

PROJECT PROFILE

Project Name: Dudley Street Neighborhood Initiative (DSNI) and Winthrop Estates as an example of DSNI accomplishments. Location: Roxbury and N. Dorchester neighborhoods of Boston (Roxbury, MA 02119)

Project Use: Resident-controlled comprehensive planning for revitalization of the neighborhood in physical, economic and human terms.

Project Size: 24,000 residents with a core area of 12,000 people and 60 acres within which the community has eminent domain authority over 30 acres of publicly and privately owned vacant lots. DSNI has plans to convert the vacant land to 280 units of housing, town commons, green spaces, community centers, and a revitalized economic base. Total Development Costs of First 36 Units Known As Winthrop Estates: \$5.4 mil.

Annual Operating Budget: \$1 million for DSNI operations

Date Initiated: DSNI concept and organization: 1984; Winthrop Estates: March 1993 ground breaking. Percent Completed, December 2, 1994: 100% for Winthrop Estates.

Application Submitted By:

Name: Ché Madyun

Title: President, Board of Directors

Organization: Dudley Street Neighborhood Initiative (DSNI)

Address: 513 Dudley Street Roxbury, MA 02119

Telephone: (617) 442-9670 (or Strand Theater office: 282-5230)

Key Participants

Organization	Key Person	Telephone (617)
◆ <u>Public Agency</u>		
Boston Public Facilities Dept	Deborah Goddard	635-0408
◆ <u>Developer</u>		
DSNI	Sue Beaton	442-9670
◆ <u>Professional Consultants</u>		
Architect: The Primary Group	Kirk Sykes	451-3383
Lawyers (pro bono):		
Rackemann, Sawyer & Brewster	Henry Thayer	951-1126
Goulston & Storrs	David Abromowitz	482-1776
Powers & Hall (see Robert W. Holmes as Riley Foundation Trustee)		
Marketing Agent:		
Bagley & Company	Sandy Bagley	451-3688
◆ <u>Community Group</u>		
DSNI Board of Directors		
Vice President	Clayton Turnbull	427-1380 (h)
	(Dunkin' Donuts Franchisee: 298-2800 (w))	
◆ <u>Other</u>		
Mabel Louise Riley Foundation		
Trustee & pro bono lawyer for DSNI	Robert W. Holmes, Jr.	
	Powers & Hall Professional Corporation,	723-9600
Administrator:	Newell Flather	426-9855

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Signature Ché Madyun

ABSTRACT:

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Project Name: Dudley Street Neighborhood Initiative (DSNI)
Location: 513 Dudley Street, Roxbury MA 02119

1. Describe briefly the project's design and implementation.

The Dudley Street neighborhood, less than two miles from Downtown Boston, is one of the poorest in the Commonwealth when measured by median income, but one of the richest when measured by diversity, vision, energy and persistence in pursuit of revitalization after years of arson and disinvestment. This is a neighborhood of 24,000 (37% African-American, 29% Latino, 25% Cape Verdean, 7% European-American and 2% American Indian and Asian); **it has eminent domain authority over 30 acres of vacant publicly-owned and privately-owned lots** within the smaller Dudley Triangle area of 60 acres and 2,000 residents. The vacant land is largely the legacy of arson. Dudley Street Neighborhood Initiative (DSNI) is a sustained process of urban revitalization. DSNI's "design" is to organize and empower residents of Dudley to take control of envisioning the neighborhood's future and create partnerships with banks, business and government, philanthropists and community agencies. These partnerships are essential to realizing that future vision. The lead philanthropic partner has been The Mabel Louise Riley Foundation, whose financial support of over \$1 million and active encouragement of its staff and Trustees throughout have been an exemplary form of nurture.

DSNI's community organizing has produced results: (a) a comprehensive, resident-controlled neighborhood revitalization plan that set goals in areas of affordable and attractive housing (fee simple and cooperative); an environment that is greener, cleaner, safer and has symbols of neighborhood and cultural identity; an economic base that creates access to services, jobs and an improved tax base; and human development which includes plans for effective collaboration among human service providers, expansion of child care resources and reform of informal and formal educational structures and programs; (b) concrete results in many of these areas (see attached Fact Sheet). **The example highlighted in this application is Winthrop Estates: 36 units of fee simple housing.**

2. What local urban issues did this project address? What were its goals? Were there issues that, in your judgement, might have been addressed, but were not?

Here is a summary of the ultimate goals of the DSNI comprehensive plan. Winthrop Estates is one result.

Institute Resident Control & Responsibility: achieved through the community organizing and resident empowerment focus that underlies DSNI's work; reflected in the dominant role played by residents in the DSNI Board of Directors, committees, community-wide meetings, organizing campaigns, Multi-Cultural Festivals and the biennial open election of members to the Board of Directors.

Stop Illegal Dumping and Improve the Environment: the 1,300 vacant lots in the Dudley Street neighborhood which were "away from seeing and concerned eyes" have been magnets for illegal dumping; 250 have been developed with permanent improvements; those lots and others nearby have, therefore, been brought into range of "seeing eyes" of new homeowners. Hundreds of other lots have interim improvements. Illegal dumping has been reduced and can be kept under control through cooperation of Federal, state and local agencies working with the residents.

Restore & Maintain Property Values: vacant lots have been replaced with high quality homes for owner-occupancy, affordable to a wide range of incomes, sold at a price (\$90,000) which sets a positive tone for the neighborhood and a positive influence on maintenance and value of surrounding properties; ground has been broken for a Town Commons which will enhance property values and neighborhood pride.

Ensure Permanent Community Benefit of the Land: the land lease issued by Dudley Neighbors Inc. (DNI) community land trust provides for reasonable appreciation of the house but caps the appreciation, after the first 10 years, to 5% per year. This precludes the kind of real estate speculation market that contributed to the neighborhood's deterioration in the past.

Create Opportunities for Human Development: Human service agencies serving the neighborhood have committed to developing a resident-driven approach to serving the neighborhood; a plan for providing "life-long" learning opportunities is underway.

3. Describe the financing of the project. Do you think it could be replicated?

The permanent financing for Winthrop Estates is straight forward and can be replicated in other neighborhoods -- 30-year, fixed rate mortgages, soft-seconds through the City (CDGB and HOME Funds) at 0.5 point below the first mortgage rate and, in the case of low-income buyers, mortgage subsidies by the City of Boston and down payment assistance from private donations. Development financing was unusual because it was all City resources -- HOME Funds, LEND Funds and donation of City-owned parcels. DSNI's organizing work has been financed by grants from foundations, businesses and, to a lesser extent, government agencies. The total of grants over the past 7 years has been nearly \$3 million, which has leveraged nearly \$18 million invested in housing and community space improvements.

