



DRAFT RECOMMENDATIONS

Waterfront Civic/Cultural Space Planning Study

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March 19, 2024

B Mayor's Office of
Arts and Culture

IZENBERG PROJECTS

Agency
Landscape + Planning

Task 3

FINAL RECOMMENDATIONS

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01

METHODOLOGY AND BACKGROUND

OVERVIEW OF SCOPE



Final Recommendations are the culmination of the work done across three phases of the Waterfront Civic/Cultural Space Planning Study. A thorough survey of spatial and user-informed analyses paved the way for recommendations that will ultimately reshape the current FPA process.

Task 1: FPA Space Inventory of Existing and Projected Future Spaces brought a quantitative lens to identify density and gaps in FPA spaces, identifying where Chapter 91 and FPAs can be an effective tool to bridge those gaps.



Task 2: Market Analysis captured and analyzed stakeholder perspectives to identify where organizations, development teams, and city staff see the current FPA process fall short.

Task 3: Documentation of Barriers documented challenges in the current FPA process for users, across all stages of the process, paving the way for an improved FPA tenanting process.

USER RESEARCH METHODOLOGY

RESEARCH

- Previous proposal and FPA space licenses
 - Institutional knowledge through MOAC and BPDA
 - Comparable cities doing similar cultural space planning
 - City of Seattle, San Francisco Federal Reserve Bank, Genesis LA
 - Primary source interviews
-

INTERVIEWS WITH CONSORTIUM*

- 826 Boston (Egleston Square) - Youth Education Center
 - Dunamis Boston (Fort Point) - Artist Support and Collaborative
 - Embrace Boston (Downtown Boston) - Racial Equity Advocacy
 - Save the Harbor/Save the Bay (South Boston) - Environmental and Waterfront Advocacy
 - YouthBuild Boston (Roxbury) - Youth Jobs Training and Fabrication Studio
 - The American City Coalition (Roxbury) - Waterfront Access Advocacy
 - The Flavor Continues (Multiple Locations) - Street and Club Dance Studio
-

DIGITAL SURVEY

- Survey outreach through consortium members and IP network

**Also included in was an on-site discussion and tour with GrubStreet who is currently an FPA tenant*

FPA SPACE INVENTORY METHODOLOGY

EXISTING SPACES

- Existing civic/cultural Facilities of Public Accommodation (FPAs) vary widely in size and use. The JFK Library is the largest at 173,000 sq ft, whereas the Maritime Museum in the North End is approximately 1,000 sq ft. To develop an updated list of FPA space today, we analyzed Chapter 91 licenses, FPA leases, prior planning studies, city master plans and municipal harbor plans, and conducted site visits and stakeholders interviews.
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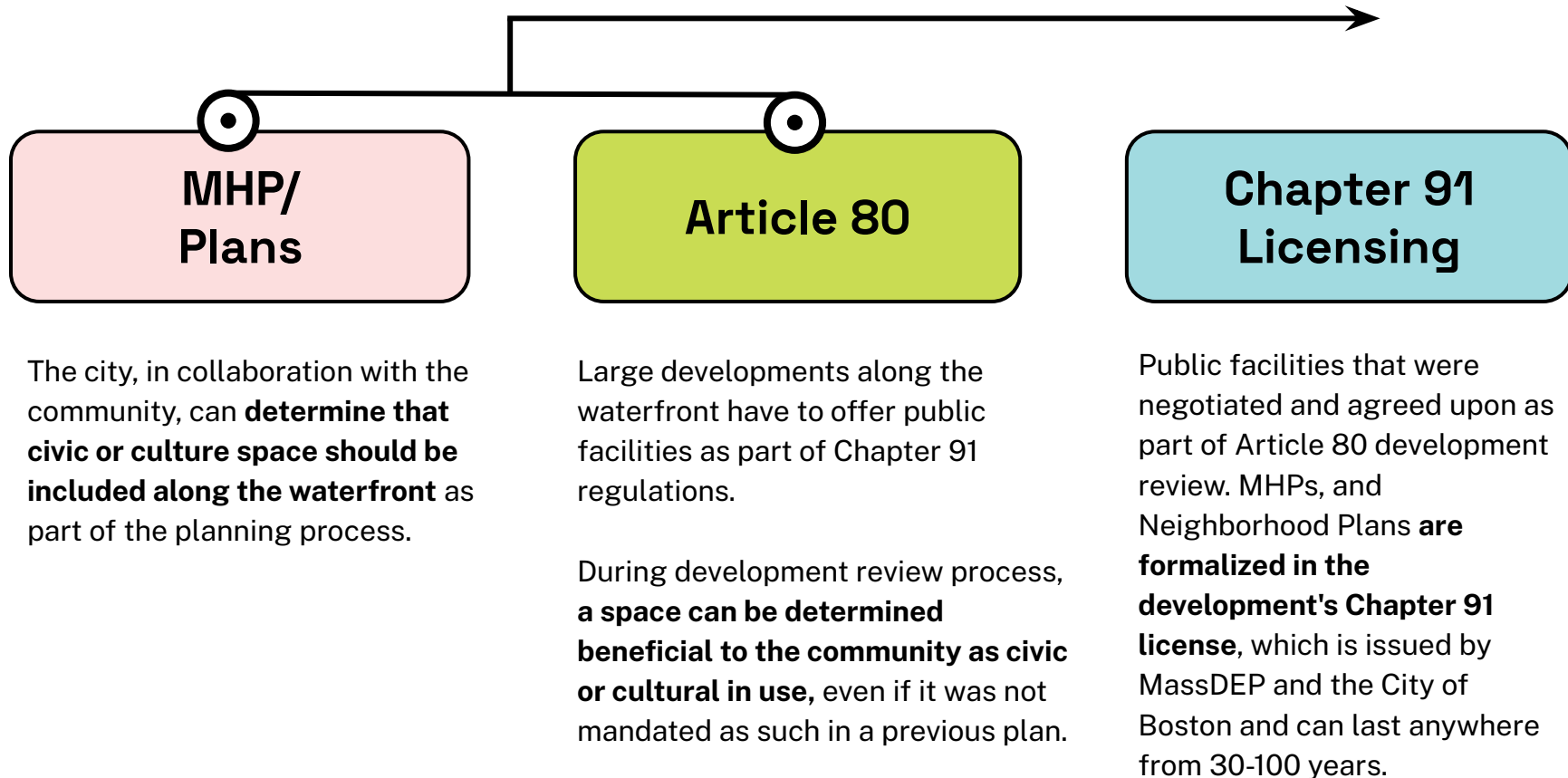
FUTURE SPACES

- There are currently three spaces in development in Seaport that are targeted to become Civic/Cultural Facilities of Public Accommodation (FPA). To develop a list of proposed spaces (ie. requirements already stipulated in Chapter 91 licenses) and potential spaces (ie. available non-civic/cultural FPA space or upcoming development in review), we analyzed municipal harbor plans, master plans, Article 80 development review documentation, and Chapter 91 licenses.

