

# Dorchester Lower Mills

An Urban Village  
in the 1980's:  
A Revitalization  
Strategy

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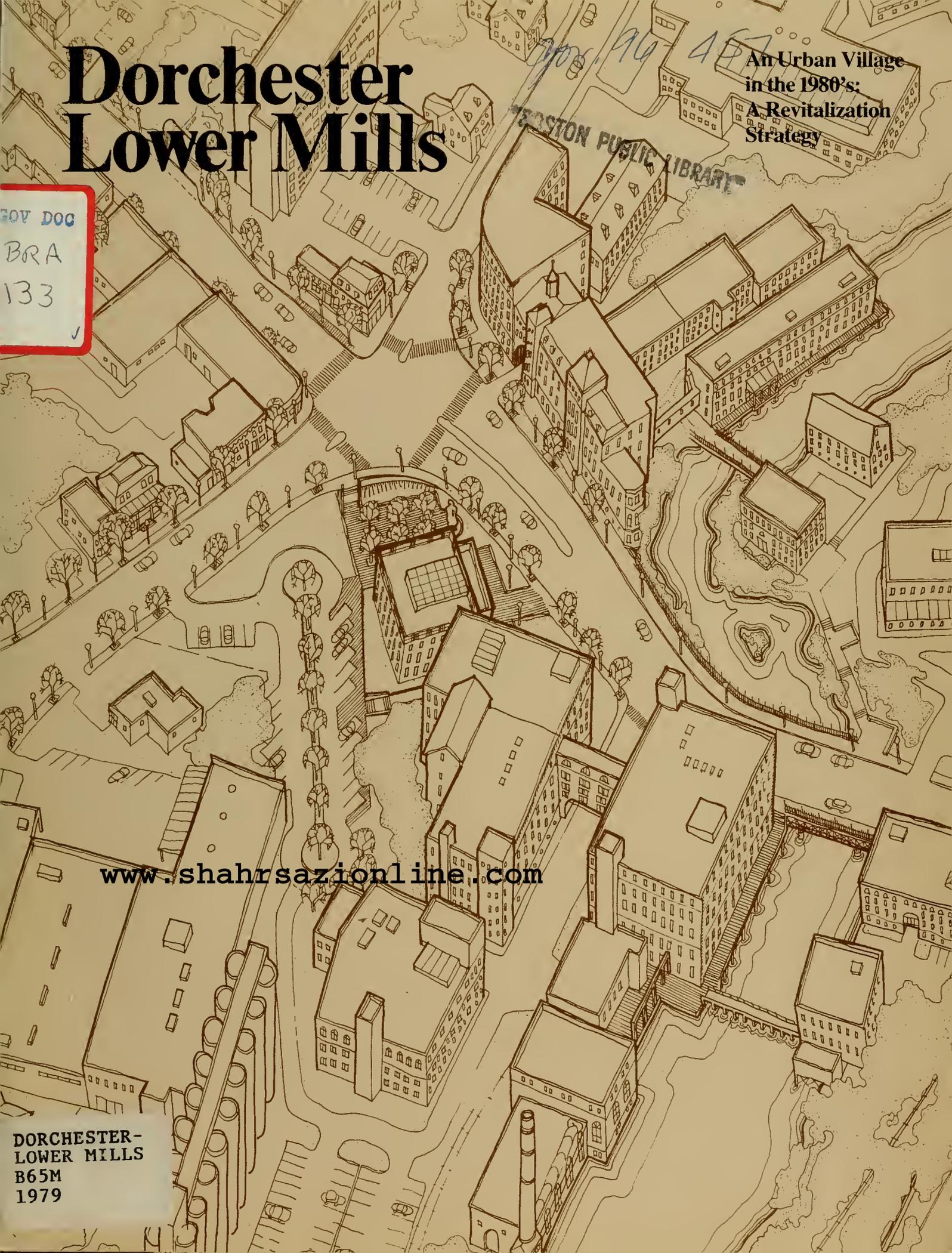
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1979



This report was prepared for the Boston Redevelopment Authority with assistance from the Office of Neighborhood Programs and Services. The project was supported by a grant from the U.S. Department of Housing and Urban Development under the Housing and Community Development Act of 1974.

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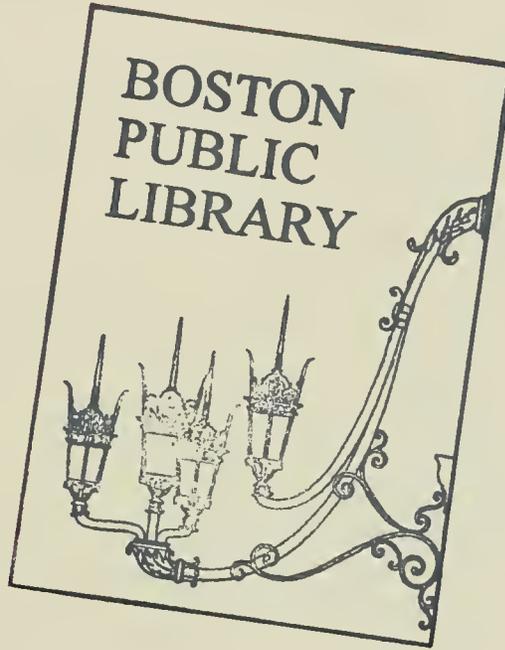
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# Dorchester Lower Mills

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An Urban Village  
in the 1980's:  
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Strategy

*"I have a vision of Boston – not only as the powerful economic and cultural hub of New England, but as a City whose strength is derived from the diversity and vitality of her neighborhoods."*

*Kevin H. White, Mayor*

City of Boston  
Kevin H. White, Mayor

Prepared by:  
Harrington, Keefe & Schork

In association with:  
Skidmore, Owings & Merrill

August 1979

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# Contents & Key to Map

2	<b>Introduction</b>
4	<b>Lower Mills – The Heritage</b>
8	<b>Lower Mills – Today</b>
10	<b>Revitalization Strategy</b>
11	<b>Business District</b>
11	1 <i>Streetscape</i>
14	2 <i>Pierce Square</i>
16	3 <i>New Tools for Private Investment</i>
19	4 <i>Storefronts</i>
30	5 <i>Washington Street Gateway</i>
32	<b>Mills Complex</b>
34	<b>Private Reuse of the Mills</b>
34	6 <i>Reuse Ideas and Guidelines</i>
38	<b>Heritage Park at the Mills</b>
40	7 <i>Visitor Center and Museum</i>
42	8 <i>Hannon Park</i>
43	9 <i>Walking Tours</i>
44	10 <i>Riverfront</i>
45	<b>The Larger Riverfront Setting: The Heritage Park Along the Neponset</b>
46	11 <i>Walking, Jogging, and Biking</i>
47	12 <i>Boating and Picnicking</i>
49	<b>Conclusion</b>

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1-12	Actions
	Business District
	Mills Complex
	Heritage State Park- Visitor Center
	Streetscape & Riverfront Setting





So any strategy for neighborhood revitalization must begin at its center. When the image and identity of the neighborhood, conveyed through its center, is made secure and strong, the families and firms, the homeowners and small businessmen will feel more confident about the future of their personal and financial investment in the neighborhood.

This report is by no means final. Its proposals are subject to the comments and changes made necessary by ongoing neighborhood discussions and the discovery of new ideas and opportunities. For example, if the Heritage Park proposal is funded by the State Legislature, a state and local advisory com-

mittee will be established to review final plans and specific expenditures.

This report is, instead, a starting point. Its purpose will be achieved if it fosters neighborhood pride and generates cooperation and action, from the bottom-up, to improve the neighborhood's physical appearance and economic well-being.

The final report, then, can only be written by the people of Lower Mills.

Lower Mills is not just another outlying neighborhood of Boston. It is a separate, identifiable community with a rich heritage and a special character all its own.

When the image and identity of the neighborhood, conveyed through its center, is made secure and strong, the families and firms, the homeowners and small businessmen will feel more confident about the future of their personal and financial investment in the neighborhood.



Lower Mills Today

# Lower Mills

## The Heritage

Lower Mills can build a better future out of its past, for its heritage is rich and its resources - both natural and architectural - are unparalleled.

From a historical point of view, Lower Mills has always been a special place.

Because of the river, the Neponset Indians spent their summers in the Lower Mills area around what is today Pierce Square to take advantage of the plentiful fish the river offered.

Also because of the river - its falls, its narrowness, and the 'S' curve it makes at Lower Mills - this area became one of the earliest centers of industry in the United States.

Four years after the first settlers arrived in Dorchester a grist mill was constructed in 1634, only one year after America's first grist mill in Roxbury.

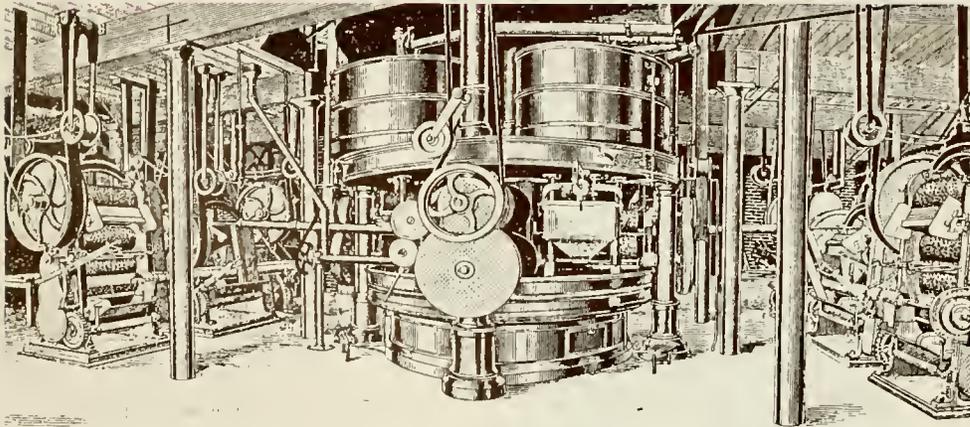
In exchange for permission to construct the grist mill, Israel Stoughton had to build and maintain a foot bridge across the Neponset.

In 1654-55, a road was constructed to connect the colonies at Plymouth and Boston. The road followed the present line of Washington Street from Roxbury to Lower Mills, across Stoughton's bridge to Milton's Adams Street.

Thus, Lower Mills was a vital point of convergence for the roads and footpaths of the early colonies and plantations. In fact, over one hundred years later, Paul Revere made a less well known ride in 1774 through Lower Mills to carry the so-called Suffolk Resolves to Philadelphia.

In the 1670's, a gunpowder mill was built, and a decade later a fulling mill for woolens was constructed.

The mills were rapidly expanded in the first three decades of the 18th century, with the addition of paper and saw mills, more powder and fulling mills, and a snuff factory.



Walter Baker & Co. Chocolate Machines -- handled 10,000 pounds of chocolate daily

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These articles, to which first Premiums have been awarded by the chief Institutes and Fairs of the Union, are an excellent diet for children, invalids, and persons in health; allay, rather than induce, the nervous excitement attendant upon the use of tea or coffee, and are recommended by the most eminent physicians. Being manufactured from Cocoa of the best kind and quality, they are warranted equal, if not superior, to any other Chocolates made in the United States, and may be returned if found unequal to the recommendation.

**AGENTS.**

D. COLDEN MURRAY, New York.  
WILLIAM S. GRANT, Philadelphia.  
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The production of chocolate was begun at Lower Mills in 1765 by John Hannon, an Irishman who learned the process in England. Because of the increased popularity of the drink in the colonies due to the tax on tea, Hannon received financial assistance from Dr. James Baker. By 1780, Baker had taken over Hannon's business, expanding it until the production of chocolate required its own

independent mill buildings, the first of which was constructed in 1806 on the site of the first (1634) Dorchester grist mill and the second in 1813 on the site of the existing Baker Mill.

Lower Mills . . . became one of the earliest centers of industry in the United States.

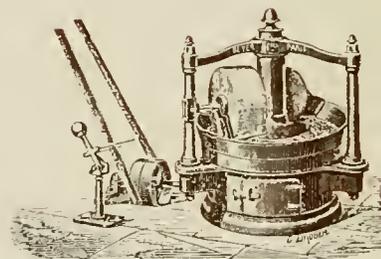
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By 1830, Lower Mills was the most densely developed section of the Town of Dorchester.

Perhaps the most significant industrial development in the late 19th century was the tremendous growth of the Walter Baker Chocolate Company.

Henry L. Pierce was the leading citizen of Dorchester in his time. He was a state legislator, a Congressman, and, after Dorchester was annexed in 1870, he became Mayor of Boston.



Chocolate Press

WALTER BAKER &amp; CO.



Because of the flourishing local industry, Lower Mills developed into a strong residential community, separate and distinct from Boston and the nearby rural, agricultural villages at Meeting House Hill and Milton. By 1830, Lower Mills was the most densely developed section of the Town of Dorchester.

To the Unitarian, Methodist, and Congregational religious communities in the village was added an expanding number of Catholics as emigration from Ireland increased in the 1840's and as the number of jobs in the area multiplied. This influx of Irish workers justified the formation of St. Gregory's parish in the 1840's, the first Catholic parish in

Perhaps the most significant industrial development in the late 19th century was the tremendous growth of the Walter Baker Chocolate Company. This was attributable to the energy and intelligence of Henry L. Pierce, a nephew of Walter Baker, who leased the company in 1854 and purchased the rights to retain the name.

Henry L. Pierce was the leading citizen of Dorchester in his time. He was a state legislator, a Congressman, and, after Dorchester was annexed in 1870, he became Mayor of Boston.

