



TST  
3/19/99

# OFFICE OF THE CITY CLERK

CITY OF CAMBRIDGE

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D. MARGARET DRURY  
CITY CLERK

DONNA P. LOPEZ  
DEPUTY CITY CLERK

March 17, 1999

The Honorable Timothy J. Toomey, Jr.  
House of Representatives  
State House  
Boston, MA 02133

Dear Representative Toomey:

Pursuant to the request of the City Council, I am forwarding to you for filing with the Massachusetts House of Representatives, the enclosed order adopted by the City Council at its meeting of Monday, March 15, 1999 requesting the enactment of a home rule petition entitled:

**"AN ACT RELATIVE TO THE REDEVELOPMENT OF THE  
MAYOR MICHAEL J. NEVILLE MANOR NURSING HOME"**

It is my understanding that upon receipt of this legislation you and your staff will review the text of the enclosed legislation to determine its appropriateness for filing and if any changes or corrections are necessary, your office will contact me as soon as possible.

Thank you for your cooperation in this matter.

Very truly yours,

*D. Margaret Drury*  
D. Margaret Drury  
City Clerk

DMD/gj

Enclosure

cc: Representative Demakis  
Representative Wolf  
Representative Barrios



# City of Cambridge

Agenda Item No. 14

IN CITY COUNCIL

March 15, 1999

**ORDERED:** That the City Council go on record petitioning the Massachusetts Great and General Court to enact the Home Rule Petition entitled: *AN ACT RELATIVE TO THE REDEVELOPMENT OF THE MAYOR MICHAEL J. NEVILLE MANOR NURSING HOME.*

In City Council March 15, 1999.

Adopted by a yea and nay vote:-

Yeas 8; Nays 0; Absent 0; Present 1.

Attest:- D. Margaret Drury, City Clerk.

A true copy;

A handwritten signature in cursive script that reads "D. Margaret Drury".

ATTEST:-

D. Margaret Drury  
City Clerk

To the Honorable Senate and House of Representatives of The Commonwealth of Massachusetts  
in General Court assembled.

The undersigned, citizens of ..... Cambridge ....., respectfully  
petition for the passage of the accompanying bill or resolve, and/or for legislation

**AN ACT RELATIVE TO THE REDEVELOPMENT OF THE MAYOR  
MICHAEL J. NEVILLE MANOR NURSING HOME**

Petitioners are requested to sign names and addresses legibly.

21 St. Andrew, Mayor of Cambridge	26 LAWELL ST. CAMBRIDGE
Chas D. Sullivan Vice Mayor	30 Normandy Ave Cambridge
Humbetta Davis	120 Chestnut St Cambridge
Kathleen M. Born	3 Walker Avenue, Cambridge
Sheila T. Russell	5 Hawthorne Park, Cambridge
Katherine Triantafyllou	90 Reed St. Cambridge
Joseph E. Penn	344 Harvard St, Camb.
Michael A. Sullivan	5 Broad Ave Cambridge



# The Commonwealth of Massachusetts

IN THE YEAR ONE THOUSAND NINE HUNDRED AND NINETY-NINE

## AN ACT

RELATIVE TO THE REDEVELOPMENT OF THE MAYOR

MICHAEL J. NEVILLE MANOR NURSING HOME

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

SECTION 1. The general court desires to permit certain uses of a portion of land adjacent to the Fresh Pond Reservoir in the city of Cambridge consistent with existing uses thereof. By Chapter 225 of the Acts of 1925 the general court, by a two-thirds vote of each branch, authorized the city of Cambridge to use a portion of the Fresh Pond Reservoir, land originally taken and acquired by the city for water supply purposes, for the site of a City Home, and in 1928, with Cambridge Water Board approval, the City Council transferred the land to be put in use for a City Home, and the site has since 1928 been continuously used for City Home purposes and is currently the site of the Mayor Michael J. Neville Manor Nursing Home.

SECTION 2. The deferred operation of this act would tend to defeat its purpose, which is to provide accessible, affordable and high quality nursing home care and mixed-income assisted living, for the residents of Cambridge, and surrounding communities; therefore it is hereby declared

to be an emergency law, necessary for the immediate preservation of the public convenience.

SECTION 3. The following words, as used in this chapter, shall, unless the context clearly requires otherwise, have the following meanings:

"Assisted Living Facility," A facility which provides room and board and provides, directly by employees or through arrangements with another organization, assistance with activities of daily living for elderly residents.

"City," the City of Cambridge.

"City Manager," the city manager for the city of Cambridge.

"Commission," the Cambridge Public Health Commission.

"Corporation," Neville Communities, Inc., a not-for-profit corporation incorporated under chapter 180 of the general laws and selected after public solicitation by the Commission as the owner and operator of the Project, which corporation's Board of Directors consists, or will consist upon substantial completion of the Project, of representatives of the following agencies:

- Cambridge Housing Authority
- City of Cambridge
- Cambridge Public Health Commission
- City of Cambridge Affordable Housing Trust Fund Board

The Board of Directors will consist of five (5) members with Cambridge Housing Authority having two representatives, the City of Cambridge having one representative, the Cambridge Public Health Commission having one representative, and the Affordable Housing Trust Fund Board with one representative who shall be appointed by the City Manager. The Corporation will at all times be

controlled by a public entity or entities. The Corporation includes any entity controlled by the Corporation or any successor entity to the Corporation, and engaged in the activities in furtherance of the purposes contemplated by this act.

"Nursing Home," a facility currently or prospectively defined as such by the Department of Public Health, or any successor agency, pursuant to chapter 111 of the general laws.

"Project," the redevelopment of the Mayor Michael J. Neville Manor Nursing Home, located on the Project site, adjacent structures and the Project site upon which they are situated into a new nursing home and/or mixed-income assisted living facility, and the operation thereof.

"Project Site," the real property transferred by the Cambridge City Council on January 31, 1928 from the Cambridge Water Board to the Cambridge Board of Public Welfare bounded and described as follows:

Beginning at a point in the southeasterly line of Concord Avenue said point being at right angle to a point in the northeasterly line of Concord Avenue three hundred fifty-five and eighty-eight hundredths (355.88) feet southeasterly from the angle in the northeasterly line of Concord Avenue at Smith Place; - thence southwesterly one hundred ten (110) feet, more or less, by a line making an angle of ninety (90) degrees with Concord Avenue, said line being twenty (20) feet distant southeasterly from the easterly corner of the barn of the Water Works buildings; - thence westerly one hundred twenty-three (123) feet by a line to a corner, said line making an angle of one hundred thirty (130) degrees with the line above described as being one hundred ten (110) feet long; - thence southwesterly two hundred sixty-eight (268)

feet to the tangent point of a curve by a line, said line making an angle of one hundred twelve (112) degrees with the line above described as being one hundred twenty-three (123) feet long; - thence in a general southerly direction one hundred sixteen (116) feet along a curve of one hundred (100) feet radius to its other tangent point, said tangent point being seventy-five (75) feet northeasterly from the northeasterly line of the Pond Drive; - thence southeasterly along a line fifteen (15) feet to the tangent point of a curve, said line being seventy-five (75) feet distant northeasterly from and parallel to the northeasterly line of the Pond Drive; - thence in a general southerly direction one hundred eighty-three (183) feet along a curve of eight hundred feet (800) feet radius to its other tangent point, said curve being seventy-five (75) feet distant easterly and parallel to the easterly line of the Pond Drive; - thence southerly fifty-eight (58) feet to a corner along a line parallel to and seventy-five (75) feet distant easterly from the easterly line of the Pond Drive; - thence southeasterly three hundred (300) feet to a corner, said corner being five hundred seventy-five (575) feet southwesterly from the southwesterly line of Concord Avenue; - thence northeasterly five hundred seventy-five (575) feet to the southwesterly line of Concord Avenue, said line being at right angle to Concord Avenue and one hundred (100) feet southeasterly from the southerly wing of the proposed main building; - thence northwesterly along the southwesterly line of Concord Avenue six hundred twenty-two (622) feet to the point of beginning. Containing three hundred fifty-nine thousand twenty-eight (359,028) square feet,

more or less. All above measurements are given as being more or less.

The above described parcel of land is shown upon a plan entitled "HOME FOR THE AGED AND INFIRM OF THE CITY OF CAMBRIDGE", drawn by Charles R. Greco, being Plot Plan Number 1 and on file in the office of the City Engineer of Cambridge, Mass.

SECTION 4. Notwithstanding any other general or special law to the contrary, the provisions of sections twenty through twenty-three of chapter 40B of the general laws relative to a so-called comprehensive permit shall apply to the development of the Project in its entirety, thereby permitting a single unified application for any necessary permits, approvals (with the exception of Water Board approval as it may apply to this Project) and zoning relief to the zoning board of appeals of the city.

SECTION 5. Notwithstanding any other general or special law to the contrary, the following uses of the Project site shall be permitted under the laws of the city and the commonwealth: Nursing Home, Assisted Living Facility, local water board or other municipal use related to the care and maintenance of Fresh Pond, and all other uses specifically related thereto.

SECTION 6. The total square footage of building footprint for all buildings on the Project Site shall not exceed 51,034 square feet, and the total usable floor area in said buildings shall not exceed 150,000 square feet. Upon final design of the Project all specific portions of the Project Site not required for the Project shall be identified by metes and bounds and the Corporation, the Commission and the City shall take all necessary steps to return full control and ownership of said portions to the City, and the City shall take all

necessary steps to dedicate said portions for water supply purposes and return them to the care and supervision of the Cambridge Water Board.

SECTION 7. The corporation shall be subject to the same general or special laws that apply to the Commission, pursuant to section twelve of chapter 147 of the acts of 1996 as existing on this date, regulating the procurement of services, supplies and materials, and methods for procuring design and construction services, relative to the development or the ongoing operation of the Project.

SECTION 8. The provisions of services to the corporation, or actions taken on behalf of the corporation, or actions in relation to transactions between the corporation and other public entities represented on the board of directors of the corporation, by any individual otherwise subject to chapter 268A of the general laws, shall not be deemed to violate the provisions of sections seventeen, eighteen, nineteen, twenty and twenty-three of chapter 268A of the general laws.

1999 JAN 28 P 2:41

OFFICE OF THE CITY CLERK  
CAMBRIDGE, MASSACHUSETTS

8 Ellery Square  
Cambridge, Mass. 02138  
27 January 1999

Neville Manor

Members of the City Council:

I request that you consider the attached statement when you consider the Home-Rule  
Petition relating to the Neville Manor prosal

Sincerely,



William F. Schreiber

## **The Neville Manor Project**

### **Executive Summary**

After last June's rejection by the legislature of the Home-Rule Petition relative to Neville Manor, a new proposal is to be presented to the City Council. The new proposal meets none of the objections to the project that were previously voiced and it should therefore be rejected.

Open space is in short supply in Cambridge. Indeed, the city has a program to purchase additional such space. As the single largest green area in the city, Fresh Pond Reservation is heavily used for recreation by residents. It is also a tempting target for developers, both commercial and civic-minded. This pressure for development must be resisted since open land, once built upon, is gone forever. Because of the unique character of the Reservation, no buildings of any kind should be added to what is already there. If anything, structures not essential for the activities of the Water Department ought to be removed.

One motivation for the project is to eliminate the current nursing-home deficit. However, as the deficit is said to be caused by a too-generous pay scale, a new building is not required for deficit reduction. The proponents also claim that additional assisted-living facilities are needed in Cambridge, and that these should be located close to the nursing home. These assertions are totally unsupported in the documentation so far made available, but nevertheless were the basis for the unfruitful search for alternative locations by the Site Committee. Actually, Fresh Pond seems particularly unsuitable for assisted living for most prospective residents because of lack of neighborhood stores and restaurants and because of very heavy traffic on Concord Avenue. Even if affordable assisted-living beds are really in short supply in the city, no case whatever has yet been made that the best way to solve the problem is for the public sector to erect and operate new buildings in our only large park.

Finally, the financial plan for the project has many question marks. Even if the cost estimates are currently correct, the "affordable" units will not be cheap, nor have alternative ways to accommodate low-income elderly infirm residents been explored and compared in cost. The expected break-even operation is merely a pious hope; should this not prove possible, then the percentage of "affordable" beds must be reduced, the city must pick up the tab, as it now does, or the project must be closed down.

## 1. Background

A proposal to modify and expand the existing Neville Manor nursing home into a new nursing home and assisted-living facility culminated last June in the presentation of a proposed Home-Rule Petition to the City Council. Although the Council passed the Petition unanimously, it was rejected shortly thereafter by the two Local Affairs Committees of the legislature, meeting jointly, on the next-to-last day of the session. To deal with that action as well as the opposition to the project within Cambridge, a site committee was appointed by the City Manager and a new Home-Rule Petition is to be brought before the City Council early in January. Unfortunately, the new proposal meets none of the objections to the project that were previously voiced, and should be rejected. Park land is very scarce in Cambridge, and none should ever be used for unrelated purposes. If the city is to construct additional facilities for low-income elders, they should be located elsewhere.

## 2. Fresh Pond, a Unique Place, a Tempting Target

The Fresh Pond Reservation is used by thousands of residents for recreation and exercise, and is particularly embraced by young parents, their children, dog owners, joggers, and walkers. It is the only large open green area in an increasingly crowded city. Like Central Park in New York City, it contributes to the quality of life in Cambridge and is, at the same time, a tempting target for developers. Thus, there are now numerous proposals for new projects and buildings within the Reservation. No amount of obfuscation can change the fact that any new building at Fresh Pond must diminish its attractiveness for current uses. Open space, once gone, is gone forever.

The particular role of the Fresh Pond Reservation in Cambridge urban life has been long recognized. In its report to the Cambridge Water Board in 1894, the landscape firm of Olmstead, Olmstead, and Eliot stated, "It appears that the Water Board land abutting Fresh Pond affords the only opportunity Cambridge possesses for the making of a real park -- that is, the making and preserving of a broad landscape of an interestingly natural and picturesque character." Neighborhood parks "cannot supply that particular refreshment that city people find in broad scenery." The National Recreational Association in 1962, in its report on recreation in Cambridge, pointed out the shortage of recreation space and recommended that: "Because of the shortage of recreation space in terms of minimum standards, no recreation areas owned by the city or the MDC should be devoted to nonrecreational purposes." These statements are at least as true today as when first made.

