

City of Cambridge

MASSACHUSETTS

In City Council May 18

198¹

Agenda # 7 Lechmere Triangle Development
area - air rights lease of Parcel F
& Parcels C, A and 7c

A. Vellucci Moved Adoption of the Ordinance

	YEA	NAY	ABSENT	PRESENT
Mr. Kevin P. Crane	✓			
Mr. Thomas W. Danehy			✓	
Ms. Sandra Graham			✓	
Mr. Leonard J. Russell	✓			
Mr. David E. Sullivan	✓			
Mr. Walter J. Sullivan	✓			
Mr. Alfred Vellucci	✓			
Mr. David A. Wylie	✓			
Mayor Francis H. Duehay	✓			

9 0 2

*RVSR
PR
A*



City of Cambridge

IN CITY COUNCIL

May 18, 1981

WHEREAS:

The City of Cambridge is involved in a large scale development project in the Lechmere Development area; and

WHEREAS:

The development project is being implemented according to the East Cambridge Riverfront Plan (May 1978); and

WHEREAS:

The City of Cambridge has acquired several parcels of land in the Lechmere Development area for roadway, parking and park purposes; and

WHEREAS:

Portions of this land and rights in realty are not required for public use; and

WHEREAS:

Pursuant to Section 15 and Section 22E of Chapter 40 of the General Laws of the Commonwealth of Massachusetts and Ordinance 733 of the City of Cambridge as adopted January 18, 1965 these rights in realty have been determined by the City Manager of the City of Cambridge, as officer having charge on behalf of the City, as owner of parcels C and A as generally outlined on page 36 of the East Cambridge Riverfront Plan, and parcel 7c as described in a plan by Cullinan Engineering, the Lechmere Canal Park Land Acquisition Plan dated November 4, 1980, to be surplus public land and no longer required for public use and that the air rights to parcel F as outlined generally on page 36 of the East Cambridge Riverfront Plan are no longer required for public purposes; and

WHEREAS:

The City of Cambridge has received offers to purchase parcels C, A and 7c and lease for 99 years air rights to parcel F and has carefully considered these proposals to purchase and lease; and

WHEREAS:

The Cambridge Planning Board has submitted a report on these proposals pursuant to Cambridge Ordinance No. 733 and recommended that parcel C be sold to Wilder-Manley Financial Corporation for \$18 per square foot, that air rights to parcel F be leased to Wilder-Manley Financial Corporation for a period not to exceed 99 years for \$18 per square foot; that parcel A be sold to the Sonesta Hotel Corporation for \$1,660,000 with the provision that Sonesta Hotels build 60 public parking spaces to be the property of the City of Cambridge and that parcel 7c be sold to Unihab for \$96,156; and

WHEREAS:

All of these above sales and leases will be implemented according to proposals submitted by these developers, subject to Legal Development Agreements to be negotiated by the City Manager and requirements of the City Zoning Ordinance, local, state and federal laws, and other requirements to be negotiated by the City Manager;

NOW, THEREFORE,

The City Council orders the City Manager of the City of Cambridge to implement the sales and leases as specified above and negotiate development agreements with these developers.

In City Council May 18, 1981.

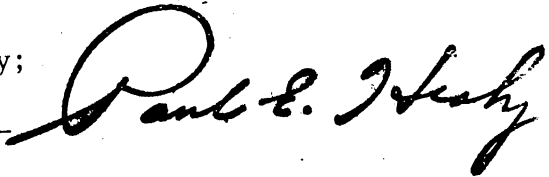
Adopted by a yea and nay vote:-

Yeas 7; Nays 0; Absent 2.

Attest:- Paul E. Healy, City Clerk.

A true copy;

ATTEST:-

A handwritten signature in black ink, reading "Paul E. Healy". The signature is written in a cursive style and is positioned to the right of the printed name "Paul E. Healy" which is part of the "ATTEST:-" line.



