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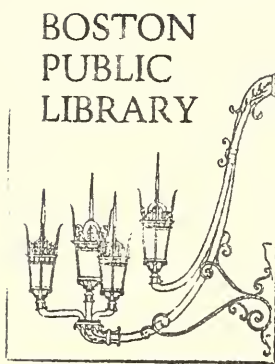
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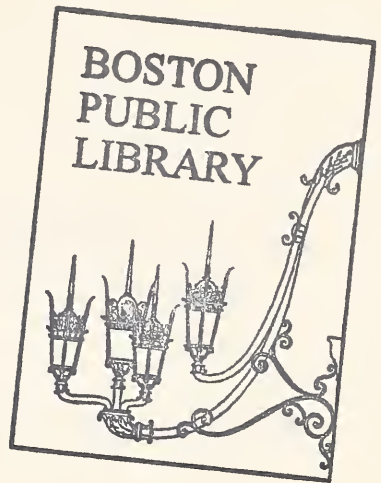
SOUTHWEST CORRIDOR COALITION (SWCC) COMPREHENSIVE REPORT

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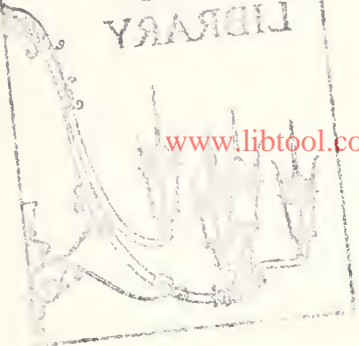
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COMMUNITY-LEVEL PLANNING FOR JOINT DEVELOPMENT
URBAN MASS TRANSPORTATION ADMINISTRATION (UMTA) Technical Study
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Southwest Corridor Coalition (SWCC) Comprehensive Report

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COMPREHENSIVE NEIGHBORHOOD DEVELOPMENT AND TRANSIT IMPACT STATEMENT, PART II.

Southwest Corridor Land Development Coalition, Inc., September 1979

I. Historical Perspective.

The elevated Orange Line was the first segment of rapid transit in the City of Boston. The system opened in 1901 to Dudley Station. In 1906, construction began on an extension from Dudley Station to Forest Hills, operational by 1909.

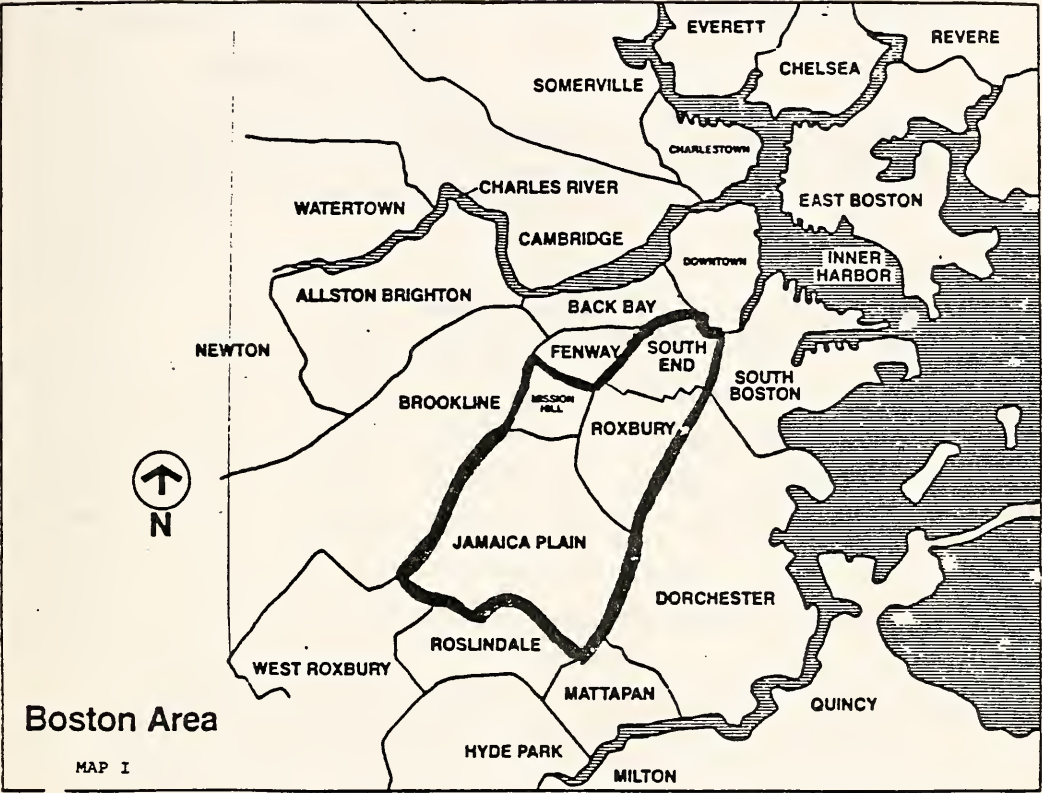
By 1936, the City of Boston developed plans for the removal of the elevated Orange Line. In 1948, the state Department of Public Works (MDPW) proposed plans for the construction of an 8-lane interstate expressway, I-95 and Inner Belt. As a matter of limited transportation alternatives, the proposed expressway and Inner Belt would have cut through suburban as well as urban communities, and natural areas as well as dense inner city areas in Boston. (A "no-build" alternative was advocated in 1966 by Urban Planning Aid and the Greater Boston Committee on the Transportation Crisis, two grassroots organizations.) Initially, the Orange Line would have been constructed on a median strip to I-95. In the mid-1960's, over 120 acres of residential and industrial land, mostly in Jamaica Plain and Roxbury, were cleared.*

In response to the state DPW land clearance, Cambridge and Boston coalitions of urban and suburban residents, community organizers, students, and professional planners pressured then Governor Frances Sargent, an ardent conservationist, to consider a "no-build" alternative for I-95 and the Inner Belt. In 1972, and with the concurrence of Boston Mayor Kevin H. White, Governor Sargent decided in favor of the "no-build" alternative. He also declared that instead of an expressway and mass transit on an embankment, the elevated Orange Line would be located in a trench along with local road improvements and community (economic) development within and immediately adjacent to the Southwest Corridor right-of-way. With respect to the trench alignment, SWCC has continuously advocated the removal of the 50 year old railroad embankment.

The expressway plan was officially removed from the Federal Interstate Highway System in 1974, and funds to build it were transferred, under the Federal Highway Act of 1973, to the construction of mass transit. It was one of the first times a public policy decision was made to halt plans for a major expressway, and to divert its funds and land to mass transit and community development. The above goals of Governor Sargent were ratified and supported by his successor former Governor Michael Dukakis.

* Over 300 households and over 200 businesses were relocated, and the majority did not resettle in the corridor.

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Boston Area

MAP I

SOUTHWEST CORRIDOR
GENERAL LOCATION IN BOSTON

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In 1975, at a Massachusetts Bay Transportation Authority (MBTA) public hearing on the Orange Line Environment Impact Assessment, hundreds of corridor residents supported a trench alignment. Popular local support for the Orange Line Relocation or Southwest Corridor Project was substantial then, and it still is today. Corridor residents, many of whom are former mass transit and community development activists from the "Stop I-95" days are now acting through their respective Neighborhood Development Organizations (NDOs) to cooperate in the Southwest Corridor development opportunities.

II. Neighborhood Assessment

A snap-shot view of past demographic trends in and around the Southwest Corridor indicated that the City of Boston and the affected corridor communities of Jamaica Plain, Roxbury and the South End have all experienced substantial population declines between 1950 and 1970 (Table I).

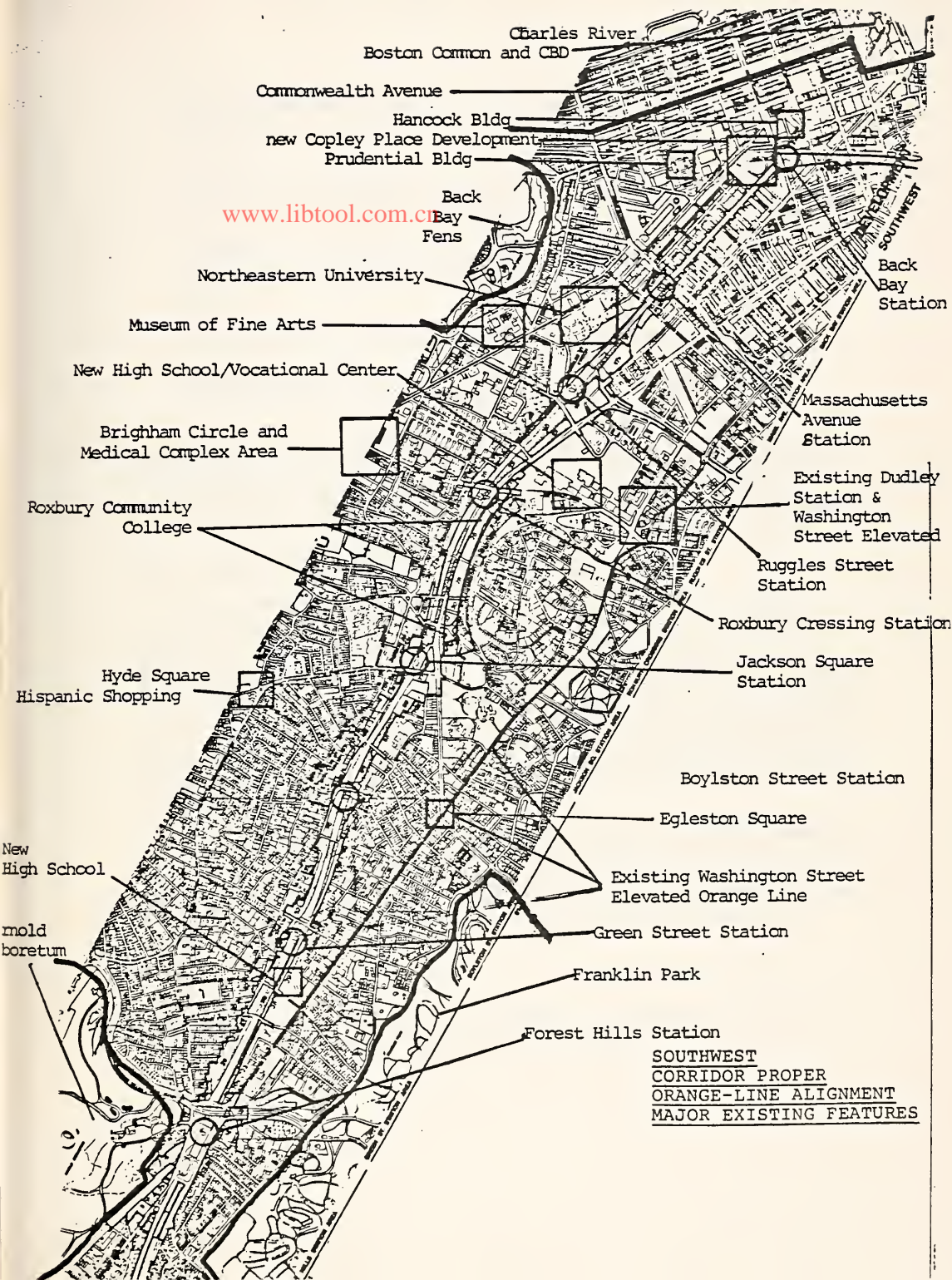
	<u>1950</u>	<u>1960</u>	<u>Absolute</u> <u>change</u>	<u>Percent</u> <u>change</u>	<u>1970</u>	<u>Absolute</u> <u>change</u>	<u>Percent</u> <u>Change</u>
Jamaica Plain	58,020	53,570	(4,450)	-8%	47,770	(5,800)	-11%
Roxbury	121,830	93,780	(28,050)	-23	71,100	(22,680)	-24
South End	<u>57,220</u>	<u>35,000</u>	<u>(22,220)</u>	<u>-39</u>	<u>22,680</u>	<u>(12,320)</u>	<u>-35</u>
SWCC Area	237,060	182,350	(54,710)	-23	141,530	(40,800)	-22
City of Boston:	801,440	698,080	(103,360)	-13	641,070	(57,010)	- 8
City of Boston:	1976 population, 618,250, a continuing decline of 22,821 or 3.6 percent.						

Declines in Corridor population over 1950-60 and 1960-70 periods were larger than for the City of Boston, 23 and 22% for the Corridor to 13 and 8% Boston. The loss of population in the Corridor was a large part of the total Boston loss. Overall, 1950-70, the Corridor lost 95,510 persons compared to 160,370 for the City.

Reasons for population declines in corridor communities between 1950 and 1970 can be explained by : 1) the initial land taking by the state DPW for the construction of I-95 and subsequent job losses in Corridor manufacturing and small business enterprises; 2) outmigration of low-moderate income residents due to their personal anxieties about demolished and deteriorated housing; 3) the South End Urban Renewal Program which has destroyed more dwelling units than it developed; 4) relocation of public housing occupants; and 5) perceived residential and employment opportunities outside of Boston, and high unemployment conditions within the city.

SWCC expects that any future turn around or stabilization of population trends in the Southwest Corridor will be positively influenced by the following factors:

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Charles River
Boston Common and CBD

Commonwealth Avenue

Hancock Bldg
new Copley Place Development
Prudential Bldg

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Back Bay
Fens

Northeastern University

Museum of Fine Arts

New High School/Vocational Center

Brigham Circle and
Medical Complex Area

Roxbury Community
College

Hyde Square
Hispanic Shopping

New
High School

old
boretum

Forest Hills Station

SOUTHWEST
CORRIDOR PROPER
ORANGE-LINE ALIGNMENT
MAJOR EXISTING FEATURES

SOUTHWEST

Back
Bay
Station

Massachusetts
Avenue
Station

Existing Dudley
Station &
Washington
Street Elevated

Ruggles Street
Station

Roxbury Crossing Station

Jackson Square
Station

Boylston Street Station

Egleston Square

Existing Washington Street
Elevated Orange Line

Green Street Station

Franklin Park

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1. A written commitment by the City of Boston to hire unemployed and underemployed residents of the affected communities of Jamaica Plain, Roxbury and the South End on city/Southwest Corridor projects.
2. The number of permanent transportation jobs that will benefit unemployed and underemployed residents of the affected communities.
- 3. Preservation of rent control, minimization of condominium conversions, effective housing code enforcement and rental subsidies directed to the housing consumer rather than the developer/owner.
4. Timely and adequate public improvements and maintenance.
5. Appropriate urban design amenities that will enhance and that are compatible with existing corridor communities.

In summary, the Southwest Corridor communities of Jamaica Plain, Roxbury and the South End could be expected to exhibit continued negative and positive population declines. In SWCC's view however, the host of non-coordinated public programs which operate in Corridor neighborhoods have the potential to stimulate gradual population and employment growth.

III. Neighborhood Development and Transit Impact Issues

Integrated land development in Southwest Corridor neighborhoods, especially Mission Hill and Lower Roxbury, has been adversely affected by the existing 20 ft. railroad embankment. For over 50 years, the embankment has separated factories and assorted repair shops on the west side of the embankment from large residential complexes on the east side of the embankment, e.g., Roxse Homes (364 units), Whittier Street Projects (200 units), and most recently, 4 phases of Lower Roxbury Community Corporation (LRCC) housing development. If the proposed demolition of the embankment is canceled, it will continue to act as a barrier and discourage walk-in ridership, intra-community commercial, recreational and educational activity.

(For example, Madison Park High School could be utilized by residents of nearby Mission Hill, Whittier Street and Orchard Park public housing developments, the Highland Park neighborhood and LRCC developments. In addition, the impact radius of the transit residential and commercial joint development (new job and economic benefits) increases by removing the barrier of the embankment.)

(Source: 1950 and 1960 Census of Population and Housing; 1970 Census of Population and Housing First Count Summary Tape).

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The private market's anticipation of high land values (adjacent to transit stations), new public improvements and dense public/private activities will accelerate property values, real estate taxes and rent levels. These market forces will create a new population push via new demands for housing construction, apartment conversions, the need to walk to one's place of work with prime accessibility to transit and railroad service. In response to recent market activity, the concerns of Corridor residents are involuntary displacement and opportunities for community-based development of public land.

It is important to note that non-white and white working class groups were once residents of Beacon Hill and City Hall Plaza. In short, working class groups traditionally have been displaced southward in Boston. The crucial question here is whether fixed and low-moderate income South End residents will be able to remain in decent and affordable housing over the next five years?

To date, a variety of city and state legislation has been proposed to avoid further residential displacement, e.g., a Home Protection Act, a bill to eliminate evictions due to condominium conversions, permanent rent control and a state Anti-Displacement Act.

The following projections may provide a sketch of what Corridor residents and NDO's can expect over the next 5 to 10 years (ERA, Decade of Development, 1979):

1. Based on a perceived private need for office space due to rising rent levels for downtown office space and expansion of private firms, the City of Boston and its Boston Redevelopment Authority (BRA) have projected over 8 million square feet of new office construction between 1980 and 1990.

2. Projected investments in hotel construction will increase to \$750 million from an actual investment level of \$100 million between 1968 and 1978. It is estimated that 10,000 hotel rooms will be provided over the next ten years.

3. An estimated 25,000 housing units will be built between 1980 and 1990, i.e., 11,000 condominiums, 9,000 subsidized units and 5,000 multi-family units.

4. Finally, the City of Boston has projected that public improvement investments will increase to \$2 billion from \$800 million of actual improvements between 1968 and 1978.

Another impact issue that must be considered is corridor commercial activity. Existing commercial centers are located at Dudley Station, Jackson Square/Egleston Station, along Washington Street, along Tremont Street west of the former Penn Central/Embankment and along Centre Street. All of these major commercial centers will be directly affected by the relocated Orange Line and related transportation improvement networks. 1980 ridership forecasts for the relocated Orange Line has been estimated to be substantially higher than the existing Orange Line.

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1980 Orange Line Ridership Forecast, 24-hour Boardings

Existing Stations	1980 24-hour Boardings	New Stations	1980 24-hour Boardings
Forest Hills	13,760	Forest Hills	14,585
Green Street	1,860	Green Street	2,330
Egleston	3,660	Boylston	2,110
Dudley	8,390	Jackson Square	6,580
Northampton	3,450	Roxbury Crossing	5,330
Dover	2,200	Ruggles Street	7,680
		Mass. Avenue	3,650
		Back Bay	8,715
		South Cove	4,585
	<u>20,809</u>		<u>55,565</u>

It has been estimated that upon completion of the Copley Place development (\$290 million), 1980 Orange Line ridership for 24-hour boardings will increase to 62,000 from 55,000.

SWCC feels that a key commercial impact area is the Dudley Station shipping area, traditionally, the second largest concentration of retail establishments in the Boston Metropolitan region. SWCC anticipates that early removal of the elevated line will trigger economic and physical impacts on the Dudley Station shopping area. The Dudley Terminal Merchants Association relies on the "transportation pull" of Dudley Station, i.e., cross town, intercommunity and intra-community bus services from the Fenway area, Brookline, Cambridge and Dorchester terminate at Dudley Station. If Dudley Station is removed prematurely, the Gladstone consultants prediction, the decline of a regional commercial center could soon be realized.

SWCC is encouraged by the city's recent designation of the Dudley Station area as a Commercial Area Revitalization District (CARD). This commercial incentive mechanism is designed to attract new commercial enterprises to marginally productive commercial area. Further, a Replacement/Transit Improvement Service connecting through Dudley Station will minimize large diversions of trade dollars to new commercial enterprises along the relocated Orange Line. The importance of sustaining trade volume in the Dudley Station area, and providing a balanced and adequate transit replacement service, is partially underscored by the following:

1. The Orange Line Relocation Project - Final EIS (1978) estimated that Orange Line ridership will be diverted to alternative transit routes on the west into the CBD. For instance, the Green Line, which has experienced substantial increases in ridership, and bus service from Egleston Station to the CBD, have contributed to decline in Orange Line ridership.

2. With the completion of the Red Line in 1927, later extended to Ashmont Station, Dorchester feeder bus routes were reoriented to serve the modern Red Line, thereby leaving the Orange Line with a reduced service territory to the east.

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IV. Neighborhood Development Response

The "Neighborhood Development Response" emphasizes: 1) long-term involvement in public decision-making by corridor residents and NDO's, and 2) opportunities to control and manage excess vacant land created by the Orange Line Relocation Project. The excess land is mostly transitional open space immediately adjacent and outside the Southwest Corridor right-of-way. The overall goal of SWCC's "Neighborhood Development Response" is to fill existing long-term planning and institutional gaps on a neighborhood-specific basis.

At present, there is an institutional gap between the City of Boston, the Massachusetts Bay Transportation Authority and the Massachusetts Department of Public Works in planning and coordinating development activities for the Southwest Corridor. There is no corridor-wide planning/development entity to coordinate land development outside the right-of-way.

A Special Transportation Redevelopment District

SWCC's rationale for a special district and the term "transportation redevelopment" is that transportation improvements and development coupled with timely public improvements will:

- 1) improve local intra-community and intercommunity accessibility within the Southwest Corridor
- 2) ensure quality of municipal services which will serve and stabilize, rather than uproot corridor residents, especially public housing occupants and other low income residents;
- 3) improve the configurations of parcels for development, and upgrade certain sites which are undeveloped (late-action) for future use;
- 4) stimulate integrated district land uses;
- 5) begin to reinforce the long-range land development needs and desires of corridor residents (especially along the following major arterial streets: Blue Hill Avenue, Washington Street, Shawmut Avenue, Dudley Street, Tremont Street, Centre Street, Lamartine Street, Amory Street, Columbus Avenue, Massachusetts Avenue and the Crosstown Arterial Street.

Major components of the special district would include

- an updated Memorandum of Agreement (September 1974) and city ordinance to prevent further zoning variances within the district
- incentive zoning to encourage joint development and special transit-related amenities, e.g., transit corridor development corporations
- a Master Plan for the special district which would produce:
 - a) demand surveys of existing private and potential new demand;
 - b) man-power analysis;
 - c) an inventory of physical characteristics; and
 - d). priorities for project selection.

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A SWCC Technical Assistance Program for Land Banking

The goal of this technical assistance mechanism would be to fill existing institutional gaps in neighborhood planning and revitalizing of vacant and "excess" corridor land. For example, in Cambridge, the Riverside/Cambridge-Port Community Corporation (RCCC) has worked to reverse residential decline without pricing low income residents out of the housing market. RCCC and other NDOs have begun to land bank or pool their resources to buy abandoned property, minimize urban land speculation and maintain vacant parcels. Further, open space and recreational needs for corridor residents has been viewed by SWCC as one of the most neglected municipal functions. In some Boston neighborhoods, there are less than 3 acres of open space per 1,000 population.

The major components of SWCC's proposed technical assistance program would be: 1) the training of a small group of urban land trust counselors with paralegal and real estate financial skills; 2) land banking educational/training workshops; 3) vacant land inventories; 4) legal and financial counsel; 5) national funding information; and 6) the establishment of a corridor land program to centralize land trust and land banking services to unincorporated and incorporated land trusts (outside the right-of-way).

SWCC has already initiated an inventory of parcels in the South End and Roxbury, i.e., less than 5,000 square feet. The immediate objectives of land banking corridor parcels are: 1) encouraging neighborhood-based recreational and open space plans; 2) stressing local self-sufficiency and neighborhood control to prevent land speculation; and 3) maintaining active land usage and conserving municipal park funds.

For instance, in the Southwest Corridor community, the Johnson Playground Revitalization Program was implemented through a joint effort of the Metropolitan District Commission (MDC) and the Neighborhood Development Corporation of Jamaica Plan (NDC). For a number of years, the playground was under-utilized and subsequently collected overgrown weeds and garbage. In the summer of 1978, the MDC approved a subcontract from NDC to perform summer maintenance. Where possible, MDC provided funding and equipment for NDC work crews. NDC hired and supervised the work crew, and provided materials through local resources.

A key to the restoration of open space was that all of the crew members lived in the immediate vicinity of the playground. The pilot program demonstrated that local maintenance contracts are an effective way of revitalizing transitional open space and recycling what was a neighborhood liability into an asset.

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COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY, PART II

I. Project Area Overview.

A. Physical Inventory.

The Southwest Corridor or Orange-Line Relocation Project refers not to a single mass transit or community development project but to an interrelated system of joint development projects initiated and implemented by public, private, local and neighborhood development organizations.

Project Site. The Southwest Corridor Project is located in the Southwest quadrant of the City of Boston, in a linear area running 4.7 miles from Back Bay Station at the perimeter of the CBD along the former Penn Central right-of-way to Forest Hills (Map I). The proposed rail and arterial street facilities would be constructed, for the most part, within the property now owned or controlled by public bodies. The Massachusetts Bay Transportation Authority (MBTA) owns or controls the railroad (Penn Central) right-of-way. The State Department of Public Works (MDPW) owns various corridor parcels which were acquired several years ago for the proposed, and since abandoned, construction of Interstate 95.

The City of Boston and the Boston Redevelopment Authority (BRA) own or control a large number of other parcels of vacant, but prime, land in the Corridor.

Major Arterial Streets. The three major north-south arterial streets in the Corridor are Washington Street, Tremont Street and Columbus Avenue. Washington Street is the one arterial street which is coterminus with the Southwest Corridor from Boston's CBD to Forest Hills. Washington Street carries the existing Orange-Line as an elevated structure above its length. Previously, the elevated made Washington Street a major shopping avenue through the majority of the Corridor. In the last 10 years, the elevated has had a blighting impact with other forces, resulting in disinvestment along the street.

Tremont Street starts at Government Center and extends about one-half of the distance to Forest Hills, turning west under the Penn Central railroad and terminating in the Mission Hill neighborhood. It acts as the major through shopping street of Mission Hill.

Columbus Avenue begins near the Boston Common public park and generally runs parallel to Tremont Street until the two arteries intersect at Roxbury Crossing. Columbus Avenue then continues southwest as a six-lane undivided city street and intersects Washington Street in the Egleston Station area. A six-lane divided street, "New Columbus Avenue," has been proposed to parallel the Penn Central right-of-way from the intersection of the Cross-town Arterial Street to the proposed New Jackson Square Station.

Massachusetts Avenue is the one continuous east-west arterial street which bisects the Southwest Corridor (Map II). This street is an extremely heavily-traveled state highway which handles MBTA bus service, trucks, in-town, Southeast Expressway and Cambridge bound traffic.

Shawmut Avenue, which runs between Tremont Street and Washington Street, is used as a through street for north and south bound traffic. Existing Shawmut Avenue runs one-way out of the CBD and through the Corridor where

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it terminates. The City of Boston and the Boston Redevelopment Authority plan new construction of Shawmut Avenue to Washington Street, together with a part closing of Dudley Street to relieve traffic congestion in the Dudley Station area.

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Other important streets in the Corridor are: The Crosstown Arterial Street, Ruggles Street, New Dudley Street, Dudley Street, Amory Street, Centre Street, Green Street and Lamartine Street.

Rail Facilities. 4.7 miles of the existing MBTA Orange Line will be relocated from a point south of Essex Station to the Penn Central right-of-way with a southern terminus at Forest Hills, a future intermodal transit station. The AMTRAK/commuter rail will consist of three tracks and will follow the right-of-way. This is an element of the Northeast Rail Corridor renovation project.

Two new Orange Line tracks will share the right-of-way from the South Cove Station/Tunnel to Forest Hills Station. The tracks will diverge at Forest Hills to Providence Shore Line and then to the Needham branch. Future railroad or transit expansion would then be possible to increase suburban transit/rail ridership. This five-track alignment is an extremely high-quality transit-rail investment increasing comfort, convenience and access in the Corridor.

MBTA Station Development. New Orange-Line station development constitutes a catalyst and major opportunity for NDO joint development of the cleared land in and around the Southwest Corridor right-of-way. Where the Penn Central tracks are embanked at present, the 20 ft. high embankment will be excavated and replaced by a trench containing three AMTRAK/commuter rail tracks and two Orange-Line tracks. The entrenchment will substantially decrease the noise and visual blight caused by the embankment and consequently, increase the development potential of adjacent corridor land. In addition to increasing intra-community transportation and reducing high unemployment rates in inner city areas, future station development is expected to reunify the Mission Hill and Lower Roxbury neighborhoods which have been separated by the railroad embankment.

Highlights of proposed station developments in the Southwest Corridor communities of the South End, Roxbury and Jamaica Plain are presented below.

1. Back Bay Station (South End). This station interfaces between the CBD and South End residential community and will be demolished and totally reconstructed to handle seven tracks (2 B&A, 2 Orange-Line and 3 AMTRAK/commuter rail). (Map III.) As an intermodal transportation facility, Back Bay Station will be a two-level facility with platforms below street level. The station will have entrances from Dartmouth Street with a new plaza between the station and Clarendon Street.

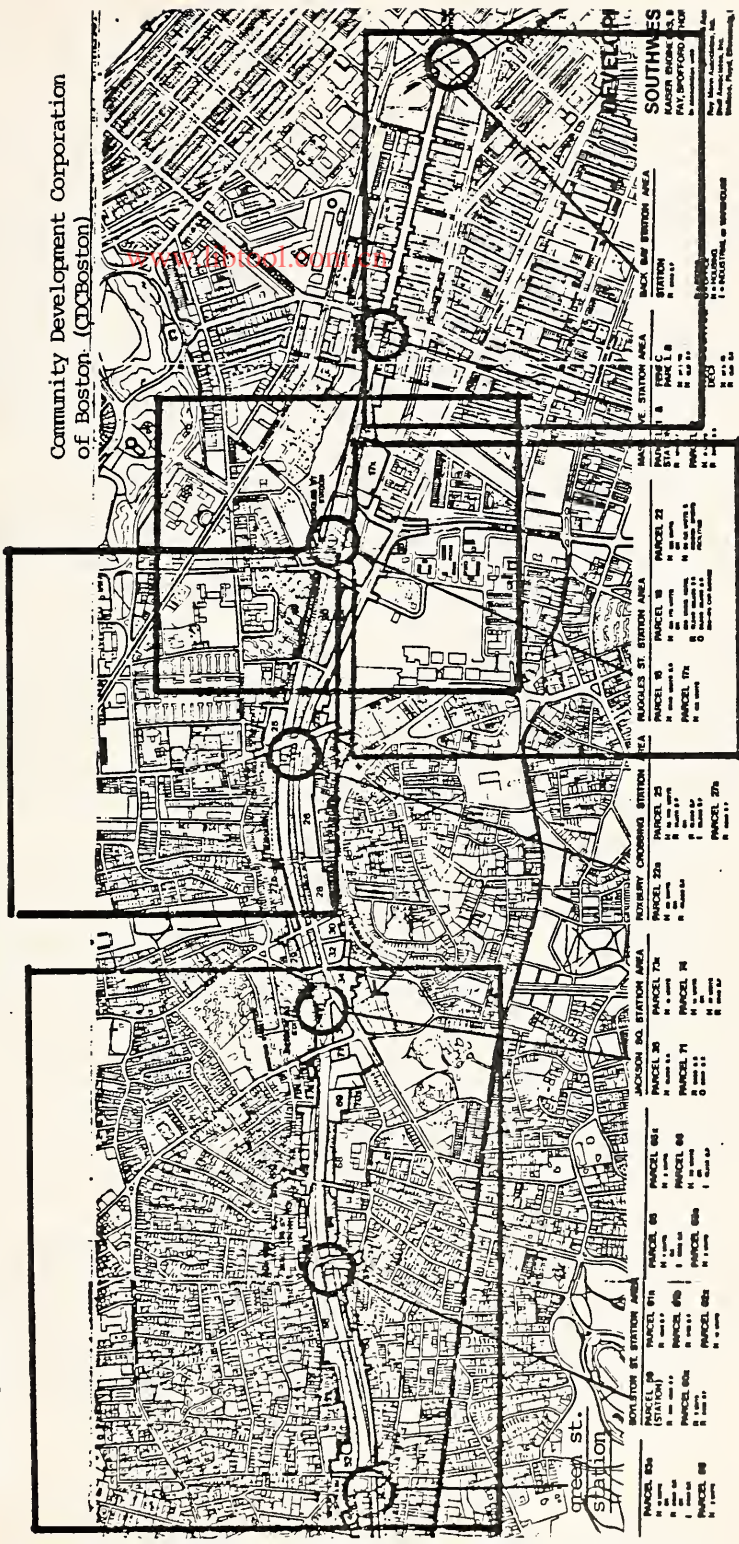
Due to rail and transit expansion, the area south of the current Back Bay Station must be acquired. The Tent City site is a part of this parcel development. The Tent City site is a major vacant parcel adjacent to the proposed Copley Place development and Back Bay Station. In 1968, hundreds of South End low-income residents occupied the site to protest the displacement impacts of the South End Urban Renewal Plan.

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Jamaica Plain Neighborhood Development Corporation
(JPNDC)

Mission Hill Planning Commission (MHPC)

Community Development Corporation
of Boston (CDCBoston)



IMPACT
ANALYSIS AREAS:
NEIGHBORHOOD
DEVELOPMENT
ORGANIZATIONS

Greater Roxbury Development Corporation
(GRDC)

United South
End Settlements
(USSES)

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This demonstration subsequently organized itself into a squatter community housed in tents, hence the name "Tent City."

2. Massachusetts Avenue Station (South End). This new Orange-Line will be located on the south side of Massachusetts Avenue. AMTRAK/commuter rail will not stop at this station. Access will be provided from Massachusetts Avenue and Camden Street. Bus feeder systems will be provided at sidewalks on each side of Massachusetts Avenue. The station is adjacent to the city's Boston Arena which is currently being sought by Northeastern University for a proposed 6,000 seat hockey facility. A pedestrian ramp, west of the station, has been planned to accommodate pedestrian flows from the station through Camden Street to the arena.

