Investing in the Neighborhood of Mattapan in Boston, Massachusetts: A Community-Building Report Prepared for the United Way of Massachusetts Bay

June 1999

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Introduction

This report was prepared for the United Way of Massachusetts Bay and its Community Investments Committee with the purpose of understanding better how to strengthen and expand grant-making activities in the Mattapan neighborhood in Boston. The goals of this report include the following: 1) collect and present information about Mattapan that is relevant to grant-making activities; 2) highlight the institutional and social networks of the neighborhood; 3) respond to a series of queries germane to enhancing the community-building effects of UW Grant-making in Mattapan; and 4) make recommendations for the development of a strategic framework for UW Grant-making in this neighborhood. At its April 1999 meeting the Community Investments Committee further highlighted specific kinds of information that would be helpful to its deliberations and decision-making regarding Grant-making in Mattapan. These areas include the state of youth services and its relationship to planning for the building of a youth center and library; the degree of community participation with various agencies and organizations; information about current community development efforts; the degree of collaboration between agencies and organizations; and activities of public agencies and government.

The report begins with a general description of the mission of the United Way of Massachusetts Bay in terms of grant-making and neighborhoods. The next section includes a social and economic profile of Mattapan based on data from the U.S. Bureau of the Census, and population estimates from National Data Systems. The report provides an overview of on-going government and neighborhood efforts related to economic and community development. This is followed by several lists of community organizations located in Mattapan, including, health agencies, public housing sites, public and private schools, religious institutions, social and immigrant-assistance organizations, and businesses. (Appendix C includes transparencies of maps showing the location of these organizations and agencies). A major part of this report includes the findings of 45 interviews conducted with representatives of a wide range of organizations in Mattapan. During March and May 1999 interviews were conducted in order to obtain information about the concerns, interests, or suggestions of community, religious, and business sector representatives regarding various facets of civic life in Mattapan. The interviews were informal

and open-ended. The Conclusion and Recommendations proposes five ideas that should be part of a framework for strategic grant-making and specific decision-making about related activities.

The recommendations are based on the needs described by interviewees, as well as information from reports such as the *Boston 400: Summary of Community Conversations in Mattapan*, and others, and numerous field visits to Mattapan. Additional information was obtained from review of government and foundation reports, as well as a content analysis of all news reports published by the *Boston Globe* and *Boston Herald* over a 10 year period and pertaining to this neighborhood. The report is also based on meetings with staff of the United Way of Massachusetts Bay. The social and economic data in this report is based on the collection and analysis of population and household characteristics provided by the U.S. Bureau of the Census for 1980 and 1990, and projected population estimates produced by National Data Systems.

The United Way of Massachusetts Bay Mission and Neighborhood Grant-making

The United Way of Massachusetts Bay provides support and grants to many neighborhoods and cities in Massachusetts. In 1998 approximately 32 million dollars were invested in 80 cities and towns in this state. Based on a review of several reports including, "A Vision of Community" by Dale S. Rosen published in *Leading the Way* (Fall 1998, vol.1, no.1); *Investing Early in the Lives of Children* published by the United Way of Massachusetts Bay; and also, *At a Glance: The United Way of Massachusetts Bay of Mass Bay*, the philosophy and framework for grant-making for the United Way of Massachusetts Bay includes goals that reflect the following values:

volunteerism, including mobilizing individuals and corporations to invest time, talent, and resources;

understanding that needs of individuals, children, and families are diverse and complex;

strengthening families and neighborhoods with services that are wide-ranging and by maximizing the institutional, organizational, and cultural assets and capacities;

focusing on prevention strategies and activities;

fostering the active involvement of residents in governance and supporting grass-roots organizations and coalitions; block associations; faith-based organizations;

encouraging and supporting collaborative efforts on behalf of under-served populations;

fostering broad visions through strategic planning;

fostering self-sufficiency by strengthening organizations and supporting leadership development; and,

ensuring that strategies and activities are accountable in terms of cost effectiveness, and results, as well as measurability of outcomes.

The publication of the United Way of Massachusetts Bay, *Agency Funding Criteria* (October 1997), is a guide for specific grant-making decisions and management of grants. The criteria include:

- 1) excellence in management and governance reflected through high quality and diverse leadership;
- 2) capacity building and prevention that is demonstrated;

- 3) inclusiveness of the effort;
- 4) the possibility of short and long-term systemic change;
- 5) the possibility of clear results and outcomes that are related to program goals;
- 6) the likelihood of significant benefits;
- 7) the need for the activity as documented by gaps in services and resources;
- 8) the degree of focus on population with limited access to resources;
- 9) the focus and emphasis on support for families and children;
- 10) the extent and likelihood of collaboration and integration of services through community partnerships;
- 11) the degree of volunteer involvement; and
- 12) the relative financial need and impact of United Way of Massachusetts Bay funds for the organization or activity.

Utilizing this criteria the United Way of Massachusetts Bay made several grants between 1997 and 1999 to organizations operating in the Mattapan neighborhood or nearby areas, including funding for the Lena Park Community Development Corporation and Dorchester Bay Community Development Corporation; Mattapan Community Development Corporation; Mattapan-Dorchester Churches in Action; Association of Haitian Women in Boston; Caribbean U-Turn; Haitian American Public Health Initiatives; Mattahunt Community Center; and, Mattapan Family Service Center's Safe Futures Program. Most of the grants were utilized for the operating expenses of these organizations, but also supported activities such as after school programs, ESL classes, family, health, and nutrition counseling, and summer camp activities.

Social and Economic Profile of Mattapan

The neighborhood profile for Mattapan is based on data from the U.S. federal census for 1980 and 1990, as well as population projections calculated by National Data Systems for the years 1998 to 2003. (Population projections are based on reliable and standardized methodologies developed by demographers with input from government agencies). The social and economic information pertains to the Mattapan neighborhood defined as zip code 02126. The boundaries of this zip code are used in the report as a proxy for the neighborhood. This decision is based on several reports published by the Boston Redevelopment Authority, as well as informal feedback from many residents about what they consider as the neighborhood boundaries for Mattapan.

While the zip code designation is used to physically delineate Mattapan, the data reported is sometimes based on census tracts within these neighborhood boundaries. Identification of census tracts was conducted by using mapping software to superimpose tract boundaries within the zip code boundaries for 02126. The reason for using census tracts is that more detailed information is reported for census tracts than for zip codes. The following map, *Mattapan by Zip Code 02126*, shows the boundaries and some of the major streets in this neighborhood. Other maps reflecting different definitions of Mattapan and consequent boundaries are provided in *Appendix A: Neighborhood Boundaries of Mattapan*.

Mattapan by Zip Code 02126

Select Population Characteristics in Mattapan

Using the 02126 zip code boundaries as proxy, the estimated 1998 population for Mattapan in 1998 is 25,127 persons. As can be noted in Table 1, this is a slight decrease from the 1990 total population of 27,897 persons. Mattapan is a predominantly Black neighborhood with relatively few persons described as Latino, Asian and Pacific Islander, or White, although the numbers of Latinos is growing. While all these groups described experienced slight decline in the total population, the presence of Whites dropped considerably between 1990 and 1998. In 1990 there were 3,558 Whites living in this neighborhood but this number dropped to 2,031 by 1998. The proportion of the Black population increased considerably, however, from 83% in 1990, to 88% in 1998. The number and proportion of Latinos and Asian /Pacific Island people remains relatively small in Mattapan. While the total number of *households* also declined to 7,950 in 1998, however, the average household size remained considerably larger (3.09 persons per household), than that for Boston (2.41 persons per household).

The Black population is experiencing major changes in its ethnic composition. This is based on interviews with community representatives as well as some demographic reports. The increasing ethnic diversity of the Black population is also reflected in the interesting finding that many Latinos who reside in Mattapan tend to describe themselves as *Black*, or *Other*, rather than *White* or *Other*, as is the case in other areas of the city with significant numbers of Latinos. In 1998, for example, 40% of all Latinos in Mattapan described themselves as Black, but only 19% as White. One of the interviewees for this study, Father William Joy of St. Angela Catholic Church, illustrates the growing racial and ethnic diversity in Mattapan by reporting that members of this church come from 26 different countries, but especially comprising Haitian, African, and West Indians.

The population of Mattapan is relatively 'youthful.' There are approximately 7,064 individuals in 1998 who were under 17 years of age. As shown in Table 1, this means that almost 28% of the neighborhood's population, compared to 21% for the City of Boston, is composed of youth. Most children under 18 years of age in Mattapan live in a household headed by a married couple.

There are 4,583 households in Mattapan that have children as is shown in Table 2. This represents 44.1% of all households (10,384). Approximately 2,364 (or 52%) of the 4,583 households with children are married couple-led. Another 1,882 households (41%) with children are female-headed, and 311 of the households with children (7%) are male-headed. Table 2 also illustrates that there are approximately 783 housing units reported as vacant in Mattapan, out of a total of 11,167 housing units in 1998. In terms of the 10,384 housing units that are occupied, only 46.2% or 4,799 housing units, are owner-occupied. This is a home ownership rate that is considerably lower than many other neighborhoods in Boston. A majority of occupied housing units (5,585 housing units), representing 53.7% of all occupied housing units, are renter-occupied. This finding is interesting in light of the conventional belief that Mattapan is primarily a home-owner dominated neighborhood.

This neighborhood can be appropriately described as a working-class area of the city. The average household income for 1998 (\$52,400) is slightly lower than the figure for Boston's overall figure of \$56.252, as indicated in Table 2. But the per capita income figure of \$16, 904 for Mattapan is considerably lower than for many other neighborhoods in Boston. This indicator is important to note since it may give a better comparative picture of the economic status of individuals and families in this neighborhood in relation to others. It should be emphasized that the higher average household size for Mattapan is considerably larger than Boston's average household size. This means that more wage earners may be living in a household, on the average, than wage earners living in households in some other neighborhoods.

While Mattapan is not as poor as other predominantly Black or Latino neighborhoods in Boston, it is certainly not a Mecca of the middle-class as is sometimes suggested by observers and the media. Although Mattapan is considered an enclave of Black middle-class families and households, it has many individuals and families who are poverty-stricken, as is thematically illustrated in the series of maps in Appendix B. Table 3, Select Economic Characteristics of Mattapan, based on census tract data, shows that Mattapan registered a 14% poverty rate for the entire neighborhood in 1990. Impoverishment was not restricted to female-headed families, furthermore, but also included substantial numbers of married-couple families. As another sign of potential economic distress or

vulnerability, it is noted that employment figures show that while the unemployment rate for all individuals 16 years of age and older was 6% in 1998, approximately 7,098 individuals (or 29% of all individuals 16 years of age and over), were not in the labor force.