HOW A CIVIC/CULTURAL FPA SPACE EMERGES

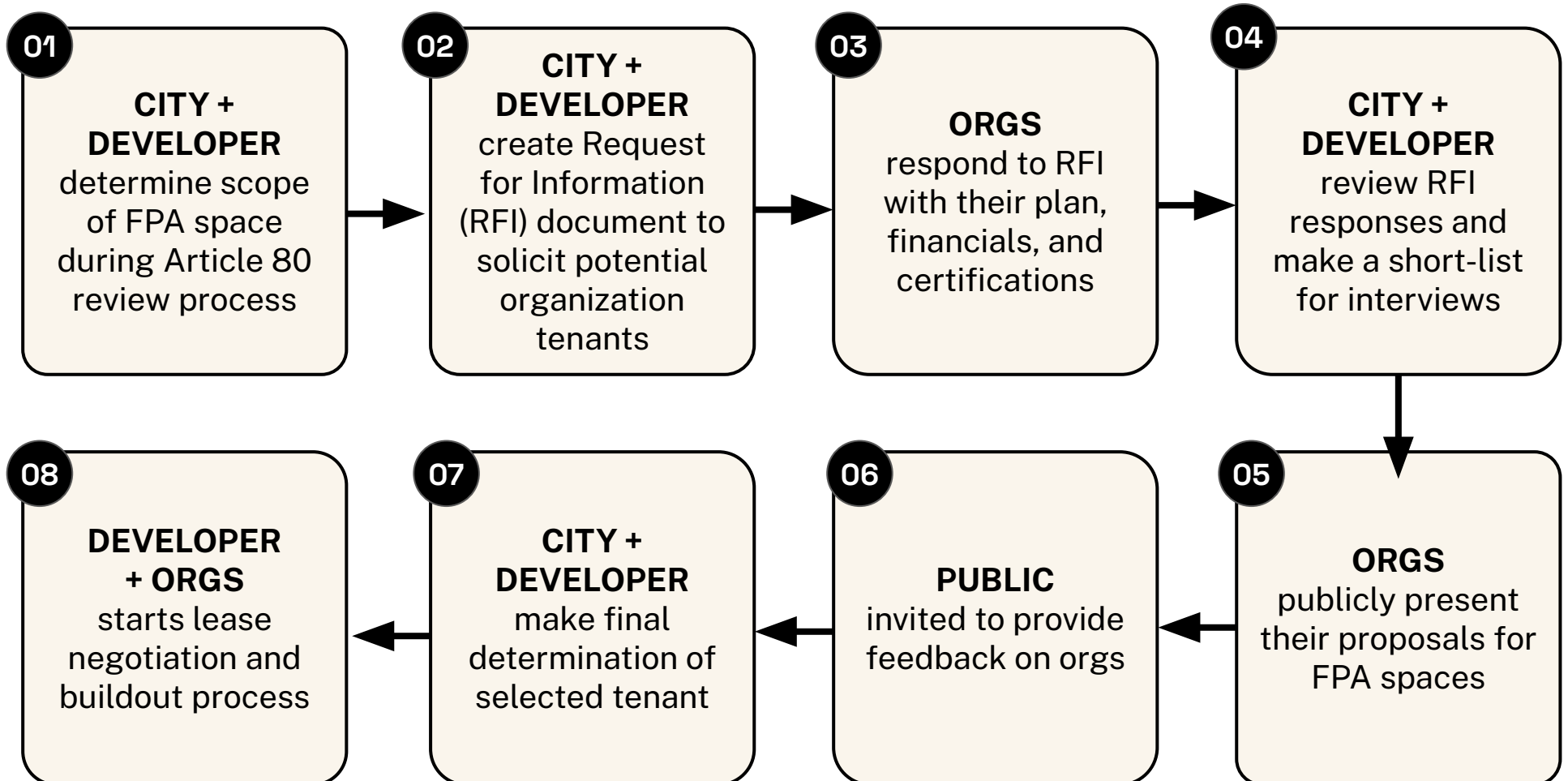
Facilities of Public Accommodation (FPAs) and Special Public Destination Facility (SPDFs):

FPAs are facilities where goods and services are regularly available to the public on equal terms. These spaces can be used as offices associated with supporting civic/cultural use or programming space for non-profit groups. They are often offered to organizations at a reduced rate of rent or free. SPDFs are FPAs that enhance the destination value of the waterfront by attracting a broad audience of people or providing innovative amenities for public use. Large museums commonly fall into this category. **In this study we are specifically looking at FPAs and SPDFs that are set aside for civic and cultural uses as they utilize a public tenanting process.**



THE CURRENT FPA TENANTING PROCESS

The first example of a public FPA tenanting process took place in 2015 when Pier 4 selected the Society of Arts and Crafts as their tenant. The process below has historically taken 10-18 months to complete. Since this process was established, there have been cases where the city saw natural fits between properties and tenants including 100 Pier 4 Blvd and 15 Necco.



WHAT WE HEARD

01

CURRENT SPACES LEASED BY ORGANIZATIONS ARE NOT MEETING PROGRAMMING NEEDS

KEY TAKEAWAY

FPA spaces can be designed with a user group and their associated programs in mind, which alleviates the financial burden of civic/cultural organizations needing to raise funding for building improvements.

- Boston lacks affordable space that can support a multitude of programming needs. Civic/cultural organizations are leasing multiple spaces to meet programming demand. This has led to operational challenges with the need to track multiple facility hours, cleaning services, invoices, and beyond.
- The ideal space for civic/cultural organizations is flexible with the ability to accomplish, what are currently, competing needs: regular programming, events, classroom, and storage.
- Civic/cultural organizations that support groups of artists and performers with the facilitation of resources and space are seeking facilities that allow for both convening and group programming, but also individual production space for the artists they are supporting.
- Civic/cultural organizations are strapped for programming funding and raising capital funds for a larger buildout on a leased space is not an option.