4. Why does this project merit the Rudy Bruner Award for Excellence in the Urban Environment?

DSNI represents an effective model for revitalizing an urban neighborhood. Its approach is renewal built on the spirit and skills of empowered residents. It is that spirit and skill that commands the respect of the powerful centers of influence and money whose collaboration helps turn dreams into reality. It is that spirit and skill which will assure that this piece of the urban environment, reclaimed from disinvestment and disillusion, is preserved for residents of today and tomorrow. It is that combination of spirit and skill which deserves to be acknowledged, celebrated and, in that way, nurtured as a critical success factor in other efforts to achieve excellence in the urban environment.

Dudley Street Neighborhood Initiative
1994 Fact Sheet -- Most Notable Accomplishments In DSNI's History

DSNI's major accomplishment has been, and continues to be, organizing and empowering the residents of the Dudley Street neighborhood to create their vision of the neighborhood and bring it to reality, bit by bit, by creating partnerships with philanthropists, government officials, banks, businesses, community development corporations and other non-profit organizations. The more visible signs of this underpinning of revitalization include these accomplishments:

- ◆ Organized "Don't Dump On Us" campaign to close illegal trash transfer stations and stop illegal dumping.
- ◆ Created comprehensive community revitalization plan and forged unprecedented partnerships with city government, foundations, nonprofit agencies and businesses to implement it.
- ◆ Became the first grassroots community organization in the country to gain eminent domain authority to begin transforming vacant land into housing, community centers, businesses and green space.
- ◆ Obtained \$2 million low-interest loan from Ford Foundation to buy land under eminent domain and develop a community land trust.
- ◆ Organized a collaborative of nonprofit agencies to coordinate and strengthen human service in the neighborhood, and organized a collaborative planning project to develop community centers.
- ◆ Reclaimed and revitalized a local park taken over by drug dealers so children can play safely. Mary Hannon Park is now home to a summer camp and youth recreation sports leagues sponsored by the Bird Street Community Center and others.
- ◆ Organized an economic development summit with neighborhood residents, city officials, small and large businesses and nonprofit agencies to develop employment and business opportunities.
- ◆ Seventy-seven homes constructed by Nuestra Comunidad CDC and DSNI, out of 280 to be built on formerly vacant land in the Triangle.
- ◆ Produced the Unity Mural on Davey's Market (Dudley Street), a project of the Nubian Roots Youth Committee.
- ◆ Obtained \$1.2 million from the Commonwealth of Massachusetts for development of Town Commons at Dudley, Blue Hill Avenue and Hampden Street.
- ◆ Obtained \$1.5 million from the Federal Economic Development Administration (U.S.

Department of Commerce) and the City of Boston for YouthBuild-Boston to renovate former Dudley Mill Works into offices, job training areas, its Charter School and other economic activity space

◆ Organized four community-wide lot clean-ups in 1994, involving over 300 people (residents, CityYear Servathon, Harvard alums and other volunteers) who cleared over 300 tons of weeds and debris.

◆ Brought the U.S. Environmental Protection Agency (EPA) to the Dudley Street neighborhood for a tour of urban environmental hazards, after which EPA announced its "Action Agenda for Environmental Justice and Community Empowerment".

◆ Organized Dudley residents to participate in a successful petition for the Public Involvement Process to be applied in dealing with 17 of the 54 hazardous waste sites in or abutting the Dudley Street Neighborhood Initiative area.

◆ Identified the first three cases of illegal dumping and storage of hazardous materials for action by the Massachusetts Environmental Justice Network organized by the Boston Bar Association

◆ Joined with CityYear and EPA to engage youth in environmental education and action, including reduction of lead contamination, creation of green spaces and promoting energy efficiency.

◆ Created a collaborative with Boston Urban Gardeners to train youth in landscaping and apply these skills to creating interim improvements on vacant lots for immediate benefit to the neighbors.

DSNI continues to thrive. The current priorities include developing a major effort to improve educational opportunities for children and adults; building and rehabilitating many more homes; constructing a town common and community center; and creating a comprehensive economic development plan to provide jobs, stimulate businesses and raise the income of neighborhood residents.

PUBLIC AGENCY PERSPECTIVE

This sheet is to be filled out by staff representative(s) of public agency(ies) who were directly involved in the financing, design review, or public approvals that affected this project.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name Deborah Goddard

Title Acting Deputy Director, Housing
& Neighborhood Development

Organization City of Boston Public Facilities Department

Address 15 Beacon Street, Boston, MA 02108

Tel (617) 635-0408

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Signature Deborah J. Goddard

1. What role did your organization play in the development of this project? PFD was the principal contact for DSNI with the City in creating the Neighborhood/City Partnership for revitalization of the Dudley area. In this role, PFD:

- ◆ Adopted the DSNI plan (commonly referred to as the DAC Plan, after the consulting firm that worked with the residents)
- ◆ Exercised oversight of the eminent domain authority awarded by the Redevelopment Authority to the land trust created by DSNI
- ◆ Donated city-owned parcels
- ◆ Created, with DSNI, a Joint Disposition Committee (four members each from DSNI and PFD) to process disposition of city-owned land, including selection of developers, to implement the neighborhood build-out plan. This replaced the more usual practice of disposition by public auction.
- ◆ Provided staff support for the City's partnership with DSNI and technical assistance funding to DSNI.

Perhaps our most unusual role was in helping DSNI secure the Ford Foundation Program Related Investment loan by mortgaging land owned by the City at the time (though it was intended that the land eventually would be owned by the land trust Dudley Neighbors Inc. [DNI] when it needed to own it).

2. Describe what requirements were made of this project by your agency (e.g. zoning, public participation, public benefits, impact statements) The normal zoning code and the Community Development Block Grant (CDBG) funds requirements for mixed-income use of the houses were the only external requirements. The public participation element, which has been so essential to success of Winthrop Estates and other parts of the Dudley revitalization program, was an integral part of the DSNI operating principles.

3. From your perspective, how was this project intended to benefit the urban environment? Describe how, if at all, these intentions changed over the course of the project. What trade-offs and compromises were required? How did you participate in making them? With hindsight, what would you know do differently?

