

Equity Forward Uphams Corner

Prepared for the
Equitable Uphams Collaborative by the
Metropolitan Area Planning Council

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Equitable Uphams Collaborative

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Boston Medical Center
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Equity Forward Uphams

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Section I

Executive Summary

Equity Forward Uphams

Equitable Development Definition

To guide the development of the Equitable Development Plan, the Equitable Uphams Corner Collaborative, took it upon themselves to develop a definition of equitable development at the outset of the planning process. This definition has guided the Collaborative's process and goals.:

Equitable development takes into account the effects of structural and institutionalized racism on the Uphams Corner neighborhood—and the resulting disparities in access to living wages, barriers to asset and wealth-building, affordable housing, quality education, transportation, and healthy environments—and, by centering community voice, seeks to create opportunity by:

- implementing anti-displacement measures;
- increasing access to economic and social opportunities to mitigate income inequality, particularly for residents with the lowest incomes;
- increasing access to health care;
- increasing access to quality education;
- improving overall quality of life;
- and building community power by leveraging and equitably deploying capital and other resources to create opportunities for the historically marginalized people currently living and working in Uphams Corner.

Executive Summary

Boston is a city with extreme racial wealth inequality. A booming economy has left lower-income residents of color struggling as rents and cost of living have skyrocketed. The Uphams Corner neighborhood of Dorchester emblemizes this challenge. After decades of disinvestment, Uphams Corner has been named an Arts & Innovation District by the City and faces rapid change as real estate investors continue the march of development out of Boston's South End and into Dorchester. The sale of several City-owned parcels has further catalyzed an interest in the neighborhood, leading both residents and businesses to articulate a unified concern regarding the possible implications of displacement by this activity.

While City policy proposals to protect tenants, stabilize rents, and support small businesses make their way through government networks, there is a need for capital deployment at the ground level to prevent the immediate impacts of displacement and to create a pathway forward to an equitable vision of Uphams Corner. As a response to the need for this capital strategy, the Equitable Uphams Collaborative (EUC), a coalition of Boston-based economic development, health, and housing organizations, has come together with the aim of developing a community investment strategy that prioritizes, streamlines, and accelerates investment in Uphams Corner with a focus on the residents most vulnerable to displacement and homelessness.

Over the past year, this group of mission-driven organizations has focused its efforts on an equity-forward approach to economic development in Uphams Corner, whereby the Collaborative's activities will explicitly focus on improving the health, social, and economic opportunities for the community's most marginalized residents. Facilitated by a planning grant from the JPMorgan Chase & Co. PRO Neighborhoods program, the group has identified three specific topic areas where they can focus their efforts and resources in order to achieve an articulated vision of equitable development.

For every topic area, the EUC has identified a series of strategies, including one priority strategy, which will advance the Collaborative's vision of economic development in Uphams Corner. The strategies were developed to reflect the EUC definition of equitable development and are highlighted in the following sections. For details of the priority strategies, please see the Topic Area Section of this report.

Supportive Housing

The Collaborative prioritized supportive housing early in the planning process by collectively developing a definition that describes supportive housing as "a combination of affordable housing and supportive services designed to help vulnerable individuals and families use stable housing as a platform for health, recovery and personal growth."¹ EUC's approach to supportive housing is inclusive of a spectrum of services that are appropriately tailored to residents' specific needs, whether they are formerly homeless individuals in recovery, older adults aging in community, or young families navigating education and employment opportunities.

Uphams Corner has a high concentration of households with extremely low incomes, many of which are older adults living alone and family households. The high share of extremely low-income families

¹ The complete definition is available on page 16.

is notable because of Uphams Corner's disproportionately young population and high share of families with young children. There is an acute need for supportive housing and services targeted to families in Boston. Consistent with local efforts to end chronic adult homelessness, the development pipeline is almost exclusively targeted to single adults and there is a deep systemic focus on services for high utilizers of crisis systems. EUC is uniquely positioned to address this gap in family supportive housing and services by focusing on families.

Older adults and working-age adults with disabilities in Uphams Corner may also benefit from improved access to supportive services. Disability rates are disproportionately high among Uphams Corner residents age 35 to 64, and the age of participants in the Uphams Corner Health Center (UCHC) community-based health program for nursing home-eligible adults has been trending younger. UCHC identified an acute need for behavioral health services among this younger cohort. Additionally, closure of the Pilgrim Church Shelter and the high number of sober homes in Uphams Corner suggest a need for supportive housing as a high-quality alternative to housing and recovery services.

However, building supportive housing is particularly challenging and costly because of the deep subsidies required to provide deep affordability for extremely low-income households and the ongoing expense of supportive services. Few sustainable sources of funding for supportive services are generally available, and those that are often do not cover the full cost of operating these programs. A flexible spending pool that could be used to offset those costs could be a critical step in moving supportive housing projects forward within Uphams, in addition to lower-interest capital and leveraging opportunities to integrate social and health services that are independently funded.

Supportive Housing Intervention Strategies

Priority Strategy: Flexible Subsidy Pool

Combine public and private funding sources to capitalize on a fund that can be used to subsidize operating costs for supportive housing, quick strike property acquisition, deeply affordable housing, and low risk, affordable commercial space. Funds can be targeted to meet a project's most pressing need including tenancy supports (e.g. vouchers, move-in costs) and supportive services.

Below Market Loans

Provide supportive housing developers with lower-cost capital through below market interest rate loans. Lower-cost capital allows supportive housing developers to target more operating revenues toward property management and services.

In-Kind or Grant Funded Supportive Services

Facilitate access to a range of supportive services for different populations through integration of on-site health and social services across diverse property types, including scattered-site housing (e.g. PACE program) and multifamily affordable housing development (e.g. ELAHP Smith House Partnership).

Neighborhood Affordability

Uphams Corner has an older, but diverse, housing stock that has been able to maintain some affordability despite intense development pressures throughout the city. Approximately half of the homes are in small multifamily buildings of three to four units and more than 60 percent of all homes were built before 1939. These “naturally affordable” housing units are an asset that in recent years has increasingly been targeted by property flippers and condo conversions. The cost of these small multifamily properties, as well as the cost of condos, has risen rapidly in the last few years. Preserving their affordability is critical to EUC’s vision for an equitable Uphams.

EUC explored three pathways to maintain affordability and community-ownership of this existing housing stock: facilitate new home purchases among Uphams Corner residents, support existing homeowners aging in place, and acquire properties and convert to deed-restricted affordable housing.

Mortgage lending trends underscore the need to enhance homeownership opportunities among Uphams Corner residents and preserve existing homeownership. Mortgage applications and approvals have increased within Uphams, but the largest increase is among higher-income applicants, specifically wealthier White applicants. Even controlling for income, Black applicants are denied at higher rates. One of Uphams greatest assets is its high share of POC homeowners. About a third of UC homes are owner-occupied, but more than half of homeowners identify as Black and another 15 percent identify as Latinx. Homeowners in UC are predominantly older (55+), and almost half have low or extremely low incomes. Lending and technical assistance to support home modification and maintenance can advance efforts to ensure existing owner-occupied homes stay in community hands.

Aligned with its supportive service approach, EUC can facilitate better coordination and access to existing programs for first-time homebuyers and low-income or older adult homeowners. These programs cover asset-building, first-time homebuyer, state and local subsidies for first-time homebuyers. Home modification and emergency repair technical assistance and financing can help lower-income homeowners affordably age in their home. EUC also explored opportunities to complement these existing programs through its own financing, such as shared appreciation mortgages that could provide deeper subsidy to lower-income homebuyers.

Several acquisition opportunities emerged over the course of the planning process that emphasize the timeliness and critical need for a property acquisition strategy. The EUC identified developer acquisition as a potential pathway it could take: the developer acquisition pathway takes housing off the speculative market to preserve its affordability. After properties are acquired, the affordability of housing units can be ensured through a deed restriction that in most cases requires housing to cost no more than 30 percent of the household’s income. The Collaborative can leverage the City of Boston’s Acquisition Opportunity Program, which provides financing to support acquisition and affordability deed-restriction in existing homes. Given the high—and still rising—cost of properties in Uphams, additional subsidy is still necessary. Even a moderately-sized acquisition grant or operating subsidy could make this possible, as housing developers in other neighborhoods and communities have demonstrated.

Neighborhood Affordability Intervention Strategies

Priority Strategy: Developer Acquisition

Take naturally occurring affordable housing off the speculative market to preserve affordability. Tools to support this strategy include lines of credit, grants, low-interest or deferred loans, and operating subsidies (e.g. operations grant or housing vouchers).

Homebuyer Assistance

Bridge the gap between the purchase price and the max the homeowner can borrow by offering support in the form of a grant, low-interest or deferred loan. This strategy could be enhanced through a shared equity ownership model that allows a portion of the homeowner's accumulated equity to be reinvested into the program.

Aging in Place

Help current residents remain in their homes by facilitating home modifications and repairs through low- to no-interest, deferred, or forgivable loans and grants. Funds could be given directly to the homeowners or administered through a non-profit organization, private developer, or small scale landlord.

Small Business Assistance and Workforce Development

The Upham's Corner Main Street District is home to over a hundred small businesses, many of which are owned by Cape Verdean and Latinx immigrants and many of which have been operating in Uphams Corner for more than a decade. This business cohort has limited capital funds as they are primarily small retailers and service providers whose customers come from the immediate community. While rents in Uphams Corner have been steadily climbing, these businesses are facing challenges to secure stable lease conditions, which puts them at risk to possible displacement.

In addition to the longtime storefront operators in Uphams Corner, there is a burgeoning cluster of startups and entrepreneurs growing out of the Fairmount Innovation Lab (FIL), located in the heart of the neighborhood. These young businesses are in the initial phases of building business plans, connections to financial networks, and marketing strategies in a low-cost environment with built-in support services. As new commercial spaces come online in the district, the FIL could serve as a direct pipeline to fill those spaces with businesses whose operators reflect the community's diversity and needs.

Both cohorts of businesses could benefit from expanded access to financial lending programs as well as financial literacy education. Providing these tools in both Portuguese Creole and Spanish will be a critical means of reaching the many immigrant business operators in the area who have not traditionally been engaged by either the City's business assistance programs or local nonprofits.

In parallel to business support activity, building a strong workforce development presence in Uphams Corner could assist in reducing barriers to gainful employment and building wealth for local families. Partnerships with the New England Center for Arts and Technology for culinary arts training, Youth Build Boston for construction trades training, and Brighter Boston for audio/visual training are all possible options that would leverage district activity and assets towards improved skill building for local residents.

Small Business Assistance and Workforce Development Intervention Strategies

Priority Strategy: Expanded Micro Loans

Provide financing to new and existing businesses as well as startups exiting the Fairmount Innovation Lab or other nearby incubators. Strategy could prepare a pipeline of businesses ready to take on new commercial spaces coming online as part of the upcoming development of city and private properties.

Grants for Existing Businesses

Assist businesses in adapting to changing market conditions, providing new services, or creating more direct connections to street level activities. Capital improvements grants should be provided with a 20 percent match from the business.

Low Risk Commercial Spaces

Assist in deepening the stock of stable and lower risk commercial spaces through acquisition of commercial spaces through master lease agreements or purchasing of a commercial condo.

District Aligned Workforce Development

Leverage the existing assets of the Uphams Corner Arts and Culture District Work and parallel PRO opportunities toward new workforce development programs.

Inclusive Growth Index

In addition to the exploration of implementation strategies, the EUC has created an Inclusive Growth Index (IGI) to ensure future investments in Uphams Corner are aligned with community priorities and promote equity-driven community and economic development. The index has been developed to evaluate both the possible intervention strategies that the EUC could enact as well as independent development projects that may be scheduled for Upham's Corner.

While the Index is primarily a tool for the EUC to evaluate and score proposed projects in which the Collaborative is considering investing, it can also be used by community groups and non-profits to inform community visioning and evaluate the impact of proposed projects in Upham's or elsewhere in the city.

The tool is designed to answer the following questions:

- Does the investment or proposed project center community voice?
- Is it aligned with existing plans and stakeholder priorities?
- Is it impactful?
- Is it feasible?

The Index uses the Collaborative's equitable development definition as the basis for measuring impact. It is principally concerned with the impact on historically marginalized people living and working in Uphams Corner.

The full IGI can be found on pages 21 to 23 of this report and embedded within the topic area sections.

Next Steps

The Equity Forward Uphams planning process has put in motion a set of activities and relationships that will have a broad impact on the community. In order to ensure that these activities lead to a future of Upham's Corner that reflects the core tenants of the EUC's equitable development definition the collaborative will pursue the following next steps.

- 1. Pursue Priority Strategy Actions**
- 2. Implement Wide Adoption of the Inclusive Growth Index**
- 3. Participate in the City's RFP Process**
- 4. Continue to Deepen Partnerships with Stakeholders**

Through this work and the achievement of an Equity Forward Upham's, the EUC hopes to set a national example for how missioned aligned organizations can work together towards collective impact.

Section II

Equity

Forward

Economic

Development

Equity Forward Economic Development

Introduction

Boston is a city with extreme racial wealth inequality. A booming economy has left lower-income residents of color struggling as rents and cost of living have skyrocketed. The Uphams Corner neighborhood of Dorchester emblemizes this challenge. After decades of disinvestment, Uphams Corner has been named an Arts & Innovation District by the City and faces rapid change as real estate investors turn to the area as the march of development out of Boston's South End continues into Dorchester.

Without thoughtful prevention strategies, low-income (LI) and extremely low-income (ELI) households of color and minority/immigrant-owned businesses risk displacement. The area already experiences a high rate of evictions, with filed evictions increasing by 173 percent since 2010.¹ Anecdotal reports of businesses being threatened with rent spikes have been filtering to community organizations for years. Furthering the urgency of a needed intervention is the forthcoming sale of several city-owned properties, which will bring a new wave of development into the heart of the district. Through a forthcoming RFP process, the City plans to sell the iconic Strand Theatre along with two adjacent parcels and a municipal parking lot on Ramsey Street. The City's land sale process will also mandate that any selected respondent assist in relocating the UphamsCorner library to one of the existing municipally-owned parcels. At the same time, the Dudley Street Neighborhood Initiative is selling development rights to a former bank across the street from the municipal parcels.

The sum of this publicly-driven development activity will be a drastic change to the Uphams Corner neighborhood. The development activity has the potential to introduce hundreds of new housing units to the district, along with new commercial spaces and cultural facilities. The potential sale of the publicly-owned properties has already catalyzed private investment in the neighborhood, as exhibited by recent plans for development along Dudley Street, including at a key vacant lot at 706 Dudley St.

In an effort to guide the development of the RFP and evaluation criteria, the Boston Office of Economic Development, in partnership with the Dudley Street Neighborhood Initiative, the Design Studio for Social Intervention, and other community partners, facilitated a robust community planning process to solicit input and feedback from Upham's Corner residents and interested stakeholders. The community voiced clear concerns regarding the implications of this new investment displacing longtime residents, already vulnerable to a strong real estate market.

To realize the resident vision articulated in the RFP, Uphams Corner needs an aligned, proactive, coordinated capital strategy able to deliver flexible financing that will build in resilience to a heating real estate market.

As a response to the need for this capital strategy, the Equitable Uphams Collaborative (EUC), a coalition of Boston-based economic development, health, and housing organizations, has come together with the aim of developing an equitable community investment strategy that prioritizes,

1 Boston Department of Neighborhood Development 2018

streamlines, and accelerates investment in Uphams Corner with a focus on the residents most vulnerable to displacement and homelessness. As a group of mission-driven organizations, the EUC will focus its efforts on an equity-forward approach to economic development in Uphams Corner, whereby the Collaborative's activities will explicitly focus on improving the health, social, and economic opportunities of the community's most vulnerable residents.

Through a JPMorgan Chase & Co. PRO Neighborhoods planning grant the Collaborative has spent the last 10 months creating an equitable development plan for holistic investment in Uphams Corner.

The Collaborative's goal is to create a program/process/mechanism that ensures that scheduled investments in Uphams Corner benefit long-term residents of Uphams Corner, a neighborhood that has traditionally been affordable for low-income households of color but is experiencing rapid gentrification pressures. The Collaborative is comprised of the following organizations:

- **Dorchester Bay Economic Development Corporation (DBEDC)**
- **BlueHub Capital**
- **Corporation for Supportive Housing (CSH)**
- **Boston Medical Center (BMC)**
- **Community Economic Development Assistance Corporation (CEDAC)**

In addition to the five core EUC Partners, the Collaborative has engaged three key external neighborhood stakeholders in the planning process of this equitable development plan:

- **Dudley Street Neighborhood Initiative,**
- **Upham's Corner Main Street, and**
- **the City of Boston's Economic Development Department.**

The role of these outside entities in the planning process was to advise the EUC Collaborative and MAPC on the ongoing processes and activities occurring in the neighborhood.

Geography

Centered on the historic commercial district at the intersection of Columbia Road and Dudley Street, Uphams Corner is one of the most diverse neighborhoods in Boston— and also one of the poorest. Approximately 17,259² residents live in the six census tracts that the EUC has identified as their study. Nearly nine in 10 residents are people of color, primarily Black, Latino, and Cape Verdean. Most households are families (66 percent)³, renters (67 percent)⁴, and LI (68 percent).⁵ Twenty-five percent⁶ are considered Extremely Low Income (ELI), making less than 30 percent of the area median income,

2 US Census, ACS 2016

3 Ibid

4 Ibid

5 Ibid

6 Ibid

Equitable Uphams Corner Study Area



Figure 1

but only five percent⁷ of housing stock is affordable at ELI levels. Nearly 40 percent of residents speak a language other than English at home and more than one in four are foreign-born.⁸

Plan Process

In July of 2017, the City of Boston released Imagine Boston 2030, the city’s first comprehensive plan in 50 years. The plan identifies Uphams Corner as an “Arts and Innovation District” and is in the process of disposing of several city owned parcels in the district, including the historic Strand Theatre, as part of that vision. In 2018 the City facilitated a community process regarding the future of Uphams Corner in the context of the disposal of these parcels in conjunction with a former bank building that had been acquired by the Dudley Street Neighborhood Initiative.

The Metropolitan Area Planning Council was also engaged by the City in 2018 to produce an Arts and Culture District Plan that evaluated potential revitalization options for the Strand Theatre along with an assessment of displacement vulnerability for Uphams Corner residents and businesses as a result of investment and real estate interest.

7 City of Boston Department of Neighborhood Development, 2018

8 US Census, ACS 2016

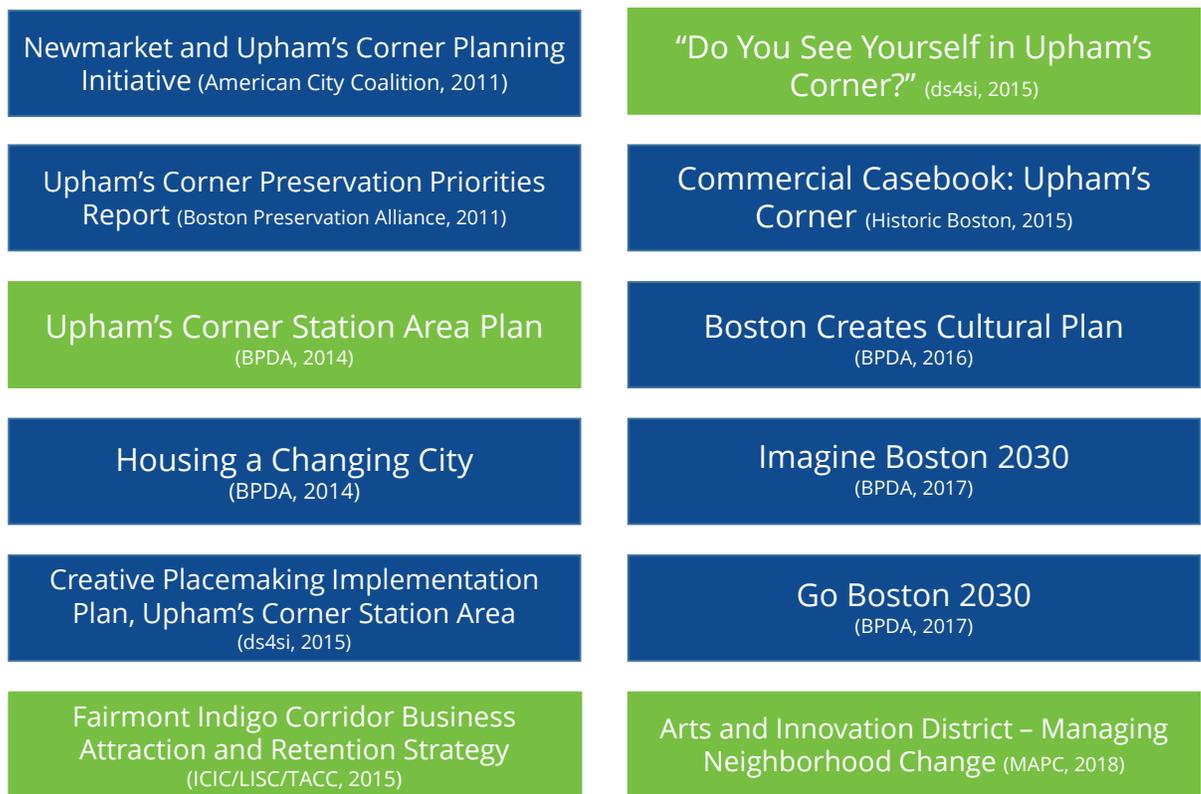


Figure 2: Existing Plans

Building off of the energy that this activity generated, along with the potential displacement challenges that could impact the community, the EUC aims to lead a community-centered neighborhood investment pilot that introduces complimentary cross-cutting investment strategies to facilitate the accelerated production of affordable housing, particularly supportive housing, as well as investments in small businesses, employment, health and wellness and education. The model will combine community engagement, asset mapping, and disaggregated data. It will also leverage existing effective partnerships to break down barriers that exclude low-income households from benefiting from community reinvestment strategies.

Alignment with Local Plans

While the efforts of the EUC represent a unique planning process that is reflective of the Collaborative's unique capabilities as CDCs and CDFI lenders, the Collaborative has worked to ensure its alignment with previous planning efforts that have focused on Uphams Corner. Over the past decade there have been more than a dozen studies evaluating housing, job opportunities, development potential, transit access, and sense of place in Uphams Corner. There have also been several citywide plans that include recommendations for Uphams Corner or are particularly relevant to the issues facing Uphams Corner.

The four local plans most relevant to the EUC are the Uphams Corner Station Area Plan (BPDA 2014), the Fairmount Indigo Corridor Business Attraction and Retention Strategy (ICIC/LISC/TACC, 2015), "Do you see yourself in Uphams Corner?" (ds4si, 2015) and Arts and Innovation District – Managing Neighborhood Change (MAPC, 2018). Findings from these plans that have informed the EUC's process

include a catalog of key redevelopment sites⁹, the nature of business composition in Uphams Corner and nearby industrial districts¹⁰, the social implications of development in Uphams Corner¹¹, and the potential displacement risk of residents and businesses as a result of new investment.¹²

At the City scale, *Housing a Changing City: Boston 2030*—released 2014, updated 2018—mandates the creation of 69,000 new units (23 percent designated as affordable) by 2030 and the preservation of existing affordable housing units to address Boston’s growth and housing supply shortage. Further, Boston’s comprehensive master plan *Imagine 2030* designates Uphams Corner as an Arts & Innovation District and places significant emphasis on developing the area’s commercial district without displacement. Boston’s 2015 Action Plan to End Veteran and Chronic Homelessness commits the City to expand Supportive Housing units to address the critical need among chronically homeless individuals. Recent shelter closures have brought more homeless individuals to Uphams Corner, adding another layer of social and economic pressure.

The EUC’s planning work builds on goals established by stakeholders outlined in all of the plans mentioned above and has leveraged this interest to fill in gaps and identify flexible, data-driven financing solutions.

