



# City of Cambridge

IN CITY COUNCIL

January 17, 1972.

ORDERED:-

That a schedule, Executive Department, Schedule F-29, Harvard Square Parking Studies and Plans, be and hereby is established, and be it further

ORDERED:-

That the sum of \$225,000 be and hereby is appropriated from the Parking Fund to the Executive Department Schedule F-29, Harvard Square Parking Studies and Plans.

In City Council Jan 17, 1972  
Adopted by yea and nay Vote  
Yeas 8 Nays 1 Absent 0

Paul E. Healey  
City Clerk

Amendment By Mayor Bellini

# City of Cambridge

MASSACHUSETTS

In City Council Jan, 17, 1972

		YEA	NAY	ABSENT	
	Mr. Clinton		✓		
	Mr. Danehy	✓			
	Mr. Duehay		✓		
	Mrs. Graham		✓		
	Mr. Moncreiff		✓		
	Mr. Owens		✓		
	Mr. Sullivan		✓		
	Mr. Vellucci	✓			
	Mayor Ackermann		✓		
		2	7		

# City of Cambridge

MASSACHUSETTS

In City Council January 17, 19 72

	YEA	NAY	ABSENT	
Mr. Clinton	✓			
Mr. Danehy	✓			
Mr. Duehay	✓			
Mrs. Graham	✓			
Mr. Moncreiff	✓			
Mr. Owens	✓			
Mr. Sullivan	✓			
Mr. Vellucci		✓		
Mayor Ackermann	✓			
	8	1		

6/2/72

MAYOR'S COMMITTEE

HARVARD SQUARE - CAMBRIDGE COMMON

January 17, 1972

The Honorable City Councilors  
City Hall  
Cambridge, Massachusetts

Re: Request for Appropriation for Kennedy Library  
Development

Dear Councilors:

This letter is written in support of the request of the Planning and Development Department for an appropriation of \$225,000 from the Parking Fund for the purpose of making certain studies and drawings relating to the planning of parking and other developments in and around Harvard Square.

Although the Mayor's Committee has not had an opportunity to review specifically the Requests of January 14, 1972, based upon past discussions which the Committee has had, I have no reservations in recording the Committee in favor of the appropriation. Any study and proposal which will reduce traffic congestions in and around Harvard Square, both for the present and in the future, will be supported by the Mayor's Committee since it is our objective to make the Square a more pleasant place for all of the persons living and working in the area.

In addition, I note that the appropriation includes \$15,000 for the study of the feasibility of a garage under Cambridge Common. The Mayor's Committee strongly endorses the plans of the Conservation Commission for the renovation and beautification of the Common. It recognizes, however, that before such plans can go forward, it is necessary to determine once and for all the feasibility of placing a garage under the Common. The appropriation requested would presumably decide this question.

In general, the Mayor's Committee is encouraged that the City, through its Planning and Development Department, is taking the lead in reviewing and co-ordinating the plans of the various interests relating to the Kennedy Library site, Brattle Square and Harvard Square. It is

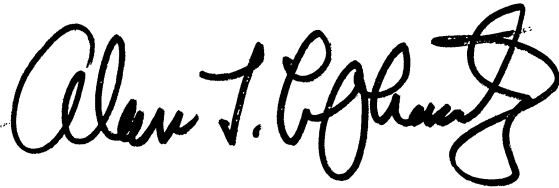
The Honorable City Councilors

January 17, 1972

Page Two

hoped that the efforts of the Planning and Development Department and other agencies of the City will not be limited merely to parking matters but will extend into all areas of planning. It is also hoped that the City Councilors will be prepared to make available from time to time such appropriations as the City may request in order to achieve integrated planning for the entire Kennedy Library-Harvard Square area.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Alan L. Lefkowitz". The signature is written in a cursive, flowing style with a large, prominent initial "A".

ALL:mm

Alan L. Lefkowitz

# HARVARD SQUARE BUSINESS MEN'S ASSOCIATION, INC.

ORGANIZED 1910

## OFFICERS

ROBERT DOYLE . . . . . President  
EDWARD VER PLANCK . . Vice-President  
STUART MABIE . . . . . Treasurer  
WILLIAM POSSIEL . . . . . Secretary  
JOHN J. HALLISEY . . . . Auditor



OFFICE OF THE SECRETARY  
P. O. BOX 300  
CAMBRIDGE, MASS. 02139

## DIRECTORS

ROBERT B. SNOW . . . Term Expires, 1972  
JACK WILLIAMS . . . Term Expires, 1972  
CHARLES WOLF . . . Term Expires, 1972  
BEN OLKEN . . . . Term Expires, 1973  
ROBERT SLATE . . . Term Expires, 1973  
DAVID TERRY . . . Term Expires, 1973  
WILLIAM EHRLICH . . Term Expires, 1974  
ARTHUR WEST . . . Term Expires, 1974  
WARREN REARDON . . Term Expires, 1974  
Edwin B. Powell . . { Honorary Life Member  
                          { Charter Member

January 14, 1972

Dear Member:

Several economic interests have been meeting recently with the Cambridge Planning Department and representatives of the Kennedy Library Complex to plan jointly the parking and building facilities in Harvard Square. Bob Bowyer, Chief of Planning for the City will request an appropriation from the City Council on Monday evening, January 17 at 7:30 p.m.

This appropriation is vitally important to solving many of Harvard Square's problems. We urge you to be present at the Council Meeting to speak in favor of this appropriation.

Enclosed for your information are excerpts from a draft proposal written by Mr. Bowyer.

Please make every effort to be present.

Very truly yours,

W. H. Possiel  
Secretary

WHP/jc

Enclosure

January 17, 1972

Cambridge City Council  
City Council Chambers  
Cambridge, Massachusetts

The Neighborhood Ten Association is deeply concerned over the implications for its Area and the City in general of the development of the Kennedy Center. We feel that the need for coordinated planning for the Harvard Square area is urgent. We strongly support the request of the Cambridge Planning Department for funds to proceed in this direction and we wish to be so recorded.

