

COMMUNITY DEVELOPMENT:
WASHINGTON ST. CORRIDOR
(DUDLEY-EGELSTON SQ)


by

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JUN 9 1977



Community Development

**Washington St.
Corridor
Dudley- Egelston Sq.**

-TO MY PARENTS-

COMMUNITY DEVELOPMENT
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by Hermon Telyan

SUBMITTED TO THE DEPARTMENT OF ARCHITECTURE MAY 1977 IN PARTIAL FULFILLMENT OF
THE REQUIREMENTS FOR THE DEGREE OF MASTER OF ARCHITECTURE IN ADVANCED STUDIES.

The elevated structure along Washington Street has a blighting influence and a serious depressing effect on property values and business.

The elevated Orange Line that now serves the black community is more heavily patronized by that community than any other line. However, because of the Southwest Corridor development, the Orange Line is being relocated to Penn. Central track.

The area from Dudley Station to Egelston Square is selected for study to address development opportunities that might occur after the removal of the "el." The initial step is the formulation of a community development plan for the selected target area, which the community can evaluate and for which it can define development options, plans, and strategies.

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introduction

Washington Street is six miles long and runs in the north-south direction crossing Boston all the way from Mattapan to the central business district and ending at State Street. At the target area, Washington Street is a two-mile spine unifying two commercial and transfer points, Dudley and Egelston Squares.

The most dominant physical feature along Washington Street is the elevated railway which was constructed in several stages between 1901 and 1909. The impact of the "el" was negative; deteriorated houses and vacant land became the dominant physical features along Washington Street.

A major highway, Interstate 95, was proposed for the South West Corridor in 1968, but community groups stopped the construction. The relocation of the Orange Line to Penn. Central track, however, will be executed as planned. This raises two important questions: 1) How to replace the South End and Roxbury services? 2) What will happen to Washington Street?

It is expected that after the removal of the "el", a substantial amount of land will be available for development. This will change the nature of the street. In the past, people in Roxbury have been highly suspicious of the changes imposed by outsiders. After the removal of the "el", the community will face development plans that might exploit it.

Presently, little attention is given to Washington Street. This report aims to open new ground for discussion as well as inform the community about eventual changes caused by the removal of the "el,"

After reviewing the resources and development opportunities of the community, the following questions were asked to understand better the future of Washington Street:

- What does the area need?
- What are the expectations of the community concerning Washington Street?
- What are the regional conditions shaping the future of Washington Street?

-- What are the resources and development potential of the community?

The first section of this report gives a general background of the area and discusses the issues involved. The second part examines the community resources as well as the street's development projection. The third section addresses the M.B.T.A.'s parcel development.

The intention of this report is to open discussion rather than find a specific solution for Washington Street.

SETTING THE CONTEXT

1

history

In 1630 the Shawmut Peninsula in the south was connected with the mainland by a narrow neck. Great Street (later King Street, now State Street) connected the peninsula with the neck and the mainland. Roxbury Village lay at the edge of this hilly farmland.

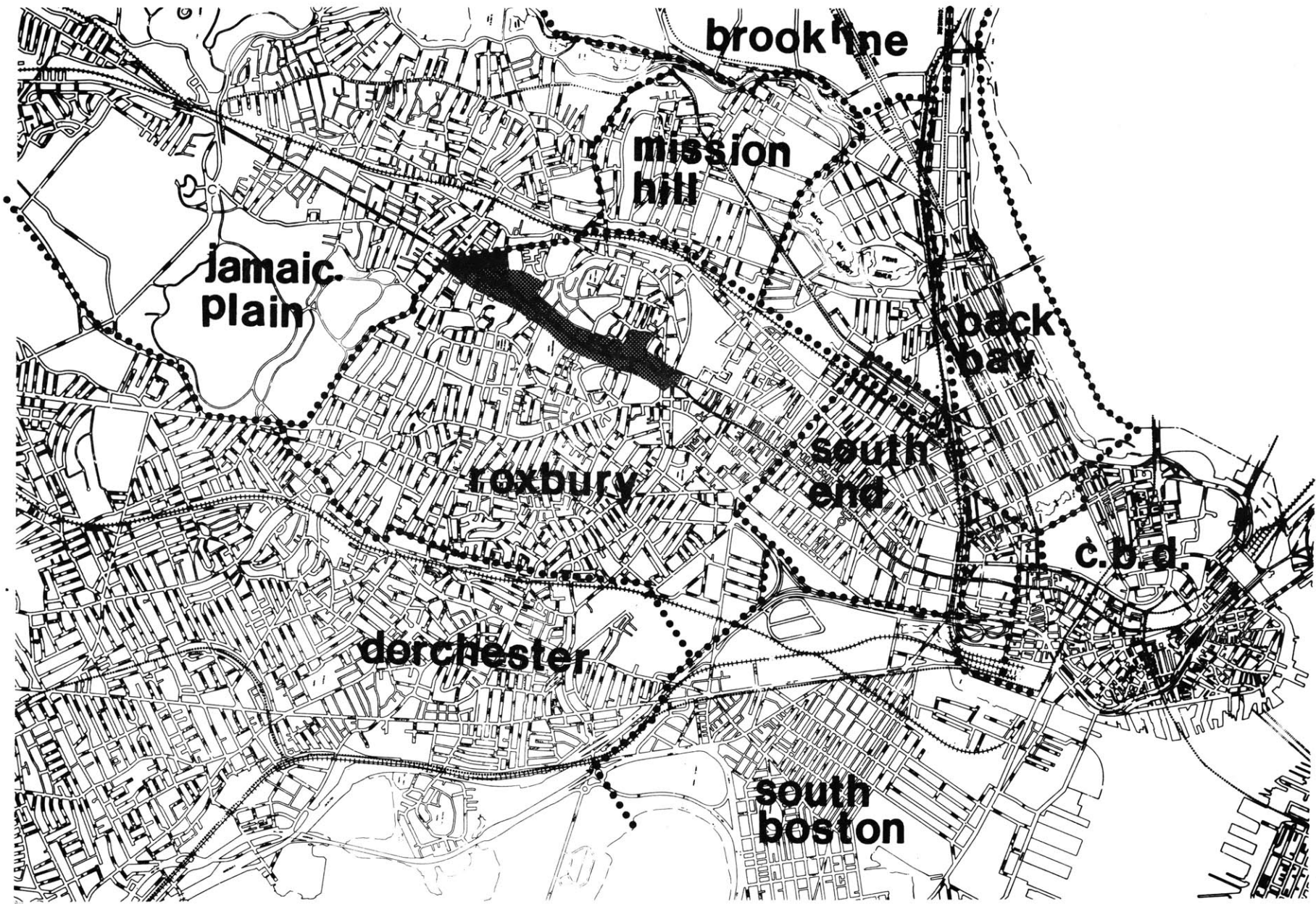
The first development of the area (1840-1870) consisted of the construction of less expensive townhouses along Dudley Street for the arriving Irish immigrants and the local Jewish community. While Roxbury Highlands remained primarily an affluent residential district, Lower Roxbury became the site for a number of light industrial establishments. By the 1890's, Roxbury Highlands became a middle class suburb connected to downtown Boston by street car tracks.

When the Boston Elevated Company built its terminal at Dudley Street, Dudley Square became the dominant commercial center in Roxbury. During the early 1900's, Jewish families moved in and replaced the Irish residents. At about the same time, black families started to move into the northern section. By the 1950's, Roxbury became the home of

Roxbury in the Context of Boston

● target area

Washington Street



the black community, with Dudley Station as its center.

The elevated structure is the most dominant physical feature along Washington Street. It passes through Jamaica Plain, Roxbury, and the South End. It was constructed in several stages between 1901 and 1909. From the start it was clear that the structure would have an undesirable effect on the neighborhood around Washington Street. Proposals for the removal of the "el" date back to before 1937 when the Boston City Council issued a resolution calling for its replacement. However, because of the high cost of replacing a perfectly serviceable structure and because of other high priority transit projects, the elevated structure continued to provide transit service in the corridor. The elevated Orange Line now runs from Forest Hills in the south, through Green, Egelston and Dudley Stations in the center of the black community, and through Northhampton and Dover into the central district.

In 1948, a major highway, Interstate 95, was proposed for the Southwest Corridor. As plans for the highway were developed, it was proposed

that I-95 be located along the Penn. Central Railroad alignment. The proposal entailed the relocation of the M.B.T.A.'s Orange Line, a move that was intended both to improve mass transit service within Boston's Southwest Corridor and to remove the blighting impact of the Washington Street elevated structure where the Orange Line currently runs.

In 1970, in response to the pressure from a wide range of community groups, the governor decided against the proposed highway construction. The relocation of the Orange Line Rapid Transit from its present elevated structure to the existing Penn. Central right-of-way, however, will be executed as planned. The governor also urged further exploration into the merit of depressing the rail facility as well as an examination of the means of providing service lost by the removal of the "el" in the heart of the South End and Roxbury.

The removal of the "el" will eliminate the depressing effect on the property values and on business. The change that will accompany the demolition of the "el" will be significant in the urban fabric of Roxbury.

highland park neighborhood profile

Highland Park is one of the most historic sections of Roxbury. It is a fascinating neighborhood with its unique housing and vistas of downtown Boston. It is a residential community a square mile in size that consists of hills, narrow streets and parks. It is defined on three sides by major arterial streets: Columbus Avenue in the west, New Dudley Street in the north and Washington Street in the east.

The Highland Park Community is relatively small and predominately black. Although physically deteriorating, it is a politically well-organized community. R.A.P., a non-profit neighborhood development corporation, is in charge of the revitalization and rehabilitation of Highland Park.

The greater percentage of the Highland Park community is zoned for residential use, while the periphery along the major arterial streets is zoned for non-residential use. Primary access to Highland Park is presently gained along Centre Street, the major carrier through the com-

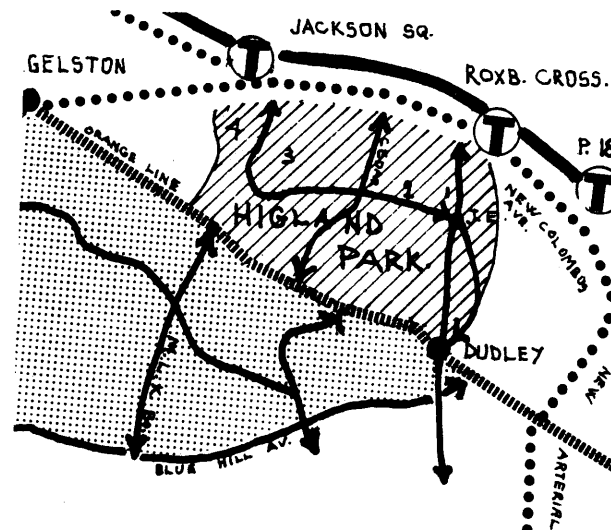
munity, and secondarily from John Elliot Square via Highland Street. Washington Street provides access to those blocks abutting it.