9 Uphams Corner Station Area Plan (BPDA 2014)

10 Fairmount Indigo Corridor Business Attraction and Retention Strategy (ICIC/LISC/TACC, 2015)

11 “Do you see yourself in Uphams Corner?” (ds4si, 2015)

12 Arts and Innovation District – Managing Neighborhood Change (MAPC, 2018)

Section III

Key Definitions

Key Definitions

Equitable Development Definition

To guide the development of the Equitable Development Plan, the EUC took it upon themselves to develop a definition of equitable development at the outset of the planning process. This definition has guided the Collaborative's process and goals.

Equitable development takes into account the effects of structural and institutionalized racism on the Uphams Corner neighborhood—and the resulting disparities in access to living wages, barriers to asset and wealth-building, affordable housing, quality education, transportation, and healthy environments—and, by centering community voice, seeks to create opportunity by:

- implementing anti-displacement measures;
- increasing access to economic and social opportunities to mitigate income inequality, particularly for residents with the lowest incomes;
- increasing access to health care;
- increasing access to quality education;
- improving overall quality of life;
- and building community power by leveraging and equitably deploying capital and other resources to create opportunities for the historically marginalized people currently living and working in Uphams Corner.

Key Definitions

Supportive Housing Definition

Similar to the equitable development definition the Collaborative has set a definition for supportive housing a concept that can mean many things to different people.

Supportive housing is a combination of affordable housing and supportive services designed to help vulnerable individuals and families use stable housing as a platform for health, recovery and personal growth. It focuses on balancing three distinct components of the model – housing, supportive services, and property and housing management. These three components can be viewed as a “three-legged stool,” in which each part must bear equal weight to have a balanced project. Supportive housing, however, should not be isolated from the larger community. A project’s relationship to the community adds a vital fourth leg, turning the stool into a community table. Quality supportive housing projects are as diverse as the communities in which they are located. Despite these differences, all supportive housing:

- Targets households whose heads of household are experiencing homelessness, at risk of homelessness, or are inappropriately staying in an institution. They may be facing multiple barriers to employment and housing stability, including mental illness, substance use, and/or other disabling or chronic health conditions
- Is affordable, meaning the tenant household ideally pays no more than 30 percent of its income toward rent
- Provides tenant households with a lease or sublease identical to non-supportive housing – with no limits on length of tenancy, as long as lease terms and conditions are met
- Proactively engages members of the tenant household in a flexible and comprehensive array of supportive services, without requiring participation in services as a condition of ongoing tenancy
- Effectively coordinates with key partners to address issues resulting from substance use, mental health and other crises, with a focus on fostering housing stability
- Supports tenants in connecting with community-based resources and activities, interacting with diverse individuals including those without disabilities, and building strong social support networks

Section IV

Flexible Subsidy Pool

An Equitable Development Priority Strategy

Equitable Development Priority Strategy: Flexible Subsidy Pool

Emerging from the planning process, the Collaborative identified the development of a Flexible Subsidy Pool as its top priority. Exploration of topic areas repeatedly identified the need to quickly deploy capital and operating subsidy in the context of rapid neighborhood change. The need is especially acute within Uphams Corner due to quickly moving real estate activity and a historical disconnect between residents/businesses and financial institutions.

As the name implies, a Flexible Subsidy Pool (FSP) is a flexible source of funding that can be used as equity to support quick strike property acquisition, emergency reserves to protect against a one-time funding gap, tenancy supports (e.g. move-in costs, spatial fit-out), or as an ongoing source of operating subsidy or supportive services funding. FSPs typically target a project's most pressing need.

FSPs are most often associated with supportive housing, which requires deep rental subsidies and sustainable funding for supportive services. Public-private partnerships involving participation and funding by government, philanthropy, and the private sector (e.g. healthcare) typically capitalize these funding pools. These institutions often participate with the expectation that housing and services supported by the FSP can help stabilize individuals and effectively drive down the use of costly services within crisis systems (e.g. shelters, emergency rooms).

In the context of the EUC's goals, an FSP could be used to support projects either commercial or residential in nature. Access to flexible cash through an FSP would allow the EUC to program many of the other priority strategies that emerged through the planning process. Such activities could include acquiring multifamily properties as they come on the market, supporting large scale supportive housing developments or services, and acquiring management rights to commercial properties. The Collaborative's more inclusive FSP approach could thus mobilize a broader set of funding partners and projects.

Flexible Subsidy Pool



1 Secure Initial Seed Funding for Flexible Subsidy Pool (FSP)

Refine FSP priorities through continued community and stakeholder engagement, which includes circulation of the Equitable Development Plan.

Develop communications strategy to share FSP priorities and anticipated impact with potential funders.

Cultivate mission-aligned grant-makers and pursue additional grant opportunities.

Partners: City of Boston, DSNi



3 Capitalize the Flexible Subsidy Pool

Refine communications strategy and develop materials to share FSP priorities and anticipated impact with potential funders.

Cultivate mission-aligned organizations as potential funders.

Partners: Philanthropy, Government, Anchor Institutions (Healthcare, Education, Large Employers), and Banks



5 Disburse Funding From Flexible Subsidy Pool

Evaluate and prioritize projects using Inclusive Growth Index.

Develop additional technical assistance offerings to support projects that rate highly for impact according to IGI, but need to develop additional capacity to ensure project success and sustainability.

Partners: Boston Office of Economic Development, SCORE



2 Establish FSP Management Structure and Processes

Form FSP Committee and identify lead administrator among EUC members.

Recruit and develop the capacity of local community members and to advise FSP marketing and funding decisions, including application of the Inclusive Growth Index.

Partners: DSNi, Right to the City Coalition, MAPS, Cape Verdean Business Association, Upham's Corner Main Street

Develop FSP funding protocols, including timeline, marketing strategy, application and review process, and legal agreements.



4 Develop a Pipeline of Projects

Develop marketing materials and information sessions regarding the availability of the FSP.

Partners: City of Boston, Upham's Corner Main Street

Strengthen connections with the local development community, supportive service providers, and commercial tenants, and renter organizations to monitor opportunities for application of the FSP.

Meet one on one with potential users of the FSP to identify specific interests or needs for subsidy or gap financing.

Section V

**Inclusive
Growth
Index**

Inclusive Growth Index

Overview

EUC created an Inclusive Growth Index ('Index') to ensure future investments in Uphams Corner are aligned with community priorities and promote equity-driven community and economic development. The index has been developed to evaluate both the possible intervention strategies that the EUC could enact as well as independent development projects that may be scheduled for Uphams Corner. While the Index is primarily a tool for the EUC to evaluate and score proposed projects in which the Collaborative is considering investing, it can also be used by community groups and non-profits to inform community visioning and evaluate the impact of proposed projects in Uphams or elsewhere in the city.

The tool is designed to answer the following questions:

- Does the investment or proposed project center community voice?
- Is it aligned with existing plans and stakeholder priorities?
- Is it impactful?
- Is it feasible?

The Index uses the Collaborative's equitable development definition as the basis for measuring impact. It is principally concerned with impact on historically marginalized people living and working in Uphams Corner. The Index also integrates standards established by other local initiatives working to advance equitable development for Boston's marginalized communities, such as the Ujima Good Business Standards.¹ EUC also referenced pre-existing scorecards from other communities, such as Twin Cities, MN, to inform the design of the Inclusive Growth Index.²

Using the Index in This Report

The EUC Inclusive Growth Index was developed to focus on assessing equity implications associated with the three priority topic areas the EUC has identified through this process – Supportive Housing, Neighborhood Affordability, and Small Business Support and Workforce Development. At the end of each topic area section the reader will find an Inclusive Growth Index spreadsheet that relates to the measurements of impact associated with that topic area. All interventions should be measured for their alignment with existing plans and priorities, center on community voice, and feasibility. The elements of measurement for those sections are as follows.

The measurements of equity are designed to reflect the best practices identified by the EUC and are measured as +/- . A + indicates that the intervention being measured meets that index criteria, while a – indicates that it does not. There are three overarching considerations that should be evaluated for all projects to assess their alignment with the equitable development definition set forwards by the EUC: Not all criteria will be relevant for every strategy or project. As all criteria are equally weighted, the strategy or project's overall impact on equity should be evaluated by a joint review of the sum of its components with partner organizations and relevant stakeholders.

1 Boston Ujima Project Business Standards: <https://www.ujimaboston.com/standards>

2 The Alliance (Twin Cities, MN) Equitable Development Principles and Scorecard: <http://thealliancetc.org/our-work/equitable-development-scorecard>

Category	+/-	Is the strategy feasible?
Client and Community Engagement		Is there an obvious client for this strategy?
		Are there obvious implementation partner(s) for this strategy?
		Does the strategy have strong community support (e.g. advocated by the community, furthers community-led plan goal or strategy, or informed by ongoing community engagement, etc.) See "Does the Strategy Center Community Voices?" for examples.
		Is the property or business owner engaged and interested in supporting the strategy (e.g. participating in planning activities, negotiating in good faith, soliciting worker or tenant feedback, etc.)?
Strategy Financing		Can existing EUC lending programs meet some or all of the financing needs for this strategy?
		Is the strategy financing need consistent with the scale of investments typically made by EUC lenders?
		Does the strategy require grants or ongoing operating subsidy?
		If grants or operating subsidy is needed, are there existing public or private sources that can meet that need? Are those sources sustainable?
Technical Assistance		Can the strategy's technical assistance needs be met through existing EUC resources and services? Alternatively, does the EUC have relationships with organizations that can provide that assistance?
Regulatory Conditions		Does the strategy require a policy change (e.g. zoning variance, new legislation)?
Operating Capacity		Is the strategy concentrated on a single site or does the proponent have financial and managerial capacity to implement strategy in a scattered-site scenario?
		Does the strategy have funding that is adequate for ongoing operations, allows it to target the intended clients, and flexible enough to address changing client needs?

+/-	Is the strategy aligned with existing plans and local stakeholder priorities?
	Does the strategy meet at least one EUC member priority or strategic impact area (e.g. affordable/supportive housing, health and wellness, workforce and small business development)?
	Does the strategy meet at least one stakeholder priority or strategic impact area? Key stakeholders include City of Boston, Upham's Corner Main Street, Dudley Street Neighborhood Initiative, Uphams Corner Health Center, etc.
	Does the strategy further goals, strategies, or standards articulated in a local plan or process involving extensive community engagement (e.g. Arts and Innovation District, Uphams Corner Station Area Plan, Housing Boston 2030 Update, Ujima Good Business Standards, etc.)?

+/-	Does the strategy center community voices?
	Was the project initiated by the UC community?
	Did developers and planners partner with the community to develop a community engagement plan before the strategy started?
	Is a community vision established or reaffirmed by a group of residents that are reflective of the current demographics of the community?
	Does the community have authority in the decision-making process, such as community representation of project advisory team/task force/committee?
	Do developers and planners regularly use appropriate tools to ensure the project authentically engages the community and responds to their priorities throughout the strategy?
	Does the strategy reflect the community's goals, priorities, and criteria for growth and reinvestment?
	Do significant changes to the scope of the plan and/or strategy trigger more community engagement?

+/-	Does the strategy align with the EUC equitable development definition?
	Does the strategy include policies or procedures to ensure new services or opportunities directly target historically marginalized people currently living and working in UC?
	Does the strategy include anti-displacement measures (e.g. anti-displacement funding criteria, direct assistance for residents or businesses at risk of displacement, connected to legal services, etc.)?
	Does the strategy use local workforce or education programs to connect residents to construction jobs and long term employment tied to the strategy?

Section VI

Topic Areas

Supportive Housing

33%

of Uphams Corner households earn 30% or less of the area median income

37%

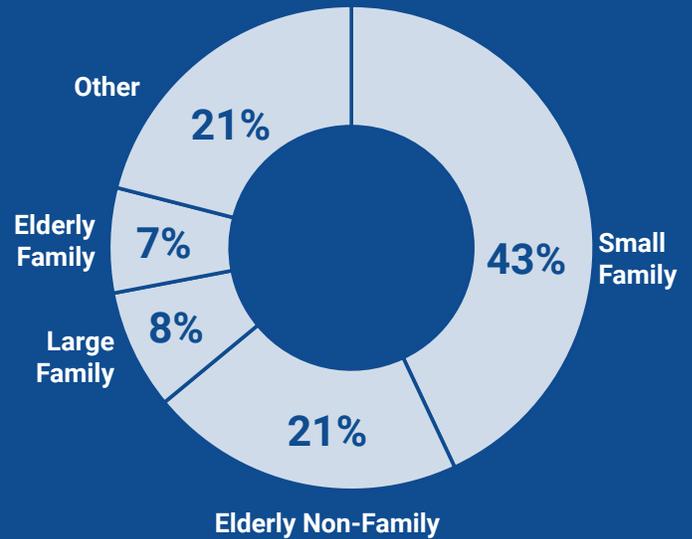
of Uphams Corner households have children (**23%** across the City of Boston)

5

Sober Homes

in Uphams Corner, consisting of **73 beds**

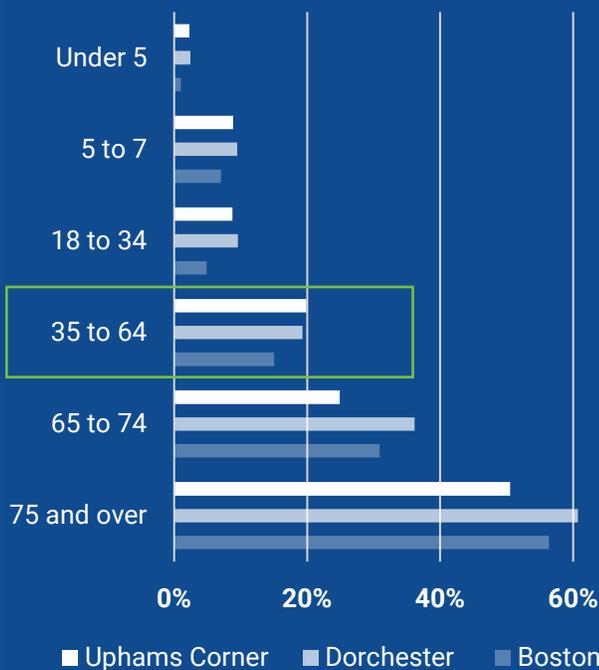
Composition of Extremely Low-Income Households



“Social Service Screenings have identified jobs and education as greatest social needs.”

– Boston Medical Center

Percent of Individuals with a Disability



Supportive housing built with CoC funds are required to use a coordinated entry system, which prioritizes chronically homeless individuals and families.

There is a shortage of supportive housing for families with children.

The high concentration of sober homes and overcrowding in these facilities indicates a need for quality supportive housing for a population experiencing substance use challenges.

There is a need for both lending and grant capital across all supportive housing components, but the greatest funding need is for services.

Supportive services are often financed using public funds such as MassHealth, but may still have funding shortfalls due to operating costs.

Continuing to partner with health care and social service providers will be a critical component of providing quality supportive housing in Uphams Corner.

Priority Strategy: Flexible Subsidy Pool

Combine public and private funding sources to capitalize a fund that can be used to subsidize operating costs for supportive housing, deeply affordable housing, and low risk, affordable commercial space. Funds can be target to meet a project's most pressing need including tenancy supports (e.g. vouchers, move-in costs) and supportive services.

Below Market Loans

Provide supportive housing developers with lower-cost capital through below market interest rate loans. Lower-cost capital allows supportive housing developers to target more operating revenues towards property management and services.

In-Kind or Grant Funded Supportive Services

Facilitate access to a range of supportive services for different populations through the integration of on-site health and social services across diverse property types, including scattered-site housing (e.g. PACE program) and multifamily affordable housing development (e.g. ELAHP Smith House Partnership).

Example Partners:

UCHC, Pine Street, HomeStart, HeadingHome, BMC Elders Living at Home Program

Flexible Subsidy Pool



1 Secure Initial Seed Funding for Flexible Subsidy Pool (FSP)

Refine FSP priorities through continued community and stakeholder engagement, which includes circulation of the Equitable Development Plan.

Develop communications strategy to share FSP priorities and anticipated impact with potential funders.

Cultivate mission-aligned grant-makers and pursue additional grant opportunities.

Partners: City of Boston, DSNi



3 Capitalize the Flexible Subsidy Pool

Refine communications strategy and develop materials to share FSP priorities and anticipated impact with potential funders.

Cultivate mission-aligned organizations as potential funders.

Partners: Philanthropy, Government, Anchor Institutions (Healthcare, Education, Large Employers), and Banks



5 Disburse Funding From Flexible Subsidy Pool

Evaluate and prioritize projects using Inclusive Growth Index.

Develop additional technical assistance offerings to support projects that rate highly for impact according to IGI, but need to develop additional capacity to ensure project success and sustainability.

Partners: Boston Office of Economic Development, SCORE



2 Establish FSP Management Structure and Processes

Form FSP Committee and identify lead administrator among EUC members.

Recruit and develop the capacity of local community members and to advise FSP marketing and funding decisions, including application of the Inclusive Growth Index.

Partners: DSNi, Right to the City Coalition, MAPS, Cape Verdean Business Association, Upham's Corner Main Street

Develop FSP funding protocols, including timeline, marketing strategy, application and review process, and legal agreements.



4 Develop a Pipeline of Projects

Develop marketing materials and information sessions regarding the availability of the FSP.

Partners: City of Boston, Upham's Corner Main Street

Strengthen connections with the local development community, supportive service providers, and commercial tenants, and renter organizations to monitor opportunities for application of the FSP.

Meet one on one with potential users of the FSP to identify specific interests or needs for subsidy or gap financing.

Supportive Housing

The Collaborative prioritized supportive housing early in the planning process by collectively developing a definition for supportive housing that would guide the way in which this particular type of development is approached during planning and implementation. The definition, fully articulated on page 16, describes supportive housing as “a combination of affordable housing and supportive services designed to help vulnerable individuals and families use stable housing as a platform for health, recovery, and personal growth.”

This definition rests on the key assumption that supportive housing and affordable housing do not exist as two exclusive types of housing. Instead, all housing for vulnerable individuals and families must provide access to supportive services that are appropriately tailored to residents’ specific needs. Supportive housing includes housing for low-income families that is enriched with services and opportunity (e.g. assistance with access to workforce training and early education). It can be housing with on-site healthcare coordination and services designed to help older adults maximize independence and aging in their community. Supportive housing is also housing for high utilizers of crisis systems who require individual case management and services related to mental health or substance use disorder. Supportive housing exists along a continuum of supportive environments (Figure 3).

EUC’s supportive housing definition is inclusive of a spectrum of supportive environments

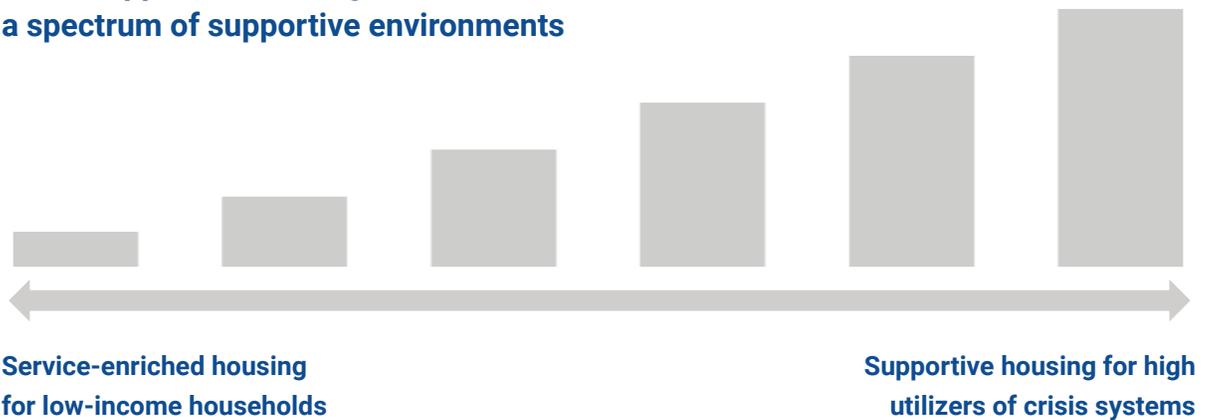


Figure 3

MAPC used the following questions to frame its evaluation of EUC’s potential role in increasing the supply of supportive housing in Uphams Corner and in serving local populations:

- Who are the target populations for Supportive Housing and Services in Uphams Corner?
- What is the relationship between the regional need and system for managing supportive housing and services and the local context of Uphams Corner?
- Who are the stakeholders that the Equitable Uphams Collaborative could/should work with to develop supportive housing or programs in Uphams Corner?

Context and Existing Conditions

Boston’s Supportive Housing Ecosystem

The Collaborative’s efforts to encourage the development of supportive housing and integration of services into existing housing are occurring in an environment where there is already a lot of momentum and coordination among supportive housing funders and service providers. Many of these organizations have come together under a shared mission to end chronic homelessness within Boston¹. The systems that these organizations have collectively developed can help facilitate supportive housing development within Uphams Corner, but participation in this system requires an alignment of mission. Currently, these systems are designed to prioritize the supportive housing needs of chronically homeless individuals.

Department of Housing and Community Development (DHCD) and City of Boston’s Department of Neighborhood Development (DND) control access to funding for supportive housing development and the allocation process for supportive housing units created with public funding (e.g. Continuum of Care funding). DHCD’s primary focus is families, while the City of Boston focuses its efforts on adult individuals. In the City of Boston, developers of supportive housing built with Continuum of Care (CoC) funds are required to use the City’s Coordinated Access System (CAS).

Supportive housing built with CoC funds are required to use a coordinated entry system prioritizing chronically homeless individuals

City of Boston Housing Strategy for Homeless Individuals

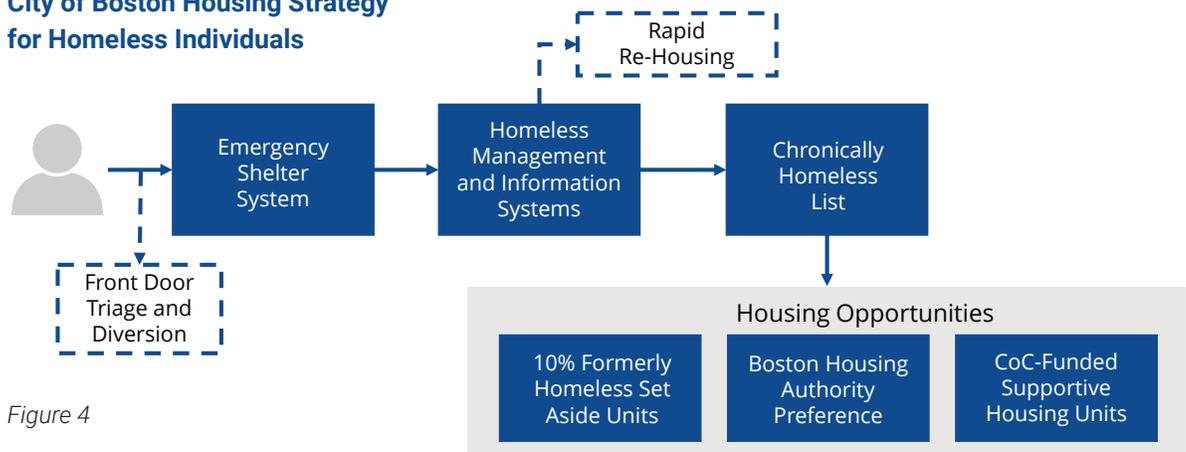


Figure 4

CAS is the city’s system for matching individuals experiencing homelessness to housing opportunities (Figure 4). A Collaborative consisting of the city and service providers tracks adults as they move through the shelter system using a Homeless Management Information System. Once individuals meet the threshold number of shelter stays (i.e. continuously homeless for a year or more, or have had at least four episodes of homelessness in the past three years), they are moved to the chronic

1 For additional background, see the City of Boston’s Action Plan to End Veteran and Chronic Homelessness in Boston: 2015-2018: <https://www.boston.gov/departments/neighborhood-development/bostons-way-home>

homelessness list. The CAS ranks individuals based on vulnerability, with people experiencing the longest duration of homelessness ranking highest. Individuals are offered available housing units in order of their ranking.