*Martha S. Lawrence*

Martha S. Lawrence  
for the Executive Committee  
Neighborhood Ten Association

CAMBRIDGE  
CHAMBER OF COMMERCE

69 ROGERS STREET, CAMBRIDGE, MASSACHUSETTS 02142

(617)-876-4100

January 13, 1972

TO THE ECONOMIC INTERESTS IN HARVARD SQUARE

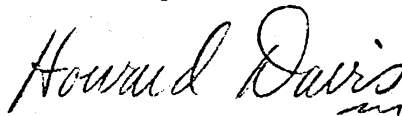
Enclosed is the preliminary proposal requesting the allocation by the Cambridge City Council on Parking Fund monies for specific Harvard Square parking.

You are requested now to call City Councillors you know and urge their support of this proposal next Monday, January 17th at the Council meeting.

It is necessary to show the business community's support for this proposal and for you to plan to attend the City Council meeting at 7:30 p.m. on the 17th. You are also encouraged as one of the leaders in the Harvard Square business community to bring your associates and fellow businessmen with you.

Thank you for your support on this.

Sincerely,



Howard Davis  
General Manager  
Harvard Cooperative Society

HD:mer  
Enclosure

EXCERPT FROM A DRAFT PROPOSAL OF 17 PAGES RELATING TO PLANS FOR INTEGRATING THE KENNEDY LIBRARY AND HARVARD SQUARE.

THESE FOUR PAGES ARE THE SPECIFICS OF THE FUNDING PROPOSAL TO BE BEFORE THE CITY COUNCIL, 1/17/72.

There are four projects for which funds for architectural services should be sought right away. They are:

1. The design of the first public parking garage in Harvard Square area, to be initiated as soon as possible.
2. A complex site planning and multiple use land development program, including one or more public parking garages, in the prime development area centered around the Kennedy Memorial.
3. The determination of the economic-engineering ability of constructing a garage under the Cambridge Common.
4. Preliminary analysis of other potential garage sites in the Harvard Square area, each incorporating the multiple use development concept in which commercial or residential activity would share the site of the public parking garage.

Discussing the four projects in greater detail, I see the following:

1. First Parking Garage (immediate action)

Due to the construction schedule for the Kennedy Memorial complex, which is affected by the MBTA's vacating the Bennett Street Yards, a public parking garage constructed as part of the Kennedy Memorial complex probably could not be begun until 1974 or opened to the public until 1976. That is longer than Cambridge can afford to wait for parking facilities in the Harvard Square area.

Two sites seem capable of prompt action for development of parking garage. One is the present Church Street garage site which was purchased by the Harvard Coop, Harvard Trust and Harvard University several years ago to be retained for a parking garage location. A garage at Church Street would be a smaller facility oriented to a high turnover of shoppers rather than an all-day parking facility. The owners have indicated a general willingness to discuss a multiple use for development of this site, but specific plans for multiple use development would seem to be several years away. Perhaps the garage could be designed in a way that would permit construction of parking facilities now and addition of commercial or office space subsequently.

The other site is the former Baird Atomic land which is currently cleared of buildings and used as a parking lot. The owners of both parcels have expressed their desire to move on development expeditiously and both have expressed their willingness to discuss multiple use development in the City.

Hopefully, after discussion with the owners, after review of the Harvard Square General Plan, and the master development plan for the prime development area, and review by interested citizen groups, a decision could be reached within six months on the site of the first parking garage in the Harvard Square area. Then an architect could proceed with the preparation of "working drawings" and conceivably construction could begin in the spring of 1973, with the outside possibility of an opening in late 1973.

## 2. Kennedy Library Garage

There are two stages to the development of a public parking garage in the Kennedy Library complex. The first is the site planning and coordination necessary to ascertain the optimum location for parking facilities, the vehicular circulation pattern in and adjacent to the prime development area, pedestrian routes to and from garage facilities, and the optimum relationship of garage facilities to land uses and building development.

Once it has been determined whether a public parking garage in the Kennedy Memorial complex is feasible and desirable, then an architect can work on preliminary plans for the construction of a public parking garage. The architectural contract should have a "front end" component for site planning and design coordination relative to the location of parking facilities. The Green-Frankling project in Central Square provides a precedent for a "front end" design

coordination fee, because of the need to coordinate the construction of a public parking garage, a branch library, a public park and the Housing Authority's elderly apartment building.

3. Under-the-Common Feasibility Study

There are serious technical and economic questions as to whether an Under-the-Common parking garage is feasible. Completely aside from the historical-aesthetic legal issues involved, there needs to be a study of the engineering-economic feasibility for an underground facility compared to the cost of an above-ground facility elsewhere in the Square. The rule of thumb is that parking spaces which are completely below the ground, thus encountering mechanical ventilation and water table problems, are two-three times more expensive than parking spaces built above ground. Offsetting the premium on the below-grade construction, is the land cost for acquiring rights to develop sites above ground which are now in private ownership. There is ample discussion on this subject, but practically no specific data by which the costs and benefits of alternative sites can be analyzed.

4. Other sites

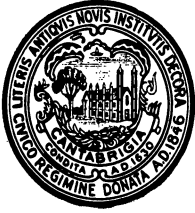
In addition to sites in the Kennedy Memorial, the former Baird Atomic land, Church Street, and the Cambridge Common, the Department has identified four other sites which should be investigated for the feasibility of a parking garage employing the multiple use development concept. What needs to be analyzed is the number of parking spaces that would be feasible, the effect on present or proposed traffic patterns, what uses are appropriate in combination with the parking garage and appropriate for the part of Harvard Square in which they are located. A preliminary sense of what the economic feasibility of garage construction and of development of the uses might be should be developed.

I estimate that the cost of architectural services for the above study would be as follows:

1. First Garage (working drawings)	\$ 90,000
2. Kennedy Memorial	
Site planning, design coordination	25,000
Design development drawings	30,000
3. Under the Common Feasibility Study	15,000
4. Other sites	10,000
Legal-Real estate consultants	20,000
Engineering, landscape architects, consultants, borings and land surveys	<u>35,000</u>
TOTAL	\$225,000

The money for these studies should come from the Parking Fund, a special City of Cambridge Fund which segregates the revenue for parking meters and fines into a separate fund which may be used only for municipal parking activities. During 1972, receipts in the fund should reach about \$650,000 of which about \$150,000 has been already tentatively committed. It is worth noting, that according to an estimate made by the Director of Traffic and Parking, about 45% of the revenue in the parking fund comes from the Harvard Square area.

