



RUDY
BRUNER
AWARD
FOR URBAN EXCELLENCE

2017
SILVER
MEDALIST

Bruce C. Bolling Municipal Building

Boston, Massachusetts

A community-oriented, mixed-use development integrating public school headquarters, transit, meeting space, and local retail

Investing in Urban Infrastructure

The 2017 Rudy Bruner Award for Urban Excellence



**RUDY
BRUNER
AWARD**
FOR URBAN EXCELLENCE

BRUNER FOUNDATION, INC.

Jay Farbstein, PhD, FAIA
Anne-Marie Lubenau, FAIA
Danya Sherman
Robert Shibley, FAIA, FAICP
Richard Wener, PhD

Edited by Elizabeth Chesla, MA

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130 Prospect Street
Cambridge, MA 02139
www.brunerfoundation.org

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Anton Grassl/ESTO

Overview

Submitted by: City of Boston
Completed: 2015
Total Development Cost: \$124 million

The Bruce C. Bolling Municipal Building is a mixed-use structure integrating the Boston Public Schools headquarters, community meeting space, retail, and transit. More than just an office building, it illustrates the power of public investment to foster neighborhood renewal and civic pride.

Located at the geographic center of Boston in Roxbury's Dudley Square, the building is directly adjacent to one of the region's largest transit stations. This once-vibrant commercial hub, known as the "Gateway to Boston" and the center of African American culture in the city, declined in the 1960s as residents and businesses began moving to the suburbs and a series of urban renewal projects reconfigured the neighborhood. Developed by the City of Boston, the \$124 million civic complex was the vision of the late Mayor Thomas Menino, who vowed that it "would be a catalyst for continued redevelopment, bringing more people and economic life to historic Dudley Square."

Designed by Sasaki of Watertown, Massachusetts and the Dutch architectural firm Mecanoo, the 215,000-square-foot development thoughtfully weaves together contemporary construction and materials with the facades

“THE BRUCE C. BOLLING MUNICIPAL BUILDING IS A GREAT EXAMPLE OF CIVIC LEADERSHIP THAT SUCCEEDS ON MANY LEVELS.”

— 2017 Selection Committee

of three historic structures including the landmark Ferdinand Furniture store. The building houses the Boston Public Schools’ newly consolidated and relocated administrative offices as well as the Roxbury Innovation Center, which aims to provide “an on-ramp to Boston’s thriving innovation economy” through programs that promote local entrepreneurship and economic development. The first two floors, including the spacious lobby, are open to the public. Locally owned businesses and restaurants serving office workers and residents occupy ground-floor retail spaces, enlivening the streetscape. Community meeting spaces feature a rooftop terrace with views of the neighborhood and downtown Boston, and the LEED Gold certified facility incorporates state-of-the-art, open collaborative work space that has become the new standard for municipal offices.

The development and programming of the Bolling Building was informed by community input spearheaded by the Dudley Vision Advisory Task Force, a committee of local business owners and residents who met regularly to ensure the building would benefit the surrounding neighborhood. Advocacy groups worked with the development and construction teams to help ensure that local and minority populations benefitted from the job opportunities the project provided.

The project complements other municipal investments in Dudley Square, including a new police station, a redesigned library, and street and sidewalk improvements, together spurring private investment in mixed-use, residential, retail, and office development. While many are glad to see development returning to Roxbury, others fear that without neighborhood-wide policies to protect residents with lower incomes, commercial, cultural, and residential displacement will occur.

Still, given its civic orientation, the Bolling Building has become a symbol of new neighborhood investment and civic pride in Boston, bringing 500 public school system employees to Roxbury on a daily basis. As the operators of Dudley Dough, one of the locally owned restaurants on Bolling’s ground floor, observed: “With the building at the heart of Dudley, its activation during the day and night has sparked a light that had long since gone. Now, with events happening on different levels and spaces at the same time, it is a hub of activity and a symbol of community health.”



The Bolling Building integrates Boston Public School Headquarters, transit (opposite), and community meeting space and retail (above).



NETWORK

EXIT

POSE

PLEASE
RECYCLE
YOUR WASTE

NOTICE

Project at a Glance

- A new mixed-use municipal development in the heart of Boston, focused on education and community and symbolic of the city's efforts to revitalize a disinvested but culturally and historically significant area.
- Two floors of flexible, publicly accessible space, flanked by five retail spaces, the majority of which are owned and operated by local residents; space for a new neighborhood-focused technology and business incubator; and four spaces that community organizations can rent, including a roof deck with views of the city.
- New centralized headquarters for the Boston Public Schools District with offices for 500 employees, upgraded technology support for the district, and meeting rooms for community councils and leaders.
- Design that incorporates three historic building facades and new artisan-brick construction to form an integrated six-story building adjacent to one of the region's busiest transit stations.

Project Goals

- Revitalize Dudley Square by investing in its built environment, economy, and culture.
- Consolidate and improve the working conditions of Boston Public School employees and its services to constituents.
- Attract new businesses and development to the neighborhood.
- Encourage collaboration between local residents and businesses and city government.
- Design a twenty-first century municipal facility with state-of-the-art technology and a healthy work environment.
- Demonstrate sustainable, economical, and efficient use of government funds.
- Retain and integrate historic building facades.

Chronology

1630

The town of Roxbury is founded.

1901

The Ferdinand Furniture store opens and an elevated train line (known as the Orange Line) and terminal are constructed in Dudley Square.

1900

1868

Roxbury is annexed by the City of Boston.

1920s - 1940s

Dudley Square becomes a thriving commercial district known as "Boston's second Main Street."

1960s

Major urban renewal projects displace nearly one third of the Roxbury population.

1971

A proposed highway, which would have created a six-lane highway through Dudley Square, is abandoned due to organized campaigns to preserve Dudley Square.

1970s

Ferdinand Furniture closes. The building remains vacant.

1980s

The elevated Orange Line is dismantled and relocated to the Southwest Corridor.

1993

Thomas Menino is elected to his first term as mayor.

1999

The State of Massachusetts considers moving its Department of Public Health to Dudley Square.

2004

JANUARY: Boston Planning and Development Agency (BPDA) completes *Roxbury Strategic Master Plan* (RSMP) and announces the creation of the RSMP Oversight Committee (RSMPOC).

2000

DECEMBER: Menino pledges to relocate city agencies to Dudley Square and appoints members to the RSMPOC.

2006

Mayor Menino presents plan for Dudley Square at NEA Mayors' Institute on City Design.

2007

The BPDA acquires the Ferdinand Building site as part of its Dudley Vision Project, which includes rebuilding the neighborhood police station and upgrading the Dudley Branch of the Boston Public Library.

The city appoints 20 people to the Dudley Vision Task Force, a subcommittee of the RSMPOC, to work on the Dudley Vision Project.

2009

Consultant Chris Gordon completes real estate portfolio analysis and recommends that Boston Public Schools administrative offices be consolidated and moved to Dudley Square.

2012

JANUARY: Shawmut Design and Construction is selected as Construction Manager at Risk for the project.

MARCH: Construction begins.

JUNE: BPDA announces results of the Dudley Retail and Consumer Survey of local retail purchasing behavior and preferences.

2014

The operator for the Roxbury Innovation Center is selected.

2008

MAY: The City of Boston announces a design competition for the Ferdinand site.

JULY: The design team of Mecanoo and Sasaki is selected.

FALL: The project goes on hold following the Great Recession.

2011

MARCH: Mayor Menino announces that the Ferdinand Building site will be under construction within a year.

JUNE: The City of Boston releases a Request for Qualifications for an Owner's Project Manager.

The Dudley Vision Task Force and the City of Boston select Sasaki and Mecanoo as the design team.

NOVEMBER: The city expands the project footprint to include the adjacent Curtis and Waterman Buildings.

2013

MARCH: Mayor Menino announces he will not to run for a sixth term.

NOVEMBER: Martin Walsh is elected mayor.

DECEMBER: An RFP is issued for ground-floor retail.

2015

The Bruce C. Bolling Municipal Building opens to the public in April.



Project Description

INTRODUCTION

The Bruce C. Bolling Municipal Building, named for Boston's first African American city council member, is a large mixed-use municipal complex developed by the City of Boston. The building houses the headquarters of the Boston Public Schools, provides space for community gathering, and was developed to support the revitalization of a neighborhood that experienced decades of disinvestment. A symbolic statement of support for the Dudley Square neighborhood and legacy project for the late Mayor Thomas Menino, the project began in earnest in 2011 after multiple failed attempts at developing the site and was completed in 2015 under Mayor Martin Walsh.

The Bolling Building is the largest municipal office structure developed by the City of Boston in 50 years. It broke new ground for the city in its approach to community engagement, design, development, financing, and construction and introduced a new city standard for open-office design. Developed by the local firm Sasaki and the Dutch firm Mecanoo, the design integrates historic building facades and new construction to create a mixed-use building oriented to pedestrian traffic and public transit. The building program is guided in part by the goal of creating a twenty-first century civic anchor for the revitalization of Dudley Square.

CONTEXT

The City of Boston

Boston is one of America's oldest and most historic cities and covers 48 square miles. According to the 2010 US Census with 2015 estimates, its population of 667,000 was 45.3% White (not Hispanic or Latino), 25.4% African American, 19% Hispanic or Latino of any race, and 9% Asian. Boston is known for being a city of neighborhoods as well as for a history of racial and ethnic exclusion that resulted in a highly segregated city of unequal opportunity. According to the Boston Foundation's *The Greater Boston Housing Report Card 2016*, about 25% of the population, or 163,000 families, are living in poverty (when adjusted for cost of living), while another 26.3% of families have incomes over \$150,000. "City and Metropolitan Inequality on the Rise, Driven by Declining Incomes," a study by Holmes and Berube for the Brookings Institution, ranked Boston first among cities with the highest level of income inequality in 2014 (Boston fell to seventh when Brookings updated the study with 2016 data). This inequality is also marked by racial divides—the Federal Reserve Bank of Boston's report *The Color of Wealth* in Boston found that White households in Boston have a median wealth of \$247,500, compared to \$8 for African Americans.

Boston has experienced significant population and economic growth since the Great Recession of 2008. Its population grew 8% from 2010 to 2015, double the rate of other jurisdictions in Massachusetts. Much of that growth is within the city's immigrant population as well as from in-migration of suburban residents and others from around the country and world who are responding to job opportunities and seeking lifestyles in denser, transit-served neighborhoods, reversing trends of the previous decades. As a response to increased pressure on the housing market, Mayor Walsh has pledged a goal of building 53,000 new units by 2030.

Roxbury

Now a neighborhood of Boston, Roxbury was originally settled in 1630 as a farming community. According to the Roxbury Crossing Historic Trust, it was one of the first towns settled as part of the Massachusetts Bay Colony and remained a separate town until it was annexed by the City of Boston in 1868.

