

Jackson Mann Housing with Public Assets Study

Final Report - April 2026
Updated May 2026



Executive Summary

Jackson Mann Housing with Public Assets Study

The City of Boston’s Public Facilities Department (PFD) seeks to complete a real estate analysis and test-fit study for the Jackson Mann sites located at 500 Cambridge Street and 40 Armington Street in Allston. This study builds on the Allston Boston Public Schools (BPS) Grades Pre-K through 6 test-fit study completed in March 2023, and the Boston Centers for Youth and Families (BCYF) Allston-Brighton programming and siting study completed in October 2023, both by Utile, Inc. in consultation with Landwise Advisors. This report is an addendum to the October 2023 study.

This study addendum is intended to test the financial and architectural viability of a “Housing with Public Assets” project. The existing structures would be demolished to make room for new buildings co-locating housing, a BCYF Community Center and, in some scenarios, a BPS Elementary School on the sites. The programming requirements for the community center and the elementary school were carried over from the two 2023 studies.

The findings of this study will help inform the land-use and zoning recommendations of the ongoing Allston-Brighton Community Plan.

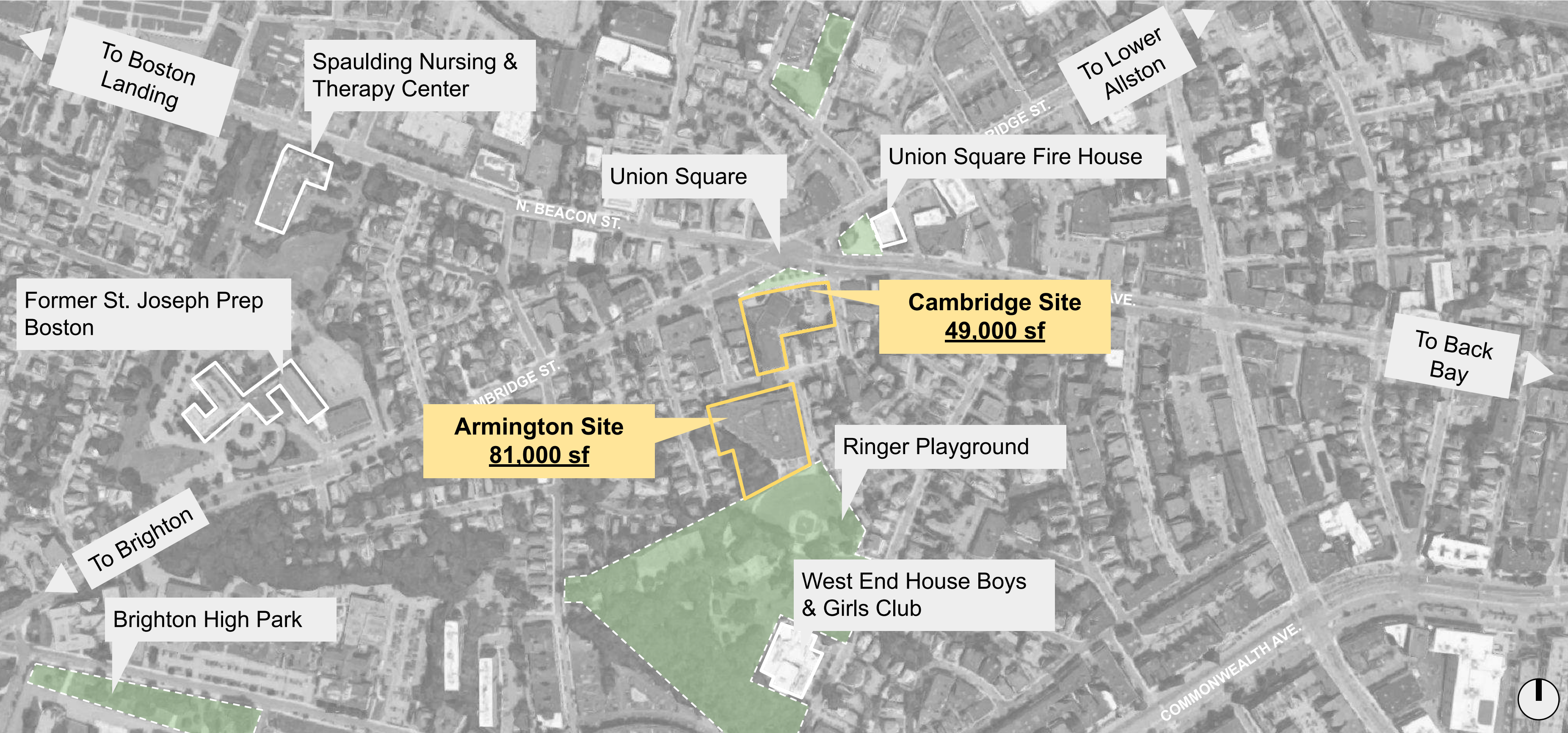
The goals of this study are as follows:

1. Test-fit the BCYF Allston-Brighton program and, in some scenarios, the BPS Elementary School onto the Jackson Mann site together with housing to identify scenarios that generate the greatest amount of financial subsidy for the community center from compatible private development, the quantity of affordable housing, and the best fit composition of housing and public programs.
2. Identify opportunities and challenges with housing development as it relates to the community center’s design needs, and identify requirements for any housing development to ensure the community center’s needs are met.
3. Provide high level cost estimates and real estate proformas for each of the scenarios.

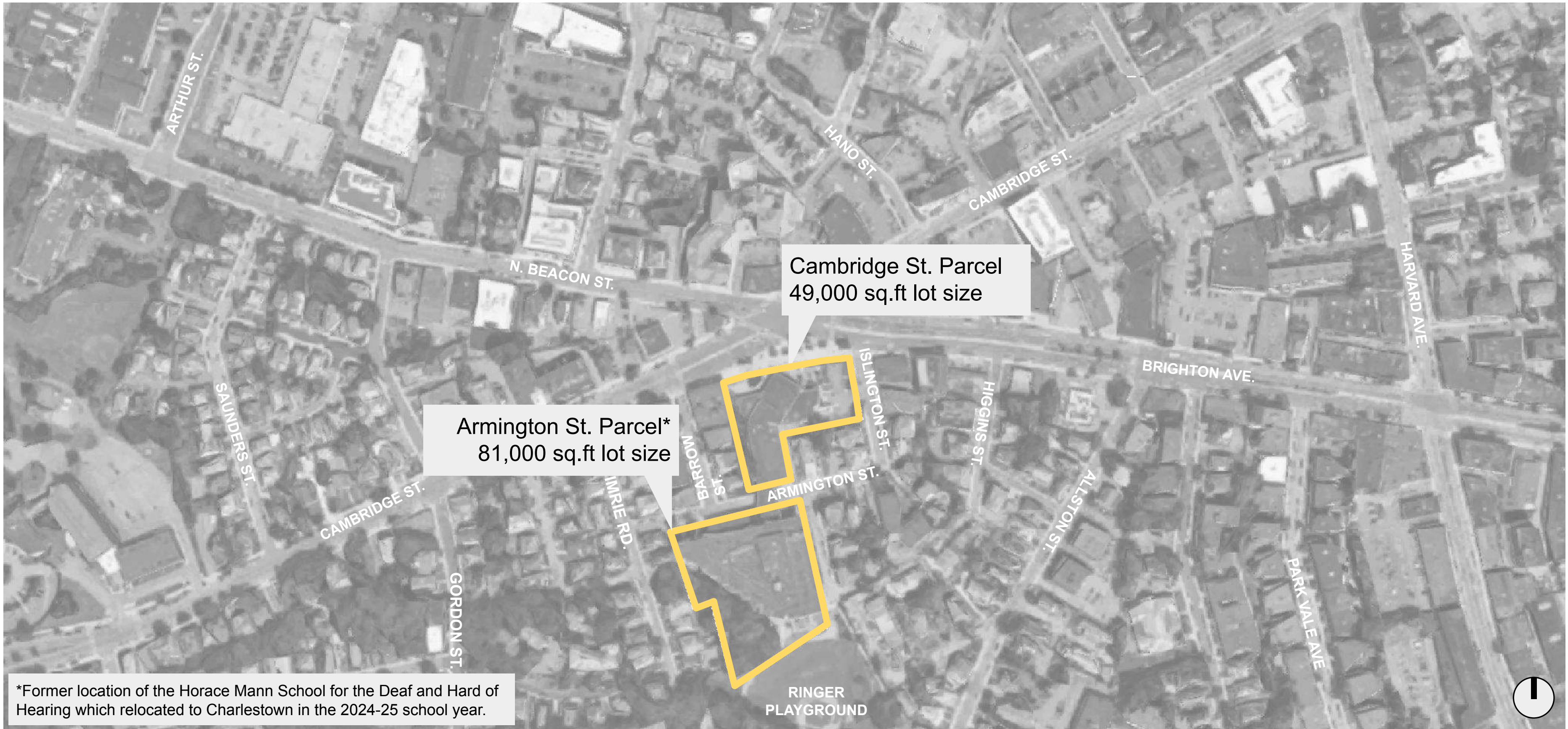
1. Neighborhood and Context

Site analysis of Union Square and a private development and land use market scan of Allston - Brighton.

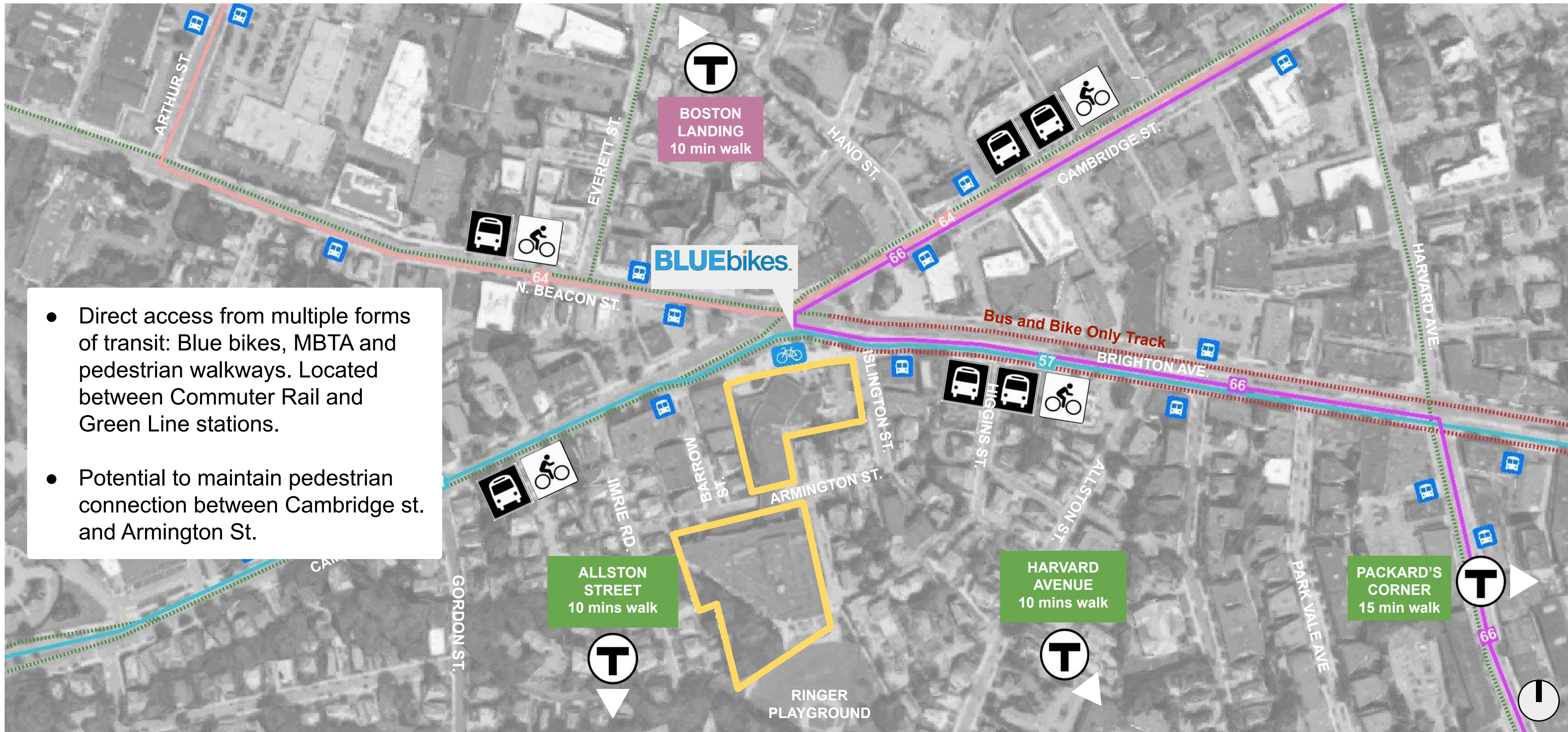
Union Square is an Important Crossroads of Allston-Brighton



Available Site Area



Transit Networks



- Direct access from multiple forms of transit: Blue bikes, MBTA and pedestrian walkways. Located between Commuter Rail and Green Line stations.
- Potential to maintain pedestrian connection between Cambridge st. and Armington St.

Open Space



- Street trees provide shade for pedestrians along the intersecting streets.
- Tree lined plaza provides opportunity for outdoor public activities.



Architectural Character - Union Square



Cambridge North



Cambridge East



Cambridge West



Cambridge South



Armington West



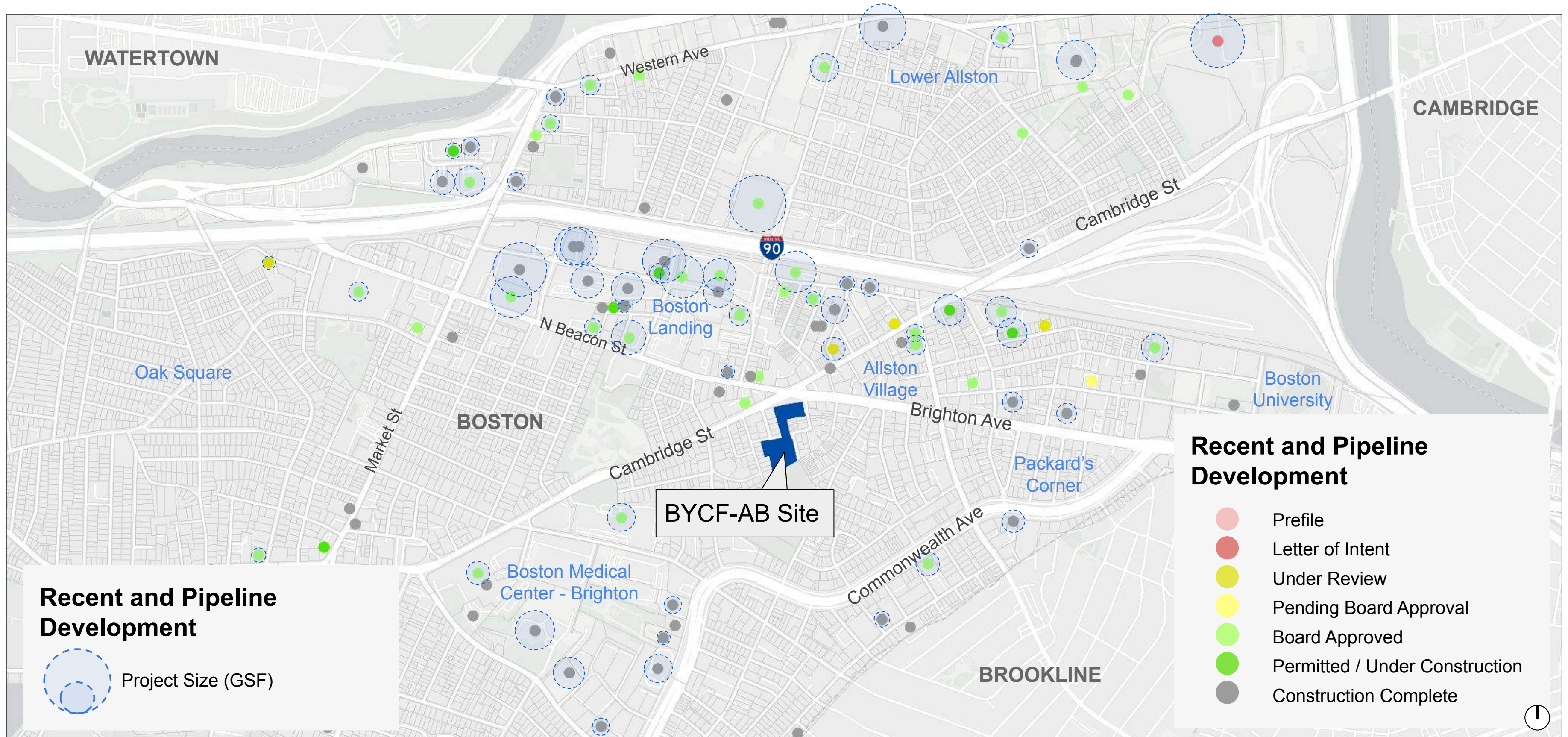
Armington North



Armington South

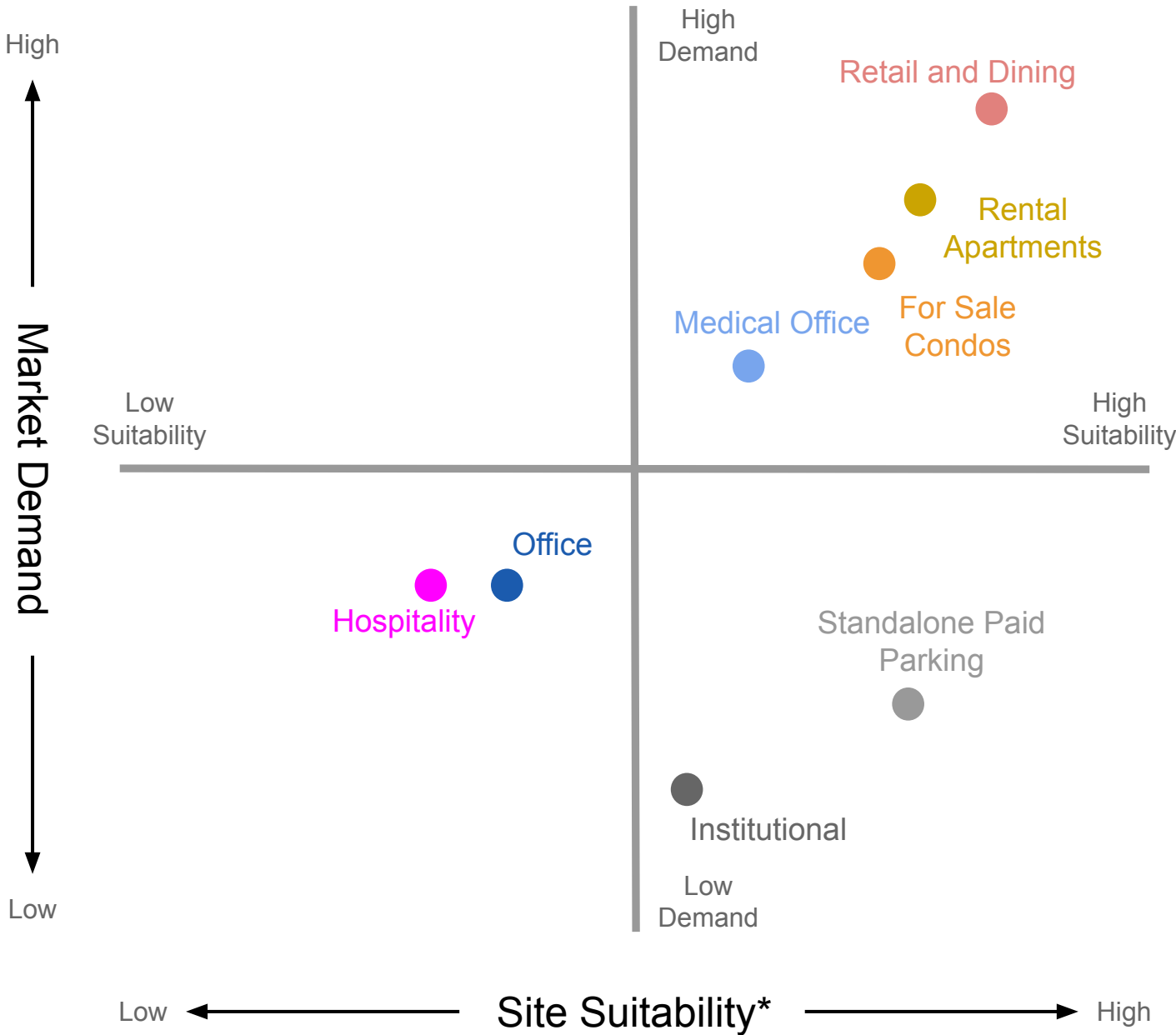


Allston - Brighton Private Development Context

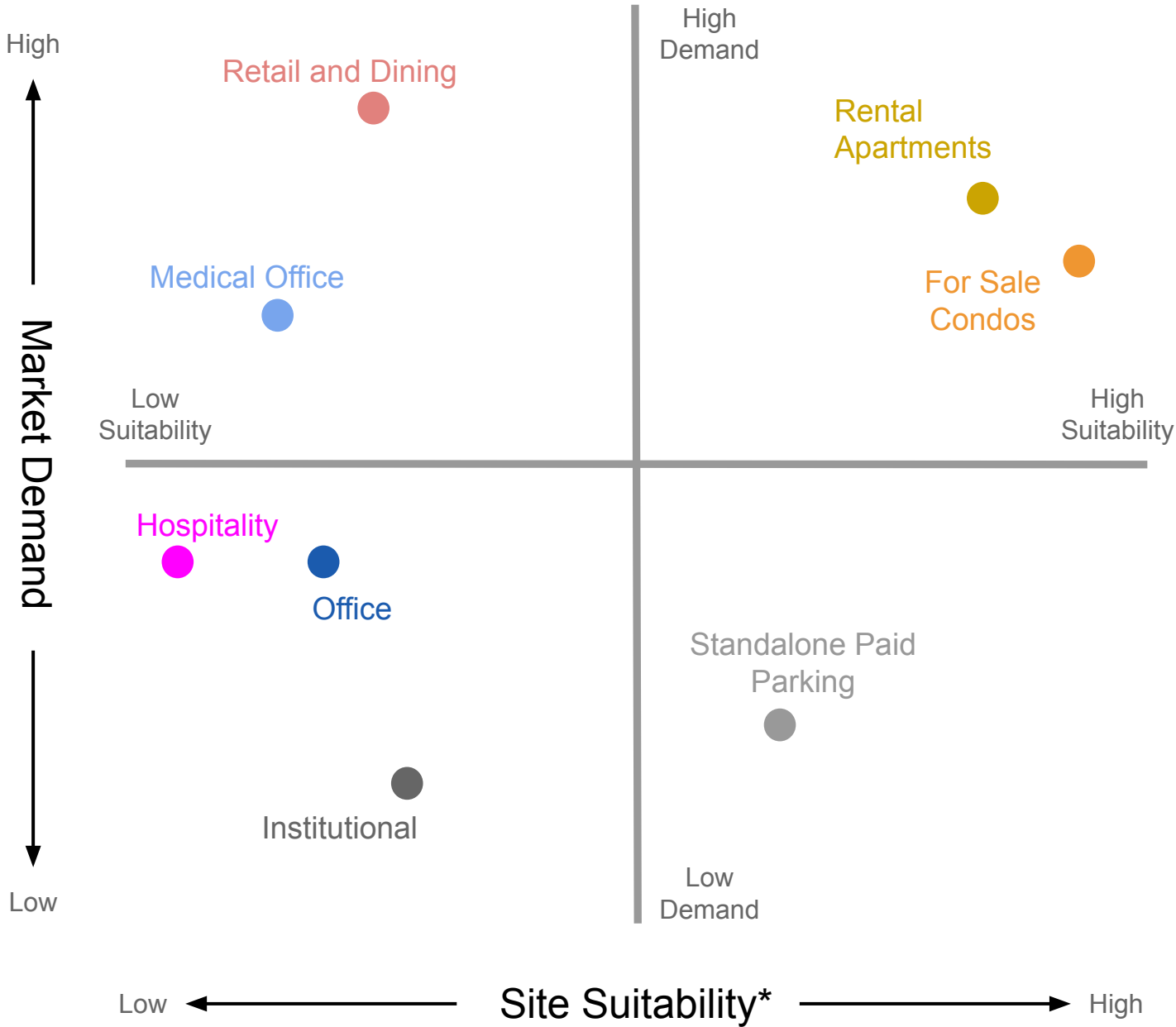


Private Development Land Uses

Cambridge Street Parcel



Armington Street Parcel

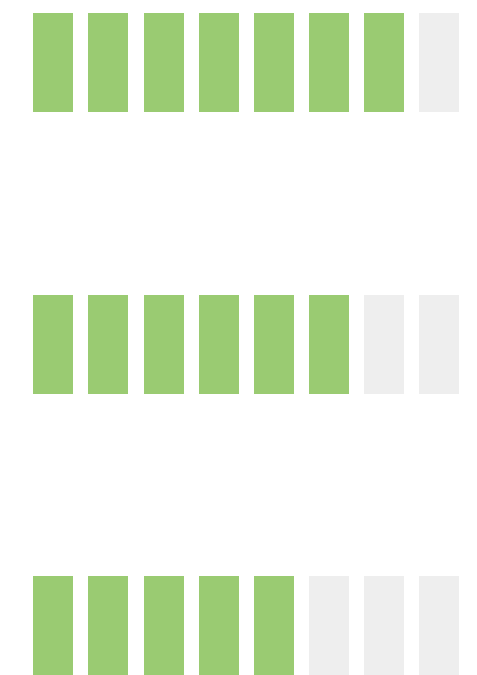


*Site suitability is estimated by how well these private uses complement, support and would benefit from nearby civic uses.

Private Development: Market Demand

- **Retail:** Demand for retail space is high in the Boston area, with a historically low vacancy rate of 2.6% as of Q2 2025 and rents are projected to grow above the long-term average. Retail demand in the urban core is increasingly experience-oriented, such as dining and entertainment.¹
- **Residential:** Demand for rental apartments remains high even with significant new inventory. Vacancy rates remain low, around 0.5% or less (August 2025), roughly in line with the Boston area as a whole. Uncertainty around international student enrollment poses a risk for future rental demand in this student-heavy area.² The neighborhood has lower homeownership rates than the City as a whole - 90% and 76.5% of Allston and Brighton residents respectively are renters.⁵
- **Medical Offices:** Some local brokers are bullish on medical office demand in the area, especially given proximity to Boston Medical Center Brighton. Medical spa demand may also be strong.

Demand Strength



Private Development: Market Demand









- **Offices:** The **Urban Ring West market in which Allston-Brighton is located has one of the strongest office markets in the Boston area**, with vacancy rates at 5.6% and strong positive net absorption as of Q2 2025. The **overall Boston office market is weak**, with vacancy rates at 17.7% and negative net absorption in the first half of 2025.² Broker conversations indicate that demand for Class A space in the Allston-Brighton area remains consistent, while lower-end office space is being converted to other uses.
- **Hotels and Hospitality:** **Boston's hotel market is undersupplied**, leading to high occupancy rates and consistent demand for new construction.⁴ However, **significant new inventory is coming online in Allston**, with two hotels currently under construction.
- **Standalone Paid Parking:** Demand in the area is driven by **events, dining, and entertainment** on evenings and weekends, with minimal commuter park-and-ride activity. Garages in Boston Landing provide **abundant supply** and charge **low rates**, dampening revenue potential unless additional parking-generating uses are added.
- **Institutional and Education:** **Demographic shifts and political headwinds are challenging higher education** and institutional uses are reliant on public funding. Small campuses have become available in Allston-Brighton in recent years which may be more attractive to institutional users than the subject site.

