



PLAN: Nubian Square

P3 Toolkit

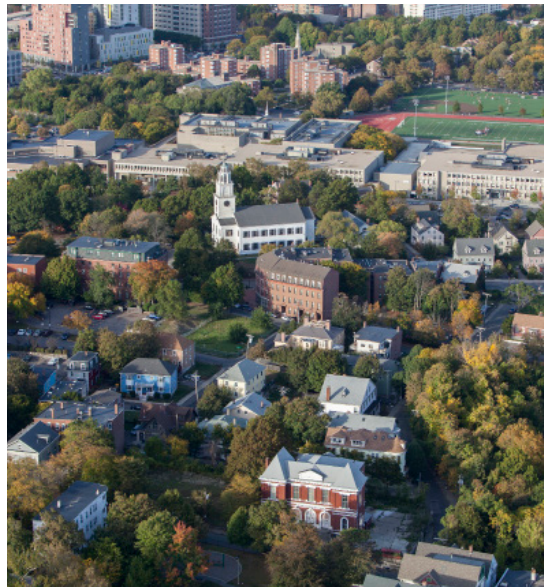
What is P3?

P3 is a publicly-owned vacant piece of land assembled during the Campus High Urban Renewal Plan. Due to its large size, proximity to public transit, major roads, and educational facilities, this site has the potential to contribute to the economic development in the Nubian Square area while advancing the community's commitments to affordable housing, arts & culture, and equity.

Roxbury is known for its vibrant Black community both in the past and present, with over 50% of the neighborhood's population identifying as Black. The area has been home to a number of activists, civil rights leaders, artists, and musicians. Roxbury was designated as a Cultural District in 2017, elevating the area's art, history, and community.

Historically, Nubian Square, previously known as Dudley Square, was once known as "the other downtown," and was considered a key commercial center for Boston black owned businesses and the economic hub of Roxbury. Due to racist and classist redlining practices, displacement caused by urban renewal, and the relocation of public transit facilities, the Nubian Square economy stagnated and then suffered.

In the decades that have passed since these defining events, several revitalization efforts focused on Nubian Square and the surrounding neighborhood have been attempted by both the City and community partners.



Aerial View c. 2019

More recent initiatives include the Roxbury Strategic Master Plan in 2004, which resulted in the creation of the Roxbury Strategic Master Plan Oversight Committee and a framework to guide change and economic growth in Roxbury; the Dudley Square Vision Project (Dudley Vision), which resulted in the development of

the new Area B2 Police Station completed in 2011, the Bruce C. Bolling Municipal Building completed in 2015, and renovations to the BPL's Dudley Branch Library; and PLAN: Nubian Square (previously known as PLAN: Dudley Square) which resulted in the community-guided formation of multiple Requests for Proposals (RFPs) for publicly-owned sites in Nubian Square, and will eventually result in their development.

Building off of the PLAN: Nubian Square engagement process, the Boston Planning & Development Agency (BPDA) is seeking community input on the RFP for P3. P3 presents itself as an opportunity to reinvest in the community, and the Nubian Square area. Due to its large size, proximity to public transit,

major roads, and educational facilities, this site has potential to contribute to the future growth and economic development of the Nubian Square area.

This booklet will provide an overview of the planning context of P3, including site history, notable features, future design considerations, and its relationship to other PLAN: Nubian Square developments in order to provide community members with the necessary background information in order to guide P3's future. The upcoming discussions are meant to be a continuation of PLAN: Nubian Square and the BPDA will use the framework established through this process to guide the future disposition of P3.



Fast Facts

Parcel ID	0902980100
Current Zoning District	Roxbury Neighborhood
Current Zoning Subdistrict	Greater Roxbury Economic Development Area
Parcel Size in Square Feet	335,000 ft ²
Parcel Size in Acres	7.7 acres
Site Location	P3 is bounded by Tremont Street to the northwest, Whittier street to the northeast, and Downing Street to the southeast. The site abuts Madison Park High School, the John D. O'Bryant School, the Reggie Lewis Center, and Good Shepard Church of God in Christ.
Current Site Conditions	P3 is currently vacant, with the exception of the former Whittier Street Health Center. There are also two unpaved roads (i.e., paper streets) that cross the site, as well as a gas main and the Stony Brook Interceptor, which run underneath these streets. The site is presumed to have environmental contamination caused by historic uses and past illegal dumping.
Design Considerations	The utility infrastructure pipes that run underneath the site cannot be moved or built upon. The streets that currently exist on the site cannot be discontinued, but can be realigned and connected to other nearby streets to improve circulation. For more information see page 6.