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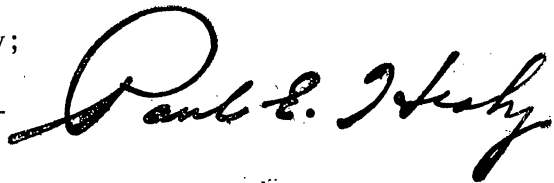
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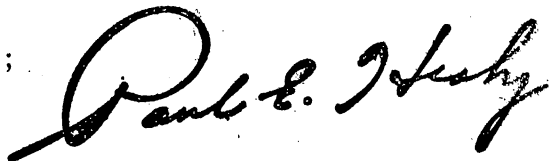
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OF CAMBRIDGE, MASSACHUSETTS
PLANNING BOARD

HALL ANNEX, 57 INMAN STREET, CAMBRIDGE 02139

May 14, 1981

The Honorable, the City Council:

Re: Planning Board Report on the Sale of Parcels C, A and 7c and the Air Rights Lease of Parcel F in the Lechmere Triangle Development Area

Parcels C and F

Parcels C and F are designated on the East Cambridge Riverfront Plan, page 36. Parcel C is approximately 30,000 s.f. and is generally located at 52 First Street. Parcel F is approximately 62,000 s.f. and located at the southeast corner of First and Cambridge Streets. The acquisition of these parcels was by joint effort of the City of Cambridge and the Massachusetts Government Land Bank. Proceeds from the sale of parcel C and the air rights lease of parcel F will be used to repay a note to the Massachusetts Government Land Bank.

Pursuant to Section 15 and Section 22E of Chapter 40 of the General Laws of the Commonwealth of Massachusetts and Ordinance 733 of the City of Cambridge as adopted January 18, 1965, the City Manager of the City of Cambridge, as the officer having charge on behalf of the City, as owner of parcels C and F determined on December 15, 1980 that parcel C was no longer required for public purpose and that the air rights to parcel F were no longer required for public purposes.

This finding was advertised in a newspaper of local circulation for three consecutive weeks and development proposals were invited for these parcels. All proposals were required to meet the guidelines for this competition as outlined in a "Request for Proposal - Parcels C and F."

On March 19, 1981 at 2 p.m., four proposals were received and opened. The proposals were received from:

Carlin-Atlas Corporation
New Rochelle, New York

The Druker Company
Boston, Mass.

Wilder-Manley Financial Corporation
Boston, Mass.

Schochet Associates
Boston, Mass.

A developer selection committee met on three occasions to review the proposals, staff analysis and developer responses. This selection committee consisted of Mayor Duehay; Bill McCall, Chairman of the Massachusetts Government Land Bank; Jeffrey Simon, Executive Director of the Massachusetts Government Land Bank; Ken Daley, representing the East Cambridge neighborhood and James L. Sullivan, City Manager.

The first meeting of the selection board was held from 1:30 p.m. to 6:00 p.m. on March 26, 1981. All four developers presented their proposed projects to the committee. This presentation was followed by a 25-minute question and answer period. Questions, generated primarily by a staff analysis of four major areas, were asked. The four major areas of analysis were:

1. Traffic/Parking
2. Urban Design
3. Financial/Market Feasibility
4. Conditions before developer would proceed.

The proposals are briefly described below. Full information and proposals can be reviewed at the City Council office or the Cambridge Department of Community Development.

Carlin-Atlas proposed a 264,000 s.f. project with two buildings. Of this total 41,000 s.f. was retail, 168,000 s.f. office, 42,000 s.f. market rate housing, 11,000 s.f. conference facility, 171 private parking spaces, and 50 public parking spaces. Total project development cost was close to 33 million dollars.

Wilder-Manley Financial Corporation proposed a 230,000 s.f. building with 40,000 s.f. retail, 169,000 s.f. office, 10,000 s.f. restaurant, 190 private parking spaces, and 50 public parking spaces. Their estimated development cost is 22 million dollars.