## 3. Inadequate Justification for Any Project At All

Unlike the preparation for the projects for separation of the city's sewer and storm-drain systems and for the construction of a new water plant, reports and studies for which occupy many feet of shelf space in the Library, the proponents of this project have never

produced a document that clearly demonstrates the need for the facilities, the reasons for locating them in a park-like area such as Fresh Pond, or the justification for the idea that the nursing home and the assisted living facility need to be adjacent so as to provide a "continuum of care." In other parts of the country, some commercially operated complexes do comprise hospitals, nursing homes, and assisted-living units, but this arrangement seems to be primarily for the economic benefit of the owners. It may well be that those in assisted living might not be cheered up by seeing their ultimate destiny just across the courtyard.

While no one is against taking care of the needy elderly, (Shown the need, I would be perfectly willing to pay additional taxes for this purpose.) these particular principles, which were the basis of the current plan, appear to have been pulled out of a hat, as there is no citation of any supporting data or literature. In all likelihood, these principles would produce a facility much more attractive to administrators and employees than to clients.

One of the motivations for the project arises from Neville Manor's annual deficit of \$2 million, which is coming out of the budget of the Cambridge Public Health Commission (CPHC), now renamed the Cambridge Health Alliance. The deficit is said to be caused almost entirely by a pay scale that is out of line with that of the industry, and is to be cured for the most part by reducing salaries of employees. Only a small portion of the savings is projected to come from the hoped-for efficiencies of a new building. Whatever one's views may be on this method of eliminating the deficit, it would not need a new building to carry it out. (In this connection, it should be noted that the 1996 legislative act establishing the CPHC and transferring to it the existing Neville employees specifies that their wages and benefits "shall not be impaired.")

The second justification for the project is the alleged need for new facilities. As for nursing homes, there is now a surplus of beds in the Commonwealth, so that a moratorium has been established on new construction through May 2000. It should also be noted that no public outcry resulted from the recent closing of the Youville nursing home. Although the proponents claim that there is a bed shortage in Cambridge, if not in Massachusetts, it appears that Neville Manor itself has actually seen a decline in demand for admission in recent years, since the administration, of its own accord, has reduced the occupancy of the current building from 179 to less than 100, again without any public complaints. Only 100 beds are proposed in the new building.

As for assisted living, a growing industry, most units are now in the private sector and are intended for those who can pay their own way. There may well be an unfilled need for more spaces for those of limited means but who do not qualify for Medicaid, which requires that residents first deplete whatever assets they may have, and that they contribute almost all of their income as rent. However, a break-even operating budget for low-income elderly who are not on Medicaid is quite chancy, as discussed below.

#### 4. Unsupported Assumptions as to Siting

The proponents of this project have fallen into the trap of making the most important decisions by unsupported assumptions and then putting their major effort into working out the details, such as paths, sight lines, and the color of the buildings. When Neville Manor was first built, it was common to put the poor, the elderly infirm, lunatics, orphans, and prisoners out of sight (and mind) in remote locations such as Fresh Pond was at the time. This idea has long since been abandoned, as it is now thought that most of these unfortunate people benefit from being in closer touch with the community. Indeed, that is the reason why Harvard Place, Cascap's new assisted-living facility, is located at 273 Harvard Street, a short distance from Central Square, and why Vernon Hall Nursing Home is located on Dana Street, just off Mass. Avenue, both in my neighborhood.

The site committee received particularly inappropriate advice in this respect about the proper (or usual) location of medical facilities. At one of the public meetings it was stated that most large hospitals are located in parks, based partly on presumed practice in New York City. As a former New Yorker, I know positively that most hospitals in New York are located on city streets. Here in Boston, the only nearby hospitals that I know to be in parks are Met State, now closed, and McLean, which is on its last legs. MGH and Cambridge City Hospital are not in parks, for example. While the Longwood medical area does border the River Way, the many hospitals in that area are not within walking distance. When I spent 8 days at Brigham and Women's in April last year, my family and surgeon certainly did not walk down to the park to discuss my case.

An important design principle used in the work of the Site Committee was the assumed need to locate the two facilities no more than one mile apart so that clients who must be moved from one to the other would not have to go far. Such a transfer might occur once or twice in a resident's life. On the other hand, if the assisted-living facility were located at Fresh Pond, residents would have to be taken by van or bus for their frequent visits to stores, restaurants, and similar businesses, as there are almost no such establishments along Concord Avenue. In addition, that street is heavily traveled and very hazardous to cross, especially for the elderly. It is conceivable that some prospective residents would prefer the park location in spite of its daily inconveniences, but for most, who expect to remain as active and independent as possible, it would appear that Fresh Pond is particularly unsuitable for an assisted-living facility.

The erroneous ideas that the right place for the project is Fresh Pond and that the two facilities should be close together led to a meaningless search for nearby alternative sites. It is no surprise that no suitable sites were found. The off-hand remark that Central Square was out because it would require commercial space on the ground floor was truly a red herring, as no sensible person would advocate putting the project in a commercial section of Mass Avenue. On the other hand, a quiet nearby side street would be quite suitable.

## 5. Number of Persons to be Served No Larger than Previously Accommodated at Neville Manor Alone

If built as planned, the total number of subsidized beds at the two new facilities will be no larger than the number that were accommodated at Neville Manor alone up until several years ago, when the administration reduced the census from 179 to less than 100. The capital cost for the new structures and their equipment will be more than \$100,000 per resident, for which sum it might well be possible to buy an apartment for each and every one. In this connection, it should be kept in mind that every penny of subsidy for construction and operation comes, not from philanthropists, but from federal, state, and city taxes that we all pay.

## 6. Financial Questions

The proponents have calculated no-loss operating budgets that they feel are attainable. Aside from the legendary propensity of such predictions to be overly optimistic, it may well be the case that current governmental reimbursements are insufficient to run the facilities on a break-even basis while offering a large portion of them on a "affordable" basis. Furthermore, the future trend of costs is sure to be upward, while the future trend in reimbursements, in the current enthusiasm for balanced budgets, is highly likely to be downward.

Although the current proposal states that the proportion of affordable units is to be maintained in perpetuity, that is simply wishful thinking. If the proposed numbers cannot be achieved, even with skilled management, either the rents become less affordable or the city picks up the tab, as it is now doing. The recent failure of the Youville nursing home, which surely was as well managed as the new facility would be and was equally eligible for most of the government subsidies, may reveal the underlying financial problem.

The proposed budgets for both construction and operation depend on a very clever combination of funds from federal and state agencies, including Low Income Tax Credits, Historic Credit Equity, Group Adult Foster Care, Section 8 subsidies, Medicare, and Medicaid, as well as a mortgage. The operation budget appears to depend on most residents being at the upper range of their respective income brackets. Such a complex financing plan is vulnerable to any deviation from the underlying assumptions, such as the undiminished availability of funds from all these programs and the appropriate income levels of the residents. In addition, since the number of Section 8 subsidies available to the city is limited, other affordable-housing programs in Cambridge may be adversely affected. Should budget shortfalls develop for any of these reasons, then, far from eliminating the current deficit, the project will cause worse financial difficulties in the future.

## 7. Conclusion

A convincing case has not yet been made that (1) there is a need for a new nursing home and an assisted-living facility, (2) that both can be operated on a break-even basis while keeping many beds "affordable," (3) and that the two structures should be located in close proximity in the only large open green space in the city. There has been no showing that, even if new facilities are needed, that the most cost-effective way to provide them is to build a new quasi-public project in a park, or that this location is in the public interest. There appears to be no contingency plan for the likely case that the operating budget goals cannot be met as costs rise and government subsidies decline in the coming years. Finally, there are some significant legal questions that must be dealt with, including an Environmental Impact Report, legislative requirements to dispose of parkland, the ownership of the facilities in case of bankruptcy, and the legality of reducing the wages of city employees transferred to the Cambridge Public Health Commission when the latter was established in 1996.

No one likes to vote against the elderly needy -- indeed, any of us might find ourselves in that category some day -- but the idea that the only way to deal with this problem is to build in the principal open green area in the city has not yet been demonstrated.

The proposal should be rejected.

William F. Schreiber, 8 Ellery Square, Cambridge 02138.

Consent Communication #17

A communication was received from William F. Schreiber, transmitting a home-rule petition relative to the Neville Manor proposal.

In City Council February 1, 1999

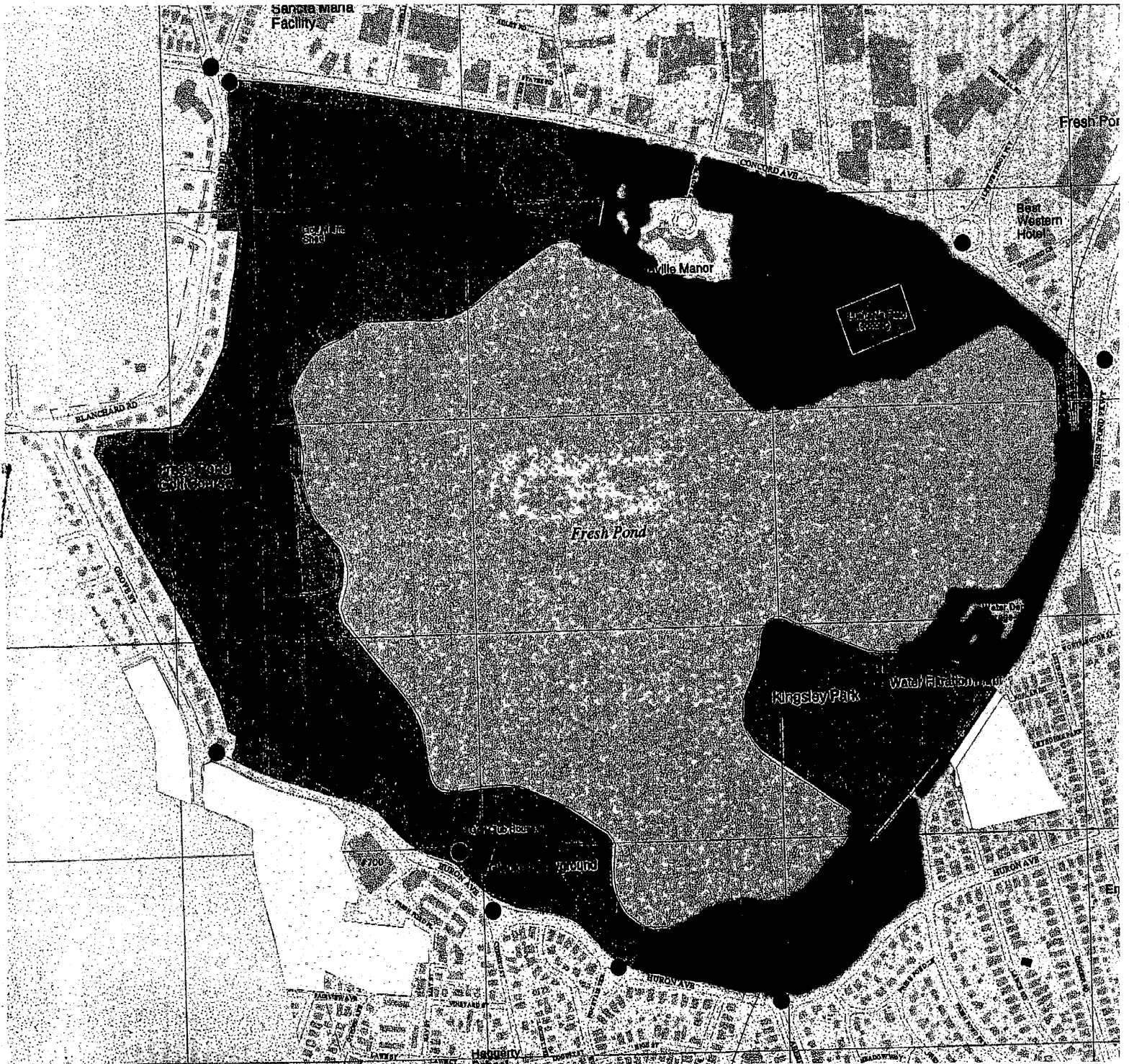
Referred to  
Health & Hosp. Committee

**Preliminary Report**

**Large Field Use in Cambridge and the Need for Lusitania Field**

**by**

**The Coalition for the Improvement of Large Cambridge Athletic Fields**



**Preliminary Report**

**Large Field Use in Cambridge and the Need for Lusitania Field**

**by**

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**Large Fields Now and in 1980**  
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**Graph - Large Field Supply and Growth of Large Field Sports**  
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## **Introduction**

This Report evaluates the Need for Large Fields in Cambridge and Lusitania in particular.

## **The Demand for Fields**

Let us see what has happened since 1980-81 (19 years ago). The reason for choosing 1981 is because that is when, according to a City Resolution, Lusitania was improved. Lusitania was improved because demand for Soccer fields was beginning to increase and the City expected the projected fields at Danehy to accommodate the demand.

Now what has actually happened since then?

Since that time there has been a soccer and other sports explosion. Not only has there been a tremendous growth in Soccer but also the Women's Title 9 has created a new population of coed and women's sports in every sports category.

Now I would like to say that we would like to get statistics concerning the amount and quantity of specific Cambridge users. For many reasons it is extremely difficult to do this for adult sports. The recreation Dept. does not keep track of the number of permits requested and there is no Data on other sports to compare these statistics with. What we can find however is statistics on the growth of sports. It is a very reasonable and safe assumption that Cambridge has participated proportionately in this growth. Hard Cambridge numbers can be seen in the tremendous growth of Youth Soccer and School teams.

Please look at the growth of these sports from 1981 to the present.

Men's soccer statewide, It has experienced a growth of 350%.

This is Women's soccer, It has grown by 760%

Youth soccer, from 136 players to 1300 or a growth of 955%

Older Men's leagues an unbelievable 1460%

Schools - 2 teams in 80-81, 9 or ten now.

We are still getting statistics on Football, Ultimate Frisbee, Field Hockey etc. but they were not available for this Preliminary Report.