History of P3

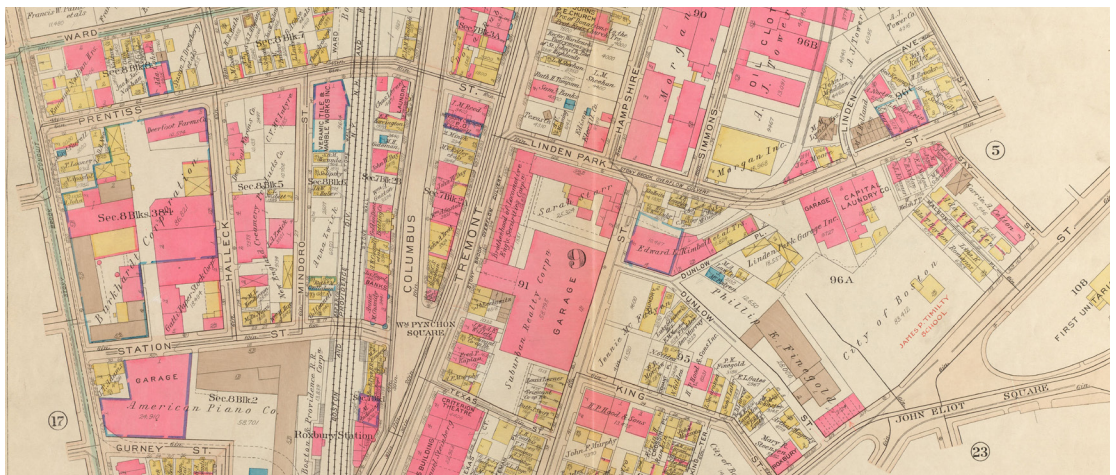
The Era of Urban Renewal

Historically, Roxbury thrived as an economic and commercial hub for the City of Boston, but eventually declined due to policies and practices that included redlining and urban renewal which are further developed below.

Between 1934 and 1968, the Federal Housing Authority implemented a policy that would draw red, yellow, blue, and green lines throughout cities in order to determine where mortgage loans were to be awarded. This process would decide where financial services should be limited and where they should be invested. The criteria to the designation of the location of these lines were supported by racist and classist decision-making processes that can still be identified in today's geography.

Around the same time, Urban Renewal was created by Congress under Title I of the Housing act of 1949. It was directed at declining cities by providing federal government funding to repay cities and towns two-thirds of what it cost them to buy and clear blighted areas, while also providing private developers loans to redevelop new buildings. While the intention of the act was to aid cities and towns in revitalizing areas, it resulted in "slum clearance" and the displacement of, in some cases, entire neighborhoods.

In 1957 the Boston Redevelopment Authority (BRA) was established by the Boston City Council and the Massachusetts Legislature. At that time the agency began overseeing development that was previously led by the



Urban Renewal Map

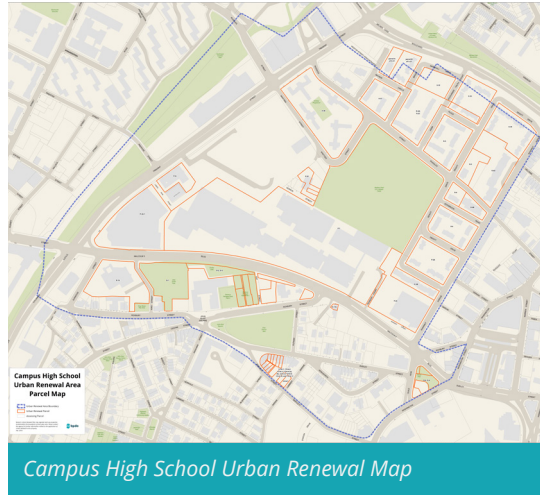
HISTORY

Boston Housing Authority and its oversight was expanded to include development beyond public housing, including Urban Renewal.

In 2016 the BRA was reconstructed as the Boston Planning and Development Agency. It's new charge was, and continues to be, to guide inclusive growth in the city by creating opportunities for everyone to live, work and connect. Through the future-focused, city-wide lens, the BPDA engageds communities, implements new solutions, partners for greater impact and tracks progress.

Campus High Urban Renewal Area

The Campus High Urban Renewal Area, which contained P3, was created with four objectives in mind. The first, and primary objective was to create a citywide public high school that would be a complex of separate but interconnected buildings with open space for recreation. The second and important objective of the plan was to create low, moderate, and medium income restricted housing units to meet a wide range of housing demands. A substantial percentage of this housing was made to be available for low-income families and individuals, for large families, and for the elderly. The Campus High Urban Renewal Plan also aimed to revitalize the neighborhood by eliminating blighted areas, rehabilitating community facilities, and improving traffic circulation. The final goal of the plan was to prepare for the Inner Belt (I-695) and Southwest (I-95) Expressway, which



were to be located on the northern and western edges of the urban renewal area.

