

# PLAN

## Dudley Square

Public Process  
Overview & Guidelines  
for Future Development





# Mayor's Letter

---

Dear neighbor,

Boston is experiencing an unprecedented period of growth with more than 700,000 residents expected to live here by the year 2030. While this growth holds great promise to improve the quality of life for all Bostonians by enhancing our economy and investing in our neighborhoods, the building boom underway today hasn't touched each of our neighborhoods equally.

In Roxbury's Dudley Square, many publicly and privately owned parcels still sit vacant, offering little benefit to Roxbury's residents. We launched PLAN: Dudley Square three years ago to determine if the publicly-owned vacant land in Dudley Square could be put to better use, and how redevelopment could improve the quality of life of residents of Roxbury.

Using Imagine Boston 2030 as a foundation, today we have community planning underway across the City to ensure this growth is well-coordinated and prioritizes both equity and inclusivity.

After a comprehensive community engagement process, we are pleased to release our report for PLAN: Dudley Square. The guidelines outlined in this document will serve as a framework for future development projects, public realm improvements and capital investments in the area.

Since the launch of PLAN: Dudley Square, we have met with a diverse array of stakeholders, including residents, business owners and neighborhood organizations, to help us envision the future of Dudley Square. We have hosted well-attended community workshops and walking tours of the neighborhood. We heard first-hand about the need for, among other things, affordable housing, job training and creation, and an enhanced civic and cultural environment.

PLAN: Dudley Square prioritizes the use of public land for public good. Throughout the community process, we solicited feedback to help guide the Request for Proposals (RFPs) for publicly-owned vacant parcels in Dudley Square. Already, RFPs that incorporate this language have been issued for four Department of Neighborhood Development owned parcels, with four more Boston Planning & Development Agency owned parcels to follow. We listened to the community, and want these opportunities for development to benefit people of color, women, and the businesses they own. To address this, the RFPs ask respondents to set forth a Diversity and Inclusion Plan, as well as plans to mitigate displacement from development. This criteria is now included in all RFPs for public land across the City.

PLAN: Dudley Square builds on the work set out by the Roxbury Strategic Master Plan in 1999 and continued by the Dudley Square Vision Project in 2007. We are grateful to the Roxbury Strategic Master Plan Oversight Committee who served as the Advisory Group throughout the PLAN: Dudley Square process.

For the past three years, we have sought robust community engagement and intense collaboration between city departments, a reflection of shared ownership in our collective future. To everyone who played a role in shaping this effort, we thank you for your thoughtful involvement and look forward to working together to implement our shared vision.

Sincerely,



Mayor Martin J. Walsh

# Acknowledgments

---

*PLAN: Dudley Square is the result of a collaborative effort between dedicated members of the community, Roxbury Strategic Master Plan Oversight Committee, planning enthusiasts, and an Interdepartmental Working Group that represented City and State departments. This process would not be possible without the generous contribution of time and insight by these participants.*

---

## **Roxbury Strategic Master Plan Oversight**

### **Committee Members**

Beverly Adams-Vandingham

True-See Allah

Valeda Britton

Bing Broderick

Michael Curry

Frederick Fairfield

Tony Hernandez

Felicia Jacques

Dorothea Jones

Jorge Martinez

Marzuq Muhammad

Charlotte Nelson

Norman Stenbridge

Susan Sullivan

Frank Williams

## **Boston Planning & Development Agency**

### **Board Members**

Timothy J. Burke, *Chairman*

Carol Downs, *Treasurer*

Michael P. Monahan, *Member*

Dr. Theodore C. Landsmark, *Member*

Priscilla Rojas, *Vice Chair*

## **Boston Planning & Development Agency**

Brian Golden, *Director*

Sara Myerson, *Former Director of Planning*

Lauren Shurtleff, *Interim Director of Planning/Deputy Director for Downtown & Neighborhood Planning*

### **Lead Project Team**

Viktorija Abolina, *Assistant Deputy Director for Neighborhood Planning*

Tim Davis, *Housing Policy Manager*

Jeong-Jun Ju, *Urban Designer*

Prataap Patrose, *Senior Adviser for Long Term Planning*

Lillian Mensah, *Planner I*

Victoria Phillips, *Planning Assistant*

Devin Quirk, *Director of Real Estate*

Müge Ündemir, *Senior Planner I*

Dana Whiteside, *Deputy Director for Community Economic Development*

Donald Wright, *Deputy Director Real Estate Management and Sales, Department of Neighborhood Development*

### **Other Team Members**

Chris Busch, *Senior Waterfront Planner*

Michael Christopher, *Deputy Director for Development Review/Government Affairs*

John Dalzell, *Senior Architect for Sustainable Development*

Cynthia Dorta-Quiñones, *Former Urban Designer*

James Fitzgerald, *Senior Manager Transportation & Infrastructure Planning*

Andrew Grace, *Director of Strategic & Economic Development*

Phillip Hu, *Planner II*

Miriam Keller, *Former Planning Intern*

Christina Kim, *Research Manager*

Jonathan Lee, *Deputy Director of Research*

Bonnie McGilpin, *Director of Communications*

Mark McGonagle, *Community Affairs Liaison*

Lara Merida, *Former Deputy Director for Community Planning*

Hugues Monestime, *Former Senior Planner III*

Cecilia Nardi, *Former Planner I*

Gina Physis, *Former Digital Media Specialist*

Reay Pannesi, *Senior Manager for Disposition Services*

Marybeth Pyles, *Former Senior Land Use Counsel*

Ted Schwartzberg, *Senior Planner I*

Courtney Sharpe, *Former Senior Planner I*

Allyson Quinn, *Former Special Assistant for Regulatory Reform*  
Kenya Thompson, *Landscape Architect/Urban Designer*  
Jill Zick, *Landscape Architect*  
Alla Ziskin, *GIS Specialist*

### **Mayor's Cabinet Members**

John Barros, *Chief of Economic Development*  
Christopher Cook, *Chief of Environment, Energy & Open Space*  
Julie Burros, *Former Chief of Arts and Culture*  
Kara Elliott-Ortega, *Chief of Arts and Culture*  
Sheila Dillon, *Chief of Housing & Neighborhood Development*  
Joyce Linehan, *Chief of Policy*  
Marty Martinez, *Chief of Health & Human Services*  
Chris Osgood, *Chief of Streets, Transportation & Sanitation*  
Jerome Smith, *Chief of Civic Engagement*

### **Interdepartmental Working Group**

**Arts & Culture**  
Karin Goodfellow

**Boston Housing Authority**  
Kate Bennett

**Boston Landmarks Commission**  
Rosanne Foley

**Boston Public Health Commission**  
Triniese Polk, Gerry Thomas

**Boston Transportation Department**  
Vineet Gupta, Pat Hoey

**Boston Water and Sewer Commission**  
John Sullivan

**Department of Environment**  
Maura Zlody

**Department of Neighborhood Development**  
Joseph Backer, Jessica Boatright, John Feuerbach,  
Eva Jermyrn, Jay Lee

**Disabilities Commission**  
Kristin McCosh, Sarah Leung

**Age Strong Boston**  
Andrea Burns

**Housing iLab**  
Sabrina Dorsainvil, Susan Nguyen, Marcy Ostberg

**Inspectional Services Department**  
Tonya Robinson

**MassDOT & MBTA**  
Mark Boyle, Tom Cox, Melissa Dullea, Peter Paravalos

**Mayor's Office of Economic Development**  
Abby Furey, Meghan Haggerty, Lauren Jones,  
Adalberto Teixeira, Joshua Mcfadden

**Mayor's Office of Neighborhood Services**  
Jessica Thomas

**Office of Fair Housing and Equity**  
Joann Cox

**Office of Immigrant Advancement**  
Courtney Snegroff, Alejandra St. Guillen

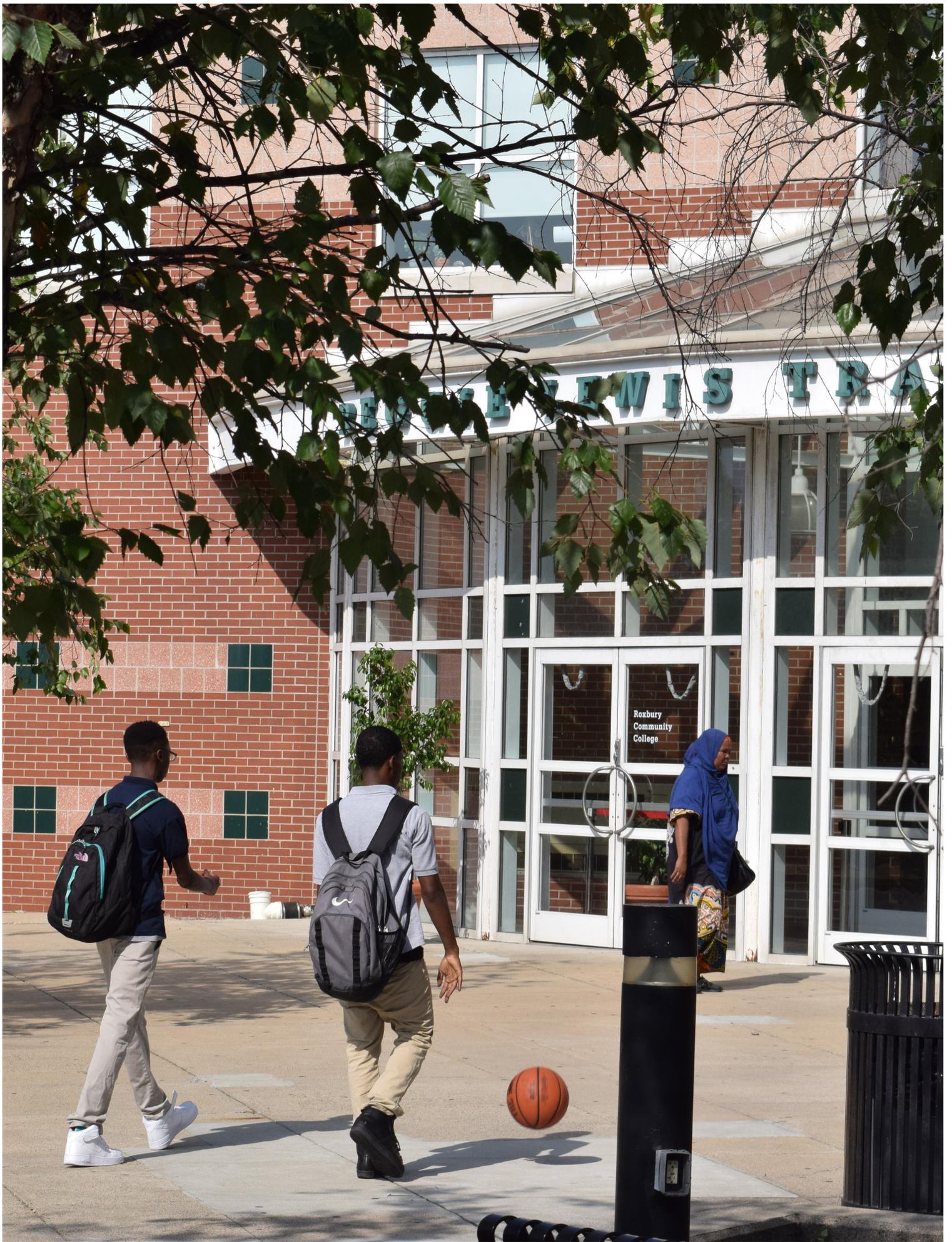
**Parks & Recreation**  
Aldo Ghirin

**Public Works Department**  
Eric Prentis

**Elected Officials**  
Councilor Annissa Essaibi George  
Councilor Michael Flaherty  
Councilor Kim Janey  
Councilor Matt O'Malley  
Councilor Althea Garrison  
Councilor Michelle Wu  
State Representative Chynah Tyler  
State Senator Sonia Chang-Diaz

**Economic Development Consultant**  
Next Street Financial, LLC

**Special Thanks**  
Bruce C. Bolling Municipal Building  
Boston Public Library -- Dudley Branch  
Boys & Girls Club -- Yawkey Club of Roxbury  
Boston Water & Sewer Commission



LEWIS TRA

Roxbury  
Community  
College

# Table of Contents

---

01	<b>Executive Summary</b>
07	<b>Planning Context</b>
	History
	People and Place
15	<b>Community Planning Process</b>
	Engagement
	Workshop Themes and Desires
29	<b>Framework</b>
	Housing Overview
	Jobs and Economic Development
	Sustainability
	District level Transportation
	Urban Design
55	<b>Next Steps</b>

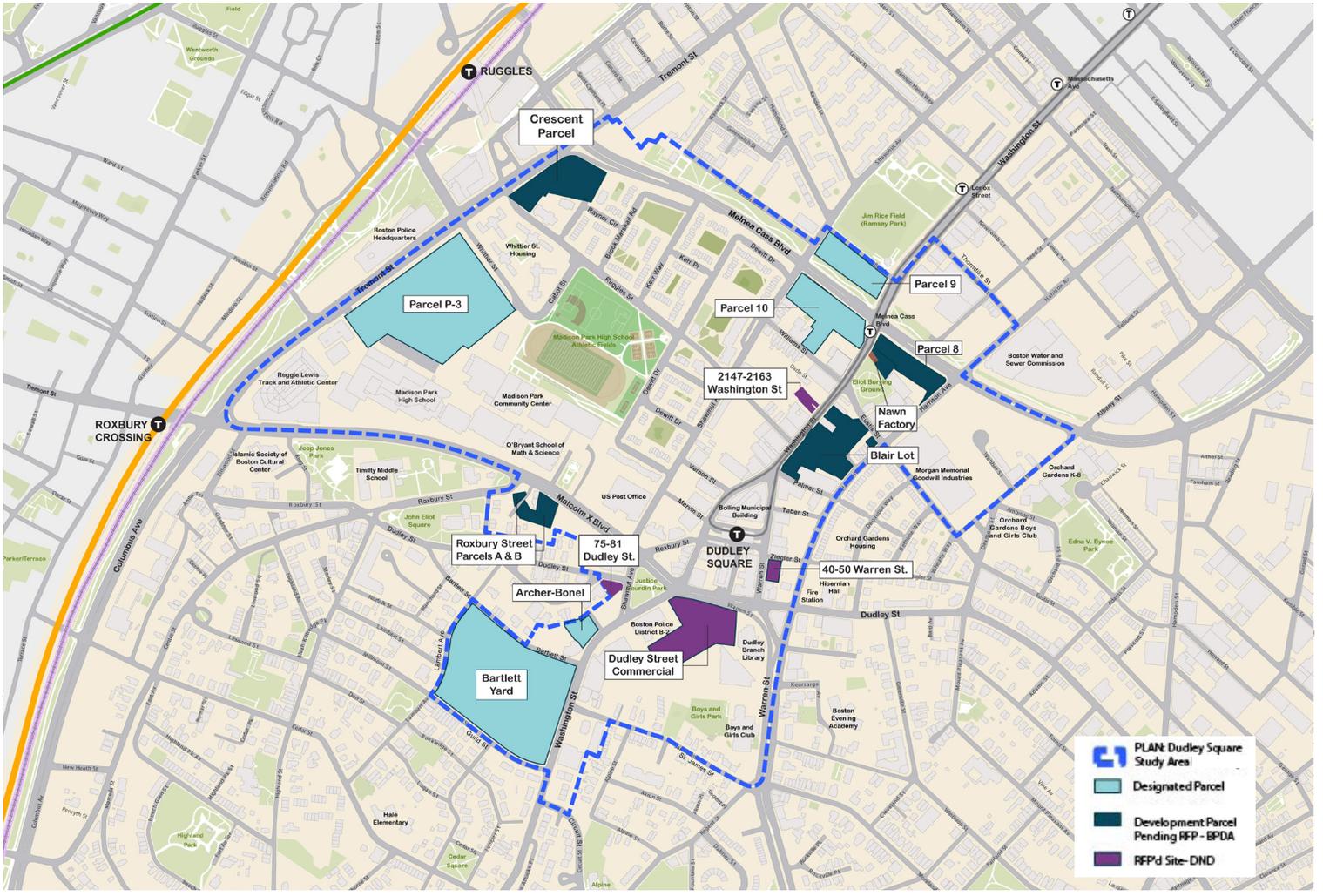
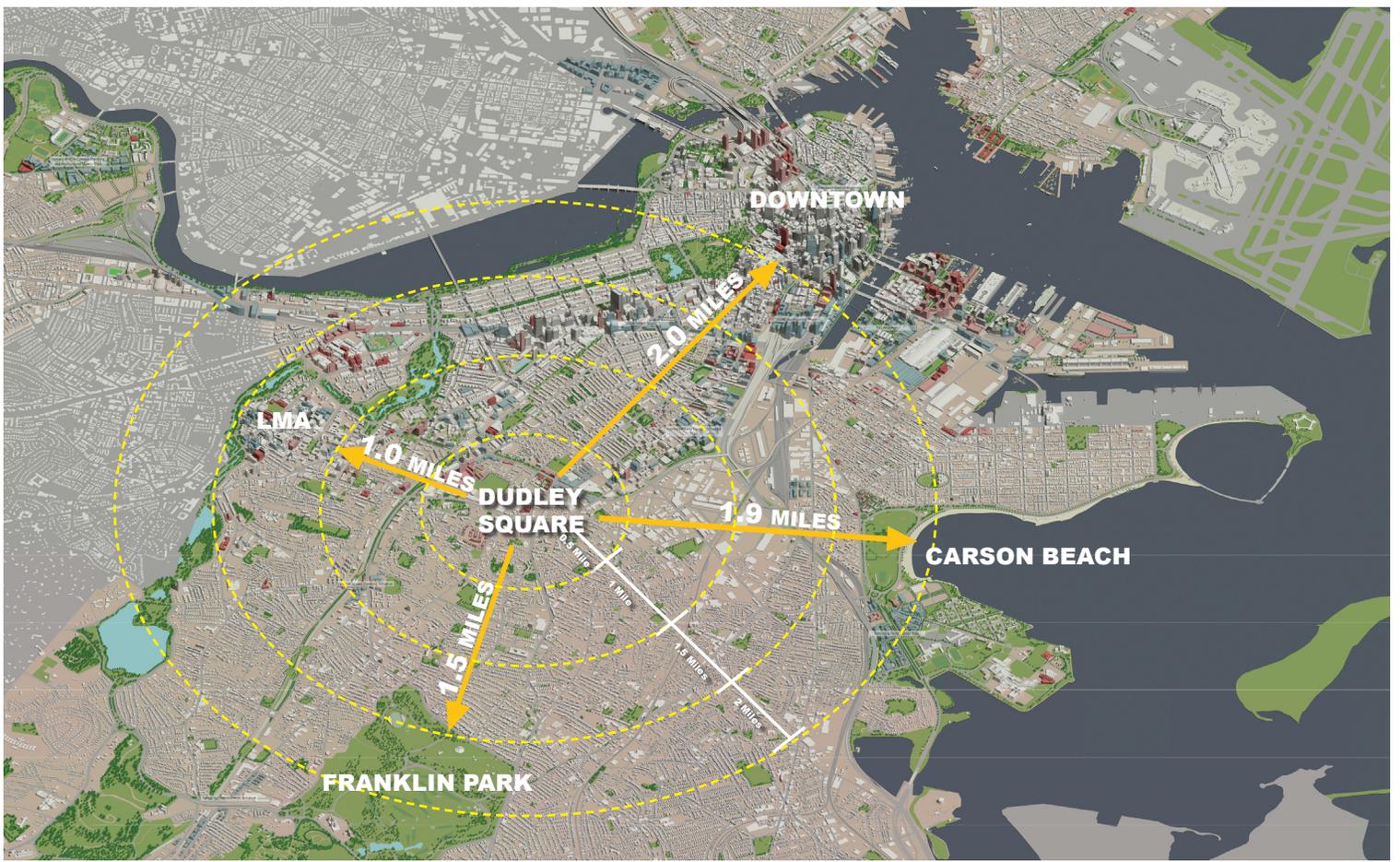


