BOSTON GOVERNMENT SERVICES CENTER: LINDEMANN-HURLEY PRESERVATION REPORT

JANUARY 2020

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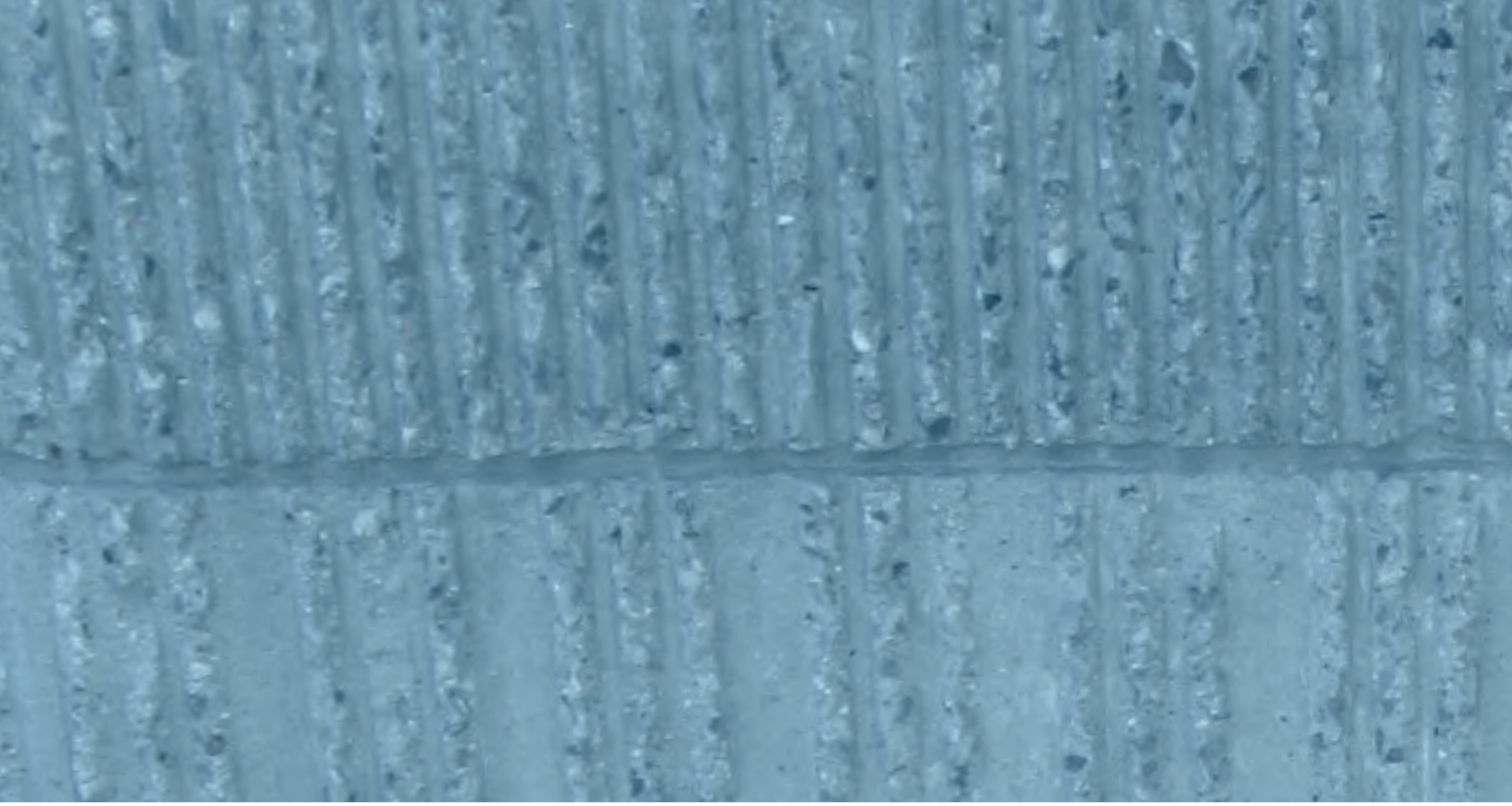

Produced for the Massachusetts Division of Capital Asset Management and Maintenance (DCAMM)

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OverUnder: 2016 text review

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January 2020

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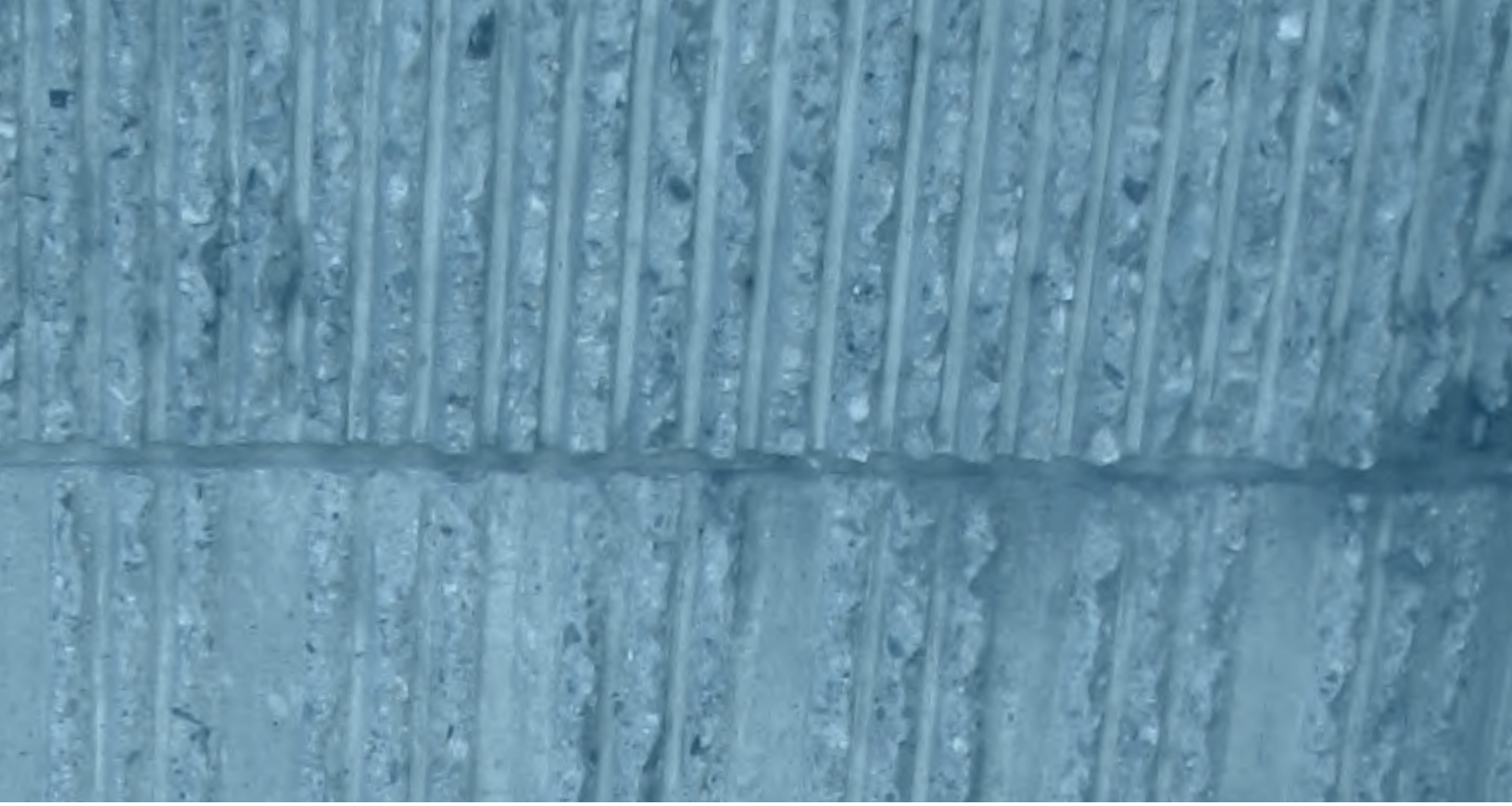

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A Massachusetts Cultural Resource Record BOS.1618 (2016)

B BSGC DOCOMOMO Long Fiche

Architectural Forum, Photos of New England

INTRODUCTION & CONTEXT

Introduction

This report examines the Boston Government Services Center (BGSC), which was built between 1964 and 1970. The purpose of this report is to provide an overview of the site's architecture, its existing uses, and the buildings' relationships to surrounding streets. It is to help the Commonwealth's Division of Capital Asset Management and Maintenance (DCAMM) assess the significance of the historic architecture of the site as a whole and as it may vary among different buildings and their specific components.

The BGSC is a major work by Paul Rudolph, one of the nation's foremost post-World War II architects, with John Paul Carlhian of Shepley Bulfinch Richardson and Abbot. The site's development followed its clearance as part of the city's Urban Renewal initiative associated with creation of Government Center. A series of prior planning studies by I. M. Pei and others placed three separate buildings on the site. The Boston Redevelopment Authority appointed three architectural firms to design the buildings for related government agencies and subsequently assigned Paul Rudolph to create a thoroughly coordinated site design and architectural guidelines for individual buildings by other designers. He individually designed the Lindemann Center for Mental Health, and later an office tower to house the state's Department of Health, Education and Welfare (HEW) that was never built.

DCAMM commissioned this report to help guide future development that could realize the site's potential for improved and increased office space within existing zoning constraints, improve street frontages and site circulation, and identify appropriate management of alterations to its historic mid-century modern architecture. The northern two-thirds of the site is occupied by two institutional users: the intensive occupancy of the Lindemann Building by shelters with clinical services for Boston's most fragile homeless constituencies, and the Edward W. Brooke Courthouse, built thirty years later.

The Hurley Building occupies the southern third of the site between the intersections of Cambridge, New Chardon, and Staniford Streets and adjacent to the Lindemann Building. This portion of the site could be considered for private development in coordination with the Commonwealth with new building locations dependent on the extent of preservation and demolition at the Hurley Building. The report includes comparison of four broad development approaches to the Hurley Building portion of the site, each requiring different areas of demolition and retained building. The comparison identifies the different consequences for the site's historic architecture while recognizing that the Rudolph plan was predicated on construction of the HEW tower that never materialized.

Recommendation Summary

The following analysis and recommendations attempt to balance the original architectural design quality, authorship by Paul Rudolph, flexibility for different uses, urban design effects at street level and skyline, commercial demand for retail, office, and residential markets, and construction cost. This study identifies the Lindemann Mental Health Center as the site's primary historic resource and recommends that Rudolph's design for Lindemann remain largely intact. The Shepley Bulfinch Richardson & Abbott (SBRA)-designed Hurley Building may be more open for alteration or demolition along the Cambridge and New Chardon Street frontages and perhaps farther along Staniford Street, to allow for new construction and better connection to the wider urban setting.

As only two of the three buildings in the original Rudolph design were completed, the following analyses differentiate levels of significance among elevations at the Lindemann and Hurley Buildings that are visible from public vantage points. The separate elevations are the result of segmentation of each building's facades by projecting towers and angular changes in plan alignment that break up views along Staniford, Merrimac, Cambridge, and New Chardon Streets. This report also addresses views within the elevated plaza and along major pedestrian routes at the mezzanine level of the Lindemann Building. The designation of three smaller plazas at street intersections was another concept of Rudolph's site design, although only two of these were implemented according to his design.

The study's development scenarios, A-D examine planning alternatives for the site that have different implications for historic preservation and urban design. The study assesses the significance of proposed demolition and alteration in terms of association with Paul Rudolph as an individual designer, his organizing vision for the site as a whole, the architectural quality of separate portions of the site's existing construction, and the effects of the existing architecture on its urban context—both visual and social.

Context

REGULATORY STATUS

The BGSC is not currently designated as a national, state, or local historic landmark. The BGSC is eligible for listing on the State Register of Historic Places and the National Register of Historic Places that is maintained by the U. S. Department of the Interior. The site will likely be proposed by preservation advocates as an individually listed National Historic Landmark because of its association with an important architect and its monumental assertion of radical departure from previous architectural styles. Regulatory agencies and advocacy groups will use the Secretary of the Interior's Standards for Rehabilitation to guide decisions about changes. These standards are applicable to historic properties on the National Register if state or federal funds are involved. If federal funding is involved in construction or ownership, the Standards could be applied through a review under Section 106 of the National Historic Preservation Act (NHPA) of 1966.

The BGSC is described as a Category Two Building (major significance) by the Boston Landmarks Commission (BLC) but is not a designated Boston Landmark. In September 1990, The BLC completed a Building Information Form that recommended the complex "for individual listing on National Register and designation (exterior and selected interiors) as a Boston Landmark. BOS.1618 (9/90)." The Boston Central Business District Survey Update of October 30, 2008 identifies the BGSC as a "building of major significance" and recommends that the Boston Landmarks Commission consider it for individual National Register listing. While the site is currently eligible for listing there is no record of a designation on MACRIS, the Massachusetts Historical Commission (MHC) digital listing of historic places (see Appendix A).

Designation as a Boston Landmark would increase the level of protection for the building, as local designation is typically more restrictive than the Secretary of the Interior's standards.

PUBLIC ADVOCACY

Given their monumentality and significance by association with Paul Rudolph, DCAMM should anticipate resistance to any demolition of exterior architectural features, particularly those visible from public vantage points, from organizations such as the BLC and the MHC. Several other high-profile cases of Rudolph buildings suggest that DCAMM would likely face a nationwide reaction to demolition proposals. The most informed advocacy testimony is likely to reach those agencies through representations by the Boston Preservation Alliance and DOCOMOMO_US/New England. DOCOMOMO_US/New England has already prepared and submitted to the international headquarters of the DOCOMOMO a "New International Selection Documentation Long Fiche" that includes description of the Edward W. Brooke Courthouse (see Appendix B).

Boston is the home of a special collection of architecturally ambitious institutional and government buildings that were built with exposed concrete. The scale and complexity of the BGSC combined with the reputation of Paul Rudolph and the history of Urban Renewal sets the preservation arguments for the complex apart from those advocacy efforts that concern smaller structures of the same period. It is worth recognizing that historic preservation arguments are sometimes used as the vehicle for advancing separate urban design objectives at public hearings. The Edward W. Brooke Courthouse created a public park and its designers reworked and completed the east elevation of Rudolph's parking structure, which defines the western edge of this open space. Public advocacy for the park may invoke preservation arguments for the courtyard plaza to protect the park from removal or alteration for new development.

Bing

SITE DESCRIPTION

Site Description

The BGSC occupies a triangular site of 292,965 square feet at the north base of Beacon Hill. The site is bounded by Cambridge Street to the south, Staniford Street to the west, Merrimac Street to the north, and New Chardon Street along its southeast edge. The site comprises the 221,900 gross square feet Erich Lindemann Building, the 327,022 gross square feet Charles F. Hurley Building, the Edward W. Brooke Courthouse, and a central courtyard plaza above a semi-enclosed garage. The Lindemann building is currently used as a mental health center, including in-patient and clinical facilities, transitional housing center, and homeless shelter that currently support 113 beds. The primary occupant of the Charles F. Hurley Building is the Executive Office of Labor and Workforce Development. Other state agencies occupying the building include Human Resources, the Group Insurance Commission, Health Information Exchange, Commission on the Status of Women, and Executive Office of Technology Services and Security. The northeast corner of the site is occupied by the Edward W. Brooke Courthouse constructed in 1999. Including both the Lindemann and Hurley buildings, the site's current floor area ratio (FAR) is 1.95. Zoning for the site appears to have been specifically derived from the Rudolph plan with a permissible FAR of approximately 8-10.

Key to Elevations

HURLEY BUILDING

- H1 Staniford Street with entrances and northern bays at loading dock
- H2 Hurley trapezoid corner at Staniford and Cambridge Streets
- H3 Hurley mini-plaza facade including southeast corner at 1st floor slab level
- H4 Hurley New Chardon Street colonnade
- H5 Hurley northeast return with floors cut out for tall piers
- H6 Hurley view to south with corner of northeast return
- H7 Hurley Plaza courtyard elevation including entrance lobby
- H8 Hurley Plaza courtyard elevation at bays aligned with loading docks

GARAGE

- G1 Garage exterior from New Chardon Street and park
- G2 Garage upper level interior arcade with walkway to Lindemann mezzanine entrance

LINDEMANN BUILDING

- L1 Lindemann view across Merrimac plaza with stair to Plaza courtyard
- L2 Lindemann wing across Merrimac Street
- L3 Lindemann lower east wall at Edward Brooke Courthouse
- L4 Lindemann terraced elevation facing end of Plaza and park
- L5 Lindemann view into bridged portal down to Merrimac plaza
- L5A Lindemann view at mezzanine level entrance with opening to sky
- L6 Lindemann stepped facade at Plaza courtyard
- L7 Lindemann Staniford Street elevation

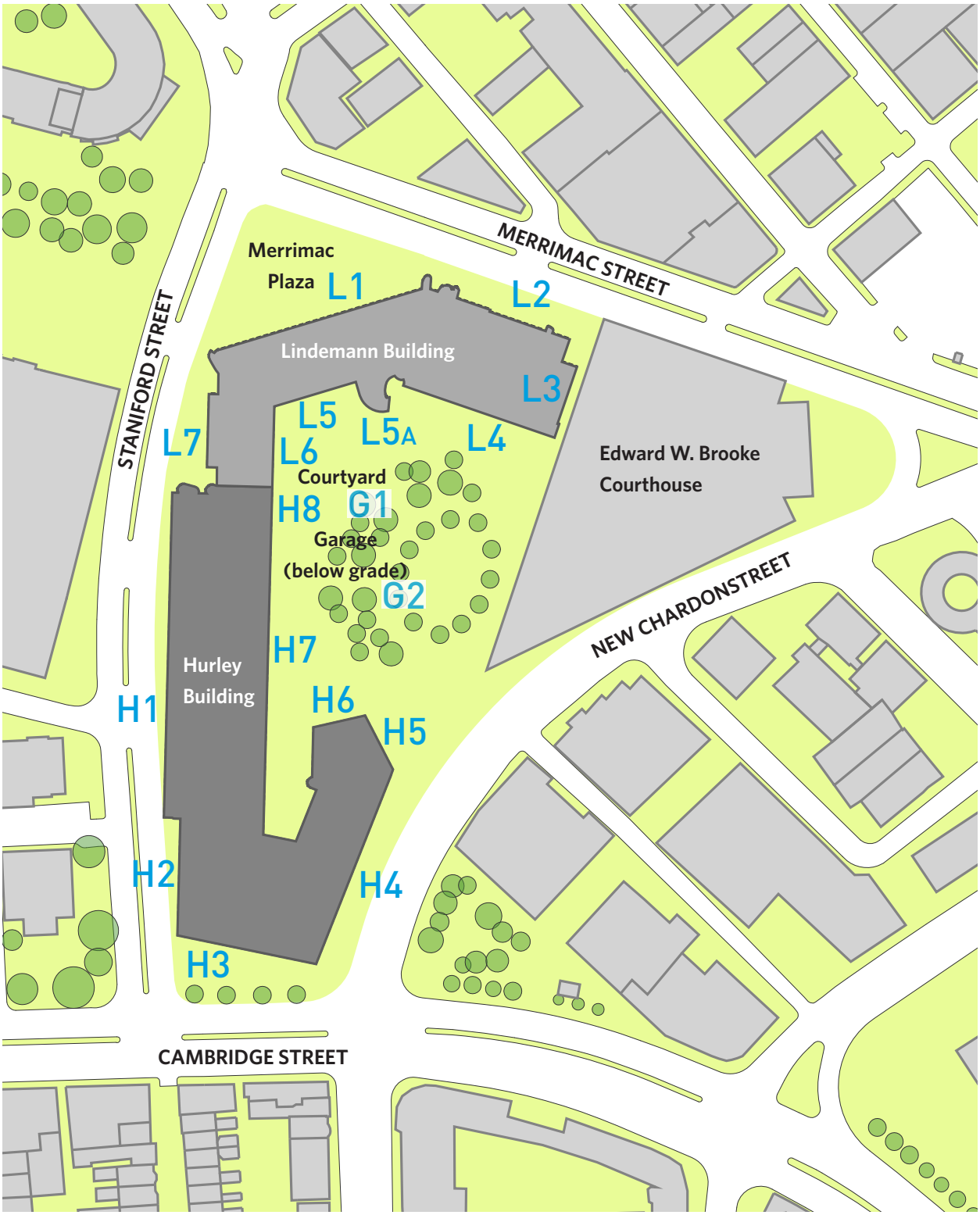

Figure 2.1: Site plan and elevations.

0′ 200′

Designated elevations relate to photograph locations that are cited in captions throughout the report.

Boston Mayor's Office,

HISTORY & SIGNIFICANCE

Paul Rudolph, Architect

Paul Rudolph was an important and controversial architect from a period of radical change in both building design and city planning. After graduating from Harvard's Graduate School of Design in 1947, Rudolph moved to Sarasota, Florida where he gained recognition for his design of modernist houses. His commissions leapt in scale when he won a project for the U.S. embassy in Jordan, the place where he began to develop ideas for bush-hammered concrete wall surfaces; the embassy remained unbuilt. He moved north to design the Jewett Arts Center at Wellesley College and the new offices for Blue Cross/Blue Shield in Boston.

Rudolph taught at Harvard and MIT in 1954 and rented office and living space in Cambridge. He was also a visiting critic at Yale's School of Architecture and in 1958, became chairman of the Yale architecture department. By the end of the decade, he had completed a monumental concrete parking garage in New Haven, a large laboratory and housing for married students at Yale and had embarked on the design for the Yale Art and Architecture Building (the A&A Building). The latter was the most direct precursor for his design and the architectural guidelines for associated architects at the BGSC. The A&A Building introduced a greater monumentality and degree of spatial and decorative eccentricity not seen in his previous work.

Rudolph opposed the flat, planar American version of the International Style, gaining a worldwide reputation for an expressive modernism that favored aesthetic principles for organizing buildings above the more impersonal or functional reasons common in architecture produced for corporate clients. Rudolph built on the monumental size of his recent buildings to expand his commissions into urban design at a scale consistent with the aggressive urban renewal campaigns of the 1960s. His work in New Haven introduced him to Edward J. Logue, who later headed the Boston Redevelopment Authority, but it was his reputation as a designer that led to his connection to the BGSC project.