If the City of Cambridge is to participate as a full-fledged partner with the Kennedy Library Corporation and the private developers in formulating the best possible development plan for the Harvard Square area, it is important that it have the financial resources to do so.



# CITY OF CAMBRIDGE

## PLANNING & DEVELOPMENT DEPARTMENT

City Hall Annex - Inman & Broadway - Cambridge, Mass. 02139

(617) 876-6800  
EXTENSION 344

TO: John H. Corcoran  
City Manager

FROM: Robert A. Bowyer, Director  
Planning and Development

DATE: January 14, 1972

SUBJECT: Status of Kennedy Library Development, Request for Appropriation

Enclosed is a three part report which provides a more complete written report on some of our recent discussions about Harvard Square - Kennedy Memorial developments. The report: (1) reviews the status of the proposed Kennedy Library and its potential effects on Harvard Square, (2) describes the activities of the Planning and Development Department in the Harvard Square area, and (3) requests and justifies an appropriation from the Parking Fund for architectural and related services for the development of an off-street parking program in the Harvard Square area.

After several years of delay due to the question of when MBTA would vacate the site, the Kennedy Library Corporation has recently activated work again on the building program and construction schedule for the Kennedy Library complex. Present estimates are that the MBTA will not vacate the site until early 1974, and hence construction of the Kennedy Library could not begin until that time. Nevertheless, time is of the essence in securing agreement between the Kennedy Library Corporation, the City of Cambridge, and other affected parties on the general principles and numerous details of such a large undertaking. As we have discussed, I have been in contact with the representatives of the Kennedy Library complex for the last year and a half and can report that we are now at a stage for some specific action by the City of Cambridge.

Cambridge has an excellent opportunity, if it acts promptly, to integrate the Kennedy Library complex into the fabric of Harvard Square in a manner that will promote an attractive and orderly development which will benefit the economic and tax bases of the city.

At this beginning stage there is opportunity for interested citizen groups to participate fully in the planning process for all of the Harvard Square area. (Please see pages 8-12 of the Report, in this regard.)

The report outlines the need for an off-street parking program for the Harvard Square area. Whether a Kennedy Library was ever located in Harvard

Square or not, initiative on the development of off-street parking facilities in the Harvard Square area is long overdue. I propose that four primarily architectural studies, which are needed to supplement planning funds now in the Department, be initiated; they are:

1. The design of the first public parking garage in the Harvard Square area, to be initiated as soon as possible.
2. A complex site planning and multiple use land development program, including one or more public parking garages, in the prime development area centered around the Kennedy Library.
3. The determination of the economic-engineering feasibility of constructing a garage under the Cambridge Common. This in no way determines whether a garage should be built; merely whether it is technically and economically feasible to do so.
4. Preliminary analysis of other potential garage sites in the Harvard Square area, each incorporating the multiple use development concept in which commercial or residential activity would share the site of the public parking garage.

A more detailed description of these studies can be found on pages 14-16 of the report.

I estimate the cost of these studies to be as follows:

1. First Garage (working drawings)	\$ 90,000
2. Kennedy Library	
Site planning, design coordination	25,000
Design development drawings	30,000
3. Under-the-Common Feasibility Study	15,000
4. Other sites	10,000
Legal-Real estate consultants	20,000
Engineering, landscape architects, consultants, borings and land surveys	35,000
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TOTAL	\$225,000

The money for these studies should come from the Parking Fund, a special City of Cambridge Fund which segregates the revenue for parking meters and fines into a separate fund which may be used only for municipal parking activities. During 1972, receipts in the fund should reach

about \$650,000 of which about \$150,000 has been already tentatively committed. It is worth noting, that according to an estimate made by the Director of Traffic and Parking, about 45% of the revenue in the Parking Fund comes from the Harvard Square area.

Fulton Ogden - Harvard Univ.  
<sup>Ernie Steffy</sup>  
Carl Barron - Camb. Property Owners Assn.  
Mrs. C. B. Wheeler - Planning for People  
Howard Davis - Harvard Cooperative Society  
Cyrus Harvey - Planning for People  
John Dyer - Chamber of Commerce  
Robert Jones - " " "  
Melvin Trainers - property owner  
William Priel - H. D. Businessmen's Assn.  
C. Sage - H. D. businessman  
R. Slate - " "  
R. Dow - " "  
S. Cohen - " "  
E. Steffian - H. D. Task Force, CAC

**STATUS OF KENNEDY LIBRARY AND PLANNING ACTIVITIES  
IN THE HARVARD SQUARE AREA; JUSTIFICATION FOR APPRO-  
PRIATION FOR OFF-STREET PARKING PROGRAM**

**By Robert A. Bowyer, Director of Planning and Development**

**January 14, 1972**

STATUS OF KENNEDY LIBRARY AND PLANNING ACTIVITIES  
IN THE HARVARD SQUARE AREA; JUSTIFICATION FOR APPRO-  
PRIATION FOR OFF-STREET PARKING PROGRAM

By Robert A. Bowyer, Director of Planning and Development

January 14, 1972

STATUS OF KENNEDY LIBRARY AND PLANNING ACTIVITIES  
IN THE HARVARD SQUARE AREA; JUSTIFICATION FOR APPRO-  
PRIATION FOR OFF-STREET PARKING PROGRAM

There are a variety of seemingly separate, but obviously related develop-  
ments and issues in the Harvard Square area. These include