# 01

---

## Chapter 01 | Executive Summary

3 Why PLAN: Dudley Square



# Executive Summary

---

*The PLAN: Dudley Square process seeks to: revisit the original goals of the Roxbury Strategic Master Plan; reassess neighborhood needs and changes in the real estate market; and incorporate these community goals into the Requests for Proposals (RFPs) for publicly-owned vacant land in Dudley Square. This document describes the two year community engagement process that resulted in the release of four RFPs and will inform the subsequent release of future RFPs for publicly-owned vacant land in Dudley Square.*

---

## **Why PLAN Dudley Square?**

Boston is currently in the middle of an unprecedented construction boom. In 2017, 3,752 new housing units were completed (Housing a Changing City, 2017 Update pg 2) and many more are continuing to be built throughout the City. While many of these units are being built in new and existing neighborhoods along Boston's waterfront, evidence of this growth can also be seen in parts of Roxbury, whether you enter from Washington Street in Jamaica Plain, Tremont Street from Mission Hill, or Harrison Avenue from the South End. However, upon entering Dudley Square, the impact of new development seems to diminish and large publicly-owned parcels of land sit vacant. Dudley Square seemingly sits in defiance of the dual contexts that it is situated in - the well-established surrounding neighborhood of Roxbury and the booming economy of the city as a whole.

Given current demand for jobs and housing, a series of questions needed to be answered. Can this publicly-owned vacant land be put to better use? How and to what extent are Roxbury residents experiencing the rewards associated with Boston's current period of growth? Can opportunities created by new development effectively mitigate the risk of residential and commercial displacement? How does Dudley Square's relationship to Boston's economic boom fit within the historical context and collective

determination to improve quality of life in this neighborhood? Needing to address these, and other, timely questions, PLAN: Dudley Square was launched in 2016.

PLAN: Dudley Square was a 2-year long community public process that was developed in order to solicit community input to guide the Requests for Proposals (RFPs) for publicly-owned vacant parcels in Dudley Square. It builds on the work begun by the Roxbury Strategic Master Plan (RSMP) in 1999 and continued later by the Dudley Square Vision Project in 2007. The RSMP, which concluded in 2004, reflected three years of community planning with the leadership and support of the Roxbury Neighborhood Council (RNC), the Roxbury Community Working Group, and many other neighborhood organizations. The vision set out by the RSMP was "framed by the community's articulation of a core set of values established to guide the community planning process" and to that end, recommended the creation of the Roxbury Strategic Master Plan Oversight Committee (RSMPOC). The RSMPOC served as the Advisory Group to the BPDA and City throughout the PLAN: Dudley Square process.

As noted in the RSMP, "The Roxbury Strategic Master Plan recognizes the neighborhood's enormous

---

*Figure 1: Left Top- Dudley Square proximity to city.*

*Figure 2: Opposite Bottom- PLAN: Dudley Square parcel map.*



potential resources and assets, including: its prime location in the city; 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.” Building upon the previous statement, PLAN: Dudley Square serves as an update to the development goals and strategies as it relates to the Dudley Square area. Using the existing RSMP as a basis, this planning effort updated the road map for comprehensive development opportunities and a streamlined implementation plan for publicly-owned (City/BPDA/State) parcels in Dudley Square. More specifically, PLAN: Dudley Square focused on examining:

- existing socio-economic conditions
- the zoning and development pipeline
- economic and housing feasibility
- transportation and infrastructure improvements
- and urban design and development scenarios

In July 2018, after 21 community workshops and multiple revision and comment periods, four RFPs were released for four publicly-owned parcels in Dudley Square. This document describes the two year community planning process leading up to this release, covering the main themes of feedback collected from residents. It also serves to inform future development in Dudley Square.

---

*Figure 3: Above- Opened in 2015, The Bruce C. Bolling Municipal Building is a mixed-use office building.*

*Figure 4: Right Top- Community members gather at a PLAN: Dudley Square Walking Tour.*

*Figure 5: Right Bottom- PLAN: Dudley Square Open House.*





# 02

## Chapter 02 | Planning Context

9 History

12 People and Place



# History and Demographics

---

*The history of Dudley Square and the people of Dudley Square and Roxbury, have all informed the community planning process and the subsequent outcomes in the Request for Proposals for public land. It is imperative that the historic dynamics that once existed in Dudley Square, and those that are still present today, be recognized throughout, and help to inform, the process of both planning and development in Roxbury and Dudley Square.*

---

## History

The following section offers a condensed introduction to the history of Roxbury. It does not address all aspects of Roxbury's history and should not be taken as a complete timeline of events in Roxbury.

Roxbury, a place that was once characterized by its gentle topography, readily available building stone (puddingstone), and ample supply of fresh water provided by the Stony Brook, was annexed by the City of Boston in the 1860s. The City of Boston, however, was not the first to discover the area - the resources that characterized Roxbury drew many diverse communities to it - from the earliest known settlement of Algonquins, to the residents that inhabited the neighborhood over the 19th and through the 21st centuries. Its location at the geographic center of Boston lent to the growth of the neighborhood, its landmark buildings and its development as an early streetcar suburb of Boston.

Dudley Square and the surrounding neighborhood have long been home to immigrant groups. The first wave of immigrants following the colonization were Irish immigrants escaping famine. They settled primarily along Dudley Street and nearby Mission Hill. German immigrants were also present, leaving

a legacy of nearby breweries, with over 25 breweries located within a mile of Roxbury Crossing. Jewish immigrants also established a large and thriving community in Roxbury and surrounding neighborhoods, such as Mattapan. Following World War II, the mass migration of African-Americans and an influx of Caribbean immigrants made Roxbury the center of African-American and Black culture in Boston. By the 1960s, the once predominantly White neighborhood had become predominantly Black.

The 19th and 20th centuries brought suburbanization and substantial commercial & residential development to the neighborhood. Farmland gave way to mills and tanneries, which then gave way to other industries, including breweries, piano makers, iron foundries, and rubber makers. By 1901, an elevated rail terminal connected Dudley Square to downtown Boston. Hotels, department stores, theatres, and banks flocked to the area, anchored by the Ferdinand Building, once the largest furniture retailer in New England. By the 1920s, Bostonians referred to the neighborhood as "the other downtown". Since early in the neighborhood's history, Dudley Square operated as Roxbury's commercial center.

---

*Figure 6: Left- Warren and Harrison Ave. with the construction of the Prudential Center in background, circa 1960s.*



Dudley's thriving economy, however, began to decline as a result of policies such as redlining and urban renewal, and from transportation-based decisions, such as the I-95 extension and the subsequent relocation of the elevated transit line a half mile west.

### Redlining

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

### Urban Renewal

Urban renewal was created by Congress under Title I of the Housing act of 1949. It was directed at declining cities by providing federal government funding to repay cities and towns two-thirds of what it cost them to buy and clear blighted areas, while also providing private developers loans to redevelop new buildings.

While the intention of the act was to aid cities and towns in revitalizing areas, it resulted in "slum clearance" and the displacement of, in some cases, entire neighborhoods. In 1957, The Boston Redevelopment Authority (BRA), was created to oversee the implementation of urban renewal in Boston.

Urban Renewal affected Dudley Square and Roxbury in a number of ways. One designated Urban Renewal area was Washington Park. Plans for Washington Park initially covered 186 acres and called for the demolition of 25% of the housing stock, displacing up to 1,500 families (A People's History of the New Boston, p. 25). Leaders in the area were conflicted on what they wanted to see for Washington Park, and criticism of the process mounted as plans became finalized. The Urban Renewal project eventually resulted in more than 1,800 new units of housing being built and more than 4,600 units rehabilitated. The plan, however, did not achieve its goals of residential stability and revitalization. Rather, many residents faced foreclosures and poor management

---

*Figure 7: Above- T Dudley Street lower level, Seaver Street via Humboldt, passengers boarding circa 1949.*

of the shopping center led to vandalism and deterioration.

Urban renewal was not the only federal program attempting to revitalize city centers. The interstate highway program was viewed at that time, as another such opportunity. Through the Defense Interstate Highway Act of 1956, states were awarded funding to build highways, and Massachusetts would use this money to fund the extension of I-95 (the Inner-Belt). The design featured an eight-lane, 400-ft-right-of-way, 10 miles long highway that ran through the neighborhoods of Hyde Park, Jamaica Plain, Roxbury, and the South End. Public hearings began in 1960 and so did the protests.

When residents were made aware of the proposed extension of I-95, they took action to combat the proposal to run a highway through their neighborhoods by coming together to form coalitions and hold protests. The residents' sustained and vigilant community action would eventually lead to the cancellation of the Inner Belt Highway project, but not before large swaths of land were cleared for its proposed construction and both families and businesses in the area were displaced.

The cancellation of the I-95 extension, coupled with the aging infrastructure of the elevated railway, which carried the MBTA Orange Line through Dudley Square to Downtown, resulted in the relocation of the line a half-mile west. In 1987, service was terminated on the elevated line and rapid transit no longer ran along the Washington Street corridor.

While the realignment of the Orange Line did lead to some benefits nearby - the Southwest Corridor multi-use path and the construction of Roxbury Community College and the Reggie Lewis Athletic Center - the reach of these benefits did not always extend to Dudley Square. Reduced access to rapid transit in Dudley Square played a significant role in the stagnation of growth in the area.

Each of these events directly contributed to the disinvestment and deterioration of Dudley Square

as a thriving commercial hub. Since these events, revitalization efforts of Dudley Square and the surrounding neighborhood have continued from both the City and community partners. Some of these past initiatives include the Roxbury Strategic Master Plan, which resulted in the creation of the Roxbury Strategic Master Plan Oversight Committee and a framework to guide change and economic growth in Roxbury; the Dudley Square Vision Project (Dudley Vision), which resulted in the development of the new Area B2 Police Station, the Bolling Building, and ongoing renovations to the Dudley Square Library. Each of these planning efforts, as well as ongoing initiatives across City departments, all work to reinvest in Dudley Square and have directly contributed to and informed the PLAN: Dudley Square initiative.



Figure 8: Ferdinand Building, 1899.

Figure 9: Storefronts along Warren Street looking south, 1960s.

# People and Place

The following is a select summary of supporting demographic data for the study area.

## Population Growth

After several decades of declining population starting in the 1950s, the population of Roxbury grew by 20% from 2000 to 2015, a rate two times faster than the average City of Boston growth (10%) over the same time period.

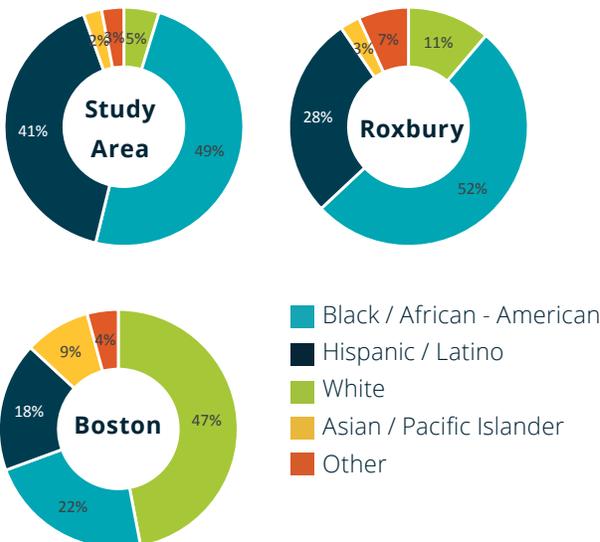
### Number of People (Figure 10)



## Diversity

Roxbury is the nexus of Black and African American culture in the city and throughout the region. In the Dudley Square study area, Black and African American residents represent slightly more than one-half of all residents and Hispanic residents represent another one-third. Nearly one-quarter of all residents are foreign-born, which mirrors the ratio of foreign-born residents city-wide. Neighborhood diversity remains an important community asset.

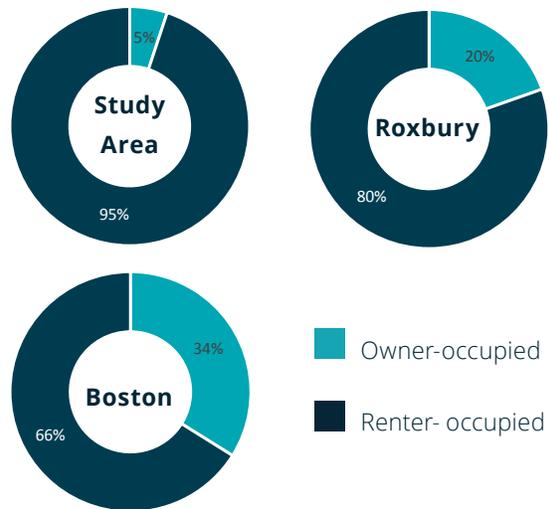
### Race (Figure 11)



## Housing

Dudley Square has a high number of existing, publicly-subsidized, affordable housing, which serves families with low incomes. Throughout the study area the number of owned houses vs. rental is low.

