

# CITY OF CAMBRIDGE

## COMMUNITY DEVELOPMENT DEPARTMENT

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### SUMMARY

#### Report on Parking and Progress on Nutting Road Mixed-Use Development

The parking situation in Harvard Square, like the national economy, is likely to get worse before it gets better.

Within the next several years there will be a further reduction in the number of parking spaces available to the general public in the Harvard Square area:

- a. Off-street garages, like the former Crimson Garage and Boylston Street Garage and off-street lots, like those on Nutting Road, already have been or will be converted to private building development
- b. The recent substantial increase in the number of the City's Parking Control Officers should reduce noticeably the presently estimated 550 "spaces" for cars now parked illegally on a regular basis in the Harvard Square area,
- c. The construction of the MBTA Red Line extension will affect the supply of parking because either: 1) actual subway construction will take place where parking is presently located, or 2) street detours around construction locations will require elimination of curbside parking in order to accommodate re-routed traffic.

Later in this Summary, and in the attached report, is a proposal for the City to construct its first public parking garage at Nutting Road.

#### Policies and Program

Chapter 9 of the recently published preliminary draft of the Harvard Square Comprehensive Policy Plan sets forth recommended policies for parking in the area. In essence those policies advocate:

- a. Providing a sufficient amount of parking to enable the Harvard Square commercial area to retain its position in the City's economic system without forcing the area to become increasingly dependent on the automobile.

- b. Limiting the amount of parking so that public transportation is an attractive alternative,
- c. Providing off-street parking primarily for "replacement" parking and meeting the minimum requirements for new development.
- d. Setting parking fees to discourage unnecessary parking, particularly all-day employee parking.

"Replacement" parking is aimed at phasing out much of the existing curb-side parking and replacing it with off-street parking garages.

The recommended parking program is a middle ground between the extremes of a heavy reliance on automobile usage and a complete ban on parking in the Harvard Square area. During the next ten years an estimated 2,950 new off-street parking spaces should be constructed in the Harvard Square area. Of this number about 1500 parking spaces would replace existing curb-side spaces that should be removed and existing off-street spaces which will be eliminated by new building development. The other 1450 parking spaces are estimated to be needed to meet the minimal requirements of new private building development.

The City's responsibility should not exceed 1500 spaces. No additional parking spaces above the target figure of 2,950 should be constructed until the proposed program has been completed, opened to the public and its use and impact can be evaluated.

The projected program of 2,950 new off-street parking spaces is less than one-third of the parking spaces that would be required by applying conventional parking standards to an urban area like Harvard Square.

The City's Parking Fund, into which are deposited all receipts from meter collection, garage usage, and parking fines, should be the sole source of City funds for parking facilities and for operating the parking program. There should be no subsidy from the real estate tax payer or other sources of City funds. In other words, the Parking Program should have no effect on the City's real estate tax rate.

#### First Public Parking Garage - Nutting Road

Some people have been justifiably impatient about the progress of the City's parking program in the Harvard Square area and have wondered why the City administration simply didn't select a site and submit it to the City Council for action. Unfortunately the City does not own much land in the Harvard Square area. To acquire privately-owned land for a public parking

garage probably would have required taking land by eminent domain, payment of land acquisition costs in the order of \$30-40 per square foot, and in all likelihood would not have been economically feasible. Instead the Department has worked with several private owners and has tried to develop an arrangement whereby the City could construct a parking garage at no cost for land acquisition.

The Department recommends that the City's first (of several) parking garages in the Harvard Square area be constructed adjacent to Nutting Road as part of a proposed mixed-use development with four private owners. The proposed mixed-use development could comprise an investment on the part of the four owners and the City, of nearly \$21 million worth of construction, about \$500,000 annually in real estate tax revenue, and 800 off-street parking spaces (about 300 public spaces, 300 private spaces and 200 shared public-private spaces). We are seeking firm commitments from the four private owners to execute a land lease with City for the construction of the public parking at no cost to the City for land acquisition-- a potential saving in the order of \$2.6 million. The City would pay only those costs directly attributable to general public parking.

The Nutting Road mixed-use development presents a rare opportunity because: 1) seldom are four large contiguous parcels of land ready for development at the same time, 2) two of the four private investors have already had extensive involvement with citizen organizations and the City government and have reached basic agreement on general design and use issues; frequently large scale developments of this magnitude can fall apart because of citizen opposition, and 3) the economic advantages to each of the four owners and particularly to the City makes such good business sense that its merit is inescapable.

The advantages of this proposal are offset by its complexity: 1) the project is largely dependent upon the voluntary cooperation of the four private owners, 2) City participation in such a project is unprecedented; we do not know of any municipality that has attempted as complicated a joint venture as this, 3) the sheer complexity of the legal and architectural problems to be overcome must be recognized and appreciated.

The City administration is not in a position at this time to submit to the City Council specific authorizations, appropriations, orders and the like which will bring this project into being. There is still much legal, architectural, and financial work to be done. However, at this time it is important to provide the City Council with a full briefing on the current status of the project and to seek the Council's approval of the general concept before additional time and public funds are committed to it.

