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COLUMBIA **POINT** DEVELOPER SELECTION KIT

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COLUMBIA POINT
DEVELOPER SELECTION KIT

Boston Housing Authority

Boston Redevelopment Authority

Columbia Point Community
Task Force, Inc.

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SECTION I - INTRODUCTION

I. INTRODUCTION

A. Outline of the Development Program

The Columbia Point Community Task Force, Inc. ("Task Force"), the Boston Housing Authority ("BHA"), and the Boston Redevelopment Authority ("BRA") - together referred to in this kit as the Three Parties - request proposals from developers interested in working with the Three Parties to develop and manage a new, mixed-income residential community for 6,000 to 8,000 residents at Columbia Point, a peninsula two miles south of downtown Boston.

The Three Parties are seeking a special developer with unusually strong qualifications, unique experience and a strong desire to lead the redevelopment of Columbia Point. This kit presents prospective developers with the opportunity to create an exciting new residential community on a site that is now partly occupied by a dilapidated public housing development. The location, accessibility and amenities of the site however, combine to make it one of the most desirable locations for new development in Boston. The successful redevelopment of Columbia Point could well set a national precedent for salvaging large, troubled public housing projects.

The Three Parties envision a long-term comprehensive redevelopment of the 104-acre area north of Mt. Vernon Street on the Columbia Point peninsula that has many components. It will require coordination among many institutions, public agencies, and private organizations. The comprehensive redevelopment includes:

- o 1,500 to 2,000 new or renovated mixed income housing units;
- o a neighborhood shopping center of 150,000 square feet in the existing Bayside Mall, as well as convenience stores and services located in the residential areas;
- o a new waterfront park and beach;
- o a public boat basin for 200 pleasure craft;
- o restaurant, retail, community and visitor center in the Calf Pasture Pumping Station;
- o improved traffic and pedestrian circulation systems; and
- o improved public utilities.

The challenges of this undertaking are many, but there are significant assets to be kept in mind. First is the nature of the site itself. It is surrounded on three sides by water, it offers beautiful views of the downtown skyline and the harbor islands, and there is tremendous potential for using the waterfront as the major recreational and aesthetic resource for Columbia Point. Second is the location, which is close to the heart of Boston, now only a five-minute drive or ten minutes on the subway from the Columbia Point Red Line station and in the future, perhaps, a similar time on a commuter boat.

Third, most of the public utilities, streets and sidewalks, and other infrastructure necessary for this level of development, is in place at Columbia Point. Fourth, important institutions and businesses, several with national prominence and recognition, are located on Columbia Point and they have a strong desire to exist in a revitalized community. These neighbors include the John F. Kennedy Library, the University of Massachusetts-Boston campus, the main office and printing plant of The Boston Globe, and the computer operations of the First National Bank of Boston.

Fifth, there is strong public and private interest in and commitment to making the proposed Columbia Point project work. Government agencies, from HUD at the federal level to the Boston Housing Authority and Boston Redevelopment Authority at the local level, are working hard now and are prepared to continue to work for an extended period to transform Columbia Point into a truly remarkable place for both the existing and new residents to live. In addition, a well-organized and involved Columbia Point Community Task Force, representing the interests of the present tenants who want to work to be a part of the new residential community, and share in development and management responsibilities, is and will continue to be an asset to the project.

Finally, and perhaps most important, due to many long years of planning, study and data collection, with little or no action or improvement, there is impatience on all sides to move ahead quickly and to make real the present visions for a new Columbia Point.

The potential represented by these assets is beginning to be realized. This Kit demonstrates the ability of the various parties to agree on a development approach. A security program developed through the cooperation of the BHA and the Task Force has commenced, and the BHA has applied for Community Development Block Grant (CDBG) funds to extend and expand the program for another year. Also through the cooperation of the BHA and the Task Force, a \$911,000 program of modernization to bring all occupied units up to code has begun. Several Columbia Point residents are employed in this effort. Discussions are ongoing with representatives of the University of Massachusetts, Kennedy Library, John Hancock Insurance Company, First National Bank and the Globe concerning their contribution or sale of land, provisions of technical resources and hiring of public housing tenants, and involvement in marketing efforts.

In other words, the selected private developer by the time of designation will have, through actual accomplishments of the parties sponsoring this development as well as through written commitments, concrete assurances that will contribute to the proposed development's success.

B. History

Columbia Point is a 350 acre peninsula located approximately two miles south of downtown Boston. The land uses on the peninsula have been quite varied and directly affect current soil conditions and other factors. This section will provide a historical sketch of the Columbia Point peninsula, and discuss the past planning efforts which have led to the Three Party redevelopment process currently underway.

From the original settlement of the Town of Dorchester in 1630 until 1869, the peninsula was the town's calf pasture. As the City of Boston grew, the need for an improved sewer drainage system prompted it to construct a main sewage line down Mt. Vernon Street and, in 1883, to build a pumphouse to pump the sewerage through a tunnel under Dorchester Bay to reservoirs at Moon Island.

In 1915, the Boston Consolidated Gas Company manufactured gas from coke just south of the sewer pumping station. This use was abandoned in 1933 when a permit was granted for dumping refuse on the site. It was not until 1962 that the state legislature directed the City to prohibit all dumping of trash or refuse on Columbia Point.

The land on which the housing project and the Bayside Mall are built was originally tidal flats or salt water marsh. Very little fill was done on this site until the late 1930's when the Boston Edison Company purchased the land for disposal of fly ash and rubbish. In 1942, the current site of the Bayside Mall was filled to nearly the present shoreline for the construction of an Italian prisoner of war camp. Veterans were housed in the wooden frame structures for a short period of time following the war.

In 1953, the existing 1,504 unit public housing development was constructed, containing 12 3-story and 15 7-story buildings scattered over 37.7 acres of land. In order to support this housing, the Dever Elementary School, St. Christophers Church and McCormack Middle School were built between 1957 and 1965.

Development of the Columbia Point peninsula was accelerated by the opening of the Southeast Expressway in 1959. Several new businesses relocated or opened along Morrissey Boulevard at the southern edge of the peninsula between 1960 and 1966, including WHDH radio station, the Dickie-Raymond Company building, the Boston Globe, the First National Bank Computer Center and the Bayside Mall.

However, despite this substantial though uncoordinated development during the 1950's and 1960's, Columbia Point remained an isolated section of the City, dominated by New England's largest public housing project, a sewer pumping station, light industrial uses along Morrissey Boulevard, and remains of the old dump site.

The 1970's brought renewed hope for business and institutional development on the peninsula, as the First National Bank expanded its computer facility and acquired the WHDH radio station. Further, the State constructed the University of Massachusetts Harbor Campus, investing some \$160 million, and the JFK Library was completed in the fall of 1979. Finally, in 1980 the Massachusetts legislature directed the University to transfer a parcel of land south of the Kennedy Library as a site for the new State Archives building.

This development, however, coincided with the deterioration of the public housing project and the Bayside Mall. The number of residents at the public housing site declined substantially, as unit vacancy rates rose from 9.7% in 1966 to 75% today. At present, only 370 of the original 1,504 units are occupied, and more than half of the buildings are boarded up.

The major chain stores occupying the Bayside Mall began closing in the early 1970's due to security, management and marketing problems, and by 1975, the mall was vacant except for a bank. The original owners defaulted on their mortgage to the John Hancock Mutual Life Insurance Company, forcing John Hancock to foreclose. However, necessary steps have been taken to secure and maintain the mall buildings, which remain in good condition.

The increased business and institutional investment on the peninsula accompanied by the deterioration of its housing and retail facilities sparked several revitalization efforts. A 1973 Task Force composed of representatives from the City of Boston, the Boston Housing Authority, the Boston Redevelopment Authority, the University of Massachusetts, the Massachusetts Housing Finance Agency, the Columbia Point tenants, Dorchester and South Boston recommended that 4,000 mixed income units be built or renovated; that current residents be given the option to remain; and, that retail and public facilities be revitalized.

The 1977 Peninsula Planning Committee, consisting of representatives from the major institutions and businesses on the peninsula, residents and local government, concurred with the 1973 Task Force recommendations, adding that institutional development, recreational facilities, transportation improvements and job creation should be considered.

The 1977 Planning Committee further laid the groundwork for what subsequently became the Columbia Point Redevelopment Agreement, signed by the Task Force, BHA and BRA in February, 1979. (Appendix) The Redevelopment Agreement contains the general principles upon which the Developer Selection Kit is based. It specifically supports, in addition to other items, a revitalized housing development on Columbia Point with ancillary services and facilities to support a residential community, resident rehousing, a mixed-income, integrated community, employment training and jobs for Peninsula residents.

In accordance with the 1977 Peninsula Planning Committee recommendations, in 1978 the BHA, with the support of the BRA and Task Force, submitted an application for a \$10 million Urban Initiatives Grant for the Columbia Point public housing development. The application was approved. The Three Party planning process has continued since 1978 and has led to the Resident Rehousing Agreement dated April 8, 1981 (included as an Appendix), offering Columbia Point tenants, residing on the peninsula as of that date, the option to be rehoused in the event of redevelopment. The Three Party planning process has also resulted in concurrence on the basic objectives of the redevelopment program set forth in this Developer Selection Kit.

The next section of the Kit describes the Three Parties' proposed development program, the site, and the guidelines applicable to the design and phasing of physical improvements. The responsibilities of the private developer, the BHA, the BRA and the Task Force in planning and implementing the redevelopment are then set forth in Section III. This section spells out clearly what the components of the comprehensive development plan the private developer must undertake and which are optional. Section IV outlines those elements of public support that are already committed to Columbia Point and other potential sources of support. The affirmative action efforts in hiring and residential occupancy supported by the Three Parties are discussed in the fifth section. A description of the submission that interested developers should submit and the process for selecting a private developer and completing development plans concludes the Kit.

II. DEVELOPMENT PROGRAM

A. Comprehensive Redevelopment Program

The redevelopment program the selected private developer will undertake has already attained the concurrence of the BRA, BHA and Task Force in many important respects. Set forth in this section are those elements that the Three Parties agree should be included in the redevelopment program.

The first part of this section describes certain requirements and goals applicable to the community character, and the income and other characteristics of the residents. It also describes what the Three Parties believe are the most important principles that should guide the physical development of the housing, the open space, community space and recreation facilities, the commercial facilities, renovation of the pumphouse, the circulation system and management. The second part of this section describes the current use and ownership of the parcels comprising the development site. More detailed guidelines applicable to the various physical development components and the disposition parcels on which they will be located are covered in the third part of this section. Phasing guidelines for the various elements of the program conclude this section.

1. Community Character

The Three Parties feel strongly that the new Columbia Point development should be a unified, family-oriented community for households of various incomes, races and ages. It is important that the overall plan result in a cohesive, integrated residential development and that this development also provide the quantity and the quality of retail and recreational facilities necessary to support the housing. The Three parties are particularly anxious that for the first time the various uses on the peninsula be well integrated into a single vital and positive entity, and further that the peninsula itself be more effectively integrated into the life and activity of the rest of the City.

2. Community Population

The Three Parties hold clear ideas about the particular population for whom this development is intended. The intention is that it be a racially integrated, mixed-income population made up predominantly of families with children. In order to insure this, there are several requirements for the developer to keep in mind when preparing his proposal.

The first requirement, central to the purpose and success of this project, is that the new Columbia Point be a mixed-income community; that is, that one-third of the total units be for low-income families and individuals; one-third for moderate-income; and one-third for higher income.* Not more than one-quarter of the low-income group shall be elderly.

* Low income is less than 72% SMSA median income for a family of four with adjustments for other family sizes as prescribed in 24 CFR 860.3. Moderate income is 72-110% SMSA median income for a family of four with similar adjustments for other family sizes.

The second requirement is to encourage and strengthen occupancy and ownership by families with children. This can be accomplished in a number of ways: through appropriate size and design of units, use of private yards and public play areas, provision of excellent management services, construction of significant community facilities, and application for, and support given to, meaningful social service programs. The Three Parties have the following goal for the sizes of the units: the average, across all income groups, of 30% one-bedroom, 35% two-bedroom, and 35% three or more bedrooms.

The third requirement is to meet the terms of the Columbia Point Resident Rehousing Agreement (see Appendix for full text), which guarantees a new or renovated unit for the present public housing tenants. There are about 360 families and 40 elderly households which have signed this agreement and therefore intend to stay to live in the new community.*

The current population is 85% Black, 14% Hispanic, and 1% White (all elderly). The Three Parties believe, however, that the redeveloped Columbia Point should be a racially integrated community within each income group. They believe it is reasonable to strive toward two goals: (1) not less than 25% of the low-income family and 25% of the low-income elderly units occupied by non-minority persons and, (2) for moderate and market rate units, minority occupancy by either 30% or a percentage equal to the percentage of minorities in the City of Boston, whichever is higher.

3. Housing

The Three Parties believe that the new Columbia Point development should include approximately two thousand units of housing on the proposed development site, divided equally between low, moderate and market-rate units. This represents a density of approximately thirty units an acre on those parcels devoted to housing, a figure the Three Parties believe is a desirable and reasonable level of residential development for this community.

To help insure that this is an integrated community in every sense of the word, it is the goal that there be no sharp visible differentiation between old and new buildings, or those occupied by people of different incomes or ethnic groups. To achieve the proper integration of buildings and spaces, old and new buildings ought to have a similar scale, siting, roofing, fenestration and wall material. New buildings are to be integrated on the site and not sharply consolidated into separate entities. Within this general continuity however, each building should have some sense of individuality and identity.

* The following are the bedroom sizes needed to accommodate the present families if current BHA Tenant Selection and Assignment plan guidelines are applied. They provide that children of different sex over the age of 6 are not expected to share bedrooms, but two children of the same sex are expected to share a bedroom. One BR, 5%; 2BR, 35%; 3BR, 33%; 4BR, 18%; 5BR, 7%; 6BR, 2%. The 40 elderly households require predominantly one, but also some two BR units.