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Figure 3.1: Examples of Paul Rudolph's work prior to designing the BGSC.
(a) Jewett Arts Center, Wellesley College, 1956-1958
(b) Blue Cross Building, Boston, MA, 1957-1960
(c) Temple Street Parking Garage, New Haven, CT, 1959-1963
(d) Yale Art & Architecture Building, New Haven, CT, 1958-1964

Rudolph and the BGSC

Edward Logue was the primary administrator of Boston's Government Center renewal, a sixty-acre clearance and construction project to be completed according to a master plan by I. M. Pei and Henry N. Cobb. The BGSC had begun as three independently conceived structures to be designed by three different architects working in concert. Shepley Bulfinch Richardson and Abbot (SBRA) was the architect for the Charles F. Hurley Building for Employment and Social Security. M. A. Dyer with Pederson & Tilney Company was appointed to design the Health, Education, and Welfare (HEW) Tower. The firm of Desmond and Lord was responsible for the Erich Lindemann Mental Health Center; Rudolph was their paid consultant.

As the project advanced and each firm put forward a design for its building, it became clear to the client that the separate architectural solutions were poorly related. In a meeting at his New Haven office, Rudolph created a sketch that unified the composition of the various buildings into one site-wide configuration that he termed a "stake with a tail": the tower at its heart with low surrounding buildings linked by a central plaza. Based on this overall *parti*, in addition to being designer for the Lindemann building Rudolph was appointed the coordinating architect for the entire site, responsible for producing design guidelines for all three buildings as well as the public spaces.

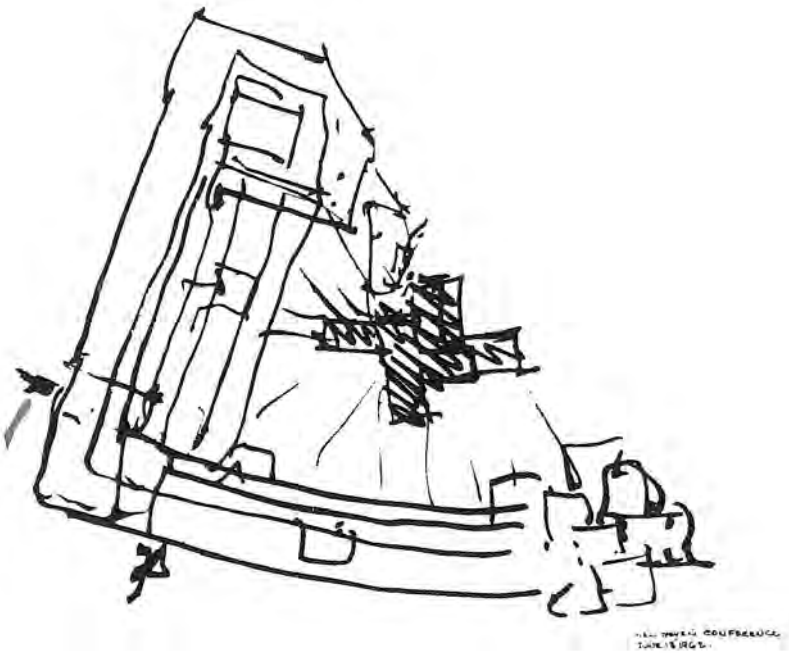

Figure 3.2: Paul Rudolph's 1962 "napkin sketch" showing the BGSC concept. The dark-colored tower in the center is the "stake", and the surrounding lower blocks form the "tail."

Design Principles

Rudolph's plan for the complex envisioned an enclosed courtyard with radiating paving patterns and staircases rising from covered parking below, all at the base of what would have been a dramatic tower. The well-defined, enclosed plaza was intended as a reaction to the openness of City Hall Plaza and similar spaces proposed by International Style modernist architects at the time. In Conversations with Architects (Cook & Klotz, 1973), Rudolph referred to his conceptual design intent to define the site's street edges strongly and to differentiate between pedestrian and automobile scales:

> "The [BGSC] deals with a heightening of the scale around the perimeter and a diminishing of the scale at the courtyard. The perimeter at the street is large: The pedestrian interior courtyard terraces are scaled down. The use determines the scale as well as its place in the cityscape."

The larger exterior scale is defined by monumental colonnades, bold concrete piers, large projecting elements, and a flat story-height 'cornice' band at the uppermost level. The Staniford Street colonnade was composed in relation to views from moving vehicles. The rhythm created in passing the 3-story piers in a car is very different from the opaque pedestrian views up and down Staniford Street. The twenty-four-story HEW tower was planned to be set directly onto New Chardon Street, further reinforcing the height of the site perimeter.

By contrast, the interior courtyard facade steps down in section to a smaller, one-story pedestrian scale at the plaza. Rudolph explained the courtyard as a "bowl," the negative of Beacon Hill two blocks away. The courtyard provides entry points to most facilities from a uniform level at the base of this bowl, whereas the surrounding streets all follow the natural slope at the bottom of Beacon Hill. Rudolph emphasized this effect by designing the courtyard as a slightly sloping hardscape with planters, all focused toward the base of the anticipated central tower.

Lindemann-Hurley from the north.

Rudolph's design also attempts to integrate into the surrounding city fabric. The BGSC buildings are set back at principal street intersections to form outward-looking "plazas" of hard landscape with planters composed to complement the building facades. A double row of trees at Cambridge Street and cluster of trees at the intersection of New Chardon and Merrimac Streets helped define these plazas on the site plan. The site was also composed to frame existing views; the Hurley Building's Cambridge Street facade is angled to preserve view of Asher Benjamin's Old West church from the east.

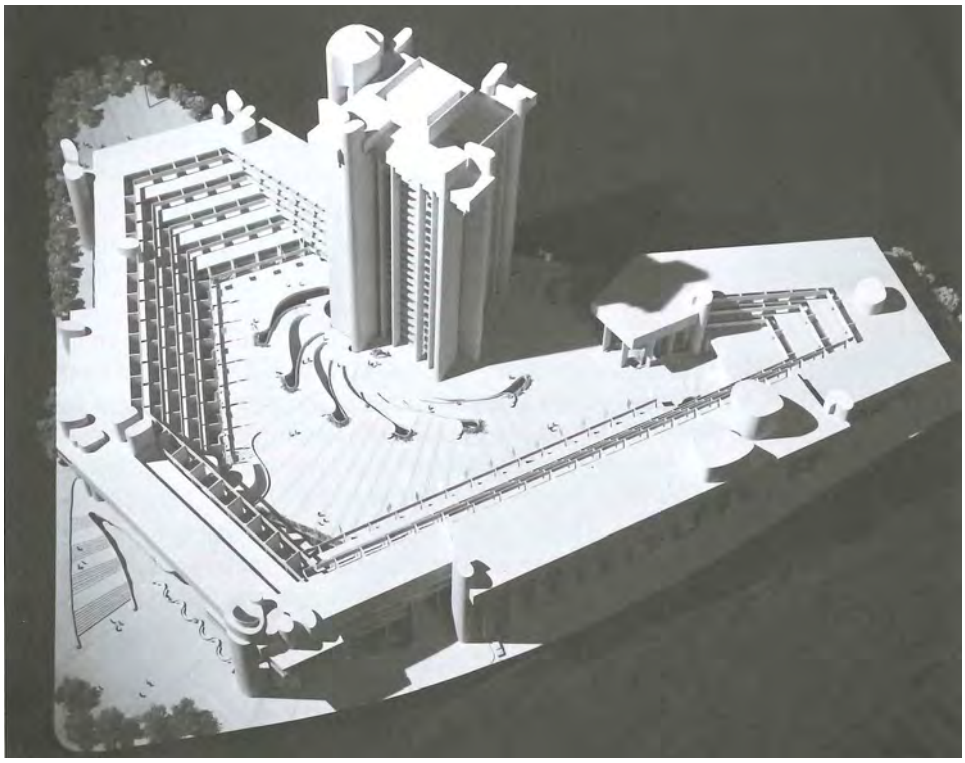

Figure 3.3: 1963 Rudolph model photo showing full site development, with HEW low block and tower at the top of the image.

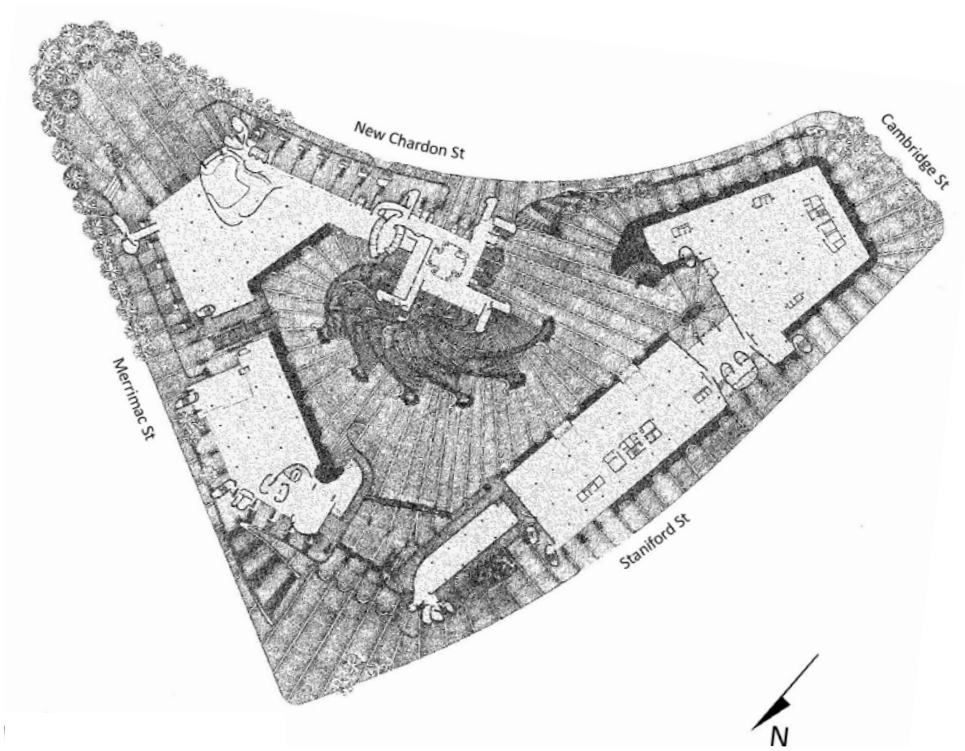

Figure 3.4: 1963 full site plan by Rudolph team.

RUDOLPH'S ORIGINAL DESIGN GUIDELINES

The firms working on the project were unanimous in their agreement to create a single coordinated design for the site. Each architect agreed to follow Rudolph's guidelines, as follows:

1. The complex should define the space of Boston's irregular streets by placing buildings parallel to them.
2. It should define the irregular intersection of streets by setting the buildings back from the curb line to form small plazas.
3. All buildings should be entered through a central pedestrian courtyard.
4. The buildings paralleling the streets should be five to seven stories conforming roughly with the building height across the streets.
5. There should be one tower building to announce the government services center from a great distance and to allow the scale of the complex to hold its own with tall adjacent buildings.
6. The low buildings should meet the pedestrian court at a smaller intimate scale achieved by stepping back the walls of the low buildings on the courtyard side.
7. The street facade should be at a larger car scale.
8. At the street, regular bays with columns 60 to 70 feet in height should be used; the more intimate scale of the courtyard should have columns corresponding to the series of one-story high stepping facades.
9. The tower building should act as a pivoting point at the entry to the plaza and serve as its principal spatial element.
10. All architects should use the same material (concrete) and similar fenestration.

Note: Loss of the HEW tower affected guidelines 3, 5, and 9 retroactively.

Figure 3.5: Interior courtyard showing stepped facade (L4/5).

Figure 3.6: Perspective drawing by Jacoby of Rudolph's version of the planned HEW tower from Cambridge and New Chardon Streets.

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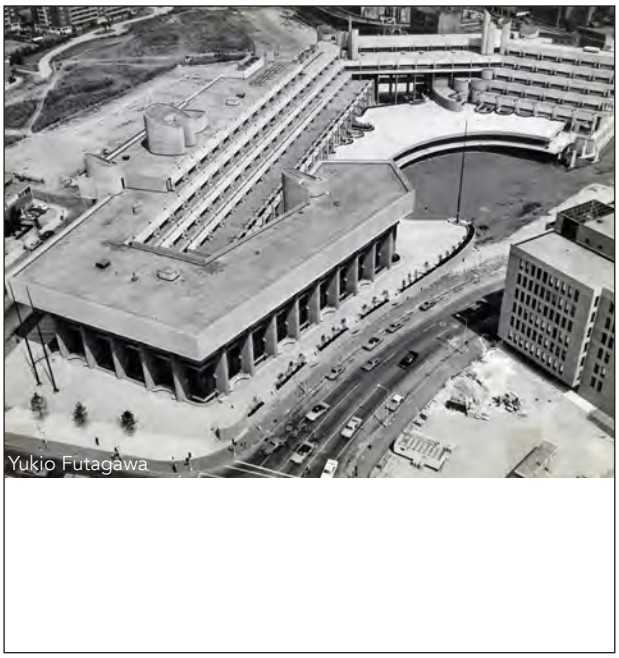

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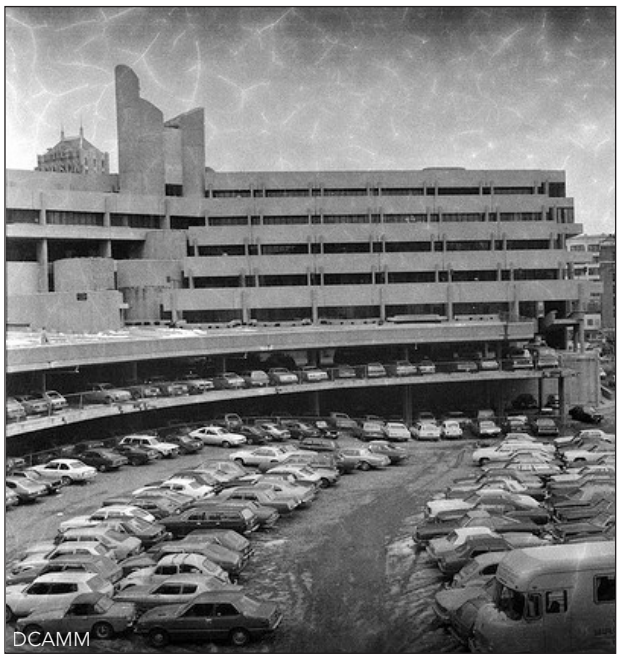

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Figure 3.7: The BGSC as-built.
(a) Site plan by Rudolph team showing built portions (Lindemann and Hurley buildings).
(b) Aerial view of the built complex from the south.
(c) Section photo of the courtyard facade of Lindemann (L4) and garage (G1/2) before construction of the Brooke Courthouse.
(d) Lindemann exterior at facade (L2).

The BGSC- As Built

The Lindemann Mental Health Center at the corner of Staniford and Merrimac Streets was designed under the direct leadership of Rudolph and the team at Desmond & Lord. It is the most complex and expressionistic portion of the original site's three buildings. The Hurley Building was designed within Rudolph's guidelines, but under the control of SBRA architect Jean Paul Carlhian. According to project architect James McNeely, Rudolph considered SBRA's design insufficiently dynamic. The HEW tower design was judged inferior, and Dyer, Pederson & Tilney was dismissed; Rudolph subsequently re-designed the structure.

Even after Rudolph's re-design, the tower and lower structures that formed the HEW Building at the corner of Merrimac and New Chardon Streets were never built. In spite of that loss, the site is extraordinary for its monumental massing and the continuity of its surface treatment over five acres of central Boston and along three major streets. Rudolph's urban design concept envisioned an enclosed courtyard with radiating paving patterns and staircases rising from parking below, all at the base of what would have been a dramatic tower. A well-defined, enclosed courtyard plaza was intended as a reaction to the openness of City Hall Plaza and similar spaces proposed by International Style modernist architects at the time. The courtyard plaza linked an access point at the intersection of New Chardon and Cambridge Streets across the site to a monumental stair down to Merrimac plaza that offered a route to North Station. The plaza and garage were left unfinished when the HEW tower was cancelled. The space between the unfinished eastern edge of plaza and garage became surface parking enclosed along New Chardon Street with a tall chain-link fence. As years passed, site security guards discouraged pedestrian access to the plaza and the monumental stair was closed off entirely. Falls from plaza levels through open light wells caused injuries that prompted temporary enclosure in 2013 with fencing that was replaced in 2019 by well-designed perforated steel panels.

Figure 3.8: Radiating paving of the courtyard.

Figure 3.9: Site completion without HEW Tower. 1980.

In 1999, Kallmann, McKinnell, & Wood's Edward W. Brooke Courthouse was built on the vacant eastern portion of the site. The building occupies the area where the lower portions of Rudolph's HEW Building would have stood; the development also included a new elliptical park on the site of the planned HEW tower. Other additions include a new exterior elevator shaft, new stairs up from the new park to original plaza, new garage elevations including planters, and the New Chardon Street ramp in cast corrugated concrete installed as part of Edward W. Brooke Courthouse project.

In its current state, the BGSC has many critics among the wider public. Its management history has discouraged public access to the inner courtyard

and use of its stairs and smaller plazas. Preservation advocates and architects are likely to voice the principal opposition to demolition, whereas the wider public might be more amenable to change. Some of Rudolph's major buildings have recently been demolished in other states (Florida, New York, and Connecticut). These losses from his built legacy have increased Rudolph's recognized significance, support for his projects, and the importance of his remaining work. The Edward W. Brooke Courthouse design created a new, intensively used pedestrian passage from Cambridge Street down toward North Station alongside the new park while by-passing the reopened courtyard plaza above.

UMass Dartmouth Library

PRESERVATION NARRATIVE

BGSG Complex- General

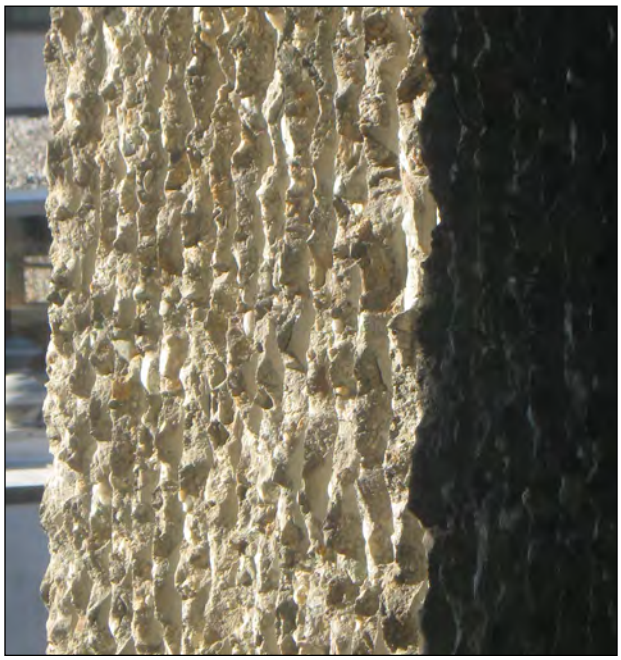
SIGNIFICANCE OF DESIGN ELEMENTS AND PRESERVATION PRIORITIES

The BGSC site incorporates several significant design elements, many of which correspond to Rudolph's prescribed design guidelines. The most obvious to pedestrians on site is the corrugated concrete finish of many of the exterior surfaces (the continuously ridged surfaces were broken to jagged edges by hand). The exterior is also defined by round-ended rectangular piers that establish the massing and rhythm of the facades along street frontages. Story-height panels visually unify all the uppermost stories of the buildings, though Lindemann features cornice bands between towers, whereas on the Hurley Building, towers are wrapped by the massive concrete cornice panels. Service areas such as stairs and bathroom blocks are articulated with vertical curvilinear towers which punctuate pronounced horizontal facades. On the interior of the site, the buildings are terraced to step down to the courtyard for a more pedestrian scale while incorporating tall flat concrete sunshades within each structural bay.

CURRENT CONDITION

There are several general issues with the current condition of the BGSC complex as a whole. The buildings are not well climate-controlled; their obsolete HVAC systems are inefficient, and the large expanses of glazing lack low-E coating and contribute to uncomfortable heat gain. There is minor spalling at rebar locations with inadequate cover, and general degradation of concrete throughout the site. Until recently the complex did not meet many life safety and accessibility code requirements due to lack of compliant barriers at light wells and stairs, and a lack of tempered glazing or safety film on overhead glass within 25 feet of sidewalks or occupied roofs. Because of this, there is temporary life safety fencing on the plaza stair to Merrimac Street.