Demographically, Roxbury's history is similar to that of many working-class neighborhoods in American cities. After its initial settlement and throughout the nineteenth century, Roxbury was home to mainly English, German, and Irish immigrants and their descendants. As Boston grew and became more urbanized in the twentieth century, the neighborhood diversified and became home to a growing Jewish population.

Through the first half of the twentieth century, the Great Migration of African Americans from the south to the north increased the racial mix of Roxbury and Boston as a whole, and White flight to the suburbs began. In 1940, Boston's population was 96.7% White; by 1980, that number had dropped to 67.9%. Conversely, in 1940, Boston's African American population numbered 23,000; by 1980, that number had jumped to 120,000, concentrated mainly in Roxbury and the nearby Mattapan and Dorchester neighborhoods.

Dudley Square

Dudley Square, located in Lower Roxbury, is considered the historic heart of Roxbury and the center of Boston's African American community and culture. It was a thriving commercial corridor in the early twentieth century, a place where transit, retail, and nightlife came together. The area experienced disinvestment over the past four decades, in part due to discriminatory lending practices, redlining, and the dismantling of public transit infrastructure in the neighborhood. A series of redevelopment efforts, the most impactful of which were a proposed highway and two controversial urban renewal programs, changed the neighborhood dramatically in the second half of the twentieth century. Through these efforts, hundreds of units of housing that were considered substandard were torn down, thousands of residents were displaced, hundreds of new units of subsidized housing were built, and large parcels of land were transferred to city ownership. As is the case for many neighborhoods that share a similar demographic profile and history around the country, the area is now starting to see development interest again, and the City of Boston is working to encourage private development on the many publicly-owned sites. As Erick Trickey writes in *Next City's* August 2017 article "Fixing a Highway-Shaped Hole in the Heart of Black Boston," many are hopeful that

this new development will positively impact the neighborhood—and many others are worried about the potential for gentrification and displacement.

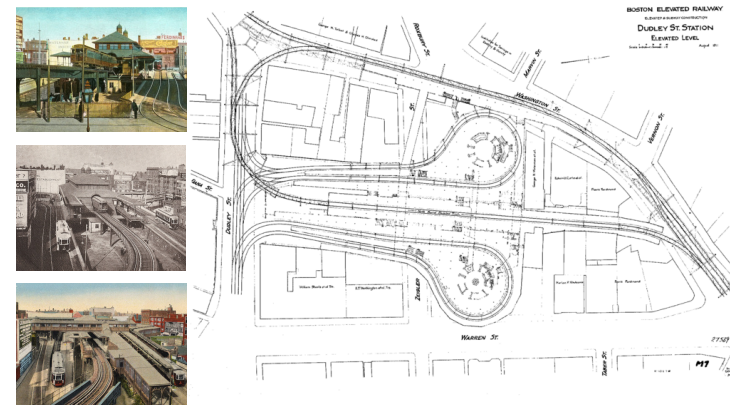
The Bolling Building site has long been associated with the Ferdinand Furniture store, a five-story limestone and yellow brick Renaissance Revival style structure constructed in 1901 that for many decades housed New England’s largest furniture store. By the 1920s, Dudley Square was known as “the other downtown” or “Boston’s second Main Street,” and the Ferdinand Building was surrounded by other commercial development, including the adjacent Curtis and Waterman Buildings, hotels, silent movie theatres, and a bowling alley. In 1901, an elevated rail line—known as the Orange Line—was constructed, connecting local residents with downtown Boston and terminating in what became known as Dudley Station. The tracks ran adjacent to the Ferdinand Building and the station itself was located on the second floor, directly across from the Curtis and Waterman Buildings.

The pressure to get development “right” in Dudley Square stems from the importance of the neighborhood to Boston’s African American population, a history of racial segregation, policies that concentrated lower-income residents in the area, and the controversial urban renewal projects in the 1960s and 1970s. When Malcolm X visited Boston, he stayed with his sister, who was living in Dudley Square, and the neighborhood was the site of Black Panther demonstrations and other racial justice protests. When Dr. Martin Luther King Jr. came to town, he preached at the Twelfth Baptist Church just two blocks from the Bolling Building. Urban renewal, along with clearance of a swath of land through the neighborhood for a highway that was proposed but never built, destroyed much of the neighborhood’s housing and community gathering spaces, displacing many residents and leaving many parcels of undeveloped, vacant, city-owned land. The legacy of these efforts, which significantly changed the face of Roxbury, includes a lingering mistrust of large-scale planning efforts along with fears of displacement of existing neighborhood residents, businesses, and organizations caused by gentrification of the area.



Images: Sasaki

The Bolling Building site included the 1901 Ferdinand Furniture store.



An elevated transit line that terminated on the site once linked Dudley Square with downtown Boston.

Two of the city's largest public housing communities were built in the neighborhood in the 1940s and 1950s. The Orchard Park Housing Development, one block from the Bolling Building, is a 16-acre, 350-unit three-story brick "superblock" development built in 1941 for very low-income families. By the 1980s, the development had such a bad reputation for crime and violence that many of the units were vacant. The Boston Housing Authority, with support from US Department of Housing and Urban Development (HUD) Hope VI funding, demolished and rebuilt the development, which now contains 331 units for individuals and families in six income categories. The Whittier Street Apartments, a 200-unit development that opened in 1953 located within a few blocks of the Bolling Building site, is currently being redeveloped with funds from the HUD Choice Neighborhoods Initiative as part of the Whittier Neighborhood Transformation Plan. The plan also includes upgrading current housing and developing new, scattered-site mixed-income housing throughout the neighborhood.

Public housing development in Boston was concentrated in this neighborhood, where property values were lower, in large part a result of a federal policy that has become known as redlining. Beginning in 1935, the Federal Housing Administration created maps for cities across America, indicating where they would underwrite lending. Roxbury, along with other neighborhoods with high concentrations of African Americans, were labeled "red" and considered to be high risk.

Two urban renewal projects in the 1960s changed the neighborhood significantly. The designation of 502 acres (including Dudley Square) as the Washington Park Urban Renewal Area, which at the time was 71% African American, led to the relocation of 7,000 residents, nearly one-third the population of Roxbury. Most of the displaced were low-income African Americans. Of the displaced, 1,275 families and hundreds of individuals were eligible for public housing, but only 200 replacement units designated for the elderly were built. The Dudley Street Baptist Church, Rivoli Theatre, an opera house, and many other buildings were razed, and in their place the Dudley Branch of the Boston Public Library, a neighborhood police station, a courthouse, and a Boys and Girls Club were built (all of which remain today). Also included in the Washington Park plan was a



Urban renewal in the 1960s and 1970s displaced residents and businesses.



The process destroyed many buildings in the community, leaving large parcels of vacant land.

2017 RUDY BRUNER AWARD

partnership between a federal and city-sponsored agency that helped middle- and upper-class African American families purchase homes in Dudley Square, which, combined with the redlining practices of the FHA that made it difficult for African Americans to secure loans for homes in other neighborhoods, reinforced racial segregation. The 103-acre Campus High Urban Renewal area, designated in 1966, displaced an additional 160 families to make way for the creation of Madison Park Technical High School, designed by noted architect Marcel Breuer.

In response to these city-led redevelopment efforts, Roxbury and Dudley Square became home to some of the city's most active and engaged citizens. In the 1970s, an inner belt highway project was proposed that would have cut Roxbury in half. Community-led protests resulted in abandonment of the highway project and repurposing of the allocated funds for construction of a public transit corridor and linear park on the land, now known as the Southwest Corridor (a 1989 RBA Silver Medalist). While a coalition of Jamaica Plain and Roxbury residents fought together against the highway, the development of the Southwest Corridor led to the dismantling and relocation of the Orange Line—one of the city's five subway lines—from Washington Street to the Southwest Corridor in the 1980s, making access to downtown more difficult for Roxbury residents and reducing pedestrian activity in Dudley Square.

During this time, neighborhood residents also began to organize around environmental justice issues. Illegal trash transfer stations had been operating in the area due to the low property values and lack of enforcement. Eventually a neighborhood group formed to clean up these stations and later created a community land trust that became known as Dudley Streets Neighborhood Initiative (a 1995 RBA Silver Medalist).

The economic demographics of Dudley Square diverge significantly from those of Boston as a whole. Numbers released by the Boston Planning and Development Agency (BPDA) in 2017 indicate that 28% of Boston households make over \$100,000 compared to only 7% in Dudley Square. Meanwhile, 31% of households in Dudley Square earn less than \$10,000,



Two large public housing projects have been redeveloped into mixed-income communities in Dudley Square.

while Boston as a whole averages 12%. Roxbury's unemployment rate, at 6.6%, is nearly double that of Boston's at 3.9%.

In 2004, the Boston Redevelopment Authority (now the BPDA) released the *Roxbury Strategic Master Plan*, created through three years of collaboration with community members, resident groups, and city officials. The goals of the plan included:

- enhancing civic and cultural life in the neighborhood;
- promoting diverse and sustainable economic growth with jobs for local residents;
- ensuring safe, efficient public and private transportation;
- expanding and improving housing options for a variety of socio-economic and age groups;
- creating a safe, comfortable, and lively public realm that reflects the diversity of local residents; and
- increasing community participation and empowerment through increased accountability of government, institutions, and businesses.

The plan also created a governance structure, the Roxbury Strategic Master Plan Oversight Committee (RSMPOC), made up of 15 mayoral appointees. The RSMPOC has since provided input on proposed development in the community, including the Bolling Building, and oversees several subcommittees (including the Dudley Vision Task Force) that advise on particular issues.

PROJECT HISTORY AND LEADERSHIP

The Bolling Building came to be thanks to the leadership of many, including the two mayors whose terms its development spanned, as well as the collaboration of dozens of public, private, and civic entities. Many of those involved in the project commented on the high level of collaboration and partnership between normally siloed city agencies, private companies, and community members.

The project is the culmination of decades of effort to find a way to develop the site. In the late 1990s, the State of Massachusetts considered moving its Department of Public Health to Dudley Square as part of a deal the city negotiated with Governors William Weld and Paul Cellucci. When Governor Mitt Romney came into office in 2002, he cancelled that plan after his administration conducted an economic feasibility study indicating that the move was not financially advisable. According to one person involved in initial studies for the building, the unions representing the Department of Public Health also raised concerns about moving its staff to the neighborhood due to perceived safety concerns, which may have contributed to Romney's decision.

In 2006, Menino—a 2003 Rudy Bruner Award Selection Committee member—attended the Mayor's Institute on City Design, a program hosted by the National Endowment of the Arts that brings together mayors and urban experts from around the country to discuss potential projects and elevate the quality of urban design. He shared his vision for creating a new municipal building in Dudley Square, and the resulting discussion buoyed his excitement for doing the project in an innovative way.

In 2007, the city began exploring the potential of moving a city department to the Ferdinand building site. The BPDA bought the property and demolished one building. That same year, the city announced the creation of the Dudley Vision Project, overseen by a 20-member task force and managed by the Property and Construction Management Department, now known as Public Facilities Department. The goals of the project were to develop a municipal building on the Ferdinand site, redevelop the Dudley neighborhood B-2 Police Station, and upgrade the Dudley Branch of the Boston Public Library.

