

CITY OF CAMBRIDGE, MASSACHUSETTS

# PLANNING BOARD

CITY HALL ANNEX, 57 INMAN STREET, CAMBRIDGE 02139

May 19, 1981

To the Honorable, the City Council:

SUBJECT: Planning Board Recommendation on the Petitions to Rezone the Cambridgeport Industrial Area.

In accordance with Chapter 40A of the General Laws, the Planning Board and the Committee on Ordinances held a joint public hearing on April 15, 1981, on a petition by the Planning Board and a petition by Rosemarie Quinton, et al to amend the Zoning Ordinance of Cambridge by rezoning the Cambridgeport Industrial Area.

## THE AREA

The Cambridgeport Industrial District is bounded on the north by Massachusetts Avenue, on the west by Brookline Street, on the east by the MIT Campus and on the south by Memorial Drive. The District is now zoned Industrial B with some Business B, Business A, Industry A, and Office 3 along the edges. The industrial districts do not allow housing.

## THE PETITIONS

Quinton - Submitted by a group of neighborhood residents, this petition would do the following:

- \* Significantly reduce the amount of potential development by reducing the height and floor area permitted.
- \* Restrict general and technical office uses to a very subsidiary role in most industrially zoned areas.
- \* Rezone portions of the industrial district for exclusive residential use.

Planning Board - This petition would do the following:

- \* Significantly reduce the amount of potential development in the district by reducing the height and floor area permitted as-of-right.

- \* Permit somewhat increased development potential over that allowed as-of-right and introduce new uses like housing, after special review and approval by the Planning Board through the use of a Planned Unit Development District.

Planning Board and Staff Review - Since the Joint Hearing at which the two petitions were presented, the Planning Board and staff have had meetings and conversations with neighborhood residents, land owners, including MIT, Quinton Petitioners and other groups. A single petition agreeable to all was clearly not possible. However, the Planning Board believes that modifications to its petition will address many of the concerns raised and that the amended petition will be in the best interests of the City as a whole.

#### FINDINGS

General - Both petitions seek to meet many similar general objectives:

- \* A significant reduction in the amount of potential development through limits on floor area and height.
- \* Provision for new housing opportunities in the district, especially for low and moderate income families.
- \* Improvement in traffic and circulation.
- \* Preservation and expansion of a diversity of industrial jobs.
- \* Provision of open space facilities for recreation and environmental quality.
- \* New development activity to benefit the neighborhood and the city as a whole.

Quinton Petition - The Planning Board finds the Quinton Petition inadequate in the following areas:

- \* Housing permitted as-of-right would ensure no units for low and moderate income persons and might encourage market rate luxury housing instead.
- \* Severe limitations on general and technical office uses may make actual development infeasible.
- \* Open space cannot be zoned and the petition provides for no other mechanism to gain it.
- \* The zoning districts are generally too rigid in the uses permitted and dimensions required.

Planning Board - Through continued analysis of the Board's own petition, the following conclusions were reached:

- \* This petition allows housing or industrial activity but does not mandate or guarantee it.
- \* The petition does require that the developer provide 10% of any housing for low and moderate income families.
- \* Development potential, as-of-right, is significantly reduced throughout the district.
- \* A Planned Unit Development District (PUD) is provided to introduce flexibility and bonuses to encourage development in the community's best interest.
- \* The objectives of the PUD district are not clearly articulated.
- \* The criteria under which the PUD proposal is reviewed are unclear.

#### RECOMMENDATION

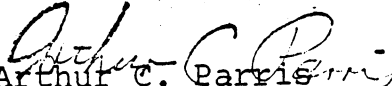
The Board finds that the flexibility of the Board's petition is necessary to permit and encourage desired development in Cambridgeport. However, some of the specificity expressed in the Quinton petition should be incorporated. Therefore, the Board suggests the following modifications to its petition:

- \* A more explicit enumeration of the objectives of the PUD.  
(page 20)
- \* A requirement that under the PUD any development shall devote .5 FAR to housing or industry.  
(page 22)
- \* Establishment of review criteria for transportation, housing, open space, and industrial development upon which approval of a PUD will be based.  
(page 27)
- \* Expansion of the open space provision to require general public access.  
(page 24)
- \* A limit on the distance between non-contiguous lots in a development parcel to 1200 feet and a limit on their use to the area between Massachusetts Avenue and Pacific Street.  
(page 23)
- \* A limit on the total amount of floor area on any contiguous lot in a development parcel to 4.0.  
(page 23)
- \* Removal of the PUD district from the Residence C-1 area along Henry Street.  
(page 18)

In light of the above, the Planning Board recommends APPROVAL of its petition as modified and recommends DISAPPROVAL of the Rosemarie Quinton, et al petition.

Respectfully submitted,

For the Planning Board

  
Arthur C. Parris  
Chairman

ACP:jp

- Attachments: I. Record of the April 15 Joint Public Hearing  
II. Detailed Analysis of both the Planning Board Petition and the Quinton Petition  
III. Planning Board Rezoning Petition as Amended

Attachment I  
Joint Public Hearing: April 15, 1981  
Planning Board Petition  
Quinton Petition

I. THE HEARING

Councillor Walter Sullivan opened the hearing for delayed Chairman Wylie and turned the meeting over to Planning Board Chairman Parris. Chairman Parris introduced David Vickery, Assistant City Manager for Community Development, who presented the Planning Board's petition.

THE PLANNING BOARD PETITION

Mr. Vickery summarized the Cambridgeport planning process undertaken by the Community Development Department which began in the fall of 1979. This included numerous meetings with the Cambridgeport neighborhood, 4-5 meetings with the Chamber of Commerce, the Committee of Elders, Ward 5's Democratic and Republican committees, RCCC, MIT and other landowners in the CID. Several technical reports on land use, employment, housing, economic development, open space and transportation were developed and mailed to over 400 people.

