

**A NATIONAL PARK AREA**

**BOSTON  
HARBOR  
ISLANDS**



**minutes away. worlds apart.**

**BOSTON HARBOR ISLANDS NATIONAL PARK AREA  
IN 2016**

**STRATEGIC PLAN**

**Adopted by the Boston Harbor Islands Partnership September 15, 2009**

## EXECUTIVE SUMMARY

This document presents strategies adopted by the Boston Harbor Islands Partnership for collective action between now and 2016, the 20th anniversary of the national park; the end of the life of the park's general management plan; the centennial of the National Park Service; and the tercentenary of Boston Light. The strategies are based in the park's mission goals which, in short, assert the ideals 1) that the harbor islands are protected; 2) that park visitors are satisfied and knowledgeable; and 3) that the Partnership is effective.

This strategic plan has been shaped by general and strategic planning conducted by the Partnership over the past 12 years, by trends affecting America's national parks, and by public involvement. The work to be done falls within five strategic themes.

**Education & Interpretation:** The Boston Harbor Islands Partnership fosters exceptional learning opportunities that connect people to the islands.

**Stewardship:** The Boston Harbor Islands Partnership shows leadership in preserving and restoring treasured resources.

**Environmental Leadership:** The Boston Harbor Islands Partnership demonstrates environmental leadership and a commitment to the principles of sustainability.

**Recreational Experience:** Boston Harbor Islands is a superior recreational destination where visitors can have fun, explore nature and history, find inspiration, and improve health and wellness.

**Professional Excellence:** The Boston Harbor Islands Partnership demonstrates management excellence worthy of the treasures entrusted to our care.

Strategies within each of the five themes are delineated by outcomes and performance measures to gauge success. Action plans for each strategic theme will be incorporated into formal agreements between the National Park Service and the other Partnership agencies to lay out what will be done each year to accomplish our goals.



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## THE BIG PICTURE

Across the nation elected officials, park professionals, and private citizens are challenging Americans to both experience and support parks. In preparing to celebrate the 100<sup>th</sup> anniversary of the National Park Service in 2016, park supporters are being asked to match a proposed one billion dollars in new federal park funding. The September 2009 airing of a six-part, 12-hour documentary directed by Ken Burns—*The National Parks: America's Best Idea*—will reach tens of millions of people. Many will already know of us, but many more will be inspired to get to know us better. Inspired to visit places they have not been; to volunteer; to donate; to work; to learn more about the people that created national parks and continue to shape them.

The Boston Harbor Islands have been a part of the national park system since 1996. When the National Park Service turns 100 in 2016, we also will celebrate the park's 20th anniversary as part of the national system. Between now and then we have the opportunity to expand support for Boston Harbor Islands, keeping in mind the nature of a changing America.

This document presents goals set by the Boston Harbor Islands Partnership for joint action between now and 2016, in order to protect park resources and serve our evolving visitor base.

# The Case for Change<sup>a</sup>

## Listening to Americans

The National Park Service reached out to people to listen to their hopes and ideas for the future of America's national parks. By sharing their thoughts through face-to-face listening sessions, website, and written comments, Americans helped to shape this report.

- Conducted more than 40 listening sessions from Alaska to Florida [one in Boston]
- Received comments online and by mail; heard from 4,500 people
- Considered suggestions from non-profit partners and advocacy, environmental, and recreation groups
- Interviewed park employees and retirees
- Consulted with Members of Congress and state and local officials
- Summarized 6,000 comments

## What We Heard . . .

- 
- A visit to a national park should **cause you to think**, to learn, to experience, and grow.
  - I hope that if and when aliens ever land on this planet, they do not say "Take us to your leader." Rather, they say "**Take us to your national parks.**"
  - National Parks play an important role in both domestic and international tourism. They represent **what is right** with the United States. Or at least they should.
  - Opportunities need to be **available for youth** not only to visit national parks, but to get their hands dirty and serve.
  - Allow people to experience a landscape that is free of modern noise and distraction. Many places can offer noise and bustle. Very few offer **tranquility**.
  - National Parks must reflect the best of the American people in all of their **diversity**. They should be places where skin color differs, where multiple languages are spoken, where program content reflects cultural experience, and where people with physical disabilities are able to have a true wilderness experience.

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<sup>a</sup> Excerpts from The Future of America's National Parks: A Report to the President of the United States by the Secretary of the Interior Dirk Kempthorne. National Park Service, U.S. Department of the Interior. May 2007.



## And What We Heard in Boston . . .<sup>1</sup>

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- I want my children and grandchildren to be able to experience the unspoiled, well maintained **beauty** that I experience as a child at Acadia and other parks.
  - I hope that the great national resources that are present now at Cape Cod National Seashore will be **protected and enhanced** so future generations can enjoy them as I have.
  - In years to come, I think it would be great for children to enjoy...overnight trips, fishing, skating/sports, history of the islands and, finally, to know the Boston Harbor Islands **belong** to them.
  - I imagine that we can use the parks virtually, that the **parks can come to us**, and that there are multiple ways of providing access.
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## Changing Demographics

National parks need to prepare for a larger, older, and more diverse population that is experiencing cultural changes.

The retirement of the baby boom generation creates more time for them to visit and volunteer at parks.

## Workers Value Time Over Money

Greater leisure time and time with family present an opportunity for national parks to provide meaningful experiences that allow productive and engaging use of these precious hours.

A recent Harris poll found that one-third of Americans expects to have more leisure time in the next five years than they now have. That same poll found that workers wish they had about one more day of leisure per week.

In the 21st century, workers given the choice may trade higher salaries for more time with their families.

## Children Disconnected from the Outdoors

National parks offer an ideal venue to reconnect children with the outdoors through active education and recreation.

The Kaiser Family Foundation reports that young people spend 6.5 hours a day using electronic media.

Surveys also show that 70 percent of mothers played outdoors every day as children, compared with 31 percent of their children.

Studies show that getting kids out of doors, away from television and video games, fosters creative mental activity and concentration and reduces depression.

## **A Wired America**

For parks to remain relevant, especially to young people, they will need to stay abreast of technological change and remain flexible in providing content consistent with visitor expectations.

Paradoxically, to get children outdoors, we must reach them indoors through computers.

The use of handheld wire-less services dominates American society. The use of geo-positioning systems and online social networking is becoming commonplace. This will be replaced by technology not yet imagined.

This technology creates a dilemma for national parks. While some visit parks to escape the latest technology, others expect it to enhance their park experience. Parks must balance technological opportunities with the need to offer sanctuary from the pressures of modern life.

## **The Changing Planet**

Changing climate, weather patterns, sea level, wildlife communities, and regional landscapes will require science-based adaptive strategies and management for our nation's natural heritage to remain intact.

## **Charitable Giving Trends**

The National Park Service has a rich tradition of philanthropic support. Thirty national parks were created through private donations, and many more are enhanced by the contributions of people who care about them. We need to rekindle this tradition.

In 2005, charitable giving exceeded \$260 billion. Causes related to the National Park Service mission—education; health; arts, culture, and humanities; environment; and animals—received \$90 billion.

## ***Park Mission***

The mission, a short narrative that reflects the park's legislated purpose and significance, provides common ground for park management. It describes the management philosophy for the park. Simply stated, the Boston Harbor Islands Partnership exists for two reasons: **to protect park resources and to provide quality visitor experiences**. The park's general management plan expands on this simple concept and establishes a basic philosophy and direction regarding resource management, appropriate kinds and levels of use, general types and levels of development, and boundary issues.

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The mission of the Boston Harbor Islands, a national park area, is to protect the islands as a resource of national significance and to make the island system an integral part of the life of the surrounding communities and region, while improving public knowledge and access for education, recreation, and tranquility within an urban area.<sup>2</sup>

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# ***Boston Harbor Islands: 10 Years of Progress<sup>b</sup>***

## **The Beginning of a National Park**

President Clinton signed the law creating Boston Harbor Islands national park area on November 12, 1996....But was that the beginning of the national park?

As early as the 1880s Frederick Law Olmsted and his protégé Charles Eliot recognized the potential of the islands in Boston Harbor. Olmsted likened Boston to Venice; he envisioned Boston Harbor as a part of the city and significant to its prosperity.

Though Olmsted's and Eliot's proposals were not carried out, a few islands were dedicated to park use in the mid-1900s. Then in the 1970s U.S. Senator Ted Kennedy and State Senator Joe Moakley saw the need to set all the islands aside for the public. [The result was creation of Boston Harbor Islands State Park.]

Today, as the result of a massive cleanup of harbor waters in the 1990s, people are enjoying Boston Harbor for swimming and boating. The harbor's natural systems—essential in sustaining activities like fishing—are rebounding. Inspired by the clean harbor, people are rediscovering the Boston Harbor Islands.

Continued support from all levels of government and the private sector is essential to future progress. As we continue to move forward, we will protect and share an amazing resource available to all our citizens. We will honor the history of Native Americans who have lived here for thousands of years. We will continue to work together to ensure that our children—and grandchildren will be able to explore and appreciate the beauty of our Harbor Island heritage.

## **Shared Vision**

One of our first challenges was to bring together the many interested groups to find out what each wanted and what each needed. This lengthy process resulted in a park general management plan. Getting there was no small feat. From 1997 to 2002, we held hundreds of public meetings. Every month, we made presentations and held workshops about the future of the new national park.

Composed of 28 members representing 7 different segments of the community, the Advisory Council spearheaded a broad public review of a draft general management plan. We revised the plan, incorporating community feedback. After consulting with Native American individuals, groups, and tribes, many more changes were made. Widespread acceptance of the final plan is the result of more than a thousand people sharing their hopes and desires for the future of the Harbor Islands. The shared vision and policies of the plan represent agreement on our course for operating a national park in a marine setting, accessible to an urban public, with environmental protections in place.

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<sup>b</sup> Excerpts from *Boston Harbor Islands, 10 Years of Progress: Laying a Solid Foundation*. National Park Service, U.S. Department of the Interior. December 2006.

## People Make it Happen

The 13 members of the Boston Harbor Islands Partnership coordinate management of the park. Together we deliberate policy, coordinate on-the-ground implementation, and jointly offer public programs. The Partners have met with the benefit of recommendations from standing committees and the Boston Harbor Islands Advisory Council. All Partnership, committee, and Advisory Council meetings have been open to the public and broad participation has been encouraged.

Thousands of individuals have labored to realize the dream of protecting and using the Boston Harbor Islands. We have had the chance to formally thank but a few. We are indebted to all who went before us and we inherit the responsibility of carrying the park vision forward.<sup>3</sup>

### Boston Harbor Islands Advisory Council

(2 seats)

### Commonwealth of Massachusetts

Department of Conservation and Recreation (2 seats)

Massachusetts Water Resources Authority

Massachusetts Port Authority

### Nonprofit Organizations

Boston Harbor Island Alliance

The Trustees of Reservation

Thompson Island Outward Bound Education Center

### Municipal Organizations

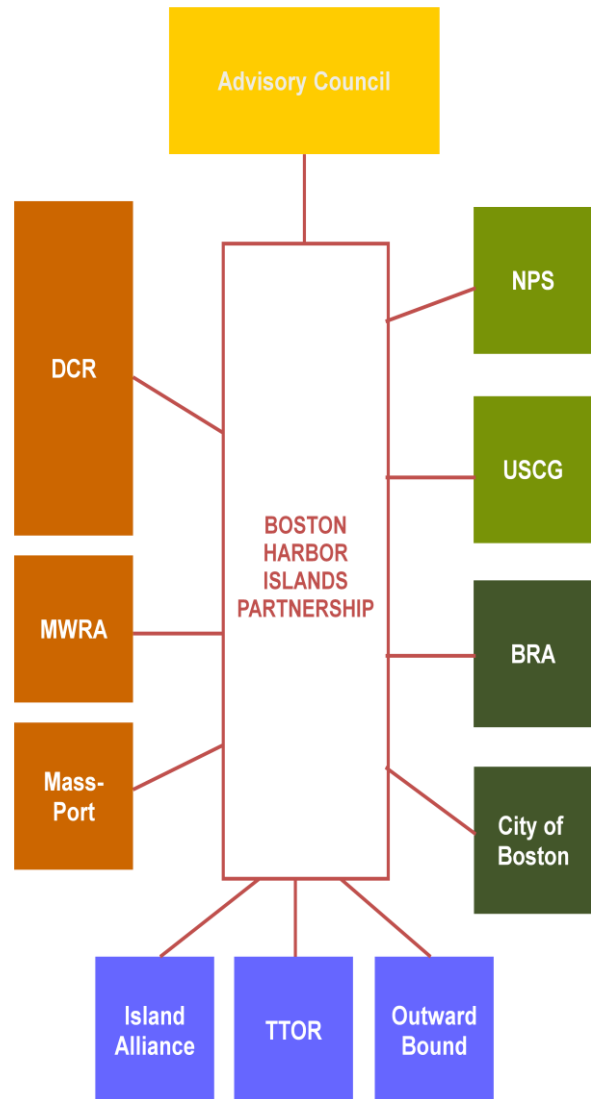
City of Boston

Boston Redevelopment Authority

### Federal Agencies

United States Coast Guard

National Park Service



## Funding Makes it Happen

When Boston Harbor Islands national park area was created, Congress stipulated that no more than one-quarter of park monies could come from the federal government. It is our goal to support the park with equal funding from:

1. Massachusetts agencies & authorities
2. private philanthropy & revenue generation
3. municipalities & other sources
4. National Park Service & other federal agencies

Since 1996 we—the Partnership agencies—have spent \$78.5 million to provide visitor services, rebuild island infrastructure, and protect park resources; plus \$29.6 million to develop new parkland at Deer and Nut Islands. Volunteers contributed work valued at \$1.5 million over the same period [1997–2006]. Currently our combined park operating expenditures total \$7.5 million annually.