Table 1: Select Population and Social Characteristics of Mattapan and Boston (1990 and 1998)

1000 57 1 1 7 1 1	-				
1990 Total Population	Boston		Mattapan		
	582,638	% base	27,897	% base	
77.71 · .	0.51 (0.5				
White	351,605	62%	3,558	13%	
Black	145,654	26%	23,204	83%	
Asian/Pacific Islander	29,194	5%	239	1%	
American Indian	1,856	0%	2	0%	
Other .	33,872	6%	549	2%	
*	(1.145	110/			
Latino	61,147	11%	1,224	4%	
1998 Est Population	544,409	% base	25,127	% base	
1770 Liot I Optimion	511,105	70 Gasc	25,127	70 base	
White	306,860	56%	2,031	8%	
Black	159,589	29%	22,232	88%	
Asian/Pacific Islander	38,042	7%	203	1%	
Other	39,921	7%	661	3%	
Othor	37,721	776	001	370	
Latino	71,301	13%	1,288	5%	
	. 1,501	1370	1,200	370	
1998 Est Pop by Age	544,409	% base	25,127	% base	
			,		
0 to 5 years	34,203	6%	2,009	8%	
5 to 17 years	81,113	15%	5,055	20%	
66 to 74 years	32,475	6%	1,299	5%	
75 years and over	33,005	6%	1,035	4%	
1998 Total Households	211,611	% base	7,950	% base	
±0.4~ ±1.5 000	40.206	220/	1.055	1 MO /	
\$0 to \$15,000	48,396	23%	1,357	17%	
\$15,000 to \$25,000	24,683	12%	7 89	10%	
\$25,000 to \$35,000	22,808	11%	1,075	14%	
\$36,000 to \$50,000	29,956	14%	1,145	14%	
\$50,000 to \$75,000	36,889	17%	1,796	23%	
\$75,000 to \$100,000	22,233	11%	1,015	13%	
\$100,000 to \$150,000	15,822	7%	613	8%	
\$150,000 and over	10,831	5%	159	2%	
1998 Median Inc	\$41,261	•	\$44,869		
1998 Aggr Inc (000)	\$12,395,87	76	\$424,758	•	
1998 Per Capita Income	\$22,769		\$16, 904		
Avg Household Income	\$56,252		\$52,400		
Th. Th. TV					
Persons Per Household					
1990	2.38		3.07		
1998	2.41		3.09		
2003	2.41		3.08		

Table 2: Households in Mattapan

Households by Family Type

Total	10384	100%
Single Male	966	9%
Single Female	1193	11%
Married Couple	4222	41%
Other	4003	39%
Households with Children		
Total	4583	
Married Couple	2364	52%
Male Headed	311	7%
Female Headed	1882	41%
Household Units	11167	100%
Occupied	10384	93%
Owner Occupied	4799	
Renter	5585	
Vacant	783	7%

Table 3: Select Economic Characteristics of Mattapan (1998)

Employment Status/ 16 Years +	24187	100%
Empl. In Armed Forces Civilian Empl. Civilian Unemployment	8 15565 1516	0% 64% 6%
Not in Labor Force	7098	29%
Households Under Poverty (1990)		
Under 65 Years Over 65 Years	1227 230	12% 2%

Overview of Businesses and Employment in Mattapan

In 1998 there were a total of 455 businesses in Mattapan, as shown in Table 4. These businesses were mostly in services (49%) and retail trade (27%). These are the two industry sectors that also employed the largest number of persons. Approximately 77% of all 3,468 employees working in Mattapan are retained in Services or Retail Trade. There are 25 Construction, 6 Manufacturing, and 25 Transportation/Communications/Utilities businesses in the neighborhood, and 402 individuals employed in these sectors, as is shown in Table 4.

Table 4: Businesses and Employees in Mattapan and Boston (1998)

	Boston	!	Matt	apan	Mattapan		
Total Businesses	28,060		455		Total Empl	3,468	
Retail Trade	5,576	20%	123	27%	Retail Trade	774	22%
Home Improv Stores	158	1%	2	0%.	Home Improv	30	1%
General Merch Stores	137	0%	6	1%	General Merch	27	1%
Food Stores	654	2%	20	4%	Food Stores	159	5%
Auto Dealers/Gas Stations	267	1%	13	3%	Auto Dealers,	70	2%
Apparel, Accessory Stores	522	2%	14	3%	App, Accessory	30	1%
Furniture, Home Furn	532	2%	9	2%	Furn, home furn.	20	1%
Eating/Drinking Places	1,732	6%	33	7%	Eating/Drinking		8%
Misc Retail Stores	1,574	6%	26 -	6%	Misc. Ret Stores		4%
FIRE	2,806	10%	35	8%	FIRE	205	6%
Banks/ Savings/ Lending	359	1%	9	2%	Banks/S	79	2%
Security / Comm Brokers	560	2%	0	0%	Sec/Commodity	0	0%
Ins Carriers & Agencies	536	2%	12	3%	Ins Agencies	32	1%
Real Estate Co.	1,351	5%	14	3%	Real Est Co	94	3%
Services	14,538	52%	223	49%	Services	1,924	55%
Hotels & Lodging	79	0%	0	0%	Hotels & lod	0	. 0%
Personal Services	2,280	8%	86	19%	Pers Services	272	8%
Business Services	3,444	12%	29	6%	Bus. Services	232	7%
Mot/Pictures & Amus	495	2%	6	1%	Pics/Amuse.	12	0%
Health Services	2,214	8%	34	7%	Health Serv	658	19%
Legal Services	1,977	7%	7	2%	Legal Serv	26	1%
Educational Services	575	2%	9	2%	Educ Serv	310	9%
Social Services	895	3%	17	4%	Social Serv	225	6%
Other Services	2,579	9%	35	8%	Other Serv	189	5%
Construction	995	4%	25	5%	Construction	131	4%
Manufacturing	1,131	4%	6	1%	Manufacturing	130	4%
Trans/Comm/Util	984	4%	25	5%	Transp/Comm	141	4%
Wholesale Trade	1,167	4%	11	2%	Wholesale Trade	90	3%
Government	759	3%	7	2%	Government	73	2%

Community Organizations and Institutions in Mattapan

Mattapan does not have as many neighborhood-based human service and community development organizations or public agencies providing services as may be the case in other places. Nevertheless it has a rich array of organizations, including religious institutions, neighborhood associations, health-related programs, and immigrant-assistance informal associations. This section identifies and shows the location of organizations and agencies in Mattapan. The list begins with community-based / human service organizations and programs, followed by social immigrant-assistance organizations; youth programs including those based at religious institutions; health centers; housing sites that are publicly-subsidized; religious institutions; and banks and businesses. This list was compiled on the basis of various reports, including the Mattapan Business and Resource Directory published by the Mattapan Family Service Center in 1997, field visits, and meetings with individuals. For purposes of illustrating the 'community-based organizations' on a map of Mattapan, the definition of this sector encompasses those non-profit organizations that receive foundation or public funds as a substantial part of their operating budgets, and have as part of their mission and goals, working with residents or clients in Mattapan in any area including youth, human services, education, housing, or other. Additionally, these organizations either own, or manage a building that is associated with its name in the neighborhood, and they have 'communityoriented' boards with directors and members that are not compensated. A series of maps following this list illustrates the location of these organizations by the categories above.

Select Community-Based Organizations and Programs

Gallivan Community Center Grove Hall Child Development Center Lena Park CDC

Mattahunt Community Center Mattapan Community Development Corp Mattapan Family Service Center Association of Haitian Women in Boston

Haitian Multi-Service Center

61 Woodruff Way 438 River Street

150 American Legion Hwy

100 Hebron Street 535 River Street 525 River Street

330 Fuller St (Dorchester) 12 Bicknell St (Dorchester)

Social and Immigrant Assistance Organizations

Amazing Grace International Multi-Cultural Exchange Program Association of Haitian Women of Boston (AFAB)

BacS

Band Leaders Association

Barbados American Cultural Society of New England

Barbados Uh Cum Frum, Inc.

Caribbean American Carnival Association

Caribbean Connection Caribbean Heritage Caribbean U-Turn Caribbean Voice Magazine Ma-Bimshire Theater Company Mass Caribbean Association, Inc. Mass Women & Men One Thousand and One United

St. Vincent & The Grenadines Assoc of Mass., Inc.

SUN STEEL

The Massachusetts State NETBALL League, Inc.

Zodiac Domino Sports & Cultural Center

17 Estella Street 330 Fuller St P.O. Box 192058 36 Tileston Street P.O. Box 192058 16 Nightingale Street 1537 Blue Hill Avenue 51 Newcroft Circle P.O.Box 235 19 Tesla St P.O.Box285 P.O. Box 192058 P. O. Box 381 36 Tileson Street 58 Caryll St Blue Hill Avenue 31 Ridley Road

P.O. Box 244 1206 Blue Hill Avenue

Health Centers and Programs

Adult Day Health Programs Children AIDS Program

Haitian American Public Health Initiative Harvard Street Neighborhood Health Center

Harbor WIC Program

Mattapan Community Health Center/WIC

Mattahunt Community Center River Street Detox River Street Health Center

Short Term Addictions Intensive Rehabilitation (STAIR) Program

River Street Community

249 River Street 253 River Street 10 Fairway Street 632 Blue Hill Avenue 1519 Blue Hill Avenue 1425 Blue Hill Avenue 100 Hebron Street 249 River Street 745 River Street 249 River Street

249 River Street

Public Agencies

Mattapan Branch Library Area B-3 Station

Parole Board (IPSA/MASSCAPP)

Parole Board U.S. Post office Fire Station Fire Station

10 Hazelton St 1165 BlueHill Ave 1601 Blue Hill Ave. 1605 Blue Hill Ave. 1602 Blue Hill Ave. 975 Blue Hill Ave. 9 Gallivan Blvd.

Public Housing Sites

Gallivan Boulevard (family; 251 units) Groveland Development (elderly; 64 units)

Hassan (elderly; 100 units)

115 Standard Street

15 Mary Moore Beatty Circle

705 River Street

Youth Centers and Programs

ABCD Mattapan Family Service Center Gallivan Community Center Haitian American Public Health Initiative Haitian Multi-Service Center Association of Haitian Women in Boston Mattahunt Community Center SafeFutures Neighborhood Gov. Board Lena Park CDC Sportsmen Tennis Club Church of the Holy Spirit Mattapan Mission of the Seventh Day Adventists New Cornerstone Exodus Church Regent Street Church of God in Christ Resurrection Community Baptist Church Saint's Memorial Evangelistic Center Unity Tabernacle of Holiness Revival Deliverance Edification Center New Covenant Christian Center

Public and Private Schools

Berea Seventh Day Adventist Academy (private)
Chittick Elementary School (public)
Charles H. Taylor Middle School (public)
Mattapan Early Education Center (public)
Mattahunt Elementary School (public)
Shaw Elementary School (public)
St. Angela School (private)
Solomon Lewenberg Middle School (public)

Religious Institutions

The Born Again Church Christ Apostolistic Church Church of the Holy Spirit Gladtidings Pentecostal Church Lily of the Valley Baptist Church Mattapan- Dorchester Churches in Action Mattapan Church of Christ Morning Star Baptist Church Mt. Sinai Baptist Church New Cornerstone Exodus Church New Vision Church Resurrection Community Baptist Church St. Angela Church Saints Memorial Evangelistic Center Church St. Paul's Assembly of God Church Bethlehem Haitian Baptist Church Church of God Prophecy Dorchester Baptist Bible Study Eglise Bethel Missionnaire de Boston Eglise Haitenne des Assemblees de Dieu Eglise de Dieu de la Pentecote Eglise de Pentecote Par La Foi Greater Life Baptist Church Greater Victory Temple of Apostolic Haitian United Pentecostal Church Lighthouse of Truth United Pentecostal Mattapan Mission of Seventh Day New Life Baptist Church Regent St. Church of God in Christ Revival Deliverance Edification Center Exodus Faith Ministries Unity Tabernacle of Holiness New Covenant Christian Church

535 River St 61 Woodruff Way 10 Fairway St 12 Bicknell St 330 Fuller St 100 Hebron St 535 River St 150 American Legion Hwy 930 Blue Hill Ave 525 River St 800 Morton St 670 Cummins Hwy 16-18 Fessenden St 1355 Blue Hill Av 581-585 Cummins Hwy 2 Greendale Rd 471 River St 1500 Blue Hill Av

800 Morton

154 Ruskindale St

1060 Morton Street

108 Babson Street

100 Hebron Street

429 Norfolk Street 120 Babson Street 20 Outlook Road 631 Cummins Highway 628 Harvard St 525 River St 573 Norfolk St 1248 Blue Hill Ave 925 Washington St (Dorchester) 49 Wellington St 1257 Blue Hill Ave 156 Wellington Hill 670 Cummins Highway 1467 Blue Hill Ave 1355 Blue Hill Ave 1530 Blue Hill Ave 583 Cummins Highway 870 Cummins Highway 285 Norfolk St. 23 Edgewater Drive 12 Cedar St. 1102 Blue Hill Ave 870 Cummins Highway 82 Babson St 1026 Blue Hill Ave 2 Greendale Rd 1295 Blue Hill Ave 82 Babson St 1102 Blue Hill Ave