The City of Boston has a number of strategies to re-house individuals experiencing homelessness. All housing developers using city funding are required to reserve 10 percent of their units for formerly homeless households. The Boston Housing Authority also has a preference for formerly homeless households on its public housing and rental voucher waiting lists. Lastly, any city-funded supportive housing units must use the CAS to make offers of housing units.

Several of the local experts interviewed for the supportive housing topic evaluation suggested a need for additional focus on families. The city's efforts and the local supportive housing development pipeline is strongly focused on adult individuals. One reason for the city's focus is that DHCD, and not the city, has oversight of the family shelter system. However, the shortage of supportive housing is most acute for vulnerable families, particularly those experiencing chronic homelessness.²

Lastly, it is important to emphasize that the state and city's supportive housing approaches are designed around a regional need for this type of housing and related services. Boston is a hub for healthcare and shelter services and attracts individuals in need of those services from across New England. The EUC definition of equitable development is explicit about targeting the impact of its investments to "historically marginalized people living and working in Uphams Corner." Housing developers participating in CAS can specify some limited eligibility criteria for future tenants (e.g. age-restricted housing developments), but they cannot indicate a preference for residents of a specific neighborhood, such as residents from Uphams Corner. Supportive housing built in UC through a combination of EUC and CoC financing would not specifically target UC residents.

Supportive Housing Funding Resources and Challenges

Supportive housing developers combine multiple sources of public and private funding to finance the creation of new supportive housing units and the ongoing delivery of supportive services. The sources of funding for supportive housing projects fall into three main categories: **capital financing** for acquisition, renovation, and construction of new units; **operating subsidy**—usually in the form of rental vouchers—to ensure housing is affordable to extremely low-income households; and **funding for supportive services**. Additional funding is needed to supplement the existing public and private funding sources currently available for supportive housing (Figure 5). However, there is a particularly acute need for operating subsidy and for sustainable, long-term funding for supportive services.

Sources of funding for supportive services are not often adequate or sustainable. Sources may not support the full cost of operating a program, such as for the Community Support Program for People Experiencing Chronic Homelessness (CSPECH), or depend on public or philanthropic sources that are time limited (i.e. one to three year grants). In the absence of a stable source of funding for services, housing developers use operating revenue to cover the cost of supportive services. Affordable housing funders consider the availability of net operating income when evaluating projects for potential financing. An affordable housing project is able to support less debt if the provision of supportive services results in higher operating expenses (i.e. less net operating income). That lower debt means that the project is asking for a higher amount of subsidy to make up the difference. Housing developers

2 Chiumenti, Nicholas. (2018). "The Supply of Permanent Supportive Housing in Massachusetts: Comparing Availability to Chronic Homeless Population." Federal Reserve Bank of Boston and New England Public Policy Center.

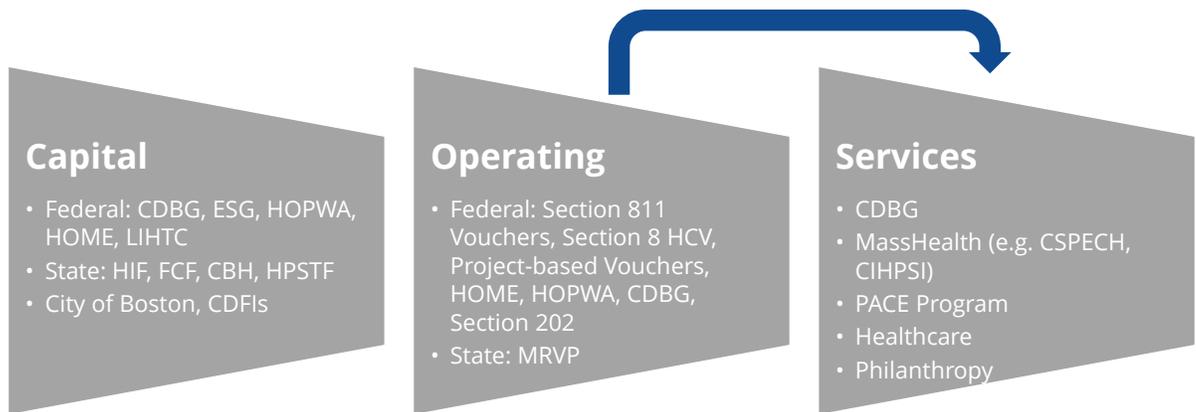


Figure 5: Existing public and private funding available for supportive housing

are at a competitive disadvantage if the project could take on higher debt (and less subsidy), but is instead opting for lower debt (and a higher subsidy ask) to support high operating costs. Some funders allow housing developers to carry additional operating expenses to provide resident services, but it is typically not enough to ensure those service levels are adequate to meet resident needs.

Key Takeaways

Supportive housing stakeholders also identified an acute need for supportive housing targeting families experiencing chronic homelessness. The current development pipeline is almost exclusively targeted to adult individuals.

Existing policies and practices guiding supportive housing development in Boston are designed to meet a regional need for units targeted to individuals exiting chronic homelessness. In this context, it is very difficult to develop supportive housing targeted to families or residents of a specific neighborhood (i.e. Uphams Corner).

Target Population

Supportive housing projects are as diverse as the populations they serve. Developers can design and program projects to meet a wide range of housing and supportive service needs. Additional conversations with local service providers and residents are needed to fully identify the specific supportive housing needs within Uphams Corner. However, it is possible to use census data to infer who within the community may be experiencing housing instability and poor health outcomes. This information provides a starting point to identify priority populations for supportive housing and services.

Generally, Uphams Corner is a young community. Almost half of the population (43 percent) is under the age of 24, and 37 percent of all UC households consist of families with children, compared to 23 percent across Boston. Income data for the neighborhood suggests that many of these families struggle with poverty. Currently, 33 percent of Uphams Corner households earn 30 percent of the Area Median Income (AMI) or less, and just over half of these Extremely Low-Income (ELI) households are family households (Figures 6 and 7). As indicated earlier, the city has an acute shortage of supportive housing for families and it is likely that there are families within Uphams Corner who benefit from family-focused supportive housing.

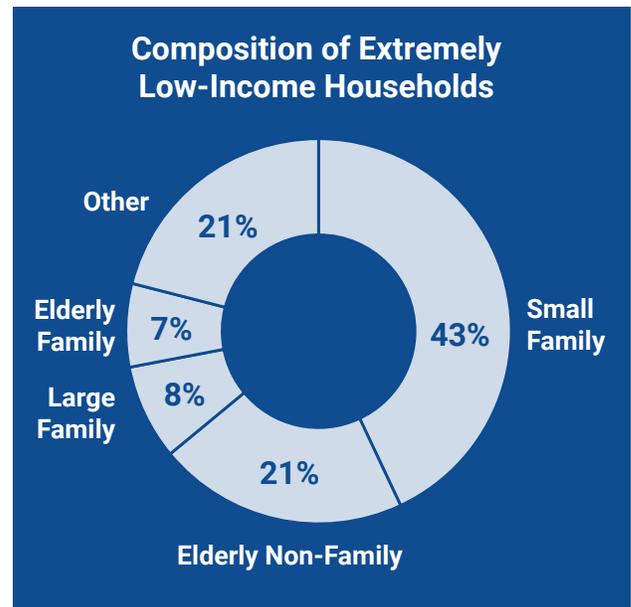
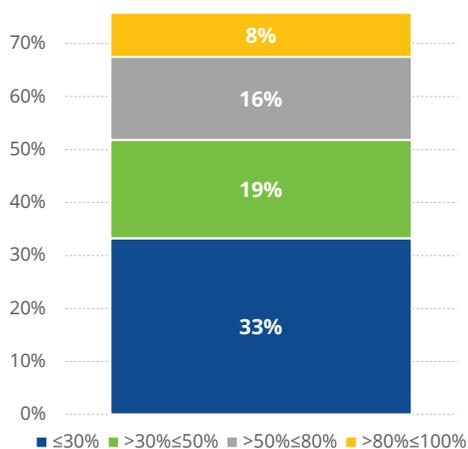


Figure 6

Extremely Low-Income Households in Uphams Corner



Extremely Low-Income Households earn 30 percent or less of the Area Median Income (AMI).

AMI = \$107,800

30% of the AMI is **\$22,650** for a single-person household



30% of the AMI is **\$32,350** for a four-person household



Figure 7

(Source: U.S. Department of Housing and Urban Development, Comprehensive Housing Affordability Strategy Dataset, 2011-2015)

Older adults and working-age adults with disabilities may also benefit from greater availability of supportive services. While adults over the age of 65 are less than a tenth of the UC's population, more than a quarter of ELI households (28 percent) are senior households. Specifically, 21 percent of ELI households are seniors living in non-family households, which is a possible indicator of social isolation. Physical disability is also more prevalent among Uphams Corner residents age 64 and below than among Boston residents, overall. Specifically, the disability rate among adults age 35 to 64 is higher than rates across Dorchester and the City of Boston (Figure 8). According to Uphams Corner Health Center staff, the age of participants in the PACE program has also been trending younger. Most participants are between the ages of 55 and 69, a high share report behavioral health issues. This age cohort represents the largest segment of the working-age population in Uphams Corner, and if disabilities inhibit access to well-paying jobs, that could have dire consequences for the health and stability of a family or individual.

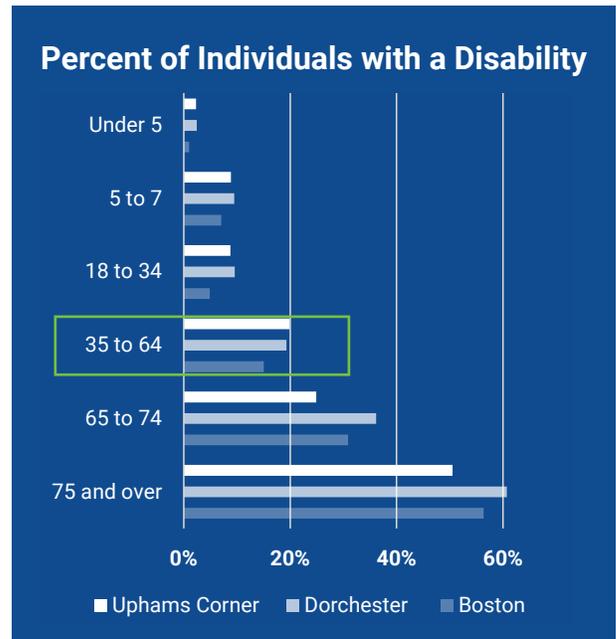


Figure 8

Additionally, the former Pilgrim Church shelter and concentration of sober homes in the community indicates that Uphams Corner is also home to individuals recovering from substance use. The Pilgrim Church hosted one of the city's only wet shelters until recently and a review of registered Sober Houses with the Massachusetts Association of Sober Housing revealed the presence of five sober homes, most of which are single-family homes supplying 73 individual beds within the EUC study area. The overcrowded living conditions in these sober homes is inconsistent with the Collaborative's definition of quality supportive housing. The presence of this population within Uphams Corner represents the endemic need for housing and services specific to their needs.

Key Takeaways

A high proportion of families with children indicates a potential need for service coordination related to childcare, education, employment, and preventative health.

There is a potential need for additional health-related supportive services, including behavioral health, for working-age adults. Disability rates are disproportionately high among Uphams Corner residents ages 35 to 64 and the age of participants in the PACE program has also been trending younger.

Closure of the Pilgrim Church Shelter and high concentration of sober homes in the neighborhood indicate a possible need for services targeting a population with substance use challenges.

Strategies and Partners

The expertise of the Collaborative's members informs its inclusive approach to supportive housing. Corporation for Supportive Housing (CSH) and Boston Medical Center (BMC) have experience funding and guiding development of supportive housing projects along the continuum of services reflected in the Collaborative's approach. However, the need to ensure that supportive services are sustainable and adequately tailored requires that the Collaborative engage in diverse partnerships with organizations experienced in developing supportive housing and delivering on-site resident services. MAPC identified several potential partners for the Collaborative. These organizations include Uphams Corner Health Center, BMC's Elders Living at Home Program (ELAHP), Pine Street Inn, Heading Home, and Home Start. The following sections list potential strategies that could be leveraged through these partnerships.

Below Market Interest Financing

Supportive housing projects are especially difficult to finance. The deep level of subsidy required to make supportive housing units affordable to extremely low income households and the high ongoing cost of quality supportive services make it difficult to guarantee stable and sufficient operating revenue to meet a development's debt obligations. Below-market financing can help make quality supportive housing development more feasible by allowing a developer to redirect a portion of revenues from servicing debt to operations and supportive services.

Flexible Subsidy Pool

As the name implies, a Flexible Subsidy Pool (FSP) is a flexible source of funding that can be used to subsidize a project's ongoing operating costs or to fill a one-time funding gap. See Section IV for more details.

Health and Housing Supportive Service Partnerships

Partnerships between affordable housing organizations and health and social service providers can facilitate access to a range of on-site supportive services for different populations across a continuum of need. While these partnerships typically consist of services that are less intensive than those within supportive housing developments, they are geared towards achieving a similar outcome, which is to use "stable housing as a platform for health, recovery and personal growth."

EUC member Boston Medical Center is currently engaged in several of these health and housing supportive service partnerships through its Determination of Need-funded Community Health Investment initiative. The following two examples demonstrate the potential for these partnerships to enhance health and opportunity for a diversity of residents.

SMITH HOUSE PARTNERSHIP

BMC's Elders Living at Home Program partnered with Madison Park Development Corporation (MPDC) to embed a community wellness advocate (CWA) and nurse at MPDC's Smith House, a housing development for older adults. The CWA and nurse focus on residents' housing stability and health outcomes. They help residents enhance their health literacy and care management, support coordination between healthcare providers and property management, and organize community wellness activities open to the whole neighborhood. This partnership is helping MPDC achieve a vision of healthy aging in community for their residents.

NEW FRANKLIN APARTMENTS PARTNERSHIPS

BMC's partnership with The Community Builders at New Franklin Apartments is inclusive of households of all ages. The partnership funds a Community Life Coordinator, who facilitates access to residents services in key social determinant practice areas including housing stability, education, civic engagement, and workforce development. The Coordinator also develops a community success plan for the entire housing development and individual/family success plans for each household to guide activities and referrals.

The Collaborative will continue to leverage BMC's expertise in health and housing partnership, but there are also several other community-serving institutions working in and around Uphams Corner that would be appropriate for supportive service partnership. EUC is especially focused on increasing its collaboration with Uphams Corner Health Center (UHC). The health center serves over 10,000 patients annually and has provided services to meet the medical and social needs of the local community since the 1970s. UHC also has existing expertise with on-site supportive service through implementation of its home health and PACE (Program for All-Inclusive Care for the Elderly) programs. Through PACE, UHC helps older adults with disabilities age in community. Its comprehensive and person-focused approach enhances access to medical care as well as services to address social determinants and promote community connectedness.

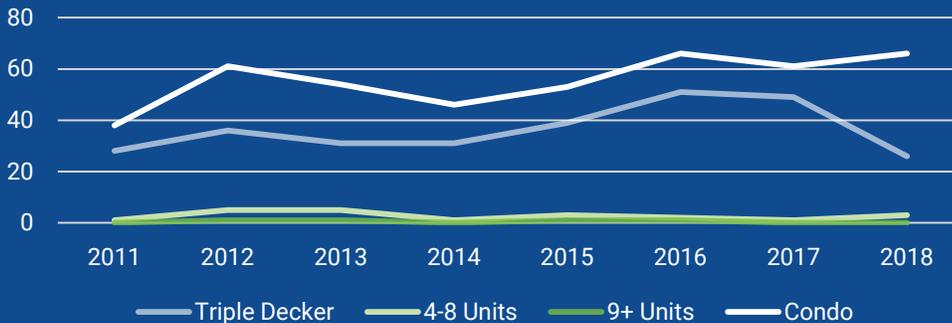
While these partnerships are not appropriate targets for loan capital, they can help EUC achieve its vision for equitable development by supporting Uphams Corner residents' housing stability and providing pathways to other opportunities financed by the EUC, including workforce development and entrepreneurship projects.

IGI Evaluation: Supportive Housing and Services

+/-	Is the strategy impactful?
	Is the project able to meet or exceed 10 percent supportive housing unit set-aside (EUC goal is 15 percent unit set-aside)?
	Does the project integrate housing with community-aligned supportive services designed for vulnerable populations seeking stability for health, recovery and personal growth?
	Does the project proponent commit to coordinate with key partners to address issues resulting from substance use, mental health and other crisis, with a focus on fostering housing stability?
	Do integrated services promote residents' economic security and mobility (e.g. access to educational resources or workforce training, income and employment, affordable childcare, etc.)?
	Do integrated services improve residents' access to preventative healthcare and reduce use of emergency health services?
	Do integrated services improve residents' access to social and community connections (e.g. ongoing resident engagement, leadership opportunities, promotes civic engagement, etc.)?

Neighborhood Affordability

Residential Property Sales Frequency 2011 to 2018



Median Sale Price (2015 - 2018)

\$1,105,000

4-8 unit

\$760,187

Triple Decker

\$434,500

Condo

Mortgage Lending Trends

between 2010 and 2017

10% ↑

increase in mortgage applications

43% ↑

increase in mortgage approvals

...but the largest increase is among higher-income applicants (over \$75,000), especially white applicants

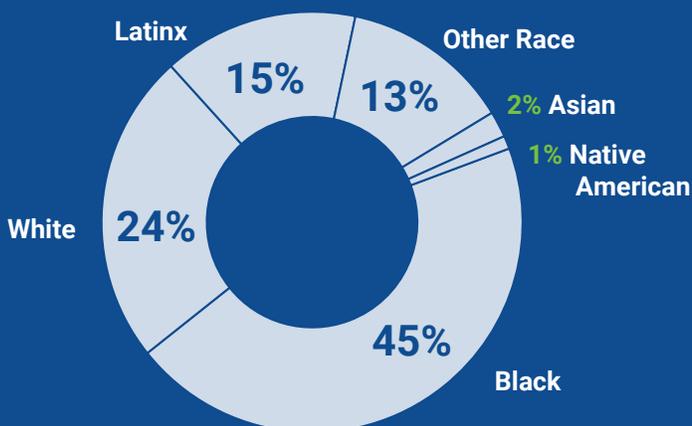
31%

mortgage denial rate of high-income Black applicants

11%

mortgage denial rate of high-income White applicants

Composition of Existing Homeowners



49%

low-income or below owner households (26% ELI)

54%

homeowners age 55+

Controlling for income, POC mortgage applicants are denied more often than White applicants. Targeted services may help address these disparities.

The per unit sale price of larger buildings is still significantly lower than that of condos, but far fewer are on the market.

Broker relationships and operating subsidy emerged as critical components of successful property acquisition initiatives.

Support with home modification and maintenance can facilitate efforts to ensure existing owner-occupied homes stay in community hands.

EUC home buyer or home modification/repair programs should leverage existing loan and grant programs. However, there is a gap for mom and pop owners of private rental properties.

Home modification/repair may be leveraged as a workforce development opportunity.

Priority Strategy: Developer Aquisition

Take naturally-occurring affordable housing off the speculative market to preserve affordability. Tools to support this strategy include lines of credit, grants, low-interest or deferred loans, and operating subsidies (e.g. operations grant or housing vouchers).

Homebuyer Assistance

Bridge the gap between the purchase price and the max the homeowner can borrow by offering support in the form of a grant, low-interest or deferred loan. This strategy could be enhanced through a shared equity ownership model that allows a portion of the homeowner's accumulated equity to be reinvested into the program.

Aging in Place

Help current residents remain in their homes by facilitating home modifications and repairs through low to no-interest, deferred, or forgivable loans and grants. Funds could be given directly to the homeowners or administered through a non-profit organization, private developer or small scale landlord.

Example Partners:

Rebuilding Boston Together, UCHC, MAPS, Local Banks, Neighborhood Associations, Real Estate Brokers, Small Scale Landlords/Investors

Developer Acquisition



1 Monitor Acquisition Opportunities

Expand network of partners to help identify upcoming acquisition opportunities. Engage with neighborhood associations and local real-estate brokers to stay up to date on potential market activity.

Partners: Uphams Corner RFP Working Advisory Committee, DSNi, Real Estate Brokers, City of Boston Department of Neighborhood Development

Create a list of target sites with acquisition costs and feasibility considerations. Prioritize residential buildings of 6-20 units and sites in close proximity to each other.

Partners: EUC Members



3 Acquire Properties

Establish a committee and governing structure to decide how funds are spent.

Partners: EUC Members

Use the Inclusive Growth Index to evaluate acquisition opportunities.

Partners: EUC Members



2 Create a Source of Gap Financing

Dedicate a portion of Collaborative resources to use as a line of credit for property acquisition.

Seek capital through fundraising to fill the gap between what loans can be accessed through the Boston Acquisition Opportunity Program and debt financing.

Partners: City of Boston, Health Care Providers, philanthropy organizations, and local employers

Identify additional grant opportunities and maintain flexibility to adjust efforts based on specific grant goals.

Partners: EUC members

Work to acquire housing vouchers to deepen affordability levels for acquired properties.

Partners: Massachusetts Department of Housing and Community Development, City of Boston Department of Neighborhood Development, HUD, Healthcare Providers



4 Prepare Properties for End Client

Evaluate condition of properties and opportunities to create additional units. Ensure all properties are up to code and universally accessible.

Partners: EUC Members

Identify workforce opportunities involved in building rehabilitation. Partner with construction companies and non-profit organizations such as Youth Build Boston to create workforce programs around building rehabilitation.

Partners: Youth Build Boston, Carpenters Union

Neighborhood Affordability

Uphams Corner's housing stock is as diverse its residents and reflects the many eras of development that have formed the built fabric of Dorchester. Large Victorians, historic farmhouses, traditional triple deckers, and multifamily apartment complexes are all present in the neighborhood. And while the development boom of Boston continues to creep south, the area has maintained a relatively large supply of non-deed restricted affordable housing—an asset that in recent years has become threatened by condo conversions and cash buyers.

Maintaining the presence of these “naturally affordable” housing units is a critical element of the EUC's plan toward an equitable Uphams Corner.

To better understand the state of the housing market and opportunities for maintaining neighborhood affordability, MAPC developed a set of framing questions to guide research into the topic. Those questions are as follows:

- What preservation strategies will have wide enough applicability to be impactful in the neighborhood?
- Who is the target client or end user of a possible intervention (CDC, individual, property owner / small developer)?
- Does the intervention align with the Collaborative's equitable development definition?
- How long will the intervention preserve affordability?
- Are there complementary city or state programs that could be leveraged in addition to the intervention? Collaborative partner programs?
- Who are the other partners the Collaborative could / should be working with?

Context and Existing Conditions

Housing Supply and Affordability

A complete understanding of the housing supply is needed to form a thoughtful developer acquisition strategy. To provide the most current and accurate documentation of existing conditions possible, MAPC cross-referenced data from the American Community Survey (2013-2017) for residential structures of one to four housing units with Costar data for structures of six or more housing units. As detailed in the charts below, approximately half of the housing units in Uphams Corner are in three to four-unit multi-family structures.¹ There are 1,026 small multi-family structures in Uphams Corner, accounting for a total of 3,590 housing units.

