommended Regional pattern. It already contains the main sections of three out of the five or six proposed Action Corridors (Figure III-13); it can exert a good deal of influence over Regional transportation through control over its own, highly developed circulation system; and in occupying an entire radial sector of the Region's land area, from the Core almost to Route 128, it has the ability to accommodate the forces of decentralization at the same time that it strengthens the Regional Core and revitalizes its stagnating neighborhoods.

A LOCAL FRAMEWORK FOR BOSTON'S DESIGN

Within the recommended composite pattern of Regional development, the proposed long-range design for Boston should include: 1) an orderly physical communications network; and 2) a rational distribution of residential and non-residential urban land uses.

I. A NEW PHYSICAL COMMUNICATIONS NETWORK

POTENTIALS FOR IMPROVING THE EXISTING COMMUNICATIONS NETWORK

The great directional variety of Boston's existing street system potentially, at least, allows more direct movement between points outside the Regional Core than is possible in most other cities, and permits maximum use of many central area streets at peak hours, thereby minimizing radial, Core-bound traffic in residential areas. To the extent that it takes advantage of these often latent, multi-directional qualities, Boston's future transportation network should be more efficient, visually more comprehensible, and more adaptable to innovations in transportation technology and changes in land use and traffic patterns.

ELEMENTS OF THE PROPOSED MULTI-DIRECTIONAL NETWORK

The combination of Regional and City-wide channels for circulation facilities should contain these elements:

1 / Regionally-oriented radial corridors, containing expressways, parallel service roads, and rapid transit lines. These would primarily move high-speed, high-volume traffic between the Regional Core and distant parts of the Region.

2 / Regionally-oriented circumferential roadways, consisting either of expressways such as the

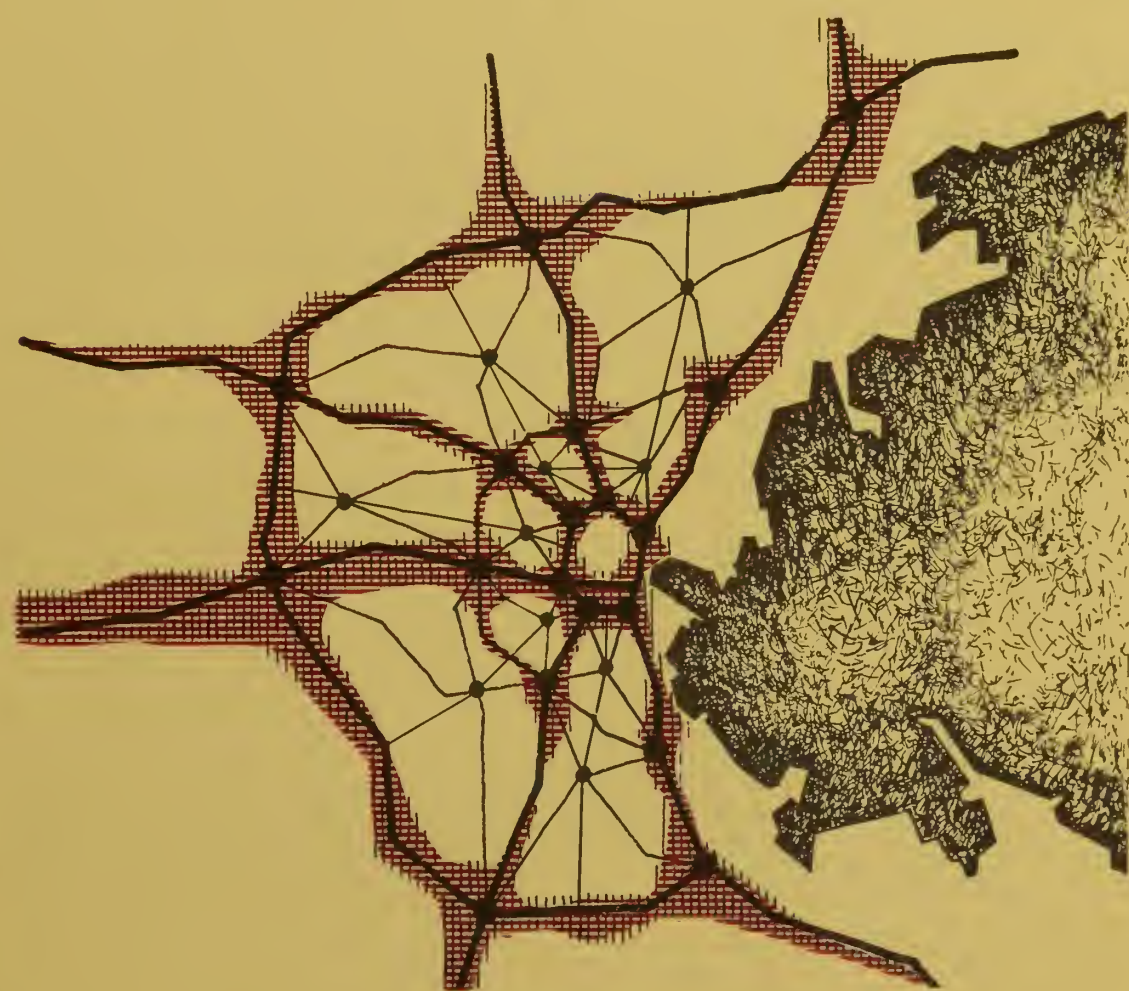


Figure III-12. Proposed Composite Regional pattern of development, containing: [redacted] limited-access expressways, rapid transit lines, and sub-centers of Regional importance; [redacted] multi-directional major streets and lesser sub-centers; [redacted] and Action Corridors and other areas of major development.

Inner Belt and Route 128, or of improved major streets such as Gallivan Boulevard and Chestnut Hill Avenue. Major circumferential highways would mainly serve long-distance, high-speed and high-volume traffic bypassing the Regional Core, the City's inner neighborhoods, or the entire City, which would relieve congested radial roads and provide easier access to points inside each ring of development.

3 / City-wide, major diagonal streets, such as Walk Hill Street and Columbia Road, providing the unique social and economic benefits of better ties between important sub-centers and between different sides of Regional Action Corridors.

4 / Major radial and circumferential streets of secondary importance, such as Blue Hill Avenue and Seaver Street, primarily serving as connectors to Regional circumferential and radial roads and supplementing their peak-hour capacity.

II. A SYSTEM FOR LOCATING BOSTON'S ACTIVITIES

MAJOR SUB-CENTERS: SATELLITE CORES; DISTRICT CENTERS; COMMUNITY CENTERS

The present sprawl and diffusion of residential and non-residential land uses would be arrested if compatible, mixed land uses could be collected into a few compact centers in an ordered locational pattern. There would then be less cluttered development along roadsides, closer mutual reinforcement of public and private facilities, and fewer neighborhood land use and traffic nuisances. Three basic types of major sub-centers could fulfill these functions: 1) Satellite Cores; 2) District Centers; and 3) Community Centers.

1 / Satellite Cores: Located inside the Regional Action Corridors at the main intersections of Regional and City-wide highways and transit lines, Satellite Cores such as Forest Hills would together contain a rich mixture of activities although, individually, they would tend to specialize in one or two functions related to the character of their environs. As a rule, Satellite Cores would attract activities with Regional significance, such as educational institutions, entertainment and cultural centers, sports, and certain social activities.

2 / District Centers: Located in the middle of land use sectors defined by Regional transportation corridors, and approached by major diagonal, circumferential, and radial streets, District Centers such as Mattapan Square would contain the great variety of walk-in and drive-in services required by large, local residential populations.

3 / Community Centers: The third type of major sub-center, located at intersections of relatively

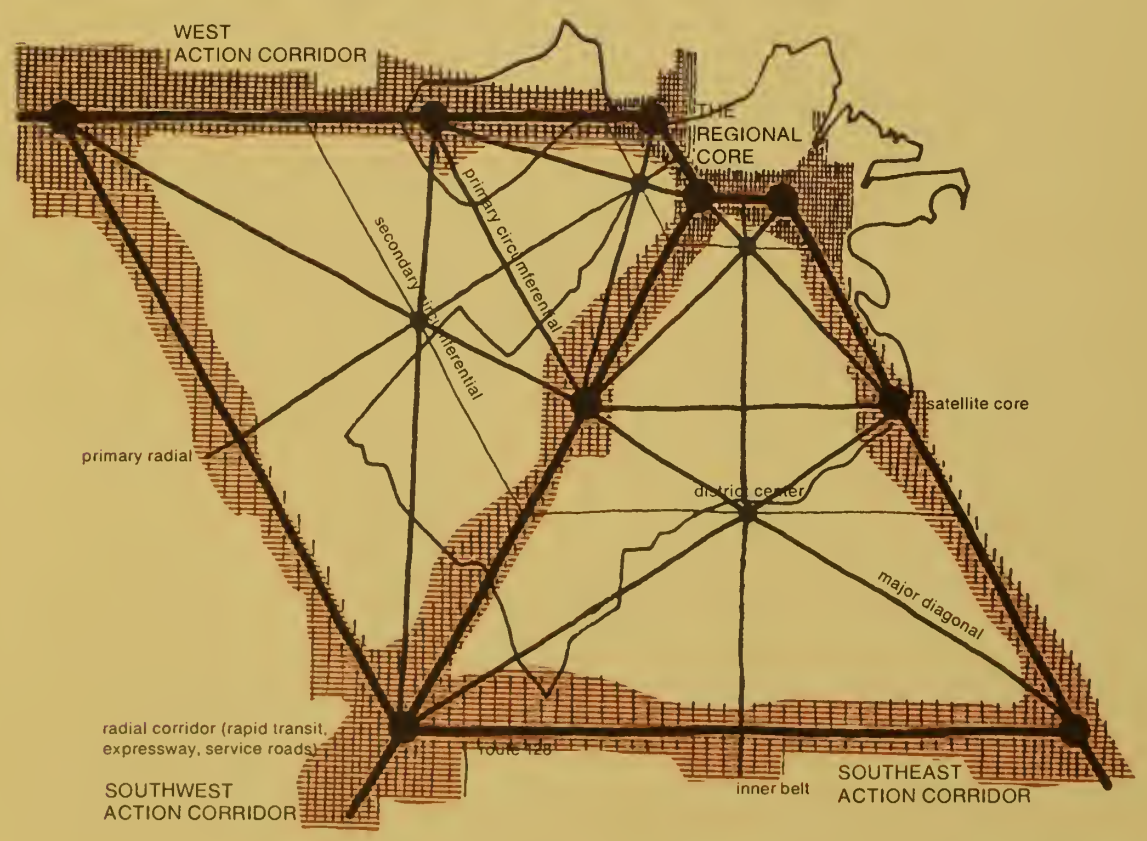


Figure III-13. Boston's strategic position in the proposed Composite Regional development pattern gives it a command of land development opportunities in three Regional Action Corridors and in several highly accessible sub-centers.

Figure III-23. Plan for the Capital Web. The "Capital Web" proposed by the Plan embodies the principles of "Capital Design," and constitutes the basic framework for the new design for Boston described in Chapter III. As illustrated in this map, it is composed of continuous links of public facilities and open spaces between commercial sub-centers, together with special zones for related private community activities linking residential areas to recreational and topographical features.

LEGEND

- Commercial Sub-Centers
- Public and Semi-Public Facilities
- Public Open Spaces
- Zones for Related Private and Other Community Facilities

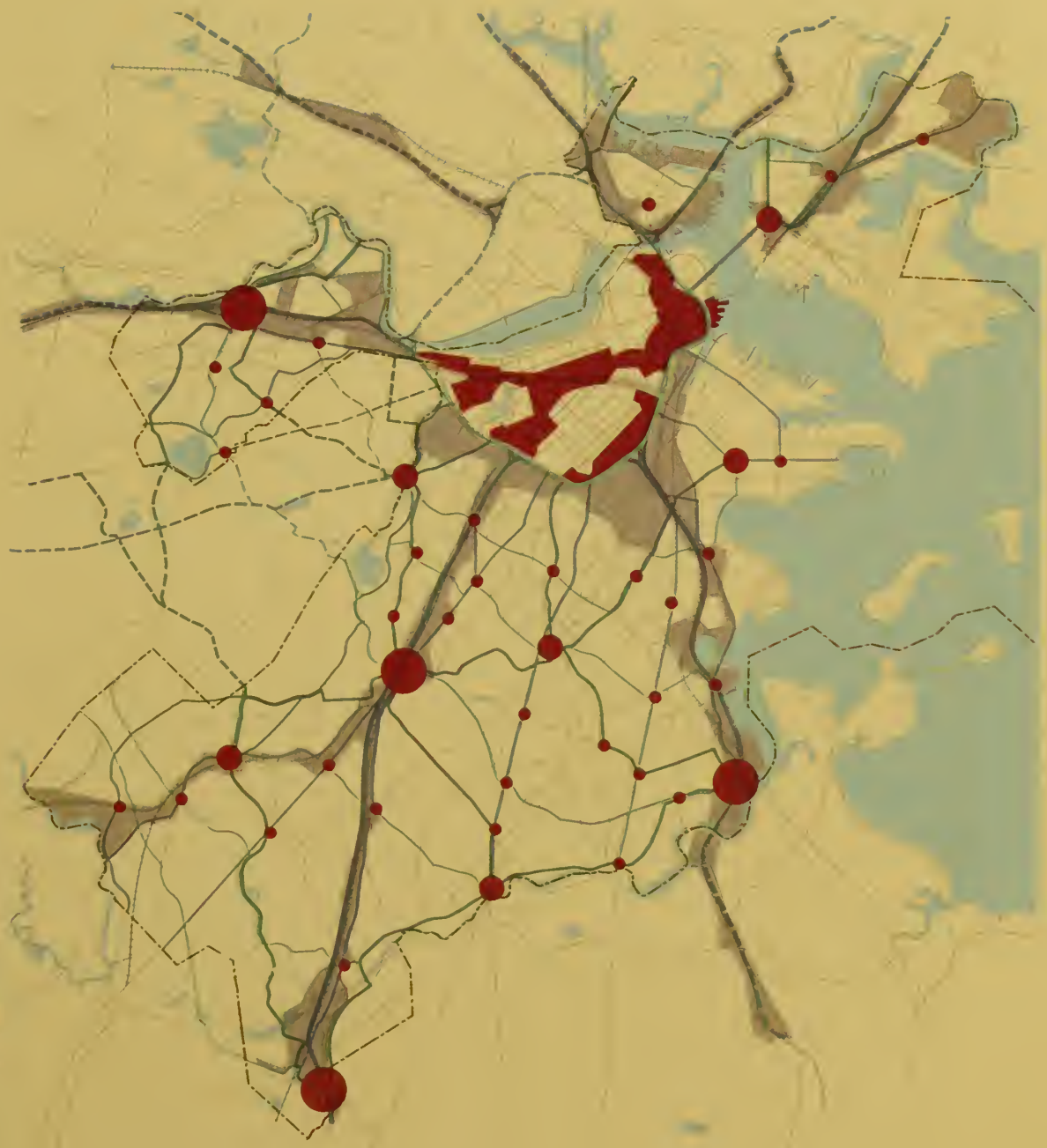


Figure III-14. City-Wide Elements of the Proposed Composite Regional Pattern of Development.

LEGEND

- Prime Regional Core Uses
- Satellite Core
- District Center
- Community Center
- Action Corridor (Expressway, Railroad, Rapid Transit)
- Major Radial Street
- Minor Radial Street
- Inner Belt
- Major Circumferential Street
- Minor Circumferential Street
- Major Diagonal Street
- Outside City Limits

major streets, should serve primarily as a rallying point of community social, cultural, and residential activities pertaining to two or more socially and physically distinct neighborhoods, and draw area residents into an active participation in local activities fundamentally associated with the City of Ideas. An example of this type of sub-center would be Codman Square.

MINOR SUB-CENTERS: NEIGHBORHOOD CENTERS AND FRONTAGE STREET GROUPS

By means of land use consolidation through zoning controls, Urban Renewal, public facility and circulation improvements, rehabilitation, and other public assistance, two types of minor sub-centers can be created out of existing commercial development: 1) Neighborhood Centers; and 2) Frontage Street Groups.

1 / Neighborhood Centers offering convenient retail, personal services, and occasionally supermarkets, would cater primarily to walk-in trade. Wherever possible, they should combine neighborhood commercial services at common points of important local access with elementary schools, playgrounds, small parks, local churches, and small institutions.

2 / The Frontage Street Group would occur at selected spot locations within existing strip development where existing neighborhood commercial and public services need strengthening, and would satisfy the demand for nearby essential shopping.

LAND USE CORRIDORS AND SPECIAL DISTRICTS

Not all commerce and public services can be concentrated in compact land use sub-centers. Much of this type of activity serves passing motorists, and requires far more major street frontage and communication with other centers than would be available in well-ordered, pedestrian-level centers.

For these reasons, there should be large scale strip development and special function areas in Boston's distribution of activities. The basic elements of such a pattern might include: 1) Local Service Corridors; 2) Regional Action Corridors; 3) Regional Core Fringe Areas; and 4) Special Districts.

1 / Local Service Corridors: Local Service Corridors would consist of zones along lines of communication between sub-centers, containing primarily public and semi-public facilities, and local, auto-oriented commercial enterprises.

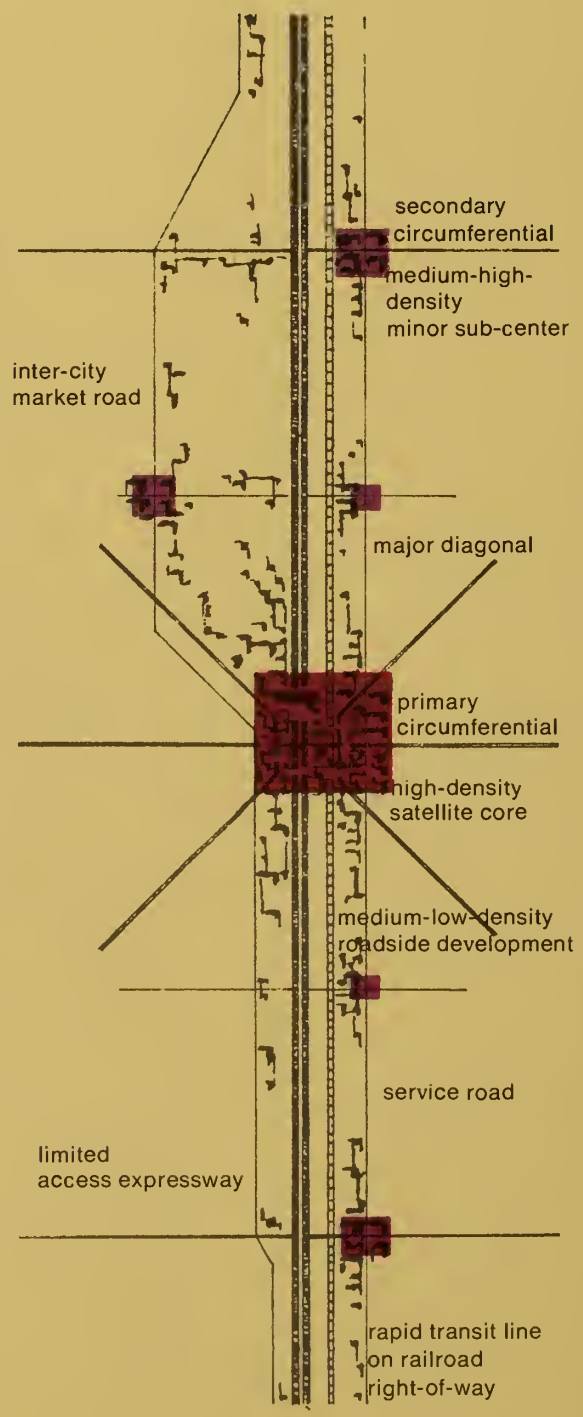


Figure III-16. Circulation and sub-center elements and general land use texture of the proposed Regional Action Corridors radiating from the Regional Core.

2 / Regional Action Corridors: As a new, Regionally-oriented superstructure of activities, sustained by the heavy radial flow of traffic in and out of the Regional Core, Regional Action Corridors would contain primarily the functions of Satellite Cores described above, and, in addition, provide suitable sites for less intensive uses, such as manufacturing, wholesaling, goods distribution, auto sales, and transportation enterprises.

3 / Regional Core Fringe Areas: The fringe areas of the Core should become especially appropriate locations, after the construction of the Inner Belt, for activities requiring Regionally central locations but unable to locate inside the Core.

4 / Special Districts: Special districts would exist for activities such as the Airport, the Port, the South Boston industrial complex, and other space-consuming, specialized land uses, including large institutions and recreational facilities and general commercial enterprises serving the Region.

Figure IV-3. Existing Land Use, 1960.

LEGEND
- Residential
- Commercial
- Industrial
- Institutional / Public
- Public Open Space
- Railroads*
- Vacant Land

* Shown separately to illustrate the large amount of underdeveloped railroad acreage that should be put to more intensive use by railroads and by other, predominantly industrial, uses.

CHAPTER IV
LAND USE SUMMARY

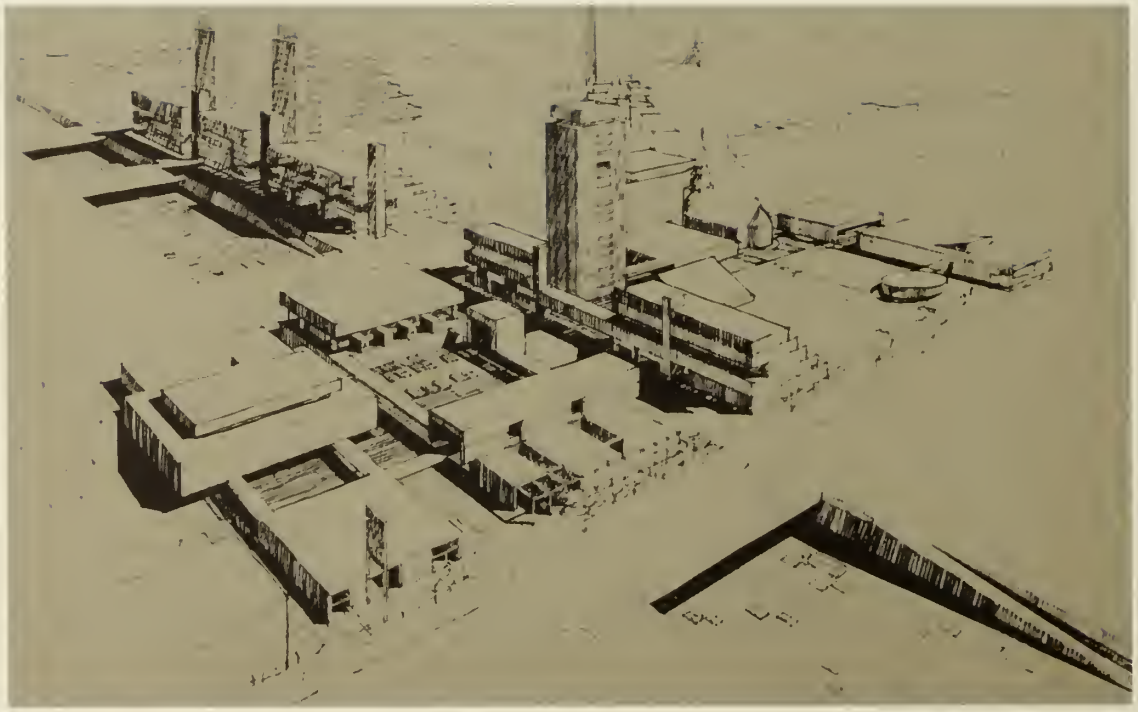


Figure IV-1. Air rights development over major highways and railroads: a significant opportunity for new construction at a few important, central locations, where available acreage is in shortest supply and development intensity and functional continuity are most needed.