800 Morton St

16 Fessenden St

2 Greendale Rd

1500 Blue Hill Ave

471 River St

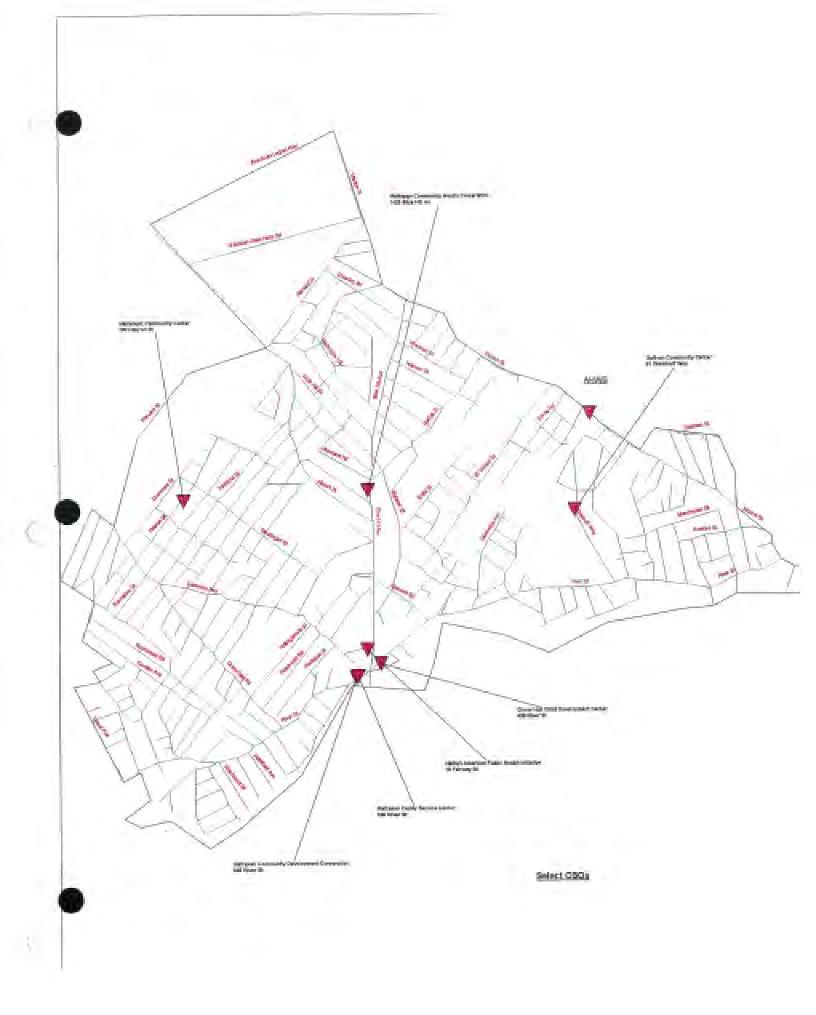
150 Wellington Hill St

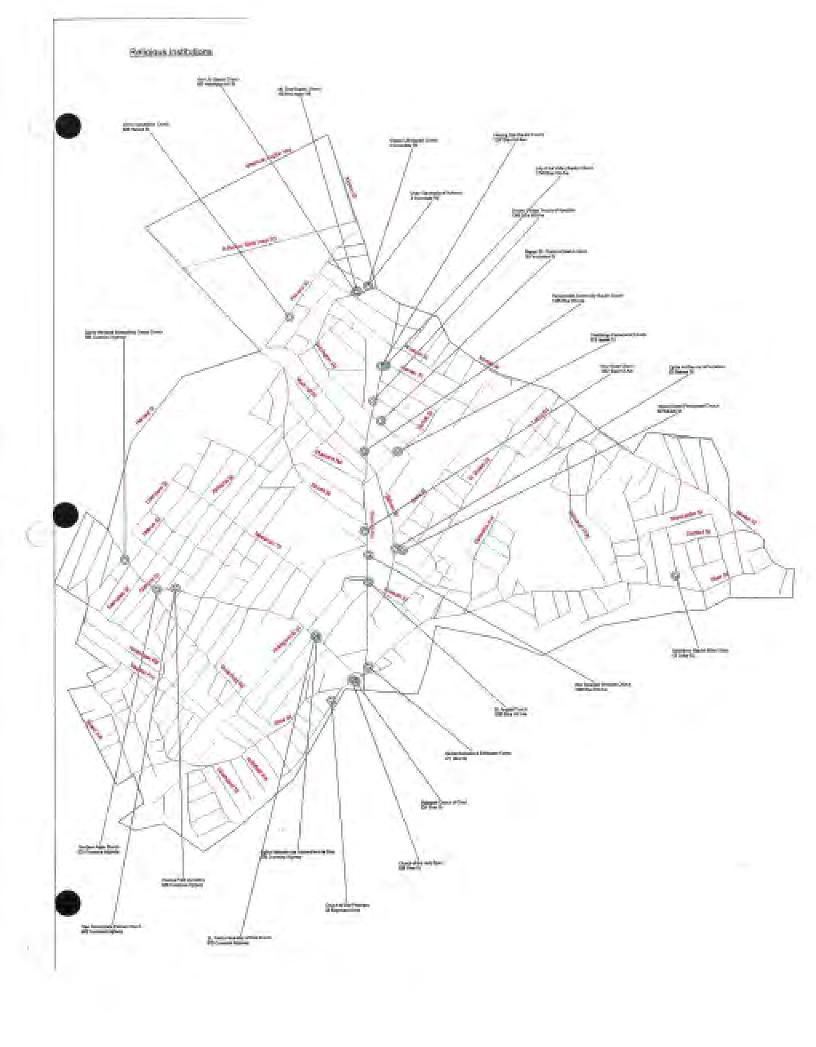
670 Cummins Highway

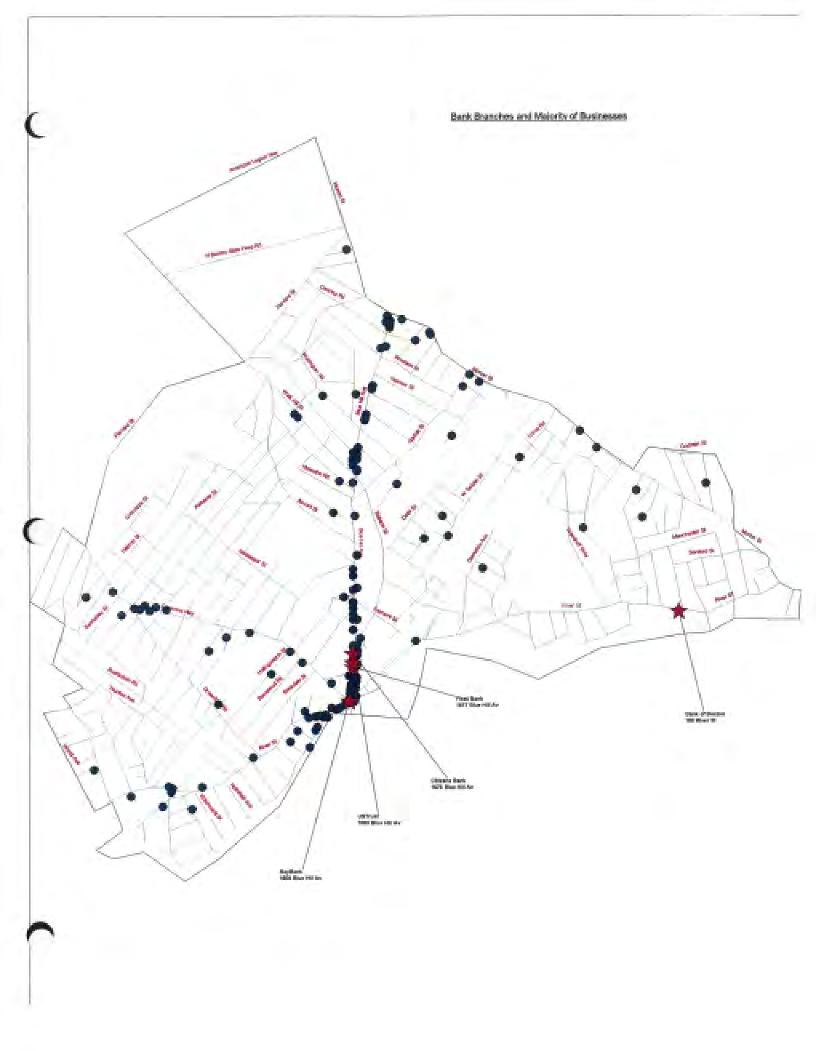
Banks and Businesses

Bank of Boston BayBank Citizens Bank Fleet Bank USTrust 100 River St 1659 Blue Hill Ave 1575 Blue Hill Ave 1617 Blue Hill Ave 1603 Blue Hill Ave

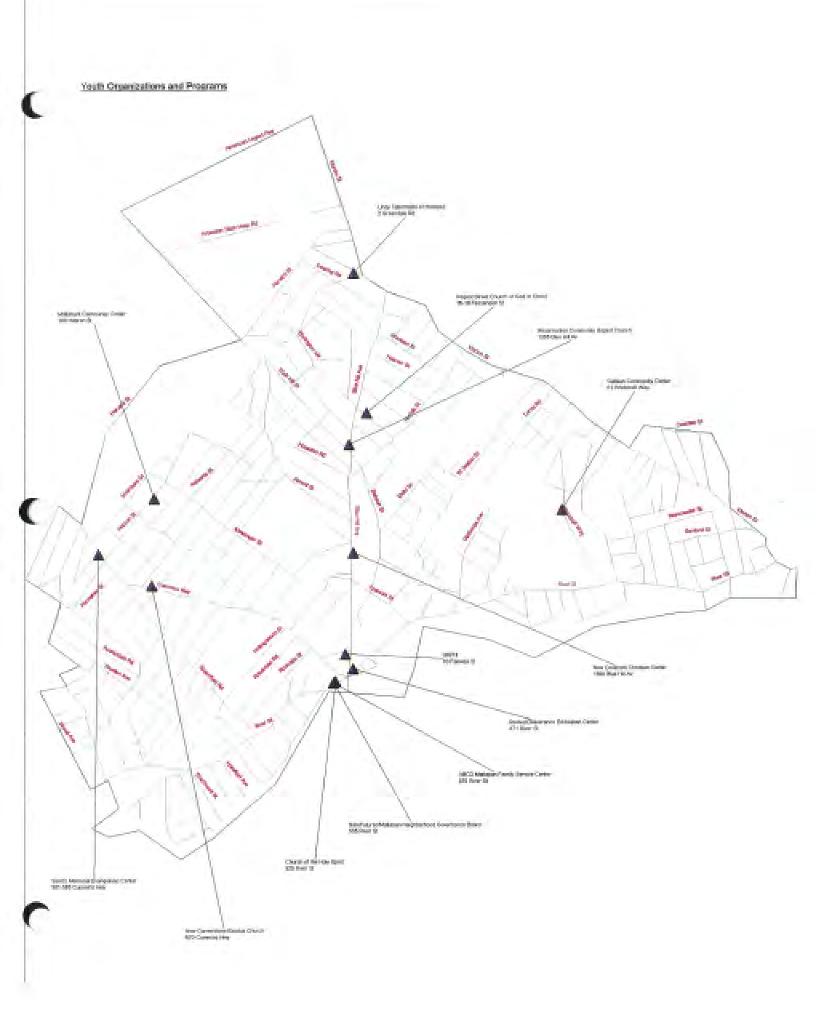
In addition to these bank branches there are approximately 455 businesses in 1998, as reported earlier. One of the following maps illustrates the location of the majority of businesses in Mattapan and the bank branches listed here.