Our model relies on additional private- and public-sector investments to support the park purpose. For example, Harbor Islands Express, LLC built two passenger ferries at a cost of \$2.5 million. Another \$47 million was spent for park infrastructure on Spectacle Island, a component of the “Big Dig.”

## ***Five-Year Strategic Plan: 2000–2005***

The Boston Harbor Islands Partnership had developed a five-year Strategic Plan for the period October 1, 2000 to September 30, 2005. It set measurable goals for six management initiatives, identified as the “Phase One Initiatives” in the 2002 General Management Plan. The strategic initiatives were:

- Resource Stabilization & Remediation
- Natural Resource Inventory & Monitoring
- Cultural Resource Baseline
- Visitor Access
- Interpretation & Education
- Partnership Effectiveness

On January 17, 2006, the park’s Advisory Council presented an evaluation to the Partnership for each of the six strategic initiatives, acting in its roles as management advisor and liaison between the Partnership and the broader public. The report documented that much had been accomplished. Many goals were exceeded. Those not met most often involved lack of funding. There were also areas requiring improvement and the Advisory Council hoped its recommendations would prove helpful as the Partnership molds a second strategic plan for the park.

The Council’s general recommendations were:

- ✓ The Partnership should follow the first five-year plan with a second plan to guide efforts.
- ✓ The Partnership should begin issuing quarterly reports that list, prioritize and provide brief updates on progress of all the many and varied actions in support of its goals. The reports would be useful to the individual partners, the partnership, the advisory council, and the interested public.
- ✓ It would also be helpful to include in the report a matrix of all available data, its current location and database format, its proposed distribution and desired end location and format.



## BOSTON HARBOR ISLANDS IN 2016

In considering trends affecting the future of national parks, and progress made in achieving the goals of our first (and now expired) five-year strategic plan, we are embarking on a new strategic initiative. To be effective, we must work together internally among the Partnership agencies and externally with our many cooperators and supporters. Our vision is a park that is protected for the future and that serves an increasing number and diversity of satisfied visitors.

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In the life of a national park, 12 years is just a beginning. In some areas—such as youth programs, science, and marketing—we have surpassed national parks that have been in existence for decades. But, we have a long way to go to meet the expectations that we have set for ourselves. We must rededicate ourselves to the work ahead and move toward our common mission: *protect the islands and provide quality visitor experiences.* – Superintendent Bruce Jacobson

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This document presents goals set by the Boston Harbor Islands Partnership for collective action between 2009 and 2016—the end of the life of the park’s general management plan and the national park’s 20th anniversary. By “collective action” we mean action carried out jointly by two or more agencies represented on the Boston Harbor Islands Partnership. This strategic plan bridges broad policy contained in the general management plan and the near-term actions we will take to implement the general plan.

The general management plan, by contrast, has a 20-year planning horizon. It presents the park mission, mission goals, and general management policy. It does not provide detailed strategies or specific tasks for implementing the Partnership’s policies, because these features belong in the strategic plan.



This strategic plan does not represent all of our efforts related to park management. Rather, this plan highlights themes adopted for special emphasis by the Partnership as a whole. It provides a framework for concrete actions to be taken. It offers an outcome, or an end to be kept in view, as we approach the year 2016.

This strategic plan is intended to fulfill the following purposes:<sup>4</sup>

- Provide clear focus for the Partnership's collective action, producing more efficiency and effectiveness.
- Communicate the Partnership's priorities to park constituents.
- Establish realistic objectives consistent with the park mission in a defined time frame: between now and 2016.
- Provide a base from which progress can be measured.

Strategies address the question: **What short-term management approach do we use in order to accomplish our long-term mission goals?** Outcomes with associated performance measures for each goal allow us to gauge progress and, in 2016, judge success. In other words: **How will we know if we succeeded?**

The strategies in the remainder of this plan are organized around five themes, each of which is associated with mission goals from the general management plan. In short, the park's mission goals assert the ideals that the harbor islands are protected; that park visitors are satisfied and knowledgeable; and that the Partnership is effective. See Appendix C for a visual model of how the five themes relate to each other, and to the mission goals.

Implementing actions for each theme—the specific work to be done for each of the coming years—will be presented in a formal agreement between the National Park Service and each Partnership entity. These agreements will answer the question: **Who** will do **What, When, and Where?**

The five themes organizing collective action between now and 2016 are:<sup>5</sup>

1. Education & Interpretation
2. Stewardship
3. Environmental Leadership
4. Recreational Experience
5. Professional Excellence

As noted earlier, “funding makes it happen.” It is estimated that between now and 2016 we will need \$70 million dollars for operations, and up to \$300 million for facility improvements.<sup>6</sup> Continued support from all levels of government and the private sector is essential to future progress.

In 2008, the National Park Service received the largest operating budget increase in its history. At Boston Harbor Islands the increase established a stewardship services program and four new education rangers were added to the park staff. Among other members of the Boston Harbor Islands Partnership, the Commonwealth of Massachusetts provided close to \$1 million in new funding for Boston Harbor Islands State Park in 2008, resulting in more staff positions, updated vessels, and new equipment. And the Commonwealth committed more than \$7 million in new funding to rehabilitate and build visitor and maintenance infrastructure on Georges Island. This was matched by \$1.5 million by the Boston Harbor Island Alliance, part of \$10.9 million in mitigation funding received to improve island infrastructure.

Boston Harbor Island Alliance is a nonprofit organization recognized in the park enabling legislation for its role in providing financial support for Boston Harbor Islands national park area. The Partnership looks to Island Alliance to take a leadership role in securing the financial resources necessary to accomplish the park's 2016 strategic goals.

## ***Education & Interpretation***

**The Boston Harbor Islands Partnership fosters exceptional learning opportunities that connect people to the islands.** — MISSION GOAL: Park visitors and the general public understand and appreciate the resources and values of the island system, through the park themes: *Islands on the Edge*, *Home in the Harbor*, *Portal to New England*, and *Renewal and Reconnection*.<sup>7</sup>

**Strategy 1: We will reach out to individuals, families and organized groups to introduce children to parks—through memorable Boston Harbor Islands experiences—laying a foundation for a personal stewardship ethic.**

### ***Outcomes / Performance Measures***

- 1.1 By 2016, increase by 100% the number of children yearly enrolled in the Boston Harbor Islands [Park Passport](#) program from 500 to 1,000 (2008 baseline).
- 1.2 By 2016, double the number of children in the Boston Harbor Islands [Junior Ranger](#) Program, increasing participants from 1,000 to 2,000 (2008 baseline).
- 1.3 By 2016, increase by 50% (from 60 to 90) the number of [youth employed](#) by Partnership agencies within the park to serve visitors, address back-log maintenance and engage in stewardship, while also obtaining job skills (2009 baseline).<sup>8</sup>

**Strategy 2: We will provide environmental education and heritage education services to assist local school teachers and educational institutions that wish to use park resources in their curricula.**

### ***Outcomes / Performance Measures***

- 2.1 By 2016, triple the number of students from the metro-Boston area participating in [curriculum-based education](#) conducted by Partnership agencies in both the classroom and on the Boston Harbor Islands by increasing student-days annually from 5,500 to 16,500 (2008 baseline).<sup>9</sup>
- 2.2 By 2016, increase the number of [administrators](#) from educational institutions who participate annually in structured island visits by 100%, from five (5) to ten (10) (2008 baseline).
- 2.3 By 2016, engage 200 [teachers](#) in sanctioned professional development programs in the park (starting with participation in 2010).

**Strategy 3: We will introduce young people and their families to Boston Harbor Islands by using exciting media and technology to enhance the park’s informational, orientation, interpretive, and educational programs.**

***Outcomes / Performance Measures***

- 3.1. By 2016, increase to 1 million the number of annual [web visits](#) on BostonHarborIslands.org (from 679,000 in 2008), through the introduction of interactive features that attract young people to the Boston Harbor Islands.<sup>10</sup>
- 3.2. By 2016, increase the percentage of annual web visits from [new web visitors](#) to 45% of total visits (2008 baseline 30%).<sup>11</sup>
- 3.3. By 2016, offer interpretive tours for [hand-held electronic devices](#) to cover six (6) islands, an increase from zero (0) islands in 2008.

**Strategy 4: We will promote life-long learning through meaningful interpretive experiences, exhibits, and learning environments to connect a diverse and multi-generational public to park resources.**

***Outcomes / Performance Measures***

- 4.1. By 2016, increase to 95% the number of park visitors that [understand and appreciate the significance](#) of Boston Harbor Islands (as it is defined in the park general management plan), an increase from 93% in 2008.<sup>12</sup>
- 4.2. By 2016, increase by 200% the number of interpretive [wayside exhibits](#) on and off-island to 60 from 20 (2008 baseline).<sup>13</sup>
  - ↳ Definitions: *wayside exhibit*
- 4.3. By 2016, install [visitor center exhibits](#) at Georges and Peddocks Islands which focus on the park’s interpretive themes and visitor orientation, an increase from one (1) visitor center with exhibits (Spectacle, 2008) to three (3).
- 4.4. By 2016, increase the delivery of non-English printed materials and interpretive programs to include two (2) [languages other than English](#), in order to engage more diverse visitation (2008 baseline is no other languages).
- 4.5. By 2016, establish a Boston Harbor Islands [Stewardship Center](#) on Thompson Island to foster scientific research, life-long learning, and civic engagement (2009 baseline is no formal center).
  - ↳ See Appendix A for a description of the Stewardship Center

**Strategy 5: We will inspire an ethic of environmental responsibility and sustainability in park visitors.**

***Outcomes / Performance Measures***

- 5.1. By 2016, create and implement a park-wide informational program based on the principles and practices of [“Leave-no-Trace”](#) (no program in 2008).

- 5.2 By 2016, integrate messages about reducing [visitors' carbon footprint](#) while at the park into four (4) information channels: interpretive programs, exhibits, promotional brochures, and the park website (no messages presented in 2008).

***Associated Outcomes / Performance Measures***

- See *Environmental Leadership Strategy 10*. We will show leadership by making the park “carbon neutral.”

# Stewardship

**The Boston Harbor Islands Partnership shows leadership in preserving and restoring treasured resources.** — MISSION GOALS: (a) The Boston Harbor Islands as a whole, containing natural, geologic, cultural, and historic resources and associated values, are protected, preserved or restored, and managed within their broader marine and coastal ecosystem and their cultural context.<sup>14</sup> (b) The Boston Harbor Islands Partnership contributes to knowledge about the island system; management decisions about natural, geologic, cultural, and historic resources and visitors are based on adequate scholarly and scientific information.<sup>15</sup>

**Strategy 6: We will measurably improve the condition of the park’s significant historic structures and archeological sites by rehabilitating some high priority resources and stabilizing others.**

## *Outcomes / Performance Measures*

- 6.1 By 2016, rehabilitate the [Administration Building](#) (Mine Storage Bldg.) at Fort Warren on Georges Island to good condition for a visitor center and for administrative use.  
↳ Definitions: *good condition*.
- 6.2 By 2016, rehabilitate [4 high-priority historic structures](#) at Fort Andrews on Peddocks Island to good condition and make them available for public use.<sup>16</sup>  
↳ Definitions: *rehabilitation*
- 6.3 By 2016, [stabilize 8 buildings](#) at Fort Andrews on Peddocks Island in existing condition for possible public use in the future.<sup>17</sup>  
↳ Definitions: *stabilization*
- 6.4 By 2016, rehabilitate the [parade ground](#) cultural landscape at Fort Andrews on Peddocks Island to good condition.<sup>18</sup>  
↳ Definitions: *cultural landscape*
- 6.5 By 2016, [stabilize at least 6 of 12 cottages](#) currently owned by DCR at Middle Head on Peddocks Island, consistent with a management and preservation plan adopted by DCR (2009 baseline).<sup>19</sup>
- 6.6 By 2016, protect [archeological sites](#) in good condition on two Boston Harbor Islands identified in 1998 to be threatened by erosion.<sup>20</sup>

## *Associated Outcomes / Performance Measures*

- See *Partnership Effectiveness 18.4*. A management and preservation plan is the first step in protecting island cottages on Peddocks Island.