It is important that the housing development be visually and physically related to the waterfront. New buildings should be located on the site to allow for ocean views from a majority of the dwelling units.

The existing public housing buildings, which will form the core of the housing area, neither promote integration while retaining identity, nor relate to the waterfront. Rather, they are largely indistinguishable from each other, and their arrangement creates many environmental problems of wind, over-shadowing and fragmented open space. Moreover, the predominant seven-story elevator buildings are not suitable for families and HUD regulations prohibit housing families with children in high-rise elevator structures. Therefore, developers should consider seriously the complete or partial demolition of a substantial number of these buildings.

4. Open Space, Recreation and Community Facilities

It is the clear intention of the Three Parties that open space, recreation and community facilities be accorded very considerable attention in the new family-oriented community, and that much more be made of the natural beauty of the site and its potential for attractive and useful open space and recreation facilities. The existing waterfront park and playground and nearby City-owned recreation building can form the base for future expansion of open space and recreation facilities. A waterfront walk running from the southern end of Carson's Beach (near Bayside Mall) to the Kennedy Library on the other end of the peninsula, with a new beach and a boat basin for approximately two hundred pleasure boats developed somewhere in between, is proposed by the Three Parties.

Open space within the new development is also considered important by the Three Parties. There should be a clearly defined hierarchy of open spaces ranging from patios, backyards, tot lots, playgrounds and sitting areas, to public ways and the Old Harbor Recreational Area. The open space system should be designed to provide maximum protection to the pedestrians. The location of new recreational and open space facilities should link to the existing networks. The open spaces should be easy to maintain, with grass and trees, and it should be possible to overlook all public open spaces from the public streets.

Community facilities that are convenient, and accessible to the residents, and suited to their needs should also be provided in the housing development.

5. Bayside Mall

The Three Parties believe that this largely vacant complex of shopping center buildings and large parking area at the entrance to the peninsula represents the best opportunity for satisfying the strong demand of present and future Columbia Point residents (and employees, visitors, etc.) for nearby retail facilities. A retail market study conducted by the BRA in September, 1979 estimated that \$15.3M in annual retail sales could be generated at a revitalized Bayside Mall of about 150,000 square feet. However, its commercial viability and continued success will depend to a large extent on the ability of the developer to create a community-

oriented facility which will attract those retail tenants who will serve the consumer needs primarily of Columbia Point residents, and to a lesser degree, Dorchester and South Boston residents and area office employees. The two critical retail tenants are a supermarket and a discount department store, such as Zayre's or Caldor, which would serve the most pressing needs of nearby residents as well as act as anchors for such smaller retail uses as a drug store, barber shop, cleaners and small convenience restaurants.

The shopping center should be organized around a protected pedestrian mall which will become a focal point of shopping activity, allow easy pedestrian circulation and offer comfortable protected shopping in inclement weather. The shopping center should relate physically and functionally to the proposed new housing along the water's edge and the renovated housing along its eastern edge. It should be possible for pedestrians to circulate freely from the shopping center to the waterfront and to both residential areas. The shopping center should not "turn its back" (service side) to the proposed new housing on the water edge, but be integrated with it to allow shopper access to the water and residents unimpeded access to shopping.

6. The Calf Pasture Pumping Station

The dramatic old granite Calf Pumping Station, with its size, character and key location, should be used in the way that serves not only the needs of the private development, but also those of the entire Columbia Point peninsula, most effectively. It should directly benefit all residents of the redeveloped housing. Since it is near the JFK Library, the University of Massachusetts, the proposed State Archives, and the proposed housing site, it should be used as an integrating force for the peninsula: to draw together the residents, the employees of the businesses, the faculty and staff of the institutions and the many visitors to the Library, in a common shared space where all can enjoy themselves and find a service or facility they require.

A restaurant, retail facilities, community space, and professional offices serving local residents have been identified by the Three Parties as possible uses.

7. Circulation

There is of course already in place a road system on the peninsula and, to some extent, within the proposed development site, especially the BHA parcel.

The Three Parties believe, however, that some improvement of the road system would be desirable. Using this system as a starting point, there should be a clear hierarchy of roads on the peninsula and within the development to facilitate vehicular circulation and aid visual orientation. The road system must be continuous within the community, be well related to the buildings, be understandable in form and have varied views.

In terms of pedestrian circulation, there should be safe and direct pedestrian access to the waterfront, community facilities, Bayside Mall, the MBTA stop and the open space system from all buildings. The pedestrian environment throughout the development should be attractive and inviting for the use of all ages by the provision of trees, benches, lighting and other pedestrian amenities.

8. Management

Important to the success of the Columbia Point development is improved management and security. Several key principles are to be followed: management should be performed by an experienced private management company; efforts should be undertaken by all parties to include all appropriate recreation areas, community facilities, streets and public space as well as housing under the responsibility of the management company (see Section III.A Responsibilities of Private Developer); interim private management of the present public housing shall start as soon as possible (subject to funding from BHA) and not later than necessary to accomplish significant improvements and attract new tenants as required under the marketing plan; the management company working closely with the Task Force should train, hire and promote public housing tenants; and the CDBG security program, begun during the summer of 1981, should be continued during the marketing and initial start-up of the new development.

As part of the management program, offices shall be established during the redevelopment planning and construction process for rehousing and marketing, tenant recruitment, training and employment, and security. Establishment of these functions shall commence soon enough to achieve demonstrated improvements in management and security and to accomplish results in the area of tenant hiring prior to the marketing of new and renovated units.

Early in the redevelopment process it is expected that the procedures, relationships, level of service, and rules necessary to operate Columbia Point as a private development will be established by the co-developers (see discussion of the roles of the private developer and the Task Force). Tenant selection for family units retained by the BHA will be by the co-developers, with participation by the BHA (see discussion of BHA role).

B. The Development Site

The Columbia Point peninsula is three hundred and fifty-one acres, of which the potential development site, 170 acres, constitutes almost one-half. Of this 170 acres, 62 are currently tidal flats that would have to be filled to be built upon. Generally the site is all that land to the north of Mt. Vernon Street, with some additional area to the south and east. (See Map no.)

The proposed development site contains ten parcels in nine different ownerships, four public and five private. It is believed that the entire site can be assembled within a reasonable period of time, no more than two years from the time of developer selection. At a minimum, the following parcels will be available for long-term lease or purchase by the developer at the time of final

designation: Parcels 1, 2, the proposed residential portion of Parcels 5, 6, 7, 9 and 10. The Three Parties are concentrating much of their attention on this issue of the availability of land to the developer, and are assuming that after developer selection, they will continue to work hard to assure that the largest and most attractive site is assembled in a timely fashion. These efforts might include joint negotiations with private owners, use of eminent domain power by the BRA as part of a redevelopment plan, or submission of legislation to the General Court for various State parcels.

This section provides information about the individual parcels which constitute the proposed development site. It describes the size of each parcel, its existing land use, present ownership, and how and under what conditions the parcel could come under the control of the developer. Finally, it outlines two important considerations which apply to the waterfront and tidal land in the development site.

1. Parcel Descriptions

Parcel No. 1 - Public Housing Project

Boston Housing Authority

30 buildings

37.7 acres uplands

37.1 acres tidal lands

74.8 acres total

(see map no.)

Existing Land Use: The Columbia Point housing development, located on this 37.7 acre parcel on the north side of the peninsula, consists of 3 one-story non-residential buildings and 1504 housing units in 15 seven-story and 12 three-story buildings. However, only 25% of the existing units are currently occupied. Nine of the seven-story buildings and one three-story building are completely vacant and boarded and three others are partially boarded (see Map ___). The fourteen remaining residential buildings are occupied by approximately 1,500 people (360 families and 40 elderly or handicapped residents). An additional seventy-five apartments are occupied by 12 social service agencies.

The low-rise buildings are generally located along Mt. Vernon Street and the westerly portion of the site. The mid-rise buildings form a dense central core and continue to the easterly edge. The low-rise buildings and central mid-rise buildings, if occupied, house predominantly families. Two mid-rise buildings on the eastern end of the development, Buildings #26 and #27, are partially occupied by the 40 elderly or handicapped residents.

The buildings are all of reinforced concrete frame with masonry walls and brick exterior. They are linked by a city street system and are served by twenty-three at-grade parking areas with a total of 1,150 spaces.

An administrative building located on Mt. Vernon Street, and containing office space, an assembly hall and a day-care center is one of the three non-residential project structures. The other two are a City of Boston Parks Department recreation building located on the eastern edge of the site abutting the city-owned park, and a nearby recently renovated steam heat generation plant with four new boilers.

Ownership: This site is owned by the Boston Housing Authority and is, for several reasons the core parcel of the development site. With the exception of the recreation building, which is owned by the City of Boston Parks Department, all of the buildings are owned by the BHA.

The intention is that most of the BHA housing site be declared surplus and made available for control either through sale or more likely long-term lease, to the developer. (Buildings on which Urban Initiatives funds are spent will have to remain in BHA ownership for twenty years - see the discussion of the Urban Initiatives funds and disposition of the public housing site).

Parcel No. 2 - City Park

City of Boston

Public Facilities Dept.

(no structures)

13.5 acres uplands

17.7 tidal lands

33.2 acres total

Existing Land Use: A city-owned park is located on the 13.5 acre waterfront parcel directly north of the housing development. Tennis and basketball courts, baseball fields and a tot-lot were developed for the residents on the western portion, but are not in good condition due to poor maintenance. The eastern portion of this parcel is essentially vacant.

Ownership: This parcel was formerly owned by the BHA and was deeded to the City of Boston's Public Facilities Department in 1970 so that the City could construct active recreation facilities. The deed provides that the BHA shall have a right to repossess the land if it is taken out of recreational and playground purposes. More important for purposes of determining the future use of this land, Article 97 of the Massachusetts Constitution would require a 2/3 vote of the state legislature if the land were to be taken out of recreational use because it was deeded to a public agency for such use. The difficulty of obtaining such a vote, however, would be minimized if an equivalent area of land elsewhere on the peninsula were provided.

The recreation facilities were constructed in 1973 and 1974 using Federal Bureau of Outdoor Recreation and City funds. If these facilities were to be removed and the land used for something other than recreation, the use would need to be approved by the Secretary of the Interior and equivalent substitute recreation facilities provided elsewhere.

The assumption of the Three Parties is that this parcel will be divided in two: the western half to remain in active recreation use and the eastern half to be used for residential development. The reuse of this portion will require, as noted above, a 2/3 vote of the legislature and a replacement with an equivalent land area in the waterfront park or elsewhere on the site. The severed parcel will thus revert to the BHA which will declare it surplus and sell or lease it to the developer.

Parcel No.3 - Calf Pasture Pumping Station
Boston Water & Sewer Commission (BWSC)
(1 building) 9.5 acres

Existing Land Use: This parcel lies at the eastern end of Mt. Vernon Street and includes an imposing pumphouse built by the City of Boston in 1883 to pump sewerage through a tunnel under Dorchester Bay to reservoirs at Moon Island. In 1905, the station was enlarged to house a new steam pump, then the world's largest. With the replacement of steam pumps by newer electric pumps, BWSC use of the pumphouse has decreased, so that much of the facility now lies unused. There is approximately 20,000 square feet of ground floor space and potential for a number of additional floors above in the 85-foot high building. Currently BWSC stores pipe and fill on a portion of the site.

Ownership: This parcel was formerly owned by the City of Boston but deeded to the Boston Water and Sewer Commission when it came into existence in 1977. The BWSC has no continuing need for use of the land and feels, in addition, that it can consolidate its pumping operations into the basement, leaving the area above to be rehabilitated for community, retail, restaurant, or office, use.

(The respective rights of the BSWC, the City of Boston, and the University of Massachusetts' rights regarding this parcel under Chapter 898 of the Acts of 1969 must be discussed here.)

Parcel No. 4 and 4A - University of Massachusetts
University of Massachusetts
(no buildings) Approximately 12 acres and 1.5 acres

Existing Land Use: Parcel 4, bounded by the shoreline, JFK Library, the U. Mass access road and the pumphouse parcel, is vacant and undeveloped. A two hundred foot wide BWSC easement for two sewer tunnels and a sewer chamber cuts through the southern portion of the site.

Parcel 4A is also vacant and undeveloped, except for a bus service road which connects Mt. Vernon Street and the U.Mass access road.

Ownership: (The status of these two parcels will be described after consultation with the University by the Three Parties.)

Parcel No. 5 - Bayside Mall
John Hancock Insurance Co.
(6 buildings) 30.76 acres

Existing Land Use: In 1966, a 280,000 sq.ft. shopping mall was opened on this parcel of land directly south of Carson Beach. The Mall contained a good mix of discount stores, food stores and other small service retail establishments. It was reasonably successful in the first year or so after its opening and provided excellent shopping facilities for residents of Columbia Point, Dorchester and South Boston.

Because of management, marketing and security problems, major chains began closing their Bayside Mall operations in the early 1970's. By 1975, only a drive-in bank remained of the original retail complex. The owners of the Mall went into default and the holders of the long-term mortgage, the John Hancock Life Insurance Co., became the owner of the site. John Hancock has kept the Mall secure and has conducted necessary repairs to avoid major deterioration. Most of the systems reportedly remain in fairly good condition.

The Boston Teacher's Union presently leases (with an option to purchase) a 32,500 sq.ft. building on the northwest side of the Mall as an office and meeting facility as well as the parking lot area in front. The First American Bank continues in operation on the other side of the Mall, and ARA leases about seventy per cent of the rest of the site and the former Firestone building for storage and repair of Boston school buses.

