



# PLAN: Newmarket

The 21st Century Economy Initiative



## The Boston Planning & Development Agency (BPDA)

*The Boston Planning & Development Agency (BPDA) is the planning and economic development agency for the City of Boston. The BPDA plans and guides inclusive growth in our city—creating opportunities for everyone to live, work and connect. Through our future-focused, citywide lens, we engage communities, implement new solutions, partner for greater impact and track progress.*

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# Acknowledgments

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# Executive Summary

PLAN: Newmarket lays out the vision and the tools for Newmarket to serve as a key center of industrial activity and employment for Boston residents, and an area primed to attract the industries of tomorrow.

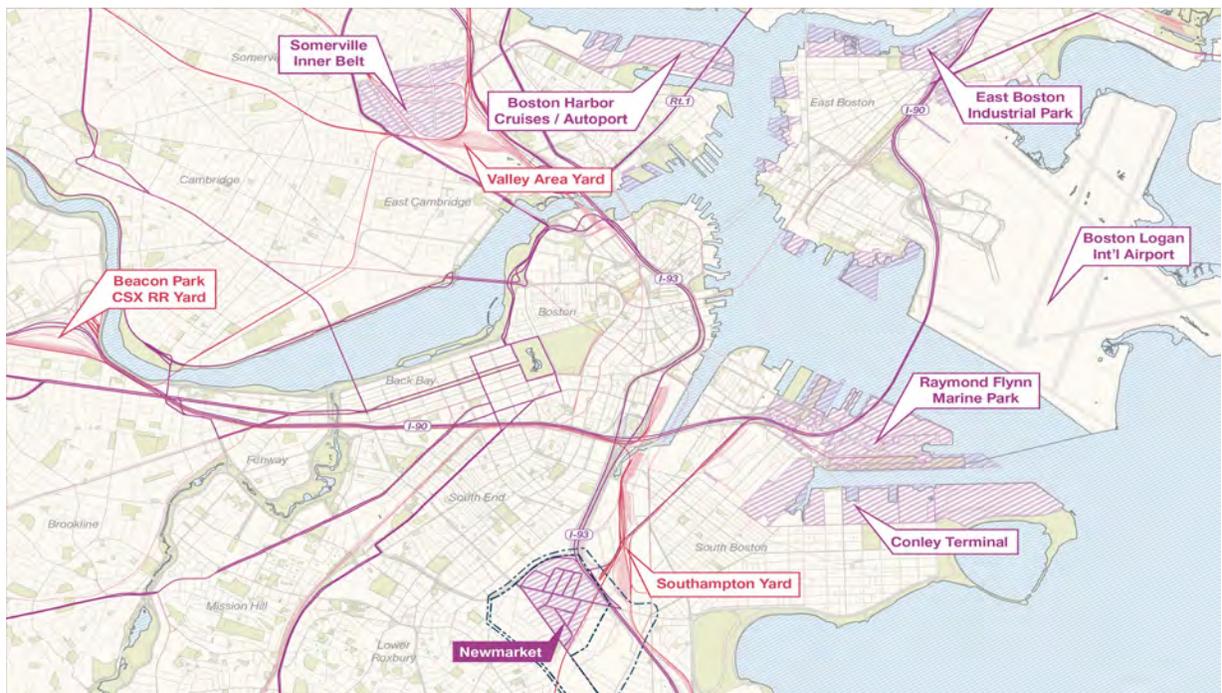
With PLAN: Newmarket, Boston once again chooses to affirm Newmarket as a center of jobs and industry. At the nexus of the Dorchester, Roxbury, South Boston, and South End neighborhoods, the Newmarket industrial district plays a fundamental role as a critical economic engine for the City and the region. PLAN: Newmarket balances two important neighborhood priorities: the preservation of traditional industrial businesses that have operated in Newmarket for decades, and the support industries of the future.

**Newmarket is essential to the regional economy.**

The success of Newmarket has profound implications for the success of Boston and eastern Massachusetts. Newmarket hosts businesses including manufacturing, distribution, and food services. The district is key center for Boston's creative and arts economy. Newmarket is home to a several critical government facilities, including the Boston Fire Department Headquarters and the 1010 Massachusetts Avenue municipal building.

## Planning Goals

PLAN: Newmarket uses tools from the



*Figure 0.1: Newmarket plays a distinct role within the broader local ecosystem of industrial districts in Boston. The district is part of a complex and overlapping logistics network that benefits from close proximity to the interstate highway system, the Port of Boston via the Haul Road, and Logan Airport.*

disciplines of land use regulation, urban design, transportation, and climate resilience planning to support essential urban industrial uses in a space-constrained and high cost environment adjacent to the urban core. This plan outlines recommendations to sustain and bolster the neighborhood's success, now and into the future.

Newmarket faces significant challenges related to the impact of **Boston's disproportionate share of care for people experiencing drug addiction and housing instability**. A confluence of human suffering has migrated to Boston's doorstep in the absence of adequate local service provision across the New England region. PLAN: Newmarket was developed in partnership with the agencies comprising the City's Coordinated Response Team, to complement the work of departments focused on immediate neighborhood needs.

**Furthering equity goals is important to the successful planning of Newmarket.**

Newmarket is unique among Boston neighborhoods because it hosts a variety of jobs that are accessible to individuals with a wide range of educational and experiential backgrounds. An exceptionally high proportion (41%) of the Newmarket workforce resides in Boston, with many individuals commuting from the adjacent neighborhoods of Roxbury and Dorchester. It is critical that this plan and its implementation preserve Newmarket as a jobs center for individuals who may find it increasingly difficult to find economic opportunity elsewhere in the city.

### **PLAN: Newmarket Goals**

- Maintain traditional industrial jobs
- Attract industries of tomorrow
- Promote job equity and access
- Support growth of arts, creative economy, and maker work spaces

### **How to use PLAN: Newmarket**

PLAN: Newmarket is a document about the future of industry in the City. The BPDA will need to work with other City stakeholders and officials not only to improve planning and review processes related to Newmarket, but also to implement this plan's zoning recommendations. The BPDA and City will then need to work with Newmarket and surrounding stakeholders, whether the business community or neighbors nearby, to ensure that Newmarket's evolution to embrace and support 21st century industry is effective and positive for all. This plan also refers to longer term recommendations around land use and circulation. The City's Planning Advisory Council, Transportation Department, and Public Works Departments should use this planning document as a guide to the longer-term circulation and mobility changes that will bring further improvements to the district.

# Land Use & Zoning

## Planning Goals

- Affirm the importance of Newmarket as a primarily industrial district by preserving existing industrial uses and supporting emerging and new industries.
- Preserve and support the creation of new artist work spaces.
- Focus on job creation and job retention in the urban core by creating jobs across the wage spectrum.

## Implementation Priorities

- Amend zoning text and map to reflect plan recommendations to preserve Newmarket's commercial and industrial nature.
- BPDA to coordinate with Office of Economic Opportunity and Inclusion and Newmarket BID to support existing businesses.
- BPDA to coordinate with Mayor's Office of Arts and Culture to support creative economy work space in Newmarket.

## Proposed Zoning Subdistricts

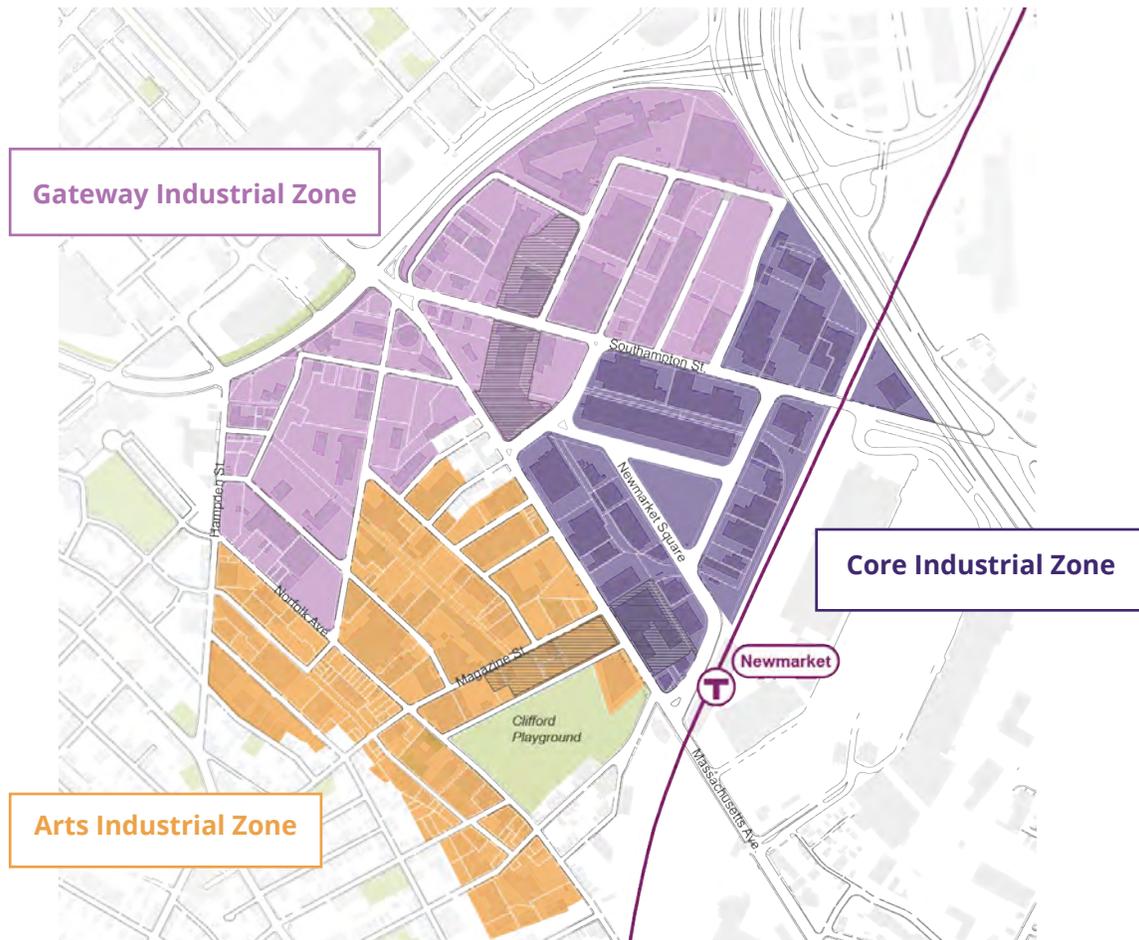


Figure 0.2 Recommended zoning subdistricts

# Urban Design & Public Realm

## Planning Goals

- Balance the safety of pedestrians and cyclists moving through the area (including employees, residents, and visitors) without impeding on the access needs and activity of industrial and distribution uses in the district, including trucking.
- Improve placemaking around key public points in the district, including the commuter rail station and the district's edge abutting residential neighborhoods.

## Implementation Priorities

- Ensure that the workforce-focused aspects of uses remain separated from the distribution-oriented aspects of uses, so that vehicle circulation does not impact pedestrian safety, and so that pedestrian safety measures do not impede traffic and vehicle flow.
- Establish design guidelines for better public realm experience including appropriate building scale and setback requirements, improved sidewalk conditions, and options for ground floor activation in certain areas.

## Example Building Prototype

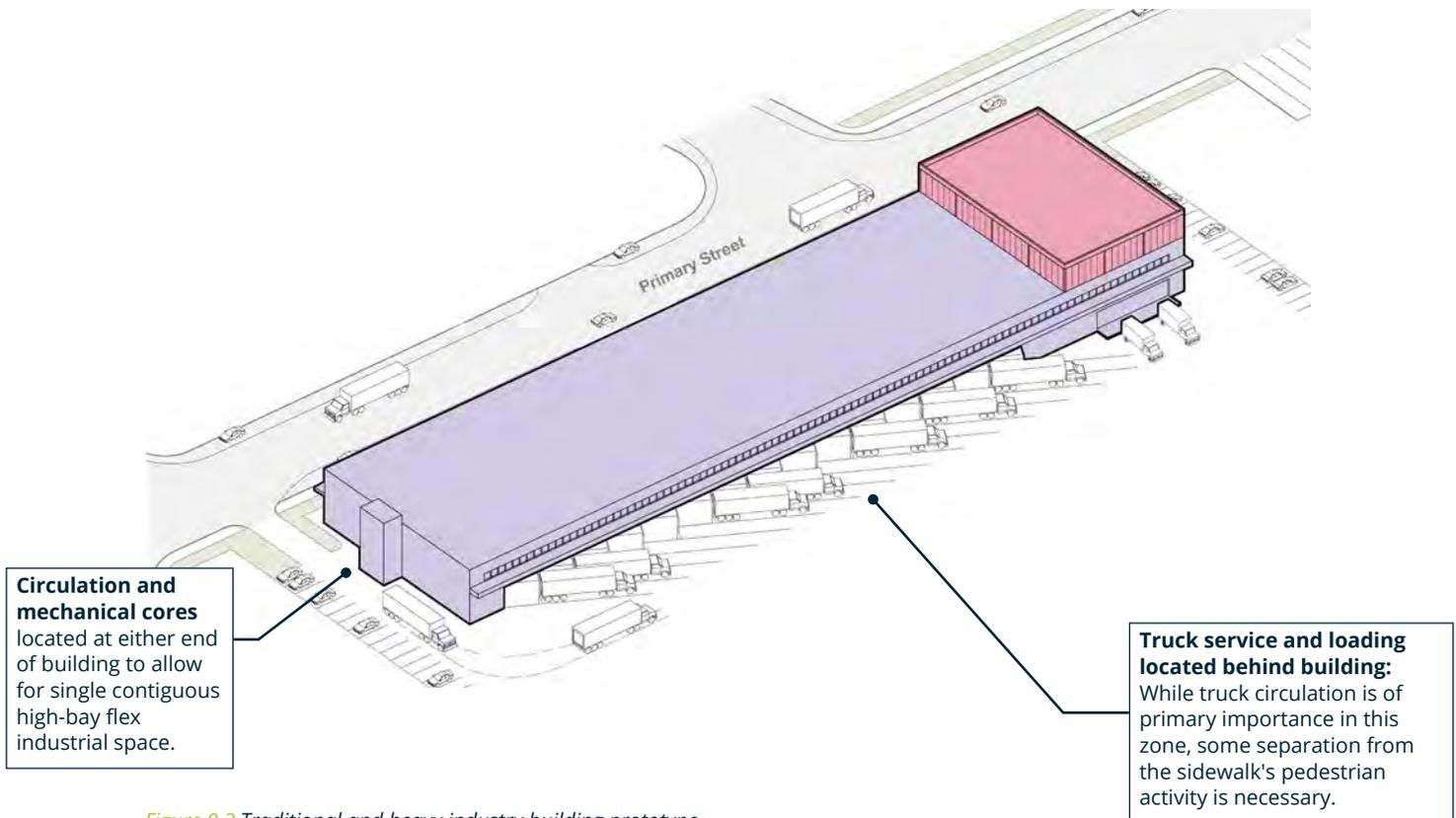


Figure 0.3 Traditional and heavy industry building prototype

# Climate Resilience

## Planning Goals

- Develop building, site, and transportation strategies shall eliminate, reduce, and mitigate the potential impacts of urban heat, stormwater flooding, sea level rise, poor air quality, and operational carbon emissions.
- Coordinate with citywide zoning infrastructure planning for coastal flooding resilience.

## Implementation Priorities

- Promote the use of permeable surfaces and other strategies that mitigate or reduce the district's overall risk of flooding.
- Incorporate strategies for green buffers to combat the district's urban heat island effect and improve stormwater management
- Implement back of sidewalk planting zones on public and private property to protect trees from truck movements.

## Existing Tree Canopy



Figure 0.4: Newmarket study area tree canopy averages 12% coverage, well below the city's average of 27% coverage. The area has seen less than 1% increase in canopy over the past 5 years. The approximate PLAN: Newmarket study area is highlighted above. (source: Canopy Change Assessment 2014-19)

# Transportation & Mobility

## Planning Goals

- Improve conditions for pedestrians, transit users, bicyclists, and professional and private vehicle operators.
- Ensure clarity on the street by providing safe and comfortable accommodations for all road users, particularly those that are most vulnerable, such as pedestrians.
- Create connections to the regional transportation network that support business operations in Newmarket.

## Implementation Priorities

- On key streets, reduce lane widths to control speed and reduce crashes.
- Add traffic calming measures when appropriate, whether speed humps, curb extensions, or other infrastructure changes.
- Restripe industrial streets to better separate loading, travel, and other mobility modes from one another.
- Complete sidewalk network to increase separation between pedestrians and vehicles.

## Mobility Planning Highlights

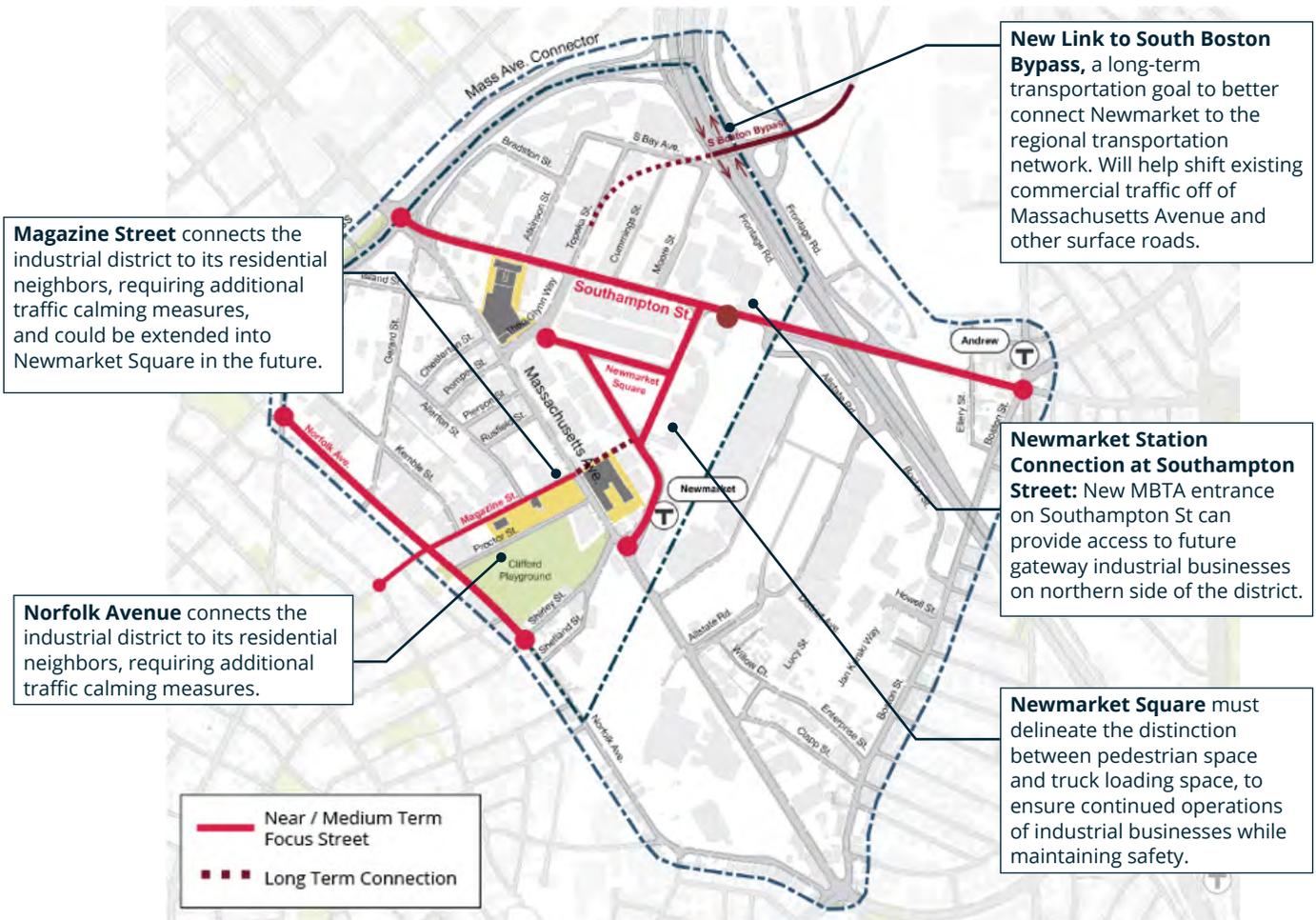


Figure 0.5: Key transportation recommendations



HAMPOEN ST  
DUBOS ST



W. MARKET ST  
E.A. SP...  
STORAGE

E.A. SP...

STORAGE

# 01 Introduction

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PLAN: Newmarket is a guide for predictable and inclusive growth, prioritizing the preservation and enhancement of employment and business opportunities, while creating a framework for 21st Century industry to thrive alongside essential urban industrial businesses.

In this section, learn more about:

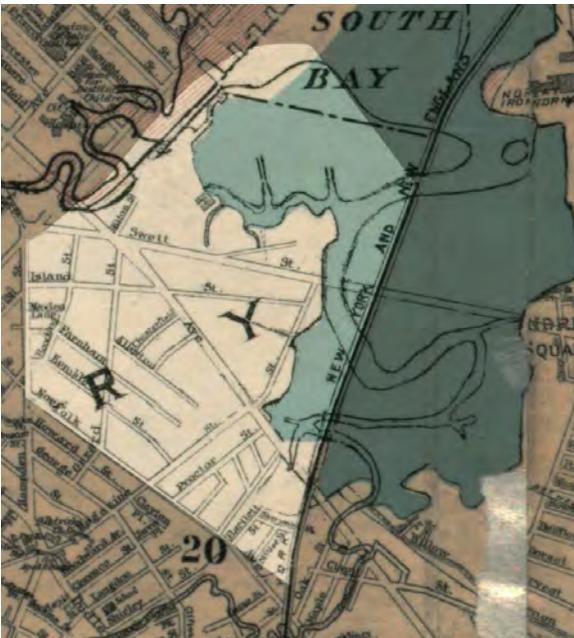
- 1.1 Newmarket's Industrial Legacy
- 1.2 Who Works in Newmarket Today
- 1.3 Citywide Planning Context
- 1.4 Vision and Goals
- 1.5 Public and Stakeholder Engagement

## 1.1 Newmarket's Industrial Legacy

The industrial origins of Newmarket date back to the mid 1800's when the City began to plan the land reclamation of South Bay. Newmarket's beginnings were driven by infrastructure needs.

Originally part of the Town of Roxbury before it was annexed to Boston in 1868, the northern and eastern parts of Newmarket were once marshland or part of South Bay, which was filled and planned for the railroad connecting Boston with New Haven and New York. The railroad infrastructure opened up this area for new industrial uses given the direct access to the railroad and ports. (Betsy Mason, *How Boston Made Itself Bigger*, National Geographic, June 2017)

Following the filling of South Bay tidal flats, manufacturing, particularly blacksmiths and leather shops, quickly took root throughout the neighborhood. By the late 1880s, these uses grew to include wool storage and sorting, distilleries, and piano manufacturing.



*Figure 1.1: PLAN: Newmarket study area highlighted above. Tidal flats in 1894 presage today's climate vulnerabilities. (map: Sampson, Murdock, & Co. Norman B. Levanthal Center, Boston Public Library)*

The history of 1010 Massachusetts Avenue is illustrative of Newmarket's evolving land uses. It was originally constructed and occupied by the Vose Piano Company in 1902. The Old Mr. Boston distillery was the next occupant in the building and remained there until the mid-1980s. (Joshua Glenn, *Looking for Old Mr. Boston*, Boston Globe, December 2003) Today, the building is owned by the City and hosts office space for agencies including the Parks and Recreation Department, Inspectional Services Department, and Public Health Commission.

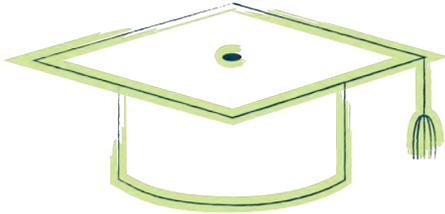


*Figure 1.2: Mr. Boston distillery at 1010 Massachusetts Avenue in 1930. (image: Tichnor Collection, Boston Public Library)*

In 1953, the Boston Redevelopment Authority and City began the process of relocating Boston's primary food distribution hub from Quincy Market and Faneuil Hall Market Downtown to Newmarket. This location offered better access to the freight rail and regional highway systems that had become essential to food distribution. Businesses were also attracted to relatively large land parcels suited warehouse dimensions, and proximate to the customers and workforce of the urban core.

Such locational advantages remain relevant today. Newmarket enjoys easy access to Logan International Airport, Downtown Boston, interstate highways 90 and 93, as well as major public transportation routes.

## 1.2 Who Works in Newmarket Today?



**33%** of Newmarket employees have a high school diploma or less. Citywide, only 28% Boston employees have a high school diploma or less. *Newmarket provides well-paying jobs to people with a range of educational backgrounds.*

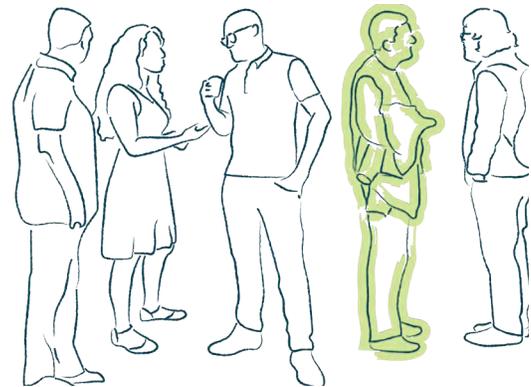


**74%** of payroll jobs in Newmarket pay more than \$3,333 per month. This is similar to the city as a whole: 71% of Boston's payroll jobs that pay more than \$3,333 per month.



**BOSTON**

**41%** of Newmarket employees live in Boston. Citywide, just 27% of people who work in Boston are also residents.



**19%** of Newmarket employees live in the adjacent neighborhoods of Dorchester, Roxbury, South End and South Boston. 60 percent of employees live 10 miles or less from work. *Newmarket is not only a regional employment center but also an important job center for the city.*

Figure 1.3: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics and BPDA Research Division Analysis.

## 1.3 Citywide Planning Context

### **PLAN: Newmarket builds off a community vision articulated in *Imagine Boston 2030*.**

The recommendations in this plan build off a community vision for the Newmarket industrial district outlined in *Imagine Boston 2030*, the most recent city-wide plan. This vision sought to retain a mix of land uses that support jobs and industry while excluding incompatible land uses such as new residential development.

PLAN: Newmarket uses tools from the disciplines of land use regulation, urban design, transportation, and climate resilience planning to support essential urban industrial uses in a space-constrained and high cost environment adjacent to the urban core.

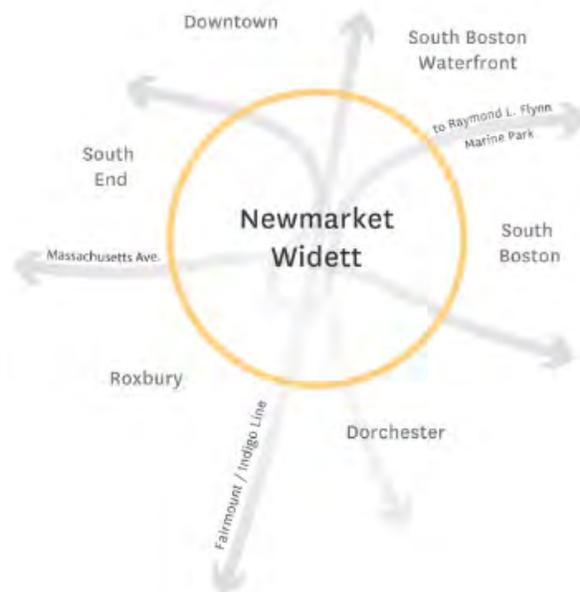
PLAN: Newmarket lays out the vision and the tools for Newmarket to continue to serve as a key center of employment for Boston residents and an area primed to attract investment in the industries of tomorrow. This affirmation of Newmarket as Boston's industrial center allows the city to unlock the latent potential of other geographies to host much needed housing and transit-anchored mixed-used development.

Encouraging diversified economic growth in Newmarket requires recognizing the fundamental tension between its long history as a food distribution hub versus the need for it to embrace the 21st Century economy. Newmarket currently serves the essential function of providing Boston with services and supplies related to food, construction, and building materials, with close proximity to downtown. These jobs, however, are sparse and situated within a land-constrained, growing city that needs job density and a diversified economy to thrive.

Newmarket is a critical opportunity for the City of Boston to grow burgeoning creative

and office-based jobs alongside light industry. Compatibility between these uses and the wide range of important social services provided by the city is very much an unsolved problem.

Moreover, the chance to address disparities between surrounding neighborhoods and Boston's knowledge economy engine must not be squandered, especially as the City continues to make it a primary policy goal to reduce the challenges faces by its citizens who are most at risk of being left behind during this macroeconomic shift. All of these efforts must justify the continued role of an inner-core industrial area in Boston, to prevent Newmarket's conversion into residential or non-industrial office uses.



*Figure 1.4: Imagine Boston 2030 identified the Newmarket neighborhood as a critical center for industry both for the city and the region. Planning studies for Newmarket, including this Plan, are to be focused on creating a non-residential, jobs-centered land use mix. (Graphic: Imagine Boston 2030)*

## 1.4 Vision and Goals

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*PLAN: Newmarket lays out the vision and the tools for Newmarket to continue to serve as a key center of employment for Boston residents and an area primed to attract investment in the industries of tomorrow.*

### **PLAN: Newmarket Core Policy Goals**

- Preserve Newmarket as a center for traditional industrial jobs
- Attract industries of tomorrow by identifying uses that leverage the area's unique locational advantages
- Identify a land use framework, public realm improvements, and infrastructure changes necessary to support the industries of tomorrow
- Improve access to jobs and services across all modes of travel
- Prevent displacement and support the continued growth and success of artists, and creative economy-related uses, such as maker spaces or shared production facilities

### **Key Recommendations**

PLAN: Newmarket uses tools from the disciplines of land use regulation, urban design, transportation, and climate resilience planning to support essential urban industrial uses in a space-constrained and high cost environment adjacent to the urban core. Planning recommendations found in this document are guided by the core goals outlined above and organized by the topics on the right: ►

#### **Land Use and Economic Development**

The plan prioritizes preservation and production of new ground floor spaces that best serve Newmarket's traditional industrial users, specifically businesses focused on: production, distribution, repair, and the creative economy. Updated zoning enables growth in select geographies and on upper levels for commercial business.

#### **Urban Design and Public Realm**

The plan provides a framework for a safe and resilient public realm and building form that is flexible and adaptable, with a central goal to balance the district's industrial uses with the needs of other users including employees, visitors and nearby residents while ensuring that the district remains viable and compatible with current industrial uses.

#### **Climate Resilience**

This plan aligns with Boston's goals for resilient climate-ready districts through the incorporation of green infrastructure, smart surfaces, high performance-carbon free buildings and advanced district energy systems. These core elements strengthen the district's resilience against carbon emissions, stormwater flooding and associated effects of urban heat island.

#### **Transportation and Mobility**

Recommendations range from the intersection-specific to the district-wide, and from the short-term to the medium- and long-term. This study also anticipates the eventual long-term realignment of major thoroughfares and circulation patterns to better create efficiencies relative to district needs. The mobility recommendations in this document are intended to guide future design and implementation decisions and will require further design and analysis.

## Defining 21st Century Industry

Over the past several decades, an extensive structural shift in the urban economy has occurred. Technology, urban development, and globalization have dramatically reshaped urban industry, and the line between industry and other sectors is increasingly blurred.

Industry in Boston and in urban economies across the United States has evolved rapidly since the time when manufacturing was the backbone of the country's economy. Urban manufacturing is increasingly smaller and cleaner, with boundaries increasingly blurred between manufacturing, creative, tech, and research and development uses.

American economy is rapidly evolving and of great urgency. The City of Boston and Commonwealth of Massachusetts alike have struggled in recent decades with identifying a clear strategy that appropriately balances the wide range of competing forces vying for control of these spaces in our city. In 2023, after many lessons learned through the COVID-19, and as laboratories, life sciences, biotechnology companies' role in the regional economy have skyrocketed, the pressures on existing businesses in Newmarket are intense, and the difficulties for those businesses to stay in Newmarket grows each year.



Figure 1.5: Newmarket Square (photo: Utile staff)

### What is 21st Century Industry?

As defined by PLAN: Newmarket, a *21st Century industrial neighborhood* is designed to sustain and retain legacy arts and industrial uses, while welcoming compatible commercial uses centered on newer technologies.

The policies put forward by PLAN: Newmarket seek to prepare the district for new uses, while supporting the retention of existing businesses, industries, and creative economy uses that cannot easily relocate to other Boston neighborhoods.

A large footprint of goods movement industrial uses including whole-sale, construction, warehousing, and last-mile distribution also remain critical to urban economies and seek to locate in targeted locations within cities near the customers and work sites they serve. Between 2011 and 2017, the fastest-growing industrial sectors in Boston were construction, transportation, and warehousing—industrial sectors that must grow as the city grows.

The changing role of industry in the modern

As Boston's economy has grown and diversified, industrial areas of Boston no longer contain just production, distribution, repair uses. Several contain a dynamic mix of arts, design, tech, and other professional services businesses. Planning for the future of Newmarket's industrial area must strike a balance between increasing job density and diversifying the mix of uses, while protecting light manufacturing and the essential heavy industrial uses that keep Boston running.