### Occupied Housing (Figure 12)



### Income - Restricted Housing (Figure 13)

**73%** of all existing housing in the Study Area is income-restricted affordable.

**56%** of all existing housing in Roxbury is income-restricted affordable.

### Education and Jobs

Boston's economy is growing, but a majority of new high-paying jobs require highly-educated workers. 40% of the projected 2022 job openings in Boston will require a Bachelor's Degree or higher. Over 80% of workers in Professional and Technical Services, the city's fastest growing sector and one of its highest paying, have a Bachelor's Degree. Traditionally well-paying jobs with fewer educational requirements (e.g., production) account for the smallest share of overall employment.

### Individual Worker Earnings (Figure 14)

<b>\$9,292</b>	<b>\$22,370</b>	<b>\$34,544</b>
<b>Study Area</b>	<b>Roxbury</b>	<b>Boston</b>

### Median Household Income (Figure 15)

<b>\$18,603</b>	<b>\$26,280</b>	<b>\$53,601</b>
<b>Study Area</b>	<b>Roxbury</b>	<b>Boston</b>

### Educational Attainment Level (Figure 16)

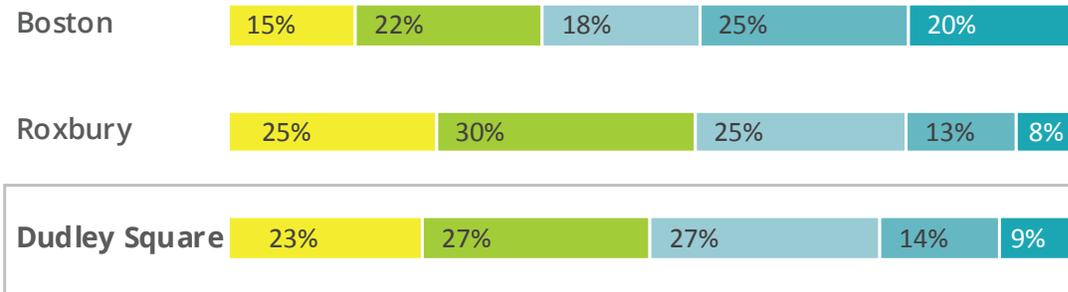


Figure 10: Source- U.S. Census Bureau, 2010 Decennial Census, BPDA Research Division Analysis.

Figure 11: Source- U.S. Census Bureau, 2010-2014 American Community Survey estimates, BPDA Research Division and Housing Policy Analysis.

Figure 12: Source- U.S. Census Bureau, 2010 Decennial Census, BPDA Research Division Analysis.

Figure 13: *ibid.*

Figure 14: Source- U.S. Census Bureau, 2010 Decennial Census, BPDA Research Division Analysis.

Figure 15: *ibid.*

Figure 16: Source- U.S. Census Bureau, 2010 Decennial Census, BPDA Research Division Analysis.



# 03

---

Chapter 03 | Community Planning Process



# Community Planning Process

---

*PLAN: Dudley Square's public engagement was a two-year long process that consisted of workshops, walking tours, community gatherings and meetings in order to share information, establish a vision for the future, and solicit feedback from the community.*

---

## Engagement

Early on in the planning process, it became evident that the typical town hall-style presentations were not furthering the BPDA's goals of increasing participation and understanding throughout the PLAN: Dudley Square process. In response to this, the engagement process was reformatted to encourage information exchange, meaningful community conversations, and critical feedback. One way in which engagement was reconstituted was through facilitated table exercises to foster relationship building with and among attendees while also serving as a way to better connect with residents' local knowledge and perspectives. The activities were designed to elicit feedback and provided the process with a better understanding of community concerns, which would later be incorporated into the plan and RFP development.

Workshops concluded with report-backs that included each table sharing aloud to the group the primary takeaways from their conversations. To provide transparency, the report-backs were transcribed live to allow editing for clarification and later posted on the BPDA website.

For more information on specific workshop content and their report-backs please visit: [bit.ly/PlanDudley](https://bit.ly/PlanDudley)

## Workshop Themes and Neighborhood Desires

An outcome from the community engagement process that became immediately clear was the need to acknowledge the significant disparities that exist between the Roxbury community and the greater City of Boston. Some of the major social and

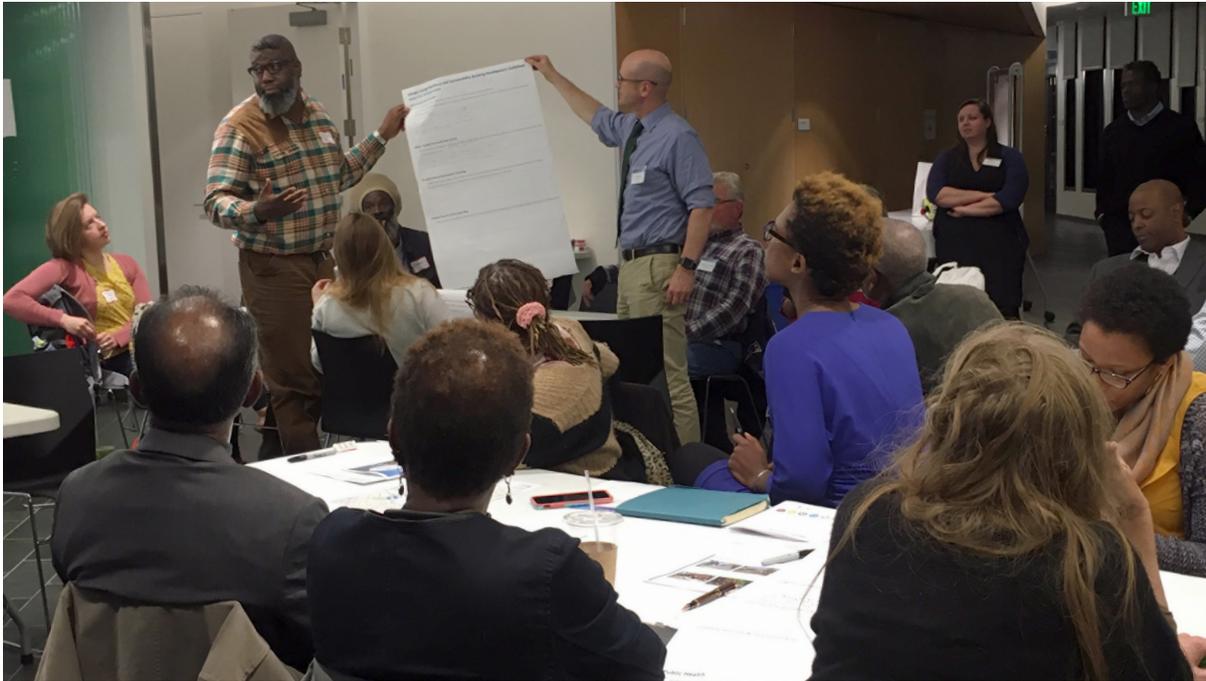
economic disparities, addressed in the previous section, include educational attainment, household income and wealth, housing and homeownership, and health outcomes of residents. Although many of these inequities can only be corrected through larger policy initiatives, many of the critical components that intersect with these disparities were identified by the community and subsequently addressed throughout PLAN: Dudley Square and the resulting RFPs. These components include: housing, economic development, job training, education and employment, cultural identity, neighborhood amenities, transportation, open space, and climate resiliency. The following sections will address each component in more detail.

## Housing

One of the main goals of the 2004 Roxbury Strategic Master Plan (RSMP) was to provide a wider range of housing options for residents of diverse socioeconomic levels and age ranges. At the Roxbury Strategic Master Plan Oversight Committee (RSMPOC) meetings and throughout the PLAN: Dudley Square process it was clear that these desires still resonate with the community today. While varying ideas around housing were voiced, one of the primary concerns that emerged was to prevent displacement and ensure that families who have made the neighborhood their home for generations can afford to stay.

---

*Figure 17: Community members at February 26, 2018 RFP Overview Workshop.*



Many workshop participants also expressed the importance of having housing that fits the needs of everyone. This included a variety of housing types at different sizes and different price levels for people of all ages and family sizes. Participants voiced a desire that the RFPs include housing with a mix of units accessible to low-, moderate-, and middle-income households. Homeownership was articulated as a strong priority, specifically as it increases opportunities for wealth creation among residents and addresses the neighborhood's need for more condominiums over rental apartments. Additionally, rent-to-own models, land trusts, and co-ops were expressed as possible alternative solutions if they may contribute to an increase in affordability.

Throughout the housing exercises, participants also worked to identify specific locations where they would prefer to see housing developed. Potential uses for larger parcels, like Dudley Street Commercial, were identified. More specifically, this site, and sites like it, were highlighted as places where a ground floor retail use, combined with commercial and/or residential above, could serve a dual purpose of housing residents while bringing a larger consumer base to support surrounding businesses.

This example is just one of the many identified opportunities that emerged from workshops and engagement regarding housing.

### **Economic Development**

Throughout the PLAN: Dudley Square planning process, stakeholders shared their visions and ideas for economic development opportunities that would directly benefit the people of Dudley Square and Roxbury. They shared their ideas for providing job training and education, creating new jobs, and attracting diverse employment sectors and new types of commercial uses, all with the goal of growing opportunities for business ownership and wealth creation. Additionally, one of the primary economic development goals from the RSMP, that participants still deemed relevant and essential to the PLAN: Dudley Square initiative was, to “actively promote a sustainable and diverse economy focused on job opportunities and the creation of wealth (pg 4).”

### **Job Creation, Training and Education**

Addressing the community's needs for job creation, job training, and education were identified as key economic development goals essential to the future development of Dudley Square.

## Timeline of PLAN: Dudley Square Engagement Process 2016-2019

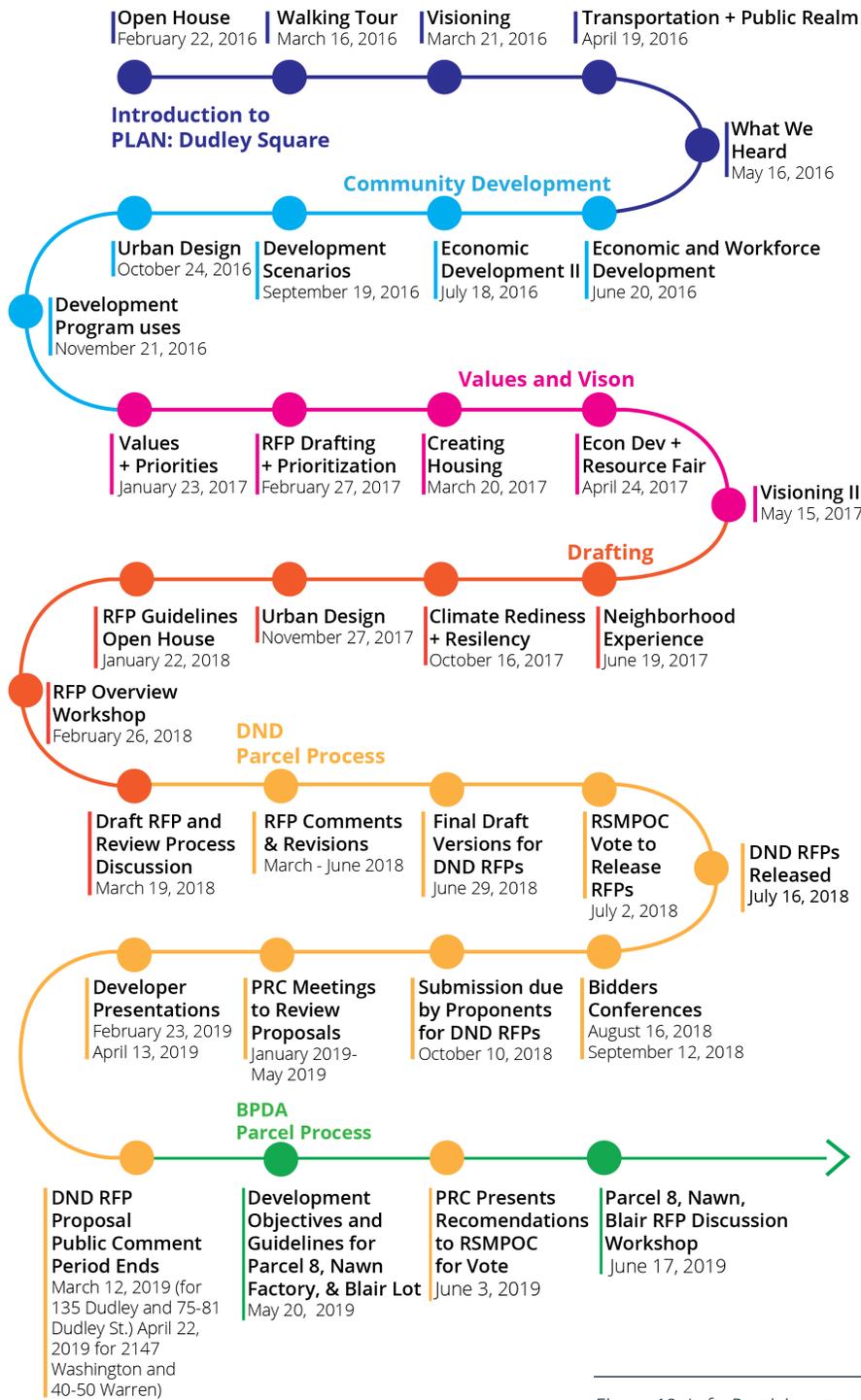


Figure 18: Left- Participants report back to larger group on their table's discussion at October 16, 2017 Workshop.

Figure 19: Above- Engagement process timeline.



Throughout the planning process, participants reiterated that new jobs should be available to, and readily accessible by, current residents of Dudley Square and Roxbury. Furthermore, participants stressed the need to attract jobs that pay livable wages and provide opportunities for career growth and advancement. Participants suggested examples of industries that may be able to offer jobs with these opportunities, including the hospitality industry and biotechnology sector.

One popular idea was to attract new industries with a diversity of job types available at a wide range of experience. Participants expressed a desire to build off of the assets already in Dudley Square, including innovation and new economy uses similar to the Roxbury Innovation Center at the Bruce C. Bolling Municipal Building. Expanding on these kinds of uses were ideas to recruit research and development companies, biotech, incubator spaces, and shared workspaces with an emphasis on creative businesses. Traditional uses were also desired by many, including skilled labor and trade groups, retail, and financial services.

Additionally, workshop participants expressed a desire to link job training and education to the educational assets in the area, including Madison Park Technical Vocational High School and the O'Bryant School of Mathematics and Science, which are both located in Dudley Square. In addition to these high schools, participants noted that there are several universities nearby that could also offer opportunities for collaboration to increase vocational training. One example of this was training for jobs in retrofitting older buildings to be more energy-efficient and developing new buildings that are sustainable. This type of training could then be applied to future development and in the rehabilitation of buildings in the area. Through this type of job training, Roxbury residents would have the opportunity to participate in the growth and redevelopment of their neighborhood while attaining the skills that would increase access to jobs and subsequently wealth in the community.

Figure 20: Above- Map from visioning exercise with comments written on it.

Figure 21: Right- Exercise scan from March 20, 2017 Housing Workshop prioritizing housing choices.

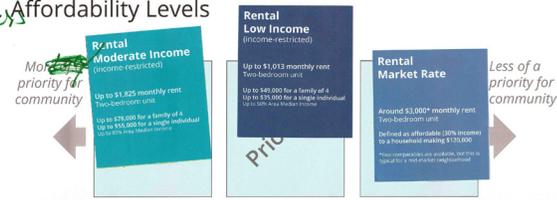
## Homeownership Affordability Levels



Write the group's comments here

Economic growth  
Keep the growth here  
- housing

## Rental Affordability Levels



Write the group's comments here

An economy grows  
- keep mid income here.

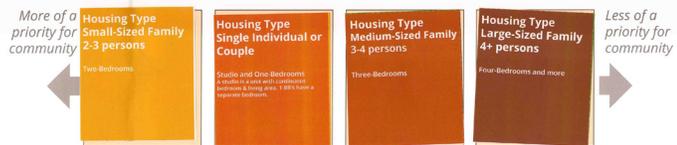
## Homeownership & Rental



Write the group's comments here

low income  
ownership  
- all options: co-ops etc...

## Housing Type



Write the group's comments here

Home ownership

Each of these approaches, ideas, and potential opportunities contributed to the language that appears in the RFPs and aims to connect people to higher paying jobs that create career pathways and increase wealth and income in the neighborhood.

