

# YOUTH

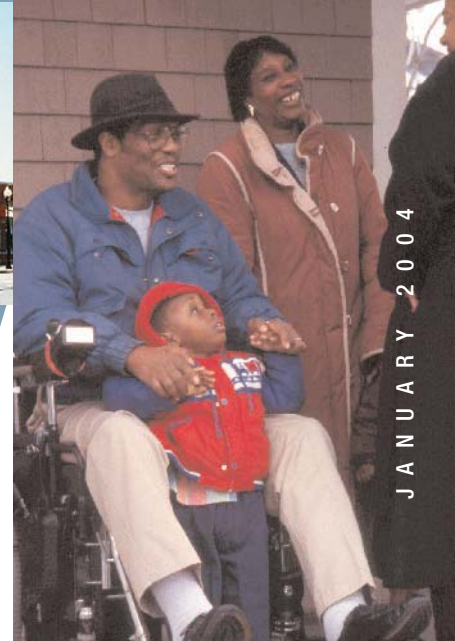
## THE ROXBURY STRATEGIC MASTER PLAN

BUILDING A 21ST CENTURY COMMUNITY

THOMAS M. MENINO, MAYOR, CITY OF BOSTON / MARK MALONEY, DIRECTOR, BOSTON REDEVELOPMENT AUTHORITY



# CULTURE



# DIVERSITY



CITY OF BOSTON, MASSACHUSETTS  
Office of the Mayor  
**Thomas M. Menino**

January 2004

Dear Friend:

It is with great pleasure that I present the Roxbury Strategic Master Plan to you. This community-based Plan is the product of a three-year partnership with community members, resident groups and city and elected officials. From this thoughtful and comprehensive blueprint, we can and will create economic, social and educational opportunities for the people of Roxbury.

The Roxbury Strategic Master Plan highlights a set of goals and objectives that will serve as a guide to shape future policy and activities over the next ten to twenty years. The Plan lays out a framework of strategies that capitalize on the neighborhood's many resources and assets, with the goal of creating a more socially and economically healthy Roxbury community.

Strengthening and improving Roxbury will not only serve the community within its own boundaries, it will also create connections to the larger city and the region. A key component of this Plan is a governance and implementation structure that allows for active participation by the community. By working with the city, residents will be involved in advancing the Plan's objectives such as the development of important land parcels, the creation of economic development initiatives and the provision of new job opportunities.

I wish to extend my thanks to the many residents and community groups who participated and contributed to the development of the Roxbury Strategic Master Plan. I look forward to our continued work together and ask that you please remain involved in this important process. Your dedication and continued commitment to building a better Roxbury will assure the successful implementation of the Plan, and in turn the continued growth and success of the neighborhood.

Sincerely,

Thomas M. Menino  
Mayor of Boston



# TABLE OF CONTENTS

INTRODUCTION.....	1
CHAPTER ONE	
FOUNDATIONS OF THE PLAN.....	3
Principles and Values.....	3
CHAPTER TWO	
THE ROXBURY NEIGHBORHOOD.....	7
Roxbury's Boundaries.....	7
Sub-Neighborhoods.....	8
Early History.....	8
Social and Economic Profile.....	9
Community Assets.....	12
CHAPTER THREE	
PLANNING GOALS AND STRATEGIES.....	17
Arts & Cultural Heritage.....	17
Open Space & Recreation.....	22
Historic Preservation.....	26
Economic Development & Job Creation.....	29
Transportation as Smart Growth.....	44
Recommended Strategies for Smart growth .....	48
Transportation as Economic Development.....	60
Housing.....	63

CHAPTER FOUR	
COMMUNITY-WIDE URBAN DESIGN RECOMMENDATIONS.....	75
Design Guidelines for housing.....	76
Principles.....	78
Developing Guidelines.....	79
The Crosstown Corridor: A Focus Area.....	84
Melnea Cass Boulevard.....	88
The Urban Ring.....	90
South Bay Harbor Trail.....	91
Site Specific Crosstown Urban Design Guidelines.....	92
Hampden Street.....	94
The Washington Street Gateway Parcels.....	95
Edge Parcels.....	96
Parcel 18.....	96
Parcel P-3.....	97
CHAPTER FIVE	
IMPLEMENTATION AND GOVERNANCE .....	101
ACKNOWLEDGEMENTS..... 107	
Appendix A: Landmarks.....	110
Appendix B: Select Bibliography for Roxbury History and Politics.....	110
Appendix C: Toward Economic Development of Roxbury.....	111
Appendix D: Memorandum of Agreement.....	113
Appendix E: Summary of Jackson Square Plan.....	119





*View of Roxbury, c. 1995*

# INTRODUCTION

The Roxbury Strategic Master Plan represents a commitment to build a socially and economically vibrant Roxbury. The Plan outlines a planning agenda that will serve as a strategic framework to guide change and economic growth for the next ten to twenty years. While the Plan is primarily about land use, it recognizes the direct relationship between land use decisions and quality of life. It builds upon Roxbury's considerable assets to provide a high-quality physical environment that is attractive, safe and convenient for residents, businesses and visitors. It is a plan that values and promotes education and job readiness at all levels and gives residents choices in how they participate in the civic, cultural and economic life of the community. In response to the need for sustainable development and environmental justice, this Plan links businesses, community organizations and other sectors with the well being of residents.

The Plan acknowledges and values the youth of Roxbury and seeks to put in place an environment in which they can grow and learn, that will prepare them to meet the changes and challenges of the 21st century workplace and become proactive participants in the civic life of the city.

The publication of this Plan is the beginning of an ongoing planning process for Roxbury. It is designed to be adaptable to respond to unforeseen challenges and opportunities. The Plan is framed by the community's articulation of a set of core values and principles established to guide the community planning process. The Plan provides structure and guidance to current and future development efforts. It includes achievable standards and implementation strategies that will facilitate the development of thriving neighborhood commercial centers, provide for a variety of housing types, foster diversity in its resident population and support an efficient and effective transportation network; resulting in an affordable and improved quality of life for current and future residents.



*Roxbury in the context of the metropolitan area*

## PRINCIPLES AND VALUES

The following core principles and values frame the Roxbury Strategic Master Plan. These principles and values reflect Roxbury's integral relationship with the rest of the city and the metropolitan area and the neighborhood's potential as a model for other Boston neighborhoods in its racial and ethnic diversity.

The Roxbury Strategic Master Plan recognizes the neighborhood's enormous potential resources and assets, including:

- Its prime location in the city and the region
- The substantial amount of open space and underutilized land
- The diverse and substantial housing stock
- The youth and their potential contributions
- The elderly and their knowledge and experience
- The history and lessons of struggles aimed at improving living conditions in this neighborhood
- The history of racial and ethnic diversity
- The many community-based organizations

The Roxbury Strategic Master Plan proposes activities and institutional relationships that enhance opportunities for youth to become involved in the civic life of the community.

The Roxbury Strategic Master Plan identifies institutional and programmatic linkages between economic development, housing and transportation.

The Roxbury Strategic Master Plan can help to increase residential stability by developing institutional, programmatic and social connections between:

- People and organizations within and outside the neighborhood
- Youth and elderly
- Roxbury and the city
- Roxbury and the region.

The Roxbury Strategic Master Plan identifies institutional, programmatic and policy mechanisms to generate and keep wealth in the neighborhood.

The Roxbury Strategic Master Plan identifies mechanisms to increase opportunities for existing small businesses in the community to better serve Roxbury and also to broaden their trade areas beyond the neighborhood.

The Roxbury Strategic Master Plan suggests ways to utilize public dollars to leverage additional private dollars and resources.

The Roxbury Strategic Master Plan advocates for increased housing opportunities at different income levels and the retention of existing affordable housing.

The Roxbury Strategic Master Plan advocates for the enhancement of educational, cultural and recreational activities in the neighborhood.

The Roxbury Strategic Master Plan illuminates the importance of public infrastructure investment, particularly in transportation, as a key tool for economic development and as a symbol of community stability.

The Roxbury Strategic Master Plan will be implemented in ways that enhance civic awareness and increase the public involvement of residents, institutions, neighborhood organizations, community agencies, faith-based organizations and businesses in issues that impact the Roxbury community.



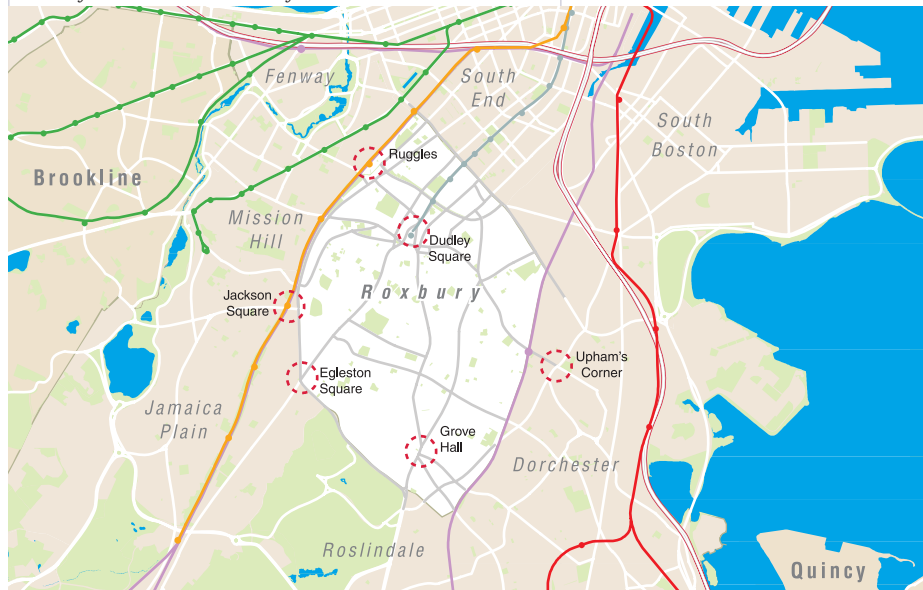
## OVERALL GOALS AND OBJECTIVES

Using the principles and values of the Roxbury Strategic Master Plan as context, the Plan has the following goals (sections of the Plan that discuss these goals in more detail and offer strategies to achieve these goals are listed in parenthesis):

- Enhance civic life and the cultural environment in which residents participate (Arts & Cultural Heritage)
- Actively promote a sustainable and diverse economy focused on job opportunities and the creation of wealth (Economic Development & Job Creation)

- Provide a safe and convenient pedestrian, public transit and automobile transportation network (Transportation)
- Provide a wider range of housing options for residents of diverse socioeconomic and age groups (Housing)
- Create a public realm that is comfortable, lively and safe that reflects the unique physical and social character of the neighborhood (Community-Wide Urban Design Recommendations)
- Enhance community participation and empowerment and increase the accountability of various groups and entities to the Roxbury community; including institutions, government agencies and businesses (Implementation)

*Roxbury in the context of the city*







*The first community-wide public workshop held in Feb. 2000*

#### **IMPLEMENTATION AND GOVERNANCE**

- Integrate and connect Roxbury with the larger network of parks, transit corridors/boulevards and business and cultural centers throughout the city (Open Space & Transportation)
- Raise the community's awareness of Roxbury's many historic assets and strong architectural legacy; promote historic and cultural preservation as a tool for neighborhood revival (Historic Preservation)

- Create a healthy environment and a rich array of cultural, educational and economic opportunities for the elderly and the youth of the community (Arts & Cultural Heritage & Economic Development & Job Creation)

These strategies and objectives have been discussed as priorities for the community in several public forums, meetings and community-wide charettes. They are not intended to serve as an exhaustive list of actions that should occur over the next ten to twenty years. Rather, they are selected priorities that will provide a framework and serve as catalysts for subsequent policies and activities.





*Aerial view of Roxbury, 2001*



## CHAPTER TWO

# THE ROXBURY NEIGHBORHOOD

### ROXBURY'S BOUNDARIES

Located at the geographical center of Boston, Roxbury encompasses approximately three-and-a-half square miles and 2200 acres of land. Much of the area is residential (over 60%), with winding streets, varied architectural styles and nine National Register historical districts. Roxbury is bounded on the northeast by the South End and South Boston; the north-west by Fenway/Kenmore, Mission Hill and Jamaica Plain; the southeast by Dorchester; and the southwest by Mattapan. Roxbury's boundaries fall primarily on the following main streets: Massachusetts Avenue, Seaver Street, and Columbus Avenue. The Midlands commuter rail corridor defines the eastern boundary. These boundaries were established by the 1990 rezoning process and are different than those reported in earlier reports that utilized the BRA "planning districts."



*Roxbury community meeting*



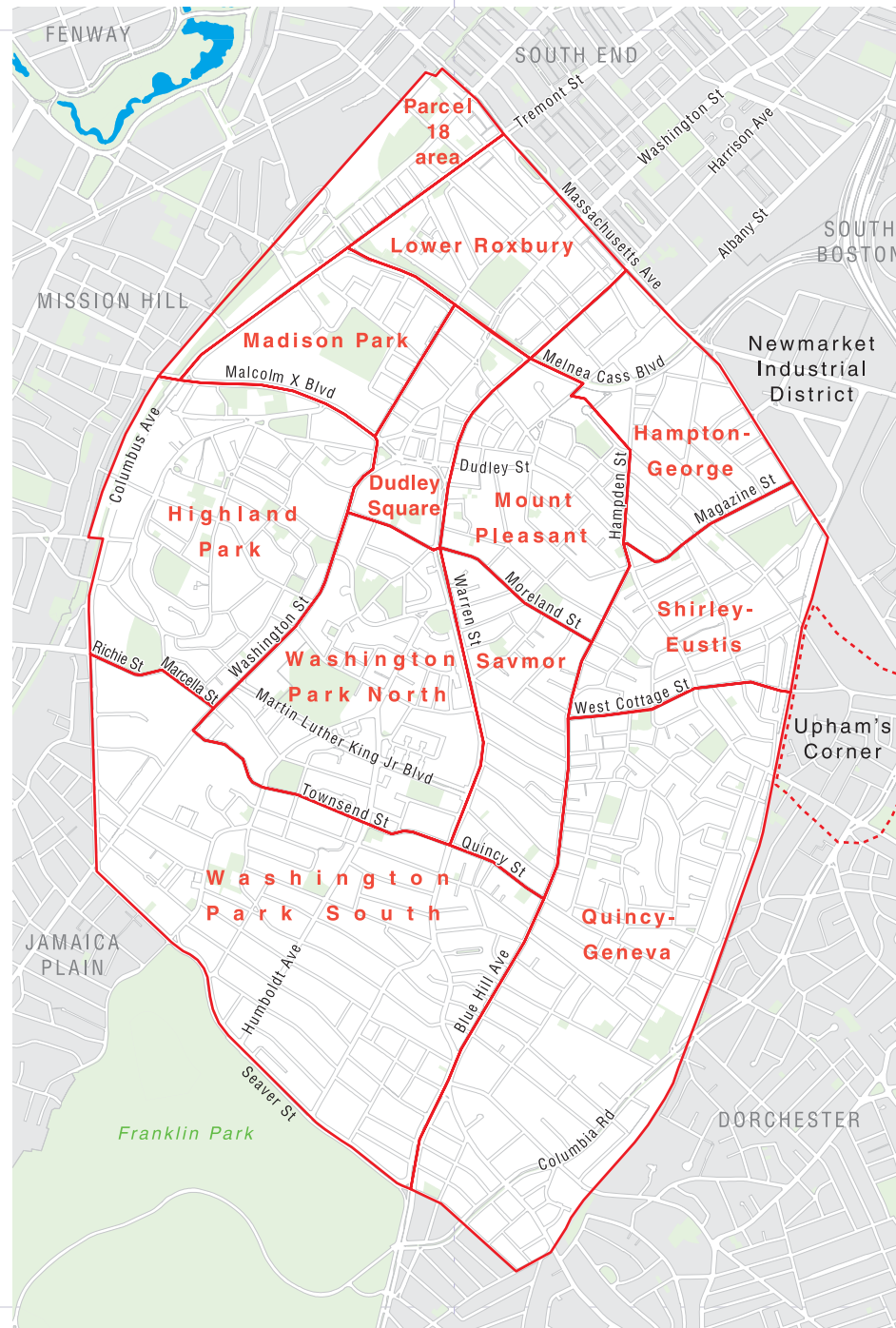
*Aerial view of Uphams Corner*

## SUB-NEIGHBORHOODS

Roxbury is comprised of several sub-neighborhoods. Each of these areas possess a range of characteristics with respect to the architecture, open space, topography and the mix and density of land uses. The districts share commercial centers at significant crossroads that define the boundaries of the districts. Maintaining the uniqueness and integrity of the sub-neighborhoods is an important community goal. Therefore, the Plan outlines general strategies and recommendations for the community as a whole but also recognizes that sub-neighborhoods will have specific objectives.

## EARLY HISTORY

Founded by English colonists in 1630, Roxbury was established as an independent community connected to Boston only by a narrow neck of land along Washington Street. Today, after massive landfill projects and annexation to Boston, Roxbury is at the city's geographic center. Its landmark buildings and open spaces are a legacy of its agricultural beginnings and its later development as an early suburb of Boston. Roxbury is defined by several rocky hills--drumlins left by a pre-historic glacier. Roxbury pudding stone, a composite rock form, has been used over the centuries in Boston area buildings.



Roxbury sub-neighborhoods



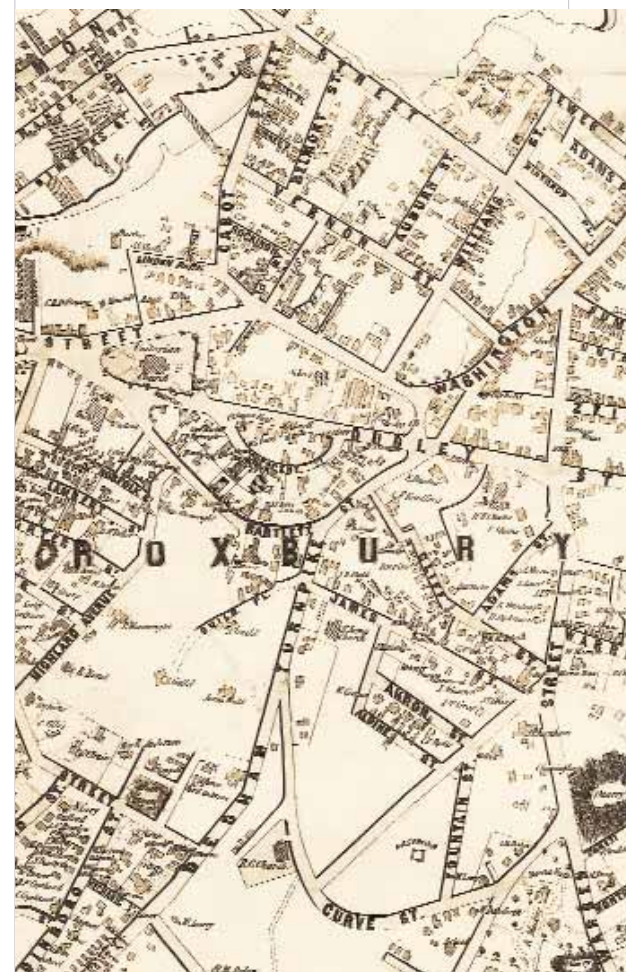
pudding stone outcroppings are still prevalent throughout the community. The colonists laid out Washington, Dudley, Centre, Roxbury and Warren Streets in the first years of settlement. The town center was located at John Eliot Square, where the first meetinghouse was built in 1632. Its historic burial ground was located nearby at the corner of Eustis and Washington Streets. In the 17th and 18th centuries, the town was famous for its fruit trees. Noted varieties were developed, including the Roxbury Russet apple, which was particularly prized for cider. As the town grew, fine residences were built that are among the few 18th century houses remaining in Boston, including the Georgian-style Shirley Eustis House (1747) and the Dillaway-Thomas House (1750). Roxbury's location and high hills made it strategically important during the Revolutionary War. The colonists constructed a fort in the Roxbury Highlands in 1775 to help secure land access to Boston. After the American victory, the present First Church of Roxbury (1803) was built on the site of the original 1632 congregational meetinghouse in John Eliot Square. (Note: Additional information about Roxbury's history is provided in the Historic Preservation section.) As a community, Roxbury has a rich history of activism on behalf of social justice and economic democracy not only for residents but also for the entire city.

An overview of Roxbury's history since World War II, for instance, shows major breakthroughs in ensuring that Boston develop as a democratic and well-managed city in ways that benefits all citizens.

### SOCIAL AND ECONOMIC PROFILE

The following is a select summary of key demographic, economic, education and housing data for the Roxbury neighborhood and in comparison to the entire City of Boston. The data is based on information reported by the U.S. Census Bureau for the year 2000. Note that the data describes Roxbury characteristics according to the boundaries stipulated in the Roxbury Strategic Master Plan. There are a few notable findings that are highlighted here:

**Population:** The total population of Roxbury in 2000 was 47,517 persons with a population density of 16,113 persons per square mile, compared to a population density of 12,166 persons per square mile for the City of Boston. In 2000, Boston's total population was 589,141 persons. Approximately 65%, or 30,851 persons are African American; 24%, or 11,373 persons are Latino; 10%, or 4,831 persons are white; and smaller proportions are composed of Asian, American Indian and other ethnic categories.



Historic 1852 McIntyre Map of Roxbury



**Age:** There are 8,162 persons in Roxbury who are 9 years or younger, comprising 17% of the neighborhood's total population. This compares to a figure of 11% of children who are 9 years or younger in Boston. There are a total of 13,146 children under 18 years who live in families, including 28% living with both parents and 72% living with one parent. There are 4,139 persons, or 9% of Roxbury's total population who are 65 years or older.

**Education:** With regard to school levels attained for all persons over 25 years of age in Roxbury: 3,529 persons (13%) have less than a 9th grade education; 5,086 persons (19%) have education between the 9th and 12th grade, but no diploma; 8,955 persons (33%) have a high school diploma, or equivalency; 4,799 persons (18%) have some college, but no degree; and 4,905 persons (18%) have a college degree.

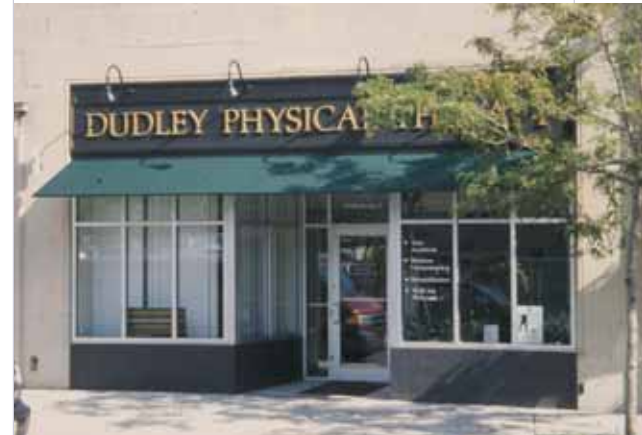
**Households:** There are 17,114 households in Roxbury, including 10,848 family households, representing 63% of all households. Slightly over one-fifth of all family households are 'married-couple' households, compared to a comparable figure of 28% for the entire City of Boston. The average number of persons per household in Roxbury in 2000 was 2.7 persons, compared to a figure of 2.3 persons for Boston.

**Income:** Roxbury has a relatively high population that is impoverished. Twenty-nine (29%) percent of all persons live below the official poverty line, compared to 20% for Boston in 2000. The average household income in Roxbury was \$34,682 in 1999 compared to \$55,865 for the entire City of Boston. There are 4,328 children living in Roxbury in 2000, of which 40% were impoverished. Twenty-five (25%) percent of the 17,114 households had an income of less than \$10,000 in 1999; ten (10%) percent had an income of \$75,000, or more. The per capita income for Roxbury in 1999 was \$12,952 compared to \$23,353 for the entire City of Boston.

**Housing:** There are 18,946 housing units in this neighborhood, including 1,844 housing units (or 10% of all housing units) that were vacant in 2000. There are 17,102 occupied housing units, 3,349 of which are 'owner occupied' and 13,753 are 'renter occupied'.



*Examples of housing in Roxbury.*



*Business in Dudley Square*



*Bob The Chef's, a well known Roxbury restaurant*

**Transportation:** There are 15,681 workers over 16 years of age who utilize some form of transportation to arrive at work. 6,277 persons (40%) drive to work alone; 2,422 persons, or 15% (compared to Boston's 9%), use a car pool; 5,722 persons (36%) use public transportation; and 985 persons, or 6%, use a bicycle or walk to work. The average travel time to work for all workers over 16 years of age in Roxbury (15,681 persons) is 33 minutes. Twenty-eight (28%) percent spend 19 minutes or less to travel to work, and 68% spend 20 to 59 minutes traveling to work.

**Occupational distributions:** The total employed population 16 years or older (17,323 workers) is distributed by the following industries for the year 2000:

- Construction (4% or 615 workers)
- Manufacturing (6% or 971 workers)
- Wholesale trade (2% or 308 workers)
- Retail trade (10% or 1,590 workers)
- Transportation and warehousing (5% or 821 workers)
- Finance, insurance, real estate, rental/leasing (10% or 1,644 workers)
- Professional and related services (11% or 1,733 workers)
- Professional, scientific and tech services (4% or 660 workers)
- Administrative, support and waste management services (7% or 1073 workers)
- Educational services (8% or 1,328 workers)
- Health care and social assistance (22% or 3,608 workers)
- Accommodation, food services, and other services (12% or 1,848 workers)
- Public administration (7% or 1,124 workers)

## COMMUNITY ASSETS

The Roxbury Strategic Master Plan is both a land use planning document and a social and economic vision document. It is an asset-oriented Plan that builds upon the community's strengths. Roxbury is a wonderful urban neighborhood to live and work and many thoughtful people have joined together to play a role in building its future. The community's assets are many, including the following:

### DIVERSITY

The Roxbury community takes pride in its economic and ethnic diversity. It enjoys special status as a focal point for African-American culture in the city and the entire region. Roxbury residents benefit from a strong network of engaged individuals and organizations that are hallmarks of stability in any community. Bolstered by the leadership of an indomitable network of community-based organizations including churches, schools, cultural organizations and other civic and business entities, residents of Roxbury welcome the city's leadership to work with them to bring improvements to the neighborhood and position it to keep pace with the challenges of the future.

### YOUTH

Young people and children comprise a relatively large proportion of Roxbury's population compared to Boston. There are 8,162 children under 9 years of age, representing 17% of all Roxbury residents. Youth access to productive futures is critical to the sustained social and economic stability of the community. Community residents and employers recognize that preparation for positions in the emerging technological fields and for other sustainable employment options is directly linked to the quality of the public educational system. The Plan advocates for schools in the area and other neighborhood institutions to work cooperatively to further cultural and art appreciation opportunities as well as physical development through sports and recreation. Interaction with effective role models including the neighborhood's senior citizens should be encouraged to connect the children of Roxbury to the history and culture of the neighborhood. Young people who are better informed about the historical struggles and victories in the community will have a greater stake in community-building initiatives such as this Plan for Roxbury.



*Roxbury youth*



*Participants at a community-wide meeting*



### SENIOR CITIZENS

Senior citizens have been an important consideration in the Plan not only in terms of their numbers, but also the many contributions they have made toward improving the quality of life of the neighborhood. Approximately 9% of all Roxbury residents (4,139 persons) are 65 years and over. Many of these individuals are long-time residents who understand many of the neighborhood's strengths and possibilities. The Plan recognizes that the senior population is a unique resource with special needs. Preserving the ability of senior citizens to live productive lives in the community to which they have given so much is an important Plan objective.

### COMMUNITY-BASED ORGANIZATIONS

Based on a survey conducted by the William Monroe Trotter Institute in 1998, there are more than 40 active community-based organizations, over 54 faith-based institutions and a large number of active neighborhood organizations that demonstrate the enormous allegiance, pride and civic activism of Roxbury residents. Collectively these organizations represent a great resource to assist in the implementation of various Plan elements.

### ARTS, CULTURAL, AND EDUCATIONAL INSTITUTIONS

There are approximately 20 cultural and civic organizations that call Roxbury their home. With increased resources for promotion and networking, entities such as the Museum of the National Center for Afro-American Artists can become known to wider audiences throughout the city and the metropolitan area.

### EDUCATIONAL & TECHNOLOGY FACILITIES

The Roxbury community hosts a network of elementary and secondary schools with the opening of the Orchard Gardens School. In addition, there are over community technology centers located throughout the neighborhood. Roxbury is particularly well located with respect to higher educational facilities. Roxbury Community College is within the study area as are portions of Northeastern University. Wentworth Institute of Technology, the Mass. College of Art, the Berklee College of Music, the New England Conservatory and the Harvard Medical School are a few colleges located in the nearby Fenway neighborhood. Roxbury is also well equipped with the necessary technical infrastructure for residents use of computers. The facilities and equipment present in the neighborhood are considerable, and in most cases, open and free for anyone in the community to use.



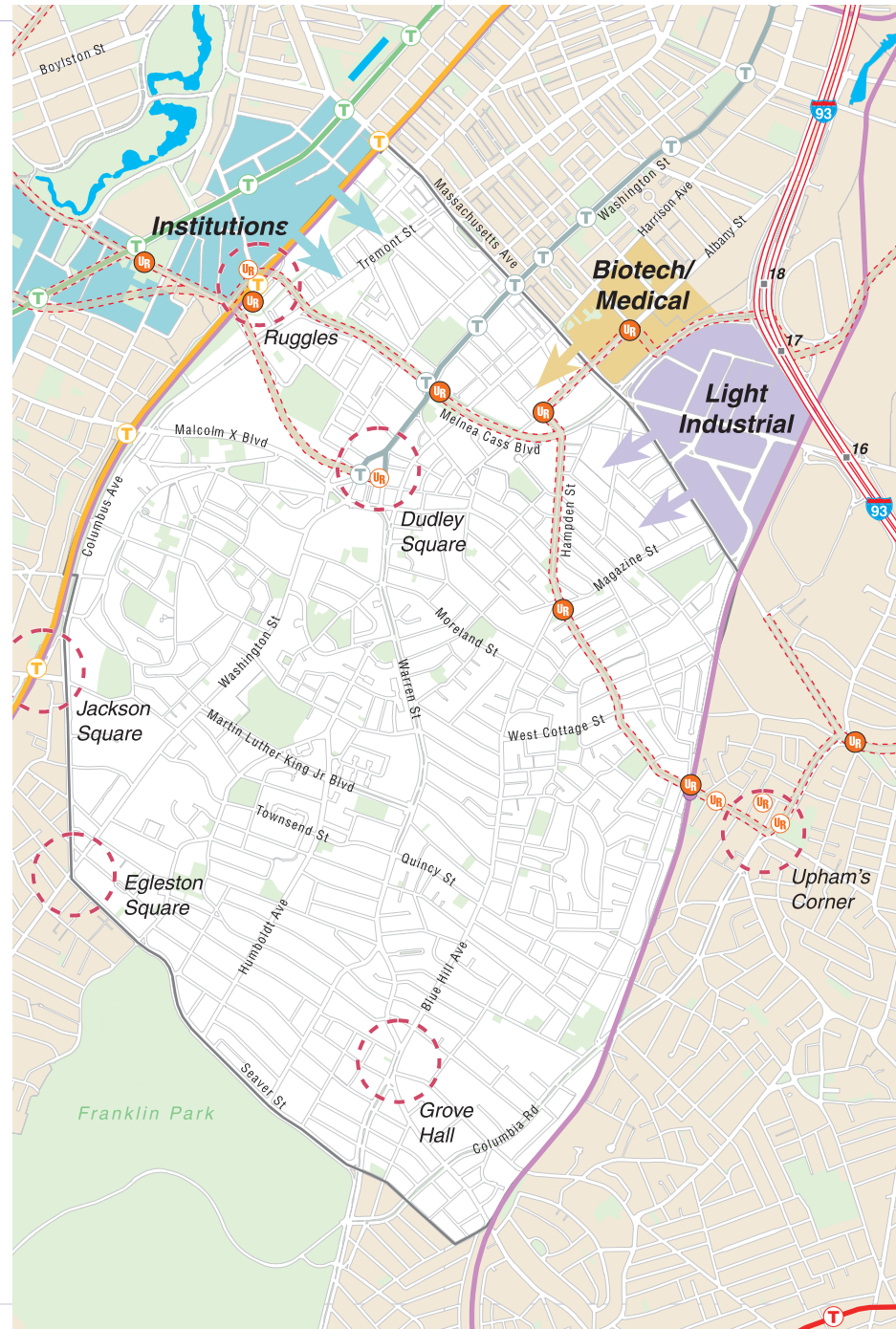
*Roxbury Community College*



*Orchard Gardens School*

### LOCATIONAL ACCESS

Roxbury is immediately accessible to and from the regional highway network via Melnea Cass Boulevard and the Southeast Expressway (I-93). Commuter rail services are available at Ruggles Station and on the Fairmount Commuter Rail Line that stops at Dudley Street near Uphams Corner. The Orange Line provides rapid transit service on the Western Edge of the study area with stops at Ruggles Street, Roxbury Crossing (New Dudley Street) and Jackson Square. The Silver Line offers bus rapid transit service (BRT) on Washington Street from Dudley Square and Downtown Crossing. Eventually this service will be extended to the South Boston Waterfront and perhaps to Mattapan Square. The Urban Ring, a substantial portion of which is located in Roxbury along Melnea Cass Boulevard, is intended to improve transit connectivity in the circumferential corridor from South Boston, the Boston Medical Center area, Roxbury, the Longwood Medical and Academic Area, the Fenway, Cambridge, Somerville, Everett, Chelsea and Logan Airport.



Locational assets of Roxbury





*Jim Rice Field*



*Fort Hill Avenue*

## PHYSICAL ENVIRONMENT

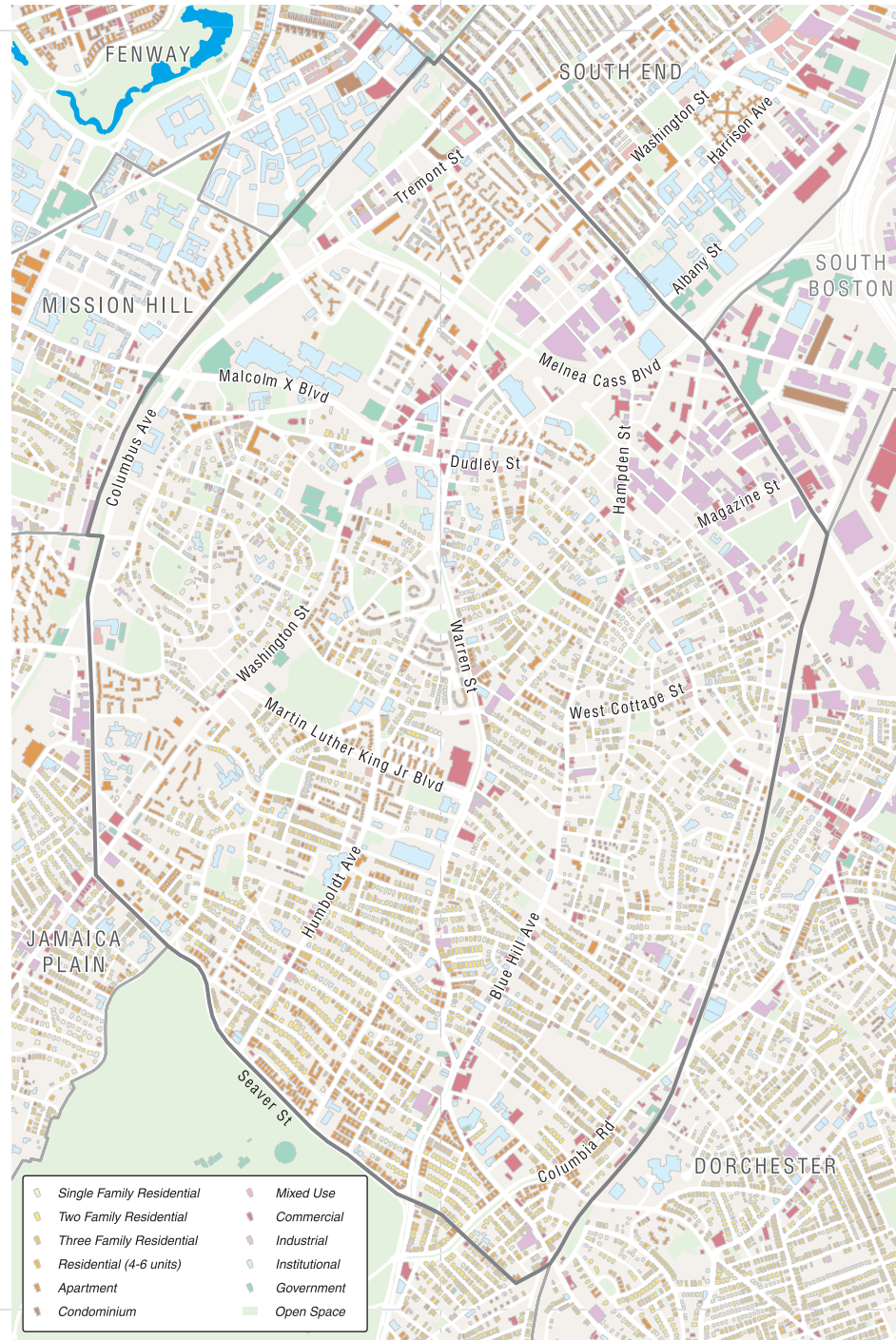
Dramatic topographical features shape many of Roxbury's distinctive sub-neighborhoods. The lay of the land creates sweeping hillsides, rugged rock outcroppings and impressive vistas. The neighborhood contains a rich array and diversity of parks and open spaces, including Franklin Park, the city's largest open space and the crown jewel in the Olmsted-designed Emerald Necklace park system.