## Planning Framework

**PLAN:** Newmarket's land use and design regulations, including dimensions such as building heights and sizes, balance competing interests held by the stakeholders through policies recommendations informed by the knowledge of planning practitioners, market observations, and examples of strategies that have been tried in other cities.

**Traditional Industry:** Newmarket is uniquely positioned for distribution, and food-related sectors due to its:

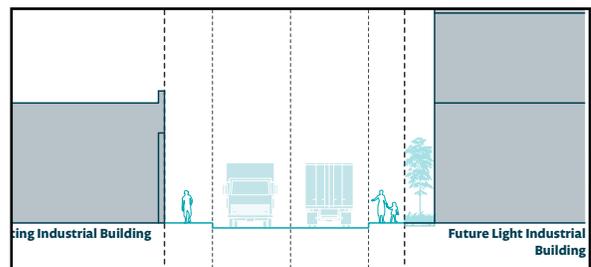
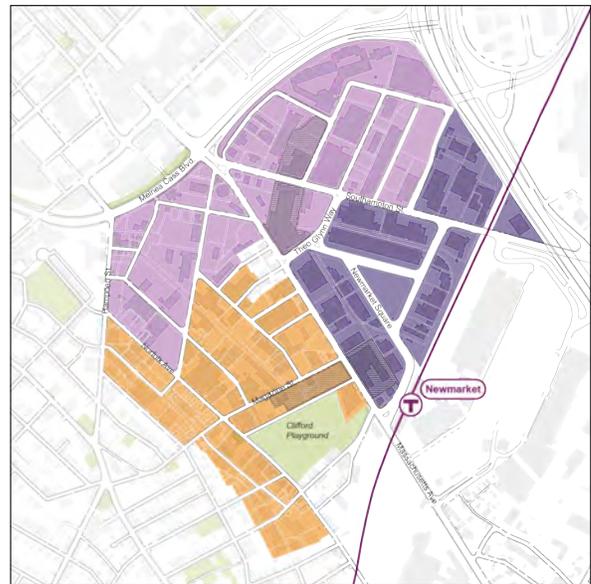
- Nearby infrastructure and workforce
- Existing industrial building stock and zoning
- Rich history in food distribution manufacturing.

**Light Industry:** Smaller industrial businesses without the large-scale footprint demands of other land uses are able to capitalize on proximity to the downtown core to expand their target audiences.

**Creative Economy Work Space:** Newmarket began to attract painters, sculptors, and other artists in the 1980's. While arts uses have been lost over time across Boston, this area remains well-suited to non-residential artist work spaces. The neighborhood is characterized by:

- Flexible, large, and relative affordable spaces
- Centrally located, yet removed from residential and commercial uses sensitive to impacts such as sound and vibration

This plan seeks to help Newmarket avoid the potential hazards that often befall industrial districts, whether that be heated price speculation pricing out existing tenants; fully stalled redevelopment due to overly onerous or unrealistic demands; or well-intentioned regulations meant to ensure industrial character that are too easily bypassed in regulatory review and enforcement processes.



*Figure 1.6: Future zoning forms the foundation for urban design and public realm guidelines, which climate resilience and transportation infrastructure recommendations then are added to.*

## 1.5 Public and Stakeholder Engagement



### Overview

The community engagement process that shaped PLAN: Newmarket included over 23 public meetings and dozens of stakeholder interviews over the course of nearly four years. The process kicked off in late 2019 with open houses and “chat with a planner” events that informed the initial scoping of the project and consultant selection.

The community engagement process began in earnest in early 2020 and continued through mid 2023, roughly tracking the timeline of the COVID pandemic’s great impact.

Public health constraints of COVID as well as the setting of an industrial neighborhood presented new challenges for planning staff accustomed to in-person engagement for residential and mixed-use neighborhoods.

Over the course of the process, the team sought to combine in person and remote engagement events in a manner that effectively engaged stakeholders representing the business and property owners, as well as the population of people who work in the neighborhood.



**Stakeholder Identification**

Property and business owners advocated for the City to initially undertake the PLAN process, and subsequently played a large role in shaping its outcomes. These stakeholders engaged in the process as members of the initiative's Advisory Group, through direct participation at events and with staff, and under the auspices of the Business Improvement District.

As an initiative focused on jobs, planning staff sought early on to learn more about who works in the neighborhood. Strikingly, roughly one quarter of people who work in Newmarket live in the immediately adjacent neighborhoods of

Dorchester, Roxbury, South Boston, and the South End.

Given this unusually high concentration of local employment, BPDA engaged Rivera, Inc. to ensure that the goals and interests of all stakeholders who may benefit from employment in Newmarket were equitably represented in the planning process.

Following from the Rivera team's recommendations, planning staff adjusted engagement efforts to better consider the needs of stakeholders who live outside of the study area. This approach of deliberate sustained inclusion of residents of other

neighborhoods is atypical for BPDA neighborhood planning processes

Following recommendations of the Rivera team, outreach focused on residents of the neighborhoods along the MBTA Fairmount line, including those which comprised the highest percentages of people working in Newmarket: Dorchester at 10.5%, Roxbury at 4.5%, and Hyde Park at 3.7%. The Rivera team's engagement and policy recommendations are included as an appendix to this document.

While stakeholders who live in these neighborhoods influenced the policy recommendations of this document, Newmarket property and business owners came to form the majority of participants in most PLAN: Newmarket public events.

**Relation to Quality of Life Programs**

The impact of Newmarket's concentration of service providers is a primary and urgent concern for neighborhood stakeholders. Given the gravity and immediacy of these challenges,

the PLAN: Newmarket process sought to support the work of the Newmarket Business Improvement District, and Boston's public health and public safety agencies.

PLAN: Newmarket team members staffed the City's interdepartmental task forces focused on immediate needs including: the Mass and Cass Task Force, Mass/Cass 2.0, and the Mayor's Office Coordinated Response Team.

The work of these groups and the Business Improvement District focuses on public safety and law enforcement, emergency medical services, needle and litter removal, routine street and sidewalk maintenance, as well as the provision of services at the City of Boston's Atkinson Street Engagement Center, a low-threshold daytime space for individuals navigating homelessness and substance use.

PLAN: Newmarket responds to stakeholder concerns about the built environment through a more long-range focus on public realm and land use in the coming decades. The policy



Figure 1.8 The product of one of several participatory exercises to map important centers of employment.

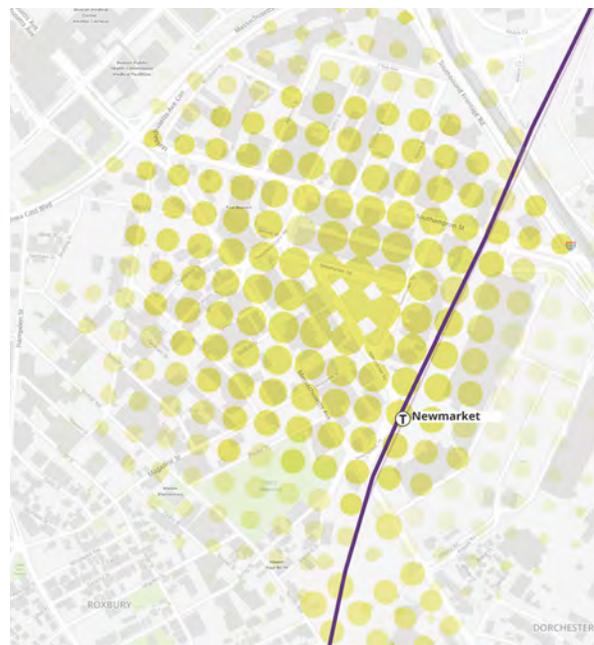


Figure 1.9 An amalgamated map representing stakeholder-identified areas for planning study. The bounds of the PLAN: Newmarket study area are based on this exercise.

goals of PLAN: Newmarket were created with the input of the City's departments working on the front lines of public safety and quality of life issues, and are intended to work synergistically with their efforts.

### **Geographic Scope**

Stakeholders affirmed the planning team's understanding that the geography commonly defined as the Newmarket neighborhood encompasses a geography larger than the Zoning Codes's Newmarket Neighborhood District.

Transportation infrastructure marks clear breaks in the fabric of the built environment along three edges of the study area: the MTBA's Fairmont Line to the south, I-93 to the east, and the Mass Ave Connector to the north. The eastern edge of the study area proved more difficult to define, with industrial and residential uses interwoven along the edge of Roxbury and Newmarket. In response to stakeholder input emphasizing retention

of residential use east of Newmarket, the planning team recommended planning for commercial zoning and land use only in areas already commercially zoned at the outset of the process.

Early in the process, the planning team noted that the act of defining a study area is, *prima facie*, a policy decision that should be based upon stakeholder input. As an early action item, the process used crowd-sourcing to exercises to define the Newmarket planning area, as distinct from the preexisting Newmarket zoning district. Figure 1.8 is an example of such an exercise, where public meeting participants were asked to identify important job centers in the Newmarket area.

Input from such exercises was amalgamated into the first study area map depicted in figure 1.9. This map was employed as a starting point for planning activities and evolved into the land use and transportation planning area maps described in subsequent chapters .



*Figure 1.10* Members of the public meet with BPDA Planning staff at a PLAN: Newmarket kick-off open house in 2019. (photo BPDA staff)

## Key Partners & Events

### *Advisory Group*

The PLAN: Newmarket initiative has an Advisory Group (AG) that meets regularly to discuss all planning topics including land use, public realm and urban design, zoning, and transportation and mobility. An AG is a group of community members who work closely and regularly to assist BPDA staff throughout the entirety of a planning process. An AG is formed through a process of self-nomination and nomination by local elected officials.

The AG has formally met with the planning team on over 15 occasions in a mix of virtual, in-person, and hybrid settings to assess and discuss the planning topics mentioned above and more. Members of the public were invited to and participated in all AG meetings.

### *Business Improvement District*

A Business Improvement District, or BID, is a legally established, contiguous geographic area within which property and business owners elect to make a collective contribution to initiate, manage, and finance supplemental services for the maintenance, development and promotion of their commercial district.



*Figure 1.11 Throughout the planning process, BPDA staff led walking tours of Newmarket. (photo: BPDA staff)*



*Figure 1.12 PLAN: Newmarket staff lead a hybrid Advisory Group meeting, online and in person at the Record Co, 960 Massachusetts Avenue (photo: BPDA staff)*

There are currently BID's in almost 1,000 towns and cities in the U.S., and thousands throughout the world.

The PLAN: Newmarket team worked closely with the Newmarket BID throughout the planning process. The organization's leadership team and its members who served on the Advisory Group were a guiding force in shaping the PLAN: Newmarket initiative.

### *Chats with a Planner and Human-Centered Design Labs*

Chats with a Planner and Human-Centered Design Labs are both less than traditional, but highly valuable engagement efforts intended to "meet people where they are at." Chats with a Planner are opportunities for informal conversation between residents and planners to share ideas and concerns about planning in the area.

Human-Centered Design Labs are moments for community stakeholders and planners to workshop possibilities for co-defining challenges and co-shaping solutions

The Discover Newmarket event invited members of the public to explore different businesses in Newmarket while taking note of challenges and opportunities for improvements as they walked through Newmarket's public spaces.

Throughout the PLAN: Newmarket process, there has been a total of nearly 10 of these engagement efforts, which have taken place both virtually and in-person at various Newmarket locations and spaces.

### ***Action for Equity***

Action for Equity, formed in 2017, as a coalition of community-based and social justice organizations to create and implement policies to address the issue of race and class inequities. The coalition brings together advocates from housing, jobs, transportation and health to promote a holistic approach for reducing disparities faced by low-income communities and communities of color in the greater Boston region.

Action for Equity has played, and continues to play a critical role in advancing access to quality jobs for Black, and Indigenous, and people of color especially along Boston's Fairmount Corridor.

In Newmarket, these quality jobs relate to the vision for a 21st Century industrial neighborhood, some of which have been include lab and life sciences, green technology, and advanced manufacturing. Among other efforts, the continued advocacy of Action for Equity has contributed to improvements and advancements of both Boston's Linkage Policy and An Act Improving Rail Service on the Fairmount Commuter Rail Line.



*Figure 1.13 Photos from Discover Newmarket, one of the Human-Centered Design Labs the planning team organized. (photos: BPDA staff)*

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# 02 Land Use & Zoning

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In this section, learn more about:

- 2.1 Urban Industry Trends
- 2.2 Land Use Framework
- 2.3 Zoning Updates

## 2.1 Urban Industry Trends

*Today, there are many challenges of operating an industrial business in an urban context—challenges that include higher costs of real estate, higher operating costs, and aging infrastructure. A plan for Newmarket must acknowledge the economic realities of today and the future.*

Given the relative costs and inefficiencies of locating in urban areas, industrial businesses typically choose to locate in cities only when the advantages of proximity outweigh the disadvantages.

Interviews with business owners revealed a pattern of prioritizing Newmarket's location advantages due to its: proximity to customers, strong local workforce, and location at both the center of the metro area, and at a key interface point between Boston's regional and local road networks.

Such strengths align particularly well with food production and distribution, which place a premium on low transportation costs and proximity to customers. Similarly, Newmarket's

rental and repair businesses serving the construction industry place a premium on accessibility to customers in the urban core.

Urban manufacturing is increasingly smaller and cleaner, with boundaries increasingly blurred between manufacturing, creative, tech, and research and development uses.

Such specialized manufacturing businesses are located in Boston for a variety of reasons, including proximity to related, growing industries (such as life sciences), access to consumers willing to pay a premium for custom products, or access to specialized talent. After deep losses in past decades, manufacturing jobs in Boston have somewhat stabilized in recent years.



Figure 2.1: Deterrents for industrial businesses considering urban locations

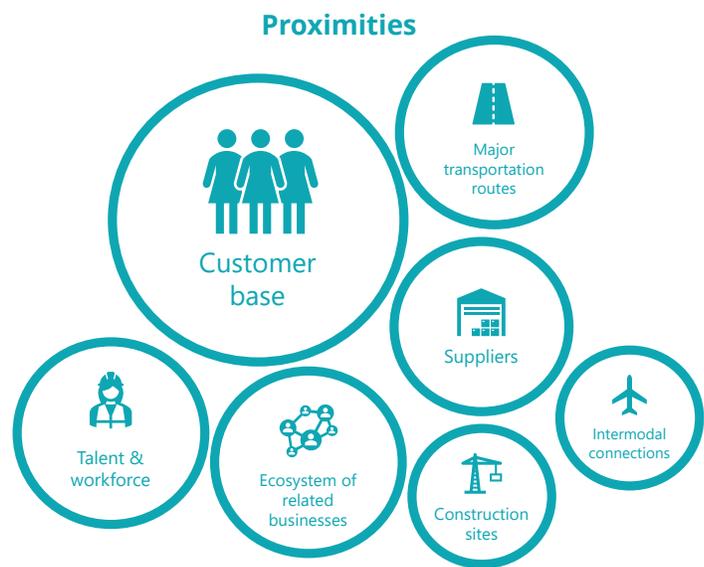


Figure 2.2: Incentives for industrial businesses considering urban locations

In cities across the country, a number of emerging uses have begun to appear in industrial districts benefiting from urban industry's key locational drivers, including:

**Niche / Creative Manufacturing**

Manufacturing businesses continue to leave cities, but some remain that are driven by creativity and consumer demand for niche products. These tend to be in specialized, high-end, low-impact, and/or small-scale sectors like food and consumer goods, and often include accessory retail.



Figure 2.3: Bully Boy Distillers on Cedric Street, Newmarket. (photo: Bully Boy)

**Technology Development**

Some urban manufacturing is driven by technology and proximity to research and development in urban areas. This includes industries like advanced manufacturing and prototyping which support the start-up phase of production and urban agriculture that benefits from proximity to consumers and research institutions.



Figure 2.4: Amazon prototype drone (photo: Amazon)

**Proximity to Customer Base**

COVID-19 has accelerated the growth of e-commerce and its impact on urban industry. The sector is reshaping the industrial market, with last-mile distribution centers driving rents and land costs higher. These distribution hubs seek proximity to urban populations and transportation infrastructure.

Across all business sectors, localized distribution reduces both the fiscal and environmental costs associated with the movement of goods.

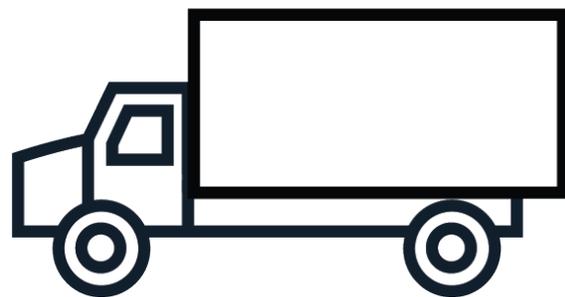


Figure 2.5: Newmarket is centrally located in the urban core (graphic: BPDA)

## Industry in Newmarket

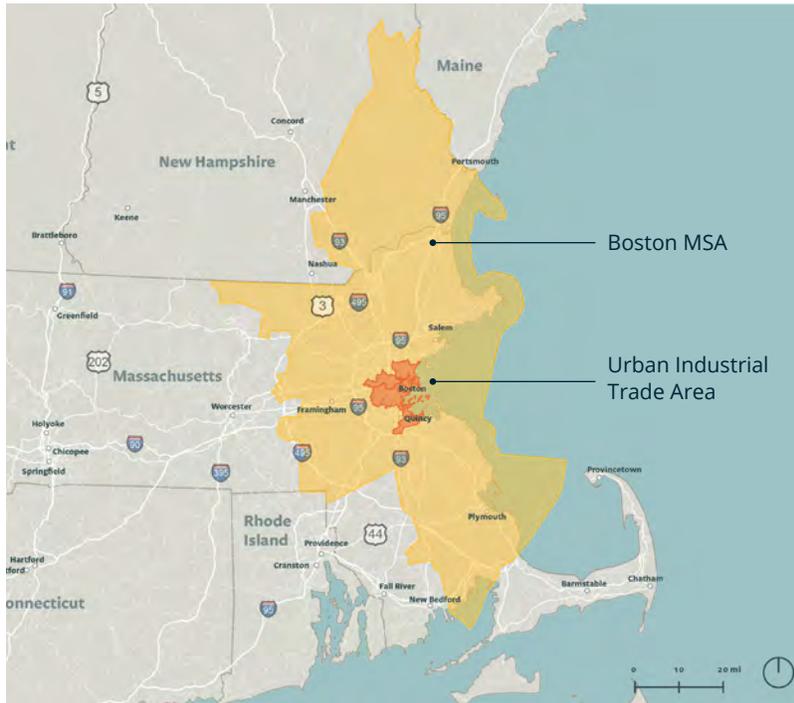


Figure 2.6: Metropolitan Statistical Area for Boston, as defined by the U.S. Office of Management and Budget.

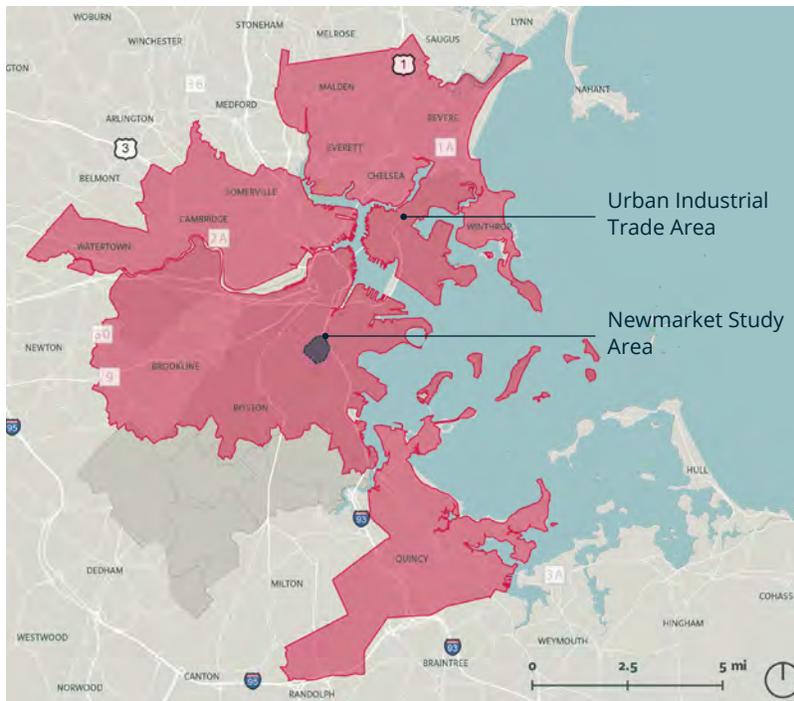


Figure 2.7: Urban industrial trade area, as defined by PLAN: Newmarket.

### Defining Boston’s urban industrial trade area and the region

To better understand urban industry in the Boston area, the planning team developed a custom boundary for Boston’s urban industrial trade area—areas where urban industry is likely to seek to locate—to compare to Newmarket and the non-urban Metropolitan Statistical Area.

A key initial question was to determine the areas for comparison. The yellow shape represents the broader Metropolitan Statistical Area for Boston, where broad economic comparisons can be made. (figure 2.6)

The red shape is what the planning team refers to as the “urban industrial trade area,” representing the general area both where Newmarket tenants are likely to try to serve and where potential alternative industrial sites might locate themselves. (figure 2.7) This boundary helps determine what makes Newmarket distinct within the local industrial ecosystem, which helped stakeholders and project staff prioritize objectives for the planning process.

### Industry in Newmarket, the Trade Area and the Region

Distribution, which seeks to be near urban population centers, constitutes a higher share of industrial jobs in the trade area and Newmarket than in the rest of the MSA, which has a greater share of production jobs. Localized distribution reduces environmental both impacts and business costs.

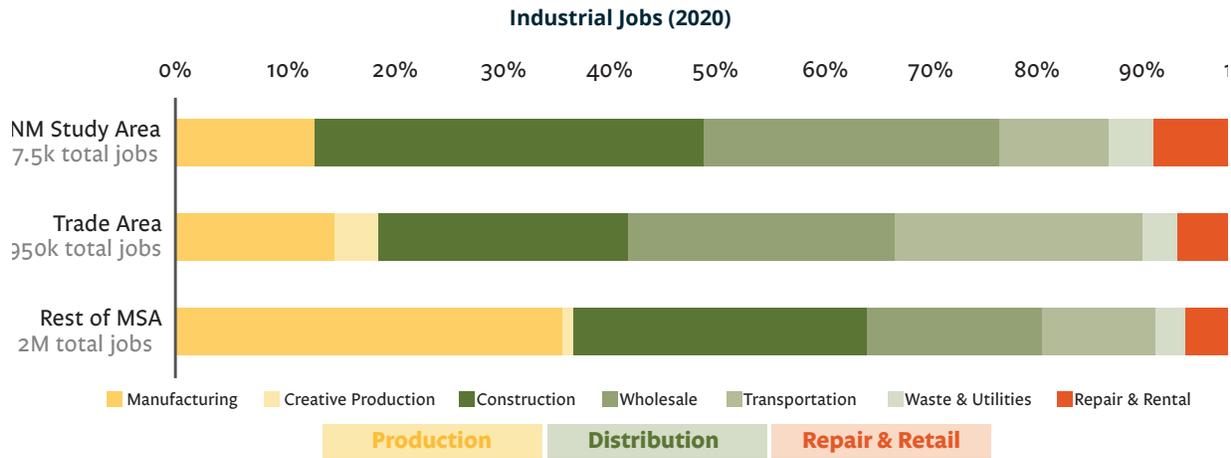


Figure 2.8: Data source: InfoUSA, EMSI.

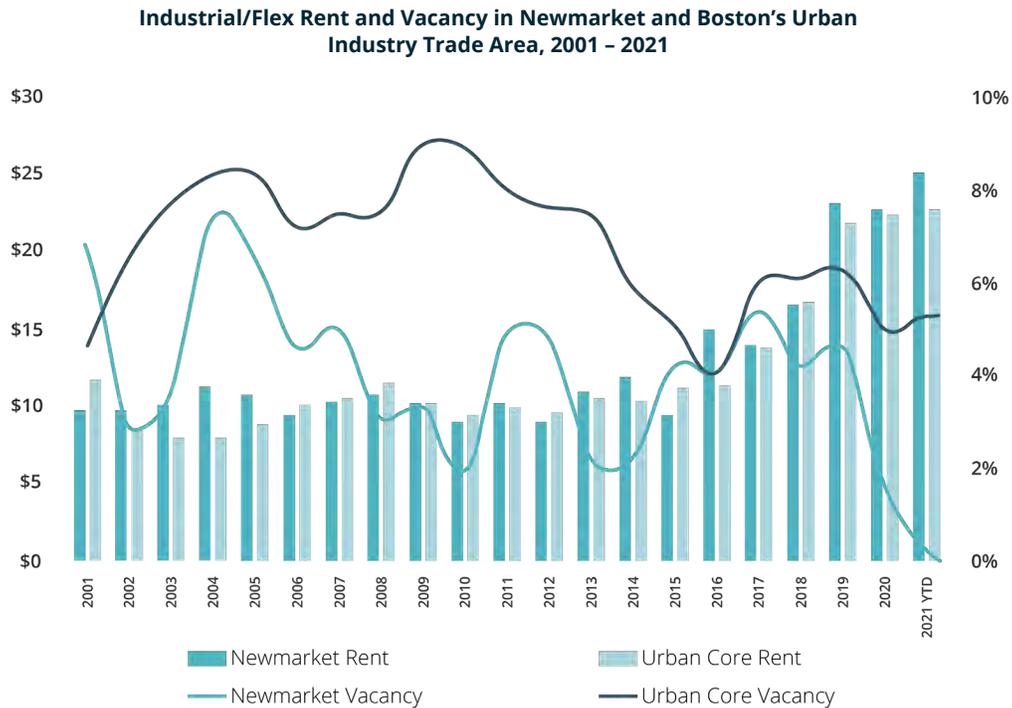


Figure 2.9: Data source: CoStar.

## 2.2 Land Use Framework

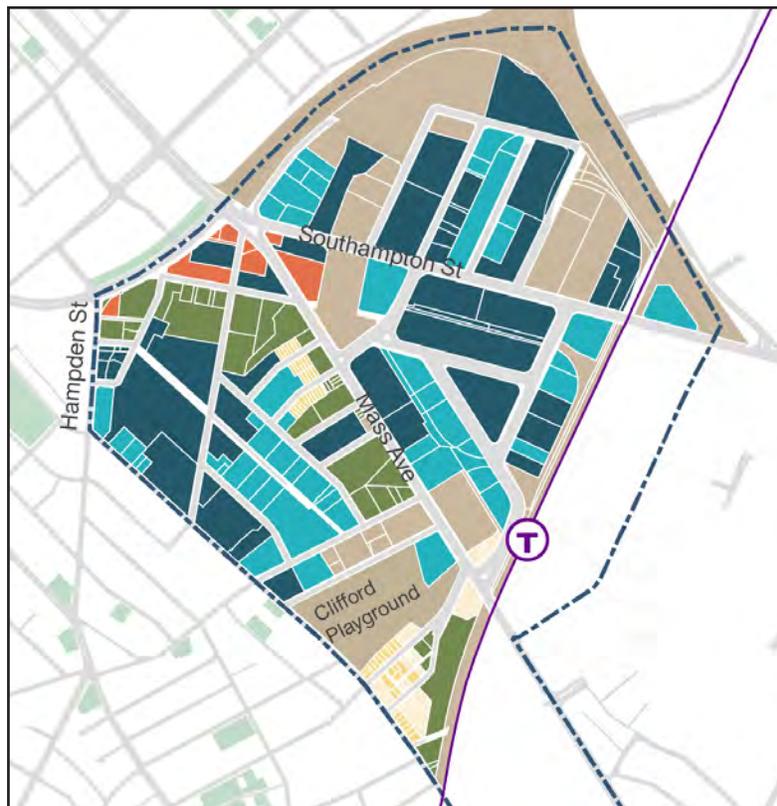
*Industrial businesses can generally be defined by their preference for space in commercial zones, typically with lower per square foot rents, larger floor plates, and separation from residential uses. Industrial sectors are broken down into three high-level categories: Production, Distribution, and Repair.*

A primary and driving decision point in this plan relates to the definition of 21st century industry, which itself determines to what kinds of industry could or should occupy Newmarket now and in the future. This led to a multi-stage process early on in the planning effort where the planning team assessed the current industrial uses present in Newmarket and tried to create a “taxonomy” of how these uses relate.

Drawing upon precedents from other American cities, the planning team created a multi-tier set of categories. The first tier distinguished overall industrial uses in Newmarket as fitting into one of the three categories of “production,” “distribution,” or “repair and rental.” From there, the taxonomy took the

primary sectors of manufacturing, creative production, construction, transportation, wholesale and e-commerce, waste and utilities, and repair and rental, and fit those within the three PDR categories. Finally, more detailed subcategories have been filed under these sectors. This categorization at different levels makes it easier to discuss how the different industrial businesses in Newmarket differ from one another.

From there, the planning team—using a combination of tax assessor land use categorizations, site visits, one-by-one business enumerations, and spot checks comparing the two—divided up all businesses in Newmarket into their respective overall categories of Production, Distribution, or



*Figure 2.10:*  
Spatial distribution of industrial uses:  
Production (light blue)  
Distribution (dark blue)  
Repair/rental (green)

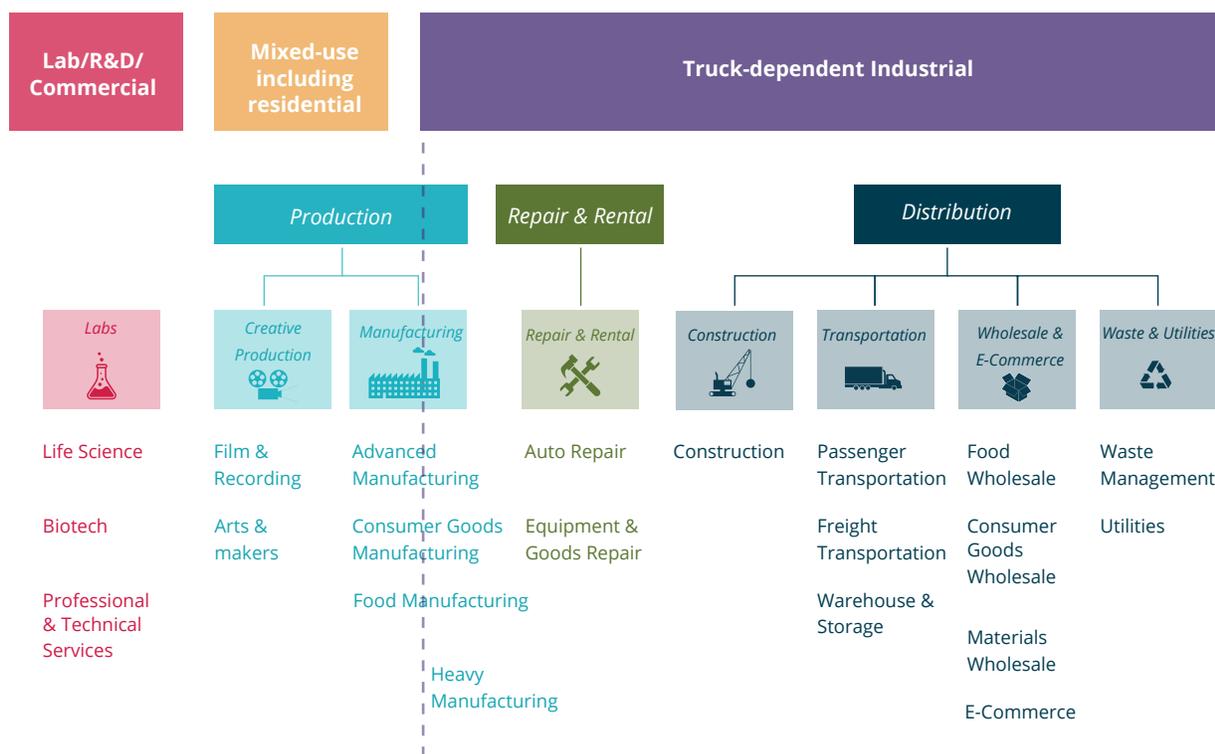


Figure 2.11: Industrial use taxonomy.

Repair and Rental. While the distribution of these businesses across the district does not neatly break into clear exclusive zones, some patterns did emerge. The central triangle of Newmarket is almost entirely distribution-focused. The southwestern portion of Newmarket beyond Massachusetts Avenue has a primary concentration of production uses, combining both manufacturing and creative uses. Newmarket north of Southampton Street is split fairly evenly between different uses. Centered around the Mass and Cass intersection is a particular concentration of repair and rental uses.

From here, the planning team worked to merge this policy-based analysis of industrial uses and combine with transportation, urban design, and land use considerations. This involved a different set of categories, which can be seen on the first row of the diagram above: lab/commercial uses, commercial/residential (mixed-use), and truck-dependent industrial. As can be seen, this set of three categories aligns

in different ways with the other pure industrial analysis of production, distribution, and repair and rental, with the primary distinction being that distribution, repair and rental, and the manufacturing half of production all can be considered truck-dependent industrial uses.

Similarly, other lighter types of manufacturing and creative production are the kinds of industrial uses that could be compatible with commercial and arts use, or act as a buffer to adjacent residential neighborhoods. Finally, high-rise labs with a distinctly office-focused character are not compatible with direct proximity or adjacency to truck-dependent industrial. Like residential use, the sights and sounds of a working industrial neighborhood are generally not compatible with typical expectations for the environs of high-rise lab/office tenants. The presence of such buildings in Newmarket should be mediated to ensure compatibility with industry.