I6

64% of the residents in Highland Park are black, 24% are white and 9% are Spanish-speaking. The elderly and the young comprise about 5% of the population. 19% of the families receive public assistance. The number of husband-wife families in the area is close to the city's percentage. Also, there is no significant difference in educational attainment in Highland Park and the city as a whole.

Of all the land categorized as public or semi-public, the largest per-

1. John Elliot Sq.
- 2 .Kittredge Sq.
3. High Fort
- 4..Connoly playground



centage is in uses which do not serve Highland Park residents. Approximately 50% of the 245 acres was donated to the MBTA and the DPW to be used as yards. The remaining public facilities are evenly divided among churches, schools and nursing homes. There are four public schools (3 elementary and 1 junior) which are more than 60 years old. None of them meet Commonwealth standards for site size. 80% of public open space in the neighborhood is occupied by two parks, High Fort and John Connolly Field. A substantial number of elderly could benefit from passive outdoor parks and plazas. Indoor recreational and cultural facilities catering to the elderly appear to be needed as well.

The Hawthorne House and the Playmate's Nursery School are the only day care facilities in the neighborhood and their combined capacity is for only 80 children. Therefore, additional day care services may be warranted. Also, land area from commercial and industrial purposes is relatively low. There is a general lack of commercial services and job centers within the study area.

washington park neighborhood profile

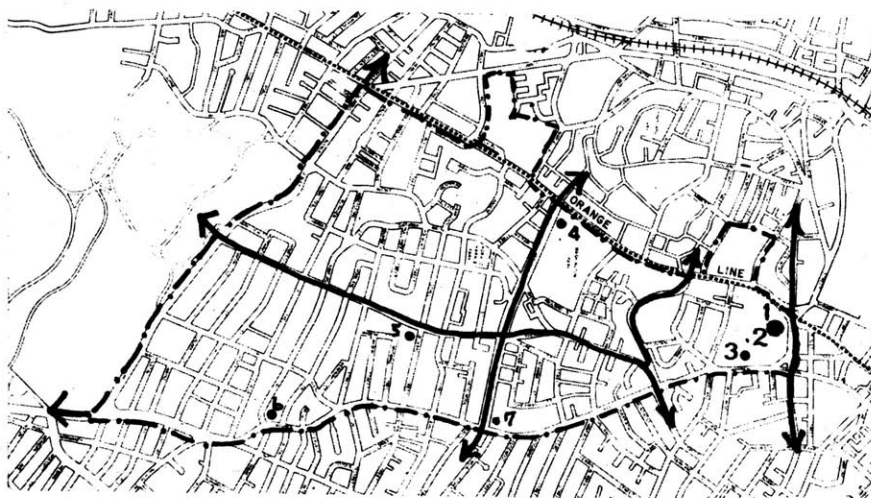
In order to discuss the target area, one must take a close look at Washington Park. In 1963, Washington Park became an urban renewal project. It is an area of 502 acres and it is defined by Washington, Dudley and Seaver Streets. Half of Roxbury's residents live in Washington Park. Washington Park houses two distinct social and economic groups: black middleclass in Upper Roxbury and the black working class in Middle Roxbury. Washington Park's property values and median incomes are considered to be the highest in the district. Physically Washington Park is diverse. One can see well-maintained residential areas near Franklin Park as well as newly constructed housing.

In the part two decades, there has been a radical change in the population and social fabric in Washington Park. During the 1950's, the white population was about 68.3% and the black 31.7%. While in the 1960's, the black population increased to 71.2% and the white decreased

to 28.8%. Immediate effects of the urban renewal program were shifts in population and the reduction of density.

Washington Park started to show signs of deterioration as early as 1950. The Washington Park Urban Renewal Project covers an area of 50 acres. Due to the renewal many physical and social changes occurred. Through two decades we see a decline in population as well as a change in it. In 1950, it was 32,762 with 65 persons per acre, in 1960 it was 26,207 with 52 persons per acre, and in 1970 it was 20,081 with 40 persons per acre. Substandard housing was cleared and in its place government subsidized housing constructed.

- 1. Police station
- 2. Court House
- 3. Library
- 4. Recreation center
- 5. Trotter Elem. School
- 6. Grove Hall library
- 7. Food center



As the demand for housing increased, the supply did not meet it because of the increasing in-migration. Although steps were taken to alleviate the situation (i.e. the 6,500 units were regabilitated in Upper Roxbury), the demand was not met. There have been many physical improvements, but much of the property continues to deteriorate. Inspite of public investments, the public services function on a minimum level. Although there has been clearance along Washington, Bower and Warren Streets, and low-rent subsidized apartments, a shopping center, a recreational complex, police station and court house were built, the renewal process has remained incomplete. Some schools and playgrounds were planned but never built. Also, there are about forty garbage-filled lots in the area.

There has been a steady decrease in the lower income families and an increase in those with middle incomes. Since 1970 the number of high school graduates and those attending college has increased. Also since 1970, the number of those entering professional, managerial, technical, clerical, and sales positions has increased. A great percentage of the lower income families moved out of the Washington Park area only to be relocated into other ghetto areas in Boston. Renewal became a mechanism

The Urban Renewal Program did not achieve its goals. Instead of serving the existing community, the program fragmented it, causing conflicting classes and life styles.

transportation analysis

At the target area, Washington Street serves as a connecting spine between two important transfer and commercial points: Egelston and Dudley Stations. Besides being the second most used station in the MBTA system, Dudley is also the second most concentrated commercial space in Boston.

The study area has the lowest rate of automobile ownership in the city. Therefore there is a substantial reliance on public transportation for commuting and visiting shopping and recreational centers. A majority of the low income people and the elderly depend on public transit. 60% of the medical trips were to City Hospital and to medical facilities in the Fenway area. This requires difficult crosstown travel for about 35% of the families. Due to the limited access of public transportation to recreational areas, two-thirds of the households surveyed use cars. Nearly half of the households without cars rely on others with cars to drive them.

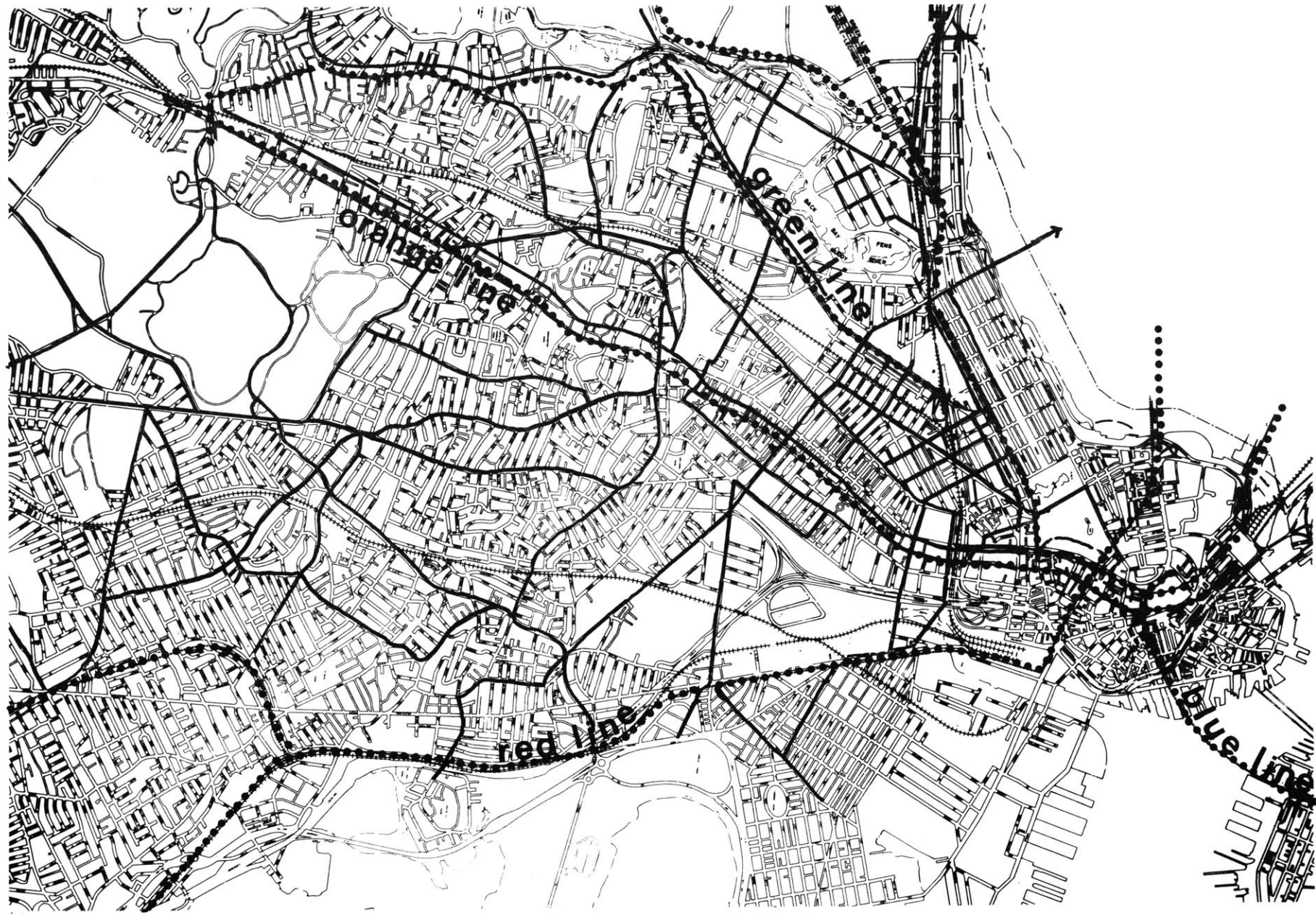
Bus and rail transfers are overcrowded at certain existing Orange Line Stations, such as Dudley, Egelston and Forest Hills. However, the bus system acts as a collector-distributor for the rapid rail and trolley systems which are predicated on radial travel to the Central Business District.

BUS SYSTEM

The black community is served by 20 bus routes, 12 of which begin or terminate at Dudley Station. Two types of busing serve the area: radial and crosstown. Radial routes serve Roxbury, North Dorchester and Jamaica Plain. The crosstown routes connect Dudley and Egelston Stations with different sections of the city. The accompanying map also shows that most buses travel along Warren Street from Dudley to North Dorchester. A second set of buses serve Jamaica Plain along Central and Heat Streets.



Bus Routes Map.



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**Existing
Transportion
System**

.... rapid line
— bus line

**Washington
Street**



A third set of routes serve Roxbury along Blue Hill and Talbot Avenues and along Washington Street to Egelston Square.

Egelston Square is another transfer point. One route along Blue Hill Avenue and Seaver Street leads to Egelston Square in turn connecting with Mattapan. Another set along Boston Street connects the South End to Andrew's Station. A third route along Washington Street connects the buses from Mattapan and Jamaica to Dudley Station. A newly extended bus service exists from Egelston Square to downtown Stuart Street.