Figure 4.1: 2019 Protection at Plaza light wells



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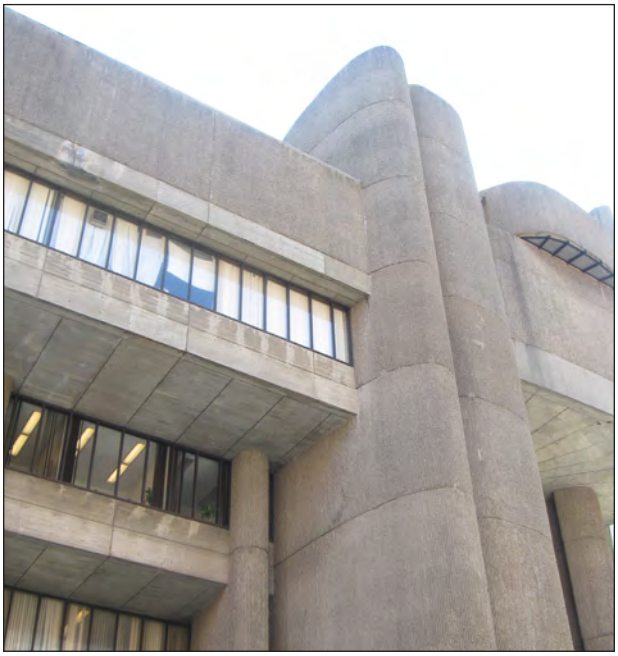

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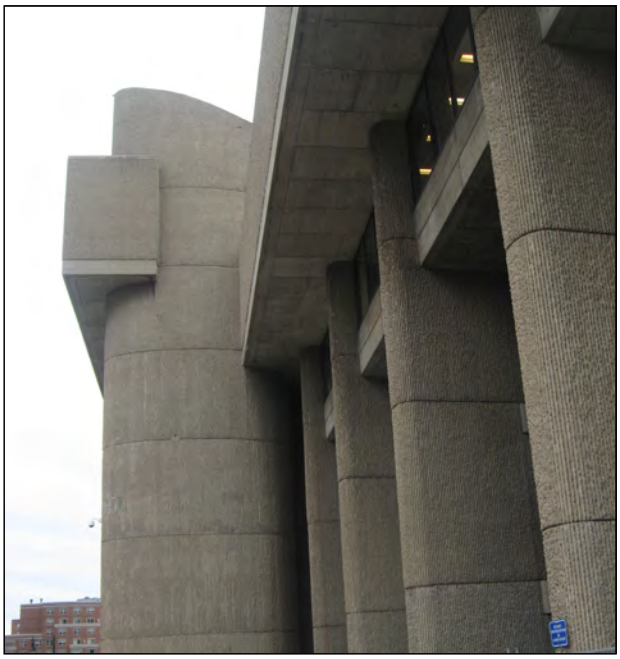

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Figure 4.2: BGSC Complex significant elements
(a) Bush-hammered concrete texture.
(b) Decorative use of bush-hammered concrete texture inside the Lindemann Building.
(c) Cornice running between piers at the Lindemann Building.
(d) Cornice wrapping the vertical piers at the Hurley Building.

Lindemann Building

CHARACTER-DEFINING ELEMENTS

Viewed from the north by drivers and pedestrians alike, the Lindemann Building reads as a singular composition. Its primary elevation is bracketed by tall enclosures for stairs and elevators. This composition includes a rectilinear cornice and glazed bridge below that frame a large opening and views into sky above the courtyard level (with no intermediate stair connection to the mezzanine level). A truly monumental, long curving stair passes into this opening from a widened start at the Merrimac Street plaza. Biomorphic volumes project from upper stories to command attention from afar; the "frog" face of the projecting north façade chapel is one example.

The Merrimac plaza was meant to step from sidewalk elevations on Staniford and Merrimac Streets down toward a fully glazed first floor, although there were originally no entrances to the mental health center in that elevation. The first-floor glazing allows for natural light and views from a café for occupants out to the Merrimac plaza. The continuous glazing of the first floor, which corresponds to the transparent bridge above that frames views through to the courtyard, stands in strong contrast to the bush-hammered, corrugated concrete that envelops the building at upper levels. Ribbon windows on the floors above are visually consistent with those of the attached Hurley Building. The Lindemann Building's formal characteristics extend both east and west beyond the primary Merrimac Street elevation, but those facades are visually separated by projecting elevator and stair towers. These dramatic exterior stairs do not allow access to the mezzanine/garage level entrance of the Mental Health Center. Originally the main entrance to Lindemann was at the upper plaza level. There were at least three secondary entrances for specific functions within the building.

Lindemann's interior is distinguished by a highly finished, spiraling concrete staircase and a multi-level chapel space—each of which employs decorative treatment of concrete surfaces using patterned contrasts built into the formwork. Equally heightened decorative treatments of concrete occur externally at the mezzanine level. Along Staniford Street there is another elaborate concrete stair connecting the exterior sidewalk to plaza level with a second-floor access point to Lindemann.

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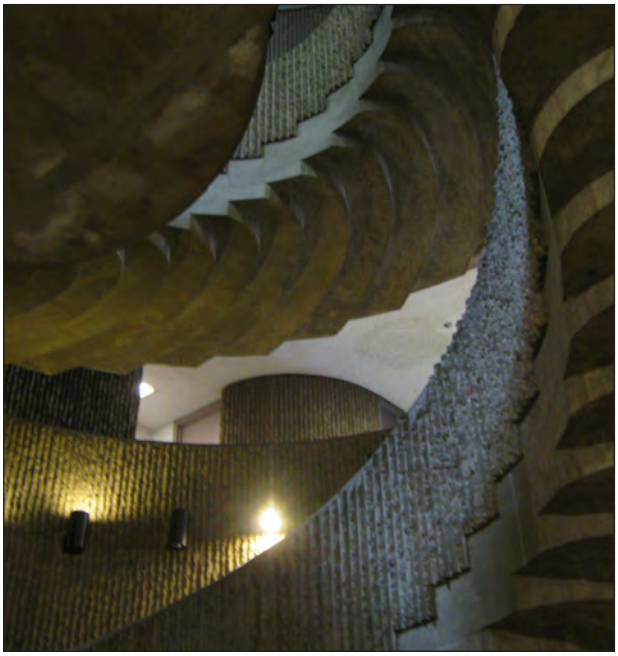

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Figure 4.3: Character-defining elements.
(a) L2 elevation showing the cornice, glazed bridge, and monumental piers which compose the facade.
(b) L1 facade showing the projecting "frog" volume and grand stair.
(c) View from Merrimac plaza through Lindemann into the courtyard.
(d) Interior view of spiraling concrete stairs.

a b

c d

Figure 4.4: Completness and integrity.
(a) Formerly fenced-off grand stair at L1.
(b) Deteriorated curved wall and planters in Merrimac Plaza.
(c) The intended path through Lindemann into the courtyard.
(d) Current pedestrian shortcut between Lindemann and the Brooke Courthouse.

COMPLETENESS AND INTEGRITY

Externally the Lindemann Building is largely intact, though the deteriorated concrete surfaces on the grand external stair and throughout the Merrimac Street plaza are serious detriments to appreciation of Rudolph's elaborate composition. The grand gesture of the uninterrupted multi-story stair to the upper plaza courtyard is badly deteriorated and its original design no longer complies with codes governing life-safety or accessibility. It is because of this that the stair has been closed.

At the Merrimac Street plaza, Rudolph created a long, sinusoidal concrete wall with integral benches and planters set into a series of swooping curved steps and a patterned ground plane of contrasting textures. This arrangement has deteriorated and been modified almost beyond recognition, and is currently fenced off with adjacent space used for parking. Cars park immediately next to the ground floor façade without regard for adjacent architecture or interior uses. This condition is of great concern as this portion of the building represents the most significant and powerful remaining expression of Rudolph's design intent.

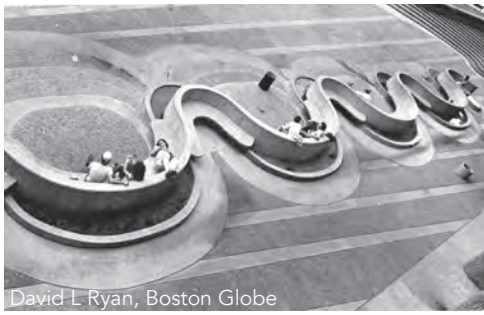


Figure 4.5: Merrimac Plaza sinusoidal seating and pavement texture

The original entrance to the Lindemann building from the interior courtyard is no longer used, as the steps indoors disconnect the plaza level from elevators added to address accessibility concerns. Today, the many original entrances to Lindemann are no longer used, and most clients and staff enter from the mezzanine level below—essentially through the upper level of the garage—at a station monitored by security personnel.

The loss of Rudolph's larger design for the HEW Tower and east end of the Lindemann Building allowed space for the Edward W. Brooke Courthouse to be built at the corner of Merrimac and New Chardon Streets. An arcade and uncovered pedestrian passage at the Brooke Courthouse now provide a shortcut from Cambridge Street to North Station. In Rudolph's original design, this traffic would have been channeled across the plaza, through the architectural opening and dramatic external stair, and out onto the Merrimac Street plaza.

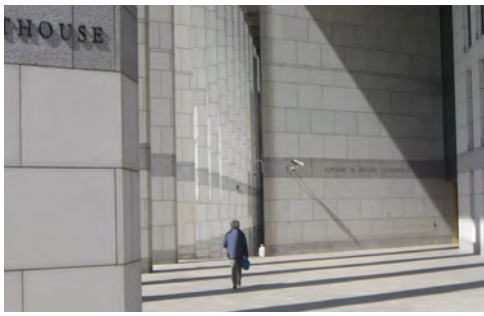


Figure 4.6:Courtyard arcade of the Brooke Courthouse.

The most significant loss of integrity is the incomplete realization of Rudolph's design. The unbuilt HEW tower is a fundamental loss. While the courthouse and its completion of the plaza and garage improved the eastern edge of the site, they do not correct the accumulated functional lapses of the Lindemann and Hurley buildings.

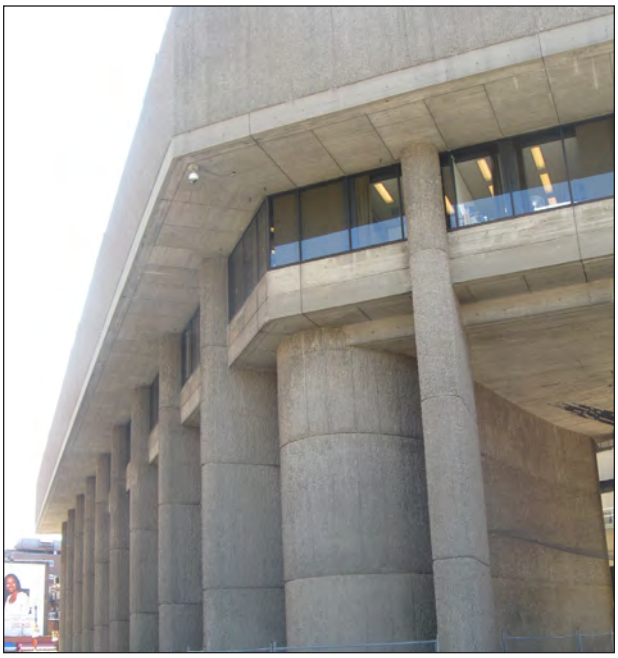
Hurley Building

CHARACTER-DEFINING ELEMENTS

The Hurley Building is composed of two major facade types along the outer perimeter: a taller one that defines the edges of Staniford Street where it meets the Lindemann Building, and a second continuous profile that runs from the end of Staniford Street, along Cambridge Street, and returns down New Chardon Street. This second section appears to be a single, lower, simplified mass compared to the Lindemann building's complex curvilinear assemblies as well as the taller section of Hurley along Staniford.

The Hurley Building's main features include a series of massive piers at regular intervals around its edge with panels of vertical glazing recessed between them. In keeping with Rudolph's guidelines, a projecting cast concrete soffit with a one-story rectilinear cornice-like panel surrounds the block in its entirety at roof level, although SBRA altered the massing in two ways: (a) with a deeper cantilever on Staniford Street and (b) with the absence of enclosed lower floors to accentuate the height of columns where the building returns along New Chardon Street to the courtyard entrance. The repetitive nature of the colonnade of concrete piers as the primary facade treatment is an important character-defining element, but when the piers are taken together with the concrete texture, the impenetrability of the facades, the massive cornice, and the scale of columnar piers, the effect was "fortress like," as observed by Martin Filler in his February 5, 2015 *New York Review of Books* analysis of Timothy Rohan's book, The Architecture of Paul Rudolph, 2014, Yale University Press.

The Hurley Building approaches a widened sidewalk (mini-plaza) along its street frontages with curving concrete benches that enclose light wells. The benches provide southern-oriented public seating and act as a barrier between the pedestrian street and the building's light wells, which drop a full story. The first-floor slab of the Hurley Building only meets sidewalk level at the southeast corner near the intersection of New Chardon and Cambridge Streets. SBRA placed the entrances to the Hurley Building within the courtyard, with a single street-level connection through mid-block onto Staniford Street. The Staniford Street elevations of the Hurley Building are visually segmented by vertically projecting stair towers and elevator shafts. These correspond to the mid-block pedestrian entrances at the sidewalk.



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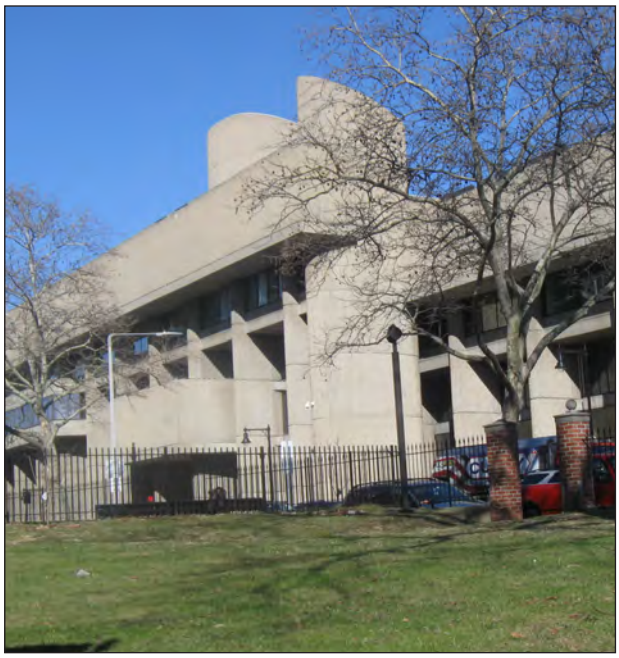

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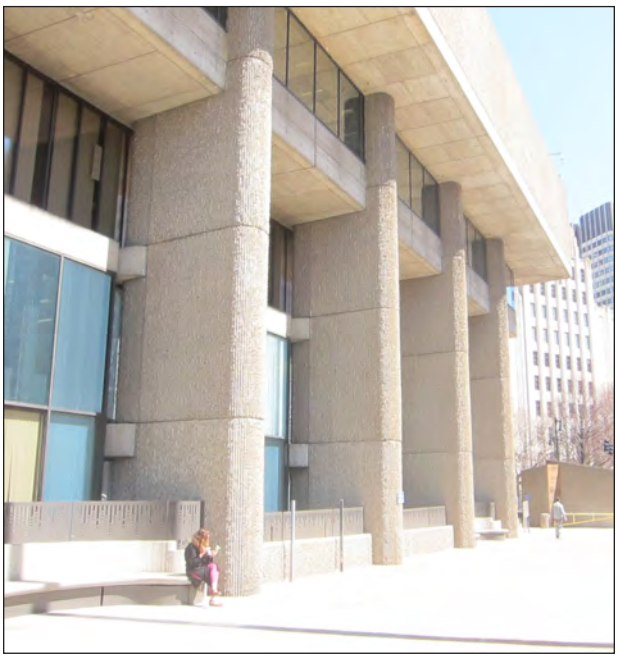

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Figure 4.7: Hurley Building
(a) Multi-story piers and overhanging upper floors at H4 & 5. Note the warm tone of the concrete in sunlight.
(b) Meeting of facades H1 and H2 along Staniford Street, showing cornice wrapping vertical piers.
(c) H3 elevation on Cambridge Street. The first floor slab does not align with sidewalk and plaza levels.
(d) View along raised walkway along New Chardon Street that provides no entrance.

The plaza facades of the Hurley building continue some of the architectural motifs of the street facades, but the appearance is significantly less monumental. The pattern of massive vertical piers is typically reduced to two-story columns visible above the plaza which also extend below into the garage. The courtyard plaza experience alongside Hurley is dominated by the flat concrete shading device placed immediately above the windows of the first floor, as well as the plaza-level benches set off from the building by light wells.

A semi-cylindrical corrugated concrete downspout enclosure is attached to the end of each massive column. These elements combine to create an opaque perspective in which the Hurley Building appears uninviting and even inaccessible from the plaza courtyard. When entering the courtyard from Cambridge or New Chardon Street, the southern Hurley Building entrance is out-of-sight. The west entrance that passes through to Staniford Street is fully visible, although its double-height space is masked from the exterior. Within the two-story entrance lobby, an enclosed security station has been inserted.

Figure 4.8: Courtyard facade at H7- distant.

Full-height glazing surrounds the courtyard but is recessed behind the six foot-high panels of precast concrete that form sun-shading devices at each level of the terraced roofs. These bands continue around the entire plaza courtyard, establishing the sense of spatial enclosure Rudolph desired. Treatment of the Hurley and Lindemann Buildings' courtyard massing and elevations are very similar. The rear of the Lindemann Building features tall truncated cylindrical masses containing systems, stairwells, and other services of the building. These are seen from the plaza courtyard entry as a vertical counterpoint to the flat terraces of stepped roofs. By comparison, the terraced bays of the Hurley building appear repetitive.

Figure 4.9: Courtyard facade at H7- oblique prior to new steel balustrades.

Taken as a whole, the southern portion of the Hurley building helps to demonstrate the enormous initial civic investment in the site, consistent in scale with Government Center, Boston University's central campus, Harvard's Peabody Terrace and Holyoke Center by Josep Lluís Sert, the Christian Science Center, and MIT's east campus precinct of buildings by I. M. Pei.

Figure 4.10: Massive scale of Hurley at H3.

COMPLETENESS AND INTEGRITY

The Hurley Building is remarkably intact on the exterior. Concrete deterioration is far less prominent than at the exterior elements of the Lindemann Building's north elevation. Alterations within the Hurley Building elevator lobby did not affect the exterior of the building and no feature matches the architectural significance of the baroque interior stair within the Lindemann Building. Two walls of two-story high frescoes by Constantin Nivola are in the main lobby.

The Government Services Center was built before insulating glazing was readily available and before low-emissivity glass had reached the building industry. Occupants of office space with south-facing windows along Cambridge Street frequently apply reflective metal foils to the glass to reduce solar gain and glare. The uppermost floor of the Hurley Building that faces outward to streets is entirely without windows in order to establish the story-height cornice band of uninterrupted concrete. This design decision means spaces behind have little access to light or views. Partly because of this, the Hurley Building interiors do not work well for today's office needs. The space and its enclosure are unworthy of the building's prime downtown location, which should be Class A office real estate.

The opportunity cost of keeping the south portion of the Hurley Building intact may be very high compared to the value of its retention in terms of architectural preservation and urban experience. The lack of integrity in terms of Rudolph's original design intent now contributes to the argument that strict preservation of the Hurley Building facades is less meaningful than it would be if the tower existed. The terraced roofs surrounding the plaza and the terraced setbacks of their overall arrangement were a spatial response to the tower as well as a way to scale the outdoor space to pedestrians. The latter effect remains significant even in the absence of the tower.

Figure 4.11 Nivola fresco signature.

Figure 4.12: Fenced-off concrete bench at H1 prior to new steel balustrades.

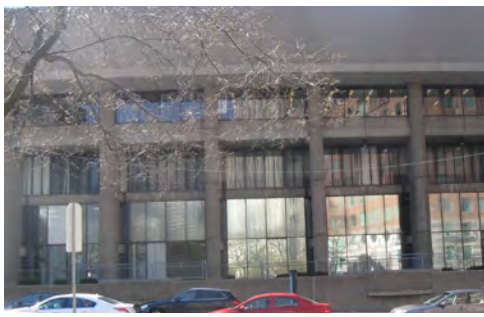

Figure 4.13: Reflective solar films on windows at H3 facade.

Garage

CHARACTER-DEFINING ELEMENTS

The garage is notable for the interior architectural treatment along its western edge. Its structural independence is announced through the nearly continuous light wells which line the edge between the garage ceiling and the adjacent buildings. Rudolph's bush-hammered concrete surfaces continue through the western edge of the garage interior with a series of portals that penetrate massive piers at attached structural downspout enclosures to frame a walkway lit from above through light wells alongside Hurley. Columns within the drive lanes are finished with board marked concrete and support a flowing, stepped section of ceiling slab at the underside of the plaza overhead.

The garage's placement in relation to the adjacent buildings' floor slab elevations and the sloping site made the sectional solution complicated to resolve. In simplistic terms, the roof of the garage forms the paved courtyard plaza above. The plaza connects directly to interior spaces in only a few instances, always flowing through control points at lobbies. Vehicle ramps ascend from the Staniford Street vehicle entry point and descend from the upper level of parking inside the garage to spaces on that level and one level below. There is also a dark, semi-concealed, sloping pedestrian walkway that connects the Staniford Street sidewalk to the upper level of the garage and to the mezzanine entrance of the Lindemann Mental Health Center. This slightly raised walkway emerges at plaza level open to the sky with views of the Lindemann Building overhead.

COMPLETENESS AND INTEGRITY

The two-level garage was an integral element in the design solution for the BGSC. It was composed in direct relation to the HEW tower and remained incomplete along its eastern edge until the Edward W. Brooke Courthouse was built. Except for the current east elevation, this was part of Rudolph's personal design work. When the HEW Tower was removed from the project, its site on New Chardon Street sat unoccupied and fenced away from public access for years. Eventually, the Edward Brooke courthouse created an elliptical park with a pair of side-by-side pedestrian thoroughfares, one covered as part of an arcade, one not. This pedestrian route offers an efficient passage to the area of North Station from elsewhere in Government Center and from Beacon Hill.

The east elevation of the garage and stairs linking the new park to the plaza were designed and built as part of the Edward W. Brooke Courthouse project. Both levels of the garage are visible across the park from New

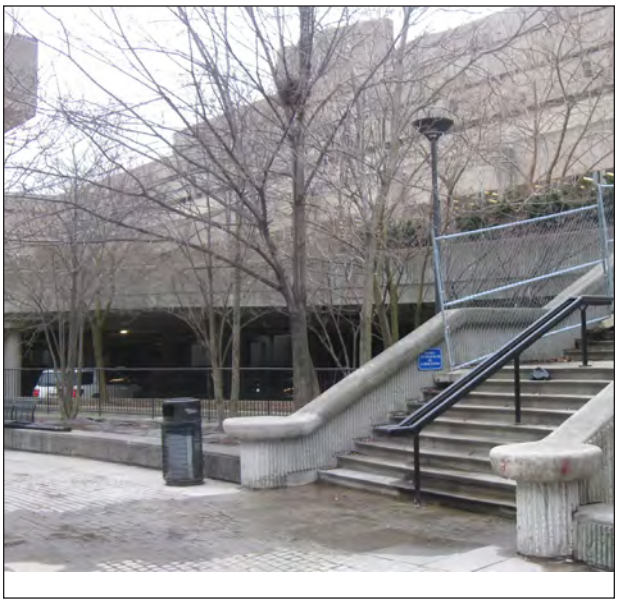

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Figure 4.14: Garage
(a) Garage elevation G1 with stair, planter, and balustrade built as part of the Brooke Courthouse project.
(b) Interior arcade (G2) formed by openings in piers at Garage level. This walkway leads to the mezzanine/garage level entrance of Lindemann.
(c & d) Lindemann building mezzanine entrance approach via upper level of Garage.