There are six buildings on the site, three of which are fully or partially occupied and the remaining three vacant:

- Building 1: vacant 59,400 sq.ft. west building oriented toward Mt. Vernon Street and Kosciusko Circle.
- Building 2: 32,500 sq.ft. (with meeting space for 2,000) north building occupied by the Boston Teacher's Union under lease; including 1.8 acres for parking. The Teacher's Union has a staff of 40 and 5,000 total members.
- Building 3: 57,000 sq.ft. south building that is vacant except for 2,000 square feet in the southeast corner occupied by the First American Bank for Savings.
- Building 4: Vacant 111,500 sq.ft. waterfront building.
- Building 5: 375 sq.ft. vacant one-story building, formerly occupied by automobile service station.
- Building 6: 8,475 sq.ft. two-story building now leased to ARA and formerly occupied by the Firestone Tire and Rubber Company.

Ownership: John Hancock's major interest is to arrest the continuing drain of their funds either by sale or lease of this parcel to a reputable developer. Over the last few years a number of firms and groups have been interested in taking over the Bayside Mall property and using it in a variety of ways: for an apparel trade mart, for industrial/light manufacturing, for housing along the shore with use of some of the former retail space and demolition of the rest, and for reuse of much of the existing building area as a shopping center with demolition of the balance.

However, since it is assumed that the selected developer will be interested in controlling this important parcel as part of his overall development plan, the Three Parties have asked John Hancock to await the completion of the developer selection process before they make any decisions, thus allowing the developer the chance to negotiate with John Hancock to buy or lease this property. (The status of this parcel will be further described after consultation with John Hancock.)

Parcel No. 6 - Waterfront Parcel

(no buildings)

3.14 acres uplands
7.24 acres tidal lands
10.38 acres total

Existing Land Use: The small waterfront portion of Parcel 6 which abuts the Bayside Mall to the northeast is vacant and undeveloped and accessible only from Bayside Mall. The largest portion is in Dorchester Bay.

Ownership: This parcel, along with Parcel 7, is owned by the Uphams Corporation, Gordon Bloom, President. (Mr. Bloom originally owned the Bayside Mall parcel and developed the mall.) The developer will have the opportunity to negotiate with Mr. Bloom for the purchase of these two parcels. The BRA is prepared to exercise its eminent domain power to make this parcel available for Phase I development.

Parcel No. 7 - Neptune Waterbed Co.

(1 building)

3.6 acres

Existing Land Use: This 3.6 acre parcel bounded by Bayside Mall and the public housing development, fronting on Mt. Vernon Street, contains a 79,100 sq. ft. one- and two-story industrial building. The Neptune Waterbed Company presently leases a portion of the building and the rest is vacant.

Ownership: Same as Parcel 6. The BRA is prepared to exercise its eminent domain power to make this parcel available for Phase I development.

Parcel No. 8 - Parking Lot

First National Bank of Boston

(no buildings)

1.1 acres

Existing Land Use: This small parcel at the present entrance to Columbia Point where Morrissey and Day Boulevards meet is paved and used as an employee parking lot by the First National Bank.

Ownership: The First National Bank of Boston owns this parcel and will continue to need employee parking as the staff continues to expand. The developer however will have the opportunity to negotiate directly with First National, perhaps discussing replacement parking elsewhere.

Parcel No. 9 - Teebagy Property

Mary Teebagy et.al

(1 building)

.2 acres

Existing Land Use: The one-story building on this tiny lot, which fronts on Mt. Vernon Street, is currently occupied by a small grocery.

Ownership: This parcel is owned by Mary Teebagy et. al and the developer will have the opportunity to negotiate directly with present owners. The BRA is prepared to exercise its eminent domain power to make this parcel available for Phase I development.

Parcel No. 10 - Fishman Property

Robert Fishman Trustee, Standard Rental Trust
(1 building) 1.8 acre

Existing Land Use: There is a 26,400 sq.ft. one-story building housing a laundry and uniform rental business on this lot. The lot is on the southern side of Mt. Vernon Street, bounded on two sides by the University of Massachusetts.

Ownership: This parcel is owned by Robert Fishman, Trustee, Standard Rental Trust, and, as with the other privately-owned parcels, the developer will negotiate directly with the present owners for sale or lease.

The BRA is prepared to exercise its eminent domain power to make this parcel available for Phase I development.

2. Summary of Development Site Parcels

<u>Parcel No.</u>	<u>Owner</u>	<u>Land Acreage</u>	<u>Water Acreage</u>	<u>Total Acreage</u>	<u>No. of Buildings</u>
1	Boston Housing Authority	37.7	37.1	74.8	30
2	City of Boston - Public Facilities Department	13.5	17.7	31.2	
3	Boston Water and Sewer Commission	9.5		9.5	1
4	University of Mass.	12.0			
4a		1.5		13.5	
5	John Hancock Insurance Company	30.7		30.7	6
6	Uphams Corporation	3.1	7.2	10.3	
7	Uphams Corporation	3.6		3.6	1
8	First National Bank of Boston	1.1		1.1	
9	Mary Teebagy et.al.	.2		.2	1
10	Robert Fishman Trustee, Standard Rental Trust	1.8		1.8	1
<u>Totals</u>					
10	9	114.7	62.0	176.7	40

3. Waterfront and Tidal Land Aspects of the Development Site

Sixty-two acres of the 170-acre development site are in Dorchester Bay and most, if not all, of what is currently land area is considered historical tidal land because it was filled out from the original shoreline. This raises two issues which will concern the Three Parties and the developer.

First, under the common law doctrine known as the public trust doctrine, the Legislature holds tidal land in an irrevocable public trust. This means, it is the Legislature's responsibility to decide what uses are appropriate for the waterfront area. In a 1979 Supreme Judicial Court (SJC) decision in the Boston Waterfront Development Corp. v. Commonwealth case (the "Lewis Wharf case"), the Court said that an office building could not be built at the end of Lewis Wharf because this private use was not in keeping with the public trust doctrine, which guarantees the public access to these areas for traditional water-related activities such as wharves, navigation facilities, fishing, boating or swimming. The effect of this decision has been to put a cloud on the title of all land that is now tidal land, or was tidal land historically but is now filled, and to create a moratorium on private development in the downtown waterfront area. Two bills dealing with this issue have been submitted to the SJC for an advisory opinion and the Court should render an opinion on them this summer.

It has been suggested by the Attorney General's office that at the appropriate time after the Court has spoken, the developer has been selected, and the exact uses and their locations are known, a bill be submitted to the Legislature to clear the title to all the affected land at Columbia Point.

Second, water-related recreational activities (boat basin, beach, shorefront walk) are considered to be important, if not critical, attributes of the proposed development program. To realize these waterfront recreational amenities it will be necessary to fill beyond the existing shoreline and to dredge a boat channel and basin, thus triggering a significant number of requirements for filling, dredging and water quality permits from city, state and federal agencies.

4. Other Columbia Point Peninsula Land Use

The other half of the Columbia Point peninsula, mainly the area to the south of Mt. Vernon Street, contains a number of important institutions and businesses which should be major resources for revitalization of the peninsula. To date, however, each has existed on Columbia Point in isolation from the others. Many visitors, students, employees go to these businesses and institutions every day, but they come to Columbia Point for a single purpose and leave quickly. There is tremendous opportunity here to much more effectively mobilize the individual and joint resources of these institutions and businesses in order to create a wholly new and unique community that knits them together with the housing development, thus benefiting everyone on the peninsula. The most prominent of these businesses and institutions are described briefly below.

- a. John F. Kennedy Presidential Library 9.5 acres

This dramatic building, designed by I.M. Pei, was dedicated and opened in October 1979. During early peak years, a staff of 45 is expected to host about one million visitors a year. In later years of operation, visitors are expected to stabilize at 675,000 annually.

- b. University of Massachusetts Harbor Campus 103.3 acres

The Harbor Campus megastructure is located on a site at the south-eastern end of the Columbia Point peninsula. Completed structures cover sixty of these acres and include Colleges I and II, the library, science center, administration building, service building and the recently completed gymnasium building. The construction of College III and an Arts and Science Building will complete the present campus development program.

The present campus represents an investment of \$160 million including 1.6 million sq.ft. of building area and 1,600 parking spaces. The 1980-81 enrollment of 7,500 students served by 950 faculty and staff members is expected to grow by 1985 to 10,000 students and 1,200 faculty and staff.

- c. Educational and Religious Facilities 54.9 acres

Most of the peninsula to the south of Mt. Vernon Street, about fifty-five acres, is dedicated to the use of religious and educational institutions, in addition to the University of Massachusetts campus. Boston College High School on Morrissey Boulevard is located on a forty-acre campus, 15 of which are devoted to athletic facilities and the rest to buildings. There is a student body of 1,700. Dever and McCormack Schools, public elementary and middle schools respectively, are located directly across Mt. Vernon Street from the housing development. About two hundred children attend these schools, some of which are Columbia Point residents and some of which are bussed into these schools. St. Christopher's Roman Catholic Church on Mt. Vernon Street is adjacent to the schools.

- d. Morrissey Boulevard Business Facilities 30.5 acres

First National Bank's computer facility is located between Mt. Vernon Street and Morrissey Boulevard. It now occupies its own buildings and the renovated former broadcast facilities of Station WHDH, and currently employs 1,800 individuals on a full-time basis. Employment at this facility has been growing steadily since 1970.

Also located on the Columbia Point peninsula, at the extreme southern edge, is the main office and printing plant of The Boston Globe. The Globe currently employs almost 2,400 individuals.

Several other small retail and manufacturing facilities round out the list of existing economic interests on the Columbia Point Peninsula.

e. State Archives

5 acres

The Commonwealth has reserved a 5-acre parcel next to the University of Massachusetts as the site for the \$19 million State Archives building. Construction is expected to start in early spring 1982 and to be completed in two and a half years.

C. Design Guidelines

This section will expand upon the fundamental physical design guidelines outlined in Section II.A for those components of the redevelopment program that the Three Parties have discussed in greater depth. It provides more detailed guidelines about the size, siting, density, and accessibility of the housing, open space and retail development on the peninsula. The particular disposition parcels (see Map _____) to which the specific guidelines apply are described also. It should be noted that these parcels are not the same as the acquisition parcels (map _____). The guidelines applicable to particular acquisition parcels are suitable for incorporation into an urban renewal plan, but, like the general design guidelines, they are subject to modification in light of the selected developer's proposal and further study by the Three Parties.

1. Housing Development

The Columbia Point Development will include approximately 2,000 units of housing, which will create a density of roughly 30 units per acre on those parcels devoted to housing. Although the 1,500 units presently located on the BHA site create an extremely dense development, the peninsula can easily accommodate 2,000 dwelling units if they are scattered throughout the redevelopment site. Density can further be reduced by scaling down several of the existing seven story structures to three or four stories, and through selective demolition.

The predominant building type for large families should be two to four story townhouse or rowhouse structures, or duplexes created in the rehabilitated low-rise buildings. This design will enable children to move freely between their homes and outdoor recreational space provided in the development. Safety and security, vital to current residents, will also be enhanced by minimizing the use of corridors and reducing the total number of dwelling units per building. Elderly units ought to be located in midrise structures on the eastern end of the current public housing site.

a. Low Rise Structures

Low rise structures intended for large families should be primarily two to four stories. They can be created by scaling down 7-story buildings and rehabilitating existing 4-story buildings, or by new construction. The renovated family units will be designed to provide direct ground access, separate entrances and private yards. Current Columbia Point residents have indicated a strong preference for duplex designs in the three to six bedroom apartments (Appendix _____, Residents Need Survey). The desire for a

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duplex design, as well as other preferences cited by current tenants should be incorporated into the design to the greatest extent possible.

Parking should be provided within the immediate vicinity of the housing units, to ensure safety. A minimum of one space per dwelling unit will be necessary to meet resident needs.

b. Mid-Rise Structures

Housing for adults and elderly may be mid-rise structures, with the provision of recreation spaces on the ground level or on the roofs of the buildings. All mid-rise buildings must have barrier-free wheelchair access, and at least one car space must be provided for each family dwelling or $\frac{1}{2}$ for each elderly dwelling. There should be direct vehicular access to the front door of all mid-rise buildings and parking within 100 feet.

c. Interior Design of Units

The existing apartments at Columbia Point are small flats, about half the size of MHFA's current minimum standards. The apartments with three or more bedrooms are especially inadequate in kitchen, dining, living, bathroom and storage spaces. Further, the heating controls are extremely limited and significant energy is wasted through overheating of apartments.

The interiors of the dwellings would have to be gutted and redesigned to create units which at least meet current MHFA and HUD standards while conforming to guidelines outlined in the Resident Needs Survey (Appendix ____). Fortunately, the interior walls are not load bearing, so that the interior partitions can be removed and redesigned to provide apartments of adequate size. It is anticipated that rehabilitated units will be about 10% larger than the new units in order to fit within the present buildings and allow adequate means of access and egress.

Buildings which will remain and be used for the elderly are also to be rehabilitated to MHFA and HUD standards for one and two bedroom apartments. The layout of these apartments and the provision of common space areas and private balconies should also follow the guidelines developed in the Resident Needs Survey (Appendix ____). Elevator systems must be replaced and stairs should be rebuilt to a width suitable for wheelchairs or stretchers. At least 10% of the units should be made fully barrier-free for handicapped persons.

d. Housing Parcel Guidelines

The specific parcels described below, and shown by number on Map ____, Disposition Parcels, are those which the Three Parties envision as residential sites. Included within the permitted uses for each are those ancillary uses which are customarily incident to resident uses and the permitted use of the adjacent parcels.

Disposition Parcel Number 1

Proposed Uses: Residential, local retail, laundry or dry cleaning plant, office, and public park or recreation space.