As you can see- The growth of these sports has been phenomenal - besides Men's soccer (that has only grown 400%), You have the amazing growth of Women's and Coed sports of all kinds of categories, and Older Men's sports. These have brought into the Sports population an increase in users that have never been there before in history.

A weighted average of the Growth Percentages shows growth of 600%. The real number for Cambridge could be anywhere between 900% and probably 450%. Certainly not less than this.

### **Supply of Fields**

In order to do this the number of fields in 1980 and 1999 were compared.

As you can see the increase in fields at Danehy was offset by the loss of Hoyt, St. Peters, Donnelly, Portland, and Ahern. There was an increase in field availability in the spring only (baseball season) of 2 or 3 fields.

Summary : There has been no increase in the number of fields even with Danehy and Lusitania.  
There has been a marginal increase in the Spring Only.

### **Conclusion**

What has happened is that there is an overwhelming demand for field space and no new fields to accommodate it!

The effect of this can be seen already in the fact that

- a. Cambridge now charges for field use-and gets it-
- b. fields are deteriorating even now, at a very rapid rate through overuse.
- c. many teams cannot get a field.

## **Lusitania**

### **Arguments against Lusitania**

The following arguments have been used to justify eliminating Lusitania.

1. Cambridge and especially soccer doesn't need the field - look at those beautiful fields at Danehy.
2. A promise was made to eliminate Lusitania back in '81.
3. Lusitania was a temporary field created in 1981.
4. Not eliminating Lusitania will materially affect the making of Fresh Pond into a Nature Preserve.

I would like to briefly address these arguments:

1. Cambridge doesn't need the field - the problem with this argument is that it has been used many times already all too successfully. Cambridge has less fields then it did in 1980. See above for rebuttal.

2nd Argument- Lusitania was created in 1981 and a promise was made to eliminate Lusitania.

B. We have no record of a promise - We have a document that shows that the Renovation of the field in 1981 - by the way the field has been used for sports since at least 1956 - is called "temporary". This is not a promise. This was probably a reasonable expectation - this was 18 or 19 years ago and times have changed-who knew then that the demand for Cambridge fields would be what it is today? This would not be the first time that something temporary became permanent.

3rd Argument - Lusitania was created in 1981. Lusitania was not created in 1981, it was in use at least since 1956 and probably before. It was raised in 1981 by the Water

Department to alleviate Spring Flooding. See Appendix - History of Lusitania Field as it is now Knowne.

4th Argument - The third argument is that somehow the Lusitania piece is somehow an important part of the Fresh Pond Master Plan. To put this in perspective; the soccer field takes up 2 acres and the area which the Fresh Pond Master plan proposed to keep natural is 40+ . The Soccer field is at best only 5% of this area. We do not see how keeping this as a soccer field would materially affect this plan. Furthermore a playing field is perfectly compatible with nature and with a public park which after all is what Fresh Pond is. I believe grass qualifies as natural.

Please see the Accompanying Map which shows the relative areas of the natural areas and the playing fields, the Golf Course, Neville Manor and the Water Department. As you can see Lusitania is a very small part of a large whole.

## **Alternatives and Solutions**

Are there Alternatives and Solutions: We believe there are. We are not against Neville Manor nor are we against the idea of a nature preserve in Cambridge. We just want our field back.

As this seems to be a confrontation between 2 special interest groups, we are sure that some sort of way can be found to give both sides what they want. We want a field, they want a meadow. I am sure there could be room for both.

Will we entertain other solutions such as a field somewhere else? Of course we would, however, the problem is that the Cambridge Recreation users need more than one field. One field is where we were in 1980 before the demand increased. We really need more fields. Fresh Pond is actually one of the few areas easily accessible to create more fields.

A half tongue in cheek solution is included based on the Olmstead Plan

You might be interested to know that in the thirties everything on that side of Fresh Pond was one large field. Let's go back to the thirties.

## **Summary-**

In Summary, Cambridge needs this field because the demand for that type of field has increased 5-10 fold since 19 years ago or more and is still increasing, while the existing supply has not increased. The existing Cambridge large fields are already deteriorating rapidly. Glacken is now almost unplayable, Youth Soccer is running out of places to play, Football needs a field, Ultimate Frisbee needs more Room etc. etc.

The Coalition does not oppose at all nature or the idea of a Nature Preserve at Fresh Pond. We do not want to oppose Neville Manor. We have been forced into this position. Along these lines we submit a preliminary report outlining our position. We would welcome the opportunity to work with anyone to find a mutually satisfactory solution.

We would like to submit to you this evening our Preliminary Report outlining the position of this Coalition which we have only had a week to prepare.

We would like to follow this up with a more complete report and recommendations for solutions within the next few weeks.

<b>Summary</b>			
	<b># of Fields 1980</b>	<b># of Fields 1999</b>	<b>Net Gain</b>
<b>Regulation Soccer Football, Frisbee</b>	<b>7</b>	<b>6</b>	<b>-1</b>
<b>Small Adult Soccer</b>	<b>2</b>	<b>1</b>	<b>-1</b>
<b>Total Large Fields</b>	<b>9</b>	<b>7</b>	<b>-2</b>

Large Fields  
Now

	Regulation Soccer Football, Frisbee	Small Adult Soccer	Total Large Fields	Baseball
Russell	1		1	2
Lusitania	1		1	
Danehy	3		3	3
Callahan Tobin				3
St. Peters				2
Rindge (Fitzgerald)				1
Corcoran				
Hoyt				1
Magazine Beach MDC	1		1	2
Donnelly				3
Gore				1
Ahern				
Glacken		1		1
Morse / Lindstrom				1
Rafferty				1
<b>Totals</b>	<b>6</b>	<b>1</b>	<b>7</b>	<b>21</b>
<b>Spring Only</b>	<b>6</b>	<b>1</b>	<b>7</b>	

Large Fields  
1980

	Regulation Soccer Football, Frisbee	Small Adult Soccer	Total Large Fields	Baseball
Russell	1		1	2
Lusitania	1		1	
Danehy	0			0
Callahan Tobin				3
St. Peters	1		1	3
Rindge (Fitzgerald)				1
Corcoran				
Hoyt	1		1	1
Magazine Beach MDC	1		1	2
Donnelly	1		1	3
Portland	1		1	
Gore				1
Ahern		1	1	
Glacken		1	1	1
Morse / Lindstrom				1
Rafferty				1
<b>Totals</b>	<b>7</b>	<b>2</b>	<b>9</b>	<b>19</b>
<b>Spring</b>	<b>4</b>	<b>0</b>		

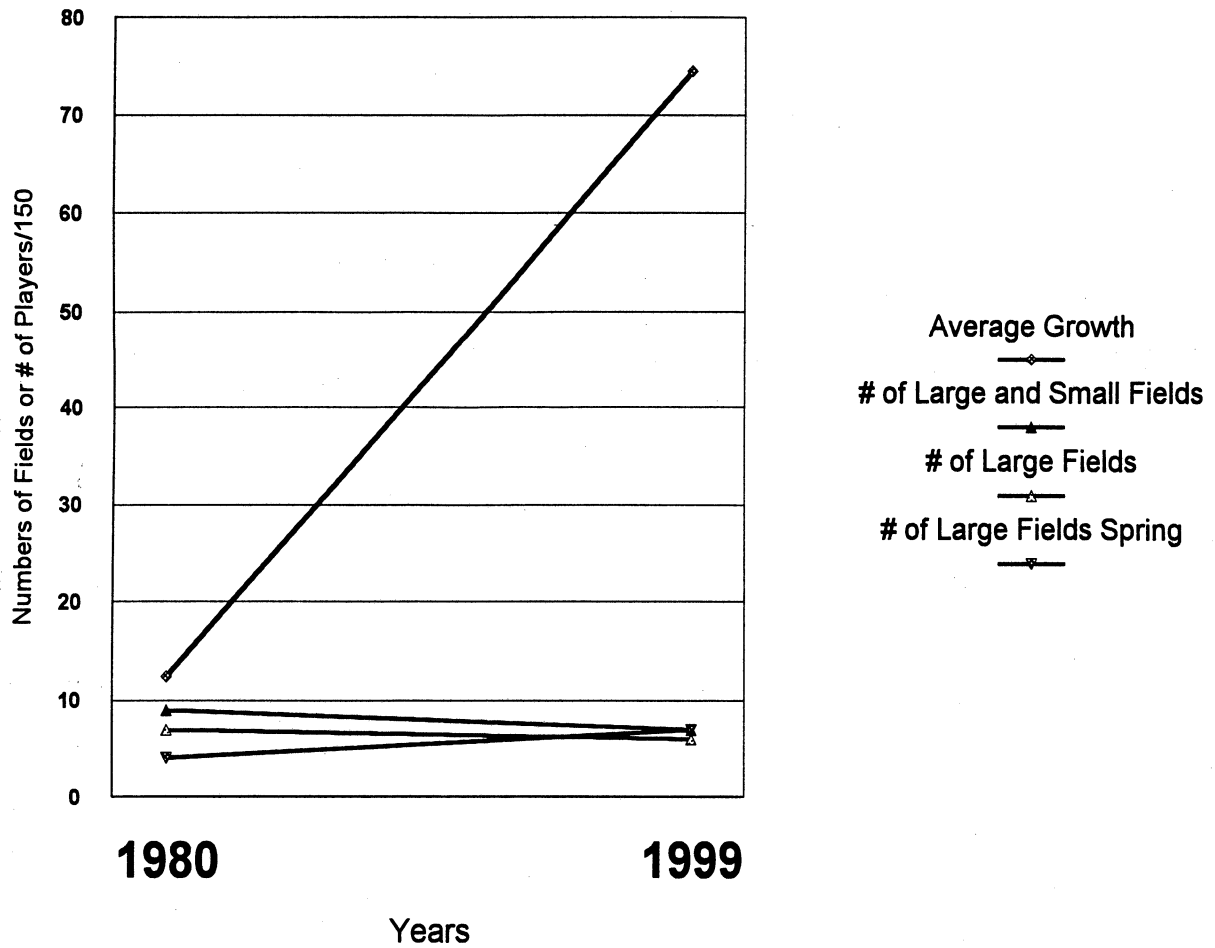
**Growth of Large Field Sports Since 1980**

	1980	1999	% Increase	Projected 2001
Schools	48	216	450%	234
Mass State Soccer Association	1680	9672	576%	10,513
Women	144	1104	767%	1,205
Older Mens Players Leagues	288	4224	1467%	4,638
Youth Soccer	136	1300	956%	1,423
Frisbee	Data Pending			
Field Hockey	Starting			
Football	Data Pending			
Men's Leagues	1248	4344	348%	4,670
<b>Totals</b>	<b>1864</b>	<b>11188</b>	<b>600%</b>	<b>12,169</b>

**Schools with Soccer  
Number of Teams**

	1980	1999
Rindge and Latin	2	6
Matignon	0	2
North Cambridge	0	1
<b>Total</b>	<b>2</b>	<b>9</b>

## Large Field Supply and Growth of Large Field Sports

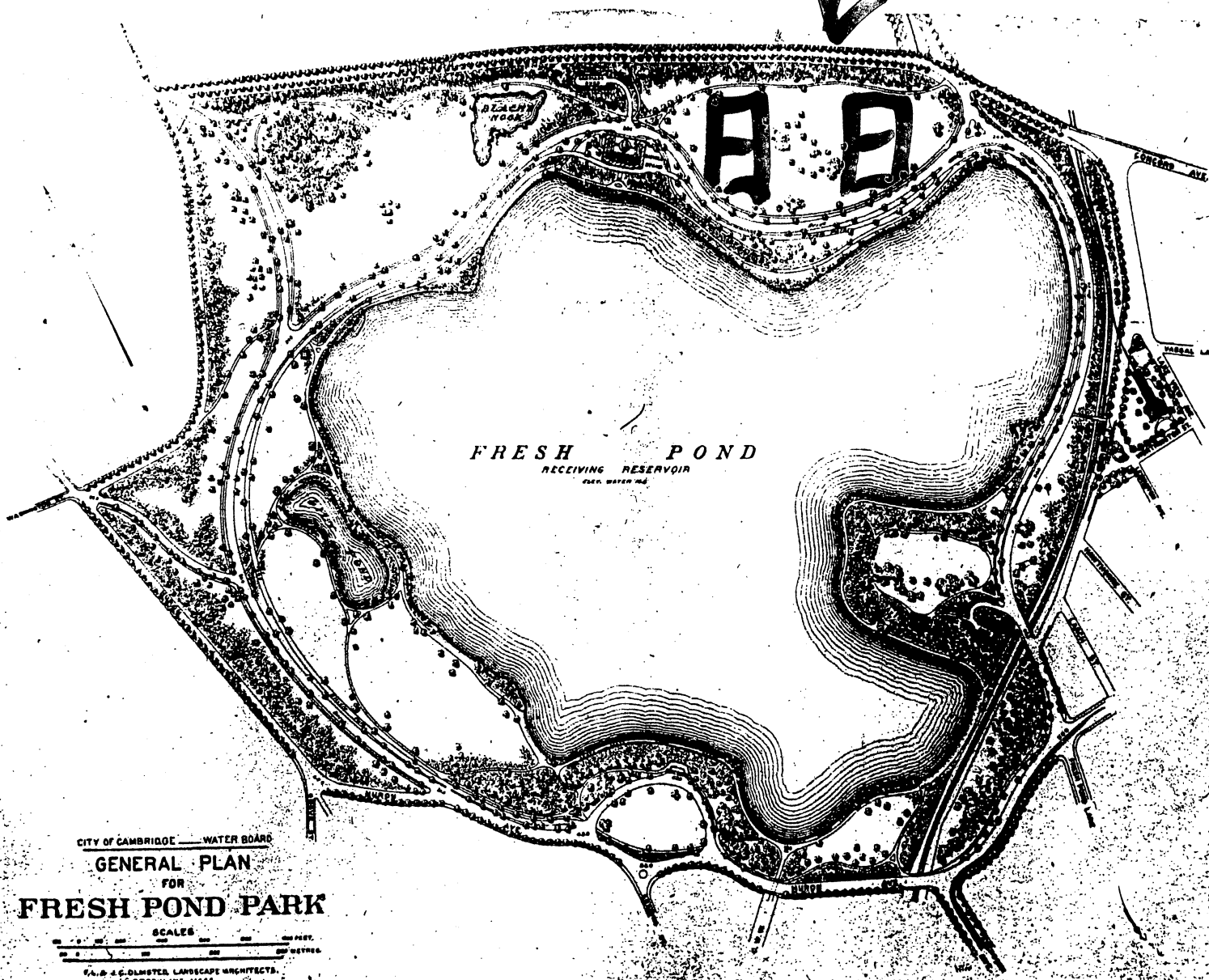


## **HISTORY OF LUSITANIA AND DANEHY FIELD**

From what we know now.