**Strategy 7: We will improve the health of the park’s high-priority native coastal environments and protect native species.**

***Outcomes / Performance Measures***

- 7.1. By 2016, remediate the environmental and human health risks of asbestos-containing materials present in [Gallops Island soils](#) so the island can be reopened to the public.<sup>21</sup>
- 7.2 By 2016, remediate environmental risks of [abandoned coal piles](#) on three (3) islands (Bumpkin, Calf & Great Brewster) to standards established by U.S. Environmental Protection Agency.

***Associated Outcomes / Performance Measures***

- See *Professional Excellence 18.1*. As part of the overall planning framework for Boston Harbor Islands national park area, it is park policy to prepare a long-range comprehensive strategy for resource management. The resource management strategy describes a comprehensive program of activities needed to achieve the desired future conditions for the park’s natural and cultural resources as well as provide for their enjoyment by visitors as specified for each management area. Each managing agency of the park is responsible for carrying out the plan to protect and preserve park resources unimpaired.<sup>22</sup> The park’s first management strategy planning process is underway and will produce specific outcomes and performance measures related to natural resources.

**Strategy 8: We will apply scholarship to better understand the island system and the people associated with it over time.**

***Outcomes / Performance Measures***

- 8.1 By 2016, complete a [historic structures report and preservation plan for Fort Warren](#), a National Historic Landmark.
- 8.2 By 2016—the tercentenary of Boston Light Station—complete a [historic structures report and preservation plan for Boston Light](#), a National Historic Landmark.
- 8.3 By 2016, expand knowledge of Native American history in Eastern Massachusetts by producing three (3) [ethno-histories about Indian use](#) of the islands.
- 8.4 By 2016, complete an [historic resource study](#) that provides historical context for the Boston Harbor Islands employing the seven (7) themes proposed in the 2008 Archeological Overview and Assessment of the park.

**Strategy 9: We will apply science to better understand the island system and to respond to ongoing environmental changes such as sea-level rise.**

***Outcomes / Performance Measures***

- 9.1 By 2016, put in place peer-reviewed, professionally accepted protocols to monitor coastal breeding bird and rocky intertidal species—the park's vital signs—in order to understand the natural variation in their distribution and abundance.<sup>23</sup>
  - ↳ Definitions: *vital signs*
- 9.2 By 2016, double the number of identified species in the park from 2,175 in 2008 to 4,350 through the all-taxa biodiversity inventory (ATBI).<sup>24</sup>
- 9.3 By 2016, a comprehensive geographic information system is on the Internet, available to park partners and the public (with sensitive data protected from release), which includes the following data:
  - park shorelines
  - topography
  - surficial and bedrock geologic features<sup>25</sup>
  - vegetation assemblages<sup>26</sup>
  - target invasive plants
  - rare species
  - historic structures
  - archeological sites
  - trails
  - public access facilities
  - major resource management actions
- 9.4 By 2016, complete a coastal resource vulnerability assessment for the island park, with methodologies and techniques to address management goals for natural and cultural resources and infrastructure in the context of sea-level rise.



## ***Environmental Leadership***

**The Boston Harbor Islands Partnership demonstrates environmental leadership and a commitment to the principles of environmental sustainability.** — MISSION GOALS: (a) The Partnership agencies lead by example in all aspects of park management including policy development; park planning; park operations; natural and cultural resource management; interpretation and education; facilities design, construction, and management; and commercial services.<sup>27</sup> (b) The Partnership conducts its activities in a manner consistent with the principles of sustainability with reference to the use of energy, natural resource, and materials. Appropriate measures, such as use of biodegradables, recycling, and reuse, are taken to minimize solid waste.<sup>28</sup>

**Strategy 10. We will make Boston Harbor Islands a “carbon neutral” park by promoting renewable energy resources, both on-site and off, as well as by reducing fossil fuel use.**

### ***Outcomes / Performance Measures***

- 10.1 By 2016, reduce or offset **greenhouse gas emissions** resulting from park operations by 50% (2007 baseline).<sup>29</sup>
  - ↳ Furthermore, by 2020 reduce or offset greenhouse gas emissions resulting from park operations by 100%.
- 10.2 By 2016, reduce **overall energy consumption** at park buildings by 25% (2008 baseline).<sup>30</sup>
- 10.3 By 2016, procure or produce 25% of annual **electricity consumption** at park facilities from renewable sources.<sup>31</sup>
- 10.4 By 2016, purchase only alternative-fuel, flexible-fuel, or hybrid **motor vehicles**, unless they are not available for the needed function; new motor vehicles are the most fuel-efficient within their vehicle class.<sup>32</sup>

### ***Associated Outcomes / Performance Measures***

- o See *Education & Interpretation 5.2*. Messages about reducing visitors’ carbon footprint will be developed.

**Strategy 11: We will reduce solid waste generated by park operations and visitors through waste reduction, recycling and environmentally sound materials management.**

### ***Outcomes / Performance Measures***

- 11.1 By 2016, reduce **solid waste** that must be removed from the islands by 40% (2008 baseline).
- 11.2 By 2016, increase **recycled material** removed from the islands by 30% (2008 baseline).

11.3 By 2016, establish a park-wide [materials management system](#) for “waste” and other materials being brought off the islands.

***Associated Outcomes / Performance Measures***

- See *Education & Interpretation 5.1*. A park-wide informational program on Leave-No-Trace will be developed.

**Strategy 12: We will act in a way that is consistent with an ethic of environmental responsibility and sustainability.**

***Outcomes / Performance Measures***

12.1 By 2016, ensure that every new park facility achieves at least the Silver rating equivalent under the Leadership in Energy and Environmental Design (LEED)

## ***Recreational Experience***

**Boston Harbor Islands is a superior recreational destination where visitors have fun, explore nature and history, find inspiration, and improve health and wellness. —**

MISSION GOAL: An expanded base of visitors enjoys and is satisfied with the facilities, services, commercial operations, and recreational opportunities offered on the Boston Harbor Islands and at associated mainland sites. The attributes of these offerings include their availability, accessibility, diversity, quality, and safety.<sup>33</sup>

**Strategy 13: We will encourage off-peak visits and attract more visitors to islands identified as suitable for visitor services in the general management plan by marketing the islands' attractions to targeted audiences and by offering public programming, and by improving facilities.<sup>34</sup>**

### ***Outcomes / Performance Measures***

13.1 By 2016, increase the total **number of visits** to the park by 50%, from 300,000 to 450,000, consistent with island carrying capacities set to provide for quality visitor experiences and resource protection.<sup>35</sup>

↳ Definitions: *carrying capacity*

↳ In addition to island carrying capacities set to maintain desired resource and visitor experience conditions, infrastructure may limit visitation or require improvements to support more visitors (e.g. septic capacity or dinghy docks).

13.2 By 2016, increase the number of **visitors riding park ferries** to the islands by 100%, from 80,000 to 160,000, consistent with island carrying capacities.

13.3 By 2016, increase the number of visitors arriving in **small craft** and private sail and motor boats by 70%, from 12,000 in 2008 to 20,400, consistent with island carrying capacities.<sup>36</sup>

13.4 By 2016, 38,000 visitors attend **public programs** annually (non-curriculum-based), such as ranger tours, concerts, and special events, an increase of 25% from 2008.<sup>37</sup>

13.5 By 2016, increase to 30% the number of recreational visitors to the park from **underserved ethnic communities**, up from 18% in 2000.

### ***Associated Outcomes / Performance Measures***

- See *Recreational Experience Strategy 16.4*. The park water transportation system must be affordable and safe as it serves more visitors. The same need exists for providing safe access for private boaters.

**Strategy 14: We will increase visitors' satisfaction with the overall quality of facilities, services, and recreational opportunities offered at Boston Harbor Islands.**

***Outcomes / Performance Measures***

- 14.1 By 2016, 90% of park visitors are satisfied with the [quality of park facilities](#), including visitor centers, exhibits, restrooms, walkways and trails, campgrounds and picnic areas, an increase from 83% in 2008.<sup>38</sup>
- 14.2 By 2016, 95% of park visitors are satisfied with the [quality of visitor services](#) including assistance from park employees, ranger programs, and park map or brochure, an increase from 91% in 2008.<sup>39</sup>
- 14.3 By 2016, 95% of park visitors are satisfied with the [quality of recreational opportunities](#) including learning about nature, history, or culture and outdoor recreation, an increase from 94% in 2008.<sup>40</sup>

***Associated Outcomes / Performance Measures***

- See *Recreational Experience 15.3*. Performance standards will be developed for water transportation services. Annual visitor surveys are conducted by NPS for the above factors (14.1–14.3), but not for visitor satisfaction with commercial services such as food and ferry services.

**Strategy 15: We will improve water transportation to connect the islands to Metro Boston via a convenient, comprehensive system that is affordable to a broad range of the Greater Boston population.**

***Outcomes / Performance Measures***

- 15.1 By 2016, provide visitors with access to the islands from three (3) [mainland gateways](#), that meet the criteria of the park general management plan; an increase from zero (0) in 2008.<sup>41</sup>
  - ↳ Definitions: *mainland gateway*
- 15.2 By 2016, the Boston Harbor Islands [adult round-trip fare](#) will be no more than the national average adult movie ticket price (2008 movie = \$7.18; 2008 baseline ferry fare = \$14.00).<sup>42</sup>
- 15.3 By 2016, institute a new set of [performance standards](#) which are met by boat operators 90% of time, including on-time schedule compliance by zone and route, service quality, and other operations performance requirements.<sup>43</sup>
  - ↳ The first step in achieving this is to develop the standards.
- 15.4 By 2016, triple the number of people brought to the park by Partnership agencies [without charge](#), from 5,250 in 2008 to 15,750.
- 15.5 By 2016, increase [ferry boat capacity](#) by 50%, from 520 to 780 available seats, in order to expand the park's water transportation service—particularly during peak demand (2008 baseline).<sup>44</sup>

### ***Associated Outcomes / Performance Measures***

- See *Professional Excellence 18.3*. An assessment is needed of the water transportation system servicing the Boston Harbor Islands to implement Strategy 15. The status assessment should review the recommendations made in the 2001 Alternative Transportation Systems Evaluation conducted by the John A. Volpe Transportation Systems Center. Since 2001, many of the recommendations outlined in the Volpe Report have been implemented by various partners. It is time to step back and re-assess what has been done and what needs to be done in the future to ensure the park meets its mission and goals. As part of the status assessment, a feasibility study/cost analysis should be done to aid the partners in making decisions about future needs and projects, particularly when the current contract for ferry services expires in 2014.<sup>45</sup>

### **Strategy 16: We will provide inspiring, safe, and accessible places where people can enjoy the islands.**

#### ***Outcomes / Performance Measures***

- 16.1. By 2016, demolish or preserve as historic ruins currently **unsafe buildings** at Fort Andrews on Peddocks Island to provide a safe environment for visitors.<sup>46</sup>
- 16.2 By 2016, **remediate asbestos** in remaining structures at Fort Andrews on Peddocks Island to provide a safe environment for visitors.
- 16.3 By 2016, **remove up to 7 of the 12 cottages** currently owned by DCR at Middle Head on Peddocks Island, consistent with a preservation plan adopted by DCR (2009 baseline of zero).
- 16.4 By 2016, ensure two (2) water transportation hubs at Georges and Spectacle Islands<sup>47</sup> and docks and piers at six (6) other islands are safe for visitors and meet all federal and state **safety and accessibility** requirements (e.g. Massachusetts Access Architectural Board marine standards for accessibility).  
↳ Definitions: *hub islands*

### ***Associated Outcomes / Performance Measures***

- See *Stewardship 7.1*. Improving the health of coastal environments will include remediation of asbestos-containing soils on Gallops Island, which will also contribute to safe visitor experiences.
- See *Stewardship 7.2*. Improving the health of coastal environments will include remediation of abandoned coal piles, which will also contribute to safe visitor experiences.
- See *Professional Excellence 18.4*. A management and preservation plan is the first step in deciding on the safety of island cottages on Peddocks Island.

**Strategy 17: We will engage volunteers to help achieve natural and cultural resource protection goals for Boston Harbor Islands and to serve visitors.**

***Outcomes / Performance Measures***

- 17.1 By 2016, increase annual [volunteer hours](#) by 100%, from 14,500 hours to 29,000 hours (2008 baseline).<sup>48</sup>
- 17.2 By 2016, offer at least 40 annual hands-on programs with [community park stewards](#) that contribute to the protection and restoration of the natural and historic resources of the park (2008 baseline, 15).