In May 2008, the city announced a design competition for a municipal building on the Ferdinand site. Five teams were selected, including Sasaki and Mecanoo, and they presented their ideas to community members in Roxbury in June. After the economic downturn that year, the city's Budget Management Office put the project on hold due to capital funding shortages.

Still eager to move forward with the plan, the mayor hired Chris Gordon, an experienced developer and capital projects manager, to be his advisor on the project. Gordon studied the financial feasibility of moving an agency to Dudley Square. The city wanted the agency to have at least 500 employees to bring foot traffic to the neighborhood and to support a retail customer base. After considering several options, including moving the Department of Neighborhood Development or the Department of Health and Human Services to the site, relocating Boston Public Schools (BPS) was determined to be the best option, for several reasons. At the time, the agency was spread out across multiple buildings, so moving would consolidate it and bring it closer to its constituents. Additionally, Gordon's analysis indicated that selling the building where the majority of BPS staff were located, 26 Court Street in Boston's Downtown Crossing, would yield the most revenue, and the Public Facilities Department was supportive because 26 Court Street was in need of significant investment for deferred maintenance.

BPS officials were hesitant to move, even given the difficulties experienced in their Court Street space. The building, referred to as "Central" by BPS employees and teachers, is 11 stories tall and located downtown in Government Center, wedged between two 40-story buildings. It receives minimal



The development integrates facades of three buildings including the Ferdinand.

sunlight and most windows are only accessible to employees lucky enough to have private offices at the exterior. The environment at 26 Court Street was described by one employee as “parochial and disparate.” In addition, the building is located far from most schools, which made it difficult for teachers, families, and employees to access administrative services in the facility.

There were several reasons for BPS’s hesitancy to relocate its offices. A move of that size would cause the otherwise conservative district to make big changes to its office culture, and there would be significantly less storage and privacy given the proposed open office configuration. The culture of BPS was reported to be one of inertia, with significant in-fighting among departments over resources. The BPS superintendent at the time was skeptical that an open office plan would work, and BPS employees were hesitant to move to a neighborhood with fewer amenities compared to Downtown Crossing, even though the change would benefit BPS constituents.

The head of the Budget Management Office at the time did not agree that capital finances should be spent for the Ferdinand site project, in part because BPS faced \$600 million in deferred maintenance for its school buildings. Gordon, Kairos Shen (then chief planner for the BPDA), and Jim Kennedy from the Alternative Finance Unit of the Office of Budget Management laid out a proposed financing plan. By that point, the head of that office had left and the new director agreed to the plan. The financing plan evolved and eventually combined municipal funds from the sale of bonds with private loans financed by New Market Tax Credits (NMTC), a federal financing tool that had not been used before by the city. (Additional NMTC financing that came later in the process made some design and expansion decisions financially viable.) The city moved forward by first hiring the design firm Gensler to conduct a feasibility study and then releasing a Request for Qualifications (RFQ) in 2011 for the owner’s project manager to assist with the project, at that time expected to be a 138,000-square-foot development budgeted at \$75 million.

Mayor Thomas Menino

The Bolling Building represents what some believe to be Menino’s legacy project. For much of his 20-year tenure, Menino wanted to make an impact in Dudley Square and bring economic rejuvenation to the neighborhood. Despite several failed attempts to develop a project in Dudley Square in the past, he pushed through hurdle after hurdle to make the project happen.

In March 2011, without notice to his staff, Menino announced in his annual address to the Chamber of Commerce that construction would start on the project within the year. The city was not used to developing projects so quickly, especially large, mixed-use facilities. According to Shen, the BPDA and the Mayor’s Office pushed the Public Facilities Department to do things differently. This included incorporating retail despite the department’s concerns about developing retail in a publicly-financed building, involving a high degree of community engagement in the design, engaging Boston Landmark’s Design Review process, utilizing a new Construction Manager at Risk project delivery system, and developing a series of nuanced community development goals and a vision for a public building. The guiding principles, as articulated in the 2011 RFQ for design services, were

developed by the administration with input from the Dudley Vision Task Force and the BPDA team. The guiding principles included being accessible and relevant, collaborative and inclusive, efficient and adaptable, sustainable and economical, and iconic and inspirational.

The building was completed one year following Menino's death in 2014. Before he passed away, he left instructions for his funeral procession to pass through Dudley Square, a gesture that demonstrates how important the project was to him.

City of Boston

The Public Facilities Department is the agency statutorily tasked with managing the development of city-owned buildings, while the BPDA is charged with planning and development of private sector real estate. Both have the authority to acquire property through eminent domain. Seeking an innovative and expeditious process and outcome, Menino requested that the BPDA, Public Facilities Department, and his office work together on this project. According to Shen, who was the director of planning for the BPDA through the development of the Bolling Building, the project's success was due in part to this unusual governance system.

Staff members at the city's Office of Budget Management and Public Facilities Department, including project managers Maureen Anderson and Tom Leahy, were also crucial in implementing the vision for the building. Facilities staff collaborated closely with the BPDA and the Dudley Vision Task Force throughout the project and created new procurement documents that facilitated the city's first use of a Construction Manager at Risk (CMR). Jim Kennedy from the Office of Budget Management, with major assistance from Roger Mann of the BPDA, worked to finalize the addition of NMTC financing to the sources supporting the project budget.

Mayor Martin Walsh

Walsh became mayor in 2014, and his administration finished the construction of the building. To support Walsh's progressive priorities, the administration revised the program to include the Roxbury Innovation Center. This was an important change, keeping with the building's themes of

education and neighborhood impact, to ensure that Boston's growing technology economy—seen as an exclusive industry—would benefit low-income communities of color. In addition, the Walsh administration agreed to continue subsidizing the local retail spaces as part of a broader program to help local minority- and women-owned businesses succeed despite rising rents and taxes.

Dudley Vision Task Force

Community input and engagement took place within a formalized structure that the city created to ensure that local businesses, institutions, and residents had a seat at the table in the Bolling Building's development. The Dudley Vision Task Force was convened in 2008 as a subcommittee of the RSMPOC and coordinated by Dana Whiteside of the BPDA. The 20-person task force, co-chaired by Ronn Gary Jr., proprietor of Tropical Foods (a locally owned grocery store), and Catherine Hardaway, executive director of Central Boston Elder Services, met bi-weekly during the design and development process, and all public notices were posted online. Additionally, the project included a website, Dudleyvision.org, that posted project updates and presentations. According to several people who participated in the process, very few concerns were raised that were not addressed. For a neighborhood as highly engaged in planning and politics as Roxbury, having so little negative pushback for a building and development of this size indicates that this process was very effective.

DESIGN AND DEVELOPMENT

Design Team

Given the priority status of the project, there were many aspects of the Bolling Building's development, design, and construction process that differed substantially from the city's standard practices.

The design team was selected in two steps. The first phase, in 2008, conducted by the Public Facilities Department in collaboration with the BPDA, entailed an invited design competition. This RFQ, referred to as the "purple book" for its distinctive purple cover, described Menino's priorities for the building, the history of Roxbury, and the intention to create jobs for residents and incorporate community feedback into the

2017 RUDY BRUNER AWARD

design process. Five teams were selected and asked to present their design ideas to the Dudley Vision Task Force in open public meetings.

The Sasaki and Mecanoo team was selected to design the project. Francine Houben, architect and creative director of Mecanoo, presented a vision accompanied by a hand-drawn illustration titled “Ferdinand Village: The Social Heart of Roxbury.” She described a new building integrated into the neighborhood, an idea informed by time spent visiting and talking with local people. Houben taught at the Harvard Graduate School of Design in 2006-7 and became familiar with Boston, and she recognized the urban renewal efforts in Roxbury as similar to those she had worked on in Rotterdam early in her career. She became excited about the building’s promise after speaking with residents about the strong sense of place and community memory connected to the area and used the word “jazzy” to evoke the way residents described Dudley Square’s vibrant cultural scene in its heyday. She sought to bring this jazziness back to the area through a building program that focused on accessibility, neighborhood integration, and support for community activities as well as the detailing of the proposed brickwork. According to Shen, the team’s first presentation began with a video of community residents speaking about what they wanted to see on the site. This established trust that Mecanoo would actively listen to and engage with the community.

Later that year, however, the Great Recession and associated decline in availability of capital financing forced the city to delay the project indefinitely, and the selection of Sasaki and Mecanoo was voided. By 2011, the economy showed signs of rebounding, and the city was in a better financial position to take on additional debt capacity. In March, Menino announced at the Chamber of Commerce that groundbreaking on the Ferdinand site would happen within a year, and in June an RFQ for the owner’s project manager was released. This RFQ included an executive summary of the “purple book” and required applicants to demonstrate that they had experience with the CMR approach. Seeking to expand the pool of professional talent, the BPDA actively reached out beyond the metropolitan Boston region, attracting a large group of international and local design firms.

Finalists in this phase included three teams: the Sasaki and Mecanoo team, with Mecanoo being the design architect and Sasaki the architect of record; Leers Weinzapfel, a local, women-owned firm in Boston; and Stull and Lee Inc., a local, African American-led firm. Many expected that either Leers Weinzapfel or Stull and Lee would be selected, given the fact that both were well known and the community preferences for minority- and women-owned local businesses.

The 2011 Sasaki and Mecanoo proposal included specific design elements that emphasized features the community had articulated as priorities. These included transparency, community access, and a distinctive but locally resonant design. The selection committee appreciated the proposal to create an integrated, multi-use “village” rather than an isolated, single-purpose building. The Sasaki and Mecanoo proposal also stood out because of the team’s experience integrating community-based artwork and its proposal for an improved pedestrian experience with larger sidewalks around the building and better access to the bus terminal.

The Sasaki and Mecanoo team was selected again. The selection was announced in the summer of 2011, and the project began shortly thereafter. During schematic design, the team’s analysis showed that a larger building footprint that would develop the entire block would more successfully accomplish the project goals. This led to the city acquiring two additional properties, the Curtis and Waterman Buildings, in November 2011, through eminent domain and relocating the existing twelve tenants.

The expanded project was approved in 2012 with a budget of \$115 million. There was no public pushback to the expansion in scope.

Design

The Bolling Building is a 215,000-square-foot mixed-used facility. It is adjacent to the Dudley Bus Terminal, one of the busiest public transit stations in the region. The new six-story structure sits on a triangular lot and incorporates the facades of the Ferdinand, Curtis, and Waterman Buildings. It has two main entrances: one on Washington Street and another that opens onto a wide plaza that connects to the Dudley Bus Terminal.

Sasaki/Mecanoo



The design team proposed a new multi-use “village” integrated into the community.

The majority of the ground-floor retail spaces are accessible from the large interior lobby, and all have their own sidewalk entrances.