- 1930's**      Entire surroundings of north side of Fresh Pond is a field.
- 1956-60**      Field used for practice by Rindge Football
- 1961-65**      Field used as a soccer field by the Lusitania Soccer Club.
- 1965**          Lusitania Soccer Club has the field loamed and permanent goal posts installed.
- 1981**          The Water Department installs rock fill to raise the level of the field because of Spring Flooding. Supposed to make 2 fields. They make one.
- 1991**          Danehy fields come on line.
- 1998**          Field in disrepair, many organizations avoid it.

Why not?

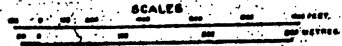


CITY OF CAMBRIDGE — WATER BOARD

GENERAL PLAN  
FOR

**FRESH POND PARK**

SCALE



F. A. & J. C. OLMSTEAD, LANDSCAPE ARCHITECTS,  
BROOKLINE, MASS.

1897

**The Coalition for the Improvement of Large Cambridge Athletic Fields**

Cambridge Youth Soccer  
Cambridge Adult Soccer  
Eastern Mass Women's Soccer League  
Lusitania Soccer Club  
Cambridge City Soccer Club  
Mass State Soccer Association  
Cambridge Women's Soccer  
Cambridge Rindge and Latin  
Matignon School  
Over the Hill Soccer League  
Mass League  
Central American Soccer League  
American Brazilian Soccer League  
Twilight League  
Limas Soccer League  
and more to come

Temporary Phone # - 576-1280, 576-4730

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Open space is in short supply in Cambridge. Indeed, the city has a program to purchase additional such space. As the single largest green area in the city, Fresh Pond Reservation is heavily used for recreation by residents. It is also a tempting target for developers, both commercial and civic-minded. This pressure for development must be resisted since open land, once built upon, is gone forever. Because of the unique character of the Reservation, no buildings of any kind should be added to what is already there. If anything, structures not essential for the activities of the Water Department ought to be removed.

One motivation for the project is to eliminate the current nursing-home deficit. However, as the deficit is said to be caused by a too-generous pay scale, a new building is not required for deficit reduction. The proponents also claim that additional assisted-living facilities are needed in Cambridge, and that these should be located close to the nursing home. These assertions are totally unsupported in the documentation so far made available, but nevertheless were the basis for the unfruitful search for alternative locations by the Site Committee. Actually, Fresh Pond seems particularly unsuitable for assisted living for most prospective residents because of lack of neighborhood stores and restaurants and because of very heavy traffic on Concord Avenue. Even if affordable assisted-living beds are really in short supply in the city, no case whatever has yet been made that the best way to solve the problem is for the public sector to erect and operate new buildings in our only large park.

Finally, the financial plan for the project has many question marks. Even if the cost estimates are currently correct, the "affordable" units will not be cheap, nor have alternative ways to accommodate low-income elderly infirm residents been explored and compared in cost. The expected break-even operation is merely a pious hope; should this not prove possible, then the percentage of "affordable" beds must be reduced, the city must pick up the tab, as it now does, or the project must be closed down.

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## 2. Fresh Pond, a Unique Place, a Tempting Target

The Fresh Pond Reservation is used by thousands of residents for recreation and exercise, and is particularly embraced by young parents, their children, dog owners, joggers, and walkers. It is the only large open green area in an increasingly crowded city. Like Central Park in New York City, it contributes to the quality of life in Cambridge and is, at the same time, a tempting target for developers. Thus, there are now numerous proposals for new projects and buildings within the Reservation. No amount of obfuscation can change the fact that any new building at Fresh Pond must diminish its attractiveness for current uses. Open space, once gone, is gone forever.

The particular role of the Fresh Pond Reservation in Cambridge urban life has been long recognized. In its report to the Cambridge Water Board in 1894, the landscape firm of Olmstead, Olmstead, and Eliot stated, "It appears that the Water Board land abutting Fresh Pond affords the only opportunity Cambridge possesses for the making of a real park -- that is, the making and preserving of a broad landscape of an interestingly natural and picturesque character." Neighborhood parks "cannot supply that particular refreshment that city people find in broad scenery." The National Recreational Association in 1962, in its report on recreation in Cambridge, pointed out the shortage of recreation space and recommended that: "Because of the shortage of recreation space in terms of minimum standards, no recreation areas owned by the city or the MDC should be devoted to nonrecreational purposes." These statements are at least as true today as when first made.

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Unlike the preparation for the projects for separation of the city's sewer and storm-drain systems and for the construction of a new water plant, reports and studies for which occupy many feet of shelf space in the Library, the proponents of this project have never produced a document that clearly demonstrates the need for the facilities, the reasons for locating them in a park-like area such as Fresh Pond, or the justification for the idea that the nursing home and the assisted living facility need to be adjacent so as to provide a "continuum of care." In other parts of the country, some commercially operated complexes do comprise hospitals, nursing homes, and assisted-living units, but this

arrangement seems to be primarily for the economic benefit of the owners. It may well be that those in assisted living might not be cheered up by seeing their ultimate destiny just across the courtyard.

While no one is against taking care of the needy elderly, (Shown the need, I would be perfectly willing to pay additional taxes for this purpose.) these particular principles, which were the basis of the current plan, appear to have been pulled out of a hat, as there is no citation of any supporting data or literature. In all likelihood, these principles would produce a facility much more attractive to administrators and employees than to clients.

One of the motivations for the project arises from Neville Manor's annual deficit of \$2 million, which is coming out of the budget of the Cambridge Public Health Commission (CPHC), now renamed the Cambridge Health Alliance. The deficit is said to be caused almost entirely by a pay scale that is out of line with that of the industry, and is to be cured for the most part by reducing salaries of employees. Only a small portion of the savings is projected to come from the hoped-for efficiencies of a new building. Whatever one's views may be on this method of eliminating the deficit, it would not need a new building to carry it out. (In this connection, it should be noted that the 1996 legislative act establishing the CPHC and transferring to it the existing Neville employees specifies that their wages and benefits "shall not be impaired.")

The second justification for the project is the alleged need for new facilities. As for nursing homes, there is now a surplus of beds in the Commonwealth, so that a moratorium has been established on new construction through May 2000. It should also be noted that no public outcry resulted from the recent closing of the Youville nursing home. Although the proponents claim that there is a bed shortage in Cambridge, if not in Massachusetts, it appears that Neville Manor itself has actually seen a decline in demand for admission in recent years, since the administration, of its own accord, has reduced the occupancy of the current building from 179 to less than 100, again without any public complaints. Only 100 beds are proposed in the new building.

As for assisted living, a growing industry, most units are now in the private sector and are intended for those who can pay their own way. There may well be an unfilled need for more spaces for those of limited means but who do not qualify for Medicaid, which requires that residents first deplete whatever assets they may have, and that they contribute almost all of their income as rent. However, a break-even operating budget for low-income elderly who are not on Medicaid is quite chancy, as discussed below.

#### 4. Unsupported Assumptions as to Siting

The proponents of this project have fallen into the trap of making the most important decisions by unsupported assumptions and then putting their major effort into working out the details, such as paths, sight lines, and the color of the buildings. When Neville Manor was first built, it was common to put the poor, the elderly infirm, lunatics, orphans, and prisoners out of sight (and mind) in remote locations such as Fresh Pond was at the time. This idea has long since been abandoned, as it is now thought that most of these unfortunate people benefit from being in closer touch with the community. Indeed, that is the reason why Harvard Place, Cascap's new assisted-living facility, is located at 273

Harvard Street, a short distance from Central Square, and why Vernon Hall Nursing Home is located on Dana Street, just off Mass. Avenue, both in my neighborhood.

The site committee received particularly inappropriate advice in this respect about the proper (or usual) location of medical facilities. At one of the public meetings it was stated that most large hospitals are located in parks, based partly on presumed practice in New York City. As a former New Yorker, I know positively that most hospitals in New York are located on city streets. Here in Boston, the only nearby hospitals that I know to be in parks are Met State, now closed, and McLean, which is on its last legs. MGH and Cambridge City Hospital are not in parks, for example. While the Longwood medical area does border the River Way, the many hospitals in that area are not within walking distance. When I spent 8 days at Brigham and Women's in April last year, my family and surgeon certainly did not walk down to the park to discuss my case.

An important design principle used in the work of the Site Committee was the assumed need to locate the two facilities no more than one mile apart so that clients who must be moved from one to the other would not have to go far. Such a transfer might occur once or twice in a resident's life. On the other hand, if the assisted-living facility were located at Fresh Pond, residents would have to be taken by van or bus for their frequent visits to stores, restaurants, and similar businesses, as there are almost no such establishments along Concord Avenue. In addition, that street is heavily traveled and very hazardous to cross, especially for the elderly. It is conceivable that some prospective residents would prefer the park location in spite of its daily inconveniences, but for most, who expect to remain as active and independent as possible, it would appear that Fresh Pond is particularly unsuitable for an assisted-living facility.

The erroneous ideas that the right place for the project is Fresh Pond and that the two facilities should be close together led to a meaningless search for nearby alternative sites. It is no surprise that no suitable sites were found. The off-hand remark that Central Square was out because it would require commercial space on the ground floor was truly a red herring, as no sensible person would advocate putting the project in a commercial section of Mass Avenue. On the other hand, a quiet nearby side street would be quite suitable.

#### 5. Number of Persons to be Served No Larger than Previously Accommodated at Neville Manor Alone

If built as planned, the total number of subsidized beds at the two new facilities will be no larger than the number that were accommodated at Neville Manor alone up until several years ago, when the administration reduced the census from 179 to less than 100. The capital cost for the new structures and their equipment will be more than \$100,000 *per resident*, for which sum it might well be possible to buy an apartment for each and every one. In this connection, it should be kept in mind that every penny of subsidy for construction and operation comes, not from philanthropists, but from federal, state, and city taxes that we all pay.

#### 6. Financial Questions

The proponents have calculated no-loss operating budgets that they feel are attainable. Aside from the legendary propensity of such predictions to be overly optimistic, it may well be the case that current

governmental reimbursements are insufficient to run the facilities on a break-even basis while offering a large portion of them on a "affordable" basis. Furthermore, the future trend of costs is sure to be upward, while the future trend in reimbursements, in the current enthusiasm for balanced budgets, is highly likely to be downward.

Although the current proposal states that the proportion of affordable units is to be maintained in perpetuity, that is simply wishful thinking. If the proposed numbers cannot be achieved, even with skilled management, either the rents become less affordable or the city picks up the tab, as it is now doing. The recent failure of the Youville nursing home, which surely was as well managed as the new facility would be and was equally eligible for most of the government subsidies, may reveal the underlying financial problem.

The proposed budgets for both construction and operation depend on a very clever combination of funds from federal and state agencies, including Low Income Tax Credits, Historic Credit Equity, Group Adult Foster Care, Section 8 subsidies, Medicare, and Medicaid, as well as a mortgage. The operation budget appears to depend on most residents being at the upper range of their respective income brackets. Such a complex financing plan is vulnerable to any deviation from the underlying assumptions, such as the undiminished availability of funds from all these programs and the appropriate income levels of the residents. In addition, since the number of Section 8 subsidies available to the city is limited, other affordable-housing programs in Cambridge may be adversely affected. Should budget shortfalls develop for any of these reasons, then, far from eliminating the current deficit, the project will cause worse financial difficulties in the future.

## 7. Conclusion

A convincing case has not yet been made that (1) there is a need for a new nursing home and an assisted-living facility, (2) that both can be operated on a break-even basis while keeping many beds "affordable," (3) and that the two structures should be located in close proximity in the only large open green space in the city. There has been no showing that, even if new facilities are needed, that the most cost-effective way to provide them is to build a new quasi-public project in a park, or that this location is in the public interest. There appears to be no contingency plan for the likely case that the operating budget goals cannot be met as costs rise and government subsidies decline in the coming years. Finally, there are some significant legal questions that must be dealt with, including an Environmental Impact Report, legislative requirements to dispose of parkland, the ownership of the facilities in case of bankruptcy, and the legality of reducing the wages of city employees transferred to the Cambridge Public Health Commission when the latter was established in 1996.

No one likes to vote against the elderly needy -- indeed, any of us might find ourselves in that category some day -- but the idea that the only way to deal with this problem is to build in the principal open green area in the city has not yet been demonstrated.

The proposal should be rejected.

William F. Schreiber, 8 Ellery Square, Cambridge 02138.

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A convincing case has not yet been made that (1) there is a need for a new nursing home and an assisted-living facility, (2) that both can be operated on a break-even basis while keeping many beds "affordable," (3) and that the two structures should be located in close proximity in the only large open green space in the city. There has been no showing that, even if new facilities are needed, that the most cost-effective way to provide them is to build a new quasi-public project in a park, or that this location is in the public interest. There appears to be no contingency plan for the likely case that the operating budget goals cannot be met as costs rise and government subsidies decline in the coming years. Finally, there are some significant legal questions that must be dealt with, including an Environmental Impact Report, legislative requirements to dispose of parkland, the ownership of the facilities in case of bankruptcy, and the legality of reducing the wages of city employees transferred to the Cambridge Public Health Commission when the latter was established in 1996.

No one likes to vote against the elderly needy -- indeed, any of us might find ourselves in that category some day -- but the idea that the only way to deal with this problem is to build in the principal open green area in the city has not yet been demonstrated.

The proposal should be rejected.

William F. Schreiber, 8 Ellery Square, Cambridge 02138.

## **The Neville Manor Project**

### **Executive Summary**

After last June's rejection by the legislature of the Home-Rule Petition relative to Neville Manor, a new proposal is to be presented to the City Council. The new proposal meets none of the objections to the project that were previously voiced and it should therefore be rejected.