Winthrop Estates was designed to provide attractive affordable housing in place of lots filled with burned-out autos, trash and weeds; provide quality home-ownership opportunities for families, both those who had moved away and those who rented elsewhere in the Dudley area. Completion and sellout of Winthrop Estates, followed closely by completion of the adjacent Stafford Heights housing cooperative achieve these objectives and have also given an extra spin to DSNI's larger revitalization efforts. The overall goal of DSNI to revitalize the

larger Dudley Street neighborhood by forming partnerships with other developers, businesses, the police, schools and community agencies is work in progress, though there are many signs of progress, such as the Unity Mural, Annual Multi-cultural Fair, financial commitments to develop the former furniture factory, the increased police presence when drug dealing moved to Dudley this summer (1994) after being swept out of a neighboring area. The biggest compromise made by PFD on Winthrop Estates was agreeing on the sale price of \$90,000 per unit. DSNI felt strongly about setting the right price that would be affordable with the available subsidies but also set a tone for the neighborhood. PFD was proposing a price in the range of \$80-85,000.

4. Describe what data you have that documents the impact this project has had on its surroundings and the people in the project area. Attach supplementary materials as appropriate. What have you observed of the project's impact? The overall work of DSNI, and the first housing to appear (Winthrop Estates) have had nothing but a positive impact (see attached sheet for data).

5. What about this project would be instructive to agencies like yours in other cities? The partnership concept and process is the heart of this work. DSNI represented an essential ingredient in the early years of planning and negotiation, that of the selfless, small ego organization whose only interest was to represent the residents of the community. (This unique role was compromised when DSNI moved into the role of developer when the original developer withdrew. With completion of Winthrop Estates, DSNI can return to its unique role).

This partnership approach extracts time, compromise and vulnerability from all parties:

- ◆ We each had to understand, accept and be reminded frequently of the political realities of our respective worlds: the electoral politics of the City administration; the neighborhood politics of DSNI.
- ◆ We each had to compromise on our time lines: the City moving more slowly; DSNI moving more quickly.
- ◆ The partnership was strained, but survived because trust emerged and offending comments and actions were put on the table quickly and talked through to understanding in a context that values mutual respect and mutual learning.
- ◆ Finally, we read the laws and regulations with a view to creating pathways to accomplish the partnership goals. The ways are usually there, but may be obscure because they are not well-worn paths.

6. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact? We all have great hopes and confidence that the neighborhood spirit DSNI has developed augurs well for the long term viability of Winthrop Estates and the other parts of the neighborhood revitalization plan. **Here is what I would look for:**

- ◆ Continued physical attractiveness of the homes, yards and adjacent open spaces;
- ◆ Continued high level of resident involvement in neighborhood events (the community meetings, the multi-cultural festival, neighborhood clean-up events and in the homeowner associations being formed in the new developments);
- ◆ Positive data on voter participation levels, educational attainment and other signs of a healthy neighborhood;
- ◆ Growth in the membership and activity of Dudley Neighbors Inc. (DNI, the community land trust);
- ◆ Positive reality testing of the ground lease formula that caps the re-sale price of the Winthrop Estate units. This concept is very difficult to understand. The DSNI marketing consultant and Homebuyer class instructors have paid careful attention to getting this idea across, but the proof will be the home sellers' future experiences.

Additional Information for Public Agency Response to Question 4:

DSNI's plan to develop the land has progressed steadily through the partnerships with the City and others:

- ◆ 4.4 acres have been converted to new housing (Winthrop Estates and Stafford Heights);
- ◆ 5.5 acres have been tentatively designated to developers;
- ◆ 3.5 acres have been developed for open space uses (Town Commons, two parking lots and the proposed community center);
- ◆ 23 parcels (about an acre) have been purchased by abutting homeowners for their use;
- ◆ 101 parcels have been cleared and improved by the City's Lot Management Program.

Here are two other items of data we have that point in the right direction, though it cannot be described as conclusive:

- ◆ Median sale price of homes in the Dudley Triangle area in 1994 are up 6.2% over 1992, without including the Winthrop Estates unit sales at \$90,000. (Change was from \$65,000 to \$69,000; this is still below the 1990 median of \$124,000 in the waning days of the hot '80's market);
- ◆ Voter participation in the Dudley Triangle was 6 points better than in the comparable election of 1990 (57.4% vs. 51.3% in elections for local, statewide, House of Representatives and Senate offices).

DEVELOPER PERSPECTIVE

This sheet is to be filled out by the person who took primary responsibility for project financing or is a representative of the group which did.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name Sue Beaton Title Deputy Director

Organization DSNI Tel (617) 442-9670

Address 492 Dudley Street, Roxbury, MA 02119

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Signature *Susanne Beaton*

1. What role did your organization play in the development of this project? Describe the scope of involvement. I had been a volunteer member of DSNI's Development Committee since 1987 and involved in the early development of the comprehensive plan for the Dudley neighborhood. During development of Winthrop Estates, I became Deputy Director of DSNI as DSNI stepped in when the other developer withdrew but agreed to be consultant to DSNI's developer. The change came because DSNI insisted on a home ownership model of development and the originally selected developer want to make Winthrop Estates a co-op.

2. What if any modifications were made to the original proposal as the project developed? What trade-offs or compromises were required during the development of the project? The major trade-offs of not compromising on our home ownership objective was DSNI (a) having to take on developer responsibilities and (b) having to build the Estates in three phases and having to sell-out each phase before getting approval from the City as lender of the next phase construction funds. This was all new for us and absorbed a lot of DSNI's energies that were needed to work on other parts of the comprehensive housing, economic and human development agenda.

One of the positive parts of the tradeoffs was that we recruited a craftsman from the neighborhood to be the clerk-of-the-works and matched him with an experienced owners's representative at the site. His skills have grown tremendously and new doors have opened for him.

3. What, if any, innovative means of financing the project were used? The construction financing was unusual in being all City resources. The City donated the parcels they owned to the community land trust Dudley Neighbors Inc. (DNI) and used its HOME and LEND Funds for privately-owned acquired by DNI under eminent domain. The Ford Foundation PRI played an essential back-up role. The PRI did not have to be put into play, but knowing it was there allowed the development partners to move ahead.

The permanent financing made use of mortgage write-downs by the City and a private donation for assistance with down-payment and closing costs assistance for low-income buyers. This allowed us to reach families with incomes as low as \$18,000 a year.

4. How did the financial benefits and economic impacts of this project differ from other projects? How does the project's quality relate to financial goals? There was no difference between impact, benefits and goals. These are high quality, attractive homes, which cost \$140,000 to build. They succeeded in attracting a strong market at the \$90,000 selling price. We feel that this sets a positive standard for the neighborhood that will be reflected in future home sales and rehab efforts. At the same time, Winthrop Estates has achieved its goal of being affordable for a wide income-range among first-time homeowners (\$18,500 to \$48,700 among these first owners of the Estates). These families have had a positive impact on the neighborhood's income level: Among the Winthrop Estate families the median income is \$26, 435 and more than one-third are \$30-to-\$40,000.