## 2.3 Zoning Highlights

PLAN: Newmarket land use and economic development recommendations **prioritize preservation and production of ground floor spaces suited to Newmarket’s traditional industrial users, specifically businesses focused on: production, distribution, repair, and the creative economy.**

For all existing residential zoning subdistricts: this plan recommends no changes to zoning.

Longstanding concerns about the role of addiction and recovery services in Newmarket remains a critical issue to be addressed in the district. PLAN: Newmarket recommends the gradual geographic dispersion of recovery service providers.

To effectuate a de-concentration of addiction and recovery services, existing services may remain in the neighborhood, but addiction and recovery services will not be an allowed use in the zoning code.

Residential use is and will continue to be an inappropriate use: industrial land uses and their attendant impacts do not support a thriving residential neighborhood. Throughout the planning process, participants emphasized that new residential use would be an

inappropriate addition to the business-centric neighborhood.

Building dimensions are currently limited in zoning by a maximum floor area ratio (FAR) of 2.0. This regulation constrains building form and dimension in manner that is inconsistent with the land use and design goals developed through PLAN: Newmarket.

To implement the design guidelines described in Chapter 3, planning staff developed recommendations for new height limits based on number of stories, rather than FAR (see figure 2.14).

Planning staff worked with stakeholders to address a desire for flexibility in regulating building dimension. Figure 2.12 is an example of materials reviewed in developing height recommendations that provide significantly more flexibility for typical floor plates, compared to FAR-derived height limits.

Process participants also desired flexibility in the regulation of use, which informed goals that prioritize both retention of existing essential industries and attraction of new commercial investment.

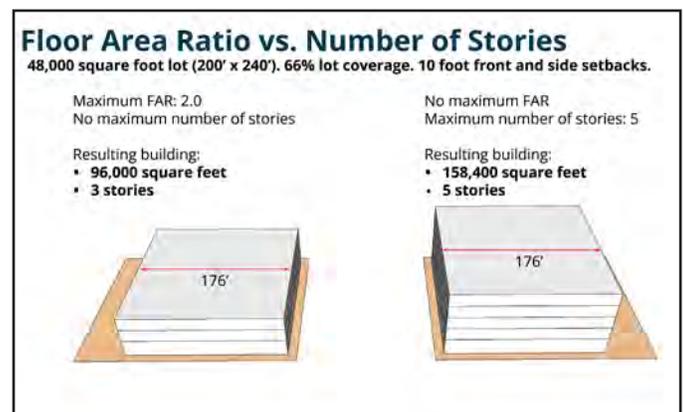
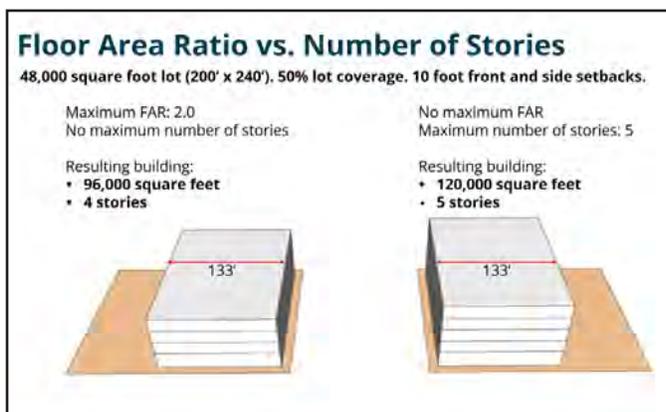


Figure 2.12: Comparing building scales regulated by FAR versus height.

Analogous to planning and zoning requirements for ground floor restaurant or retail space in mixed-use neighborhoods, PLAN: Newmarket’s ground floor regulations fulfill a primary planning goal of preventing the displacement of space for traditional industrial businesses.

New development will be required to provide space to traditional industrial uses (production/distribution/repair/creative economy) on the lower levels, with higher-value market based commercial uses located above. The retention of these businesses, and the employment they provide, is essential to Boston’s economic vitality.

### **Gateway Industrial Zone**

Businesses that are new to the neighborhood are expected to locate here in mixed use developments featuring the types of businesses currently found in Newmarket, combined with research, lab, R&D, prototyping, advanced manufacturing, or office space. Market activity during the planning process suggests this may be the first area to see significant new investment, which these guidelines seek to facilitate. Heights step down from adjacent portions of the South End.

### **Core Industrial Zone**

This area will host businesses and infrastructure critical to the regional economy, including MBTA maintenance facilities and current food-oriented businesses. Given the essential nature of these operations, this area is expected to largely retain its industrial character. Increasing density up to a maximum height of 5 stories facilitates redevelopment opportunities, without jeopardizing the character of the area’s business ecosystem.



*Figure 2.13: Sheldon Lloyd, CEO of City Fresh Foods, shows a meal prepared in and distributed from his company's facility located at 77 Shirley Street, Newmarket. (photo: BPDA staff)*

### **Arts Industrial Zone**

This area will be a hub for creative economy uses, arts, and small manufacturing. Many buildings are excellent examples of adaptive reuse. Planning guidelines seek to reinforce this pattern, while providing a buffer of uses compatible with adjacent residential neighborhoods.

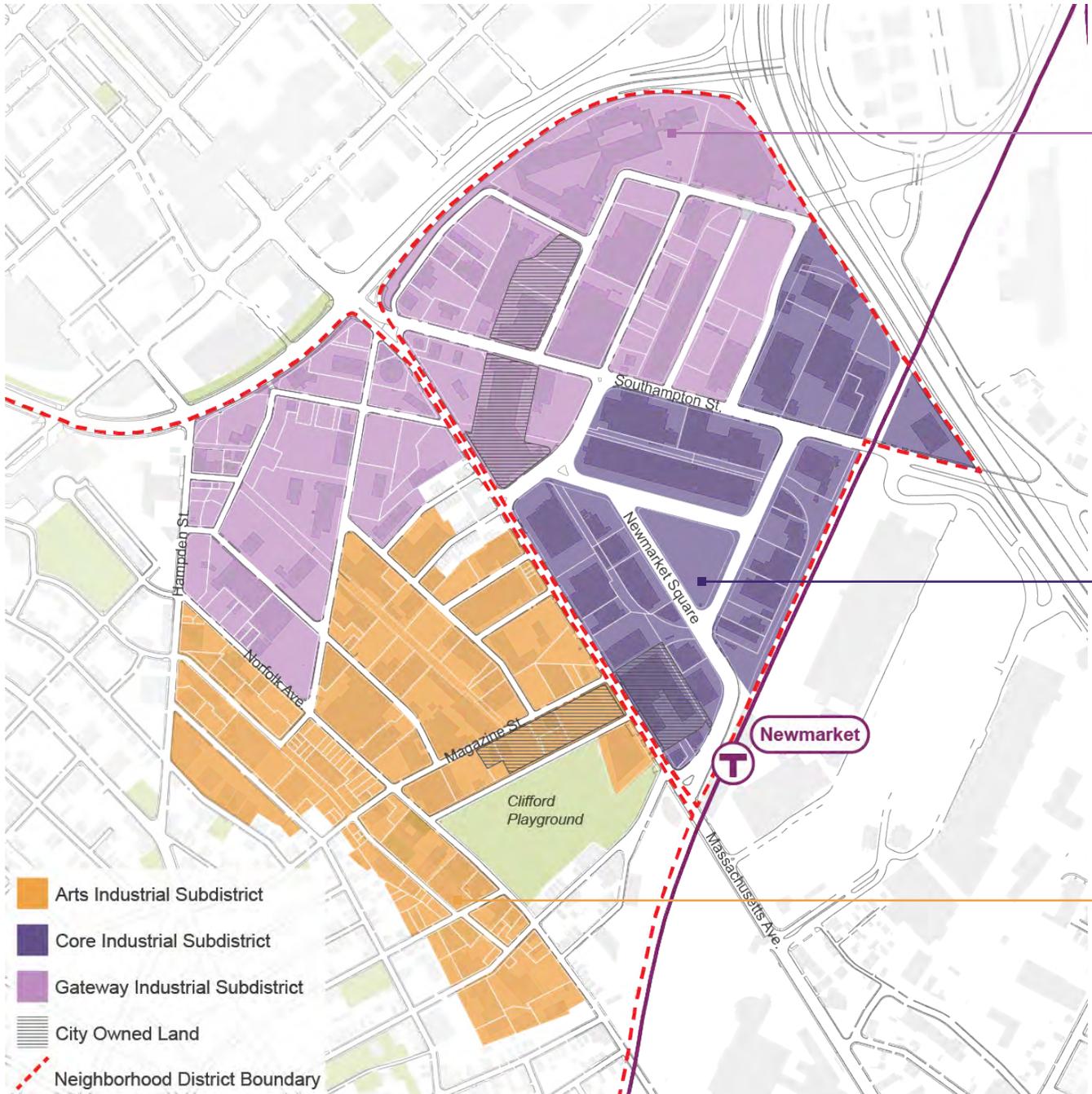
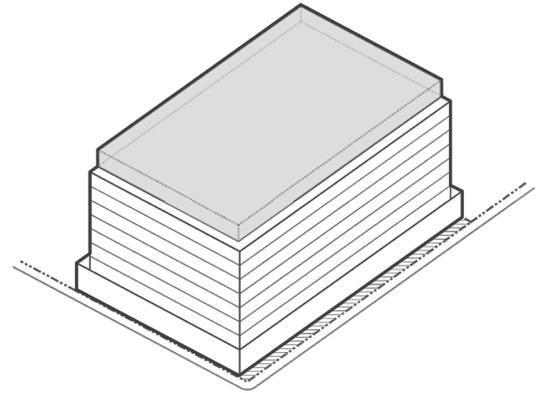


Figure 2.14: Proposed zoning subdistricts and key updated zoning regulations. City of Boston property indicated by black hatched shading. Dashed red lines indicate approximate neighborhood zoning district boundaries: Newmarket Neighborhood District (right); Roxbury Neighborhood District (left).

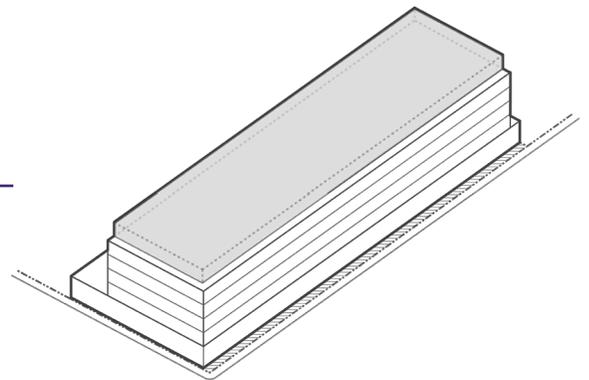
### Gateway Industrial Zone

- Height not to exceed 8 stories, nor 140 feet.
- Ground floor minimum 21-foot clear floor-to-floor height.
- Uses must include minimum 15% industrial, workforce training, or creative economy space on any floor.
- Non-residential use only.



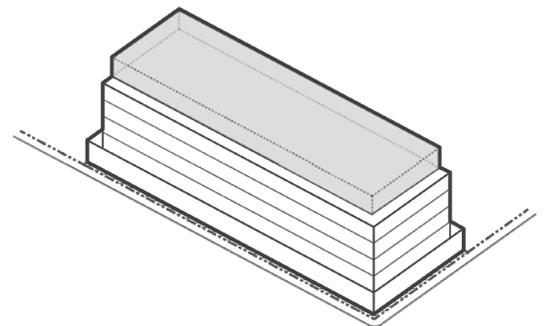
### Core Industrial Zone

- Height not to exceed 5 stories.
- Industrial use required: 100% of occupiable square footage on first and second floors (excludes core and mechanicals).
- Ground floor minimum 21-foot clear floor-to-floor height.
- Lab/office/R&D permitted only on third floor, fourth, and fifth floors.
- Non-residential use only.



### Arts Industrial Zone

- Redeveloped parcels are mainly light industrial use, with small-scale flexible arts/creative work space.
- Height not exceed 5 stories, nor 65 feet.
- Non-residential use only.





# 03 Urban Design

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In this section, learn more about:

- 3.1 Urban Industrial Context
- 3.2 Building Prototypes
- 3.3 Design Guidelines

## 3.1 Urban Industrial Context

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*PLAN: Newmarket offers a range of urban design and public realm recommendations to guide the evolution of an equitable, resilient, and safe industrial neighborhood.*

### **An evolving visual landscape**

Buildings which vary in size, material, and use are scattered throughout the landscape of the district. Urban renewal interventions such as the relocation of food wholesale businesses into Newmarket from Quincy Market and Faneuil Hall in the 1960s, stand in stark contrast to the row streets and pre-war industrial buildings between Norfolk Street and Mass. Ave. In recent years, newer industries and office buildings have brought a more modern feel to some parts of the district.

Open space in Newmarket is highly limited and a high proportion of the land in Newmarket is used for surface parking. Parcels in the Newmarket study area have an average lot coverage of 36 percent. In most instances, a sizable proportion of each parcel is set aside for surface parking use, resulting in a high amount of impervious surfaces within the Newmarket study area. Additionally, access to the few open spaces is extremely limited due to missing or damaged sidewalks and a lack of bike lane connections.

### **Urban form challenges**

Given its industrial character, Newmarket's urban form typically consists of large industrial buildings with surface parking lots and wide streets to facilitate truck movements and light industrial buildings coexisting side-by-side at times with triple-decker homes – a unique characteristic of Newmarket. Due to

the programmatic requirements of industrial and commercial buildings, many of the blocks in Newmarket are occupied by long and uninterrupted low rise buildings without public access. As a result, the total area dedicated to non-vehicular users in the public realm is unusually low and access to quality open space, accessible sidewalks, and safe cycling routes is limited. This poses an accessibility and safety issue for all users of Newmarket. Sorting out, designing, and managing an urban realm that safely allows the coexistence of trucks, bicycles, and people is a central aspect of this plan.

### **Planning for tomorrow**

A larger challenge is that Newmarket does not contain very many parcels large enough to support the development of contemporary industrial buildings. Industrial mixed-use buildings are an innovative strategy that many cities are considering as a way to deliver new industrial space that would not otherwise be provided by the private market, given challenging economics of constructing new manufacturing space in urban environments.



*Figure 3.1: Newmarket Square, the industrial core of the neighborhood, is home to Boston's food processing industry. Over time the Square has evolved to tailor to these industries with wide streets for trucking operations and buildings which have large floor plans to allow for their industrial purposes. As a result, pedestrian access and safety is lacking in this area. (photo: Utile staff)*



*Figure 3.2: Norfolk Avenue: The buildings of Newmarket range in age, with a majority of buildings constructed over 50 years ago. Several additional existing buildings were built in the late 1800's, more than 150 years ago. (photo: Utile staff)*



*Figure 3.3: Parcels directly adjacent to the Newmarket Station commuter rail stop have experienced more recent development and modernization of their original building stock. (photo: Utile staff)*

## 3.2 Building Prototypes

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*The planning team developed three building prototypes to inspire and guide designers working on plans for new ground-up construction in Newmarket. While every single building need not conform to these precise dimensions, the spirit of development projects should align with these typologies.*

### Industrial Prototype

#### **Traditional and Heavy Industry, Logistics and Distribution, Large-Truck Dependent Uses**

This use represents the core of Newmarket's industrial ecosystem. This development prototype retains much of the typical Newmarket building character and scale, but with some updates for more flexible use into the future.

Ground floor minimum 21-foot clear floor-to-floor height is a key design feature. Creation of high-bay industrial space on the ground floor is envisioned for all redevelopment projects in the district: Newmarket's industrial future is dependent on having modern and sufficient industrial facilities to meet the needs of its tenants, and this can only happen if space continues to be available across all the district.

Traditional industrial uses typically require large floor plates and require the use of areas surrounding the buildings. Their operations are dependent on large trucks and require capital-intensive machinery. Examples of heavy industry in this district include

warehousing, distribution, food wholesale, and manufacturing. Many of these uses are considered "essential" because they are needed to support the overall infrastructure and economic activity of Boston, including the maintenance of transportation networks, and the distribution of food and goods.

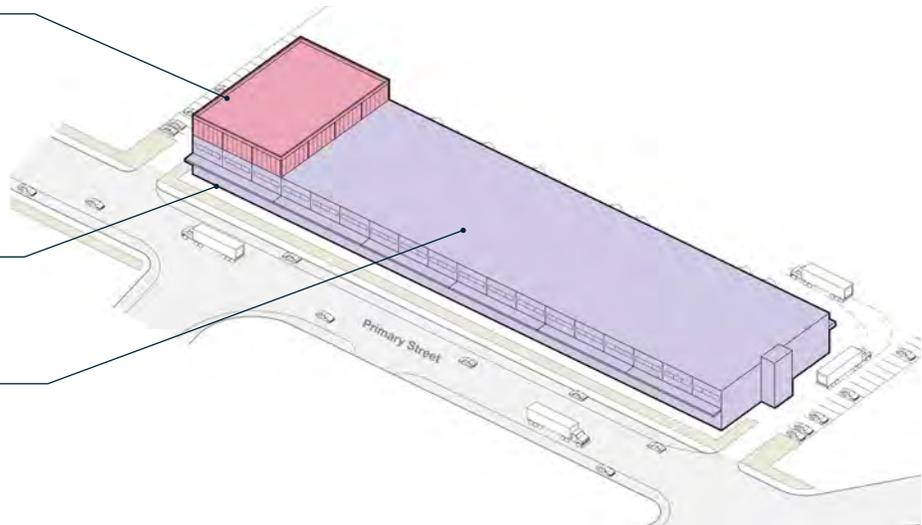
Internal access and circulation remain mostly focused on truck operations and needs located on-site. Critically, high-bay industrial flex space is required on the entire ground floor. This use can work with existing industrial businesses in Newmarket, but will provide updated facilities that can accommodate future industrial uses into the coming century.

## Traditional and Heavy Industry

**Accessory office space for industrial uses:** Similar to the accessory commercial spaces allowable in designated port areas, limited amounts of office space relevant for business operations is appropriate.

**Building facade:** lobbies to the upper floors and accessory office spaces face the primary street.

**High-bay flex industrial space:** In areas where truck volumes preclude additional density, new construction must still build new industrial spaces as high-bay to provide future flexibility.



**Truck service and loading located behind building:** While truck circulation is of primary importance in this zone, some separation between sidewalk and pedestrian uses and service and loading is still necessary. Loading and docking should be located back of the building.

**Circulation and mechanical cores** located at either end of building to allow for single contiguous high-bay flex industrial space.

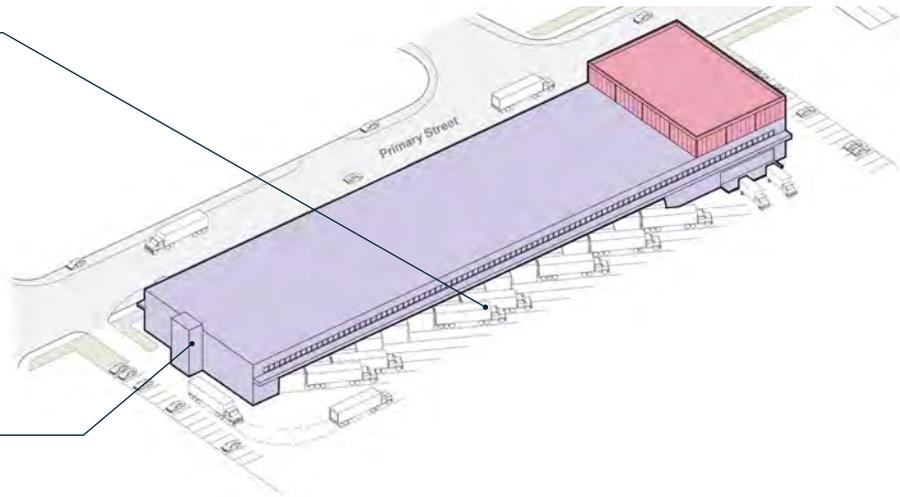


Figure 3.4: Traditional and heavy industry building prototype.

## Arts Industrial Prototype

### Light Industrial and Small Manufacturing, Artist/Creative Workspaces and Arts Retail

Consistent with goals listed in the Boston's ten-year cultural plan, Boston Creates, PLAN: Newmarket strategies seek to prevent displacement of artist, creative economy, and complementary industrial-related uses in the Newmarket area.

Artist and creative economy-related uses are increasingly becoming synonymous with urban industrial and manufacturing districts. The creative economy can play a catalyzing role in development and revitalization efforts of an area, attracting new businesses and consumers, and encouraging cultural engagement across neighborhoods. Newmarket is an attractive location for artists in search for more affordable real estate

Many of these creative uses complement light industrial uses such as breweries and distilleries to create a vibrant environment for public activity.

However, Newmarket is not immune to the same real estate forces that displaced artists from neighborhoods such as Fort Point unless necessary toolkits are employed. The Arts Industrial Development Prototype outlines strategies for artist, creative economy, and complementary industrial-related uses to work alongside more traditional light industrial activities, and situates where within the study area this cross-pollinating activity can take place most effectively.

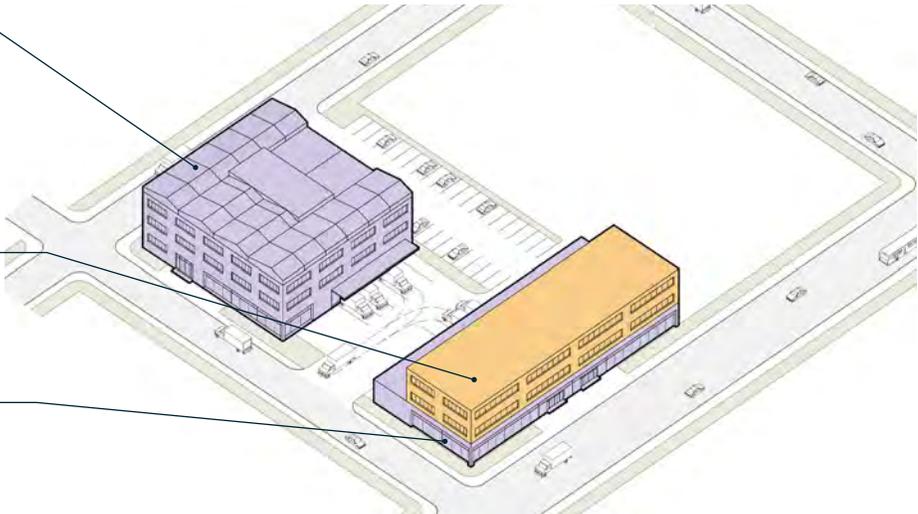
Some strategies include: hybrid development that includes options for artist workspaces and incentivizing public, private and non-profit sectors to create infrastructure that supports cultural production in the area.

# Light Industrial/Artist Work Space

Existing industrial

Light or small-scale manufacturing uses on upper floors including textile, furniture fabricators, arts & maker space

Light or small-scale manufacturing uses, with potential for 25% retail activity on ground floor



Optional parking: With parking ratios appropriate for the urban scale, there is still capacity to provide appropriate parking alongside these prototypical buildings on an average site in Newmarket.

Future Development Parcel

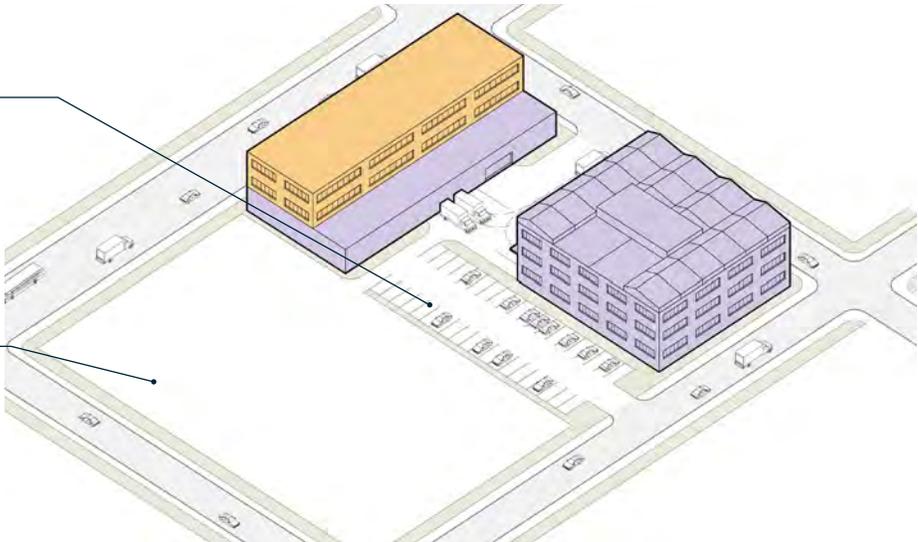


Figure 3.5: Light Industrial/artist work space building prototype.

## Hybrid Industrial Prototype

### Hybrid Industrial and Research and Development Lab

Newmarket should continue to be a prime location for certain industrial businesses and operations because of its proximity to the interstate system, Logan Airport, Conley Terminal, and a diverse urban supply chain and customer base. This lines up quite affirmatively with feedback heard throughout the planning process. Truck access to external loading bays is a critical component of this use.

To encourage new development without disrupting this balance, PLAN: Newmarket proposes what is effectively a modification to the core industrial typology. Upper floor uses, like labs and R&D, can cross-subsidize the creation of new and state-of-the-art high-bay industrial space. This is particularly important since many of the existing industrial facilities in Newmarket are substandard or beyond their useful life. In this sense, this typology allows for

a progressive redevelopment of core industrial sites.

Urban industrial space can be smaller than space found in suburban office parks. There is a proven market for spaces as small as 15 – 20K square feet, or even smaller. To accommodate this, the internal access and circulation can still incorporate on-site truck loading and vehicular parking.

Goals of this development typology are to intensify the pure industrial and job creation qualities of Newmarket. This, like all typologies, requires industrial on the ground floor of all buildings, and additionally provides flexibility for tenants on additional stories. This balances the competing needs of creating new space for economic uses while also protecting the district’s overall industrial character.

### Hybrid Industrial / Research and Development Lab #1

**Upper Floor Industrial:**

Light manufacturing or non-retail commercial and R&D on upper floors.

**Ground floor facing**

**Primary street:** Lobbies to upper floor businesses with accessory retail spaces and/or industrial show rooms.

**High-bay flex industrial**

**space:** The primary district benefit of this typology is to ensure that this industrial space is built in all new developments, both enshrining future industrial character and future-proofing the buildings for other tenants.



Figure 3.6: Hybrid industrial building prototype.

## Hybrid Industrial / Research and Development Lab #2

### Upper Floor Industrial:

Lab and R&D uses on upper floors including biotech and life sciences compatible with industrial uses.

### Ground floor facing

**Primary street:** Lobbies to upper floor businesses with accessory retail spaces and/or industrial show rooms.

### High-bay flex industrial space



### Circulation and

**mechanical cores** located at either end of building to allow for single contiguous high-bay flex industrial space.

### Truck service and loading located behind building

In this zone, where both pedestrian and truck uses each have more activity, a separation of uses still provides a primary distinction between where each mode is preferred.

### Loading and parking

accessed by secondary/side streets on both or one side of property.

### Optional parking:

some parking can be accommodated on-site in customer and employee lots.

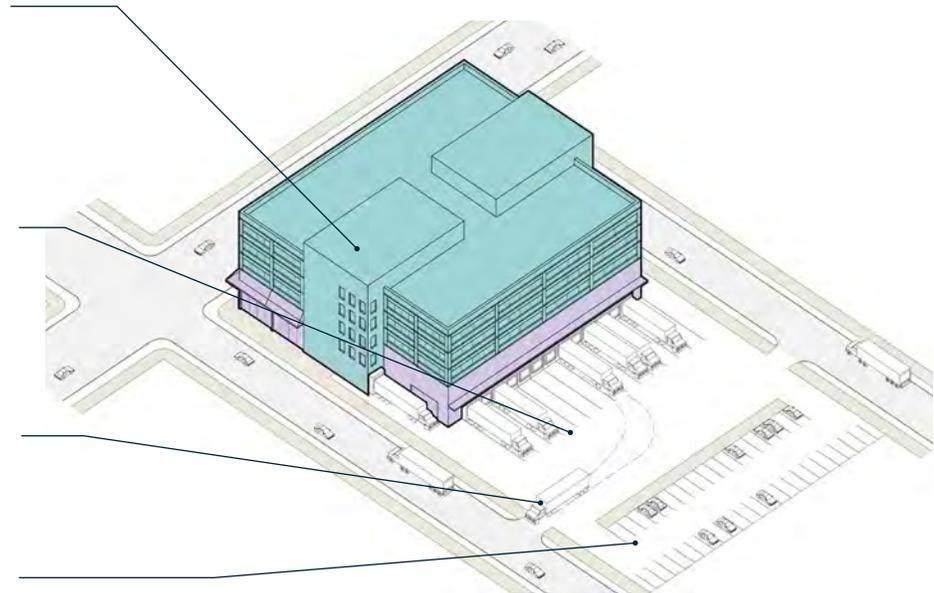


Figure 3.7: Hybrid industrial building prototype.

## 3.3 Design Guidelines

### Building Design

- Do prioritize the maintenance and reuse of historic buildings that exemplify Newmarket's heritage.
- New buildings should take design cues from existing neighborhood norms and primary and secondary architectural elements that contribute to the overall fabric of the district.
- Do preserve historic structures and try to adapt existing buildings into new developments. This supports the City's carbon neutrality and zero waste goals. Building demolition should be a last resort for projects where rehabilitation is no longer possible.
- Do consider commercial, artistic, or cultural uses for historic buildings, if industrial uses aren't a proper fit for an adaptive reuse project.
- Do showcase Newmarket's creative economy in the built environment.



*Figure 3.8: This historic building once housed a dye house. Although its use has evolved over the years, its current owners have retained the historic facade. 88 Langdon Street, Newmarket. (photo: Utile staff)*



*Figure 3.9: The exterior of buildings can be used as canvasses for public art, supporting a vibrant public realm. Example: 960 Massachusetts Avenue, Newmarket. (photo: Utile staff)*

- Do choose durable materials such as masonry, metal and wood, which are compatible with Newmarket's existing built form.
- Do choose lighting that supports a safe, well-traveled environment in Newmarket, especially for pedestrians.
- For makers-spaces or commercial establishments: do consider the addition of public open space, seating, or other public-facing amenities that can encourage gathering or seasonal events.

### Building Frontage

- Along primary streets, at least 75% of the frontage zone must be occupied by a building within the mandated setback. At least 40% or 40 feet of the building edge along primary streets (whichever is longer) must contain customer-facing or administrative functions and the front door/lobby of the building.

### **Building Entries**

- Building entries should face the primary street and should have a clear path of travel from the sidewalk. Active uses, such as lobbies and accessory retail space, should occupy the primary street frontage.

### **Building Setbacks**

- Building setbacks shall provide sidewalks that, at minimum, meet the City of Boston's Complete Streets standards. Crucially, setbacks shall be used to provide planted areas that are specific to the site's resilience needs. (See menu of options in Climate Resilience section).

### **Ground Floor**

- High bay space must provide 21 feet clear height to the underside of the structure of the roof or second floor. (Per zoning recommendations, this is required of new projects in the Core Industrial sub-area and recommended in the others).

### **On-Site Loading and Vehicular Access**

- Vehicular access should be avoided on primary street frontages. Wherever possible, curb cuts should be located on secondary streets or alleys.

### **Screening and Buffering of Parking and Loading**

- Off-street parking facilities and lots, off-street loading areas, and accessory storage areas and mechanical equipment should be located at the rear of the property, or away from street edges, wherever possible. Where such elements abut a street edge or residential sub-district, they shall be screened from view. Such screening shall consist of trees and shrubs densely planted in a strip at least 4 feet wide on the

inside edge of a steel-picket or stockade or board type wooden fence, provided that such fencing is not more than 50% opaque and is no less than 4 feet high and no more than 6 feet high. Disposal areas and dumpsters shall be screened with an opaque wall or fence at least 6 feet high.

### **Mechanical Penthouse**

- The mechanical penthouse can be any size (in area) or height as long as it is set back at least 10' from all sides of the building below. However, for zoning purposes, the measurement of height and floor area of mechanicals should follow citywide regulations.

### **Screening of Rooftop Mechanical Equipment**

- Roof-mounted mechanical equipment shall be painted to blend with adjacent or nearby building materials or shall be screened by wood, metal, or similar material only if such mechanical equipment is located on a Lot which abuts a Residential Subdistrict, Residential Use, public street, or public park or is located on a Lot fronting on Massachusetts Avenue.



# 04 Climate Resilience

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In this section, learn more about:

- 4.1 Climate Resilience Framework
- 4.2 Urban Heat Island
- 4.3 Stormwater and Coastal Flood Resilience
- 4.4 Building Operations & Energy Reduction

## 4.1 Climate Resilience Framework

The Newmarket area is subject to multiple climate change related hazards based upon the City's comprehensive climate vulnerability and preparedness study, *Climate Ready Boston (2016)*. Newmarket's existing conditions include; high levels of impervious dark asphalt surfaces, large flat dark roofs and a lack of overall tree canopy. Urban Heat Island mitigation and adaptation strategies are central to Newmarket's resilience.

