

Not Natural Enemies: Working to
Improve Compatibility Between
Industrial and Residential
Land Uses in Jamaica Plain

by

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B.A., University of Massachusetts at Amherst, 1984

Submitted to the Department of
Urban Studies and Planning
in Partial Fulfillment of the
Requirements for the
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ABSTRACT

The paper discusses planning efforts for the Southwest Corridor Special Study Area, a mixed industrial and residential area in Jamaica Plain, which is a neighborhood in Boston. The area is being studied by the Jamaica Plain Neighborhood Council Zoning Committee, of which the author was a member, as part of a neighborhood planning process called the Interim Planning Overlay District. The author begins from the position that industrial and residential land uses are not inherently incompatible, and examines the following issues: (1) problems of compatibility between different land uses within the Southwest Corridor Special Study Area; (2) poor relationships between the business and residential communities which make resolution of compatibility problems difficult; (3) community needs for employment and neighborhood stability which might be met by a neighborhood industrial area; and (4) larger problems such as traffic congestion and hazardous waste contamination which affect the study area. In light of these issues, the thesis examines the potential for a performance standard industrial zoning district known as Light Manufacturing to be applied to existing industrially zoned areas.

The author found that while there are some problems of compatibility between industrial and residential land uses, and that relationships between residential and business interests need to be improved, neighborhood residents are generally tolerant of industrial land uses, and there are distinct benefits to neighborhood residents which result from having a neighborhood industrial area. The Light Manufacturing zoning district is an appropriate tool for resolving land use compatibility problems within the Southwest Corridor Special Study Area, but the resolution of problems between the residential and business communities is at least as important to the success of the planning effort. The Southwest Corridor Special Study Area provides a good example of a successful neighborhood industrial district.

Thesis Supervisor: Dr. Bernard J. Frieden, Professor of City Planning

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INTRODUCTION

As part of a city-wide planning effort being conducted by the Boston Redevelopment Authority (BRA) in conjunction with community planning and zoning advisory groups in Boston's neighborhoods, the Jamaica Plain Neighborhood Council Zoning Committee is developing a community master plan and revised zoning for Jamaica Plain. This planning effort is called the Interim Planning Overlay District (IPOD) process. The community master plan will serve as a guidebook for development in Jamaica Plain in accordance with land use priorities expressed by the community during the IPOD process. The planning process in Jamaica Plain, like similar processes throughout the rest of the city, is focusing on an outdated zoning code which neither reflects the character of the neighborhood nor adequately addresses issues related to land use such as traffic and parking congestion, design, and the compatibility of different uses. Required setbacks for residential uses, for example, are usually greater than the actual setbacks found on most lots in the neighborhood. The area zoned for industry is another example of the code's obsolescence, since it contains many houses. Residential parking requirements do not reflect the trend of increased automobile ownership, although inadequate parking is one of Jamaica Plain's most widespread problems.

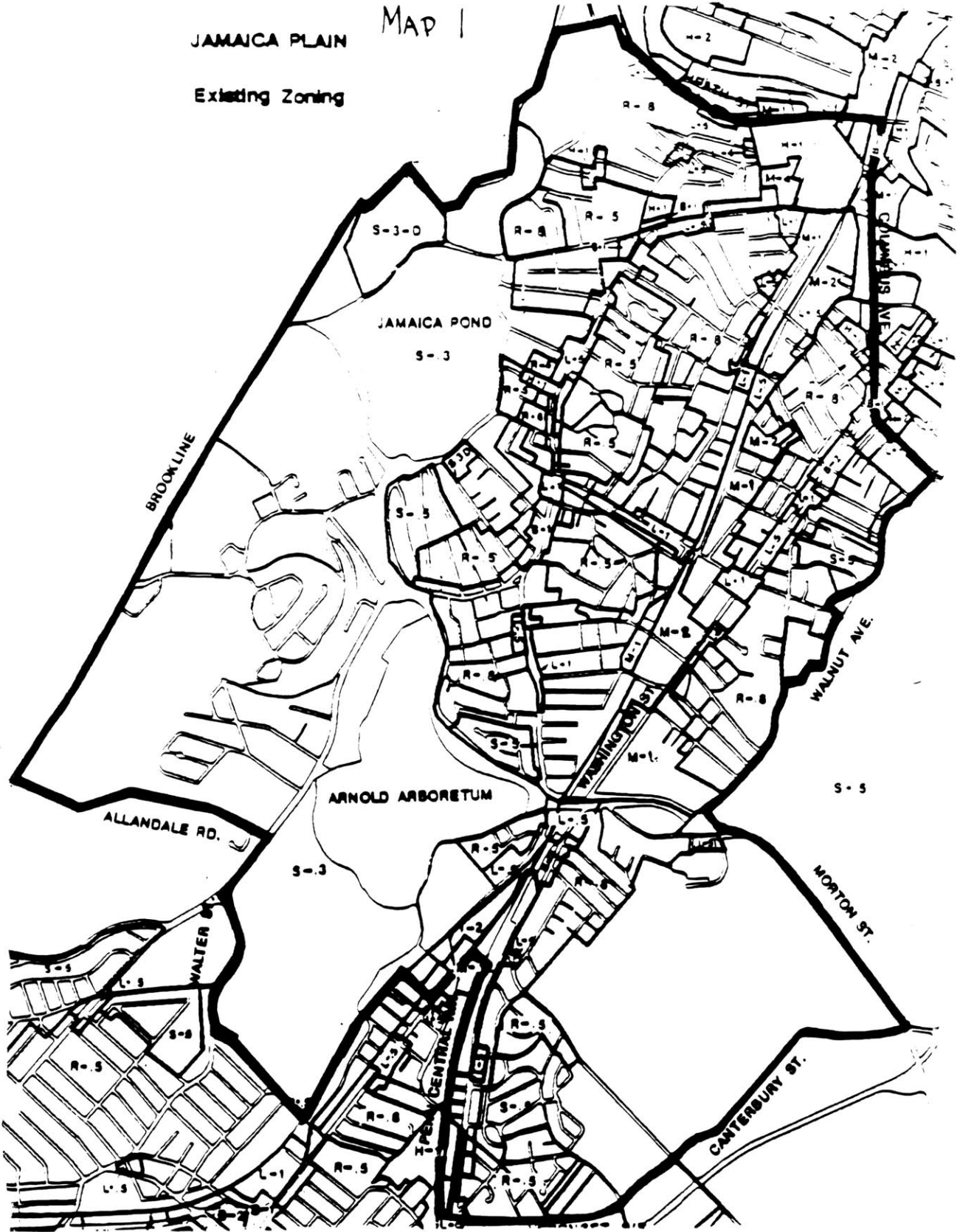
A section discussing the area currently zoned for industrial uses will be included in the neighborhood plan. This area is shown on Map 1 and extends from the Roxbury border at Jackson Square to the Roslindale border on Hyde Park Avenue. The area contains a wide variety of uses, including housing, auto-related businesses, junkyards, a brewery, specialty food processing companies, artists and craftspeople, manufacturing firms, warehouse and distribution companies, fuel oil companies, printers, and some office and retail uses. There is a good deal of industrial space in the area which is available for sale or lease, as well as vacant or underutilized land, indicating that there is high potential for growth and change when an active real estate market reappears.

The industrial districts will receive special attention during the IPOD process, since most of them have been designated as the Southwest Corridor Special Study Area. The Southwest Corridor Special Study Area is currently zoned for M-1 and M-2 (restricted manufacturing with floor area ratios of 1.0 and 2.0, respectively), except for two tiny pockets zoned for local business and one residential street zoned for residential use. This area will be the subject of particularly careful study. The guidelines for this study were developed by the Zoning Committee through a community participation process and have been incorporated into the

JAMAICA PLAIN

MAP 1

Existing Zoning



IPOD document. Comprehensive planning for the area is being carried out by the Zoning Committee through its Manufacturing and Special Study Area Task Forces with the assistance of the BRA and the Economic Development and Industrial Corporation of Boston (EDIC).

The author has been a Zoning Committee member for the past three years and is the chair of the Manufacturing Task Force. The Zoning Committee is currently at a point in the IPOD planning process where exploratory studies and discussions of issues by the committee's task forces are nearing completion and preliminary planning and zoning recommendations need to be made and presented to the larger community. More detailed studies of existing conditions and land-use problems will then be conducted with the assistance of the BRA, and focused discussions will take place both within the Zoning Committee's task forces and between the Zoning Committee and the larger Jamaica Plain community with the aim of developing final recommendations for the community master plan and revised zoning.

The author has been largely responsible for a preliminary study of the industrial zoning districts. This thesis will examine several issues which need to be addressed in the planning process for the Southwest Corridor Special Study Area. These are: (1) problems of compatibility between

different land uses within the Southwest Corridor Special Study Area; (2) poor relationships between the residential and business communities which make resolution of compatibility problems difficult; (3) community needs for employment and neighborhood stability which might be met by a neighborhood industrial area; and (4) larger problems such as traffic congestion and hazardous waste contamination which affect the study area. This last category includes issues over which participants in the planning process may have little control. In light of these issues, the thesis will examine the potential for mapping a new category of industrial zoning district known as Light Manufacturing over existing industrially zoned areas. The thesis will argue that the Light Manufacturing zoning district is generally appropriate for Jamaica Plain's industrial area because it provides solutions for problems of compatibility between industrial and residential land uses. Although zoning solutions to land use compatibility problems have been the focus of the IPOD process, the thesis will also argue that the improvement of relationships between residents and business owners and between the Zoning Committee and the business community is at least as important as correcting the zoning code.

The author believes that traditional thinking in the planning community that industrial and residential uses are

natural enemies which must be kept as separate as possible is too extreme for several reasons. First, there have been changes in the nature of industrial activity since the industrial revolution. Not all industry is "noxious". While steel mills and wrecking yards certainly still exist, light industries and scientific research and development uses are now equally typical examples of "industry", and it should not be assumed that such uses will make bad neighbors. Second, the technique of using performance standards in zoning regulations which is employed in the Light Manufacturing zoning district can be helpful in ensuring that industrial uses will be good neighbors to the residential community. Third, community needs for employment opportunities for neighborhood residents can be met through a healthy neighborhood industrial area. There is increasing interest among planners in rethinking some of the assumptions about the strict segregation of uses. The separation of jobs, housing, and services in many communities has led to severe transportation problems which have begun to dominate planning decisions all over the country. The typical suburban pattern of bedroom communities located far from jobs and grocery stores needs to be reexamined in light of these problems. Although Jamaica Plain is primarily a residential community, it has sizeable neighborhood commercial areas and a fairly substantial industrial area which coexist fairly peaceably

and provide residents with conveniently located services and employment opportunities. The author believes that this mix of uses is one of the qualities that makes Jamaica Plain a special place, and argues that the community should prioritize the preservation of this mix.

Data for this thesis were gathered through interviews, minutes of Zoning Committee meetings, field surveys, and a survey conducted by the Zoning Committee. The author reviewed reports generated by the BRA and EDIC to analyze economic trends and to understand EDIC's economic development strategies. In addition, the author analyzed the Light Manufacturing zoning category to make a preliminary determination of its suitability for portions of the Southwest Corridor Special Study Area.

The first chapter will provide background information on the neighborhood planning process in Boston and will discuss the results of the Jamaica Plain planning effort to date, with particular emphasis on the community goals and objectives established for the area under study. The first chapter will also discuss EDIC's role in the planning process for the Southwest Corridor Special Study Area and will present a summary of the provisions of the Light Manufacturing zoning category.

Chapter II will describe existing conditions and the potential for change in the Southwest Corridor Special Study Area, and will discuss two community planning and development initiatives which are taking place in the Southwest Corridor Special Study Area and their importance to the future of the area. The chapter will also summarize resident feelings about the mix of uses in the Southwest Corridor Special Study Area.

Chapter III will discuss economic trends in Boston's industrial economy, Jamaica Plain's role in the Boston economy, and the neighborhood's interests in supporting economic activities in the Southwest Corridor Special Study Area. Emphasis will be given to economic trends in the Boston industrial economy for two reasons. The first of these is the Southwest Corridor Special Study Area's history as an industrial area. The second of these is that recent efforts by the city, local community groups, and private developers have focused on bringing industrial uses back to the old breweries and industrial land left vacant or underutilized by the long and painful process of decline which began with land takings to extend a highway that was never built and resulted in a subway line and park being placed in its stead.

Chapter IV will outline the author's recommendations for the

Southwest Corridor Special Study Area in light of problems and opportunities discussed in earlier chapters. The appropriateness of Light Manufacturing zoning for the area will be discussed, as will the need for political solutions to problems in the area. Finally, the author will discuss larger lessons which can be drawn from the case of Jamaica Plain.

CHAPTER I: THE PROCESS:
NEIGHBORHOOD PLANNING IN BOSTON
AND JAMAICA PLAIN

I. The Interim Planning Overlay District Process

In the mid-nineteen eighties, the Boston Redevelopment Authority (BRA) began an effort to update the Boston Zoning Code, which had last been rewritten in the mid-nineteen sixties and was widely regarded as being hopelessly outdated. Boston had changed dramatically since that time. In the nineteen sixties, Boston needed to encourage developers to build by providing incentives. At that time, the BRA, which functions both as a redevelopment authority capable of taking land for urban renewal purposes and as the city's planning agency, focused largely on urban renewal activities. In the nineteen eighties, there were so many developers who wanted to build in Boston that the BRA was in a position to require linkage payments from them. Many neighborhoods were under intense development pressures, and long-time residents feared displacement as Boston's booming economy brought with it affluent newcomers who could afford to pay high prices for homes whose values had dramatically escalated. The Board of Appeal reviewed an overwhelming number of variance requests. It was clear that the zoning was not working. There was little consensus about the usefulness of the zoning regulations, and the variances rather than the Zoning Code were determining the land use

patterns of the city.

In 1984, the Boston Zoning Commission adopted an amendment to the Boston Zoning Code which authorized the creation of Interim Planning Overlay Districts (IPODs). An IPOD is a combination of temporary zoning restrictions placed over a defined geographic area and planning goals to be met by the development of a master plan and new zoning. IPODs are put in effect for a two-year period, although they can be extended if necessary. During the two-year period, planning studies are conducted to establish community priorities for development as well as to determine the kinds of uses that should be allowed in the study area, the dimensional requirements for buildings, and the locations of the zoning districts. Most applicants for building or change in use permits must first apply for an IPOD permit from the Board of Appeal, since under an IPOD many uses become conditional and subject to neighborhood review. Requests for zoning variances from the underlying zoning are also reviewed by the appropriate community planning group.

The BRA, under the leadership of Director Stephen Coyle, developed the IPOD concept as a means to control growth while planning studies were being conducted to determine appropriate land use regulations. The BRA did not want to institute a moratorium on development, but neither did they

want to allow development to proceed at a breakneck pace and in a haphazard manner under the existing outmoded zoning regulations. The IPOD process was a middle ground, a way of managing growth through a temporary special permitting process.

The process was to include a community review component. Mayor Flynn had run his campaign on a platform based on the importance of Boston's neighborhoods and their right to have a say in decisions made by the city government. Citizen involvement in the planning and rezoning process was an important way of fulfilling campaign promises consistent with this platform. The BRA, which had acquired a negative image with many Bostonians because of the displacement caused by the urban renewal process, billed the process as a "grass roots approach to zoning".

All of the neighborhoods involved in the IPOD process have some sort of community group which is responsible for the neighborhood participation aspect of the IPOD process. In some neighborhoods, Planning and Zoning Advisory Committees (PZACs) were appointed by the Mayor to administer the IPOD process. In other neighborhoods, the responsibility is held by Neighborhood Councils through appropriate subcommittees, as is the case in Jamaica Plain. The Neighborhood Councils may be either elected or appointed bodies, although they

were initially all appointed by the Mayor. The role of the PZACs and Neighborhood Councils is a strong advisory one.

II. The Jamaica Plain Interim Planning Overlay District

In Jamaica Plain, a twenty-four member neighborhood council was appointed by the Mayor in September 1985. The council has since become an elected body. The Zoning Committee is one of the subcommittees of the council, and is composed partly of council members and partly of residents who are not members of the council. It is a diverse group of around a dozen people whose members range from architects and lawyers to the manager of a gas station. The Zoning Committee began working with the BRA in 1986 to develop an IPOD. A survey written by committee members was mailed to all households in Jamaica Plain to identify issues which would need to be addressed through the planning process. A community meeting was held in each of Jamaica Plain's ten sub-neighborhoods to educate residents about the planning process and to allow them an opportunity to contribute suggestions which could be incorporated into the IPOD document. Zoning Committee task forces spent several months establishing goals and objectives to be met through the IPOD process.

In general, the primary focus of the Jamaica Plain IPOD process is the preservation of the neighborhood's distinct

character as a diverse neighborhood, both in terms of land use and social diversity. Jamaica Plain is a racially and economically mixed neighborhood whose residents regard this diversity as one of the neighborhood's most positive aspects. It is not uncommon to hear Jamaica Plain residents say that they like living in the neighborhood for precisely this reason, nor is it uncommon to hear people say they would like to move to Jamaica Plain because it is a diverse neighborhood. Jamaica Plain contains a mixture of housing types ranging from beautiful Victorian homes to the ubiquitous triple-decker. It is also blessed with four large parks and a beautiful Victorian cemetery, and is fortunate to have active commercial areas. However, density has increased dramatically in recent years, housing prices have skyrocketed, and traffic and parking problems have reached epic proportions. Moreover, not all residents are happy with the appearance of the commercial and industrial areas. These problems are to be addressed through the IPOD process.

The IPOD was adopted as an amendment to the Boston Zoning Code in April 1989. It is attached as Appendix I. It sets interim regulations for building heights and parking requirements, and mandates that all applications for building permits and changes in use or occupancy obtain an IPOD permit from the Board of Appeal. The only uses exempt

from this requirement are one, two, and three family residential structures. All requests for IPOD permits and zoning variances are reviewed by the Zoning Committee, which then submits a recommendation to the Board of Appeal. The IPOD document also contains planning goals and objectives for the neighborhood as a whole, for each of its ten sub-neighborhoods, and for several special study districts. Thus, it serves as a guide for the planning studies as well as a tool to shape new development in accordance with the wishes expressed by the neighborhood residents who participated in its creation.

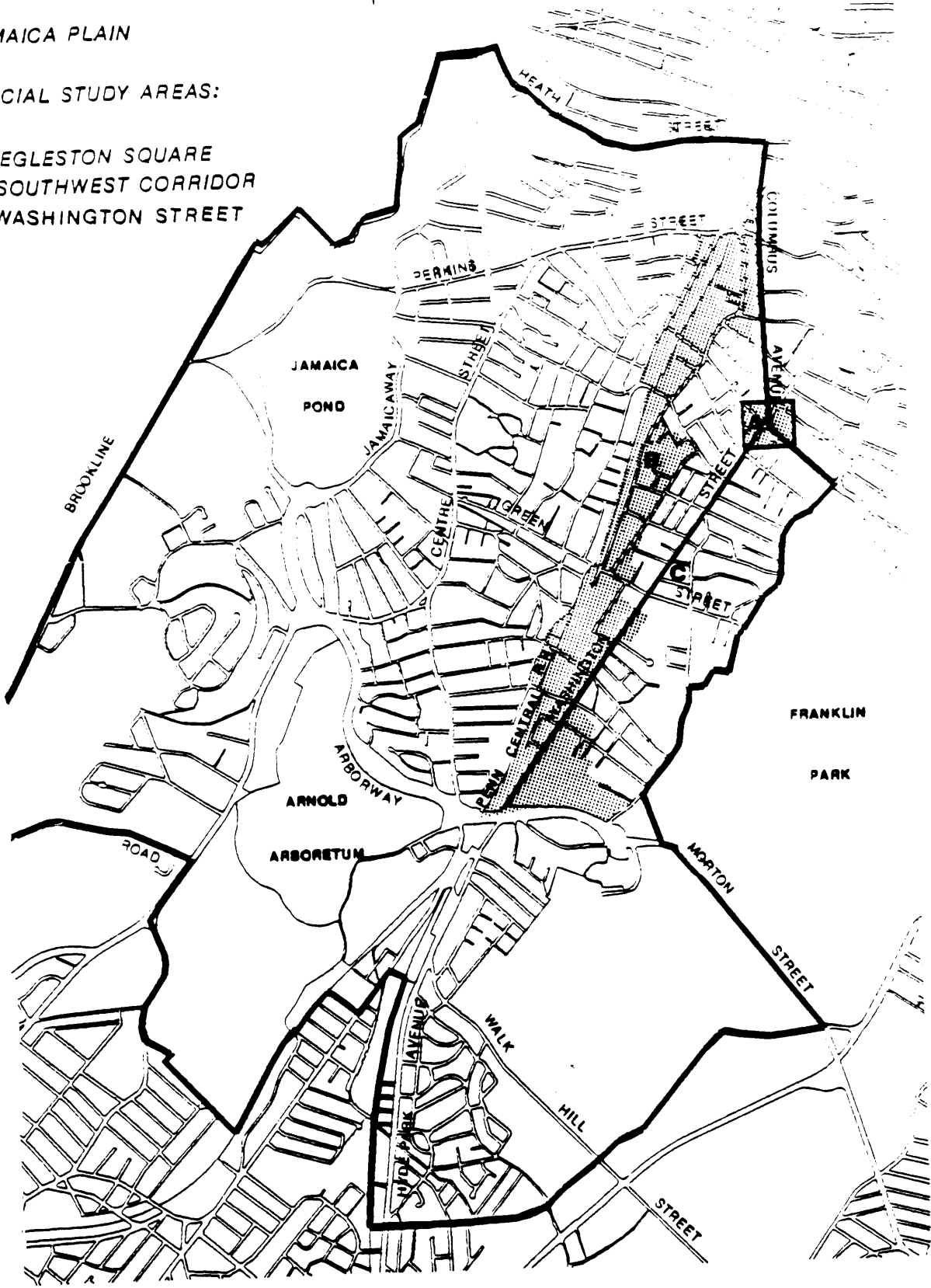
III. Community Goals for the Southwest Corridor Special Study Area

Three special study areas, Egleston Square, Southwest Corridor, and Washington Street (see Map 2), are identified in the planning document. These are areas which the Zoning Committee and the BRA identified as having an especially high potential for change. The Southwest Corridor Special Study Area consists of virtually all of Jamaica Plain's industrial zoning districts (These are called M-1, M-2, M-4, and I-2 districts. A list of allowed uses within these districts is attached as Appendix II). The only industrial districts excluded from the special study area are those south of the Forest Hills MBTA station on Washington Street and Hyde Park Avenue, and a large vacant parcel on Centre

JAMAICA PLAIN

SPECIAL STUDY AREAS:

- A EGLESTON SQUARE
- B SOUTHWEST CORRIDOR
- C WASHINGTON STREET



Street between Hyde and Jackson Squares which formerly housed a shoe factory and is now in tax title. This site is popularly known as "the MURAG lot" because it was last owned by the Massachusetts Urban Reinvestment Advisory Group, which is contesting the tax taking. The character of these areas is somewhat different from industrial districts within the Southwest Corridor Special Study Area, and their location removes them from some of the forces affecting that area. These industrial districts have been excluded from the scope of this thesis.

The IPOD document describes Special Study Areas as portions of the neighborhood which are particularly vulnerable to potentially dramatic or negative change because "(their) essential character...is not firmly established, and either the pattern of land uses already is in a state of flux or there is a significant potential for inappropriate changes to occur."¹ Special Study Areas are to be studied with particular care during the planning period. The IPOD document also establishes guidelines for the studies. For the Southwest Corridor Special Study Area, the IPOD document states that "(c)omprehensive planning to be conducted during the interim planning period for this area will consider the future appropriate mix of uses, buffering between conflicting land uses, the appropriateness of a new light manufacturing district for this area and the impact of this

district on the surrounding neighborhoods."²

The Southwest Corridor Special Study Area, like the Washington Street and Egleston Square Special Study Areas, owes much of its transitional character to the long process which led up to the takedown of the elevated Orange Line on Washington Street and the construction of the new depressed Orange Line and the Southwest Corridor Park through which it runs. Land along the corridor was originally taken by eminent domain for the construction of an extension of Interstate Route 95 which would lead into downtown Boston. Substantial citizen opposition halted the project, and a decision was made to relocate the elevated Orange Line from its Washington Street alignment to the Southwest Corridor instead. An attractive park, complete with tot lots, bike paths, tennis and basketball courts, hockey rinks, and garden plots, has finally been completed after years of struggle and uncertainty followed by years of excavation and construction. Still, there are vacant parcels and underutilized structures along the Southwest Corridor which are available for development, and the mix of land uses in the area has led some neighborhood residents to worry about what shape development might take under the outmoded zoning regulations.