## ARCHITECTURE

Roxbury's streets offer an impressive collection of Boston's architecture from the 18th century into the early 20th century. Few neighborhoods can boast more high quality houses, many from the 19th century Greek Revival style through the exuberance of Victorian styles and into handsome early 20th century apartment blocks. These buildings are the estates from Roxbury's agricultural and early suburban past, single and two-family houses of all shapes and sizes, row houses, as well as apartment buildings. Roxbury's industrial and institutional architectural legacy includes handsome brewery complexes, well-detailed school buildings and beautiful churches. Its commercial building stock is equally substantial and attractive, with some of the most notable buildings located in the Dudley Square area.



*Historic Dudley Station*



Land use

# CHAPTER THREE

## PLANNING GOALS AND STRATEGIES

The Roxbury Strategic Master Plan is an asset-oriented plan that builds on the community's strengths. The Plan recognizes that tools and incentives must be established to insure that current residents and businesses are able to remain in the neighborhood, invest in its future and reap the rewards. It recognizes that the recommended strategies will be implemented over time and through a variety of mechanisms and will need to respond to changing external factors. Therefore, the implementation and governance structure (see Chapter V) for carrying out the Plan is critical to its success, as was the open process for planning this initiative.

The sections that follow expand on the Plan's Goals and Objectives and provide specific goals and recommended strategies to examine further as the community begins implementation of the Plan. The goals described here are based on numerous community meetings with hundreds of individual representatives of community organizations and business and elected officials. Several community assets are described, including Diversity, Youth, Senior Citizens, Community-Based Organizations, Arts, Culture, Education, Technology, Physical Environment and Architecture.

### ARTS & CULTURAL HERITAGE

The Plan proposes to capitalize on Roxbury's position as the epicenter of African-American culture in New England through the promotion of existing facilities and the creation of new venues. The Plan proposes strategies that leverage the community's rich cultural heritage. With active, viable institutions and committed residents eager to patronize new options for dining, socializing and enjoying performances within the neighborhood, the possibilities for re-energizing centers such as Dudley Square are virtually limitless.

Dudley Square is in the midst of a number of revitalization initiatives, and is primed for reclaiming its status as a preeminent destination serving not only the African-American population but also the entire region as a hub of commerce and culture. Dudley Square has a comfortable human scale, stately older buildings, excellent accessibility and lively street atmosphere.

#### THIS SECTION IS ORGANIZED BY CATEGORIES:

- Arts and Cultural Heritage
- Open Space and Recreation
- Historic Preservation
- Economic Development and Job Creation
- Transportation and Housing

Each expand on the Plan's Goals and Objectives



*Youth from the Boston Youth clean-up corp painting a mural*

Through the diligent efforts of many residents and programs such as "Main Streets," other neighborhood centers in Roxbury are gradually being reborn. The Plan must insure that the mixture of elements and future uses in these centers are in step with the needs and desires of the residents.



### OVERALL GOALS

- Define and celebrate the rich, diverse history of Roxbury's people and land
- Promote a strong, positive image for Roxbury and reinforce a sense of pride and ownership among Roxbury residents
- Enhance the economic revitalization of business centers including Dudley Square, the Washington Street Corridor, Grove Hall and others
- Create employment training and educational opportunities for Roxbury residents, particularly the youth in the fields of arts and culture
- Join with Roxbury's many other community institutions that preserve and celebrate Roxbury's history and contribute to the revitalization of its economy and the well being of its people
- Seek to involve youth in celebrating and contributing to neighborhood's art, culture, and heritage

### RECOMMENDED STRATEGIES

**1. Initiate a Cultural Heritage Campaign** to promote Roxbury's image, marketability and cultural identity. The campaign should acknowledge the community's distinctive character and encourage comfortable and safe 18-hour activity including legal night life in an interesting, high-quality pedestrian environment.

To effectively implement the arts and cultural heritage campaign, a committee should be established to run the campaign and build momentum to reveal the cultural heritage of Roxbury. This committee could be instrumental in obtaining grants and would be the entity to research the history of the Roxbury neighborhood.



*A proposal for Dudley Square*



*First Church, 1804*

2. Institute regular Roxbury Heritage walking tours. Roxbury is one of Boston's oldest areas, with many important historically significant buildings and districts. In addition, there are the rich histories of the people who have lived there through the years and are steeped in the struggles they have fought. Regular walking and house tours and programs should be initiated to promote the historic assets of Roxbury and to increase visitor trips. One example, My Town is a successful organization already operating similar tours in the South End. Iconographic buildings such as the First Church of Roxbury in John Eliot Square, the Museum of the National Center for Afro-American Artists and the Roxbury Community College should be celebrated as important places in the fabric of the community through directional signage, informational graphics, and streetscape improvements.





*Hale House*

**3. Link Roxbury's public realm assets** through thematic neighborhood trails that could connect the community's various cultural and artistic venues and generate new ones. When linked with good transportation connections, the open spaces in Roxbury become a city-wide resource and further improve the overall attractiveness of the community as a place to live, study and work. High quality design for public spaces, an emphasis on preservation of historic assets and the promotion of public art are necessary components of a compelling cultural heritage plan.

Similar to the Roxbury Highlands Heritage Trail proposed in the late 1970s and the Roxbury Historical Trail proposed by the Grove Hall Board of Trade to the Browne Fund, neighborhood-wide trails could link Roxbury's open space, historical, cultural and environmental assets while benefiting its residential and commercial areas. This initiative could be structured as a public-private partnership similar in development and management structure to the Freedom Trail. It could provide a series of destinations for local and regional visitors, which could further the neighborhood's economic development agenda.

Coupled with good transit linkages, the trails could connect important neighborhood institutions such as the Museum of the National Center of Afro-American Artists that already attracts ten thousand visitors a year, with other neighborhood assets including parks, restaurants and cultural facilities.

**4. Establish a center** for storing and exhibiting historical community artifacts and archives similar to the Arturo Shomburg Library in Harlem. Many individuals in the community have a wealth of stored information and oral histories that could illuminate the rich historical diversity of the community. A Shomburg-like facility would reinforce historical and cultural ties of the neighborhood and its inhabitants across generations. A significant historical structure in the community should house the collection.

**5. Provide incentives** for businesses and institutions to invest in arts, events and cultural affairs including the sponsorship of public (and private) art installations and performances and the underwriting of, or other direct linkages with, community arts organizations.

**6. Create a mechanism** for smaller donors to participate in the acquisition of art for public spaces.

**7. Organize a process** to encourage the use of streets and public open spaces for ethnic and cultural celebrations and displays. Work with local community and neighborhood groups to organize a yearly calendar highlighting local celebrations and festivals such as Rhythm and Blues Night at the Ramsey Playground, Jazz Night at Fort Highland and Hip Hop Day at Malcolm X Park.

**8. Explore options for a jazz museum in Roxbury.** The Museums could celebrate this unique art form and increase cultural tourism. While it may not be economically viable as a freestanding entity, it could be a component within an existing or proposed new entity.

**9. Develop strategies** to attract high quality, sit-down, ethnically diverse restaurants in the neighborhood centers. Partner with the City of Boston's Main Streets districts.

**10. Encourage the inclusion of artist spaces** to be made available for community use and for youth, if appropriate, in development projects of a sufficient scale.

**11. Reinforce existing cultural districts** such as Dudley Square and establish new districts where appropriate.



*Live performance in Roxbury*



*Carlyle Grand Cafe*

## OPEN SPACE AND RECREATION

### OVERALL GOALS

Open space serves as valuable recreational space for people of all ages and is an important indicator of the quality of life of a community. Well-maintained and varied open spaces can enhance the neighborhood's image and increase its viability as a desirable residential community and an attractive environment for economic development.

The Plan recommends strengthening the linkages between the parks in Roxbury and those within the city as a whole. For example, the Southwest Corridor Park and the proposed South Bay Harbor Trail offer great potential to improve the Roxbury community's access to local and regional open space resources including the waterfront. The existing "Park Partners Program" should be promoted more widely as a way to encourage community sponsors to help develop and maintain park facilities.

### RECOMMENDED STRATEGIES

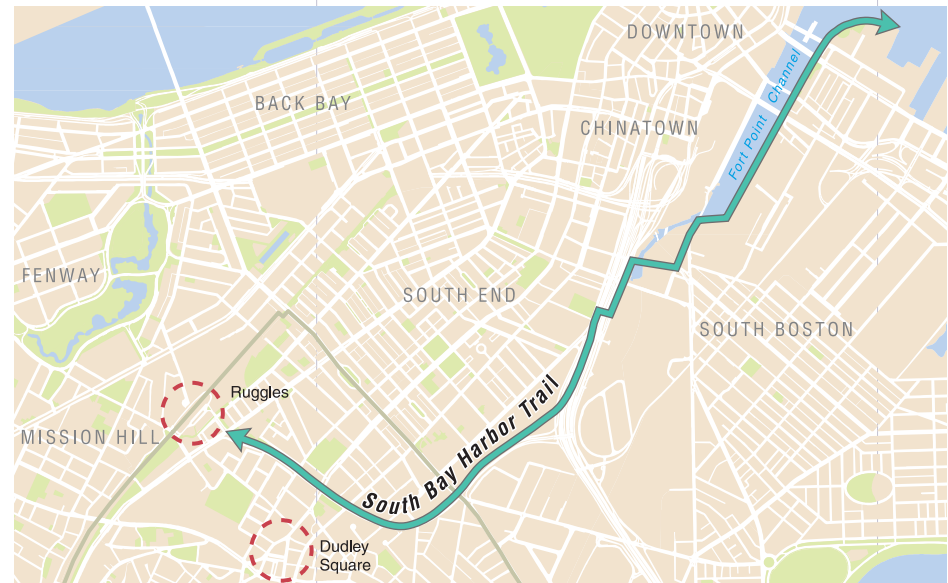
**1. Revive the Roxbury Heritage State Park.** The Massachusetts Department of Environmental Management in cooperation with the members of the Roxbury Heritage State Park Advisory Committee proposed the Roxbury Heritage State Park in 1987. The park was proposed as part of the Massachusetts Heritage State Park system, which is a national model of successful urban design, historic preservation and economic revitalization.

### 2. Interface the Roxbury Strategic Master Plan with the Parks and Recreation

Department's citywide Plan for Open Space to preserve and enhance Roxbury's open spaces as an important neighborhood asset. The city's capital improvement program has led to a large investment in Roxbury's public open space facilities. Its impact has been substantial, with playing fields, courts and tot lots returning back to working order and in full use again. Continuing the capital program will achieve rehabilitation of other parks that require capital infusions due to normal wear-and-tear. Plans for additional park projects not funded by the city's Parks Department should follow the high quality of urban design for public projects. An example includes the Boston Redevelopment Authority plans for the Judge Edward Gourdin Park in Dudley Square.

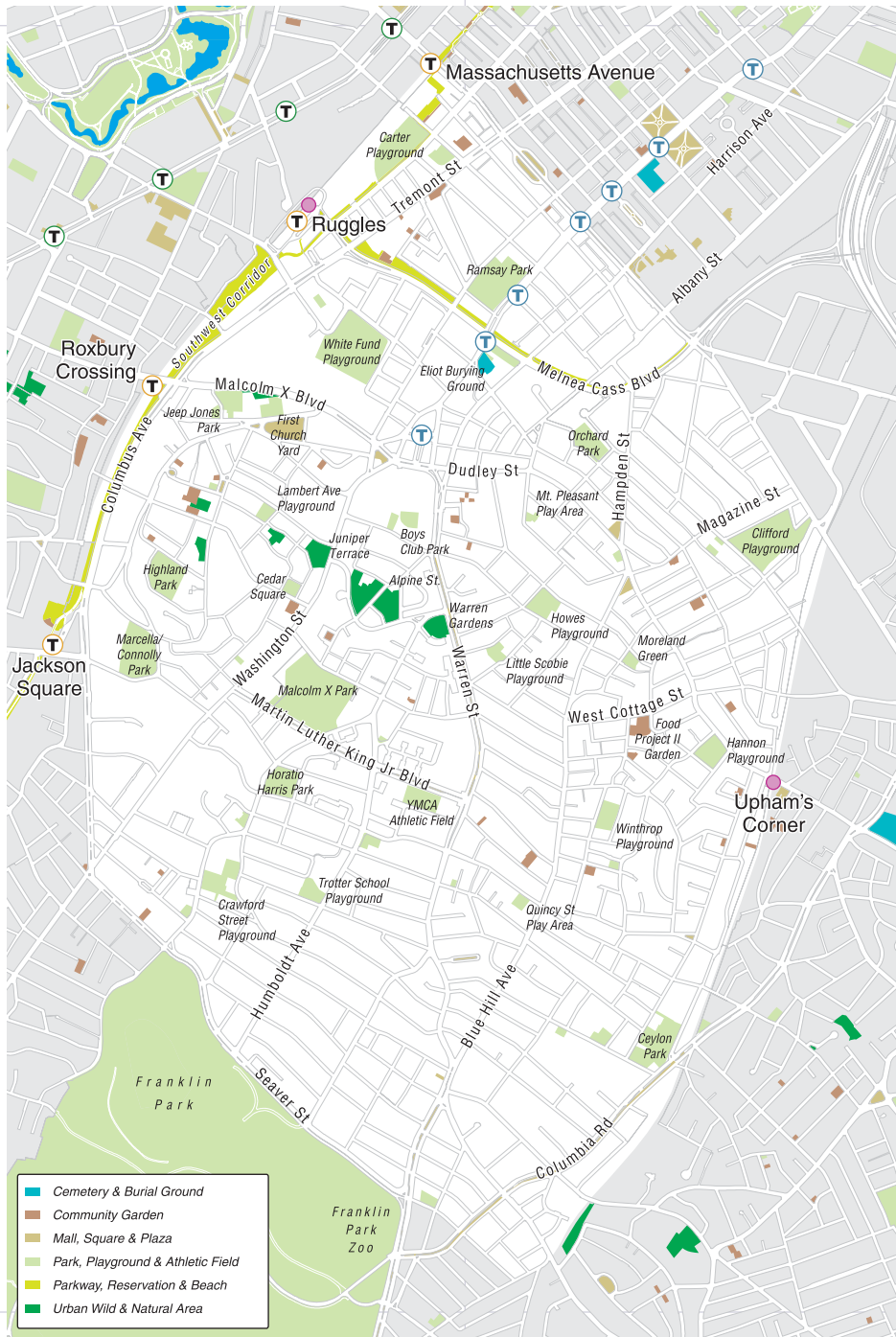


Southwest Corridor Park



South Bay Harbor Trail





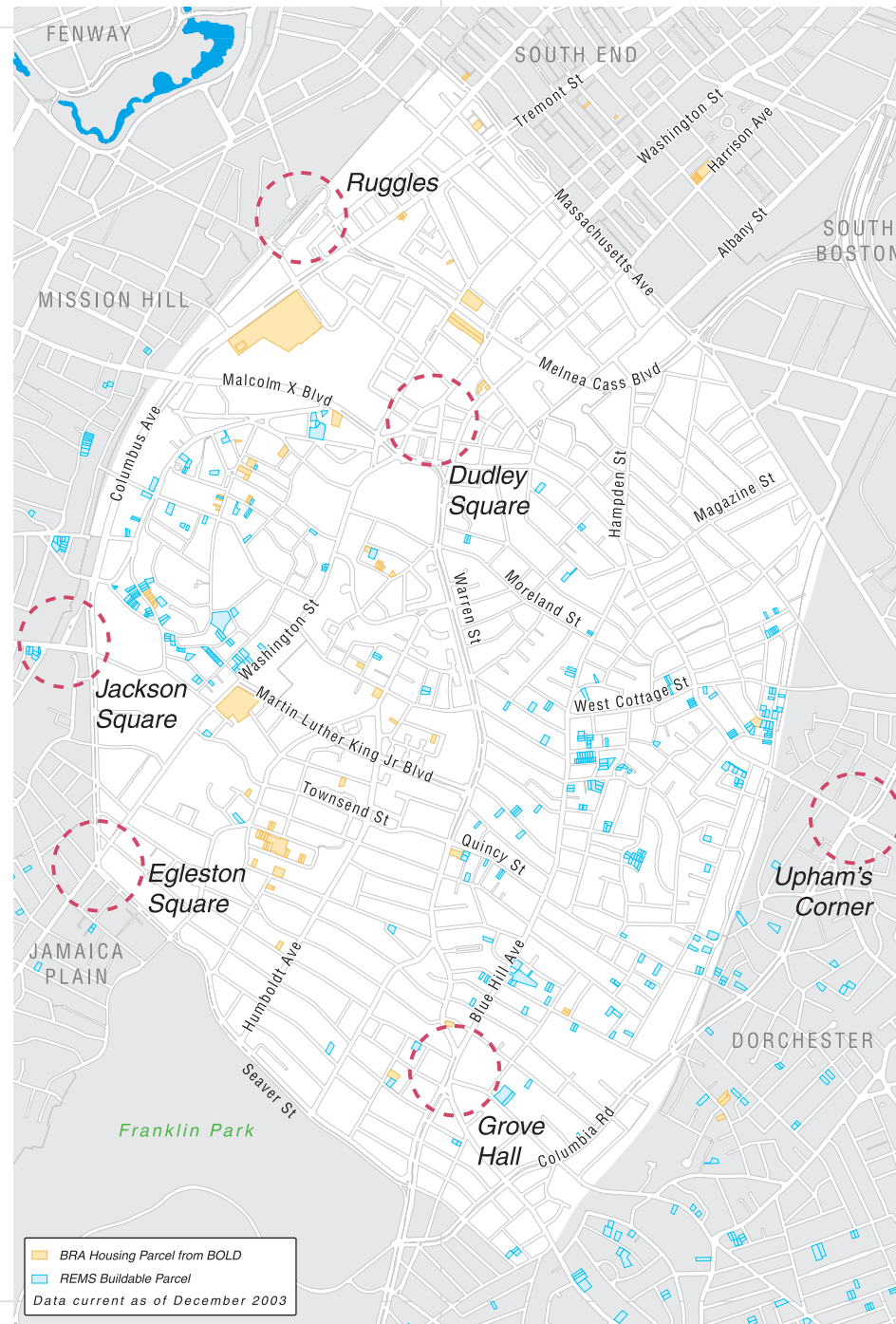
Open space resources

**3. Continue the high quality design approach** that links the Parks and Recreation Department capital reconstruction program and its maintenance program. Given the richness and multitude of Roxbury’s existing open spaces, it is important to preserve these assets with high-quality design and maintenance standards. Good design at the outset allows for better access and visibility encourages appropriate use and respect for the public realm. It also leads to longevity of capital improvements, more efficient maintenance and happier users. Parks should continue to be designed beautifully and in keeping with the neighborhood’s historic character. They should be maintained at a standard that befits their status as critical public amenities benefiting the surrounding community and the whole city. Boulevards, schoolyards, pedestrian and bicycle trails should be considered as components of the overall system.



**4. Continue to encourage community participation** in the Parks and Recreation Department's design process. This on-going and interactive process will continue to ensure that existing and new facilities address the community's desires and concerns and meet the needs for recreational open space within Roxbury. Community input has identified a need for soccer fields, tot lots and spray pools (especially to service day care providers), and in general, close-to-home opportunities for recreation. With a substantial amount of vacant land available in Roxbury, opportunities to develop such new open spaces should be explored within the context of the Parks and Recreation Department's citywide plan.

**5. Conduct a vacant lot analysis** that establishes a framework to balance open space needs with the growing demand for developable housing parcels on a neighborhood-by-neighborhood basis. An analysis of the current pattern of vacant lots should be initiated and recommendations made regarding the incorporation of some of these underutilized parcels into the dedicated open space system, including interim or long-term use as community gardens. While the physical characteristics of some lots may make construction of these facilities difficult, the Plan advocates for the creative use of these parcels that is consistent with the well-being and desires of residents. Vacant land may hold more promise in the abstract than in reality, particularly when buildable sites could also hold much needed housing.



Vacant parcels

A balanced planning approach weighs current and future open space and housing needs, incorporating community input that translates into appropriate land use allocations.

Incorporating community input with this planning should be coordinated with key agencies and departments including the Department of Neighborhood Development, the BRA and the Parks and Recreation Department.

**6. Improve connections** to Roxbury's open space network through the thoughtful planning and integration of transportation infrastructure projects with open space projects. The Roxbury community as well as the entire city would benefit from more direct connections to and from downtown Boston and Franklin Park. The Park and all its amenities including the golf course and the Zoo both are regional resources that at the moment remains difficult to access by public transit or by automobile at peak hours. Recommended improvements include:

- The implementation of transit service along Columbia Road will greatly improve the accessibility between elements of the Emerald Necklace, particularly if combined with street reconstruction, including trees and historic lighting, to restore this important street to "boulevard" status.
- Redeveloping Peabody Circle would encourage safe enjoyment of Franklin Park and community activities at this significant entry point. It will also increase the visibility of Franklin Park and affirm its vital relationship to the Roxbury community.



*Cycling linkages*

- Improved bicycle and pedestrian connections such as the proposed South Bay Harbor Trail will connect the Roxbury community to downtown and Boston Harbor via the Southwest Corridor, Melnea Cass Boulevard and the Fort Point Channel. As part of the project, the existing narrow and deteriorated path along Melnea Cass would be reconfigured. The "Connecting the Corridors" project will also improve access to the Emerald Necklace/Back Bay Fens. This federally-funded project links the Emerald Necklace to the Southwest Corridor Park via Forsyth Street at Ruggles Station. The interface between these and similar projects will create new recreational opportunities, integrate existing parks and historic sites and make Roxbury an inviting destination for recreational bicycle riders and pedestrians.

- Planning and initiation of arts, culture and recreational activities that link youth to various parks throughout the neighborhood.

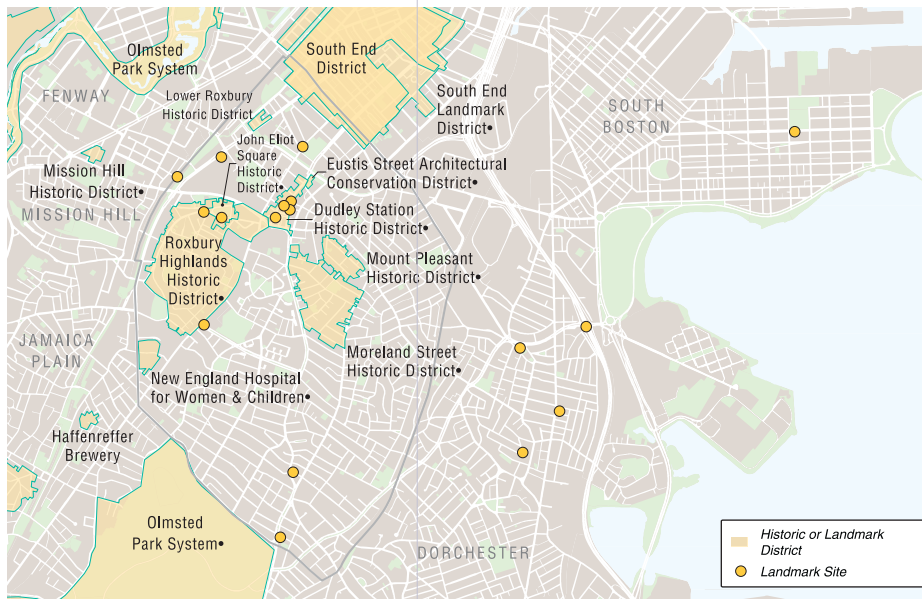
**7. Establish a working group** with the Parks Department to plan children's activities in the public parks, especially during the summer months and evening hours for adolescents and teenage youth.

## HISTORIC PRESERVATION

One of the oldest neighborhoods in Boston, Roxbury is home to a great number of historic parks, schools, churches, and buildings. Boston's history can be seen in the architecture and landmarks of the neighborhood.

From the beginning, farming was the basis of Roxbury's economy, but changes in the early 19th century prompted by developments in transportation brought industrial development along with denser residential development.

As the 19th century progressed, many impressive frame houses, especially in the Greek Revival style (1820s-1850s) were built on subdivided farmland. Some of these houses still stand in the Highland Park and Mount Pleasant neighborhoods. Wealthy industrialists built substantial homes situated on the tops of hills in the Highlands in a variety of later revival styles of the Victorian era.



Roxbury Historic Districts



Museum of the National Center for Afro-American Artists

One of the grandest examples of the early suburban houses is Abbotsford, now the home of the Museum of the National Center for Afro-American Artists at 300 Walnut Avenue, built in 1872 in High Victorian Gothic style of Roxbury puddingstone. Later in the 19th century more old farms in the highlands were subdivided and developed into housing. The electric trolley service that began in 1887 provided a means for more families to get to Roxbury and created a market for more modest row houses and triple-deckers. The elegant Harriswood Crescent designed by Boston architect J. Williams Beal is an excellent example of suburban housing development built in the Queen Anne style.



From Roxbury's earliest days, commerce centered at Dudley Square, particularly at the crossroads of Washington, Warren and Dudley Streets. By the turn of the 20th century, the area was a bustling mix of department stores, residential hotels, silent movie theaters, banks and even a bowling alley. Prominent Boston architects designed many of these structures in a rich mixture of revival styles. Dudley Station, a major hub in the city's public transit system, was opened in 1901 as the Southern Elevated Railway, which ran from Roxbury to Sullivan Square in Charlestown. Part of the elegant, copper clad open-air structure was adapted for reuse as a bus terminal in 1989 by the Massachusetts Bay Transportation Authority after the relocation of the elevated Orange Line to the Southwest Corridor.

Seventy-two Dale Street is the Boston home of Malcolm X (1925-1965) recognized as one of the most powerful voices for social justice, both nationally and internationally. He resided at this address at various periods from 1941 to 1944, at the invitation of his aunt, Ella Little Collins, a matriarch, advisor, and motivational force for Malcolm X and his seven siblings.

Still dominating the intersection of Washington and Warren Streets is the Ferdinand's Blue Store building, the former flagship store of the furniture dealer once famous throughout New England. Designed by local architect John Lyman Faxon in a mix of Baroque and Renaissance styles, the limestone building was completed in 1895, replacing a smaller wood-framed store on the same site. Lower Roxbury, which bordered the South End from colonial times, was industrial in character with an assortment of mills and tanneries. As the area's marshes were filled in, more factories and warehouses took their place and workers' housing was constructed, usually wooden tenements and rowhouses. Frederick Douglass Square, a district of diminutive brick rowhouses, is representative of the last quarter of the 19th century.



*Ferdinand's Blue Store building*



*Rendering of a proposed development option for Ferdinand's building*



Fort Hill Monument

#### OVERALL GOALS

Roxbury has many properties listed on the National Register of Historic Places and several designated Boston Landmarks. The neighborhoods of Roxbury have some of Boston's finest buildings of considerable architectural merit. The Plan lists the following strategies that acknowledge the importance of historic preservation as a tool for revitalization and as a source of neighborhood pride and identity. Roxbury's historic buildings and landmarks should be preserved for maximum use and benefit to the community.

*"Older housing should be restored, not just 'rehabbed.'"*

*-Roxbury resident at community workshop*

## RECOMMENDED STRATEGIES

### 1. Reinforce the integrity of historic buildings and places in Roxbury.

Implement funding and regulatory mechanisms that ensure the rehabilitation of existing structures. Establish urban design guidelines that complement the existing neighborhood fabric in terms of massing, materials, density, siting and landscape design approach. (See “Preserving Highland Park”, Boston Landmarks Commission, June 1999 for guidance.)

2. Strengthen the identity of designated historic districts through coordinated public improvements including streetscape design, landscaping, lighting and signage.

3. Establish a historic resources committee to work with the Boston Landmarks Commission to prohibit the destruction of historically significant structures. An important goal of this committee will be to work with religious institutions to prevent the destruction of buildings of historic and religious importance.

4. Work with the Roxbury Historical Society and the Landmarks Commission to develop and promote public information programs and materials on historic preservation in Roxbury.

5. Establish regularly scheduled historic walking tours for school children, residents and tourists. These tours could be linked with the recommended cultural tours.

6. Work with the appropriate city agencies to provide information on the availability of technical assistance and economic incentives to existing homeowners, businesses and non-profit organizations undertaking rehabilitation projects in the community to offset the premium cost of historic preservation.

7. The Roxbury Historical Society should work with the Massachusetts Historical Commission and the Boston Landmarks Commission to strengthen and retain current and new historic districts and assets.

## ECONOMIC DEVELOPMENT & JOB CREATION

Proposed strategies for the economic development of Roxbury are based on the guidelines and framework described in detail in Appendix C. This framework emerged from lessons learned regarding local economic development and neighborhood revitalization including best practices identified across urban United States and is based on the expertise and experiences of a range of government, business and community leaders who have designed and managed successful economic development initiatives for Roxbury.

Economic development for Roxbury generally means increasing opportunities for residents and business owners to thrive. The recommended strategies focus on creating opportunities to build wealth in the neighborhood through: improved access to jobs with growth potential; business start-up assistance for those with entrepreneurial aspirations and; the implementation of policies that facilitate the use of empty land and vacant buildings for new business development where appropriate.



*Job training could prepare residents for employment in Biotech and other emerging fields*



The Plan recommends marketing Roxbury as a desirable place to live and work and for investment capital. Generally, the following elements must be in place to promote economic development in Roxbury:

1. Neighborhood residents must be able to access a broad range of resources including scholarships, job training, small business training and access to capital to catalyze wealth creation opportunities.
2. Roxbury residents and business owners are the community's best advocates and must be involved in business development, land use and job connection strategies that recycle dollars within the community through local businesses, branch banking relationships, property ownership and local hiring.
3. In order for development and prosperity in Roxbury to be inclusive, the community must be informed about the market forces that drive real estate development and business development decisions so that residents and business owners can strategically advocate for advantageous economic development activity.

4. There should be a high degree of compatibility between new and existing businesses. Newer businesses must respect the historic character of Roxbury, local ownership, utilize homegrown businesses, and be prepared to employ locally.

5. Infrastructure improvements and business activity must be planned and coordinated to achieve maximum benefits.

6. Economic prosperity for Roxbury is tied to future trends in the economy and potential new economic engines in the region. Consequently, workforce relationships must be built with the city's and region's prevailing industries.



*Example of unacceptable industrial property*



*Preferred standard for design and maintenance of industrial property*

7. There are many organizations with resources that are available to assist the community in the pursuit of economic development. Common goals should be established through coalitions and partnerships that coordinate those resources strategically. This includes many colleges, universities and hospitals in Roxbury and nearby, which are important resources for mutually beneficial relationships with local businesses and community development corporations. The involvement of these institutions will bear the greatest level of benefit for the Roxbury community if pursued within the context and guidelines of the Plan.



*Before view of Roxbury storefront*

## OVERALL GOALS

### ■ Emerging Industries

Encourage emerging industries to locate in Roxbury and utilize the human capital of Roxbury residents while establishing relationships with existing businesses in the community that build on Roxbury's strategic locational and institutional advantages.

### ■ Support local commercial centers

Coordinate with existing community development organizations and residents in the area on the development of new businesses as well as the growth and expansion of existing businesses.

### ■ Sustainable Development

The Roxbury community places a high priority on the realization of sustainable development and economic opportunities that can weather future economic cycles.



*After, with new signage, awnings and light*

### ■ Job Training & Education

The keys to achieving economic success and stability in the community include improved secondary education, job training in advance fields and continuing education for those already in the workforce, and ensuring that the training of workers is linked to economic demand. It is important to build relationships with adjacent communities in order to respond to shared service needs and to expand job creation opportunities. For example, commercial centers that directly service several neighborhoods such as Egleston Square and Uphams Corner play an integral role in the overall economic vitality of abutting neighborhoods by generating jobs and entrepreneurial opportunities.

Additional examples of direct service providers in Roxbury include the Roxbury Resource Center and the Youth Opportunity programs located in the Dudley Square area. The importance of recreational facilities for pre-teen youth as well as academic preparation facilities for older youth has been a constant theme throughout the Master Plan process. Academic and job-training programs for youth should take advantage of institutions that offer academic programs.



*Grove Hall "Mecca" Shopping Center*

#### ■ Location of Public Facilities

The community has also emphasized the importance of public facilities as an important catalyst to economic development. Public facilities must be located in areas that can catalyze job training and economic development opportunities.

#### ■ Connections to Jobs & Economic Opportunities

The economic health of the Roxbury community and the region are inextricably linked. While the Crosstown Corridor has a number of developable sites that have the potential to attract job-generating uses, developing the Crosstown Corridor alone will not be sufficient to provide all of the community's needs.



*Boston Police Headquarters*

Plans for the future of the neighborhood must also relate to metropolitan and regional employment opportunities. Transportation access is critical to this issue and the Plan recommends strategies that reinforce linkages between housing, transportation and jobs. Development concepts such as Transit-Oriented Development promote the building of mixed-use higher density housing around existing and future proposed transit stops, which in turn reinforces the need and justifies increased expenditures on rapid transit service investment in the neighborhood. Such transit connections can provide Roxbury with better access to jobs in the metropolitan region with less reliance on automobiles.

Transit-Oriented Development offers the collateral benefit of lowering the need for parking and reducing traffic. The coordinated implementation of large capital investment projects with other economic development projects is critical. These investments include an extended light rail service of the Silver Line from downtown Boston and Logan Airport to Dudley Square, Franklin Park and the Zoo, the Boston State Hospital site and Mattapan while providing more stops on the commuter rail (the proposed "Indigo Line"). The implementation of the Urban Ring will directly link Roxbury to job opportunities in Cambridge, Somerville, Chelsea and Logan Airport.





Crosstown Corridor

■ **New Housing**

Creation of new housing serves an economic development function. High quality, affordable and accessible housing is critical to employers and to neighborhood residents. The availability of good housing that meets the income needs of prospective employees is an important consideration in business location decisions. New housing development in Roxbury will build momentum for further interest in economic activity in the area. Given its location at the geographic heart of Boston, Roxbury has the potential to become a regional economic center. Roxbury has competitive advantages in terms of its superior access to Logan Airport, the regional highway network and good proximity to world-renowned medical, educational and cultural institutions.



*New proposed housing for Habitat for Humanity*



*Recently completed housing at Academy Homes II*

#### ■ Large-Scale Development

Several large-scale development projects have recently been completed in Roxbury. Housing developments such as Orchard Gardens and the redevelopment of the former Academy Homes II site along with major new public facilities such as the Boston Police Headquarters, the new Mecca Mall shopping center at Grove Hall, the revival of retail shops and housing on Blue Hill Avenue, the reconstruction of the sidewalks and roadway of Washington Street and the introduction of the Silver Line service to Downtown Crossing all are changing the character of the area and reestablishing the link between Roxbury and downtown Boston. The Crosstown Center project is under construction and the Massachusetts Department of Public Health anticipated move of its headquarters to the Ferdinand's block in Dudley Square, may result in the additional redevelopment of the former Modern Electroplating site.