We have put into place two measures to help assure a stable, financially successful development over the long haul:

(A) Ongoing community organization effort with the owners. The regular meetings which began with them as prospective buyers have been turned into monthly meetings as a neighborhood association through which members continue to develop their sense of responsibility for their home and their neighborhood. Through this young organization, the members have established a crime watch, become active on the selection committee for the neighboring Stafford Heights housing coop, and have begun planning for after-school programs for the children.

(B) Foreclosure prevention and back-up. We hope that the foreclosure rate is below the industry norms. We expect they will be, in part because of the training and support provided during the home-buying phase and now through the neighborhood association. In addition the mortgage agreements give rights of refusal to buy, first to the City of Boston and second to the community land trust DNI. It is therefore highly unlikely that a foreclosed property would pass to an owner that did not have the interests of the community in mind.

5. What was the most difficult task in the development of this project? What was the least successful aspect? With hindsight, would you do anything differently? Clearly the most difficult aspect was to, in effect, make it three projects (Phases), each with its own set of rigorous benchmarks and schedules that had to be met before the City would release the construction funds committed for the next phase. The other difficult aspect was achieving success on one of goals -- minority work force. We adopted a contract with a goal of 50% minority workforce, which we met by assembling local trades people and meeting weekly requirements of the General Contractor and Sub-Contractors for workers. We wished, however, we could have also supplied minority Contractors and Subs. There is no hindsight advice on this, but it shows the importance of continuing to provide growth and development opportunities for minority trades people to become contractors. DSNI is tackling this on a small scale as part of its strategy to spur home rehab.

6. What about this project would be instructive to others developers? Because development was new to DSNI, and we don't expect to have to jump into the role of developer in future build out in the Dudley area, what we would highlight as instructive is probably old hat to others. But here is our list: (A) The community folks are your best marketing channels, especially when you are selling a neighborhood, a vision and not just nice homes; (B) You cannot spend too much intense time evaluating design documents to minimize change orders later; (C) invest in studies of soil conditions and disposition alternatives, and prepare plans for contingencies (because of the years of illegal dumping and the prominent use of lead paint in the in the past, there were numerous soil hazards that had to be dealt with throughout the stages of digging up, leaving piled while foundations were dug and then burying far enough below the topsoil; even then, some homeowners would resurface the contaminated soil as they customized their yards); (D) Translating the languages of each source of funds in the construction and mortgage lending process makes our tri-lingual community meetings seem like a piece of cake, but, like those meetings, all of us involved in this exciting successful project learned much from each other through patience and we have become better at understanding each other's language.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact? The characteristics I would look for are extensions of what DSNI has accomplished so far. In addition to the houses still looking good, I would expect to see:

- * Emergence of community leaders with a strong political base and ability to communicate persuasively with other centers of power;
- * Diversity thriving; people from a variety of cultures live safely and happily side-by-side; appearance of new faces is a daily happening;
- * Elections to the DSNI which are competitive and dynamic; for example, the 1992 elections saw a young adult nominate himself from the floor, present a dynamic case, get elected and become one of the significant young forces in the Dudley young people being an integral part of the comprehensive revitalization plan (he is now a third-year student at Dartmouth);
- * Residents having an appreciation of their power and competence;
- * The current planning for community centers completed, the space created and the youth responded to with constructive after-school programs;
- * These and other marks of a stabilized community, recognized also by the "outside world".

Believe me, this is going to happen.

PROFESSIONAL CONSULTANT PERSPECTIVE

This sheet is to be filled out by a professional who worked as a consultant on the project, providing design, planning, legal, or other services.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name Kirk Sykes

Title Architect

Organization The Primary Group

Telephone (617) 451-3383

Address 38 Chauncey Street, Boston, MA 02111

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1. What role did your organization play in the development of this project? This was one of the most invigorating projects we've worked on because of the energetic involvement of residents and this project's leverage as the first phase of the Dudley build-out program. TPG designed Winthrop Estates and, in collaboration with TFWelch, we were development consultants to DSNI. These roles emerged as follows: TPG was part of a group called TDA which had been chosen as the developer in 1989; TDA's advice at that time, which was characterized by high interest rates and low home sales, was to build the project as a cooperative; the Dudley residents held out for the home ownership model; TDA withdrew as developer, DSNI took on the developer responsibilities and TPG served as architect and consultant to DSNI. History, with the help of lower interest rates, has vindicated the persistence of Dudley residents and DSNI leadership. Winthrop Estates sold out before completed.

2. From your perspective, how was the project intended to benefit the urban environment? It succeeded in achieving its intended benefit: setting a high standard for new construction for subsidized home ownership in an urban neighborhood whose residents are intent on reversing the neighborhood's decline. Other benefits achieved: (1) creating among the residents a sense of responsibility for long term success of the project from their involvement in decisions about priorities and design; (2) the size and configuration of the parcel allowed us to build a place around an anchor of open space created from near term improvements as a parklet from space set aside as a possible future site of a community facility.

3. Describe the project's impact on its surroundings and on the people in the area. Do you have data that document these effects? Attach supplementary material as appropriate. The impact appears to be totally positive. The basic design feature is paired triplexes whose scale and outlines of bays and roofs fit the existing styles; open space has been maximized at the corners and in backyards by use of abutting driveways; paired porches on the individual units increase the apparent size. Winthrop Estates is the first concrete result of the long and careful planning process involving residents and has given the residents new energy and cohesiveness to continue work on other housing and neighborhood improvement projects.

4. What trade-offs and compromises were required during the development of the project? How did your organization participate in making them? Most of the compromises were changes to benefit the community and involved a lenient approach in exercising eminent domain authority. DSNI gave up one unit of housing in order to allow an abutter to retain the space and tree they had become accustomed to. The abutting cooperative housing project (Stafford Heights) built by another developer was given the Winthrop Estates cedar fencing to be put on their retaining wall in place of the chain link fence called for in their design. We also re-engineered property lines to help accommodate the Stafford Heights co-op and kept our part of the plan to install shared sewer lines even after our need for the sewer lines abated. But in general, there were no serious compromises in design required.

5. What was the least successful aspect of the project? With hindsight, what would you now do differently? This project has been an unqualified success in all aspects in our view. In trying to find something to comment on in response to this question, there is one tangential goal of the project which could not be realized. That was the goal of creating jobs for local, minority general contractors. There simply was not a force of minority general contractors sufficient for this \$5.4 million construction project. Local craftsmen, however, were used extensively.