To give an example of the mix of land uses and some of the

changes which have impacted the area, the portion of the Southwest Corridor Park which fronts Amory Street faces housing, a junkyard, an equipment rental facility, vacant lots, and a former Civil War armory currently occupied by a casket warehouse and small offices. Amory Street itself was once a shorter, less heavily travelled street. Many motorists "discovered" it after it had been improved during the Southwest Corridor construction process and they found that it was a good way to avoid travelling on Washington Street while the elevated tracks were being taken down. It remains a preferred artery, since it has only two sets of working lights and one set of flashing lights for its ten intersections. Traffic on the street is a fast, steady stream. Houses on Amory Street that were once in disrepair have been rehabilitated. The contrast between these houses and the junkyard and equipment rental trucks parked in a dirt lot is a stark one. The planning process for the Southwest Corridor Special Study Area must address such contrasts and the potential for change which exists in the area.

Portions of the Southwest Corridor Special Study Area have also been designated to receive another form of special attention during the interim planning period. Amory Street, Washington Street, and Green Street have been designated as Boulevard Planning Districts. Amory Street is the area's

main arterial road, while portions of Green and Washington Streets also lie within the Southwest Corridor Special Study Area. Boulevard Planning Districts are "major arterials and cross streets that serve as primary access to all of the community and that contain uses that provide services to the community."³ These districts will be the subject of transportation and design studies conducted by the BRA with guidance from the Zoning Committee.

Amory Street is somewhat different in character than Washington and Green Streets, which contain a mix of residential, retail, and industrial uses. Amory Street contains no retail uses, and was designated as a BPD primarily because it most certainly "serve(s) as primary access to all of the community".

IV. The Economic Development and Industrial Corporation's Role and the Light Manufacturing Zoning District

The Economic Development and Industrial Corporation of Boston (EDIC), a quasi-public agency whose purpose is the support of Boston's industrial economy, is a major player in the master planning process in Jamaica Plain. Although the BRA is the lead agency in the IPOD planning process, EDIC has primary responsibility for working with the Zoning Committee to develop planning recommendations for the industrial areas. It is for this reason that EDIC is being discussed in this thesis rather than the BRA. EDIC's heavy

involvement with this aspect of the planning process stems from its role as Boston's industrial economic development and planning agency.

EDIC was created through state enabling legislation (Chapter 1097 of the Acts of 1971) to support industrial development in order to preserve blue-collar jobs and a diversified economy in the City of Boston. EDIC was granted powers to issue bonds, to take land by eminent domain, to enter into contracts, and to buy and sell property. Like other quasi-public entities, EDIC intervenes when the private sector is unwilling or unable to support certain types of development which could be deemed to be in the public interest. To these ends, EDIC loans money to industrial businesses through an affiliate called the Boston Industrial Development Finance Agency (BIDFA). Another affiliate, the Boston Technical Center, Inc., provides job training for blue-collar workers. EDIC also has a service called Sitefinder which matches industrial tenants with suitable industrial space in the city.

Two of EDIC's strategies for preserving Boston's industrial economy are of particular importance to the Jamaica Plain planning process. These are the Light Manufacturing Zoning (LMZ) district designation process and the designation of Economic Development Areas (EDAs). Light Manufacturing is a

new category of industrial zoning district developed by EDIC in conjunction with the BRA which is to be put in place ("mapped") through the IPOD process. This district was specifically tailored for Boston's outlying neighborhoods and contains performance standards and use restrictions which were developed to improve compatibility between industrial and residential land uses. The district is discussed in some detail below.

EDAs are large sites which contain significant amounts of vacant or underutilized industrially-zoned land which include publicly-owned parcels. These sites may contain several parcels under different ownership, making coordinated redevelopment difficult. EDIC's role in the development of EDAs can be thought of as a form of urban renewal. Pursuant to the requirements of its enabling legislation, EDIC develops Economic Development Plans (EDPs) for these areas to provide direction for their redevelopment. Infrastructure improvements, reparcelization, the mix of uses, design guidelines, employment goals, and transportation are among the issues addressed in an EDP. After developing an EDP, EDIC spurs the development of EDAs through improving the publicly owned land for development and then finding industrial tenants who need space to expand. EDIC is prepared to use its powers of eminent domain for such purposes as road

realignments, which are sometimes necessary to facilitate truck access.

The Jackson Square area of Jamaica Plain is proposed for development as one of EDIC's Economic Development Areas because of its high concentration of vacant publicly-owned parcels and underutilized privately-owned industrial facilities. Nearly four acres of Jackson Square's fourteen acres of land are vacant. The publicly-owned parcels belong to the Massachusetts Bay Transportation Authority (MBTA). The MBTA's ownership of these parcels came about as a result of the Southwest Corridor land-taking process. Now that the Orange Line relocation process is complete, the MBTA has no foreseeable need for the land. The MBTA will transfer control of the land to EDIC so that it can be developed for industrial use. An Economic Development Plan has been drafted pursuant to the legislation, but has not yet been approved by the Mayor and City Council. According to Section 1 (d) of Chapter 1097, the plan "...shall be consistent with local objectives respecting appropriate land uses..." EDIC's level of commitment to the redevelopment of Jackson Square is very high. A coalition of community organizations has been formally designated as EDIC's joint venture partner in the planning and redevelopment of Jackson Square. The redevelopment of Jackson Square will be discussed in more detail in the next chapter.

In the past, EDIC's strategy for preserving space for industry in the city was to buy sizeable amounts of property and develop its own industrial parks (EDIC owns and operates the Alsen-Mapes Industrial Park in Dorchester, the Crosstown Industrial Park in Roxbury, and the Boston Marine Industrial Park in South Boston), but the lack of funding in recent years has forced the agency to try other routes. The EDA process, which saves money by utilizing publicly-owned land, is one of these routes, while the LMZ district is the other. So far, EDIC has not implemented either of these strategies. EDIC is in the process of designating two EDA's, one of which is in Jamaica Plain and one of which is in Roxbury. It is too early to tell if these attempts will be successful, although EDIC is certainly making a substantial commitment to the effort in Jamaica Plain. As for LMZ's success, some variation of the district is likely to be mapped in neighborhoods involved in the IPOD process.

EDIC has been involved in the IPOD process in Jamaica Plain since 1988, when its Director of Zoning and Permitting first came to a Zoning Committee meeting to seek support for the LMZ text amendment, which EDIC hoped the Boston Zoning Commission would adopt (the Zoning Commission ultimately adopted the LMZ amendment, and it became effective on February 1, 1989). LMZ was developed by EDIC to protect

manufacturing uses from competing uses which drive rents upward,⁴ as well as to alleviate compatibility problems between manufacturing and residential uses. It is more restrictive than the other industrial zoning districts, and is the only such district which sets performance standards for industrial uses. LMZ was intended to be mapped in Boston's neighborhoods rather than in the downtown area to ensure compatibility between residential and industrial uses so that space could be preserved for industrial activity. Outlying neighborhoods do not face the same level of pressure from office development as does the downtown area, and some neighborhoods have high concentrations of vacant or underutilized publicly-owned land, as well as vacant and underutilized privately-owned industrial facilities. In addition to the site at Jackson Square, many other industrial facilities in Jamaica Plain are either wholly or partially available for lease or purchase. The neighborhood has an active, if small, industrial and industrial service economy with room for expansion.

A copy of the LMZ amendment is attached as Appendix III. The amendment is permissive in terms of the uses allowed in the district as long as they can meet certain performance standards. For example, "light manufacturing uses" are defined as "...the design, development, compounding, packaging, processing, fabrication, altering, assembly,

repairing, servicing, renting, testing, handling, or transfer..."⁵ of just about any product that is not specifically forbidden in the amendment. Forbidden uses are those which are traditionally thought of as "noxious" industrial uses, such as garbage incineration and iron smelting. Scientific research and development, printing and publishing, wholesale and distribution, warehousing, and art uses are also permitted under LMZ. Office uses are permitted, but only to a limited extent (no more than 40% of gross floor area). This limited inclusion of office uses is designed to protect industrial areas from the effects of speculation. Certain retail and service uses (banks, small stores, small restaurants, day care centers, and trade schools are some examples) are also permitted.

The performance standards, screening and buffering requirements, and the protection of industrial uses by the limitation of other uses allowed in the district are what set LMZ apart from Boston's other industrial zoning districts. Hazardous emissions are forbidden beyond the boundaries of a lot, as are electrical disturbances. Noises, glare, dust, vibrations, temperature changes and odors are all restricted from emanating very far beyond lot lines. The screening and buffering requirements have been established to improve compatibility between industrial and residential districts. Dimensional regulations are also

established in the amendment. LMZ is the only industrial zoning category in the Boston Zoning Code to establish such restrictions. Apparently the zoning category is somewhat of a pioneering technique in terms of emphasizing performance standards and providing industrial uses with protection from competition with other uses, since the Director of Zoning and Permitting reports that she receives calls from planners all around the country who are interested in applying a similar district in their municipalities.

The Jamaica Plain Zoning Committee was partially supportive of the proposed text amendment, but had some reservations about certain provisions. Committee members had serious concerns about a specific provision regarding artists' mixed-use space, which EDIC had included as an allowed use in LMZ districts. They were worried about the safety of allowing people to live in industrial buildings which might not meet building code requirements for living space, and wanted to be sure that there would be a mechanism for ensuring that tenants of these buildings would actually be artists. One committee member did not believe that LMZ was restrictive enough, and pointed to the side yard requirements and fume distances set by the amendment as being inadequate. In response to these concerns, the Director of Zoning and Permitting informed the committee that a tailored version of LMZ that was designed

specifically for Jamaica Plain could be mapped, and that it could be more restrictive than the basic LMZ zone. Such a tailored LMZ zone was mapped in the Port Norfolk section of Dorchester through its IPOD process.

LMZ was ultimately incorporated by the Zoning Committee into the IPOD process. The text of the IPOD refers quite specifically to it (see Section 27J-16, "Light Manufacturing Zoning District"). LMZ is to be used as a base from which to work to determine options for portions of the Southwest Corridor Special Study Area. EDIC has been formalized as a participant in the IPOD process in Jamaica Plain through the IPOD document, and serves as a resource for the Zoning Committee with regard to industrial matters in much the same way as the BRA does with regard to other issues. Technical assistance, support, and advice are provided to the committee by EDIC's representative.

V. Summary

The planning process in Jamaica Plain is part of a citywide process which will result in a modern zoning code and up-to-date land use plans for Boston's communities. Community participation is an important part of this planning process. In Jamaica Plain, the Zoning Committee has devoted substantial effort to ensuring that community priorities for land use are reflected in the interim plan and will thus

guide the planning studies and interim development review decisions. In general, community residents do not want dramatic changes take place in their neighborhood, but do want the IPOD process to address problems of traffic and parking, high housing prices, excessive density, and the appearance of properties in the business areas.

With regard to the Southwest Corridor Special Study Area, community residents have been worried that it could change dramatically and perhaps negatively now that the Orange Line and Southwest Corridor Park have been completed, thus ending many years of disruption in the area. Furthermore, there are vacant parcels and underutilized properties in this area which are available for development and occupancy by new tenants. This sets the Southwest Corridor Special Study Area somewhat apart from most of the rest of the neighborhood, which, like many old urban neighborhoods, is substantially built out.

The Jamaica Plain Zoning Committee is working in tandem with the Economic Development and Industrial Corporation of Boston (EDIC) on planning the Southwest Corridor Special Study Area. EDIC is very interested in the preservation of industry in Jamaica Plain and is, in fact, acting as a developer in the Jackson Square industrial area. EDIC has also developed a new category of industrial zoning district

known as Light Manufacturing (LMZ) which is designed to preserve neighborhood industrial areas by protecting them from competition with other uses as well as to improve compatibility between industrial and residential areas through the limitation of uses to light manufacturing uses and the use of performance standards. The Zoning Committee has generally been supportive of EDIC's efforts and has decided to seriously consider LMZ for application in the Southwest Corridor Special Study Area to guide future development in accordance with community needs and wishes. However, committee members have expressed some concerns about specific provisions of the zoning districts which will need to be addressed.

The following chapter will discuss existing conditions within the area under study, and will highlight the potential for change. The Jackson Square planning process will be examined in more detail, with particular recognition being given to community involvement in that process which is taking place through the Jackson Square Development Collaborative, a coalition of community organizations which is EDIC's joint venture partner in the planning and development of Jackson Square. The redevelopment of the Haffenreffer Brewery by a local community development corporation will also be discussed in some detail. Finally, the perceptions of residents living in and near the area

will be discussed.

CHAPTER II: THE PLACE:
JAMAICA PLAIN AND ITS INDUSTRIAL AREA

I. Demographic Characteristics of A Diverse Neighborhood

The Southwest Corridor Special Study Area is part of a neighborhood noted for its ethnic diversity. The BRA's 1985 Household Survey revealed that 51% of Jamaica Plain's estimated 45,900 residents were white, while 25% of them were black, 21% of them were Hispanic, and 4% of them were Asian. The proportion of Hispanics in Jamaica Plain is significantly larger than the proportion of Hispanic people living in the City of Boston, and Jamaica Plain is recognized as being the home of Boston's largest Spanish-speaking community. In 1980, Jamaica Plain contained 39,331 persons, of whom 68% were white. The 16.7% population increase in Jamaica Plain between 1980 and 1985 was a dramatic change for a neighborhood which had formerly been regarded as a blighted area in which not many people wanted to live. The Hispanic population appears to be continuing its increase, and Latino-owned businesses are as important a component of Jamaica Plain's commercial economy as salsa music and Latino social organizations are of its culture.

The educational levels of Jamaica Plain residents are similar to the educational levels of Boston residents as a whole. In 1985, 77% of Jamaica Plain's residents were high school graduates, while 31% had graduated from college. The

occupational mix of Jamaica Plain's residents was also similar to the occupational mix of all Boston residents, with 36% of Jamaica Plain's residents aged 16 years or older working in professional, managerial, and technical jobs, 15% in skilled jobs, 23% in service jobs, and 17% in clerical positions. Although labor force participation increased from 58% to 65% from 1980 to 1985, unemployment increased from 6% to 11% during the same period. A shift also occurred in Jamaica Plain's industries during this period. The service sector increased its share of employment from 32% to 45%. Manufacturing and self-employment increased as well, while employment in trade, finance/insurance/real estate, and transportation/communications/public utilities decreased somewhat.

Information on income and poverty is not aggregated at the Jamaica Plain level, but is available only for Jamaica Plain and Roslindale, its neighbor to the south, combined. In 1985, Jamaica Plain/Roslindale had both slightly higher proportions of people earning less than \$10,000 a year (30% vs. 28%) and slightly higher proportions of people earning \$50,000 (12% vs. 10%) a year than did the city as a whole. Median household income was \$16,960, and Jamaica Plain/Roslindale was ranked sixth out of nine neighborhoods in this category (Boston's median family income was \$17,900 in 1985)⁶.

II. A Tour of the Southwest Corridor Special Study Area and Surrounding Residential Neighborhoods

The Southwest Corridor Special Study Area is one of Jamaica Plain's less gentrified sections. Demographic information aggregated at the neighborhood level does not reveal what anyone who lives in Jamaica Plain knows, which is that this is a neighborhood inhabited primarily by poor and working class people. Jamaica Plain's affluent and middle class people live in the single-family Moss Hill neighborhood along the Brookline border, in the Pondside neighborhood near Jamaica Pond, in the Woodbourne/White City neighborhood which borders Roslindale, and on Sumner Hill, a historic area with beautiful Victorian homes. Homes in and around the Southwest Corridor Special Study Area are primarily triple-deckers and two-family structures, with a few brick apartment buildings near Jackson Square. Some of the buildings are run-down, although most are in reasonably good condition.

Parts of Jamaica Plain have serious crime problems which are related to heavy drug activity. The Southwest Corridor Special Study area is victimized by drug dealing, and neighborhood security is a major issue. Muggings have become problematic at the three subway stations along its western border. Partly because of drug-related crime in the neighborhood, the Boston Police Department has decided to

locate its drug enforcement unit at the recently completed police station at the corner of Green and Washington Streets on the eastern border of the Southwest Corridor Special Study Area. The Police Department is facing serious neighborhood opposition to this plan because Jamaica Plain had been promised its own full-service police station at this location. People are particularly bitter because the construction of the new police station involved a land taking. Eminent domain is extremely unpopular in this community which was ripped apart by land takings.

The Southwest Corridor Special Study Area has a history as part of a larger industrial area which followed the Stony Brook and the railroad tracks through Jamaica Plain and Roxbury. According to a report prepared by the Boston Landmarks Commission and the BRA, the area began to be developed for industrial uses in the 1850's. Breweries, tanneries, and dye houses were built along the Stony Brook.⁷

The Stony Brook has been confined to an underground culvert since the 1870's, but many of the old structures still stand and are occupied by industrial and office uses. The old Pickwick Brewery in Jackson Square contains many small tenants, as does the historic Haffenreffer Brewery off Germania Street. An old livery stable on Green Street and a former carriage factory next door are still in use. A few

new industrial structures have been added during the twentieth century, with the most recent one having been completed on Brookside Avenue in 1989.

Although it is convenient to refer to the area zoned for industry in Jamaica Plain as "the industrial area", many small areas within the industrial districts are residential. The uses bordering the districts to the east are primarily residential also and are zoned R.8, a medium-high density residential district, with some commercial uses along Washington Street. The area to the south of the Southwest Corridor Special Study Area is a residential neighborhood with some small businesses on Washington Street. It is zoned R.8 and L.5 (a local business district). The area to the north of Jackson Square contains the Boston Housing Authority's Bromley-Heath project and is zoned H-1, an apartment zoning district. The Centre Street commercial district begins at the northwest border of the Southwest Corridor Special Study Area. The Southwest Corridor Special Study Area is bordered to the west by the Southwest Corridor Park and Orange Line right-of-way, which is zoned for manufacturing, local business, and medium-density residential uses. Uses on the western side of the park are almost exclusively residential except for community gardens and one or two commercial uses.

Very little of the Southwest Corridor's industrial area is buffered in any way, so compatibility between these very different uses which are in such close quarters is definitely an issue which must be addressed through the planning process. Traffic problems have begun to be noticeable on the streets which serve the industrial districts, so planning efforts will have to focus on the degree to which future development would worsen those problems and come up with methods for mitigating the effects of increased traffic. This could be done through limiting allowed uses to those which generate the least amount of traffic, recommending traffic improvements, requiring developers to employ mitigation measures, or some combination of these techniques. Despite the residential uses within and around it, the Southwest Corridor Special Study Area is home to 89 businesses. What follows is a detailed description of existing conditions within the subareas of the Southwest Corridor Special Study Area.

A. The Egleston Square Subdistrict

The Egleston Square subdistrict is one of two IPOD subdistricts which contain portions of the Southwest Corridor Special Study Area (the other is the Stonybrook subdistrict). The goals and objectives for this subdistrict as outlined in the IPOD document do not devote much attention to the mix of industrial and residential uses,

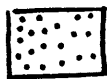
focusing as they do on planning for Egleston Square proper, which is an area of considerable concern to many people because of its transitional nature and crime problems. The Egleston Square subdistrict contains two neighborhoods which are impacted by industrial uses: the Brookside neighborhood and the part of the Egleston Square neighborhood which is near Jackson Square and the Stony Brook Commerce Center.

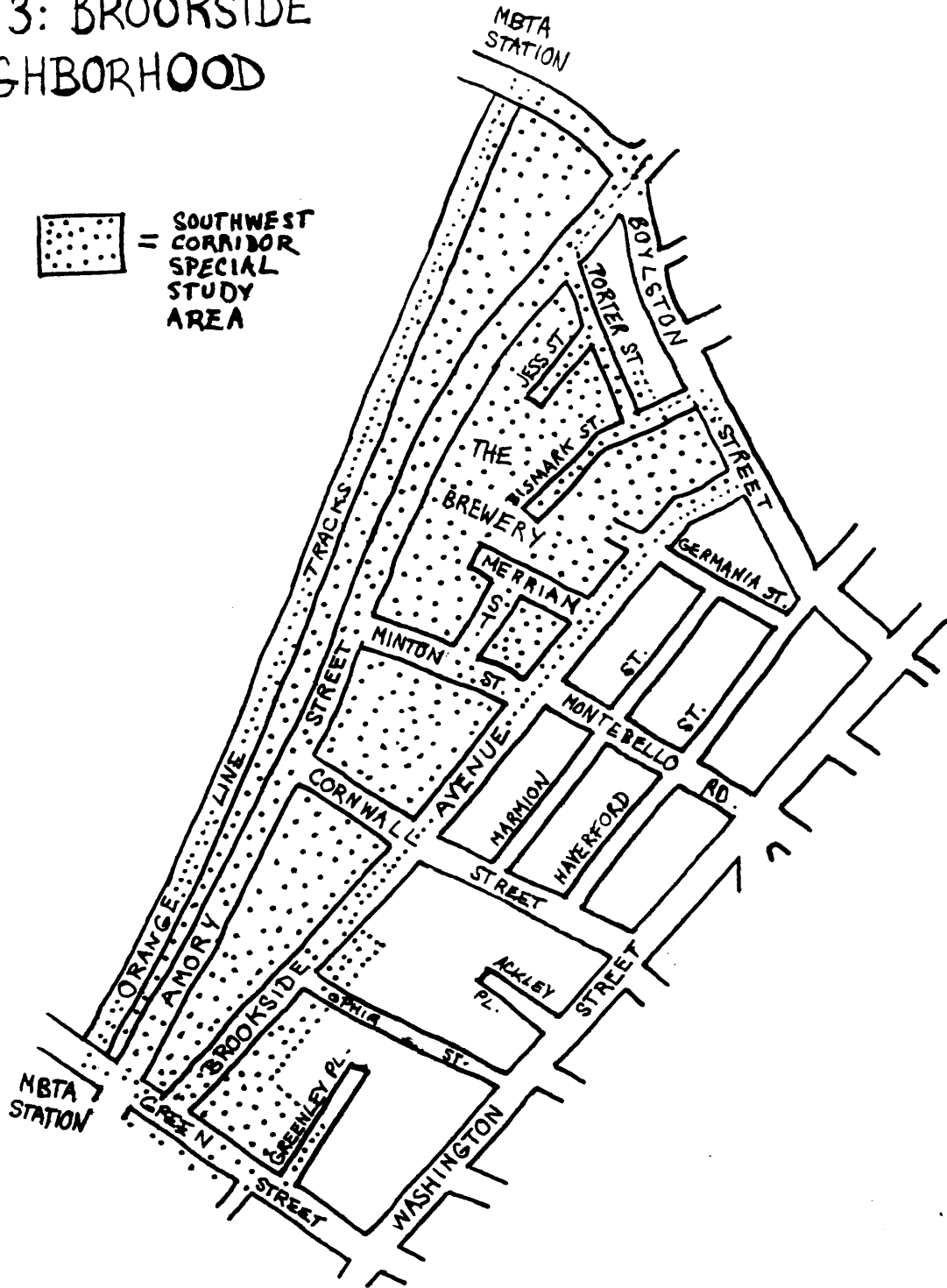
1. The Brookside Neighborhood

The primary residential neighborhood which is impacted by industrial uses is the Brookside neighborhood, which is centered around Brookside Avenue (see Map 3). Part of the Brookside neighborhood is within the Southwest Corridor Special Study Area in industrial districts zoned M-1 and M-2 (restricted manufacturing districts), and part of it abuts them. Brookside Avenue runs parallel to Amory Street from Boylston Street to Green Street, a distance of five blocks. The Brookside neighborhood contains several industrial uses, including the Haffenreffer Brewery complex with its twenty two tenants, a junkyard, an equipment rental firm, two plumbing, heating and air conditioning companies, a used auto parts business, two industrial machinery companies, the offices of a window blinds manufacturer, a sheet metal and roofing company, and a caulking and waterproofing company.