Upon issuance of the Roxbury Strategic Master Plan, Requests for Proposals (RFP) will be solicited for a number of the major city and state owned development parcels beginning in the Crosstown Corridor and Dudley Square. These proposals will be evaluated based on the criteria developed in the Plan. Appendix C provides a list of preliminary questions that serve as criteria for assessing the economic development aspect of proposals. Chapter V of the Plan describes the disposition process for these parcels.



*Crosstown Center, which will include a 175 room hotel and 650 space parking garage*



## RECOMMENDED STRATEGIES

The following section describes broad recommendations and strategies aimed at strengthening Roxbury through economic development consistent with the principles and values of the Plan.

### 1. Identify the various economic engines that will drive the Roxbury economy.

Establish connections to regional, national and international economies through technology, transit and service infrastructure development. Create incentives that encourage competition in this market through targeted public investment and direct financing by the city and the state; utilizing community-sensitive banking and other finance models such as Capital Market Urban Funds, business-to-business partnerships, and business-to-institution partnerships.

Capital Market Urban Funds are Wall Street-based finance sources that are looking for a specific return on their investment. Most investments in emerging markets find it difficult to offer the magnitude of return that these funds seek. However, if municipal agencies offer guarantees or subsidies to reduce project costs, many projects may become viable investments for these funds.

### 2. Develop a Roxbury Business Center.

This would also include an information clearing house to educate potential funders on the strengths of the Roxbury market and leverage various municipal funds and guarantees assisting in the monitoring of economic development activity. This service can be linked to a number of ongoing efforts such as the Roxbury Resource Center.



*Roundhouse Hotel in Newmarket*

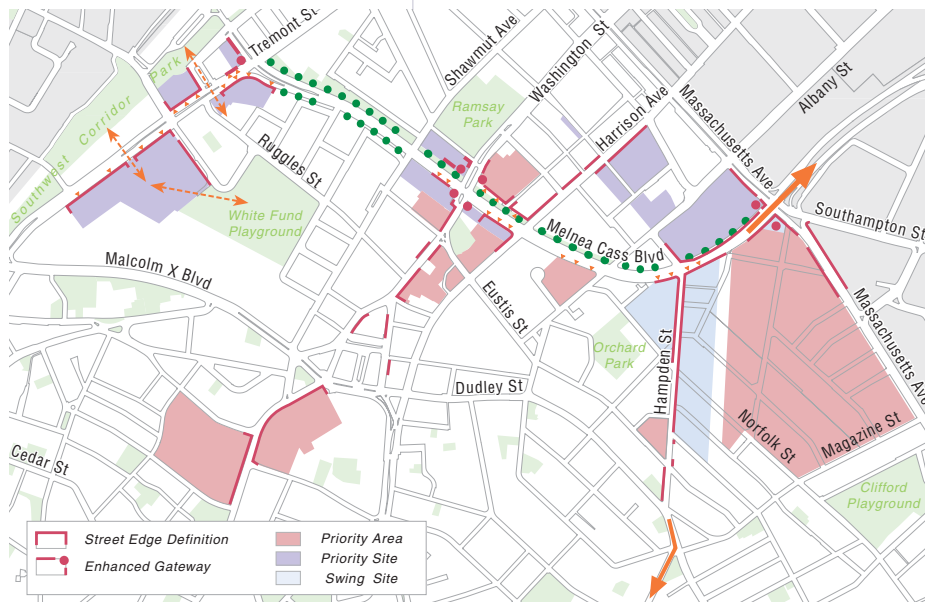
3. Focus economic development in neighborhood centers and along major boulevards. Areas for emphasis include:

#### ■ The Newmarket Business District

A menu of incremental improvements should be made in the short term, while planning for future long-term development that will utilize the area for the highest and best use. New architectural standards and improved streetscape treatment including signage and lighting, particularly on Massachusetts Avenue, should be implemented to communicate that the area is a well-maintained business and industrial environment. A better defined edge between Newmarket business activities and the adjacent residential neighborhoods will balance efficient business operations with nearby housing. Coordination with the ongoing Newmarket Transportation Access Study can optimize traffic circulation and land parcelization in order to upgrade and maximize its future economic development potential.



Development study for Modern Electroplating site



Crosstown Corridor

■ **Crosstown Corridor**

The Melnea Cass Boulevard/ Crosstown Corridor represents the largest number of buildings and parcels with potential for economic development in the study area. This area is also a special focus area and is explored in great detail in Chapter V.

■ **Jackson Square**

Jackson Square is an important gateway and connection between the Roxbury and Jamaica Plain communities. Anchored by the Jackson Square Orange Line subway station, the area has significant potential for new mixed-use development on the vacant land and in the underutilized buildings in the area. The Jackson Square Coordinating Group is currently working with the BRA to develop an implementation strategy for the development of community facilities, affordable housing and small-scale locally owned businesses within a quarter-mile of the T station. This vision is detailed in the report entitled "Putting the Pieces Together: A report on the Jackson Square Planning Initiative," which was published in September 2001.

■ **Grove Hall and Blue Hill Avenue**

Grove Hall and the Blue Hill Avenue corridor are enjoying a renaissance with new residential and commercial development. These investments have been supported by the efforts of the Blue Hill Avenue Initiative Task Force, DND's Restore program and housing and commercial development program funding. Anchored by the new shopping center "Grove Hall's Mecca," Grove Hall has once again become a thriving hub of activity. Grove Hall Main Streets and the BRA recently completed a community-based initiative called "Housing on Main Streets in Grove Hall" to identify potential residential development concepts for privately-owned vacant parcels along Blue Hill Avenue.

■ **Uphams Corner**

Uphams Corner has long been a thriving commercial center for residents of both Roxbury and Dorchester, but it has suffered from a lack of high-quality and reliable public transit service. The Massachusetts Bay Transportation Authority's study of the Fairmount Commuter Rail Line, which currently stops at the Uphams Corner station on Dudley Street, should support increasing the frequency of the rail service along the line to provide improved service to residents, shoppers and workers in the area.

In addition, the current concept for the Urban Ring circumferential transit service includes bus rapid transit (BRT) service along the Dudley Street corridor between Dudley Square and JFK/UMass stations. At a recent community-based planning effort called "Fostering Transit-Oriented Development at Uphams Corner," community members expressed a strong concern about any new development in the area without public transit improvements.

**4. Offer incentives** and place higher priority on developing and attracting businesses that generate jobs for community residents and also provide technical/vocational education and training for various job skills and levels. Job training is critical in order for residents to access high-wage employment. Community-based organizations like the Urban League, Morgan Memorial Goodwill Industries, Dimock Community Health Center, La Alianza Hispana and others offer a variety of job training and skills development programs. This objective can be reinforced through forging new alliances between institutions, corporations, developers and the city.

**5. Preserve existing community-based employers,** increase residents' job readiness skills and improve access to regional employment opportunities. The Plan area includes the Newmarket Industrial District, the Boston Medical Center, the Crosstown/Melnea Cass Boulevard corridor, Northeastern University, Roxbury Community College, Wentworth Institute of Technology and the Longwood Medical and Academic Area. In addition, there are a number of smaller employers with businesses scattered throughout the community. Mechanisms should be explored to create new entrepreneurial opportunities for Roxbury residents related to the needs of institutions and industries located within or in close proximity to the Roxbury neighborhood.



*Uphams Corner*

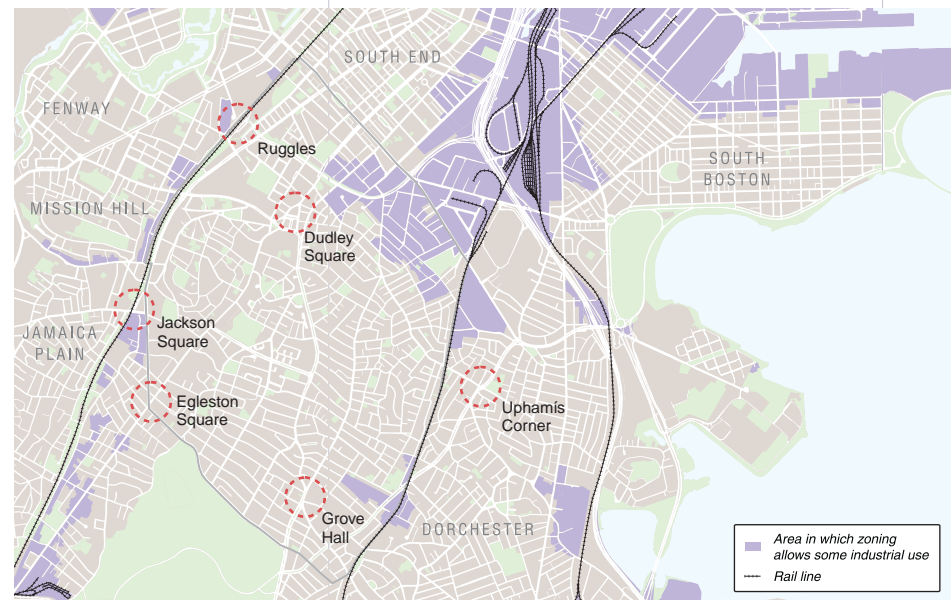


**6. Explore the creation of a technology/institution zone** as an attractive location for "technology-based" businesses to locate. Explore potential benefits of Roxbury as a "technology-focused" community built around an institutional connector. Determine if these industries represent job opportunities for existing Roxbury residents and whether job-training opportunities exist. Local institutions should be engaged in discussions on cooperation and promotion of this identity as well as the type of jobs that would be generated.

**7. Establish environmental standards** and best practices for new and existing business development in the neighborhood utilizing the BRA's Back Streets Program. Strategies and initiatives should be created to increase the size, variety and number of businesses owned by Roxbury residents. The Back Streets Program is a resource to develop strategies such as buffer-type land uses that can be developed between residential areas and light industrial areas. Hampden Street, where the Orchard Park residential neighborhood directly faces the Newmarket industrial area, is a good location for new land uses along with streetscape improvements.

**8. Market Roxbury** as a destination for tourism, culture and the arts, potentially providing significant multipliers in restaurant visits and shopping in the neighborhood centers. Effectively marketing Roxbury as an excellent location to do business is key. A positive local and national marketing program promoting Roxbury as a great place to do business should be created. The profile of Roxbury as a place to live, work and play can be raised through the development of a "Roxbury Pride" marketing campaign

with audio, visual and graphic promotional materials including guidebooks, brochures, maps and walking tours which highlight Roxbury's history and cultural attractions. The business successes in these neighborhood centers should be celebrated (and advertised) within the community and to the larger public.



*Roxbury Back Streets*

**9. Improve media profile of Roxbury.**

A public relations liaison may be needed to broker positive relationships with local TV and print media outlets. Proactive efforts should be initiated to correct inaccurate or negative portrayals of the Roxbury community by the media. A media watchdog committee should be established to assure fairness and accuracy.

**10. Promote the improved transit access to Roxbury.** Roxbury's geographic location relative to the broader metro area is very significant, yet the ease of travelling between this neighborhood and other important destinations has not been well promoted.



*Existing light industrial business on Hampden Street*

Attracting businesses, jobs, and wealth to this community requires not only promotion but also an acceptance on the part of the community of the difficult challenges that go along with having to balance economic development with transit access, traffic, air quality, parking, density and gentrification pressures.

**11. Require businesses to better organize their facilities** by removing environmentally hazardous substances from sites and develop edges of industrial areas with uses that better fit with residential communities. Preserving these industrial areas is very important to the future of the community. These areas provide meaningful employment at a variety of skill levels. However, they must also be responsible neighbors, particularly where industrial and entertainment establishments abut schools and residential uses.

**12. Prioritize the redevelopment of brownfield sites.** Redeveloping contaminated sites brings underutilized parcels back into productive use, creates jobs and cleans environmentally impaired sites that can cause health risks. The community should continue to work with the City of Boston to prioritize brownfields sites for redevelopment.

**13. Transportation planning** should be coordinated with business development activities. Transportation and economic development are inextricably linked. Transit-Oriented Development that strategically matches development with transit accessibility needs is important to regulate the amount of vehicular traffic generated in the community. Traffic impacts are critical factors in elevating the type and amount of development Roxbury wishes to encourage.

**14. Economic development initiatives** should be planned to reinforce and add to the integrity of existing commercial nodes such as Dudley Square, which traditionally has served as the primary business and cultural hub for the Roxbury community. Roxbury is served by several well-identified commercial nodes, including Grove Hall, Egleston Square, Dudley Square, the Washington Park Mall area and nearby Uphams Corner. The Plan includes strategies and design interventions to reinforce and add to the integrity of these existing commercial nodes. The Plan recognizes the primary role of Dudley Square as Roxbury's central business district. Increased access via the new Silver Line, the anticipated Urban Ring, the relocation of the Department of Public Health offices to Dudley Square and the ongoing success of the Main Streets program signals its renewed potential as a city commercial destination and cultural hub.

cultural hub.

**15. Develop a Roxbury Business Center** and Clearinghouse to facilitate and monitor economic development activity. The Center should be located in the Dudley Square area and might also include office and retail incubator space. Such a Center could also generate opportunities for greater institutional collaboration. Funding for this kind of initiative should be sought immediately from both private and public sources and link to existing Empowerment Zone programs and existing Main Streets programs where applicable.



*Before view of businesses*



*Business improvements funded by the "Main Streets" program*



**16. Reasonable standards and criteria should be developed and enforced to attract preferred businesses in Roxbury.** Ownership structure, training and hiring practices, operational characteristics (noise, traffic, hours of operation), the nature of the work and pay scales, potential environmental impacts and urban design are all considerations to be evaluated.

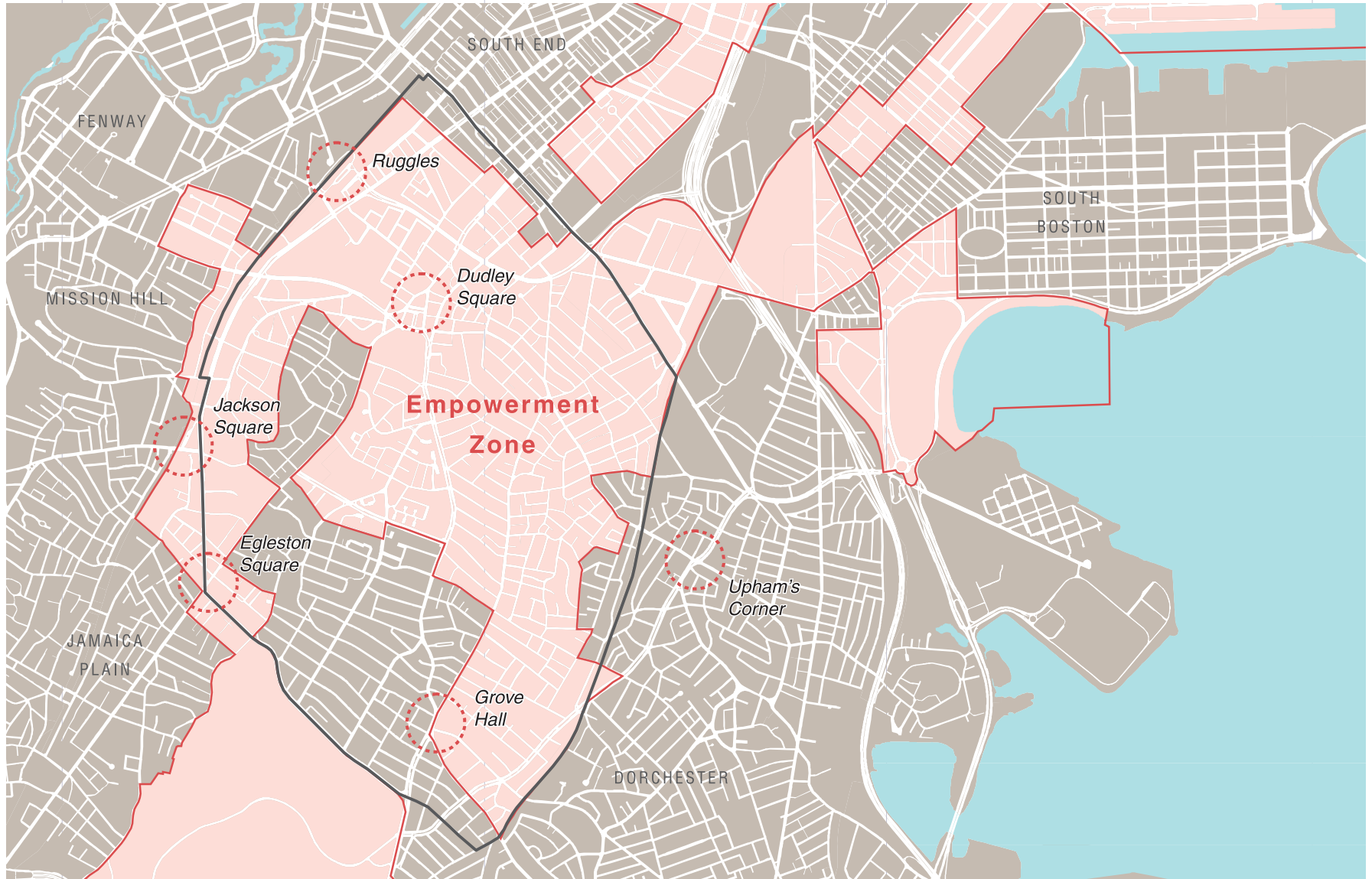
**17. Creative strategies and mechanisms need to be identified to increase and leverage the amount of public and private investment capital available to Roxbury-based businesses.** Increasing economic diversity within the community has the potential to create a stronger market base for existing businesses located in Roxbury and for new businesses that might be attracted to a Roxbury location. Other methods to facilitate appropriate development include the use of tax incentives, (tax increment financing and business improvement districts) and linkage programs.

**18. Utilize the Empowerment Zone Program.** In 1999, the City of Boston received the U.S. Department of Housing and Urban Development's designation as a federal Empowerment Zone (EZ). Portions of Boston lying within the official boundaries of the EZ, including parts of Roxbury, became the focus of a \$100 million distribution of federal monies over a 10-year period. These funds are earmarked for efforts that "generate economic self-sufficiency for Empowerment Zone residents through job creation and human development programming." EZ funds help finance development projects that bring jobs, economic activity, investment, and urban design improvements to neighborhoods lying within the official boundaries. Projects completed in Roxbury that received EZ funds include the Best Western Roundhouse Hotel, Crosstown Hotel, Palladio Hall, Fairfield Center at Dudley and the Grove Hall Mecca Shopping Center.

There are, at a minimum, at least three key services that the EZ can provide to Roxbury to enhance the quality of economic development and job training. The EZ should:

- Emphasize the distribution of information that informs small businesses how capital can be accessed.
- Provide information throughout the neighborhood about available jobs at various sites.
- Work closely with community-based organizations to enhance the quality of job training for the apprenticeable trades.

**19. Establish benchmarks** and minimum criteria for job creation for development on public parcels. Criteria for economic development evaluation of developable parcels is included in **Appendix C**.



Roxbury Empowerment Zone

### TRANSPORTATION AS SMART GROWTH

Roxbury is a community of residential districts served by local business centers as well as numerous recreational, cultural, educational and health institutions. Situated at the geographical center of Boston, Roxbury is in close proximity to employment opportunities in the city's downtown area and adjacent to economic centers such as the Longwood Medical and Academic Area, Boston Medical Center, and Newmarket.

Roxbury's current transportation infrastructure is limited, segmented and not well balanced. The close proximity to downtown, extensive bus service and transit stops in the area, and high neighborhood retail, office, institutional and residential land uses are all factors that lead to the intense usage of the limited infrastructure.

Many Roxbury residents depend on public transit service for access within the neighborhood, to reach citywide and regional employment centers and other attractions. Although access to these locations is vital, many of the community's transit connections are segmented, indirect, and have low reliability.

Local bus routes serving Roxbury neighborhoods and business centers today are both unreliable and often overcrowded. The radial rapid transit lines from the downtown core are located at the periphery of the neighborhood.

Of these, the Orange Line primarily serves the west side of the community along the Southwest Corridor. The Fairmount Commuter Rail Line, with stops at Uphams Corner in Dorchester and Morton Street in Mattapan, provides more limited service on the eastern edge of the community.

As a result of this inadequate transit system, portions of Roxbury have significantly longer transit trip times to Boston's downtown than other neighborhoods located at a similar distance from the city's center.

The major regional roadways that pass through Roxbury, including Tremont Street and Melnea Cass Boulevard, generate very high volumes of automobile traffic during commuting hours while at other times cars travel at very high speeds. Both phenomena have a significant impact on the neighborhood. The neighborhood's roadway system is often heavily congested, in part as a result of high volumes of through-traffic.

Field observations and review of available data strongly illustrate that traffic congestion, pedestrian safety, air quality degradation, bus delays, and cut-through traffic are among the community's greatest problems. Of particular concern are Dudley and New Dudley Streets, Warren Street and Columbus Avenue.

Many of the transportation problems faced by the Roxbury neighborhood result from a large number of pedestrian and vehicle conflict points.

It is clear that pedestrians use the transportation infrastructure in Roxbury as intensely as it is by vehicles. Many intersections are gridlocked by vehicles, and pedestrians cannot easily get across the street.

Furthermore, pedestrian signals do not always provide sufficient crossing times or clearance periods, a problem of particular concern for senior citizens. Sidewalk widths are frequently very narrow and inadequate to meet pedestrian demands, especially in the Dudley Square and Grove Hall areas and along Seaver Street close to Franklin Park.

At many locations intensely used by pedestrians, excessive street widths encourage vehicles to speed and present a safety issue. Examples of such situations include Columbus Avenue along the Southwest Corridor, Egleston Square, Seaver Street, the intersection of Martin Luther King Boulevard with Humboldt Avenue and Warren Avenue, Melnea Cass Boulevard at Washington Street, and New Dudley Street in front of Madison Park High School.



Silver Line bus station





Transit analysis

New Silver Line bus station



The Roxbury community is interested in attaining a balanced and equitable transportation system that provides easy access to a wide range of work places, educational facilities, cultural facilities, recreation resources, parks and open spaces within and outside of the community. Roxbury has the highest asthma rate in the city and a well-balanced menu of transportation options serving Roxbury from enhanced pedestrian accommodations to first-rate public transportation system should meet environmental standards, including those for air quality.

The Roxbury community recognizes the importance of good public transportation and finds itself at the forefront in the push to improve the quality, reliability and attractiveness of the city's transit system. A balanced transit system must include reliable, clean, efficient transit service that goes when and where its patrons want it.

A balanced street and pedestrian system must serve existing businesses as well as function in a manner that will attract and support new economic development without degrading the quality of life in the neighborhood with excessive traffic volumes or parking requirements.

Inherently there are conflicts between the demand for parking that serves businesses and the need for sufficient resident parking. A balanced transportation system must mitigate some of the demand for off-street parking and relieve parking pressures on residential streets while providing sufficient parking to support existing and future local businesses needs. Future commercial development should occur at locations with easy access to transit, thereby reducing automobile dependency.

Wherever it is practical, streets should be configured to also enhance the pedestrian experience with provisions for attractive and safe sidewalks, including street trees and appropriate lighting plus signal timing that makes it convenient to cross the street safely. Bicycling should also be promoted as a means of travel by insuring that all streets are made bicycle friendly through better traffic enforcement.

*Melnea Cass aerial view*



## OVERALL GOALS FOR TRANSPORTATION/SMART GROWTH

- Provide Roxbury with a public transit system that is balanced; makes connections locally and regionally and results in equitable service to the community
  - Promote Transit-Oriented Development
  - Raise environmental standards for the community that sets an example for the whole city
  - Improve the quality of the environment for pedestrians
  - Promote and facilitate bicycling
  - Balance local and regional traffic in a safe and organized manner
  - Develop parking policies that balance the needs of residents, local businesses, and visitors while minimizing auto trips generated by development
  - Foster working relationships with city departments, existing businesses and institutions as well as prospective development entities implement the standards established
- Coordinate the efforts of the Boston Transportation Department's (BTD) city-wide transportation plan, Access Boston 2000 – 2010, with the Roxbury Strategic Master Plan. Access Boston, a multi-report initiative, contains action plans addressing on and off-street parking, pedestrian safety, bicycling, public transportation and regional connections. The recommendations developed in the Roxbury Strategic Master Plan inform the specifics of the citywide effort. For example, light rail vehicles for Washington Street and parking ratios for new development in the area are included in Access Boston.

*Commuter Rail serving Roxbury*





## RECOMMENDED STRATEGIES FOR TRANSPORTATION/SMART GROWTH

### TRANSIT

The Metropolitan Planning Organization conducts the evaluation and comparison of the city's transit proposals with other transportation infrastructure proposals from throughout the region. The Access Boston process involves the evaluation of transit proposals for Roxbury in combination with concepts for service to other Boston neighborhoods to insure that the projects as finally designed meet two broad goals: the provision of quality service, particularly for residents most in need of transit service; and the support for investment in Boston's economy, particularly in employment centers that bring jobs to all of Boston's residents. Boston's strategic transportation plan will also evaluate the package of incremental investments that can best realize these projects for Roxbury within the constraints of state and federal budgets.

**1. Coordinate transit improvement strategies** with institutions and large employers in order to increase transit ridership, decrease auto dependency and reduce the demand for employee parking in the Roxbury community.

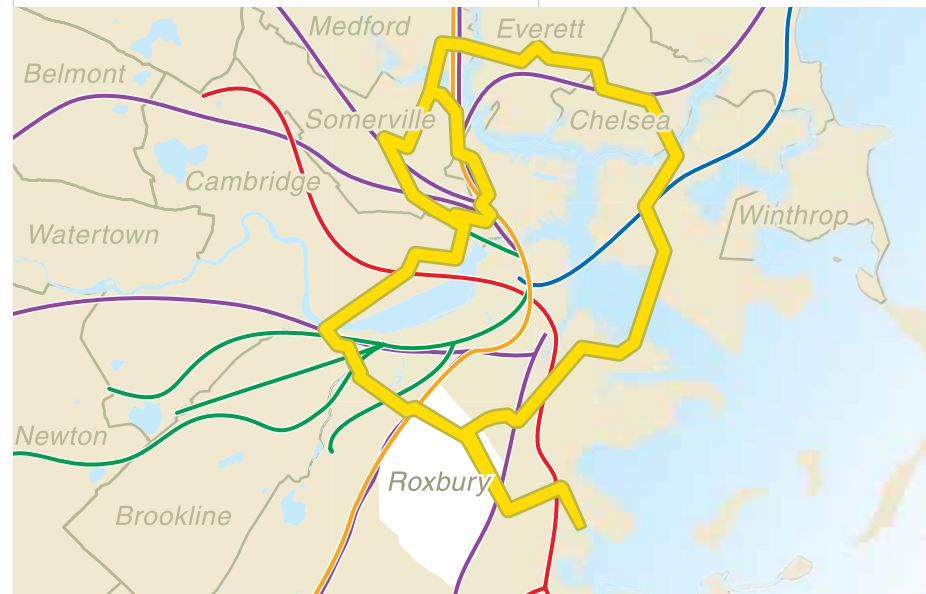
### 2. Implementation of The Urban Ring.

Roxbury will have broader transit access to the entire city and other core communities in the metropolitan area such as Cambridge and Somerville and beyond with the implementation of the Urban Ring. This connection would provide Roxbury residents' access to more options for jobs, job training, retail, social and cultural facilities. Transit access to new developments in the Crosstown Corridor, Dudley Square, and Ruggles Center would be improved, decreasing the reliance of these developments on the automobile.

Washington Street bus shelters & street furniture



- The Urban Ring will create both Bus Rapid Transit (BRT) and rail connections from Roxbury to the radial transit system and to employment centers such as the Longwood and Fenway areas, the Boston Medical Center, South Boston and Logan Airport. It is intended to improve transit connectivity in the circumferential corridor from South Boston, the Boston Medical Center area, Roxbury, the Longwood Medical and Academic Area, the Fenway, Cambridge, Somerville, Everett, Chelsea and Logan Airport.



Urban Ring

- The Urban Ring will substantially relieve congestion of the central subway system, and in particular the Green Line. The MBTA has completed a feasibility study of the project that recommends it be carried out in three phases. The full Urban Ring has been defined initially through environmental documents, and the MBTA is now completing the DEIR/DEIS permitting for Phase II, which establishes the right-of-way, design and operation of the BRT routes. While supporting the Urban Ring in its entirety, individual elements, such as the Melnea Cass busway should be constructed on a priority basis. These individual elements can benefit existing transit service and help serve the immediate needs of the Roxbury neighborhood and its employment centers. Furthermore, where developments or planning efforts are proposed along the Urban Ring corridor, the Urban Ring alignment, as defined in its environmental documents must be accommodated at no additional burden to the Urban Ring project.
- Phase II of the Urban Ring involves a series of overlapping Bus Rapid Transit Routes connecting from East Boston through Chelsea, Somerville, Cambridge, Brookline, the Longwood Medical Area into Roxbury, to South Boston and Dorchester. Two routes, BRT6, & BRT7 connect from the LMA across Melnea Cass Boulevard. BRT 6 then travels through Hampden Street to Uphams Corner and JFK station.

- BRT7 travels up Albany Street to the Boston Medical Center, on to South Boston and further to Logan Airport. Phase II includes a reconstruction of Melnea Cass Boulevard to accommodate a Bus Rapid Transit system, and a series of transit priority improvements at other locations along the routes.
- Phase III of the Urban Ring proposes the construction of a light rail line, or an Orange Line branch that would run from Sullivan Square through Cambridge, and the LMA to a terminus at Dudley Square.
- The Roxbury Strategic Master Plan supports the MBTA's approach to implementing the Urban Ring, however, this plan further recommends that Phase II routes directly serve Dudley Square; and that in Phase III, light rail be extended from Dudley Square into Roxbury neighborhoods including Uphams Corner and then connect to the Red Line at JFK/UMass.

**3. Planned improvements to the Fairmount Line** should be completed to better integrate stations and service to the Roxbury community. Building upon the successful completion of the Fairmount Line Improvements Feasibility Study, the MBTA has made a commitment of \$35 million to implement a first phase of improvements for this underutilized commuter rail corridor. The Fairmount Commuter Rail Line runs from Readville in Hyde Park to South Station and passes through some of Roxbury, Dorchester and Mattapan.

The MBTA's study proposed a first phase of implementation that included significant infrastructure upgrades, renovation of the existing Uphams Corner and Morton Street stations, and building four new stations, including ones at Massachusetts Avenue and Four Corners. This first phase is estimated to cost \$70 million, with \$35 million already committed by the MBTA. These initial improvements should be designed to better integrate station designs and transit service to the surrounding community, and should be completed as soon as possible. Future expansion of service, including the potential conversion to a Rapid Transitlike system should remain the goal for this line.

**4. Expand the Silver Line** by extending the Washington Street BRT service south along Warren Street and Blue Hill Avenue to Mattapan Square. The MBTA initiated Silver Line service on Washington Street in 2002. This first phase of operation has been very successful in increasing ridership and improving running time on this Bus Rapid Transit Service. Phase II of the Silver Line in South Boston will open next year, and Phase II , which will connect Washington Street and South Boston service is already under design. Extending the Silver Line south of its current Dudley Square terminus will bring these new transit benefits to the larger Roxbury community and will improve transit connections between Roxbury, Dorchester and Mattapan.

The Silver Line should be extended to Mattapan Square via Warren Street and Blue Hill Avenue, and a separate spur to Ashmont Station via Warren Street and Washington Street should be evaluated. All streets proposed for Silver Line operation should also be reconfigured as transit priority corridors. The additional ridership generated by expansion of Silver Line service would also increase the need for future conversion of the Silver Line to a light rail system.

**5. Reconfigure key streets and intersections** to give greater priority to transit planning consistent with the Roxbury Strategic Master Plan. The reliability and effectiveness of bus service can be increased by improvements that include adjusting street cross-sections to create bus lanes, changing the direction of streets to gain lanes for bus use, and implementing signal preempts for buses. Warren Street/Blue Hill Avenue Corridor (south of Dudley Square to Mattapan), Dudley/New Dudley Street from Ruggles Station to Uphams Corner, Hampden Street and Massachusetts Avenue have been identified as transit priority corridors within which these improvements should be examined. The successful implementation of the Urban Ring in Roxbury, especially the Phase II Bus Rapid Transit (BRT) routes, will need to pass through signalized intersections controlled by the City of Boston. Coordination of these plans must occur with regard to the concept of “transit priority corridors.”

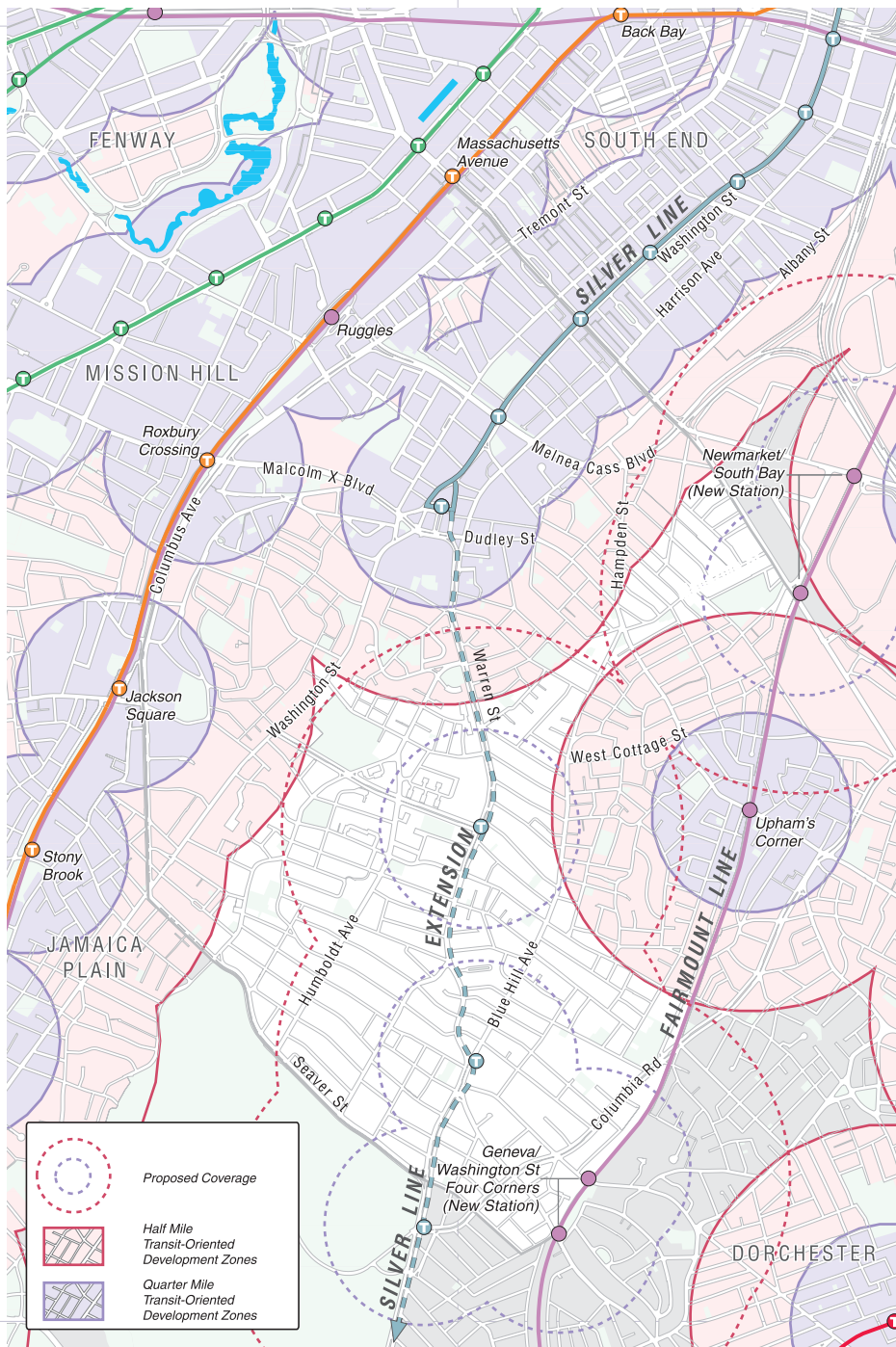
In addition, roadway features favoring buses such as bus lanes and queue jumps, alone or in combination with traffic signal treatment, will improve Urban Ring bus trip times and reliability compared to the current operation of crosstown buses. The Urban Ring Phase II BRT environmental process is currently defining the benefits and tradeoffs of such features. Analysis and discussion with municipal traffic officials to date has indicated that traffic signal coordination and active and passive signal priority are the most promising signal treatment strategies.