But most importantly he oversaw the explosive growth of his chocolate company. He bought out his competitors and he expanded the mill fac-



The Pierce Mill in 1910.

Dorchester and the mother parish of Dorchester and Milton. The church building was dedicated in 1864, though in 1895 it was substantially altered and enlarged. Much later, in 1882 a Baptist congregation was organized and their church was constructed on Richmond Street in the late 1880's.

ilities to such an extent that all mill sites in Lower Mills became a part of his chocolate production complex. Employment in the family-owned business he leased and operated in the 1850's and 1860's grew in the next 30 years from 48 to over 400.

Pierce died in 1896, and in 1927 the Baker Company was sold to General Foods.

## FOR SALE

BOSTON and MILTON, MASS  
WALTER BAKER CHOCOLATE PLANT

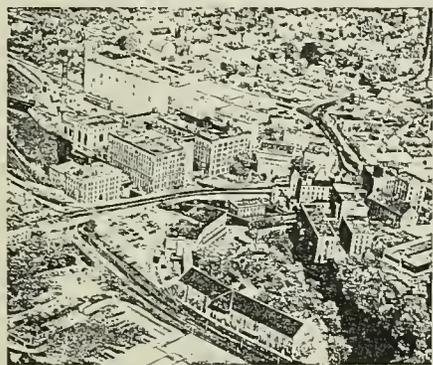


Photo by Frank Stebbins

- Approx. 200,000 sq ft of floor space
- 18 acres of land
- High pressure boilers
- 15 silos for bulk storage
- Includes modern air conditioned warehouse
- Fully sprinklered
- Paved parking areas
- 7 railroad sidetracks
- Adjacent to MTA Milton station
- 2 miles from Southeast Expressway
- 7 miles from downtown Boston

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# AUCTION SALE OF WOODEN BUILDINGS FOR REMOVAL AT DORCHESTER LOWER MILLS, On Washington Street and Baker's Court.

The single most significant event in Lower Mills in recent memory was the closing of the Baker Chocolate Company in 1965, when General Foods decided to move the company to Delaware into a fully automated modern plant.

As with most urban communities in the last thirty years, Lower Mills has had its problems. But today it has a proud past, strong social and ethnic ties, active neighborhood groups, distinctive industrial and residential architecture, and a superb natural setting.

All of these attributes can be used as the building blocks for a revitalized urban village in the 1980's.

# Lower Mills Today

Urban revitalization means much more than the publicized resurgence of major downtowns or the recruitment of a mobile middle class to newly fashionable inner-city neighborhoods. Throughout New England, it also means the reemergence of smaller city and town commercial centers and new strength and stability for the dense residential communities they serve. Like other outlying neighborhoods in Boston, Lower Mills has begun to experience the renewed interest of both public and private investors in its Village center.

Public facilities were improved in the early 1970's through the installation of new street lights by the City and the upgrading of the district's major traffic intersection by the State Department of Public Works. And new sidewalks are now being installed along the key commercial stretch of Dorchester Avenue.

Three important new public facilities have been added to the map of Lower Mills. In 1972, the Boston Housing Authority opened its very popular 183-unit elderly housing development, a large



brick structure which looks across to the Baker Mills from the foot of Dorchester Avenue and brings a traditionally dependable clientele to the merchants of the village. Later this year,

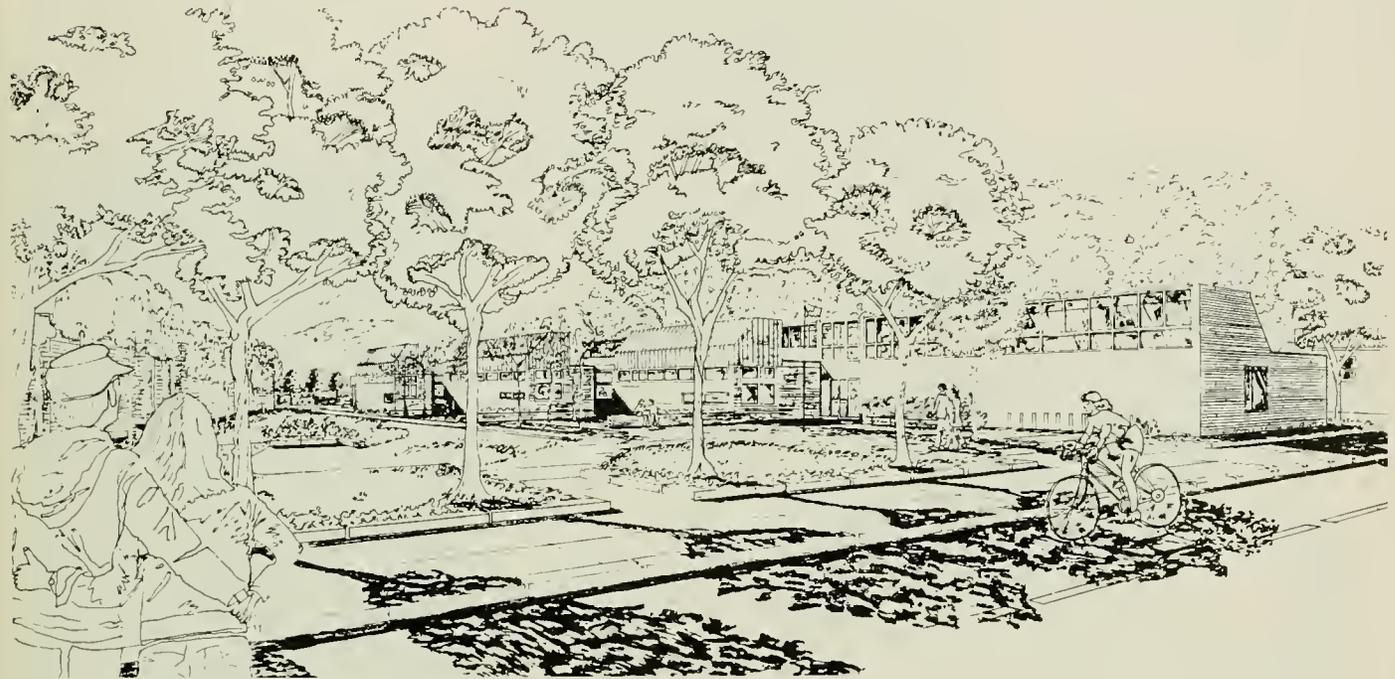
ground will be broken for the new Lower Mills branch of the Boston Public Library on Richmond Street, an \$850,000 facility which will fill the strategic site left vacant when fire destroyed an architecturally significant elementary school several years ago. And last year, the City's Office of Public Service established a Neighborhood Service Center on Dorchester Avenue, a facility which reinforces the commercial focus of the village.

On the private side, nearly a dozen commercial locations have been improved by their proprietors or taken over and improved by new businesses. These range from the conversion of a gas station to a convenience food store, to the creation of one of Boston's most popular neighborhood ice cream parlors, to the take-over by a local businessman of a supermarket vacated by a national chain.

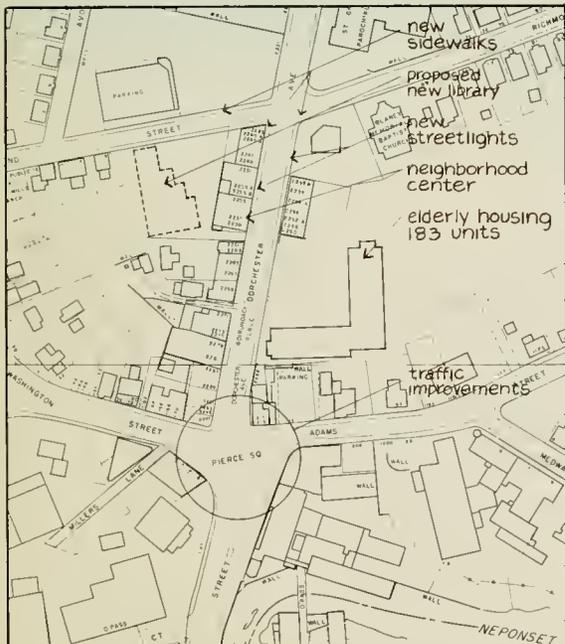
However, these investments do not add up to a comprehensive revitalization of Lower Mills Village. Important leaks have been plugged. But Lower Mills has locational advantages which should enable it to do more than merely hold its own. It is central to a population of nearly 100,000 in southern Dorchester and Milton alone. It straddles, as it has for 300 years, the intersection of the major arterial streets in the Dorchester-Milton area. It is directly served by the Milton Village, Central Avenue, and Butler Street stops on the Red Line trolley. The Southeast Expressway is five minutes

away, and public bus service from Brockton, Stoughton, Randolph, and Milton passes through the area. The commercial district is surrounded by attractive residential streets. And Lower Mills enjoys a combination of natural and manmade scenery which is unmatched in eastern Massachusetts.

What is needed is a total strategy for strengthening this village center. This strategy must coordinate the infusion of public and private resources. It must enhance the resurgence of the Mills complex and the existing business district. It must promise clear benefits to the people who live in Lower Mills. And it must be practical and do-able.



Lower Mills Branch Library - groundbreaking late 1979



# Revitalization Strategy

The over-riding purpose of the Lower Mills Revitalization Strategy is to preserve and strengthen the familiar, distinguishing features of the Village. The most obvious single resource is the Baker Mill complex, which even alone can provide expanded employment, shopping, and service opportunities for neighborhood residents. The Mills, however, should not be developed solely as an end in themselves. Their focal position makes them the potential means to other ends, ends that are of great value to the people of the Village. The Mills can be the magnet which attracts attention, investment, and activity to the neighborhood's principal commercial resource, the existing Business District, and to its major untapped recreational resource, the Neponset Riverfront.

This Revitalization Strategy is divided into three geographically distinct segments -- the Business District, the Mills complex, and the Riverfront Setting. These distinctions, however, are merely for convenience. The actions proposed here are designed to bring economic and human focus to the entire Village center by:

- strengthening and diversifying the mix of activities in the Mills and the Business District;
- shrinking the physical and functional gulf which now divides the Mills from the Business District;
- removing the barriers which divide the Mills from the River.

The over-riding purpose of the Lower Mills Revitalization Strategy is to preserve and strengthen the familiar, distinguishing features of the Village.



# Business District

## Streetscape

### 1

The commercial streets of Lower Mills are drab and dreary. They don't have to be. Dorchester Avenue offers a dramatic vista between the churches and the Mills, and Washington Street is framed by the Mills on one side and attractive, historic homes on the other. The problem, as in most small commercial districts, is that the solution is too simple to have attracted serious attention. And until the street looks nicer, the incentive for merchants to improve their own storefronts is lacking.

We propose simple and effective remedies, starting with trees. About seventy-five leafy Plane Trees should be planted on Dorchester Avenue, on Washington Street, and along the frontage of two important and highly visible properties on the northerly corners of Dorchester Avenue and Richmond Street -- the Hillside Supermarket parking lot, and the St. Gregory's School play-yard. Many of these trees can be embellished with cast-iron grates and cages.



We propose that the area in front of the elderly housing project be transformed into a focal pedestrian space for residents of the housing and other sites in the neighborhood. The MBTA northbound bus stop presently located at the corner of Adams Street and Dorchester Avenue should be relocated a short distance to the BHA site, where the City would construct a shelter with benches and landscaping.

Planters should be installed around the new bus stop and at periodic intervals along Dorchester Avenue, Washington Street, and Richmond Street, where they will blend with the intense planting treatment planned for the new public library.

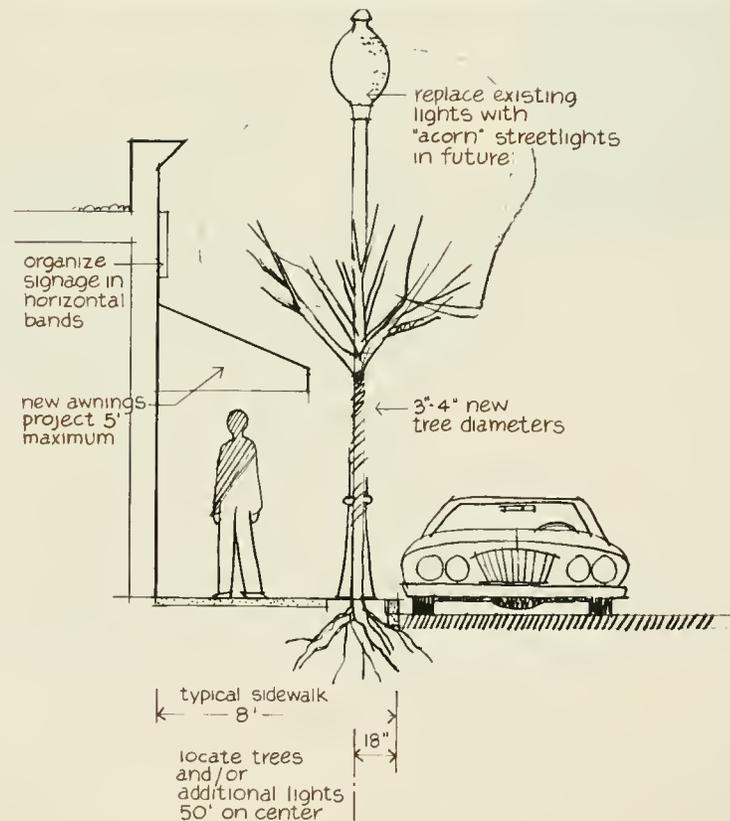
Finally, the recently installed street lights are functional and are not stridently incompatible with the appearance the streetscape improvements are intended to create. Nor, on the other hand, do they contribute to that appearance. At a future time, the City should consider adding "period" light fixtures that reinforce the historic design theme of the district.