The Brookside neighborhood is home to a variety of people,

MAP 3: BROOKSIDE NEIGHBORHOOD

 = SOUTHWEST CORRIDOR SPECIAL STUDY AREA



including many working-class residents who have lived in the area for a long time. There is a very active neighborhood association in the area called the Brookside Neighborhood Association which is well-known throughout Jamaica Plain (other very vocal and active neighborhood associations in Jamaica Plain include the Jamaica Pond Association and the huge Jamaica Hills Association). The Brookside Neighborhood Association's activities include working with the police to control crime in the area, calling problem properties and businesses to the attention of the Inspectional Services Department, negotiating with developers, working with the city to improve a neighborhood playground, and hosting a very popular annual picnic.

Triple-deckers and two-family houses predominate in the residential portions of the Brookside neighborhood. There are also several small mansard-style houses which were built as housing for workers at the Haffenreffer Brewery. In some parts of the neighborhood, the visual contrast between the houses and the industrial uses is fairly sharp. However, the industrial uses tend to be found along Amory Street with the houses behind them on smaller, quieter neighborhood streets. Despite the occasional mixture of houses and industrial uses (the most notable example being the giant Haffenreffer Brewery surrounded by its former colony of tiny workers' houses), it is easy to tell where the industrial

area ends and the residential neighborhood begins.

The Brookside neighborhood has a potential for change because of the continuing redevelopment of the Haffenreffer Brewery, the presence of three fairly large industrial buildings on Green Street which are either for lease or for sale, a small industrial building on Brookside Avenue which is for sale, a parcel currently containing a metal trailer which is for sale on Cornwall Street across from the junkyard, and a vacant parcel of land bounded by Amory Street, Green Street, and Brookside Avenue which contains approximately 8500 square feet of land. Unfortunately, this vacant parcel was formerly used as a junkyard, is abutted by a junkyard, and is now contaminated with hazardous waste.

2. The Egleston Square Neighborhood

Another neighborhood impacted by industrial uses is the area to the north of the Brookside neighborhood and to the south of Jackson Square along Amory Street (see Map 4). Portions of the neighborhood are in the Southwest Corridor Special Study Area in areas zoned for manufacturing. Again, this is a neighborhood of triple-deckers and two-family houses. It is a somewhat more racially mixed neighborhood than the Brookside neighborhood, but is otherwise similar. Towards Egleston Square proper at the north end of the neighborhood, the racial composition of the area is predominantly black.

Egleston Square proper is a business district on the border of Jamaica Plain and Roxbury. The elevated Orange Line used to run over Egleston Square, and there is a large vacant parcel where the Egleston train station used to be.

Egleston Square and its surrounding neighborhood suffer from some of Jamaica Plain's worst crime and drug problems.

There is an Egleston Square Neighborhood Association, which is a very active group with members from both Jamaica Plain and Roxbury, but this group has been most concerned with drug, crime, and redevelopment issues in Egleston Square proper. There is another small neighborhood group in the area. This group is active around drug and crime issues.

Industrial uses are located along Amory Street. The sharp demarcation between industrial and residential uses is as noticeable in the Egleston Square neighborhood as it is in the Brookside neighborhood. The neighborhood is most impacted by the Stony Brook Commerce Center, which is directly across the street from it. The Stony Brook Commerce Center is a large complex, with a four-story brick industrial building, a three-story brick industrial building, and a large one-story metal industrial building. There is a total of 190,500 square feet of space in the complex, of which 128,000 square feet remain available.⁸ The remaining space is occupied by a window blinds manufacturer, a day-care center, and the Afro-American

Artists Program of a nearby university. A 114-car parking lot at the rear of the complex will be built on land to be leased from the MBTA. The potential impacts of the Stony Brook Commerce Center on the surrounding area could be quite pronounced. Amory Street is narrow and curving from Boylston Street north through Jackson Square to Columbus Avenue. Sight lines are poor, and are not helped by the presence of cars parked along the street. Many of the houses on Amory Street have driveways from which it has become very difficult for cars to exit. All three of the Stony Brook Commerce Center's access/egress points are on Amory Street. Two of these points are driveways opening directly onto Amory Street, while the other is through Marbury Terrace, a tiny street with houses on it. For all practical purposes, Marbury Terrace serves as a driveway for the complex.

The neighborhood is somewhat less impacted by Jackson Square because of the extremely sharp curve on Amory Street which screens much of that area from view. However, Jackson Square is something which residents must often drive through, and it is not a pleasant sight. A huge junkyard, a large amount of vacant land, dilapidated industrial buildings, and a car wash located directly across the street from a tot lot are the dominant features. Future redevelopment of Jackson Square as one of EDIC's Economic

Development Areas will impact this neighborhood, hopefully in a positive way.

B. The Stonybrook Subdistrict

Two neighborhoods are within the Stonybrook subdistrict: Stonybrook and Union Avenue. The goals and objectives for this subdistrict do discuss the mix of industrial and residential uses, as quoted below:

Additional land use objectives for Stonybrook are to protect residential areas from commercial and institutional expansion; to encourage compatibility between the existing manufacturing district and residential areas through appropriate buffering; to review the appropriateness of the existing manufacturing district where it does not reflect current use....⁹

Many of the concerns of Stonybrook residents are centered around the mix of uses along Washington Street, which has been designated as its own Special Study Area, although there is some overlap between this Special Study Area and the Southwest Corridor Special Study Area. The portion of the Stonybrook subdistrict which is in the Southwest Corridor Special Study Area lies between Washington Street and Amory Street between Forest Hills on the south and Green Street on the north. The following discussion will focus on the mix of industrial and residential uses.

1. The Stonybrook Neighborhood

The Stonybrook neighborhood is located primarily between Franklin Park and Washington Street (see Map 5). All of

this neighborhood is zoned for residential use, but it abuts commercial and industrial districts on and near Washington Street. Stonybrook is also a neighborhood of triple-decker and two-family houses. Once again, there are many working-class residents. However, Stonybrook also contains a noticeable component of professional people who are relatively new to Jamaica Plain. Stonybrook also has neighborhood associations which are generally organized by street.

Parts of the neighborhood are somewhat less impacted by nearby industrial uses than others because they are closer to the park than they are to Washington Street. However, the large laundromat and car wash complex on Washington Street, the huge Arborway MBTA lot, and a complex of small industrial uses on Brookley Road, Stonley Road, and Stedman Street, do have an impact on the southernmost part of this neighborhood. In addition to the laundromat/car wash, there is a fuel oil company which provides home heating oil and diesel pumps for trucks, an ambulance facility, a ventilation systems contractor, a welding company, a chimney and roofing company, and a plumbing, heating, and gas fitting company. The buildings and businesses are small, but it is an active economic area nonetheless. There is space for lease and for sale in this industrial area also, although there is no vacant land.

Within the industrial district is a tiny pocket of houses on Burnett Street, which is a u-shaped street off Washington Street across from the Arborway yards. These houses are tucked into a large industrial complex which houses a packaging distribution firm, a small auto repair shop, a fuel oil distributor, a discount paper supply warehouse, and a legal services center. There is also a small used car lot on the corner of Burnett and Washington Streets. This residential area should be considered differently from the other neighborhoods along the Southwest Corridor because it is tiny, isolated from other residential uses, and hemmed in with no possibility for expansion.

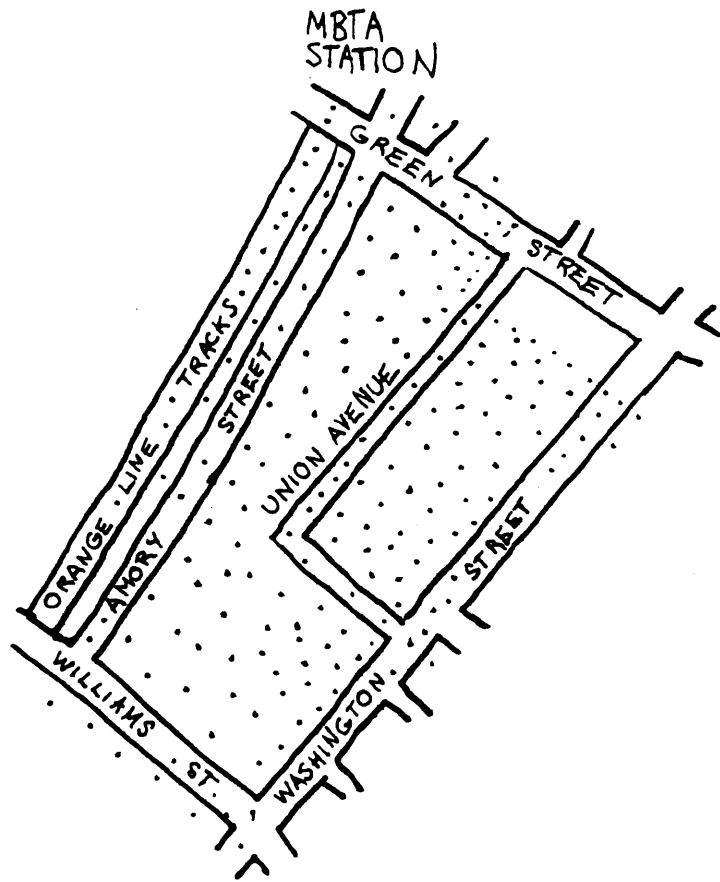
There is some space available for sale or lease in the large industrial complex, but it is an active economic center. The industrial complex is a neighbor to Boston English High School (zoned for restricted manufacturing, another example of outdated zoning), which is actually an adaptive reuse of the former Boston Gas Works plant. The MBTA Arborway lot, which is one of the subareas of concern within the Southwest Corridor Special Study Area, is across the street from this complex. The lot was formerly a bus and trolley terminal. It is no longer used as such because the bus stops have been relocated to Forest Hills station one block away and trolley service has been discontinued. However, the MBTA is

considering restoring trolley service to Forest Hills via South Huntington Avenue and Centre/South Streets. Concern about the future of this lot has lessened somewhat because the MBTA does not plan to relinquish its control of the yards in the foreseeable future, although this may change if the MBTA decides against restoration of trolley service.


2. The Union Avenue Neighborhood

The Union Avenue neighborhood is another neighborhood impacted by industrial uses. Union Avenue is actually a small street directly to the south of the Brookside neighborhood. It is bordered by Washington Street to the east and by Green Street to the north (see Map 6). Vacant land, a parking lot, a vacant industrial building, and the industrial building which contains the casket warehouse separate it from Amory Street on the west. It is, however, a distinct neighborhood, isolated from other residential areas by the industrial and commercial uses which surround it. The houses are single- and two-family structures, and the residents are primarily white and working class.

The Union Avenue neighborhood was once zoned for manufacturing, but the Union Avenue Neighborhood Association petitioned the Boston Zoning Commission to rezone the street for residential use (R.5, a medium density district). The rezoning became effective on July 15, 1988. Union Avenue



MAP 6:
UNION AVENUE
NEIGHBORHOOD

 = SOUTHWEST
CORRIDOR
SPECIAL
STUDY AREA

residents had petitioned for the change to reflect the current conditions and because they faced increased development pressures and were fearful of adverse changes. For example, a developer who had faced opposition to a proposed large-scale residential development in the neighborhood had threatened to construct a concrete block building up to the lot line instead. Residents feared that they could be held hostage in similar situations in the future if the area remained zoned for manufacturing. This area does have a high potential for change because of a medium-sized parcel at the corner of Green Street and Amory Street which is largely vacant except for a vacant brick industrial building. This parcel is directly across from the other vacant parcel on Green Street, and its development potential is currently limited because of a dispute regarding rights to an easement.

III. Two Community Development Projects Within the Southwest Corridor Special Study Area

There are two community development projects within the Southwest Corridor Special Study Area which provide examples of the high level of energy being devoted to industrial development which prioritizes community needs. These are the redevelopment of Jackson Square by the Jackson Square Development Collaborative in partnership with EDIC, and the

redevelopment of the former Haffenreffer Brewery by the Neighborhood Development Corporation of Jamaica Plain. Both these projects involve large sites, and their redevelopment is thus important to the future of the area.

A. The Redevelopment of Jackson Square

Jackson Square is at the northernmost end of the Southwest Corridor Special Study Area. As mentioned earlier, this area is the subject of a redevelopment effort spearheaded by EDIC through its designation as an Economic Development Area. Jackson Square contains the former Pickwick Brewery, a huge old brick structure which houses fourteen artist's studios, a printer, a distributor of display racks, a chemical products company, two furniture restoration companies, a construction company, two woodworking companies, a mechanical contractor, a trunk and case company, a moving and storage company, an electrical contractor, and a welder. These are small businesses, with between one and ten employees. The Boston Food Bank is on the other side of Amory Street. Jackson Square also has a car wash, a large auto junkyard, and a muffler shop. The rest of the fourteen-acre site is vacant land, virtually all of which is owned by the MBTA.

The Jackson Square redevelopment process is currently at a standstill because hazardous waste was discovered on the

site and the MBTA refuses to pay for its cleanup. The extent of the contamination is unknown, since only preliminary investigations have been made. The waste cleanup will probably be delayed for some time because of the state's financial difficulties. However, the development of Jackson Square is almost inevitable within the ten to twenty year horizon of the community plan. Development on the site could have a pronounced impact on the surrounding area. Some of this impact would be positive, as a blighted area would be rehabilitated and jobs would be provided. However, traffic impacts would have to be managed carefully. The site feeds onto Columbus Avenue (Route 28), a heavily travelled four lane road. Columbus Avenue would be a good truck route because of its width and its access to the Southeast Expressway via Melnea Cass Boulevard, but adding more traffic to this heavily travelled road will require careful planning.

Community involvement in the Jackson Square planning process has taken place through the Jackson Square Development Collaborative, which is made up of eight community organizations. The Development Collaborative is a joint venture partner with EDIC in the development of Jackson Square. Goals for the development of Jackson Square include the provision of jobs for which residents would be qualified and which would provide upward mobility, the provision of a

employment-oriented community service center, and the avoidance of negative impacts such as noise and odor. Another goal of the development of Jackson Square is to "...recreate the 'square' at Jackson Square: a place where neighborhood residents can meet, shop and socialize".¹⁰

EDIC provided the Development Collaborative with a list of companies which were looking for space. The participants in the planning process had agreed upon two of these companies, but the hazardous waste problem surfaced and the opportunities were lost. The hazardous waste problem is one which could delay the redevelopment of Jackson Square for a minimum of three years. The Development Collaborative and EDIC had initially been seeking one prime tenant to anchor the redevelopment, but now that the site has become unappealing for private development, other options may receive greater consideration. For example, a report was prepared for the Neighborhood Development Corporation of Jamaica Plain, which is one of the members of the Development Collaborative, by a group of graduate students in the Urban and Environmental Policy Program at Tufts University. The report focused on the potential for meeting local needs through the development of a small business incubator on the site. According to the Development Collaborative's consultant, such an option would require a good deal of time and effort but might have more benefits

for the community than would the anchor tenant option. Also, given the difficulty of finding an anchor tenant for a contaminated site in a tough neighborhood, an option such as this one which would utilize the energy and commitment of a local community development corporation becomes worthy of more consideration. In any event, the Development Collaborative and EDIC are being flexible about the tenancy of the project within the context of light manufacturing uses.

The Economic Development Plan for Jackson Square also proposes to locate community-oriented retail, office and service uses along the Centre Street edge and the northern portion of Columbus Avenue to provide needed services and attempt to heal the wounds of a once-thriving community which was torn apart during the Southwest Corridor process. Housing is proposed along the southern edge of the project site to better blend the area with the residential neighborhood which abuts it.

When the redevelopment of Jackson Square is finally accomplished, a blighted area will be revitalized. The security of daytime economic activities, the improvement of the area's appearance, the provision of employment and employment services for neighborhood residents, the provision of housing, and the extension of the existing

commercial area on Centre Street to Columbus Avenue, will be the benefits which Jamaica Plain will reap from its redevelopment. Although the redevelopment of Jackson Square has unfortunately been delayed, it is very likely to take place during the ten to twenty year horizon of the community master plan, making coordination between the Jamaica Plain Zoning Committee and the Jackson Square Development Collaborative important.

B. The Redevelopment of The Haffenreffer Brewery

The 119 year old former Haffenreffer Brewery, a National Register of Historic Places Landmark ¹¹, is being redeveloped by the Neighborhood Development Corporation of Jamaica Plain (NDC). It is located between Amory, Porter, Germania, and Merriam Streets in the Brookside neighborhood. Currently, the Brewery has twenty-one tenants occupying 93,400 square feet out of a total of 135,050 square feet of space. One hundred and sixteen people work in the Brewery. The largest chunk of vacant space in the Brewery (40,000 square feet) is committed to be renovated as Phase 3 of the NDC redevelopment process. Judging from NDC's past performance in the renovation of the Brewery, the Phase III renovations will be successfully completed. This space will be rehabilitated with the goal of accommodating tenants in the specialty foods processing industry. The tenants are generally small businesses and include woodworkers, a

tortilla chip producer, a brewery (this is the largest tenant, occupying 21,000 square feet), a seafood processing facility, a construction company, a loan fund for community development projects, warehouses, the studios of a community cable television channel, and NDC's office.

According to NDC's Brewery Project Manager, the Haffenreffer Brewery was once an integral part of community life which employed local residents. Haffenreffer closed the brewery in 1965, and the facility was used as storage space by a moving company for most of the time between the closing of the Brewery and NDC's acquisition of it in 1983. NDC undertook the redevelopment of the Brewery as a means of creating a revenue base which would allow it to be self-sufficient in a way that was consistent with its goals as a community-based organization. The redevelopment of the Brewery is being undertaken through the Brewery Development Corporation, a subsidiary of NDC. NDC places a high priority on the employment and training of local residents, and is engaged in a concerted effort to ensure that Brewery tenants hire as many Jamaica Plain residents as possible.

Both NDC's Board of Directors and the Brewery Development Corporation's Board of Directors include community residents. The boards oversee NDC's operations and work with NDC to develop strategic plans for housing and economic

development. They also provide ongoing input and supervision of the projects. However, since NDC is an industrial property owner which must be concerned with the business needs of its tenants, community interests and NDC's goals may not always coincide despite the presence of community residents on its boards. Moreover, one resident who had served on the Brewery board felt disappointed in NDC's level of commitment to listening to community residents. She did not feel that the Brewery was a particularly good neighbor because of poor property upkeep and lax security practices. For example, the gates to the Brewery are supposed to be kept locked at night to keep the complex from being used for drug dealing activity, but they have periodically been left open. In addition, beer delivery trucks are supposed to use only one particular entrance to the Brewery so that they can be kept off of neighborhood streets as much as possible. However, the trucks have been observed using another entrance to the complex, which angers neighborhood residents who had high expectations of NDC as a property owner. Fortunately, NDC is much more concerned about resident complaints than other industrial property owners in the area, so there is hope for these problems to be resolved. NDC would like to continue to work to improve the community participation aspect of its efforts, since it believes the community development focus is critical.

NDC is closely monitoring economic trends so that it will be aware of growing industries. According to the project manager, these include food processing, biotechnology, printing, and the building trades. The most promising of these is the specialty food processing industry. NDC feels that biotechnology is not a particularly appropriate industry for the low-income, low-skilled people on whose behalf it concentrates its efforts. NDC is looking at the skill levels of people in the Jamaica Plain area with regard to their appropriateness for employment in these growth firms, and will devote effort to providing job training to increase their employability. The project manager felt that the potential for a match between local residents and jobs in these growth industries was high. Although there are some small office tenants, the Brewery is not particularly suitable for commercial tenants because of its location and is not suitable for housing for architectural reasons. Because of the suitability of the Brewery and the local labor force to industrial uses, NDC is concentrating its efforts in that direction.

IV. Perceptions of Residents

During early 1990, the author interviewed eight residents living in and near the Southwest Corridor Special Study Area to assess how they felt about living near industrial uses

and to identify any problems associated with these uses which could be ameliorated through the neighborhood planning process. Three of the interviewees lived near the Stony Brook Commerce Center, one lived in the Union Avenue neighborhood, and four lived in the Brookside neighborhood. Interviewees were long-time residents with knowledge of the history of the area. Minutes of Zoning Committee meetings in which industrial uses were discussed were also reviewed to identify resident concerns, as were results of the survey which the Zoning Committee conducted during the early stages of the IPOD process.

People generally felt that industrial uses were acceptable as long as certain uses were prohibited, the properties were well-maintained, hours of operation were confined to the daytime, potential traffic problems were addressed, and business owners communicated with and were responsive to neighborhood residents. In addition, industrial uses were seen as being advantageous in that they provided employment opportunities for neighborhood residents, particularly those who had children.

Several people spoke of the area's past in a positive way, when the industrial facilities were fully occupied and were an integral part of the community. One interviewee spoke of a sense of "ownership" which had been lost over the years.

There was a time when many neighborhood residents worked in the industrial facilities and were able to see their children during the day. There was a sense of security for residents and business owners alike because the workers kept an eye on the neighborhood during the day and the neighbors kept an eye on the factories at night. Some business owners lived in the neighborhood (the Haffenreffer family lived right next to their brewery), and the business owners and neighborhood residents generally knew each other. If residents complained about some aspect of a facility's operation, the business owners took care of the problem. This has not generally been the case in recent years. Neighborhood complaints are now met with resistance from some business owners, and the Inspectional Services Department (ISD), which enforces the city's building, zoning, and health codes, is repeatedly called on to resolve matters.

The chief example of a problem use is provided by Jamaica Plain's junkyards, which are universally disliked. Brookside neighbors have waged a continuing battle with the operators of the junkyard on Amory Street regarding upkeep of the property and the amount and type of junk stored on the lot. Neighbors remembered the former owner as being far more responsive to their concerns. The property was relatively well-kept for a junkyard, but since the former

owner's son and grandson have taken over the operation, it has been nothing but a problem. The appointment of a new and more responsive Director of ISD and his intervention in the situation have ameliorated the problems somewhat, but residents would very much like to see the junkyard eliminated. Ironically, the owner has been trying to sell the property for five years, but has been unsuccessful because the site is contaminated. At a minimum, several feet of earth would have to be removed from the entire site before the hazardous waste problem was eliminated.

The large junkyard in Jackson Square is also regarded as a problem. One resident spoke of calling city hall frequently to complain about the junkyard. She perceived that the junkyards promote abandonment of cars in the area and tend to overflow beyond their borders. She pointed out that Jackson Square's "auto graveyard" is the first impression people who enter Jackson Square on Amory Street from Columbus Avenue get of the neighborhood. The junkyard also presents obstacles to the redevelopment of Jackson Square because of possible hazardous waste contamination and the generally bad image it gives to the area. ISD has forced the junkyard to clean up somewhat in recent years, but it remains a problem.

Another example of a problem use is provided by a facility

which is no longer in operation. The former owner/occupant of most of the present Stony Brook Commerce Center was a postcard factory which also sold greeting cards. The fumes from the factory were horrendous, and it was a major polluter. Neighborhood cars were covered with black soot from the factory, and one of the interviewees had complained about it to the EPA. She suffered from asthma because of the smoke, and her dog also suffered from respiratory problems. This same interviewee also remembers being able to smell the fumes from a cellophane factory located in the casket company building, which is located several blocks away from her home. The hours of operation of the postcard factory were also cited as a problem. They took night deliveries, and the huge trucks had great difficulty maneuvering in and out of Marbury Terrace. The noise made by the trucks as they backed in and out of the tiny street woke people up at night, and the truck drivers would knock on people's doors in the very late hours of the night to get them to move the cars which were parked on Marbury Terrace. During the day, the trucks stopped traffic on Amory Street as they tried to get in and out of the facility.