### Arts, Culture, History & Neighborhood Amenities

Both the RSMP and the PLAN: Dudley Square planning process underscored the importance of enhancing civic life and the cultural environment in which residents can participate. Dudley Square has a rich history and preserving the existing culture is an imperative that cannot be understated or overlooked. New development should complement the neighborhood's unique and historic character. Some members of the community expressed that a desirable branding strategy may be to market the district as a "cultural district," highlighting historical and cultural assets while also inviting new ones to join.

One of the historical assets frequently referenced as a site of interest to be preserved is the Nawn Factory at 2030 Washington Street. Preserving the historic factory was emphasized by participants, with suggestions for future uses that included a visitor center and central location for community information. Not only could the building be highlighted as a historic asset, it could be used for multiple purposes.

Participants communicated that there was a need for neighborhood amenities that build on the area's cultural history and assets. These amenities included: a museum, an art gallery, a bookstore, entertainment venues, music spaces such as a jazz club, a performance center, and artist live/work spaces.

Other general amenities discussed include a small grocer offering fresh, healthy options; public spaces where people can gather or play; and local services such as a florist, cobbler, dry cleaner, and a gym or wellness center focused on health. In addition, there was a desire to see the heart of Dudley Square

# PLAN: Dudley Square

Preserve. Enhance. Grow.

Get Involved



## I want ... in this neighborhood.

**Dance Center**  
**Yekeowns**  
**Indoor Playground**  
**Quality JOBS 4 Residents**  
**High Quality Schools**  
**Community 4 Black People**  
**Additional Spaces for Startups**  
**More Affordable Market-rate Housing to avoid displacement**  
**Support of schools**  
**More educational opportunities for kids**  
**No Buildings taller than the Bolling Building**  
**Traffic Management or residential streets, speed up and heavy vehicles like is the norm.**  
**Rapid Transit**  
**A Planning Structure that reflects the people you accept FOR**  
**Great Design with a Strong Moral Compass**  
**Restaurants Open During Dinner Hours**  
**Real Affordable Housing for Residents Paying 70-80% of their income not on rent is what we need**  
**More Places to Study, Read Poetry, Community Space**  
**Support for local + creative biz**  
**Remove Segregated Increase Access to Capital**  
**More Lead Trust**  
**Identify/height to house existing population identify better transit to support growth**  
**Construction Support for small local artists + artists**  
**Live music all ages**  
**Walking tours of historic areas...**  
**Historic Trail like the Freedom Trail**  
**Better Utilization of Existing Parks & Open Space**  
**Historic Trail like the Freedom Trail**  
**Housing Opportunities for All**  
**Better Transportation options (bikes, walking, transit, car, better bus)**  
**Cleaner Streets less signs stores**  
**Positive Billboards w/ Justice Messaging**  
**Support for small businesses in neighborhood**  
**More community benefits**  
**Restaurants Open During Dinner Hours**  
**Real Affordable Housing for Residents Paying 70-80% of their income not on rent is what we need**  
**More Places to Study, Read Poetry, Community Space**  
**Support for local + creative biz**  
**Remove Segregated Increase Access to Capital**  
**More Lead Trust**  
**Identify/height to house existing population identify better transit to support growth**  
**Construction Support for small local artists + artists**  
**Live music all ages**  
**Walking tours of historic areas...**  
**Historic Trail like the Freedom Trail**  
**Better Utilization of Existing Parks & Open Space**  
**Historic Trail like the Freedom Trail**  
**Housing Opportunities for All**  
**Better Transportation options (bikes, walking, transit, car, better bus)**  
**Cleaner Streets less signs stores**  
**Positive Billboards w/ Justice Messaging**  
**Support for small businesses in neighborhood**  
**More community benefits**  
**Restaurants Open During Dinner Hours**  
**Real Affordable Housing for Residents Paying 70-80% of their income not on rent is what we need**  
**More Places to Study, Read Poetry, Community Space**  
**Support for local + creative biz**  
**Remove Segregated Increase Access to Capital**  
**More Lead Trust**  
**Identify/height to house existing population identify better transit to support growth**

## How has your vision for this area changed in the past 20 years?

**PLEASE HELP US LEARN MORE BY SHARING YOUR ANSWERS HERE**  
**Taco Bell**  
**RESTAURANTS OPEN AFTER 8 PM**  
**Loss of Affordable housing, rental + sales**  
**Fear for Community integrity**  
**NOT TO meet MORE PEOPLE LIVING HERE**  
**Safe comfortable Place outdoor concerts**  
**Film**  
**Job producing industry permanent job**  
**20 years ago the old buildings were 80% vacant**  
**20 years ago the housing was more affordable**  
**Healthier Food options**  
**More excellent preservation like Bruce Bolling**  
**Preservation of historical buildings eg the Whitten House**  
**International Middle Eastern Mediterranean retail chains eg. Subway, Dunkin' Donuts, Chipotle.**  
**I will be here living w/ my family in a Grand Blvd District named Dudley**  
**A lot of Dudley so has changed for the better**  
**Night restrictions on buildings**  
**Visions has not changed what happen to the Side-Walk - Esteries around the Balling Bldg?**  
**Remainder more work to be done**  
**More people living here**  
**Not to meet more people living here**  
**Support for local + creative biz**  
**Support for small businesses in neighborhood**  
**More community benefits**  
**Restaurants Open During Dinner Hours**  
**Real Affordable Housing for Residents Paying 70-80% of their income not on rent is what we need**  
**More Places to Study, Read Poetry, Community Space**  
**Support for local + creative biz**  
**Remove Segregated Increase Access to Capital**  
**More Lead Trust**  
**Identify/height to house existing population identify better transit to support growth**  
**Construction Support for small local artists + artists**  
**Live music all ages**  
**Walking tours of historic areas...**  
**Historic Trail like the Freedom Trail**  
**Better Utilization of Existing Parks & Open Space**  
**Historic Trail like the Freedom Trail**  
**Housing Opportunities for All**  
**Better Transportation options (bikes, walking, transit, car, better bus)**  
**Cleaner Streets less signs stores**  
**Positive Billboards w/ Justice Messaging**  
**Support for small businesses in neighborhood**  
**More community benefits**  
**Restaurants Open During Dinner Hours**  
**Real Affordable Housing for Residents Paying 70-80% of their income not on rent is what we need**  
**More Places to Study, Read Poetry, Community Space**  
**Support for local + creative biz**  
**Remove Segregated Increase Access to Capital**  
**More Lead Trust**  
**Identify/height to house existing population identify better transit to support growth**

populated with sit-down dining and entertainment establishments to enliven the district in the evening.

### Transportation

In the RSMP, the overall goal identified regarding transportation was to “provide a safe and convenient pedestrian, public transit and automobile transportation network (pg 4).” Throughout the PLAN: Dudley Square process, we heard that this goal may not have been fully realized since the RSMP was released.

Overall, participants of the PLAN: Dudley Square workshops expressed a desire to see Dudley Square better connected to the neighborhoods directly surrounding it, as well as improved connections to local and regional transportation networks. Specifically, community members highlighted the fact that Ruggles Station and Dudley Square felt distant and disconnected from one another, even though they are less than a mile apart. Providing more cohesion to the public realm between Dudley Square and Ruggles Station is an important objective of future development. Additionally, community members emphasized the need to improve connections to regional destinations via street networks and public transit.

Improved bicycle and pedestrian connections were identified as a priority for getting around and connecting to neighborhood destinations, such as nearby parks and open space. A key way to achieve better accommodations is through the implementation of the City’s “Complete Streets” program throughout the area. Community members shared their desire to see a more robust network of bicycle accommodations in and around Dudley Square, especially on Ruggles Street, along Melnea Cass Boulevard, and on Malcolm X Boulevard. In addition to the cycling network, residents suggested adding more strategically located Bluebikes locations, such as at Dudley Station, in order to serve as a greater utility to the residents and the neighborhood.

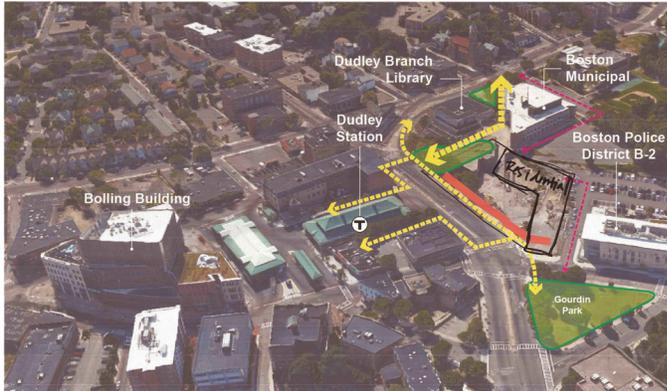
Many community members expressed a desire to reduce the amount of driving in the area to encourage a greater use of public transit. However,



Figure 22: Left- Board scan from February 22, 2016 Open House  
Figure 23: Right- Community members participating in small group discussions at various workshops.

# DUDLEY COMMERCIAL SITE

## Street Wall Concept



### Notes:

- Historic & cultural context of Roxbury → maintain this through development
- Seating, street furniture, passive spaces
- Systems of open space → include park behind B2 & CowA house  
↳ connectivity of open spaces, network of all green spaces
- Relationship of new development to existing uses & parking needs
- Overall parking strategy & clear guidelines if parking is not on site

*W.K. 2022*

Lot Area: 70,000 SF (1.6 acres)  
Zoning: Dudley Square Economic Development Area,  
55 feet height, 2.0 FAR

**HOUSING** **Single Use: Residential**  
Driver: 140 Units of Mixed-Income Housing  
Subsidized Use: 15,000 SF Ground-Level Retail  
Jobs: 30-50 Jobs

**RETAIL**

6 Stories Residential (75)

**OFFICE** **Single Use: Office**  
Driver: 175,000 SF Corporate Office  
Subsidized Use: 25,000 SF Incubator Use  
Jobs: 100 Incubator Jobs (+700 Corporate Jobs)

**INCUBATOR**

5 Stories Office (80)

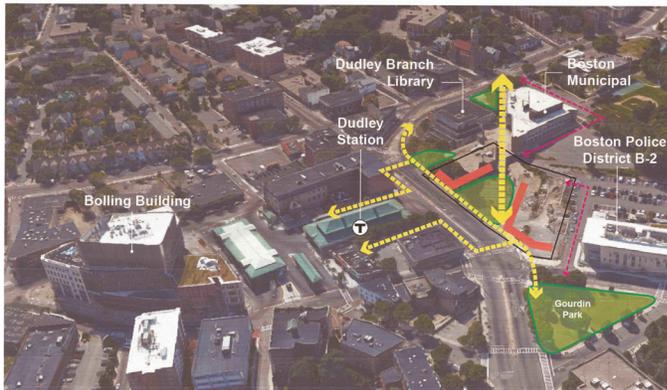
**HOUSING** + **OFFICE** **Mixed Use: Residential + Office**  
Driver: 140 Units of Mixed-Income Housing + 175,000 SF Corporate Office  
Subsidized Use: 15,000 SF Ground-Level Retail + 25,000 SF Incubator Use  
Jobs: 30-50 Jobs + 100 Incubator Jobs (+700 Corporate Jobs)

**RETAIL** **INCUBATOR**

11 Stories Residential (125) 7 Stories Office (125)

# DUDLEY COMMERCIAL SITE

## Central Plaza Concept



### Notes:

- Public Space - think inside similar to Bolling Bldg is walkable
- Integrate some space around B2 to Library, Park, ledge walkway,
- How does this plan incorporate family planning - daycare, playground, retail, cultural events
- Community building, lighting
- Discussion of more eyes on park set off the transit & steelability across the street
- Mix of income housing
- Central Elder services
- Feels appropriate size
- design excellence

Lot Area: 70,000 SF (1.6 acres)  
Zoning: Dudley Square Economic Development Area,  
55 feet height, 2.0 FAR

**HOUSING** **Single Use: Residential**  
Driver: 140 Units of Mixed-Income Housing  
Subsidized Use: 15,000 SF Ground-Level Retail  
Jobs: 30-50 Jobs

**RETAIL**

6 Stories Residential (75)

**OFFICE** **Single Use: Office**  
Driver: 175,000 SF Corporate Office  
Subsidized Use: 25,000 SF Incubator Use  
Jobs: 100 Incubator Jobs (+700 Corporate Jobs)

**INCUBATOR**

5 Stories Office (80)

**HOUSING** + **OFFICE** **Mixed Use: Residential + Office**  
Driver: 140 Units of Mixed-Income Housing + 175,000 SF Corporate Office  
Subsidized Use: 15,000 SF Ground-Level Retail + 25,000 SF Incubator Use  
Jobs: 30-50 Jobs + 100 Incubator Jobs (+700 Corporate Jobs)

**RETAIL** **INCUBATOR**

12 Stories Residential (135) 7 Stories Office (125)

many stakeholders would also like to ensure that there is adequate parking in Dudley Square for those visiting existing retail shops and as new development comes to the area and the population of the Square grows.

The transportation goals reviewed through workshops and addressed in the RSMP all address the district-wide aspirations for a safe and convenient transportation network to connect Dudley Square to Roxbury and beyond. Some of the ways in which this is currently being achieved are through ongoing transportation improvement projects.

### **Open Space and Resilient Neighborhood**

In the RSMP, one of the main goals was to “create a public realm that is comfortable, lively and safe that reflects the unique physical and social character of the neighborhood (Pg 4).” Residents at PLAN: Dudley Square workshops believed that this was still a relevant goal and shared their priorities on improvements to the public realm and open space resources.

Workshop attendees communicated an eagerness to see mixed-use public spaces that fostered interaction and encouraged an 18-hour-day filled with activity. To facilitate a pedestrian-friendly environment, community members suggested that future projects incorporate public realm improvements including landscaping, street trees, benches, lighting, wide sidewalks, and signage. Opportunities to incorporate the history of Dudley Square through historical markers or wayfinding was also encouraged. Additionally, many participants were interested in seeing public art incorporated into new development projects, which would both emphasize the history, culture, and community of Roxbury.

Beyond ideas about improvement to the overall quality of the public realm, workshop participants also voiced their preferences around an open space

strategy. Some ideas included enhancing Gourdin Park, creating more safe spaces similar to Serenity Park, and better integrating the recreation facilities at Madison Park High School as a community asset. In addition, as new development is proposed, community members prioritized having open space and public realm improvements integrated into new projects that connect to the wider network in Dudley Square and Roxbury.

Additionally, community members discussed the necessity of climate readiness and resiliency in the neighborhood. More specifically, how to reduce the urban heat island effect in Dudley Square. A variety of other topics that were addressed included, greenhouse gas reduction, healthy and efficient green buildings, stormwater flooding, and public health.

### **Urban Design**

The RSMP outlined a vast number of community-wide urban design recommendations, some of which continued to resonate with residents of Roxbury. While there were two workshops dedicated to urban design, throughout all of the workshops participants addressed recommendations from the RSMP and shared ideas related to the physical vision of the district as it grows.

During the urban design workshops, broad area-wide principles were presented that included: activating the public realm, enhancing connectivity, providing quality building design and proper building form. The Dudley Commercial site (135 Dudley Street), one of the largest public parcels, was used as an example to discuss these urban design principles in detail. Two scenarios were presented to participants; the central plaza concept, which included massing on either side of a plaza or the street wall concept. Participants then identified pros and cons of both concepts, ultimately preferring a hybrid of the two. This hybridized version included a larger open space integrated with the

---

*Figure 24: Left Top- Street Wall Concept with participant comments. Bottom- Central Plaza Concept with participant comments.*

**My Comment is about:**

Topic:

Housing  Community Benefits  Jobs  Parking/Traffic

Sustainable Development  Urban Design  Other: \_\_\_\_\_

Comment:

Rent-to-own should not be  
but a requirement for many pro  
is a great anti-displacement and  
strategy.

**My Edit is for:**

Parcel:

2147-2163 Washington  Dudley Commercial  
 75-81 Dudley Street  40-50 Warren

Type of Edit:

Page specific edit: \_\_\_\_\_  General comment  Other: \_\_\_\_\_

Edit: Roof top garden for use by residents  
and commercial tenants

Max of 4-5 stories to align w/ neighboring  
buildings

design  
ing

**My Comment is about:**

Topic:

Housing  Community Benefits  Jobs  Parking/Traffic

Sustainable Development  Urban Design  Other: \_\_\_\_\_

Comment:

less sub housing more at  
owners'  
In vest

**My Edit is for:**

Parcel:

2147-2163 Washington  Dudley Commercial  
 75-81 Dudley Street  40-50 Warren

Type of Edit:

Page specific edit: \_\_\_\_\_  General comment  Other: \_\_\_\_\_

Topic:

Housing  Sustainable Development

Edit: ~~we need~~ we need housing here  
for low-income seniors. Park-  
ing is already tight here, so  
this would create less parking  
needs.