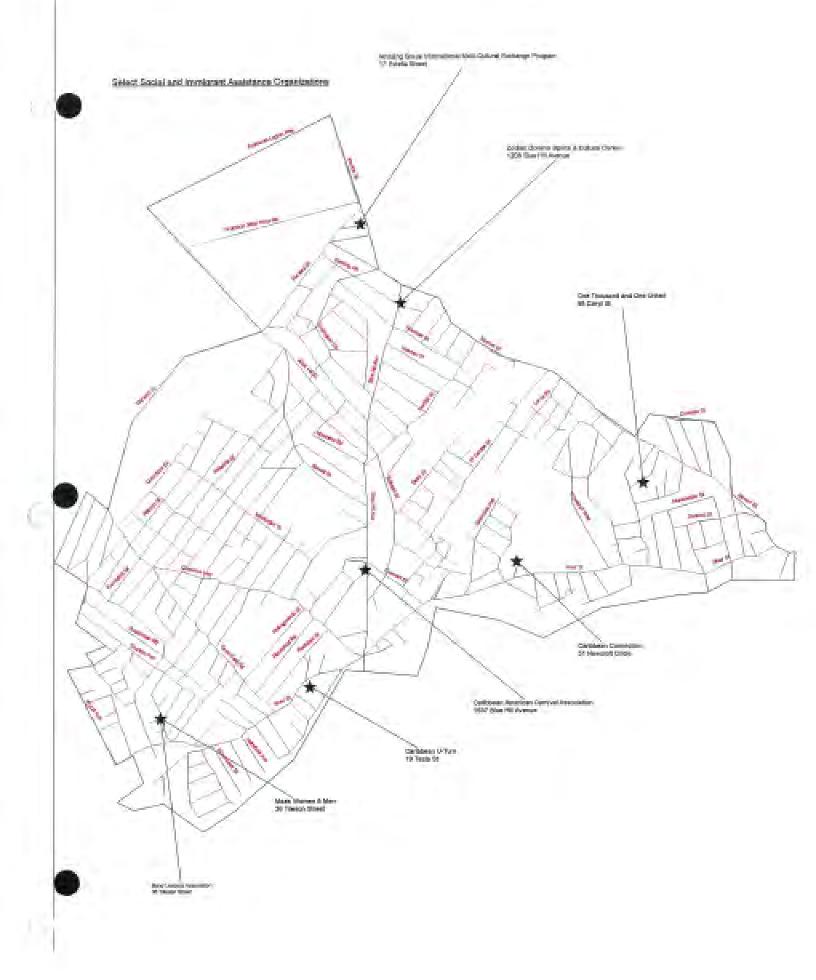


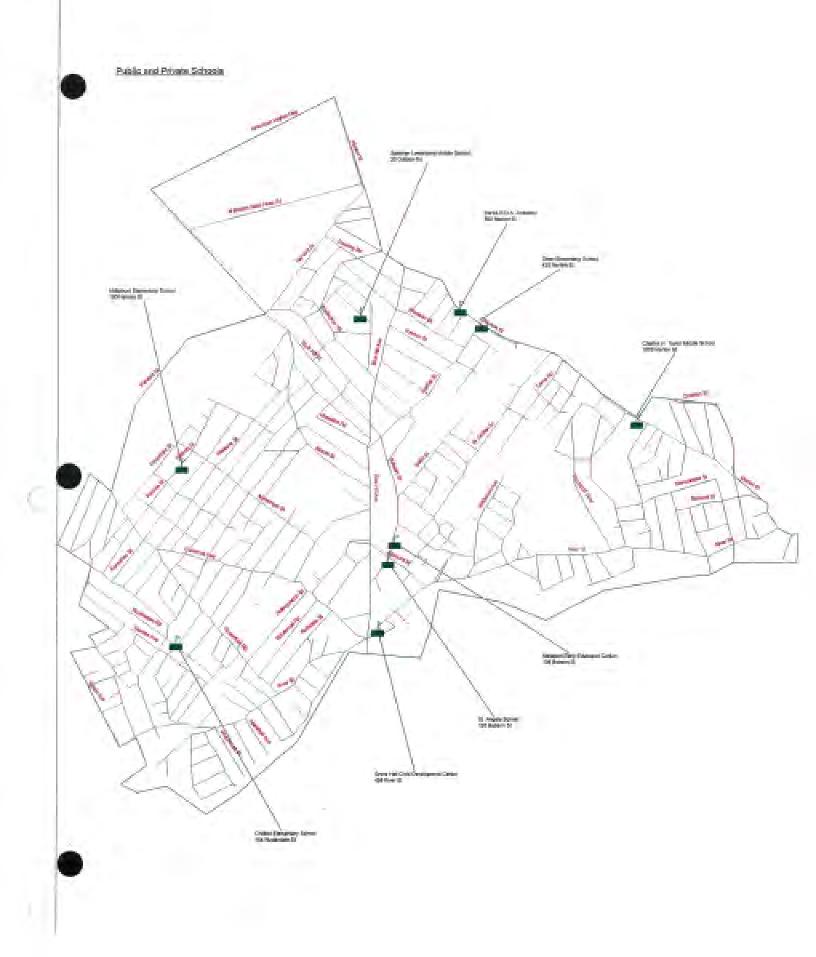


MAP: Youth Organizations and Programs

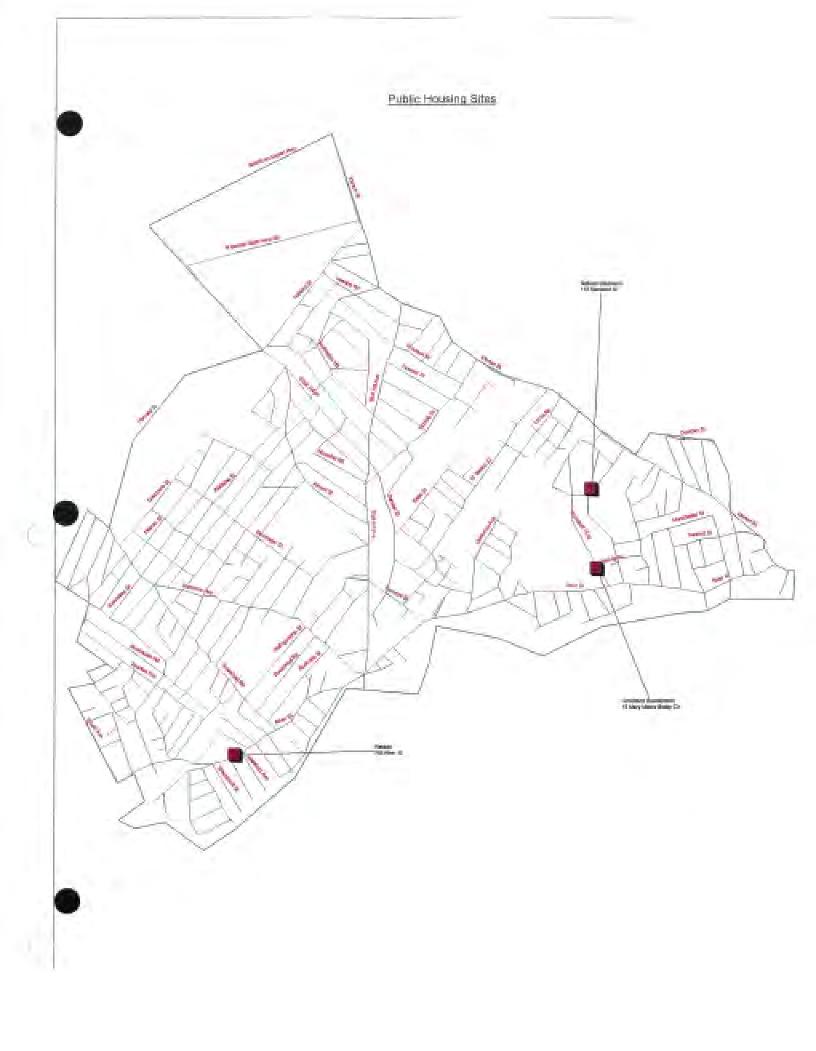


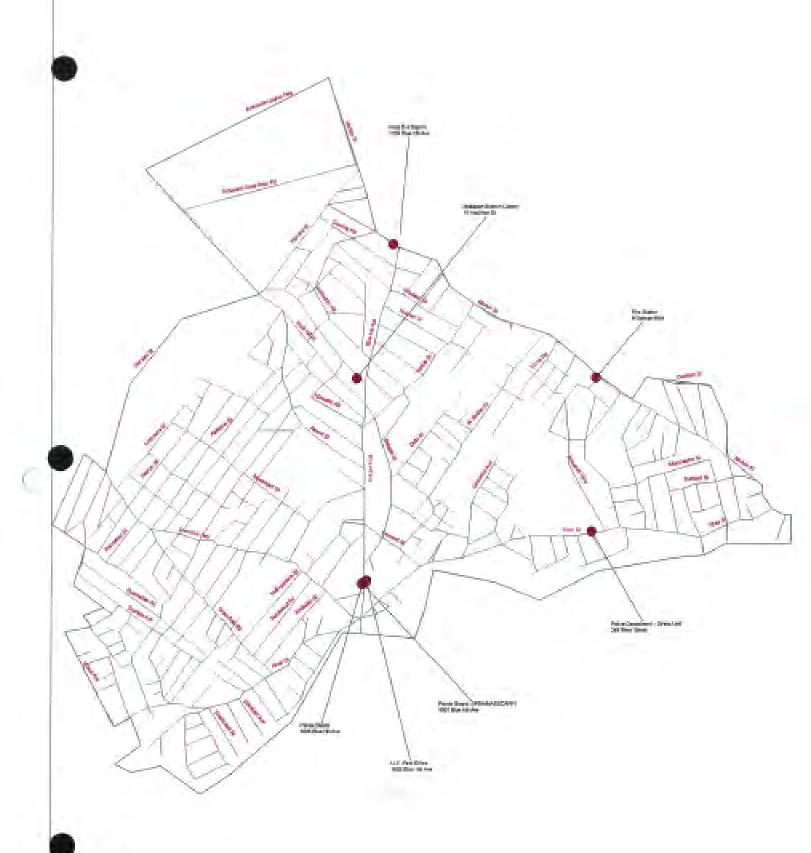
MAP: Select Social Immigrant-Assistance Organizations and Associations











Mattapan has important historical, cultural, and social assets and resources that can be utilized to maintain a neighborhood that is decent and affordable, and racially and ethnically diverse. But it must be able to attract a certain degree of positive attention, resources, and services from local government and foundations for neighborhood assets and resources to be utilized effectively. This is a key observation since one can easily get an impression that Mattapan is generally ignored as a neighborhood with critical social and economic needs. This is an observation made by a number of interviewees. Perhaps one reason for the relative lack of attention to the needs of Mattapan is due to the perception of this area of the city as a "bedroom community." This perception is an erroneous one, however, and unintentionally perpetuated by city government and other sectors that persist in approaching this neighborhood as a *Mecca* for the Black middle-class. This mis-perception is evident in some city accounts such as a report prepared by the Boston Parks and Recreation Department, *Open Space Plan for Boston* (April 1996), where Mattapan is even described as a "classic streetcar suburb." (p.147). (Also see, Hillel Levine and Lawrence Harmon, *The Death of an American Jewish Community*, 1992).

There are many middle-class status Blacks living in Mattapan. And, there are many private homes that are well-maintained and beautiful in terms of architecture and design. As a result of these pockets of impressive homes, there is a real estate market that caters to Blacks seeking to own property. But Mattapan can be described more accurately as a predominantly working-class neighborhood with many residents and children who are poor. Additionally, it is a neighborhood that is socially and economically vulnerable to problems like poverty, housing overcrowding, and the alienation of youth from its social institutions. The series of thematic maps in Appendix B show, for example, that within this neighborhood, and in adjacent areas the level of potential social and economic distress and vulnerability as measured by rates of poverty, abandoned housing, and per capita income levels, tends to be high relative to other sections of the city. This information should be helpful in discouraging the view that Mattapan is not in need of targeted assistance on the part of government, business, and foundations. While social and economic distress may not be at the level that one finds in other places, grant making should help ensure that the assets and resources of the neighborhood reflect prevention of social and economic problems, as well as responses to such issues. Therefore, immediate and effective strategies and programs for economic and

community development are critical for Mattapan's well-being as a vibrant neighborhood. The next section describes in general terms some of the ongoing efforts aimed at economic and community development of the neighborhood.

Economic Development in Mattapan

Although Blue Hill Ave. is being revitalized and looks less devastated than ten to twenty years ago, there are still many vacant lots and closed businesses, and small parcels of undeveloped land that dot this major street. The larger parcels of land have driven most of the economic development planning for Mattapan in the last several years. Strategies for economic development have been designed primarily in reference to Blue Hill Ave., and several large parcels of land as illustrated in the following map, *Parcels and Lots in Mattapan*.



One location that has received attention for economic development is known as the Morton Village area, including the intersection of Morton St., and Blue Hill Ave, and the adjacent streets. (There is a residential area also called "Morton Village," with an entrance on Morton St.). This intersection and Morton St. is popularly considered a dividing line between Mattapan and Dorchester. The area is also a link between the neighborhood and the Boston State Hospital site, as well as Franklin Park and Zoo. There are many people and children that traverse this area during the day; it is always a busy intersection. There are many apartment buildings and three-decker houses in the immediate vicinity of this area. There is a conglomeration of small retail stores and services that were opened in the last several years on Blue Hill Ave and on both sides of Morton St. Abutting the closed commuter rail station is a huge tract of land (see map, *Parcels and Lots*). This is where the giant supermarket 'Foodland' was located and then closed. There are a few churches in the immediate vicinity, and two schools. As far as could be determined there is not an identifiable overall and comprehensive strategy that is being implemented for economic development beyond the siting of the new police station a few years ago.