- a) Kennedy Library - In anticipation of the MBTA vacating the Bennett Street yards in about two years, the Kennedy Library Corporation has recently instructed their architects to work toward that time deadline. Based on my discussion with representatives of I. M. Pei and Partners, architects for the Kennedy Library, I feel that the forthcoming construction of the Kennedy Library, coupled with other developments listed below, will have the most significant and potentially most beneficial effect on the form and character of the Harvard Square area of any development in this century. Close coordination of that development with the present Harvard Square business district is imperative for Cambridge and for the success of the Kennedy Library.
- b) Baird-Atomic Properties - The former Baird Atomic Properties, which are now owned by the Harvard Trust Company and Peter Kanavos, an experienced Boston area real estate developer, have been cleared of buildings and are ripe for development. The development of those two parcels in a manner which is compatible with the Kennedy Library on the MBTA yards is important to the success of each of the develop-  
ments and to the public interest.
- c) Red Line Extension - The MBTA was the recipient, in the tail end of the recent legislative session, of a new bond authorization which allotted two million dollars for detailed planning of the Red Line Extension from Harvard Square to a new terminal in the Alewife Brook area. Under the City of Cambridge - MBTA joint planning agreement, MBTA has advised the City of Cambridge Transit Coordinator that within a month studies will have begun on the feasibility of a deep bore tunnel on a direct route from Harvard Square to Alewife Brook. A new location for the Harvard Square station, or simply new station exits and entrances, as well as new routing of buses into the Harvard Square station are all important factors in the development of the Harvard Square area.
- d) Brattlewalk - The closure of a portion of Brattle Street and the develop-  
ment of a modest pedestrian mall was initiated, principally through the efforts of the Harvard Square Planning for People Committee, in September 1971. At that time a six-month experimental period, due to expire in March 1972, was agreed upon. Shortly a decision will need to be made on whether Brattlewalk is to be continued.

- e) Cambridge Common - During 1971 the Conservation Commission released ambitious plans for the refurbishment of the Cambridge Common. More recently, the Conservation Commission, the Historical Commission, and the Planning and Development Department have been reviewing the possibility of receiving a grant from the American Revolutionary Bi-Centennial Commission and have worked with the City of Boston in developing a "Prologue 75" proposal that would include the Cambridge Common.
- f) Future of Harvard Square - The recent economic slump, riots, concern over drug traffic and "street people" have raised concerns about the future of the Harvard Square area. The bullish optimism about development which pervaded the Square in the 60's seems to have shifted to an attitude that the area is currently in the doldrums.

#### Impact of the Kennedy Memorial

The complex of buildings which comprise or are related to the John F. Kennedy Library, to be constructed on the 12.18 acre site which currently houses the Bennett Street MBTA yards, is potentially one of the most significant developments not only in Harvard Square but in Cambridge. Its effect on the Harvard Square area is difficult to quantify at this time, but it can potentially alter the function and character of the Harvard Square area significantly.

At the center of the complex is the John F. Kennedy Presidential Library, which consists of a museum and an archives section, and houses the collection of materials about the later President's life and times. The Presidential Library will be the major visitor attraction in the complex. Although not a particularly large building, the Presidential Library does constitute the architectural focus of the complex. Currently planned to be located between the Presidential Library and the Charles River is the Commonwealth Plaza, a landscaped public open space, which symbolizes the gift of the land by the Commonwealth of Massachusetts to the project.

The John F. Kennedy Institute of Politics and School of Government, to be operated by Harvard University, is currently projected to be located in the northeast section of the site abutting Boylston Street and Eliot Street. The School of Government might comprise about 80,000-100,000 square feet of floor space, depending on further budgetary review. The Kennedy Library Corporation has agreed to sell approximately 2 acres to Harvard University.

The other element of the Kennedy Library Complex is a so-called "related facilities" building which will house economically productive and tax-producing uses. The type of uses which might be included are

yet to be determined, but it is understood that activities such as office space, shops and stores, and apartment accommodations are all under consideration. Approximately 40,000 square feet of commercial space in the "related facilities" building is being considered. If apartment accommodations are constructed, the total square feet in the "related facilities" section might be appreciably greater. Hopefully most of the employees and staff of the Presidential Library, the Kennedy School of Government, and the employees and clientele of the businesses located in the related facilities building will travel to and from the site by public transportation. The extension of the MBTA Red Line to Alewife or beyond is particularly important in this regard.

However, the major traffic and parking problem in the complex will result from the large number of visitors which the center will generate, particularly during the summer months. Comparative studies of traffic and parking experience at other presidential libraries and other major historical-governmental tourist attractions have been made. Projections are that only about 20-25% of visitor trips will be by public transportation, since most of the visitors will not be familiar with the local transit system and would be arriving from directions which are not now well served by public transportation. Again, extension of the Red Line transit service to Alewife can be helpful in this regard. A large number of visitor automobile trips, particularly in the peak summer months is projected.

Whether the Harvard Square area can accommodate the increase in automobile trips is questionable. The Kennedy Library Corporation does plan to provide a large number of parking spaces for the use of its employees and visitors within the limits of the project's budget. Additional parking will be provided by Harvard for the School of Government and by the Library Corporation for the related facilities building. It seems advisable for the City of Cambridge to plan to supplement the parking provided for the Kennedy Memorial with additional publicly-owned off-street parking spaces. The total number of parking spaces that can be provided, both by the Library Corporation and Harvard, and by the City of Cambridge, is effectively limited by the traffic carrying capacity of adjoining streets. There is no point in providing a huge sub-surface parking facility which would merely further congest the adjoining streets and intersections.

Preliminary consideration has been given to an off-site shuttle bus system utilizing remote parking locations but no plans have been developed. About 35-45 percent of the visitors are expected to arrive by tour buses and a remote "layover" area may be needed for the buses.

The traffic circulation system adjoining the complex and providing access to and from it must be integrated very carefully with the Harvard Square

street and traffic system. Both the Planning and Development Department and the Traffic Department have had several discussions with Barton Aschmann Associates, traffic engineers and consultants, to the Kennedy Library Corporation. It does seem likely that some significant alteration of the street system adjoining the complex will be necessary. The Kennedy Library Corporation has expressed a willingness to allow land of the Kennedy Library complex to be used for street widenings, new streets and improved vehicular circulation. Necessarily the alteration of the street system must be aimed at improving the general traffic circulation pattern in the Harvard Square area.