What is now being requested is policy guidance from the City Council on the following questions:

1. The general concept of a joint venture with private property owners and the mixed investment of public and private funds-- provided the expenditure of public funds is limited to recognized public purposes.
2. The construction of between 300-500 public parking spaces in an off-street garage in this section of the Harvard Square area.
3. The potential use of the City's power of eminent domain as a last resort to acquire some property for public parking.
4. The realignment and extension of Nutting Road and the development of pedestrian walkways at public expense, as part of the mixed-use development--as described in the Community Development Department's report.

If the City Council endorses the concept, certain public actions, as outlined, on page 14-15 of the enclosed report, will be required. Hopefully a complete package can be presented to the City Council for a vote prior to the Council's summer recess.

REPORT OF PROGRESS ON THE  
NUTTING ROAD MULTIPLE-USE DEVELOPMENT

In September, 1973, the Planning and Development Department (currently known as the Cambridge Community Development Department) submitted to the City Council a report entitled "Status of Harvard Square Parking Program". The report highlighted a drastic deficiency of off-street parking in the Square and recommended that the City's first parking garage in the Harvard Square area be constructed adjacent to Nutting Road as part of a proposed Nutting Road multiple-use development. The proposal is a lot more than simply a public parking garage. It is a development proposal of four private landowners and the City government working together to achieve common objectives--1) privately-sponsored real estate investment, 2) a substantial increase in taxable real estate values, 3) a mutual reduction in costs due to the sharing of facilities, 4) improved prospects for marketability of new floor space because of public investment, 5) coordination of architectural elements and circulation systems such as pedestrian walkways, vehicular access and loading facilities, and 6) buildings which are sympathetic and complementary to each other and to the adjoining residential area.

The Nutting Road multiple-use development could comprise an investment, on the part of the four owners and the City, of nearly \$21 million worth of construction, about \$500,000 annually in real estate tax revenue, 800 off-street parking spaces (combining public spaces and private spaces), 337 motel units, 160 apartment house units, 90,000 square feet of office space, 28,000 square feet of retail space in small shops, two restaurants and two coffee shops, a pedestrian walkway, a pedestrian arcade, and a realigned and extended Nutting Road.

The Nutting Road multiple-use development presents a rare opportunity because : 1) seldom are four large contiguous parcels of developable land vacant and ready for development at the same time, 2) two of the four private investors have already had extensive involvement with neighborhood groups, citizen organizations, and the City government and have reached basic agreement on general design and use issues although there are some details still remaining. Frequently large scale developments of this magnitude can fall apart because of citizen opposition, 3) the development can define the western edge of the Harvard Square business area and achieve an excellent transition from commercial use to lower scaled residential use, 4) the economic advantages to each of the four owners and particularly to the City makes such good business sense, that its merit is inescapable.

The advantages to each party must be compelling because of the numerous complexities that must be overcome to bring it about. First, the project is dependent upon the voluntary cooperation of the four private owners. Second, a good design for the public parking garage in this location dictates a garage situated on three of the properties and a sliver of the fourth. This presents: a) substantial problems to secure a right for the City to construct a public garage which could involve leases, easements, transfer of development rights, air rights, eminent domain, and a new alignment of the Nutting Road right-of-way, and b) substantial problems of architectural integration because each of the four owners has or will have his own architect and own building plans with which the garage must be integrated. Third, City participation in such a project is unprecedented since it has not previously engaged in a joint venture with private investment capital. Fourth, the sheer complexity of the legal and architectural problems to be overcome must be recognized and appreciated. The complicated Green-Franklin-Pearl project in Central Square was comparatively simple compared with the complexities inherent in the Nutting Road multiple-use development. However, much of the complexity of the Green-Franklin-Pearl project was due to the involvement of numerous public agencies and their bureaucratic procedures--most of which would not be applicable in this development.

## 1. THE PRIVATE DEVELOPMENT PROGRAM

### Kanavos Enterprises

Kanavos Enterprises of Dedham, developers of the proposed Holiday Inn, are furthest along of the three property owners. Kanavos' original proposal called for a motor hotel which would be 165 feet in height, had its main entrance on Mt. Auburn St., used University Road as an automotive access road, and had only 190 parking spaces. Objections to this plan were raised by community groups and by several City agencies as to: the height of the building, the location of the entrance on busy Mt. Auburn St., insufficient parking and an improper scale relationship to adjoining residential buildings to the west.

Kanavos Enterprises of Dedham, developers of Holiday Inn, have redesigned their building on Mt. Auburn Street to comply with community and City objectives provided there was a recognition of the increased costs that would result from the redesign and some method of adjusting for those costs. Architects representing the City worked with Kanavos' architects in preparing an alternative design. The result was a building 85 feet in height, with the entrance on Nutting Road, with a pedestrian walkway along University Road, development of an outdoor courtyard and

pedestrian plaza, an increase in parking spaces from 190 to 269, and a lower scale building more residential in character and more compatible with adjoining residential areas.

On January 3, 1973, Kanavos Enterprises and the City of Cambridge, acting through the City Manager, executed an agreement calling for: (a) a redesigned building, (b) City cooperation toward the achievement of the necessary variances, (c) a subsequent design review procedure whereby the City would review detailed elements of the revised design, and (d) work on a public parking facility in the area, a pedestrian way along University Road, and the improvement and extension of Nutting Road. Kanavos agreed to make land for those purposes available to the City without cost.

Although Kanavos has completed working drawings and broken ground, construction of the Holiday Inn has yet to secure financing due to the depressed state of the real estate industry and the economy in general.