WHAT WE HEARD

02

COMMUNITY ACCESS DRIVES LOCATION

KEY TAKEAWAY

For civic/cultural organizations who serve neighborhoods like Roxbury, Mattapan, and Dorchester there was organizational interest in FPA spaces but hesitancy to move into the Seaport, where the greatest density of FPA spaces currently exists. This is due to a lack of transit access that connects the audiences they serve to the waterfront, lack of affordable parking, and the overall perceptions of these neighborhoods serve the wealthy. Access can be solved through free parking close or on-site, or subsidized shuttle services to the space from the neighborhood being served.

- Civic/cultural organizations emphasize the importance of physical space that is geographically proximate to the audience they serve, challenging the assumption that waterfront locations are desirable.
- Many of the civic/cultural organizations serving neighborhoods like Roxbury, Mattapan, and Dorchester are aware that moving locations to the waterfront creates access challenges for their audience.
The lack of appropriate transit and affordable parking may result in the organizations being less able to serve their audiences. Organizations already working on the waterfront and serving neighborhoods farther away are using these gaps as an educational opportunity to teach about advocacy for better transit options and food access.

WHAT WE HEARD

03

FLEXIBILITY NEEDS TO BE BUILT INTO FUTURE SPACES

KEY TAKEAWAY

Civic/cultural organizations are nuanced in their needs and there is an opportunity to design FPA spaces with this flexibility in mind from the beginning.

- Organizations are seeking spaces that fit out with a level of flexibility to serve audiences with civic/cultural programming that is constantly growing and changing. Amenities like spaces with specialized lighting for art media are previously unexplored but are now more of a focus for up-and-coming artists growing their practice.
- Organizations are also looking for space that is flexible enough to serve different purposes through the lifecycle of a civic/cultural program, allowing for centralized check-in at a desk but also soundproofing for performance through acoustic panels, currently, there is a lack of infrastructure that allows for this to happen.

EXISTING SPACES

**Non-civic/cultural FPA spaces not included*

23

Existing
civic/cultural FPA
Spaces Today

471,846

Estimated sq ft of
civic/cultural FPA Space



FUTURE SPACES

9

Potential Future
civic/cultural FPA
Spaces Total

3

Confirmed

147,700

sq ft of Potential Additional
civic/cultural FPA Space in
the next 5-10 Years



01

Spaces vary widely in size, use, and public availability.

- Five of the twenty-one FPA spaces identified as civic/cultural are major destinations (some officially categorized as SPDFs, others not). These range from an estimated 12,000 square feet (USS Constitution and Museum) to 173,000 square feet (the JFK Library).
- Non-destination FPA civic/cultural spaces vary in size and offerings from small gallery spaces to non-profit classroom and workshop space, to rentable conference rooms.
- Opening hours and public access vary across FPA spaces; some are open regular hours, while others are open dependent on programming. |

02

The majority of existing civic/cultural FPA space is exhibition focused (rather than production).

- The Mayor's Office of Arts and Culture (MOAC) categorizes cultural spaces as either production or exhibition spaces. Museums and exhibition spaces (whether rotating exhibitions or permanent) make up the majority of existing spaces.
- The Boston Planning and Development Agency classifies cultural FPA spaces as spaces that are programmed and staffed; 12 of the 21 civic/ cultural spaces meet this criteria.

03

Over 80% of spaces have a ground floor connection, but many smaller spaces are not visible from major thoroughfares.

- Street visibility is especially important for exhibition spaces: of the five exhibition spaces, only the BSA Space on Congress Street is set up to benefit from passing foot traffic. The others are tucked away and require knowledge of the location. The nature of the waterfront also poses challenges to street accessibility: many spaces are along piers or wharfs, and tucked back from main roads.

04

Rental space information varies in level of detail and public accessibility online.

- The availability of information online varies widely and a number of sites do not appear to be regularly maintained. A cohesive website with a list of rentable spaces could further benefit artists and cultural producers.

05

One space has closed to the public since the last study of FPA space was completed and one is not in use.

- The New England Economy Museum at the Federal Reserve bank opened in 2003 and provided education to school groups until it closed. This raises questions about how developer should be required to meet Chapter 91 terms for the duration of their license agreements.
- The glass house at Independence Wharf, originally intended as a water transportation waiting area, is not in use today; is inactivity compliant with Chapter 91 use?

06

Many of these spaces are hard to access by car or public transportation.

- By nature of being along the waterfront, FPA spaces that result from Chapter 91 or MHP processes trend towards limited accessibility in terms of parking, public transportation access and overall connectivity to the rest of the city. Extra consideration is needed to ensure that they are accessible to the public and civic/ cultural providers.

FLOOD RISK OF CIVIC/ CULTURAL FPA SPACES

Flood resilience is an increasing consideration for civic/cultural FPA spaces.

- 70% of civic/cultural spaces could be exposed to coastal flooding in a 1% annual chance storm by 2030.
- Newer spaces are likely to be more resilient (ie. more likely elevated on ground floors).
- How could tenants of existing and new spaces be best engaged in preparing for flooding?



BARRIERS IN THE TENANTING PROCESS

Documenting barriers of perception and process in the FPA tenant process allows all parties to recognize their role in this system. From the development teams engaging in Chapter 91 requirements for their property, to the city teams working to identify what cultural entities can go into these spaces, and finally the organizations that seek these spaces to establish their next steps, there's room for everyone to own their role in fixing what is broken.