Open space is in short supply in Cambridge. Indeed, the city has a program to purchase additional such space. As the single largest green area in the city, Fresh Pond Reservation is heavily used for recreation by residents. It is also a tempting target for developers, both commercial and civic-minded. This pressure for development must be resisted since open land, once built upon, is gone forever. Because of the unique character of the Reservation, no buildings of any kind should be added to what is already there. If anything, structures not essential for the activities of the Water Department ought to be removed.

One motivation for the project is to eliminate the current nursing-home deficit. However, as the deficit is said to be caused by a too-generous pay scale, a new building is not required for deficit reduction. The proponents also claim that additional assisted-living facilities are needed in Cambridge, and that these should be located close to the nursing home. These assertions are totally unsupported in the documentation so far made available, but nevertheless were the basis for the unfruitful search for alternative locations by the Site Committee. Actually, Fresh Pond seems particularly unsuitable for assisted living for most prospective residents because of lack of neighborhood stores and restaurants and because of very heavy traffic on Concord Avenue. Even if affordable assisted-living beds are really in short supply in the city, no case whatever has yet been made that the best way to solve the problem is for the public sector to erect and operate new buildings in our only large park.

Finally, the financial plan for the project has many question marks. Even if the cost estimates are currently correct, the "affordable" units will not be cheap, nor have alternative ways to accommodate low-income elderly infirm residents been explored and compared in cost. The expected break-even operation is merely a pious hope; should this not prove possible, then the percentage of "affordable" beds must be reduced, the city must pick up the tab, as it now does, or the project must be closed down.

## 1. Background

A proposal to modify and expand the existing Neville Manor nursing home into a new nursing home and assisted-living facility culminated last June in the presentation of a proposed Home-Rule Petition to the City Council. Although the Council passed the Petition unanimously, it was rejected shortly thereafter by the two Local Affairs Committees of the legislature, meeting jointly, on the next-to-last day of the session. To deal with that action as well as the opposition to the project within Cambridge, a site committee was appointed by the City Manager and a new Home-Rule Petition is to be brought before the City Council early in January. Unfortunately, the new proposal meets none of the objections to the project that were previously voiced, and should be rejected. Park land is very scarce in Cambridge, and none should ever be used for unrelated purposes. If the city is to construct additional facilities for low-income elders, they should be located elsewhere.

## 2. Fresh Pond, a Unique Place, a Tempting Target

The Fresh Pond Reservation is used by thousands of residents for recreation and exercise, and is particularly embraced by young parents, their children, dog owners, joggers, and walkers. It is the only large open green area in an increasingly crowded city. Like Central Park in New York City, it contributes to the quality of life in Cambridge and is, at the same time, a tempting target for developers. Thus, there are now numerous proposals for new projects and buildings within the Reservation. No amount of obfuscation can change the fact that any new building at Fresh Pond must diminish its attractiveness for current uses. Open space, once gone, is gone forever.

The particular role of the Fresh Pond Reservation in Cambridge urban life has been long recognized. In its report to the Cambridge Water Board in 1894, the landscape firm of Olmstead, Olmstead, and Eliot stated, "It appears that the Water Board land abutting Fresh Pond affords the only opportunity Cambridge possesses for the making of a real park -- that is, the making and preserving of a broad landscape of an interestingly natural and picturesque character." Neighborhood parks "cannot supply that particular refreshment that city people find in broad scenery." The National Recreational Association in 1962, in its report on recreation in Cambridge, pointed out the shortage of recreation space and recommended that: "Because of the shortage of recreation space in terms of minimum standards, no recreation areas owned by the city or the MDC should be devoted to nonrecreational purposes." These statements are at least as true today as when first made.

## 3. Inadequate Justification for Any Project At All

Unlike the preparation for the projects for separation of the city's sewer and storm-drain systems and for the construction of a new water plant, reports and studies for which occupy many feet of shelf space in the Library, the proponents of this project have never produced a document that clearly demonstrates the need for the facilities, the reasons for locating them in a park-like area such as Fresh Pond, or the justification for the idea that the nursing home and the assisted living facility need to be adjacent so as to provide a "continuum of care." In other parts of the country, some commercially operated complexes do comprise hospitals, nursing homes, and assisted-living units, but this

arrangement seems to be primarily for the economic benefit of the owners. It may well be that those in assisted living might not be cheered up by seeing their ultimate destiny just across the courtyard.

While no one is against taking care of the needy elderly, (Shown the need, I would be perfectly willing to pay additional taxes for this purpose.) these particular principles, which were the basis of the current plan, appear to have been pulled out of a hat, as there is no citation of any supporting data or literature. In all likelihood, these principles would produce a facility much more attractive to administrators and employees than to clients.

One of the motivations for the project arises from Neville Manor's annual deficit of \$2 million, which is coming out of the budget of the Cambridge Public Health Commission (CPHC), now renamed the Cambridge Health Alliance. The deficit is said to be caused almost entirely by a pay scale that is out of line with that of the industry, and is to be cured for the most part by reducing salaries of employees. Only a small portion of the savings is projected to come from the hoped-for efficiencies of a new building. Whatever one's views may be on this method of eliminating the deficit, it would not need a new building to carry it out. (In this connection, it should be noted that the 1996 legislative act establishing the CPHC and transferring to it the existing Neville employees specifies that their wages and benefits "shall not be impaired.")

The second justification for the project is the alleged need for new facilities. As for nursing homes, there is now a surplus of beds in the Commonwealth, so that a moratorium has been established on new construction through May 2000. It should also be noted that no public outcry resulted from the recent closing of the Youville nursing home. Although the proponents claim that there is a bed shortage in Cambridge, if not in Massachusetts, it appears that Neville Manor itself has actually seen a decline in demand for admission in recent years, since the administration, of its own accord, has reduced the occupancy of the current building from 179 to less than 100, again without any public complaints. Only 100 beds are proposed in the new building.

As for assisted living, a growing industry, most units are now in the private sector and are intended for those who can pay their own way. There may well be an unfilled need for more spaces for those of limited means but who do not qualify for Medicaid, which requires that residents first deplete whatever assets they may have, and that they contribute almost all of their income as rent. However, a break-even operating budget for low-income elderly who are not on Medicaid is quite chancy, as discussed below.

#### 4. Unsupported Assumptions as to Siting

The proponents of this project have fallen into the trap of making the most important decisions by unsupported assumptions and then putting their major effort into working out the details, such as paths, sight lines, and the color of the buildings. When Neville Manor was first built, it was common to put the poor, the elderly infirm, lunatics, orphans, and prisoners out of sight (and mind) in remote locations such as Fresh Pond was at the time. This idea has long since been abandoned, as it is now thought that most of these unfortunate people benefit from being in closer touch with the community. Indeed, that is the reason why Harvard Place, Cascap's new assisted-living facility, is located at 273

Harvard Street, a short distance from Central Square, and why Vernon Hall Nursing Home is located on Dana Street, just off Mass. Avenue, both in my neighborhood.

The site committee received particularly inappropriate advice in this respect about the proper (or usual) location of medical facilities. At one of the public meetings it was stated that most large hospitals are located in parks, based partly on presumed practice in New York City. As a former New Yorker, I know positively that most hospitals in New York are located on city streets. Here in Boston, the only nearby hospitals that I know to be in parks are Met State, now closed, and McLean, which is on its last legs. MGH and Cambridge City Hospital are not in parks, for example. While the Longwood medical area does border the River Way, the many hospitals in that area are not within walking distance. When I spent 8 days at Brigham and Women's in April last year, my family and surgeon certainly did not walk down to the park to discuss my case.

An important design principle used in the work of the Site Committee was the assumed need to locate the two facilities no more than one mile apart so that clients who must be moved from one to the other would not have to go far. Such a transfer might occur once or twice in a resident's life. On the other hand, if the assisted-living facility were located at Fresh Pond, residents would have to be taken by van or bus for their frequent visits to stores, restaurants, and similar businesses, as there are almost no such establishments along Concord Avenue. In addition, that street is heavily traveled and very hazardous to cross, especially for the elderly. It is conceivable that some prospective residents would prefer the park location in spite of its daily inconveniences, but for most, who expect to remain as active and independent as possible, it would appear that Fresh Pond is particularly unsuitable for an assisted-living facility.

The erroneous ideas that the right place for the project is Fresh Pond and that the two facilities should be close together led to a meaningless search for nearby alternative sites. It is no surprise that no suitable sites were found. The off-hand remark that Central Square was out because it would require commercial space on the ground floor was truly a red herring, as no sensible person would advocate putting the project in a commercial section of Mass Avenue. On the other hand, a quiet nearby side street would be quite suitable.

#### 5. Number of Persons to be Served No Larger than Previously Accommodated at Neville Manor Alone

If built as planned, the total number of subsidized beds at the two new facilities will be no larger than the number that were accommodated at Neville Manor alone up until several years ago, when the administration reduced the census from 179 to less than 100. The capital cost for the new structures and their equipment will be more than \$100,000 *per resident*, for which sum it might well be possible to buy an apartment for each and every one. In this connection, it should be kept in mind that every penny of subsidy for construction and operation comes, not from philanthropists, but from federal, state, and city taxes that we all pay.

#### 6. Financial Questions

The proponents have calculated no-loss operating budgets that they feel are attainable. Aside from the legendary propensity of such predictions to be overly optimistic, it may well be the case that current

governmental reimbursements are insufficient to run the facilities on a break-even basis while offering a large portion of them on a "affordable" basis. Furthermore, the future trend of costs is sure to be upward, while the future trend in reimbursements, in the current enthusiasm for balanced budgets, is highly likely to be downward.

Although the current proposal states that the proportion of affordable units is to be maintained in perpetuity, that is simply wishful thinking. If the proposed numbers cannot be achieved, even with skilled management, either the rents become less affordable or the city picks up the tab, as it is now doing. The recent failure of the Youville nursing home, which surely was as well managed as the new facility would be and was equally eligible for most of the government subsidies, may reveal the underlying financial problem.

The proposed budgets for both construction and operation depend on a very clever combination of funds from federal and state agencies, including Low Income Tax Credits, Historic Credit Equity, Group Adult Foster Care, Section 8 subsidies, Medicare, and Medicaid, as well as a mortgage. The operation budget appears to depend on most residents being at the upper range of their respective income brackets. Such a complex financing plan is vulnerable to any deviation from the underlying assumptions, such as the undiminished availability of funds from all these programs and the appropriate income levels of the residents. In addition, since the number of Section 8 subsidies available to the city is limited, other affordable-housing programs in Cambridge may be adversely affected. Should budget shortfalls develop for any of these reasons, then, far from eliminating the current deficit, the project will cause worse financial difficulties in the future.

## 7. Conclusion

A convincing case has not yet been made that (1) there is a need for a new nursing home and an assisted-living facility, (2) that both can be operated on a break-even basis while keeping many beds "affordable," (3) and that the two structures should be located in close proximity in the only large open green space in the city. There has been no showing that, even if new facilities are needed, that the most cost-effective way to provide them is to build a new quasi-public project in a park, or that this location is in the public interest. There appears to be no contingency plan for the likely case that the operating budget goals cannot be met as costs rise and government subsidies decline in the coming years. Finally, there are some significant legal questions that must be dealt with, including an Environmental Impact Report, legislative requirements to dispose of parkland, the ownership of the facilities in case of bankruptcy, and the legality of reducing the wages of city employees transferred to the Cambridge Public Health Commission when the latter was established in 1996.

No one likes to vote against the elderly needy -- indeed, any of us might find ourselves in that category some day -- but the idea that the only way to deal with this problem is to build in the principal open green area in the city has not yet been demonstrated.

The proposal should be rejected.

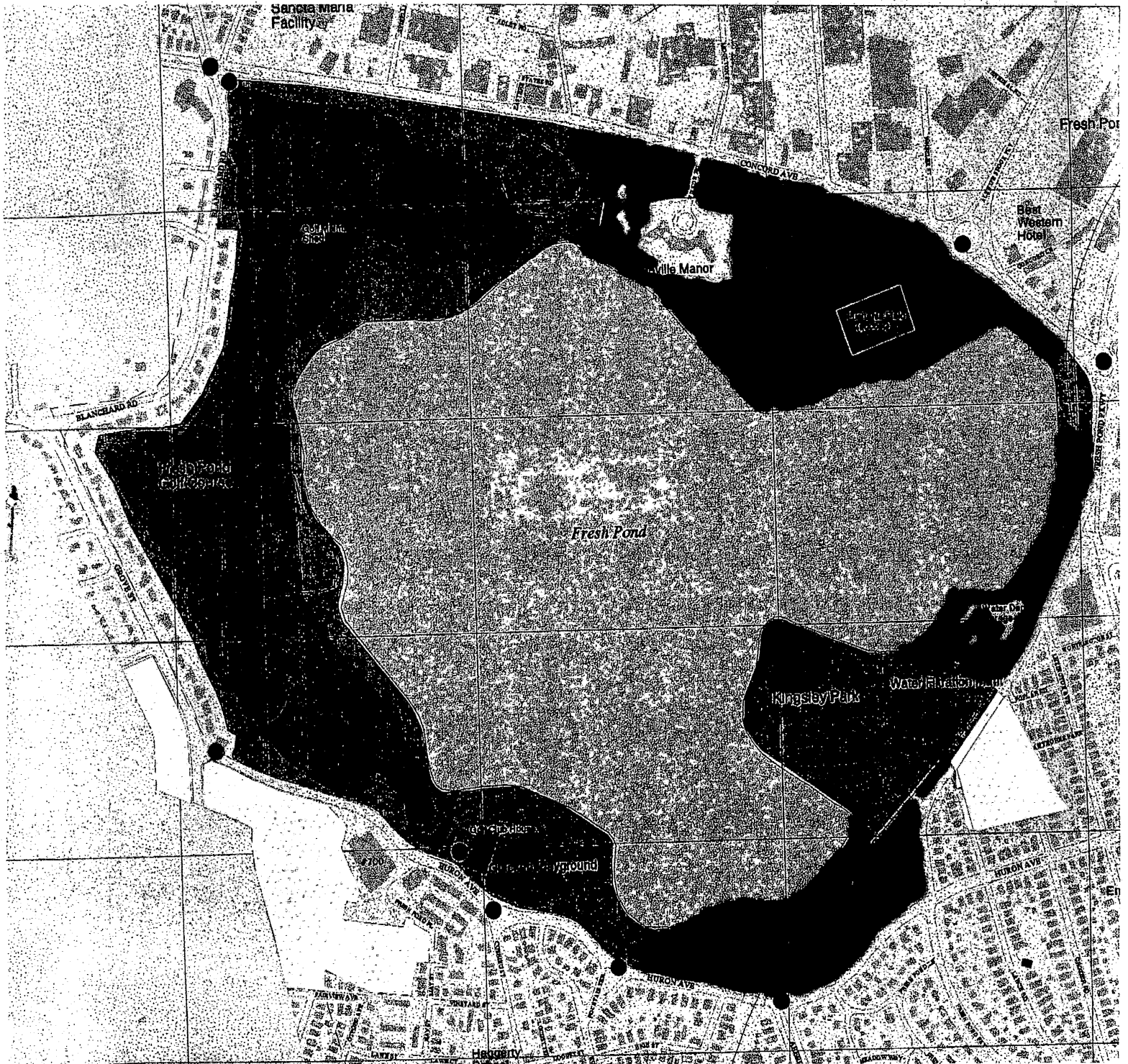
William F. Schreiber, 8 Ellery Square, Cambridge 02138.