The Druker Company proposed 223,000 s.f. in two buildings with 34,000 s.f. retail, 160,000 s.f. office, 29,000 s.f. housing, 251 private parking space and 50 public parking spaces. The estimated development cost is 28 million dollars.

Schochet Associates proposed a 235,000 s.f. building with 29,000 s.f. retail, 179,000 s.f. office, 26,000 s.f. restaurant and 50 public parking spaces. The estimated development cost of this project is 25 million dollars.

The presentation by the developers, staff analysis and questions raised by the selection board led to a follow-up letter to the developers on the four areas described above. Responses were submitted by April 10, and the selection board met to discuss these responses on April 14, 1981. After discussion on responses, Carlin-Atlas and Schochet Associates were cut from the competition.

Carlin-Atlas was cut for several reasons:

- a. A financial analysis had determined that construction costs were very high and projected retail, office and housing rentals were not feasible in this location at this time.
- b. The floor area ratio for the project was far in excess of that allowed by the zoning.
- c. The financing plan did not appear feasible. Letters of financial commitment were weak. Projected parking revenues appeared quite high.
- d. The project design, although a strong part of the proposal, had several problems with providing adequate parking. Loading bays were small and access was over planned public park.
- e. The developer stated a long list of conditions or actions that the City would be required to commit to before they would begin construction. These conditions included:
 - 1) construction of the Canal Park,
 - 2) construction of the Canal Bridge,
 - 3) all street improvements,
 - 4) construction of the planned municipal parking garage,
 - 5) a commitment to develop the mall or if a definite commitment was not forthcoming, that Carlin-Atlas be designated developer,
 - 6) landscape screening and fence by the City if mall is delayed,
 - 7) clear progress of the Unihab housing development, and
 - 8) continued efforts by the City to rebuild Lechmere Station.

Schochet Associates were cut for the following reasons:

- a. The proposal had two conflicting architectural elements and would cast extensive afternoon shadows on the park.
- b. The proposal contained only 50 public and possibly 50 private parking spaces. This would mean that the City would have to commit 150-300 public parking spaces in the proposed municipal garage to this project. Considering the severe parking needs of this area this approach was not acceptable.
- c. The developer required the construction of the proposed parking garage, the Lechmere Canal Park and the Unihab housing before he could finance this project. This requirement represented two more conditions than the two proposals considered in the final selection process.

The two remaining development proposals after this preliminary cut were Wilder-Manley's and The Druker Company's. Final lists of urban design and transportation questions were mailed to the two development teams on April 23, 1981. The City's attorneys also began meeting with the development teams to formulate a Legal Development Agreement that formalized much of the general discussion that had taken place throughout this process. The object of this work was to develop a true understanding of what each of the developers would sign and back up with financial commitments. Major areas of legal discussion included:

1. a Cambridge Employment Plan;
2. A 1% for art commitment;
3. timing of the proposed development and the final acquisition of the land;
4. conditions that must be met by the City before the developer would initiate construction;
5. deposit agreements and payment schedule for down payments;
6. project preliminary and construction drawing review;
7. inclusion of public parking and management plan;
8. park maintenance agreement;
9. air rights lease agreement; and
10. reversionary interests in land, insurance, bonding, etc.

On Wednesday, May 6, 1981, the selection board recommended and reviewed responses to design/parking questions and discussed the draft Legal Development Agreements with both developers.

Both developers responded well to remaining design issues. Wilder-Manley made major changes in the building mass at the Otis Street connector. They did this in response to recommendations of the selection board and recommendations by the East Cambridge Stabilization Committee. They also agreed to address the problems at Thorndike Street park entrance.

The Druker Company shifted the massing of their buildings back away from the park and screened their proposed parking garage on Cambridge Street.

Discussion by the board then focused on the Legal Development Agreement and specifically the level of financial commitment that each developer would be willing to make in meeting the construction timing and goals.

