



BOSTON HARBOR ISLANDS NATIONAL PARK AREA IN 2016 STRATEGIC PLAN

Draft

July 21, 2009



A national park area

July 21, 2009

Greetings,

The Boston Harbor Islands Partnership welcomes comments on the following draft strategic plan for Boston Harbor Islands national park area. The strategic plan is our second for the park and will guide us through the year 2016.

Please respond during the 45-day public comment period to:

Boston Harbor Islands Strategic Plan
408 Atlantic Avenue, Suite 228
Boston MA 02110-3350

or:

BOHA_information@nps.gov

All comments must be received by September 4, 2009. Additional copies of the plan are available at www.nps.gov/boha/parkmgmt/planning.htm.

We look forward to hearing from you.

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TABLE OF CONTENTS

EXECUTIVE SUMMARY	5
THE BIG PICTURE	6
The Case for Change.....	7
Changing demographics.....	7
Workers Value Time Over Money	7
Children Disconnected from the Outdoors	7
A Wired America.....	8
The Changing Planet.....	8
Charitable Giving Trends.....	8
Listening to Americans	8
Park Mission	9
Boston Harbor Islands: 10 Years of Progress	10
The Beginning of a National Park	10
Shared Vision.....	10
People Make it Happen.....	11
Funding Makes it Happen.....	12
Five-Year Strategic Plan: 2000–2005.....	13
BOSTON HARBOR ISLANDS IN 2016	14
Education & Interpretation	16
Stewardship.....	19
Environmental Leadership	22
Recreational Experience	24
Professional Excellence	27
Compliance with Federal & State Laws & Regulations	29
Planning Process	30

Definitions.....	31
APPENDIX	34
A: Sustain Science, Education & Citizen Engagement: Boston Harbor Islands Stewardship Center	34
B: Gateway Criteria	42

EXECUTIVE SUMMARY

This document presents strategies adopted by the Boston Harbor Islands Partnership for collective action between now and 2016, the national park's 20th anniversary; 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 that the harbor islands are protected; that park visitors are satisfied and knowledgeable; and 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.



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 100th 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 Centennial momentum is already making a difference at Boston Harbor Islands.

In 2008, the National Park Service (NPS) received the largest operating budget increase in its history. At Boston Harbor Islands the increase established a stewardship services program and four new NPS education rangers were added to the park staff.

In addition, \$50 thousand in NPS Centennial funding was awarded in 2008—matched by \$53 thousand donated by Boston Harbor Island Alliance and Harvard Museum of Comparative Zoology. The funds are being used to further scientific research, produce educational materials, and provide access to the islands for students.

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. The Boston Harbor Island Alliance received \$10.9 million in mitigation funding to improve island infrastructure.

The Boston Harbor Islands have been a part of the national park system since 1996. When the National Park Service turns 100, we also will celebrate the park's 20th anniversary as part of the national system. 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 visitors.

The Case for Change^{*}

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.

The U.S. population will grow and become more diverse. It is projected to increase by 40 percent from 300 million today to 420 million in 2050. In that same period of time, the Hispanic population will grow from 13 percent to 25 percent. The number of African Americans will rise by 2 percent. The percentage of white Americans will decline by 10 percent.

Between 2000 and 2050, the number of people between ages 65 and 84 will increase 115 percent. Those 85 and older will increase 390 percent.

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.

Without concerted effort, children will continue to spend less and less time in direct contact with nature. This adversely affects children's physical and mental health.

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

^{*} 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.

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 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.

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.
-

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.

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.¹

Boston Harbor Islands: 10 Years of Progress[†]

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.