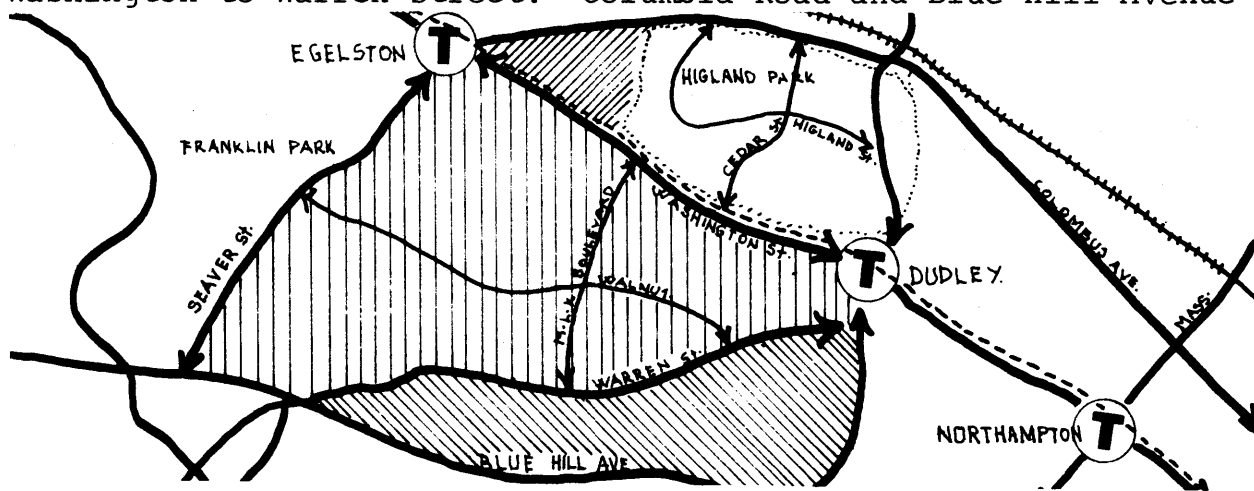
HIGHWAYS AND STREET SYSTEMS

The study area has a very limited arterial street system. Washington Street, running from the central business district to Forest Hills is the only street that traverses the area in the north-south direction. The restricted width, the overhead transit structure and the parking interference caused by the commercial development throughout much of its length make Washington Street an arterial street with a limited capacity.

Washington Street diverges at Dudley Street to Egelston Square, Jamaica Plain to Grove Hall, Dorchester and Mattapan. Massachusetts Avenue is the only continuous east-west street crossing the area.

incapable of carrying all east-west traffic of the area because of the heavy residential and commercial development along the avenue. Seaver Street is a secondary east-west street that connects Uphams Corner to Egelston and continues to West Roxbury as Atherton Street.

There are also east-west connections on the neighborhood scale. At Highland Park, Cedar Street connects Columbus Avenue to Washington Street. At Washington Park, Martin Luther King Boulevard connects Washington to Warren Street. Columbia Road and Blue Hill Avenue pro-



vide an inbound connection from Dorchester and Mattapan. In the west, Columbus Avenue acts as a major radial route from a section of Roxbury and Jamaica Plain.

RAPID LINE TRANSPORTATION

The Orange Line is the most heavily patronized rapid rail line that serves the black community. It runs from Forest Hills in the south through Green Station, Egelston and Dudley Stations in the center of the black community, through Northampton and Dover into the central business district in Boston. Despite heavy reliance on the Orange Line, a decision was made to tear down the Washington Street "el" and move it to the Southwest Corridor Penn. Central tracks along Columbus Avenue. The removal of the four-mile long elevated structure will eliminate noise, vibrations and a visually dominating blighting influence. But on the other hand, severe transportation problems will arise. At the present time, large areas of Dorchester and Roxbury are dependent upon buses. The general route alignment of the Orange Line to the South End serves this area effectively. However, the relocation of the Orange Line would eliminate this service. Many South End residents are concerned with im-

proved local access to the central area. Roxbury is also concerned with access to health and educational services in the Back Bay-Fenway area. Little is know about the Dorchester and Mattapan communities since their needs have not been adequately addressed.

The residents of Roxbury, the South End, Dorchester and Mattapan have the greatest need for public transportation. These areas are important since over 40% of the city's population live in them.

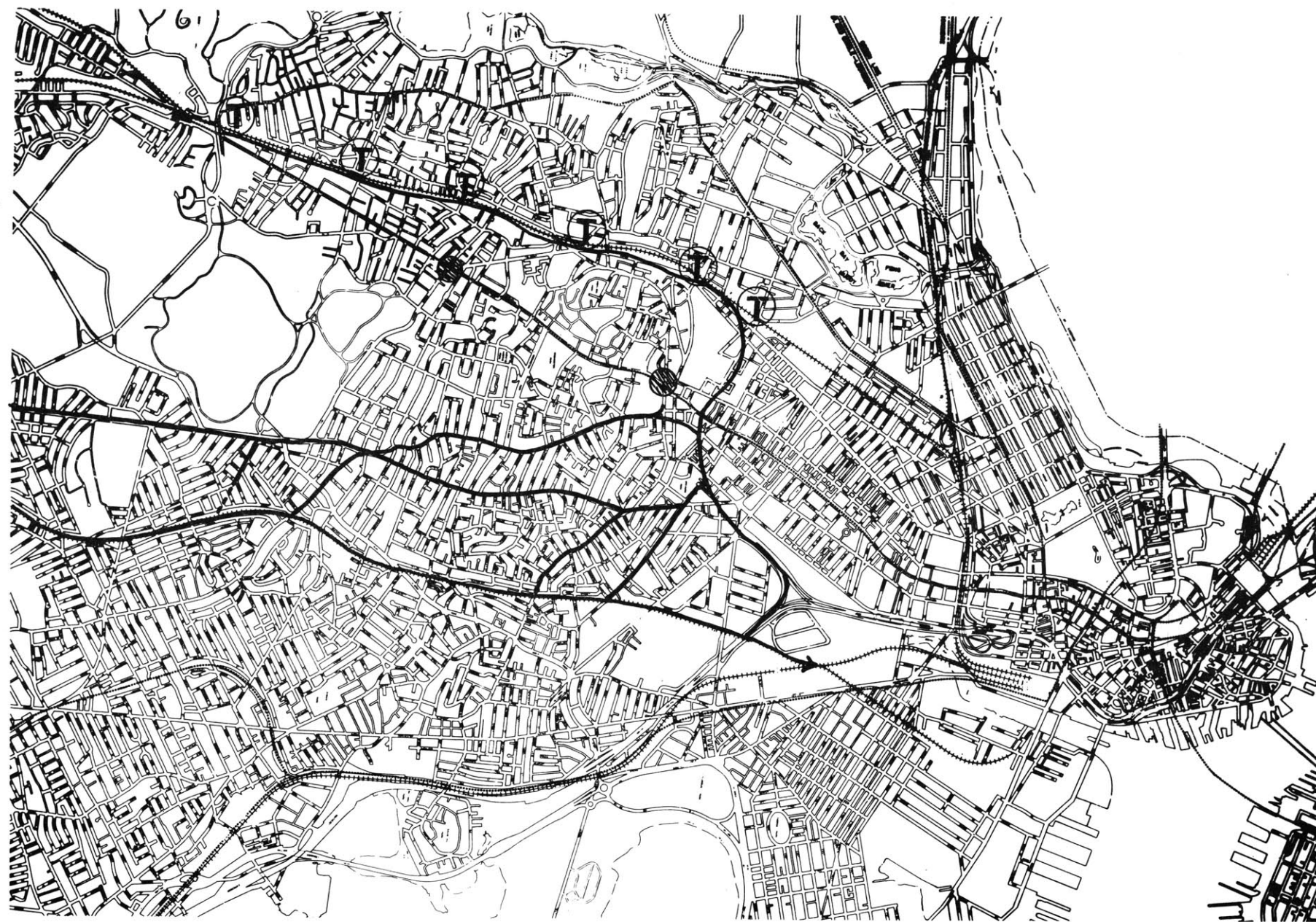
The central Business district, the retail center at Dudley Square, Mattapan Square, Grove Hall and Dorchester Center are all significant centers of commerce and local employment. Quincy, Milton and Route 128 are important points to be considered since they are suburban employment centers.

Through the relocation of the Orange Line, Jamaica Plain will still maintain access to Roxbury's commerical and institutional facilities. Until they find a new replacement service for the South End, the existing Orange Line will continue in operation at least to Dudley Street

after the relocation of the Orange Line. This decision will have a positive effect on Dudley Station's merchants and shoppers, as it will help stabilize the area as a commercial center.

WHAT ARE THE ALTERNATIVES FOR THE REPLACEMENT OF SERVICES NOW PROVIDED BY THE WASHINGTON STREET ELEVATED?

The Southwest Corridor's Coordinating Office and two local planning and engineering firms were hired for a feasibility study of the replacement of services. The information below is not the final decision for Roxbury. It provides a few alternatives, showing that the replacement services can be provided in the following ways: the South End will probably use a Green Line Street Car on Washington Street that would terminate at the arterial or at Dudley Station; a light rail surface system (with tunnel where existing streets are not sufficiently wide); or a subway with alignment options on Warren Street or Mainland Branch Railroad, with a possible connection to the Green or Orange Line. The Rapid Transit would provide faster service to downtown Boston with minor local service benefits. Light rail would give more stops to the local communities with more travelling time. These routes would pro-



**Proposed
Replacement
Services**

**Washington
Street**



vide services to Grove Hall and an extension to Mattapan. These proposals warrant further consideration by the BTFR.

The replacement services are very significant for the Dudley commercial area and its users. While Blue Hill Avenue and the Midland Branch routes will bypass Dudley completely, the Warren Street proposal would follow Harrison Avenue as an extension of the South End services. This will permit an easy access for Dudley shoppers.

institutional analysis

Today the community is confronting new challenges that place greater emphasis on cooperation, community self government, citizen participation and personal involvement. The community should determine its own future by local participation with an understanding of how one action relates to others. Therefore, it is essential to know from the very beginning all of the factors involved in the development of the community. Such inventory will facilitate both the planning process, by clarifying the expectations and interests of the target area community. Local community organizations will develop strategies and they will control the process of change. The organizations below will effect the development and will have control of the process.

COMMUNITY DEVELOPMENT CORPORATIONS

CDC of Boston (Community Development Corporation of Boston)
C.V.C.F. (Circle Venture Capital Fund)
R.A.P. (Roxbury Action Program)
S.W.C.C. (South West Corridor Coalition)

EDUCATIONAL

R.C.C. (Roxbury Community College)
Campus High School

BUSINESS

Dudley Merchants Association
Greater Roxbury Chamber of Commerce
Egelston Square Merchants Association

RESIDENTIAL

Saint Joseph Housing
Academy Home I, II

PUBLIC AGENCIES

M.B.T.A. (Massachusetts Bay Boston Transportation Authority)
Department of Public Works
Office Of State Planning
S.W.C.C. Office (South West Corridor Coalition Office)
B.R.A. (Boston Redevelopment Authority)
Boston Little City Hall

C.V.C.F. consists of many organizations assisting the Roxbury community
through capital investments, technical assistance, management

training and educational services. It enables the community to become aware of, and involved in, its own economic development.