The timing of the construction of the Kennedy Library has been and continues to be dependent upon the MBTA's schedule for vacating the site. New repair facilities to replace those currently at Bennett Street are under construction near the South Station in Boston. Present timing calls for the new repair facilities to be available for occupancy in November 1973. Allowing a few months for the demolition of the existing structures and site preparation, construction for the Kennedy Library complex could begin in the Spring of 1974. The target date of completion and opening of the Presidential Library is May 1976 to coincide with the late President's birthday. While two years to the initiation of construction may seem like a long time to some, it is actually a very short time in view of the number of decisions that must be made and the number of details to be ironed out. In my opinion it is barely enough time if there is cooperation and prompt action among all affected parties.

#### Adjoining Development

Adjoining the MBTA yards on the west are two parcels, currently cleared and vacant which are ready for immediate development. The larger parcel, (54,475 sq. ft. ), abutting Mt. Auburn St. is owned by Peter Kanavos. Developed under the present Office zoning district, with its floor area ratio of 3.0, approximately 163,425 sq. ft. of commercial space could be erected on the site. Recently consideration has been given to erecting a motel affiliated with a nation-wide motel chain.

The other parcel, comprising 43,589 sq. ft. , is owned by Harvard Trust Company. The site abuts University Road, a portion of Nutting Road and the rear of St. John's Conventuary. The existing zoning permits the development of approximately 130,767 sq. ft. of commercial floor space on the site.

Due to the odd size and configuration of the two parcels and the poor condition of University Road, both sites are awkward to develop. Poor subsoil conditions and high land costs affect the economic feasibility of development.

Compatibility in scale of buildings and vehicular-pedestrian-circulation and parking with the Kennedy Library complex are vitally important to the development of the Kennedy Library and to the realization of a good return by the two owners. Further, the harmonious relationship of these various developments has considerable bearing on the orderly development of the whole Harvard Square area.

The City of Cambridge is really a fourth major interested party because of the need for new streets and pedestrian circulation, parking facilities, zoning considerations, the economic and tax impact of development, and the need to insure a harmonious development with the present Harvard Square business district.

Having been in contact with each of the owners separately, I initiated a series of meetings, about a year ago, in which all of the owners met to discuss mutual problems. I suggested that all of the land owned by the four major interests be considered as part of a unified development. One difficulty was that the construction schedule for the Kanavos property raised questions as to whether there was sufficient time to permit coordination. At that time, the Kanavos people indicated they would be breaking ground for a motel in late spring of 1971. Those plans have been deferred and it would seem that a coordinated development is again a worthwhile consideration.

\* \* \* \* \*

#### THE PRIME DEVELOPMENT AREA

The area bounded roughly as follows: By Boylston Street on the east, Mt. Auburn St. on the north, the line of Nutting Road on the west and Memorial Drive on the south, can be considered as the prime development area of the Harvard Square area. In addition to the property owned by the three private owners mentioned above, the prime development area should also include the blocks bounded by Boylston Street, Mt. Auburn and Eliot Streets, and the edge of the Mt. Auburn-Brattle Street block. Within those blocks are several strategic parcels which are now being considered for development.

Within the prime development area is more than enough land to absorb the probable development potential of the Harvard Square area for at least ten years. Much of that land has been cleared or is about to be

cleared and made available for development. The land area in the prime development area is as follows:

	<u>Sq. Ft.</u>	<u>Acres</u>	<u>Permitted Floor Area</u>
MBTA (Kennedy)	531,601	12.20	1,594,803 sq. ft.
Kanavos-Harvard Trust	108,503	2.49	325,509 sq. ft.
Other private owners	132,233	3.04	528,932 sq. ft.
Public streets and rights of way	<u>52,480</u>	<u>1.20</u>	<u>157,440 sq. ft.</u>
<b>TOTAL</b>	<u>824,817</u>	<u>18.93</u>	<u>2,449,244 sq. ft.</u>

If all the above areas are developed according to present zoning regulations, the total permitted new floor space would be 2,449,244 square feet. By way of comparison, there are about 1,000,000 square feet of commercial floor space (non-residential and non-institutional) in the Harvard Square business district now. It is extremely unlikely that with the present and projected market for commercial floor space, particularly in new office buildings, that the 2,449,244 square feet of permitted construction would be used up for ten-fifteen years.

The extent of commercial development is, to a significant degree, dependent upon the ability of the prime development area, and the Harvard Square area in general, to function effectively and to overcome potentially severe problems of traffic congestion and inadequate off-street parking. The area can be viewed either as a problem or as an opportunity to be exploited. The City of Cambridge has a definite role in coordinating the development aspirations of the few major large owners who control the large percentage of the land in the prime development area. By coordinating these several development objectives and by channelling public investment (in the form of streets, parking facilities, pedestrian circulation and the like), as well as utilizing its zoning and land development controls, the City can be effective in securing not only a more efficient and more attractive development, but in promoting a greater degree of economic development and tax base as well.

What is needed is a master development plan for the prime development area incorporating at the least, the MBTA site and the two adjacent property owners. The master development plan should deal with street location and relocations, vehicular circulation, pedestrian circulation,

location and number of public and private parking facilities, types of land uses and economic activities, specific building locations, principal landscape elements, the relation of all developments to the Presidential Library, to the Charles River, to the residential properties to the west in Neighborhood Ten and to the existing business district. Linkages and connections to the existing business district, and to MBTA stations, or new entrances - exits to the station need to be studied carefully, in order to serve the existing business district and the new development in the prime development area. Cambridge should avoid a situation where the bright shiny new development becomes a competitor to the older business district and neither one develops the strength that can be realized if they are physically and functionally integrated.

In setting forth the master development plan, coordination of private development is perhaps too heavy a term because the principal work effort will be to elicit the cooperation of the various land owners and developers into a unified development. Each developer must be shown that by participating in a unified development scheme, the economic development potential, and hence his individual return on investment, will be greater.

In addition to the physical design work performed by architects, landscape architects and engineers on the master development plan, assistance in legal and real estate investment services will be needed. If the City of Cambridge is to be involved in developing public facilities, such as parking garages, in conjunction with private developers, or by leasing air rights over public streets or garages, it is important that it understand the real estate development implications of its participation.