Proposed Maximum Height: 30 feet

Proposed Vehicular Access: From Mt. Vernon Street

Other Guidelines: Minimum set-back from Mt. Vernon Street of 20 feet.

Disposition Parcel Number 2

Proposed Uses: Residential, open space, office, recreation and parking.

Proposed Maximum Height: 50 feet

Proposed Vehicular Access: From Mt. Vernon Street and U/Mass access road.

Other Guidelines: Public right-of-way easement for road connecting Mt. Vernon Street and U/Mass access road. Minimum set-back from street of 20 feet. Landscaping to conform to proposed Mt. Vernon Street treatment.

Disposition Parcel Number 4

Proposed Uses: Residential, retail, office and institutional facilities.

Proposed Maximum Height: 60 feet

Proposed Vehicular Access: From U/Mass access road and an extended Mt. Vernon Street.

Other Guidelines: Landscaped buffer along northerly edge. Pedestrian easement along City of Boston sewer easement. Facade design(s) should be compatible with Pumphouse.

Disposition Parcel Number 5

Proposed Uses: Residential, local retail, office, eating places for on premises consumption, conference center and boat basin.

Proposed Maximum Height: 70 feet

Proposed Vehicular Access: From an extended Mt. Vernon Street and U/Mass access road.

Other Guidelines: Landscaped buffer 100 to 200 feet wide with pedestrian easement along westerly sideline of Kennedy Library extending from Dorchester Bay to City of Boston sewer easement. Reserve visual easement from Kennedy Library to Dorchester Bay. Buildings should be compatible in style to the Kennedy Library.

Disposition Parcel Number 6

Proposed Uses: Residential with ancillary parking and convenience retail.

Proposed Maximum Height: 70 feet

Proposed Vehicular Access: From an extended Mt. Vernon Street.

Other Guidelines: Pedestrian easement from Calf Pasture Pumping Station to Dorchester Bay.

Disposition Parcel Number 7

Proposed Uses: Residential with ancillary convenience retail and parking.

Proposed Maximum Height: 40 feet

Proposed Vehicular Access: From Mt. Vernon Street

Other Guidelines: None

Disposition Parcel Number 8

Proposed Uses: Residential and neighborhood social services with ancillary parking, recreation space and convenience retail.

Proposed Maximum Height: 80 feet

Proposed Vehicular Access: From Mt. Vernon Street

Other Guidelines: Extent of demolition and disposition to a developer must be approved by the U.S. Department of Housing and Urban Development, Boston Housing Authority, Columbia Point Community Task Force, Inc., and Boston Redevelopment Authority.

Disposition Parcel Number 9

Proposed Uses: Residential, local retail, restaurant and office with ancillary parking and recreation space.

Proposed Maximum Height: 80 feet

Proposed Vehicular Access: From Day Boulevard and/or Mt. Vernon Street.

Other Guidelines: Pedestrian easement from retail center proposed in Parcel Number 10 to Dorchester Bay.

Disposition Parcel Number 13

Proposed Uses: Residential, local retail, restaurant and office with ancillary parking and recreation space.

Proposed Maximum Height: 80 feet

Proposed Vehicular Access: From Mt. Vernon Street

Other Guidelines: Pedestrian easement from retail center proposed in Parcel Number 10 to Dorchester Bay.

2. Circulation

It should be possible to operate a public bus along a continuous route which serves the entire community, the University of Massachusetts, and connects to the Columbia MBTA Station, major shopping areas and regional facilities.

The pedestrian environment along Mt. Vernon Street should be improved by the addition of trees, benches and other pedestrian amenities. There should be safe and direct pedestrian access to the waterfront, community facilities, Bayside Mall and the open space system from all buildings.

3. Open Space

Playlots for pre-school children should be in close proximity to family dwelling units, not across any vehicular way, and be overlooked by several apartment windows, to enhance safety. Similarly, playgrounds for grammar school children should be provided within the residential areas. Landscaping should include benches and grassy areas near both elderly and family units to promote interaction between residents.

4. Bayside Mall Design Guidelines

The acquisition parcels which presently contain the Bayside Mall have been severed into three disposition parcels to differentiate between the design guidelines which should dictate their development, thereby promoting the highest and best use on each site. Parcel 9, on the water's edge and to the rear of the existing Bayside Mall buildings, is proposed as an adult residential site. A density in excess of 30 units per acre will be permitted on the site due to its unique location. Parcel 10, to the north of Mt. Vernon Street and to the west of and immediately adjacent to the BHA housing parcel, will be the site of the revitalized Bayside Mall. Parcel 11, currently the site of the Boston Teachers Union building, is likely to be retained for that purpose.

With the exception of buildings ____ and 4 (see Map ____), existing buildings on the parcels owned by John Hancock Insurance Company are structurally sound and well suited for a revitalized retail mall development. New openings, additions in the form of an enclosed interior mall and storefronts will be permitted. New buildings should be compatible in massing and exterior treatment with the existing structures and shall be physically integrated into the mall.

A minimum of 450 parking spaces will be necessary for the proposed retail uses, it is believed, with an additional requirement of 150 spaces to accommodate a discount department store. The Boston Teachers Union, currently housed on the Bayside Mall site, is expected to remain and will require 100 parking spaces. Parking should be accessible from Mt. Vernon Street with clear entry and exit points. Circulation within the parking area should be simple and allow for easy pedestrian access from parked cars to store entrances. Parking should be visually screened from nearby residential areas through the use of trees and shrubbery. However, safety and security must be the prime considerations in the location of the parking spaces, the use of landscaping to enclose the parking area, and in the provision of lighting.

The shopping center should be accessible by all modes of surface transportation from Mt. Vernon Street. Vehicle exit and entry points from the residential area will be discouraged. Pedestrian access from public transportation, surrounding offices and residential areas should be provided.

Service access to stores from Mt. Vernon Street should be separated from automobile and pedestrian traffic both within the shopping center and in the surrounding areas. Again, though service areas should be screened from adjacent residential areas, a sensitivity to safety must dominate the design of visual and noise barriers.

There should be a row of trees planted along the edges of the shopping center to screen the surrounding areas from undesirable noise and to visually improve the appearance of the center. Benches should be installed along major pedestrian circulation routes and in the enclosed mall.

a. Bayside Mall Parcel Guidelines

Disposition Parcel Number 10

Proposed Uses: General retail and office with ancillary parking.

Proposed Maximum Height: 30 feet.

Proposed Vehicular Access: From Mt. Vernon Street.

Other Guidelines: Pedestrian easement from Mt. Vernon Street to housing in Parcel Number 9.

Disposition Parcel Number 11

Proposed Uses: Office, meeting facilities and parking.

Proposed Maximum Height: 30 feet.

Proposed Vehicular Access: From Day Boulevard.

Other Guidelines: None.

4. Other Parcel Guidelines

Disposition Parcel Number 3 - Pumphouse

Proposed Uses: Local retail, commercial, community, university and service facilities, office and ancillary parking.

Proposed Maximum Height: 60 feet.

Proposed Vehicular Access: From extended Mt. Vernon Street and U/Mass access road.

Other Guidelines: Pedestrian easements at grade along City of Boston sewer easement and pedestrian bridge to U/Mass gymnasium building. Landscaping to conform to proposed Mt. Vernon Street treatment.

Disposition Parcel Number 12

Proposed Uses: Commuter parking, transit terminal, office and general retail businesses.

Proposed Maximum Height: 70 Feet.

Proposed Vehicular Access: From Columbia Road and Mt. Vernon Street.

Other Guidelines: Pedestrian easements from Mt. Vernon Street, Columbia Road and Mosley Street to the MBTA Station.

5. Preliminary Site Plan

The Preliminary Site Plan (See Map ___) has been designed to provide a visual representation of the goals of the Three Parties in the revitalization of Columbia Point. This Site Plan illustrates how approximately 2,000 units of new and rehabilitated housing, meeting the basic program requirements set forth above, might be developed on the peninsula to create a mixed income community. It is intended that the designated developer employ the Preliminary Site Plan as a starting point for the creation of the residential community we hope to achieve at Columbia Point.

D. Development Guidelines

It is apparent in a project such as Columbia Point that the skill and sensitivity with which the development is phased is one of the most critical elements to the overall success of the new community. In this case, the developer must be aware that not only is the proper phasing of demolition, construction and renovation key, but even more important is the integration and phasing of management elements with construction elements.

Some guidelines which should direct the developer's considerations on phasing are as follows:

1. The approximately 2,000 new and renovated housing units should be developed so that each phase is comprised of one-third low-income, one-third moderate-income and one-third market-rate units. This is to assure that at no time will the new development acquire an image of being either predominantly low-income or predominantly high-income and that each development stage will represent, on a smaller scale, the final community profile.
2. The existing tenants cannot be displaced and should be accommodated in new or renovated housing units as soon as possible and, if practicable, in only one move.
3. The start of physical construction should be preceded by a number of management changes and improvements: the developer's assumption of management responsibility of the existing public housing units; planning for the provision of necessary social service and employment programs for tenants; improvements in the delivery of city services to the area; major efforts, including a strong public/private market plan to alter the present negative public image of Columbia Point as a place to live.
4. The provision of ancillary facilities - retail, commercial and recreational - should be carefully phased with the development of housing units. The phasing of the redevelopment of the Bayside Mall is especially important, as it will supply much needed local retail services to residents. The timely development of the waterfront area is also critical to the marketability of the residential units, especially the market-rate units.

The phasing of physical construction will depend to a great extent on the availability of various parcels at appropriate times. It can be assumed that Phase I will occur all or in part on the present BHA site, where the Urban Initiative dollars must be spent as soon as possible, and on contiguous Parcels 2, 5, 6, 7, 9 and 10. It is anticipated that a phasing plan will be made part of the final disposition agreements, which will include a series of outside deadlines for completion of the various phases.

SECTION III
ROLES AND RESPONSIBILITIES

A. Responsibilities of the Private Developer

The private development team must be the catalyst in bringing about the comprehensive redevelopment of Columbia Point. This role will require tremendous creativity, leadership and enterprise to coordinate the many institutions, groups and government agencies whose support will be necessary to obtain financing, subsidies and other public commitments, land, and other elements essential to the redevelopment. In addition to the unusual demands created by the necessity of coordinating a large number of public and private organizations, the private development team must overcome the stigma of the current public housing development to create an attractive residential community with a racial and income mix of residents. This also will demand unusual creativity and skill.

The private development team will have several specific responsibilities in addition to its general responsibility of sparking the redevelopment. First, with the Task Force as co-developer, it will be expected to develop and manage, in accordance with the requirements and guidelines set forth in this Kit, the housing to be built or renovated. The co-developers will plan, design and rehabilitate or construct the housing units (see, however, the discussion of use of the Urban Initiatives funds for construction). The co-developers will also be expected to enter into a contract with the BHA for the interim management of the development as soon as possible (subject to funding from the BHA), but no later than is necessary to achieve demonstrated success in improving maintenance, security and other services prior to the marketing of new or renovated units. Finally, the co-developers will be expected to participate in the community employment activities described in this Kit.

The co-developers' responsibilities will extend beyond the housing as well. They will be expected to manage and maintain those recreational facilities which generate income (e.g. the boat basin) and, if city, state or federal funding can be secured, those which are open to the public for little or no charge (e.g. the waterfront park, other recreation areas, or public streets). Depending upon the availability of public funds and the importance of infrastructure improvements and amenities to the successful marketing of the development, the co-developers may be required to provide certain of these improvements and amenities as well.

The co-developers will have the option to develop or operate the commercial and/or community facilities proposed for the pumphouse, and the shopping facilities proposed for the Bayside Mall. The selected private developer will have the active support of the BRA, BHA and Task Force in negotiations with the current owners for these two parcels.

B. The Roles and Responsibilities of the Three Parties

The Boston Housing Authority, the Boston Redevelopment Authority and the Columbia Point Task Force, Inc. have been involved for a number of years in planning for the revitalization of Columbia Point (see the Columbia Point

Peninsula Redevelopment Agreement included as an Appendix). They will continue to play certain roles and to have certain individual and joint responsibilities as the project proceeds.

1. The Role and Responsibilities of the Boston Housing Authority

The Boston Housing Authority is responsible for providing decent, safe and sanitary housing for current and future low-income residents at Columbia Point. Given the history of management and maintenance problems, the BHA has concluded that a mixed-income redevelopment is the best way to provide such housing at Columbia Point. To fulfill its responsibilities to public housing-eligible low-income people, however, the BHA must ensure that they remain a substantial proportion of the population of Columbia Point over both the short and the long term.

In February, 1980 a Receiver was appointed to run the BHA by the Suffolk Superior Court at the request of the plaintiff tenants in the case of Perez v. Boston Housing Authority. The Receiver is fully authorized to conduct the operations of the BHA under the general supervision of the Court. This includes authority to dispose of real property, subject to the Court's approval.

The Boston Housing Authority will participate actively throughout the redevelopment process. It will be primarily responsible for the following activities:

- a. The granting of final designation to a private developer for all portions of the BHA site.
- b. The request to HUD that portions of the BHA site be declared surplus and thus available to the co-developers.
- c. The sale or lease to the co-developers of BHA land and buildings, on and in which new or renovated privately-owned housing will be located.
- d. The entering into a contract with the private developer for design services for unit rehabilitation and other improvements with HUD Urban Initiatives funds.
- e. The continuing ownership of the units and/or buildings improved with Urban Initiatives funds, the contracting for management services for them with the management agent of the co-developers (see the standard BHA management contract included as an appendix) and continuing monitoring of these services.
- f. The entering into an interim management contract with the management entity of the private developer for the entire BHA site.
- g. The provision of interim relocation housing in BHA units for current residents during the development process.