[†] 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.²

BOSTON HARBOR ISLANDS ADVISORY COUNCIL

(2 seats)

COMMONWEALTH OF MASSACHUSETTS

Department of Conservation &
Recreation (2 seats)

Massachusetts Water Resources
Authority

Massachusetts Port Authority

NONPROFIT ORGANIZATIONS

Island Alliance

The Trustees of Reservation

Thompson Island Outward Bound
Education Center

CITY OF BOSTON

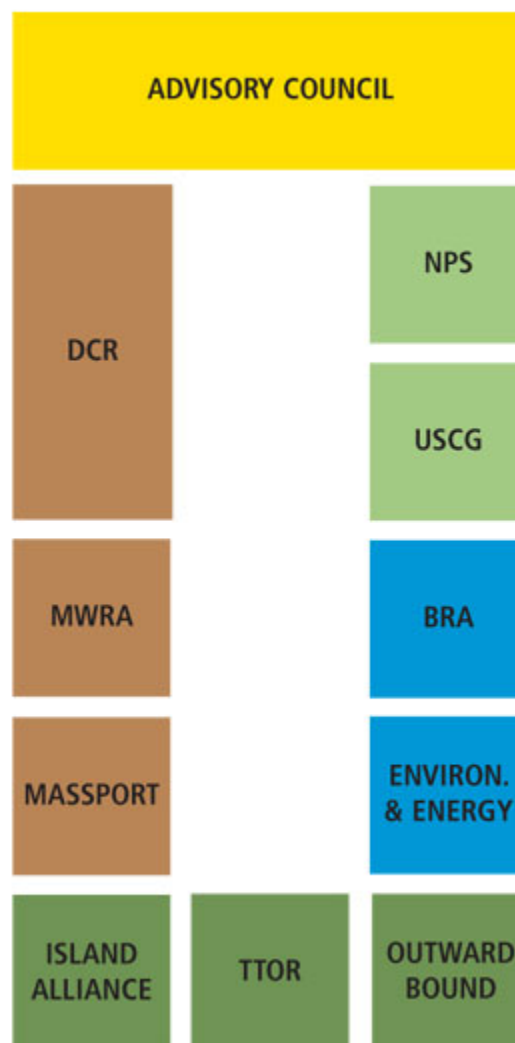
Office of Environmental
& Energy Services

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.” Over the next 10 years we will need \$200 million dollars for operations, and up to \$300 million for facility improvements called for in the park general management plan.

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.

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

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,³ 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:⁴

- 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 is our near-term management approach 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?**

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:⁵

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

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*.⁶

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 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 30% (from 70 to 91) 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).⁷

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).⁸
- 2.2 By 2016, increase the number of school and education institution [administrators](#) who participate annually in 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.⁹
- 3.2. By 2016, increase the percentage of annual web visits from [new web visitors](#) to 45% from 30% of total visits in 2008.
- 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 centers 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, including students, that [understand and appreciate the significance](#) of Boston Harbor Islands (as it is defined in the park general management plan).¹⁰
- 4.2. By 2016, increase the number of interpretive [wayside exhibits](#) on and off-island by 200%, from 20 to 60 (2008 baseline).¹¹
- 4.3. By 2016, install [visitor center exhibits](#) at Georges and Peddocks Islands that focus on the park's interpretive themes and provide visitor orientation, an increase from one (1) visitor center at Spectacle to three (3) visitor center exhibits.
- 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 (2008 baseline is no formal center).

NOTE: See Appendix A for a description of the proposed 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 exists in 2009).
- 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 are presented in 2009).

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.¹² (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.¹³

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.
- 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.¹⁴
- 6.3 By 2016, [stabilize 8 buildings](#) at Fort Andrews on Peddocks Island in existing condition for possible public use in the future.¹⁵
- 6.4 By 2016, rehabilitate the [historic parade ground](#) at Fort Andrews on Peddocks Island to “good condition.”
- 6.5 By 2016, protect [archeological sites](#) in “good condition” on two Boston Harbor Islands identified in 1998 to be threatened by erosion.¹⁶

NOTE: “Good condition” used here as defined by NPS; see Definitions.

Associated Outcomes / Performance Measures

- See Recreational Experience 15.1.

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 re-opened to the public.¹⁷

[7.2 revised July 22, 2009—see below]

- 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.