## **Professional Excellence**

**The Boston Harbor Islands Partnership demonstrates management excellence worthy of the treasures entrusted to our care.** — MISSION GOALS: (a) Park management is

coordinated by the Boston Harbor Islands Partnership in cooperation with Indian tribes and historical, business, cultural, civic, environmental, recreational, and tourism organizations. Cooperators and individuals support the park mission through contributions and creative initiatives.<sup>49</sup> (b) Each member of the Boston Harbor Islands Partnership is committed to the funding, operation, and development of the park using best management practices, systems, and technologies to accomplish the park's mission.<sup>50</sup>

**Strategy 18: We will use strategic planning to promote management excellence.**

### ***Outcomes / Performance Measures***

- 18.1 By 2016, develop a [resource stewardship strategy](#) that encompasses all 34 islands in the park, and create island-specific management plans for the 12 where visitor services are provided.
  - ↳ The resource stewardship strategy will generate outcomes and performance measures that, once adopted by the Partnership, shall become part of this strategic plan.
- 18.2 By 2016, review and amend as necessary the park [general management plan](#) to meet the challenges of emerging trends affecting parks and changed conditions at Boston Harbor Islands.
- 18.3 By 2016, conduct an analysis of the park's water transportation system to plan a coordinated, [affordable "system" of routes](#) throughout and between the islands (e.g. add Little Brewster and Thompson).<sup>51</sup>
- 18.4 By 2016, in consultation with cottage owners, the Town of Hull, the Massachusetts Historical Commission and others, develop a management and preservation [plan for cottages](#) owned by and may come into DCR ownership on Peddocks Island.
- 18.5 By 2016, prepare six (6) [annual progress reports](#) on the outcomes / performance measures adopted by the Partnership in this plan.

**Strategy 19: We will model what it means to work in partnership.**

### ***Outcomes / Performance Measures***

- 19.1 By 2016, identify and adopt [best management practices](#) and standards for each strategic theme: Stewardship, Environmental Leadership, Recreational Experience, Education, and Professional Excellence.<sup>52</sup>
  - ↳ Definition: *best management practices*

- 19.2 By 2016, execute **formal agreements** between the National Park Service and the nine (9) other Partnership agencies that will implement this strategic plan, identifying specific actions and responsibilities for each party.<sup>53</sup>
- 19.3 By 2016, obtain permanent **operational “subsidy”** for existing park-funded water transportation (inter-island shuttle & educational field trips) and to reduce the average fare for park ferry passengers.<sup>54</sup>
- 19.4 By 2016, evaluate the operational **structure of the Partnership** and take steps to ensure that it aligns with and supports this strategic plan, including the possibility of seeking donations of funds for the purpose of carrying out this plan by 2016.<sup>55</sup>

**Strategy 20: We will make Boston Harbor Islands agencies the first choice in philanthropic giving among those in the region concerned about environmental, cultural, and recreational values.**

***Outcomes / Performance Measures***

- 20.1 By 2016, increase **charitable giving** to Partnership agencies in support of park programs 50%, from \$3 million to \$4.5 million.<sup>56</sup>



## ***Compliance with Federal & State Laws & Regulations<sup>57</sup>***

Consultation and coordination with appropriate federal and state agencies was conducted during the preparation of the general management plan and an environmental impact statement was prepared. (No significant impacts on the human environment were identified; *see* [www.nps.gov/boha/parkplanning](http://www.nps.gov/boha/parkplanning).) Given that the general management plan is a policy document, it was recognized from the start that additional environmental and cultural resource compliance would be required. Compliance and consultation will take into account the cumulative effects of actions proposed in this strategic plan.

It was also recognized that procedures need to be instituted between the Partnership and the appropriate federal, state, and local authorities that administer the laws and regulations that apply within the park boundary. Such procedures are necessary to take into account the unique management structure of the Boston Harbor Islands, where potential management actions may be taken by federal, state, local, and non-profit island owners, and by the National Park Service or other members of the Boston Harbor Islands Partnership.

We will continue to consult with the Boston Harbor Islands Advisory Council, the general public, American Indians, regulatory agencies, and our many collaborators during the life of this plan. Consultation with the general public will be carried out as part of the natural and cultural resource compliance that will be undertaken once funding is identified and the decision is made to undertake one of the actions proposed in this strategic plan.

The Boston Harbor Islands Advisory Council is the primary mechanism of the Partnership to consult with the public on matters of park planning and management, doing so through public meetings, workshops, and other general public forums. Notwithstanding the Council's role, the individual Partnership members also conduct public consultation independently on matters within their jurisdiction.

In addition to consultation, the initiatives in this plan will help us comply with other aspects of federal and state legislation, for instance, the identification of historic properties, as required by the National Historic Preservation Act.

## ***Planning Process***

On September 16, 2008, the Partnership voted unanimously to endorse the recommendations of a working group, which called for the planning committee to move forward with developing a 2016 Strategic Plan. The recommendation included the five strategic themes, which were subsequently reviewed by the planning committee and incorporated into this plan.

The planning committee held public workshops on four of the plan's five themes: Education & Interpretation (01/07/2009); Stewardship (01/14/2009); Environmental Leadership (01/21/2009); and Recreational Experience (01/09/2009). Workshop attendance totaled 59, mostly agency representatives and members of the Boston Harbor Islands Advisory Council. The emerging plan was discussed at public meetings of the Advisory Council, particularly the December 3, 2009, meeting.

A draft prepared by the planning committee was distributed for internal review among the Partnership agencies, leading to revisions. On July 21, 2009, the Partnership recommended that the plan be released for public comment.

A 45-day public comment period began on July 21. Printed copies of the plan were distributed and it was available on the Internet. Two Partnership agencies made formal comments: Massachusetts Department of Conservation & Recreation and Boston Harbor Island Alliance. Other written comments were received from:

- Anonymous (07/30/09)
- Bruce Berman (09/10/2009)—Save the Harbor / Save the Bay
- Victor Brogna (09/02/09)
- Marianne Connolly (09/04/09)
- Thomas W. Cox (09/03/09)—Constitution Marina
- Larissa Fawkner (08/29/09)
- Bill Green (09/04/09)
- Rick Kesseli (09/05/09)
- Vivien Li (09/10/09)—The Boston Harbor Association
- Steve Marcus (09/06/09)—Friends and Volunteers of the Boston Harbor Islands
- Suzanne Gall Marsh (09/07/09)
- Sherman “Pat” Morss (08/14/09)

Written comments are available at the Boston Harbor Islands Partnership office or at [www.nps.gov/boha/parkplanning](http://www.nps.gov/boha/parkplanning).

The Partnership planning committee reviewed all comments received, meeting on September 8 and 14, 2009, and changes were made in the draft strategic plan accordingly. The committee voted to recommend adoption of the final draft by the full Partnership. The Partnership adopted the plan September 15, 2009.

## DEFINITIONS

<i>Accessibility</i>	The provision of partner agencies' programs, facilities, and services in ways that include individuals with disabilities, or make available to those individuals the same benefits available to persons without disabilities. <sup>58</sup>
<i>Adaptive use, also adaptive reuse</i>	A process that adapts buildings for new uses while retaining their historic features. <sup>59</sup>
<i>Archeological resource</i>	Any material remains or physical evidence of past human life or activities which are of archeological interest, including the record of the effects of human activities on the environment. An archeological resource is capable of revealing scientific or humanistic information through archeological research. <sup>60</sup>
<i>Best management practices</i>	Practices that apply the most current means and technologies available to not only comply with mandatory environmental regulations, but also maintain a superior level of environmental performance. <sup>61</sup>
<i>Carrying capacity</i>	The type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in the park. <sup>62</sup> Two factors comprise the carrying capacity of each island over the long term: resource protection and visitor experience. In the short-term, on islands that that may receive high a volume of visitors, a pragmatic factor is taken into account---the capacity of infrastructure such as docks or septic systems.
<i>Cultural resources</i>	Cultural resources include archeological sites, collections and archives, historic structures, cultural landscapes, and ethnographic resources. Cultural resource management emphasizes preservation or rehabilitation. Stabilization may be done as an interim treatment until another treatment is selected.
<i>Cultural landscape</i>	A geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or esthetic values. There are four non-mutually exclusive types of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes. <sup>63</sup>
<i>Ecosystem</i>	A system formed by the interaction of a community of organisms with their physical environment, considered as a unit. <sup>64</sup>

- Good condition:  
historic structures* For historic structure purposes, structures listed on or eligible for listing on the National Register of Historic Places are in good condition when the structure possesses integrity of location, design, setting, materials, workmanship, feeling, and association to the historically significant period(s) based on the National Register Criteria for Evaluation (36 CFR 60.4), and the structure and important features are intact, structurally sound and performing their intended purpose.
- For prehistoric or historic ruined structures listed on or eligible for listing on the National Register of Historic Places, the assignment of condition should be based on the goal of maintaining the structure's integrity of location, design, setting, materials, workmanship, feeling, and association, and stability of the structure as acquired, excavated, or existing.<sup>65</sup>
- Good condition:  
cultural landscapes* For cultural landscape purposes, landscapes listed on or eligible for listing on the National Register of Historic Places are in good condition when the landscape possesses integrity of location, design, setting, materials, workmanship, feeling, and association to the historically significant period(s) based on the National Register Criteria for Evaluation (36 C.F.R. 60.4), and the landscape shows no clear evidence of major negative disturbance and deterioration by natural and/or human forces. Landscapes managed as a cultural resource based on legislation or the park planning process are in good condition when the landscape shows no clear evidence of major negative disturbance and deterioration by natural and/or human forces. For all cultural landscapes, good condition means that the landscape's cultural and natural values are as well preserved, as can be expected under the given environmental conditions, and no immediate corrective action is required to maintain its current condition.<sup>66</sup>
- Good condition:  
archeological sites* Archeological sites are in good condition if the following three criteria are met. The archeological site, at the first condition assessment or during the time interval since its last condition assessment, shows no evidence of noticeable deterioration by natural forces and/or human activities. The site is considered currently stable and its present archeological values are not threatened. No adjustments to the currently prescribed site treatments are required in the near future to maintain the site's present condition.<sup>67</sup>
- Hub islands* Hub islands are islands to which passenger ferries travel from mainland gateways and act as transfer points within the park's water transportation system, e.g. water shuttles that operate in loops to several other islands from Georges Island.<sup>68</sup>

<i>Mainland gateways</i>	Mainland gateways are, by definition, ferry departure points with attendant information, orientation, and services for park visitors. The Partnership will ensure each official gateway is a scheduled stop on the park water transportation system; that it is promoted as a departure point or “entrance” for the national park area; and that there is park orientation and interpretation for visitors. Facilities are to be developed in collaboration with the facility owners. In exchange, the official gateway operators will enter into agreements that provide revenue to the park through the Boston Harbor Island Alliance (see Park Financing on page 86). Local municipal endorsement is a prerequisite for being designated a Boston Harbor Islands gateway. <sup>69</sup>
<i>National park system</i>	The sum total of the land and water now or hereafter administered by the Secretary of the Interior through the National Park Service for park, National Monument, historic, parkway, recreational, or other purposes. <sup>70</sup>
<i>National Historic Landmark (NHL)</i>	Districts, sites, buildings, structures, or objects that have been determined by the Secretary of the Interior to be nationally significant in American history. Such properties are also included on the National Register of Historic Places. <sup>71</sup>
<i>Native species</i>	All species that have occurred or now occur as a result of natural processes. Native species in a place are evolving in concert with each other. <sup>72</sup>
<i>Natural resources</i>	The following systems and their components are collectively referred to as “natural resources” in the park. <ul style="list-style-type: none"> <li>• physical resources such as water, air, soils, topographic features, geologic features, and natural soundscapes</li> <li>• physical processes such as weather and shoreline migration</li> <li>• biological resources such as native plants, animals, and communities</li> <li>• biological processes such as photosynthesis, succession, and evolution</li> <li>• ecosystems</li> <li>• highly valued associated characteristics such as scenic vistas<sup>73</sup></li> </ul>
<i>Preservation</i>	The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however,

the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code—required work to make properties functional is appropriate within a preservation project<sup>74</sup>; includes protection and stabilization.<sup>75</sup>

<i>Rehabilitation</i>	The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.
<i>Restoration</i>	The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.
<i>Reconstruction</i>	The act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.
<i>Stabilization</i>	Deteriorated portions of a historic building may need to be protected through preliminary stabilization measures until additional work can be undertaken. Stabilizing may include structural reinforcement, weatherization, or correcting unsafe conditions. Temporary stabilization should always be carried out in such a manner that it detracts as little as possible from the historic building's appearance. Although it may not be necessary in every preservation project, stabilization is nonetheless an integral part of the treatment “Preservation” as defined by the Secretary of the Interior’s Standards for Historic Preservation.
<i>Sustainable design</i>	Design that applies the principles of ecology, economics, and ethics to the business of creation necessary and appropriate places for people to visit, live, and work. Development that has been sustainably designed sits lightly upon the land, demonstrates resource efficiency, and promotes ecological restoration and integrity, thus improving the environment, the economy, and society. <sup>76</sup>
<i>Sustainable practices or principles</i>	Those choices, decisions, actions, and ethics that will best achieve ecological / biological integrity; protect qualities and functions of air, water, soil, and other aspects of the natural

environment; and preserve human cultures.