While some of these goals were realized, like the creation of Madison Park High School and the John D. O'Bryant School (high school creation), and Madison Melnea Cass Apartments (income restricted apartments), others were not. When residents were made aware of the proposed extension of I-95, they took action to combat the proposal to run a highway through their neighborhoods by coming together to form coalitions and hold protests. The residents' sustained and vigilant community action would eventually lead to the cancellation of the Inner Belt Highway project, but not before large swaths of land were cleared for its proposed construction and both families and businesses in the area were displaced.

HISTORY

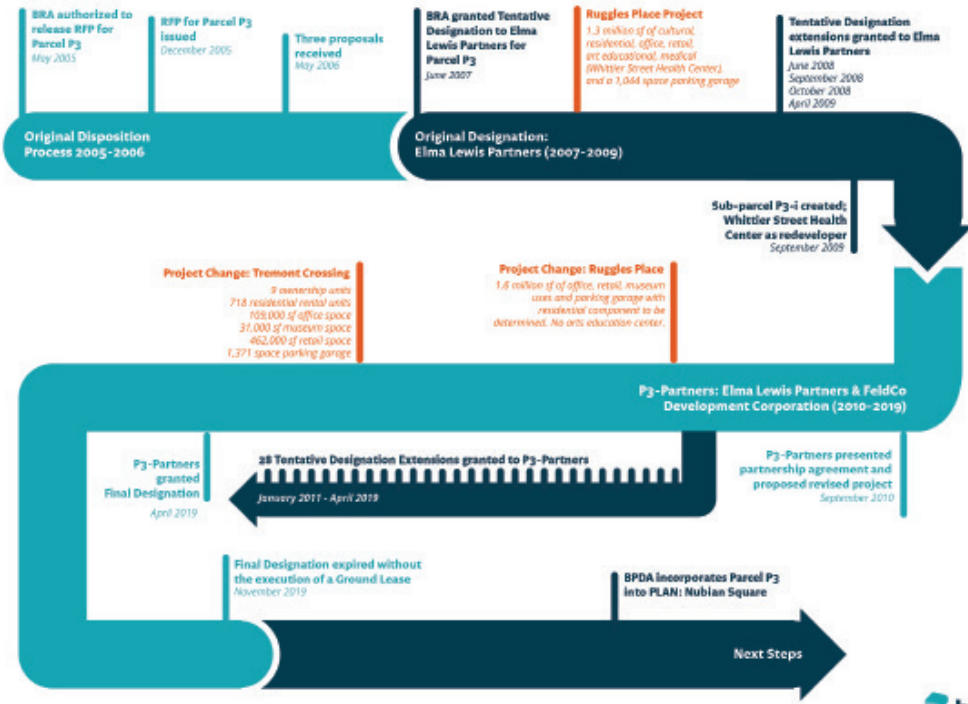
Thanks to resident advocacy and activism, P3 does not abut I-95. However, it still remains vacant. In 1988, the BRA completed demolition on the site, leaving only one building remaining, the former Whittier Street Neighborhood Health Center, which still stands unoccupied today.

Urban Renewal P3 Dispositions & Designation (2005-2019)

In May of 2005, the Boston Redevelopment Authority (BRA) voted to authorize a Request for Proposals (RFP) for the lease and redevelopment

of P3. Three proposals were received in May of 2006. In June of 2007, the BRA granted a tentative designation to Elma Lewis Partners, LLC to be the redeveloper of P3.

The originally proposed project contained cultural, residential, office, retail, medical, and arts educational uses, as well as a 1,044 space parking garage. It would also include the renovation of the existing Whittier Street Health Center Building. After multiple extensions of tentative designations, the Whittier Street



P3 Process Timeline

HISTORY

Health Center portion of the project proceeded separately from the originally proposed project due to a 2009 Stimulus Package for Health Care Centers. In 2012 Whittier opened a new 6 story, 78,900-square foot, Silver LEED-certified health care facility that helps Whittier continue its mission of providing accessible quality primary care and support services for diverse populations.

In 2010, Elma Lewis Partners, LLC changed the structure of its team and added Feldco Development Corporation (FeldCo) to joining as a development partner. In 2011, the BRA revised the tentative designation to accept the creation of the partnership between Elma Lewis Partners LLC and FeldCo, to be known as P-3 Partners, LLC.

P-3 Partners was granted 28 tentative designation extensions from January 2011 to April 2019. In November of 2019, final designation was not granted by the BPDA Board.

Lessons Learned

The number of extensions that P-3 Partners was granted and the length of time spent between the release of the RFP and the beginning of a new RFP has given us the opportunity to explore lessons learned from previous iterations.

These lessons include:

- Avoiding unnecessary infrastructure costs, such as P3 partner's proposal to move the major sewer line
- Ensuring development proposals are financially feasible and realistic
- Attention to the street grid and its interaction with the neighboring community
- Commitment to near term environmental clean-up at the site
- Connection to the values and needs of the Nubian Square community

In conducting its due diligence, the BPDA will write restrictions and suggestions into the RFP that will enable the future development of the site to be feasible and thus ultimately result in a successful project.