Related Outcomes / Performance Measures

Effective park stewardship requires informed decision-making about the islands' resources. This is best accomplished through a comprehensive planning process. As part of the overall planning framework for Boston Harbor Islands national park area, the Partnership prepares and periodically updates a long- range comprehensive strategy for resource management. This 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.¹⁸

The resource management strategy integrates the best available science and scholarship, and prescribes activities such as inventories, research, monitoring, restoration, mitigation, protection, preservation, treatment, education, and management of resource uses. The plan spells out activities required to perpetuate the park's natural and geologic, cultural and historic resources, and associated values. These include activities needed to identify, evaluate, manage, monitor, protect, preserve, and treat the park's resources, as well as provide for their enjoyment and understanding by the public.¹⁹ The park's first strategy planning process for natural resources is underway and will produce specific outcomes and performance measures related to natural resources.

- See Professional Excellence 17.1

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.²⁰
- 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).²¹
- 9.3 By 2016, identify [plant communities](#), including sensitive communities, and species of special concern on geo-referenced digital maps for 30 Boston Harbor Islands.²²
- 9.4 By 2016, identify [surficial and bedrock geologic features](#) and key points of geologic interest, on geo-referenced digital maps for 30 islands.²³
- 9.5 By 2016, complete a [coastal resource vulnerability](#) assessment for the island park to better plan for the effects 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.²⁴ (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.²⁵

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 30% (2007 baseline).²⁶
- 10.2 By 2016, reduce **overall energy** consumption at park buildings by 25% (2008 baseline).²⁷
- 10.3 By 2016, procure or produce 25% of annual **electricity consumption** at park facilities from renewable sources.²⁸
- 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.²⁹

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 percent (2008 baseline).
- 11.2 By 2016, increase **recycled material** removed from the islands by 30 percent (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.

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) standards plus meets the Massachusetts LEED Plus green building standard.

Associated Outcomes / Performance Measures

- See Education & Interpretation 5.1.
- See Education & Interpretation 5.2.

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.³⁰

Strategy 13: We will attract more visitors to the islands identified as suitable for visitor services in the general management plan, while at the same time increase diversity and levels of visitor satisfaction.

Outcomes / Performance Measures

- 13.1 By 2016, increase the [number of visits](#) to the park by 100%, from 300,000 to 600,000, consistent with island carrying capacities set to provide for quality visitor experiences and resource protection.³¹
- 13.2. By 2016, increase the number of visitors arriving in [small craft](#) and private sail and motor boats by 25% from 2010 baseline, consistent with island carrying capacities.

NOTE: Island carrying capacities were established in 2006; *see* Definitions. A better visitor counting system needs to be developed in order to institute the concept in 13.2.

- 13.3 By 2016, 32,500 visitors attend [“ranger-facilitated programs”](#) annually, such as island tours (non-curriculum-based), an increase of 25% from 2008.
- 13.4 By 2016, 30% of recreational visitors to the park are from [underserved ethnic communities](#), an increase from 18% in 2000.
- 13.5 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 2008.³²
- 13.6 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 2008.³³

NOTE: Commercial services are surveyed in the park at this time

- 13.7 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 2008.³⁴

Related Outcomes / Performance Measures

- See Recreational Experience 14.1.

Strategy 14: We will improve water transportation to connect the islands to Metro Boston via a convenient, affordable, comprehensive system.

Outcomes / Performance Measures

- 14.1 By 2016, provide visitors with access the islands from three (3) [mainland "gateways,"](#) that meet the criteria of the park general management plan; an increase from zero (0) in 2008.³⁵
- 14.2 By 2016, ensure two (2) water transportation hubs at Georges and Spectacle Islands³⁶ and docks and piers at six (6) other islands meet all federal and state [safety and accessibility](#) requirements, e.g. Massachusetts Architectural Board marine standards for accessibility.

NOTE: See Appendix for a discussion of the park's water transportation policy and gateway criteria established by the Partnership.

- 14.3 By 2016, institute a new set of [performance standards](#) which are met by boat operators 90% of time, including schedule compliance by zone and route, service quality, and other operations performance requirements.³⁷

NOTE: The first step in achieving 14.3 is to develop the standards.