Another large parcel of available land for development is the area where the former Boston City hospital extension is located. This parcel, comprising 200 acres of land, is actually the largest parcel of undeveloped land in Boston. The development of the Boston State Hospital site is one of the largest economic development undertakings by the City of Boston. A consortium of developers, Franklin Place Associates, has been retained to develop both commercial and housing on this site. The partners include Lena Park CDC, Fort Point Properties, and developers Paul Parks and Thomas F. Welch. The AFL-CIO is offering financial support for ensuring that a certain number of the housing units are affordable to low-income households. Development plans include the building of commercial retail sites (200,000 sq. ft), as well as 200 units of mixed-income housing, and a new facility for New England Home for Little Wanderers, a shelter for youth between the ages of 7 and 14 years. The Massachusetts Audobon Society has also been retained on this project to develop a nature preserve and community gardens. Additionally, it is planned that the Massachusetts Department of Public Health will move state laboratory facilities into this area.

There are complaints on the part of some interviewees that this development is not proceeding at an acceptable pace. Apparently, the delays are due to newly-discovered hazardous materials buried on the site grounds, as well

as delay in moving the operations of a center operated by the State Department of Corrections. But projects are moving forward. In 1998 certain parts of the development plans started to attract funding from foundations, specifically \$4 million from the Doris Duke Charitable Foundation and the George Robert White Fund for the purpose of the development activities of the Massachusetts Audobon Society. The Division of Capital Asset Management, furthermore, has expended \$18 million for demolition and rehabilitation work for this project.

The Neponset River Walkway is not as large as the other economic development initiatives but it is significant both in terms of substance and symbolism. Residents and civic leaders in Mattapan would like the neighborhood to be connected with the Boston Harbor and surrounding communities by placing the proposed "Emerald Necklace" Walkway on the Mattapan side of Neponset River, rather than the Milton side. By locating the Walkway on the Mattapan side, it is believed that this will benefit the small businesses in the immediate neighborhood, but more important perhaps, stand as reminder of Mattapan as integral part of Boston.

Another tract of land with major potential development is the site of the Foley Building which is owned by the City of Boston and known as the Boston Public Health Commission site. This is the location of the former Boston Specialty and Rehabilitation Hospital. This is a very large tract of land with open space and containing medical facilities including huge vacant and dilapidated buildings that could be utilized productively for a range of community purposes. The site is adjacent and parallel to River St. and many private single-family homes which means that planning for the site has to be balanced with the needs and interests of the immediate neighbors.

There are other economic development initiatives and programs in Mattapan that are supported by the city of Boston. Local government is involved with economic development activities through work with community development corporations, including the Lena Park CDC and the Mattapan CDC. Many important activities have been supported and encouraged by Mattapan's elected representatives, especially City Council member Charles Yancey representing District 7 of the Boston City Council, and State Representative Shirley Owens-Hicks representing the 6th Suffolk District for the Massachusetts State House of Representatives. City Council member Charles Yancey, for example, led an effort to fund a \$250,000 strategic plan for the development of land in Mattapan. (The City has yet to begin this activity). State Representative Shirley Owens-Hicks has been involved

in many discussions about the future of the former Boston State Hospital land, as has been State Senator Dianne Wilkerson.

Initiatives related to development plans for these parcels are spearheaded by Boston's Department of Neighborhood Development. Eric Hill, who directs programs and activities under this Department, described several activities in this neighborhood that are linked to economic development. The city is refurbishing Father Ryan Park (formally River Street Park). In recent years Boston built a new post office located in Mattapan Square. Another significant effort with implications for the economic development of the neighborhood is the planning and building of a \$7 million youth and community center and library, also under the supervision of the Department of Neighborhood Development. The City supports several other youth centers and programs that are located in or near Mattapan and serve youth from this neighborhood, including Harambee Park at Franklin Field and the Shelborne Center on Washington Street.

An event with implications for economic and community development in this part of Boston is the opening of the Mattapan Community Development Corporation in 1996 and appointment of its current Executive Director, David Knowles. This individual sees several issues that need to be addressed on behalf of the neighborhood: increasing Mattapan's housing stock; revitalization of the business districts; greater community participation in the former state hospital land initiative; and, community participation and negotiation regarding completion of the Emerald Necklace located along the Neponset River walkway. The mission of this organization is "to promote continuous and well-distributed economic development guided by the voices and desires of those who live and work within the community...At all times the MCDC pledges to use the advice of its general membership and the residents at large as a litmus test to determine which projects it will initiate. Only by helping the community prosper will the MCDC prosper as an organization and a legitimate representative of the citizens of Mattapan." While the Mattapan CDC is still too new to tackle these issues fully, Knowles believes that they represent critical pieces for the neighborhood to realize economic development that can have a positive impact on residents. This organization has recently started to purchase property for the purpose of building affordable housing. The recently acquired properties include a 6 unit apartment on Elizabeth St. There are plans to acquire several buildings for purposes of building affordable housing, as a matter of fact.

Blue Hill Ave. contains two clusters or merchant districts of small businesses as illustrated in the previous map, Location of Banks and Majority of Businesses. Most of the businesses are in the Mattapan Square area but significant numbers are found towards the Morton Village vicinity, and many between these two clusters. There are several banks branches in this part of the neighborhood, including, Fleet Bank, BankBoston, U.S. Trust, and, Citizens Bank. It is not clear how these branches will change services or outreach after the merger of BankBoston and Fleet Bank. Most of the businesses are in retail trade and services. The restaurants tend to be either fast food franchises, or 'Mom and Pop' micro-enterprises. The small business owners found in the Mattapan Square generally have resided in this part of the neighborhood for a considerable period of time, and are dedicated to the well-being of the residents. Many of the workers in these establishments are residents. An estimate offered by one interviewee is that businesses in this area employed more than 1,500 community residents during the 1980s. This neighborhood does not house major manufacturing or high technology industries. Up until the closing of Boston City Hospital and its takeover by Boston University Medical School there were at least two hundred jobs associated with this hospital that were not replaced, according to City Councilman Yancey.

Community and Human Service Programs and Activities

There is a range of human and social services available to residents in this neighborhood. These services primarily include health and nutrition services to family and children, as well as some after-school programs, summer camps, and limited counseling in the areas of housing. Service efforts are aimed at providing immediate benefits and services to individuals and families, however, and not at expanding or strengthening the social and economic institutional infrastructure of this neighborhood. The provision of human and education services is not coordinated on a neighborhood level, nor linked to broader economic and community development issues. The delivery of services is confined to relatively small catchment areas. Most of the funding received by organizations providing human and education services tends to be limited. There are organizations outside of Mattapan that provide social services to the residents of this neighborhood. Some of these organizations include the Dorchester Counseling Center that is now located in Codman Square, the Lena Park Community Development Corporation, the Association of Haitian Women in Boston, the Harvard Neighborhood Health Center, and others.

There are services for the elderly based at the Mattapan Family Service Center, the Adult Day Health Program, and in a few other organizations. The former Southwest Boston Senior Services (now called 'Ethos') relocated outside the neighborhood and is in Jamaica Plain. The Boston Housing Authority provides limited services to residents of the two elderly housing sites, Hassan, and Groveland. Services related to English as a Second Language and Adult Education, including translation services, are limited to a few organizations, including St. Angela's Church, the Church of the Holy Spirit, the Haitian American Public Health Initiative, and the Association of Haitian Women in Boston. The last organization offers ESL courses and sessions for beginners, intermediate, and advanced learners.

There are many private and home-based day care centers in Mattapan reflecting the high level of demand for this kind of service, but few public-subsidized day care centers. Two of the largest public-subsidized day care centers that serve many parents in Mattapan are actually located in Dorchester. These include the Rockwood Day Care Center located at 995 Blue Hill Ave., and the Crispus Attucks Children's Center at 101-105 Crawford St. The waiting lists for both these centers is "huge" according to one interviewee. The current waiting list at the Crispus Attucks Children Center, for example, is about 240 children. The other large subsidized day care center is the Mattapan Community Family Day Care located at 50 Hazelton St. Clearly, the demand for quality day care seems much greater than the resources available for residents in Mattapan.

For the most part, the organizations offering human services tend to be small compared to programs and organizations in other parts of the city. In addition to formal organizations, however, Mattapan does have numerous social clubs and organizations that serve residents and immigrant-descendent groups in this neighborhood. There are many West Indian and Haitian social organizations, for example, that are private but do provide informal information about available services. There are many small neighborhood and block associations, as well.

Summer camps slots and activities are available for a limited number of youth in Mattapan. In particular, the summer day camp sponsored by Gallivan Community Center serves youth from the ages of 5 and 13 years, and has slots for 60 youth and 3 sessions during the summer. The Lena Park CDC runs a summer camp servicing 130

youth between the ages of 6 and 14 years during the summer. The Shelborne Community Center and the Zoo Camp also serve youth in this neighborhood. And there are probably summer camps in other parts of the city that are open to youth in Mattapan. It is estimated that there are probably 600 to 800 summer camp slots available to youth in Mattapan. But given the number of youth in this part of the city, as well as the comments of some interviewees, it seems that there are not enough summer camps, or summer-organized education and recreational activities for youth.

Observations and Concerns of Community and Civic Actors in Mattapan

More than 45 individuals residing or working in Mattapan were interviewed for this report. The individuals generally represent leaders of organizations and agencies, and religious institutions, as well as some involved in community activism. Community representatives were interviewed in order to assess their concerns and observations about issues pertaining to the social and economic well-being of Mattapan. The individuals interviewed for this report include,

Dr. Azzie Young Administrator, Mattapan Community Health Center

E. Lorraine Baugh
Hank Berger

Executive Director, Lena Park Community Development Corporation
Chief Financial Office, Lena Park Community Development Corporation

Alan Platt Director, The Clubhouse (Boys and Girls Clubs of Boston)

Lynn C.D. Berkeley Boston Redevelopment Authority
Tim Allen Morning Star Baptist Church
Janis Knight Librarian, Mattapan Branch Library

Levette Tucker

Kim Rollins

Medical Director, Dorchester Counseling Center
Lois Herbert

Executive Director, Rockwood Day Care Center
Pierre Imbert

Executive Director, Haitian Multi-service Center
Sidney Cooper

Summer Camp Co-Director, Sportsman Club
Patricia Weems

Executive Director, Mattahunt Community Center

Executive Director, Dorchester Counseling Center

Executive Director, Rockwood Day Care Center

Executive Director, Dorchester Counseling Center

Executive Director, Bockwood Day Care Center

Executive Director, Bockwood Day Care Center

Executive Director, Bockwood Day Care Center

Executive Director, Haitian Multi-service Center

Summer Camp Co-Director, Sportsman Club

Massachusetts Housing Finance Agency

Connie Lawrence Executive Director, Grove Hall Day Care Center Jocelyn Evering Medical Director, Harvard Street Health Center

Jean Marc Baptiste Executive Director, Haitian American Public Health Initiative

Rev. Harris Born Again Church

Rev. Farrell Gladtidings Shepard Church
Daryle Richardson Branch Manager, US Trust Bank

Donna Smith Citizens Bank

Fred Saunders, Jr. Owner / Broker, Century 21 Real Estate

Rev. Armstrong Church of the Holy Spirit
Rev. John Borders Morning Star Baptist Church
Father William Joy St. Angela Catholic Church

Norman Epstein Classical Gardens/Old Mansions Restoration Co.

Min. James Anderson
Rev. Ankum
St. Memorial Evangelistic
Rev. Daryl Young
Exodus Faith Ministries

Lillian Searcy Mattapan Family Center / ABCD

David Knowles Mattapan Community Development Corporation
Eric Hill Boston Department of Neighborhood Development
Peter Sullivan Boston Department of Neighborhood Development

Lenzer Evans Member of Mattapan Board of Trade and Owner, Brighams Franchise

Rev. Lena Hill-Lawrence Mattapan- Dorchester Churches in Action

Alfred 'Freddie' Monbeleur Caribbean U-Turn

Charles Yancey City Councilman (1986 - present)
Muhammad Ali Salam Boston Redevelopment Authority

Danielle Georges Association of Haitian Women in Boston

Shirley Owens-Hicks State Representative, 6th Suffolk District (1987 - present)

There are at least eight themes and concerns reflected in the interviews and meetings conducted for this study.