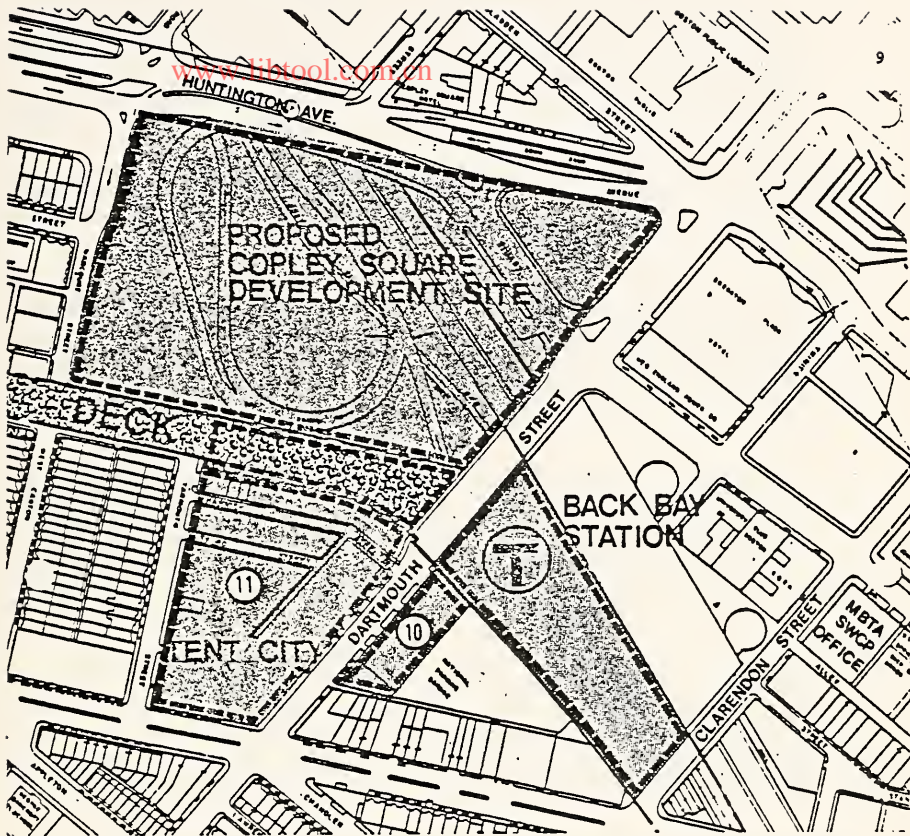
3. Ruggles Street/Northeastern University Station (Roxbury). This two-level intermodal transportation complex will be located within the transit right-of-way at the intersection of Ruggles Street and New Columbus Avenue. The station will be adjacent to the Mission Hill Extension public housing development (1600 units) and Northeastern University, the largest private university in the U.S.

The station will accommodate Orange-Line, AMTRAK/commuter rail as well as a major bus terminal. In addition, if an MBTA commitment is forthcoming, a tie-in will be made to proposed alignments for a fixed rail South End/Roxbury, North Dorchester and Mattapan Replacement/Transit Improvement Service. Walk-in riderships will be encouraged from the Whittier Street public housing development, Mission Hill Extension and Northeastern University. The station will be constructed to handle a third level for alternative crosstown transit service.

The station will occupy one corner of a large corridor parcel known as Parcel 18. A large-scale (13-acre) transportation node is created by the intersection of the new Ruggles Street, New Columbus Avenue, the new Orange-Line and the AMTRAK/commuter rail. Its proximity to public housing developments, regional educational and cultural facilities (e.g., the Museum of Fine Arts) and new housing construction represent substantial opportunities for diversified joint commercial development for the MBTA, NDOs, and Northeastern University. The federal Department of Transportation originally paid \$22 million in land acquisition costs for the proposed Southwest Expressway. A land write-down or less than full reimbursement was necessary to implement the Orange Relocation Project and related urban land development projects. A Parcel 18+ Task Force has been formed and is comprised of the Community Development Corporation of Boston, Greater Roxbury Development Corporation, Lower Roxbury Community Corporation, the Roxbury Action Program, Northeastern University and the Southwest Corridor Project Manager.

4. Roxbury Crossing Station (Roxbury). Roxbury Crossing Station for the Orange-Line will be located within the Southwest Corridor right-of-way on the south side of Tremont Street. This station will include 3,900 sq. ft. to 4,300 sq. ft. of lobby area at street level and will attract commercial development along Tremont Street. A pedestrian bridge will provide convenient access to the station from the Mission Hill neighborhood and nearby institutions.

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Map III - Back Bay Station, Tent City Site and Copley Square Site

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5. Jackson Square Station (Roxbury). The Jackson Square Station will be located within the transit right-of-way between Heath Street and Centre Street. The station will have major bus feeder systems. Pedestrians would approach the station from the south along Centre Street (Bromley-Heath public housing), and Columbus Avenue, and from Heath Street. Immediately adjacent to the station is Bromley-Heath public housing (1200 units), currently about 25-30 percent vacant and a primary variable which local development groups must address.

6. Boylston Street Station (Jamaica Plain). The new Boylston Street Station will be located within the transit right-of-way. As a two-level transportation facility, two street-level entrances will provide pedestrian and bus transfer access to the station lobby.

7. Green Street Station (Jamaica Plain). The new Green Street will be located completely within the transit right-of-way, and like the Boylston Street Station, will handle Orange-Line rapid transit with bus feeder systems. Green Street and Boylston Street Stations will be depressed 10 to 13 ft. below existing street levels. AMTRAK trains will not stop at Roxbury Crossing, Jackson Square, Boylston or Green Street Stations.

8. Forest Hills Station (Jamaica Plain). The reconstructed Forest Hills Station will be located within the transit right-of-way. At the last major inter-modal transportation facility, the rapid transit line and AMTRAK/commuter rail tracks will be located on one level below grade and above the existing Stoney-Brook drainage culvert. On a second level, commercial space will be provided at the same level as Hyde Park Avenue.

There will be an extension to a pedestrian bridge over Hyde Park Avenue with a possible connector to developable parcels. A 500-car minimum parking facility will be constructed above the lobby levels. Increased parking space is in part contingent upon railroad improvements on the Needham Branch. Forest Hills Station construction will be phased in order to maintain the existing Orange-Line service and until the Replacement Transit Service is in operation or firmly committed.

Major Trip Generators. The majority of large existing trip generators in the Corridor are hospitals and health centers. Of employers with more than 300 employees, 7 to 20 are hospitals and health centers in and around the Southwest Corridor impact area.

There are nine high-density public housing developments with 500 or more dwelling units which are noted as major Corridor trip generators. Two developments are in the immediate impact area of the existing elevated line on Washington Street, the Cathedral and Orchard Park projects.

Ridership Forecast. Projected ridership for the relocated Orange-Line as analyzed for the EIS indicated 56,015 inbound boardings for a period of 24 hours. It has been assumed that this number will increase to 62,000-65,000 based on the completion of the Copley Place development at the New Bay Station. Projections for commuters at Back Bay Station are 6,250 one-way boardings with an additional 500 commuter patrons projected for Copley Place.

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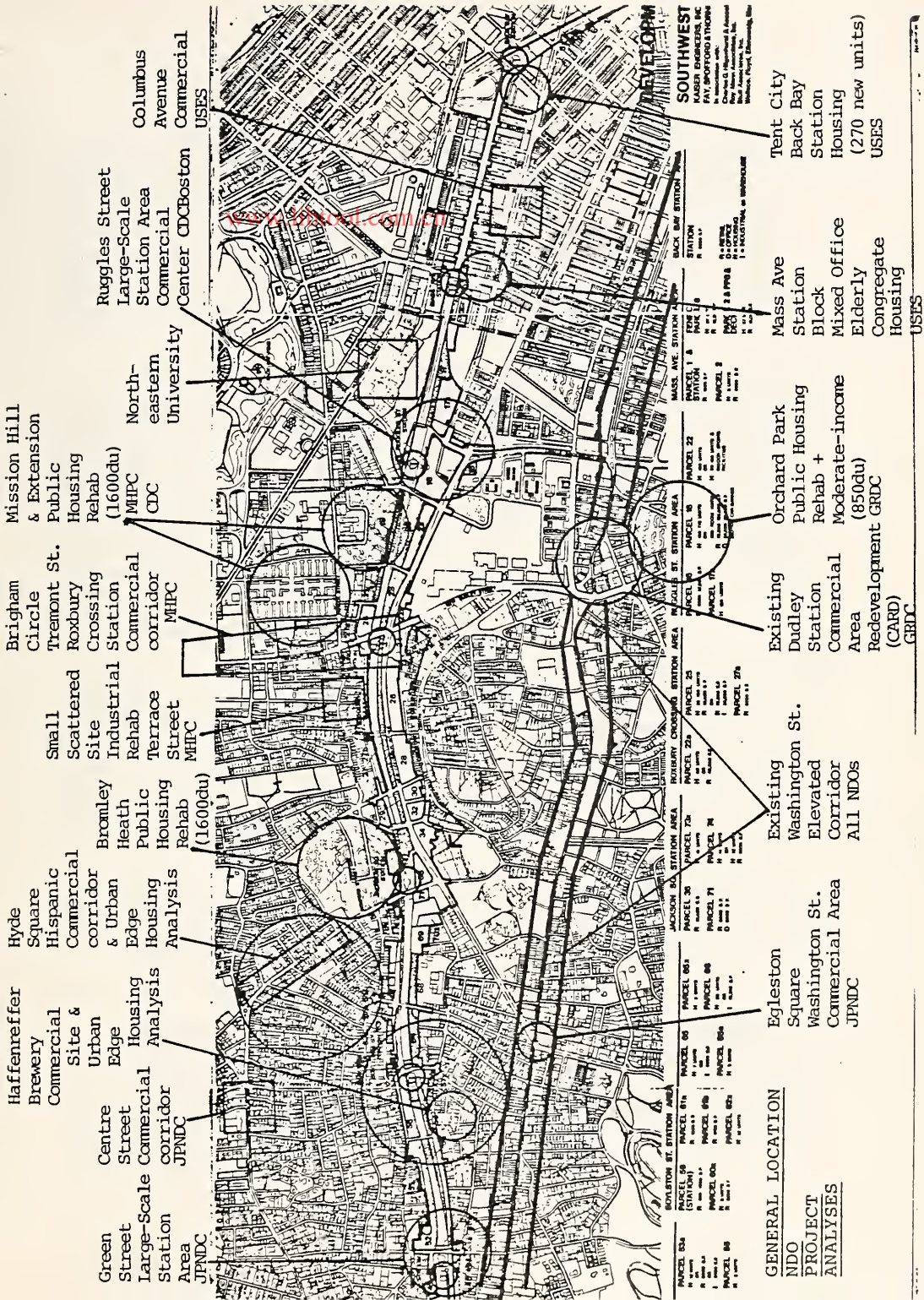
AMTRAK has projected 3,000 one-way boardings at Back Bay Station which consists of one-half of the AMTRAK boardings projected for Boston.

B. Neighborhood Development Projects Summary.

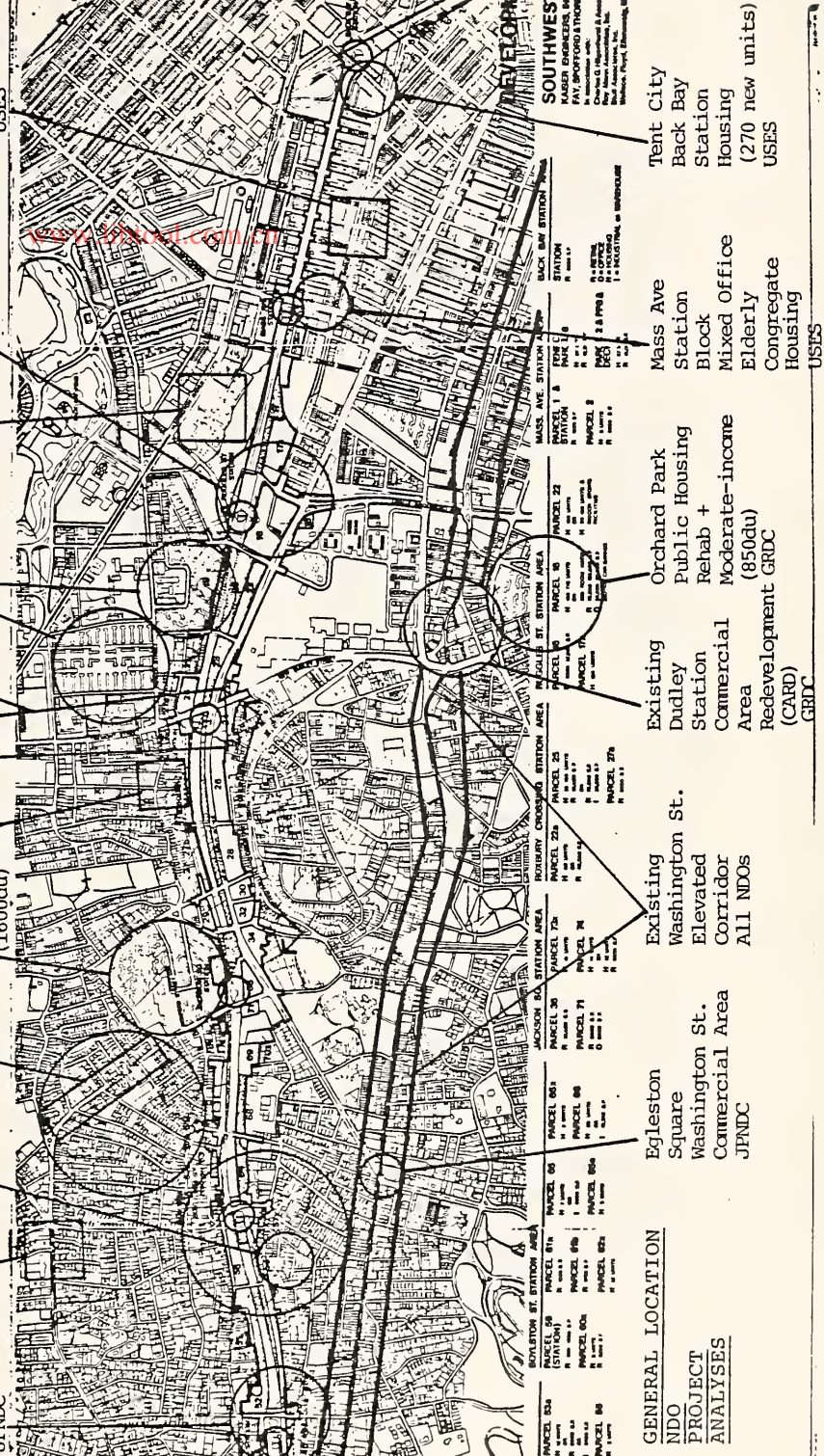
Since its Report of the Southwest Corridor Land Development Coalition, (Cities Inc., 1972) SWCC has consistently advocated joint development at new transit stations of the proposed relocated Orange-Line. During the UMTA demonstration grant, Community Level Planning for Joint Development, 12 Neighborhood Development projects have been evaluated in detail in relation to the Orange-Line Relocation Project. These primary projects are listed below. Additionally, 12 other neighborhood development projects were evaluated at a preliminary or secondary level of detail. These are identified in the individual NDO reports.

<u>MBTA Station</u>	<u>NDO</u>	<u>UMTA Project Priority</u>
Jackson Square	Neighborhood Development Corporation of Jamaica Plain	1) Jackson Station/Egleston Square and Hyde Square commercial revitalization 2) Haffenreffer Brewery site - mixed-commercial, office and light industrial uses
Jackson Square	Urban Edge	1) Housing market and impact analysis in response to NDC of Jamaica Plain's commercial development 2) Improving home-ownership options
Ruggles Street/ Northeastern Univ. Roxbury	Mission Hill Commission	1) Parcel 18 and Mission Hill expansion 2) Roxbury Crossing and Lower Tremont Street commercial and light industry development
Dudley Station (existing)	Greater Roxbury Development Corporation	1) Dudley Station shopping area development, and Rehabilitation of Orchard Park public housing development 2) Parcel 18
Ruggles Street/ Northeastern University	Community Development Corporation of Boston	1) Parcel 18 developers' plan 2) Ruggles Street/Northeastern University
Massachusetts Avenue	United South End Settlements	1) Commercial and congregate housing development
Back Bay Station		2) Joint development of Tent City site

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- Mission Hill & Extension
- Brigham Circle
- Small Scattered Site
- Bromley Heath Public Housing Rehab (1600du)
- Hyde Square
- Haffenreffer Brewery Commercial Site & Urban Edge Housing Analysis
- Green Street Large-Scale Station Area JPNDC
- Commercial Corridor & Urban Edge Housing Analysis JPNDC
- Centre Street Commercial Corridor JPNDC
- North-eastern University
- Ruggles Street Large-Scale Station Area Commercial Center CDC
- Brigham Circle Tremont St. Crossing Industrial Site Terrace Street MHP
- Small Scattered Site Industrial Rehab Terrace Street MHP
- Bromley Heath Public Housing Rehab (1600du)
- Hyde Square Commercial Corridor & Urban Edge Housing Analysis
- Haffenreffer Brewery Commercial Site & Urban Edge Housing Analysis
- Green Street Large-Scale Station Area JPNDC
- Commercial Corridor & Urban Edge Housing Analysis JPNDC
- Centre Street Commercial Corridor JPNDC
- North-eastern University
- Ruggles Street Large-Scale Station Area Commercial Center CDC



- Mass Ave Station Block Mixed Office Elderly Congregate Housing
- Orchard Park Public Housing Rehab + Moderate-income (850du) Redevelopment GRDC
- Existing Dudley Station Commercial Area (CARD) GRDC
- Washington St. Elevated Corridor All NDOs
- Egleston Square Washington St. Commercial Area JPNDC
- Back Bay Station Housing (270 new units) USES
- Mass Ave Station Block Mixed Office Elderly Congregate Housing
- Orchard Park Public Housing Rehab + Moderate-income (850du) Redevelopment GRDC
- Existing Dudley Station Commercial Area (CARD) GRDC
- Washington St. Elevated Corridor All NDOs
- Egleston Square Washington St. Commercial Area JPNDC
- Back Bay Station Housing (270 new units) USES

GENERAL LOCATION
 NDO
PROJECT ANALYSES

MASS AVE STATION
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The proposal for future (1984) joint development at Parcel 18 or the Ruggles Street/Northeastern University Station is one of the most comprehensive NDO projects. The site is located at a large intermodal station and the proposed Crosstown Replacement Transit Service. The development will be accessible by rapid transit, AMTRAK/commuter rail and pedestrian systems. A preliminary joint development proposal initiated by the Parcel 18+ Task Force provides a mix of local and regional shopping facilities, diverse office space, institutional and hotel development. Development proposals have initially been discussed between the Ruggles Street Station Area Task Force (SATF) and the Parcel 18+ Task Force. Ruggles Street/Northeastern University has also been called "New Dudley Station" by some.

Joint commercial development involves the planned integration and leveraging of private investments in response to transit investments and improvements in the Southwest Corridor. On a design level, this planned and implemented integration must facilitate the safe and convenient movement of present inner city residents, suburbanites, commuters transit users, pedestrians and the transportation disadvantaged from proposed new stations to their respective destinations, e.g., community-based and controlled as well as private commercial and manufacturing developments. Joint development is also a dynamic and long-term partnership between the public and private sectors which must, in the absence of a corridor-wide planning/development authority, coordinate transportation development and linked land-uses in order to maximize economic, social and urban design benefits of transportation investments.

II. Assessment of Corridor Neighborhoods

This section shall provide a qualitative overview of corridor inhabitants (Jamaica Plain, Roxbury and South End). The section identifies Major Findings and Transit-related Issues which reflect a spectrum of problems in the re-development of the Southwest Corridor. The next sub-section, Neighborhood Development Potential, compiles public/private investment milestones which are related to NDO leveraging of private investments and maximization of development opportunities. The section concludes with a Southwest Corridor Marketability analysis based on past transportation impact market studies and a Neighborhood Development/Transit Impact Statement.

Today, the southwest section of Boston area contains the greatest concentration of the region's low and moderate income populations, as well as the area's largest minority populations. The Southwest Corridor also contains a large proportion of the city's unemployed residents and its worst maintained public housing developments.

A. Demographic and Socio-Economic Overview.

1. Jamaica Plain. With early and heavy out-migrations of moderate and middle income white renters and homeowners (1960 to 1970), and a steady rise in the household size of low-income non-white and Spanish-speaking populations, Jamaica Plain's population represents a growing spectrum of incomes and language. The potential of confirmation and polarization is also present. The predominant new Hispanic businesses are concentrated along Washington Street between the existing Egleston Station and Green Street Station and in the Hyde Square area adjacent to the new Jackson Square Station.

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The Neighborhood Development Corporation of Jamaica Plain and Urban Edge, Inc., have responded to the relocation of the Orange-Line by planning redevelopment strategies for the new Jackson Square Station/Hyde Square area and the Boylston and Green Street Stations areas. These two NDO project areas contain lower income groups and the higher unemployment rates in Jamaica Plain. A 1975 study by the Massachusetts Division of Employment Security on Boston residents who filed for unemployment compensation claims estimated that Jamaica Plain contained the second highest number of unemployed workers (mostly white males between 21 and 34 years old) in the City of Boston.

Major Findings: Jamaica Plain

The commercial revitalization of the Jackson Square Station and Hyde Square areas. For example, four major small business districts ranging from very healthy to very deteriorated will be affected by changes in traffic patterns (still undetermined) due to the Orange-Line Relocation. They are: 1) Jackson Square/Egleston Station area; 2) the Hyde Square area; 3) Centre Street; and 4) along Washington Street between Egleston Station and Forest Hills Station.

Expansion of community-based housing stabilization strategies. For example, one main source of home buyers' attention has been Jamaica Plain's two and three family wood frame buildings. Similar buildings which border the Southwest Corridor right-of-way have exhibited a lack of buyer's interest because of absentee-landlords, subsequent abandonment and advanced stages of decline.

Developmental problems in Jamaica Plain are illustrated in a statement from the BRA's Neighborhood Profile relative to disinvestment and displacement. The profile cites restrictions on the availability of home improvement loans and mortgages, "Even when mortgage financing has been accessible, they may involve higher interest rates, higher down payments and shorter maturities than those mortgages made in suburban areas." The BRA statement is similar to the Massachusetts Commissioner on Banking, Home Mortgage Lending Patterns in Metropolitan Boston, December 1977. The major conclusion demonstrated that urban homeowners and potential buyers had more difficulty in securing funds on the same terms as their suburban counterparts. The report added:

While bank mortgage activity increased substantially in urban neighborhoods from 1975 to 1977, the relative position of urban to suburban areas has not changed significantly. Boston neighborhoods received an average of 13 cents in one-to-four family conventional mortgages for every dollar deposited in Boston-based thrift institutions . . . reinvestment ratios were as low as 5 percent in Roxbury and 8 percent in North Dorchester, Jamaica Plain, Charlestown and Allston-Brighton. (Note Table.)

The bank analysis used certain neighborhood characteristics to explain possible mortgage lending differences among residential communities throughout the Metropolitan Boston area. Those neighborhood characteristics were: household income, new construction, race and proportion of multi-family units. Based on these characteristics, the study's major findings were:

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**Ratio of One-to-Four Family Conventional
Mortgages to Regular Savings Deposits in
Boston Neighborhoods by
Boston-Based Banks**

Boston Neighborhoods	All Savings and Cooperative Disclosure Banks				Largest Savings Banks				Large Thrifts				Neighborhood Thrifts, South				Neighborhood Thrifts, West				Neighborhood Thrifts, North				Commercial Banks					
	1975	1976	1977	1978	1975	1976	1977	1978	1975	1976	1977	1978	1975	1976	1977	1978	1975	1976	1977	1978	1975	1976	1977	1978	1975	1976	1977	1978	1977	1978
Allston-Brighton	.08	.12	.17	.07	.08	.08	.15	.18	.17	.14	.18	.16	.05	.21	.45	.30	.36	.30	.01	Brighton Coop.	Chestnut Hill Coop.	Everett Coop.	Haymarket Coop.	Winthrop Savings	Atlantic Savings	E. Boston Savings	Capital Bk. & Trust	Commonwealth Bk. & Trust		
Back Bay-Fenway	.10	.10	.17	.06	.07	.13	.13	.22	.19	.13	.12	.37	1.06	.31	.56	3.20	3.22	9.82	.02	Union Warren Savings	Worthington Savings	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Everett Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
Charlestown	.08	.10	.14	.02	.09	.10	.10	.10	.18	.18	.43	.24	.09	.17	.09	.11	.15	.33	.11	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
East Boston	.12	.13	.19	.03	.03	.04	.16	.15	.11	.14	.14	.12	.59	.16	.16	.16	.17	.20	.01	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
Hyde Park	.16	.08	.18	.15	.16	.18	.17	.20	.20	.16	.19	.16	.53	.65	.67	.12	.19	.32	.05	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
Jamaica Plain	.08	.09	.11	.06	.05	.06	.23	.25	.25	.38	.39	.44	.61	.47	.72	.29	.35	.49	.02	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
North Dorchester	.08	.09	.09	.05	.05	.05	.11	.11	.11	.09	.16	.20	.29	.25	.32	.49	.60	.52	.01	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
Roellendale	.13	.15	.17	.09	.09	.10	.17	.24	.22	.51	.39	.44	1.45	.93	.83	.53	.69	1.05	.05	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
Roxbury	.05	.06	.07	.04	.04	.04	.09	.11	.10	.08	.08	.07	.43	.42	.33	.18	.21	.35	.01	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
South Boston	.11	.12	.12	.01	.03	.02	.15	.16	.16	.03	.13	.14	.21	.13	.18	.05	.12	.22	.00	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
South Dorchester	.16	.15	.16	.11	.12	.13	.18	.15	.16	.24	.32	.31	.35	.40	.41	.36	.28	.24	.02	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
South End	.20	.23	.22	.21	.25	.26	.21	.19	.16	.06	.07	.04	.28	.33	.18	.18	.23	.23	.02	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
West End	.25	.30	.34	.20	.24	.28	.30	.37	.49	.49	.48	.67	5.16	1.44	2.05	1.51	.62	.76	.05	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
West Roxbury	.18	.19	.22	.12	.12	.14	.39	.38	.33	.66	.70	.70	1.45	.68	1.50	.99	.49	.75	.09	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust
TOTALS BOSTON	.13	.13	.17	.11	.10	.12	.17	.17	.17	.19	.25	.26	.22	.31	.50	.21	.21	.27	.02	Hyde Park Savings	Meeting House Hill Coop.	Pioneer Coop.	Roellendale Coop.	Grove Hill Savings	Volunteer Coop.	Haymarket Coop.	First National Bk.	N.E. Merchants N.A.	Shawmut Bk. N.A.	State Street Bk. & Trust

Two Boston-based disclosure banks, City Bank and Trust and United States Trust Company were not included here but grouped with other financial banks which had comparable deposit bases outside Boston.

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1. When loan demands were compared to actual home sales with bank financing, a lower proportion of the Boston banks' saving deposits were invested in urban mortgages than in suburban areas.
2. While the volume of bank mortgages granted was disproportionately low compared with home sales, almost half of Boston's home sales were actually completed without bank financing.
3. Racial composition of the neighborhood was found to be a significant factor in explaining bank lending patterns.

2. Roxbury. According to a recent Boston Globe survey, Roxbury's population was 62,830 persons (May, 1979). This estimate represents an increase of more than 6,500 individuals from 56,075 in the 1970 census. Roxbury's population declined by 23 percent between 1950 and 1960, and 24 percent between 1960 and 1970. All age groups experienced a general decline.

Family income distribution in Roxbury (1970 Census) indicated that Roxbury had a substantial middle-income household population. However, as a percentage of the city's total population, Roxbury's share was disproportionately small. In 1970, the median income for Roxbury households was \$6,580. In the Boston Globe survey (1979), median family income in Roxbury leaped remarkably to \$10,900, an increase of over \$3,500 from the 1970 median family income.

Major Findings: Roxbury

Commercial redevelopment of the existing Dudley Station area.

A replacement rapid transit service in operation or committed prior to the planned demolition of the existing Orange-Line.

Public rehabilitation or decentralization of public housing developments adjacent to the new transit right-of-way and the existing Orange-Line.

A land banking strategy to minimize potential land speculation and enhance integrated land uses in Boston's Southwest Corridor.

3. South End. With the advent of large scale public/private development, the South End appears to be undergoing visible demographic and socio-economic change. The proposed Copley Place development (\$290 million); proposed construction of 320 units of market rate housing on Huntington Avenue at Massachusetts; the continuing eastward expansion of Northeastern University; completion of 400 units for the elderly at Huntington and Massachusetts Avenue are some of the large scale projects which collectively will accelerate movement southward of low-income residents. The following evaluation is an example of the association between CBD revitalization and inner-city displacement:

"While the direct and indirect impact of Copley Place on the residential market may seem insignificant, we feel the Copley Place project will accelerate these activities now taking place in the surrounding areas such as rehabilitation and conversion of units from low and moderate

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to high-rent apartments, sales, displacement and general tightness of the market." (Waltch Associates, An Evaluation of the Retail Impact and Residential Impact of Copley Place on the Nearby Areas, December 1978.)

A United South End Settlements survey has shown that although the unemployment rate is 10 percent for the total South End population, unemployment for minorities is 28 percent; and of the approximately 200 small businesses which line Columbus Avenue, Tremont Street and Shawmut Avenue, 50 percent may soon be faced with displacement.

Major Findings: South End

Special attention must be paid to BRA-owned vacant lots and proposed residential development to include mixed income households, particularly elderly households.

Increased allocations of rental assistance subsidies to ensure that low and moderate income residents remain in the neighborhood.

Relocation opportunities for displaced merchants to collectively lease or buy rental space in new transit station-commercial areas.

Our findings on the South End relate heavily to the provision of low and moderate income housing strategies and minimizing residential displacement. In meetings with the staffs of United South End Settlements and Tenant Development Corporation regarding the disposition of BRA-owned properties, recommendations were made for: 1) provision of direct housing allowance to the renter rather than the developer-owner; 2) innovative programs for moderate-income homeownership; and 3) a maximum of twenty-five percent of subsidized units in any future housing development. There is a state mandate for all Massachusetts Housing Finance Agency developments to include 25 percent (minimum) low and moderate income family units.

B. Transit-related Issues: Orange Line Demolition.

The proposed demolition of the Orange Line, its subsequent realignment and related joint commercial development will have mixed impacts on local businesses that are not immediately adjacent to the New Orange-Line right-of-way, especially along Washington Street at Dudley Station and Jackson Square/Egleston Station. It has been argued that the reduction of noise and physical nuisances would make Washington Street, the Dudley Station and Jackson Square area an improved place to work and shop.

SWCC expects that the inevitable removal of the El will trigger economic and physical impacts in the Dudley Station shopping area in particular. This area is one of the largest concentrations of retail establishments in the Boston metropolitan region. A majority of the local businesses along Washington Street between the Crosstown Arterial and Dudley Station have relied on the traditional transportation pull of Dudley Station.

Historically, shoppers have passed through Dudley Station by Orange Line rapid transit and bus from Cambridge and Boston communities such as the South End, Dorchester and Mattapan. These travel patterns will be disrupted by the Orange Line realignment. The future development of new retail and office

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developments in and adjacent to the new transit right-of-way will divert, if not capture, consumer attention from the Dudley Station shopping area. A comprehensive commercial redevelopment program from the Dudley Station shopping area is not yet in place.

The proposed removal of the elevated represents significant commercial opportunities to the Dudley Terminal Merchants Association, the residents of nearby Orchard Park public housing project, the residents of Lower Roxbury Community Corporation's housing developments as well as the Greater Roxbury Development Corporation. If the commercial and transit redevelopment of the Dudley Station area is planned in the context of a unified shopping area, it could become a more diversified transit/commercial center. Furthermore, the provision of an adequate Replacement Transit Service through Dudley Station is recommended to sustain the trade volume of the Dudley Station area. It is agreed by most interested corridor residents and neighborhood development organizations that a Replacement Transit Service in operation or firmly committed prior to Orange Line demolition, is an absolute necessity for the highly transit-dependent sections of the South End, Roxbury, Dorchester and Mattapan.

C. Transit-related Issues: Public Housing.

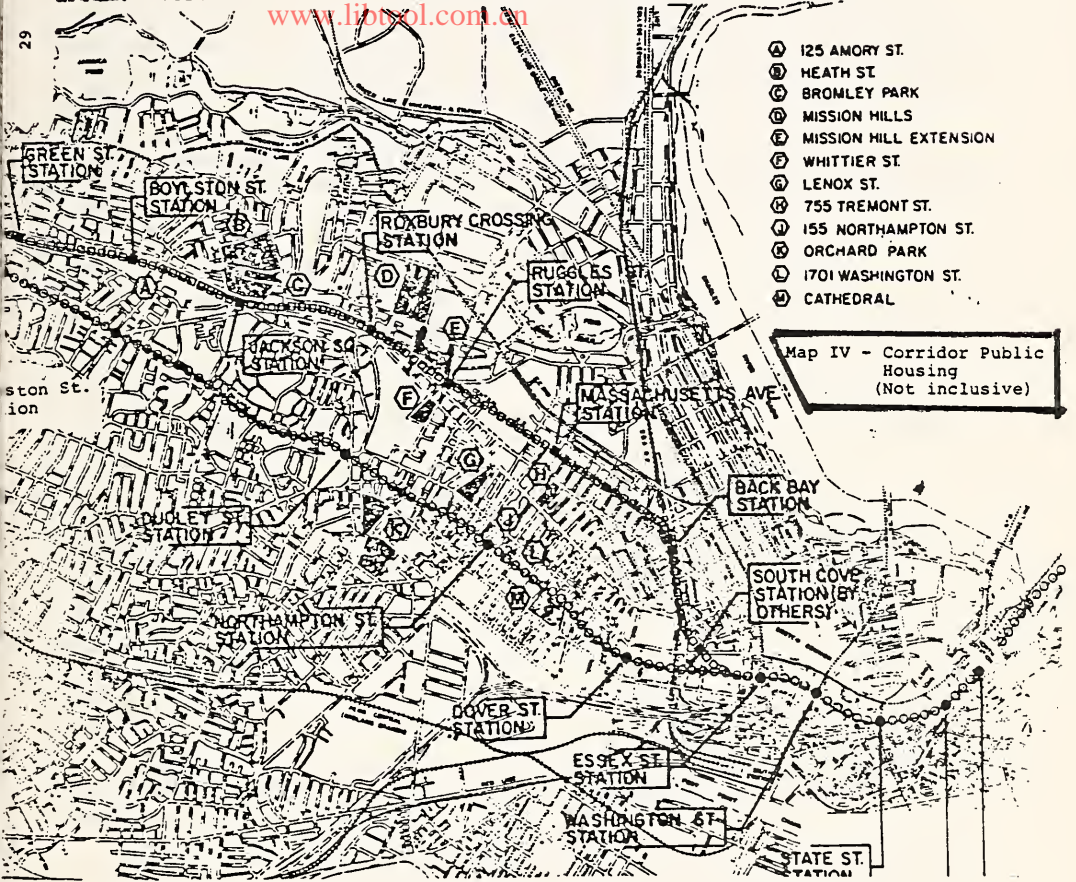
Any corridor-wide examination of transit-related issues in response to the proposed removal of the elevated Orange Line must address the rehabilitation of public housing projects. Public housing projects which are adjacent to the existing elevated line are: Cathedral Park projects (South End), Lenox-Camden Street projects (South End), and Orchard Park projects (Roxbury). Public Housing projects which are in the immediate transit impact area, i.e., less than 5 minutes walking distance to the relocated Orange Line are: Whittier Street projects (Roxbury), Mission Hill Main and Extension (Roxbury), and Branley-Heath projects (Roxbury) (Map IV).