**6. Review bus route structure.** A panel of neighborhood representatives, city officials, and MBTA representatives should review the present bus route structure. The review should identify demand corridors not served by present routes and suggest adjustments in the MBTA’s Service Plan to make existing routes more effective. The panel should also explore improvements in transit access to cultural venues such as the Museum of the National Center for Afro-American Artists and the Strand Theater. These institutions attract thousands of visitors a year, many of whom come by charter bus or car. The development of a comprehensive cultural plan for Roxbury requires a transit access plan that links the neighborhood to these amenities as well as establishes the neighborhood as a citywide destination.

**7. Bus shelters** should be provided in as many bus-stop locations as possible. To that end, the City of Boston, through its Coordinated Street Furniture Program with its vendor Wall USA, Inc., is in the process of installing bus-shelters along the major bus routes in the community. The implementation of the program is prioritized based on bus boarding data and minimum sidewalk depth dimensional requirements to accommodate a bus shelter. The first set of bus shelters installed as part of the program by Wall, USA was on Blue Hill Avenue in the fall 2001. Other recommended stops include bus stops along key streets in the neighborhood including Warren Street near Dudley Square, Grove Hall and its intersection with Martin Luther King Boulevard; Blue Hill Avenue near Quincy Street, New Dudley Street and Franklin Park; Columbus Avenue near Roxbury Community College and the intersection of Washington Street/Seaver Street; and New Dudley Street at Columbus Avenue near the O’Byrant School.

**8. Bus service** should be complemented with a greater level of information dissemination to reduce confusion and improve utilization. Clear and informative signage at bus stops should be a priority, especially at those stops with a high number of boardings. This should be an integral part of the City of Boston’s Coordinated Street Furniture Program.





Walking distance diagram

All bus shelters should be provided with a citywide bus map and travel frequency chart to better orient the rider as to direction and extent of the trip on the bus. Similar signage at stops without shelters should be implemented. At a minimum the signage should state what bus serves the stop and the bus's stops and final destination. This should be implemented citywide.

**9. Explore the feasibility** of creating community-based shuttle services to provide improved access for Roxbury residents to important recreational, cultural, civic, shopping and medical service destinations. Shuttle bus services could be developed and implemented, perhaps in conjunction with local institutions (similar to MASCO in Longwood Medical and Academic Area). Non-traditional methods, including public-private partnerships, should also be encouraged as a means of improving transit accessibility to areas like Newmarket, which offers new opportunities for development.

## TRANSIT-ORIENTED DEVELOPMENT

**1. Consistent with Transit-Oriented Development principles.** Develop land use plans for areas within a quarter-mile radius (five-minute walk) of public transit stations that limits the amount of parking spaces.

**2. Plan for a mix of uses** in the vicinity of Roxbury transit centers. Land use planning for Roxbury's existing transit centers, including Ruggles, Roxbury Crossing, Dudley Square, Grove Hall, and Uphams Corner should emphasize a mix of uses to enhance their economic viability and reduce the demand for vehicle use. Similar planning should also be done at proposed new centers such as the intersection of Washington Street and Melnea Cass Boulevard and the Crosstown Center at Massachusetts Avenue and Melnea Cass Boulevard. Planning at these locations should combine development incentives such as increased allowable Floor Area Ratios. Parking ratios should be restated as maximums rather than minimums, and parking areas should be designed to encourage a "park-once-and-walk" attitude.

#### ENVIRONMENTAL JUSTICE

**1. Raise environmental justice** and air quality standards in the community and the city through increased use of low-emission buses in Roxbury. Roxbury has the more than 20 MBTA bus routes serving the area. Increased usage of low-emission MBTA buses on these routes can significantly improve the air quality in Roxbury. Further, this technology should also be extended to school buses that traverse the area. In addition, the recommendations outlined in the Dudley Square Transportation and Air Quality Study should be followed.

**2. Traffic signal operation** should be synchronized on selected major streets, giving preferential treatment for buses. Efficient traffic operations are important both as an air quality issue, and as a means for ensuring continuous and uninterrupted flow of buses along the transit-priority corridors. Traffic operations and control improvements should also be studied in more detail and modified as required in locations such as the intersection of Dudley Street/Warren Street/Harrison Avenue and Blue Hill Avenue/Dudley Street where available information suggests that these intersections do not perform very well during the peak hours.

#### PEDESTRIAN ENVIRONMENT

**1. Provide safe** and commodious streetscape designs that balance the street right of way between pedestrian, bicycle and vehicular movements. Issues, opportunities and recommendations relating to pedestrian/traffic safety and operations are presented both at an area-wide level, and also for a series of specific areas. These areas have been identified as having unique characteristics or location-specific issues that need to be addressed. Improving pedestrian conditions in the study area call for a variety of strategies. The approach to facilitating a safe environment on the major streets, such as Columbus Avenue or New Dudley Street should be very different from that for moderate or low traffic streets, such as Martin Luther King Boulevard.

On major streets, pedestrian enhancements should not constrict or excessively reduce traffic capacity. However, the community has recommended that the entire length of Dudley Street be examined in more detail to increase pedestrian safety.

Conversely, more aggressive traffic calming measures can be deployed on residential streets with high pedestrian uses and low traffic volumes. There are certain basic safety measures that can be taken throughout the neighborhood that will greatly improve the interaction between pedestrians and vehicles. Many of these recommendations are detailed in the BTDC publications Guidelines for Major Street's and Guidelines for Residential Streets.

**2. Minimize Waiting Time for Pedestrians.** Traffic signals should be timed to make the signal cycle length as short as possible and should include a concurrent walk phase where appropriate. Because a concurrent walk allows for pedestrians to cross the street in conflict with turning vehicles it should only be considered where conflicting turning volumes are low and sight lines are good. In addition, warning signs such as "Yield to Pedestrians on Turns " should be installed. When signals are changed from exclusive to concurrent phases, police should be deployed for a brief period after the changeover to ticket drivers who fail to yield to pedestrians when turning as required by the Boston traffic rules.



In light of the confusion about use of pedestrian signals, especially among school children, understanding by pedestrians could be significantly improved through the use of international symbols rather than text "Walk" and "Don't Walk" signs, in accordance with current BTM policy. Signs explaining use of the buttons and signals should be posted at all crosswalks.

### **3. Improve Intersection Designs.**

Presently, the widths of Roxbury crosswalks are generally limited to about 6 feet. At many high volume locations these widths are not sufficient to meet pedestrian demands. Crosswalks at high pedestrian locations should be increased to a minimum 8 feet clear of unobstructed width in high pedestrian volume locations, with additional width added for trees and street furniture. Whenever streets are reconstructed, corner radii should be as tight as possible within the requirements of vehicles and safety equipment operating in the intersection.

**4. Re-striping of lanes and crosswalks** along major streets and arterials should be prioritized in Roxbury to ensure safety. Clear lane and crosswalk demarcation is crucial for both driver and pedestrian safety. At many locations in the study area, especially near Dudley Square and Washington Streets, roadway striping is faded or missing completely, and it is difficult to figure out the number of lanes of traffic.

**5. Street lighting** in the area should be reviewed. Key intersections in the study area should be flooded with lighting focused on the crosswalks to improve pedestrian visibility without resulting in glare for drivers.

**6. Reduce street widths** where appropriate. Street widths can affect pedestrian-friendliness in several ways; wide streets lengthen the distance to be crossed at intersections and facilitate speeding during off-peak times. Reducing the width of Columbus Avenue, Melnea Cass Boulevard, and Martin Luther King Boulevard should be considered. Any such reductions would require a detailed study of the impacts not only on other major streets, but also on surrounding residential streets in the neighborhood. A preliminary analysis suggests that Columbus Avenue and Melnea Cass Boulevard are already operating at almost peak capacity.

More detailed analysis and community input should precede such interventions. Preliminary analysis suggests that Martin Luther King Boulevard has much more capacity than is really needed for the amount of traffic it carries. Narrowing this street by reducing lanes appears to be feasible.

Introducing parking lanes at times of the day when traffic volumes do not require the lanes for travel can effectively reduce speeding. Parked cars reduce travel lanes, introduce friction with moving cars, and buffer pedestrians from the movement of cars. This approach should be one of the techniques explored on the streets listed above.



*Recent street lighting improvements*



## ALTERNATIVE MODES OF TRANSPORTATION

**1. Improve the quality of roads for bicycling in Roxbury.** Bicyclists have been lawful users of Boston streets since the 1870s. State and city law permits bicyclists to use all roadways (except controlled-access expressways) and requires bicyclists to follow the rules of the road for drivers of vehicles.

All roads should be designed to be bicycle-friendly. The right-most travel lane should be wide enough for a motorist to pass a bicyclist without changing lanes, even when the bicyclist is keeping a safe distance away from parked cars and their opening doors. Detector loops used to activate traffic lights should be sensitive enough to pick up waiting bicyclists. Streets should be maintained to be free of potholes, ridges, and other hazards. Priority streets for bicycle-related improvements include Warren Street, Humboldt Avenue, Martin Luther King Boulevard and Washington Street. These roads provide connections to important cultural and recreational uses.

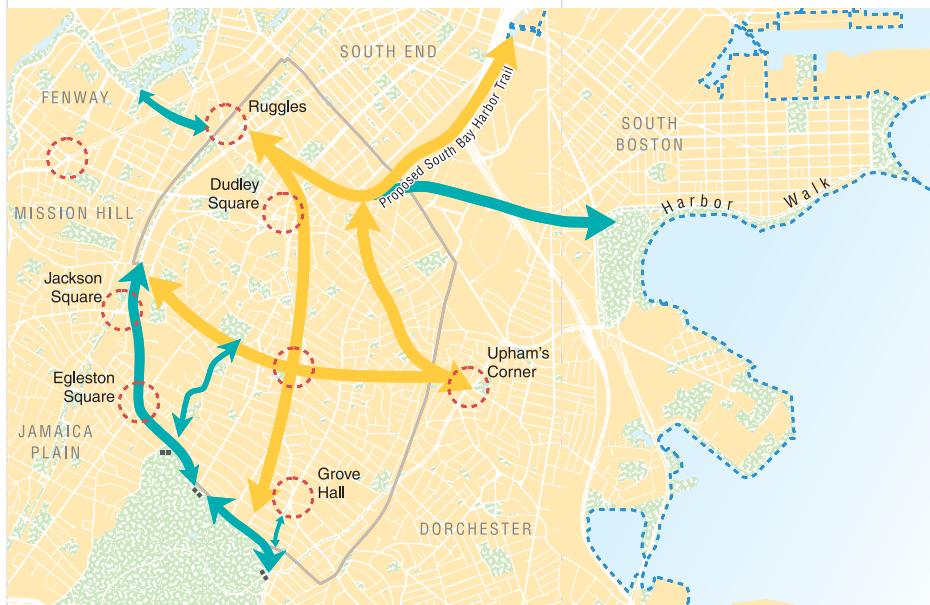
Reconstruction of Melnea Cass Boulevard, including the existing 40-foot transportation easement held by the City of Boston, must incorporate the requirements for both bicycle and transit network.

The proposed Emerald Necklace Greenway is designed to make better bicycle and pedestrian connections from Franklin Park to the Arnold Arboretum and the rest of the Emerald Necklace, possibly connecting it to the Paul Dudley White Bicycle Paths on the Charles River. The “Linking the Corridors” project, funded by the Federal Transportation Enhancement program, will connect the Southwest Corridor Path to the Back Bay Fens via Forsyth Street. The barrier along Circuit Drive in Franklin Park near the Ranger Station should be redesigned to permit bicycle access. Glen Road and other roads in Franklin Park closed to motor vehicle traffic should be maintained with a continuous, 10-foot wide asphalt paved path.



*Bicycle racks*

- Improve traffic enforcement. Most car-bicycle collisions happen when at least one party is violating the traffic rules. Better adherence to the rules would reduce the number of these incidents.
- Provide training for bicyclists, young and old. Children need training in bicycle handling and traffic rules. Adults often need this training as well. The Boston Transportation Department and the Parks and Recreation Department have collaborated on a Summer Cycling program for ages 10 to 14. These programs should continue.



*Bicycle path*

- Improve and extend the bicycle path network. The Pierre Lallement Bicycle Path (Southwest Corridor), the Melnea Cass bicycle path, and the paths in Franklin Park should be upgraded and connected. The proposed South Bay Harbor Trail will rebuild the narrow and deteriorated Melnea Cass path and extend it to Boston Harbor via the Fort Point Channel.
- Promote bicycling events. Roxbury can become a popular destination for visitors to enjoy its parks and historic sites. The Tour de Graves sponsored by the Boston Parks and Recreation Department brings hundreds of bicyclists annually to Roxbury's historic burying grounds. Additional neighborhood tours could be organized, possibly as part of Bike Week (third week of May).
- Bike racks and bicycle storage should be widely available. Bicycle racks should be standard features of all major roadway reconstruction projects and of non-residential and multifamily development.

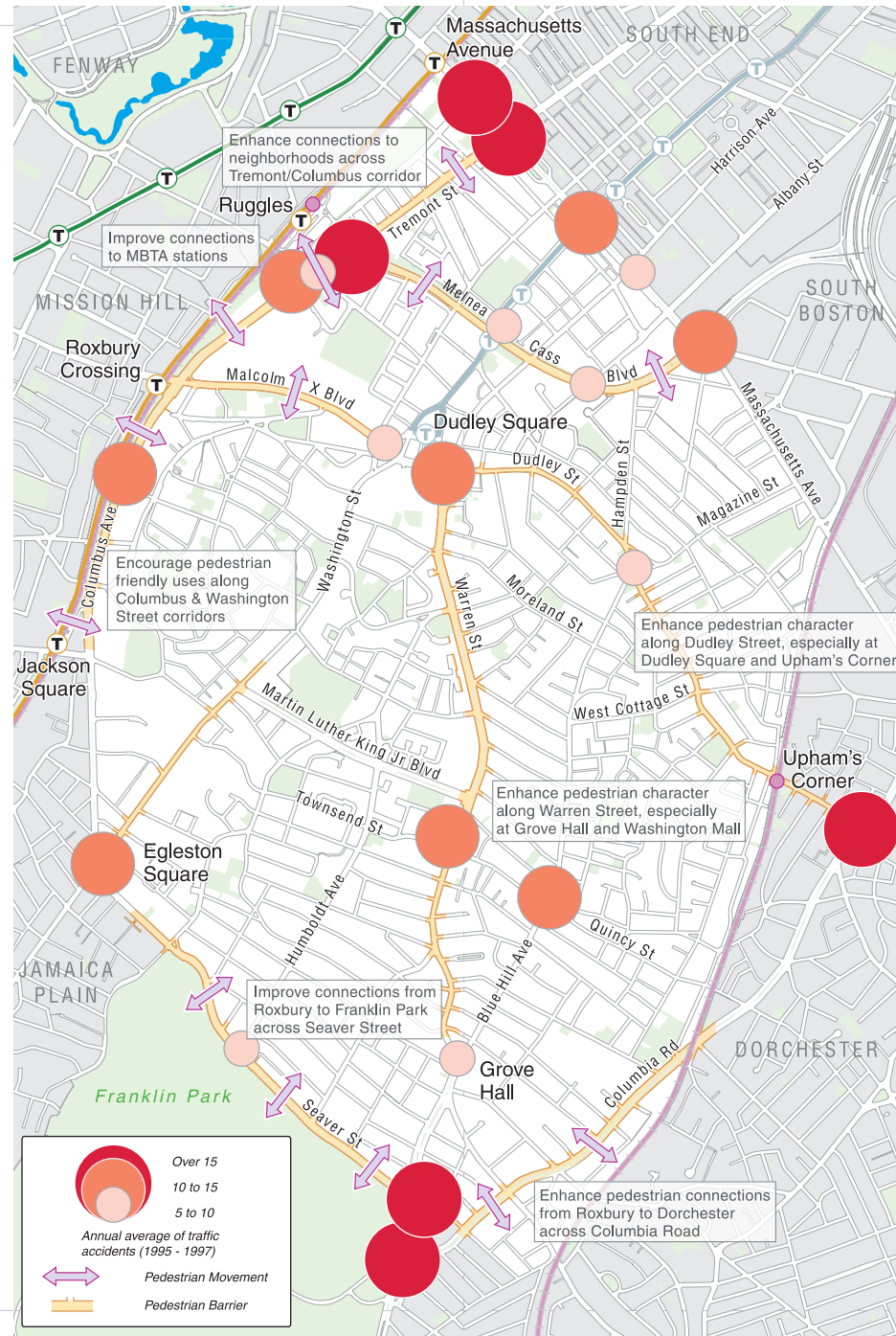


*Public bicycle racks*

## ORGANIZING ROADWAY SYSTEMS

**1. Establish a street hierarchy** that effectively and efficiently serves the needs of residents, visitors, commuters and businesses. Roxbury's roadway system includes important connector streets such as Warren Street, Humboldt Avenue, and Blue Hill Avenue that run through the heart of the neighborhood, and provide good connections to every part of the neighborhood. Washington Street, Columbia Road, Columbus Avenue and Blue Hill Avenue, provide generally good connections to the regional roadway network, including I-93 in the Southeast Corridor, Tremont Street in the Southwest Corridor, and Melnea Cass Boulevard in the Crosstown Corridor. Dudley Street and Seaver Street are the major east-west connectors to other neighborhoods in the city.

The study has reviewed street hierarchy classifications and the functional characteristics for major streets in the study area, which include Columbus Avenue, Warren Street, and Dudley/New Dudley Street. Based on the volumes carried on each street and the proposed functions of the street, a new classification is proposed. This classification takes into account the proposed role that some of these streets are expected to play in the long term.



Recreational linkages



For example, MLK Boulevard has been downgraded from an arterial to a connector to reflect its function as a street providing connections within the neighborhood rather than regional connections.

**2. Analysis should be conducted** to mitigate problems in high accident locations. The Plan has identified the high-accident locations in the study area. These are identified as locations that had more than 20 accidents in a 3-year period between 1996-1998.

**3. Traffic calming measures** should be implemented for specific locations and neighborhoods. A general package of traffic calming techniques should be employed including signage, circulation changes, signalization, street and intersection design modifications, landscape treatments, curb-extensions, raised crosswalks, raised intersections and other means to increase safety and visibility for pedestrians and vehicles alike as well as to reduce traffic speeds and cut-through traffic on residential streets.

The master plan has identified preliminary alternatives for the Quincy/Townsend corridor that can be used as strategies for a continuous east-west traffic corridor, a one-way street combination that reduces cut-through traffic, or for a paratransit corridor that provides a much-needed east-west connection in the southern part of the study area.

## PARKING

**1. Establish neighborhood-specific parking strategies** that respond to the local needs. Neighborhood-specific parking strategies should be developed with neighborhood associations. Areas like Grove Hall, Egleston Square and Dudley Square face intense pressure for parking from residents, commuters and local business patrons. In such areas, preferred locations for additional parking should be identified when it is determined that adding more parking is appropriate. Siting such facilities will be an ongoing effort related to changing development pressures.

**2. Resident Parking Program.** Resident parking programs in selected locations could address some of the community's problems posed by non-resident parking. Local neighborhood organizations and residents should be informed about the city's resident sticker program, including detailed steps as to how a neighborhood would implement a resident parking program. Limiting available parking within neighborhoods to residents only is an option that should be considered selectively for some residential neighborhoods like Moreland Street, Mt. Pleasant and Highland Park, and for areas near MBTA stations, to minimize the use of on street parking by commuters.

**3. Establish context-based parking standards** for new development. Parking standards should be tailored to meet development needs and provide enough spaces so that parking does not spillover onto local streets. Site specific parking standards and ratios for new development in one or more key locations should be established so that both residential and non-residential uses are considered. In the recently released parking report in Access Boston, Boston's Citywide Transportation Plan, the Boston Transportation Department established District Based Parking Goals. The goals have been established for the entire city, and further broken down by neighborhood, and in some cases, sub-neighborhood.



*An example of off-street parking*

**Parking guidelines for Roxbury are shown below:**

Location: Office/Non-Residential spaces/per thousand square feet (KSF), Residential spaces/unit

■ Crosstown: .75-1.0 spaces/KSF, 1.0-1.5 spaces/unit

■ Dudley Square: .75-1.0 spaces/KSF, 0.5-1.0 spaces/unit

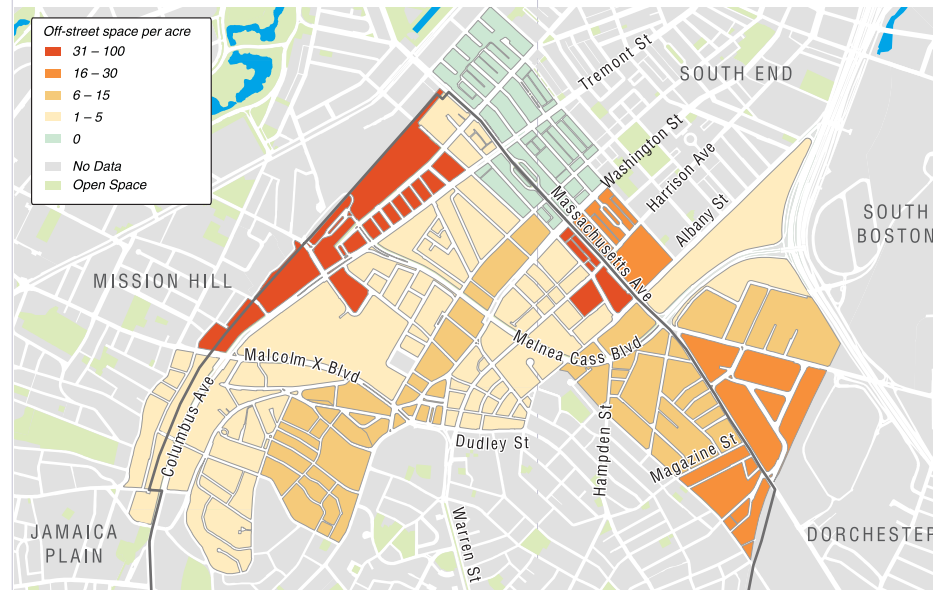
■ Roxbury: 1.0-1.5 spaces/KSF, 1.0-1.5 spaces/unit

■ Roxbury (near transit): .75-1.25 spaces/KSF, .75-1.25 spaces/unit

**4. Encourage institutions,** cultural and entertainment venues to apply demand management and shared-use parking standards. This can be accomplished through; exploring shared-use (on-off peak hours) of existing parking facilities, providing transit vouchers, and validating parking. A system of shuttles to designated parking facilities could be implemented to relieve non-resident parking on local streets.

**5. Forbid all stand alone (remote/commuter) parking.** The community, the working group, and numerous other organizations have voiced their unanimous opposition to stand alone (remote/commuter) parking within the Roxbury Neighborhood District for any and all parking that does not serve the needs of the Roxbury community.

The BRA is in the process of amending the Neighborhood District Zoning text to make all parking lots and garages that primarily serve as remote/or commuter parking facilities forbidden uses. These provisions would not apply to projects in progress such as the parking facilities at the Crosstown Center and Modern Electroplating sites or parking required by Roxbury Zoning Article 50, the Roxbury Neighborhood District Zoning.



Roxbury traffic accidents

## REVIEW AND OVERSIGHT ENTITIES

**1. Apply a comprehensive approach** to the review of traffic impacts of new developments in the community. A large proportion of traffic using the streets in Roxbury is passing through seeking access to and from the regional highway network, in particular the I-93 Expressway. The streets in Roxbury therefore not only serve the community, but the adjacent areas including the Longwood Medical and Academic Area, Newmarket and the BU Medical Center. New development proposed in and around Roxbury may not have substantial impacts individually, however, the cumulative impacts can be significant. The situation may improve somewhat with the completion of the Central Artery project, and although traffic patterns might be redefined, congestion within Roxbury will still need to be managed.

**2. Continue to encourage institutions** and commercial centers like Dudley Square to establish Transportation Management Associations (TMAs). The presence of several large institutions and employers in and around the neighborhood offers an opportunity to establish TMAs that reduce single occupancy vehicles and encourage transit use. Businesses located in Dudley Square, Grove Hall, and Crosstown should be encouraged to form TMAs.

**3. Form a committee** for the continuous monitoring and evaluation of traffic and public transit service in the Roxbury neighborhood. The identification and timely notification of deficiencies, improvements, suggestions for increasing service reliability and operational frequency, and expanding hours of operations of public transit are some of the tasks that the committee could be responsible for.



*Northeastern University's parking garage*



## TRANSPORTATION AS ECONOMIC DEVELOPMENT

The next generation of transportation projects will emerge from planning processes conducted at the city and regional level. The City of Boston, through the Boston Transportation Department, in May 2002 issued a city-wide transportation plan, "Access Boston 2000-2010." The Metropolitan Planning Organization (MPO) is responsible for preparing a transportation agenda through which it programs future capital projects. The MBTA adopts a long-range (25 years) capital plan as well as an annual bus service program. The goals and strategies that are recommended in this document are intended to inform and guide these citywide and regional efforts. Transportation is approached not only as a key element for a safe and quality neighborhood, but also as an important economic engine supporting jobs and businesses.



*Aerial view of Dudley Square*

## RECOMMENDED STRATEGIES FOR TRANSPORTATION AS ECONOMIC DEVELOPMENT

**1. Improve the quality of transit service** for residents seeking access to local business centers and services. Roxbury's network of 18 local bus routes, organized primarily to feed the subway system, contains some of the MBTA's most heavily patronized routes. Dudley Station is the busiest bus transfer facility in the system. Strategies to improve the quality of bus service include recommendations for improvements to current bus operations as well as for long-range capital projects. While Roxbury has extensive bus-service, some routes carry many more passengers and are more subject to crowding than others. Increasing reliability of these services and improving schedule adherence are major components that require constant monitoring. These routes include (average daily boardings):

- Route 15 Uphams Corner -Ruggles, via Dudley (6,800)
- Route 23 Ashmont -Ruggles, via Grove Hall (12,900)
- Route 28 Mattapan -Ruggles, via Grove Hall (13,000)
- Route 66 Harvard Square -Dudley, via Allston (10,700)

**2. Develop more reliable cab service** to, from and within Roxbury. This may mean getting more ownership of taxi service from the community itself to insure local service.

**3. Enhance Roxbury's regional transit accesses to jobs**, and employment, cultural, recreational and shopping destinations within the city and region. The community relies on local buses and two limited-stop crosstown bus routes that pass along the eastern edge of the community on Melnea Cass Boulevard for access to and from some of the region's major employment centers, including downtown, the Boston Medical Center, Longwood, and Newmarket. These routes require better travel times, more frequent service, and fewer transfers to adequately address the community's needs.

Many employment opportunities in the Boston metropolitan region require reverse commuting (commuting away from downtown). Transit service modifications should be designed to improve the connections to employment opportunities that exist along the Route 128 and 495 corridors. A commuter bus system linked to employment centers at Routes 128 and at 495 should be integrated with existing and proposed transit routes and facilities.

Some routes require service to extend into non-peak hours, or require additional off-peak service, in order to provide important connections to cultural, recreational and shopping destinations. It is important that expansion of service hours be on weeknights as well as weekend nights to facilitate access to jobs. The following routes require such improvements:

- Route 8 (Harborpoint/UMass – Kenmore Station, via Dudley)
- Route 15 (Uphams Corner – Ruggles, via Dudley)
- Route 19 (Fields Corner – Ruggles, via Grove Hall)
- Route 28 (Mattapan – Ruggles, via Grove Hall)
- Route 42 (Forest Hills – Ruggles, via Egleston Square)
- Route 44 (Jackson Square – Ruggles, via Seaver Street)
- Route 45 (Franklin Park Zoo – Ruggles, via Blue Hill Avenue)
- Route 66 (Harvard Square – Dudley, via Allston)

**4. Take better advantage of Roxbury's** existing and proposed public transportation infrastructure by concentrating development around transit stations in accordance with Transit-Oriented Development (TOD) principles. The presence of major transit centers both within and along the edges of the neighborhood present strategic opportunities for new development within Roxbury. Concentrating new housing and mixed-used development at transit nodes allows more residents, shoppers, and workers convenient access to public transportation and reduces the demand for automobile use. Locating new development near transit areas in Roxbury will also take advantage of rapid transit lines that have additional capacity.

**5. Implement Transportation Capital Project.** The Metropolitan Planning Organization (MPO) will create a revised 25-year regional transportation plan in 2004. The Boston Transportation Department, as part of the citywide transportation plan Access Boston, recently developed a report focused on Public Transportation and Regional Connections in March 2003. The report assesses the many roadway and transit projects that have been proposed for consideration throughout Boston and developed approaches to integrating them into systems and comparing their relative strengths and weaknesses.

Among the Roxbury capital projects that are under consideration in both the MPO plan and Access Boston are:

- Silver Line Phase III, which would link the Washington Street BRT service with the South Boston transitway.
- Extensions of the Silver Line to serve Grove Hall, Mattapan and Codman Square.
- The Urban Ring project, which will be implemented in phases. Phase III of the Urban Ring would add either light rail or Orange Line service from Sullivan Square to Dudley Square to the previously implemented Phase I Crosstown bus and Phase II BRT services. Neither the current MBTA nor MOP plans recommend extending light rail or Orange Line service into Uphams Corner connecting with the Red Line at JFK/UMASS Station.
- The Indigo Line, which would increase service frequency and station stops on the Fairmount Commuter Rail line. Extensions of the Indigo Line rapid rail service concept to link it to an east-west rail service to Allston Landing.



Dudley Station

These capital projects provide opportunities for local business and employment for residents. The city should work closely with community groups, local businesses and unions to ensure that information about upcoming construction and business contacts is widely distributed; furthermore the types of jobs generated by these transportation projects should be projected as far in advance as possible.

The Roxbury Strategic Master Plan takes into account the transportation planning and priorities established by the various public agencies. Throughout this planning process, however, the community made special efforts to communicate its own transit priorities.

First, the community clearly stated that the MBTA's new Silver Line Bus Rapid Transit (BRT) Service from Dudley Square to downtown along Washington Street does not meet the type of transit service the community strongly desires along this important corridor. It is the goal of the community to see this BRT service converted to a light rail system.

Second, the community would like to see Silverline service to be ultimately extended beyond Dudley Square to Mattapan along Warren Street and Blue Hill Avenue to provide rapid transit service to regions south of Roxbury. In the opinion of the community, however, this southern extension of the Silver Line should have the same priority as Silver Line Phase III which will connect the Washington Street service to South Boston via South Station.

Third, while the community fully supports the implementation of the Urban Ring, this project should not supercede the community's desired improvements to the Silver Line and Indigo Line.

**6. Roxbury should take advantage** of the reauthorization of federal transportation funds. The Transportation Equity Act-21 (TEA-21) as well as other federal legislation implemented by the Department of Housing and Urban Development (HUD) and the Department of Labor are resources that can be directed toward job training and the generation of new businesses. As these initiatives are conferred or reauthorized, Roxbury and Boston elected and state officials should help direct resources to Roxbury and other neighborhoods.

**7. Link federally funded transportation initiatives to Job Training Opportunities.**

Federal dollars from ISTEAs and TEA 21 are used for transportation studies and improvements to local communities. Research the possibility of whether these funds can generate job training and economic development opportunities for Roxbury residents.

*Aerial view of Dudley Square*





## HOUSING

Many Roxbury residents identify themselves specifically with one of the several sub-neighborhoods that make up Roxbury. Each sub-neighborhood has distinctive qualities characterized by diverse housing types ranging from single-family to triple-deckers to multi-family housing blocks. Where new development occurs, it should be designed to be compatible with the surrounding houses. The approach to housing in Roxbury must facilitate the development of a mix of housing types at different levels of affordability that allow residents of various incomes to remain in the community in suitable housing. It is a priority for Roxbury residents that neighborhood housing strategies also take into consideration the requirements of elderly and disabled persons. There is a great respect for elders in the Roxbury community and a strong desire to make sure that they are provided with quality living situations.

### TRANSIT-ORIENTED DEVELOPMENT

The Roxbury community can greatly benefit from new and innovative ideas concerning the development of housing that takes into consideration issues of traffic congestion and the ready availability of transit service.

Transit-Oriented Development is an approach that advocates placing higher density housing and mixed-use development near transit stations. Consequently, more residents can have access to public transit and benefit from the services that mixed-use development can provide. Opportunities for Transit-Oriented Development in Roxbury include areas around the Ruggles, Roxbury Crossing and Jackson Square MBTA stations, Dudley Square, Uphams Corner and Grove Hall should the Silver Line be expanded there in future phases.

*New housing at Orchard Gardens*





*Elderly housing*



*Davenport Commons*

## HOUSING TRENDS

A lack of necessary housing in the region has resulted in tremendous demand for housing throughout the City of Boston. Roxbury in particular has experienced one of the sharpest increases in housing prices. Driven by its close proximity to downtown, its stunning residential housing stock and its adjacency to other high-priced neighborhoods such as Jamaica Plain and the South End, the price of a three-family home rose 117% between 1997 and 2001. Roxbury's advertised asking rents for a two-bedroom unit increased by 89% between 1995 and 2001. However, Roxbury has one of the lowest rates of owner occupancy for 1, 2 and 3-family properties, 58.2% versus 70.8% citywide. In addition, according to a 1996 study by the Department of Neighborhood Development and Boston's Fair Housing Commission, 49% of Roxbury's housing developments were subsidized; more than double the city's rate of 19%. By the year 2000, the percentage of the government-assisted housing stock sheltered from the market exceeded 50%, as compared to 20% citywide.

## KEEPING ROXBURY RESIDENTS IN THE COMMUNITY

While many Roxbury residents have enjoyed the benefits of the strong economy, many fear that these and related forces will push some residents out of the neighborhood. Housing production in the region has failed to keep pace with new demands created by job growth and as a result tremendous pressure has been placed on home sale prices and rents. As more and more working families are being priced out of the market, additional demand falls upon the stock of subsidized housing, causing an affordable housing deficit in the region.

The high number of subsidized units has caused some residents to advocate for a greater balance of incomes in Roxbury and for an increase in homeownership, both affordable and market rate.

Many residents agree that it is important to encourage economic diversity and provide housing for a mix of incomes in all new housing developments, both rented and owned. The community has not voiced disagreement about the critical importance of the existence and maintenance of high quality subsidized housing; the goal is to achieve more balance of housing types.

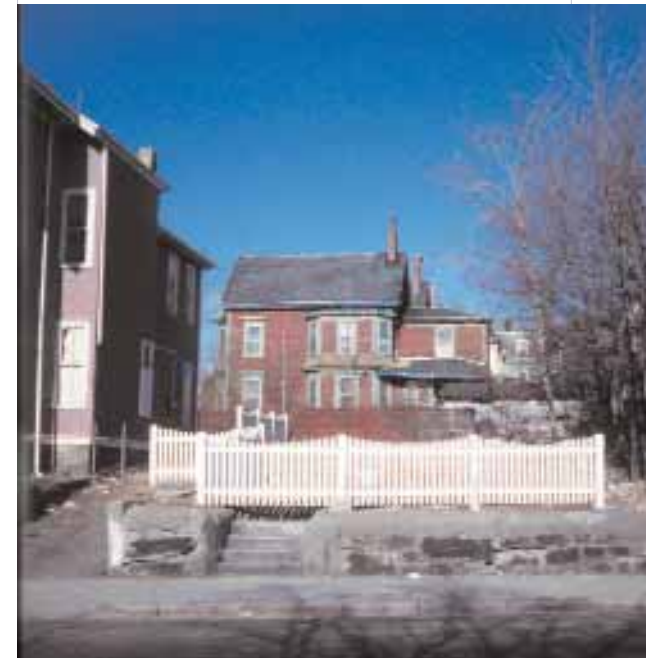
## OVERALL GOALS

There are four key components for any strategy aimed at ensuring an adequate and affordable supply of diverse housing stock to meet the needs of Roxbury residents. Planning for these components will be pursued in ways that respect the physical and social diversity of Roxbury and enhances the integration of housing with transportation and economic development. These four components reflect the concerns and suggestions made in many meetings with residents and community leaders:

- Maintain and expand affordable and decent housing
- Increase individual and cooperative homeownership
- Design and plan innovative housing and its integration with the neighborhood's social and economic structure
- Maintain and enhance the quality of public and subsidized housing



*The Piano Factory is a creative, adaptive reuse of a former industrial building for housing*



*An example of a vacant lot that became a housing site*



### Maintain and expand affordable housing

The ability to access housing resources at the city, state and federal levels is integral to housing production and preservation. High quality, affordable and accessible housing is important to new and existing employers and to neighborhood residents. The availability of good housing that meets the income capacity of prospective employees is an important consideration in business location decisions. The Mayor's housing strategy calls for an increase in city support and resources for the development of citywide housing initiatives. These programs provide essential assistance to organizations, institutions and residents working to increase the amount and quality of the housing stock in Roxbury.

