

DUDLEY STATION: RESURRECTION OF A SYNERGETIC ENVIRONMENT-
Towards a Democratic Approach for Adaptive-Use Development

by

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ABSTRACT

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It is the principal aim of this project to create a development plan for Dudley Station and the contextual surrounding environment. The goal of this project is to develop a viable and prototype adaptive-use program. Social values, and economic conditions are studied to depict significant environmental impacts, and to generate an infrastructure for decision making and problem solving.

Objectives of the development program concentrate on the socio-economic context of the Dudley area relative to the permanent residential and business community. Accordingly, it is essential to generate improvements through utilization programming conjunctively with physical architectural structure.

A large number of analogies are obtained from previous developments of a similar nature or where relevant aspects occur; e.g., extent of reusable elements in the existing structure, projected impacts and influences generated by historic preservation in adaptive-use development, economic advantages, etc.

It is a general rule that the success of any development depends heavily upon the ability of the designer to sufficiently organize necessary functions to fulfill a clients/users needs. And more often than not, problems arise from community reactions. Generally, from the process of planning and design to implementation there is a curvy if not rugged road with numerous obstacles. However, some key factors provide vital elements to alleviate certain adverse effects during the process. Sensitivity to community needs and incorporating direct community involvement throughout the entire planning and design processes is one such mean. Through this process issues are exposed and decisions are obtained in a democratic manner on a community-wide basis. This project projects this process as the principal "mean" for decision making to attain the desired developed "product."

The Dudley area in context is one of Boston's significant urban mixed-use areas composed of commercial (retail) residential, institutional, and light industrial land-uses. The predominate land-use, however, is retail. Dudley Station itself is presently used as a street bus-rapid transit terminal with some retail uses.

In concept, the proposed adaptive-use development will pose a minimum alteration in the prevailing land-use pattern and overall physical images of the station, and area. Improvements shall be made through re-mixing the current land-use patterns and provide the impetus for bringing out those aspects which are latent, but are important activity elements within the function of the community. Extensive effort is devoted to research and analyses to insure practicality and to produce the most feasible program under the given conditions. And the program is delineated through the drawings of schematic conceptual design.

All in all, the issues and conditions at hand in this project possess some common characteristics with most urban communities in America. Thus, aspects of the methodology and approach to development as manifested in this project may be useful to numerous situations in the resurrection of the urban community/environment, and restoring the synergism of the community and its architecture.

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Also I am appreciative of the interest shared by many fellow students and friends in the Departments of Architecture and Urban Studies and Planning at M.I.T., et. al.

This thesis is produced jointly with the Architectural Historical Pathway/Community Resource Network project (AHPCRN). The AHPCRN project is a government-funded study undertaken and administered by the Afro-American History Museum, Boston (Roxbury), Massachusetts. A special committee within the museum, directed by Byron Rushing, initiated the project and are performing various managerial and programming tasks; I, the designer, am performing the planning and architectural segment of the project.

The basic concept of the AHPCRN project entails determining economic feasibility and formulating new (adaptive) uses for the vacant, underused, and abandoned sites and buildings in Roxbury. Many of the sites are of significant historical value and are listed on the National Register of Historic Places. There are approximately forty sites with fourteen presently confirmed on the register and some twenty-five still pending.

A masterplan will fit each site into a homogeneous topographical, visual, and programatically linked pathway. The goal is to create a sense of cohesion within the Roxbury community through an organizational program as well as a visual-physical linkage of the historical sites. Dudley Station is included within the architectural historical pathway because its physical existence and function as a shopping node, public transportation terminal, and major nexus of activity within the environment that generates an enormous

social and economic impact upon the surrounding communities. It is the nucleus of the area of Lower Roxbury. Accordingly, in this thesis concept, the relationship and impact created by Dudley Station shall be retained and made (more) synergetic with the community and environment.

Principal objectives of the Afro-American History Museum relative to the AHPCRN project and this thesis include the following:

- to organize the community residents into a concerned and effective body with which to work;
- to establish a statutory community based commission for supervision of the developed conservations and maintenance of designated sites;
- to investigate and obtain additional sources of funding to realize the design for each site;
- to seek further Federal, State, City, and Community recognition and protection of additional significant structures throughout Roxbury.

Other organizations that support the AHPCRN project are as follows:

Roxbury Action Program (R.A.P.), Circle, Inc., Southwest Corridor Coalition (SWCC), Boston Redevelopment Authority (BRA), Lower Roxbury Community Coalition (LRCC), and

the Dudley Merchants Association (DMA). Subsequently, the DMA is especially supportive of the proposed development plan for Dudley Station as delineated in this thesis.

Finally, the AHPCRN project has already received initial funding in order to commence active study and research. Although additional funding for the actual development has not yet been received, it is anticipated upon completion and approval of the supporting studies. The projects (AHPCRN and Dudley development) are nevertheless a realistically viable and promising venture. Hence, whenever development commences to be implemented, the Dudley Station project area will be amongst the initial constructions.

CONTENTS

DUDLEY STATION: RESURRECTION OF A SYNERGETIC ENVIRONMENT-
Towards a Democratic Approach for Adaptive-Use Development

Section-Topic Outline:

<u>Section</u>	<u>Page</u>
Title/Cover Page.....	1
Abstract.....	2
Acknowledgements.....	4
Contents - Section-Topic Outline/List of Illustrations.....	8

Section 1 - Introduction:

1.1. Background - historical/present state of being.....	14
1.2. Purpose of project - theoretical objectives.....	19
1.3. Usefulness of project - significance.....	22
1.4. Adaptive-Use development overviews.....	24

Section 2 - Analysis of the Precedent:

2.1. Community development review - setting the context.....	33
2.2. Development analogs - significant aspects of documented cases.....	57

<u>Section</u>	<u>Page</u>
2.2.1. Ghiradelli Square, San Francisco, CA.....	58
2.2.2. Trolley Square, Salt Lake City, UT.....	59
2.2.3. The Garage, Cambridge, MA.....	60
2.2.4. New Quincy Market, Boston, MA.....	61
2.2.5. Grand Central Arcade, Seattle, WA.....	62

Section 3 - Socio-Economic Context:

3.3. Social alienation - breakdown/anomie.....	63
3.4. Definition of the community.....	65
3.4.1. Who is the community?	
3.4.2. Where is the community?	
3.6. Community organizational structure in Dudley.....	68
3.7. Inventory of existing resources.....	74
3.8. Events in planning.....	80
3.9. Events in progress.....	82

Section 4 - Proposal for Development/Dudley Adaptive-Use Program:

4.1. Market Analysis - Overview.....	84
4.2. Physical Analysis.....	94

<u>Section</u>	<u>Page</u>
4.3. Institutional Analysis.....	96
4.4. Concept for Physical Development.....	98
4.5. First Steps/Actions.....	102
4.6. Recommendations for Development within the Dudley Context.....	103
4.7. Adaptive-Use Program for Dudley Station.....	108
4.7.1. Determinants of Activity/Functions	
4.7.2. Support of Activity/Functions	
4.7.3. Objectives	
4.7.4. Physical Space Requirements	
4.8. Economic Feasibility Analysis - Overview.....	132
4.9. Sequential Phasing for Physical Development.....	137
4.10. The Democratic Process - Approach for Development.....	141
4.11. Actions and Counteractions - Checks and Balances.....	147
4.12. Analyses and Development Scheme.....	148
4.13. Conclusions - Future Images.....	176

Appendices

Appendix A: Research Methodology and Design Process.....	177
Appendix B: Infrastructure for Decision-Making.....	181

<u>Appendices</u>	<u>Page</u>
Appendix C: Adaptive-Use Feasibility Methodology.....	185
Appendix D: Utilization Mode for Implementation of the Democratic Theory.....	190
Appendix E: List of References.....	191

List of Illustrations

Figure

2.1.D-2 Roxbury.....	34
2.1.D-3 Sub-Areas.....	39
2.1.D-4 Housing Programs, 1968-74.....	42
2.1.D-8 Public Facilities, 1968-74.....	45
2.1.D-9 1975 Investment Program.....	52
2.1.D-10 Dudley Context.....	56
4.1.D-2 Existing Retail Map.....	92
4.1.D-3 Parcels Available for Development.....	93
4.2.D-6 Physical Image - Ground Level.....	94
4.2.D-7 Physical Image - Level 1.....	95
4.3.D-10 Dudley Comprehensive Context Map.....	96
4.3.D-11 Existing Public Transportation at Dudley.....	97

<u>Figure</u>	<u>Page</u>
4.9.D-20 Phase I Development.....	138
4.9.D-21 Phases II & III Development - Scheme 1.....	139
4.9.D-22 Phases II & III Development - Scheme 2.....	140
4.12.D-30 Vicinity Map.....	148
4.12.D-31 Existing Land-Use Map.....	149
4.12.D-32 Proposed Traffic Circulation.....	150
4.12.D-33 Circulation Analysis.....	151
4.12.D-36 Site Functional Relationship.....	152
4.12.D-37 Approach Image.....	153
4.12.D-38 Proposed Development Site Plan.....	154
4.12.D-39 Existing Dudley Station - Ground Level Plan.....	155
4.12.D-40 Existing Dudley Station - Level 1 Plan.....	156
4.12.D-44 Functional Relationship - Ground Level Plan.....	157
4.12.D-45 Functional Relationship - Mezzanine Level Plan.....	158
4.12.D-46 Functional Relationship - Level 1 Plan - Scheme 1.....	159
4.12.D-47 Functional Relationship - Level 1 Plan - Scheme 2.....	160
4.12.D-53 Functional Relationship - Section.....	161
4.12.D-54 Circulation Diagram - Ground Level Plan.....	162

<u>Figure</u>	<u>Page</u>
4.12.D-55 Circulation Diagram - Mezzanine Level Plan.....	163
4.12.D-56 Circulation Diagram - Level 1 Plan.....	164
4.12.D-62 Circulation Diagram - Section.....	165
4.12.D-63 Proposed Dudley Station - Ground Level Plan.....	166
4.12.D-64 Proposed Dudley Station - Mezzanine Level Plan.....	167
4.12.D-65 Proposed Dudley Station - Level 1 Plan.....	168
4.12.D-69 Proposed Dudley Station - Section A-A.....	169
4.12.D-70 Proposed Dudley Station - Section B-B.....	170
4.12.D-73 Proposed Dudley Station - View of Elevation from Warren Street.....	171
4.12.D-74 Proposed Dudley Station - View of Retail Store Area.....	172
4.12.D-75 Proposed Dudley Station - View of Open Mall Area.....	173
4.12.D-76 Proposed Dudley Station - View of Club Area.....	174
4.12.D-77 Proposed Dudley Station - View of Elevated Track Area from Washington Street.....	175

BACKGROUND

Historic Aspects of Dudley

Roxbury was founded in late 1629. This was just a few years prior to the founding of the Boston proper. Roxbury existed at the South portion of a narrow strip of land that extended from the Shawmut peninsula to the mainland what was later to become Boston. The beauty of the land and environment with great deposits of puddling stone attracted many prospectors and settlers. Thus, settlement expanded; the meeting house in John Eliot Square became the community center for the residents.

In the late nineteenth century Roxbury became a center of light industrial and residential activity. At this time, newly arriving Irish and Jewish immigrants had settled in Roxbury. The geological character and the ethnic character provided attractive impetus for the industries and supplied ample water power and cheap labor.

By 1893, the Roxbury highlands area had prospered into a middle class suburb. Street cars were extended to downtown Boston. Generally, street cars were routed along the radial avenues from the downtown area, and the only crosstown routes were on Massachusetts Avenue, and Dudley Street.

In 1904, the elevated terminal was built on Dudley Street. It was named as the street that had been previously named after a prominent citizen, Governor John Dudley. Soon after, the commercial activity that existed at Roxbury Crossing declined and Dudley Square became the dominant commercial center in the Roxbury area. In 1910, buses replaced the street cars at the Dudley Terminal.

The 1920's brought forth a shift in demography. Irish and Jewish residents began to evade the area. Black residents who had occupied the Beacon Hill and South End sections of Boston during the early 1900's began progressing into the Roxbury area. Shortly after, Roxbury became the predominantly Black community in Boston. Dudley Station was strongly established as the center of Roxbury.

The Black population in Roxbury showed a sharp increase shortly after the second World War. Although the areas near Dudley Station experienced the largest population, the citizens and residents worked primarily in menial and unskilled jobs, and lived in sub-standard housing conditions. The first area to become available for housing was the neighborhood around Horatio Harris Park. Roxbury Highlands including the Highland Park area prohibited the occupancy of Black residents until the 1950's. By 1960, approximately one half of Roxbury's total population was Black. Today Roxbury's population is approximately 65% Black.¹

Present State of Being:

In 1948, the Southwest Expressway and the Inner Belt was proposed in order to facilitate the commuters living in the rapid growing outlying suburbs. These arteries were to provide convenient access from the suburbs to the Downtown Boston area. In 1966, initial land clearing procedures had begun. But in 1970, a construction moratorium was declared by Massachusetts Governor Francis W. Sargent. The compelling force of the moratorium was due to pressure on the Governor from various community groups who questioned the value and effects of the expressways in respect to economic and social benefits; and the devastating effects it might bring to the community. Finally the Governor decided against construction of the proposed expressway. Later, plans were disclosed for relocation of the Orange Line rapid transit trains from its present location on the elevated track structure to the right-of-way site of the existing Penn Central Railroad.

In 1972, again, proposals for construction of the Southwest expressway were vetoed. This provided an unique opportunity for the affected Roxbury communities to develop relevant planning programs to fulfill needs of the residents. Since a majority of the residents in Roxbury are Black and low income, special community organizations composed of professionals, businesspersons and common citizens were formed to act upon the issues and devise plans for development. Presently, Community Organizations are actively planning and implementing projects on the sites that were cleared for the expressway;

and abandoned and demolished sites due to economic declination within the area of Roxbury.

The Dudley context, with its heart being Dudley Station, is a thirty-two acre site. Dudley is bound by Harrison Avenue on the east, Shawmut Avenue on the west, the proposed Crosstown Artery (at Sterling Street) on the north, and Dudley Street on the south. Presently, Dudley Station is a major public transportation terminal for bus and rapid transit connection with routes to several major points throughout the greater Boston area. The commercial retail areas within the immediate context adjacent to the station provide diversified goods and services to the community. Also Dudley Station is the center of community attraction and serves as node for several types of informal, and unclassified activities.

Consequently, by nature, the Roxbury community has been the victim of constant change initiated by outside bureaucracies. Although, in recent years, many areas of Roxbury, especially Dudley, have experienced social degradation and economic and physical decline at a constant rate. Community Organizations are greatly concerned with both the effects of the outside bureaucrats and the internal matters upon the fate of the present character development and state-of-being of the general Roxbury community. And the future of Roxbury is an important issue.

Unfortunately, at this time, the complexity of issues tends to be constantly increasing. Relocation of the Orange Line; type and routing of replacement service, the new Cross-town Artery within the next decade will immensely influence the shape of Dudley as well as pose apparent effects upon the greater Roxbury community.²

PURPOSE OF PROJECT - THEORETICAL OBJECTIVES:

Within recent years, the environment around Dudley Station as well as the station itself has experienced a state of deterioration and degradation. Desolation within the area contributed by unused, underused, abused, and abandoned buildings and sites are mainly due to insufficient and unstable income of the community members. Thus, as the social and economic structure changed, the functional and perfunctionary activities relative to basic subsistence became more incoherent. Although tenacious maintenance and amelioration programs have been periodically launched, the schismic trend continued to persist and flourish.

As the ambience of Dudley stands today, much concern for the fate of the community is efforted by many concerned community organizations and citizen groups. The main concern is to revitalize significant aspects of life within the environment; and to give to it the zest and intrinsic synergism that it once possesses with the Roxbury/Dudley community, and the city of Boston.

The principal objectives in this project are to discover the specific issues, seek their solutions, and generate a development program to aid the resurgence of a distinguished and improved socio-economic community. Thus, it is intended that the development

program would perform a significant role in the production of incentives that are vital to the welfare of the Dudley community. As a mean of expressive mode, the project shall be manifested through schematic architectural concept and utilization program.

The general objectives are derived from the issues/questions which follows: See Appendix B and Section 4.7 for specific program guidelines.

- * What are practical means of producing social and economic incentives for improvement?
- * What would be the nature of impact upon the community caused by improved social and economic structures?
- * In what ways can economic growth be managed by the community? It is imperative that the prosperity of the community be guided and utilized in a highly progressive and productive manner.
- * What is the socio-economic significance of the Dudley area/environment to the community?
- * What linkages exist between Dudley Station and the community?
- * A design works best when there is a real client; a client with the ability to perceive vital necessities, and exercise pragmatic action toward achievement. Thus, this involves avid participation by the client into the design process. How can this be performed in a practical and feasible manner regarding the role of all parties involved

in the process?

- * How can the development program best fulfill the needs and preserve the social values of the community?
- * How can physical and programmatic flexibility be installed to reduce the effects of future obsolescence?

USEFULNESS OF PROJECT - SIGNIFICANCE

The significance of this project for adaptive-use development is of far-reaching importance, especially in respect to social, economic, and environmental ramifications. It would initiate steps toward a major environmental improvement process and an upgrade in living standards. Since the area is plagued with chronic degradation and deterioration, many organizations, citizens, special interest groups, and government agencies have become concerned. The major question is--what is the fate of Dudley Station? and how can the structure be developed to its fullest potential to complement its context and respect its historic character. Plans have already been devised to discontinue its present function as a bus-rapid rail terminal. But there are no plans defining the next steps. Hence it is within this 'thesis' project that a set of next steps are designed and formulated into a feasible development plan for Dudley Station as well as relevant aspects within its context.

Since the concept outlined in this project is unique in the sense that it is the first layout of an overall development scheme and building plans, it is of significant value to the constituents who are perplexed with wonder about potential and possibilities of Dudley Station.

Undoubtedly, the practical viability of the development concept and development plans when implemented would mean a positive step toward a productive life for many under-privileged working class community members. In addition, there are high probabilities that the concept would stimulate reinforcement of the social and moral structure through an extended program of community involvement; especially in the planning and design processes.

The principal significant aspects are as follows:

- the issues and questions listed as objectives shall be addressed;
- public education to increase awareness of available capital resources; and increased sensitivity to the relative issues, their occurrence, importance, and means of solution;
- efficient utilization of government funds for small scale private projects;
- aid in the development of the full potential of the community and environment;
- a demonstration of the democratic process of community development (whereby each community member would exercise the opportunity to express ideas and needs and participate in the decision-making process in an informal non-autocratic manner);
- providing a model to demonstrate and define a viable approach to community development for use in subsequent development projects that possess similar characteristics and conditions.

ADAPTIVE-USE DEVELOPMENT OVERVIEWS

The practice of adaptive-use has gained broad popular support over the last decade, but, in a society oriented toward profit-making, the conservation of historic buildings cannot have the extensive acceptance desired by its supporters unless it can be made economically feasible. To have the greatest impact, the reuse of historic buildings must be accepted and adopted by those responsible for shaping the community structure--the citizens, architects, planners, city officials, community organizations, real estate developers, and investment bankers. Various proposals designed to make preservation profitable have been suggested in the form of tax incentives, easements, the transfer of development rights, and funding assistance programs for historic properties, among several more. Generally, such efforts have been directed at providing public support or subsidy for preservation actions. However, one of the most successful solutions to date has been to work within the existing realm of the commercial real estate market and adapt vacant or underused buildings of historical or architectural value to fit the needs of contemporary tenants. Once adapted, these recycled buildings stay on the tax rolls and return a profit to their owners, frequently at a better rate than new construction.

The adaptive-use of old buildings does not usually imply detailed restoration of the

building's original appearance, although, it does in some instances. More commonly, the practice is renovation or rehabilitation of the structure for a use other than that for which it was first designed. Regardless of how the project is carried out, the objective is the same--to retain as much of the architectural integrity of the interior and exterior as possible, while conforming space to current needs and introducing modern mechanical systems to provide contemporary levels of comfort, convenience and safety for the new tenants and/or owners.

Obviously, adaptive-use is not a new idea; people have been "modernizing" buildings for centuries, whenever the architectural fashion changed, and "adapting" them to better serve new or added requirements of family or business. However, it has been only during approximately the last ten years that adaptive-use has again become a real competitor to new construction, encouraged to a great extent by the success of the conversion of Ghiradelli Square in San Francisco. Once an obsolete and vacant chocolate factory, Ghiradelli Square blossomed into a lively and successful shopping complex and one of the most frequently cited adaptive-use projects in the United States. With the growing concern for the natural environment in the late 1960's and early 1970's, the idea of adapting buildings took on new significance, applying the conservationist attitude to the man-made environment as well. But perhaps the single most important factor to

further the cause was the change in the state of the economy in the mid-1970's. As fuel and material costs skyrocketed faster than labor costs, new construction, being oriented to intensive use of new materials, and heavy machinery, became prohibitively expensive for many. This gravely affected new building development and construction.

Building permits were difficult to obtain in areas previously ripe for intensive development. When construction was undertaken, building supplies were not only very costly, but often slow in delivery. Rising costs of demolition also discouraged land clearing activities. Environmental concerns and "no growth" attitudes led to other obstacles such as suburban sewer moratoria. The energy crisis and the related economic situation encouraged many people to think about some of the long-overlooked benefits of urban living.

About the same time, planners and city officials began to acknowledge the failure of many grandiose schemes of urban renewal and slum clearance programs of the 1950's and 60's, and started studying alternative ways to deal with the problem. It was recognized that rehabilitation instead of demolition of structurally sound but decayed buildings offered a more economically and socially less disruptive means of renewing cities. Planners and city officials were coming full circle and joining with the environmentalists

and the inhabitants of the neighborhoods that were originally slated for destruction to come up with new ideas such as neighborhood conservation and urban homesteading. By the mid-seventies, it became evident that conservation of the built environment had become a basic tenet of many community development programs.

By the mid-seventies, social policy, consumer tastes, and economics were beginning to come together in a way that made many businessmen consider recycled buildings as a viable alternative to meeting their space needs. Compared with new construction, adaptive use offers many advantages. Not only do adaptive-use projects generally require less capital to start and take less time to complete, meaning less money tied up for a shorter period before rents start to be remitted, but they are by nature labor intensive projects, relying less on expensive heavy machinery and costly structural materials. Beyond the benefit to the developer, these factors produce social benefits by conserving resources and employing proportionately greater numbers of workers, consistent with national policies. Accordingly, adaptive-use projects generally employ more laborers per structure than comparable new construction projects.

There are obvious benefits to reusing existent buildings, beyond pure costs and broader social values. Older buildings are frequently better built, with craftsmanship and

materials that cannot be duplicated in today's market. Late nineteenth and early ~~twentieth~~ century buildings were constructed with care and lavis decoration, not executed in contemporary buildings. These structures have thicker walss, windows that open, higher ceilings, and other amenities seldom found in new buildings. Also, these buildings were designed to use natural light and ventilation, often being natural energy savers. In sum, old buildings provide a more interesting and varied environments for people to use, than the new buildings of today.

Adaptive-use of historic buildings is finally being accepted by many government agencies, national professional organizations, city officials and lending institutions. An example of this occurred in the late 1960's by the movement of artists and sculptors into unused warehouses in Soho, New York City's Cast Iron District in lower Manhattan. These large spaces above ground floor loading platforms provided excellent and inexpensive studio spaces for artists. Unfortunately, certain zoning restrictions technically barred this activity. The city authorities, after applying rather ineffective punitive measures, finally accepted the situation, and changed the laws. Others began to move to this area and it became a lively neighborhood, complete with shops, restaurants, and art galleries. Eventually, through the interest generated by the residents, and architectural historians, the area was designated an historic district. What had been a neglected and dismal part

of the city is now a revitalized neighborhood and an asset to the broader community.

In the Federal government sector, a number of recent programs and legislative enactments reflect the awareness of adaptive-use as a desirable national policy. While the policy pronouncements of the National Historic Preservation Act and Executive Order 11593, "Protection and Enhancement of the Cultural Environment," acknowledge the desirability of making historic buildings serve a sound contemporary use, the first program specifically directed at adaptive-use did not originate until 1972. By an amendment to the surplus property transfer laws, the General Services Administration was authorized to transfer surplus Federal properties of historic value to State and local public bodies for revenue-producing activities, as long as the historic or architectural features of the building were maintained.

In 1974, the Housing and Community Development Act, administered by the Department of Housing and Urban Development, authorized bonds that, at the discretion of the individual community, may be used for a variety of urban programs including neighborhood conservation, historic preservation and rehabilitation. Many communities have taken their grants to fund wholesale neighborhood rehabilitation programs, often including significant adaptive-use programs. Also in 1974, the Amtrak Improvement Act authorized demonstration

and planning funds for the adaptive-use of significant railroad stations--the Northeast Corridor project.

The National Endowment for the Arts is one of the Federal agencies most active in the encouragement of innovative neighborhood conservation and adaptive-use projects. In response to a 1972 White House directive to the National Endowment for the Arts to review Federal architecture guidelines, the Endowment created a Federal Architecture Task Force. Significantly, one of the Task Force recommendations was that "Federal agencies should give priority consideration to adapting existing buildings for Federal use, particularly structures of architectural or historic significance."

While governmental recognition of and support for adaptive-use is encouraging, the real test is in the marketplace. If adapted buildings cannot compete for tenants with new construction, only public (or private) subsidy remains to finance the high cost of building operation and maintenance. Fortunately, a well-conceived adaptive-use project now can stand on equal footing with new buildings. Businessmen and bankers are realizing this and the results are impressive.

While not unusual in Europe, it is refreshing to see American businesses working with

communities to help conserve neighborhoods and significant urban landmarks. In 1976, a firm requiring additional office space is as likely to think about moving into a recycled warehouse or railroad station as to invest in a steel and glass structure that has just been erected. Increasingly, developers and lenders are willing to invest money into an adaptive-use project such as recycling an abandoned hotel or former piano factory into contemporary apartments. Experience has shown there will be no difficulty in renting such apartments. People are eager to live in the center of the city in a soundly constructed older building, with high ceilings, and unique architectural features, where each living unit is distinct from its neighbor.³

At present, broader benefits to society from various adaptive-use projects are just beginning to be felt. Fortunately, as public awareness of the inherent qualities of old buildings expands, the costs for such projects seem to be becoming increasingly competitive with new construction. The entire construction market, which formerly encouraged the destruction of these buildings, is now responding to both public and economic aspects demanding the retention, development and resulting conservation of these valuable urban resources.

Thus, although adaptive-use projects can be undertaken and cost less than new construction

the real bonus comes at the conclusion of the project. There is no comparison to a project which creatively re-uses and adapts an old building, rich in decades of character and life, to a new building of only average construction. Adaptive-use projects not only reward the investors and the occupants, but also the community by being the primary ingredients of an urban conservation scheme. This fresh new trend within the urban setting has immense potential of redefining and re-establishing the vitality to America's cities. For all have been said is good, it is certainly apparent that the proposed adaptive-use program for Dudley Station is not only a practical approach to the development, but also an effective means to preserve the character of a historically significant community.

COMMUNITY DEVELOPMENT REVIEW--Setting the Context

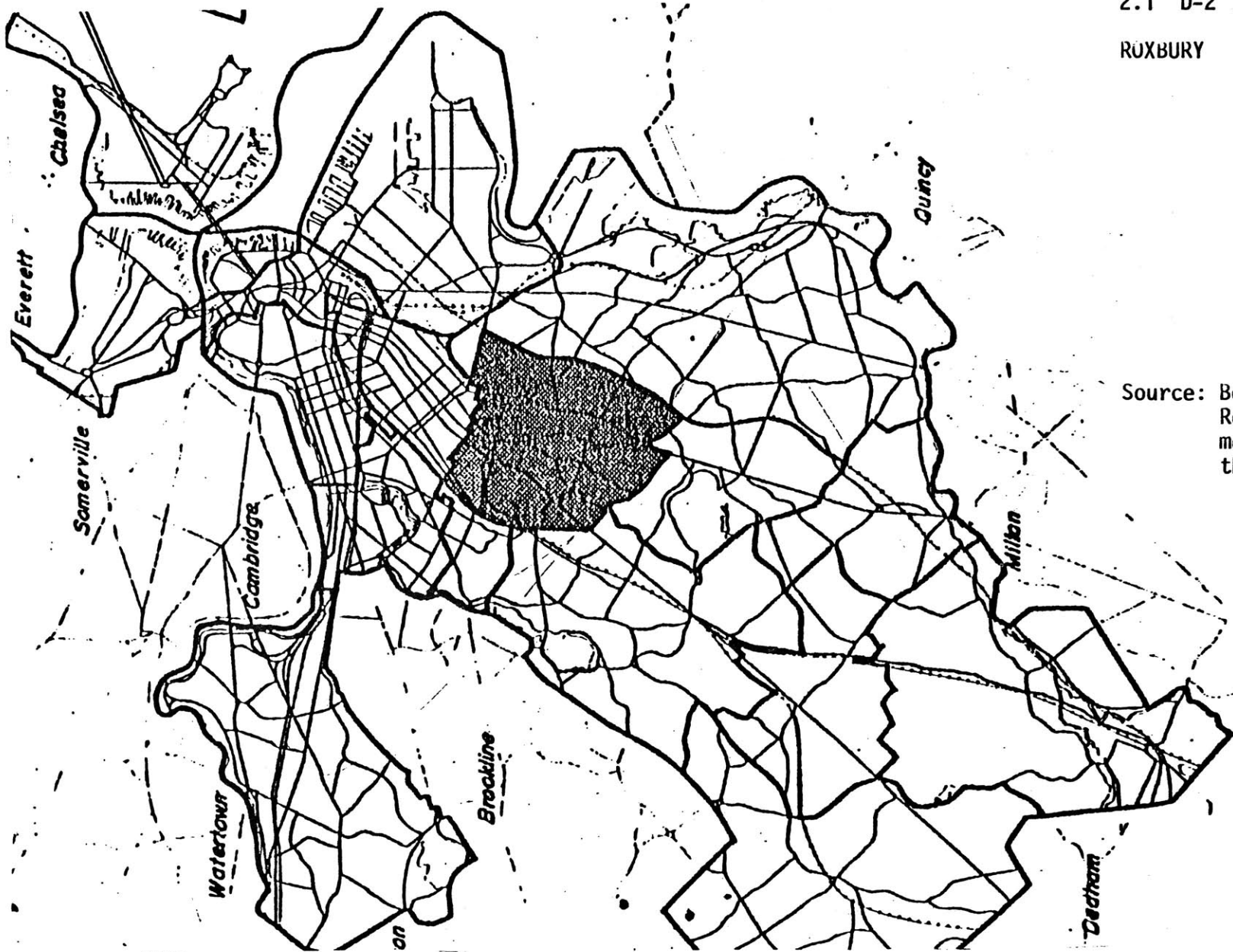
The following pages depict the Dudley area in a regional context within the Roxbury community.

This is an outline of background information in respect to the entire Roxbury community. The Planning Issues and Preliminary Neighborhood Improvement Strategies as outlined by the Boston Redevelopment Authority are to be implemented by various organizations and associations within the area as well as private outside organizations.

Although many of these regional development actions do not directly affect Dudley Station or the Dudley Area, nevertheless, there are indirect ramifications that may play a role in the future success of Dudley. Thus, as may be construed from comparisons to other areas in Roxbury, the Dudley area as a major commercial district has received little attention for development. However, it is highly probable that the effects of development throughout the Roxbury region will economically and socially effect and enhance the Dudley environment by assimilation and locational proximity. This shall be the case in any event, whether or not the existing Dudley environment is redeveloped.

