

Part III - Preliminary Design
III. C. Community Development

III. C. 4. Community Participation

The Consultant's activities shall be performed under the direction of the Department and shall act in a number of ways: (a) as a sounding board to assist in the establishment of community goals and objectives; (b) as a forum for the transfer of information both technical and non-technical; and (c) as a review of specific items to maintain continuity with the goals and objectives established. One of the first tasks will be an informational and educational one, that is to prepare a clear set of graphics and handouts to make the general public aware of the North Area Artery alternatives; i.e., a project description.

The vehicle to be used for liaison with the public will be the Central Artery Reconstruction Advisory Working Committee and a Section Task Force for the North Area. In addition, a steering committee will be established, using the present transportation interagency monthly meeting as the basis for this committee. One of the first tasks to be accomplished is to work with the community in determining its objectives regarding its environment and desired improvements, making the community aware of corridor and regional concerns, and assist in developing a consensus where it is necessary.

The liaison activities shall take place at all levels of the process including communicating with all affected agencies.

Specifically, a North Area Task Force shall be established with a scheduled meeting on an average of every four to six weeks, at key interface points in the North Area Studies. A newsletter shall be prepared and distributed on a bi-monthly basis. A storefront, or other suitable premises will be established in the project area as a "drop-in" information center as well as an on-site working space.

As engineering and land use studies are generated, the Consultant shall prepare handouts and graphics to best describe the options and alternatives, as well as keep records of previous decisions or consensus. The Consultant shall act as advocate to adequately prepare the community to insure an understanding of the issues and the impacts of choices made. This will be done by an out-reach program of smaller localized groups which can meet on specific items. A graphic handbook will be developed during the process which will be maintained and updated. This handbook will help to explain issues and impacts through understandable graphics including sketches and diagrams.

Specific items developed by the engineering and planning components may require workshops with models and graphics or other methods to assist in the problem solving sessions. The Consultant will set up and coordinate these workshops with the Department as required. Land use, traffic, and technical items will be typical topics for these workshops.

Throughout the study, the Community Participation process shall be conducted at all levels of liaison. The methods used to generate community interest and involve citizens shall include newsletters, handouts, slides, sketches, study models, questionnaires, press releases, as well as face-to-face discussions at meetings and "on the street". Prior to use of any methods, the Consultant shall review them with the Department.

III.C.4.1. The Consultant will review the participatory process to date and identify the present and potential constituency to assist in forming the North Area Task Force.

Land use objectives of public agencies as well as major private owners will be identified and sensitive areas determined. A dialogue with the Advisory Working Committee will be commenced to determine corridor-wide objectives, and with the North Area Task Force to identify community objectives and concerns. An appropriate communication method and network will be set up, including handbooks, newsletters, telephone lists, and the like.

Impacts currently caused by adjacent uses and future impacts due to expanded adjacent uses, both public and private, will be identified.

A public educational package to relate to the general public, government agencies and other key interest groups will be developed as well as educational information understandable to the community residents. All other components of the Consultants Team will be provided with information regarding community objectives and concerns, including sensitive areas that must be accommodated in the design.

III.C.4.2. The Consultant shall work with the community in evaluating the engineering design and urban design alternatives relative to all community objectives. The Consultant shall prepare a Community Development Position Paper. This paper will be an issue-oriented paper, the purpose of which is to actively involve the community and stimulate community response regarding community objectives to determine conflicts and establish consensus. This will be presented in a variety of graphic form including models, drawings, text, photographs, etc.

Intensive meetings will be conducted at a variety of levels to discuss the Position Paper. The community will be assisted in further defining its goals in relation to these papers and development of a consensus in conflict areas will be commenced. This process will insure that the selected practical alternatives fall within community acceptance.

Part III - Preliminary Design
III. C. Community Development
III. C. 4. Community Participation - cont.

III.C.4.3. The Consultant will conduct a series of meetings to discuss the Position Paper and with the community give priorities to the alternatives relative to community goals. The community's objectives will be further defined and a consensus developed. The results will be considered by the engineering and land use development components during the refinement of practical alternatives.

Engineering design alternatives will be evaluated relative to community objectives and concerns. Impacts to sensitive areas, if any, will be further identified. All takings required will be identified and evaluated. All of these concerns will be incorporated into the decision matrix established to qualify the alternatives and select one scheme for basic design.