MAJOR CHANGES IN CITY-WIDE LAND USE, 1960/1975

1 / Residential. Change in City-wide acreage, 1960/1975: from 14,575 acres to 15,131 acres / 3.8 percent increase. The Plan proposes a modest growth in residential acreage, an improved distribution of diverse housing types, and a moderate increase in housing densities in many parts of the City between 1960 and 1975.
2 / Commercial. Change in City-wide acreage, 1960/1975: from 1,361 acres to 1,749 acres / 28.5 percent increase. The expected increase in commercial land use acreage in Boston reflects a significant amount of central area office and visitor accommodations development, along with the acceleration of Core retailing activity brought about primarily by the modernization of sub-centers and the stabilization and diversification of the population.
3 / Industrial. Change in City-wide acreage, 1960/1975: from 3,902 acres to 4,256 acres / 9.1 increase. While overall increases in industrial acreage are not extensive, a more varied pattern of industrial land uses and distribution, along with greater utilization of existing industrial use areas, is made possible by the Plan for industrial land reorganization.
4 / Public Facilities. Change in City-wide acreage, 1960/1975: from 1,969 acres to 2,845 acres / 44.5 percent increase. The extent of the anticipated increase in this acreage reflects the projected expansion and upgrading of the neighborhood public school system, along with new development of accompanying recreation facilities and other governmental facility improvements. A small amount of expansion space for major tax-exempt institutions has been combined with the more significant public facility acreage increases in all land use maps, tables, and charts in the Plan.
5 / Open Space. Change in City-wide acreage, 1960/1975: from 4,841 acres to 5,869 acres / 21.2 percent increase. Two kinds of open space programs will account for most of the acreage increase: 1) large parks and recreational improvements capitalizing on underused harbor frontage, the Neponset River, and other water bodies; 2) expansion of local parks and other recreational areas in the more crowded Renewal areas.

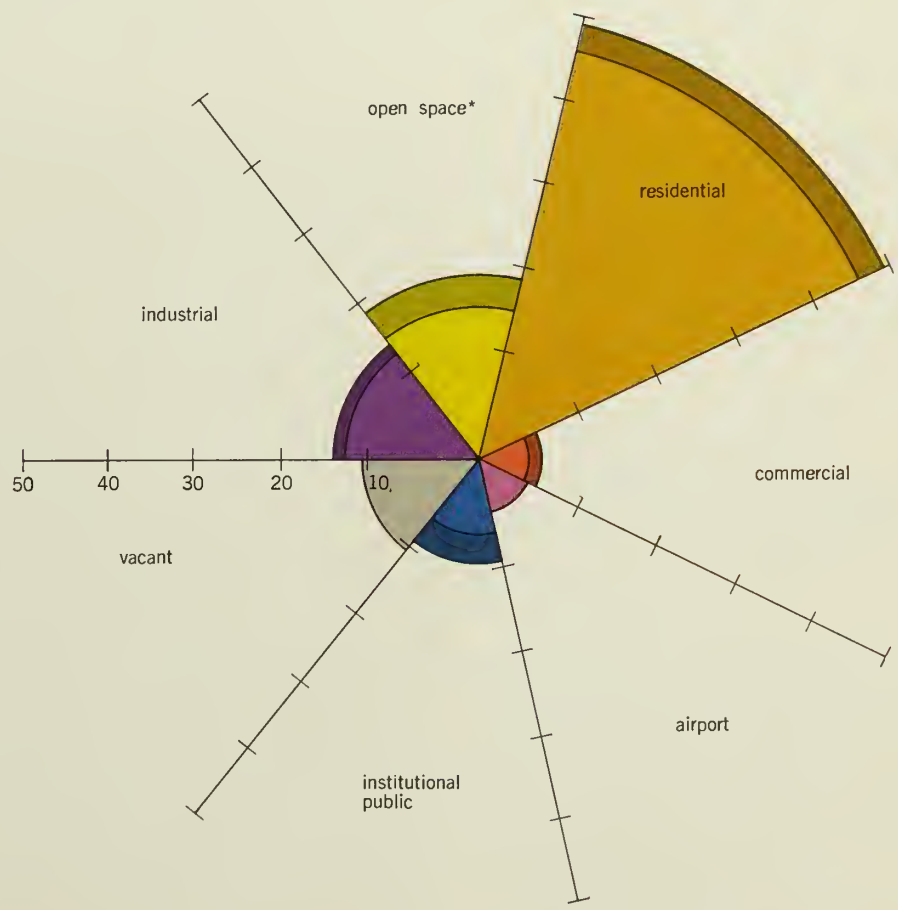
PROPOSED LAND USE ACREAGE CHANGES 1960/1975[1]

	1960	1975	Change Absolute	Change Percent
Residential	14,575	15,131	556	3.8
Commercial	1,361	1,749	388	28.5
Industrial	3,902	4,256	354	9.1
Institutional-Public[2]	1,969	2,845	876	44.5
Open Space	4,841	5,869	1,028	21.2
Vacant	3,202	—	—3,202	—100.0
Airport	1,500	1,500	—	—
TOTAL	31,350	31,350		

1 / Figures represent gross acreage including prorated shares of the estimated 5,800 acres devoted to streets and highways.

2 / Includes, for the most part, local schools and other public and private community facilities, along with educational, medical, and cultural institutions.

Percent Distribution of Existing and Proposed Land Use Acreage, City of Boston, 1960, 1975



KEY
1960 Percent Distribution
1975 Percent Distribution

*Includes City Public Schools and Accompanying Playgrounds.

SOURCE: Boston Redevelopment Authority staff estimates.

CHAPTER V
HUMAN RESOURCES

THE DISADVANTAGED

In an environment where the highest respect is accorded intellectual and cultural achievement, a large number of Boston's people suffer from poverty and other forms of social, as well as physical, blight. In recognition of the fact that Boston's most valuable resource is its people, one of the primary aims of the Development Program has been the effective integration of physical and social renewal in Boston.

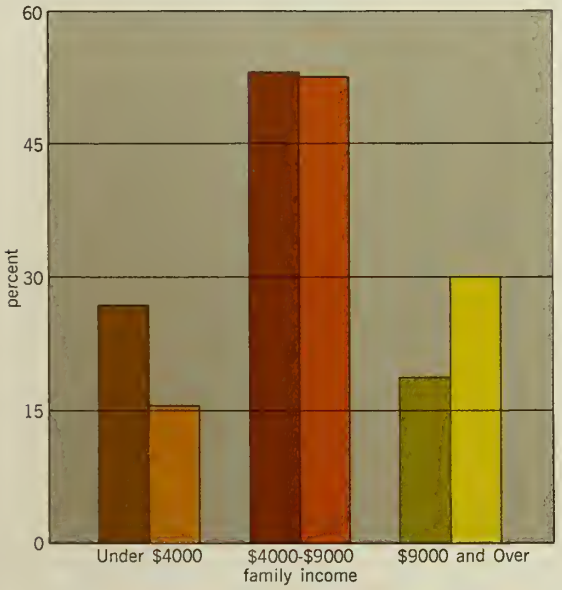
INTEGRATING PHYSICAL AND SOCIAL RENEWAL: GOALS FOR BOSTON'S WAR ON POVERTY

Since the beginning of the nation's declared War on Poverty and the enactment of the Economic Opportunities Act, the Redevelopment Authority, Action for Boston Community Development, and other agencies interested in the development of Boston's human resources have been prepared to offer effective local participation and leadership. Now they must pool their considerable planning, administrative, and redevelopment experience and together make every effort to:

1 / Break down discriminatory barriers that waste talent, inhibit motivation, limit educational achievement, and restrict choice of residence and employment;
2 / Support efforts already being made in elementary and secondary schools to provide imaginative curricular incentives to children from disadvantaged families;
3 / Make health and welfare services physically visible and readily available to everyone in need of them;
4 / Develop reliable methods of relating job training to changing job opportunities;
5 / Rehabilitate neighborhoods and improve community facilities;
6 / See to it that more unemployed and unskilled workers are equipped with useful skills adaptable to changing employment opportunities, principally through improved educational and job training programs;
7 / Eliminate adult illiteracy;
8 / Rehabilitate and otherwise assist the City's transients;
9 / Improve living conditions for the elderly and families of limited income;
10 / Improve home management skills;
11 / Provide legal, medical, and housing services for the indigent.

Several of the Plan's most important proposals for Boston's physical development, including proposals for public facilities, new housing construction and rehabilitation, local sub-center development, neighborhood preservation, and general economic development, are based on the same objectives as these programs for social development.

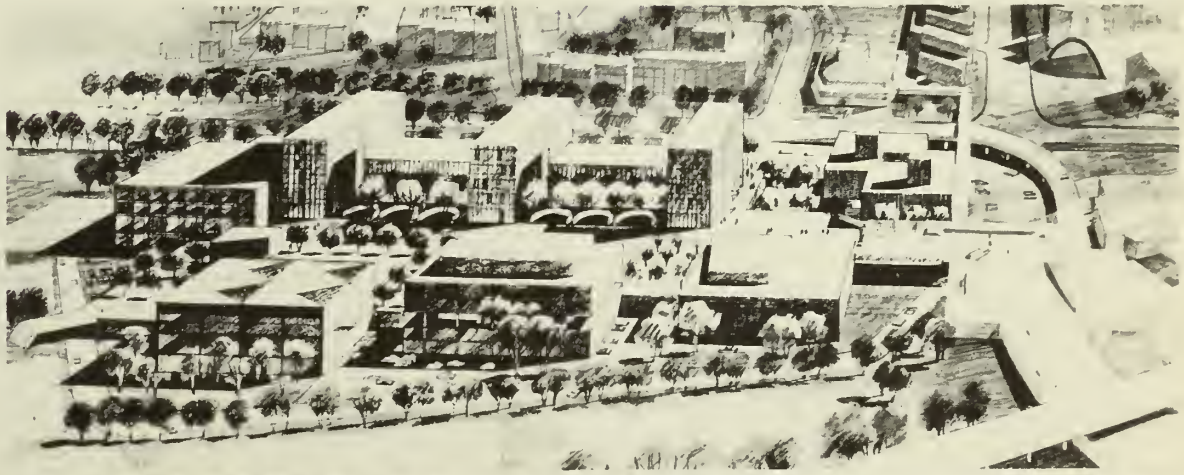
Percent of Population in Selected Income Ranges, Boston and SMSA, 1960



SOURCE: United States Census of Population: 1960.

KEY
Boston
SMSA

Figure V-2. Cultivating human resources in Boston: the proposed Massachusetts Bay Community College, to be located in Charlestown.



O'Day Playground, in the South End, one of Boston's newest and best equipped play areas

Painting session at ABCD's Pre-Kindergarten Program, Whittier Street, Roxbury.

CHAPTER VI
POPULATION AND HOUSING

A MARKED DECLINE IN POPULATION

After almost a century of spectacular growth and comparative stability, Boston's population fifteen years ago began dropping at the rate of approximately 12,000 a year.

POPULATION

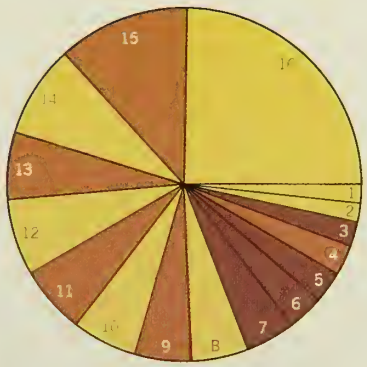
	1960		1965		1975
City Total	690,600		617,400		685,000
Percent Change		−10.6		+11.0	
Regional Core	125,000		85,600		113,300
Intermediate Areas	219,600		195,500		208,400
Improvement Areas	339,000		331,800		359,000
Other	6,900		4,400		4,300

Well over one-third of these departed for the suburbs or for other parts of the country within the last five years.[1] About half were residents of four of the City's oldest neighborhoods: Roxbury / North Dorchester; the South End; Charlestown; and South Boston. Only three areas / Hyde Park, West Roxbury, and Jamaica Plain showed modest gains.

Even the Region as a whole, which has been outgrowing Boston since 1870, has had a growth rate since 1910 which is only half that of the Nation and even less than that of most other urban areas.

1 / It is important to note, however, that among population groups most dependent on public services / racial minorities, the elderly, and low-income groups generally / public school enrollment and welfare assistance figures indicate an increase in numbers during these years.

Percent Distribution of Total City Population Among Renewal and Improvement Areas, 1965



1 Other*	1.4
2 Orient Heights	1.7
3 Back Bay	2.4
4 Charlestown	2.7
5 Downtown - Downtown North	3.4
6 South End	4.0
7 Parker Hill - Fenway	4.1
8 West Roxbury	4.7
9 East Boston	4.7
10 Roslindale	6.3
11 South Boston	6.4
12 Hyde Park	6.4
13 Jamaica Plain	6.9
14 Brighton	9.5
15. Roxbury - North Dorchester	10.9
16 Dorchester	24.5

**Beacon Hill, West End, and non-designated areas.*

SOURCE: Commonwealth of Massachusetts, Decennial Census of Population, 1965.

KEY

Regional Core Renewal Areas

Intermediate Renewal Areas

Improvement Areas

CHARACTERISTICS OF THE POPULATION

FAMILY INCOME

About 54 percent of the families in Boston and the Region beyond are middle-income ($4,000-$9,000), but there are 11 percent more families in the over-$9,000 range outside Boston and 11 percent fewer families under $4,000. Between 1950 and 1960 the average Boston family income also increased at a slower rate than that of the rest of the Region.

INCOME

	1950	1960	% Change
Median Family and Unrelated Individual Income	$2,643	$4,264	61.
Median Family Income		$5,747	

AGE

The proportion of the very young (0-15 years of age) and the elderly (over 65) in the City and the Region expands while the work-age population contracts. Those over 65 are expected to hold a markedly greater share of the City's population in 1975.

AGE-GROUPS

	Percent		
	1950	1960	Percent Change
Under 18	25.9	28.7	10.8
18-64	64.4	59.0	−8.4
65 and over	9.6	12.0	25.0

NON-WHITE POPULATION

From 1950 to 1960, the non-white population more than doubled in both the City and the Region. About 78 percent of the Region's non-whites live in Boston, and another 10 percent in Cambridge. As a proportion of Boston's population, non-whites have grown from 5.3 percent in 1950 to 9.8 percent in 1960. Present trends indicate that by 1970 there will be about 100,000 non-whites in Boston, or slightly over 14 percent of the projected City total.

RACIAL COMPOSITION

	1950		1960		% Change	
	White	Non-White	White	Non-White	White	Non-White
City of Boston	758,700	42,744	628,704	68,493	−17.1	60.2
Renewal areas	398,220	40,480	289,213	62,743	−27.4	55.0
Improvement areas and other	360,480	2,264	340,374	5,750	−5.6	154.0

LABOR FORCE

Technicians, professionals, engineers, scientists, and others with highly developed skills make up an increasing proportion of the Region's labor force, but Boston's share is notably less than that of the suburbs, which have attracted growing numbers of advanced technological enterprises.

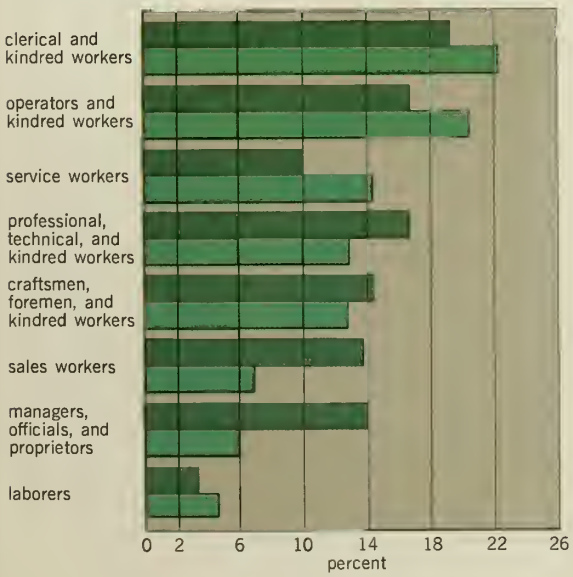
A POLICY FOR POPULATION

Boston's population reached a peak of 801,000 in 1950 at a time when there was considerable overcrowding and considerably more substandard housing than there is today. Although in times past comprehensive plans for other cities have looked forward to significant gains in population, the policy of this Plan is that to do so here would encourage a more substantial commitment to high-rise housing construction than seems appropriate for Boston. The Policy of the Development Program and this Plan is instead to promote stability in the size of Boston's population while increasing the diversity of its composition, so that it more nearly reflects the composition of the Region's population as a whole.

On the assumption that its Development Program will make considerable progress toward all its goals over the next decade, Boston can reach a population of approximately 685,000 to 700,000 by 1975. This would amount to an increase of at least 67,600, or 11 percent, over the 1965 population.[1]

1 / Officially 617,366 at the latest count, taken by the Commonwealth in its Decennial Census of Population for 1965. An upward revision to some degree may be anticipated when students, hospital employees, and other institutional residents, already included in the U. S. Census, are included in the Commonwealth's census.

Distribution of Employment in Boston and SMSA, by Major Occupation, 1960

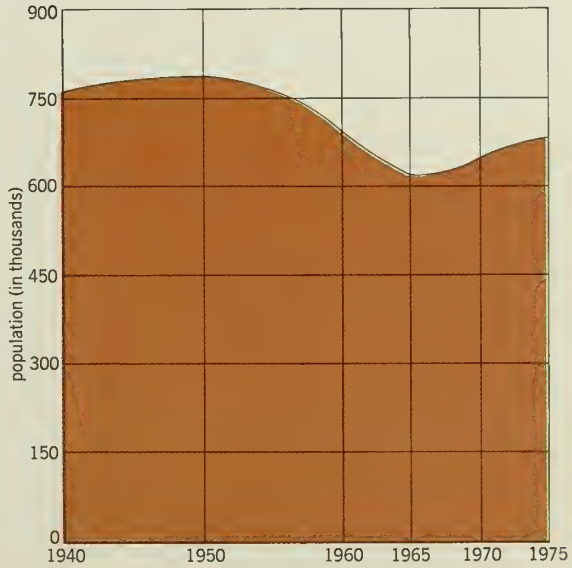


*Standard Metropolitan Statistical Area, excluding the City of Boston.

SOURCE: United Census of Population: 1960.

KEY
SMSA
Boston

Recent and Projected Changes in Boston's Population, 1940-1975



SOURCE: United States Census of Population
Boston Redevelopment Authority staff estimates

DISTRIBUTION AND GROWTH OF THE NON-WHITE POPULATION

A basic premise of the plan is that all residents of the metropolitan area should have equal opportunities to live anywhere in the metropolitan area they choose, and that the denial of these opportunities is detrimental both to the area's economy and to its morale. The Plan, therefore, has adopted as one of its crucial goals the creation of equal opportunities for housing, education, and employment for all residents of the metropolitan area through the effective enforcement of civil rights legislation, the assistance of the Metropolitan Area Planning Council, and the cooperation of all communities in the metropolitan area.

By 1975, the City's housing supply should have been sufficiently enlarged to accommodate about 37,000 new residents.

The primary means of raising housing standards in Boston is rehabilitation. Through rehabilitation, the basic structural soundness of Boston's housing stock will be utilized without detracting from the City's other assets, particularly the unique, historical identity and cohesiveness of its individual communities. Urban Renewal remains the most effective method for rehabilitating housing on a large scale.

HOUSING POLICY

THE CONTINUING SHORTAGE OF GOOD HOUSING

In 1960, 50,000 housing units, or one in five of the City's stock, were either dilapidated or deteriorating.

HOUSING STOCK CHARACTERISTICS

	Total	Sound	Percent Deteriorating	Dilapidated
City of Boston	238,547	85.2	11.9	2.9
Renewal Areas	130,351	69.0	24.8	6.2
Improvement Areas	102,760	91.5	7.3	1.2
Other	5,436	95.7	4.1	.2

The four percent vacancy rate, while low in comparison with other United States cities, was double the 1950 rate.

NEW CONSTRUCTION AND REHABILITATION

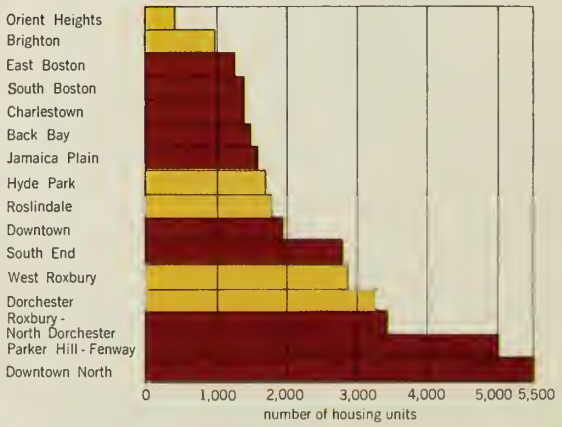
The Plan proposes that 37,000 new housing units be constructed during the 1960/1975 span of the Development Program and 32,000 rehabilitated, as against some 29,000 dilapidated or deteriorating units that will probably have to be replaced by private and public means.

PROPOSED NEW HOUSING CONSTRUCTION, 1960/1975

	Total Housing Units Proposed	Row Houses	Garden Apartments	Elevator Units
City of Boston	36,525	13,419	12,240	10,866
Regional Core	16,675	1,375	6,550	8,750
Intermediate Areas	8,900	4,560	2,690	1,650
Improvement Areas	10,950	7,484	3,000	466

Four-story brick townhouse

Proposed New Housing Construction by Renewal and Improvement Areas, 1960-1975



SOURCE: Boston Redevelopment Authority staff estimates

KEY
Renewal Areas
Improvement Areas

Figure VI-5. Plan for New and Rehabilitated Housing. Most of the 37,000 new housing units proposed by the Plan should be located on sites in each of Boston's Renewal and Improvement areas where existing housing conditions are poorest, land is vacant or underused, and accessibility is good (see map Figure III-5, "Potential Development Sites"). Some 11,000 high density elevator units are programmed primarily for intown sites, while approximately 26,000 lower density row houses and garden apartments are needed in the outlying Intermediate Renewal areas and Improvement areas. Most of the 32,000 units proposed for rehabilitation are concentrated in the Renewal areas, although, as indicated in this map, a significant proportion of the existing housing stock in other areas also needs to be rehabilitated.

LEGEND
(Generalized by Renewal and Improvement Areas)

- Renewal and Improvement Area Boundaries
- Proposed New Housing Sites
- Areas Requiring 0-9% Rehabilitation
- Areas Requiring 10-19% Rehabilitation
- Areas Requiring 20-29% Rehabilitation
- Areas Requiring 30-100% Rehabilitation

PUBLIC LOW-INCOME HOUSING

At last 5,000 new public housing units should be added to the present stock of 14,400 before 1975 to accommodate the elderly and some of the City's other low-income families and individuals who qualify for public housing.

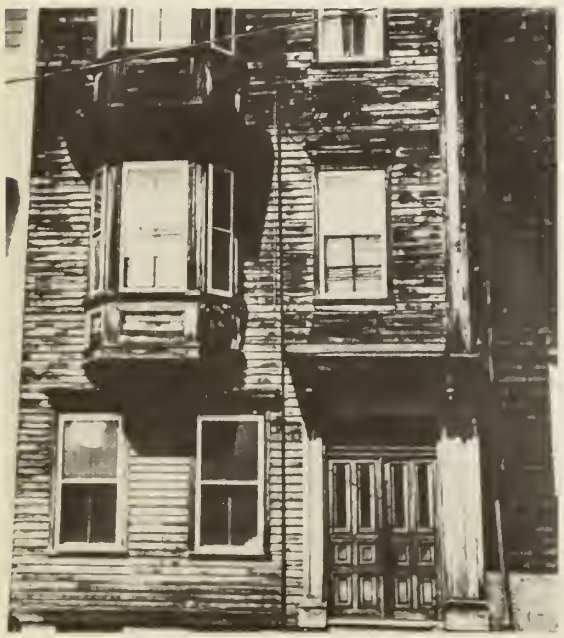
Family public housing as a rule should be provided in projects containing no more than 100 units on Renewal sites or vacant land evenly dispersed throughout the City and well-integrated with existing residential communities.

Figure VI-7. Public low-income housing should, as a rule, be built on small sites and integrated with existing residential communities. Above: proposed low-income housing for the elderly in Charlestown.

b) Housing rehabilitation on a block scale: in the South End, one of many possible illustrations of how groups of houses can be rehabilitated as a unit through neighborhood cooperation and selective public improvements.