2.1 D-2

ROXBURY



Source: Boston
Redevelopment
Authority

Existing Charactersitics

Area A:

Highland Park or Area A is a predominantly Black neighborhood, although a quarter of the population is White--divided between mostly older homeowners who have been in the neighborhood all their lives and a much smaller number of newer white homeowners who have been attracted by the housing stock (the neighborhood has some of the best historic houses in the area). The population is older than in the area as a whole.

Incomes in the neighborhood are close to those in the whole area--about a third of the families are below \$3,000, another third between \$3,000 and \$6,000 and the remaining third above \$6,000. Most of the lowest income households are one or two persons, predominantly elderly people, and the higher-income households are primarily families of three or more.

The vacancy rate in the neighborhoods' housing is higher than that of the whole area--slightly more than a third of all units are vacant. Housing is in somewhat worse condition, too, with almost a third of all the buildings in need of major repair, compared to a fifth in the whole Roxbury area. The sizes of buildings (in terms of number of units per structure) tends on the average to be smaller. There are slightly more one-family

houses and three to four unit structures, than large apartment buildings.

Area B:

The racial composition of the population is a mixture of Black and White. However, there is a large and fast-growing Spanish-speaking community.

There appear to be two distinct neighborhoods within planning Area B, generally divided by Moreland Street. Between Moreland and Maywood Street, the predominantly Black population is middle-income with many long-term residents and a relatively high rate of homeownership; housing is in better condition than in the rest of the area or in Roxbury as a whole. Above Moreland Street, the Spanish-speaking community has recently begun to expand along Dudley Street. The area is dominated by the Orchard Park housing project, which houses a quarter of the area's families. The White population is mostly older homeowners, scattered throughout the area.

The area has a slightly older population than the Roxbury area as a whole. More of the families are large, with six or more people, but there is also a larger proportion of one and two-person households. Incomes are lower than in the district due largely to the presence of Orchard Park. Almost half of the area's households are below \$3,000,

and more than four-fifths are below \$6,000. Most of the families with children have low incomes. Housing is in somewhat stable condition, particularly the area South of Moreland Street.

Area C:

The White population is somewhat larger than in other areas (with the exception of Area A)--two-fifths as opposed to one-third. The Spanish-speaking families compose one-tenth of the population and Black families account for half the people. The population is younger than in other neighborhoods--more children and fewer elderly households.

Incomes are lower than in the whole of Roxbury but unlike other areas, aggregate figures are not pulled downward by small elderly households with very low incomes. Rather, families of three to five people have lower incomes here--more than two-fifths are below \$3,000, and four-fifths are below \$6,000.

The housing stock is in slightly better condition than in the Roxbury area as a whole, probably reflecting the slightly higher rate of long-term family owners (by contrast to elderly owners in other planning areas who have difficulty maintaining homes on fixed incomes). More of the units here are in three to four unit buildings, and fewer in

larger apartment structures. About a quarter of the units are vacant, the same proportion as in the whole Roxbury area.

A large proportion of the structures are in need of minor repairs, but the same proportion as in the whole area are in good condition. An average of 25% of all the units are in buildings with five or more units.

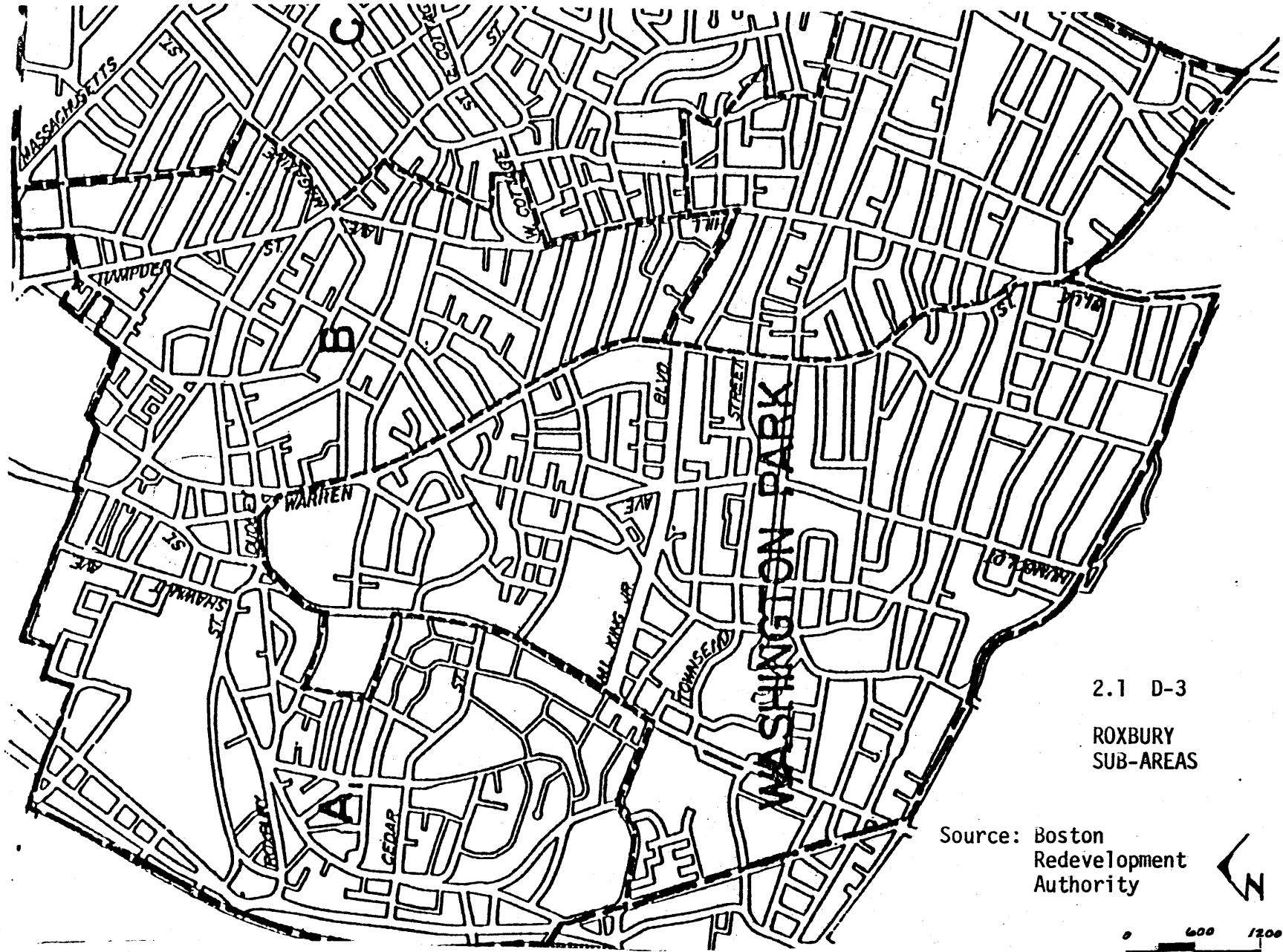
Washington Park Area:

The area defined by the Washington Park Urban Renewal Project covers an area of 502 acres. It is bounded by Washington, Dudley, Warren and Townsend Streets.

Between 1960-1970 total population declined in Washington Park by 23% to 20,000. The elderly population in the Washington Park area declined in the 60's by almost 30%, compared to about 40% for Roxbury as a whole.

Median income for Washington Park is just under \$7,000, higher than for Roxbury as a whole. Only one-third of the families in the Washington Park area has income under \$5,000

Physically, Washington Park is quite diverse with well maintained older residential areas



2.1 D-3

ROXBURY
SUB-AREAS

Source: Boston
Redevelopment
Authority



near Franklin Park, new housing constructed under the renewal program in the center, and the Dudley Station commercial area near Lower Roxbury. Sixteen percent of dwelling units in Washington Park are owner occupied.

Subsequently, on a physical as well as social basis, Dudley Station and the Dudley context function as the linking element of these three areas.

Investments Into The Roxbury Community:

Since 1963, \$69.1 million have been spent in Washington Park that provided street and sidewalk reconstruction, street lighting, sewer and water utility construction, five parks and playgrounds, land assembly costs for new construction, the Trotter School, Grove Hall Library, Police Station and Court House at the Roxbury Civic Center.

1,249 units of housing were constructed, financed by federal 221d3 or 236 housing programs. Another 271 units of elderly housing were constructed by the Boston Housing Authority, and 1,100 units were rehabilitated primarily using Section 312 grants.

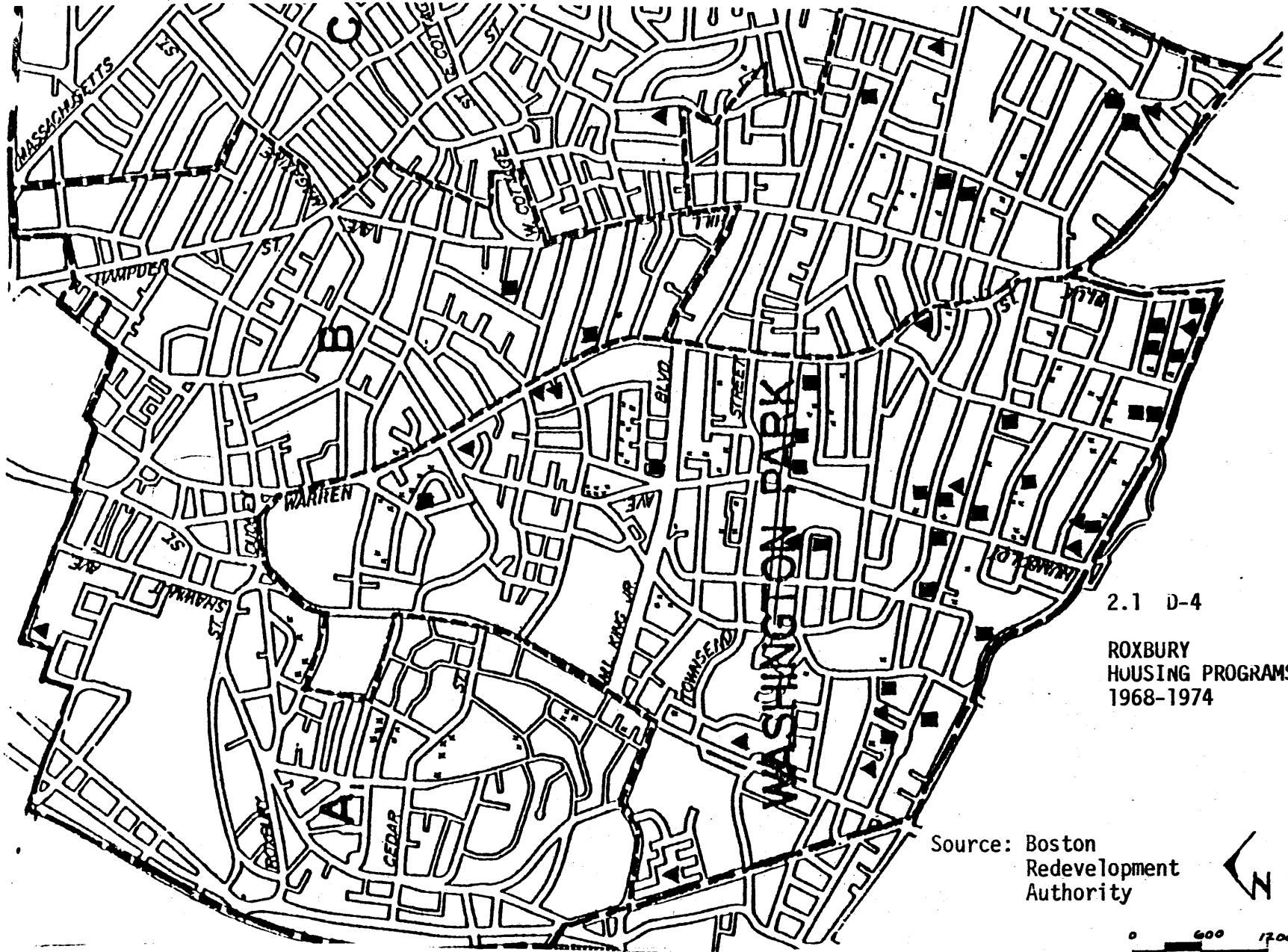
In addition, there has been a significant number of leased housing units allocated throughout Roxbury, with a concentration in Upper Roxbury. The renewal project at

Kittredge Square, budgeted for \$2.3 million has spent \$200,000 primarily for utility work. The Brunswick-King project has spent \$175,000 on capital improvements of a total budget of \$1.3 million. The Lower Roxbury Community Corporation has acquired funding for 120 townhouse units.

Private residential development in Roxbury over the past few years has been scattered throughout the community. A review of building permits indicates that the greatest activity has occurred in the Highland Park area. However, most of the development here involves rehabilitation of existing units rather than new construction.

A number of commercial establishments have been rebuilt along Warren Street between Dudley and Whiting Streets, and along Norfolk Avenue and Shirley Streets in the northeast.

There has been some recent institutional development, particularly of medical facilities, along Dudley Street, Mt. Pleasant Street and Dimock Street. A few educational facilities in the Washington Park area are in the process of being rehabilitated.



2.1 D-4

ROXBURY
HOUSING PROGRAMS,
1968-1974

Source: Boston
Redevelopment
Authority



Issues and Strategies

1) Substandard Housing

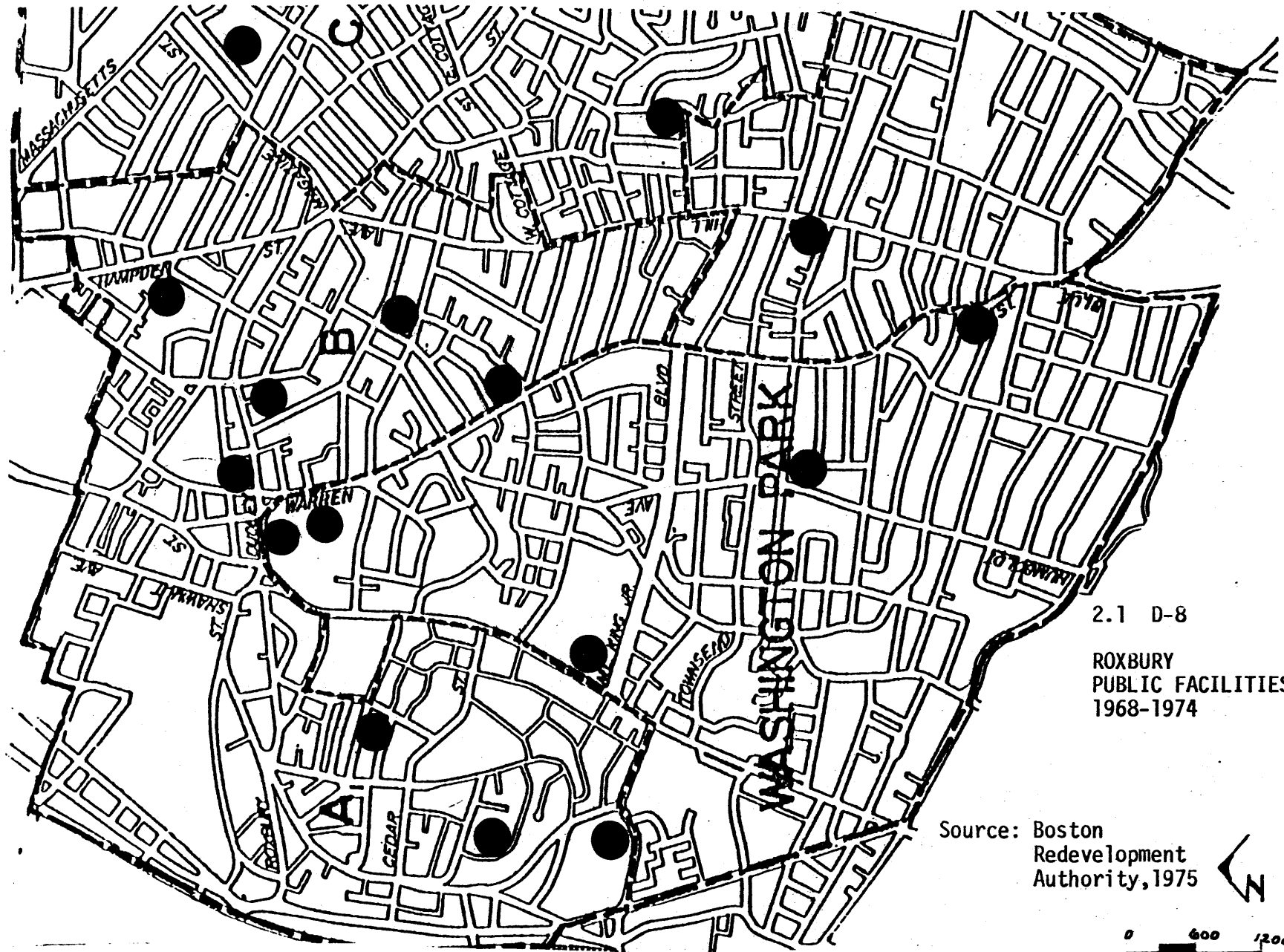
Because of the low percentage of units which are owner occupied in Roxbury, the Housing Improvement Program would have only limited impact on Roxbury's housing stock as a whole. Other strategies must be employed to provide for improvement of the majority of the stock and prevention of further blight to areas where housing is still in reasonably sound condition.

In addition to the desire for improvement in the physical condition of their homes, there is a long-standing unmet desire among the people of the area to own their own homes. A local survey indicated that 75% of the tenants in the area definitely are interested in ownership. Not unlike other Americans, their preference is for single family detached houses. Unfortunately, relatively few such structures exist in the area. There is good evidence to believe that ownership promotes neighborhood stability, community pride and a high level of property maintenance. Those neighborhoods which are most stable and where homes are in the best condition are invariably those where the proportion of resident-owned structures is high. Although ownership is not a sole remedy for the physical problems of Roxbury, it has sufficient promise to warrant inclusion as a central objective of the physical program.

However, obstacles to the revitalization of the area's housing are great. They include:

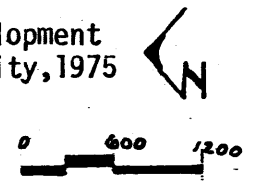
- * Reluctance of financial institutions to make loans to area residents.
- * Poor credit backgrounds of families needing financial aid for property improvement.
- * Downpayment requirement beyond the means of many families desiring to become owners.
- * Red-lining of the area by property insurance companies, which further compounds the difficulty of obtaining mortgage financing.
- * Excessive property tax burdens in the area.
- * Inadequate housing services for residents of the area.
- * Hesitancy of housing developers to build or improve housing in the area because of a property assembly problem, government red-tape, and low profit margins.

The rehabilitation of the Roxbury community is dependent on the eventual transfer of the majority of property from absentee owners to owners who reside in the community. Ownership must be transferred to people who will be owner occupants of individual structures and community based groups who will concentrate on rehabilitation and development of designated areas. A process of municipal "land banking" which would hold tax delinquent properties and convey them to community residents, or in the case of large development parcels to local groups is also necessary.



2.1 D-8
 ROXBURY
 PUBLIC FACILITIES
 1968-1974

Source: Boston
 Redevelopment
 Authority, 1975



More specifically, the Housing Improvement Program should be targeted in those areas where owner occupancy is high and the boarding and demolition of abandoned buildings should continue. Those abandoned buildings which can be saved should be rehabilitated if it is economically feasible to do so. Potential development sites exist in many parts of the community and should be pursued through local development groups.

2) Commercial Area Decline

The Dudley Station area in Roxbury has been a major transportation mode and shopping area for the surrounding neighborhood.

Dudley Station attracted a significant number of shoppers at one time. However, traffic congestion, lack of parking, security problems, storefront obsolescence, the shift of white merchants to the Mattapan-Codman Square area, decreasing attractiveness of the neighborhood in recent years, has led to some decline in the commercial viability of the Dudley area. The absence of a strong unified image has been cited as one of the area's major problems.

Most commercial uses in the Dudley area are concentrated along Washington Street and on Dudley Street. In addition, there are a few commercial establishments along secondary

streets in the shopping district. While many of the structures occupied by commercial users are basically in good condition, some buildings are in need of major repairs.

Joint efforts of district planners, the Mayor's Office, Dudley Merchants Association have afforded completion of Phase I of a planning program. This will include the rehabilitation of the city's parking lot located at Shawmut Avenue and Ruggles Street scheduled for this year and commercial lighting program now under construction. In addition, street improvements under the Washington Park Urban Renewal Program are in design for sections of Washington Street. Accordingly, if Dudley Station were redeveloped into a relevant multi-function but dominated by retail uses, it would immensely aid the upgrading process. It would generate a strong sense of coherence within the area, since it is the nexus of attraction.

Basic to the revitalization of Dudley Station, is the continued cooperative involvement of the City and the Dudley Merchants Association. In the coming year work should focus on specific streetscape and pedestrian improvements, expansion of police patrols, a storefront rehabilitation program and upgrading of vacant buildings and lots in the area.

3) Unemployment

Unemployment is a chronic problem in the Black community where rates are two to three times the City's. With recent economic developments, employment opportunities for Blacks in the community and elsewhere have decreased severely. The current recession which has affected the City and metropolitan area has struck particularly hard at the Roxbury community. Fluctuations in the job market have always been keenly felt in Black communities. Roxbury is no exception.

One way to help stabilize the employment situation for Roxbury residents is to establish more jobs within the community itself. Construction stimulated by public and private housing development in the area can have a major employment impact. Minority construction firms have good track records, but have had only limited opportunities in the area. Their needs to be a more equitable arrangement for awarding public construction contracts both in Roxbury and the City as a whole.

The minority developer must continue to solicit and receive support from local minority lending institutions. Also, the minority developer must seek new interests outside of his initial base of operations, to further increase the flow of money back to his neighborhood.

4) Crime

Crime is a major issue in Roxbury. It is generally linked to drugs. The community has suffered from the problem longer than other sections of the metropolitan area. The addict population is larger than anywhere else; and the property crimes associated with drug addiction are probably more widespread than elsewhere.

An unpublished research study undertaken by the Massachusetts Durg Addict Rehabilitation Board reveals that of 2,272 illegal drug users currently in prisons and jails, public and private hospitals, or under the care of a private doctor, 12% are from Roxbury and North Dorchester. This is the highest concentration of known addicts in the state. Most law enforcement and treatment professionals agree that district distrust of medical facilities by the Black addict and greater concern for White, middle class addicts by the police and medical practitioners has produced a chronically consistent under-representation of Black drug users in all analyses of known drug users. This is one example where external forces are perpetuating social alienation in an indirect manner. See Section 3.3.

Accordingly, high incidence of muggings and other street crimes, car theft, etc., is perpetrated by youths.

Programs for both drug related criminal and youthful offenders need to be developed through community organizations. Increased police protection in high crime areas is necessary to provide residents with a sense of security within their own homes and neighborhoods.

5) Transportation

The major transportation issue in Roxbury deals with the unresolved use of the Southwest Corridor, and, the relocation of the Orange Line MBTA Route. Diverting the Orange Line away from the Dudley Station area, as is currently proposed, could have considerable impact on the area.

The Southwest Corridor Coalition is attempting to acquire certain parcels of land in the Jackson Square area of the Southwest Corridor. Plans for the use of these parcels remain tentative, although their development into a commercial center has been contemplated. There are policy and impact questions which remain unanswered such as the effects on neighboring residential congestion.

Planning activities with the Southwest Corridor Coalition must be coordinated more closely with the City and specific studies should be conducted as to impact of the relocation

of the Orange Line on Dudley Station. In any case new plans shall pose a minimum alteration of existing circulation and conveniences to the public user.

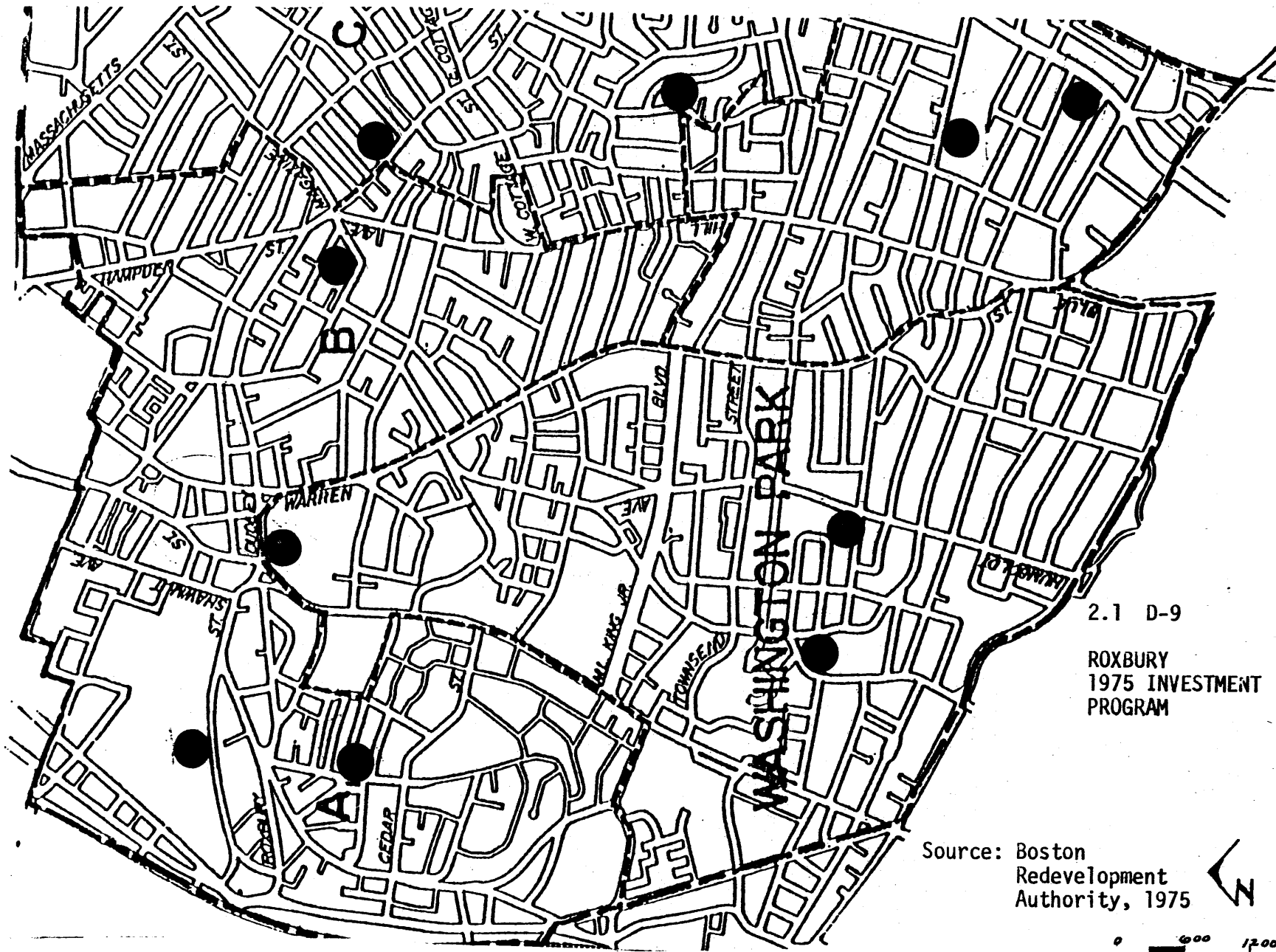
6) Capital Improvements

Although many sections of Washington Park have received considerable Capital Improvements over the past decade, there are many areas which have inadequate street lighting, low water pressure, blocked sewers and pot-holed streets.

Over the next few years, a concerted effort should be made to coordinate street lighting and utility improvements with housing rehabilitation or construction activities in Roxbury such as the southwestern section of Washington Park from Humbolt to Washington Street, the area near RAP-IP-III, in the SAV-MOR area, Mount Pleasant and South of Dudley Street, east of Blue Hill Avenue.

1975 Public Investment Program:

The 1975 Public Investment Program centers around housing, commercial district revitalization and capital improvements. The Housing Improvement Program, which provides incentives for rehabilitation of one to six unit owner-occupied dwellings, will be available throughout the entire district. The funding for this program covers approximately 225 buildings



2.1 D-9

ROXBURY
1975 INVESTMENT
PROGRAM

Source: Boston
Redevelopment
Authority, 1975



in Roxbury. The demolition of about 200 abandoned and unsafe structures has been planned with a budget of over a half million dollars.

Commercial Center revitalization efforts for 1975 were focused around the Dudley Station area. Plans for resurfacing of the municipal parking lot at the corner of Shawmut and Ruggles Streets, lighting improvements through the Lighting Program, addition of pedestrian crosswalks, landscaping, and street furniture have been approved. The widening of Warren Street, which intersects Dudley Street in the commercial district, is about to get underway. This will eventually provide for a freer flow of traffic through the Dudley Station area.

Capital investments in the 1975 program included the construction of the Dudley Regional Library, Madison Park, Campus High School, a fire station in Grove Hall, and the Spanish Alliances Social Center. Highland Park, Brunswick-King Park, and Shirley-Eustis House Park have been targeted for improvements, in addition to several area playgrounds.