Sustainable practices allow for use and enjoyment by the current generation, while ensuring that future generations will have the same opportunities.<sup>77</sup>

<i>Traditional</i>	Pertains to recognizable, but not necessarily identical, cultural patterns transmitted by a group across at least two generations. Also applies to sites, structures, objects, landscapes, and natural resources associated with those patterns. <sup>78</sup>
<i>Universal design</i>	The design of products and environments to be usable by all people to the greatest extent possible, without the need for adaptation or specialized design. <sup>79</sup>
<i>Visitor</i>	Anyone who uses a park's interpretive and educational services, regardless of where such use occurs (e.g., on-site, via Internet, access, library, etc.). <sup>80</sup>
<i>Visitor experience</i>	The activities, perceptions, feelings, and reactions a person has while visiting a park. <sup>81</sup>
<i>Vital signs</i>	Groups of species that are key indicators, or "vital signs," of ecosystem health and monitoring will inform management planning to improve the condition of park natural resources.
<i>Wayside exhibit</i>	An outdoor interpretive exhibit (sign), usually displaying text and visual information and mounted on a pedestal. <sup>82</sup>





## APPENDIX

### ***A: Boston Harbor Islands Stewardship Center***

The Boston Harbor Islands Stewardship Center, to be created on Thompson Island, will be a partnership between Thompson Island Outward Bound Educational Center (TIOBEC) and the National Park Service (NPS). Thompson Island is among the most ecologically diverse in the 34-island park and has an educational campus that has been in use since the 1830s. The classrooms, laboratory, meeting space, library, food service, overnight accommodations, and boat transportation from the mainland support public programming. TIOBEC, a non-profit organization, is a legislated member of the Boston Harbor Islands Partnership.

Research learning centers have been developed in various national parks to facilitate science and scholarship and provide educational opportunities. They have been designed as public-private partnerships that involve a wide range of people and organizations including researchers, universities, educators and community groups, though this basic model has been variously implemented in different locations across the country.

During 2007 and 2008, TIOBEC and the NPS worked with Technical Development Corporation (see more about TDC, a firm consulting to the nonprofit sector, at [www.tdcorp.org](http://www.tdcorp.org)) to create a vision, statement of purpose, program concepts and measures of success for a Boston Harbor research learning center. The concepts have been refined and sharpened by substantial research and benchmarking, and have been tested with researchers from universities in Greater Boston as well as public school educators. The positive feedback received from both groups is significant since both are projected to be among the Boston Harbor Islands Stewardship Center's key stakeholders and participants.

### **Benchmarking**

The planning group posited a truly joint NPS/TIOBEC management structure for the program center. As a result, a substantial amount of time was spent in the benchmarking process to gain a solid grasp of what this type of relationship entails for both parties and to understand the use and processes of citizen science. (The results of the research are much more substantial than can be summarized here. A list of institutions consulted and all information regarding the process with stakeholders is available upon request.) In benchmarking, TDC looked into the following areas:

- operations
- programming and changes to programming over time
- research activities and capabilities
- use of citizen science
- staffing models
- facility
- NPS/Non-Profit partner relations and governance structures where applicable.

Research learning centers from the benchmark were found to operate on a continuum, from those operated entirely by the NPS to fully independent 501(c)(3) nonprofits. The Boston Harbor Islands center as envisioned by the planning group was found to be unique: the intentional overlap between university-level scientific research and school-aged education would make the Boston Harbor Islands program quite different from other research learning centers. One important finding of the research is that, with only a single exception, the benchmarked programs receive \$225,000 in NPS base funding. Although augmented by the efforts of friends groups, this funding is central to the operation of these entities. The planning group shared the expectation that the successful launch of a Boston Harbor Islands Stewardship Center will require funding from the NPS to leverage the natural and facilities assets that TIOBEC will contribute.

## **Stewardship Center Concept**

With the results of the benchmarking in hand, the joint NPS/TIOBEC planning group articulated the following theory of change for the center:

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Thompson Island Outward Bound and the National Park Service offer experiential education and research opportunities that promote environmental stewardship and academic achievement using the resources of the Boston Harbor Islands. The outdoor learning expeditions engage students and teachers in hands-on activities designed to enrich their education experience and promote an informed sense of environmental responsibility. The island campus provides opportunities for researchers and scholars to conduct investigations across multiple disciplines including the biological, physical, and social sciences. By integrating science and scholarship with student learning, participants connect real science and citizen action to create a sustainable park, community, and world.

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Based on the theory of change, the committee also articulated the following elements of a vision for the TIOBEC/NPS Center.

- Administer and act as a clearing house for research in the Boston Harbor area.
- Make use of both existing and new curriculum elements with input from a curriculum developer to ensure that programs run smoothly and be applicable to a wide range of ages.
- Full-time staff of NPS program director/science coordinator, education coordinator, and volunteer/communications coordinator with NPS seasonal rangers used to deliver programming; over time additional TIOBEC field educators will be deployed.
- Operate research and educational programming throughout the year: A key component is providing water transportation for participants. While island field trips will cease during winter, classroom-based preparatory work will continue.

An environmental stewardship and citizen action message will be integrated into all of the Stewardship Center programs.

- Provide professional development for teachers to connect teachers and students to the content experts and scientists in the field. Teachers who participate will bring their classes to the islands during the academic year with transportation assistance. Visiting the islands several times in the course of their academic career and experiencing direct interaction with the natural and cultural resources is important for students to gain a deeper understanding of the harbor islands and their role as stewards.
- Web-based media and the clear presentation of data will help connect park science with a broad audience.
- Emphasize measurable outcomes both in terms of citizen action in regards to environmental stewardship and student academic achievement. Evaluation is part of the annual expense.

The center will address three key areas of activity: education, research, and civic engagement.

**Education:** In the area of education, the center will provide students with an intensive, experiential scientific, mathematical, or social studies experience directly aligned with Massachusetts curriculum frameworks. Educational programming will strive to improve students' Massachusetts Comprehensive Assessment System scores, increase students' willingness to select science electives, consider scientific careers, and, particularly in the case of urban public school students, see the value of taking the next steps toward college education.

**Science:** In the area of science, the center will provide researchers facilities in a partnership setting to support scientific inquiry, networking, and linking of science and scholarship to student learning and park management. Researchers will benefit from NPS staff with knowledge of funding sources and permitting requirements; have access to field and lab assistance from park staff, volunteers, students and interns; and enjoy opportunities for networking with partnered universities, government agencies, and non-profits. In addition, researchers will have the opportunity to directly contribute to curricula being developed and implemented through the Stewardship Center, as well as to directly address critical park management questions for this and other urban coastal parks. Sea-level rise, resulting from climate change, is a prime candidate topic of inquiry.

**Civic Engagement:** By bringing educators, scientists, and park managers together in a national park setting on an academic campus, the center will serve to inspire civic engagement. A primary goal of the Boston Harbor Islands Stewardship Center will be to ensure an active and engaged citizenry who understand the importance of environmental issues and the need for well-researched data in setting environmental policy. The center will address this goal through developing environmental curricula that use real science and address real management and policy issues, and by serving as the home-base for citizen-science and community stewardship throughout the Boston Harbor Islands. Volunteers will play a crucial role in the operation of the Stewardship Center.

## **Benefit to Other National Parks**

As a reservoir of expertise in science, education, and civic engagement, the Stewardship Center will stimulate expansion of volunteer experiences that augment resource stewardship (as well as visitor services). Expanded science and scholarship activities will attract volunteers as "citizen scientists" to implement numerous vital signs monitoring protocols at Boston Harbor Islands and at other national parks in the NPS Northeast Temperate Network. The Stewardship Center will train and facilitate the use of volunteers in Network parks where volunteer monitoring protocols are currently being developed.

For instance, at Boston Harbor Islands volunteers will participate in Network data collection protocols regarding coastal breeding birds and rocky intertidal indicators, and early detection of invasive species. Data collected will assist park managers in making informed resource management decisions and provides information for formal education and interpretation with the public.

## **Benefit to Boston Harbor Islands Partnership**

The Boston Harbor Islands national park area was established in 1996 as a "partnership park" that brings together public and nonprofit entities in the Boston Harbor Islands Partnership. NPS is a member of the Partnership and works to engage people with the islands and champions park stewardship.

While a new national park, we nonetheless have a robust science program (including a biodiversity inventory with Harvard); deliver curriculum-based programs to 5,000 students annually (2008); and demonstrate a commitment to volunteer stewardship. An island-based center will provide opportunities for researchers and scholars to conduct investigations across multiple disciplines including the biological, physical and social sciences. By combining science and scholarship with student learning and volunteering, participants will connect real science and citizen action to create---in concert with park managers---a sustainable park and community.

The Volunteer & Communications Coordinator will develop and implement a systematic program to manage an expanded and unified volunteer program within the Boston Harbor Islands Partnership, in addition to serving the NPS Northeast Temperate Network parks with volunteer monitoring protocols. The position will improve efficiency, productivity, and attitudes about volunteerism in the park. Volunteer programs management will shift from the current reactive, ad-hoc approach to a strategic approach, with clear mission, guidance, and objectives, and defined roles and responsibilities. An integrated, coordinated, and park-wide volunteer program will embody the partnership ethic that is embedded in the establishment of the park, demonstrating to the volunteers, the broader public, and the members of the Partnership the benefits of civic engagement in an urban national park setting. The structure and operations of volunteer efforts would become better organized, and better recognized and supported throughout the Partnership. The coordinator will work with liaisons from all interested island owner-manager organizations as well as the NPS, volunteer organizations to integrate volunteerism with park planning, visitor services, education, stewardship and administration. The strategic and systematic program led by the

Volunteer and Communications Coordinator would result in doubling the number of park volunteers (1448 in FY 08) in the next 3 to 5 years.

## Testing the Concept

During the winter of 2008, TDC tested the Stewardship Center concept with Boston public school educators, researchers at regional universities and area funders.

- University researchers expressed strong interest in the center, noting the attractive opportunity to stay for several nights in the harbor at a place that will facilitate the stabilization of specimens for further study in their own laboratories. The majority of university researchers also expressed their willingness to share their work with school groups visiting the center.
- Boston Public School educators also expressed interest in the center, noting that they could see ways in which this type of programming could be beneficial to their students. Educators frequently noted that their students enjoy and benefit from science taking place in the "real world."
- Funders found the concept to be attractive in several aspects including the introduction of urban youth to environmental science, greater use of Thompson Island in a new and relevant way, and the math and science focus. Key funders in Boston expressed some caution on the partnership aspects of the venture. In particular, these observers were concerned about the National Park Service as the sole major partner to TIOBEC in the development of the center, due to the lack of dedicated NPS funding.

## Current Status

During the planning process, and in part as a result of it, the partnership between TIOBEC and NPS has strengthened and expanded. Each year, the demand for curriculum-based programs delivered by Boston Harbor Islands staff grows. Over the past five years our reach into Boston Public Schools and surrounding harbor communities has increased to more than 5,000 students per year. But, with over 6 million people located within a one-hour drive of the park, we have the opportunity and the obligation to develop educational materials and programs for all ages. This programming will also allow us to meet the NPS goals set out in both the Interpretation and Education Renaissance Action Plan and the Northeast Region Ocean Park Natural Resources Strategic Plan.

The existing NPS curricula provides both classroom and field expeditions that enable students to observe and understand the natural resources of the Boston Harbor Islands. For instance, 7th graders get an in-depth understanding of the Diversity of Life through conducting tide pool exploration surveys and meeting scientists conducting invasive crab studies on Lovells Island. The 8th grade Civic Action curriculum can be viewed through the story of the Boston Harbor cleanup, and seeing for themselves the transformation of Spectacle Island from a trash dump to a public park area and model of sustainability and green design principals. These interdisciplinary experiences connect

students to a larger community: scientists, advocates, and people working in the harbor. Our program expands their view of the city and exposes them to future career paths, and provides living lessons on how to be vital participants in the life of the city.

Meanwhile, some joint scientific research, as well as collaborations among area colleges and universities, TIOBEC and the NPS is being conducted in the Boston Harbor Islands, and is making use of Thompson Island natural and facility resources. One example is the all-taxa biodiversity inventory (ATBI) being conducted in collaboration with Harvard Museum of Comparative Zoology which has used Thompson Island facilities as a field lab. The Boston Harbor Islands are also the subject of a number of Natural Resource Inventory and Monitoring studies. Recent scientific studies have focused on the intertidal zone, nesting birds, flora and fauna, invasive species, and coastal erosion.

Volunteer initiatives in the Boston Harbor Islands area preceded the establishment of the national park, and have continued to develop as an important component of park programs. There are a number of ongoing volunteer initiatives in the park engaging hundreds of individuals and groups annually. Volunteer programming is planned and managed by a number of individuals from numerous organizations on a largely ad-hoc basis, without a clear lead organization or park-wide volunteer coordinator. Substantial staff time and resources are devoted to volunteerism on a park-wide basis by the NPS, the Boston Harbor Island Alliance, and Friends of the Boston Harbor Islands, and in specific park parcels by a number of owner-manager agencies---particularly the Massachusetts Department of Conservation and Recreation, Thompson Island Outward Bound, and The Trustees of Reservations.