Demand Strength



Private Development: Civic Use Compatibility

How well could these private uses complement and support civic uses on the site?

Land Use	Compatibility	Opportunities	Challenges
Rental Apartments		Residents could benefit significantly from colocation with civic uses. Simpler to manage and maintain.	Affordable rentals may need subsidy. Does not facilitate homeownership. Potential for high parking needs.
For Sale Condos		Residents could benefit significantly from colocation with civic uses. Encourages homeownership and long-term residence in the neighborhood.	Creates complex management and maintenance issues. Potential for high parking needs. Likely cannot share a building or parcel with civic uses. Increasingly difficult to make affordable home ownership developments financially feasible.
Retail and Dining		Businesses could benefit from colocation with civic uses drawing foot traffic. Provides additional tax revenue	Need for ground floor street frontage on the Cambridge Street parcel could displace some civic uses.
Hospitality		Could provide higher tax revenue and support local business in the area.	Need for significant ground floor space for lobbies and other amenities. High parking demand.
Institutional		Strong synergy with civic uses. Could provide resources which bolster public education and recreation.	Tax revenue could be limited for nonprofit institutions. Space demands are uncertain depending on the precise use.
Office		Needs minimal ground floor frontage, allowing it to fit easily above civic uses.	Civic use could limit the available space for Class A office amenities, such as lobbies and green space.
Medical Office		Needs minimal ground floor frontage. Could benefit from colocation with school and recreation facilities.	Possible access and parking challenges for patients.
Paid Parking		Could improve access to civic facilities, especially for those with reduced mobility. Does not need ground floor frontage.	Creates an unwelcoming streetscape if not designed well and/or combined with active ground floor uses.

Private Development Land Uses: Key Takeaways

- **Planned private-market uses with public assets in Boston have thus far included housing and libraries** - the community center program is far larger in terms of its size and might similarly be replicated.
- **Experience-based retail or restaurant space would be a suitable use for the Cambridge Street Parcel.** Market demand for dining and entertainment space is strong. However, such uses demand ground floor street frontage that may displace civic use.
- **Both parcels are suitable for residential use.** Residents would benefit from being co-located with a public school or recreational facilities. Most demand in the student-heavy area is for rental apartments, but new for-sale condos could help facilitate homeownership opportunities.
- **Medical office opportunities may exist on the Cambridge Street parcel,** but market demand likely not as strong as retail and residential.
- **An institutional anchor** like a private school or higher education uses **could also support the site's civic uses, however many institutions are facing significant headwinds** and opting to lease space rather than acquire it.
- **A standalone paid parking garage is likely not viable** unless combined with uses that generate parking demand, such as market-rate residential, office, dining, or entertainment.

City of Boston - Housing with Public Assets Projects



West End Library
 119 apartments
 19,000 SF library

Fully income-restricted Affordable Housing

LEED & Passive House,
 All-electric

Status: In Design

Housing Developer: *Preservation of Affordable Housing (POAH) & Caste Capital*



Chinatown Library
 110 units (66 apartments & 44 condos)
 17,000 SF library

Fully income-restricted Affordable Housing

LEED Silver

Status: In Construction

Housing Developer: *Asian Community Development Corporation*



Dorchester Upham's Corner Library
 33 condos
 18,000 SF library

Fully income-restricted Affordable Housing

Zero Emissions Building (ZEB)
 Electricity & On-Site Solar

Status: In Design

Housing Developer: *Civico Development*

Allston-Brighton Community Plan



*Allston-Brighton Community Plan | Bostonplans.org

The ongoing Allston-Brighton Community Plan is a land-use plan focused on improving housing affordability, bettering access to open space, supporting arts and culture and improving transportation. This Housing with Public Assets study will help inform the final recommended zoning for Allston-Brighton.

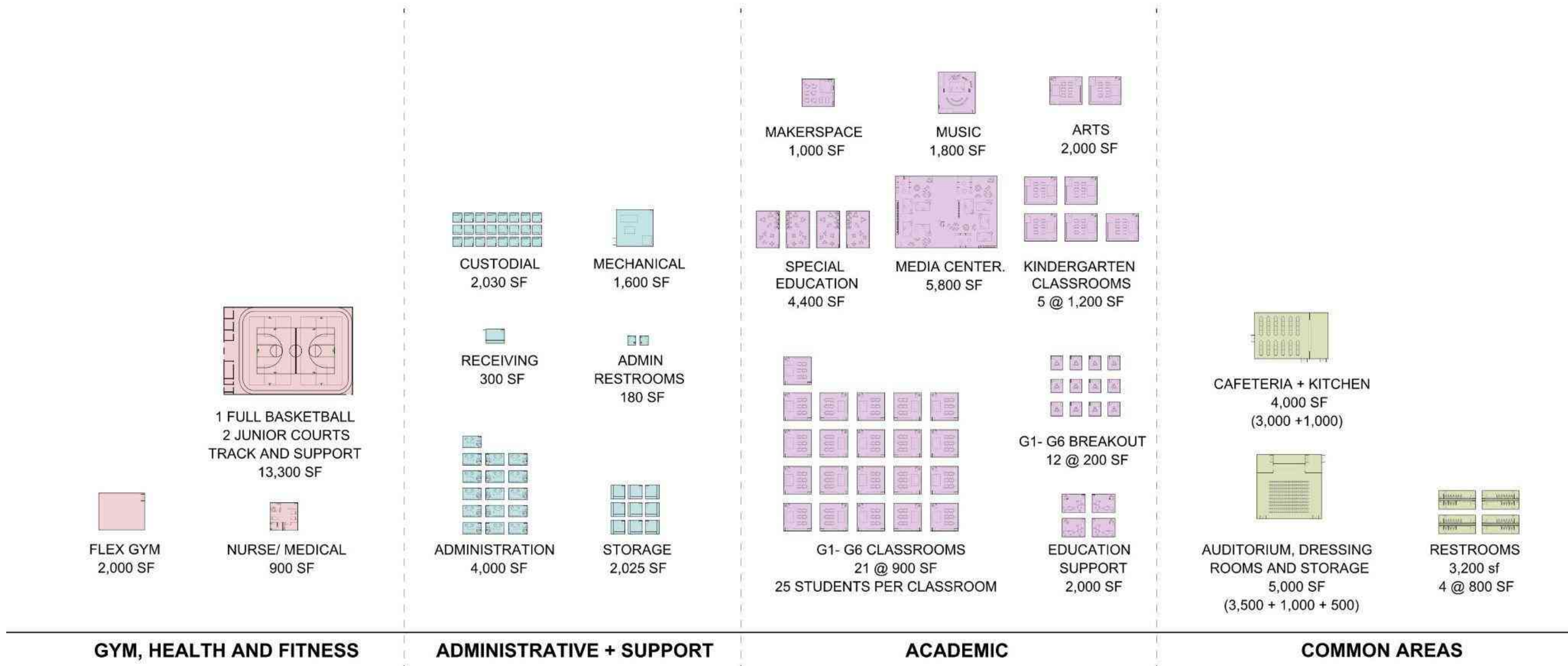
2. Public Facility Programs

In 2022-2023, the City of Boston conducted a PreK-6 and 7-12 School Design Study that established programming guidelines for elementary schools.

Also in 2023, the City commissioned a programming study for a new BCYF community center in Allston-Brighton. The goals and eventual outcomes of this study were the development of a prototype program, informed by community feedback, identification of possible sites, and community engagement on concept design test fits of the community center on the Cambridge and Armington parcels. The study team worked with BCYF to make some limited updates to the 2023 community center program based on feedback from the BCYF Grove Hall community center project team and the approved program from that project that is currently in construction.

Based on the programming guidelines for elementary schools and for a new BCYF in Allston-Brighton, the City also conducted a siting study in 2023 to understand the potential of siting a community center and 1-2 schools on the Cambridge and Armington parcels.

2023 Proposed K-6 School Program



K-6 School Program Recommendations

2023 Study: 600 Students
 2026 Study: 712 Students per recent BPS standards.

PROGRAM	IDEALIZED PROGRAM*K-G6				NOTES
	600				
	SQ.FT	QUANTITY	TOTAL SQ.FT	OCCUPANCY	
ADMIN + SUPPORT					
ADMINISTRATION	4,000	1	4,000		
CUSTODIAL + MAINTENANCE	2,030	5	2,030		
STORAGE	225	9	2,025		
MECHANICAL	1,600	1	1,600		
TOTAL			9,655		
ACADEMIC					
CLASSROOMS G1-6	900	21	18,900	25	
CLASSROOMS K	1,200	5	6,000		
BREAKOUT ROOMS	200	12	2,400		
MAKERSPACE	1,000	1	1,000		
SPECIAL ED.*	1,100	4	4,400		One per floor
ED. SUPPORT*	500	4	2,000		Two per floor
ART	1,000	2	2,000		
MUSIC	1,800	1	1,800		
MEDIA CENTER	5,800	1	5,800		
TOTAL			44,300		
GYM, HEALTH & FITNESS					
FLEX GYM	2,000	1	2,000		
GYM WITH BASKETBALL COURT	13,300	1	13,300		
NURSE/MEDICAL	450	2	900		
TOTAL			16,200		
COMMON AREAS					
RESTROOMS	800	4	3,200		Two per floor
CAFETERIA + KITCHEN	4,000	1	4,000		
AUDITORIUM	3,500	1	3,500		
DRESSING ROOM - REHEARSAL	1,000	1	1,000		
AUDITORIUM STORAGE	500	1	500		
TOTAL			12,200		
TOTAL NSF					
		79	82,355		
GROSSING FACTOR					
			40%		
TOTAL GSF					
			115,297		
SPACE PER STUDENT					
			192		

2023 BCYF Prototype Program

	Min. SF	Occupancy Max	Quantity	Total SF
Entry Lobby				
Vestibule	80	16	1	80
Reception Desk	100	2	1	100
Lobby	600	120	1	600
Storage	80	1	1	80
Vending	40	-	1	40
Entry Lobby NSF				900
Operations				
Office	340	7	2	680
Janitor	120	1	1	120
Trash/Recycling room	100	1	1	100
Outdoor maintenance storage	100	1	1	100
Storage	250	1	1	250
Mechanical / Tel-Data	1,500	1	1	1,500
Restroom/Storage	600	-	2	1,200
Laundry Room	80	2	1	80
Operations NSF				4,030
Community and Education				
Teen center	1,600	80	1	1,600
Youth classroom	1,000	50	1	1,000
Youth flex room	1,400	34	1	1,400
Adult education	900	25	2	1,800
Senior center	1,400	56	1	1,400
Community room	4,250	225	1	4,250
Community Kitchen	600	20	1	600
Community and Education NSF				12,050
Arts				
Tech Lab	1,000	30	1	1,000
Makerspace	1,000	30	1	1,000
Art room	900	45	1	900
Music room + Recording studios	750	20	1	750

	Min. SF	Occupancy Max	Quantity	Total SF
Arts NSF				3,650
Indoor sports and fitness				
Gym				-
Single court	7,280			
Double court	13,780			
Double + Multi court	16,510			-
Gym - Double court	13,300		1	13,300
Fitness Studios	2,000		1	2,000
Locker/showers	1,200		2	2,400
Indoor Sports and fitness NSF				17,700
Pool				
Pool				
Short course	7,000	300	1	7,000
Family pool	1,780	300	1	1,780
Long course	10,824			
Mechanical/storage	1,000		1	1,000
Pool NSF				9,780
Subtotal Program Areas				
Efficiency factor				70%
TOTAL BUILDING GSF				68,729
Outdoor space				
Entry Court / Gathering Space	1,500		1	1,500
Play space (optional, where site allows)	2,000		1	2,000
Rooftop open space				
Community garden plots	6,000			6,000
Hydroponics (40' x 8' shipping container)	320		1	320
Garden classroom			1	-
Parking	288		5	1,440
Outdoor Space NSF				11,260

Building program is 68,729 gross square feet

- Community & Education
- Arts
- Fitness & Sports
- Outdoor Spaces
- Operations

BCYF Program Comparison to Grove Hall Community Center

	Min. SF	Occupancy Max	Quantity	Total SF	GROVE HALL PROGRAM ACTUAL
Entry Lobby					
Vestibule	80	16	1	80	71
Reception Desk	100	2	1	100	
Lobby	600	120	1	600	941
Storage	80	1	1	80	
WC					54
Vending	40	-	1	40	
Entry Lobby NSF				900	1,066
Operations					
Office	340	7	2	680	700
Break room					164
Janitor	120	1	1	120	53
Trash/Recycling room	100	1	1	100	166
Outdoor maintenance storage	100	1	1	100	105
Storage	250	1	1	250	154
Mechanical / Tel-Data	1,500	1	1	1,500	1,500
Restroom	600	-	2	1,200	860
Laundry Room	80	2	1	80	21
Operations NSF				4,030	3,723
Community and Education					
Teen center	1,600	80	1	1,600	1,639
Storage					62
Youth classroom	1,000	50	1	1,000	
Youth flex room/ Multipurpose rm	1,400	34	1	1,400	1,154
Storage					40
Adult education	900	25	2	1,800	
Senior center	1,400	56	1	1,400	1,043
Senior staff office					63
Community room	4,250	225	1	4,250	673
Community Kitchen/ Teaching Kitchen	600	20	1	600	586
Community and Education NSF				12,050	5,260
Arts					
Tech Lab	1,000	30	1	1,000	872
Workshop					588
Makerspace	1,000	30	1	1,000	743
Art room	900	25	1	900	826

	Min. SF	Occupancy Max	Quantity	Total SF	GROVE HALL PROGRAM ACTUAL
Music room + Recording studios	750	20	1	750	
Arts NSF				3,650	3,029
Indoor sports and fitness					
Gym				-	
Single court	7,280				
Double court	13,780				
Double + Multi court	16,510			-	
Gym Vestibule					300
Gym - Double court	13,300		1	13,300	9,570
Storage					525
Athletic staff office					172
Fitness Studios	2,000		1	2,000	1,576
Cardio/weights					
Fitness room					
Locker/showers	1,200		2	2,400	1,500
Single user Showers and changing rooms					166
Indoor Sports and fitness NSF				17,700	13,809
Pool					
Pool					
Short course	7,000	300	1	7,000	
5 Lane short course pool w. accessible ramp					6,125
Long course	10,824			-	
Family pool	1,780	300	1	1,780	
Mechanical/storage	1,000		1	1,000	697
Pool NSF				9,780	6,822
Subtotal Program Areas					
Efficiency factor				70%	80%
TOTAL BUILDING GSF				68,729	42,401

	Min. SF	Occupancy Max	Quantity	Total SF	GROVE HALL PROGRAM ACTUAL
Outdoor space					
Entry Court / Gathering Space	1,500		1	1,500	1,568
Play space (optional, where site allows)	2,000		1	2,000	817
Rooftop open space				-	
Community garden plots	6,000			6,000	
Hydroponics (40' x 8' shipping container)	320		1	320	
Garden classroom				-	
Parking	288		5	1,440	1,410
Outdoor Space NSF				11,260	3,795

Informed by Grove Hall Community Center SF's

**text in red indicates Grove Hall program that was not in the 2023 AB Study.*

3. Test-Fits and Proformas

Spatial feasibility studies of various combinations of housing and the public programs; K-6 School and BCYF Community Center, outlined in the previous section on the Cambridge St. and Armington St. parcels.

Final Public Program Sizes for Study

Program Size Assumptions

BCYF Program (2026 Update)

- Pool options: 2 Pools, 1 Pool or No pool
- Flexible classrooms instead of dedicated adult ed. classrooms
- Community room with rehearsal capabilities - not a full theater
- **2 Pools - 58,836 SF**
- **1 Pool - 57,005 SF**
- **No pool - 42,685 SF**

K-6 Community Hub School Program (2023 Study)

- 712 student enrollment
- Community Hub School - *included additional sf*

COMMUNITY HUB SCHOOLS	sq.ft	qty	sq.ft
FAMILY LOUNGE/ COMMUNITY	700	1	700
CONFERENCE/ TEACHING SPACE	500	1	500
NOURISHMENT ALCOVE	30	1	30
FOOD/ CLOTHING PANTRY	700	1	700
STORAGE	75	1	75
HUB SCHOOL COORDINATOR	150	1	150
SMALL GROUP CONFERENCE RM	100	1	100
LARGE GROUP RM	250	2	500
LAUNDRY	75	1	75
ALL GENDER RESTROOMX. SHOWER	80	1	80
TOTAL			2,210

- **Total GSF - 121,095 SF**

The 1 pool BCYF program and 712 student enrollment school program were used in the public program testfits in this study

Final Housing Mix and Sizes for Study

Unit Mix Targets

Affordable Mix (Rental)

The affordable unit mix percentages and sizes below are determined by typical funding source / subsidy requirements.

AFFORDABLE RENTAL UNITS		
Bedroom / Bathroom	Target%	SF
Studio	0%	-
1 Bed / 1 Bath	35%	600 - 650
2 Bed / 1 Bath	55%	750 - 800
3 Bed / 2 Bath	10%	1000

Market Rate Mix (Rental)

The market rate unit mix and sizes below reflect a typical market rate development target in the Boston area.

MARKET RATE RENTAL UNITS		
Bedroom / Bathroom	Target%	SF
Studio	35%	450 - 500
1 Bed / 1 Bath	35%	625 - 675
2 Bed / 1 Bath	30%	626 - 675
3 Bed / 2 Bath	0%	-

Note: The City of Boston encourages the development of 3+ Bedroom units wherever feasible.

The affordable and market rate unit mixes outlined above were used in the housing test-fits in this study.

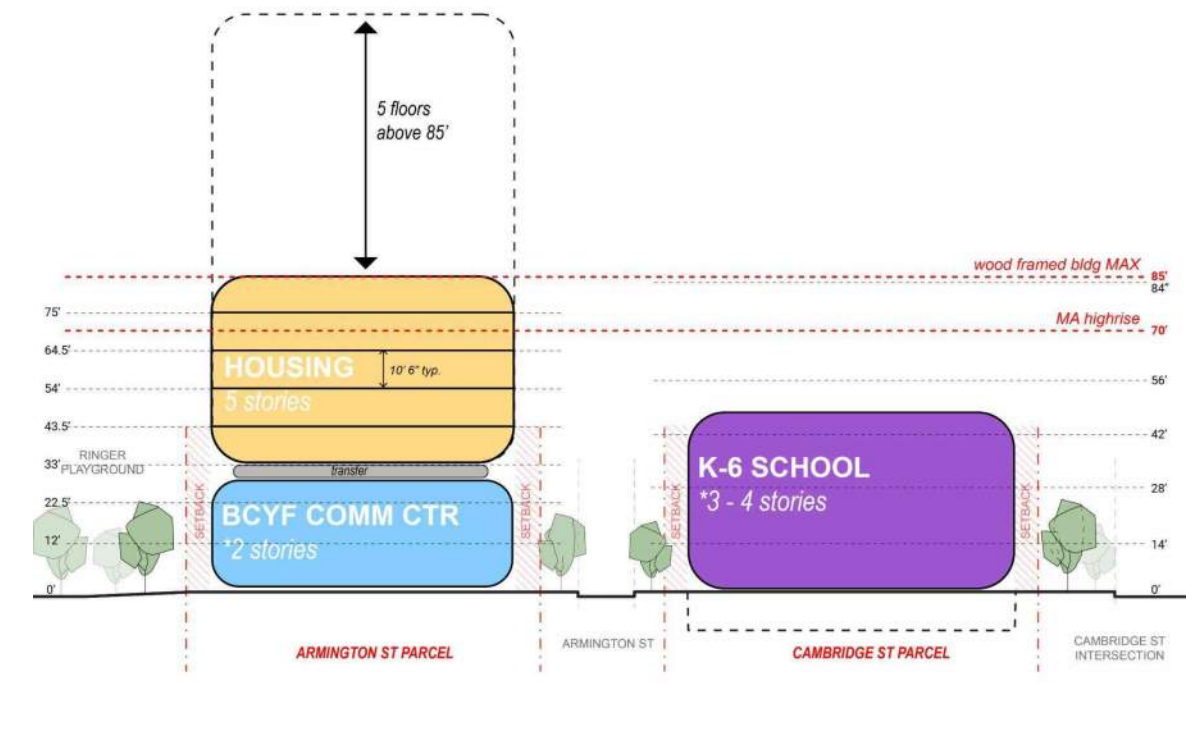
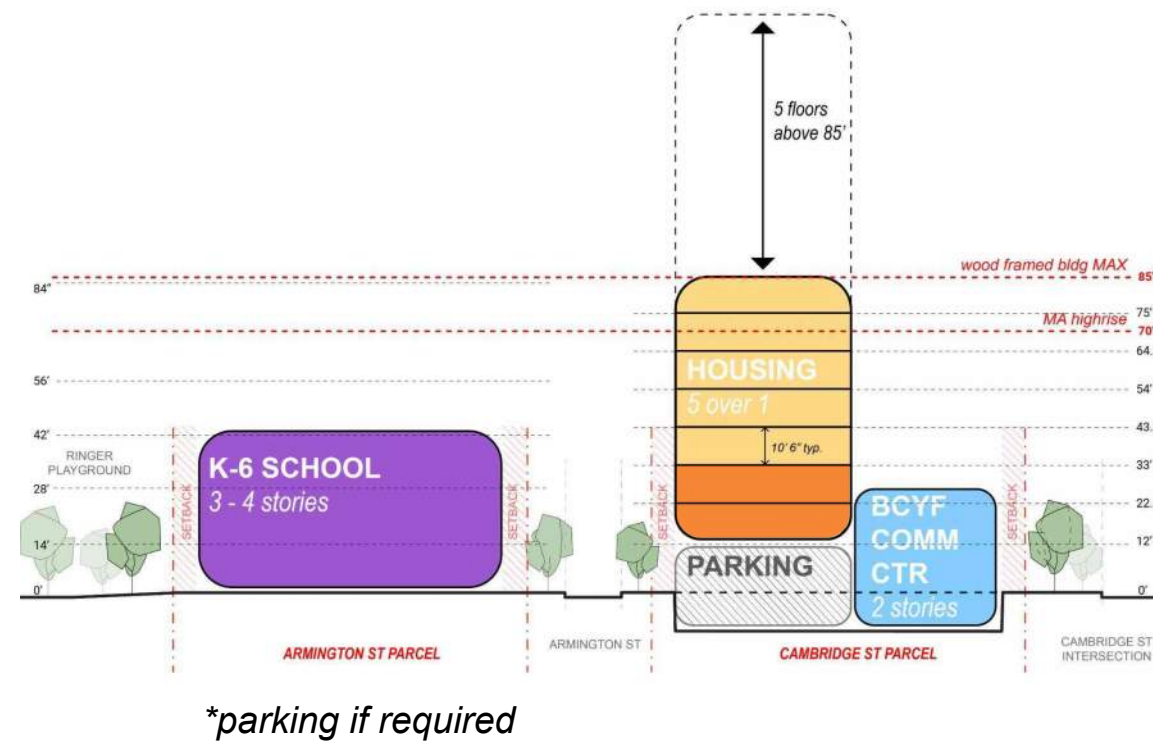
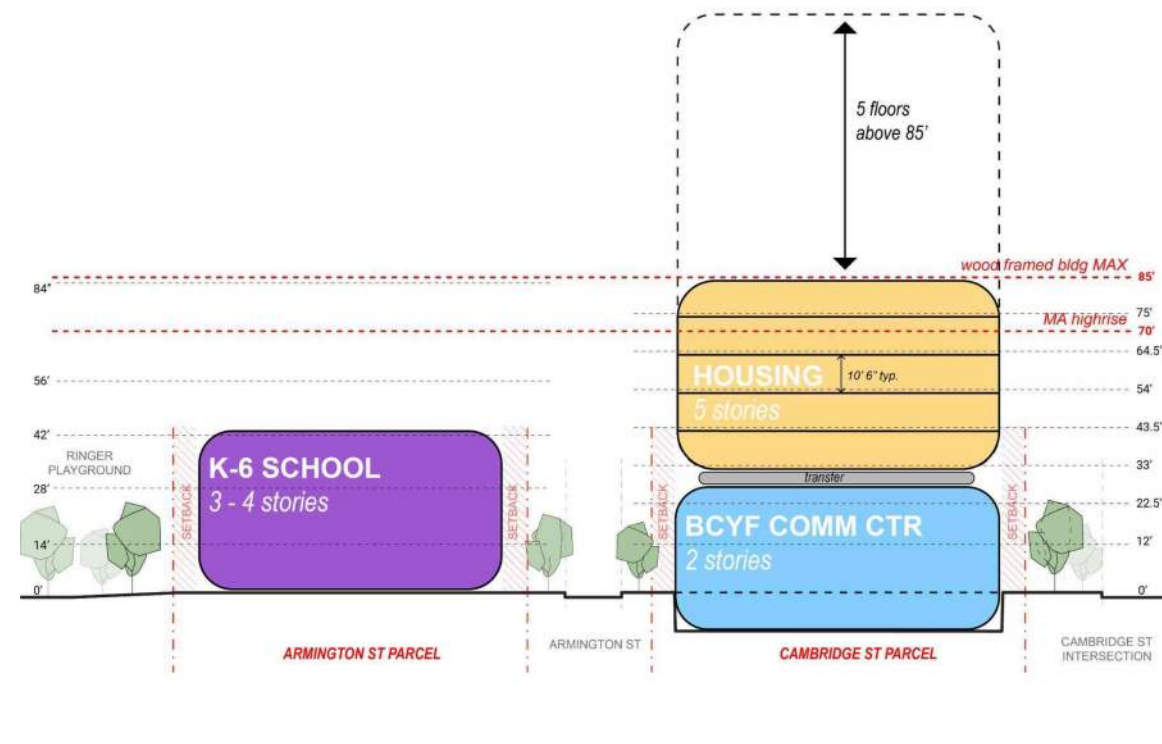
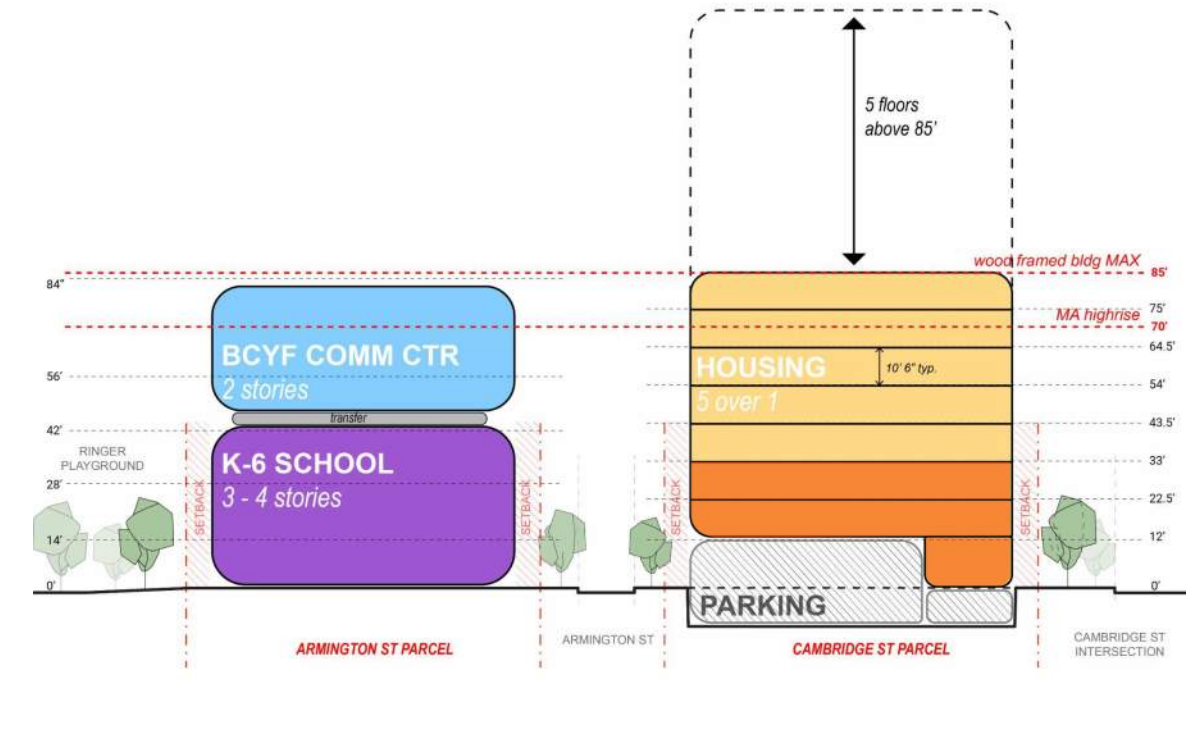
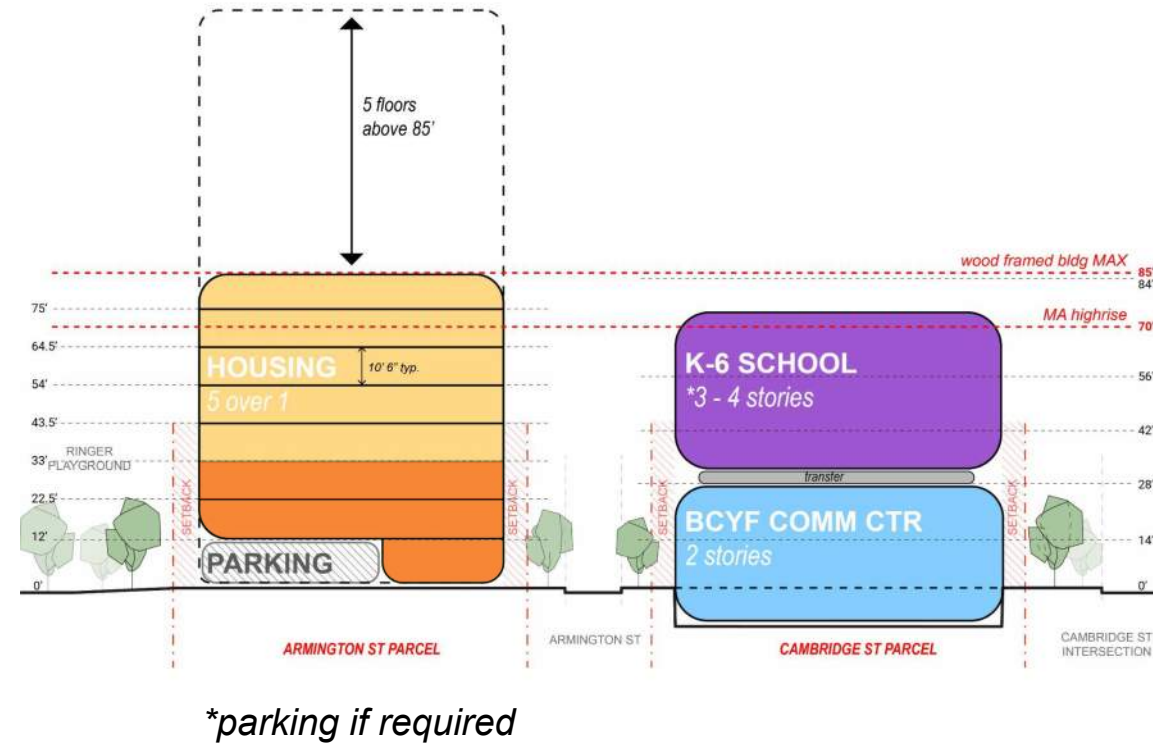
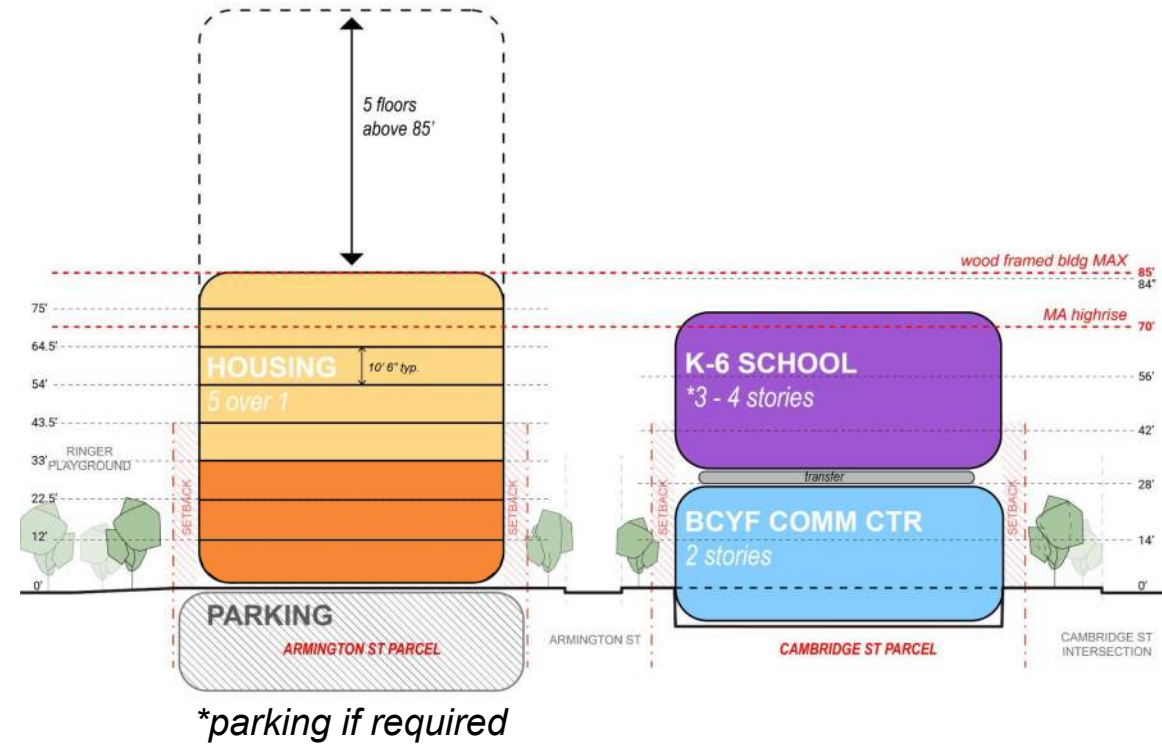
Initial Program Stacking Studies