Future Investment Needs:

The Mayor's Housing Improvement Program will benefit homeowners in Roxbury and tend to stabilize those neighborhoods where homeowners predominate. However, in order to effect

improvement in the great majority of Roxbury housing stock, rehabilitation of existing structures which are not owner occupied and new housing construction are needed. These efforts should be financed, if possible, for the most part by private investors, and co-engineered by community organizations. Code enforcement should be carried out in a targeted manner concentrating on absentee owned "eye sores." Phase II of the Dudley Street planning project will soon be underway in order to assure the continued viability of Roxbury's main commercial district. Additional resources must be applied for store-front improvements, street improvements, signalization and upgrading the area as a whole. To control crime (especially drug related crime) more police manpower is needed in Roxbury and new funds should be channeled into existing or new programs to rehabilitate drug offenders, youth offenders and ex-offenders.⁴

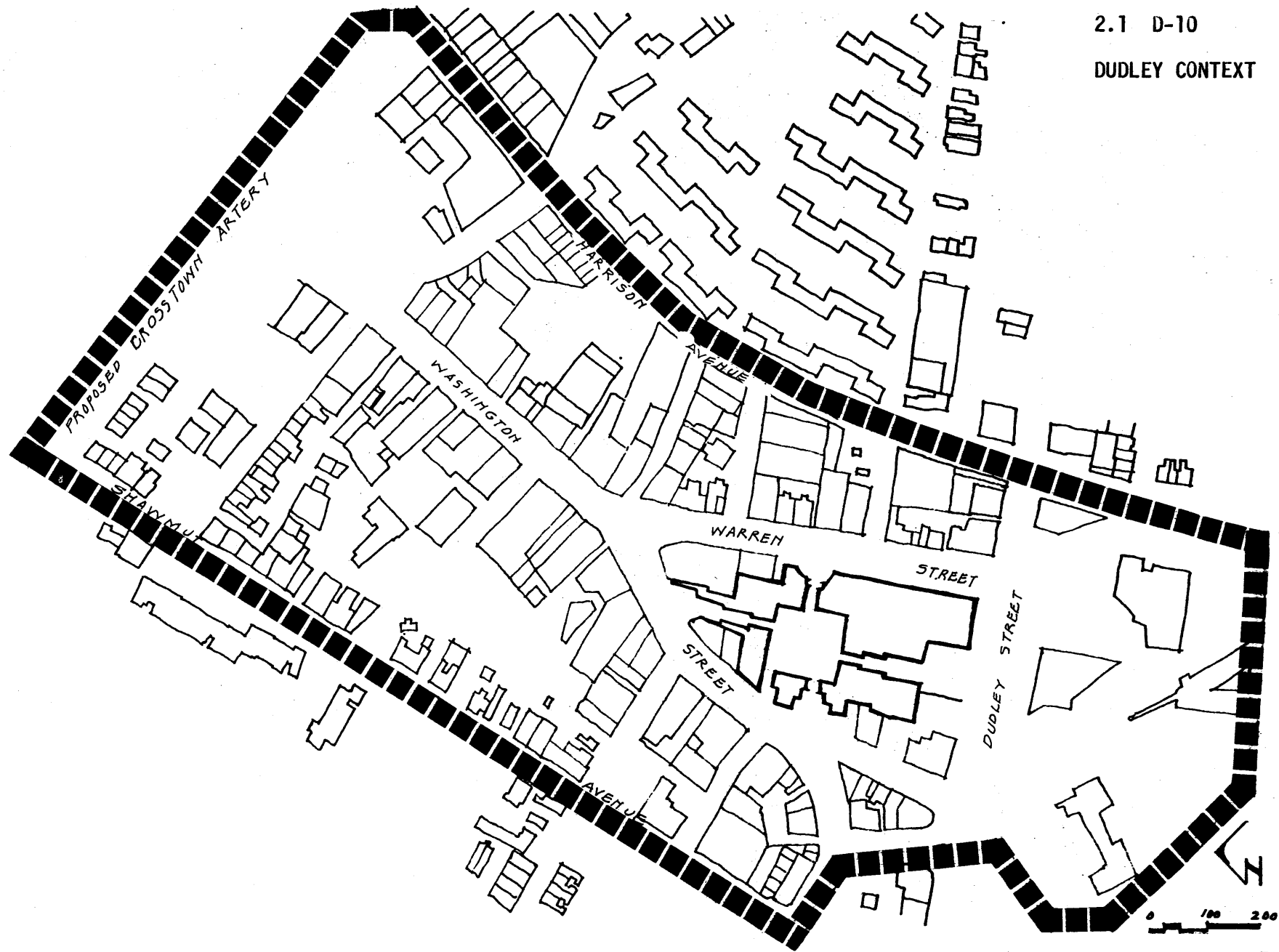
Conclusively, it may be observed that most developments occurrences did not extensively include Dudley Station. Although there have been some activity of public and private investment at the peripheral areas of Dudley, all major decisions concerning Dudley are pending due to its impending functional alteration. Hence, it is incumbent upon this thesis project to propose and assert new functions for Dudley.

In any event, it is apparent that many developments have already begun to happen on all

sides of Dudley. This, however, is to the best advantage of the station since the surrounding environment will not be left lagging when development is realized. It is important that development of the total environment progress at a similar and consistent pace.

Accordingly, the directions that the developments are taking form a distinct pattern around Dudley. The pattern is due principally to the social and demographic characters as well as the economic benefits and anticipated improvement impacts of the renewal program. This pattern includes the area bounded by Shawmut Avenue, the Proposed Cross-town arterial street, Harrison Avenue, and St. James Street (at the Roxbury Civic Center). In a physical, social, and economic sense this boundary defines the "Dudley Context." Dudley Context, the nexus of these areas, is a mixed-use zone with its principal and predominant function being "retail." Institutional uses are the second largest use within the context and plays a significant role in complementing the retail through producing character and a sense of social security within the environment. Although these two land-uses have existed widely throughout the context for many years, the functional quality that is produced through their co-existence provided the necessary impetus to extend the context upon the completion of the Roxbury Civic Center. Thus, the site of the Roxbury Civic Center is now a part of the Dudley Context since its use has changed to institutional relative to Dudley, from the previous use.

2.1 D-10
DUDLEY CONTEXT



DEVELOPMENT ANALOGS - Significant Aspects of Documented Cases

The following analogs serve as a reference source upon which comparisons are made.

Certain characteristic aspects are incorporated into the program and design that possess a high degree of similarity to aspects of other implemented projects. Thus, these analogous characteristics are composed of significant elements and exists either in a direct or indirect sense. The elements may be either concrete or abstract; or in a physical, implied, or programmatic form. It is the theory of analogs as utilized to formulate an analogous functional relationship composed of elements taken from a previous development for application to the development at hand.

The analogs selected in the following pages share useful common aspects with the proposed Dudley Station development.

GHIRARDELLI SQUARE, SAN FRANCISCO, CALIFORNIA

A famous recycled chocolate factory is converted into a delightful complex of shops, restaurants and cinemas. There is a special charm of subtly mixed buildings, outdoor spaces, art objects, colorful wares and people, and vast variety in activity, e.g., shopping, eating, strolling, sitting in the sun, and visual entertainment. The site is open to the community on all sides (two major streets). The buildings enclose two large plaza areas and many intimate open spaces--decks, terraces, balconies, wide landings on stairways. Some are parts of restaurants for outdoor eating, some are transition points between levels of the complex. Landscaping enhances the visual environment. The complex is a mixture of old and new buildings with skillfully handled scale, character, to a point of total harmony.⁵

TROLLEY SQUARE, SALT LAKE CITY, UTAH

The masonry and concrete car barns were built by E. H. Harriman in 1908 for the Salt Lake City streetcar fleet. In their 314,620 square feet, several competing trolley lines were merged under one roof. The adaptive-use project included 9.2 percent office, 69.3 percent retail and 21.5 percent restaurant spaces for the sum of \$5.81 million and was completed in September of 1975. The building is 75.4 percent occupied. The project was undertaken by the architectural firm of Architects/Planners/Alliance of Salt Lake City.⁶

THE GARAGE, CAMBRIDGE, MASSACHUSETTS

The masonry and concrete building was built in 1870 with major renovation in 1924 and includes 55,000 square feet. The adaptive-use project, by the architectural firm of Architectural Design Development, Inc., of Cambridge, was completed in January of 1974. The new work included 82,000 square feet with 60 percent retail, 40 percent restaurant and entertainment space for the sum of \$2.4 million. It is currently 80 percent occupied which equals the occupancy rate for the city.⁷

NEW QUINCY MARKET, BOSTON, MASSACHUSETTS

The New Quincy Market is a remarkable shopping complex located near the Boston waterfront. There is a high degree of historic quality retained from the old Faneuil Hall. A relative humane scale is generated through the open-markets and the clustered alignment of the spaces. The crowd generated by the marginal alcoved spaces creates a sense of human interaction and personal belonging. Although rather small in scale, the rare merchandise, and the strong character attract user-patrons from a broad region--much greater than what is normal for a shopping area of its size and locality.

GRAND CENTRAL ARCADE, SEATTLE

In 1889 this masonry building was built to include 80,000 square feet. The building, listed in the National Register as part of the Pioneer Square Historic District, was adapted to include 58 percent office, 29 percent retail and 13 percent restaurant space. The \$1.28 million project was completed by December of 1973 by the architectural firm of Ralph D. Anderson of Seattle. The building is currently 95 percent occupied which compares favorably to the city average of 85 percent.⁸

SOCIAL ALIENATION - BREAKDOWN/ANOMIE

Anomie is a state of confusion, insecurity, and normlessness. This condition generally follows a breakdown in the moral structure of society. Modern sociologists tend to describe this condition as one in which there is no consensus between means and ends in the social structure. Thus, the social norms "regulating individual conduct have broken down or are no longer effective as rules for behavior." Anomie may be the principal resultant of a conflict between development and social norms or moral rules. For example, this condition is defined from the individual's point of view as "high expectancy that socially approved behavior is required to achieve given goals." That is, as society develops and attains significant accumulations of wealth, the goals of the individual community members also become higher. However, the social norms that regulate behavior are slower in development and change than the goals. Thus, in many cases, the attaining of these goals are sought through illegal channels. This is a widespread phenomenon throughout the United States, especially in the governmental sector and lesser in suburban communities. It seems to be the case with the middle and upper middle class society as well as the working class.

In the working class aspects of anomie are generally the outgrowth of attaining the sheer everyday necessities for life subsistency. However, anomie of this sort is termed as

social breakdown. This is especially apparent within the social structure of the Dudley Station context.

The breakdown is mainly due to the low income of the society which in turn is the result of racial and ethnic aspects amongst several other factors, and the chronic presence of these conditions. It is distinctly apparent that many persons possess desires and ambitions for an improved way of life restrained or degraded by the general structure of the society and poor economic conditions. Thus, there are persons who must attain subsistency through criminal means, although a significant number of persons are complacent, but by no means adequately self-sustained. Due to this fact alone, it is difficult to determine the character that the Dudley community is likely to acquire over a period of years when significant improvements occur within the economic structure of the community. Nevertheless, improved economic conditions would undoubtedly cause positive effects upon the social structure. It is highly probable that the anomic conditions presently existing in the sense described as "breakdown" would experience a shift in definition acquiring a new meaning more closely related to existing communities of significant and progressive affluence.

DEFINITION OF THE COMMUNITY

Community, as defined by the Webster dictionary, denotes any group living in the same area and/or having interests, work, goals, etc., in common. And a sense of community involves the tendency to exercise any of these.

Community as defined in respect to Dudley and the Roxbury area has a more diversified and extensive meaning. By definition, it is more that the area is composed of several small communities or neighborhoods that constitutes a whole community. Although each small community may not hold a specific common goal, work, location or interests, there is a general commonness that shapes the character of the area. A basic harmony with bits of common characteristics in all areas is what allows all areas to exist as a single community. Thus, the area is composed of several micro communities; but the general ethnic, and social structures are linked by common aspects that form a sense of uniformity throughout the Roxbury area. Nevertheless, each small community or neighborhood possesses a specific identity, but by no means a different identity. This may be observed from the character of the residents in the Blue Hill Avenue area, Highland Park, and Dudley areas.¹⁵

Unlike the lexicographical definition of community where the specimen is clearly defined

by distinct contrasts, the community relevant to Roxbury is a bit more difficult. Although there is a clear phenomenon uniqueness that characterizes each segment of the community, there is no diversity in social structure.

Influence of community standards are readily projected onto any person within the vicinity by either willing conformity or forced conformity. Thus, the definition of the community appears to exist in a form of the Synergetic theory--where the entity is greater than the mere sum of its parts. Subsequently, in efforts to establish the Dudley Community, answers to the following questions must be sought:

Who is the community?

Where is the community?

The Dudley community is specifically the Dudley context. See Illustrations 2.1. D-10. Demography and its synergetic existence with the physical environment are major elements in the definition of Dudley.

The ethnic structure is composed principally of Blacks (Afro-Americans).

The social structure is composed of highly ethnocentric functions. In many instances these functions are undesirable by other ethnic groups. There is a high percentage of women and children.

The economic structure is composed of working class families. Since a high percentage

of the population is poor, the small enterprises in the area cannot balance the economic structure.

The Market is composed of a conglomerate of various economic classes. The basic market is on the community level but its impact extends to attract a small regional market.

The decision-making structure is composed mainly of members outside the community; e.g., private investors, and government agencies.

Various structures within the Dudley context define it from a governing standpoint.

But in order to be fully defined, these governing aspects of Dudley must be defined in a tangible territorial sense if the community is to exist in a synergetic sense. Thus, the physical structure and territorial claims on general scale are through the medium of housing. The community development corporations are active in defining territory for development throughout the Roxbury area.

COMMUNITY ORGANIZATIONAL STRUCTURE IN DUDLEY

There are two organizations particularly concerned with the Dudley area--the Southwest Corridor Coalition (SWCC) and the Dudley Merchants Association (DMA). The main objective of these organizations is to protect and improve existing community resources. This is especially imperative for the benefit of Dudley's present state of being and anticipated future changes in the social structure and environment.

A majority of the business people within Dudley are concerned mainly with the immediate context. This area contains a major part of the source of existing retailing enterprises. Accordingly, the geographic location, community structure, and sources of patronage of Dudley are inevitably intervened with any developments that occur in the entire Southwest Corridor. Thus it is necessary for the Dudley merchants to consider their concerns as well as those that relate to the Southwest Corridor. The intervention of Dudley with the networks of the corridor area generates a degree of responsibility of the SWCC to the DMA for any effects caused by land-use changes and travel patterns. Consequently, SWCC must extend political support to the merchants for improvement of the Dudley commercial core.

On the other hand, development of Parcel 18 would require another community organization

with special background, abilities, and community expertise. See Illustration 4.3. D-10. Although the community development corporation has not yet been selected, any developments would probably be best handled in an incremented process. An incremental would probably build a sound infrastructure of any developments on Parcel 18, and reinforce the stability of development at Dudley. This would entail developing Parcels 8 and 10, prior to developing Parcel 18.

In any event, the continued existence and contingent improvement of the Dudley commercial area are incumbent upon the success of the DMA and SWCC and others. Although many decisions affecting Dudley will be made by investors who are not part of any community group related to Dudley, it is expected that consideration will be given to the entire bank of resources and potential of the community.

One useful strategy for the future of Dudley area is for separate actors to accept a commitment to consider the area-wide benefits and expenses of isolated action, and consider creating closer linkages with the community and community organizations. This would be to construct a sound cordial foundation of negotiation and to initiate action in a democratic manner. Such a process can at best be devised by participation in the exchange media of communication and cooperation which can be provided by SWCC.¹⁶

The principal characteristics of the community organizational structure relative to Dudley are as follows:

A. The Merchants' Association in the Dudley Area:

This listing of tasks relates to specific areas of concern affecting the present and future conduct of business in the Dudley area. There is no way that the retail area of Dudley Station can be stabilized and improved unless the merchants work together to sponsor improvements and to present themselves as a unified community organization.

In the next years their primary tasks must be to continue organizing efforts to demand city services in the area, and outline responsibilities to plan future programs. Although physical improvement can and should continue as individual merchants are able, only after cooperation has been established can the Association turn to tasks such as assistance to entering business people and collective advertising.¹⁷

Merchant Association Tasks Concerning Merchant Needs:

Year	Tasks	Methods
1976	1. Continue to organize and promote merchant cooperation	1. Association meetings, contact by Association public service advertising

- | | | |
|---|--|---|
| | 2. Continue dialogue with city agencies to gain improved municipal services; assign responsibility to monitor adequacy of services | 2. Volunteer liaison person or group between Association and city departments; continuation of merchant task force |
| | 3. Publicize widely the first evidences of improvement and begin collective advertisement of the shopping district | 3. Advertising task force begun in the summer; pooling of advertising funds; public service or storefront advertisements |
| 1976 and onward | 4. Continue independently sponsored store improvements; begin planning of Association assistance to entering business and to capital improvements of individual stores | 4. Intra-store concessions; training programs to share business experience; Small Business Administration preferential support, revolving loan fund |
| 1980+
(concurrent with transit construction) | 5. Review impacts of bus and transit relocation and preferred re-routings | 5. SWCC planning assistance; academic or government studies |

B. The Southwest Corridor Coalition (SWCC):

The primary task for SWCC in the Dudley area is to demonstrate the critical importance of the retailing function to all of Roxbury in support of merchant efforts to gain renewed city investment. Other SWCC efforts in the area should assist a community developer in the use of Parcel 10 as one step in a sequence of non-competitive developments.

Actions necessary are to incorporate community views into a guide for parcel disposition which outlines the most appropriate parcel uses and at the same time to determine whether there is an appropriate developer for available parcels. If so, SWCC should nominate this developer for Parcel 10 development. If an appropriate developer cannot be designated, SWCC should pursue a policy of land banking until an acceptable developer emerges.

An important, continuing function of the SWCC should be to establish a program of periodic policy review which examines the plans set forth in this report.

SWCC Tasks to Support Member Group Concerns:

Year	Task	Possible Means
1976 and onward	1. Coordinate membership support for Merchants' Association contact with the city	1. Printed policy statements; direct contact with city personnel; publicity of

3.6.

Dudley area's importance to
Roxbury

2. With the outlines of this report, solicit community input for Environmental Analysis report on corridor
2. Membership group involvement in SWCC; contact with state planning office

INVENTORY OF EXISTING RESOURCES

All proposals for development in the Dudley Context must be responsive to the economic and social needs and desires of the community as well as the greater Roxbury community. There must be a harmony in interests and efforts amongst all developments within Dudley and those throughout the greater Roxbury area.

Subsequently, resources within the inventory are defined as sets of existing; a). land uses, b). land available for development, c). funding capital, and d). manpower and ability to implement development programs.

Commercial Zone - Dudley:

Improvements issues are at hand. Improvement will enhance the Dudley retail center and upgrade the character image and environment of Roxbury. The vacant retail space (approximately 40,000 s.f.) in Dudley is quite resourceful to new small businesses. It serves as a testing or experimental ground while enjoying lower rent in the older buildings and benefits of the presence of established businesses for a learning experience as well as a patronage magnet.

Land Available for Development:

Substantial amounts of land is to become available for development within the next few years: Parcels 34, 34x, 24, 17, 18, 8, 9, 10, 6, 6x, 2, 2x.

Economics - Aid to Development:

Public money is a vital resource; and the inflow and capitalization of the money supports and compels development opportunities within the community. The availability of money is a major incentive for development. Public investment in the form of improved city services would greatly aid the area.

Federal funds are available in limited amounts through the current Roxbury Sharing program, and state funds are to become possible through the proposed Community Development Finance Corporation. Also, the Massachusetts Housing Finance Agency may become a resource to the immediate Dudley Context within the foreseen future.¹⁰

The following is a list of possible sources of funds available for development. The funds are to be secured by the developers as stated in the development process:

Community Development Finance Corporation (CDFC):

- capital loans and/or equity purchases in amounts not exceeding 50% for non-profit CDCs.

- up to \$10 million bonding authorized
- subject to review board regulations and guidelines, dates and amounts of funds available
- no spending time realm for spending of funds. April 15 deadline on filing applications

DCA Community Enterprise Project:

- grants to CAAs or non-profit CDCs with CAA approval
- 20% local share required
- must be spent during same fiscal year
- maximum grant: \$25,000

OSP-EDA 304:

- grants, loans to non-profit corporations for providing working capital or attaining capitalization
- no time realm for spending of funds
- April 15 deadline on filing applications

OSP MUST APPROVE PROPOSAL:

- CDC activities must compel increases in employment of community residents

- CDC must produce some type of goods or services
- project must contribute to equity for low income people
- grants in excess of \$50,000 made only to non-profit corporations
- the state must contribute 25% matching funds

Massachusetts Industrial Insurance Agency (MIMIA):

- ability to insure loans to CDCs engaged in productive commercial enterprise
- bonding authorization

The operating staff and guideline rules have not yet been set; also no sales have been made at this time.

Manpower - Employment Sources:

- grants to small businesses employing welfare recipients. State subsidizes difference between welfare check and minimum wage
- one year duration guaranteed; no commitments are made for future employment

Outside Sources of Funds:

- the FPCC sells stock to other CDCs or individual entrepreneurs. This is in event of the CDC would have exhausted their spending budget. Consequently, this allows admission

of non-community partners to share the ownership control and profit yield.

- FPCC ventures into a syndicate arrangement with outside investors; limited partnership is afforded

In essence the FPCC provides the investor funding at approximately 12% to 18% of the mortgage amount, and provides itself with a tax shelter.

Manpower - Ability to Progress:

An enormous degree of development expertise and professionalism is emerging in the Roxbury area. This is especially apparent in the organizational structure composed by such community programs as CIRCLE, RAP, LRCC, SWCC. Each of these organizations have strong internal structures of management and are actively involved in many development projects. Their track records over the past few years as well as their present standings are quite impressive, although it is repeatedly revealed that limited funding and financial support is a constant problem and concern.

Since each organization has claims on specific turfs, the detrimental effects of competition within a specific zone are eliminated. However, the diversity of turfs creates a different type of competition on a broader sense that is both beneficial to the organizations and community as a whole. This competition provides for good quality develop-

ments on a broad Roxbury community-wide scale.

Subsequently, in the light of expertise and equity in near future developments, the general economic situation and financial character of the organizations encourages expert involvement with projects which would bear the greatest success and highest return.¹¹

EVENTS IN PLANNING

It is important to reiterate the fact that most events to take place in the Roxbury community are determined and controlled by outside bodies. Thus the sequence of the externally controlled circumstances will act to determine the availability of resources under jurisdiction of the Roxbury community. However, only when strong action is taken by the Roxbury community to influence the direction and timing of the decisions will any deviations be made on the impact of external forces and bureaucratic maneuverances.¹²

Summary of Scheduled Events:¹³

- 1977 - Basic Improvements in Dudley; Parking lots; timing traffic flow
- 1977 - Construction on New Dudley Street
- 1978 - Construction begins on New Columbus Avenue
- 1978 - Construction begins on new land use patterns in the Dudley context
- 1978 - Construction begins on New Crosstown Artery
- 1980 - Construction begins on New Orange Line
- 1981 - Operate present Orange Line to South Cove
- 1983 - Construction complete on New Orange Line
- 1985 - South End Replacement Service in operation
- 1985 - Construction begins on Dudley Station - adaptive-use

1985 - Construction begins on transformed elevated track - adaptive-uses

1988 - Construction complete on Dudley Station

1988 - Construction complete on elevated tracks

1988 - Construction complete on new land-use patterns¹³

EVENTS IN PROGRESS

The following contingent developments will have significant effects on the future of Dudley.

Procedures of repair and repainting of the elevated track structure is well in progress in the Dudley area and beyond. It is anticipated and scheduled that it will be around 1980, three (3) years before any construction procedures began to relocate the Orange Line and at least three (3) more years after before commencing any transforming or demolition of portions of the elevated tracks. However, in any event, the tracks within the Dudley context shall remain and be transformed.

LRCC has commenced construction of 120 townhouse units in the vicinity of the LRCC office and present housing project: RAP is beginning 120 low and moderate income townhouse units near John Eliot Square.

Work on New Dudley Street Phase I has been completed along with the widening of Warren Street from Dudley Street to Walnut Avenue. Construction for widening of the intersections at Shawmut Avenue, New Dudley, and Washington Streets will begin within the near future. This would greatly facilitate the traffic flow, but would probably hinder

the exposure of the businesses in the area.

New Campus High School is presently substantially completed in its construction stage. The student population within the area will be immensely increased, although the activities are oriented toward the Roxbury Crossing Station of the relocated Orange Line.

There are plans completed for a Roxbury Community College. The college is sited for near John Eliot Square near Roxbury Crossings and the relocated Orange Line. It will be mainly an institution for para-professional training.

Also a community-related library is completed on Warren Street; and a Salvation Army Headquarters is in progress on Shawmut Avenue and Vernon Streets.

The New Museum of Afro-American History is being sited at the renovated-adapted Dillaway House near John Eliot Square.

Finally, an architectural historical pathway is being sited with markers, kiosks, programmatic tours throughout the Roxbury area. However, the pathway is centered in the Highland Park and Dudley areas.¹⁴

MARKET ANALYSIS - Overview

The elements in this analysis are shown in outline. There are no attempts made to perform a detailed market analysis. This is mainly due to the complex nature of the study which is an altogether distinct task, and out of line with the objectives of this project. Please refer to the M.I.T. Total Studio Dudley Report, 1975, et. al. for their information concerning the Dudley market.

The following list indicates the retail establishments in the Dudley Context: November, 1976.

Food:

Bellow & Son

Blair's Supermarket

Brown's Market

Clinton Market

Dudley Groceries

Freddie Parkers

Our Fish Market

Tropical Foods

Washington Fruit

Total: 23,600 s.f.

Dining and Drinking:

CalypSoul Foods

Clover Pub

Golden Cafe

Highland Tap

Joe and Nemos

Joe's Steak/Sub

Mickey's Lounge

Party Cafe

Patio Lounge

Silverslipper Restaurant

Spinalis Submarine Sandwiches

Steve's Tavern

Subs Shop

Ugi's

Total: 13,600 s.f.

Drugs:

Drury's Pharmacy

Family Pharmacy

Kornfield Pharmacy

Liggett Drugs

Total: 4,600 s.f.Furniture and Appliances:

Boston Gas Appliance Sales Center

Don-Mar Co.

Ferdinands

Gideon Beck & Sons Furniture

Harrison Supply

Highland Furniture

National Radio and Furniture

Total: 39,500 s.f.Hardware and Building Materials:

B & D Wallpaper

Brummitt Kelly Co.

Cutter's Hardware

Terminal Hardware

Total: 4,500 s.f.

Apparel:

A Shop Called Black

Barton's Shoes

Callahans

Clearweave

Factory Shoe Outlet

Kim's Kaps

Lords

Mass Wigs

Men's Bargain Center

Norwood Shoes

Royce Shop

Shoe Outlet

Shoe Shelf

Sulfarols Shoes

The Hat Shop

Thom McAnn

Woody's Mens Wear

Total: 19,000 s.f.

Auto Sales:

Total: 0 s.f.

Auto Service:

Gulf Station

Amoco Station

Total: 4,000 s.f.

Convenience Services:

Annabelle's Beauty Shoppe

Community Barber Shop

De Cox Florist

Drain's House of Style

Michelle's Beauty Salon

Oak's Barber Shop

1 Hr. Martinizing

Talk of the Town

Trapp and Son Cleaners

Variety Newsstand

Total: 8,900 s.f.

General Merchandise:

A Nubian Notion

Calvey Jewelers

Carrols

Dudley Records

Robells

Skippy White's

Venus Cosmetics

Woolworth's

Wynottes

Total: 35,600 s.f.

TOTAL DUDLEY RETAIL AREA: 160,000 s.f.

Conclusions:

As the retail center at Dudley exists in the present economy, it appears economically and socially feasible that an expansion of 28% could be supported through certain retail types. Retail area could stand an increase from the present 160,000 s.f. to 204,000 s.f. Thus, included in the new development, a new supermarket with liquor store, drugstore, laundromat, and deli-shops would total approximately 20,000 s.f. In the light of a 30% increase in market recapture rate, to counter-balance and support expansion (from 19% to 28%), the new Dudley market share of 28% would still fall well within a safe boundary. But, as typical in any development, the hidden unforeseen risks are likely to occur, although there are no apparent major front risks.

Several factors support the possibility of such increases in the Dudley market share. Firstly, Roxbury and the South End have reversed the steady population decline and stagnant development action since 1970. Indeed, it is apparent as the new construction of several new housing developments throughout the respective communities. Moreover, substantial growth has occurred since last census reports and overall development and population were conducted. Thus, since the last market study, it is extrapolated that significance increases in demand and potential shares has occurred within the Dudley market.

Secondly, the adaptive-use development of the Dudley station (providing new retail, entertainment, special community related facilities; plus many other amenities--better parking, improved street lighting, improved security and patron safety, improved city public services (trash collection, street cleaning, maintained streets, etc.), improved traffic flow, and improved appearance of the physical environment (store fronts, etc.), will certainly aid in the retention of existing patrons and compel the attraction of new ones. Furthermore, these types of facilities generally generate high income, but success depends upon the popularity and quality of the marketed services.

Thirdly, a large supermarket, as previously mentioned, will provide a chronically needed service to the community. Finally, it cannot be over-emphasized that the existing bus routings, especially the key ones, must be retained throughout the commercial trade areas. Upon the relocation of the Orange Line, it is important that the existing stops and routes remain within the area. Thus, Dudley Station will be terminated as a bus terminal, but it would retain the existing bus lines, plus additional ones to compensate for the lack of conveniences previously provided by the train.