6. How might this project be instructive to others in your profession? We can offer three lessons. **First:** believe that urban dwellers want and deserve the best design that money can buy. **Second:** believe that there is probably a way to make the numbers work out. **Third:** prepare to be surprised. For example, we built last the units that would face the busiest street, with many cars, bus stops, etc., yet these turned out to be the most popular. For another example, we made sure that contaminated soil was far enough below the graded surface to be safe, but some of the homeowners wanted to express their feeling of ownership by customizing their grading, requiring additional remediation steps.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact? Here is what I would look for -- **Durability:** the houses look good; **Customizing:** owners have customized the appearance of their homes and lots to reflect their sense of ownership and to meet their needs (such as converting the unfinished basements into additional bedrooms or an in-law apartment, as originally planned); **Affordability:** the homes continue to be bought by first-time homebuyers, thereby attracting young families to the neighborhood.

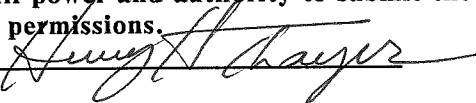
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Name Henry H. Thayer Title Lawyer
Organization Rackemann, Sawyer & Brewster Tel (617) 951-1126
Address One Financial Center, 29th Floor, Boston, MA 02111

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1. **What role did your organization play in the development of this project?** Rackemann, Sawyer & Brewster has provided legal services to DSNI and the land trust (DNI) since 1987 to help assemble parcels for nearly 300 new homes and community facilities. Winthrop Estates is an early phase of this project. Our role has been to create a corporation under Chapter 121A of the Massachusetts General Laws and obtain and help implement the eminent domain authority awarded to DSNI by the Boston Redevelopment Authority. We are part of a team with two other law firms (Goulston & Storrs and Powers & Hall). Rackemann, Sawyer & Brewster examined 150 title abstracts, filed petitions in Suffolk County Superior Court for eminent domain takings under Chapter 80A of the Massachusetts General Laws, and addressed environmental concerns, including the existing underground utility and sewer layout adequacy to support new housing.

2. **From your perspective, how was the project intended to benefit the urban environment?** The overall DSNI plan is to reverse the 50 year downward spiral of the community, stop illegal dumping and waste disposal, improve the housing stock, attract new families who would join existing residents in taking an interest in continuing to improve the neighborhood, create a sense of unity and pride within a culturally diverse, low-income community and increase economic activity. Gaining control of the many vacant lots (22% of the neighborhood's area) created the "critical mass" that made the project possible.

3. **Describe the project's impact on its surroundings and on the people in the area. Do you have data that document these effects? Attach supplementary material as appropriate.** The effort that started in 1984 is still going on, led by an energetic, skillful resident leaders who have drawn a host of partners to their cause - lawyers, bankers, business men and women, government officials and non-profit developers. This persistence is itself inspiring. I have no supplementary material. This information has been gathered from meetings with my "partners."

4. **What trade-offs and compromises were required during the development of the project? How did your organization participate in making them?** There were no significant compromises required in our part of the work.

5. **What was the least successful aspect of the project? With hindsight, what would you now do differently?** The project has been an enormous success, but I think the lapsed time could be shortened by organizing the pro bono work among five law firms into these five blocks: (1) title examination, (2) eminent domain takings, (3) environmental impact statements, (4) ground leases and (5) purchase and sale agreements.

6. **How might this project be instructive to others in your profession?** Here is what I would advise other lawyers: (1) be sure you really believe in the residents' vision for their neighborhood and if you do (2) accept the challenge, work with the neighborhood's leadership and share in their hard-won victories and frequent frustrations; (3) use the law and your skills to help the residents accomplish their vision; (4) do very little to alter their view of what can be accomplished or should be attempted -it's their neighborhood, not yours. (For example: I thought that it was not a prudent move for DSNI to buy the former furniture factory on Dudley Street. Its future use was only a vague idea of some sort of economic activity, and I assumed there would be large

environmental liabilities involved. But I did not persist in my opinion because the decision was not my business. It was just as well, as the environmental liabilities I associated with this former furniture factory turned out to be nominal and a favorable comment on the care taken by the previous owners in disposing of paint, varnish and solvents.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact? I would hope to see a happy, secure and diversified neighborhood with a sense of place and purpose.

PROFESSIONAL CONSULTANT PERSPECTIVE

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Name David Abromowitz

Title Lawyer

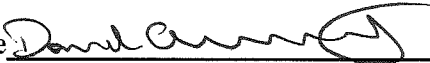
Organization Goulston & Storrs

Tel (617) 482-1776

Address 400 Atlantic Ave., Boston, MA 02110-3333

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1. What role did your organization play in the development of this project? Goulston & Storrs is one of three law firms that have donated thousands of hours of pro bono services for this truly amazing and successful effort of the Dudley residents to rebuild their community. Our firm's specialized experience in very complex real estate transactions is what we brought to the effort. We have been involved with DSNI since 1989 and feel honored to be part of the process. This project resulted in one of the most remarkable collaborations among law firms and neighborhood leaders that one could find. My associates and I served in these ways;

- ◆ Created the 99-year ground lease used by the community land trust Dudley Neighbors Incorporated (DNI). This meant writing, discussing with resident leaders and re-writing to include all the contingencies everyone could think might occur over 99 years and accommodate the interests of homeowners and neighbors. We also helped write a layperson's version used in the extensive classes for prospective homeowners which was a prerequisite for buying a Winthrop Estates unit. Over 200 people have graduated from DSNI classes (168 from the homebuyers class and 42 from the home rehab classes), which shows a benefit and impact beyond bringing buyers to Winthrop Estates.

- ◆ Advised the land trust Dudley Neighbors Inc. (DNI) concerning closings; we also prepared a streamlined closing process for this unusual condition.

- ◆ Counsel for DNI at closings with the City of Boston in consummating its agreements as lender of LEND and HOME funds for construction.

2. From your perspective, how was the project intended to benefit the urban environment? The community land trust and ground lease are innovative legal strategies for accomplishing the neighborhood's objectives: (1) to create quality owner-occupied housing and (2) assure that land in the neighborhood remains in the control of the residents to create and sustain neighborhood stability, values (in the broad sense of that term) and protect against future land speculation. The ground lease puts the community (through DSNI) into the role of landlord with ongoing responsibility for enforcing the terms of the lease. The community brings to this role the self-balancing combination of interests as homeowners, abutters, lessees on the leased land and landlord. These interests cover economic, environmental and social factors.

3. Describe the project's impact on its surroundings and on the people in the area. Do you have data that

document these effects? Attach supplementary material as appropriate. The successful completion and sell-out of both Winthrop Estates and Stafford Heights have been legitimate cause for celebration among the residents and all the partners involved in these projects and the more comprehensive DSNI agenda for neighborhood revitalization. It gives the neighborhood a buoyant feeling and belief in accomplishing what the nay-sayers said was impossible. These concrete, visible accomplishments have also re-enforced the resident's acceptance of DSNI as an umbrella organization in Dudley and a source of useful information. This can be seen also in the increase in people who call or stop in at DSNI for advice, information and direction to other community resources.