The conditions required by each developer were essentially equal. Both Wilder-Manley and The Druker Company required the City to commit to park construction of a quality described in the City's park plans. Druker also stated the progress on the roadway improvements must be clearly evident.

After lengthy discussion, the board unanimously reached a decision to recommend Wilder-Manley Financial Corporation as the developer for parcels C and F. This decision was ultimately based on the developer's perceived willingness to implement the project within the fastest time frame possible and the board's feeling that Wilder-Manley would have the ability and will to build more of a speculative building with a smaller percentage of guaranteed tenants than The Druker Company.

Full copies of all letters and responses are available at the Community Development office and the City Council office.

Parcel A

Parcel A is located at 31-37 Cambridge Parkway and is designated on the East Cambridge Riverfront Plan, page 36. The parcel was acquired by the City in November 1980 and consists of 46,987 square feet. The proceeds of the sale of this parcel will be used to retire City bonds for this acquisition.

Pursuant to Section 15 and Section 22E of Chapter 40 of the General Laws of the Commonwealth of Massachusetts and Ordinance 733 of the City of Cambridge as adopted January 18, 1965, the City Manager of the City of Cambridge, as the officer having charge on behalf of the City as owner of parcel A, determined on December 23, 1980 that the air rights to parcel A were no longer required for public purposes. This finding was advertised in a newspaper of local circulation for three consecutive weeks and development proposals were invited for these parcels. All proposals were required to meet the guidelines for this competition as outlined in a "Request for Proposal - Parcel A."

On March 30, 1981 at 2 p.m., proposals were received and opened. One proposal was received from:

Sonesta International Hotels
Boston, Mass.

A developer selection committee met on two occasions to review the proposals, staff analysis and developer responses. This selection committee consisted of Mayor Duehay; Ken Daley, representing the East Cambridge neighborhood and James L. Sullivan, City Manager.

Staff reviewed four major areas:

1. Traffic/Parking
2. Urban Design
3. Financial/Market Feasibility
4. Conditions before developer would proceed.

Sonesta submitted a proposal to build a 295,000 s.f. project including 104 additional hotel rooms, new meeting and banquet space, restaurants, 70 hotel apartments and a 290 car parking garage with 60 public parking spaces. The estimated development cost is 25 million dollars.

Sonesta Hotels made a verbal presentation to the Board on April 10, 1981. Their presentation was followed by a question period. The questions were generated by the board and staff analysis of the proposed Sonesta project. Sonesta had met all transportation/parking and urban design guidelines. A financial feasibility analysis was completed and the proposed project appears financially feasible.

In the week following the above meeting, the City's attorneys also began meeting with the development team to formulate a Legal Development Agreement that formalized much of the general discussion that had taken place throughout this process. The object of this work was to develop a true understanding of what the developer would sign and back up with financial commitments. Major areas of legal discussion included:

1. a Cambridge Employment Plan;
2. a 1% for art commitment;
3. timing of the proposed development and the final acquisition of the land;
4. conditions that must be met by the City before the developer would initiate construction;
5. deposit agreements and payment schedule for down payments;
6. project preliminary and construction document review;
7. inclusion of public parking and management plan;
8. condominium parking agreement; and
9. reversionary interests in land, insurance, bonding, etc.

On Wednesday, May 6, 1981, the selection board reconvened and met with a representative of the Sonesta Hotels. The draft Legal Development Agreement was discussed with the Sonesta. Sonesta had two requests: a) that the City construct the Lechmere Canal Park, and b) that the roadway improvement project be coordinated with hotel development. In addition to design reviews, reversionary rights and bonding, Sonesta agreed to:

1. pay \$1,660,000 for acquisition of parcel A;
2. build 60 public parking spaces in exchange for a fee interest in the land and tax considerations during construction;
3. spend 1% for art;

4. implement a Cambridge employment program;
5. make every effort to begin construction by Spring of 1982;
6. release \$2.7 million of UDAG funding for the First and Thorn-dike Streets garage no later than February 1982;
7. finalize acquisition of the land no later than March 1, 1982;
and
8. provide a 5% good faith deposit on the land upon final acceptance by the City Council.