Frequency of Sales in UC by Housing Type

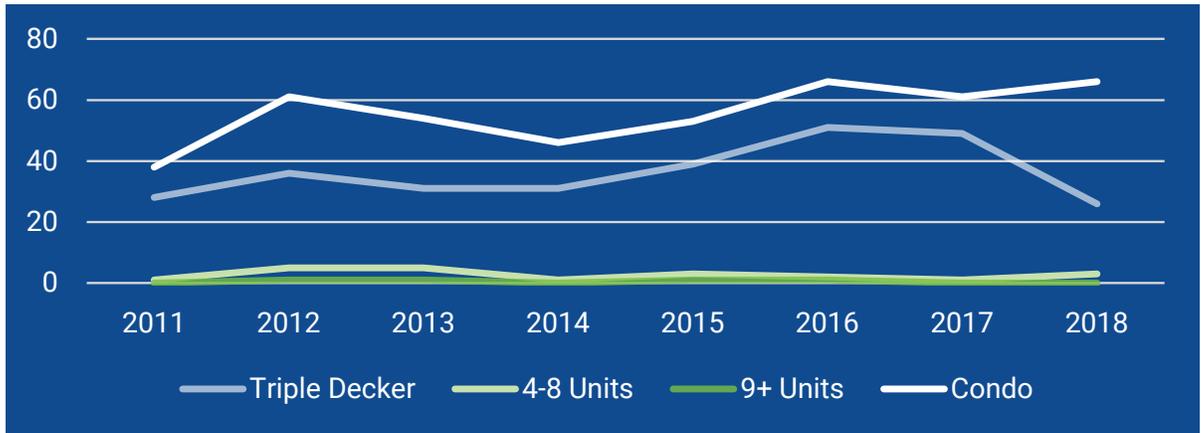


Figure 9: Source - The Warren Group, 2018

Median Sale Price in Uphams Corner by Housing Type

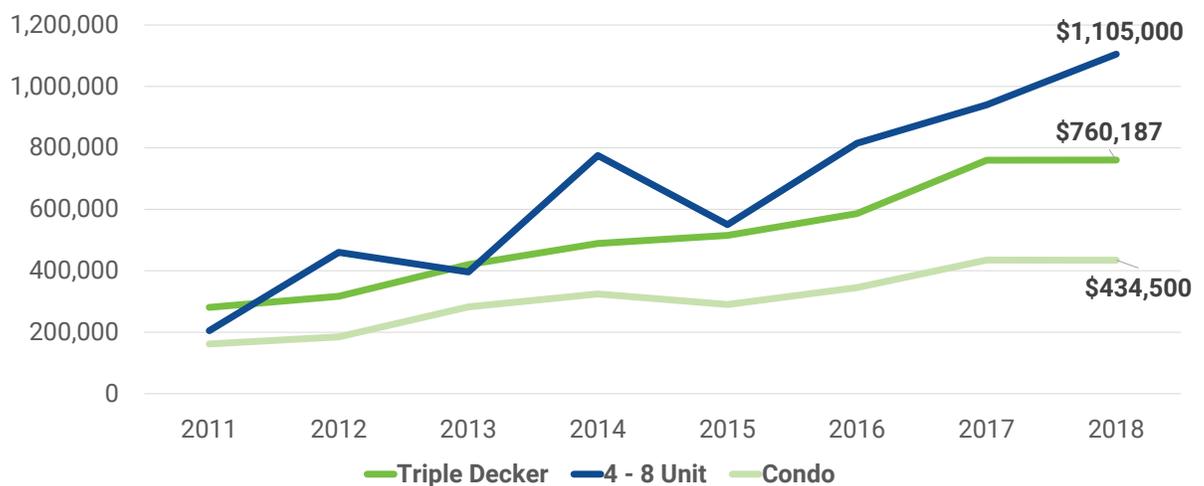


Figure 10: Source - The Warren Group, 2018

Small multi-family structures have also been the most frequently sold housing type in Uphams Corner. The sale of three-unit structures and condominiums (which could be in several types of housing structures) has been consistent since 2011, but the sale of four- to eight-unit and nine or more unit structures have been much less prevalent.²

From 2010 to 2017, there's been a total of 1,143 home sales in Uphams Corner. 40 percent of sales were condominiums and 34 percent were three-family structures. Most homes have been sold around the edges of the neighborhood, likely due to the supply of homes for sale in that area.

Trends in the median price of housing sales show the cost of condominiums has risen rapidly in recent years. The cost of a condominium doubled from 2015 to 2018 going from \$549,900 to \$1,105,000. In

1 According to the American Community Survey (2013-2017) there are 7,305 total housing units in Uphams Corner.

2 While the sale of smaller multi-family buildings has been consistent over time, recently there was a sharp decline in the sale of 3-unit structures, dropping from 49 sales in 2017 to 26 sales in 2018. The reason for this recent decline is unclear but should be monitored as more data becomes available.



Figure 11: Source - The Warren Group, 2010-2017

the same time period, the median price of condominiums increased by 50 percent in Uphams Corner compared to 27 percent in the City of Boston as a whole. These are signs that Uphams Corner has become a focus of housing market activity.

Sales data also provides insight into how much resources are needed to acquire residential buildings in Uphams Corner. Based on median sales prices, acquiring three-unit structures and four to eight-unit structures would be more cost-effective than acquiring single-unit condominiums. While the latest median cost of a condominium in Uphams Corner is \$434,500, the cost per unit for a three-unit structure is \$253,395, and the cost per unit for a four- to eight-unit structure is \$138,125 to \$276,250.

The large supply of three- to four-unit housing structures and their prevalence in the marketplace presents a challenge for the Collaborative because acquisition and maintenance of smaller structures across multiple sites is difficult to finance. Larger structures can be acquired for a lower price per unit and don't require as much administrative capacity because more housing units are located on one site. The Collaborative

must be prepared to strike quickly in ideal situations when small multi-family buildings located near each other or larger multi-family buildings become available for acquisition.

Key Takeaways:

- Sales frequencies for buildings with four or more units are low
- Sales frequency for three-family buildings appears to have peaked
- Condo sales appear to be rising
- Median sales prices of condos are increasing faster in Uphams Corner than in Boston

Homeowner Demographics

Demographic data in Uphams Corner shows there is a significant pool of diverse homeowners with needs that could be served by housing affordability preservation strategies. Of the 6,505 households in Uphams Corner, 38 percent are owner-occupied. Almost half (45 percent) of homeowners are Black, 24 percent are White, and 15 percent are Latinx.

Approximately half of owner-occupied households are low-income and 26 percent are extremely low-income. Owner-occupied households are also aging: 54 percent of these households are led by someone 55 years or older.

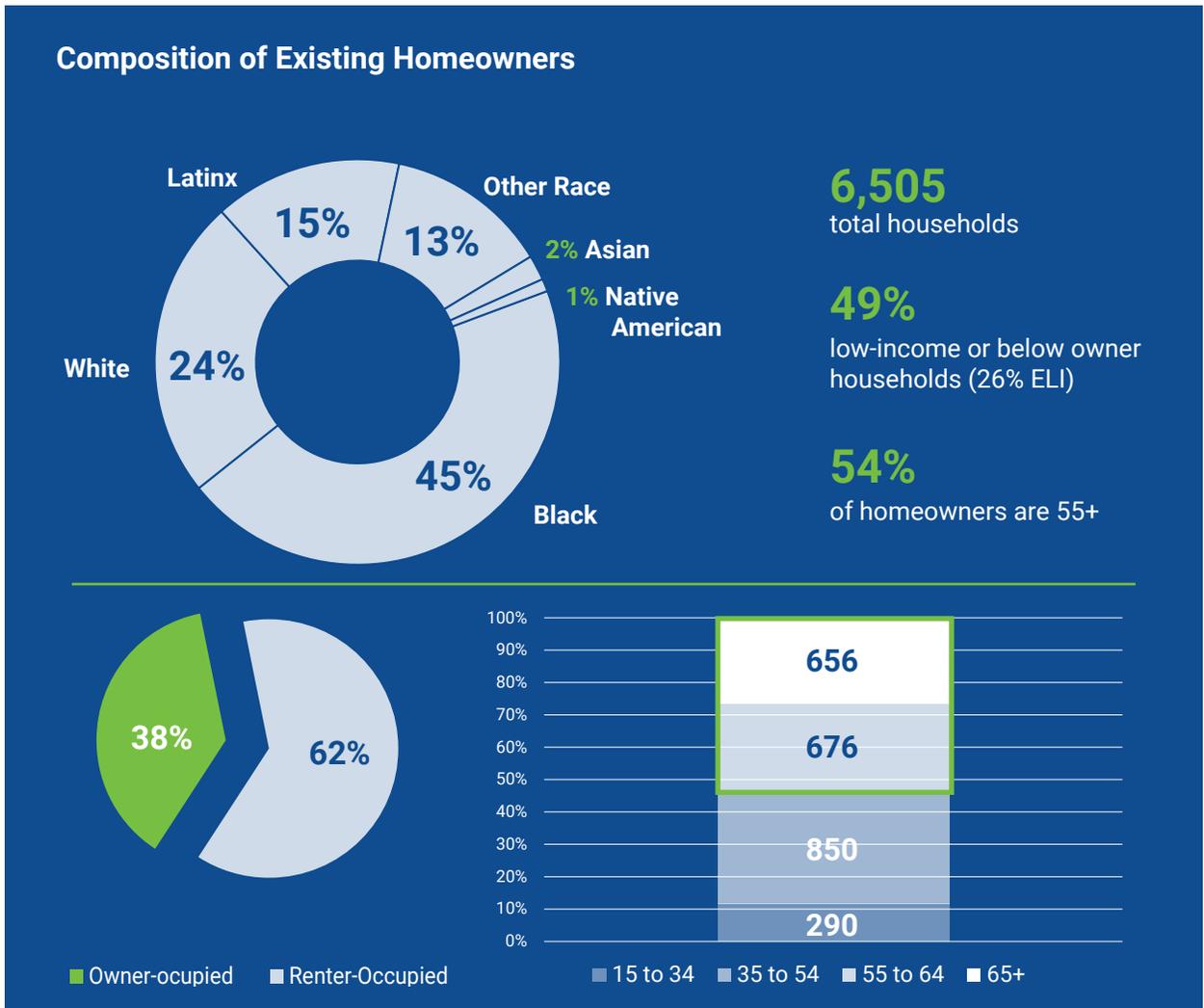


Figure 12: Source - U.S. Census Bureau, American Community Survey, 2013-2017

Key Takeaways:

- Half of all owner-occupied households are led by older adults or seniors
- Half of all owner-occupied households are low-income and a quarter of them are extremely low-income
- Nearly half of all homeowners are Black and 15 percent are Latinx

Mortgage Denial Rates by Income and Race 2014-2017

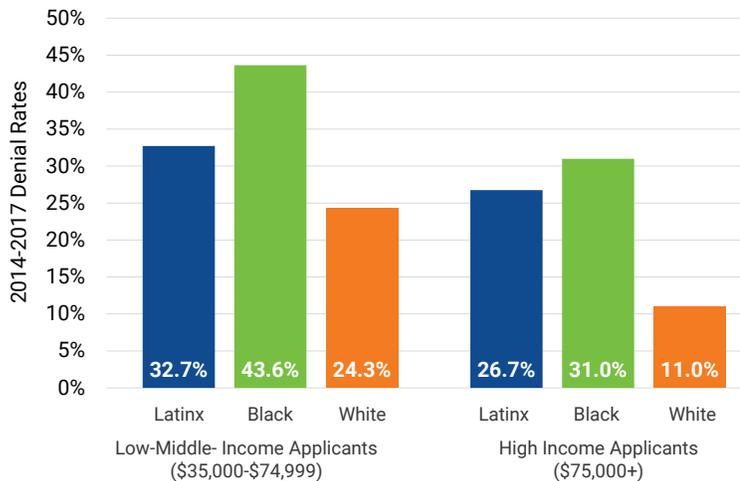


Figure 13: Source - Home Mortgage Disclosure Act (HMDA) 2010-2017

Home Mortgage Trends

The increase in total mortgage applications is another sign of strong housing market activity in Uphams Corner that has accelerated in recent years.³ In the last seven years, total mortgage applications went up by 10 percent—increasing from 322 applications in 2010 to 356 in 2017—and there was a 43 percent increase in mortgage approvals over this time period.

Figure 14 below shows a significant increase of mortgage applications by high-income applicants

making \$75,000 or more, going from 589 total applications in the 2010-2013 time period to 802 total applications in the 2014-2017 time period, an increase of 36 percent. The influx of high-income mortgage applications could have significant implications for the neighborhood’s demographic makeup and the cost of housing, which could be driven up by affluent renters and homebuyers.

The below figure also shows that more applications are being approved in the high- and middle-income brackets, but not in low-income brackets. It’s logical that low-income applicants would be denied at higher rates based on their income levels, occupation status, credit history, or other factors. However, when controlling for income, data shows that Black and Latinx applicants are denied at higher rates than White applicants.

Total Mortgage Applications by Income

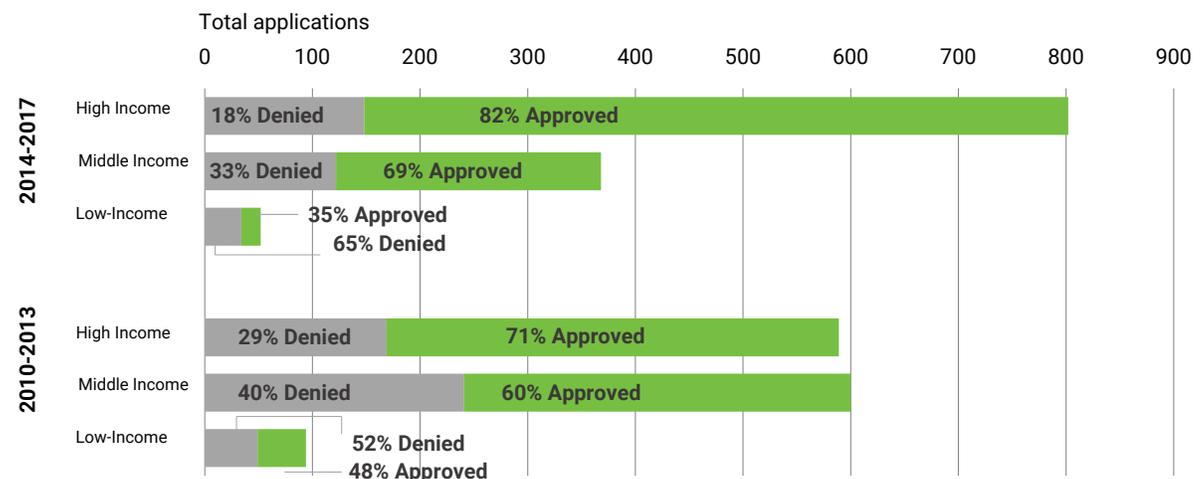


Figure 14: Source - Home Mortgage Disclosure Act (HMDA) 2010-2017

3 The source of home mortgage information is from data made available by the Home Mortgage Disclosure Act, 2010-2017.

As Figure 13 shows, White applicants in the low-to-middle income brackets (\$35,000 to \$74,999) were denied mortgages at a rate of 24 percent compared to 32 percent for Latinx applicants and 43 percent for Black applicants. And high-income applicants (\$75,000+) that are White were denied mortgages at a rate of 11 percent compared with 27 percent and 31 percent for high-income Latinx and Black applicants. This data indicates that people of color haven't had an equal opportunity to buy a home or make improvements to their home. The Collaborative could address discriminatory housing practices in Uphams Corner by targeting loans to people of color, either directly or through mission-based non-profit organizations that are equipped to do so.

Home improvement mortgage data show that requests for larger home-improvement mortgages have been more likely to be approved than requests for smaller home-improvement mortgages. This finding, along with demographic data that identifies a significant population of elderly and diverse homeowners, shows that offering small home improvement loans would be an intervention that meets the community's needs. These loans could finance modifications that allow elderly moderate- to low-income householders to remain in their homes as they continue to age.

Median Home Improvement Mortgages

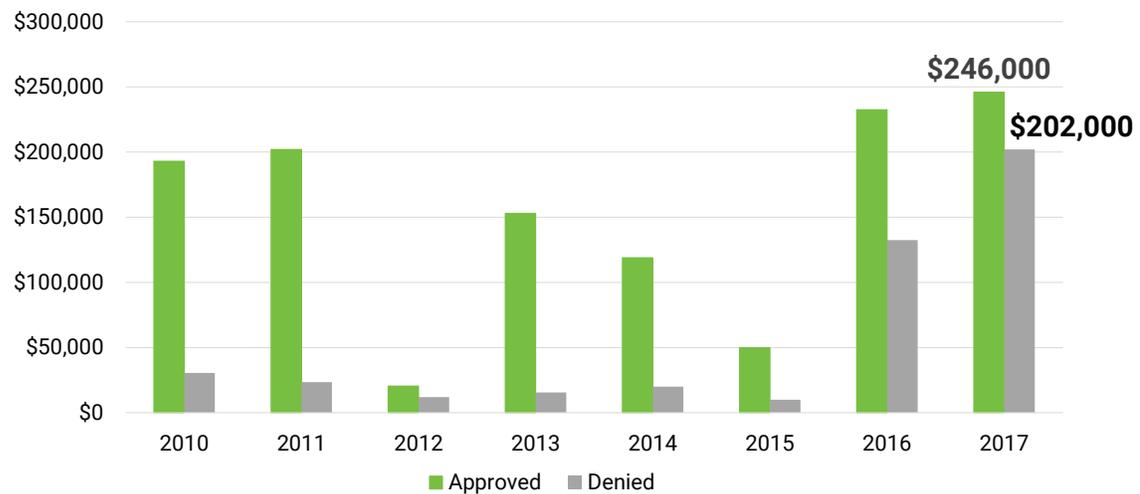


Figure 15: Source - Home Mortgage Disclosure Act (HMDA), 2010-2017

Key Takeaways:

- There's been a 10 percent overall increase of mortgage applications and a 43 percent increase in mortgage approvals
- There's also been an increase in higher-income applicants, particularly higher-income White applicants
- In both the low- and high-income brackets, Black and Latinx applicants have been denied mortgages more than White applicants
- Applications for larger home-improvement mortgages have been approved at higher rates than smaller home-improvement mortgages

Strategies and Partners

MAPC outlined three neighborhood affordability intervention pathways: homebuyer assistance, developer acquisition, and aging in place. The goal of each pathway is to achieve affordable homeownership and affordable rental opportunities. These pathways could be enhanced through various tactics to be more impactful and effective.

Neighborhood Affordability Pathways

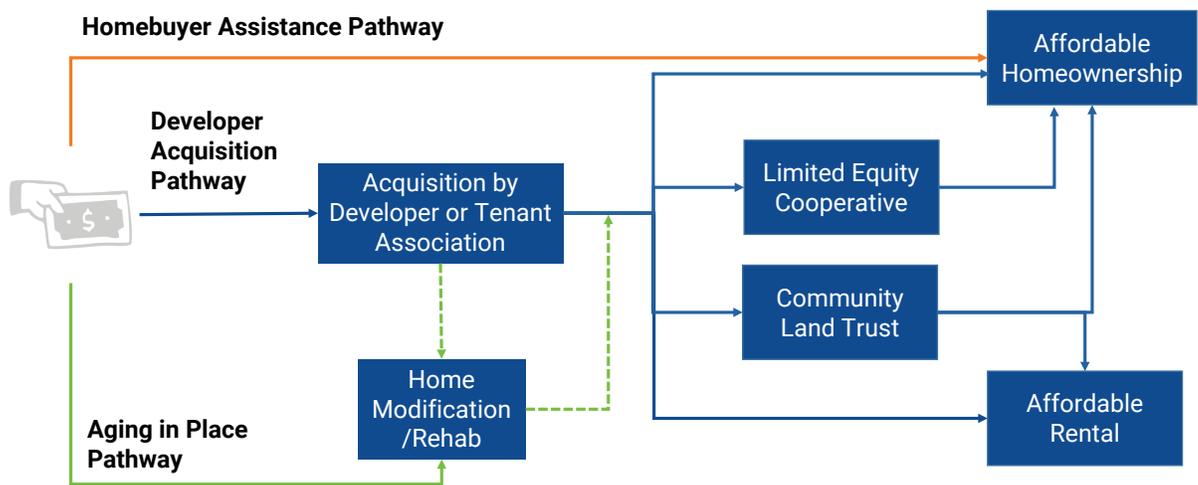


Figure 16

The Collaborative has prioritized the developer acquisition pathway and worked with MAPC to identify action steps for these pathways.

Developer Acquisition Pathway

The developer acquisition pathway takes naturally occurring affordable housing off the speculative market to preserve its affordability. After properties are acquired, the affordability of housing units can be ensured through a deed-restriction that in most cases requires housing to cost no more than 30 percent of the household’s income. Deed-restricted affordable units can be made available to households of several different income levels. Affordability could also be preserved by setting aside a portion of units for voucher recipients.

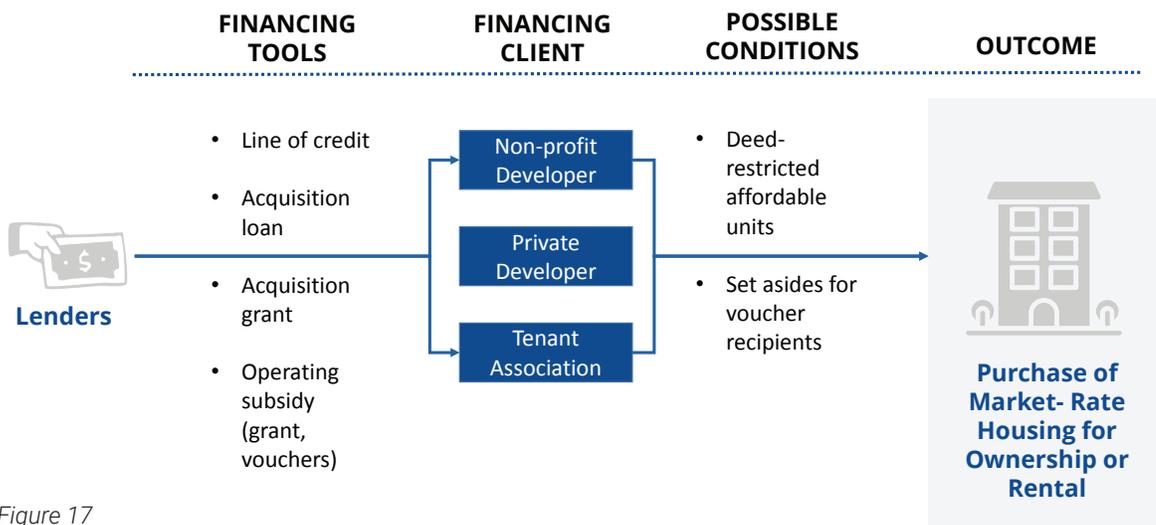


Figure 17

In this strategy, the financing client could be a private developer, a non-profit organization, or a tenant association. There’s potential for this intervention to have greater impact if the financing client has the capacity to establish or operate a limited equity cooperative. A housing cooperative allows residents to share ownership and therefore reduce the cost of housing.

The financial tools needed for developer acquisition are a line of credit, an acquisition loan, an acquisition grant, and an operating subsidy such a housing voucher for future tenants. The Neighborhood of Affordable Housing Inc. (NOAH), the Somerville Community Corporation, and the Allston Brighton Community Development Corporation have each been successful in developer acquisition with these financial tools. The Collaborative has the capacity to open a line of credit (likely through BlueHub) and can access an acquisition loan through the City of Boston’s Acquisition Opportunity Program. However, an acquisition grant is still needed for the Collaborative to fill the gap between municipal loans and debt financing. Even a moderately-sized acquisition grant could make this possible. For instance, the Allston Bright CDC was able to preserve affordable owner-occupied units with the help of a \$5 million community benefit grant from the University of Harvard.

Until a funding source becomes available, the Collaborative could focus its efforts on other intervention strategies, but it should continue to position itself for a developer acquisition strategy, especially since the Collaborative prioritized this strategy. The current housing market is very strong but that could change in the future. For instance, if a recession occurs and housing prices fall, the Collaborative could effectively advance a developer acquisition strategy, so they should continue to seek a funding source for gap financing.

Homebuyer Assistance Pathway

The homebuyer assistance pathway bridges the gap between the purchase price and the maximum a homeowner can borrow by offering support in the form of a grant, low-interest loan, or deferred loan. A good practice for a homebuyer assistance program is to require that the client complete a homebuyer education course.