In the spring of 2000, Mayor Thomas M. Menino convened a panel of advisors to assist in formulating a new housing strategy for the City of Boston to meet its housing demand. In October 2000, the Mayor published "Leading the Way: A Report on Boston's Housing Strategy FY2001-2003."

This strategy outlined the city's campaign to increase the supply of housing resources and preserve and protect Boston's affordable housing supply.

It focused the efforts of the city's housing agencies to ensure that the units created serve people across the entire income spectrum. In total, the housing strategy targets public and private investment of more than \$42 billion between 2001 and 2003.

Roxbury has been a major beneficiary of the "Leading the Way" plan. Through the combined efforts of the DND, Boston Housing Authority, BRA and Inspectional Services Department, the city has met or exceeded most of its goals. Major accomplishments include:

- 7,726 new units of housing permitted
- 2,244 of affordable units permitted
- 1,032 units of vacant public housing renovated
- 3,142 at-risk federally subsidized units preserved
- More than 1,000 units of housing made available to the homeless
- 401 parcels of city-owned land made available for affordable development and another 508 parcels on track to be offered through 2006
- Abandoned residential buildings reduced by 33%

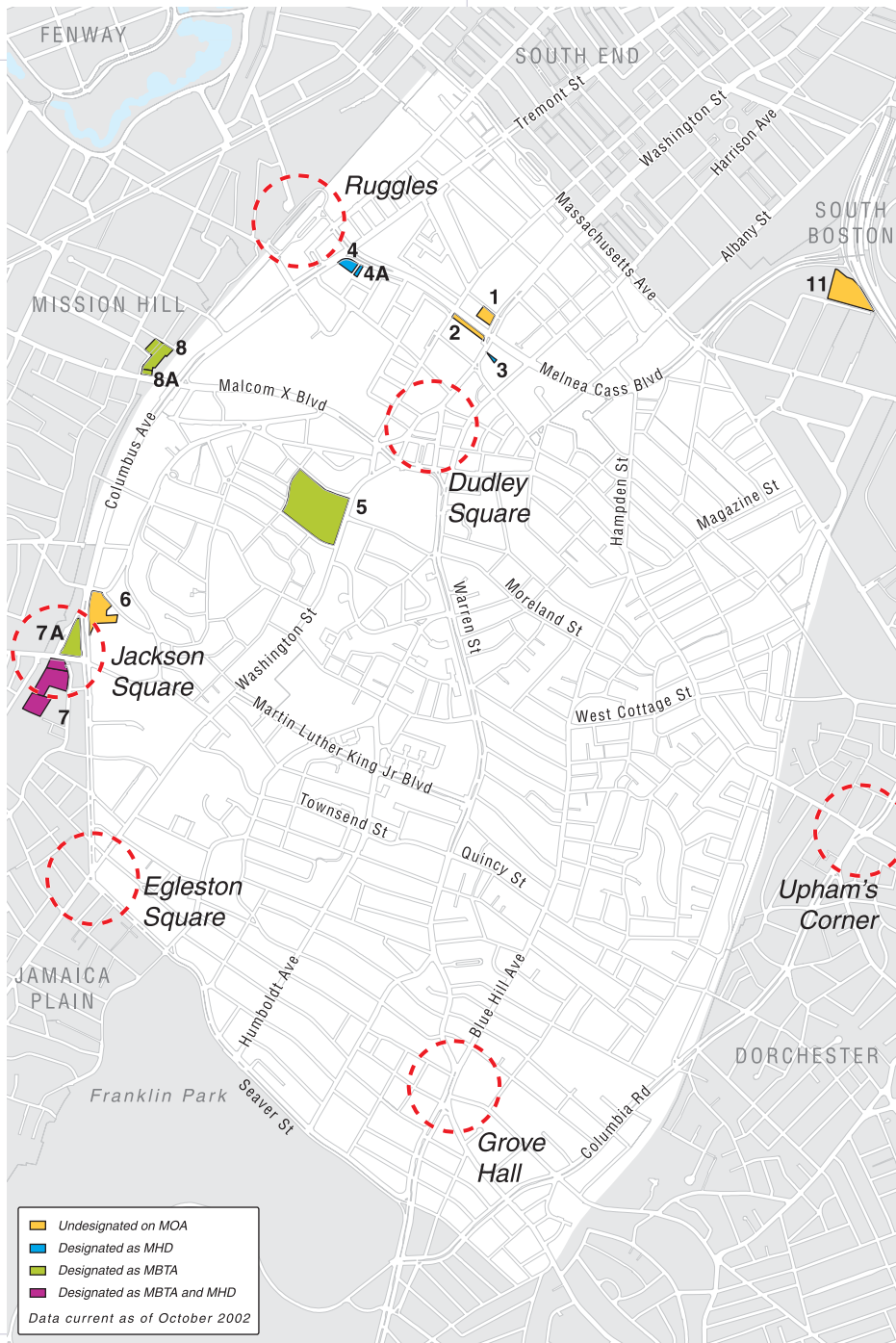


*Abandoned houses can become affordable housing*

The Roxbury Strategic Master Plan focuses on specific programs and initiatives that maximize opportunities for Roxbury residents to meet the housing goals developed through the community process. The following goals and strategies, while specific to Roxbury, incorporate the spirit of the Mayor's "Leading the Way" strategy and, in some cases, reflect its specific priorities. Several strategies are based on the city's partnership with Roxbury regarding subsidized housing policies and practices.

### RECOMMENDED STRATEGIES

**1. Explore opportunities for adaptive re-use** for non-residential buildings that might become residential. Possibly include lofts in former warehouses and industrial and commercial buildings in Dudley Square. Housing should also be encouraged above first floor retail in order to promote safety and visibility for both shopping and living and to create vibrant 18-hour commercial districts.



## 2. Build housing on publicly held land.

One of the priorities of the Mayor's "Leading the Way" strategy has been to inventory DND and BRA owned property that is zoned for residential uses and develop a schedule to advertise their availability for redevelopment in a timely way. Much of the inventory consists of small, scattered sites within neighborhoods throughout Boston including Roxbury. In some cases, the BRA and DND have worked together to join adjacent parcels of publicly held land into single development sites to create better redevelopment opportunities.

## 3. Maximize Affordable Housing Units.

In keeping with the affordable housing needs as identified in "Leading the Way," the goal is to maximize the number of affordable housing units developed on publicly owned land. A majority of units created by DND on city owned property are affordable. As the city's agency responsible for the disbursement of all public funds for housing, the Department of Neighborhood Development intends to subsidize potential projects with the federal, state and city subsidies for affordable housing. The BRA aims to maximize affordable housing subject to local community objectives, the realities of the market and financial feasibility. Requests for Proposals for publicly owned land are issued under various disposition programs.

**4. Work with private,** institutional and community-based organization landowners to encourage and facilitate housing production on vacant land and buildings where appropriate. The Boston Home Again resources and Rental Development programs are available for private developers through the Department of Neighborhood Development.

**5. Explore the creation of a community land trust.** Members of the community are encouraged to work with community-based organizations to explore the use of a Roxbury community land trust to acquire and develop vacant parcels or abandoned buildings for homeownership opportunities. The business community, private institutions and local foundations should also be approached to support this effort. Other ways of ensuring permanent affordable housing should also be investigated, such as affordability deed riders that never expire or non-profit and tenant ownership vehicles.



### Increase individual and cooperative homeownership rates

**1. Utilize existing city programs** to educate and assist would-be homebuyers. There are many existing city programs that can benefit Roxbury residents. These include Homebuyer 101, Boston Home Certificate Initiative, 1ST HOME Program, Boston Home Sites Program and the Home Again Program. All of these programs are described in “Leading the Way.”

**2. Expand city programs** that help aspiring homeowners understand the benefits and challenges of owning a home. Market to the community a variety of approaches to homeownership including grants, education classes, reduced interest loans and incentives and programs designed to increase levels of homeownership. (See “Leading the Way”).

**3. Explore and encourage** alternative forms of homeownership. These alternatives include cooperative housing, condominiums and other structured ownership of multi-family units.



*New single family housing*

**4. Develop a housing strategy** specifically geared to the needs of senior citizens such as the Senior Vacant Units Program. Affordable and Assisted Housing for Seniors is an initiative that combines city-owned and privately acquired property with federal, state and city funding to create affordable housing for seniors. The Senior Vacant Units Program helps elderly homeowners remain in their current homes, if they wish, by reclaiming their vacant units, adding to their income and creating affordable apartments.

**5. Monitor the number of housing units** for disabled residents that are available in the community and encourage more housing developments that have sufficient numbers of units that require full Americans with Disabilities Act (ADA) accessibility.



Current law established minimum standards for adaptable and accessible units for all new construction projects requiring substantial rehabilitation. Beginning September 1, 1996, all new housing projects that include three units or more and include an elevator must create all of the units as adaptable. If the new housing project of three units or more does not include an elevator, then only the units on the first floor must be adaptable. In rental projects of twenty units or more, 5% of the units must be fully handicap accessible; the remaining units must be adaptable. In ownership projects of three or more units and where an elevator exists in the building, all units must be handicap accessible.

Costs associated with the necessary modifications to create a fully accessible unit can vary. The responsibility for the cost is sometimes borne by the developer and sometimes by the buyer. Contact the Massachusetts Architectural Access Board at 617-727-0660 or at <http://www.state.ma.us/aab/> for additional information.

For those who depend upon public transit, housing located near transit lines is also important. The city's initiative to promote the study and implementation of Transit-Oriented Development where appropriate addresses many of the mobility problems that seniors and those with disabilities face.

**6. Provide housing for the disabled** through programs such as Non-Elderly Disabled Vouchers for persons with disabilities provided by the Boston Housing Authority.

**7. Continue to utilize and expand abandoned and vacant housing initiatives.** The city provides programs that the community should take advantage of to reoccupy vacant and/or abandoned units and return them as affordable housing. As outlined in "Leading the Way", the initiatives include such programs as Abandoned Building Campaign, Receiverships, Vacant Apartment Project and Senior-Owned Vacant Apartments.

**8. Advertise housing programs available to City of Boston residents.** Analyze neighborhood level census data and posting demographic, housing and economic data on the city's web site. Advertise housing programs available to City of Boston residents and create partnerships for information dissemination with community development corporations and other community groups.

**9. Implement an advertising campaign** that targets households eligible to benefit from city services. There are a variety of housing programs sponsored by the city and non-profit organizations as well as educational programs.



*An abandoned building that can be converted to affordable housing*



*Recently completed housing on Stanwood Street*

**10. Establish a mechanism to advocate** for ongoing and measurable city, state, federal and private funding support for housing. Existing housing resources are valuable community assets and need to be preserved. It is of critical importance to establish a sound, consistent method that tracks and quantifies the disbursement of city funds. Knowing and accessing the resources is essential for expanding housing opportunities.

**11. Examine tax policies** and recommend strategies to support current homeowners. A key goal of the Plan is to ensure that current residents can remain in their homes. To that end, current tax policies should be examined and modifications suggested to enable homeowners to stay in their homes. New strategies should be developed and existing programs promoted to provide financial support and resources, including low interest rehabilitation loans for low- and moderate-income residents who want to remain in the neighborhood but need funds for maintenance and repairs.



*Dudley town common*

**12. Utilize “Don’t Borrow Trouble,”** the City of Boston’s (DND) comprehensive predatory lending awareness and foreclosure prevention program. This program includes a U.S. Department of Housing and Urban Development, Federal Deposit Insurance Company and U.S. Conference of Mayors award-winning educational campaign that is combined with one-on-one refinance and foreclosure prevention counseling offered by Boston Home Center staff as well as by foreclosure prevention specialists from local non-profit housing agencies.

**13. Encourage local community organizations** to monitor and reduce discrimination in lending practices. Hold lending institutions accountable to Community Reinvestment Act regulations. By encouraging residents to receive credit counseling and homeownership training, predatory lending practices can be significantly reduced. Banks can further support these activities by sponsoring training sessions and education classes.

**14. Provide strong code enforcement** of existing guidelines and policies. These codes need to be strictly and equitably enforced. Investigate how funds can be linked with enforcement to help income-qualified homeowners make necessary repairs.



*Community meetings*

**15. Promote awareness** of the free Homeowner 201 six-hour course covering property management/maintenance, landlord training and personal financial management. Though required for those who wish to receive financial assistance through the DND’s Boston Home Certificate Initiative, the course is open to anyone. Graduates are eligible for discounts with several local insurance agencies and hardware stores.

**16. Approach potential partners** to donate materials and time. In addition to the partnerships between the government and non-profit, for-profit and institutional developers, other philanthropic partnerships can be a valuable tool in the creation of new housing. Architects could be approached to design housing prototypes pro bono. Youth Build, a Roxbury-based organization that provides training in construction skills for youth and young adults, or Habitat for Humanity, can partner with the community to work on building or renovating homes. Entities such as Home Depot or Boston Building Materials Coop should be approached to donate materials to build housing. The best support for this type of initiative may come through a community-based initiative, through a community development corporation or a faith-based organization.

### Design and plan innovative housing

Below are some general strategies for planning of housing. Specific design guidelines for housing can be found in the Community-Wide Urban Design Recommendations chapter.

**1. Create the opportunity** for sub-neighborhoods to comprehensively plan for development in their own area. The Roxbury community should be engaged by the city at the earliest possible juncture to comprehensively plan for development on public parcels and the preparation of Request for Proposals. Equally important, the community must take the initiative to participate fully in that process. The Plan sets up a multi-phased community review process for the disposition of publicly owned parcels in the Implementation and Governance chapter.

**2. Sub-neighborhood Studies.** The BRA, in collaboration with other city departments such as DND and BTM, is involved in sub-neighborhood studies through projects such as the Dudley Square Transportation and Air Quality Study, the Grove Hall Housing on Main Streets Initiative, the Uphams Corner Transit-Oriented Development Study and the Highland Park Study. These studies recognize that each neighborhood has varied goals, architectural styles and histories and that each sub-neighborhoods should be given the opportunity to create their own housing goals, set density preferences and an affordable/market rate unit mix. Where these sub-neighborhood studies have been completed and/or are currently guiding development projects, their goals and preferences are grandfathered as part of the Roxbury Strategic Master Plan.

An example of one such plan is the Blue Hill Avenue Study completed by the Blue Hill Avenue Initiative Task Force.

**3. Increase density and height guidelines** on sites within the immediate vicinity of transit stops. Transit-Oriented Development should be encouraged by lowering the parking ratio for housing sites immediately adjacent to rapid transit stops on the Orange Line, the Silver Line and the Urban Ring when constructed. Each neighborhood, through community forums, will need to discuss the implicit tradeoffs relative to marketability versus potential parking impacts on adjacent residential streets.

**4. Expand city programs** that publicize the properties and actions of negligent owners. Many abandoned buildings are privately owned. DND annually surveys vacant buildings. Privately held abandoned properties are listed on the web at [www.cityofboston.gov/dnd](http://www.cityofboston.gov/dnd) to encourage owners to either sell or renovate their properties. Attracting the public eye to negligent owners may cause such owners to renovate their properties. The City of Boston has instituted several vehicles for making homeowners and absentee property owners accountable to the community for the maintenance and upkeep of their property. See "Leading the Way" for programs that assist in this endeavor.



Academy Homes II



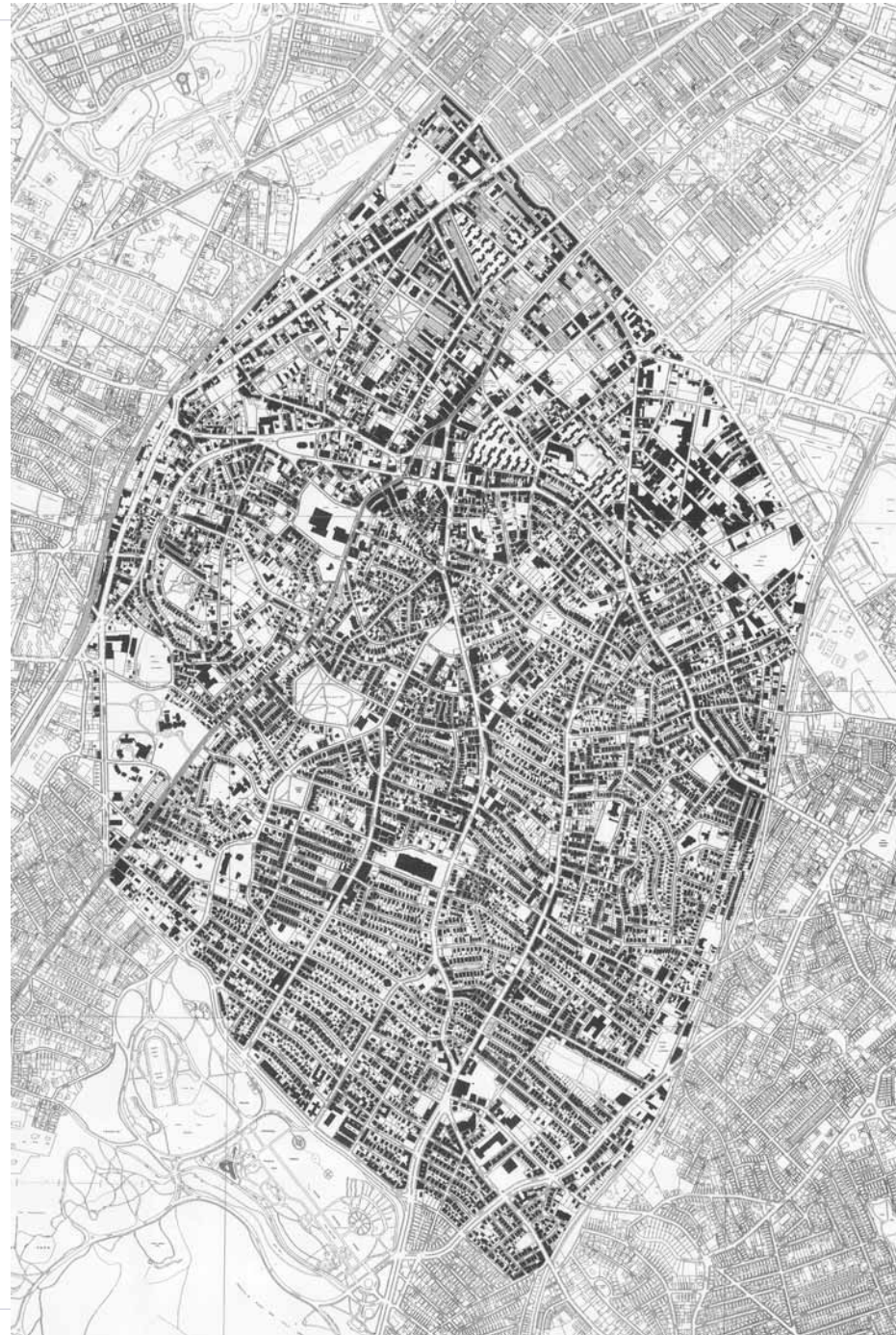
**5. Work with the Massachusetts Housing Finance Agency** to ensure the continued affordability of approximately 1,800 housing units under the Demonstration Disposition Program.

**Maintain and enhance the quality of public and subsidized housing**

**1. Maintain the affordability** of federally financed rental units by helping the city to support initiatives such as Tracking and Intervention, Tenants at Risk Program and Housing Preservation Agreements. These programs are described in “Leading the Way.”

**2. Rehabilitate and fully reoccupy Boston’s public housing.** The Boston Housing Authority’s Capital Improvement Program and HOPEVI program are initiatives that are working toward this end. Examples include the successful completion of the Orchard Gardens public housing redevelopment in Roxbury and Mission Main project in the nearby Mission Hill neighborhood.

**3. Review options** where appropriate to mix housing development with commercial uses on large parcels. Publicly and privately owned vacant or underutilized sites provide opportunities for mixed-use development including residential and job generating uses.



1964 figure ground





2004 Figure ground



Orchard Gardens Hope VI

**4. Encourage the distribution** throughout the community of housing types that accommodate special population groups. The elderly, the physically challenged, large families and single room occupants, among others, all need housing in Roxbury. Distributing units throughout the community guarantees that diverse populations will have access to housing. Critical to the success of such programs is establishing siting standards and monitoring the management of group homes and single room occupancy facilities.





*Aerial view of Dudley Square*



## CHAPTER FOUR

# COMMUNITY-WIDE URBAN DESIGN RECOMMENDATIONS

### COMMUNITY-WIDE URBAN DESIGN RECOMMENDATIONS

A positive byproduct of the renewed interest in Roxbury as a community in which to live, work and/or own a business is the ability to establish and maintain high development standards and design guidance for prospective developers. Rigorous development standards and design guidelines are critical to ensure high quality development desired by the Roxbury community.

This chapter of the report identifies a series of discrete, site specific urban design recommendations. They are physical design recommendations that reflect the input of community residents and stakeholders as articulated in the many public meetings and workshops held throughout the planning process.



*Renovated storefront*

The design standards and design guidelines applied to publicly owned parcels and elements of the public realm should set the standard for private developers to meet or exceed. Although the recommendations spelled out in this chapter are primarily physical interventions, they can be successfully implemented only within the context of the many non-physical goals, objectives and strategies described throughout plan.

The implementation of these recommendations requires coordination with a series of complementary actions in the public sector, the private sector and the various sub-neighborhoods that make up the Roxbury community. Specific implementation tools and strategies are discussed in the Implementation and Governance chapter of this report.

### RECOMMENDED STRATEGIES

**1. Emphasize the importance of key streets** in the community such as Washington Street, Warren Street, Blue Hill Avenue, Seaver Street, Columbus Avenue and Melnea Cass Boulevard through the design of streetscape elevation.

**2. Establish street design standards** that reflect the importance of the pedestrian realm. Apply streetscape design standards developed by the City's Transportation Department. These guidelines are contained in "Streetscape Guidelines for Boston's Major Roads" (1999) and "Guidelines for Residential Streets" (2001). These design guidelines should be applied to all street reconstruction projects. The principles of these documents, including the facilitation of "a balanced and efficient transportation system" as well as "safety on the street, connectivity to work and home, access to transportation options, and the creation of a clean and comfortable public environment" all in keeping with the spirit of this Plan.

**3. One size does not fit all.** Urban design standards for housing, commercial structures, industrial institutions, public facilities and open space should be adapted to reflect the scale and character of the immediate context.

**4. For the Highland Park neighborhood,** the design guidelines defined in the Boston Landmarks Commission report "Preserving Highland Park: Protecting a Livable Community" should be applied. For the Blue Hill Avenue Corridor, the community vision as defined by the Blue Hill Avenue Task Force in January 1996 in coordination with the DND and prepared with Stull and Lee, Inc. should be recognized and applied.

**5. Create buffer zones** where industrial areas abut residential areas.

**6. Develop design** and maintenance standards for industrial and non-residential properties that are compatible with adjacent residential neighborhoods and open spaces. The Plan proposes physical design improvements including façade improvements, upgraded signage, lighting, landscaping and general maintenance standards. Equally important are operational standards that include reduced noise levels, visual screening of on-site storage, and limited hours of operation.

**7. Roxbury's dramatic topographical features**, visual landmarks, and important view corridors should be identified and protected.

**8. Requests for Proposals** for all publicly and privately owned property that will benefit from substantial public investment in site preparation, infrastructure investments or financing should include clearly stated guidelines and criteria consistent with the goals of the Roxbury Strategic Master Plan.

## DESIGN GUIDELINES FOR HOUSING

Renovations to current structures and new construction of housing in Roxbury should meet rigorous architecture and urban design standards. Through careful attention to site planning, massing and materials any new housing should strive to complement and enhance the current housing stock, much of which is historically significant. Design guidelines are an essential implementation tool. When carefully crafted, they communicate a neighborhood's vision for its future. They can also be incorporated into Requests for Proposals, used as a basis for evaluating variance requests and serve as a guide for both major and minor private building activity.

There are identifiable sub-neighborhoods in Roxbury, which have streets that range in character from winding hillside lanes with single-family houses, to wide boulevards with substantial multi-story apartment buildings and mixed-use structures. No one set of housing design guidelines could possibly work for all of Roxbury's sub-neighborhoods, or even for every street within a given neighborhood. Design guidelines must, therefore, be multi-faceted, and allow for some flexibility on a case-by-case basis.

## EXISTING STREET TYPES

Roxbury was originally a "streetcar suburb" and its streets reflect a web of commercial streetcar streets infilled with a mosaic of residential streets. Streetcar streets typically were lined with one-story commercial buildings and multi-story apartment blocks. Examples of such streets are Blue Hill Avenue and Washington Street. Two boulevards built in recent years, Martin Luther King and Melnea Cass, are examples of streets that might lend themselves to the building of larger structures than would be appropriate for most other smaller residential streets.

## LIVABILITY

There have been many lifestyle changes since Roxbury's early development such as two-career couples and greater dependence on automobiles resulting in increased traffic and demands for parking. Design guidelines for new housing types should respect the historic context while still respond to the requirements of contemporary lifestyles.



*Rendering of proposed development on Silva Street*

## NEW HOUSING

New residential development will occur in many forms:

- Existing residential structures that will be rehabbed
- New housing on vacant lots in existing residential areas
- Adaptive reuse of existing non-residential buildings
- New housing in mixed-use areas with currently limited or no significant amounts of residential uses.

Reuse of existing housing offers opportunities to preserve and enhance the neighborhood. Generally, the Secretary of the Interior's Standards for Rehabilitation suggest an approach that respects the character of a historic house.

Adaptive reuse of non-residential buildings and construction of new housing in mixed-use or non-residential areas potentially offer the most freedom in design, but design proposals should be subject to the scrutiny of established neighborhood organizations, if only in an advisory role.



*Davenport Commons*



## PRINCIPLES

The following basic principles will apply to all housing in all sub-neighborhoods:

- All new and renovated housing should reinforce the richness and diversity of Roxbury's current housing.
  - New building types should be compatible with the predominant character of the existing housing in each sub-neighborhood.
  - New construction should respond to existing topography and retain natural features, such as rock outcroppings and large trees.
  - Appropriate housing density for each sub-neighborhood should be determined based on historical densities, land use and context. Traffic generation and the availability of public transportation are also factors to be considered when determining density thresholds and appropriate parking ratios.
  - Open space and landscape treatment should be a consideration when evaluating design proposals.
  - Whenever possible, housing units should be oriented to the street and have the option of a street address at the ground level.
- To encourage neighborhood security, units should be oriented to allow for surveillance of the street and other public and semi-public spaces.
  - Access and parking should be accommodated so that the automobile, while conveniently situated, does not dominate the site.
  - There should be no difference in appearance between subsidized and market rate units.



*New infill housing*

## DEVELOPING GUIDELINES

Housing design guidelines should be organized by sub-neighborhoods and street types and with substantial community input. It is anticipated that there will be specific guidelines for each sub-neighborhood and street type. It is estimated that there will be an average of six street types per sub-neighborhood. Most types will occur in all sub-neighborhoods. Using general urban design guidelines as a point of departure, neighborhood organizations should adopt guidelines that reflect the unique characteristics of their streets and blocks. The guidelines should not restrict new development to literally replicating existing housing styles. There should be room for fresh interpretations of architectural themes that allow for innovations in form and materials and to accommodate contemporary lifestyles.

The process of developing guidelines at the sub-neighborhood level should include the following basic steps:

**1. Identify basic street types.** The type will be determined by numerous factors:

- Configuration – straight or curved, wide or narrow
- Typical parcel size
- Terrain – hilly or flat, rock outcropping
- Typical housing type

**2. Articulate shared neighborhood goals** for each street type. Such goals might include, but not be limited to, the following:

- Reinforcement of the existing character
- Introduction of a complementary development pattern
- Complete transformation of the streetscape

The reinforcement of existing patterns might be appropriate for a very attractive street with few gaps in development. More contemporary, but complementary, design typologies may be called for where opportunities for new development exist but the existing building typologies do not meet present day standards of livability. A more aggressive transformation might also be appropriate for:

- Areas with numerous vacant lots
- Areas designated for Transit-Oriented Development
- Areas where buildings were constructed out of scale with the predominant pattern of other housing on the block or in the neighborhood. For example, some multi-family housing projects created super blocks and disrupted historical patterns of scale and density.

**3. Identify appropriate housing type.**

In most cases, the appropriate housing type for each street type will be similar in basic massing and materials to existing housing types found in the neighborhood. In some cases, housing types found in other parts of Roxbury or elsewhere in the city may also be appropriate new construction typologies. With the condition that the dominant pattern of siting and massing of the existing structures in the neighborhood are respected, new design ideas should also be encouraged, particularly outside of designated historic districts or in areas of the community that were not traditionally residential.

**4. Identify essential elements of housing type.** Guidelines should address key design elements, as opposed to those that can be modified or omitted without compromising the overall effect. For example, the guidelines should be clear about preferences such as pitched or flat roofs, a minimum or maximum number of stories, etc.

**5. Identify appropriate site configuration** for housing type(s). In most cases, historical patterns of housing development cannot adequately accommodate off-street parking. Off-street parking to meet contemporary market demands often requires a non-historical relationship between structures and the lots on which they are sited. An advantage of aggregating and simultaneously developing multiple parcels is that it offers opportunities for combining parking in interior parking courts, allowing for better streetscape



*Davenport Commons*

## HOUSING DESIGN GUIDELINES CHECKLIST

The following annotated outline can serve as a useful checklist of issues in developing housing design guidelines for Roxbury's sub-neighborhoods.

**1. Massing.** Many historic single family houses in Roxbury are much too large for today's families. In order to respect the historic development pattern on a street lined with large, old houses, it may be desirable to design new structures that combine several units in one building that, at first glance, looks like one large, single-family house. This approach to new construction and the adaptive re-use of existing buildings makes for a more compatible massing relationship on blocks where larger Victorian-era structures predominate.

### ■ Building Envelope

- Height
- Frontage
- Orientation

### ■ Placement on parcel

- Front yard setback
- Side yard setback
- Relation to existing natural features (steep slopes, rock outcroppings, large trees)
- Accommodations for natural light and air for proposed and existing buildings

### ■ Relationship to pattern of adjacent buildings



**2. Open Space.** Responsibility for public and semi-public space should be clearly defined. In general, front entrances should be visible from the public way. The front yard and front porch should be placed where passersby and neighbors can see and talk to the unit owners. In apartment houses, balconies often serve as the primary outdoor space. Balconies should be designed to provide a reasonable amount of privacy so that occupants do not feel as if they are sitting on a stage. When possible, front porches and balconies should be large enough to accommodate a conversation group.

- Public/Private Open Space
  - Clear definition of public and private realm
  - Entrance – location and orientation
  - Views from private to public space (for surveillance and security)
- Assigned private outdoor space for each unit
  - Enclosure (wall, fence, hedge)
  - Visual separation between neighbors
  - Sound control
- Trees (type, placement on site)
- Lighting (porches, entrances)

**3. Driveways, Parking, Service.** Houses with double garage doors protruding toward the sidewalk, sometimes referred to as "snout houses," are not appropriate for active, pedestrian-oriented urban neighborhoods. If a garage must face the street, its doors should be located in a plane behind the plane of the front façade. When feasible, large amounts of parking should occur in structures or be accommodated below grade in dense, urban residential neighborhoods. Whenever possible, large areas of surface parking should be placed behind an apartment house and be generously landscaped. Driveways and landscaped open parking areas can foster socialization in the same manner as front porches.

Structured parking should never front directly on a public way. Wherever possible, garage structures should be detached from the house and situated to the side and rear of the property. Parking areas should be open to view and well lit. Care should be taken, however, that light does not spill over into adjacent residences.

- Minimum number of off-street spaces per unit
  - Curb cuts
  - Maximum width
  - Minimum spacing
- Surface Parking
  - Location
  - Visibility from street
  - Maximum area
  - Preservation of front yards

- Individual Garages
  - Location in relation to building façades
  - Maximum width of garage doors
- Structured Parking
  - Maximum percentage of street façade devoted to structured parking
  - Structured parking at sidewalk
- Service
  - Visibility from street
  - Location in relation to building façades
- Security
  - Surveillance
  - Lighting



*An example of off-street garages*



*Nonquit Garden*

**4. Articulation.** Unless existing buildings are oppressively high or inappropriately low for the scale of the street, it is advisable for new building heights to match existing heights. A variety of roof types can result in a more interesting streetscape than when all roofs are identical. Varied building articulation is also desirable. The length of the street façade is a critical issue. A developer owning several contiguous parcels could construct one long building, potentially destroying the existing rhythm of single-family house façades. The existing rhythm could be maintained, even in a long building, by providing projecting elements of the same width and height as existing houses. Housing (and other buildings) on boulevards should be relatively massive, with strong façades set back from the street. The boulevard should be generously landscaped.

- Height (maximum, minimum)
- Roof type (flat, gable, hip, mansard, gambrel)
- Configuration (simple block, irregular form)
- Length of street façade (preferred maximum)

*An example of interesting architectural features*



**5. Architectural Features.** Architectural features provide human scale and individuality. The particular form and style of the features is not as important as their gesture. If sensitively designed, the architectural features of contemporary style housing can be as successful as those of traditional style housing.

- Porches, stoops, balconies
- Bay windows
- Dormers

**6. Fenestration.** The size and spacing of windows and doors communicate a building's use. It should be evident from its fenestration that a building is housing, even when it is a large apartment building.

- Windows (type, sizes, spacing)
- Entrance doors

**7. Materials, Details, Colors.** Materials should be of good quality and detailed to minimize the effects of weather and intense use.

As styles and periods of architecture changed over time, paint colors also changed. While paint colors are a matter of personal preference, some general guidelines can be established. Muted or earthen medium to dark tones are appropriate for Victorian-era structures and lighter tones are appropriate for the pre-Victorian and Classical Revival buildings.

In summary, once design and development guidelines have been established with the input of each sub-neighborhood, they should be incorporated into Requests for Proposals sent out to developers and homebuilders. Neighborhood associations and community development corporations located in Roxbury should be actively involved in the drafting of the design guidelines and should participate in the evaluation of development proposals for consistency with those guidelines before developers are selected. Once a developer selection is made, interested community stakeholders have an opportunity to review proposed designs at appropriate intervals during the BRA's development review process.

- Cladding appropriate to period or style
- Details
- Color palette
- Durability



*New housing that was built using design guidelines*



### THE CROSTOWN CORRIDOR: A FOCUS AREA

Within the overall context of the Roxbury Strategic Master Plan, the Crosstown Corridor has been identified for more in-depth study since it is one of the most significant development opportunities within the boundaries of the Plan.

Economic development, whether in the form of jobs created, entrepreneurial opportunities or new building activity is a high priority for Roxbury residents. Within the study area, the most substantial opportunities to stimulate economic development fall within a linear swath of parcels and buildings along Melnea Cass Boulevard collectively referred to as the Crosstown Corridor.

The Crosstown Corridor is defined as the buildings, parcels and streetscape on either side of Melnea Cass Boulevard from its intersection with Massachusetts Avenue to its intersection with Columbus Avenue. It also includes the section of Tremont Street from Melnea Cass to New Dudley Street at Roxbury Crossing.

The Crosstown Corridor is a major entrance to the city via the Southeast Expressway and it includes numerous parcels and buildings with substantial development potential. Melnea Cass Boulevard provides important vehicular and transit connections between the Southeast Expressway, the Newmarket Industrial Area and the Boston University Medical Center to the east; the Dudley Square business district in the heart of Roxbury; and Northeastern University, BRA development Parcel P-3 (across the street from the Boston Police Headquarters) and the Longwood Medical and Academic Area to the west. However, the number of unsightly vacant parcels, the high volume of traffic, and the current use, design and functional organization of some of the existing buildings result in the Crosstown Corridor functioning as a barrier between Lower Roxbury and the rest of the Roxbury neighborhood.