Untapped Potential

P3's size and proximity to public transit and education facilities presents a unique opportunity for development in the PLAN: Nubian Square area. However, there are challenges to P3's development. The site is currently being used by a number of abutters for parking and P3 is presumed to have environmental contamination that will require remediation.



Current Site Structures and Uses: The site is vacant except for the unoccupied former Whittier Street Health Center building. A portion of the site is paved and used for parking by a number of adjacent institutions, including the Boston Police Department headquarters, the new Whittier Street Health Center, and two adjacent high schools.



Environmental Considerations: Among the former industrial uses of the site were petroleum storage and other materials now considered hazardous. Because of these historic uses and illegal dumping that ensued over the years on a vacant site, P3 is presumed to be environmentally contaminated and in need of remediation per State and Federal environmental regulations. The BPDA is exploring options to begin environmental remediation activities.



Nearby Education Facilities: The site benefits from its proximity to educational institutions such as Madison Park Technical Vocational High School and the John D. O'Bryant School of Mathematics and Science, as seen in the map on page 1. It is also located across from Northeastern University, and in proximity to Wentworth Institute of Technology, and Mass College of Art and Design.



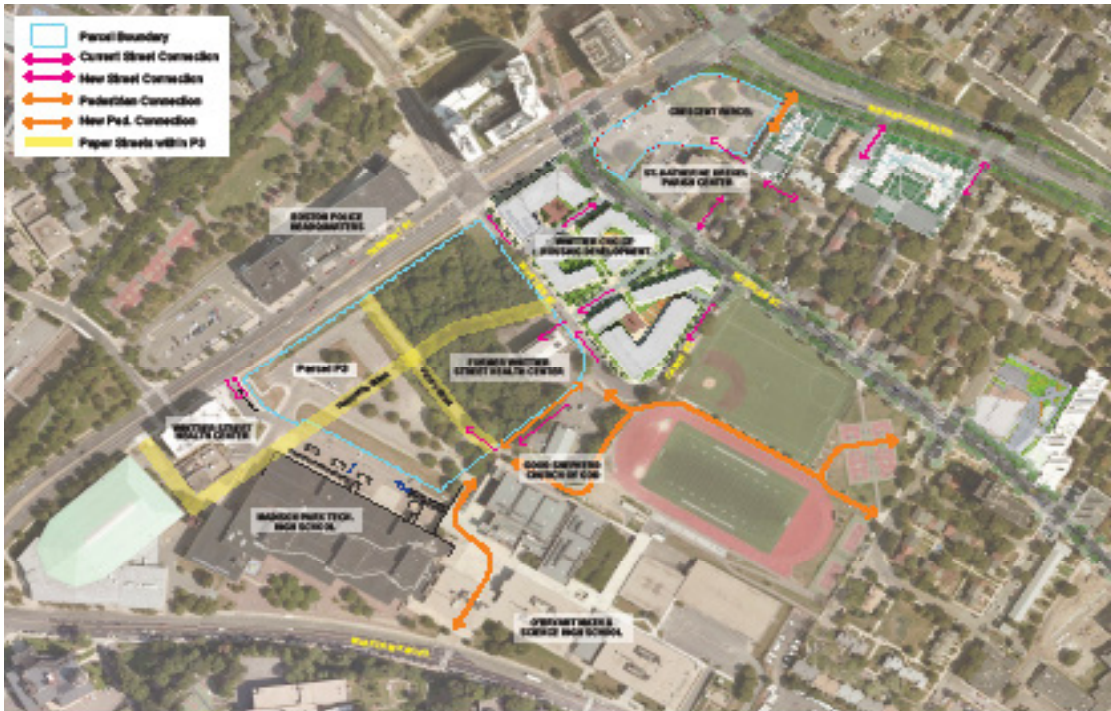
Accessible Public Transit: P3 is a seven minute walk from the MBTA's Ruggles Station, which connects to the Orange Line as well as key bus routes, and a twelve minute walk from the Nubian Square Station, which connects to the Silver Line.

Circulation

There are two unpaved public ways on the site, Hampshire Street, running northeast to southwest between Whittier Street and the Reggie Lewis Center, and Vernon Street running between Tremont Street and Downing Street, which borders P3 on the southeast.

Any development will have to maintain this street grid, although it is possible to propose adjusting the street alignment to better connect it with abutting sites and specifically with the Whittier Choice Neighborhood to the north. Additionally, future development will likely need to connect

Vernon Street to Downing Street and may need to connect Downing Street to Whittier Street for proper circulation. The site will also likely require new pedestrian improvements that connect the site to the Madison Park playing fields.