**Preliminary Report**

**Large Field Use in Cambridge and the Need for Lusitania Field**

**by**

**The Coalition for the Improvement of Large Cambridge Athletic Fields**



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## **Introduction**

This Report evaluates the Need for Large Fields in Cambridge and Lusitania in particular.

## **The Demand for Fields**

Let us see what has happened since 1980-81 (19 years ago). The reason for choosing 1981 is because that is when, according to a City Resolution, Lusitania was improved. Lusitania was improved because demand for Soccer fields was beginning to increase and the City expected the projected fields at Danehy to accommodate the demand.

Now what has actually happened since then?

Since that time there has been a soccer and other sports explosion. Not only has there been a tremendous growth in Soccer but also the Women's Title 9 has created a new population of coed and women's sports in every sports category.

Now I would like to say that we would like to get statistics concerning the amount and quantity of specific Cambridge users. For many reasons it is extremely difficult to do this for adult sports. The recreation Dept. does not keep track of the number of permits requested and there is no Data on other sports to compare these statistics with. What we can find however is statistics on the growth of sports. It is a very reasonable and safe assumption that Cambridge has participated proportionately in this growth. Hard Cambridge numbers can be seen in the tremendous growth of Youth Soccer and School teams.

Please look at the growth of these sports from 1981 to the present.

Men's soccer statewide, It has experienced a growth of 350%.

This is Women's soccer, It has grown by 760%

Youth soccer, from 136 players to 1300 or a growth of 955%

Older Men's leagues an unbelievable 1460%

Schools - 2 teams in 80-81, 9 or ten now.

We are still getting statistics on Football, Ultimate Frisbee, Field Hockey etc. but they were not available for this Preliminary Report.

As you can see- The growth of these sports has been phenomenal - besides Men's soccer (that has only grown 400%), You have the amazing growth of Women's and Coed sports of all kinds of categories, and Older Men's sports. These have brought into the Sports population an increase in users that have never been there before in history.

A weighted average of the Growth Percentages shows growth of 600%. The real number for Cambridge could be anywhere between 900% and probably 450%. Certainly not less than this.

### **Supply of Fields**

In order to do this the number of fields in 1980 and 1999 were compared.

As you can see the increase in fields at Danehy was offset by the loss of Hoyt, St. Peters, Donnelly, Portland, and Ahern. There was an increase in field availability in the spring only (baseball season) of 2 or 3 fields.

Summary : There has been no increase in the number of fields even with Danehy and Lusitania.  
There has been a marginal increase in the Spring Only.

### **Conclusion**

What has happened is that there is an overwhelming demand for field space and no new fields to accommodate it!

The effect of this can be seen already in the fact that

- a. Cambridge now charges for field use-and gets it-
- b. fields are deteriorating even now, at a very rapid rate through overuse.
- c. many teams cannot get a field.

## **Lusitania**

### **Arguments against Lusitania**

The following arguments have been used to justify eliminating Lusitania.

1. Cambridge and especially soccer doesn't need the field - look at those beautiful fields at Danehy.
2. A promise was made to eliminate Lusitania back in '81.
3. Lusitania was a temporary field created in 1981.
4. Not eliminating Lusitania will materially affect the making of Fresh Pond into a Nature Preserve.

I would like to briefly address these arguments:

1. Cambridge doesn't need the field - the problem with this argument is that it has been used many times already all too successfully. Cambridge has less fields than it did in 1980. See above for rebuttal.

2nd Argument- Lusitania was created in 1981 and a promise was made to eliminate Lusitania.

B. We have no record of a promise - We have a document that shows that the Renovation of the field in 1981 - by the way the field has been used for sports since at least 1956 - is called "temporary". This is not a promise. This was probably a reasonable expectation - this was 18 or 19 years ago and times have changed-who knew then that the demand for Cambridge fields would be what it is today? This would not be the first time that something temporary became permanent.

3rd Argument - Lusitania was created in 1981. Lusitania was not created in 1981, it was in use at least since 1956 and probably before. It was raised in 1981 by the Water

Department to alleviate Spring Flooding. See Appendix - History of Lusitania Field as it is now Known.

4th Argument - The third argument is that somehow the Lusitania piece is somehow an important part of the Fresh Pond Master Plan. To put this in perspective; the soccer field takes up 2 acres and the area which the Fresh Pond Master plan proposed to keep natural is 40+ . The Soccer field is at best only 5% of this area. We do not see how keeping this as a soccer field would materially affect this plan. Furthermore a playing field is perfectly compatible with nature and with a public park which after all is what Fresh Pond is. I believe grass qualifies as natural.

Please see the Accompanying Map which shows the relative areas of the natural areas and the playing fields, the Golf Course, Neville Manor and the Water Department. As you can see Lusitania is a very small part of a large whole.

## Alternatives and Solutions

Are there Alternatives and Solutions: We believe there are. We are not against Neville Manor nor are we against the idea of a nature preserve in Cambridge. We just want our field back.

As this seems to be a confrontation between 2 special interest groups, we are sure that some sort of way can be found to give both sides what they want. We want a field, they want a meadow. I am sure there could be room for both.

Will we entertain other solutions such as a field somewhere else? Of course we would, however, the problem is that the Cambridge Recreation users need more than one field. One field is where we were in 1980 before the demand increased. We really need more fields. Fresh Pond is actually one of the few areas easily accessible to create more fields.

A half tongue in cheek solution is included based on the Olmstead Plan

You might be interested to know that in the thirties everything on that side of Fresh Pond was one large field. Let's go back to the thirties.

## **Summary-**

In Summary, Cambridge needs this field because the demand for that type of field has increased 5-10 fold since 19 years ago or more and is still increasing, while the existing supply has not increased. The existing Cambridge large fields are already deteriorating rapidly. Glacken is now almost unplayable, Youth Soccer is running out of places to play, Football needs a field, Ultimate Frisbee needs more Room etc. etc.

The Coalition does not oppose at all nature or the idea of a Nature Preserve at Fresh Pond. We do not want to oppose Neville Manor. We have been forced into this position. Along these lines we submit a preliminary report outlining our position. We would welcome the opportunity to work with anyone to find a mutually satisfactory solution.

We would like to submit to you this evening our Preliminary Report outlining the position of this Coalition which we have only had a week to prepare.

We would like to follow this up with a more complete report and recommendations for solutions within the next few weeks.

<b>Summary</b>			
	<b># of Fields 1980</b>	<b># of Fields 1999</b>	<b>Net Gain</b>
<b>Regulation Soccer Football, Frisbee</b>	<b>7</b>	<b>6</b>	<b>-1</b>
<b>Small Adult Soccer</b>	<b>2</b>	<b>1</b>	<b>-1</b>
<b>Total Large Fields</b>	<b>9</b>	<b>7</b>	<b>-2</b>

Large Fields  
Now

	Regulation Soccer Football, Frisbee	Small Adult Soccer	Total Large Fields	Baseball
Russell	1		1	2
Lusitania	1		1	
Danehy	3		3	3
Callahan Tobin				3
St. Peters				2
Rindge (Fitzgerald)				1
Corcoran				
Hoyt				1
Magazine Beach MDC	1		1	2
Donnelly				3
Gore				1
Ahern				
Glacken		1		1
Morse / Lindstrom				1
Rafferty				1
<b>Totals</b>	<b>6</b>	<b>1</b>	<b>7</b>	<b>21</b>
<b>Spring Only</b>	<b>6</b>	<b>1</b>	<b>7</b>	

Large Fields  
1980

	Regulation Soccer Football, Frisbee	Small Adult Soccer	Total Large Fields	Baseball
Russell	1		1	2
Lusitania	1		1	
Danehy	0			0
Callahan Tobin				3
St. Peters	1		1	3
Rindge (Fitzgerald)				1
Corcoran				
Hoyt	1		1	1
Magazine Beach MDC	1		1	2
Donnelly	1		1	3
Portland	1		1	
Gore				1
Ahern		1	1	
Glacken		1	1	1
Morse / Lindstrom				1
Rafferty				1
<b>Totals</b>	<b>7</b>	<b>2</b>	<b>9</b>	<b>19</b>
<b>Spring</b>	<b>4</b>	<b>0</b>		

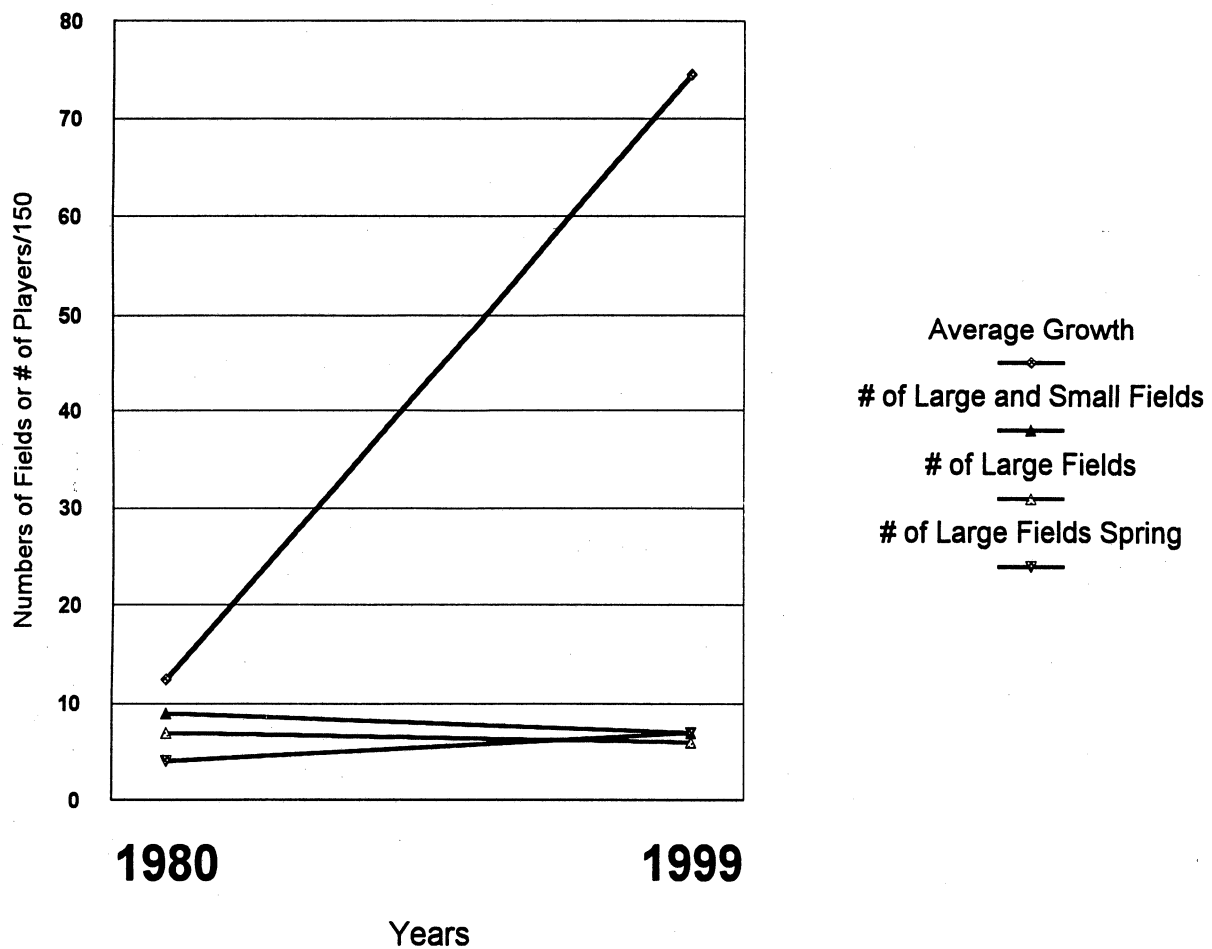
**Growth of Large Field Sports Since 1980**

	1980	1999	% Increase	Projected 2001
Schools	48	216	450%	234
Mass State Soccer Association	1680	9672	576%	10,513
Women	144	1104	767%	1,205
Older Mens Players Leagues	288	4224	1467%	4,638
Youth Soccer	136	1300	956%	1,423
Frisbee	Data Pending			
Field Hockey	Starting			
Football	Data Pending			
Men's Leagues	1248	4344	348%	4,670
<b>Totals</b>	1864	11188	600%	12,169