This conclusion is based, first, on the consideration that Southwest Corridor residents have already experienced major relocation programs and extensive displacement stemming from the now abandoned plan for Interstate 95 Southwest Expressway and Inner Belt. Between 1965 and 1979, unrestricted speculation and a multitude of suspicious fires have disrupted small enterprises and factories, while displacing corridor families. Second, inadequate maintenance, poor contractual performances, and basic mismanagement of public housing have forced various public housing tenant organizations to improve their living conditions by pursuing court receivership strategies for their projects.

With the planned excavation of the Penn Central Embankment scheduled to take place in the fall of 1979, and the proposed demolition of the existing elevated line (1986), public housing occupants are mindful of further relocation and displacement. Tenants of Boston Housing Authority (BHA) developments simply cannot locate alternate, decent and affordable housing in the City of Boston. In the following overview, we look at public housing conditions near the Southwest Corridor right-of-way.

Population density in Roxbury has been estimated to be 57 persons per acre. At BHA Whittier Street projects, which are located at the corner of Ruggles Street and Tremont Street, density of 181 persons per acre, with 38 children per acre. Whittier Street projects are within 5 minutes walking distance of the proposed Ruggles Street/Northeastern University Station.

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- A 125 AMORY ST.
- B HEATH ST.
- C BROMLEY PARK
- D MISSION HILLS
- E MISSION HILL EXTENSION
- F WHITTIER ST.
- G LENOX ST.
- H 755 TREMONT ST.
- I 155 NORTHAMPTON ST.
- J ORCHARD PARK
- K 1701 WASHINGTON ST.
- L CATHEDRAL

Map IV - Corridor Public Housing (Not inclusive)

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Whittier Street projects were completed in 1953 and as of April 1977, 194 of its 200 units were occupied.

Mission Hill Extension and Bromley-Heath public housing projects are adjacent to the Orange-Line realignment representing nearly 3,000 units. The Bromley-Heath project was completed in 1955 and as of April 1977, 350 of its 1,150 units were occupied. The Bromley-Heath project operates with a tenant management corporation. The Mission Hill Main project and its Extension are juxtaposed to expanding institutions. They are: Northeastern University, the Wentworth Institute, Brigham Hospital, and the Harvard Medical School.

Joint meetings with Boston Housing Authority planners, Mission Hill Planning Commission and Greater Roxbury Development Corporation staff and SWCC staff have produced the following list of strategies related to rehabilitation of public housing projects in transportation development areas:

1. Anticipation of MBTA demolition and construction impacts.
2. Effective and efficient maintenance and rehab, including possible redesign of the projects and individual units.
3. Tenant safety, air, noise and automobile pollution control.
4. Possible decentralization or deinstitutionalization of contractual services.
5. Alternative financial, tenancy and ownership structures.

Strategies calling for removal of public housing projects should be rejected.

D. Neighborhood Development Potential.

Transit Investment Milestones

In 1978 dollars, the total cost of the Orange Line Relocation has been placed at \$672 million; \$485 million has already been approved by UMTA.

Between 1979 and 1985, and contingent upon timely project initiation, the Orange Line Relocation Project alone will generate \$100 million in contracts each year.

A goal of thirty percent of the MBTA construction contract dollar value has been employed for minority-contractors on the South Cove Station/Tunnel project. This same goal shall be used in future state construction contracts.

Public Investments - Commonwealth of Massachusetts

The Crosstown Arterial Street is currently under construction by the State Department of Public Works (\$7.6 million). Coupled with an extensive linear park system, the Crosstown Street will provide an efficient access route to Boston's only inner-city Crosstown Industrial Park. The street will also offer primary access to the Southwest Expressway for vehicles that presently crowd local streets in the South End and Lower Roxbury neighborhoods.

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Further, a 40 ft. wide strip of land has been reserved for a fixed rail transit paralleling the Crosstown Street in the event that the Replacement/Transit Improvement Study recommends that such an alignment is needed. Scheduled completion of the Crosstown Arterial Street is 1980.

A Circumferential Transit Study will examine the feasibility of cross-town transit service from Columbia Point to Ruggles Street/Northeastern University Station. A circumferential transit service will allow easy transfer between various transit lines and generate "intra-community and transit development opportunities."

Crosstown Arterial Street	\$ 7.6 million
Midlands Railroad Upgrading	16.0
Orange Line Engineering Work (in progress)	32.6
Right-of-way costs	23.2
South Cove Tunnel Extension	20.4
Total committed	<u>\$ 99.8 million</u>

Roxbury Community College has been planned to be located on about 18 to 25 parcels of Southwest Corridor land between Jackson Square and Roxbury Crossing Stations. Much of the already assembled land has been transferred from the state DPW's I-95 project.

First year student enrollment is projected to be between 2,500 and 3,000 students. The estimated cost of the new Roxbury Community College is \$32 million.

Massachusetts Housing Finance Agency (MHFA) Between June 1971 and July 1979, MHFA's total permanent mortgage financing for over 1,000 low and moderate income units in Roxbury was \$32,309,710.

More positively, between January 1974 and July 1979, MHFA's permanent financing for low and moderate income housing in Roxbury was \$26,090,051, or 66.4 percent of multi-family mortgage financing over the previously mentioned 8 year period.

Public Investments - City of Boston

Dudley Station Shopping Area between the Crosstown Arterial Street on the north and Dudley Street on the south along Washington Street has been recently designated a "Commercial Area Revitalization District" (CARD). The designation allows the use of tax exempt revenue bonds as incentives to attract new commercial firms to the shopping area and expand existing enterprises. Commercial firms can obtain 100 percent financing for the purchase, construction or equipping of commercial firms.

(There are significant drawbacks to this particular financing mechanism: a) financing will be available to commercial firms of all sizes and not specifically targeted to existing small business; and b) refinancing of an existing enterprise is not possible.)

The 40-Acre Crosstown Industrial Park is perhaps the most important industrial project on the Southwest Corridor agenda. It is the city's first industrial park since World War II.

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Digital Equipment Corporation, a major manufacturer of mini-computers, broke ground in September 1978 for its urban assembly plant which will generate at least 300 permanent jobs. It is hoped that unemployed Southwest Corridor residents will be recruited to fill a substantial number of semi-skilled positions.

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Occupancy of the assembly plant is anticipated by the Fall 1979. The project was made possible by Title I Public Works grant (\$1.5 million) awarded by the federal Economic Development Administration, Department of Commerce. The City of Boston's Economic Development and Industrial Corporation and the CDC of Boston are co-developers of the site.

Madison Park High School (\$15 million) was recently completed and occupied under the Campus High Urban Renewal Project. The high school is located on the same block as the Occupational Resource Center and is within 10 minutes walking distance of the proposed Roxbury Crossing Station. The high school's potential student enrollment is 2,500 students (Map VI).

The Occupational Resource Center (ORC) is located on New Dudley Street adjacent to the recently completed Madison Park High School. Construction of the center began in Fall 1978 and its projected completion date is 1980.

ORC promises to be a significant and contributing link in the City of Boston's magnet school system. First year projected enrollment for on-the-job training is 2,500 students.

General Public Investments: Jamaica Plain

City of Boston capital improvements have been directed toward the renovation and/or construction of community facilities, parks and streets. Between 1968 and 1977, total public investments were \$23 million.

Southwest Corridor High School II - construction is expected to be completed in the Fall 1979 and is not dependent on the Orange Line Relocation Project schedule. The new high school is located on Washington Street between McBride and Union Avenue. First year projected enrollment is 1,500 students.

General Public Investments: Roxbury

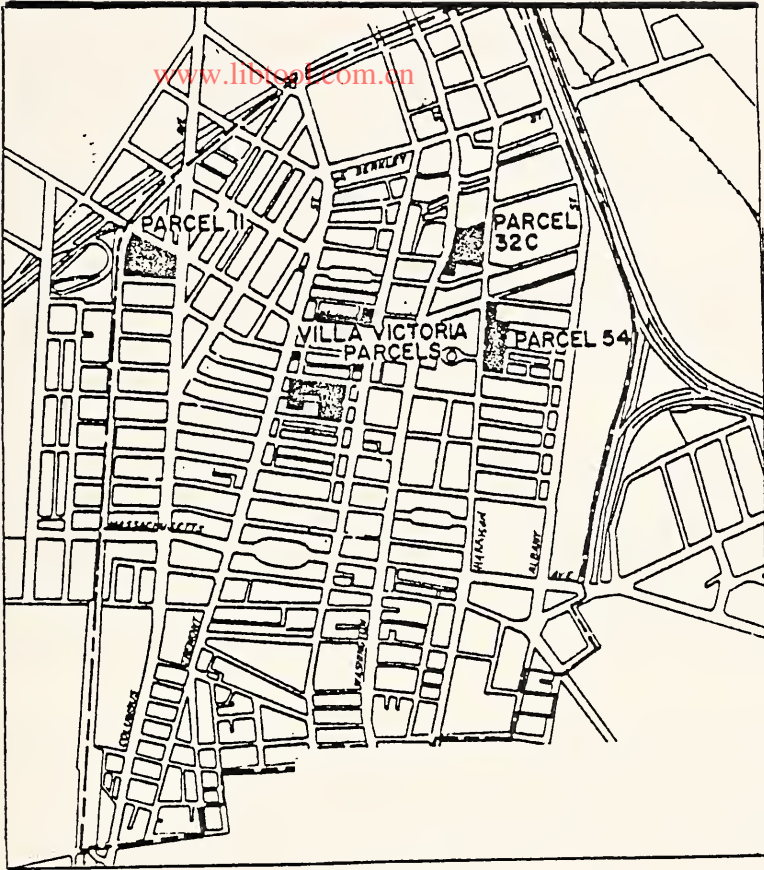
The City of Boston has targeted \$8.9 million of its 1978 Community Development Block Grant entitlements to a "Roxbury Neighborhood Revitalization Strategy." Over the past three years, the City of Boston allocated \$11.1 million to provide assistance to the Housing Improvement Program, street lighting, building demolition and vacancy rehabilitation of public housing and social services.

\$150,000 has been expended by the City of Boston for an engineering study on the construction of New Dudley Street, Phase 2. Under the city's plan for New Dudley Street, existing Roxbury Street would be widened in order to accommodate increased traffic volume from the Madison Park High School and the Occupational Resource Center.

General Public Investments: South End

In the context of mass transportation stations being designed to attract private investments, the following Urban Renewal sites are being planned by

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Map V

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the City of Boston and its Boston Redevelopment Authority as potential joint development projects.

Parcel 11: the "Tent City" site which is adjacent to the future intermodal Back Bay Station (MAP III). The proposed \$290 million Copley Place development which is near Copley Square and over the Massachusetts Turnpike, is also an abuttor to Parcel 11.

Parcel 54: development plans by the City of Boston have indicated a strong desire to use vacant parcels between Albany Street and Harrison Avenue for commercial and light industrial development (Map V).

Major South End and Roxbury arterial streets: Washington Street, Shawmut Avenue, Tremont Streets and Columbus Avenue will receive sidewalk improvements, tree plantings, new lighting systems and small urban parks; in addition the Boston City Hospital will receive \$48 million of city street improvements.

E. Southwest Corridor Marketability.

Since World War II, several rapid rail transit systems have been developed in North American cities, yet there is little evidence from these projects on the exact impact of transit station development on neighborhood development and a neighborhood's response (NDO project) to transit development. Various market analyses have assumed that the higher the accessibility, the higher the private market's response. (Marcou, O'Leary and Associates, Transit Impact on Land Development, June 1971.) Other market analyses have generally agreed that the most optimal benefit of any transportation corridor development is to redistribute regional growth around transit development rather than induce additional growth.

The assumption by Gladstone and Associates (Gladstone and Associates, Marketability Analysis for Southwest Corridor Area, 1970.) is that a strong commitment from the City of Boston to favor private investments would distribute economic activities to "weak parts" of the Boston region and that the Southwest Corridor could become a viable sub-regional center for development of specialized commercial office space. Such space could be oriented toward public and quasi-public leasing or combining the space needs of present institutions within reasonable proximity with new and/or planned institutional use, and overall creating the kind of development environment and incentives which will attract private investment. Public and quasi-public institutional leases would include higher educational facilities already planned for the Southwest Corridor, i.e., the new Roxbury Community College and possible expansion by Northeastern University; the proposed relocation of the Roxbury Post Office; and perhaps additional Federal General Services Administration leases as well as state and municipal administrative building construction.

Past studies on market trends in response to transit development have indicated that development tends to occur primarily in the vicinity of stations rather than between stations. The Orange Relocation Project has four advantageous joint development locations. One location is the Ruggles Street/Northeastern University Station area. The location of the relevant new MBTA stations are all within 10 minutes transit-trip time of the Northeastern University complex. This represents joint development potential of facilities by

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Northeastern University in the Roxbury area. For example, Northeastern's recent expansion in the South End community has included a proposal to purchase and renovate the Boston Arena for a 6,000 seat athletic facility.

A second major development potential area is the existing Dudley Station and Washington Street area. If the Dudley Station is removed without an adequate rapid rail replacement, SWCC expects that the Gladstone prediction -- the decline of the regional retail center -- will be realized. Consequently, there is a strong consensus among Corridor development groups that the Dudley Station area should be redeveloped and not allowed to decline further.

Jackson Square is a third major development marketing area. Jackson Square was identified as an area of strong development marketability by Gladstone and Associates. The Gladstone "Marketability Analysis" was based on the construction of I-95. Thus, the marketability of Jackson Square relative to transit station development will probably surpass development potential based on the "build I-95 assumption." With the barrier of the embankment removed, the commercial redevelopment of Jackson Square will become increasingly attractive.

Development potential around the proposed reconstruction of Back Bay Station, the third largest intermodal transfer station, represents strong development potential. This includes extensive air rights potential over the existing Turnpike interchange via a deck which will cover the new transit right-of-way from Dartmouth Street to Massachusetts Avenue. Another reason for expectation of significant joint development opportunities is that planning and development actors are assembled under one roof. Similar to the Parcel 18+ Task Force for the Ruggles Street/Northeastern University Station, there is an operating Citizens Review Committee which consists of South End and Back Bay neighborhood organizations and residents, city and state planning professionals, and representatives of Urban Investment and Development Corporation, the developer for the Copley Place site. The Citizens Review Committee meets regularly to evaluate the Copley Place development.

F. Neighborhood Development and Transit Impact Statement.

The balanced development of corridor neighborhood via NDO or "community development corporations," has been the basis of SWCC's long-term activities in considering the physical, social and economic redevelopment of corridor land. The vacant corridor land within, adjacent and immediately outside the MBTA right-of-way (city-owned and tax title parcels) is a crucial part of a comprehensive Neighborhood Development and Transit Impact Statement.

The Neighborhood Development and Transit Impact Statement addresses the concept of integrated community economic development and specific transit station impacts on neighborhood development. In the final section of the Draft Interim Report, we shall formalize the above points into a special transit/development district plan and a preliminary plan for a public land banking mechanisms.

Most conventional transportation, industrial, housing and commercial projects in the United States have been implemented on a one-by-one basis between the developer and a financial entity. Little, if any, consideration

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has been given to how one project might benefit from or be adversely affected by the development of another project.

The targets for implementing integrated community economic development is the area of vacant land within a one-mile radius of the MBTA right-of way and the low and moderate income residents who reside in this area. SWCC's initiative here is important for two reasons: first, such integrated planning will result in a better effect, as opposed to one-by-one implementation, of distributing the benefits of new and expanded local/regional growth to consumers and producers in impacted neighborhoods via the localization of expertise, knowledge and working capacity of site-specific NDOs; and second, given the goal of maximizing these benefits of growth with the leveraging of private investment, integrated development would imply increased levels of disposable income and career-ladder jobs at non-poverty wages for unemployed and under-employed Corridor residents. The housing rehab programs identified by Urban Edge, in conjunction with the Neighborhood Development Corporation of Jamaica Plain's commercial revitalization of the old Haffenreffer brewery building, is a reasonable example of integrated development which has become mutually supportive.

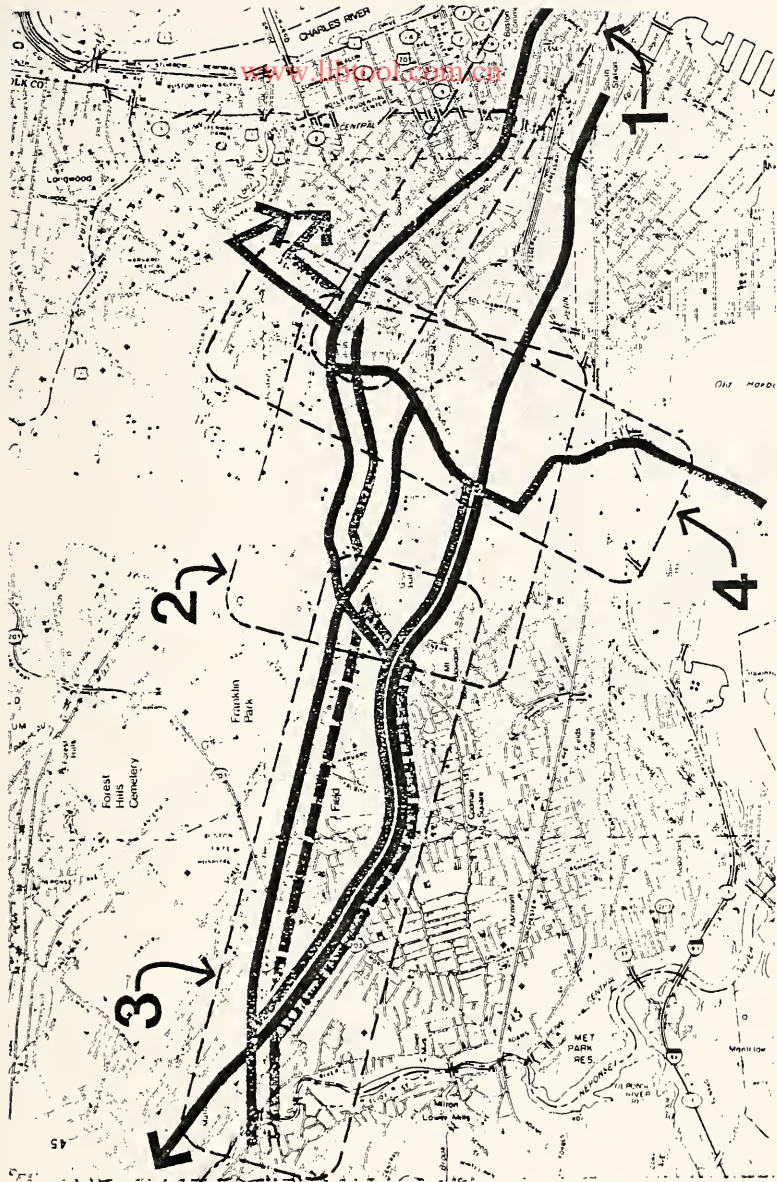
SWCC has supported the relocation of the Orange Line as a catalyst for joint community economic development around new transit stations. Because the relocation of the existing elevated line will deprive transit-riders from the South End, Roxbury, Jamaica Plain, Dorchester and Mattapan, SWCC has simultaneously advocated a transit replacement service prior to the proposed removal of the elevated line. To date, the MBTA's Replacement/Transit Improvement Study area has specifically included the South End, Roxbury, Dorchester and Mattapan communities (MAP VI). The Dorchester and Mattapan communities contain the most transit-dependent area in the Boston region, based on population, household income and automobile ownership. The ridership figures cited in the Orange Line Relocation: Final EIS (1978) substantiate needs statements for an adequate transit replacement service for the South End, Roxbury, Dorchester and Mattapan communities. Although UMTA officials have stated that the New Orange Line will compensate for any loss in ridership, SWCC is firm in its belief that an adequate transit replacement service will augment rather than compete with the New Orange Line.

Phase I of the Replacement/Transit Improvement Service Feasibility Report was completed in February 1978 along with an analysis of specific community alignment alternatives (Map VII, community's alternative alternative). At this writing, SWCC has little information of what alternatives have been acceptable to UMTA. SWCC is anticipating the start-up of Phase II of the Feasibility Study and will assist the MBTA in its analysis of alternatives for the future capital-grant application.

A further major corridor problem with respect to realignment of the Orange Line and related commercial development is the immediate and middle-range impact of station development away from the now heavily-traveled Dudley Station shopping area. The future of the Dudley Station shopping center has been one of two project priorities of the Greater Roxbury Development Corporation. SWCC has recommended that:

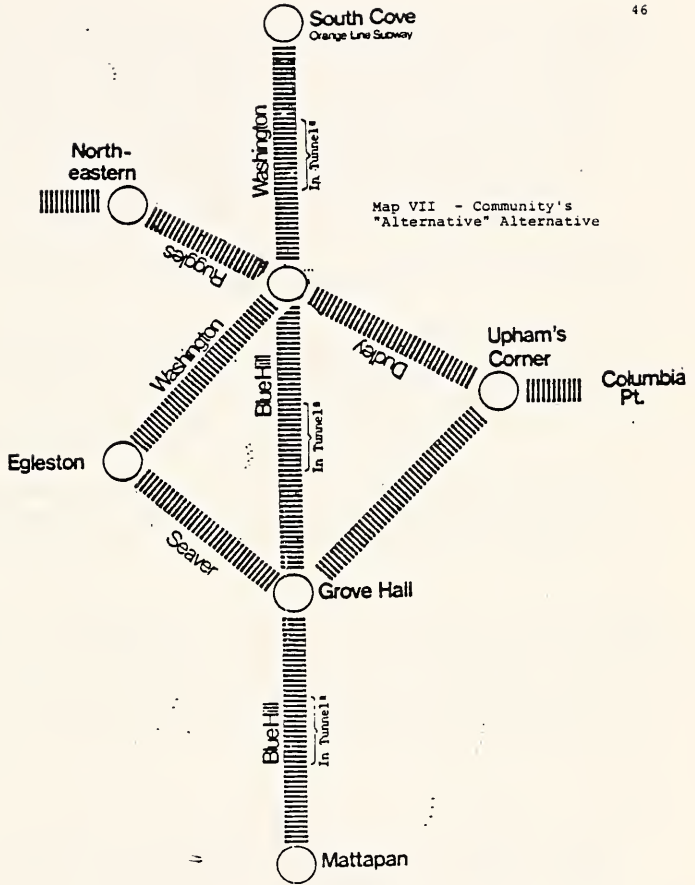
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MAP VI:
Redevelopment
Zones of
Transit
Service.

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1. The future of a "Dudley Station shopping center" should be decided only in the context of a Roxbury or corridor-wide land use policy. In this context, the scale and economic role of the center should be retained and expanded as an interrelated center with Ruggles Street Station (Parcel 18).m.cn
2. SWCC assumes that Dudley Station will continue to attract patronage from the public housing developments of Lenox-Camden, Orchard Park and Whittier Street, and neighborhoods of Lower Roxbury, the Highland Park and Mission Hill. With completion of Lower Roxbury Community Corporation's (LRCC) low and moderate income high-rise (elderly and family) and townhouse developments (383 units), expectations for quality commercial services in Dudley Station will gradually rise. At this writing, LRCC received approval of federal rental subsidies to finance 156 additional townhouses.
3. That planned open space and commercial facilities should compliment and enhance existing businesses in the Dudley Station shopping area.

The potential exists for a "crosstown transit link" to the Ruggles Street/Northeastern University Station intermodal facility on an alignment with a 40 foot reservation which would parallel the Crosstown Arterial Street. This recommended community alternative would facilitate intercommunity travel from Columbia Point and the soon-to-be opened Kennedy Library, Dudley Station and the Northeastern University and Fenway institutional areas.

To date, the proposed architecture for the Ruggles Street/Northeastern University Station has been somewhat overdesigned to accommodate planned bus berths. It is possible that this will preclude the future use of PCCs or light rail vehicle alignments.

With regard to the Forest Hills Station, the plans of the state Executive Office of Transportation and Construction require an extension of the relocated Orange Line beyond Forest Hills Station to Needham. However, the design of the proposed Forest Hills Station does not reflect this plan. Instead, station designs have indicated a bias for increasing bus service and automobile usage. SWCC has recommended that the size of the Forest Hills Station, relative to bus berths, be scaled down, and the proposed parking facility be held at most to 500 automobile spaces.

With regard to air quality, SWCC has assumed that the disposition of the federal government and the MBTA to increased reliance on bus feeder systems, to and from existing and future Orange Line stations, will more than likely exacerbate harmful levels of carbon monoxide and nitrogen dioxide in dense corridor neighborhoods. It is a commonly known fact, for example, that pollution levels in the City of Boston exceed the Environmental Protection Administration's acceptable limits of air-quality standards. SWCC has recommended that all transit replacement planning includes, if not supports, light rail transit wherever feasible.

III. Existing Local Resources for Neighborhood Development

The Office of Resource Development, Division of Social and Economic Opportunity, Executive Office of Communities and Development

The Office of Resource Development (ORD) works with community-based groups

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to organize and build their organizational capacity to carry out development projects which will impact their communities. The state Department of Community Affairs and ORD also fund studies of urban reinvestment strategies and policies which can be adopted by private and public institutions to revitalize depressed low income urban neighborhoods in the Commonwealth. From a total funding base of \$30,000, grant-service contracts are made available directly to community organizations.

The Community Economic Development Assistance Corporation

The Community Economic Development Assistance Corporation (CEDAC) provides technical assistance to community-based organizations. The corporation's assistance is provided by CEDAC's staff or consultants hired by CEDAC. Community organizations and their potential ventures can be assisted with the development of long-range economic plans, legal, business and managerial services.

The Community Development Finance Corporation

The Community Development Finance Corporation (CDFC) makes investments in business ventures that are undertaken by or in conjunction with community development corporations that are located in economically depressed areas. CDFC's \$10 million bonding has been invested as debt financing (loans with negotiable rates and terms) or equity (the purchase of common or preferred stock) or a combination of both. Private and/or public investment are also encouraged.

CDFC's initial capital via the sale of state general obligation bonds, were used to finance CDFC's corporate stock (1,000,000 shares). By investing these funds before they were needed for specific ventures, CDFC placed 1/2 of its funds in high yield government securities and 1/2 in banks throughout the Commonwealth, e.g., savings and loan associations, savings and commercial banks. The establishment of CDFC was a direct result of SWCC's collaboration with state Representative Melvin H. King and SWCC's report to the state Department of Community Affairs: Institutional and Commercial Development in the Southwest Corridor, July 1977.

Some examples of CEDAC's technical assistance and subsequent CDFC investment ventures are:

Greater Roxbury Development Corporation (GRDC) - Microdata Servicer, Inc. (MSI), Roxbury, MA; a microfilm/microfiche service company. MSI is a service company which converts data from a variety of sources including micro disc, to microfiche for easy storage and quick recall. The largest users of microfiche services are brokerage firms, banks, insurance companies, law offices, publishing houses, and government agencies. MSI also provides microfiche and microfilm duplication, and sells microfiche readers and printing equipment.

Public Investment: \$90,000 CDFC' \$160,000 Community Service Administration,
GRDC's federal funding source.

Neighborhood Development Corporation of Jamaica Plain - Conserve and Heat, Inc., Jamaica Plain, MA; a residential energy adult/retrofit company providing energy conservation services and home insulation contracting work. The business plan indicates that at the end of a 3-year period, the businesses will employ 15 individuals and reach close to \$500,000 in gross revenues.

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Public Investment: \$150,000, CDFC; \$25,000 equity to purchase 25% of the common voting stock, NDC owns 51% and employees will have the opportunity to acquire the remaining 24%.

Metropolitan Area Planning Council (MAPC) - Community Assistance Projects

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All MAPC member communities and appropriate non-profit organizations can qualify for an incentive grant, a technical assistance project or a center revitalization project which must relate to one or more of the adopted MAPC plans and policies in the following functional areas:

1. Land Use
2. Open Space
3. Housing
4. Water Quality and Supply
5. Transportation
6. Economic Development
7. Energy and the Built Environment

Incentive Grants: MAPC Cash Awards are provided for projects which exhibit intercommunity cooperation. Grants must be matched from communities involved.

Technical Assistance Projects. MAPC will allocate staff time and resources of up to one year to study and make recommendations on issues of concern to two or more communities.

Boston Natural Areas Fund

This corporation provides private and non-profit aid to neighborhood organizations which will protect and preserve existing neighborhood green spaces in Boston that are not now city-owned or state-owned parks, playgrounds or reservation funds. To date, the fund has only provided assistance to Boston neighborhoods of Dorchester and East Boston.

Boston Conservation Commission

The Commission seeks the permanent ownership of several sites of land in the Roxbury area. It works with neighborhood groups to determine the specific use of transportation open space areas. Maintenance contracts are executed between neighborhood groups and the Commission which stipulate that the neighborhood group could be funded by the Commission to maintain or manage the areas.

The Trust for Public Land (TPL)

The Trust for Public Land is a tax exempt public charity established to acquire and save land for the public's open space needs. The Trust acts as a self-sustaining conservation organization directing its energies to land acquisition. The Trust maintains a core non-profit land acquisition counselors whose skills enable communities to utilize their own resources in solving their open space problems.

Land acquisitions are financed with credit from major institutional lenders. For example, a \$10 million line of credit from a major U.S. bank was employed by TPL in three separate projects. Because of TPL's non-profit status, it can help a landowner utilize numerous tax advantages for charitable contributions, thus making a bargain sale or donation an attractive possibility.

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IV. Preliminary Plan

To reiterate, SWCC feels that the central focus of NDO joint development strategies must include the total corridor land as well as the MBTA right-of-way, i.e., the "excess" land immediately adjacent and outside the right-of-way (2 mile radius). A corridor-wide "Neighborhood Development/Transit Impact, Preliminary Plan" must therefore seek to emphasize and support an interrelated approach to public/private development and an improved transportation system. SWCC's "Preliminary Plan" for integrated land use is based on the following reasons: 1) the Department of Transportation or UMTA lacks the authority to implement much needed land control mechanisms; 2) at present, there is an institutional gap between the City of Boston, the MBTA and the Massachusetts Department of Public Works in planning and coordinating near future private development activities for the Southwest Corridor's "excess" land; and 3) there is no specific corridor-wide planning/development authority.

In the context of implementing integrated and joint development projects, a balanced transportation system, comprehensive land uses on a corridor-wide basis, and providing development (and pre-development) opportunities for "other" NDOs, SWCC offers the following corridor-wide (outside the MBTA right-of-way) "Preliminary Plan":

Note: Again, since the MBTA Station Area Task Force(s) and the Southwest Corridor Development Coordinator have jurisdiction over the "main corridor", i.e., the MBTA right-of-way, SWCC is primarily concerned with the vacant land immediately adjacent and outside the right-of-way within an initial 1-mile radius.

A. Special Transportation Redevelopment District

The proposed district would be delineated by the following boundaries: East Berkeley Street on the north, along Washington Street on the east, from Columbia Point and along the right-of-way for the proposed SWCC Replacement/Transit Improvement Service "alternative" alternative, No. 11 (See Map VII), along Seaver Street on the South and immediately adjacent to the Southwest Corridor right-of-way, from Massachusetts Avenue to Forest Hills.

SWCC's rationale for qualifying a special district by "transportation redevelopment" is that transportation improvements and development coupled with timely public improvements will: 1) improve local intra-community and intercommunity accessibility within the Southwest Corridor; 2) ensure quality municipal services which will serve and stabilize, rather than uproot incumbent corridor residents, especially public housing occupants and other low income residents; 3) improve the configurations of parcels for development, and upgrade certain sites which are undeveloped (late-action) for future use; 4) stimulate integrated district land uses; and 5) begin to reinforce the long range land development needs and desires of corridor residents -- especially along the following major arterial streets: Blue Hill Avenue, Washington Street, Shawmut Avenue, Dudley Street, Tremont Street, Centre Street, Lamartine Street, Amory Street, Columbus Avenue, Massachusetts Avenue and the Crosstown Arterial Street.

1. An updated Memorandum of Agreement and city ordinance would be sought from the City of Boston to the effect that no further zoning variances would be granted within this special district, especially in mixed zoning districts and notwithstanding the eminent domain powers of the Boston Redevelopment Authority and the Economic Development and Industrial Commission to grant such uses.

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2. Incentive and Special Zoning has been implemented effectively to encourage development and special transit related amenities in New York and San Francisco business and commercial areas. In exchange for higher floor area ratios (FARs), developers were encouraged to build portions of station, e.g., exits, commercial retail space, stair and escalator facilities. Toronto, for example, has permitted higher commercial FARs and apartment unit ratios to land within 1,500 sq. ft. radius from transit stations.