Chardon Street. The visual presence of parked cars is minimized by new corrugated concrete balustrades set behind a long concrete planter with two new concrete stairs that climb to plaza level. The new construction directly utilizes cast-in-place, unbroken, corrugated concrete that attempts to replicate the bush-hammered broken surfaces of Rudolph's original. Although well-resolved, none of this fulfills what Rudolph's original plan envisioned as a continuous lower form along New Chardon to further define edges of the site and the HEW Tower rising from a series of curved staircases leading form the garage levels below the place.

Site and Circulation

CHARACTER-DEFINING ELEMENTS

Rudolph conceived the BGSC site as a continuation of the slope down from Beacon Hill and considered the concave space of the plaza courtyard as a complementary, bowl-shaped inversion. It is not clear what the outward looking mini-plazas at the three site corners were meant to address, but the long arrays of benches facing the sidewalks suggest that he visualized more sidewalk activity than the buildings' entrance placements and pedestrian desire lines can mobilize.

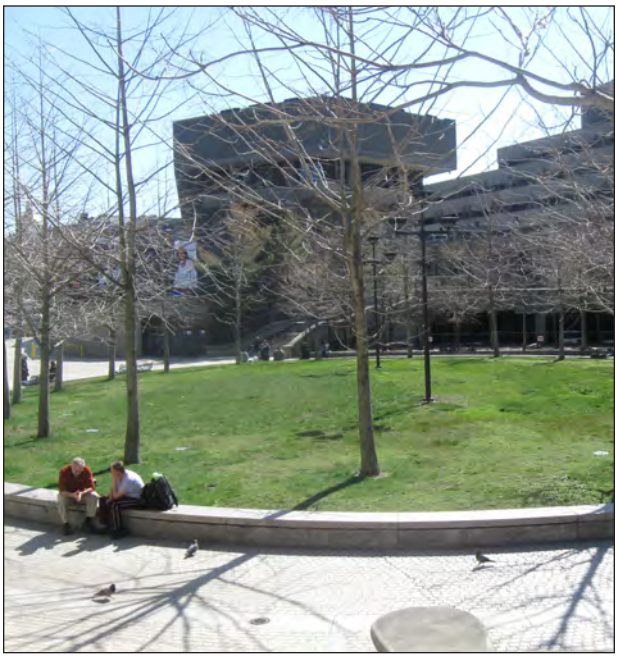
The Hurley and Lindemann Buildings define the edges of the interior courtyard but are structurally separate from it and from the garage below. The courtyard plaza is a walkable extension of the New Chardon Street sidewalk, although it slopes gently down toward the site of the unbuilt tower. The courtyard was always intended to be set apart from the commotion of busy streets, but it is especially so without the tower's presence on the skyline to attract attention from afar as well as to activate the space. The courtyard is secluded but offers striking views to the stepped facades and towers of the Lindemann Building.

COMPLETENESS AND INTEGRITY

Compared to the Rudolph "stake and tail" design concept, the built BGSC is fundamentally incomplete. This deserves to be considered in any discussion of its historic integrity.

The unbuilt HEW Tower was meant to be twenty-four stories with additional rooftop elements totaling about 300 feet tall. Rudolph intended this tower to be the architectural centerpiece of the entire 8.5 acre site. The inward looking, outdoor space of the plaza and terraced stepping-back of both the Hurley and Lindemann portions of the complex were predicated on views and circulation from the plaza to the tower. Because no entrance or views through to the plaza from Cambridge Street were created, the loss of the tower left the plaza with no visual announcement to pedestrian traffic from Beacon Hill, Government Center, or up the hill from Charles Street and Mass General Hospital. The Hurley Building conceals the plaza courtyard elevations from the main thoroughfares and lacks any visual marker for the few entrance points that could activate the depopulated courtyard. The tower would have also brought hundreds and hundreds of additional workers to the site every day. It is presently underpopulated.

The loss of the tower seriously compromised the circulation and landscape concept for the complex as a whole while heightening the negative impact of the Hurley Building on the adjoining streetscape. Its loss has made the



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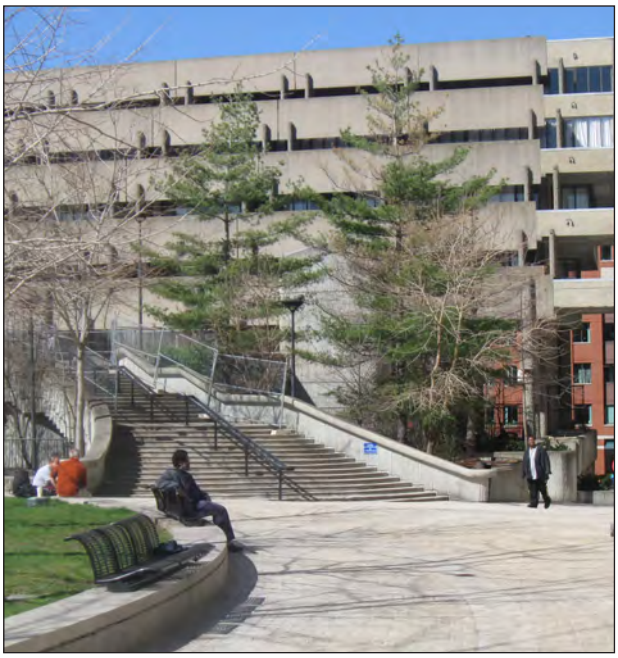

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Figure 4.15: Site and circulation.
(a) Brooke Courthouse Park with view to the Hurley building, center.
(b) New stair leading to courtyard in from of Lindemann elevation L4.
(c) Entrance to courtyard through Hurley Building; note SBRA design which held back lower floors.
(d) Brooke Courthouse arcade at east edge of courtyard where the HEW tower was meant to be.

Hurley Building's lack of a Cambridge street entrance a major urban design flaw, addressable only by reconfiguration that would require some degree of demolition and new construction. Furthermore, discrepancies between the levels of the sidewalks at Cambridge and Staniford Streets and the first-floor slab inside the building complicate direct entrances at points other than the southeast corner of the Hurley Building at Cambridge Street.

The unrealized extent of Rudolph's site design at the intersection of Merrimac and New Chardon Streets is significant, although perhaps less important than the absence of the HEW Tower. The scale of Rudolph's unrealized mini-plaza at Merrimac and New Chardon Streets suggests that he expected that location to be the main entrance to the lower HEW Building, though his original plans show multiple large stairs along the base of the unbuilt perimeter building. One fully walled section stands today at Lindemann in front of the gymnasium facing Merrimac Street, and a secondary sculptural stair on Staniford similarly interrupts the possibility of street animation from within the building. These barriers further emphasize the impenetrable nature of the buildings' sidewalk presence throughout the site.

Figure 4.16: Impenetrable facade on Cambridge Street (H3).

Due to the steep slopes of Staniford and New Chardon Streets down from Cambridge Street, the interior courtyard is two stories above Merrimac Street. Rudolph's solution was to link these two levels via the dramatic, almost baroque stair, but its height and winding nature have always meant a diminished use compared to more straightforward pedestrian routes. Today this grand stair and the expected pedestrian sequence have been closed off and Merrimac Street's expressionist plaza made into a parking area. The Edward W. Brooke Courthouse maintains a somewhat reduced version of Rudolph's paved mini-plaza at the intersection of Merrimac and New Chardon Streets, but without the major stair linkages planned by Rudolph.

Figure 4.17: Intersection of Merrimac and New Chardon Streets in front of the Brooke Courthouse.

At the upper courtyard, Rudolph had planned for access to the HEW Tower via a spiraling cascade of five semi-concentric external stairs rising up from the parking levels below. None of these were built. Instead, the courtyard pavement simply follows the roof of the garage's curving form; stairs and a new elevator were eventually added down to the new park and Edward W. Brooke Courthouse.

In general, access into and through the BGSC site is limited, circuitous, and confusing. There are no direct pedestrian entrances to the BGSC buildings

from Cambridge or New Chardon Streets, which are therefore not well activated. The plaza courtyard and several entrances are hidden from view except from New Chardon Street Park, and the garage/mezzanine entrance to Lindemann Center is also hidden. Interior circulation and way-finding are challenging and have been compromised by changes in the Lindemann Building. Service vehicle access is limited to the Staniford Street loading docks and general garage levels.

There is little connection to the neighborhood at Staniford and New Chardon Streets in spite of recessed pedestrian entrances. For pedestrians, there is no legible path across the plaza courtyard from Cambridge Street towards North Station. Passage across the site would require walking up one flight of steps from New Chardon Street to the plaza level and then down two flights of steps to the lower street levels along Merrimac, whereas the pedestrian route adjacent to the courthouse provides direct sloping access.

The extensive tree planting originally proposed along the unbuilt frontages at Merrimac and New Chardon Streets and along Cambridge Street never happened. Site landscaping is limited to concrete pavement, small street trees at Cambridge Street, and after 1999, views of the New Chardon Street Park; the planters and vegetation designed by Rudolph have not been maintained.

Figure 4.18: Entrance to pedestrian walkway to courtyard on Staniford Street (L7).

Figure 4.19: Pedestrian view of H4 on New Chardon Street.

RECOMMENDATIONS

Recommendations

Given the historical and architectural complexity of the BGSC site, preservation and development efforts should be carefully developed. The simple argument against any significant demolition is that the BGSC's connected buildings and site design were Rudolph's response to a special period of investment in the government of the Commonwealth that aimed to re-activate its capital city. Its place in the history of urban renewal, so the argument goes, should be recognized and the site preserved as is.

A deeper and more nuanced counter argument would acknowledge the fact that major design elements from Rudolph's original vision were never built and that differences in authorship and architectural quality between the Lindemann and Hurley Buildings should be recognized. The BGSC facades unfold sequentially around the site, each with significant differences in terms of urban design character and value. The site is zoned for a floor area ratio of 8–10, but because the proposed 23-story tower was never built, its real estate potential is vastly underdeveloped.

RECOMMENDED GUIDELINES FOR PRESERVATION AND EXPANSION

In view of the current condition of the BGSC site, its continued architectural and historical significance, and the varying integrity of its buildings and components, Bruner/Cott Architects makes the following recommendations for any future development of the site:

1. All rehabilitated and reconstructed architectural structures should be treated according to the *Secretary of the Interior's Standards for Rehabilitation.*
2. Pay special attention to the individual character of each building elevation between transition points (i.e. changes in street alignment and views blocked at street level by projecting stair and elevator towers).
3. In keeping with Rudolph's original design, new high-rise buildings could complement the preserved parts of the site. New designs should maintain a lower roofline at Cambridge Street, which relates to adjacent Beacon Hill.
4. Consider re-establishing a street or pedestrian link across the site from New Chardon Street to Staniford Street to emerge at the party wall between Lindemann and Hurley Buildings. This would involve significant demolition and re-planning within the garage.
5. The courtyard and garage below could be radically reconfigured to allow for a new street or passage across the site, as the plaza-level courtyard lacks real meaning and activation without the HEW tower. Ideally the rhythm of columnar elements would be unaltered and key character-defining elements retained. This would likely accompany major new

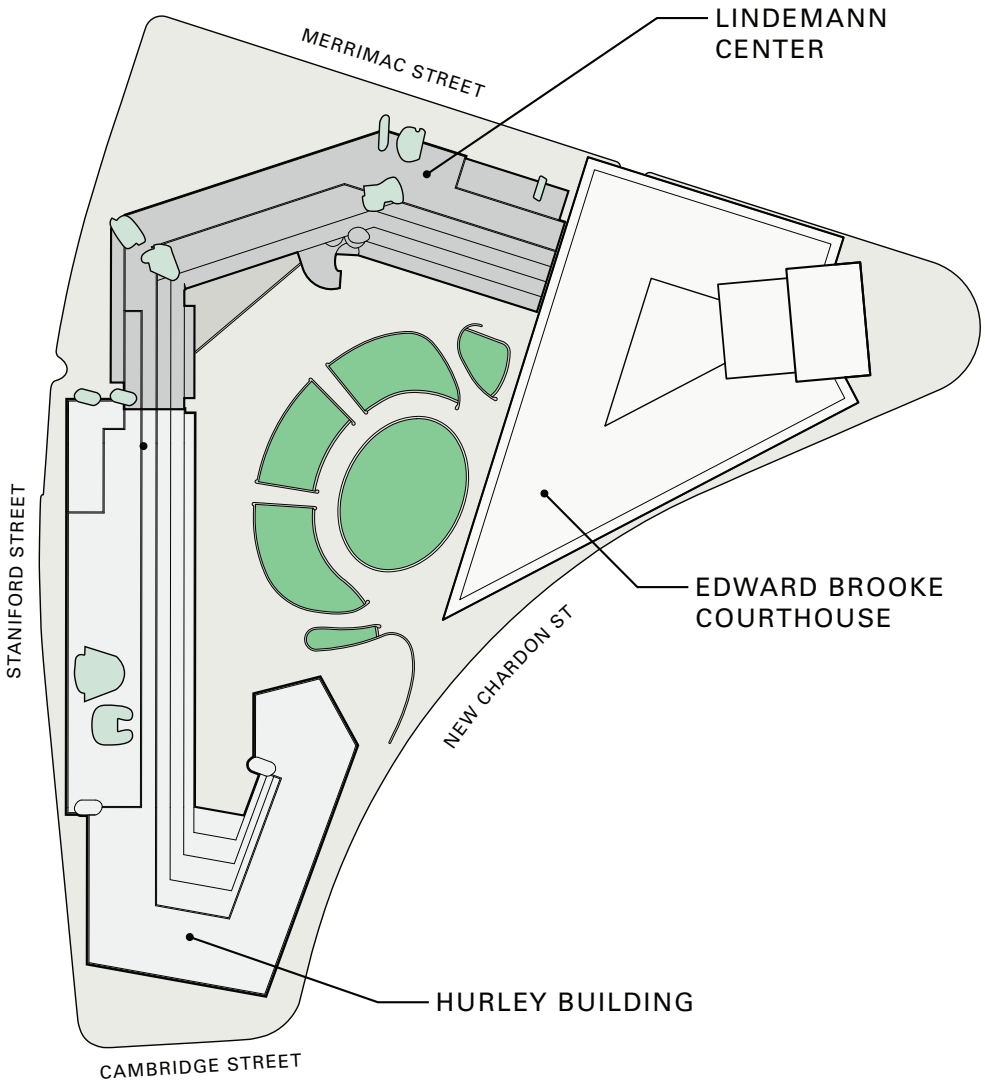
construction.

6. Preservation efforts should focus on the Lindemann Building, especially the Merrimac plaza facade, the Merrimac plaza, and the Staniford Street facade.
7. The north facade of the Lindemann building retains its architectural drama and complexity, but most of the interior spaces can be cleared of lath-and-plaster partitions and re-purposed, while the baroque interior stair, chapel, and other key figurative spaces should be protected.
8. If all or part of the garage is demolished, Rudolph's grand stair to the courtyard level should be re-worked to clarify its arrival point and place in site circulation.
9. Design may consider removal of sections of the Hurley building to allow for new construction.
10. The Hurley Building facade along Staniford Street might remain even if other portions of the Hurley building are removed. It is a powerful continuation of the Lindemann vocabulary, though it lacks the plasticity of Rudolph's design and is not an engaging facade for pedestrians. Together with the Lindemann facades, its monumentality communicates the scale of Rudolph's vision for the site and the extent of the Commonwealth's investment in government services.
11. If the massive colonnades of structural piers at H1 remain intact, the recessed glazed enclosures between them could be changed without detracting from the original design intent. This could add space and activate the adjacent street frontages, although the slab levels do not easily coincide with existing sidewalk elevations.
12. Where facades remain intact, original fenestration pattern and visual detail should be maintained where windows are replaced for thermal improvement of the building envelope.
13. Study replacement of the opaque concrete top floor of the Hurley Building along Staniford, Cambridge, and New Chardon Streets. A screen of the same dimensions and comparable tonality could allow natural light and view to make the interior space more usable while honoring Rudolph's design guidelines.
14. Confirm how the Constantino Nivola fresco murals in the main lobby are constructed to assess feasibility of relocation within the site. Note the advantage of their retention as part of Scenarios A and B.

06 DEVELOPMENT ALTERNATIVES

Existing Site

Lindemann Center, Hurley Building, Oval Park, and Edward Brooke Courthouse



EXISTING SITE

EXISTING HURLEY GSF: **327,022 SF**

Site Development Alternatives

Bruner-Cott and Stantec examined the following four development scenarios to evaluate the implications of each for historic architecture, urban design and streetscape, and new construction associated with preservation of different sections of the Hurley Building. There is one alternative that contemplates minimal demolition (Alternative A), two that contemplate intermediate amounts of demolition (Alternatives B and C), and one that contemplates total demolition of the Hurley Building (Alternative D). The analyses regarding which portions of the building to remove in Alternatives A, B, and C consider structural and technical feasibility, historic significance, and architectural quality- especially the recommendations outlined in Chapter 5 of this report. Development potential is directly derived from existing zoning for the site and expressed in terms of maximum height allowed for different areas within the boundary indicated on the four scenario plans.

These alternatives are not meant to be an exhaustive study of all of the ways that the site may be redeveloped but instead are meant as radically different scenarios that allow the testing of potential outcomes for a broad range of approaches. The goal was not to design buildings for each scenario, but to look for major differences of impact. All four diagrams assume that new development will adhere to the site's height limitations set by current zoning .

All four scenarios show a passageway at the northern boundary of the site, consistent with recommendation 4. This may be a vehicular or pedestrian passageway - or something even more notional - but Bruner/Cott and Stantec think that this passage through the superblock will be an important benefit of DCAMM's redevelopment of the site, especially in light of the circulation and streetscape challenges detailed in Chapter 4. Those challenges largely result from the incomplete realization of Paul Rudolph's original design for the entire site with its tower. Introducing this passageway will present sectional challenges (raised in recommendation 5), as it cuts across the elevated plaza and the underground garage. The portion of the plaza that serves as the landing area for the grand staircase through the Lindemann building will have to be re-thought as it is retained-even as other portions of the plaza are removed.

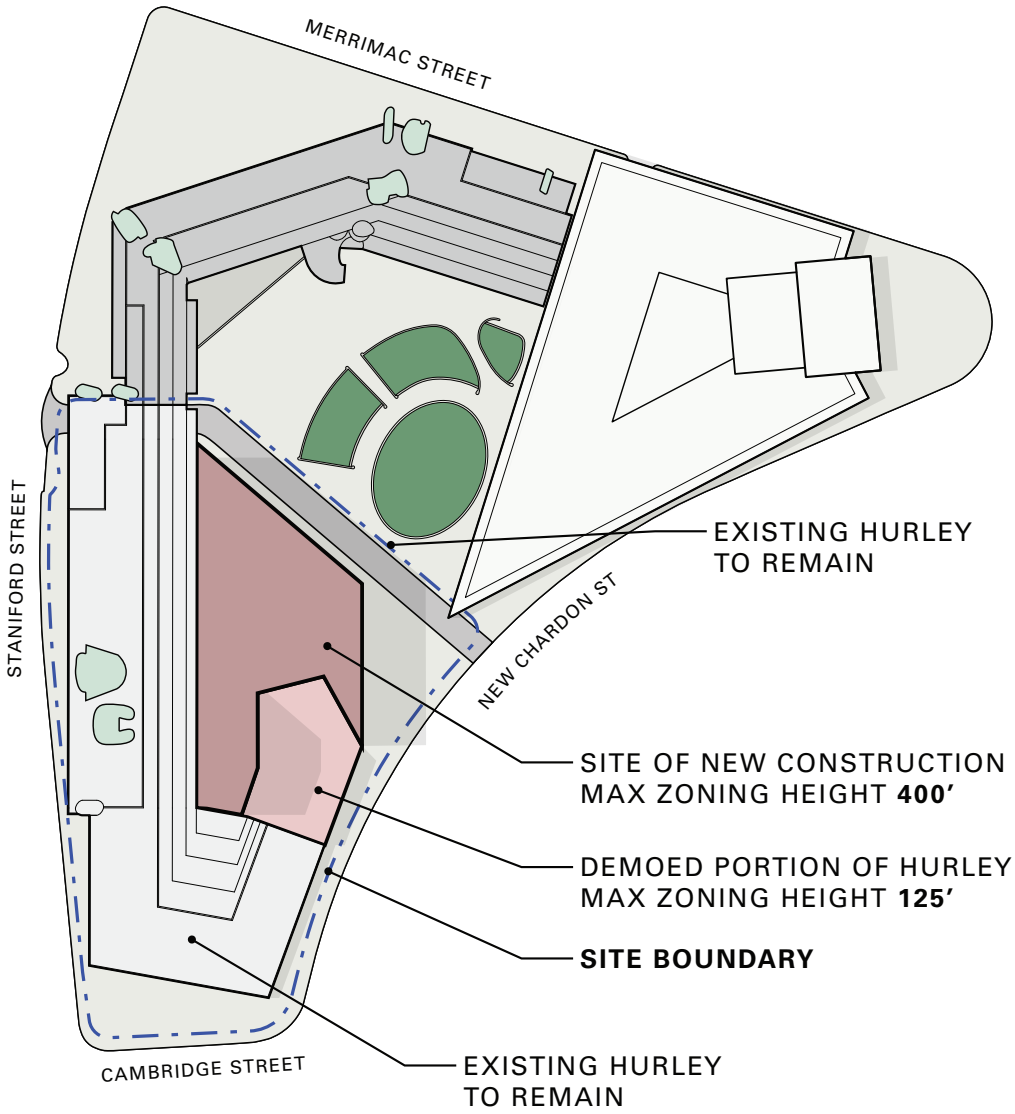
All four scenarios would allow for recommendations 6, 7, and 8 regarding preservation of the Lindemann Center building to proceed. The south facing Lindemann terraces and elevated cores remain visible across the oval park and passage along the Brooke Courthouse.