## Streetscape Improvements

\$

CITY OF BOSTON, 1979-1980 COST

Trees, Cast Iron Details	\$ 60,000
Bus Stop Sitting, Pedestrian Area	30,000
Planters	10,000
<b>Total</b>	<b>\$100,000</b>



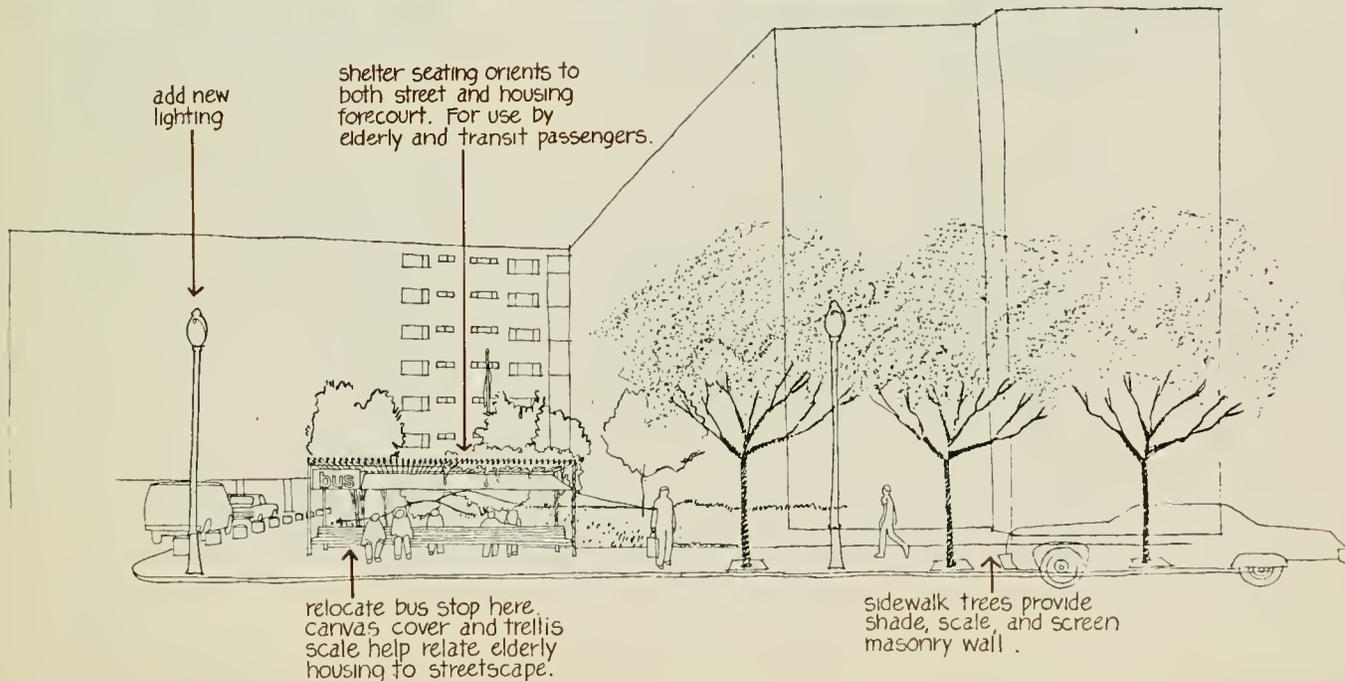
Cross Section of Typical Street Improvements

## Funding Strategy

The early-action streetscape improvements -- the trees, the bus stop pedestrian area, and the planters -- are estimated to cost \$100,000. The City of Boston is committed to undertake these components as a local project funded through Community Development Block Grant funds, the City's Capital Budget, or both.

Design work and perhaps implementation can begin this year on those items involving City agencies alone. The cooperation of the MBTA and the Boston Housing Authority will be required to implement the relocated bus stop and pedestrian facilities.

Dorchester Avenue offers a dramatic vista between the churches and the Mills, and Washington Street is framed by the Mills at one end and attractive, historic homes at the other.



## Pierce Square

### 2

The most artificial barrier now separating the Business District from the Mills is the sea of asphalt known as Pierce Square. The name is incongruous because there is no Square at all in the traditional sense of a mingling place in the center of the Village. A simple series of street and sidewalk changes can convert this empty and forbidding space into a transitional area hospitable to people, while fully preserving the traffic efficiency of the intersection. Dollar for dollar, no public improvement in Lower Mills is more important.

We propose:

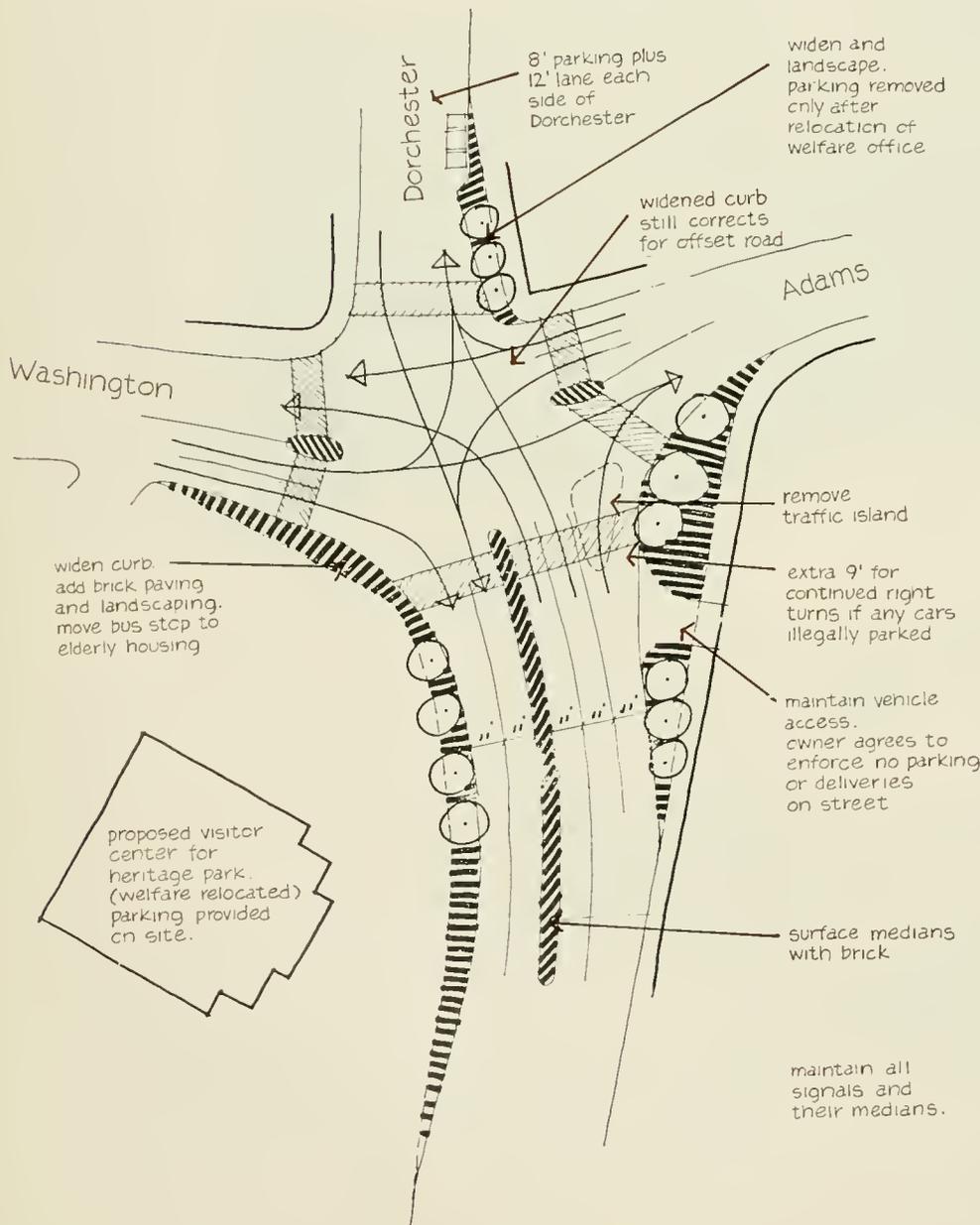
- a dramatic widening of the sidewalk on the southeasterly corner of Adams Street and Dorchester Avenue, eliminating the small triangular traffic island which faces this corner. The owner of the adjacent mill buildings will accommodate this change by relocating all of his curbside truck parking and shipping activities into the interior court of the mills;
- complementary but more limited widening of the sidewalks on the northeasterly corner of Adams and Dorchester, and the southwest-erly corner of Adams and Washington;

- the treatment of these expanded sidewalk plazas with brick pavement, trees, benches, planters, and period streetlights;

the installation of brick crosswalks between the four corners of Pierce Square, reinforcing the shrinkage of the asphalt;

- the restoration of the damaged iron railings on the Adams Street Bridge, and the installation of limited pedestrian amenities.

To achieve these improvements, no vehicular travel or turning lanes will be sacrificed, and the traffic improvements installed earlier in this decade -- the Adams Street median and the two signal islands which flank the Square -- will not be altered.



## Funding Strategy

The proposed Pierce Square improvements can be divided into two components. The relocation of the curb lines, bricking of the expanded sidewalk plazas, and installation of the brick crosswalks are estimated to cost \$85,000. The installation of trees, benches, plantings, bridge rails, and period lights is estimated to cost

\$100,000. The City could undertake the first components as an early action, emphasizing the parallel improvement of the mill environment and the Dorchester Avenue streetscape. The second component -- or both -- could be incorporated into the costs of the proposed Heritage Park, a state facility in the Mill area discussed later.

A simple series of street and sidewalk changes can convert Pierce Square—an empty and forbidding space—into an area hospitable to people.

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## Pierce Square Improvements \$

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City of Boston 1980 or State Department of Environmental Management 1981-82 as part of Heritage Park

Relocate granite curbs & prepare surface	\$ 8,000
Install brick sidewalks & plazas	45,000
Brick crosswalks	20,000
Island Paving	12,000

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State Department of Environmental Management 1981-82 as part of Heritage Park

Period lighting	40,000
Street Trees	40,000
Benches & Planters	20,000

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TOTAL	\$185,000
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## New Tools for Private Investment

### 3

Public improvements will have but a limited impact on the quality of neighborhood life if private businesses do not respond with economically beneficial investments of their own. To induce such investments, the City is attempting to marshal an array of incentives made available through Federal, state and local programs.

#### A "C.A.R.D." Designation

In 1978, the Massachusetts Legislature created a program whereby a municipality, with state approval, can designate a "Commercial Area Revitalization District" in an older urban business center. Within the boundaries established by the so-called "C.A.R.D." plan, new or expanding commercial enterprises can become eligible for three special financial incentives which had previously been offered only to industrial projects:

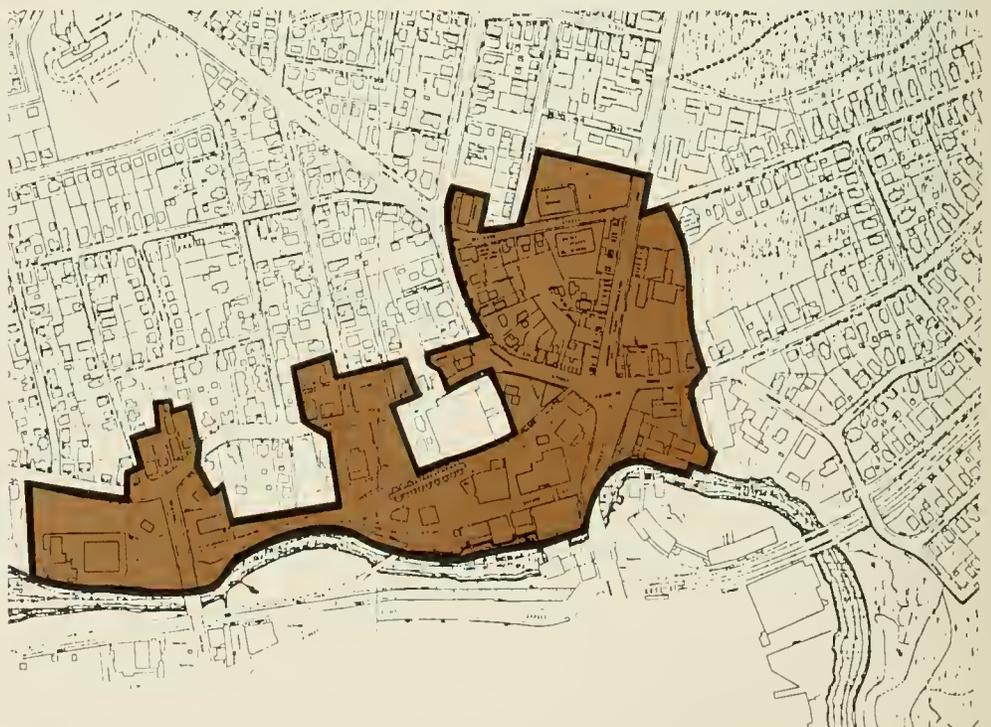
low interest mortgages, leveraged by the sale to financial institutions of Federally tax-exempt revenue bonds;

state mortgage insurance on a portion of private loans secured for the rehabilitation of an existing building;

property tax relief for certain new or expanding businesses with five or more employees and Massachusetts corporate tax liability.

These incentives are designed to bring urban commercial districts into marketing parity with the suburban and strip locations which have had the upper hand for so long.