R.A.P. is a non-profit community organization whose aim is to rehabilitate Highland Park, providing housing, community employment, commercial development and the historic preservation of John Elliot Square. Presently involved with RAP UP II and RAP UP III.

Egelston Square and the Dudley Merchants Association is an association of businessmen whose aim is to improve the condition for business in the Dudley and Egelston areas. It pressures the city to be accountable for its services to the community.

R.A.P. - UP IIA: New construction of 140 low and moderate income apartments, including 60 designed for the elderly. 64,000 square feet of commercial space is planned on vacant lots along Highland Street between Norfolk Street and John Elliot Square, as well as the renovation of Garvey House and 9,000 sq. ft. of

commercial space at John Elliot Square.

R.A.P. - UP III: New construction of 96 low and moderate income apartments. Also, community and commercial space is planned in the area of Fulda, Vale, Valentine and Thorton Streets.

NEW DUDLEY STREET PHASE II: A new high school, a resource center and the development of the South West Corridor will increase the traffic on Roxbury Street. In order to diminish and improve east-west traffic, the B.R.A. is planning to widen Roxbury Street. The extension of Shawmut to Washington Street and the removal of the post office is part of the project. This last proposal met some community opposition.

EXTENSION OF THE MARTIN LUTHER KING BOULEVARD: In order to improve the crosstown circulation between the Roxbury and Dorchester communities, the city's Public Works Department and the Boston Redevelopment Authority are studying the western extension of

the boulevard. This extension would have an impact on property values and proposed housing development. Therefore, the study should be carefully evaluated.

CAPITAL IMPROVEMENT AT WASHINGTON STREET: In the beginning of the summer of 1977, Washington Street from Dudley to Egelston Squares will be repaired. After the removal of the el in 1977-79, funds will be available for street reconstruction, increased street lighting and the planting of trees.

SOUTH WEST CORRIDOR DEVELOPMENT: The development of the South West Corridor is getting more public and private support. \$40 million has been allocated to date for Corridor projects by the Urban Mass Transportation Administration and \$11 million to upgrade 9 miles of the Penn. Central track. Seven to fifteen million dollars has been approved by the Federal Highway Administration for the construction of an arterial street at Lower Roxbury. The engineering of the arterial street is being studied and the construction of Columbus Avenue is expected to begin in

1977. (Taken from the "S.W.C.C. Journal")

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NEW HIGH SCHOOL: A new high school and an occupational resource center on New Dudley Street for 5,000 students will be open in 1977. In the beginning, the services will be provided for 2,500 students.

ORANGE LINE RELOCATION: \$11 million was allocated to upgrade the Penn. Central track for the new alignment of the Orange Line. During the upgrading period, the Midland Branch will be used for the Penn. Central trains. After the completion of the upgrading, the four-mile Orange Line from Dudley to Forest Hills will be removed to the South West Corridor along Columbus Avenue. At the present, the South West Corridor's Coordinator's office and two local firms are studying the possibility of replacing the services provided by the Orange Line and of servicing the Roxbury and South End communities.

physical analysis

Washington Street is six miles long and runs in a north-south direction, crossing Boston all the way from Mattapan to the central business district and ending at State Street. At the study area, Washington Street is two miles long, intersecting in the north with Dudley Street and forming Dudley Square. In the south at Egelston Square, it intersects with Columbus Avenue and Seaver Street. It becomes clear that Washington Street plays a unifying role for two commercial and transfer points. This unifying spine acts as a boundary line between Highland and Washington Parks. The two communities, however, treat Washington Street in different ways.

Direct contact of the Highland Park Community with Washington Street is limited by its topography: steep cliffs and houses located ten to twelve feet above street level. Washington Street acts as a backyard vis-à-vis Highland Park. On the other hand, Washington Park's flat surface, Saint Joseph's and Academy Housing Projects, and the

Shellborn Recreational Center make Washington Street a front door for the community.

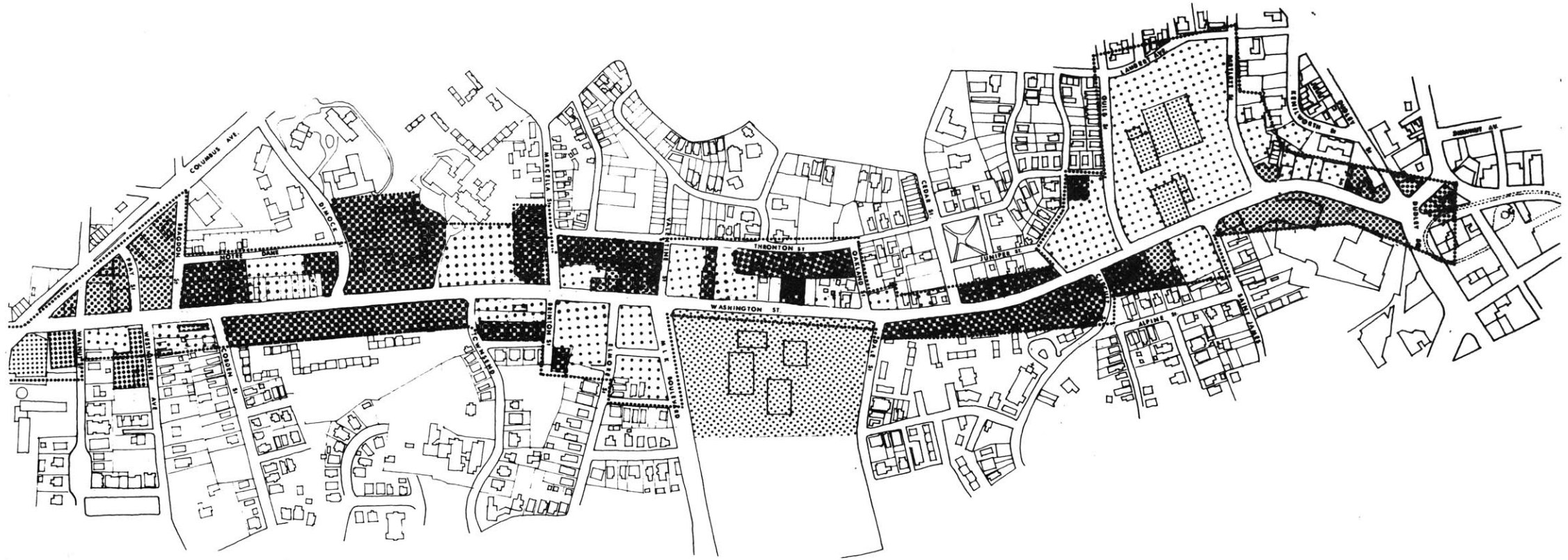
The elevated structure is the most dominant physical feature along Washington Street. A major portion of the line has been constructed with plate girder bents combined with plate or truss type longitudinal girders. The overall height varies between 25 and 35 feet. The two-track-structure has an overall width varying between 25 and 45 feet with columns in the street and on the sidewalks.

The "el" has an important impact on value and use of

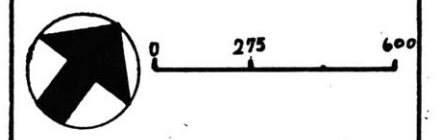


Existing Land Use

-  open space
-  housing
-  commercial
-  public facilities
-  recreation



Washington Street



property. On the Highland Park's side, some deteriorated houses and vacant lots exist. These vacant parcels vary in size and topography. The largest is located at the corner of Washington and Bartlett Streets. Presently it is owned by the M.B.T.A. and rented to a school bus company for garage purposes. The flat area between Oakland and Valentine Streets is R.A.P. - UP II's proposed project site. Another empty parcel exists next to the Academy Home. This 1.1 acre lot is a place for abandoned cars. On the largest parcel, located between Martin Luther King Boulevard and Brinton Street at the Washington Park side, the B.R.A. is planning to build a center for the elderly.

Academy Home is the densest housing project along Washington Street. It is built on steep hills and it houses 350 families. Another project along Washington Street is Saint Joseph's Housing located between Circuit and Dale Streets. This cooperative project provides homes for 30 families. The adjacent parcel at the southwest corner is the Shell-born Recreational Center. It is one of the major recreational centers for the surrounding community, providing an ice-skating rink, basketball courts, swimming pools and community meeting facilities. Shell-

born Center is part of Washington Park.

Washington Street assumes a different character as it approaches Egelston and Dudley Squares. These sections house light industry and commerce. The section from Bartlett Street to Saint James and Dudley Streets has the following industries: Circle Supply Company, White Sheet Metal Company, a manufacturing company at the corner of Saint James and Washington Streets, and the Welfare Building. Towards Egelston Square from Pray and Westminster Streets the area contains a school bus parking lot, an abandoned printing company and a food distributor next to the subway station at the intersection of Columbus Avenue and Washington Street.

**COMMUNITY RESOURCES
AND OPPORTUNITIES**

2

resources and opportunities

The removal of the "el" would eliminate a major source of noise, vibrations, a blighting physical influence, and would improve traffic along Washington Street and its commercial area. Any development and change that would occur after the removal of the "el" should be based on the existing and potential community resources. A study at the neighborhood hood scale based on existing local resources, land use and availability local community organizations and financial capital would show the opportunities for potential growth for Washington Street. Any development and change should be seen in the context of Roxbury.

The overall benefit for the community should be taken into account. The people of Roxbury should receive the benefits from the development and they should be incorporated into the decision-making process. Such development must not compete with the existing development; it should complement it.

For years the "el" has had an adverse effect on the surrounding properties. It is expected that after its relocation, substantial land will be avail-

able for development along the Washington Street Corridor. Before any development takes place, an evaluation of the varied levels of resources should take place for the realization of the opportunities for specific development.

THE DUDLEY AND EGELSTON SQUARE COMMERCIAL AREA

Dudley, a transportation transfer point and a commercial center, attracts a significant number of shoppers. One of the most valuable community resources is the retail centers in the Dudley area and along Washington Street. In the past, the area showed signs of commercial decline.

The Dudley Merchants Association is a strong voice for the revitalization of this area. Presently the association is looking into the possibility of upgrading the image of the area. Improved parking, lighting, street maintenance and police protection are the actions planned for immediate undertaking.

The second and third floors of the buildings are vacant because of the negative effect of the "el." After its removal, the 40,000 sq. ft. of

vacant space can be considered as a resource for the community. This space can become a testing area for new businesses and a major factor in the revitalization program.

It is suggested that after the removal of the "el," businesses currently located at Dudley Station might relocate either to the soon to be developed Parcel 18, or Parcel 10, which has 25,000 sq. ft. of commercial space available. Such an assumption cannot have solid ground because:

- a) The new development at Parcel 18 may have higher rental rates than the existing ones at Dudley.
- b) Dudley Station has the banks, police station, court house and telephone company already existing to support businesses.

EGELSTON SQUARE

Egelston Square is a secondary commercial area. Like the Dudley area it is a transportation transfer point. This commercial area consists of everyday retail centers such as laundromats, liquor stores, drug stores, etc. The area is well-patrolled. However, the lack of parking, storefront obsolescence and the general lack of attrac-

tiveness are the causes of the general decline of the area.