III.C.4.4. A Position Paper on the selected scheme relative to community objectives and concerns will be prepared. Meetings will be conducted to discuss concerns on all topics and a consensus for a final recommendation will be developed. The community will be kept aware of the final recommended scheme.

The results will be incorporated into the Interim Report and will document the appraisal of the practical alternatives relative to community objectives.

III.C.4.5. The Consultant shall evaluate responses from the Interim Report, respond as required. Conduct a series of meetings to verify consensus and inform the Design Team of any refinements in community goals that might effect the design.

III.C.4.6. The scheme recommended for final design will be realized in basic design form in this phase. The Community Participation component's primary endeavor will be to keep the community aware of refinements to the design and how they impact the community; and how controls will be established to ensure that the community interests incorporated in the final design will be maintained during implementation.

The results will be incorporated into the Community Development Plan which will serve as a vehicle of continuity during implementation.

III.C.4.7. The Consultant shall prepare text and/or exhibits for Comprehensive Report.

Part III - Preliminary Design
III. C. Community Development

III. C. 5. Development Economics

The overall purpose of this component is to examine and test the proposed development parcels from a development economics point of view and to develop mechanisms and strategies for the physical development of these land parcels and joint development opportunities. The market potential of any site is intimately related to its location, existing physical condition and the concept and details of a proposed physical change. Where private development is contemplated, the nature and economics of reuse and the Urban Design guidelines should be developed together. Public development planning raises the same principal to a different level. The major public infrastructure investments, of which transportation and circulation patterns may be the best example, are intimately related to the reuse potential and value of an area in general and the specific building sites and joint development opportunities within it. The Land Use Planning, Development Economics, Urban Design and Community liaison teams will maintain a close communication throughout the study effort, to provide a continual exchange of professional opinions on issues that are central to the work and to make certain that major decisions and possible conflicts are identified as early as possible and resolved to satisfy land use objectives.

III. C.5.1. In addition to the information gathered and documented by the Land Use Planning component, the Consultant shall determine the Corridor and local market demands, compare market demands to the community objectives, investigate the mechanics of joint development as it relates to this project, and the full range of possible facilitating mechanisms for guiding the nature, location and timing of development to fit market conditions and community needs.

III. C.5.2. The Consultant shall assist the Urban Design and Land Use Planning components in developing Urban Design criteria and evaluating, in broad terms, the catalyst effect on marketing and property value as a result of the physical change; shall evaluate community objectives with both local and Corridor marketing demands and project financability and identify differences and conflicts for the evaluation process. In addition, the Consultant shall prepare material to be incorporated into a Community Development Position Paper regarding development economics and land use objectives that will be generated by the Community Participation team as stated in III. C.2.2.

III. C.5.3. The Consultant shall generate development economics and land use criteria to be incorporated into an established decision matrix, and assist in evaluating the alternatives and selecting one scheme for basic design.

III. C.5.4. The Consultant will prepare text for the Interim Report documenting the appraisal of the practical alternatives in regard to Development Economics.

Part III - Preliminary Design
III. C. Community Development

III. C.5.5. The Consultant will evaluate responses from the Interim Report and further define development objectives in relation to the community, private owners and public agencies; identify all available land that will be released for future development; identify the ability of the local market demand to produce revenue adequate for a variety of land use options; investigate private financing to fund related development projects; as well as public/private funding sources exclusively or the potential of public funding triggered by private investment, such as the UDAG program. The Consultant shall further work with the Urban Design component in testing the viability of the land use options and the urban design criteria.

III. C.5.6. The scheme recommended for final design will be realized in this phase. The Development Economics component's primary endeavor will be to develop appropriate mechanisms which will permit development of the released land, air rights and/or joint development.

Although some of the development which might take place after the reconstruction of the Artery could be publicly financed and serve public purposes, the bulk of construction will probably be accomplished through private development mechanisms. Consequently, a realistic analysis of the market acceptance, economic parameters and financability of any proposed future development will be included in this final phase. Value capture techniques will be evaluated in regard to joint development.

Final development criteria will be provided to the Urban Design component and general criteria will be developed for individual parcels. A rational procedure of making development opportunities available to private interest through the establishment of a land disposition process will be developed. Such things as fixed guidelines under which a developer may compete for development parcels will be included.