The Sasaki and Mecanoo team expressed the intent to “bring back the urban block”—that is, to provide a cohesive pedestrian experience with wider sidewalks and ground-level retail. The design emphasized connectivity with the local neighborhood as well as Boston as a whole by providing access to the adjacent bus station directly from the main entrance.

Another important aspect of the design is the open office plan, which the design team recommended for BPS office space as a way to improve communication and incorporate contemporary office planning practices. The building at 26 Court Street was similar to other Boston agency offices, which typically place private offices on the exterior, preventing natural light from penetrating to the interior, and offer few spaces for collaboration. In contrast, the offices at Bolling emphasize openness to promote collaboration, with most shared spaces and open workstations adjacent

2017 RUDY BRUNER AWARD

to windows and the few private offices and meeting rooms relegated to the interior. This maximizes access to natural light and provides a flexible work environment. The Court Street headquarters also lacked public engagement spaces. The school committee meeting room was limited in size and sightlines were blocked by columns.

To help convince the city and BPS employees that open offices were preferable for the new space, the project team arranged for a mock-up of sample work spaces to be installed at City Hall and asked employees to provide feedback and express preferences. Several BPS employees recalled this process as an opportunity to have the building tailored to their needs.

The designers endeavored to integrate new construction with the historic building facades, referencing historic Boston brick architecture by using masonry, but with a contemporary approach. The intricate brickwork, which incorporates three different types of brick (artisan, wire cut, and regular), showcases the craftsmanship of the bricklayers (highlighted in "Boston Bricks with a Dutch Touch," a video Mecanoo made about the process).

Basement

The basement contains storage, twelve parking spaces for BPS leaders, and a small wellness and exercise facility for BPS employees.

First and Second Floors

The first two floors of the Bolling Building are entirely public. The first floor contains a large lobby with flexible seating, six retail spaces of varying sizes, and a grand staircase leading to the second floor. In early 2017, Gallery EyeCare store and ophthalmologist, the Dudley Café, Dudley Dough, Tasty Burger, and Final Touch, a retail clothing store, occupied five of those spaces. Tenant selection for the sixth retail space was underway in late 2017, based on criteria that are consistent with the original RSMPOC vision for that space: a business that offers family-friendly entertainment, enhances the community with a dynamic storefront, and provides space for cultural activities. The first floor also has a security desk, where visitors to BPS offices and those using the community meeting space on the sixth floor are required to check in.



The development weaves together contemporary construction with the historic façades of existing buildings.

The second floor contains the Roxbury Innovation Center and community meeting spaces, the School Committee Room, and the BPS Welcome Center, where families new to Boston can register their children for school and bus service. The second floor also includes a reception desk for parents and families, several areas for open seating and working, and public restrooms.

Third, Fourth, and Fifth Floors

Open offices and shared meeting rooms for several BPS departments make up the majority of the third, fourth, and fifth floors. Each floor contains an open, full kitchen; flexible breakout rooms and lounges; and a few private offices.

BPS's new data center is housed on the third floor. It includes a technology help desk, where teachers and other staff can come for help with technology issues. According to the department's staff, the upgrade in space and equipment has improved their ability to provide technological support for the entire district.

Sixth Floor

Additional BPS departments are on the sixth floor along with a roof deck and community meeting space that is rented out to the public for a minimal fee that can be waived for community groups. The meeting space includes a display detailing the history of the Ferdinand, Curtis, and Waterman Buildings in text and images.

Sustainable Design

The Bolling Building was awarded LEED Gold certification, scoring 66 of 109 possible points on the LEED 2009 scorecard. Major sustainability features include brownfield redevelopment, development density, open space and green roof, and construction materials such as recycled flooring and paneling and other domestically sourced materials. For alternative transportation access, in addition to being located adjacent to a major bus terminal, the building includes shower, changing, and parking facilities for bike commuters.



Anton Grassl

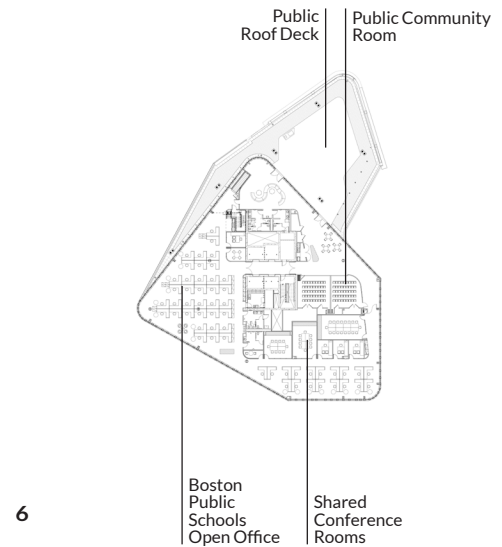
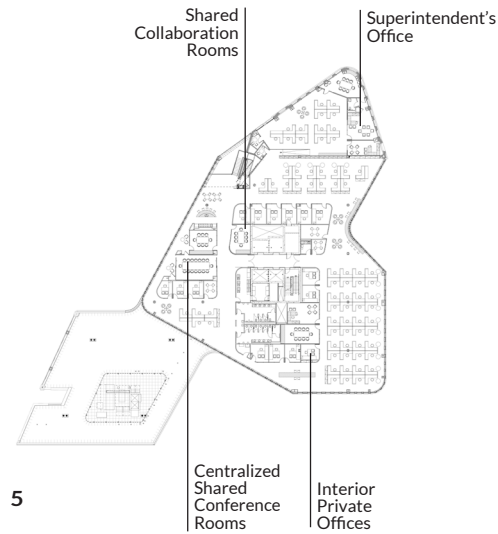
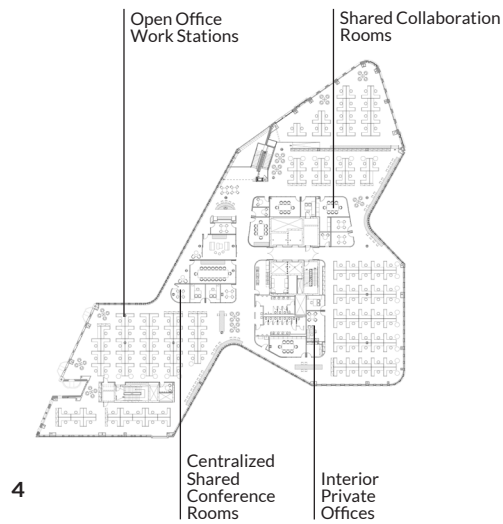
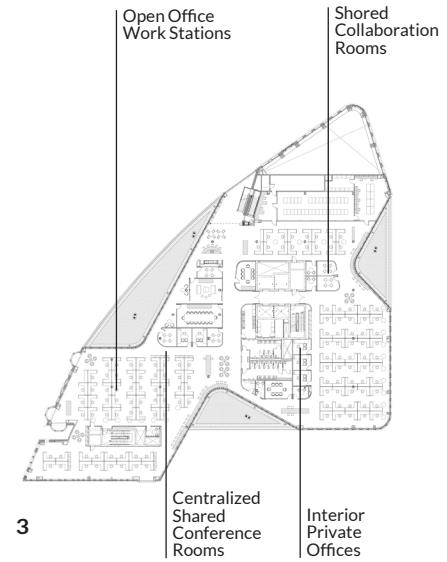
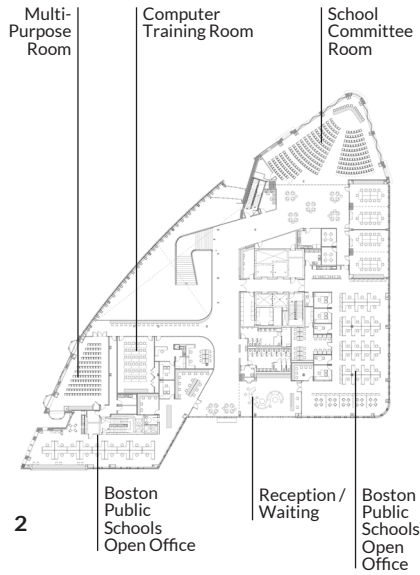
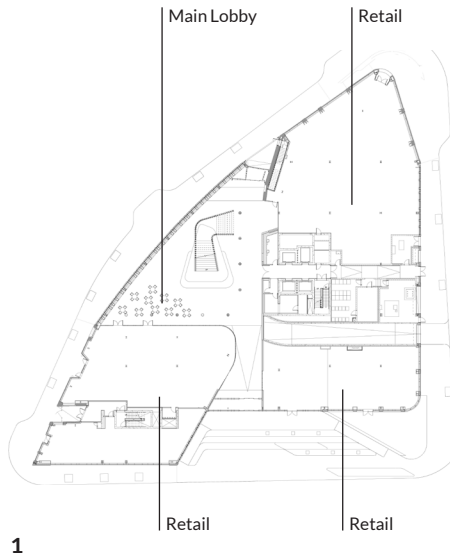
Open offices and shared meeting rooms promote communication and collaboration.



The design provides a flexible work environment and access to natural light.

2017 RUDY BRUNER AWARD

Sasaki/Mecanoo



The mixed-use structure includes ground floor retail, Boston Public Schools headquarters, and community meeting space.

Construction

The Bolling Building was the largest project taken on by the City of Boston in decades and was under pressure to be completed quickly. These two factors were significant considerations when it came time to select a contractor. Given the time and budget constraints, the City of Boston elected to approach the project with a CMR. This process (referred to as Chapter 149A in Massachusetts) allows the construction manager to be selected based on qualifications in addition to cost, be responsible for meeting a defined budget, and be brought on board during the design phase to assist in identifying issues of buildability and potential cost overruns and to suggest alternative approaches. The CMR then obtains bids for each trade, which can be evaluated based on best value, not just lowest price, and the client can agree to adjust the budget if necessary or to find compensatory reductions in other areas.

The normal process, known as design-bid-build, requires the city to select the contractor on the basis of lowest bid after design is 100% complete. It is a more adversarial process and can compromise quality, since the contractor is incentivized to cut corners, which is obviously not in the interest of the client.

The CMR process also allows construction to begin before design is completed, as compared to design-bid-build, which prescribes a linear process of design completion, a subsequent bid, followed by actual construction. A CMR process thus ensures that there will be collaboration between designers and contractors, making the entire process much more team-driven and efficient.

Although CMR has become common practice, the Bolling Building was the first time the city used the process. The Public Facilities Department staff were concerned about the approach because while many projects see substantial benefit from having a construction manager on board during design, moving forward on design and construction simultaneously requires a much higher level of communication, a time-sensitive schedule, and coordination around budget and phasing decisions. To complete this process, the city had to generate new contracts for all its bids. The city is

now using these contracts and what it learned in this process for other municipal buildings being built through the CMR process.

Ten proposals for CMR were received. Shawmut Design and Construction was selected for its experience with complex urban projects, including the recently completed Isabella Stewart Gardner Museum expansion. The selection team included several community members.