Initial Study Options

Stacked public programs and Housing over BCYF

Key

- B BCYF
- H(a) Housing - Affordable
- K6 K-6 BPS SCHOOL
- H(m) Housing - Market Rate



Note: The different tones in the housing blocks represent 5 over 1 mid-rise construction.

Initial Study Options

Housing over K-6 and Housing on both sites

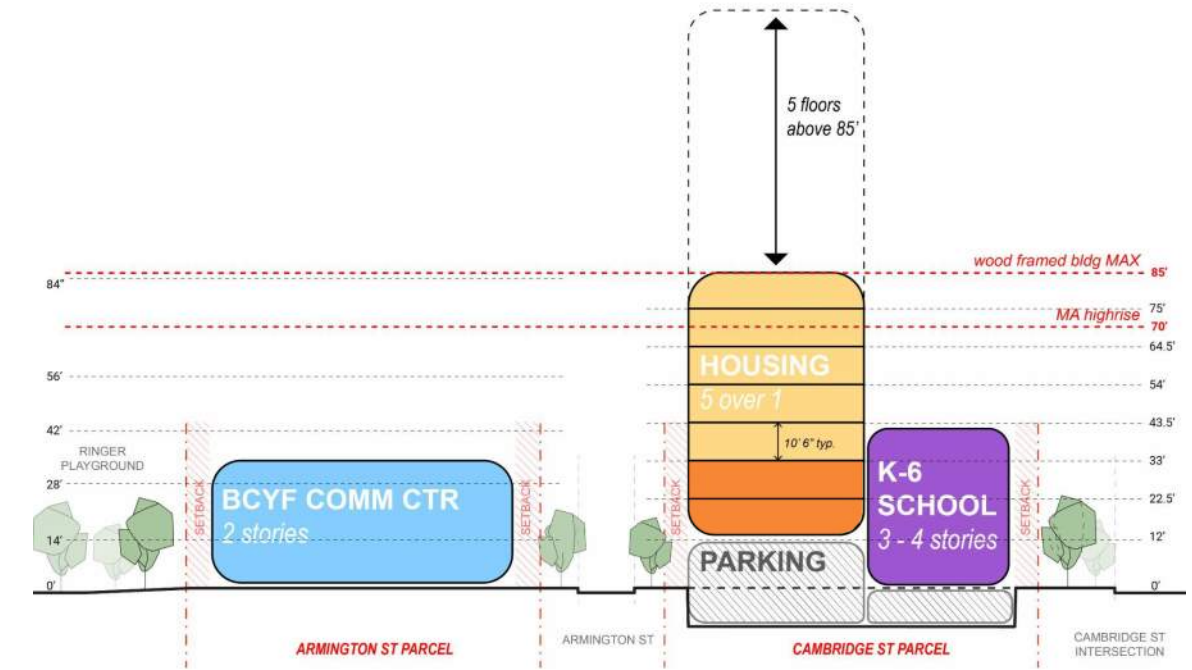
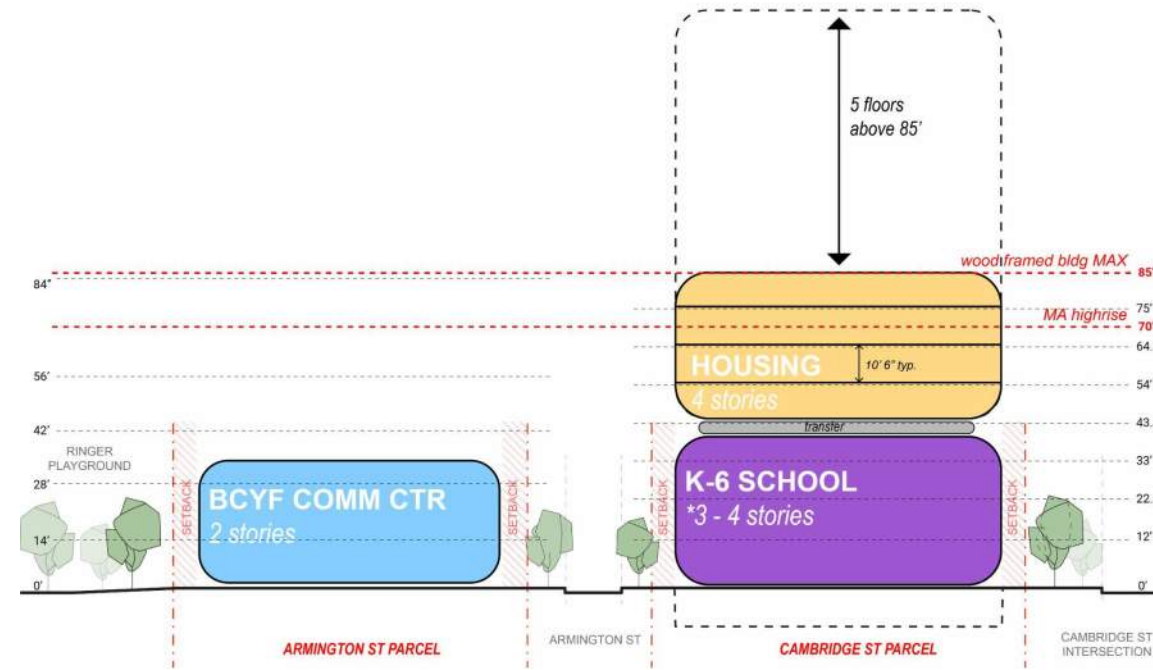
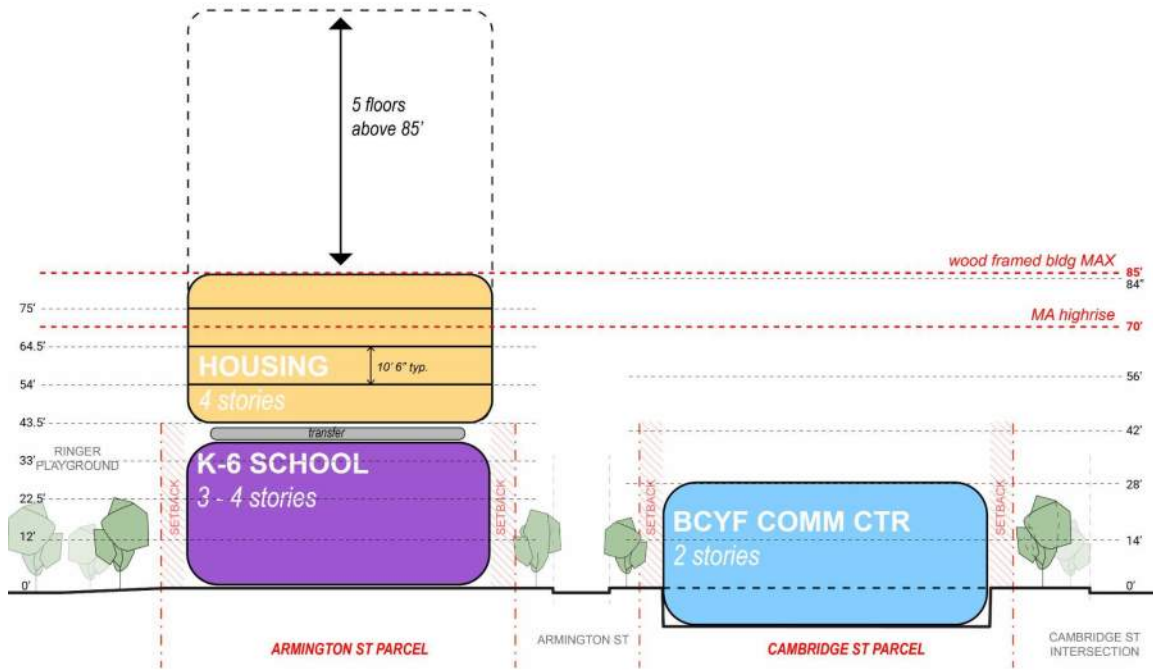
Key

B BCYF

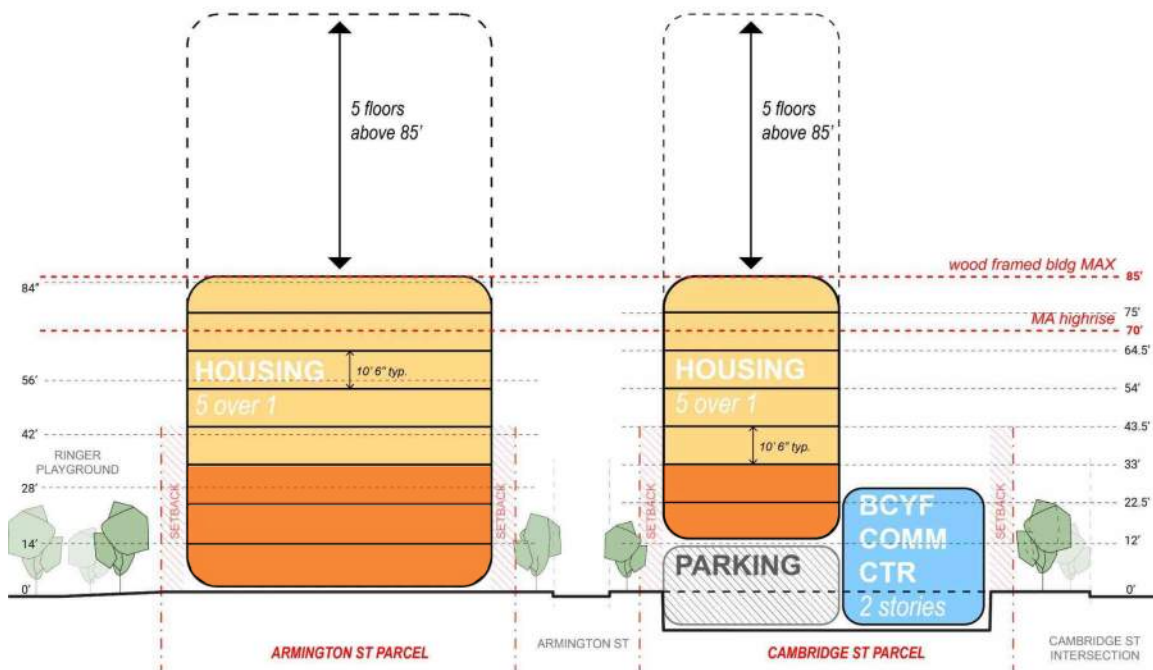
K6 K-6 BPS SCHOOL

H(a) Housing - Affordable

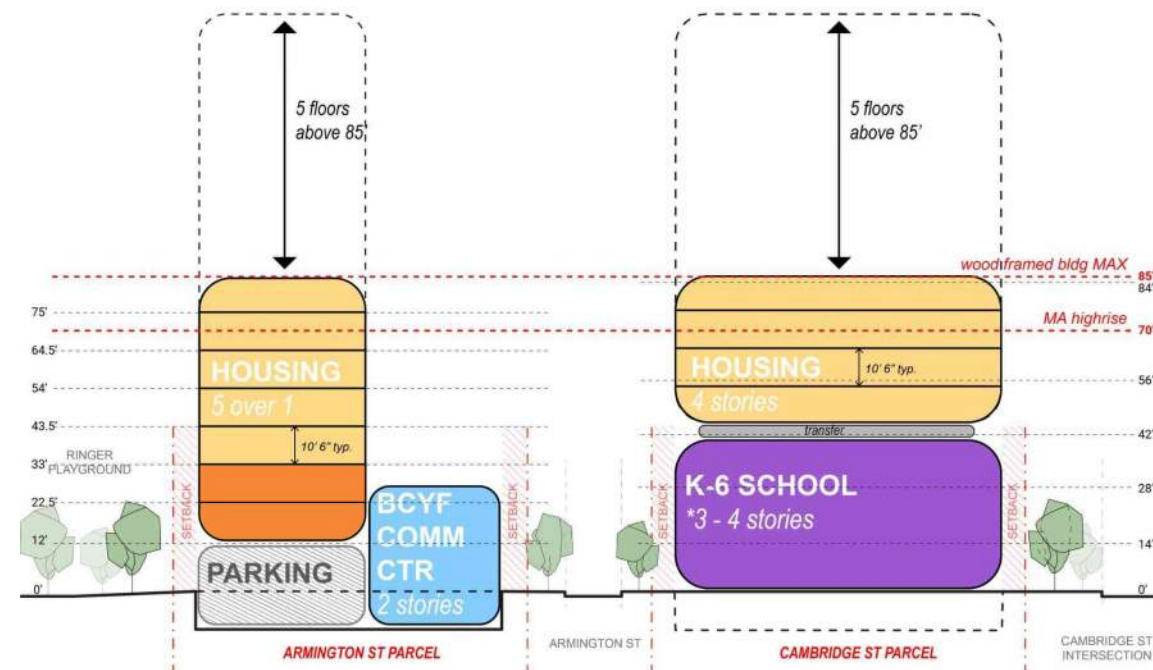
H(m) Housing - Market Rate



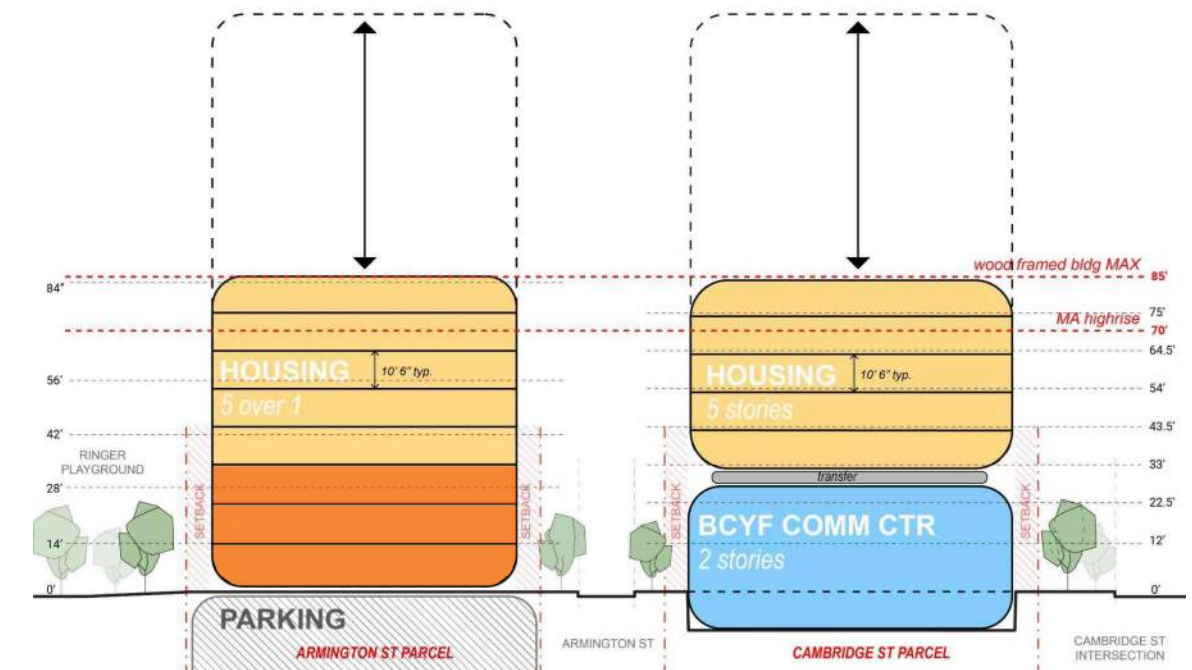
*parking if required



*parking if required



*parking if required



*parking if required

Note: The different tones in the housing blocks represent 5 over 1 mid-rise construction.

Initial Study Options: Key Takeaways

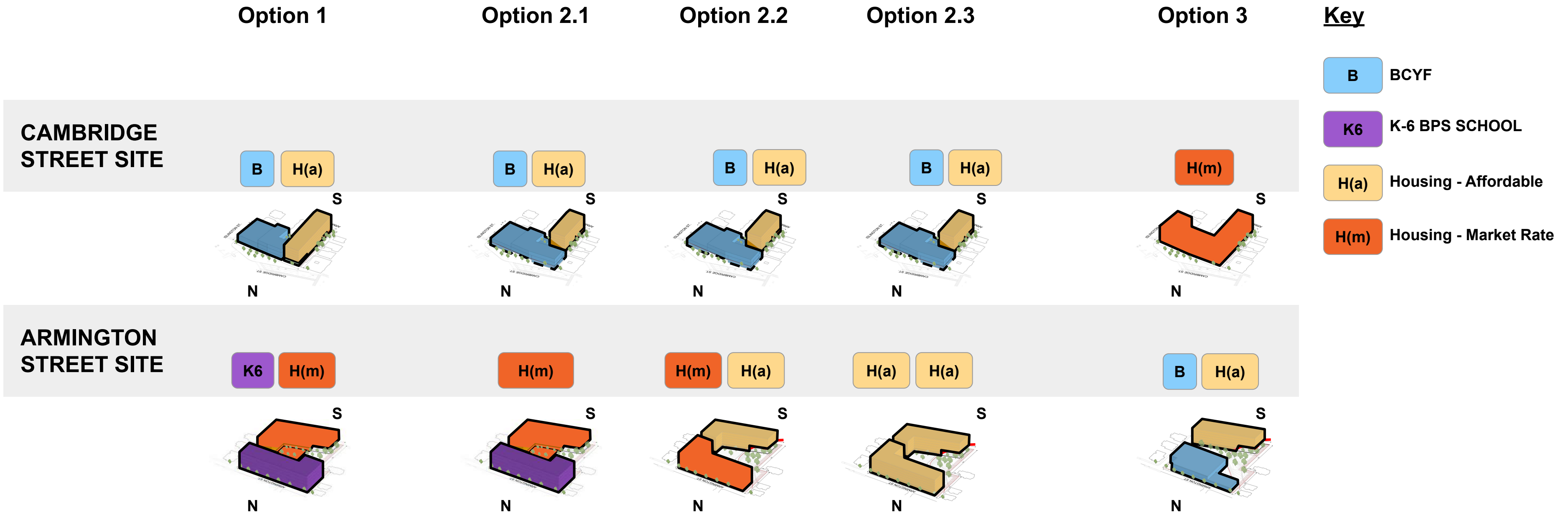
1. Stacking dissimilar programs on top of one another proved infeasible.
 - Introducing housing above the large open spaces of the BCYF and BPS buildings (for example the gymnasium, swimming pool and cafeteria) required significant, expensive and ultimately infeasible structural solutions.
 - Stacking market-rate housing and subsized affordable housing proved financially complex and infeasible for this study.
2. BCYF and BPS buildings need separate and distinct entrances.
3. BCYF would prefer to be situated on the Cambridge St. parcel due to visibility and accessibility to the public spaces at Union Square.
4. The Armington St. parcel was better suited for the K-6 school due to bus queuing during student pick up and drop off. This would avoid congestion on Cambridge St.
5. The proximity to Ringer playground favored housing and BPS buildings on the Armington St. parcel.
6. Three scenarios were selected for further study:
 - Option 1: Incorporate BCYF, BPS and affordable housing on the two sites. Prioritize affordable housing and a slightly smaller BCYF with no swimming pool.
 - Option 2: Prioritize the full BCYF program with a swimming pool on Cambridge St. and test a mix of BPS, affordable housing and market-rate housing.
 - Option 3: Prioritize market-rate housing and retail on Cambridge St. to maximize the potential subsidy and incorporate the full BCYF program and affordable housing on Armington St.

Financial Feasibility Review

After multiple testfit and financial feasibility iterations, the study team developed a series of development options.