- 14.4 By 2016, triple the number of people [brought to the park without charge](#) by Partnership agencies, from 5,250 in 2008 to 15,750.
- 14.5 By 2016, add [additional boat capacity](#) to existing water transportation service in order to deal with peak demand.³⁸

Strategy 15: We will provide inspiring, safe, and accessible places for people enjoy the islands

Outcomes / Performance Measures

- 15.1. By 2016, demolish or preserve as historic ruins currently [unsafe buildings](#) at Fort Andrews on Peddocks Island to provide a safe environment for visitors.³⁹
- 15.2 By 2016, [remediate asbestos](#) in remaining structures at Fort Andrews on Peddocks Island to provide a safe environment for visitors.

Related Outcomes / Performance Measures

- See Environmental Leadership 7.1.
- See Environmental Leadership 7.2.

Strategy 16: We will engage volunteers to help achieve natural and cultural resource protection goals for Boston Harbor Islands and to serve visitors.

Outcomes / Performance Measures

- 16.1 By 2016, increase annual [volunteer hours](#) by 100 percent, from 14,500 hours to 29,000 hours.⁴⁰
- 16.2 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.

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.⁴¹ (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.⁴²

Strategy 17: We will use strategic planning to promote management excellence.

Outcomes / Performance Measures

- 17.1 By 2016, develop [resource stewardship strategy](#) that encompass all 34 islands in the park, and develop island-specific management plans for those 12 where visitor services are provided.

NOTE: The resource stewardship strategy will generate outcomes and performance measures that, once adopted by the Partnership, shall become part of this strategic plan.

- 17.2 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.
- 17.3 By 2016, conduct an analysis of the park's water transportation system to plan a [coordinated "system" of routes](#) throughout and between the islands (e.g. add Little Brewster and Thompson).⁴³

Strategy 18: We will model what it means to work in partnership.

Outcomes / Performance Measures

- 18.1 By 2016, identify and adopt [best management practices](#) and standards for each strategic theme: Stewardship, Environmental Leadership, Recreational Experience, Education, and Professional Excellence.⁴⁴
- 18.2 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.
- 18.3 Obtain permanent [operational "subsidy"](#) for existing park-funded water transportation (inter-island shuttle & educational field trips).⁴⁵

Strategy 19: We will make Boston Harbor Islands the first choice in philanthropic giving among those in the Boston region concerned about environmental, cultural, and recreational values.

Outcomes / Performance Measures

- 19.1 By 2016, increase [charitable giving](#) to Partnership agencies in support of park programs 50% percent, from \$3 million to \$4.5 million.⁴⁶

Compliance with Federal & State Laws & Regulations⁴⁷

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/.) 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.

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

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

[TO BE COMPLETED AT CLOSE OF PUBLIC COMMENT PERIOD]

Definitions

Carrying Capacity

The Boston Harbor Island Partnership planning committee prepared a carrying capacity implementation and monitoring guideline for the park, which was endorsed by the Partnership. It is based on resource and social research in order to utilize a scientific carrying capacity framework.

The plan establishes levels of use appropriate in different areas of the park to provide quality visitor experiences and to protect resources, all within the framework of management areas delineated in the general management plan.⁴⁸

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.

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.⁴⁹

<i>Good Condition: archeological sites</i>	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. ⁵⁰
<i>Hub Islands</i>	Passenger ferries travel from mainland gateways to “hub islands,” ⁵¹ where water shuttles operate in loops to several other islands.
<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 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 Island Alliance (see Park Financing on page 86). Local municipal endorsement is a prerequisite for being designated a Boston Harbor Islands gateway. ⁵²
<i>Natural Resources</i>	<p>The following systems and their components are collectively referred to as “natural resources” in the park.</p> <ul style="list-style-type: none"> • physical resources such as water, air, soils, topographic features, geologic features, and natural soundscapes • physical processes such as weather and shoreline migration • biological resources such as native plants, animals, and communities • biological processes such as photosynthesis, succession, and evolution • ecosystems • highly valued associated characteristics such as scenic vistas⁵³
<i>Visitor</i>	The terms “visitor” and “park visitor” include anyone who uses a park’s interpretive and educational services, regardless of where such use occurs. ⁵⁴

Vital Signs

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.