Local Hiring

The Dudley Vision Task Force and RSMPOC focused on making sure that the investment made in the neighborhood benefitted residents as much as possible. Shawmut, with guidance from the city, sought to reach the goals established by the Boston Residents Jobs Policy. While there are no contractually required targets, it is requested that contractors do their best to achieve these goals. This policy, set out in a 1985 Mayor's Executive Order and filed by then city councilor and building namesake Bruce C. Bolling, established the following goals for total worker hours in each trade for all public projects and private projects over 100,000 square feet: at least 50% must go to Boston residents, 25% to minorities, and 10% to women. The policy was amended in January of 2017 (following several years of activism by the Boston Jobs Coalition), increasing the percentages to at least 51%, 40%, and 12% respectively for all public projects and private projects over 50,000 square feet. These numbers are closer to the standards requested by the RSMPOC, which asks for 50%, 51%, and 15% respectively. According to Shawmut, the actual numbers achieved for the Bolling Building's construction were 41% Boston residents, 44.9% minority, and 6.1% female workers.

Shawmut took several steps to achieve these goals. After early indications that numbers would not reach the Boston Residents Jobs Policy goals, the Boston Jobs Coalition advocacy group requested biweekly meetings with Shawmut to make suggestions and monitor activity. At the onset of the project, Shawmut hired a full-time community liaison, offered Occupational Safety and Health Act training to the public as a professional development opportunity, and invested in a pre-apprenticeship program in collaboration with nearby Madison Park Technical High School. The community liaison

Images: Anton Grassl



Ground floor storefronts host locally owned businesses that open to the street.



Intricate detailing of the new masonry façade references historic Boston brick architecture.

had an accessible, walk-in office where locals could reach him and weekly check-ins with leadership at Shawmut. If it looked like numbers related to the above were flagging, Shawmut's CEO would get involved. These programs, along with a heightened level of coordination, resulted in relatively high numbers of minorities, women, and local residents hired for positions in construction. Even though goals for Boston residents and women were not reached, the numbers reached for the Bolling Building are among the highest in the City of Boston, according to the Public Facilities Department and Shawmut (no public data was available).

Shawmut worked with the Massachusetts Association of Minority Contractors to identify and source local minority-owned subcontractors. The company contracted directly with three local minority-owned subcontractors and worked closely with one of them to bolster its operations in order to take on a larger-than-usual job. Advocates from community-based organizations the Boston Jobs Coalition and Reclaim Roxbury would have liked to have seen a higher number of minority-owned firms given their availability in the region.

Historic Preservation

It was vital to community leaders that the new development reflect Dudley Square's history. Residents shared stories at community meetings and were particularly passionate about the Ferdinand Building and its cultural significance.

The Ferdinand, Curtis, and Waterman Buildings were not individually landmarked structures, but the site is included in the 1985 National Register Historic District bounded by Warren, Dudley, and Washington Streets. The development's design included a design review process with the Boston Landmarks Commission, as agreed to in the city's Memorandum of Agreement with the Massachusetts Historical Commission. The project was also required to go through the Article 85 process, an element of the Boston Zoning Code that requires a delay in demolishing a building with historical significance so that options for reuse can be fully considered before any demolition occurs. Historic Boston, an organization that rehabilitates historic buildings and redeveloped an old firehouse in the neighborhood

for its own offices, participated in community meetings and served on the selection committee for retail vendors. The design team also worked closely with the Boston Preservation Alliance and the Massachusetts Historical Commission.

The design and construction teams included historical consultants. Boston Conservation Associates, led by Andrea Gilmore, provided direction on the best methods for preserving the three Ferdinand, Curtis, and Waterman Building facades. The Bolling Building incorporates several other details that reference the site's history and significance, including a historical display on the sixth floor. The building's exterior windows are painted "Ferdinand blue," a color that community members described as important to the site's identity. In addition, four tracks of linear fluorescent lights are visible from the exterior and throughout the interior of the second floor of the building. These lights refer to and visually simulate the path where the elevated tracks of the Orange Line ran before they were dismantled.

Public Art

The Boston Art Commission and the BPS hosted a citywide art competition to select three pieces of permanent public art for the building. The first piece, Meejin Yoon's installation *Crisscross Signal Spire*, is displayed in the exterior plaza adjacent to Dudley Station. A series of braided tubes, it takes inspiration from clock towers and church spires and reflects the location as a place of convergence. The second piece, installed in the School Committee Room, is a large mural designed by Dorchester resident Clarita Stephens, who was a senior at the Jeremiah C. Burke High School at the time. Her design, called *Intricate*, combines abstract colors and shapes to cover an 11-foot by 81-foot acoustic panel. This piece, on display in the front corner of the building, is highly visible through the windows, especially at night, to those walking or driving by. The third piece, which depicts the musical vitality of the neighborhood, is a wall enamel titled *Roxbury Rhapsody* by local artist Napoleon Jones-Henderson.

At a later date, a fourth public art piece was added to the building: a collection of mosaic panels created by BPS schoolchildren and overseen by



The two-story lobby is open to the public and has become a popular community gathering spot.



Permanent public art mounted throughout the building includes a large mural by a local high school student.



Dudley Café offers a full-service menu with locally sourced food.



Dudley Dough provides free meeting space and pizza to a local math tutoring program.

teacher and artist Debra Manley. The mosaic depicts a journey through all of Boston's neighborhoods. It was moved from Boston City Hall's lobby to the Bolling Building's second floor, outside the School Committee Room.

ACTIVITIES AND PROGRAMS

Management and Operations

As of early 2017, building management is overseen by the city's Property Management Department, which contracts out daily functions to NAI Hunneman, a local building management company. Hunneman's responsibilities include hiring and managing security and management staff.

Retail Vendors

From the beginning of the process, the Dudley Vision Task Force made clear that selection of retail tenants had to prioritize locally owned small businesses. It was also important to the task force that businesses stay open after office hours so that the neighborhood residents would have more options for evening activities and meals. The task force completed a retail survey to understand local needs, and a criterion of "community participation" was included in the RFP that was released in December 2013. The Dudley Main Streets Revitalization Corporation, one of the city's nonprofit commercial redevelopment partners, emphasized the need for a variety of healthy and affordable food options in a neighborhood that had seven pizzerias, four Chinese restaurants, and not much else.

Proposals were received from multinational chains including Starbucks, Subway, and Burger King as well as local Boston vendors including Bon Me, Haley House, and Tasty Burger. Vendors were selected by a committee including members of the Dudley Vision Task Force.

Vendors in early 2017 included:

- **Dudley Café**, a new for-profit enterprise owned and operated by Solmon and Rokeya Chowdhury, residents of Roxbury and owners of several restaurants throughout the Boston region. Dudley Café emphasizes a commitment to the local economy in its operations. All suppliers are locally based and employees are local hires, mainly from Dudley and Roxbury. In addition, the café has a baking and job

training internship program in partnership with nearby Madison Park Technical High School. Dudley Café offers a full menu, serves beer and wine, and is open for three meals per day during weekdays and brunch on weekends.

- **Dudley Dough**, the second café developed and managed by neighborhood nonprofit Haley House Bakery Café (its first location is down the street from the Bolling Building). Haley House is a 12-year-old community organization and is cherished by neighborhood residents for its social impact and value as a community gathering space. The organization started 50 years ago as a soup kitchen run by volunteers in the then-struggling South End neighborhood. The current Haley House Bakery Café in Roxbury runs a transitional employment program for men and women returning to the labor force after incarceration. Luther Pinckney, a restaurant industry veteran and neighborhood resident, runs Dudley Dough, which focuses on paying a living wage (which started at \$12.50 per hour when it opened in 2015) and plans to engage in profit-sharing with its employees when the enterprise turns a profit. In addition, Dudley Dough provides free space and pizza every week to a local math tutoring program called PieRSquared, which offers Boston students from around the city free math help in a casual environment, conveniently located near transit. Dudley Dough also features vegetables grown at the Haley House garden. The café serves beer and wine in addition to the pizza- and salad-focused menu.
- **Gallery EyeCare**, a storefront and full-service ophthalmology office run by Dr. Lesa Dennis-Mahamed, OD, who grew up in Roxbury and Dorchester and worked as an ophthalmologist for 20 years before opening Gallery EyeCare. She opened the store after participating in a business-planning course run by the Center for Women and Enterprise and was chosen as a finalist in the program's pitch contest. It is the only eyeglasses store in the neighborhood and offers products at a range of price points as well as eyeglass chains made by local artisans. The store also includes a rotating gallery that features local artwork, giving the shop its name. The gallery, Dennis-

Mahamed told the local newspaper the *Bay State Banner*, is "about appreciating the gift of sight."

- **Final Touch**, a family-run clothing store that sells women's accessories and clothing. It is owned and operated by Catherine Hardaway with her husband and their son. The first Final Touch opened in 2005 in the Boston neighborhood of Mattapan. The store seeks to help women of all sizes and economic brackets feel at ease and walk out "feeling fabulous," said Hardaway in a 2016 *Bay State Banner* article.
- **Tasty Burger**, a family-run Boston chain that opened its first shop in a neighborhood near Boston's Fenway Park in 2011. Tasty Burger describes itself as committed to serving high-quality fast food at reasonable prices.

The City of Boston helped these businesses avoid losses by spending over \$100,000 on the fit-out of the retail spaces, which is usually a barrier for small businesses. The sixth storefront, a 7,700-square-foot space, had not been able to attract a tenant co-terminus with the leasing of the other five first-floor commercial spaces, with expensive upfront fit-out costs cited as a major factor by potential tenants. The city released a new RFP in August 2017 and selected a potential tenant aware of the necessary upfront investment. Residents continue to support the idea of a family-friendly full-service restaurant that might also offer entertainment, such as live music; neither of these are available in the neighborhood at this time.

Roxbury Innovation Center

The Roxbury Innovation Center was not part of the original plan for the building. After Mayor Walsh was elected, it was added to address the administration's focus on growing the innovation and technology economy in an inclusive way that benefits a greater spectrum of Boston residents. The selection committee chose the Venture Café, founder of successful business incubators in Cambridge and Boston, to operate the center and SkyLab, a local start-up, to assist with programming in the building's community space. The center, the Venture Café, and the city's Property



The Roxbury Innovation Center Fab Lab workshop offers classes in computer-aided design and digital fabrication.



The center's meeting space is available at subsidized rates to local community groups.

Management Department now share responsibility for scheduling and programming the building's community spaces, and SkyLab is no longer involved. Venture Café has successfully operated the Roxbury Innovation Center for two years with sponsorship support from Microsoft, the Boston Foundation, Verizon, Comcast, Haworth, the Massachusetts Technology Collaborative, and the Fab Foundation. The center provides programming in six main areas:

- the Fab Lab fabrication workshop, which offers classes and activities for youth and adults in computer-aided design, digital fabrication, and product design;
- Café Nights monthly gatherings for local small business owners and entrepreneurs;
- Office Hours, drop-in hours for members of the public to meet with and get free advice from business lawyers, venture capitalists, and Small Business Administration officials;
- Learn Lab Workshops that offer free courses in Microsoft Excel, PowerPoint, and other products and services in partnership with Microsoft New England;
- subsidized rental space that is available to community groups that meet mission-driven criteria; and
- market-rate event rentals, which help the center underwrite its programming.