Unlike other major revitalization areas in Cambridge such as Alewife and East Cambridge where Urban Design plans were completed prior to zoning, rezoning would be the first step toward revitalization of this area. Mr. Vickery described the present zoning of the area which permits an unlimited height, an FAR of 4.0 and all uses except residential. The Planning Board's rezoning proposal was also described (see attachment). The rezoning would add two new districts to the zoning ordinance. The first is a PUD-6 district which permits, by special permit from the Planning Board, density bonuses and other flexible regulations in exchange for a well-planned, scrutinized development. The PUD-6 also creates an inclusionary zoning provision whereby 10% of all residential development must be allocated to low/moderate income housing. The developer has the option of creating the units within the development or substituting for them payments to the city. The other new district is the Fort Washington Overlay District which was created to protect Fort Washington by permitting uses by special permit only and restricting development to 35 feet in height. The petition would rezone most of the area from IB to IB-2 and make minor changes to periferal BB, BA-1 and C-1 districts. A graphic display of permitted development at 80% for all three scenarios, (existing zoning, Planning Board rezoning and the Quinton petition) was shown and explained.

## Rosemarie Quinton, et al Petition

Rosemarie Quinton, the petitioner, turned the presentation over to four members of a neighborhood committee. Ilene Horowitz, 75 Green Street explained the reasons and priorities for the neighborhood petition. Stating that since 1974 neighborhood residents have been meeting and discussing Cambridgeport's future, they do not wish to see this last available area be developed like Alewife and East Cambridge. It is their contention that the Planning Board petition does not meet the needs of the neighborhood, specifically in jobs and low/moderate income housing. Bill Noble discussed the issue of housing needs in the Cambridgeport Area stating that rezoning the Simplex site to Residence C-1 is a cornerstone of the petition. The rezoning would provide more housing in an area which is located at a logical point and which would support the revitalization of Central Square. This rezoning might provide 300 new residential units at affordable prices. Mr. Noble stated that the PUD as proposed by the Planning Board would require too many compromises with neighborhood goals in order to achieve low/moderate income housing. By rezoning an area to Res. C-1, the land could be sold at a reasonable rate to a community corporation which could then provide affordable housing. Mr. Noble also discussed the issue of open space stating that the Planning Board petition requires open space yet does not guarantee it would be accessible to the public. The neighborhood petition would provide for a public park of approximately 2.7 acres. The park would create a buffer between the residential district and the industrial district. Mr. Noble suggested that land owners be compensated and the park taken by eminent domain or MIT, as the land owner, could sell the property to the city through installment payments in-lieu of taxes.

Gary Quinton presented the plan for industrial districts stating that the petition provides transition districts between the existing neighborhood and industry. It would also create more neighborhood jobs. The Quinton petition creates two new industrial districts: (1) the IB-3 district which permits an FAR of 1.75 and allows industrial uses with ancillary office (25%) and does not permit housing or institutional uses, and (2) the IA-3 district which permits housing or industry at a 2.0 FAR and does not permit institutional uses. The Quinton petition as well as the Planning Board petition requires compliance with the Cambridgeport Employment Plan.

Chris Weller, 160 Chestnut Street, described two areas of the Quinton petition along Massachusetts Avenue and the Riverfront. The area along Massachusetts Avenue would be rezoned to Business B-1 (a district created specifically for the Massachusetts Avenue - Green Street area) except for the Necco building which would be rezoned to permit reuse for housing or commercial use. The Riverfront would be rezoned to Res. C-1 and IA-3. The IA-3 over the Ford Assembly Plant would permit the continuance of appropriate industrial uses or conversion to housing at a Res. C-2 density. The area along Henry Street would be more appropriately zoned Residence C-1.

Chairman Wylie in opening the hearing to technical questions, indicated that he had received four communications on these rezoning petitions.

- / -
1. Statement from MIT/Landowners.
  2. Letter to the Planning Board from the Chamber of Commerce.
  3. Statement from RCCC.
  4. Formal protest against the Quinton petition from 20%+ of landowners in the rezoning area. (Chairman Wylie subsequently indicated that he also received a formal protest against the Planning Board's petition.)

Councillor Sullivan asked David Vickery to explain the goals of the Board's inclusionary zoning provision. Mr. Vickery stated that the basic interest was to acquire some low and moderate-income housing from any private market rate housing development. Councillor Sullivan also questioned Mr. Noble as to his reaction to this provision. Mr. Noble stated that they had considered it and concluded that it produces housing inconsistent with neighborhood priorities and thus requires too great a compromise with neighborhood housing objectives.

Chairman Wylie questioned Mr. Vickery and Mr. Quinton as to the impact of their respective petitions on MIT. Mr. Vickery stated that the city had no authority to restrict or regulate non-profit educational institutions in areas other than low density residential districts (Chapter 565 areas). Gary Quinton stated that they had very obvious goals to limit institutional expansion in Cambridgeport.

Mayor Duehay questioned Mr. Noble as to their plans to insure low-moderate income housing and asked that he reflect on the issue and get more information to the Council prior to future discussion. Mayor Duehay also asked Mr. Vickery to submit any written report on the inclusionary zoning provision and any written argument that 25% will not work while 10% will.

Chairman Wylie opened the hearing to testimony.

Mark Orton, 52 Kinnaird Street, member of Riverside-Cambridgeport Community Corporation Task Force stated that the Quinton petition's proposed land use plan reflects the goals of RCCC although the corporation has some problems with the actual petition. Mr. Orton stated that a white paper had been submitted to the Planning Board by RCCC which discusses both petitions in very specific terms. Mr. Orton stated that there are two basic issues in the Planning Board petition to be addressed: (1) housing and (2) light industry (jobs).

The inclusionary provision in the PUD includes too many bail out clauses where no housing will be provided; and the 10% figure is too low. As for industrial development, the PUD discourages light industry and encourages office and commercial development. The recent survey done by RCCC indicated that there is a strong job base in the area which would like to stay and expand; this is not possible under the Planning Board's plan.

Henry Joseph, Executive Director, RCCC, 5 Florence Street, stated that an absolute number of low and moderate-income housing should be provided in Cambridgeport. An example cited was the River-Howard Development. Mayor Duehay asked Mr. Joseph how rezoning to Res. C-1 would achieve this goal. Mr. Joseph stated that public policy and a commitment from people and the community would help but that there are no guarantees.