A group of neighborhood merchants formed the Egelston Square Merchants Association in order to combat the commercial decline. In the past, merchants worked in collaboration with the C.D.C. They tried to revitalize the area. The proposed revitalization program did not convince the city officials because they thought that such a program would have more potential only after the "el" had been removed.

The merchants complain about the lack of parking and the lack of supporting businesses in the area. The Egelston Square retail area can be considered a small neighborhood retail resource only after the removal of the "el."

The new commercial development at Jackson Square has more potential for attracting consumers and is a better place for the development of new businesses. The merchants should, therefore, concentrate their efforts on keeping the existing retail area as a secondary small-scale neighborhood retail area, instead of searching for new supporting businesses.

A balanced commercial development at Jackson Square and the existing commercial strip along Columbus Avenue can become a resource for support for the Egelston Square Merchants.

PUBLIC MONEY AND NEIGHBORHOOD IMPROVEMENT

Before community development takes place, all financial resources must be reviewed. Presently, the city is trying to improve funding on the federal, state and local levels. A limited amount of funds is available through the Revenue Sharing Program. Also, limited State funds can be available through the CEDC for residential and commercial development and through the 705 program for rehabilitation.

The MHFA can be seen as another governmental resource for assisting housing development in the area. It is expected that the Housing Improvement Program would make available \$550,000 for the entire district. Such funding will cover approximately 330 buildings in Roxbury. A 40% rebate on property tax will be granted for major structural repairs.

The development of the Southwest Corridor is another cash flow resource for the community. The proposed Orange Line and its stations are estimated by the Boston Redevelopment Authority to generate 19,000 construction jobs paying \$245 million in annual wages. The tax revenue generated from the Corridor's development would also be substantial, with the city receiving nearly \$4.5 million in property taxes yearly. The state tax revenue would be in the vicinity of \$1.8 million yearly.

land development

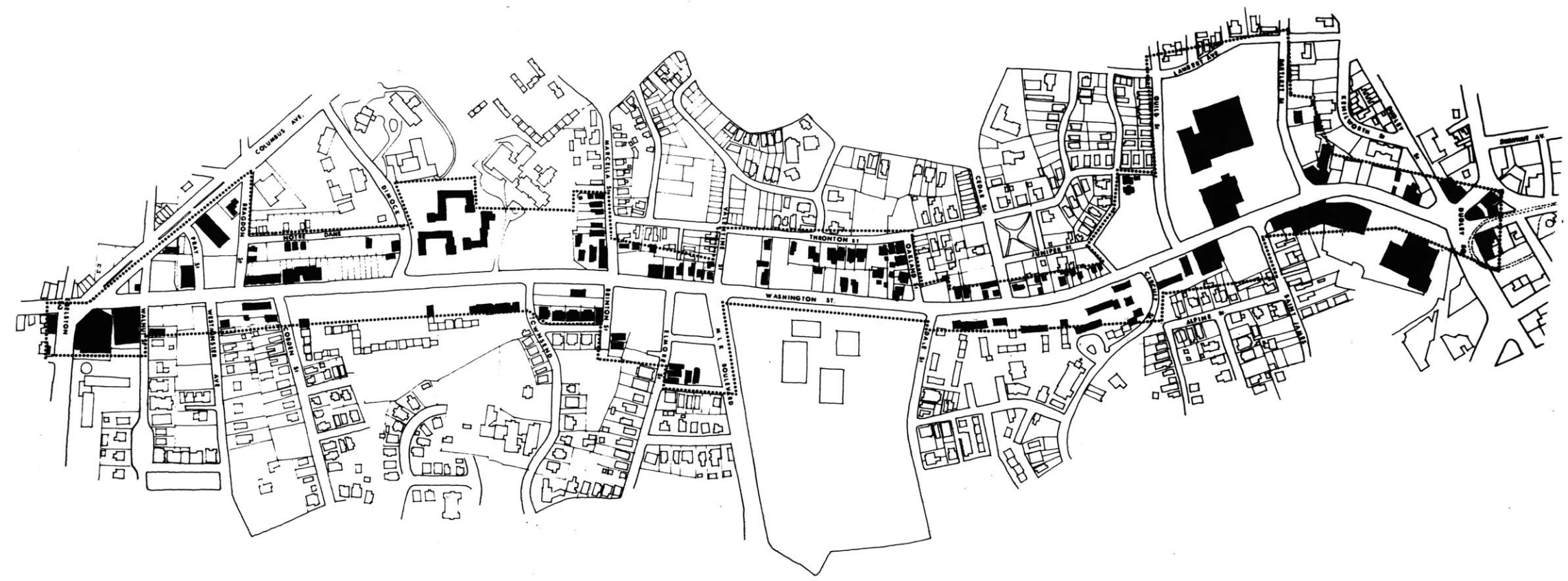
Deteriorated houses and vacant land are the dominant physical features of Washington Street. Due to the deleterious effect of the "el" on the area, minimal development has taken place on the site. After the removal of the "el" a substantial amount of land will be available for development. Also, structurally unsound houses will be torn down. This vacant land will be added to the developable parcel. Varying sized parcels will be available for development at different times according to the regional events. However, the environment and the site constrain the desired development. This is true for the majority of the parcels located at the Highland Park site.

The existing parcels can be classified as follows:

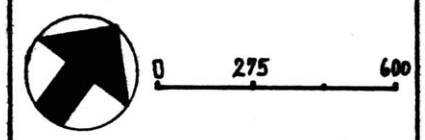
- parcels owned by non-profit organizations
- parcels owned by the B.R.A.
- parcels owned by the M.B.T.A. and presently used for public facilities
- privately owned land

OPPORTUNITY MAP

- vacant land
- existing building



Washington Street



The available land can be developed for mixed use, housing and commercial.

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The majority of the land will be available for housing development especially along the Highland Park site.

Two sites have potential for mixed use: the M.B.T.A. bus yard and the vacant land in the southwest of Shellborne Center. The M.B.T.A. site is the largest parcel on the corridor at the intersection of Washington and Bartlett Streets. Presently, the 8.95 acre site is being rented to a school bus company. During the construction of the Arborway Garage, the site will be used for the M.B.T.A. buses. After the construction of the Arborway Garage, it will be available for reuse, possibly by R.A.P.

Another parcel for immediate development is presently owned by the B.R.A. It is defined by Martin Luther King Boulevard, Washington and Brinthon Streets. Due to its centrality and its location at an east-west connector street, the 2.6 acres of land has the potential for mixed use development. However, presently the B.R.A. is planning an elderly center.

washington Street

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- What does Washington Street want to become?
- What are the expectations of the community concerning Washington Street once the "el" is removed?
- What role does Washington Street play in its region?
- Will the development at the Southwest Corridor affect Washington Street?

The above questions were asked to determine the future of Washington Street and to maximize the benefits from the existing resources. However, before answering the questions the following points were examined: the role of Washington Street in Roxbury, Roxbury in relationship to its immediate surroundings and Roxbury's position vis à vis its region.

Although Roxbury does not have the centrality of downtown Boston nor the vast land of the suburbs, it appears attractive for warehousing and light manufacturing because of its relatively low rents and location convenient to both the suburbs and central city.

As in the center of Boston, the lack of space was the primary reason

The 1.6 acre wooded area next to Academy Home located on Washington Street is privately owned. It would be desirable to develop the site as a public open space or for housing. Further down towards Egelston Square, the area between Brockdown Street and Egelston Square is allocated for commercial use.

Although the site with the taxicab garage, gas station, and some other garages provides jobs for the local community, it has a blighting influence on the surrounding environment. However, this parcel can be seen as a potential resource. Once the community shows signs of economic improvement and gets the right opportunities, this site can become vital for community use.

for Roxbury firms to consider leaving the city. Since Roxbury has access to the suburbs and the inner city, it can be seen as a residential area warehousing the city's and suburbs' products. However, Roxbury needs a well-balanced development which would provide employment and good services. The development at the S.W.C. and the construction of the new arterial street will satisfy this need. Therefore, the regional conditions suggest that Washington Street become a secondary street running in a north-east direction with the residential development.

For many years, the "el" has divided the area in two neighborhoods. After its removal, the street will become open to sunlight and with new planting it will become a desirable place to sit around and meet people. It is suggested that the street acquire a soft residential character with access to Washington and Highland Parks. In this case, the new Washington Street will play the role of the connector between two neighborhoods, both visually and socially.

After the completion of the Orange Line and the bus garage at Ruggle

Street, the bus routes will be shifted. Such an arrangement should not conflict with the objective of having Washington Street become a residential area.

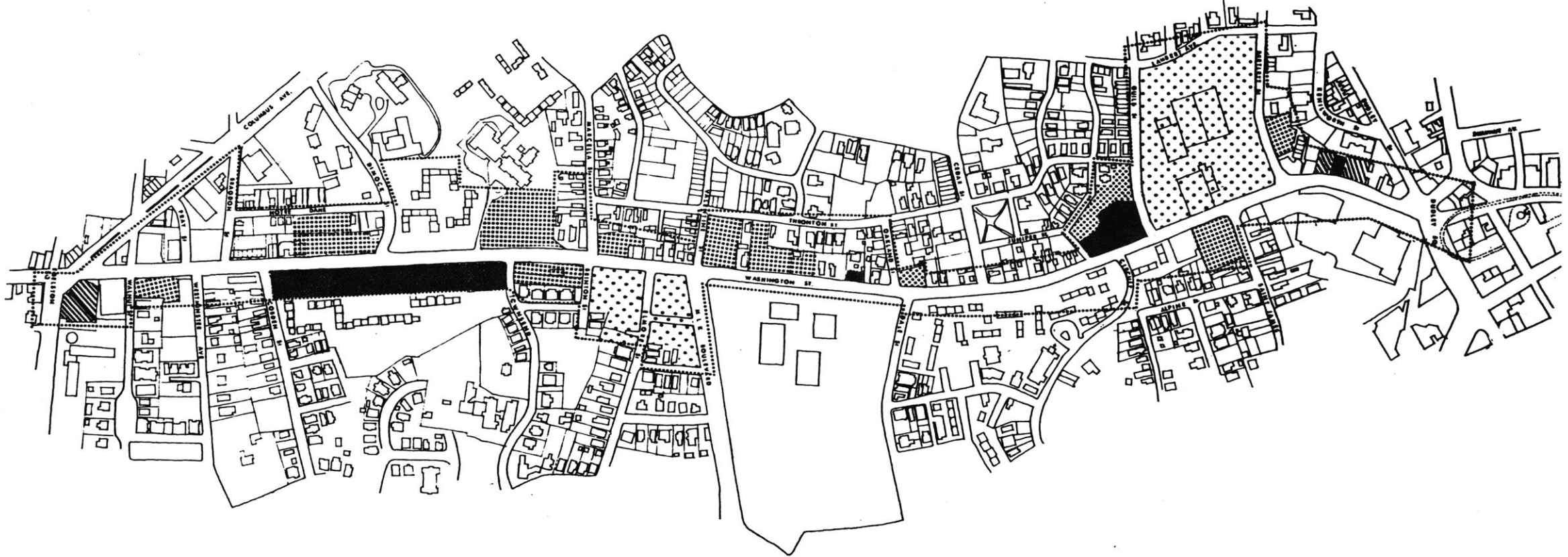
corridor development

After reviewing the possible opportunities, available resources, regional factors, and events, a series of interviews were conducted with the present users of Washington Street to find out their expectations concerning the new Washington Street. In addition to this, another set of interviews was held with local organizations to find out their role and development potential in the area.