Boston Public Schools Services

BPS occupies the majority of the building. In addition to staff workspace, BPS has several public-facing offices in the building. The Welcome Center, located on the second floor, is a drop-in center for new Boston families to register their children, place them in a school, and arrange bus transportation. Before the Bolling Building was built, families had to go to three or more offices dispersed around the city to accomplish this registration process.

BPS also has several spaces specifically for community and teacher engagement. The School Committee Room on the second floor accommodates monthly meetings of BPS's governance body. BPS also holds its all-principals meetings in this room as well as gatherings of the Citywide School Council, a body of community members and parents that gives BPS input.

Additionally, BPS has an information technology service desk and flexible, open, wi-fi served work spaces for teachers and other visitors to the building.

Community Events

One of the major features of the Bolling Building is public meeting and event space. In addition to public meetings, the rooms on the second and sixth floors and the lobby itself are available for public use. A scheduling coordinator at the building manages the active outreach and response to organizations requesting use of the community space. During the first two years of the building's operations, there were 738 non-BPS event requests. Requests are rejected only if the space is not available or if the request does not align with community use guidelines.

FINANCING

The Bolling Building represents a flagship investment for the City of Boston that required significant political will as well as innovative financing. The city created a unique public-private development and ownership structure that utilized, among other sources, New Markets Tax Credit (NMTC) financing, a federal program established in 2000 as a vehicle to bring private capital investment to low-income communities. The Bolling Building cost \$124 million to build with total development cost averaging \$580 per square foot, of which \$480 per square foot was for hard construction.

Development

In 2011, the Bolling Building was budgeted at a capital cost of \$115 million, then increased to \$119 million in 2012 when the decision was made to enlarge the building footprint. When the final construction bids came in higher than expected, as the construction market began heating up in Boston, the budget was finalized at \$124 million.

In order to reduce the impact on the city budget, which provided much of the capital, other sources of funding were sought. With assistance from Andrea Daskalakis of the Massachusetts Housing Investment Corporation, Jim Kennedy from the Office of Budget Management's Alternative Finance Unit secured additional funds through the NMTC program.



Parents can register children for school and bus transportation at the Welcome Center.



The large School Committee Room hosts Boston Public Schools meetings and community forums.

TABLE 1: DEVELOPMENT SOURCES AND USES		
SOURCES		
City of Boston grants to Dudley Square Realty Corporation		\$83,903,027
City of Boston grant to Ferdinand Building Development Corporation		\$29,332,914
Massachusetts Housing Investment Corporation		\$4,103,000
Banc of America		\$3,331,207
Building America		\$2,056,500
The Community Builders		\$1,981,500
	Total	\$124,708,148
USES		
Construction		\$103,317,926
Design and project management		\$15,670,902
Acquisition		\$3,223,986
Transaction costs		\$1,775,143
Construction interest		\$720,191
	Total	\$124,708,148

In order to access NMTC financing, the city created two nonprofit corporations: Dudley Square Realty Corporation and the Ferdinand Building Development Corporation. Dudley Square Realty Corporation is the owner, developer, and a Qualified Active Low-Income Business, a requirement for NMTC financing. Ferdinand Building Development Corporation is the leverage lender. The city granted \$29.3 million in government-issued bond proceeds to the Ferdinand Building Development Corporation, which, in turn, loaned the monies to two funds in the NMTC transaction. The \$29.3

TABLE 2: 2017 OPERATING BUDGET		
REVENUE		
Rent - Boston Public Schools space		\$551,000
Rent - commercial spaces		\$102,596
Interest from leveraged loans		\$303,329
	Total	\$956,925
EXPENSES*		
Portion of third-party building management fees**		\$75,000
Environmental monitoring		\$77,000
Interest		\$340,695
Payment in lieu of taxes for commercial space		\$65,182
Misc. operating expenses (tax and legal fees, etc.)		\$137,013
Lender fees		\$166,500
	Total	\$861,390
<p><i>*Expenses do not include utilities, which are paid by Boston Public Schools.</i> <i>**Remainder of management fees are covered by the city's General Funds.</i></p>		

million from the city leveraged commitments from Bank of America, the primary investor, and four Community Development Entities which were allocated NMTC credits. These included Massachusetts Housing Investment Corporation, Banc of America, Building America, and the Community Builders. The Dudley Square Realty and Ferdinand Building Development Corporations will operate for a seven-year investment period from 2012 to 2019, after which, provided terms are met, ownership of the land and structure will transfer to the City of Boston and the corporations will be

dissolved. According to Jim Kennedy, “the NMTC financing allowed the city to reduce its project borrowing by \$8.5 million...allowing the city to maintain the size and quality of the building when there were budget constraints.”

The \$124 million development represents more than one-third of the typical Public Facilities Department’s total annual capital budget of about \$400 million. In 2011, the Office of Budget Management was hesitant to invest such a significant sum on a new building, especially given the estimated \$600 million needed in deferred maintenance of aging school buildings. Some expressed the opinion that the Menino administration did not adequately invest in school buildings. Under Mayor Walsh, BPS is now in the midst of Build BPS, a large capital plan announced in 2017 that calls for investing \$1 billion in school buildings over the next ten years. This doubled the budget from \$50 million annually during the Menino administration. While this still is not enough to cover all costs for necessary building upgrades and new school building construction, it is seen as a significant improvement, according to the BPS Capital and Facilities Management Executive Director Carleton Jones.

Operating Costs and Retail Subsidies

The Bolling Building is owned and managed by the Ferdinand Building Development and Dudley Square Realty Corporations. A portion of the building’s operating costs is covered by rental income from the City of Boston for the BPS space and income from retail vendors, along with interest income from the leveraged loans. The remaining operating costs, including third-party management, utilities, and custodial costs, are covered by the City of Boston’s General Fund via the Property Management Department and BPS. Income in excess of expenses is allocated to a capital reserve fund.

The five retail vendors pay a subsidized rent of between \$13 to \$19 per square foot. An appraisal required by the NMTC investor concluded market rent for the neighborhood was approximately \$24 per square foot. Rather than opting for national chains that might have offered to pay market rate, the city was motivated to encourage local small businesses to succeed in this space. The Roxbury Innovation Center pays as rent 20% of the fees it collects from others who use its meeting rooms, often at subsidized rates.

Beginning in FY2018, third-party building manager costs will begin shifting to the city’s Property Management Department and be funded from the city’s General Fund.

PROJECT EVALUATION

The Bolling Building demonstrates how an innovative approach to public investment, when guided by neighborhood stakeholders, can provide significant benefits to the community and city. It is viewed very positively by those who use it including the BPS and the constituents it serves, the Roxbury Innovation Center, and the retail operators and their customers, as well as civic leaders, community organizations, and neighborhood residents. Converting a prominent vacant building in the heart of Dudley Square into a new BPS headquarters drawing 500 employees a day and providing a community hub for events and gathering has been transformative for the neighborhood. The project has succeeded in bringing back a vibrant street life, and many say that it is attracting new investment interest to Dudley Square. As one person put it, “turning the lights back on” changed the perception of the community both internally and externally by replacing blight with new civic development.

However, the increased pace of development in Dudley Square has led to worry that it will result in displacement of existing residents and businesses and dramatic change in the social and physical character of the very community the building was intended to benefit.

IMPACT

Creating a Community Hub

The Bolling Building has become a center for cultural and local economic life in Dudley Square. In addition to the programming organized by the Roxbury Innovation Center, the retail tenants, and BPS, over 420 community-organized events have taken place there, and it has become a go-to space for gatherings by prominent minority-led efforts such as Ujima Boston, Black Market, and more. Much of this is possible thanks to the City of Boston’s deference to neighborhood leaders for guidance on tenants and programming, as well as retail subsidies that support local minority- and women-owned businesses.

Sasaki/Mecanoo



The Bolling Building transformed a vacant building into a highly visible community anchor.

Anton Grassl



The mixed-use development is contributing to the renewal of the surrounding neighborhood.

The building has become such a successful community hub in part due to its design, which integrates accessibility to public transit, permeability to the street, and interior public open space. The project diverged from typical municipal development in several important ways: from the choice of architectural team that included an international architect, to the team's proactive efforts to meet the Boston Residents Jobs Policy, to the use of the CMR process, and more. These thoughtful choices created a building that is sensitive to and beneficial for a neighborhood accustomed to past destructive planning and development efforts.

Inspiring Investment

Another measure of success of the building, given the project's stated goal of jumpstarting neighborhood development, is the number of projects planned and built and dollars invested. As of early 2017, that story was still unfolding. While private investment in Dudley Square has been slower than some might like and there are numerous vacant lots and underutilized buildings, there are several projects on the horizon that will add thousands of square feet of development to the neighborhood. Several interviewees noted that, given the overall housing market pressure in the Boston region, Dudley Square could soon become a rapidly gentrifying neighborhood and, at a May 2017 RSMPOC meeting, dozens of community members expressed fear that this was already beginning to happen.

Avoiding Displacement

While many are excited to see investment return to Dudley, not all residents see city-led development efforts as positive. Concerns about the forced displacement of long-term residents, businesses, and cultural institutions abound, especially given the history of the neighborhood and the pressure on Boston's real estate market. The RSMPOC is actively engaged in the Plan Dudley process and is requesting that the BPDA make protecting its residents against displacement caused by gentrification the highest priority, though it is unclear what mixture of policies and development is required to accomplish this goal. Whether this can be achieved remains to be seen, and the issue of potential unintended consequences of all this development must be raised. While some recent and planned projects may serve existing residents with a small percentage of affordable units, the preponderance,

including those developed on city-owned land, will be market rate. Together with the hotel and very large quantities of retail space, it is likely that they will draw a lot of new, higher-income residents, which will further change the character of the neighborhood.

Kairos Shen, chief planner for the BDPA until 2015, suggests that a more comprehensive plan for Dudley Square in line with the values that guided the Bolling Building, particularly for the large number of city-owned parcels in the neighborhood, would provide the city the opportunity to fully guide development that reflects residents' needs. The Reclaim Roxbury group, which is led by a team of volunteer neighborhood organizers, was founded in 2015 to bring the community together to advocate for better community engagement processes that can help guide development. A 2015 report by MIT Department of Urban Studies and Planning students in collaboration with Reclaim Roxbury found that previous neighborhood-led organizing efforts formed to keep the city accountable to residents' visions for the neighborhood were disbanded when the BPDA formed the RSMPOC. The report recommended that the BPDA take a stronger stance to protect residents against displacement and create more effective community engagement processes.