Figure VI-6. Private rehabilitation, varying in scope and degree of public assistance according to neighborhood conditions, will preserve the historically outstanding social, architectural, and structural assets of Boston.

a) Single homeowner rehabilitation: a house in Charlestown illustrates the most effective and ultimately the essential means of improving the housing stock in Boston.



MODERATE-INCOME HOUSING

Of the many housing mortgage and loan insurance programs for moderate-income families in the $4000-$9000 range, Section 221(d)(3) of the Housing Act holds the most promise. Under favorable conditions, up to 15,000 moderate-income, 1-5 bedroom housing units can be built by 1975.

The great bulk of new, private, moderate-income housing will consist of row houses and garden apartments, for rental and ownership, predominantly in the Renewal areas outside the Core and in the Improvement Areas.

UPPER-INCOME HOUSING

Small families and single persons in the $9,000-and-over bracket, who can afford monthly rents of $115 and higher, will have, by 1975, 13,000 to 14,000 new units, mostly of the high-rise elevator variety near the Public Garden, on the Waterfront and at other points in or near the Regional Core.

Construction sequence: Academy Homes, a 202-unit, private "d3" housing development for moderate-income families in Washington Park. Opening date is summer 1965.

Figure VI-8. City Redevelopment Corporation, developer
Samuel Glaser Associates, architect

Figure VI-8. Boston has a number of sites especially suitable for high-rise, upper-income housing. One of these is the new Waterfront, shown here, which typically provides convenient proximity to important activity centers and modes of access, without diminishing the City's other residential neighborhood assets.

CHAPTER VII
PUBLIC FACILITIES

INCORPORATION OF THE 1963/ 1975 CAPITAL IMPROVEMENTS PROGRAM

The Plan incorporates the findings and recommendations of the City's Capital Improvements Program, "Renewing Boston's Municipal Facilities: Capital Improvements Program, 1963-1975,"[1] and adds the following supplementary recommendations for the design, geographic distribution, and land use integration of previously scheduled public development, including new proposals for Regional recreation.

DISTRIBUTION OF FACILITIES IN THE CAPITAL WEB

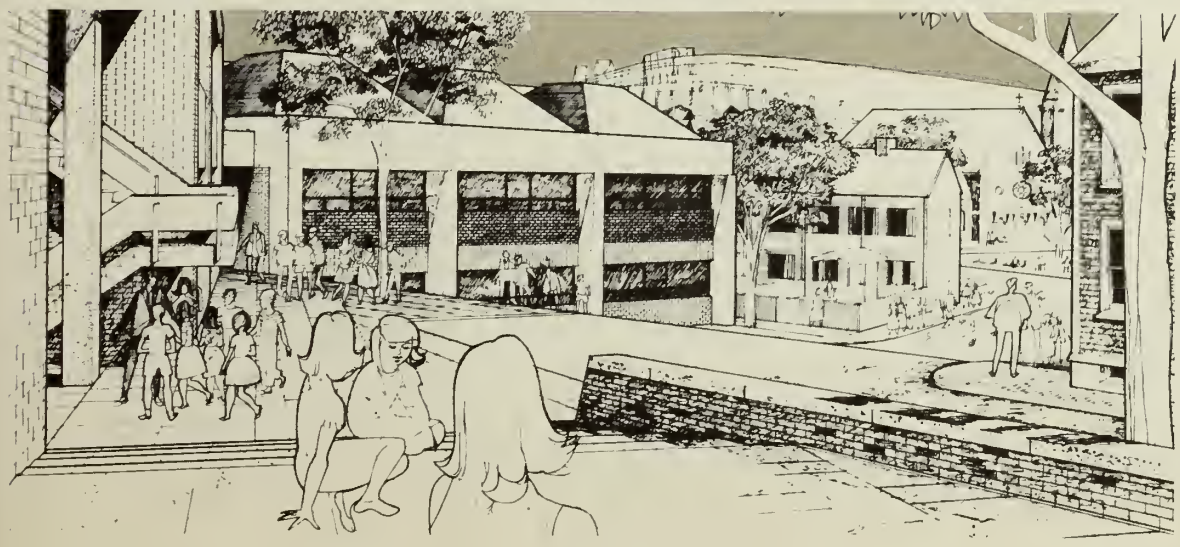
STANDARDS FOR SITE LOCATION

The proper design and distribution of public facilities, according to the principle of "Capital Design," should generate a significant amount of equally well-designed and distributed private construction. Further, the resulting City-wide "Capital Web" of community facilities should help integrate the City functionally and geographically (see Chapter III).

1 / Boston Redevelopment Authority, May 1963.

The realization of these goals will depend on the rigorous application of four rules of site location: 1) Sites for public buildings of all types should be physically prominent and easily accessible, but so distributed about the City that there is no overlap of service areas; 2) related public programs should be housed in the same building or placed on the same site whenever it would increase the efficiency of the total operation to do so; 3) sizeable public facilities serving a Regional or City-wide population should be located where they will provide the greatest stimulus for new construction, new rehabilitation, and thus for higher land values in the area; 4) when combined together in the Capital Web, public and private community facilities should be linked by parks and other types of open spaces, and by specially designed public ways and streets, to improve the City-wide interrelation of public services and to maximize the impact of public on private patterns of development.

Figure VII-1. Proposed Charlestown elementary school adapted to an urban setting: improving public schools through the best in contemporary public architecture.



LOCAL FACILITIES

SCHOOLS

Approximately 15,000 more pupils will enroll in the City's public schools in the next ten years, with the greatest increases at the elementary level. They should be provided with adequate space and facilities through the replacement of 71 obsolete elementary schools by 53 new elementary schools, 8 elementary school additions, 8 new intermediate schools, and 10 intermediate school additions. The entire school system, excepting the 6-year Latin schools, should be reorganized on the basis of 4-year senior high schools, 3-year intermediate or junior high schools, and 5-year (plus kindergarten) elementary schools. The Plan adopts the findings and recommendations of *Boston's Schools — 1962*, a study conducted by the Harvard Graduate School of Education.

Outmoded school facilities: school building playground

Figure VII-2. Plan for Public Schools. Boston's aging public schools need to be rebuilt and equipped with more modern facilities to accommodate expanding enrollments and to serve adequately as the educational foundation of the City of Ideas. Recommendations for new schools and additions shown here / some 82 in all, including a new City-wide Campus High School and a trade-conservative high school / are based on the Harvard Graduate School of Education study, *Boston Schools — 1962*, and on the City's Capital Improvements Program.

LEGEND

A) Public Elementary Schools
- Existing
- New Addition
- Proposed

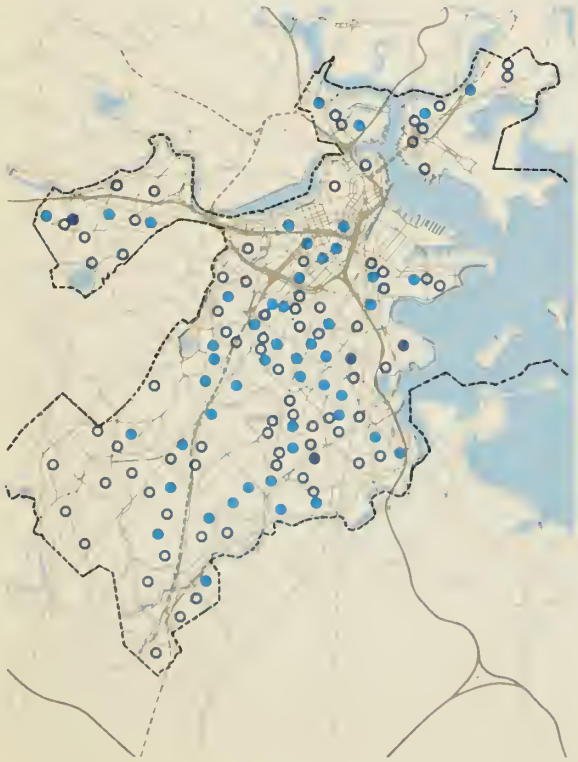
B) Public Intermediate Schools
- Existing
- New Addition
- Proposed

C) Public High Schools
- Existing
- New Addition
- Proposed

LOCAL RECREATION

The Plan proposes that an improved neighborhood recreational system be designed to meet three basic needs: 1) for active recreation; 2) for semi-active and passive recreation; and 3) for indoor recreation. Some 16 playfields, for adult and teenage team sports, about 45 new playgrounds for school children, and a number of totlots for children of elementary school and kindergarten age should satisfy most of the demand for active recreation. Parks, malls, and pedestrianways in thickly settled areas and business and commercial districts with high building densities can provide adequate opportunities for semi-active and passive recreation. For indoor recreation, the Plan estimates that about 16 new indoor recreational facilities are needed where private facilities are inadequate.

Figure VII-3. A new fire station at the corner of Warren Avenue and Chelsea Street in Charlestown, one of fifteen proposed in the Plan.



Interior of the Boston Public Library

Figure VII-4. Balanced design of public streets and ways for people as well as for autos: a type of public design that can bring the aesthetic benefits of the "City of Ideas" closer to every part of the City.

LIBRARIES

The Plan recommends that 10 new neighborhood branch libraries be constructed and that the Charlestown Branch be expanded. Libraries should be within short walking distance of shopping centers, schools, or other busy pedestrian thoroughfares where they will be closely linked to other neighborhood activities, and should each provide adequate standing space for vehicles, good natural and artificial lighting, and space for exhibits, lectures, seminars, and audio-visual programs.

PUBLIC SAFETY: POLICE

The Quinn Tamm Report, *A Survey of the Police Department in Boston, 1962*, shows that Boston has more police stations in proportion to its size and population than any other city of comparable size, and that the average age of these stations is the oldest in the country. The Plan, therefore, recommends that Boston's 17 police stations be consolidated into five district headquarters. Three new district police stations should be constructed and two existing stations rehabilitated.

FIRE

Most of the City's 42 fire stations were designed for the horse-and-buggy age; structural deterioration, inefficient lighting and space arrangement, and overlap of service areas are a few of their problems. The Plan proposes that 15 new stations be built to replace 18 obsolete stations, reducing the total number of fire stations in Boston to 39.

PUBLIC UTILITIES AND STREETS

Annual road-building expenditures should come to a little under $5 million until 1970, if the City is to make up a 5-year backlog of street repairs, and about $3.2 million annually thereafter. Since street surfaces should be replaced on an average of every 20 years, 37 miles of Boston's streets should be resurfaced annually.

Pending the outcome of further studies of water and sewer system conditions, it may be estimated that the City should spend approximately $4 million annually on water and sewer systems repairs over the next decade.

Figure VII-5. A small recreation space with durable and accommodating equipment and materials: attracting more intensive use by different age groups of Boston's recreational facilities, through improved landscape design.

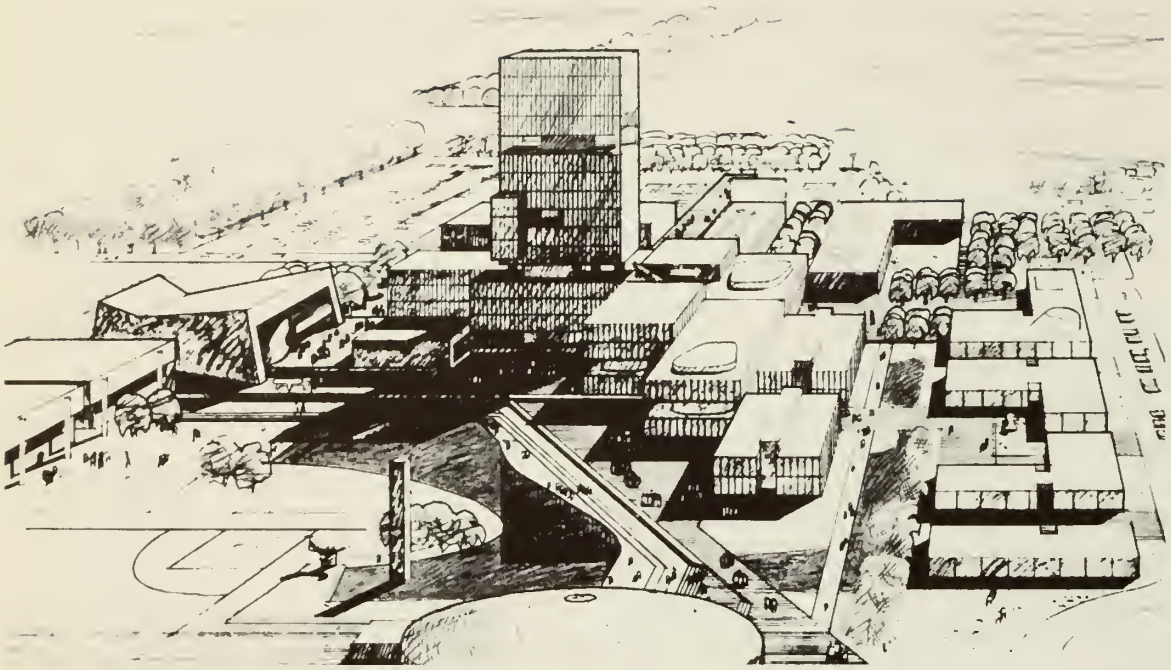


Figure VII-6. Located at a point of maximum convenience and visibility, the proposed Campus, or "English," High School will create a dramatic new focus for the processes of conservation and innovation that are most characteristic of the City of Ideas.

CITY-WIDE AND REGIONAL PUBLIC FACILITIES

THE CITY-WIDE CAMPUS HIGH SCHOOL

Recommended by Harvard's School of Education in its study of Boston's schools, the new, 5,500-student Campus, or "English," High School would be a combination of separate 'houses' for general instruction, and thus would centralize in one unit several highly specialized educational services, including music practice rooms, a large library, and language laboratories, that would not be feasible in a smaller institution. A suitably dramatic site should have proximity to the centrally populated areas of the city, high visibility, and excellent transit and highway accessibility. The Plan also proposes the construction of a new, 3000-student trade-cooperative school and a post-graduate school for business training.

CITY-WIDE HEALTH FACILITIES

New construction and rehabilitation costing approximately $45 million will be necessary to relieve overcrowding and technological obsolescence at City Hospital during the next decade. As part of a comprehensive medical and social approach to alcoholism, the Plan proposes the creation of a reception center for alcoholics and an alcoholic study center, preferably near or integrated with a major medical center. A study should also be undertaken of alternatives to Long Island's existing use as an infirmary for the chronically ill.

Figure VII-7. Boston can enter a bold, new phase of natural conservation, comparable to the earlier impoundment of the Charles River Basin and the establishment of a continuous park system from the Public Garden to Franklin Park, by reclaiming its many underused and disused harbor and river shorelines. Acres of oceanside underused or vacant land at Columbia Point, for example, could be transformed in the manner shown here into a playground of sports, beaches, and boating facilities for people from every part of the Region.

REGIONAL RECREATION

Since there is neither land nor funds to provide within Boston more than a small share of the major recreational facilities required by its inhabitants, the Metropolitan District Commission, a public agency with Regional jurisdiction, should assume most of the responsibility for increasing the quantity and quality of Regional recreation facilities over the next decade.

The MDC, in cooperation with the City, should specifically explore the possibility of developing the harbor shoreline north to Belle Isle Inlet and large sections of the foreshore between the Neponset River and Columbus Park for beach, boating, and other water-related recreational uses.

The Harbor Islands and parts of the Fort Point Channel are also ideally suited to recreational uses. The Fort Point Channel could serve as a site for small boating, specialized recreational activities for nearby residential areas, and for parks and other passive recreation for the daytime population of the Regional Core.

Additional possibilities for water-related recreation and open space development exist along the west harbor frontage of East Boston, along the extension of the Charles River Basin to the proposed new Warren Avenue Dam, and along harbor frontage in the North End, the North Terminal area, and in South Boston, which will no longer be needed for port activities.

Figure VII-8. Plan for Recreational Facilities and Open Spaces.*
** Excluding pedestrianways*

LEGEND
- Existing Recreational Facilities
- Existing Open Spaces and Cemeteries
- Proposed Open Spaces
- Proposed Recreational Facilities

37 **CHAPTER VIII**

INSTITUTIONS

EDUCATIONAL INSTITUTIONS

THE GROWING DEMAND FOR HIGHER EDUCATION

With the anticipated increase in the number of college-age people from 302,000 in 1960 to 480,000 in 1975, and the growing proportion of those who attend college, Regional institutions of higher learning must be equipped to handle nearly 90,000 more students in 1970 than in 1960. Since total enrollment was about 113,000 in 1960, the rate of increase will come to about 80 percent. Against this projected demand, existing Regional institutions of higher learning, most of which are private, plan to accommodate approximately 173,000 students by 1975, leaving at least 27,000 more to be provided for by other means. Unless these private institutions further expand their capacity, a large share of the responsibility will pass to the City and the Commonwealth.

PROPOSALS FOR CONSTRUCTION IN THE REGIONAL CORE

Most of the proposed institutional expansion should occur in the Regional Core, basically because that is the most accessible location, but also because specialized schools, such as medical and adult education schools, are dependent on maximum transportation accessibility and close proximity to other Core activities.

Within the Regional Core, educational facilities for 105,300 students should be provided by 1975, an increase of 44,000 over the present Core enrollment. The Plan proposes construction of the central Boston branch of the Massachusetts Bay Community College, a two-year junior college for 5,000 to 10,000 students, which will be located in Charlestown. Additional sites for public-institutional expansion can be made available near the mouth of the Neponset River, in commercial sub-centers described in Chapter III, and on sites on the fringes of the Regional Core not otherwise needed for taxable development.

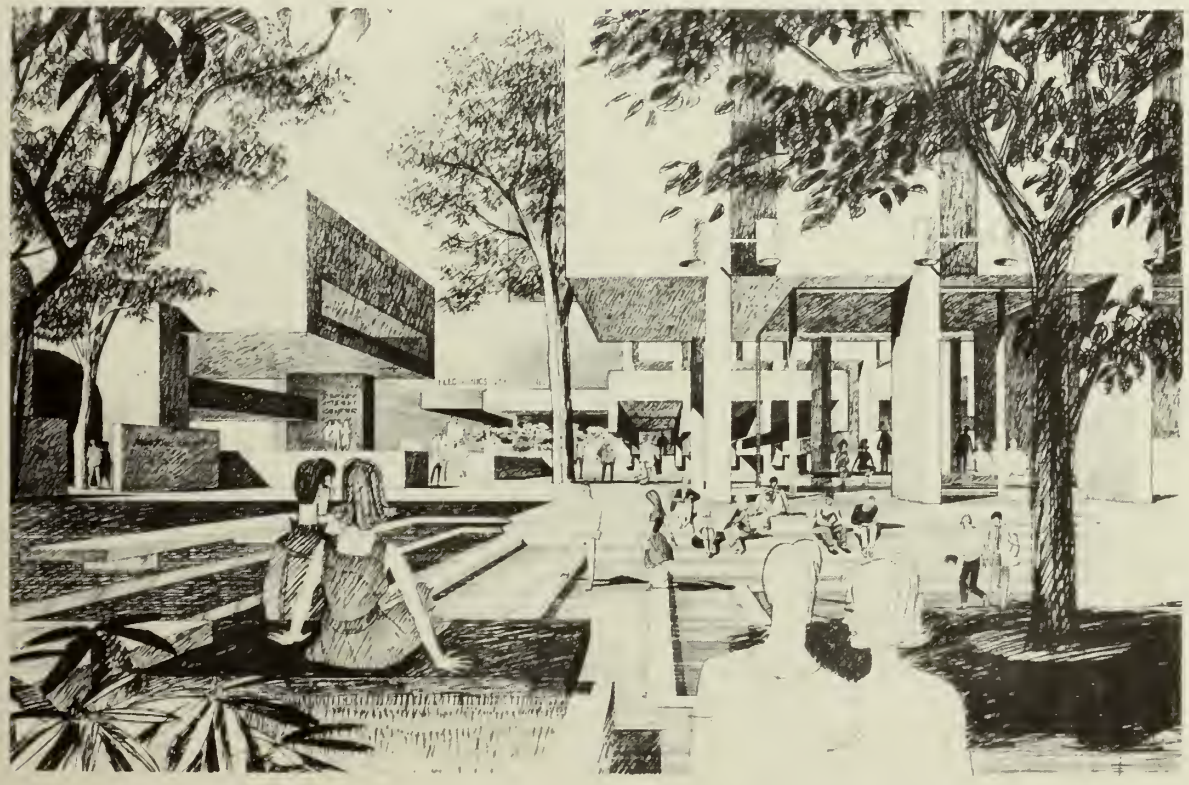


Figure VIII-1. The proposed Massachusetts Bay Community College in Charlestown: an example of new educational facilities required of the Commonwealth, with planning assistance from the City, to meet increasing demands for higher education.

Figure VIII-2. Plan for Major Educational Institutions.

LEGEND
Existing
Proposed
To Be Replaced

MEDICAL INSTITUTIONS

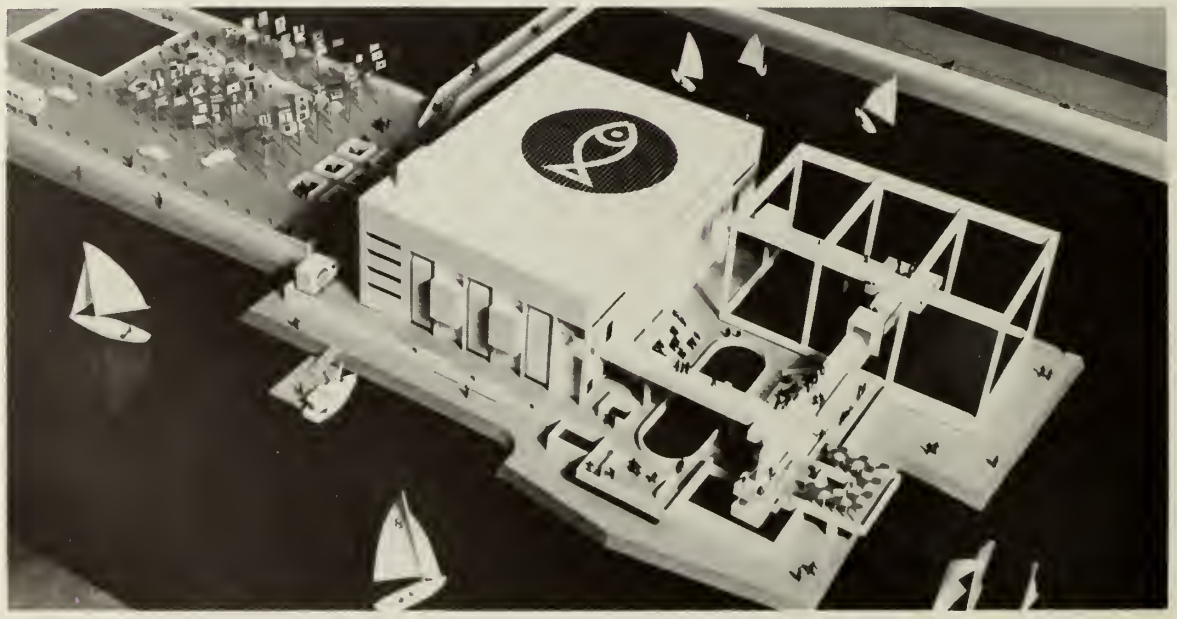
SPECIAL LOCATIONAL NEEDS

Hospitals, medical schools, and other medical institutions have less need for land expansion than for more efficient buildings and sites. Many during the next decade should require only a limited amount of new acreage, along with some floor space rearrangement and an occasional transfer to a new site. Their greater need is for close proximity to each other, because individually they tend to specialize and it is only through their close interaction that a full range of medical services is made available.

Figure VIII-3. Plan for Major Medical Institutions.