Testfit Options

Program Layouts



Housing Development Costs Comparison

Finding a High and Low Range Cost Basis for the Proformas

Cost Estimate: Housing on Armington St. Parcel (Option 2.3) (this represents the high cost range)

		132,000sf	\$/sf	138 units
Total Trade Cost		\$60,686,362.00	\$459.75	
Sitework & Landscape	-	\$2,565,034.00		
Design Contingency	15.0%	\$9,487,709.40		
General Conditions, General Requirements	8.0%	\$5,819,128.43		
Bonds and Insurances	2.0%	\$1,454,782.11		
OH + P	4.5%	\$3,600,585.72		
Subtotal		\$83,613,601.66		
Escalation at 4.0%/yr to Spring 2027	5.0%	\$4,180,680.08		
				\$/unit
Total Estimated Construction Cost		\$87,794,281.74	\$665.11	\$636,190.45

Cost Estimate: Comparable Housing on a Nearby Site (this represents the low cost range)

		122,692sf	\$/sf	96 units
Total Trade Cost		\$37,354,074.00	\$304.45	
Sitework & Landscape	-	\$5,515,697.00		
Design Contingency	0.0%	\$0.00		
General Conditions, General Requirements	8.4%	\$3,610,506.00		
Bonds and Insurances	1.4%	\$650,723.88		
OH + P	4.5%	\$2,120,895.04		
Subtotal		\$49,251,895.92		
Escalation at 4.0%/yr to Spring 2027	0.0%	\$0.00		
				\$/unit
Total Estimated Construction Cost		\$49,251,895.92	\$401.43	\$513,040.58

Due to the limited and conceptual level of detail developed for the housing options in this study, the cost estimates incorporate a number of contingencies that represent an expected high cost range. Cost estimate information from a comparable housing project on a nearby confidential site provides a low cost range data point. The resulting expected cost range is between \$636,000 and \$513,000 per unit or \$665 to \$400 per square foot.

Financial Modeling Assumptions

Revenue

Residential	
Studio Rent, Market Rate	\$2,950 per month
1BR Rent, Market Rate	\$3,150 per month
2BR Rent, Market Rate	\$3,600 per month
Retail and Parking	
Retail Rent, Cambridge St*	\$75 / SF / year
Parking, Long-term	\$250 per month
Parking, Short-term	\$40 per day

Construction Costs

Hard Costs	
Wood Construction	Low Cost Scenario: \$400 per SF High Cost Scenario: \$665 per SF
Podium Parking	\$40,000 per space
Garage Parking	\$90,000 per space
Civic Construction Costs**	
BCYF	\$1,550-\$1,710 per SF
School	\$1,300 per SF
Other Costs	
Soft Costs	17.5% of hard costs <i>Affordable housing:</i> 30% of hard costs
Construction Contingency	5% of hard costs

Cap Rate

4.5%

Operating Costs

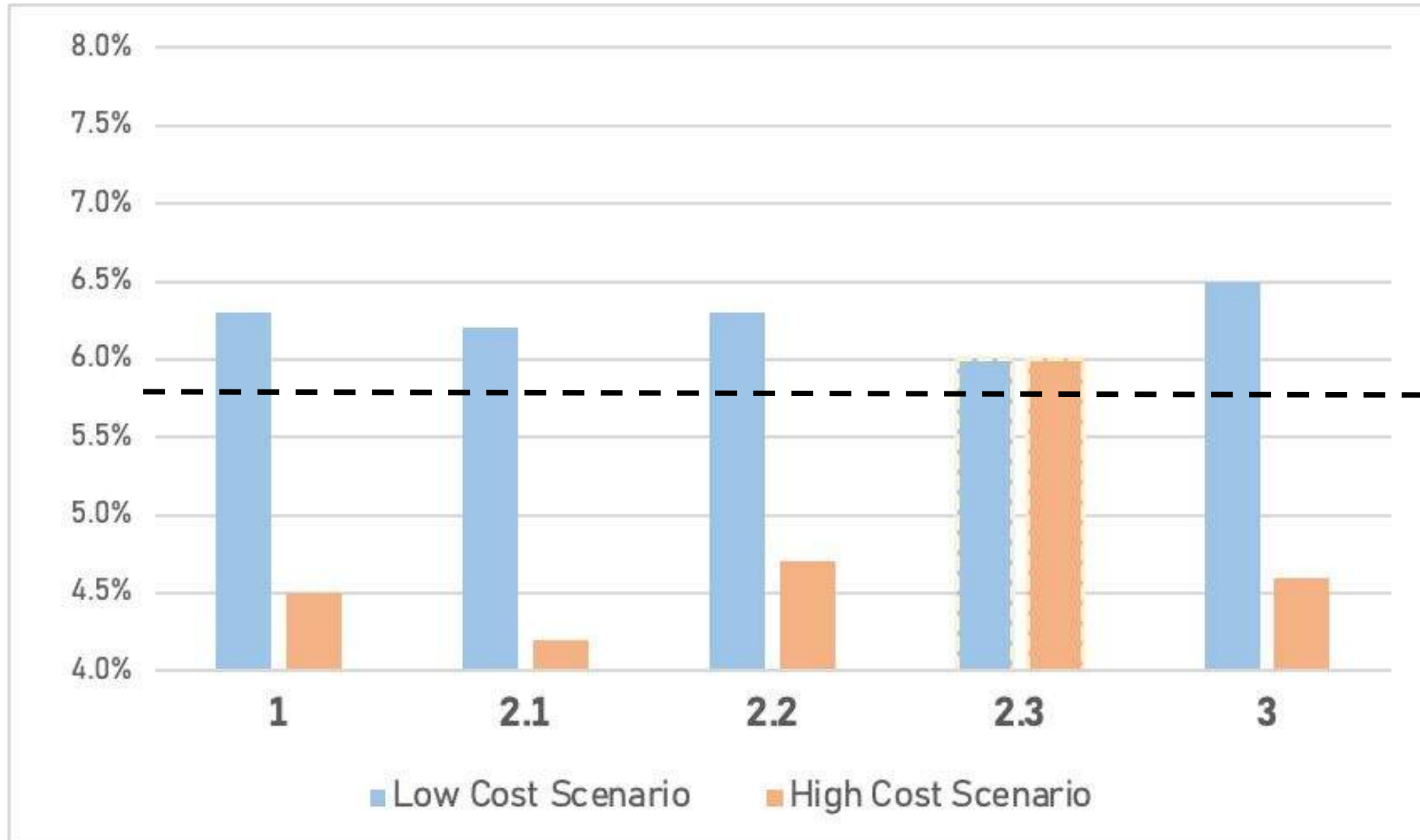
Residential	
Opex, CI, and Taxes	22.5% of revenue
Market Rate Vacancy	5%
Affordable Vacancy	3%
Retail	
Retail Opex, CI, and Taxes	2.5% of revenue
Retail Vacancy	10%

*Retail rents are triple-net

**Civic construction costs are all-in costs

Financial Feasibility

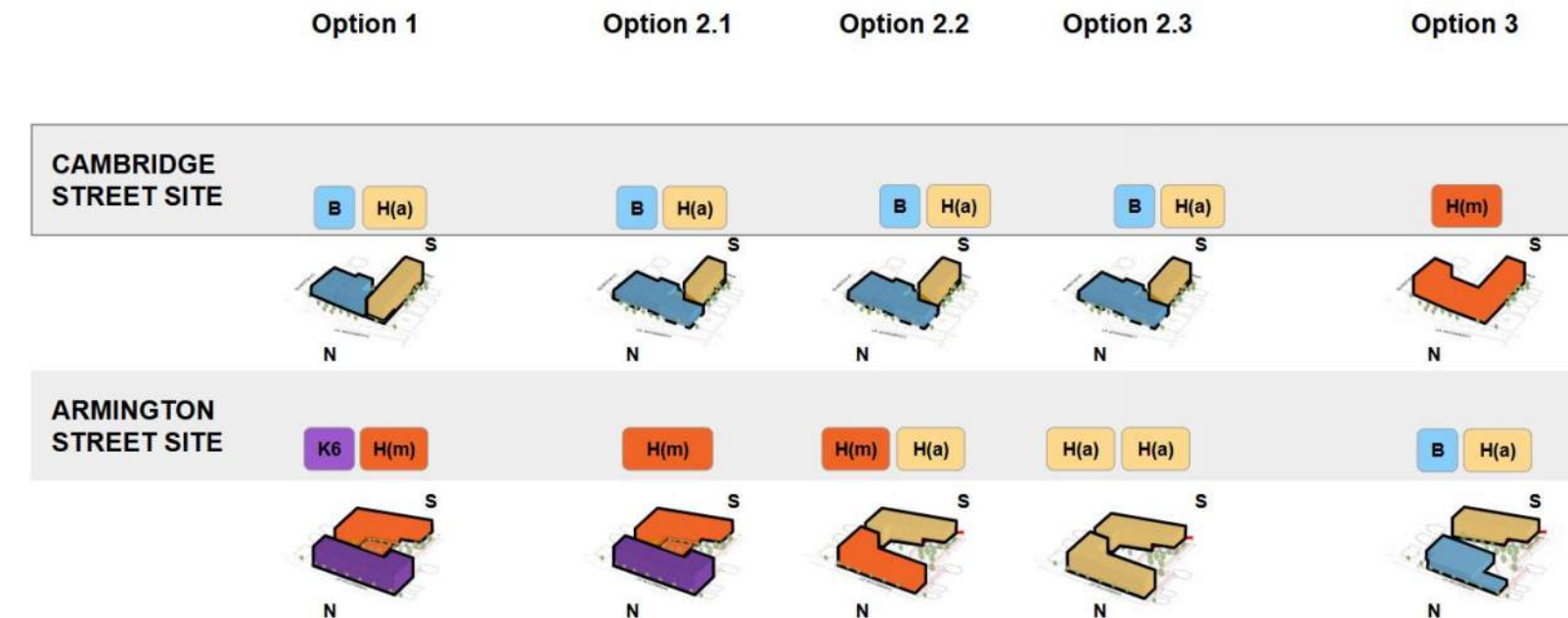
Return on Cost



*Assumes that any funding gap for affordable housing is covered by LIHTC equity and state and city sources

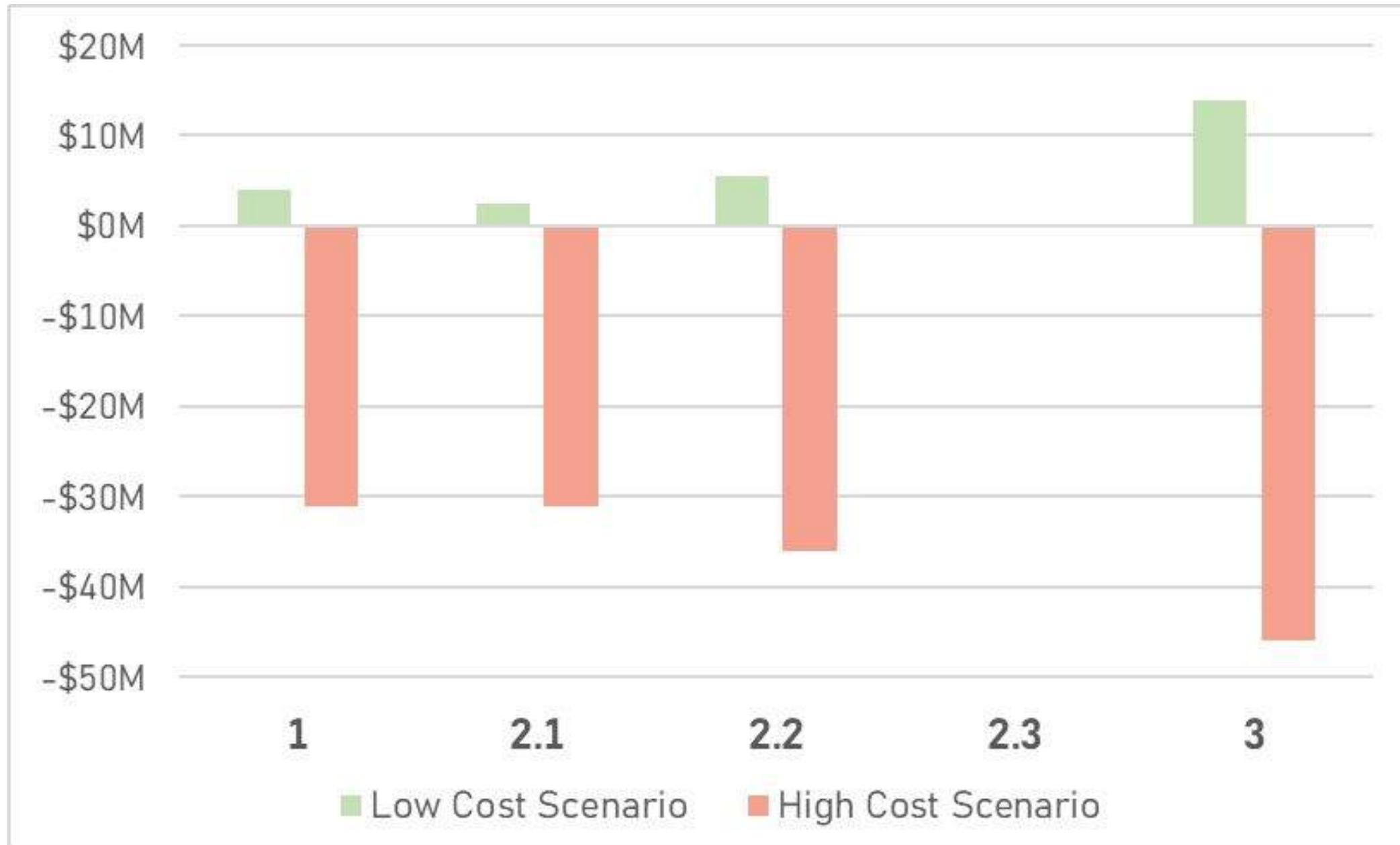
Key Takeaways

- In the **low cost scenario**, all market rate components are feasible, with a return on cost of at least 6%
- In the **high cost scenario**, no market rate uses are feasible. Only heavily subsidized affordable housing is possible
- Scenario 2.3 is set to a return on cost of 6% after the necessary subsidy is provided



Market Uses

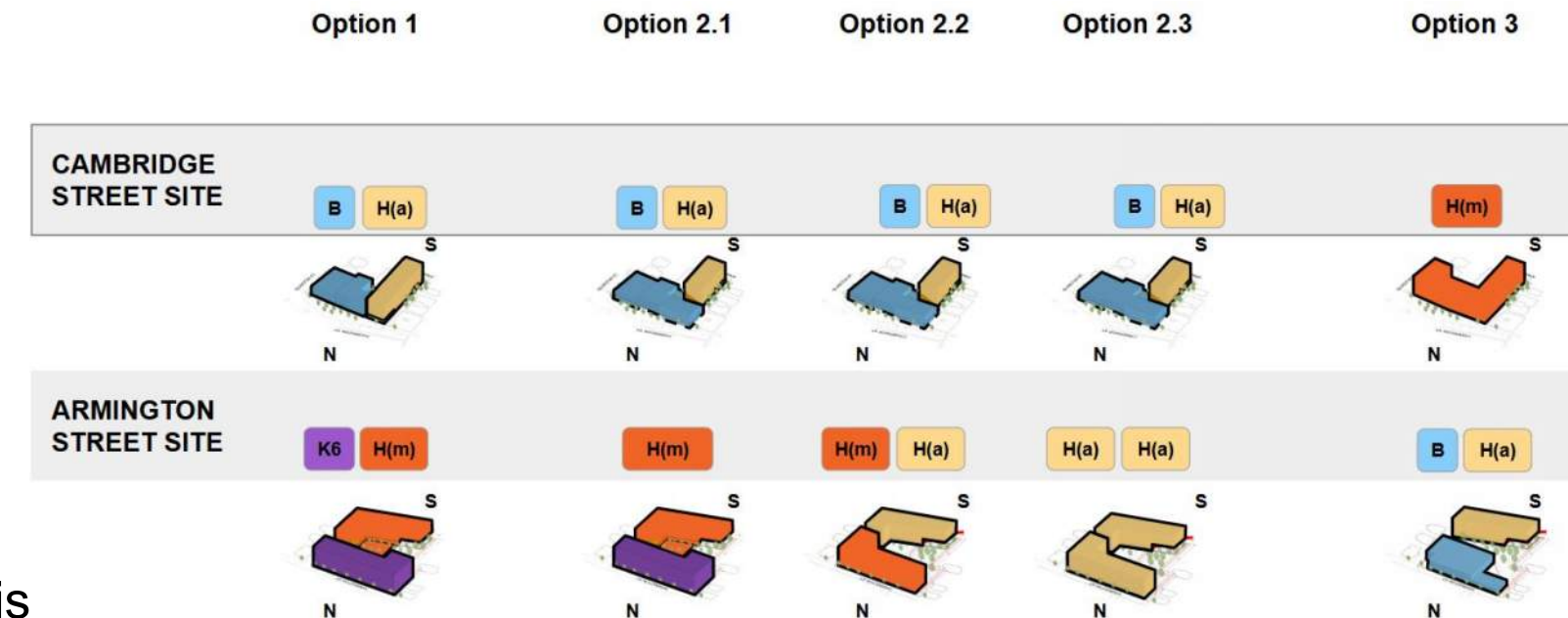
Funding Surplus or Gap



*Assumes that any funding gap for affordable housing is covered by outside sources. If limited outside subsidy is available, part of the funding surplus could be used to cover this gap.

Key Takeaways

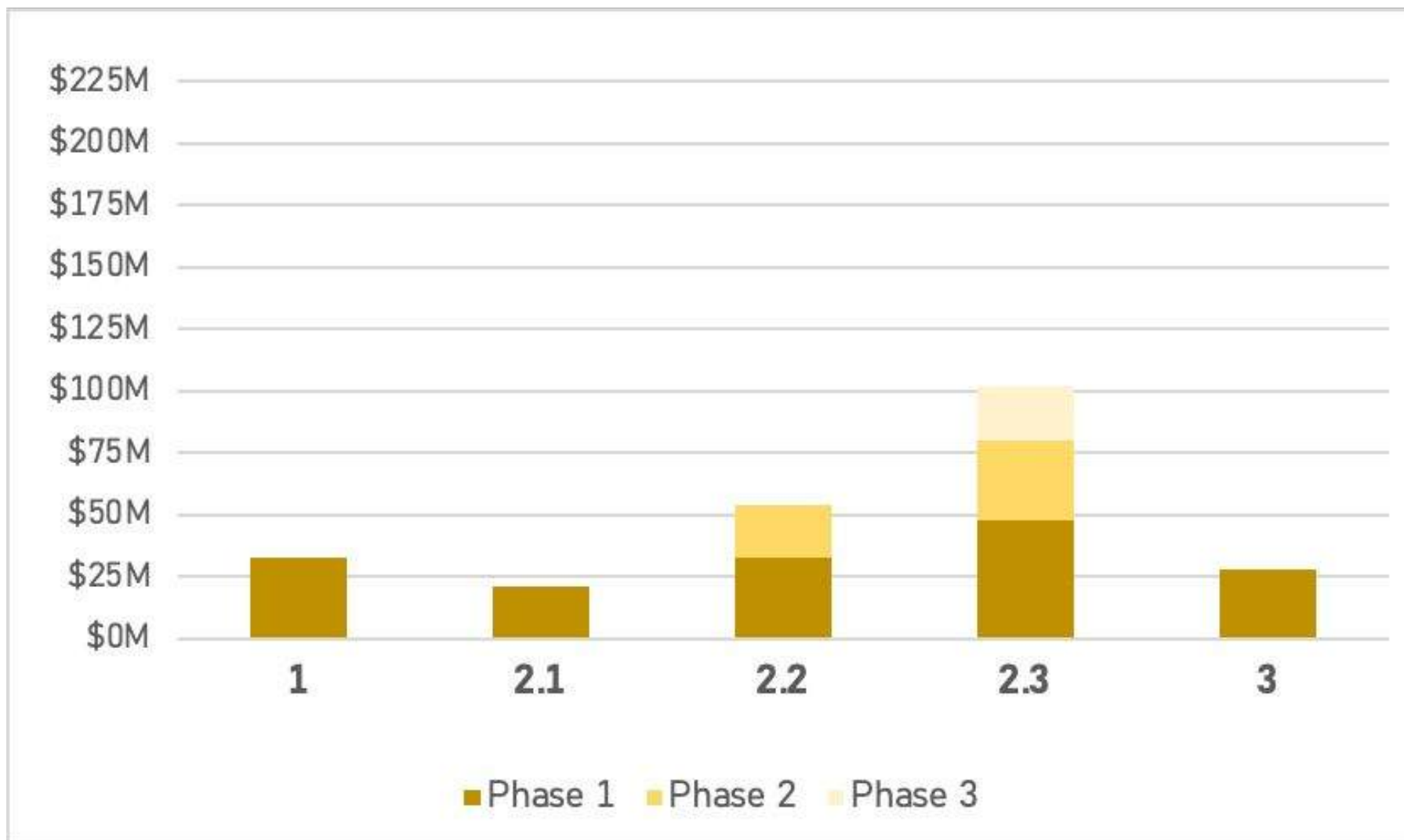
- In the **low cost scenario**, market rate uses generate a small surplus. Option 3 yields the highest subsidy, at **\$14M**.
- Market uses face a **gap of at least \$30M** in the **high cost scenario**
- No gap or surplus is shown for option 2.3, which has no market uses



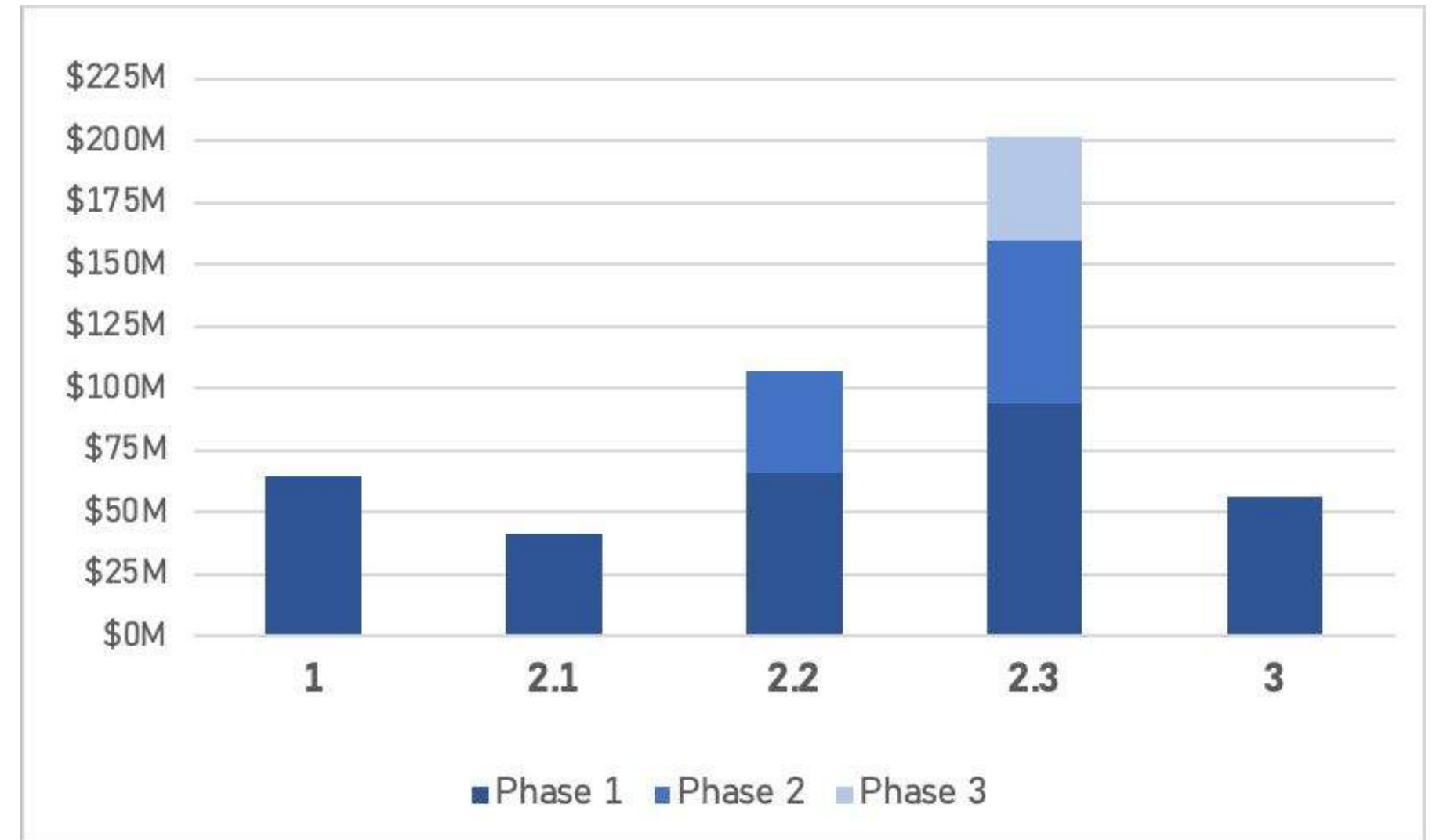
Affordable Housing Funding Gap

The amount of funding needed to cover the **portion of development costs that cannot be covered by an NOI-based permanent loan**. This is likely to include LIHTC equity alongside subsidy from state and city programs.

Low Cost Scenario



High Cost Scenario

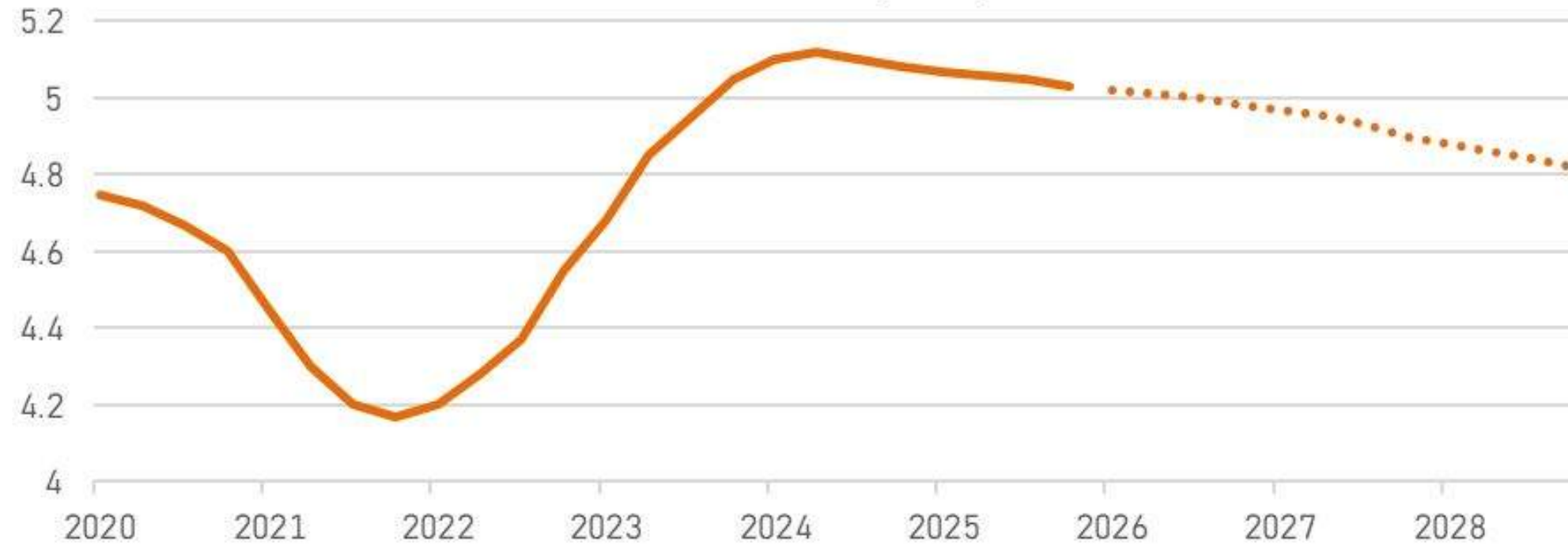


Compared to the low cost scenario, tax credit and subsidy funding needs for affordable housing are around three times higher in the high cost scenario. Each affordable housing phase in the low cost scenario needs \$22M to \$48M in funding, while in the high cost scenario each phase needs \$42M to \$94M.