Mechanisms will be identified which might facilitate the development process and help direct it toward accomplishing public as well as private goals. Such mechanisms might include the release of land to development interests on a phased basis to allow their absorption by the marketplace over a period of time, without involving crippling carrying costs, or the leasing of development parcels rather than their sale.

This work will be coordinated with the Land Use and Urban Design components to ensure that potential development activities are compatible with community objectives.

The appropriate development entity and methods of administering the Development phase will be determined. If required and appropriate, the Consultant will assist in drafting legislation for the creation of the development entity.

Part III - Preliminary Design
III. C. Community Development
III. C.5. Development Economics - cont.

A process will be established that provides private developers with predictability, organizes the various levels of public involvement (reviews and permits) and retains flexibility for accommodating market changes through a long implementation period.

PART III - PRELIMINARY DESIGN

III. D. SOCIOECONOMICS

III. D. 1 Socioeconomic Studies

III.D.1.1. The Consultant will develop base data for the socioeconomic studies.

III.D.1.2. The Consultant will analyze all area-wide socioeconomic impacts of the project, such as construction and employment, and make a preliminary analysis of principal site-specific impacts, such as operations of the B & M RR and the Boston Sand and Gravel Co.

III.D.1.3. The Consultant will make preliminary analyses of residential and business displacement, construction effects, operating effects, and mitigation and enhancement measures. Analysis comments from other study components will be responded to in the process of appraisal of alternatives and the selection of a scheme for basic design.

III.D.1.4. The socioeconomic studies text for the Interim Report will be prepared.

III.D.1.5. If necessary, supplemental base data will be developed for a detailed analysis of site-specific impacts.

III.D.1.6. The Consultant will carry out analyses of residential and business displacement, construction effects, operating effects, and mitigation and enhancement measures:

(a) Residential and Business Displacement: development of relocation plans for YMCA residents; analysis of legal and administrative issues involved with functional replacement of the YMCA; analysis of the financial effects of YMCA displacement on employees and the community; analysis of other social and economic effects of YMCA displacement on residents and on the community; development of relocation alternatives for the Department's maintenance garage; development of relocation alternatives, if any, for a tavern.

(b) Construction Effects: analysis of effects on businesses in the direct impact zone due to traffic diversion or congestion, noise, and other disruption; analysis of effects on residences in the direct impact zone due to traffic, noise or other disruption; analysis of effects on Mystic-Tobin Bridge tolls due to traffic changes (both during and after completion of Artery reconstruction); analysis of the effects on rents and selling prices of structures proximate to construction; analysis of effects on neighborhood character and community cohesion of the construction activities;

analysis of effects on elderly and handicapped persons; analysis of changes in commuting patterns by area of residence of the commuter; analysis of impact of construction activities on employment and proportion of employment in local project communities; analysis of effects on businesses in the construction zone, including the B & M RR and Boston Sand and Gravel Co., to ascertain possible reduction in activities and the secondary effects on communities through loss of employment and tax revenues; analysis of effects on access to Charlestown neighborhoods, the Boston Historic National Park, Navy Yard and City Square.

(c) Operating Effects of the Facility: analysis of effects on property values, proximate to the project, both residential and commercial; analysis of joint development opportunities for new urban land; analysis of effects on neighborhoods of the removal of elevated structures; analysis of effects on the operations of the B & M Railroad, Boston Sand and Gravel Co., Moran Terminal, and other businesses in the Study Area; analysis of effects on other development projects (commercial development, Charlestown residential restoration, East Cambridge development plans, Navy Yard, etc.); analysis of changes in local traffic patterns and their secondary social and economic effects on the communities involved, including neighborhood character and cohesion, and commercial viability; analysis of effects on land use and implications for land use planning of the primary and secondary effects; analysis of the probable changes in commuter patterns and the secondary effects on metropolitan area development due to changes in accessibility for commuters.

(d) Mitigation and Enhancement Measures: identification of negative impacts susceptible to mitigation; identification and analysis of potential mitigation measures; analysis of legal, administrative, and financial issues involved in mitigation measures; estimation of the costs and benefits of mitigation measures; identification of positive impacts susceptible to enhancement; identification and analysis of potential enhancement measures; analysis of legal, administrative, and financial issues involved in enhancement measures; estimation of the costs and benefits of enhancement measures.