APPENDIX

A: Sustain Science, Education & Citizen Engagement: Boston Harbor Islands Stewardship Center

Concise Description and Justification

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. New funding will build on these early successes to form core capacity in three areas for this ocean park: education, scientific research, and civic engagement. Ten researchers, 10,000 students, 200 teachers, and 3,000 volunteers will benefit annually.

We will support ongoing inventory and monitoring. We will increase scientific research by offering island-based lab space and shelter, and by providing scientists safe access to islands. We will create a platform for scientists to connect with students, teachers, and the general public. More research will expand our understanding of natural and cultural resources and help park managers make informed decisions.

Programming will enhance curriculum tied to academic goals during the school year, and create new seasonal citizen science opportunities along with family-centered programs such as bio-blitzes. Thus, a broad range of participants will gain greater understanding of park islands and be engaged as active stewards.

Supporting Information

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.

The Boston Harbor Islands Partnership (a federal operating committee) coordinates management of the national park. The Partnership is composed of representatives from: nonprofit organizations Boston Harbor Island Alliance, Trustees of Reservation, and Thompson Island Outward Bound Education Center; City of Boston Office of Environmental & Energy Services and Boston Redevelopment Authority; Commonwealth of Massachusetts, through Department of Conservation & Recreation, Massachusetts Water Resources Authority, and Massachusetts Port Authority; United States Coast Guard, National Park Service, and Boston Harbor Island Advisory Council (a federal advisory committee).

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 (more about TDC, a firm consulting to the nonprofit sector, at 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 in this request 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 501c3 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. As 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: "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."

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 RLC 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 student 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.

BENIFIT TO OTHER NATIONAL PARKS

As a reservoir of expertise in science, education, and civic engagement, the 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. As stated above we have had early success in these endeavors, particularly in regards scientific research and education. 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 will definitely 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 tidepool 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 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 the 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

MEMORANDUM

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

The National Park Service, 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 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.

	BOSTON VISITOR CONTACT CENTER	GATEWAYS
Opportunities	<p><i>High numbers of visitors, both local residents and tourists, are present in downtown Boston</i></p> <p><i>Can present comprehensive overview of all the islands and park themes in a significant way</i></p> <p><i>Place to reach people who would not visit the islands or who might go another day</i></p>	<p><i>High numbers of visitors</i></p> <p><i>Visitors spend time waiting for ferries: opportunity to use wait time for park orientation</i></p> <p><i>Opportunity to reach people who may not visit the islands</i></p>
Challenges	<p><i>Lots of competition for visitors’ attention</i></p> <p><i>Visitors can’t see the islands from most potential sites</i></p> <p><i>May be difficult to find an appropriate location</i></p>	<p><i>Lots of competition for visitors’ attention in downtown locations</i></p> <p><i>Challenge of providing consistent identity and look</i></p> <p><i>Visitors can’t see islands from the shore at many locations</i></p>

	BOSTON VISITOR CONTACT CENTER	GATEWAYS
	<i>Major cooperators with significant funding are required</i>	
Objectives	<i>Increase awareness of the park and encourage visits</i> <i>Orient visitors to the overall significance of the islands, the park themes, the cultural and natural resources, and the experiences available</i> <i>Present the Partnership concept</i> <i>Help visitors plan trips and make choices about what to do</i>	<i>Entice visitors to visit the park</i> <i>Help visitors plan, make choices</i> <i>Orient visitors to the overall significance of the islands</i> <i>Provide an “arrival” experience and reinforce the park identity</i>
Personal Interpretation	<i>Rangers and volunteers would staff facility and provide visitor reception and orientation services</i> <i>Demonstrations, talks, performances, presentations by rangers and volunteers</i>	<i>Gateways to be staffed by ranger or cooperator staff</i> <i>Ideally, staff will not just sell tickets but do some informal interpretation with discovery carts: things to see and touch</i> <i>Gateways with indoor space have potential for orientation talks, small demonstrations, etc.</i>
Non-Personal Interpretation	<i>Park audio-visual presentation</i> <i>Exhibits, artifact displays, hands-on experiences, computer interactives</i> <i>Sales and supplies of necessities for island visits such as water, food, sunscreen, cameras</i> <i>Webcam to islands</i> <i>Kids’ corner</i>	<i>At all gateways:</i> <i>Signs</i> <i>wayside exhibits</i> <i>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)</i> <i>kids’ activity guide</i> <i>seating and shade</i> <i>In Boston and Hingham (others serving national and regional visitor population):</i> <i>sales and supplies of necessities for island visits such as water, food, sunscreen, cameras</i>

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 — in form 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 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.)