P3 Current Street Alignment and Connections

Utilities

There are two major pipes that cannot be built upon: an active gas main under Vernon Street, as well as the Boston Water and Sewer Commission's Stony Brook Interceptor, which runs underneath Hampshire Street.

Because of its size and complexity, moving this pre-existing utility infrastructure is infeasible from both an economic and practical standpoint. In addition, water mains and other pipes, such as the Stony Brook Interceptor, are located near the parcel. These may require further investigation

and limit placement of buildings both because of the need for accessibility and their inability to support the weight of buildings. Therefore, future development must take all these site conditions into consideration.



Utility Plan - Existing Utilities
Tremont Crossing

December, 2011



Roxbury in Context

In order to consider development scenarios for P3, it is imperative to understand neighborhood demographics and the existing characteristics of Nubian Square. Due to the public nature of these parcels, there is an immense opportunity to leverage the use of these parcels to serve a public good.

Roxbury is known for its vibrant Black community both in the past and present, with over 50% of the neighborhood's population identifying as Black. The area has been home to a number of activists, civil rights leaders, artists, and musicians. Roxbury was designated as a Cultural District in 2017, elevating the area's art, history, and community. It is one out of only two cultural districts in Boston.

As previously stated, Roxbury has also been subject to urban renewal and redlining, which has had lasting consequences on the neighborhood and Nubian Square. This historic fact, coupled with systemic racism and oppression, is reflected in the contemporary median household income in Roxbury (\$28,020) being \$38,000 less than Boston's median income as a whole (\$66,355). In order to try and begin to address these disparities, the RFPs for Nubian Square residential projects have asked for 2/3rds housing affordability, to ensure that residents of Nubian Square are able to rent, or

buy into, the new developments that have been proposed throughout the process. Additionally, creating opportunities for good jobs and access to jobs within the neighborhood is another imperative of PLAN: Nubian Square.

Homeownership and affordable rental opportunities are also emphasized in the RFP requirements. In Boston, 35.2% of occupied units were owner-occupied, and 64.8% were renter-occupied. In comparison, 21.4% of occupied units in Roxbury were owner-occupied and 78.6% of occupied units were renter-occupied. This data suggests that there is a growing need for more affordable homeownership opportunities within Nubian Square as well as rental opportunities at diverse income levels.

Any development happening on public parcels in Nubian Square must acknowledge and address these disparities while contributing to the economic and social vitality and vibrancy of the existing community.

The Planning Process

The community process regarding P3 will build on the three year long community public process that led to the establishment of PLAN: Nubian Square. The PLAN: Nubian Square effort builds on the 2004 Roxbury Strategic Master Plan (RSMP) and serves as a guide for the subsequent RFPs for eight publicly-owned vacant parcels in the Nubian Square area in Roxbury.

Throughout the planning process, a number of principles arose as being key to the development and growth of the Nubian Square area. These principles, listed below, will also be incorporated and emphasized in the future RFP for P3.



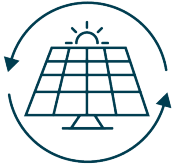
Consistency with Area Planning History: Proposals should meet the goals stated in the Roxbury Strategic Master Plan, Dudley Vision, and Roxbury Cultural District processes. Development should act as a catalyst to promote the arts, culture, education, commercial, and retail enterprises.



Economic Development: Incoming development should promote local business and job creation, providing maximum opportunities for local, small and disadvantaged businesses and job creation and training for people of color and women.



Diversity and Inclusion: Proponents must include a plan for creating increased opportunities for people of color, women, and Minority/Women Business Enterprises (M/WBEs) to participate in the development.



Sustainable, Resilient, and Healthy Development: Proposals should exemplify the community’s and the City’s goals for sustainable, resilient and healthy new construction, including Mayor Walsh’s Carbon Neutral Boston 2050 commitment. The development should target net zero energy or net zero carbon performance.



Income Restricted Housing: Two-thirds of housing units must be income-restricted affordable housing, with one-third targeting low and moderate income households and one-third targeting middle income households.



Good Jobs Standards: Proposal developments must support good permanent jobs at site and engage in fair hiring practices which will support the participation of people of Roxbury and Nubian Square.