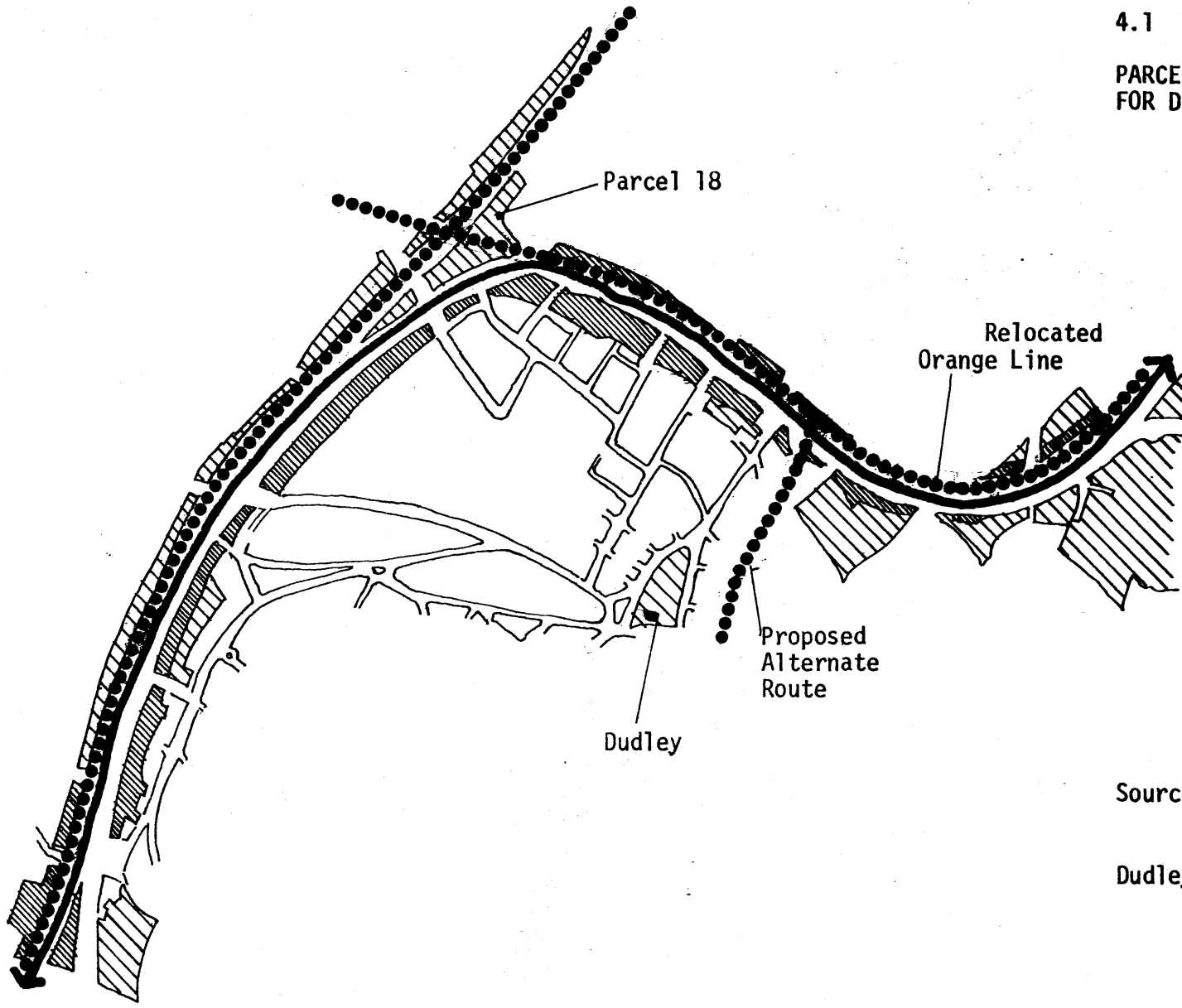
4.1 D-2

EXISTING RETAIL
MAP



4.1 D-3

PARCELS AVAILABLE
FOR DEVELOPMENT



Source: M.I.T.
Total
Studio
Dudley Report,
1975



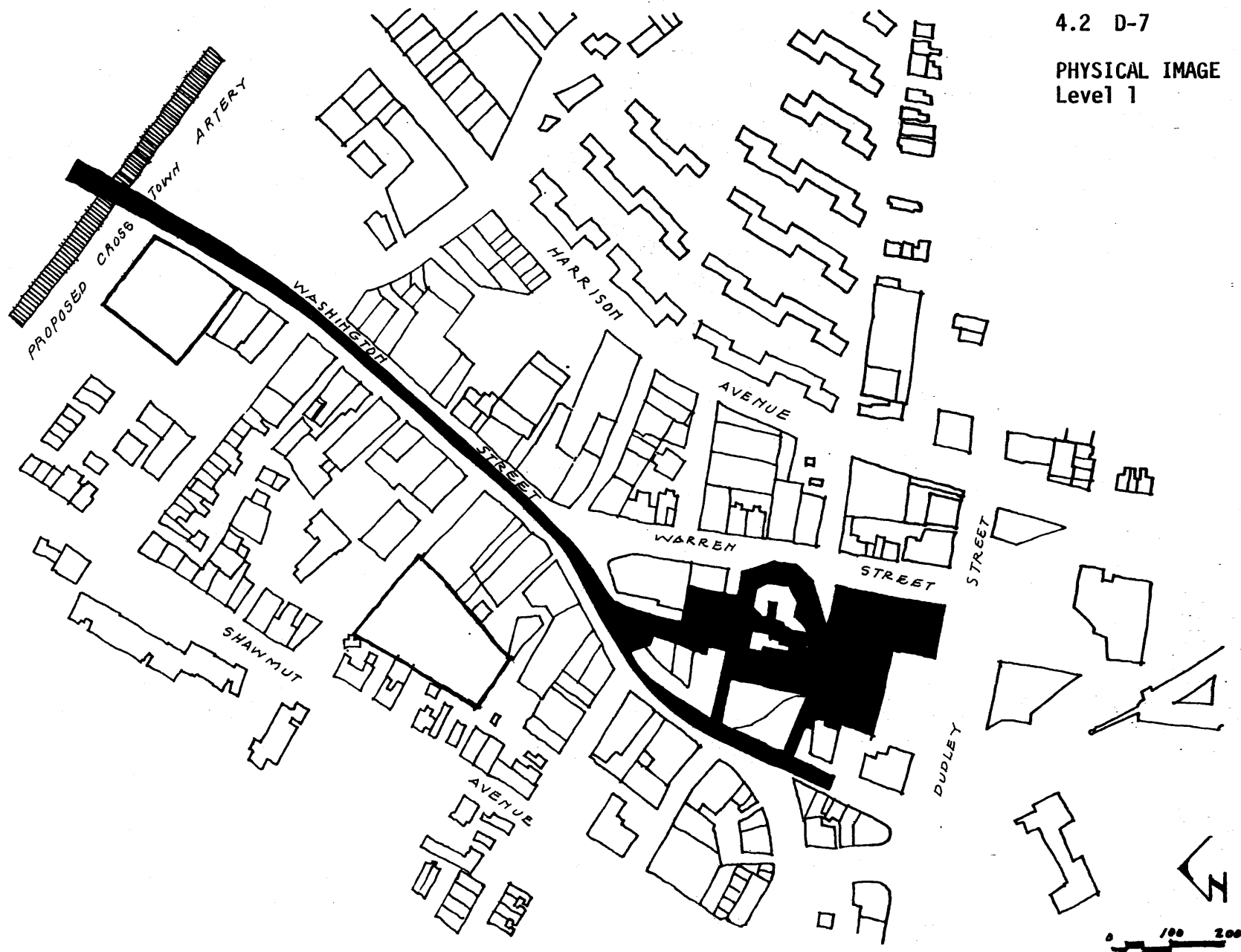
4.2 D-6

PHYSICAL IMAGE
Ground Level






4.2 D-7

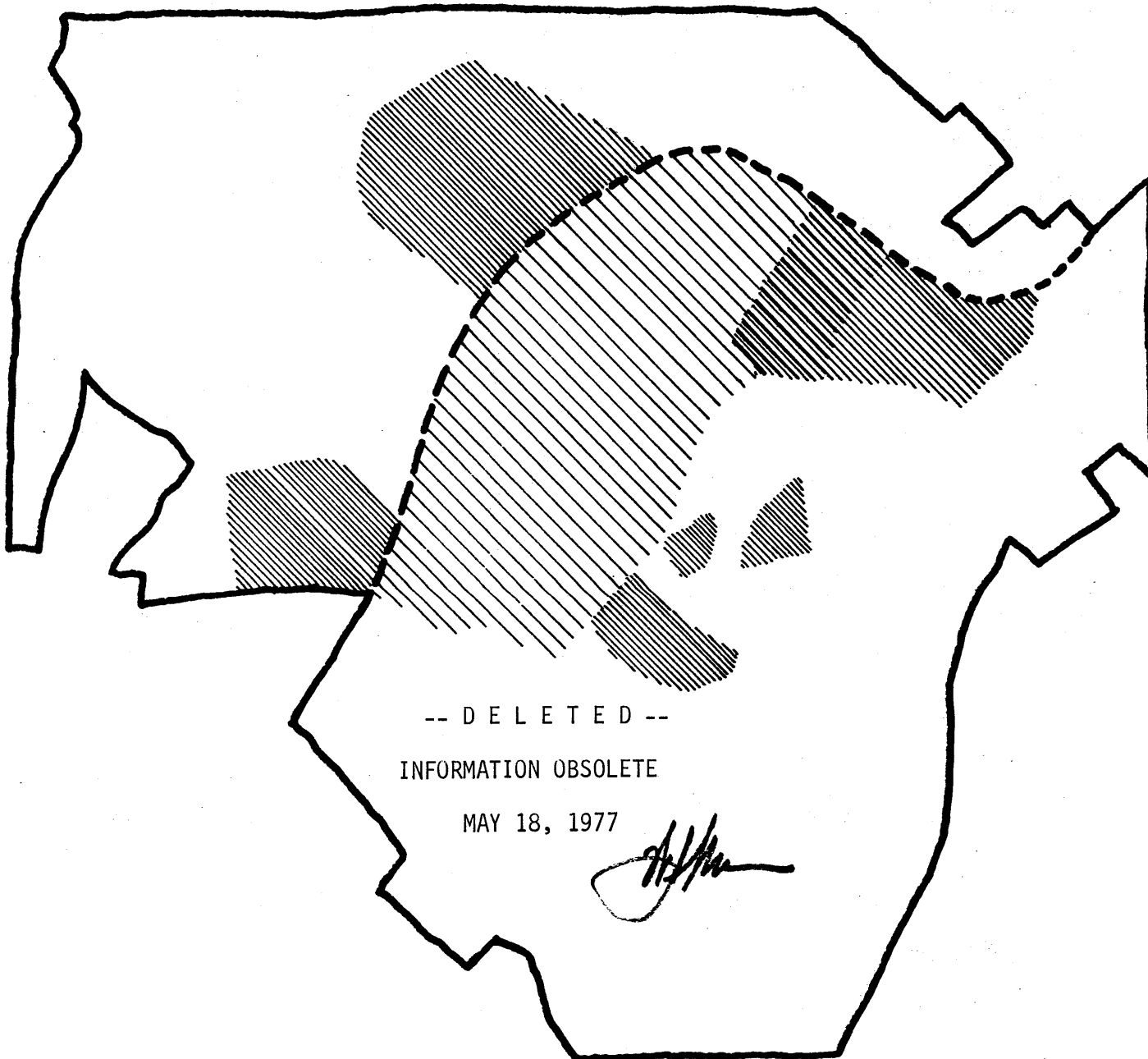
PHYSICAL IMAGE
Level 1



4.3 D-10

DUDLEY COMPREHENSIVE
SITE CONTEXT MAP

-  R.A.P.
-  LRCC
-  SWCC



-- DELETED --

INFORMATION OBSOLETE

MAY 18, 1977

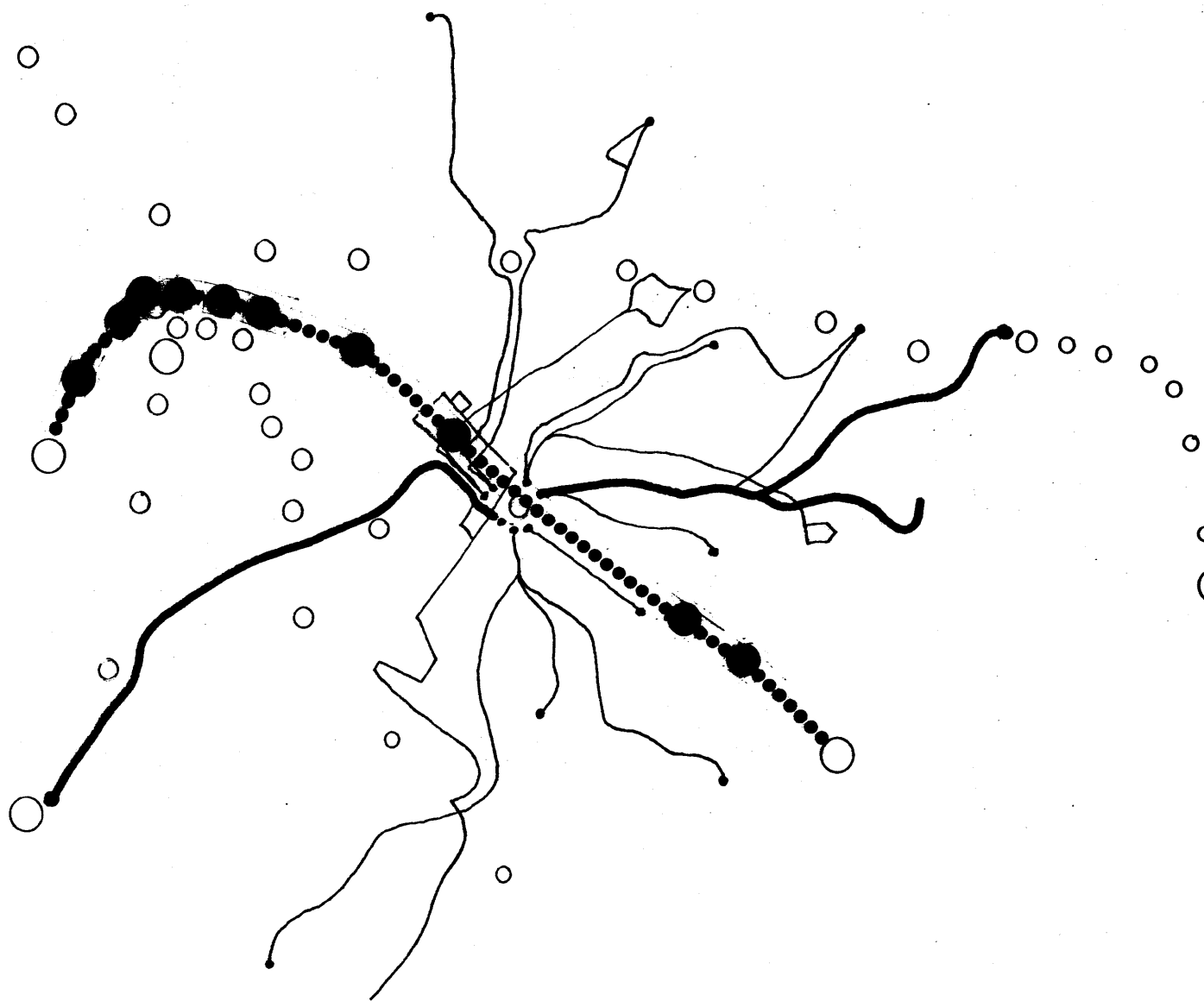





Source: M.I.T.
Total
Studio
Dudley Report, 1975



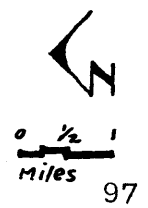
4.3 D-11

EXISTING PUBLIC
TRANSPORTATION
AT DUDLEY



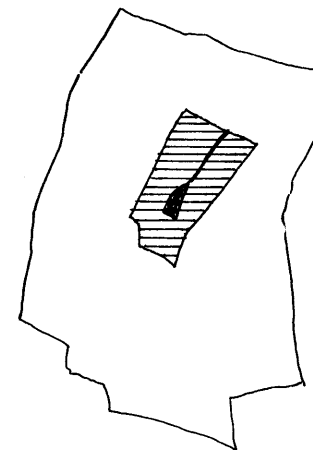
-  Bus Routes
-  Rapid Tran-
sit (Orange)
-  MTA Stations

Source: Metropoli-
tan Transit
Authority,
Boston



CONCEPT FOR PHYSICAL DEVELOPMENT

The conceptual ramifications focuses principally on the development of an 'Adaptive-Use' program for Dudley Station. The scope of development recommendations are limited specifically to the functions and environment of the station alone. However, the prevailing issues and the objectives inevitably include many outside factors that affect the present existence, development possibilities, and future of any new functions to be located within the station. The surrounding environment and climates, issues, are nevertheless, factors in the programming, planning, and design of the proposed development. Thus, substantial emphasis and extensive analyses are afforded the area designated as the 'Dudley context.'" This area extends to the proposed Crosstown Arterial Street on the north; Shawmut Avenue on the west; Harrison Avenue on the east, and St. James Street on the south. In addition, consideration is given to the effects of other pertinent factors outside the context area on a semi-regional and regional scale; i.e., the developments in Highland Park, the Crosstown Arterial, LRCC housing developments, and the parcels available for development along the Southwest corridor, especially including Parcel 18. However, recommendations for development are limited to the Dudley context area. Although these recommendations are mere



extrapolations in semi-detailed form, they are nevertheless explicit in manifesting relative importance to the development proposed for Dudley Station.

The physical concept of the Dudley development is composed of three distinct zones in the following order of importance: Retail, Entertainment/Civic; Community Workshop/Meeting House. The Adaptive-Use concept is generated in order to alleviate functional obsolescence and improve the physical image of the area. It is intended to produce incentives through development to stimulate and produce higher economic and social standards. Subsequently, the existing structure is retained in order to preserve the character image and many of the psychological, social and ethnic identifications and synergisms within the Dudley environment.

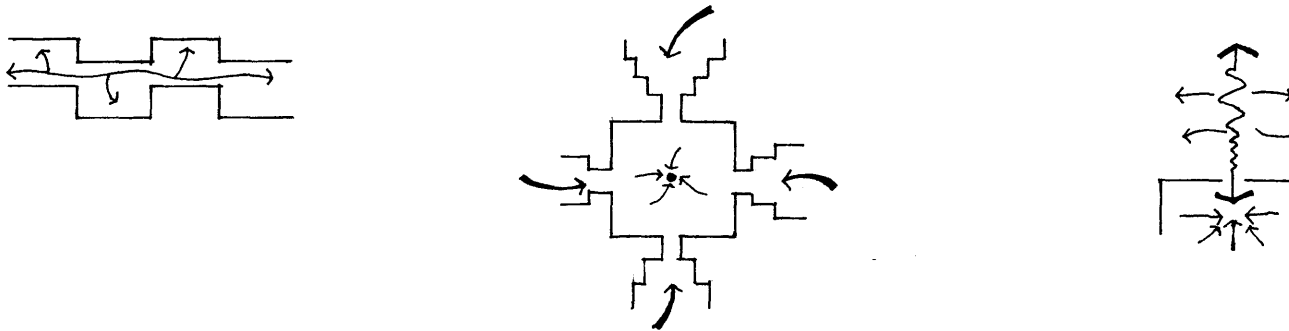


In attempts to gain maximum functional quality in respect to the users (community) and developers (investors), the entire process is done in cooperation with the community. The decision-making process is handled in a democratic manner. See Section 4.10.

The project shall be funded and owned by private investors, community development corporations, and community businesses and businesspersons within the community who shall obtain a major portion of ownership and equity gain. Community ownership shall be acquired through investments and other methods, e.g., various cooperative systems, etc. The concept suggests that the retail, entertainment, and community areas acquire diversified ownership. Ownership by several constituents aid in the reduction of economic strain, manage and control competition for quality standards, and create a more responsive attitude by the owners toward the community. Thus, in principal ownership of Dudley shall be similar to the "condominium concept." This concept will be enhanced by a phased development sequence, which is a practical and feasible approach to development for a project of this nature.

The existing establishments in the Dudley context serves a local as well as a community-wide market. By definition, it is classified as a community shopping district. The market is the shared type, fed by two main trade areas. Thus, the proposed concept for development shall merely reinforce and complement the existing market trade character.

Conversely, from an image point of view, the aim is to preserve the existing character and eccentric geometry of the structure as much as possible. The space generates a graduated sequential experience from entrances opened-wide to the community. Each preceding space anticipates the space that follows. Although all aspects of the space are highly public, there are many indigenous private areas as well as focus points and magnetic nodes. Aside from fulfilling the basic functional aspects required for smooth operation of the programmed activities, the quality of the space provides the user with a significant degree of environmental continuity and perpetuated interest through a continuum of interplaying spatial sculptural relationships.²⁶



FIRST STEPS - ACTIONS

It is imperative in the re-development process of an area to check or eliminate as soon as possible the sources creating the need for development; or to cease the declination that exists within the Dudley community. Thus, it is vitally necessary to develop a strategy for the immediate first steps in order to initiate and compel the actions for long term development. Also, first steps implemented early in the planning process are quite important in the strategy from a community interest standpoint.

The first steps of improvement represent an upgrading of the present level of municipal services, and thus, are not dependent upon the funds allocated for community development.

The necessary steps for development in the Dudley context are as follows:

1. Increased police protection to citizens and the Dudley retail merchants.
2. Improved street lighting in order to provide a greater sense of personal and business security.
3. Increased parking facilities through the utilization of vacant lots.
4. Improved municipal services: trash collection, street and sidewalk cleaning; street repair.
5. Coordination of storefronts and storefront face lifting.

RECOMMENDATIONS FOR DEVELOPMENT WITHIN THE DUDLEY CONTEXT

- * The Boston Redevelopment Agency (BRA) and the Massachusetts Bay Transit Authority (MBTA) shall merge to conduct a detailed analysis concerning which combination and routes of public transport modes are best suited for the Roxbury district; and the impact generated upon relocation of the Orange Line.

- * Upon relocation of the Orange Line and development of Dudley Station, the existing MBTA routes shall be retained as much as possible; develop new routes to optimize exposure to the retail markets; this would retain existing usage patterns and mental images of time and space as well as serve new developments.

- * Retain existing bus routes at Dudley Station, but eliminate the station's function as a terminal.

- * Prior to completion of the Orange Line Alternate route to Grove Hall, provide a bus or jitney route linking Dudley Station with the new and relocated terminals.

- * Improve circulation patterns of vehicular and pedestrian traffic. Provide a balanced vehicular/pedestrian traffic intervention.

- * Establish vehicular traffic patterns at Dudley Station to support high volumes without congestion.
- * Improve the conditions of streets in Dudley context:
- * Provide both on-street and off-street parking.
- * Transform the structure of the elevated tracks into a pedestrian mall with attractive amenities serving both the street and elevated environments.
- * Generate a mixed-use development at Dudley Station. Development at the Station shall be an extension of the existing area and shall provide necessary amenities and activity functions to stimulate economic growth and revitalize the job market and other specific needs vital to the welfare and future of the prevailing Black community.
- * Provide a community supermarket to make available a large supply and broad variety of food sorts at a price compatible with the economic base of the community (low medium); location of the supermarket shall be near the existing market in the area and readily accessible from the proposed Crosstown Arterial and the existing Mission Hill Housing.

- * Upon completion of the new supermarket, the existing market shall form into a cooperative chain constituting members of the community.

- * Generate economic incentives to attract new minority businesses into the area. The new businesses shall be largely to provide specialized amenities to the area.

- * Improve the public security measures in the area; increase the surveillance by patrol guards.

- * A study of Orchard Park Housing development shall be conducted to provide a comprehensive physical rehabilitation program. The management system shall be reconstructed to alleviate the development from city control to tenant/community control.

- * Provide a series of pedestrian open-space/vegetation linkages from Orchard Park to the LRCC Housing via the Dudley Commercial Area; also a connection is to be made with the parcels along the Crosstown Arterial;

- * Special Purpose zoning shall be established to control the harmony of aesthetics and appearance of storefronts. The zoning ordinance in this area shall be similar to that presently in existence at the Newton Corner in Brookline.

Development Objectives:

Principal development objectives are as follows. The objectives are categorized in the order of priority of importance. Overall parameters are defined as goals although elaborate details are omitted.

Economic:

Goal

- * Create new jobs for community members;
- * Provide incentives for investment, leverage, ownership, and management opportunities;
- * Increase supply and upgrade quality of goods and services;
- * Generate co-op business opportunities bearing strong local linkages;
- * Increase profit shares in existing ownerships, managements, and holdings.

Social:

Goal

- * Increase cultural and ethnic awareness;
- * Provide special cultural and educational training in specific areas;
- * Provide entertainment, multi-use, and recreational facilities;
- * Provide means to promoting more cohesive social services and social functions;

Physical:

Goal

- * Improve the quality of pavements and details in the facades of existing buildings;
- * Set guidelines and controls for retail displacement and relocation;
- * Increase open and closed communal areas;
- * Increase public services and amenities (parking, security lighting, sanitation, etc.).

Visual Image:

Goal

- * Improve coherence and harmony of architectural facades;
- * Improve the micro-climate at the ground level;
- * Improve visibility and quality of existing spaces.

Transportation and Traffic:

Goal

- * Retain existing bus routes at Dudley Station;
- * Provide special service buses to the new MBTA stations and the relocated Orange Line prior to completion of the Orange Line Alternate route to Grove Hall;
- * Improve the traffic patterns of vehicles and pedestrians.²⁴

ADAPTIVE-USE PROGRAM FOR DUDLEY STATION

The following activity/function types are needed to initiate the process of providing the necessary elements in the re-creation of a synergetic environment at Dudley Station.¹⁸

Retail Area - department store

Entertainment Area

Community Related Workshop/Meeting House

Open-Space/Vegetation/Circulation

The factors that determine and support the need and practical feasibility for each activity/function element are listed in the following pages. Although a definitive program is outlined, it is only to provide suggested elements for development. Since the issues, approach, solutions, and elements generated into the product are realistic, their practicality allows the program to be utilized as a set of guidelines for adaptive-use development of Dudley Station.

Entertainment Center:

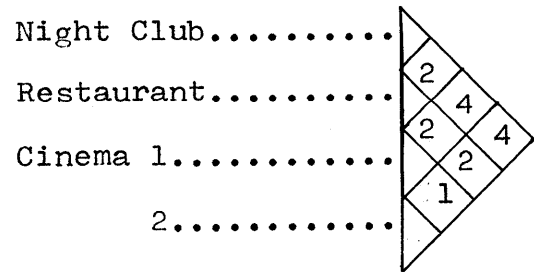
The Entertainment Center composed of night club, restaurant, and cinema provides the Dudley area with a much needed activity/function. Although there exists some entertain-

ment facilities in the area, they are insufficient in quality, size, and nature to serve the Dudley market. Moreover, the existing facilities at Dudley are probably destined for an even greater degree of obsolescence upon the full implementation and completion of the development events in planning and progress. Even at the present time, many persons seeking entertainment and night spots travel to Mattapan, the Blue Hill Avenue area, and Boston.

The idea of an entertainment center at Dudley received favorable response and support from the community members and businesspersons in the area. Many private businesspersons and organizations as well as CDC's have shown enormous interest in implementing the entertainment development. In a physical sense, the entertainment development shall have a physical relationship with the recently developed civic center at Dudley and Warren Streets.

The Entertainment Center shall consist of a high degree of versatility and character. The nature of the entertainment activities provided is diversified, and the sense of time and space created is that of separate entities.

The interior design shall be of high grade materials;
 Layouts are easily accessible and egressible;
 Environment promotes interaction and socialization;
 Soliciting, loafing, vandalism and robbery are discouraged;
 Physical setting is in proximity to open/vegetation/circulation area.



Degree of Relationship

- 1 - strong
- 2 - moderate
- 3 - light
- 4 - optional
- blank space - not needed

Community Development Meeting/Workshop:

This Workshop is developed, owned and operated by a conglomerate of community organizations. It is the meeting place for the gamut of organizations, CDC's, and programs that composes the greater Dudley Context and the Roxbury community. Each organization contributes a share to the development budget, thus, dividing the ownership of the estate by the number of organizations.

The workshop with focus on public education and special education of Black and minority youth shall exercise the following objectives:

- * Incentive programs to troubleshoot problems, attain and improve standards of living;
- * Developing public sensitivity to issues, needs, and methods of problem solving;
- * Political and government management training;
- * Providing knowledge and awareness of the capitalistic system;
- * Black historical and cultural development;
- * Inspirations, incentives, and methods for seeking success.

The workshop shall be of good design quality. All design layouts and decorations are consistent in materials, colors and markers, etc. Provide a high degree of flexibility on the interior. Natural lighting is imperative.

political.....	1						
economic.....		1					
social.....			1				
awareness.....				2			
education.....					2		
incentive.....						3	
ad hoc.....							2
multi-use.....							

Degree of Relationship

- 1 - strong
- 2 - moderate
- 3 - light
- 4 - optional
- blank space - not needed

Private office areas are developed for rent, lease, or purchase. The nature of office space are small scaled consisting of one, split, and duplex level types. Occupancy of this area is catered to the small business operations in the community.

The proposed community workshop development and the upsurging nature of the CDC's in the community as well as new small businesses generate the need for office area. This office area is to be developed as a part of the community workshop area.

The location of the office area shall be in the least active and most inconspicuous zone of the building. Each office is of high quality, well lighted, and individual environmental controlled spaces. Easy access and regular shaped prime spaces are imperative.

Parking Garage:

Lack of parking provisions are a vital issue within the Dudley area. It is anticipated that the proposed new retail area when implemented will significantly increase the need for parking spaces. Aside from all other factors, the parking element is a major determinant of the success of any development within Dudley. Although the parking garage is to be built in phases simultaneously with the other Dudley Station development, it must be implemented through an entirely separate financial package. Due to the expensive

nature of the structure and the expenses of new construction financing would probably come from outside the community; perhaps government assisted private funds. This would bar initial ownership by the community but may create future opportunities for investment into it by community owned businesses. Consequently, as a major issue at hand, concerning functional success, the garage must offer 'free' or reduced rate parking privileges for the Dudley patrons. Thus, the structure must be either partially or fully supported by the government. A self-service gasoline station is located on the ground level. Although not a service station, the gasoline sales would undoubtedly defray the cost with a highly marketable resource and dependable source of income, thus appearing more attractive to developers and investors.

The parking garage shall harmonize with the character of the existing station; vehicular traffic flow efficiently in two directions; private parking areas are provided for specific enterprises at Dudley; pedestrian traffic flow uninterrupted from all areas to the outside area.

Economy in design, good construction practices, and efficient circulation are priority factors.

Open/Vegetation/Circulation Area:

This element exists in the form of environmental areascaping and free-circulation areas. Vegetation provides essentials for the micro climate and environmental quality. Free circulation areas provide efficient transition (access-egress) from one space to another. Vertical transition are located in distinct conspicuous nodes.

All vegetation shall be installed in a free-random order. Planter boxes are utilized as necessary. Maximum height of vegetation: 15'0".

General Service Area:

The principal purpose of this area is to provide the entire development at Dudley Station with the necessary supporting functions receiving, handling, distribution, and shipping, etc. This area shall be easily accessible from the street by vehicle (truck); and from various points in the building either by foot or mini cart vehicle. Mechanical and electrical equipment areas are within the general zone of the service area. This area shall be at the interior zones and away from exterior zones that are prime retail, rentable, or leasible spaces.

Determinant and Support of Activity/Functions:

Retail Area:

Retail activity is the main income generator and source of employment within the Dudley program. Although retail activity is already the dominant land-use within the Dudley context area, there is a need for additional (new) space. New retail space is needed to be of a different type consisting of a greater variety in goods and services. This retail type will serve the existing and emerging market and act as a catalyst in upgrading the economic and social standards in the area. The new LRCC Housing development, the new Civic Center at Dudley and Warren Streets, developments along the proposed Crosstown Arterial Street, especially parcels 8 and 10, the existing Warren Gardens development, and the proposed redevelopment of Orchard Park Housing will be major constituents of the emerging market. At present, Dudley consists mainly of small scaled specialty retail shops.

A survey of random selected patrons and merchants revealed that many persons desire greater variety in shopping for needed goods. Many persons tended to suggest the need for a type of shopping where there is a broad variety of goods as well as a broad range of prices. However, this type of shopping is desired in addition to the haberdasheries and specialty shops that presently occupy the area. Since variety is lacking in shopping

in the Dudley area, many of the would be sole Dudley patrons are travelling to the downtown shopping areas, and to some suburban shopping centers to fulfill the needs of general shopping from a broader variety of goods. Accordingly, the retail market at Dudley poses several vital issues relative to any newly proposed development.

- * What are the current trends in retail development, and how can these trends be applied to the Dudley development?
- * What types of retail development is appropriate for Dudley?
- * Who are impending clients?
- * Who are prospective investors?
- * What characteristics are required to make the Dudley retail development a sound minimum-risk venture for investors?
- * What are some methods of development and ownership for investors?
- * What are the advantages of the Dudley development schemes?
- * What are some analogs to the Dudley scheme?

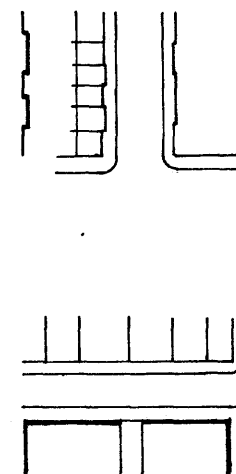
Subsequently, substantial support and verification for the need of this type of retail is contrived by the Dudley Merchants association and the citizens within the area.¹⁹

The retail development concept for Dudley Station entails the formation of a 100,000 s.f.

junior department store occupying the entire ground area. This department store shall complement the small specialty shops existing within the Dudley context to form a balanced variety of shopping in the area. See recommendations for the Dudley context--Section 4.6.

The Dudley patronage at present is in the low to moderate income bracket. The ethnic composition of this patronage structure is mainly Black with a small percentage being Spanish and White.²⁰

Today the current trends in retail development include a zone of specialty shops of a diversified nature balanced with a small number of large department stores, or a large number of specialty shops arranged in close proximity to one another, thus creating a variety in the same sense as a department store. The Washington Street area and the Newbury-Boylston Streets shopping areas of Boston, respectively, exemplifies this nature of shopping.²¹



However, the general character of the Dudley environment dictates a different type of shopping.

Potential investors will only invest in ventures where economic risks are at a minimum. Thus, it is imperative that Dudley be developed to first, fulfill the community/market needs as well as produce an attractive environment. Some basic but important needs of the community and merchants are as follows:

- * A large variety of good quality merchandise etc. at a relatively low price.
- * Good transportation access and adequate parking area.
- * Merchandise types that adhere to ethnic standards and desires.
- * Ethnic emphasis in advertisement.
- * Good security.
- * Incentives for economic stabilization (improved employment conditions).

Subsequently, if the necessities above are properly addressed, then Dudley, already established as a unique landmark with a potentially growing market shall prove to be a sound investment.

The development at Dudley may be implemented in two ways. Private businesspersons may act as their own client; develop and own the entire store. This may happen in the form of a private organization or syndicated venture. The organization (CDC) or businesspersons may not necessarily be of the community. But it must be active within the

4.7.1.