#### Trinity Realty Trust - DiGiovanni

Louis F. DiGiovanni, trustee of Trinity Realty Trust, proposed in December 1972 a building to be constructed on a 30,000 sq.ft. site on the west side of Nutting Road. The building would have included apartment units, office space, retail space, a restaurant, a theater and a parking garage under the building. While community groups and City agencies endorsed the design principle of the building, one in which the building stepped down from a height of about 75 feet along Nutting Road to only three stories on the side facing Revere Street, objections were raised to the theater, the restaurant, and the amount of retail space. After extended discussions with City agencies and community groups, it was agreed that the theater would be dropped from the plan and the amount of retail space would be reduced and would consist of small shops appropriate for a residential area.

In June 1973, the Board of Zoning Appeal granted a variance to Louis F. DiGiovanni to permit 6500 sq.ft. of retail space and a restaurant of 10,000 square feet in his building in addition to the 28 apartment units and 37,000 sq.ft. of office space which are already permitted in the Office zoning district in which the property is located. The variance calls for parking below grade for 140 automobiles.

DiGiovanni has been working closely with the Community Development Department during the past several months and is eager to get his construction underway as soon as possible.

### Harvard Trust Company

At the rear of Nutting Road, the Harvard Trust Company owns about 51,540 sq. ft. of land bounded on one side by DiGiovanni's property, on a second side by the Kanavos Holiday Inn site, on a third side by the MBTA yards and on the fourth side by St. John's Conventuary and a private apartment building both fronting on Memorial Drive. Harvard Trust is not as far along in its planning as either Kanavos or DiGiovanni. It has retained Sert Jackson & Associates, Architects, to advise on the development potential of the land. The next step for Harvard Trust is to conduct an economic feasibility study and, presumably, after that, to put the project into the hands of a developer, because banking regulations prohibit a bank from developing real estate unless it is specifically for bank purposes.

For the purposes of obtaining a general approximation of the size of the Nutting Road project, the Department has estimated an appropriate development on the Harvard Trust property would consist of a building of about 120 apartments, with about 7,000 sq. ft. of office space and comprising about 155,000 sq. ft. of floor area. Harvard Trust or a developer's plans might be considerably different than this, and the Department takes full responsibility for this estimate.

### Dupree Associates Inc.

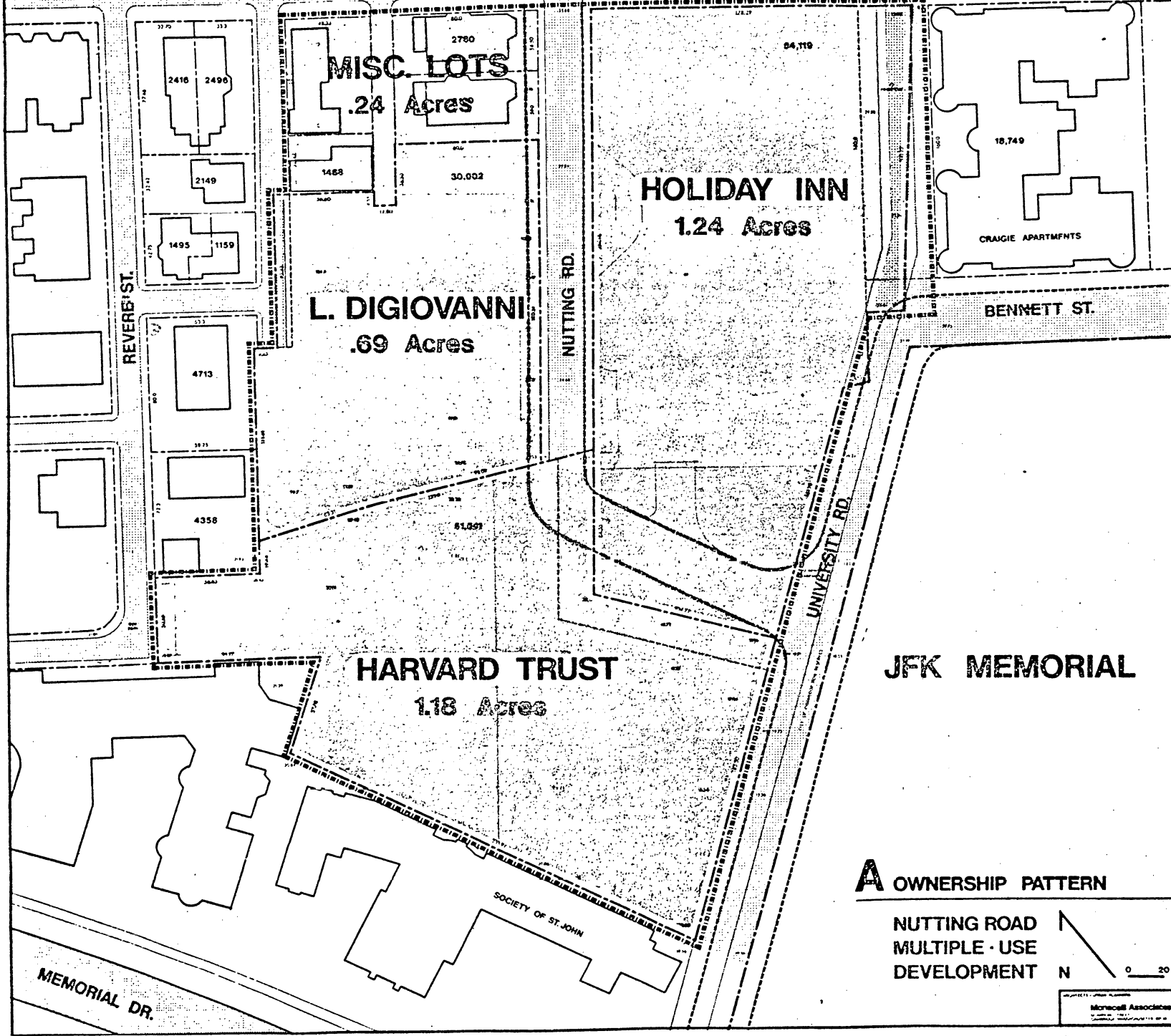
In addition to the three larger parcels in private ownership described above, there are four other small parcels in the Nutting Road area which are under active consideration for assemblage and development by the Dupree brothers, developers of 1010 Memorial Drive. The parcels are identified on the accompanying map, Exhibit A, as "miscellaneous lots". Three of the four parcels front on Mt. Auburn Street, and the third on Nutting Road. Together they comprise 12,080 square feet of land. The Duprees maintain that they have successfully negotiated with three of the four owners (for purchase or lease) but as yet have not come to terms with the fourth owner.