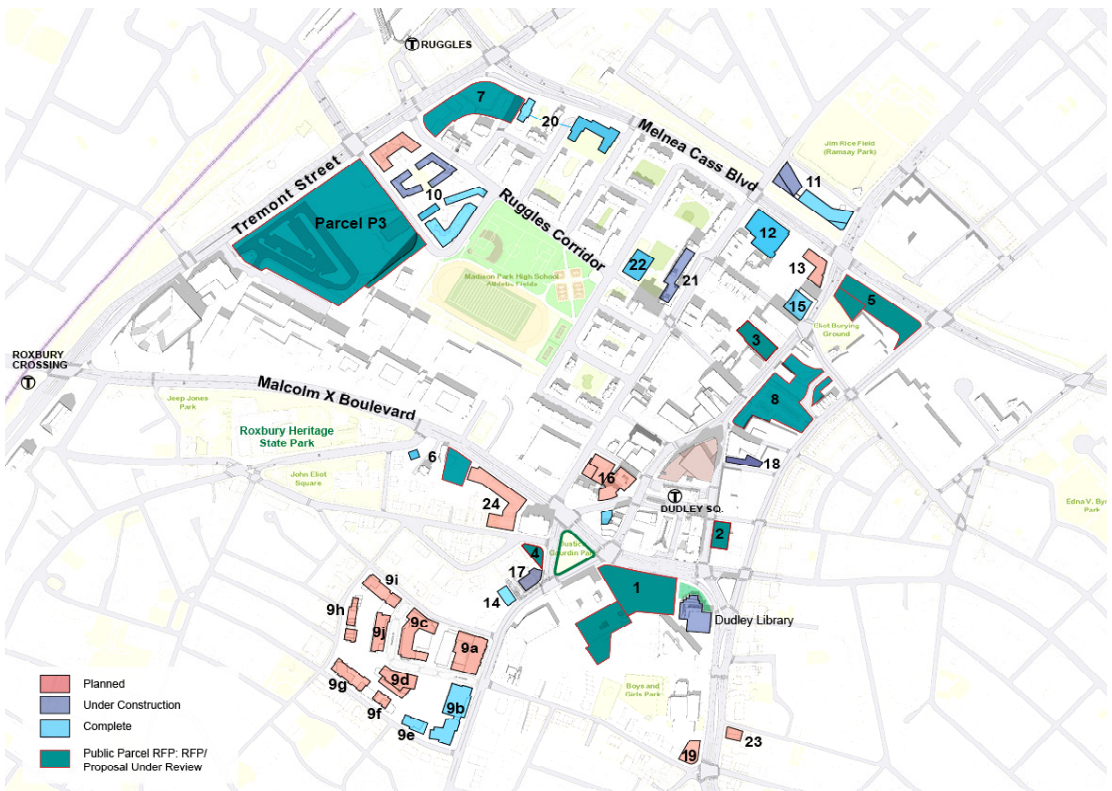


Development without Displacement: Proposed Developments must assist the current residents of Roxbury to afford to remain living in their community and to find pathways to economic opportunity.

Development Context

Although unit counts and parking numbers are subject to change during the Article 80 process, over two-thirds of the units expected to be built in Nubian Square, are affordable.

The current P3 site is about 335,000 square feet, making it much larger, and in some cases a full order of magnitude larger, than the other sites included in PLAN: Nubian Square, underscoring the transformational potential of P3 for the community and the opportunity to add, not only more housing, but other uses to the Nubian Square area.



Development Context 2020

Development		Affordable Units	Market Rate Units	Total Housing Units	Land Use	Parking Spots	Development Status
PUBLIC DEVELOPMENTS							
1)	135 Dudley Street	105	45	150	Mixed Use	TBD	Public RFP Site: Under Review
2)	40-50 Warren Street	16	8	24	Mixed Use	0	Public RFP Site: Under Review
3)	2147 Washington Street	66	8	74	Mixed Use	31	Public RFP Site: Under Review
4)	75-81 Dudley Street	17	0	17	Mixed Use	0	Public RFP Site: Under Review
5)	Nawn Factory and Parcel 8	TBD	TBD	TBD	TBD	TBD	Public RFP Site: Under Review
6)	Malcolm X & Putnam	TBD	TBD	TBD	TBD	TBD	Public RFP Site: Under Review
7)	Crescent Parcel	TBD	TBD	TBD	TBD	TBD	Public RFP Site: Under Review
8)	Blair Lot	TBD	TBD	TBD	TBD	TBD	Public RFP Site: Under Review
9)	Bartlett Station - PDA						
a.	Lot A - Mixed Use Residential	60	0	60	Mixed Use	102	Planned
b.	Lot B - Residential	32	28	60	Mixed Use	TBD	Completed
c.	Lot C - Mixed Use Commercial	24	37	61	Residential	TBD	Planned
d.	Lot D - Senior Housing	46	6	52	Residential	TBD	Planned
e.	Lot E - Bartlett Street Condos	2	14	16	Residential	16	Completed
f.	Lot F1 - Residential	4	24	28	Residential	TBD	Planned
g.	Lot F2 - Residential	5	32	37	Residential	TBD	Planned
h.	Lot F3 - Residential	8	0	8	Residential	TBD	Planned
i.	Lot F4 - Residential	16	0	16	Residential	TBD	Planned
j.	Lot F5 - Residential	44	0	44	Residential	TBD	Planned
10)	Whittier Housing	392	81	473	Residential	132	Planned / Under Construction