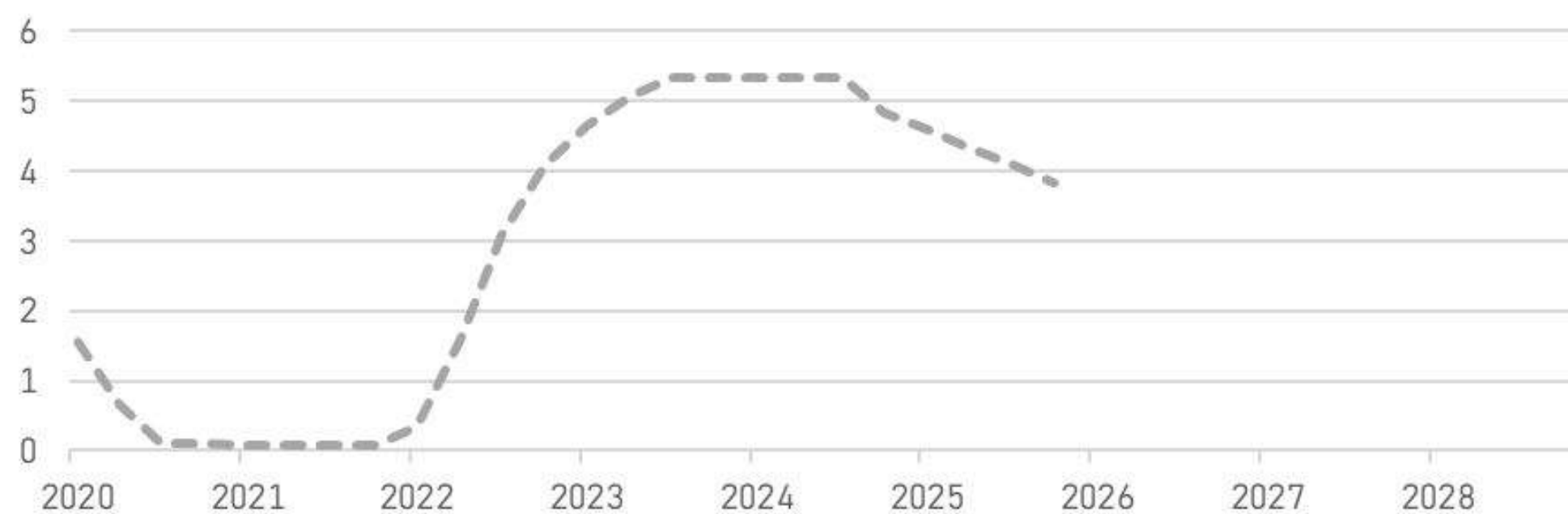
Assumptions: Affordable projects have a mix of 50% of units at 50% AMI and 50% of units at 60% AMI, with vacancy at 3% and operating costs at 40% of revenue. Permanent loan requires debt service coverage ratio (DSCR) of 1.25 and has a rate of 6.5% with a 35-year term.

Financing Environment

Boston Multifamily Cap Rate



Federal Funds Rate



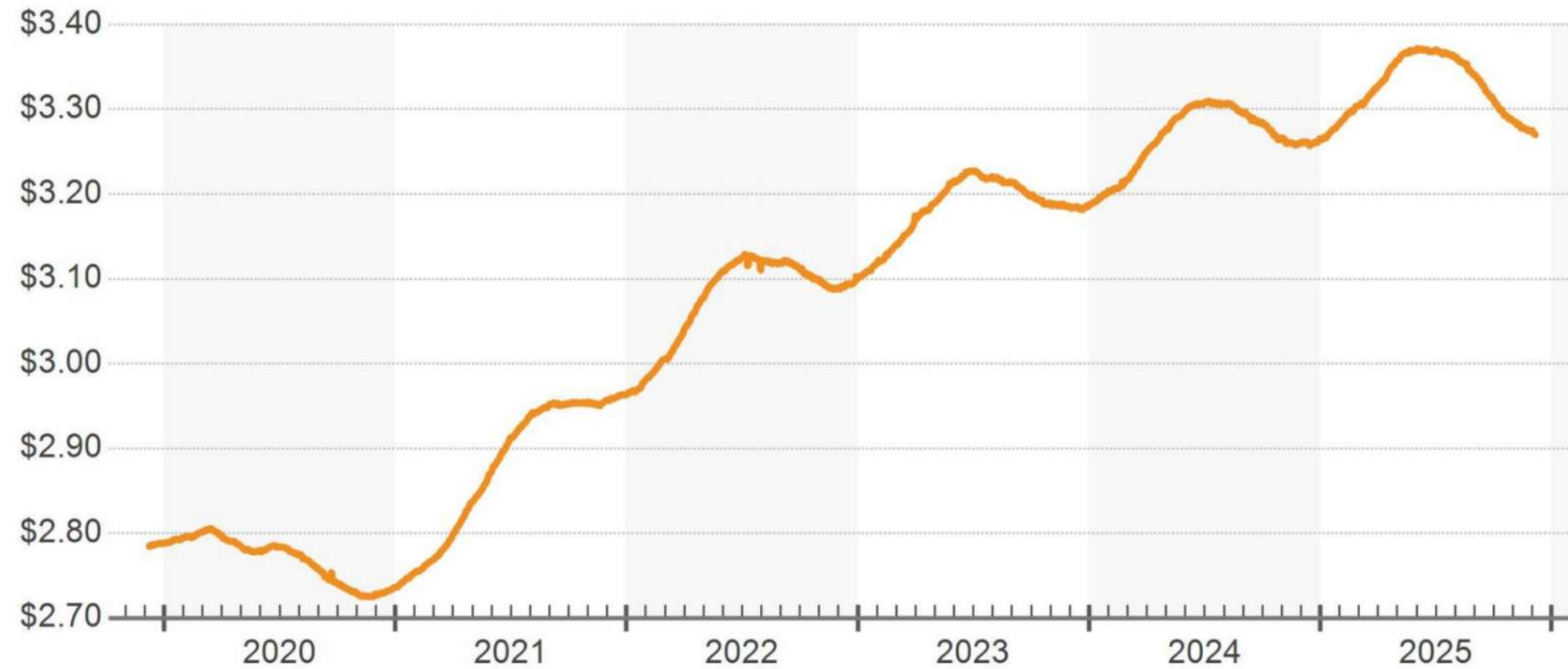
Source: CoStar, FRED

A project's financial feasibility is highly dependent on cap rates, which in turn is linked to the interest rate environment set by the Federal Reserve.

- Generally, **return on cost must be at least 150 basis points above the cap rate**. This “development spread” represents the additional risk taken on with new construction
- **Our modeling assumes a favorable financing environment with a 4.5% cap rate**, which was roughly the average over the last 10 years.
- **Higher interest rates in recent years have increased cap rates closer to 5%**. Only Option 3 is viable in this environment, and it may not generate subsidy.
- **Interest rates have been falling since late 2024** and have gradually been pushing down cap rates. This may open up new opportunities soon.

Market Rental Environment

Asking Rent Per Square Foot



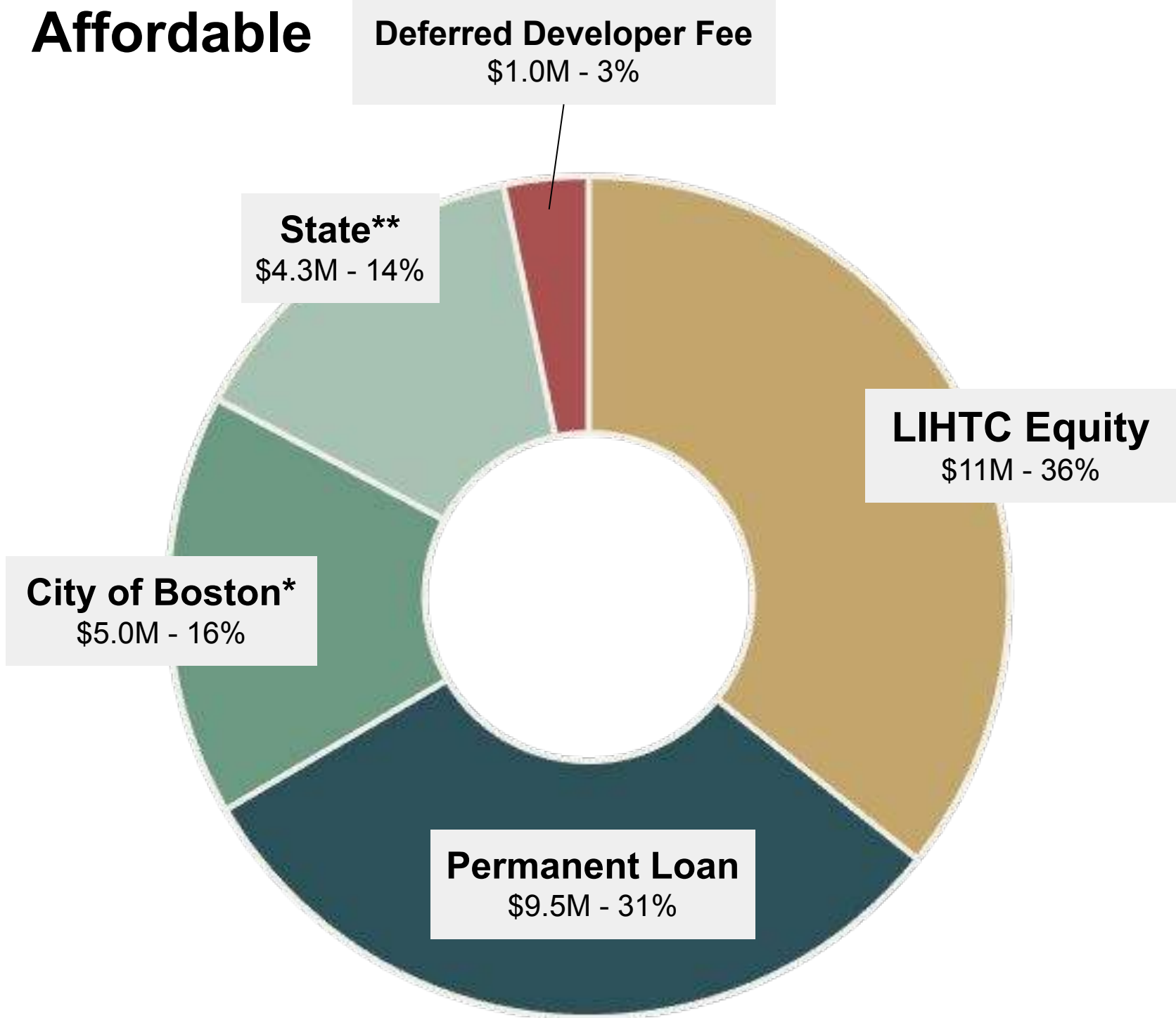
Boston rent growth for market rate units is currently at **0.1% Year-over-Year**, which is **significantly slower than the 3% long-term trend**.

- Rent growth in Boston is still outpacing the national average, largely due to limited supply compared to high-growth sunbelt metros.
- A return in rent growth to 3% YoY would make more market rate development feasible.
- Headwinds include job market uncertainty and immigration policy uncertainty.

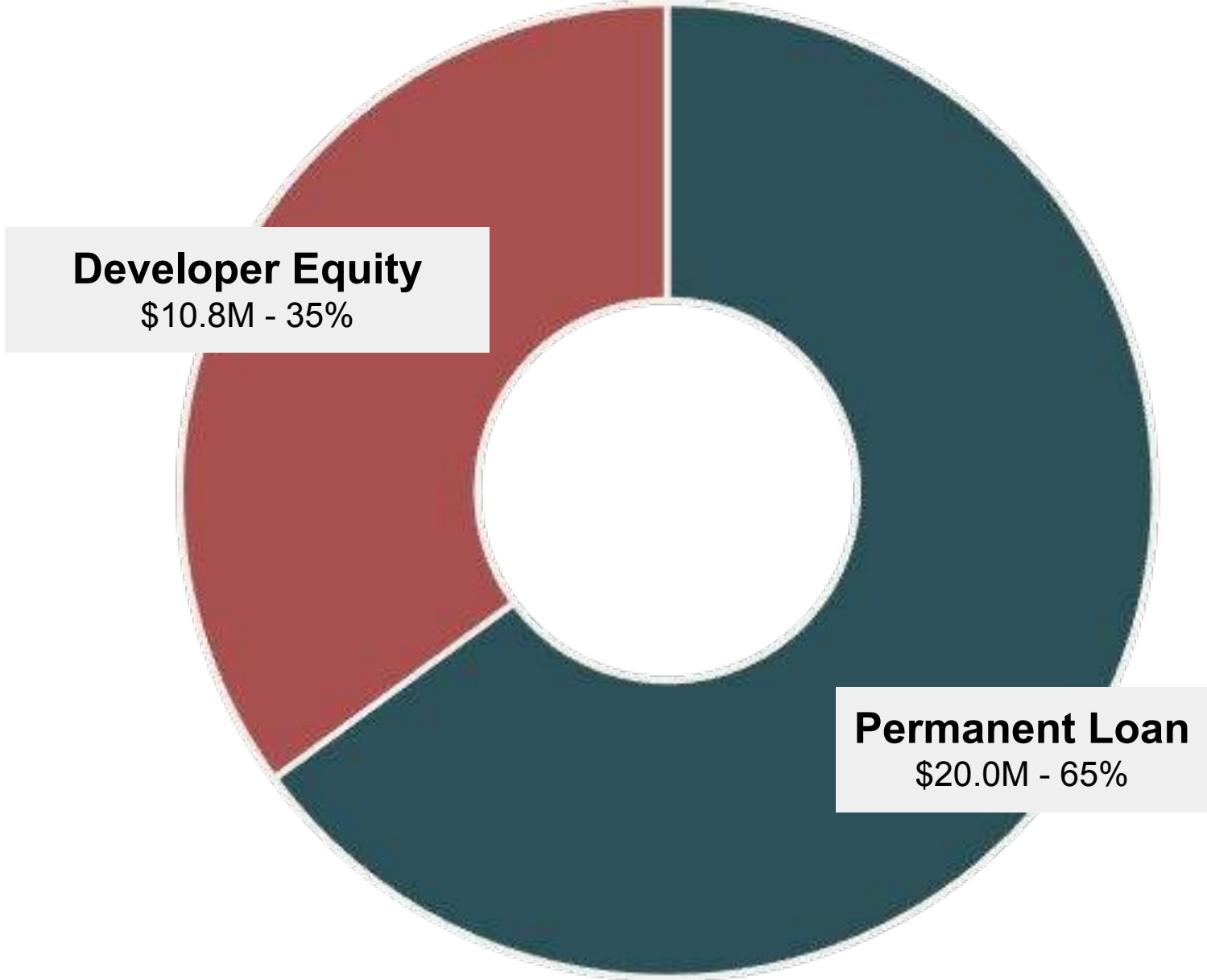
Sample Capital Stack

For a **55-unit building** on the Cambridge Street parcel with a **total development cost of \$30.8M**

Affordable



Market Rate



*City of Boston soft funds may include CPA, IDP payment in lieu, and Neighborhood Housing Trust
 **State of Massachusetts soft funds may include AHTF and HSF

Test-fit Options

Testfit Options

Program Layouts

Option 1

Option 2.1

Option 2.2

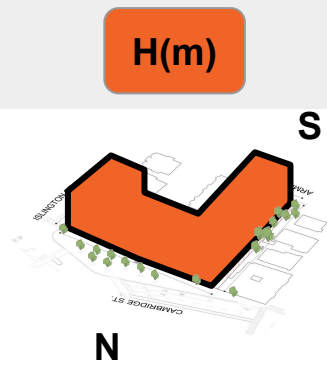
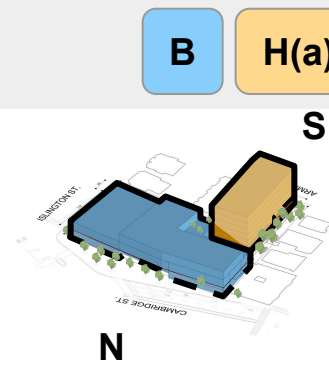
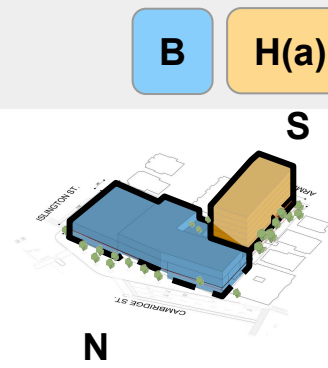
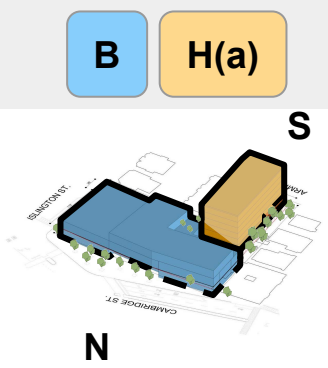
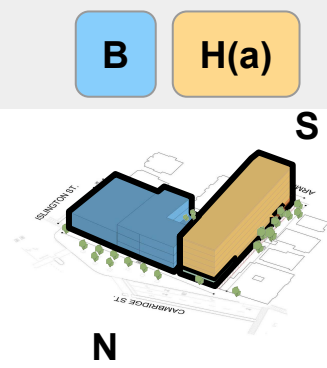
Option 2.3

Option 3

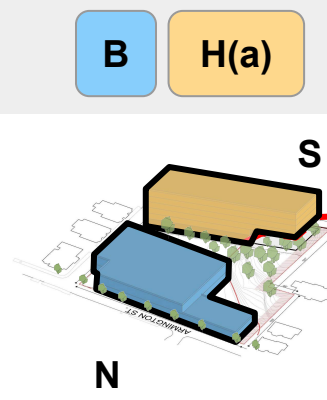
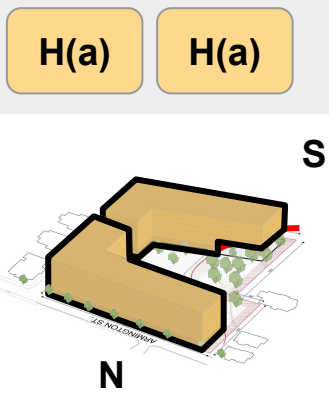
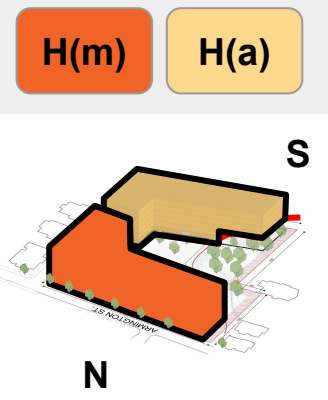
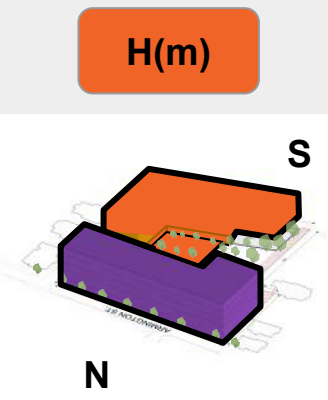
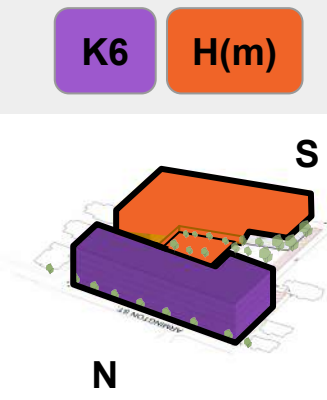
Key

- B BCYF
- K6 K-6 BPS SCHOOL
- H(a) Housing - Affordable
- H(m) Housing - Market Rate

CAMBRIDGE STREET SITE

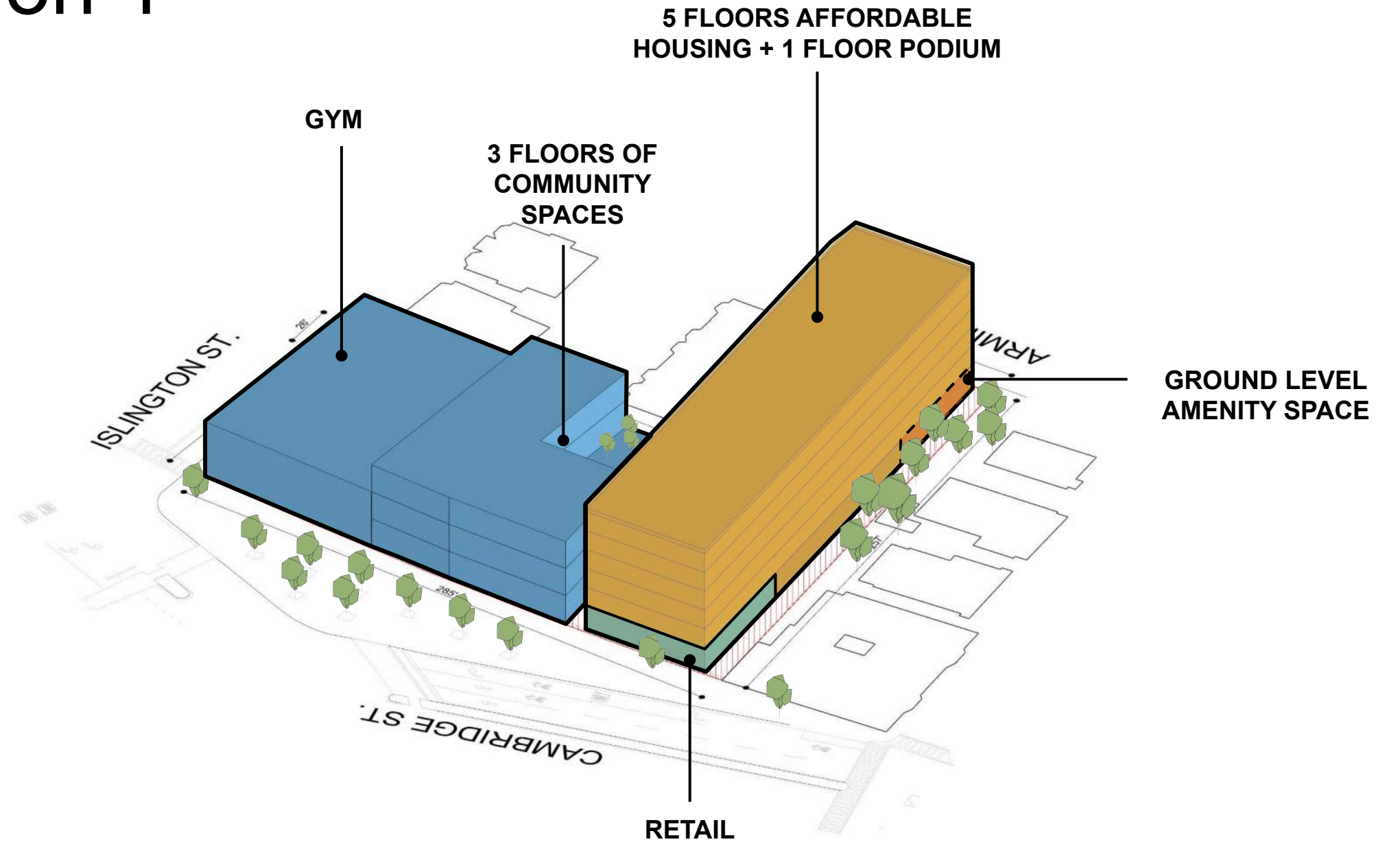
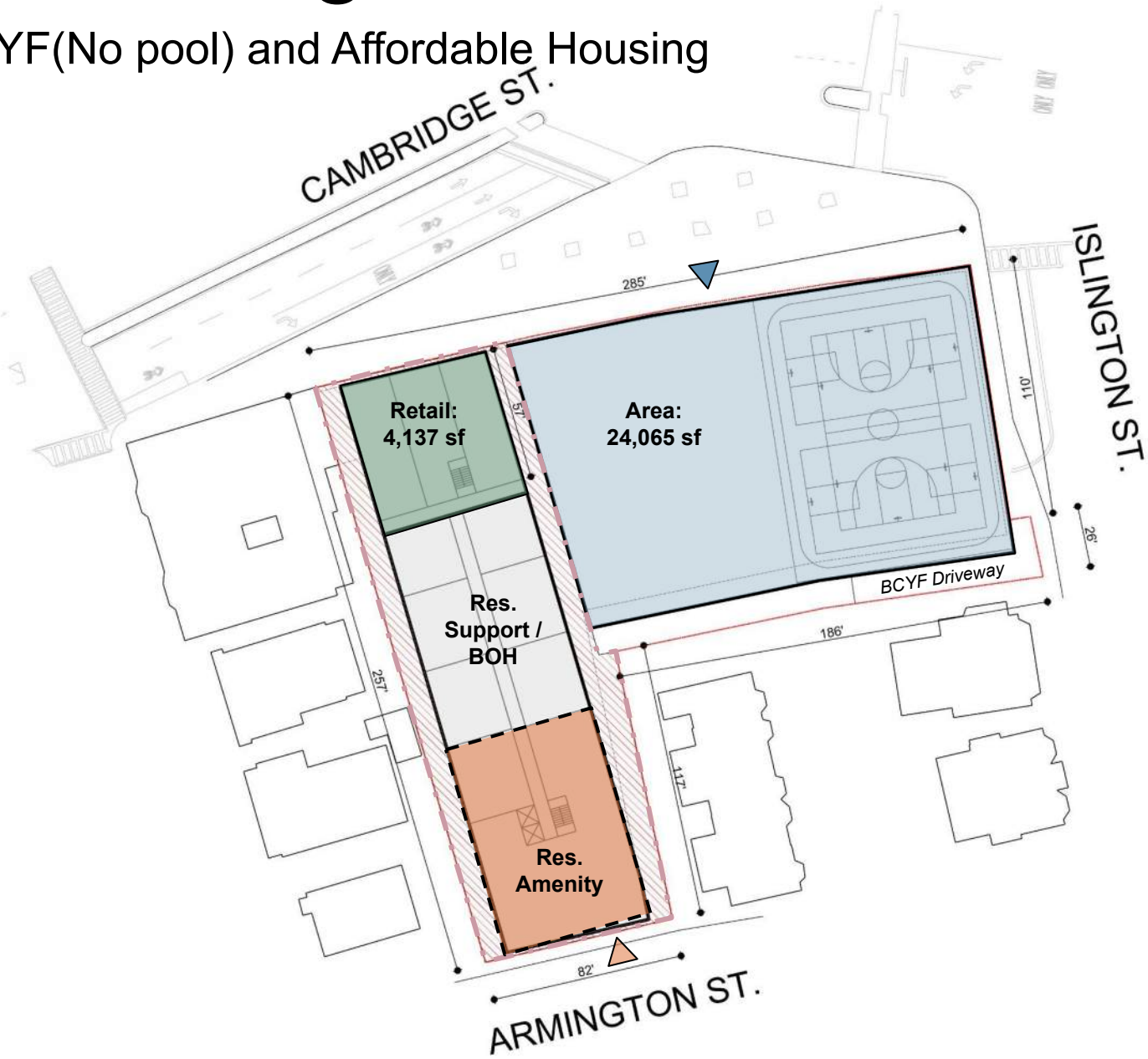