These include the following:

- * there are many neighborhood assets: location as a gateway between Boston and suburbs and as a physical connection between Mattapan Sq., Franklin Field/Franklin Hill, and Codman Sq.; mix between homeowners and renters; numerous informal and neighborhood associations; involvement of churches in neighborhood services for their congregations; large parcels of land available for development; and the neighborhood's proximity to what is referred to as the potential "Green Triangle" connecting the Arnold Arboretum, the Franklin Park Zoo, and the site of the former Boston State Hospital.
- * there is growing racial and ethnic diversity in the general population, but dramatic increase in ethnic diversity in the African-American community;
- * there is a concern regarding the lack of comprehensive services for youth;
- * there is concern about the lack of strategic coordination on the part of organizations providing a range of human services;
- * there is a lack of a neighborhood vision or planning framework for Mattapan;
- * poverty seems to be increasing, and becoming concentrated in a some areas:
- * Mattapan is vulnerable as a neighborhood in terms of increasing rents in surrounding neighborhoods; there are discernable trends towards housing overcrowding as a result of higher rents in surrounding neighborhoods; and,
- * there are many small and individual businesses, but not enough (any?) economic anchors, other than Blue Hill Ave., as a major corridor.

The following section discusses these themes and concerns in greater detail. It begins with the assets and resources identified in the interviews, and then followed by a summary of the concerns expressed by a wide range of people.

Neighborhood Assets and Resources

One consistent theme of the interviews is degree of racial and ethnic diversity in Mattapan. This diversity is composed of various groups and ages that compose the Mattapan population, including African-Americans, Haitians, Latinos, and other people from the Caribbean and Africa. The diversity is reflected in the numerous languages that are spoken by people living and working in this part of Boston. Racial, ethnic, and linguistic diversity is perceived overwhelmingly as a distinct feature of Mattapan, but also representing a contribution to the city. It should be emphasized that everyone interviewed approached racial and ethnic diversity as an important potential, if not actualized, resource for Mattapan.

- * Another neighborhood asset is the mix of single family owner-occupied homes with renters. There are many "triple deckers" and a few pockets of single-family houses. The mix of private and rental housing gives Mattapan its strong residential flavor. The perception that this is a place where middle-class Blacks can live comfortably, and still live and work in Boston is an asset because it attracts people and families to Mattapan.
- * The growing number of retirees is an important resource for the neighborhood. This neighborhood registered a significant increase in the number of elderly people between 1990 and 1998. Retirees can be a key source of volunteers for a range of civic activities, especially those involving youth. Many of the retirees, furthermore, are home-owners.
- * The relatively high number of churches is identified as a key neighborhood resource. At least 30 religious institutions are located in this part of the city, and many of these churches are involved in working with some youth and providing certain kinds of neighborhood services to their congregations. Many religious institutions provide a range of services for youth, especially in the area of education. For example, St. Angela's and the 7th Day Adventist's Berea Academy, provide schooling to hundreds of children and youth. There are youth programs and services offered at other churches, as well.
- * Residents seem to have a favorable view of local government. City Councilor Charles Yancey was mentioned a few times, for example, as concerned and helpful to the Mattapan community, as was State Representative Shirley Owens-Hicks. The Menino administration is generally supported in efforts related to Mattapan. There have been some complaints about the lack of alacrity in the major economic development plans that have been approved for the larger parcels of land, but these are tempered with some degree of confidence in local government.
- * The physical layout of Mattapan, with Blue Hill Ave. as the main thoroughfare is considered a major resource for neighborhood. Mattapan is a gateway into the rest of Boston and located nearby to some of the City's most attractive public spaces, including the Arnold Arboretum, the Franklin Park Zoo and golf course, and outlying areas. As a gateway, it is the first impression many people may get as they enter Boston from the South Shore. Mattapan is also strategically located not only as a link to Boston, but as a way to avoid the sometimes 'car-

jammed' Southeast Expressway (93) in traveling to other suburban areas such as Randolph, Brockton, and other cities, including the Cape Cod vicinity. There are a few large parks in, and nearby Mattapan, including Walker Playground on Norfolk Ave., and Hunt's Playground on Almont St. These parks have relatively large and open fields, but also playgrounds and basketball courts, as well as tennis courts.

Neighborhood Challenges and Concerns

There are serious concerns about Mattapan that are relevant to grant making and that temper the community assets and resources described above. The concerns can be organized by the following categories: community and civic participation; economic and community development; youth concerns; role of religious institutions; and, public and subsidized transportation.

Community and Civic Participation

While this neighborhood has been described as a link between the suburbs and Boston, one can get the impression riding on Blue Hill Ave., that a more appropriate term might be 'thoroughfare.' A sense of disconnection can emerge as one travels through the neighborhood. A sense of community is developing in this neighborhood among some of the civic and religious leadership. This was acknowledged as an important resource for the well-being of Mattapan. A number of people, however, did express frustration that the sense of community was not widespread. One interviewee did point out that the vagueness about the boundaries of Mattapan could be a contributing factor to this issue. Similarly, another person asked rhetorically, "Where and what is Mattapan?"

* There seems to be a lack of communication and absence of sustained formal infrastructure among residents. While Mattapan boasts more than 50 crime watch and block associations, these represent pockets of activities, rather than a wide-ranging network of community mobilization. Furthermore, there are many potential spatial divisions that could serve as barriers to community mobilization. The lack of comprehensive services aimed at overcoming linguistic barriers was raised as a related problem. While cultural and linguistic differences are embraced, there are not enough programmatic responses to this relatively new situation for the neighborhood.

Related to this concern is the absence of a community newspaper. This is considered an impediment to more and

effective sharing of information among residents. Although there have been several attempts to start a newspaper in the past, these efforts have yet to move to a sustained level of activity and production. A lack of arenas for sharing information and concerns may be one reason that the relatively low level of community consciousness in this neighborhood was described as a problem by some interviewees.

Community representatives believe that Mattapan lacks a mechanism where residents can dialogue and discuss the problems, challenges, and future of Mattapan. The lack of a vision or "master plan" for Mattapan limits the degree of community consciousness that is necessary for civic participation. There are many good things going on, as one person asserted, but it has not been pulled together in terms of the entire neighborhood. Mattapan never had a town meeting, for example, as might be the case in other neighborhoods. There are too few forums for people to come together, get to know each other, and develop ties with each other. Several individuals noted that too many groups are doing their own thing in isolation. The residents of public housing, for example, are perceived not to participate in neighborhood affairs. There are three housing sites, two of which are for elderly residents. There seems to be little services offered to these residents except on an individual need basis. Some churches are perceived as too inclusive in terms of their outreach and community activities. Several individuals raised major concern about the 'turfism' of churches. This concern is related to the observation that religious institutions do not generally pursue collaborative activities in responding to the needs of their congregations.

Economic and Community Development

A problem cited in the interviews is the presence of poverty and creeping housing overcrowding. While this neighborhood can boast a sizeable Black middle-class, this should not obscure the existence of poverty as a significant problem. An emerging problem of homelessness was also mentioned in several interviews.

Interviewees believe, furthermore, that welfare reform generally will have "devastating" effects on the quality of life in Mattapan, if not immediately in the short run, then in the long run as the economy begins to cool off. The increasing poverty-related strains that welfare reform causes, however, may be more invisibilized in Mattapan due to the perception of this neighborhood as a Mecca for Black middle-class residents. But the number of poor people living in this neighborhood are living with others at an increasing rate. As one interviewee commented, "more, more, more women and children on the streets or moving in with so and so…" is a consequence of welfare reform.

Another consequence is that "more children are going unsupervised" as a result of forcing mothers into the workforce without adequate child care. There are numerous heuristic indications suggesting that poverty is becoming a significant issue in this neighborhood.

Based on a few observations, it seems the city and state government should be challenged to do a better job in providing basic sanitation and public safety services, as well as taking advantage of the tracts of land that could be developed for economic or social purposes. There are still large areas and buildings that are vacant along Blue Hill Ave; for example, two of these properties abut Morning Star Baptist Church. These two properties give a negative impression of Mattapan as a neighborhood. This happens to be an area that many children and young people traverse on their way to, and from, schools in the area. There are several large tracts of land that are undeveloped and not maintained with city services such as basic sanitation. For example, trash is strewn along the Boston State Hospital boundary on Harvard St.; the Foodland site near Blue Hill Ave and off Morton St. is a dumping ground for trash. This huge lot is also unsafe for children in that it is isolated and filled with broken glass. In another example of government oversight, perhaps, is the external condition of the Mattahunt Elementary School and Mattahunt Community Center on Hebron St. This area and adjacent park is not reflective of major concern on the part of government. The school is in a drab-looking building. The school yard is dirty and looks dangerous in terms of trash in the nearby vicinity as well as the actual grounds that reflect lack of maintenance.

While every neighborhood may have problems with pot holes, this is an acute situation in some sections of Mattapan. For example, Harvard Ave along the New Calvary Cemetery is in an atrocious condition in terms of pot holes. The street gives a very negative impression of the Cemetery and surrounding residential areas. This is a space that should be maintained physically, however, since it connects Mattapan to nearby parcels targeted for development such as the former Boston State Hospital site. The physical upkeep of the Cemetery can represent an important tool for enhancing the impact of nearby economic development initiatives.

Another related area of concern which is both the responsibility of government and the private sector, but based on the field visits, is the lack of presence of police officers at small construction projects taking place in some parts of the neighborhood. Bulldozers are being used on busy streets without the presence of police officers to ensure the safety of pedestrians and car drivers. There are still some very busy intersections with poor traffic lighting. One intersection on Morton St and West Seldon, for instance, is a place where 5 major streets meet, and the traffic light on an obtrusive island does not work all the time. On a busy Saturday morning children and elderly can be seen trying to get across these streets with much difficulty in the midst of ever moving flow of speeding cars rather than with the assistance of a traffic light signal.

Youth Services

The lack of resources and program services for youth was a continual theme in the interviews and meetings with a range of people familiar with Mattapan. There are relatively few resources and programs in the areas of public health, education and recreation, community service, or employment for youth in this neighborhood. Most interviewees involved with youth services complained that there are many under-served youth in terms of a range of human and social services. In that the number of youth has increased considerably over the years, without an accompanying infusion of new resources, youth resources have been effectively reduced for this neighborhood.

Youth seem not to have enough resources and services that are sufficient in terms of both quantity and physical access. Increasing numbers of unsupervised youth are beginning to put pressure on the Mattapan Branch Library and other public spaces. Unfortunately, sometimes the response to this situation is not social and educational services directed at youth, but rather more security guards as was suggested to Janis Knight of the Mattapan Branch Library. It is her philosophy, however, that what youth need is supportive space. Additionally, youth reflect the growing racial and ethnic diversity of Mattapan, so services have to be culturally and linguistically-sensitive, but implemented in ways that build bridges between groups. This is not occurring to the extent necessary given demographic changes in this part of the City.

A few individuals were highly critical of the Boston Housing Authority's apparent lack of youth and family resources directed to this neighborhood. There are three BHA sites in Mattapan: Hassan, Groveland, and

Gallivan. While the first two are for elderly residents, Gallivan is a family housing site with 251 units. Based on several attempts to obtain information about services for families, it seems that there are very little social or educational services offered to the residents other than basic housing. These housing sites are somewhat physically hidden in the neighborhood, although in the case of Gallivan, it houses a considerable number of children and youth. A cursory view of these sites suggest that the physical maintenance of these properties could be vastly improved.

The City of Boston has allocated approximately \$7 million for a youth center. This is a significant decision that should be supported for quick completion. Planning of the youth center has been criticized by some interviewees primarily due to the delay in the implementation of this project. As of the writing of this report, a site has not been located for the community center. In the Spring of 1999 a small committee of community representatives were meeting periodically at the B3 Police Station in order to participate in initial planning for the youth center. The members of this ad hoc committee include Garrith Kincaid of the Colorado Street Neighborhood Association, Lindsor Evans of the Mattapan Board of Trade, and Troy Goode of the New Covenant Church. Under the direction of Eric Hill of the Department of Neighborhood Development architects have been retained (Gail Sullivan and Associates), and there are active plans to choose a formal advisory board before the Summer 1999 period which will consist of 7 to 11 community residents.