4.7.2.

community through extended catering practice toward citizen opportunity, e.g., employment, economic support, and sponsorship, etc. On the other hand, the merchants or CDC's in the area may form a co-op venture to develop and own the enterprise. It is anticipated that Robells Shop, now located at 2275 Washington Street will expand their business and relocate into the new Dudley Station retail area. This would also allow a new small business to occupy the area vacated by Robells.²¹

A Market Analysis held proof that the Dudley retail area can support a 25-30% increase in retail area of the needed type. Thus, the retail use in Dudley Station shall include a junior department store with open-air markets as well as enclosed space. The store should cater to shoppers seeking specific items, as well as those who desire browsing around. Also, consideration shall be given to shoppers of various income brackets, while the basis being low to moderate income.

The atmosphere of the open-air market shall be comparable to the Quincy Market; the enclosed store area are comparable to the Lerner Shops with a designated area typifying Filene's Basement. Since the major shoppers in general are women, and in this case Black women, it is evident that the analogous stores named are heavily patronized by these shoppers. Thus, this inspired the decision to replicate the atmosphere of those

4.7.1.
4.7.2.

stores at Dudley. Subsequently, the area may be named "Dudley Corner" or "Dudley Terrace," etc. The area should resemble the Lerner Shops in "size and price," the Filene's Basement in "quality and variety," and the Quincy Market in "character, circulation and general atmosphere."

There should be a smooth but intriguing transition from activity-type to activity-type, and from space to space.

The following retail categories shall be included:

Apparel

General Merchandise

Building Supplies and Hardware

Enclosed

General Merchandise

Open-Air

Dining & Drinking

Food

Note: The specific percentage of areas allotted to each retail category shall be determined by others in a more extensive market analyses.

4.7.1.
4.7.2.

All retail areas shall readily admit entrance by the community at a level that is directly accessible from the street and public transportation.

Retail Relationships:

New Dudley Retail..	1						
	1						
Robell's.....		2					
		3					
Woolworths.....			2				
Harrison Supply....							
Ferdinands.....							

Degree of Relationship

- 1 - strong
- 2 - moderate
- 3 - light
- 4 - optional
- blank space - not needed

The significance of the relationships amongst the various retail establishments within the Dudley context is to eliminate unworthy repetition and unproductive competition in the goods and services provided by these stores. Thus, a consistent harmony shall be maintained amongst all types of retail establishments in the context area.²²

Development Phases/Sequence of Events:

Retail Store

100,000 s.f. Retail Area (Junior Department Store) - 100% complete

Store Front Renovation on existing retail stores within Dudley Station -
100% complete

PHASE I Mechanical Equipment Areas - 100% complete. Installation 50% complete
1985 (as appropriate); elevators - not installed.
General Service Area/shipping and receiving - 100% complete

Entertainment Center

4200 s.f. Night Club - 100% complete

3600 s.f. Restaurant - 100% complete

6825 s.f. Mechanical Equipment - Installation - 65% complete

PHASE II 10500 s.f. Cinema - 100% complete

1987 N/A s.f. Open/Vegetation/Circulation Area - 50% complete

8500 s.f. Parking Garage - 100% complete including Gas Station - 100% complete

1050 s.f. Mechanical Equipment - Installation 75% elevators installed

Community Meeting/Workshop

17000 s.f. Community Workshop, Multi-Use - 100% complete

10000 s.f. Office Area - 100% complete

PHASE III s.f. Open/Vegetation/Circulation Area - 100% complete

1988 1050 s.f. Mechanical Equipment - Installation 100% complete - elevators
 installed

Physical Space Requirements:

Building Area Use (name)	Area (s.f.)	Percentage of bldg. (%)
Junior Department Store:	98,500	
(Enclosed Area)		
apparel		
general merchandise		
building materials and supplies		
(Open-Air Market Area)		
dining and drinking		
food		
general merchandise		
(Mezzanine - Business management area)	22,400	
circulation area		
storage area		
lounge, toilet, misc. areas		
Retail Store	120,900 s.f.	57%

Building Area Use (name)	Area (s.f.)	Percentage of bldg. (%)
Night Club:	4,200	
Bar Area		
Dance Area		
Sitting Area		
Circulation Area		
Lounge, Toilet, Misc. Areas		
Restaurant:	5,600	
Dining Area		
Kitchen (incl.) Food Storage		
Circulation Area		
Lounge, Toilet, Misc. Areas		

Building Area Use (name)	Area (s.f.)	Percentage of bldg. (%)
Twin Cinema:	10,500	
Audience Seating Area - 500		
Stage Area		
Projection Area		
Storage Area		
Concession Area		
Lobby, Lounge, Toilet, Misc. Area		
<hr/>		
Entertainment Center	20,300 s.f.	9.6%

Building Area Use (name)	Area (s.f.)	Percentage of bldg. (%)
Community Workshop:	17,000	
Work Area		
Storage Area		
Speaker's Stage Area		
Multi-Use Area		
Circulation Area		
Lounge, Toilet, Misc. Areas		
Rentable Office Area:	10,000	
Circulation Area		
Lounge, Toilet, Misc. Areas		
Community Meeting/Workshop	27,000 s.f.	12.7%

Building Area Use (name)	Area (s.f.)	Percentage of bldg. (%)
Parking Garage:	8,500	
number of spaces - 20		
control area		
circulation area		
Gas Station:		
office		
pump areaway		
gas storage tanks		
circulation area		
Parking Garage:	8,500 s.f.	%
General Service Area:	N/A	
loading dock area		
office area		
storage area		
circulation area		

Building Area Use (name)	Area (s.f.)	Percentage of bldg. (%)
lounge, toilet, misc. areas		
General Service Area	(8,850)	(5% max.)
Open/Vegetation/Circulation Area: stairs, ramps, elevators, escalators, walkways, open vegetation areaway	N/A	
Open/Vegetation/Circulation Area	(26,500)	(15% max.)
TOTAL GROSS AREA:	212,000 s.f.	99.5%

Note: The total gross area includes allowance for Circulation and General Service Areas at the maximum permitted sizes. The total gross area prior to inclusion of these functions: 177,000 s.f.

ECONOMIC FEASIBILITY ANALYSIS - Overview

Due to the diversified function of this development and the time phase in which construction is to take place, a precise economic feasibility analysis cannot be formulated at this time. This is largely due to an unstable national economy whereby today's prices may become obsolete next month. But a major portion is due to the socio-economic structure of the community. The economic base for development within the community is rather unstable which defeats the value of specifying a definite 'price and means.' Thus, it is of greater value to outline the economic development format that allows insertion of the appropriate figures when development is implemented. The following pages provide an outline to development.

The project shall be developed in stages. There shall be three stages comprising the following elements:²⁹

Phase I - Retail;

Phase II - Cinema-Club-Restaurant; Parking Garage (100%)

Phase III - Community Workshop-Office Space; Open/Vegetation/Circulation Areas.

PHASE I:

Classification:

Retail

Type of Construction: Steel Frame & Glass
 Gross Floor Area: 120,900 s.f.
 Gross Leasable Area: 19,060 s.f.
 Expected date of completion: June, 1985

Construction Costs	Degree of Work Required	S.F. Costs	Jan. 1985 Costs
<u>Project Budget</u>			
Demolition			
Architectural			
Structural			
Mechanical			
Electrical			
Misc. Spec.			
Off-Site Improvements			
On-Site Improvement			
Purchasing Price of Existing Structure & Land			

A/E Fees

Misc.

Pre-Opening Costs

Total

Project Value/Income Produced:

Occupancy rate:

Sales per s.f. of GLA

Rent per s.f. of GLA

Share of Sales %

Gross Yearly Income

Basic Operating Expenses:

Debt Service

Maintenance

Taxes

Management, Promotions, etc.

Misc.

 Total

 Net Cash Before Interest and Depreciation

PHASE II:

Classification:	Entertainment Center (Cinema, Night Club, Restaurant)
Type of Construction:	Steel Frame
Gross Floor Area:	20,300 s.f.
Expected date of completion:	June, 1987

NOTE: Follow same format as shown in Phase I.

PHASE III:

Classification:	Community Workshop and Office Space
Type of Construction:	Steel Frame
Gross Floor Area:	27,000 s.f.
Expected date of completion:	June, 1988

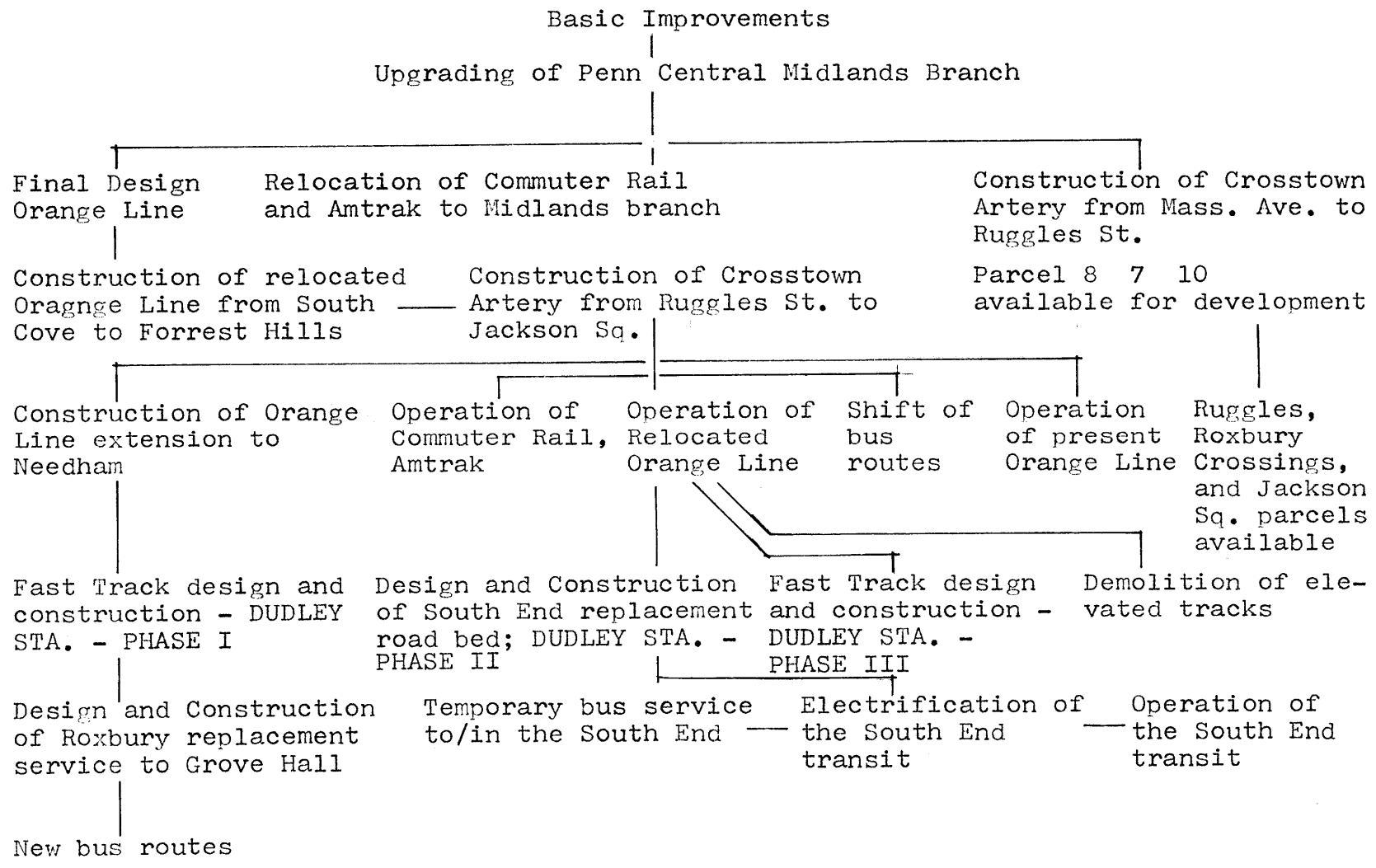
NOTE: Follow same format as shown in Phases I and II.

Projections:

1. The value of the property will immediately be increased by 95% and continue at a rate of 4% per year thereafter.
2. The operating expenses will increase at a rate of 1.50% per year--in direct reciprocation to expanding business.³⁰

SEQUENTIAL PHASING FOR PHYSICAL DEVELOPMENT

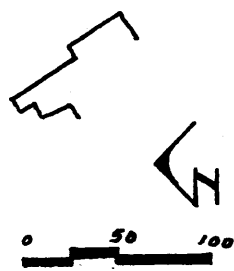
Every event in the development of the Dudley environment is dependent upon one or more preceding processes in sequence. The events are as follows:

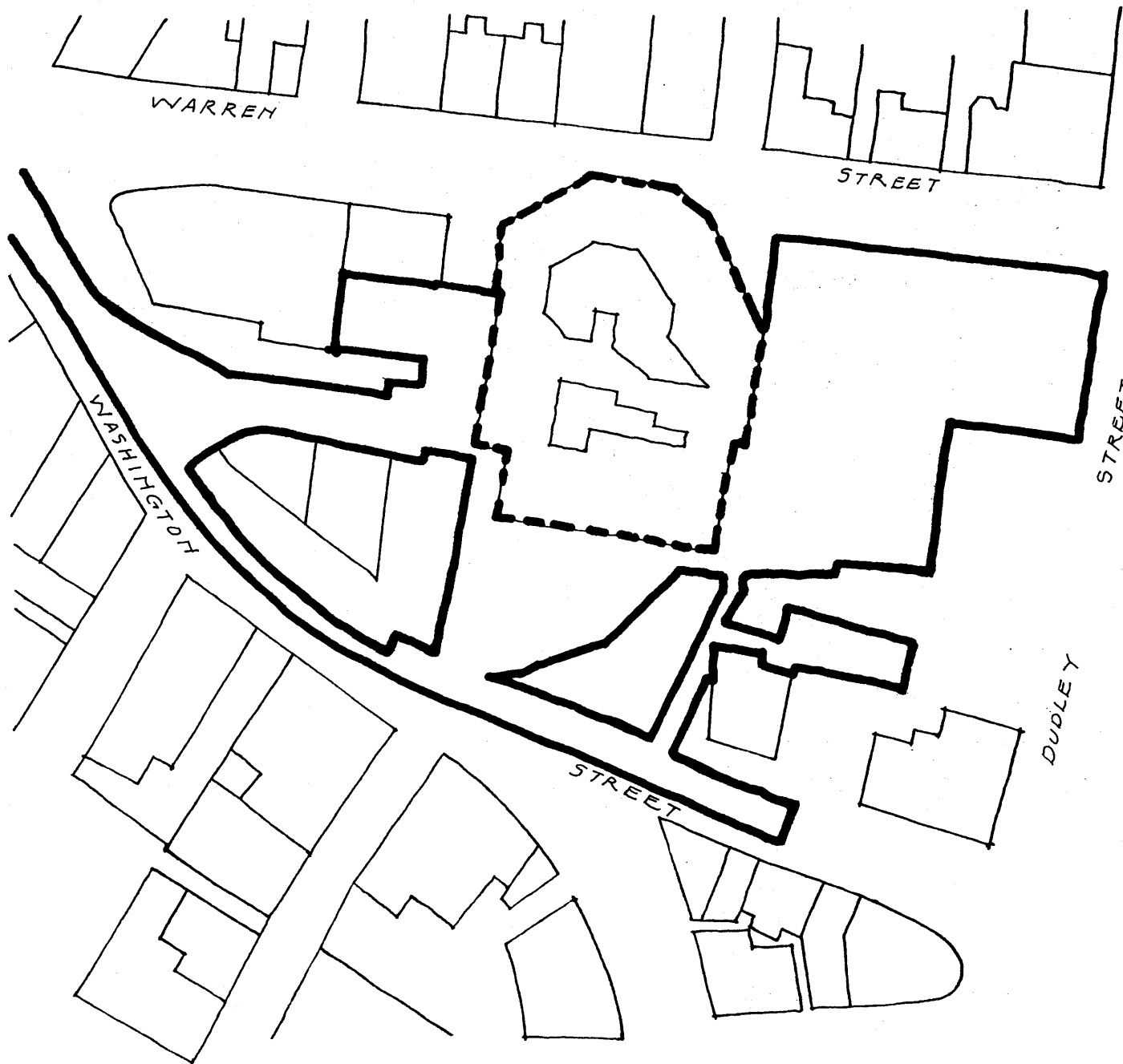




4.9 D-20

PHASE I
DEVELOPMENT PLAN

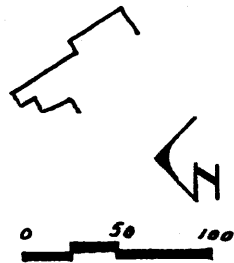


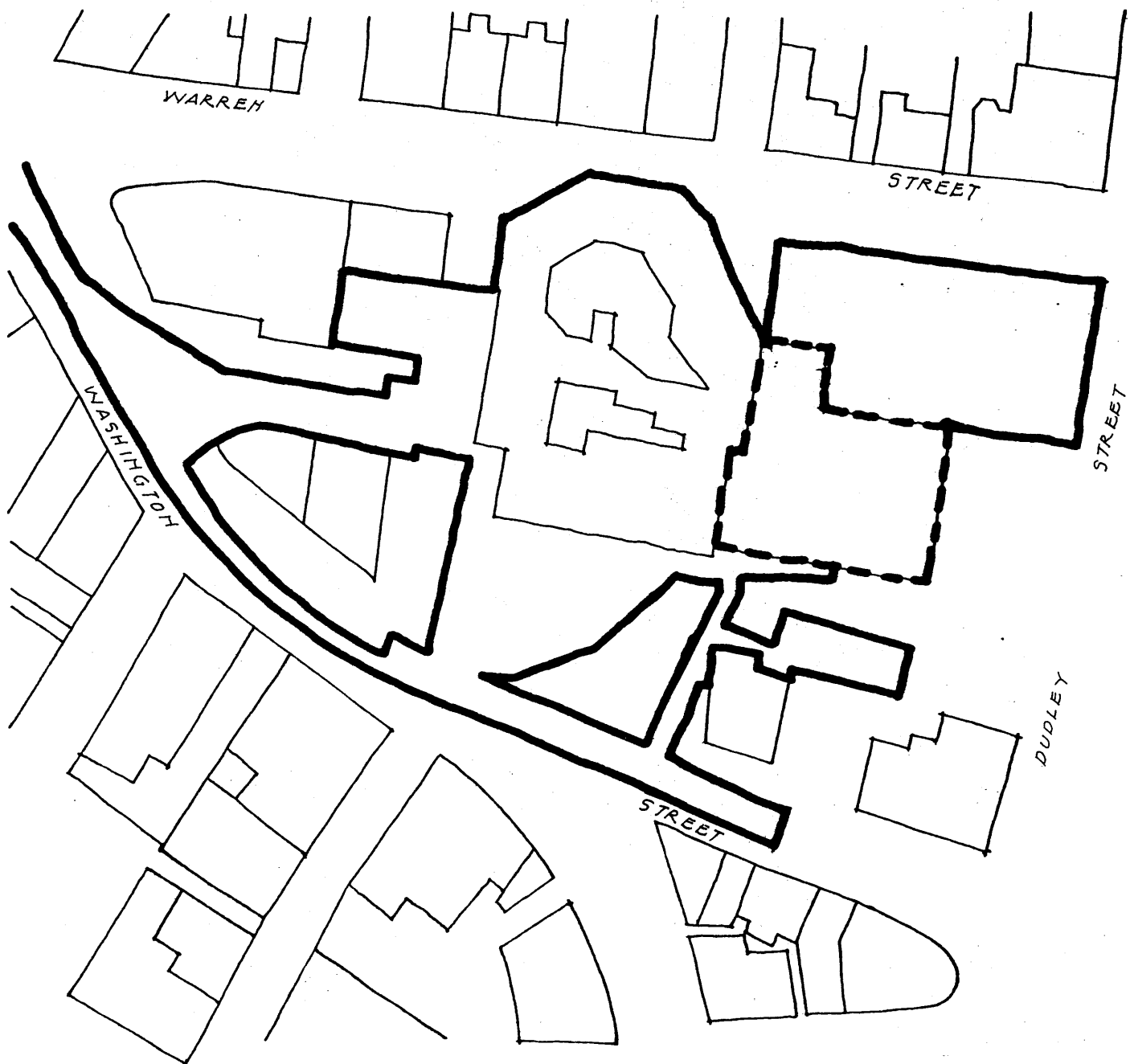


4.9. D-21

PHASE II & III
DEVELOPMENT

Scheme 1

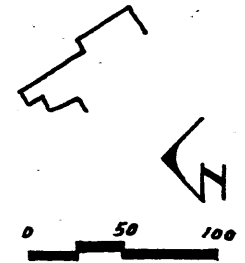




4.9 D-22

PHASE II & III
DEVELOPMENT

Scheme 2



THE DEMOCRATIC PROCESS - APPROACH FOR DEVELOPMENT

As has been the case in past times, a majority of the matters and issues affecting Roxbury's state of being have been determined and implemented by outside decision-making bodies. These bodies consisted principally of private investors and various government agencies. Although the success of every program incurred in this manner falls under the domain of the affected community, the nature of this type of action is comparable to glorified bureaucracy. In some instances it has been successful. This is apparent in the progress that Roxbury has attained in the past, and its present state of being, e.g., Dudley as the commercial center, project pertaining to the recognition and development of historical sites, and the support extended to private community development organizations, etc. But it seems as if the successful projects credited to outside involvement are mainly due to the fact that many were conceived by the community, and later supported and/or controlled by these outside bodies. This is especially true in the many cases.

On the contrary, projects such as the initially proposed Southeast Expressway, the proposed relocated Orange Line, and the new library at Dudley and Warren Streets, etc., were not in the best interest and general acceptance of the community. It is apparent that in any event, the final words of approval and acceptance must be from the community. Although there has not been any significant reaction such as vandalism or abuse, the

present lack of it cannot be signs that it is not likely to occur. Note the cases of window breakage in the new Campus High School; the attempts of arson on the new library at Dudley; and the phenomenon of graffiti that appears on the walls of various institutional and other types of projects throughout the community are the factual indication of the possible occurrence of such events. It is evident that a more functional development would be generated if the Roxbury community could work along with the outside decision-makers (investors). The community would become a constituent or "friend of the body." In this same sense, the community development corporations (CDCs) would be syndicated with the outsiders on all projects developed within a defined area. As a result, emergent community needs could be generally addressed through cordial and mutual negotiated agreements. Thus, the question arises: How can outside investors afford to include the community into the decision-making process?; To what extent should the non-professional, para-professional, and professional members of the community be included within the business negotiations of the outside owners/investors?; What contributions can the community offer?

Subsequently, one imperative factor in development is successful function that poses the least amount of risks. Since functional success depends largely upon the expertise and sensitivity of the developer to the needs and desires of the community, major contributions

from the community could be manifested in planning/design process. This would allow the investors and CDC's to focus principally on the economic ramifications and members of the general community to deal with the social and functional aspects.

Since social anomie and degeneration are major elements in the perpetuation of slums regardless of the amount of capital spending invested into an area, the democratic process would undoubtedly produce incentives for social betterment and reduce anti-social inclinations. Thus, it may be conceded that "one does not burn one's own home; especially if it was personally built." In the same sense, "those who live in glass houses do not throw stones."

However, this process is not likely to occur overnight. A certain degree of community preparation is also needed in order to have a balance in values and control conflicts of interest. The first steps to attain this would be through community public education and awareness. A special program pertaining to this matter would be useful. Another step is to acquire ad hoc delegated representation for community development in the Boston Municipal government. The process of decision-making would allow the Roxbury community to periodically appoint a decision-making body composed of elected community members to work along with outside bodies, e.g., government agencies and private investors, etc.

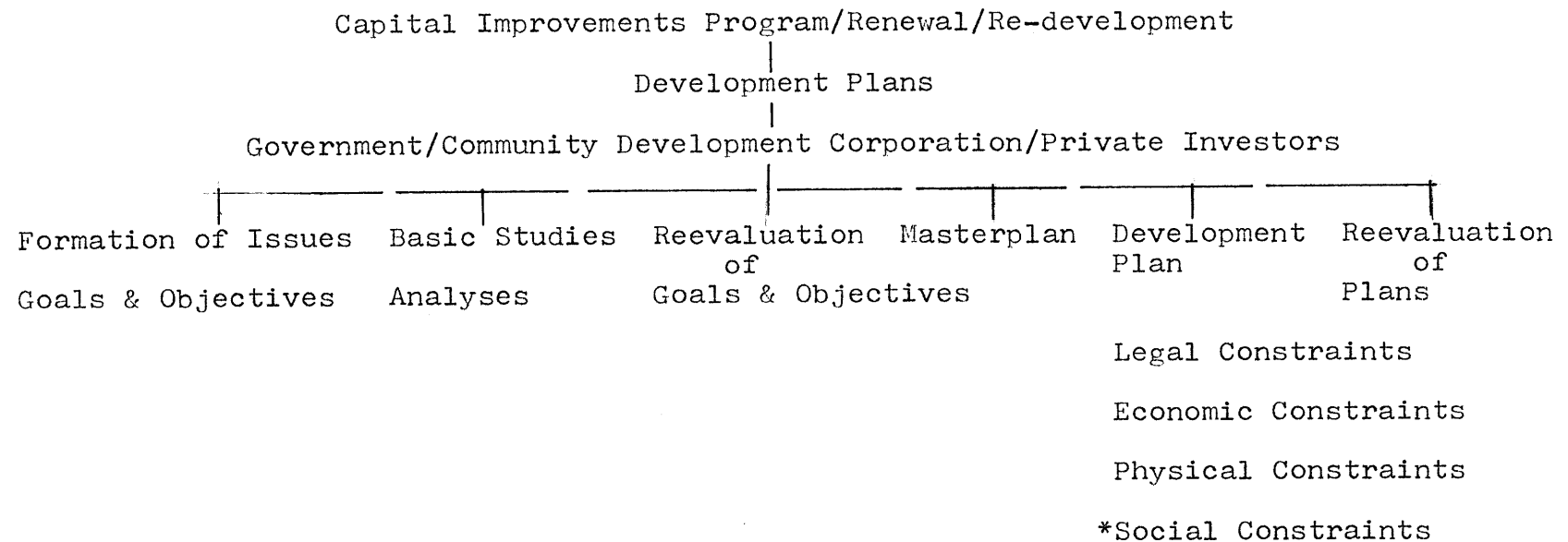
The public education program would be instrumental in attaining democratic process. Emphasis is placed upon the children and young adults of the community.

The entire area shall be divided into segments or blocks. The entire population of each block represented by their respective delegates would serve as the first and final approving bodies. There are no limits on the number of delegates. It is open to all interested community members. However, the final decrees on all matters shall be that of the majority (at least 2/3 vote). Unlike conventional delegates or committees whereby authority is held by one person or a few persons, this provides the opportunity for any community member to participate. Thus, this allows for a reduction in antagonistic attitudes of many community members. Each willing community member would enjoy the chance to personal opinion through 'freedom and opportunity of speech' and the 'voting power.' Semantically, this process can be termed as the theory of 'holism heuristics.' A similar and successful process was first demonstrated in the Takoma Park School project, in Takoma Park, Washington, D.C.²⁷

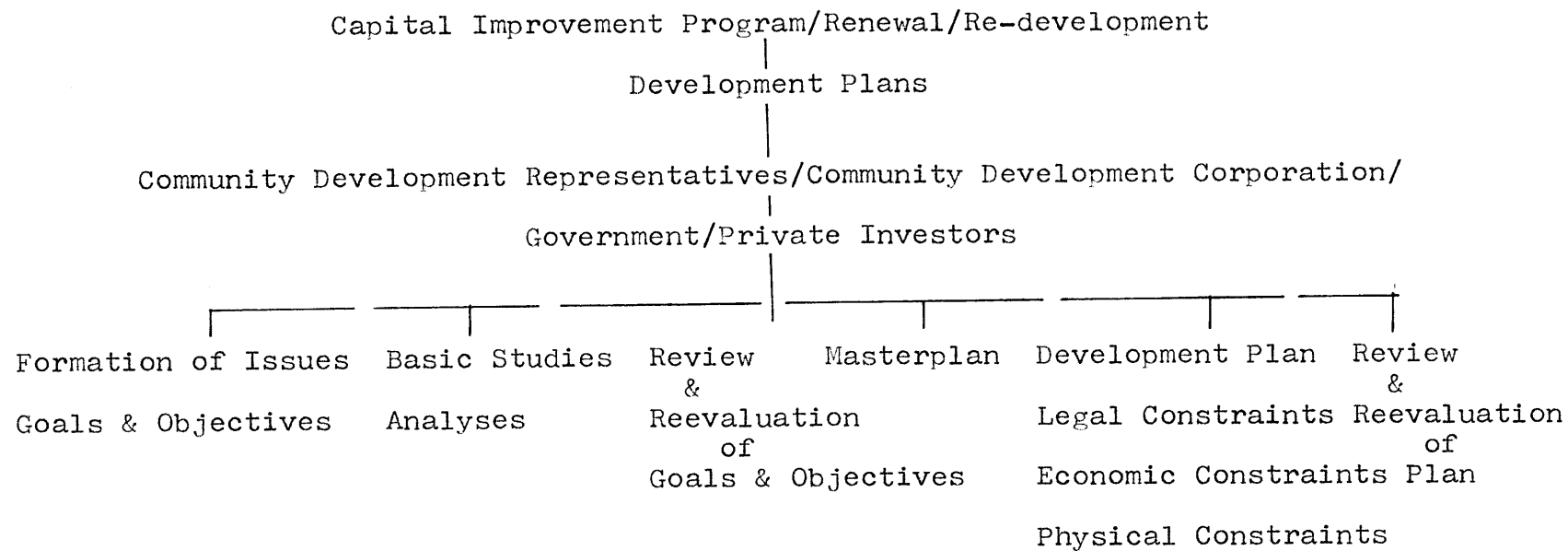
All in all, the urban community would enjoy the ability to attain a degree of control over the environment comparable to that which is exercised by some suburban neighborhoods. In some neighborhoods, the residents or community constituents should possess the power

to obstruct the implementation of developments that fail to be congruent in character, goal, and function standards conceded as best interest of the general community. In many instances, a consensus of opinion is generated through 'block groups,' 'special pilot groups,' etc.