Parking area at the Massachusetts General Hospital, off Cambridge Street

Theatre district at Tremont and Stuart Streets



Cambridge Seven Associates, Inc., architects
LeMessurier Associates, Inc., engineers

The proposed $3 million New England Aquarium, on the new Waterfront's Central Wharf, has received national acclaim for its unique vertical design and other architectural innovations, its aviary for aquatic birds, and outdoor porpoise pool. It is one of the many ways in which Boston can further enrich its already impressive cultural endowment.

PERFORMING ARTS AND CULTURAL ACTIVITIES

In essence, the Plan's proposals for cultural institutions are that the Regional Core be maintained as the dominant cultural and entertainment center of the Region. To this end, the largest and most influential cultural and entertainment institutions should be buttressed in the Core by additional private cultural and entertainment facilities, supporting consumer services, pedestrian walkways, and off-street parking, both through rehabilitation and new construction.

Outside the Core, large, new cultural institutions, such as specialized schools, should be located at multi-function cores, where they can be shared by related activities and their dispersed audience can be easily assembled.

The corner of Louisburg Square and Pinckney Street, Beacon Hill

HISTORICAL ASSETS

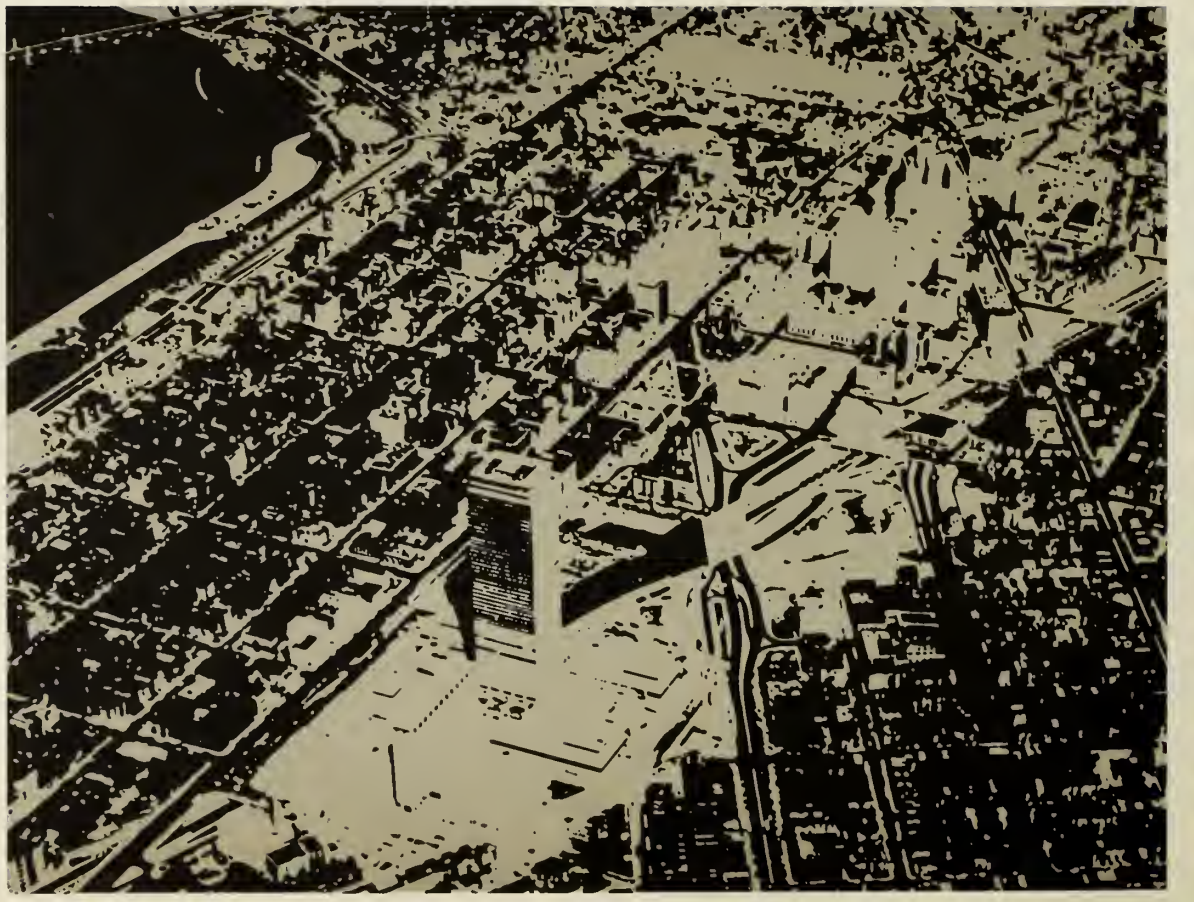
Boston's historical attractions are comparatively neglected except for those at the center of the Region, where the Freedom Trail commands the most attention. Considerable potential for improvement lies in the rediscovery and proper visual treatment of old City landmarks outside the Downtown, such as Winthrop Square in Charlestown, Telegraph Hill in South Boston, Meeting House Hill and Edward Everett Square in Dorchester, John Eliot Square in Roxbury, and Jamaica Pond. The Plan further recommends that buildings and objects of historical significance be linked, preferably within walking distance, with museums, open spaces, cultural activities, large areas of a unique architectural or design character, and with each other.

Figure VIII-4. Integration of historic assets with modern day Downtown shopping: conservation and open space treatment of the Old South Meeting House and the Old Corner Bookstore, on Washington Street.

First Parish, Unitarian, left, on Meeting House Hill, Dorchester. The original church, built nearby by Pilgrims in 1631, was the nation's first town meeting house, from which Meeting House Hill derived its name. It also served as the nation's first public school; a storage place for valuables; and a powder magazine, as well as a place of worship.

41 **CHAPTER IX**

COMMERCE AND INDUSTRY



COMMERCE

OFFICES

Over 750,000 square feet of office space have been built Downtown in recent years, 2.6 million more square feet are under construction, and the prospects are encouraging for even further office development before 1975. The fastest rates of growth in Boston's economy and the largest additions to its labor force are attributable to office work, particularly in the government and insurance fields inside the Regional Core.

EMPLOYMENT IN REGIONAL CORE

	1960	1975	PERCENT CHANGE
Office-Using Sectors	203,450	252,000	+23.9
All Other Sectors	76,550	63,000	−17.7
Totals	280,000	315,000	+12.5

The most significant office building development is proposed in Government Center, the Waterfront, and the Downtown, while additional potential exists in less-developed Regional Core sub-centers such as Kenmore Square and adjacent to educational and medical complexes. Smaller office building construction for professional and local neighborhood business services could accompany the development of major sub-centers containing concentrations of commercial activity and public facilities.

RETAIL

Future retailing growth throughout the City will come more and more to depend on the realization of three goals: (1) ease of access to and from the Regional Core; (2) growth of the Core population for whom the Downtown retail district is at least as convenient as outlying areas; and (3) greater variety in Downtown retail goods and services, restaurants, theatres, meeting places, and recreational activities, without which the City Market place would have no special appeal.

LOCAL RETAIL AND COMMERCIAL DEVELOPMENT

Previous studies on the need for new local commercial development have led to the construction, now underway, of local drive-in, convenience goods shopping centers in the West End, Washington Park, and Castle Square Urban Renewal project areas, and to a proposal for another shopping center of this kind in the Charlestown project area. Additional improvements to local retail and personal services facilities serving the Back Bay / East Fenway area, the Dudley Square area in the vicinity of the

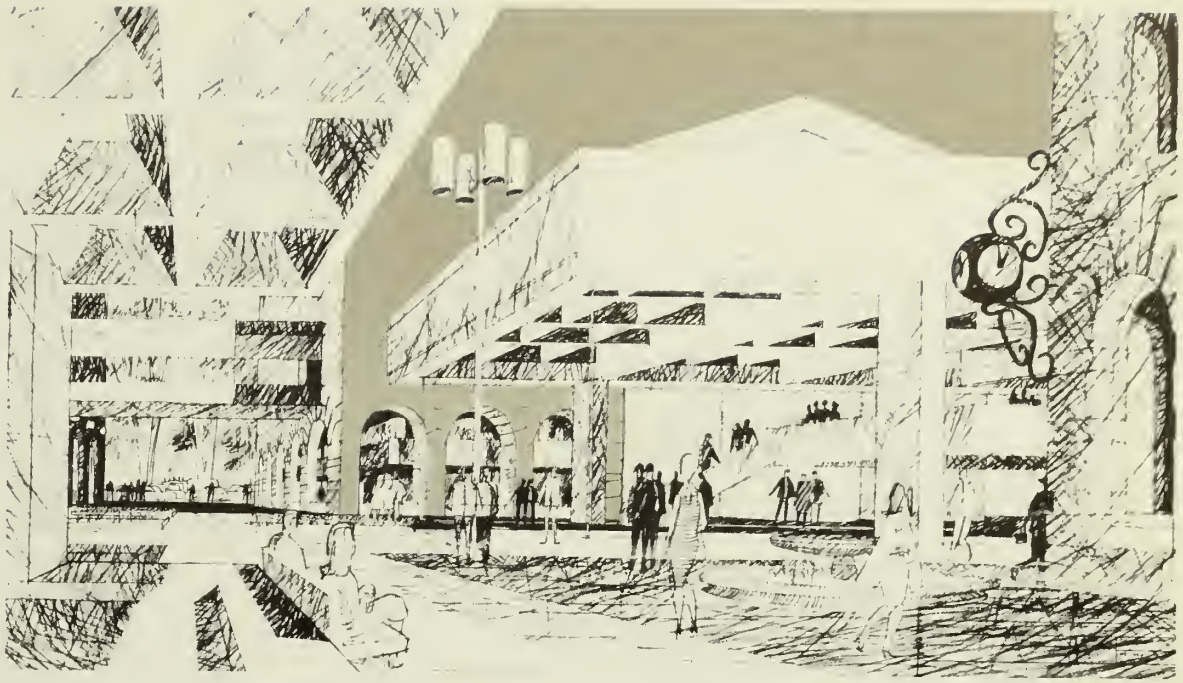


Figure IX-1. Proposed rehabilitation of the Downtown specialty shopping district between Washington Street and the Common.

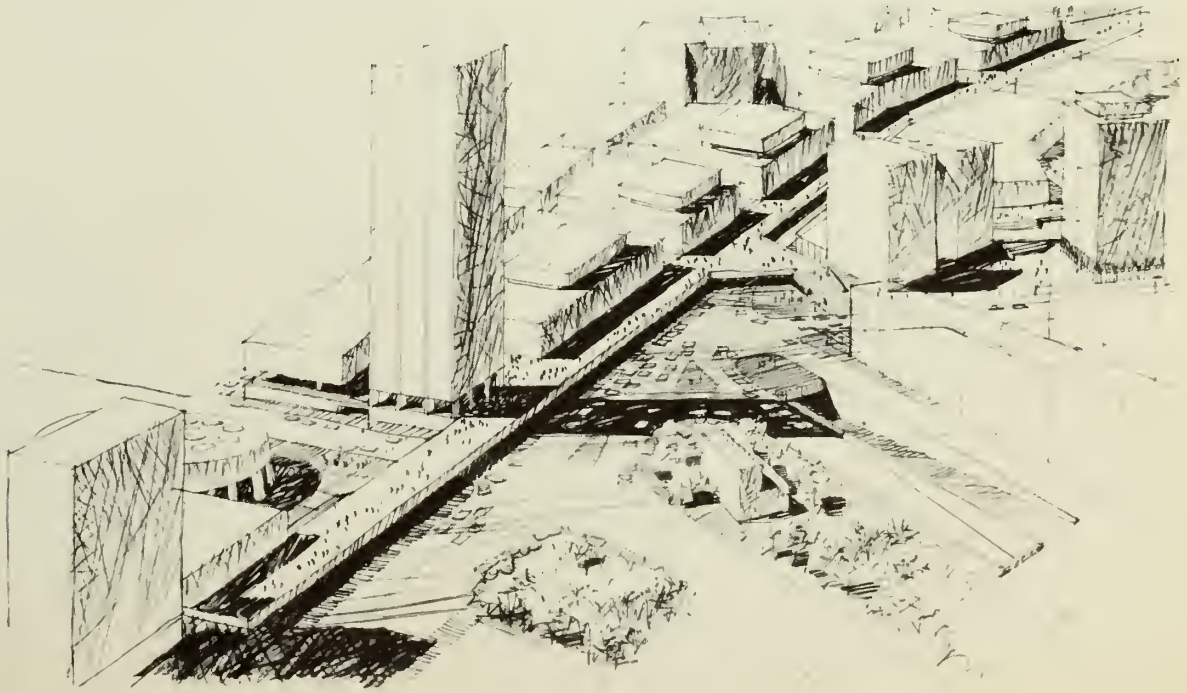
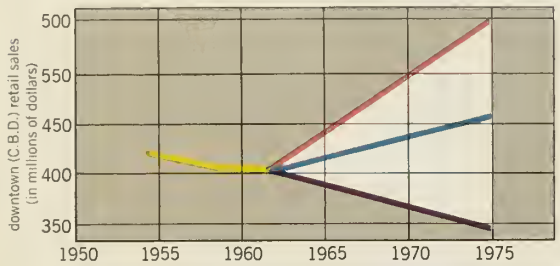


Figure IX-2. Auto-oriented retail stores and offices in the lower Summer Street / Dewey Square area could link the Central Business District to the Central Artery and a new South Station transportation and parking terminal, and strongly reinforce and diversify Boston's prime Downtown market place.

Inner Belt, and at other important locations in Urban Renewal areas should be included in future public development programs, but not on such a scale that they would compete with prime, established retail centers in the Downtown and Back Bay.

Ultimately, the distribution of commercial land use and neighborhood personal, professional, and business services should follow the same lines of development as the system of major and minor sub-centers described in Chapter III. Satellite Cores should contain the greatest specialization and diversification of development, District Centers the next to greatest, and so forth.

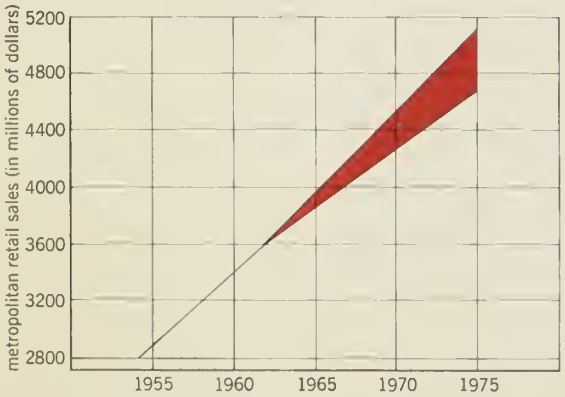
Downtown Boston Retail Sales Trend, 1954-1962, and Range of Potential Growth and Decline, 1963-1975



KEY
Downtown Sales Trend, 1954-1962
Recommended Maximum Potential Growth (Full Realization of Development Goals)
Moderate Growth (Partial Realization of Development Goals)
Continuation of Present Trend (No Realization of Development Goals)

SOURCE: Robert Gladstone: "Downtown Boston Market Studies for Urban Renewal," (Washington, D.C., May, 1963).

Metropolitan Boston Retail Sales Trend and Projected Range of Growth, 1954-1975



SOURCE: Robert Gladstone, "Downtown Boston Market Studies for Urban Renewal," (Washington, D.C., May, 1963).

TRANSIENT AND VISITOR ACCOMMODATIONS

Many of Boston's existing transient accommodations do not meet modern standards; for 3,000 existing first class hotel-motel rooms, the occupancy rate is quite high. Assembly capacity will be enlarged by the new 6,000 seat War Memorial Auditorium, but against a projected demand for 3,500 to 3,750 more hotel and motel rooms, 3,000 have been programmed, mainly in Prudential Center (1,000, under construction), Government Center (400), the Waterfront (400), the West End (300), and 900 in other areas in or immediately adjacent to the City, leaving a balance of up to 750 rooms. The Plan, therefore, recommends that in order to maintain Boston's traditional importance as a tourist and convention center, the balance of the demand for transient accommodations be met, and further that the due recognition be given the vital role of the City's entertainment centers, restaurants, retail outlets, and services in attracting conventions and tourists.

Figure IX-4. Plan for Major and Minor Mixed-Use Sub-Centers.

INDUSTRY

TRENDS AND POTENTIALS IN MANUFACTURING AND WHOLESALING

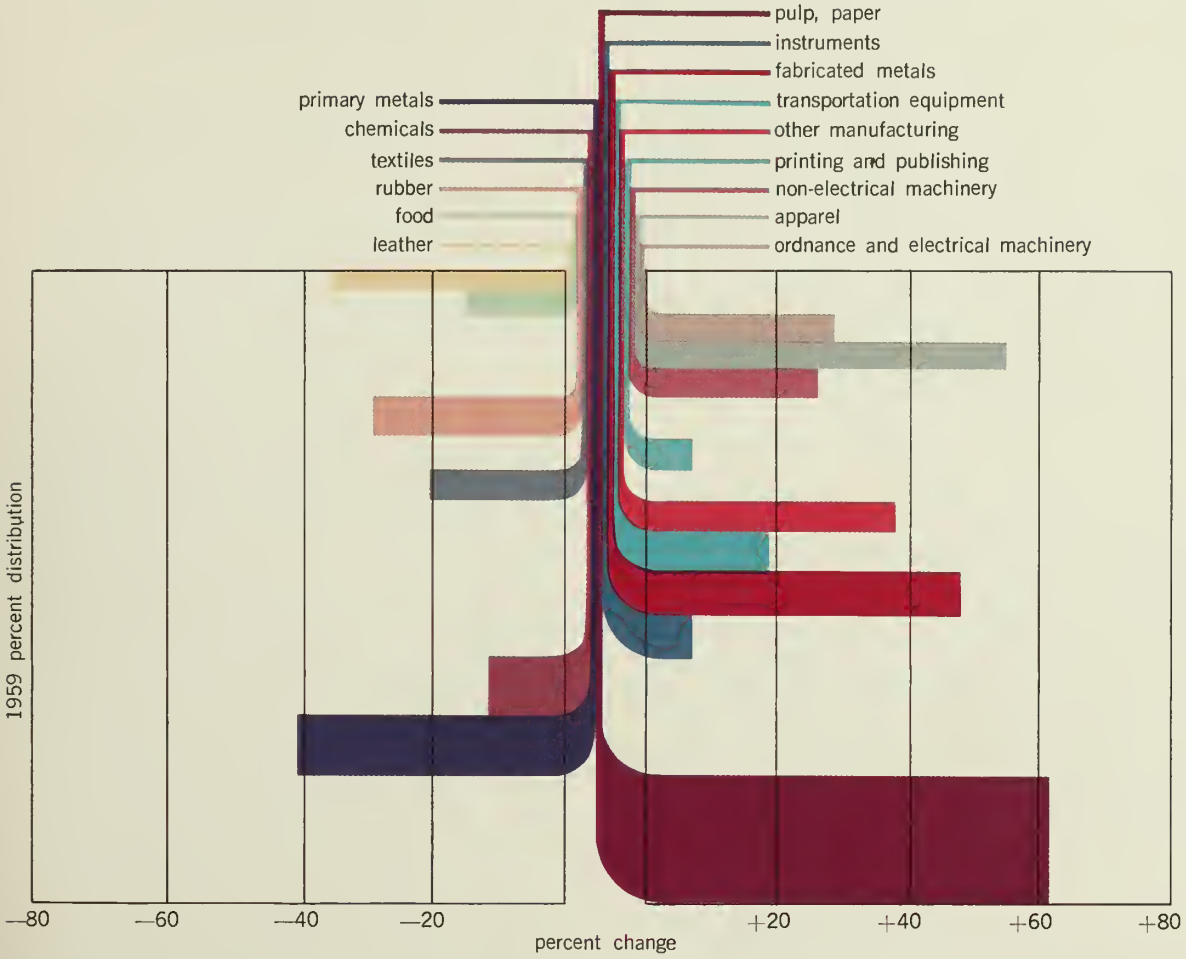
Manufacturing, with nearly 30 percent of all jobs in the Region, is still the largest segment of the Region's economy. Electronics, defense industries, and transportation equipment manufacturing more than made up for a 47,000 drop in employment in textiles and leather goods manufacturing between 1947 and 1959. During roughly the same period scientists, engineers, and technicians of various sorts correspondingly doubled in numbers.

Problematic strip commercial development

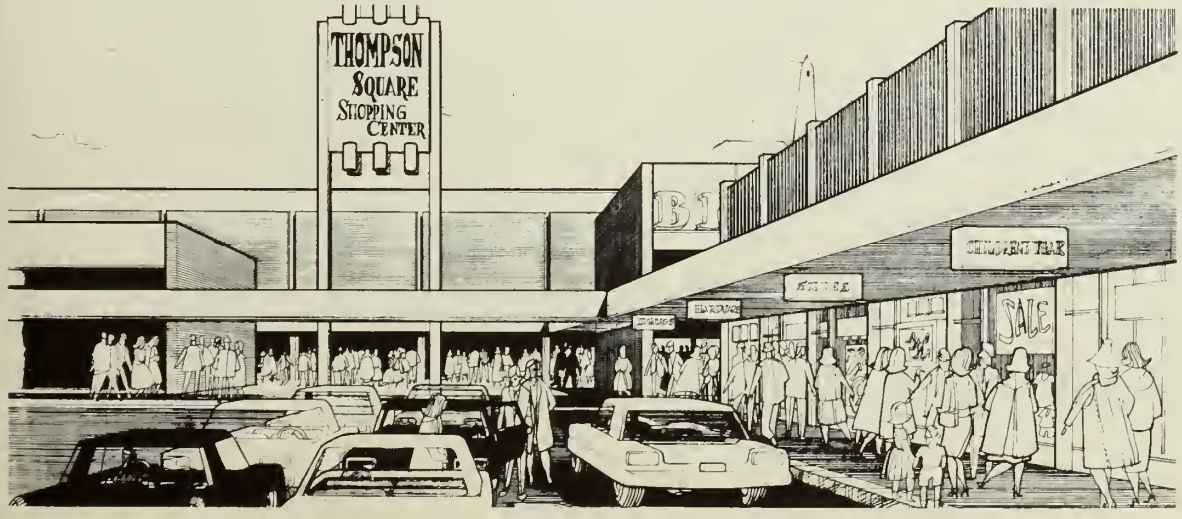
Gillette Park, South Boston, headquarters of the Gillette Safety Razor Company

Part of the new War Memorial Auditorium's 150,000 square feet of exhibit space. The auditorium itself has a seating capacity of almost 6000.

Estimated Percent Change in Boston Regional Industrial Employment, 1959-1970, by Major Industry



SOURCE: Adapted from Melvin Levin and David Grossman, "Industrial Land Needs Through 1980," Greater Boston Economic Study Committee, (Boston, 1962).



On the other hand, it is doubtful that manufacturing will ever again represent so large a share of Boston's economy as it did in the years before and during the Second World War. The City lost a substantial amount of its manufacturing activity after the war without attracting an equal share of the Region's newer industries.

MOVING OUT OF THE CORE

About half the City's industrial job losses occurred in the Regional Core. New methods of goods production and distribution placed the outworn, congested Core at a competitive disadvantage with more spacious, prestigious, and easily accessible suburban sites. Moreover, moving was made easier for many industries by the lessening need to locate alongside rail and water routes and by the increasing mobility of the labor force, brought on in large part by highway construction and the rise of the trucking industry.

INDIVIDUAL TRENDS

Apparel, printing, and food processing still make up over half of Boston's present manufacturing activity, and it is likely that in the next decade they will continue to do so. Metal fabrication, however, along with electrical and non-electrical machinery and instruments manufacturing firms were among the first to migrate to the suburbs, and unless those that remain are provided with expansion space and efficient transportation, they, too, might eventually leave the City and take with them another 25 percent of Boston's manufacturing. Boston still has two-thirds of the Region's jobs in wholesaling, but the growth of wholesaling exclusively in the metropolitan area outside the City indicates that the City's share is diminishing.

TRENDS AND POTENTIALS IN GOODS DISTRIBUTION

With the shrinking of the New England market and the accompanying departure of many of Boston's heavy industries, rail and port traffic have been replaced to a great extent by the truck and the airplane. Air cargo at Logan International Airport during the Fifties increased by 70 percent, and has continued to grow since then at an even

Figure IX-6. The proposed Thompson Square neighborhood shopping center, featuring ample off-street parking and modern merchandising techniques, will provide a new approach to Charlestown from Rutherford Avenue and from rapid transit service relocated alongside the Inner Belt.