While the city has identified barriers for users engaging with the FPA space tenanting process, through this planning process the team has identified additional barriers:



BARRIERS PREVIOUSLY IDENTIFIED BY THE CITY

- Space terms
- Property Tax
- Timing of Delivery
- Tenanting processes
- Space delivery conditions

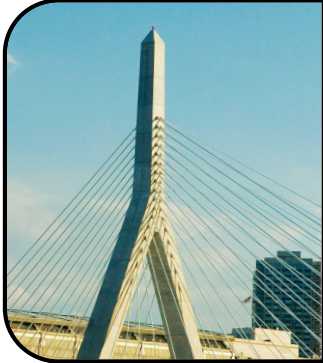
ADDITIONAL BARRIERS IDENTIFIED IN THIS STUDY

- Awareness of FPA spaces
- Inequitable public process
- FPA density in Seaport
- No definition for success
- Mismatch of size and capacity
- Mismatch of orgs that need space vs. use
- Buildout
- Public facility obligations placed on cultural tenant

02

RECOMMENDATIONS

VISION FOR THE FUTURE



01

Chapter 91 is an effective tool for civic/cultural FPAs to bridge gaps in Boston's cultural landscape



02

The public RFI procedure process stresses direct communication and transparency

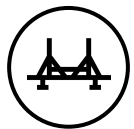


03

Buildout of FPA spaces diversifies the current civic/cultural user base

OVERVIEW OF RECOMMENDATIONS

Our vision for a reformed Chapter 91 civic/cultural FPA tenanting process addresses capturing Chapter 91 as a tool for local cultural impact, improving the RFI process for all users, and standardizing buildout across all potential civic/cultural spaces. The following are recommendations to implement this vision:



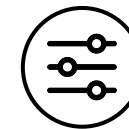
Goal 01

- Include Climate Resilience FPA Requirements
- Standardize Chapter 91 License Language For Civic/Cultural FPA Space
- Refresh Process For Extended Chapter 91 License Terms
- Shorter Leases For Smaller Orgs
- Subdivision Strategy For Shared Civic / Cultural Spaces
- Establish Cohort of Space Operators
- Prioritize Ground Floor Visibility
- Require Annual Impact Reports
- Address Transportation Shortcomings
- Acknowledge Limitations Of Chapter 91 FPA Space And Examine The Larger Ecosystem



Goal 02

- Create A Web Portal With Centralized Information On FPAs
- Update and Publish RFI Submission Template
- Define Re-tenanting Process
- Publicize Tenant Improvement Allowance At Start Of RFI Process
- Standardize Rent Across FPA Spaces
- Standardize Real Estate Taxes for FPA Tenants

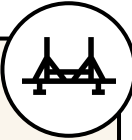


Goal 03

- Streamline Permitting Process
- Match The Timing Of The RFI Process To The Intended Use
- Standardize Space Delivery
- Establish Supplemental Funding Strategy To Support Tenant Buildout

01

**Chapter 91 is an effective tool
for civic/cultural FPAs to bridge
gaps in Boston's cultural
landscape**



01-A: INCLUDE CLIMATE RESILIENCE FPA REQUIREMENTS

70% of existing civic/cultural spaces could be exposed to coastal flooding in a 1% annual chance storm by 2030.

New developments within the Article 25 Flood Overlay District require review and approval by BPDA and ISD to ensure flood hazard mitigation: new Ch. 91 licenses should codify resilience requirements specific to public amenities and clarify the developer's responsibilities to FPA space tenants in the event of flooding.

Within existing Ch. 91 license agreements, when possible, new leases for FPA spaces should place the responsibility of building-scale protection on the developer.

IMPLEMENTATION

MassDEP, who issue Ch. 91 licenses, should include climate resilience requirements specific to FPA space management in licenses issued moving forward. The City of Boston can include consideration of FPA space and tenant safety in Article 25 and Article 25A compliance reviews. MOAC is in a position to educate prospective tenants regarding the assumed risks in building out waterfront space.

RESPONSIBLE ACTORS

- MassDEP, BPDA, ISD, Developers, Tenants

RESOURCES

- [Coastal Flood Resilience Design Guidelines](#)
- Boston Coastal Flood Resilience Zoning Overlay District and [map](#)

IMPLEMENTATION TIMING

- 1-2 years



01-B: STANDARDIZE CHAPTER 91 LICENSE LANGUAGE FOR CIVIC/CULTURAL FPA SPACE

Language regarding civic/cultural FPA space varies widely in Chapter 91 licenses. Some licenses outline broad civic/cultural space requirements (see: Boston East Apartments) whereas others specify a tenant by name and outline a buildout process (see: Seaport Block A), details that are more applicable to a lease agreement.

A clear and consistent definition of civic/cultural FPA space, as well as a corresponding checklist of more standardized requirements, is needed to facilitate ways for developers and the state to speak a common language about needs.

IMPLEMENTATION

MOAC and BPDA will need to collaborate with MassDEP to develop first a definition of civic and cultural FPA spaces and, second, a standardized level of detail regarding Ch. 91 license requirements for those spaces.

- MOAC and BPDA build on existing state agency requirements to craft a consistent definition of civic and cultural FPA space for use in Chapter 91 licenses, focusing on desired public benefits and outcomes (such as “promoting public use, engaging the transient public, and facilitating community gathering”).
- MOAC and BPDA propose a checklist of civic/cultural space requirements to include in licenses, including purpose, square footage, public accessibility (including to restrooms), and visibility (ie. from the street, entrance and entryway access etc).
- Omit tenants by name in Chapter 91 licenses moving forward and move all requirements regarding buildout or rent cost to external MOAC guidelines (see below) referenced in Ch 91 license agreements.

RESPONSIBLE ACTORS

- MassDEP, MOAC, BPDA

IMPLEMENTATION TIMING

- 1-2 years



01-C: CREATE A REFRESH PROCESS FOR EXTENDED CHAPTER 91 LICENSE TERMS

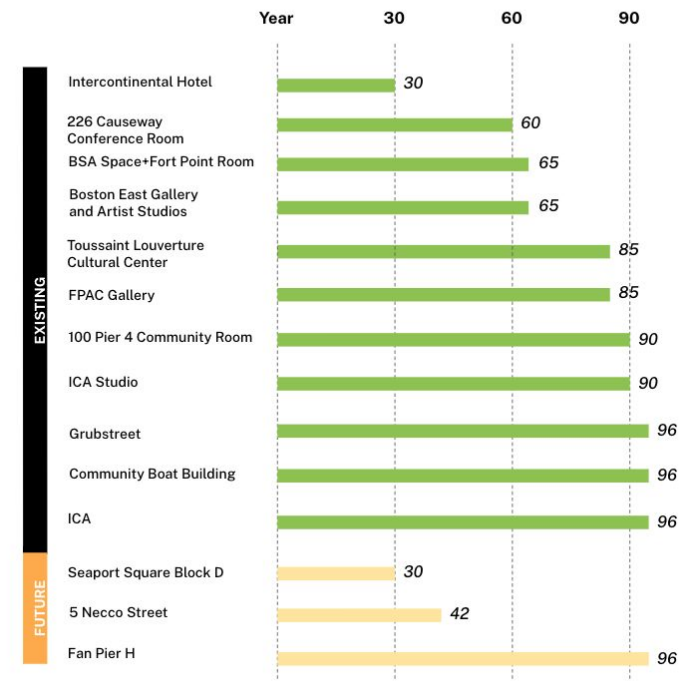
The standard Chapter 91 license length is 30 years, originally designed to meet the needs of water-dependent uses like piers (see: Independence Wharf). Today, many developers request longer license terms to ensure they can secure long-term financing; Ch. 91 license terms of 65 or more years are common.