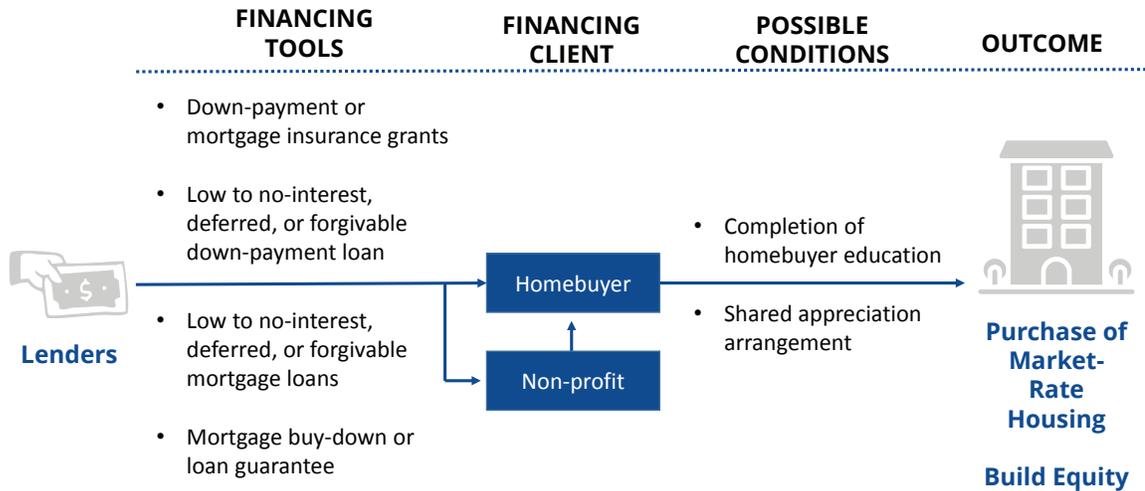


Figure 18

In this strategy, the financing client would most likely be the homebuyer, although the Collaborative could partner with a non-profit organization if it would like to target loans to specific demographics (such as people of color). This was suggested as a result of the analysis of home mortgage trends, which showed that people of color have not been given equal access to loans in Uphams Corner.

Shared Appreciation Mortgage (SAM)

20% Appreciation Arrangement

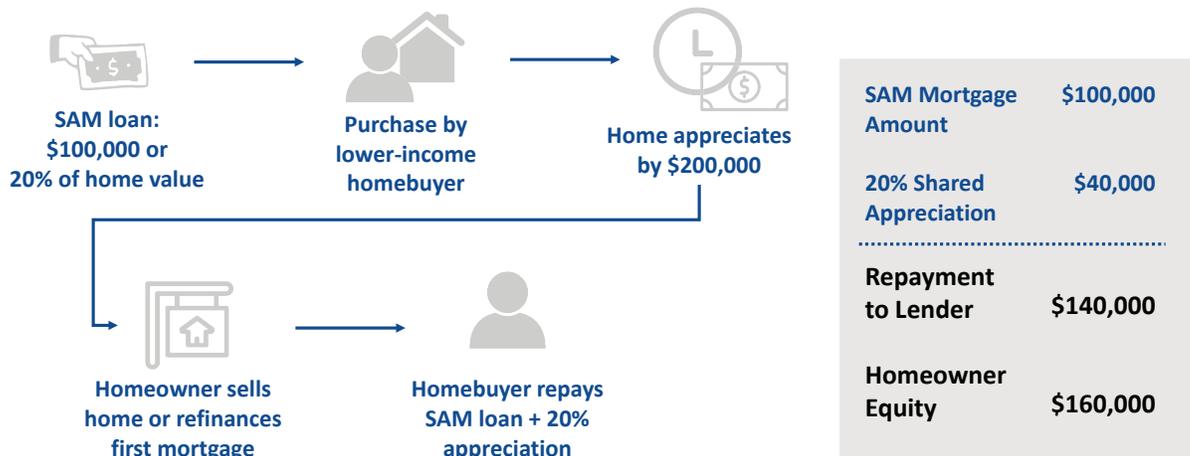


Figure 19

This pathway could be enhanced through a shared appreciation model. In this model, the lender provides a low-interest loan with the condition that they can retain a share of appreciated value once the home is sold. This portion of the appreciated value is reinvested into the home loan program to ensure homes can continue to be affordable to low- to moderate-income households in the future. The loan is sometimes deferred so no payments are due until the home is sold to the next buyer and the mortgage is refinanced.

Aging in Place Pathway

The aging in place pathway helps current residents remain in their homes by facilitating home modifications and repairs through grants and low- to no-interest, deferred, or forgivable loans. These modifications could help aging homeowners remain in their home as their needs change. An evaluation of neighborhood demographics revealed a large population of diverse senior homeowners in Uphams Corner that could be protected through this intervention. While this intervention would primarily address aging households, it could also have a multi-generational impact on family households with children.

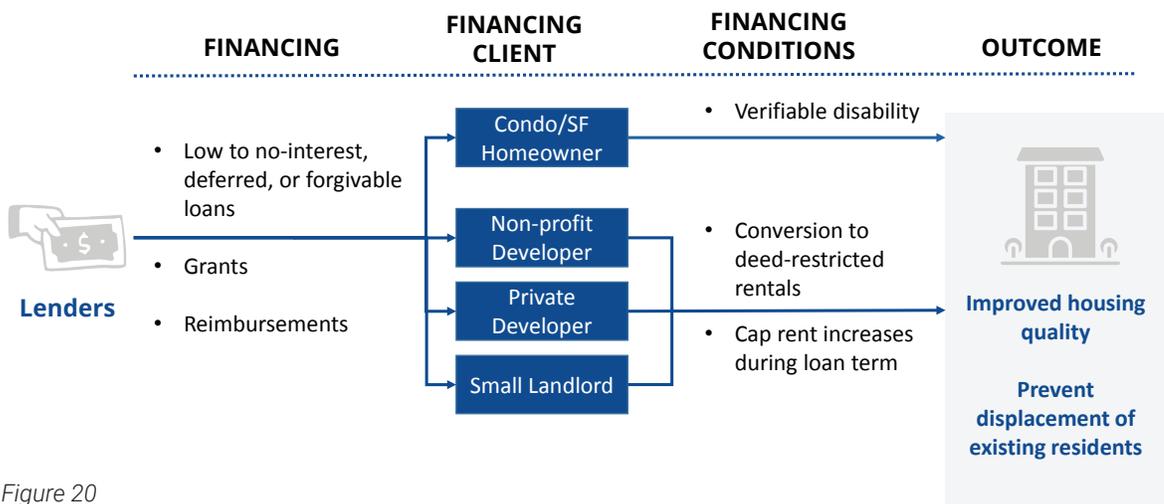


Figure 20

In this intervention, funds could be given directly to the homeowner or administered through a nonprofit organization, private developer, or small-scale landlord. Loans could be given on the condition that the homeowner has a verifiable disability to ensure the modification is needed. If the loan is given to a small landlord, it could include a condition that rent is capped during the loan period or some housing units are converted to deed-restricted units. Another condition could be a right-of-first refusal giving the Collaborative the first opportunity to purchase the home and preserve its affordability should the homeowner choose to sell in the future.

IGI Evaluation: Neighborhood Affordability

+/-	Is the strategy impactful?
	Does the project result in new deed-restricted affordable rental housing for low- and moderate-income households? ¹
	Does the project result in housing affordable to extremely low- income households (at or below 30 percent AMI)?
	Does the project create homeownership opportunities for low-and moderate income households (i.e. deed-restricted affordable homeownership housing, grants or subsidized loans for low- or moderate-income homebuyers, etc.)? ²
	Does the project remove existing residential properties from the speculative market and result in new deed-restricted affordable housing? ³
	Does the project include rehabilitation or modifications to ensure units are safe, accessible, and of high quality?
	Does the project prevent the displacement of existing low-income or older adult households?

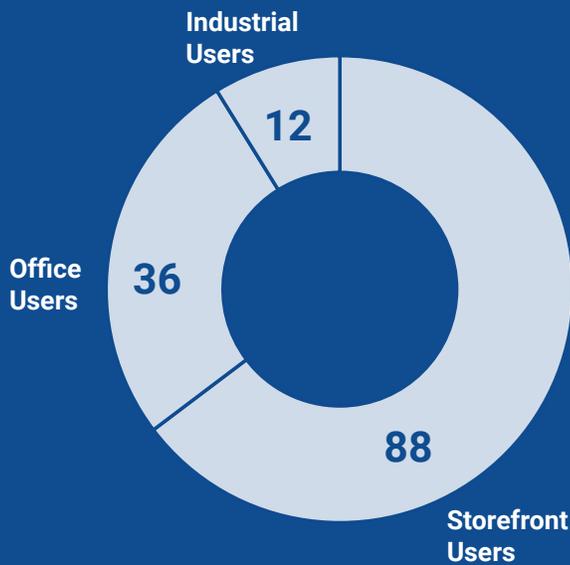
1 EUC to confirm affordability targets

2 EUC to confirm affordability targets

3 Boston Acquisition Opportunity Program requires at least 40 percent of units be for low and moderate income families secured through a 50-year deed restriction. EUC will need to confirm affordability targets.

Small Business and Workforce Development

Upham's Corner Main Street District Business Composition



23% Retail
21% Personal services

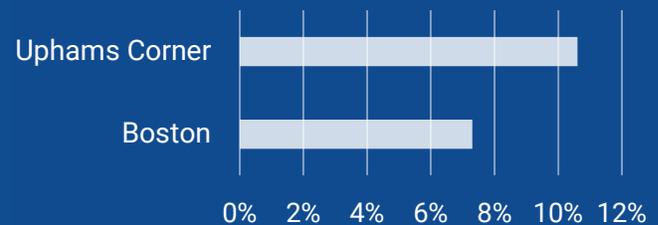
At least **33%** of businesses are Cape Verdean-owned

Significant but unquantifiable number of Latinx-owned businesses

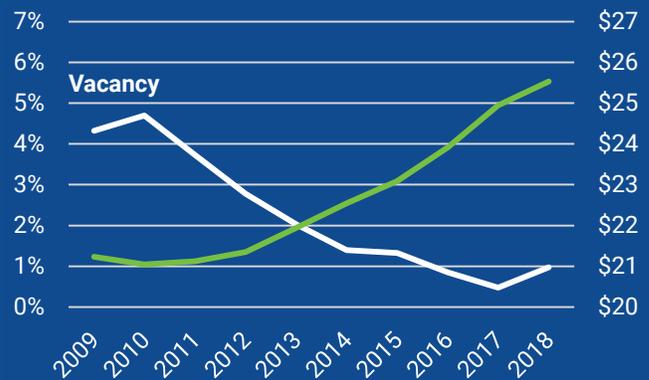
32%

of persons with a disability are unemployed

Unemployment Rates



Commercial Real Estate Market



Maintaining lease stability is a key challenge facing existing businesses in Uphams Corner—many of which have leases expiring in the near future.

Small business support services are needed in coordination with financing to support small business growth in the district. This is especially important for the local immigrant entrepreneurs.

Commercial rental rates in Uphams Corner have been steadily increasing and may be pricing out lower-margin businesses.

The upcoming high impact development along Dudley Street and Columbia Road presents an opportunity to promote new local businesses, but will require a pipeline of prepared entrepreneurs.

Training programs in the culinary arts, construction, and audio/lighting fields would be in alignment with the Arts and Innovation District designation and would meet documented market demand for labor.

Strategy Proposals

Priority Strategy: Expanded Micro Loans

Provide financing to new and existing businesses as well as startups exiting the Fairmount Innovation Lab or other nearby incubators. Strategy could prepare a pipeline of businesses ready to take on new commercial space coming online as part of the upcoming development on city and private properties.

Grants for Existing Businesses

Assist businesses in adapting to changing market conditions, providing new services, or creating more direct connections to street level activities. Capital improvements grants should be provided with a 20 percent match from the business.

Low Risk Commercial Spaces

Assist in deepening the stock of stable and lower risk commercial spaces through acquisition of commercial spaces through master lease agreements or purchasing of a commercial condo.

District Aligned Workforce Development

Leverage the existing assets of the Uphams Corner Arts and Culture District Work and parallel PRO opportunities towards new workforce development programs.

Example Partners:

Uphams Main Streets, MAPS, Cape Verdean Business Association, Fairmount Innovation Lab, Rox Innovation Lab, NECAT

Expand Small Business Micro Grant Program



1 Expand Complimentary Technical Assistance Programs

Increase capacity to offer specific workshops and trainings on business operations and navigating city government.

Partners: Boston Office of Economic Development, SCORE

Adapt financial literacy program to Spanish and Portuguese Creole.

Partners: MAPS, Cape Verdean Business Association, Boston Office of Economic Development



3 Develop Pipeline of Businesses for Loan Program

Establish connections with new businesses as they enter the district.

Partners: Upham's Corner Main Street

Create connections with entrepreneurs at the FIL, Roxbury Innovation Center, and through the Roxbury Community College Entrepreneurship Program.

Partners: Fairmount Innovation Lab, Roxbury Innovation Center, Roxbury Community College

Create connections with immigrant business operators in Uphams Corner.

Partners: MAPS, Upham's Corner Main Street, Amado Enterprises.



2 Increase Marketing Presence of Small Business Loan Program

Work with Upham's Corner Main Street to develop marketing materials and information sessions regarding the availability of the loan program.

Partners: Upham's Corner Main Street

Meet one on one with business owners to identify specific interests or needs for lending programs.

Partners: Upham's Corner Main Street, MAPS

Increase the presence of the small business loan program on the DBEDC website and EUC website.

Partners: DBEDC, EUC



4 Prepare New Property Owners for Incoming Businesses

Work with property owners developing new commercial space in the district to align development with the dimensional and infrastructure needs of small businesses.

Partners: Upham's Corner Main Street, City of Boston, Property Owners

Small Business and Workforce Development

Throughout the PRO Neighborhoods planning process, the EUC has kept a consistent focus on the role that small business support and workforce development can play in achieving the goals and vision set out by the Collaborative's definition of equitable development. Entrepreneurship plays an important role in building wealth, especially among historically marginalized populations. Small businesses are also critical components of community life and neighborhood vitality. They activate the streetscape, provide places for people to congregate, and provide needed services to a community.

Parallel to small business support is workforce development, another pathway toward building wealth in a community. Providing individuals with opportunities to grow their skillsets and access better-paying jobs in and outside their community is an important tool that can be used to achieve equitable development outcomes.

To advance the Collaborative's understanding of the needs of local small businesses and the possible opportunities for workforce programming in Uphams Corner, MAPC has framed its research in this topic area with the following questions:

- What types of support services are needed within the small business community?
- Will new development in Uphams Corner be more impactful to existing businesses or new businesses?
- What are the contextually relevant opportunities for workforce development?

Context and Existing Conditions

Cultural and Community Context

Uphams Corner has long played an important role as a commercial and cultural hub within Dorchester. The area emerged as a destination in the early 20th century with the opening of the Strand Theatre, a 1,300 seat Vaudeville Theatre which offered live performances and movie showings into the 1960s, when it closed due to declining ticket sales. The theatre was ultimately acquired by the City of Boston due to

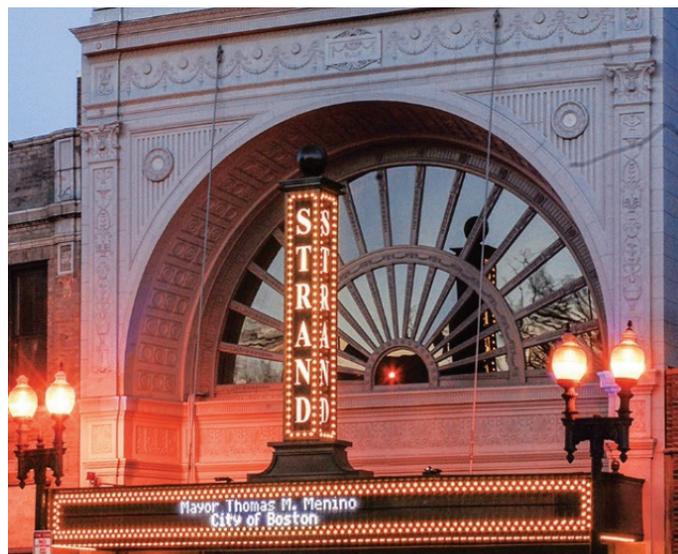


Figure 21: The Strand Theatre

Source: Uphams Corner Station Area Plan, BRA, 2014

tax delinquency. In the 1970s, the theatre was revitalized as the Harriet McCormack Center for the Arts, a community-operated non-profit that activated the space through the 1990s, when it disbanded. Since the dissolution of the McCormack Center, the Strand has been owned and operated by the City of Boston on a turnkey basis, with the City renting space to performers on an individual basis.

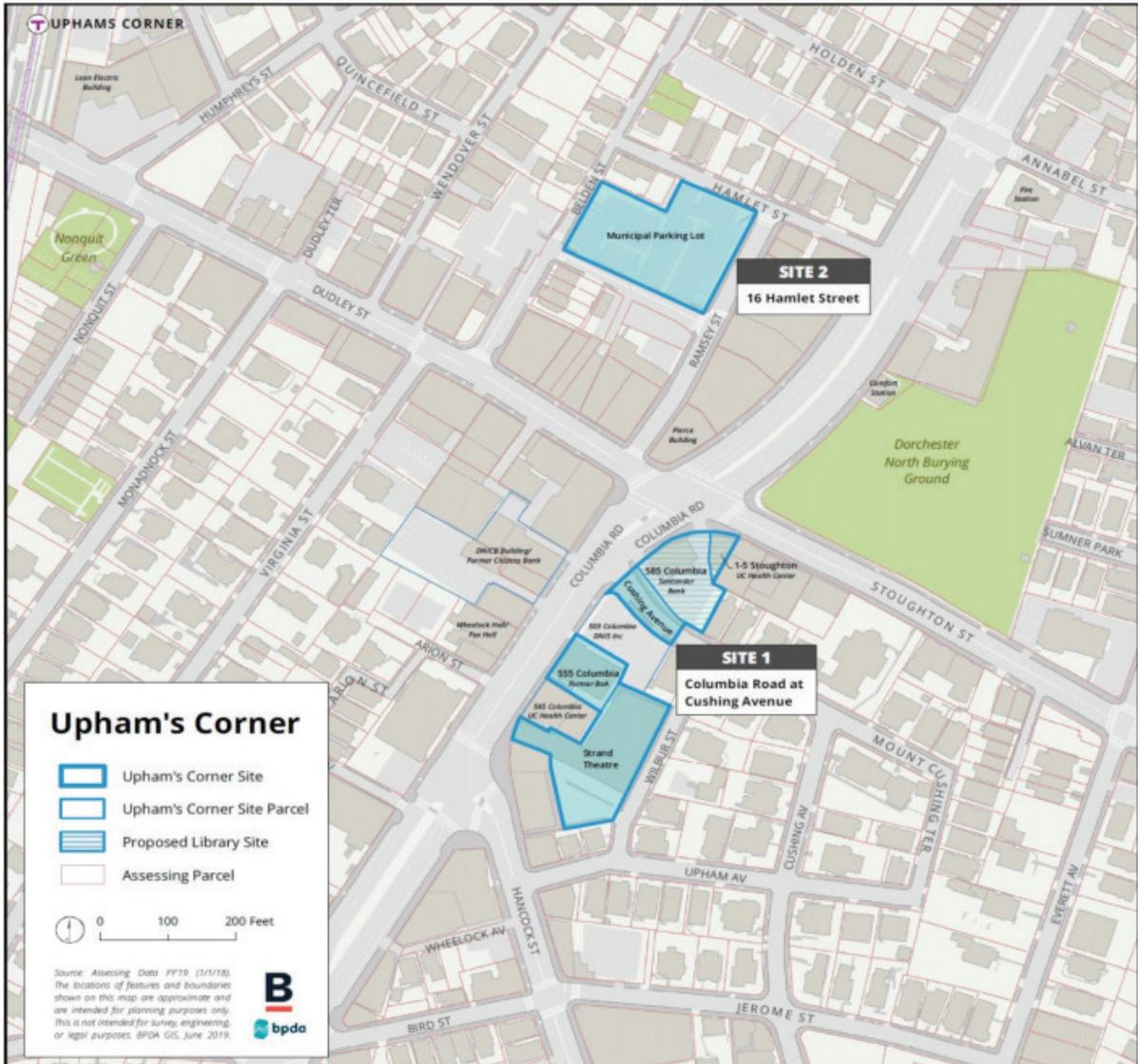


Figure 22: Source - Uphams Corner Arts & Innovation District; City of Boston Request for Information

The City is now positioning the property as a prime redevelopment opportunity in concert with several adjoining parcels. The pending development at the Strand Theatre will have a catalytic effect on Uphams, Corner as it will add a significant number of new housing units to the community and alter the commercial landscape through the renovation of an iconic building and adjoining parcels in the heart of the district.

Aside from the theater's role as a local and regional attraction, the strength of neighborhood commercial activity in Uphams Corner lies in its role as a hub of ethnic culture serving immigrant and native-born communities of color in Boston. The Uphams Corner community has a strong

concentration of Cape Verdean immigrants and descendants, with at least 27 businesses in Uphams Corner being Cape Verdean owned.¹ In addition, the Massachusetts Alliance of Portuguese Speakers operates a social service and community outreach office at the intersection of Stoughton Street and Columbia Avenue; and Amado Enterprises, located at 750 Dudley Street, offers immigration and legal services to the Cape Verdean community and facilitates a temporary job placement program with local food manufacturers and logistics companies.

Uphams Corner is also home to a large number of Latinx-owned businesses including many restaurants, bodegas, barbershops, and hair salons. The area’s anchor supermarket, Brothers, advertises a “wide variety of American, Latin American, Haitian, Caribbean, and Cape Verdean Products,” further illustrating the cultural diversity represented in Uphams Corner.

Conversations with the DBEDC Economic Development Team, Upham’s Corner Main Street, MAPS, and Amado Enterprises indicated a critical need among the immigrant business owners for more technical assistance programs offered in Portuguese, Creole and, Spanish. Creating culturally and linguistically accessible programming could be a key step towards further engagement and interaction for the EUC among the area’s immigrant entrepreneurs.

Geographic Context

The Upham’s Corner Main Street district straddles several distinct neighborhoods. To the east of the Columbia Avenue/Dudley Street intersection is Jones Hill, a more affluent majority White area that abuts the Dorchester Avenue commercial corridor. To the west is the Dudley Triangle, a lower-income community of color and the heart of the Dudley Street Neighborhood Land Trust. North of the Main Street district lies the industrial Newmarket district, home to a cluster of food distribution and manufacturing firms, along with a number of social service providers and the New England Center for Arts and Technology food service training facility. The large shopping center at South Bay Mall also exists north of the district.