PLAN: Newmarket's vision for a 21st Century Industrial District supports Boston's goals for resilient climate-ready districts through the incorporation of green infrastructure, smart surfaces, high performance-carbon free buildings and advanced district energy systems. These core elements strengthen the neighborhood's resilience while promoting the preservation of existing commercial, manufacturing use(s) and addressing short and long-term social and economic benefits.

Building, site and transportation strategies must eliminate, reduce, and mitigate the potential impacts of urban heat, stormwater flooding, sea level rise, poor air quality and operational carbon emissions.

### Key Policy Recommendations

- Private investment and public capital improvement projects must include resilient infrastructure.
- Employ permeable surfaces and other strategies that mitigate or reduce the district's overall risk of flooding
- Incorporate strategies for tree plantings and green buffers to combat the district's urban heat island effect and improve stormwater management.

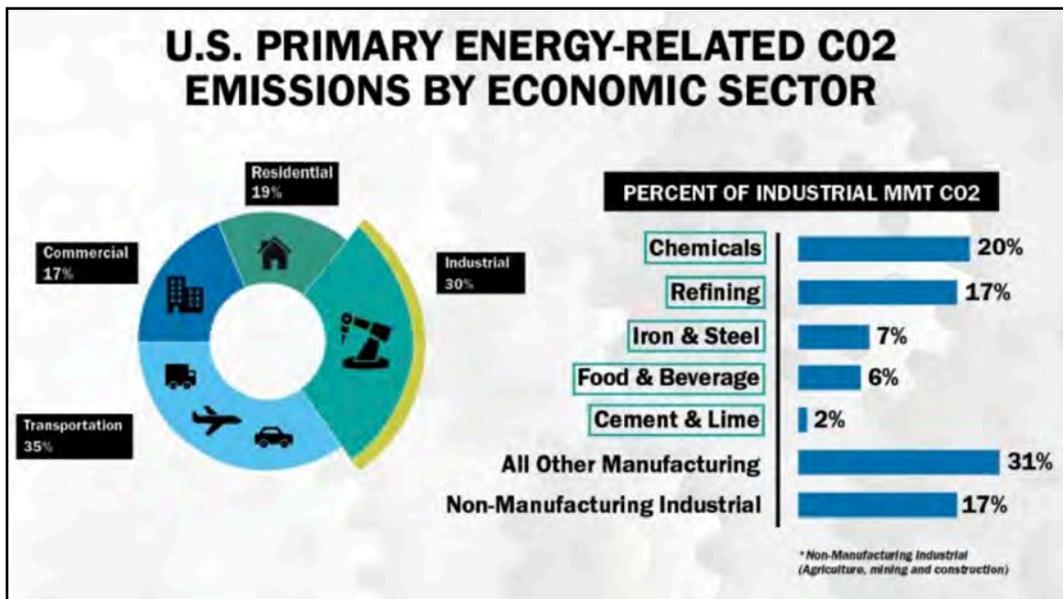


Figure 4.13: Data source: "Annual Energy Outlook 2021 with projections to 2050" US Energy Information Administration.

## 4.2 Urban Heat Island

One of the most significant challenges the Newmarket neighborhood faces is urban heat. The Climate Ready Boston Map Explorer indicates that Newmarket experiences hotter than average daytime air temperature and longer duration heat events when compared to adjacent neighborhoods that have more tree canopy coverage and less impervious surface. (See figures 4.2 and 4.5.)

A significant portion of this discrepancy can be tied to Newmarket's lack of tree canopy. Newmarket's tree canopy averages 12% coverage, well below the city's average of 27% coverage and has seen a less than 1% increase in canopy over the past 5 years (Canopy Change Assessment 2014-19).

According to the Urban Forest Plan, high temperatures without shade are a significant deterrent to residents walking or cycling during the summer months. Properly placed, mature tree canopy can lower temperatures within its shade by 20° to 45°F, and reduce overall ambient temperatures near trees through evapotranspiration by 4° to 9°F (EPA 2015).

In April 2022, the city of Boston released the City of Boston Heat Resilience Solutions Report (2022) provides a citywide framework to prepare Boston for hotter summers, with a particular focus on Boston's environmental justice neighborhoods. To date, Massachusetts has already seen an increase in average temperature of almost 3.5 degrees fahrenheit and Boston continues to

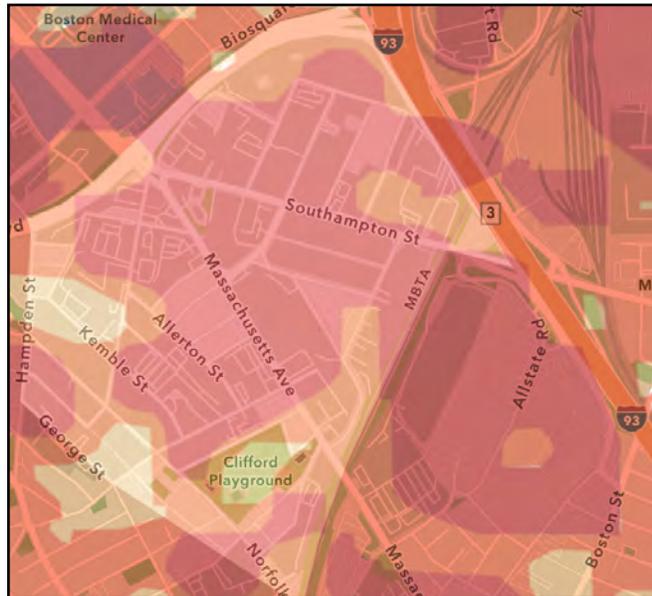


Figure 4.2: Urban Heat Island: approximate study area highlighted. (source: Climate Ready Boston Map Explorer)

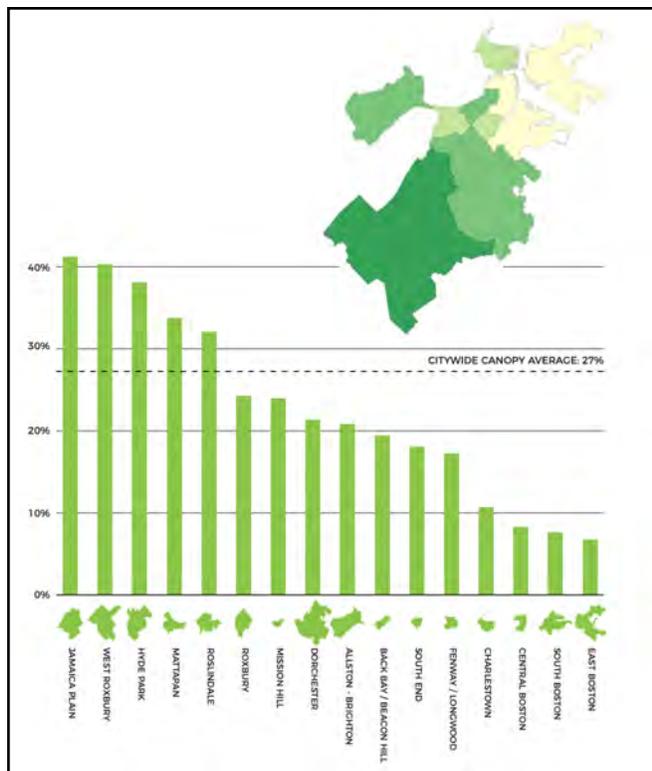


Figure 4.3: City of Boston Parks Department Tree Canopy assessment 2019.

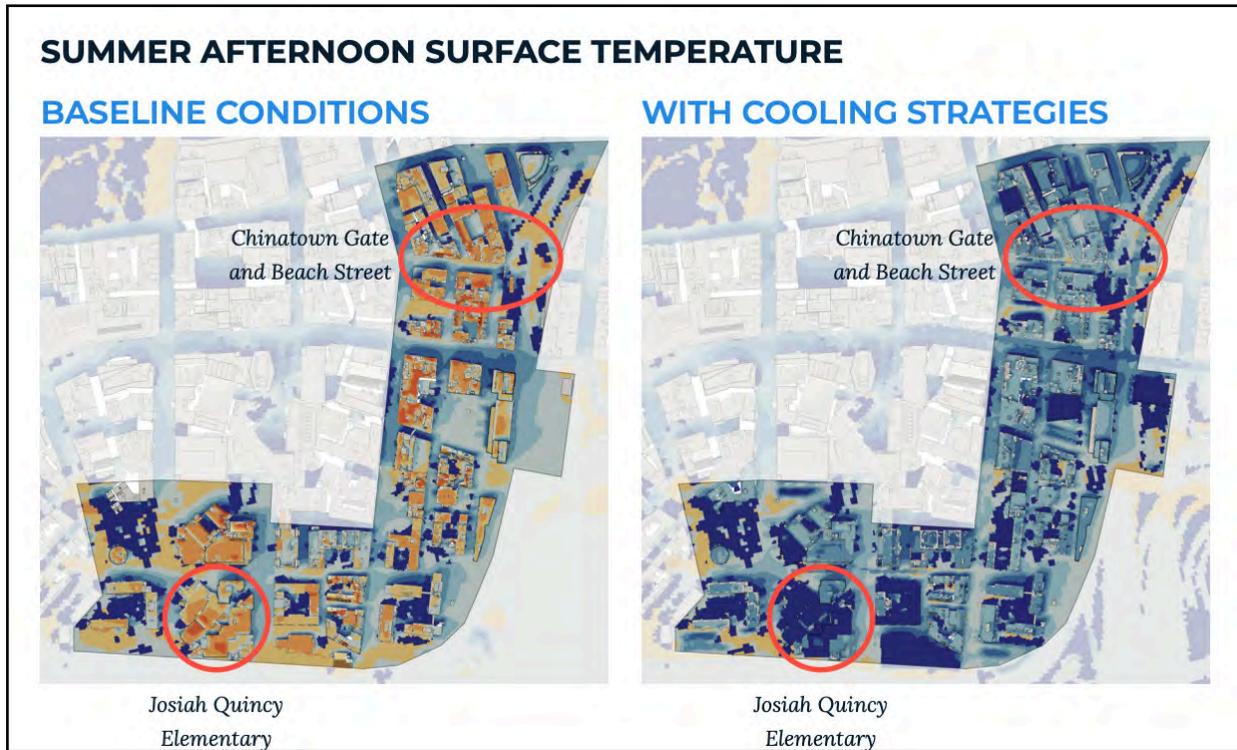


Figure 4.4: Heat Solutions for Boston - Cool Roof Study in Chinatown - Modeling indicates up >20 degrees fahrenheit reduction in surface temperature via cool roof strategies.



Figure 4.5: The Newmarket neighborhood offers few street trees compared to surrounding neighborhoods. Approximate study area highlighted above.

experience more long term heat events year over year. The Heat Plan highlights close to 40 days over 90 degrees are anticipated by 2070, a 360% increase. The effects of heat impact health, human comfort, and building energy loads. These elements can be mitigated by reducing heat exposure, understanding heat sensitivity and increasing adaptive capacity through both on and off-site design strategies. Examples include planted/white cool roofs and site plan optimization to introduce planting areas protected from vehicle operations.

Through the implementation of some of these strategies, Newmarket will be better equipped to remedy existing heat-related disparities and proactively fight the increasing risk of urban heat islands.

## Heat Mitigation Recommendations

**PLAN: Newmarket recommends the following strategies to decrease dark impervious surfaces across the neighborhood:**

- Increase overall district tree canopy by >15%, to be achieved through interventions on both public and private property (based on 2019 Canopy Assessment)
  - Require a 10 foot setback along Southampton Street to allow tree planting on the inboard side of the sidewalk to protect vehicle impacts (See Public Realm and Urban Design Guidelines)
  - Projects on side streets with minimal canopy coverage must include a minimum of 3 smart surface strategies
- Use cool pavement or pavers with a solar reflective Index of 29 or greater
  - Increase green infrastructure through the inclusion of bioswales, pollinator beds or rain gardens in the site plan development process for improvements to both public and private property
  - New street trees should be placed on the inboard side of the sidewalk, away from the street, to prevent damage from trucks and other motor vehicles.
  - Consider misting zones for evaporative cooling where feasible
  - Consider loggias and/or canopies where vegetation is not a viable option



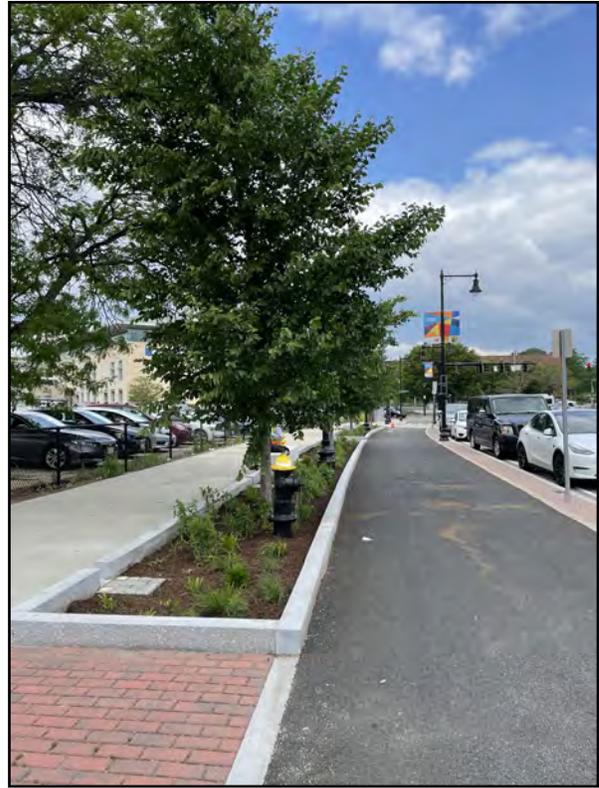
Figure 4.6: Image Credit; Smart Surfaces Guide Li, Zekun; Loftness, Vivian; Ge, Siqing; Zhou, Yi; Sui, Jiyuan; Zhang, Zehan; et al. (2022). Smart Surfaces Guide, Carnegie Mellon University.

## 4.3 Stormwater & Coastal Flood Resilience

As a coastal city, Boston is subject to impacts associated with coastal flooding and increased precipitation. According to Climate Ready Boston, up to 8 inches of sea level rise may occur by 2030, with an additional 1.5 feet of sea level rise by the 2050s without reducing emissions. During the 2050s, 7% of Boston could be exposed to stormwater flooding from more frequent and severe rain storms. Climate Ready Boston's 2060-2070 modeling forecasts coastal flooding and stormwater scenarios with sea levels 3 feet higher than the 2000 level, and highlights storm events that include 6 inches of rain within 24 hours.

Newmarket sits at the nexus of two primary coastal flood pathways, Moakley Park to the Southeast and Fort Point Channel to the Northeast. Efforts are currently underway to mitigate flood risks associated with these two primary flood pathways. Despite this effort, long term flooding remains a risk and adherence to Coastal Flood Guidelines and the zoning overlay are required.

Newmarket is located at a low point in city's watershed, approximately 30 feet lower than upstream areas of residential Roxbury. The district also contains both MWRA and BWSC stormwater lines which could be subject to overflow during extreme coastal storm events. Stormwater surface runoff is a primary concern in light of these conditions, as well as the large impervious surface areas that are typically found in urban industrial neighborhoods. The convergence of stormwater and coastal flooding make Newmarket particularly vulnerable.



*Figure 4.7: Example of tree infiltration / bioretention with porous bike lane paving in Nubian Square.*

In 2019, the BPDA developed and adopted Coastal Flood Resilience Design Guidelines for new construction and building retrofits, as well as recommendations for a Flood Resiliency Zoning Overlay District. The guidelines provide best practices for flood resistant design within the Coastal Flood Resilience Zoning Overlay District to reduce coastal flooding impacts related to a 1% chance storm event in 2070 with 40-inches. The following section describe Newmarket-specific strategies for flood resilience.



*Figure 4.8: Image from Smart Surfaces Guide: Example of Asphalt with High Solar Reflective and Permeable Surfaces. The additional incorporation of Bioswales help reduce Urban Heat Island and increase natural Stormwater infiltration.*



Hammocks and tents at the East Boston Branch Cool Spot



Misters installed under tents at the East Boston Branch

*Figure 4.9: Heat Solutions for Boston: Cool Spot Program at East Boston Branch Library. Misters and shade tents installed.*

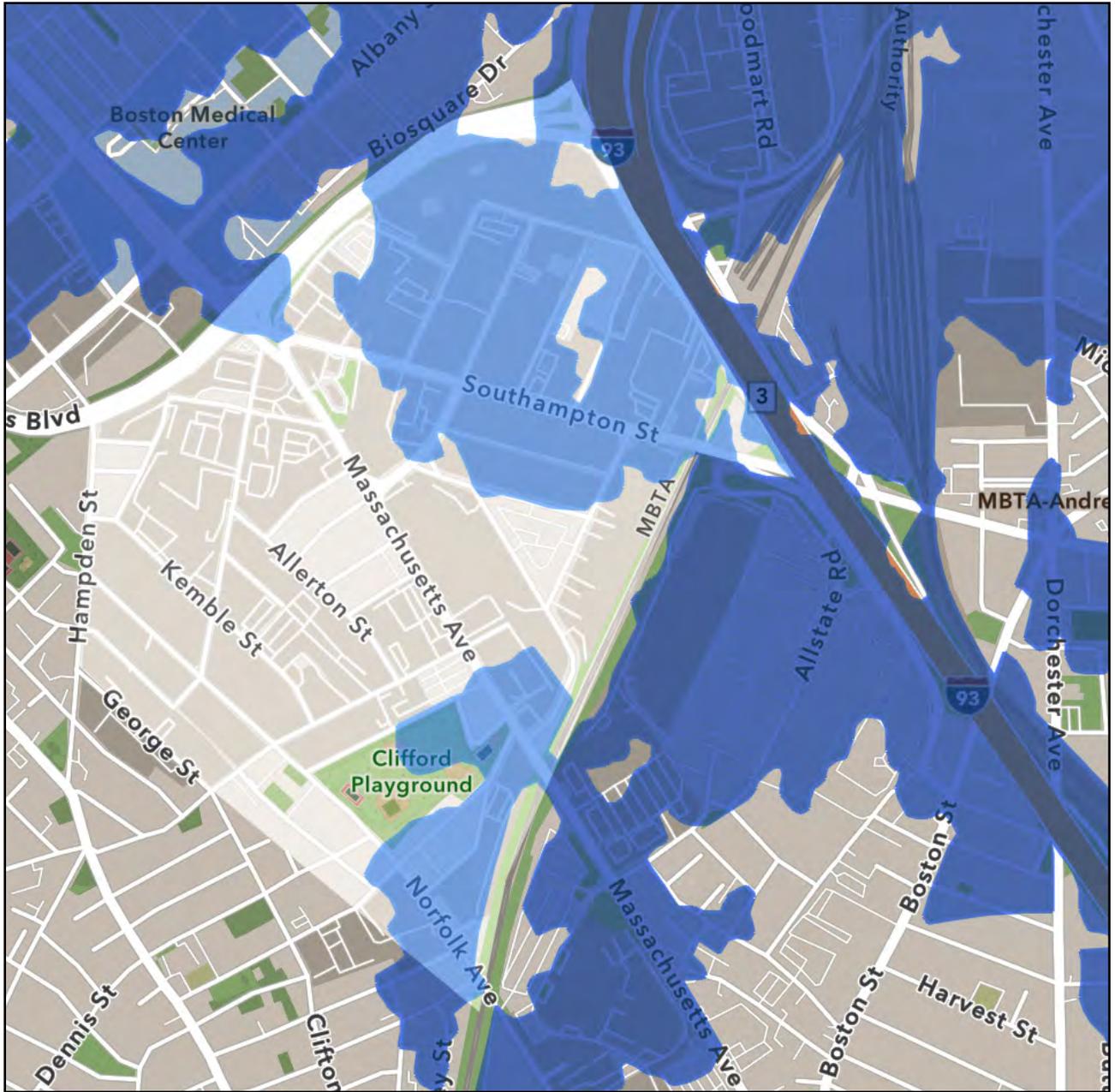


Figure 4.10: Flood Resiliency Zoning Overlay District in blue. Approximate study area highlighted.

## Coastal and Stormwater Risk Mitigation Recommendations

Special consideration must be given to site contamination and remediation given the industrial and manufacturing uses within Newmarket.

- Rainwater harvesting systems, and porous paving materials including porous asphalt, concrete, and pavers.

The following green infrastructure and smart surface strategies shall be implemented where feasible:

- Planting zones on inboard side of sidewalk (opposite street side), to protect trees from vehicle strikes.
- Surface features: bioretention areas; stormwater planters; rain gardens; vegetated swales.
- Sub surface features: stormwater tree pits; tree infiltration trenches; subsurface infiltration areas; perforated pipes; stormwater chambers; dry wells; and injections wells.



Figure 4.11: New England Avenue Bioretention. (photo: City of Boston)

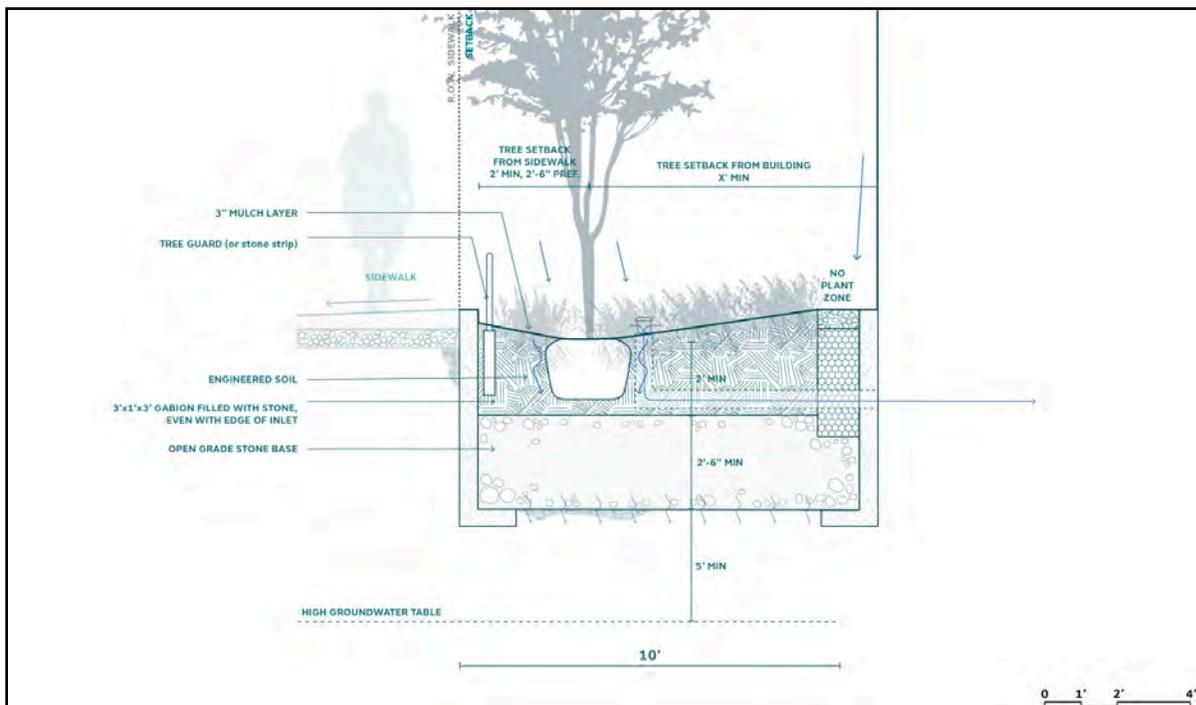


Figure 4.12: Newmarket prototype: tree infiltration pit diagram (SCAPE Landscape Architecture for PLAN: Newmarket)

## 4.4 Building Operations and Energy Reduction

As a 21st Century industrial neighborhood, Newmarket should be a leader in adopting new technologies to reduce operational and embodied carbon emissions. Industrial buildings are often considered “difficult to decarbonize” but energy efficiency upgrades have little to no impact on manufacturing and/or processes associated with production.

According to the Department of Energy’s Industrial Decarbonization Roadmap, the industrial sector contributed to 33% of primary energy use and 30% of energy related CO2 emissions nationally, including fuel, electricity and process related emissions.

Within the City of Boston, industrial and commercial buildings contribute 56% of total emissions (FY21 Climate Action Report). In order to effectively reduce industrial emissions, focus must be placed on fuel and electricity emissions along with process loads along with product life cycle analysis.

*Newmarket possesses a unique opportunity with the incorporation of the hybrid commercial/industrial building typology. Through a combination of energy conservation measures such as, shared waste heat among different uses such as food storage or processing, high levels of energy efficiency can be put into operation within a singular building. This strategy opens opportunities for thermal storage, peak load management, and carbon reductions for base load energy.*

At the district scale, the concept of a central plant for local generation and energy storage is well suited to industrial areas. Distributed Energy Resources such as enhanced geothermal, large scale solar, wind generation and ground mounted battery energy storage should be considered by both public and private employers and property owners in Newmarket, as they can all play key roles in energy resilience.

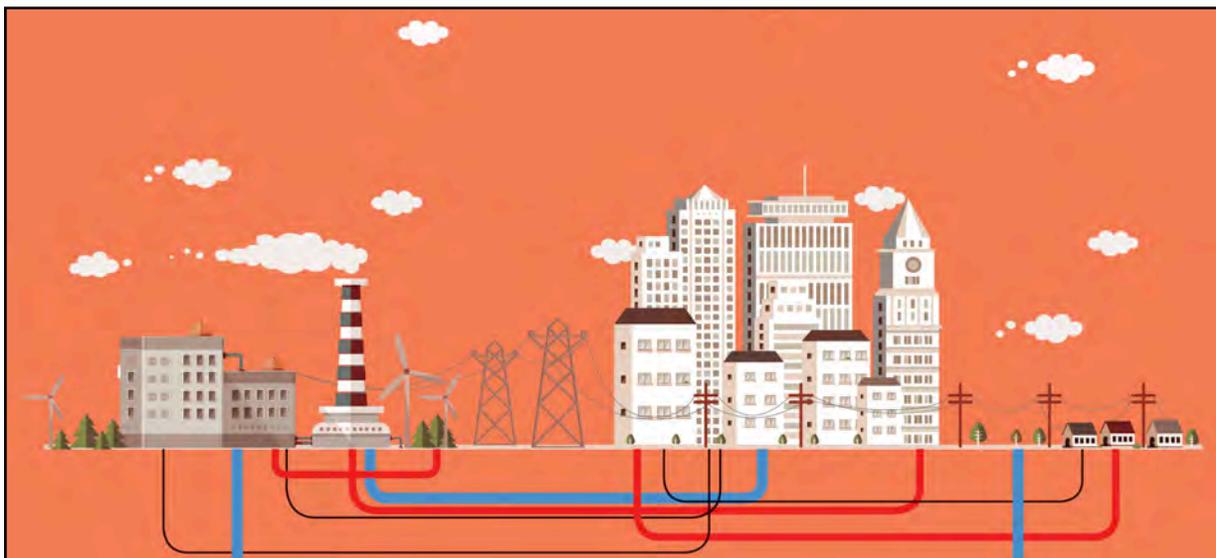


Figure 4.13: Diagrammatic depiction of district energy systems

Such co-located technologies can give rise to multi-user microgrids, and next generation peak load management. The 2016 Boston Community Energy Study found multi-user microgrids create more balanced energy demand within a district throughout the year, reducing energy cost burdens and increasing reliability as the City of Boston continues to electrify.

One such technology, enhanced geothermal, can be used either at site level or as a district solution. The technology can supply 24 hour base load power for low temperature ambient loops that can connect to single or multiple large industrial /hybrid buildings that may have very distinct load profiles.

### **Community Solar Ownership and District-Scale Solar**

Community Solar is defined as a solar-electric system that is owned, invested in, or benefits an entire community. Boston building owners can already explore online maps to identify rooftop solar potential; however, few solar maps identify community solar potential.

The Boston Community Energy Study from 2016 examined potential for large-scale solar projects with a minimum 500 kW of solar production potential and highlighted Newmarket as an opportunity zone. (See figure 4.14.)

Google Project Sunroof's data approximates the annual solar power production potential for rooftops in Newmarket. This data was then used to identify each district depicted in the map by grouping rooftop into clusters that meet a minimum of 500 kW of solar production using the projected production values from the base layer data.

Current city-wide regulations already require the integration of rooftop photovoltaic infrastructure in new construction. The rooftops of existing and future industrial buildings represent a significant unrealized solar generating resource (see figure 4.14). PLAN: Newmarket recommends that all property owners, both public and private, engage the BPDA's climate resilience team and the Newmarket BID to initiate the establishment of a community solar district.



*Figure 4.14: Analysis by the Google Project Sunroof team as part of the 2016 Boston Community Energy Study.*

## Building Performance Guidelines

### Heat Mitigation:

- Flat roofs: solar reflective index of 78 or greater; vegetated roof of 50% or more of the total area
- Cool wall facades, to the extent viable for industrial buildings.
- Building shading devices and canopies to decrease cooling loads and solar heat gain.
- Building projections such as: canopies, balconies, overhangs and cantilevers should be coordinated with tree plantings.

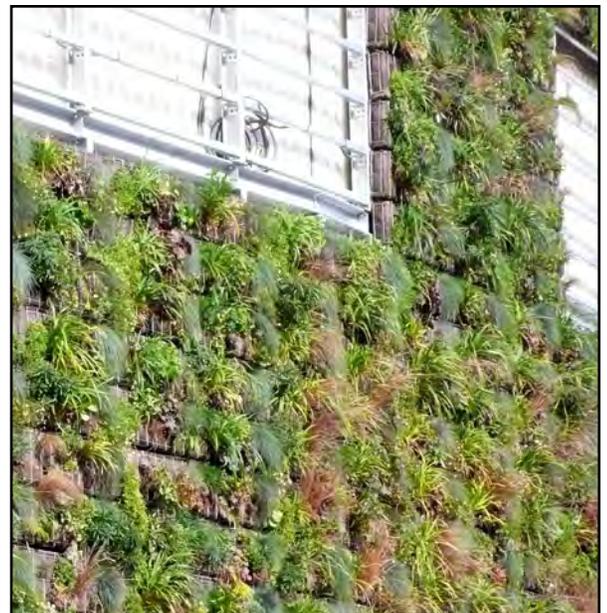
### Stormwater Mitigation:

- New construction should have a Sea Level Rise Design Flood Elevation of at least 18.5 feet.
- Critical systems (transformers, switchgear, generators) to meet or exceed the Sea Level Rise Design Flood Elevation.
- Flat roof: hybrid vegetated and blue roofs afford the highest co-benefit strategy for stormwater mitigation; recommended for 50% or more of roof area.

### Building Operations:

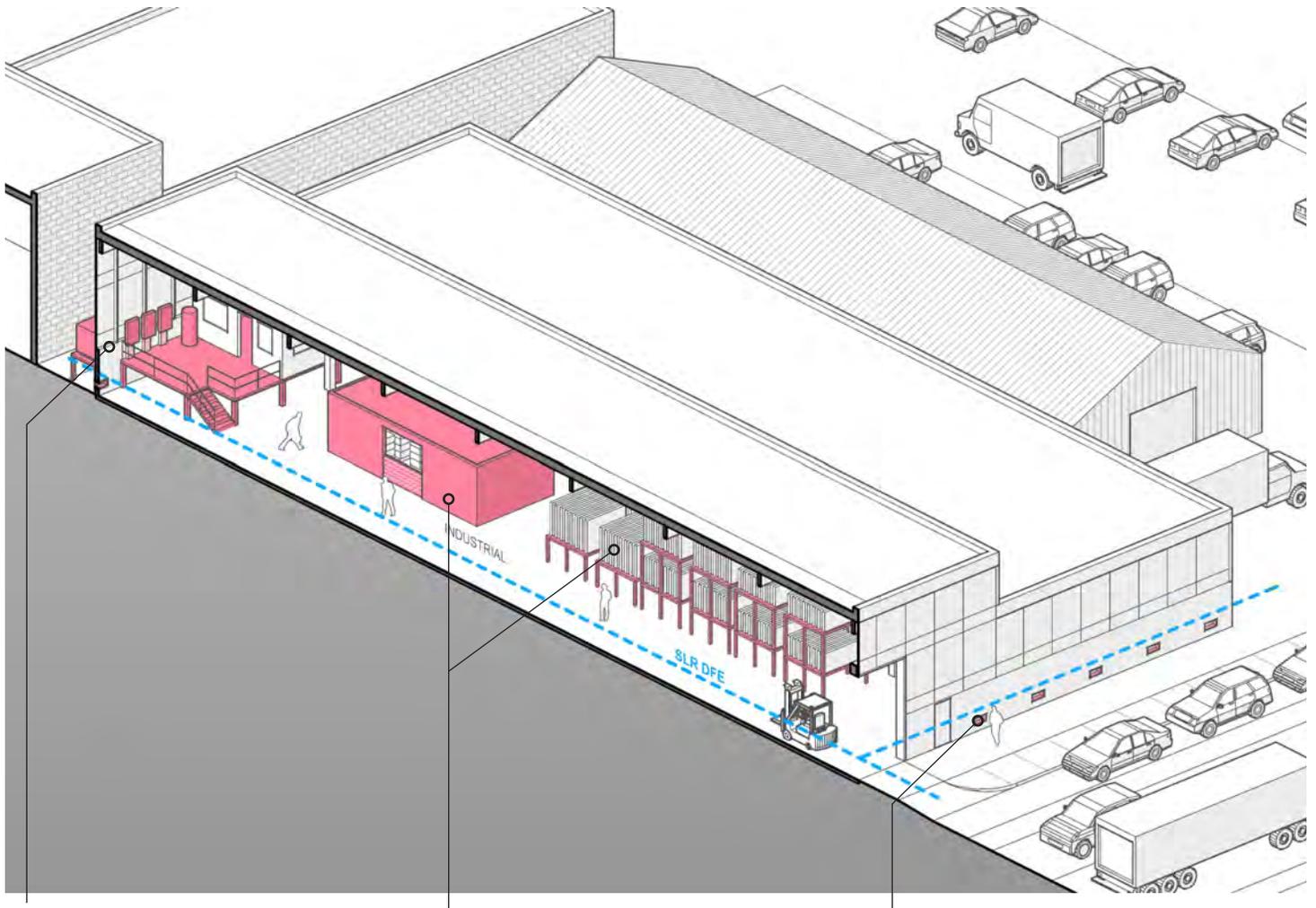
- Building resilience measures such as micro-grids and back up power should be implemented to ensure last mile supply chains remain intact during a climate event.
- Increased efficiency in HVAC system: High ventilation buildings must follow the pathways within the MA CMR 2023 Stretch-code and Specialized opt-in stretch code (January 2024)
- Increased waste heat recovery and thermal efficiency strategies via high efficiency heat exchangers, low temperature heat exchange, waste heat boilers, and passive air preheaters.