Although a preliminary financial analysis was performed for each of the scenarios, it is impossible to determine at this point exactly how well (or even if) each would meet the Commonwealth's requirement of ensuring long-term occupancy at reduced cost to the state. This is especially a concern with Scenario A, where our analysis shows the least potential for new development.

Hurley Building Partial Demolition

A

REMOVE NORTHEAST RETURN OF NEW CHARDON STREET PORTION OF HURLEY BUILDING. BUILD NEW HIGH RISE ON HURLEY PLAZA. INTRODUCE CROSS-SITE WAY THROUGH COLONNADE AT STANIFORD STREET.



SCENARIO A

EXISTING HURLEY GSF: **298,400 SF**

Hurley Building Partial Demolition

A

This scenario retains nearly 300,000 of the Hurley Building's 327,022 square feet. The Hurley Building portion at the northeast end on New Chardon Street is removed - a portion of what is contemplated by recommendation 9. That portion of the site would now be open to new construction - presumably high-rise, although a small portion of the now-buildable site is zoned for mid-rise.

PRESERVATION CONSIDERATIONS

- Cambridge Street facade remains.
- Staniford Street entrances to Hurley Building, existing lobby and Nivola mural remain, as suggested by recommendation 10.
- Concrete colonnade along Staniford Street remains intact with a limited opportunity for improved street frontage for pedestrians, as contemplated by recommendation 11.
- New construction must connect effectively with remaining Hurley Building's courtyard facades and lobbies. Terraces north of the main lobby [see elevation H7 on page 11] may be considered for alteration separately from the Staniford Street colonnade.
- Loss of elevated floors, passage, and suspended sculpture at Hurley Building's courtyard entrance.

URBAN DESIGN CONSIDERATIONS

- Issues of wayfinding and street-level activation would need to be addressed primarily through adaptive reuse of the existing building, given that most of its footprint remains. This will be challenging given the site's steep slope down from Cambridge Street and the very few locations where the floor slab meets sidewalk grade.
- Opportunities to introduce new or improved open space will be limited by the existing building's footprint.
- The passageway through the site is routed through the remaining building in this scenario, creating technical challenges and added expense but possibly reducing negative perceptions of the superblock.

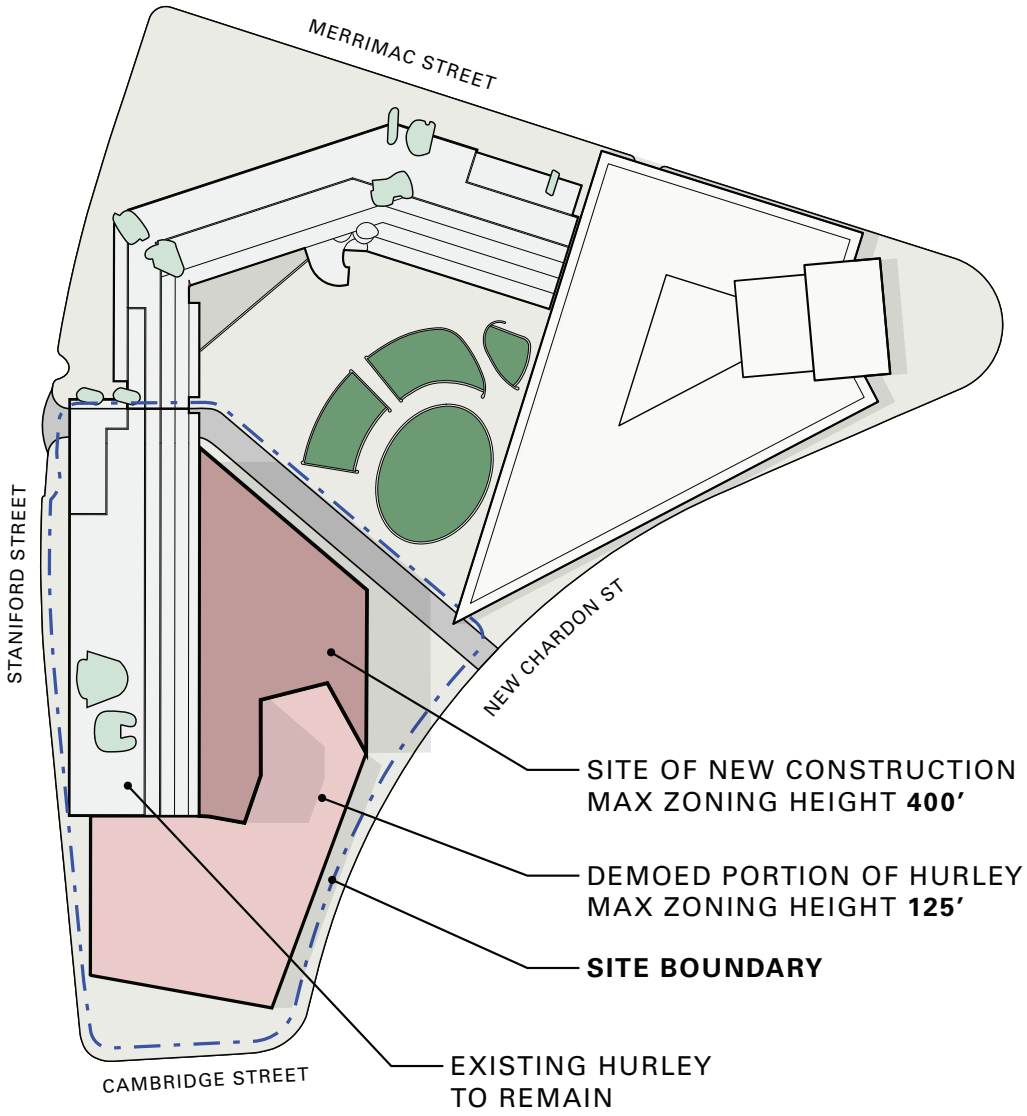
DEVELOPMENT CONSIDERATIONS

- It may be difficult to create a commercially viable floor plate within the now-buildable portion of the site.
- In order to create a commercially viable mid-rise floorplate, the Hurley terraces may need to be removed or altered to be integrated into adjacent new construction.
- Retaining the Cambridge Street portion of the building entails an opportunity cost, as the existing building on that portion of the site is several stories lower than what could otherwise be realized.
- This scenario is the least likely to create enough new square footage to sufficiently offset the Commonwealth's on-going costs of occupancy at the site.

Hurley Building Partial Demolition

B

REMOVE NEW CHARDON STREET AND CAMBRIDGE STREET PORTIONS OF HURLEY BUILDING. BUILD NEW HIGH RISE ON HURLEY PLAZA AND A LOWER BUILDING ON CAMBRIDGE STREET. INTRODUCE CROSS-SITE PASSAGE THROUGH COLONNADE TO STANIFORD STREET.



SCENARIO B

RETAINED HURLEY GSF: **207,700 SF**

Hurley Building Partial Demolition

B

The Hurley Building sections along Cambridge Street and at the corners of both Staniford Street and New Chardon Street will be removed, as suggested by recommendation 10. Two new buildings could be accommodated on the remainder of the site - a high-rise along New Chardon Street - as in Scenario A - and an additional mid-rise building along Cambridge Street.

PRESERVATION CONSIDERATIONS

- Staniford Street entrances to Hurley Building, existing lobby and Nivola mural remain, as suggested by recommendation 10.
- Concrete colonnade along Staniford Street remains intact.
- Loss of elevated floors, plaza entrance passage, and suspended sculpture at Hurley Building's courtyard entrance.
- New construction must connect effectively with remaining Hurley Building's courtyard facades and lobbies. Terraces north of the main lobby [see elevation H7 on page 11] may be considered for alteration separately from the Staniford Street colonnade.

URBAN DESIGN CONSIDERATIONS

- The removal of the Cambridge Street section provides an opportunity to activate this portion of the site along its street frontage. New construction along Cambridge Street must relate well to lower buildings at Beacon Hill.
- Improving the pedestrian experience along Staniford Street (as contemplated in recommendation 11) will be challenging, given the site's steep slope and the very few locations where the floor slabs meet sidewalk grade.
- The passageway through the site is routed through the remaining building in this scenario, creating technical challenges and added expense but possibly reducing negative perceptions of the superblock.

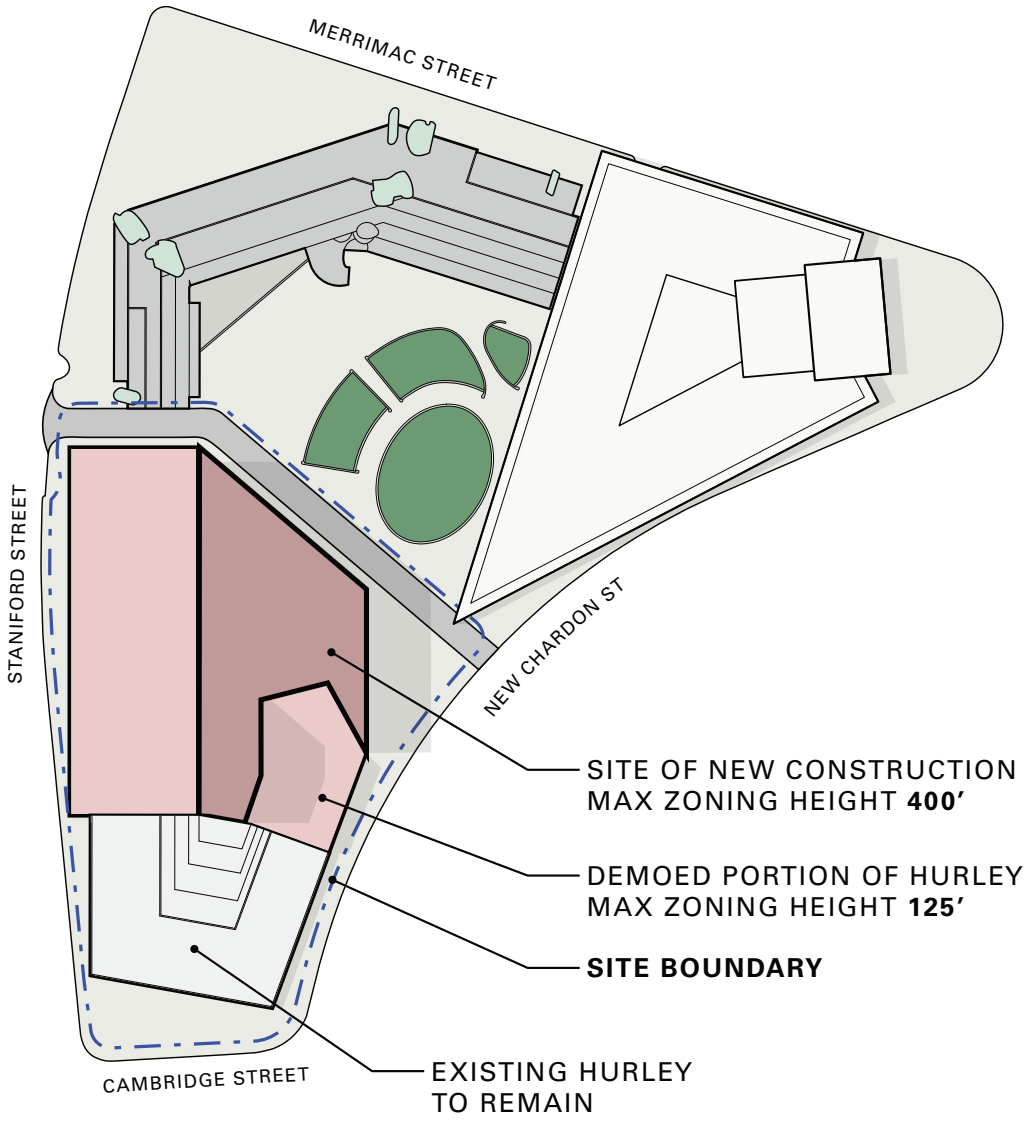
DEVELOPMENT CONSIDERATIONS

- The footprint available for new construction will cause difficulty creating "right size" floor plates It may be difficult to create a commercially viable high-rise floor plate within the now-buildable portion of the site.
- In order to create a commercially viable mid-rise floorplate, the Hurley terraces may need to be removed or altered to be integrated into adjacent new construction.

Hurley Building Partial Demolition

C

RETAIN CAMBRIDGE STREET PORTION OF HURLEY BUILDING. REMOVE NEW CHARDON STREET AND STANIFORD STREET PORTIONS OF HURLEY BUILDING. BUILD NEW HIGH RISE ON HURLEY PLAZA WITH PODIUM ACROSS THE SITE FROM STANIFORD STREET TO NEW CHARDON STREET. INTRODUCE CROSS-SITE WAY TO STANIFORD STREET.



SCENARIO C

RETAINED HURLEY GSF: **73,550 SF**

Hurley Building Partial Demolition

C

The Hurley Building facade, massing, and wide plaza along Cambridge Street will remain. The Hurley Building portion adjacent to Lindemann Center along Staniford Street is removed (concrete colonnade) and replaced with new construction.

PRESERVATION CONSIDERATIONS

- No continuity between Hurley Building and Lindemann facades remains; new construction adjacent to Lindemann Building would need to be carefully scaled.
- Loss of Hurley Building lobbies and Nivola mural (may be relocated, if feasible).
- Loss of elevated floors, passage, and suspended sculpture at Hurley Building's courtyard entrance.
- Historic frontage remains visible along Cambridge Street and from Beacon Hill.

URBAN DESIGN CONSIDERATIONS

- Successfully breaks up superblock.
- Large development area on the northern portion of the site may provide opportunities for new or improved open space associated with the passageway.
- The removal of the Staniford Street section will provide increased opportunity to improve the pedestrian experience on that portion of the block.
- Negative pedestrian experience along Cambridge Street would not be addressed without large-scale, expensive restructuring of slab levels to allow for a street-facing entrance.

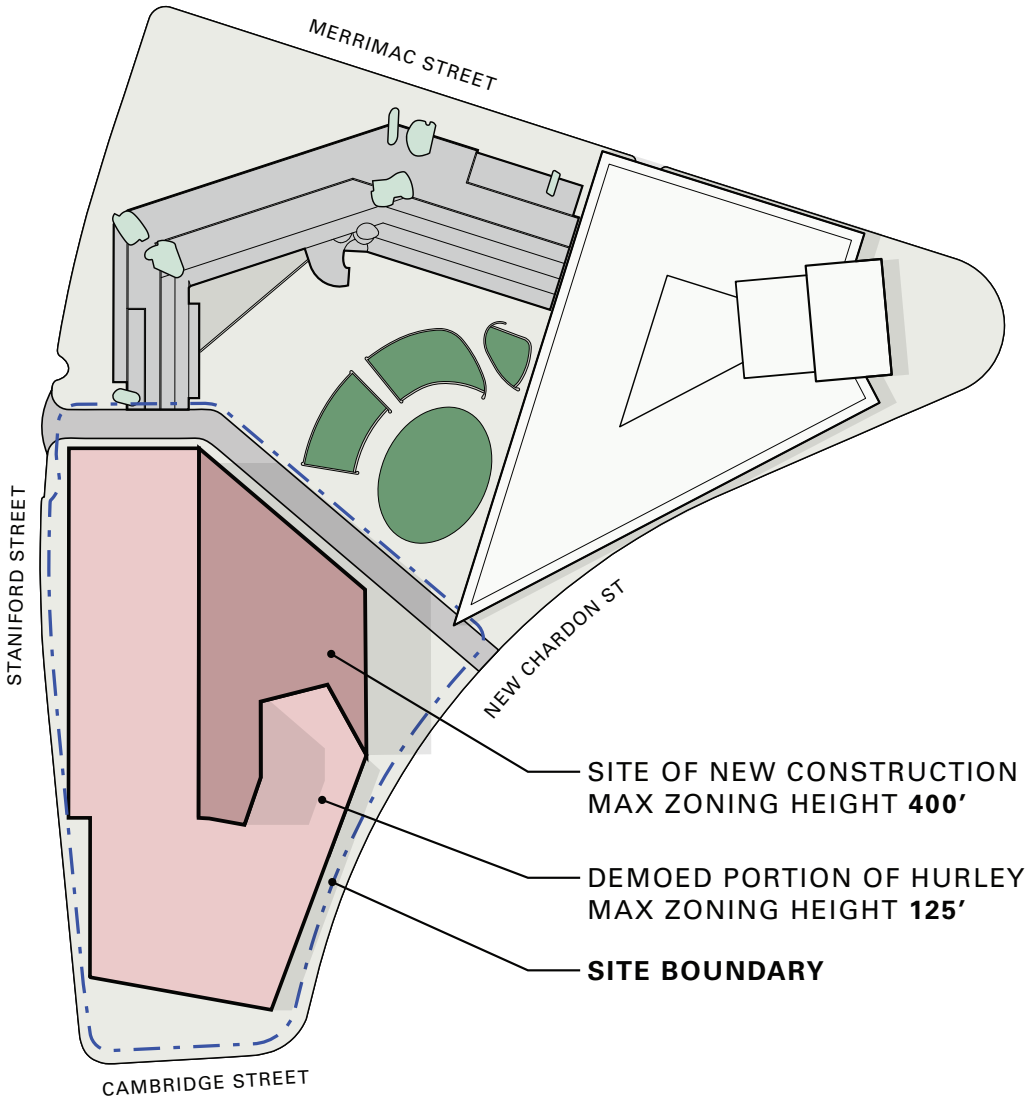
DEVELOPMENT CONSIDERATIONS

- This scenario entails high costs to address connectivity, structural, and urban design issues with the retained portion of the building.
- It appears difficult to create a commercially viable high-rise floor plate within the now-buildable portion of the site.
- Retaining the Cambridge Street portion of the building entails an opportunity cost, as the existing building on that portion of the site is several stories lower than what could otherwise be realized according to zoning.
- The 73,550 square feet of existing Hurley building that is retained will leave the developer with either a small-size building for the area, or the need to create a large addition to it as part of the redevelopment approach. In order to create a commercially-viable mid-rise floorplate, the Hurley terraces may need to be removed or altered to be integrated into the new construction portion of the site.

Hurley Building Full Demolition

D

BUILD NEW HIGH RISE ON PLAZA WITH LOWER BUILDINGS REPLACING HURLEY IN ITS ENTIRETY. INTRODUCE CROSS-SITE PASSAGE TO STANIFORD STREET.



SCENARIO D

RETAINED HURLEY GSF: **0 SF**

Hurley Building Full Demolition

D

This scenario removes the Hurley Building entirely, providing for maximum flexibility in redevelopment.

PRESERVATION CONSIDERATIONS

- Scale of the original BGSC construction is lost although Lindemann Center remains; new construction adjacent to Lindemann Building would need to be carefully scaled.
- No continuity between Hurley Building and Lindemann facades remains.
- Loss of Hurley Building lobbies and Nivola mural (may be relocated, if feasible).
- Loss of elevated floors, passage, and suspended sculpture at Hurley Building's courtyard entrance.

URBAN DESIGN CONSIDERATIONS

- Maximizes potential to re-imagine Lindemann neighbor in an exciting way that can reinterpret Rudolph's guidelines while addressing current deficiencies on three important street frontages with a coherent design.
- Eliminates the superblock.
- The removal of the Cambridge Street section provides an opportunity to re-conceive the relationship of the building on this portion of the site to the street. New construction along Cambridge Street must relate well to lower buildings at Beacon Hill.
- The removal of the Staniford Street section will provide increased opportunity to improve the pedestrian experience on that portion of the block.
- Large development site with maximum flexibility provides more opportunity for new and improved areas of open space.

DEVELOPMENT CONSIDERATIONS

- Maximizes flexibility to create new development at a scale and density that is appropriate for downtown Boston.
- Scenario D is the most likely to result in enough new square footage to sufficiently offset the Commonwealth's ongoing costs of occupancy on the site.

APPENDIX A

MASSACHUSETTS CULTURAL RESOURCE RECORD BOS.1618

Massachusetts Cultural Resource Information System

Scanned Record Cover Page

Inventory No:	BOS.1618
Historic Name:	Massachusetts Health, Welfare and Education Center
Common Name:	Boston Government Service Center
Address:	115 Cambridge St 25 Staniford and New Chardon Sts
City/Town:	Boston
Village/Neighborhood:	Central Business District; Government Center
Local No:	0301686000
Year Constructed:	r 1965
Architect(s):	Abbott; Dyer, Michael A. Company; Rudolph, Paul Marvin; Shepley, Bulfinch, Richardson; Vappi and Company
Architectural Style(s):	Not researched
Use(s):	Business Office; Doctor Or Dentist Office; Library; Other Governmental or Civic; Parking Garage
Significance:	Architecture; Education; Health Medicine; Landscape Architecture; Politics Government
Area(s):	
Designation(s):	
Building Materials(s):	Wall: Concrete Unspecified

The Massachusetts Historical Commission (MHC) has converted this paper record to digital format as part of ongoing projects to scan records of the Inventory of Historic Assets of the Commonwealth and National Register of Historic Places nominations for Massachusetts. Efforts are ongoing and not all inventory or National Register records related to this resource may be available in digital format at this time.

The MACRIS database and scanned files are highly dynamic; new information is added daily and both database records and related scanned files may be updated as new information is incorporated into MHC files. Users should note that there may be a considerable lag time between the receipt of new or updated records by MHC and the appearance of related information in MACRIS. Users should also note that not all source materials for the MACRIS database are made available as scanned images. Users may consult the records, files and maps available in MHC's public research area at its offices at the State Archives Building, 220 Morrissey Boulevard, Boston, open M-F, 9-5.