While current volunteerism provides substantial value to volunteers and the park, numerous organizational and administrative challenges for volunteer coordination have emerged. The Partnership has not been able to take full advantage of opportunities to integrate volunteerism with broader resource stewardship, public outreach, marketing, advocacy, and fundraising initiatives. The roles of the Partnership agencies and volunteer organizations are not clearly defined, leading to duplication of efforts, sometimes opposing priorities, and overall inefficiency. As a result, in 2006 the Partnership recommended that the NPS provide overall management for volunteer programs. As an interim measure, volunteer program management duties were added to the existing NPS Partnership Liaison position. This has resulted in an in an annual increase in volunteers for the past two years and improved tracking of the number of volunteers and volunteer hours.

## ***B: Gateway Criteria***

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### MEMORANDUM

TO: Boston Harbor Islands Partnership Planning Committee  
FROM: Bruce Jacobson, Chair  
DATE: August 2, 2007  
SUBJECT: Gateway Criteria

The National Park Service, Boston Harbor Island Alliance, and other partners are currently pursuing development of two “gateways” to the Boston Harbor Islands:

- Harbor Park Pavilion at Long Wharf on the Rose Kennedy Greenway in Boston; and
- “Adams Landing” at Squantum Point Park in Quincy.

Mainland gateways were a topic of great interest as we prepared the Boston Harbor Islands General Management Plan, and the final plan includes specific guidance for developing these visitor facilities. I thought it would be useful to revisit the criteria that the Partnership endorsed for gateways as we move forward with discussion and planning for new mainland access points to the islands.

The rest of this memo is taken from the Boston Harbor Islands General Management Plan (Boston Support Office of the Northeast Region, National Park Service for the Boston Harbor Islands Partnership, 2002). I have cleaned up language here and there to aid comprehension; page numbers are shown if you want to consult the original text.

### **PARK ACCESS AND CIRCULATION SYSTEMS** (pp.75-76)

One of the mandates of the park’s enabling legislation is to improve access to the Boston Harbor Islands using public water transportation. In developing policy to address this mandate, several assumptions were made about water transportation:

- that passenger ferry service will be expanded in phases over time
- that additional mainland departure points and routes are added when there is demonstrated demand
- that island docks, which are controlled by park managers, are open for commercial ferries under regulation by the park dock manager
- that ferry service is intended to be self-sustaining over time.

Consistent with preserving park resources and providing diverse, high-quality visitor experiences, the Partnership seeks to provide reasonable access to the park and to ensure that the

means of circulation within the park and on the surrounding lands and waters foster convenient enjoyment of park resources.

The Partnership will cooperate with the many agencies working to provide greater access to the harbor for the public. Special efforts will be made to coordinate with public transit authorities for access improvements to land routes for visitors in inland communities to reach mainland gateways easily.

### **Gateways**

Access to the islands will be offered from many locations on the mainland. The level of services offered at these locations will vary based on visitor demand and ability of the market to respond. Some departure points will provide a level of service that qualifies them to be designated as official gateways and included in the Mainland Gateway park management areas by the Partnership. Others will feed visitors to the official gateways or, in some cases, directly to the islands.

The Partnership will review requests for new gateways using the criteria established for Mainland Gateway management areas (see below). A public process assures community input.

Mainland gateways are, by definition, ferry departure points with attendant information, orientation, and services for park visitors. The Partnership will ensure that each official gateway is a scheduled stop on the park water transportation system; that it is promoted as a departure point or “entrance” for the national park area; and that there is park orientation and interpretation for visitors. Facilities are to be developed in collaboration with the facility owners. In exchange, the official gateway operators will enter into agreements that provide revenue to the park through the Boston Harbor Island Alliance (see Park Financing on page 86). Local municipal endorsement is a prerequisite for being designated a Boston Harbor Islands gateway.

### **Park Water Transportation**

The public water transportation system provides most visitors with access to the park. Our goal is that the water transportation contributes to the overall visitor experience by meeting three objectives. (1) The ferry trip is pleasurable and educational, introducing the visitor to the harbor and to the islands. (2) The service is comfortable, safe, and reliable. (3) The system has sufficient infrastructure to handle a higher volume of visitors as the park grows.

Passenger ferries travel from mainland gateways to hub islands, where water shuttles operate in loops to several other islands. Ferries operate frequently in the summer, less frequently in spring and fall, with special trips in the winter. Eventually, water shuttles may make regular circuits once or several times a day among Georges, Spectacle, Deer, Gallops, Lovells, Grape, Bumpkin, and Peddocks. Less frequent boat service might become available to other islands, such as Long Island.

Dock facilities, ferries, and water shuttles will meet performance standards set by the Partnership. Dock facilities will accommodate various sizes of vessels and provide safe access on and off the vessels. Performance criteria for ferry and water shuttle services address reliability of service and schedules, guidelines to ensure resource protection, vessel wake and wash limitations, public safety, and standards for serving visitors with disabilities. The park water transportation system will continue to be operated by private boat operators under agreement to the Partnership or its member agencies. It will be monitored and evaluated periodically and adjusted as needed.



## MAINLAND GATEWAYS MANAGEMENT AREAS (p. 49)

Management areas (sometimes called management zones) help determine the balance between resource preservation and visitor use on the islands. One management area, Mainland Gateways, covers mainland locations. Management areas containing gateways are facilities that welcome harbor islands visitors, providing boat access and information meant to foster a sense of anticipation about the adventure ahead. These developed sites offer orientation, and may provide interpretive and educational programming to intrigue and draw in the visitor to the islands. Mainland Gateways may be professionally staffed and have high levels of visitation and activity.

The Partnership desires access to the islands from many locations on the mainland. Yet, the level of services offered at these locations will vary based on visitor demand and ability of the market to respond. Some departure points will provide a level of service that qualifies them to be designated as official mainland gateways by the Partnership. Other waterfront locations not included with the Mainland Gateway management areas will feed visitors to the official gateways or, in some cases, directly to the islands.

The 1996 park legislation names many locations where federal funds could be used to help support gateways. No locations have yet been included in the Mainland Gateway management area; however, the Partnership has identified potential locations, 15 of which are shown on Management Areas map (page 55). Both Squantum Point and Long Wharf are included.

Although no Mainland Gateway management areas have been designated, the Partnership has developed criteria to be used in designating gateways. Mainland Gateway areas allow for a range of desired conditions and visitor experiences, similar to other park management areas. Some gateway locations are intended to be high-visitation sites that serve national, regional, and local audiences. Others serve primarily local residents, and may be designed for “touch and go” transport (drop-off and pick-up only). The larger, more active locations will be staffed while the smaller gateways may not be, and services will vary with the level of staffing. The fundamental criteria that must be met by all official gateways are:

- Free access – Mainland gateways are located in areas open to the public without charge.
- Intermodal access – Mainland gateways are sited near public, multi-modal transit systems including highways, bikeways, and commuter boats.
- Piers – Mainland gateways have piers that accommodate regularly scheduled island vessels and meet other program requirements such as access for people with disabilities.
- Long-term docking facilities – Ferry terminals have long-term arrangements so that docking facilities are available for authorized island ferry and water shuttles; thus providing park visitors with assurance that terminals remain in the same locations over long periods of time.
- Identity – A uniform park identity sign package is located at each gateway including a “welcome” sign, orientation panels, and highway directional signs.
- Visitor amenities – At a minimum, seating and a shade shelter are present.
- Good neighbors – Mainland gateways have the ability to accommodate visitor activity without significant negative effects on adjacent residential neighborhoods.
- Parking – Where feasible, gateways provide parking for island visitors.

The larger, more active locations bring these additional attributes:

- Restrooms and drinking water – either seasonal or year-round facilities are available
- Visitor contact station – an indoor space providing a point of contact for potential visitors is made available
- Sales – island-related souvenirs, educational material, and trip supplies are sold

- Staff – staffed locations may “piggy-back” on existing visitor facilities provided by harbor communities.

**Desired Future Resource Conditions at Gateways** (p. 52)

- The mainland environment is a developed area.
- Any historic resources retain integrity and are adaptively reused for park purposes.
- There may be a high degree of impact on natural resources.

**Desired Future Visitor Experience at Gateways** (p. 52)

- Interpretation and educational programs help visitors “discover” the islands.
- Visitors anticipate a trip to the islands with a feeling of adventure.
- There is a high level of activity and human interaction.

The desired visitor experience at two types of mainland locations is described more fully in the appendix of the General Management Plan (p. 170). The first stop for many visitors will be a Boston visitor facility where people would gain a perspective of the park as a whole. The Boston Visitor Contact Center describes the desired experience for the Harbor Park Pavilion which would serve the park’s ferry service at Long Wharf. The more general Gateways experience is what would be desired for Squantum: visitors buy tickets, get information about the park, and wait for ferries. Each gateway will feature similar interpretive signs and wayside exhibits (see sign guidelines below). Some gateways will have indoor space.

	<b>BOSTON VISITOR CONTACT CENTER</b>	<b>GATEWAYS</b>
<b>Opportunities</b>	<ul style="list-style-type: none"> <li>• <i>High numbers of visitors, both local residents and tourists, are present in downtown Boston</i></li> <li>• <i>Can present comprehensive overview of all the islands and park themes in a significant way</i></li> <li>• <i>Place to reach people who would not visit the islands or who might go another day</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>High numbers of visitors</i></li> <li>• <i>Visitors spend time waiting for ferries: opportunity to use wait time for park orientation</i></li> <li>• <i>Opportunity to reach people who may not visit the islands</i></li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>• <i>Lots of competition for visitors’ attention</i></li> <li>• <i>Visitors can’t see the islands from most potential sites</i></li> <li>• <i>May be difficult to find an appropriate location</i></li> <li>• <i>Major cooperators with significant funding are required</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Lots of competition for visitors’ attention in downtown locations</i></li> <li>• <i>Challenge of providing consistent identity and look</i></li> <li>• <i>Visitors can’t see islands from the shore at many locations</i></li> </ul>

	<b>BOSTON VISITOR CONTACT CENTER</b>	<b>GATEWAYS</b>
<b>Objectives</b>	<ul style="list-style-type: none"> <li>• Increase awareness of the park and encourage visits</li> <li>• Orient visitors to the overall significance of the islands, the park themes, the cultural and natural resources, and the experiences available</li> <li>• Present the Partnership concept</li> <li>• Help visitors plan trips and make choices about what to do</li> </ul>	<ul style="list-style-type: none"> <li>• Entice visitors to visit the park</li> <li>• Help visitors plan, make choices</li> <li>• Orient visitors to the overall significance of the islands</li> <li>• Provide an “arrival” experience and reinforce the park identity</li> </ul>
<b>Personal Interpretation</b>	<ul style="list-style-type: none"> <li>• Rangers and volunteers would staff facility and provide visitor reception and orientation services</li> <li>• Demonstrations, talks, performances, presentations by rangers and volunteers</li> </ul>	<ul style="list-style-type: none"> <li>• Gateways to be staffed by ranger or cooperater staff</li> <li>• Ideally, staff will not just sell tickets but do some informal interpretation with discovery carts: things to see and touch</li> <li>• Gateways with indoor space have potential for orientation talks, small demonstrations, etc.</li> </ul>
<b>Non-Personal Interpretation</b>	<ul style="list-style-type: none"> <li>• Park audio-visual presentation</li> <li>• Exhibits, artifact displays, hands-on experiences, computer interactives</li> <li>• Sales and supplies of necessities for island visits such as water, food, sunscreen, cameras</li> <li>• Webcam to islands</li> <li>• Kids’ corner</li> </ul>	<ul style="list-style-type: none"> <li>• At all gateways: <ul style="list-style-type: none"> <li>- signs</li> <li>- wayside exhibits</li> <li>-interpretive booklet (with map/chart) given out with ticket; could be passport to islands (one page per island with identity of agency, what there is to do)</li> <li>- kids’ activity guide</li> <li>- seating and shade</li> </ul> </li> <li>• In Boston and Hingham (others serving national and regional visitor population): sales and supplies of necessities for island visits such as water, food, sunscreen, cameras</li> </ul>

**Potential Management Activity at Gateways** (p. 53)

- Focus on visitor convenience and access to services
- Rehabilitation as primary treatment for historic resources (See Secretary’s Standards for the Treatment of Historic Properties)
- Staff presence desirable to provide visitor services

### Potential Infrastructure at Gateways (p. 53)

- *High level of development*
- *Transit stop and parking*
- *Pier*
- *Marina*
- *Wayfinding and information signs*
- *Shade shelter*
- *Restrooms*
- *Picnic tables and benches*
- *Basic food services (vending machines, snack bar)*
- *Interpretive media (wayside exhibits, brochure racks, audio tours, etc.)*
- *Ticket office*
- *Information kiosk or visitor contact station*
- *Visitor center*
- *Park-related retail (books, necessities, souvenirs, etc.)*
- *Recreational equipment rentals*
- *Paved trails and walkways*
- *Park offices and support (employee housing, maintenance, utilities, etc.)*

### PARK DEVELOPMENT (pp. 87-89)

Park infrastructure is the only development envisioned for the Boston Harbor Islands national park area; it should be consistent with at least one of the purposes below and leave park resources unimpaired. Infrastructure (park facilities) is built for the following purposes:

- to protect and preserve park resources
- to support park programs and education
- to provide visitor safety or amenities
- to accommodate an increasing number of visitors
- to generate revenue for park programs and operations
- to support park management and maintenance

Any park development will support park goals. Development costing more than \$500,000, which the National Park Service funds or for which it is expected to assume operational or maintenance responsibility, is reviewed by the nationwide NPS Development Advisory Board.