Comment:

- (1) -
- (2) - could be
- community benefit to p
- (3) - walkways to streets

**Comment is about:**

Community Benefits  Jobs  Parking/Traffic

Development  Urban Design  Other: \_\_\_\_\_

are we just planning for cars?

is in and on extreme heat island  
n19 (and shouldn't) encourage more

public transit

**My Edit is for:**

Parcel:

2147-2163 Washington  Dudley Commercial  
 75-81 Dudley Street  40-50 Warren

Type of Edit:

Page specific edit: \_\_\_\_\_  General comment  Other: \_\_\_\_\_

Edit: Make retail ground floor, step  
back upper floors w/ft from front of  
building if it exceeds existing heights  
from off Ballinac & Eastworth.

Traffic

**My Comment is about:**

Topic:

Housing  Community Benefits  Jobs  Parking/Traffic

Sustainable Development  Urban Design  Other: \_\_\_\_\_

Comment:

as a direct buyer of 2147,  
and as someone who has invested in  
home ownership in the neighborhood, i would  
like to see a preference for more home  
ownership + at least half at market rate  
this would provide the economic fuel  
needed to keep retail alive + well in  
the [ ]

love good jobs standards - but  
realistically they only work if  
applied citywide) otherwise  
retailers will just go to other  
developus neighborhoods

Dudley Branch Library with the potential of having a through-block, similar to the Bolling Building, for pedestrian connections.

In the second workshop, design opportunities were highlighted for parcels along the Washington Street Corridor, a main street for retail and cultural activity. To give context to these design opportunities, any planned and under construction developments were presented, along with planned street improvements. Using the height and scale of the Bolling Building as a point of reference, facilitators discussed three scenarios of different building heights. This included: 5 to 6 stories, 10 to 12 stories and a mix of scales from 6 to 12+ stories. Community members recognized the importance of trade-offs between having greater density on the larger parcels in order to realize the potential for more affordable housing and community-focused jobs.

When discussing public realm considerations, participants conveyed the importance of open space and the preservation of historic resources. In particular, the Dudley Street Commercial site was identified as a potential site for significant public open space that could be designed and programmed as a civic hub within the cluster of buildings and designed to compliment the newly renovated Dudley Branch Library. The potential for consolidated parking garages on the Dudley Street Commercial and Blair Lot sites were considered as means of meeting the parking needs of the different parcels and the area in a more coordinated manner.

## RFP Workshops

While all of the preceding workshops contributed to the development of the RFPs, later workshops in February and March 2018 focused, in detail, on the language and text that were to be included in the RFPs for 40-50 Warren St., 2147 Washington St., 75-81 Dudley St. and the Dudley Commercial Site. Following the online release of the draft RFPs, participants had a chance to discuss the content and express the changes they wished to see through comment cards. RFPs were then edited to reflect the community's comments and edited versions were released to show changes that were made.

The PLAN: Dudley Square community planning process directly contributed to the language and content of the Requests for Proposals for the parcels owned by DND. The following sections give an overview of the existing conditions and highlight the key outcomes and recommendations that came from the community planning process. For more detailed information on the workshops, and to review the RFPs, please visit: [bit.ly/PlanDudley](https://bit.ly/PlanDudley)

---

*Figure 25: Left- Example comments from February 26, 2018 RFP Overview Workshop.*

**DO NOT**  
**ENTER**  
**\$50.00 FINE**  
**EXCLUDED WAY**  
**MBTA BUSES ONLY**  
UNLESS OTHERWISE INDICATED BY A  
MBTA POLICE

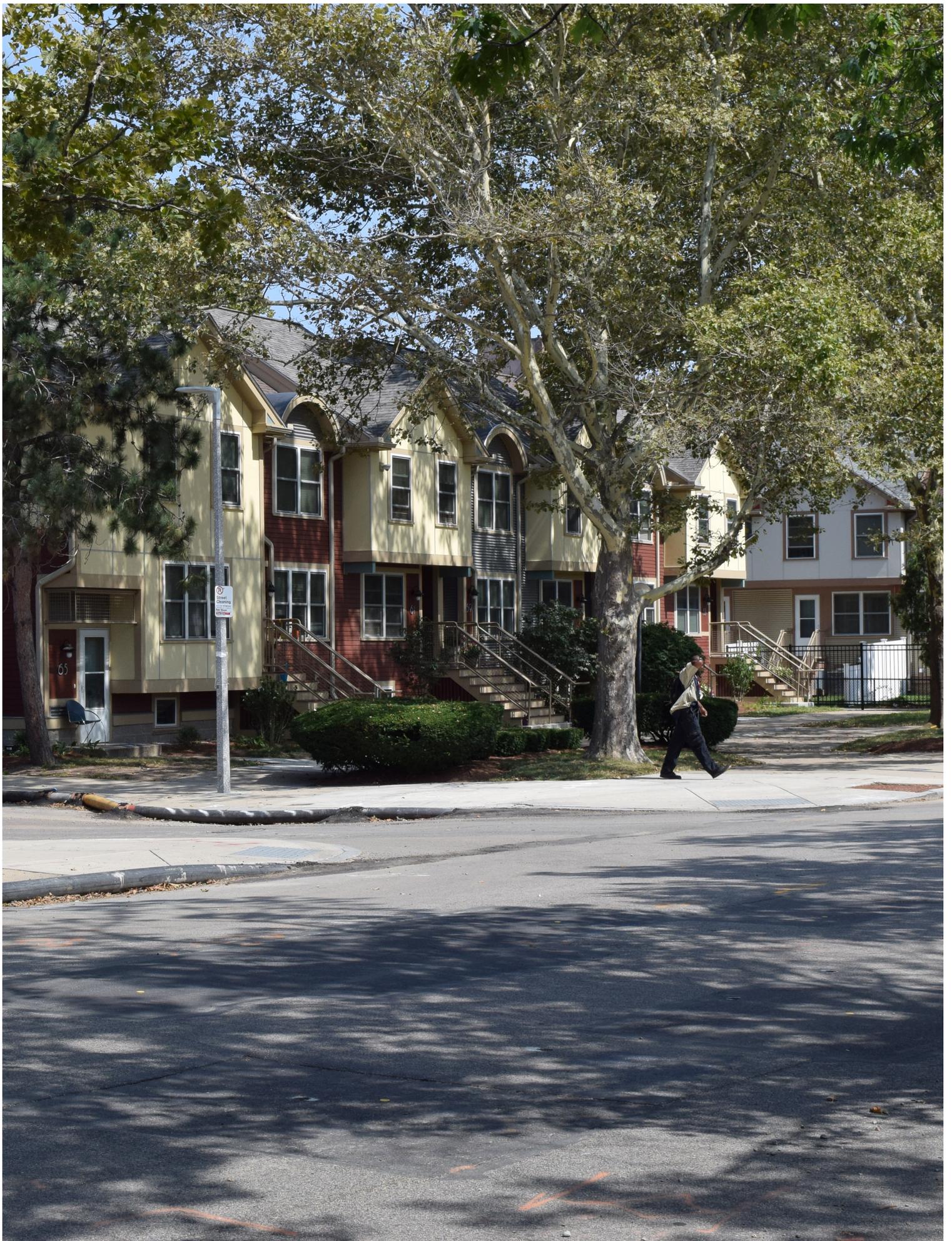


# 04

---

## Chapter 4 | Framework

- 31 Housing Analysis
- 39 Jobs and Economic Development
- 43 Resilient Development and Green Building Design Guidelines
- 47 District-level Transportation and Connectivity
- 51 Urban Design



# Housing Overview

To meet the existing need in Dudley Square, the City of Boston is focusing on the preservation of existing affordable housing and using the RFP process to create additional units for a broader range of incomes.

## Existing Housing and Housing Need

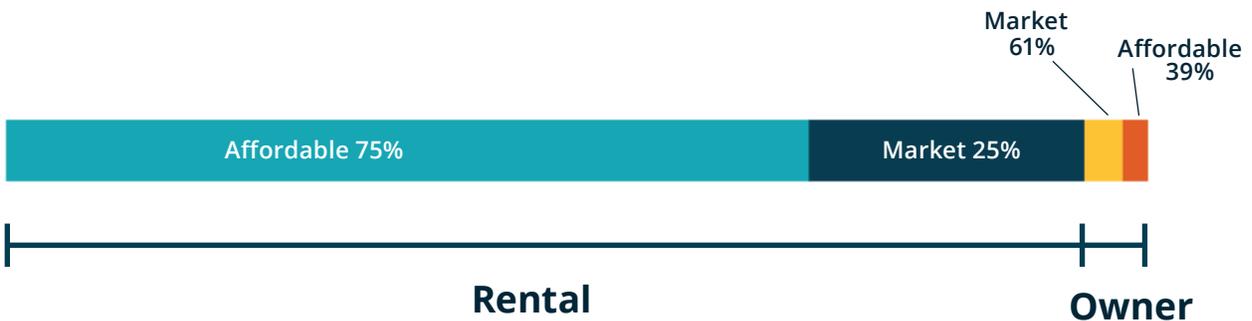
As a result of the past efforts and the hard work of the community, nonprofits, and public agencies, the PLAN: Dudley Square Study Area has a significant number of existing income-restricted and subsidized housing opportunities, which enable low- to moderate-income families to stay in the neighborhood. Of all the housing units in the Study Area, 95% are rental, while 5% are homeownership units. Of the rental units, 75% are affordable/income restricted, while 25% are market rate. Additionally, 39% of the homeownership units are affordable/income restricted and 61% are market rate (make/insert graphic for this). In addition, the publicly subsidized housing serves families with very low incomes, a majority of households have incomes of less than \$25,000.\*

In 2017, the average advertised rent for a two-bedroom apartment in Roxbury was \$2,000, a 20% increase from 2015. This price is only affordable to a household making over \$80,000. This fact serves to illustrate why displacement is of great concern to Roxbury residents. Figure 28 provides a general outline of the existing risk of displacement in the PLAN: Dudley Square Study Area.

The existing income-restricted housing is a neighborhood asset. Most of these units are owned by non-profits or the Boston Housing Authority, and people living in these 1,001 units are significantly less at risk for displacement. Figure 28 also notes that while 160 moderate- to middle-income households

## Total Housing Units Affordable vs Market (Figure 27)

PLAN: Dudley Square Study Area



\*Total unit counts are as of the 2010 Census. Estimates by income are based on the 2012-2016 American Community Survey estimates for Census Tracts 804.01 and 806.01, which overlap the PLAN: Dudley Square SPA.

Figure 26: Left- Madison Park III Townhomes facing Ruggles St. Figure 27: Above- Affordable and market rate percentage housing units.

## Existing Risk of Displacement (Figure 28)

PLAN: Dudley Square Study Area

### Very Low Risk



73%

1,001 Households

Households living in  
Income Restricted  
Housing



14%

160 Households

Renters making more  
than \$75,000 and  
Homeowners making  
more than \$50,000

### Elevated/High Risk



13%

180 Households

Households in Market Rate  
rental housing making less  
than \$75,000

are not at significant risk of displacement, there are 180 households (13% of the total), who are at an elevated/high risk for displacement. In assessing displacement risk, those who live in income restricted housing are considered to have the lowest risk of displacement, while renter households with incomes greater than \$75,000 and homeowner households with incomes greater than \$50,000 are considered to be at low risk. Any remaining households in the study area (who all have incomes of less than \$75,000) are considered to be at elevated risk. Among these may be households with vouchers or renters living in family owned two- and three-family houses and are at less risk of immediate displacement. Nonetheless, these families could be at risk, and the risk assessment does not identify specific families at risk, but is completed to provide a general scope of the problem.

#### Preserving Existing Income Restricted Housing

Many of the 1,001 units of income-restricted housing located within the PLAN: Dudley Square Study Area were created in the twenty years immediately following the 1966 creation of the Lower Roxbury Community Corporation, now the Madison Park Development Corporation (MPDC). A number of these developments have been in existence for 40 years or more, and are mostly federal, affordable housing agreements, which are quickly approaching expiration or have already done so. Among providers

of affordable housing, these are known as “expiring use” properties and are at the core of Mayor Walsh’s efforts to preserve existing affordable housing.

In the PLAN: Dudley Square Study Area, there are nine developments containing 677 units of affordable housing that are tracked by the state’s Community Economic Development and Assistance Corporation (CEDAC) Expiring Use program. Currently CEDAC does not consider any of these developments at risk.

Of these developments, six are controlled by MPDC, who has been actively modernizing and extending the affordability requirements for their portfolio:

- Ruggles Shawmut Housing (43 units\*) was refinanced and modernized in 2006.
- Madison Park Village IV (143 units) was refinanced and modernized in 2012 and 2013.
- Madison Park Village III (109 units) was refinanced in 2015 and major repairs were completed in 2017.
- Smith House (132 units) is an elderly building that

Figure 28: Existing risk of displacement.

was refinanced in 2016, modernization of the units and common areas was completed in 2018.

- The Haynes House (131 units) is a 13A property planned for a major refinance and renovation whose construction began in early 2019.
- Beryl Gardens (20 units) is expected to be refinanced and modest unit updates completed in 2019.

In addition to the MPDC developments, there are three additional projects within the PLAN: Dudley Square Study Area tracked by CEDAC, but are not considered to be at risk at this time.

- Sargent Price SRO (30 units) is controlled by the non-profit Nuestra Comunidad Development Corporation and is not considered at risk.
- 25 Ruggles Street (43 units) is an assisted living facility controlled by the nonprofit organization Hearth, Inc. (formerly the Committee to End Elder Homelessness). Given Hearth's involvement

and affordability restrictions, the property is not considered at risk.

- TAB II (16 units) is owned by Jonathan Realty, but it is not considered at risk as the owner recently renewed its long term Section 8 subsidy contract with the U.S. Department of Housing and Urban Development.
- The Boston Housing Authority (BHA) is also committed to preserving and modernizing its housing units, and is participating in the federal Choice Neighborhoods program to rebuild and revitalize the Whittier Street public housing development. The BHA is working with Preservation of Affordable Housing (POAH) and MPDC to complete the project, which will result in the replacement of the existing 200 units, as well as the addition of 262 new units of mixed-income housing, both at the original Whittier location and in other locations within the Study Area. This project will create a mixed-income neighborhood with enhanced services for residents.

Figure 29: New Units Completed or Expected, by Project Status and Income Restriction.

### New Units Completed or Expected, by Project Status and Income Restriction in Roxbury (Figure 29)

Project Status	Maximum income, Family of Three*						Total Income Restricted	Market Rate	Total Units
	\$27,900	\$46,550	\$55,850	\$65,200	\$74,450	\$93,100			
Completed, 2010-2018	23	44	20	7	0	0	94	21	115
Under Construction	12	0	20	9	6	1	48	90	138
BPDA Approved	8	0	201	43	46	3	301	776	1,077
<b>Total Units</b>	43**	44	241	59	52	4	443	887	1,330

\*As the average household size in Roxbury is 2.7, a household size of three was used to provide income ranges.

\*\*In addition to these 43 units restricted to families with very-low income units, 15 additional units will have HUD unit based subsidies making the unit affordable to very low-income families.



Given these efforts, the affordable housing within the Study Area should complement the existing income-restricted affordable housing.

### **New Housing**

The creation of new housing in the Study Area would serve a number of purposes: income-restricted housing can address potential displacement, and market rate housing can relieve pressure on rents and sales prices in existing housing, both in the Study Area and for Roxbury as a whole. In addition, the introduction of more housing at a range of incomes will also support the success and growth of local retailers, service providers, and restaurants.

PLAN: Dudley Square is focused on parcels owned by the City of Boston, through DND and the BPDA. The housing created on these sites will complement the 1,330 units of housing that have been completed since 2010, are under construction, or already have been approved by the BPDA in Roxbury. Figure 29 outlines both the status of these new projects and the incomes they would serve, based on a household of three. Of these new units, at least 441 (33%) will be

income-restricted to a range of incomes, and would meet the needs of the 180 households in the Study Area with incomes less than \$75,000 who are at high risk for displacement. This would also add to the already existing stock of income-restricted housing, so as to support the needs of the wider Roxbury community.