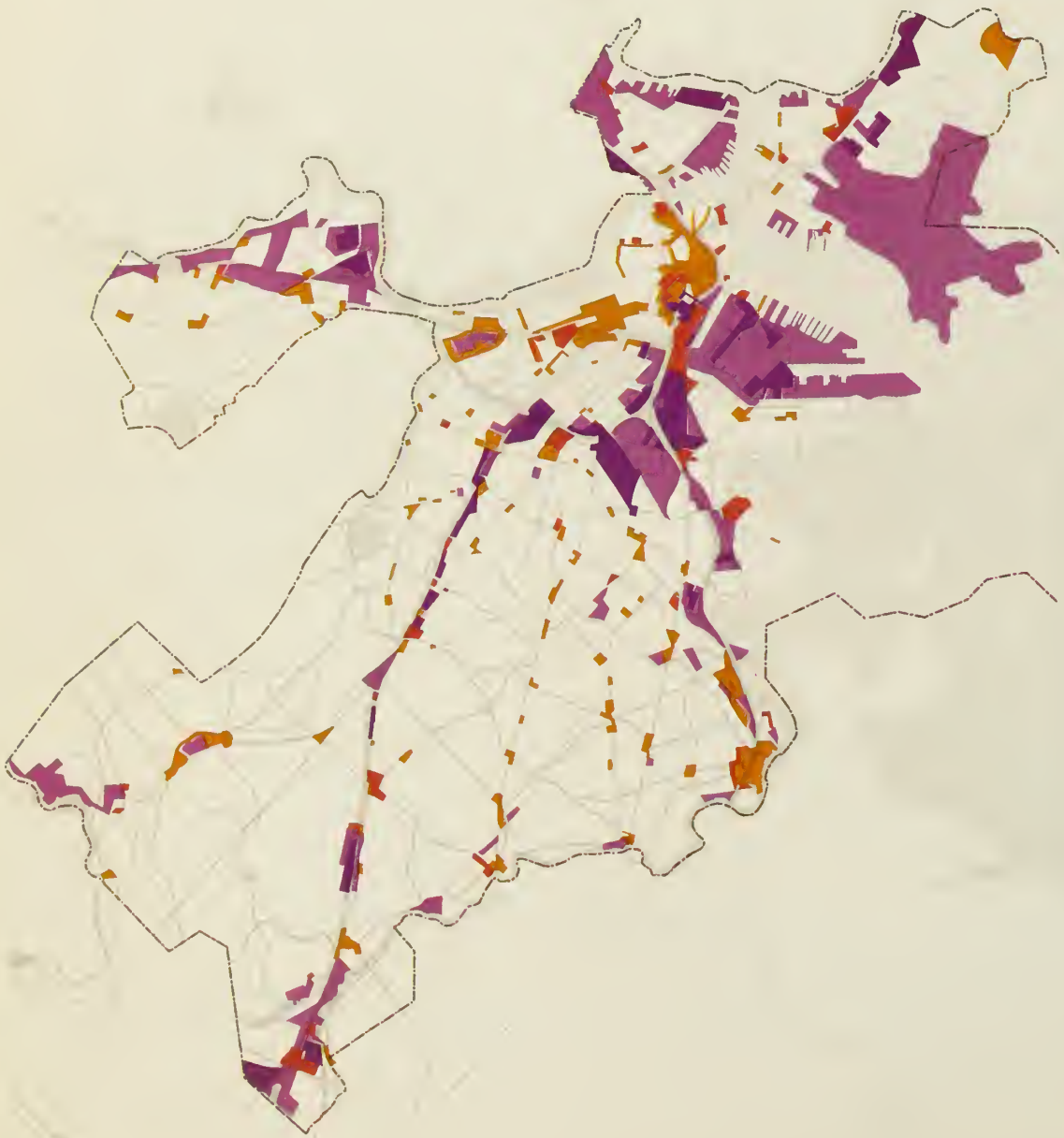
higher rate. In only eight years, from 1950 to 1958, air passenger traffic increased by 158 percent; in a second 8-year period, from 1958 to 1966, it is expected to rise another 43 percent, more than tripling its 1950 volume. The most significant advances in the techniques of goods distribution are likely to be made through the increasing use of truck transportation, for even among industries that remain in Boston, there is a growing preference for shipment by truck, or by truck-rail "piggy-back," rather than solely by rail or water.

Decentralization of terminal and distribution facilities and the reduction of their space needs present a valuable opportunity to gain large amounts of land for more productive uses. Through the conversion of underused railroad property to more productive land uses, the City would gain a much-needed increase in property tax revenues and the railroads would gain much-needed capital, probably greatly in excess of what they would make by selling their property one parcel at a time.

RESOURCES FOR PLANNED INDUSTRIAL GROWTH IN BOSTON

LAND

Railroad and port enterprises own the largest, most easily developable acreage for new industrial activity; the remainder generally consists of parcels of five acres or more, with good accessibility. In this potential additional industrial acreage / perhaps 1,000 acres in all, by 1975 / as well as in the City's potential for the reorganization and more intensive use of existing industrial acreage, Boston has an excellent chance to accommodate not only its centrally located industries but also to capture a variety of new, less intensive industrial land uses at intermediate and outlying sites.



LEGEND

- Existing Commercial Use to Remain
- New Commercial Use and Replacement of Existing Commercial Use
- Existing Industrial Use to Remain
- New Industrial Use and Replacement of Exciting Industrial Use*

** Includes railroad acreage separately identified in Figure IV-3, "Existing Land Use, 1960"*

Figure IX-7. Plan for Commerce and Industry. Commercial expansion should be concentrated in the central retail districts along the spine of the Core and in expanding sub-centers located outside the Core at major street and public transit intersections (see Chapter III and Figure IX-7). No industrial expansion is contemplated inside the Core, but over 500 acres / potentially 1000 / outside the Core, consisting primarily of underused railroad and port acreage with good access of transportation and goods distribution facilities, can be made available for new or expanding industry by 1975. If this plan is achieved, three percent more of the City's total land area, or 6005 acres in all, will be productively occupied by commerce and industry in 1975 than in 1960.

The Flower Exchange, South End, principal flower market for the east coast, will move to larger quarters on a section of the Fort Point Channel to be filled in.

THE ROLE OF ADVANCED INSTITUTIONS IN ATTRACTING SCIENCE-BASED INDUSTRY

Boston's greatest attractions as a center for new industrial growth are its technical research institutions, including the Region's great universities which have proved highly resourceful in devising new methods of industrial production and management, training a skilled labor force, and frequently in making discoveries that lead to new products. Because of its advanced institutions and available land, Boston is well suited to the development of planned industrial complexes, which would be valuable in attracting industries appropriate to the City's character as a "City of Ideas."

FOUR HIGH-POTENTIAL INDUSTRIAL DEVELOPMENT AREAS

Four areas within the City should be given special consideration for their industrial development potential:

1 / Along the Inner Belt peripheral to the Regional Core, where there will be immediate highway access and the convenience of a Regionally central location;

2 / Along the harbors of Charlestown and East Boston and in the vicinity of the Airport, where considerable acreage is presently occupied by outsized, outmoded rail and port installations which will eventually be consolidated elsewhere. Each of these areas lends itself readily to the consolidation of production and distribution at points convenient to labor;

3 / At selected points within the Action Corridors, as in the case of recent development of light manufacturing along Morrissey Boulevard and the Cambridge-Ashmont transit line;

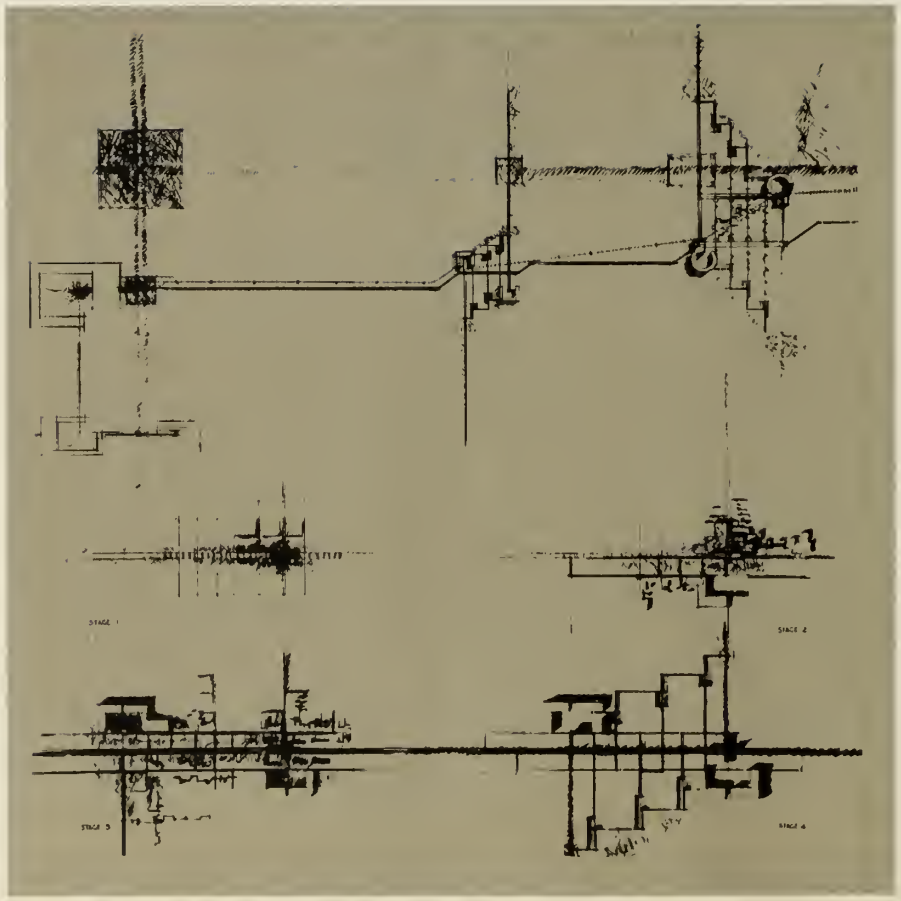
4 / On vacant or underutilized lands in the industrial section of South Boston.

Underused railroad acreage in Charlestown

Trucking at Mystic Pier No. 1

Figure IX-8. The Regional Core will require extensive environmental improvements to reinforce its economic appeal as a site for advanced research and science-based industries using multi-story buildings. One of the most beneficial of these improvements will be the reclamation of the Fort Point Channel for small boating and other recreational uses, at the critical juncture between the Downtown and the existing industrial complex in South Boston.

CHAPTER X
TRANSPORTATION



BACKGROUND: THE DECLINE IN TRANSIT PATRONAGE

Having committed itself to strengthening the Regional Core, Boston has begun the modernization and expansion of public transportation on an unprecedented scale. Prior to the enactment of the Massachusetts Bay Transportation Authority Act of 1964, it would have been financially and administratively impractical for the Metropolitan Transit Authority to undertake the expansion program proposed below. The new Massachusetts Bay Transportation Authority, which replaces the MTA, has both the necessary Regional jurisdiction (see Figure III-10) and greatly improved financial resources. All that remains to be seen is whether such a program can succeed, and, if it does, whether the City will fully benefit from it.

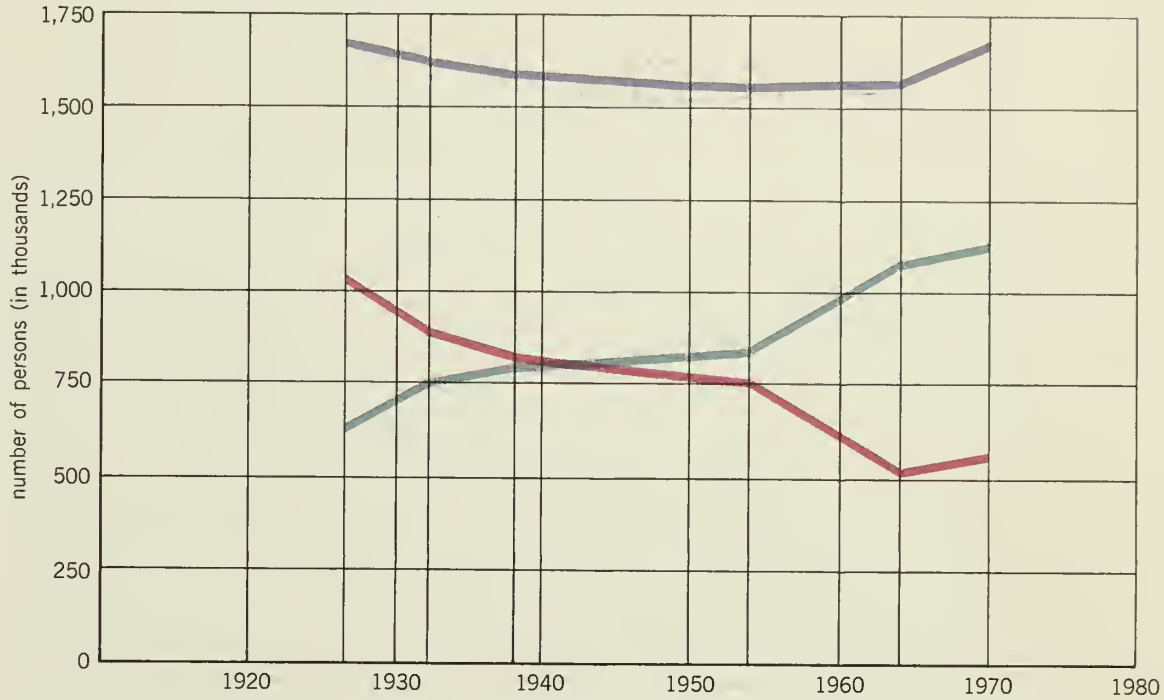
TRAFFIC ENTERING THE REGIONAL CORE[1]

	1963	1975	Percent Change
DAILY TRIPS			
Total Public Trans.	215,600	241,000	+11.7
Total by Motor Vehicle	239,400	304,000	+26.9
TWO-HOUR MORNING PEAK[2]			
Total Public Trans.	131,000	157,000	+19.9
Total by Motor Vehicle	65,000	67,000	+ 3.1

1 / For purposes of transportation analysis, the Regional Core is defined as that part of the Boston peninsulo bounded by Boston Harbor, the Fort Point Channel, the Central Artery from Dover Street to Massachusetts Avenue, the Inner Belt, and the Charles River. The Plan otherwise adopts the definition given in Chapter XI, "Plan for the Regional Core."

2 / 7:30 to 9:30 a.m.

Comparative Trends in the Use of Public and Private Transportation in the City of Boston, 1927-1964, Estimated 1965-1975[1]



**Persons entering, leaving, and passing through Downtown Boston by public and private transportation. For tabulation of vehicles and persons entering the regional core during an average 24-hour period, see Table 15.*

SOURCE: Boston Traffic and Parking Department, "Cordon Count, Downtown Boston, 1927, 1932, 1938, 1950, 1954, 1964." Boston Redevelopment Authority staff estimates.

KEY

Total Persons Using Public and Private Transportation

Persons Using Private Transportation

Persons Using Public Transportation

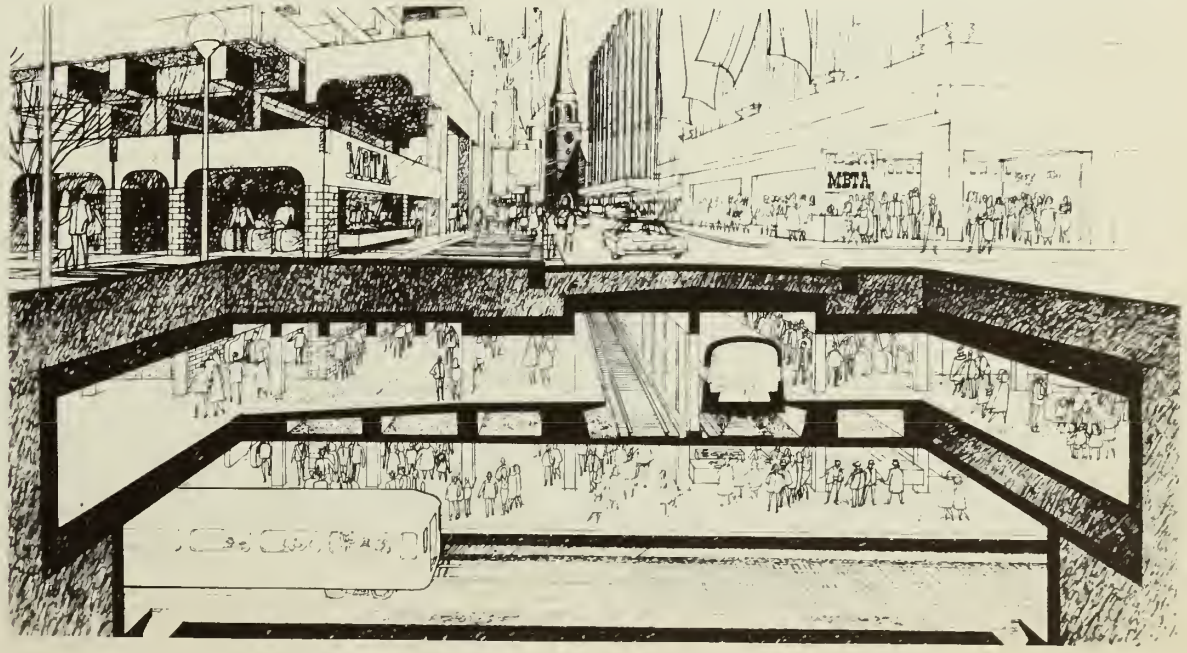


Figure X-2. Modernization of the MBTA station at Summer / Winter / Washington Streets, one of many transportation improvements that can be integrated with Downtown commercial rehabilitation to produce mutually benefiting increases in transit patronage and Downtown retail patronage.

Figure X-3. The relocation of the "el" from Charlestown's Main Street to Boston & Maine railroad tracks on the edge of the neighborhood will demonstrate to the nation how effectively rapid transit modernization and community renewal can support one another in a proud and historic residential neighborhood. In this perspective, Main Street is shown as it looks now and as it will look in a few years when the "el" is gone.

OBJECTIVES OF THE PLAN FOR TRANSPORTATION

The two basic objectives of the Plan for Transportation are to insure adequate transportation for the Region's increasingly dispersed population and to help insure that the main focus of Regional development remains on the central City. All of the following objectives stem from these goals.

1 / To increase the capacity of the entire transportation system for carrying traffic to the Core by 20 percent.
2 / To increase peak-hour transit patronage 20 percent and overall 24-hour patronage at least 10 percent.
3 / To extend transit service over a larger portion of the metropolitan Region.
4 / To improve the City's street system so that it will accommodate an additional 1,200 Core-destined automobiles at peak hours.
5 / To provide parking space, predominantly in short-term parking garages, capable of handling a turnover rate of approximately 3.0 vehicles per day.

TRANSIT IMPROVEMENTS

Although they are stated in somewhat greater detail than other proposals in the Plan, the following transit improvements are suggested for further consideration by the Massachusetts Bay Transportation Authority and other agencies directly concerned with Boston's mass transportation program, rather than for immediate implementation in their present form. They have been accorded differing degrees of priority on the basis of their importance in relation to Urban Renewal projects, as well as in accordance with financial, engineering, operational, and general policy considerations.

FIRST PRIORITY

A / Northward extension of the Washington Street line; removal of the Charlestown elevated.
B / Southward extension of the Washington Street line from Forest Hills to or beyond Route 128.
C / Utilization of the Old Colony Line right-of-way to Quincy and Braintree, or beyond.
D / Rerouting of the Riverside line along existing Boston & Albany railroad tracks.
E / Extension of the Huntington Avenue Subway and Riverside connection.
F / Modernization of equipment using the Central (Tremont-Boylston) Subway.
G / Extension of the Cambridge-Ashmont line north and west from Harvard Square.

Figure X-4. Plan for Rapid Transit.

LEGEND

Line

Riverside / Lechmere

Commonwealth and Beacon

Forest Hills / Everett

Cambridge / Ashmont

Revere / Bowdoin

Existing

Proposed

Extension

Improvement

Center-of-the-road streetcar operation on Commonwealth Avenue

New rolling stock put into service on the Cambridge-Ashmont line, May, 1963

Figure X-5. Plan for Regional Core Transit Facilities.

SECOND PRIORITY

A. / Extension of transit service to the northwest on the Boston & Maine right-of-way and removal of the North Station elevated structure.

B. / Extension of the East Boston-Revere Line a short distance to a station at a large parking area along the east side of Broadway, or to a connection with the Boston & Maine Railroad's eastern line for service to points along the North Shore. As a third alternative, a branch extension might also be made from the Boston & Maine's main line at Sullivan Square to the Boston & Maine's eastern line.

C. / Extension of the Huntington Avenue Tunnel from the existing Northeastern University portal to the proposed subway from Brigham Circle to Heath Street (see first priority proposal E).

D. / Extension of the Commonwealth Avenue Subway, which would replace the existing center-of-the-road trolley reservation, to the intersection of Brighton and Commonwealth Avenues; extension of service three-tenths of a mile beyond the line's present terminus to the Boston College main campus by way of the existing center-of-the-road reservation on Commonwealth Avenue.

E. / General System Improvements:

1) Construction of transit underpasses at major intersections, minor relocations of rights-of-way at congested intersections, and improvement of traffic signals along the Beacon Street and Commonwealth Avenue surface reservations.

LEGEND

- Existing
- Central Subway Trolley Lines
- Washington Street Rapid Transit Line
- Cambridge / Ashmont Rapid Transit Line
- East Boston Rapid Transit Line
- Existing Stations
- Proposed Stations
- Proposed Facilites and Extensions
- Alternate Routes
- Routes and Facilities to be Abandoned

2) Construction of additional transit station parking lots integrated with the Regional highway system.
3) Institution of feeder-bus service between intermediate transit stations and points along the perimeter of the Regional Core.