#### Development Guidelines

The following infrastructure development guidelines meld National Park Service policy with more specific guidance for the Boston Harbor Islands national park area. They guide all new construction in the park. “Infrastructure” includes structures, paving, program facilities, administrative facilities, and utilities.

##### *Location*

In general, new construction takes place in the park where infrastructure already exists or previously existed. Major facilities are placed only in appropriate management areas established by the general management plan and after consideration of carrying capacities.

##### *Scale*

Scale of the islands is respected. Facilities are integrated into the park landscape and environs so as to cause minimum impact. Development does not compete with or dominate park features or

seem out of scale with individual islands. A cohesive design theme reflects the purpose and character of the park as a whole. Standard designs and components may be used, but they are adapted as appropriate to the specific site and conditions as part of the design process.

### *Planning & Design*

Planning and design of park infrastructure is accomplished by interdisciplinary, inter-agency teams constituted to meet the environmental, programmatic, and technical requirements of the project, and to help unify the park visually and thematically. In areas of historic preservation emphasis, new visitor or administrative structures harmonize with the area and its cultural resources in proportion, color, and texture. No attempt is made to duplicate or mimic a historic design, nor is any modern construction to be portrayed to the public as historic. Any decisions calling for actions having the potential to significantly alter the environment require formal analysis of alternatives based on reliable data about the natural and cultural resources of the park. Public input is sought at the earliest practical stage of planning and design.

### *Sustainability*

Any development is programmatically and physically sustainable, with principles of conservation applied. Uniform standards for piers and water transportation contribute to sustainability by encouraging the use of standardized vessels.

### *Life-Cycle Costs*

All costs, including initial construction costs, ongoing maintenance costs, and operating costs, are considered in the planning, design, and construction of facilities.

### *Adaptive Use*

Adaptive use of historic and non-historic buildings for uses such as visitor centers, hostels, and administrative offices is generally considered before new construction, assuming that an existing building can meet park objectives and its use is not an intrusion on significant natural or cultural resources. Use of historic buildings complies with all laws, regulations, and policies regarding the treatment and use of cultural properties.

### *Restoration*

Natural, cultural, and historic features of the park are restored only after research and planning have determined the appropriateness of restoration.

### *Accessibility for People with Disabilities*

Visitor and management facilities and water transportation systems are made as accessible as is practicable, depending on the nature of the area and of the facility, to persons with visual, hearing, mobility, and mental impairments. In conforming to the policy of accessibility, emphasis is placed on ensuring that disabled persons are afforded experiences and opportunities with other visitors to the greatest extent practicable.

### *Utilities*

Utilities are as unobtrusive as possible and pose the least possible resource impact; municipal or other utility systems outside the park are used whenever economically and environmentally practicable; where possible and authorized, cost-sharing with municipalities and others is done in meeting new, expanded, or replacement park utility needs. An exception to unobtrusive utilities are those that might be highlighted to reveal their function, such as those using renewable energy, an important aspect of education.

## Sign System

The Boston Harbor Islands Partnership presents a unified sign system to Boston Harbor Islands national park area visitors. This policy integrates the following aesthetic and functional principles:

- provide clear, concise, and consistent communication to visitors in order to improve the quality of the park experience
- help establish the identity of the national park area with the public, while at the same time recognizing the essential role of the island-owning Partnership agencies
- employ quality graphic design that is legible, timely, and inviting
- be sensitive to the park environment by avoiding sign proliferation and using minimal sign size, harmonious colors, and an overall simplicity
- accommodate systematic change and simultaneously retain continuity for visitors
- procure, manage, and maintain signs cost-effectively over their life cycle
- demonstrate sustainable design by selecting materials for long life and utilizing reusable and recyclable materials whenever possible

The Boston Harbor Islands sign system is divided into five groups based on function. Among them, two are appropriate for mainland gateways:

- Orientation panels for park entry portals and major island destinations — help visitors plan their trip to the park and their visit to a particular location in the park through text and graphics.
- Wayside interpretive exhibits for visitor areas — inform and educate visitors about island resources with minimal text and powerful graphics at significant features.

More specific sign standards were adopted by the Partnership to implement this policy.

## SUSTAINABILITY AND ENVIRONMENTAL LEADERSHIP (p. 89)

The Boston Harbor Islands Partnership will demonstrate environmental leadership and a commitment to the principles of sustainability. The Partnership agencies will lead by example in all aspects of park management including policy development; park planning; park operations; natural and cultural resource management; interpretation and education; facilities design, construction, and management; and commercial services. Infrastructure, programs, and functions will be models for the use of sustainable design, planning, construction, development, access, resource use, and maintenance. To ensure appropriate commitment, the Partnership agencies adopt sustainable practices on the islands over time. Collaborations foster environmentally, socially, and economically compatible solutions.

## EVALUATING ENVIRONMENTAL IMPACTS (pp. 85)

The park operates under many laws that require consultation and review by outside parties, notably the National Environmental Policy Act of 1969 (NEPA), the Massachusetts Environmental Policy Act, and Section 106 of the National Historic Preservation Act of 1966. In compliance with environmental laws, the Partnership ensures that the environmental costs and benefits of proposed management actions are fully and openly evaluated before actions are taken that may impact the human environment. Under the National Historic Preservation Act proposed actions are evaluated as to their potential effects. These evaluations include appropriate

participation by the public; application of scholarly and technical information in the planning, evaluation, and decision-making processes; use of Partnership knowledge and expertise through interdisciplinary teams and processes; and aggressive incorporation of mitigation measures, pollution prevention techniques, and other principles of sustainable park management. (Specific park policies also address the federal Native American Graves Protection and Repatriation Act [NAGPRA], and appropriate state and tribal laws regarding Indian burial sites and funerary objects.)

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In addition to the above memo, the following information applies to access for people with disabilities regarding gateway terminals, dock requirements, and vessels:

The Gateway municipalities and respective island managers need to commit to implementation of a consistent set of fully accessible docks at all mainland gateway and island hub locations. Current state (MAAB) and federal (ADA) requirements need to be met. These would include the marine terminal components including docks, floats, and landside terminal approaches. If existing facilities at mainland gateways or island hub terminals are not fully accessible at the time of the RFR, a schedule of completion commitments will need to be submitted by appropriate terminal managers prior to contract start-up. Federal requirements regarding accessibility on vessels have not yet been promulgated, but are likely to be in place sometime during the contract duration. The RFR will ask operators how they will provide access on vessels proposed, which will be considered in the selection process.

## C: Strategic Plan Model

### Boston Harbor Islands National Park Area in 2016 Strategic Plan



**The 2016 strategies are based in the park’s mission goals which assert these ideals:**



The harbor islands are protected.



Park visitors are satisfied and knowledgeable.



The Partnership is effective, thus supporting the park mission.



## ENDNOTES

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<sup>1</sup> As part of the National Park Centennial Initiative, National Park Service conducted a National Listening Session in Boston at Faneuil Hall on March 15, 2007. Six “listening stations” were provided for the public to write their own comments in response to the three questions posed by NPS. The Boston National Centennial Listening Session was attended by 150 people associated with coastal parks stretching from Acadia NP to Cape Cod NS and inland to Saint-Gaudens NHS. There were participants in attendance representing: non-profit park partners and friends groups; state and local governments; youth (Boston Environmental Ambassadors to National Parks); Native American interests; and the general public (including a self-avowed “national park junkie”).

<sup>2</sup> Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 46.

<sup>3</sup> This paragraph moved from the section, “The Beginning of a National Park” in Boston Harbor Islands, 10 Years of Progress: Laying a Solid Foundation. National Park Service, U.S. Department of the Interior. December 2006.

<sup>4</sup> Adapted from [http://www.managementhelp.org/plan\\_dec/str\\_plan/str\\_plan.htm#anchor320170](http://www.managementhelp.org/plan_dec/str_plan/str_plan.htm#anchor320170), accessed August 27, 2008.

<sup>5</sup> Similar themes were included in the Secretary of the Interior Dirk Kempthorne’s 2007 report to the President, The Future of America’s National Parks, and adopted by the National Park Service to prepare for the National Park Centennial in 2016.

<sup>6</sup> Appendix 13 of the general management plan estimates costs to implement the plan: studies and planning are estimated at \$6.5M; island infrastructure at \$99M to which \$20M is added for replacement of the Georges Islands pier; redevelopment of Fort Andrews on Peddocks at \$58M; and mainland gateways at \$20M. Total capital investment of \$203.5M in 2000 dollars. Assuming a modest 10% annual increase in current operating expenditures (\$7.5M), \$68.98M will be needed for operations for 2010-2015.

<sup>7</sup> Education and Interpretation Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 52.

<sup>8</sup> Youth employment sponsored by Partnership agencies in 2009 included: Green Corps (30), Island Ambassadors (15), NPS Youth “Intake” (4), and Student Conservation Association (10).

<sup>9</sup> Expands on the following goal from “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005: “300% more students from the metro-Boston area participate annually in organized school visits to the park (increase from 1998 level of 1,000 to 3,000).”

<sup>10</sup> From January 1, 2008 to December 31, 2008, there were 678,619 visits to BostonHarborIslands.org, with new visitors totaling 202,420, or 30% (<http://stats.bostonislands.org>).

<sup>11</sup> Ibid.

<sup>12</sup> This is the same goal established in “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002

<sup>13</sup> The 2008 baseline is 14 interpretive exhibits on Deer and Nut Islands and 6 on Georges Island.

<sup>14</sup> Resource Protection Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 52.

<sup>15</sup> Research and Information Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 52.

<sup>16</sup> The Massachusetts Department of Conservation and Recreation (DCR), in cooperation with the Boston Harbor Island Alliance, conducted a visual building conditions assessment on buildings within the Fort

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Andrews complex at Peddocks Island on November 15, 2006. The report, Peddocks Island –Building Conditions Assessment for Fort Andrews and Island Cottages (Massachusetts Department of Conservation & Recreation, September 2007), includes a brief description of the Fort structures and summarizes existing conditions and recommendations for future use. The Fort Andrews’ buildings and landscape features that are being considered for preservation and adaptive reuse as part of the conceptual phased program include:

- Rehabilitation of Building No. 31 – Guardhouse into a Visitor Center
- Rehabilitation of Building No. 39 – Chapel for public programs
- Restoration of the historic Parade Ground landscape, creating a central outdoor gathering place
- Rehabilitation of Building No. 33 – Firehouse into a kitchen
- Rehabilitation of Building No. 8 – Bakery into a dining hall/café
- Rehabilitation of Building No. 26 – Administration Building at the head of the Parade Ground into an amphitheater
- Rehabilitation of Building No. 25 – Gymnasium or Building No. 36 Quartermaster’s Building for conferences and/or meetings

In 2008, Boston Harbor Island Alliance and DCR initiated design for the Chapel (39) and Guardhouse (31). Consideration of design alternatives for the Stables (4) and Carpenter’s Shop (7) were also put into the mix of possible adaptive reuse.

<sup>17</sup> The Massachusetts Department of Conservation and Recreation (DCR), in cooperation with the Boston Harbor Island Alliance, conducted a visual building conditions assessment on buildings within the Fort Andrews complex at Peddocks Island on November 15, 2006. The report, Peddocks Island –Building Conditions Assessment for Fort Andrews and Island Cottages (Massachusetts Department of Conservation & Recreation, September 2007), includes a brief description of the Fort structures and summarizes existing conditions and recommendations for future use. DCR and IA identified 17 buildings (Buildings 4, 7, 8, 10, 11, 14, 15, 16, 25, 26, 27, 28, 31, 33, 35, 36, & 39) as salvageable structures; conceptual programs for these structures have not been determined. Since the report was issued several buildings have significantly deteriorated, perhaps beyond the point of being salvageable.

<sup>18</sup> Ibid.

<sup>19</sup> The Massachusetts Department of Conservation and Recreation (DCR) conducted a visual building conditions assessment of the island cottages at Peddocks Island on June 15 and August 20, 2007. The report, Peddocks Island –Building Conditions Assessment for Fort Andrews and Island Cottages (Massachusetts Department of Conservation & Recreation, September 2007), summarizes existing conditions of the cottages owned by DCR..

<sup>20</sup> From “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005. The two islands are purposely not publicly identified to prevent tampering with archeological resources.

<sup>21</sup> The reopening of Gallops Island was recommended by the Boston Harbor Islands Advisory Council in 2007, and made a priority for action by the Council in 2008.

<sup>22</sup> Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 59.