Displacement concerns also stem from the barriers that local minority-owned firms and individuals face in the design, development, and construction industries, leading residents to fear that new development will not create jobs that might allow them to earn enough income to afford increasing rents. The development of the Bolling Building shows that through advocacy and coordination, the Boston Residents Jobs Policy numbers can be met, though additional work is needed to increase the number of minority-owned subcontractors. Fears also stem from demographic shifts; a recent study of census data by Northeastern Students Against Institutional Discrimination found that the African-American population in and around Dudley Square declined from 94% in 1960 to 41% in 2010.

OBSERVATIONS AND LESSONS LEARNED

Visionary Mayoral Leadership

The leadership and vision of Mayor Menino were the guiding forces behind the Bolling Building, and many consider it the flagship achievement of his legacy. While many viewed Menino as a top-down mayor, others observed that his intention was to positively impact Dudley Square specifically in an effort to make amends for past negative impacts and disinvestment.

Mayor Walsh, who came into office in 2014, incorporated his administration's vision into the project, adding the Roxbury Innovation Center to the building's plan in an effort to expand the booming technology workforce to benefit diverse Dudley Square residents. The city, under the leadership of Chief of Economic Development John Barros, continues to support the maintenance and operations of the building per Mayor Walsh and the Dudley Square Advisory Task Force's vision and is working to secure a tenant for the sixth and final retail space.

The Power of Personal and Professional Connections

The city's cultural and political context influenced several important aspects of the Bolling Building's design, development, and use. Sometimes referred to as a "small town, big city," Boston is known for its personal, sometimes exclusive network of power brokers. For example, Jim Kennedy was able to find financing for the NMTC share of the construction budget thanks to making a connection with Massachusetts Housing Investment Corporation, a private investor and lender specializing in affordable housing and community development throughout New England. BPDA's contact for the City of Boston, Dana Whiteside, had been working with the RSMPOC for years, giving him insight into community priorities even before planning began. One of the current building managers, employed by the city-contracted firm Hunneman, was hired after he stopped into the Shawmut Community Liaison's office. Stories like these contribute to the sense that the Bolling Building is uniquely infused with Boston's "small town" character and reflect the commitment of the city and contractor to engage the community.



The Bolling Building is the centerpiece the late Mayor Thomas Menino's (fifth from left) vision for revitalizing Dudley Square.



Mayor Martin Walsh (fourth from left) added his vision of strengthening entrepreneurship with the Roxbury Innovation Center and locally owned businesses.

Anchoring the Community

The Bolling Building responds to the physical, social, historical, and economic conditions of Dudley Square. From the beginning of its development process, neighborhood residents' connection to the African-American cultural history and the legacy of previous urban development efforts in Dudley Square guided the goals, process, and design decisions behind the building. Considerations of public access and connectivity with surrounding uses dictated the physical form, massing, and program of the building. The new building integrates the facades of three existing buildings, including the historic Ferdinand Building, with contemporary design, creating a new, highly visible public gathering and cultural space at the center of the neighborhood.

Investing in the Neighborhood

The City of Boston made an investment in not only a physical building but also in the support and growth of neighborhood enterprises. Gallery EyeCare, Dudley Dough, Dudley Café, and Final Touch all benefitted from subsidized retail space and a location that brings them new customers and serves the community. Dozens of local organizations benefit from the well-designed, subsidized local meeting and event space. The Roxbury Innovation Center is building youth capacity in technology and connecting Roxbury residents to the technology economy. And lastly, the creation of a new, indoor "public square" adjacent to transit provides social connectivity and is improving the pedestrian experience by reintroducing ground-floor retail.

Catalyzing Economic Growth

From its inception, the project was intended to contribute to the revitalization of Dudley Square beyond the direct subsidies and investment of the Bolling Building itself. There are mixed opinions about whether this neighborhood revitalization is happening as quickly as some would like. Most residents and interviewees believe that the pace of development in Dudley Square has quickened since the Bolling Building opened, though there are varied responses about that development given concerns that it may negatively impact existing residents and businesses. The neighborhood is still viewed as somewhat risky for speculative investment, perhaps a result of its racial demographics and the fact that 73% of its households

live in income-restricted affordable housing, with many of those residents earning less than \$20,000 per year. However, the BPDA indicates that the recently approved projects, many of which are on city-owned parcels, will bring 1,130 new households online, nearly doubling the number of units in the neighborhood. Many of these are market-rate units, causing significant concern about potential future displacement of lower-income residents.

Creating an Aspirational Civic Building

The Bolling Building provides an example of the power and value of the public sector setting the bar high in its investment in municipal infrastructure. The project could easily have been just another standard office building with an unremarkable design and functional program; a private, inward-looking lobby; and city agency offices. Instead, the city established an ambitious programmatic and aesthetic vision, raising the stakes for the quality of the outcome and attracting interest from international architecture firms. The Sasaki and Mecanoo team found creative ways to integrate this program, as well as the history and culture of the community, into the building design. The amount of care and attention to the design and development sent a powerful message to the community that Dudley Square is important to the City of Boston.

Engaging the Community

Community engagement was central to the development of the Bolling Building, and the community's goals were incorporated into the building program. The development team worked alongside neighborhood residents at each step, utilizing residents' knowledge and connection to place to guide decisions. The Sasaki and Mecanoo team had already begun to engage the community as they crafted their presentation to the architect selection committee—that is, before they were even hired. After hearing from locals about the special place Dudley Square used to be and the history of failed planning efforts, the design team understood that their proposal needed to speak to residents' aspirations and memories. After their selection, they regularly updated the Dudley Vision Task Force, ensuring that community goals were considered along the way. Additionally, thanks to partnerships with advocacy groups, the close attention paid to the Boston Residents



The Roxbury Innovation Center builds youth capacity in technology and promotes local entrepreneurship.



Locally owned businesses cater to office workers and neighborhood residents.

City of Boston Mayor's Office



The new municipal building has become an anchor in the community.

Anton Grassl



The development takes advantage of proximity to one of the region's largest transit stations.

Jobs Policy ensured that neighborhood residents benefited from local employment opportunities.

Working within an Accelerated Schedule

The Bolling Building was completed within a very tight time frame, and interviewees noted several things that they would do differently if they were to begin again. Many said that they wished they had had more time to develop the building. From the announcement in 2011, there was a great deal to accomplish in order to begin construction in one year and complete the building as quickly as possible. While this led to the city's first use of the CMR contracting process and a cross-departmental governance structure, several interviewees noted that with more time, they may have been able to move through the new process more smoothly and with more ability to consider options. Even so, there were few criticisms of the outcome.

Leasing Retail Space

While the retail food operations have been successful in attracting customers, including BPS employees, neighborhood residents, and visitors, the businesses have struggled to stay solvent in their locations. Restaurant owners indicated that business was not as strong in the evening as during the day. Although the Dudley bus station is crowded and busy, proximity to it has proved less significant than expected; unlike Back Bay Station, the wait times for buses here are relatively brief. According to business operators, their customer base is growing, albeit slowly, and retail margins have been thin since opening. Dudley Café is supposed to become profitable by its third year of operation. The still-vacant retail space was also the subject of some reflection, as the city has recently renewed its effort to find an operator that can afford the fit-out. In addition, one tenant noted that there is no "back of house" space to support the restaurant operations, including an area for trash pickup, loading dock, and storage. This means that deliveries must take place inconveniently from the sidewalk and through the front door. Boston Economic Development Director John Barros indicated that these lessons are helping the city learn about what small businesses need as they revisit citywide policies and programs.

Managing Public Access

The building's public meeting spaces, including the ground-floor lobby, are valued community amenities. They are used for formal and informal meetings by BPS, city departments and agencies, neighborhood organizations, residents, and students. Managing access has involved a bit of a learning curve. Several interviewees noted that they wished the public restrooms were located on the first floor so that people didn't have to go so far into the building to access them and, more importantly, that they be located adjacent to the security desk for better control.

MEETING PROJECT GOALS

GOAL: Revitalize Dudley Square by investing in its built environment, economy, and culture.

By bringing in 500 employees, providing subsidized retail space for local businesses, and ensuring that construction and retail supported local residents and businesses, the Bolling Building has contributed directly to the Dudley Square and Roxbury economy. With its substantial public areas and subsidized meeting spaces, it also offers indirect support for local organizations and groups that often struggled to find useful, accessible meeting space and safe places to informally gather. The design itself helps to cohere the otherwise difficult-to-navigate streetscape of the square, providing easy access to Dudley Station, wider sidewalks, and a free and open space to gather.

GOAL: Attract new businesses and development to the neighborhood.

The City of Boston's neighborhood revitalization plan for Dudley Square describes the Bolling Building as a major anchor investment in the neighborhood. The city jumpstarted and likely accelerated development in a neighborhood that had been largely lacking private investment and development for decades, and it did so in a way that supported local businesses, created public space, boosted cultural and community connections, and improved service delivery for BPS.

Following the success of the Bolling Building, the City of Boston is actively pursuing several new public-private redevelopments and encouraging private investment in Dudley Square. Since 2004, developments in the area have been

financed by investments totaling \$814,235,322 and have added 2,480,257 square feet, including 1,823 new market-rate residential units and 379 affordable residential units. These projects have also created 1,665 construction jobs, 1,415 other jobs, and induced or indirectly created 888 additional jobs.

Projects include:

- **Tropical Foods:** The relocation and expansion of an existing locally owned and operated grocery store, which includes 66,000 square feet for the grocery store and 30 new residential units (21 of which are designated for those making below 60% of the area median income). Construction is complete.
- **Melnea Hotel and Residences:** A 1.3-acre mixed-use development on city-owned land that incorporates a 78,000-square-foot hotel, 50 residential units (six of which are guaranteed affordable), and 8,000 square feet of retail. This project was approved in June 2013 and construction is now underway.
- **Bartlett Place:** A new 323-unit residential building that is under construction after the BPDA approved the proposal in September 2013. The building will contain 39,000 square feet of retail space and 323 residential units (60 of which will be affordable units).
- **Whittier Choice:** A \$44 million Choice Neighborhood initiative that will demolish the existing 200-unit public housing development and create 387 new units (200 of which will be subsidized affordable through the Boston Housing Authority) in several buildings along Tremont Street, build active ground-level retail and community spaces, and add open space.
- **Tremont Crossing:** A large mixed-use development on a city-owned site across from Whittier Choice, approved by the BPDA in March 2017, the project will include 728 residential units (103 of which will be affordable), 405,808 square feet of retail space, 108,000 square feet of office space, and a museum for the National Center of Afro-American Artists.

In addition, the city has made other investments in public facilities and recently announced several other private developments in the pipeline, including a proposed 25-story mixed-use tower across the street from the Bolling Building and Dearborn 6 to 12 STEM Early College Academy, a \$75 million school project located on 36 Winthrop Street two blocks from the Bolling Building that will open September 2018. It is the City of Boston's first STEM school designed for project-based learning. The Dudley Branch of the Boston Public Library is also beginning a \$12.8 million dollar renovation and will reopen the end of the year 2019.