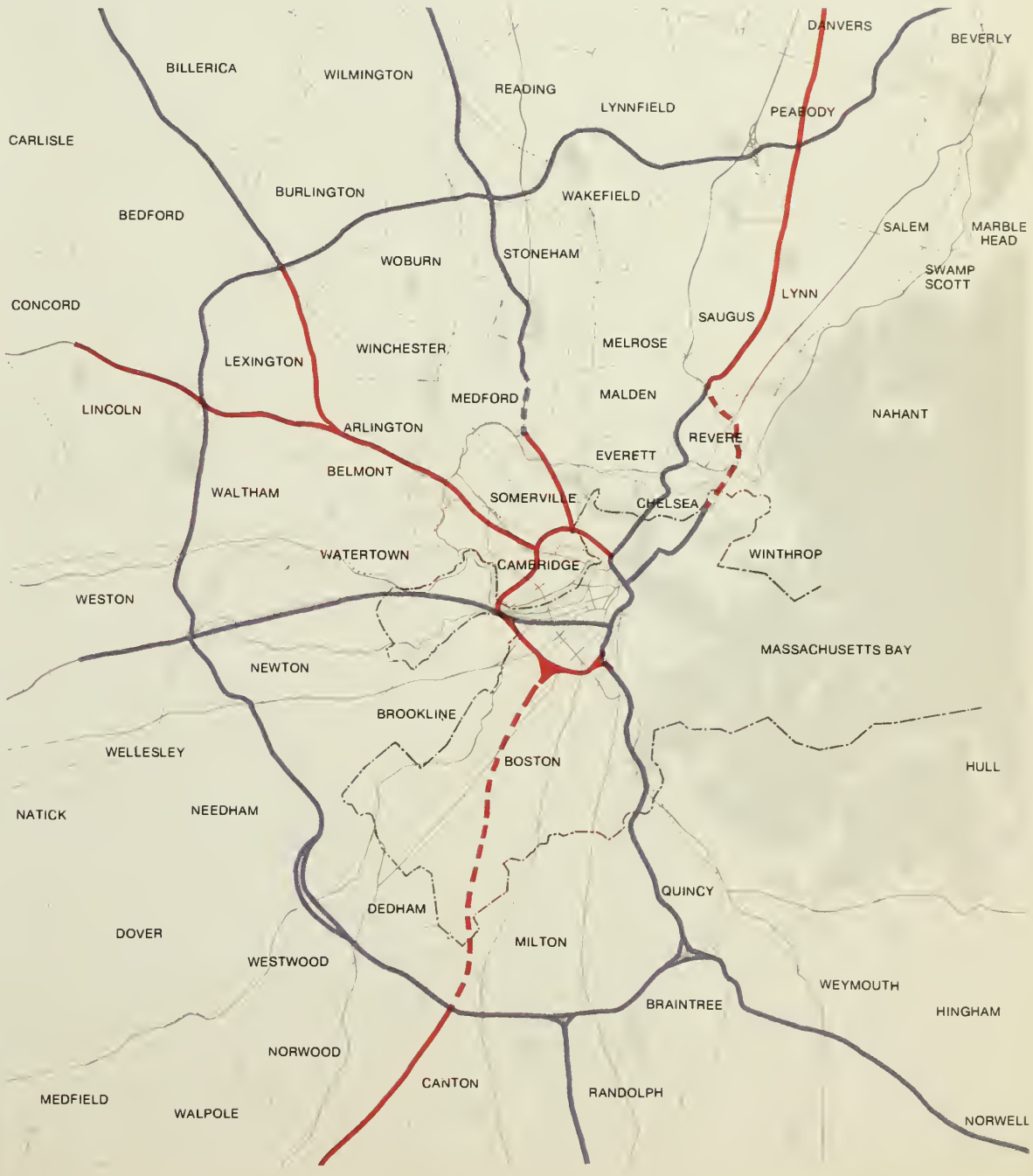
ROADWAY IMPROVEMENTS

CONFORMANCE WITH ROAD CLASSIFICATION STANDARDS

The problem of adapting the City's roadway system to present and future needs should be reduced by the expansion of public transportation to one of selecting the most necessary and effective improvements. Broadly, the kinds of streets that should be constructed or improved, and the functions they must perform, fall into five categories:

1) expressways, including major radial and circumferential highways, which connect the most important destination points inside the Region;
2) arterials, including major radials and circumferentials and occasionally diagonals, which link Satellite Cores and expressways, in addition to performing the same basic function as expressways;
3) secondary arterials, including diagonals and secondary radial and circumferential highways, which collect traffic entering or leaving major highways and running between District Centers;
4) collector-distributors, which connect lesser sub-centers while distributing traffic locally within discrete land use areas;
5) local access streets, which provide access to individual parcels of property.

Figure X-6. Plan for Regional Expressways.



LEGEND
Existing Expressways
Completed (as of Spring, 1965)
Under Construction
Proposed Expressways
Alignment Proposed or Endorsed by Plan
Alignment Not Proposed by Plan

Figure X-7. Plan for Roadway Circulation.

SPECIFIC CITY-WIDE HIGHWAY IMPROVEMENTS

With the recent completion of the Massachusetts Turnpike extension / a major radial expressway / major improvements to the City-wide highway system should be limited to construction of:

1) The Leverett Circle Bridge, an important link between the Regional Core and the principal northern radial, which would bring much-needed relief to a congested section of the Central Artery;
2) The South End By-pass arterial street, which would distribute traffic from southern radials in the Regional Core;
3) Improvements to Albany, Atlantic, and Dorchester Avenues, designed to provide better entrance into the Downtown from one major and one minor radial arterial;
4) The Inner Belt, a major circumferential expressway;
5) The North Terminal Area street and expressway system, a combination of street types;
6) A circumferential, secondary arterial through Dorchester, Roxbury, and Jamaica Plain, of which the Washington Park Boulevard will be the first major section to be constructed;
7) Necessary operational improvements to various segments of the MDC parkway system.

Heavy vehicular and pedestrian traffic converging on Boylston Street, a commercially important link between the Dowtown retail district and the Back Bay

IMPROVEMENTS IN THE REGIONAL CORE

The Plan's proposals for Regional Core street improvements consist for the most part of a system of collector-distributor streets, whose function will be to link separate clusters of activity with the expressways and arterials leading into or encircling the Core. An arterial paralleling the Turnpike would carry traffic between Prudential Center and the Central Artery, and would connect with the South End By-pass. The system would serve both as a collector and as an artery, by channeling the traffic between the Inner Belt and the Turnpike around the South End and the Fenway area along the New Haven Railroad right-of-way. The Central Artery would then be relieved of Core-bound traffic which would otherwise reach it by way of the Inner Belt.

Collector-distributors and service roads should be located along the margins of intensive development, where they can carry traffic to and from the Inner Belt and other expressways. Altogether, the Core's collector-distributor street system should serve the entire peninsula, from Government Center through the retail district to Back Bay and Prudential Center, and from there to the Huntington Avenue sub-center.

PARKING IMPROVEMENTS

If the Plan's assumption that transit patronage will increase by 1975 proves correct, Core parking space will probably be required for about 180,000 autos over an average 24-hour period in 1975. An adequate supply of parking should then amount to no more than 68,000 spaces, with an overall turnover rate of 2.7 autos daily. Half, or approximately 40,000 spaces, should be devoted to long-term parking having a turnover rate of 1.5. The other 28,000 spaces would accommodate short-term parking with a turnover rate of 4.4.

The expected change in the overall daily turnover rate from 2.5 in 1962 to 2.7 in 1975 reflects the Plan's goal of attracting additional shoppers into the Core area. Since the total existing supply of parking spaces, of all kinds, is 56,500, and it will be necessary to eliminate some 31,800 curb and illegal on-street spaces and other parking spaces in obsolete off-street facilities, approximately 55,300 new parking spaces will have to be built before 1975 to reach the recommended goal of 68,000.

Figure X-8. A cross section of the proposed Washington Park Boulevard, with a pedestrian mall running between adjacent sites for community facilities. This new highway will provide circumferential movement around the Core and badly needed, highly visible ties between the Washington Park renewal area and areas of strength, such as Jamaica Plain and the Dorchester shoreline.

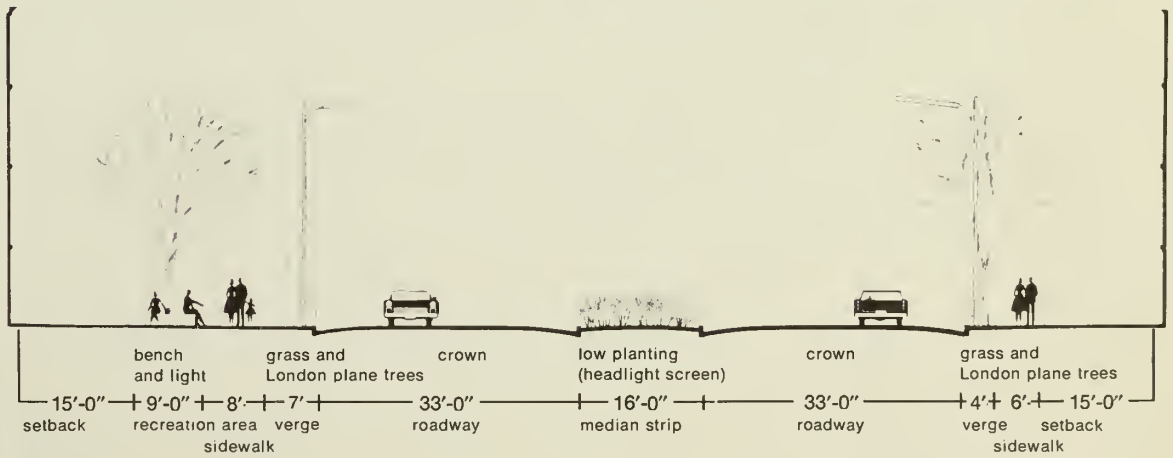


Figure X-9. Plan for Regional Core Roadways and Parking.

TYPE, SIZE AND LOCATION OF PROPOSED PARKING

The Plan recommends that the type of parking space provided be predominantly parking garages, since sites will be available and garages are both efficient and relatively compatible with neighboring land uses. Garages ranging in capacity from 400 to 5,500 autos should be built at Government Center, South Station / Dewey Square, along the Inner Belt from the Central Artery through the Fenway and Lower Roxbury, and at other evenly distributed sites near expressways and on the margins of intensive development. Short-term parking should be concentrated near commercial centers. Long-term parking should be provided near expressways and arterials on the edge of the Core, and off collector streets near major centers of activity. The cost, location, and design of parking facilities must vary depending on whether they serve long- or short-term parking.

LEGEND

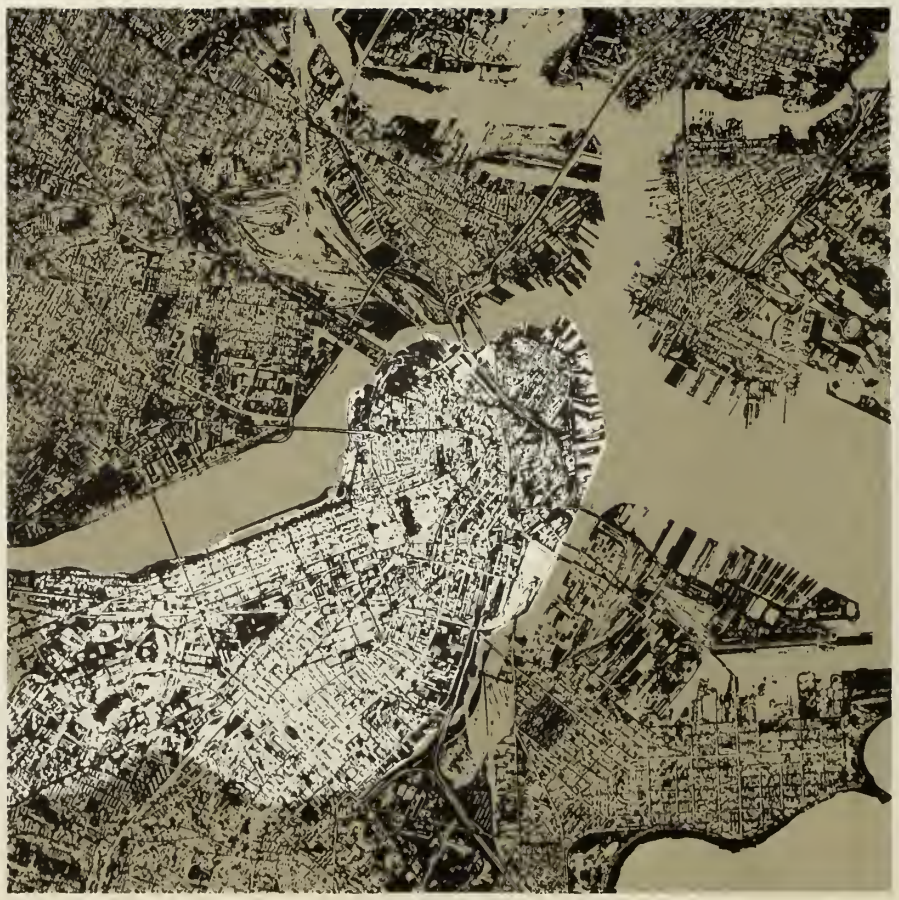
- Expressways
  - Alignment Determined
  - Alignment Undetermined Or Not Proposed by Plan
- Major Streets
  - Major Arterial
  - Alignment Not Proposed by Plan
  - Minor Arterial
  - Collector-Distributor
- Parking Garages
  - Existing
  - Proposed

Open parking lot near Copley Square

Figure X-10. Advanced expressway engineering techniques have been employed in the preliminary design of the Inner Belt to preserve the Fenway link in Boston's famed continuous park system. It is but one of many illustrations of how expressways in Boston and in the rest of the nation can be designed, through such techniques, to preserve cities for people.

CHAPTER XI

PLAN FOR THE REGIONAL CORE



DEFINITION OF THE CORE

Geographically, the Plan defines the Boston Regional Core as that part of the City lying within the proposed Inner Belt expressway, including primarily the Boston peninsula, plus the entire Parker Hill / Fenway area, and all areas about the Fort Point Channel, the South Bay, and Lower Roxbury, whose land use potentials are closely linked to proposed development along the Inner Belt (see Figure III-8).

Functionally, the Core may be defined as that part of the City containing, or potentially containing, the bulk of Regionally, rather than locally, oriented activities. It embraces the Central Business District, with its retailing, government, and business and professional services, and, beyond that, the greatest concentration of the Region's most valuable land and productive enterprises.

ASSETS AND PROBLEMS

THE LINEAR STRUCTURE OF THE CORE

Planning goals for Boston's most intensely developed area have been determined to a great extent by the linear alignment of its sub-centers of non-residential activity and by the unusual juxtaposition of residential, institutional, and business areas.

Prior to the Development Program and the resurgence of economic confidence in Boston, the Core's internally decentralized form constituted a critical disadvantage in its competition for new economic growth with more efficient suburban locations. Today, however, with the remarkable progress of planning and redevelopment in the Core, the Core's internal structure constitutes an indispensable asset for satisfying the space, density, access, and architectural requirements of the very kinds of Downtown functions needed to strengthen the Core.

The linear, or spinal, grouping of Core sub-centers is more amenable to the expansion and reorganization of land uses than a compact, circular, or gridiron pattern would be; transportation improvements along the spine can increase the accessibility of larger areas of growth than would be affected in other patterns of development. Moreover, given the relatively simple but effective transportation linkages between the Core's sub-centers, the internal structure of the Core possesses greater flexibility in regard to locational choices for new centers of activity.

THE CORE AS A CENTER FOR THE INTERCHANGE OF IDEAS AND SERVICES

The Core has become much less important relative to other parts of the Region as a place for retailing, wholesaling, industry, and goods distribution. Its role as a supplier of specialized housing accommodations for disadvantaged groups remains unchanged, but, at least until recently, it has become less important as a living place for moderate- and upper-income people.

The key functions on which the Core increasingly depends are business and professional services, government, institutions, cultural and entertainment activities, and a large number of visitor-oriented and communications enterprises. That is, the Core has become the Region's center of decision-making activities, a center for assembly and communications, commerce in its broadest sense, activities of the mind and taste, activities promoting human welfare, and ceremonial functions available nowhere else in the Region.

Figure XI-1. Proposed expansion of sub-centers and continuity of development between sub-centers, as the Core "grows up" to fit the oversized "suit of clothes" left by its historically decentralized pattern of development.

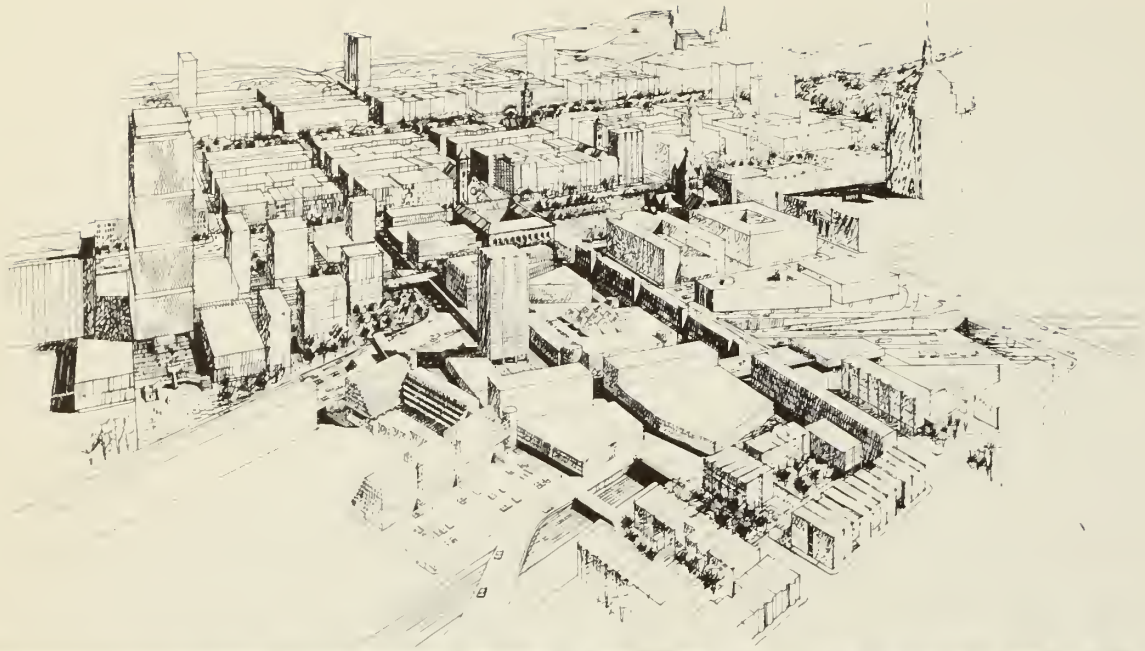


Figure XI-2. An expanded Core sub-center at historic Copley Square can become the focal point for commercial rehabilitation in the Back Bay area. In this perspective, Huntington Avenue has been partially closed to traffic and the Square has been opened for pedestrians between Trinity Church and the Public Library, leading into a proposed new, Blagden Street pedestrianway to Prudential Center. An appropriately large-scale, modern gateway to the South End, by way of a pedestrian bridge over Dartmouth Street, is formed by new office and other commercial buildings, parking garages, and integrated transportation terminals over the Turnpike interchange.

Prudential Center, two weeks before dedication on April 19, 1965. Included in this $150 million complex, once a 31-acre railroad yard, are the 52-story Prudential Tower, with 1 million square feet of floor space; four low commercial buildings; the 29-story Sheraton Boston Hotel; the War Memorial Auditorium; two 26-story apartment buildings, now under construction; and a 3000-car underground garage.

Boston terminus of the Massachusetts Turnpike

Government Center under construction. Buildings are, from left to right: the Suffolk County Court House (not in the project area); One Center Plaza; the State Office Building (not in the project area); the John F. Kennedy Federal Office Building; and, in the foreground, the foundation of the New Boston City Hall.

NEW DEVELOPMENT AND TRANSPORTATION PROBLEMS IN THE CORE

Unless higher priority is given to internal transportation improvements linking new sub-centers along the "spine" of the Core and improvements to the Regional transit network, traffic congestion and the resulting discouragement of growth potential generated by Prudential, Government Center, the Central Business District, and the Waterfront will undermine the Core's competitive position. Moreover, if the already overloaded transportation system running the length of the Boston peninsula is further burdened by too-early completion of new highways into the Core, the intrusion of heavy traffic and non-residential land uses encouraged by such traffic into Regional Core neighborhoods would have a disastrous effect.

DESIGN AND RENEWAL STRATEGY FOR THE CORE

The Plan proposes a three-point strategy for the internal development of the Core: improvements along the spine of the Core; improvements along the fringes of the Core; and preservation of existing residential neighborhoods and enhancement of their ties to non-residential Core sub-centers.

Figure XI-3. Gateway to the Core's linear network of sub-centers, a revitalized Kenmore Square could, as in this sketch, contain new commercial activity stimulated by new Turnpike and Inner Belt access, parking garage construction over the Turnpike, a modernized MBTA station on Commonwealth Avenue connected with a pedestrian crossover, and traffic flow improvement through the Square.

IMPROVEMENTS ALONG THE INTERNAL LINEAR SPINE OF THE CORE

The potential for greater balance and diversification of activities within the Core's separate sub-centers rests in the fact that these sub-centers / North Station, the Waterfront, Government Center, Summer-Winter-Washington Streets, Park Square, Copley Square, Prudential Center, Symphony Hall, and Kenmore Square / are already linked geographically along a linear circulation system. Elaborations of the Core's circulation system would provide faster and more attractive travel between separate sub-centers, permitting business relationships between activity centers to be maintained over longer distances. In each sub-center there could and should be greater variety of prime and supporting uses, which would improve traffic distribution and parking efficiency, and produce a better balance of night and day vitality.

IMPROVEMENTS ALONG THE FRINGES OF THE CORE

The outer fringe of the Core, close to the Inner Belt and away from residential, commercial, and business districts, will afford ideal sites for recreation, assembly, exhibitions, educational

Figure XI-4. Three-point strategy for the design and renewal of the Core: Improved circulation and continuously developed land use along the Core's spine, facilitating the enlargement and reorganization of principal sub-centers containing prime new and existing Regional functions; Completion of the Inner Belt and intensified site development along the enlarged fringes of the Core, for new and existing activities that require proximity to the Core; Reduction of traffic and non-residential land use intrusions in Core residential neighborhoods, and strengthening of historic ties between Core neighborhoods and specialized Regional activities, to enhance the Core as a place for specialized and diversified living accommodations.

Figure XI-6. Historic ties between the North End and Downtown, weakened in relatively recent years by the construction of the Central Artery, can be reunited by the construction of a market plaza and a well-lighted pedestrian concourse beneath the highway interchange, which would pass through a rehabilitated Blackstone Block to the new City Hall Plaza.

institutions, and particularly for light industry, wholesaling, essential Core goods distribution, and certain kinds of business. Each activity would have in common with the others a dependence on quick, convenient highway accessibility. Each would also tend to have greater space requirements than could be met closer to the center of the Core, special structural needs, and probably an inability to pay prime rents. Their primary reason for locating near the Core, however, would be a need for close communication with Core businesses, clients, and, in some instances, cultural and entertainment facilities and visitors' accommodations.

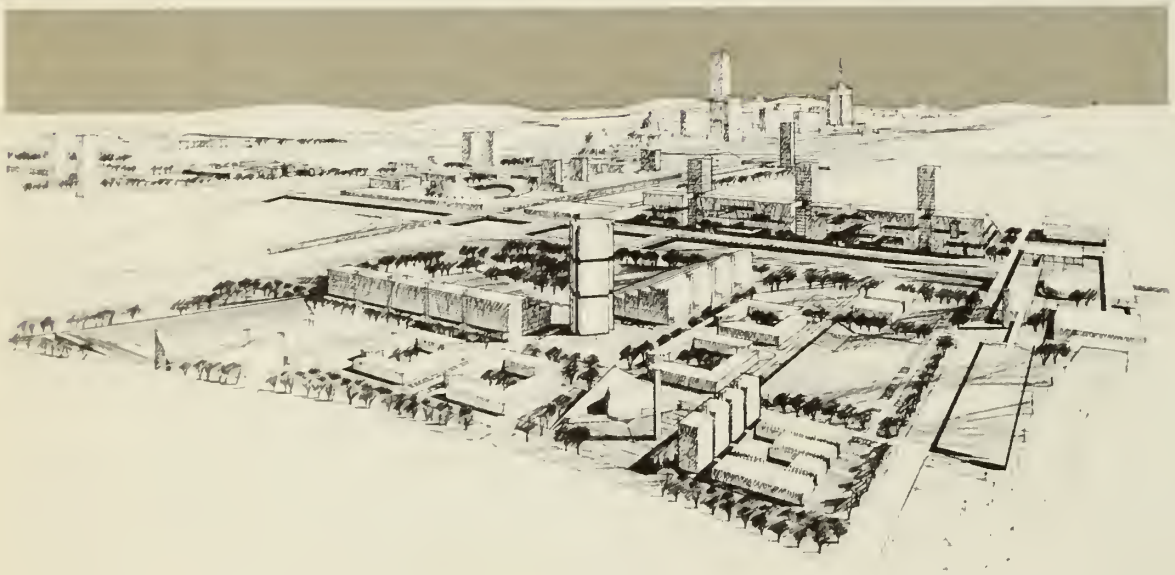


Figure XI-5. A new gateway to the Core, at the present site of Madison Park in Lower Roxbury, will have unparalleled visibility and access from the Inner Belt and also from proposed rapid transit service in the Southwest Corridor into the Downtown. Several highly significant building complexes should be located here, such as a City-wide public facility or institution, and industries tied to major existing institutions.

Specifically, land around the intersection of the Inner Belt and the Southwest Action Corridor in lower Roxbury could be developed for institutions and institution-oriented industrial use. More intensive, high-value commercial and industrial development could be located at air rights over Boston & Maine Railroad tracks adjacent to Charlestown.