Users of this digital material acknowledge that they have read and understood the MACRIS Information and Disclaimer (http://mhc-macris.net/macrisdisclaimer.htm)

Data available via the MACRIS web interface, and associated scanned files are for information purposes only. THE ACT OF CHECKING THIS DATABASE AND ASSOCIATED SCANNED FILES DOES NOT SUBSTITUTE FOR COMPLIANCE WITH APPLICABLE LOCAL, STATE OR FEDERAL LAWS AND REGULATIONS. IF YOU ARE REPRESENTING A DEVELOPER AND/OR A PROPOSED PROJECT THAT WILL REQUIRE A PERMIT, LICENSE OR FUNDING FROM ANY STATE OR FEDERAL AGENCY YOU MUST SUBMIT A PROJECT NOTIFICATION FORM TO MHC FOR MHC'S REVIEW AND COMMENT. You can obtain a copy of a PNF through the MHC web site (www.sec.state.ma.us/mhc) under the subject heading "MHC Forms."

Commonwealth of Massachusetts
Massachusetts Historical Commission
220 Morrissey Boulevard, Boston, Massachusetts 02125
www.sec.state.ma.us/mhc

This file was accessed on:

Thursday, June 30, 2016 at 2:22: PM

BOSTON LANDMARKS COMMISSION Building Information Form Form No. ___ Area CBD

ADDRESS 115 Cambridge St. COR. 25 Staniford New Chardon

NAME Health, Welfare & Education Service Center for the Commonwealth of Mass.
present original

MAP No. 26N/12E SUB AREA Gov. Ctr.

DATE 1964-70 Publications 1,2,3
source

ARCHITECT Paul Marvin Rudolph, Coordinating Arch. w/Shepley, Bulfinch, Richardson&Abbott & Desmond & Lord

BUILDER ___
source

OWNER Commonwealth of Massachusetts
original present

PHOTOGRAPHS 3 6/2 * 80

TYPE (residential) single double row 2-fam. 3-deck ten apt.
(non-residential) government offices & parking garage

NO. OF STORIES (1st to cornice) variable plus ___

ROOF variable cupola ___ dormers ___

MATERIALS (Frame) clapboards shingles stucco asphalt asbestos alum/vinyl
(Other) brick stone ___ concrete iron/steel/alum.

BRIEF DESCRIPTION Massive, irregularly-shaped modern office complex in the Expressionistic style, called "sculptural exo-structure" with "hammered concrete skin " emphasizing contrast between rough and smooth surfaces. Stories stepped back in several areas to form terraced effect.

EXTERIOR ALTERATION minor moderate drastic ___

CONDITION good fair poor ___ LOT AREA 405,495 sq. feet

NOTEWORTHY SITE CHARACTERISTICS Freestanding building on large boomerang-shaped parcel in Government Center Urban Renewal area, Part of land still vacant. Sloping terraine.

SIGNIFICANCE (cont'd on reverse) The Boston Government Service Center is among the most dramatic and architecturally ambitious of the modern office structures built as part of the Government Center Urban Renewal

(Map)

II. see Draft Summary of Findings

PF (June, 1980)

Moved; date if known _____

Themes (check as many as applicable)

Aboriginal	____	Conservation	____	Recreation	____
Agricultural	____	Education	____	Religion	____
Architectural	____	Exploration/ settlement	____	Science/ invention	____
The Arts	____	Industry	____	Social/ humanitarian	____
Commerce	____	Military	____	Transportation	____
Communication	____	Political	____		
Community/ development	____				

Significance (include explanation of themes checked above)

project of the 1960's and 70's. The Center was conceived by coordinating architect Paul Rudolph as a unified grouping of three buildings around a pedestrian plaza which has been compared in architectural periodicals to the Piazza of San Marco in Venice and Piazza del Campo in Venice.[2] Of the three planned buildings listed below, only the first two have been built. The last is conceived as a 28-story tower.

1) Hurley Employment Security Building (Shepley, Bulfinch, Richardson & Abbott, architects)-completed
2) Lindemann Mental Health Building (Desmond & Lord, architects. Paul Rudolph, architectural design)-completed
3) Health, Welfare & Education Building (arch-M.A. Kyer & Pederson & Tilney, Paul Rudolph, architectural design)

The principal architect, Paul Rudolph, is known for his "individual, vigorous expressionism"[5] He was born in Kentucky in 1918, studied architecture at Alabama Polytechnic Institute and the Harvard Graduate School of Design, and in 1958 was appointed Chairman of the Dept. of Architecture at Yale. Among his Boston area works are the Jewett Art Center at Wellesley College (1958) and the Blue Cross-Blue Shield Office Bldg. on Summer St. in Boston. 5

Preservation Consideration (accessibility, re-use possibilities, capacity for public use and enjoyment, protection, utilities, context)

Recommended for individual listing on National Register and designation (exterior and selected interior) as Boston Landmark. (9/90)

Bibliography and/or references (such as local histories, deeds, assessor's records, early maps, etc.)

1. Boston Architecture, Boston Society of Architects, Donald Freeman, ed. MIT Press, 1970.
2. Progressive Architecture, Feb. 1964, vol. 45, p. 62-64 (illus, plans)
3. Architectural Record, June, 1966, vol. 139, p. 140-141 (illus, plans)
4. Architecture Boston , Boston Society of Architects, 1976.
5. Paul Heyer, Architects on Architecture; New Directions in America, (Walker & Co, 1978) p. 295-306. Includes model & discussion of the Gov. Services Center .

1618.
CBD

DEPARTMENT OF PUBLIC SAFETY
DIVISION OF INSPECTION
PLAN RECORD

CASE X RACK 1 APART. 10 NO. 81526

BUILDING Garage Plaza & Landscaping STORIES

CITY OR TOWN Health, Welfare & Education Service Center. STREET Cambridge St

TO BE USED FOR Boston, Mass. CLASS

OWNER

ARCHITECT Mr. Paul Rudolph, 6 Beacon St., Boston

CERTIFICATE APPROVAL-SPECIFICATION REQUIREMENTS-REFERRED

DATE April 13, 1966

INSPECTOR Frank Graham

FORM BU. 1-5M-6-59-925610

1618
CBD

DEPARTMENT OF PUBLIC SAFETY

DIVISION OF INSPECTION

PLAN RECORD

CASE X RACK 1 APART. 10 NO. 81516

BUILDING Health, Welfare & Education Bldg. STORIES

CITY OR TOWN Boston STREET Government Center

TO BE USED FOR CLASS

OWNER

ARCHITECT M.A.Dyer Company, 7 Water St. Boston, Mass.

CERTIFICATE APPROVAL-SPECIFICATION REQUIREMENTS-REFERRED

DATE June 30, 1965

INSPECTOR Francis P. Graham

FORM BU. 1-5M-6-59-925610

EXISTING STATE REGISTER DESIGNATIONS

DESIG CODE	DATE	NAME
none		

MAJOR CHANGES OR CORRECTIONS TO PAGE 1 BASE INFORMATION

Assessors Parcel ID: 0301686000
Assessors Address: 115 Cambridge Street
Names: State Service Center; Senator Joseph A. Langone Jr. Memorial Center (plaque on building); Charles F. Hurley State Service Center; Hurley Employment Security Building (19 Staniford Street); Erich Lindemann Mental Health Center (25 Staniford Street)
Builder: Vappi & Co., Inc. (plaque on building)
Common address: 25 Staniford Street

ADDITIONAL ARCHITECTURAL DESCRIPTION

This complicated set of buildings occupies nearly an entire city block. The Rudolph-designed structure wraps around three sides of the block, enclosing a large center courtyard; an oval parking structure with two levels of parking is set below the courtyard and borrows light from above. A 4-story wing stands along Cambridge St, at the high point of the very steeply sloping site; as it steps down to the east, the building grows to 6 or more stories in height.

Street facades share common architectural elements, including rounded, corrugated exposed-aggregate concrete piers that begin as free-standing elements and become partially-engaged at the top. In-between, floors progressively step outward as they rise. Horizontal window bands are composed of metal sash that become gradually narrower from the lower to the upper floors, with smooth concrete spandrels and a corrugated concrete parapet at the very top edge. Curved building projections of various heights occur irregularly, and echo the curves in the seating areas built into corrugated concrete site walls, and the form of exterior stairways at the northwest corner (Staniford and Cambridge streets), north elevation (Staniford Street) and northeast elevation (Merrimac and Staniford streets). Plazas on the exterior of the site are paved with bands of smooth and exposed aggregate concrete, and typically feature corrugated concrete walls with smooth, CIP, integral seating areas. Portions of the truncated NE elevation of the building are open to views of the inner courtyard.

The primary entrance to the complex is offset on the Staniford Street elevation, in a 3-story, recessed bay with corrugated concrete piers framing concrete and glazed wall elements. What was likely the original main entrance to the Lindemann Center, at the NE corner, appears to have been closed off, and the triangular plaza that fronts it is now used for parking.

The multi-level inner courtyard is centered around an oval-shaped, raised planting area with low granite retaining walls and granite paving. Around the interior courtyard, the 4-story Congress Street structure continues the themes of the exterior elevations. The interior walls of the north and east wings of the building, however, step back in U-shaped concrete trays as they rise; single and paired concrete piers support wide concrete panels that screen the sun from the walls' horizontal bands of windows. Early or original light fixtures consist of tall metal cylinders suspended from the end of slender, L-shaped metal pipe supports, which are mounted above the piers.

The NE corner of the parcel was originally intended to be the location of a 28-story office tower, which was not built due to lack of funding. That site is now occupied by the Edward Brooke (federal) Courthouse (1999), which was designed by Kallman, McKinnell & Wood; it occupies the same assessors parcel as the Health, Welfare and Education complex.

ADDITIONAL HISTORICAL NARRATIVE

Architect Paul Rudolph studied at Harvard under Walter Gropius; he opened his own practice in 1952 and was chairman of the department of architecture at Yale from 1958-1965. Rudolph's career flourished in the 1950s and 60s, beginning with a series of

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houses and schools in Florida, and later encompassing a series of prominent institutional projects around the country. According to many architectural critics, his best work of that period includes the Jewett Arts Center at Wellesley, the Art and Architecture Building at Yale, the Blue Cross/Blue Shield Building (133 Federal St, BOS.1725) and State Services Center in Boston (BOS.1618), and a master plan and buildings for Southeastern Massachusetts Technological Institute (now U. Mass. Dartmouth). Rudolph also designed for Boston the First and Second Church at 64 Marlborough Street in the Back Bay.

The Italian architectural historian Leonardo Benevolo has called Rudolph one of "the most gifted American architects" (Benevolo: 683). His complex and monumental buildings are "generally characterized by irregular silhouette, monolithic and textural surfaces, and dramatic interior spaces" (Placzek: 618). Architect Robert Stern noted that "His search for a convincing, rich architectural style within the modernist canon went as far as anyone could take it." (www.yale.edu/opa)

The Health, Welfare and Education Service Center was built as part of the Government Center redevelopment project. Although Rudolph is officially listed as coordinating architect, the strength and consistency of the design of all the parts suggest that Rudolph was the design force behind the entire project. The building is "considered to be among the most dramatic and architecturally ambitious of the modern office buildings in the United States". (Boston Preservation Alliance: [2]) It has also been described as "a tour de force demonstrating the sculptural possibilities of concrete" (Southworth: 57) and as an "astonishing" building that is at once "massive and shapely, imaginative, technically ingenious, sometimes gratuitously graceful, alternately comfortable and overpowering. . . ." (Lyndon: 84) Still controversial, the building's huge scale, provocative arrangement of forms, and complex spatial sequences are ambitious and experimental, yet have also been criticized as aggressive and disorienting.

BIBLIOGRAPHY and/or REFERENCES

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Whitehill, Walter Muir, and Lawrence W. Kennedy. *Boston; A Topographical History*. Cambridge, Mass.: The Belknap Press of Harvard University Press, 2000.
Obituaries for Paul Rudolph: www.yale.edu/opa (accessed 6/2/2009); *The New York Times*, 8/9/1997.

SUPPLEMENTARY IMAGES and LOCATIONAL INFORMATION

Assessors Map

South and east facades – Cambridge and New Chardon streets)

Courtyard - View to northwest

North (Merrimac Street) elevation

SUPPLEMENTARY IMAGES and LOCATIONAL INFORMATION

Northwest elevation (corner Merrimac and Staniford Streets)

West elevation (Staniford Street)

West elevation (Staniford Street)

Ground floor detail –Staniford Street

National Register of Historic Places Criteria Statement Form

Check all that apply:

☐ Individually eligible ☐ Eligible **only** in a historic district

☐ Contributing to a potential historic district ☐ Potential historic district

Criteria: ☐ **A** ☐ **B** ☐ **C** ☐ **D**

Criteria Considerations: ☐ **A** ☐ **B** ☐ **C** ☐ **D** ☐ **E** ☐ **F** ☐ **G**

Statement of Significance by W. Frontiero

In 2009, although not yet 50 years of age, the Health, Welfare and Education Service Center is significant as a prominent element of the massive urban renewal project at Government Center in the 1960s, and as a brilliant work by the mid-20th century architect, Paul Rudolph. When it reaches 50 years of age, the building will meet Criteria A and C of the National Register on the local, state, and possibly national levels. At this time, more research would be necessary to establish that there presently exists a sufficient body of scholarly research and evaluation of the building and its context as a unique part of one of the largest, most complex, and most successful civic center urban renewal projects in Boston, the state, and the nation, and as an extraordinarily innovative example of modern public architecture, for it to meet the threshold exceptional significance of National Register Criteria Consideration G, for properties less than 50 years of age.

The building is also located within Government Center, a significant mid-twentieth century urban renewal project that in the 1960s transformed the old Scollay Square into a newly configured, mixed-use civic center. Government Center was one of the early projects of the Boston Redevelopment Authority, which was established in 1957 and headed by the visionary planner Edward J. Logue from 1960 to 1968. I.M. Pei & Associates of New York City designed the master plan (1961), which encompassed new city, state, and federal office buildings, privately-financed office and retail space, and the eight-acre city Hall Plaza, as well as the preservation of select historic properties. An array of architects with regional, national, and international reputations was associated with its execution. As part of the redevelopment of the area, approximately 60 acres of land were cleared of buildings, thousands of residents and hundreds of businesses were displaced, 22 streets were consolidated into six, and a new network of pedestrian open spaces, with integral streetscape elements and public art, was created.

In 2009, Government Center is not yet 50 years of age; its eligibility for listing on the National Register as a district should be reconsidered as significant components of its design achieve 50-year status. At this time, more research would be necessary to determine whether there presently exists a sufficient body of scholarly research and evaluation of Government Center and its role in the context of mid-20th century urban renewal in Boston, the state, and nationally, for it to meet the threshold of exceptional significance of National Register Criteria Consideration G, for properties less than 50 years of age.

NR

Boston
BOS.1618

CLGC OPINION: ELIGIBILITY FOR NATIONAL REGISTER

Date Received: Date Reviewed:

Type: Individual District (Attach map indicating boundaries)

Name: Health, Welfare & Education Service Center for the Commonwealth of Massachusetts Inventory Form: attached

Address: 115 Cambridge Street, Boston

Action: Honor ITC Grant CLGC initiated Other:

INDIVIDUAL PROPERTIES

x Eligible
__ Eligible, also in district
__ Eligible only in district
__ Ineligible
__ More information needed

DISTRICTS

__ Eligible
__ Ineligible
__ More information needed

CRITERIA:	A	B	C	D
LEVEL:	Local	State	National	

STATEMENT OF SIGNIFICANCE by James Labeck, Asst. Dir. Survey & Planning, BLC .
(Refer to criteria cited above in statement of significance. If more information is needed, use space to describe what is needed to finish eligibility opinion.)

The Health, Welfare & Education Service Center for the Commonwealth of Massachusetts at 115 Cambridge Street possesses integrity of location, design, setting, materials, workmanship, feeling and association, and both embodies distinctive characteristics of a type and represents a distinguished work of architecture. The Health, Welfare & Education Center meets criteria C of the National Register of Historic Places on the local, state, and national levels, and exception G as a property that has achieved significance within the past 50 years.

The Service Center was built 1964-70, and was designed by Paul Marvin Rudolph with Shepley, Bulfinch, Richardson & Abbott, and Desmond & Lord. It is a massive, irregularly-shaped modern office complex in the Expressionistic style, called "sculptural exo-structure" with "hammered concrete skin" emphasizing contrast between rough and smooth surfaces. The Service Center is one of the most dramatic and architecturally ambitious of the Government Center Urban Renewal project.

Paul Rudolph conceived of the center as a unified grouping of three buildings around a pedestrian plaza. Only two of the original three buildings designed were constructed: the Hurley Employment Security building (Shepley, Bulfinch, Richardson & Abbott); Lindemann Mental Health Building (Desmond & Lord, architects, ~~See reverse if necessary.~~

MHC STAFF OPINION

Date Received: Date Reviewed: 1/16/91

Opinion: Concur Disagree More information needed

See Reverse for Comments

Paul Rudolph, architectural design). Paul Rudolph, known for his "individual, vigorous expressionism," was born in Kentuky in 1918, studied at Alabama Polytechnic Institute and Harvard GSD, and in 1958 was appointed Chairman of the Department of Architecture at Yale.

Nomination would have to justify exception G, pertaining to properties achieving significance in the last 50 years.

Nomination should also address how this project related to the larger planning and development of Boston's Government Center.

File: CBD eval opinions

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ENVIRONMENT DEPT.

February 6, 1991

James Labeck
Assistant Director of Survey and Planning
Boston Landmarks Commission
Boston City Hall, Room 805
Boston, MA 02201

RE: CLG NR Eligibility Opinions

Dear Jim:

The staff of the Massachusetts Historical Commission has recently completed reviewing the eight attached CLG National Register eligibility opinions submitted as part of the FY 89 Survey and Planning Grant Project for the reevaluation of Boston's Central Business District. Our comments are as follows:

1. Boston City Hall. MHC staff concurs that Boston City Hall meets Criterion C of the National Register of Historic Places on the national level, and exception G as a property that has achieved significance within the past 50 years. The historic context would need to be broadened to justify the property's significance on the local and state levels. Refer to "How to Apply the National Register Criteria for Evaluation" (enclosed) for information on evaluating local, state and national historic contexts. MHC staff also feels that the property meets Criterion A for its strong associations with the development of Boston's Government Center and the urban renewal philosophy prevalent at the time.

2. Health, Welfare, and Education Service Center. MHC staff concurs that the Health, Welfare, and Education Service Center meets Criterion C of the National Register of Historic Places on the national level, and exception G as a property that has achieved significance within the last 50 years. Again, the property's historic context would need to be broadened to justify its significance on the local and state levels. The building may also meet Criterion A for its associations with the larger planning and development of Boston's Government Center.

3. City Hall Annex. MHC staff concurs that the City Hall Annex meets Criterion C of the National Register of Historic Places on the local level. The property also appears to meet Criterion A as an important public building associated with the expansion of Boston's municipal government.

Massachusetts Historical Commission, Judith B. McDonough, *Executive Director, State Historic Preservation Officer*
80 Boylston Street, Boston, Massachusetts 02116 (617) 727-8470

Office of the Secretary of State, Michael J. Connolly, *Secretary*

4. Hutchinson Building. MHC staff concurs that the Hutchinson Building meets Criterion C of the National Register of Historic Places on the local level. Staff also feels that the Hutchinson Building may also meet Criterion A. Additional research on the development and growth of this section of Boston would be required to confirm this.

5. Easton Building. MHC staff concurs that the Easton Building meets Criterion C of the National Register of Historic Places on the local and state levels. In addition, MHC staff feel the building meets Criterion A for its associations with the Ames family of Easton, Massachusetts. Any subsequent nomination of this property would require additional information of the building's connection with the Ames family.

6. Jewelers Building. MHC staff concurs that the Jewelers Building meets Criterion C of the National Register of Historic Places on the local level. The staff also feels that the property meets Criterion A for its role as Boston's jewelry center and for its larger associations with the city's commercial center. Any subsequent nomination should place the Jewelers Building within a context of development during the period, specifically Boston's early skyscraper development. There also appears to be the potential for a district which would include other buildings developed after the fire of 1872.

7. Chinese Merchants Association Building. There does not appear to be sufficient information at this time to justify exception G for properties achieving significance within the last 50 years. Any eventual nomination of this property would need to address the overall development of Boston's Chinese community and Chinatown, and the role that the Chinese Merchants Association played in that development.

8. State Street Bank and Trust Building. MHC staff will require additional information to comment on this eligibility opinion. There is no reference made to the addition (75-101 Federal Street) made to this building in 1988. This addition obscures one facade of the subject property completely, and appears to have involved some alteration of the lobby, which is noted as one of the building's most important architectural features. Additional information on the nature of the recent expansion, and its impact on the integrity of the building's historic fabric and integrity of its setting should be submitted to MHC.

The property may also meet Criterion A for its associations with Boston's financial sector, and the significant downtown building boom occurring at the time of the building's construction. Finally, no context has been presented for the building's significance on the state level.

If you have any questions about the above comments, please feel free to contact our office.