Major impacts of transit station development on neighborhood developments have generally occurred within a range of 1,200 to 1,800 sq. ft. radius of transit stations. Stations with bus feeder systems have influenced new development up to 2,500 sq. ft. from stations. Additionally, recognition of the potential impacts of station development on neighborhood development was assumed to be important in terms of public policy which will attempt to recoup some of the city's capital outlays, i.e., increased property taxes.

B. Master Plan - Special Transportation Redevelopment District

A Master Plan for the special district would be completed in two years with a multi-year UMTA commitment to examine the feasibility of "infant industries" and/or integrated community economic development between local NDOs and the private sector. Initial subtasks would include:

1. Demand Surveys for Existing Economic Structures

- Institutional Demand: identifying the kinds and qualities of goods and services purchased by existing or planned institutions within the special district and eventually the Boston Region, including: universities, hospitals, government agencies and non-profit organizations;
- District Enterprise Demand: identifying the kinds and qualities of goods and services purchased by "major" business firms in and near the special district, and their sources of supply;
- Identifying the concerns of existing businesses with regard to obtaining goods and services;
- Potential New Demand: identifying businesses which plan to move into or near the special district; plans for institutional relocation or expansion into or near the district, and all planned government investments in or near the district;
- Manpower Analysis: defining the present status of the labor-management force that is potentially available for staffing and employment in new and/or expanding businesses, and make reasonable manpower projections for the Boston region;
- Physical Characteristics: a categorization of physical resources by location, size, cost, condition and ancillary service availability; an inventory of vacant land, its renovation potential, ownership and zoning analysis.

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2. Institutional Planning

- an assessment of the major problems, needs and resources of the district;
- an assessment of the strengths and weaknesses of local NDOs;
- initial formulation of programmatic objectives and operating structure of NDOs in light of their respective joint needs and resources;
- identifying of banking institutions, venture capital firms, legal and accounting firms which are sympathetic to NDO efforts;
- establish a venture selection criteria for the district.

C. A SWCC Technical Assistance Program for Land Banking

The overall goal of this public mechanism would be to fill existing institutional gaps in planning and revitalizing vacant corridor land for the benefit of corridor residents. For example, almost no analysis has been done recently on the open space and recreational needs of corridor communities, and little information was available from responsible public agencies either in the form of current utilization data, services data or planned investment. Recreational and open space needs has been viewed by SWCC as one of the most reflected municipal functions in terms of city investments.

SWCC is currently pursuing a proposal to establish a permanent and self-sustaining technical assistance program that will assist potential and incorporated community land trusts in the disposition and revitalization of corridor "excess" land (initially), those trusts located in Southwest Corridor neighborhoods). SWCC believes that this technical assistance mechanism is justified by the need for a framework to centralize needed services for decentralized community land trusts. The following list indicates the Boston community land trusts which will soon need specific technical services: Central Roxbury Community Land Trust,* Fenway Community Land Trust,** Lower Roxbury Community Land Trust,** Mission Hill Community Land Trust,** South End Neighborhood Trust,** Highland Park Neighborhood Trust.**

Components of this proposed technical assistance program would be: 1) the training of a small cadre of urban land trust counselors with para-legal and real estate financial skills; 2) land banking educational/training workshops; 3) vacant land inventories; 4) legal and financial counsel; 5) national funding information; and 6) the establishment of an urban land program.

The public benefits of community land trusts in tandem with corridor-wide and neighborhood-based technical assistance organization are:

- Neighborhood Revitalization. What may begin as an open space program in one corridor neighborhood becomes a revitalizing force for transitional parks and playgrounds. It would give corridor residents further experience in making local land-use decisions, stabilizing neighborhoods, and making affected corridor neighborhoods livable.

* Incorporated
** Unincorporated

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- Community Ownership/Citizen Participation. Most urban dwellers become more committed to something they own or to something in which they have a stake. Urban or community land trusts could provide, with SWCC's technical assistance program, permanent vehicles for corridor residents to participate in land-use decision-making processes outside of the MBTA right-of-way. Finally, community land trusts represents a responsible alternative to any reliance upon local governmental agencies to provide neighborhood amenities.

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OCTOBER — NOVEMBER 1976

Center for Community Economic Development
NEWSLETTER
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The Southwest Corridor: Community Land for Community Use

In 1969 a grassroots movement mobilized against the construction of a 10-mile long, 8-lane interstate highway that would have torn apart several inner-city neighborhoods of Boston. Three years later, the coalition of inner-city and suburban groups had permanently halted construction of the highway, but not before a 3½-mile, 120-acre strip of land had already been razed. This strip, known as the Southwest Corridor, was to become the focus of controversy as the communities it bisected debated and planned its development with state and local authorities.

Today, over \$600 million in federal and state funds has been designated for a massive public works transportation project in the Corridor, and through the efforts of a unique community organization—the Southwest Corridor Coalition—the affected communities will benefit directly from this expenditure.

The Corridor, which has been a wasteland since the late 1960s when highway clearance began, now faces a brighter future. Recent events in the state—including the award of major federal construction grants for transit development, the funding of the Massachusetts Community Development Finance Corporation, which will provide equity investments for community development projects, and a guarantee to the communities of a certain percentage of jobs and subcontracts on transit construction projects—have brought the economic rewards of development into reach of its residents.

How these communities moved beyond protest to organize around the issue of land use as it was affected by transportation development is an instructive story for community economic development practitioners. Under the guidance of the Southwest Corridor Coalition, both low-income and affluent communities in metropolitan Boston have taken an unprecedented approach to insure their participation

in transportation decisions that vitally affect their interests. Through a unique form of citizen participation in the highway and transportation planning process, these communities now have a role in the development, as well as the possibility of ownership, of some of the 120 acres.

What is probably more remarkable, as Senator Edward Brooke points out, is that the Corridor is not just a "local project that brings hundreds of millions of public works and public improvement dollars into the area " but "a national model for the way to deal with metropolitan revitalization and growth." Counted among the Corridor milestones are the following:

- a highway has been halted and plans for a badly needed mass transit system substituted after a novel, participatory, community-government negotiation process
- transportation and urban planning have been brought from the private into the public realm
- a host of federal and state agencies, as well as community and elected officials, have cooperated in long-range community economic development planning
- communities have been assured input into planning decisions through an unusual Memorandum of Agreement signed by government and community leaders
- transportation dollars have been used to reinforce community development
- nonprofit community groups are the potential developers of the Corridor land

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• a precedent has been set for integrating transportation and commercial/industrial development with community needs.

THE CORRIDOR AND ITS COMMUNITIES

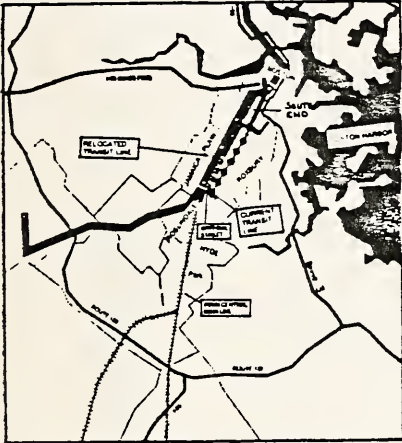
The controversial swathe of land runs from the center of the city southwest toward Route 128, a circumferential highway whose radius is roughly eight miles out from Boston's hub (see accompanying map). It cuts through the inner-city neighborhoods of black Roxbury; racially and ethnically mixed Jamaica Plain; and almost entirely white Roslindale and Hyde Park. Within ten years these and neighboring communities will have new transit lines and stations, parks and recreation areas, housing construction and rehabilitation, and industrial parks—all part of the revitalization of an area that has suffered severely from disinvestment and neglect.

The Southwest Corridor Coalition represents citizens from the communities of Roxbury, Jamaica Plain, and the South End in its advocacy efforts. Its 50 member organizations range from community development and civic groups to job developers, CDCs, business organizations, and social service agencies. As a nonprofit charitable corporation with a permanent staff of five and modest foundation funding, the Coalition originally was a regrouping of the many organizations that had banded together to oppose expressway plans. During the Corridor's ten-year history, it has led its constituency from a stop-the-highway stance through an advisory role on land use planning for transit development to a decision-making function on economic development issues. Under the banner "community land for community use," it monitors the work of state and city agencies, disseminates information to the communities about transportation and development plans, mediates between local interests, and provides the continuity for citizen participation in Corridor development. It has acted in the latter capacity through three gubernatorial and three municipal administrations.

Citizen and community rights in the planning process have been assured as a result of negotiation of a landmark Memorandum of Agreement, which was ratified in 1974 by the Governor and signed by all involved city and state agencies as well as by community leaders. The agreement commits the agencies involved not to make any final decisions without consulting neighborhood groups. In theory, this gives the communities an extraordinary degree of influence in determining their economic future.

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One result of this community input into the planning process is that Corridor communities will be the direct beneficiaries of a major relocation of part of Boston's rapid transit system. The communities involved can now anticipate erasure of an old, intrusive elevated line; elimination of a divisive 20-foot railroad embankment; new access to jobs in the central city; commercial development opportunities around transit lines and stations; and a chance to rebuild and reunite neighborhoods devastated by highway clearance and subsequent disinvestment.



Economic Benefits. Construction expenditures on the transit line relocation and development project are expected to approach \$540 million and to provide 18,500 jobs, with \$245 million in wages, during the six-to-ten-year construction period. Eighty percent of capital funds will come from the federal government, and twenty percent will be local share.

The Boston Redevelopment Authority estimates a \$300 million investment spin-off in housing construction in neighborhoods adjacent to the Corridor. The state itself has already applied for and the federal government has approved some \$96 million for a commuter rail upgrading program, and the City of Boston has earmarked nearly \$115 million in capital improvements in and around the Corridor to help upgrade neighborhoods and stimulate investment confidence.

All of these activities are expected to provide at least 2,400 permanent jobs, many of which will come

from proposed industrial park activity, with a \$21 million annual payroll, plus close to \$4.5 million annually in new taxes for the city and \$1.8 million for the state.

How will the communities participate in this activity? To make an investment in a public works project like mass transit that will benefit the community rather than bring more displacement and clearance, the jobs and the contracts have to be diverted, Elbert Bishop, current Coalition director, claims. "These are the two critical ways in which we defined the project to benefit the community. If people were going to stay here, there had to be income coming into their pockets."

In a city and state where the unemployment rate is above the national average, the jobs that transportation construction can provide are crucial. For both Roxbury and Jamaica Plain, the two neighborhoods most affected by Corridor land clearance and whose unemployment rates have climbed above 17 percent, access to those jobs has to be a priority.

To this end, last year the Coalition and other groups secured the application of a local affirmative action plan (known as the Altschuler Plan) for minority hiring to transit projects and state contracts in Roxbury; it guarantees 30 percent of construction jobs on a trade-by-trade basis to minority workers. Currently the Coalition seeks to have 50 percent of the construction jobs on sites within minority communities set aside for minority workers and 30 percent for minorities on jobs elsewhere in the Corridor, with 50 percent of such jobs to go to residents of those communities; percentages are to be determined on a trade-by-trade basis. In addition, the Coalition would like 30 percent of the dollar value of contracts set aside for minority contractors. (The 50 percent demand has been denied, but the local transit authority recently accepted the special provisions for minority contractor participation. However, Urban Mass Transportation Administration concurrence has not yet been received.)

The Coalition As Mediator

The task of making the Coalition an effective vehicle should not be underestimated. The communities forming the Coalition's constituency and power base reflect distinct ethnically and racially diverse neighborhoods, each with its own issues, concerns, and development approach.

"The Coalition works as a clearinghouse for groups within the Corridor," Dee Primm, Coalition

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public relations staffer, explains. "Previously many of the organizations did not know what the others were doing. By coming together in the Coalition, they were able to have a conference table to sit around, to coordinate their planning, and to seek each other's support."

For the communities of Roxbury and Jamaica Plain, where approximately 75 percent of the Corridor development is going to take place, the agendas are very different. Roxbury hopes particularly to capitalize on the new development opportunities that would come with the construction of new transit lines and stations. In Jamaica Plain, the emphasis is on uniting neighborhoods separated by the railroad embankment and strengthening the community's economic development potential. In the other neighborhoods, the focus will be on rehabilitation of existing housing and on construction of new playgrounds and housing for the elderly.



The different community agendas are reflected in their attitude toward Corridor development. The transit line construction stands to bring some obvious benefits to Roxbury, and citizen participation in the planning process has been enthusiastic. Jamaica Plain, on the other hand, has been slower to become involved in the planning process—perhaps because its section of the Corridor is smaller, there had been fewer land-takings, and the community was thus less affected by transportation decisions. The Jamaica

Plain community is wary of neighborhood change and of the impact that large-scale development might have on its residential character.

One of the most important issues for Jamaica Plain is the question of a major arterial street proposed by the transit plan, which will draw traffic from adjoining streets but in general increase the amount of commuter traffic through the community. There is a lot of community sentiment against the artery, but the state and certain business and elected political interests support it.

The Coalition has lobbied forcefully against the arterial street and has garnered support for its position among local pressure groups, but the final decision is the mayor's. Nonetheless, the Coalition's credibility in Jamaica Plain is at stake here, and it is very concerned over the outcome.

A Common Goal. Despite the various community agendas, the communities respect one another's positions, and recognition of the common goal overrides less important differences—and conflicts. In Boston, where neighborhoods tend toward ethnic and racial isolation and strife, the Coalition's working harmony is truly noteworthy. "We are one city, one Corridor, and we have to learn to live with one another," Polly Russell, Jamaica Plain liaison for the Coalition, declares.

Part of this operating style was bequeathed to the Coalition by its charismatic first president, Chuck Turner. As head of the Greater Boston Committee on the Transportation Crisis in the late 1960s, Turner set up a successful city/suburban coalition to deal with the highway issue. Polly Russell believes that it was Turner's commitment to the participatory process and his belief that "systems only work when they are the result of meeting everyone's needs" that has given the present Coalition its character.

Progress is slow and the process often cumbersome when so many organizations with so many interests have to reach a consensus, but the benefits of unity are obvious. "Instead of seeing only the separate pieces of the Corridor and trying to deal on that level," Coalition staff have stated, "we try to have the government regard the community as one entity and to deal with the Coalition as a spokesperson of the Corridor development project."

State Development Coordinator Anthony Pangaro claims that the ability of the Coalition to organize and represent many of the groups in the Corridor in this process makes his office's job a lot

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easier: "We have less difficulty in touching all the bases when there are effective umbrella groups."

One issue in particular, the commuter rail issue, illustrates the Coalition's commitment to mediation between different groups and to the process of democratic, participatory planning. During the last two years, the suburban residents to the southwest of Boston have been concerned about the effect on their lives of certain transportation decisions. Realizing the implications of the Corridor transit project—that they would be deprived of certain existing commuter access to Boston during a possible five-year period of Corridor construction, since Penn Central rail traffic would need to be diverted to a minor branch—they protested strongly to the federal authorities against the plan and over their lack of representation in the decision-making process.

The Coalition urged the state to deal with these communities in an open process, as had been done with the Corridor communities, which was correspondingly done via rail task force meetings. Obviously commuters to Boston will have to accept some disruption of normal service. But while some suburbanites realize that the city is important to them and are willing to pay the price, others remain bitter.



HISTORY OF THE CORRIDOR

The learning process has been a slow but valuable one for all parties. To understand just how far the Coalition has come and the magnitude of its task, it is necessary to go back ten years to 1966, when the Massachusetts Department of Public Works began to clear land for the extension of Interstate 95. By early 1969, a strong and vocal protest movement had organized, concerned about the ecological impact of

the highway as well as the disruption of inner-city neighborhoods. From all around metropolitan Boston, activists, neighborhood residents, academics, transportation planners, and suburban environmental groups mobilized as Operation Stop to halt construction of the expressway. Later in that year a regional coalition of neighborhood organizations—the Greater Boston Committee on the Transportation Crisis—held the first of a number of public demonstrations, protesting the highway and demanding alternatives.

Early in 1970, in response to community and local political pressures, then-Governor Francis Sargent declared a moratorium on new highway construction within Route 128, pending a full-scale review of transit and highway plans. A year later a study group—the Boston Transportation Planning Review (BTPR)—was established to study regional transportation needs. Under a \$3.5 million grant from the federal Department of Transportation, the BTPR was asked to examine alternatives to, as well as, highway construction—to decide, in effect, whether mass transit or highways should be emphasized—and to consider land development possibilities within the cleared area. In addition, the BTPR was placed under a mandate to operate an open planning process that would encourage citizen participation.

Community Participation in Land Use Planning

Many of the groups whose protests had prompted the Governor's moratorium had coalesced by 1971 into a broad-based organization, the Southwest Corridor Land Development Coalition, known popularly as the Southwest Corridor Coalition (SWCC), which at that time represented 30 community organizations. Its position was firm: better mass transit, which would increase resident access to jobs in the central city, and development of the cleared land would best serve inner-city neighborhoods, while few neighborhood people would benefit directly from the construction of the highway. It was not only neighborhood disruption the Coalition objected to, but that residents were going to lose inner-city land whose development would otherwise benefit the neighborhoods' economies.

"We knew that transportation was going to change land values in the area," states Bishop, Coalition director. "The issue was that either the new transportation was going to help the community or was going to end up displacing everybody. . . . So our whole focus became how to make this project supply maximum benefit to the community."

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With financing provided by the Model Cities Administration and the CDC of Boston, a local consultant firm, Cities, Inc., was retained to work with the Coalition and the affected communities to prepare a land use plan that would rely on an expanded and improved mass transit system in the Corridor, rather than on a highway, and that would relate closely to the mass transit options being studied by the BTPR.

Consequently, in 1971, when the BTPR work culminated in a series of reports, many of its results supported the position taken by the Corridor communities and expressed in the Cities, Inc., study with respect to the mass transit option and land development. Testimony presented at public hearings that same year by at least 1,000 organizations and individuals clearly showed that public opinion was against the highway.



As a result of the hearings and pressure from environmental groups, the Governor halted construction on the Southwest Expressway in November 1972. This major public policy decision allowed for the diversion of highway funds to intracity transit and land development. It was a risky and unprecedented procedure since the legislation that could actually make this possible had not yet been passed.

Unfortunately, the reversal of the decision to build the highway came too late: \$17 million of highway land-taking had already resulted in the removal of some 500 residences and 160 commercial properties. In Roxbury, the hardest hit area, families were uprooted and forced to relocate; the population declined from 20,000 in 1960 to 16,000 in 1970, due to urban renewal as well as to highway construction. Close to 300 firms were displaced, and remaining area businesses lost revenue. In Jamaica Plain the land-taking had not been contiguous as it

had in Roxbury, but the effects of loss of land and the threat to community cohesion were equally strong.

The communities believed that they paid a high price for the ill-conceived highway plans which did not include the replacement of housing or jobs and ignored the real need for transportation within the area. These communities resolved, therefore, that any new plans had to be in their best interests; now that the land was cleared, they were determined to participate in the planning and to capitalize on this new opportunity for revitalization and development.

A new round of Corridor development began. Community residents—with the Coalition as intermediary—entered into the planning process. In July 1973 the Governor appointed a development coordinator, Anthony Pangaro, to bring together various public agencies and citizens' groups. Pangaro's role was to manage the affairs of the state agencies involved; to coordinate and insure the participation of all concerned parties in the planning of the Corridor development; and to make certain that the communities' concerns about land use were taken into account.

Transportation and Development Objectives

In June 1974, the Southwest Expressway was officially dropped from the Federal Interstate Highway System plans. The allocated funds were transferred under provisions of the 1973 Federal Highway Act to the construction of transit.

As spelled out in a report issued that summer by the Coordinator with the assistance of a minority consulting firm, the major objectives of the transit project design included: 1) relocation and depression of a section of the Massachusetts Bay Transit Authority (MBTA) rapid transit system. This would involve nine new stations and would take the place of the present Penn Central Railroad tracks and embankment; 2) demolition of a three-mile section of the Penn Central embankment which had disrupted the communities and its replacement by five depressed tracks (two for transit, and three for Amtrak and commuter rail); 3) the construction of a motor artery from central Boston to the inner suburb of Jamaica Plain, rerouting traffic from residential areas and providing access to early development parcels; 4) replacement of antiquated elevated transit facilities and provision for their replacement in several communities; 5) extension of current transit lines to more outlying areas; and 6) improvement of suburban commuter services.

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This report, which was funded by the Massachusetts Department of Community Affairs, represented a year's planning by the many individuals and community groups involved in the process and the Coordinator's staff. Its recommendations were supported by Governor Michael Dukakis and incorporated in plans forwarded to the federal Department of Transportation for approval.

Progress to Date

Environmental Impact Analysis. By early summer 1976, engineering work on the massive transportation project still awaited final public hearings on the Environmental Impact Analysis of the relocation and arterial street design, and publication of a final Environmental Impact Statement. Hearings were scheduled for June 22 when the Coalition balked, claiming that in the state's final press to complete the EIA to capture funding in Washington, the communities had not had an adequate opportunity to review a new, less expensive alternative analyzed by the state and introduced in the last month of the study. (The state, having heard informally from federal officials that the project cost was too high, preferred a project design that had many of the same attributes as the originally proposed plan but had lower costs. The EIA therefore offered an analysis of a variety of alternatives for community comment.)

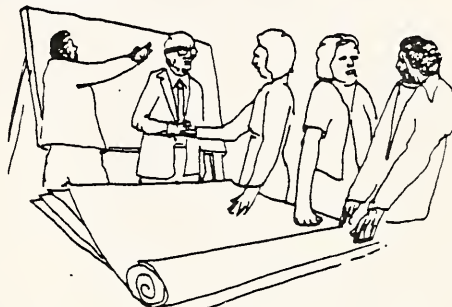
The Coalition urged postponement of the hearings for a month in order for the communities to review alternatives such as a partial rather than total depression of the rail lines and the raising of cross streets and ground levels at public housing projects. Without time to study these, the communities would be endorsing a project they did not fully understand and that was not necessarily in their best interests.

The state, on the other hand, believed that the development of the land was critical and that in the interest of time the document should be submitted to Washington as scheduled so that the project would not be delayed. The community was assured that the project design would be adjusted in accord with community wishes as soon as engineering began.

Before the impasse could be resolved a strike by state civil service employees intervened and the original hearing date was postponed for a month. During that time both the Coordinator's office and the Coalition encouraged public discussion of the alternatives. When the hearings were finally held in mid-July, they attracted a remarkable number of groups

and residents from all strata of the Corridor communities. The media attendance count at the two-day event was 600, and a host of others were represented by letters supporting the community position.

The Coordinator's office set up a task force to determine the height of the rail alignment and to discuss and re-engineer the compromise design alternatives to reflect community concerns. Changes were made within two weeks of the hearings, and an amended EIA and project application submitted to Washington.



Land Writedown. Another impediment to progress had been the delay in determining the amount the state must pay the federal government for the land originally taken, once highway plans were abandoned.

The Corridor land carries a price tag of \$22 million, which represents what the federal government paid originally for its acquisition. However, the state expects that land used for transit, roads, or open space will be exempt from payback, which should lower the total cost of the parcel. In addition, agreement must be reached over the price of land used for other purposes, such as housing, industrial use, and parks. This would again alter the cost of the land.

Minimally, the Coalition hopes that the federal government will help to write down the cost of the land by accepting less than full reimbursement. Such land writedowns are considered crucial for carrying out urban land development projects. To this end, it asked federal Transportation Secretary William Coleman to intercede with the highway authority in negotiations.

Many of those sympathetic to Corridor development—including state officials—hope that

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the federal government can be persuaded to forego payment and/or to transfer title to a state or local agency on the grounds that this would serve an important public purpose. It is their view that if the land is turned over for public use there should be no cost at all.

Late last year a meeting was arranged by Senator Edward Brooke between Secretary Coleman, the Coalition, and representatives of the many involved federal and state agencies to discuss the problem of land cost and its effect on Corridor development plans. A major hurdle was cleared when Coleman agreed to lower the reimbursement payment for Corridor land; he was impressed by the way the state has actively tried to consider the wishes of its people in developing the Corridor.

Specific payback issues are still being negotiated between the Secretary of Transportation, the Coordinator, and the Federal Highway Administration; a decision favorable to the state could mean that Massachusetts would pay only \$4 to \$5 million, a price that increases the feasibility of community ownership and development.

Last year, urged by the Coalition and the Coordinator, the Governor agreed to separate the repayment negotiations from the land development transfer arrangements, so that development could proceed, unburdened by the payback issue.

Development Under Way

As a result of the meeting with Secretary Coleman, \$40 million has been released to date for Corridor projects by the Urban Mass Transportation Administration of the Department of Transportation; \$29 million to complete a transit tunnel and \$11 million to upgrade 9 miles of Penn Central tracks.

In addition, the Federal Highway Administration has approved a \$5 to \$7 million arterial street in lower Roxbury for which engineering will begin this fall.

Four million dollars has been freed for advance engineering on the transit line relocation, but construction will be held up until the EIA issue and subsequent grant application processes are completed.

The progress of the Corridor and the benefits for the communities involved exemplify how resident participation in the decision-making process can pass beyond the traditional advisory (or even protest) role and achieve stronger and more equal representation. "Neighborhoods can work with governments, as well as in opposition to them," the Coalition staff affirms.

According to Coordinator Pangaro, it has been clear to the state from the beginning that the project could not be accomplished without community participation. He has declared emphatically that "the process that we followed has led somewhere; and because it's been adhered to and people have some faith in it we've moved beyond planning to construction."

COMPREHENSIVE DEVELOPMENT FOR EFFICIENT LAND USE

A key feature of Corridor development for both the Coalition and planning authorities is joint development—the planned integration of transportation with the building of commercial and industrial facilities. Sensible though it may sound, a total development approach that would take into account traffic flow, housing patterns, and access to jobs, shopping, and recreational and educational facilities is difficult to implement. It requires a shift in traditional governmental thinking about transportation projects from a narrow focus on engineering planning to a consideration of broader economic and social goals. It necessitates coordination of agency responsibilities and requires bringing neighborhoods into the planning process.

Pangaro is enthusiastic about these joint development possibilities and the precedent that has been established here of intercommunity and interagency coordination and planning. He feels that the magnitude and unusual nature of the situation—starting a highway and not finishing it—gave rise not only to the creation of his Coordinator's office, but to the "cooperative spirit that exists between various agencies which otherwise would have less incentive to deal with one another."

In both the private and public sectors, plans for the joint development of the Corridor have gained a remarkable degree of cooperation and support. The First National Bank of Boston, for instance, has agreed to sponsor the Coalition within the business community, and foundations are becoming increasingly interested in development possibilities in the Corridor.

The fact that some of the Corridor developers are nonprofit community organizations will have a distinctive impact in the transportation and urban renewal fields. CDCs and other community groups hope to capture the potential that Corridor development offers for minority- and community-owned businesses. For example, the CDC of Boston,

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in the Roxbury impact area, is working together with other CDCs and a nearby university on developing industrial parks and commercial centers on prime Corridor land. The Roxbury Action Program, an experienced self-help neighborhood development organization, will undertake the revitalization of an historic square adjacent to the Corridor. RAP's plans include construction of 140 housing units and renovation of recreational facilities in its area. The Lower Roxbury Community Corporation, which successfully guided Roxbury neighborhoods through two urban renewal projects, plans to build 80 to 100 units of family housing on Corridor property.

The development of the Corridor is of utmost importance to a variety of community groups whose focus is not solely economic development but who see land ownership and development as essential for meeting community needs for housing, recreation, and social services. In addition, there is great potential for private development in the areas adjacent to the Corridor. The aforementioned projects have already begun to create a confident environment for minority entrepreneurs and have led as well to the formation of community-based construction firms that plan to take advantage of development opportunities. The \$10 million funding in October 1976 of the Massachusetts Community Development Finance Corporation offers community groups the potential of development capital and increases the prospects for revitalizing this business-poor area.

A crucial next step for the Coalition is to help determine the development approach for Corridor land. The Coalition is currently proposing a new Memorandum of Agreement that would give the neighborhoods sign-off authority on any land disposition by the state. Then it will have to determine what decision-making mechanism will be used to plan and carry out development, what kind of development it will be, and, ultimately, who will control that development.

The possibility is under consideration of establishing a community land trust for the Roxbury section of the Corridor. As well as making the final decisions regarding land disposition, the trust, through the ownership of land, would capture any appreciation in land value that would accrue from development and return this to community projects.

Transportation and Public Works

"The notion that people benefit from construction projects or public works projects in general is not a

new one," Pangaro asserts. "In this case there's a transportation project which has merit in and of itself. If you add to that the benefit to the people who live in the neighborhood of having a better transportation project and a share in construction up the street, you have multiplied the value."

The trend toward significant community sharing in the economics of federal transportation construction is evident as well in areas other than Boston's Southwest Corridor. Rapid transit projects in Washington, D.C., Atlanta, Baltimore, and Denver have provided the means for increased minority participation through job and contractor set-asides. Transportation projects associated with the reorganization of freight lines in the Northeast represent a multibillion dollar opportunity for contractors. Clearly, federal transportation construction expenditures are a rich lode that community development organizations and minority enterprises should not neglect mining.

"Participation in transportation is new to minorities," Dee Primm asserts. "Social services have been around—so have civil rights, the antiwar movement, antipoverty—but transportation and transportation development is a whole new bag."

"We're not asking for anything unreasonable, though—we're not asking for a Kennedy Center. We're asking for small pieces that we know we can handle on a neighborhood scale. I think we have the right to ask it."

As Senator Brooke in a recent speech said "The Coalition movement which ultimately stopped the highway from leveling vital neighborhoods was not new or revolutionary. It represents in a large sense what our metropolitan areas were and are today. The Coalition was [citizens] who were convinced that they did not need to submit to decisions made by technicians of the past in a bureaucracy which had not considered their needs. They learned their rights and exercised them"

"In the finest tradition of change in our nation, the Coalition members were builders not naysayers. They have reminded us all that legitimate protest is not necessarily an adversary relationship but can be an advocacy process."

Deanna Brown
Cynthia Rose

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THE REDEVELOPMENT OF THE SOUTHWEST CORRIDOR

PLANNING & POLICY

- FEDERAL**
 Environmental Protection Agency
 Department of Transportation
- STATE**
 Governor's Office
 Office of State Planning
 Executive Office of Transportation & Construction
- REGIONAL**
 Metropolitan Area Planning Council
 Joint Regional Transportation Committee
- CITY**
 Mayor's Office

PROJECTS

- FEDERAL**
 Amtrak
 Urban Mass Transit Authority — Mass Transit
- STATE**
 Department of Public Works — Roads/Highways
 Mass Bay Transit Authority — Mass Transit
- REGIONAL**
 Metropolitan District Commission — Parkways/Recreation
- CITY**
 Economic Development & Industrial Commission — Industrial Development
 Boston Redevelopment Authority

NEGOTIATED AFFIRMATIVE ACTION POLICIES

GOVERNMENT



FINANCE AND TECHNICAL ASSISTANCE

- FEDERAL**
 Community Services Administration
 Economic Development Administration
 Small Business Administration
 Office of Minority Business Enterprise
- STATE**
 Industrial Development Finance Authority
 State Office Minority Business Assistance
 Mass Housing Finance Authority
 Community Development Finance Corporation
- Mass. Commission Against Discrimination

COMMUNITY PARTICIPATION

SOCIAL SERVICE AGENCIES

- Bosbury Multi-Service Center
 Cambridge Task Force
 Third Mile
 Cooper Community Center
 Roxbury Federation of Neighborhood Centers
 Jamaica Plain Ecumenical Social & Action Council
 Jamaica Health Tenants Management Council
 Roxbury Community College
 Association for Better Housing
 Spanish Alliance
 Mission Hill Circle Federation
 South End Neighborhood Action Program
 United Neighbors of Lower Roxbury
 Museum of Afro American History

COMMUNITY DEVELOPMENT CORPORATIONS

- CDC of Boston, Inc.
 Circle Venture Capital Fund, Inc.
 Roxbury Action Program
 Lower Roxbury Community Corporation
 Lena Park Community Development Corporation
 Small Business Development Center
 Urban Edge, Inc.

JOB DEVELOPERS

- Contractors Association of Boston
 Third World Jobs Clearing House
 United Community Construction Workers
 Opportunities Industrial Center
 Roxbury Area Planning Council
 Action for Boston Community Development

BUSINESS ASSOCIATIONS

- National Business League
 Dudley Merchants Association
 Roxbury Chamber of Commerce
 Community Businessmen's Association

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COMMUNITY-LEVEL PLANNING FOR JOINT DEVELOPMENT

Urban Mass Transportation Administration (UMTA) Technical Study
of Community-based Joint Development Activities related to the
Boston/MBTA/Orange-Line Transit Realignment

PART II:

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

Neighborhood Development Organization Project Report

United South End Settlements
August-December, 1979 - (USES)
Boston, Massachusetts

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COMMUNITY-LEVEL PLANNING FOR JOINT DEVELOPMENT

Urban Mass Transportation Administration (UMTA) Technical Study

PART II: COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

Neighborhood Development Organization Project Report

United South End Settlements (USES)

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I. Introduction & Summary.

United South End Settlements (USES) is one of six neighborhood development organizations (NDO's) currently working on the Southwest Corridor Joint Development Project. This project is funded by the Urban Mass Transportation Administration to sponsor community level planning and analysis of development opportunities within the Southwest Corridor area. As part of the stated work program, the six NDO's were to prepare neighborhood transit responses; these would include technical evaluations, findings and recommendations relative to specific development projects, particularly those adjacent to and affected by the relocated MBTA Orange Line and replacement transit service along Washington Street.