Opportunities for high quality, high density fringe area development are available in the Fort Point Channel-South Station-South Bay complex. After the Fort Point Channel south of Dorchester Avenue is filled in for new development adjacent to the Southeast Expressway, the Plan proposes that the remainder of the Channel north to the Harbor inlet be left unfilled so that it can be developed for recreational uses (see Figure XI-14). Near South Station the Plan proposes the construction and integration of a new parking garage for 5,400 cars with a drive-in retail complex along lower Summer Street. Other non-industrial facilities proposed for this area include a terminal for rapid transit and commuter trains, and inter-city buses, a new stadium with supporting activities, and a public vocational school.

PRESERVATION OF EXISTING RESIDENTIAL NEIGHBORHOODS

The extent to which local neighborhoods are juxtaposed with activities of City-wide and Regional significance remains one of the Core's unique assets. For that reason, the Plan for the Regional Core places special emphasis on the importance of strengthening diverse residential areas, through the appropriate, harmonious location and scaling of new projects, the elimination of unnecessary through traffic, the improvement of local circulation between neighborhoods and sub-centers, and provision of room for expansion at their perimeters.

TARGETS FOR POPULATION, LAND USE CHANGE AND EMPLOYMENT IN THE CORE

Core population, which has declined at an average annual rate of over three percent since 1950 and over six percent since 1960, should stabilize at a higher level of approximately 113,300 by 1975.

Figure XI-7. System of open spaces and pedestrianways in the Regional Core, 1975, links built-up areas not only with existing open spaces, such as the Public Garden, the Common, and the Fenway, but also with the major bodies of water / the Charles River and the Harbor / on the three sides of the peninsula.

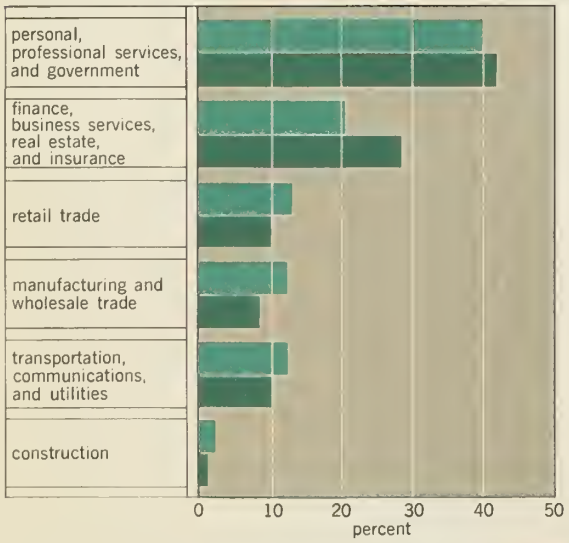
REGIONAL CORE POPULATION, 1960/1975

	Population 1960	Population 1975	Percent Change 1960/75	Absolute Change 1960/75
Downtown/Downtown No.	27,500	34,300	24.7	6,800
South End	33,700	27,100	−19.6	−6,600
Back Bay	18,300	17,800	−2.7	−500
Parker Hill/Fenway	45,500	34,100	−25.1	−11,400
Total	125,000	113,300	−9.4	−11,700

Core employment should rise approximately 12.5 percent in the same period, from 280,000 to 315,000, largely owing to the opportunities for development in office work, government services, institutions, and other areas of employment discussed below.

The major land use changes, discussed in Chapter IV, reflect the emergence of the Core as a center for the exchange of ideas and services, and as a site for industries requiring a variety of land use densities.

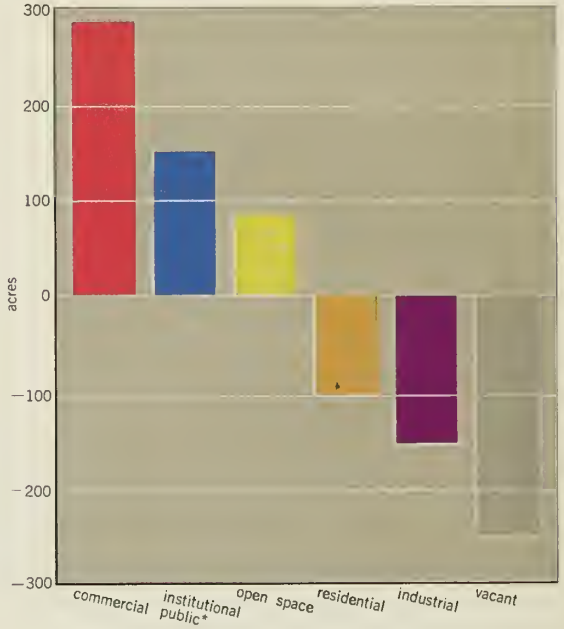
Distribution of Employment in the Regional Core, by Major Activity, 1960, Estimated 1975



SOURCE: Massachusetts Department of Employment Security
Boston Redevelopment Authority staff estimates.

Figure XI-9. Rehabilitation and the replacement of the existing fruit and produce market with a promenade, specialty shops, entertainment and cultural facilities, and restaurants would make the historic Faneuil Hall / Quincy Market area a vital and enduring link between Government Center and the Waterfront, and would provide valuable supporting activities for the adjacent State Street financial district.

Proposed Land Use Acreage Changes in the Regional Core, 1960-1975



SOURCE: Boston Redevelopment Authority staff estimates.

PLAN FOR REGIONAL CORE ACTIVITIES

OFFICES

About 4.5 million of the projected 7 million square feet of new office space in Downtown Boston[1] will be located in the Government Center and Waterfront project areas. Different types of office buildings may also rise in the Park-Stuart Streets areas, Kenmore Square, and around North Station, primarily to house professional and business services. Wherever financial and land assembly conditions permit, Urban Renewal can provide office sites, but private office development will require improvements to the Core transportation system and continued confidence among private investors in the City's financial policies, which, in turn, will require a new financial accommodation between the City and the Commonwealth alleviating the City's heavy dependence on the property tax.

RETAIL

A combination of factors, including improved circulation, growth of the Core's daytime population, and greater variety of Downtown retail merchandise, should elevate the Washington Street retail district to new competitive levels by 1975. Prudential Center could have a similar effect on specialty retail trade in the Back Bay. Elsewhere, as in the vicinity of North Station, Symphony Hall, and Kenmore Square, existing retail establishments could all be joined by supporting retail and service establishments within the next decade.

One means by which the City can effectively stimulate new retail growth, in addition to providing adequate parking and circulation, is to integrate residential, office and entertainment functions with prime retail uses, and to provide amenities for pedestrians in strategic shopping areas.

ENTERTAINMENT, ASSEMBLY, AND TRANSIENT ACCOMMODATIONS

Downtown, the Plan proposes the construction of new specialty shops, parking facilities, restaurants, and pedestrian concourses. The Stuart-Tremont Street intersection, the Faneuil Hall-Blackstone area, and certain locations in the Fenway, all adjacent to areas scheduled for intensive development by 1975, offer especially attractive opportunities for investment of this

1 / Generally defined as the Boston peninsula east of Charles Street. For definitions of the Regional Core, see page 58 and footnote, page 48

Figure XI-11 Distinct Functional Areas in the Regional Core, 1975.

type. Steps have already been taken to locate a 400-room motel in Government Center, and restaurants, motels, and cultural and historical additions in the Waterfront area, adjacent to offices, residences, and shopping centers. Overall, the combination of the new War Memorial Auditorium and hotel at Prudential Center and a new multi-purpose stadium will greatly increase the Regional Core's convention-holding capacity.

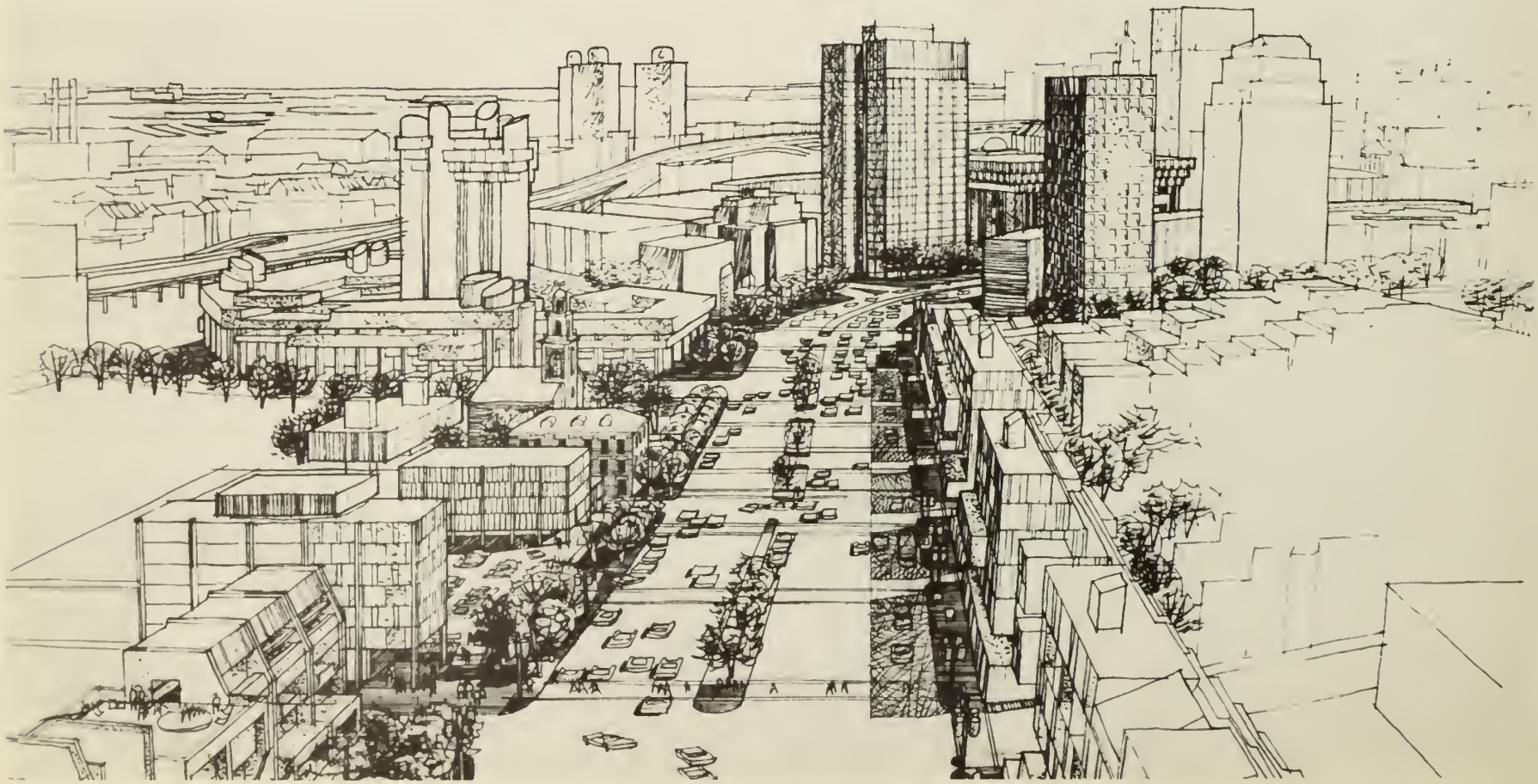
CULTURAL ACTIVITIES, OPEN SPACES, AND INSTITUTIONS

The Tremont-Stuart Street entertainment complex Downtown holds good potential for the addition of a new legitimate theatre and performing arts facilities, and the construction of a plaza which would serve as a focal point for cultural functions. The Plan proposes the construction of another plaza at Symphony Hall to make this venerable institution as prominent visually as it is culturally. The Massachusetts Avenue performing arts sub-center should be augmented by an additional legitimate theatre or by other new, smaller performing arts quarters, new and rehabilitated commercial establishments, and perhaps by new art galleries.

Because open spaces tend to lose their vitality as the City and its neighborhoods change, a special effort has been made to integrate public open spaces with surrounding neighborhoods in plans for the Waterfront and South Bay-Fort Point Channel areas. Similarly, open spaces and pedestrian ways in the South End, South Cove, North End, and other densely built-up Core neighborhoods should be integrated with local patterns of movement in such a way as to minimize the risk of isolation and provide pleasant ties between Core sub-centers. The extension of Charles River frontage open spaces, made possible by the new Warren Avenue Dam, and the Back Bay Fens should be the object of special attempts, through landscaping and other design improvements, to make fuller use of the City's numerous recreational assets.

Expansion among educational and medical institutions generally ought to be limited to the

Figure XI-12. Cambridge Street, from the Charles River to City Hall, will serve not only as a border between historic Beacon Hill and the new West End, but as one of the most dramatic approaches to the heart of the City. So that it might better perform its expanded roles, Cambridge Street should accordingly be improved in ways pictured here, by the addition of a tree-lined, sunny-side pedestrian mall, new buildings of regular character along the edge of Beacon Hill, new street furnishings, and an adjusted right-of-way.



Fenway, the South Cove, the South End, and along the fringe of the Inner Belt in Lower Roxbury and Charlestown.

HOUSING

The Plan proposes that approximately 17,000 housing units be constructed in the Regional Core between 1960 and 1975:

Area	Units
Downtown North	3,100
West End	2,400
Downtown	1,975
South End	2,100
Castle Square	600
Back Bay	1,500
Parker Hill / Fenway	5,000
Total	16,675

Approximately 19,000 units should be rehabilitated in the Core by 1975, mostly for moderate-income families in the South End and Downtown North. There is a market for about 1,000 rehabilitated upper-income units in the North and South End, and Back Bay.

Charles River Park, a 2400-unit private housing development for moderate- and upper-income families in the West End. Ten apartment towers in all are planned, with some additional low-rise units, a shopping center, and approximately five, 600-car underground garages.

Included in the new construction figure for Downtown North will be some 2,400 high-rise and town house units in the West End, already programmed or under construction, which, by providing housing for upper- and middle-income families at a highly central location, will provide badly-needed diversification of housing opportunities in the Regional Core, and lend considerable support to Downtown development programs dependent upon the maintenance of residential functions in the Core.

South Cove housing will be built for families of all sizes, while several hundred upper-income, high-rise apartment units fronting on the Common and Public Garden will serve primarily small families. South End, Parker Hill, and Mission Hill housing will serve moderate-income families at low and medium densities. High-rise, high-density housing, permissible under the City's new zoning ordinance, will be built on selected sites on the river side of Beacon Street in the Back Bay. Air rights and adjacent frontage on the Charlesgate Turnpike interchange should also be a suitable site for high-rise housing.

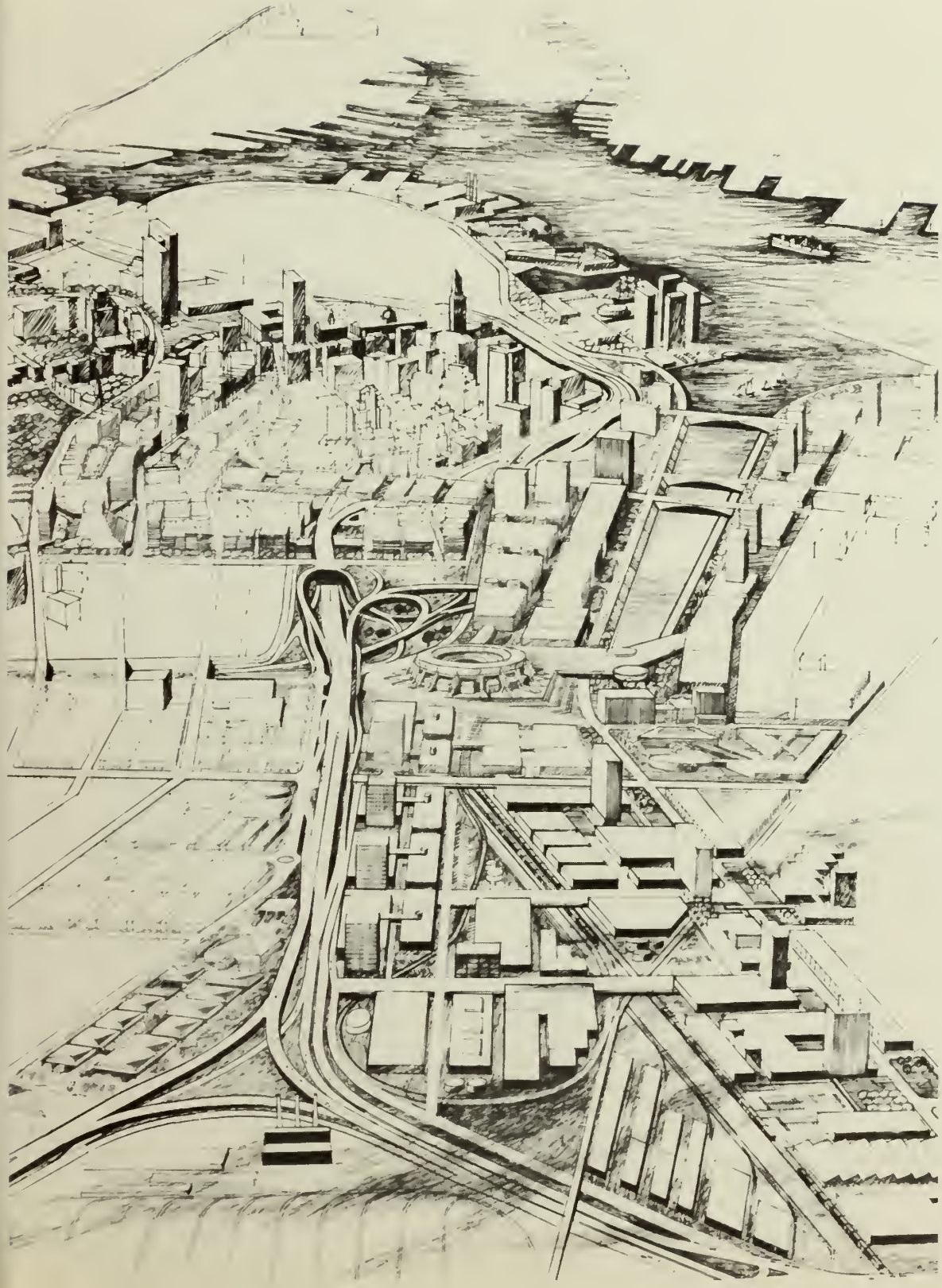
Worcester Square, one of the many well-designed, older sections of the South End that are especially suitable for rehabilitation

Figure XI-13. The presently weak "hinge block" between the Downtown retail and Park Square areas is potentially an important focal point for culture. Depicted here, in a view from lower Washington Street toward the Common, are a combination of restaurants, a hotel, and other commercial services with new theatres, adjacent to the Tremont Street entertainment complex and two Central subway / transit stations. Linking the center to related activities in the Common, including possibly the Boston Arts Festivals, is a plaza for pedestrians and an outdoor theatre.

Back Bay in the mid-19th century

Back Bay (Commonwealth Avenue) today

Fort Point Channel / South Bay area, 1965



INDUSTRY

Most new industrial development is proposed for the eastern and southern margins of the Regional Core, except for some sites in Castle Square and the South End.

Area	*Acres*	*Purposes*
South Boston	60	Food processing and wholesaling
Reserved Channel (E Street)		
Fort Point Channel / North	60	Research; light industry
Fort Point Channel / South Bay	100	Food wholesaling; manufacturing; light industry
Charlestown	52	General waterfront industrial; light industrial
Mystic Wharf		
South End	28	Light industry; Flower wholesaling
Roxbury Canal / Albany Street		
Other	12	Light industry
Inner Belt, Hampden and Magazine Streets	60	Industry; wholesaling; institutions
Inner Belt / Southwest Corridor intersection	60	Industry; wholesaling; institutions

A WORLD'S FREEDOM FAIR FOR BOSTON IN 1975

The year 1975 should mark the substantial completion of the Development Program and the commemoration of two centuries of Boston's leadership in American independence. An appropriately dramatic way to celebrate these historic events would be to hold a World's Freedom Fair in Boston in 1975, whose purpose would be to educate the peoples of the world on the values of individual and national freedom and the need for universal peace.

Figure XI-14. Reclamation of the Fort Point Channel / South Bay Area. Like the mud flats of Back Bay over a century ago, the Fort Point Channel / South Bay "broken seam" area presents a uniquely challenging opportunity for bold new development and grandeur of design. By 1975, at the present site of the South Bay and Roxbury Canal, it could be the site of sports and exhibition facilities, water-related recreation, a new Boston Trade School, and other public facilities conducive to varied industrial and research growth, extending all the way from the intersection of Dorchester Avenue and the Southeast Expressway up either side of the Channel to the harbor.

NEW CONCEPTUAL CRITERIA FOR SITE LOCATION

Technological advances in transportation and Boston's special topographical assets should, by 1975, give the Regional Core preference over outlying areas as a site for the Fair. Instead of placing all the events and exhibits of the Fair on a single, large site on the outskirts of the City, surrounded by parking lots, the Plan proposes that they be broken up into a cluster of zones in the Regional Core, linked together by the latest modes of transportation. The historic aspect of the Fair would then be enhanced by the nearness of the Core's many historic features, while attractive, new cable cars and perhaps hydrofoil water craft accentuated its futuristic aspect. Close to key services and amenities in the Core, the Fair would bring permanent development values to the City as a whole and help considerably to bring about the economic revitalization of the Core.

RECOMMENDED SITES

Most of the recommended sites are on or near sheltered parts of the harbor frontage within the City, easily accessible from the airport and the South Station Railroad, bus, and parking terminal. Sites with anywhere between 60 to 200 acres, for example, could be made available at the Boston & Maine railroad yards just outside Charlestown, at the East Boston piers, and Columbia Point. These and other alternative sites recommended by the Plan could, after the Fair, be put to uses ranging from permanent Fair development to shipping and manufacturing, or from boating and other recreational uses to high-rise housing. Supporting uses for the Fair could also be located at parts of the City, such as the Charlesbank, where outdoor music events could be held at the band shell, or on Long Island, where some 200 acres could be turned over to recreational and residential uses when the Fair is over and the Chronic Disease Hospital has been relocated.

LEGEND

Sites For World's Fair Development

- Primary Sites (Permanent or Partially Permanent Fair Development)
- Secondary Sites (Existing Open Spaces, For Temporary Fair Development)
- Major Supporting Facilities (Museums, Libraries, Etc.)
- Public Water Transportation
- Public Land Transportation*
- Freedom Trail

* *Modes and routes chosen for maximum, permanent improvement of existing Regional Core transit services.*

Figure XI-15. Potential Sites for 1975 World's Freedom Fair in Boston. The Plan proposes that the 1975 World's Freedom Fair be located in or near the Regional Core, where the mutual reinforcement of Fair activities and existing historical, cultural, and transportation assets in the Core will most likely create permanent development opportunities. A unique feature of the Fair, proposed by the Plan and illustrated in this map, would be its division into clusters of exhibits, generally located near major topographical features, such as the Harbor, the Harbor Islands, and the Charles River. Exhibits would be connected by special transportation systems utilizing the harbor and overland routes.

Figure XI-16. Bird's eye view of the Regional Core in 1975.

CHAPTER XII
ACHIEVING THE PLAN

URBAN RENEWAL IN BOSTON: A MEANS OF ACHIEVING THE PLAN

With the deterioration of urban centers during the last two decades, brought about in large part by the continuing migration of families, factories, and shopping centers to undeveloped, outlying areas, there can be no continuing assurance that the best interest of the City, as a political, social, and corporate entity, will receive sufficient consideration in private decisions about privately held property. An essential purpose of Urban Renewal in Boston, therefore, is to provide, primarily by virtue of its far-reaching size and scope, the incentive to public and private enterprise both to develop and to maintain land at its highest and best use. In brief, the object is to restore confidence in the City as a whole and in the future stability and well-being of its separate parts.