Eleven people testified in favor of the Quinton rezoning petition: Robert LaTremouille, 4 Trowbridge Place; Peggy Lester, 200 Erie Street; Dorothy Lee, One Woodrow Wilson Court; Ruth McFarlande, 20 Cottage Street, Frances Spinx, 17 Bigelow Street; Chris Hagger, 14 Magnolia Avenue, Patricia Hnatiuk, 22 Whitney Avenue; Ken Carson, 52 Chestnut Street; Marie Dottin, 9 Woodrow Wilson Court; Ms. Simons, 175 Brookline Street; Gerald Bergman, Central Square. Two people testified in favor of the Planning Board petition: David Schultz, 18 Peter Street; and Peter Stynes; 46 Pearl Street. Joyce Bruckner, 3 Williams Street and Joel Mannion, 17 Magazine Street testified that there were good points to be found in each petition.

The major points of concern expressed included the following issues:

Housing -

- affordable housing needed
- PUD proposal -
  - 1) 10% too low
  - 2) too many bail-out clauses
  - 3) too many tradeoff's required
  - 4) absolute number low/moderate income needed

Open Space -

- "Publicly" accessible vs "private"
- neighborhood park needed
- neighborhood 5 is second neediest in open space

Jobs -

- creation of good jobs in Cambridgeport
- Planning Board discourages light industry and encourages office development
- Planning Board does not encourage the expansion of existing light industries

- Planning Board encourages high tech jobs thus generating neighborhood change, influx of commuters, traffic generation, etc...
- Planning Board plan forces out incubator industries
- Planning Board emphasis on office development is detrimental, long range effect would lead to overbuilding of office uses.

Transportation -

- Road improvements needed to meet demands of new development
- Planning Board plan does not address transportation issue

Physical Development -

- protection of sunlight
- preserve neighborhood scale
- restrict high rise development

The City Council passed the petitions out of Ordinance Committee to the full City Council.

Detailed Analysis of the Planning Board Petition  
and Quinton Petition

Introduction

On April 15, 1981, the Planning Board and the City Council held a joint hearing on two petitions which propose changes to the zoning regulations for the Cambridgeport Industrial District. One petition is sponsored by the Planning Board; the other, called the Quinton Petition, is sponsored by a group of Cambridge residents. At the hearing, the City Council asked the Planning Board to evaluate the Quinton Petition, to consider carefully all of the comments made at the public hearing, and if possible, to suggest modifications of the Planning Board Petition which would respond to the concerns raised during the hearing.

The rezoning petitions stem from the year-long Cambridgeport Industrial District Study, undertaken to help guide development in this area which has been underutilized for so long. Cambridgeport contains the last remaining large parcels of vacant land for which there is no clear development policy. Under existing zoning, any use except residential is allowed; there are no height limits, and the allowable density is the greatest allowed in the city.

The Planning Board Petition and the Quinton Petition are very much alike in their findings of need and point to reasons why a change in the zoning regulations for the district is desirable.

- Need to reduce the density of development permitted within the district.
- Need to establish height limits.
- Need for open space.
- Need to upgrade environmental quality through new development.
- Need to create appropriate transition between residential use and commercial and industrial use.
- Need to consider traffic implications of potential development.
- Need to provide housing for low and moderate income families.
- Need to assure a continued diversity of industrial and other jobs in the district.

However, the two petitions are quite different in approach and method of addressing these needs.

The Quinton Petition

The underlying concept of the Quinton Petition appears to be that zoning for the Cambridgeport Industrial District should be designed with the needs of low and moderate income neighborhood people in mind. These needs include affordable housing, jobs for unskilled, semi-skilled, and

skilled blue-collar workers, and open space. The proposed zoning districts attempt to mandate uses which would provide for these needs. The petition is very specific in prescribing which uses would be allowed and where. The specificity of detail leads to rigidity while the restrictiveness in use and density may make many aspects of the proposal politically and economically infeasible. The petition achieves a significant reduction in the amount of permitted development and would increase the amount of housing and industry if development occurs. Significant limitations on office uses are imposed.

### The Planning Board Petition

The Planning Board believes that a different approach is needed, one which recognizes the unique ownership patterns present as well as the needs of the adjacent neighborhood. The Planning Board Petition proposes the Planned Unit Development (PUD) mechanism, to allow flexibility and coordination of development while maintaining control through the required site plan and design approval.

Under the PUD, a developer is allowed an increased amount of development and a broader range of uses in exchange for provision of public benefits. Benefits are negotiated and could include open space, housing for low and moderate income families, transportation and service improvements. The PUD process requires two public hearings and approval by the Planning Board of site plan and design before building permits are issued. The neighborhood has an opportunity to see the kind of development proposed and can present its views on uses and amount of development. In evaluating a proposal, the Planning Board is guided by the objectives and specific regulations in the PUD zoning. The PUD allows greater flexibility for the developer but reserves control over the development in the hands of the city through the review process. As an example, a proposal may be modified or turned down if the Planning Board feels that the perimeter of the development does not "complement and harmonize with adjacent land use with respect to use, scale, density, setback, bulk, height, landscaping and screening." If the proposal calls for heights greater than that allowed in the base district, the shadows that will be cast and the limitations on light and air reaching other buildings in the vicinity are evaluated to determine if the level of impact is acceptable. Extra height may be allowed in order to decrease the amount of ground coverage and increase the amount of open space.

The most frequently raised question concerns the amount of Planning Board and citizen control of the development under PUD zoning. The Planning Board is recommending that the language of the PUD-6 be developed in greater detail and specificity so that developers and the neighborhood understand that the density bonus is given in exchange for identified public benefits. Major public benefits include a requirement that 15% of each development be devoted to open space accessible to the public, and that 10% of the residential units constructed in the district be for low/moderate income families. Under the PUD-6, .5 FAR shall be devoted to either residential or light industrial uses. This would ensure that all new PUD development either adds to the housing stock or the industrial base in the Cambridgeport area. An additional

result of this provision will be the limitation on general office use since residential and/or industrial uses are required to trigger the 1.0 FAR bonus.

The PUD allows development parcels to contain non-contiguous lots, permitting the transfer of development rights which allows development potential to be moved from one site to another. To prevent the abuse of this flexibility the Board has recommended a maximum of 4.0 FAR on any portion of the development parcel and a restriction of 1200 feet as the maximum distance between non-contiguous lots.

### Discussion and Recommendations

For the purpose of comparison and analysis of the two rezoning petitions the Cambridgeport Industrial District is divided into five sections.