4. What trade-offs and compromises were required during the development of the project? How did your organization participate in making them? There were no significant trade-offs involving our participation.

5. What was the least successful aspect of the project? With hindsight, what would you now do differently? It is a real stretch to find a response to this question, but I wish we could have, from the outset, done a better job of de-mystifying the 99-year ground lease concept for everyone involved. We improved on that as we went along, but it is still a difficult learning curve for anyone having to deal with it for the first time, whether as a buyer or lender.

6. How might this project be instructive to others in your profession?

◆ Be prepared to spend more time than you might imagine closing home purchases on a ground lease. It is out of the ordinary. It is not widely practiced, but we have made to work.

◆ Be prepared to be worked vigorously by your pro bono clients. The Dudley residents questioned ever aspect of each succeeding ground lease draft they saw until they thoroughly understood and agreed that it struck a balance between interests of the homeowner and the neighborhood on such fine points as are there any forms of business that ought to be allowed to take place in a Winthrop Estates unit, such as might be customary to a persons cultural heritage and be small and unobtrusive in nature? The residents were excellent clients and very sophisticated learners of the fine points of ground leases.

◆ Time spent on the classes for prospective homebuyers is invaluable. DSNI put together an extensive curriculum (attached) that serves to give people a solid footing to become homebuyers with a ground lease and to be active in ongoing neighborhood improvement and community-building functions, such as the lot clean-ups, multi-cultural festival and so on.

◆ The lesson everyone has learned in the Dudley Street Neighborhood Initiative is -- stick to your vision; if you don't, no one else will.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact? Here are three marks I would look for, and expect to see, to show DSNI is still successful as an organization that can galvanize residents and other interests into results-producing partnerships:

◆ DSNI has delegated development of remaining portions of the build-out plan to other developers, as they did in choosing Nuestra Comunidad CDC as developer for Stafford Heights.

◆ DSNI has turned over economic development of the old Dudley Mill Works (furniture factory) at 504 Dudley to some enterprise (as appears imminent)

◆ DSNI has retained it's ability to organize meaningful partnerships between residents and outside resources, to give effective voice to the pride and desires of residents and is as regular a part of the Dudley Street landscape as "city hall" and other institutions that residents count on to make a difference in the quality of their lives.

Dudley Street Neighborhood Initiative

HOMEBUYERS TRAINING PROGRAM

Week One

Introductions, review of handouts and program objectives; overview of weeks one and two.

Week Two

Worksheets and mortgage amount calculations. Credit analysis and budgeting (presentation and discussion led by representatives of Consumer credit Counseling Services).

Week Three

Role-playing with class members as bankers, applicants and loan committee representatives. Home inspection process presented by representatives of Tiger Home Inspection Services.

Week four

Mortgage application and documentation preparation. Attorney Jose Centeio will review documents: offer to purchase, purchase and sales, settlement, land lease and other legal documents.

Week Five

Making an offer; Role of Real Estate Brokers and Co-brokers; homeowner insurance requirements (presentation lead by representatives of insurance companies). Set up appointments with class members for individual consultations on their finances.

Week Six

Representatives form local banking and mortgage institutions review their loan products. Individual counseling sessions with class members continue from previous week.

PROFESSIONAL CONSULTANT PERSPECTIVE

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Name Sandy Bagley

Title Marketing Consultant

Organization Bagley & Company

Tel (617) 451-3688

Address 100 Boylston Street, Suite 815, Boston, MA 02116

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1. What role did your organization play in the development of this project? I was member of the development team responsible for all phases of the Winthrop Estates marketing plan: design, obtaining approvals from the City's Public Facilities Department and Fair Housing Commission, and implementation through media channels and individual contacts with prospects. A major message in the marketing plan was DSNI's larger vision of the neighborhood's revitalization and ongoing involvement of residents in having control and responsibility for that revitalization. We were marketing a vision and spirit of resident responsibility, not just homeownership. This message was conveyed most effectively through the homebuyer training classes, which were a prerequisite for buyers, in the individual counseling during the purchase and mortgaging process and in the monthly meetings of new homeowners which ran from September 1993 through November 8, 1994. The monthly meetings were designed to achieve the new owners' understanding of the ground lease concept, the vision for Dudley and the expectation they would become active building community spirit. The monthly meetings will be continued by the land trust (DNI = Dudley Neighbors, Inc.)

2. From your perspective, how was the project intended to benefit the urban environment? The intended benefits are being achieved: bottom line -- good, quality housing that does not look subsidized, which has been achieved with creative design and attention to such detail as the flow of light to the interior spaces. With this bottom line benefit come the other benefits of mixed-income ownership, stability through ownership, safety, comfort and active, concerned residents who will help fulfill the revitalization vision.

3. Describe the project's impact on its surroundings and on the people in the area. Do you have data that document these effects? Attach supplementary material as appropriate. The impact has been totally positive. The new owners are active. For example, several serve on the selection committee for the abutting 40 units of cooperative housing (Stafford Heights, which is another phase of the Dudley vision). Completion of Winthrop Estates has made believers out of Dudley residents who heard a lot of talk about the vision but were skeptical of such wonderful happenings coming to pass in their community: the first-time homebuyers (July-October 1993) were mainly African-American and Hispanic families from outside Dudley; when the furnished model unit was opened in November 1993 and as word of completed purchases spread, Cape Verdean and African-American residents within Dudley came forward to buy. All the buyers are first-timers and in general are increasing the education and income levels in the neighborhood. An unexpected benefit was derived from the model unit being open on weekends and staffed with staff who could speak Cape Verdean and Portuguese Creole, Haitian and Spanish: it became a resource for initial counseling about homebuying, construction, credit and lending and referral to other resources. Finally, other residents have expressed interest in rehabing their homes; this has led DSNI to begin discussions with lenders, insurers and local contractors on developing an owner-occupied rehab

strategy that improves the existing housing stock and creates economic opportunity for contractors.

4. What trade-offs and compromises were required during the development of the project? How did your organization participate in making them? The biggest compromise in the marketing plan was to start marketing without publicizing a sale price for the units because DSNI and the Public Facilities were still debating the price. The compromise was to state the range of monthly housing costs, including principal, interest, insurance, taxes and lease fee to be as low as \$495 to \$800 for qualified income-eligible buyers earning \$18,000 or more per year.