**Schools with Soccer  
Number of Teams**

	1980	1999
Rindge and Latin	2	6
Matignon	0	2
North Cambridge	0	1
<b>Total</b>	2	9

## Large Field Supply and Growth of Large Field Sports

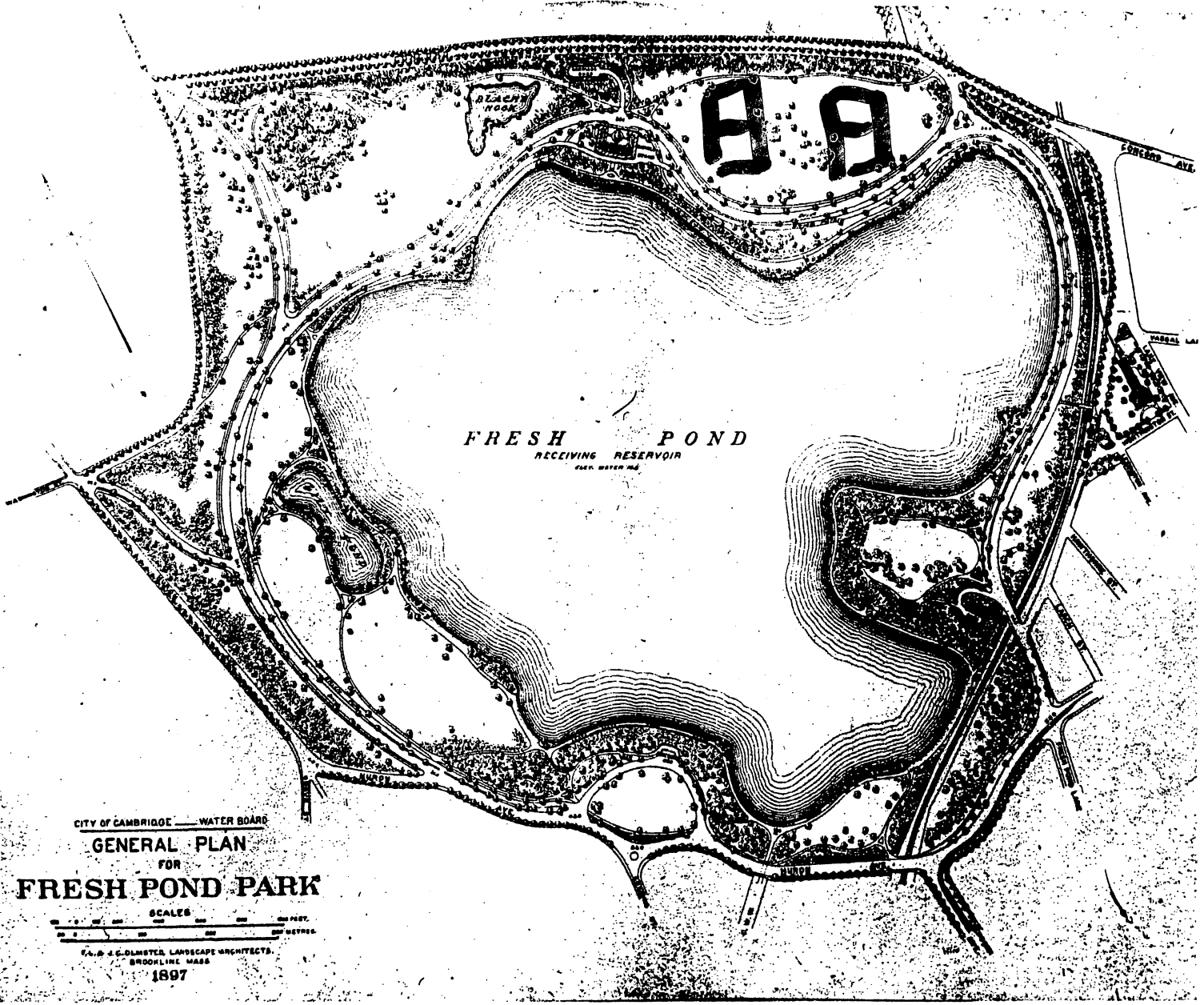


## **HISTORY OF LUSITANIA AND DANEHY FIELD**

From what we know now.

- 1930's**      Entire surroundings of north side of Fresh Pond is a field.
- 1956-60**    Field used for practice by Rindge Football
- 1961-65**    Field used as a soccer field by the Lusitania Soccer Club.
- 1965**        Lusitania Soccer Club has the field loamed and permanent goal posts installed.
- 1981**        The Water Department installs rock fill to raise the level of the field because of Spring Flooding. Supposed to make 2 fields. They make one.
- 1991**        Danehy fields come on line.
- 1998**        Field in disrepair, many organizations avoid it.

why not?  
↓



CITY OF CAMBRIDGE — WATER BOARD  
GENERAL PLAN  
FOR  
**FRESH POND PARK**  
SCALES  
1" = 100 FT.  
1" = 200 FT.  
E. & J. C. OLMSTEAD, LANDSCAPE ARCHITECTS,  
BROOKLINE, MASS.  
1897

**The Coalition for the Improvement of Large Cambridge Athletic Fields**

Cambridge Youth Soccer  
Cambridge Adult Soccer  
Eastern Mass Women's Soccer League  
Lusitania Soccer Club  
Cambridge City Soccer Club  
Mass State Soccer Association  
Cambridge Women's Soccer  
Cambridge Rindge and Latin  
Matignon School  
Over the Hill Soccer League  
Mass League  
Central American Soccer League  
American Brazilian Soccer League  
Twilight League  
Limas Soccer League  
and more to come

Temporary Phone # - 576-1280, 576-4730

# City of Cambridge

In City Council March 15, 1999

The Health and Hospital Committee conducted a public meeting on Thursday, February 11, 1999 at five o'clock and eight minutes p.m. in the Sullivan Chambers.

The purpose of the meeting was to continue discussions on the proposed Neville Manor Site Plan.

Present at the meeting were: Councillor Katherine Triantafillou, Chair of the Committee, Councillors Michael Sullivan, Sheila Russell, Henrietta Davis, Timothy Toomey, Jr., Mayor Francis H. Duehay, Vice Mayor Anthony Galluccio; Robert W. Healy, City Manager Richard Rossi, Deputy City Manager Donald Drisdell, Deputy City Solicitor, Ellen Semonoff, Deputy Director of Human Services, Paul Ryder, Director of Recreation, John O'Brien, CEO, Public Health Commission, Joan Gillis, Assistant to CEO of the Public Health Commission, Representative Alice R. Wolf, Glenn Tagliamonte representing Representative Jarrett Barrios and Donna P. Lopez, Deputy City Clerk.

Councillor Triantafillou opened the meeting by stating that at the last meeting two issues were outstanding:

1. Changes to the Home Rule Petition
2. New location of Lusitania Soccer Field.

Mr. O'Brien, CEO, Public Health Commission, stated that the changes to the home rule petition were reviewed with Representatives Toomey, Wolf and Barrios. He informed the committee that a letter was sent to Representative Parente with a draft of the home rule legislation. A meeting is scheduled with Representative Parente in the next couple of weeks.

Mayor Duehay informed Mr. O'Brien that it is important to contact Senator Stephen Tolman. Mr. O'Brien stated that he will be scheduling a meeting with Senator Tolman.

The committee heard from Donald Drisdell, Deputy City Solicitor, who stated that changes to the home rule petition are included in the draft dated January 20, 1999, a copy of which is attached as **ATTACHMENT A**. Mr. Drisdell outlined changes to Sections One, Three, Six and Seven of the home rule petition to the committee as contained in his memo dated January 14, 1999. **ATTACHMENT B**.

Mayor Duehay asked Mr. Drisdell if the changes to the home rule petition were reviewed by the Inspector General. Councillor Sullivan also asked if the changes were reviewed by the Co-Chairs of the Legislature. Mr. Drisdell responded that meetings will be scheduled so that all concerns can be addressed.

Councillor Triantafillou questioned the rededication language in Section Six. Mr. Drisdell responded that rededication of the site is not required for the project and the language to rededicate is incorporated into the body of the act. The act requires the Public Health Commission and the City Council to return the unused portion of the land to the Water Board. Councillor Triantafillou asked if this is acceptable to the Water Board. Mr. Drisdell responded in the affirmative.

Councillor Triantafillou asked if the "not-for-profit" corporation in Section Seven will be bound by the same laws as the Public Health Commission. Mr. Drisdell responded in the affirmative.

In response to a question on the process by Councillor Triantafillou, Mr. Drisdell stated that the Inspector General needs to review the changes to the home rule petition once more. Councillor Triantafillou asked if this will be done before the City Council adopts the home rule petition. Mr. O'Brien stated that this is the commitment.

Councillor Sullivan asked about the time line. City Manager Robert W. Healy responded that meetings will be scheduled in the next two weeks. He expects to put this matter on the Agenda for the City Council meeting of February 22, 1999.

Deputy City Manager, Richard Rossi introduced a memo from Paul Ryder, Director of Recreation, offering alternatives to Lusitania Field. **ATTACHMENT C.** Mr. Rossi stated that the only site for a full size soccer field is Donnelly Field. A softball field will be taken out and a 320' x 210' full size soccer field will be built, he said. There will be new turf, new irrigation, benches and goal posts, he said. Mr. Rossi stated that the East Cambridge Little League meeting on February 2, 1999 supported this plan. A copy of Donnelly Field modifications is attached as **ATTACHMENT D.**

Mr. Ryder, Director of Recreation, stated that users of the softball field could be moved to other softball fields throughout the City. Youth soccer is played during the week and on Saturdays and adult soccer is played on Sundays, he said.

Mr. Rossi stated that the Eastern Massachusetts Women's Soccer League does not want the Lusitania Soccer Field removed. A communication was received from Kathleen M. Genova, President, Eastern Massachusetts Women's Soccer League and was made part of this report. **ATTACHMENT E.**

Councillor Sullivan asked Mr. Rossi if the City will be picking up another youth field. Mr. Rossi responded in the affirmative. At Danehy Park, he said, one-half of

the parking lot will be taken to build a 6-on-6 field. A 6-on-6 field will be built at Neville. A full size soccer field will be built on Donnelly, and Lusitania will be closed. This is what the Health and Hospital Committee asked us to come back with, he said.

Councillor Russell asked if all concerns were satisfied. Mr. Rossi stated that the City has not satisfied all concerns. This new field will be used by adults, he said. Mr. Ryder stated that adults will use the field on Saturdays and Sundays. During the week, he said, the soccer field will be used by the youth soccer.

Councillor Davis asked about the use of fields by Cambridge residents versus non residents. Mr. Ryder responded that Danehy Park is the only field that can be used by non-Cambridge residents. Mr. Rossi informed the committee that there was a \$500,000 grant from the state to build Danehy Park. Acceptance of the state grant precludes Cambridge from restricting park use to City residents, he said.

Councillor Triantafillou introduced a communication received from School Committeeman Joseph G. Grassi expressing his opposition to moving the adult soccer field from Lusitania Field to Donnelly Field. **ATTACHMENT F.** Mr. Rossi stated that he was confused because meetings were held with the Little League Board. The Board was in support of the plan on February 2, 1999.

Councillor Russell asked if Lusitania Field was originally planned to be a temporary soccer field until Danehy was completed. Mr. Rossi responded in the affirmative. Mr. Healy stated that when Danehy Park was completed, the Water Board continued to allow the City to use Lusitania Field. Councillor Russell inquired if this prevents the City from looking for open space in East Cambridge. Mr. Healy responded in the negative.

Mr. Rossi stated that if the MDC would allow Cambridge to maintain Magazine Beach for Cambridge use, the City would restore and renovate Magazine Beach. Mr. Healy stated that the City will continue to search for open space. Construction to build the new assisted living facility cannot take place until Neville Manor is scheduled, Mr. Healy said.

Councillor Triantafillou asked when Lusitania Field will be closed. Mr. Rossi stated that it is closed now.

Councillor Triantafillou asked how many softball fields there are in the City. Mr. Ryder responded that there are eleven.

Councillor Sullivan stated he received complaints about the adults at Glacken. Mr. Rossi stated there were complaints about adults leaving trash at Glacken. Councillor Sullivan asked Mr. Ryder if you find an offending team, what do you do? Mr. Ryder responded that the Recreation Department suspends the team.

Councillor Sullivan asked what is the time line for the tax credits. Mr. O'Brien stated that a certificate of occupancy is needed by December, 2001. He further stated that Neville Communities, Inc. schematic is needed by on or before April 1, 1999. The schedule is really in jeopardy, he said. We need to get the home rule petition approved as soon as possible, he said.

Councillor Sullivan stated that four to five years ago there were 760-770 nursing home beds. He asked Mr. O'Brien how many beds are there today. Mr. O'Brien stated there are 400-450 beds. Councillor asked Mr. O'Brien that if Neville Manor closed, what would be the bed count? Mr. O'Brien responded that the bed count would be 69 beds per thousand.

Councillor Sullivan asked when will CASCAP's Harvard Street assisted living units be open. Mr. O'Brien stated in June.

Councillor Triantafillou opened the meeting to the public.

The committee heard from Representative Alice Wolf who informed the committee that the deadline for the legislature is June, but does not apply to home rule petitions. She stated that the concern is to have a petition that will get through the Legislature. She informed the committee that Stephen Tolman was appointed Co-Chair of the Local Affairs Committee and will be an asset.

The committee heard from Anne Strong, 44 Cottage Street, who asked about the adult soccer games played on Sunday, Monday and Wednesday nights. Mr. Ryder responded that these games would not be affected. Ms. Strong asked about the status of the new plan with the neighbors of Donnelly Field. Mr. Rossi stated that a capital plan will be submitted and then a design plan and a community process. Ms. Strong asked what if the community is opposed. Mr. Rossi stated that the neighborhood has asked the City to do Donnelly Field over. There will be people who will complain, he said. Ms. Strong stated there used to be a soccer field on Hoyt Field. Mr. Ryder responded that the City went through a community process at Hoyt Field and at the Frisoli Youth Center. Mr. Rossi stated that he has faith in the community process and to achieve this goal the City will embrace soccer. Ms. Strong asked how would the adult soccer players get a guarantee. Councillor Triantafillou stated that it may be hard to get a guarantee on this process. Ms. Strong stated that she has a range of concerns, such as:

- Will this plan fly in the neighborhood, and
- Will users of Lusitania be pitted against youth soccer.

She further stated that we need to meet to address our concerns. All parties need to be brought together to address their concerns.