Sonesta signed the initial deposit agreement and made a good faith deposit of \$10,000.

The committee recommended that Sonesta be sold parcel A for development of the proposed project as submitted.

Parcel 7c

Parcel 7c is located on a portion of the MBTA parking lot at Cambridge and First Streets and is fully described on the Cullinan Engineering Lechmere Canal Park Land Acquisition plan dated November 4, 1980. This parcel consists of 8013 square feet and is shown as a portion of development parcel D on page 36 of the East Cambridge Riverfront Plan.

Pursuant to Section 15 and Section 22E of Chapter 40 of the General Laws of the Commonwealth of Massachusetts and Ordinance 733 of the City of Cambridge as adopted January 18, 1965, the City Manager of the City of Cambridge, as the officer having charge on behalf of the City, as owner of parcel 7c, determined in a letter to the City Council on May 11, 1981 that parcel 7c was no longer required for public purpose.

Unihab of Cambridge submitted an offer on April 17, 1981 to purchase this parcel for \$12 per square foot or \$96,156. Unihab controls several major parcels of land on the north and south side of the Lechmere Canal and the acquisition of parcel 7c is required in order to implement a 190 unit housing project according to the East Cambridge Riverfront Plan and urban design guidelines.

Unihab has agreed to donate and grant permanent park easements on over 96,000 square feet of this land with a value of approximately \$750,000 to participate in and contribute their pro-rata share of the park maintenance and security costs and to participate in applications for additional UDAG and other funds necessary to implement public improvements in the Lechmere development area.

The Planning Board has reviewed the above proposals and agrees with the recommendations by the selection board that Wilder-Manley Financial Corporation be designated developer for parcel C and F, that the Sonesta Hotel Corporation be designated the developer of parcel A, and that Unihab be designated the developer for parcel 7c.

The Honorable, the City Council

-8-

May 14, 1981

The Planning Board further finds that the selected developments meet the requirements of the East Cambridge Riverfront Plan, will be beneficial to the City of Cambridge, will maintain real estate values and be the best possible use of this land.

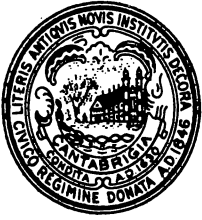
Respectfully submitted,

For the Planning Board



Arthur C. Parris
Chairman

ACP:jp



CITY OF CAMBRIDGE

CAMBRIDGE, MASSACHUSETTS 02139
Tel. 498-9011

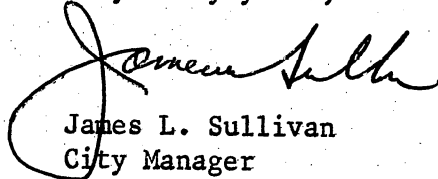
EXECUTIVE DEPARTMENT
JAMES L. SULLIVAN
City Manager

May 18, 1981

To the Honorable, the City Council:

I transmit herewith report of the Planning Board relative to the sale of Parcels C, A and 7c and the Air Rights Lease of Parcel F in the Lechmere Triangle Development Area, together with an appropriate order authorizing the City Manager to implement the sales and leases as specified and to negotiate development agreements with the developers.

Very truly yours,



James L. Sullivan
City Manager

JLS/b

Sale of Parcels C, A and 7c and the Air Rights
lease of Parcel F in the Lechmere Triangle
area.

RV A 5-11-81
Order Adopted
17-0-2

In City Council,

May 18, 1981

5-11-81

Referred to the
Conclusion of the
Hearing.

See Order Adopted
AT END OF MEETING
AFTER HEARING AT 6:09

RECEIVED
MAY 21 1981