Business Composition

Aside from the Uphams Corner Health Center, most of the businesses in the community operate within the Upham’s Corner Main Street district, a cross section of commercial spines along Columbia Avenue and Dudley/Stoughton Street, with an extension down Hancock Street. The vast majority of businesses in Uphams Corner inhabit traditional first floor storefront locations, with

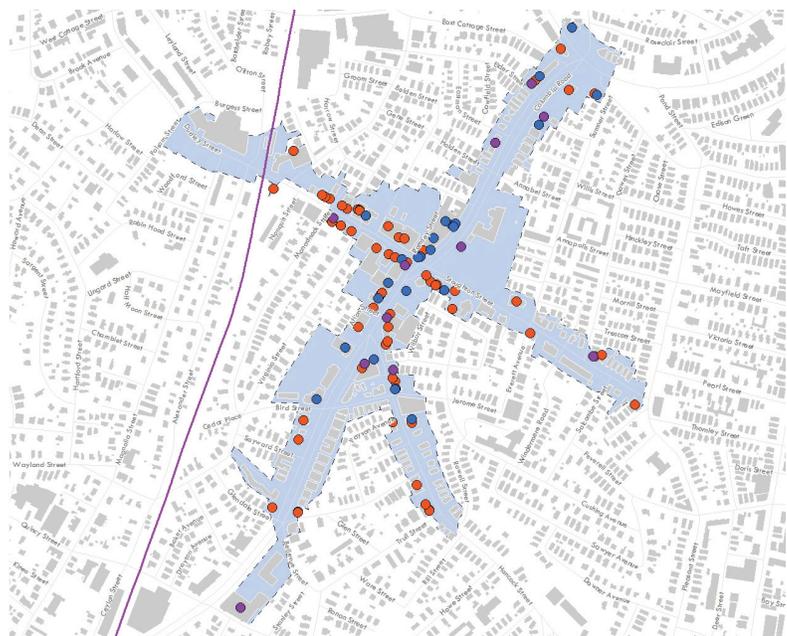


Figure 23: Uphams Corner Businesses

1 Boston Cape Verdean Business Association

Upham's Corner Main Street Businesses by Sales Volume

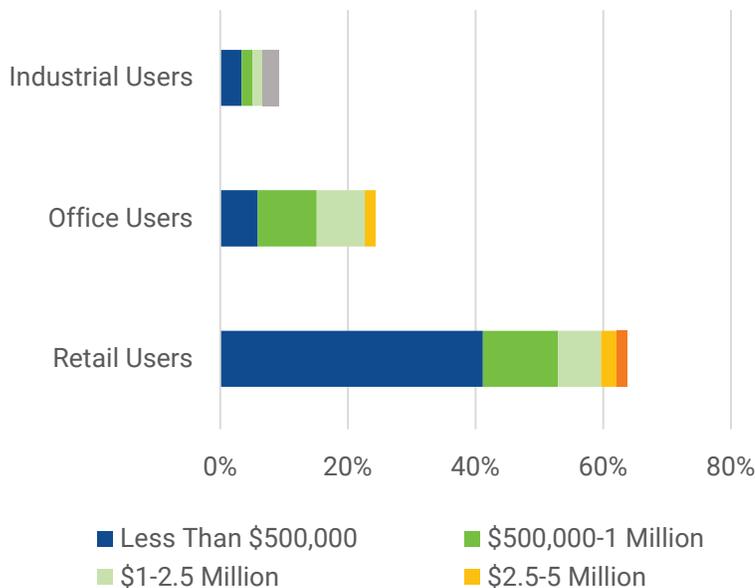


Figure 24: InfoGroup USA 2016; n=118

Uphams Corner Storefront Users by Type

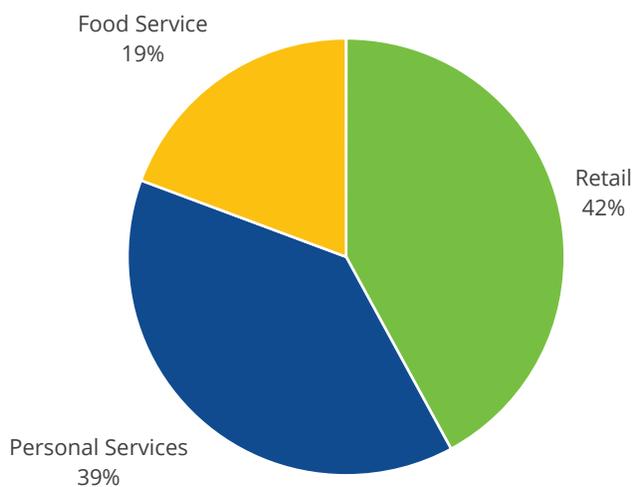


Figure 25: InfoGroup USA 2016; n=88

high concentrations of retailers, personal service providers, and food service establishments. Most businesses in the area are small independent operators with annual revenues less than \$500,000 per year. Almost all businesses are renters² and many have been in operation for more than 20 years. The business composition of Uphams Corner is similar to other main street districts in Dorchester, specifically Bowdoin Geneva and Four Corners.³

In addition to the street level businesses that characterize the district, Uphams Corner is home to three small business/arts facilities: the Fairmount Innovation Lab, a small business incubator focused on growing creative and social enterprise in Boston's Fairmount Indigo Corridor and adjacent communities; the Humphreys Street Arts Studios, a 34,000 square foot facility that hosts a working community of artists, designers, and makers; and the Commonwealth Kitchen—a shared kitchen space paired with business assistance services to support aspiring food entrepreneurs. These three entrepreneur incubators could be a pipeline for either new businesses in the district or artists that could contribute to the atmosphere of an arts and culture district.

A recent community visioning process led by DBEDC and DSNI focused on identifying preferences for uses that could inhabit new commercial space at either the Citizens Bank building or the Strand

2 Uphams Corner Cultural District Plan - Uphams Corner Business Survey 2018

3 2017 MIT DUSP Studio – Connecting Bowdoin Geneva

Theatre. Through the process, the community expressed a strong preference toward attracting new food service, entertainment/wellness, and arts and entertainment-oriented establishments. These establishments were identified as desirable because of their role as “third spaces” that can provide the community with a location to gather without the explicit connection to commerce. A 2017 leakage analysis completed for Upham’s Corner Main Street indicates the potential market demand for restaurants in the community—a use group that has been difficult to attract to the district because of the high costs associated with kitchen build out, complicated permitting, and limited spending power within the community.

Key Takeaways

The business composition of Uphams Corner is primarily smaller retail and service-oriented businesses, similar to other Main Street districts in Dorchester.

There is a significant cohort of Cape Verdean- and Latinx-owned businesses in Uphams Corner, and developing a network of partners who are linguistically and culturally competent with those constituents will be important to working with them.

Uphams Corner is geographically situated between three very different commercial areas that could potentially be drawing customers and businesses from the Upham’s Corner Main Street district.

Commercial Real Estate Context

The majority of commercial real estate in Uphams Corner comes in the form of single-story storefront suites, with only a few buildings holding upper floor spaces—most of which are concentrated on Columbia Avenue. While some properties have been updated, there has been no new commercial development in Uphams Corner in 50 years or more. Overall, vacancy in Uphams Corner has been historically low, with rates declining steadily since a peak in 2009. Conversely, rental rates have steadily increased in the same time period with average rents now costing upwards of \$25 per square foot.

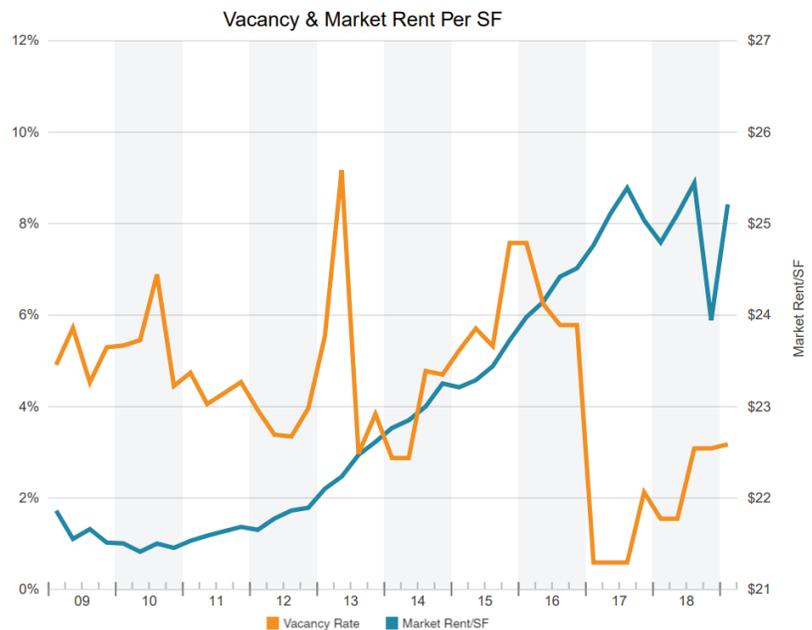


Figure 26: Source - CoStar, Accessed January 2019



Figure 27: 734 Dudley St., Source - Application for Article 80 Small Project Review

As described, the business composition in Uphams Corner is made up of many small operators with limited revenue. As rents in the area increase, it will be critical for these businesses to expand their services, adapt to shifting markets, or facilitate easier consumer interactions to maintain operations. These activities could be facilitated by a loan, grant, or ongoing technical assistance with a business service provider.

While Uphams Corner has seen almost no commercial activity in recent decades, there is a slew of new development planned for the area. In addition to the upcoming development at the Strand Theatre, there are several private property owners in the community who have begun independent redevelopment projects which have impacted local businesses. The owner of 722 Dudley St. has been approved to build a five-story mixed-use development with three ground floor commercial spaces. The existing property housed four businesses, all of whom have been forced to relocate due to the development, and it is unclear if any were able to find new space in the community.

Other possible redevelopment properties in the district that could impact the availability of commercial spaces include Wheelock Hall (554 – 562 Columbia Road), the Citizens Bank Building (572 Columbia Ave.), the Pilgrim Church (540 Columbia Road, and the Amado Enterprises building (750 Dudley St). These new commercial spaces that will be coming online in Uphams Corner present an opportunity to shape the future of the district. If new commercial spaces are occupied with businesses that reflect the vision and diversity of the community and add value to the area's assets, they could be a force that opposes the threat of further business or residential displacement. Building a pipeline of businesses equipped to take on new spaces as they become available could be a key activity for the EUC to engage in.

Key Takeaways

The businesses the community would prefer to see enter the area are in alignment with market analysis (food service) and current Collaborative partners' lending priorities.

Mitigating risk for small entrepreneurs without equity or access to capital can support new business opportunities.

Focusing on new commercial spaces coming online in Uphams Corner for business development presents an opportunity to shape the future of the district.

Business Support Services and Needs

The variety of business support services that could be offered to support businesses in Uphams Corner range widely and needs will strongly depend on the business owner, type, and age. DBEDC currently offers a suite of small business services, including technical assistance programs and an SBA-backed lending program targeted toward growing small businesses in several priority neighborhoods within the City of Boston. DBEDC's lending program puts a priority focus on funding businesses owned by people of color, women, and immigrant entrepreneurs.

Beyond business lending and technical assistance services, there is a documented need for low-risk real estate to facilitate business development. Low risk spaces are typically smaller and don't require large amounts of capital for build out or fit up, thus allowing for product testing and the iterative development of business plans. Unfortunately, these kinds of spaces typically require a third party operator (most often a nonprofit) aside from the developer to take on management and operational duties, as traditional landlords are unwilling or unable to invest in these more specialized spaces. The EUC could play a role in acquiring commercial properties outright or through master lease agreements with developers and property owners. Working with the developers of new commercial spaces in the district at the outset of their project planning to secure management rights could be a key role for the EUC to play.

Strategies and Partners

Grants for Existing Businesses

As many of the businesses in Uphams Corner have limited cash flow and may not be interested in taking on additional debt, creating a small grant program for existing businesses in the district could fill a funding gap needed to increase local business capacity. Possible applications of the grant program could be to purchase digital payment systems for businesses, improve storefronts for street visibility, and implement new marketing or signage. Larger grants should be considered with a 20 percent match from the business.

Expanded Micro Loan Program

Access to capital and financial institutions is a well-documented challenge for entrepreneurs of color and immigrant communities. DBEDC has positioned itself as a key lender for SBA program loans within the City of Boston, with a focus on serving this target population in five key neighborhoods including Uphams Corner. A recent capitalization plan for the fund confirmed the market demand for the micro loan product within DBEDC's service area, but identified the strong need for additional technical assistance programs, marketing materials, and web presence to complement the lending itself.

As part of the EUC's efforts, the Collaborative should explore an expansion of the micro loan program to include the expanded technical assistance and targeted outreach needed to increase its use among business operators and entrepreneurs in Uphams Corner. Uphams Corner is home to the Fairmount Innovation Lab, an incubator space for social entrepreneurs in the community—a possible fertile ground for increased business lending. Other collectives of small business development programs in the area include the Roxbury Innovation Center and the Roxbury Community College Entrepreneurship Program.

In addition to increasing connections with the entrepreneurship community, there is a general need for more accessible financial literacy programs among Uphams Corner businesses. Financial literacy in Spanish and Portuguese Creole was cited as a priority from community partners given the large share of immigrant-operated businesses in the area. Partnering with the Cape Verdean Business Association and MAPS will be key in connecting with this constituent group.

Further, an expanded micro loan program operated by the EUC should aim to align its lending and technical assistance practices with the upcoming development occurring in the area. Assisting a cohort of entrepreneurs that share the vision and goals of the community at large prepare to occupy new commercial spaces could be a key element in retaining the cultural diversity of Uphams Corner.

Low Risk Commercial Spaces

The community pointed to a lack of stability in the commercial real estate market as a key challenge to sustaining small businesses in the district. Climbing rents and the absence of consistent leases are the two major challenges that contribute to the uncertainty within the business community in Uphams Corner. There are few options for smaller spaces that are move-in ready for new businesses moving to the district, and the cost of a full spatial upfit may be outside the financial capacity of startups. Nearly all businesses in Uphams Corner are renters, which makes them further subject to instabilities caused by property sale or rental spikes.

Mitigating the instability associated with a fluctuating commercial real estate market is especially challenging as there are few established policy protections to assist in business displacement, as compared to housing. However, creating a network of small, flexible, and low-risk commercial spaces could be a step toward building stability for this segment of the real estate market.

Finding opportunities for mission-based or nonprofit organizations to take a management or ownership roles of properties—thus creating low risk commercial spaces—is a possible strategy the EUC could pursue absent of city policy offering business displacement protections. Property acquisition may be financially challenging and would depend on the availability of properties for sale in the district, which have been very few over the last decade. An alternative option would be to establish management roles under a master lease condition where a nonprofit could assume the risk associated with operating the commercial space for a consistent fee with the property owner and then release the commercial spaces out under their conditions—essentially a subletting situation. Another option would be for the nonprofit to purchase the commercial space outright as a condo within the development—an action that would require more financial commitment and negotiation with the developer or property owner.

There are several known new construction projects planned for the district that will include commercial space. EUC members or other nonprofit entities could negotiate a role with the development team to manage the commercial space associated with the project. The EUC or other nonprofit could assist in subdividing the space if needed, creating conditions for easy move-in and ensuring a commitment to fair leasing practices. Examples of new commercial spaces coming online where this strategy could be implemented include 734 Dudley, 704 Dudley, the Citizens Bank Building, and the upcoming Strand Theatre redevelopment.

Employment Opportunities

As described in the demographic section of this report, Uphams Corner residents experience

higher rates of unemployment than residents of Boston overall. Compared to the City of Boston, the neighborhood has a high number of youths and disabled individuals—two populations that face additional barriers to employment. A localized workforce training program in Uphams Corner could assist in breaking down those barriers and building wealth within the community via access to higher-paying jobs.

A contextual assessment of Uphams Corners assets and upcoming development activity yielded three potential areas for workforce development programs. These areas relate to ongoing activity in the district or possible PRO funded initiatives and have obvious implementation partners.

CONSTRUCTION TRADES AND REAL ESTATE DEVELOPMENT

As described in the Neighborhood Affordability chapter, Uphams Corner has a large composition of older triple decker-style and small multifamily buildings. As these buildings are purchased and renovated, there may be an opportunity to leverage that work toward a workforce training program. The EUC could partner with Youth Build Boston to rehabilitate and renovate small multifamily properties acquired and developed as affordable housing.

CULINARY ARTS

Once activated, the Strand Theatre will generate a consistent flow of visitors to Uphams Corner that support new food service establishments. NECAT currently provides free culinary job training services and could be a strong project partner in building a strong local workforce and entrepreneurship base. Uphams Corner saw the recent opening of two restaurants in the district, which could signal a trend of more coming to support the area as an Arts and Culture District.

AUDIO AND LIGHTING TECHNOLOGY

Again leveraging the Strand Theatre as a community asset, there is an opportunity to provide training for careers in event production—specifically lighting and audio technology—to young people in the community. Brighter Boston currently offers a youth training program in event lighting and audio technology and places students in paid internships around the city and could be a partner in programming youth training at the Strand.

IGI Evaluation: Commercial Space Development

+/-	Is the strategy impactful?
	Does the project result in commercial space that is accessible at below market rents for new entrepreneurs? ¹
	Will the operator of the space ensure equitable leasing practices and stability for local businesses?
	Does the project provide support for tenants to make physical improvements to spaces regardless of ownership or credit status?
	Does the project promote uses that activate space as “third” uses that serve a purpose beyond commerce?

IGI Evaluation: Small Business and Workforce Development

+/-	Is the strategy impactful?
	Does the loan project growth of businesses responsive to the preferences of UC residents?
	Does the project include policies or procedures to increase both the number and share of women and POC-owned businesses?
	Does the loan integrate funding with technical assistance that is accessible to the community in English, Portuguese Creole, and Spanish (e.g. financial literacy, marketing, succession planning, legal assistance, ESOL)?
	Does the loan improve access to storefront or streetscape improvements to promote business growth and retention?
	Does the loan enable businesses to scale or adjust operations to better serve larger clients, including anchor institutions?
	Does the loan target businesses who have not received capital from a bank or financial institution?
	Does loan include criteria and technical assistance to promote inclusive hiring practices (e.g. CORI friendly), living wages, benefits, and fair scheduling practices? ²

1 EUC will need to confirm affordability targets.

2 See Ujima Project Good Business Standards: <https://www.ujimaboston.com/standards>

Section VII

Conclusion

Conclusion

The Equity Forward Uphams planning process has put in motion a set of activities and relationships that will have a broad impact on the community. In order to ensure that these activities lead to a future of Uphams Corner that reflects the core tenants of the EUC's equitable development definition the collaborative will pursue the following next steps.

Pursue Priority Strategies

The EUC has identified the development of a flexible subsidy pool as a priority strategy that would enable quick-strike property acquisition, deeper affordability for supportive housing development, and operational capacity for commercial spaces. In addition to the flexible subsidy pool, the EUC will also pursue opportunities for small multifamily property acquisition, leveraging the City of Boston's Acquisition Opportunity Fund and other funding sources. Finally, the EUC will focus on deploying additional loan capital to the small business community in Uphams Corner, with a focus on expanding access to financing in the immigrant community and among new business operators located in the FIL.

Implement a Wide Adoption of the Inclusive Growth Index

While the EUC has set a directive to measure its activities through the IGI lens, it will also seek to deploy its use among community partners and government agencies. Possible areas of implementation include the forthcoming City of Boston RFP's, the DSNI Development Review Board, and the City of Boston Article 80 process.

Participate in City RFP Process and Work With Private Developers

As the City proceeds with its sale of property by RFP, the EUC will work together and with outside partners to craft a proposal that responds not only to the criteria set forth by the city but that meets the standard set by the Inclusive Growth Index.

In addition to participating in the City's RFP process, the EUC will identify opportunities to partner with private developers and property owners to adopt the goals and standards set forward in this report.

Continue to Deepen Partnerships and Relationships with Stakeholders

The Equity Forward Uphams planning process has furthered the Collaborative's understanding of the possible partner organizations in Uphams Corner and how the EUC might interact with them in the future. The EUC should continue to host meetings and conversations among partners and external stakeholders to align missions and activities towards an equitable outcome in Uphams Corner.

Priority stakeholders that the EUC should engage with include: DSNI, Upham's Corner Main Street, Massachusetts Alliance of Portuguese Speakers, Uphams Corner Health Center, and the New England Center for Arts and Technology.

Through this work and the achievement of an Equity Forward Uphams, the EUC hopes to set a national example for how missioned aligned organizations can work together toward collective impact.

Appendix I

Equitable

Uphams

Collaborative

About the EUC Partners

Each of the five organizations in the Equitable Uphams Collaborative has a unique expertise, toolbox, and constituency. All entities have either lending or significant investment capacity and considerable content knowledge, which together will be leveraged toward a truly impactful program.

DORCHESTER BAY NEIGHBORHOOD LOAN FUND/ DORCHESTER BAY ECONOMIC DEVELOPMENT CORPORATION

The Dorchester Bay Economic Development Corporation (DBEDC) is the lead organizer and convener for the PRO Neighborhoods equitable development planning process. DBEDC was founded in 1979 by local civic associations to address the problems of economic disinvestment, unemployment, crime, community tensions, and the shortage of quality affordable housing undermining Boston's Dorchester neighborhoods. DBEDC has worked in partnership with the communities of North Dorchester and Lower Roxbury to build and preserve 1,100 units of affordable housing and over 200,000 square feet of commercial space, to engage residents in community life, and to support a robust economy through small business lending and technical support and economic development for all.

Dorchester Bay Neighborhood Loan Fund (DBNLF) is the certified CDFI lead for this proposal. As the only community development corporation-based lender in the region, DBNLF makes microloans with a focus on local, minority, and female ownership. DBNLF also partners to package larger loans and leads a Collaborative working to make loans more available to new or growing businesses. DBNLF makes loans in six specific low-income Boston communities, and has particularly deep roots in Uphams Corner.

BLUEHUB CAPITAL

BlueHub Capital is a CDFI with a mission to build healthy communities where low-income people live and work. Over the last 34 years, BlueHub Capital has invested \$700 million in affordable housing, community facilities, and commercial redevelopment across the Northeast and Mid-Atlantic—more than \$400 million of it in the City of Boston. Collectively, these investments have improved access to quality housing, education, health care, childcare, and commercial resources to over 200,000 individuals. BlueHub Capital has invested over \$1 billion to create affordable housing, jobs, and opportunities in underserved communities nationwide. The investments have leveraged an additional \$6 billion in public and private investment. Boston Community Loan Fund will play a critical role in providing flexible, patient financing for a broad range of diverse, community-based projects and facilities that support and stabilize low-income communities.

CORPORATION FOR SUPPORTIVE HOUSING

The Corporation for Supportive Housing (CSH) was founded over 20 years ago by a homelessness advocate on a mission to create quality housing opportunities for the most unstable households experiencing homelessness. Today, CSH continues this work, offering a comprehensive portfolio of services that boost the value and impact of work in cities and states throughout the U.S. A CDFI that provides low- or no-interest early stage loans to supportive housing developers, CSH's portfolio of work also includes training and education, policy reform work, and consulting and technical assistance, all of which extend their value as a planning and project team member. CSH will bring its deep experience in forging cross-system collaborations and enabling communities to bring SH and affordable housing

to the scale they need. CSH has been working with the City of Boston for years and most recently is engaged in advancing the city's Plan to End Homelessness. They are also engaged with local and statewide partners who provide services and advocacy that is leading to true upstream systems change in Massachusetts.

COMMUNITY ECONOMIC DEVELOPMENT ASSISTANCE CORPORATION

In 2018, the Community Economic Development Assistance Corporation (CEDAC) celebrated its 40th anniversary as a public-private community development finance institution that provides financial resources and technical expertise for community-based and other non-profit organizations engaged in effective community development in Massachusetts. CEDAC has lent over \$283 million in predevelopment loans to nonprofit developers, assisting them to produce or preserve over 45,000 housing units. In addition, CEDAC manages several supportive housing (SH) bond programs for the Commonwealth of Massachusetts and has closed on \$513 million of subordinated loans. CEDAC brings strong expertise in state funding and affordable housing program development (including SH) and early care and education, as well as a holistic understanding of the interplay of workforce development, housing, and community change.

BOSTON MEDICAL CENTER

Boston Medical Center (BMC) is a private, not-for-profit, 567-bed academic medical center located in Boston's historic South End. The primary teaching affiliate for Boston University School of Medicine, BMC is the largest safety net hospital and busiest trauma and emergency services center in New England. Seeing more than one million patient visits a year in over 70 specialties and subspecialties, BMC staff are leaders in their fields. BMC is also a recognized leader in groundbreaking medical research and is the 15th largest recipient of funding from the National Institutes of Health among independent hospitals. Through research and advocacy, BMC has been driving the conversation in the region about the connections between housing stability and health. Turning conversations into action, BMC recently invested \$6.5 million of their Determination of Need obligation in affordable housing to catalyze the connection between hospital investments, housing development, and patient outcomes.

For all these partners, this collaboration represents a shift from project-level to systems-level resource alignment.