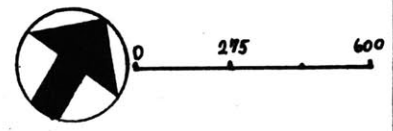
Based on this study a corridor land development is proposed with the objectives of transforming the Washington Street into a residential area with an improved environment. The following pages provide more information for each parcel.

**Proposed
Land Use**

-  housing
-  mixed use
-  commercial
-  open space



**M.B.T.A.
Parcel**



recommendations

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It is assumed that after the removal of the "el," new developments changes are expected to take place along Washington Street.

A development change should not upset the existing community. The community must benefit most from such a development. Therefore, it is essential to organize a Washington Street task force for the future of Washington Street residents.

Such an organization can grow under the auspices of S.W.C.C. or R.A.P. This task force should include C.D.C., R.A.P., S.W.C.C., Saint Joseph's housing, Academy Homes I, II, the Dudley and Egelston Square merchants and Egelston Square residents.

The role of such a task force will be:

- to participate in local discussion process and to inform the community.
- to establish a dialogue between the city, developers, and Washington Street residents.

- to improve the environmental quality of Washington Street.
- to have territorial control and prevent the community from being exploited by outsiders.
- to formulate development plans and design criteria for Washington Street.

To take advantage of the proposed Washington Street development the community should undertake the following actions to ensure the successful realization of the development.

Transportation

- The proposed replacement services and the new bus re-routing must be reviewed by the community before any development takes place.
- The key buses must be re-routed from Roxbury and North Dorchester through the Dudley and Egelston areas to the new Orange Line in order to continue the existence of the retail centers at Dudley and Egelston Squares.
- The bus traffic from Egelston to Dudley Square must not conflict with the objective of Washington Street as a residential

street. It is necessary to review the impact of bus traffic and the preferred re-routings.

-- The impact of the Western Extension of the M.L.K. Boulevard on the S.W.C. should be evaluated in relation to the proposed housing on other developments.

-- The connection of Shawmut Avenue to Washington Street will not only displace a number of businesses but it will also decrease pedestrian safety and convenience. The local community organizations, the users of Dudley, and the Merchants' Association should stop the Dudley Phase II project.

-- The community must be aware of the demolition process of the "el." Nighttime operation and the use of the crane and compressors must be strictly regulated by the community and be of short duration. The authorities should review the Charlestown experience. The contractors should be responsible for the continuous sweeping of the streets in the area.

-- In order to reduce the impact on businesses, week-end and nighttime demolition should take place.

-- Local people must be hired for the demolition.

COMMERCIAL

-- Dudley and Egelston merchants must work in cooperation with the S.W.C. and C.D.C. to develop plans for commercial revitalization after the "el" is removed.

-- The merchants must continue to organize their efforts to demand improved municipal services from the City, such as street improvement, lighting, parking, garbage collecting, foot patrol, etc.

-- Egelston Square should remain a small retail area on the neighborhood scale. Egelston merchants must concentrate their efforts on the improvement of the existing retail space rather than looking for supporting businesses. Also, it is highly recommended that the Egelston merchants collaborate with the S.W.C. in the development of the commercial area at Jackson Square.

-- After the removal of the "el," the Egelston merchants should demand from the city the immediate storefront rehabilitation that was once promised.

-- An important aspect of the development is the rehabilitation of the

buildings' housing ground floor retailers and residential units.

This would help to:

- 1) Eliminate the blighting influence on retail shops
- 2) Make the retail shops an immediate resource for its users
- 3) Increase the night supervision

ENVIRONMENTAL IMPROVEMENT

-- The city must clear, grade, and fence the vacant lots. Some of this vacant land can be landscaped and textured to provide meeting places for people. Another alternative is to use the vacant land for urban gardening by community people.

-- Trees, screen plantings, street pavements, textured sidewalks, signs of neighborhood events, better lighting must become elements of improved environment of Washington Street.

HOUSING

-- The properties where rehabilitation would be too costly should be demolished.

- Structurally sound buildings should be repaired by the community members.
- The Washington Street task force should sponsor a training program that would allow for the houses.
- The task force must apply for "Block Grants" for rehabilitation program.
- The City must set up a new dialogue with the Federal and State governments for subsidized housing. Also communications must be improved between HUD and tenants, and between management and tenants.
- Citizens must take the initiative on what role the city banks should play in the community in terms of mortgages and loans.
- The repair of Academy Home, general site improvement and maintenance must be considered.
- Any new housing project should be physically and programmatically integrated into the scale of the local neighborhood and appear to be as a whole.

**THE M. B. T. A.
PARCEL DEVELOPMENT**

3

the m.b.t.a. site

After a program projection at the corridor scale, it was felt that a more in-depth study should be carried out for the M.B.T.A. site.

This site is the largest parcel both in the target area and Highland Park. Its development will be significant for R.A.P. and the community.

The following section outlines a proposed land development proposal with the hope of opening ground for discussion of its future use.

program

A Community recreation center with adjacent housing and day care facilities was proposed as a development program for the M.B.T.A. site. The program evolved from a study of the area based on interviews with the Washington Street residents and R.A.P..

In order to realize this program three primary objectives were set up:

- 1) The development must bring an income to R.A.P. by utilizing the existing structure.
- 2) The development must not have negative impact on existing and planned developments.
- 3) The development must be beneficial for the community.

Due to the difficulty in projecting a plan ten years in the future and the changes occurring in transportation and land acquisition, this program should be seen as a possible program rather than a final one.

The proposed program is expected to bring together not only the local but the regional communities as well, for leisure time activities. Such a

program would help bring youth together for letting off steam.

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The jazz room can be a place where regional black jazz players can get together for their jam-sessions. This would enable the community youth to become involved and new talents to flourish.

PROGRAM:

-- Black tennis center	24,000 sq. ft.
-- Bowling alley with snack bar	21,000 sq. ft.
-- Offices	1,200 sq. ft.
-- Health club	5,000 sq. ft.
-- Day care center	5,000 sq. ft.
-- Housing	65 units
-- Parking	37,375 sq. ft.

site analysis

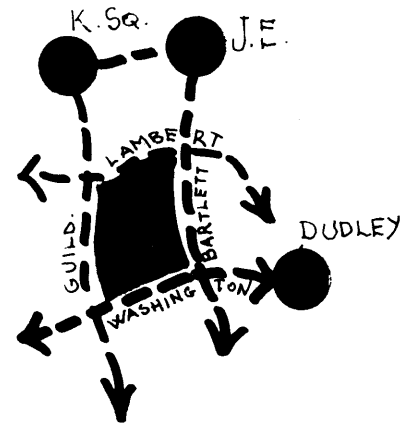
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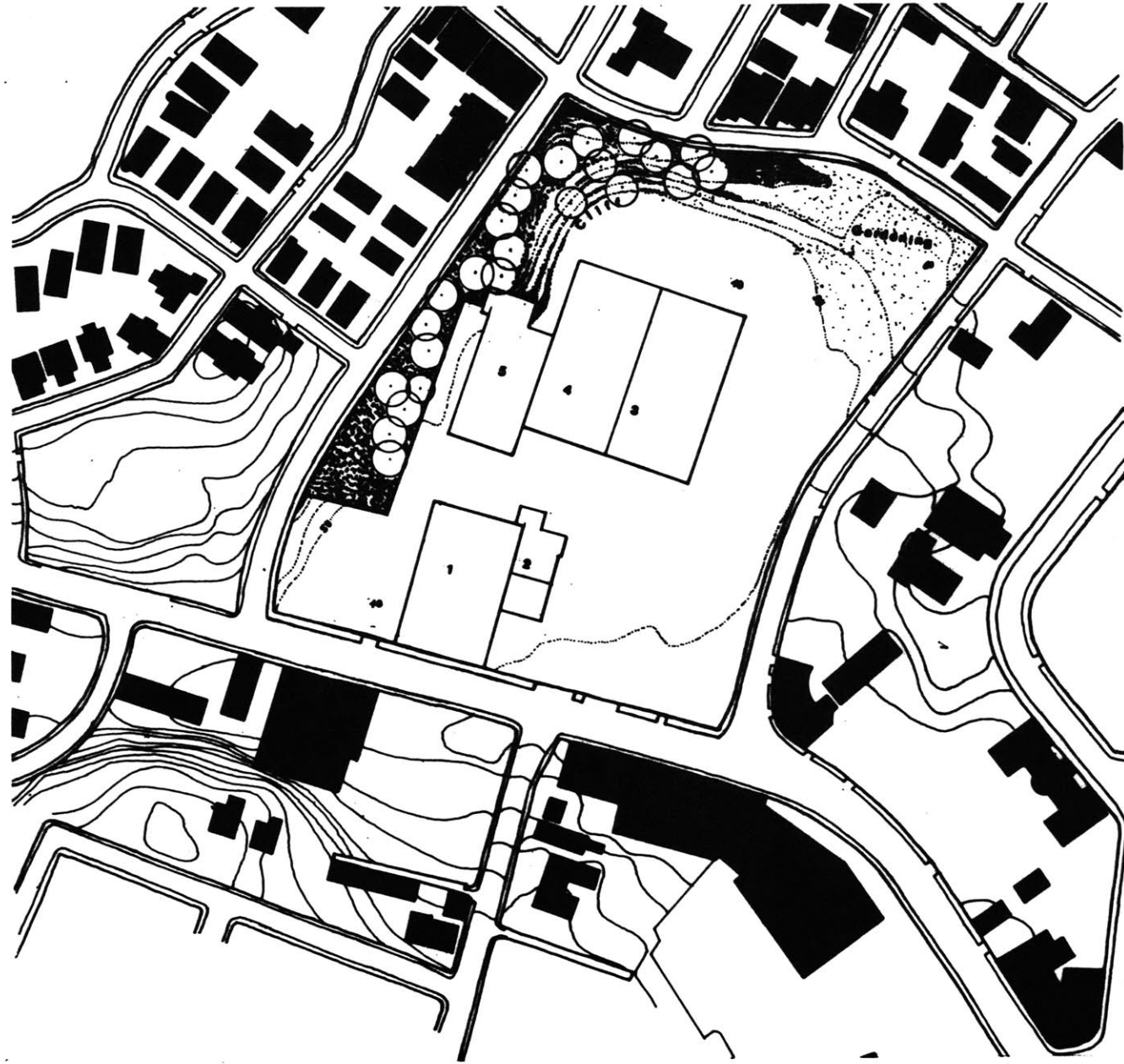
The 895 acres of land bordered by Guild Street, Lambert Avenue and Washington Street is located in the southeast section of Highland Park.

The site is owned by the M.B.T.A. and presently four brick buildings are being rented to a school bus company for garaging and repair purposes.