- Transition heat technologies to electric, steam, and/or hybrid systems.
- Recommend advanced Building Management Systems and demand response for peak load balancing; solar thermal and battery energy storage systems.
- Explore enhanced geothermal, GeoNetworks, and low temperature ground source geothermal.
- On-site renewable energy generation via photovoltaics and wind generation. Special attention should be given to distributed energy resources and advanced energy technology per BPDA Smart Utilities Policy.
- Off-site renewable energy procurement in accordance with BERDO guidelines.
- New construction should strive for LEED Platinum with a minimum of LEED Gold.



*Figure 4.15: Vegetated exterior wall surfaces provide an additional layer of building insulation. Green walls can also be designed to manage rooftop stormwater runoff.*

# Flood Resilience Building Systems



Locate critical systems above the Sea Level Rise Design Flood Elevation. This includes elevating exterior generators or sub-stations onto concrete pads or platforms, elevating electrical panels, and raising mechanical systems. Where space is limited, considering elevating systems onto roofs.

Protect sensitive content inside potentially environment-controlled dry flood-proof room with floodgates. Protect general content with elevated storage racks and shelving.

Install flood vents at basement walls in order for water to enter and balance hydrostatic forces. Use water-damage-resistant materials below the Sea Level Rise Design Flood Elevation.

Figure 4.16: Source: Coastal Flood Resilience Design Guidelines, BPDA (2019)



# 05 Transportation & Mobility

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In this section, learn more about:

- 5.1 Mobility Framework
- 5.2 Mobility Context
- 5.3 Priority Mobility Concepts
- 5.4 Long-Term Implementation Concepts

## 5.1 Mobility Framework

*Freight networks operate well in Newmarket; I-93 and the South Boston Bypass Road serve regional connections, yet there are many opportunities for improvements to the safety, functionality, and comfort of streets and sidewalks.*

In collaboration with the Boston Transportation Department and Public Works Departments, the MBTA, and the Massachusetts Department of Transportation, PLAN: Newmarket's mobility recommendations range from localized, small scale improvements to long-term, district wide concepts. PLAN: Newmarket sets the stage for the advancement of new policies by the City's Streets Cabinet to improve mobility for all users of the neighborhood.

The introduction of transportation and mobility concepts in this plan does not guarantee delivery of these concepts by a certain point in time, rather PLAN: Newmarket creates a menu of projects for coordinated transportation improvements to be undertaken through both City and State capital investments, as well as improvements to private property associated with new development.

The transportation and mobility recommendations of this chapter also support and advance the citywide and regional plans and policies contained of Go Boston 2030, and the MBTA's Bus Network Redesign. Many ongoing capital improvement projects, such as the Mass Ave Better Bikeway project and Newmarket One-Ways, were well coordinated with and align with PLAN: Newmarket.

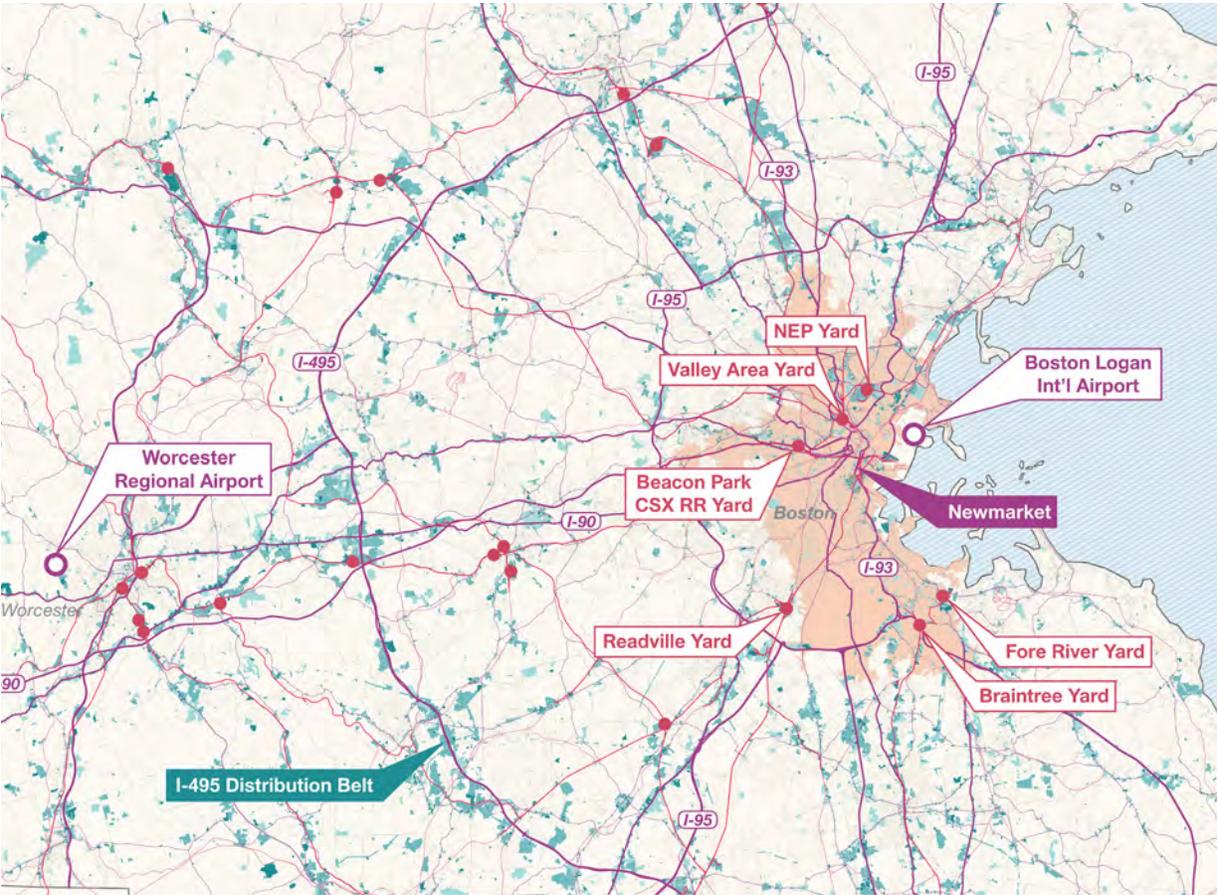
### Summary of Recommendations

**Near and Medium Term Projects - Norfolk Ave, Magazine Street, Newmarket Square, and Southampton Street:**

- Control vehicular speeds and reduce all crashes through the implementation of traffic calming and pedestrian safety measures
- Improve the sidewalk network and increase physical separation between pedestrians and vehicles
- Add green infrastructure to provide more comfortable pedestrian conditions and a more resilient industrial core
- Right-size intersections and clarify roadway lane markings
- Introduce dedicated transit lanes to facilitate transit connections to major transit assets

### Long Term Projects:

- *South Boston Bypass and I-93 Connection* - introduce a new vehicular connection to improve freight and MBTA access
- *Magazine Street Extension to Newmarket Square* - normalize the street network
- *Commuter Rail Entrance at Southampton Street* - introduce a new accessible station entrance to Newmarket Station



*Figure 5.1: Newmarket is a key regional asset. Newmarket freight is connected to the greater New England region, nation, and beyond via a network of rail terminals, highways, and airports. Distribution centers and warehouses are key to the freight and logistics network, and are largely concentrated along the I-495/I-90 highways and Worcester area.*

## GOALS

Safety for all road users and supporting industrial and economic productivity is paramount.

- Ensure that Newmarket’s street network is well-suited and ready for today and tomorrow’s industrial uses and economic productivity.
- Improve conditions for freight and movements goods, pedestrians, transit users, bicyclists, and professional and private vehicle operators.
- Ensure clarity on the street by providing safe and comfortable accommodations for all road users, including those who are most vulnerable, such as pedestrians, and especially individuals whose ability to navigate safely may be impacted by addiction challenges.
- Over the long-term, create new and improved connections to the regional transportation network that support industrial operations and add capacity Newmarket’s street network.
- Create a framework for future capital projects to be undertaken by the City, State, and MBTA.

## 5.2 Mobility Context

An analysis of existing conditions and ongoing city and regional efforts informed the PLAN: Newmarket analysis of needs and opportunities.

### Access

Key points of access into Newmarket are concentrated in key areas - Andrew Square, Edward Everett Square, Mass Ave & the Mass Ave connector, and Clifford Playground.

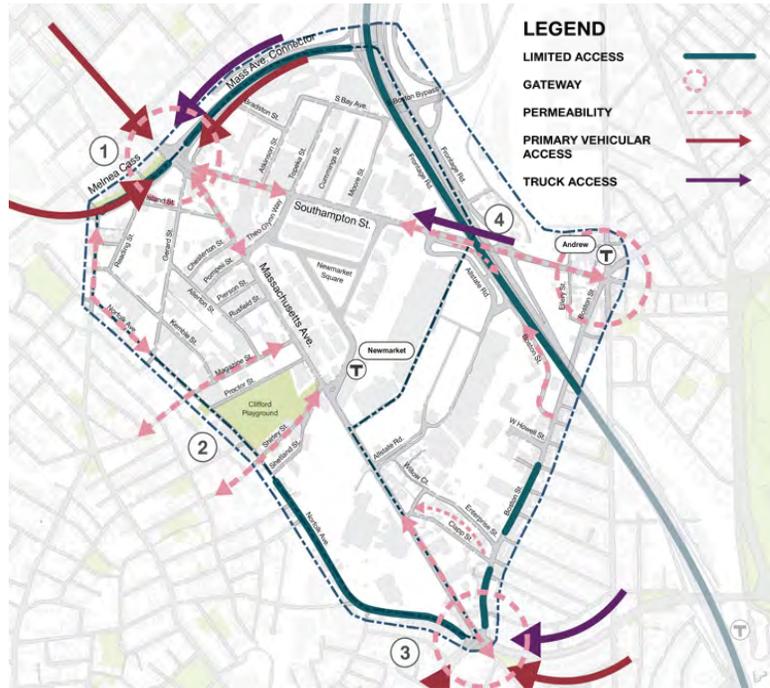


Figure 5.2

### Pedestrian Access & Infrastructure

Pedestrian access into, out of, and around Newmarket is critically important. Many points of interest are accessible from the Newmarket MBTA station, including neighboring residential areas.

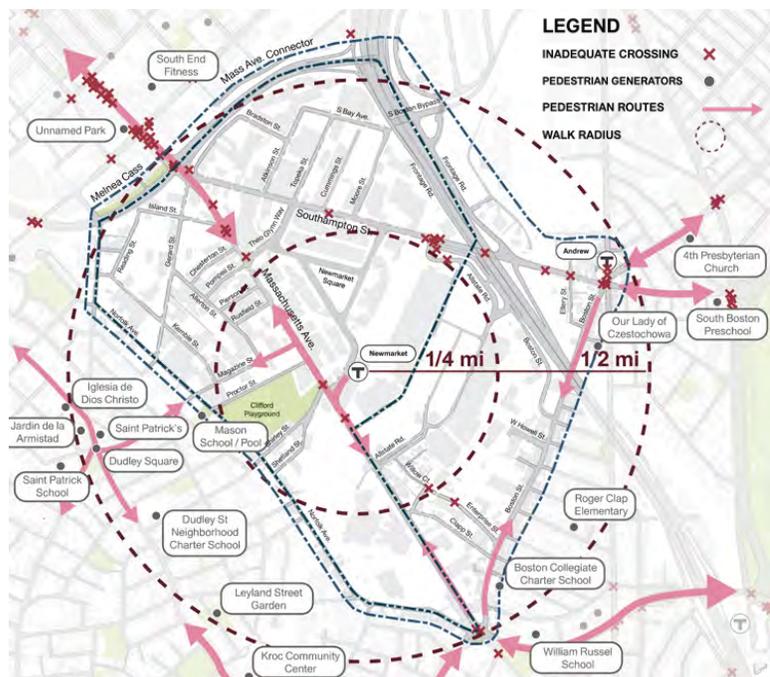


Figure 5.3

## Crash Locations

Boston Vision Zero 2019-2022 data was used to identify crash locations in Newmarket. Mass Ave, Southampton St, and intersections including Melnea Cass/Mass Ave have high concentrations of all collision types.



Figure 5.4

## Intersection Geometry

Intersection geometry - turning radii in particular - is important to understand. Large turning radii more comfortably accommodate turning movements of large vehicles, but take longer for pedestrians to cross.

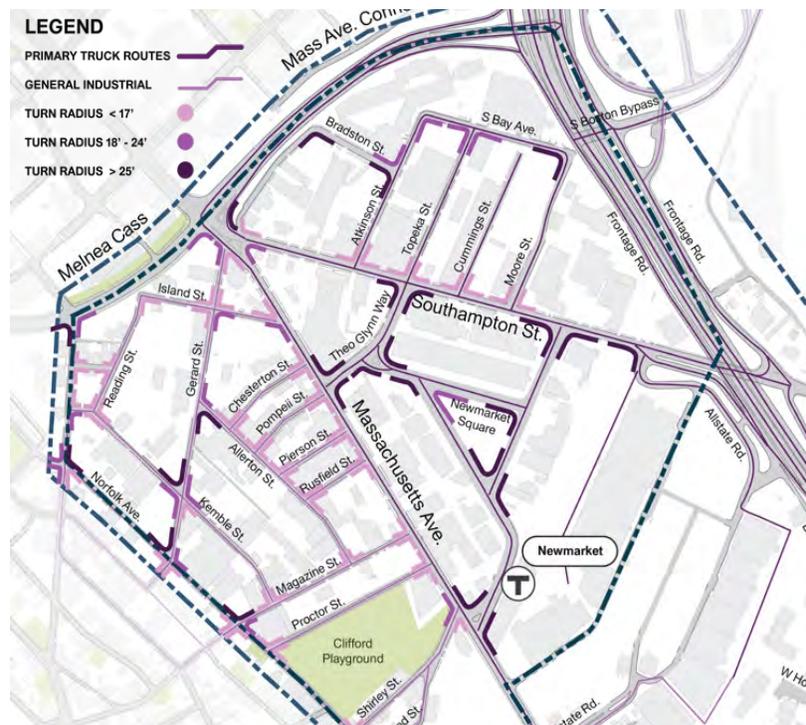


Figure 5.5

## 5.3 Priority Mobility Concepts

The transportation and mobility recommendations of PLAN: Newmarket support the local business community, advance citywide transportation goals, ensure residents, employees, and visitors can safely move around Newmarket, and help to improve the overall public realm.

Near and medium term recommendations are those which can be more quickly implemented over the coming decade, following further design and outreach by the City of Boston.

### Streets and Sites of Interest

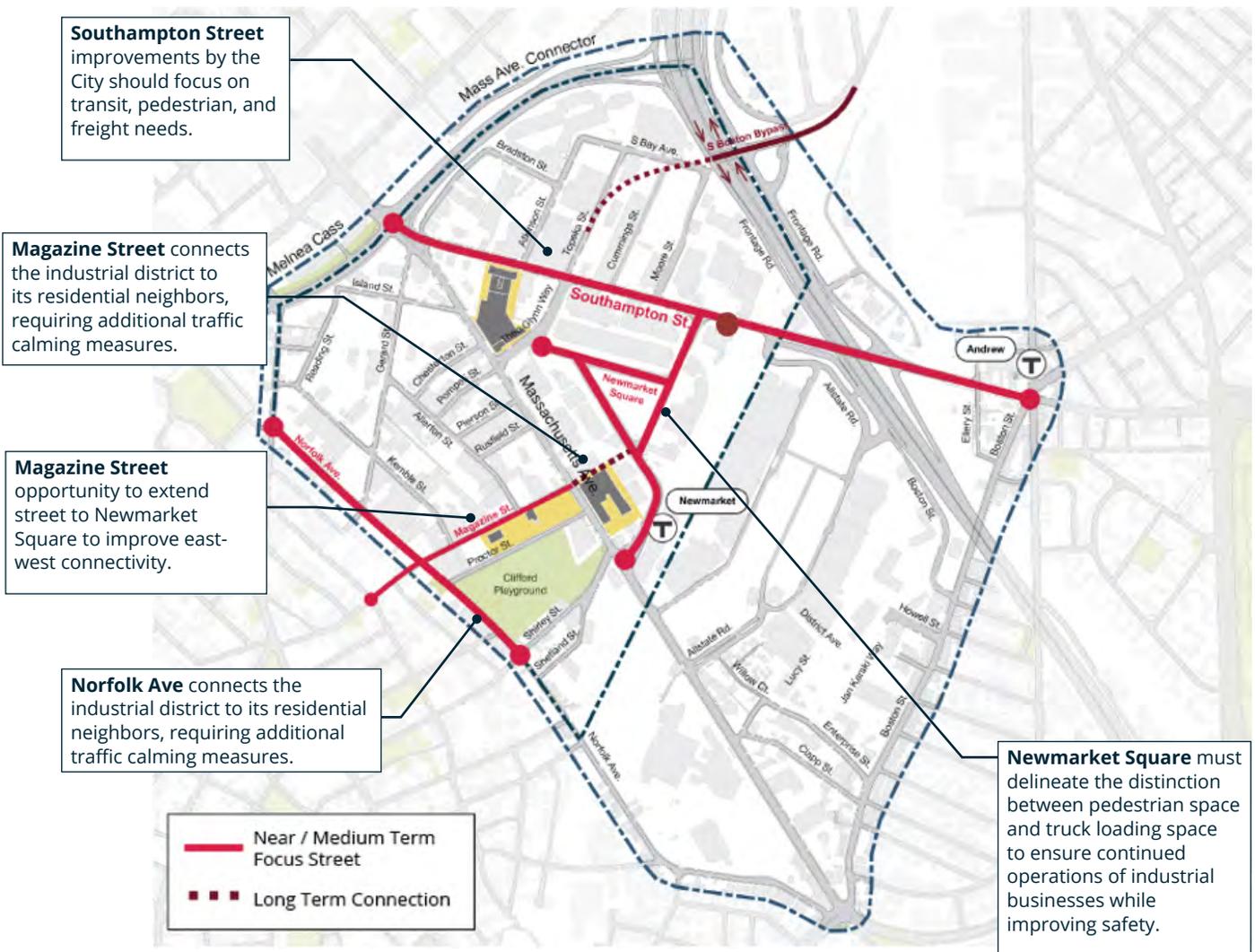


Figure 5.6



Figure 5.7 (photo: BPDA staff)

**Southampton Street** serves as a main freight and multimodal thoroughfare connecting neighborhoods such as the South End, Dorchester, and South Boston. Southampton Street connects Newmarket to the Andrew MBTA Station, but the pedestrian conditions are often inhospitable. Additionally, connections to the MBTA's Newmarket Station are missing.

The streets that make up **Newmarket Square** - the core industrial center of Newmarket - are striking for their width, lack of sidewalks, proximity of loading bays to the street, and lack of lane markings and street trees. Intersections and over-sized roadways are conducive for speeding vehicles and exacerbate pedestrian, cyclists, and transit user safety concerns.



Figure 5.8 (photo: BPDA staff)

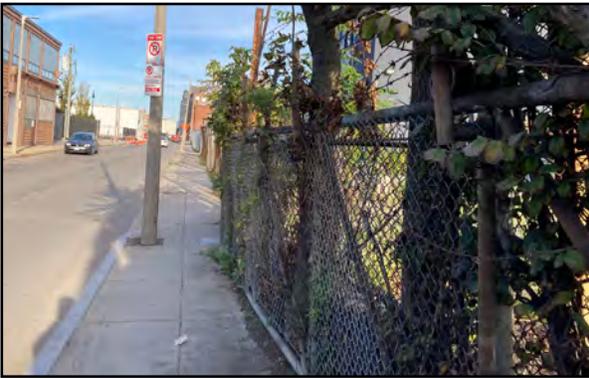


Figure 5.9 (photo: BPDA staff)

**Magazine Street** makes key connections into neighboring Roxbury and directly connects to important City services housed at 1010 Mass Ave. Inadequate sidewalk space is a common condition on this street. Stakeholders noted speeding traffic and unpleasant street crossings.

A missing link in Boston's road network could be created across the City of Boston's property at 1010 Mass Ave. The lack of east-west connections across the study area calls for an immediate review of the possibility of connecting the eastern terminus of Magazine Street with the western terminus of Newmarket Square. (Dotted line in figure 5.6.)

Much like Magazine Street, **Norfolk Avenue** is a key roadway in Newmarket. Norfolk Avenue acts as a secondary bikeway in Newmarket, connects the South End, Dorchester, and South Boston to Newmarket, and borders neighboring Roxbury. Pedestrian safety - particularly accessing the schools, parks, and residences located adjacent to Norfolk Ave - and better connectivity for people traveling between Newmarket and Roxbury across Norfolk Avenue was noted by Stakeholders and observed data.



Figure 5.10 (photo: BPDA staff)

## Norfolk Avenue

### Summary

Norfolk Avenue provides Newmarket Square residents, businesses, and visitors with a low volume connection between Hampden Street and Cottage Street. The street helps connect the Newmarket and Roxbury neighborhoods, and offers local access to homes, industrial uses, the Samuel W. Mason School, and Clifford Park. Because it connects to Melnea Cass Avenue and crosses the railroad tracks at Marshfield Street, Norfolk Avenue serves as an alternate north-south route to Massachusetts Avenue for all modes of transportation. Norfolk Avenue's narrow street width and lower traffic volumes increase its appeal as an alternate route for people walking and biking.

The PLAN Newmarket process identified multiple opportunities to improve safety, comfort, and access along Norfolk Avenue. Faded pavement markings and unmarked crossings make it difficult for motorists to know where to expect pedestrians to cross the street. Non-compliant or broken curb ramps create

additional barriers for people with personal mobility challenges. Because Norfolk Avenue is a narrow street, on-street parking is only available on one side of the street. Because parking spaces are unmarked, parked vehicles within 20 feet of intersections obstruct sightlines for vehicle operators, pedestrians, and cyclists traversing Norfolk Avenue and its cross streets.



Figure 5.10: Boston Centers for Youth and Families Mason Pool, 159 Norfolk Avenue (photo: BPDA staff)



Figure 5.11: Norfolk Avenue

### Policy Priorities

To improve safety along the corridor, the PLAN recommends corridor-wide traffic calming on Norfolk Avenue to reduce motor vehicle speeds and the risk of speed-related crashes. Reducing speeding on Norfolk Avenue will in turn improve safety and comfort for all road users, particularly people walking and biking. Proposed traffic calming treatments include:

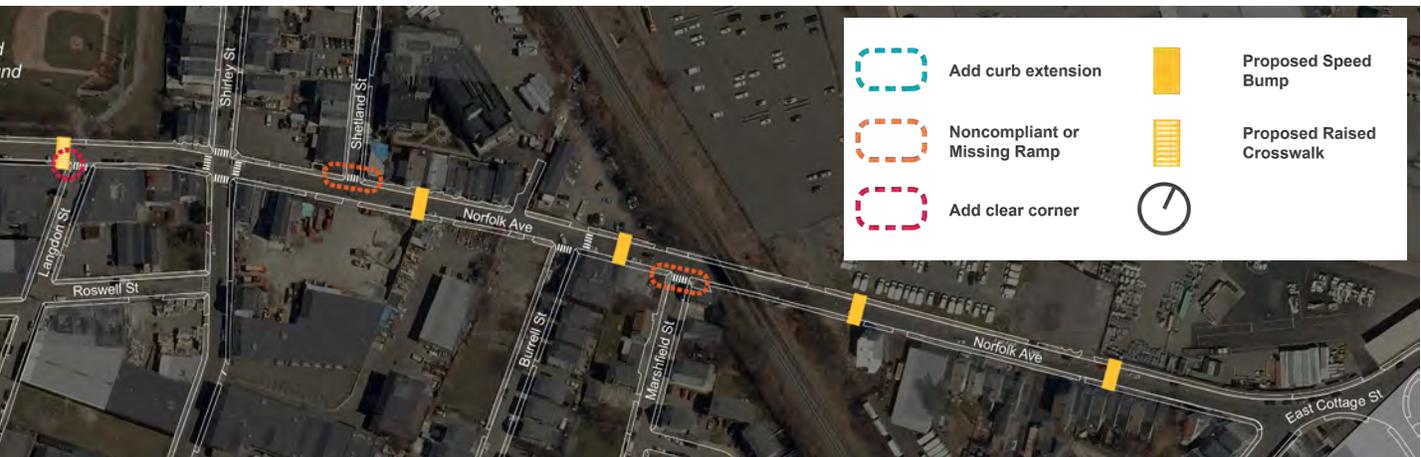
- Speed humps: The plan proposes implementing speed humps, as appropriate.
- Curb extensions: The plan proposes building curb extensions at three intersection corners.
- Raised crosswalks: The plan proposes building two raised crosswalks.

In addition to traffic calming, visibility and access improvements to make it easier for people crossing Norfolk Avenue to see and be seen by motorists are needed. Proposed visibility and access improvements include:

- Clear corners: The plan proposes implementing clear corners at one intersection.
- High visibility crossings: The plan proposes adding high-visibility crossings at nine intersections.
- Curb ramps: The plan proposes rebuilding curb ramps at four intersection corners.

The proposed traffic calming, visibility, and access treatments should be implemented while supporting all existing business operations, and maintaining all existing on-street parking on Norfolk Avenue. Further and more detailed study and analysis is necessary to advance this concept.

### Norfolk Avenue Recommendations



## Newmarket Square

### Summary

As the primary node of Newmarket's industrial transportation network, many recommendations for Newmarket Square require longer-term planning. Medium-term recommendations include adjusting lane widths, restriping to accommodate trucks, pedestrians, travel lanes, parking, and sidewalks. Longer-term recommendations include filling gaps in the sidewalk network and adding landscaped buffers as sites redevelop.

### Policy Priorities

All improvements must ensure that trucks and other commercial vehicles are able to safely and efficiently serve businesses located in the Newmarket neighborhood.

Employees of Newmarket Square businesses are able to drive, take transit (MBTA rail or bus), bike or walk to this vital regional employment center. **Employees walking between businesses must navigate incomplete sidewalks, and infrequent, wide street crossings.**

Today, sidewalks are provided around the inner triangle, along the south side of Newmarket Square at Theodore Glynn Way, along the west side of Newmarket Square at Southampton Street, and along the east side of Newmarket Square at Massachusetts Avenue. Gaps in the sidewalk network are highlighted with faded, painted pedestrian walkways. Vehicles frequently park within these walkways, particularly where they run alongside loading bays. Marked street crossings are provided at each corner of the Newmarket Square triangle, at the intersection of Newmarket Square and Theodore Glynn Way, and at the intersection of Newmarket Square and Massachusetts Avenue.

Due to the wide street cross section in Newmarket Square, crossings range between 36 feet and 115 feet. Except for the intersection

of Newmarket Square and Theodore Glynn Way, all pedestrian crossings in Newmarket Square are at least 100 feet wide.

The Newmarket Square streets do not fall within Boston's High Crash Network, MassDOT's Fatal and Injury Crash Network (MPO/RPA Ranking), nor MassDOT's Pedestrian Risk, Bicycle Risk, or Speeding Risk Networks (State Ranking). However, **community concerns submitted through Boston's Vision Zero program for the Newmarket Square streets include speeding, drivers failing to yield, and inadequate bicycle facilities.**

PLAN: Newmarket recommends reallocating space within the Newmarket Square triangle to clarify how to navigate and park in the triangle, close gaps in the sidewalk network, and to reduce crossing distances for non-motorized road users. The recommendations are organized into medium-term and long-term changes based on the character of industrial buildings in the square.

Medium-term recommendations for the Newmarket Square streets include **reallocating space from existing 20- to 25-foot vehicle travel lanes to loading bays and the pedestrian realm.** The Newmarket Square streets would be restriped to include approximately 60-foot loading bays, 10-foot painted pedestrian walkways, two 14-foot travel lanes, 8-foot on-street parking lanes, and a ten-foot sidewalk with an eight-foot landscaped buffer on the triangle side of each street. After restriping the street cross section and rebuilding sidewalks, **the plan proposes redesigning all four intersections within the square to reduce pedestrian crossing distances.**

While AutoTURN tests were run to confirm the feasibility of redesigning the Newmarket Square intersections, a detailed design effort is

required to confirm the most efficient, effective redesign option for each intersection.

In addition to increasing access within the triangle, medium-term changes in the square include repurposing the underutilized MBTA Newmarket Station 33-space parking lot into space for public realm improvements.

Long-term recommendations for the Newmarket Square streets include **closing gaps in the sidewalk network (i.e., painted pedestrian walkways) by building 10-foot sidewalks and eight-foot landscaped buffers** on both sides of the Newmarket Square Streets. The feasibility of this long-term change depends on industrial building forms evolving within the square. Per PLAN: Newmarket

design guidelines, new industrial buildings that front the Newmarket Square streets will be required to locate loading bays in a manner that facilitates all loading off-street, at the rear of buildings.

While planning-level analyses, including AutoTURN tests, were run to vet the feasibility of medium- and long-term recommendations for Newmarket Square, detailed analysis and design is needed.

#### Newmarket Square Recommendations



Figure 5.12: Newmarket Square

## Southampton Street

### Summary

Three high frequency bus routes (T8, T12, T16) and route 10 all utilize portions of Southampton Street in Newmarket. To support this vital transit corridor and advance the recommendations in PLAN: Dot Ave Transportation Plan, PLAN: Newmarket identifies Southampton Street as a key transit corridor.

### Policy Priorities

In collaboration with BTD and the MBTA, future implementation of this recommendation can occur in the near and longer term. In the near-term on a 5 year timeframes, paint and signage can be utilized to identify transit and freight only lanes.

The viaduct carrying Southampton Street over I-93 represents a major impediment to the passage of pedestrians accessing the neighborhood from Andrew Square, a critical link given that the Andrew Square MBTA station is the closest subway station to Newmarket.

Immediate safety improvements should address the Southampton Street sidewalk and pedestrian crossing of the I-93 North on-ramp as illustrated below.

In the longer-term, improved bus stops, sidewalk improvements, and intersection right-sizing can occur. To achieve this, additional design is needed.

Bus only lanes on Southampton will be functionally transit and freight priority lanes. The eventual implementation of this recommendation will advance the MBTA Bus Network Redesign service goals, will improve transit users' connections to, through, and from Newmarket, and will support improved pedestrian conditions.

PLAN: Newmarket also strongly recommends that the MBTA explore the creation of a new entrance to the Newmarket Fairmount Line station at Southampton Street.



Figure 5.14: Southampton Street

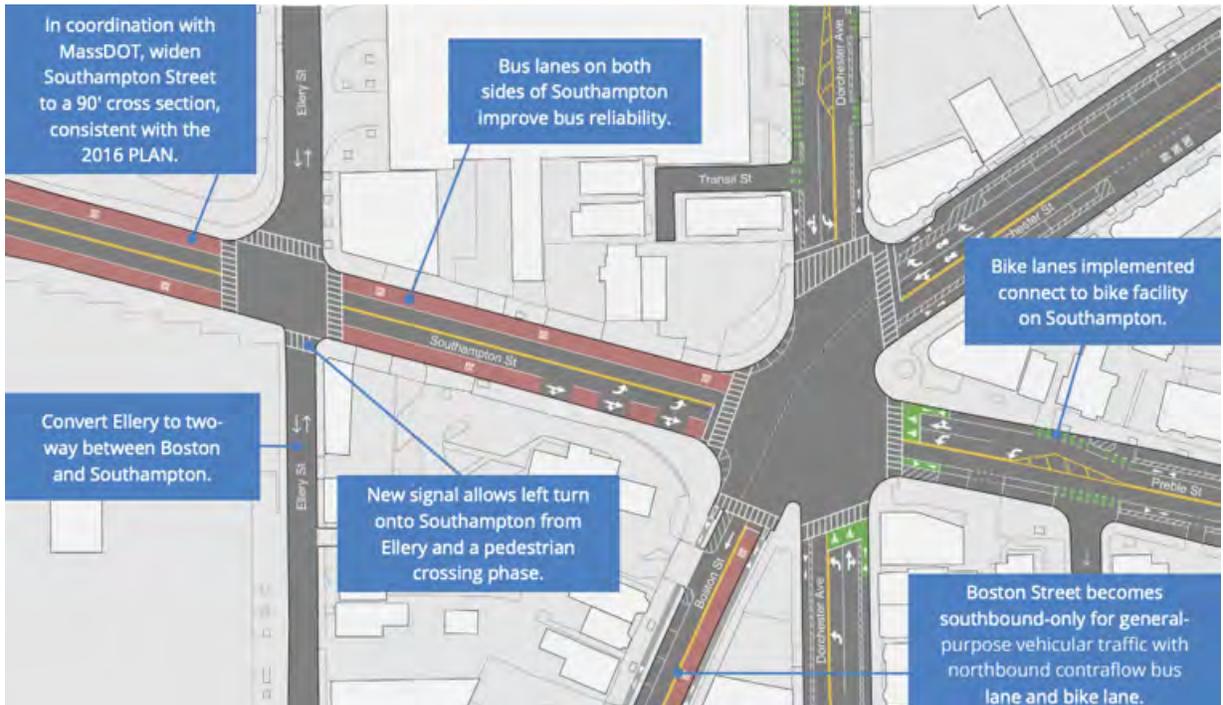


Figure 5.13: PLAN: Dot Ave Transportation Plan recommendation for Southampton Street included curbside bus only lanes.