ARMINGTON STREET SITE



Cambridge Street Parcel - Option 1

BCYF(No pool) and Affordable Housing

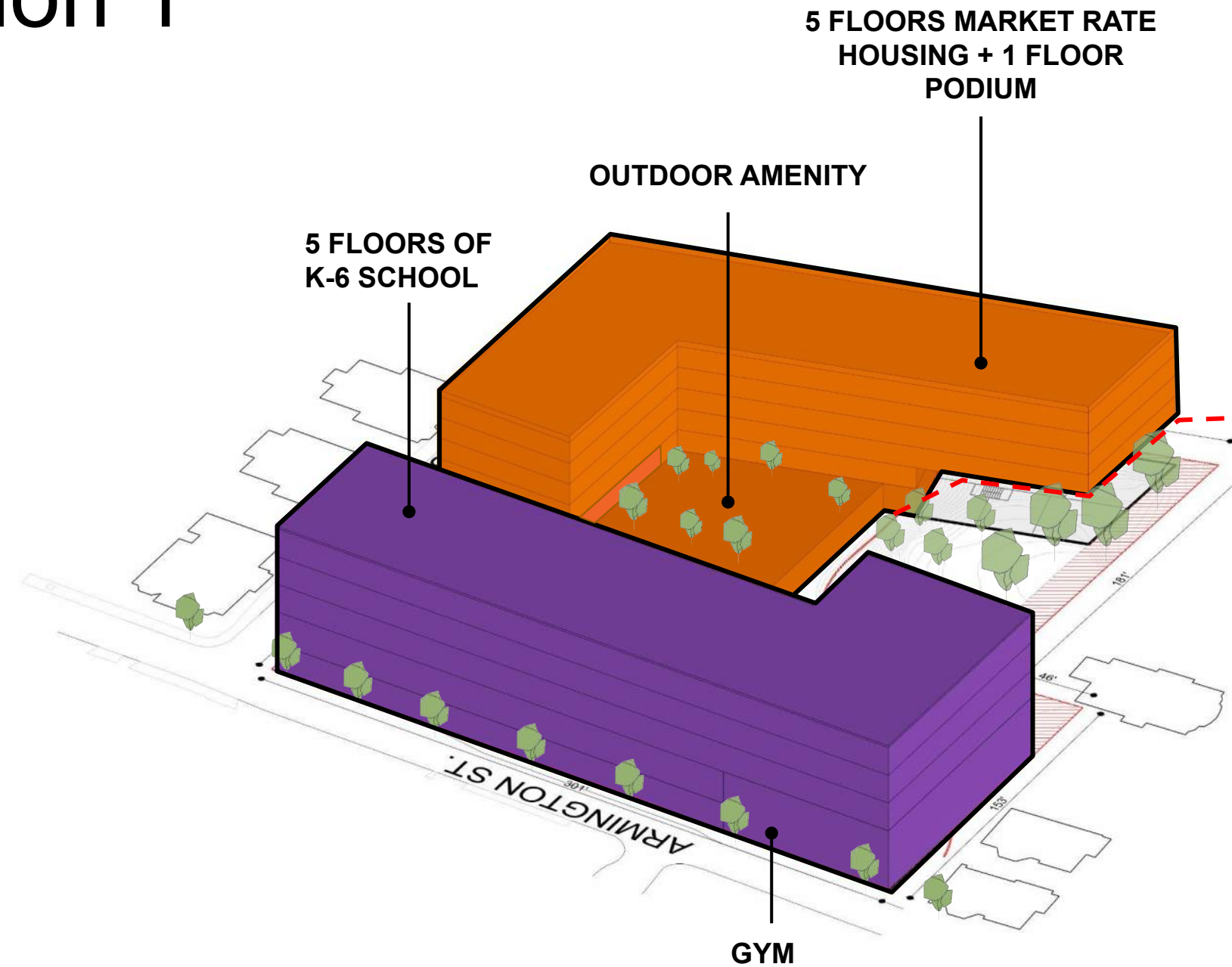
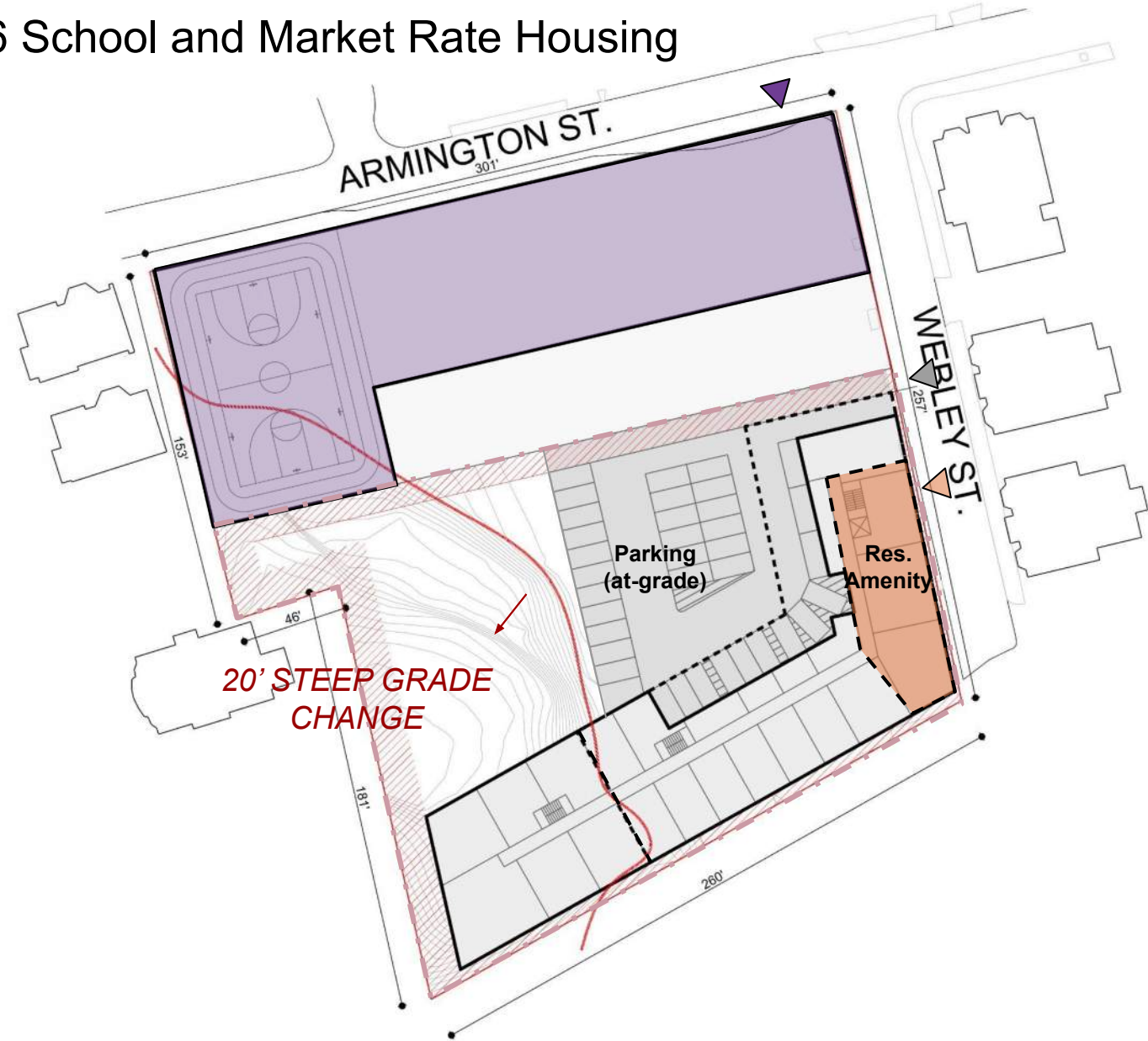


Programs (BCYF and Affordable Housing)	
BCYF with no pool (3 stories)	43,081 GSF
Retail	4,137 NSF
Affordable Housing (70') *below highrise	92,300 GSF
Res. Lot Size	21,972 SF

Option 1: Cambridge Street : Affordable					
			Resi Floors	5	
Bed/Bath	Target%	Total%	#Units / Floor	#Units / Type	SF
1 bed / 1 Bath	35%	33%	6	30	625
2 Bed / 1 Bath	55%	56%	10	50	750
3 Bed / 2 Bath	10%	11%	2	10	1000
	100%	100%	18	90	73,050 rsf

Armington Street Parcel - Option 1

K-6 School and Market Rate Housing



Programs (K-6 School and Market Rate Housing)	
K-6 with 1 gym (5 stories)	121,095 GSF
Market Rate Housing (70') *below highrise	106,600 GSF
Parking Spaces	34 Spaces (0.3:1 Ratio)
Resi. Lot Size	46,979 SF

Option 1: Armington Street : Market rate					
			Resi Floors	5	
Bed/Bath	Target%	Total%	#Units / Floor	#Units / Type	SF
Studio	35%	36%	9	41	520
1 bed / 1 Bath	35%	36%	9	45	625
2 Bed / 1 Bath	30%	28%	7	30	750
			25	116	89,350 rsf

Option 1

BCYF and affordable housing on the Cambridge Street parcel, school and market rate housing on the Armington Street parcel



Cambridge Street

Lot Size	1.12 Acres
Stories	6
Construction	Podium
Residential Area	92,300 SF
Residential Units	90
- Market Rate	-
- 70% AMI	63 (70%)
- 50% AMI	27 (30%)
- Voucher	-
Average Unit Size	812 SF
Retail Area	4,600 SF
Parking	-
BCYF	43,081 SF
School	-

Armington Street

Lot Size	1.85 Acres
Stories	6
Construction	Podium
Residential Area	106,600 SF
Residential Units	116
- Market Rate	93 (80%)
- 70% AMI	10 (8.5%)
- 50% AMI	10 (8.5%)
- Voucher	3 (3%)
Average Unit Size	770 SF
Retail Area	-
Parking*	36 spaces
BCYF	-
School	121,095 SF

*All podium spaces

Annual Net Income

Residential	\$4.4M
Retail	\$271k
Parking Fees	\$52k
Net Operating Income	\$4.7M

Cap Rate	4.5%
Valuation	\$105M

Development Cost

Residential, Retail, and Parking Cost	\$102M
Cambridge	\$51M
Armington	\$52M
BCYF	\$72M
School	\$157M

Return on Cost

6.3%

Potential Subsidy

\$4.0M

Affordable Housing Funding Gap

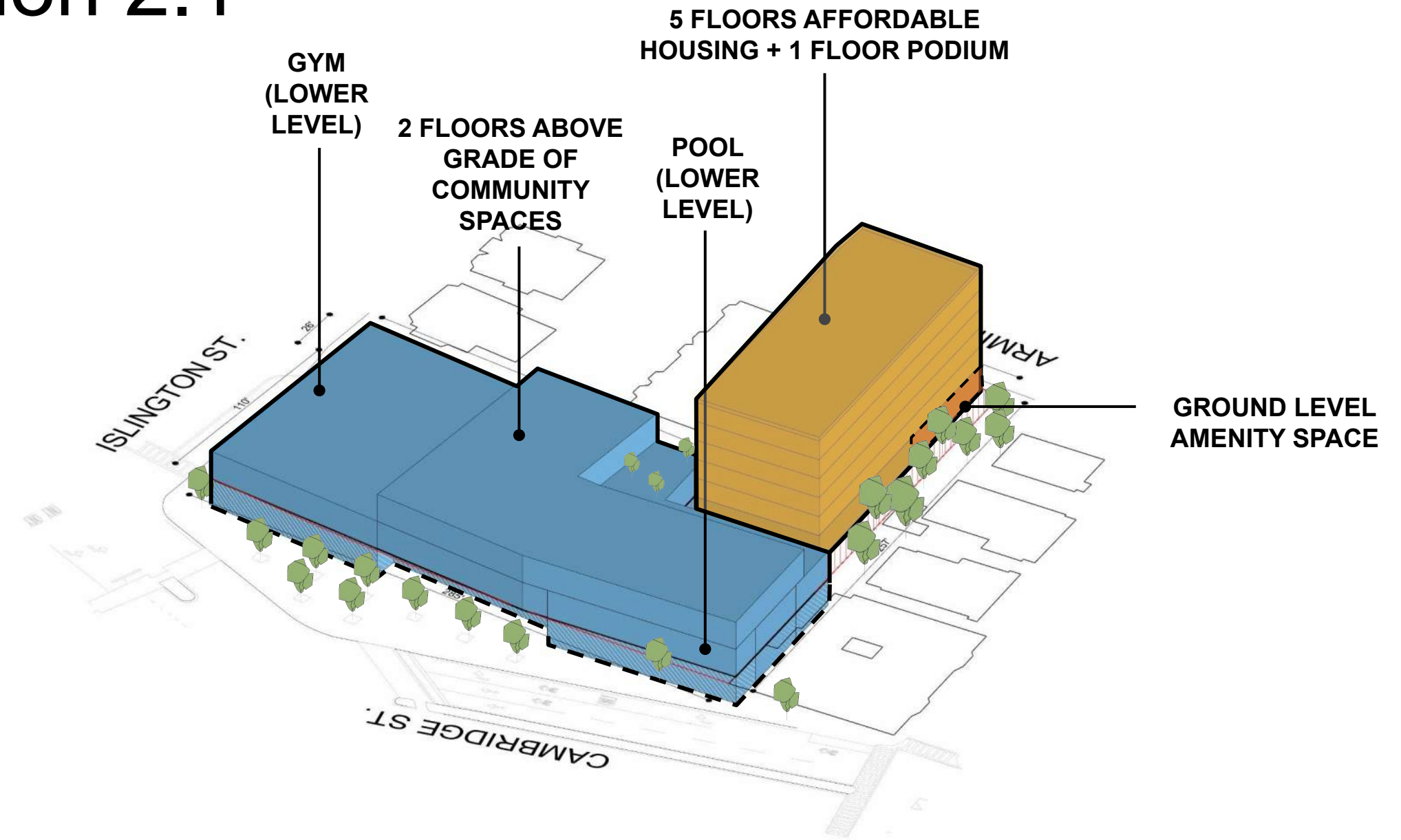
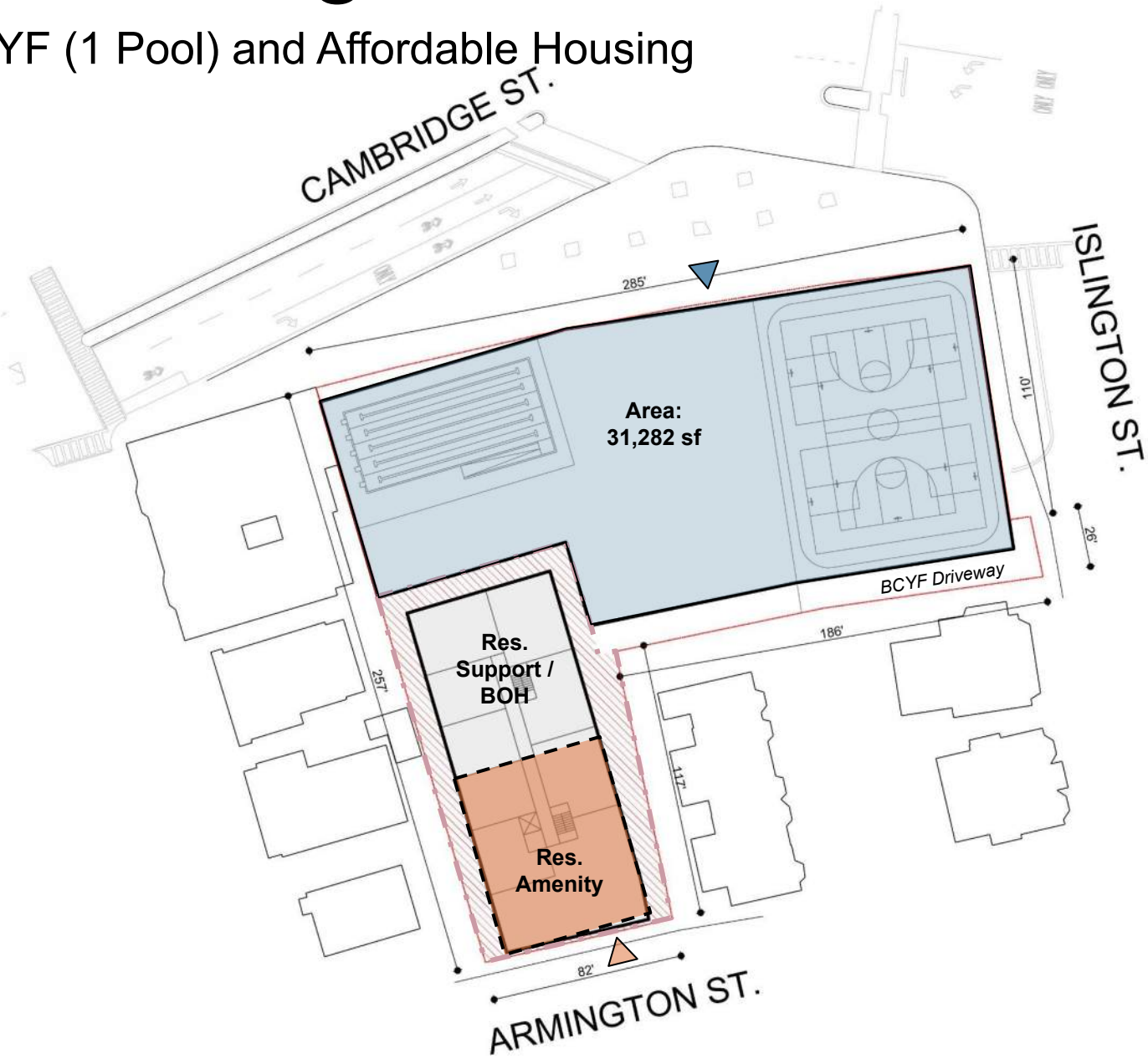
\$34M

Public Facility Cost

\$229M

Cambridge Street Parcel - Option 2.1

BCYF (1 Pool) and Affordable Housing

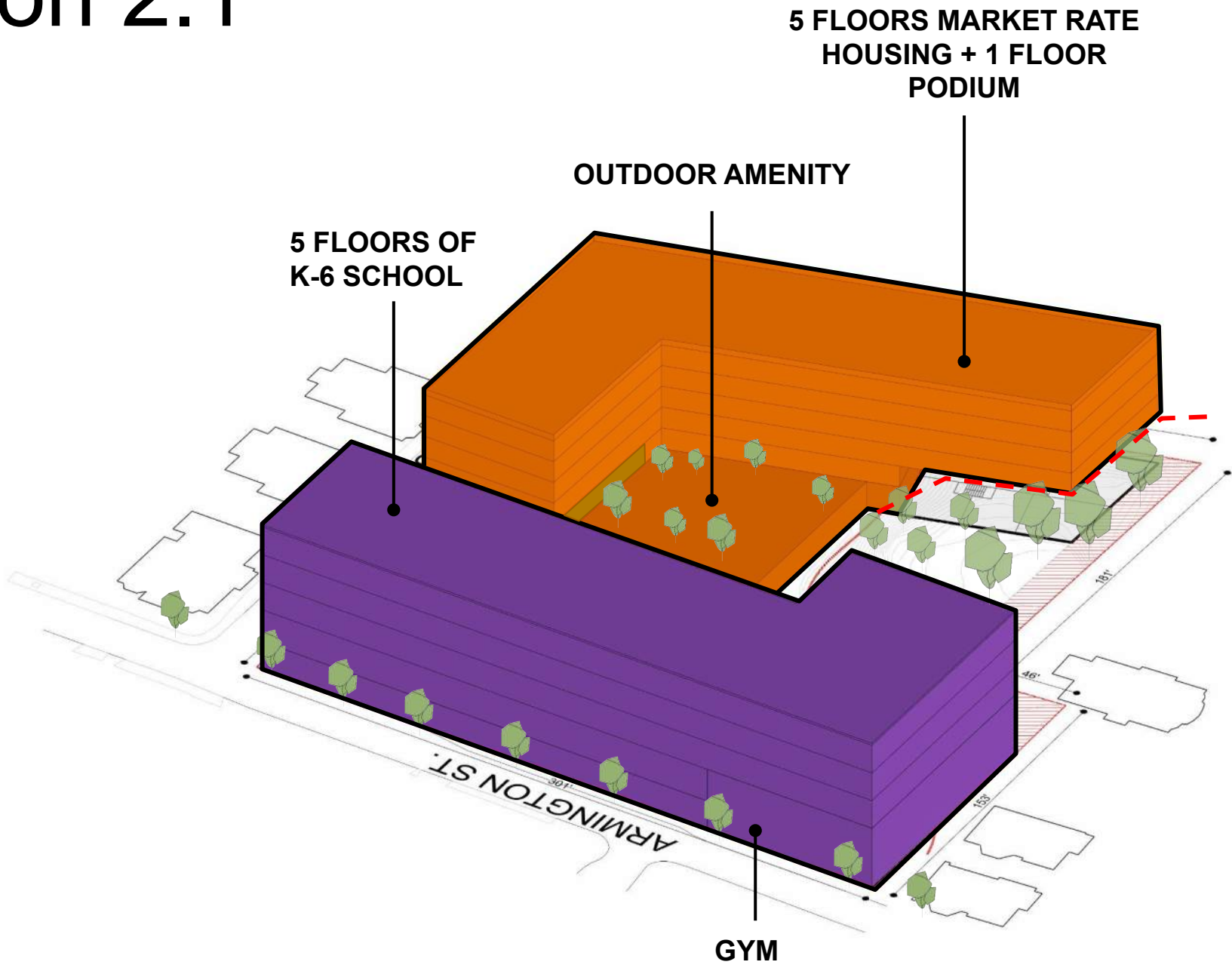
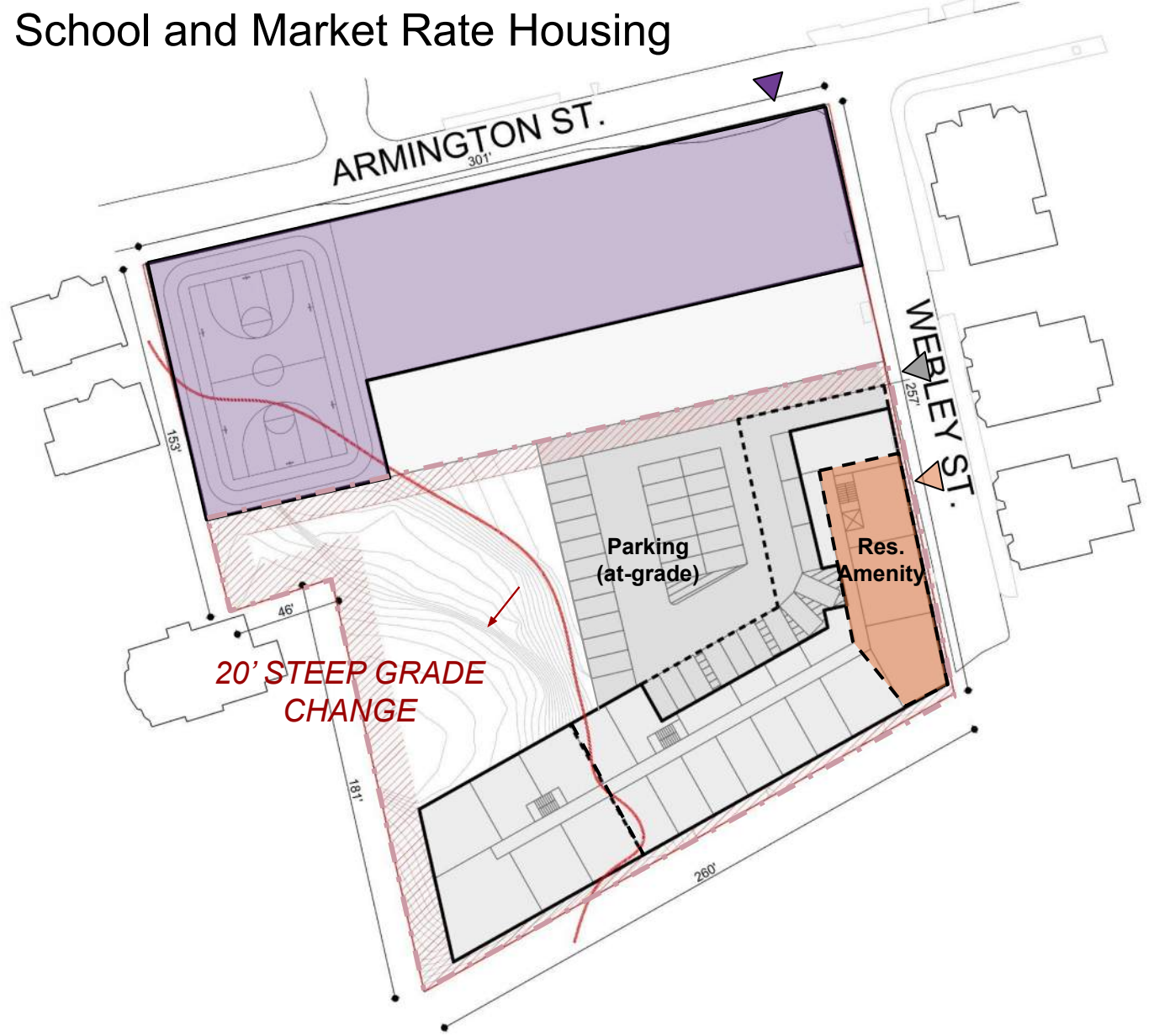


Programs (BCYF and Affordable Housing)	
BCYF with 1 pool (2 stories)	60,348 GSF
Affordable Housing (70') *below highrise	58,934 GSF
Res. Lot Size	14,241 SF

Option 2.1: Cambridge Street : Affordable					
			Resi Floors	5	
Bed/Bath	Target%	Total%	#Units / Floor	#Units / Type	SF
1 bed / 1 Bath	35%	36%	4	20	625
2 Bed / 1 Bath	55%	55%	6	30	750
3 Bed / 2 Bath	10%	9%	1	5	1000
	100%	100%	11	55	43,750 rsf

Armington Street Parcel - Option 2.1

K-6 School and Market Rate Housing

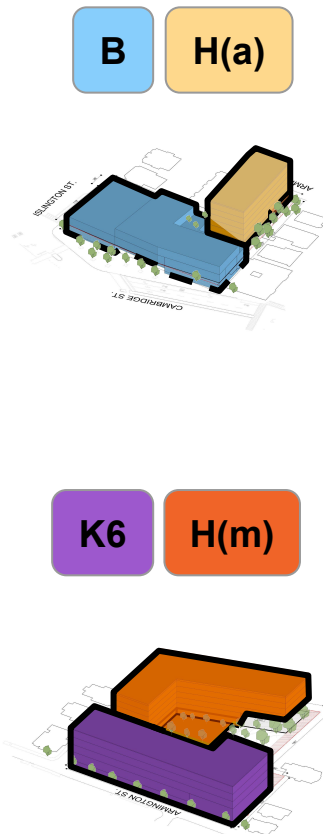


Programs (K-6 School and Market Rate Housing)	
K-6 with 1 gym (5 stories)	121,095 GSF
Market Rate Housing (70') *below highrise	106,600 GSF
Parking Spaces	34 Spaces (0.3:1 Ratio)
Resi. Lot Size	46,979 SF