The City of Boston is in the process of establishing a C.A.R.D. at Lower Mills. As the boundary map shows, it encompasses both the traditional Business District and the core of the Mills complex, along with the nearby shopping center on River Street. The few residential parcels which fall within the tightly-drawn boundaries are excluded from participation in the commercial incentives. The potential value of the C.A.R.D. designation is clear -- it not only makes commercial investment in Lower Mills more attractive, but



Commercial Area Revitalization District  
(C.A.R.D.) Boundaries

it confines the financial incentives to the village center.

A successful neighborhood Public Meeting on the C.A.R.D. plan was held on August 8, 1979, and the City expects to have all local and state approvals in hand by early Fall. In the near-term, C.A.R.D. incentives will be of practical benefit only to commercial investments of approximately \$250,000 or more. Such opportunities can be structured in the existing Business District of Lower Mills, as subsequent discussion will make clear.

Once the "C.A.R.D." plan and boundaries are officially in place, a commercial enterprise which wishes to take advantage of the principal financial incentives -- the tax-free revenue bond mortgages -- must obtain the approval of the Boston Redevelopment Authority, the Boston Industrial Development Finance Agency, the City Council, and the Massachusetts Industrial Finance Agency. From the businessman's standpoint, these steps can be cleared in an expeditious and coordinated fashion. From the community's standpoint, ample opportunity for citizen input on each proposed C.A.R.D. project is provided during the BRA and City Council stages of the approval process.

## A Multi-Purpose Community Development Corporation

Community development corporations have become a widespread, flexible tool for marrying outside money to neighborhood initiative, sensitivity, and participation. Several Boston neighborhoods have formed CDC's of one kind or another. We recommend that Lower Mills form a multi-purpose neighborhood corporation capable of serving as the formal conduit for various state and Federal business programs, and as the informal package of other initiatives in the Business District.

Two programs for local business assistance require the formation of specific corporate bodies:

THE FEDERAL SMALL BUSINESS ADMINISTRATION (SBA) '502' PROGRAM. Within eligible business districts (including Lower Mills), a so-called Local Development Corporation can co-venture business projects with a bank, either loaning 10% and guaranteeing the rest, or loaning 40% outright. Boston has formed a City-wide LDC to handle '502' transactions in any neighborhood which lacks an LDC of its own. Also SBA can guarantee bank loans on a direct (non-LDC) basis. Clearly, however, the timely identification of opportunities for SBA assistance of all kinds can best be facilitated by a neighborhood body familiar with both SBA programs and the local business scene.

Public improvements will have but a limited impact on the quality of neighborhood life if private businesses do not respond with economically beneficial investments of their own.

The potential value of the Commercial Area Revitalization District (C.A.R.D.) designation is clear—it only makes commercial investment in the Lower Mills village center more attractive.

A neighborhood Public Meeting on the C.A.R.D. plan was held on August 8, 1979, and the City expects to have all local and state approvals in hand by early fall.

We recommend that Lower Mills form a multi-purpose neighborhood corporation capable of serving as the formal conduit for various state and Federal business programs.

The value of a CDFC was demonstrated in nearby Codman Square earlier this year, when a CDC/CDFC/bank partnership acquired and reopened the vacated Finast Supermarket.

THE MASSACHUSETTS COMMUNITY DEVELOPMENT FINANCE CORPORATION (CDFC) is a new resource created by the Legislature in 1976. CDFC co-ventures neighborhood business initiatives in three-way partnerships which must also include a so-called Community Development Corporation open to community membership within defined boundaries and having at least one-half of its Board of Directors elected by the membership. CDFC funds can take the form of equity, loans, loan guarantees, or a combination. The value of this mechanism was demonstrated in nearby Codman Square earlier this year, when a CDC/CDFC/bank partnership acquired and reopened the vacated FINAST supermarket.

The City and state would enthusiastically support the creation of a single neighborhood body which combines the functions of a Local Development Corporation for Federal SBA assistance and a Community Development Corporation for state CDFC assistance. Such an entity could not only make creative combinations of SBA and CDFC assistance to neighborhood businesses, but it could also be a central clearinghouse for a variety of other programs, including:

C.A.R.D. FINANCING. CDC's are eligible users of the tax-free bond financing made available by the C.A.R.D. designation described earlier. This could enable a CDC to co-venture a single large project with an entrepreneur. State and City officials are also exploring ways in which a CDC might package several lesser business improvements, too small individually to benefit from C.A.R.D. financial incentives, into a master project of sufficient magnitude.

STOREFRONT IMPROVEMENTS. The City plans to make significant new resources available for storefront improvements in the Lower Mills Business District; this is discussed in the next section. These resources can be used most creatively and effectively if organized by a CDC.

MANAGEMENT OF THE BUSINESS DISTRICT. Small business districts are coming to realize that one advantage enjoyed by shopping malls is their collective management -- common parking, coordinated sales, jointly purchased security and advertising. A CDC could be the vehicle that brokers and implements such working agreements among the merchants of Lower Mills. A particular early-action task for such a group could be the negotiation of a fair, mutually beneficial lease arrangement whereby excess parking spaces at Hillside Market are used by merchants and their employees, freeing on-street spaces for customers.

## What Could a Lower Mills Community/ Local Development Corporation Do?

It could channel important financial assistance to local businesses, including:

- Federal small business loans and guarantees
- State "CDFC" equity working capital and loans.

It could develop or co-venture a project of its own, using:

- Low-interest mortgage financing
- State mortgage guarantee.

It could coordinate storefront improvements, sale days, advertising, security, and parking within the Business District.

## A Parking Strategy for Lower Mills

Eliminate on-street welfare parking when the Welfare Office is relocated.

Eliminate curbside truck activities at the eastern mills.

Create new off-street parking at Heritage Park Visitor Center.

Contain all parking generated by reuse of the mills within the mill property.

Negotiate use of excess spaces at Hillside Market for merchant employee parking, freeing up on-street spaces for customers.

## The Storefronts

# 4

A principal reason for the public streetscape improvements and the new financial incentives is the hope that the merchants and commercial property-owners of the Lower Mills Business District will upgrade their businesses. Major interior improvements should be pursued through the SBA, CDFC, and CARD mechanisms discussed in the previous section. But there is something that can be done almost right away, and it will make a real difference in how potential shoppers feel about Lower Mills -- the improvement of the storefronts.

Like the public streetscape, the storefronts have fallen into the conventional, unattractive mold of tired local business districts. The storefronts simply do not fit together attractively. This is ironic and unnecessary because so many Lower Mills commercial properties have in fact been retenanted and improved. But signs of every description still cry out in complete non-relationship to one another; billboards still hide the church spires, the mills, the trees, and the sky from the eye of the shopper; awnings are still mostly a thing of the past; and the good, solid 1920's storefront architecture is covered by tin, plastic, and false stone. None of this is disastrous, but combined with the drab streetscape, it's nothing special either. And that is what the merchants and commercial landlords of Lower Mills should have -- something special, something that will attract shoppers who don't have to come to Lower Mills.

Streetscape improvements and the new financial incentives outlined here are designed to encourage merchants and commercial property owners of the Lower Mills Business District to upgrade their businesses.

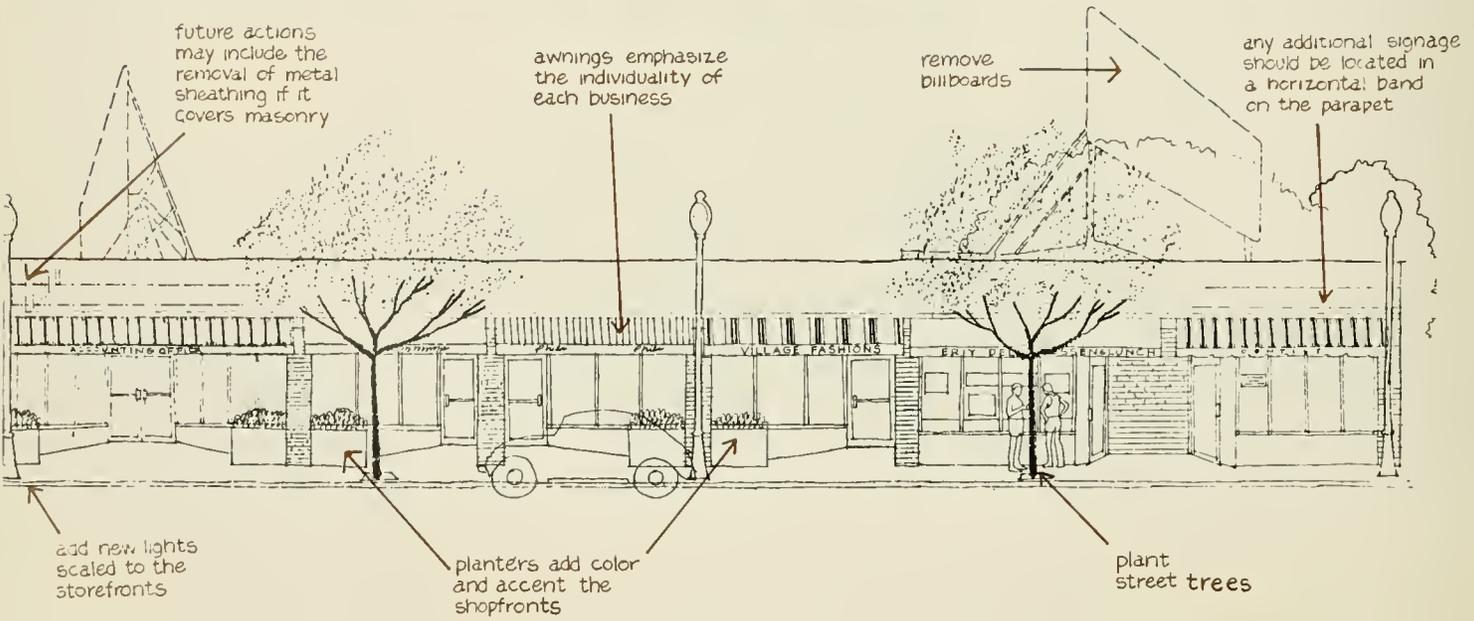
The merchants and commercial landlords of Lower Mills should have something special—something that will attract shoppers who don't have to come to Lower Mills.

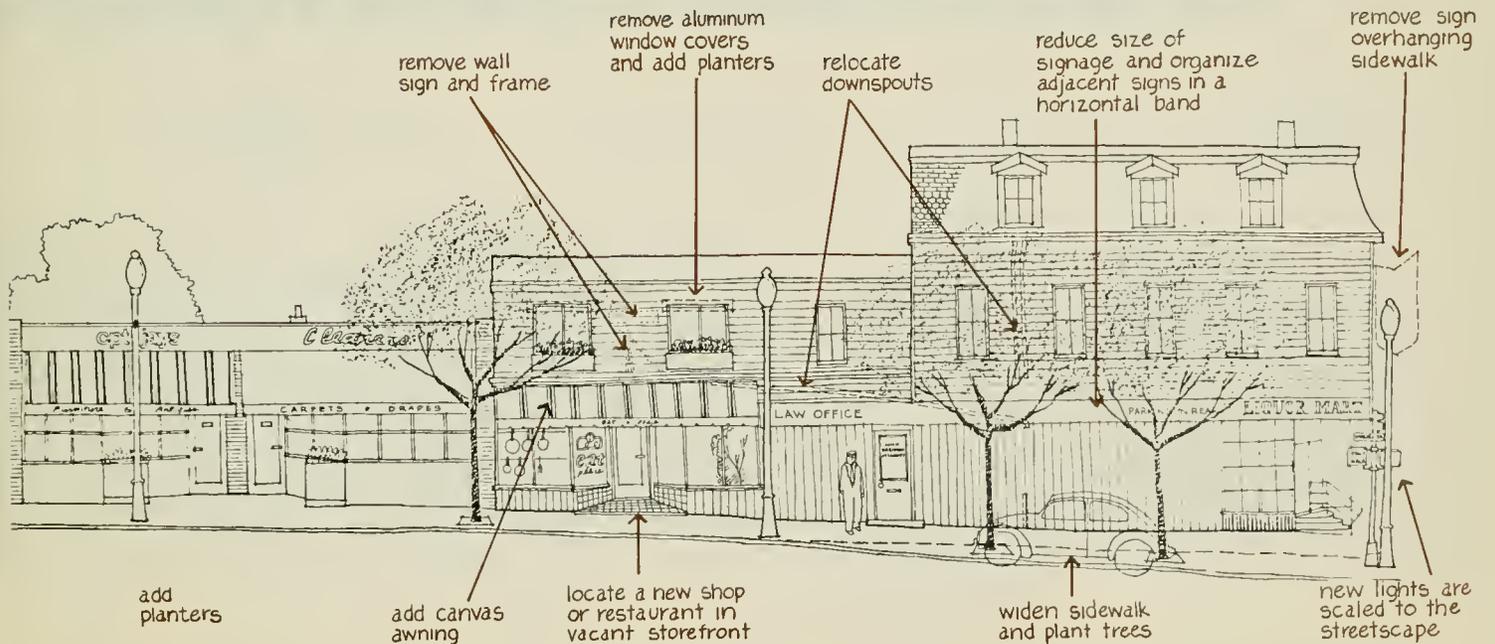
In order to insure that the Lower Mills effort has credibility and momentum from the outset, an additional commitment has been made—up to \$50,000 over the next two years to Lower Mills alone.



Skidmore, Owings and Merrill, the architectural firm associated with the preparation of this report, has prepared the storefront design suggestions shown here. They are only suggestions, but through a process already underway in other Boston neighborhoods, they can become the basis of community-adopted guidelines for publicly-assisted storefront improvements. The oppor-

tunity will be created for many businesses to undertake improvements at once, creating a common design theme which blend into the new streetscape -- and which makes it irresistible for visitors to the revitalized Mills to cross Pierce Square and do some shopping or eating. Recently, in communities as diverse as Arlington and Chelsea, coordinated storefront improvements have made a dramatic difference, to the eye and at the cash register.