- I. Massachusetts Avenue and Brookline Street
- II. Green Street to Pacific Street
- III. Pacific Street to Erie Street
- IV. Fort Washington
- V. Ford Assembly Plant Site

The zoning proposed under each of the petitions is discussed and evaluated and the Planning Board recommendation made.

#### I(a) Massachusetts Avenue

Discussion: The existing zoning is Business B and Industrial B, both of which have an FAR of 4 and no height restriction. The Quinton Petition proposes to rezone the Business B zone between Massachusetts Avenue and Green Street to a BB-1. This is a recently adopted zoning district which was designed as a transition between commercial development along Massachusetts Avenue and an established residential area along Green Street and extending into the Riverside community. However, there is no existing residential pattern in the Cambridgeport section of Green Street. The BB-1 zone would be appropriate only if the Quinton's proposed C-1 zone below Green Street were also adopted. The Planning Board does not believe the C-1 zoning is appropriate (as explained below), and therefore does not recommend the BB-1 zoning here.

The Quinton Petition proposes rezoning the remaining segment of the Massachusetts Avenue corridor (including the Necco Building) to IA-2 which has an FAR of 4.0 and the potential for re-use of existing buildings for residential development. The Planning Board finds the IA-2 is an appropriate zoning district for this area but believes that a Business B designation would achieve much the same results.

Recommendation: The Planning Board believes that high density commercial and retail uses should be concentrated along Massachusetts Avenue and therefore recommends that the Business B district be retained within 100 feet of the Avenue and that it be extended eastward along Massachusetts Avenue between Larddowne and Vassar Streets. The Planning Board also recommends that the PUD overlay cover this area in order to coordinate development along the Avenue with development which would occur south of the Avenue.

I (b) Brookline Street

Discussion: The easterly side of Brookline Street is now zoned Business A which allows business uses and housing at 72 dwelling units per acre. The Quinton Petition proposes rezoning much of the Brookline Street corridor to a C-1 district to reinforce the current residential pattern and to encourage the spread of housing from the existing neighborhood across Brookline Street.

Recommendation: The Planning Board believes that a combination of low density commercial and residential use exists, is desirable, and should be encouraged. Therefore, the Planning Board recommends that the area continue to be zoned for business but that a 100 foot strip from Franklin Street south to Pacific be rezoned from BA to BA-1. This would reduce the allowed residential density from 72 du/acre (C-2) to 36 du/acre (C-1).

II. Green Street to Pacific Street

Discussion: This section is now zoned Industry B. The Quinton Petition proposes rezoning the Simplex land and adjacent sites to C-1. The Planning Board agrees that there is a need and an opportunity to provide a mix of housing in the Cambridgeport Industrial District. The question is whether such a zoning designation would encourage housing, and, if so, for whom. While the priorities of the neighborhood planning process call for housing for low and moderate income families, the C-1 designation would likely result in luxury townhouses, particularly given the high land costs in the area and the limited density allowed. Even with subsidies it would be almost impossible to provide affordable housing.

The Quinton Petition has rezoned part of the Simplex site for open space. The Planning Board agrees with the goal of additional open space but cannot recommend zoning private land for open space since the courts would consider such a designation to be a taking.

The Quinton Petition proposes an IB-3 zone in the rest of this section. This would be a new zoning category for light manufacturing uses with an FAR of 1.75 and a height limit of 70 feet. General and technical office uses would be permitted only as an accessory use (up to 25% on the same lot as the principal use).

A building constructed near to or somewhat less than the maximum FAR would have to be greater than two stories in height to allow provision of the required on-grade parking; structured parking is too expensive. On the other hand, a multi-story building is not unusual where a greater amount of space is devoted to office and technical R&D use. The Planning Board agrees that part of the Cambridgeport Industrial District should be developed for industrial use but believes that the IB-3 zone is too restrictive. It would discourage manufacturing companies having more than 25% of their floor area devoted to office use from locating in the area. Such companies might be very desirable employers offering good wages and upward mobility, and should be encouraged to locate in Cambridgeport.

Recommendation: The Planning Board recommends that the area be zoned to IB-2 with the PUD-6 overlay. The IB-2 allows both office and industry at a 1.5 FAR with an 85 foot height limit. This part of the district has acres of vacant land with the potential for a large amount of development but also a ten year history of no development. The PUD offers a bonus in density and range of uses to get development started but retains control over the kind of development that does occur through conditions spelled out in the PUD. The Planning Board believes that this part of the district is appropriate for a higher density of development of mixed uses as long as it is sensitive to the environment and has adequate buffering or transition to the residential neighborhood.

### III. Pacific to Erie Street

Discussion: This section is also currently zoned Industry B over its entire area except for the Business A along Brookline Street. The Quinton Petition recommends that the IB-3 zone extend down to Erie Street east of Sidney Street and that an IA-1 zone be located west of Sidney Street. Comments on the IB-3 zone are given in the above section. The IA-1 zoning district was designed a few years ago to encourage housing by providing a bonus (an increase in the allowed number of dwelling units) when existing buildings are converted to residential use. The corollary of encouraging re-use for housing is to discourage continued industrial use when the present occupants leave. The Planning Board recognizes that this area represents the strongest core of industrial use and does not recommend rezoning to IA-1, an action which might encourage an alternative land use.

Recommendation: The Planning Board is aware of the traffic impacts associated with full development of the area and has stated its intent to encourage higher density developments towards Massachusetts Avenue and Memorial Drive and away from the residential neighborhood. Therefore, the Planning Board recommends that Erie to Pacific be zoned IB-2 with a 1.5 FAR with no PUD overlay density bonus provision.

IV. Fort Washington Area (Erie to Henry Street)

Discussion: Again, the section is currently zoned Industry B. The Quinton Petition proposes to rezone this area to IB-2 with the Fort Washington overlay which provides special height restrictions and design approval to protect this historic park. Most of this area adjoins a well-established residential neighborhood. The IB-2 zoning has a height restriction of 35 feet within 100 feet of a residential district providing a scale transition between potentially conflicting uses.

Recommendation: The Planning Board recommends the IB-2 zone with the PUD-6 overlay. The use of noncontiguous lots would not be permitted. The Planning Board also recommends the Fort Washington overlay.