Option 2.1: Armington Street : Market rate					
			Resi Floors	5	
Bed/Bath	Target%	Total%	#Units / Floor	#Units / Type	SF
Studio	35%	36%	9	41	520
1 bed / 1 Bath	35%	36%	9	45	625
2 Bed / 1 Bath	30%	28%	7	30	750
		100%	25	116	89,350 rsf

Option 2.1

BCYF with pool and affordable housing on the Cambridge Street parcel, market rate housing on the Armington Street parcel



Cambridge Street

Lot Size	1.12 Acres
Stories	6
Construction	Podium
Residential Area	58,934 SF
Residential Units	55
- Market Rate	-
- 70% AMI	39 (70%)
- 50% AMI	17 (30%)
- Voucher	-
Average Unit Size	795 SF
Retail Area	-
Parking	-
BCYF	60,348 SF
School	-

Armington Street

Lot Size	1.85 Acres
Stories	6
Construction	Podium
Residential Area	106,600 SF
Residential Units	116
- Market Rate	93 (80%)
- 70% AMI	10 (8.5%)
- 50% AMI	10 (8.5%)
- Voucher	3 (3%)
Average Unit Size	770 SF
Retail Area	-
Parking*	36 spaces
BCYF	-
School	-

*All podium spaces

Annual Net Income

Residential	\$3.9M
Retail	-
Parking Fees	\$52k
Net Operating Income	\$3.9M

Cap Rate	4.5%
Valuation	\$87M

Development Cost

Residential, Retail, and Parking Cost	\$83M
Cambridge	\$31M
Armington	\$52M
BCYF	\$104M
School	\$157M**

Return on Cost

6.2%

Potential Subsidy

\$2.5M

Affordable Housing Funding Gap

\$22M

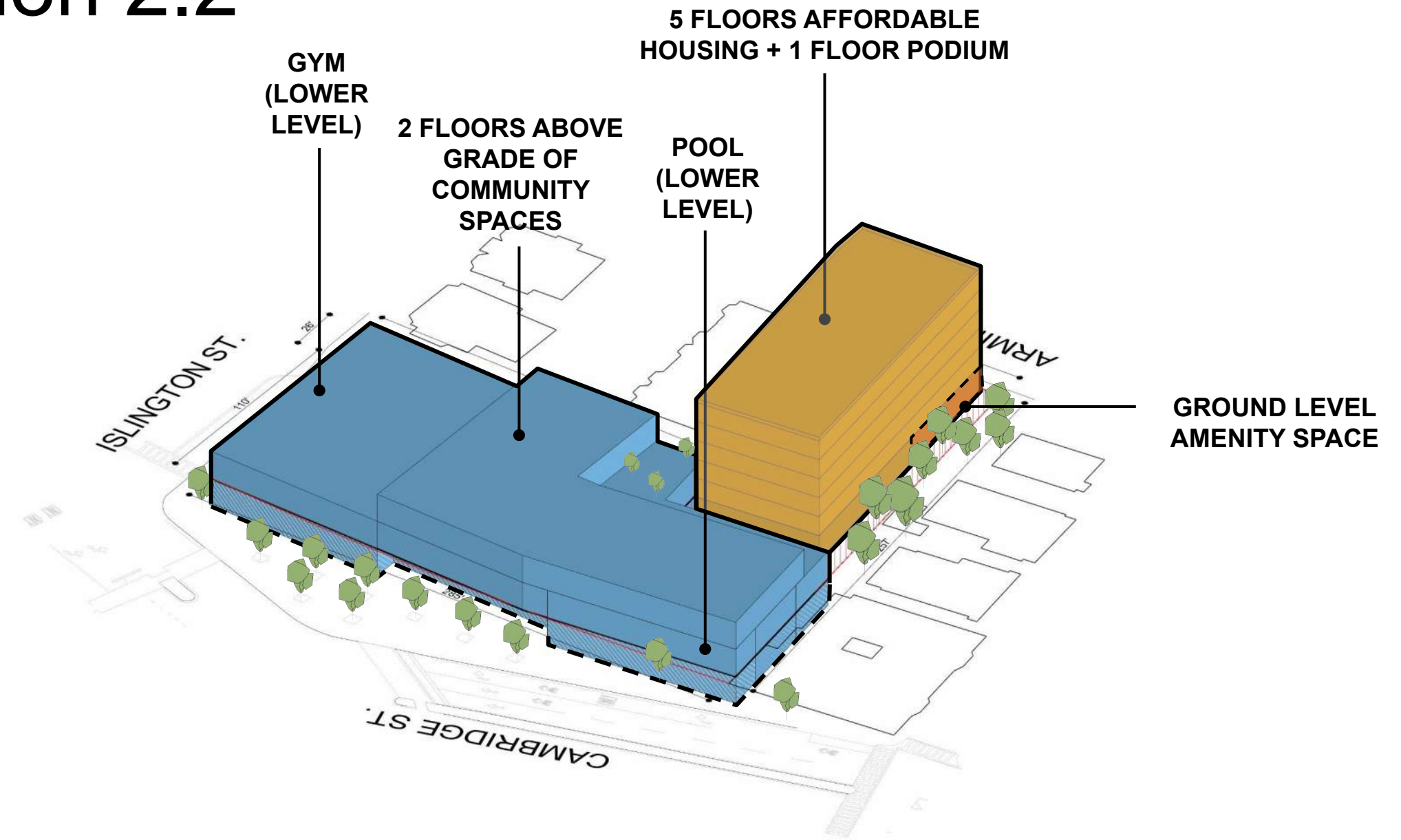
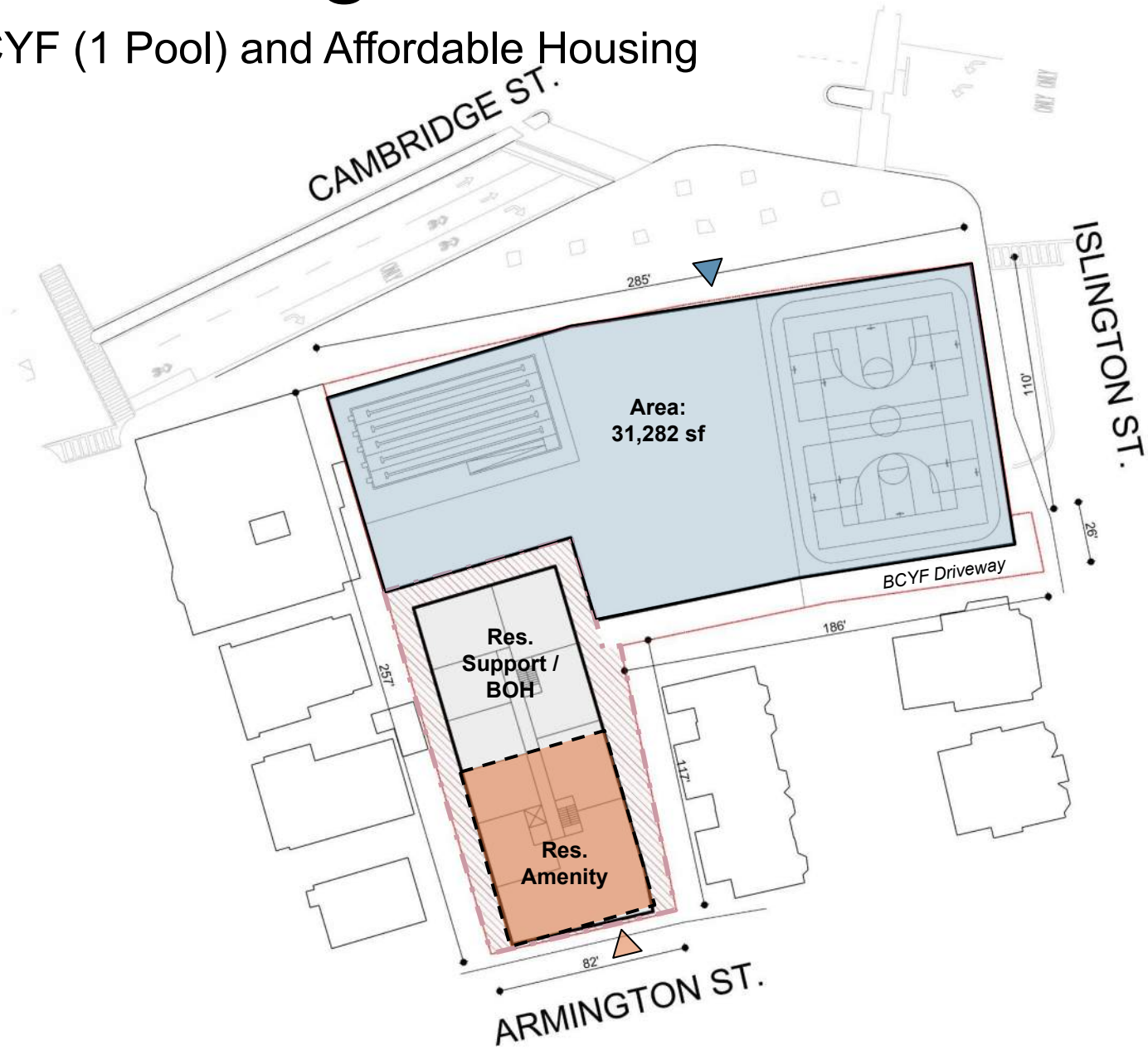
Public Facility Cost

\$261M**

** note: this figure updated May 2026

Cambridge Street Parcel - Option 2.2

BCYF (1 Pool) and Affordable Housing

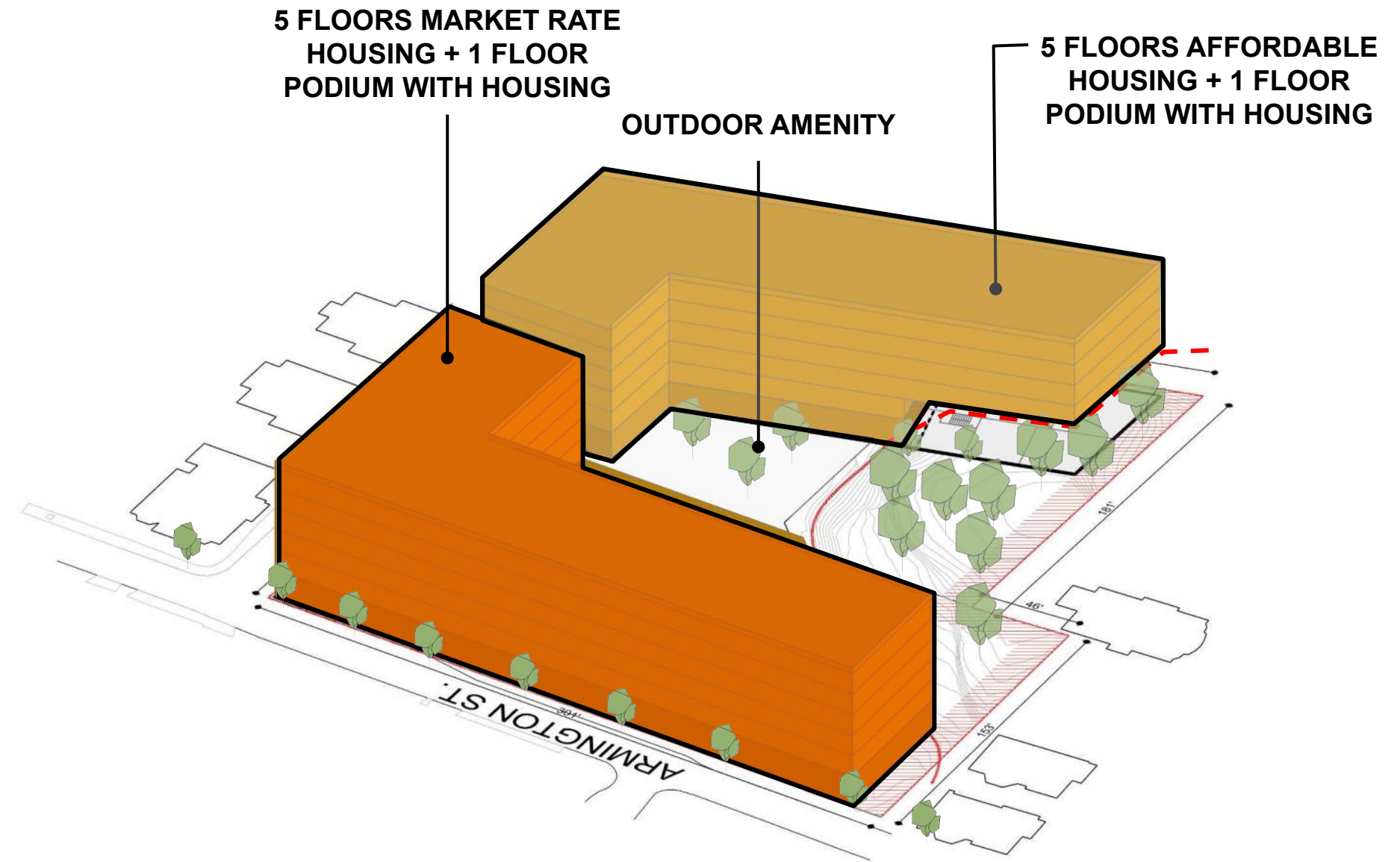
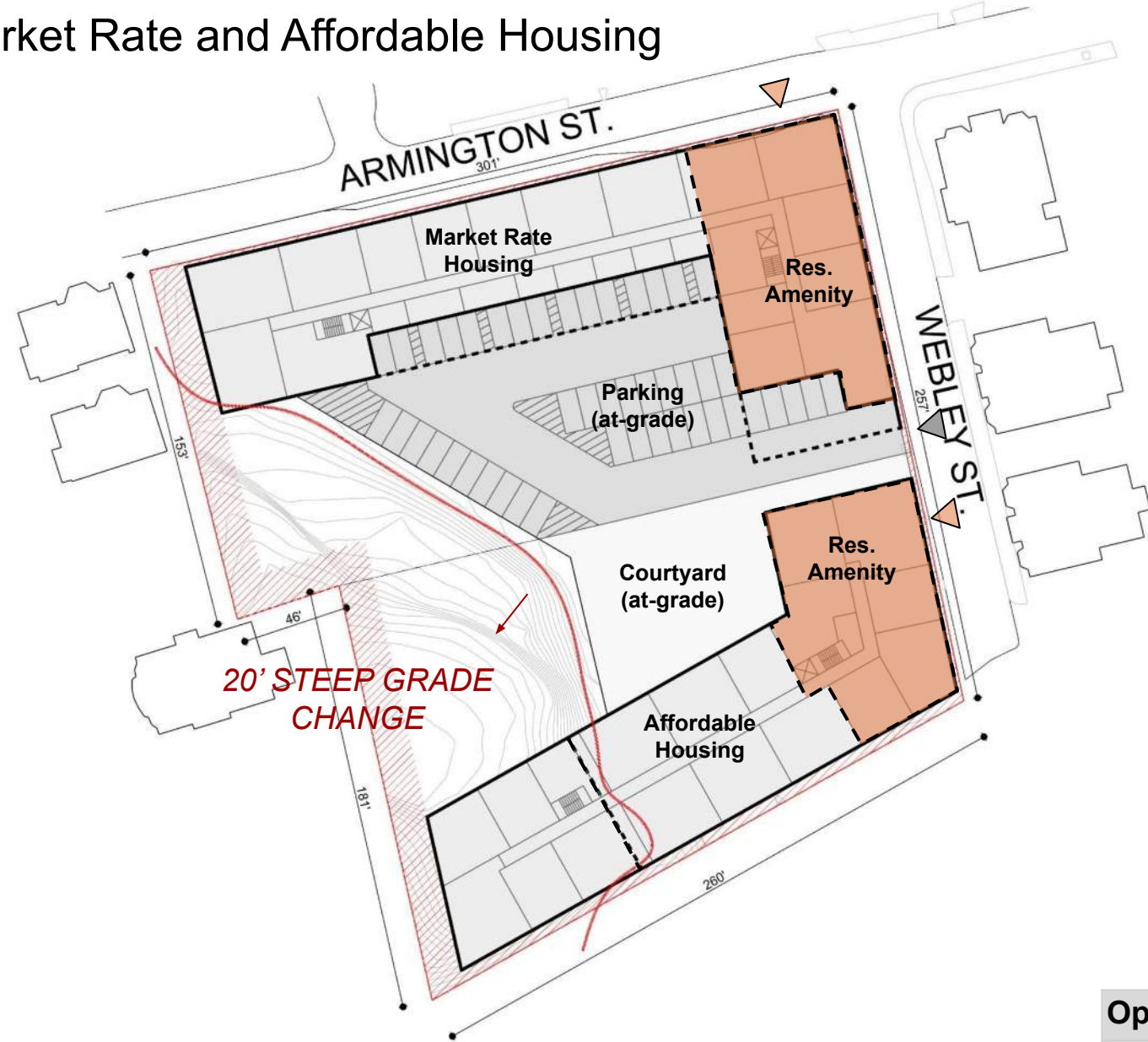


Programs (BCYF and Affordable Housing)	
BCYF with 1 pool (2 stories)	60,348 GSF
Affordable Housing (70') *below highrise	58,934 GSF
Res. Lot Size	14,241 SF

Option 2.2: Cambridge Street : Affordable					
			Resi Floors	5	
Bed/Bath	Target%	Total%	#Units / Floor	#Units / Type	SF
1 bed / 1 Bath	35%	36%	4	20	625
2 Bed / 1 Bath	55%	55%	6	30	750
3 Bed / 2 Bath	10%	9%	1	5	1000
	100%	100%	11	55	43,750 rsf

Armington Street Parcel - Option 2.2

Market Rate and Affordable Housing



Programs (Market Rate and Affordable Housing)	
K-6 with 1 gym (5 stories)	0 SF
Market Rate Housing (70') *below highrise	131,980 GSF
Affordable Housing (70') *below highrise	96,482 GSF
Parking Spaces (Market Rate Housing)	46 Spaces (0.29:1 Ratio)
Resi. Lot Size	44,750 SF (Market) 36,150 SF (Afford.)

Option 2.2: Armington Street: Market Rate and Affordable

Resi Floors	Market (fronting Armington)					Affordable (fronting Ringer Playground)				
	Target%	Total%	#Units / Floor	#Units / Type		Target %	Total%	#Units / Floor	#Units / Type	
5										
Studio	35%	40%	12	60		-	-	-	-	
1 bed / 1 Bath	35%	33%	10	56		35%	26%	5	26	
2 Bed / 1 Bath	30%	27%	8	46		55%	58%	11	61	
3 Bed / 2 Bath	-	-	-	-		10%	16%	3	14	
	100%	100%	30	162	107,500 rsf	100%	100%	19	101	81,200 rsf

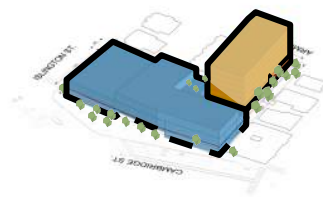
Option 2.2

BCYF with pool and affordable housing on the Cambridge Street parcel, market rate and affordable housing on the Armington Street parcel

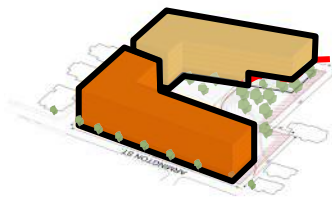
Cambridge Street

Same program as for option 2.1

B H(a)



H(m) H(a)



Armington Street North

Lot Size	1.03 Acres
Stories	6
Construction	Podium
Residential Area	131,980 SF
Residential Units	162
- Market Rate	130 (80%)
- 70% AMI	14 (8.5%)
- 50% AMI	14 (8.5%)
- Voucher	5 (3%)
Average Unit Size	664 SF
Retail Area	-
Parking*	46 spaces

*All podium spaces

Armington Street South

Lot Size	0.83 Acres
Stories	6
Construction	Podium
Residential Area	96,482 SF
Residential Units	101
- Market Rate	-
- 70% AMI	71 (70%)
- 50% AMI	30 (30%)
- Voucher	-
Average Unit Size	804 SF
Retail Area	-
Parking	-

Annual Net Income

Residential	\$6.3M
Retail	-
Parking Fees	\$66k
Net Operating Income	\$6.3M

Cap Rate	4.5%
Valuation	\$165M

Development Cost

Residential, Retail, and Parking Cost	\$145M
Cambridge	\$31M
Armington North	\$64M
Armington South	\$50M
BCYF	\$104M
School	-

Return on Cost

6.3%

Potential Subsidy

\$5.5M

Affordable Housing Funding Gap

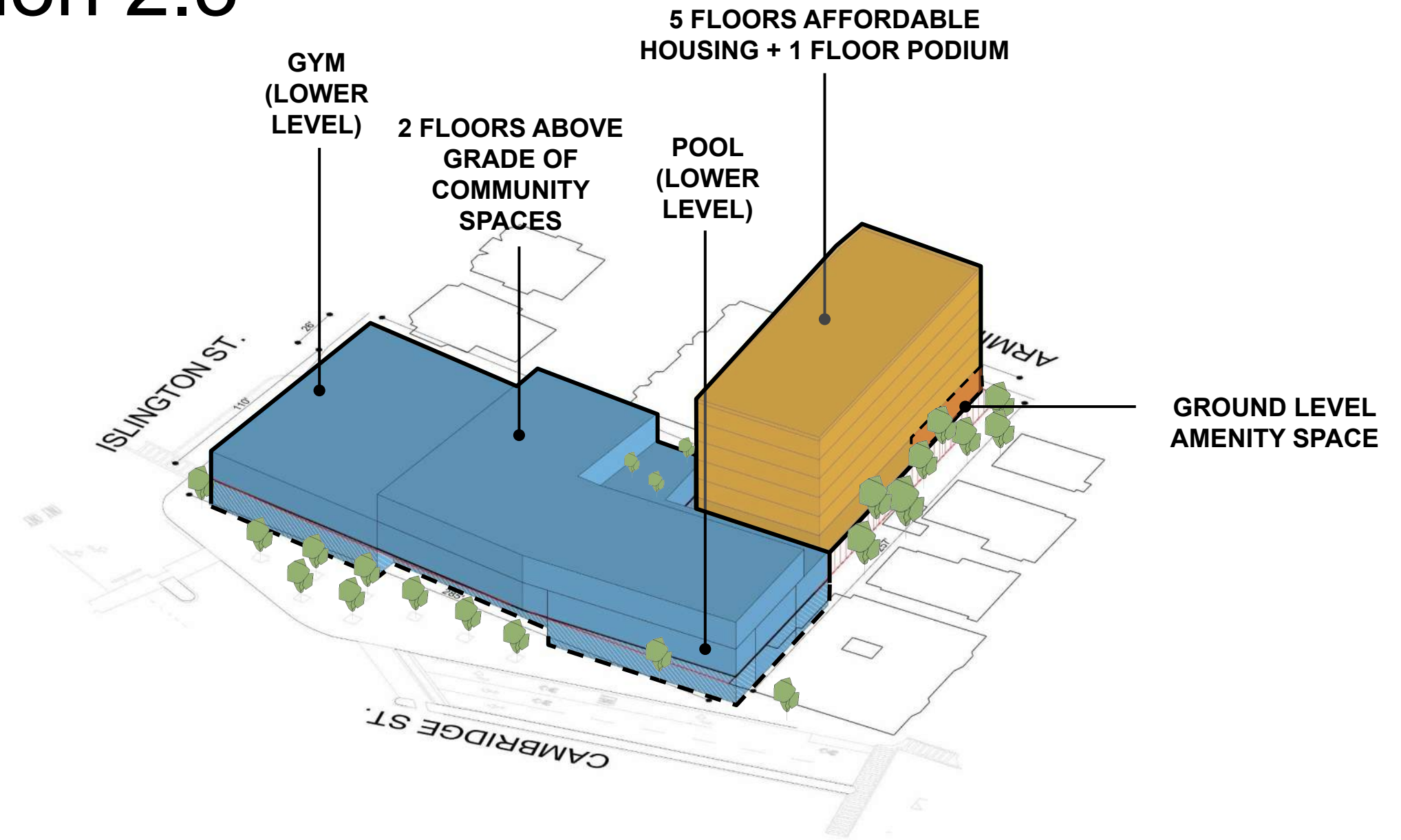
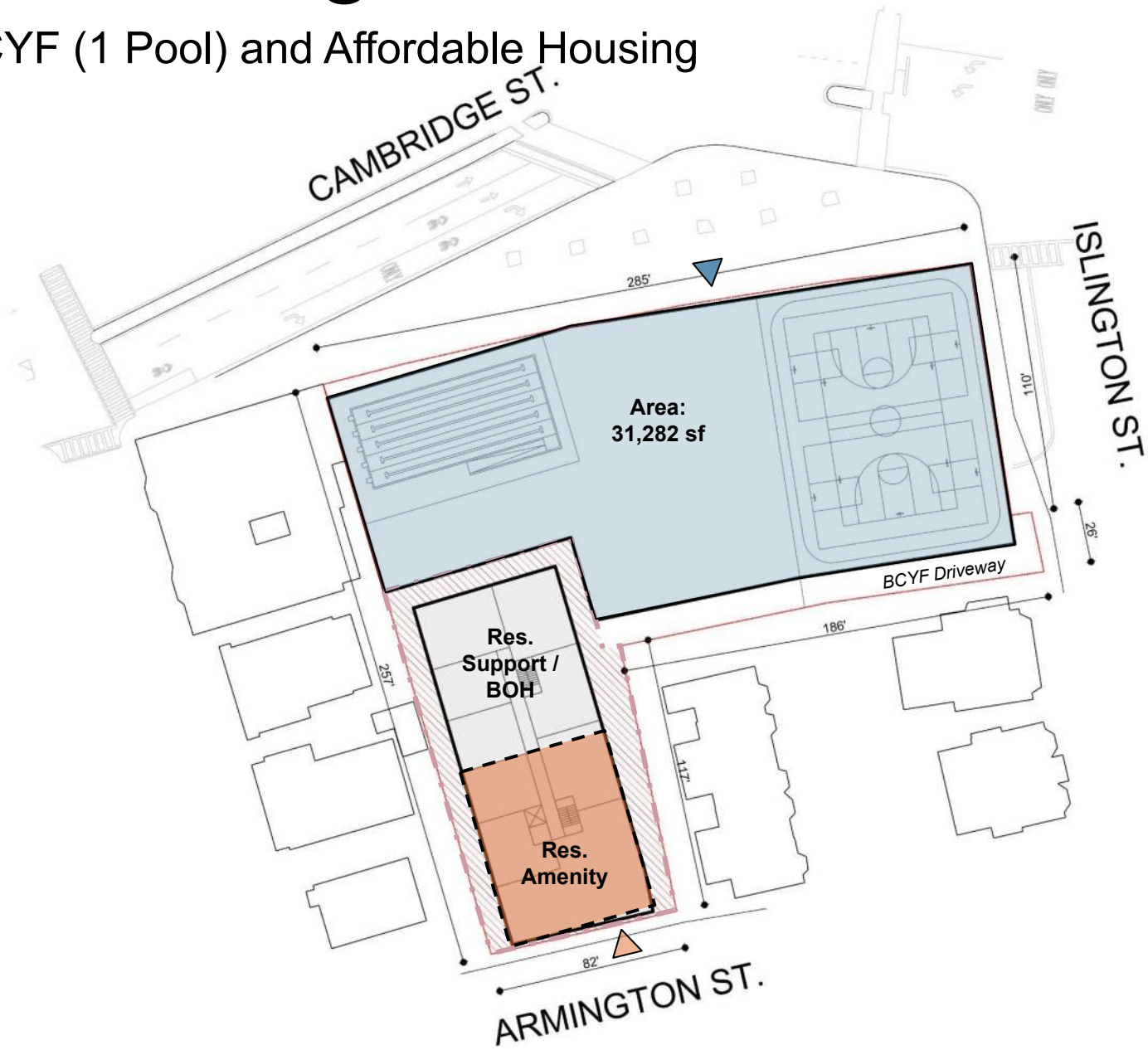
\$57M