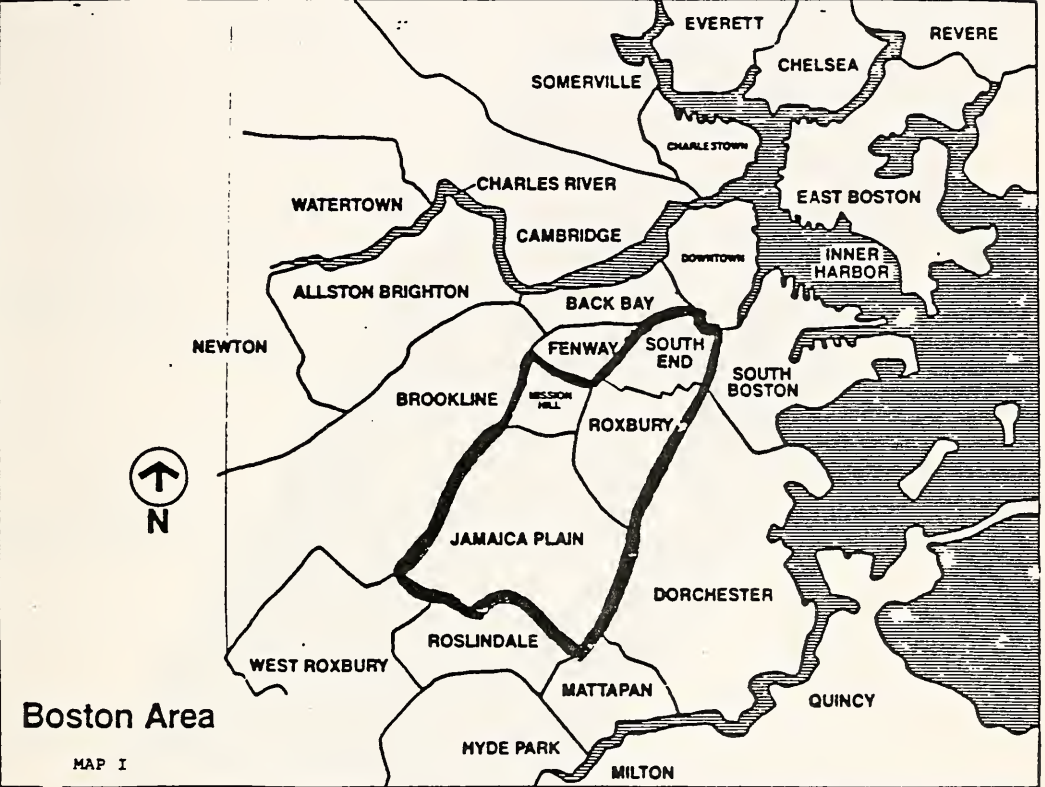
Over the course of Project Working Committee meetings it was suggested that this transit response be incorporated into a Comprehensive Economic Development Strategy (CEDS) for each of the neighborhoods involved, similar in format to that currently being developed by the City of Boston. CEDS for the neighborhoods within the Southwest Corridor area are proposed as complementary to that of the City for the purposes of taking Citywide economic development goals and bringing them to the neighborhood level to target their implementation.

In addition, CEDS for the neighborhoods of Jamaica Plain, Mission Hill, Roxbury and the South End/Lower Roxbury will necessarily place particular emphasis on the impact of proposed transit changes on development opportunities, and vice versa. The South End/Lower Roxbury CEDS is also proposed as a working document for future projects which may be undertaken by the United South End/Lower Roxbury Development Corporation (UDC).

References to the South End will include that area defined by the South End Urban Renewal Project; that is, the traditional South End as well as Lower Roxbury southward to Sterling Street (see area and neighborhood maps to follow). Project Area boundaries extend from the Massachusetts Turnpike on the north, to Albany Street and the Southeast Expressway on the east, to Sterling Street on the south, and to the Penn Central alignment on the west.

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Boston Area

MAP I

SOUTHWEST CORRIDOR
GENERAL LOCATION IN BOSTON

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Commonwealth Avenue

Hancock Bldg

new Copley Place Development

Prudential Bldg

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Back Bay

Fens

Northeastern University

Museum of Fine Arts

New High School/Vocational Center

Brigham Circle and Medical Complex Area

Roxbury Community College

Hyde Square

Hispanic Shopping

New High School

Arnold Arboretum

SOUTHWEST

Back Bay Station

Massachusetts Avenue Station

Existing Dudley Station & Washington Street Elevated

Ruggles Street Station

Roxbury Crossing Station

Jackson Square Station

Boylston Street Station

Egleston Square

Existing Washington Street Elevated Orange Line

Green Street Station

Franklin Park

Forest Hills Station

SOUTHWEST CORRIDOR

ORANGE-LINE ALIGNMENT

MAJOR EXISTING FEATURES

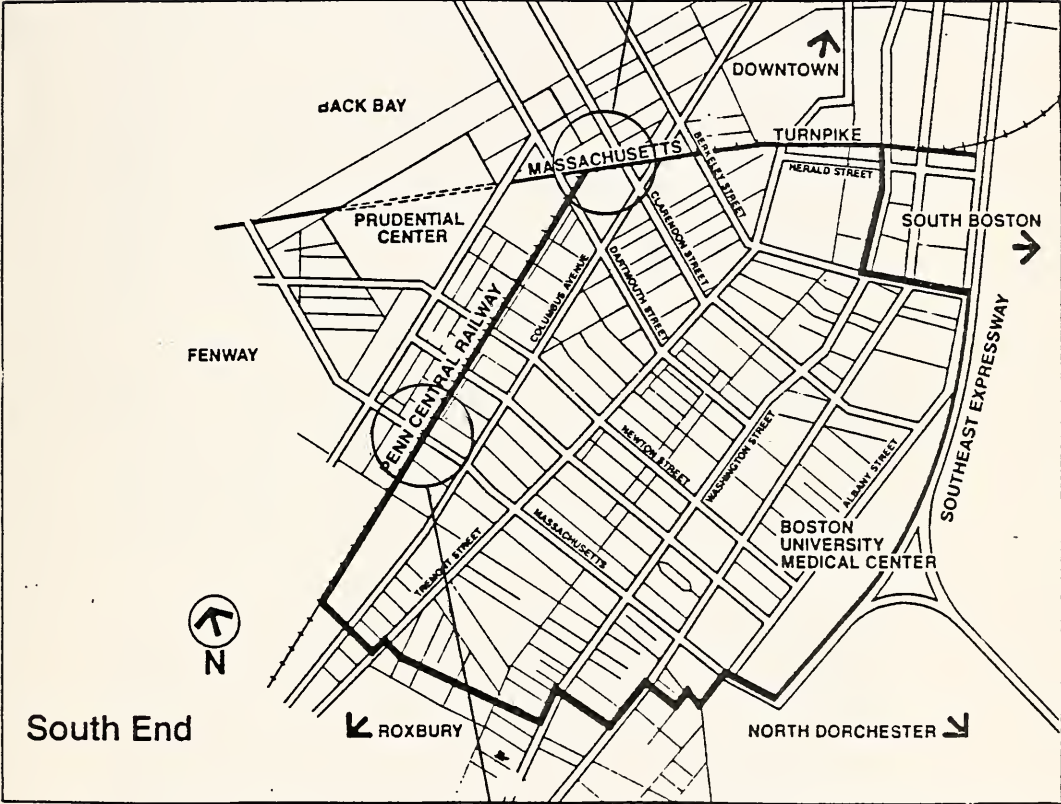


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Back Bay Transit Station Area
Copley Place Development Site
(Hotel/Offices/Retail)
Tent City Housing Site

4.



Massachusetts Avenue Transit Station Area
Major Node for Bus Inter-connections
Commercial/Housing Reuse & Renovation
in Adjoining Block

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Until the mid-nineteenth century, the area now known as the South End neighborhood of Boston consisted of only a narrow strip of land connecting Roxbury and Boston. In the 1850's, ~~with this neck was enlarged~~ by a series of massive land fillings which eventually created both the South End and Back Bay. The South End's large-scale bowfront row houses were developed on this fill primarily as a real estate venture to encourage middle and upper-income families to move into the area. By the 1860's, families had begun to do so, although never in the large numbers originally envisioned by the area's developers. The days of the South End as a fashionable neighborhood were thus numbered, as wealthier persons preferred the nearby Back Bay and working class families and newer immigrants began to settle in the South End. The bank panic of 1873 is often credited with the area's "final demise"; many local realtors went bankrupt and resulting foreclosed properties were sold at very low prices. By the turn of the century, the South End had become a port-of-entry neighborhood, home to a wide variety of ethnic groups, and its housing stock had been converted into the nation's largest lodging house district.

In the 1950's, the South End reached its population high of 57,000 people and the accompanying highest population density of any area in the City. While the neighborhood's housing stock was physically deteriorated from many years of neglect and vigorous use, the South End was an area that provided affordable housing for many people. The neighborhood was by this time also home to large numbers of jazz clubs, bars and liquor stores, and in the minds of many outsiders it was an area associated with vice and a wide range of social problems.

In 1960, the South End was given a high priority by the City of Boston to become an urban renewal area. Lengthy community negotiations followed, and the original plan developed for the neighborhood was rejected. From the very onset of these renewal discussions, a major concern expressed was whether physical renewal of the area could be accomplished while also insuring the availability of housing at rent levels affordable by lower-income residents. A revised plan was approved which placed particular emphasis on rehabilitation of existing housing, as opposed to clearance and new construction. In 1965, the South End/Lower Roxbury neighborhood was designated the South End Urban Renewal Project by the Boston Redevelopment Authority (BRA). This Urban Renewal Project is the largest in the United States, covering 606 acres of land and over 200 separate renewal parcels. The project plan

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set forth a substantial work program which included: concentrated ~~code enforcement~~ and the acquisition of real property; the relocation of 3,550 people; rehabilitation of existing housing and physical infrastructure; new construction; and the re-relocation of those displaced residents back into the neighborhood upon replenishment of housing stock. Needless to say, the South End's designation as an urban renewal area has had a far-reaching impact on the neighborhood over the past fifteen years.

When planning for the South End Urban Renewal Project first began, the neighborhood's strengths were seen as twofold. First, the South End at that time was a viable alternative for low-income persons in that it offered housing at rents they could afford. The neighborhood had historically been an unusually diverse one and its residents seemed tolerant of this variety of population and lifestyles. Secondly, the area held considerable potential to attract middle and upper-income persons back into the City by reason of the very characteristics which its original developers had hoped to capitalize on; that is, the neighborhood's close proximity to the downtown area and the architectural character of its housing stock.

Over the course of urban renewal, many people began moving back into the South End for all of the above reasons. However, unforeseen problems soon arose in that the costs of rehabilitating the neighborhood's row house stock far surpassed any original estimates inherent in the original Urban Renewal Plan. Increasingly the South End's newer residents have been primarily young, single professionals able to afford the area's rapidly rising housing costs. Thus the successes of the Urban Renewal Plan also became its problems, and the South End has become the prime local example of gentrification and displacement of previous residents.

During the past year the BRA has been conducting the necessary activities to accomplish a closeout of the South End Urban Renewal Project. These activities have been undertaken at the insistence of the Department of Housing and Urban Development (HUD) and in cooperation with the City of Boston as part of the financial settlement for the Project. Closeout activities have prompted a strong community response and an assessment of the original goals of the Urban Renewal Plan as compared with the development activity which has taken place. A major concern among residents and neighborhood groups is the fact that the South End Project

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is only partially completed. Physical improvements originally in the Urban Renewal Plan have occurred behind schedule, in selected areas, and in some cases have been deleted in revised versions of the original Plan. As part of the urban renewal process, there are now approximately 120 buildings and parcels of land that were taken through eminent domain or which were scheduled to be acquired through the BRA. These parcels constitute major remaining resources within the South End. Future disposition and development plans for these buildings and land will play a crucial part in determining the direction of the neighborhood over the next ten years. Despite completion of an Environmental Impact Statement (EIS) on the South End Project, the process of disposition of these parcels and comprehensive plans or strategies to fulfill the goals of the original Urban Renewal Plan have not yet been developed by the BRA.

With the closeout and financial settlement of the South End Urban Renewal Project in sight, there are serious doubts that the BRA has the resources and commitment necessary to complete previously committed replacement housing, as well as other scheduled public investments which would benefit the entire South End community. Over the course of urban renewal, numerous neighborhood block associations, tenant organizations, and ad hoc groups have been formed, often representing a wide range of interests. The South End often functions like a city in microcosm, and at times its various organizations and populations have been played off against one another. The neighborhood remains a diverse community, although at this point there is considerable feeling that this diversity is at a major turning point. For these reasons, a community development corporation (CDC) to serve the South End community is currently in formation. It is anticipated that the United South End/Lower Roxbury Development Corporation (UDC) will provide the appropriate vehicle for future housing and economic development projects to occur with the concensus of and for the benefit of the majority of the South End community.

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II. Neighborhood Assessment.

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A. Demographic Data.

Total Population Change for the South End, 1950-1975*

	<u>Population</u>	<u>Percentage Change</u>
1950	57,218	
1960	35,002	-38.8%
1970	22,680	-35.2
1975	24,688	+8.9

The South End's current population of approximately 25,000 represents a dramatic change from its 1950 high of 57,000. The City of Boston as a whole experienced sizeable losses in population between 1950 and 1960 during the development of many nearby suburban areas, although the South End's percentage loss was the highest in the City. The neighborhood's further decline in population between 1960 and 1970 is attributable to the early demolition phases of the Castle Square area during urban renewal as well as the conversion of many lodging houses into more spacious apartments or single-family homes. Recent smaller increases in population can be credited to the construction of new, largely subsidized housing and the rehabilitation of formerly vacant or underutilized buildings.

Race and Ethnicity

	<u>White</u>	<u>Black</u>	<u>Hispanic</u>	<u>Asian, others</u>
1960	58%	39%	1%	2%
1970	41	39	7	13
1978**	46	29	19	6

As noted earlier, the South End has been the home of many successive ethnic groups over the years. Ethnically, over 40 nations of origin and races have been identified in the neighborhood. Over the past twenty years, the most notable changes in the South End have been the increases in the area's Hispanic and, to a lesser extent, Chinese communities. More recently, over half of the South End's Caucasian residents have moved to the neighborhood within

* Sources: U.S. Census data for 1950, 1960 and 1970; State Census data for 1975.

**Survey by Consensus, Inc. conducted for the BRA, July 1978; approximately 4% of the South End surveyed.

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the past five years.

As noted in the BRA's South End District Profile, although overall the South End has retained its widely discussed racial and ethnic diversity, this diversity does not apply evenly to all sections of the neighborhood and, in fact, almost fails to occur at all in some census tracts. Findings of the recent Consensus survey also confirm the fact that the South End's Caucasian, Black and Hispanic communities differ markedly in terms of income and employment levels, household size and family composition. The uses of any "average" values for the South End have very little meaning unless each of the neighborhood's major ethnic groups are also considered individually. This same consideration must also be applied to discussions of South End census tracts, as various tracts appear to be very much influenced by adjacent developments and are skewed in terms of ethnic composition and income levels.

The South End's Caucasian population, for example, consists largely of unmarried persons and family groups in which there are no children. These residents tend to be better educated, have higher incomes, and are more likely to be employed and to own their own homes. Black residents form the second largest ethnic group within the South End and account for approximately one-third of the neighborhood's population. On all indices of socio-economic status, Black residents "fall between" Caucasians and Hispanics, yet are closer to Hispanic residents. In comparison with the neighborhood as a whole, South End Black residents also tend to be an older community. Hispanic residents now account for almost one-fifth of the South End population and are more likely than other groups to be married and have more children. By all accounts, Hispanic residents are by far the least privileged of the South End's ethnic communities.

B. Household Income.

The median income of South End households is now approximately \$9,000.; this represents a substantial increase over the 1970 median of \$6,122. and is largely accounted for by the influx of young professionals into the neighborhood in recent years. The median income in Caucasian households is \$12,600. per year, as compared with \$7,900. in Black households and \$5,600. in Hispanic households. Again, median incomes also vary widely when broken down by census tracts. Median incomes within the neighborhood range from \$5,500. in census tracts 711 and 712, which include the Cathedral

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Housing Project, to over \$15,000. in tracts 703 and 706, the areas closest to the Prudential Center and Copley Square.

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C. Housing.

When urban renewal plans for the South End were first proposed, BRA surveys counted 26,128 dwelling units in the traditional row house stock. Of these, the 1965 Plan called for the demolition of 5,215 units or 20% of the housing stock. Of the remaining 80%, 11,941 units or 57% of the total stock were found to be in substandard condition and were scheduled for rehabilitation. The Urban Renewal Plan set forth ambitious goals for new construction of housing for low and moderate-income persons. Particular emphasis was placed on housing for the elderly, which reflected the neighborhood's population and their housing needs.

Over the course of urban renewal, the number of dwelling units in the South End has decreased substantially; current estimates range from 10,719 to 14,550 housing units. At the start of urban renewal, the South End had 4,700 lodging house units. By the Spring of 1978, only 140 licensed lodging houses remained with a probable equal number of unlicensed lodging houses. Conversions of lodging houses can therefore be credited with a sizeable portion of the decrease in dwelling units. However, no recent housing counts or updated surveys of housing conditions have been taken. The full extent of private market rehabilitation and accompanying market rents will probably not be known until the 1980 Census is conducted or until the City of Boston completes its reassessment of properties to comply with 100% valuation.

Considerable data does exist on subsidized dwelling units in the South End although again, subsidized housing has been estimated to comprise between 30% and 40% of the neighborhood's housing stock. The vast majority of newly constructed housing developments within the South End over the course of urban renewal have received some form of subsidy to accommodate low and moderate-income residents. These developments have been a source of controversy for a small but vocal group of newer residents, who have also brought unsuccessful suits before HUD in attempts to stop the construction of subsidized housing within the neighborhood.

The BRA has acknowledged the fact that it has not yet met its original goals for construction of new housing

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units within the Project Area but cites that when subsidized rehabilitated units are included, the total "meets the goals and objectives of the Renewal Plan." In fact, \$9 million of subsidies in the form of low-interest 312 loans have been distributed over the course of urban renewal to private investors, including speculators, as well as owner-occupants. The median income of persons receiving these loans has been estimated at \$18,000. It should be noted that these loans were a vehicle originally designed to enable low and moderate-income persons to become homeowners. In addition, any future rehabilitation or construction of new housing in the South End, particularly BRA-owned properties, will have to include some form of public subsidy, i.e. land write-downs or site preparations. Given current construction costs, these subsidies will occur even if the end result is housing which sells or rents for the maximum market rates. The issue is thus not just one of subsidized Section 8 housing, but rather subsidized housing for whom and what form of subsidy. The BRA has issued an in-house study and a staff policy on subsidized housing in the South End; however, this policy has not yet been approved or adopted by the Authority's Board of Directors and its future at this time remains unclear.

The South End Project Area also includes the Boston Housing Authority (BHA)-owned Cathedral and Lenox-Camden Housing Projects. These projects are included in most counts of subsidized housing in the South End although there are many vacant units and both projects are in need of major repairs. CDBG funds have been slated for Cathedral in particular to accomplish these repairs for several years in a row, yet to date they have not occurred. The management and financial capabilities of the BHA are currently under court scrutiny, and the Authority may possibly be placed in receivership. Residents of both Cathedral and Lenox-Camden have expressed concern over future plans for their buildings, and tenants at Cathedral have recently formed the South End Neighborhood Trust to investigate options for tenants to acquire the project.

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D. Community Services.

The abundance of social service agencies in the South End relative to the total number in Boston to some extent reflects the various needs of the neighborhood's population. A myriad of agencies, both public and private, carry on programs funded by a combination of private grants and public expenditures, such as CDBG or Title 20 State Welfare funds. In addition, institutions such as the Boston City Hospital and University Hospital medical complexes are located within the South End but also serve residents Citywide.

A December 1978 directory of human services programs serving the South End includes agencies which provide child care, educational, elderly, employment, health care, housing, legal, recreational, alcohol and drug abuse, and youth services. Some of these programs are located in large community centers such as the Blackstone Community School, the Cooper Community Center, Ellis Memorial, and the Harriet Tubman House; others operate from storefront locations. Churches have also historically been a basic provider of social services, and presently there are more than a dozen in use in the neighborhood.

There is some controversy within the South End over the abundance of social service programs in the neighborhood. Some residents oppose them because of the large number of program centers located within the South End's boundaries, yet others believe they serve a vital purpose by addressing neighborhood needs and enhancing the quality of life for the South End community.

F. Commercial and Industrial Areas.

The South End's four major commercial arteries- Columbus Avenue, Tremont Street, Shawmut Avenue and Washington Street- currently consist of many smaller businesses sorely in need of rehabilitation and large numbers of vacant or underutilized storefronts. A substantial amount of housing rehabilitation and development activity has occurred in the South End over the course of urban renewal, although this activity has taken place primarily on the residential side streets. The four major corridors have experienced very little investment and are generally in decline.

The majority of the approximately 175 businesses in the South End/Lower Roxbury* are small, neighborhood-oriented stores whose customers have traditionally been local

* USES survey, Fall 1978

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residents. These businesses have historically found it difficult to obtain conventional financing and affordable technical assistance. More recently, newer residents of the South End have tended to be middle and upper-income individuals who shop on a Citywide basis. Resulting increases in purchasing power and changes in patterns of demand have placed a great deal of pressure on these local businesses to adapt. In many cases they have not had the capability or access to resources to respond to these changing neighborhood demands. The lack of an active local merchant's association has also hindered these businesses in their dealings with the City in particular.

Several proposed development activities in or near the South End will also have an impact on these commercial corridors in terms of increased market potential and changing access to the area. The proposed Copley Place development, as most recently presented, will consist of a \$290 million hotel, retail and office complex. While this project has the potential to offer many employment opportunities for local residents, adverse impacts on the South End may include further stimulus to an already climbing real estate market. These price increases would also affect local businesses, many of whom only rent the storefronts they are located in. While neighborhood businesses are rated very poorly by residents, local stores are nonetheless relatively well patronized and, given the appropriate assistance and access to capital, may be able to capitalize on their convenient locations. Relocation of the Orange Line to the Penn Central alignment will result in new rapid transit stations at Back Bay and Massachusetts Avenue; these developments will substantially increase foot traffic in the area and should prove a boon to local businesses, particularly those along Columbus Avenue.

Light industrial and manufacturing land uses in the Lower Roxbury section of the South End date back to the end of the nineteenth century. Today, similar uses in the South End are primarily located along Albany Street and Harrison Avenue. Major employers in this area include the Boston Flower Exchange, New England Nuclear, the Stride-Rite Shoe Company and Relief Printing and Electric Specialty Co.

Abutting this area, at the intersection of Mass. Avenue and the Southeast Expressway ramp, is the 40-acre site

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of the proposed Crosstown Industrial Park. Community Development Corporation (CDC) of Boston and the Economic Development Industrial Corporation (EDIC) are co-developing this site with the use of City and EDA funds for land acquisition, public improvements, and rehabilitation of an adjacent building into office and incubator industrial space. Digital Equipment Corporation, a major computer manufacturer, is presently completing a new 58,000 square foot facility within the Crosstown Park. Approximately 300 persons will initially be employed, with future expansion planned. The entire Industrial Park is expected to generate 200 construction jobs and 3,000 permanent jobs over a four-year period.

G. Employment and Labor Force Characteristics.

The Consensus survey provides the most recent data on employment (and unemployment) in the South End. Approximately 9.6% of the South End residents surveyed were unemployed and seeking work, as compared with 8.5% of all Bostonians*. For minority groups in the South End the figures are even higher- 13.2% for Black residents and 15.4% for Hispanics, while 5.6% for Whites. The unemployed are disproportionately older and younger workers, and in the labor and blue-collar sectors.

The number of blue-collar jobs for both the City and the South End have decreased with the increasing shift to service sector employment. The decline in the industrial sector reflects the general state of the New England economy, as manufacturers have generally moved to the suburbs. Given the mismatch of jobs and skills, job development for South End residents is an overwhelming priority area as determined by 90% of those persons surveyed by Consensus. Approval of programs and policies which would result in the creation of employment opportunities is understandably strong among the unemployed, but is almost equally strong among those in stable employment.

H. Transportation.

As noted in the South End Project EIS, while urban renewal activities during the past fifteen years have played the major role in influencing the neighborhood, during the next fifteen years planned transportation improvements in the area will, more than any other type of public investment, help determine the future of the South End. As mentioned earlier, the neighborhood's major arterial streets

* June 1978, Mass. Division of Employment Security

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include Columbus Ave., Tremont and Washington Streets; crosstown traffic is primarily accommodated on Mass. Avenue and, to a lesser extent, on West Newton and Dartmouth Streets.

Although less than half of all South End households own an automobile, the neighborhood is located in a vulnerable "gateway" position in close proximity to the downtown and Back Bay areas. Of those residents employed within the South End, 71% walk to work while 11% take public transportation; of those employed elsewhere, 20% walk to work and 38% take public transportation. Thus the vast majority of traffic in the South End is generated from areas outside of the neighborhood.

In the Summer of 1972, an ad hoc neighborhood group known as the South End Committee on Transportation (SECOT) completed a study which resulted in recommendations to the Boston Transportation Planning Review. Proposed plans included: the narrowing and reconstruction of Columbus Ave. and Tremont Street; improved local bus routes; building a light rail transit system to replace the El along Washington Street; relocation of the Orange Line; and a series of direction changes on South End side streets to discourage commuter traffic. SECOT members had previously persuaded the MBTA to extend one of the South End's major bus routes (#43 Eggleston) along Tremont Street into the downtown retail center. By 1975, after numerous discussions with BRA and City officials, the street changes proposed by SECOT were put into effect. Although several businesses along Shawmut Avenue were hindered by its conversion to a one-way street, the street changes have been largely successful in deterring through-traffic on South End side streets.

In terms of public transportation, the South End is primarily served by the #43 and #1 (Dudley/Harvard) bus routes and the Orange Line El on Washington Street. South End residents, however, are presently poorly served by the Orange Line. There are two stops at the less populated edges of the neighborhood: Dover Station at East Berkeley Street and Northampton at the intersection of Mass. Ave. and Washington Street. Neither is easily accessible for most South End residents.

The relocation of the Orange Line and the implementation of replacement transit service along Washington Street will greatly improve this situation and will also have a major impact upon existing reuse parcels in the Mass. Ave. and Back Bay Station areas as well as the Washington

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Street commercial areas.

Other major scheduled transportation improvements include the reconstruction of Columbus Ave. and Tremont Street. Proposed plans for both streets include wider sidewalks, landscapings, pedestrian neckdowns at intersections as well as major resurfacing. Currently ten sewer and storm drain separation contracts are underway throughout the South End, including Columbus Ave; 75% plans for the reconstruction projects have been approved by the Federal Highway Administration (FHA) with 100% plans soon to be submitted. Final scheduling of these improvements will follow completion of the sewer and storm drain contracts as well as FHA approval.

I. Past Neighborhood Development and Investment.

Over \$90 million in public funding has been spent in the South End since 1965, primarily through urban renewal. Public investment has included a new branch library, elementary school, \$48 million in improvements to Boston City Hospital, and several new community parks. Street and sidewalk improvements have also occurred throughout the area. Further urban renewal investment will be limited due to the impending project closeout and financial settlement negotiations between HUD and the City of Boston.

Private investment in the South End has primarily consisted of residential improvements on side streets. Yet, despite widespread investment in both housing and commerce, housing deprivation and inadequate commercial districts still exist in the South End.

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III. Local Capacity/Resources for Neighborhood Development.

A vast number of local organizations exist in the South End; these include neighborhood block associations, tenant organizations, ad hoc groups and organizations involved in human services, housing, and community and economic development. Some of these organizations have a long history in the community while others have been formed in response to more recent developments, particularly urban renewal.

Inquilinos Boricuas en Accion (IBA) is a not-for-profit, primarily Hispanic housing development and management corporation engaged in the social, physical and economic renovation of the area known as Villa Victoria (formerly Parcel 19 of the South End Urban Renewal Plan). Original BRA plans called for large-scale demolition of this area and new construction of housing, recreational and commercial space to service the surrounding areas which were being rehabilitated. No relocation plans had been made for residents of this area, and execution of the plan would have meant destruction of the existing community and displacement of its residents, 90% of whom were low-income and living in substandard housing conditions. IBA eventually negotiated a community plan which included rehabilitation of existing sound structures, new construction of family and elderly housing (staged to allow gradual relocation of people within the area), and construction of a Puerto Rican-style plaza. IBA currently manages 653 housing units for low and moderate-income residents, 489 of which were developed by IBA while the remaining 164 units were completed with other community group and HUD assistance. IBA has also received BRA and HUD approvals to construct Vivendas II which, when constructed, will consist of approximately 200 units of housing and ground level retail facilities. This project is currently held up because of a law suit filed in the U.S. District Court by the Committee for an Open Review Process. Since both HUD and the BRA have approved this development effort these agencies are attempting to resolve this suit as quickly as possible so that construction can begin.

The Lower Roxbury Coalition for a Community Land Trust is a more recently formed organization. This group is comprised primarily of residents of the Lower Roxbury section of the South End, an area which currently includes many vacant parcels of land. It is in the process of legally establishing a land trust and has requested that all BRA-owned buildings and parcels of land in the area be conveyed to this land trust to be banked for future development. These

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requests were made during the EIS neighborhood meetings and a petition of 150-200 residents was submitted to the BRA supporting this group's proposal. To date, the Land Trust Coalition has not received any written or official response to their proposal; they are being assisted by Warwick House and the National Community Land Trust Center in their efforts.

The South End Neighborhood Trust was also recently organized and created with the assistance of the National Community Land Trust Center. Its membership is comprised primarily of residents in the Cathedral, IBA and Eight Streets area of the South End. This group expects to develop plans to convert the Cathedral Housing Project into a cooperative or some other form of tenant ownership and/or control. A major concern of this organization is the possibility that when the Orange Line Elevated is removed, there will be an attempt to convert Cathedral into a market-rate rental development. This land trust will also be developing other proposals for the re-use of BRA-owned land and buildings in the adjacent areas.

The South End Project Area Committee is the neighborhood-elected organization established to oversee and provide input to the South End urban renewal process. SEPAC was established after two years of urban renewal struggles in 1969 with a Charter from the City of Boston. The organization deals with housing, urban renewal and community development issues within the neighborhood and consists of 39 members elected biennially in elections conducted by the City's Election Department. SEPAC also publishes a community newsletter and is recognized by the City, BRA and HUD as the official Project Area Committee (PAC) in the South End urban renewal area and as the "primary agent" of the South End community.

Tenants Development Corporation (TDC), a not-for-profit housing development and management corporation, was established as a mechanism for low-income and Third World residents of the South End/Lower Roxbury to create housing alternatives to the inadequate situations presented to them. After several years of building neglect by absentee landlords, tenants adopted a new approach of: pooling their resources and working collectively to purchase the substandard dwellings that housed them; rehabilitating the structures; and managing the properties themselves. In 1968, TDC was incorporated as a tax-exempt organization involved in tenant-run housing rehabilitation and management. Currently, tenants are managing 56 rehabilitated

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row houses for low and moderate-income households. TDC is also attempting to negotiate the acquisition of an additional 21 BRA-owned buildings and 20 tax titled buildings in the process of being taken over by the City of Boston. If developed, these buildings would result in approximately 100 dwelling units.

United South End Settlements (USES) is a private, not-for-profit human services and community development organization serving the South End/Lower Roxbury neighborhood. USES conducts a variety of programs and services oriented to a diverse and constantly changing neighborhood, and maintains the flexibility to change its programs as neighborhood needs change. USES programs and services include the Child Development Program (family, after-school and group day care); Family Life Education and Counseling Program; and the Older Adult Program (group work services, individual counseling, nutrition and hot lunch). USES youth and training programs include the Cooperative Economic Development Youth Program and Youth Essential Services for Chinese youth. The Worker Advocacy Program works to improve employment options for local residents, while the Children's Art Centre conducts art classes and workshops. During the summer, USES also conducts a resident camping program as well as a day camp. USES operates its programs from four centers located throughout the South End.

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IV. Preliminary Development Plan for the Neighborhood.

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Over the course of the Southwest Corridor Joint Development Project, USES staff have identified two priority sites for joint development. These include a cluster a predominantly vacant and underutilized buildings in the Mass. Avenue Station Area, and the Tent City site.

In the Mass. Avenue area, USES staff, on behalf of the United South End/Lower Roxbury Development Corporation (UDC), have developed proposals to rehabilitate a total of four buildings on the corner of Mass. and Columbus Avenues. The proposed properties are currently owned by the BRA, which is anxious to make them tax producing. The current designated developer for these properties has been unable to obtain financing and has indicated that he has no objection to UDC pursuing the proposed projects.

Specifically, UDC has submitted a proposal for HUD Section 202 funding to rehabilitate 569-573 Columbus Avenue into 22 units of elderly and handicapped housing; the anticipated cost of this development is \$755,000. UDC has also applied to the EDA Office of Special Projects for funding to rehabilitate 426-434 Mass. Avenue into office and ground floor retail commercial space. Estimated project costs for this development total \$1.1 million; of this, UDC has applied to EDA for \$880,340. As organized, UDC's articles of organization and by-laws have received preliminary approval from the Massachusetts Community Development Finance Corporation (CDFC), and will thus be eligible for CDFC financing, including a potential local match to EDA funding. It is anticipated that both of the above projects will make a significant improvement in this area, which is currently in need of substantial rehabilitation. The HUD 202 development will provide much needed elderly housing in close proximity to local services, including the USES Older Program Program, while the proposed office and commercial space will provide employment opportunities for local residents and improve the commercial viability of this area.

In addition, USES staff have also been working with the Tent City Task Force (TCTF) to develop feasibility studies and development guidelines for the Tent City site, a major, largely vacant parcel located adjacent to the proposed Copley Place development and Back Bay Station. The Task Force was organized in response to the need to develop

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22 units
Elderly Housing
17,000 s.f.
Office space

Columbus
Avenue
Commercial
corridor

Tent City Site
270 d.u.
new
construction

Copley Place
Development
Site
Hotel-Office
Retail

Hancock
Bldg.