*Aerial view of the Crosstown Corridor*



*Boston Water and Sewer Commission's new headquarters*

Over the course of the study, a number of meetings were held with the working group specifically to discuss the Crosstown Corridor. The goal was to arrive at a general consensus around what the overall development emphasis for the Corridor should be and more specifically, what would be the preferred uses for the publicly owned parcels. The discussions also addressed several transportation issues including: the ultimate configuration of Melnea Cass Boulevard in order to accommodate an inviting, high quality pedestrian environment; bicycle paths; on-street parking and a satisfactory alignment for the proposed Urban Ring service.

While the Plan acknowledges that the city can exert the greatest amount of control over those parcels that are publicly owned, the ultimate objective is to create a dynamic physical and economic environment in the Crosstown Corridor that will encourage current private property owners to invest in the enhancement and repositioning of their own land holdings. Consequently, the Plan not only addresses expectations for the use of the public properties, it also articulates a comprehensive vision for the entire Corridor, consistent with the overarching goals and objectives of the Roxbury Strategic Master Plan.



*The new Orchard Garden elementary school*





### CROSTOWN CORRIDOR PRINCIPLES

Based on the community-wide public meetings, workshops and community working group meetings, the following principles and guidelines emerged:

- The Crosstown Corridor should function as a "seam" uniting Upper and Lower Roxbury.
- The eastern half of the boulevard between Massachusetts Avenue and Washington Street should be developed for non-residential, job-generating uses. Existing industrial and commercial buildings should be adaptively re-used and appropriately sized vacant parcels should be designed to fully leverage their potential to increase the number of sustainable, well-paying jobs in Roxbury.
- The portion of Melnea Cass Boulevard west of Washington Street should be developed with an emphasis on re-knitting the neighborhoods on either side of it. Residential and/or mixed-use development should be considered here.

- The Crosstown Corridor should be developed in a manner that takes full advantage of its strategic geographic location and exceptional transportation access within the city and the metropolitan region.
- Development of the public parcels should focus on uses that generate a range of quality, sustainable jobs that offer living wages and opportunities for advancement, including appropriate training programs that maximize Roxbury residents' access to those jobs. Some of these parcels may also be appropriate for mixed uses, including housing. Ground floor uses should primarily be non-residential and include retail and public-oriented uses that also generate jobs and offer opportunities for entrepreneurship and local ownership.
- Melnea Cass Boulevard should be made more inviting for pedestrians in order to help reduce the perception of a divide between Upper and Lower Roxbury.
- Requests for Proposals should take full advantage of Transit-Oriented Development principles to allow for greater development density but lower parking ratios, thereby minimizing traffic impacts.

### PARCEL DEVELOPMENT PROGRAM

In March 2002, the MBTA, Massachusetts Development Finance Agency, Commonwealth of Massachusetts, BRA, and City of Boston (hereinafter referred to as "Parties") signed a Memorandum of Agreement (MOA) regarding the disposition of surplus state-owned parcels and MBTA-owned land in and around the Roxbury neighborhood, (See Appendix D). The majority of these parcels are concentrated in the Crosstown Corridor and Dudley Square area. The MOA was structured to provide a disposition process for state-owned and MBTA-owned parcels in this area that facilitates the development of surplus state-owned and MBTA-owned parcels within the context of the Roxbury Strategic Master Plan.



*Boston Water and Sewer Commission headquarters*



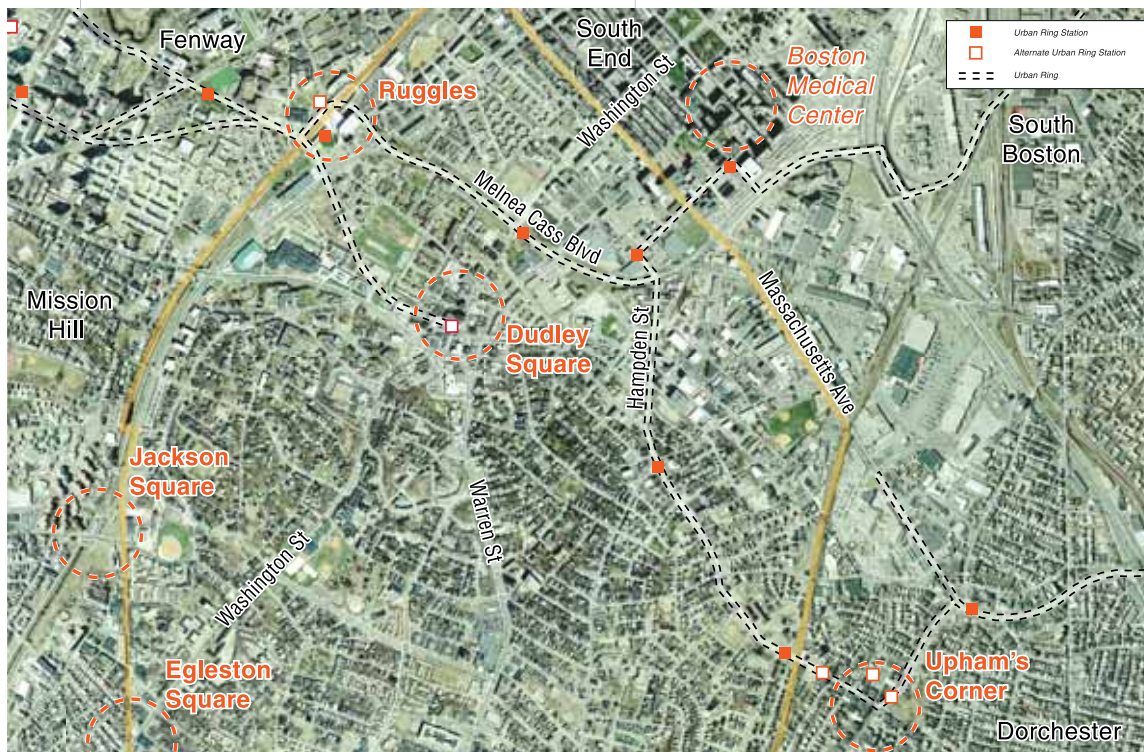
In the MOA State (subject to the surplus property disposition provisions of M.G.L. Chapter 7, Sections 40E through 40J, inclusive, and other applicable laws) and the MBTA (subject to the statutory requirements stipulated in M.G.L. Chapter 161A, Section (5), have agreed that to the extent allowed under the law their parcels will be disposed of in accordance with the community-based disposition process for city-owned land as described above. Pursuant to the MOA, the BRA has been designated as the primary disposition agent for eleven parcels of land owned by the state or the MBTA identified

as being subject to this MOA. In the future, other state-owned and MBTA-owned parcels may be added to the list of those stipulated in the MOA and upon agreement of the Parties subject to the MOA.

Although the Roxbury Strategic Master Plan includes general design guidelines and preferred land use options for the publicly-owned parcels, innovative proposals that are consistent with the spirit of the Plan are also welcomed.

It is the responsibility of the proposer, when responding to a Request for Proposals in the Crosstown Corridor, to demonstrate that their project meets the objectives of the Plan consistent with details in Appendix C. The criteria for evaluating development proposals in the Crosstown Corridor should include but not be limited to the following:

- Consistency with the general goals of the Roxbury Strategic Master Plan
- The number of short-term and sustainable long-term jobs generated
- The percentage of jobs and/or training opportunities that facilitate the hiring of Roxbury residents at all levels
- The level of job skills required for employment
- Local ownership potential
- Infrastructure requirements
- Traffic generation and parking needs
- Active ground floor uses
- Environmental "best practices" and impacts
- Level of any public subsidy required
- Timing for implementation
- Consistency with the Plan's architectural and urban design guidelines



Orthographic photo of Melnea Cass

### MELNEA CASS BOULEVARD

The pedestrian environment on Melnea Cass Boulevard and the intersecting streets should be made more inviting. While it will continue to provide crosstown regional connections, its layout should take on more of the characteristics of a true boulevard. Appropriate urban design interventions may include the following:

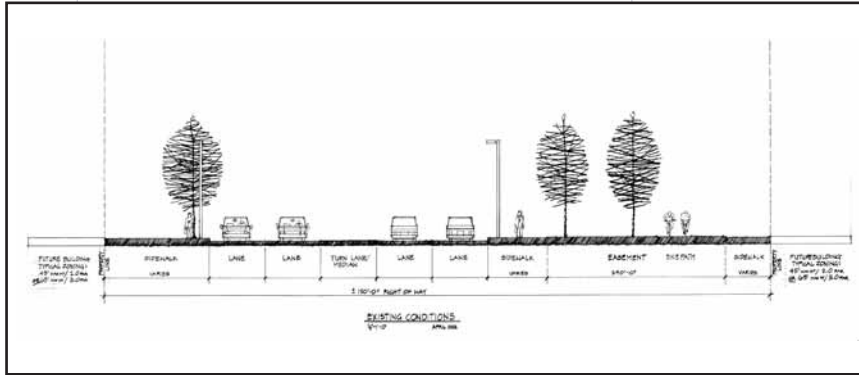
- Wider sidewalks, neck-downs and crosswalks at key intersections
- Regularly spaced trees and light fixtures to define the boulevard
- Lower scaled, pedestrian oriented and ornamental lighting and banners
- A planted median
- Wherever possible, building entries oriented onto Melnea Cass Boulevard
- Service entries should generally be located at the rear of parcels. If they are placed next to housing, then delivery hours should be limited to hours that least interference with neighboring housing.
- Building setbacks for new and renovated buildings should reinforce the street wall along Melnea Cass Boulevard.

- Surface and structured parking should generally be discouraged directly on the Boulevard, should be required to include active ground floor uses. Surface parking should be buffered with attractive fencing and generous landscaping. Structured parking on the Boulevard should be required to include active ground floor uses.

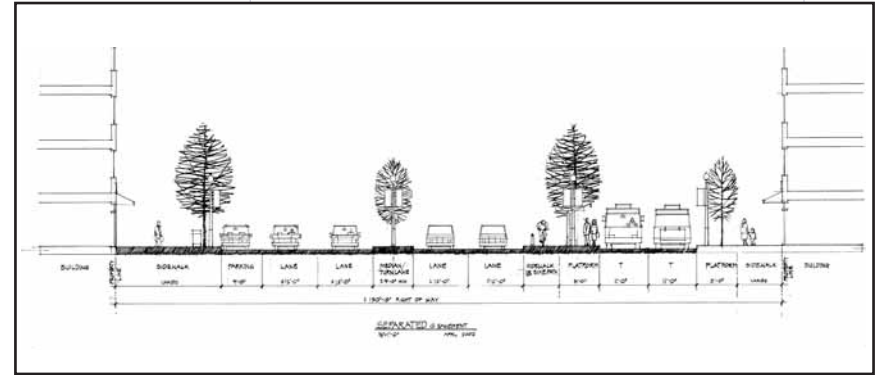
- Melnea Cass Boulevard must be multi-modal and any reconstruction must incorporate both transit and bicycle facilities into its design. The Urban Ring and South Bay Harbor Trail projects will each enhance its character and contribute to the importance of Melnea Cass Boulevard. In addition to the dedicated path for the South Bay Harbor Trail, the roadway cross-section should provide sufficient width for bicycles to travel, without occupying an entire travel lane.



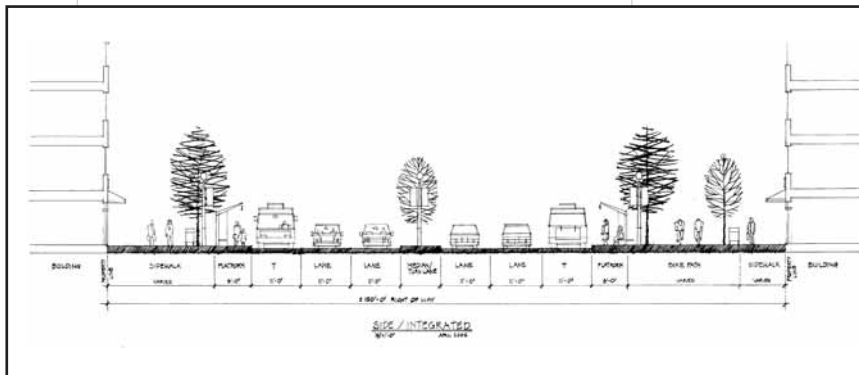
*Melnea Cass Boulevard Plan*



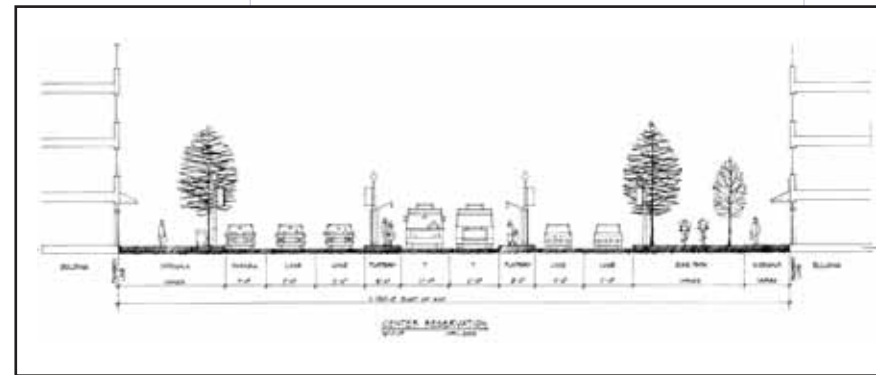
Exclusive two-way busing option to one side



Existing conditions



Buses in exclusive side lanes in mixed traffic



Center median busing option



## THE URBAN RING

In the current thinking of the Urban Ring project, Melnea Cass Boulevard will become a Bus Rapid Transit (BRT) corridor. The layout of the BRT lanes is being developed as part of the ongoing environmental review process. As the project moves forward, it may become the key financial vehicle for the reconstruction of the boulevard. The city's role will include ensuring that the design of the BRT lanes is consistent with the urban design guidelines. Urban Ring Bus Rapid Transit service in the Crosstown Corridor can be implemented in one of several ways: buses in mixed traffic; buses in exclusive lanes; one or two way busways on either side of Melnea Cass Boulevard; and center median busway with center median stations. One of the trade-offs of the last option is that it virtually eliminates the possibility of incorporation of BRT Stations into the ground floor of new development along the corridor, although it may have other benefits.

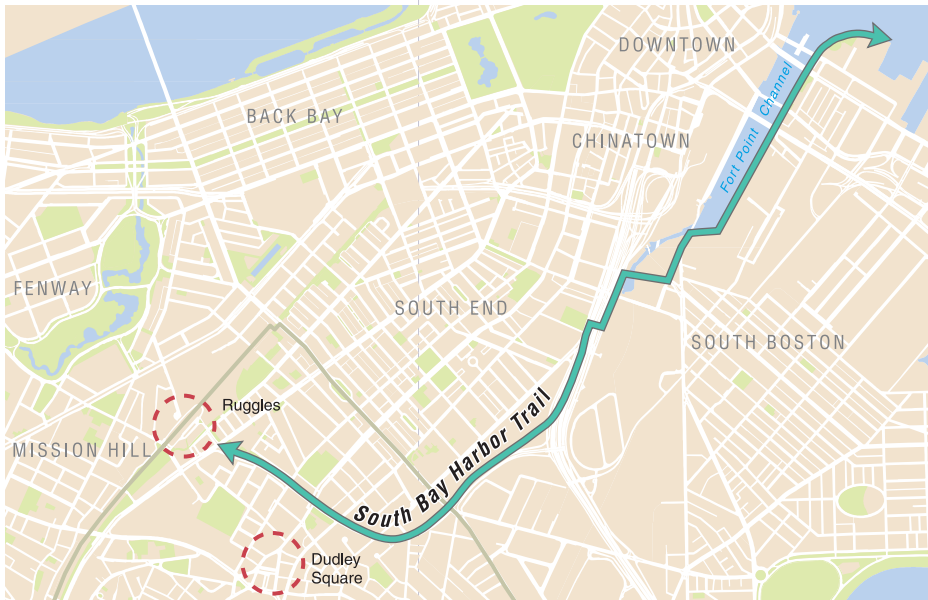
Urban design guidelines for the Urban Ring project include the following:

- Provide wide sidewalks and minimize the length of pedestrian crosswalks across Melnea Cass Boulevard.
- Specify design elements that are compatible with the desired image of Melnea Cass as a tree-lined boulevard.

- Transit stops along the corridor should have the visual presence and character of stations, similar in concept to those of the Silver Line BRT service. Above all, the new stations should provide a safe, visually distinctive and attractive environment for transit patrons.
- The location and treatment of stations should complement the development objectives for the Crosstown Corridor. As an example, where stations are located directly proximate to new developments, consideration should be given to designs that integrate the stations within the ground floor of the new development.
- New development should take into account future Urban Ring Phase III rail tunnel alignment and underground stations that are identified in the Urban Ring environmental studies.

## SOUTH BAY HARBOR TRAIL

The recent clean-up of Boston Harbor and the creation of the Boston Harbor Islands National Park has prompted renewed interest in the Boston Harbor. The South Bay Harbor Trail Coalition, a partnership with Save the Harbor/Save the Bay, resident and community groups, property owners, real estate developers and the City of Boston, is working to create a new pedestrian and bicycle corridor linking Boston's neighborhoods to the city's waterfront.



*South Bay Harbor Trail*

The Trail will connect the Southwest Corridor bike path at Ruggles to the South Boston Waterfront via Melnea Cass Boulevard and the Fort Point area. The goals of the Harbor Trail are to provide a path and recreation corridor serving a variety of users including pedestrians, joggers and bicyclists of all ages and abilities and to offer convenient and safe access for local destinations within Roxbury as well. The benefits of the Harbor Trail for Roxbury and the city include:

- Increased access for Roxbury residents to Boston Harbor, Harbor Islands National Park and the emerging South Boston Waterfront.
- Enhanced access to cultural and recreational facilities including the Children's Museum, Institute of Contemporary Art and green spaces such as Rotch Park and Ramsey Park.
- An alternative way for commuters to bike, walk, run, or skate from home to work, thereby decreasing the volume of traffic.

### SITE SPECIFIC CROSSTOWN URBAN DESIGN GUIDELINES

The Crosstown Center development project [A] and the parcel opposite [B] it on the southeast corner collectively form the symbolic gateway into Roxbury and the Newmarket District. The design of Crosstown Center should acknowledge that important role in its massing and the animation of the Massachusetts Avenue and Melnea Cass Boulevard facades. Eventually the current uses on the parcel opposite Crosstown Center and next to the Best Western Round House, a converted former gas holder (it was one of many of such tanks in the 19th century when gas was used for lighting), may likely be replaced in the assembling of a larger parcel.

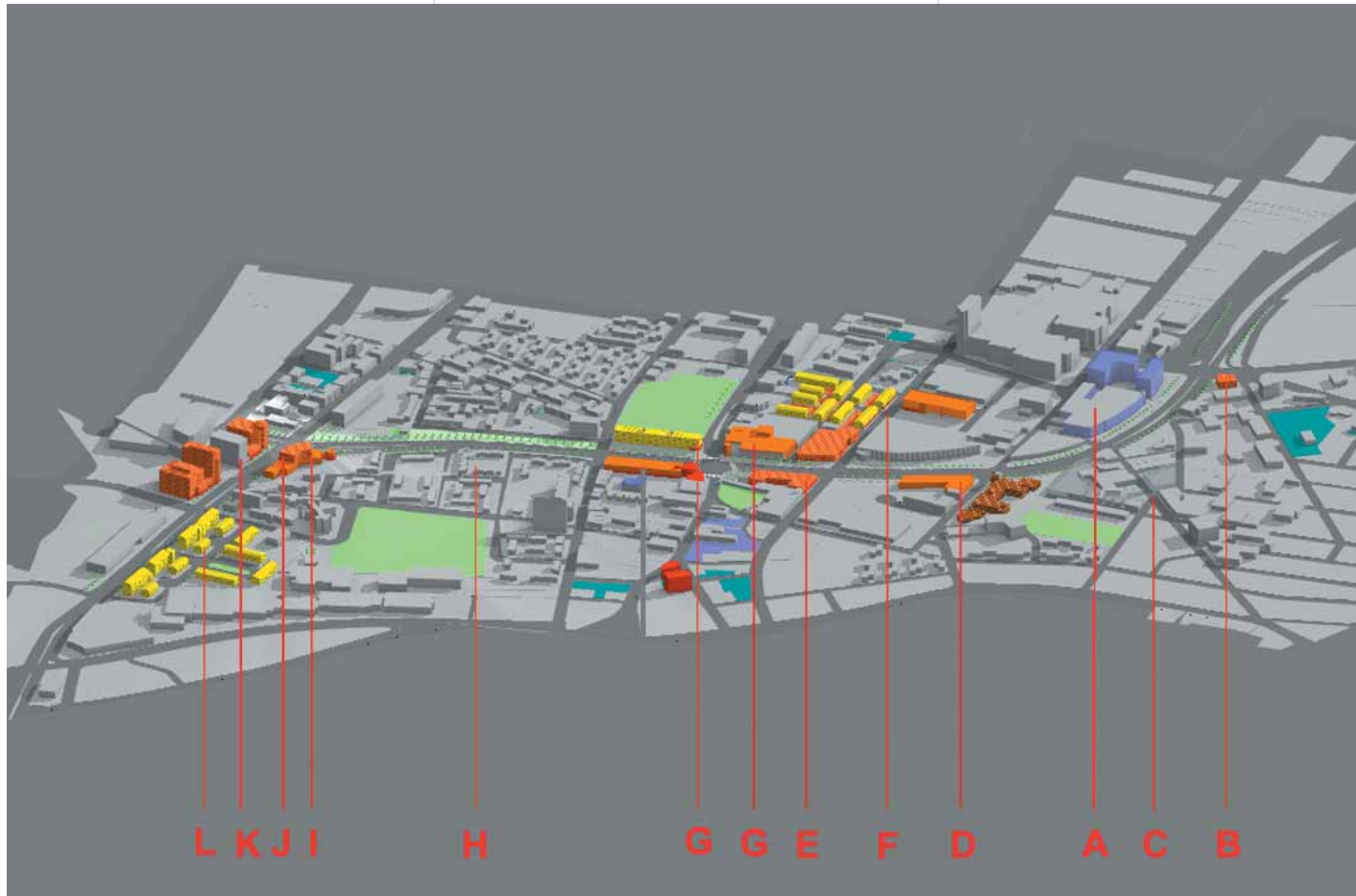
The design of any structure on this site should have a principal entrance on either Melnea Cass Boulevard or Massachusetts Avenue, if not both. To the extent possible, the building should have some transparency at that corner as well. In the interim, the remnant parcel at the corner is an opportunity to build a symbolic structure and/or landscape that could be a unique and artistic element announcing entry into Roxbury.

Consider sites such as the parking lot for the new Orchard Gardens School [D] as potential long-term economic development opportunities when combined with adjacent parcels.

Existing buildings adjacent to Melnea Cass Boulevard such as Harrison Supply [E] should be encouraged to renovate and reconfigure their current layouts in order to take advantage of a scaled down, more pedestrian-friendly Melnea Cass Boulevard, with the possibility of curbside parking. Locating a visually transparent show room directly on Melnea Cass Boulevard, for example, would be a way to improve the visibility of such businesses to traffic and pedestrians. The redesign of the Harrison Supply Building should also include improving the existing Harrison Avenue facades. Harrison Avenue is an important linking street to the Dudley Square business district.

Parking structures which front on streets with high pedestrian volumes such as Melnea Cass Boulevard, and Harrison Avenue, should provide for commercial uses at the ground level.





*Note: Letters on the map correspond to the text on pages 92-98*

## HAMPDEN STREET

Hampden Street and Blue Hill Avenue together form an important citywide arterial. The visual quality of Hampden Street should be upgraded to be consistent with the level of design afforded to the re-emerging Blue Hill Avenue, Melnea Cass Boulevard and Massachusetts corridors.

- Improve the visual character of Hampden Street. Widen sidewalks, introduce pedestrian-scaled lighting, and planting.

Explore the redevelopment of vacant and underutilized industrial properties on both sides of Hampden Street for mixed-use or conversion to loft-style housing. The development of buffer zones between residential and industrial areas should be analyzed in more detail to guarantee the preservation of industrial land. Industrial businesses provide high quality jobs to local residents. The Back Streets guidelines for balancing industrial and residential land uses should be followed.

Explore the possibility of pedestrian entrances onto Hampden Street and the use of show-room windows, awnings, graphics, fencing and building lighting as a way of animating the street and making a transition from the scale of the industrial streets in the Newmarket area to the residential streets to the south and west. When possible, avoid locating loading docks and storage areas directly adjacent to residential properties. If that is impractical, provide visual screening with landscaping and fencing.



*Hampden Street*



*Hampden Street showing potential streetscape improvements*

### THE WASHINGTON STREET GATEWAY PARCELS

The intersection of Melnea Cass Boulevard and Washington Street is an important and symbolic link between the Dudley Square business district, Lower Roxbury and the South End. It is also a significant transit transfer point between the Silver Line and the Urban Ring BRT service. As such, buildings or open spaces developed on each of the four corners [G] should respond architecturally through scale, form, landscaping and special site and building lighting opportunities consistent with guidelines established in the Eustis Street Historic District. In scale, design and ground floor use, these developments should reflect Transit Oriented Development principles.

- The school bus parking facility at the northeast corner of Washington Street and Melnea Cass Boulevard might lend itself to adaptive re-use for high-tech or light manufacturing and assembly. The current structure could be expanded with an addition that would re-establish street walls at both Washington Street and Melnea Cass Boulevard.
- Given the prominence of this corner, the architecture should be visually dynamic and transparent. Parcel 10, on the southwest corner, combined with the Tropical Foods Building, offers an excellent opportunity to develop a signature building that trumpets the return of vitality to Dudley Square.

- Like other parcels for new development along Melnea Cass Boulevard, the buildings should reinforce the street wall by minimizing setbacks and prohibiting or substantially limiting surface parking. Consideration should be given to incorporating Urban Ring and Silver Line stations into the design of new structures proposed for these sites.

- Because of the prominence of Parcel 10, a multi-story building or buildings would be encouraged (no less than three stories). The Washington Street façade treatment is equally important and the design of both the Melnea Cass Boulevard and Washington Street facades should be richly articulated to encourage pedestrian activity. Multiple pedestrian entries are preferred on both streets. Uses on Parcel 10 might vary from retail and office use to mixed use, including residential over commercial.

- At Shawmut Avenue, the scale, massing and the accommodation of vehicular and service access should be compatible with the residential scale and character of Shawmut Avenue in this location.



*Washington Gateway parcels*



*View [G], the Washington Street Gateway*

- Parcel 9, on the northwest corner, might lend itself to similar uses to those on Parcel 10. However, given its direct proximity to Jim Rice Field, multi-family housing or perhaps an institutional use and mixed-use option might be preferred. In any scenario however, height and presence along Melnea Cass Boulevard is desirable. Other structures in the immediate vicinity are six stories or more. The Melnea Cass Boulevard and Washington Street corner of Parcel 9 should have a signature use on the ground floor, such as an art gallery, cafe or commercial use.



## EDGE PARCELS

On the section of Melnea Cass Boulevard between Shawmut Avenue and Columbus Avenue [H] development opportunities are more limited. However, substantial visual improvements can be implemented here with landscape treatment, lighting and articulation of the bike path. Landscaping and curbside parking could make traversing this area more appealing to pedestrians. Future development of adjacent Madison Park Village parcels should be oriented to a friendlier, more pedestrian-oriented Melnea Cass Boulevard with easy pedestrian connection between Dudley Square, Parcel 18 and even Parcel 3. Consequently, the design of buildings on these parcels should have entries and front yards accessible from sidewalks and curbside parking along Melnea Cass Boulevard.



*Proposed Dudley Pavilion*

The intersection of Melnea Cass Boulevard, Tremont Street and Columbus Avenue [I] is a prominent location in Roxbury. The development of the remaining parcels in this area should take full advantage of Transit-Oriented Development strategies. The geometry of the intersection at Melnea Cass Boulevard and Tremont Street should be reconsidered in order to encourage greater pedestrian activity. Downscaling Tremont Street to New Dudley Street and Columbus Avenue beyond should be seriously considered. The parcel [J] at the southeast corner of the intersection should be multi-storied to anchor this important corner. Any structure proposed for that site should moderate its massing to serve as a transition in scale from the taller Northeastern University Buildings on Parcel 18 to the west and the Madison Park townhouses to the east.



*Crescent parcel*

## PARCEL 18

Northeastern University is encouraged to continue its phased development of this site [K]. It is an excellent model of a Transit Oriented Development and as such, high-density development proposals with limited parking are recommended for the remaining sites. Lively, pedestrian friendly uses should occur on the ground floors.

## PARCEL P - 3

Parcel P-3 [L] is a substantial development parcel with many possibilities. It is one of the largest parcels in the Crosstown Corridor with approximately seven acres of land and an existing building that formerly housed the Whittier Street Health Center. If fully built out, it can be an important and active link between the Reggie Lewis track facility, Ruggles Station, Parcel 18, and other newer developments in Lower Roxbury along Tremont Street. Its close proximity to the Ruggles Street MBTA rapid transit and commuter rail stop makes it an ideal location to implement Transit Oriented Development principles. Because of its scale and prominence and widespread interest in the future development of this site, it has been studied in more detail in the following paragraphs.

There is already considerable interest in developing Parcel P-3 and it will likely be one of the Request for Qualifications or Proposals to be guided by the goals and objectives of the Roxbury Strategic Master Plan.

Although there is no consensus during the planning process around the specific uses to be developed on Parcel P-3, it is generally agreed that it should be a mix of uses that serve first and foremost the needs of the Roxbury community. Some of the uses include residential units of diverse types and sizes with an affordable component that target home ownership.

The parcel should also have retail uses with locally owned stores that provide services to local residents such as supermarket, laundry facility, restaurant and day care center. Some office and commercial would also be appropriate as an employment generator. Through the RFP process, it is anticipated that creative ideas for additional cultural entertainment as well as community uses might also emerge.

Because of this site's close proximity to Ruggles Station and the substantial scale and density of the nearby Whittier Street housing project, the Police Headquarters Building, the Renaissance Park Office Building, the parking garage on Parcel 18 and the Madison Park and John D. O'Bryant High Schools, this site could and should accommodate high-density development. The important caveat is that off-street parking be kept at a minimum.

### PARCEL P-3 URBAN DESIGN GUIDELINES

- Buildings should be oriented to reinforce the Tremont Street wall.
- Ground floor uses along Tremont Street should be lively and pedestrian-friendly with frequent public entrances.
- Wherever possible, ground floor commercial, retail and cultural uses should be visually transparent in order to heighten the quality of the pedestrian experience and place more eyes on the street.

- Where appropriate, the massing and setbacks of the proposed buildings should allow for seasonal use of the sidewalks for outdoor dining continuing the successful pattern along Tremont Street and Columbus Avenue in the South End and portions of Lower Roxbury.
- The axial relationship between the archway of the Police Headquarters and Parcel P-3 should be considered in the massing concepts. Additionally, the possibility of a direct link between Parcel P-3 and the Madison Park playfields should be explored.
- The Ruggles Street side of Parcel P-3 directly abuts the Whittier Street Housing Project. The development concepts for Parcel P-3 should pay careful attention to the form and massing of these buildings. Care should be taken to design the interface between the two sites so that there is a compatible physical and functional relationship between them. For example, the entries to some of the Whittier Street buildings are accessed directly from Whittier Street. It would not be appropriate to place service drives, loading docks or structured parking on the Whittier Street side of the Parcel P-3. Every effort should be made to enhance Whittier Street as a pedestrian environment and a link to the former Whittier Street Health Center building should remain in the future development scenarios.

### P-3 POTENTIAL DEVELOPMENT SCENARIOS

The three alternative development scenarios developed with community input during the planning process illustrated below are intended to suggest possible massing and site organization concepts that reflect the community's goals for Parcel P-3. They are not intended to be prescriptive and it is expected that prospective developers for Parcel P-3 will have other unique and specific ideas to propose.

#### 1. Urban Village Option

This option is the most aggressive in terms of residential square footage. Illustrated are several residential building typologies including a high-rise structure, a mid-rise, townhouses and a garden apartment building. At the corner of Whittier and Tremont, a mixed-use structure with ground level commercial and retail uses is shown with office space on the upper levels. The commercial space might accommodate a specialty food market. The height of this building should not exceed that of the Police Headquarters or the highest block of the existing Whittier Street Housing Project. In this option, mid-rise housing with below-grade parking is illustrated further south on Tremont. Additional parking is shown at grade throughout the site, but it is expected that the amount of parking on the site will be kept to a minimum to encourage the use of nearby commuter rail and rapid transit service at Ruggles Station. Also illustrated in this scenario is an open space corridor, on axis with the Boston Police Headquarter's entry plaza.



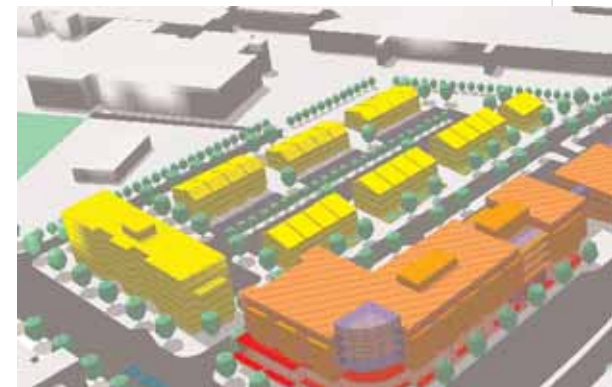
*Urban Village option*

This offers the possibility of a visual link to the Southwest Corridor Park. From Tremont Street, this open space corridor leads to an internal "village green" edged by town homes and a high-rise apartment building. Parking for the low-rise housing could be in adjacent lots or accommodated within the design of the units. Parking for the high-rise housing in this scenario is assumed to be underground. A garden apartment building is shown on Whittier Street facing the existing housing project. This building links the new development proposed at the corner of Tremont and Whittier streets to activities in the renovated former Whittier Street Health Center.

#### 2. Office Park Option

This scenario shows new office buildings with commercial and retail functions on the ground floor lining Tremont Street. The buildings shown are configured to have some principal entrances on Tremont Street which combined with ground floor retail and other commercial uses, will create a lively pedestrian environment.

These new buildings on Tremont should be similar in height to the Police Headquarters. At the corner of Tremont and Whittier Street a slightly higher "gateway"-like structure is illustrated that matches the height of the higher residential blocks of the existing housing project. Similar to the Urban Village scenario, an open space corridor, on axis with the Boston Police Headquarters, leads to an internal courtyard around which two additional office buildings and a parking garage are sited. The parking structure is located at the rear of the site and faces the service entries and loading docks of the two high schools.



*Office Park option*



It would be the central parking for all of the new buildings, in addition to providing spaces for the former health center building. Short term parking for the commercial/retail spaces are provided for along a new internal street in addition to new curbside parking proposed on Tremont Street. Locating a significant structure on Whittier Street with entries facing those of the housing project helps to energize the pedestrian environment on Whittier Street and enhance access to the redeveloped health center building.

### 3. Mixed Use Option

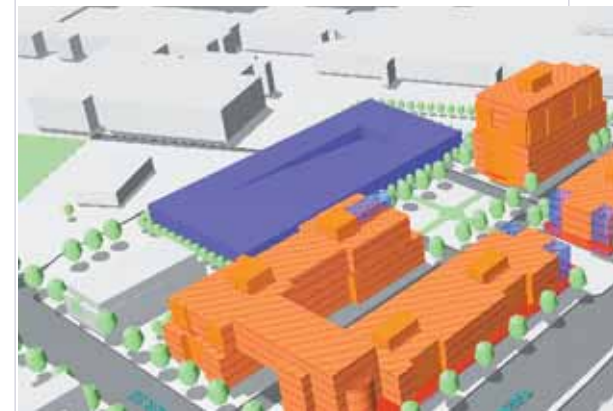
Although the urban village option includes a mixed-use component, the mixed-use scenario illustrated here approaches a more even balance of residential and non-residential uses. In this scheme two substantial buildings are aligned along Tremont Street.