GOAL: Design a twenty-first century municipal facility with state-of-the-art technology and a healthy work environment.

The identification of the Bolling Building as a mayoral priority incentivized many innovative approaches and processes that have begun to permeate the city's design and construction process. After its successful use of the CMR contracting procedure, the city is now utilizing this efficient process for other projects. In addition, the city is has now adopted the open office plans that it pioneered in the Bolling Building when it builds or renovates other municipal offices.

GOAL: Encourage collaboration between local residents and businesses and city government.

The city engaged in an unusually open and collaborative design and construction process with neighborhood residents. Members of the Dudley Vision Task Force met biweekly during the design, development, and construction. This process could be a model for future city-led projects, though members of advocacy and community groups feel that this engagement could still improve.

GOAL: Consolidate and improve the working conditions of Boston Public Schools employees and its services to constituents.

Relocating BPS to Dudley Square has brought this important city service closer to its constituency. The majority of families enrolled in BPS live in Roxbury and Dorchester, and parents and families no longer have to travel to multiple locations to complete necessary paperwork. Internally, BPS staff now have a state-of-the-art green building, which has improved

workplace satisfaction and the ability of departments to collaborate and break siloed barriers. Externally, residents and parents now have a visible, open public forum and space to actively engage with BPS. Prior to the Bolling Building, the School Committee met in a dark room at 26 Court Street. Now it meets regularly in the second floor School Committee Room, a double-height space at the corner of the building featuring large windows, state-of-the-art multi media and public art. As one parent noted, "the Bolling Building is a real forum for democracy."

GOAL: Demonstrate sustainable, economical, and efficient use of government funds.

The Bolling Building is LEED Gold certified, and its light-filled, open office interiors with a rooftop garden create a welcoming and healthy working and gathering environment. While the city may have anticipated criticism about the building's development costs, the overwhelming response has been positive. This is due in part to the city's ability to leverage development investments to accomplish many interrelated goals for the neighborhood: support minority- and women-owned local businesses, provide formal and informal community gathering spaces, support the school district, provide workforce development opportunities in construction and technology, and more. Community advocates suggest that the city could have improved its subcontracting workforce percentages with local and minority-owned firms, ensuring that new construction benefits local residents of color.

GOAL: Retain and integrate historic building facades.

The building successfully integrated the historic facades of the Ferdinand, Curtis, and Waterman Buildings. It also incorporated other historical details, such as lighting that references where the elevated train line used to pass through the building and a historical display on the publicly accessible sixth floor. These efforts were important to residents, whose families remember the vibrant past of the neighborhood. They were also significant to historic preservation groups in the city.

City of Boston

Dudley Square

Dudley Municipal Center
200,000 SF of administrative office with ground-floor retail. The Boston Public Schools administration will occupy most of the office space.

Palladio Hall
Complete restoration of historic landmark building into first class office space over retail.

Crosstown Development
New construction of mixed-use development.

DUDLEY SQUARE VISION

Thomas M. Menino,
Mayor
City of Boston

More than \$800 million in public-private development has been made in the area surrounding the Bolling Building.



The development responds to the cultural, historical, and physical context of Dudley Square.



The spacious lobby is used for a variety of formal and informal community gatherings and events.

SELECTION COMMITTEE DISCUSSION

The Selection Committee recognized the Bolling Building as a “wonderful urban project that contributes to the public realm and community” and commended it as “a great example of civic leadership that succeeds on many levels.”

The Bolling Building illustrates the role of public leadership and investment. The committee noted the significance of the city making an investment that helps to improve the community, especially in a strong real estate market like Boston. Members praised the decision to place the headquarters of an essential public service—Boston Public Schools—in a central location in the heart of a neighborhood with great transit, thereby increasing access to services for families and teachers. While the development and financing of the project was challenging, the committee observed that having a single public entity (the City of Boston) take the lead helped to simplify the task.

The committee praised the sensitive and thoughtful approach to the building’s design, its respect for the existing context, and the city’s commitment to community engagement throughout the development process. The building is accessible and inclusive, well organized and designed, and utilized by a wide demographic.

The committee also appreciated the attention to design excellence—unusual for a government building—as well as the focus on attracting local entrepreneurs for ground-floor commercial spaces and helping local residents by providing access to those businesses, to public meeting spaces, and to the Roxbury Innovation Center. As a result, the ground-floor lobby has become a popular place for people in the area to gather—a valuable “third place,” as urban sociologist Ray Oldenburg refers to such spaces, something committee members familiar with Dudley Square noted is rare in this neighborhood.

The Bolling Building has had a restorative effect on a community that has experienced significant decline and disinvestment. It revived the center of Dudley Square, once known as Boston’s second downtown, offering an inspiring beacon and icon for the community. The project leverages other

THE COMMITTEE COMMENDED THE ATTENTION TO DESIGN EXCELLENCE, OBSERVING THAT IT IS UNCOMMON IN GOVERNMENT BUILDINGS.

investment in the area, including the Whittier Choice Neighborhood Transformation Plan funded by the HUD Choice Neighborhoods Initiative program and the \$14.7 million Boston Public Library renovation. The project also takes advantage of its adjacency to the Dudley Station transit hub, offering amenities for the 30,000 people that pass through the station each day. As David Lee observed, with the Bolling Building, Dudley Square “is becoming a place to go rather than a place to go through.”

Although the project does much to mitigate and leverage economic change, there were questions as to whether the project would, in the end, create economic development to benefit local residents, how much it would contribute to gentrification and displacement, and whether there were adequate systems in place to preserve affordability for existing residents.

RELATED RBA WINNERS

Public leadership and strong public-private partnerships are essential in creating community-oriented, mixed-use developments, especially those with ambitious agendas like the Bolling Building. The following RBA winners also used collaborative partnerships to engage local stakeholders and produce development that spurred new investment while benefiting and strengthening the existing community.



YERBA BUENA GARDENS in San Francisco (1999 Gold Medalist) is a downtown community integrating arts and culture, economic development, and social justice. A strong coalition of self-governing stakeholder organizations guided creation of the 87-acre development which includes museums, children's facilities, a convention center, public gardens, hotels, offices, retail, and residential units.



DOWNTOWN SILVER SPRING in Silver Spring, Maryland (2005 Silver Medalist) is a transit-oriented development integrating entertainment, housing, office, retail, and public spaces. Envisioned as a model for Maryland Smart Growth policies, the project revitalized an existing urban center and historic Art Deco building with a combination of new entertainment, office, residential, retail, and public spaces.



SWAN'S MARKETPLACE in Oakland, California (2001 Silver Medalist) is a multi-cultural community gathering place with housing, commercial, and arts-based spaces. The city-initiated project targeted a neglected area near public transit, rehabilitating eight blighted buildings, relocating vendors from a historic market, and adding offices, low- and moderate-income residential units, and a Museum of Children's Art.

Other RBA winners that offer examples of public-private partnerships that undertook mixed-use developments with bold urban agendas include Santa Fe Railyard in Santa Fe, New Mexico (2011 Silver Medalist); Civic Space Park in Phoenix (2011 Silver Medalist); and Pike Place Market in Seattle (1987 Gold Medalist).

More information about these and other RBA winners can be found at www.rudybruneraward.org.

Resources

This case study was compiled from information gathered from the project application; an extensive site visit in April 2017 by Simeon Bruner, Jay Farbstein, Anne-Marie Lubenau, and Danya Sherman (lead author); and research and interviews conducted during these processes and throughout the writing and editing of this report. Titles and positions of interviewees and URLs listed below were effective as of the site visit unless otherwise noted.

INTERVIEWS

Project Team

Maureen Anderson, Senior Project Manager, City of Boston Public Facilities Department City of Boston

John Barros, Chief of Economic Development, City of Boston

Chris Carroll, Managing Director, PMA Consultants

Chris Gordon, Lecturer, MIT Center for Real Estate and Harvard Business School

Andrew Grace, Director of Strategic Planning & Economic Development, Boston Planning & Development Agency

Francine Houben, Principal, Mecanoo

Tim Hurdelbrink, Shawmut Design and Construction

Carleton Jones, Executive Director, Boston Public Schools Capital Planning & Facilities

Tom Leahy, Assistant Director, City of Boston Public Facilities Department

Meredith McCarthy, Architect, Sasaki

Peter O'Sullivan, Director of Asset Management, City of Boston Property Management Department

Mark Racine, Chief Information Officer, Boston Public Schools

Kairos Shen, Visiting Lecturer, MIT Center for Real Estate (formerly Chief Planner with the Boston Redevelopment Authority)

Victor Vizgaitis, Principal, Sasaki

Mike Weber, Vice President, NAI Hunneman

Dana Whiteside, Deputy Director for Community Economic Development, Boston Planning & Development Agency

Financing

Andrea Daskalakis, Chief Investment Officer, Massachusetts Housing Investment Corporation

James Kennedy, Alternative Finance Unit, City of Boston Office of Budget Management

Tenants

Bing Broderick, Proprietor, Dudley Dough

Alessandra Brown, Director, Roxbury Innovation Center

Solmon Chowdhury, Proprietor, Dudley Café

Luther Pinckney, Proprietor, Dudley Dough

Community

Kathy Kottaridis, Executive Director, Historic Boston Incorporated

Theodore C. Landsmark, Board of Directors, Boston Planning & Development Agency, and Director, Kitty and Michael Dukakis Center for Urban and Regional Policy, Northeastern University

Henry Moss, Principal, Bruner/Cott Architects

Joyce Stanley, Executive Director, Dudley Main Streets

Chuck Turner, Boston Jobs Coalition and former City Councilor, City of Boston

Armani White, Co-chair Reclaim Roxbury

Kathy Wissink, Director of Technology Community Engagement, Microsoft Boston

Margaret Minor Wood, Project Director, Pinck & Co., Inc.

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OTHER AWARDS

The project has been recognized with other design and construction awards including the following:

- 2015 Brick in Architecture Award, Best in Class, Municipal/Government
- 2015 The Chicago Athenaeum Museum of Architecture and Design American Architecture Award
- 2015 CoreNet Global New England Award of Excellence, Best New Construction
- 2015 Engineering News-Record New England Best Project Award
- 2015 International Facilities Management Association Boston Award, Best Practices: Large Project
- 2015 Preservation Massachusetts, Mayor Thomas M. Menino Award
- 2015 Union of Bricklayers and Allied Craftworkers Craft Award, Most Innovative Use of Masonry
- 2015 World Architecture News Award Civic Buildings Shortlist
- 2016 Boston Preservation Alliance Preservation Achievement Award and Fan Favorite
- 2016 Boston Society of Architects Harleston Parker Medal, People’s Choice Award
- 2016 Construction Management Association of America, Northeast Chapter, Project Achievement Award
- 2016 New England Congress for New Urbanism Award
- 2016 The Plan Award, Office
- 2017 Boston Society of Architects Honor Award, Design Excellence