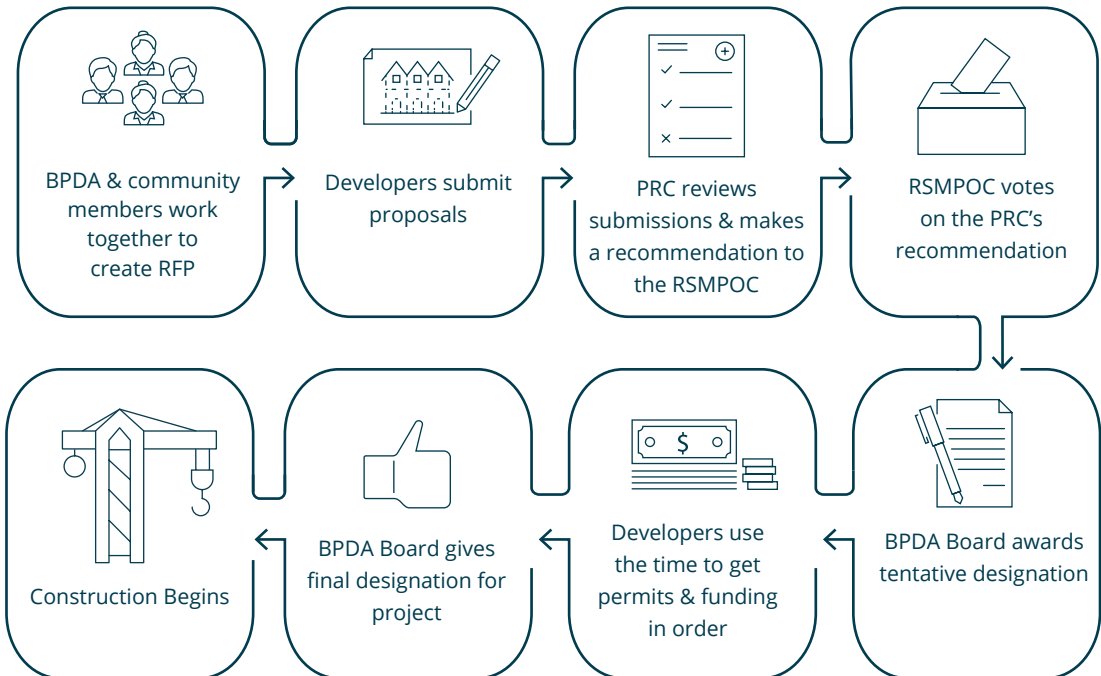
Development	Affordable Units	Market Rate Units	Total Housing Units	Land Use	Parking Spots	Development Status
11) Melnea Hotel	7	43	50	Mixed Use	120	Completed
12) Madison Tropical Foods	N/A	N/A	N/A	Commercial	0	Completed
13) Madison Park Commercial	134	0	134	Residential	52	Completed
14) Archer Bonell	2	10	12	Mixed Use	0	Completed
PRIVATE DEVELOPMENTS						
15) 2101 Washington Street	19	11	30	Residential	118	Completed
16) Rio Grande	49	192	241	Mixed Use	170	Planned
17) 2451 Washington Street	16	0	16	Residential	14	Under Construction
18) 10 Taber Street	6	39	45	Mixed Use	10	Under Construction
19) 125 Warren Street	0	28	28	Residential	28	Planned
20) Madison Melnea Cass Apts.	72	4	76	Residential	37	Under Construction
21) Haynes House	131	0	131	Mixed Use	55	Under Construction
22) Dewitt Center	N/A	N/A	N/A	Community	7	Completed
23) 124-126 Warren Street	3	15	18	Mixed Use	5	Planned
24) Fairfield Center II	TBD	TBD	TBD	Commercial	TBD	Planned

The RFP Process

The BPDA is currently working on internal due diligence to prepare for a public process. Feedback from the community will inform the Request for Proposals that will be released for the development of P3.

Preparation for public meetings includes active conversations with the site's abutters, including Boston Public Schools, the Boston Parks and Recreation Department, Whittier Choice Neighborhood, the Whittier Street Health Center, and the Good Shepherd Church. Once ready, the BPDA will host public workshops to engage community

members in the future of the site. Feedback from the community will inform the RFP that is released for the development of P3. The backbone of the RFP will be the PLAN: Nubian Square development principles, including housing, economic development, civic life, open space and transportation. For more information, please see this [process diagram](#).



Glossary for P3

Some of the words, phrases and acronyms we will be using have different meanings outside of a planning context. Others are very specific to planning or are not frequently used in everyday life. Below are some definitions to help clarify the terms we frequently use.