The Conventional Process of Comprehensive Community Development:²⁸



The Democratic Process of Comprehensive Community Development:



ACTIONS AND COUNTER ACTIONS (CHECKS AND BALANCES)¹⁷Constraints on Potential Developments:

Fluctuating economy

Infrastructure for decision making--determinant variables

Policies of reigning city and federal government administration

Social impacts and acceptability

Funding

Time limitations

Ownership

Existing land-use within the context

Physical topographical conditions

Micro climate

Air rights, setbacks, easements

Prevailing zoning ordinances

Site character and geometric shape

Accessibility and visibility

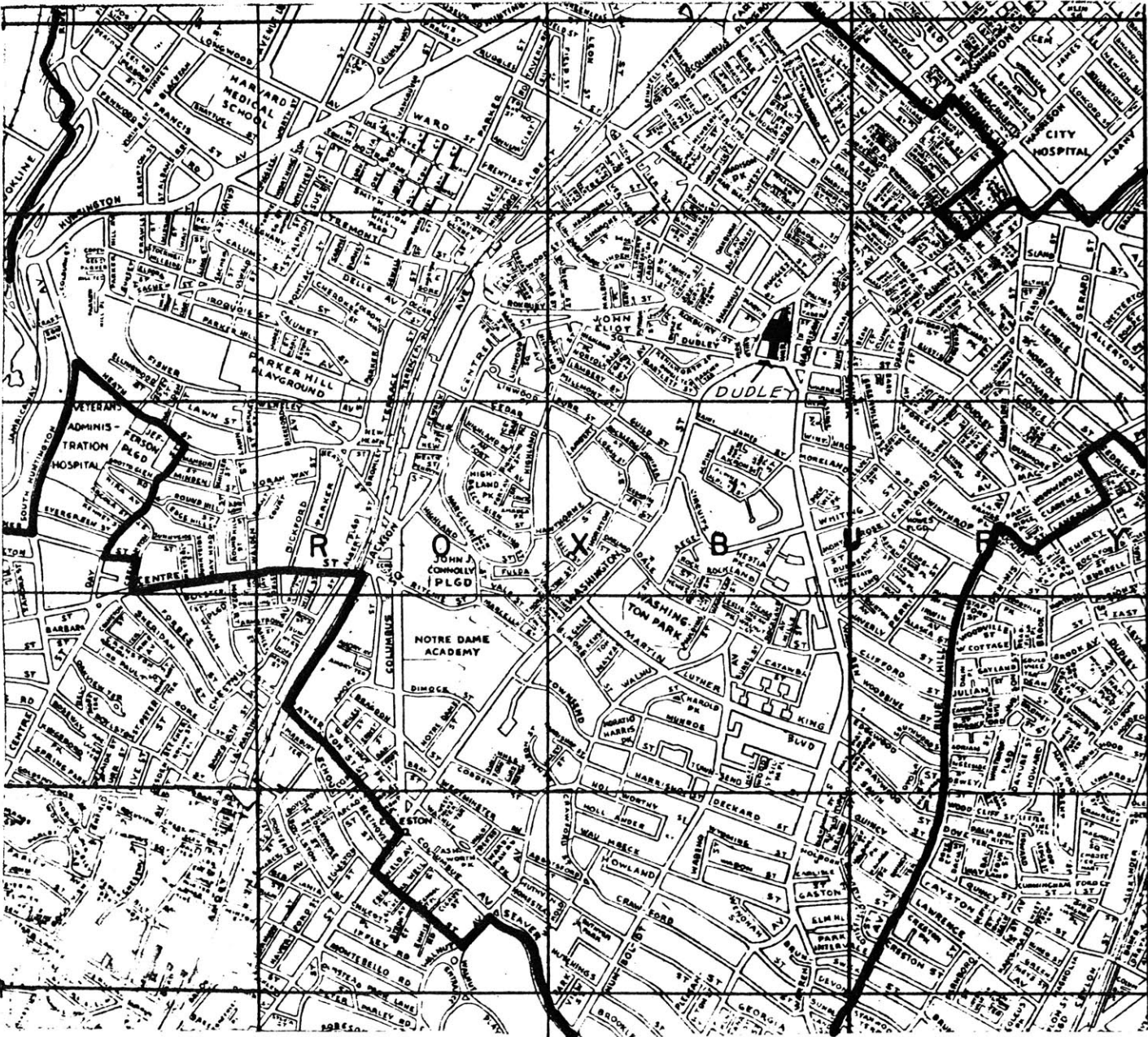
Availability of city services

Physical images and building conditions within the context

Competition of precedent developments within the context

4.12 D-30

VICINITY MAP

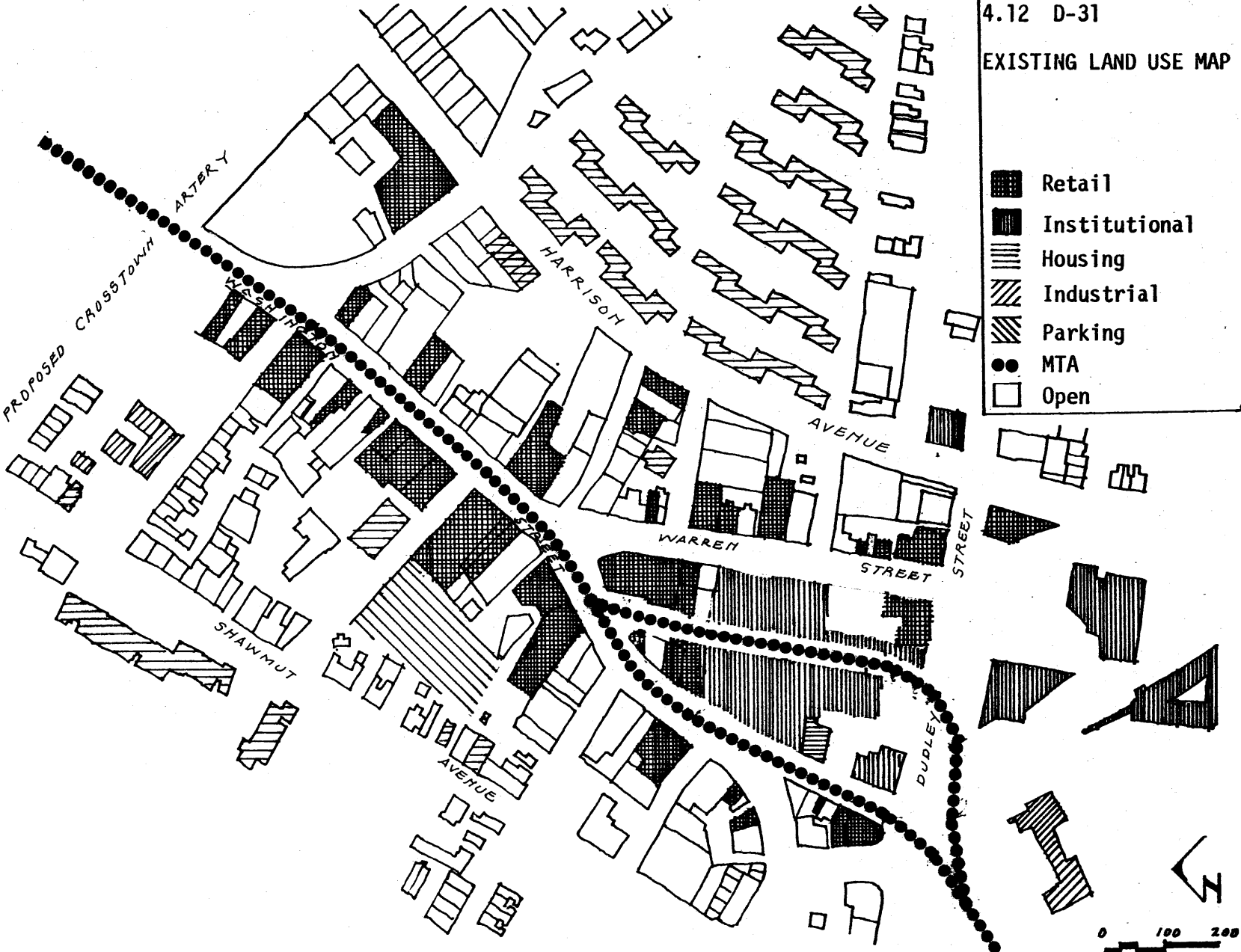


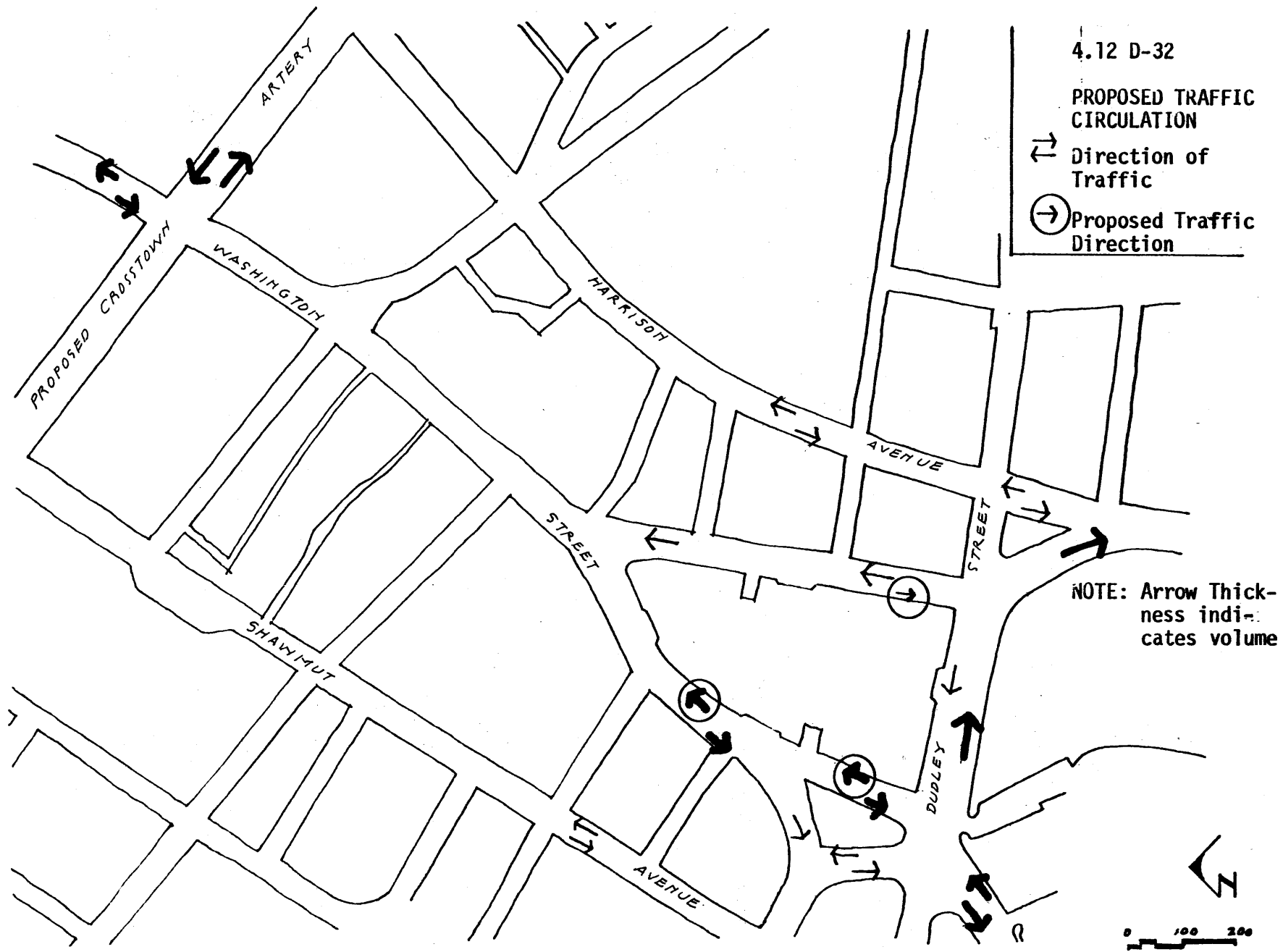
Source: Boston Re-development Authority



4.12 D-31

EXISTING LAND USE MAP





4.12 D-32

PROPOSED TRAFFIC CIRCULATION

↔ Direction of Traffic

→ Proposed Traffic Direction

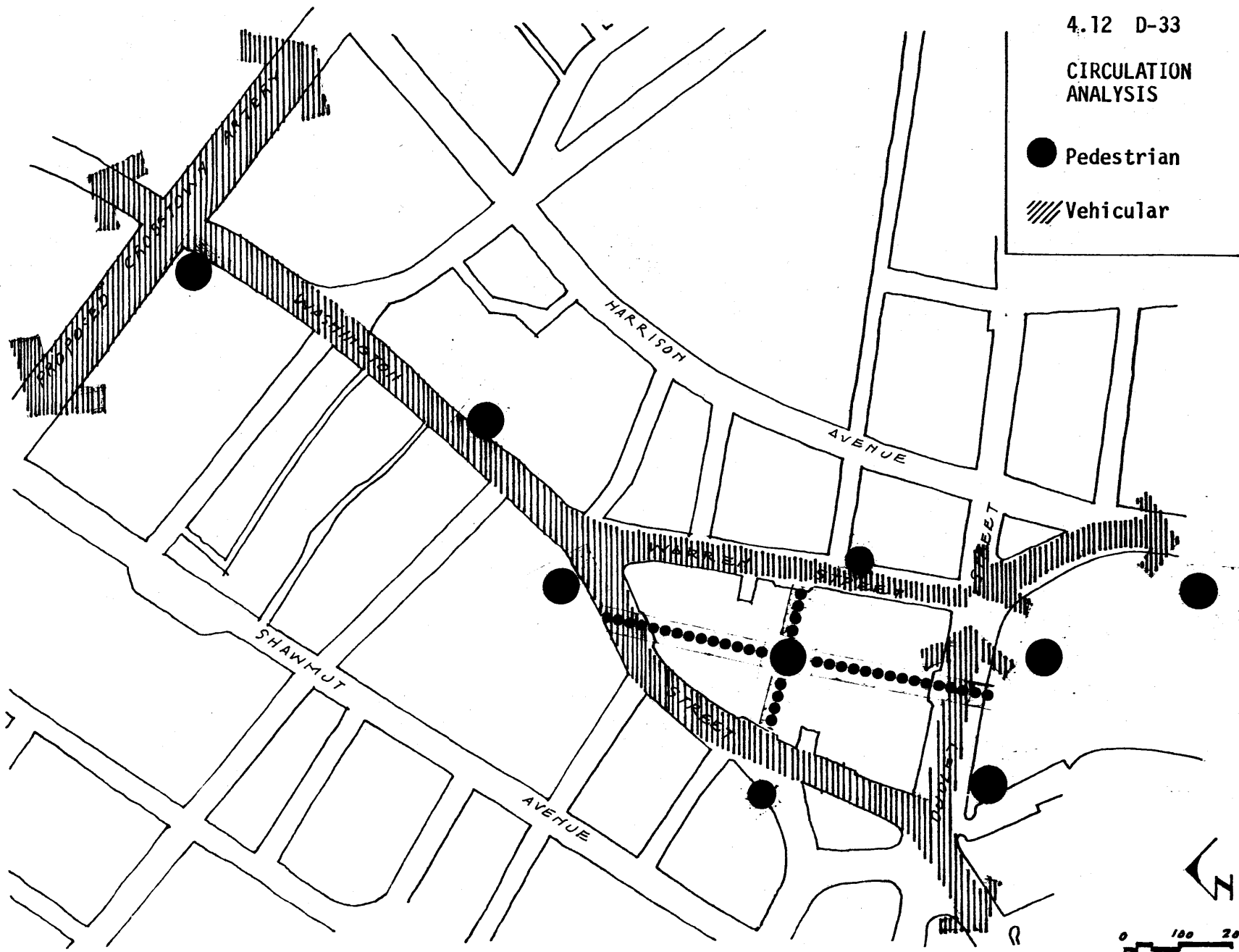
NOTE: Arrow Thickness indicates volume



4.12 D-33

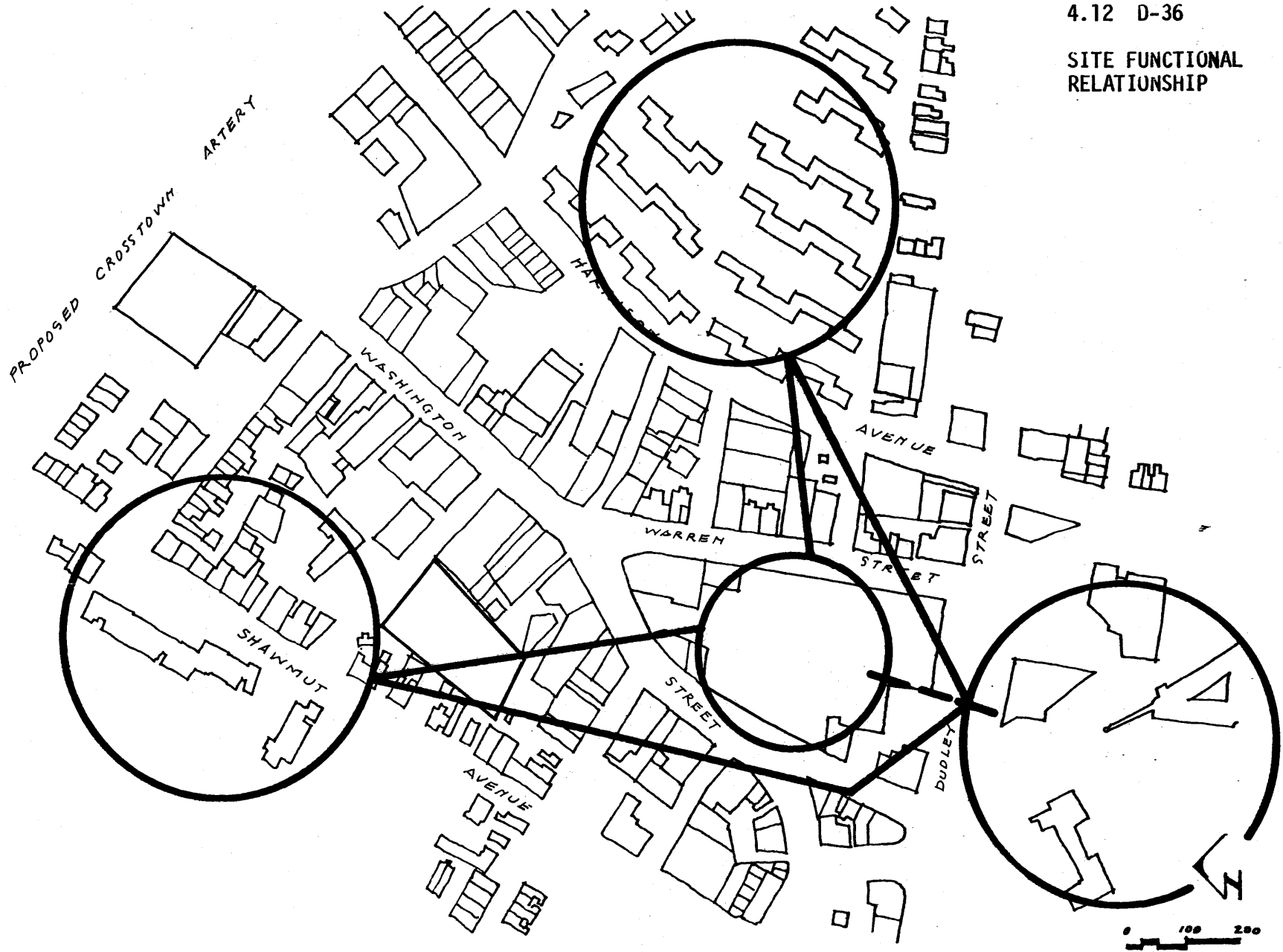
CIRCULATION ANALYSIS

- Pedestrian
- /// Vehicular






4.12 D-36

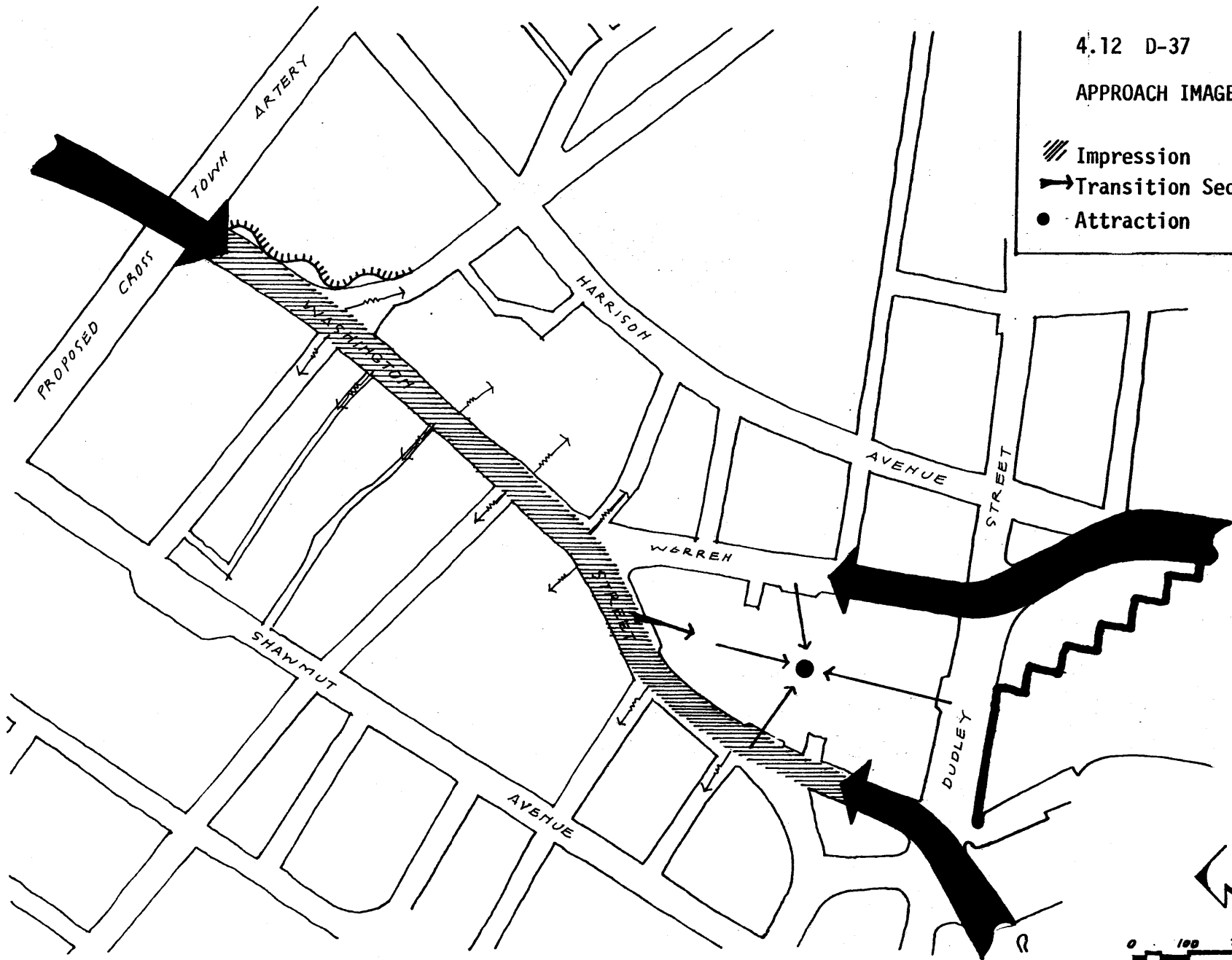
SITE FUNCTIONAL RELATIONSHIP

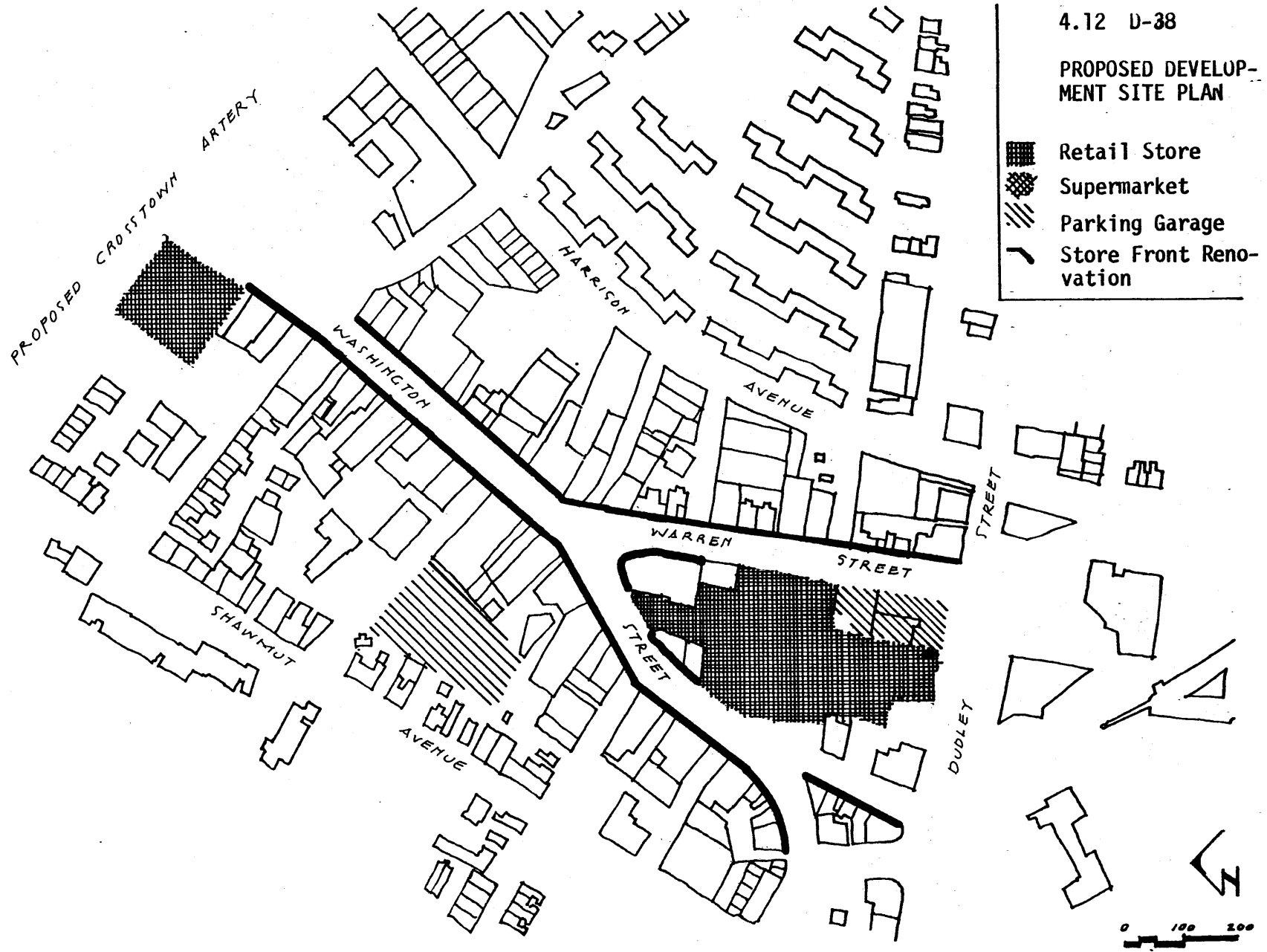


4.12 D-37

APPROACH IMAGE





-  Impression
-  Transition Sequence
-  Attraction

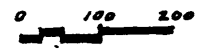




4.12 D-38

PROPOSED DEVELOPMENT SITE PLAN

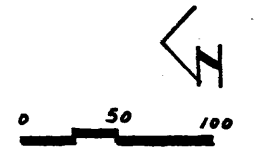
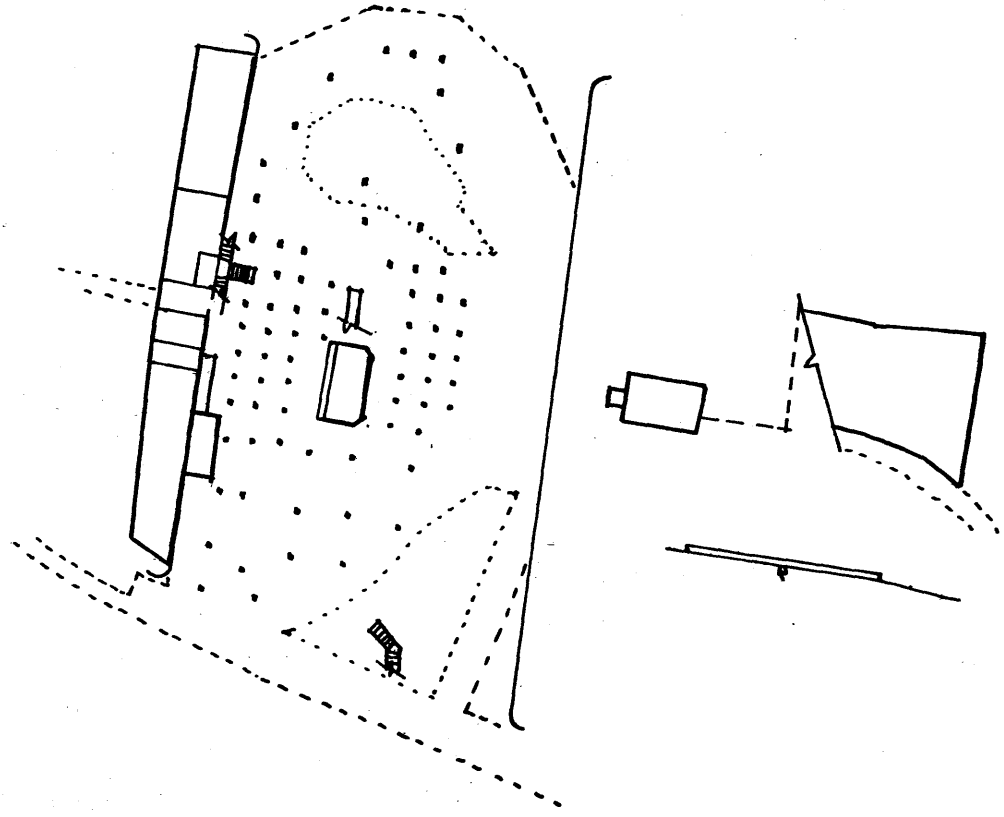
-  Retail Store
-  Supermarket
-  Parking Garage
-  Store Front Renovation



4.12 D-39

EXISTING DUDLEY
STATION

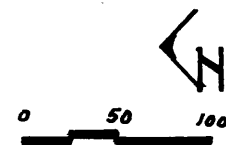
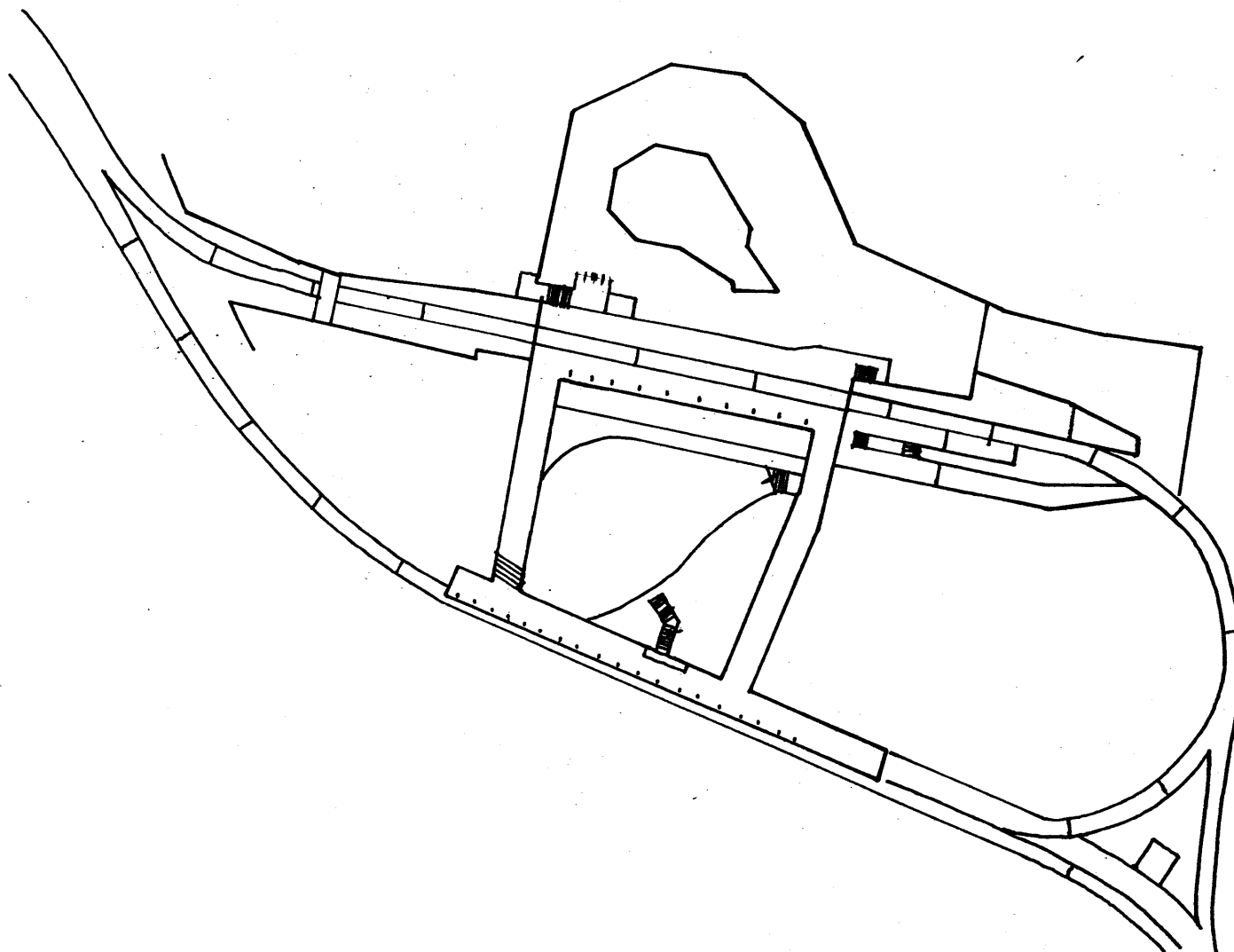
Ground Level Plan