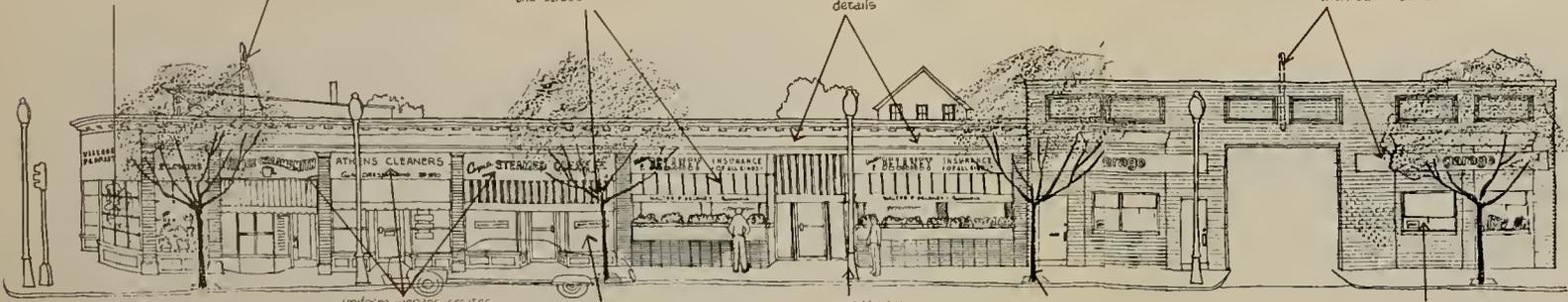
smaller glass panes are better scaled to the buildings

remove unused sign frame

awnings add shelter, variety, and a sense of continuity along the street

remove wood and metal sign board to reveal building details

replace overhanging sign with horizontal signage coordinated with other storefronts



uniform signage creates visual continuity. Use a minimum number of words on signs.

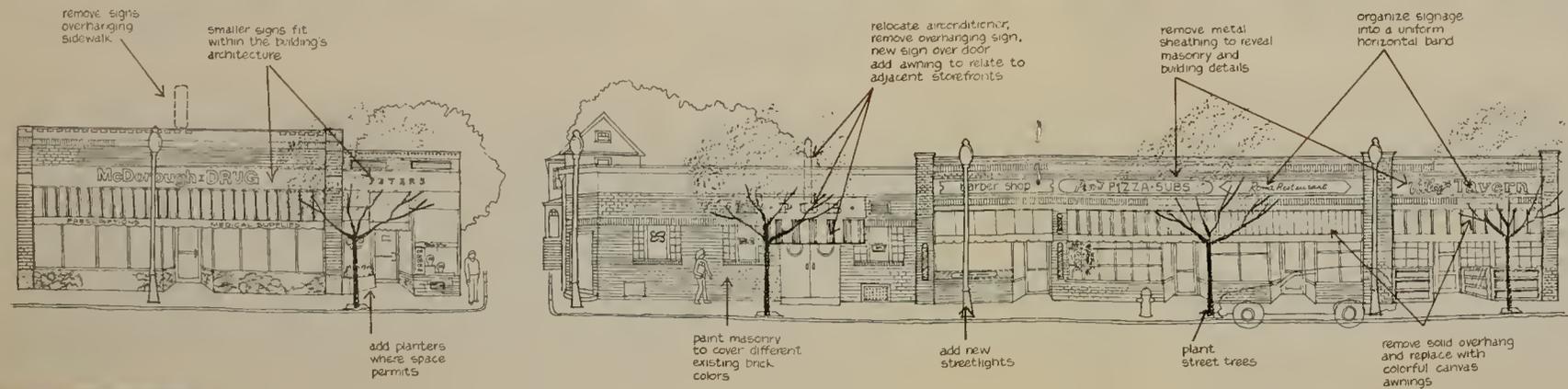
simplify store window signage

add new streetlights

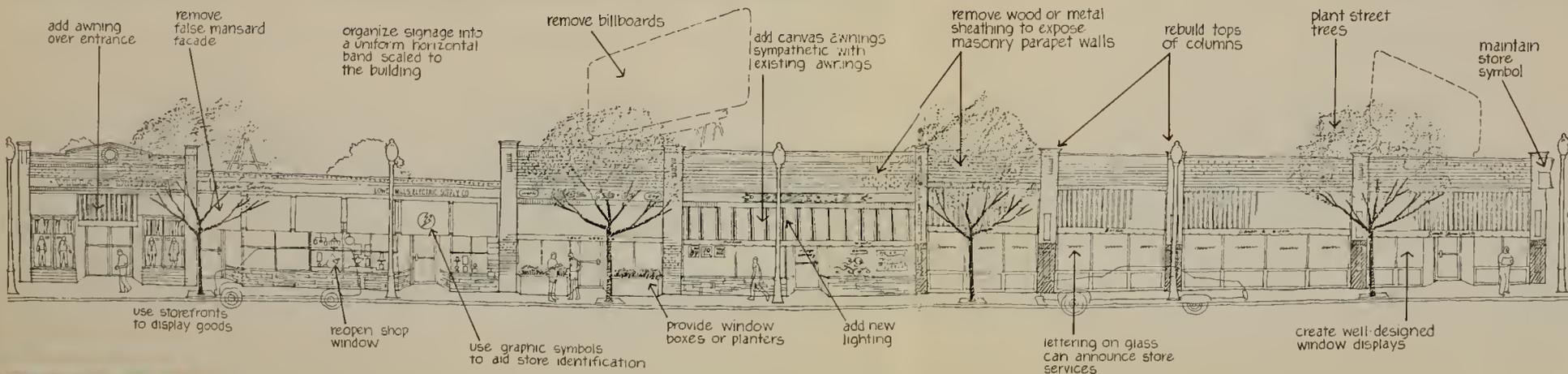
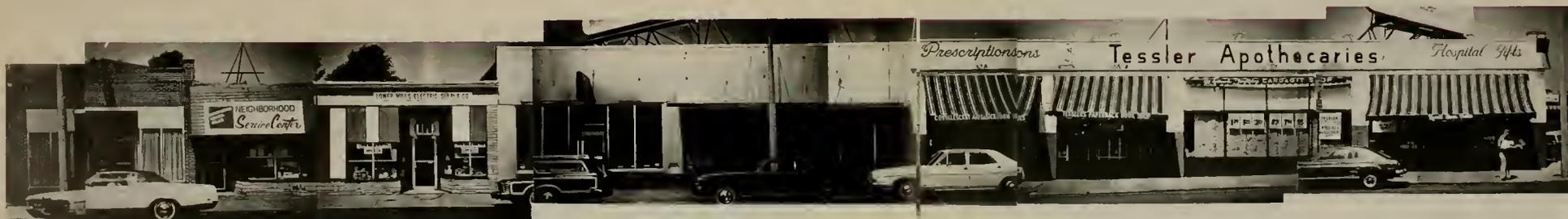
add street trees

new windows display services and reduce the scale of the facade.









add awning over entrance

remove false mansard facade

organize signage into a uniform horizontal band scaled to the building

remove billboards

add canvas awnings sympathetic with existing awnings

remove wood or metal sheathing to expose masonry parapet walls

rebuild tops of columns

plant street trees

maintain store symbol

use storefronts to display goods

reopen shop window

use graphic symbols to aid store identification

provide window boxes or planters

add new lighting

lettering on glass can announce store services

create well-designed window displays

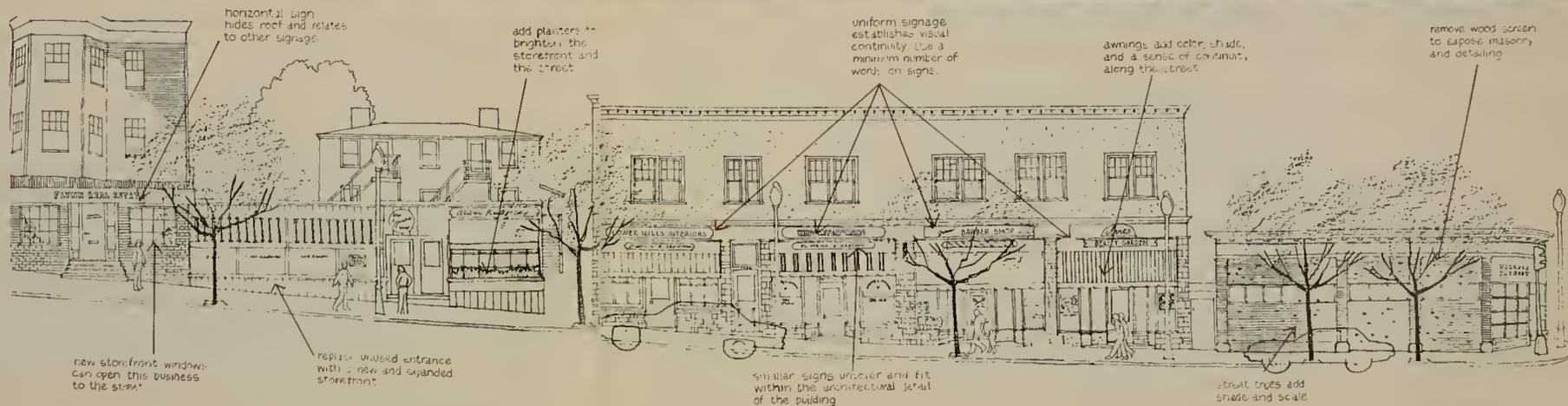


### Funding Strategy

This year, the City has established the Dorchester Business Development Program, which will support private improvements by rebating in cash 20% of the cost, up to a maximum rebate of \$2,000. Commercial property owners wishing to take advantage of the program are also entitled to \$250 in free architectural services, and City loan packagers are available to help the owner obtain the remaining 80% of the project financing at the most favorable terms. Available to all of the Dorchester business districts, the Program has a first-phase funding commitment of \$50,000 -- enough to make a start.

In order to insure that the Lower Mills effort has credibility and momentum from the outset, an additional commitment has been made - up to \$50,000 over the next two years to Lower Mills alone. At \$2,000 per storefront, plus architectural costs, a minimum of 25 businesses can be assisted for a minimum total of \$250,000.

If a Lower Mills Community Development Corporation were formed, combining CDC and LDC functions, many of the loan packaging functions which would otherwise be performed by City personnel could be performed locally. Moreover, this CDC could bring new resources to the program by hiring an architectural firm and a contractor to do work in bulk, and perhaps by obtaining the services of CETA workers to perform some of the basic preparatory tasks.



## Washington Street Gateway 5

With the new branch library about to become a reality, the Lower Mills Business District will have but one real eyesore -- the burnt-out former Knights of Columbus Building at the corner of Morton, Washington, and Richmond Streets. Addressing



Existing Knights of Columbus site

this problem will become all the more urgent when the existing home of the branch library is vacated -- the historic 19th century brick building right across Richmond Street. Together, these two buildings can be reused to form an attractive, job-creating cluster at this key gateway corner. On the other hand, if nothing is done at the K of C site, the City's ability to prevent vandalism and disrepair from overtaking the old library building as well will be severely taxed.

We propose that the City and the community begin planning at once for the reuse of both buildings, and the provision of appropriate public amenities to enhance the overall appearance of the corner. Professional and government offices should be considered the preferred uses for both structures. Both are already zoned for business and service uses. The eventual appearance of the corner is suggested in the plan shown here.

The present owner of the Knights of Columbus building is exploring the reconstruction and expansion of the structure as a professional office building. If he can present a design which is compatible with the attractive residential surroundings and with the historic quality of the old library building, if he can work out a satisfactory parking agreement with the neighboring Methodist Church, and if he can assemble the financing, he should be given every encouragement to proceed. Reuse alternatives for the old library building itself should be considered over the next several months, and a decision made no later than this winter.