<sup>23</sup> Builds on the following goal articulated in “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005: “Park ‘vital signs’ are identified and the first monitoring of Boston Harbor Islands natural resources is complete using professionally accepted protocols.” “Vital signs” were developed for Boston Harbor Islands in collaboration with the NPS Inventory & Monitoring Program.

<sup>24</sup> Launched in 2005, the ATBI was selected as a NPS 2008 Centennial Challenge project that was funded with \$50,000, matched by a \$53,000 donation from Boston Harbor Island Alliance and Harvard Museum of Comparative Zoology. By 2008, the ATBI had identified 1,100 insect species (out of 35,000 identified

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specimens). In addition, 1,073 were listed in the NPSpecies database from other scientific studies conducted in the park. Thus in 2008, the total was 2,173 documented species.

<sup>25</sup> Evaluation of geological processes was a goal from “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005, with the following goal: Surficial geology and coastal processes are evaluated on 30 Boston Harbor Islands, appropriate processes inventoried, and human influences that affect those processes are identified.”

<sup>26</sup> Development of a geo-referenced digital map showing plant communities, including sensitive communities, was included in the “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005.

<sup>27</sup> “Sustainability and Environmental Leadership” policy endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 89.

<sup>28</sup> Modified “Energy Management and Recycling” policy endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 90: Modified to add use of “natural resource and materials,” to the existing statement about “energy use.”

<sup>29</sup> Based on Massachusetts Executive Order 484: Leading by Example – Clean Energy and Efficient Buildings (4/18/07), as presented to the Boston Harbor Islands Partnership on November 20, 2007.

<sup>30</sup> Ibid.

<sup>31</sup> Based on Massachusetts Executive Order 484: Leading by Example – Clean Energy and Efficient Buildings (4/18/07), as presented to the Boston Harbor Islands Partnership on November 20, 2007 which is more stringent than the April 2007, Executive Order of Mayor Thomas M. Menino; An Order Relative to Climate Action in Boston, Boston, that requires 15 percent of electricity be generated from renewable resources by 2012.

<sup>32</sup> April 2007, Executive Order of Mayor Thomas M. Menino; An Order Relative to Climate Action in Boston, Boston: “All purchases of motor vehicles shall be alternative fuel, flexible fuel, or hybrid vehicles, unless they are not available for the needed function. New motor vehicles shall be the most fuel-efficient within their vehicle class. Diesel fuel used by municipal vehicles shall be at least five percent biodiesel. Total fuel consumption for municipal transportation purposes shall be reduced by a minimum of five percent by 2012.”

<sup>33</sup> Visitor Use, Access, and Enjoyment Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 52.

<sup>34</sup> Islands suitable for visitor services are identified in the management area emphasis adopted by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 52.

<sup>35</sup> Builds on a doubling of park visitation that met the following goal from “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005: “100% more people are safely visiting the park than in 1998 (increase from 150,000 annual visitation to 300,000) consistent with island carrying capacities set to provide for quality visitor experiences and resource protection.” A more scientific visitor counting system needs to be developed in order to institute the concepts in Strategy 13.

Also consistent with the single over-arching goal of the Boston Harbor Island Alliance Strategic Plan 2007 – 2011 Final Version: November 2006 prepared by TDC which is: “The Island Alliance will double the number of visitors to the Boston Harbor Islands over the next five years.” (p. 4.)

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<sup>36</sup> In 2008, 12,148 private boats and water craft were estimated to have arrived at the 17 islands for which statistics are kept.

<sup>37</sup> In 2008, 30,522 visitors attended public programming:

DCR ranger programs	17,236
NPS ranger programs	4,498
Demonstrations & Performing Arts	7,674
Special Events	1,114

<sup>38</sup> The goal established in “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005 was: “Ninety percent (90%) of park visitors are satisfied with the overall quality of appropriate park facilities, services, commercial operations, and recreational opportunities.”

Analysis of data from the National Park Service Visitor Survey Card results by a Boston-based non-profit consulting firm, TDC, revealed that visitor satisfaction with the Boston Harbor Islands peaked in 2003 and has fallen subsequently. This trend of overall visitor satisfaction corresponds with the trend in satisfaction for the amenities and infrastructure provided at the park, including recreational opportunities, facilities, and visitor services. Visitors give the commercial services and bathrooms on the islands particularly low marks, with only 45% and 37% indicating that they were satisfied with the available options respectively. These findings lead to the clear conclusion that current Islands infrastructure—including recreational opportunities, facilities, visitor services and commercial services—are not adequate to stimulate and support visitation and do not create a culture of repeat visitation. Therefore, the current strategic plan tracks these elements individually, rather than as “overall quality.”

The NPS visitor survey data are expected to be accurate within  $\pm 6\%$  with 95% confidence. For more about the Visitor Survey Card process at Boston Harbor Islands, visit <http://psu.uidaho.edu/files/vsc/reports/vsc.BOHA808.pdf?PHPSESSID=b2b17d88b8ea6445565c94f8c19f6e0e>

<sup>39</sup> Ibid.

<sup>40</sup> Ibid.

<sup>41</sup> Criteria for mainland gateways were developed for the Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002. See this plan’s Appendix B: Gateway Criteria.

<sup>42</sup> According to the National Association of Theater Owners, the average evening (non-matinee) ticket price for adult individuals attending U.S. cinemas in 2008 was \$7.18 (<http://www.natoonline.org/statisticstickets.htm>), with the average cost for a family of four reported by the Motion Picture Association of America at \$28.72. Furthermore, “going to the movies is one of the most affordable entertainment outings for families – with admission prices remaining significantly lower than alternative entertainment options” (2008 Theatrical Statistics, page 5, accessed at <http://www.mpa.org/researchStatistics.asp>). Thus, movie ticket price is deemed a good measure of affordability for individual and family outings.

<sup>43</sup> Based on the park’s water transportation policy, found in the Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 75.

<sup>44</sup> Based on recommendations of a working group of Partners who met to examine how the Partnership functions and discuss ways to work together more effectively and adopted by the Partnership on September 16, 2008. Current ferry capacity of 520 seats: two boats from Boston = 400; one boat from Hingham = 70; and one-third of the “T” capacity from Quincy = 50)

<sup>45</sup> NPS has submitted a funding request for \$100k to conduct the transportation study, from which the description was taken.

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<sup>46</sup> The Massachusetts Department of Conservation and Recreation (DCR), in cooperation with the Boston Harbor Island Alliance (IA), conducted a visual building conditions assessment on buildings within the Fort Andrews complex at Peddocks Island on November 15, 2006. The report, *Peddocks Island –Building Conditions Assessment for Fort Andrews and Island Cottages* (Massachusetts Department of Conservation & Recreation, September 2007), includes a brief description of the Fort structures and summarizes existing conditions and recommendations for future use. Two structures were identified that require immediate demolition (Buildings 29 and 30), as well as eight other buildings along Officer’s Row (Buildings 17, 18, 19, 20, 21, 22, & 34) that require partial demolition and/or preservation as historic ruins. Serious deterioration of buildings since the report was issued may require additional demolition.

<sup>47</sup> This is a modified goal from “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005. Peddocks and Deer were removed as desired “hub islands.” The six islands to have fully accessible docks and piers are Grape, Bumpkin, Peddocks, Lovells, Little Brewster, and Thompson.

The City of Boston and DCR have commissioned a study, scheduled to be completed in December 2009, to evaluate options for improving marina safety and reducing sediment movement into the Spectacle Island marina basin. Spectacle Island pier and marina face the main commuter boat channel into Boston Harbor – in excess of thirty high speed ferries pass directly in front of pier and marina daily. Existing wave screen which is built into pier is not sufficient in slowly down damaging wakes. Need to construct a free standing wave screen. Floats and piles within marina, as well as private boats and ferries have been damaged by these wakes – want to prevent further injuries to property as well as to visitors to the island. Heavy wakes can make the loading and unloading of passengers, equipment, and supplies unsafe.

The floats on Lovells, Grape, and Bumpkin Islands are not functioning properly due to design issues and exposed open ocean conditions. Improvements need to be made to restore float and gangway systems to be ADA/MAAB-accessible. In addition, automatic lifting systems need to be installed, so that the 100-foot gangways can be lifted in advance of predicted high surface and ocean storms.

<sup>48</sup> Builds on the following goal met from “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005: “The number of hours contributed towards the park mission by Volunteers and Friends of the Boston Harbor Islands is increased by 10% over 1997 levels (from 11,880 to 13,068).” In 2007 the Partnership voted to have the National Park Service coordinate volunteerism for the park, as was suggested by the Boston Harbor Islands Advisory Council in their 2006 analysis of the Boston Harbor Islands Strategic Plan.

<sup>49</sup> External Cooperation Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 52.

<sup>50</sup> Management and Operations Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 52.

<sup>51</sup> Based on recommendations of a working group of Partners who met to examine how the Partnership functions and discuss ways to work together more effectively and adopted by the Partnership on September 16, 2008.

<sup>52</sup> This is modified from the goal established in “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005. The original best management practices and standards for each committee program area: operations, education, marketing, planning, and finance.

<sup>53</sup> Cooperative agreements and cooperative management agreements are seen by members of the Partnership planning committee as a way to provide the detailed steps necessary to accomplish the goals of the 2016 strategic plan. These agreements would be drafted by NPS in collaboration with the relevant Partnership agency and will answer the questions: Who will do What, When, and Where?

<sup>54</sup> Recommendation of a working group of Partners who met to examine how the Partnership functions and discuss ways to work together more effectively and adopted by the Partnership on September 16, 2008. The working group emphasized that current agency funding must be maintained as permanent

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subsidies are sought. The Partnership looks to Boston Harbor Island Alliance to take a leadership role in securing the financial resources necessary to accomplish the park's 2016 strategic goals.

<sup>55</sup> The 2006 Charter for the Boston Harbor Islands Partnership issued by the Secretary of the Interior enumerates the powers of the Partnership. Among them is the authority to “seek and accept donations of funds, property [excluding real property], or services from individuals, foundations, corporations, and other private entities and public entities for the purposes of carrying out its duties.” The committee structure of the Partnership will be reconsidered in relation to implementing the five themes of the 2016 plan.

<sup>56</sup> Builds upon the following goal met from “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005: “The value of donations, grants, and other revenue to the Island Alliance that directly support the park is increased by 400% over 1997 levels (from \$0.25 million to \$1 million).” Charitable contributions to Partnership agencies are expected to be given primarily to Boston Harbor Island Alliance and Thompson Island Outward Bound Education Center.

<sup>57</sup> Modified from 2000-2005 Boston Harbor Islands Strategic Plan.

<sup>58</sup> Governors Island National Monument Final General Management Plan and Environmental Impact Statement, New York, National Park Service, 2008, p. 285.

<sup>59</sup> Ibid.

<sup>60</sup> Ibid.

<sup>61</sup> Ibid.

<sup>62</sup> Ibid.

<sup>63</sup> Governors Island National Monument Final General Management Plan and Environmental Impact Statement, New York, National Park Service, 2008, p. 286.

<sup>64</sup> Ibid. p. 287.

<sup>65</sup> Technical Guidance For National Park Service Strategic Goals FY 2008 – 2012: Park Planned and Reported Goals.

<sup>66</sup> Ibid.

<sup>67</sup> Ibid.

<sup>68</sup> Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 75.

<sup>69</sup> Ibid.

<sup>70</sup> Governors Island National Monument Final General Management Plan and Environmental Impact Statement, New York, National Park Service, 2008, p. 288.

<sup>71</sup> Ibid.

<sup>72</sup> Governors Island National Monument Final General Management Plan and Environmental Impact Statement, New York, National Park Service, 2008, p. 289.

<sup>73</sup> Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 60.

<sup>74</sup> Governors Island National Monument Final General Management Plan and Environmental Impact Statement, New York, National Park Service, 2008, p. 290.

<sup>75</sup> Secretary of the Interior's Standards for the Treatment of Historic Properties.

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<sup>76</sup> Governors Island National Monument Final General Management Plan and Environmental Impact Statement, New York, National Park Service, 2008, p. 290.

<sup>77</sup> Ibid.

<sup>78</sup> Ibid.

<sup>79</sup> Governors Island National Monument Final General Management Plan and Environmental Impact Statement, New York, National Park Service, 2008, p. 291.

<sup>80</sup> Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 79.

<sup>81</sup> Governors Island National Monument Final General Management Plan and Environmental Impact Statement, New York, National Park Service, 2008, p. 291.

<sup>82</sup> Ibid.

# BOSTON HARBOR ISLANDS PARTNERSHIP



**National Park Service**  
[www.nps.gov/boha](http://www.nps.gov/boha)



**United States Coast Guard**  
[www.uscg.mil](http://www.uscg.mil)



**Massachusetts Department of Conservation and Recreation**  
[www.mass.gov/dcr/metroboston.htm](http://www.mass.gov/dcr/metroboston.htm)



**Massachusetts Port Authority**  
[www.massport.com/business/water.html](http://www.massport.com/business/water.html)



**Massachusetts Water Resources Authority**  
[www.mwra.com/harbor/html/bhisl.htm](http://www.mwra.com/harbor/html/bhisl.htm)



**City of Boston**  
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