Such long license terms limit the state's ability to renegotiate public benefits as well as the public's ability to weigh in. Additionally, longer leases limit developers' ability to be responsive to climate resilience measures.

IMPLEMENTATION

Standardize a refresh clause for extended license terms that requires developers to conduct a public needs assessment and review climate resilience measures every 20 years. A needs assessment should consider changes to surrounding open space, programming, and demographics, and engage the public in evaluation of what's working or not about existing civic and cultural FPA space.

CHAPTER 91 LICENSE TERMS



RESPONSIBLE ACTORS

- MassDEP, MOAC, BPDA

IMPLEMENTATION TIMING

- 1-2 years



01-D: SHORTER LEASE TERMS FOR SMALLER ORGS

Tenants in civic and cultural FPA spaces hold leases commonly ranging from 5-15 years. Longer lease agreements make tenanting a civic/cultural FPA space unrealistic for smaller organizations.

To ensure that a broad scope of civic/cultural organizations are able to benefit from FPA space designation, smaller FPA spaces (<5,000 sq ft) that would be desirable to smaller/ grassroots organizations should have shorter lease terms, with an option to renew (see: Community Boat Building has a 5 year lease). Guidance to determine if shorter leases are appropriate should include an evaluation of the health of the organization to determine optimal success for the tenant. Larger organizations may be open to longer lease terms.

IMPLEMENTATION

MOAC and BPDA create guidelines for shorter lease terms that would be based on assessing the square footage of the space and age/financial health of the organization to guarantee success over the tenure of the lease.

- To determine if an organization is eligible to renew a lease, they may be evaluated on a yearly basis through impact reports (see: REQUIRE CIVIC/CULTURAL TENANTS TO PROVIDE ANNUAL IMPACT REPORTS) that measure how successful an organization has been in the FPA space.

RESPONSIBLE ACTORS

- BPDA, MOAC, Developers

IMPLEMENTATION TIMING

- 1-2 years



O1-E: DEVISE A SUBDIVISION STRATEGY FOR SHARED CIVIC/CULTURAL SPACES

Where appropriate, larger FPA spaces should be subdivided to host multiple organizations. Organizations that would benefit from shared spaces include those with shared missions or complementary uses like a dance organization who programs after hours and teen writing workshop during the day.

Organizations interested in sharing a space should have opportunities to apply together to an RFI, with opportunities hosted by the city along the way.

IMPLEMENTATION

Establishing an effective subdivision strategy will require the city to identify which cultural uses should be prioritized by area, so shared RFI submissions build on an idea of the city's cultural space goals.

- The city should establish a minimum space requirement for capacity purposes, each organization working in partnership with ISD

RESPONSIBLE ACTORS

- MOAC

RESOURCES

- The P3 bidding process hosted by the BPDA encouraged joint ventures of larger developers and smaller minority- and women-developers through a “mixer” type networking event and a live online form that collected interested names and populated the website

IMPLEMENTATION TIMING

- 6 months



01-F: ESTABLISH COHORT OF SPACE OPERATORS

As the city develops models to subdivide FPA spaces, there will be a need for space operators who can take on the entire lease, subleases, and liability of the FPA space. Successful space operators will have the resources to also lead participating organizations through a shared business model that both programs and produces revenue, manage the design and build process, and the capacity to train and manage staff.

It is recommended that the City of Boston build a cohort program that incubates space operators. These operators will have the opportunity to be matched to upcoming FPA spaces as they come online.

IMPLEMENTATION

To establish a successful space operator cohort model, the City of Boston will need to work closely with the Office of Economic Opportunity and Inclusion to assess if there are existing businesses that can expand their model, as well as recruit businesses who may have expressed previous interest.

RESPONSIBLE ACTORS

- MOAC

IMPLEMENTATION TIMING

- 1-2 years



01-G: PRIORITIZE GROUND FLOOR VISIBILITY CIVIC/ CULTURAL FPA SPACE

In order for Chapter 91 FPA spaces to be successful, the location of the space within the building needs to be highly visible and have a strong ground floor connection, including but not limited to clear entrances, signage, and prominent windows. License language regarding visibility of FPA spaces currently ranges, with some addressing public restroom signage, while others go into detail to “install appropriate directional and other signage [...] to provide a unique visual amenity and focus pedestrians and others passing the Project” (Lovejoy Wharf).

Directives for signage, entrances, and windows should be standardized across Chapter 91 licenses and also followed as directive in Article 80 design review negotiations.

IMPLEMENTATION

The City and development teams need to come to an agreement on the interior location, size, and access of a civic/cultural FPA space prior to entitlement.

- During these negotiations, user types identified in the Space Needs Assessment requiring ground floor space should be written into the Chapter 91 license terms
- Civic/Cultural user types that require ground floor access will also need visible signage, something that comes through Article 80 design review and is solidified in Chapter 91 licenses Working with a signage and wayfinding consultant for assistance may be necessary

RESPONSIBLE ACTORS

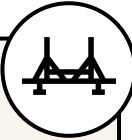
- MassDEP, MOAC, BPDA

RESOURCES

- Waterfront Planning Study Space Needs Assessment

IMPLEMENTATION TIMING

- 6 months



01-H: REQUIRE CIVIC/ CULTURAL TENANTS TO PROVIDE ANNUAL IMPACT REPORTS

Success metrics for civic/cultural spaces do not exist outside of the lease terms, leading to confused public discourse and public monitoring of civic/cultural spaces on the waterfront.