Capacity and Activity of Coalition

MAPC reviewed the existing programs and strategic plans of Equitable Uphams Collaborative (EUC) members to assess fit with the group's equitable development definition and identify opportunities for alignment that the group could explore together throughout the planning process. EUC members' programs and strategic plans address many different issue areas, but coalesce around a number of strategic priorities:

Preventing Displacement

- Eviction and foreclosure prevention programs and services
- Affordable housing production, emphasizing supportive and elderly housing

Economic Stability and Wealth Creation

- Workforce development, education, childcare, and small business development
- Programs and services that reflect knowledge that economic stability requires more than job creation
- Resident services to support health maintenance and healthcare utilization, housing stability, youth development, and employment

Partnerships to Address Social Determinants of Health (SDOH)

- Approach is inclusive of, but not limited to collaboration on on-site healthcare services
- Investments in healthcare facilities, supportive housing, and home modifications to improve accessibility for people with disabilities
- Pattern of healthy retail investments to achieve multiple outcomes (i.e. nutrition, workforce development, asset building)

Shared Areas of Investment

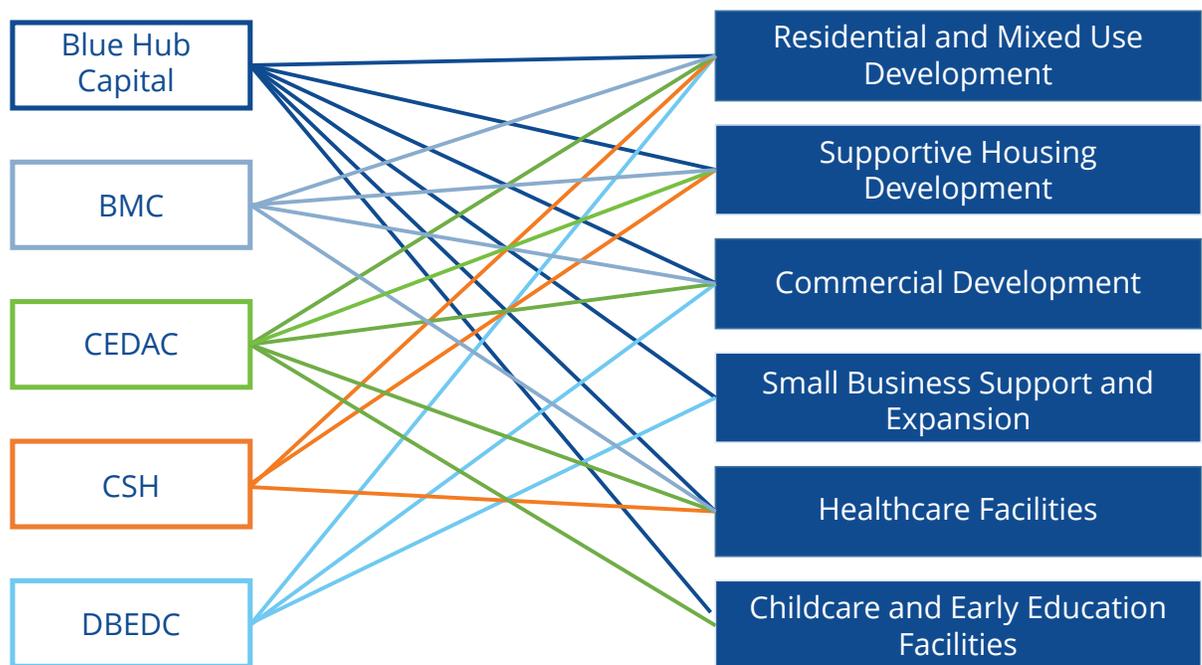


Figure 28

Existing Lending Programs and Services

The collective reach of EUC members' lending programs and services is wide ranging, from commercial and residential development to small business loans to childcare and early education facilities (Figure 28).

FINANCING TOOLS TO SUPPORT RESIDENTIAL & SUPPORTIVE HOUSING DEVELOPMENT

Residential and supportive housing projects receive the greatest level of investment among all the areas in which EUC members invest. These lending programs are diverse, targeting different levels of need—from mortgages to individual families to prevent foreclosure (i.e. BlueHub Sun) to the full series of lending necessary to develop large, multi-family residential projects. EUC members may provide financing directly or in their capacity as administrator and underwriter of a state program (e.g. Housing Innovations Fund). Lending to large scale projects is much more common among EUC members, and members have acknowledged that application of existing direct-to-individual loan programs is not currently feasible within Uphams Corner, given high property values. In addition to loans, a few members provide grant funding to support residential and supportive housing projects. For example, CEDAC's Kuehn Planning Grants provide up to \$15,000 for pre-development activities for projects that support low- and moderate-income families. Boston Medical Center is also funding supportive services across several Boston area housing developments.

Residential Lending and Grant Products:

- Pre-development loans
- Acquisition Loans
- Construction Loans
- Permanent Loans
- Bridge Loans
- New Market Tax Credits
- Loans to Individuals (Foreclosure Prevention or Home Accessibility Modification)
- Planning or Supportive Service Grants

FINANCING TOOLS TO SUPPORT COMMERCIAL AND SMALL BUSINESS DEVELOPMENT AND EXPANSION

EUC lending programs for commercial development and small businesses are similar in scope to those for residential projects, but lending activity is significantly less extensive and mostly limited to mixed-use development projects. Few EUC members are providing financing to stand alone commercial projects or directly to small businesses owners, and most of that activity is occurring outside of Uphams Corner. Despite the finding that this is a less active area of investment for the Collaborative, the projects that are funded are well aligned with its vision for equitable economic development. Financing consistently goes to projects that support healthy retail (e.g. grocery stores) and locally- or POC-owned businesses.

Commercial and Small Business Lending and Grant Products:

- Pre-Development Loans
- Acquisition Loans
- Construction Loans
- Permanent Loans
- Bridge Loans
- New Market Tax Credits
- Small Business Micro and Macro Loans
- Planning Grants

Technical Assistance and Collective Expertise

Beyond their lending and grant-making activities, most EUC members pair training and technical assistance with their lending programs or provide them a stand-alone services. Several also produce research, engage in advocacy, or participants in various regional and state-wide working groups on issues related to their lending programs. EUC members share expertise on issues including foreclosure prevention, small business and workforce development, supportive services and supportive housing, and healthy retail. The EUC's collective technical assistance and expertise enhances the impact of their lending programs, and can be an asset to the development of new areas of Collaborative lending.

Appendix II

**Neighborhood
Context &
Existing
Conditions**

Neighborhood Context & Existing Conditions

5,628

Households in Uphams Corner

50%

of housing units in Uphams Corner are in three- to four-unit structures

64%

of housing units in Uphams Corner were built before 1939

67%

of households in Uphams Corner are families

2.98

people per household in Uphams Corner, versus **2.35** in Boston

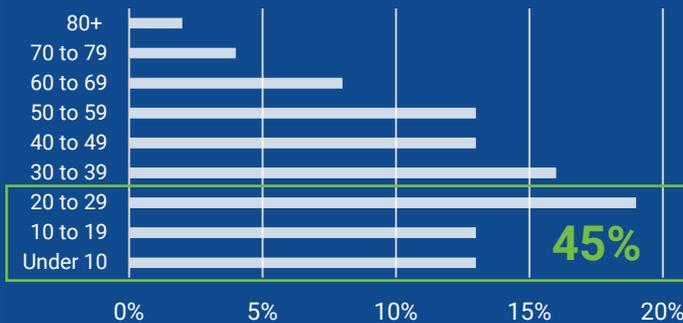
\$1,538

Median rent price for a two-bedroom apartment in Uphams Corner in 2016

\$1,743

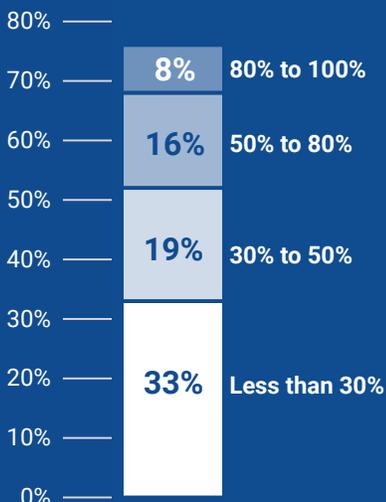
Median rent price for a three-bedroom apartment in Uphams Corner in 2016

Uphams Corner Population by Age

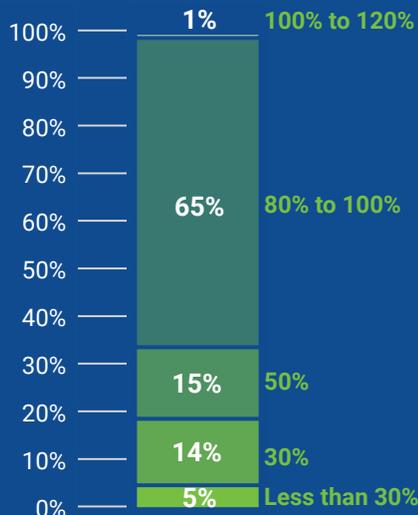


Fewer UC residents over age 25 have a bachelor's degree or higher compared to Boston residents, overall. However, slightly over half have attained between high school completion and an associates degree.

Low-Income Households by AMI



Deed-Restricted Units by AMI



Affordable housing typologies that meet the needs of larger households and families are needed in UC.

Family-sized rental units (two -and three-bedroom units) may be difficult for low-income and extremely low-income (ELI) families in UC to afford.

Only 5 percent of the 472 Deed-Restricted Affordable Units are subsidized for ELI households, which represent the greatest need in UC.

The number of evictions in UC has remained relatively stable, 97 in 2008 compared to 96 in 2016. However, there number of eviction filings increased from 93 to 252 over the same period.

Neighborhood Context & Existing Conditions

Historical Context and Housing Discrimination

The Dorchester Athenaeum describes Uphams Corner as a historic center of activity in Dorchester, with a history that reaches back to the origins of the North Burying Ground (1634) and the dry goods store of Amos Upham (1817). Throughout the 19th century, Uphams Corner evolved into an important crossroads with several intersecting rail and trolley lines. Uphams is also a part of the geography of Olmsted's Emerald Necklace, with Columbia Road intended to be a park-like boulevard connecting Franklin Park and Marine Park in South Boston. This confluence of activity resulted in the development of architecturally significant buildings, most late 19th and early 20th century commercial and religious structures, as well as significant residential structures. Uphams Market Building (1920) was once Cifrino's Market, the oldest and largest urban supermarket in the country. The Strand Theatre was built in 1918 as a movie and vaudeville house and anchored a bustling commercial district.

Through the middle part of the 20th century, Uphams Corner experienced a decline into poverty, similar to many inner-city American communities in the same time period. Racially fueled actions played a large role in the systematic disinvestment of Uphams Corner. Like much of Boston, the area was redlined, and banks stopped making loans to potential homebuyers, which fueled public and private disinvestment. A 1937 Residential Security Map by the Federal Home Owners Loan Corporation classified the Uphams Corner area of Dorchester as a "Class C – Definitely Declining" area, indicating it as a hazardous place to make loans.

After the assassination of Martin Luther King Jr., the Boston Banks Urban Renewal Group (B-BURG) began making home purchase loans to African American families who had been previously unable to access FHA loans post-WWII. These loans were made only within certain communities in Boston, essentially a practice of reverse redlining, with concentrations in Dorchester and Mattapan. B-BURG loans were often predatory in nature and contributed to the concentration of poverty that had been growing in Uphams Corner and other parts of Boston.¹

This history is important to recognize in the context of new wealth in Uphams Corner, a neighborhood with a uniquely diverse population that has been impacted by institutionalized racism. But now, as the neighborhood becomes more attractive to an affluent population, the residents of Uphams Corner face the pressures of rapidly rising housing costs that threaten to displace many of them from what they've known as home.

Population and Housing

Uphams Corner is known as one of the most diverse neighborhoods in the City of Boston, and most of its population (86 percent) is comprised of people of color (as compared to 55 percent in the City of Boston). Uphams Corner is home to many African American, Cape Verdean, and Latinx residents, with

1 Lew Finfer, The "Good Intentions Program" that devastated Boston's Neighborhoods. <https://www.bostonglobe.com/opinion/2019/01/18/the-good-intentions-program-that-devastated-boston-neighborhoods/7ZWLqOYfM03SaTBj4jRiK/story.html>

Population by Race and Ethnicity, Uphams Corner Study Area

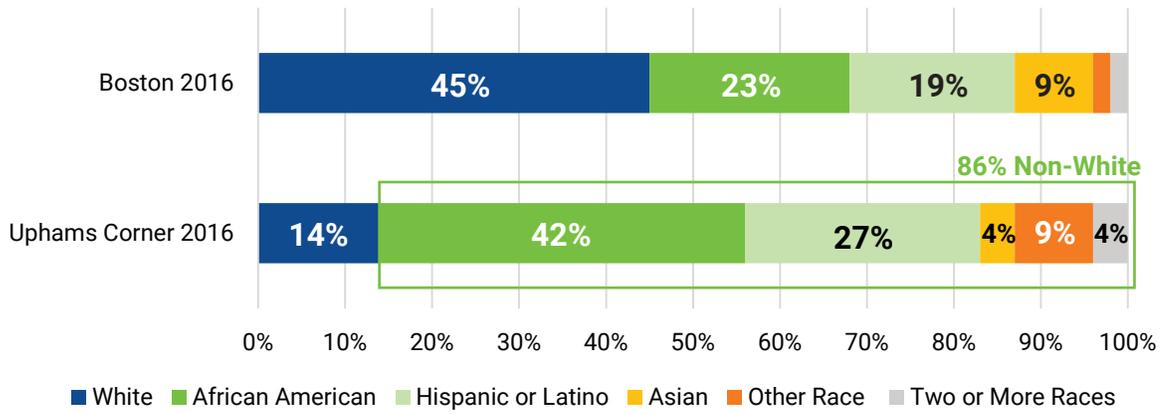


Figure 29: Source - ACS 2012-2016

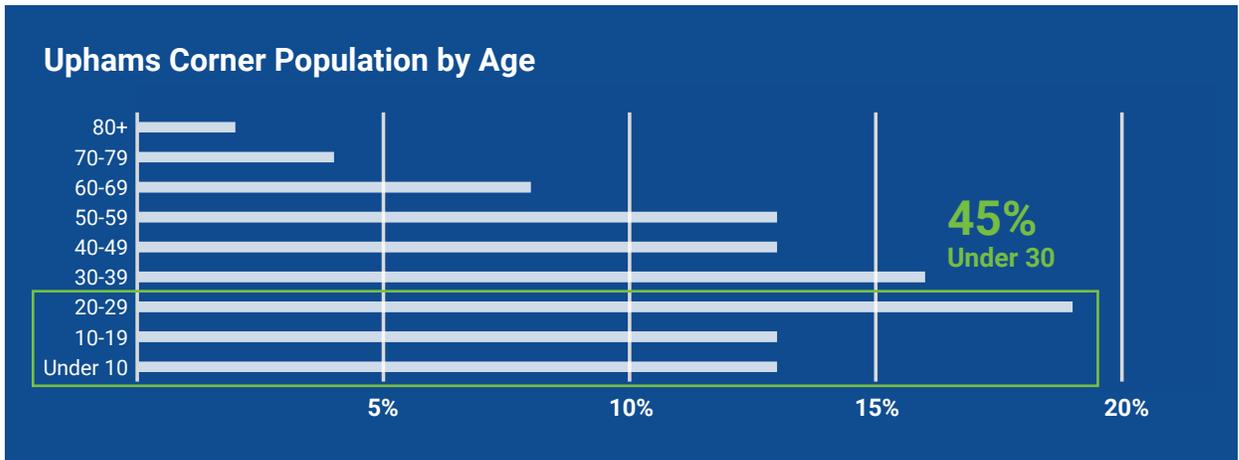


Figure 30: Source - ACS 2012-2016

Highest Level of Educational Attainment (Population Aged 25 Years and Older)

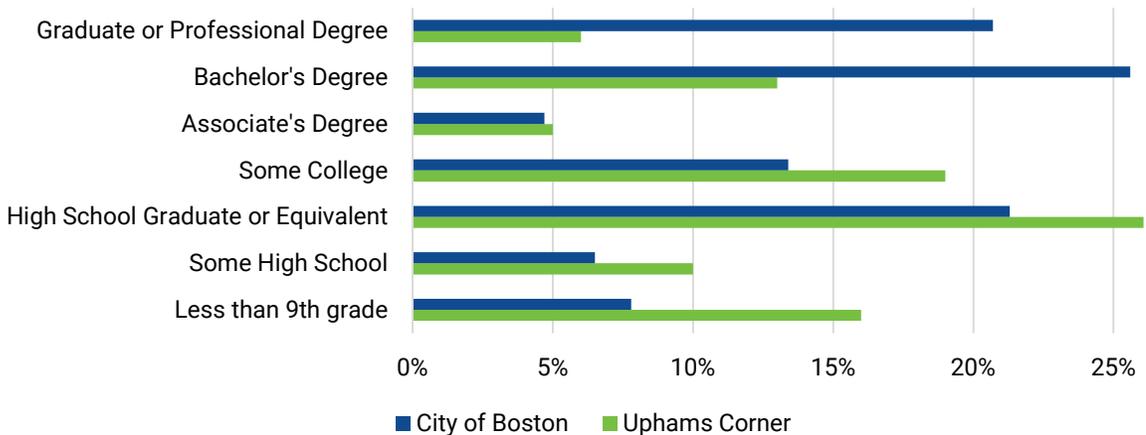


Figure 31: Source - ACS 2012-2016

Households by Type, Uphams Corner Study Area

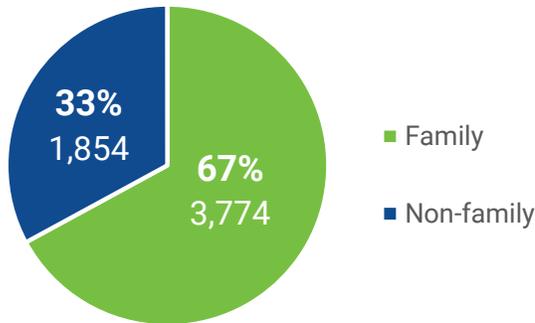


Figure 32: Source - ACS 2012-2016

Household Size in Uphams Corner and Boston

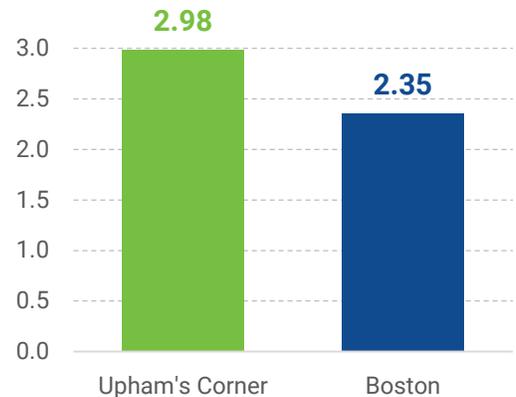


Figure 33: Source - ACIS 2012-2016

Households by Source of Income

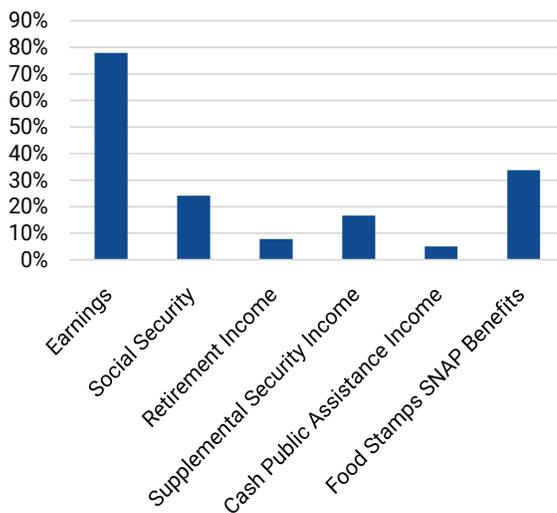


Figure 34: Source - ACS ACS, 2012-2016

Households with Children

(2,426/6,654 Households)

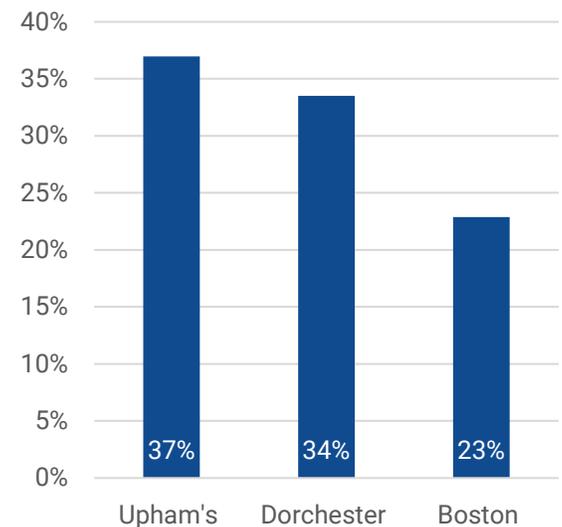


Figure 35: Source - ACS, 2013-2017

smaller populations of Cambodian and other Southeast Asian immigrants. Another unique element of Uphams Corner is its number of young residents—almost half of the population is under the age of 30. Levels of educational attainment in Uphams Corner are also lower than the City of Boston overall, with far less individuals holding a bachelor’s degree or higher and larger portions of the population with only a high school degree or less.

In the census tracts the Collaborative used to define Uphams Corner, there are 6,505 households. The majority of these are family households (67 percent) and the average household size in Uphams Corner (2.98) is larger than in Boston (2.35). 37 percent of households in Uphams Corner have children, slightly more than in Dorchester (34 percent) and in Boston (23 percent).

Housing Tenure and Displacement Risks

Two-thirds of the population in Uphams Corner are renters, with the majority of homeowners in the area located in the Dudley Triangle and Jones Hill areas. Generally, renters are at a higher risk of displacement than homeowners and eviction data indicates a spike in filings from 2012 onwards.

Of the third of households in Uphams Corner that are owner-occupied, more than half are led by an individual 55 or older and half are low- to extremely-low-income (less than 30 percent AMI). While many communities have a vulnerable aging population with housing needs, Uphams Corner is unique in that most aging homeowners in this neighborhood are people of color—almost half of all homeowners in Uphams corner are Black and 15 percent are Latinx, a demographic group that would be difficult to find in another part of Greater Boston.

Housing Stock

Most of the housing structures in Uphams Corner (64 percent) pre-date 1939. Many of these buildings are beautifully ornamented small multi-family buildings that have been naturally affordable over time because of their size. About half of the housing structures in Uphams Corner are three- to four-unit multi-family buildings. But since many of the housing structures in Uphams Corner are old, they are in need of repair or could be subject to real-estate speculation. Older housing structures are also

more likely to require home modifications that can accommodate aging householders and those with physical disabilities.

New housing construction in Uphams Corner has almost exclusively produced rental units. According to the Boston Department of Neighborhood Development, 1,263 rental units were permitted in Uphams Corner from 2011-2018, representing 91 percent of new housing construction during this time. Of the rentals constructed, 37 percent of them are deed-restricted affordable.