United South End Settlements NDO
Development Impact Analysis Area

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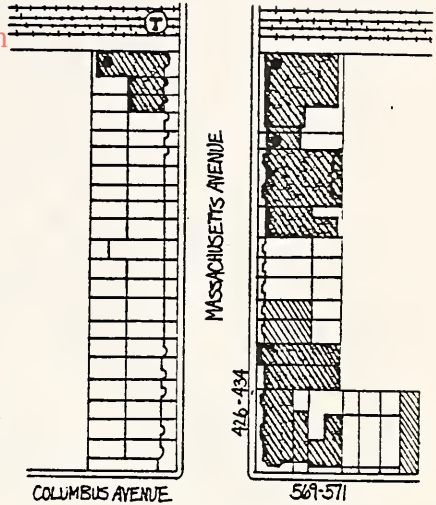
JOINT DEVELOPMENT SITES IN THE MASS. AVENUE STATION AREA

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- 426-434 Mass. Avenue: office and ground floor commercial space
- 569-571 Columbus Avenue: 22 units elderly & handicapped housing

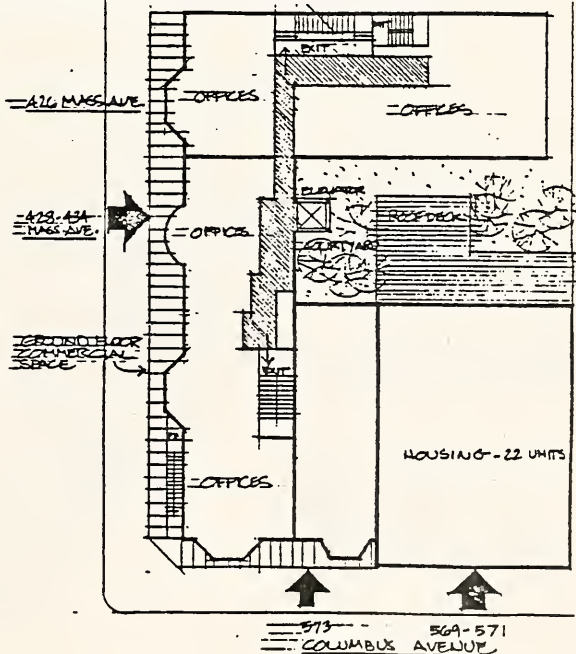


MASS. AVENUE STATION
 BRA OWNED PROPERTIES
 VACANT/UNDERUTILIZED PROPERTIES
 SCHEDULED FOR DEMOLITION

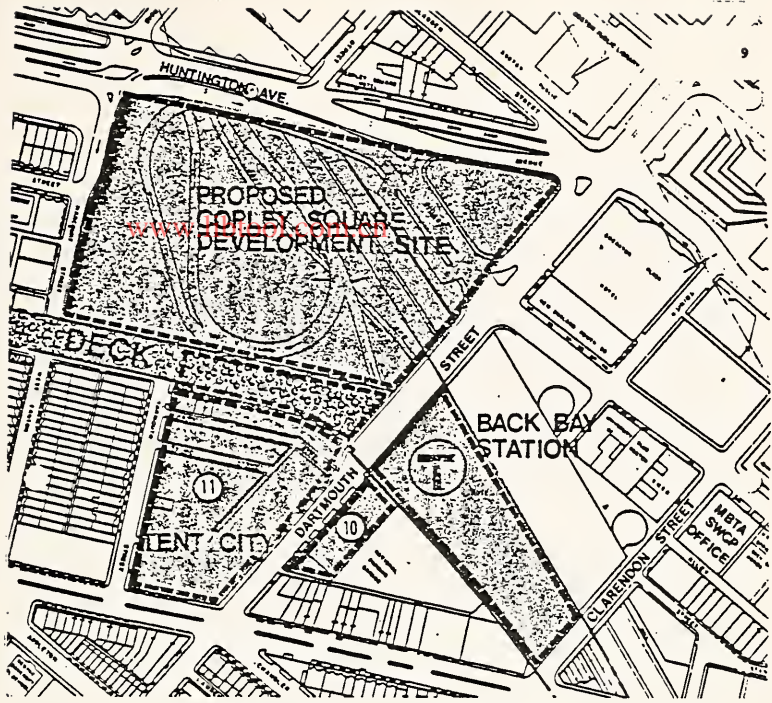


SITE LAYOUT / 426-434 MASS. AVE. & 569-573 COLUMBUS AVE.

11.



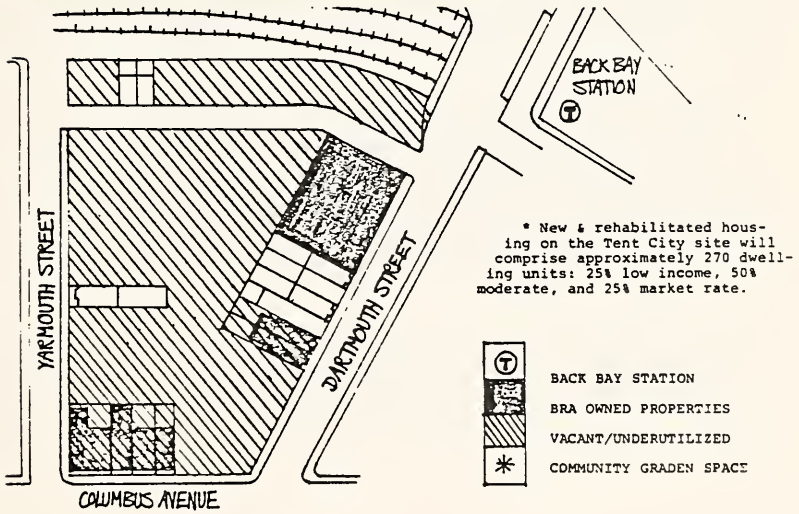
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Map III - Back Bay Station, Tent City Site and Copley Square Site

12.

JOINT DEVELOPMENT SITES IN THE BACK BAY STATION AREA



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affordable housing for residents in danger of being displaced. ~~Eleven years ago~~ in April 1968, several hundred residents occupied the Tent City site to protest urban renewal-related displacement. Over a period of four days, this demonstration grew into a well-organized squatter community housed in scrap-constructed huts and tents (hence the name Tent City). Subsequently, as the BRA took initial steps to acquire and develop the site, the Task Force was formed and became a subcommittee of SEPAC. The Task Force has worked successfully with the BRA to renovate the "Frankie O'Day block" on Columbus Avenue, adjacent to Tent City, and to develop an innovative program for low and moderate-income homeownership.

More recently, the Task Force has developed a preliminary plan for housing on the Tent City site. The Task Force has, for the past several months, been meeting with the BRA to agree on parameters and establish feasibility of the proposed housing. The TCTF and the BRA have tentatively agreed that the proposed housing would have a composition of 25% low-income, 50% moderate-income, and 25% market rate units and would include family, elderly and handicapped, and efficiency units. A major emphasis of this proposed housing would include ownership by individuals, through low and moderate-income condominiums, cooperatives and traditional homeownership models) and not-for-profit ownership. The Task Force has recently hired a Project Manager, and USES development staff with continue to work with this group as further economic feasibility analysis, physical parameters and financing alternatives are explored and refined. The Task Force will also be conducting a community information effort to ensure broad support for the project.

United South End/Lower Roxbury Development Corporation

During the past two years, USES has undertaken a series of related planning and organizational activities to create a community development corporation (CDC) to serve the South End/Lower Roxbury neighborhood. USES staff have recently completed all of the necessary work to create the United South End/Lower Roxbury Development Corporation (UDC).

As organized, UDC will be chartered under Chapter 180 of the Massachusetts General Laws. Its articles of organization and by-laws have been drafted so that it may apply to become tax-exempt under Section 501(c)(3) of the U.S. Internal Revenue Code; it will also be eligible for CDFC

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financing. UDC's board will be comprised of thirteen voting directors of which seven will be elected and six appointed, one each representing the following neighborhood organizations: IBA, the Lower Roxbury Coalition for a Community Land Trust, the South End Neighborhood Trust, SEPAC, TDC and USES.

Three residents have agreed to serve as the initial incorporators and directors; four additional persons shall be appointed to the board of directors and the six neighborhood organizations will be requested to elect representatives to serve. This initial board will serve while a membership drive is conducted and until the first annual meeting is held on the first Wednesday in April, 1980.

UDC shall undertake neighborhood stabilization, revitalization, community development, economic development and related activities in order to foster the economic growth of the South End/Lower Roxbury area. It will do so by conducting activities which will create and retain jobs and by promoting and assisting the growth and development of local business districts. UDC's beneficiaries will include small and minority-owned businesses and residents of the impact area. UDC will coordinate its local economic development efforts with the Southwest Corridor Project, urban renewal closeout and financial settlement, and with proposed local developments, such as Copley Place.

The immediate need for such a CDC is evidenced by the land speculation and gentrification that is sweeping the South End and placing severe economic pressure on elderly and low-income residents, local small businesses, and causing displacement. One of UDC's primary functions will be to ensure that jobs are created and retained within the South End and to increase the capability of residents and businesses to partake in any increased economic activity that may take place. It will also insure that community residents have a voice in determining the direction of changes that are certain to occur in the South End in the near future as a result of the Orange Line relocation, urban renewal closeout and the Copley Place development.

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I. DATA BACKGROUND FOR SWC JOINT DEVELOPMENT PROJECT

1. Data Base Developed for Project

The inventory of data developed to support the South End/Lower Roxbury CEDS consisted primarily of detailed analysis of the Consensus survey. Consensus, Inc., was contracted by the Boston Redevelopment Authority (BRA) to survey 4% of the neighborhood population in June-July, 1978. The Consensus survey contained considerable socio-economic data as well as a survey of issues related to close-out of the South End Urban Renewal Project. Although summary findings had been distributed by the BRA, analysis of the raw data proved more useful. Analysis of this data was incorporated into the Neighborhood Assessment section of the South End/Lower Roxbury CEDS.

Additional data incorporated included a USES survey of local businesses, materials developed for the South End Environmental Assessment, and updated ridership projections for Massachusetts Avenue and Back Bay stations (to account for development of Copley Place).

2. Strategy Used to Identify Needs and Issues

The South End/Lower Roxbury presently supports over forty neighborhood block associations, tenant organizations, and neighborhood development organizations (see attachment). In addition, several ad hoc committees have formed around specific neighborhood issues and development projects. Examples include the South End Committee on Transportation, the Mass. Avenue Station Area Task Force, the Copley Place Citizen Review Committee, and a related sub-committee on community economic development.

Due to the unusually large number of existing organizations, USES staff have, wherever possible, consulted with existing groups to identify

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neighborhood issues and needs. This process has taken place on both an immediate project area and community-wide basis.

3. Determination of Joint Development Projects

As part of the close-out process for the South End Urban Renewal Project, the 120 parcels and buildings currently owned by the BRA were examined and preferred uses identified. BRA-owned properties comprise the vast majority of vacant parcels within the South End/Lower Roxbury.

Over the course of the Southwest Corridor Joint Development Project, USES reviewed the above-mentioned parcels and identified two priority sites for joint development. These include: 1) buildings in the Massachusetts Avenue Station area, and 2) the "Tent City" site.

Properties in the Massachusetts Avenue area were identified as priority sites on the basis of their close proximity to the Massachusetts Avenue Station, their location at a key intersection within the South End/Lower Roxbury, and the large number of properties within a concentrated area in need of substantial rehabilitation. The BRA currently owns twelve properties in the block cornering Massachusetts and Columbus Avenues. Eleven of these properties are vacant or under-utilized buildings (ground-floor/storefront occupancy only) and one is a small vacant lot. Three of these existing structures are scheduled for demolition in early-action contracts due to required transit alignments. Of these three, one small parcel will become available for redevelopment; the two remaining parcels will provide connections to the Corridor Parkland on the southern side of Massachusetts Avenue and to the cover decking on the northern side. USES has submitted preliminary applications for the rehabilitation of four BRA-owned parcels located within this block.

USES staff have also been working with the Tent City Task Force (TCTF) to develop refined feasibility studies and development guidelines

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for the Tent City site. This site was chosen as the second-tier joint development site because it is among the largest underdeveloped land parcels in the South End. In addition, development of housing on the Tent City site has been an issue of neighborhood concern for over ten years. The site consists of 3.3 acres bounded by Columbus Avenue, Dartmouth and Yarmouth Streets, and the Penn Central alignment. The BRA currently owns 40% of this site while 60% is privately owned. The BRA committed the Tent City site for residential use in 1968, and reaffirmed this position in the recent South End EIS.

4. Current Marketing Information

The most recent marketing information for the South End/Lower Roxbury consists of a study conducted in 1975 for Inquilinos Boricuas en Accion (IBA). IBA is a primarily Hispanic neighborhood organization which was designated developer of Parcel 19 in the earlier phases of urban renewal. The focus of this study was limited to commercial development opportunities specific to Parcel 19; the South End/Lower Roxbury has also changed considerably in the four years since this study was conducted.

Related data has been more recently developed for the housing and retail impact analysis of the Copley Place development. The primary impact area for this study included the portion of the South End north of Washington Street and east of Massachusetts Avenue; portions of the Fenway, Bay Village and the Back Bay were also included. While these studies provide updated material on real estate and retail activity within the defined impact area, current marketing information on the South End/Lower Roxbury is generally lacking. Significant commercial development opportunities exist among the many vacant properties along the neighborhood's major corridors. Development of these

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parcels would be facilitated by comprehensive up-dated marketing information for the entire South End/Lower Roxbury area.

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II. UPDATE OF RECENT MATERIALS/ACTIVITIES

1. Summary of materials developed and activities related to the SWC Joint Development Project:

- The United South End/Lower Roxbury Development Corporation (UDC) was officially incorporated in July, 1979. Nine interim board members have been appointed; these members will serve while the UDC membership drive is ongoing and until the first annual election is held in April, 1980.
- UDC staff received technical assistance from the Bedford-Stuyvesant Restoration Corporation. As a result of these on-site visits and discussions, Bedford-Stuyvesant will prepare Management, Financial, and Work Plans for UDC.
- UDC is continuing to develop and refine plans for the proposed commercial project located at the corner of Massachusetts and Columbus Avenues. This includes working with the City of Boston to incorporate the project in the City's CEDS. UDC has identified several prospective tenants for the office and retail space and is conducting outreach to identify additional tenants.
- Ongoing work with the Copley Place sub-committee on community economic development and the Tent City Corporation has primarily focused on the Copley Place UDAG application. Negotiations between the City of Boston and the Urban Investment and Development Corporation (UIDC) have centered on the amount of the UDAG, what portion of UDAG will be structured as a loan from the City, and construction and employment guidelines for the proposed development. In addition, members of the Tent City Corporation and the Copley Place Citizen Review Committee's task force on community Development have urged that: (1) acquisition funds for the privately owned portion of the Tent City site be included in the

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UDAG application; and (2) development of Tent City should proceed concurrently with development of Copley Place and the Southwest Corridor Project.

- UDC has received partial financing from the Metropolitan Area Planning Council (MAPC) to sponsor a Regional/Urban Design Assistance Team (R/UDAT) to study the South End/Lower Roxbury's commercial corridors (see attachments): A steering committee comprised of local businesses, residents, local officials and UDC staff has been formed to define the specific issues the R/UDAT will study and to arrange details of the team visit. Proposals for the remaining project funding are pending, and the targeted date for the team visit is April 24-29, 1980.

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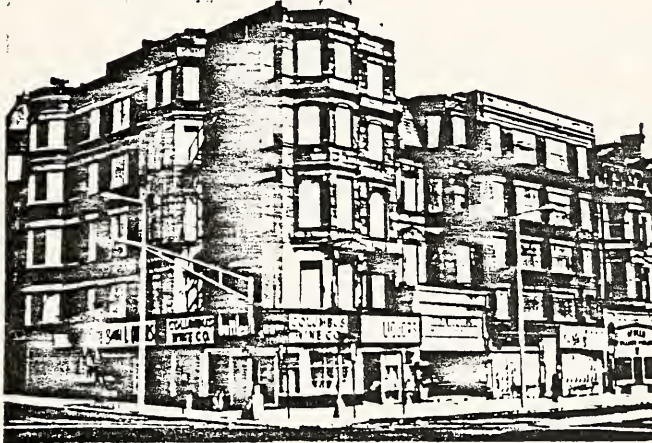
South End/Lower Roxbury Organizations

Bradford Shawmut Neighb. Assoc. Pilot Block Neighb. Assoc.
Camfield Gardens Tenants Assoc. Roxse Tenants Assoc.
Castle Square Tenants Assoc. Rutland Street Assoc.
Cathedral Tenants Task Force Six Points Neighb. Assoc.
Chester Park Neighb. Assoc. South End Businessmen's Assoc.
Claremont Neighb. Assoc. South End Committee on Transportation
Columbus Avenue Tenants Assoc. South End Historical Society
(New Castle Court)
Concord Houses Tenants Union South End Project Area Committee (SEPAAC)
Cosmopolitan Neighb. Assoc. South End Trust
Dartmouth Place Neighb. Assoc. Tenants Development Corporation (TDC)
E. Canton Street Preserv. Assoc. Tent City Task Force
E. Springfield Street Neighb. Assoc. Union Park Neighb. Assoc.
Eight Streets Neighb. Assoc. Union Park Street Assoc.
Ellis Neighb. Assoc. United Neighbors of Lower Roxbury
Frankie O'Day Task Force United South End/Lower Roxbury
Franklin Square House Tenants Development Corporation (UDC)
United South End Settlements (USES)
Inquilinos Boricuas en Accion (IBA) Upton Street Block Assoc.
IBA Tenants Neighb. Assoc. Washington Manor Tenants Assoc.
Lenox Tenants Task Force West Concord/Rutland Street Tenants
in Action
Lower Roxbury Coalition for a Worcester Square Neighb. Assoc.
Community Land Trust, Inc.
Methunion Manor Tenants
Montgomery-West Canton Street Assoc.

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SUMMARY OF PROPOSAL SUBMITTED TO
U.S. DEPT. OF COMMERCE, ECONOMIC DEVELOPMENT ADMINISTRATION
OFFICE OF SPECIAL PROJECTS

www.libtool.org May 16, 1979



426-434 Massachusetts Avenue

Project Description

United South End/Lower Roxbury Development Corporation (UDC) proposes to undertake the planning and construction activities necessary to rehabilitate a five-story building into office and ground floor retail commercial space. The proposed real estate is located at 426-434 Mass. Avenue at the corner of Mass. and Columbus Avenues, two of the major commercial corridors in the South End/Lower Roxbury. The upper stories of these buildings are presently vacant, while smaller businesses are renting street level retail space in three of the storefronts. These buildings are located in a block which consists of predominantly vacant or underutilized properties in need of substantial rehabilitation.

The proposed properties are currently owned by the Boston Redevelopment Authority (BRA) which is anxious to make them tax producing. The current designated developer for these properties has been unable to obtain financing and has

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indicated that he has no objection to UDC pursuing the proposed project. BRA staff have recently conducted a design review of this project and have indicated their interest in and support for this project, particularly in terms of its job development potential. The BRA is willing to designate UDC as developer of these properties pending receipt of funding.

It is expected that the rehabilitation of these buildings would represent a significant investment on a key corner of this commercial and retail area and would stimulate additional private and public investment. A property owner/businessman has obtained bank approval for a \$50,000. loan to rehabilitate commercial property located on the same block. To date he is reluctant to make this investment, largely due to the high number of abandoned properties and conditions of the adjacent buildings; he is willing to proceed with the rehabilitation of his property only if there is other investment on this block. UDC has also identified potential tenants for the proposed rehabilitated building who have expressed interest in locating their offices on this site. These tenants include a local small press, two medical professionals, and existing tenants currently renting ground level retail space.

Expected beneficiaries include existing neighborhood businesses, which otherwise would likely not be able to afford retail rents if this property were privately rehabilitated. In addition, South End/Lower Roxbury residents will benefit from strengthened local businesses, physical improvements and additional employment opportunities created as a result of these activities. The rehabilitation of these non-tax producing properties offers the potential for economic development which may be measured in terms of jobs, income and City revenues. It should make a significant improvement in the commercial viability of this area and contribute to a process of neighborhood revitalization which will have a major effect on the future of the South End/Lower Roxbury.

Project Costs and Local Match

Estimated project costs:

EDA	\$	896,980.
Local match		224,245.

TOTAL \$1,121,225.*

* Estimated land acquisition costs, to be negotiated with the BRA.

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As organized, UDC will be chartered under Chapter 180 of the Massachusetts General Laws. Its articles of organization and by-laws have received preliminary approval from the Massachusetts Community Development Finance Corporation (CDFC) and will thus be eligible for CDFC financing, including a potential local match for the proposed project.

Consistency with Local Economic Development Strategies

The proposed project has been reviewed by the Metropolitan Area Planning Council (MAPC), the areawide A-95 clearing-house, and has been found to be consistent with the goals and objectives of the Boston SMSA Overall Economic Development Plan (OEDP). The project is also consistent with the goals of the City of Boston's Comprehensive Economic Development Strategy (CEDS) in its emphasis on job creation and expansion of the City's economic and tax base. The project is of particular relevance in terms of the impact this rehabilitation will have on neighborhood commercial stabilization.

Local Business District Revitalization

United South End Settlements (USES) became involved in economic development in 1972 with the establishment of Local Development of the South End, Inc. (LDSE). LDSE was initially funded under the Small Business Administration's Section 502 (Local Development Company) Loan Program and the Office of Minority Business Enterprise's Business Development Organization Program. LDSE's purpose is to promote and assist the growth and development of the South End/Lower Roxbury's business community, particularly small and minority-owned businesses. Since 1972 LDSE has approved over 75 loans amounting to almost \$3 million. However, the Dept. of Commerce has significantly reduced the Office of Minority Business Enterprise's funding level in New England which in June, 1977 led to the termination of OMBE's portion of LDSE's funding. While LDSE continues to operate under its contract with SBA and is currently servicing approximately \$250,000. in outstanding loans, its capabilities have been severely reduced.

United South End/Lower Roxbury Development Corporation (UDC) is being established partially in response to LDSE's reduced funding and partially in recognition of LDSE's limitations (i.e. its fairly stringent eligibility requirements, restrictions on the uses of funds, etc.). The formation of UDC represents an effort to develop a more comprehensive approach to the economic development of the South

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End/Lower Roxbury. UDC will undertake a broader range of economic development activities than are possible under the SBA 502 Loan Program.

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If funded, UDC proposes to structure its Office of Special Projects grant as an internal loan; the grant will thus eventually function as a resource bank for other community development projects within the target area. In addition to covering operating and maintenance expenses and local taxes, revenues generated from the rental of the proposed office and commercial space will be redistributed to foster the growth of the local business district. Potential projects include: fixed asset and/or working capital direct loans, loans and lease guarantees, and interest reduction payments on guaranteed loans.

In addition to directly financing the rehabilitation of the proposed project, the grant will thus also have a multiplier effect in terms of building local business capacity and job creation potential.

Related Local Investments

Approximately \$669. million of transit improvements, including relocation of the MBTA Orange Line to the Penn Central alignment, are scheduled to begin in Fall 1979. These transit and railroad improvements will be funded through the Federal Railroad Administration, UMTA and local shares. A Mass. Avenue rapid transit station is scheduled to be built as part of these improvements and will be located approximately 200 feet up Mass. Avenue from the proposed UDC office and retail commercial building.

The BRA and the City of Boston have also received commitments from the Environmental Protection Agency (EPA) to undertake major sewer and storm drain separations within the South End Project Area and from the Federal Highway Administration for street reconstruction along the major commercial corridors of Columbus Avenue and Tremont Street. These transit and street improvements in the immediately adjacent areas of the proposed project will have a substantial impact in terms of improved access and commercial district viability.

Other Related Projects

USES received a grant from the Episcopal City Mission/ Joint Urban Fund to undertake planning activities related to the South End/Lower Roxbury commercial areas. As a result of this project, over the past seven months USES

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staff have:

- visited and prepared an updated inventory of approximately 175 businesses in the South End/Lower Roxbury; an open meeting was convened and preliminary steps have been taken in efforts to form a local business association.
- prepared a City of Boston CDBG proposal to create a revolving loan and equity fund to assist small businesses in the area.
- monitored planning activities related to the Copley Place development and participated in the Citizen Review Committee on Community Economic Development.

In addition, USES is one of six neighborhood development organizations currently working with the Southwest Corridor Coalition on the Southwest Corridor Joint Development Project. This project is funded by the Dept. of Transportation, UMTA and is addressing development opportunities in the Southwest Corridor area, particularly those adjacent to the relocated Orange Line right-of-way. Results of this planning grant to date include:

- completion of the necessary activities to establish a community development corporation to serve the South End/Lower Roxbury neighborhood (United South End/Lower Roxbury Development Corporation).
- preparation of the Office of Special Projects proposal and evaluation of adjacent properties in the block cornering Mass. and Columbus Avenues.
- preliminary feasibility studies and development guidelines for a major vacant parcel in the South End Project Area.
- compilation of recent demographic data and assessment of neighborhood trends which will culminate in a South End/Lower Roxbury CEDS/Transit and Development Impact Statement.

United South End/Lower Roxbury Development Corp. (UDC)
48 Rutland Street, Boston, MA 02118 617/266-5451

Contacts: Val Hyman, Nancy Burns

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Technical Assistance

MAPC Awards Incentive Grants to Create Jobs

MAPC's Executive Committee awarded two incentive grants Sept. 20 to agencies working on projects aimed at creating jobs and helping stabilize businesses in economically depressed neighborhoods.

The \$5,000 matching grants bring the total number of awards issued under the Council's second-year Incentive Grants Program to five.

The Industrial Cooperative Association (ICA) in Cambridge, one grant recipient, will help workers of a financially beleaguered garment factory assume ownership and manage operations. The ICA, a nonprofit agency known for assisting the development of worker-owned industries, will develop a business and management plan for the workers—who will manufacture children's clothes.

Initially, eight minority employees are expected to run the Jamaica Plain business. Eventually, as many as 25 workers may share in the ownership of the company. ICA is now reviewing sites to locate the industry in another building in Jamaica Plain better suited for manufacturing.

The prototype project, supported by the City of Boston, will hopefully show other communities an innovative way to maintain manufacturing jobs in inner-city areas.

Under the second award, the United

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Vol. 11 No. 8

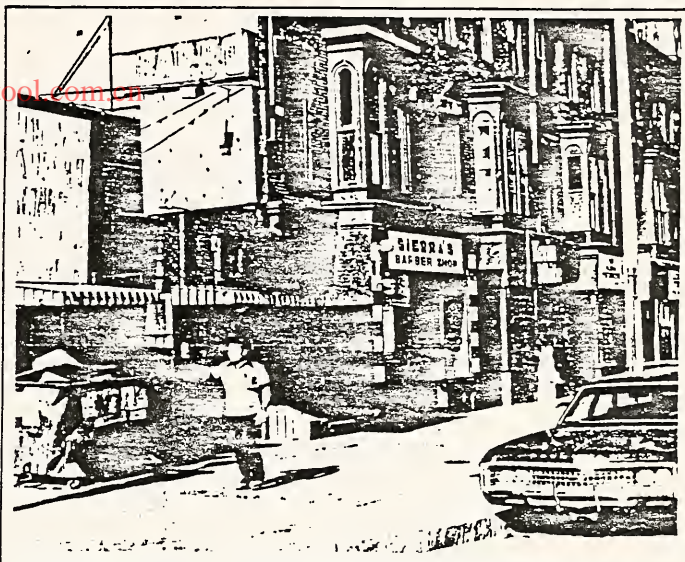
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The preparation of this newsletter was financially assisted by cities and towns of MAPC's region and grants from the U.S. Department of Housing and Urban Development, the U.S. Department of Transportation and the U.S. Environmental Protection Agency.



One of two incentive grants awarded by MAPC last month will be used for studying ways to revitalize troubled business corridors in Roxbury's South End.

South End/Lower Roxbury Development Corp. (UDC) will sponsor an urban design study of major commercial arteries in the South End. Using MAPC's \$5,000 grant as a local match, the development corporation will obtain the services of the Regional/Urban Design Assistance Team who will perform the analyses.

Recruited by the American Institute of Architects, the design assistance team of planners, architects and economists will conduct an intensive four-day study of the South End's major corridors—dotted with numerous vacant and underutilized storefronts.

The team will provide an overall design scheme, showing how design improvements can help stabilize businesses and employment. "If a local community group is able to come up with the money and perform a good deal of pre-planning before the team arrives, they can take advantage of this unique program," said MAPC Acting Director Jonathan Truslow. MAPC's \$5,000 grant is to be matched by \$15,000 in services from the American Institute of Architects.

Commercial arteries targeted for the study are Columbus and Shawmut avenues and Tremont and Washington streets.

MAPC, meeting a goal of its Incentive

Grants Program, managed to increase the number of awards given from two in its first year to five this year. The Council hopes to increase the dollar amount of awards in subsequent years. It is now reviewing and modifying criteria for grant awards "to ensure that future grants go to projects that are as meaningful and helpful to communities as possible," said MAPC Technical Assistance Director John Connery.

Sec. Byron Matthews Slated to Speak at Council Meeting

Secretary of Communities and Development Byron Matthews will be the keynote speaker at MAPC's Council Meeting Thursday, November 1. The meeting, beginning at 8:15 p.m., will be held at the Waltham Holiday Inn on Totten Pond Road (Rte. 128 exit 48E, Winter Street).

Secretary Matthews will discuss the state's growth policy, especially for housing and economic development. The public is invited. The Council's regular business meeting will follow at 9:30 p.m. For more information call MAPC's Public Information Department at 523-2454.

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UNITED SOUTH END/LOWER ROXBURY DEVELOPMENT CORPORATION (UDC)
43 RUTLAND STREET, BOSTON, MA. 02118
(617) 266-5451

PROJECT DESCRIPTION

UDC proposes to sponsor a Regional/Urban Design Assistance Team (R/UDAT) to study and prepare a set of recommendations regarding the South End/Lower Roxbury's commercial corridors. The four major commercial arteries--Columbus Avenue, Tremont Street, Shawmut Avenue and Washington Street--currently consist of many smaller businesses in need of improvements and large numbers of vacant storefronts. These four corridors have experienced very little investment and are generally in decline. Businesses along Washington Street are severely hampered by the presence of the MBTA Orange Line Elevated. Businesses throughout the area have been hindered by the lack of an active merchants association. While these local businesses are generally rated very poorly by residents, others are relatively well patronized and may, given appropriate assistance, be able to improve and meet changing neighborhood demands. To date the decline of these commercial corridors and the needs of local businesses have not been comprehensively addressed.

R/UDAT is a unique community service program created by the American Institute of Architects (AIA). AIA and the Boston Society of Architects (BSA) will provide a specially chosen team of architects, planners, economists and other professionals experienced in neighborhood commercial revitalization. The selected team will make an intensive visit of 4-5 days during which time they will meet with local businesses, residents, community groups and City officials. A public hearing will be held, after which team members will convene to establish strategies and define recommended courses of action. Finally, the team's recommendations will be published and presented at a community meeting.

Although the R/UDAT visit occurs over an extended weekend, a great deal of pre-planning must take place prior to this visit. A steering committee for the project will be formed for this purpose and will include representatives from local businesses, residents, local organizations, UDC staff, City of Boston business development programs, BSA, and MAPC Center Revitalization staff. The steering committee will work on details of the visit, such as arranging accommodations, preparing an information package and establishing an agenda for the R/UDAT team, and public relations. In addition they will assist in making presentations to neighborhood associations and tenant organizations. In this manner residents and businesses will become familiar with the R/UDAT program and will have an opportunity to identify concerns to be addressed in the larger community meetings during the team visit. The steering committee will also provide a mechanism for follow-through and implementation of strategies after the R/UDAT visit.

It is expected that a R/UDAT team visit will provide a significant vehicle for specific commercial corridor revitalization projects to occur. Of particular relevance is the R/UDAT program's emphasis on a new perspective by experienced outsiders and its model of participation for all interested parties. The R/UDAT visit should provide a focal point for discussion and an impetus for recommended strategies to be implemented.

For more information, please call Roozan Varteressian at 266-5451.

UDC

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COMMUNITY-LEVEL PLANNING FOR JOINT DEVELOPMENT

Urban Mass Transportation Administration (UMTA) Technical Study
of Community-based Joint Development Activities related to the
Boston/MBTA/Orange-Line Transit Realignment

PART II:

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

Neighborhood Development Organization Project Report

United South End Settlements
August-December, 1979 - (USES)
Boston, Massachusetts

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CONSTITUTIONAL AND LEGAL SYSTEM OF CHINA
Using this program, you can find the text of the
of the Constitution of the People's Republic of China
and the laws of the People's Republic of China.

PART II
CONSTITUTIONAL AND LEGAL SYSTEM OF CHINA
Introduction: Overview of the Constitution of the People's Republic of China

Chapter 1: The Constitution of the People's Republic of China
Chapter 2: The Laws of the People's Republic of China
Chapter 3: The Administrative Laws of the People's Republic of China

COMMUNITY-LEVEL PLANNING FOR JOINT DEVELOPMENT

Urban Mass Transportation Administration (UMTA) Technical Study

PART II: COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

Neighborhood Development Organization Project Report

United South End Settlements (USES)

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I. Introduction & Summary.

United South End Settlements (USES) is one of six neighborhood development organizations (NDO's) currently working on the Southwest Corridor Joint Development Project. This project is funded by the Urban Mass Transportation Administration to sponsor community level planning and analysis of development opportunities within the Southwest Corridor area. As part of the stated work program, the six NDO's were to prepare neighborhood transit responses; these would include technical evaluations, findings and recommendations relative to specific development projects, particularly those adjacent to and affected by the relocated MBTA Orange Line and replacement transit service along Washington Street.