4.12 D-40

EXISTING DUDLEY
STATION

Level 1 Plan







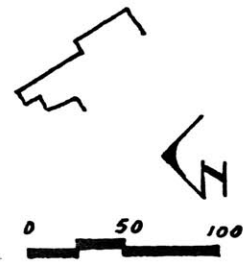
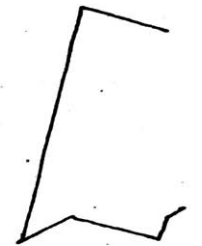


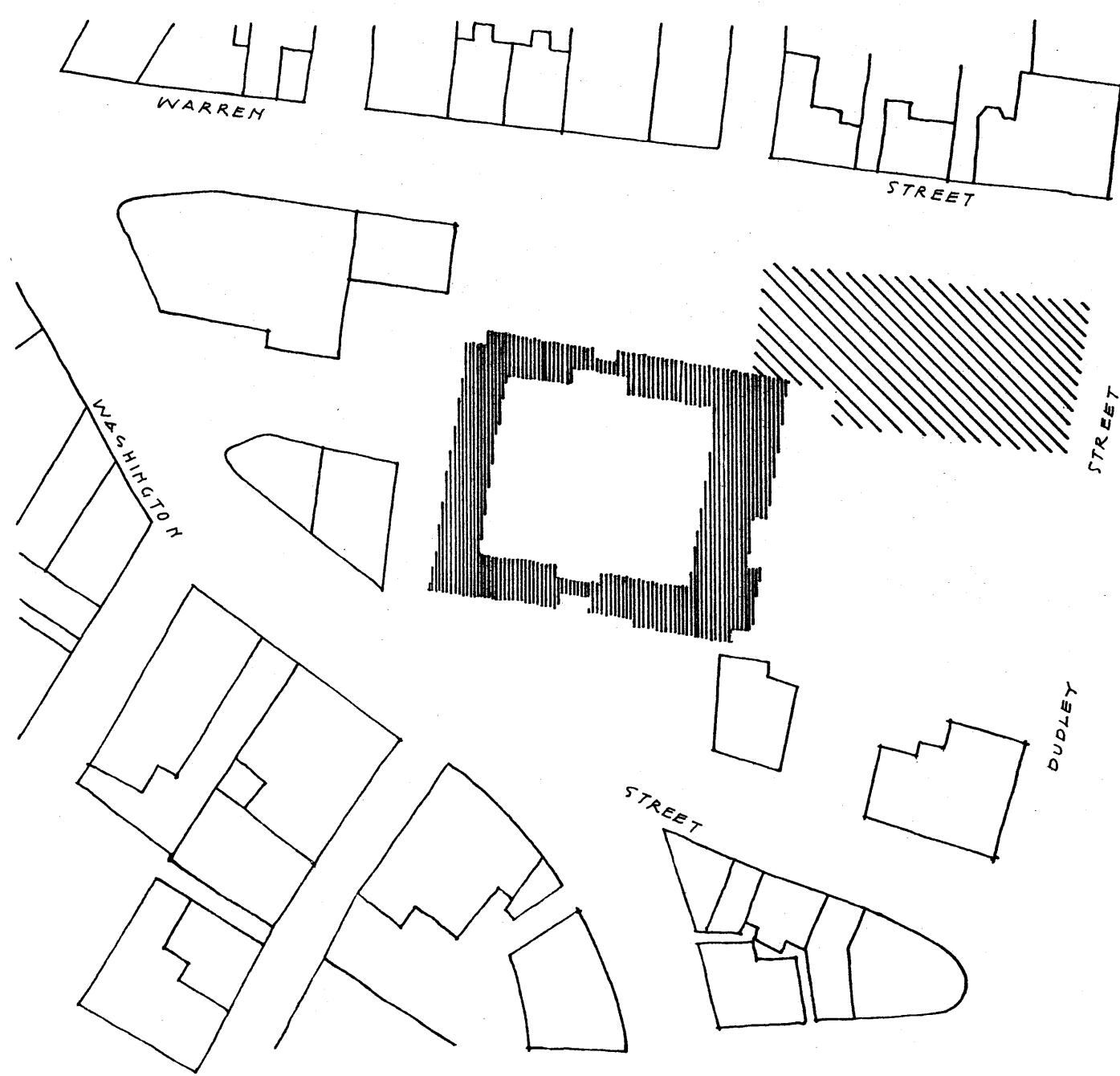
4.12 D-44

FUNCTIONAL RELATIONSHIP

Ground Level Plan

-  Retail (Closed)
-  Retail (Open)
-  M.E./ Service
-  Parking





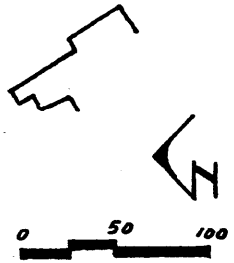
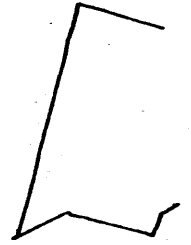


4.12 D-45

FUNCTIONAL RELATIONSHIP

Mezzanine Plan

-  Retail Office
-  Parking








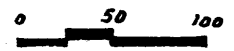
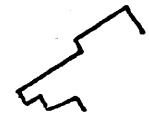


4.12 D-46

FUNCTIONAL RELATIONSHIP

Level 1 Plan
Scheme 1

-  Community Work-shop
-  Cinema
-  Club/Restaurant
-  M.E./Service
-  Parking





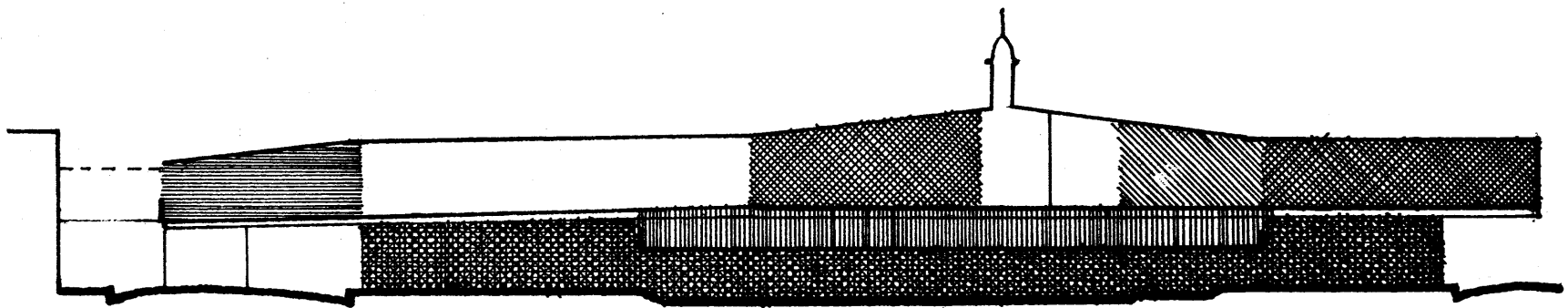
4.12 D-47






FUNCTIONAL RELATIONSHIP

Level 1 Plan
Scheme 2

-  Community Workshop
-  Cinema
-  Club/Restaurant
-  M.E./Service
-  Parking



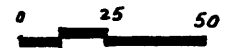


-  Retail
-  Retail Office
-  Community Workshop
-  Cinema
-  Club/Restaurant

4.12 D-53

FUNCTIONAL RELATIONSHIP

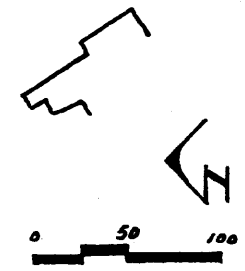
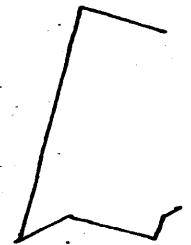
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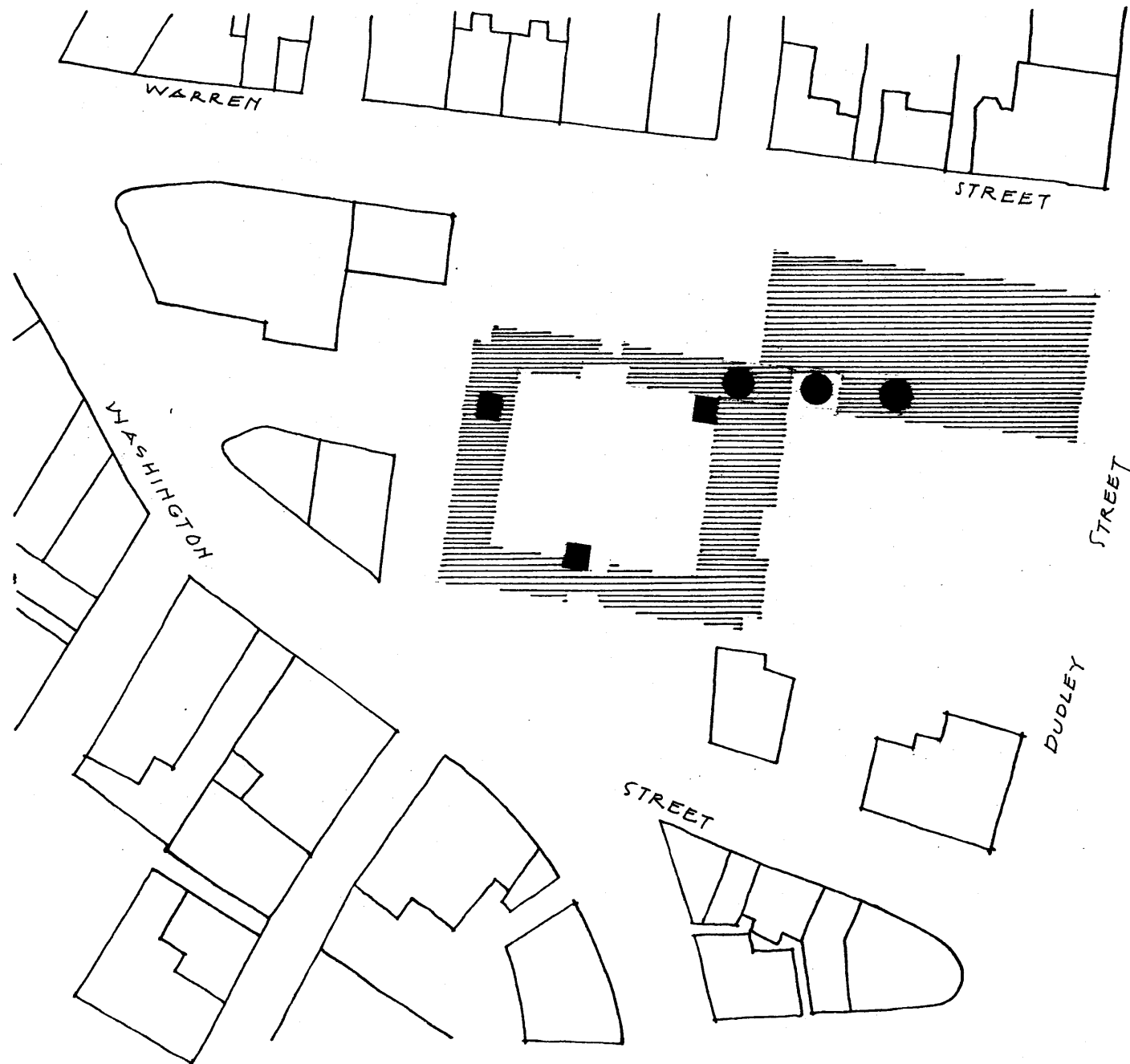




4.12 D-54
 CIRCULATION
 DIAGRAM
 Ground Level Plan

- ▨ Building
- Horizontal
- Vertical




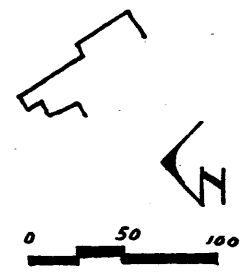


4.12 D-55

CIRCULATION
DIAGRAM

Mezzanine Level
Plan

-  Building
-  Horizontal
-  Vertical



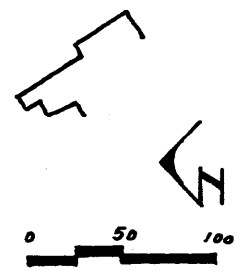
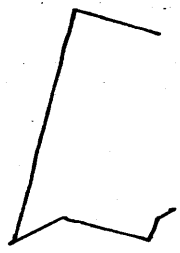


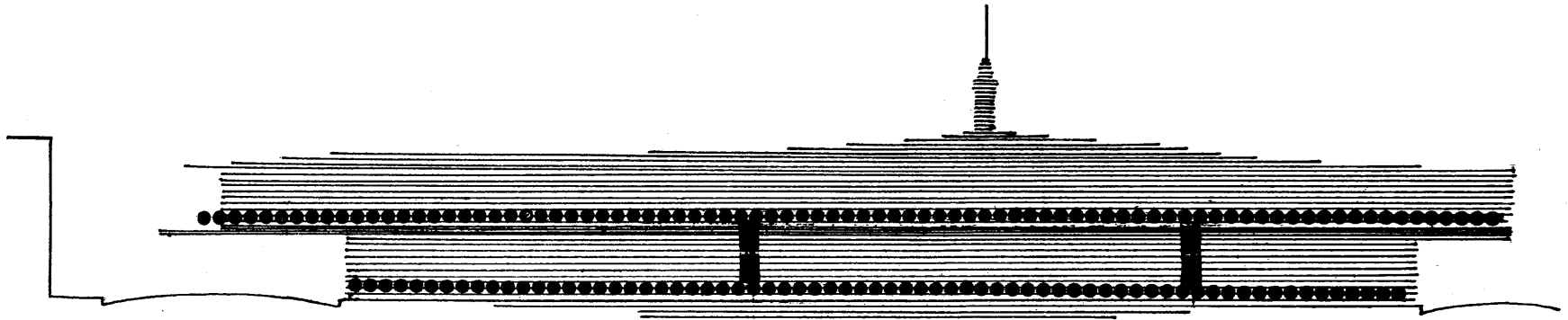
4.12 D-56

CIRCULATION
DIAGRAM

Level 1 Plan

- ▨ Building
- Horizontal
- Vertical

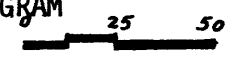




- ≡ Building
- Horizontal
- Vertical

4.12 D-62

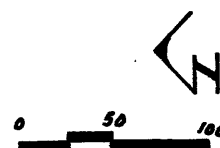
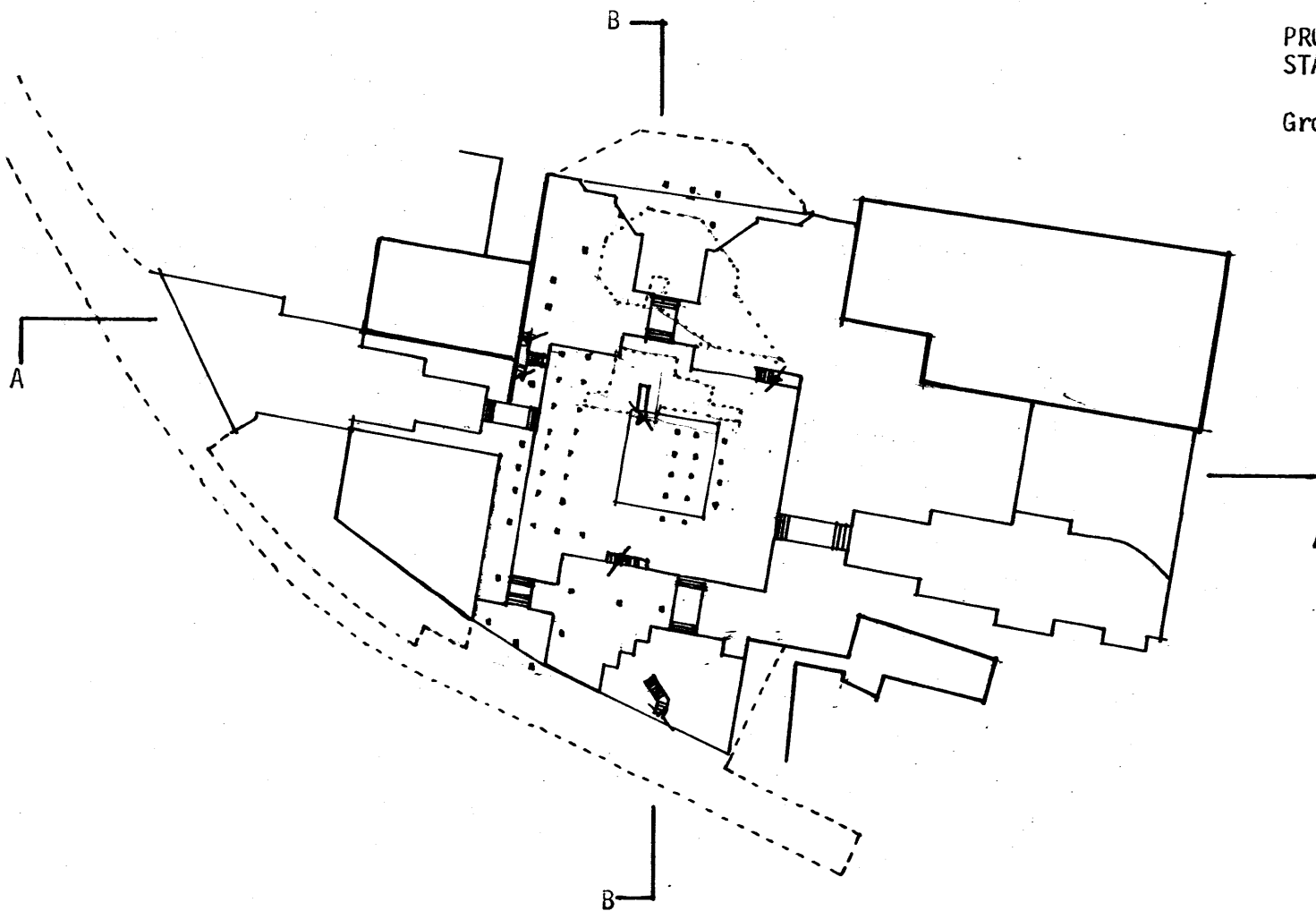
CIRCULATION
DIAGRAM



4.12 D-63

PROPOSED DUDLEY
STATION

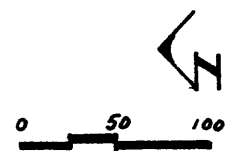
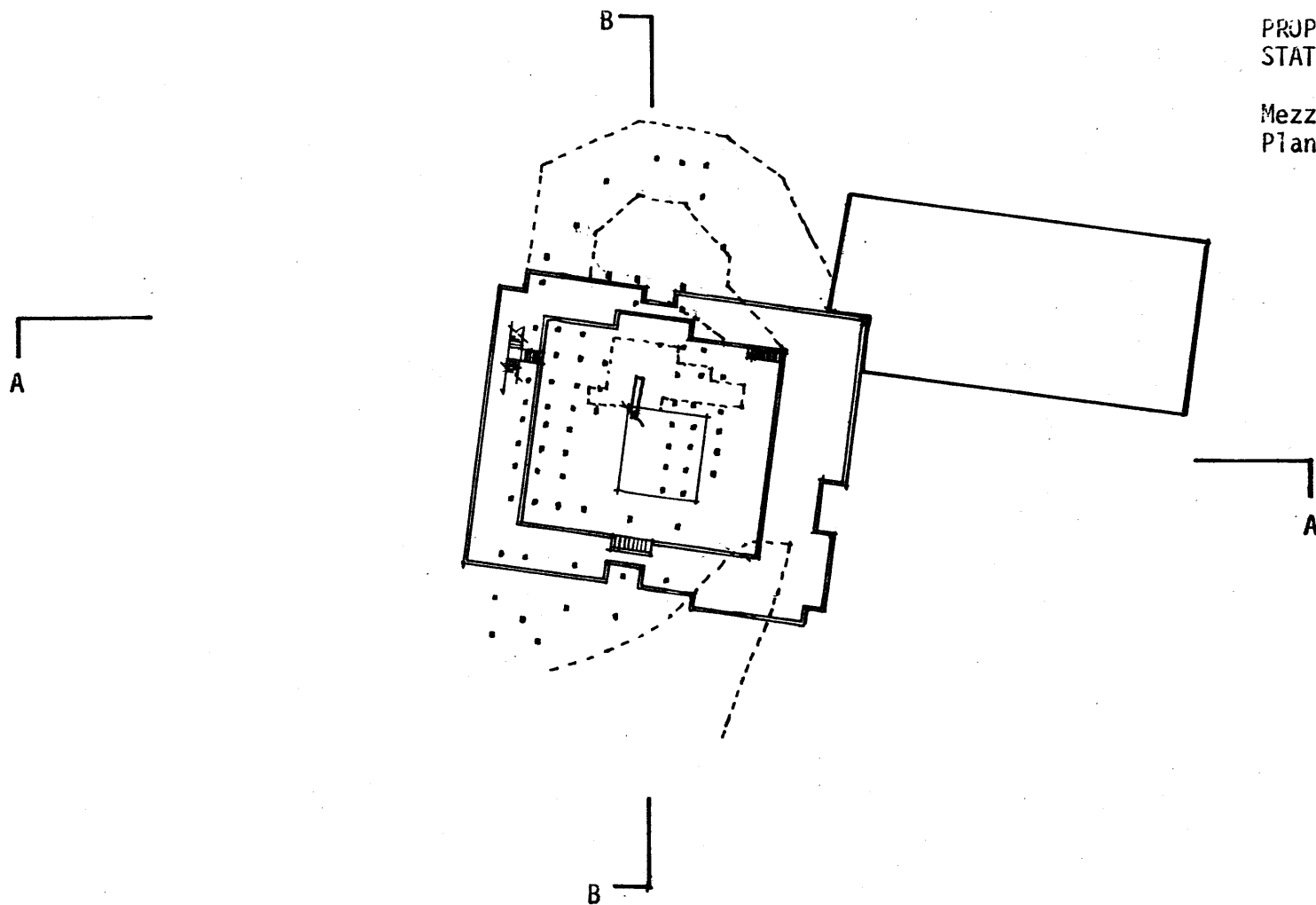
Ground Level Plan



4.12 D-64

PROPOSED DUDLEY
STATION

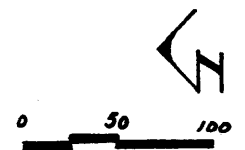
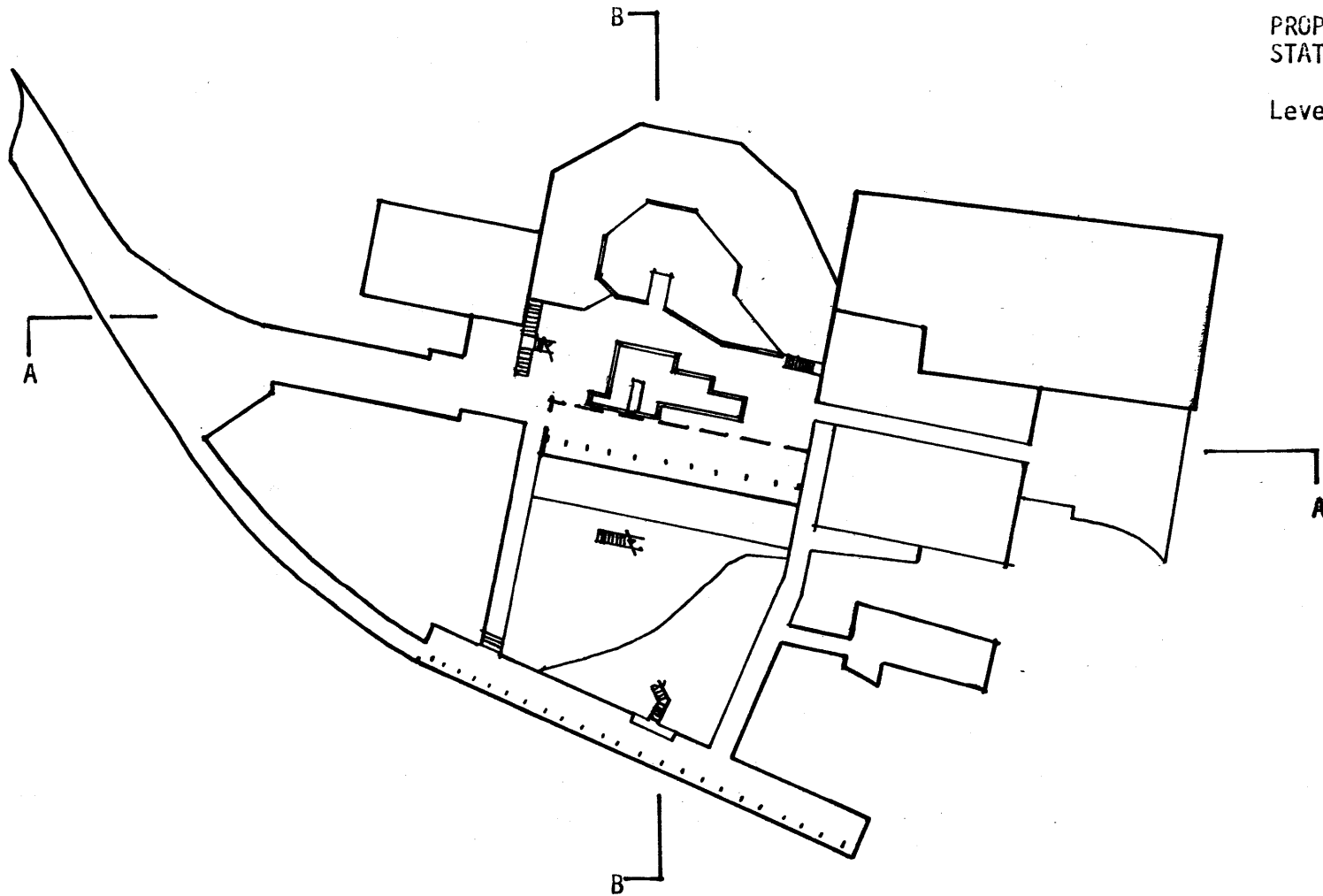
Mezzanine Level
Plan