The proposed development would provide for approximately 32,000 square feet of office space with the continuation of underground garage extending to Mt. Auburn Street.

## 2. JOINT VENTURE IN PARKING--POOLING COSTS AND FACILITIES

In discussion with the private owners, the Department has proposed that the City of Cambridge build a public parking garage in conjunction with

MT. AUBURN ST.



**MISC. LOTS**  
.24 Acres

**L. DIGIOVANNI**  
.69 Acres

**HOLIDAY INN**  
1.24 Acres

**HARVARD TRUST**  
1.18 Acres

18,749

CRAIGIE APARTMENTS

BENNETT ST.

**JFK MEMORIAL**

REVERE ST.

NUTTING RD.

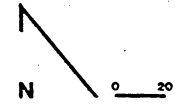
UNIVERSITY RD.

SOCIETY OF ST. JOHN

MEMORIAL DR.

**A** OWNERSHIP PATTERN

NUTTING ROAD  
MULTIPLE-USE  
DEVELOPMENT



Memorell Associates

the private parking facilities and the tax-paying private development. The basics of the proposed arrangement with the private owners are:

1. The owner(s) will execute a land lease with the City for the construction of the public parking at no cost to the City for land acquisition.
2. The City will pay only those costs directly attributable to the general public parking as if the parking garage were a free-standing structure. The developer is expected to pay the incremental and extraordinary costs of increased foundations, columns, or other structural elements resulting from any housing, office space, or other commercial development which may be constructed above or in some other physical connection to the public garage. For this purpose an independent cost estimator would be retained to estimate the cost of constructing a freestanding garage on the site and to determine the average per-space cost which would then be the basis of apportioning cost between the City and the private developer. When bids are received for the construction of the garage, the total cost of the garage and the average parking space cost will be higher due to the increased foundation cost, larger columns, penetration of elevators and stairwells, and other structural elements necessitated by the construction of the building in the air rights above the garage.
3. The City would finance the entire parking garage at the then prevailing interest rate for municipal bonds. Although the City's bonding procedure is a general obligation bond (and not a revenue bond as some have assumed), it is backed by the resources of the Parking Fund into which are deposited the revenue from this and all other garages in the city, from all metered parking spaces in the city and all fines received for parking violations throughout the city. There is no reason why municipal borrowing for a parking garage should have any effect on the real estate tax levy.

The developer would be responsible for all costs, i.e. debt service, operating costs, etc. on each parking space he is required to provide by the Zoning Ordinance or any variance granted by the Board of Zoning Appeal. Depending upon the outcome of the still unanswered legal question (whether the City can finance the entire garage, or only those spaces open continuously to the general public), the private developer could pay for his required spaces either in the form of monthly or annual lease payments or by a one-time capital outlay at the beginning of the project. Once again, the ob-

jective is that the general public (specifically the motorists-users of the garage) would not pay any cost for private parking spaces. Under no conditions would the City pay the cost of providing the parking required by the Zoning Ordinance for private development.

4. As part of the time-sharing concept of the parking spaces, the City would arrange with the private developer to use some of his required parking spaces for general public parking needs at times when they are not needed for private parking. For instance, we assume that during the hours of about 9 a.m. to 4 p.m. about half of the parking spaces required for an apartment building or a motel would not be in use and could be made available for day-time employee or shopper parking in the business area.
5. In all likelihood a private parking operator would be retained by both the City and the private developer to operate the garage and handle the admittedly complex problems of segregating public parking from private parking and jockeying cars to permit the time-sharing of parking spaces to achieve their maximum utilization.

There are distinct advantages of such an arrangement to both parties:

#### Advantages to the City

1. The ability to acquire rights to develop parking at no cost for land acquisition is an enormous saving to the City. In this particular case, based on the acquisition costs paid by the developers in recent years, the City might have to pay in the order of \$2,650,000 to acquire a site to build a parking garage. By a written agreement already executed with Kanavos Enterprises, and by an oral understanding with the other three owners, the City would pay nothing for land acquisition.
2. The City would facilitate new private real estate investment and its resultant real estate tax return. Due to the redesign of the Holiday Inn, the City should receive about 20% higher real estate tax return that it would have under the original high-rise proposal. In some cases, the presence of the City parking garage and City financing of parking may be the small difference between a project getting off the ground or not.
3. The joint venture may make available sites for public parking which would otherwise be impractical to acquire for parking use--either because the land cost for acquisition would be prohibitively high for

parking or because use of the site for parking alone would usurp a site more appropriately developed for some other use.