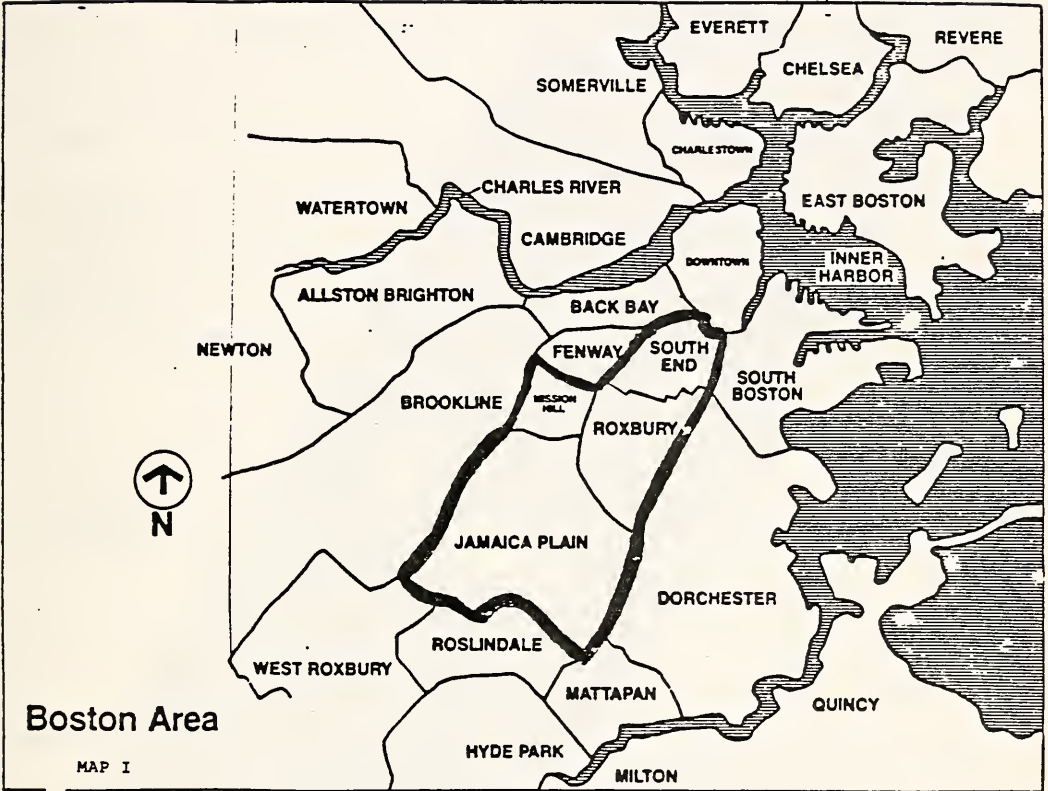
Over the course of Project Working Committee meetings it was suggested that this transit response be incorporated into a Comprehensive Economic Development Strategy (CEDS) for each of the neighborhoods involved, similar in format to that currently being developed by the City of Boston. CEDS for the neighborhoods within the Southwest Corridor area are proposed as complementary to that of the City for the purposes of taking Citywide economic development goals and bringing them to the neighborhood level to target their implementation.

In addition, CEDS for the neighborhoods of Jamaica Plain, Mission Hill, Roxbury and the South End/Lower Roxbury will necessarily place particular emphasis on the impact of proposed transit changes on development opportunities, and vice versa. The South End/Lower Roxbury CEDS is also proposed as a working document for future projects which may be undertaken by the United South End/Lower Roxbury Development Corporation (UDC).

References to the South End will include that area defined by the South End Urban Renewal Project; that is, the traditional South End as well as Lower Roxbury southward to Sterling Street (see area and neighborhood maps to follow). Project Area boundaries extend from the Massachusetts Turnpike on the north, to Albany Street and the Southeast Expressway on the east, to Sterling Street on the south, and to the Penn Central alignment on the west.

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SOUTHWEST CORRIDOR
GENERAL LOCATION IN BOSTON

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Charles River

Boston Common and CBD

Commonwealth Avenue

Hancock Bldg

new Copley Place Development

Prudential Bldg

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Back Bay Fens

Northeastern University

Museum of Fine Arts

New High School/Vocational Center

Brigham Circle and Medical Complex Area

Roxbury Community College

Hyde Square Hispanic Shopping

New High School

Arnold Arboretum

Massachusetts Avenue Station

Existing Dudley Station & Washington Street Elevated

Ruggles Street Station

Roxbury Crossing Station

Jackson Square Station

Boylston Street Station

Egleston Square

Existing Washington Street Elevated Orange Line

Green Street Station

Franklin Park

Forest Hills Station

SOUTHWEST CORRIDOR
ORANGE-LINE ALIGNMENT
MAJOR EXISTING FEATURES

SOUTHWEST CORRIDOR

Back Bay Station

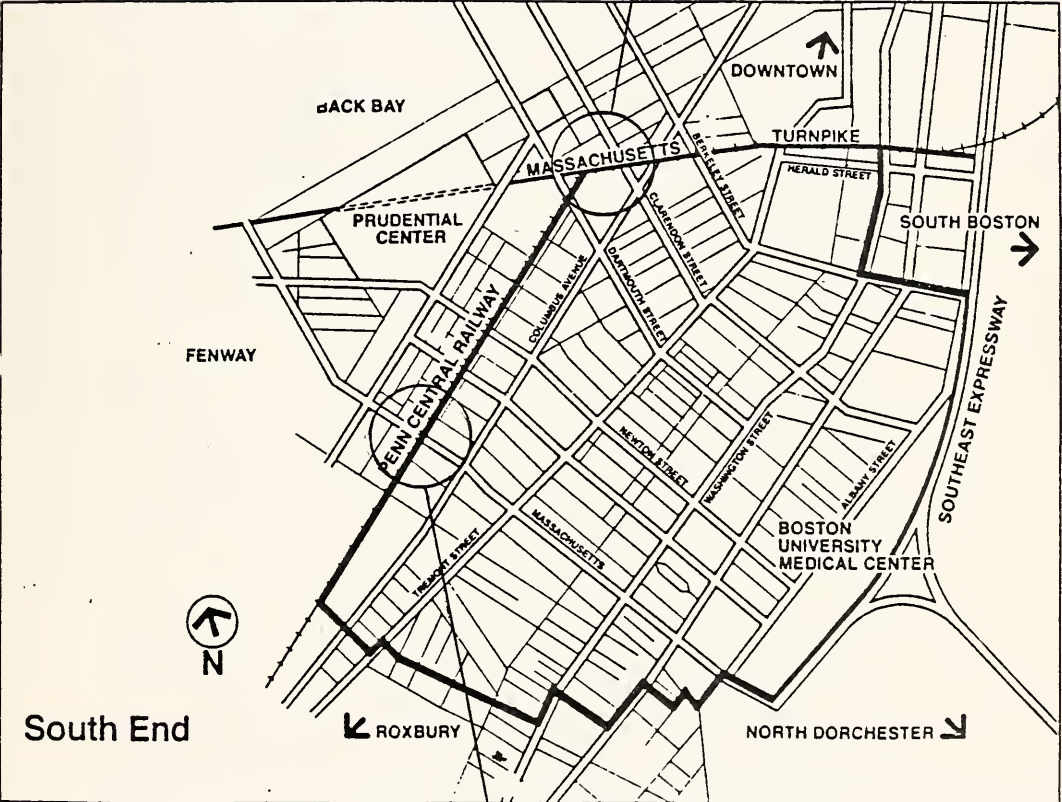


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Back Bay Transit Station Area
Copley Place Development Site
(Hotel/Offices/Retail)
Tent City Housing Site

4.



Massachusetts Avenue Transit Station Area
Major Node for Bus Inter-connections
Commercial/Housing Reuse & Renovation
in Adjoining Block

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Until the mid-nineteenth century, the area now known as the South End neighborhood of Boston consisted of only a narrow strip of land connecting Roxbury and Boston. In the 1850's, this neck was enlarged by a series of massive land fillings which eventually created both the South End and Back Bay. The South End's large-scale bowfront row houses were developed on this fill primarily as a real estate venture to encourage middle and upper-income families to move into the area. By the 1860's, families had begun to do so, although never in the large numbers originally envisioned by the area's developers. The days of the South End as a fashionable neighborhood were thus numbered, as wealthier persons preferred the nearby Back Bay and working class families and newer immigrants began to settle in the South End. The bank panic of 1873 is often credited with the area's "final demise"; many local realtors went bankrupt and resulting foreclosed properties were sold at very low prices. By the turn of the century, the South End had become a port-of-entry neighborhood, home to a wide variety of ethnic groups, and its housing stock had been converted into the nation's largest lodging house district.

In the 1950's, the South End reached its population high of 57,000 people and the accompanying highest population density of any area in the City. While the neighborhood's housing stock was physically deteriorated from many years of neglect and vigorous use, the South End was an area that provided affordable housing for many people. The neighborhood was by this time also home to large numbers of jazz clubs, bars and liquor stores, and in the minds of many outsiders it was an area associated with vice and a wide range of social problems.

In 1960, the South End was given a high priority by the City of Boston to become an urban renewal area. Lengthy community negotiations followed, and the original plan developed for the neighborhood was rejected. From the very onset of these renewal discussions, a major concern expressed was whether physical renewal of the area could be accomplished while also insuring the availability of housing at rent levels affordable by lower-income residents. A revised plan was approved which placed particular emphasis on rehabilitation of existing housing, as opposed to clearance and new construction. In 1965, the South End/Lower Roxbury neighborhood was designated the South End Urban Renewal Project by the Boston Redevelopment Authority (BRA). This Urban Renewal Project is the largest in the United States, covering 606 acres of land and over 200 separate renewal parcels. The project plan

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set forth a substantial work program which included: concentrated ~~wcode enforcement~~ and the acquisition of real property; the relocation of 3,550 people; rehabilitation of existing housing and physical infrastructure; new construction; and the re-relocation of those displaced residents back into the neighborhood upon replenishment of housing stock. Needless to say, the South End's designation as an urban renewal area has had a far-reaching impact on the neighborhood over the past fifteen years.

When planning for the South End Urban Renewal Project first began, the neighborhood's strengths were seen as twofold. First, the South End at that time was a viable alternative for low-income persons in that it offered housing at rents they could afford. The neighborhood had historically been an unusually diverse one and its residents seemed tolerant of this variety of population and lifestyles. Secondly, the area held considerable potential to attract middle and upper-income persons back into the City by reason of the very characteristics which its original developers had hoped to capitalize on; that is, the neighborhood's close proximity to the downtown area and the architectural character of its housing stock.

Over the course of urban renewal, many people began moving back into the South End for all of the above reasons. However, unforeseen problems soon arose in that the costs of rehabilitating the neighborhood's row house stock far surpassed any original estimates inherent in the original Urban Renewal Plan. Increasingly the South End's newer residents have been primarily young, single professionals able to afford the area's rapidly rising housing costs. Thus the successes of the Urban Renewal Plan also became its problems, and the South End has become the prime local example of gentrification and displacement of previous residents.

During the past year the BRA has been conducting the necessary activities to accomplish a closeout of the South End Urban Renewal Project. These activities have been undertaken at the insistence of the Department of Housing and Urban Development (HUD) and in cooperation with the City of Boston as part of the financial settlement for the Project. Closeout activities have prompted a strong community response and an assessment of the original goals of the Urban Renewal Plan as compared with the development activity which has taken place. A major concern among residents and neighborhood groups is the fact that the South End Project

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is only partially completed. Physical improvements originally in the Urban Renewal Plan have occurred behind schedule, in selected areas, and in some cases have been deleted in revised versions of the original Plan. As part of the urban renewal process, there are now approximately 120 buildings and parcels of land that were taken through eminent domain or which were scheduled to be acquired through the BRA. These parcels constitute major remaining resources within the South End. Future disposition and development plans for these buildings and land will play a crucial part in determining the direction of the neighborhood over the next ten years. Despite completion of an Environmental Impact Statement (EIS) on the South End Project, the process of disposition of these parcels and comprehensive plans or strategies to fulfill the goals of the original Urban Renewal Plan have not yet been developed by the BRA.

With the closeout and financial settlement of the South End Urban Renewal Project in sight, there are serious doubts that the BRA has the resources and commitment necessary to complete previously committed replacement housing, as well as other scheduled public investments which would benefit the entire South End community. Over the course of urban renewal, numerous neighborhood block associations, tenant organizations, and ad hoc groups have been formed, often representing a wide range of interests. The South End often functions like a city in microcosm, and at times its various organizations and populations have been played off against one another. The neighborhood remains a diverse community, although at this point there is considerable feeling that this diversity is at a major turning point. For these reasons, a community development corporation (CDC) to serve the South End community is currently in formation. It is anticipated that the United South End/Lower Roxbury Development Corporation (UDC) will provide the appropriate vehicle for future housing and economic development projects to occur with the consensus of and for the benefit of the majority of the South End community.

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II. Neighborhood Assessment.

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A. Demographic Data.

Total Population Change for the South End, 1950-1975*

	<u>Population</u>	<u>Percentage Change</u>
1950	57,218	
1960	35,002	-38.8%
1970	22,680	-35.2
1975	24,688	+8.9

The South End's current population of approximately 25,000 represents a dramatic change from its 1950 high of 57,000. The City of Boston as a whole experienced sizeable losses in population between 1950 and 1960 during the development of many nearby suburban areas, although the South End's percentage loss was the highest in the City. The neighborhood's further decline in population between 1960 and 1970 is attributable to the early demolition phases of the Castle Square area during urban renewal as well as the conversion of many lodging houses into more spacious apartments or single-family homes. Recent smaller increases in population can be credited to the construction of new, largely subsidized housing and the rehabilitation of formerly vacant or underutilized buildings.

Race and Ethnicity

	<u>White</u>	<u>Black</u>	<u>Hispanic</u>	<u>Asian, others</u>
1960	58%	39%	1%	2%
1970	41	39	7	13
1978**	46	29	19	6

As noted earlier, the South End has been the home of many successive ethnic groups over the years. Ethnically, over 40 nations of origin and races have been identified in the neighborhood. Over the past twenty years, the most notable changes in the South End have been the increases in the area's Hispanic and, to a lesser extent, Chinese communities. More recently, over half of the South End's Caucasian residents have moved to the neighborhood within

* Sources: U.S. Census data for 1950, 1960 and 1970; State Census data for 1975.

**Survey by Consensus, Inc. conducted for the BRA, July 1978; approximately 4% of the South End surveyed.

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the past five years.

As noted in the BRA's South End District Profile, although overall the South End has retained its widely discussed racial and ethnic diversity, this diversity does not apply evenly to all sections of the neighborhood and, in fact, almost fails to occur at all in some census tracts. Findings of the recent Consensus survey also confirm the fact that the South End's Caucasian, Black and Hispanic communities differ markedly in terms of income and employment levels, household size and family composition. The uses of any "average" values for the South End have very little meaning unless each of the neighborhood's major ethnic groups are also considered individually. This same consideration must also be applied to discussions of South End census tracts, as various tracts appear to be very much influenced by adjacent developments and are skewed in terms of ethnic composition and income levels.

The South End's Caucasian population, for example, consists largely of unmarried persons and family groups in which there are no children. These residents tend to be better educated, have higher incomes, and are more likely to be employed and to own their own homes. Black residents form the second largest ethnic group within the South End and account for approximately one-third of the neighborhood's population. On all indices of socio-economic status, Black residents "fall between" Caucasians and Hispanics, yet are closer to Hispanic residents. In comparison with the neighborhood as a whole, South End Black residents also tend to be an older community. Hispanic residents now account for almost one-fifth of the South End population and are more likely than other groups to be married and have more children. By all accounts, Hispanic residents are by far the least privileged of the South End's ethnic communities.

B. Household Income.

The median income of South End households is now approximately \$9,000.; this represents a substantial increase over the 1970 median of \$6,122. and is largely accounted for by the influx of young professionals into the neighborhood in recent years. The median income in Caucasian households is \$12,600. per year, as compared with \$7,900. in Black households and \$5,600. in Hispanic households. Again, median incomes also vary widely when broken down by census tracts. Median incomes within the neighborhood range from \$5,500. in census tracts 711 and 712, which include the Cathedral

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Housing Project, to over \$15,000. in tracts 703 and 706, the areas closest to the Prudential Center and Copley Square. www.libtool.com.cn

C. Housing.

When urban renewal plans for the South End were first proposed, BRA surveys counted 26,128 dwelling units in the traditional row house stock. Of these, the 1965 Plan called for the demolition of 5,215 units or 20% of the housing stock. Of the remaining 80%, 11,941 units or 57% of the total stock were found to be in substandard condition and were scheduled for rehabilitation. The Urban Renewal Plan set forth ambitious goals for new construction of housing for low and moderate-income persons. Particular emphasis was placed on housing for the elderly, which reflected the neighborhood's population and their housing needs.

Over the course of urban renewal, the number of dwelling units in the South End has decreased substantially; current estimates range from 10,719 to 14,550 housing units. At the start of urban renewal, the South End had 4,700 lodging house units. By the Spring of 1978, only 140 licensed lodging houses remained with a probable equal number of unlicensed lodging houses. Conversions of lodging houses can therefore be credited with a sizeable portion of the decrease in dwelling units. However, no recent housing counts or updated surveys of housing conditions have been taken. The full extent of private market rehabilitation and accompanying market rents will probably not be known until the 1980 Census is conducted or until the City of Boston completes its reassessment of properties to comply with 100% valuation.

Considerable data does exist on subsidized dwelling units in the South End although again, subsidized housing has been estimated to comprise between 30% and 40% of the neighborhood's housing stock. The vast majority of newly constructed housing developments within the South End over the course of urban renewal have received some form of subsidy to accommodate low and moderate-income residents. These developments have been a source of controversy for a small but vocal group of newer residents, who have also brought unsuccessful suits before HUD in attempts to stop the construction of subsidized housing within the neighborhood.

The BRA has acknowledged the fact that it has not yet met its original goals for construction of new housing

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units within the Project Area but cites that when subsidized rehabilitated units are included, the total "meets the goals and objectives of the Renewal Plan." In fact, \$9 million of subsidies in the form of low-interest 312 loans have been distributed over the course of urban renewal to private investors, including speculators, as well as owner-occupants. The median income of persons receiving these loans has been estimated at \$18,000. It should be noted that these loans were a vehicle originally designed to enable low and moderate-income persons to become homeowners. In addition, any future rehabilitation or construction of new housing in the South End, particularly BRA-owned properties, will have to include some form of public subsidy, i.e. land write-downs or site preparations. Given current construction costs, these subsidies will occur even if the end result is housing which sells or rents for the maximum market rates. The issue is thus not just one of subsidized Section 8 housing, but rather subsidized housing for whom and what form of subsidy. The BRA has issued an in-house study and a staff policy on subsidized housing in the South End; however, this policy has not yet been approved or adopted by the Authority's Board of Directors and its future at this time remains unclear.

The South End Project Area also includes the Boston Housing Authority (BHA)-owned Cathedral and Lenox-Camden Housing Projects. These projects are included in most counts of subsidized housing in the South End although there are many vacant units and both projects are in need of major repairs. CDBG funds have been slated for Cathedral in particular to accomplish these repairs for several years in a row, yet to date they have not occurred. The management and financial capabilities of the BHA are currently under court scrutiny, and the Authority may possibly be placed in receivership. Residents of both Cathedral and Lenox-Camden have expressed concern over future plans for their buildings, and tenants at Cathedral have recently formed the South End Neighborhood Trust to investigate options for tenants to acquire the project.

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D. Community Services.

The abundance of social service agencies in the South End relative to the total number in Boston to some extent reflects the various needs of the neighborhood's population. A myriad of agencies, both public and private, carry on programs funded by a combination of private grants and public expenditures, such as CDBG or Title 20 State Welfare funds. In addition, institutions such as the Boston City Hospital and University Hospital medical complexes are located within the South End but also serve residents Citywide.

A December 1978 directory of human services programs serving the South End includes agencies which provide child care, educational, elderly, employment, health care, housing, legal, recreational, alcohol and drug abuse, and youth services. Some of these programs are located in large community centers such as the Blackstone Community School, the Cooper Community Center, Ellis Memorial, and the Harriet Tubman House; others operate from storefront locations. Churches have also historically been a basic provider of social services, and presently there are more than a dozen in use in the neighborhood.

There is some controversy within the South End over the abundance of social service programs in the neighborhood. Some residents oppose them because of the large number of program centers located within the South End's boundaries, yet others believe they serve a vital purpose by addressing neighborhood needs and enhancing the quality of life for the South End community.

F. Commercial and Industrial Areas.

The South End's four major commercial arteries- Columbus Avenue, Tremont Street, Shawmut Avenue and Washington Street- currently consist of many smaller businesses sorely in need of rehabilitation and large numbers of vacant or underutilized storefronts. A substantial amount of housing rehabilitation and development activity has occurred in the South End over the course of urban renewal, although this activity has taken place primarily on the residential side streets. The four major corridors have experienced very little investment and are generally in decline.

The majority of the approximately 175 businesses in the South End/Lower Roxbury* are small, neighborhood-oriented stores whose customers have traditionally been local

* USES survey, Fall 1978

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residents. These businesses have historically found it difficult to obtain conventional financing and affordable technical assistance. More recently, newer residents of the South End have tended to be middle and upper-income individuals who shop on a Citywide basis. Resulting increases in purchasing power and changes in patterns of demand have placed a great deal of pressure on these local businesses to adapt. In many cases they have not had the capability or access to resources to respond to these changing neighborhood demands. The lack of an active local merchant's association has also hindered these businesses in their dealings with the City in particular.

Several proposed development activities in or near the South End will also have an impact on these commercial corridors in terms of increased market potential and changing access to the area. The proposed Copley Place development, as most recently presented, will consist of a \$290 million hotel, retail and office complex. While this project has the potential to offer many employment opportunities for local residents, adverse impacts on the South End may include further stimulus to an already climbing real estate market. These price increases would also affect local businesses, many of whom only rent the storefronts they are located in. While neighborhood businesses are rated very poorly by residents, local stores are nonetheless relatively well patronized and, given the appropriate assistance and access to capital, may be able to capitalize on their convenient locations. Relocation of the Orange Line to the Penn Central alignment will result in new rapid transit stations at Back Bay and Massachusetts Avenue; these developments will substantially increase foot traffic in the area and should prove a boon to local businesses, particularly those along Columbus Avenue.

Light industrial and manufacturing land uses in the Lower Roxbury section of the South End date back to the end of the nineteenth century. Today, similar uses in the South End are primarily located along Albany Street and Harrison Avenue. Major employers in this area include the Boston Flower Exchange, New England Nuclear, the Stride-Rite Shoe Company and Relief Printing and Electric Specialty Co.

Abutting this area, at the intersection of Mass. Avenue and the Southeast Expressway ramp, is the 40-acre site

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of the proposed Crosstown Industrial Park. Community Development Corporation (CDC) of Boston and the Economic Development Industrial Corporation (EDIC) are co-developing this site with the use of City and EDA funds for land acquisition, public improvements, and rehabilitation of an adjacent building into office and incubator industrial space. Digital Equipment Corporation, a major computer manufacturer, is presently completing a new 58,000 square foot facility within the Crosstown Park. Approximately 300 persons will initially be employed, with future expansion planned. The entire Industrial Park is expected to generate 200 construction jobs and 3,000 permanent jobs over a four-year period.

G. Employment and Labor Force Characteristics.

The Consensus survey provides the most recent data on employment (and unemployment) in the South End. Approximately 9.6% of the South End residents surveyed were unemployed and seeking work, as compared with 8.5% of all Bostonians*. For minority groups in the South End the figures are even higher- 13.2% for Black residents and 15.4% for Hispanics, while 5.6% for Whites. The unemployed are disproportionately older and younger workers, and in the labor and blue-collar sectors.

The number of blue-collar jobs for both the City and the South End have decreased with the increasing shift to service sector employment. The decline in the industrial sector reflects the general state of the New England economy, as manufacturers have generally moved to the suburbs. Given the mismatch of jobs and skills, job development for South End residents is an overwhelming priority area as determined by 90% of those persons surveyed by Consensus. Approval of programs and policies which would result in the creation of employment opportunities is understandably strong among the unemployed, but is almost equally strong among those in stable employment.

H. Transportation.

As noted in the South End Project EIS, while urban renewal activities during the past fifteen years have played the major role in influencing the neighborhood, during the next fifteen years planned transportation improvements in the area will, more than any other type of public investment, help determine the future of the South End. As mentioned earlier, the neighborhood's major arterial streets

* June 1978, Mass. Division of Employment Security

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include Columbus Ave., Tremont and Washington Streets; crosstown traffic is primarily accommodated on Mass. Avenue and, to a lesser extent, on West Newton and Dartmouth Streets.

Although less than half of all South End households own an automobile, the neighborhood is located in a vulnerable "gateway" position in close proximity to the downtown and Back Bay areas. Of those residents employed within the South End, 71% walk to work while 11% take public transportation; of those employed elsewhere, 20% walk to work and 38% take public transportation. Thus the vast majority of traffic in the South End is generated from areas outside of the neighborhood.

In the Summer of 1972, an ad hoc neighborhood group known as the South End Committee on Transportation (SECOT) completed a study which resulted in recommendations to the Boston Transportation Planning Review. Proposed plans included: the narrowing and reconstruction of Columbus Ave. and Tremont Street; improved local bus routes; building a light rail transit system to replace the E1 along Washington Street; relocation of the Orange Line; and a series of direction changes on South End side streets to discourage commuter traffic. SECOT members had previously persuaded the MBTA to extend one of the South End's major bus routes (#43 Eggleston) along Tremont Street into the downtown retail center. By 1975, after numerous discussions with BRA and City officials, the street changes proposed by SECOT were put into effect. Although several businesses along Shawmut Avenue were hindered by its conversion to a one-way street, the street changes have been largely successful in deterring through-traffic on South End side streets.

In terms of public transportation, the South End is primarily served by the #43 and #1 (Dudley/Harvard) bus routes and the Orange Line E1 on Washington Street. South End residents, however, are presently poorly served by the Orange Line. There are two stops at the less populated edges of the neighborhood: Dover Station at East Berkeley Street and Northampton at the intersection of Mass. Ave. and Washington Street. Neither is easily accessible for most South End residents.

The relocation of the Orange Line and the implementation of replacement transit service along Washington Street will greatly improve this situation and will also have a major impact upon existing reuse parcels in the Mass. Ave. and Back Bay Station areas as well as the Washington

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Street commercial areas.

Other major scheduled transportation improvements include the reconstruction of Columbus Ave. and Tremont Street. Proposed plans for both streets include wider sidewalks, landscapings, pedestrian neckdowns at intersections as well as major resurfacing. Currently ten sewer and storm drain separation contracts are underway throughout the South End, including Columbus Ave; 75% plans for the reconstruction projects have been approved by the Federal Highway Administration (FHA) with 100% plans soon to be submitted. Final scheduling of these improvements will follow completion of the sewer and storm drain contracts as well as FHA approval.

I. Past Neighborhood Development and Investment.

Over \$90 million in public funding has been spent in the South End since 1965, primarily through urban renewal. Public investment has included a new branch library, elementary school, \$48 million in improvements to Boston City Hospital, and several new community parks. Street and sidewalk improvements have also occurred throughout the area. Further urban renewal investment will be limited due to the impending project closeout and financial settlement negotiations between HUD and the City of Boston.

Private investment in the South End has primarily consisted of residential improvements on side streets. Yet, despite widespread investment in both housing and commerce, housing deprivation and inadequate commercial districts still exist in the South End.

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III. Local Capacity/Resources for Neighborhood Development.

A vast number of local organizations exist in the South End; these include neighborhood block associations, tenant organizations, ad hoc groups and organizations involved in human services, housing, and community and economic development. Some of these organizations have a long history in the community while others have been formed in response to more recent developments, particularly urban renewal.

Inquilinos Boricuas en Accion (IBA) is a not-for-profit, primarily Hispanic housing development and management corporation engaged in the social, physical and economic renovation of the area known as Villa Victoria (formerly Parcel 19 of the South End Urban Renewal Plan). Original BRA plans called for large-scale demolition of this area and new construction of housing, recreational and commercial space to service the surrounding areas which were being rehabilitated. No relocation plans had been made for residents of this area, and execution of the plan would have meant destruction of the existing community and displacement of its residents, 90% of whom were low-income and living in substandard housing conditions. IBA eventually negotiated a community plan which included rehabilitation of existing sound structures, new construction of family and elderly housing (staged to allow gradual relocation of people within the area), and construction of a Puerto Rican-style plaza. IBA currently manages 653 housing units for low and moderate-income residents, 489 of which were developed by IBA while the remaining 164 units were completed with other community group and HUD assistance. IBA has also received BRA and HUD approvals to construct Viviendas II which, when constructed, will consist of approximately 200 units of housing and ground level retail facilities. This project is currently held up because of a law suit filed in the U.S. District Court by the Committee for an Open Review Process. Since both HUD and the BRA have approved this development effort these agencies are attempting to resolve this suit as quickly as possible so that construction can begin.

The Lower Roxbury Coalition for a Community Land Trust is a more recently formed organization. This group is comprised primarily of residents of the Lower Roxbury section of the South End, an area which currently includes many vacant parcels of land. It is in the process of legally establishing a land trust and has requested that all BRA-owned buildings and parcels of land in the area be conveyed to this land trust to be banked for future development. These

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requests were made during the EIS neighborhood meetings and a petition of 150-200 residents was submitted to the BRA supporting this group's proposal. To date, the Land Trust Coalition has not received any written or official response to their proposal; they are being assisted by Warwick House and the National Community Land Trust Center in their efforts.

The South End Neighborhood Trust was also recently organized and created with the assistance of the National Community Land Trust Center. Its membership is comprised primarily of residents in the Cathedral, IBA and Eight Streets area of the South End. This group expects to develop plans to convert the Cathedral Housing Project into a cooperative or some other form of tenant ownership and/or control. A major concern of this organization is the possibility that when the Orange Line Elevated is removed, there will be an attempt to convert Cathedral into a market-rate rental development. This land trust will also be developing other proposals for the re-use of BRA-owned land and buildings in the adjacent areas.

The South End Project Area Committee is the neighborhood-elected organization established to oversee and provide input to the South End urban renewal process. SEPAC was established after two years of urban renewal struggles in 1969 with a Charter from the City of Boston. The organization deals with housing, urban renewal and community development issues within the neighborhood and consists of 39 members elected biennially in elections conducted by the City's Election Department. SEPAC also publishes a community newsletter and is recognized by the City, BRA and HUD as the official Project Area Committee (PAC) in the South End urban renewal area and as the "primary agent" of the South End community.

Tenants Development Corporation (TDC), a not-for-profit housing development and managements corporation, was established as a mechanism for low-income and Third World residents of the South End/Lower Roxbury to create housing alternatives to the inadequate situations presented to them. After several years of building neglect by absentee landlords, tenants adopted a new approach of: pooling their resources and working collectively to purchase the substandard dwellings that housed them; rehabilitating the structures; and managing the properties themselves. In 1968, TDC was incorporated as a tax-exempt organization involved in tenant-run housing rehabilitation and management. Currently, tenants are managing 56 rehabilitated

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row houses for low and moderate-income households. TDC is also attempting to negotiate the acquisition of an additional 21 BRA-owned buildings and 20 tax titled buildings in the process of being taken over by the City of Boston. If developed, these buildings would result in approximately 100 dwelling units.

United South End Settlements (USES) is a private, not-for-profit human services and community development organization serving the South End/Lower Roxbury neighborhood. USES conducts a variety of programs and services oriented to a diverse and constantly changing neighborhood, and maintains the flexibility to change its programs as neighborhood needs change. USES programs and services include the Child Development Program (family, after-school and group day care); Family Life Education and Counseling Program; and the Older Adult Program (group work services, individual counseling, nutrition and hot lunch). USES youth and training programs include the Cooperative Economic Development Youth Program and Youth Essential Services for Chinese youth. The Worker Advocacy Program works to improve employment options for local residents, while the Children's Art Centre conducts art classes and workshops. During the summer, USES also conducts a resident camping program as well as a day camp. USES operates its programs from four centers located throughout the South End.

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IV. Preliminary Development Plan for the Neighborhood.

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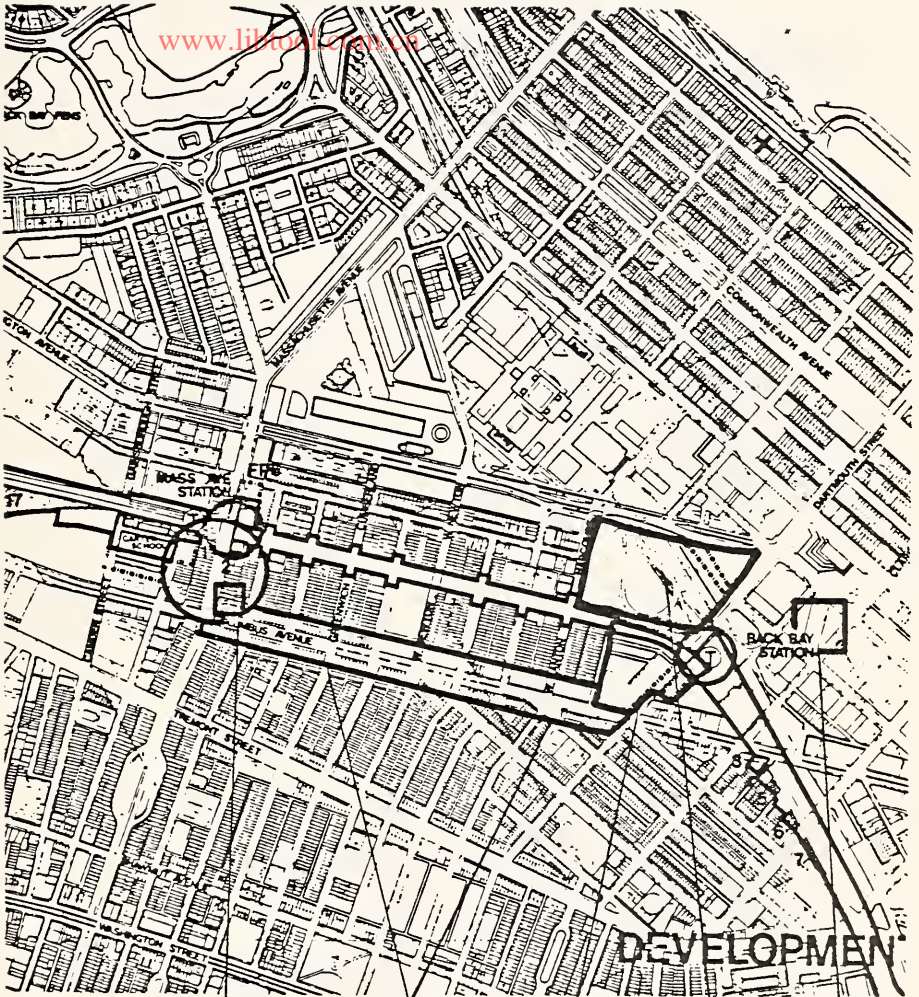
Over the course of the Southwest Corridor Joint Development Project, USES staff have identified two priority sites for joint development. These include a cluster a predominantly vacant and underutilized buildings in the Mass. Avenue Station Area, and the Tent City site.