Existing Branch Library - 19th Century Brick Structure

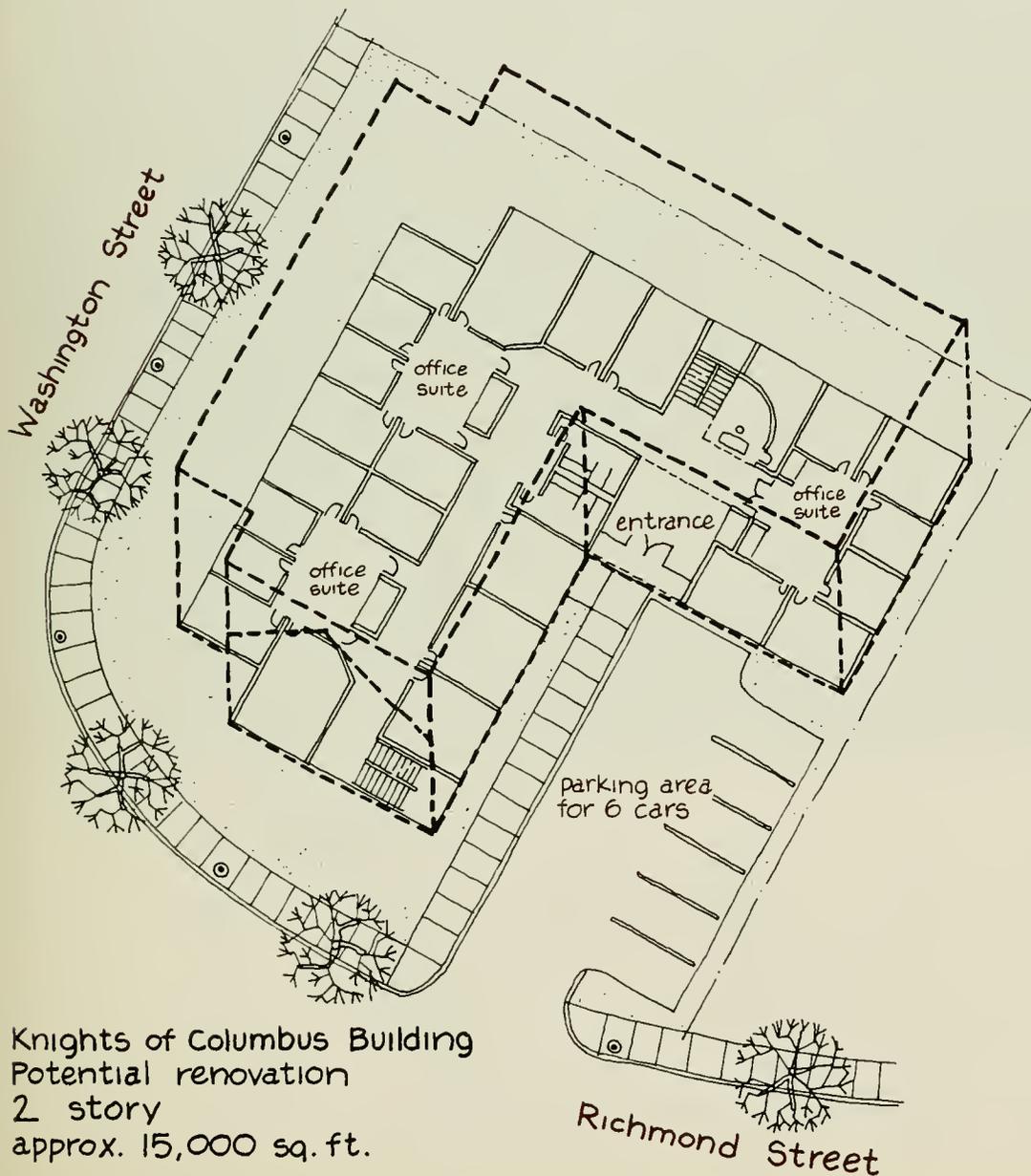
## Funding Strategy

For the Knights of Columbus Building, the private rehabilitation costs are estimated to exceed \$750,000. C.A.R.D. financial incentives -- a low-interest mortgage, a state mortgage guarantee, and the Urban Job tax credit -- should all be applicable to this project. The considerable savings which these mechanisms create at the development end can be reflected in the rents which

will have to be charged to office tenants. For the Lower Mills Business District, this project would be a valuable demonstration of the utility of the C.A.R.D. financial incentives.

For the old library building, should a private office re-use be chosen rather than continued governmental use, two financial benefits would apply. First, the C.A.R.D. could provide a mortgage guarantee for the rehabilitation of an existing building, and if the project costs were high enough, revenue bond mortgage financing might become practical as well.

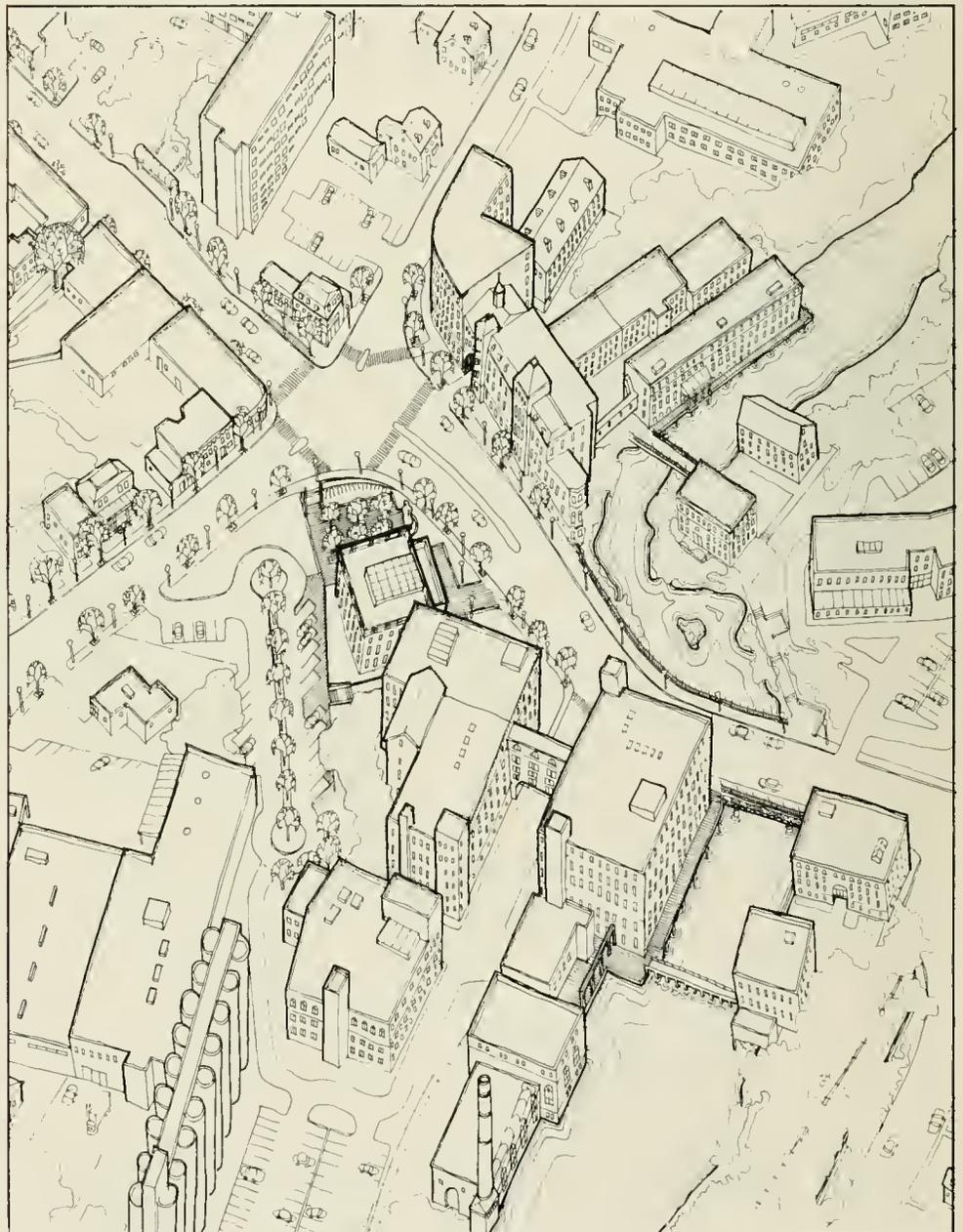
Secondly, if the building were listed on the National Register of Historic Places, a series of Federal tax incentives for preserving and rehabilitating the structure would come into play.



## Mills Complex

The revitalization strategy for the Baker Mill complex consists of two sets of actions which, although intimately related in a physical and functional sense, must be clearly distinguished from each other in terms of actors and roles. The two elements are: the private reuse of the mill buildings themselves by their owners, and the public creation of a Heritage Park to envelop the Mill area. The Heritage Park, a major regional recreational amenity, will include

not only the immediate Mill area, but extensive improvements along the Neponset River both east and west of the Mills. Within the Mill area, the purpose of the Park will not be merely recreational, but decidedly economic as well. It is intended to enhance the marketability for private investment of the Mills complex and of the existing Business District.



Birds eye view of Lower Mills with streetscape improvements, Heritage Park Visitors Center and Parking, Hannon Park, pathways along the River and Mill reuse complex.

The Heritage Park, a major regional recreational amenity, will include not only the immediate Mill area, but extensive improvements along the Neponset River both east and west of the Mills.



1910 photograph showing left to right the Adams Street Mill (1888-89), the Pierce Mill and the Preston Mill (1903), and the Ware Mill (1902).

## Private Reuse of the Mills

### Reuse Ideas and Guidelines

# 6

In its entirety, the Dorchester portion of The Baker Chocolate Mills covers 14.3 acres of land, extending from Central Avenue to Medway Street. The properties are divided into three ownership sections. The Berger Manufacturing Company on the west and the Fabreeka Manufacturing company on the east occupy several buildings each in single-user light industrial operations. At this time both of these important manufacturing employers seem firmly established in the Mills.

A more complete and diverse use of the Mills would clearly benefit not only the owners, but also the Lower Mills Business District and the many Lower Mills residents who would find new and better jobs in the village center.

The owner and historic preservation experts agree that the gray paint applied to the Mills in the 1960's should be removed.



Between Berger and Fabreeka is the core of the Mills complex, eleven buildings containing 523,800 square feet of gross building space on 8.5 acres of land. A partnership of five individuals owns these properties, which include the most visually dramatic of the Baker Mills, those which line the Pierce Square frontage of Washington and Adams Streets, and the Adams Street bridge over the

Neponset River. The interior of the complex includes two attractive courtyards and at least 300 parking spaces, and enjoys direct access to both Adams Street and Central Avenue. The majority of the space in these properties is occupied on a short-term lease basis, with most of the 30 tenants and 600 employees in the garment and other light industries.

The owners of the Mills are exploring ways to utilize them more fully and profitably. A more complete and diverse use of this space would clearly benefit not only the owners, but also the Lower Mills Business District and the many Lower Mills residents who would find new and better jobs in the Village center. The owners have indicated a strong desire to:

- preserve and respect the historic integrity of the Mill buildings;
- coordinate their rehabilitation activities with the creation of the Heritage Park and other public actions in the Village center;
- restrict any retail uses to those which are complementary rather than competitive with existing merchants;
- upgrade and diversify their tenants gradually, retaining existing jobs wherever possible and avoiding sudden displacements.

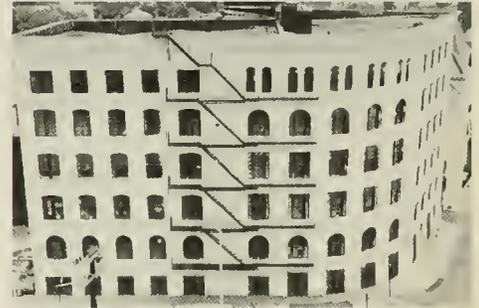
Several specific new uses have been discussed in recent weeks by the owners, the City, and the community, and all are worthy of continued exploration. They include:



Prime restaurant site along the River

**RESTAURANTS.** The south Dorchester area has no restaurant serving a regional market, and it is widely agreed that the Mills represent a unique opportunity to establish one. An early restaurant commitment would also demonstrate the marketability of the complex as a whole. The now vacant power plant in the west courtyard has been identified as the prime restaurant site, with a 70-foot ceiling, windows nearly that high, and space for a river-view patio. The Mill owners are eager to participate in the preparation of this site. A secondary site, which could house a restaurant in the future, overlooks the River on the east side of the bridge.

**MARKET HOUSING.** The upper floors of the buildings east of Adams Street are considered an unusually attractive site for market rate rental housing or condominiums.



Potential New Market Rate Housing

**RETAIL.** The existing Business District has a concentration of service and food-related businesses. While two supermarkets and a discount drug outlet are located in Lower Mills, there is neither a department store nor a series of specialty stores. Some of this gap can be filled by new retail activities on the street floor of the Mills east of Adams Street.



Continued Industrial Use

**LIGHT INDUSTRY.** In addition to rearranging and retaining some of the existing light manufacturing tenants, the owners plan to explore the recruitment of a high-technology industrial firm for part of the space on the west side of Adams Street.

**OFFICES** can be created in other portions of the west-side buildings.

**HYDRO-ELECTRIC POWER.** The Baker complex includes a long-inactive dam on the Neponset River, the original power source for the early mills. If rehabilitated as a hydroelectric generator, this dam is estimated to have a capacity of 246 kilowatts. Under new and pending Federal and state programs, funds will be available for feasibility analysis and construction seed money, and the procedures governing licensure of hydro plants and the distribution of their power will be simplified. An estimated \$1,300,000 would be required to construct the necessary generator facilities at Lower Mills, and the electric power could be used to run industrial and commercial operations in the complex or sold to a utility company. Industrial revenue bond financing could be used for construction, if the feasibility analysis warranted implementation. The hydro potential should be thoroughly explored.



The owners and historic preservation experts agree that the gray paint applied to the Mills in the 1960's should be removed. This could be done through the State Department of Environmental Management which would secure a facade easement as part of the Heritage State Park program, or by the owner and the City with assistance from the Massachusetts Historical Commission.

## Proposed New Uses for the Baker Mills

A Restaurant (or two)  
Market Rate Apartments or Condominiums  
Street-Floor Retail Shops  
High Technology  
Light Industry  
Offices  
Hydro-Electric Power

## Financial Incentives Available for the Reuse of the Baker Mills

Low interest mortgage loans through tax-free revenue bonds.  
State guarantee of top 20% of a private mortgage.  
Relief from higher City property taxes through an equivalent state tax credit.  
Five-year amortization of historic building rehabilitation costs or a 10% investment tax credit on rehabilitation costs plus accelerated depreciation of the complete rehabilitation project.

## Funding Strategy

Five key financial incentives are available to any developer of these properties, and the savings can be passed on to end users. The state financing tools introduced in the earlier discussion of the C.A.R.D. program will be available to both industrial and commercial projects within the Baker Mills complex.