The most characteristic thing about the site is the topographic edge extending from the southwest to the north. The edge in the north is virtually isolated from Lambert Avenue by a large number of trees and in the west a 10-foot concrete wall isolating the site both visually and physically from Guild Street's residential are.

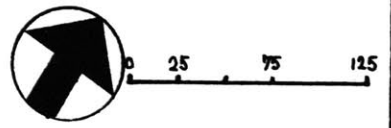
The cliff and the 40-foot stone retaining wall on the southeastern part of the site acts as a





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Site Plan

**M.B.T.A.
Parcel**

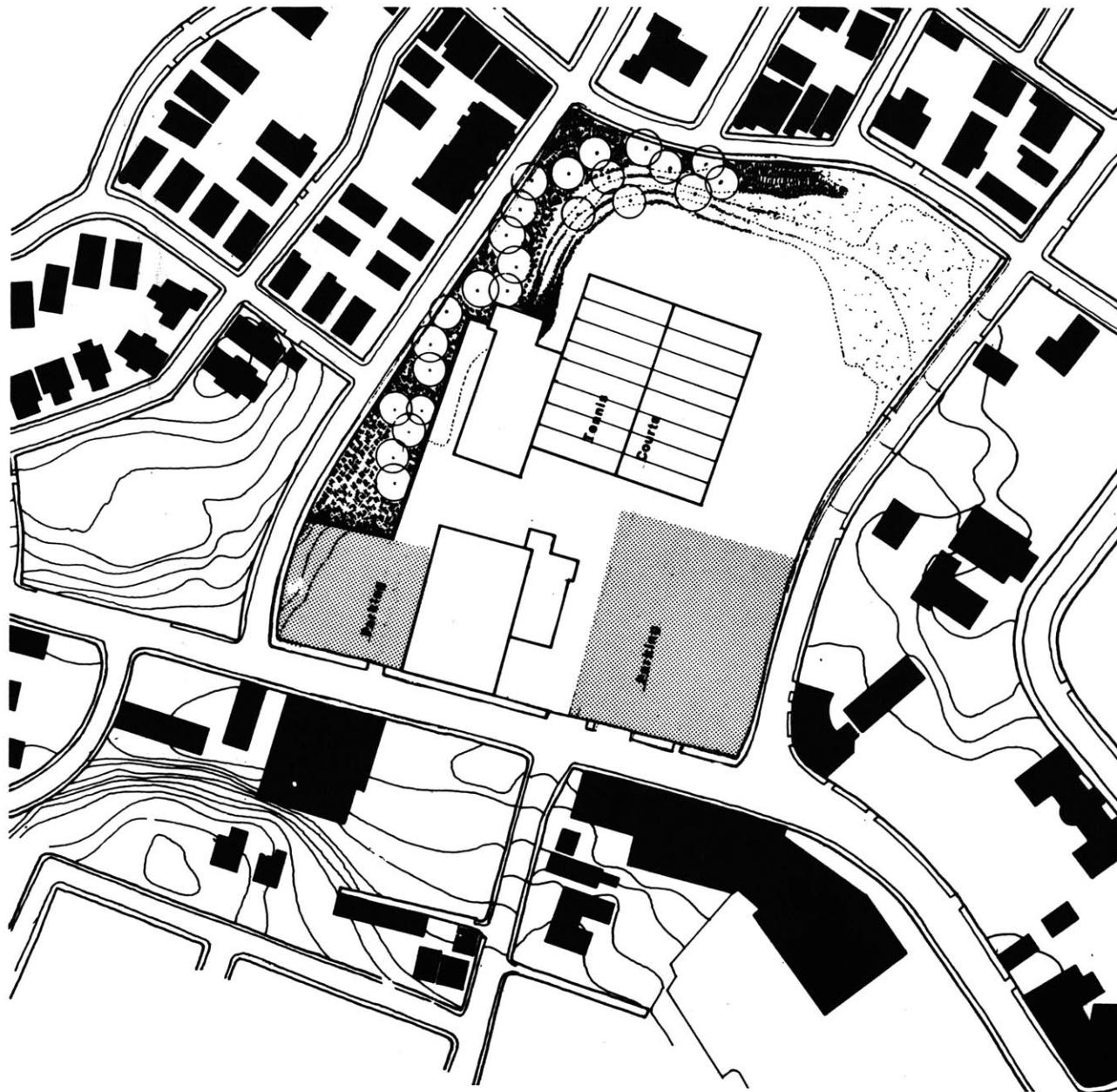


A north arrow pointing towards the top-left of the page. Below it is a scale bar with markings at 0, 25, 75, and 125 units.

major site constraint, making 1/3 of the site unbuildable. The rest of the site is paved with asphalt with the exception of a portion of the northeast section which is being used for seasonal gardening.

The land in the area is generally used for 2- to 3-story wood/brick residential buildings, except in a section to the north and east which is used for commercial and institutional purposes.

The Bartlett Street site is opposite a parking lot, R.A.P. I Units and a lot used for the storage of cars. The site is within walking distance to John Elliot, Dudley and Kitteredge Square.



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Stage 1

**M.B.T.A.
Parcel**

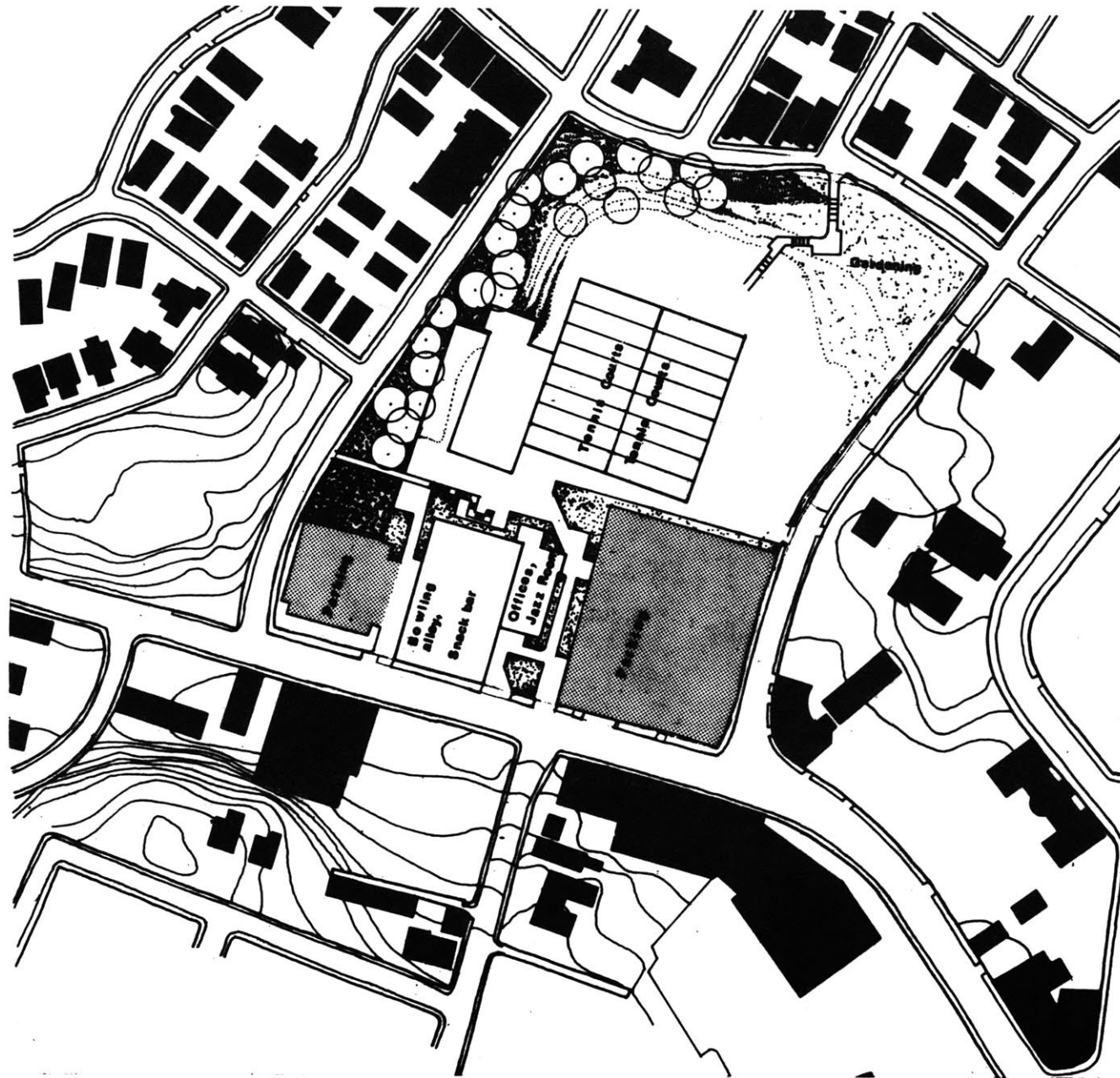


0 25 75 125

STAGE 2

The el is removed; the tennis courts continue to serve the surrounding area and the first developmental phase of John Elliot Square is completed. With this the restoration of building number 1 into a 12-track bowling alley with a snack bar, lounge and jazz room can be realized. A steel cat walk from Guild Street and a pedestrian pathway from Lambert Avenue must be part of this developmental stage, since it will ensure easy access to the recreational facilities.

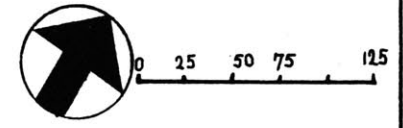
-- Bowling alley	21,000 sq. ft. x \$17 + 9,000	=\$458,910
-- Administration offices	1,200 sq. ft. x \$35 =	42,000
-- Lounge	4,300 sq. ft. x \$22 =	<u>94,600</u>
	TOTAL =	\$595,510