It should be noted that while Mattapan is a 'youthful' neighborhood in one sense, there is a growing elderly population, as well. While youth is an area highlighted for attention on the part of the interviewees, there was also much concern about the state of life for the elderly in this neighborhood. The concern focuses on decent and affordable housing, transportation, and health services. But a few community representatives lamented the fact that not enough is occurring to link elderly, representing a resource for Mattapan, with youth.

The Role of Religious Institutions

Religious institutions and its leadership are involved in various kinds of community activities. There exists a wide range of services that are youth-related offered 'outside' spiritual and church services as shown in an earlier list presented in this report. Religious institutions could be assisted with technical assistance and opportunities to

share information and experiences. There is a need for forums for religious institutions in Mattapan to meet and share experiences related to their involvement in community activities. There are several networks of faith-based efforts that provide this opportunity for religious institutions in Boston. The Ten Point Coalition as well as the Black Ministerial Alliance and The Hyams Foundation Black Church Capacity Building Initiative do provide arenas for its members to share information. There are several religious institutions that are part of the latter effort, including, Greater Victory Temple, New Christian Convenant Church, and St. Angela's Church. The Mattapan-Dorchester Churches in Action is actually located in Dorchester but has pursued important community-building activities in Mattapan. These efforts are notable but should be expanded and strengthened in terms of outreach within the strategic framework described in this report. (For an overview of some of the activities of Mattapan-Dorchester Churches in Action, see the report published by The Hyams Foundation in 1998, Safe for Life: The Hyams Foundation's Building Community Initiative).

Public and Subsidized Transportation

While public transportation in Mattapan is generally considered in a favorable light as noted above, there are many areas unaccessible to the main bus lines. Local and express bus routes are restricted to Blue Hill Ave, or major streets surrounding Mattapan (River St., Cummins Highway, American Legion Highway, and Morton St.) This hampers communication and collaborative possibilities among neighbors and community organizations.

Transportation can be a key to help people develop linkages. Many of the organizations involved with social and educational services are located near Blue Hill Ave. But there are pockets of youth and elderly who could be served more effectively if cheap and efficient transportation were available to other areas of Mattapan. This recommendation echos a finding reported in the report, Boston 400: Summary of Community Conversations in Mattapan. It was reported that "Health-care, day-care, educational, recreational and other facilities are the core of community life in Mattapan. Too often, these spaces are isolated from each other. Developing routes and common spaces that link these community resources is essential to making basic services more accessible and convenient-as well as expanding the vitality of these services from specific programs and spaces to the entire community." (p.5).

Transportation that is safe, inexpensive, and flexible, therefore, is vital as a tool for enhancing the social and economic well-being of Mattapan,

Conclusion and Recommendations

The interviews, meetings, and review of materials for this report suggests five guideposts or ideas that should be part of a broad strategic framework for foundation-based community investments in Mattapan. Collectively, these five guideposts may help to a) design and amplify a strategy that takes advantage of the characteristics of Mattapan, including its neighborhood assets and resources; b) assist residents and organizations to respond to social and economic challenges faced by the neighborhood; and c) reinforce the values and principles adopted by the United Way of Massachusetts Bay to guide decisions about community investments in neighborhoods and described earlier in this report.

The five guideposts that should be the basis for a funding strategy of community investments in Mattapan include the following:

- 1) involving community agencies and religious institutions in civic dialogue to a greater extent than is presently the case;
- 2) improving partnerships between community agencies, religious institutions, and public and private schools;
- 3) increasing the quantity and enhancing the quality of coordination of services provided to youth;
- 4) expanding the capacity of small businesses in this neighborhood, as well as increasing available jobs to residents, by utilizing the major land development initiatives as economic anchors;
- 5) utilizing transportation as a component for community and economic development, as well as for connecting neighborhood residents to each other.

There are several general recommendations that could be made on the basis of a strategic framework reflecting these goals. The following recommendations are intentionally broad and not associated with specific funding activities and grants. Specific funding decisions can be made about various initiatives or proposals that are suggested by neighborhood organizations on the basis of the strategic framework, or one that is adopted by the Community Investments Committee.

The first recommendation is that United Way of Massachusetts Bay utilize some resources to trigger a

comprehensive, and neighborhood-based planning process, involving community sectors, including residents, neighborhood associations, businesses, religious institutions, public schools, and other sectors. A coalition of 2 or 3 anchor institutions could be utilized to initiate and manage this process. Part of this effort should include encouraging the City of Boston to utilize the funding that was legislated for this kind of activity.

Second, there is clearly a need for community organizing as a way to enhance neighborhood consciousness.

Funding for youth organizers and street workers can be helpful as a complement to economic and community development programs and activities. There are many youth in Mattapan who should be approached as resources and partners in maintaining the quality of life in this neighborhood. Community organizers can assist with this endeavor by recruiting and working with youth with a range of issues.

One way to involve youth, and connect them with other community sectors, is through art and cultural activities. There is little evidence of community-wide arts and cultural activities in Mattapan. Other neighborhoods are using arts and culture creatively and as a tool for community pride. Examples of this include the Dudley St. Neighborhood Initiative in Roxbury, and similar efforts of Jamaica Plain. As a report by Lawrence K. Cheng, "Using Arts and Culture to Spur Growth in the Washington Street Corridor" (1998) suggests, planning for arts and culture activities can be productive for Mattapan as it has been for other similar neighborhoods in the areas of economic and community development.

It should be noted that while the efforts of the Massachusetts Audobon Society to engage the local community and its youth are laudable and significant, perhaps some of their planned activities should take place in actual community locations. This is suggested in the report, Excerpts from the Massachusetts Audobon Society Master Plan for an Environmental Education Center and Wildlife Sanctuary at the Boston State Hospital (December 1995). The report states that the Massachusetts Audobon Society will be "offering presentations and exhibits at locations throughout the community." (p.7) This could be a critical component for bonding the community, especially youth, with the nature preserve. Hopefully, the strategy for involving the community will focus not only on what is available on the site, but include active and aggressive partnerships with institutions and activities taking place in neighborhood locations. The utilization of arts and cultural activities can facilitate this kind of

neighborhood-based outreach. Additionally, as has been recommended in several instances, the Mount Hope and Calvary cemeteries should be developed as recreational and educational resources for youth and others. As is the case with well-maintained and beautiful cemeteries in other communities, this kind of space can be utilized for walking paths, and respite from the noises and distresses of the city. As described earlier, however, the New Calvary Cemetery does not seem to be receiving the level of attention that will allow it to maximize its potential benefits to Mattapan and the city.

Community organizing is also required for outreach activities to different and new groups of residents. As stated earlier the racial and ethnic diversity of Mattapan, fueled by the arrival of new groups from the Caribbean and Africa, is widely accepted as a positive development for the neighborhood. But the mobilization of individuals and groups is difficult due to language and cultural differences. This suggests that outreach to community residents should include at least three components in order to achieve some degree of effectiveness:

- a) traditional outreach about events that is available to the entire neighborhood;
- b) targeted outreach in formats that are consistent with linguistic and cultural backgrounds of individuals; and
- c) available opportunities for people to engage in community experiences that reflect the diversity of the neighborhood.

Community organizations in Mattapan should include these three components in its outreach efforts in order to respond to different linguistic and cultural groups in the short-run, but also to build bridges into the future.

A third general recommendation calls for city and state government to clean several eye-sores, primarily open land, that also may be environmentally unsafe. While it is government that is ultimately responsible for this kind of problem, a foundation's support for community organizing could help to identify certain lots as targets for organizing concerned neighbors. For example, the abandoned Texaco station on Blue Hill Ave. is probably a concern for neighboring homeowners, as well as for nearby businesses and St. Angela's Church. The empty and garbage-filled lot on Morton St. across from Shaw Elementary School and Berea S.D.A. Academy is another potential target for relatively small groups of neighbors and community activists to target for rehabilitation.

Related to this issue, there should also be attention to improving the appearance of the T stops and stations in Mattapan. The closed commuter rail station on Morton St., and the Mattapan Square T station, for example, are

not at all inviting, or suggesting public safety. This is a concern stated in the meetings conducted by the city in its "Boston 400 Community Conversations" (See draft report issued by the BRA in August 1998, Boston 400: Summary of Community Conversations in Mattapan). Many abandoned spaces can be tapped as useable public spaces that enhance the community image of Mattapan for very little cost and maintenance. Activities related to this recommendation would be consistent with the city's declared plans to invest in the establishment and maintenance of community gardens and squares, as outlined in the report, Open Space for Boston published by the Planning and Development Unit of the Boston Parks and Recreation Department (April 1996).

As was the case with the building of the Post Office in Mattapan Square, and the Police Station on Morton Street, underutilized spaces could be used for locating public agencies. As outlined in the report of the Trotter Institute, *Economic Development and Inner Cities of Massachusetts* (1997) such a strategy is indirectly related to economic development because it could help maintain the small business sector in this neighborhood. The location of public agencies in neighborhoods can ensure that residents have access to various kinds of services. This strategy has symbolic value for the community, as well. It serves as a reminder that the neighborhood is an integral part of the city.

A fourth recommendation is that the private sector but especially the banks, plan activities and practices that encourage the generation of small businesses aimed at family services such as movie theaters, bowling alleys, garden shops, and family-oriented restaurants. Despite a surfeit of retail stores in the neighborhood, there is a market for these kinds of neighborhood-based activities that is currently unmet. New kinds of retail outlets produced can provide entry-level jobs to the growing number of youth in Mattapan. It would also help to attract new dollars from outside the community. If areas are safe and open, and children-oriented, and with many adults, then consumers and families in surrounding neighborhoods will flock to use these kinds of facilities.

Banks can also help generate short-term construction activities for residents with low-interest loans to hundreds of homeowners for rehabilitation of properties. Many of the three-deckers, for example, are in dire need of repair in some places of the neighborhood. Banks could develop aggressive outreach services to homeowners. Other than typical branch services, there does not seem to be a comprehensive strategy on the part of the banking community

to partner with Mattapan in the area of economic and community development. This is interesting in that some of the problems faced by Mattapan today have roots in the overarching banking strategies of the 1960s and 1970s to exploit Mattapan economically. The absence of a positive and supportive strategy opens the door for the continual exploitation of Mattapan homeowners, especially the elderly, by so-called 'fly-by-night' and 'easy credit' finance companies.

A fifth recommendation involves the highlighting of public and private schools as arenas with much potential for community development. There are several ways in which schools can make contributions to the well-being of Mattapan. Encouraging (and mobilizing) more parent involvement in schools is one response. But public schools should be allowed more resources in order to stay connected to community issues. More after-school programs is a need that was expressed by a considerable number of individuals. There are not enough slots for all the youth that could be served. It was also suggested that principals not merely be leaders of their schools, but focus on building bridges between the schools, the utilization of buildings after school hours, and community life. Several of the ministers interviewed suggested that public schools should be more open and visible with community issues. Public schools leaders should be recruited to become more involved with children after school hours. Except for a few schools such as St. Angela's and Berea Academy, some other school buildings tend to be drab-looking as mentioned earlier; this is not consistent with the building of healthy and exciting learning environments for children and young people.

A sixth recommendation involves transportation as a resource for economic and community development.

Although transportation services are not traditionally part of services offered by community-based organizations or religious institutions, perhaps this historical separation should be reconsidered by foundations interested in expanding the capacity of community-based organizations. Funding should be available to van services and accompanying insurance expenses if utilized by community organizations to expand services and outreach.