In sum, it is vital that the City of Cambridge be in a position to participate fully in the preparation of a master development plan. My recommendations for that participation are set forth at the end of this report.

GENERAL HARVARD SQUARE PLANNING PROGRAM

A master development plan for the prime development area must be integrated with general planning and development considerations for the larger Harvard Square area. Those considerations have been the subject of a general planning study, the Department of Planning and Development has been conducting for the past several months. These studies include:

1. Critique of Prior Plans - Previous plans and studies of the Harvard Square area, none of which took into account the Kennedy Library complex, have been reviewed for information they may contain and analysis of their underlying assumptions and principles. Much of this work has value for the formulation of the present Harvard Square general plan. (A preliminary draft of this volume has been completed.)
2. Principles for Harvard Square Development - This volume is designed to enumerate the general guidelines and policies to govern the development of the Harvard Square area, e.g. separation of pedestrian movement from the vehicular movement, etc. The principles are general and do not include specific proposals for implementation. This volume is intended for discussion by citizen groups as a means of obtaining a consensus on what the City's policies should be for the future development of the Harvard Square area. (A preliminary draft of this volume has been completed.)
3. Physical and Economic Characteristics - This volume contains analysis of data on such matters as land use, intensity of development, employment density, land values, measures of retail activity, and the like. From the data, trends can be identified and projected. (Approximately half of the work on this volume has been completed.)
4. Circulation and Parking - Various studies were undertaken in 1971 to determine the present utilization of parking spaces in the Harvard Square area and to project a demand for parking based on existing floor space requirements. Some traffic studies have been completed and others are in progress; they are intended to indicate the travel desire lines through the Harvard Square area, volumes of traffic, and percentage of thru traffic. (A preliminary draft of the parking study has been completed. About half of the field work on the traffic study has been completed and the remainder will be completed in January.)
5. Urban Design Analysis - This study deals with the visual orientation of the Harvard Square area, the identification of significant architectural buildings, views, and historic places, as well as street "furniture", signs and lighting. It is particularly concerned with pedestrian movement systems and the quality of the environment through which the pedestrian passes. (Work on this volume will begin in January.)

6. Development Issues and Alternatives - This volume is a key one for interested citizen groups to review and comment on the future development policies for the Harvard Square area. It is a review and synthesis of the principal findings under volumes 1-5 and an outline of the major development alternatives that are available to the Harvard Square area. It is intended for wide-spread citizen distribution. (Work on this volume will be initiated when the five preceding volumes have been completed.)
7. Harvard Square General Plan - This volume is intended to set forth in specific goals and policies, the community consensus on the development policies for the Harvard Square area. It will include recommendations for a land development pattern, a revised traffic pattern, location of off-street parking facilities, public investment in environmental improvements (particularly in landscape features), and recommendations for private participation in realizing the policies of the General Plan.

The Department sees the Harvard Square General Plan as being one of modest and incremental change over a period of time. It is not seen as a grand plan for massive redevelopment. This orientation is based on several considerations:

- a. The consensus of community attitudes that we have ascertained to date suggests the desire to maintain much of the character and scale of the present Harvard Square, with particular emphasis on pedestrian circulation.
- b. The Harvard Square area presently has some severe problems of traffic congestion, off-street parking and pedestrian circulation. The development potential of the Harvard Square area is directly related to its ability to function, i. e. for people to have access to Harvard Square and then to be able to move about once they reach it. The extension of the MBTA Red Line to Alewife is of fundamental importance for the Harvard Square area's ability to operate.
- c. The potential market for a high-level of commercial development, particularly the market for new office space, is presently very weak and is likely to remain that way until the middle of the decade at the earliest. The Harvard Square market must be considered in a context of other Cambridge developments. Existing private investments in the Kendall Square area and the development of the proposed Golden Triangle in the Kendall Square Urban Renewal project are likely to take a substantial share of the market for new office space in Cambridge, due principally to their close proximity to Downtown

Boston. In addition to Harvard Square and Kendall Square, new development activity is anticipated in the Alewife Brook area, in Central Square, and along Mass. Avenue toward Central Square.

The Harvard Square General Plan will be capable of being carried out by a combination of the following devices:

1. A New Harvard Square Zoning District -- In the preparation of a revised Zoning Ordinance, the Planning Board is considering a zoning district tailor-made to the requirements of the Harvard Square Area. In contrast to the business districts of the present Zoning Ordinance, which apply in several sections of the city, a separate tailor-made zoning district for Harvard Square is suggested, as are comparable districts for Kendall Square, and Central Square. A more detailed and pertinent form of zoning regulation would be possible.
2. MBTA Station location -- whether, as part of the Red Line extension to Alewife, the subway station is relocated, or is merely maintained in its present location with new entrances and exits, an impact on development patterns in the Harvard Square area can be created. A further consideration is the possibility of some form of mini-transportation system connecting the existing MBTA and remote parking locations with the Presidential Library.
3. Traffic Realignment -- the need to make adjustments in the present street system to accommodate the influx of visitors and employees to the Kennedy Library complex provides an opportunity to make adjustments in the traffic circulation pattern for the whole Harvard Square area. Such circulation improvements and their related off-street parking facilities and pedestrian circulation routes, have an important effect on the location and intensity of new economic development.
4. Public Parking Garages -- a system of off-street parking garages is needed to remove existing parking from the curb and facilitate traffic circulation and particularly to improve accessibility to economic activities in the area. As a general principle, garages should share a site with other productive uses. Thus the location and design of a garage, and its related productive uses, can be influential to the development pattern of the area.
5. Parking Regulations -- the number and location of parking spaces permitted on the street must be closely integrated with the system of off-street parking garages. The pricing of parking spaces, both off-street and on-street, must be related to a development objective.