V. The Ford Assembly Plant Site

Discussion: This section is zoned Office 3 and Industry A at the present time. The Quinton Petition proposes to rezone a section along Henry Street to C-1 and to rezone the Ford Assembly Plant site to IA-3. The IA-3 district would be a new zoning district and would allow light industry, housing and commercial use at an FAR of 2.0. The intent appears to be to encourage re-use of the old Ford Assembly Plant, which is already built to 1.5 FAR. Commercial use would be allowed as of right or by Special Permit. The Planning Board questions the development feasibility of this building for exclusively residential use since the lower floors look directly onto the Memorial Bridge Ramp.

Recommendation: The Planning Board recommends the C-1 zone along Henry Street and extending up Sidney Street to Chestnut. This seems an appropriate and desirable expansion of the existing residential neighborhood.

The Planning Board recommends the IB-2 zone with the PUD-6 overlay for the Ford Assembly Plant site. The intent is to encourage re-use of the existing building for a mixed-use development. The PUD-6 provides an opportunity to develop the upper floors for housing and the rest of the building for office and commercial use with specific uses and design approved by the Planning Board. After further study the Planning Board does not recommend that the PUD be extended over the C-1 zone. The overlay would provide too great a concentration of development rights on the Ford Assembly Plant site.

Attachment III

Planning Board Rezoning Petition as Amended.

(Note: Areas underlined are proposed changes to  
the March 1981 petition.)

CITY OF CAMBRIDGE, MASSACHUSETTS

PLANNING BOARD

CITY HALL ANNEX, 57 INMAN STREET, CAMBRIDGE 02139

CAMBRIDGEPORT AREA REZONING PETITION

March 26 1981

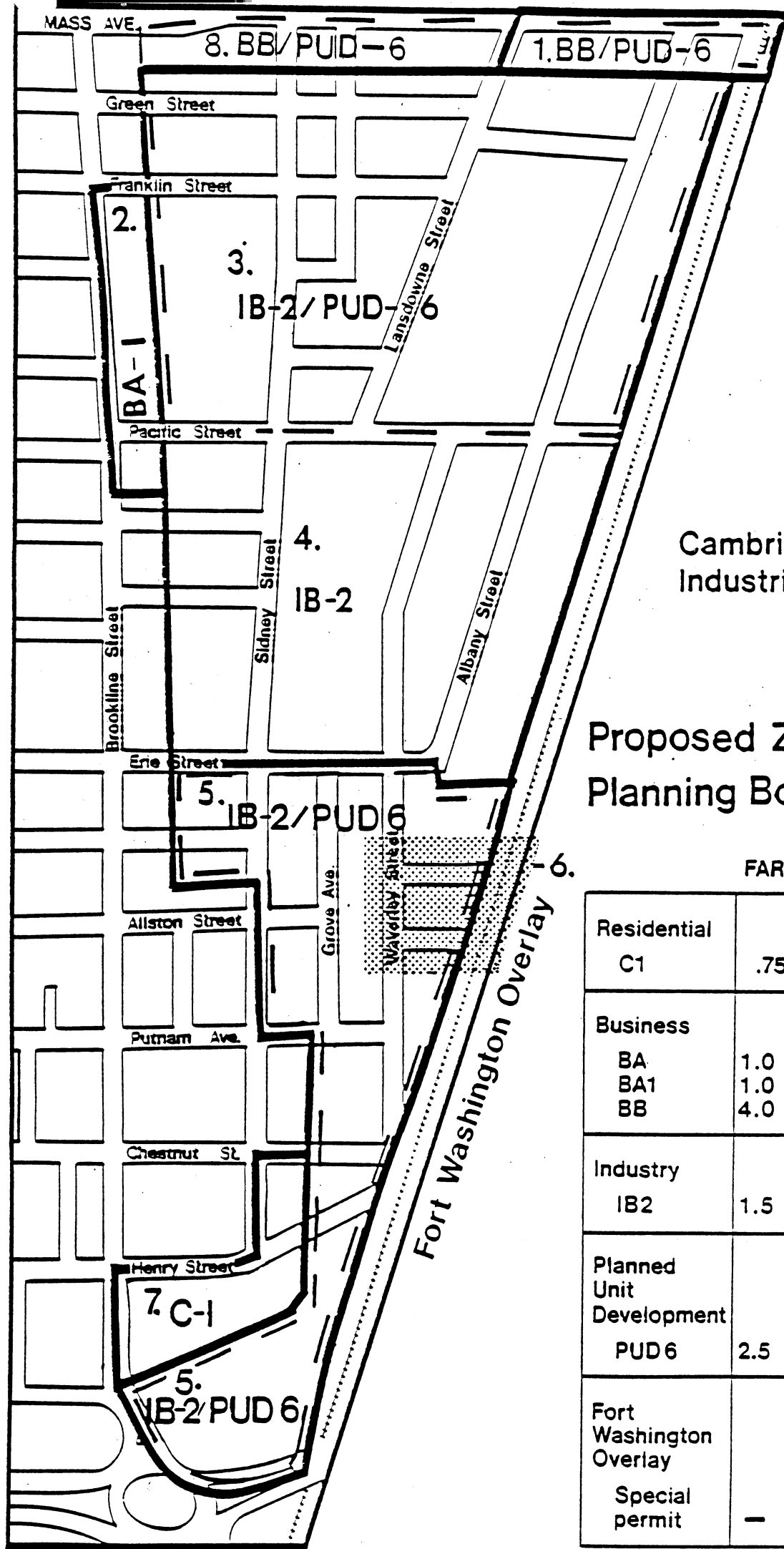
Revised May 1981

A. MAP CHANGES

1. Massachusetts Avenue Area: Industry B to Business B with a Planned Unit Development Overlay (PUD-6)
2. Brookline Street Area: Business A to Business A-1
3. South of Massachusetts Avenue to Pacific Street: Industry B to Industry B-2 with a Planned Unit Development Overlay (PUD-6)
4. Pacific Street to Erie Street: Industry B to Industry B-2
5. Erie Street to Memorial Drive: Industry B, Industry A and Office 3 to Industry B-2 with a Planned Unit Development Overlay District (PUD-6)
6. Fort Washington Area: Industry B to Industry B-2 with a Fort Washington Overlay District.
7. East Sidney/Brookline Streets: Industry A and Industry B to Residence C-1 ~~with a Planned Unit Development Overlay (PUD-6)~~
8. Massachusetts Avenue Area: Business B with a Planned Unit Development Overlay District-6 (PUD-6)

B. TEXT CHANGES

1. Requires special permit for any use within the Fort Washington Overlay District.
2. Establishes PUD-6 District Regulations.
3. Requires compliance with the Employment Plan Compliance Procedure.
4. Removes special setback provision from "residential structures" in the IB-2 district. Special setbacks from residential district lines will not change.
5. Deletes the two hundred pound limit for assembly articles within the light industrial category.