5. What was the least successful aspect of the project? With hindsight, what would you now do differently? The paper flow between developer, the City and the banks was slow and arduous and confusing. Part of this is attributable to new roles: DSNI learning to be a developer; the City learning to be a lender (using HOME Funds for "soft seconds") and donor of land; the banks becoming comfortable lending on ground leases; prospective buyers were being qualified by the banks before Purchase and Sale Agreements were signed and so not understanding "being put on hold" due to delays in transferring ownership of land from the City to the DNI land trust. The process has become more refined.

I'm not sure there are any specific steps that could be handled differently, but I will cite two factors that I believe contributed to the confusion, delays and feelings of being told "you're not doing it right":

(1) interpretation of laws and regulations were being developed as we went along and so papers filed on behalf of early prospective buyers "bounced" as incomplete or premature:

(2) the people representing the City, the banks, the neighborhood, and the buyers each brought to the table their stereotypes of "bureaucrats", "neighborhood folks", and "downtown corporate people".

In the process of plugging along, these stereotypes were replaced with positive working relationships born of experience, understanding the different worlds, respect and belief in the "impossible" becoming possible. The lesson is this: recognize and reposition your stereotypes; assume that mistakes are due to moving through unfamiliar territory, rather than a lack of skill and intelligence.

6. How might this project be instructive to others in your profession? In addition to the lessons about stereotypes mentioned in question 5, the following was important in the marketing activity: (1) Spend some money on the marketing materials so they reflect the quality of homes and families you expect, as was done in Winthrop Estates; (2) be obviously inclusive in your marketing by providing information in several languages and have multi-lingual staff at the model unit;

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact? Here is what I would hope, and expect, to "see":

(1) Progress in the other parts of the DSNI vision -- increased economic activity in the neighborhood, a community center built, more child care resources available, the Town Commons completed, the Unity Mural still graffiti-free, more housing and green spaces developed on the 1,000 remaining vacant lots, residents still active in the Annual Multi-cultural Festival and community meetings;

(2) DNI successful as lessor in the groundlease;

(3) The foreclosure rate on Winthrop Estates is at or below the industry norm;

(4) There is still a spirit of hope in the voices and faces of the Dudley residents, just as there is today.

COMMUNITY REPRESENTATIVE PERSPECTIVE

This sheet is to be filled out by someone who was involved, or represents an organization that was involved, in helping the project respond to neighborhood issues professional who worked as a consultant on the project, providing design, planning, legal, or other services.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name Clayton Turnbull Title Vice President, DSNI
(President, The Waldwin Group)
Franchisee -- Dunkin' Donuts)

Address (home) 60 Hartford Street, Roxbury, MA 02119

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1. What role did you play in the development of this project?

As a resident of the community, I have been active in DSNI since its beginnings in 1984. As a Board member and officer, I been part of DSNI's work to:

- ◆ Represent the neighborhood residents' consensus on how the neighborhood should be responded to by the City, banks and other organizations.
- ◆ Organize the resident campaigns to stop illegal dumping (the "Don't Dump On Us" campaign) and to win eminent domain authority over vacant land in the neighborhood (the "Take A Stand, Own The Land" campaign).
- ◆ Create the vision for the neighborhood (the 1987 plan framed with the help of DAC International)
- ◆ Choose developers for the build-out plan.
- ◆ Continue to adapt and advance the residents' vision for the neighborhood.

2. From your perspective, how was the project intended to benefit the urban environment? When you benefit the people, you benefit the environment. This has been our creed and it applies to the Winthrop Estates portion of the plan and to the more comprehensive plan for revitalization of the entire neighborhood of 12,000 people in physical, economic and human terms. Our total plan is aimed at providing people with an attractive, secure, safe, neighborhood with opportunities to grow as individuals and families, a place that builds and enhances the advantages of diversity and individual talents and desires. The skills and desires of the residents are the neighborhood's greatest assets.

3. Describe the impact that this project has actually on its surroundings and on the people in the area. Include any data or supplementary material that support your conclusions. Completion of Winthrop Estates has given the residents renewed confidence in their abilities to plan and make things happen.

The residents have learned much:

- ◆ The values and techniques of planning and organizing.
- ◆ The risks they have to share in undertaking major development.
- ◆ The skills of confronting stereotypes and attitudes that represent barriers to one's progress and creating a stronger partnership in the process.

4. What trade-offs and compromises were required during the development of the project? Did you participate in making them? The big story, in my view, is that the neighborhood did not compromise. We resisted the pressures to compromise. We held out for ownership as the model for Winthrop Estates when the original developer said co-op. The trade-off was that DSNI took on the developer responsibilities and the original developer became consultant to us. We held out for a \$90,000 selling price when the City pushed for \$80-to-\$85,000. The trade-off was to build the Estates in three phases, selling out each phase to build confidence that there was a mixed-income market for these \$90,000 homes. The market was there; Winthrop Estates sold out before the last of the units were finished.

5. What was the least successful aspect of the project? With hindsight, what would you now do differently? Even in a project as overwhelmingly successful as Winthrop Estates, there is room for improvement. When roles for Winthrop Estates shifted, DSNI became developer and contracted with a development consultant who in turn contracted with the architect. This made it difficult for the DSNI as developer to monitor the architect; on hindsight we should have had the contract with the architect (TPG).

6. What can others learn from this project? Involving all the stakeholders in the process takes time, a tremendous amount of time, but the result is the only solid foundation on which to build a community. The vision of community is always bigger than a project.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact? For Winthrop Estates the signs of success will be that the homes are still attractive, the residents active in community affairs and DNI is considered a good landlord, a responsible enforcer of the ground lease in ways that benefit the individual homeowners and the community.

OTHER PERSPECTIVE

Name Robert W. Holmes, Jr.

Organization Mabel Louise Riley Foundation

Title Trustee

Organization Powers & Hall Professional Corporation

Title Lawyer

Address 100 Franklin Street, Boston, MA 02110

Tel (617) 728-9600

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1. What role did you play in the development of this project? I am one of four Trustees of the Mabel Louise Riley Foundation who, with our able administrator Newell Flather, sought to find a role for the Foundation to make a significant impact on improving the lives of people in the Roxbury section of Boston. Our objective was at once that specific and that nebulous. We had been making grants to organizations in this area, were being asked to consider others, and thought there must be a better approach that would yield more results for the people. Our intention led to incubation of the Dudley Street Neighborhood Initiative (DSNI), grounded in the philosophy of residents being in control of their destiny to have a better life in a better community. We helped create a resident-led grantee through which the Foundation could have a significant impact to benefit the neighborhood. I also provided pro bono legal work in drawing by-laws, incorporating and securing tax-exempt status. Later I helped DSNI achieve non-profit status for the land trust Dudley Neighbors Inc. (DNI) and tax abatements on an abandoned commercial property to facilitate it becoming a non-profit generator of economic activity of benefit to the neighborhood. I continue to help as I am able.