4. The City can demonstrate a positive, cooperative attitude toward encouraging sound development which will help the City's tax base and result in a more orderly and desirable type of development.
5. As a joint participant, the City can have more influence over design details of the superstructure above which should insure buildings that are more compatible with their surroundings and more capable of achieving community acceptance and support.
6. The City would pay no more for the construction of parking spaces than it would for a freestanding garage built entirely on its own.
7. Through the time-sharing parking principle, the City might obtain partial use of some parking spaces, with partial public financing thereof, which can meet the peak day-time parking requirements of the business district, without having to be concerned about unused and non-revenue-producing parking during the night-time hours. In contrast many of the parking spaces and garages in a central business district like Boston are empty and not producing revenue from 8 p.m. to 8 a.m.

#### Advantages to Private Developers

1. The parking garage provides a foundation or platform on which to build revenue-producing, residential or commercial development. The developer has to pay for only the incremental increase in column sizes and foundations rather than the full cost. The City still pays no more for construction of a parking garage than it would in a free-standing garage--but in the process of so doing, it provides much of the structural support for a building above.
2. To the extent that it is legal, municipal financing of either the time-shared parking or of the entire garage would permit the developer to take advantage of a one or two point reduction in interest costs due to the lower interest charges for municipal bond financing. Furthermore the developer would not have to tie up his capital in garage financing which is never an attractive proposition for a real estate developer anyway. It should be emphasized that the City, due to a guaranteed lease of some spaces by the private developer, still does not pay any more for parking than it would for an all-public parking garage.

3. In addition to his required parking, the private developer would benefit from the presence of a municipal parking garage in the basement of his building, which will improve the marketability of commercial space such as office space, retail space and restaurants.
4. The availability of public parking will permit the occasional peak parking load of a private building to be accommodated without the private expense of providing a large inventory of parking to meet peak parking requirements some of which is unused much of the time.
5. Cooperation with the City government and sensitivity to the City's planning objectives and the nearby community's attitude about proper development, as well as a willingness to submit to a design review procedure, can make the development process, which is frequently interrupted or challenged by citizen groups, go more smoothly.
6. The City's participation, either in construction of parking spaces, or in use of favorable municipal financing rates, may be just the additional boost necessary to get a development package off the ground.
7. Pooling of facilities can reduce the fixed costs for ramps, control stations, exits and the like. Rather than each developer building these facilities himself, they can be shared with resulting reduced cost.
8. Economy of scale resulting in reduced construction costs compared with costs if separate garages were constructed by each private developer.
9. In the case of a developer-owner who for whatever reason elects to defer development for several years, an underground garage constructed at 1975 prices is bound to result in considerable savings considering spiralling inflationary costs in the future.

The advantages enumerated above are worthwhile enough to sustain the interest of the private developers abutting Nutting Road. The advantages must be strong enough to provide real staying power because the principal disadvantage of the joint venture multiple-use development approach is that it is extraordinarily complicated. For the City and each of the private developers, the relationship is unprecedented; and each step of the way new legal, architectural, and financial problems will be encountered and must be solved. While many of these have been resolved by this Department, additional problems still face us. The principal legal issues:

1. Establishing the City's right to build on part of the land of four different owners. In all likelihood this will take the form of a ground lease to the City for a long time period, with the private developers maintaining the air rights above the property which they still own. Another possibility is condominium ownership by the City of the public parts of the parking garage.
2. City Financing - Can the City finance the entire garage, with a guaranteed lease of certain spaces by a private owner or can it finance only those spaces for full-time public use?
3. Public Bidding Procedure - If the City retains one contractor to build a parking garage and a private developer retains another contractor to build the private development above the garage, the construction process could become quite confusing and more costly than necessary. Ideally there would be one contractor to build the whole project. However, the private developer may not wish to employ the low bid contractor on the public end of the work and the City might not be able to employ the private developer's contractor and comply with public bidding requirements. This whole question needs substantial additional research.

### 3. PROPOSED PARKING GARAGE

The proposed parking garage would be located on the west side of Nutting Road and would be situated on land now owned by the Harvard Trust Company, a small sliver of land owned by Kanavos Enterprises, Louis F. DiGiovanni and four miscellaneous parcels fronting on Mt. Auburn Street (see accompanying Exhibit B, Parking-Street Level). The garage is assumed to be a three-level structure with one level above ground and two levels below ground. At the Mt. Auburn Street end, the top of the garage would be four feet above the level of the street; further down Nutting Road, about one full level of the garage would be visible due to the slope of the land along Nutting Road.

The approximately 270 parking spaces across Nutting Road under the Holiday Inn will be constructed entirely by Kanavos Enterprises with no City participation. Because the respective parking levels of the parking under the Holiday Inn and those under the DiGiovanni-Harvard Trust building are nearly the same, we will study connecting the respective parking levels under ground, and of constructing the garage under Nutting Road.