A metric-based yearly report out from civic/cultural organizations would address need for public understanding around the success and failures of FPA spaces. This should allow for public comment and dialogue around ways space could be better utilized.

IMPLEMENTATION

Recent developments under Chapter 91 licenses have required annual work plans that are public reports on programming in partnership with civic/cultural orgs. For properties where there is no required annual work plan, there is an opportunity for civic/cultural tenants to share information that focuses on the health of the organization.

- Coordination between MOAC, BPDA, and MassDEP on annual reporting
 - Opportunity to utilize MOAC reportings on grant recipients to capture information on organizational health in FPA spaces
- Report-out information from civic/cultural organizations may include: number of events, description of goals and intended audiences for events, hours of operation, booking page information and beyond

RESPONSIBLE ACTORS

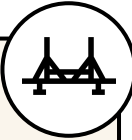
- MOAC, BPDA, MassDEP

RESOURCES

- Atlantic Wharf Annual Work Plans are an example of annual reports that measure the success of programming and structure of FPA spaces to the Fort Point Operations Board

IMPLEMENTATION TIMING

- 6 months



01-I: ADDRESS TRANSPORTATION SHORTCOMINGS THAT LEAD TO INEQUITY IN SEAPORT FPA SPACES

The analysis of existing and future FPA spaces documented a high concentration in Seaport. Stakeholder interviews of civic/cultural organizations doing important cultural programs to serve diverse communities in Boston documented that they do not feel welcome there; the high cost of private parking and lack of MBTA access makes it hard for both organization staff and their audiences to get to the space. Active waterfront organizations currently offer transportation to program audiences with varying success, as it is self-funded and draws capacity away from outreach. Development and city teams subsidizing or supporting transportation options for civic/cultural organizations will be an important step towards bringing a more diverse community of users and their audiences to the waterfront.

IMPLEMENTATION

In order to lead a transparent process, it will be important for this condition to be offered to potential users as part of the RFI process, with the requirement being that users can document that their programming audience goes beyond the immediate waterfront community. Strategies that can be implemented by development teams and city staff include:

- Developers: Provide transportation connection between program audiences and their serving organization with shuttles
- Developers: Parking validation as a part of lease terms
- City: Use Article 80 design review process to place live transit trackers on-site in FPA spaces
- City: Disclose current and upcoming transportation options for FPA spaces during RFI process
- City: Prioritize long-term transit plans that will provide more multimodal options in the Seaport Transit Plan like the Nubian Square Shuttle

RESPONSIBLE ACTORS

- Developers, BPDA, MOAC

IMPLEMENTATION TIMING

- 2+ years



01-J: ACKNOWLEDGE THE LIMITATIONS OF CHAPTER 91 FPA SPACE AND EXAMINE THE LARGER ECOSYSTEM

As a state-wide policy, Chapter 91 FPAs aim to bring cultural programming to the waterfront on equal terms to the public. However, as we zoom in and define local impact of this policy, it is not enough. Potential civic or cultural users of the city have provided feedback that there is far more demand for cultural space in Boston than Chapter 91 can deliver.

Delivering a city-wide cultural space plan that establishes a long-term strategy to build facilities for civic/cultural users across all of Boston would allow for Chapter 91 FPAs in Boston to be part of a larger legacy of meeting the needs of artists, creatives, and civic leaders in our community.

IMPLEMENTATION

The City of Boston is currently working on a regional cultural space study with Somerville and Cambridge. A city wide cultural space plan would build on this effort. MOAC would lead the management soliciting feedback from other city departments who also work adjacent to civic/cultural institutions.

- MOAC establish a working group across city departments whose work impact the civic/cultural realm of Boston like Parks, Environment, Historic Preservation, and beyond
- Working Group establishes schedule and scope of a study that would look to establish the existing conditions of civic/cultural users across the entire city and plan for implementation of civic/cultural priority zones and the tools that make it possible like Chapter 91 on the waterfront
- MOAC solitics a consulting team that would be responsible for completing the study

RESPONSIBLE ACTORS

- MOAC, Working Group of additional city departments including but not limited to Parks, Environment, and Historic Preservation

RESOURCES

- [Seattle Cultural Space Report](#)

IMPLEMENTATION TIMING

- 2+ years

02

The public RFI procedure process stresses direct communication and transparency



02-K: CREATE A WEB PORTAL WITH CENTRALIZED INFORMATION ON FPAS

Over half of stakeholders interviewed in this project noted that they had not heard of FPAs prior to this conversation.

To raise awareness, it is recommended that the City keeps a public organization-facing website that shares existing RFI opportunities, outlines current license processes, and the criteria through which tenants are chosen. Additional resources to include are information on running a construction project would level the playing field and make sure that all organizations are entering the tenancing process on fair ground, and how to plan for potential flood events on the waterfront. The City of Boston should consider using this website to highlight other types of space opportunities and resources that exist outside of Chapter 91 civic/cultural spaces.

IMPLEMENTATION

- Once all existing information has been migrated to the new website, it will be promoted through appropriate city channels and shared with all potential users who participated or were reached out to as part of the Waterfront Civic/Cultural Planning Study.
- The City should work closely with the Office of Economic Opportunity and Inclusion for support and guidance
- A long-term goal would be to establish a commercial real estate course offered to potential users, possibly in partnership with a local non-profit organization.

RESPONSIBLE ACTORS

- MOAC or BPDA, MassDEP

RESOURCES

- [Boston's Privately Owned Public Space Map](#)
- [Seattle's dataBASE](#)
- [Finding Space as An Artist in Boston](#)
- Waterfront Planning Study List of Potential Users

IMPLEMENTATION TIMING

- 6 months



02-L: UPDATE AND PUBLISH RFI SUBMISSION TEMPLATE

The current RFI process is meant to be all encompassing, but too much is left open to interpretation without clearly defining what a successful proposal looks like.

Organizations submit materials about their mission and past programming, and high level plans for the FPA space. However, responses vary drastically in detail and length. Larger organizations have more resources to complete these proposals, which weighs decisions in their favor.

It is recommended that the city update the existing RFI template and make it publicly available.

IMPLEMENTATION

Templates should include specific instructions for a civic/cultural organization to document how they may be successful in the proposed space, bound by word count, page limits, and space proposal requirements. Organizations that do not follow this template should be disqualified.