Cambridgeport Industrial District

### Proposed Zoning Planning Board Petition

	FAR	Max Ht.	Du/Acre
Residential C1	.75	35	36
Business BA	1.0	35	72
BA1	1.0	35	36
BB	4.0	—	145
Industry IB2	1.5	85	—
Planned Unit Development PUD6	2.5	120	72
Fort Washington Overlay Special permit	—	35	—

B. AMEND THE TEXT OF THE ORDINANCE AS FOLLOWS:

1. In Article 11.000, Special Regulations, add the following new section:

"11.80 FORT WASHINGTON OVERLAY DISTRICT

- 11.81 Establishment and Scope. There is hereby established a Fort Washington Overlay District which shall be governed by the regulations specified in this Section 11.80. It is the intent of this section that these regulations will apply to a single area described generally as Fort Washington and portions of certain abutting lots.
- 11.82 Purpose. It is the purpose of this Section 11.80 to augment existing zoning regulations in order to encourage development which will (1) recognize the historic significance of Fort Washington, (2) protect and enhance the use and enjoyment of Fort Washington, (3) articulate Fort Washington as a well defined urban park and (4) promote residential uses and limit off-street parking adjacent to Fort Washington.
- 11.83 Applicability. The Fort Washington Overlay District shall be an overlay district on the zoning map established in Section 3.20.
- 11.831 The buildings and land uses within said district shall be controlled by the pertinent regulations within the base zoning districts, except as modified by the requirements of this Section 11.80 which shall apply in addition to regulations imposed by the base zoning map designations. Where the base zoning regulations differ from the requirements of this Section 11.80, the stricter provisions shall apply.
- 11.832 Buildings and land uses which are controlled by the regulations of Section 13.70 (PUD-6) shall also meet the development regulations of this Section 11.80. However, special permits required in this Section 11.80 may be allowed by the Planning Board within the scope of the special permit review for Section 13.70 and shall not require a separate review process.
- 11.84 Land use standards in the Fort Washington Overlay District.
- 11.841 No building, structure or land in the Fort Washington Overlay District may be used, erected or designed to be used, in whole or in part, for any use without a special permit from the Planning Board.
- 11.842 The Planning Board shall determine that the proposed use will meet the purposes of this Section 11.80 and that the criteria specified in Section 10.43 will be satisfied.

11.85 Dimensional standards in the Fort Washington Overlay District.

11.851 Maximum Building Height. The transition from Fort Washington, a public open space, to private development should not be abrupt. Therefore, the maximum height of buildings in the Fort Washington Overlay District shall be 35 feet. However, the maximum height of a townhouse development shall comply with the requirements of subsection 11.153.

2. In Article 13.000, Planned Development Districts, add the following new section establishing regulations for a PUD overlay district in the Cambridgeport Revitalization District:

13.70 PUD-6 DISTRICT: DEVELOPMENT CONTROLS

13.71 Purpose. The PUD-6 district is intended to provide for the creation of a high quality mixed use urban environment which permits development of general and technical (research and development) offices with supporting commercial activities, light industrial uses, and residential uses at a larger scale than the Industry B-2 base zone. The PUD-6 district is also intended to provide a process which encourages investments and guides the nature of specific proposals to maximize public benefit. Specific objectives of the PUD-6 district include, but are not limited to, the following:

- to provide adequate light and air.
- to secure safety.
- to encourage housing for persons of all income levels, located so as to reinforce existing residential patterns wherever possible.
- to facilitate the adequate provision of transportation, including the construction of new roadway linkages.
- to lesson the traffic congestion in the streets.
- to develop coordinated and useable open space which is publicly accessible.
- to encourage development which will contribute to an upgrading of economic activity and add diversity to job opportunities.
- to encourage coordinated developments which; maximize efficiency of energy consumption, eliminate conflicts between non-compatible landuses and which create buffers between existing residential areas and new non-residential areas.

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- 13.72 Uses allowed in a PUD-6 District. The uses listed in this Section 13.72, alone or in combination with each other, shall be allowed upon permission of the Planning Board.
- 13.721 Residential Uses.
- (1) Townhouse development. Any special permits for parking arrangements for townhouse development required by section 11.10 shall be granted by the Planning Board in a planned unit development in a PUD-6 District.
  - (2) Multi-family dwellings.
  - (3) Hotels and Motels
- 13.722 Transportation, Communication, Utility Uses and Institutional Uses. All uses listed in Sections 4.32 and 4.33 and which are allowed or conditionally allowed in the base zoning district.
- 13.723 Office and Laboratory Uses. All uses listed in Section 4.34.
- 13.724 Retail Business and Consumer Service Establishments.
- (1) Stationery and office supply store
  - (2) Printing and reproduction service establishment, photography studio.
  - (3) Other store for retail sale of merchandise located in a structure primarily containing non-retail uses, provided that no such establishment shall exceed 15% gross floor area of the structure and that no manufacturing, assembly or packaging occur on the premises.
  - (4) Barber shop, beauty shop, laundry and dry cleaning pick-up agency, shoe repair, self-service laundry or other similar establishments.
  - (5) Restaurants or other eating and drinking establishments listed in subsection 4.35 e, f, and g.
  - (6) Theater or hall for public gatherings.
  - (7) Bowling alley, skating rink, tennis center or other commercial recreation establishments.

13.725 Light Industrial Uses.

- (1) Manufacturing, processing, assembly and packaging of products listed in section 4.37 (a), (b) 1-15 and 4.37 (f)."

13.726. Other Uses. Any use not listed in subsections 13.721-13.725 shall be allowed only upon written determination by the Planning Board that such use is consistent with the objectives of the PUD-6 district and is necessary to support the predominant uses in the district.