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.

ENDNOTES

¹ Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 46.

² 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.

³ In short, the parks mission goals assert the ideals that the harbor islands are protected; that park visitors are satisfied and knowledgeable; and that the Partnership is effective.

⁴ Adapted from http://www.managementhelp.org/plan_dec/str_plan/str_plan.htm#anchor320170, accessed August 27, 2008.

⁵ 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 Centennial in 2016.

⁶ Education and Interpretation Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, p. 52. National Park Service, 2002.

⁷ Youth employment sponsored by Partnership agencies in 2009 included: Green Corps (30), Island Ambassadors (15), Native American Media Summit (10), NPS Youth "Intake" (4), and Student Conservation Association (10).

⁸ 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)."

⁹ 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>).

¹⁰ This is the same goal established in "Phase One Initiatives" of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005.

¹¹ The 2008 baseline is 14 interpretive exhibits on Deer and Nut Islands and 6 on Georges Island.

¹² Resource Protection Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, p. 52. National Park Service, 2002.

¹³ Research and Information Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, p. 52. National Park Service, 2002.

¹⁴ The Massachusetts Department of Conservation and Recreation (DCR), in cooperation with the 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 – Fort Andrews Building Conditions Assessment" (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, 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.

¹⁵ The Massachusetts Department of Conservation and Recreation (DCR), in cooperation with the 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 – Fort Andrews Building Conditions Assessment” (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.

¹⁶ 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.

¹⁷ 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.

¹⁸ Boston Harbor Islands General Management Plan, Boston Massachusetts, p. 59. National Park Service, 2002.

¹⁹ Ibid.

²⁰ 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.

²¹ 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 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.

²² From “Phase One Initiatives” of the 2002 General Management Plan, the Boston Harbor Islands strategic plan, 2000-2005.

²³ 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.”

²⁴ “Sustainability and Environmental Leadership” policy endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, p. 89. National Park Service, 2002.

²⁵ Modified “Energy Management and Recycling” policy endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, p. 90. National Park Service, 2002: modified to add use of “natural resource and materials,” to the existing statement about “energy use.”

²⁶ 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.

²⁷ 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.

²⁸ 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.

²⁹ 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.”

³⁰ Visitor Use, Access, and Enjoyment Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, p. 52. National Park Service, 2002.

³¹ 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.”

Also consistent with the single over-arching goal of the 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.)

³² 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>

³³ Ibid.

³⁴ Ibid.

³⁵ Criteria for mainland gateways were developed for the Boston Harbor Islands general management plan. See this plan’s Appendix B: Gateway Criteria.

³⁶ 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.

³⁷ 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.

³⁸ 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.

³⁹ The Massachusetts Department of Conservation and Recreation (DCR), in cooperation with the 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 – Fort Andrews Building Conditions Assessment” (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.

⁴⁰ 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.

⁴¹ External Cooperation Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, p. 52. National Park Service, 2002.

⁴² Management and Operations Mission Goal endorsed by the Boston Harbor Islands Partnership. Boston Harbor Islands General Management Plan, p. 52. National Park Service, 2002.

⁴³ 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.

⁴⁴ 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.

⁴⁵ 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 subsidies are sought.

⁴⁶ 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).”

⁴⁷ Modified from 2000-2005 Boston Harbor Islands Strategic Plan.

⁴⁸ Technical Guidance For National Park Service Strategic Goals FY 2008 – 2012: Park Planned and Reported Goals.

⁴⁹ Ibid.

⁵⁰ Ibid.

⁵¹ Boston Harbor Islands General Management Plan, Boston Massachusetts, National Park Service, 2002, p. 75.

⁵² Ibid, p. 75.

⁵³ Ibid, p. 60.

⁵⁴ Ibid, p. 79.