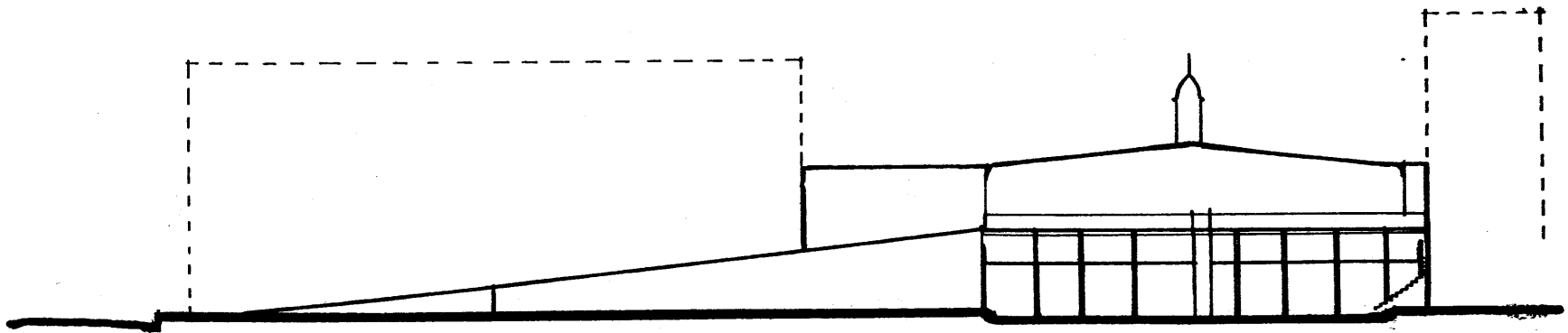


4.12 D-65

PROPOSED DUDLEY
STATION

Level 1 Plan

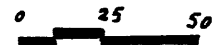


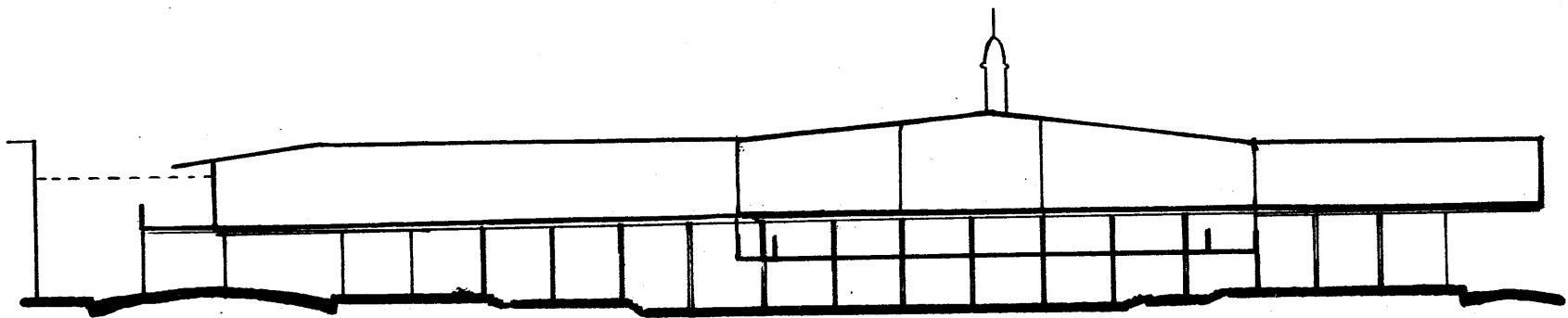


4.12 D-69

PROPOSED DUDLEY
STATION

Section A-A

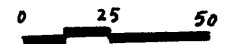


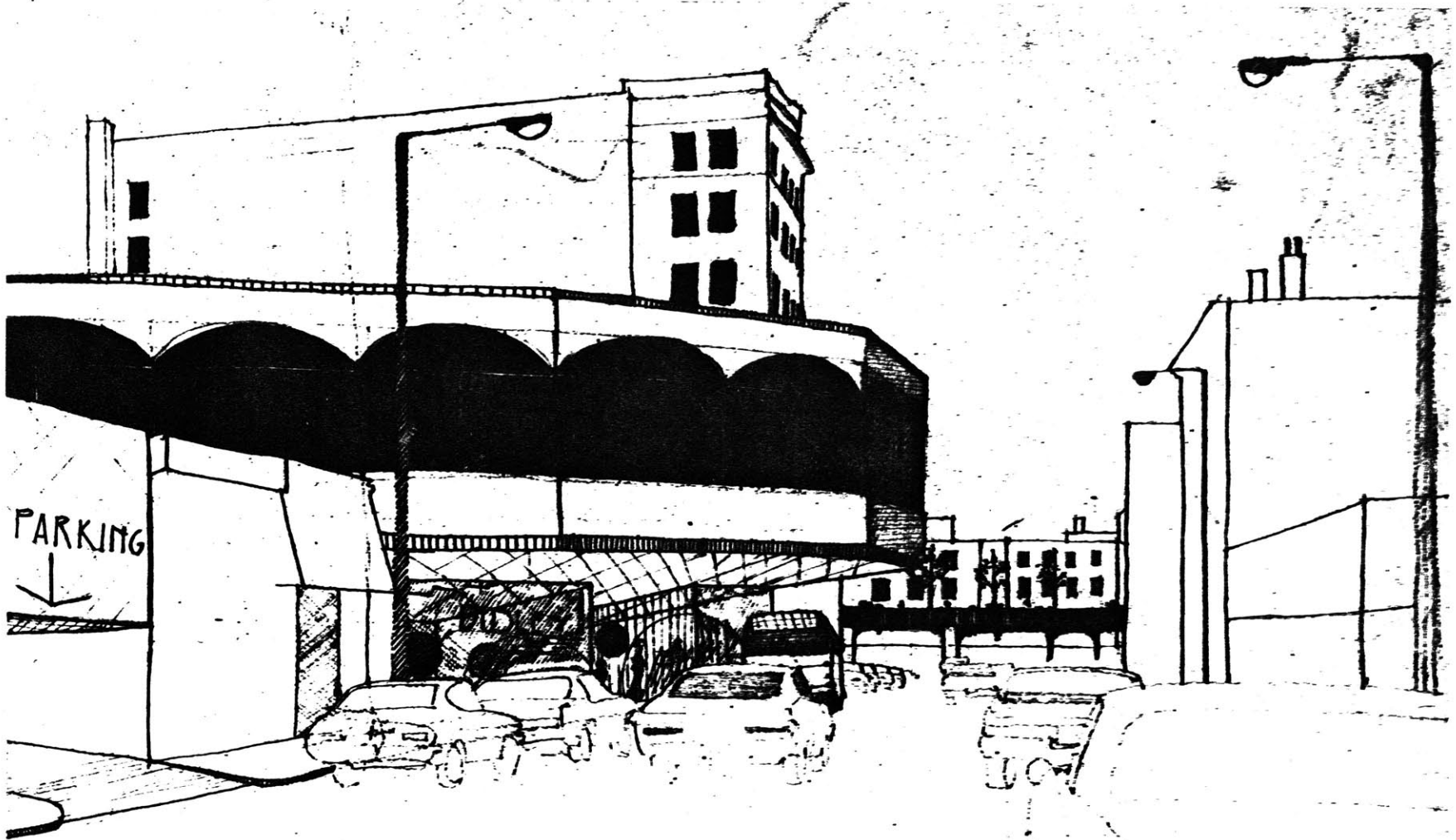


4.12 D-70

PROPOSED DUDLEY
STATION

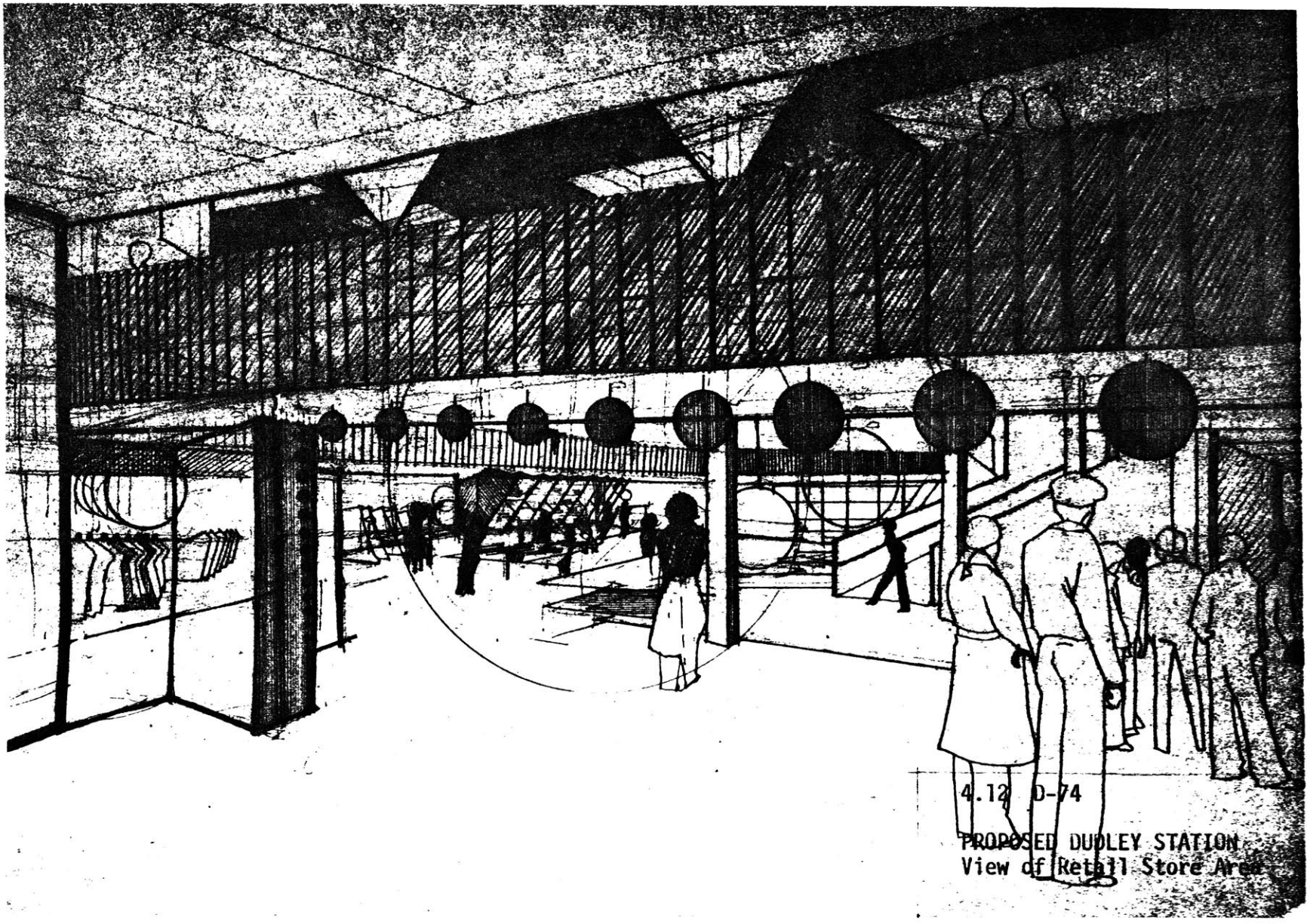
Section B-B





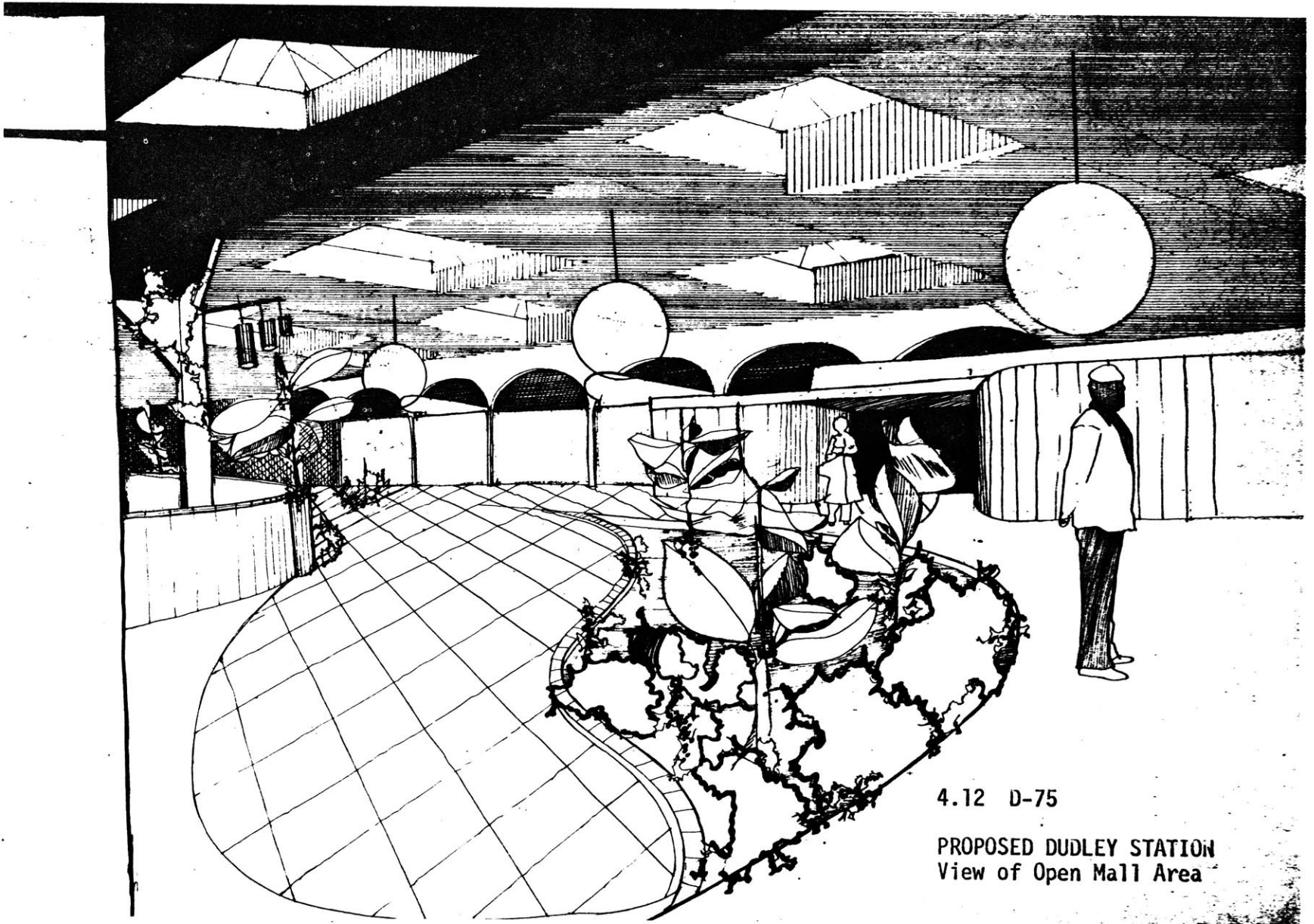
4.12 D-73

PROPOSED DUDLEY STATION
View of Elevation from
Warren Street



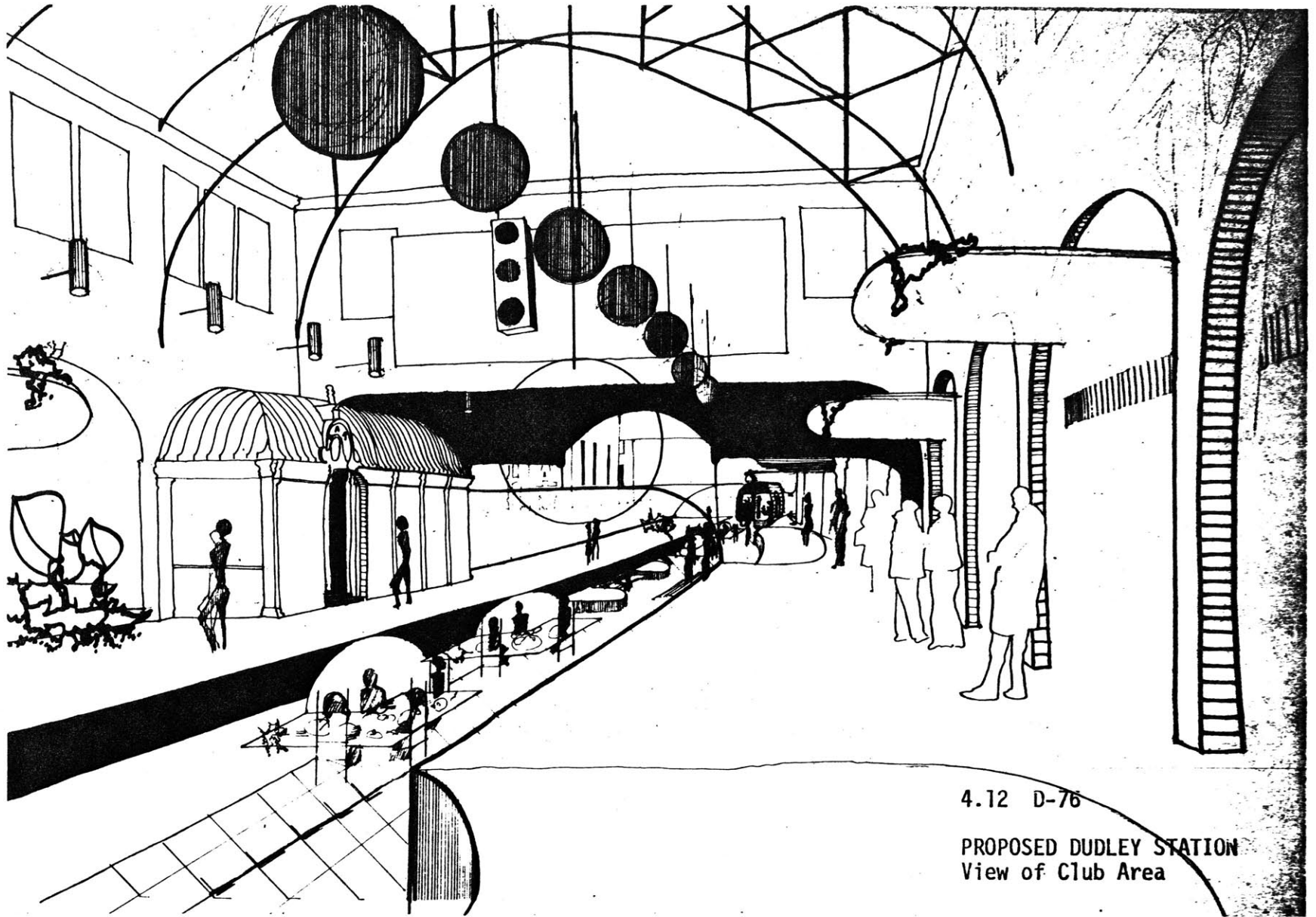
4.12 D-74

PROPOSED DUDLEY STATION
View of Retail Store Area



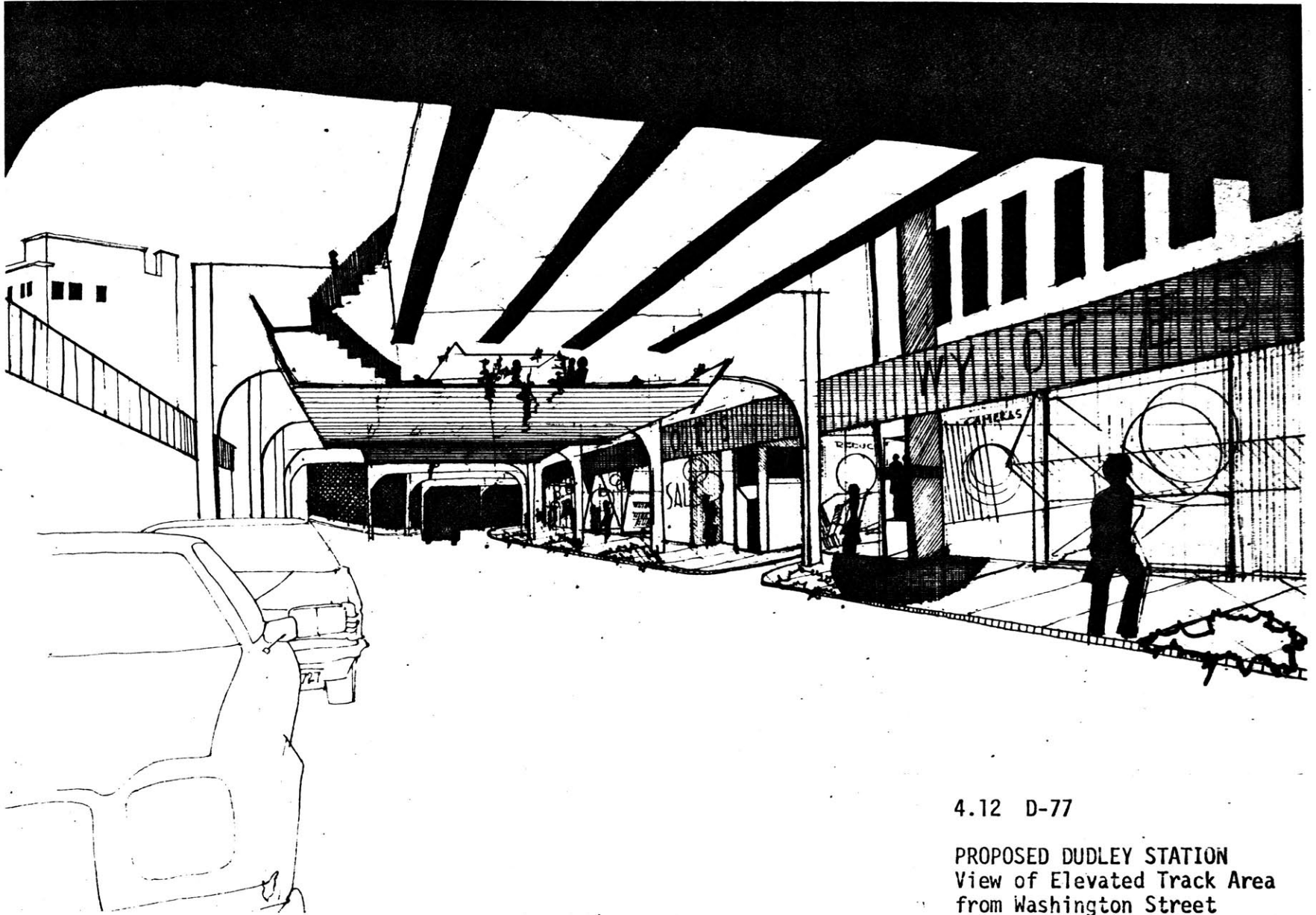
4.12 D-75

PROPOSED DUDLEY STATION
View of Open Mall Area



4.12 D-76

PROPOSED DUDLEY STATION
View of Club Area



4.12 D-77

PROPOSED DUDLEY STATION
View of Elevated Track Area
from Washington Street

CONCLUSIONS

Geographically, Dudley is neither downtown or suburban. It enjoys no advantages of centrality nor the luxuries of land in abundance and independent political jurisdiction. Thus the affecting characteristics of external control is less likely to be changed by community efforts than it may appear. From the regional point of view, the "optimum use" for Roxbury may be that of a residential area serving a pool of unskilled, para-professional and trainee labor of downtown and suburban centers of respective and appropriate function types. To promote this view, regional decision makers may attempt to impose on Roxbury a structure of policy and public investment not in the best interests of residents who would propose alternative "optimum uses" for Roxbury. Fortunately, the "optimum uses" of the Roxbury community would at best improvise on the geographic position between the central and peripheral areas by establishing transportation, economic linkages, and community special service programs serving both areas; and also by advancing Roxbury's clamorous self-determination of its economic future and educational and professional character. These aspects are the first steps toward manifesting a profound perpetuated democratic theory of community development to compel positive progress for the community, especially the Dudley area.

Research Methodology:

The principal research methodology comprises a combination of distinct media. This form of methodology may be defined as the 'conglomerate mode' method of research. Thus, a selected method is applied to an issue in order to obtain the required and desired information and/or experience. However, different issues within a single topic may utilize only a single medium. Selection of media is based solely upon effectiveness and efficiency in obtaining thorough and well-focused information. Thus, a particular issue or topic in the thesis research may employ only one medium to obtain all necessary data at the (desired) degree of detail; e.g., "to discover whether or not a particular function, space, or land-use is supported by the community, the Community Participatory method may be utilized."

The research media utilized are categorized as follows:

Survey (interview) - casual questionnaire in conference with one or more selected people.

notes and typical questionnaire forms.

Community Participatory - meetings with the community in a group setting. This aids

development of a broad perspective relative to the needs,

desires and indignations of the community in a vis-a-vis free

exchange of opinion. Community Correspondents are acquired and monthly meetings are held to discuss new events at the grass roots level.

Note: This method is the principal vehicle in the decision-making process; and in the democratic approach principle.

Observer-Participant - photographing; tracking; sharing of life style with community residents and community patrons and users.

Stare decisis-Analogy - A comparison of issues and functioning aspects with related aspects in other similar developments.

It is important to emphasize that a major portion of this project was generated through regular consultation with a group of eleven (11) community citizens in three age categories: four youth, five young adults, two elderly, (six female, five male). These citizens were selected amongst themselves from a much larger group. In addition, community organizations and community development corporations contributed a vast portion to the work through periodic meetings and impromptu consultations. Thus, the collaboration that formed the infrastructure for the generation of a significant number of the goals and objectives incurred in Sections 1.2., 4.6., and 4.7.

This process of community involvement, although less spectacular than described in the democratic process of development outlined in Section 4.10., is the most practical means in respect to the nature and constraints of this project.

Design Process (stages):

Conceptualization
Environmental Overview

Socio-Econo Impact Survey

Background Information
First Stage Active Research

Preliminary Design
Recommendations

Detailed Research
Preliminary Design

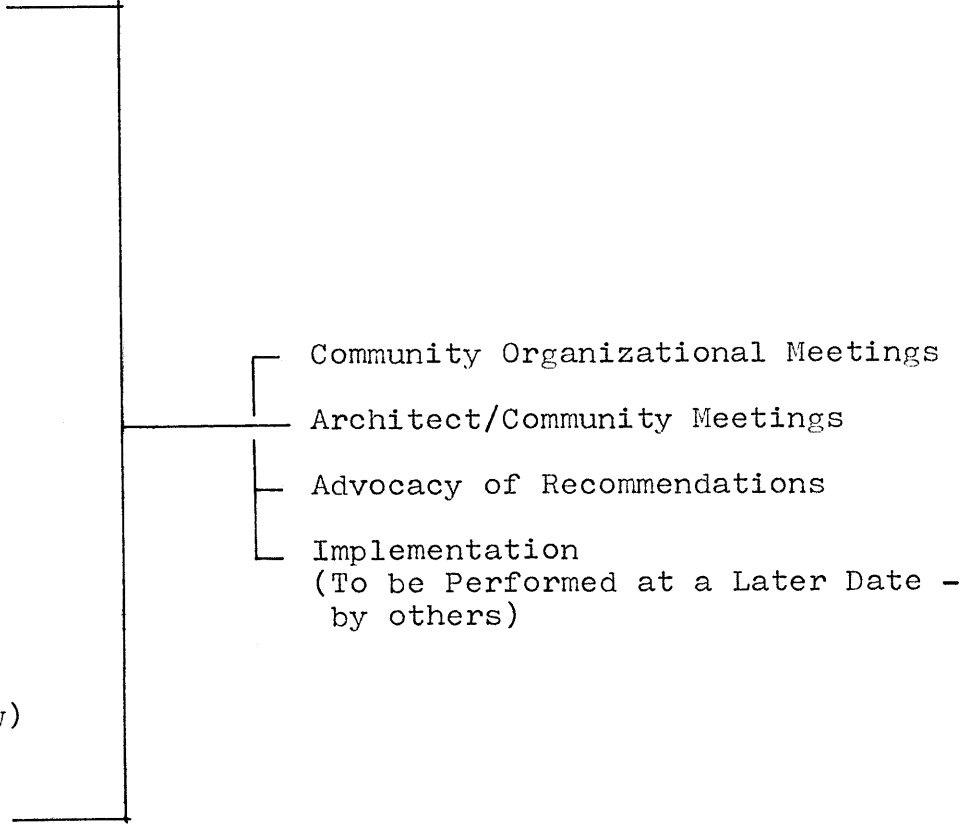
Program
Preliminary Analyses

Proposal for Development

Design Development

Feasibility Analysis (overview)

Final Design



The following principles and conditions are the basis for making decisions. Viable goals and ultimate achievement standards are stipulated in the development-design objectives. It is objective to obtain a consensus opinion of the general community for the preservation of Dudley; and to alleviate it from obsolescence and social divergence with the community and provide a viable adaptive-use program to fulfill social and economic needs to the maximum degree possible under the given conditions. Thus, these objectives are manifested within the following principles which are determinants for the decision-making infrastructure:

- * A list of general community issues and concerns are obtained; and a survey is performed in order to obtain a community consensus.
- * Organizational criticisms and suggestions are obtained at specific periodic stages of development in order to attain analogous conditions in attempts to eliminate unfeasible aspects (both socially and economically).
- * Government policies concerning re-development are periodically reviewed in order to prevent the formation of unsupported or unregulating functions. The issues that bear immediate steps toward social betterment are in precedence over the project short-run economic feasibility in a marketability sense. Internal economic feasibility, relative to social betterment such as immediate improvement in employment conditions are highly

objective. However, due to this goal a dilemma may result in the overall economic feasibility since internal or micro-economic feasibility is dependent upon the market feasibility. This dilemma may be counterbalanced with the inclusion of many community and government subsidized or sponsored programs.

- * All activities and functions within the Dudley development shall be devised by the community and necessary consultants. The architect shall assist and serve the community acting as an organizer and synthesizer of activities into a functional development.

Questions/Issues Pertinent to Development:

- What are the community's needs?
- What are the best uses for this station?
- What is the best approach to development?
- How is the physical structure of the station unique?
- Who is the community? What community organizations are apparent or involved?
- What are some future land-uses and land-use patterns for the area? Will the station be able to change with the incursion of adaptive-use development?
- A study must be taken that pertains to the process of organizational structure within the community; also attention must be given to the affects community organizations have upon the future of Dudley.

- Will relocation of the Orange Line produce a deficiency in public transport mode at Dudley? How will the existing conveniences in transportation be retained at Dudley?
- There should be a single dominant function within the Dudley station development and a balanced combination of uses.
- What are significant aspects/characteristics of the Dudley environment?
- How has the Dudley environment been affected by the economic and social forces of the community?
- How have the intended-uses been defied? Has anomie persisted?
- The fate of the station has been involved in a state of crossfire amongst various community groups and municipal committees. Some groups strongly support preservation or alterations for the existing structure while others oppose the idea; How may a medium be reached that will be upheld by both sides? What is the best functional and accepted combination for development?
- What impact would social and economic transition place upon the community due primarily to the development?
- What method or approach to development would allow the maximum participatory/involvement from the community in the actual decision-making process?
- How may social and economic status be controlled but not restrained in the new development? What are some ramifications created by this toward the various community develop-

ment groups in respect to "turf" or territorial claims?

- What types of financial funding are available? Where can these funds be located?

How can these funds be made useful to both large-scaled development and small-scaled private renewal and improvements?

- How does the proposed Dudley development fit into the Architectural Historical Pathway of Roxbury?

- It is necessary to devise a set of criteria and methodology to serve as guide for new development in Dudley; and an approach or process to be utilized as a guideline for adaptive-use developments.³¹

A survey was undertaken by the Advisory Council on Historic Preservation in an attempt to provide factual data on the costs involved in a selected group of adaptive-use projects in the United States, carried out within recent years, and how they compare with new construction of the same general type. Although a great deal of statistical information is available on new construction costs, this same material is not readily accessible for adaptive-use construction work. Thus, the objective was to provide a comparison without undertaking an extensive and lengthy research project.

In the initial phase of the study, it was decided to survey a broad range of architectural firms known to have completed adaptive-use projects in various parts of the United States. Accordingly, a survey form was prepared, and distributed to approximately thirty architectural firms, requesting information on fifty reuse projects supervised by these firms.

In devising the format, projects costs were categorized as follows:

1. Land and Building Acquisition
2. Building Construction (Hard Costs)
 - a. Demolition

- b. Architectural
 - c. Structural
 - d. Mechanical
3. Miscellaneous (Soft Costs)
- a. Architectural Fees
 - b. Legal Fees
 - c. Financing Costs
 - d. Developer and Real Estate Fees

Both new construction and adaptive-use projects involve all three categories of the above costs. Because land and building acquisition costs vary more from project to project than by class (new vs. reuse), comparison of these costs was determined to be least significant and, therefore, not pursued. Similarly, the miscellaneous costs--architectural and legal fees, financing costs, and developer and real estate fees--were found not to vary on the basis of whether the project was new construction or adaptive-use. Therefore, these "soft costs" were not included here. The cost data depicted pertains to Category 2.

Project Data

Architect	Project Name
Address	Address
Data on Original Structure:	
Date Building Built	Original Use
Original Architect	Existing Floor Area (in s.f.)
Type of Construction: Masonry; Steel Frame; Concrete; Other	
Date on Adaptive-Use Project:	
Building Classification: 1/	
% Office	Site Area (in s.f.)
% Retail	Gross Building Area 2/ (in s.f.)
% Restaurant	Floor Area Ratio 3/ (in s.f.)
% Residential	
% Other	Date Project Completed
Total 100%	

Building Construction Cost:

Type of Work	Degree of Work Required 4/			Square Foot Cost	Jan 1977 5/ Cost
	Minimal	Normal	Substantial		
Demolition 6	_____	_____	_____	\$ _____/s.f.	\$ _____/s.f.
Architectural 7/	_____	_____	_____	\$ _____/s.f.	\$ _____/s.f.
Structural 8/	_____	_____	_____	\$ _____/s.f.	\$ _____/s.f.
Mechanical 9/	_____	_____	_____	\$ _____/s.f.	\$ _____/s.f.
			Total	\$ _____/s.f.	\$ _____/s.f.

Building Construction Cost \$

Site Improvement Cost \$

Total Construction Cost \$

(excludes building and land acquisition)

Questions:

1. Was the choice to adapt an existing building the client's prerequisite?
or the architect's decision?
2. Were considerations other than the absolute cost of the project important in the decision to adapt the existing building?
What were some of those other considerations?

3. What is the occupancy rate for the building?
4. What is the current average occupancy rate in the same city?
5. How do the rental rates compare with rates in recently constructed buildings?

Above; Nearly Equal; Below

For Additional Information See: Publication Name; Date; Page.³²

Notes:

Determinants/variables in the development of a community:

Governmental/Political - bureaucracy, local administration, federal administration

Economic - national economy, marketability, feasibility, project budget

Legal - zoning regulations, building codes, land-use

Social/Psychological - race and ethnicity, values, life style, needs, desires, impacts

Physical - biological, geological, topographical, climatological, building materials

Functional - state of the art; quality, programmatic fulfillment

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