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Stage 2

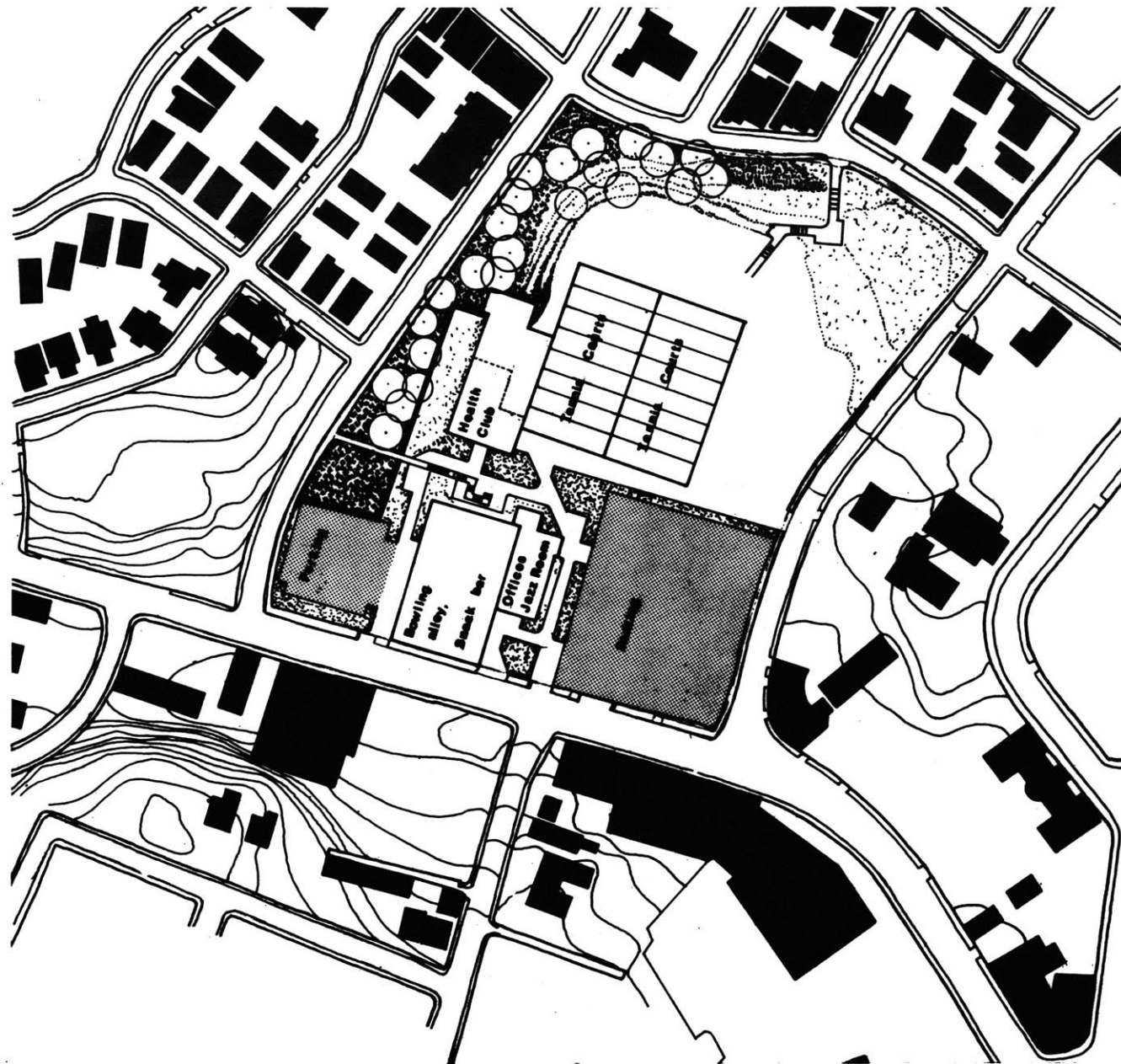
**M.B.T.A.
Parcel**



STAGE 3

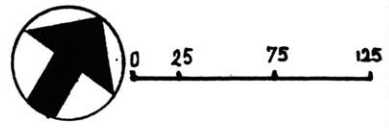
The South End Replacement and the John Elliot Sqaure development are completed. Then, 5000 sq. ft. of building number 5 is transformed into a health club. At this stage, a housing market analysis for futrue development must be done.

-- Health club	6000 sq. ft.	x \$19	= \$114,000
-- Landscape	17,000 sq. ft.	x 2	= <u>34,000</u>
			\$148,000



Stage 3

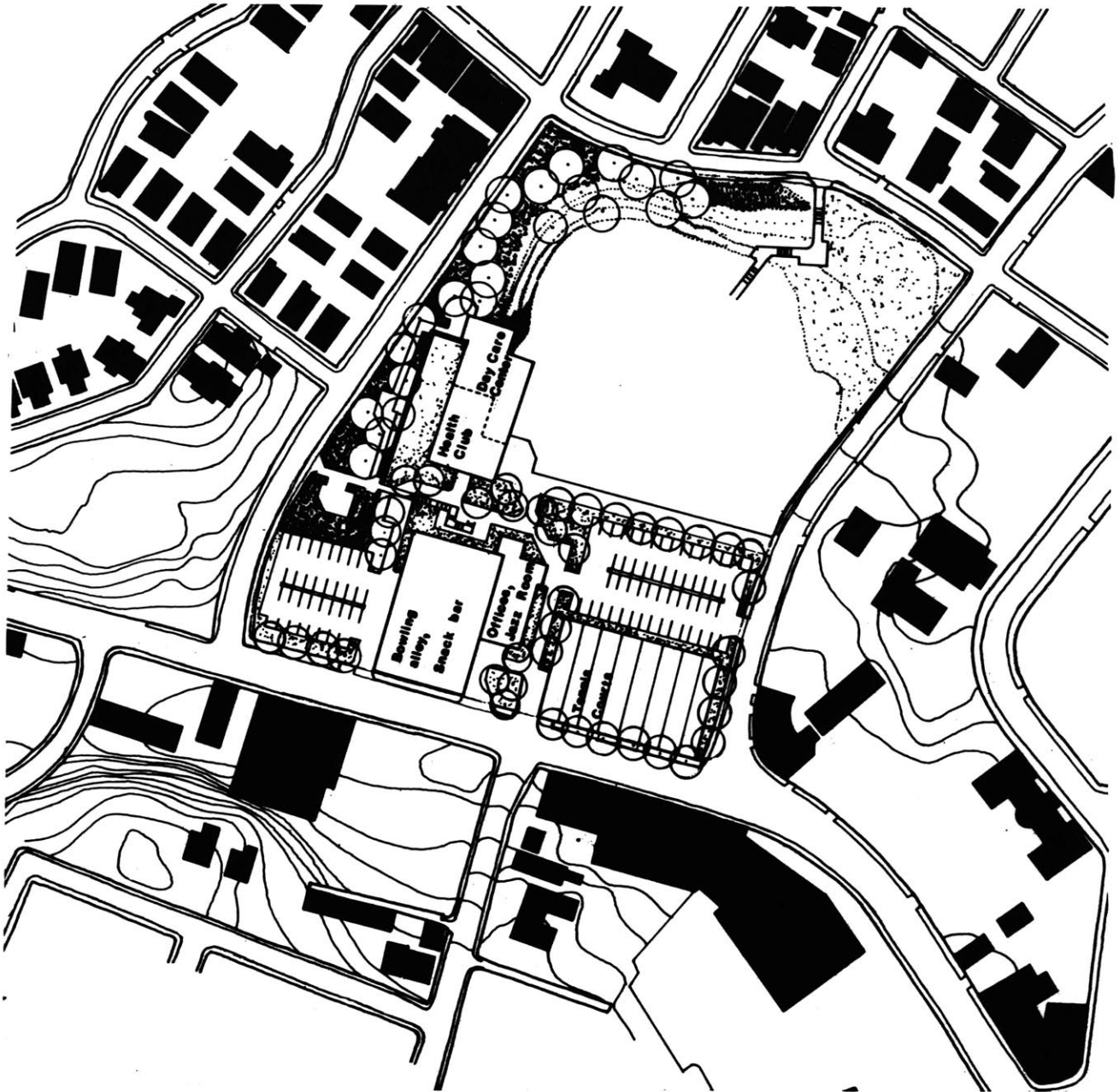
M.B.T.A. Parcel



STAGE 4

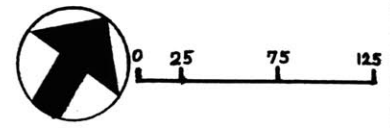
The tennis courts are moved to their permanent site on Washinton Street and the land is cleared for the planned housing site. Renovation of the remaining 5,000 sq. ft. of building number 5 for the day care center should start.

-- 5,000 sq. ft. x \$30 = \$150,000



Stage 4

M.B.T.A. Parcel



STAGE 5

The day care center, the landscaping and the parking facilities for the recreational site are completed. The construction of 65 units with parking facilities starts. The gardening operation at the northwest section of the site is discontinued.

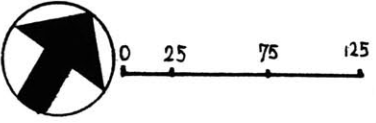
-- Housing	65 x [1,000 sq. ft. x \$25] = \$1,625,000
-- Landscaping	<u>45,000</u>
	\$1,670,000



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Stage 5

M.B.T.A. Parcel



STAGE 6

The housing and all landscaping, trees, lighting, pavement, and parking are completed. The site has an image. Billboards inform the neighborhood and John Elliot Square of activities. The site attracts people because of its recreational facilities and easily connects with the Dudley and John Elliot Square commercial areas.

TOTAL COST OF PROJECT

Stage 1	\$ 110,400
Stage 2	595,510
Stage 3	148,000
Stage 4	150,000
Stage 5	<u>1,670,000</u>
	\$3,673,910

design guidelines

Since the development of the M.B.T.A. parcel can only be realized through several stages, it is necessary to set up a series of design guidelines which will help maintain and reinforce the quality of the environment through all of the development stages.

The following set of major design guidelines for environmental quality is proposed:

- The development of the parcel should be viewed as part of the existing urban fabric of Highland Park.
- The scale and the form of the development must fit into the character of its surroundings.
- The site should be developed as a soft environment that would improve the quality of Washington Street.
- Signs, flag poles, trees, paved surfaces, and graphics should be visually stimulating.
- Connections should exist for pedestrian movement from

Lambert Avenue and Guild Street to the site.

- Such pedestrian access must establish a framework for pedestrian activities connecting the elements of the site.
- The recreational site and the residential area must be visually and physically zoned by trees, parking, and roads.
- Connections must be established with pathways and public spaces.
- The housing units on Bartlett Street's side must incorporate the elements of the surrounding architecture in order to blend into it visually and physically.

implementation

The proposed program is only an example of how development can take place. Since site development will be a long term project, changes will occur both in development sequence and cash flow. Therefore, only some suggestions for possible development with the following objectives have been suggested:

- Territorial control by the community.
- An increasing cash fund for R.A.P. for its future developments.
- Improvement of the local environment of the community and provision of recreational facilities.

R.A.P., as a non-profit organization, must oversee the future development of the M.B.T.A parcel and, as a developer, can do the following:

- Renovate, manage and lease recreational facilities such as tennis courts and health clubs. They could be operated as private clubs with free or reduced membership rates for community people.
- Manage parking lots and capitalize on the parking need of

the surrounding commercial area (through step five).

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- Lease the bowling alley to a local entrepreneur.
- Lease the jazz room to a regional music school or to jazz groups for performance and practice.

POSSIBLE SOURCES OF DEVELOPMENT MONEY

1) Governmental agencies:

O.S.P.: Offers grants and loans to non-profit organizations.

Community Development Finance Corporation: Capital loans or or equity purchases up to 49% for non-profit organization.

D.C.A. Community Enterprises Project: Gives grants to non-profit organizations up to \$25,000 with 20% local share. Must approved by the C.A.A.

Other Community Development Fund Agencies: (for example, Economic Development Administration or M.E.S.B.I.C.)

- ##### 2) Long term financing will come from a conventional source, banks, or insurance companies.

Another alternative for R.A.P. is to develop the program with an outside investor as a limited partner. As a final alternative it is suggested that R.A.P. develop the project in small stages.

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