One long-time resident living across the street from the Stony Brook Commerce Center spoke of occasions when the former owners of the complex had allowed garbage to accumulate on the property, had never shoveled the sidewalks

during the winter, and had stored piles of wooden pallets in the front yard. In addition to being unsightly, the pallets were a fire hazard, and neighborhood children used to actually set them on fire. The owners were unresponsive to complaints from the neighbors, and the pallets remained a problem until the current owners bought the property. This woman also echoed her neighbors' concerns about the use and storage of hazardous chemicals. She remembered the terrible smells coming from the factory, and spoke of the fears neighborhood residents had of the potential dangers caused by the storage of hazardous chemicals. The factory owners were inconsiderate of the neighbors in general, and were unresponsive to their concerns about the chemicals.

Another problem use is represented by a former factory on Brookside Avenue, a low wooden structure which is now occupied by artists and craftspeople. This building has set a very bad precedent for the potential for artist's mixed-use space, an allowed use under LMZ, to be permitted in Jamaica Plain's industrial area. Neighborhood residents insist that people are living in the building illegally (they estimate that around thirty people live there), although the owners have denied this. The building is a problem for several reasons. Residents are very angry about the illegality of the situation. They perceive that the occupants and owners of the building are being defiant, and

tensions are high between them and neighborhood residents. For example, since residential trash collection service does not serve non-residential buildings, the occupants put their trash on the opposite side of the street, which angers their neighbors. Although there is parking at the rear of the building, it is not used by the occupants, who park their cars on the street, again angering their neighbors. The artists work very late at night, and their work includes the use of mechanical saws and flashing lights which awaken the people living across the street. Bands practice in the building, and there are sharp lifestyle differences between building occupants and other residents. The occupants throw large parties (one of which featured a live band), and neighbors complain that they can smell marijuana smoke coming from the building. An old brick industrial building next door to this old wooden factory on the corner of Brookside Avenue and Cornwall Street is also reported to have people illegally living in it.

One interviewee felt differently about the matter, and was supportive of the idea of artist's mixed-use space. She felt that the problems associated with the building were the fault of the landlords. She perceived the illegality of the situation as the chief problem, and pointed out that if artist's mixed-use space were legal, it could be regulated to address some of the problems. However, her views seem to

be in the minority. Since there is a strong neighborhood association in this area, this situation has set a number of vocal, active people against the concept of artist's mixed-use space.

Traffic is another problem raised by residents, particularly on Amory Street. Amory Street has become heavily travelled since the removal of the elevated railroad on Washington Street. In addition to being heavy, the traffic is also very fast. The main concern neighborhood residents had about the redevelopment of the Stony Brook Commerce Center was the traffic which would be generated as a result.

Another traffic problem which bothered some of the interviewees in the Brookside Avenue area is the tendency of some businesses, particularly auto repair shops, to use the street as if it were part of their property. Car repair is sometimes done on the street, and the road has become slick with oil. Workers at the nearby junkyard drive their slow little forklifts up and down the street, thus blocking traffic. One interviewee spoke of avoiding Brookside Avenue because of such annoyances.

Beyond poor property maintenance, aesthetics and "industrial character" did not seem to be a major concern, although one interviewee did raise the issue. She believed that the Southwest Corridor parkland had made a tremendous

improvement in the neighborhood by reducing the sense of it as a factory area. She was pleased with the daycare center in the Stony Brook Commerce Center for the same reason. As for the other uses in the complex, she did not think they were very noticeable. She would have preferred that it be developed as housing, but did not feel that her neighbors shared this sentiment.

There was some sentiment against further industrial development, as well as identification of other community priorities for land use. One interviewee in the Brookside neighborhood would prefer not to see more manufacturing developed in the area, and would rather have more houses and more commercial service businesses. She would like to see some of the undeveloped space left as open space, but felt that some of it should be filled with development. However, she did feel that the area was fairly well developed. Another interviewee pointed out there is a need for more service-oriented uses such as banks, pharmacies, drycleaners, and bakeries. These uses were once more common on nearby Washington Street, but have disappeared as the years have gone by. He seemed to feel that these were examples of possible uses for the vacant parcels on Green Street.

A survey conducted by the Zoning Committee as part of the

IPOD process contained two questions regarding industrial uses. Question #13 asked "Do you feel light manufacturing is appropriate in JP?". Three hundred of the three hundred and sixty-four respondents to this question answered in the affirmative. Question #14 asked "Do you feel general or heavy industry is appropriate in JP?" Three hundred and thirty-five of the three hundred and seventy-two respondents to this question checked "No". The questions also provided a space for residents to indicate where in Jamaica Plain they felt industry would be appropriate. Many residents indicated that light industry should be located in existing industrial areas along the Southwest Corridor. There was some sentiment that industry should not be allowed to expand beyond its present boundaries, but in general there is community support for light industry.

V. Summary

In summary, the Southwest Corridor Special Study Area contains many active businesses which are largely in the industrial or industrial service sectors as well as some vacant and underutilized land and structures. The presence of vacant and underutilized space in the industrial area indicates that there is potential for new development and redevelopment, making up-to-date zoning regulations which have been established in accordance with community priorities an important tool for guiding future growth in

the area.

In addition, there are community-based organizations which are actively involved in the revitalization of two major industrial sites in the area. These organizations have a commitment to maximizing employment opportunities for neighborhood residents through their redevelopment efforts. Even though these organizations are acting as developers and thus have interests which may not automatically coincide with those of neighborhood residents, their commitment to meeting community needs and priorities through their efforts places them a cut above ordinary developers who often see community needs and priorities as a hindrance to their own.

The industrial area is surrounded by residential uses which are impacted by it to some degree. In general, residents have a tolerant attitude towards industrial uses, but there are some compatibility problems between the industrial and residential areas. Clearly, traffic, aesthetics, hours of operation, relations between residents and business owners, the upkeep of industrial property, and uses which generate fumes and other noxious impacts are issues which need to be addressed through the IPOD planning process.

The next chapter will further set the context for planning the industrial area of Jamaica Plain by examining trends in

the Boston industrial economy and exploring the role neighborhoods play in that economy, with specific emphasis on Jamaica Plain. The chapter will also discuss possible ways in which neighborhood residents could benefit from the retention of industrial activity in Jamaica Plain. The economic analysis will focus on manufacturing uses with some mention of trends in the construction and wholesale trade industries because data on other industrial uses is difficult to disaggregate.

CHAPTER III: THE ECONOMICS:
HOPEFUL TRENDS IN A DECLINING
INDUSTRIAL ECONOMY AND JAMAICA
PLAIN'S INTERESTS IN
PROVIDING A PLACE FOR INDUSTRY

I. Recent Trends and Projections for Boston's Industrial
Economy

Boston's industrial economy has been declining for more than twenty years. According to EDIC, "In 1965, 1,905 manufacturing firms employed 75,804 workers, yet by 1983, 1,027 firms employed 46,874 workers; a net employment decrease of 38% or an average decline of approximately 2% per annum."¹² The decline in the number of firms between 1977 and 1983 was 27%, while the decline in employment for the same period was 13%¹³ This trend has continued, and is projected to continue in the future. Boston Redevelopment Authority data shows that manufacturing employment declined an average of 3.8% per year from 1976-1985 (the BRA's data collection methods are different from EDIC's, but the figures are similar). The rate of decline is projected to be 1.7% between 1990 and 1995 and also between 1995 and 2000. Employment in the wholesale trade sector also experienced a net decline during the same nine year period, although there were increases between 1982 and 1983 and between 1983 and 1984. Employment in the construction sector declined between 1976 and 1980 and increased every

year thereafter. Slight increases in employment in these two industries are projected through the year 2000.

Why has employment in the manufacturing industry been declining? EDIC identifies several factors: "...increased automation, changing product markets, imports, business closures, outmigration, a trend towards a service economy and recessionary impacts."¹⁴ These are factors which have affected the manufacturing economy throughout the country. Most of them are factors which are difficult to control at the local level, although the trend towards outmigration could be ameliorated through public sector intervention. As part of the previously quoted 1985 report, EDIC interviewed 47 of the 69 firms which relocated outside of Boston during the 1977-1981 period. The following were the four most important reasons why these firms moved:

1. City congestion, e.g. parking and loading difficulties
2. High property taxes
3. High development costs
4. Unavailability of appropriate property to lease¹⁵

These problems worsened as the Boston real estate market became increasingly active. Firms were threatened by the possibility of conversion to office uses, particularly firms located close to the downtown area. Even worse than the threat of conversion was the reality of speculation by owners of industrial properties who hoped to profit from that conversion and engaged in speculative practices such as

only offering space at high rents under short-term leases, or of withholding the space from the market altogether. Manufacturing firms cannot generally afford these rents. It is not surprising that they move out of the city.

In 1988, EDIC conducted an analysis of Boston's industrial space. They found that the space fell into three categories:

-Type I is quality industrial space requiring no major renovations and priced at a reasonable rate, usually less than \$6.00/sf. This category represents over 40% of the 225 leasable industrial buildings in Boston. The vacancy rate for Type I space is about 6.9% and is significantly lower than the city-wide rate of 23.2%

-Type II is industrial space with amenities and of high quality. It is primarily used by high-tech or research and development firms and makes up approximately 27% of all industrial buildings in Boston; the vacancy rate for this type of space is 31.5%.

-Type III is industrial space which requires significant capital investment, has unfavorable lease terms (usually less than five years) or is located in an area undergoing use changes. The vacancy rate for this type of space is 35.4%.¹⁶

The differences in the vacancy rates for these categories of space is dramatic evidence of the effects of speculation on the market for manufacturing space in Boston. Now that the once-booming real estate market has changed to a sluggish real estate market, it is likely that much of the vacant Type III space will remain vacant unless there is public sector intervention.

Given the above-mentioned problems of unfavorable national

trends and lack of suitable space in Boston, it might be valid to ask if there is a future for manufacturing in Boston. A closer look at recent trends reveals that while manufacturing will probably not regain its former share of the Boston economy, there are growing industries which can provide reasonably well-paying jobs for people with limited educations and play an important part in diversifying the local economy.

In 1985, EDIC had identified that a number of rapidly growing mid-sized start-up firms had appeared in the electronic equipment and printing and publishing sectors, although the printing and publishing sector actually experienced a net decline during the 1977-1983 period. Out of eighteen major sectors, only five experienced a net increase in employment during this period: electrical equipment, instrument products, rubber-soled shoes and rubber auto parts, gypsum/cement/concrete, and tableware. These last three showed only modest growth, while the first two showed employment growth of 39% and 29%, respectively. EDIC attributed this growth to growth in mid-sized and large firms. EDIC noted that during the 1977-1983 period, concentration of the city's manufacturing industry into the hands of large (defined as those with 150 or more employees) firms with many employees was a significant trend. In 1983, 53% of the total manufacturing workforce was found in 57

firms. These large firms had experienced a 9% net employment decline between 1977 and 1983. Large firms are found mainly in the chemical equipment, rubber and plastics, machinery, and chemical industries.

Despite the domination of manufacturing employment by large firms, however, the majority of Boston's manufacturing firms are small, with less than 20 workers. In 1983, 58% of the firms were small. They represented 10% of all manufacturing employment in the city. It was not the small firms which were the most likely to leave the city or go out of business during the period covered by EDIC's report: 66% of the firms that did had more than 20 employees. On the other hand, 51% of the firms which began operating in Boston between 1977 and 1983 also had twenty or more employees. EDIC does not break the size range of the firms down any further than this, so it is not possible to ascertain whether these firms were primarily large or primarily medium-sized.¹⁷

In 1987, the industries identified as growth industries by EDIC had changed somewhat. Medical and dental instruments, bookbinding and periodicals, electrical and electronic assembly, fresh and frozen fish, and construction products were the five growth industries identified at this time. EDIC hoped to capture 5000 new industrial jobs for Boston

residents from 1988-1993 from these growing industries.¹⁸ EDIC did not specify the rates of growth for these industries or discuss the average firm sizes. In 1986, EDIC reported that 250 firms contacted it looking for space, and that many of the firms were in the above-mentioned growth industries or in the food, printing, apparel, and furniture and fixtures industries. EDIC claimed that these firms represented 8300 created and retained jobs.¹⁹

It is important to consider manufacturing in terms of job opportunities for Boston residents. The BRA noted that manufacturing workers living in Boston tended to be different from service workers living in Boston. They were slightly older than other working residents, were more likely than service workers to be male, and had lower educational levels than other resident workers.²⁰ In another report, the BRA identified a parallel between the decline of the manufacturing economy in the city and the decline in resident workers share of Boston jobs. In 1985, more than 1/4 of Boston's unemployed workers were last employed in the manufacturing industry.²¹ While it is unlikely that many of the manufacturing jobs can be regained, capturing jobs for Boston resident workers from the five growing manufacturing industries is important, especially since the BRA's 1985 Household Survey shows that most Boston residents do not have college degrees.

Manufacturing jobs have traditionally provided a decent living for workers who have limited educations. They provide an important option for people who prefer a "blue collar" work environment and enjoy physical work. Thus, the continued availability of manufacturing jobs and other blue-collar jobs such as those found within the Southwest Corridor Special Study Area is in the interest of many of the residents of Boston's neighborhoods.

III. The Role of Boston Neighborhoods in the Boston Economy

Slightly more than half of the employment in Boston is concentrated in the downtown area. Most of the remaining jobs are found in the Fenway/Kenmore, Allston/Brighton, South Boston, South End, and Fields Corner neighborhoods. In 1983, the remaining neighborhoods combined accounted for only 13% of the city's private employment base.²² Jamaica Plain had 444 establishments with 8149 employees.²³ Ninety-three of the firms in Jamaica Plain were in the construction, manufacturing, transportation, and wholesale trade industries. These firms represented 1471 jobs.²⁴

Boston's neighborhoods have the potential to meet the space needs of manufacturing firms, as well as firms in industries with similar space needs such as wholesale trade, trucking, and research and development. Industrial space in Boston's neighborhoods is unlikely to face competition from office

uses to the degree that is seen in the downtown area, and conversion of some of the facilities to residential uses might be unpopular because of the high level of density involved. This is not to say that industrial uses in the neighborhoods face no competition from other uses, but rather to say that the competition is not so intense as to be overwhelming.

Jamaica Plain's industrial space has the added virtue of being strategically located. Most of it abuts the MBTA's new Orange Line. Five of the larger "complexes" are located very close to station stops (the proposed Jackson Square Economic Development Area at Jackson Square, Stony Brook Commerce Center and the Brewery at Stony Brook, 172-178 and 180 Green Street at Green Street, and the large industrial complex across from the Arborway trolley yards at Forest Hills). With the industrial facilities being located so close to station stops, it is more likely that employees at the facilities will use public transportation to get to work. The developers of the Stony Brook Commerce Center, in fact, are emphasizing the Center's proximity to the Stony Brook station as part of their marketing strategy.

IV. Jamaica Plain's Interests in Providing a Place for Industry

What would be Jamaica Plain's interests as a community in

the potential expansion of its current industrial economy? One of these interests might be jobs for local residents. A survey of portions of the Jamaica Plain and Roxbury industrial economies conducted by EDIC in 1988 as part of the Jackson Square planning process revealed that 82% of the employees were Boston residents, and that 72% of the employees were residents of either Jamaica Plain or Roxbury. Additionally, 74% of the workforce were either Black, Hispanic, Asian, or other non-white people.²⁵ Given that around half of the population of Jamaica Plain is not white, this is important. In addition, when EDIC provides financing, it requires that at least 40% of the jobs created be given to Boston residents. NDC's devotion to providing jobs and job training for Jamaica Plain residents also increases the chances that this neighborhood interest will be met.

Another interest Jamaica Plain might have in the potential expansion of its industrial economy is the prevention of blight. Residents have repeatedly spoken of the security provided by the presence of well-run, well-maintained neighborhood businesses. Some of Jamaica Plain's industrial buildings are old breweries which would be very difficult to convert to other uses, and in a soft real estate market, few developers would be willing to devote the effort and expense needed to do so, particularly since most of the buildings

are not in Jamaica Plain's most upscale areas. An attempt was made to convert a former brewery on Washington Street for housing, but the effort proved financially impossible. In addition to the physical suitability of Southwest Corridor buildings for industrial, industrial service, art, and craft uses, Jamaica Plain has well-established commercial and office areas along Centre, South, and Washington Streets which have space available to accommodate growth in these uses. With community support and assistance from public entities such as EDIC and the BRA, industrial firms and supporting uses might be encouraged to come to those portions of Jamaica Plain's industrial area which have room for to accommodate them. EDIC has a service called Sitefinder which matches firms looking for space with appropriate facilities. EDIC reported that 70 firms had contacted Sitefinder for assistance between January and September of 1988.²⁶ Also, EDIC's plans for the development of Jackson Square could serve as a spur for other investment.

An important party with an interest in strengthening Jamaica Plain's industrial economy is the Washington Street Business Group, a recently formed organization which has become highly active in neighborhood affairs. Many industrial business owners are members of this group. Although relations between this group and the Zoning Committee have

been very tense because of a mistaken perception that the Zoning Committee is anti-business, which arose from three poorly-handled variance decisions, misunderstandings and hurt feelings are slowly being cleared up and the relationship is steadily improving. One member of this organization was recently elected to the Neighborhood Council and is also a Zoning Committee member. Another is a member of the Manufacturing Task Force. The Washington Street Business Group is committed to strengthening Jamaica Plain's economy and becoming actively involved in safeguarding the welfare of the community. They feel strongly about maintaining economic activity in the Southwest Corridor Special Study Area.

Although the area has an industrial character, some portions of the Southwest Corridor Special Study Area would also be appropriate for other uses. Many residents miss the neighborhood-oriented businesses which were once more common along Washington Street. The vacant parcels along Green Street might be appropriate for such uses. They are located near a residential area and are immediately adjacent to the Green Street MBTA station, which would make them convenient places to shop for people on their way home for work. Housing is a use which some Brookside residents would like to see where industrial facilities now exist, although well-maintained light industrial facilities with daytime hours of

operation would be acceptable to some of them as well. Substantial effort is being devoted by the city's Public Facilities Department and local community development corporations to construct housing on vacant parcels left over from the Southwest Corridor process on the west side of the Orange Line and Southwest Corridor Park, so there is additional justification for devoting efforts to the provision of other land uses.

V. Summary

Although the industrial economy in Boston has been declining in recent years, there are sectors within that economy which are healthy and growing. Firms within these sectors often need affordable expansion space to remain in Boston. In recent years, speculative pressures caused by an extremely active real estate market have caused industrial rents to rise as property owners hoped to capitalize on the potential for the conversion of their properties for other uses, particularly office uses. These speculative pressures have forced many industrial uses out of the downtown area. Neighborhood industrial areas are promising locations for accommodating Boston's industrial economy. Because the Light Manufacturing zoning category protects industrial uses from competition with office uses by limiting the amount of gross floor area which can be used as office space, its application in Jamaica Plain's industrial area would be

helpful in preserving industrial uses.

There are benefits to the neighborhood which result from having an active industrial area. These are employment opportunities for neighborhood residents and increased neighborhood stability. If there is community involvement in the process of planning for industry in Jamaica Plain, residents will have a greater chance of seeing the types of uses they find most compatible with the rest of the neighborhood. Consideration of the Light Manufacturing zoning category through the community planning process provides an opportunity for residents to guide redevelopment of the industrial area in a direction which can meet resident needs for safety, quiet, and a pleasant aesthetic environment yet also meet the needs of certain industrial firms for appropriate space. This zoning category also encourages the types of uses which are found in the five manufacturing growth industries of Boston, thus increasing the possibilities of success for attracting industrial firms and reducing the possibility that large amounts of space will remain vacant for an extended period of time.

Before LMZ can be mapped, however, a careful assessment of the LM text amendment's provisions must be made with the aim of making modifications to certain provisions in order to tailor them more closely to neighborhood character. Also,

LMZ may not be appropriate for mapping throughout the entire Southwest Corridor Special Study Area. Existing residential areas currently zoned for industry clearly need to be rezoned for residential use, and the portions of the Southwest Corridor Park zoned for industrial use also need to be rezoned to reflect their current use. The final chapter will discuss the possibilities for the application of LMZ, perhaps in a modified form, in parts of Jamaica Plain and will make recommendations regarding other community policies and actions which could help to shape a positive future for the Southwest Corridor Special Study Area.

CHAPTER IV: RECOMMENDATIONS
AND CONCLUSIONS

I. The Potential for Light Manufacturing Zoning to be Mapped
in Portions of the Southwest Corridor Special Study Area

The Light Manufacturing zoning category can help to ensure compatibility between industrial uses in the Southwest Corridor Special Study Area and the residential areas which abut them. There is neighborhood support for light manufacturing as long as certain conditions are met with regard to the limitation of uses, restriction of hours of operation to the daytime hours, good property maintenance, and mitigation of traffic impacts. Residents are also concerned about poor relationships with business owners, but LMZ can do nothing about this problem. Traffic problems also cannot be addressed very well by LMZ, although it does make reference to the establishment of truck routes. Poor property maintenance is also an issue which cannot be addressed by LMZ. Although LMZ requires screening and landscaping of industrial uses, the upkeep of property is an enforcement issue. Thus, traffic problems, poor property maintenance, and relationships between the business and residential community will be discussed separately later on in this chapter. However, LMZ can address the other issues which are of concern to neighborhood residents. LMZ forbids the heavy industrial uses which neighborhood residents do not like, and sets performance standards and landscaping

requirements which will help improve compatibility between residential and industrial land uses. However, some modifications may be necessary to tailor the district more closely to the particular characteristics of the Southwest Corridor Special Study Area.

There are areas within the Southwest Corridor Special Study Area which are suitable locations for LMZ, perhaps with some modifications. Jackson Square is the most suitable of these because there is so much land available for new development. Jackson Square planning efforts have focused on attracting light manufacturing uses, and the Economic Development Plan states that "...any industrial development will conform to the requirements of the recently adopted Light Manufacturing Zoning amendment" (p. 13), so even if the development of the vacant portions of Jackson Square takes place before the zoning is changed (which is somewhat unlikely), conformity with the provisions of LMZ is assured. The other non-residential areas within the Southwest Corridor Special Study Area are also suitable for LMZ, although it might be necessary to develop a tailored version of LMZ for these areas because of local constraints.

The developers of the Stony Brook Commerce Center received approval of three IPOD permits for the buildings in the complex. The structures were approved for occupancy by

light manufacturing, office, and warehouse uses. Unfortunately, the Stony Brook Commerce Center was approved for occupancy under the old zoning guidelines and will thus not be subject to the performance standards of LMZ. However, if any substantial renovations or changes in occupancy are made after the zoning is changed to LMZ, the developers will have to apply for zoning relief as a prior non-conforming use. This will trigger community review of the proposal. This will obviously be the case with many other existing uses in the Southwest Corridor Special Study Area which predate any changes which might be made in the zoning regulations.

The Brewery complex has not required review by the Zoning Committee. However, present tenancy of the building is in accordance with the provisions of LMZ, and the renovations of the remaining vacant space are being carried out with the aim of attracting specialty food processors, which is a use consistent with LMZ provisions. Thus, zoning this site for LMZ should present no problems.

Under LMZ, the troublesome junkyard in Jackson Square would become a forbidden use, making any expansion of the yard very difficult given the level of neighborhood opposition to junkyards. Unfortunately, this junkyard presents a difficult obstacle to the revitalization of the area in that

it could discourage investment. The Jackson Square Development Collaborative and EDIC are aware of this obstacle and are considering it through their planning process. The car wash at the southern end of the area would become a conditional use, which would allow any future expansion to be regulated and monitored by the community through the variance process.