- h. The payment of relocation costs for moving the present tenants to new or renovated housing units.
- i. Participation in the tenant selection process for the low-income units in the redeveloped Columbia Point. The BHA's role, for example, may be to supply names of persons on its waiting list to the pool from which Columbia Point residents are selected. It will not, however, actually select tenants.
- j. The determination, after close consultation with the co-developers, of the most appropriate use of the Urban Initiatives funds.
- k. Pursuant to a mutually satisfactory cooperation agreement with the BRA, participation in developing, seeking the required public approvals of, and executing an urban renewal plan for the northern portion of the peninsula.

2. The Role and Responsibilities of the Boston Redevelopment Authority

The Boston Redevelopment Authority is responsible for large scale housing and commercial development and planning activities in the City of Boston. While many of its projects have been funded in the past by the federal urban renewal program, more recently development funding has come from Community Development Block Grants and from several federal agencies. Chapter 121B of the Massachusetts General Laws also provides authority to carry out urban renewal activities without federal aid, so that local funding is also utilized. In addition, the BRA is empowered to approve applications for the formation of non-profit, limited dividend corporate entities under Chapter 121A of the Massachusetts General Laws and the BRA has been designated as the City agency responsible for administering the Commercial Area Revitalization District (CARD) program.

The BRA will be primarily responsible for the following activities at Columbia Point.

- a. The preparation, pursuant to a cooperation agreement with the BHA, of an urban renewal redevelopment plan under Chapter 121B for the area of the Columbia Point peninsula north of Mt. Vernon Street.
- b. The assembly of private development parcels for disposition to the co-developers, if they have been unable to reach an agreement for their acquisition with the owner.
- c. Continuing planning and design review for the project area, pursuant to the BRA-BHA cooperation agreement.
- d. The provision of certain necessary physical improvements either through City/BRA funds or through funds applied for and received from state or federal agencies. These might include all or part of:
 - 1. the engineering and construction of public infrastructure improvements, including streets, sidewalks and utilities; and

2. the engineering and construction of the waterfront recreational areas, including the waterfront walk, beach and boat basin.
 - e. Planning, design and implementation coordination with other public agencies, including:
 1. transportation planning with the MDC, Mass DPW and the MBTA;
 2. coordination of channel and boat basin improvements with local, state and federal agencies; and
 3. coordination of sewer and water main planning and construction with the MDC and BWSC.
 - f. Coordination of Columbia Point redevelopment with adjoining communities.
 - g. Review and approval of all 121A designations and of CARD financing for both commercial and residential projects.
 - h. The convening of the peninsula-wide Planning Advisory Committee consisting of representatives of the Task Force, BHA, existing peninsula businesses and institutions and adjoining neighborhoods.
3. The Role and Responsibilities of the Columbia Point Community Task Force

a. Overall Roles

The Columbia Point Community Task Force is the elected representative body for all residents of Columbia Point and will play a major role in the redevelopment of the peninsula to insure that the needs of current and future residents are met.

The Task Force will have two major roles: one as co-developer with the private developer, the other, at the present, as representative of the current residents, and in the new development, as representative of all persons living at Columbia Point regardless of income.

The nature of the relationship between the private developer and the Task Force will be one of partnership. The BRA and BHA will make a tentative designation of the private developer and Task Force as co-developers only after the private developer and Task Force have agreed to the terms of a preliminary partnership agreement; and a final designation, only after they have entered into a final partnership agreement. The objective of these agreements is to work out the most effective arrangement in carrying out the goals and requirements of the development.

b. Co-Developer Role

At present the Task Force foresees five principal responsibilities as co-developer: (1) a direct participant in making development decisions as they relate to living conditions and to the achievement of the integrated, mixed income, family housing requirements; (2) an active involvement in management through direct employment of tenants, through participation in setting management policies and settling grievances; (3) a fund raising role in developing programs in areas of social services, health and training; (4) oversight of affirmative action in the hiring and recruitment of tenants through finalization of the affirmative action plans; and (5) oversight of social and community services in order to insure that such services remain responsive to the needs of all residents.

c. Development Planning Role

In order to ensure that current low-income residents of Columbia Point maintain a strong voice concerning the housing redevelopment process until it is largely complete, the Task Force will appoint a development committee. The committee will oversee negotiations on the joint planning agreement and partnership agreement with the private developer and will work with the private developer in preparing applications for subsidy and special tax treatment and disposition and management agreements. The committee will be comprised of two-thirds low-income members until the housing development is 95% complete. The development committee will not, however, have authority over day-to-day management and operation. On those issues, the Task Force role will be exercised by the full Task Force, representing all income groups.

In connection with its responsibility in making development decisions as defined above, the Task Force as co-developer has particular concern with the following items and would anticipate working cooperatively with the private developer in addressing these items.

1. Financing and subsidy alternatives to extent they affect housing mix, rent levels and phasing;
2. Final housing mix (including income levels, racial composition, and size of units) and phasing plan to the extent they are important to achieve a strong, diverse, integrated community with a focus on families with children;
3. Construction budget alternatives affecting the above;
4. Marketing approach especially as it relates to tenant concerns (a) to achieve mixed income and integrated housing and (b) to attract public housing eligible tenants with relevant skills and experience;
5. Design treatment especially as it relates to living conditions of tenants and to space designated for recreational and community use;

6. Final affirmative action plan covering training and employment of public housing eligible tenants and minority persons by developer, construction contractors, consultants, and management company;
 7. Allocation of \$10 million Urban Initiative money (UI\$) paired with other public and private funds in connection with the initial phase of the development;
 8. Agreement on allocation of syndication proceeds or other profits in consideration of the responsibilities carried out by the Task Force to cover amenities, to make possible lower rents and to pay for tenant services;
 9. Urban renewal or other government controlled land use and financing plan before submission to governmental bodies for approval;
 10. Terms of modification of public housing project to be submitted to BHA and HUD for approval;
 11. Terms of interim management agreement with private management company;
 12. All objectives and policies for management, security and social services including without limitation resident hiring, rent determinations, resident selection and transfer, and evictions.
- d. Development Budget for Housing Related Services and Task Force Operations

As part of the preliminary partnership agreement, the Task Force and private developer will draw up a preliminary overall budget; and as part of the final partnership agreement, a final budget. Included in the budget will be staffing and other expenses for the rehousing, marketing and rental offices; for recruitment, training, security, community services and planning and referral for social services; and for the operation of the Task Force. The Task Force will endeavor to raise from government, private foundations and other charitable grant-making sources funds to cover the initial planning and start-up of social and training services.

e. Profit Sharing

The goal of the Task Force is through the raising of money for some of the functions and activities described above, through past planning and negotiation efforts leading to the preparation of this Kit, and through the commitment of time and expertise in the future planning and implementation of the development that there shall be an equitable sharing of the profits from the development as between community objectives and the private developer's objectives. The Task Force shall have the primary responsibility for determining and prioritizing resident needs. In cooperation with the private co-developer, the Task Force will prepare and keep up-to-date a set of community objectives for the development. A provision implementing this equitable sharing principle shall be contained in the joint planning and partnership agreements.

f. Community Representative

In its role as the community representative, the Task Force will represent all residents of Columbia Point regardless of income group. To ensure this, the statement of purposes in the Task Force's Articles of Organization will be broadened to reflect its representation of market and moderate income residents, so long as the Task Force's Section 501(c)(3) federal tax-exemption is not endangered. The By-Laws will be revised to make all residents of Columbia Point members of the Task Force. Future residents will become members when they move in. The Board of Directors will be elected by the Task Force. However, the number of low, moderate, and market income directors will be proportional to numbers of such respective groups in the Columbia Point residential population.

SECTION IV
PUBLIC SUPPORT OF THE PRIVATE DEVELOPMENT PROGRAM

IV. PUBLIC SUPPORT OF THE PRIVATE DEVELOPMENT PROGRAM

There are several significant elements of public support of the redevelopment program that are already in place. This section describes those elements and the conditions that will apply to them. It also describes the proposed urban renewal plan, the status of current public improvements and proposed upgrading of them. Finally, other potential public funding sources are outlined.

A. Boston Housing Authority

1. Urban Initiatives Funds

The Boston Housing Authority was awarded \$10 million for modernization of Columbia Point under the U.S. Department of Housing and Urban Development's Urban Initiatives Program in September of 1978. In addition, the BHA has some \$500,000 to \$600,000 remaining unspent from earlier modernization grants. The BHA, Task Force and BRA, as well as HUD, wish to use this money as quickly as possible after tentative developer designation. Two major interrelated areas of uncertainty must be resolved, however, before work can begin with the Urban Initiatives funds - the exact uses to which the money is to be put and the regulatory requirements that will apply.

The Department of Housing and Urban Development will have to approve the physical use of the Urban Initiatives funds, and determine the applicability of other crucial regulatory requirements. The use of the money customarily is governed by the Modernization statute and regulations (see HUD Modernization Handbook No. 7485.9). These sources contain several important restrictions on what the money is used for and how it is used. First, the money must be used for a public housing project (for eligible work items as defined in the regulations). Second, the project must remain in BHA ownership for 20 years. Third, the competitive bid process established by state law (M.G.L. c. 149) must be followed.

The first requirement could not be waived or otherwise modified because it is a statutory requirement. The regulations, however, allow a fairly broad range of uses, including landscaping, major repair of utility systems, moving costs of residents and architectural fees, as well as apartment rehabilitation. The second theoretically could be partly waived (e.g., by shortening the time period) for good cause, under 24 CFR 899.101, as it is contained in regulations rather than statute. The third requirement is also contained in regulations, but mere waiver would not be sufficient to overcome state law. HUD would have to require a procedure that is inconsistent with State competitive bid requirements.

The parties believe that these regulatory requirements must be modified somewhat if the Urban Initiatives funds are to be effectively used to promote a successful redevelopment. The entire redevelopment effort should be treated as public housing modernization so that funds spent on systems or other items that serve the whole development are allowable. Maximum flexibility in mixing public housing units among other units must be allowed. Finally, the parties anticipate that some or all of the remaining outstanding debt for construction or modernization of the

development will need to be restructured or forgiven. The BHA has begun to discuss these issues with HUD. The selected developer should be prepared to participate in these negotiations.

The parties have explored possible uses for the Urban Initiatives funds among themselves, but realize that the use of the money must be consistent with the site and financing plan for the rest of the redeveloped housing. Therefore, final plans for use of the funds must be developed with the selected private developer.

Nevertheless, prospective developers should keep in mind the principles that the Three Parties believe should govern the use of the Urban Initiatives money. First, it should be used as quickly as possible after tentative developer designation. Second, it should be used to leverage private or other subsidized financing for housing redevelopment. Third, the use of the money should not create an enclave of public housing units and should promote, or at least be consistent with, the overall mixed-income redevelopment of the peninsula.

The parties have identified three uses of the Urban Initiatives Fund which would be both consistent with the principles set forth above and the overall redevelopment plan for Columbia Point. First, the money could be expended to provide for elderly housing units on the BHA site. The buildings in which elderly units would probably be located-- Buildings 12, 20 and/or 24 on the eastern end of the current public housing development--are largely vacant and this expenditure could therefore proceed without delay.

The second possible use of the Urban Initiatives Fund would be to provide family housing throughout the BHA parcel, mixed with family units for other economic groups. This would enable the developer to rehabilitate the existing buildings during the initial portion of the Phase 1 development and thereby ensure an integrated mixed-income community at Columbia Point from the outset.

Third, the monies could be used to pay for general improvements to the BHA site, including activities such as demolition, site work, heating and other systems improvements, which would clearly provide the necessary preliminary support for the provision of low, moderate and market rate housing.

2. Disposition of the Public Housing Site

The BHA expects to dispose of portions of the public housing site, including some of the existing public housing buildings or the land on which they are located, or both, to the co-developers. The exact mechanism for and terms of such disposition will be negotiated with the co-developers in the context of the final financing and development plan. For example, the BHA might sell some of the buildings and lease the land for a long term. The disposition agreements will contain strict safeguards to ensure that a number of units for low-income persons is maintained whether privately or publicly owned. In addition, HUD must approve all aspects of the disposition.

The price of such disposition (as well as the possible later disposition of other publicly owned property) cannot be determined at this time, as it will depend upon the use of the land or buildings prescribed by the final development plan. However, the Three Parties anticipate that the cost of the land would be set at an amount to ensure that the development is feasible.

One component of the cost of the BHA land would ordinarily consist of funds sufficient to permit the BHA to repay the outstanding debt associated with HUD's original financing of that portion of the public housing project. However, HUD is statutorily authorized to make alternative arrangements for the retirement of such debt in connection with an approved closeout or modification of a public housing project. The BHA is prepared to request partial or total HUD forgiveness of the debt, if essential to the financial feasibility of the development.

Any portion of the existing public housing project that remains as conventional public housing in BHA ownership will continue to receive annual contributions from HUD for debt service and operating subsidy.

3. Interim and Continuing Management Support

The co-developer's interim management of the entire development and their permanent management of the units that continue to be owned by the BHA will be based on the BHA's standard private management contract (included as an Appendix). Payment to the co-developers is based on the number of occupied and unoccupied units, with an incentive for keeping units occupied. Payment will come from Columbia Point's pro rata share of operating funds the BHA receives from HUD under the Performance Funding System (PFS), or such other method of determining the BHA's operating subsidy as is then in effect.

If, prior to interim private management, the operating subsidies that the BHA is able to provide are determined to be insufficient to maintain the development adequately, the Three Parties will request further operating subsidy from HUD.

B. Boston Redevelopment Authority

1. Urban Renewal Plan

Following Tentative Developer Selection, the BRA will proceed to seek approval of an Urban Renewal Plan under Chapter 121B of the Massachusetts General Laws. This plan will reflect the project as agreed to by the developer, the Task Force, the BHA and BRA and will include a cooperation agreement between the BRA and BHA. Approval of the Plan is required from the BRA Board, the Boston City Council, the Mayor and the Massachusetts Executive Office of Communities and Development.