In the Mass. Avenue area, USES staff, on behalf of the United South End/Lower Roxbury Development Corporation (UDC), have developed proposals to rehabilitate a total of four buildings on the corner of Mass. and Columbus Avenues. The proposed properties are currently owned by the BRA, which is anxious to make them tax producing. The current designated developer for these properties has been unable to obtain financing and has indicated that he has no objection to UDC pursuing the proposed projects.

Specifically, UDC has submitted a proposal for HUD Section 202 funding to rehabilitate 569-573 Columbus Avenue into 22 units of elderly and handicapped housing; the anticipated cost of this development is \$755,000. UDC has also applied to the EDA Office of Special Projects for funding to rehabilitate 426-434 Mass. Avenue into office and ground floor retail commercial space. Estimated project costs for this development total \$1.1 million; of this, UDC has applied to EDA for \$880,340. As organized, UDC's articles of organization and by-laws have received preliminary approval from the Massachusetts Community Development Finance Corporation (CDFC), and will thus be eligible for CDFC financing, including a potential local match to EDA funding. It is anticipated that both of the above projects will make a significant improvement in this area, which is currently in need of substantial rehabilitation. The HUD 202 development will provide much needed elderly housing in close proximity to local services, including the USES Older Program Program, while the proposed office and commercial space will provide employment opportunities for local residents and improve the commercial viability of this area.

In addition, USES staff have also been working with the Tent City Task Force (TCTF) to develop feasibility studies and development guidelines for the Tent City site, a major, largely vacant parcel located adjacent to the proposed Copley Place development and Back Bay Station. The Task Force was organized in response to the need to develop

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22 units	Columbus	Tent City Site	Copley Place	Hancock
Elderly Housing	Avenue	270 d.u.	Development	Bldg.
17,000 s.f.	Commercial	new	Site	
Office space	corridor	construction	Hotel-Office	
			Retail	

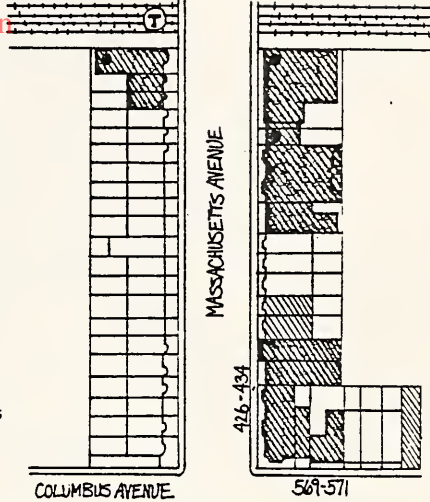
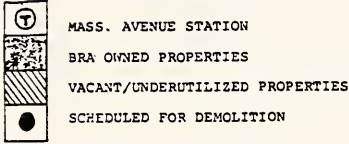
United South End Settlements NDO
Development Impact Analysis Area

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JOINT DEVELOPMENT SITES IN THE MASS. AVENUE STATION AREA

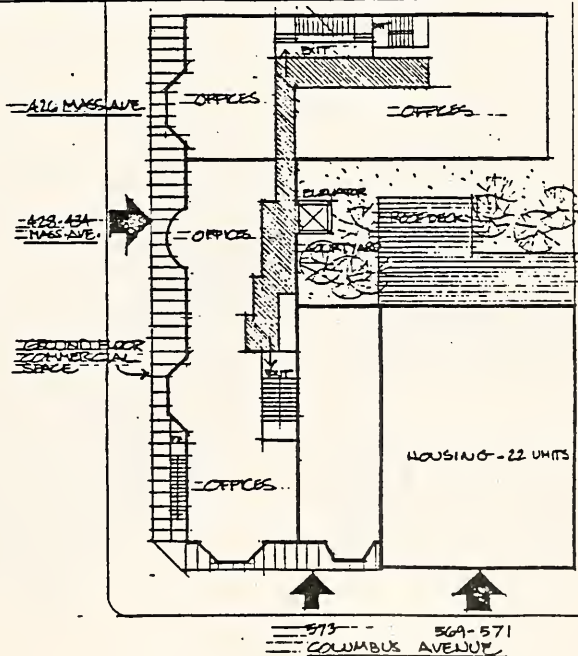
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- 426-434 Mass. Avenue: office and ground floor commercial space
- 569-571 Columbus Avenue: 22 units elderly & handicapped housing

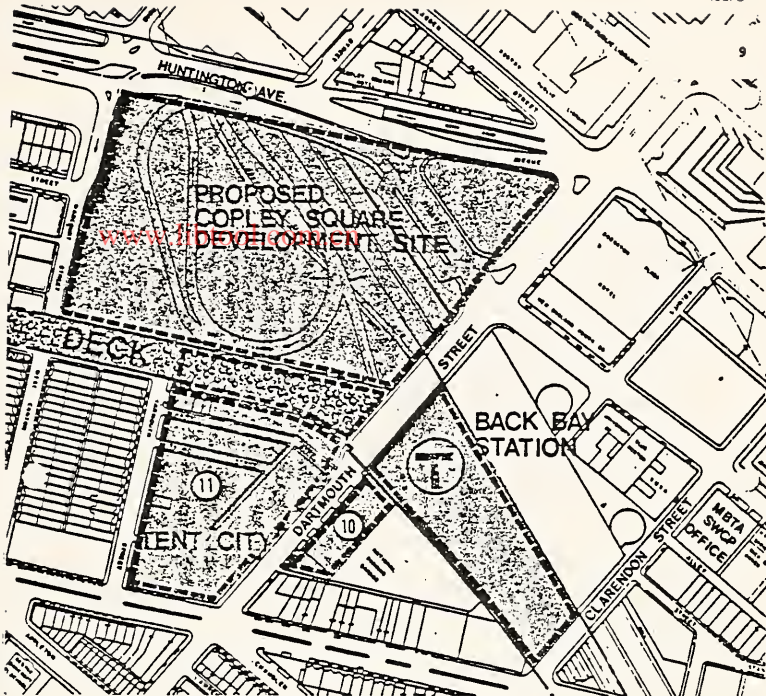


SITE LAYOUT / 426-434 MASS. AVE. & 569-573 COLUMBUS AVE.

11.



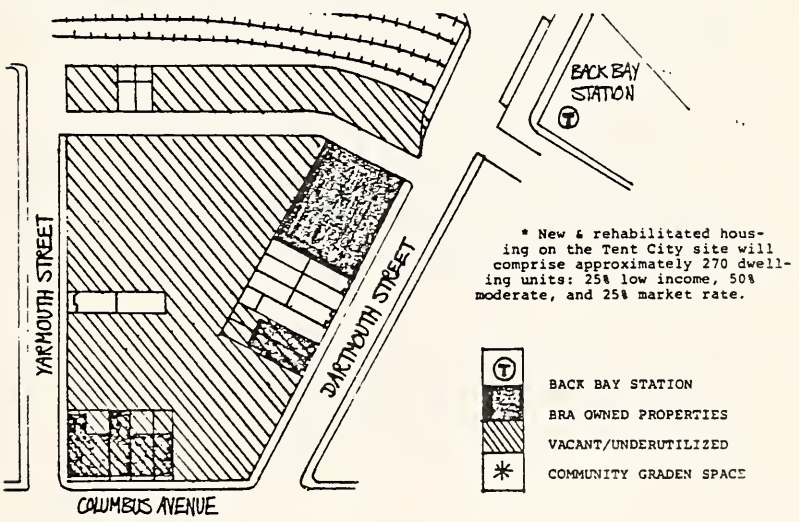
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Map III - Back Bay Station, Tent City Site and Copley Square Site

12.

JOINT DEVELOPMENT SITES IN THE BACK BAY STATION AREA



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affordable housing for residents in danger of being displaced. ~~Eleven years ago,~~ in April 1968, several hundred residents occupied the Tent City site to protest urban renewal-related displacement. Over a period of four days, this demonstration grew into a well-organized squatter community housed in scrap-constructed huts and tents (hence the name Tent City). Subsequently, as the BRA took initial steps to acquire and develop the site, the Task Force was formed and became a subcommittee of SEPAC. The Task Force has worked successfully with the BRA to renovate the "Frankie O'Day block" on Columbus Avenue, adjacent to Tent City, and to develop an innovative program for low and moderate-income homeownership.

More recently, the Task Force has developed a preliminary plan for housing on the Tent City site. The Task Force has, for the past several months, been meeting with the BRA to agree on parameters and establish feasibility of the proposed housing. The TCTF and the BRA have tentatively agreed that the proposed housing would have a composition of 25% low-income, 50% moderate-income, and 25% market rate units and would include family, elderly and handicapped, and efficiency units. A major emphasis of this proposed housing would include ownership by individuals, through low and moderate-income condominiums, cooperatives and traditional homeownership models) and not-for-profit ownership. The Task Force has recently hired a Project Manager, and USES development staff with continue to work with this group as further economic feasibility analysis, physical parameters and financing alternatives are explored and refined. The Task Force will also be conducting a community information effort to ensure broad support for the project.

United South End/Lower Roxbury Development Corporation

During the past two years, USES has undertaken a series of related planning and organizational activities to create a community development corporation (CDC) to serve the South End/Lower Roxbury neighborhood. USES staff have recently completed all of the necessary work to create the United South End/Lower Roxbury Development Corporation (UDC).

As organized, UDC will be chartered under Chapter 180 of the Massachusetts General Laws. Its articles of organization and by-laws have been drafted so that it may apply to become tax-exempt under Section 501(c)(3) of the U.S. Internal Revenue Code; it will also be eligible for CDFC

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financing. UDC's board will be comprised of thirteen voting directors of which seven will be elected and six appointed, ~~and each represent~~ representing the following neighborhood organizations: IBA, the Lower Roxbury Coalition for a Community Land Trust, the South End Neighborhood Trust, SEPAC, TDC and USES.

Three residents have agreed to serve as the initial incorporators and directors; four additional persons shall be appointed to the board of directors and the six neighborhood organizations will be requested to elect representatives to serve. This initial board will serve while a membership drive is conducted and until the first annual meeting is held on the first Wednesday in April, 1980.

UDC shall undertake neighborhood stabilization, revitalization, community development, economic development and related activities in order to foster the economic growth of the South End/Lower Roxbury area. It will do so by conducting activities which will create and retain jobs and by promoting and assisting the growth and development of local business districts. UDC's beneficiaries will include small and minority-owned businesses and residents of the impact area. UDC will coordinate its local economic development efforts with the Southwest Corridor Project, urban renewal closeout and financial settlement, and with proposed local developments, such as Copley Place.

The immediate need for such a CDC is evidenced by the land speculation and gentrification that is sweeping the South End and placing severe economic pressure on elderly and low-income residents, local small businesses, and causing displacement. One of UDC's primary functions will be to ensure that jobs are created and retained within the South End and to increase the capability of residents and businesses to partake in any increased economic activity that may take place. It will also insure that community residents have a voice in determining the direction of changes that are certain to occur in the South End in the near future as a result of the Orange Line relocation, urban renewal closeout and the Copley Place development.

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I. DATA BACKGROUND FOR SWC JOINT DEVELOPMENT PROJECT

1. Data Base Developed for Project

The inventory of data developed to support the South End/Lower Roxbury CEDS consisted primarily of detailed analysis of the Consensus survey. Consensus, Inc., was contracted by the Boston Redevelopment Authority (BRA) to survey 4% of the neighborhood population in June-July, 1978. The Consensus survey contained considerable socio-economic data as well as a survey of issues related to close-out of the South End Urban Renewal Project. Although summary findings had been distributed by the BRA, analysis of the raw data proved more useful. Analysis of this data was incorporated into the Neighborhood Assessment section of the South End/Lower Roxbury CEDS.

Additional data incorporated included a USES survey of local businesses, materials developed for the South End Environmental Assessment, and updated ridership projections for Massachusetts Avenue and Back Bay stations (to account for development of Copley Place).

2. Strategy Used to Identify Needs and Issues

The South End/Lower Roxbury presently supports over forty neighborhood block associations, tenant organizations, and neighborhood development organizations (see attachment). In addition, several ad hoc committees have formed around specific neighborhood issues and development projects. Examples include the South End Committee on Transportation, the Mass. Avenue Station Area Task Force, the Copley Place Citizen Review Committee, and a related sub-committee on community economic development.

Due to the unusually large number of existing organizations, USES staff have, wherever possible, consulted with existing groups to identify

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neighborhood issues and needs. This process has taken place on both an immediate project area and community-wide basis.

3. Determination of Joint Development Projects

As part of the close-out process for the South End Urban Renewal Project, the 120 parcels and buildings currently owned by the BRA were examined and preferred uses indentified. BRA-owned properties comprise the vast majority of vacant parcels within the South End/Lower Roxbury.

Over the course of the Southwest Corridor Joint Development Project, USES reviewed the above-mentioned parcels and identified two priority sites for joint development. These include: 1) buildings in the Massachusetts Avenue Station area, and 2) the "Tent City" site.

Properties in the Massachusetts Avenue area were identified as priority sites on the basis of their close proximity to the Massachusetts Avenue Station, their location at a key intersection within the South End/Lower Roxbury, and the large number of properties within a concentrated area in need of substantial rehabilitation. The BRA currently owns twelve properties in the block cornering Massachusetts and Columbus Avenues. Eleven of these properties are vacant or under-utilized buildings (ground-floor/storefront occupancy only) and one is a small vacant lot. Three of these existing structures are scheduled for demolition in early-action contracts due to required transit alignments. Of these three, one small parcel will become available for redevelopment; the two remaining parcels will provide connections to the Corridor Parkland on the southern side of Massachusetts Avenue and to the cover decking on the northern side. USES has submitted preliminary applications for the rehabilitation of four BRA-owned parcels located within this block.

USES staff have also been working with the Tent City Task Force (TCTF) to develop refined feasibility studies and development guidelines

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for the Tent City site. This site was chosen as the second-tier joint development site because it is among the largest underdeveloped land parcels in the South End. In addition, development of housing on the Tent City site has been an issue of neighborhood concern for over ten years. The site consists of 3.3 acres bounded by Columbus Avenue, Dartmouth and Yarmouth Streets, and the Penn Central alignment. The BRA currently owns 40% of this site while 60% is privately owned. The BRA committed the Tent City site for residential use in 1968, and reaffirmed this position in the recent South End EIS.

4. Current Marketing Information

The most recent marketing information for the South End/Lower Roxbury consists of a study conducted in 1975 for Inquilinos Boricuas en Accion (IBA). IBA is a primarily Hispanic neighborhood organization which was designated developer of Parcel 19 in the earlier phases of urban renewal. The focus of this study was limited to commercial development opportunities specific to Parcel 19; the South End/Lower Roxbury has also changed considerably in the four years since this study was conducted.

Related data has been more recently developed for the housing and retail impact analysis of the Copley Place development. The primary impact area for this study included the portion of the South End north of Washington Street and east of Massachusetts Avenue; portions of the Fenway, Bay Village and the Back Bay were also included. While these studies provide updated material on real estate and retail activity within the defined impact area, current marketing information on the South End/Lower Roxbury is generally lacking. Significant commercial development opportunities exist among the many vacant properties along the neighborhood's major corridors. Development of these

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parcels would be facilitated by comprehensive up-dated marketing information for the entire South End/Lower Roxbury area.

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II. UPDATE OF RECENT MATERIALS/ACTIVITIES

1. Summary of materials developed and activities related to the SWC Joint Development Project:

- The United South End/Lower Roxbury Development Corporation (UDC) was officially incorporated in July, 1979. Nine interim board members have been appointed; these members will serve while the UDC membership drive is ongoing and until the first annual election is held in April, 1980.
- UDC staff received technical assistance from the Bedford-Stuyvesant Restoration Corporation. As a result of these on-site visits and discussions, Bedford-Stuyvesant will prepare Management, Financial, and Work Plans for UDC.
- UDC is continuing to develop and refine plans for the proposed commercial project located at the corner of Massachusetts and Columbus Avenues. This includes working with the City of Boston to incorporate the project in the City's CEDS. UDC has identified several prospective tenants for the office and retail space and is conducting outreach to identify additional tenants.
- Ongoing work with the Copley Place sub-committee on community economic development and the Tent City Corporation has primarily focused on the Copley Place UDAG application. Negotiations between the City of Boston and the Urban Investment and Development Corporation (UIDC) have centered on the amount of the UDAG, what portion of UDAG will be structured as a loan from the City, and construction and employment guidelines for the proposed development. In addition, members of the Tent City Corporation and the Copley Place Citizen Review Committee's task force on community Development have urged that: (1) acquisition funds for the privately owned portion of the Tent City site be included in the

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UDAG application; and (2) development of Tent City should proceed concurrently with development of Copley Place and the Southwest Corridor Project.

- UDC has received partial financing from the Metropolitan Area Planning Council (MAPC) to sponsor a Regional/Urban Design Assistance Team (R/UDAT) to study the South End/Lower Roxbury's commercial corridors (see attachments): A steering committee comprised of local businesses, residents, local officials and UDC staff has been formed to define the specific issues the R/UDAT will study and to arrange details of the team visit. Proposals for the remaining project funding are pending, and the targeted date for the team visit is April 24-29, 1980.

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South End/Lower Roxbury Organizations

Bradford Shawmut Neighb. Assoc.
Camfield Gardens Tenants Assoc.
Castle Square Tenants Assoc.
Cathedral Tenants Task Force
Chester Park Neighb. Assoc.
Claremont Neighb. Assoc.
Columbus Avenue Tenants Assoc.
(New Castle Court)
Concord Houses Tenants Union
Cosmopolitan Neighb. Assoc.
Dartmouth Place Neighb. Assoc.
E. Canton Street Preserv. Assoc.
E. Springfield Street Neighb. Assoc.
Eight Streets Neighb. Assoc.
Ellis Neighb. Assoc.
Frankie O'Day Task Force
Franklin Square House Tenants
Inquilinos Boricuas en Accion (IBA)
IBA Tenants Neighb. Assoc.
Lenox Tenants Task Force
Lower Roxbury Coalition for a
Community Land Trust, Inc.
Methunion Manor Tenants
Montgomery-West Canton Street Assoc.

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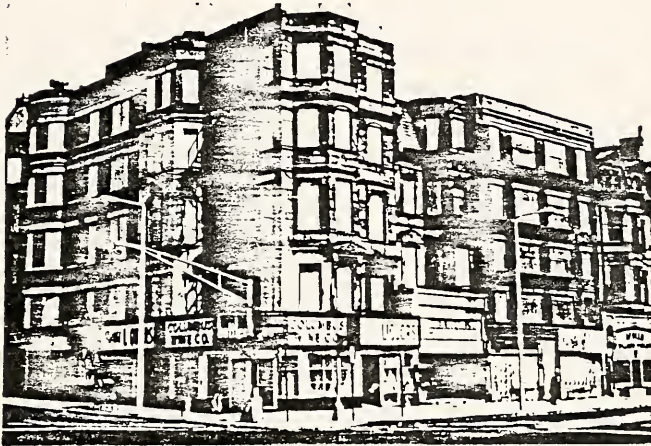
Pilot Block Neighb. Assoc.
Roxse Tenants Assoc.
Rutland Street Assoc.
Six Points Neighb. Assoc.
South End Businessmen's Assoc.
South End Committee on Transportation
South End Historical Society
South End Project Area Committee (SEPAC)
South End Trust
Tenants Development Corporation (TDC)
Tent City Task Force
Union Park Neighb. Assoc.
Union Park Street Assoc.
United Neighbors of Lower Roxbury
United South End/Lower Roxbury
Development Corporation (UDC)
United South End Settlements (USES)
Upton Street Block Assoc.
Washington Manor Tenants Assoc.
West Concord/Rutland Street Tenants
in Action
Worcester Square Neighb. Assoc.

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SUMMARY OF PROPOSAL SUBMITTED TO
U.S. DEPT. OF COMMERCE, ECONOMIC DEVELOPMENT ADMINISTRATION
OFFICE OF SPECIAL PROJECTS

May 16, 1979

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426-434 Massachusetts Avenue

Project Description

United South End/Lower Roxbury Development Corporation (UDC) proposes to undertake the planning and construction activities necessary to rehabilitate a five-story building into office and ground floor retail commercial space. The proposed real estate is located at 426-434 Mass. Avenue at the corner of Mass. and Columbus Avenues, two of the major commercial corridors in the South End/Lower Roxbury. The upper stories of these buildings are presently vacant, while smaller businesses are renting street level retail space in three of the storefronts. These buildings are located in a block which consists of predominantly vacant or underutilized properties in need of substantial rehabilitation.

The proposed properties are currently owned by the Boston Redevelopment Authority (BRA) which is anxious to make them tax producing. The current designated developer for these properties has been unable to obtain financing and has

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indicated that he has no objection to UDC pursuing the proposed project. BRA staff have recently conducted a design review of this project and have indicated their interest in and support for this project, particularly in terms of its job development potential. The BRA is willing to designate UDC as developer of these properties pending receipt of funding.

It is expected that the rehabilitation of these buildings would represent a significant investment on a key corner of this commercial and retail area and would stimulate additional private and public investment. A property owner/businessman has obtained bank approval for a \$50,000. loan to rehabilitate commercial property located on the same block. To date he is reluctant to make this investment, largely due to the high number of abandoned properties and conditions of the adjacent buildings; he is willing to proceed with the rehabilitation of his property only if there is other investment on this block. UDC has also identified potential tenants for the proposed rehabilitated building who have expressed interest in locating their offices on this site. These tenants include a local small press, two medical professionals, and existing tenants currently renting ground level retail space.

Expected beneficiaries include existing neighborhood businesses, which otherwise would likely not be able to afford retail rents if this property were privately rehabilitated. In addition, South End/Lower Roxbury residents will benefit from strengthened local businesses, physical improvements and additional employment opportunities created as a result of these activities. The rehabilitation of these non-tax producing properties offers the potential for economic development which may be measured in terms of jobs, income and City revenues. It should make a significant improvement in the commercial viability of this area and contribute to a process of neighborhood revitalization which will have a major effect on the future of the South End/Lower Roxbury.

Project Costs and Local Match

Estimated project costs:

EDA	\$	896,980.
Local match		224,245.

TOTAL \$1,121,225.*

* Estimated land acquisition costs, to be negotiated with the BRA.

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As organized, UDC will be chartered under Chapter 180 of the Massachusetts General Laws. Its articles of organization and by-laws have received preliminary approval from the Massachusetts Community Development Finance Corporation (CDFC) and will thus be eligible for CDFC financing, including a potential local match for the proposed project.

Consistency with Local Economic Development Strategies

The proposed project has been reviewed by the Metropolitan Area Planning Council (MAPC), the areawide A-95 clearing-house, and has been found to be consistent with the goals and objectives of the Boston SMSA Overall Economic Development Plan (OEDP). The project is also consistent with the goals of the City of Boston's Comprehensive Economic Development Strategy (CEDS) in its emphasis on job creation and expansion of the City's economic and tax base. The project is of particular relevance in terms of the impact this rehabilitation will have on neighborhood commercial stabilization.

Local Business District Revitalization

United South End Settlements (USES) became involved in economic development in 1972 with the establishment of Local Development of the South End, Inc. (LDSE). LDSE was initially funded under the Small Business Administration's Section 502 (Local Development Company) Loan Program and the Office of Minority Business Enterprise's Business Development Organization Program. LDSE's purpose is to promote and assist the growth and development of the South End/Lower Roxbury's business community, particularly small and minority-owned businesses. Since 1972 LDSE has approved over 75 loans amounting to almost \$3 million. However, the Dept. of Commerce has significantly reduced the Office of Minority Business Enterprise's funding level in New England which in June, 1977 led to the termination of OMBE's portion of LDSE's funding. While LDSE continues to operate under its contract with SBA and is currently servicing approximately \$250,000. in outstanding loans, its capabilities have been severely reduced.

United South End/Lower Roxbury Development Corporation (UDC) is being established partially in response to LDSE's reduced funding and partially in recognition of LDSE's limitations (i.e. its fairly stringent eligibility requirements, restrictions on the uses of funds, etc.). The formation of UDC represents an effort to develop a more comprehensive approach to the economic development of the South

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End/Lower Roxbury. UDC will undertake a broader range of economic development activities than are possible under the SBA 502 Loan Program.

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If funded, UDC proposes to structure its Office of Special Projects grant as an internal loan; the grant will thus eventually function as a resource bank for other community development projects within the target area. In addition to covering operating and maintenance expenses and local taxes, revenues generated from the rental of the proposed office and commercial space will be redistributed to foster the growth of the local business district. Potential projects include: fixed asset and/or working capital direct loans, loans and lease guarantees, and interest reduction payments on guaranteed loans.

In addition to directly financing the rehabilitation of the proposed project, the grant will thus also have a multiplier effect in terms of building local business capacity and job creation potential.

Related Local Investments

Approximately \$669. million of transit improvements, including relocation of the MBTA Orange Line to the Penn Central alignment, are scheduled to begin in Fall 1979. These transit and railroad improvements will be funded through the Federal Railroad Administration, UMTA and local shares. A Mass. Avenue rapid transit station is scheduled to be built as part of these improvements and will be located approximately 200 feet up Mass. Avenue from the proposed UDC office and retail commercial building.

The BRA and the City of Boston have also received commitments from the Environmental Protection Agency (EPA) to undertake major sewer and storm drain separations within the South End Project Area and from the Federal Highway Administration for street reconstruction along the major commercial corridors of Columbus Avenue and Tremont Street. These transit and street improvements in the immediately adjacent areas of the proposed project will have a substantial impact in terms of improved access and commercial district viability.

Other Related Projects

USES received a grant from the Episcopal City Mission/ Joint Urban Fund to undertake planning activities related to the South End/Lower Roxbury commercial areas. As a result of this project, over the past seven months USES

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staff have:

- visited and prepared an updated inventory of approximately 175 businesses in the South End/Lower Roxbury; an open meeting was convened and preliminary steps have been taken in efforts to form a local business association.
- prepared a City of Boston CDBG proposal to create a revolving loan and equity fund to assist small businesses in the area.
- monitored planning activities related to the Copley Place development and participated in the Citizen Review Committee on Community Economic Development.

In addition, USES is one of six neighborhood development organizations currently working with the Southwest Corridor Coalition on the Southwest Corridor Joint Development Project. This project is funded by the Dept. of Transportation, UMTA and is addressing development opportunities in the Southwest Corridor area, particularly those adjacent to the relocated Orange Line right-of-way. Results of this planning grant to date include:

- completion of the necessary activities to establish a community development corporation to serve the South End/Lower Roxbury neighborhood (United South End/Lower Roxbury Development Corporation).
- preparation of the Office of Special Projects proposal and evaluation of adjacent properties in the block cornering Mass. and Columbus Avenues.
- preliminary feasibility studies and development guidelines for a major vacant parcel in the South End Project Area.
- compilation of recent demographic data and assessment of neighborhood trends which will culminate in a South End/Lower Roxbury CEDS/Transit and Development Impact Statement.

United South End/Lower Roxbury Development Corp. (UDC)
48 Rutland Street, Boston, MA 02118 617/266-5451

Contacts: Val Hyman, Nancy Burns

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Technical Assistance

MAPC Awards Incentive Grants to Create Jobs

MAPC's Executive Committee awarded two incentive grants Sept. 20 to agencies working on projects aimed at creating jobs and helping stabilize businesses in economically depressed neighborhoods.

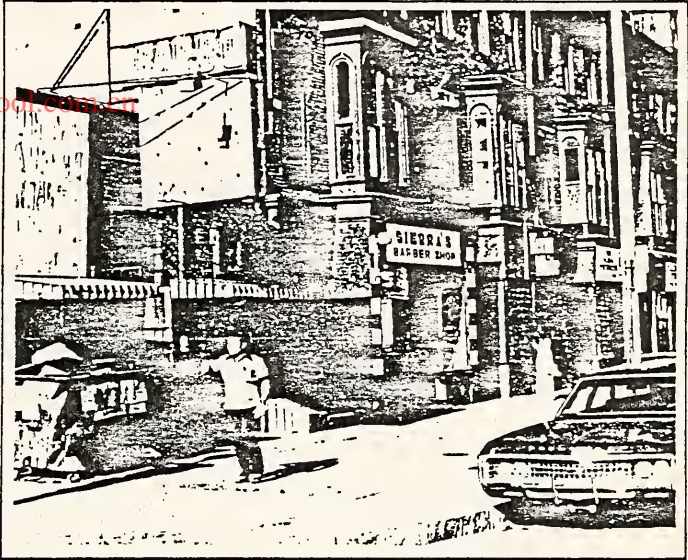
The \$5,000 matching grants bring the total number of awards issued under the Council's second-year Incentive Grants Program to five.

The Industrial Cooperative Association (ICA) in Cambridge, one grant recipient, will help workers of a financially beleaguered garment factory assume ownership and manage operations. The ICA, a nonprofit agency known for assisting the development of worker-owned industries, will develop a business and management plan for the workers—who will manufacture children's clothes.

Initially, eight minority employees are expected to run the Jamaica Plain business. Eventually, as many as 25 workers may share in the ownership of the company. ICA is now reviewing sites to locate the industry in another building in Jamaica Plain better suited for manufacturing.

The prototype project, supported by the City of Boston, will hopefully show other communities an innovative way to maintain manufacturing jobs in inner-city areas.

Under the second award, the United



One of two incentive grants awarded by MAPC last month will be used for studying ways to revitalize troubled business corridors in Roxbury's South End.

South End/Lower Roxbury Development Corp. (UDC) will sponsor an urban design study of major commercial arteries in the South End. Using MAPC's \$5,000 grant as a local match, the development corporation will obtain the services of the Regional/Urban Design Assistance Team who will perform the analyses.

Recruited by the American Institute of Architects, the design assistance team of planners, architects and economists will conduct an intensive four-day study of the South End's major corridors—dotted with numerous vacant and underutilized storefronts.

The team will provide an overall design scheme, showing how design improvements can help stabilize businesses and employment. "If a local community group is able to come up with the money and perform a good deal of pre-planning before the team arrives, they can take advantage of this unique program," said MAPC Acting Director Jonathan Truslow. MAPC's \$5,000 grant is to be matched by \$15,000 in services from the American Institute of Architects.

Commercial arteries targeted for the study are Columbus and Shawmut avenues and Tremont and Washington streets.

MAPC, meeting a goal of its Incentive

Grants Program, managed to increase the number of awards given from two in its first year to five this year. The Council hopes to increase the dollar amount of awards in subsequent years. It is now reviewing and modifying criteria for grant awards "to ensure that future grants go to projects that are as meaningful and helpful to communities as possible," said MAPC Technical Assistance Director John Connery.

Sec. Byron Matthews Slated to Speak at Council Meeting

Secretary of Communities and Development Byron Matthews will be the keynote speaker at MAPC's Council Meeting Thursday, November 1. The meeting, beginning at 8:15 p.m., will be held at the Waltham Holiday Inn on Totten Pond Road (Rte. 128 exit 48E, Winter Street).

Secretary Matthews will discuss the state's growth policy, especially for housing and economic development. The public is invited. The Council's regular business meeting will follow at 9:30 p.m. For more information call MAPC's Public Information Department at 523-2454.

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UNITED SOUTH END/LOWER ROXBURY DEVELOPMENT CORPORATION (UDC)
43 RUTLAND STREET, BOSTON, MA. 02118
(617) 266-5451

PROJECT DESCRIPTION

UDC proposes to sponsor a Regional/Urban Design Assistance Team (R/UDAT) to study and prepare a set of recommendations regarding the South End/Lower Roxbury's commercial corridors. The four major commercial arteries - Columbus Avenue, Tremont Street, Shawmut Avenue and Washington Street - currently consist of many smaller businesses in need of improvements and large numbers of vacant storefronts. These four corridors have experienced very little investment and are generally in decline. Businesses along Washington Street are severely hampered by the presence of the MBTA Orange Line Elevated. Businesses throughout the area have been hindered by the lack of an active merchants association. While these local businesses are generally rated very poorly by residents, others are relatively well patronized and may, given appropriate assistance, be able to improve and meet changing neighborhood demands. To date the decline of these commercial corridors and the needs of local businesses have not been comprehensively addressed.

R/UDAT is a unique community service program created by the American Institute of Architects (AIA). AIA and the Boston Society of Architects (BSA) will provide a specially chosen team of architects, planners, economists and other professionals experienced in neighborhood commercial revitalization. The selected team will make an intensive visit of 4-5 days during which time they will meet with local businesses, residents, community groups and City officials. A public hearing will be held, after which team members will convene to establish strategies and define recommended courses of action. Finally, the team's recommendations will be published and presented at a community meeting.

Although the R/UDAT visit occurs over an extended weekend, a great deal of pre-planning must take place prior to this visit. A steering committee for the project will be formed for this purpose and will include representatives from local businesses, residents, local organizations, UDC staff, City of Boston business development programs, BSA, and MAPC Center Revitalization staff. The steering committee will work on details of the visit, such as arranging accommodations, preparing an information package and establishing an agenda for the R/UDAT team, and public relations. In addition they will assist in making presentations to neighborhood associations and tenant organizations. In this manner residents and businesses will become familiar with the R/UDAT program and will have an opportunity to identify concerns to be addressed in the larger community meetings during the team visit. The steering committee will also provide a mechanism for follow-through and implementation of strategies after the R/UDAT visit.

It is expected that a R/UDAT team visit will provide a significant vehicle for specific commercial corridor revitalization projects to occur. Of particular relevance is the R/UDAT program's emphasis on a new perspective by experienced outsiders and its model of participation for all interested parties. The R/UDAT visit should provide a focal point for discussion and an impetus for recommended strategies to be implemented.

For more information, please call Roozan Varteressian at 266-5451.

UDC

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