Public Facility Cost

\$104M

Cambridge Street Parcel - Option 2.3

BCYF (1 Pool) and Affordable Housing

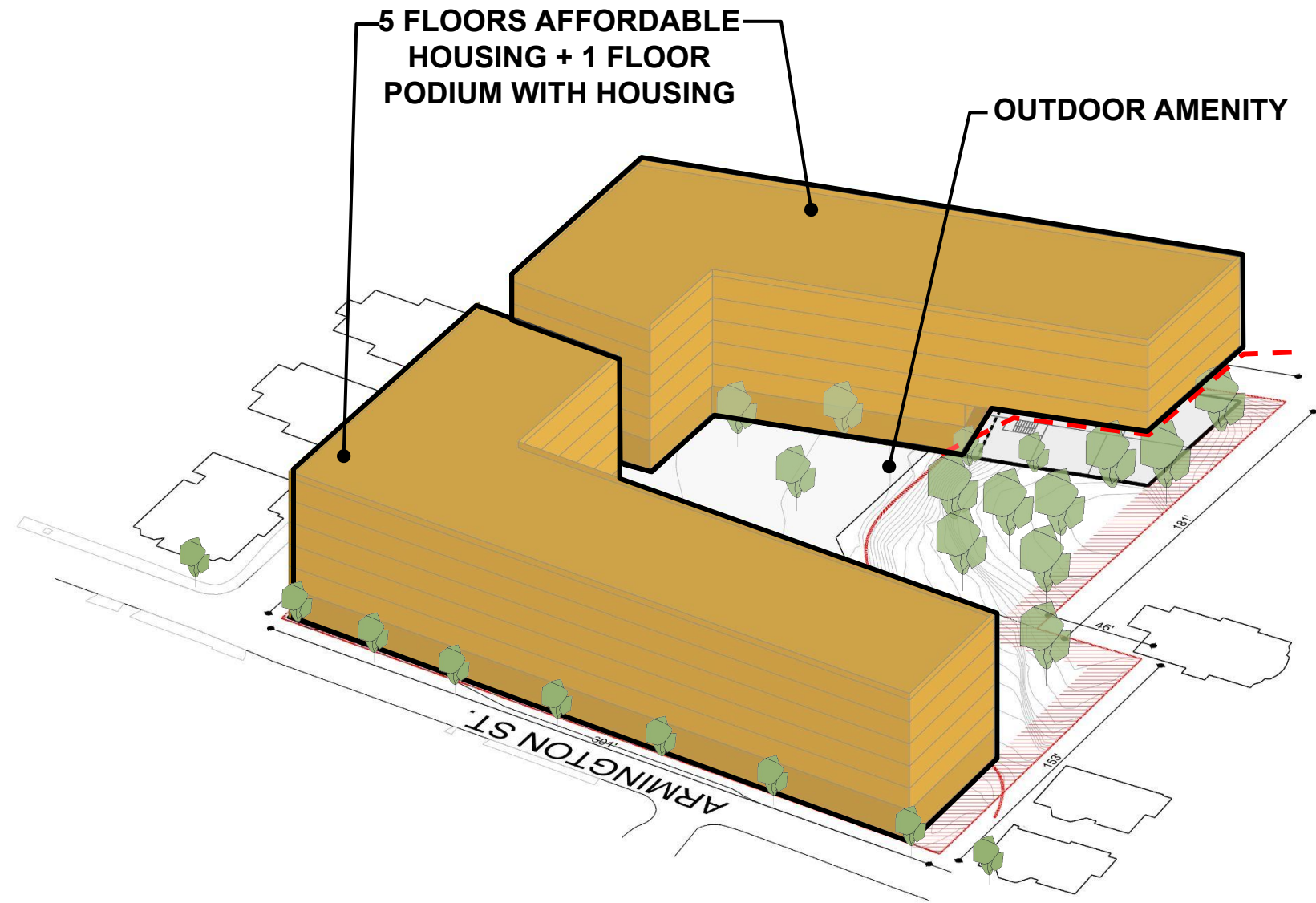
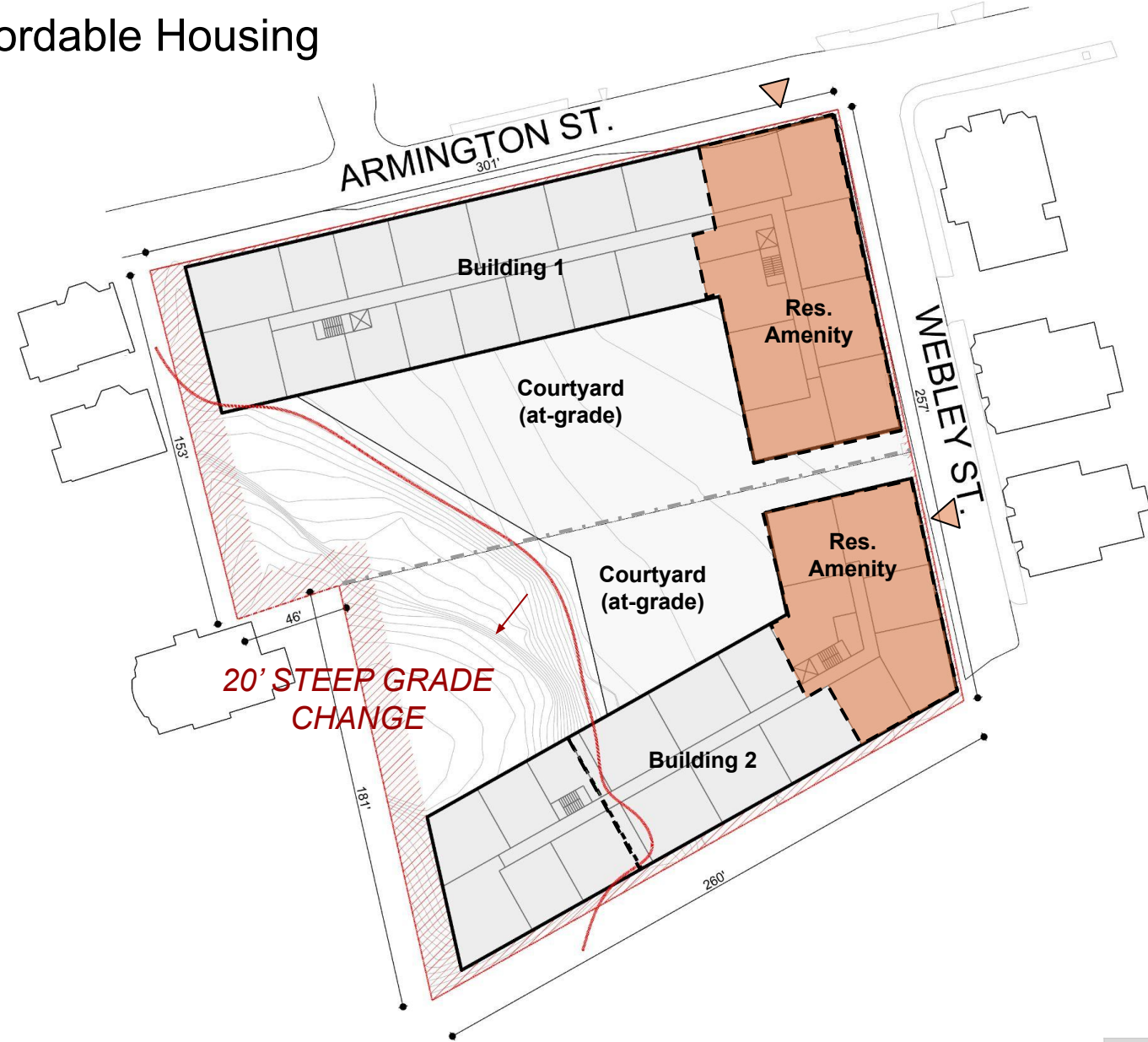


Programs (BCYF and Affordable Housing)	
BCYF with 1 pool (2 stories)	60,348 GSF
Affordable Housing (70') *below highrise	58,934 GSF
Res. Lot Size	14,241 SF

Option 2.3: Cambridge Street : Affordable					
			Resi Floors	5	
Bed/Bath	Target%	Total%	#Units / Floor	#Units / Type	SF
1 bed / 1 Bath	35%	36%	4	20	625
2 Bed / 1 Bath	55%	55%	6	30	750
3 Bed / 2 Bath	10%	9%	1	5	1000
	100%	100%	11	55	43,750 rsf

Armington Street Parcel - Option 2.3

Affordable Housing



Programs (Affordable Housing)	
K-6 with 1 gym (5 stories)	0 SF
Bldg 1: Affordable Housing (70') *below highrise	136,218 GSF
Bldg 2: Affordable Housing (70') *below highrise	96,482 GSF
Parking Spaces	0
Resi. Lot Size	44,750 SF (Arm.) 36,150 SF (Ringer)

Option 2.3: Armington Street: Affordable

Resi Floors	Affordable (fronting Armington)					Affordable (fronting Ringer Playground)				
	Target%	Total%	#Units / Floor	#Units / Type	Total	Target%	Total%	#Units / Floor	#Units / Type	Total
5										
1 bed / 1 Bath	35%	33%	8	56	114,500 rsf	35%	26%	5	26	81,200 rsf
2 Bed / 1 Bath	55%	58%	14	70		55%	58%	11	61	
3 Bed / 2 Bath	10%	8%	2	12		10%	16%	3	14	
	100%	100%	24	138	114,500 rsf	100%	100%	19	101	81,200 rsf

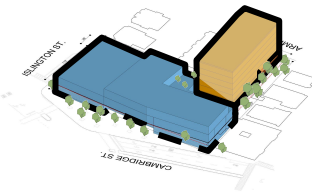
Option 2.3

BCYF with pool and affordable housing on the Cambridge Street parcel, two phases of affordable housing on the Armington Street parcel

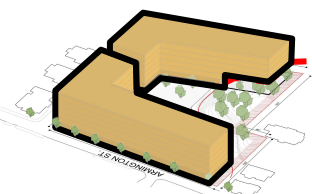
Cambridge Street

Same program as for option 2.1

B **H(a)**



H(a) **H(a)**



Armington Street North

Lot Size	1.03 Acres
Stories	6
Construction	Podium
Residential Area	136,218 SF
Residential Units	138
- Market Rate	-
- 70% AMI	97 (70%)
- 50% AMI	41 (30%)
- Voucher	-
Average Unit Size	830 SF
Retail Area	-
Parking	-

Armington Street South

Lot Size	0.83 Acres
Stories	6
Construction	Podium
Residential Area	96,482 SF
Residential Units	101
- Market Rate	-
- 70% AMI	71 (70%)
- 50% AMI	30 (30%)
- Voucher	-
Average Unit Size	804 SF
Retail Area	-
Parking	-

Annual Net Income

Residential	\$4.4M
Retail	-
Parking Fees	-
Net Operating Income	\$4.4M

Cap Rate	4.5%
Valuation	\$97M

Development Cost

Residential, Retail, and Parking Cost	\$152M
Cambridge	\$31M
Armington North	\$71M
Armington South	\$50M
BCYF	\$104M
School	-

Return on Cost

6.0%

Potential Subsidy

\$0

Affordable Housing Funding Gap

\$104M**

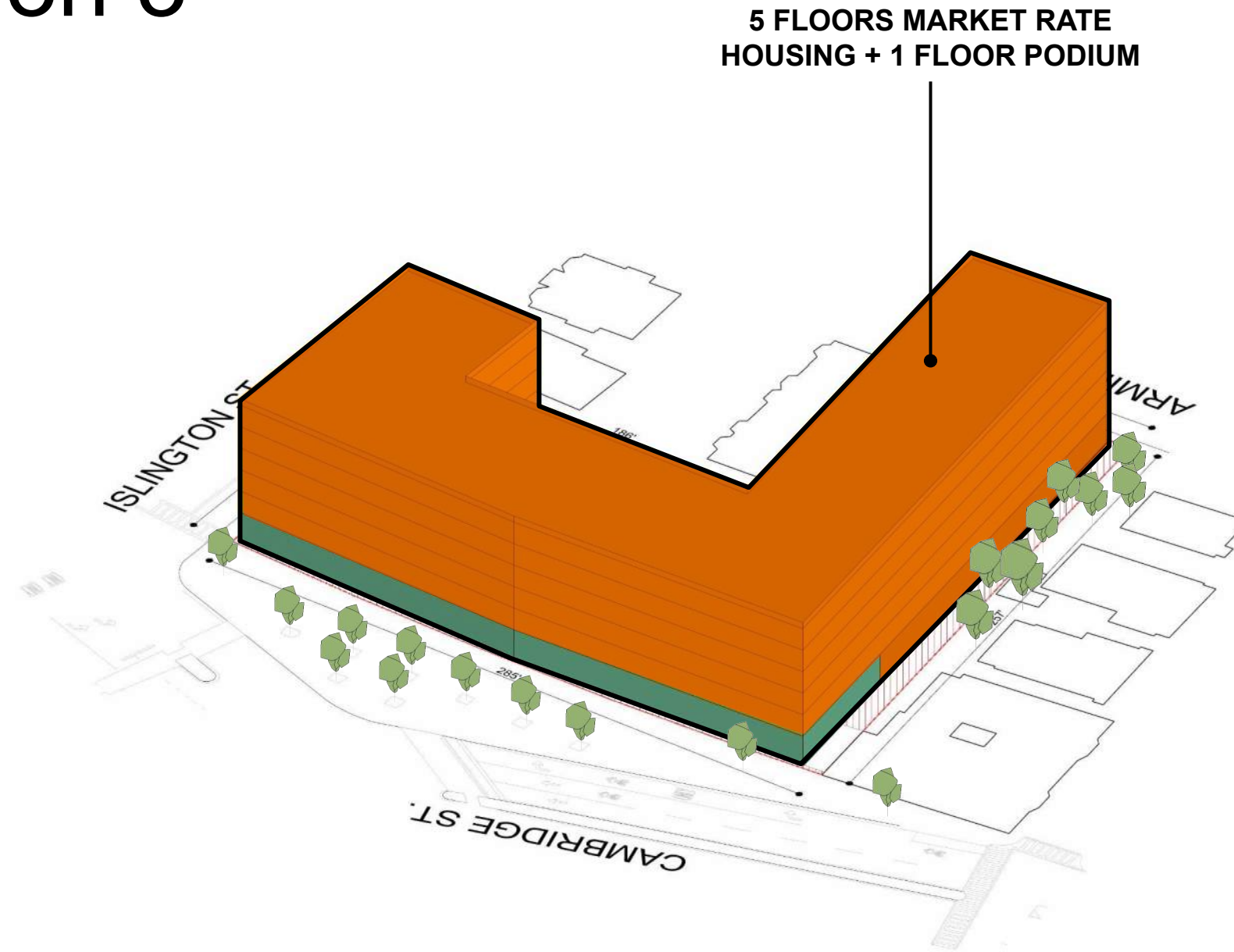
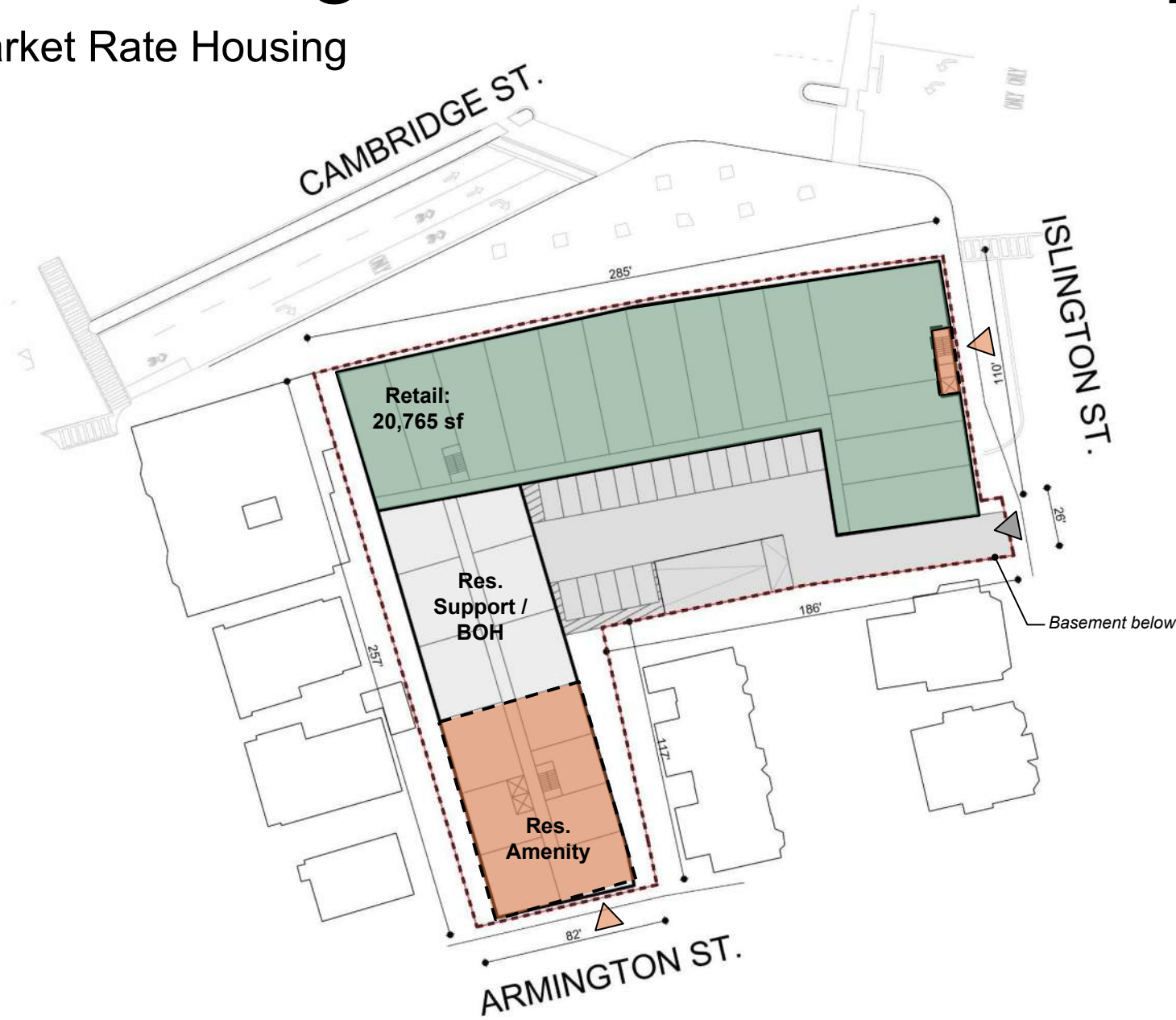
Public Facility Cost

\$104M

** note: this figure updated May 2026

Cambridge Street Parcel - Option 3

Market Rate Housing

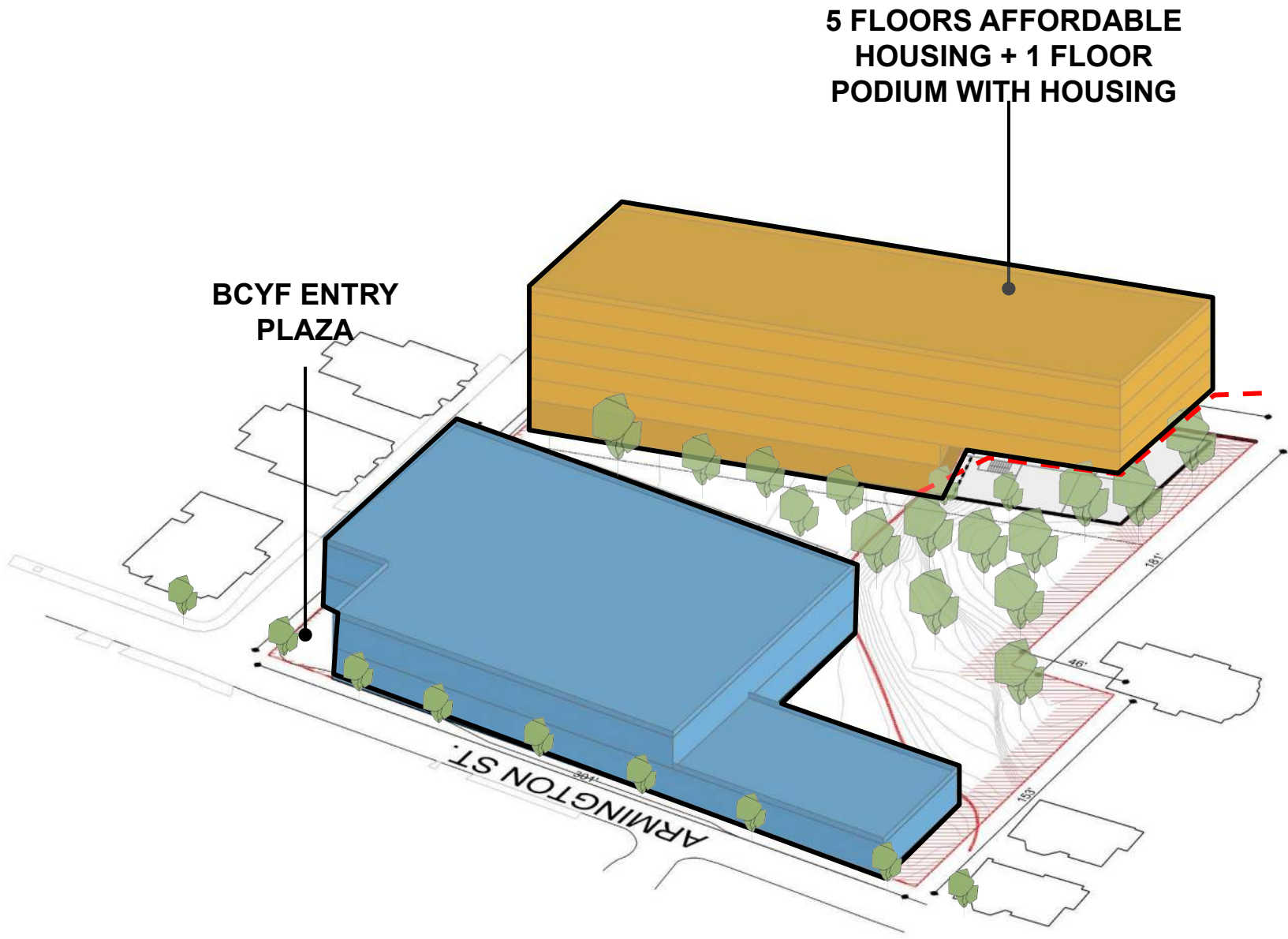


Programs (Market Rate Housing)	
Market Rate Housing (70') *below highrise	174,565 GSF
Retail	20,765 NSF
Parking Spaces (2 Levels)	134 Spaces (0.67:1 Ratio)
Resi. Lot Size	48,775 SF

Option 3: Cambridge Street : Market rate					
			Resi Floors	5	
Bed/Bath	Target%	Total%	#Units / Floor	#Units / Type	SF
Studio	35%	40%	16	80	450 - 550
1 bed / 1 Bath	35%	35%	14	70	625
2 Bed / 1 Bath	30%	25%	10	50	750
	100%	100%	40	200	144,700 rsf

Armington Street Parcel - Option 3

BCYF + Affordable Housing

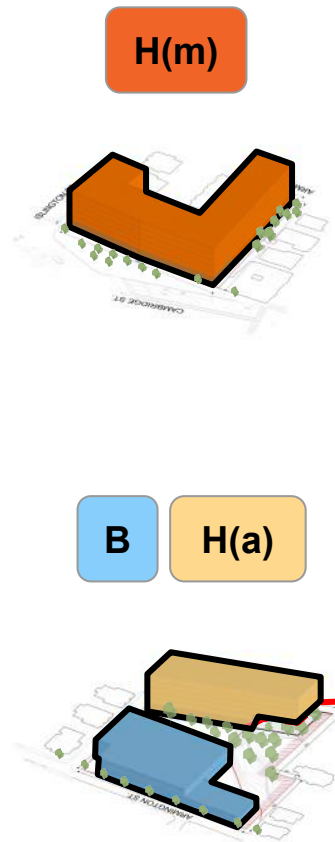


Programs (Affordable Housing)	
BCYF with 1 pool (2 stories)	53,919 SF
Affordable Housing (70') *below highrise	83,078 GSF
Parking Spaces	13 Spaces
Resi. Lot Size	20,870 SF

Option 3: Armington Street : Affordable					
Resi Floors		5			
Bed/Bath	Target%	Total%	#Units / Floor	#Units / Type	
1 bed / 1 Bath	35%	29%	5	27	
2 Bed / 1 Bath	55%	53%	9	48	
3 Bed / 2 Bath	10%	18%	3	15	
	100%	100%	17	90	71,000 rsf

Option 3

Market rate housing with retail on the Cambridge Street parcel, BCYF with pool and affordable housing on the Armington Street parcel



Cambridge Street

Lot Size	1.12 Acres
Stories	6
Construction	Podium
Residential Area	174,565 SF
Residential Units	200
- Market Rate	160 (80%)
- 70% AMI	17 (8.5%)
- 50% AMI	17 (8.5%)
- Voucher	6 (3%)
Average Unit Size	724 SF
Retail Area	23,100 SF
Parking*	131 spaces
BCYF	-
School	-

*20 podium spaces, 111 underground garage spaces

Armington Street

Lot Size	1.85 Acres
Stories	6
Construction	Podium
Residential Area	83,078 SF
Residential Units	90
- Market Rate	-
- 70% AMI	63 (70%)
- 50% AMI	27 (30%)
- Voucher	-
Average Unit Size	789 SF
Retail Area	-
Parking	-
BCYF	53,919 SF
School	-

Annual Net Income

Residential	\$6.4M
Retail	\$1.4M
Parking Fees	\$422k
Net Operating Income	\$8.2M

Cap Rate	4.5%
Valuation	\$183M

Development Cost

Residential, Retail, and Parking Cost	\$147M
Cambridge	\$104M
Armington	\$43M
BCYF	\$84M
School	-

Return on Cost

6.5%

Potential Subsidy

\$14M

Affordable Housing Funding Gap

\$29M

Public Facility Cost

\$84M

4. Conclusion

Conclusion

The Housing with Public Assets Study presents testfit options and financial feasibility analyses of multiple options and combinations of market rate and affordable housing, retail and public programs.

Here is what we learned:

1. Program stacking creates structural and building system challenges especially in scenarios with housing over large span public spaces such as gymnasiums, indoor pools and cafeterias included in the K-6 Elementary School and BCYF Community Center prototype programs.
2. Retail along Cambridge Street is highly valuable and is a major driver behind the higher subsidy of Option 3.
3. Market rate housing is a key component in the financial feasibility of testfit options and generates the highest subsidy by private development.