Another area which might be suitable for LMZ is the industrial area around the MBTA Arborway yard. This is an active industrial area, although it contains no manufacturing uses. There are no uses in this area which would be forbidden under LMZ, but the car repair shop would become a conditional use, subjecting any expansion to the variance process. This particular car repair shop is a well-maintained, well-operated example of this type of use. Repairs are done inside a metal building, and it is virtually impossible to tell that the business is there at all. Hopefully, there would be no community opposition to any expansion of this use.

With the exclusion of the Brewery site, the portion of the Southwest Corridor Special Study Area which is in and near the Brookside neighborhood will require careful consideration and many discussions with neighborhood residents before any zoning district can be mapped. This is

by far the most transitional area within the Southwest Corridor Special Study Area. Although some residents have expressed support for light industrial uses that have daytime hours of operation and are well-maintained, there has been a history of problems between neighborhood residents and area business owners. LMZ may work in parts of this neighborhood, but there are specific areas which may need to be rezoned for some other use. For example, some residents have expressed support for more housing in the area, and housing is a forbidden use in LMZ districts.

Another potential problem with mapping LMZ in this area is exemplified by the old factory building on Brookside Avenue which is occupied by artists. Artists' mixed-use space, while an allowed use under LMZ, might face strong resistance from neighborhood residents who now have a very bad image of artists and are worried about fire safety. In order for the problems with this building to be resolved, frank discussions between the building's owners, the neighbors, and the tenants will have to take place. It would be a shame if the bad example set by this particular property were to set residents against art uses.

On the other hand, the problem junkyard between Amory Street and Brookside Avenue would become a forbidden use under LMZ. The auto repair shop down the street from this facility

about which some residents have complained would become a conditional use. The old carriage factory and livery stable on Green Street are partially vacant, but contain uses which are consistent with LMZ. Neighbors have not complained about the tenants of these buildings. There has been community sentiment for small local retail and service uses in this area, but these uses are also permitted under LMZ. Thus, there is some potential for LMZ to be mapped in the portion of the Southwest Corridor Special Study Area which is in and around the Brookside neighborhood, but the Zoning Committee will probably need to take more time to work this out with the Brookside Neighborhood Association.

There seems to be a strong potential for some version of LMZ to be mapped in the parts of the Southwest Corridor Special Study Area listed above, but there are residential enclaves which will need to be rezoned for residential use, and parkland which will need to be rezoned as open space (open space districts are relatively new in Boston, and there are several categories). There are pockets of houses and apartment buildings within the industrial districts throughout the Southwest Corridor Special Study Area, and LMZ should obviously be mapped around them. A sizeable portion of the new Southwest Corridor Park is zoned for industrial use, and the zoning should clearly be updated here as well. There is are two small portions of the

Southwest Corridor Special Study Area which are on the west side of the Orange Line tracks (refer back to Map 2). Most of the land in these two areas is parkland, but some of it is now being developed for housing and should thus be rezoned for residential use.

In the areas where it does get mapped, LMZ's performance standards will probably need to be modified to tailor it more closely to the needs of the community. One performance standard which should be added is hours of operation. Operations during the nighttime hours are not acceptable to neighborhood residents, nor are nighttime truck deliveries. Houses are too close to industrial facilities for sleep to be conducive with truck deliveries.

Under LMZ, the allowed fume distances where an industrial district abuts a residential district have been set at 20 feet beyond the lot line. If this were put into operation at most locations within Jamaica Plain, people walking down the street might have to smell noxious fumes. People living in the houses on Marbury Terrace next to the Stony Brook Commerce Center would not be protected from fumes at all. The same problem is true for other emissions and vibrations regulated by LMZ. Thus, it will be necessary to forbid emissions beyond lot lines.

II. Other Recommendations

As was mentioned earlier, LMZ does not address some of the problems which need to be resolved to ensure compatibility between residential and industrial land uses. Furthermore, LMZ's effects will not be felt until some time in the future if and when new development and substantial redevelopment take place in the area. Zoning is a slow solution to land-use problems in built-up areas, especially in states such as Massachusetts which have strong grandfathering provisions. Problems of traffic congestion can be addressed to some degree through zoning regulations, but the problems of poor property maintenance and poor relationships between business owners and residents need to be addressed in other ways.

As for traffic congestion, a traffic study of roads within and adjacent to the Southwest Corridor Special Study Area is to be conducted to determine existing traffic conditions and more precisely identify problem areas to be outlined in a Transportation Master Plan (see Section 27J-14). This study could be used to help establish truck routes and come up with a traffic management plan for the area. The Zoning Committee might want to consider making Transportation Access Plans, which are required by the IPOD for development projects in excess of 50,000 square feet (see Section 27J-15), a permanent requirement for projects in this area. Transportation Access Plans include impact assessment,

mitigation, and monitoring components, and are negotiated between the developer and the Boston Transportation Department. The threshold may need to be set at a lower level if traffic conditions are documented to be as problematic as people perceive them to be.

An example of the use of Transportation Access Plans is provided by the Stony Brook Commerce Center, which also serves as a dramatic example of the magnitude of traffic impact which a large-scale industrial development could have on Jamaica Plain's streets. The Stony Brook Commerce Center suffers from its location on a heavily travelled, narrow street. In addition, trucks have always had difficulties maneuvering in and out of the complex. During the approval process for the Stony Brook Commerce Center, neighborhood residents had hoped that access to the project could be provided from Atherton Street, which bounds the site to the north, in order to relieve the pressure on Amory Street. Because the project was large enough to be required to develop a Transportation Access Plan, a traffic study was conducted which explored the feasibility of this option, as well as to study the impacts of the proposed project on the road network. The study indicated that the project would generate 600 to 700 trips per day, 120 of which would be made during the morning peak hour and 110 of which would be made during the afternoon peak hour. The intersection of

Amory and Boylston Streets, which is adjacent to the project site, would be at Level of Service (LOS) E (this means that it would be at over 90% of its capacity) during both the morning and evening peak hours as a result of full development of the proposed project. The intersection of Amory Street and Marbury Terrace would be at LOS D, a slightly less bad level of service, during the morning and evening peak hours. Traffic volumes on Amory Street would increase by 10% during the morning peak hours and 11% during the evening peak hours as a result of the development.

The study results also showed that access from Atherton Street could not be provided because of engineering difficulties and the resistance of the MBTA to the proposal (the MBTA owns the land over which the driveway would be constructed). In addition, the relief provided by an Atherton Street access point would be negligible. The developers have entered into a Transportation Access Agreement with the Boston Transportation Department which includes mitigation measures. Subway passes will be sold on site, car and van pool programs will be established, a walkway will be constructed to provide direct pedestrian access from the site to the Stony Brook MBTA station, parking spaces will be designated for the exclusive use of car and van pools, delivery hours will be restricted to 10:00 am to 3:00 pm, and the number of parking spaces

originally proposed will be reduced from 150 to 114 to discourage auto use. Marbury Terrace residents will be allowed to park on the premises.

Still, neighborhood residents are worried about the project's traffic impacts. One resident wrote a letter to the Transportation Commissioner to request that a flashing traffic light at the intersection of Amory and Atherton Streets be made fully operational to ease the traffic problems, but she has not yet received a response. Money had originally been allocated to make the light a working light during the summer of 1990, but the state's fiscal problems have delayed this. The community master plan should focus on general improvements to the road network such as this in addition to site-specific measures. The Stony Brook Commerce Center is just one example of the effects a large development could have on Jamaica Plain's road system. The development of Jackson Square could have similar impacts, and areas such as the vacant lots near Green Street could conceivably present traffic problems if they were to be developed. Requirements for mitigation measures and improvements to the road system should be institutionalized throughout the Southwest Corridor Special Study Area.

Perhaps the most important factor determining the success of

the planning effort is the degree to which cooperation exists between business and property owners and residents. None of the problems currently affecting the Southwest Corridor Special Study Area can be resolved unless there is better cooperation between the parties involved. The Zoning Committee, which has primarily represented residential interests, has begun to devote substantial efforts to improving its relations with the business community and is being aided in this regard by the Mayor's Office of Neighborhood Services, which is often a good mediator in difficult situations. City councilors are also aware of the problem and are an excellent resource. The continuation of this effort is crucial to the success of the IPOD process. If the Zoning Committee can improve its relationships with the business community, it may be able to serve as a better mediator when there are disputes between residents and business owners. There have been times when the Zoning Committee has done an outstanding job of serving as a diplomat in these situations, but its poor relationship with the Washington Street Business Group makes diplomacy difficult in this particular area of Jamaica Plain.

The cooperation of business and property owners with residents and the Zoning Committee is not just important when development projects are being reviewed. Cooperation will be important to gain acceptance of the Committee's

recommendations for changes to the zoning code. Substantial resistance by the business community to a change from existing industrial zoning categories to LMZ could deter the Boston Zoning Commission from accepting the community's recommendations. Again, the Zoning Committee must continue to devote substantial effort to mending fences.

With regard to the related issue of poor property maintenance, enforcement of the Zoning Code by the city's Inspectional Services Department (ISD) is the best solution. Fortunately, ISD has a new, energetic director who is committed to working with neighborhood residents to monitor problem properties and force them to comply with code provisions. However, better communication between business owners and residents is also important in these situations to avoid a climate of enmity which could be the result of relying solely on punitive solutions to these problems.

There has been some movement towards resolution of poor communications between business owners and residents. One example is the construction of a storage building for the equipment rental facility between Brookside Avenue and Amory Street. The owner's original plans called for the construction of a much larger, less attractive facility. A negotiation process between the neighbors and the business owner which was well-mediated by the Mayor's Office of

Neighborhood Services resulted in the construction of an attractive stone building which is to be landscaped. The process, while often difficult, also resulted in a substantially improved relationship between the neighbors and the business owner. The neighbors had been unhappy about the appearance of the property for a long time before the owner proposed to build the storage building, but had never been able to get him to be responsive to their complaints. One neighborhood resident reported that the owner is now showing interest in the activities of the neighborhood association and is far more responsive than he ever was in the past as a result of the successfully mediated negotiation process.

Unfortunately, one of the problems within the Southwest Corridor Special Study Area is beyond anyone's immediate control. This problem is hazardous waste contamination. Hazardous waste cleanup is conducted at the expense of the responsible party, often the property owner. If the owner does not have the money to conduct the cleanup, it will not get done. The state's Department of Environmental Protection (DEP) is responsible for monitoring the cleanup of hazardous waste sites. Some money is available for DEP to conduct the cleanups itself and recover costs from the property owners later, but this is only done for sites which present an immediate threat to public safety. Junkyards and

vacant lots in a city which pipes its water in from the Quabbin Reservoir do not present an immediate threat to public safety. The community can continue to push for action on these lots, but false expectations should not be raised about the timeliness of any actions.

III. Conclusions

Industrial uses and residential uses have historically been thought to be so inherently incompatible that they should be kept as separate as possible. The case of Jamaica Plain's industrial area shows that this need not necessarily be the case. Although there are stark visual contrasts between the industrial and residential areas, community residents do not wish to eliminate the industrial area. At the beginning of this study, the author presumed that residents would be eager to see industrial uses replaced with other uses, but learned that there was community tolerance for industrial uses, a recognition of the employment and neighborhood security benefits they bring, and even fond memories of well-maintained businesses which were an integral part of community life. Beyond the problem of poor property maintenance by some industrial property owners, community residents have had little to say about the aesthetics of the industrial area. Neighborhood residents recognize that there are certain benefits to having industrial activity located close to residential uses, and are tolerant of

industrial uses as long as they are "good neighbors". Not only did people living near the industrial area feel this way, but residents of the larger community also expressed their support for light industry. Moreover, performance standard zoning can help to guide future development in the area in a more compatible direction.

There are larger planning arguments which can be made against putting too much distance between houses, employment, and services. These arguments center around the negative traffic impacts caused by forcing people to travel long distances between home, work, and services such as shopping. Traffic congestion is more than a minor annoyance in this country. It is a major constraint to growth and a significant contributing factor to environmental and energy problems. It is important for planners to consider land use solutions to traffic problems, and mixing different land uses is increasingly being recognized as a good technique. Jamaica Plain provides a good example of an area with a wide mix of land uses in close proximity to one another. As was pointed out in Chapter III, industrial firms in the area have an excellent record of employing neighborhood residents. Jamaica Plain is a relatively small neighborhood, and it does not take too long to walk from one end to the other. There are places to have lunch, and places to buy groceries. There are several bus routes and a

rapid transit line with four stops in the neighborhood which abut the industrial area. Jamaica Plain certainly has traffic problems which have been discussed in some detail above, but much of the traffic flowing through the industrial area does not come from the industrial area, and the planning process is prioritizing the development of solutions to the area's traffic problems. Jamaica Plain can provide a good model as a diverse community which minimizes the need for long-distance travel between the activities of daily life.

Neighborhood industrial districts can also provide needed space for a city's industrial firms and can thus contribute to a healthy, diversified economy. Performance standard zoning can help to ensure compatibility between different types of land uses so that these benefits can be enjoyed and is a good technique for application in neighborhoods such as Jamaica Plain. It is not always necessary to consign industrial areas to the remote edges of an urban area, particularly when the industrial areas are like those found in Jamaica Plain, which is fortunate in that its industrial area is occupied primarily by small light industrial facilities, warehouses, and the businesses of many small tradespeople such as carpenters, electricians, and specialty contractors rather than large scale industrial uses. Although there is vacant and underutilized space in the

industrial area, the largest concentration of this space is located in Jackson Square, which is somewhat removed from residential areas and is being developed by a joint venture consisting of a coalition of community groups and a quasi-public economic development agency. This joint venture development team is more sensitive to community priorities than ordinary private developers, increasing the likelihood that the redevelopment of Jackson Square will be a positive change in Jamaica Plain. The involvement of community groups in neighborhood industrial development is another factor which helps to contribute to community benefits from neighborhood industrial areas, both because community groups are often more sensitive to compatibility issues than private developers and because community groups will push for the employment of neighborhood residents.

The location of a neighborhood industrial area is another important determinant of its compatibility. The industrial area of Jamaica Plain is in very close proximity to residential areas and is intermingled with them to some extent. However, the industrial area is generally confined to a narrow corridor along the Orange Line tracks and Southwest Corridor Park, and is somewhat self-contained. The park provides visual relief from the industrial character of the area and provides it with a definitive western border. Nevertheless, the industrial edges of the

Brookside neighborhood, where industrial and residential uses have not always coexisted peacefully, may not be an appropriate location for the continuation of industrial activities.

A final lesson which can be drawn from the case of Jamaica Plain is that the success of any planning process is as dependent on good relationships between the parties involved as it is on the types of planning goals which are developed or the innovative new categories of zoning districts which are developed. Poor communication between various interest groups can sabotage the potential of even the most well-written plan. Thus, in Jamaica Plain as in other neighborhoods, attention to the planning process is at least as important as attention to planning studies and zoning categories.

Jamaica Plain provides a good example of the potential for neighborhood industrial areas to coexist with their residential neighbors. Because of the nature of industrial uses in the area, the availability of performance standard zoning tools, and the involvement of community-based organizations in the area, the mix of uses works reasonably well. In addition, there is an increasing awareness among the parties involved in planning for the area's future that the development of good relationships between different

interest groups who have a stake in the outcome in the process is a priority. Jamaica Plain's diversity, of land uses as well as people, is likely to continue to work to its advantage.

Footnotes

1. Boston Zoning Code, Article 27J, "Jamaica Plain Interim Planning Overlay District", effective April 24, 1989, p. 8
2. Ibid., p. 8
3. Ibid., p. 8
4. "Light Manufacturing Zoning and Neighborhood Economic Development Districts: Keys to balanced economic growth in Boston", EDIC, 1988, p.2
5. Boston Zoning Code, Article 36, "Light Manufacturing District", effective February 1, 1989, p. 2
6. Information in this section is a summary of demographic information from the 1985 Household Survey as summarized in "Jamaica Plain Interim Planning Overlay District Discussion Workbook", Boston Redevelopment Authority, 1986, pp. 8 - 11
7. "1982 Survey & Planning Grant: Part I - Jamaica Plain Project Completion Report", Boston Landmarks Commission and Boston Redevelopment Authority, submitted to the Massachusetts Historical Commission on July 31, 1983, pp. 21-22
8. Boston Business Journal, "Boston-area industrial parks", February 19, 1990, p. 12
9. Boston Zoning Code, Article 27J, p. 7
10. "Economic Development Plan for Jackson Square, Jamaica Plain/Roxbury", p. 20
11. "Jamaica Plain Interim Planning Overlay District Discussion Workbook", Boston Redevelopment Authority, no date, p. 32
12. "The Boston Manufacturing Universe: Trends in Boston's Manufacturing Sector 1977-1983", Robert D. Pritchard et al, EDIC, July, 1985, p. 1
13. Ibid., p. 15
14. Ibid., p. 1
15. Ibid., p. 64
16. "Economic Development Plan for Jackson Square, Jamaica Plain/Roxbury", EDIC, pp. 3-4

17. Information in the foregoing two paragraphs was taken largely from "The Boston Manufacturing Universe: Trends in Boston's Manufacturing Sector, 1977-1983", EDIC, July 1985, pp. 2, 7, and 23
18. "Boston's BIG Picture: A Strategy for Business and Industrial Growth: Summary", EDIC, July 1987, p.2
19. Ibid., p.3
20. "Resident Workers Share of Boston Jobs; Employment and Wage Levels for Selected Industries (2 Digit) in Boston; Characteristics of Manufacturing and Services Workers; Labor Force Statistics and Household Composition Information from the 1985 Household Survey: A Selection of Recently Compiled Economic and Demographic Information", Boston Redevelopment Authority Research Department, February 1987, p.7
21. "Harnessing the Growth Economy for Jobs for Boston Resident Workers", BRA, p.2
22. "Business Patterns in Boston Neighborhoods: Establishments and Employment, 1983", Jeffrey P. Brown and Stephen M. Kunze, Boston Redevelopment Authority Research Department, February 1987, p.1
23. Ibid., Appendix
24. Ibid., Appendix
25. Memorandum from Robert D. Pritchard and Mary E. Brissette to Douglas R. Herberich and Elizabeth L. March re: Preliminary Results/The Jamaica Plain/Roxbury Industrial Economy, EDIC, October 4, 1988, p.6
26. "Economic Development Plan for Jackson Square, Jamaica Plain/Roxbury", EDIC, January 1989, p. 3

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Interviews:

Ms. Joanne Agababian, Brookside Neighborhood Resident
Ms. Barbara Castelli, Egleston Square Neighborhood Resident
Ms. Susan Gittleman, Brewery Project Manager, Neighborhood Development Corporation of Jamaica Plain
Mr. Ron Hafer, Consultant to the Jackson Square Development Collaborative
Dr. John McDargh, Union Avenue Neighborhood Resident
Ms. Gwenn Murphy, Brookside Neighborhood Resident
Ms. Laurie Myrick, Egleston Square Neighborhood Resident
Ms. Kay O'Connor, Brookside Neighborhood Resident
Ms. Pat Orban, Egleston Square Neighborhood Resident
Ms. Ellie Spring, Director of Zoning and Permitting, EDIC
Ms. Sandy Storey, Brookside Neighborhood Resident

APPENDIX I

Text Amendment Application No. 147
Boston Redevelopment Authority
Jamaica Plain Interim Planning
Overlay District

TEXT AMENDMENT NO. 118
THE COMMONWEALTH OF MASSACHUSETTS
CITY OF BOSTON
IN ZONING COMMISSION

EFFECTIVE
April 24, 1989†

The Zoning Commission of the City of Boston, acting under Chapter 665 of the Acts of 1956 as amended, after due report, notice, and hearing does hereby amend the Boston Zoning Code as follows:

ARTICLE 27J

JAMAICA PLAIN INTERIM PLANNING OVERLAY DISTRICT

SECTION 27J-1. **Statement of Purpose.** The purposes of this article are to implement interim planning standards and to facilitate the comprehensive planning and rezoning of the Jamaica Plain neighborhood; to manage the future development of Jamaica Plain for the use and benefit of the inhabitants of Jamaica Plain and Boston; to provide a predictable, clear, and understandable process for the public review of new development; to preserve and enhance the Jamaica Plain neighborhood; to encourage the most appropriate use of land; to lessen congestion in the streets; to provide for adequate parking facilities; to provide adequate light and air; to prevent overcrowding of land; to promote residential development that is affordable to all segments of the community; to promote mixed-income residential development; to promote land uses which provide jobs for the city's residents; to preserve, enhance, and create open space; and to promote the peaceable enjoyment of the city's amenities by all residents.

SECTION 27J-2. **Declaration of Need for Interim Zoning.** Interim zoning in the Jamaica Plain IPOD Study Area is necessary to provide the proper balance between competing land uses and economic and environmental factors. Characteristics of existing zoning that render it inappropriate include its failure to: provide for opportunities for appropriately-sited residential, commercial and mixed-use development which is beneficial to the community; discourage the inappropriate intermingling of industrial and manufacturing uses with residential, commercial, cultural, and public open space uses; encourage cohesive neighborhood business districts; regulate building heights to protect views and vistas; provide

† Date of public notice: March 16, 1989 (see St. 1956, c. 665, s. 5).

for adequate pedestrian and vehicular circulation and access; provide adequate parking controls; provide for the creation and rehabilitation of housing that is affordable to all segments of the community; prevent dense development that exacerbates the lack of open space and inhibits access to light and air; provide for zoning designations which result in the appropriate siting of land uses; preserve and enhance open space; protect historic structures; and preserve the architectural integrity of Jamaica Plain.

SECTION 27J-3. Definitions. For the purposes of this article only, the following terms shall have the meanings indicated.

1. "Adjusted Income" is defined as it is in 24 Code of Federal Regulations Section 813.102 (1986), as amended, or as set forth in regulations that are adopted in accordance with Section 27J-23, if any, which regulations then shall govern.
2. "Affordable" means, in the case of an owner-occupied dwelling unit, requiring the expenditure by a Low-Income, Moderate-Income, or Upper-Moderate-Income Household for mortgage payments, insurance, real estate taxes, and condominium or cooperative fees of not more than thirty percent (30%) of its Adjusted Income to occupy the unit; and, in the case of a renter-occupied dwelling unit, requiring the expenditure by a Low-Income, Moderate-Income, or Upper-Moderate-Income Household for rent of not more than thirty percent (30%) of its Adjusted Income to occupy the unit.
3. "Annual Income" is defined as it is in 24 Code of Federal Regulations Section 813.106 (1986), as amended, or as set forth in regulations adopted in accordance with Section 27J-23, if any, which regulations then shall govern.
4. "Applicant" means any person or entity having a legal or equitable interest in a Proposed Project which is subject to the provisions of this article, as set forth in Section 27J-5, or the authorized agent of any such person or entity.
5. "Jamaica Plain IPOD" means the regulations imposed by this article.
6. "Jamaica Plain IPOD Study Area" means the area defined in Section 27J-4.
7. "Interim Planning Permit" means a permit granted pursuant to Section 27-3 for a Proposed Project subject to the provisions of this article.
8. "Low-Income Household" means a household whose Annual Income does not exceed fifty percent (50%) of the Median Gross Income of households in the Boston Standard Metropolitan Statistical Area.
9. "Median Gross Income" is defined as it is in 24 Code of Federal Regulations Section 813.102 (1986), as amended, or as set forth in regulations that are adopted in accordance with Section 27J-23, if any, which regulations then shall govern.

10. "Moderate-Income Household" means a household whose Annual Income does not exceed eighty percent (80%) of the Median Gross Income of households in the Boston Standard Metropolitan Statistical Area.
11. "Proposed Project" means the erection, extension, or substantial demolition of any structure or the change of use or occupancy of any structure or land, for which the Applicant is required to obtain a building or use permit.
12. "Residential Uses" means Use Item Nos. 1, 1A, 2, 3, 4, 5, 6, 7, 8, 8A, and 10, Section 8-7, Table A.
13. "Underlying Zoning" means all zoning regulations, with the exception of this article, which are contained in this Code.
14. "Zoning Relief" means any variance, conditional use permit, exception, zoning map or text amendment, or any other relief granted by the Zoning Commission or Board of Appeal.