- Updating the template provides an opportunity to reframe the purpose of the public comment period. Public comments received during the 30 day comment period are currently part of supplemental materials to evaluate an applicant's level of community support. The RFI should clearly state that there are two types of public comments that can be received as part of this process - one that is in support of an organization and the other in response to the scope of work proposed. Each type of comment letter will be included as part of supplemental materials and evaluated in different ways.

RESPONSIBLE ACTORS

- MOAC, BPDA

IMPLEMENTATION TIMING

- 6 months



02-M: DEFINE RE-TENANTING PROCESS

There is currently no established re-tenanting strategy for civic/cultural Chapter 91 FPA spaces. In precedent cases where tenants have broken their lease or decided not to renew, different processes for a path forward have been applied. This has led to confusion from development and city teams alike since nobody knows who is accountable for refilling the FPA space.

It is recommended that a shared definition is established for what triggers a re-tenanting process (tenants breaking a lease, deciding not to renew a lease, or failing to comply with programming requirements). The process, inclusive of an RFI, for retenanting these spaces should also be defined.

IMPLEMENTATION

MOAC and BPDA staff who are involved in the current tenanting RFI process for Chapter 91 FPA spaces will need to collectively decide what entails re-tenanting and the accompanying process, which will include but not be limited to determining when a public process should kick-off.

RESPONSIBLE ACTORS

- MOAC, BPDA, Developers

RESOURCES

- Waterfront Planning Study Case Studies

IMPLEMENTATION TIMING

- 6 months



02-N: PUBLICIZE TENANT IMPROVEMENT ALLOWANCE AT START OF RFI PROCESS

Tenant improvement allowance funds are currently part of the lease negotiation and there is very little information provided in the RFI process leading up to tenant selection, leading to organizations not being able to gauge how much they need to fundraise for if selected.

It is recommended that RFIs clearly define what tenant improvement allowances will be used for, paired with a standardized level of buildout. This will pave the way for clear communication with potential users who need direction on what they need to fundraise for.

A successful definition of tenant improvement allowance will be responsive to market conditions while addressing the subsidized rent cost.

IMPLEMENTATION

The City of Boston will need to define and negotiate tenant improvement allowance internally before implementing this definition across RFI templates.

- City of Boston and BPDA staff define what tenant improvement allowance is used for
- City staff share definitions with development teams for feedback
- TI allowance definitions are carried over into the RFI templates

RESPONSIBLE ACTORS

- MOAC, BPDA

IMPLEMENTATION TIMING

- 6 months



02-0: STANDARDIZE RENT ACROSS FPA SPACES

Rents vary across civic/cultural FPA spaces, based on development teams.

This in turn has created competition amongst potential users and detracted from the goal of the appropriate civic/cultural use being matched to the property. Current rents range from \$1/year (see: Community Boat Building, FPAC) and \$10/year (see: 5 Necco). There have also been properties that have asked organizations to pay a per square foot price that increased the longer the space was rented starting at \$0 and ending at \$8,535/month after 118 months/9.8 years (see: 100 Pier 4 Blvd).

It is recommended that the City standardize rent across all civic/cultural FPA spaces to even the playing field.

IMPLEMENTATION

The City will need to establish the standard rent and communicate to the BPDA and Developers.

RESPONSIBLE ACTORS

- MOAC

IMPLEMENTATION TIMING

- 1-2 years



02-P: STANDARDIZE REAL ESTATE TAXES FOR FPA TENANTS

FPA tenants currently pay real estate taxes for their premise of Chapter 91 properties. Because FPA tenants occupy the ground-floor of new construction residential, commercial, or office buildings their taxes reflect luxury real estate charges that can be up to \$100,000 or more per year. For smaller civic + cultural organizations this could potentially be a significant part of yearly revenue that helps fund operating expenses or salaries.

The city should abate taxes entirely for FPA tenants who have tax exempt status as 501c3s. Chapter 91 licenses should reflect this tax abatement, and discount the space from future property taxes.

IMPLEMENTATION

The City and BPDA will need to work with MassDEP to establish new guidelines to tax abatement of FPA tenants in Chapter 91 licenses. Additionally, the City will need to work with it's own tax assessment offices to ensure that adjustments are made to taxes charged on Chapter 91 properties that hold FPA spaces

RESPONSIBLE ACTORS

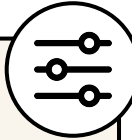
- MOAC, BPDA, MassDEP

IMPLEMENTATION TIMING

- 1-2 years

03

**Buildout of FPA spaces
diversifies the current
civic/cultural user base**



03-Q: STREAMLINE PERMITTING PROCESS

Buildout of civic/cultural FPA spaces can be significantly delayed due to permitting challenges. Organizations often manage the buildout and permitting process themselves, and have little experience navigating this challenging system. Interviews with stakeholders documented cases where existing FPA tenants were delayed months in their buildout process while they navigated permitting, which has significant repercussions on cost and staff time.

It is recommended that MOAC and BPDA create resources to streamline the permitting process for these organizations to receive a Certificate of Occupancy for FPA.

IMPLEMENTATION

MOAC and BPDA will need to work closely with awarded tenants to navigate the permitting processes:

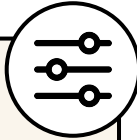
- Establishing city liaisons to work with FPA tenants to navigate the permitting process from RFI award all the way to Certificate of Occupancy granted
- Building a checklist of steps for navigating the permitting process for the awarded tenant to use as a tool

RESPONSIBLE ACTORS

- MOAC, BPDA

IMPLEMENTATION TIMING

- 1-2 years



03-R: MATCH THE TIMING OF THE RFI PROCESS TO THE INTENDED USE

There is an opportunity to establish a new timeline for RFI responses that correctly sequences design decisions for civic/cultural spaces by use type.

Performance spaces, museums, concert halls, and other uses that have larger footprints will need a longer lead time and be involved earlier in the construction process to narrow down design specifications, as far out as 3 years.

Office spaces, exhibition spaces, classroom uses require less buildout and can have less early involvement, as little as one year out from the building opening to the public.

It is recommended that the city establish two separate RFI tracks to development teams that offer different timelines.

IMPLEMENTATION

MOAC and BPDA will need to establish a square footage threshold to correspond to the two RFI timeline tracks, focusing on upcoming FPA spaces that have not been built yet.