- a) Tax-free revenue bond financing, applied to a multi-million dollar development, can easily save \$100,000 or more in annual debt service costs. By eliminating the Federal income tax liability of the mortgage lender/bond holder, this mechanism allows that lender to lower his rate of interest by as much as two to three full points.
- b) A guarantee of the top 20% of a private mortgage by the Massachusetts Industrial Finance Agency can prove to be the final reinforcement required to close a deal.

- c) Under the Urban Job Incentive program, a Massachusetts corporation can write itself a state corporate excise tax credit equivalent to the difference between the actual property tax liability of a project in Boston and the hypothetical tax bill which would have arisen had the statewide equalized average property tax rate applied. This provision can effectively reduce the property taxes on an industrial or commercial development in the Mills complex by over \$70 per thousand dollars in assessment.

The other incentives arise from Federal Tax Code revisions instituted in 1976 and 1978, designed to reward developers who preserve and recycle historic buildings. The eligibility mechanism -- listing the structures on the National Register of Historic Places -- is in process; the Boston Landmarks Commission has prepared, and will submit to the Federal Government this year, the necessary appli-

- cation. A rehabilitation project, can elect either of:
- d) complete amortization over five years of all Federally-certified rehabilitation work, or
- e) a 10% investment tax credit for all rehabilitation costs plus accelerated, rather than normal, depreciation on the entire development.



## Heritage Park at the Mills

The establishment of Heritage Parks is a new state program intended to highlight the unique history, architecture, and way of life of an urban center, in order to promote not only recreational and educational activity, but economic reinvestment as well. The program began earlier in this decade at the canals and mills of Lowell when that City decided to forego traditional urban renewal, with its demolition and symbolic denial of the past, in favor of preservation. Bringing a major recreational facility to the heart of an older city and stimulating private investment, were the twin goals, and both have paid off handsomely, not only in the downtown, where the Park is located, but in the surrounding neighborhoods as well.



The Lowell model has taken hold elsewhere in Massachusetts with the designation of a second Heritage Park on the Fall River waterfront in 1978, and then with a statewide competition which has resulted in the designation of six additional Parks from North Adams to Lynn. A neighborhood village center in Boston would be an ideal addition to the statewide program, and with its unequalled mixture of architectural riches and natural riverfront, Lower Mills is considered a prime candidate by City and State alike.

The funding for a Heritage Park is derived from a state bond issue and administered by the State's Department of Environmental Management. The state's monies are allocated by the major cost items required to develop and operate the facility.



## Visitor Center and Museum

# 7

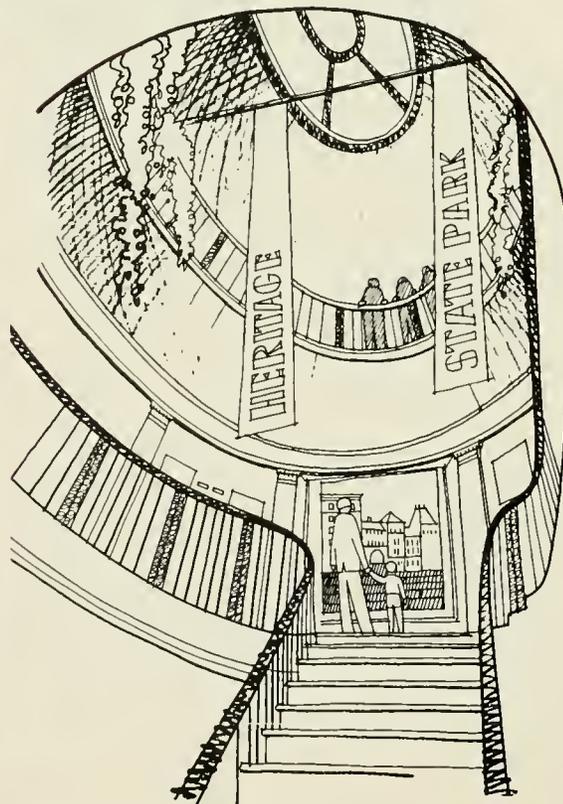
All of the Heritage Parks presently in design have as a focal point a visitor center and museum, which serves to provide visitors with basic information about the park environs and to tell the story of the park district through a series of exhibits, slide shows, historical memorabilia, and the like.



The site suggested for the Lower Mills Visitor Center is the former administration building of the Baker Chocolate Company. This structure

presently houses the Dorchester field offices of the Massachusetts Department of Public Welfare, and these facilities must be relocated within Dorchester. Parking for the Visitor Center will be provided in an attractive, landscaped lot behind the building. As an added benefit, on-street parking for the Welfare Office, a serious impediment to traffic flow and adequate parking for merchants, will be eliminated when the building use changes. The Department of Environmental Management, which will establish and operate the Visitor Center, can either purchase the building from the Mill owners, or secure a long-term lease.

The Administration Building has been chosen for two reasons. First, it is a visual focal point for the entire Mills complex, and its interior is architecturally appropriate for the information and exhibit functions. Second, the location of this building is ideal from the standpoint of reinforcing the



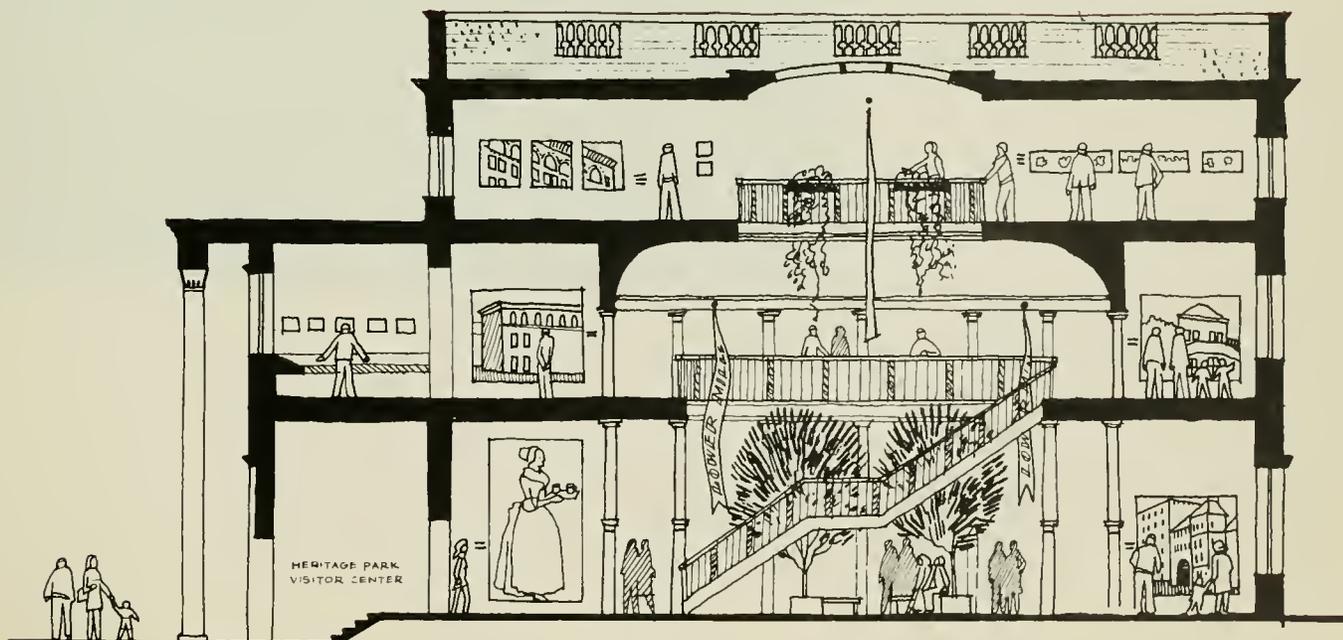
connection between the Mills complex and the Business District. The Center, its parking lot, and the new park associated with it are designed to face across the Square to the Business District rather than into the Mills alone. This is important. The central park facility will thus provide an economic boost to both the Mills complex on the south and the existing business district to the north.

The Center's exhibits will tell the entire story of Lower Mills -- the natural setting, the original mill activities, their eventual incorporation into the Baker facilities, the evolution of the Village, and the succession of ethnic groups and cultures who have come there.

The site suggested for the Lower Mills Visitor Center is the former Administration Building of the Baker Chocolate Company.

It is a visual focal point for the entire Mill Complex, and its interior is architecturally appropriate for the information and exhibit functions.

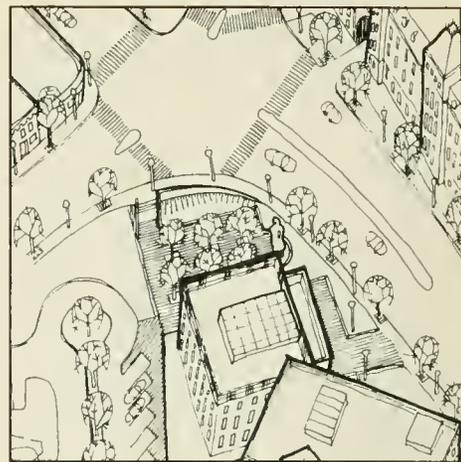
The location is ideal for reinforcing the connection between the Mill Complex and the Business District.



## Hannon Park

# 8

Associated with the Visitor Center is a major landscaping project - to be known as Hannon Park after John Hannon, an Irishman, who in 1765 first converted a local mill structure to the production of chocolate. Hannon Park will identify this corner as the focus of the State Heritage Park and reinforce Pierce Square as the link between the Mills and the merchants. The wooden frame structure which hides the Administration Building from the Business District should be acquired by DEM and demolished, opening up the sight lines and expanding the area available for Hannon Park. Extensive landscaping will improve the grounds of the Visitors Center and the screened parking lot to be constructed off Washington Street. There will be trees, specialized plantings,



benches, period lights, and structured walkways. Sculptures, including a recreation of the old Baker symbol, "La Belle Chocalat," will be installed. The Visitor Center and Hannon Park will make an important new statement in the physical environment of Lower Mills.



## Walking Tours

# 9



The full story of Lower Mills is the story of how the river, the Mills, the Village center, and the neighborhood interact. The opportunity to tell this story is enhanced by the close mutual proximity in which these key elements are found. As part of the Heritage Park, DEM, with the help of the Local Advisory Committee, will establish a system of interpretive kiosks, signs, and trails throughout the Mills and their vicinity.

Walking tours of the Park environs will begin at the Visitor Center and lead along a number of documented routes. One will take visitors north and west, to the Business District, the historic houses of Washington Street, the churches, and Dorchester Park. Another will guide architectural buffs and industrial historians through the details of the Mill complex itself, which represents the evolution of a major Boston architectural firm and a major New England industry. Yet another will encourage visitors and residents alike to explore the remarkable natural setting of the Village center on the Neponset.



## Riverfront 10

In an area such as Lower Mills, the adaptation of the physical environment to meet man's developmental needs often obscures the distinction of the natural advantages which produced it. Yet it is important to remember that there were specific features of the original landscape that encouraged settlement, growth, and change in this area of the Neponset. Most prominent of these were the falls, the S-shaped river pattern, the navigability of the river up to the gorge, and the narrowness of the river channel. All of these can be appreciated within a very short distance of the Visitors Center and Museum.

In order to make these riverfront features accessible to pedestrians, the pedestrian bridge which links the

Boston and Milton mill buildings just east of Adams Street should be rehabilitated for Park use. A walkway, attached where necessary to the River edge of the buildings, should be developed, preferably on the Dorchester side of the River, extending from Adams Street westward to Central Avenue, and eastward to a scenic picnic grove located just beyond the MBTA river crossing. Those who proceed along this eastern walkway will be rewarded with views of the gorge, the boat basin, the downriver marshes, and the grove itself. For users of the western walkway, the old dam should be rehabilitated as a visual amenity.



## The Larger Riverfront Setting: Heritage Park Along the Neponset

The uniqueness of the Lower Mills Village center will fully justify, in and of itself, the State's investment in a Heritage Park at the Mills. Nonetheless, Lower Mills is but one of a remarkable series of attractions which line the Neponset from its origins in the Blue Hills to its terminus at Dorchester Bay. As has happened in so many other urban waterfront settings, private ownership and development of the riverbanks have in many places screened off this potential recreational resource from the people who should most enjoy it -- the residents of Dorchester, Mattapan, and Milton.

It doesn't have to be this way. The Metropolitan District Commission and other public bodies have preserved public ownership and access along much of the Neponset river edge, particularly on the Boston side. A series of relatively simple public expenditures for access and recreational development could repair the broken links and create a linear riverfront park with Lower Mills at the center.

A principal recommendation of this report is to use the Heritage Park planning process as an opportunity to focus on these critical riverfront facilities. Heritage Park funds should also be considered as one source of implementation financing. Management of this extended riverfront park system should



remain with the MDC once development is complete. While our recommendations for these extended improvements are necessarily less specific than in the core park at the Mills, certain basic distinctions are clear.

The Heritage Park at the Mills emphasizes concentrated, active, largely educational activities in facilities that are built, while the Heritage Park along the Neponset emphasizes diffuse, passive, recreational activities in an environment that is natural. The Park at the Mills is intended to draw visitors and stimulate the economy of the Village center, while the Park on the Neponset is intended principally to afford recreational opportunities to people who live in the nearby neighborhoods.

While future MDC plans should encompass the Neponset's entire length, a reasonable scope for the extended Riverfront phase of the Heritage Park is the segment of the River between the MDC River Street playground near the Mattapan City Hospital on the west, and the area of the Keystone Building and the Hallett Street dump site on the east, where an MDC recreational facility of some sort is likely to be established.