**Southampton Street Recommendations**



## Magazine Street

### Summary

The plan proposes enhancing Magazine Street's access by encouraging lower motor vehicle speeds and increasing space allocated to people visiting the street. This involves adjusting lane widths and sidewalks, creating landscaped buffers on the south side of the street, and rebuilding curb ramps. In addition, this plan proposes additional traffic calming measures including speed humps.

### Policy Priorities

Magazine Street connects two key north-south routes in the Newmarket neighborhood: Norfolk Avenue with Massachusetts Avenue. This low speed, low volume street provides access to a mix of industrial land uses via frequent driveways and curb cuts. Today, both sides of the street have cracked sidewalks and inaccessible curb ramps. The street cross section does not have room for on-street parking.



Figure 5.15: Magazine Street

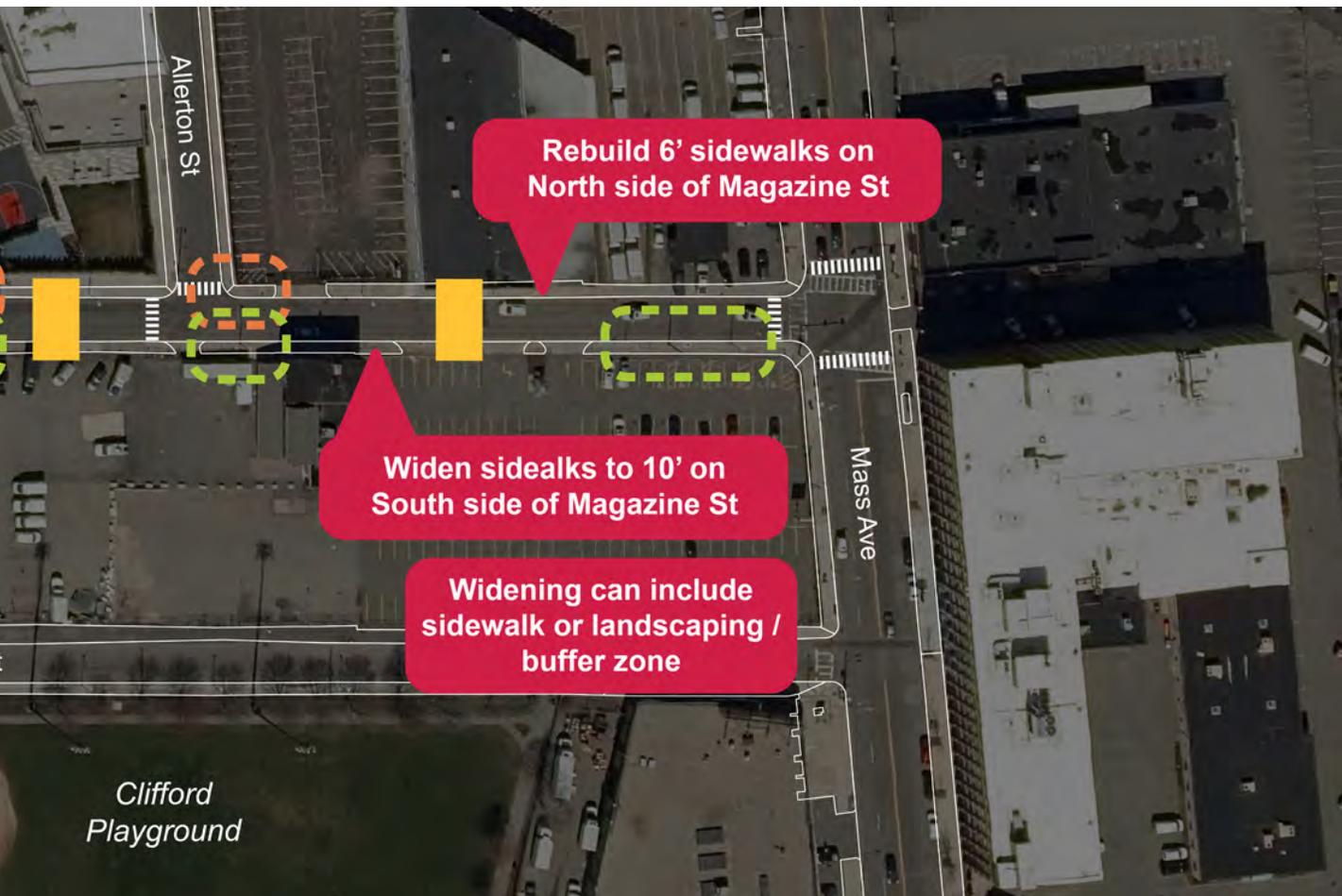
Magazine Street primarily serves as an access point into and out of Newmarket, connecting to neighboring residential Roxbury. The plan's recommendations enhance this access function by encouraging low motor vehicle speeds and increasing space allocated to people visiting the street.

The primary recommendations for Magazine Street include: an 8 foot sidewalk on the north side of the street, two 11 foot travel lanes, and a six foot sidewalk with a four-foot landscaped

buffer on the south side of the street. These improvements will be realized as property is developed along the corridor through required setbacks.

Reducing speeding on the street will further emphasize the street's local, access-driven character. Proposed traffic calming treatments include implementing speed humps. As with other transportation recommendations in this chapter, additional analysis and design is required.

#### Magazine Street Recommendations



## 5.3 Long-Term Implementation Concepts

*High-impact concepts that require further intergovernmental collaboration and analysis.*

### Additional Station Entrance: MBTA

A new entrance to the MBTA's Fairmount Line station from Southhampton Street would substantially improve station access, shorten walk times for commuters, and better connect the station across the Newmarket neighborhood.

Grade and accessibility will present design challenges and should be studied by the MBTA as soon as possible to begin the station planning process.



Figure 5.16

### Direct Bypass Road Entrance: MassDOT

An extension of the South Boston Bypass Road into Newmarket would be the most effective strategy to shift and separate industrial traffic from area commercial and residential traffic.

Conversations between PLAN: Newmarket, MassDOT, and MBTA staff revealed this missing network link could provide a range of benefits to the freight network, as well as MBTA vehicles accessing the recently expanded Southhampton Street maintenance facility.

An additional connection between Newmarket and the regional road network would enable a multitude of interventions to ameliorate the current public realm shortcomings of the Massachusetts Avenue and Melnea Cass Boulevard intersection. **Its current 300 foot road widths impede pedestrian comfort to the point that the intersection itself, Mass and Cass, has become an eponym for Newmarket's challenges.**



Figure 5.17

Discussions with stakeholders, alignment with other long-term goals for this part of the city, and the relationship to the broader transportation network would all play a large role in determining whether the Bypass Road connection concept can advance in the future.





# 06 Public Realm & Placemaking Strategies

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In this section, learn more about:

- 6.1 Public Realm
- 6.2 Site-Specific Interventions
- 6.3 Municipal Land Opportunities

## 6.1 Public Realm

---

The streets and sidewalks of an evolving urban industrial neighborhood must support the operational demands of existing businesses while providing a welcoming physical environment to industries of the future and their employees. The following recommendations provide a framework for preserving Newmarket's unique ability among Boston neighborhoods to serve heavy industry, while enhancing the comfort, amenities, and sense of safety that is owed to workers in all urban commercial districts.

The efficient and effective delivery of supplies and goods into and out of this industrial center is key to supporting existing businesses as well as attracting new 21st Century industries. As the Newmarket area exists today, the public realm is defined by the need to accommodate industry logistics (e.g. delivery vehicles) above other users, in all locations. The lack of hierarchy and specialization in the neighborhood's streets is to the detriment of both the functionality and aesthetic of the experience of traveling to and within Newmarket. Improvements to the public realm are not a zero-sum exercise: this framework prioritizes the preservation and enhancement of Newmarket's specialized capacity for freight and large vehicles. At the same time, the neighborhood's streets present selective opportunities to carve pathways, corridors, and nodes to enhance the experience of all other road users.

### **The streetscape and public realm in Newmarket are generally not pedestrian-friendly.**

Improvements to the functionality and designs of roadways in Newmarket are needed to accommodate all road users, particularly those traveling by foot, wheelchair, and bike. Several streets within the core industrial area lack sidewalks and many of the sidewalks and curbs are in poor condition, often caused by heavy trucks using the curb for turns.

### **There are few public realm amenities and a lack of streetlights on some streets pose safety concerns.**

Taken together, this makes walking around the Newmarket area an uncomfortable experience as streets today are not designed at the scale of a pedestrian. At night, a lack of streetlights on some stretches of streets adds to safety concerns for pedestrians.

### **Surface parking dominates in Newmarket.**

A significant amount of land area in the Newmarket study area is occupied by surface parking lots. Surface parking lots contribute to higher land surface temperatures and increase the risk of flooding.

### **Open Space is limited in Newmarket.**

With a high degree of lot coverage and impervious surfaces, very little of the neighborhood area is devoted to publicly accessible open space such as parks and playgrounds. Additionally, access to these open spaces is extremely limited due to missing or damaged sidewalks and a lack of bike lane connections.



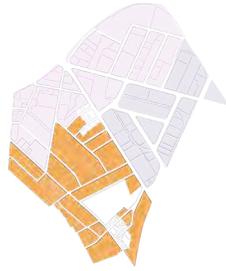
### Core Industrial

#### Existing Condition:

- Large parcel sizes accommodating heavy industrial uses.
- Most parcels have high on-site loading and parking needs.
- Lack of continuous sidewalks and human-scale public spaces; lack of greenscapes.

#### Strategies:

- Design mobility network to adequately serve trucks of various sizes to get to and from the building loading docks in the district.
- Provide ample space for on-site/off-street truck parking and loading.
- Leave ample setbacks for pedestrians to comfortably walk across and options for street planting and trees.



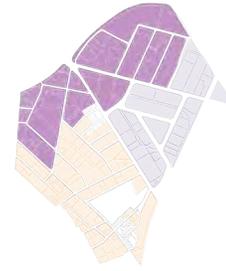
### Arts Industrial

#### Existing Condition:

- Parcels are smaller and narrower and contain a mix of uses including residential.
- Lack of continuous sidewalks and human-scale public spaces; lack of greenscapes.

#### Strategies:

- Provide multimodal street typologies to meet multiple traffic needs (smaller truck traveling, commuting and cycling).
- Design more walkable streets for more frequent local residential activities.
- Leave enough setbacks for pedestrians to comfortably walk across and space for street plantings.



### Gateway Industrial

#### Existing Condition:

- Lack of continuous sidewalks and human-scale public spaces; lack of greenscapes.
- Dangerous conditions for vulnerable road users (including individuals seeking addiction services) at the interface points of local streets and the regional road network.

#### Strategies:

- Implement low-stress multimodal street improvements to better address the needs of all road users while continuing to ensure heavy vehicle operations are viable.
- Design smaller public spaces to meet increased workers' gathering and safety needs.
- Gain setbacks for accessible and wider and comfortable sidewalks and expand space for street plantings.

Figure 6.1: Placemaking strategies.

## Public Realm Strategies: Major Truck Routes

There is a high-volume of heavy vehicles on the roadways, most parcels have high on-site loading and parking needs, and a lack of sidewalks and greenscapes make the right-of-way wholly unsuitable for almost all uses other than trucks. Strategies and recommendations involve providing enough space for on-site/off-street truck parking and loading, leaving enough setbacks for pedestrians to comfortable walk across the street, and leaving enough space for street plantings.



Figure 6.2: Newmarket Square (photo: Utile staff)

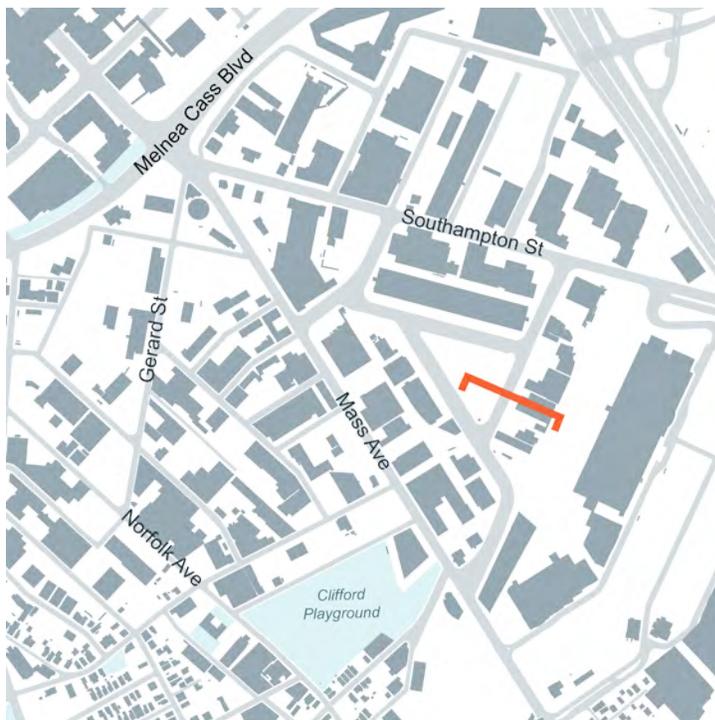


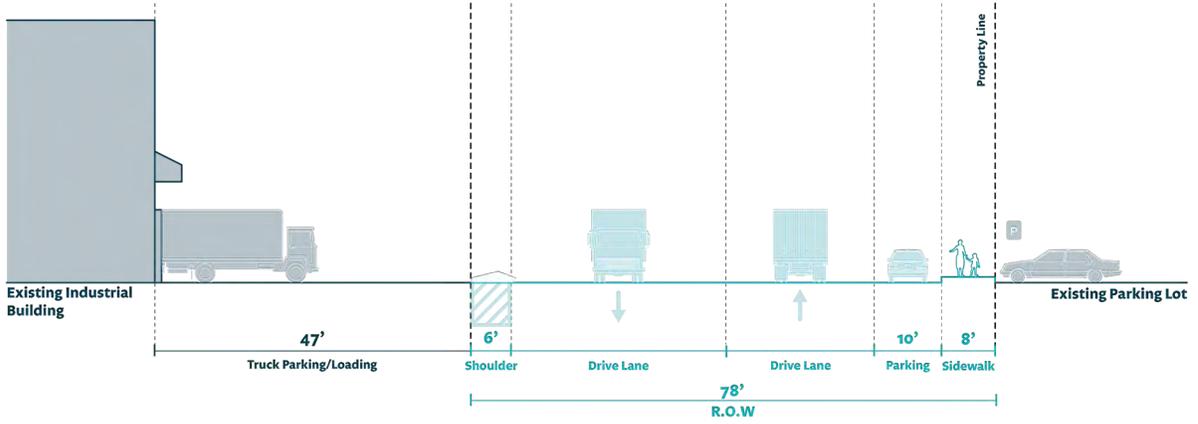
Figure 3.12: Newmarket Square section location.

### Major Truck Routes

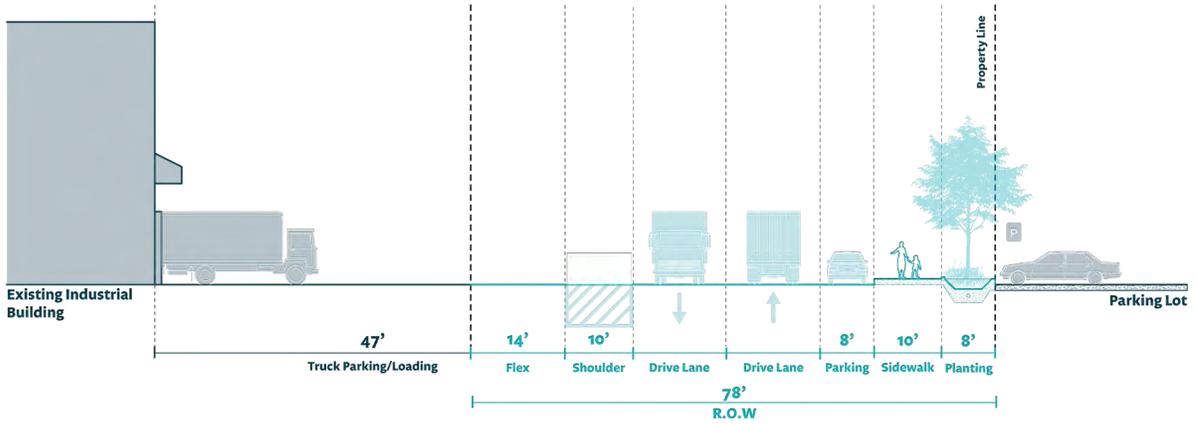
Example: Newmarket Square

While facilities to accommodate parking and pedestrians should be added where they are otherwise omitted from existing conditions, the primary goal of these rights-of-way remains accommodating the safe and efficient movement of industrial vehicles in support of Newmarket businesses.

### Existing Condition



### Medium-Term Recommendations



### Long-Term Recommendations

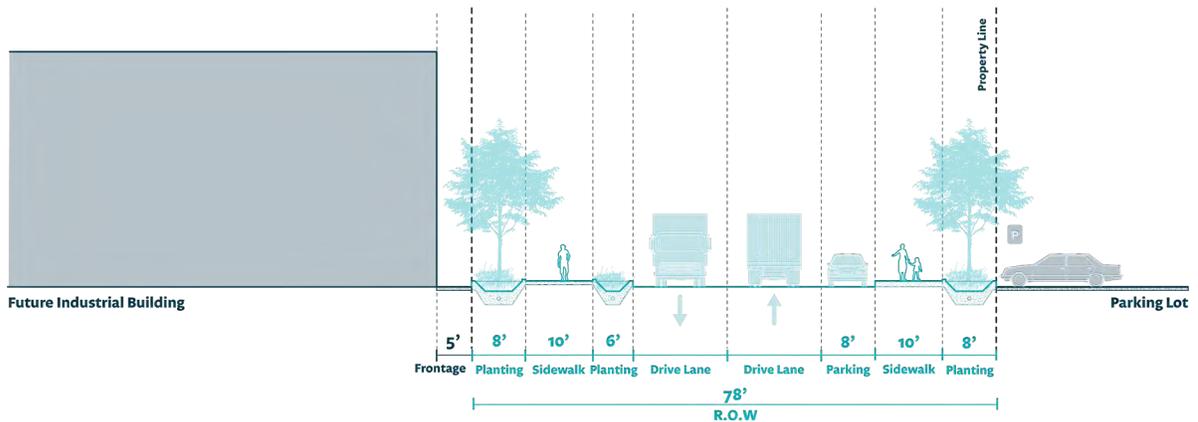


Figure 6.3: Newmarket Square sections.

## Public Realm Strategies: Multimodal Routes

Streets that don't serve as primary truck routes must serve the needs of a variety of road users. Strategies and recommendations include designing smaller public spaces to meet increased workers' gathering and safety needs, adding setbacks for accessible, wider, and more comfortable sidewalks, and leaving enough space for back of sidewalk planting zones.



Figure 6.4: MBTA Maintenance Facility, Southampton Street

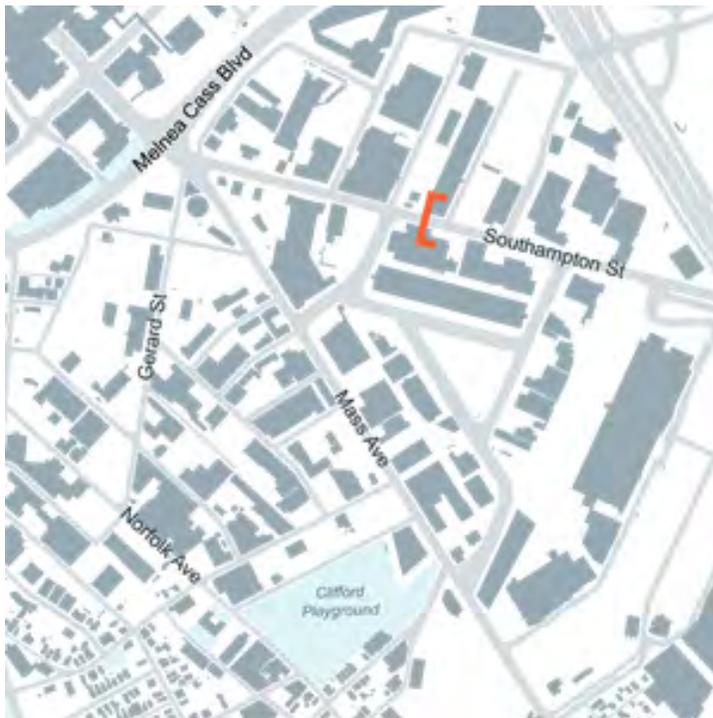


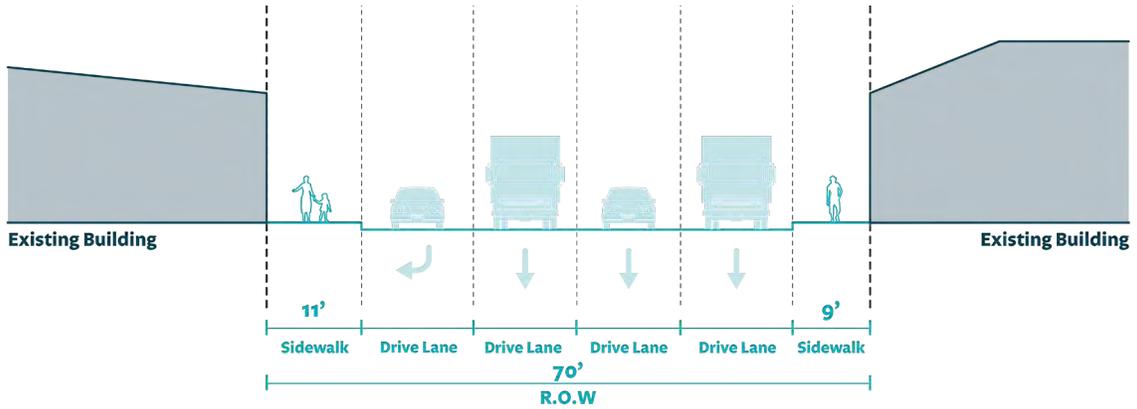
Figure 6.5 Southampton Street section location.

### Multimodal Routes

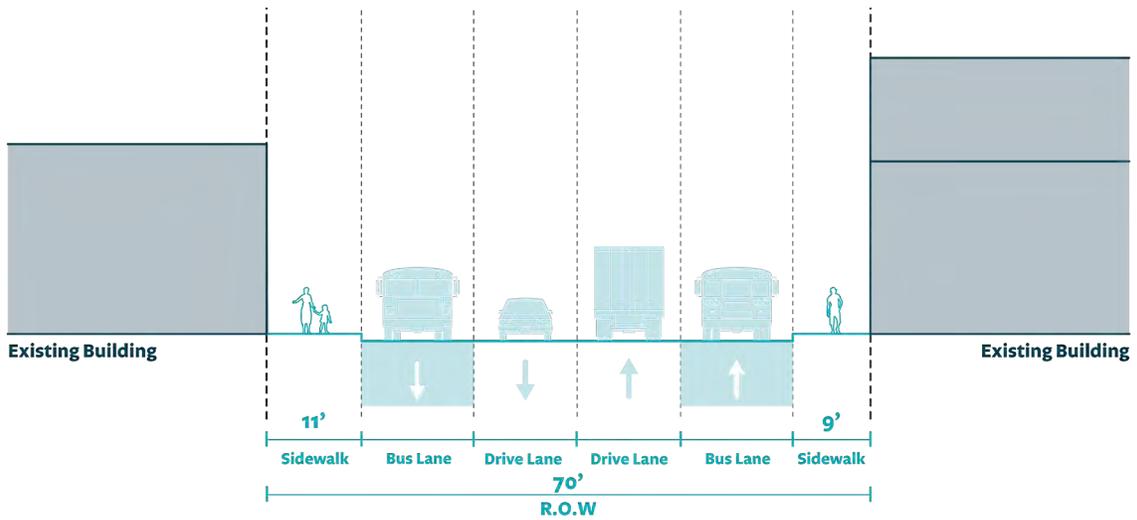
Example: Southampton Street

Updated street section should include dedicated bus lanes, a critical missing link in Boston's broader transit infrastructure.

**Existing Condition**



**Medium-Term Recommendation**



**Long-Term Recommendation**

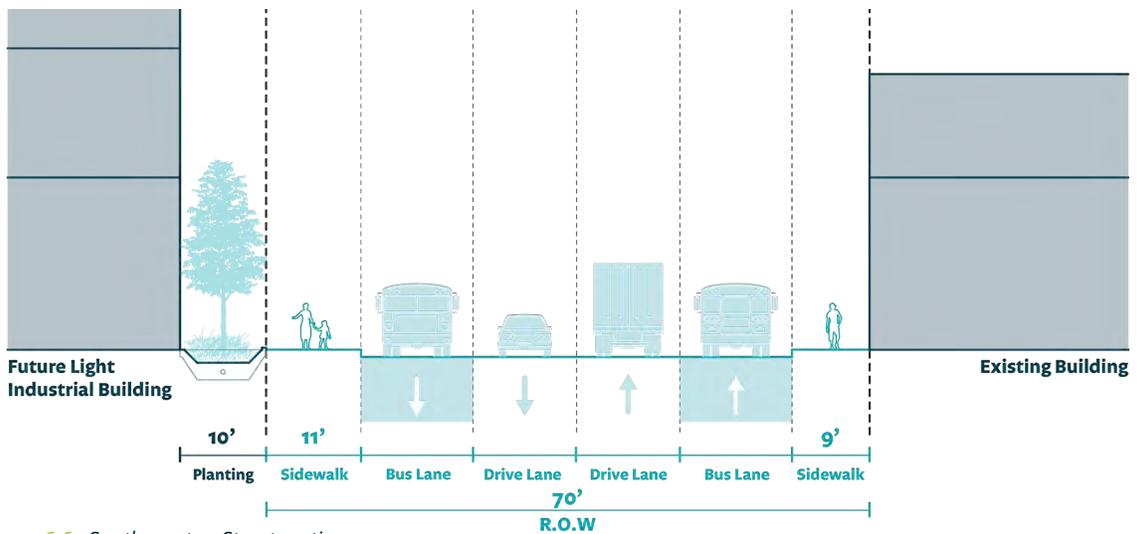


Figure 6.6: Southampton Street sections.

## Public Realm Strategies: Neighborhood Streets

### Neighborhood Streets

Example: Magazine Street

In many ways, the balance to strike in Newmarket's neighborhood streets embodies the tensions in separating the conflicting modes of travel that residents and businesses currently have to negotiate. The future vision maintains some ability of businesses to use the broader street network as required, still encourages primary travel on more dedicated truck routes, and also increases safety for non-truck mobility needs.



Figure 6.7: Magazine Street. (photo: Utile staff)

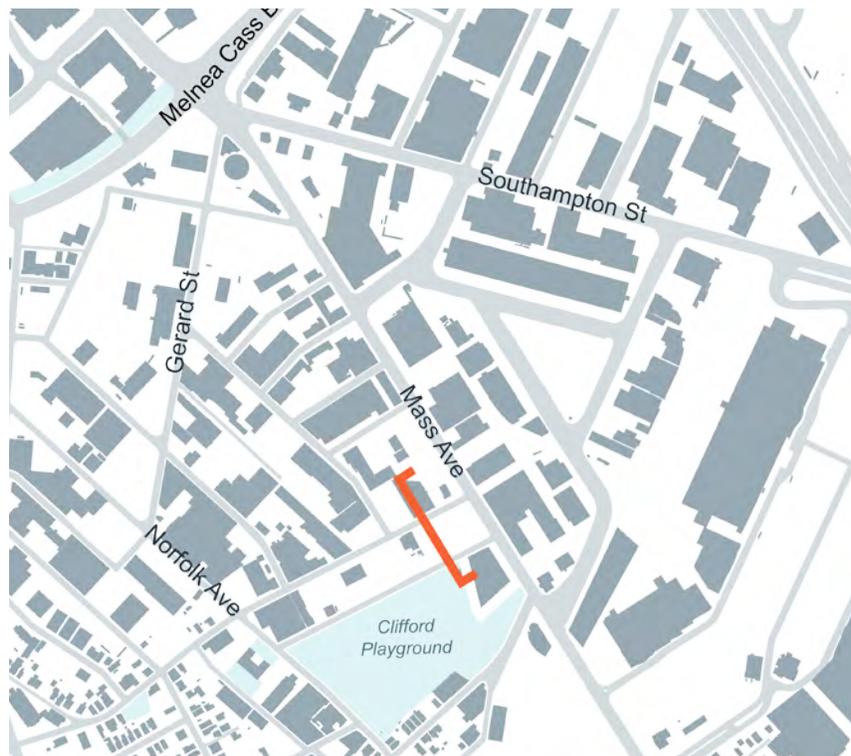
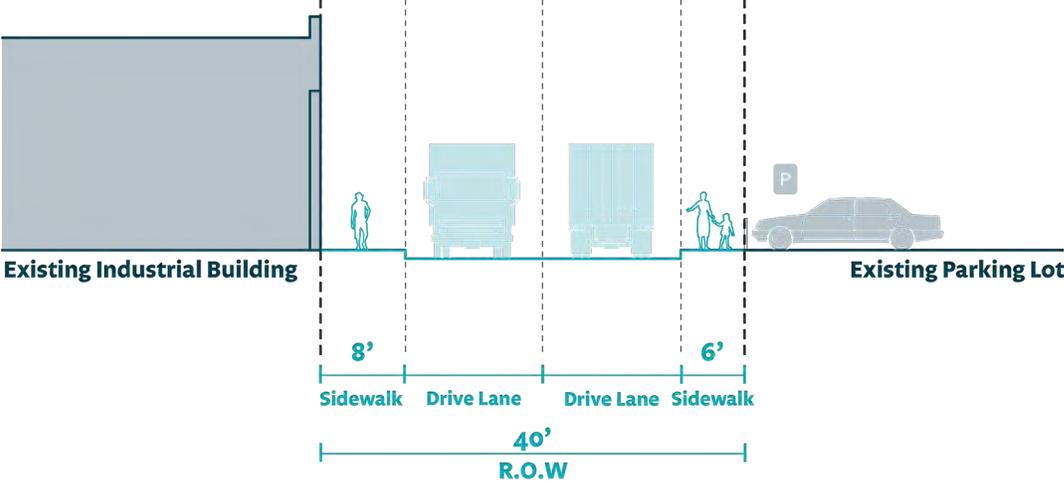


Figure 6.8: Magazine Street section location.

**Existing Condition**



**Long-Term Recommendation**

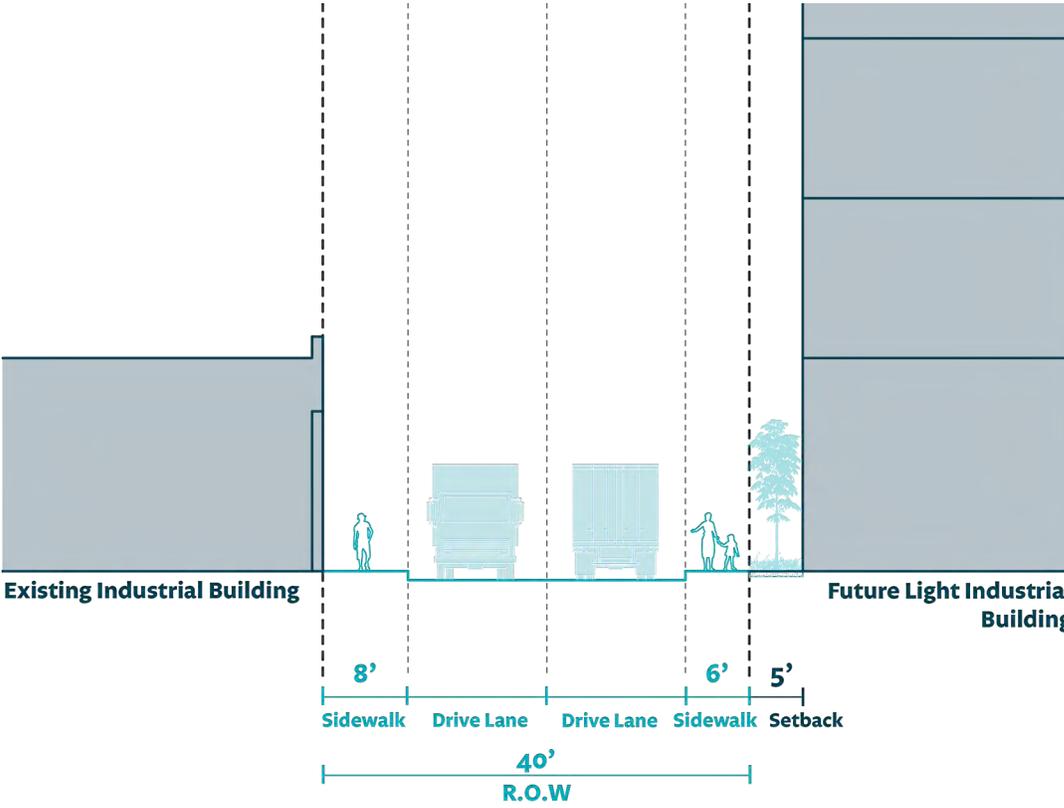


Figure 6.9: Magazine Street section location.