SECTION 27J-4. Physical Boundaries: Establishment of Subdistricts. This article is applicable only in the Jamaica Plain IPOD Study Area, which consists of the areas depicted as the Jamaica Plain Interim Planning Overlay District on "Map 6 Roxbury," "Map 9 Jamaica Plain," and "Map 10 Roslindale" of the series of maps entitled 'Zoning Districts - City of Boston' dated August 15, 1962, as amended, and on Appendix A to this article. Within the Jamaica Plain IPOD Study Area, there are ten (10) subdistricts: Egleston Square, Forest Hills, Hyde Square, Jamaica Central, Jamaica Hills, Jamaica Pond, Jamaica South, Stoneybrook, Sumner Hill, and Woodbourne; which subdistricts are also depicted on said maps and on Appendix A to this article.

SECTION 27J-5. Applicability. Any Proposed Project within the Jamaica Plain IPOD Study Area is subject to the provisions of this article unless otherwise exempt pursuant to subsection 1 or 2 of this section.

1. The following Proposed Projects within the Jamaica Plain IPOD Study Area are exempt from the requirement of a grant of an Interim Planning Permit; provided that any such Proposed Project is in compliance with the Interim Height Standards, contained in Section 27J-11, and the Interim Parking Controls, contained in Section 27J-12:
 - (a) Any Proposed Project consisting solely of Residential Uses of not more than three (3) dwelling units in a Single Family Residential (S), General Residential (R), or Apartment Residential (H) district; or
 - (b) Any Proposed Project consisting solely of Residential Uses of not more than three (3) dwelling units above the first story in a Local Business (L) district;
2. The following Proposed Projects within the Jamaica Plain IPOD Study Area are exempt from the provisions of this article.
 - (a) Any Proposed Project for which application to the Inspectional Services Department for a building or use permit has been made prior to the

first notice of hearing before the Zoning Commission for adoption of this article and for which no Zoning Relief is required.

- (b) Any Proposed Project for which appeal to the Board of Appeal for any Zoning Relief has been made prior to the first notice of hearing before the Zoning Commission for adoption of this article, provided that such Zoning Relief thereafter is granted by the Board of Appeal pursuant to such appeal.
- (c) Any Proposed Project or site for which a planned development area development plan has been approved by the Boston Redevelopment Authority and the Zoning Commission prior to the first notice of hearing before the Zoning Commission for adoption of this article, whether or not such planned development area development plan thereafter is modified or amended.

SECTION 27J-6. Zoning Regulations in Effect: Conflict Provisions. The Jamaica Plain IPOD and Underlying Zoning together constitute the zoning regulations for the Jamaica Plain IPOD Study Area. Where conflicts exist between the provisions of the Jamaica Plain IPOD and Underlying Zoning, subsections 1 and 2 of this section govern. Upon expiration of this article, the Underlying Zoning shall be the sole set of zoning regulations for the Jamaica Plain IPOD Study Area.

1. In all subdistricts, the provisions of the Jamaica Plain IPOD supersede Underlying Zoning, except as provided in subsection 2 below.
2. In all subdistricts, any duly enacted amendment to Underlying Zoning pertaining to land use in the Jamaica Plain IPOD Study Area shall govern, provided notice of a public hearing before the Zoning Commission is published after the effective date of this article. Notwithstanding any other provision of this article, any such amendment may occur prior to the expiration of this article and may relate to any subdistrict or to any Special Study Area for which a planning and rezoning study has been completed by the Boston Redevelopment Authority.

SECTION 27J-7. General Land Use Objectives for the Study Area. The general land use objectives for the ten subdistricts in the Jamaica Plain IPOD Study Area are as follows:

To revise or establish land use controls to limit inappropriate increases in density and protect the character of the existing residential fabric; to retain and develop affordable housing; to encourage appropriate development of vacant land or underutilized parcels for housing; to encourage abandoned institutional uses to become residential uses; to minimize traffic and parking congestion in residential neighborhoods; to protect residential areas from commercial and institutional expansion; to protect historically and architecturally significant structures and districts in residential and commercial areas; to develop parking controls which limit on-street parking and encourage the creation of underground and structured parking, where appropriate; to create a village atmosphere in neighborhood business districts which encourages pedestrian and street life and promotes neighborhood oriented businesses; to develop sign controls and design guidelines which

complement the historic architectural features and character of the business district; to encourage retail uses at the street level with office and residential uses above in the business districts; to improve traffic flow and reduce congestion in the business districts through parking and truck access and loading controls; to preserve and maintain existing open space through open space zoning and to encourage the creation and adequate distribution of accessible open space for active or passive recreational use; to regulate building height and massing in order that structures do not obstruct views and vistas surrounding Jamaica Pond and Arnold Arboretum; to study specific streets for potential designation as Greenbelt Protection Overlay Districts; to thoroughly review existing manufacturing and R-.8 zoning districts for compatibility with current residential patterns; to establish design guidelines and performance standards for manufacturing uses; to encourage a better process for citizen notification of Board of Appeal cases; and to encourage the effective enforcement of the Boston Zoning Code.

1. Egleston Square. Additional land use objectives for Egleston Square are to establish a new "sense of place" at the meeting of Washington Street and Columbus Avenue as a meeting ground between the Jamaica Plain and Roxbury communities by creating an attractive village center as a symbolic center of community life; to utilize opportunities provided by the demolition of the Orange Line and the redevelopment of key public and underutilized private parcels to establish a new vision for the Square; to promote development which is consistent with the area's present architectural character, with new buildings not exceeding three to four stories in height; to improve streetscape character with new sidewalks, trees, street furniture, and lighting; to promote traffic improvements which facilitate pedestrian movement; to promote new businesses which complement the existing stores; to improve the appearance of the commercial district through design guidelines for facade treatment and signage control; to increase off-street parking; to maintain the existing mixed residential and commercial character of Washington Street; to establish Columbus Avenue as a boulevard connecting Egleston Square and Franklin Park by encouraging improvements, including tree planting; to consider designating Siquourney Street and Walnut Avenue along the edge of Franklin Park and Amory Street along the Southwest Corridor Park as Greenbelt Protection Overlay Districts; to improve access to public transportation; and to preserve the architectural character of the Green Street historic district as defined by the Boston Landmarks Commission.
2. Forest Hills. Additional land use objectives for Forest Hills are to assess parking needs of the Forest Hills MBTA station, the Arnold Arboretum, and the courthouse; to improve the appearance of the neighborhood commercial district through design and signage controls; to encourage an appropriate mix of uses in the commercial district; to discourage manufacturing and institutional expansion that is detrimental to residential areas; to create buffers between manufacturing and residential uses; to consider designating Morton Street and Forest Hills Street along the edge of Franklin Park as Greenbelt Protection Overlay Districts; to consider the designation of the vacant South Street parcel, known as the Mesa, adjacent to the Arnold Arboretum as open space; to consider the designation of the vacant parcels on Morton Street, formerly known as the Morton Estate, as open space; and

to reinforce the significance of Washington Street and Hyde Park Avenue as boulevards and as gateways into Jamaica Plain.

3. **Hyde Square.** Additional land use objectives for Hyde Square are to protect existing residential areas from any adverse effects of institutional expansion or abandonment; to preserve the architectural character of the Hyde Square historic district as defined by the Boston Landmarks Commission; to minimize traffic congestion and create additional parking in both the commercial and residential areas; to promote the establishment of public open space; to consider designating Lamartine Street along the edge of Southwest Corridor Park as a Greenbelt Protection Overlay District; to create buffers between commercial and residential districts; to improve the appearance of the Hyde Square commercial district along Centre Street; to encourage an appropriate mix of uses in the commercial district; and to encourage the elimination of billboards and control signage in the commercial district.
4. **Jamaica Central.** Additional land use objectives for Jamaica Central are to preserve the architectural character of the Glenvale Park historic district as defined by the Boston Landmarks Commission; to consider designating Lamartine Street along the edge of the Southwest Corridor Park as a Greenbelt Protection Overlay District; to create buffers and improve the edges of the Centre Street commercial district where it abuts residential neighborhoods; to improve the appearance of the Centre Street commercial district; and to encourage the elimination of billboards and control signage in the Centre Street commercial district.
5. **Jamaica Hills.** Additional land use objectives for Jamaica Hills are to protect existing residential areas from any adverse effects of institutional expansion or abandonment; to protect the views and vistas surrounding the Arnold Arboretum and Jamaica Pond; to maintain the open space of the Brandegee Estate and the Allandale Farm; and to consider designating Allandale Road and South Street in the Arnold Arboretum as Greenbelt Protection Overlay Districts.
6. **Jamaica Pond.** Additional land use objectives for Jamaica Pond are to protect the views and vistas surrounding Jamaica Pond and to consider designating Perkins Street and Prince Street as Greenbelt Protection Overlay Districts; to preserve the architectural character of the Monument Square historic district as defined by the Boston Landmarks Commission; to prevent inappropriate encroachment of commercial uses into the residential areas; to create an active pedestrian and street life in the Centre Street commercial district; to improve the appearance of the Centre Street commercial district; to encourage the elimination of billboards and control signage in the Centre Street commercial district; to seek ways to minimize severe traffic congestion on Centre Street; to encourage additional parking in the Centre Street commercial district; to study housing alternatives such as accessory apartments in large single-family homes; and to discourage institutional expansion that is detrimental to adjacent residential areas.
7. **Jamaica South.** Additional land use objectives for Jamaica South are to preserve the views and vistas of the Arnold Arboretum along the Arborway; to consider designating Call Street along the edge of the Southwest Corridor

Park as a Greenbelt Protection Overlay District; to improve the appearance of the South Street commercial district; to create buffers and improve the edges of the South Street commercial district where it abuts residential neighborhoods; to minimize traffic congestion and study additional parking alternatives for the South Street commercial district; and to encourage the elimination of billboards and control signs in the commercial district.

8. **Stonybrook.** Additional land use objectives for Stonybrook are to protect residential areas from commercial and institutional expansion; to encourage compatibility between the existing manufacturing district and residential areas through appropriate buffering; to review the appropriateness of the existing manufacturing district where it does not reflect current use; to promote a more appropriate mix of residential and commercial uses along Washington Street and to encourage its active pedestrian and street life; to discourage inappropriate and over-represented retail uses such as bars, gasoline stations, poorly screened parking lots, fast food stores, and automobile repair service uses; to maintain existing open space; to preserve the stables on Williams Street as recreational open space; to preserve the architectural character of the existing neighborhood by limiting the height to two or three stories; and to consider designating Forest Hills Street along the edge of Franklin Park as a Greenbelt Protection Overlay District.
9. **Sumner Hill.** Additional land use objectives for Sumner Hill are to preserve the architectural character of the Sumner Hill historic district as defined by the Boston Landmarks Commission; to improve the edges between the commercial and residential districts by creating buffers and appropriate transitional uses; to study new housing alternatives such as allowing accessory apartments in large single family homes; to maintain the existing patterns of trees, vegetation, and character of private green space and open space; to encourage the elimination of billboards and inappropriate signage; to improve the appearance of the Centre Street commercial district; to create a village atmosphere which encourages an active pedestrian and street life in the Centre Street commercial district; to minimize severe traffic congestion on Centre Street; and to improve parking in the commercial district.
10. **Woodbourne.** Additional land use objectives for Woodbourne are to maintain the existing residential character and to maintain the present density of residential neighborhoods; to establish new public open space including play areas for children; to discourage isolated pockets of commercial activity; to consider designating Morton Street along the edge of Franklin Park as a Greenbelt Protection Overlay District; and to plan for orderly development and the appropriate mix of uses along Hyde Park Avenue.

SECTION 27J-8. Special Study Areas. Three areas are established as Special Study Areas because of the special vulnerability of each to development which has the potential to alter significantly and negatively the character and the pattern of land uses in the surrounding areas. In contrast to other areas within the Jamaica Plain IPOD Study Area, the essential character of these areas is not firmly established, and either the pattern of land uses already is in a state of flux or there is a significant potential for inappropriate changes to occur. In these areas, individual comprehensive planning studies are needed to identify

appropriate land uses before any new zoning regulations can be implemented. Any new development in these areas shall be subjected to careful scrutiny.

The following Special Study Areas are hereby established, and are indicated on Appendix B.

1. **Egleston Square**. This Special Study Area is where the Jamaica Plain and Roxbury communities meet and is at the intersection of two of the City's major boulevards, Columbus Avenue and Washington Street. Since the boundary between the Roxbury and Jamaica Plain IPODs bisects Egleston Square, projects or planning proposals arising in Egleston Square shall be reviewed jointly by the Egleston Square Neighborhood Task Force, the Roxbury Neighborhood Council and the Jamaica Plain Neighborhood Council. The boundaries of the Study Area will be developed during the study period with the Egleston Square Neighborhood Task Force, and the Roxbury and Jamaica Plain Neighborhood Councils. The demolition of the old MBTA elevated Orange Line and the redevelopment of key publicly owned parcels provide significant opportunities to create a new vision for the Square.
2. **Southwest Corridor**. This Special Study Area extends from Jackson Square to Forest Hills and includes Jamaica Plain's manufacturing district. The MBTA's new Orange Line, with four stations, stretches the entire length of this Study Area. There are three subareas that are in transition in the Southwest Corridor Special Study area: the fourteen acre site at Jackson Square being studied for light manufacturing by EDIC and the Jackson Square Development Committee, the transitional Brookside/Union Avenue/Stoneybrook area, where housing is proposed in an existing manufacturing district and where present uses often differ from existing zoning, and the eighteen acre MBTA yard at Forest Hills. Comprehensive planning to be conducted during the interim planning period for this area will consider the future appropriate mix of uses, buffering between conflicting land uses, the appropriateness of a new light manufacturing district for this area and the impact of this district on the surrounding neighborhoods.
3. **Washington Street**. Washington Street is the subject of an extensive planning and design initiative being undertaken by the Massachusetts Bay Transportation Authority (MBTA), the City of Boston Transportation Department (BTD), and the Boston Redevelopment Authority (BRA). The MBTA's primary interest is to design and reconstruct the street, once the elevated is dismantled, in a manner consistent with the Washington Street Corridor replacement transit options; the BTD's primary interest is to design and reconstruct Washington Street in a manner consistent with city standards and to facilitate the safe and orderly flow of traffic. The BRA will work with the Jamaica Plain Zoning Committee and Neighborhood Council to develop new zoning controls that reflect the aspirations of the communities through which Washington Street passes.

SECTION 27J-9. Boulevard Planning Districts. Major arterials and cross streets that serve as primary access to all of the community and that contain uses that provide services to the community are designated as Boulevard Planning Districts (BPDs). Planning in these districts is necessary to protect their visual coherence

and importance to the economy and the transportation system of the community. Analyses required to formulate new zoning regulations for the BPDs shall be accomplished through special studies conducted by the Boston Redevelopment Authority with assistance from the Jamaica Plain Neighborhood Council, and the Jamaica Plain Zoning Committee. The purposes of the revised zoning will be to: (a) protect and promote the BPDs as gateways to the community where appropriate, and as mixed-use commercial centers; (b) encourage a mix of uses that promotes and sustains economic viability and residential stability by providing employment opportunities, services for residents and visitors, and affordable and market-rate housing; (c) preserve open space and historic structures; (d) address transportation and parking problems and identify appropriate sites for neighborhood public parking within commercial areas; (e) establish design guidelines and signage controls to enhance the aesthetic character and economic viability of the BPDs; and (f) encourage development of bicycle and pedestrian paths and amenities. Any Proposed Project on a lot adjacent to a BPD will be reviewed according to the land use objectives of the subdistrict within which the project is located and according to the objectives for the BPD that are formulated during the interim planning period. The following arterials and streets, or portions thereof, within the Jamaica Plain IPOD Study Area, as shown on Appendix C, are hereby designated as BPDs:

- a. Amory Street
- b. Centre Street
- c. Green Street
- d. Hyde Park Avenue
- e. Jamaicaway/Arborway
- f. Lamartine Street
- g. South Huntington Avenue
- h. South Street
- i. Washington Street

SECTION 27J-10. Neighborhood Business Districts. In Jamaica Plain, most retail commercial uses occur along the two primary arteries, Centre Street and Washington Street. Along these streets, there are five principal nodes of the most concentrated retail uses containing neighborhood service stores, local businesses, and small commercial uses which serve the local residents. These nodes are the historic commercial centers of Jamaica Plain and have the most potential to become more pedestrian-oriented. Planning for these nodes, or Neighborhood Business Districts (NBDs), is necessary: to define the proper boundaries of these areas; to protect the integrity and viability of these areas; to prevent the decline of neighborhood services and its associated job loss; to address the problems of insufficient parking, difficult pedestrian and vehicular circulation, inappropriate signage, and insufficient pedestrian amenities; and to improve the streetscape appearance.

The Jamaica Plain IPOD Study Area includes the following Neighborhood Business Districts to be examined in conjunction with the Boulevard Planning District studies:

- a. Hyde Square
- b. Centre Street/Monument
- c. South Street
- d. Forest Hills
- e. Egleston Square

SECTION 27J-11. Interim Height Standards. Proposed Projects within the Jamaica Plain IPOD Study Area are governed by the interim height standards set forth in Table 1 of this section.

Table 1

Jamaica Plain Interim Planning Overlay District
Interim Height Standards

<u>Existing Underlying Zoning Designation</u>	<u>Underlying Zoning Height Controls</u>		<u>Interim Height Standards</u>	
	<u>Stories</u>	<u>Feet</u>	<u>Stories</u>	<u>Feet</u>
S-.3	2-1/2	35	2-1/2	35
S-.5	2-1/2	35	2-1/2	35
R-.5	2-1/2*	35	2-1/2*	35
R-.8	3	35	3	35
H-1	none	none	3	35
H-2	none	none	4	40
L-.5	2-1/2	35	2-1/2	35
L-1	3	35	3	35
B-1	3	40	3	40
B-2	none	none	3	40
M-1	2-1/2	35	2-1/2	35
M-2	none	none	2-1/2	35
M-4	none	none	2-1/2	35
I-2	none	none	2-1/2	35

*or 2, for any dwelling other than 1- or 2-family detached.

SECTION 27J-12. Interim Parking Controls. Within the Jamaica Plain IPOD Study Area, the following interim parking controls apply to any Proposed Project that includes a use included in Table A of Section 8-7 under Use Item Nos. 1, 1A, 2, 3, 4, 5, 6, 7, 7A, 7B, 8, 8A, 9, 10, 11, 12, 13, 13A, 14, or 15:

1. For any dwelling unit(s) created after the effective date of this article, the following off-street parking formula applies unless otherwise provided by this section:

<u>Gross Floor Area of Dwelling Unit</u>	<u>Off-Street Parking Spaces Required for Each Unit</u>
less than 800 sq.ft.	1.50
800-1,200 sq.ft.	1.75
over 1,200 sq.ft.	2.00

2. Off-street parking facilities shall be provided at a ratio of 1.0 off-street parking space for each dwelling unit that is developed under an approved city, state, or federal program for Affordable housing and rented or sold to a Low- or Moderate-Income Household.
3. Proposed Projects for elderly persons of low income shall provide 0.2 off-street parking space per dwelling unit if such housing project is constructed under Chapter 121B of the General Laws of Massachusetts or the United States Housing Act of 1937, as amended.

SECTION 27J-13. Institutional Master Plan. A Proposed Project which includes an "Institutional Use" within the Jamaica Plain IPOD Study Area shall be granted an Interim Planning Permit only if such Proposed Project is in conformity with an Institutional Master Plan approved pursuant to this section. For the purposes of this section, an Institutional Use is defined as any use included in Use Item Nos. 11, 12, 13, 13A, 14, 16A, 18, 20, 20A, 22, 23, 24, and 25, Section 8-7, Table A.

1. An Institutional Master Plan shall project at least five years into the future and at a minimum shall contain the following: a statement of the Applicant's present and future needs for academic, service, research, housing, patient care, and parking facilities, and a description of the uses, scale, and character of proposed or potential development.
2. An Institutional Master Plan shall include a Parking Management and Mitigation Plan which shall be updated annually.
3. Specific elements to be included in an Institutional Master Plan shall be determined through a scoping process by the Boston Redevelopment Authority and the community which identifies the issues related to a Proposed Project.
4. Within five (5) days after submission of the Applicant's Institutional Master Plan ("IMP") to the Boston Redevelopment Authority, the Boston Redevelopment Authority shall: (a) transmit a copy of the IMP to the Jamaica Plain Neighborhood Council; (b) publish notice of such submission in

one or more newspapers of general circulation in the city, such notice to state the name of the Applicant and the street address of the Proposed Project (or other information sufficient to identify its location); and (c) make copies of the IMP available for review by the public. Within thirty (30) days of such notice, public comments, including the comments of public agencies, shall be transmitted in writing to the Boston Redevelopment Authority. The Jamaica Plain Neighborhood Council shall hold a public meeting to allow public review and comment on the IMP within thirty (30) days of the first publication of notice of submission to the Jamaica Plain Neighborhood Council. Within forty-five (45) days of publication of such notice, the Jamaica Plain Neighborhood Council shall recommend that the Boston Redevelopment Authority approve the IMP, conditionally approve the IMP, or disapprove the IMP. If the Jamaica Plain Neighborhood Council has not held a public meeting within thirty (30) days of publication of such notice or made its recommendation within forty-five (45) days of publication of such notice, the Boston Redevelopment Authority may render its decision without such meeting having been held or such recommendation having been made.

Based on public comments, the Jamaica Plain Neighborhood Council's recommendation, and the Boston Redevelopment Authority's review of the Applicant's IMP, the Boston Redevelopment Authority after public hearing either shall approve the IMP, conditionally approve the IMP, or disapprove the IMP. The Boston Redevelopment Authority shall not approve the Applicant's IMP unless the Boston Redevelopment Authority finds: (a) that the IMP conforms to the general plan for the City as a whole; and (b) that, on balance, nothing in the IMP will be injurious to the neighborhood or otherwise detrimental to the public welfare. The Board of Appeal shall not grant an Interim Planning Permit and the Building Commissioner shall not grant a building, use or occupancy permit for a Proposed Project which includes an Institutional Use unless the Director of the Boston Redevelopment Authority has issued a certification that such Proposed Project is in conformity with an IMP approved pursuant to this Section.

SECTION 27J-14. Transportation Master Plan. A Transportation Master Plan for the Jamaica Plain IPOD Study Area shall be developed by the Boston Redevelopment Authority, working in conjunction with the Boston Transportation Department, the Jamaica Plain Neighborhood Council, and the Jamaica Plain Zoning Committee, and shall include the following:

1. **Determination of off-street parking requirements for all Proposed Projects which include residential and/or commercial uses.**
2. **Specification of parking and access controls to be implemented in commercial areas.**
3. **Identification of appropriate sites for commercial parking within commercial areas.**
4. **Analysis of public transit access locations relative to siting and size of any potential or actual Proposed Project.**

5. Determination by the Boston Transportation Department of specified truck routes that avoid residential streets.

SECTION 27J-15. Transportation Access Plan. A Transportation Access Plan is required of any Applicant seeking a building permit for any Proposed Project exceeding 50,000 square feet, any Proposed Project that includes retail use listed in Use Item Nos. 34, 34A, 35, or 36, Section 8-7, Table A, in excess of 25,000 square feet, or any Proposed Project that includes a Residential Use and comprises twenty-four (24) or more dwelling units. The Plan shall consist of impact assessment, mitigation, and monitoring components as follows:

1. The impact assessment component shall identify and evaluate the impact of the Proposed Project on the city's transportation network.
2. The mitigation component shall propose measures to minimize the transportation-related impact of the Proposed Project.
3. The monitoring component shall describe provisions for periodic re-evaluation of the effectiveness of proposed mitigation measures.

SECTION 27J-16. Light Manufacturing Zoning District. During the interim planning period, application of the Light Manufacturing (LM) district within the Jamaica Plain IPOD Study Area shall be considered by the Boston Redevelopment Authority, the Economic Development and Industrial Corporation of Boston, the Jamaica Plain Neighborhood Council, and the Jamaica Plain Zoning Committee. The district, if designated by the Zoning Commission, would provide for a limited number of allowed light manufacturing uses compatible with adjacent residential areas, which uses will provide job opportunities for the community. Portions of existing Restricted Manufacturing (M-1 and M-2) districts and General Industrial (I-2) districts, as well as other areas, may be mapped as Light Manufacturing districts where it is desirable to retain such uses.