### **Active Project highlights:**

- Madison Park CDC completed the 9 Williams Street project in 2017, which has 30 units, of which six will serve very low-income families, nine will serve low- to moderate-income households, five will serve middle-income households, and nine will be market rate;
- Tremont Crossing is a mixed-use project, including almost 700 rental units, that is planned for the vacant parcel known as “P3” on Tremont Street across from the Boston Police Headquarters; and
- The BHA, in cooperation with Madison Park CDC and POAH, have started construction on 238 of the 262 new rental units envisioned as part of

*Figure 30: PLAN: Dudley Square March 16, 2016 Walking Tour in front of Haynes House.*

the Choice Neighborhoods Whittier Apartments redevelopment.

While these new units will support the existing families and help create a mixed-income neighborhood by bringing new units to the neighborhood, only 32 (2%) of these units are planned to be homeownership opportunities, nine of which would be income-restricted. Moving forward, creating homeownership opportunities for a range of incomes, will be crucial to creating a neighborhood that meets a range of needs and choices, and provides opportunities for families to build wealth.

### **Using Public Parcels to Meet Housing Needs**

One of the goals of PLAN: Dudley Square is to identify community needs and determine how publicly-owned parcels can be leveraged to meet those needs, while creating a vibrant urban village in Dudley Square. Throughout the planning process, housing and jobs have been identified as the primary needs. Given that housing provides few long-term jobs, a balance must be created between commercial and residential uses on the publicly-owned parcels, meaning not all parcels can be dedicated to entirely residential uses.

In addition to this trade-off between residential and commercial uses, there are also trade-offs related to reaching goals set forth through the planning process and the viability of potential developments. Since these public parcels are to be sold at minimal cost to a developer, the City of Boston expects to maximize the public benefits created by each parcel. These benefits can return to the community in more than one way, some of which could be presented as:

- Scenario 1: The developer could meet the minimum affordability requirement set by the City of Boston for all projects (13% of units are rented or sold to middle-income households), but the developer then supports/subsidizes other uses, such as a small business incubator space, non-profit office space, and/or below market retail space.
- Scenario 2: The developer can maximize the percentage of units restricted for low-income families in the project, without any additional

subsidies.

- Scenario 3: The developer can provide additional income restricted units, with subsidies from public sources to help support the viability of the project.

The Table in Figure 31 provides an outline of what could be expected, in terms of the trade-offs between affordability and subsidies.

### **What We Heard**

Through the PLAN: Dudley Square process, the following goals have been strongly expressed by community members:

#### **Affordability Levels**

New housing should encompass a range of incomes, so as to meet the needs of low- and moderate-income families who might otherwise be displaced from the Roxbury neighborhood. In addition, provision of some market rate housing will help to support the economic vibrancy of Dudley Square. Community members emphasized a strong preference for 1/3 low income, low moderate income and 1/3 market rate in residential projects on public owned land.

#### **Subsidy Required**

The affordability levels proposed here match Scenario 3 described above, and require public subsidy over-and-above the land subsidy (no cost land) provided by the City and BPDA.

It is estimated that approximately 500 to 700 units of housing may be constructed PLAN: Dudley Square parcels, which means anywhere from \$40 million to \$60 million in additional public funding will be necessary to support the affordable housing on these parcels. Additional funding from non-housing sources may be needed to support below-market commercial uses.

#### **Homeownership and Wealth Creation**

Given that there are few opportunities for homeownership and wealth building in Dudley Square, new developments should incorporate homeownership or cooperative ownership

opportunities. In addition to homeownership opportunities, there is a strong desire for long-term community control of the resulting developments.

### **Housing Affordability for Publicly Owned Parcel RFPs**

The overall goal of PLAN: Dudley Square is to create a balance of housing and commercial development (retail and office), so as to meet both the housing and employment needs of Roxbury, as well as to create a vibrant streetscape.

In the initial four RFP's that were released, the housing section proposed the following affordability levels for four of the publicly-owned parcels:

- Where rental housing is included, projects will be required to provide one-third of units to low-income households (ranging from less than 30% and up to 50% of Area Median Income (AMI) as defined by the U.S. Department of Housing and Urban Development) (up to \$46,550 for a family of three), one-third of units to moderate-income households (up to 80% of AMI, or up to \$74,450 for a family of three), and one-third of units may be market rate (more affordable however could still be provided).
- Where homeownership units are included, two-thirds of the units should be targeted to households with a range of incomes, from 60% to 100% of AMI (from less than \$55,850 and up to \$93,100 for a family of three), with the average AMI not to exceed 80% of AMI (\$74,450 for a family of three), and the remaining one-third of units may be market rate.
- Preference will be given to projects that support neighborhood control and/or household wealth creation, whether it be through homeownership, the creation of a cooperative, and/or control by a community land trust.

### **Enhancing Homeownership and Wealth Building Opportunities**

There is substantial interest in opportunities for homeownership and building wealth in Roxbury. The City of Boston is looking at providing more opportunities of this both in Roxbury and Citywide.

As a result, in addition to the preferences for homeownership tied to these specific parcels, the City of Boston is taking a number of steps to enhance existing homeownership programs and create new pathways to ownership:

- The City of Boston has convened a new homeownership task force to outline specific goals and strategies for increasing homeownership. This task force will look at a number of topics including existing downpayment and closing cost assistance programs, new mortgage products, and additional funding for income restricted homeownership projects.
- The Housing Innovation Lab is investigating the viability of a series of models for homeownership and resident controlled housing, included shared ownership and cooperatives.

Each of the above have been considered as part of the criteria for the PLAN: Dudley Square RFPs released in July 2018. Additionally, on October 9, 2018, Mayor Martin J. Walsh announced that all RFPs released for public land moving forward must include criteria to promote diversity and inclusion and prevent displacement.

The diversity and inclusion policy asks respondents to RFPs to set for a Diversity and Inclusion plan that will establish an outreach program aimed at creating increased opportunities for people of color, women, and for M/BEs to participate in the proposed development project. Respondents are also required to submit plans to mitigate displacement from development, which will contribute to helping current residents remain in their communities, afford housing, and find pathways to economic opportunity. Much of the policy language was written in collaboration with the community during the PLAN: Dudley Square process and will now continue to influence and impact RFP responses in the future.

### Illustrative Parcel with 48 Rental Units (Figure 31)

An Outline of What Could Be Expected, in Terms of the Trade-offs Between Affordability and Subsidies.

	Scenario 1:	Scenario 2:	Scenario 3:
	<b>Meets City Minimum Affordability Requirements, Subsidizes Non-Housing Use</b>	<b>Maximize Affordability, without Subsidies</b>	<b>1/3 Low Income, 1/3 Middle Income, 1/3 Market Rate, but Requires Additional Subsidy</b>
<b>Total Units</b>	48	48	48
<b>Market Rate Units</b>	42	32	16
<b>Middle-Income Units</b>	6	0	16
<b>Low-Income Units</b>	0	16	16
<b>Percent Income Restricted</b>	13%	33%	67%
<b>Public Subsidy Required, in Addition to Free Land</b>	\$0	\$0	\$4,000,000
<b>Developer Funds Available for Other Use (e.g. Small Business Incubator Space)</b>	\$4,000,000	\$0	\$0
Middle-Income Units: Maximum income of \$65,000 for a family of three			
Low-Income Units: Maximum income of \$47,000 for a family of three			

Please note that the above table is an example, as the percent that can be made affordable without subsidy may vary depending on site conditions, tenure type, construction costs, market rents/prices, and other community benefits that could be required on a specific parcel. The subsidies needed to support Scenario 3 could be lower or higher, depending on the same factors.

Figure 31: Example scenarios on parcel with 48 rental units



# Jobs and Economic Development

---

Development of vacant, publicly-owned parcels, should benefit the broadest section of stakeholders and community participants while connecting them to opportunities through jobs and business ownership in the neighborhood. By extension, the economic and job opportunities which emanate from PLAN: Dudley Square should also connect to opportunities that are being created throughout the City, thereby linking Dudley Square/Roxbury to the wider Boston market and creating a stronger link to the economic boom currently being experienced.

---

The PLAN: Dudley Square initiative presents an opportunity to develop long vacant publicly-owned parcels in a way that would benefit residents of Roxbury and the Dudley Square district. The transition of these parcels from vacant to developed status is not just an act of real estate development, but of furthering both the vision of economic development that is articulated in the Roxbury Strategic Master Plan and community development as expressed by participants throughout the PLAN: Dudley Square process. More importantly, it should include the creation of land use projects that reflect the values and principles of the Roxbury neighborhood and create opportunities for participation in the beneficial outcomes of new development. This participation, deemed essential from the community's vantage point, is rooted in the concept of equity - ownership opportunities not solely with regard to homes/residential assets but also relative to business. In addition, another core value in this vision of economic development is related to job opportunities and determining ways in which PLAN: Dudley Square parcel development might connect this district - and by extension the neighborhood of Roxbury - to the sectors of Boston's economy that are growing.

In keeping with community aspirations and expectations as well as the mandate of the RSMPOC, the development of the PLAN: Dudley Square parcels

should facilitate growth within the district while maximizing opportunities for all stakeholders to be a part of that growth. This would result in a greater capacity of residents, business owners and other constituents to grow and prosper alongside Dudley Square as a whole.

On the BPDA parcels it is envisioned that 110,000 sq ft of non-housing can be built. For the DND parcels, 45,000 sq ft of non-housing can be built. While not all publicly-owned vacant parcels within the Study Area will be seen as economic development parcels - some will be more suited for housing than for office/commercial. The principle which will govern the review of these parcels is that their development should result in the creation of uses that are complementary in meeting the growth needs of the neighborhood. From the perspective of jobs and job creation this means that those parcels best suited for office/commercial should be developed in such a way that their proposed uses will result in some combination of the following (i) creation of new job opportunities, (ii) establishment of connection of the Dudley Square/Roxbury economy to the overall economy of Boston, (iii) attracting entities new to the district, and (iv) promoting and advancing the creation of permanent jobs with beneficial wages and career ladders.

---

*Figure 32: Tropical Foods Market.*

### **Current Economic/Jobs Conditions and Trends**

According to data released in 2014, the City of Boston's top five industries, in which approximately 61% of jobs were held, were (in order): healthcare, professional/technical service, finance/insurance, government and accommodation/food service. Relatedly, wage growth in Boston occurred in the areas of Finance/Insurance, Management, Professional/Technical Services, Utilities and Construction.

In considering where opportunities may lie for community development that is focused on equity/ownership and beneficial job creation, it is first important to note the existing landscape of jobs in Roxbury. In 2014 the top job/opportunities in Roxbury existed in the fields of educational services (23%) and healthcare/social services (16.9%). Roxbury residents held jobs primarily in the areas of health care (approximately 23.5%) and accommodation/food/retail (approximately 21.3%).

Looking at trends in Boston, jobs existing in the neighborhood, and the expressed desire by stakeholders to connect the district to the larger economy, how can the development of the PLAN: Dudley Parcels result in project uses which will promote beneficial district wide job creation?

### **Job Creation Values in Proposals**

Proposals in response to the PLAN: Dudley Square RFPs will be of greatest benefit if they take into consideration the following values/principles as relates to job creation:

- Connection to the wider neighborhood
- Strengthening ties to Boston economy
- Creating new opportunities
- Creating on the job training opportunities for residents of Roxbury

City of Boston policies and related agencies which govern their implementation will serve as an important resource for supporting the community-focused development priorities to ensure that jobs

created within the district are beneficial. These include:

- Office of Economic Development
- Boston Residents Jobs Policy
- Boston Employment Commission
- Office of Business Development (Small Business)
- City of Boston Equity Agenda
- Office of Workforce Development
- Community Benefits Funds Management

### **Good Jobs Strategy**

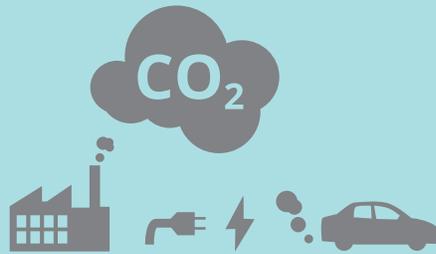
A version of the Good Jobs Standards was originally voted on by the RSMPOC in April 2015. The need to support and create good permanent jobs was a clear priority of the community, resulting in the Good Jobs Strategy being included in the RFPs. These are not focused on construction jobs, but rather on those employed once construction is complete. Respondents to the RFPs are required to submit a narrative on how they would achieve the seven criteria listed below. Small businesses are exempted from submitting a plan.

The seven (7) priority good job standards are:

1. At least 51% of the total employee work-hours performed on the Parcel, and for each employer occupying the Parcel, shall be by bona fide Boston Residents.
2. At least 51% of the total employee work-hours performed on the Parcel, and for each employer occupying the Parcel, shall be by people of color.
3. At least 51% of the total employee work-hours performed on the Parcel, and for each employer occupying the Parcel, shall be by women.
4. Good Wages: All employees shall be paid a salary or hourly wage equal to or greater than the Boston Living Wage - which shall be defined as \$16.89 on January 1, 2017 thereafter increasing annually by the rate of inflation.
5. Full-time employees: At least 75% of all employees working on the Parcel, and at least 75% of all employees of each lessee, sublessee, or tenant

working on the Parcel, shall be full-time employees.  
“Full time” shall mean at least 30 hours per week.

6. Stable shifts: All employees shall have a stable schedule appropriate for the field of work, defined as a work schedule that allows the employee to reasonably schedule other family care, educational, and work obligations; and a schedule that does not include “on-call” time and has a set weekly pattern that does not change more than two times per year shall be presumed to be stable.
7. Benefits: All full-time employees shall be offered the opportunity to opt into a company-sponsored health insurance plan and coverage that meets Massachusetts Minimum Creditable Coverage (MCC).



## More Global Carbon Emissions



## More Local Climate Change



### More hot days



#### Highest Impact to Dudley Square

Boston currently has an average of 11 days over 90 degrees, which could increase to 90 days by 2070.

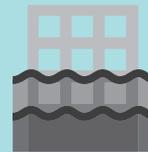


### Increased extreme precipitation



#### Some Impact to Dudley Square

By 2060 heavy rain events could regularly drop over 6 inches of rain in a 24 hour period; which is 20% more than what we see now.



### Greater amounts of sea level rise



#### Less Impact to Dudley Square

Sea levels in Boston Harbor have risen 9 inches in the past 100 years and are expected to rise another 40" by 2070.

# Resilient Development and Green Building Design Guidelines

---

*New growth in the Study Area offers an opportunity for the RFPs to advance the next generation of high performance buildings and green infrastructure to strengthen the neighborhood's social and economic resiliency*

---

PLAN: Dudley Square supports Boston's goals for carbon-free climate-ready buildings, districts, and communities. The publicly-owned parcels offer an opportunity to advance the next generation of high performance buildings and green infrastructure and to strengthen the neighborhood's social and economic resiliency. The larger sites available for redevelopment offer opportunities for district-scale sustainability and climate ready practices.

Driven by market demand, LEED (Leadership in Energy and Environmental Design) Gold and Platinum buildings are becoming the norm for new construction. For developers, owners, and occupants alike, green buildings are paying dividends far beyond reduced energy and water expenses and now include human health and social benefits. Likewise, resiliency strategies are delivering benefits beyond infrastructure and buildings and are addressing both short- and long-term social and economic benefits.

The Dudley Square area is subject to multiple climate change related hazards based upon the City's comprehensive climate vulnerability and preparedness study, Climate Ready Boston (2016). Proposed projects should include resilient building and site strategies to eliminate, reduce, and mitigate potential impacts. The following principles have been incorporated into the RFPs with the intention of supporting the community's goals reaching the City of Boston's Carbon Free, Climate Resilient, and Healthy Community goals.

## **Carbon Neutral Climate Ready**

- New development on the publicly-owned vacant land should support Boston's 2050 goal of carbon neutrality by establishing increasing building and development carbon reduction standards so that all new construction is net carbon neutral by 2050. All new development should target net zero or net positive energy performance and include on-site clean and renewable energy systems.
- New projects in the district should exemplify climate-ready building and development requirements and reduce climate change impacts on the district.