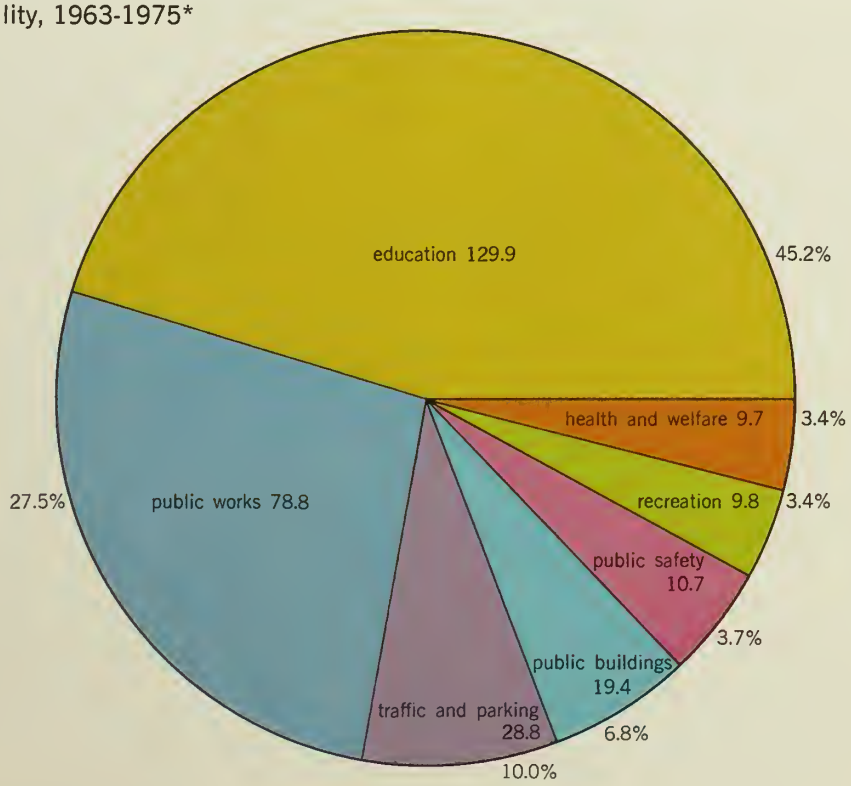
The customarily protracted time span for carrying out comprehensive plans tends to encourage sweeping proposals without encouraging the development of means for their achievement. Implicit in the choice of 1975 as the target date for Boston's General Plan is the conviction that the period of achievement for this Plan should not be extended too far beyond the foreseeable future if it is effectively to require the year-by-year decisions necessary for the Plan's achievement.

FINANCIAL REQUIREMENTS OF THE PLAN

City of Boston

		Millions
Federal grants		$ 23
State grants		109
City of Boston:		155
Self-sustaining service (sewer, water, parking)	$57	
Sale of city property and library trust funds	11	
Tax revenues	87	
Total		$287

Estimated Distribution of Capital Improvements Program Expenditures, by Type of Facility, 1963-1975*



*In millions of dollars (total $287.1).

SOURCE: Boston Redevelopment Authority, "Renewing Boston's Municipal Facilities: Capital Improvements Program, 1963-1975," (Boston, May, 1963).

Commonwealth of Massachusetts	Millions
10% share of costs for interstate highway system	$ 17.4
Community colleges	20
State buildings (Government Center)	60
Total	$ 97.4

Federal	Millions
Renewal project grants	$248
Interstate highways	157
Post Office facilities	50
Total	$455

Figure XII-1. Cabot, Cabot, and Forbes Boston Development Company, developer
Edward Larrabee Barnes and Emery Roth and Sons, associated architects
Rendering by Pierre Lutz

Figure XII-2. The proposed 40-story office building on parcel 8 in Government Center sets a leading precedent for the encouragement of private initiative through Urban Renewal, and should bring added vitality to Boston's famed financial district.

TOTAL ESTIMATED CONSTRUCTION EXPENDITURES, CITY OF BOSTON, 1960/1975

PRIVATE CONSTRUCTION

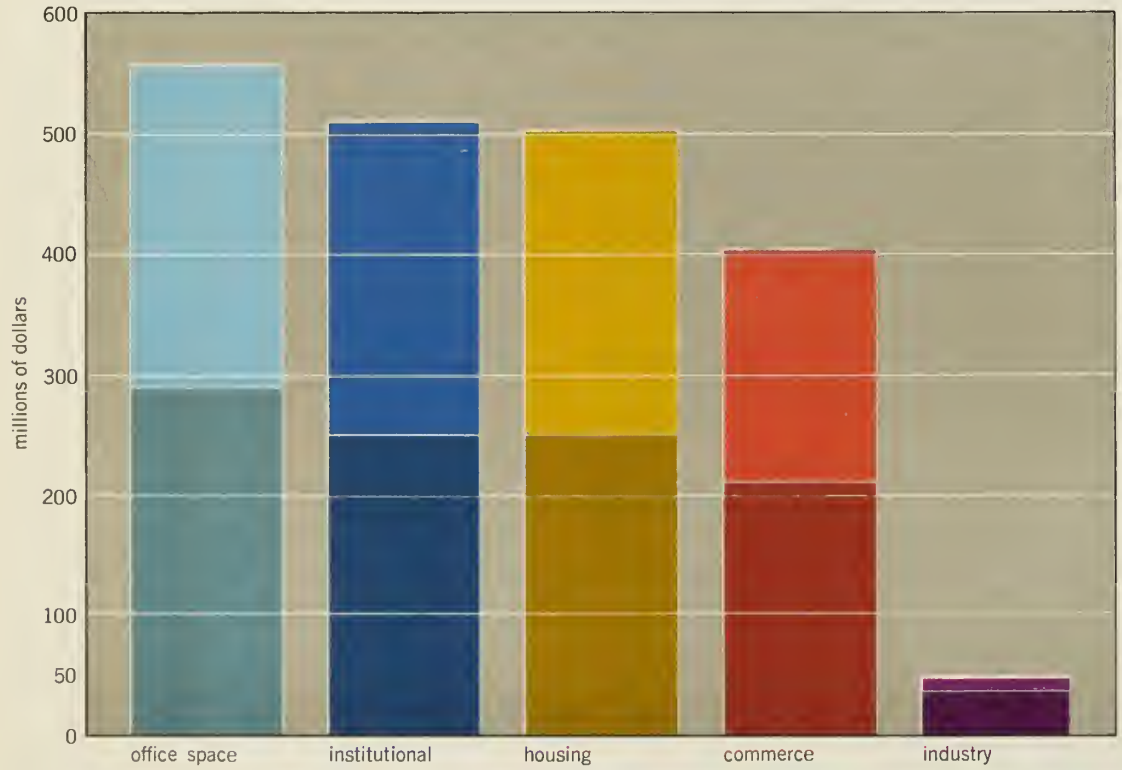
Type	17 Urban Renewal Projects[1]	Unrelated To Renewal	Total
Housing	$ 253,600,000	$ 248,600,000	$ 502,200,000
Commerce	213,600,000	188,200,000	401,800,000
Industry	36,600,000	5,800,000	42,400,000
Office Space	293,000,000	262,000,000	555,000,000
Institutional	253,200,000	255,400,000	508,600,000
Total Private Construction Expenditures	$1,050,000,000	$ 960,000,000	$2,010,000,000
Public Construction			$1,590,000,000
Total Public and Private Construction Expenditures, 1960/1975			$3,600,000,000

1 / Including non-federally assisted projects.
Source: Boston Redevelopment Authority staff estimates.

PRIVATE INVESTMENT

Ultimately the achievement of the Plan depends on the contribution of private investors. Nearly two-thirds of the estimated $3.6 billion total cost of the Development Program must be paid by private groups and individuals whose primary motivation will be confidence in the City's future.

Estimated Private Construction Expenditures, by Type of Facility, City of Boston, 1960-1975



**Total estimated private and public construction expenditures for 1960-1975 is $3.6 billion.*

KEY
Within Renewal Projects
Outside Renewal Projects

NEW AND EXISTING APPROACHES TO URBAN RENEWAL

PLANNING WITH PEOPLE

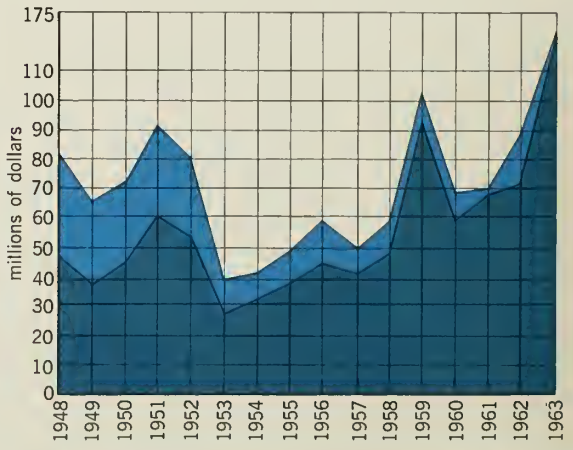
"Planning with People" in Boston may be described as a "partnership for progress," because Urban Renewal project planning and execution is a team effort between the Redevelopment Authority and the residents and property owners in the project area. The firm policy of the Redevelopment Authority is that it will not implement Urban Renewal project plans without first seeking the views and winning the support of locally responsible groups.

Planning with people bridges the gap between city planners and city dwellers through the self-help and cooperation of over 100 citizens' community improvement groups throughout the City. It has proved effective in securing local neighborhood commitments to the extension of Urban Renewal. Inasmuch as work to date has consisted of the preparation of Urban Renewal plans, further steps must be taken to enlist the support of neighborhood groups in carrying out rehabilitation and actual reconstruction.

DESIGN REVIEW AND COORDINATION

The process of Capital Design, a companion to the process of capital budgeting, requires far more than a routine exercise of the municipal design review function in Boston. At stake is the

Construction Activity Measured in Current and Constant Dollars, City of Boston, 1948-1963



SOURCE: City Building Department.
Boston Redevelopment Authority staff estimates.

KEY
Current Dollars
Constant Dollars
(1963 = 100)

potentially positive impact of millions of dollars of public and private construction not only on the appearance of the City but also on its efficiency and economy. It is to be hoped, therefore, that there will be increasing understanding of the need for the exercise of design review throughout the City, either through the extension outside Renewal areas of the Redevelopment Authority's existing policy of review over building and site design in Renewal areas, or through the voluntary cooperation of individual developers.

CAPITAL IMPROVEMENTS EXECUTION AND DESIGN

The need cannot be overstressed in Boston for continuous programming of effective public services and for well-organized administrative procedures for the construction of public facilities budgeted in the 1963/1975 Capital Improvements Program. However, if public construction is to have the desired effect on the design of the City as a whole, high standards for economy and design in public construction are no less important, and for this reason the Plan also strongly recommends the creation of an Office of City Architect.

ZONING AND OTHER CODES

Building and mechanical codes have been under study for a considerable period of time by committees appointed by the Mayor, and the progress of these studies should be reviewed. Now that Boston's new Zoning Code has been in effect since January, 1965, consideration should be given to its further updating with respect to Urban Renewal projects, recent transportation changes, and objectives set forth in this Plan.

METROPOLITAN COORDINATION AND LEGISLATION

Planning and development jurisdictions within the City overlap considerably in a number of fields, including parks and recreation, sewerage and water supply, hospitals and other health facilities, and prisons. In the field of transportation, seven separate agencies recently shared responsibilities for planning, operations, and development, until the enactment of the Massachusetts Bay Transportation Act of 1964 brought about their effective consolidation.

Certain other, equally effective steps could be taken:
1) consideration should be given to legislation which would provide for review and reporting procedures on long-range plans and construction projects of any non-City agency active within the City limits; 2) while the City continues to support the new Metropolitan Area Planning Council, the Massachusetts Bay Transportation Authority, and other recently-created metropolitan area planning and administrative bodies, there is need for still more effective consolidation of government functions and law-making procedures which would bind agencies to a coordinated planning process; and 3) study should be given to the passage of legislation which would unify the ownership of development rights for all railroad rights-of-way in the metropolitan area, primarily for eventual use by public transportation but possibly also for other vital uses.

Design Review in Government Center: One Center Plaza, a 900-foot-long, $20 million private office building with 200,000 square feet of office space

A COMMUNITY RENEWAL PROGRAM

From the considerable feedback of information that results from the Plan's ties with the Urban Renewal and Capital Improvements Programs, a schedule of varying priorities must be established between key objectives and between different parts of the City. Now that Boston has a City-wide development program in progress and has produced a long-range framework of goals in the General Plan, there is an adequate foundation of tools and priorities for Boston's development from which logically to proceed. Boston should now make application for a federally-assisted Community Renewal Program to refine the tools and sequences of action now being used to carry out the Development Program. Some of the areas with which the CRP might be concerned are: economic change; the Port; jobs and human resources; new and rehabilitated housing; neighborhood change; recreation; health and related facilities; municipal housekeeping; parking, street sufficiency; utilities; historical conservation; surveys; and financing.

LET US BEGIN

There is already ample evidence that Boston believes in itself and accepts the idea that the New Boston can come to be. It is not so much a dedication to broad, long-range objectives that will be needed in the days, months, and years ahead, but forward-looking, confidence-building individual decisions, often privately made, to achieve steady, orderly, year-by-year progress toward a magnificent New Boston, in which the older Boston is still very much at home.

LIST OF ILLUSTRATIONS

STAFF FOR THE PLAN

SENIOR STAFF REVIEW BOARD

Kane Simonian
Executive Director
John P. McMorrow,
Director of Administrative Management
James Drought,
Assistant Administrator for Development
John Conley,
General Counsel
Robert G. Hazen,
Director of Downtown Renewal

EDITORIAL WRITING

David C. Harrison

PLANNING

Martin R. Adler,
Chief Planner
Matthew J. Delaney
Nicholas Katochianos

URBAN DESIGN

Tunney F. Lee,
Planning Design Officer
George F. Conley,
Delineator
Denis A. Blackett
Stephen Diamond
Vcevold Strekalovsky

TRANSPORTATION PLANNING

William R. McGrath,
Transportation Coordinator
William O. Adams
Robert H. Murphy
Thomas D. Schocken

RESEARCH

Sumner J. Hoisington,
Chief Research Analyst
Arlene M. O'Brien
Raymond Cady

CAPITAL IMPROVEMENTS

John R. Rothermel,
Deputy Planning Administrator
William H. Pear

A.B.C.D. LIAISON

Arnold L. Schuchter

ADMINISTRATIVE AND CLERICAL

Joseph J. Berlandi
Patricia A. Condon
Arlyn E. Hastings
Nancy TenBroeck
Janet L. Terlizzi

LAYOUT AND GRAPHICS DESIGN

Lewis S. Fifield,
Chief of Graphic Design
Frank Baldwin
Matthew Heiler
Karen Jones
Ruth A. Rankin
Leo C. Supple

GRAPHICS PRODUCTION

Thomas J. Wong,
Chief of Models and Exhibits
Alice E. Dinneen,
Chief of Graphics
Jerrilyn Guselli
Leon V. Jacklin
Mardiros Minasian
Peter E. Nietz
George T. Silvi

PHOTOGRAPHY CREDITS

Staff

Stephen Diamond
Robert Goodman
David W. Haley, Jr.
James Kermegis
Dean Meredith
James F. McDevitt
Richard A. Silver
Emily Smith
Frank Sorrentino

Other

Action for Boston Community Development (ABCD)
Aerial Photos of New England, Incorporated
Aero Service
Boston Housing Authority
Cabot, Cabot & Forbes Company
Charles River Park, Incorporated
Christian Science Monitor
Commonwealth of Massachusetts
Department of Commerce
Gillette Safety Razor Company
Massachusetts Bay Transportation Authority
Massachusetts Port Authority
Northeastern University
C. Dick Norton
Sert, Jackson and Associates
Sheraton Boston Hotel
Society for the Preservation of
New England Antiquities

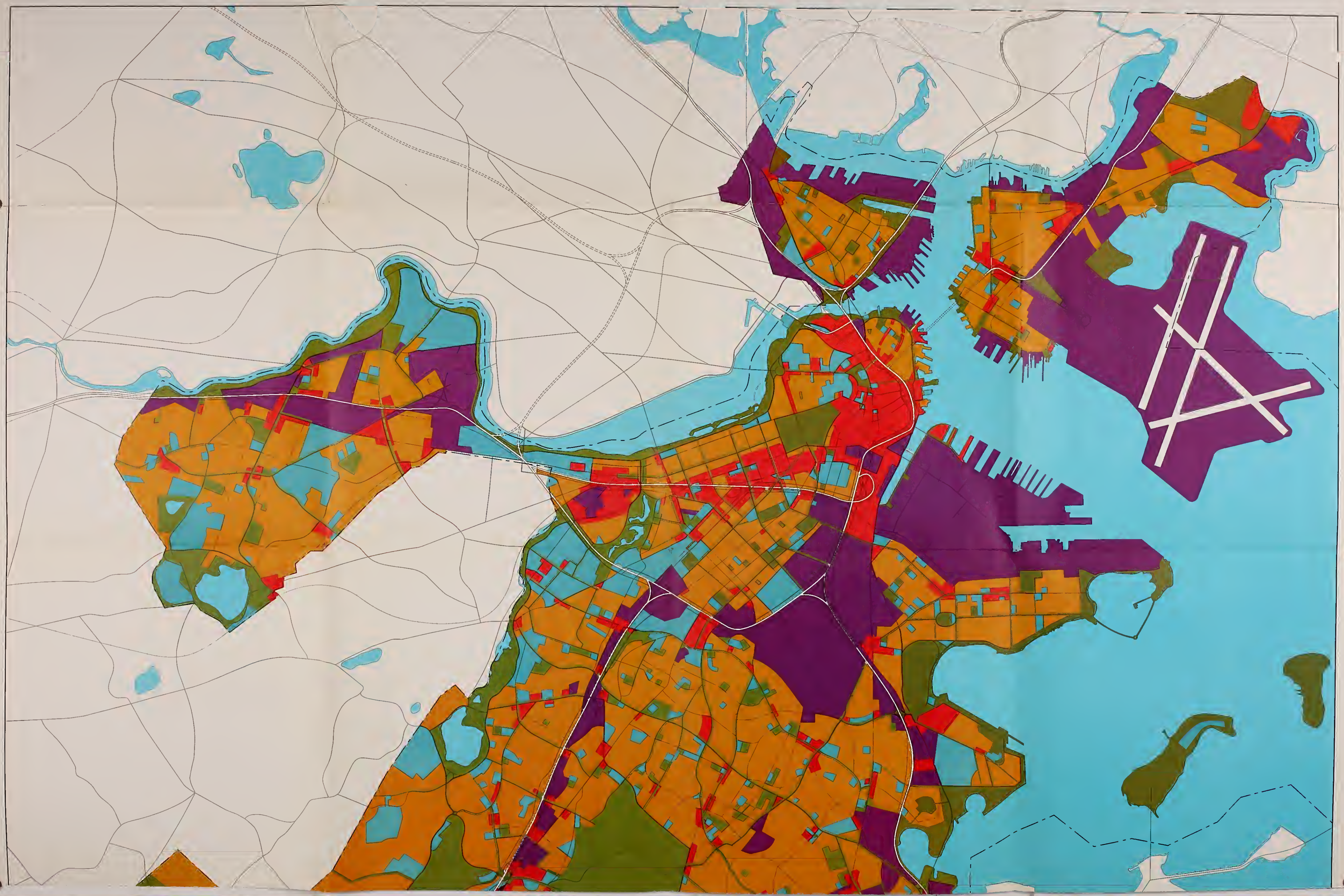
BOSTON
REDEVELOPMENT
AUTHORITY

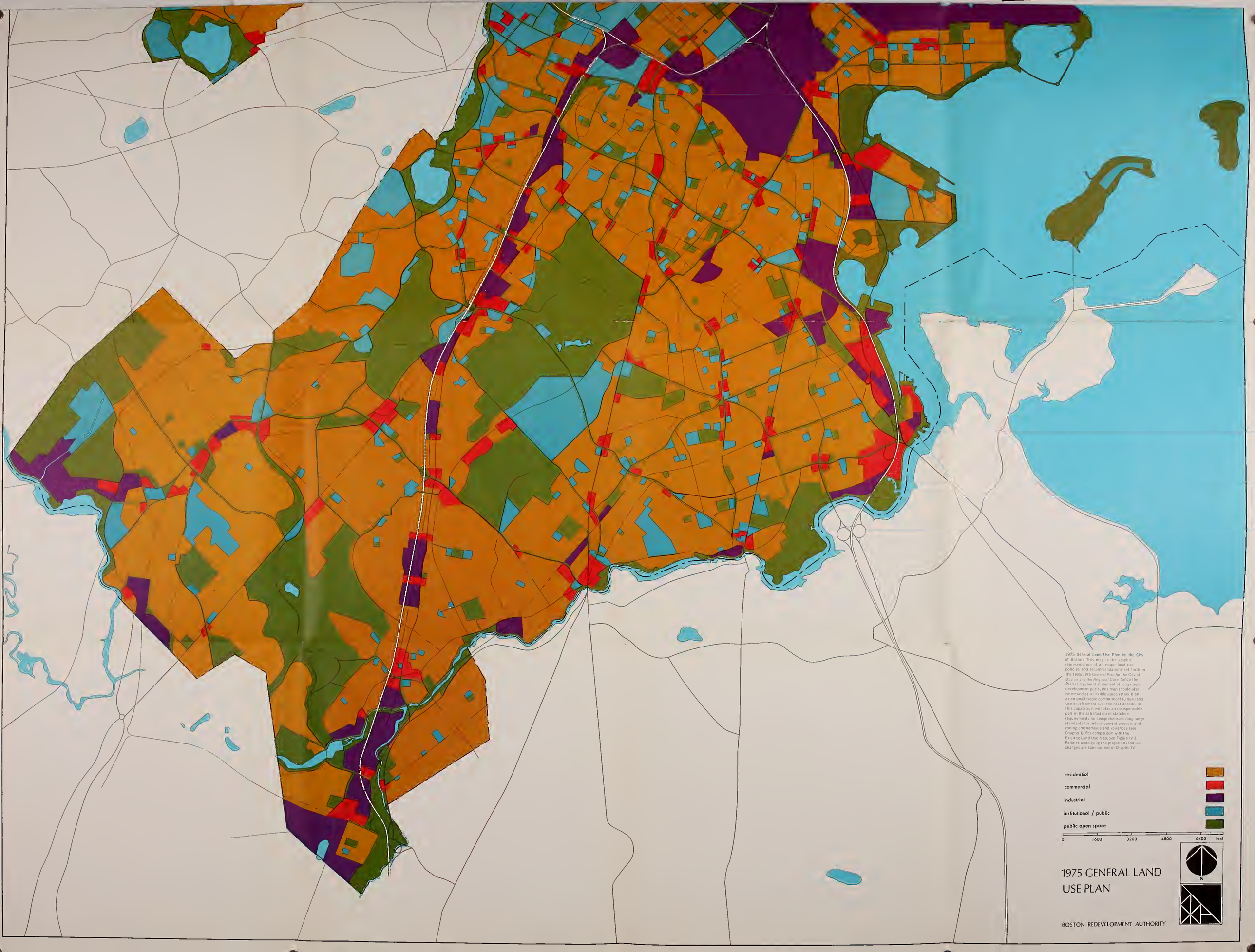
Illustrated Re-Use Site Plan
for the Regional Core

ILLUSTRATIVE RE-USE SITE PLAN FOR THE REGIONAL CORE

BOSTON REDEVELOPMENT AUTHORITY

1975 General Land Use Plan




1975 General Land Use Plan for the City of Boston. This map is the graphic representation of all major land use policies and recommendations set forth in the 1965/1975 General Plan for the City of Boston and the Regional Core. Since the Plan is a general statement of long-range development goals, this map should also be viewed as a flexible guide rather than as an unalterable commitment to new land use development over the next decade. In this capacity, it will play an indispensable part in the satisfaction of statutory requirements for comprehensive, long-range standards for redevelopment projects and zoning amendments and variances (see Chapter II). For comparison with the Existing Land Use Map, see Figure IV 3. Policies underlying the projected land use changes are summarized in Chapter IV.
residential
commercial
industrial
institutional / public
public open space
0
1600
3200
4800
6400
feet
N
1975 GENERAL LAND USE PLAN
BOSTON REDEVELOPMENT AUTHORITY