The Consultant will ensure that analysis of socioeconomic impacts is carried out in close coordination with the urban design, traffic, and engineering design components of the study so that the basic design process takes into account socioeconomic effects at the earliest possible stage. The presentation of results of the analysis of socioeconomic effects will be designed for maximum usefulness in decision making on project design.

III.D.1.7. The final comprehensive report will contain a prepared text covering socioeconomic studies and analyses of impacts.

Part III - Preliminary Design
III.D. Socioeconomics

III.D.2. Analysis of Costs and Benefits

III.D.2.1. --

III.D.2.2. --

III.D.2.3. The Consultant will prepare a preliminary analysis of costs and benefits for the scheme recommended for basic design.

III.D.2.4. The preliminary analysis of costs and benefits will be incorporated into the Interim Report.

III.D.2.5. --

III.D.2.6. The Consultant will analyze costs and benefits of the basic design scheme. The analysis will include construction costs and vehicle operating cost savings, as well as all other costs treated in the socioeconomic studies which can be quantified in monetary terms.

III.D.2.7. The analysis of costs and benefits will be incorporated into the final comprehensive report.

PART III - PRELIMINARY DESIGNIII. E. ARCHAEOLOGICAL SURVEYIII. E. 1 Prehistoric Archaeological Survey

III.E.1.1. Recent studies have indicated that the areas affected by the proposed project have not been subjected to extensive land fill. Thus it may be expected that if the land has been little disturbed to the depths which the proposed construction will reach, there is a possibility for an impact on prehistoric archaeological properties potentially eligible for inclusion in the National Register of Historic Places. The Consultant will research the past disturbance in the project area and collect available data.

III.E.1.2. The Consultant will perform a study of background data leading to an understanding of past disturbance in the project area. The effect of the project's impacts on archaeological properties will then be assessed and the results presented in a position paper to be utilized in the appraisal of alternative designs.

III.E.1.3. --

III.E.1.4. A text on project impacts on prehistoric archaeological properties will be included in the Interim Report.

III.E.1.5. --

III.E.1.6. --

III.E.1.7. The final comprehensive report will include the survey findings which may be utilized later to provide construction contractors with a sense of the zones that may contain eligible properties, as well as their form and potential contents, and thus help to define the construction techniques which will minimize the impact on archaeological properties, while at the same time educating contractors as to what to do when these properties are encountered.

III. E. 2 Historic Archaeological Survey

III.E.2.1. It is well known that the project area contains a high density of historic properties. These properties include those that have already been found eligible for and are listed in the National Register, those known properties potentially eligible for the Register, and those properties that may be eligible but are as yet unidentified. Background research into federal documentation will first be made to locate those properties already in the Register.

III.E.2.2. The following procedural steps will be taken to evaluate the various properties in terms of eligibility for the Register. Those above-ground and below-ground historic sites whose eligibility for the National Register is presently undetermined will be located and evaluated, and recommendations for National Register status will be made. Massachusetts Historical Commission surveys of historic buildings and historic-period maps will provide much of the necessary data on historic buildings and subsurface historic properties.

This process will be accomplished through several stages and will be guided by the current documentation in the Federal Register (36CFR66). Thus stages of investigation will be developed which move upward in level of complexity and which seek to eliminate areas from concern, reducing the final intensive examination to those zones which can be justified to contain properties significant to the history of the area.

A review of historic records and a study of environmental variables and past land use patterns will be made to provide a basis for predicting the location of previously unknown eligible properties. A ground reconnaissance will then be performed, to locate those properties which may be eligible for the National Register. Each historic property located will be evaluated to seek a determination of eligibility for the National Register in accordance with the requirements of 36CFR63.

III.E.2.3. The impacts of alternative designs on those properties determined eligible for the National Register must be mitigated. Mitigation recommendations will be developed that may range from in-place preservation to excavation prior to destruction. In the appraisal of alternative designs, comments from other study components will be responded to.

III.E.2.4. A text will be included in the Interim Report describing project impacts on historic properties and including mitigation recommendations for the selected scheme.

III.E.2.5. --

III.E.2.6. Mitigation measures for the basic design scheme will be developed in detail. Those properties that have been determined to be eligible for the Register that will not be preserved will in all likelihood be salvaged. This salvage must meet the data recovery standards described in 36CFR66 and result in a determination of No Adverse Effect when the properties are destroyed during construction.

III.E.2.7. The final comprehensive report will include the results of the historic archaeological survey and supporting data.