Dupree Associates--Mt. Auburn Street

The Nutting Road project contemplates multi-use development on the four parcels of land fronting on Mt. Auburn Street and west of Nutting Road. The Department has been coordinating with a private developer, Dupree Associates Inc., who proposes to assemble the land through private negotiation with the four owners for the purpose of constructing approximately 32,000 square feet of office space as discussed previously in this report. Since it is possible that the developer may be unable to negotiate successfully with one or more owners, the Department recognizes that the City must stand ready to exercise its legal powers of eminent domain taking as cited in Chapter 844 of the Acts of 1970 which reads:

"The City Manager is hereby authorized and empowered in the name and on behalf of the City:.....(b) subject to appropriation of any necessary funds and the approval of the City Council, to acquire by purchase, gift or by eminent domain under Chapter Seventy-nine, Seventy-nine A or Eighty A of the General Laws, or by lease or otherwise, real property or any interest therein or water rights or air rights necessary for or incident to the acquisition, construction, improvement, reconstruction, enlargement or operation of parking facilities....."

The Department recommends that the City should attempt to purchase, if absolutely necessary, any properties at their fair market value, and if necessary to acquire them by eminent domain. Without these properties, the City would lose about 90 parking spaces.

Second, the approximately 90 parking spaces should be relatively inexpensive to build because the ramp system, with its fixed costs, is already included under the adjacent parcel; these spaces would not require the expense of an additional ramp system. Stated conversely, without these additional 90 spaces, all of the spaces in the garage would have a higher per space cost because the fixed cost of the ramp system would be prorated over fewer parking spaces.

Third, the Mt. Auburn Street end of the site has the driest and most favorable soil conditions resulting in the least expensive spaces to build. Some less expensive spaces will be needed to balance off the more expensive spaces further away from Mt. Auburn Street where soil conditions are known to be worse.

Fourth, by leasing the air rights above the parking property it owns, for private taxpaying development, the City could (a) recoup most or all of its cost of acquiring the land, (b) facilitate additional tax return to the City,



and (c) encourage an orderly development pattern that would square off the Mt. Auburn Street frontage of the Nutting Road multiple-use development and provide a suitable terminus for the westward growth of the Harvard Square business area as well as a good transition into the lower-scale residential area to the west.

In view of the savings of an estimated \$2.6 million on land acquisition for the remainder of the garage, the City might reasonably be expected to pay the cost of acquiring a small part of the land which would insure that the garage could be more economically constructed and the coordinated multiple-use development can achieve its full potential.

#### 4. CHANGES IN CIRCULATION SYSTEM

##### Traffic Pattern

As part of its master planning for the southwest sector of the Harvard Square area (bounded generally by Boylston Street, Mt. Auburn Street, Memorial Drive and Nutting Road) the Department and its consultants have advocated the construction of an access-service road running from a new intersection with Memorial Drive near St. John's Convictory through the present MBTA yards site to a new intersection with Boylston Street near the present Eliot Street. We have long proposed that Nutting Road be realigned and extended from its present terminus diagonally across the back portion of the Kanavos road and into the MBTA yards site to intersect with the access-service land.

The principal purpose of the new Nutting Road is to provide internal circulation and access to the properties in the so-called southwest sector of Harvard Square without the necessity of traffic using Mt. Auburn Street and the other streets of the Harvard Square business area. One objective is to interconnect the various properties, i.e. Kanavos, DiGiovanni, Harvard Trust, Kennedy Library related facilities, Kennedy Library Archives, if constructed here, Harvard University property, Treadway Motor Inn, and the properties along Eliot Street. Another objective is to provide a direct connection from the Nutting Road properties principally to Memorial Drive but also to Boylston Street.

The alignment of the access-service road has not been determined and is still the subject of some further study in view of the recent decision to locate the Kennedy Library Museum elsewhere.

shown on the accompanying maps. It makes no difference for the function of Nutting Road whether it intersects with an access-service road at the Kanavos-MBTA land, property line or up to 500 feet to the east. We would propose to lay out and construct Nutting Road up to the property line of the MBTA land, as a first stage.

### Pedestrian System

There can be substantial improvements in pedestrian circulation. The objective is to separate the pedestrian from the automobile as much as possible.

The key element of the change in pedestrian circulation is the conversion of the section of University Road east of the Holiday Inn into a pedestrian walkway. This walkway would provide a link between the new walkway being developed in the interior of the Brattle-Story-Mt. Auburn block and proposed extension of the walkway system across to the entrance of the MBTA land. (See Exhibit B, First Floor Use & Pedestrian Walkways and the Comprehensive Policy Plan, page 56.

University Road is now a private way. Kanavos Enterprises has agreed in writing to make available to the City at no cost for land acquisition the right to construct the pedestrian walkway. Preliminary discussions have been initiated with Harvard University, the co-owner of that section of University Road, toward that same objective. The co-owner of another section of University Road, i. e. Harvard Trust Company, is similarly interested in obtaining a good pedestrian connection from its property up to Mt. Auburn St. as well as easterly toward the MBTA land.

A major element of the plans of Trinity Realty Trust is a pedestrian arcade starting at Mt. Auburn Street extending down through the center of their building toward the Harvard Trust property.

Conceivably Harvard Trust may choose to extend the pedestrian arcade or an equivalent pedestrian walkway.