## 6.2 Site-Specific Interventions

Newmarket’s urban realm must safely facilitate the coexistence of trucks, bicycles, and pedestrians, without disrupting core industrial business activity.

Because of Newmarket’s urban location and adjacency to residential neighborhoods, an important aspect of this involves creating a sense of place for employees, commuters, residents, visitors, and passers-by through small to mid scale urban design and landscape interventions.

The placemaking strategies in this plan consider public realm improvements along important nodes and thoroughfares, and thoughtful placement of appropriate buffers and transitions between industrial and non-industrial edges of the neighborhood.



Figure 6.10: MBTA Newmarket Station. (photo: Utile staff)



Figure 6.11: Clifford Playground. Rear: 1010 Massachusetts Avenue municipal building. (photo: BPDA staff)



Figure 6.12: Dooley Square: gateway to Newmarket from the South End. (photo: Utile staff)

## Sites for Placemaking

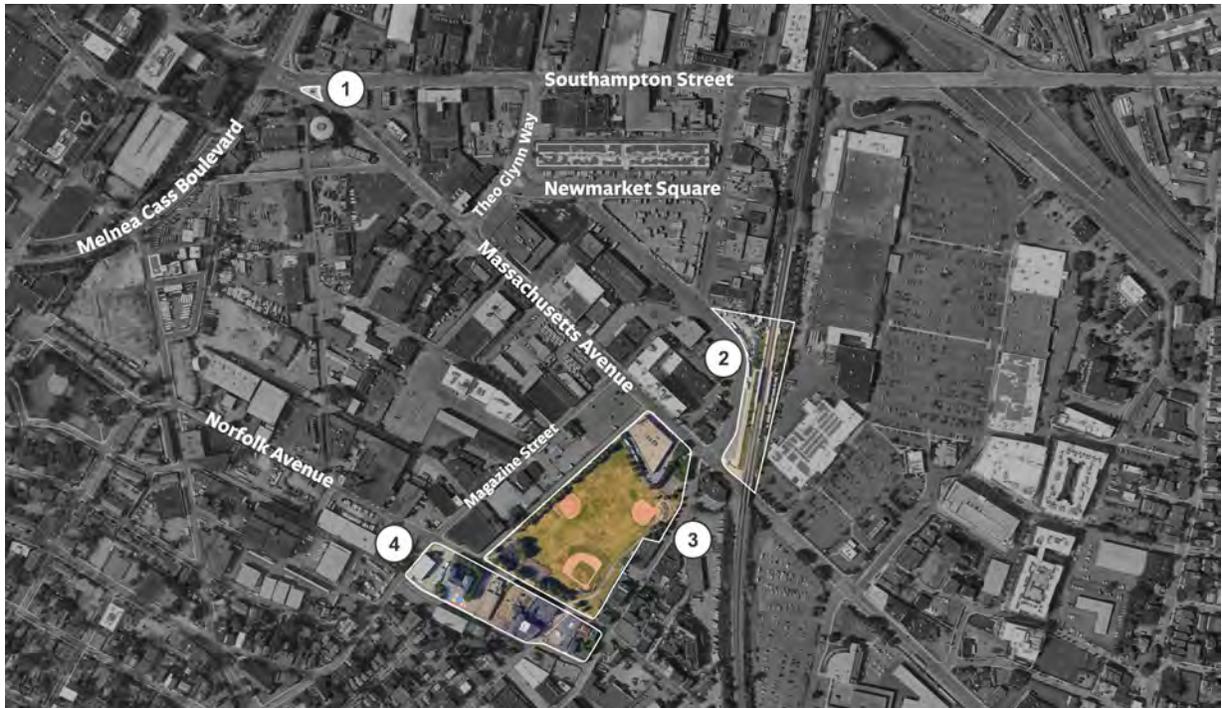


Figure 6.13: Key placemaking locations.

- ① **Dooley Square:** Opportunity to create a more welcoming primary gateway to Newmarket with softscape and trees for shading. As this intersection is one of the main entry points into Newmarket, there is also opportunity to improve signage and wayfinding for the area.
- ② **Newmarket Station:** An important transit node and gateway, the area around the Newmarket station can benefit from interventions including both relatively low cost strategies such as tactical urban projects, street trees, public art, and wayfinding, as well as larger scale transformations of the built environment on property owned by the City of Boston and the MBTA. Surface parking owned by these public entities in the station area present a striking unrealized opportunity to lead by example in creating transit adjacent public open spaces and commercial development on currently underutilized land.
- ③ **Clifford Playground:** An important open space asset in the district, Clifford Playground connects Newmarket to residential Roxbury and Dorchester. Improving the conditions of surrounding sidewalks, entrances, and small plazas at the periphery of the park can help better connect the park to the Newmarket Station area.
- ④ **Gateway to Residential Roxbury:** The node at the intersection of Magazine Street and Norfolk Avenue acts as a point of connection between Newmarket and Nubian Square. This area houses a variety of smaller-scale and public-friendly uses including Bully Boy Distillers and the Faith Family Center.

## 6.3 Municipal Land Opportunities

Including the City, MBTA, and County, the public sector is the primary property owner and employer in Newmarket. In light of its significant property holdings, the City must lead by example in optimizing the use of its real estate assets for the provision of a range of employment opportunities to Bostonians.

In light of its proximity to the Newmarket MBTA station and Clifford Playground, the City's Magazine Street surface parking lot offers a striking example of unrealized potential for greater job density and economic productivity.

While this parking lot currently serves an important customer service function for clients of public-facing City departments located at 1010 Massachusetts Avenue, the PLAN: Newmarket team considered its role in the context of other nearby municipal properties including the Fire Department Headquarters at 115 Southamptton Street and the Engagement Center at 26 Atkinson Street.

Due to the specialized nature of human services provided at the Atkinson Street Engagement Center, PLAN: Newmarket staff recommend this use remain in a self-contained setting.

In contrast, the remaining portfolio including municipal offices and parking at 1010 Massachusetts Avenue, as well as the administrative offices and repair facilities at the Fire Department Headquarters should

be studied further. Rough estimates by the PLAN: Newmarket team indicate that these three uses could possibly be consolidated into a single footprint in Newmarket.

The planning team recommends the Public Facilities Department coordinate with the Planning Advisory Council, the City agencies operating in Newmarket, the BPDA and the Newmarket BID to expand upon initial fit tests conducted as part of this study to explore opportunities for consolidation of municipal landholdings.



Figure 6.14: Map of publicly-owned land in Newmarket



*Figure 6.15: The surface parking lot at the corner of Massachusetts Avenue and Magazine Street represents an unrealized opportunity for the City to leverage its own assets to realize planning goals. (photo: BPDA staff)*



**STANDARD  
ELECTRIC**

mass ave

8  
COM  
CAUTION

CAUTION  
CONSTRUCTION SITE  
NO ENTRY

CAUTION  
CONSTRUCTION SITE  
NO ENTRY

# Appendices

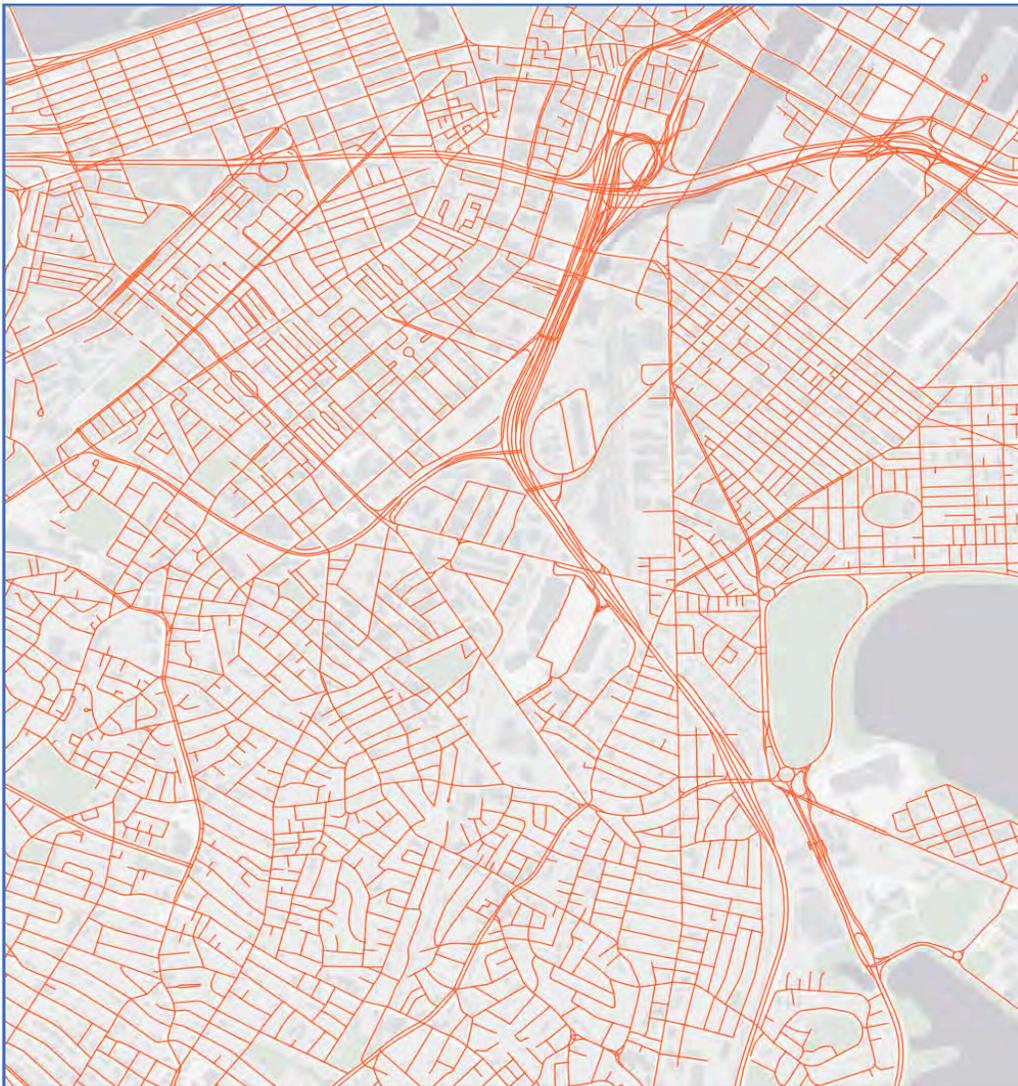
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Equity Framework

Last Mile Delivery and Arts Preservation Memo

# **Social Justice and Equity Analysis** **Framework for PLAN: Newmarket**

*Methodology for Equity Driven and Human-Centered Planning*



*Produced by Rivera Consulting, Inc.  
Wilnelia Rivera, President  
Jon Hillman, Senior Consultant and Researcher  
Will MacArthur, Research Fellow*

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## Introduction

Boston is rightly recognized as a national and global leader in innovation, education, medicine, and an array of other diverse fields. It is the primary economic engine of the third wealthiest state in the wealthiest nation on the planet. It attracts bright and talented individuals from across the world who dream of changing it for the better. In short, the history of Boston demonstrates the limitless possibilities of what can be accomplished here. Boston's leaders and neighborhoods have long engaged in planning at the intersection of development, equity, and inclusion. Now, as the future of the global economy sits at our doorstep, the city must renew its commitment to balancing prosperity, economic social justice, and racial equity in its planning and development.

The heart of Boston is in its tapestry of neighborhoods and the interconnected social fabric of multi-racial communities, but this diversity cannot mask the disparate neighborhood life expectancies that range from 59 years in Roxbury to 89 years in Back Bay. While progress has been made on many fronts, an honest accounting of its past and present reveals a set of decisions—including from planners and policy-makers—that has made it one of the most racially and economically exclusionary cities in the United States for residents of color. At the center of that crossroads between Boston's promise and its history of exclusion lies the neighborhood of Newmarket.

Traditionally an industrial job center and economic hub, Newmarket illustrates the opportunities and challenges facing 21<sup>st</sup>-century Boston through its very location. To its north are affluent neighborhoods such as the Back Bay, filled with predominantly white and highly educated households that average nearly \$90,000 in median household income. To its south is Roxbury, a traditional home and bedrock of Black and Latino residents in Boston. While only a short drive south from Back Bay, Roxbury boasts an average median household income of less than \$26,000.

That gap of \$64,000 is a telling number, but it cannot fully display the generations of income and opportunity lost. These pernicious wealth gaps fail to tell the story of intentional policy choices and economic development strategies that have favored the health and wellbeing of residents with access to wealth and power. It is unable to account for the neighborhoods and families ignored or marginalized through systemic racism and corporate welfare. It is just a number.

Too often, the planning and development process for neighborhoods in Boston lacks the corrective actions that could account for these realities. Decisions by leaders in the private,

public, and civic sector fail to meaningfully address issues of social justice and equity. This absence only reinforces racial and economic segregation, supporting the steady increase in inequality these past decades. This has only been exacerbated by the COVID-19 pandemic. In the worst public health crisis in over a century, communities of color and individuals with low-income have—as always—faced the greatest hardships.

To transform communities requires embedding corrective actions in local planning and development; these actions must be driven, shaped, and led by cross-sector collaboration strategies. Locally and nationally, we are facing a more uncertain future fueled by climate change, outdated land-use patterns, and an aging infrastructure and multi-modal transportation system. The current pandemic and overall public health crisis caused by it has made this glaringly clear. The weight of these realities has consistently fallen on communities of color, immigrants, and persons of low-income. This is not by coincidence, but due to active policy decisions and indecisions that have struggled to make lasting change for the health and economic wellbeing for these constituencies.

It is critical that as planners, developers, and architects, we problem solve accounting for a present that is constantly shifting and future that is more unclear than ever. We cannot simply be beholden to the past. Understanding present dynamic market conditions in Newmarket and Boston overall, in particular within employment, social services, and transportation, means accepting an increased level of flexibility and adaptability in the planning and research process.

Be they transit riders, individuals without homes, long-time abutters, or anchor institutions that reside within Newmarket, current and future uses must be centered in policies, regulations, and metrics that align with the implementation of a 21<sup>st</sup> century industrial planning framework. To engage in land use planning and urban design from a perspective of social justice and equity means integrating human-centered planning practices in the planning and development of this neighborhood. And by focusing on preservation, urban design, and growth—be it in jobs, industry, or employment—we can ensure a 21<sup>st</sup> century Newmarket that is both prosperous and sustainable for all its current and future users.

## Overview and Purpose

Social justice and equity require the architects and planners of PLAN: Newmarket to place the needs and future aspirations of communities of color and those residents with low-income throughout Boston first and foremost. Those aspirations needn't be opposed to the needs of critical stakeholders that will drive the industrial and economic engine of a 21<sup>st</sup> century Newmarket economy. Instead, the Social Justice and Equity Analysis Framework must be used to coalesce the two, unlocking economic opportunity and positive social determinants of health for local residents historically denied the means to control their own destiny.

PLAN: Newmarket will have far-reaching implications for neighborhoods across the city, and it is essential that the planning process center residents and communities outside of Newmarket's immediate vicinity as well as those within it. Such an approach is particularly vital for residents along the MBTA Fairmount commuter rail line, which connects Newmarket to Roxbury, Dorchester, Mattapan, and Hyde Park. While an equity-driven plan for Newmarket can promote economic opportunity across the city—including in neighborhoods served by the Fairmount Line—a plan that creates large numbers of high-paying jobs without strong provisions to ensure access for existing residents will likely exacerbate displacement for communities this plan is aiming to uplift.

We need look no further than Kendall Square in Cambridge to see the impact of 21<sup>st</sup>-century industrial development without proper provisions for equity, particularly in neighboring communities of color. Recent [reporting](#) in the *Boston Globe* discusses the relationship between Kendall Square and the Port, a historically Black neighborhood in Cambridge. A *Globe* analysis reveals that “of the 342 adults in [two large public neighborhoods in the Port] who listed their employer on housing documents, just one reported working at one of the city's 10 largest biotech employers.”

While Mattapan, Hyde Park, and much of Dorchester and Roxbury do not directly abut the Newmarket district, the Fairmount Line encapsulates the need to connect and consider vital stakeholders in PLAN: Newmarket throughout an array of Boston neighborhoods. Including these residents in the process from the outset of planning is a matter of racial justice. As Figure 1 shows, large majorities of residents of most census tracts within a fifteen-minute walk of Fairmount Line stops are Black, Hispanic, or Latino, while majorities of many tracts within fifteen minutes of Newmarket itself are Non-Hispanic White. The experiences and perspectives of business interests and residents living in and around Newmarket will likely struggle to capture the realities and needs of a much broader group with a stake in PLAN: Newmarket, including residents along the upper Fairmount Line. Transit connectivity makes these

communities functional abutters to Newmarket, and their perspectives will be vital in shaping an equitable plan. It also makes clear the opportunity that PLAN: Newmarket represents. Through data driven and human-centered planning, the city of Boston and PLAN: Newmarket stakeholders can create a 21<sup>st</sup> century economy rooted in social justice and equity. From that can come an economy that promotes economic pathways of opportunities by delivering tangible course corrections that improve racial, economic, and environmental equity.

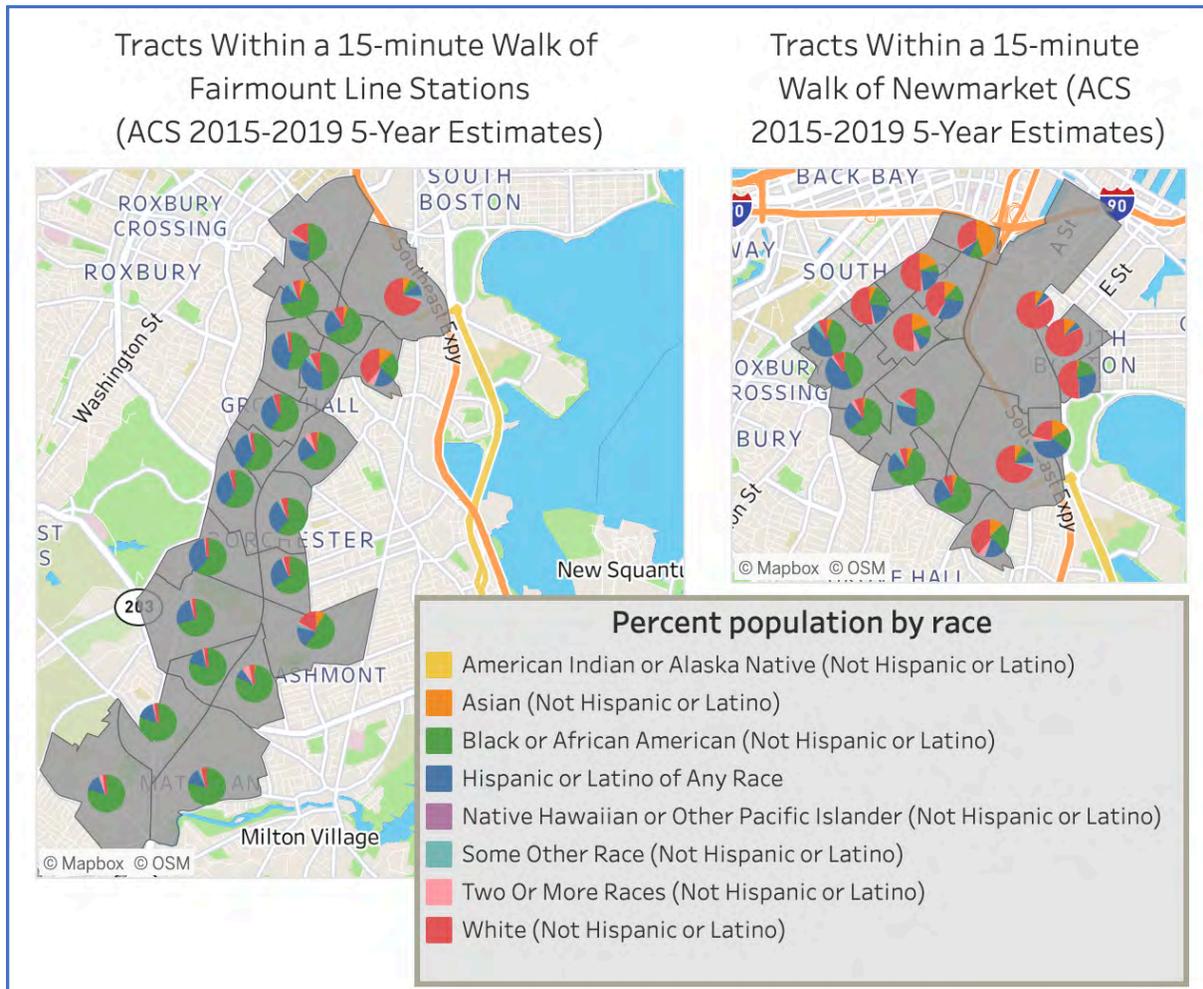


Figure 1: Percent Population by Race of Census Tracts Within Walking Distance of Newmarket and the Fairmount Line

Median household incomes in tracts along the Fairmount Line are also lower than those for Boston as a whole, demonstrating that the city’s recent prosperity isn’t shared equally between its neighborhoods. Figure 2 demonstrates that most tracts served by the Fairmount Line have median household incomes well below the citywide median of \$71,000, while downtown tracts within walking distance of Newmarket have median household incomes at or above this level.

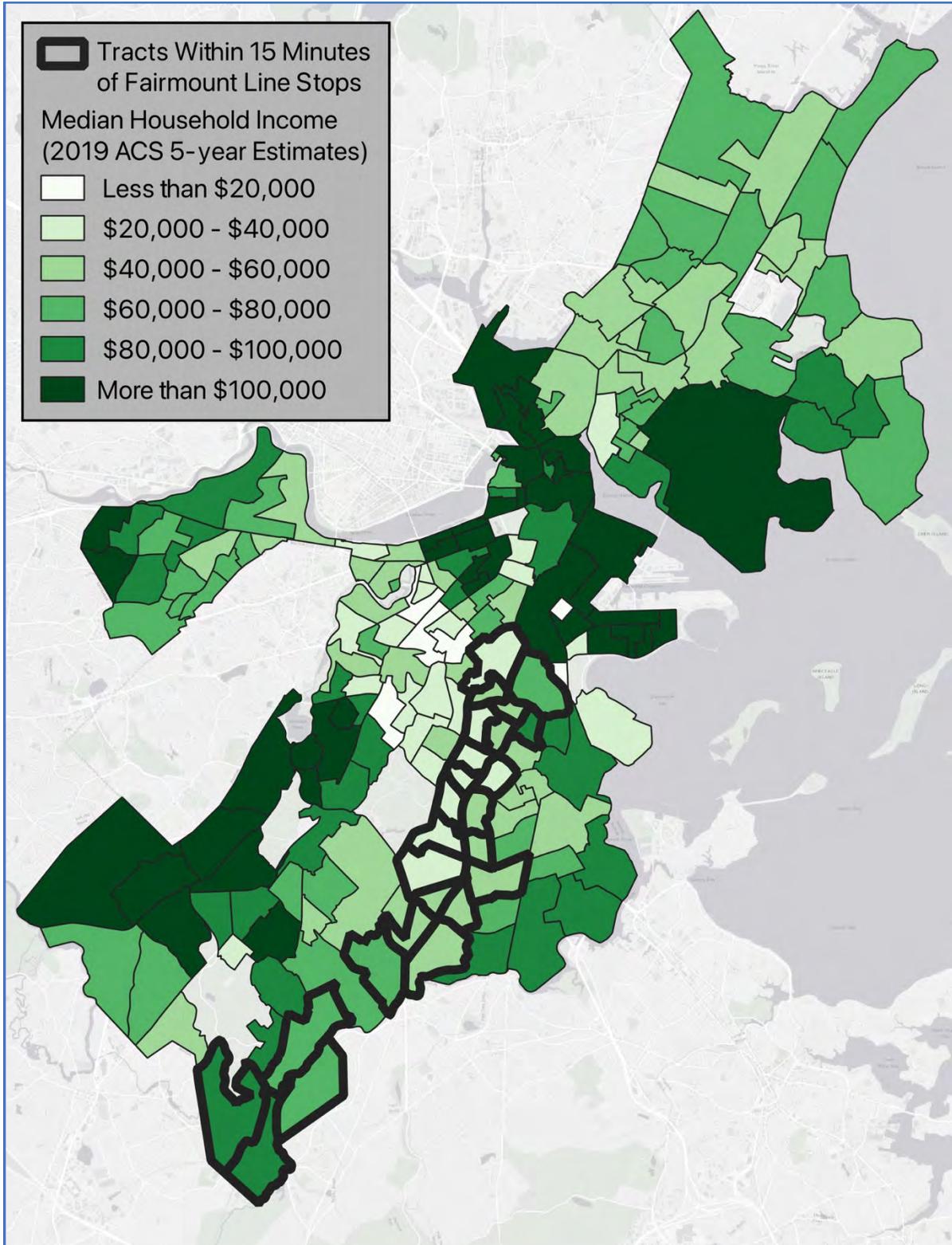


Figure 2: 2019 Median Household Income by Census Tract in Suffolk County

American Community Survey (ACS) data also makes clear that Fairmount line residents are not fully sharing in prosperity brought by recent growth in high-tech, high-paying jobs in Massachusetts, raising the prospect of workforce exclusion similar to the gap documented in Cambridge in recent *Boston Globe* analysis. An analysis of 2010 and 2019 ACS 5-year estimates reveals that in the last decade, growth in scientific, professional, and administrative jobs accounted for 25% of all job growth for residents of Massachusetts. These high-paying sectors accounted for even more growth in the tracts within 15 minutes of Newmarket, where they represented 35% of all job growth for residents. In tracts along the Fairmount Line, however, only 15% of all job growth in the last decade took place in these sectors (see Figure 3).

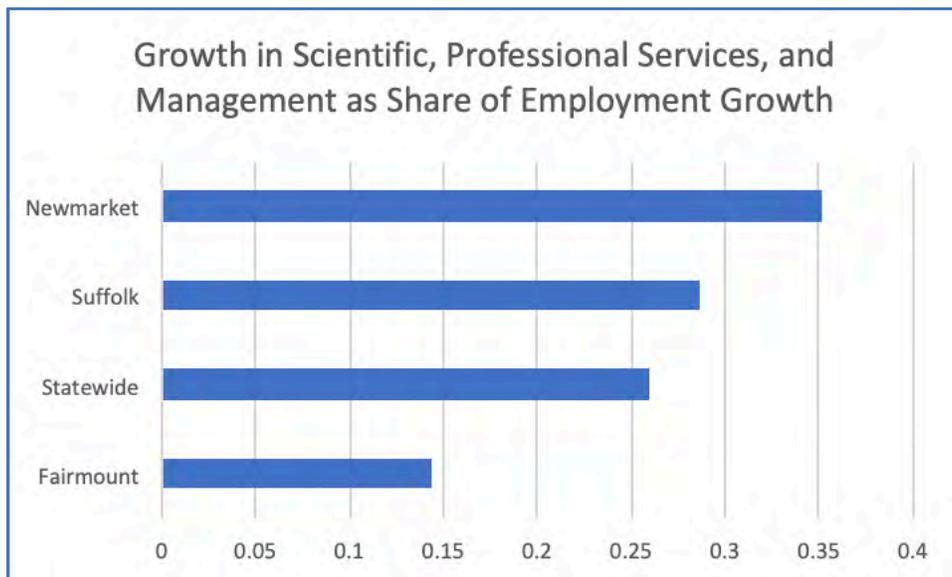


Figure 3: Growth in Scientific, Professional Services, and Management as Share of Employment Growth

This disparity in job growth in the 2010s exacerbates inequalities that existed at the beginning of the decade. In 2010 ACS 5-year estimates, only 9.9% of residents of tracts along the Fairmount Line were employed in these high-paying sectors, compared to 15.5% in and around Newmarket. By 2019, rates in and around Newmarket had jumped to 20.3%, while those along the Fairmount line grew modestly to 10.9% (see Figure 4).

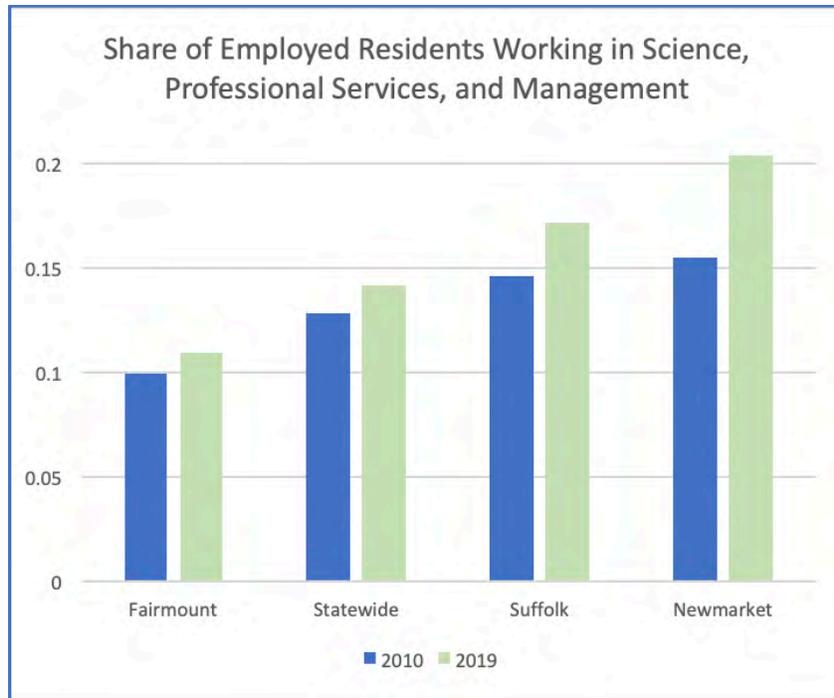


Figure 4: Share of Employed Residents Working in Science, Professional Services, and Management

It will take deliberate planning to ensure that the 21<sup>st</sup>-century jobs created in the Newmarket district are accessible to its neighbors along the Fairmount Line and its surrounding neighborhoods. That process can only come from the development and implementation of key social justice and equity principles embedded throughout each stage of PLAN: Newmarket. Through the adoption of a human-centered design to this framework, the Boston Planning and Development Agency (BPDA)—in partnership with other key actors both within and outside local government—can participate intentionally and thoughtfully in the design of PLAN: Newmarket to shape and inform equitable policymaking across municipal governance, development, and procurement in the years ahead. This framework addresses core strategies and indicators to incorporate social justice and equity in all facets of PLAN: Newmarket.

Table 1: Barriers and recommendations to embedding principles of social justice and equity into PLAN: Newmarket

Barrier	Recommendation
<p>Communities and individuals in Newmarket and its surrounding neighborhoods have faced disparate socioeconomic, public health, and environmental outcomes as a result of private market forces, public policy choices, and institutionalized racism.</p>	<p>Policy choices and planning initiatives within PLAN: Newmarket should strive for equity over equality through deep interrogation and inquiry of how development harms or improves equity for communities of color and people with lower incomes.</p>
<p>Specific communities and individuals within Newmarket and its surrounding neighborhoods are more susceptible to the negative externalities of economic growth and development, exacerbating existing economic, environmental, and public health disparities.</p>	<p>Policy choices and planning initiatives within PLAN: Newmarket should emphasize the support and protection of communities of color and people with lower incomes through human-centered design principles, while implementing community and user-informed solutions that increase economic opportunity for these same populations.</p>
<p>Newmarket and its surrounding neighborhoods are home to individuals and groups that are both difficult to capture through publicly collected data, as well as populations traditionally disengaged from the community planning process.</p>	<p>Policy choices and planning initiatives within PLAN: Newmarket should incorporate human-centered research techniques and data collection practices that emphasize social determinants of health for hard-to-reach and economically disenfranchised populations.</p>
<p>Traditional methods of city planning and development limit the scope and possibilities of community and neighborhood engagement, hindering the ability of municipalities, developers, and other civic actors to deliver on social justice and equity.</p>	<p>Policy choices and planning initiatives within PLAN: Newmarket should be assessed and tested using design thinking and human-centered community engagement techniques to ultimately implement and embed agreed upon equity deliverables in neighborhood development.</p>

## Social Justice and Equity Lens

Planners and decision-makers within this process are tasked with considering and assessing the future of Newmarket as it specifically pertains to issues of economic policy and land use, public realm and urban design, mobility, and climate resilience. Within those areas are a litany of complex and intertwined factors and stakeholders with a web of interconnected motivations, some of which align and some of which compete. Often, these formal planning processes drown out the motivations and desires of everyday citizens in a fog of niche special interests with the ability to speak loudest in a crowded room. In particular, residents who struggle to afford food or attain medical care are shouted down or most easily ignored in favor of those comfortable and familiar in such spaces.