6. Other Public Investment -- in addition to street and parking facilities, other public expenditures, particularly for landscape treatment of pedestrian areas, can have an important effect on the development pattern. Other public expenditures for utilities, lighting and tourist facilities will probably be needed.
7. Federal - State Grants -- Every effort will be made to obtain Federal and State grants under appropriate programs to assist in the public expenditures necessary to realize the Harvard Square General Plan.
8. Urban Renewal -- At various times there has been discussion of using urban renewal to achieve development objectives in Harvard Square. Further investigation is needed to determine whether urban renewal is an appropriate mechanism to implement the Harvard Square General Plan. Although there are distinct financial advantages to the City, there are questions as to whether Harvard Square would qualify for urban renewal action, whether it would be necessary in view of the amount of land that is already vacant or slated for development, and whether the present insufficiency of urban renewal funds would permit the program to be used. As of this writing, the Department anticipates that urban renewal would have, if used, a minor, if any, role in implementing the Harvard Square General Plan.
9. Betterment Assessment District -- There should be a thorough legal investigation of , and perhaps the development of special enabling legislation permitting the establishment of a special betterment assessment district for accomplishing certain public objectives. There are various projects and activities which are uniquely beneficial to the Harvard Square area which need not be financed by the taxpayers of Cambridge as a whole. A betterment assessment would permit some of the public costs of Harvard Square improvements to be apportioned among the immediate beneficiaries who abut the area.
10. A Special Development District -- Another area for legal investigation is the possibility of special enabling legislation to permit the Harvard Square area to be a special development district, somewhat analagous to an historical district, but without the historical - architectural justification required under the existing Historic Districts Act. This legislation would permit an extraordinary degree of land development control, somewhat comparable to the requirements of an urban renewal plan and a land dis-  
the urban renewal procedure, but without

11. A Bi-centennial Grant -- Of special applicability to the Harvard Square area is the possibility of obtaining a grant from the American Revolutionary Bi-centennial Commission, a Federal agency which probably would have some funds available for cities to prepare for the Bi-centennial celebration in 1976. The Department, along with the Historical Commission and the Conservation Commission, have had some preliminary discussions with representatives of the City of Boston, relative to their plans for a Prologue-75 proposal.

There have been questions raised as to how the interested community groups can participate in the formulation of the Harvard Square General Plan. As the work outlined above indicates, key elements in the planning program are Volume 2, Principles for Harvard Square Development and Volume 5, Issues and Development Alternatives. It is the Department's intention to have those reports serve as a focus for the expression of points of view by all interested community groups prior to the preparation of the final Harvard Square General Plan and the specific implementing proposals.

In candor, we must recognize that there are conflicting objectives and points of view within the Harvard Square area. This is both a natural and healthy process. It is necessary that the conflicting points of view be expressed, and that an attempt be made to reconcile them into a consensus position on the appropriate development of the Harvard Square area.

\* \* \* \* \*

Thus there are two major planning efforts that need to be undertaken in the Harvard Square area concurrently. One is the preparation of the General Plan and the second is the formulation of a master development plan for the prime development area between Mt. Auburn Street and Memorial Drive. The Department is in a position to proceed on the former at present without an additional appropriation; some funds are needed for the retention of consultants for the master development plan. I suggest that since the master development plan in large measure involves circulation and parking facilities, it is appropriate to use the Parking Fund for part of the money needed for the master development plan. I am, therefore, requesting an appropriation from the Parking Fund for specific parking studies which would supplement the work underway in the Department. Specifics on the appropriation are set forth at the end of this report.

## DEVELOPING AN OFF-STREET PARKING PROGRAM

Within the Harvard Square Area, a consensus is developing among the various interested groups that a collaborative effort is needed to get the City moving on a parking program for the area. In fact, a City effort in that regard is long overdue. The department sees the policy objectives for an off-street parking program in the Harvard Square area as follows:

- a. Ironically the most important objective for the off-street parking program is the extension of the MBTA Red Line transit service to Alewife to reduce the number of parkers.
- b. Permit much of the existing curbside parking to be removed to off-street locations so that improvements in traffic and pedestrian circulation can be made.
- c. Some modest net increase in the number of off-street parking spaces, commensurate with the projected increased economic development, is required. It should NOT be the City's objective to accommodate all of the potential motor vehicle trips that might come to the Harvard Square area. The principal reliance for most employee trips and many shopper trips has to be public transportation. Harvard Square is not in the position to compete with the Burlington Mall for the provision of parking facilities.
- d. A system of parking garages should be scattered through the area. One or two super-garages would likely overtax the traffic-carrying capacity of adjoining streets. Smaller parking garages related to the traffic-carrying capacity of adjoining streets is preferable.

Garages in various locations should perform specialized functions. Some garages should have a high turnover shopper-type of use, while other garages should have a low turnover all-day parking type of use.

- e. Garages generally should be located on the periphery of the area in order to intercept the motorist coming in and convert him to a pedestrian for walking in the heart of the Harvard Square area.
- f. Parking facilities should be self-supporting and there should be no recourse to the general real estate tax levy. Realistically the costs of land acquisition and construction in the Harvard Square area dictate parking fees to which the area's motorists

have not been accustomed. The relatively high parking fees should have the effect of encouraging many potential motorists and parkers to use public transportation.

- g. Any public parking garage should utilize the multiple use development concept in which the parking facility shares the site with other productive uses, which might be shops and stores, office space, amusement or entertainment facilities, housing, institutional use, or open space-pedestrian areas. In any situation where the City participates with private development interests in a multiple-use development, the City should pay only its proportional share of the development and only for costs directly attributable to general public parking.

There are four projects for which funds for architectural services should be sought right away. They are:

1. The design of the first public parking garage in Harvard Square area, to be initiated as soon as possible.
2. A complex site planning and multiple use land development program, including one or more public parking garages, in the prime development area centered around the Kennedy Memorial.
3. The determination of the economic-engineering feasibility of constructing a garage under the Cambridge Common.
4. Preliminary analysis of other potential garage sites in the Harvard Square area, each incorporating the multiple use development concept in which commercial or residential activity would share the site of the public parking garage.

Discussing the four projects in greater detail, I see the following:

1. First Parking Garage (immediate action)

Due to the construction schedule for the Kennedy Library complex, which is affected by the MBTA's vacating the Bennett Street Yards, a public parking garage constructed as part of the Kennedy Library complex probably could not be begun until 1974 or opened to the public until 1976. That is longer than Cambridge can afford to wait for parking facilities in the Harvard Square area.