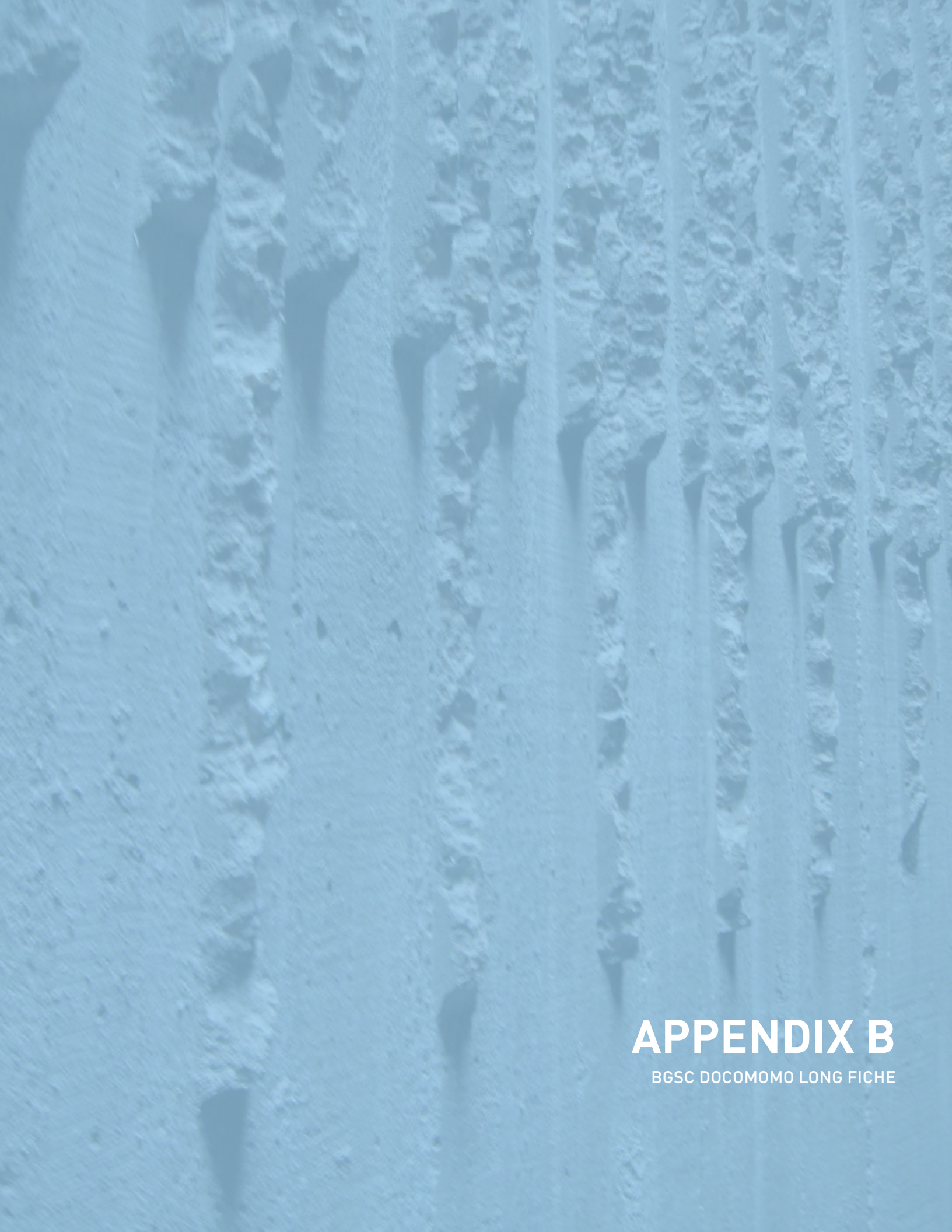
Sincerely,

Mark Verkennis

Mark Verkennis
Director of Local Government Programs
Massachusetts Historical Commission

Enclosures

MV/kab



APPENDIX B

BGSC DOCOMOMO LONG FICHE

NEW INTERNATIONAL SELECTION DOCUMENTATION LONG FICHE

for office use

Wp/ref no Nai ref no

composed by working party of: The United States of America

DOCOMOMO US identification number:

0. Picture of building/ group of buildings/ urban scheme/ landscape/ garden

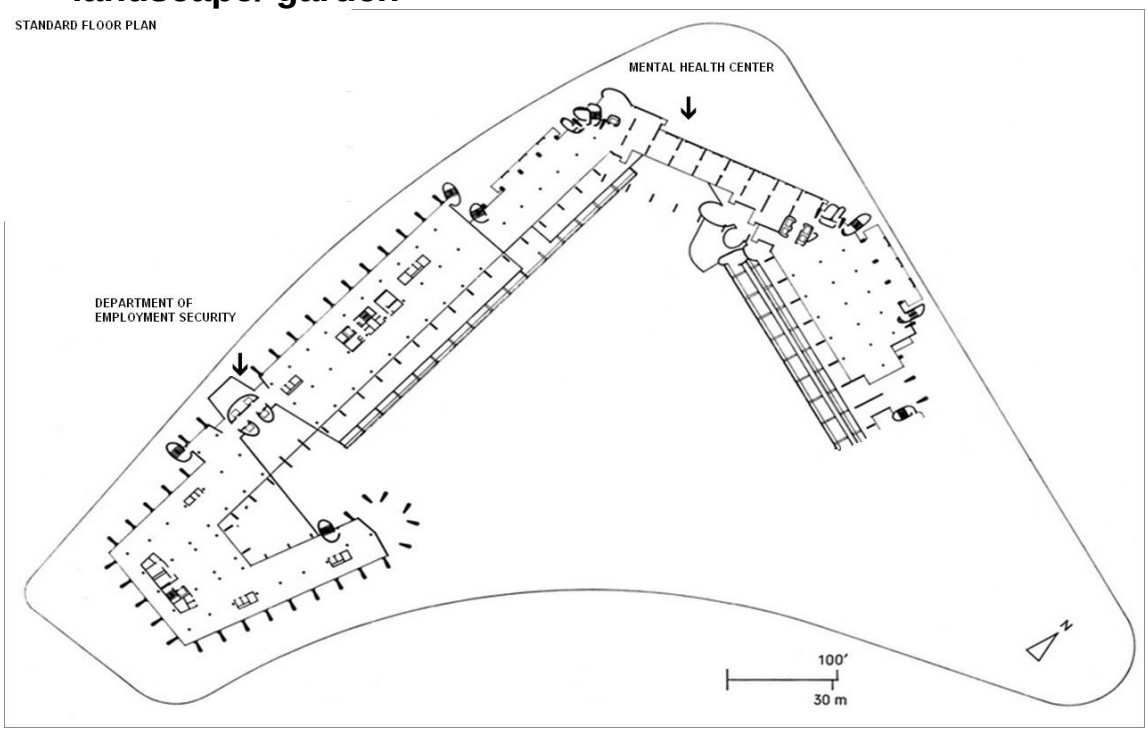
depicted item: Aerial perspective photo of the State Service Center, tower unbuilt
source: A Vision of Human Space: Paul Rudolph: Boston State Service Center, Black, Carl John , Architectural Record, July, Volume 154, Number 1, p.105-116, **date:** July 1973

0.1 accessibility

opening hours/ viewing arrangements: The plaza is open to the public on weekdays from 6am –sunset. Visitors have limited access to the lobby of the Department of Employment Security building. Visitors can sign in and walk about the different common areas of the Lindemann Mental Health Center. The Chapel in the Mental Health Center is

only open for services on Saturdays and Sundays from 3:30pm-4:30pm.

1. Identity of building/ group of buildings/ group of buildings/ landscape/ garden



Standard Floor Plan (Edited). The Architecture of Paul Rudolph,Mohoy-Nagy, Sibyl; Schwab, Gerhard, New York (1970).

1.1 Data for identification

current name:
Complex: Government Service Center
Erich Lindemann Mental Health Center
Charles F. Hurley Division of Employment Security Building

former/original/variant name:
Health, Welfare and Education Service Center
State Service Center
Lindemann Center, Massachusetts Mental Health Center, Mental Health and State Laboratories
Hurley Building, Employment Security Building
Senator Joseph A. Langone Jr. Memorial Center (plaque on building)

number(s) and name(s) of street(s):
The site is bounded by Staniford, Merrimac, New Chardon, and Cambridge Streets
Mental Health Center: 25 Staniford Street
Division of Employment Security: 19 Staniford Street

town:

Boston

province:

post code:
02114

country:
United States of America

national topographical grid reference:
UTM coordinates 19T 330098mE 4692130mN

estimated area of site in hectares:
Total superblock: 4.6 hectares
Division of Employment Security: 1.67
Mental Health Center: 1.67
Edward W. Brooke Courthouse: 2.25

current typology:
ADM/HLT

former/original/variant typology:
ADM/HLT

comments on typology:
The Division of Employment Security also houses a library and archive, however these are not open to the public.
The Mental Health Center includes a small chapel as well as several exercise facilities

1.2 Current owner(s)
name:
Commonwealth of Massachusetts

number and name of street:
One Ashburton Place

town:
Boston, MA

country:
United States of America

post code:
02108

Current occupier(s) (if not owner(s)

1.3 Status of protection
protected by: state/province/town/record only

grade:
Not protected

date:

valid for: whole area/parts of area/building

remarks: (conservation area; group value)
The Service Center was designated a Category Two Building (major significance) by the Boston Landmarks Commission. The Building Information Form completed by the Boston Landmarks Commission September 1990 recommended the complex "for individual listing on National Register and designation (exterior and selected interior) as Boston Landmark. BOS.1618 (9/90)." Should the site become landmarked the responsibility would fall through the Massachusetts Historical Commission onto the Boston Landmark Commission.

1.4 Agency(ies) responsible for protection
valid for: whole area/parts of area/building
name of agency(ies):
The Bureau of State Office Buildings, and the Division of Capital Asset Management are charged with maintenance and upkeep of the buildings.

1.6 Surrounding area(s) of importance (e.g. visually or functionally related)
name of surrounding area:
Government Center, West End, North Station

type of area:
Commercial offices, government offices, retail, some housing, and healthcare

visual relation:
Built under the Government Center Redevelopment Project of the 1960s, many of the buildings near Government Service Center share in the Mid-Century Modernist style, and reliance on exposed concrete.

Rudolph designed the outer buildings of the complex to a height of five to seven stories which relate to the older buildings directly across from the Center. The height of the Health, Welfare and Education tower was similar to that of the new State Office Building across the street, and together they were intended to act as a visual gateway into Government Center.

other relations:
Government Service Center is in close proximity to the Massachusetts General Hospital complex, the Lindemann Mental Health Center acting as the healthcare end of Government Center.

2. History of building(s) etc

2.1 Chronology

Note if the dates are exactly known (e) or approximately estimated = circa (c) or (±)

Note on references for Chronology: the information and dates were taken and verified when repeated from the following documents only:

Agreement with City Government Center Commission, Memorandum to Boston Redevelopment Authority. Boston Redevelopment Authority. June 27, 1962. Boston Public Library. (Website or Online Data-1962).

Government Center Progress Report (1962). Boston Redevelopment Authority. October 1961. Boston Public Library, (Website or Online Data-1962).

The Hurley Building: Finishing Paul Rudolph's Design. Boston Redevelopment Authority. 1986. Boston public Library. (Website or Online Data-1986).

Letter Dated October 31, 1962. Government Center Commission. October 31, 1962. Boston Public Library. (Website or Online Data-1962).

Report of the Government Center Commission for the Fiscal Period, July 1, 1966- June 26, 1967. Masscachusetts Government Center Commission. Boston Public Library (Website or Online Data-1967).

Project Review Memorandum, Garage, Plaza and Landscaping for the Health, Welfare and Education service Center. Paul Rudolph Office. November 18, 1964. Paul Rudolph Archives at the Library of Congress, Washington, D.C.

Project Review Memorandum, Department of Employment Security for the Health, Welfare and Education service Center. Paul Rudolph Office. November 18, 1964. Paul Rudolph Archives at the Library of Congress, Washington, D.C.

Analysis of cost increases over the budget for the Mental Health Center, David R. Thissin from Desmond & Lord, Inc., November 13, 1964.Paul Rudolph Archives at the Library of Congress, Washington, D.C.

- 1954. The idea of developing a government center in Boston was conceived when it became apparent that the City, State and Federal governments were each contemplating major new construction in Boston. It was decided that Scollay Square would be an ideal area for the redevelopment project due to its geographical location close to governmental operations and the financial district of Boston, as well as the advantage of existing public transit and arterial access. Another was its primarily nonresidential area. The area was classified as an Urban Renewal Area under Title I of the Housing Acts of 1949, passed by Congress to make it possible for urban areas such as Boston to deal effectively with slum clearance.
- 1955. A committee consisting of chairmen of the Planning Board, Housing Authority, Building Commissioner and Coordinator of Rehabilitation and Conservation prepare the statement, "Workable Program for Urban Renewal" outlining redevelopment plans for the North End, Waterfront, Pemberton Square, Scollay Square and Dock Square are.

- 1958. Serious discussion with the major public bodies concerned regarding the Government Center Urban Renewal Project.
- 1959. Original Government Center Plan prepared by Kevin Lynch as the consultant to Adams, Howard and Greely.
- 1960. A sufficiently definite program is fashioned, permitting the application for a Federal advance for surveys and plans for the project. At this time I.M. Pei and Associates are engaged to prepare an Urban Renewal Plan for the Project.
- May 9, 1960. I. M. Pei Plan is approved by the Boston Redevelopment Authority and the City Council.
- September 1, 1960. Acts and Resolves of 1960, Chapter 635. An act establishing the Government Center Commission with the purpose of constructing the State Office Building, and the Health, Welfare and Education Service Center. The document outlines the site of construction, and use requirements for the Mental Health Building, Division of Employment Security Building, and the Health, Welfare and Education Building.
- February 5, 1961. Initially acting as Coordinating Architects, the architectural firm of Pedersen and Tilney developed preliminary overall project plan concepts. At this time, drawings for the Department of Employment Security and the Health, Welfare and Education building started.
- September 21, 1961. The Federal Government approves the Boston Redevelopment Authority's application for an Early Land Acquisition Loan for Government Center, the first project in the country to receive such funds. This step accelerate actions such as acquisition, relocation and demolition.
- October 25, 1961. The Boston Redevelopment Authority acquires at its expense, with the financial aid of the Federal Government and the City of Boston under the Urban Renewal Program, almost all of a 60-acre area, formerly known as Scollay Square. The Boston Redevelopment Authority owns the land that is to be the site of the Health, Welfare and Education Service Center, The area of the site, initially referred to as Parcel 1, is approximately 368,585 square feet. The Boston Redevelopment Authority, under the Urban Renewal Program and with its financial aid, beings relocating the site occupants. Demolishing the structures on the site is at the expense of the Authority.
- December 21, 1961- July 5, 1962. The program for the Mental Health Center is written by Desmond & Lord, Inc. with the Department of Mental Health. At the end of this period, a contract is signed.
- January 1, 1962. The Government Center Commission officially approves the association of the firms M.A. Dyer, Pedersen and Tilney for architectural service on the Health Welfare and Education Service Center, and Desmond and Lord with Paul Rudolph, for architectural services on the Department of Employment Security.
- April 9, 1962. Boston Redevelopment Authority Committee Report criticizing the Pedersen and Tilney site plan as "arbitrarily fragmenting the elements."
- April 18, 1962. The program for the Department of Employment Security and Health, Welfare and Education building is prepared by Becker &Becker Associates, New York, N.Y.
- June 13, 1962. Rudolph sketches site plan formulating the basis of the present low, unified, single building and plaza concept.
- June 13, 1962. The Government Center Commission and the Boston Redevelopment Authority sign a letter of understanding relating to the Health, Welfare and Education Service Center. The letter covers agreements on the site, the responsibilities of the Authority and the Commission, the form of land disposition, the

schedule of the Authority and the Commission, and the Schematic Site Plan for the Site.

- June 27, 1962. The new concept is presented to the Government Center Commission and the participating architects are instructed to proceed on this basis.
- July 30, 1962. The firm of Desmond & Lord had not completed any preliminary drawings, prior to Paul Rudolph's Unified Design concept. The first preliminary designs for the Mental Health Center were submitted on this date.
- September 20, 1962. Urban Renewal Plan for the Government Center Project
- October 31, 1962. A revised schematic site plan is agreed upon, the schedule was intended as follows: [1]
- Final Construction drawings to be completed by the architects:
    - Mental Health Center: June 1, 1963
    - Health, Welfare and Education Building: July 1, 1963
    - Division of Employment Security: August 1, 1963
- Construction to begin as follows:
    - Mental Health Center: August 1, 1963
    - Health, Welfare and Education Building: October 15, 1963
    - Division of Employment Security: September 1, 1963
- January 2, 1963. Demolition starts on State Service Center sites.
- January 10, 1963. GCC approve preliminary plans for the Department of Estate Security and authorize development of final plans and specifications.
- April 9, 1963. Joint letter from Shepley Bulfinch Richardson & Abbot, Desmond & Lord, M.A. Dyer Co., to the GCC setting forth inability to proceed with final plans and specifications due to lack of necessary pertinent information,
- June 12, 1963. Paul Rudolph is commissioned as architect for the Plaza, Parking Garage and Landscaping for the Health, Welfare and Education Service Center.
- June 18, 1963. Commissioned as "Coordinating Consulting Architect" for the Health welfare and Education Service Center. The agreement was modified September 11, 1963 to include coordination of an on-site utilities distribution system.
- June 30, 1963. All families and individuals displaced by the Government Center Project are relocated.
- July 1, 1963. Paul Rudolph establishes a Boston office to facilitate his work on the Service Center.
- July 1, 1963. After preliminary site plans for the Mental Health Center are completed during the winter of 1962-1963, Desmond & Lord begin preliminary working drawings on this date. The following months saw a major change in the structural bay system agreed upon by the various architects, and the relocation of truck dock facilities, necessitating some shifting of spaces on the ground floor and delaying the preliminary working drawings one month. The final working drawings were begun December 1, 1963.
- July 31, 1963. The Boston Redevelopment Authority approves Paul Rudolph's recommendation to change the material for Plaza pavement from brick to exposed aggregate concrete in the interest of both economy and aesthetics.
- October 15, 1963. Becker and Becker begin restudying the program for the Department of Employment Security, setting forth the needed program changes on November 11, 1963.

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[1] Letter Dated October 31, 1952. Massachusetts Government Center Commission. Boston Public Library. Internet Archive. < http://www.archive.org/details/letterdatedoctob00mass>. Accessed July 13, 2011

- December 20, 1963. The architects of the Mental Health Center meet with a group of doctors from the staff of Massachusetts General Hospital, serving as advisors on the project. A number of criticisms in both the layout of the building as proposed by the architects and in the program. It became clear that while the general allocation and size of the various departments were satisfactory, a great many changes would be required in departmental layouts and room sizes. At this time, preliminary calculations for heating and cooling loads throughout the building were completed and showed that the mechanical equipment rooms assumed during the design period were larger than would be required. It thus became possible to make the changes and additions (a medical library and animal room) proposed by the doctors without increasing the gross square footage of the building.
- January-May 1964. The Mental Health Center is redesigned
- March 4, 1964. Definitive Garage, Plaza & Landscaping plans are approved by the GCC.
- May 25, 1964, Final working drawings for the Mental Health Center are resumed.
- July 26, 1964. Government Center Commission decides that all buildings in the Government Service Center should be equipped with closed circuit television, and appropriates additional funds for this purpose.
- September 16, 1964. Shepley Bulfinch Richardson & Abbott submit final working drawings and specifications, which are ready for bidding.
- September 28, 1966. The Commission acting upon notification that the architectural firm of M.A. Dyer has been declared bankrupt, accepts a proposal by the firm of Desmond and Lord, designers of the Mental Health Center, to act as substitute supervisory architects for the Health, Welfare and Education Building. Contract for said services were entered into on October 5, 1966.
- January 11, 1967. General bids for the Division of Employment Security building were received.
- January 25, 1967. The Commission enters into a contract with the low bidder, Vappi and Co., in the amount of $10,744,700 for the construction of the Division of Employment Security Building.
- February 1, 1967. General bids for the Mental Health Building were received
- February 20, 1967. Construction on the Division of Employment Security begins
- March 1, 1967. General bids for the Health, Welfare and Education Building were received.
- March 14, 1967. he Commission enters into a contract with the low bidder, Vappi and Co., in the amount of $10,959,000 for the construction of the Mental Health Building.
- March 20, 1967. Construction on the Mental Health Building begins
- March 24, 1967. The Commission votes to reject all bids taken, together with filed sub bids for the construction of the Health, Welfare and Education Building, on the grounds that one bid had been received, filed by Vappi Co., and that this bid was in excess of budget allowances.
- March 29, 1967. The Commission notified the firm of Desmond and Lord that its contract for supervisor architects for the Health, Welfare and Education Building was to be terminated.
- Following rejection of bids on the Health, Welfare and Education Building, and upon the advice of the Commissioner of Administration and Finance that the original design for a 24-story tower was no longer valid due to the substantial growth in number of employees of the departments originally intended to be housed, the

building was considered inadequate in site. The Commission and staff begin a complete re-examination of design and projected use requirements for the building. [2]

- March 1970. Division of Employment Security opens
- September 22, 1971. Mental Health Center opens.
- Between 1971-1975 Paul Rudolph was taken off the project by the Government Center Commission. [3]
- Between 1971-1975. A 33-story tower designed by both Shepley Bulfinch and Desmond and Lord was approved, however construction costs and changes of administration resulted in the tower's never being built. The Government Center Commission was authorized to spend $43.5 million the entire complex. With the two completed buildings and garage and landscaping funded, the state had only $11.5 million left. The tower, estimated at $33 million, would have required and appropriation of an additional $22 million to build.

commission or competition date:
early 1960
design period:
1962-1966
However, design for the un-built Health, Welfare and Education Building continued until 1969, at which point the project was suspended indefinitely.

start of site work:
1967

completion/inauguration:
Division of Employment Security opened in March 1970
Mental Health Center: dedicated September 22, 1971 (e)

2.2 Summary of development

commission brief: [4]
Commission for the project was headed by the Government Center Commission.

Date of appropriation of funds:
September 1, 1960; Section 6 of Chapter 635 of the Acts of 1960, amended July 18, 1962; Section 2 of Chapter 685 of the Acts of 1962, and for the Health, Welfare and Education building, further amended July 26, 1964

design brief:
The overall design for the Government Center area Urban Renewal was developed by

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[2] Report of the Government Center Commission for the fiscal period, July 1, 1966-June 26, 1967. Massachusetts Government Center Commission. Boston Public Library. Internet Archive.< http://www.archive.org/stream/reportofgovernme00mass#page/n17/mode/2up>. Accessed July 13, 2011
[3] The Hurley Building-Finishing Paul Rudolph's Design. Boston Redevelopment Authority. Undated, circa 1986. <http://www.archive.org/stream/hurleybuildingfi00bost#page/n7/mode/2up>. Accessed July 13, 2011.
[4] Paul Rudolph Archives at the Library of Congress. Memorandum Report, 18 November 1964. Paul Rudolph Architect.