Abutter: The owner of an adjoining property

Article 80: Adopted in 1996 by the BPDA to provide clear guidelines for the development review process relating to large projects (adding/constructing more than 50,000 square feet), small projects (adding/constructing more than 20,000 square feet and/or 15+ net new residential units), Planned Development Areas (new overlay zoning districts for projects larger than 1 acre), and Institutional Master Plans (projects relating to academic and medical campuses). The Article 80 process may include, but is not limited to, review of a project's impacts on transportation, public realm, the environment, and historic resources. BPDA Project Managers assist developers in navigating the Article 80 process. Public input is encouraged throughout a project's review timeline.

COB: City of Boston

Evaluation Criteria: The most important section of a Request for Proposals (RFP), which describes how a project will be examined and considered. Three examples of evaluation criteria are: the ability to execute the project; a diversity and inclusion plan; and an exceptional development program, design and public realm contribution.

Final Designation: After the developer has received pre-designation approval (tentative designation), the developer has time to secure funding, permitting and prepare for the start of the project. Once the developer is ready, the BPDA awards final designation approval and they may begin construction.

Income-Restricted Housing/Units: Income-restricted housing refers to any properties where rents or sales prices are limited through public ownership and/or legal agreements with City, State, or Federal authorities. In some rental properties, the tenant pays a percentage (usually 30%) of their income towards housing, and the State or Federal government pays the difference. In other properties, the owner of the building, in return for public funds or zoning variances, agrees to keep the rents below market. In these properties, the tenant pays a set rent, which may be higher than 30% of their income. In Nubian Square, two-thirds of incoming housing units must be income-restricted affordable housing, with one-third targeting low and moderate income households and one-third targeting middle income households.

PLAN Nubian Square: PLAN: Nubian Square was a 3-year long community planning process that was developed in order to solicit community input to guide the RFPs for publicly-owned vacant parcels in Nubian Square and reevaluate the values and goals outlined by the Dudley Vision process and the Roxbury Strategic Master Plan.

Project Review Committee (PRC): The PRC is a body of stakeholders nominated by the community to serve in an advisory capacity and provide community perspective throughout the RFP review process. As part of the review process, the PRC evaluates the developer submissions based on the criteria developed through PLAN: Nubian Square and subsequent RFPs.

Remediation: The removal of pollution or contaminants from environmental media such as soil, groundwater, sediment, or surface water.

Request for Proposals (RFP): An RFP is a document that outlines the requirements for a specific project, in this case development of vacant land. The RFP process is used to solicit proposals from qualified developers and evaluates which developer is the best-qualified to complete the project, based upon their responses to the evaluation criteria that is crafted with input from the community.

Roxbury Strategic Master Plan: The Roxbury Strategic Master Plan was a strategic planning process, completed in 2004, that provided a framework to guide change and economic growth for the following ten to twenty years in Roxbury. The Strategic Master Plan provided structure and guidance to current and future development efforts in this neighborhood. It includes achievable standards and specific short- and long-term implementation strategies which will facilitate the development of thriving commercial centers, provide for a wide variety of housing types, foster continued diversity in its resident population, support an efficient and effective transportation network resulting in an affordable and decent quality of life.

Roxbury Strategic Master Plan Oversight Committee (RSMPOC): The RSMPOC is a board of stakeholders created to help oversee development in the PLAN: Nubian area. In addition to hosting public meetings related to the PLAN: Nubian developments, they have the ability to approve or deny development proposals.

Tentative Designation: After the PRC and RSMPOC have recommended a particular proposal submitted under a RFP, that developer will be recommended to the BPDA board for an approval status that allows them to proceed with the necessary steps to move the project forward. The next steps include required processes such as zoning, Article 80 and ultimately securing funding and permitting. The tentative designation gives the developer the assurance that their project as presented will be allowed to proceed through the steps necessary to ultimately build the project. Many of these steps include public input. The tentative designation also imposes a time limit on completing the required steps. The BPDA Board also grants extension to tentative designations if appropriate.

Urban Renewal: A Federal government funding program that began with the passage of the Housing Act of 1949. Designed to create housing and promote economic development within the nation's rapidly deteriorating inner cities, Urban Renewal was introduced to Boston in the 1950s and 1960s. The Urban Renewal program allows the BPDA certain tools to catalyze development within an Urban Renewal area, such as eminent domain, zoning controls, housing affordability restrictions, Federal and State funding, and the opportunity to develop demonstration projects to enhance these neighborhoods.

Guided by Imagine Boston 2030, PLAN: Nubian Square is a City planning initiative that seeks to ensure that we enhance equitably and grow inclusively. The BPDA's planning team will work with the community to create a comprehensive vision for P3 and Nubian Square to guide future growth and investment.

As we work to implement PLAN: Nubian Square, we will continue to work closely with the community to review past planning efforts and identify needs and opportunities for improvements, which will support the long-term equitable growth and sustainability of the neighborhood. Focuses include economic development (jobs and business) and the creation of affordable housing growth, while preserving the neighborhood's character and unique attributes.

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Project Website

bit.ly/PlanNubian