Each of these buildings would dedicate the bulk of the ground floor square footage to commercial, retail and culturally oriented uses such as galleries or perhaps facilities for cultural or non-profit organizations. As illustrated, a specialty food market (with a smaller footprint than a standard supermarket) would be included in the structure proposed for the corner of Whittier and Tremont Streets. Both of the buildings would have principal entrances from Tremont. The heights shown here are similar to that of the Police Headquarters and the high schools.

The buildings create a definable urban street wall along Tremont, but it is intended that such large structures (in all three scenarios) be articulated in their massing to create visual interest, particularly at the pedestrian scale.

Correspondingly, a plaza is introduced as a break between the two Tremont Street buildings and approximately the same point at which the entry plaza to the Police Headquarters occurs. Because of the presence of a two-story figural archway in the massing of the Headquarters building at this point, a significant break proposed between the new buildings affords a visual link to the Southwest Corridor Park. Parking for the food market and the commercial, retail, cultural and other ground floor uses would be available at grade from a new internal street parallel to Tremont. A limited amount of office parking would be provided under one or both of the new buildings. The portion of the parcel east of the new internal street illustrated in this option is devoted exclusively to housing.

A mid-rise apartment building is shown on Whittier Street in place of the former health center structure. Its height could match that of the higher blocks of the existing Whittier Street Housing Project. Single-family townhouses or duplexes are shown for the remainder of the site fronting on an internal street with a planted median. Parking is shown on street but could also be incorporated into the design of the townhouses.



*Mixed use option*

In summary, each option shown assumes limited parking, generous landscaping (particularly to screen unsightly edge conditions), a maximum number of principal entries onto Tremont and Whittier Streets and a mix of land uses. Building heights and massing concepts are intended to be compatible with the adjacent Whittier Street housing project, and the buildings should be articulated to create visual interest and animation at the pedestrian level. To the extent possible, lively pedestrian friendly uses are sought for the ground floors of any non-residential buildings proposed. The principal concern of area residents will be traffic and parking impacts and it will be incumbent upon proposed developers to make clear how those issues can be addressed by taking full advantage of Transit Oriented Development principles.

THE ROXBURY STRATEGIC MASTER PLAN

The Roxbury Strategic Master Plan  
Oversite Committee "RSMPOC"

Overseeing the Implementation of Master Plan in the  
disposition of publicly owned parcels

- Proposing land use programs
- Recommend the order of parcel disposition
- Coordinating public comment and input
- Review drafts of RFPs
- Recommend changes to RFP
- Creating subcommittees to review individual parcels
- Coordinate with other existing neighborhood review committees

Promoting the Roxbury Strategic Master Plan

- Set benchmarks and review on the proposals for effectiveness of the plan on the activities of RSMPOC
- Public outreach and communication
- Review zoning in concert with RNC
- Identify funding sources to implement the plan

From the initiation of the planning process, one of the most important and consistent themes articulated by the community participants has been the need to develop mechanisms to implement the recommendations of the Roxbury Strategic Master Plan according to its stated principles. Identifying and sustaining sources of funding is an obvious component of any implementation strategy, but equally important is the establishment of a broadly representative entity charged with overseeing the implementation of the Plan for the foreseeable future. For the last two decades, the Roxbury Neighborhood Council (RNC) has been instrumental in creating the interim planning overlay districts (IPODs) that were the ultimate origin of the Roxbury Strategic Master Planning process. As a result, the RNC will play a central role in the Plan implementation.

One of the most important goals of the Roxbury Strategic Master Plan is to ensure that its implementation be a community-driven process. The Roxbury community, the RNC and elected officials will participate in the decision making process through the creation of the Roxbury Strategic Master Plan Oversight Committee (RSMPOC).

The RSMPOC will be made up of individuals nominated by the community through a process conducted by the RNC and Roxbury's elected officials. The Mayor will appoint the RSMPOC members and the committee chair from this list of nominees provided by the RNC and elected officials. The RSMPOC will operate with the advice of the RNC, the BRA, other city and state agencies and other stakeholders to ensure all private and public development activities are in compliance with the provisions and spirit of the Roxbury Strategic Master Plan by all parties, public and private.

*Residents at a community charrette*





### ROXBURY STRATEGIC MASTER PLAN OVERSIGHT COMMITTEE (RSMPOC)

The Roxbury Strategic Master Plan Oversight Committee will be broadly representative of the entire Roxbury neighborhood and have a transparent organizational structure recognized by the community, its elected officials and city government. The RSMPOC will be ultimately accountable and responsible to the community. In addition to oversight duties, the RSMPOC can participate in other planning activities with the advice and consent of the RNC, such as comprehensive zoning review.

The RSMPOC will have clear responsibilities and milestones that will be reviewed annually. The RSMPOC will have representatives from a broad range of neighborhood organizations and community stakeholders and be able to solicit input and resources from the community to support it on key issues. In addition, the RSMPOC will need to work effectively with the city, state and federal agencies, as well as other public and private neighborhood stakeholders.

### THE ROXBURY NEIGHBORHOOD COUNCIL (RNC)

The RNC and its members have been one of the most active participants in the drafting of the Roxbury Strategic Master Plan in the past two and a half years. In addition, the organization has played a principal role in development issues, accountability and community review for most of the past 20 years. The RNC is a membership organization with a democratically elected board of directors. The membership is comprised of residents of the Roxbury Neighborhood District as defined in the Interim Planning Overlay District (IPOD) map. The RNC has a long established history in representing the neighborhood including drafting the current zoning regulations for Roxbury (IPOD) became law through Article 50. According to the Boston Zoning Code Article 50 of Text Amendment #152 (12/18/90):

“The role of community participation in determining appropriate land use regulations and zoning is critical to the success of any zoning article or development plan. The Roxbury Neighborhood Council...may continue to play an active role in advising on land use planning and design review for Roxbury through advising City agencies on land use and design decisions for their neighborhood. In order to encourage community participation, the Boston Redevelopment Authority shall transmit to the Roxbury Neighborhood Council project plans and applications materials for



Proposed Projects received by the Authority in connection with any of the following actions: (a) design review by the Boston Redevelopment Authority pursuant to Section 50-38; (b) Zoning Relief, as defined in Article 2A; or (c) the disposition of publicly owed land, including land disposed of through the Roxbury Land Trust. The Roxbury Neighborhood Council may, within thirty (30) days after the date of such transmittal, file with the Boston Redevelopment Authority written recommendations on any action to be taken by the Authority in connection with the foregoing.”

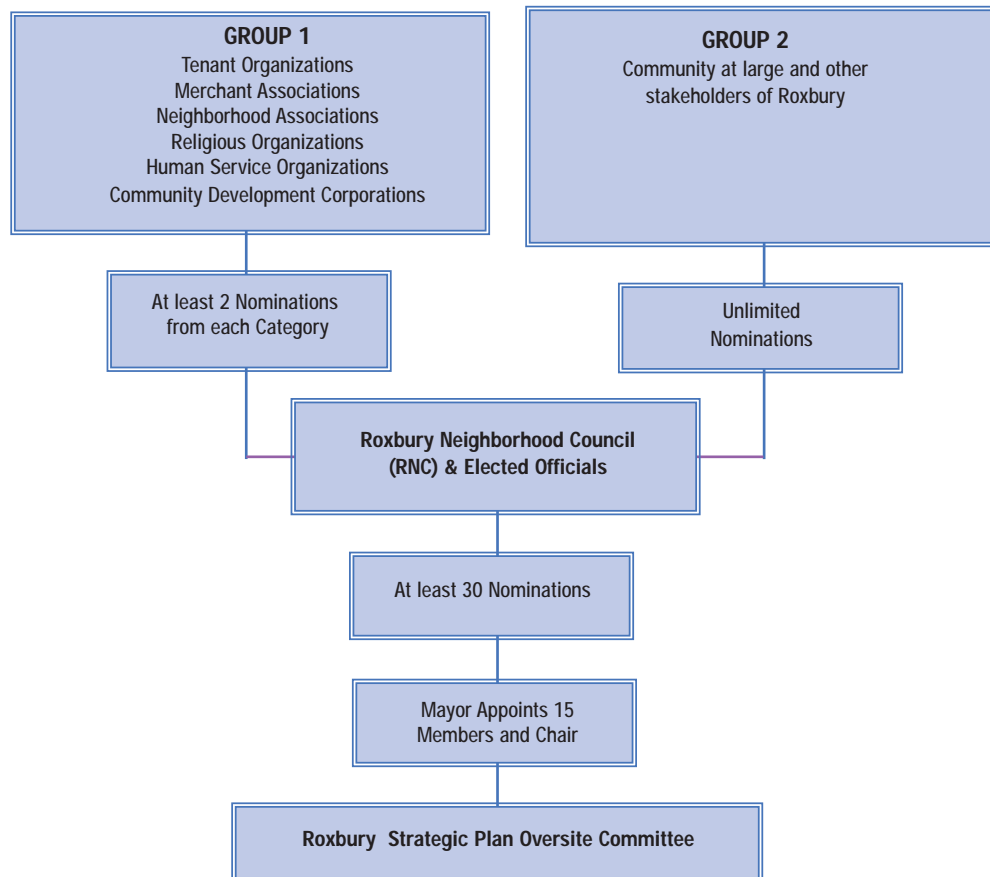
The Roxbury Strategic Master Plan does not envision any changes to the current role of the RNC. The RNC will continue to be responsible for filing its recommendations to the BRA on matters specified in Article 50. Recommendations on RFP, developer designation, developer review, compliance with the Roxbury Master Plan, neighborhood design guidelines review, zoning review, zoning relief, and land disposition are some of the responsibilities the RNC has traditionally held and will continue to hold. Consistent with the spirit of Article 50, the RNC will play a central role in the formation of the RSMPOC.

The RNC, in partnership with Roxbury’s elected officials, will nominate at least 30 candidates for the RSMPOC from the neighborhood. The nominees will be chosen from members of the Roxbury community who represent organization categories that include tenant organizations, merchants associations, neighborhood associations, religious organizations, human service organizations, and community development corporations. In addition to nominations from these categories, the RNC and elected officials may nominate any number of individuals and community members who can enhance the representative nature of the committee. The Mayor will appoint 15 people from this list of candidates to the RSMPOC, and also appoint the RSMPOC Chair.

Elected officials will also serve as ex-officio members of the committee. The RSMPOC members will serve on staggered three-year terms. The RSMPOC will be staffed by the BRA and establish its own working procedures that will be reviewed annually for ratification.

Members of the committee will attend meetings once or twice a month that will take place in the evenings.

### FORMATION OF THE ROXBURY STRATEGIC MASTER PLAN OVERSITE COMMITTEE



### RESPONSIBILITIES OF THE ROXBURY STRATEGIC MASTER PLAN OVERSIGHT COMMITTEE

The RSMPOC will be charged with a broad set of responsibilities, however, in order to avoid duplicating or competing with existing, traditional community review process is the RSMPOC will need to define its focus and priorities, with the advice and consent of the RNC and other existing neighborhood review committees. For example, the Jackson Square Coordinating Group, Dudley Street Neighborhood Initiative, Blue Hills Task Force, the Garrison Trotter Neighborhood Association, Crosstown Council and other neighborhood review groups. The RSMPOC responsibilities will include:

#### ■ Promoting the Plan

The RSMPOC will work in concert with RNC to ensure that the Plan is presented to and supported by the broadest cross-section of community.

#### ■ Creating sub-committees

The RSPMOC will form sub-committees in coordination with the RNC and elected officials to address specific recommendations outlined in the Plan. In particular, Project Review Committees will be formed to focus on individual projects.

#### ■ Identify and pursue funding options

The RSMPOC will work collaboratively with public, non-profit and for-profit entities to secure funding for implementation of the Plan elements.

#### ■ Evaluation

The RSMPOC will track the progress of the Plan, and conduct a review of the Plan's effectiveness at regular intervals. With the advice and consent of the RNC, the RSMPOC will propose revisions to the Plan.

#### ■ Public Awareness

The RSMPOC will use a variety of media and forums to keep the Roxbury community, the general public and interested parties apprised of development issues and of the committee's activities.

#### ■ Disposition of Public Parcels

With the advice and consent of the RNC, the RSMPOC will assist the city and other public agencies in the disposition of publicly owned parcels. The functions in which the RSMPOC will participate include:

- Land Use Proposals
- Parcel Disposition Schedule
- Coordinating Community Review
- Review draft and modifications of Request for Proposals (RFP)

### PROJECT REVIEW COMMITTEES

When the BRA issues a RFP for a specific parcel, the RSMPOC will form a Project Review Committee (PRC) that will consider and review the disposition, developer designation, and the status and Plan compliance of proposals or ongoing projects on particular parcels. The PRC is an advisory committee that will make recommendations on these matters to all the public agencies involved in the disposition process as well as the RNC, elected officials and the whole community.

Every PRC will be made up of 5 members from the RSMPOC. Additional members (between 4 and 10) will be appointed by the BRA Director from a list of at least 15 nominations by the RNC and the Roxbury's elected officials. That list will include representatives from among such groups as legal abutters, resident abutters, local neighborhood associations and other district stakeholders.



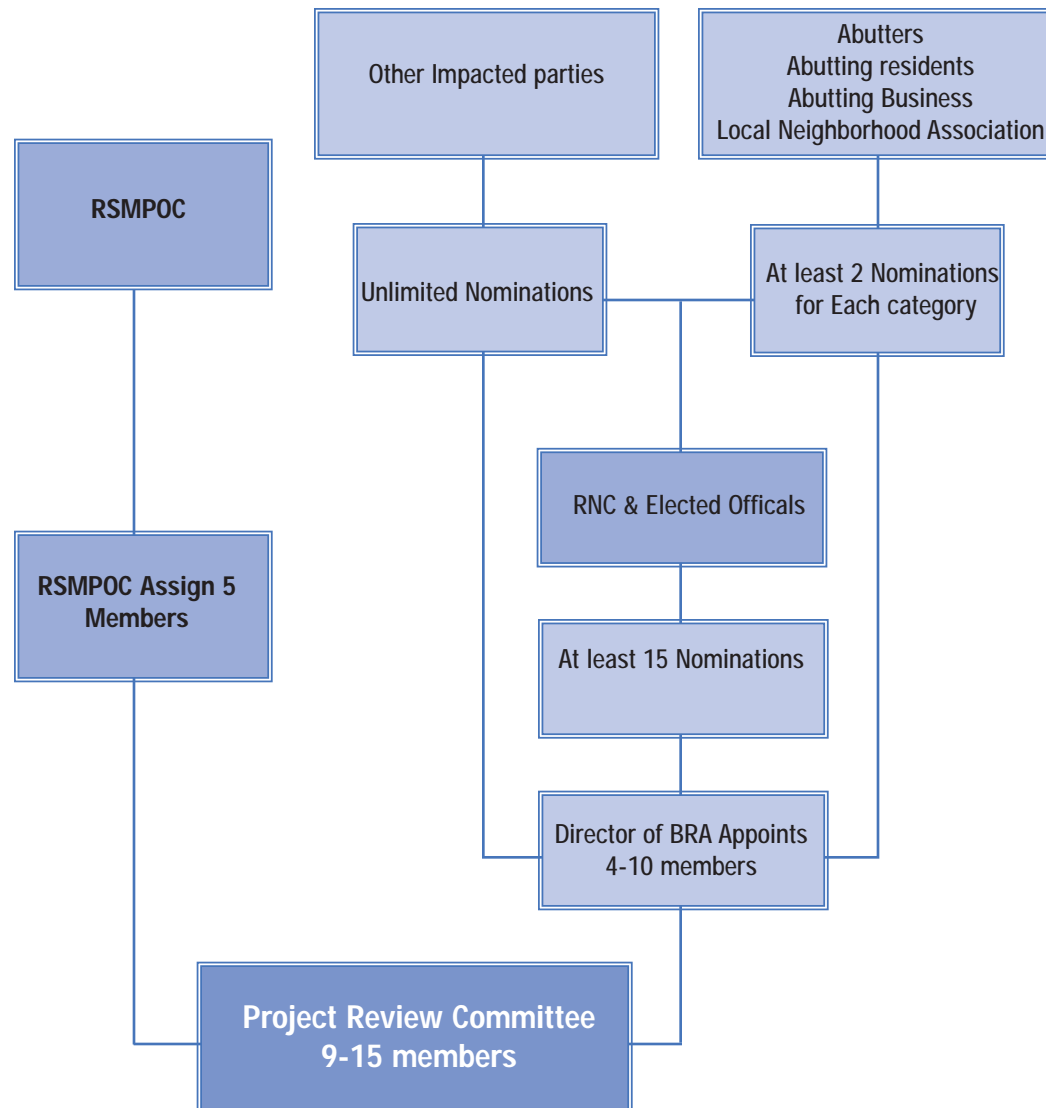
The size of each PRC will vary depending on the specific project and parcel. In any event, a PRC will have at least 9 members and not more than 15 members.

The PRCs will assist in the disposition of public parcels by providing recommendations on:

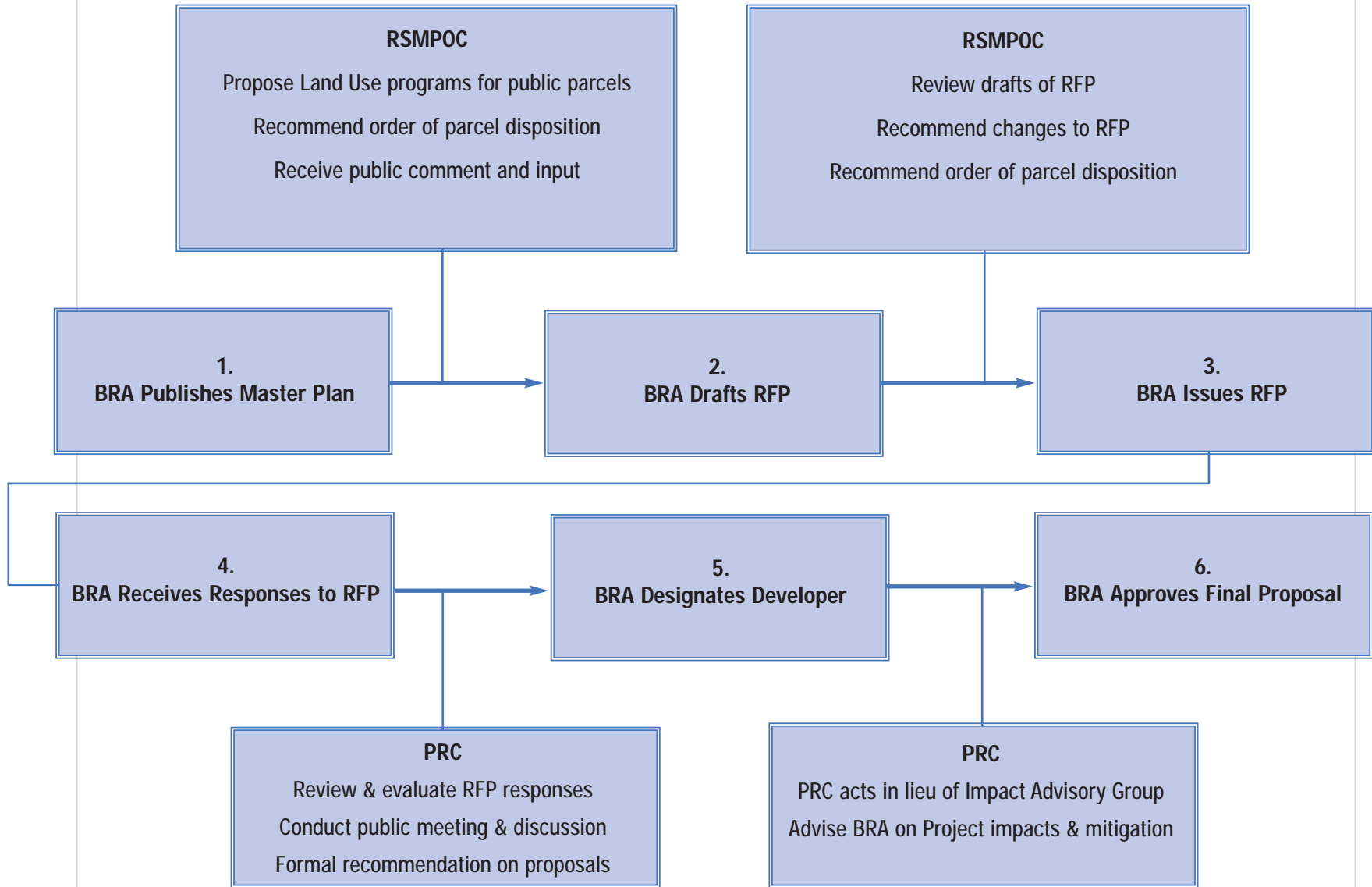
- Review of RFP responses
- Notification of public review and comment at each step in the land disposition process
- Developer Designation

During this process, the RNC will retain its role in making recommendations to the BRA based on its traditional community review process. After the Developer Designation process is complete, the city's Article 80 Development Review Process will be initiated.

## FORMATION OF PROJECT REVIEW COMMITTEES



### LAND DISPOSITION PROCESS



# ACKNOWLEDGEMENTS

## City of Boston

Boston Redevelopment Authority  
Boston Transportation Department  
Mayor's Office of Neighborhood Services  
Department of Neighborhood Development  
Environment Department  
Office of Civil Rights  
Parks and Recreation Department

## Consultants

Stull and Lee, Inc., Lead Consultant  
M. David Lee, Juana Salazar, Deborah Galiga  
Lisa Costanzo, Art and Design  
Darren Braithwaite  
Abt Associates, Housing  
Gayle Epp, Geraldine Campos, Scott Hebert  
Bevco Associates, Economic Development  
Beverly Johnson  
Byrne, McKinney and Associates, Market and Financial Feasibility  
Pamela McKinney  
The Cecil Group, Economic Development  
Economics Research Associates, Economic Development  
Patrick Phillips  
Multisystems, Transportation  
Susan Bregman  
Hezekiah Pratt and Associates, Inc., Urban Design  
Hezekiah Pratt  
Primary Group, Economic Development  
Kirk Sykes, Matthew Bluette  
Tams Consultants, Transportation  
David Black, Michael Burke, Sanjay Grover  
Tufts University and The William Trotter Institute  
Dr. James Jennings and Regina

## The Roxbury Neighborhood Council, Inc.

Bruce Bickerstaff, Chairman  
Julio Henriquez  
Sylvania Hyman, III  
Herbert (Kwaku Zulu) Jackson\*  
Kerrick Johnson  
Jean Morgan  
Robert Terrel  
Scotland Willis  
Patrica Courney  
Dolly Battle

\*Deceased, 2002

## Roxbury Community Working Group

Luqman Abdur-Razzaq, New Visions CDC  
Zakiya Alake, Project RIGHT, Inc.  
Yusuf Aldul-Wali  
Klare Allen, ACE  
Ron Ancrum, AGM  
Jeanette Avant  
Matthew Balls, Roxbury Boys and Girls Club  
Lloyd Banton, Ashmont Flowers Plus  
Nancie Barber, ACE & Hawthorne Area Assoc.  
Jim Barrows  
Joe Barton, Restore Olmsted's Waterway  
Byron Beaman, Historic Neighborhoods  
Sharon Bennett, Alice Taylor Development  
Libby Blank, Boston Water & Sewer Comm.  
Bruce Bolling, Massachusetts Alliance  
Royal Bolling Jr., Mandella Computer Learning Ctr.

Horace Bowden  
Rose A. Brayboy  
Deborah Briggs  
George Brown  
Laura Brown, BAM Roundtable  
Omar Brown, Ashmont Flowers Plus  
Susan Brown  
Doris Bunte, Center for the Study of Sport in Society  
Edna Bynoe, Orchard Gardens Resident Association  
B. Callender, Williams Street Homeowners  
Kate Carpenter, Citizen Schools  
Shirley Carter, Dorchester/Mattapan Civic Association  
Phyllis Cater, Whittier Street Health Center  
Lesley Cayton, Boston Connects, Inc.  
Connie Cecil, JPNC; Board, Franklin Park Coalition  
Amy Chan, Citizens Schools  
Daren Clark, Dimock Community Health Center  
Cornell Coley, BNN.TV  
Nyvia Colon, Madison Park Development Corporation  
Pauline Coulter, Jewish Memorial Hospital  
Stephen Craddock, St. James Educational Center  
Tony Crayton, Parcel 18 Task Force  
Lawrence Cronin, Jamaica Plain Neighborhood Council  
Patrick Cusick, SNAP  
V. Paule Deare, American Cities Coalition  
Corine Desseau  
David Dickerson, Elks  
David L. Dickerson, I.B.P.O.E.  
W. Charles Dickerson, Elks  
William Dottin, Historic Neigh./First Church Roxbury  
Matelda Drayton  
Jeanne DuBois, Dorchester Bay EDC  
Sandra Dupry



Richard Evans, Madison Park Development Corp.  
 Lucy Fazio  
 Nicole Flynt, DSNI  
 Inez Foster, Boston Connects, Inc.  
 Evelyn Friedman-Vargas, Nuestra Comunidad CDC  
 Brenda Gadson, Roxbury Multi Service Center  
 Ron Garry, Tropical Foods  
 Robert George, Zoo New England  
 Tamsen George, Shirley-Eustis House  
 Alvin Godfrey, ABCD & GHEHAG  
 Leslile Godfrey, Humanity Inc.  
 Steven Godfrey, Elm Hill Family Ser. Ctr.  
 Warren Goldstein-Gelb, ACE  
 Katya Gorker, Berwick Research Institute  
 Sheila Grove, Washington Gateway Main Street  
 Lorenzo Griswold, Urban Edge  
 Mossik Hacobian, Urban Edge  
 George Hamm, Elks  
 Scott Hamwey, CTPS  
 Cecil Hansel  
 Lloyd Harding CRCLT-Mt. Pleasant,  
 Forest & Vine Neighborhood Association  
 Joyce Harper  
 Daniel Hart, EAFA  
 Jose Taino Hatuey, SNAP  
 Percy Hayles, Roxbury Neighborhood Council  
 Richard Heath, Roxbury Neighborhood Council  
 Julio Henriquez, Roxbury Neighborhood Council  
 Venessa Hilaine, Historic Neighborhoods  
 Joanne Hillferty, Morgan Memorial Goodwill Industries  
 David Holtzman, ACE  
 J. Horman, AAA Rentals  
 Dennis Jackson, Emmanuel Enterprises  
 Danette Jones, Madison Park Development Corp.  
 Sensie Kabba, Quincy/Geneva Housing Corporation

Victor Karen, RF Walsh Company, Inc.  
 Irene Key  
 Ellen Kelly  
 George Kenney, Community of Color Outreach  
 Robert Kinney  
 Elena Kontos  
 Stephany Kontos  
 Michael Koza, Project RIGHT, Inc.  
 Nina Lanegra, BAM Roundtable  
 John Madden  
 Crystal Mallard  
 Carlos Martinez, La Alianza Hispana  
 Douglas Mason  
 Pat McCalla, Tufts University  
 Keith McDermott, Reggie Lewis Track and Athletic Center  
 Joan Miller  
 Yawu Miller, Bay State Banner  
 Matthew Mittelstadt, EAF Associates  
 Brian Maloney, Newmarket Association  
 Isabelle Monteiro, Historic Neighborhoods  
 Auda Morales  
 Pablo More  
 Jean Morgan  
 Michael Morris  
 Larry Murchison  
 Khalid Mustafa, Urban League of Eastern Mass.  
 Mary Natale  
 Jacquelyn Payne-Thompson, Equal Rights League  
 Jeanne Pinado, Madison Park Development Corp.  
 Joanne Pokaski, Morgan Memorial Goodwill Industries  
 David Price, Madison Park Development Corp.  
 Maribel Quiñones, Nuestra Comunidad Dev. Corp.  
 Linda Raine  
 Cornelius Reddick  
 Michael Reiskind  
 Daniel Richardson, Grove Hall Safe  
 Neighborhoods Initiative  
 Marlena Richardson, Garrison-Trotter Neighborhood

Gareth Saunders  
 Eswaran Selvarajah  
 Diane Simpson, Jamaica Plain Co-housing Network  
 Boyce Slayman, Roxbury Community College  
 Edna Smallwood, Grant Manor Tenant's Association  
 Michelle Smith, BMA Roundtable  
 Odessa Smith, GHEHAG  
 Sherry Smith, Warren Gardens Tenants Association  
 Barbara Spears  
 Joyce Stanley, Dudley Square Main Streets  
 Leroy Stoddard, Urban Edge  
 Andrea Swain, Roxbury Boys & Girls Club  
 Robert Terrell, Washington Street Corridor Coalition  
 Tunua Thrash, Madison Park Community Dev. Corp.  
 Pat Toney  
 Askia M. Toure, Black Arts Roundtable  
 Clayton Turnbull, Dudley Merchants  
 Dwaign Arshad Tyndal, DSNI  
 Crystal Tyson  
 Madeline Vega, Nuestra Comunidad  
 Dianne Walters-Smith  
 Maja Weisi-Johnson, BOTH CDC  
 Karen Wepsic, Federation for Public Transportation  
 Barbara Williams, GH Housing Advisory Group  
 Scotland Willis, Boston Neighborhood Lifestyle, Inc.  
 George Wilson  
 Malcolm Wynn, RLTA  
 Younger Adams Street Branch Library  
 Valdis Zusmanis, Carol R. Johnson & Assoc., Inc.

### Boston Redevelopment Authority

Muhammad Ali-Salaam  
Rebecca Barnes  
Lynn Berkley  
Jansi Chandler  
Curtis Davis  
Martin Gamache  
Dick Garver  
Armando Goncalves  
Andrew Grace  
Linda Mongelli Haar  
Susan Hartnett  
Geauanne Hill  
Arthur Jemison  
Kimberly Jones  
Meg Kiely  
Kathy Kottaridis  
Noah Luskin  
Hugues Monestime  
Prataap Patrose  
Jessica Pineo  
Kairos Shen  
Inés Soto  
Martin Von Wyss

### Boston Transportation Department

Ralph DeNisco  
Vineet Gupta

### Mayor's Office of Neighborhood Services

Michael J. Kineavy  
Derric Small  
Keith Williams

### City of Boston

Claudette Bailey, Boston Parks and Recreation Department  
Elizabeth Boocock, Cultural Affairs  
Linda Dorcena-Forry, Department of  
Neighborhood Development  
Sheila A. Dillon, Department of  
Neighborhood Development  
Lorraine Fowlkes, Councilor Turner's Office  
Aldo Ghirin, Boston Parks and Recreation Department  
Sandra Henriquez, Boston Housing Authority  
Ellen Lipsey, Boston Landmarks  
Commissioner Ronald Marlow, Boston Housing Authority  
Joanne Massaro, Department of  
Neighborhood Development  
Reginald Nunnally, Boston Empowerment Center  
Charlotte Golar Richie, Department of  
Neighborhood Development  
Juanita Wade, Office of Health and Human Services  
Victoria Williams, Office of Civil Rights

### Commonwealth of Massachusetts

Michael Alogna, Executive Office of  
Administration & Finance  
Noah Berger, MBTA Advisory Board  
Mark Boyle, MBTA Real Estate  
Peter Calcaterra, MBTA Planning Department  
David Carney, MBTA  
Brian Clark, Central Transportation Planning Staff  
Lorenzo Griswold,  
Office of Representative Kevin Fitzgerald  
Angie Jolie, Office of Representative Liz Malia  
Martha McMahon, Division of Capital Asset Management  
Linn Torto, Executive Office of Administration & Finance

### Elected Officials

Former Representative Kevin Fitzgerald  
Representative Gloria L. Fox  
Senator Brian A. Joyce  
Honorable Stephen Lynch  
Representative Elizabeth Malia  
Mayor Thomas M. Menino  
Representative Byron Rushing  
Representative Jeffrey Sánchez  
Representative Marie St. Fleur  
Councilor Charles "Chuck" Turner  
Senator Dianne Wilkerson

Map on page 9 courtesy of the Harvard Map Collection



## Boston Landmarks Commission

City of Boston  
The Environment  
Department  
Boston City Hall/Room 805  
Boston, Massachusetts 02201  
617.635-3850

John C. Bowman, III, Chairman  
Allan A. Hodges, Vice Chairman  
John Amodeo  
Sally B. Baer  
Edward Dusek  
Haron Ellenson  
John Freeman  
Thomas Green  
Pamela Hawkes  
Thomas Herman  
Leon V. Jacklin  
James Keefe  
William Marchione  
Susan D. Pranger  
Douglas P. Reed  
Richard F. Schmidt  
Lisa Serafin  
Mark Verkennis  
Ellen J. Lipsey, Exec. Director

### Boston Landmarks Commission Preservation Tools

#### The National Register

The National Register is our nation's official list of historic properties worthy of preservation.

**Review:** Rehabilitation projects involving the use of federal funds, permits, or licenses are subject to review by the Advisory Council on Historic Preservation. Section 106 of the National Historic Preservation Act of 1966, as amended, requires Federal agencies to consider the effects of their activities on historic properties, and to give the Advisory Council an opportunity to comment on such activities. Due to the concurrent listing of NR properties on the State Register of Historic Places, projects involving the use of state funds, permits, or licenses are subject to a similar review by the State Historic Preservation Officer.

**Economic Incentives:** Preservation tax credits are provided for professional-quality rehabilitations of National Register properties. The Tax Reform Act of 1986 establishes: a 20% tax credit for the substantial rehabilitation of historic buildings for commercial, industrial, and rental residential purposes; a straight-line depreciation period of 27.5 years for residential property and 31.5 years for nonresidential property for the depreciable basis of the rehabilitated building reduced by the amount of the tax credit claimed.

**Preservation Grants:** The Massachusetts Historical Commission administers the Massachusetts Preservation Projects Fund (MPPF), a competitive matching grant program for National Register properties in municipal or non-profit ownership. \$4 million has been allocated for the 1998 grant round. Grant recipients must provide a 50% match (dollar for dollar) to the grant amount. The maximum grant request is \$100,000, resulting in a total project cost of at least \$200,000.

#### Boston Landmark

A Landmark is a property or site which has historical, social, cultural, architectural, or aesthetic significance to the city and the commonwealth, the New England region, or the nation.

**Review:** The Boston Landmarks Commission reviews projects involving physical changes to Landmark properties and properties under consideration for Landmark designation. The review process is informed by the Commission's General Standards and Criteria, as well as the specific design guidelines prepared for property at the time of designation. Building permits are not granted for Landmark properties until the owner is in receipt of the appropriate certificate, either approval or exemption, from the Boston Landmarks Commission.

### Appendix B: Select Bibliography for Roxbury's History and Politics

Ronald Bailey with Diane Turner and Robert Hayden, *Lower Roxbury: A Community of Treasures in the City of Boston*. The Department of African-American Studies and Northeastern University (Boston, Ma: The Lower Roxbury Community Corporation and the Afro-Scholar Press, 1993)

Leland Clark, *Exhibition: Pulpits, Harmonies, and Dreams: A Glimpse of the Black Communities of Boston From 1805 – 1980* (Boston, Ma: The Roxbury Crossing Historical Trust, 1999)

Phillip Clay, *The Emerging Black Community in Boston* (Boston, Ma: William Monroe Trotter Institute and University of Massachusetts Boston, 1985)

Robert Hayden, Faith, *Culture, and Leadership: A History of the Black Church in Boston* (Boston, MA: Boston NAACP, 1983)

James Horton and Lois Horton, *Black Bostonians: Family Life and Community Struggle in the Antebellum North* (New York, NY: Holmes and Meier, 1979)

James Jennings and Mel King, *From Access to Power* (Schenkman Publishers, Cambridge, Ma: 1984)

Elizabeth H. Pleck, *Black Migration and Poverty: Boston, 1865-1900* (New York: Academic Press, 1979)

Eswaran Selvarajah, *Crosstown: Enigma or Economic Engine?* (Boston, Ma: South End Neighborhood Action Program, 1999)



**Appendix C: Toward Economic Development of Roxbury**

The purpose of this Appendix is to:

- A.) Provide additional detail and information about resident concerns and visions regarding economic development activities in Roxbury;
- B.) Provide information about guideposts for economic development strategies and decision-making that reflects the principles and values adopted for the Roxbury Strategic Master Plan;
- C.) Propose preliminary ideas and suggestions for planning economic development activities in Roxbury.