## **Neighborhood Development and Buildings**

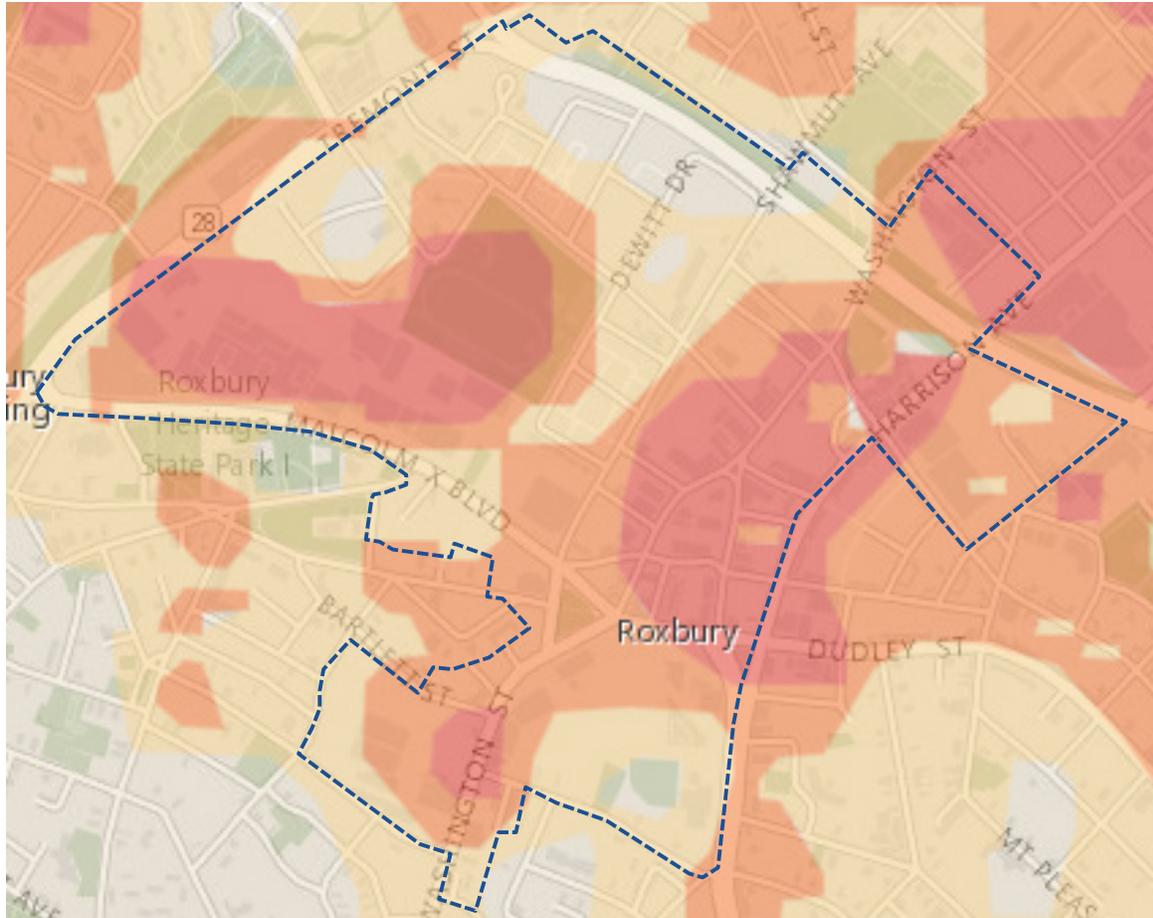
- Set LEED for Neighborhood Development Gold as a minimum requirement to ensure comprehensive sustainability of larger multi-building developments.
- Set LEED Platinum as the goal and LEED Gold as the minimum requirement for all new buildings and major building renovations to ensure comprehensive sustainability of larger multi-building developments.
  - All new street configurations and buildings should be sited to optimize building solar orientation.
  - All new buildings and major renovations should include innovative strategies and technologies for building-integrated on-site

---

Figure 33: Left- General impacts from climate change.

## Existing Heat Island Intensity in Dudley Square

Borders of intensity are an estimation and are illustrative



- Greater Heat Island
- Moderate Heat Island
- Some Heat Island
- Less Heat Island
- Study Area Boundary

0 500 ft

Increased temperatures and heat waves have greater effects on urban commercial districts like Dudley Square due to “heat islands”, or areas with more asphalt roads, dark roofs which absorb heat, and less tree canopy to provide shade.

Figure 34: Existing Heat Island Intensity in Dudley Square.

renewable energy and, at a minimum, must include some on-site solar renewable energy.

### **Preparedness and Resiliency**

- Through site and building design, ensure new development is fully prepared for the effects of climate change including sea-level rise, higher temperatures and increased heat waves, and more frequent and severe storms with intense precipitation events. All new buildings should include strategies to:
  - Reduce the risk of flooding and damage to building spaces and equipment including elevating sites, raising ground floor levels, and locating critical systems above grade.
  - Minimize heat island impacts including cool roofs, vegetated roofs, tree plantings, building shading devices and canopies and soft and hardscape materials with a higher albedo and solar reflectance index (SRI) of at least 29.
  - Adapt to higher average temperatures without increasing energy use.
  - Increase stormwater quantity and quality management on site.
  - Reduce heat exposure and heat retention in and around the building.
  - Integrate strategies to both mitigate the impact of stormwater flooding to the site and reduce the site's contribution to stormwater flooding in the neighborhood. Strategies should focus on pervious site materials, enhanced landscaping and Low Impact Development measures to capture and infiltrate stormwater.
  - Minimize water use and reuse storm and wastewater. Strategies should include low flow plumbing fixtures; rainwater harvesting for gardens and building systems and ground water recharging; and drought resistant planting and non-potable water irrigation.
- All new residential buildings should incorporate strategies to reduce risks of coastal and inland flooding through the elevating the base floor, critical utilities, mechanical systems and

infrastructure above anticipated flood levels. Utilization of flood proof materials below any future flood level and relocating vulnerable use to higher floors.

- All new residential buildings must include passive survivability features and practices that allow extended resident sheltering in place including resilient energy supply (e.g., solar PV, energy storage, combined heat and power systems), cool/warm community rooms, and emergency supplies.

### **Green Infrastructure**

- Limit the pollution and disruption of natural hydrology through individual site and larger-scale green infrastructure to manage stormwater through structural controls and non-structural means including landscaping, groundwater infiltration and vegetated roofs.
- Minimize the impacts of heat island with extensive street trees and the use of soft and hardscape materials with a solar reflectance index (SRI) of 29 or greater.
- Minimize the area of paved surface so that it is no greater than necessary to meet the needs of existing and new uses.
- Include community open space amenities such as gardens, courtyards, plazas, play areas, and walking paths that enhance the sustainability and resiliency of the district and community.

### **District Energy Infrastructure Planning and Development**

- Explore opportunities for distributed and district energy for new multi-building developments including the potential to over time expand the distribution system to include existing buildings.



# District-Level Transportation and Connectivity

---

*Existing transit infrastructure coupled with ongoing transportation planning and implementation will inform the RFPs and form the basis for getting around the Study Area.*

---

Managing and improving transportation access to the Dudley Square area and broader Roxbury neighborhood is an important component of the PLAN: Dudley Square recommendations. These improvements are informed by community input received during the process and an understanding of ongoing, recent, and past planning that has been conducted by the City and area stakeholders. In addition to general conditions in Dudley Square, a review of best practices and City policies for developers to follow is included in this section to provide context for future parcel development.

## **Existing Transit**

Dudley Square is served by a dense network of bus and rail transit. Notably, the Dudley Square Bus Terminal is an MBTA bus hub, served by 15 regular bus lines including two branches of the Silver Line, a bus rapid transit line with direct service to Downtown Boston. Just west of Dudley Square is the MBTA's Orange Line, a heavy rail rapid transit line accessible to the neighborhood at the Roxbury Crossing and Ruggles stations. The regional MBTA Commuter Rail network is also accessible at Ruggles Station. The Orange Line and Commuter Rail provide direct access to regional destinations within Boston, many of its suburbs, and Providence, Rhode Island. Ruggles Station is also a significant bus hub that provides connections across the city, as well as shuttle services for employees working in the Longwood Medical Area, Fenway, and Cambridge.

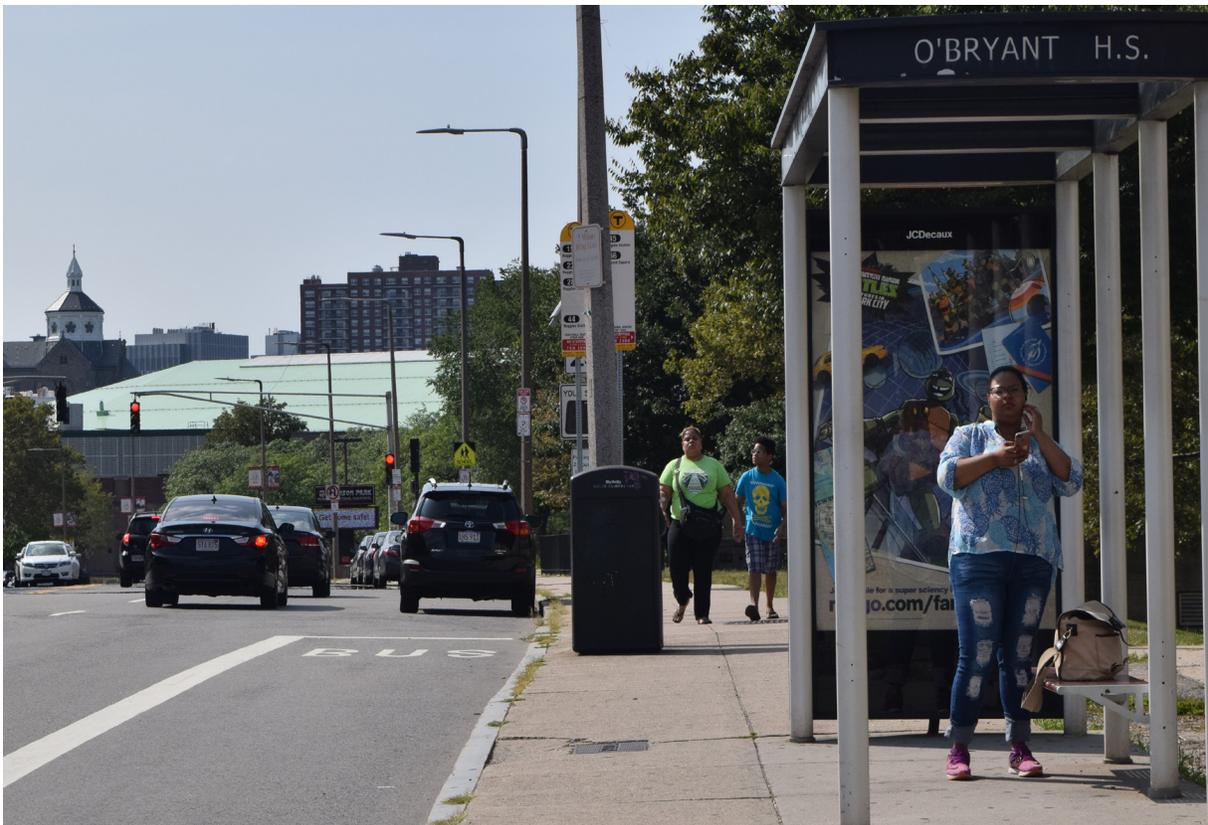
## **Existing Roadway and Pedestrian Infrastructure**

Dudley Square is a dense network of pre-20th century streets and buildings. Buildings in this area generally front the street forming a pedestrian friendly streetscape. Most streets have curbside parking and narrow travel lanes. This network includes Washington Street, the main thoroughfare in Dudley Square, Shawmut Avenue, Harrison Avenue, Dudley Street, Warren Avenue, Melnea Cass Boulevard, and smaller neighborhood streets providing local access.

The road network around Dudley Square was significantly altered as a result of mid-20th century urban renewal practices and federal transportation infrastructure efforts. These projects created superblocks and larger arterials such as Malcolm X Boulevard and Melnea Cass Boulevard and significantly widened segments of existing streets, such as Dudley Street. The combined effect of these changes has had a detrimental effect on the pedestrian experience, negatively impacted local access around and to Dudley Square, and separated the square from residential areas of Roxbury and the South End.

---

*Figure 35: Left- Youth cross street into Dudley Station.*



### Existing Bike Infrastructure

Existing bike infrastructure in the Dudley Square area is located primarily around the periphery of the square. Off-street bike paths are located on Melnea Cass Boulevard and the Southwest Corridor. Additionally, there are on-street bike facilities on Washington Street and Warren Street.

### Planning, Policy, and Ongoing Transportation Projects

City-wide and neighborhood specific planning and policies that provide context for PLAN: Dudley Square include:

- Go Boston 2030
- Imagine Boston 2030
- Boston Complete Streets Guidelines
- Vision Zero
- Whittier Choice Neighborhoods
- Roxbury Strategic Master Plan
- Dudley Vision
- Dudley Square Transportation Action Plan
- Roxbury-Dorchester-Mattapan Transit Needs Study

These plans have led to several transportation infrastructure projects that will improve the multimodal transportation network around Dudley Square. These efforts are investing significant City, State and Federal resources and include:

- **Melnea Cass Boulevard** - Under Design - Completion Estimated in 2020
  - Melnea Cass Boulevard from Columbus Avenue to Massachusetts Avenue
- **Dudley Complete Streets** - Under Design - Completion Estimated in 2019
  - Dudley Street between Shawmut Avenue and Harrison Avenue
  - Washington Street between Shawmut Avenue Extension and Melnea Cass Boulevard
  - Warren Street between Kearsage Avenue and Washington Street
- **Ruggles Street** - Under Design - Completion Estimated in 2019
  - Ruggles Street from Tremont Street to Washington Street
  - Improved streetscape and landscape element

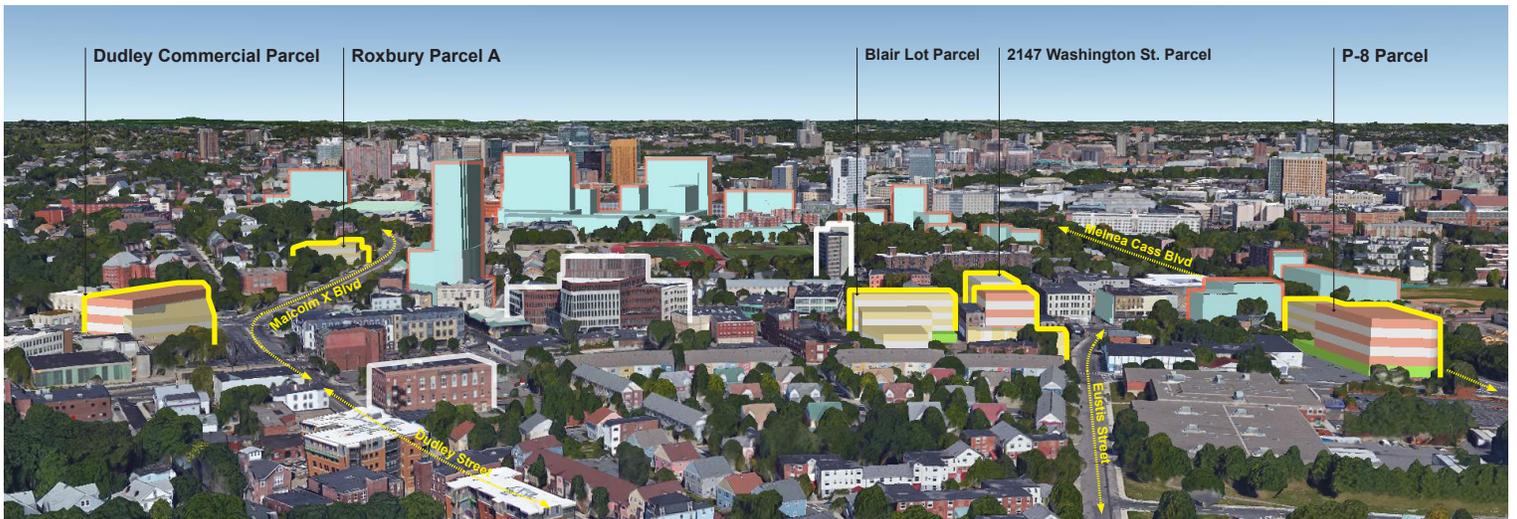
There will also be improvements made to the capacity of Ruggles Commuter Rail Station, with anticipated completion in 2019. These improvements include adding another platform to the commuter rail tracks in order to allow for all commuter rail trains to make stops at Ruggles Station.