I.M.Pei and completed in 1961. Pei's plan set up the 3-building layout of Government Service Center, but the idea to unite these three buildings was Rudolph's.

On June 27, 1962, Paul Rudolph's new Unified Building Design concept was presented to the Government Center Commission and the participating architects were instructed to proceed on this basis.[5]

Acting as the coordinating architect, Rudolph developed the following criteria under which the four other architects worked to create a sense of unity:[6]

1. The space of Boston's irregular streets should be defined by placing buildings parallel to them.
2. The irregular intersection of streets should be defined by setting the buildings back from the curb line to form small plazas.
3. All buildings should be entered through a central pedestrian courtyard
4. The buildings paralleling the streets should be five to seven stories high, conforming roughly with the building height across the street.
5. There should be one multi-story building to announce the government center from a great distance and to allow the scale of the complex to hold its own with tall adjacent buildings.
6. The low buildings should have the pedestrian court at a smaller intimate scale achieved by stepping back the walls of the low buildings at the courtyard side.
7. The scale of the street façade should be much greater because of the auto-mobiles
8. Regular bays at the street with columns 60 to 70 ft. in height should be utilized, but the more intimate scale of the courtyard should have columns corresponding to the series of one-story high stepping facades.
9. The multi-story building should act as a pivoting point at the entry to the plaza and serve as its principal spatial element.
10. All architects should use the same material (concrete) and similar fenestration.

building/construction:

Project development for all three buildings of the Government Service Center experienced significant recurring setbacks. Due to various needs to redesign the buildings, final drawings for the buildings were constantly delayed. By 1964, when the drawings were nearing completion, Rudolph insisted to the Government Center Commission that it was essential that the entire project be sent out to bid at the same time. For political reasons, the Commission decided against this and sent the Department of Employment Security out for bidding[7] in 1966. The bidding came in over budget, but was awarded to Vappi Constructions. In March of 1967, the Mental Health Center bid was again over budget but awarded to Vappi Constructions. By 1966, the Commission had appropriated extra funds, so that the total budget for the project was now $43.5 million, $9.5 million more than the original appropriation in 1960. However, when estimates of constructing the tower rose to $33 million in early 1969, a significant increase from the original $12.2 million budgeted, commissioner of administration and finance for the Commonwealth, Donald R. Dwight, gave orders for the architects to stop their work. Because of the substantial investments

[5] Project Review Memorandum for the Health, Welfare and Education service Centers, Paul Rudolph Architect, 18 November 1964. Paul Rudolph Archives at the Library of Congress

[6] The Architecture of Paul Rudolph,Mohoy-Nagy, Sibyl; Schwab, Gerhard, New York (1970).

[7] Project Review Memorandum for the Health, Welfare and Education service Centers, Paul Rudolph Architect, 18 November 1964. Paul Rudolph Archives at the Library of Congress

the city had made in architectural plans for the Health, Welfare and Education building, it was simply postponed indefinitely, with hopes that it would someday be built.[8]

Original plans for the construction of an underground parking facility were modified in the interest of economy and upon analysis of subsoil conditions indicating a high water table. A covered parking facility above ground was agreed upon.

completed situation:

original situation or character of site:
The area chosen for Boston's Government Center development was the densely-packed neighborhood of Scollay Square, a hillside section of downtown Boston that had evolved from a colonial neighborhood into a dense commercial district. By 1960, the Scollay Square area was in severe decline, marked by dilapidated dwellings, vacant stores, broken neon lights and faded marquees, taverns and tattoo parlors. It was an area marked by a high incidence of social disorders, fires and crimes. Scollay square was characterized by four to ten story buildings that faced onto tight winding streets, forming odd-shaped blocks and squares. Under the Redevelopment Plan, 22 streets were replaced by four major and two minor streets. The project area was occupied mostly by business, of which there were 777. However 246 families, 176 individuals 295 permanent roomers also lived in the area, and had to be relocated. [9]

Boston Atlas, 1955, Boston Redevelopment Authority, www.cityofboston.gov/bra, Accessed June 2011.

[8] State Senate probes HEW building cost, David Ellis; Boston Globe (1960-1979); Feb 10, 1970; pg. 3;

[9] Government Center Progress Report. . Massachusetts Government Center Commission. Boston Public Library. Internet Archive. < http://www.archive.org/stream/governmentcenter64bost#page/n27/mode/2up>. Accessed July 13, 2011

Current Aerial view. GoogleMaps, www.maps.google.com. Accessed june 2011

2.3 Relevant persons/organizations

original owner(s)/patron(s): [10]
Commonwealth of Massachusetts

architect(s):
Coordinating Architect for all buildings: Paul Rudolph:

Health, Welfare and Education Building
Executive Architect : M.A. Dyer Co.
Associate Architects: Pedersen & Tilney.
Consulting Architect: Paul Rudolph

Division of Employment Security Building
Executive Architect: Shepley, Bulfinch, Richardson & Abbott, Architectural Design: Paul Rudolph.

Erich Lindemann Mental Health Center, Executive Architect: Desmond & Lord, Architectural Design: Paul Rudolph.
Garage and Plaza: Paul Rudolph

landscape/garden designer(s):
Paul Rudolph
Campbell and Aldrich
City of Boston

other designer(s):
Space Consultants/ Planning Engineers: Becker &Becker Associates
Job captain: William Grindereng, for Paul Rudolph's office

consulting engineer(s):
Structural engineers: Souza & True
Mechanical and electrical engineers:
MHC-Greenleaf Associates
DES- Buerkal Company
HWE-Campia Engineering, Inc.

building contractor(s):
Vappi Constructions, Superintendent John Themeli

2.4 Other persons or events associated with the building(s)/site

name(s):
Boston Redevelopment Authority

association:

[10] Paul Rudolph Archives at the Library of congress

Established in 1957 to assume the redevelopment functions formerly handled by the Boston Housing Authority, the Boston Redevelopment Authority purchased the site for Government Service Center, relocated the occupants and demolished the buildings, at which point the site was sold to the Government Center Commission.

name(s):
Government Center Commission

association:
State agency created in 1960 to plan and supervise the construction of state buildings in the Government Center area, responsible for $100 million in new buildings in Boston.

name(s):
Architect I.M.Pei

association:
Created the Master Plan for Government Center in 1961

name(s):
Pedersen & Tilney

association:
The architectural firm of Pedersen & Tilney, initially acting as coordinating architects, developed the preliminary overall project site plan in 1961.

name(s):
Tufts-New England Medical Center

association:
The Erich Lindemann Mental Health Center is operated under the lead of the Department of Psychiatry at Tufts-New England Medical Center. All attending psychiatrists are full-time faculty of Tufts University School of Medicine and Tufts New-England Medical Center. However, the hospital is not a teaching hospital.[11]

event(s):
Formation of the Boston Redevelopment Authority1957
Scully Square Development 1960-1963
I.M. Pei Master Plan for Government Center 1961
J.F.K. Federal Building Construction 1963-1969
City Hall Construction 1962-1969
Government Center Parking Garage Construction 1966-1971
Government Center Commission is closed on September 1975

period:
Boston's Urban Renewal 1950-1970
The Government Service Center was developed as part of the Government center project, a larger movement of urban renewal in Boston. The densely-packed area that was previously the West End was cleared to make way for the 20-hectare development.

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[11] The Lindemann Community Mental Health Center, Polaris Healthcare Services Inc., <http://polarishealthcare.com/description.php?site=Lindemann>. Accessed July 2011.

2.5 Summary of important changes after completion
type of change: alteration/renovation/restoration/extension/other:

alteration:
The pool in the Mental Health Center closes.

Date(s):
1997

circumstances/reasons for change:

effects of changes:

persons/organizations involved:
Massachusetts Department of Mental Health

Alteration/Addition:
Construction of the Edward W. Brooke Courthouse on the East corner of the plaza, 25 New Chardon Street. The seven-story building occupies 425,000 sf. of land, and includes underground parking for 100 cars.

date(s):
1999

circumstances/reasons for change:
The courthouse accommodates 18 courtrooms, public transaction and waiting areas, the Suffolk Registry of Deeds, MA Land Court, Boston Probate and Family Court, the Boston Juvenile Court, the Boston Housing Court, and a cafeteria.
effects of changes:
The courthouse completes the site and provides important street edges to New Chardon Street and Merrimac Street. The concentration of government agencies significantly increased the number of visitors to the site. The building was designed in a different style and material palette from the Rudolph buildings, which changes the original intention to create a unified complex of closely related buildings. An attempt was made by the architects to relate the new building to those of Rudolph by the similar building heights, and the colonnade that divides the Courthouse from the Mental Health Center.

persons/organizations involved:
Owner(s): Commonwealth of Massachusetts
Architect: Kallmann, McKinnell & Wood Architects, Inc.
General Contractor: Dimeo

alteration:
Landscaping on plaza, a small park was carved out of a parking lot, surrounded by terraced gardens. Benches were placed around the circular grass area.

date(s):
1999

circumstances/ reasons for change:

Landscaping of the plaza accompanied the construct of

effects of changes:

People from nearby offices frequent the plaza during lunch breaks, apart from the Post Office Park, it is one of the few green areas in the North Station area.

alteration/addition:

Four staircases were added to the plaza connecting the upper and lower levels. The staircases are curved and attempt to mimic the texture of the original corduroy concrete, however the concrete used is much lighter and color, and doesn't have any of the bigger, more colorful aggregate. An elevator was also added on the upper level of the plaza, in front of the Eastern end of the Mental Health Center. The elevator is done in the same sympathetic style of the staircases and the curved surfaces try to emulate Rudolph's design.

date(s):

circumstances/ reasons for change:

Improved accessibility to the park on the lower level of the plaza, and a likely need to comply with ADA regulations.

effects of changes:

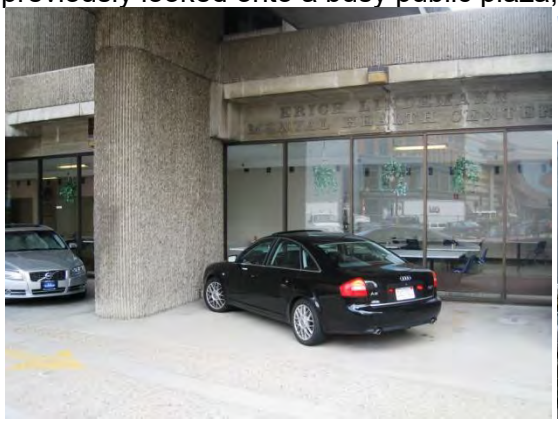
persons/organizations involved:

alteration:
The large plaza in front of the entrance to the Mental Health Center was paved over with concrete and in some places asphalt to create a parking lot.

Date(s):
unknown

circumstances/reasons for change:

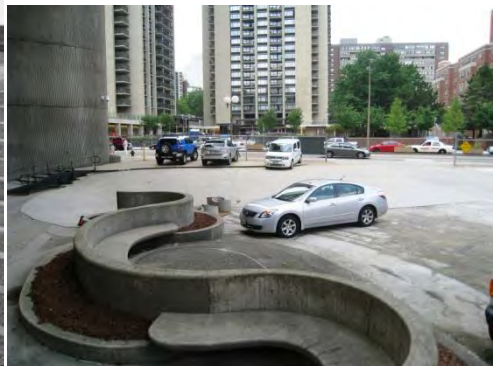
effects of changes:
In order to build the parking lot, Rudolph's carefully designed concrete plaza was paved over and is now completely obscured. This largest of the three corner plazas, this space served as the main entrance to the inner courtyard. Large staircases led visitors to an intermediate courtyard level, and eventually to the upper level of the inner courtyard. Today, the pavement stops just short of the undulating benches in front of the Mental Health Center's dining hall. The view through the dining hall's glass curtain wall, which previously looked onto a busy public plaza, is now obscured by cars.



persons/organizations involved:

Alteration:

One of the widest staircases in front of the entrance to the Mental Health Center was completely removed and paved over with concrete.


View of demolished staircase and plaza in front of Mental Health Center entrance, and the parking lot that has replaced it. A Vision of Human Space: Paul Rudolph: Boston State Service Center, Black, Carl John , Architectural Record, July, Volume 154, Number 1, p.105-116, (1973)

Date(s):

circumstances/reasons for change:

effects of changes:

persons/organizations involved:

alteration:
Chain-link fences surround the entirety of the buildings.

date(s):
2011

effects of changes:
The chain-link fences have completely altered the public's interaction with the building. These fences were put in place as a way to deal with the problem of a large homeless population that frequents the site. The curved benches that surround the buildings, Rudolph's "social elements" are completely inaccessible, discouraging the use of the complex as a social gathering point. The fences have also cut off any chance to experience the dramatic staircases.

persons/organizations:
Wood & Wire Fence Co., Inc.

3. Description of building(s) etc

3.1 Site/building character

Summarize main character and give notes on surviving site/building(s)/part(s) of area; if a site, principle features and zones of influence and summary of main elements in composition; if a building, main features, construction and materials:

The original plans for Government Service Center called for three buildings, a seven -story building for the Division of Employment Security, a five-story Mental Health Center, and a 23-story tower built to house the Departments of Health, Welfare and Education. Of the three buildings, the tower was never built, and it wasn't until 1999 that the vacant site was filled by the 8-story W. Brooke Courthouse. Rudolph however, saw the tower as the pivotal point of the center's design, anchoring the other buildings that surrounded it.

Occupying a triangular superblock in the Government Center are of Boston, the center is a concerted effort to unify a group of buildings, purposely designed so that they read as a single entity rather than three separate buildings. Placed along the existing street-lines, the perimeter of the massive buildings act as an "urban walls" that relate to the large-scale context. At the corners of the site, the buildings have been set-back to create small plazas.

The inner plaza was to have three levels, with a parking lot underneath, however today it only has two. Entrance to the plaza at the street level is through Cambridge St. between the Division of Employment Security and the Courthouse. The plaza can also be reached by going up the dramatic staircases in front of the Mental Health Center at the corner of Merrimac St. and Staniford St, or through a few half-hidden ramps. Alternatively, 5 entrances through the surrounding buildings open onto the upper level of the plaza. In contrast to the monumentality of the street-facing building exteriors, the buildings facing the plaza step back to a single story, enclosing the courtyard at a pedestrian scale. Smaller inner plazas at lower levels can be seen from the inner courtyard. The buildings perimeter is surrounded by a continuous well, defined by small circular openings that allow light to reach lower floors and also act as drainage basin. The concrete plaza is decorated by patterns of three contrasting textures. [12]

Hoping to create an active public plaza that would coexist with the multi-function civic buildings, Rudolph provides ample space for socializing. Curved benches dot the exterior of the buildings, a serpentine row of benches placed directly in front of the Mental Health Center. According to Rudolph, the elliptical benches "are curved for sociability…they are my social stamen." The spiraling ramps and staircases were meant to act as additional seating space during lunch and afternoon breaks. The courtyard was to be filled with benches, trees planters and sculptures. As seen in many of Rudolph's renderings for the plaza, flags of every state were intended to enliven the plaza, hanging from the horizontal poles of the lighting fixtures. Although Rudolph believed the flags the most effective way to achieve this effect, the costs of upkeep for such flags prevented them from being incorporated. The landscaping that exists today is a result of efforts in the late 1990s, and only one sculpture was incorporated into the plaza, a 30 by 17-foot brass sculpture by Charles Fayette Taylor[13] that hangs under the pagoda-like portico of the Division of Employment building.

3.2 Current use of whole site:

[12] Paul Rudolph's Elaborated Spaces: Six New Projects, , Architectural Record, June, Volume 139, Number 7, p.135-150, (1966)

[13] Hub's Most Fascinating Building. Ian Menzies. The Boston Globe, Sept. 9, 1971.

The Mental Health Center and Division of Employment Security Building retain their original functions and are occupied by the Massachusetts Department of Mental Health and several government departments.

of principal components:
The Erich Lindemann center is a 60-bed inpatient unit for court referred and continuing care mental health patients. It is a Joint Commission accredited hospital (JCAHO) operated under the lead of the Department of Psychiatry at Tufts-New England Medical Center. All attending psychiatrists are full-time faculty of Tufts University School of Medicine and Tufts New-England Medical Center. However, the hospital is not a teaching hospital. The length of stay of most patients is relatively long, usually between twenty days and an average of twelve months. Apart from providing continuing treatment for DMH-eligible patients, the center also conducts forensic evaluations to individuals who present through the Massachusetts judicial system. The hospital takes a multidisciplinary approach that includes psychopharmacology, group therapy emphasizing skill-building, insight-oriented and cognitive behavioral psychotherapy, family interventions, Dialectical Behavioral Therapy, and specialty consultations in behavioral neurology and addictions. The hospital consists of 2-18 bed and 1-24 bed units.[14] The Mental Health Center also houses the offices of different homeless shelters, and specialized residential services.

The five story building is occupied as follows:

- Ground Floor
  - Bureau of State Office Buildings
  - Cafeteria
- Mezzanine Level
  - Central Office
  - Office of Program Operations
  - Forensic Services
  - Office of Consumer and Ex-patient Relations
  - Office of Management and Budget
  - Administration and Finance
  - Next Stop Café
  - Department of Mental Health Police
- Plaza Level East
  - Harbor House-Residential program serving 12 people with persistent mental illness
  - Homeless Outreach Team offices
- Plaza Level West
  - Central Office, Legal Office
- Second Floor East
  - Boston Emergency Services Team
  - Community Rehabilitation Support
  - Freedom Trail Clinic
- Second Floor West
  - Affirmative Action/EEo
  - Constituent Services, Central Office
- Third Floor East
  - West End Transitional Housing Program

[14] The Lindemann Community Mental Health Center, Polaris Healthcare Services Inc., <http://polarishealthcare.com/description.php?site=Lindemann>. Accessed July 2011.

Third Floor West
- Clinical and Professional Services
- Central Office

Fourth Floor
- Adult Inpatient units
- Chapel

Fifth floor
- Infection Control

The Hurley Division of Employment Security Building houses several government agencies including:
Commission of Status of Women
Division of Career Services
Division of Occupational Safety
Employment & Training Department
Group Insurance Commission
Labor Market Division Information
Labor Relations Department
Workforce Development Department

of other elements:
The original staircases around the building can no longer be accessed, blocked off by chain-link fences, as are some of the small inner courtyards.

of surrounding areas:
The surrounding area is typical of metropolitan CBD.

comment(s):
A large homeless population has taken over much of the site, due to the abundance of outdoor shelters or semi-enclosed spaces created by the intricate architectural forms. Many homeless people like to spend their days on the plaza or perimeters of the building, and have taken to storing their possessions throughout the site, and littering the plazas.

3.3 Present (physical) condition
of whole site:

of principal components:
Mental Health Center
The Mental Health Center is in relatively good physical condition. The corduroy concrete inside the building is in fair condition, with no major signs of deterioration. Several new partitions have been made throughout the building to accommodate changes in space use. Several windows have shattered and not been replaced.

of other elements:
While the hammered concrete has fared relatively well, many parts of the complex, especially the staircases and the plaza floor, are beginning to crumble and expose the reinforcement bars.

of surrounding areas:
Buildings surrounding the Government Service Center are generally in good condition. The area has continued to develop, attracting new businesses.

comments:
None of the buildings have undergone renovation since their completion.
The chain-link fences surrounding the plaza have blocked off all the fences, making the entire center seem unwelcoming and almost derelict. Trash on the courtyard's green area adds to this effect.

3.4 Note(s) on context, indicating potential developments

In 2003, there were plans to build a new courthouse on the plaza behind the current one.

4. Evaluation

Reasons for selection for DOCOMOMO documentation

Intrinsic value

4.1 technical evaluation:

Government Service Center uses an innovative hammered concrete technique that gives the buildings their distinctive "corduroy" texture. Invented by Rudolph and first seen in the Yale Art and Architecture School only a few years earlier, the process involves workers pouring a mixture of concrete heavy with aggregate into ribbed molds, and then manually chipping away at every surface to expose the aggregate. Although costly in its implementation, the finished effect is ultimately less expensive as a surface decoration given that no extra elements such as stone slabs need to be added to the concrete. In constructing Government Service Center, four workers were exclusively dedicated to chipping at the concrete. Another benefit of this type of surface is that the buildings seem weathered from their completion, purposely recall ruins, and hide signs of aging extraordinarily well. [15]

4.2. social evaluation:

The Health, Welfare and Education Service Center is located within Government Center, Following in Boston's history of taking on large-scale urban reconstruction that goes back to constructing damns around the North Cove in the 17th century, to filling in marshes to create Back Bay, the Government Center urban renewal project of the 1960s transformed approximately 60 hectares of downtown Boston by building large, modern government and office buildings, creating a new mixed-use civic center.

4.3. cultural and aesthetic evaluation:

The Boston Redevelopment Authority in 1960, called on the Government Center Commission to build three distinct and separate buildings as part of the Government Service Center complex. Despite preliminary designs had already been carried out for individual buildings, Rudolph's unified building proposal in 1962 was welcomed by the Government Center Commission, who then instructed all other architects to redesign accordingly. Rudolph maintained that his design for Government Service Center "is undoubtedly one of the first concerted efforts to unify a group of buildings that this country has seen in a number of years."[16]

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[15] Save a Park. Steve Bailey; Boston Globe; Jul 16, 2003; pg. C.1;

[16] A Conversation with Paul Rudolph, Davern, Jeanne M. , Architectural Record, March, Volume 170, Number 3, p.90-97, (1982)

Comparative significance
4.4 canonical status (local, national, international)

In its massive scale, and use of hammered concrete, it is often compared to the Yale Art and Architecture School in New Haven (1963).

Other Paul Rudolph buildings in the Boston area include the Wellesley College Jewett Art Center (1958) and the Blue Cross-Blue Shield Office (1960). In New England, there is also the Orange County Government Center in New York, and the University of Massachusetts Dartmouth campus.

4.5 historic and reference values:

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