13.73 Uses Required in the PUD-6 District. The uses listed in this section 13.73 alone or in combination with each other, or other uses permitted in the PUD, shall be required within any planned unit development.

(1) Residential Uses;

Townhouse development  
Multifamily dwellings

(2) Light Industrial Uses;

Manufacturing, processing, assembly and packaging of products listed in subsections 4.37 (a), (b) 1-15 and 4.37(f).

A minimum floor area ratio of .5 of the total development parcel shall be devoted to either of the above uses.

13.74 District Dimensional Regulations

13.741 The maximum ratio of floor area to the total area of the development parcel shall be 2.5. However, where the base zoning regulations differs from this requirement, the less restrictive provision shall apply to part or all of the development parcel in that location.

But in no instance shall the floor area ratio of any contiguous portion of a Development Parcel exceed an FAR of 4.0.

13.742 The minimum size of the development parcel for PUD shall be one (1) acre. The Planning Board may allow development parcels containing less than one acre but at least 25,000 square feet if the predominant use of the development is devoted to multi-family or townhouse use. There shall be no specified minimum lot size for lots located within a development parcel. The Planning Board shall approve all lot sizes located within a development parcel. A development parcel within the PUD-6 district may contain non-contiguous lots in the area from Massachusetts Avenue to Pacific Street.

However in no instance shall non-contiguous lots be separated by more than 1200 feet measured in a straight line from lot to lot.

13.743 For the purpose of computing residential density, the minimum land area for each dwelling unit shall be 600 square feet. Residential density shall be computed based on the entire development parcel.

13.744 There shall be no minimum width for the development parcel and no minimum width for lots located within the development parcel. There shall be no other minimum required front, rear and side yard requirements for a development parcel or for lots located within a development parcel. The Planning Board shall approve all such building setbacks.

13.745 A development parcel which is located in the Fort Washington Overlay District shall meet the development regulations of that Section 11.80. The Board may waive this requirement only upon written determination that such variation does not contradict the planning objectives of the PUD-6 district and the Fort Washington Overlay District.

13.75 Height

13.751 The maximum height of any building shall be 120 feet, except as modified in Section 13.791.

13.76 Open Space Requirements

13.761 Definition of Open Space. For the purpose of this subsection 13.76 open space shall mean a part or parts of a development parcel, lot or building reserved for the purpose of providing light and air, or scenic, recreational or similar purposes. Such open space shall, in general be available for entry and use by the occupants of the building(s) with which it is associated and the general public. Open space shall include parks, plazas, lawns, landscaped areas, water bodies, decorative plantings, pedestrian ways as listed in subsection 14.452 and active and passive recreation areas, including playgrounds and swimming pools.

13.762 Minimum Open Space Requirements

- (1) The minimum amount of open space to be provided on each development parcel shall be equal to 15 percent of the land area.
- (2) Required open space on the ground level shall have a minimum dimension of 20 feet; such required open space shall not have a slope greater than 10%.
- (3) Open space at other levels must be open to the sky and, except for balconies, generally accessible to the public. These areas shall have a minimum dimension of ten (10) feet and a minimum area of 200 square feet.
- (4) At least 50 percent of the open space required in this subsection 13.762 shall be provided at finished grade level.

13.77 Special Requirements for Townhouse and Multi-Family Dwellings PUD-6.

- 13.771 Any townhouse or multi-family development containing ten or more dwelling units shall make provision for units suitable for and available to low- and moderate-income households in an amount equal to at least ten (10) percent of the total number of units authorized.
- 13.772 To fulfill the requirements of this sub-section 13.77 any one or combination of the following mechanisms may be employed:
- (1) Participation in any federal, state or city program which will guarantee the provision of housing units for low- and moderate-income households.
  - (2) Cash payment to the City of Cambridge administered by the Community Development Department to be used to make available housing units for low- and moderate-income households in a manner and at locations approved by or in conformance with guidelines adopted by the Cambridge City Council.  
The amount of such payment shall be satisfactory to the Board but in no case shall it exceed the equivalent in value of the units which would otherwise have been provided within the development.
  - (3) Any other mechanism satisfactory to the Board. Provision of the required low- and moderate-income units may be satisfied by the applicant with the construction or purchase of alternate units outside the development parcel, the location of which shall be satisfactory to the Board. In general such units shall be constructed or purchased in city neighborhoods determined by the Board to have insufficient numbers of low- and moderate-income housing units.
- 13.773 The required low- and moderate-income units shall be intended and designed for families and shall contain a minimum of two bedrooms. Dwelling units intended principally to serve the elderly shall not fulfill the requirements of this sub-section 13.77. It is preferred that the units be located in townhouse or mid-rise residential structures.
- 13.774 The units shall be dispersed throughout the development and not concentrated in any one location.
- 13.775 For the purpose of this section, low- and moderate-income households shall be as defined by guidelines established from time to time by the Federal Department of Housing and Urban Development or any successor agency.

All households occupying the low and moderate income units shall be certified as eligible by the Cambridge Housing Authority or other agent of the City of Cambridge approved by the City Council.

13.776 In granting approval to construct housing under this sub-section 13.77 the Board shall be satisfied that the units to be provided to low- and moderate-income households, or equivalent units, shall be available for a period of at least fifteen (15) years.

13.777 Where the housing is to be constructed in stages the required low- and moderate-income units shall be provided in each stage in the same proportion as required for the total development.

13.78 Parking and Loading Requirements

Development in the PUD-6 district shall conform to the off-street parking and loading requirements set forth in Article 6.000, except as modified by Section 13.78.

13.781 Off-street parking facilities shall be provided as follows:

(1) Townhouse and Multi-family: 1 space per dwelling unit

(2) Transient Accommodations:

Hotel: 1 space per 2 sleeping rooms

Motel: 1 space per motel unit

Additional parking spaces shall be provided for public restaurants; (1) in excess of 2000 square feet when located in a hotel or motel containing up to 100 rooms, (2) in excess of 5000 square feet in a hotel or motel containing between 101 and 250 rooms; and (3) in excess of 8000 square feet in a hotel or motel containing more than 250 rooms. The number of such spaces shall be 1 space per 30 seats. Additional parking spaces shall also be provided for function rooms in amount equal to 1 space per 300 square feet of floor area contained in such rooms.