The process of plan approval will entail the establishment of a Project Advisory Committee for Columbia Point. The Committee will be made up of representation from the Task Force, institutions on the peninsula, and the adjoining Boston neighborhoods. The committee will advise the BRA on all aspects of the Plan and its implementation.

It is expected that the Plan approval process will begin following Tentative Designation and proceed simultaneously with the planning and financing of the first phase of the project. Approval will provide the authority necessary for the BRA to make final designations, to assemble and convey land, and will provide the basis for city loan authorizations committing necessary local funds to the project.

C. Public Improvements

Improvements to the existing infrastructure, circulation system and waterfront properties are envisioned as part of the redevelopment plan for Columbia Point. Toward this end, the City of Boston has committed \$1 million as its contribution to the Urban Initiatives program, and will continue to work with the Boston Housing Authority, Metropolitan District Commission, Boston Water and Sewer Commission and other relevant public agencies to identify and obtain additional funding from public sources. However, in light of the current funding atmosphere at the federal, state and local levels, strong consideration must be given to retaining the existing infrastructure on the peninsula, wherever feasible. In the event of a shortfall in public funding, the designated developer may be asked to assist in financing public improvements essential to the redevelopment effort.

1. Utilities

a. Watermains

The existing watermains to the peninsula are believed by the BWSC to be adequate to serve current and foreseeable future fire requirements at Columbia Point.

b. Interceptor Sewer

The Boston Main Interceptor Sewer, which is located under Mount Vernon Street, collects both sanitary and storm sewerage generated at Columbia Point. While this sewer, which inverts towards the Calf Pasture Pumping Station, used to serve the entire City of Boston, it is presently used only during wet weather when the Deer Island Sewer Treatment Plant is unable to handle storm surcharges. Therefore, during wet weather, both the surplus sewerage and the untreated sanitary sewerage which has settled in the Mount Vernon Street sewer line enroute to Deer Island is discharged, untreated, into Quincy Bay.

Construction of a new Columbia Point Interceptor Sewer, with an invert toward the Columbus Park Head Works, has been favored by the EPA to allow for separate treatment of storm and sanitary sewerage generated at Columbia Point. The BWSC negotiated an engineering design contract with Camp, Dresser, and McKee, Inc., for preparation of a new interceptor sewer for sanitary sewerage. A \$4 million grant application was submitted to the EPA State Office of Water Pollution Control by the BWSC in April, 1981 and full funding is anticipated. According to the current schedule, construction of the new interceptor sewer will begin in September, 1981. The grant will also be used for sewer replacement work under certain sections Monticello Street.

c. Combined Sewer Overflow Detention Tank

The MDC has retained Camp Dresser and McKee, Inc., to study alternative methods of reducing the pollution in Dorchester and Quincy Bays, which results from the release of combined sewer overflows during wet weather. Camp, Dresser and McKee has found that combined sewer overflow relief will require the construction of a holding tank underground at Carson Beach Park. The project will result in significantly improved water quality in the Old Harbor Area.

Design of the detention tank is scheduled to begin in early 1983, with construction targeted for the Spring of 1985. Once underway, construction of the detention tank is expected to require two years for completion, at a cost of approximately \$30 million. The funding source for this project has not been identified to date, and the exact location of the detention tank has not yet been finally determined.

d. Local Water and Sewer Distribution Lines

Expansion of the existing local water and sewer distribution systems on the peninsula will be necessary to serve presently underdeveloped land parcels. In addition, depending upon what changes are made to the local traffic circulation system, existing local water distribution and sewer collection lines within the BHA land parcel may have to be relocated or reconstructed. The extent to which alterations are necessary will depend, in part, on the developer's plan for the redevelopment area and the intensity of the proposed development on the site.

2. Traffic Improvements

a. Columbia Point Bridge and Mount Vernon Street Bridge

The engineering firm of Andrew Christo Associates has been retained by the MDC to prepare plans for the reconstruction of the Columbia Road Bridge over the railroad tracks and the Mount Vernon Street Bridge. Project construction, which will be funded by the MDC at an anticipated cost of \$3.8 million, is scheduled to begin in June, 1981.

b. Local Access Improvements

Internal circulation improvements are directly related to development decisions about use, site design, access and movement through particular development parcels and depend upon finalization of future private investment plans. The BRA, the BHA and all other relevant agencies will work with the designated developer to identify public funding sources to implement the required improvements.

3. Waterfront Improvements

The waterfront improvements described earlier will require sizable funding over the next five years since the existing shoreline and recreational facilities are in deteriorated condition. The total cost of the waterfront development is estimated at approximately \$9 million. It is anticipated that the MDC will acquire the waterfront property and finance its redevelopment.

The MDC has submitted legislation for acquisition of the land along the Carson Beach and Columbia Point waterfront for waterfront park development. The specific boundaries would be: Parcel I - "A 200 foot wide strip of land bounded by the highwater mark on the ocean side and running along Carson Beach in South Boston from the southern end of the beach to the boundary of the JFK Library site"; and Parcel II - "A strip of land 200 feet wide running along Day Boulevard between Shore Drive and Castle Island in South Boston." In addition, efforts are currently underway to identify other funding sources for this aspect of the redevelopment plan.

D. Other Potential Funding Sources

The City's usual contribution to a project of this sort has been to provide the public improvements necessary to support the new level of development, whether increased or upgraded. These public improvements have traditionally included: streets and sidewalks, utilities, and public open space such as parks, playgrounds, plaza, and walkways. The City intends at Columbia Point to fund similar improvements either through its own or other local funds (City capital budget, 121B project loan order, tax increment financing, Community Development Block Grant, or Boston Water and Sewer Commission funds) or to seek state and/or federal funds for them (UDAG, Urban Systems for streets and sidewalks, Environmental Protection Agency for utilities, or Metropolitan District Commission for parks and open spaces).

While the final determination regarding project financing mechanisms will be left to the designated developer, six programs are highlighted in this section and are recommended for further investigation.

1. Urban Development Action Grants

The Urban Development Action Grant (UDAG) Program was created in 1978 to provide assistance to financially distressed localities. While the City must be the direct UDAG applicant, non-profit and private for-profit entities may carry out a UDAG funded project or be the recipient of UDAG funds passed through the City. Designed as a program to encourage investment and revitalize local economies, projects awarded UDAG monies must directly stimulate job creation and leverage approximately five times the grant amount in private investment.

UDAG funds can be used to write down project costs, reduce interest rates or fund private sector financing shortfalls. Any activity which is eligible under the Community Development Block Grant Program and supports one of the aforementioned project categories has been eligible, to date. Such activities include construction and rehabilitation of residential,

commercial and industrial property; construction and reconstruction of public facilities and infrastructure improvements; demolition and site clearance; and relocation.

The funding of housing-related activities may become more competitive in the near future, due to a shift in emphasis to favor economic development projects. The impact of this modification on local residential development projects, along with a proposal to transfer program administration responsibility to the states and reduce the total funding level, remains to be seen. However, the redevelopment of Columbia Point creates a unique opportunity for HUD to recycle its public housing stock, house both a racially and economically integrated community, stimulate job creation and contribute to the local tax base. The Three Parties will therefore assist the developer in exploring the potential for UDAG funding.

2. Tax Increment Financing

The state legislature is expected to enact a law which would authorize the use of tax increment financing in Massachusetts. If adopted, urban renewal agencies will be permitted to finance redevelopment and housing projects on the basis of the tax increment which is generated by the project. A city or town could borrow funds to finance a redevelopment project, and the principal and interest of the bonds or notes would be paid off by the increased taxes generated by the development. The locality would be guaranteed the original tax income generated prior to redevelopment, and would receive the additional tax revenue resulting from the project after the indebtedness has been paid off. Eligible activities would include any urban renewal, community renewal, relocation, rehabilitation, low rent housing or other project undertaken pursuant to the urban renewal statute (Chapter 121B).

3. Section 8 Assisted Housing Program

The Section 8 housing program provides federal assistance to both the landlord/ housing developer and the tenant by supplementing the tenant's rental payment. The Section 8 payment covers the difference between the HUD-established fair market rent for the area and 25% of the resident's household income. Section 8 unit allocations fall into one of four categories, including existing housing, moderate rehabilitation, substantial rehabilitation, and new construction.

Significant changes are expected in the Section 8 program for fiscal year '82, including fewer unit allocations and greater emphasis on the Section 8 existing housing program as compared to new construction and substantial rehabilitation commitments. This does not, however, preclude the possibility of obtaining Section 8 subsidies for the redevelopment of Columbia Point.

4. Massachusetts Housing Finance Agency

Massachusetts Housing Finance Agency (MHFA) subsidies can be obtained by non-profit or limited-profit entities for construction, rehabilitation and long term financing of multifamily rental housing units. At least 25% of the units in the project must be targeted to low income households. In addition, the Agency has financed six cooperatively owned low and

moderate income housing developments, and has recently submitted legislation to the State legislature to enable them to become involved in financing moderate rehabilitation projects. MHFA financing, with its emphasis on the creation of mixed income housing developments, would clearly be a potential resource for the designated Columbia Point developer.

5. Massachusetts Government Land Bank

The Massachusetts Government Land Bank (GLB) is an independent State agency which works on the redevelopment of state surplus, federal surplus, and "substandard, decadent, or blighted" properties. The GLB considers applications for both small and large industrial, commercial, residential, and mixed-use development. Applicants must be cities or towns. GLB now provides technical assistance and financing for a wide variety of redevelopment projects, including acquisition, rehabilitation and/or site/construction improvements. They are financed through \$40 million dollars in Massachusetts General Obligation Bonds, reducing the interest rate for municipalities.

6. Commercial Area Revitalization District (CARD)

Commercial property within designated Commercial Area Revitalization Districts (CARDs) is eligible for certain economic development incentives formerly available only to industrial enterprises. The Bayside Mall has received CARD designation from the City of Boston and the Commonwealth of Massachusetts, and can therefore avail itself of the following subsidy mechanisms:

- o Tax free industrial revenue bond financing for up to 100% of the costs of building expansion, renovation or new construction. Industrial Revenue Bonds are issued through EDIC/Boston's Industrial Development Financing Authority.
- o Mortgage insurance for up to 40% of the total project financing. This insurance may be applied to either conventional or industrial revenue bond financing. It is provided by the Massachusetts Industrial Finance Agency (MIFA).
- o Businesses in CARD's can take an Investment Tax Credit and an Urban Job Incentive Tax Credit.
- o State reimbursement for up to 70% of local government parking facility construction costs.

The eligibility of projects to obtain Industrial Revenue Bonds (IRB) or MIFA mortgage insurance is based on the credit worthiness of the firm, the financial strength of the proposed project, and conformance with the objectives of the CARD plan. Mortgage insurance will only be issued for projects involving the substantial renovation of existing buildings. Additionally, during the review of IRB proposals, it must be shown that the project will generate economic benefits for the community.

SECTION V
HIRING AND AFFIRMATIVE ACTION

A. Introduction

This section outlines strategies to be utilized by the co-developers (with the assistance of the BHA and BRA) which will address the two key problems identified by the Three Parties--racially imbalanced housing, and persistent unemployment at Columbia Point.

The Columbia Point public housing project is a racially imbalanced housing project. There are no non-minority families and only a few non-minority elderly persons. The proposed modification of the Columbia Point public housing project and introduction of private housing represents a unique opportunity to attain racial integration in this residential community in accordance with Title VIII of the Civil Rights Act of 1968.

The other key problem that has been identified, persistent unemployment at Columbia Point, can similarly be addressed during its modification. Section 3 of the Housing and Urban Development Act of 1968 requires that the developer, to the greatest extent feasible, provide opportunities for training and employment to the lower income residents of the project area.

In addition, it has been found by public agencies that construction work forces assigned to public housing construction and renovation projects (as well as construction projects generally in the City of Boston) have in the past been predominantly non-minority. It is the intent of the public agencies involved in this development to continue the minority participation requirements that have been followed in connection with other publicly funded construction work in the City of Boston.

B. Residential Occupancy

In meeting the submission requirements, preparing the joint planning agreement between co-developers, and completing the development plan for final co-developer designation, a plan for meeting specific racial integration goals must be developed by the co-developers and approved by the BHA and BRA. The percentage goals as envisioned by the Three Parties are:

1. Not less than 25% of the low income family and elderly units shall be occupied by non-minority persons; and
2. Not less than 30% of the moderate and market rate units shall be occupied by minority families or such higher percentage that is commensurate with the minority proportion in the City of Boston population.

The plan for meeting these goals shall address marketing strategies, orientation sessions for present and new tenants, tenant selection procedures with existing tenant involvement, and design and staging provisions which support full integration of the development.

Developer applicants shall be responsible for affirmatively marketing the units to reach the above goals. These efforts shall commence immediately after final designation and shall continue through both initial rent-up and for a sufficient period of time after initial rent-up to insure that integration is maintained. The final marketing plan shall specify those efforts to be undertaken by the co-developers and shall identify the applicable time periods.

Preliminary and final marketing plans shall include means of assuring potential residents that the redeveloped Columbia Point will be established and maintained as an integrated community. The final marketing plan shall also include provision for review and specific enforcement of racial integration goals by the BHA, BRA, and other appropriate public agencies.

C. Construction Hiring Requirements

The following standard affirmative action requirements of BHA and BRA in construction hiring and contracting shall be met:

Construction Workers - Of the total person hours in each construction trade for a specified time period, there shall be 30% minority employee person hours. In addition, for City of Boston and BRA-funded work, best efforts shall be used to attain at least 50% bona fide Boston resident person hours and 10% women person hours.