Supply of 1-4 Unit Residential Building Types

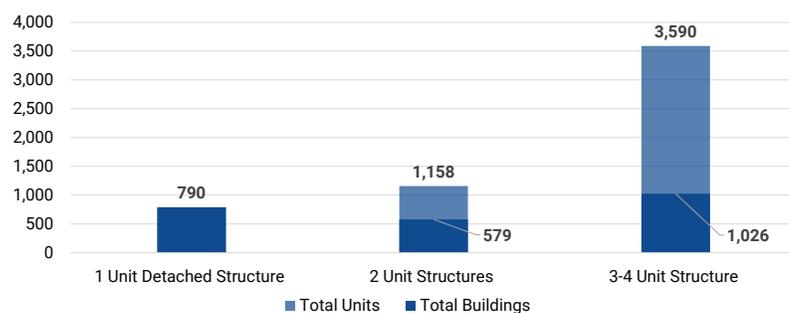


Figure 36: Source - ACS 2013-2017

Supply of 6+ Unit Residential Building Types

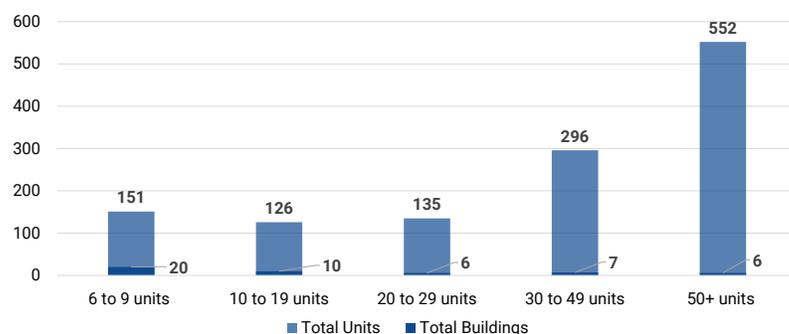


Figure 37: Source - CoStar, 2019

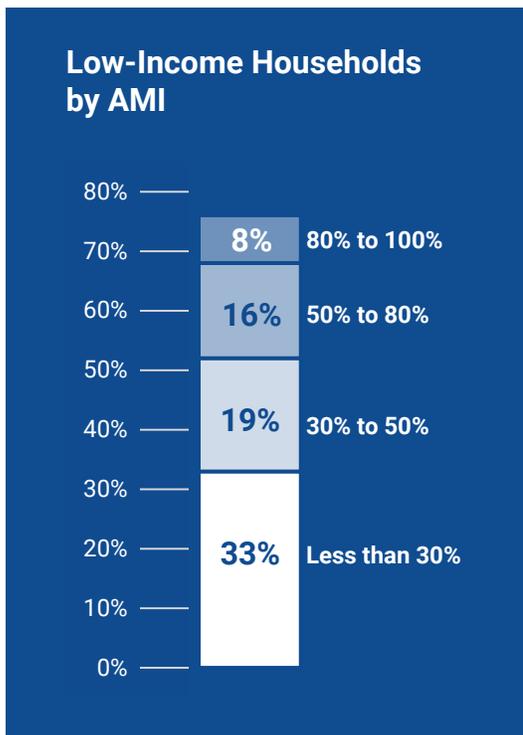


Figure 38: Source - CHAS 2010-2014

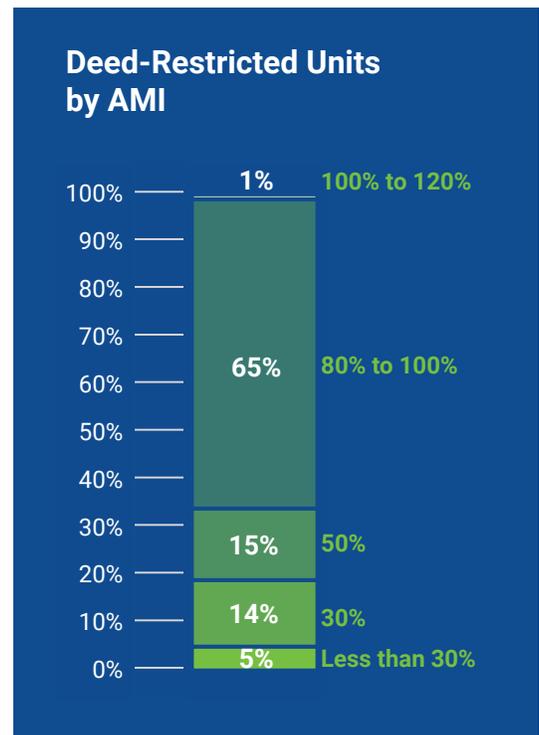


Figure 39: Source - Department of Neighborhood Development

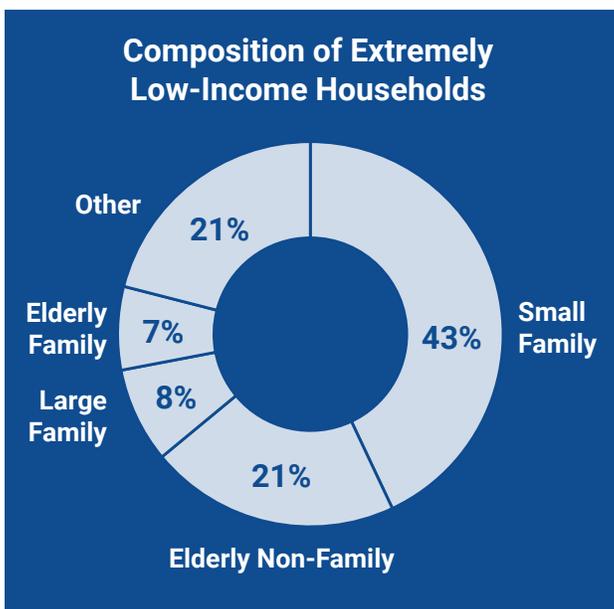


Figure 40 : Source - U.S. Department of Housing and Urban Development, Comprehensive Housing Affordability Strategy Dataset, 2011-2015

Affordable Housing in Uphams Corner

Most of the affordable units in Uphams Corner are deed-restricted to households earning 60 percent to 80 percent of the Area Median Income (AMI).² However, only eight percent of households in Uphams Corner are in this income bracket. 33 percent of households in Uphams Corner are extremely low-income, but only five percent of the Affordable Units in Uphams Corner are restricted to this income level.

² Area Median Income (AMI) refers to the median income for the Boston-Cambridge-Quincy, MA-NH Metropolitan Area, the AMI is \$107,800. This figure is used to determine eligibility for deed-restricted affordable housing and varies by household size. Typically, households earning 80 percent of the AMI are eligible to live in affordable units.

Appendix III

Data

Snapshots

& Sources

Supportive Housing

33%

of Uphams Corner households earn 30% or less of the area median income

37%

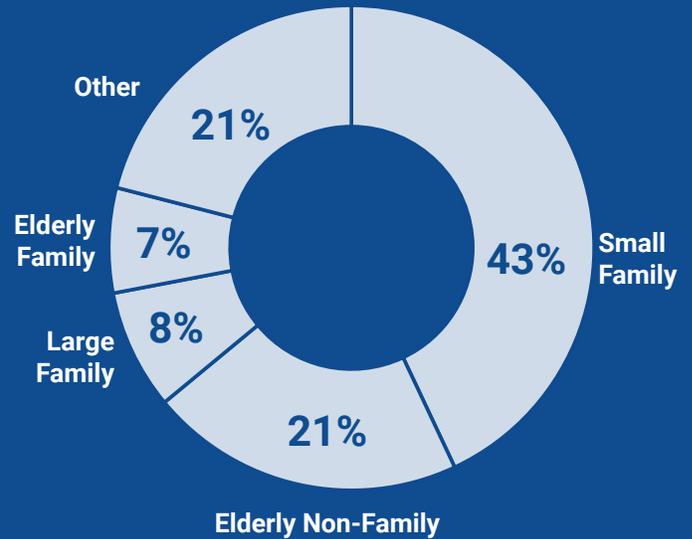
of Uphams Corner households have children (**23%** across the City of Boston)

5

Sober Homes

in Uphams Corner, consisting of **73 beds**

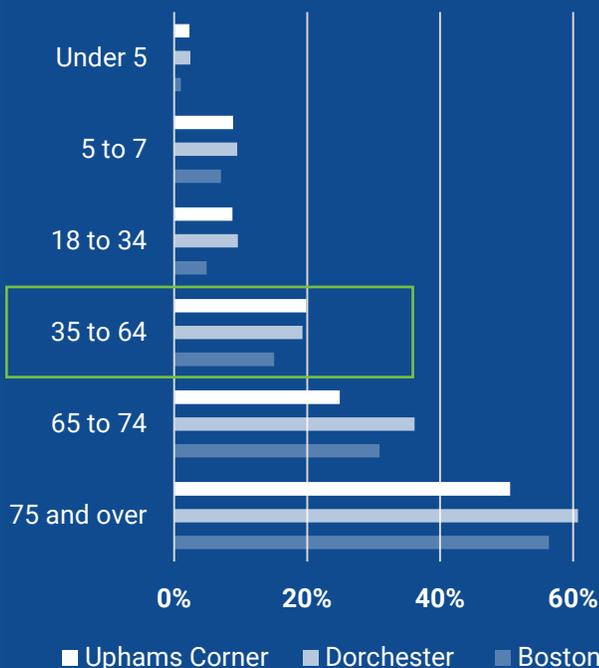
Composition of Extremely Low-Income Households



“Social Service Screenings have identified jobs and education as greatest social needs.”

– Boston Medical Center

Percent of Individuals with a Disability



Supportive housing built with CoC funds is required to use a coordinated entry system, which prioritizes chronically homeless individuals and families.

There is a shortage of supportive housing for families with children.

CDCs that are required to provide set asides for formerly homeless individuals or families may not be equipped to provide adequate services, requiring contracting with an outside provider.

There is a need for both lending and grant capital across all supportive housing components, but the greatest funding need is for services.

Supportive services are often financed using public funds such as MassHealth, but may still have funding shortfalls due to operating costs.

Continuing to partner with health care and social service providers will be a critical component of providing quality supportive housing in Uphams Corner.

Neighborhood Affordability

Residential Property Sales Frequency 2011 to 2018



Median Sale Price (2015 - 2018)

\$1,105,000

4-8 unit

\$760,187

Triple Decker

\$434,500

Condo

Mortgage Lending Trends

between 2010 and 2017

10% ↑

increase in mortgage applications

43% ↑

increase in mortgage approvals

...but the largest increase is among higher-income applicants (over \$75,000), especially white applicants

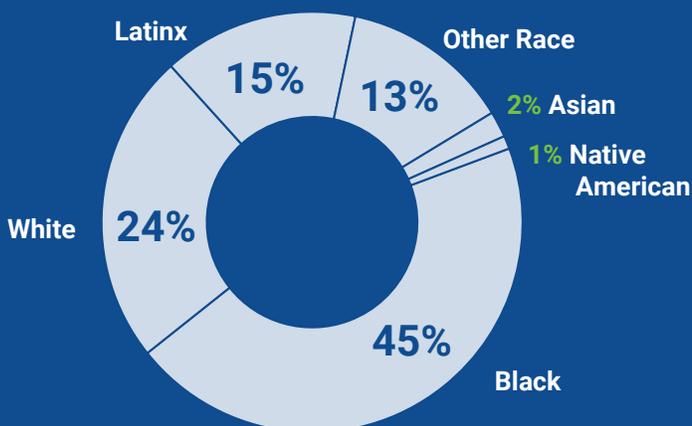
31%

mortgage denial rate of high-income Black applicants

11%

mortgage denial rate of high-income White applicants

Composition of Existing Homeowners



49%

low-income or below owner households (26% ELI)

54%

homeowners age 55+

Controlling for income, POC mortgage applicants are denied more often than White applicants. Targeted services may help address these disparities.

The per unit sale price of larger buildings is still significantly lower than that of condos, but far fewer are on the market.

Broker relationships and operating subsidy emerged as critical components of successful property acquisition initiatives.

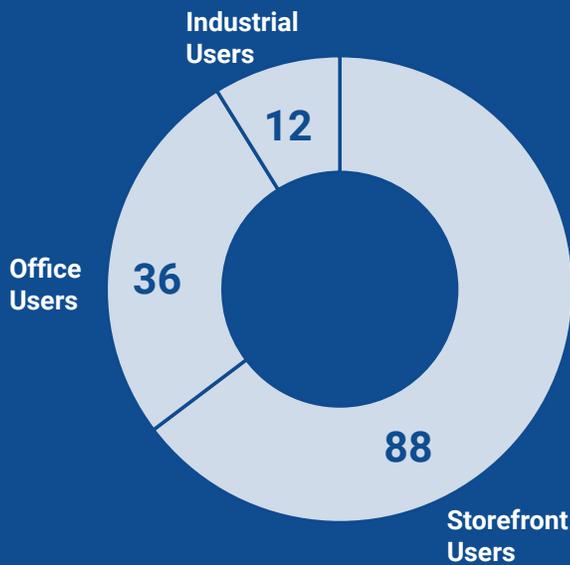
Support with home modification and maintenance can facilitate efforts to ensure existing owner-occupied homes stay in community hands.

EUC home-buyer or home modification/repair programs should leverage existing loan and grant programs. However, there is a gap for mom and pop owners of private rental properties.

Home modification/repair may be leveraged as a workforce development opportunity.

Small Business and Workforce Development

Upham's Corner Main Street District Business Composition



23%
Retail

21%
Personal services

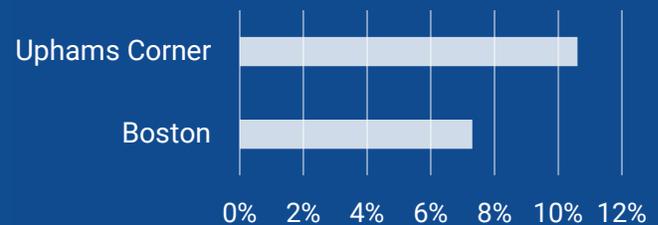
At least **33%**
of businesses are Cape Verdean-owned

Significant but unquantifiable number
of Latinx-owned businesses

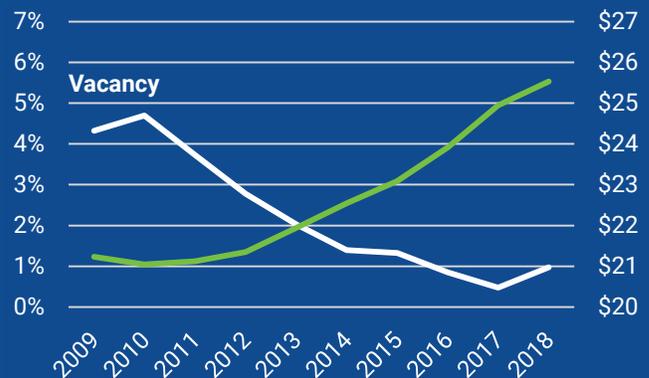
32%

of persons with a disability are unemployed

Unemployment Rates



Commercial Real Estate Market



Maintaining lease stability is a key challenge facing existing businesses in Uphams Corner—many of which have leases expiring in the near future.

Small business support services are needed in coordination with financing to support small business growth in the district. This is especially important for the local immigrant entrepreneurs.

Commercial rental rates in Uphams Corner have been steadily increasing and may be pricing out lower-margin businesses.

The upcoming high-impact development along Dudley Street and Columbia Road presents an opportunity to promote new local businesses, but will require a pipeline of prepared entrepreneurs.

Training programs in the culinary arts, construction, and audio/lighting fields would be in alignment with the Arts and Innovation District designation and would meet documented market demand for labor.

Neighborhood Context & Existing Conditions

5,628

Households in Uphams Corner

50%

of housing units in Uphams Corner are in three- to four-unit structures

64%

of housing units in Uphams Corner were built before 1939

67%

of households in Uphams Corner are families

2.98

people per household in Uphams Corner, versus **2.35** in Boston

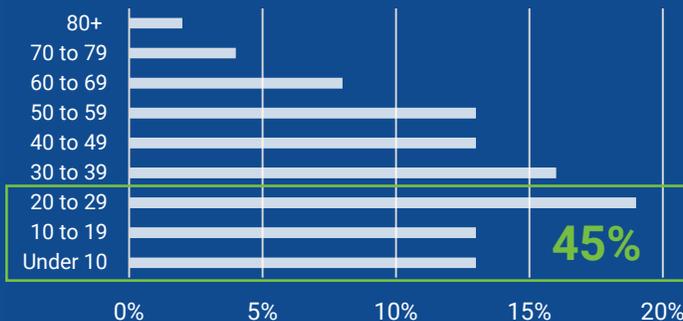
\$1,538

Median rent price for a two-bedroom apartment in Uphams Corner in 2016

\$1,743

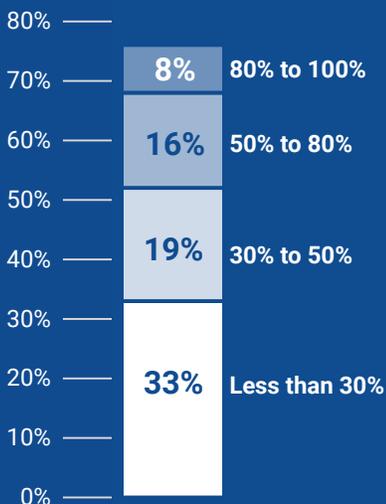
Median rent price for a three-bedroom apartment in Uphams Corner in 2016

Uphams Corner Population by Age

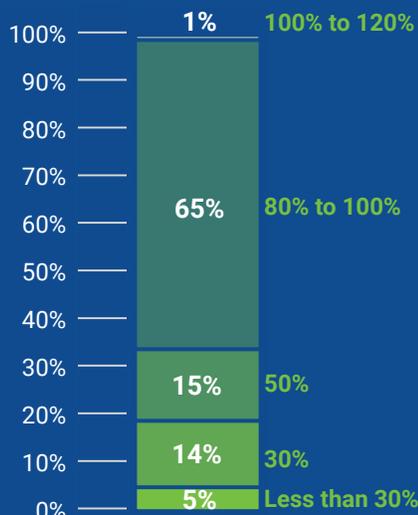


Fewer UC residents over age 25 have a bachelor's degree or higher compared to Boston residents overall. However, slightly over half have attained between high school completion and an associates degree.

Low-Income Households by AMI



Deed-Restricted Units by AMI



Affordable housing typologies that meet the needs of larger households and families are needed in UC.

Family-sized rental units (two- and three-bedroom units) may be difficult for low-income and extremely low-income (ELI) families in UC to afford.

Only five percent of the 472 Deed-Restricted Affordable Units are subsidized for ELI households, which represent the greatest need in UC.

The number of evictions in UC has remained relatively stable, 97 in 2008 compared to 96 in 2016. However, the number of eviction filings increased from 93 to 252 over the same period.

Sources for Data Snapshots

Supportive Housing

AMI Data: U.S. Department of Housing and Urban Development, Comprehensive Housing Affordability Strategy Dataset, 2011-2015

Households With Children: U.S. Census Bureau, American Community Survey, 2013-2017

Composition of Extremely Low-Income Households: U.S. Department of Housing and Urban Development, Comprehensive Housing Affordability Strategy Dataset, 2011-2015

Sober Homes: Mass Sober Housing Alliance

Percent of Individuals with a Disability: U.S. Census Bureau, American Community Survey, 2013-2017

Neighborhood Affordability

Mortgage Lending Trends: Home Mortgage Disclosure Act, 2010-2017

Composition of Existing Homeowners: U.S. Census Bureau, American Community Survey, 2013-2017

Residential Property Sales Frequency, Median Sale Price: The Warren Group, 2018

Small Business and Workforce Development

Business Composition: InfoGroup USA 2016

Cape Verdean Owned Businesses: Boston Cape Verdean Business Association

Unemployment Rate, Unemployment Rate for People with Disabilities: US Census ACS 5 Year 2017

Commercial Real Estate Market: CoStar, Accessed 7/2019

Neighborhood Context and Existing Conditions

Population by Age, Household Composition, Housing Types: U.S. Census Bureau, American Community Survey, 2012-2016

Housing Units Built Before 1939: U.S. Census Bureau, Building Survey, 2013-2017

Median Rental Prices: Rental Beast and Multiple Listing Service Data, 2016

Low-Income Households by AMI: Housing Affordability Strategy Dataset, 2010-2014

Deed-Restricted Units by AMI: City of Boston, Department of Neighborhood Development, 2016

Eviction Data: Eviction Lab, 2016

Appendix IV

**Supportive
Housing
Glossary**

Supportive Housing Glossary

Pathways Home Coalition Supportive Housing Definition

Supportive housing is a combination of affordable housing and supportive services designed to help vulnerable individuals and families use stable housing as a platform for health, recovery and personal growth. It focuses on balancing three distinct components of the model – housing, supportive services, and property and housing management. These three components can be viewed as a “three-legged stool,” in which each part must bear equal weight to have a balanced project. Supportive housing, however, should not be isolated from the larger community. A project’s relationship to the community adds a vital fourth leg, turning the stool into a community table. Quality supportive housing projects are as diverse as the communities in which they are located. Despite these differences, all supportive housing:

- Targets households whose heads of household are experiencing homelessness, at risk of homelessness, or are inappropriately staying in an institution. They may be facing multiple barriers to employment and housing stability, including mental illness, substance use, and/or other disabling or chronic health conditions
- Is affordable, meaning the tenant household ideally pays no more than 30% of its income toward rent
- Provides tenant households with a lease or sublease identical to non-supportive housing – with no limits on length of tenancy, as long as lease terms and conditions are met
- Proactively engages members of the tenant household in a flexible and comprehensive array of supportive services, without requiring participation in services as a condition of ongoing tenancy
- Effectively coordinates with key partners to address issues resulting from substance use, mental health and other crises, with a focus on fostering housing stability
- Supports tenants in connecting with community-based resources and activities, interacting with diverse individuals including those without disabilities, and building strong social support networks

Extremely Low-Income

Households earning 30% of the Area Median Income or Less. This figure varies by household size, and is \$22,650 for a single-person household and \$32,350 for a four-person household.

Chronically Homelessness

The U.S. Department of Housing and Urban Development (HUD) defines a person experiencing chronic homelessness as an unaccompanied individual with a disabling condition who has been continuously homeless for a year or more, or has had at least four episodes of homelessness in the past three years.

Housing First

The Housing First model moves homeless participants from the streets immediately into permanent housing. With stable and supportive treatment services, program participants are better able to focus on the core mental and physical issues that led them to homelessness. Housing First can be contrasted with a continuum of housing “readiness,” which typically subordinates access to permanent housing to other requirements.

Transitional Housing

Means a project whose focus is facilitating the movement of homeless individuals and families to permanent housing within a reasonable amount of time (usually 24 months). Transitional housing

includes housing primarily designed to serve deinstitutionalized homeless individuals and other homeless individuals with mental or physical disabilities and homeless families with children (Source: Housing and Urban Development).

Sober Homes / Certified Sober Homes

Privately owned and operated housing units, targeted towards individuals in recovery. There is no required programming at Sober Homes, although some operators integrate services (AA, NA, etc). The State of Massachusetts legislated a voluntary certification system for Sober Homes that requires operators to comply with certain standards and receive an annual 3rd party inspection. Individuals exiting state correction or rehabilitation systems can only be referred to Certified Sober homes.

Rapid Re-Housing

An approach that focuses on moving homeless individuals and families into appropriate housing as quickly as possible by providing the type, amount and duration of housing assistance needed to stabilize the household. Rapid re-housing is replacing the former approach of “housing ready.” (<http://www.buildingchanges.org/coordinated-entry-toolkit/key-terms>)

Continuum of Care (CoC)

The group organized to carry out the responsibilities prescribed in the CoC Program Interim Rule for a defined geographic area. A CoC should be composed of representatives of organizations including: nonprofit homeless providers, victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social service providers, mental health agencies, hospitals, universities, affordable housing developers, law enforcement, organizations that serve homeless and formerly homeless veterans, and homeless and formerly homeless persons. Responsibilities of a CoC include operating the CoC, designating and operating an HMIS, planning for the CoC (including coordinating the implementation of a housing and service system within its geographic area that meets the needs of the individuals and families who experience homelessness there), and designing and implementing the process associated with applying for CoC Program funds (Source: HUD Exchange).

Homeless Management Information Systems

A class of database applications used to confidentially aggregate data on homeless populations served by the emergency shelter system. Such software applications record and store client-level information on the characteristics and service needs of homeless persons.

Coordinated Access

Coordinated Access is a centralized online data system that matches homeless individuals to housing vacancies based on need. The Coordinated Access system will centralize vacancies to permanent supportive housing units and will use data to drive outcomes.

High Utilizers of Healthcare Services

A small proportion of patients that account for a large proportion of healthcare costs. In the US, 1% of patients incur more than 20% of health care costs, and 5% of patients incur approximately 50% of total costs. However, there is no consensus on the definition of patients who are high utilizers. Researchers characterize this population differently, including by the type of utilization (e.g., the number of emergency department [ED] visits or the number of hospital admissions), by costs, or by number of chronic conditions. High utilizers may be more likely to have multiple chronic conditions, mental health diagnoses, and risk factors for poor health including homelessness and history of recreational drug use (Source: U.S. Dept. of Health and Human Services).