SECTION 27J-17. Open Space Plan. During the interim planning period, an Open Space Plan shall be developed by the Boston Redevelopment Authority, in conjunction with the Jamaica Plain Neighborhood Council and the Jamaica Plain Zoning Committee, to accompany revised zoning and to guide future development. The Open Space Plan will emphasize historic, geographic, and functional links to historic Jamaica Plain, to activity nodes within Jamaica Plain, and to the existing open space and park system. The Open Space Plan also shall identify appropriate locations and opportunities for new open space sites in Jamaica Plain.

SECTION 27J-18. Design Guidelines. During the interim planning period, design guidelines shall be developed by the Jamaica Plain Neighborhood Council, the Jamaica Plain Zoning Committee and the Boston Redevelopment Authority. The purpose of these guidelines will be to promote residential and commercial neighborhood design for future development that will enhance the urban design of the community and reinforce the positive scale, character, massing, and architectural elements that exist in the Jamaica Plain IPOD Study Area. Design guidelines shall, at a minimum, address building design, open space and landscaping, security, historic structures and signage, and within the Boulevard Planning Districts, any additional elements specific to those areas.

SECTION 27J-19. Standards for Issuance of Interim Planning Permit. The Board of Appeal shall grant an Interim Planning Permit for a Proposed Project only if it finds that: (a) the benefits to the community outweigh the burdens imposed; and (b) the Proposed Project is in substantial accord with the following:

1. The land use objectives of Section 27J-7;
2. The planning studies conducted pursuant to Sections 27J-8, 27J-9, and 27J-10;
3. The interim height standards set forth in Section 27J-11;
4. The interim parking controls set forth in Section 27J-12;
5. The institutional master plan requirements set forth in Section 27J-13;
6. The transportation access plan requirements set forth in Section 27J-15; and
7. Any other provision of this article.

In issuing an Interim Planning Permit, the Board of Appeal shall provide in its written decision specific reasons why the Proposed Project is in substantial accord with the above standards.

SECTION 27J-20. Enforcement. The Building Commissioner shall not issue a building, demolition, or use permit for any Proposed Project subject to the provisions of this article, other than those exempt pursuant to Section 27J-5, unless the Board of Appeal has approved an Interim Planning Permit for the Proposed Project in accordance with Section 27J-19 and Section 27-3.

SECTION 27J-21. Sunset Provision: Subsequent Amendments. This article shall be in effect for twenty-four (24) months from the effective date of this amendment, unless otherwise extended pursuant to Section 27-2. While in effect, this article or portions of this article may be repealed or superseded by subsequent amendments to this article or by amendments to the Underlying Zoning as to which notice of a public hearing before the Zoning Commission is published after the effective date of this article. Upon expiration of the period for which this article is in effect, Underlying Zoning, as amended, alone shall constitute the zoning regulations for the area governed by this article.

SECTION 27J-22. Timetable for Rezoning. Submission of proposed zoning changes by the Boston Redevelopment Authority to the Zoning Commission shall be completed within twenty-two (22) months from the enactment of the Jamaica Plain IPOD, and notice of the Zoning Commission hearing on any petition to adopt proposed zoning changes shall be published within twenty-four (24) months of the enactment of the Jamaica Plain IPOD; provided, failure of the Boston Redevelopment Authority to submit proposed zoning changes to the Zoning Commission within twenty-two (22) months shall not invalidate any provision of the Jamaica Plain IPOD or Underlying Zoning.

SECTION 27J-23. Regulations. The Boston Redevelopment Authority may promulgate regulations to administer this article.

SECTION 27J-24. Severability. The provisions of this article are severable, and if any such provision or provisions shall be held invalid by any decision of any court of competent jurisdiction, such decision shall not impair or otherwise affect any other provision of this article.

Richard B. Fowler
 Chairman

Robert L. Man
 Vice Chairman

John M. [unclear]

Edmund D. [unclear]

Robert [unclear]

Martha Bernard Welsh

Ava Maria Perry

[unclear]

[unclear]

[unclear]

In Zoning Commission

Adopted March 29, 1989

Attest: Marguerite Heldebrand
Secretary

Raymond W. Flynn
Mayor, City of Boston

Date: April 24, 1989

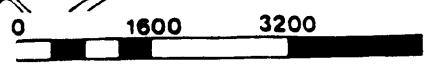
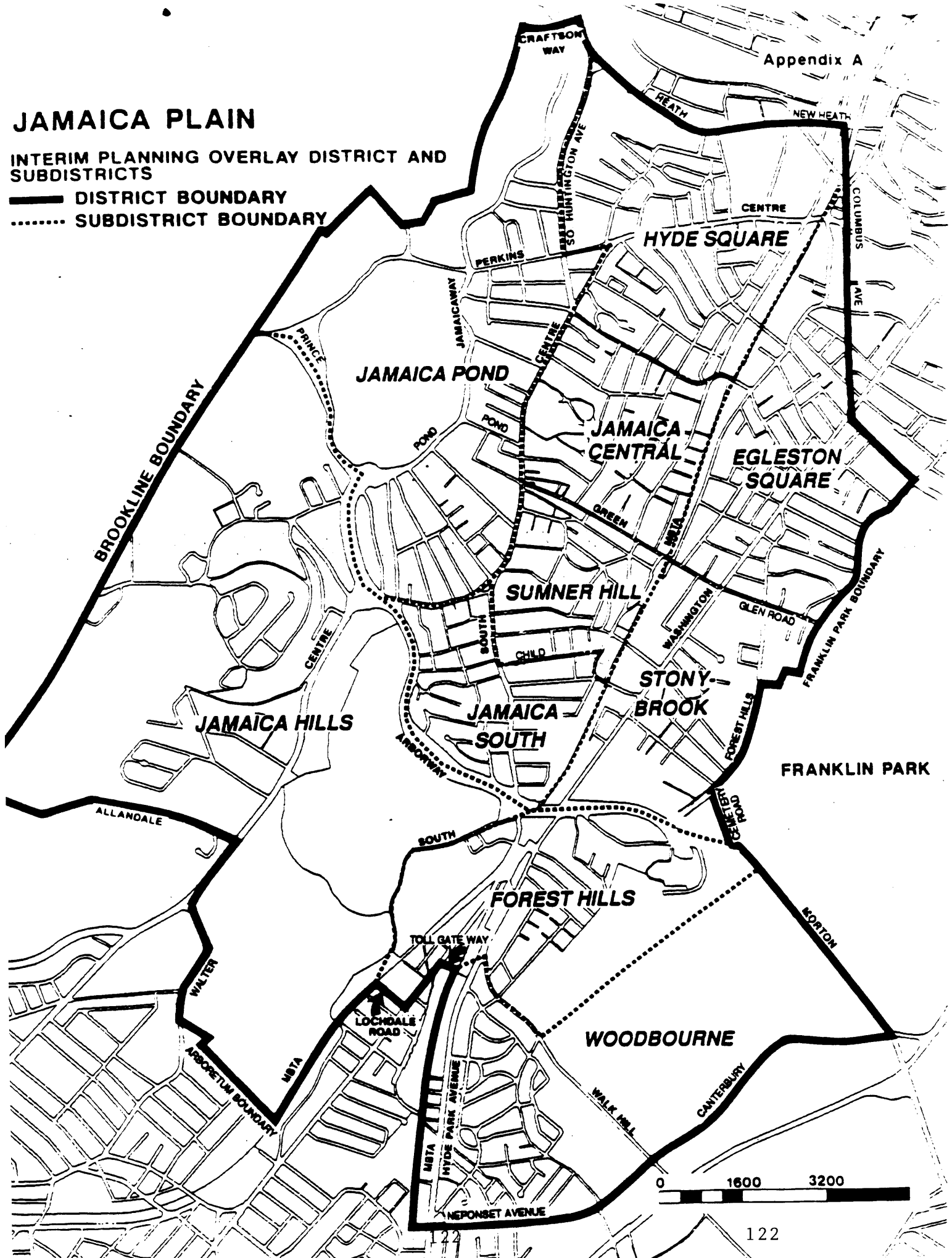
The foregoing amendment was presented to the Mayor on April 12, 1989, and was signed by him on April 24, 1989, whereupon it became effective on April 24, 1989, in accordance with the provisions of Section 3 of Chapter 665 of the Acts of 1956.

Attest: Marguerite Heldebrand
Secretary

JAMAICA PLAIN

INTERIM PLANNING OVERLAY DISTRICT AND SUBDISTRICTS

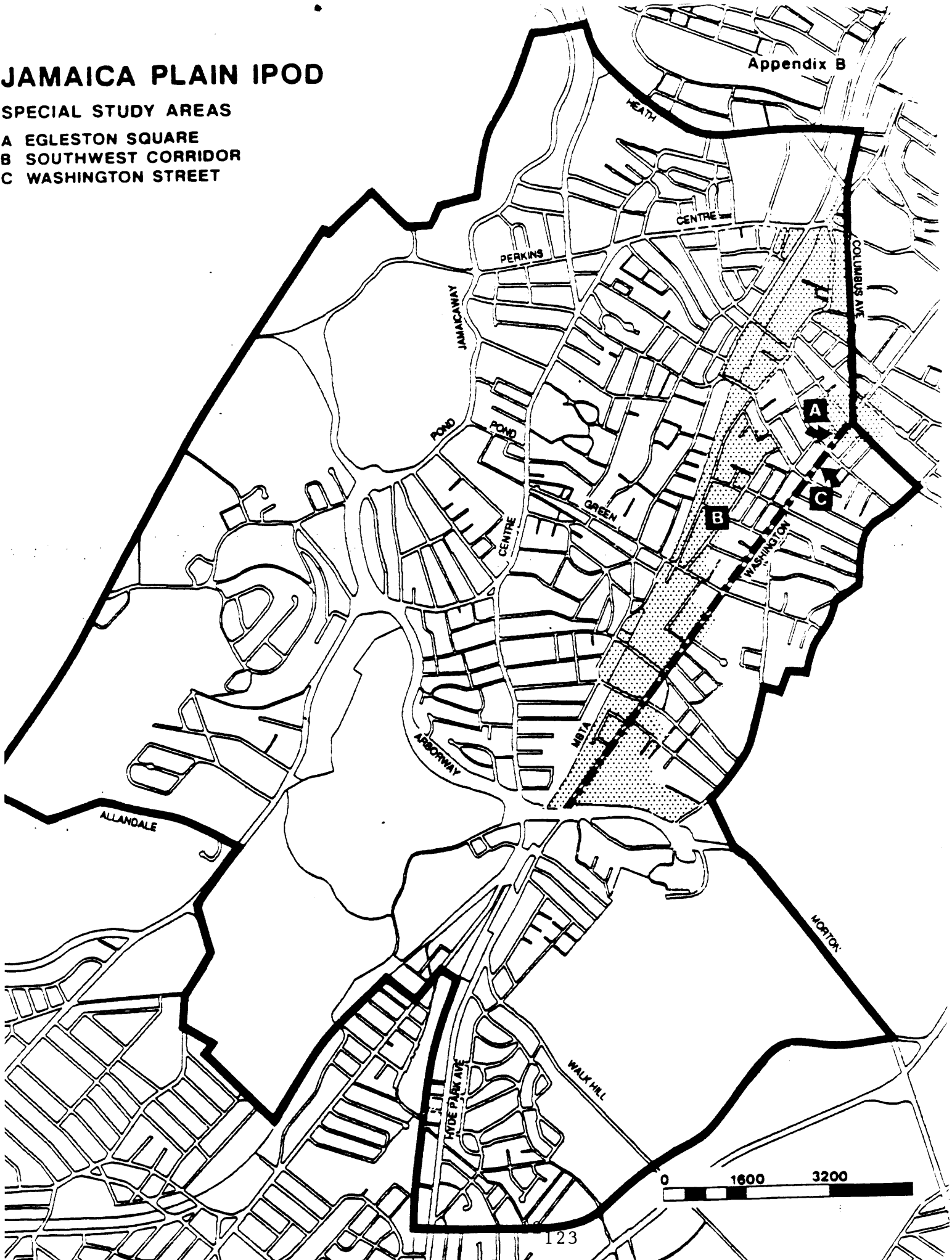
 DISTRICT BOUNDARY
 SUBDISTRICT BOUNDARY



JAMAICA PLAIN IPOD

SPECIAL STUDY AREAS

- A EGGLESTON SQUARE
- B SOUTHWEST CORRIDOR
- C WASHINGTON STREET

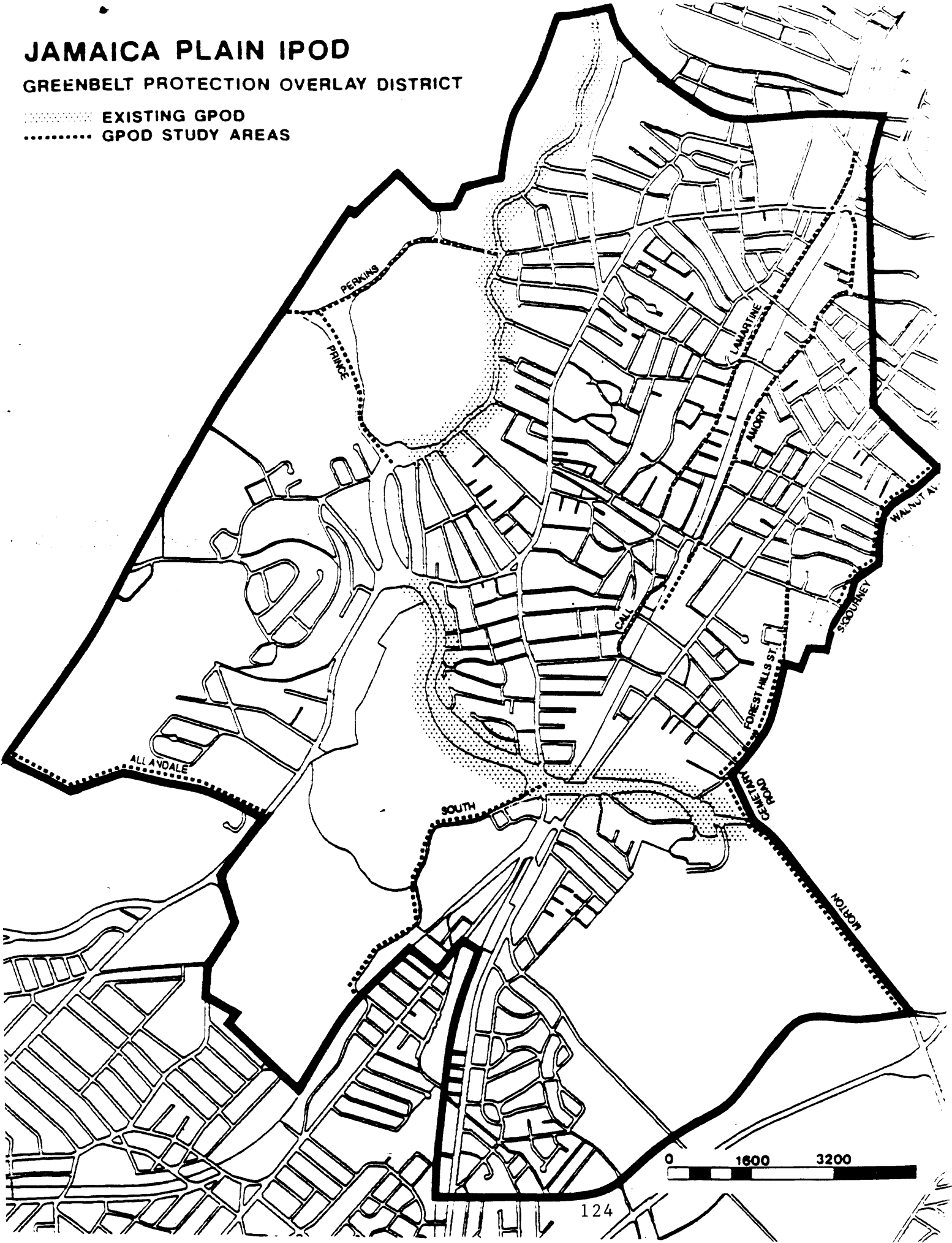


Appendix B

JAMAICA PLAIN IPOD

GREENBELT PROTECTION OVERLAY DISTRICT

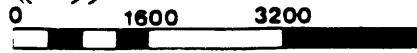
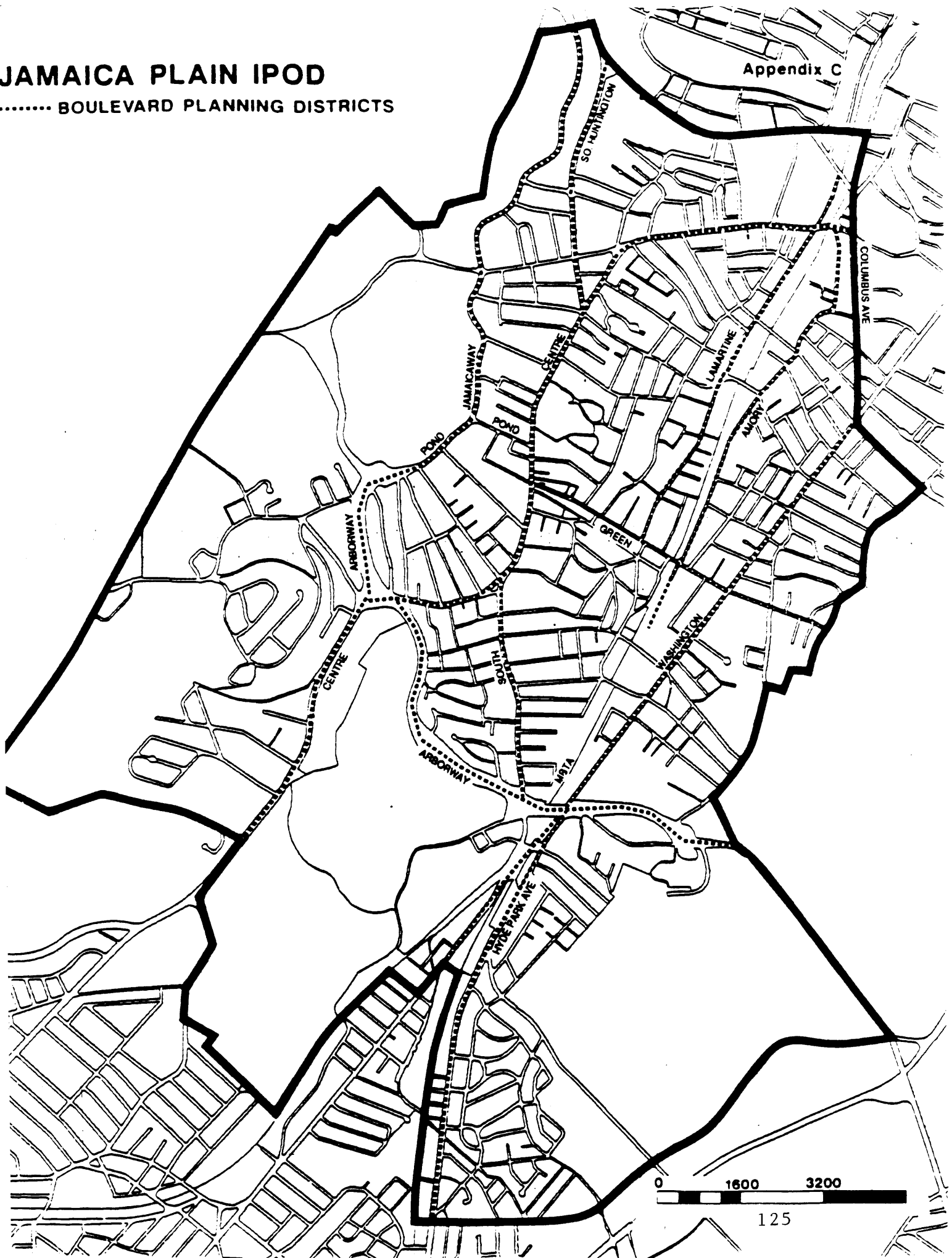
- EXISTING GPOD
- GPOD STUDY AREAS



JAMAICA PLAIN IPOD

..... BOULEVARD PLANNING DISTRICTS

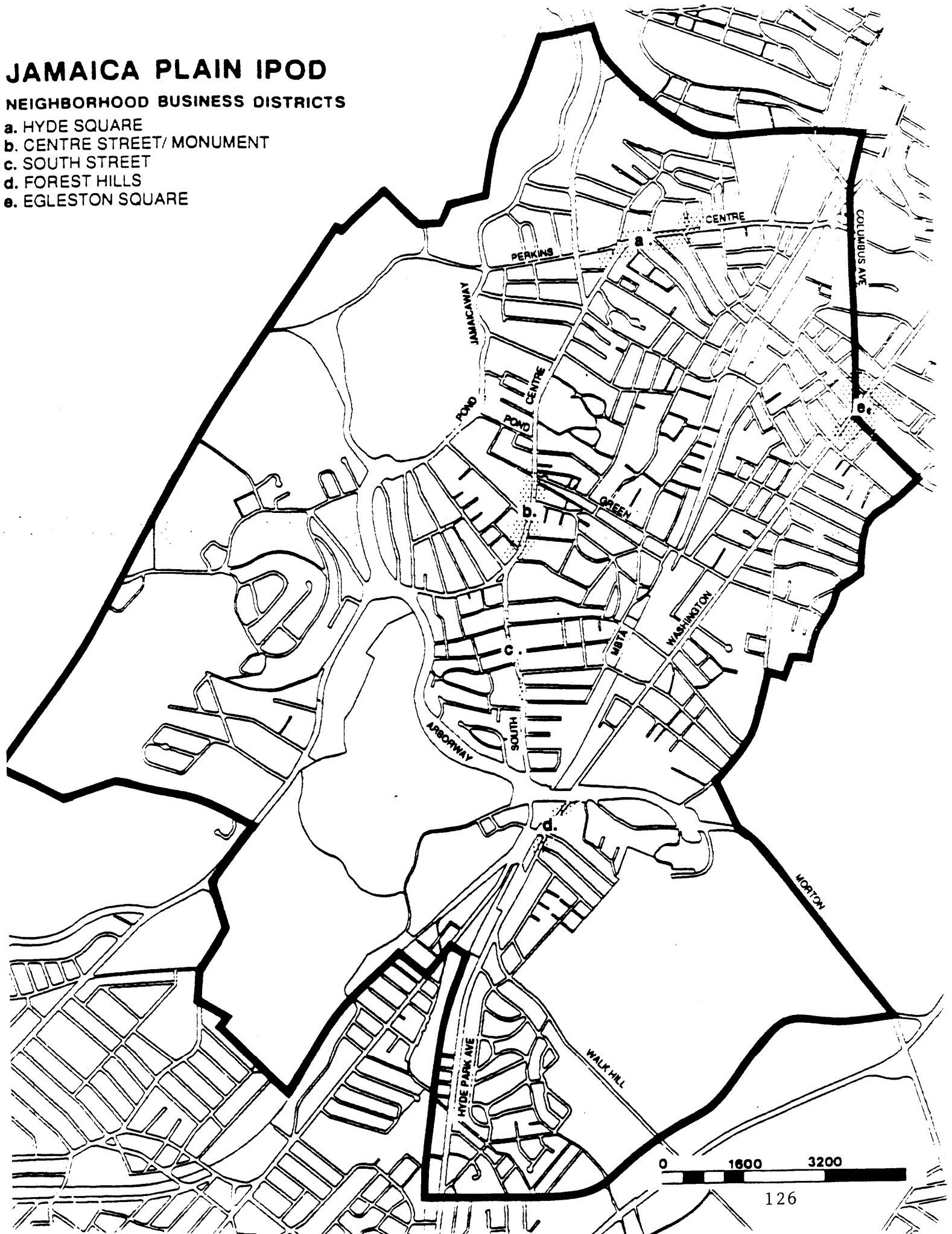
Appendix C



JAMAICA PLAIN IPOD

NEIGHBORHOOD BUSINESS DISTRICTS

- a. HYDE SQUARE
- b. CENTRE STREET/ MONUMENT
- c. SOUTH STREET
- d. FOREST HILLS
- e. EGLESTON SQUARE



APPENDIX II

M-1, M-2, M-4 RESTRICTED MANUFACTURING DISTRICT

PERMITTED USES:

- Day care center, nursery school (17)
- Library or museum (20)
- Place of worship (21)
- Extension of existing cemetery (26b)
- * Mortuary chapel in cemetery (26c)
- * Crematory in cemetery (26d)
- Columbarium in cemetery (26e)
- Public service substation, telephone exchange (31)
- Telephone exchange other than automatic (32)
- Fire or police station (33)
- Retail store (34)
- Department or furniture store (35)
- Indoor sales of autos and trucks (36)
- Take-out or fast food (36A)
- Restaurant, cafeteria (37)
- * Amusement game in club or dormitory (37A)
- Club, theatre, place of entertainment (38)
- Professional office (39)
- Clinic (39A)
- Real estate or insurance agency (40)
- Office or bank (41)
- Wholesale or distributing house (42)
- Barber or beauty shop (43)
- Dry cleaners, tailor (44)
- Laundry or dry-cleaning plant (45)
- Caterer and similar service establishments (46)
- Funeral home (47)
- Radio or television studio (48)
- Animal hospital or pound (49)
- Drive-in bank or restaurant (50)
- Outdoor sales of trucks or autos (51)
- Drive-in theatre, stadium (52)
- * Mobile home park (53)
- Wholesale business including indoor accessory storage (54)
- * Outdoor storage of building materials, machinery (55)
- * Warehouse, storage of bulk materials (56)
- Parking lot (58)
- Parking garage (59)
- Gasoline service station, carwash (60)
- Automotive parts sales (60A)
- Bus terminal (62)
- Railway station (63)
- Manufacturing business (68)
- Accessory parking garage or spaces (72)
- * Swimming pool, tennis court (72A)
- Home office of professional (73)
- Home occupation (74)
- Storage of flammable gases incidental to lawful use (80)

- Accessory manufacture or assembly of products (81)
- * Repair garage incident to auto sales (82)
- * Any other accessory use ordinarily incident to lawful main use (85)
- Amusement games in dormitories, fraternities, or sororities or in bar or tavern (86a,b,c)

CONDITIONAL USES

- Multi-family dwelling (7)
- Group care residence, general (7A)
- Group care residence (7B)
- * Dwelling converted for more families (8)
- Temporary dwelling (9)
- Elementary or secondary school (16)
- College, university (16A)
- Trade, professional or other school (18)
- Machine shop accessory to school (19)
- * Library or museum accessory to certain institutional uses (20A)
- Hospital or nursing home with custodial services for addicts (23)
- * Research labs accessory to certain institutional uses (24)
- Penal or correctional institution (25)
- Cemetery (26a)
- Public park or playground (27)
- Private sports grounds (28)
- Adult education center (29)
- Private club (30)
- * Wrecking yard (57A)
- * Auto or truck rental or servicing (61)
- * Motor freight terminal, bus storage or service (64)
- * Water freight or passenger terminal (65)
- Helicopter landing facility (66)
- * Any use ancillary and ordinarily incident to a lawful use (71)
- * Keeping of animals (76)
- * Keeping of animals for education or laboratory purposes (77)
- Certain service uses in large residential buildings (78)
- Dwelling necessary for operation of lawful main use (83)
- * Any non-residential use lawful in I District, as accessory (84)

I-2 GENERAL INDUSTRIAL DISTRICT

PERMITTED USES:

- Day care center, nursery school (17)
- Library or museum (20)
- Place of worship (21)
- Extension of existing cemetery (26b)
- * Mortuary chapel in cemetery (26c)
- * Crematory in cemetery (26d)
- Columbarium in cemetery (26e)
- Public service substation, telephone exchange (31)
- Telephone exchange other than automatic (32)
- Fire or police station (33)
- Retail Store (34)
- Department or furniture store (35)
- Indoor sales of autos and trucks (36)
- Take-out or fast food (36A)
- Restaurant, cafeteria (37)
- Amusement game in club or dormitory (37A)
- Club, theatre, place of entertainment (38)
- Professional office (39)
- Clinic (39A)
- Real estate or insurance agency (40)
- Office or bank (41)
- Wholesale or distributing house (42)
- * Barber or beauty shop (43)
- * Dry cleaners, tailor (44)
- Laundry or dry-cleaning plant (45)
- * Caterer and similar service establishments (46)
- Funeral home (47)
- Radio or television studio (48)
- Animal hospital or pound (49)
- Drive-in bank or restaurant (50)
- Outdoor sales of trucks or autos (51)
- Drive-in theatre, stadium (52)
- * Mobile home park (53)
- Wholesale business including indoor accessory storage (54)
- * Outdoor storage of building materials, machinery (55)
- * Warehouse storage of bulk materials (56)
- * Wrecking yard (57A)
- Parking lot (58)
- Parking garage (59)
- Gasoline service station, carwash (60)
- Automotive parts sales (60A)
- * Auto or truck rental agency (61)
- Bus terminal (62)
- Railway station (63)
- * Motor freight terminal (64)
- * Water freight or passenger terminal facility (65)
- Manufacturing businesses (68)
- Any non-hazardous industrial use (69)

- * Accessory parking garage or spaces (72)
- * Swimming pool, tennis court (72A)
- Home office of professional (73)
- Home occupation (74)
- Storage of flammable gases incidental to lawful use (80)
- Accessory manufacture or assembly of products (81)
- * Repair garage incident to auto sales (82)
- * Any other accessory use ordinarily incident to lawful main use (85)
- * Amusement games in dormitories, fraternities, or sororities or in bar or tavern (86a,b,c)

CONDITIONAL USES:

- Group care, limited (7B)
- Temporary dwelling (9)
- College, university (16A)
- Trade, professional or other school (18)
- Machine shop accessory to school (19)
- * Library or museum accessory to certain institutional uses (20A)
- Hospital or nursing home with custodial services for addicts (23)
- * Research labs accessory to certain institutional uses (24)
- Penal or correctional institution (25)
- Cemetery (26a)
- Public park or playground (27)
- Private sports grounds (28)
- Adult education center (29)
- Private club (30)
- * Junk yard (57)
- Helicopter landing facility (66)
- Airport (67)
- Any objectionable or hazardous use (70)
- * Any use ancillary and ordinarily incident to a lawful use (71)
- * Keeping of animals (75,76)
- Keeping of animals for educational or laboratory purposes (77)
- Certain service uses in large residential buildings (78)
- Dwelling necessary for operation of lawful main use (83)

TEXT AMENDMENT NO. 114A*
THE COMMONWEALTH OF MASSACHUSETTS
CITY OF BOSTON
IN ZONING COMMISSION

EFFECTIVE
February 1, 1989†

The Zoning Commission of the City of Boston, acting under Chapter 665 of the Acts of 1956 as amended, after due report, notice, and hearing does hereby amend the Boston Zoning Code as follows:

1. By inserting, after Article 35, the following article:

ARTICLE 36

LIGHT MANUFACTURING DISTRICT

SECTION 36-1. Statement of Purpose. The purposes of this article are to encourage land development that promotes the public health and general welfare; to maintain a safe and healthy environment; to allow for clean, environmentally sensitive, and labor-intensive manufacturing uses; to preserve the economic viability of light manufacturing industries; to protect light manufacturing industries from displacement resulting from land speculation; and to promote light manufacturing development that is compatible with adjacent industrial, commercial, and residential land uses.

SECTION 36-2. Applicability. Within an LM district, no building or structure may be erected, reconstructed, extended, or altered, and no building, structure, or land may be used or occupied, except as provided in this article; provided that, subject to the provisions of Article 9, any building existing on the effective date of this article and not conforming to the provisions of Section 36-9 through 36-13 may be used for any lawful use and may be altered or enlarged, provided that any dimensional nonconformity is not increased and that any enlargement itself conforms to such dimensional regulations.

SECTION 36-3. Conflict Provision. This article and the remainder of this code together constitute the zoning regulations in an LM District. Where conflicts exist between a provision of this article and any other provision of this code, the provisions of this article shall govern, unless this article specifically indicates otherwise.

*See also Text Amendment No. 114B.

†Date of public notice: December 9, 1988 (see St. 1956, c. 665, s. 5).

SECTION 36-4. Allowed Uses. Within an LM District, each use listed in this section shall be allowed, provided that any such use meets the performance standards contained in Section 36-8.

1. Light manufacturing uses: the design, development, manufacture, compounding, packaging, processing, fabrication, altering, assembly, repairing, servicing, renting, testing, handling, or transfer, in accordance with performance standards provided in Section 36-8, of products including the following:
 - a. Ceramic products, including pottery and glazed tile
 - b. Construction equipment and products
 - c. Gas, diesel, and electrical machinery, equipment, or supplies
 - d. Electronic and communication products, including, but not limited to, computer equipment, sound equipment, and household appliances
 - e. Fish or other food products
 - f. Instruments for engineering, medical, dental, scientific, photographic, optical, or other similar professional use
 - g. Metal and wood products
 - h. Office equipment or machinery
 - i. Pharmaceutical products, cosmetics, or toiletries
 - j. Textile products including, but not limited to, products from the following: canvas, burlap, cotton, knit goods, rope, and twine
 - k. Photographic supplies, including processing solutions
 - l. Supplies related to printing or engraving
 - m. Any other product, the production of which meets the performance standards provided in Section 36-8, subject to the provisions of Section 36-7.
2. Scientific research and development uses: laboratories and facilities for theoretical, basic, and applied research, product development and testing, prototype fabrication, or production of experimental products prior to preclinical testing, in accordance with performance standards provided in Section 36-8.
3. Printing, engraving, or related production processes
4. Publishing or distribution of books, newspapers, or other printed material

5. Machine shop
6. Wholesale and distribution uses: facilities for display, transfer, consolidation, handling, inventory, or protection of manufactured products, components, preassembled parts, or other goods in accordance with Sections 36-8 through 36-13
7. Factory outlet for the sale of goods lawfully produced or processed in an LM district, whether or not on same lot
8. Warehousing and storage as an adjunct to operating business uses, except as specifically forbidden in Section 36-7.6
9. Office use, subject to the provisions of Section 36-14
10. Wholesale or retail rental, service, repair, or outdoor storage of construction equipment, tools, supplies, or machinery
11. Art use
12. Artists' mixed-use space
13. Any of the following uses:
 - a. Trade school, teaching facility, or learning center reasonably related to a light manufacturing or scientific research and development use
 - b. Day care center
 - c. Fire or police station, subject to St. 1956, c. 665, S. 5
 - d. Place of worship
 - e. Barber, beauty, shoe repair, laundry, dry-cleaning or tailor shop, or similar service establishment of less than one thousand (1,000) square feet of gross floor area
 - f. Eating place, without live entertainment, of less than one thousand (1,000) square feet of gross floor area
 - g. Bank of less than one thousand (1,000) square feet of gross floor area
 - h. Shop of upholsterer, carpenter, electrician, or plumber
 - i. Public park or open space
 - j. Public service pumping station, substation, telephone exchange, or similar use
14. Ancillary and accessory uses, subject to the provisions of Section 36-5.
 - a. Clinic

- b. Eating place
- c. Library or museum
- d. Garage or parking lot for occupants, employees, customers, students, or visitors
- e. Recreational or health facility
- f. Keeping of laboratory animals incidental to a lawful use
- g. Storage of flammable liquids or gases incidental to a lawful use

SECTION 36-5. Ancillary and Accessory Uses. Within an LM District, the aggregate gross floor area of accessory and ancillary uses, exclusive of off-street parking, on a lot or lots shall not exceed forty percent (40%) of the gross floor area of the main buildings on the lot or lots on which the main use is located. In addition, no such accessory use shall occupy more than twenty-five percent (25%) of the rear yard required by this code or of the unbuilt lot area, nor shall any such accessory use occupy any part of a front or side yard required by this article.

SECTION 36-6. Conditional Use. Within an LM District, each use listed in this section is required to obtain a conditional use permit in accordance with the provisions of Article 6 of this code. In addition, such use is required to meet the performance standards contained in Section 36-8:

- 1. Parking lot or garage not accessory or ancillary to an allowed use
- 2. Repair garage, gasoline service station, or car wash
- 3. Eating place, without entertainment, of one thousand (1,000) or more square feet of gross floor area
- 4. Nonaccessory library or museum
- 5. Adult education or community center
- 6. Retail or grocery store primarily serving local retail business needs; provided that stores serving the general retail business needs of a major part of the city are forbidden and that auto dealerships and department stores are forbidden
- 7. Post office
- 8. Bank of one thousand (1,000) or more square feet of gross floor area; drive-in bank
- 9. Barber, beauty, shoe repair, laundry, drycleaning or tailor shop, or similar service establishment of one thousand (1,000) or more square feet of gross floor area

10. Laundry, dry-cleaning, or rug cleaning plant
11. Radio or television studio

SECTION 36-7. Forbidden Uses. Any use not allowed by Section 36-4 or permitted conditionally by Section 36-6 is forbidden in an LM District. In addition, any use listed in Section 36-4 or 36-6 which does not meet the performance standards in Section 36-8 is forbidden. Notwithstanding any other provision of this article, the following uses are forbidden within an LM District as provided in this section.

1. Batching of concrete, including handling and/or storage of cement, lime, sand, stone, or other aggregates
2. Curing, dyeing, washing, finishing, tanning, or bulk processing of fur, leather, or other animal by-products
3. Disposal, handling, or long-term storage of radioactive, biomaterial, or biohazardous waste, except to remove from the lot waste generated by a lawful use
4. Fossil fuel or nuclear power plant
5. Incineration or reduction of garbage, offal, or dead animals
6. Long-term storage of nonaccessible, previously used items; self-storage not for an allowed use; dead storage, including but not limited to storage of archival records, scrap, or junk
7. Manufacture of asphalt or asphalt products, charcoal, fuel briquettes, or lampblack
8. Manufacture of acetylene, aniline dyes, ammonia, carbide, caustic soda, cellulose, chlorine, carbon black or bone black, cleaning or polishing preparations, creosote, disinfectants, exterminating agents, fungicides, hydrogen or oxygen, industrial alcohol, insecticides, potash, plastic materials or synthetic resins, or hydrochloric, picric, or sulphuric acids or derivatives
9. Manufacturing of chemical warfare compounds
10. Manufacture of:
 - Coal, coke, or tar products, including gas
 - Fertilizers
 - Gases in amounts exceeding two thousand (2,000) cubic feet per day
 - Gelatin, glue, or size
 - Gypsum
 - Linoleum or oil cloth
 - Matches
 - Paint, turpentine, or varnish
 - Plastic (raw)

Rubber (natural or synthetic) including, but not limited to, tires, tubes,
or similar products
Soaps or detergents, including fat rendering

11. Office as a principal use, except as provided in Sections 36-4.9 and 36-14
12. Reduction, refining, or smelting of metal or metal ores
13. Refining of petroleum or petroleum products
14. Removal of gravel, loam, sand, or stone, except for reuse on the same lot or incident to the erection of a building on such lot
15. Sewage disposal plant
16. Solvent extracting
17. Storage of gases in amounts exceeding ten thousand (10,000) cubic feet, except as provided in Section 36-4.14.

SECTION 36-8. Performance Standards for All Uses. Within an LM District, each use shall comply with the provisions of this section.

1. None of the following effects shall be allowed:
 - a. Any emission beyond the boundaries of the lot that endangers human health or causes damage to vegetation or property
 - b. Any emission of radioactivity or any biohazard that exceeds any applicable local, state, or federal regulation
 - c. Any electrical disturbance which interferes unduly with the normal operation of equipment or instruments or which is reasonably likely to cause injury to any person located outside the lot
 - d. Any surface water or groundwater contamination that exceeds any applicable state or federal regulations
2. Any noise, air pollutant, vibration, dust, odor, change in temperature, or direct or sky-reflected glare detectable by the human senses without the aid of instruments shall not be allowed to emanate more than fifty (50) feet beyond the boundaries of the lot upon which a use is located, or to emanate more than twenty (20) feet beyond the boundaries of the lot upon which a use is located if the lot abuts or is across the street from a residential district.

SECTION 36-9. Dimensional Requirements. Within an LM District, the following dimensional requirements shall apply to all buildings, structures, and uses, except as otherwise indicated in this section.

1. Minimum Lot Size: none

2. Minimum Lot Width: none
3. Maximum Floor Area Ratio: LM-1 Subdistrict, 1.0
LM-2 Subdistrict, 2.0
4. Maximum Height Limit: LM-1 Subdistrict, 35 feet
LM-2 Subdistrict, 65 feet
5. Minimum Front Yard: 15 feet, or the modal front yard depth as calculated by the method provided in Section 18-2 of this code, whichever is greater
6. Minimum Rear Yard: 20 feet
7. Minimum Side Yard: none, except that any lot with a side lot line abutting a residential (S, R, or H) district shall have a side yard setback equal to that required in such residential (S, R, or H) district
8. Maximum Percentage of Rear Yard which may be Occupied by Accessory Buildings: 25%

SECTION 36-10. Noninclusion in Gross Floor Area of Certain Light Manufacturing Uses. To encourage the light manufacturing uses included in Section 36-4.1, floor area (a) located on the ground floor of a structure and (b) occupied by such uses shall not be included in the calculation of the floor area ratio for such structure.

SECTION 36-11. Off-Street Parking. Within an LM District, except within a restricted parking district, off-street parking shall be provided as follows:

1. Any use contained in Section 36-4, subsections 1 through 7, shall provide one (1) space per one thousand (1,000) square feet of gross floor area.
2. All other uses shall provide parking as required by the provisions of Article 23. Where a use item listed in this article is not included in any use item number contained in Article 23, off-street parking facilities shall be provided in accordance with the requirements for the use item number listed in Article 23 which is most similar to such use.
3. All parking shall be screened from adjoining residential districts in accordance with the provisions of Section 36-13.

SECTION 36-12. Off-Street Loading. Within an LM District, off-street loading facilities shall be provided as required under Article 24. Where a use listed in this article is not included in any use item number contained in Article 24, off-street loading facilities shall be provided in accordance with the requirements for the use item number listed in Article 24 which is most similar to such use. All loading facilities shall be screened from adjoining residential districts and from view of public streets in accordance with the provisions of Section 36-13.

SECTION 36-13. Screening and Buffering. Within an LM District, the following screening and buffering requirements shall apply.

1. Where a nonresidential use abuts a residential district, such use shall provide and maintain along the property line(s) abutting such residential district a screen that consists of one of the following combinations of plant materials and fencing:
 - a. a strip at least five (5) feet wide, densely planted with shrubs and trees, and a heavy-duty vinyl-clad chain-link fence at least six (6) feet high, but not more than eight (8) feet height; or
 - b. a strip at least five (5) feet wide, planted with trees, and a stockade or board-type wooden fence, without plywood sheeting, constructed to be at least seventy-five percent (75%) opaque and at least six (6) feet high, but not more than eight (8) feet high.
2. Off-street parking facilities and lots, off-street loading areas, and accessory storage areas shall be screened from view from public rights-of-way other than rear alleys providing access only. Except as limited by the provision of Section 18-3 of this code concerning corner traffic visibility, such screening shall consist of trees and shrubs densely planted in a strip at least five (5) 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 fifty percent (50%) opaque and is no less than four (4) feet high and no more than six (6) feet high.
3. Shrubs required by this section shall consist of evergreen or a mixture of deciduous and evergreen, medium to heavy size, densely planted to provide a mature appearance within three (3) years. Trees required by this section shall be deciduous, evergreen, or some combination thereof. Deciduous trees shall be minimum three (3)-inch caliper at the time of planting and planted twenty to twenty-five (20-25) feet on center (o.c.). Evergreen trees shall be a minimum of twelve (12) feet high and planted twelve to fifteen (12-15) feet on center (o.c.). Approximately three (3) inches of pine-bark mulch shall be placed within the planting strip at the time of planting and replenished as necessary.
4. Landscaping required by this section shall be maintained in a healthy growing condition, free of refuse and debris. All plant materials and fencing shall be arranged and maintained so as not to obscure the vision of traffic in accordance with Section 18-3. There shall be no parking of vehicles in areas used for screening and buffering.
5. Disposal areas, dumpsters, and ground-mounted mechanical equipment shall be screened from view from public rights-of-way, other than rear alleys providing access only, with an opaque wall or fence; for disposal areas and dumpsters such wall or fence shall be six (6) feet high.
6. Roof-mounted mechanical equipment shall be painted to blend with adjacent or nearby building materials or shall be screened by wood, brick, or similar material.

SECTION 36-14. Provision of Office Space. Office use is allowed, either as a main use or as an accessory use, in an amount not to exceed forty percent (40%) of the gross floor area allowed within a lot.

SECTION 36-15. Signs. Within an LM District, all signs shall comply with the provisions of Article 11.

SECTION 36-16. Truck Routes. All truck transit to and from any lot within an LM District shall be in accordance with regulations of the City of Boston establishing designated truck routes.

SECTION 36-17. Mapping of LM Districts. The Boston Redevelopment Authority shall transmit a copy of any proposed map amendment to establish an LM District to area businesses, commercial property owners, and their associations, and to the Neighborhood Council, Planning and Zoning Advisory Committee, or both, or where no Neighborhood Council or Planning and Zoning Advisory Committee exists, another neighborhood-based committee or council designated by the Mayor (a "neighborhood group"). A copy of any such proposed map amendment shall also be sent by mail, postage prepaid, to any person who has filed a written request with the Authority. Said neighborhood group shall, within thirty days after the date of such transmittal, file with the Boston Redevelopment Authority a report with recommendations. The Boston Redevelopment Authority shall not hold a hearing nor make its report and recommendation to the commission on such map amendment until such neighborhood group's report with recommendations has been received and considered; provided that if no such report is received within said thirty days, the Boston Redevelopment Authority shall hold a hearing and make its report and recommendation. The Boston Redevelopment Authority shall not recommend the establishment of any such LM District unless it finds that the amendment (a) will protect significant public investments in the creation or retention of an area for light manufacturing uses; (b) is part of a neighborhood-based planning and rezoning process, conducted pursuant to an established Interim Planning Overlay District; or (c) will protect significant public investments in the creation or retention of specific light manufacturing uses.

SECTION 36-18. Enforcement. It shall be unlawful to use or permit the use of any land or structure, or part thereof, hereafter erected or altered, until the Commissioner of the Inspectional Services Department shall have certified on the building permit, or if no building permit is needed, shall have issued a use permit specifying, the use to which the land or the structure may be put. Any permit application for a use which would be subject to the performance standards in Section 36-8 shall include a description of the operations contained in such use, the effects of such use, and any plans or other information necessary for the Commissioner to determine compliance with the performance standards provided in this article.

SECTION 36-19. Regulations. The Boston Redevelopment Authority may promulgate regulations to administer this article.

SECTION 36-20. Severability. The provisions of this article are severable, and if any such provision or provisions shall be held invalid by any decision of any court of competent jurisdiction, such decision shall not impair or otherwise affect any other provision of this article.

Richard B. ...

Chairman

Robert L. Neau

Vice Chairman

Joseph W. Joyce

Ann Marie Perry

Barbara M. ...

Robert ...

[Signature]

In Zoning Commission

Adopted December 19, 1988

Attest:

Marguerite Heldebrand
Secretary

Raymond L. Flynn
Mayor, City of Boston

Date: 2/1/89

The foregoing amendment was presented to the Mayor on January 17, 1989, and was signed by him on February 1, 1989, whereupon it became effective on February 1, 1989, in accordance with the provisions of Section 3 of Chapter 665 of the Acts of 1956.

Attest: *Marguerite Heldebrand*
Secretary