---

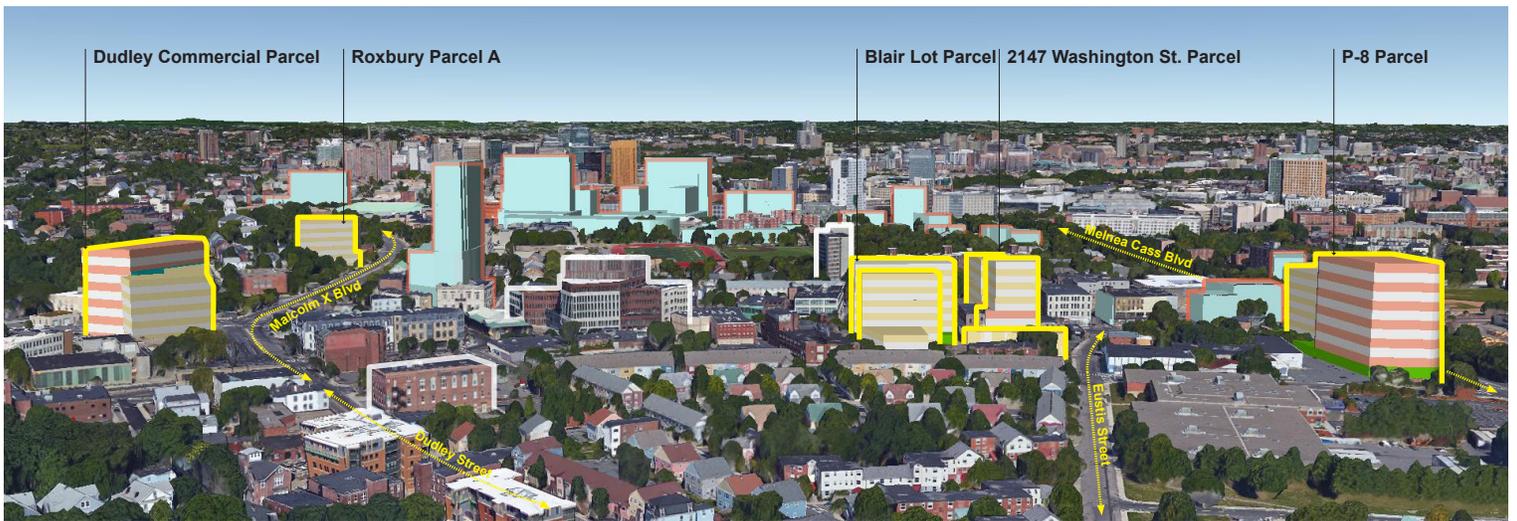
Figure 36: Left Top- Intersection of Dudley St. and Harrison Ave.

Figure 37: Left Bottom- Bus Shelter on Malcolm X Boulevard.

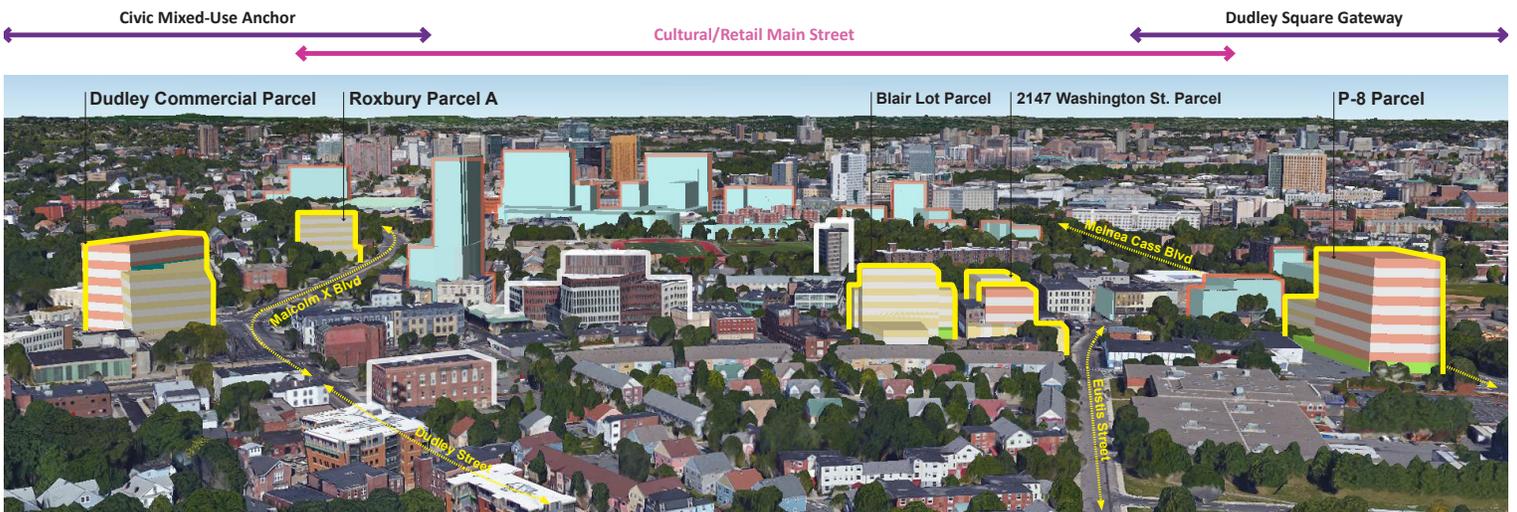
## Typical Development: 5-6 Stories



## Increased Development: 10-12+ Stories



## Balanced Opportunities: Mix of scales 6-12+ Stories



# Urban Design

---

*The overall urban design goals emerging from the PLAN: Dudley Square process are to leverage the publicly-owned sites within the Study Area in order to enhance the public realm and promote development that builds on the urban design principles addressed in this section.*

---

## **Urban Design Principles**

Urban design principles were discussed throughout the PLAN: Dudley Square process as a means to guide the design of the publicly-owned parcels within Dudley Square. These principles include: creating an active public realm that builds on a vibrant mix of community-centric uses; enhancing connectivity to and through the Square; and ensuring quality architectural design with appropriate massing and height. Together these will support the revitalization and characterization of Dudley Square as a destination within the Roxbury community.

## **Massing, Height and Orientation**

The Plan: Dudley Square process examined three different development scenarios with height and massing options (Figure 38) ranging from six to twelve stories. New buildings should employ a variety of setbacks and building heights that create a volume that is articulated, varied and dynamic, responds to special views and pedestrian corridors, and reinforces existing street wall conditions, making certain the proposed building fits well into and enhances the surrounding context.

## **Architectural Design & Character**

New buildings should contribute to the identity of Dudley Square by recognizing its rich cultural and architectural history through careful consideration of building materials and façade expression, while integrating the old with the new.

## **Access and Circulation**

New development must be oriented strategically to make easy connections through the building to nearby community amenities such as transit stations, landmarks and public parks as well as create and strengthen major public corridors to enhance pedestrian activity, encourage public transit and promote bicycle use.

## **Open Space/Public Realm/Public Art**

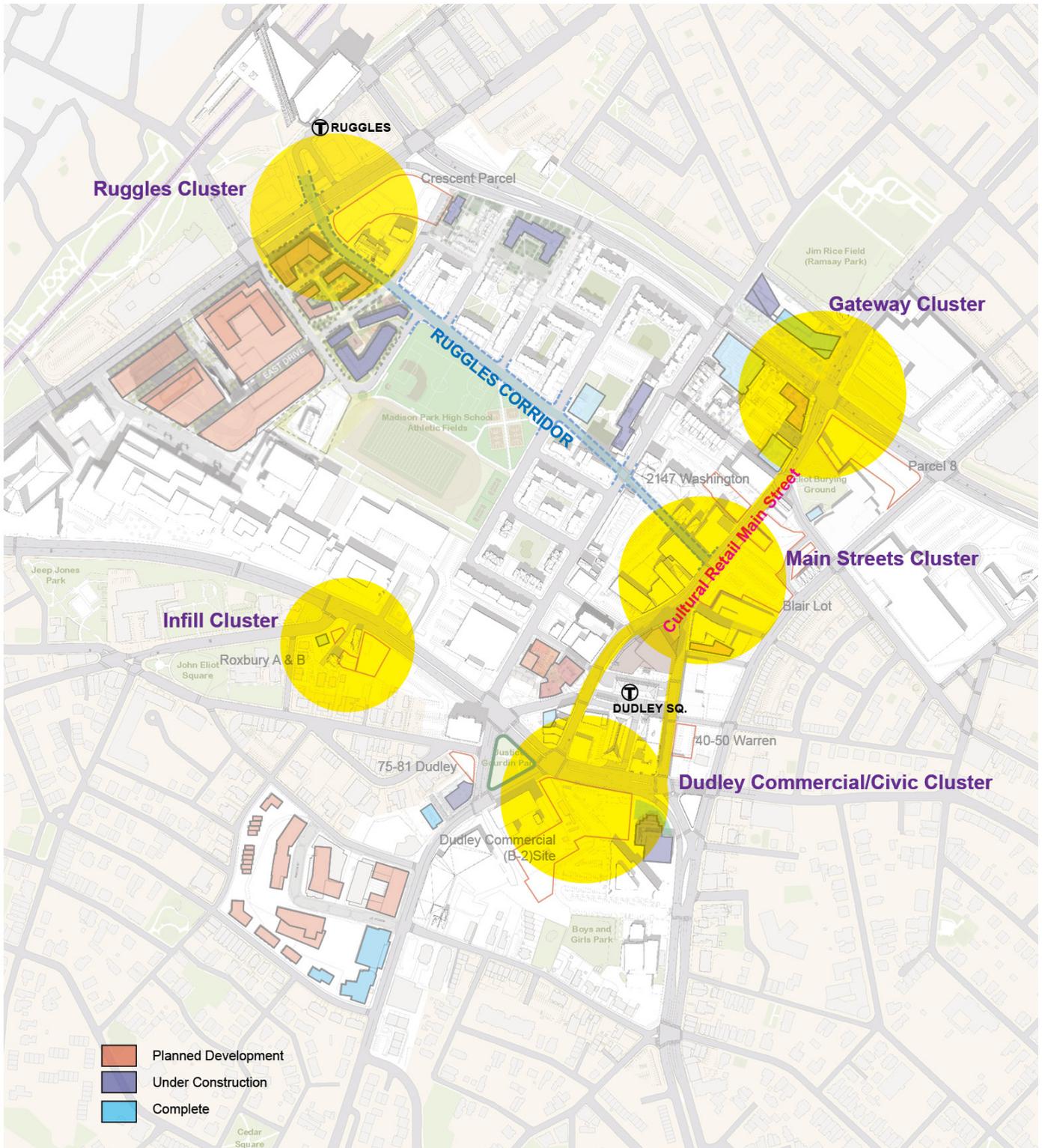
The quality of the public realm surrounding any new development will play a significant role in shaping the everyday experience of the district. All projects should strive to define a distinct and memorable public realm with innovative landscape design, enhanced paving, and distinctive street furniture (e.g., light fixtures, benches, street trees) and create opportunities for temporary and permanent public art. The public realm should include open spaces designed and programmed to reflect a wide range of potential community centric uses from community gardens, to active recreation, and more inviting sidewalks.

---

*Figure 38: Left- Illustrative development examples at various stories.*

# Urban Design Concept Diagram

Parcel Clusters in PLAN: Dudley



## The Clusters

In order to achieve the overall urban design goals of the RFPs, stated in the previous section, the publicly-owned parcels are constructed as each cluster that is interconnected by the major streets in the study area. The clusters as a study area-wide urban design framework are not only to ensure coherent development but also to reinforce the cultural and architectural identity of Dudley Square. The study area consists of five clusters based on distinctive cultural, urban, economic, and locational characteristics of each cluster: Gateway Cluster, Main Street Cluster, Dudley Commercial/Civic Cluster, Ruggles Cluster, and Infill Cluster. The five clusters by their potential within Dudley Square and the study area will leverage the cumulative private and public investments that have been made over a decade for the vicinity around each cluster.

Developments at each cluster should be designed to provide a unique set of uses and architectural forms that incorporate community oriented retail, entertainment and cultural destination uses, and a mix of housing and economic opportunities that are focused on the needs of Roxbury residents.

### Gateway Cluster

The Gateway cluster is comprised of Parcels 8, 9, and 10 at Washington Street and Melnea Cass Boulevard. By their location along Melnea Cass Boulevard, a major artery, this cluster could accommodate higher density and a wider variety of uses, for example: a hotel, major retail anchor, commercial office/jobs creator or high density housing. Through a combination of use, massing and architectural design, this cluster has the potential to mark a major entry point into Dudley Square along Washington Street and act as a physical gateway into Dudley Square.

### Main Streets Cluster

The Main Streets cluster consists of the Blair Lot site and 2147 Washington Street. This cluster lies at the heart of the Dudley Square Main Streets District. A combination of significant residential, retail and cultural uses has the potential to complement the Bolling Building and provide a vibrancy to the

Dudley Square retail experience. Development of this cluster therefore needs to be both a cultural and entertainment destination, as well as provide continuity to the Main Street experience between the Gateway and Dudley Commercial/Civic Clusters.

### Dudley Commercial/Civic Cluster

The Dudley Commercial/Civic cluster includes the Dudley Street Commercial site and 40-50 Warren Street, as well as the library, courthouse, post office, social security office, and bus terminal. This cluster of civic buildings acts as a mixed-use civic anchor. Development in this cluster has the potential to add density, a mix of uses that capitalizes on the bus terminal, and add 24-hour pedestrian activity to the area. A mixed-use commercial and residential development with a significant public open space could complement the existing civic uses.

### Ruggles Cluster

By nature of its location on Tremont Street and Melnea Cass Boulevard and close proximity to Ruggles Station, the Ruggles Cluster could become a prominent gateway into Dudley Square. The Crescent Parcel, along with the existing housing that surrounds it, has the potential to become a major mixed-use transit-oriented hub. Any development at this location must not only create a dynamic new urban corner at Tremont Street and Melnea Cass Boulevard, but also design for strong pedestrian connections from Ruggles Station to Dudley Square.

### Infill Cluster

The Infill Cluster is composed of Roxbury Street Parcels A & B and 75-81 Dudley Street. These sites along Dudley Street and Malcolm X Boulevard are infill sites that are part of an established neighborhood fabric. Any future developments must respond to their immediate neighborhood context to reinforce existing adjacent uses.

Figure 39: Left- Parcel Clusters Diagram.

HOPE



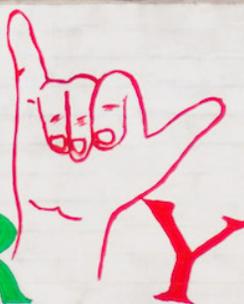
CASS

MALCOLM X BLVD

E. Lewis



ROXBURY



# NEXT STEPS

---

*The PLAN: Dudley Square process resulted in the Request for Proposals for four publicly-owned sites in Dudley Square, with four more BPDA owned sites to follow. This document summarizes the community engagement process, and the outcomes that resulted from the process.*

---

The PLAN: Dudley Square process and subsequent guidelines for development, developed in conjunction with the Roxbury community, will be used as a guiding document for future development in the Dudley Square study area and has informed the requirements outlined in four RFPs released in July 2018. The sites for the four (4) RFPs released include:

1. 40-50 Warren Street,
2. 2451 Washington Street,
3. 75-81 Dudley Street, and
4. 135 Dudley Street.

These parcels are currently undergoing review by the Project Review Committee and the Roxbury Neighborhood and Community..

Additionally, the following four (4) sites, which RFPs will also be issued for following community review in late 2019 are:

5. Crescent Parcel,
6. Parcel 8,
7. Parcel A/B, and
8. Blair Lot.

This process has also contributed to the diversity and inclusion policy, which asks respondents to RFPs for public land to set forth a Diversity and Inclusion Plan and plans to mitigate displacement from development. This language will continue to be incorporated into all RFPs issued for publicly owned land.

For more information on specific workshops, including presentations, materials, meeting notes, and the resulting RFPs, please visit : <http://bit.ly/PlanDudley>

---

Figure 40: Left- Ruggles Street Mural.

# Photo Sources

Cover Image and Inside Cover: Alex MacLean  
November 2015

Figure 6: Northeastern University Libraries,  
Archives and Special Collections. Freedom House  
Photographs. <http://hdl.handle.net/2047/d20157177>

Figure 7: Boston Elevated Railway photographs,  
9800.018.City of Boston Archives. <https://www.flickr.com/photos/cityofbostonarchives/16010462866/in/album-72157649374033349/>

Figure 8: Boston Landmarks Commission  
image collection, Collection 5210.004, City of  
Boston Archives. <https://www.flickr.com/photos/cityofbostonarchives/15951942421>

Figure 9: Northeastern University Libraries,  
Archives and Special Collections. Freedom House  
Photographs. <http://hdl.handle.net/2047/d20157175>

Figure 33: Blake Gumprecht, May 2005. <https://www.flickr.com/photos/gumprecht/17180726490>





City of Boston  
Neighborhood Development