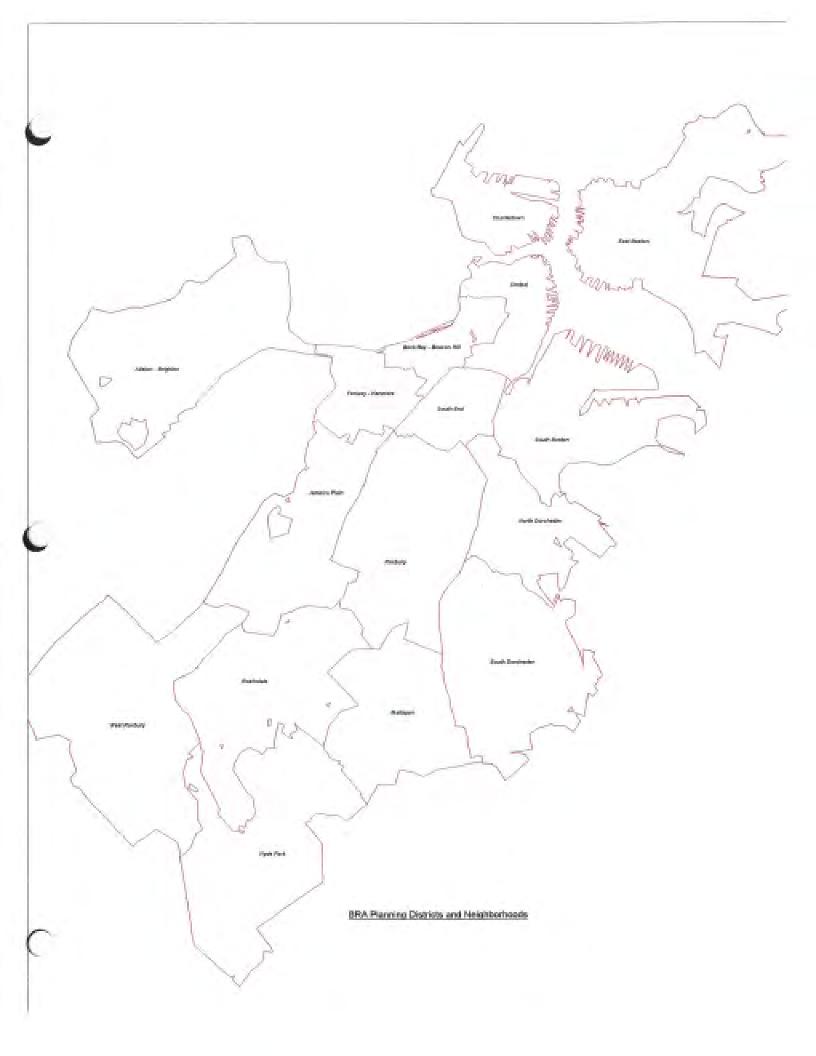
Community organizations and programs might be able to expand services and assist with the development of civic participation if it is possible to respond to the transportation needs of residents.

In conclusion, it should be noted that these kinds of recommendations do not represent suggestions for specific

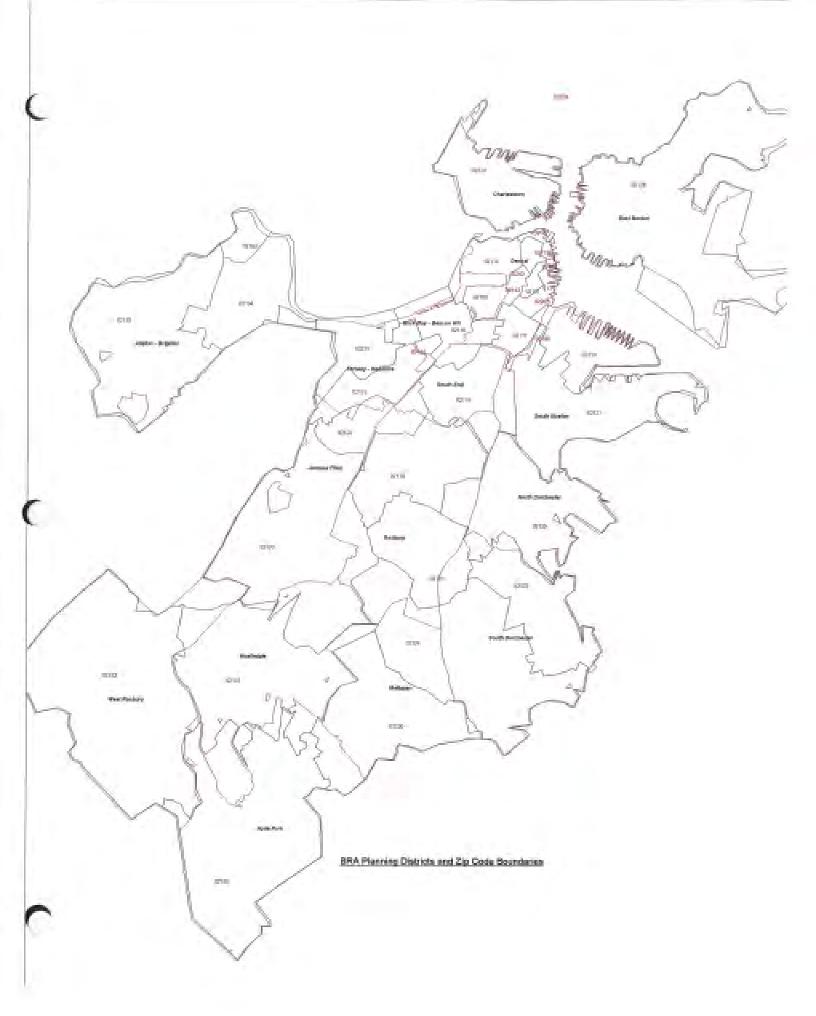
grants to organizations or programs. They are offered as a way for the United Way of Massachusetts Bay to begin considering targeted grant making in relation to the strategic framework described above. After these recommendations are considered and discussed by the Community Investments Committee, the report should be shared with community representatives for general feedback. This process could possibly lead to issuing an RFP to organizations in Mattapan willing to tackle some of the challenges described in this report, as well as pursue the many and exciting assets and resources that are an integral part of this neighborhood, and therefore, the City of Boston.

Appendix A: Neighborhood Boundaries of Mattapan

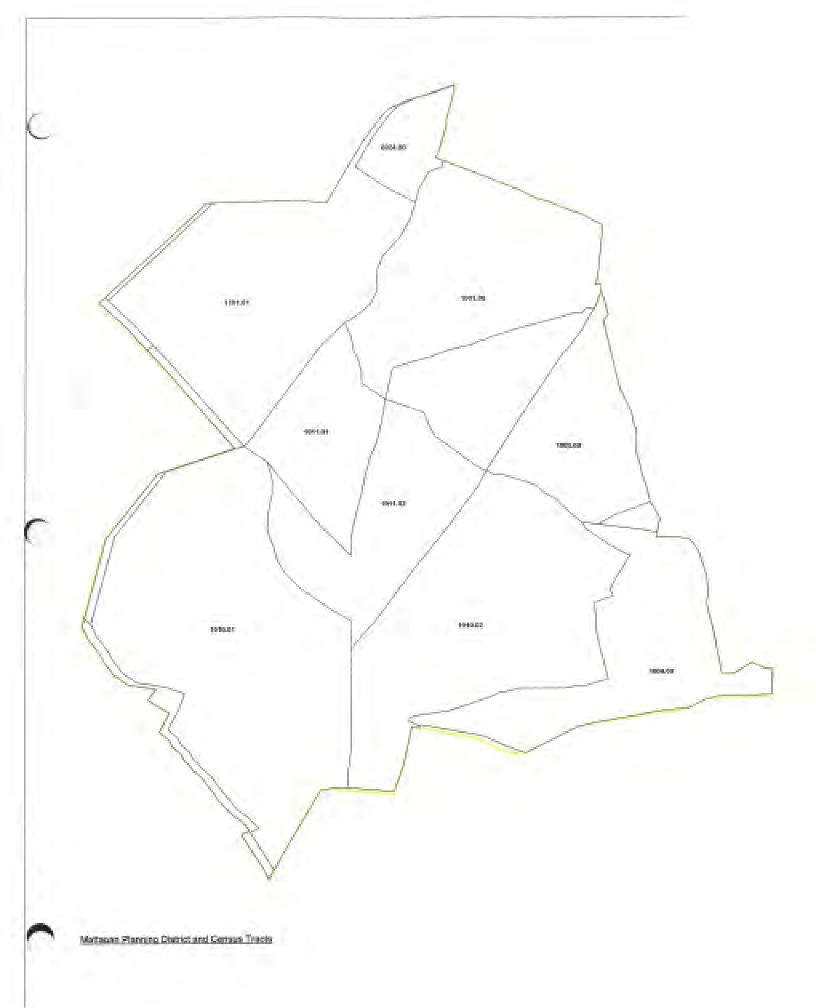
The Mattapan neighborhood is a "planning district" as determined by the Boston Redevelopment Authority (BRA). The boundaries for the city's planning districts, or neighborhoods, were designed haphazardly throughout the history of Boston. The current neighborhood 'official' boundaries encompassing 16 different planning districts were adopted in the 1960s in response to urban renewal activities. In 1980 Boston started to utilize 68 subdivisions of the 16 planning districts and referred to these as 'Neighborhood Service Areas' (NSA). According to a report issued by the BRA in June 1975, Mattapan: Background Information, Planning Issues and Preliminary Neighborhood Improvement Strategies, the neighborhood of Mattapan is determined by zip code boundaries. This same report identified several areas within the neighborhood: 'Wellington Hill', 'Western Mattapan', and 'Eastern Mattapan.' In 1988 the BRA produced another report, Mattapan Neighborhood Profile, 1988 which continued to utilize zip code boundaries to define physically the neighborhood. However, the names of the three residential areas of Mattapan were referred to as Wellington Hill, Southern Mattapan, and Franklin Field South. In 1997 another report was issued by the BRA, Mattapan: Neighborhood Profile utilizing the official planning district boundaries. While these boundaries encompass an area larger than the zip code designation, it should be noted that most of the additional land space is represented by Franklin Park, Franklin Field, and parts of the former Boston State Hospital tract. The following map, Boston Planning Districts (Neighborhoods) shows the planning district boundaries for all neighborhoods in Boston.



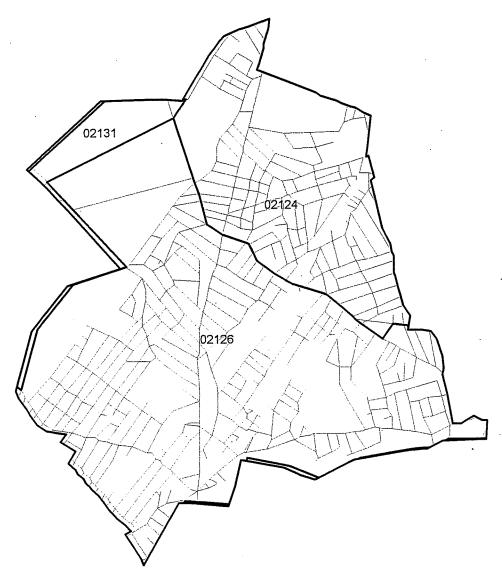
The next map, Boston Neighborhoods by Zip Codes, shows how neighborhoods are organized in Boston on the basis of zip codes.



The next map shows the census tracts that are part of the Mattapan neighborhood, defined by official planning district boundaries. These census tracts include: part of 924 and 1003; 1010.01; 1010.02; 1009; 1101.01; 1002; 1011.01; and, 1011.02.



As mentioned above, the Mattapan neighborhood as defined by zip code 02126 is slightly different than the Mattapan neighborhood defined as a planning district by the BRA. The next map shows the composition of Mattapan as a planning district, in terms of zip codes. While most of the neighborhood falls in 02126, it also includes small parts of 02131, and 02124.



Mattapan Planning District and Zip Codes

Appendix B: Thematic Illustrations of Mattapan's Social and Economic Vulnerability

The series of maps in this Appendix B serve to illustrate the social and economic vulnerability of Mattapan in terms of variables that could indicate social and economic distress for the neighborhood. The first thematic map shows the number of impoverished married-couple families in Boston by census tracts. The distribution of poor married-couple families shows that census tracts in the Mattapan area and vicinity tend to be among the highest in number for the entire city. The following two maps shows the number of impoverished children (under 6 years of age), and the number of elderly (over 65 years of age) by census tracts in Boston. Again, the Mattapan area and vicinity contains a conglomeration of census tracts with the highest number of individuals in these groups in 1990. The next map shows that this area also contains census tracts that tend to be near the middle or the higher end in the number of vacant housing units that are not for sale or rent in 1998. And the last map indicates that this area of the city contains many census tracts that tend to be on the lower end of the estimated per capita income for 1998. In toto, these maps help to show the social and economic vulnerability of Mattapan and its vicinity in terms of the selected indicators.