(3) Institutional, retail and office: 1 space per 1000 square feet of gross floor area

(4) Public Assembly: 1 space per 15 seats

(5) Restaurants or other eating and drinking establishments: 1 space per 15 seats

13.79 Development Review. The Planning Board in reviewing development proposals in the PUD-6 district shall find that the proposed development provides substantial public benefits which contribute to achieving the purpose and objectives of the PUD-6 district as stated in section 13.71 and that the development proposed adequately addresses all of the criteria detailed below.

13.791 Development Criteria.

(1) Open Space. To the maximum extent possible the required open space shall:

(a) be organized in units of sufficient size to have a significant visual impact on the district,

(b) provide opportunities for active and passive recreation for persons working or living within the district or the adjacent residential neighborhood,

(c) be located so as to provide a green buffer and transition between residential uses and districts and more intensive office and industrial uses, and,

(d) be designed and located so as to encourage the widest possible use and enjoyment by the general public.

(2) Traffic and Circulation. In its mix of uses, intensity of development, location, and proposed transportation improvements, the PUD shall be designed to minimize any negative impact on the adjacent residential neighborhood due to increased volumes of traffic, changed patterns of traffic movement, or an altered mix of vehicular types in the traffic stream.

Wherever possible the PUD shall enhance the movement of traffic within the industrial district and direct traffic related to its operation to Massachusetts Avenue or Memorial Drive through the industrial district.

The Board may require, as a condition of Special Permit approval, the provision of certain transportation improvements or other mitigating measures necessary to reduce the impact of the proposed PUD development on inadequate streets within the district as a whole or in the residential neighborhood.

Such improvements or measures may include, but not be limited to, reduction in the total floor area proposed, alteration in the mix of uses, incorporation of streets within the development to serve general public traffic needs, and improvement to adjacent or impacted public streets and intersections.

Such improvements or measures shall be reasonably related to increased traffic contribution made by the proposed development.

- (3) Perimeter and Transition. Any part of the perimeter of a PUD which fronts on an existing street, public open space, residential zoning district line, or any other zoning district which limits the intensity of development to a level well below that permitted in the PUD, shall be so designed as to compliment and harmonize with adjacent land uses with respect to use, scale, density, setback, bulk, height, landscaping and screening.
- (4) Pedestrian Circulation. Walkways shall form a logical, safe and convenient system for pedestrian access to all dwelling units, project facilities and principal off-site pedestrian destinations.
- (5) Site Planning. The site plan shall provide for safe, efficient, convenient, and harmonious grouping of structures, uses, and facilities; for appropriate relation of space inside and outside buildings to intended uses and structural features, and for preservation of desirable natural or historic features.
- (6) Scale.

In evaluating a Development Proposal providing building height in excess of 85 feet or 35 feet where such height limit is imposed by the base district, the Planning Board shall give consideration to evidence presented on the following:

- (a) that increased height will not cast shadows or alter air currents in ways that will unreasonably limit the amount of light and air reaching other buildings in the vicinity to a significantly greater extent than if the building height did not exceed the base district height;
- (b) that increased height would mitigate detrimental environmental impacts such as excessive ground coverage, diminution of open space and monotonous development;
- (c) that increased height would not adversely affect and would result in increased sensitivity to the visual and physical characteristics of the particular location;
- (d) that increased height would result from actions taken to lessen the impact of traffic and parking on the surrounding area;
- (e) that the orientation and location of the proposed structure would not otherwise diminish the health and safety of the area around the development;
- (f) that the orientation and location of the proposed structure is designed so as to achieve maximum energy efficiency.

(7) Housing and Job Opportunities. A PUD shall contribute to the residential and/or industrial employment base in the Cambridgeport area. Both uses shall be appropriately located so as to compliment existing uses and to minimize conflicts between noncompatible uses.

The PUD development shall not unreasonably reduce the inventory of existing industrial activity in the district and shall, where possible, contribute additionally to the diversity of industrial employment in Cambridgeport.

3. Amend subsection 11.72 of Section 11.70, Employment Plan Compliance Procedure, so that it reads as follows:

"11.72 Applicability. The provisions of this Section 11.70 shall apply to new economic development activity in the Alewife Revitalization District and the Cambridgeport Revitalization District and in other major economic revitalization areas designated by City Council through amendments to this subsection 11.72. The Alewife Revitalization District shall be that area contained within the comprehensive Alewife Area Rezoning Amendment ordained on June 16, 1980. The Cambridgeport Revitalization District shall be that area contained within the comprehensive Cambridgeport area rezoning amendment ordained at the time of adoption of this zoning amendment. For purposes of this Section 11.70, the following shall be considered new economic development activity."

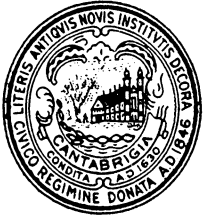
4. Amend Footnote (c) in subsection 5.34 to read as follows;

"(c) 35 foot height limit within 100 feet of a residential district".

5. Amend Article 4.000, Section 4.40 Footnotes, 33 and 34 by deleting the following;

33. "Provided that no such article exceeds two hundred pounds in weight "

34. "(a) in Industry A, A-1, A-2 and B-2 districts any fully assembled product regularly produced shall not exceed two hundred pounds in weight,"



CITY OF CAMBRIDGE

CAMBRIDGE, MASSACHUSETTS 02139  
Tel. 498-9011

EXECUTIVE DEPARTMENT  
JAMES L. SULLIVAN  
City Manager

June 1, 1981

To the Honorable, the City Council:

Enclosed please find copy of the Planning Board's recommendation on the petitions to rezone the Cambridgeport Industrial Area.

Very truly yours,

*James L. Sullivan*  
James L. Sullivan  
City Manager

JLS/mbf  
Enc.

Planning Board's recommendation on the Cambridgeport Industrial Area.

*ll* 1/8/81  
The Board has  
Proposed on this  
Hearing 6/22/81 AT  
7PM

In City Council,

June 1, 1981

June 8, 1981

1/1/1981  
Referred to the  
Petition - Calendar  
# 3 Additional  
Hearing set for  
June 22nd at 7PM