# Walking, Jogging, and Biking 11

The Neponset riverfront offers a continuous opportunity for bicyclists, walkers, joggers, and is served at several points by the Red Line trolley extension. Pathways should be created on the higher riverbanks and along the marsh edge; access to these pathways should be created in accordance with the recommendations of the recent City report on Boston's Urban Wilds, which identifies several key acquisitions or easements. The pathways themselves should be constructed with sensitivity to the area's fragile environmental features by remaining off the wetlands and by taking advantage of bridges and archways already in place.

Between Butler Street and Cedar Grove, the Red Line trolley curves northward, leaving a pair of former Old Colony freight tracks running along the marsh edge. This spur is used but minimally,

and if an alternative means of serving its users can be found, the lengthy process of track abandonment should be attempted. This would allow eventual public acquisition of the right-of-way, and its conversion to part of the linear park system. In the interim, an easement on the dry-land side of the tracks should be sought.



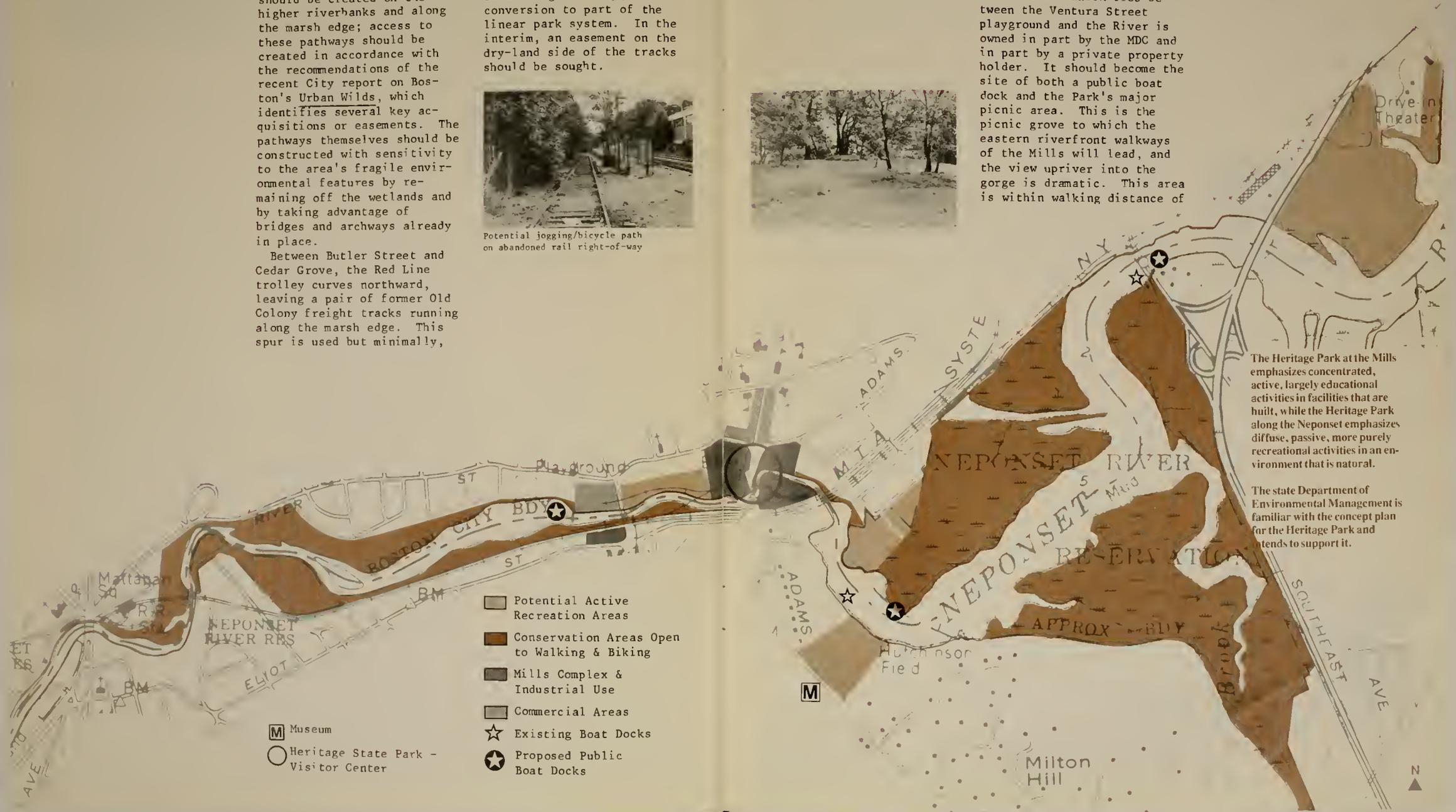
Potential jogging/bicycle path on abandoned rail right-of-way

# Boating and Picnicking 12

Just east of the Heritage Park at the Mills, the opportunity exists to create attractive boating and picnicking areas on both sides of the River. In Dorchester, the hillside which lies between the Ventura Street playground and the River is owned in part by the MDC and in part by a private property holder. It should become the site of both a public boat dock and the Park's major picnic area. This is the picnic grove to which the eastern riverfront walkways of the Mills will lead, and the view upriver into the gorge is dramatic. This area is within walking distance of



Private ownership and development of the riverbanks have screened off this potential recreational resource from the people who should most enjoy it—the residents of Dorchester, Mattapan, and Milton.



The Heritage Park at the Mills emphasizes concentrated, active, largely educational activities in facilities that are built, while the Heritage Park along the Neponset emphasizes diffuse, passive, more purely recreational activities in an environment that is natural.

The state Department of Environmental Management is familiar with the concept plan for the Heritage Park and intends to support it.

the Butler Street MBTA station and the existing MDC playground rounds out the potential facilities.

On the Milton side, Hutchinson field, which lies on a Hillside between the China Trade Museum and the River, is already owned by the Trustees of Reservations and is available for viewing the Neponset and picnicking. A new public boat dock should be built nearby, as shown on the map.



The River is navigable up to the gorge, and therefore all kinds of low-draft pleasure craft can use the areas east of the Mills. The City and the MDC are seeking Army Corps of Engineer participation in a major dredging project for the 1980's.

West of the Mills, the Neponset is not navigable, and its character should not be changed by dredging or damming. Canoeing, however, appears feasible, and the public boat dock shown just west of Central Avenue is a proposed canoe facility.



Looking West up the Neponset River

## Funding Strategy

The elements of the Heritage Park, at the Mills and on the Neponset, are estimated to carry the acquisition, design, and development costs indicated on the accompanying chart.

The state Department of Environmental Management is familiar with the concept plan for the Heritage State Park, and intends to support it. The formal process -- the appointment of the local Advisory Committee and the beginning of Master Planning -- can begin as soon as Legislative language is passed adding Lower Mills to the

list of authorized Heritage Parks. This step can possibly be taken this year. In the event that portions of this Park program cannot be funded by DEM through the Heritage Park system, three alternative funding sources should be explored:

Federal Land and Water Conservation matching funds to DEM, from the Heritage Conservation and Recreation Service.

State "Urban Self-Help" funds, awarded to the City by DEM.

For the extended Riverfront elements outside the Mill area, MDC bond funds.

## Heritage Park Improvements

\$

### INTENSIVE USE ZONE

Visitors Center Interior Rehab	765,000
Visitors Center Exterior Rehab	420,000
Exhibits	306,000
Hannon Park	
Parking	50,000
Park Trees	20,000
Other Landscaping	25,000
Sculpture	50,000
Lighting	40,000
Pierce Square	
Relocate curbs and prepare surface	8,000
Install brick sidewalks & plazas	45,000
Brick crosswalks	20,000
Island paving	12,000
Period lighting	40,000
Street trees	40,000
Benches & planting	20,000
Footbridge	45,000
Bridge repair	80,000
Facade renovation	500,000
Dam renovation	200,000
Fish ladder	175,000
	subtotal 2,861,000

### EXTENSIVE USE ZONE

Pedestrian walking & jogging areas	
Picnic areas	
Boat ramps	
Bike paths	
Acquisition and access ways	
Information kiosks and graphics	
	subtotal 1,500,000

TOTAL

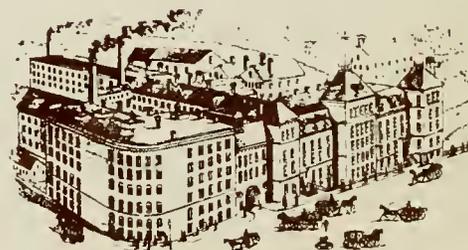
4,361,000

# Conclusion

The proposals in this Revitalization Strategy for Lower Mills are not appearing for the first time. They have been discussed, in considerable detail, with community leaders and residents, City and state agencies, merchants, the Mill owners, the local press, and the neighborhood's elected officials. The proposals involve real actions which real individuals and agencies should be prepared to take.

Not all of these actions can be implemented right away. But by the beginning of 1980, Lower Mills could have a C.A.R.D. plan approved and at least two commercial projects prepared to use it -- the reconstruction of the Knights of Columbus Building and the creation of a quality restaurant in the Mills. Design of the public streetscape improvements in the Business District could be nearly complete, and work ready to begin. Some merchants could be ready to begin publicly-assisted storefront improvements by then. By next Spring, planning could be underway for an authorized Heritage Park. The recreation of Pierce Square could be in design, and community residents could be working side by side with the City and State to plan a Visitor Center, a new Hannon Park, exhibits, and walking tours.

In the last analysis, this document must serve as more than a blueprint for the public sector. If every single public action proposed in this Revitalization Strategy is implemented, and no significant private reinvestment in Lower Mills occurs, we will all have failed. This document can tell the private sector what Lower Mills has to offer -- a viable Business District which can become stronger, a Mill complex of unmatched beauty which can accommodate new commercial and industrial activity, and a program of public improvements and incentives which make investment in Lower Mills an attractive prospect.



In the last analysis, this document must serve as more than a blueprint for the public sector. If every public action proposed in this Revitalization Strategy is implemented, and no significant private investment in Lower Mills occurs, we will all have failed.

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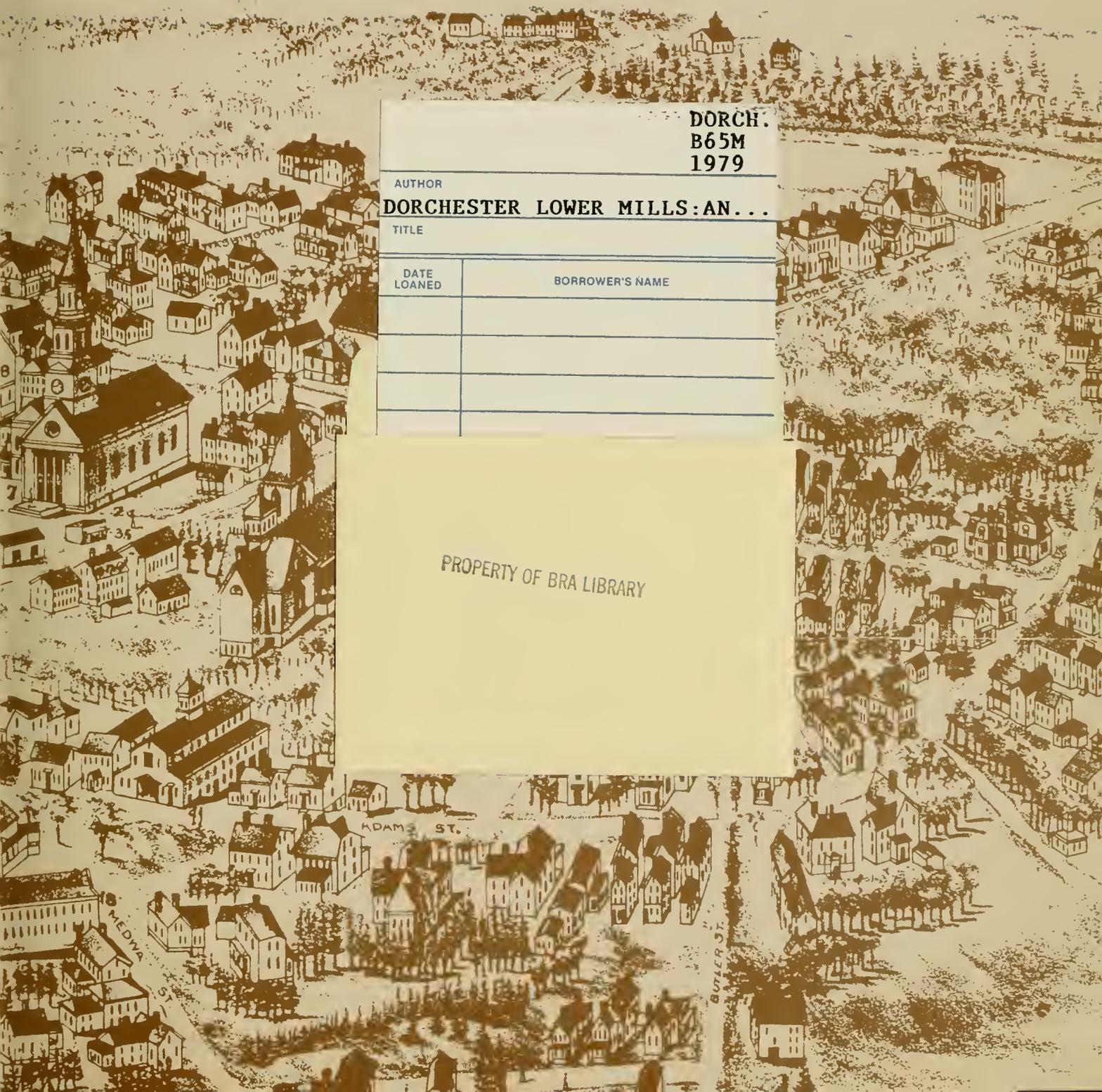
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