We must disrupt this status quo dynamic if we are to embed values of social justice and equity in the municipal planning process. It is incumbent on the planners and decision-makers within PLAN: Newmarket to listen to the voices of those who so often are made invisible.

To do so, we can begin by using and implementing a social justice and equity lens. This tool and its subsequent framing should be used as a starting point when considering questions of social justice and equity within the four key policy areas under consideration within PLAN: Newmarket. Use of this lens will result in improved planning, innovative decision-making, and equitable resource allocation that accounts for economic and racial disparities as well as environmental justice. Critically, it calls for creative and non-traditional modes of planning and community engagement practices that allows for the real-time implementation of these values.

Operationalizing values of social justice and equity do not come easily. They are fought for and practiced far before any plan is finalized. Equitable development can only be achieved by key actors and external stakeholders within PLAN: Newmarket enacting these values into practice parcel by parcel and data set by data set.

When addressing issues of social justice and equity within PLAN: Newmarket, it is imperative planners consider the following:

### Historical and Neighborhood Context

History matters and it still lives with us. To embed and integrate tenets of social justice and equity throughout PLAN: Newmarket, planners must account for the past to understand the story of the present and the possibilities of the future. It is not equality that this plan ultimately strives for, but equity. That distinction inherently recognizes that disparate actors within

Newmarket are not coming to this process on equal footing. Decades of market forces and public policy decisions have benefitted specific residents and business interests throughout Newmarket and its surrounding neighborhoods.

Achieving equality would only require us to treat outcomes the same without regard for this historical standing and the current needs of stakeholders. Equity accounts for what has come before, and designs opportunity that tackle racial, socioeconomic, and environmental barriers that have traditionally held back so many from reaching their aspirations and lived potential.

When addressing topics of economic policy and land use, public realm and urban design, mobility, and climate resilience within PLAN: Newmarket, planners should consider:

- What advantages or disadvantages have distinct community stakeholders (residents, small business owners, workers, anchor institutions, artists, people without homes) historically faced?
- How does any potential policy choice or planning initiative reflect this context?
- Based on this understood historical context, what is the current state of play across residents, stakeholders, and anchor institutions within Newmarket?
- As a result of this historical context, what social justice, equity, and socioeconomic factors should be addressed, mitigated, and resolved before stakeholder and community-centered engagement begins?

### Centering Equity in Planning and Development

The intersecting crises of COVID-19, rising economic inequality, climate change, and emboldened white supremacy have only increased our need to name, protect, and support those at higher risk from these grave effects. This means a greater planning emphasis on both social determinants of health within these communities, and the ways in which data can inform the land use and public realm of Newmarket in the future. Planners must not be naive about the immediate effects that will be seen in lost state revenue and the tenuous support of our Federal partners. This will have the greatest impact on communities of color or people with lower incomes within Newmarket and its surrounding neighborhoods. Of specific note are transit riders and artists, residents without homes suffering from a lack of social services, and those lacking the socioeconomic and mobility connections to emerging markets and employment opportunities.

The COVID-19 pandemic in particular has forced us to reckon with the fragility of our social safety net. This moment requires planners to consider how we strengthen that net in the near-

term, but also account for the future as climate change continues to disproportionately harm communities of color and people with lower incomes.

When addressing topics of economic policy and land use, public realm and urban design, mobility, and climate resilience within PLAN: Newmarket, planners should consider:

- Is there an upfront recognition of the conditions, circumstances, and realities of the lived experiences and socioeconomic barriers of communities of color and people with lower incomes in Newmarket and its surrounding neighborhoods, including neighborhoods connected to Newmarket via the Fairmount Line?
- How does any policy choice or planning initiative intentionally account for and attempt to assess the potential social, economic, and environmental outcomes for groups and populations most likely to suffer unintended or adverse effects from said policy?
- How are these effects and potential negative externalities within communities of color and people with lower incomes being centered and valued for any ultimate planning design or recommendation?

### Inclusive and Equitable Data

One of the ultimate goals of any social justice and equity framework—along with its subsequent research and related indicators—is to encourage the adoption of mixed-method and data collection practices that produce sound and innovative findings. In doing so, this methodology can support planners to better measure and track where and how inequities persist and how these inequities are addressed, or not, throughout Newmarket and its surrounding neighborhoods. By measuring both, BPDA can assess what prototypes work best for equitable planning and development overall.

Democratizing participation in the data collection and planning process is a fundamental first step to getting new results and influencing behavior shifts among agency planners, thereby promoting a new culture as an ongoing basis for research, engagement, and development. To properly account for and incorporate principles of social justice and equity within PLAN: Newmarket, planners must shape and analyze data not only from a variable-centered approach, but with a renewed commitment to human-centered research techniques. This approach requires relevant data to be formed under the assumption of heterogeneity of populations throughout Newmarket and its surrounding neighborhoods. This approach to data collection and metric construction asks us to recognize how specific configurations comprised of social determinants of health variables interact with one another to shape the behavior of specific

actors within the study area. This is in contrast to an approach that utilizes “averaged” variable parameters that can often fail to capture the nuance of distinct populations.

When addressing topics of economic policy and land use, public realm and urban design, mobility, and climate resilience within PLAN: Newmarket, planners should consider:

- Are the data and metrics being used to design and evaluate any policy choice or planning initiative intentionally including economic, social, and political determinants of health that assess gaps in disparate community stakeholders? Is that data reflecting the input and recommended lens of community stakeholders?
- How is that data being collected and disseminated? How are those most impacted participating or informing research design, data collection, and problem solving?
- Is any potential policy choice or planning initiative multi-disciplinary? Does the project team and key external partners provide distinct and multi-disciplinary lenses? What other city agencies will ultimately be a part of this policy choice or planning initiative?
- How responsive are current municipal research and procurement practices to developing and ever-changing equity data? How can current regulations within land use, public realm, mobility, and climate resilience adequately capture and illuminate goals related to social justice and equity? How is the municipality embedding equity data and findings into its day-to-day operations, delivery, and constituent services?

### Design Thinking and Human-Centered Community Engagement Strategies

Stakeholder and community-centered engagement is the cornerstone of planning and development. It is critical that planners expand traditional strategies and tactics through design thinking and human-centered practices and principles. The use of this methodology can provide agency actors, planners, and other related interagency professionals a systematic approach on both singular projects and broader goals within PLAN: Newmarket. Ultimately, this practice can provide a space for continuous process improvement throughout the engagement and beyond the traditional planning process. It is the proxy by which planners can measure the values, existence, and outcomes for equity throughout this engagement and actively implement the outlined key considerations within this equity lens.

Traditional models of engagement and research in planning often rely on the past, present, and future data collection methods of quantifiable metrics. This limits the scope of research design practices such as asset mapping and participatory planning, undercutting the possibility of co-defining and co-shaping solutions with core external stakeholders from the beginning of a process. The inclusion of this type of data collection and engagement can create the conditions

necessary for planners and cross-sector stakeholders to formulate a truly human-centered design. Practically speaking, this means placing key community stakeholders at the forefront of our thinking, research design, and collaboration recommendations. Doing so can position Newmarket to become an effective and replicable example of the problem-solving and collaboration needed for inclusive and equitable neighborhood planning in the City of Boston.

To encourage and provide structure for the use of design thinking principles within PLAN: Newmarket, a people-centered research and engagement toolkit will be created for the current and future use of planners, other interagency officials, and key stakeholders. This toolkit will support the BPDA in the implementation of community-centered planning nodes that embed the co-design and implementation of a particular policy choice or development. These toolkits will be guided by key questions represented throughout the equity lens, such as:

- How is this policy choice or development accounting for the inclusion of stakeholders historically ignored or excluded in the neighborhood planning process?
- How are principles of sharing embedded in this policy choice or development?
- How are planners accounting for stakeholder input throughout each phase of the process, including design thinking, prototyping, implementation, and evaluation?
- Does neighborhood consultation include neighborhoods connected to Newmarket via the Fairmount Line in addition to those in and around Newmarket?
- What inclusive and equitable data, including tools and practices, are being deployed to sustain equity?
- How are technology and language justice leveraged to center those most impacted by this policy choice or planning initiative?
- How are planners empathizing and defining the problem with communities of color and people of lower incomes? Interagency officials? Other core stakeholders?
- What are stakeholders co-creating, co-producing, and testing?
- How is local municipal governance being reshaped to create shared spaces of agenda setting between low-income and high-income neighborhoods?
- What was the professional background of the consultants, firms, and other outside subcontractors assigned to this policy choice or development? Did it include an equity focused consultant? What would they replicate in the future?

## Social Justice and Equity Goals and Indicators

The utilization of the social justice and equity framework will require mixed-method research designs for both internal and external learning. These designs must emphasize both qualitative stakeholder engagement tools along with key quantitative data to shape our understanding of the past, present, and future conditions of Newmarket. The goal of this initial framework is not to prescribe the precise data metrics that are required to fully assess whether PLAN: Newmarket is succeeding in its stated goal of embedding principles of social justice and equity. Rather, the following topline goals and indicators should serve as a starting point for all involved to consider the potential quantitative metrics that assist internal and external actors in this shared collaborative learning process. The subsequent goals and indicators outline both the overarching ends for social justice and equity within the four key policy realms of PLAN: Newmarket, and the potential means to quantifying the existing economic, racial, and environmental gaps that must be closed to achieve them.

### Goal 1: Economic Policy and Land Use

**Ensure local resident access to emerging industries and markets for historically vulnerable and disenfranchised stakeholders, with an intentional emphasis on racial and economic justice.**

- Potential neighborhood indicators and comparable case study examples to inform policy design and the equitable distribution of resources:
  - Income (Median Household Income by race and census tract)
  - Wealth (Mortgage debt rate and Median value-owner occupied homes by race and census tract)
  - Employment (Unemployment and underemployment by race and census tract; Classification of current employment)
  - Educational attainment (Level of education achieved by race and census tract)
  - Poverty (% of households below poverty line by race and census tract)
  - COVID (% of transmission rates; % infected; % death due to COVID/related complications; % vaccination rate)
  - Existing Industry Conditions (Employment classifications types and required education levels)
  - Projected Future Industry Conditions (Employment classification types and required education levels)

### Goal 2: Public Realm and Urban Design

**Incorporate design principles, zoning, and social impact investing recommendations that supports cross-sector neighborhood development and improves access to critical public health social services.**

- Potential neighborhood indicators and comparable case study examples to inform policy design and the equitable distribution of resources:
  - Prototyping opportunities in land use assessment, development review process, and future industry conditions that connect public value creation with financial return for key internal and external stakeholders
  - Residential Displacement (Above-average residential rent increases; Housing cost burden; Foreclosures; Evictions)
  - Commercial Displacement (Above-average commercial rent increases; small business closures; % change in minority and women-owned businesses)
  - Cultural Displacement (Number of cultural spaces closed e.g., places of worship, community centers, libraries, public gardens, parks)
  - Social Services Access (Types of local social service providers; Number of economic at-risk households within 30-minute public transit ride; hunger vulnerability)
  - Built Environments (Proximity to open public space; Proximity to health and affordable food; Proximity to recreational spaces)

Goal 3: Mobility

**Design and invest in a multimodal transportation system that centers environmental justice, incorporates social determinants of health, and connects historically vulnerable and disenfranchised stakeholders to new employment opportunities.**

- Potential neighborhood indicators and comparable case study examples to inform policy design and the equitable distribution of resources:
  - Transit Affordability (Number of households spending more than 20% of budget on transportation costs, by race)
  - Transit Accessibility (Number of households within 30-minute public transit ride to employment centers, by race)
  - Transit Efficiency (Frequency of transit and travel commute times, by census tract; Vehicle miles travelled, by census tract)
  - Transit Modes (Types of transit e.g. train, bus, bike lanes, pedestrian access)

Goal 4: Climate Resilience

**Account for existing socioeconomic and environmental inequities, along with social determinants of health, that hamper the ability of communities of color and individuals suffering from low-income to prevent, withstand, and recover from short and long-term climate change effects.**

- Potential neighborhood indicators and comparable case study examples to inform policy design and the equitable distribution of resources:
  - Public Assistance (Rate per household, by census tract; SNAP usage)
  - Access to capital (Average rate of mortgage approval, by census tract)
  - Air Quality (Quantities of air pollutants; Rates of asthma)
  - Health (Rates of Obesity; Rates of high-blood pressure; Rates of diabetes)
  - Health Insurance enrollment by type (public, private, Medicare/Medicaid)
  - Urban Heat Island Effects (Current heat island effects, by census tract)

## Conclusion

To define and implement a “21<sup>st</sup> century industrial” vision for Newmarket requires reviewing, rethinking, and reimagining the 20<sup>th</sup> century playbook. To usher in the industries and job markets of tomorrow, we must evaluate the existing communities, services, and institutions that make Newmarket distinctly its own. It is a rare opportunity in which this physical environment can be co-shaped and co-designed alongside the needs of shared social and economic aspirations for businesses and communities of all types, both now and in the future.

As the city of Boston continues to recover and rebuild from the most devastating public health crisis in over a century, it will experience policy tradeoffs that will determine who gets to live, work, or play here. Both literally and metaphorically, Newmarket lies at the crossroads of a city on the cusp of transformation. While Imagine 2030 launched a collaborative planning process that ultimately shaped a shared vision for the future of this neighborhood, Plan: Newmarket must be a collaborative development process that embeds democratic participation in real time.

Yes, it is imperative that PLAN: Newmarket produce a final roadmap that promotes growth and promise for the residents of Boston. But just as importantly, this moment provides an opportunity to practice and prototype, not just preach; for all those with a stake in the future of this neighborhood and city to embed social justice in this planning process through our own collective action with one another. Anything less will result in aspirational hopes and sanitized language that is bound to fall upon deaf ears. It is our aspiration that the use of this framework can create the foundation upon which the building blocks of that behavior can take root.

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## PLAN: Newmarket | Arts Preservation and Last-Mile Distribution Memo

### Last-Mile Distribution Mitigation Strategies

In Boston, as in other major urban centers, the growth in large last-mile distribution facilities has grown rapidly in recent years, in parallel with increasing consumer reliance on online shopping. This has led to rising demand for industrial real estate: Greater Boston's industrial vacancy rate was only 2.6% in the fourth quarter of 2022, and a 9.7% increase in rents between 2021-2022, 3<sup>rd</sup> highest growth rate among domestic metro areas.<sup>12</sup>

Given Newmarket's strategic access to major transportation routes and dense population centers, it is a particularly strategic location for distribution activities – whether traditional food wholesale businesses who have long been in the neighborhood, or newer, larger e-commerce companies who may seek to locate here. This is reflected in Amazon's proposal in 2020 to convert the former Blue Cross Blue Shield warehouse at the South Boston-Dorchester border – just across I-93 from Newmarket – into a last-mile delivery hub, although this has not come to fruition.<sup>34</sup> As such the City of Boston should consider both citywide strategies to mitigate the impacts of last-mile distribution on residential and commercial neighborhoods, as well as strategies to manage last-mile operations and development in industrial neighborhoods such as Newmarket.

The increase in last-mile distribution in cities has a number of negative externalities, including increased traffic congestion, vehicle miles traveled (VMTs), and greenhouse gas emissions. Many cities are testing new models and policies to mitigate these impacts. New York City's *Smart Truck Management Plan* is one of the more comprehensive plans for addressing last-mile distribution. The following precedents and strategies provide insight into ways the City of Boston can mitigate the impacts of last-mile delivery, including incentivizing adoption of greener delivery vehicles; consolidating where deliveries are received and how "last block" deliveries are made; and encouraging new models of multi-story industrial facilities that accommodate other, job-generating and community-serving uses. Certain of these strategies – such as greener delivery vehicles and new models of multi-story logistics facilities – might be piloted in Newmarket. Others – such as consolidating where deliveries are received – could be piloted in Boston's residential and/or commercial neighborhoods.

#### Precedent: New York City's Smart Truck Management Plan

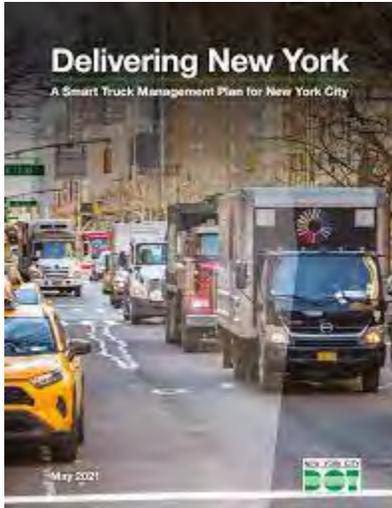
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<sup>1</sup> <https://www.cbre.com/insights/figures/boston-industrial-figures-q4-2022>

<sup>2</sup> <https://www.commercialedge.com/blog/national-industrial-report/>

<sup>3</sup> <https://www.boston.com/real-estate/developments-construction/2020/06/08/amazons-south-boston-proposed-warehouse/>

<sup>4</sup> The site plan has since changed to be re-purposed as lab space. (<https://www.boston.com/real-estate/developments-construction/2020/06/08/amazons-south-boston-proposed-warehouse/>)



## Overview

A report published by New York City Department of Transportation (NYC DOT) in May 2021, *Delivering New York: A Smart Truck Management Plan for New York City*, addresses the inevitability of trucks and commercial vehicles for “last-mile” distribution, defined as “delivering goods and services to the doorsteps of city residents and businesses.” 90% of goods delivered into the city every day are on trucks.<sup>5</sup> Developed in collaboration with DOT, other city and state agencies, the trucking industry, and community stakeholders, the plan’s vision is to “Enhance the economic vitality and quality of life for all New Yorkers by providing for the safe, equitable, efficient, and responsible movement of goods,” with emphasis on safety, efficiency, sustainability, and partnerships and knowledge. Below are strategies identified by this plan, which Boston might consider studying and adopting.

## Strategy | Increasing Adoption of Sustainable Delivery Vehicles

Last-mile deliveries, particularly truck deliveries, cause environmental issues such as diminished air quality, increased noise and congestion, and fuel inefficiency caused by congestion. Moreover, in New York City, as in many other cities, communities adjacent to industrial areas and expressways have been disproportionately burdened with unwanted byproducts of trucking activity. The below strategies to incentivize greener delivery vehicles might be piloted in Newmarket.

### 1. Hunts Point Clean Truck Program

- a. DOT’s Hunts Point Clean Trucks Program promotes sustainable transportation and a cleaner environment in the Hunts Point and Port Morris communities in the Bronx by offering rebate incentives to truck owners. The incentives support the purchase of advanced transportation technologies and alternative fuel trucks, as well as exhaust retrofit technologies. By 2021, the program had successfully replaced, retrofitted, or scrapped 600 older heavy polluting diesel trucks, helping to improve air quality in the South Bronx, reducing fine particulate matter

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<sup>5</sup> “Delivering New York: A Smart Truck Management Plan for New York City,” NYC DOT, 2021.

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emissions by 96%. The effort also supports Vision Zero by installing truck side guards. NYC DOT is expanding the Clean Trucks Program to all Industrial Business Zones Citywide to replace an additional 200 trucks.<sup>6</sup>

## 2. Piloting Cargo Bikes in the Central Business District

- a. In December 2019, NYC DOT announced a six-month cargo bicycle pilot in Midtown Manhattan with UPS, DHL, and Amazon as the initial participants. In 2021, the program expanded to 6 participants including FedEx, Reef Technology, and NPD Logistics, with over 350 e-bikes.<sup>7</sup> The commercial cargo bicycles and pedal-assist commercial bicycles are used by carrier and food delivery companies. The commercial cargo bicycles enrolled in the program can load and unload wherever commercial vehicles can, as well as in designated cargo bike corrals. In exchange, participant companies need to provide GPS data for their fleets. The benefits of cargo bikes include noise and emissions reduction and increased delivery efficiency. It is estimated that two cargo bicycles can replace one delivery truck, leading to approximately 16 tons of CO<sub>2</sub> savings a year – the equivalent of 240 planted trees.



## Strategy | Reducing Vehicle-Miles Traveled (VMT)

The increase in last-mile deliveries causes congestion and traffic issues due to the increased number of trucks that transport the goods. Rethinking storage space and streamlining delivery operations can offer ways to ameliorate these issues.

### 1. Off-Street Consolidation Microhubs

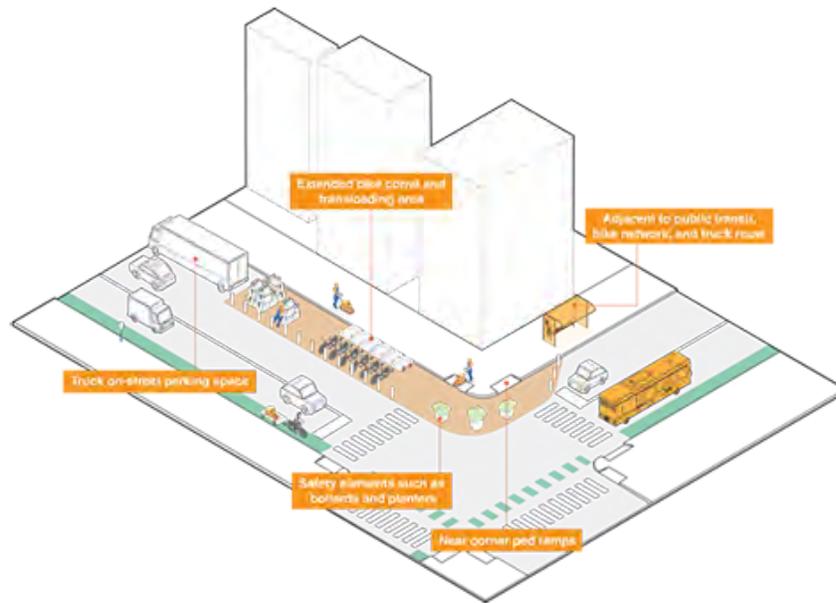
- a. An Off-Street Consolidation program creates places to temporarily house goods delivered by multiple vendors that are destined for nearby goods receivers. The goods are stored – ideally overnight – in a secure space until they can be picked up by low-emission vehicles for “last block” delivery, or by the delivery recipient. By removing the need for “last-block” truck delivery, off-street consolidation helps to reduce roadway congestion and competition for curb access and deliveries during the most congested times of the day. In April 2023, NYC DOT announced the launch of microhubs, which are local delivery hubs that will be designated curbside or at off-street locations – in partnership with private property owners –

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<sup>6</sup> “Delivering Green: A vision for a sustainable freight network serving New York City,” NYC EDC & NYC DOT, 2021.

<sup>7</sup> “Commercial Cargo Bicycle Pilot: A New Mode for Last Mile Deliveries in NYC,” NYC DOT, 2021.

for delivery trucks to unload items onto smaller, low-emissions vehicles or human-powered modes of transportation for the final leg of deliveries.<sup>8</sup>



## Strategy | Managing Curbside Space

The freight industry relies heavily on the city's roads networks. In crowded cities, there are various conflicting needs for roadway space such as passenger vehicles, bikes, public transit, and competing needs for curb access such as pedestrians, public space initiatives, deliveries. Limited availability of off-street loading docks and overall limitations to sidewalk space due to pedestrian traffic and commercial uses create a constant challenge to deliveries.<sup>9</sup>

### 1. Neighborhood Loading Zones

- b. To mitigate issues around congestion and unsafe street conditions for bikes, pedestrians, and drivers due to increased deliveries and For Hire Vehicles, NYC DOT installed Neighborhood Loading Zones (NLZ) that convert curbside space on narrow residential streets into dedicated space for loading activity, including package deliveries by commercial vehicles, active loading and unloading of personal vehicles, and taxi and car service pick-up and dropoff. The designation limits parking Monday through Friday 7am-7pm to allow for passenger pickup/drop-off and goods delivery. NYC DOT reported in 2021 that overall double parking has decreased on corridors with NLZs from 10% to 70%.<sup>10</sup>

<sup>8</sup> "NYC DOT to Launch Local Delivery Hub Pilot to Reduce Negative Environmental and Safety Effects of Truck Deliveries," NYC DOT, 2023.

<sup>9</sup> Ibid.

<sup>10</sup> Neighborhood Loading Zones (NLZ) Freight Mobility Spring 2021, NYC DOT, 2021.



## 2. Off-Hour Deliveries (OHD) Program

- a. This program encourages goods delivery during off-peak hours of 7 p.m. to 6 a.m. to decrease congestion and truck emissions specifically in areas with high pedestrian volumes and limited curb space such as Midtown Manhattan and downtown Brooklyn. The program recruited industry partners in retail, food stores, restaurants, and carriers to implement off-hour deliveries. NYC DOT will triple the number of business locations participating in the OHD from 500 to 1,500 by the end of 2021.<sup>11</sup>

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<sup>11</sup> Ibid.



**3. Smart Curb Management**

- a. Illegal parking is a major cause of congestion and inefficiencies for deliveries. Emerging management technologies including pay-by-plate meter systems, license plate recognition, and virtual permit systems offer tools to keep pace with the changing landscape of transportation mobility. These tools enhance the efficiency of parking enforcement, help better manage and understand parking activity in dense areas, and control the needs of special use permitted vehicles. NYC DOT will use this more detailed and continuous data on curb activity to better customize curb regulations according to demand, which could lead to more automated enforcement and even real-time curbside space information for truck drivers.



*Smart curb management will be a key consideration to prepare New York City for the future*

## Precedent: Seattle – Multistory Distribution Facility

### Overview

With the increase in demand for last-mile distribution, large-footprint last-mile distribution facilities have proliferated in urban areas. The around-the-clock disruption generated by truck traffic in these facilities has negative environmental impacts on surrounding neighborhoods, and they have low job density compared to more traditional and manufacturing uses. There are precedents of multi-story distribution facilities that contain a more diverse array of job-generating uses, and that include sustainability features such as EV charging, that the City of Boston might consider encouraging at Newmarket.



[Link](#)



### Strategy | Multi-Use Multistory Logistics Centers

With the increase in last-mile distribution, land prices in urban industrial areas have risen significantly, making the economics of multistory distribution facilities increasingly favorable. Multistory facilities allow for the incorporation of additional uses supportive of economic development and community goals.

Georgetown Crossroads in Seattle, WA is a multistory flexible distribution facility with shared amenities developed and operated by Prologis. Crossroads has 590,000 SF spread across 3 levels.

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Georgetown Crossroads is designed to support a diverse tenant mix ranging from diverse types of manufacturing, office space, and distribution uses. Rent can be generated from a variety of tenants and uses which allows the building to be more adaptable to change.

Other facilities such as the Borden Complex being constructed in Long Island City in New York are being designed to accommodate multiple uses. Borden Complex will be a 166-foot-tall structure with 840,000 square feet that will house logistics and warehouse space, distribution center, film and television studios, office space, and vertical parking.<sup>12</sup> These multistory facilities can create opportunities to support a diverse array of jobs.

### **Strategy | Designing Logistics Facilities for Sustainability**

Facilities like Georgetown Crossroads are increasingly considering incorporating EV charging stations to be used by third parties as they look to meet future demand. Its onsite solar generation and EV charging capacity are in anticipation of growing fleets of electrified delivery trucks. In an interview, a major national logistics developer stated that it has already “accepted as reality” that electric fleets will dominate in the future, and that distribution facilities that include EV charging capacity will need fewer retrofits and will be the most desirable to tenants. Facilities like Georgetown Crossroads are increasingly considering incorporating EV charging stations to be used by third parties as they look to meet future demand.

## Arts Preservation Strategies

Spaces for arts have historically been the source of vibrancy in neighborhoods, but also been pushed out as a result of redevelopment and gentrification. Newmarket has long been home to a base of artists that may now be under threat.

Many cities have acknowledged the importance of preserving spaces for artists to produce and display work and have advocated for sustainable ways to develop and maintain such spaces. Below are precedents that cities have made to proactively preserve the character of arts and culture in neighborhoods. The City of Boston can engage the Newmarket community to prioritize types of arts and cultural spaces to preserve and put in policy mechanisms to assist in formalizing the preservation or creation of arts spaces.

### **Precedent: Peninsula Phase 1**

#### **Overview**

The Peninsula is a five-acre redevelopment project of the former site of the Spofford Juvenile Detention Center in the Hunts Point neighborhood of the Bronx that is a successful precedent of incorporating arts and light manufacturing spaces into new development.

### **Strategy | Incorporation of Arts Spaces in New Development**

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<sup>12</sup> “The Borden Complex Tops Out At 23-30 Borden Avenue In Long Island City, Queens,” New York YIMBY, 2023

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The first phase of the Peninsula created light manufacturing spaces and a residential building as well as a cultural arts center for emerging artists with 26 artist studios, state-of-the-art black box theater, an art gallery, a dance studio, and a coworking space. The ground floor includes a 5,000-square-foot retail space. This phase includes 100% affordable housing – including 183 affordable homes for those earning between 30 and 80 percent of the area median income, 18 homes reserved for New Yorkers who previously experienced homelessness.

The full project, once completed, will offer a total of 740 units of affordable housing, as well as an early childhood education center, a wellness center, a one-acre public plaza, and a supermarket to the neighborhood.<sup>13</sup>

The NYC Economic Development Corporation (NYCEDC) “initiated a bottom-up, grassroots planning process, in collaboration with local Hunts Point community leaders, to redevelop the site to better serve community needs.”<sup>14</sup> The initial community engagement laid the groundwork for what the future mixed-use development would be, which included creation of affordable artist space in recognition of the history of artists and entrepreneurs in the neighborhood. NYCEDC, during the public approvals process, served as an advocate for community benefits in negotiations with the developers.

Inspiration Point Center for the Arts — a Bronx-based nonprofit — will operate the cultural arts center space built in Phase 1, which will also serve as a community space for local events. BronxArtSpace, a nonprofit gallery based in Mott Haven, will be moving to the Peninsula complex. BronxArtSpace was created as a space where artists could showcase their art and also offers residency programs for local artists. When BronxArtSpace was facing a lease renewal with an increase in rents, the Peninsula offered new, affordable space that allowed them to continue their operations, enabling the move from Mott Haven to Hunts Point.<sup>15</sup>



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<sup>13</sup> <https://www.nyc.gov/office-of-the-mayor/news/421-22/mayor-adams-opens-affordable-homes-former-site-spoppard-juvenile-detention-center-where-he#/0>

<sup>14</sup> <https://edc.nyc/article/real-new-yorkers-supporting-real-estate-transformation-south-bronx>

<sup>15</sup> <https://huntspointexpress.com/2022/03/03/bronxartspace-is-moving-from-mott-haven-to-hunts-point/>

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## Precedent: Capitol Hill Arts District

### Overview

This case study presents strategies for the City encouraging to preserve existing neighborhood arts spaces as well as creating new ones to maintain the arts and cultural characteristics of the neighborhood.

### Strategy | Arts and Cultural Districts

The City of Seattle's Arts and Cultural District designation serves to preserve and create arts spaces in the neighborhood. The goal for these districts is to ensure that artists can be sustained within the district. Capitol Hill Arts District is the first district to be designated as a part of the Arts & Cultural Districts program in November of 2014. The designation recognizes Seattle's various cultural identities, supports existing arts-and entertainment-oriented businesses and encourages new arts and entertainment businesses to locate in Seattle.<sup>16</sup>

The struggle for artists and cultural organizations to find and maintain affordable space in Capitol Hill had been occurring since the 1970's, but when the historic Oddfellows Building was sold to developers in 2007, there was an urgency around what the city can do to help maintain arts spaces. The Oddfellows Building had been an affordable space for artists, performances and arts and community groups for decades and the sale meant increase in costs to have a space in the building.<sup>17</sup> In April 2008, two council members organized a public forum at city hall titled "Make Room for Art: Cultural Overlay Districts for Seattle?" that attracted over 200 participants including developers, zoning specialists, and community members.

The City formed the Cultural Overlay District Advisory Committee that culminated in a 2009 report recommending two actions: the creation of a Cultural Space Liaison for the City of Seattle and the creation of Arts & Cultural Districts. In 2014, City Council unanimously endorsed Resolution 31555 which created the Arts & Cultural District program and an implementation plan.

The Capitol Hill Arts District is managed by Community Roots Housing, a Public Development Authority and a Community Development Corporation. Community Roots Housing serves as the fiscal sponsor with staff support provided by the Capitol Hill EcoDistrict, a protocol which is part of a national organization that takes a neighborhood-scale approach to community design as well as a program of Community Roots Housing. They offer programming in the Capitol Hill Arts District that funds and supports artists and provides arts projects for communities such as commissions for public art installations by artists who live or work in the District partnered with and funded by local companies like Sea Level Properties. The goal is to engage the public to activate the arts culture in the district through diverse programming and to support artists and arts organizations with resources in marketing, legal, etc.

As part of the resolution that created the Arts & Cultural District program, the Office of Arts & Culture received \$50,000 of funding from the National Endowment for the Arts, which was matched by the Office to create tools for creative placemaking. The Creative Placemaking Toolkit was created as a resource for artists, artspace, and neighborhoods to support improved walkability, marketing, right-of-way improvements, wayfinding, and cultural preservation.

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<sup>16</sup> [http://clerk.seattle.gov/~archives/Resolutions/Resn\\_31555.pdf](http://clerk.seattle.gov/~archives/Resolutions/Resn_31555.pdf)

<sup>17</sup> <https://www.historylink.org/File/11118>

Resources include:

- District Identification
- Wayfinding
- Busking & Plein Air Painting Support
- Art Historic Markers
- Pop-up Space Activations