The information in this Appendix is based on input from residents, elected officials, civic leaders, and business representatives in Roxbury.

Several broad ideas represent components of a framework for planning and implementing economic development strategies and actions in Roxbury. First, this Appendix serves as a reminder that the Roxbury neighborhood has considerable economic resources that can be leveraged for the benefit of residents and the city. These resources include the following:

- Roxbury’s prime central location and implications for economic development that touches the city and the region;
- Roxbury’s impressive architecture;
- Roxbury’s substantial amount of open space and underutilized land, including a diverse housing stock;
- Roxbury’s youth representing a key component in Boston’s continued workforce competitiveness;
- Roxbury’s racially and ethnically diverse population, with a considerable elderly representation.

These represent potential resources that can be tapped to facilitate economic development strategies and activities in the neighborhood. But the neighborhood also has considerable fiscal resources. For example, the following tables show both assets and liabilities for Roxbury.

The first chart, "2001 Assets and Liabilities – Households," lists the kinds of assets held by households in Roxbury in terms of the number of owners, but also the percent distribution. The first chart shows that residents/households in Roxbury own certificates of deposit, savings bonds, stocks, and retirement accounts. The second chart indicates the considerable value and net worth of assets held by Roxbury households.

A second important component for planning economic development consistent with the Roxbury Strategic Master Plan principles and values is the recognition that the neighborhood is home to many businesses in various areas of expertise. Roxbury has approximately 1,078 businesses, of which the majority (491) are in services. The next highest proportion of businesses is in retail and wholesale trade. There are 66 construction firms and 57 manufacturing firms. "FIRE" firms (Finance, Insurance, Real Estate) comprise 84% of all businesses in this neighborhood.

2001 Assets and Liabilities – Households	Roxbury (RMP)	
<b>Households by Ownership of Assets</b>	<b>17,252</b>	<b>base</b>
Owning Certificates of Deposit	2,345	14%
Owning Savings Bonds	4,019	23%
Owning Bonds	591	3%
Owning Stocks	2,822	16%
Owning Mutual Funds	2,223	13%
Owning Retirement Accounts	7,697	45%
Owning Life Insurance with Cash Value	5,437	32%
Owning Other Managed Assets	658	4%
Owning Other Financial Assets	2,015	12%
Owning Any Financial Assets	15,586	90%
Owning Vehicle Assets	14,404	83%
Owning a Primary Residence	3,961	23%
Owning Investment Real Estate	3,177	18%
Owning Business Assets	2,037	12%
Owning Other Non-Financial Assets	1,629	9%
Owning Any Non-Financial Assets	15,488	90%
Having A Mortgage Debt	3,961	23%
<b>Households by Liabilities</b>		
With Installment Payment Debt	8,197	48%
With Other Lines of Credit Debt	390	2%
With Credit Card Debt	8,008	46%
With Investment Real Estate Debt	1,247	7%
With Other Debt	1,644	10%
With Any Debt	13,089	76%
With Net Worth	17,252	100%

A third component for the framework is that strategies should be guided by the need to generate wealth in Roxbury, as well as multiply the wealth at greater levels by guiding the expenditure of disposable income within the neighborhood.

A fourth component for Roxbury's economic development is strategic diversity. This means that there are no panaceas in terms of responding to the economic needs of the residents of Roxbury. Strategies that are based on a one-shot approach will not be effective, and furthermore, such strategies have been rejected by Roxbury residents and leaders. Strategic diversity calls for a range of economic development approaches and activities that can help the neighborhood become less vulnerable during economic downturns and minimize weaknesses in particular economic sectors.

A fifth component to the framework is insistence on hard data and analysis in terms of benefits that are proposed or expected from any proposed economic development strategy or activity. Consistent with the Plan, any proposed economic development strategy or activity has to be explicit in terms of benefits for residents, whether in terms of the number and type of jobs, redress for spillover effects, external costs resulting from economic development or proposed community benefits.

And finally the sixth component for effective economic development for Roxbury is that strategies should be based on a range of approaches that increase the availability of small and locally-based businesses, while also enhancing the capacity of such businesses in various ways, especially in terms of bonding capacity.

Given this framework, the following are preliminary ways to begin planning and implementing a range of economic development strategies and activities in Roxbury. This section offers a series of questions that can be used to evaluate, or assess, any economic development proposals that affect land use in Roxbury.

2001 ASSETS AND LIABILITIES - AGGREGATE VALUE OF ASSETS BY TYPE

2001 Assets and Liabilities - Aggregate Value of Assets by Type	Roxbury (RMP)
<b>Aggregate Value of Assets</b>	
Transaction Accounts	\$159,694,000
Certificates of Deposit	\$85,929,000
Savings Bonds	\$13,069,000
Bonds (Not US Savings)	\$63,256,000
Stocks	\$100,169,000
Mutual Funds	\$164,994,000
Retirement Accounts	\$563,791,000
Cash Value Life Insurance	\$98,459,000
Other Managed Accounts	\$68,565,000
Other Financial Assets	\$37,024,000
<b>Any Financial Assets</b>	<b>\$1,354,951,000</b>
Vehicles Owned	\$529,564,000
Home Equity	\$2,895,500,000
Investment Property Equity	\$631,907,000
Business Equity	\$562,635,000
Other Non-Financial Assets	\$55,568,000
<b>Any Non-Financial Assets</b>	<b>\$4,675,180,000</b>
<b>Aggregate Value of Debts</b>	
Mortgage Debt	\$1,100,540,000
Installment Loan Debt	\$191,794,000
Lines of Credit Debt	\$5,952,000
Credit Card Debt	\$46,334,000
Investment Real Estate Debt	\$124,111,000
Other Debt	\$15,198,000
<b>Total Debts</b>	<b>\$1,483,929,000</b>

NOTE: This Data applies to Roxbury boundaries as described in the Roxbury Strategic Master Plan. Data is based on estimates produced by Applied Geographic Solutions in 2001.

In the interests of increasing the availability and capacity of small businesses based in the neighborhood, are these small businesses that are located in the neighborhood being utilized on capital projects and improvements, including public schools, transportation projects, and housing, through a) contracts, b) sub-contracts, or c) joint ventures?

How will the bonding capacity of small businesses improve as a result of the proposed economic development activity?

Are there opportunities to assist in enhancing the capacity of small businesses through linkages with city-level and regional development activities?

Were representatives of local businesses included in the development of the proposals or plans?

Was a "local small business impact" study (similar to the Massachusetts Executive Office of Environmental Affairs, 'Fiscal Impact Tool' to accompany economic development proposals) completed by entities interested in pursuing economic development plans? (see "Fiscal Impact Tool: A Community Preservation Tool to Assess the Fiscal Impacts of New Development in Your Community," April 2000).

Is the economic development proposal consistent with the workforce characteristics of residents of Roxbury and surrounding neighborhoods?

How will the principals involved with the economic development proposal utilize joint venturing and sub-contracting to enhance the capacity of local businesses?

How will the construction of housing and physical infrastructure utilize local businesses?

What are the projected numbers of jobs by occupation and skills over the life of the economic development plan? How will information about the numbers and types of jobs projected be shared with community organizations and faith-based organizations?

**THE CITY / STATE / MBTA IMDFA SURPLUS LAND PARTNERSHIP  
MEMORANDUM OF AGREEMENT**

This Memorandum of Agreement (hereinafter "MOA") is entered into this day of March, 2002, by and between the CITY OF BOSTON, the COMMONWEALTH OF MASSACHUSETTS, the MASSACHUSETTS BAY TRANSPORTATION AUTHORITY and the MASSACHUSETTS DEVELOPMENT FINANCE AGENCY for purposes of creating **THE CITY / STATE / MBTA / MDFA SURPLUS LAND PARTNERSHIP**.

WHEREAS, the City of Boston ("City"), the Commonwealth of Massachusetts ("State"), the Massachusetts Bay Transportation Authority ("MBTA") and the Massachusetts Development Finance Agency ("MDFA") (referred to individually as "Party", and collectively as the "Parties") hereby agree to enter into a cooperative working relationship, to be known as the "City/State/MBTA/MDFA Surplus Land Partnership" (the "Partnership"); and

WHEREAS, the purpose of this MOA is to designate the City of Boston, by and through its designee the Boston Redevelopment Authority ("BRA"), as the agency that will expedite and facilitate the development of certain identified parcels of State surplus land and MBTA surplus land located within the City of Boston; and

WHEREAS, by this MOA, the Parties identify and designate certain parcels of State surplus land and MBTA surplus land as "Partnership Parcels"; and WHEREAS, it is the intention of the Parties to establish a development and disposition plan for each of these properties that will fully consider the unique characteristics of the land, support a clear public purpose of increasing the supply of housing in Boston and creating opportunities for mixed-use development in certain communities, and promote the highest and best use of the properties; and

WHEREAS, such surplus properties are described in greater detail in the List of Partnership Parcels attached as Addendum A to this Memorandum, which is incorporated as an essential part of this MOA (the "List of Partnership Parcels"); and

WHEREAS, by working with interested community residents and organizations through the use of a community disposition process, the City, State, MBTA and MDFA will strive to reach consensus on development plans for Partnership Parcels; and

WHEREAS, the development plans for so-called Partnership Parcels shall include, wherever appropriate and feasible, the development of affordable housing, but may also include commercial, industrial, open space and/or recreational uses, provided such use is appropriate given the unique characteristics of the land and the needs of the community; and

WHEREAS, current disposition plans for parcels consistent with City and community needs will not be changed or amended by this MOA. Further, when a surplus parcel on the List of Partnership Parcels has a pre-existing disposition plan that is described on the List, the Parties will work to facilitate and expedite the final disposition of the land.

NOW THEREFORE, in consideration of the foregoing, the Parties hereto agree that the following terms and conditions shall govern the operation of the City/State/MBTA/MDFA Surplus Land Partnership.



## SECTION I. DEFINITIONS

For purposes of this Memorandum of Agreement, the following words shall have the following meanings, unless the context clearly indicates a different meaning:

"City", the City of Boston, Massachusetts and its designated representative herein, the BRA.

"List of Partnership Parcels", the list of State-owned or MBTA-owned surplus parcels attached as Addendum A identifying those surplus parcels subject to the terms of this MOA, which may be amended from time to time subject to the written agreement of the Parties. This List shall include information on the status of each parcel (i.e. surplussing, planning, disposition or completed disposition stage as each are established by the agency, body or authority with ownership interest in the subject parcel or parcels or by the BRA). In addition there will be information provided, as available, as to the preferred uses of the land, any environmental contamination characteristics, and the resources that may be required for potential site preparation and remediation efforts.

"MBTA", the Massachusetts Bay Transportation Authority; "MBTA surplus land," surplus property within the jurisdiction and control of the MBTA, that is located within the City of Boston and included on the List of Partnership Parcels attached as Addendum A to this MOA, as amended from time to time; "MDFA", the Massachusetts Development Finance Agency.

"Partnership Parcels", those State-owned or MBTA-owned parcels identified on the List of Partnership Parcels by the City/State/MBTA/MDFA Surplus Land Partnership for inclusion in the process of planning, disposition and development that is the purpose of, and is further set forth in, this MOA.

"State", the Commonwealth of Massachusetts, and its designated representative herein, the Division of Capital Asset Management, (hereinafter "DCAM").

"State surplus land", surplus property, as defined in chapters 7 and 23G of the Mass. Gen. Laws, within the jurisdiction and control of the Commonwealth of Massachusetts or the MDFA, except that State surplus land shall not include MBTA surplus land.

"Transit Realty Associates, LLC", disposition agent of MBTA, (hereinafter "TRA").

## SECTION II. OBJECTIVES OF THE PARTNERSHIP

The Parties hereby declare that the objectives of the City/ State/ MBTA/ MDFA Surplus Land Partnership are as follows:

1. to engage in a productive and collaborative community planning process regarding the planning and development of designated State and MBTA surplus land located within the City of Boston, such process as further described in Section III, Paragraph 3 below; and
2. to redevelop those underutilized State and MBTA surplus land parcels located within the City of Boston into attractive and useful developments, increasing the stock of affordable housing where appropriate and feasible, but at all times serving the needs of the surrounding communities and enhancing the quality of life in Boston neighborhoods; and
3. to identify underutilized parcels of State surplus land and MBTA surplus land, additional to those described on Addendum A attached hereto, and to designate such additional parcels for inclusion on the List of Partnership Parcels.
4. with regard to certain MBTA surplus land parcels located within the City of Boston, to have consultation between the BRA and the MBTA with regard to the City's proposed development plan for the areas surrounding said parcels. The MBTA will ask TRA, its current disposition agent, to consult with the BRA prior to public solicitation, if such is required for the planning or development of the parcel.

## SECTION III. LEAD AGENCY DESIGNATION

1. The City/ State/ MBTA MDFA Surplus Land Partnership hereby designates the BRA as the agency having primary planning and development responsibility for parcels identified on the List of Partnership Parcels, subject to the provisions of Sections IV and V of this Agreement.
2. The role of the BRA is to lead and effectuate the planning, disposition and development of designated Partnership Parcels by a single and predictable process, which includes working with the ownership entity, such as the State, its several agencies and departments, or the MBTA as the case may be, as well as the surrounding and affected community or communities to effectuate the governing principles set forth below in Section IV.
3. In furtherance of Section IV principles, the BRA shall conduct a community planning process consistent with its ordinary course of business and procedures, after which it is hereby authorized by the Parties to facilitate the preparation and release of Requests for Proposals for each Partnership Parcel, subject to the prior administrative review and approval by the agency, body or authority with ownership interest in the subject parcel or parcels.

## SECTION IV. OPERATION OF THE PARTNERSHIP

1. The Parties agree that the BRA will consult with the agency, authority or private entity with ownership interest in designated Partnership Parcels, and in the case of MBTA surplus parcels, will consult with its disposition agent. The MBTA disposition agent as of the date of this MOA is TRA.
2. Throughout the community planning process, the Parties agree to work in close collaboration with the BRA and any other state agency, authority, private or public entity that is legally responsible for, or involved with, a parcel's planning, disposition and development, in order to insure an expedited and well-coordinated outcome. The consent of the agency, authority or private or public entity with ownership responsibility for each respective surplus parcel, or the consent of the MBTA in the case of MBTA surplus land parcels, shall be required for any approvals or execution of documents. The individual Parties to this MOA will remain active and substantive participants in the community planning process for those particular Partnership Parcels in which they have ownership interest, consistent with their respective statutory requirements, especially at specific critical planning and development junctures as set forth below.
3. Such critical junctures in the community planning process referenced in the prior paragraph shall include, without limitation, the following:
  - a) final approval of the development plan for each Partnership Parcel;
  - b) approval of a Request for Proposals prior to public solicitation, if required for disposition or development purposes;
  - c) approval of the designated development team for each Partnership Parcel, as required; and
  - d) approval of the final financial terms and conditions for the development program.
4. Whenever MBTA surplus parcels are involved, the BRA will consult with the MBTA with regard to the City's proposed redevelopment plan. The MBTA will request that TRA, or the then-current MBTA disposition agent, consult with the BRA prior to public solicitation if required for the planning or development of the parcel.

5. To effectuate the efficient oversight and implementation of development and disposition of the Partnership Parcels, the current owner of individual surplus parcels shall, upon its approval of the final designation of a developer of a given parcel, convey title to such parcel to the BRA for the purposes set forth above, if so authorized to do so by applicable legislation, and subject to the approval of the Board of Directors of the MBTA in the case of MBTA surplus land parcels, and any other required approvals. Notwithstanding the foregoing sentence, each such conveyance of title shall be subject to reversion unless and until the following conditions subsequently occur: (1) simultaneous with each transfer of title by the BRA to a designated developer, an amount equivalent to the fair market value of the parcel shall be transferred to the State or MBTA ownership entity in consideration of the disposition and transfer of ownership; net of any bona fide third party costs related to disposition, such third party costs not to include staff time or overhead expenses of the BRA, such fair market value to be derived from the determined highest and best use, and as otherwise set forth below; and (2) that construction has commenced on the parcel within twenty-four (24) months of title conveyance to the BRA, unless otherwise extended by the State or MBTA ownership entity.

6. Financial compensation for surplus land must reflect the property's fair market value for its planned use. The determination of the fair market value of a parcel of surplus land shall be made only after the BRA has determined the most appropriate use of the parcel, as subsequently incorporated into the agreed-upon development plan, (i.e., affordable housing, commercial, industrial, open space and/or recreational purposes); which use shall recognize a quality development program and other important public purposes, and which use is further subject to the administrative approval, or other required approval, of the particular Party to this MOA with ownership interest in the particular parcel at issue.

7. Financial compensation to the MBTA for MBTA surplus land which is sold for redevelopment must reflect a fair market value of the property, taking into account the value of the agreed upon redevelopment plan, (i.e., affordable housing, commercial, industrial, open space and/or recreational purposes). This redevelopment plan is subject to determination by the MBTA that sound reasons in the public interest require the use of the land for such purpose(s). With respect to MBTA real estate, such sales shall comply with Massachusetts General Laws, Chapter 161A, particularly Section 5, subsections (b) and (q), as amended. Fair market value of the MBTA surplus land slated for disposition and development will take into consideration not only the redevelopment outcome but also will recognize a quality development program and other public purposes to the extent consistent with the MBTA's enabling legislation, contractual or other agreements and any necessary or required approvals.

## SECTION V. MISCELLANEOUS

1. The Parties agree to establish a reasonable time frame for the planning, disposition and development of the surplus properties, consistent with the size, characteristics and scope of the potential development program. The Parties agree to identify reasonable time frames for completion of planning, permitting and development tasks, including approvals unless otherwise specified in this MOA. The goal of the Partnership is to expedite the planning, permitting, and development schedule for these projects whenever possible.

2. Any and all approvals described in this MOA shall be provided to the BRA in writing within sixty (60) days of receipt of notice of completion of critical junctures, provided, however, that when said approval requires an action or vote of and individual Party's Board of Directors such period for approval shall be ninety (90) days.

3. The Parties agree to define and describe management and financial responsibilities for third party costs (i.e. surveys, appraisals, consultants, legal costs, etc.) on a case-by-case basis. Agreements for the reimbursement of any third party costs shall be subject to appropriation, or availability of funds, or alternatively, such costs may be passed on to third parties, including but not limited to, developers, purchasers and/or lessees of the surplus land parcels. The Parties agree to define and describe financial and management responsibilities for site preparation and remediation on a case-by-case basis, subject to appropriation, or availability of funds.

4. The Parties agree to identify and designate specific senior staff personnel as Partnership representatives in order to coordinate and facilitate ongoing communications, and to solicit the involvement of other appropriate Parties, such as agency staff or contractors, to promote the objectives of the Partnership. The representatives designated pursuant to this Section V(4) may be changed upon written notice by the appropriate signatory or his or her successor to the other Parties to this MOA.

5. The BRA and the Party with ownership responsibility over particular parcels shall convene as often as needed to insure efficient and expeditious management of the surplus land partnership process.

6. Additional properties may be added to the List of Partnership Parcels, subject to the written agreement of the ownership Party and the BRA.

7. It is understood by all Parties to this MOA that none of the signatory public entities makes any agreement inconsistent with its statutory, contractual or other legal responsibilities and limitations or procedural requirements.

### Parcels Identified for City/State Surplus Land Partnership

The following is a list of certain State-owned and MBTA-owned parcels in and around the neighborhood of Roxbury in Boston. These parcels are identified to be subject to the City/State Surplus Land Partnership Memorandum of Agreement.

1. Known as "Parcel 9", this site measures 23,800 square feet. It is located on Melnea Cass Boulevard at Washington Street in Lower Roxbury. Parcel 9 is adjacent to a BRA-owned property of 32,700 square feet.

2. Known as "Parcel 10", this site measures 23,500 square feet. It is located on Melnea Cass Boulevard at Washington Street, across from Parcel 9. Parcel 10 is adjacent to two BRA-owned parcels, one measuring 23,300 square feet and the other measuring 24,800 square feet.

3. This small, triangular, piece of land on Melnea Cass Boulevard measures 3,400 square feet. It has been the subject of conversations regarding the siting of a "Heritage State Park" on this important Roxbury corridor. There is a potential for civic uses there, including a possible major public transit stop. (Owned by MHD).

4. Sometimes referred to as the "crescent," this combination of parcels (21,100 square feet and 5,700 square feet respectively) sits at the intersection of Melnea Cass Boulevard and Tremont Street. (Owned by MHD).

5. This 374,300 square foot area is the site of Bartlett Yards. It is our understanding that Bartlett Yards will no longer be needed in 2003, at which point this could become a much-needed housing site within the Roxbury neighborhood. The subject property is listed with the Department of Environmental Protection ("DEP") with three file numbers. Two of the files were closed out and the third is not closed out as of early January, 2002 when this information was provided. As of the time that the information is being provided with regard to this site in early January of 2002, the MBTA is reviewing site information to determine the manner in which the site should be addressed with regard to General Laws, Chapter 21E environmental concerns. The MBTA may reserve to itself and others appropriate easements to be identified. (Owned by MBTA).

6. This surface parking lot serving Roxbury Community College measures 88,400 square feet. This surface lot could potentially be freed for redevelopment in the future if other, improved parking solutions were to emerge in the immediate surrounding areas. This would allow the site to be replaced with other uses such as housing.

7. These Jackson Square parcels are identified by the MBTA as Development Parcel 69 containing approximately 61,065 square feet, Development Parcel 70 containing approximately 81,993 square feet and Development Parcel 71 containing approximately 14,592 square feet. A BRA-sponsored community planning process has recently revealed that area residents are interested in a community center facility, small scale retail, and affordable housing on these parcels. Preliminary information indicates that there may be contamination at these sites but more specific detailed information regarding possible contamination is not known at the time this information is being provided in early January, 2002. The MBTA will reserve to itself and others appropriate easements to be identified. (Owned by MBTA and MHD).

8. So-called Development Parcel 25 is located at the intersection of Tremont, Gurney and Station Streets near the Roxbury Crossing MBTA station. These adjacent properties and others nearby have been part of a series of City planning studies on the benefits arising from Transit-Oriented Development. To date, housing and first-floor retail have emerged as a possible favorable combination of new uses for this important transit node. On or about August 2, 1996, the MBTA filed an LSP (Licensed Site Professional) Opinion stating that no further action is required with DEP regarding this site. The MBTA will reserve to itself and others as appropriate easements to be identified. (Owned by MBTA).

9. This vacant parcel is identified by the MBTA as Development Parcel 53A and is defined by Amory, Brookside and Green Streets, in the vicinity of the Green Street MBTA station. Neighborhood groups have been in discussions with the MBTA regarding affordable housing with first floor retail. The site measures approximately 11,126 square feet. The MBTA may reserve to itself and others appropriate easements to be identified. (Owned by MBTA).

10. This 15,300 square foot corner site at the intersection of Hyde Park Avenue and Blakemore Street is adjacent to a housing site and still-vacant parcel (both along Hyde Park Ave) owned by Urban Edge. Neighborhood groups have expressed interest in discussing possible uses for both the vacant UE site and vacant Stateowned site through a community planning process.

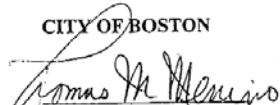
11. The old incinerator site at Moore Street is 125,800 square feet. This parcel is currently undergoing environmental remediation.

\* MBTA surplus parcels that are located within the Southwest Corridor shall be subject to the Final Environmental Impact Statement, Orange Line Relocation and Arterial Street Construction (Southwest Corridor Project) South Cove to Forest Hills, Boston, Massachusetts UMTA Project No. MA-23-9007 FHWA Project No. U-393(l) U.S. Department of Transportation, Urban Mass Transportation Administration, Federal Highway Administration, Volumes 1 and 2, dated March 1978 and any and all existing and applicable agreements, including but not limited to the Memorandum of Agreement ("MOA" or "Agreement") entered into as of September 4, 1974 by and among the Southwest Corridor Working Committee, defined in said MOA and referred to as the "Committee", and the Southwest Corridor Development Coordinator appointed by the then Governor of the Commonwealth of Massachusetts as stated in said MOA, and the following agencies, each of which is represented on the Committee: the Massachusetts Executive Office of Transportation and Construction (EOTC), the former Massachusetts Department of Public Works (currently the Massachusetts Highway Department), the Massachusetts Department of Community Affairs (DCA), the Massachusetts Bay Transportation Authority (MBTA), the Metropolitan District Commission (MDC), the Metropolitan Area Planning Council (MAPC), the Boston Redevelopment Authority (BRA), the Boston Public Facilities Department (PFD), the Boston Model Cities Administration (MCA), the Boston Model Neighborhood Board (MNB), the Boston Economic and Industrial, Commission (EDIC), and the Office of the Mayor of the City of Boston for itself and for the City's Public Works Department, Traffic and Parking Department, Real Property Department, Police Department, Parks and Recreation Department, Office of Public Service, and other City Agencies with operating or planning responsibilities in the Southwest Corridor; and the Southwest Corridor Development Plan dated Fall 1979.

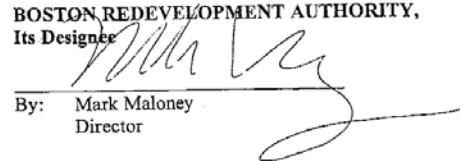


IN WITNESS WHEREOF, on the day and year first written above, at Boston, Massachusetts, the Parties hereto have caused this Memorandum of Agreement to be signed, sealed and delivered by their duly authorized officers or representatives, respectively.


**CITY OF BOSTON**

  
By: Thomas M. Menino  
Mayor

**BOSTON REDEVELOPMENT AUTHORITY,  
Its Designee**

  
By: Mark Maloney  
Director

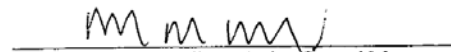
**COMMONWEALTH OF MASSACHUSETTS**

  
By: Jane M. Swift, Acting Governor

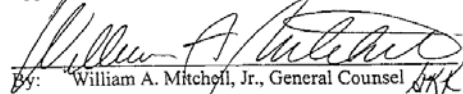
**DIVISION OF CAPITAL ASSET MANAGEMENT, Its Designee**

  
By: David B. Perini, Commissioner

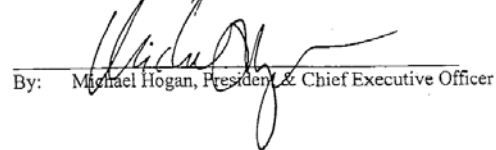
**MASSACHUSETTS BAY TRANSPORTATION AUTHORITY**

  
By: Michael H. Mulhern, Acting General Manager

Approved as to Form:

  
By: William A. Mitchell, Jr., General Counsel

**MASSACHUSETTS DEVELOPMENT FINANCE AGENCY**

  
By: Michael Hogan, President & Chief Executive Officer

**ATTACHMENT TO THE CITY/STATE/MBTA/MDFA SURPLUS LAND  
MEMORANDUM OF AGREEMENT**

JULY 9, 2002

The below identified agencies hereby agree to honor the terms and conditions set out in the letter from Secretary Kevin J. Sullivan to Representative Gloria Fox and Senator Dianne Wilkerson dated June 18, 2002 (attached hereto) which is consistent with the cooperative planning process outlined in the aforementioned Memorandum of Agreement regarding the identified Partnership Parcels.

**CITY OF BOSTON**

**BOSTON REDEVELOPMENT AUTHORITY**

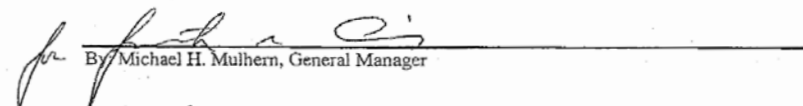
  
By: Mark Maloney, Director

**COMMONWEALTH OF MASSACHUSETTS**

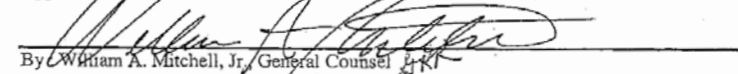
**DIVISION OF CAPITAL ASSET MANAGEMENT**

  
By: David B. Perini, Commissioner

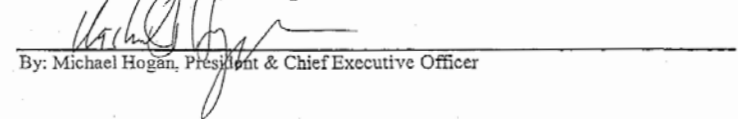
**MASSACHUSETTS BAY TRANSPORTATION AUTHORITY**

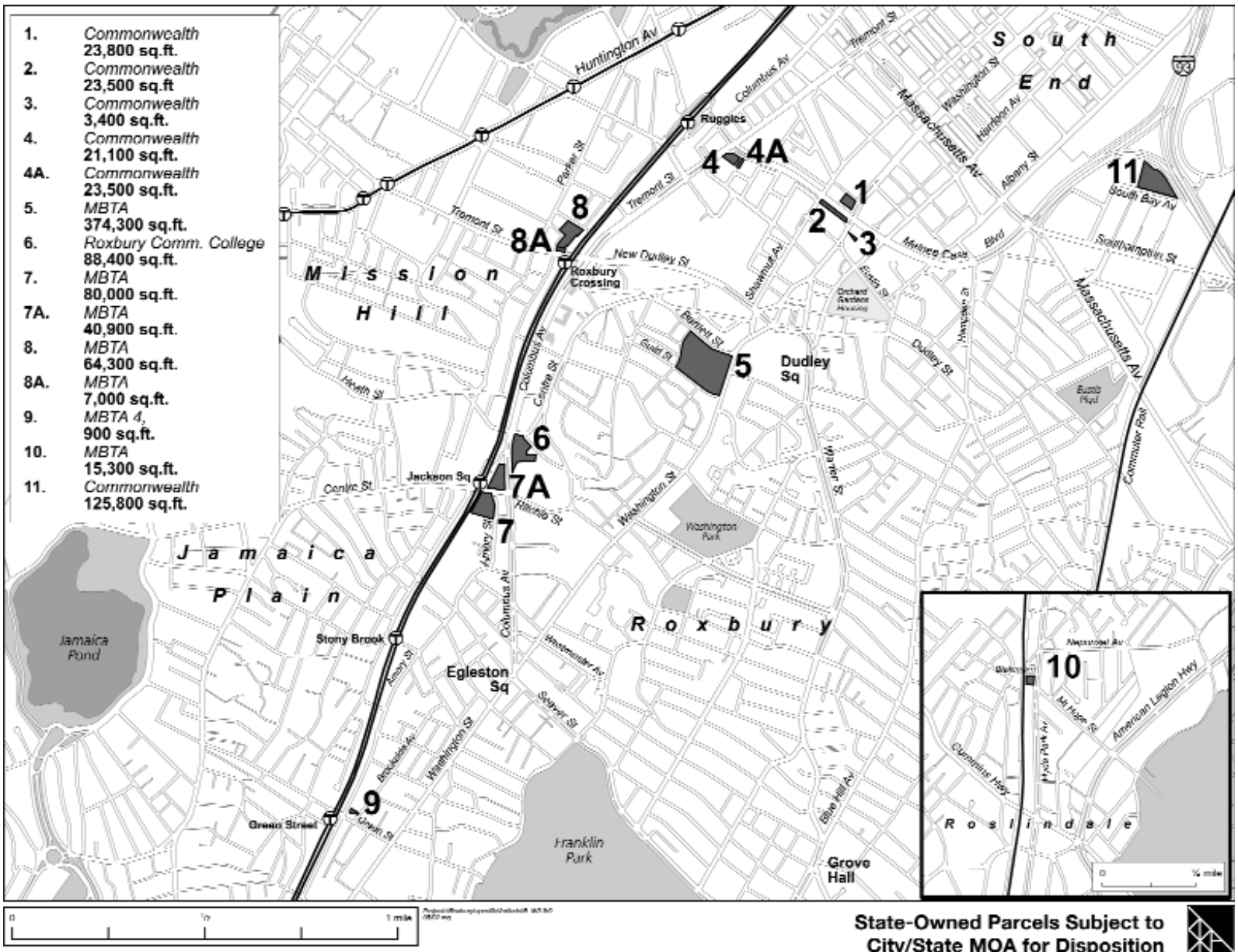
  
By: Michael H. Mulhern, General Manager

Approved as to Form:

  
By: William A. Mitchell, Jr., General Counsel

**MASSDEVELOPMENT, Its Designee**

  
By: Michael Hogan, President & Chief Executive Officer



## Appendix E: Summary of Jackson Square Contextual Development Plan

In June 1999 the Jackson Coordinating Group (JCG) was formed to oversee the Jackson Square Planning Initiative. More than 30 organizations with interests in Jackson Square were identified and asked to appoint an official representative to the planning group.

The goal of the Jackson Square Planning Initiative is to build community consensus around the type of development that is appropriate for the area and to ensure that development benefits the existing community.

During the course of the planning process, the community defined a focus area (a quarter-mile radius of Jackson Square) and an impact area (a half-mile radius of Jackson Square). The group agreed to consider vacant and under-utilized land and buildings and how development of this land and buildings will impact the community in terms of gentrification, retail demand, and housing costs.

The group also agreed to hold neighborhood meetings hosted by JCG members to solicit input on a vision for Jackson Square. JCG members hosted more than 80 neighborhood meetings attended by 800 area residents. A Preliminary Data Report was compiled that categorized data from the neighborhood meetings and expressed clear preferences for certain land uses and activities in the area.

Building on this input, the JCG hosted two community-wide charrettes to refine the vision. More than 250 representatives from JCG organizations and community residents attended the first charrette. Participants worked in teams of 25 with facilitators and architects to identify visions and goals, clarify social issues, and create a site plan that illustrated a proposal generated by team consensus. During the second charrette, participants built upon themes identified in the first charrette and arrived at a unified Jackson Square Contextual Development Plan. The community vision for Jackson Square was published in July 2001.

Since its inception, the Jackson Square Coordinating Group's Site Planning Committee has held more than 40 meetings to discuss the Jackson Square Contextual Development Plan. The following documents are the result of an extensive community planning initiative involving many of Jamaica Plain and Roxbury residents.

Jackson Square Development Priorities  
Urban Design Guidelines and Vision  
Transit-Oriented Development Guidelines  
Jackson Square Air Quality Study  
Boston Transportation Department Transportation / Jackson Square Supplemental Transportation Access Plan Guidelines

These documents are available to the public at the Boston Redevelopment Authority and will be incorporated into a Request for Proposals (RFP) that will be issued in 2004 for publicly owned land in Jackson Square.

The development vision for publicly owned land in Jackson Square encompasses a broad, and interconnected set of development goals. These goals are intended to respond to current and expanding needs of residents and community groups in the Roxbury and Jamaica Plain neighborhoods.

Three of the priority uses for development that emerged from the charrette visioning process, documented in "Putting Together the Pieces" are:

Develop high-quality, sustainable, permanently affordable housing for families  
Develop a new multigenerational youth and community center with an emphasis on educational and recreational programming for youth and their families  
Develop new small and medium scale commercial uses including retail and offices (including affordable space for non-profits) with rent and ownership structures accessible to community members and non-profit organizations

Other general priorities that should be incorporated into any development are:

Expand and improve green space  
Promote development that does not encourage additional automobile traffic in the area by improving public transit to and within the area, and by developing streetscape changes and site plans that help to calm traffic and ease pedestrian and bicycle access along and across Centre Street, Amory Street and Columbus Avenue  
Facilitate connection and interaction of the Roxbury and Jamaica Plain neighborhoods now separated by Columbus Avenue.

Please Note: The following documents can be obtained at the BRA, 9th floor, Boston City Hall. Contact Person: Ines Soto 617.918.4434.

A. Text Amendment #152, City of Boston Zoning Code, Article 50, Roxbury Neighborhood District Zoning, is available online at [www.cityofboston.gov/bra/PDF/ZoningCode/Article50.pdf](http://www.cityofboston.gov/bra/PDF/ZoningCode/Article50.pdf) or can be obtained at the BRA, 9th floor, Boston City Hall.

B. Article 80 of the Boston Zoning Code

C. Roxbury Vision Study, April 12, 1989

D. Roxbury Neighborhood Plan, November 27, 1990

E. South End/Lower Roxbury Development Policy Plan, January 1994

F. Crosstown Enigma or Economic Engine published by SNAP, November 1998

G. Conciliation Agreement between South End/ Lower Roxbury Housing & Planning Coalition, the BRA, City of Boston and the U.S. Department of Housing and Urban Development, January 16, 2001