Contracting - 30% of final construction agreement price shall be expended for work performed or goods or services supplied by minority business enterprises (with two-thirds of this requirement to be satisfied by use of minority-owned construction contractors, as opposed to suppliers).

In addition to these standard requirements, the co-developers in cooperation with their contractors and appropriate unions shall develop opportunities for training and hiring of public housing residents with first preference to Columbia Point residents. The purpose shall be to aid in meeting minority affirmative action requirements and to meet the requirements of §3 of the Housing and Urban Development Act of 1968.

Two areas have been identified by the Three Parties: (1) the hiring of laborers and (2) the training for the different construction trades used at the Columbia Point construction site. After study of the construction size and phasing, developer applicants shall set forth realistic goals and timetables (and an explanation of how they were developed) for the hiring of public housing residents in both these categories over the term of the construction.

With respect to laborers, the Task Force believes that it is able to recruit a minimum of 100 laborers for the entire period of construction who are Columbia Point residents. The Three Parties believe that it is realistic for the co-developers to require their contractors to hire public housing residents with preference given to Columbia Point residents in 3/4 of the laborer positions throughout the construction period. In connection with apprenticeship training, BHA is currently developing as part of a \$26 million renovation project at the Commonwealth Development a program for 16 training positions. The Columbia Point development presents much greater opportunity for development training positions, because of the larger size of the proposed construction and because most of the work will be privately contracted by the co-developers to large construction contractors who have considerable flexibility and leverage to obtain support from the unions for such training positions. On the basis of current review of practices in the construction industry, it is reasonable to expect the co-developers to require their contractors to employ public housing residents with preference given to Columbia Point residents in apprenticeship positions in accordance with the following minimum fractions and timetable:

first year of construction, one-eighth of all apprenticeship positions assigned to Columbia Point; second year, one-fourth; third year, three-eighths; fourth, and subsequent years, if any, one-half.

The Task Force, based on its experience with a current training program at Wentworth Institute, and with the building of a resource of public housing tenant construction workers to be hired this summer under the modernization program, is of the opinion that it can recruit a sufficient number of Columbia Point residents to qualify for these numbers of apprenticeship positions.

As with the case of laborers, the developer applicant shall investigate this area and propose as a part of its initial submission a construction training program, sufficient to qualify for approval by the Massachusetts Bureau of Apprenticeship Training, to train and employ a specific number of public housing residents. The training program must be finalized as a condition of final designation. As part of this requirement, the training program shall provide to the maximum extent feasible for employment of the apprentice participants on the Columbia Point construction site, other BHA public housing construction sites, and other construction sites under the control of the private developer who has been selected for Columbia Point. The training program shall also ensure that apprentices will be employed for sufficient time to complete the full apprenticeship requirements and receive journeyman status in their respective trades.

SECTION VI
PRIVATE DEVELOPER SELECTION

A. Private Developer Submission Requirements

Since this project is large, complex and of major importance to the Three Parties specifically and to the City of Boston in general, developers are being requested to submit comprehensive preliminary proposals for Columbia Point. This section describes in detail the required contents of each developer's submission to the Three Parties in response to this Developer Submission Kit. The submission shall consist generally of : (1) A letter of interest; (2) a description of the development team and its qualifications; (3) the developer's proposed development plan for Columbia Point; and (4) specialized sub-plans addressing four areas of particular concern to the Three Parties: management, affirmative marketing and integration, affirmative action in hiring, and use of Urban Initiatives funds. The developer is expected in his submission to include or address all of the elements discussed below. The developer may, at his option, include additional information or materials, provided that all required items are clearly addressed and identified.

All developer submissions shall conform to the Three Parties' requirements for the redevelopment of Columbia Point, stated in Section II.A. of this Kit, and shall take into account to the greatest extent feasible the guidelines, goals, and considerations stated in that section as well as throughout the preceding portions of this Kit. This does not preclude developers from submitting, in addition to a principal proposal meeting these conditions, alternative proposals or variations which, in light of the developer's analysis of marketing and financial feasibility, have a demonstrably higher probability of success in meeting the Three Parties' requirements and general objectives.

Each developer submission shall be accompanied by a Letter of Interest listing the development team members (including a chief contact person), briefly summarizing the team's qualifications and past experience relevant to the proposed Columbia Point development, and indicating the team's willingness to proceed expeditiously with all aspects of the development and to enter into appropriate legal, financial, and managerial agreements with the Task Force and the BHA.

Ten copies of all narrative proposal material and two copies of each required design product should be submitted to each of the following:

Robert J. Ryan, Director, Boston Redevelopment Authority,
9th Floor, City Hall, Boston, MA 02210

Lewis H. Spence, Receiver, Boston Housing Authority,
52 Chauncy Street, Boston, MA 02111

Terry L. Mair, Chairperson, Columbia Point Community Task Force, Inc.,
270 Mt. Vernon Street, Dorchester, MA 02125

Materials must be received by 5:00 P.M., _____.
Materials must be accompanied by a \$5,000 certified check, which will be held in escrow by the Boston Redevelopment Authority and returned to all but the team receiving preliminary designation.

1. Development Team Description and Qualifications

a. Team Members and Roles

Proposed development teams must include: a developer, a housing management entity, a contractor, an architect, an engineer, a landscape architect, a lawyer, and a community planner. The proposal should identify where appropriate the firm, and the individual(s) within the firm anticipated to be principally responsible for working on Columbia Point. The proposal should describe in detail the functional and consulting, and corporate or other legal relationships among these members of the development team in carrying out the Columbia Point redevelopment. This description should define, in particular, the roles and responsibilities of members of the development team in (a) the post-designation/pre-construction planning phase; (b) the construction phase(s); and (c) the permanent management/operation of the development.

b. Qualifications Statement

The proposal must also include a statement of the qualifications of each development team member to undertake a major, mixed-income and mixed-use housing development of the magnitude and complexity of that envisioned by the Three Parties for Columbia Point. At a minimum, the qualifications statement shall include the following information concerning respective team members.

Developer

A Previous Housing Development Experience Form (See Appendix __) for all previous projects in which the principals of the proposed development firm(s) have been a general partner. Information shall be provided for all units undertaken, whether publicly-subsidized or privately-financed;

A HUD Personal Financial Disclosure Form, FHA Form No. 2417, for each principal in the development firm(s) and other associates of the proposed team who serve as a principal in the Columbia Point development program;

A list of all properties within the City of Boston in which any principals of the proposed development firm(s) holds financial interest on which city property taxes are delinquent;

Current financial statement of the development firm, prepared by a Certified Public Accountant. The statement should show assets, liabilities and net worth of the development firm. The financial data shall include information on all General Partners and/or the principal share holders of a corporate entity. All financial information will be held confidential.

Management Entity

Two management plans from previous developments in urban settings, one a mixed-income and one a market-rate development;

A list of all certified managers and their current assignments;

A copy of present personnel policy;

A list of all properties under management now or in the last three years including name, location, type of site, type of construction, income and subsidy, mix, number and size of units, financing, mortgage status, success in achieving and sustaining goals in affirmative marketing plans, and date contract terminated and reasons for termination, if contracts listed are no longer in effect;

A description of previous experience with tenant participation (particularly with low-income tenants) in housing management.

Contractor

A statement of bonding capacity;

A list and brief description of previous completed developments, of the complexity and magnitude of Columbia Point, and letters of reference from clients for those projects with regard to contractor's ability to complete the project on a timely basis and within budget. (Performance on previous projects will be carefully scrutinized and letters of reference checked in detail);

A description of affirmative action measures taken by the contractor on previous projects to train and employ minority workers and to utilize minority construction contractors; a description of the results achieved by such measures, including a list of minority construction firms used in past construction work, and any proposed joint venture or subcontracting relationships with minority firms being considered for Columbia Point development.

Architect

GSA Forms 254 and 255, updated to reflect all significant current and past activities of the firm relevant to the Columbia Point development;

A sample of renderings, schematics and development program from other family housing developments, a recreational or community use facility, and, if the developer is making a submission for Bayside Mall, a commercial facility for which the architect provided design and construction administration services;

A description of previous experience with the rehabilitation of existing residential buildings, and work with tenant groups in establishing space programs, phasing plans and design.

Engineer

A list of previous experience on projects of the magnitude of Columbia Point, identifying particularly:

- o experience with building on soil conditions similar to those at Columbia Point, i.e., largely fill;
- o experience with design and construction of waterfront and water-related improvements;
- o experience with utilities and circulation;
- o experience with total and partial demolition of masonry buildings.

Landscape Architect

GSA Forms 254 and 255, updated to reflect all significant current and past activities of the firm relevant to the Columbia Point development;

A sampling of site plans, schematics, renderings, or photos of landscape work done which is relevant to the proposed work at Columbia Point, including particularly any previous experience with waterfront areas in terms of design and choice of suitable materials.

Lawyer

A description of previous experience with housing or mixed-use developments; with tenants and other community groups; with complex private/public relationships; with condominium and co-operative firms of ownership; with public program and funding; and with syndication.

Community Planner

A description of previous experience in the development of integrated, mixed-income, mixed-use communities, in projects in which extensive management, social and economic programs have been combined with major physical construction, and in working with tenants and other community groups.

All Team Members

A description of all other developments pending or under construction and not previously listed in which a member of the proposed development team has major responsibility, and a description of the team member's responsibility;

A description of past minority utilization practices, indicating the proportion of minority persons working in professional, paraprofessional, management, and clerical positions and a description of recruitment and training efforts currently being utilized.

c. Co-Developer Role

A major concern of the Three Parties is that the private developer to be selected be willing and able to function effectively as a co-developer with the Task Force. The required relationship between the co-developers has been defined generally in Section II. of this Kit. The developer's submission shall describe in detail how the private developer would propose to structure this relationship. The developer shall submit a draft joint planning agreement with the Task Force, defining the respective roles, responsibilities and contributions of each party in each distinct project phase, and indicating the proposed approach to be followed for determining the method of sharing financial returns. The developer shall also describe his relationship with tenant or community groups in any other previous housing development in which the tenant or community group participated with him as a co-developer, and shall provide copies of his partnership or joint venture agreements with such group(s).

d. Development Team Relationship with Other Parties

The existing institutions and businesses on the Columbia Point Peninsula will be important resources to any developer. To the extent practicable, the proposal should state what the developer perceives the interests and needs of these to be, and how it will use and/or meet these interests and needs as part of the overall development program.

2. Proposed Development Plan

This subsection describes the second major portion of the required submission, a presentation of the developer's specific proposed approach to meeting the Three Parties' objectives for Columbia Point. As discussed at the beginning of this Section V.A., the developer's principal development proposal (as well as the specialized subplans, discussed below) must conform to the Three Parties' basic guidelines, goals and requirements as outlined in previous sections.

The Three Parties recognize that a proposed development plan for a project of this magnitude must necessarily be preliminary, at this point in time. However, the Three Parties are seeking a clear indication of how the developer would creatively and thoughtfully address the challenges posed by the Columbia Point redevelopment. Development proposals will be expected to demonstrate a specific understanding of the issues identified below, and to articulate the process by which the developer would resolve these issues where final solutions cannot be provided at this time.

a. Overall Development Program and Strategy

The proposal must describe the developer's vision for the new Columbia Point community, the proposed development strategy for realizing this vision, and the proposed specific development program. (It is expected that this subsection will comprise primarily narrative

description; however, developers may at their option, supplement the narrative with graphic presentations, either in conjunction with Section V.A.2., Design or in addition to the required design materials.) The description shall discuss, at a minimum, the following elements:

- o number, size, ownership type, family orientation and resident income and age distribution, of proposed housing units;
- o which existing public housing buildings the developer plans to retain, how those retained will be used, and which buildings he plans to demolish partially or totally (HUD regulations prohibit housing families in elevator buildings);
- o open space, recreational, commercial, utility and circulation improvements, and other non-housing components of the proposed development, defining clearly which components the developer plans to develop. For each non-housing component (if any) that the developer views as essential to the viability of the housing development, but does not plan to develop, the proposal should identify whether the developer expects it to be undertaken by private entities or public agencies and whether the developer would be willing to share responsibility for developing such components;
- o for the non-housing components which do not generate income, which the developer would seek to contract with the appropriate public agency to manage;
- o how the developer plans to achieve full physical, social, economic, racial, and functional integration of the three income levels, of different family sizes, and of existing renovated housing and new housing throughout the site. (Developers should also indicate how and where the elderly population will be housed);
- o which development parcels the developer would use to accomplish the proposed development program, which parcels are most critical to the proposed program, what problems he envisions, and what assistance he would need from the Three Parties in assembling the site;
- o how the developer would specifically propose modifying the existing utility, vehicular, pedestrian, and recreational facilities to support the residential development, and how he would specifically allocate design engineering, construction, funding, and management responsibilities for each of these elements between itself, other private entities, and identified public agencies;
- o which existing public housing buildings the developer plans to retain, which to demolish partially or totally, and how those retained will be reused.

b) Phasing

The proposal must describe in detail the developer's plan for phasing the development throughout the planning and construction periods. Essential supporting elements that should be in place and operating prior to the completion of a construction phase shall also be described.

In preparing this phasing plan, developers shall take into account the considerations discussed above in pp. _____, "Development Phasing". The proposal shall define each construction phase (if there is more than one), and shall identify for each phase:

- o parcel(s) to be used
- o housing rehabilitation, demolition, and new construction;
- o number, size, ownership type, income and age distribution, family type, and location of new and renovated housing units to be provided in that phase;
- o public and private utility, circulation, recreational, community commercial, and other non-housing improvements;
- o management improvements and initiation of private housing management services; and
- o actions taken under the marketing plan.

The phasing plan shall also identify how and where current Columbia Point residents will be relocated, the number of moves required prior to assignment to a permanent new or renovated unit, and whether any interim rehabilitation for relocation will be required.