2. From your perspective, how was the project intended to benefit the urban environment? The initial idea was to create a decent living space out of a core area of a several dozen blocks in which the acrid smell and sight of smoke from house fires seemed as common as the sunrise, in which vacant lots were home to trash, some of it decaying animal and vegetable matter, -- all of this within 2 miles of The Boston Common, Public Garden and Financial District. The conditions were unimaginable and intolerable. The larger idea of DSNI to revitalize this area, both its physical appearance and the spirit of the people, emerged early in the incubation period.

3. Describe the impact that this project has actually had on its surroundings and on the people in the area. Include any data or supplementary materials that support your conclusions. It has succeeded in reclaiming the land. The clean-up and related development is a 180-degree improvement, simply amazing and for relatively little money. Winthrop Estates is one visible example of steady progress from cleaning up vacant area to creating new uses and benefits. It is clear to local observers that the impact of DSNI's organizing philosophy, principles and daily implementation goes far beyond the visible signs of new houses, cleaner lots, urban gardens and ground-breaking for the Town Commons. **The unity and energy created by DSNI is essential to past and future progress. Here are some symbols and signs of DSNI's impact:**

- ◆ Families are moving into Dudley where once the only direction was out.
- ◆ DSNI has established an ability to communicate at will with City Hall, the banks, state offices, philanthropists and almost any relevant center of influence on the urban environment you can name.
- ◆ DSNI Board members feel strongly about being accountable to the residents, as much or more than the Boards of Selectmen in the suburban towns around Boston.
- ◆ DSNI's dues-paying membership among the residents has steadily grown to 1,800 and is sure to continue growing.
- ◆ DSNI has become a lightning rod for action, attracting the cooperation of other organizations (such as CityYear and the Federal Environmental Protection Agency) who want to jump in and help accomplish the Dudley Street neighborhood's agenda through DSNI.

4. What trade-offs and compromises were required during the development of the project? Did you participate in making them? There were none of any consequence from my view as a Trustee of the Riley Foundation or as lawyer. There were no excessive or unreasonable demands. In some cases we felt the requests to the Foundation were too modest and we negotiated larger grants.

5. What was the least successful aspect of the project? With hindsight, what would you now do differently? The Riley Trustees' first year of trying to chart a cause and a course in the neighborhood was to work with the chief executives or the major non-profits serving the area. But at the first community meeting on February 23, 1985, after a year's exploration, we learned that the non-profit agency heads were not seen by the residents as their representatives. So, there was a redefinition of the Board to be more than 50% people who lived in the neighborhood. Even if we had started out to work with residents, I'm not sure we would have had a way of finding who to work with, but we may well have found them in less than the year it took. Also, there were delays in moving forward on what should have been simple matters, for example obtaining tax-exempt status for the community land trust Dudley Neighbors Inc. The IRS was reluctant because some of the houses on the land would be market rate sales, not 100% low-income. We succeeded after several appeals.

6. What can others learn from this project? I would offer two ideas for this type of effort:

A. Keep the scale manageable. DSNI's organizing terrain of 60 or so acres with a population of 24,000 has been workable. That may not be the exactly right number, but it's certainly not wrong. An important factor has been the ability to control enough land to have visible impact, which DSNI has through eminent domain authority over the so-called Triangle area of 30 acres (2,000 population).

B. Trust the instincts and analytical abilities of the residents. The downtown professionals can help most effectively by providing the best technical assistance possible. Offer "conventional wisdom" only as a quiet alternative. If it seems to fit the vision, the residents will take it. Otherwise, let their bold imagination work its way to amazing achievements.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact? The staying power of DSNI is a major mark of its success. It has remained focussed on its comprehensive plan for revitalizing its neighborhood and continuing to develop resident leadership to take responsibility for assuring its implementation. If in 1999 DSNI is still a vital force in sustaining the viability of the Dudley Street neighborhood, it will again have proven its success.

OTHER PERSPECTIVE

Name Newell Flather

Title Administrator

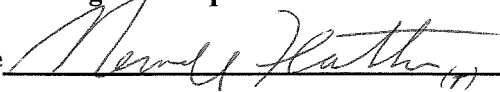
Organization Mabel Louise Riley Foundation

Tel (617) 426 9855

Address 230 Congress Street Boston, MA 02110

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1. What role did you play in the development of this project? Early on I supported the Riley Trustees in their efforts to find a significant way of improving the visible neighborhood conditions. By 1984 they had visited many poor neighborhoods in Boston, including Dudley, but it was really then and there that they became incensed, not only in an absolute sense, but also in the context of so many private and governmental agencies that had been working but not succeeding at finding solutions over the years. We thought there must be a better way. We began working through the contacts we had -- the heads of the agencies Riley had made grants to in the Foundation's relatively short history. Riley was formed as recently as 1972.

The defining moment came in February 1985, after a year of explorations with the agency executives. These leaders and the Riley Trustees were confronted at the first public meeting to which neighborhood residents had been invited. At quite a large meeting, a handful of residents stood to complain that the agency executives did not necessarily have the same interests as residents, that residents had not been adequately involved or informed up to this point and that the proposed by-laws did not assure resident control of what this new organization was going to do in their neighborhood. It has always been fascinating to me that Riley could have retreated at that moment, and that many foundations would have, but instead, Bob Holmes, as the lead Riley Trustee on this project, did not blink. He took the by-laws back for revision and the residents have been in charge ever since, achieving one victory after another in partnership with a host of other organizations.

The Riley Trustees, with staff assistance decided to take on another role, which was for Riley to function almost as a community foundation in Greater Dudley. We looked at funding proposals through our Dudley lens and gave priority to organizations whose proposals would enhance the Dudley area or, better still, reflect collaboration with DSNI. You can see this in reading the Riley Foundation's most recent annual report where it is indicated that cumulative support for the area greatly exceeds cumulative designated support for DSNI.

I have always felt part of my responsibility has been to serve as advocate and resource gatherer for Dudley. In this capacity, I've tried to help spread the word of the DSNI idea among the foundation community, locally and nationally and draw in other resources for pro bono technical assistance or financing (such as KPMG Peat Marwick for auditing and the State Secretary for Environmental Quality for financial commitments to build the Dudley Town Commons).

I am pleased to add this little bit to DSNI's application to the Rudy Bruner Foundation. I feel certain the remaining questions on the form are dealt with sufficiently through the other persons participating in this application.