In the instance of both the Nutting Road realignment extension and the pedestrian walkway system the Department hopes the City will be able to acquire the land for these facilities at no cost for land acquisition. We anticipate that the City will have to bear the cost of constructing the facilities however.

5. RELATIONSHIP TO PLANNING OF HARVARD SQUARE SOUTHWEST SECTOR

The Department and its consultants have consciously planned the Nutting Road mixed-use development to be consistent with the general development pattern for the southwest sector of Harvard Square. The policies respecting development of the southwest sector, which includes the Nutting Road mixed-use development, are set forth in the Preliminary Draft of the Comprehensive Policy Plan, Chapter 12, pages 49-66.

Fortunately, the Nutting Road mixed-use development is both separable from and capable of being integrated with the development likely to occur on the MBTA yards land. In fact, the section of the Nutting Road Garage on the Harvard Trust property is so designed to accommodate the extension of a larger garage on the so-called Kennedy Library related facilities site if desired at a later date. As indicated, Nutting Road is to be extended along an alignment so that its intersection with the access-service road could occur anywhere along a 300-foot path.

In short the Nutting Road development can either proceed separately from development of the MBTA yards or be fully integrated with it.

6. STAGING-TIMING

To add further complexity to the project it appears likely that project will not be constructed all at one time; it will have to be built in stages. In addition to starting later, Harvard Trust has the problem of the uncertainty of development on the MBTA yards site and the alignment of the access-service road on their east boundary. It may be that Harvard Trust will not be in a position to go forward with construction for several years.

With the uncertainty in the economy and real estate finance, it is difficult to predict which of the developers will be able to proceed. Accordingly we have instructed the City's architects to assume that the entire garage is built as one project irrespective of the schedule of the four private developers. The City's architects have developed a structural system that permits the garage to be completed and to have the several private developments to occur in stages, anywhere from one month to ten years after the garage structure is completed.

7. PUBLIC ACTIONS REQUIRED

At this point we are not seeking formal City Council action, but merely their approval of the mixed-use development concept as well as authorization to proceed into more detailed planning with the subsequent submission of a specific proposal for action by the Council.

Policy Questions

The Nutting Road multiple-use development proposal is unprecedented for the City of Cambridge in several respects. It poses policy questions which the City Council should consider:

1. Does the City Council endorse the general concept of a joint venture with private property owners with the mixed investment of public and private funds--provided the expenditure of public funds is limited to recognized public purposes?
2. Does the City Council approve the idea of constructing between 300 and 500 public parking spaces in an off-street garage in this section of the Harvard Square area?
3. Does the City Council endorse the potential use of eminent domain, as a last resort, to acquire some property for public parking use?
4. Does the City Council concur with the idea of realigning and extending Nutting Road as described in the Community Development Department's report?
5. Does the City Council approve the idea of developing a pedestrian walkway along a section of University Road as described in the Community Development Department's report?
6. Will the City Council authorize the City Manager and appropriate City Departments to develop these concepts and plans further and to subsequently submit specific appropriations and authorizations to the City Council for action?

In essence the City Council is being asked to authorize the City Manager and appropriate City Departments to develop these concepts and plans further and to subsequently submit specific actions to the City Council later. Those specific actions, which will be submitted to the City Council later, are likely to include at least the following:

1. Appropriation for architectural fee to complete working drawings.
2. Authorization to borrow money to finance the construction of the garage.
3. Authorization for the City Manager to enter into agreements with private owners permitting the City to use a portion of their land for the construction of parking facilities.
4. If necessary, either authorization for the City Manager to acquire by purchase private properties, or adoption by the City Council of an eminent domain taking order acquiring those properties.
5. a. Laying out, as a public way, a realigned and extended Nutting Road; laying out of a section of University Road as a public pedestrian way.  
b. Appropriation of funds for the construction of the realigned and extended Nutting Road and the University Road pedestrian way; authorization for the City Manager to enter into agreements with the County, State, or Federal governments for any grants that might be available to assist in the construction of either Nutting Road or the University Road pedestrian way or the parking garage.
6. Appropriation of funds for the relocation or reconstruction of public water or sewer lines in the area (if needed).