The developer shall submit a proposed schedule for the development, which places the phases defined above in a specific time frame, and identifies when the various parcels of land which must be acquired and when necessary public approvals and development permits must be initiated and obtained.

c. Costs and Financing

The proposal shall include preliminary cost estimates, description of a preliminary financing package, and an evaluation of the financial feasibility of the proposed development as outlined in the developer's submission. Cost estimates shall include an "order of magnitude" cost estimate for the entire project, estimated per unit construction costs for the new and rehabilitated housing respectively, estimated per unit operating costs of the housing and estimated costs for each of the proposed non-housing components and infrastructure facilities proposed to be developed either by the developer or by other entities or agencies. The preliminary financing package shall describe what funds the developer and other members of the development team will commit, what other private and public funds will be sought, from what sources, when these funds might be available, and shall specifically describe how the low, moderate, and

market units respectively are proposed to be financed. The financing package should also describe the proposed ownership mix of the development (rental, cooperative, condominium, etc.), and what income groups each ownership form would serve.

d) Design

The developer shall submit a preliminary site plan for the entire proposed development site (at 1"=40'), and a somewhat more detailed preliminary site plan for the proposed Phase I (at 1"=20') and a study or working model of Phase I at the same scale. The site plans should indicate clearly: building types, number of units proposed in each building, general housing locations and density, extent of demolition and rehabilitation, and relation of proposed housing to open spaces, recreational facilities, pedestrian and vehicular circulation, and parking. The developer shall also submit perspective sketches at ground level showing several selected views of rehabilitated existing buildings and new construction in relation to pedestrian and vehicular circulation systems and to the water. In addition, the developer shall submit preliminary schematic designs for the reuse of an existing mid-rise building on the BHA site (Building 17) and for a new low-rise building. For the existing building, it should be reduced in height from seven to three or four-stories and the existing utility system should be retained. The new building should also be three or four-stories. For both buildings, the new area standards should, at a minimum, meet current MHFA standards while the interior design of the units should reflect the design guidelines set forth in this Kit.

Design submissions material for this requirement will include:

1. Site plan showing relationship of the buildings to outdoor space, parking, pedestrian and vehicular circulation systems, and orientation to the water.
2. Plans of the ground floor (and environs) and upper floors at 1/8"=1'.
3. Waterside and opposite side elevations at 1/8"=1'.
4. A narrative description of the major design elements of the reuse and new building program.
5. A preliminary cost analysis on both a unit and building basis.

The proposal shall also demonstrate, either graphically or through narrative, how the proposed design responds specifically to the Three Parties' concerns (described in Section II.F. of this Kit) regarding:

- o integration of the housing development into a cohesive, mixed-income community;

- o internal access by the community to waterfront open space and recreational facilities, separated from general public access to the waterfront;
- o integration of the housing development with land uses on the Peninsula and with the rest of the City;
- o suitability of the proposed design for a predominantly family development; and
- o how the proposed design contributes to the security of housing residents.

3. Specialized Sub-Plans

In addition to the description of a proposed development plan as required above, the developer shall submit sub-plans discussing his proposed approach to four areas of concern: housing management, affirmative marketing and integration, affirmative action in hiring and use of the Urban Initiative funds. This subsection outlines the required contents of each subplan. The subplans will be among the important subjects of the Three Parties' review in the evaluation of development submissions.

a. Housing Management

The developer shall submit (1) an interim management plan for existing public housing covering the period prior to the time current residents are permanently rehoused in new and renovated units; and (2) a preliminary permanent management plan for all new and renovated housing related community facilities and those recreation facilities that generate income. Each plan shall clearly identify those management functions for which the private developer is prepared to take responsibility, either directly or under contract with appropriate public agencies.

The interim management plan shall identify the point in the planning and redevelopment process at which the developer would enter into a contract with the BHA for interim management. This plan should include analysis of BHA standard private management agreement (attached as Appendix __) and recommended changes; estimate of per unit cost for private management; proposed management budget including salary scales; routine and preventive maintenance schedules; and a security plan coordinated with possible publicly-funded security programs.

The permanent management plan should include management staffing (reflecting affirmative action and tenant hiring goals and training programs as described more fully in the Affirmative Action subplan required below), tenant selection, assignment and eviction criteria; tenant grievance procedures; general maintenance and repair and preventive maintenance and inspection programs including plan for a periodic inspection of major operating systems and plan for reporting logging and completion of repair orders; security plan including staffing; and a financial plan that includes a proposed management

budget and indicates the proportion of rental income earmarked for management services; and an approach to private management of public facilities such as streets, lighting, parks, bus shelters, and community facilities. As part of this submission, the developer should describe how management, tenant assignment, and security operations will be experienced (after the new management takes over and after renovation is completed) by low-moderate and high-income families in one of the typical existing 36-unit buildings.

b) Affirmative Marketing and Integration

The developer shall submit a preliminary affirmative marketing and integration subplan, which demonstrates specifically how the developer would achieve and maintain in all phases of the development the required income mix and the racial integration goals established by the Three Parties in Part III of this Kit. This preliminary marketing plan shall follow the outline set forth in the "Residential Occupancy" portion of Part III. The plan shall describe the developer's overall strategy for changing the public image of Columbia Point and shall include a timetable, a description of staffing and budget needed to undertake the described efforts and reach the defined goals; and a definition of the roles of all involved parties, public and private.

c) Affirmative Action in Hiring

The developer shall submit a preliminary affirmative action plan for the training and employment of public housing residents with first preference to Columbia Point residents in construction work at Columbia Point, as described in the "Construction Hiring" portion of Part III. This plan shall include estimates of construction workforce and apprentice needs by trade for each year of the construction period; numbers of public housing resident laborer and apprentice positions by craft and year of construction; projections of future work of the private developer to which residents can be assigned for training; and provision of pre-training, high school equivalency work, and additional support services to facilitate resident employment.

Developer applicants will also submit preliminary affirmative action plans covering employment and procurement for each of the following areas involved in the proposed development: (1) construction management, (2) design and other professional services, (3) housing management including interim management, (4) business development, and (5) social service and recreational programs. These plans will include provision for recruitment, hiring, training, and advancement of minorities and low-income Columbia Point residents. Training shall develop technical and management skills. Work opportunities shall be provided in integrated working situations involving existing employees, and shall lead to permanent job status and to promotion with the particular company and field.

Employment goals for minority persons and public housing tenants will depend upon the availability and skills of such persons and upon projections of job openings. The Task Force will inventory the availability and skills of all Columbia Point public housing

residents and provide this information to all developer applicants. Realistic projections should be made of employee turnover and job creation. Employment goals shall be specified by number of minority persons and public housing tenants types of jobs, timetable, and amount of training required.

d) Use of Urban Initiatives Funds

This subplan shall describe how the \$10 million Urban Initiatives funds would be used as a part of the overall development effort given the considerations discussed in Section IV.A. of this Kit. For purposes of this subplan, the developer should assume that the funds will be subject to the general constraints applicable to HUD modernization funds, as described in Section IV.A. above, and the developer shall propose a use of the funds that could be early in Phase I of the development. The proposal shall indicate how the funds would be applied to specific physical improvements, a timetable for those improvements, and how the funds would relate to other aspects of the Phase I financing package. The proposal may at the developer's option include, where appropriate, illustrative site plans, preliminary schematic designs, building plans or elevations describing the physical improvements to be financed with the Urban Initiative funds. The plan shall also indicate preliminary cost estimates for the proposed improvements.

4. Developer Selection Criteria

In judging development proposals, the Three Parties' standards will be employed which include consideration of the following criteria:

- a. Past experience demonstrating capability in the development and management of mixed-income family housing, including but not limited to experience with housing rehabilitation, new townhouse and mid-rise construction, packaging of Federal and state housing subsidy programs, marketing, and management.
- b. Past experience in large-scale urban development, demonstrating the capability of the development team to manage and carry to completion a development program of the magnitude and complexity of that proposed for Columbia Point.
- c. Financial strength and stability of the principal members of the development team.
- d. Past experience with resident and community participation in housing development and management, including experience with resident/ community groups as co-developers, and with resident-ownership or general management of housing.
- e. Record of accomplishment in employment of minority persons, use of minority businesses, and training and employment of low-income community residents, by members of the development team.

- f. Responsiveness of the proposed approach to the redevelopment of Columbia Point and to the objectives and concerns of the Three Parties as described in this Developers Kit.
- g. Demonstrated financial, managerial, and physical feasibility of the proposed approach to the redevelopment of Columbia Point.
- h. Extent to which the proposed development program and design demonstrate creativity and innovation in resolving the development issues and problems raised by Columbia Point.
- i. Understanding of and commitment to the role of the Task Force, as envisioned by the Three Parties and described in this Kit.
- k. Quality of the development team's proposed sub-plans in the areas of housing management, affirmative marketing and integration, affirmative action in hiring, and use of Urban Initiative funds.

5. Designation Process

Because of the extent of the residential development area, it is presumed that a developer will be selected for the entire area, and would proceed to the implementation of his first phase while committing himself to a timetable for the rest of the site. Final planning, architectural work and financing of the first phase would commence immediately after selection, and would lead to final designation by the BRA and BHA and the signing of a partnership agreement with the Task Force and private developer as general partners in accordance with the schedule. Subsequent phases would proceed in the same fashion. These steps would be as follows:

6. Tentative Designation

During a 60 to 90-day process, the Three Parties will formally evaluate the submission from each development team. The evaluations process would include interviews, requests for follow-up and may include requests for revisions in the submissions. The Three Parties may reduce the initial set of proposals in order to focus on those most nearly meeting the goals of the solicitation.

As part of the review of the submission by the Three Parties, the Task Force will confirm that potential developers are willing to enter into a preliminary agreement stipulating the roles of the Task Force and the applicant following tentative designation. Upon the completion of the review process, the Three Parties acting together will negotiate with selected developer applicants over the terms of the final proposals.

The Task Force will negotiate the terms of a preliminary partnership agreement.

Upon completion of the review and negotiation process the Three Parties will agree upon a single developer applicant. They will then proceed with the following approval process.

It is the Three Parties' hope that they will be able to select a single developer for the entire residential area, and, if warranted, the commercial portions of the project as well. If no single applicant justifies such a designation, the Parties reserve the right to designate more than one developer for separate portions of the project. In any case, such designations would carry out a comprehensive, unified development plan for the peninsula.

Tentative Designation of the developer would be accomplished by:

- a. recommending the selection to the BRA Board as the co-developer to carry out the project on non-BHA land;
- b. final acceptance by the BHA for the portion of the proposal on BHA property; and
- c. the Task Force will enter into a preliminary partnership agreement with the private developer.

The Tentative Designation will establish the co-developers' responsibilities leading to the development of the site. It will establish a timetable for development. It will authorize the co-developers to seek financing for the successive phases of the project.

The preliminary partnership agreement (a) shall incorporate the goals and requirements of the Kit, (b) shall treat the subjects and concerns listed under the role of the Task Force in Section II C of this Kit, (c) shall incorporate additional information submitted by the developer and relied upon the Task Force during the private developer selection process, and (d) shall assign responsibilities as between the Task Force and the private developer for preparing the final submission to the public agencies and for drafting the partnership agreement to be entered into by the Task Force and the private developer.

Within two weeks after the BHA and BRA have offered preliminary designation to the co-developers, the latter must formally accept the designation and agree to abide by the terms and conditions of the designation.

Within two weeks after the BHA and BRA have offered tentative designation to a development team, the co-developers must formally accept the designation and agree to abide by the terms and conditions of the designation as developed by the Three Parties in connection with the review and negotiation process relating to the particular proposal. The development team must submit a \$100,000 irrevocable Letter of Credit with its acceptance of designation. That Letter of Credit may be called, upon the agreement of the two authorities if the designated development team, through its own fault, fails or is unable to carry out its responsibilities in the redevelopment of Columbia Point.

7. Project Development and Final Designation

Once the co-developers have formally accepted preliminary designation, they will take the lead in securing the financial commitments and control of land necessary to carry out at least the first phase of the redevelopment.

Simultaneously, the co-developers will work with the BRA and BHA, with input from other institutions on the peninsula and neighborhood groups, to refine the development, financing, management, marketing, site, and phasing and relocation plans necessary to achieve the comprehensive revitalization of the peninsula.

During this period, the BRA will prepare a renewal plan reflecting the project agreed to at Tentative Designation. It will seek the approvals of this plan which are required under Chapter 121B of the General Laws of the Commonwealth.

Finally, the BHA will contract with the architect of the co-developers to prepare final plans and specifications for use of the \$10 million Urban Initiatives Funds.

Upon approval of the above development plans by the BHA and BRA and other necessary public agencies, acquisition of control over necessary land parcels, and receipt of preliminary funding commitments and subsidies, final design of both public improvements and private housing construction in the first phase will be prepared prior to beginning extensive and detailed work on the construction documents. A final Phase I site plan, floor plans, elevations, outline specifications, cost estimates, financial pro forma and detailed time schedule for completion of Phase I will be prepared and reviewed by the BRA and BHA.

When all necessary elements of the Phase I development have been secured and approved by the BRA and BHA, and satisfactory progress has been made toward completing plans for subsequent development phases, the BHA and the BRA will grant final designation to the co-developers. The co-developers will be required to provide substantial financial guarantees that all phases of the development will be completed.

Immediately following final developer designation the BHA and, if appropriate, the BRA will complete disposition agreements with the co-developers for land to be included in the first phase of the redevelopment.

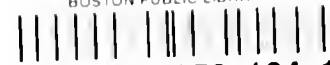
A similar planning process will take place for the Phase II area, and when those plans and the activities of the development entity are approved by the respective authorities, appropriate building and land transfer will take place.

SECTION VII - APPENDICES



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