- Performance spaces, museums, concert halls, and other uses that have large footprints will require the RFI process to start as early as 3 years from opening.
- Office spaces, exhibition spaces, classrooms that have smaller footprints will require the RFI process will need to start as early as 1 year from opening.

RESPONSIBLE ACTORS

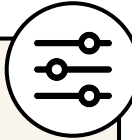
- MOAC, BPDA

RESOURCES

- Waterfront Planning Study Space Needs Assessment

IMPLEMENTATION TIMING

- 1-2 years



03-S: STANDARDIZE SPACE DELIVERY

As the city embarks implementing the findings of this study, it will be important to standardize build out requirements with development teams. Delivery terms in Chapter 91 licenses range. Examples include the 5-15 Necco license requiring utilities, HVAC, entry door, and restroom, while the 100 Pier 4 Blvd license requires columns, flooring, dry wall, utilities, stair and elevator.

While there is variation on space needs across users, there is a certain list of elements that will be required across any civic/cultural users in FPA spaces to provide a “warm vanilla shell”: walls (painted or drywall), basic lighting, HVAC, utilities, and bathrooms.

IMPLEMENTATION

The city will need to work closely with MassDEP to implement basic requirements for projects so they are uniform across Chapter 91 licenses and A80 design review.

RESPONSIBLE ACTORS

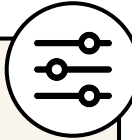
- MOAC, BPDA

RESOURCES

- Space Needs Assessment

IMPLEMENTATION TIMING

- 1-2 years



03-T: ESTABLISH SUPPLEMENTAL FUNDING STRATEGY TO SUPPORT TENANT BUILDOUT

For non-profit civic/cultural organizations, fundraising for a new space can be a barrier. As part of the continued work of building out support infrastructure for potential users, the city needs to promote funding mechanisms that can go towards interested and potential users.

These mechanisms should include public and private grants that can be specifically used towards buildout costs and uploaded to the org-facing portal, previously established in these recommendations. Additionally, the city can explore building out a house-doctor contract with architects and designers who may also be interested in offering services at capped rates to civic/cultural FPA tenants.

IMPLEMENTATION

The City of Boston will need to look across departments to identify where funding mechanisms for buildout costs may be present.

- City of Boston meets with funding partners across relevant city departments like housing, facilities, and beyond to research opportunities
- City of Boston works with procurement to establish a new house doctor contract for architects and designers interested in supporting buildout design
- Information is uploaded to the org-facing portal

RESPONSIBLE ACTORS

- MOAC

IMPLEMENTATION TIMING

- 1-2 years

03

CLOSING

IMPLEMENTATION CHART

⌚ SHORT TERM

	RECOMMENDATION	OWNER	PRIORITY	IMPLEMENTATION TIMING
Goal 01 Rec E	DEVISE A SUBDIVISION STRATEGY FOR SHARED CIVIC / CULTURAL SPACES	MOAC	Medium	6 months*
Goal 01 Rec G	PRIORITIZE GROUND FLOOR VISIBILITY CIVIC/CULTURAL FPA SPACE	MassDEP, MOAC, BPDA	High	6 months*
Goal 01 Rec H	REQUIRE CIVIC/CULTURAL TENANTS TO PROVIDE ANNUAL IMPACT REPORTS	MOAC, BPDA, MassDEP	High	6 months*
Goal 02 Rec K	CREATE A WEB PORTAL WITH CENTRALIZED INFORMATION ON FPAS	MOAC or BPDA, MassDEP	High	6 months*
Goal 02 Rec L	UPDATE AND PUBLISH RFI SUBMISSION TEMPLATE	MOAC, BPDA	High	6 months*
Goal 02 Rec M	DEFINE RE-TENANTING PROCESS	MOAC, BPDA, Developers	Low	6 months*
Goal 02 Rec N	PUBLICIZE TENANT IMPROVEMENT ALLOWANCE AT START OF RFI PROCESS	MOAC, BPDA	High	6 months*

*The estimate of 6 months is pending organizational changes to city departments and the BPDA which may affect implementation timelines

IMPLEMENTATION CHART

⌚ MID TERM

	RECOMMENDATION	OWNER	PRIORITY	IMPLEMENTATION TIMING
Goal 01 Rec A	INCLUDE CLIMATE RESILIENCE FPA REQUIREMENTS	MassDEP, BPDA, ISD, Developers, Tenants	Medium	1-2 years
Goal 01 Rec B	STANDARDIZE CHAPTER 91 LICENSE LANGUAGE FOR CIVIC/CULTURAL FPA SPACE	MassDEP, MOAC, BPDA	High	1-2 years
Goal 01 Rec C	CREATE A REFRESH PROCESS FOR EXTENDED CHAPTER 91 LICENSE TERMS	MassDEP, MOAC, BPDA	Low	1-2 years
Goal 01 Rec D	SHORTER LEASE TERMS FOR SMALLER ORGS	MOAC, BPDA, Developers	Medium	1-2 years
Goal 02 Rec O	STANDARDIZE RENT ACROSS FPA SPACES	MOAC	High	1-2 years
Goal 03 Rec Q	STREAMLINE PERMITTING PROCESS	MOAC, BPDA	Medium	1-2 years
Goal 03 Rec R	MATCH THE TIMING OF THE RFI PROCESS TO THE INTENDED USE	MOAC, BPDA	Medium	1-2 years
Goal 03 Rec S	STANDARDIZE SPACE DELIVERY	MOAC, BPDA	High	1-2 years
Goal 03 Rec T	ESTABLISH SUPPLEMENTAL FUNDING STRATEGY TO SUPPORT TENANT BUILDOUT	MOAC	High	1-2 years

IMPLEMENTATION CHART

⌚ LONG TERM

	RECOMMENDATION	OWNER	PRIORITY	IMPLEMENTATION TIMING
Goal 01 Rec I	ADDRESS TRANSPORTATION SHORTCOMINGS THAT LEAD TO INEQUITY IN SEAPORT FPA SPACES	Developers BPDA, MOAC	Medium	2+ years
Goal 01 Rec J	ACKNOWLEDGE THE LIMITATIONS OF CHAPTER 91 FPA SPACE AND EXAMINE THE LARGER ECOSYSTEM	MOAC, Other City Departments	Medium	2+ years