Two sites seem capable of prompt action for development of parking garage. One is the present Church Street garage site which was purchased by the Harvard Coop, Harvard Trust and Harvard University several years ago to be retained for a parking garage location. A garage at Church Street would be a smaller facility oriented to a high turnover of shoppers rather than an all-day parking facility. The owners have indicated a general willingness to discuss a multiple use development of this site, but specific plans for multiple use development would seem to be several years away. Perhaps the garage could be designed in a way that would permit construction of parking facilities now and addition of commercial or office space subsequently.

The other site is the former Baird Atomic land which is currently cleared of buildings and used as a parking lot. The owners of both parcels have expressed their desire to move on development expeditiously and both have expressed their willingness to discuss multiple use development with the City.

Hopefully, after discussion with the owners, after review of the Harvard Square General Plan, and the master development plan for the prime development area, and review by interested citizen groups, a decision could be reached within six months on the site of the first parking garage in the Harvard Square area. Then an architect could proceed with the preparation of "working drawings" and conceivably construction could begin in the spring of 1973, with the outside possibility of an opening in late 1973.

## 2. Kennedy Library Garage

There are two stages to the development of a public parking garage in the Kennedy Library complex. The first is the site planning and coordination necessary to ascertain the optimum location for parking facilities, the vehicular circulation pattern in and adjacent to the prime development area, pedestrian routes to and from garage facilities, and the optimum relationship of garage facilities to other land uses and building development.

Once it has been determined whether a public parking garage in the Kennedy Library complex is feasible and desirable, then an architect can work on preliminary plans for the construction of a public parking garage. The architectural contract should have a "front end" component for site planning and design coordination relative to the location of parking facilities. The Green-Franklin project in Central Square provides a precedent for a "front end" design

coordination fee, because of the need to coordinate the construction of a public parking garage, a branch library, a public park and the Housing Authority's elderly apartment building.

3. Under-the-Common Feasibility Study

There are serious technical and economic questions as to whether an Under-the-Common parking garage is feasible. Completely aside from the historical-aesthetic legal issues involved, there needs to be a study of the engineering-economic feasibility for an underground facility compared to the cost of an above-ground facility elsewhere in the Square. The rule of thumb is that parking spaces which are completely below the ground, thus encountering mechanical ventilation and water table problems, are two-three times more expensive than parking spaces built above ground. Offsetting the premium on the below-grade construction, is the land cost for acquiring rights to develop sites above ground which are now in private ownership. There is ample discussion on this subject, but practically no specific data by which the costs and benefits of alternative sites can be analyzed.

4. Other sites

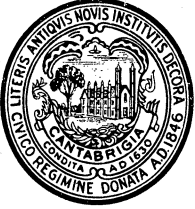
In addition to sites in the Kennedy Memorial, the former Baird Atomic land, Church Street, and the Cambridge Common, the Department has identified four other sites which should be investigated for the feasibility of a parking garage employing the multiple use development concept. What needs to be analyzed is the number of parking spaces that would be feasible, the effect on present or proposed traffic patterns, what uses are appropriate in combination with the parking garage and appropriate for the part of Harvard Square in which they are located. A preliminary sense of what the economic feasibility of garage construction and of development of the uses might be should be developed.

I estimate that the cost of architectural services for the above studies would be as follows:

1. First Garage (working drawings)	\$ 90,000
2. Kennedy Library	
Site planning, design coordination	25,000
Design development drawings	30,000
3. Under the Common Feasibility Study	15,000
4. Other sites	10,000
Legal-Real estate consultants	20,000
Engineering, landscape architects, consul- and surveys	<u>35,000</u>

The money for these studies should come from the Parking Fund, a special City of Cambridge Fund which segregates the revenue for parking meters and fines into a separate fund which may be used only for municipal parking activities. During 1972, receipts in the fund should reach about \$650,000 of which about \$150,000 has been already tentatively committed. It is worth noting, that according to an estimate made by the Director of Traffic and Parking, about 45% of the revenue in the parking fund comes from the Harvard Square area.

If the City of Cambridge is to participate as a full-fledged partner with the Kennedy Library Corporation and the private developers in formulating the best possible development plan for the Harvard Square area, it is important that it have the financial resources to do so.



CITY OF CAMBRIDGE

CAMBRIDGE, MASSACHUSETTS 02139

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EXECUTIVE DEPARTMENT  
JOHN H. CORCORAN  
City Manager

January 17, 1972

ROBERT J. LEBLANC  
Assistant to the City Manager

To the Honorable, the City Council:

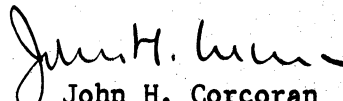
I transmit for your consideration the enclosed appropriation order which would provide \$225,000 for planning and architectural work on parking garages in the Harvard Square area.

For some time, improved off-street parking facilities have been needed in the Harvard Square area. With the passage of State enabling legislation and the adoption by the 1971 City Council of an Ordinance establishing a Parking Fund, the City of Cambridge is in a position to provide off-street parking facilities in the Harvard Square area. I understand that about 45% of the revenue in the Parking Fund comes from the Harvard Square area.

Please note that the appropriation requested is to be raised from the Parking Fund, which is financed by the receipts from meters and parking fines, and does not affect the general real estate tax levy.

I enclose a comprehensive and thorough report from the Planning and Development Department on the status of Harvard Square planning and the Kennedy Memorial Library. I would like to emphasize the importance of a coordinated approach to Harvard Square development, as outlined in the report. The City of Cambridge has an obligation to do what it can to improve the economic climate of the Harvard Square business area, to make the area more attractive and enjoyable for the users and nearby residents, and to assure the integrated development of the area in conjunction with the John F. Kennedy Presidential Library.

Very truly yours,

  
John H. Corcoran  
City Manager

JHC/b

Enclosures

(1)

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COMMUNICATION  
from the City Manager trans-  
mitting ~~xxx from~~

a report from Robert A. Bowyer, Director of Planning and Development on the status of the Kennedy Library Development together with an appropriation request for \$225,000 to conduct a study for the planning and architectural work on parking garages in the Harvard Square area; said sum to be raised from the Parking Fund

January 17, 1972.

Finance