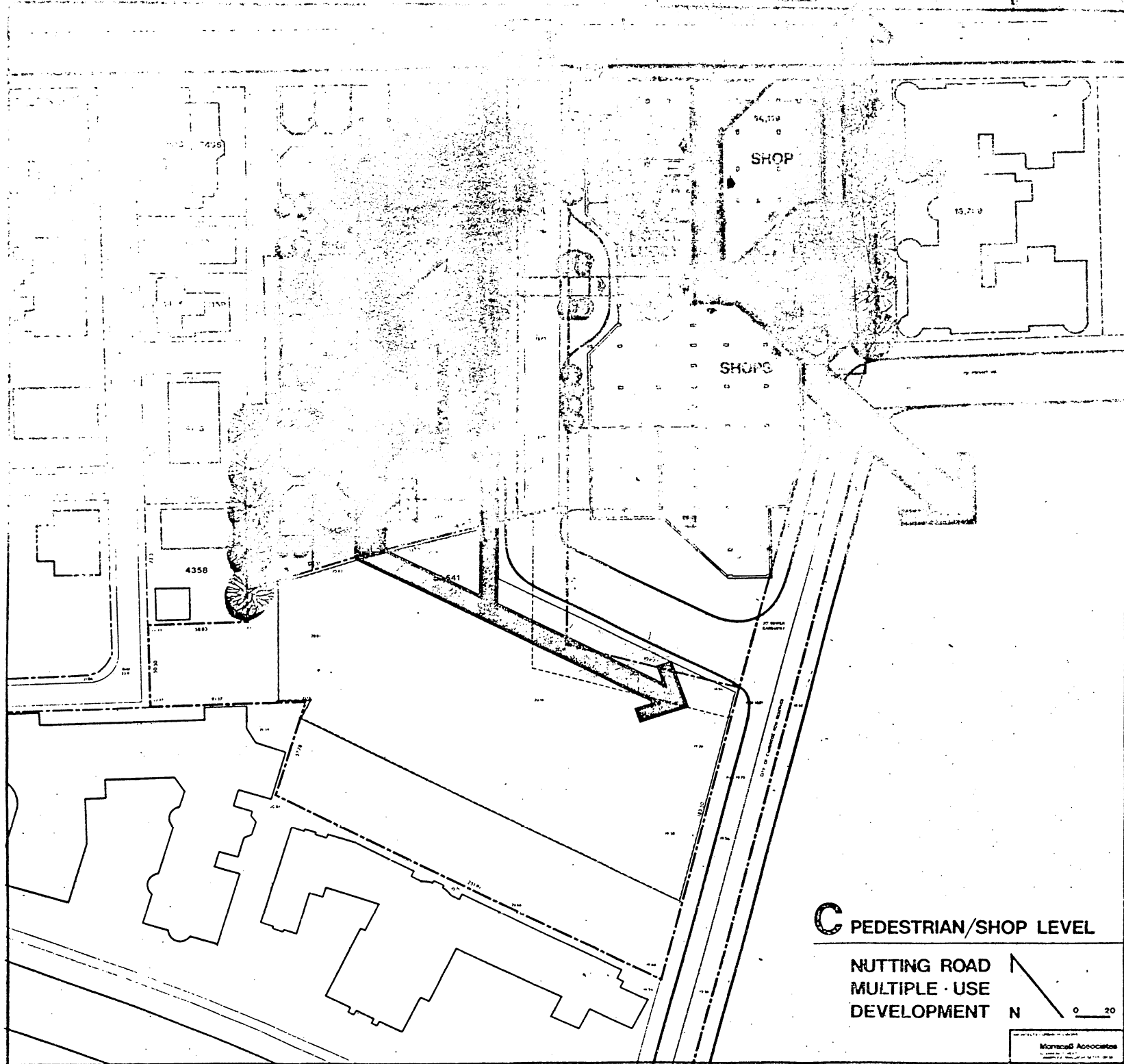
If the City Council endorses this concept and authorizes the City Manager to proceed further, the probable sequence of actions will be:

1. Submission to the City Council within several weeks of a request for an appropriation for architect's fees to complete working drawings so that the project will be ready to go to public bid shortly after the City Council actions described below.
2. Submission to the City Council, hopefully in the late Spring and prior to the Council's summer recess of the following actions:
  - a. approval of a land agreement with the private owners,
  - b. authorization of a bond issue for the parking garage, to be repaid from the Parking Fund,
  - c. possibly authorization for the City Manager to purchase private property, or to order its taking by eminent domain,

- d. laying out as a public street, a realigned and extended Nutting Road,
- e. laying out as a public footpath, a pedestrian walkway along the present right-of-way of a part of University Road,
- f. appropriations to cover the construction of Nutting Road and the public footpath,
- g. appropriations to cover fees and other incidental expenses.

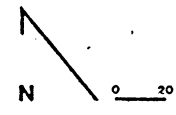
Prepared by: Robert A. Bowyer and  
Daniel J. McSweeney of the  
Community Development Department

February 15, 1975

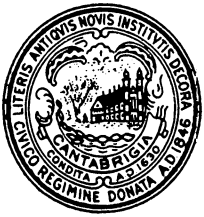


**C** PEDESTRIAN/SHOP LEVEL

NUTTING ROAD  
MULTIPLE-USE  
DEVELOPMENT



Monarch Associates  
ARCHITECTS



# CITY OF CAMBRIDGE

CAMBRIDGE, MASSACHUSETTS 02139  
Tel. 876-6800

EXECUTIVE DEPARTMENT  
JAMES L. SULLIVAN  
City Manager

February 21, 1975

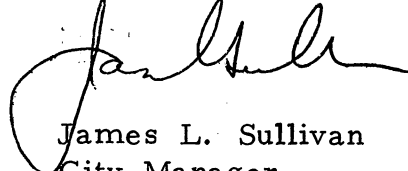
The Honorable, the City Council  
City Hall  
Cambridge, Massachusetts 02139

Dear Councillors:

Attached is a status report on parking in Harvard Square and on the Nutting Road mixed-use development, prepared by the Community Development Department. As the report describes, the Nutting Road development is quite complicated.

I suggest this report be referred to one or more City Council sub-committees to permit a full discussion of this involved subject.

Very truly yours,



James L. Sullivan  
City Manager

JLS:jp  
Attachment

Agenda # 19529

Status report on Parking in Harvard Square  
and on the Nutting Road mixed-use develop-  
ment.

In City Council,  
February 24, 1975

2/24/75

*Placed on file*

2/3/75

*HEARING SET FOR*

3/5 1975

10:00 PM

*TRANSPORTATION  
COMMITTEE*