The committee heard from Cari Hoffman, 100 Reed Street, who asked why the removal of Lusitania soccer field was a requirement to the Neville Manor Plan. There

was no reason to remove Lusitania, she said. She informed the committee that soccer players were never part of the process and the reasons for the removal are sparse. The City is decreasing the amount of a soccer field, she said. Her communication to the committee is attached. **ATTACHMENT G.**

Mr. Rossi stated that he was under the impression it was acceptable if the City opted to replace the soccer field at Lusitania with a soccer field at Donnelly. Ms. Strong stated that people are upset because there was substitution. Councillor Triantafillou stated that she was confused because she was under the impression that a substitution for Lusitania would be acceptable. Ms. Strong stated that this was better than the original plan but not as acceptable as adding to field space.

The committee heard from John Kernochian, 34 ½ Shepard Street, who stated that Magazine Beach is not a good place for soccer because the balls go into the water. He further stated that youth soccer uses so much field space and these will be less field space if a field is eliminated. Since 1980 three soccer fields were added at Danehy, but five fields were taken out of commission, he said.

The committee heard from Lois Kessin, 11 Cogswell Avenue who submitted a written communication. **ATTACHMENT H.** She stated that she was opposed to the elimination of Lusitania Soccer Field.

The committee heard from Mr. Nelson, 35 Walden Street who stated that he is a coach of youth soccer. He hated to see a field taken out of use, he said. He informed the committee that someday there may be a Neville Manor Team.

Councillor Sullivan submitted a communication from Lawrence W. Frisoli who stated his opposition to the elimination of Lusitania Soccer Field in conjunction with the Neville Manor Nursing Home proposal. **ATTACHMENT I.**

The committee heard from Louise Weed, Co-Chair, Fresh Pond Master Plan Advisory Committee, who stated that the plan was to look at the Reservation as a whole. The committee is trying to make this area available for everyone, she said.

Mr. Kernochian asked the committee why is there not room for a soccer field at Fresh Pond and the other points of views. Councillor Triantafillou stated that there was a mistake made by not including soccer players in the decision making process. Ms. Weed responded that Shippen Page attended the Fresh Pond Advisory meetings and he is involved with soccer as well as a member of Fresh Pond Advisory Committee. Councillor Triantafillou informed Mr. Kernochian that everyone in the City hears you and wants to accommodate your needs. This meeting, she said, is a way to redouble our efforts. At Neville Manor there will be two 6-on-6 fields and Glacken Field will be renovated, she said. She stated she was hearing that this proposal is unacceptable. She stated that the Neville Manor proposal can be either scuttled or it can be moved forward.

Ms. Strong stated that all want to see the Neville Manor Project happen, but the adult soccer players are in a tug of war with people who do not want Neville Manor proposal to happen. Our late arrival in the process is also a concern, she said. She urged the City to schedule meetings with the soccer players to give the soccer players a quick version of this two-year planning process. Ms. Ellen Semonoff, Assistant City Manager for Human Services, stated that the Fresh Pond Advisory Committee will be happy to meet with the soccer players. Ms. Strong asked how soon could this meeting take place. Ms. Weed responded the meeting could be held the first Wednesday of the month.

Ms. Strong stated that she heard people did not want anything built at Fresh Pond. Ms. Weed responded that people did not want an increase to the footprint.

Councillor Sullivan stated that he is not willing to put this matter off for three weeks and lose the project at Neville Manor. This proposal has been framed as a soccer verses nursing home assisted living facility. We will side with the Neville Manor, he said.

He requested that the adult soccer players work with the City to find additional open space and to site additional fields.

Councillor Russell asked if there is going to be a new irrigation system for the neighbors on Berkshire Street. Mr. Rossi responded that there will be a new drainage system, new turf and a new irrigation system at Donnelly. Councillor Russell stated that the City did a good job finding additional space. She stated that this week has been a rough week. On Monday there were people losing their homes, on Tuesday she attended a meeting concerned with problems with the Senior prescription program and on Wednesday the Ordinance Committee heard concerns from people on the living wage proposal.

Councillor Davis stated that this proposal has gone through enough. The City has to fund more open space and the City Council needs to make a commitment. Especially with a Green Ribbon Committee coming aboard, the City needs to do more.

Mr. Kernochian urged taking Lusitania out during the Neville Manor Project and putting it back temporarily. If there is no need for this field then take it out, he said. Ms. Weed suggested there be soccer players and softball players on the Green Ribbon Committee.

Councillor Toomey stated that everyone wants the Neville Manor Project and opens pace. He stated it was upsetting that the City is solving the Lusitania problem by putting an adult soccer field at Donnelly. He is concerned with the configuration of Donnelly Field. He does not want the field looking like a prison with fences inside of fences. Lusitania Field, he was told, would be restored when he met with Mr. O'Brien

eleven months ago. He supports Lusitania Field being retained. He stated that the Donnelly Field neighborhood was not consulted. The soccer permits are issued from 8:00 a.m. to dusk.

Mr. O'Brien stated that he never indicated that Lusitania was going to be restored as a soccer field and that the recommendation was that Lusitania be restored to its natural habitat. Councillor Toomey stated that he disagreed.

Vice Mayor Galluccio stated that all parties concerned worked hard to resolve this issue. Soccer players, he said, were not represented. All potential uses should be put on the table, he said. He stated that if the City is appointing committees to make decisions, the City needs to make sure there is representation of all parties. He further stated he would support a new adult soccer field at Donnelly Field. Glacken Field, he said, needs attention. The two new youth soccer fields at Danehy and Neville Manor are good news. Vice Mayor Anthony D. Galluccio stated he supports Neville Manor. Affordable Housing is the number one priority, he said.

Mr. Ryder informed the committee that the Eastern Massachusetts Soccer League has always received field space in the time they requested.

Mr. Rossi stated that the Fresh Pond Advisory Committee is a group of citizens. They conduct open meetings. They will be developing a plan for Fresh Pond and public hearings will be held on this plan. This plan will be a draft plan that will have a community process. The City Manager will then make a recommendation to the City Council.

Ms. Strong asked if there was any way to mention that Lusitania Field be replaced by a full size soccer field in the home rule legislation. Councillor Triantafillou stated that this is not addressed in the home rule. She stated that the issue of additional soccer fields will remain on the City's agenda.

At this time Councillor Sullivan again submitted his order.

**ORDERED:** That the Chairs of the Health and Hospital Subcommittee, Elder Affairs Subcommittee and Finance Committee be appointed for the purpose of setting up a meeting with the co-chairs of the State Legislative Committee on Local Affairs and our legislative delegation for the purpose of taking action on the Neville Manor Home Rule Petition.

The order was adopted on a voice vote of six members.

Councillor Triantafillou inquired of the City Manager when the City would have input from the legislature on the home rule petition. Mr. Healy responded he would like to have this matter before the City Council on February 22, 1999. Mr. O'Brien stated that Representative Parente's office called to meet on February 25, 1999.

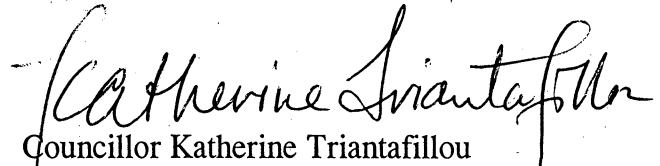
like to have this matter before the City Council on February 22, 1999. Mr. O'Brien stated that Representative Parente's office called to meet on February 25, 1999. Councillor Sullivan suggested submission on March 1, 1999 so that it will be ready by March 15, 1999. Mr. O'Brien stated he would be ready on March 1, 1999.

Councillor Triantafillou submitted the following communications:

- Representative Jarrett Barrios. **ATTACHMENT J.**
- Albe Simenas, Chair, Cambridge Conservation Commission.  
**ATTACHMENT K.**
- Daniel J. Wuenschel, Neville Communities, Inc. together with responses to testimony of William Schneiber and John Moot. **ATTACHMENT L.**

The meeting was adjourned at six o'clock and fifty-five minutes p.m.

For the Committee,

  
Councillor Katherine Triantafillou  
Chair

# City of Cambridge

In City Council February 1, 1999

The Health and Hospitals Committee conducted a public meeting on Thursday, January 14, 1999 at 5:40 p.m. in the Sullivan Chamber.

The purpose of the meeting was to discuss the Neville Manor and to receive an update of the recommendations from the Neville Manor Site Plan Advisory Committee siting a plan for the skilled nursing facility that maximizes open space.

Present at the meeting were Councillor Katherine Triantafillou, Chair of the Committee, Councillors Kenneth Reeves, Timothy Toomey, Sheila Russell, Henrietta Davis and Kathleen Born, Vice Mayor Anthony Galluccio, Robert W. Healy, City Manager, Richard Rossi, Deputy City Manager, Ellen Semenoff, Deputy City Manager for Human Services, John O'Brien, CEO, Cambridge Public Health Commission, Donald Drisdell, Deputy City Solicitor, Nancy Glowa, First Assistant City Solicitor, Paul Ryder, Recreation Director, Rachael Seymour, Management Intern, Donna Lopez, Deputy City Clerk and Dennis Carlone, Architectural and Urban Design Consultant.

Councillor Triantafillou requested a presentation from Mr. John O'Brien, CEO, Cambridge Public Health Commission.

Mr. O'Brien stated that the Neville Manor Site Plan Summary Report was an update on the work of the site advisory committee. He stated that revisions need to be made to the home rule legislation. He stated that Mr. Dennis Carlone, Architectural and Urban Design Consultant would outline the recommendations made by the site advisory committee.

The committee heard from Richard Rossi, Deputy City Manager, who stated that last Spring when the City Council asked the City Manager and Mr. O'Brien to look for another site, a committee was formed regarding the Neville Manor site. The committee, he said, is comprised of both supporters and opponents to the redevelopment of the Neville Manor site. Meetings were held in the Spring and Fall and in November a workshop was held. Many groups were consulted together with the advisory committee and a site was selected which includes a nursing home and an assisted living facility. He further stated that the committee recommended that a new building be built for the nursing home and an assisted living facility be renovated on the current site. The square footage of the new structures will not exceed that which is on the site presently, he said. The recommendation includes a soccer field and a parking facility. Lusitania Field will be returned to its natural state. Mr. Rossi further stated that soccer is an important element and that a youth soccer field is planned on the Neville Manor

Site. A new soccer field is planned for Danehy Park, he said. The integrity of the watershed will be maintained during construction he informed the committee. Both facilities will be consistent with the Stewardship Planning. The recommendation by the committee, he said, is in support of siting of the nursing home and assisted living on the Neville Manor site.

Mr. Rossi stated that the women's soccer team that has played on Lusitania Field can be accommodated somewhere in the city. Mr. Paul Ryder, Recreation Director, has worked out a schedule for more field time for soccer, he said. He informed the committee that the issues around soccer can be solved.

Councillor Triantafillou thanked Mr. Rossi and the Neville Manor Site Plan Advisory Committee for their work reaching an agreement on the Neville Manor Project.

Councillor Reeves asked about the assisted living facility. Mr. Rossi stated that a new building will be built on the site for the nursing home containing one hundred beds and the existing Neville Manor will be renovated to accommodate the assisted living facility consisting of seventy-one units.

The committee heard from Dennis Carlone, Architectural and Urban Design Consultant, Carlone & Associates, who stated that he worked with the advisory committee which included different views and opinions. He tried to draw a consensus. He described the site plans to the committee. He stated that five siting concepts were considered, as outlined in drawings of Schemes 1A, 2A, 3A, 4A and 5 (ATTACHMENT A). Two of these plans eliminated the existing Neville Manor structure. The committee recommended Scheme 4A as outlined below:

**PREFERRED PLAN**

- maintain existing building
- build new building
- parking between buildings
- soccer field.

Mr. Carlone stated that the plan opened the site and hides the parking.

Mr. Carlone informed the committee that another option suggested was to keep the Neville Manor site, maintain some other existing structures on the site and look for additional space. Seventeen sites were reviewed for off site locations. Issues of concern for the off site locations that were researched are:

proximity to existing building  
parcel shape and size  
program suitability  
access to open space  
availability of site.

Sites in Central Square were examined. The W.R. Grace site was also looked at and refused unanimously by the committee 11-0 because of the contamination and legal issues. He stated that low-density sites were looked at such as the GTE, Jackovitz, Lyman and Spinelli sites in the Fresh Pond area. The GTE site, he said, was bought to develop the land as a research center, the Jackovitz site is a residence, the most ideal, but probably will not happen. The most comfortable option is one with a new facility set back from the street, contains a soccer field, has parking that is hidden and provides for the Neville Manor to be upgraded.

Councillor Russell asked if under the preferred plan all the other buildings on the site will be eliminated. Mr. Carlone responded that the administration and heating plant will be relocated. The site will continue to have and facilitate ecology.

Councillor Reeves asked what the new structure on the preferred plan is going to be. Mr. Carlone responded that the new structure is the skilled nursing facility. Councillor Reeves asked about intergenerational activities. Mr. O'Brien stated that people were interviewed and it was found that it is therapeutic to have the residents viewing soccer games. Mr. Rossi stated that this plan has a park setting with walkways that the seniors can utilize. Councillor Reeves asked if the alternative sites were located across the street from the Neville Manor. Mr. Carlone responded in the affirmative. Councillor Russell stated that the residents of the Cadbury Commons assisted living facility located near the soccer field watch the children play sports. She stated that some seniors will feel isolated without children around.

Councillor Toomey asked how the soccer field at the Neville Manor site will be structured. This site, he said, has safety issues, transportation and access issues. Mr. Rossi stated that the access will be on Concord Avenue, turn right onto the roadway. He further stated that Lusitania Field has no parking facility to drop the children off. People park behind the Ground Round and cross over to Luisitana Field. This preferred plan has a light with pedestrian crossing and parking. Councillor Toomey asked if this soccer field will be dedicated to Cambridge Youth Soccer. Mr. Rossi responded in the affirmative. He further stated that the parking lot on Field Street can be converted to a six on six field with Astroturf and providing lighting. Councillor Toomey stated that he hopes there will be an adult soccer field on the site. He stated that he feels there is a lot of open space on this site and the adult soccer field has to be put on this site. Mr. Rossi stated that the solution may be to locate a full size facility in another area field. The city cannot put a full size soccer field at this site. Councillor Toomey stated that he wants the Deputy City Manager to provide him with the reasons why Lusitania Field cannot be maintained as a full size soccer field. Mr. Rossi stated that Lusitania Field was only to be a temporary site per City Council order dated June 29, 1981 **(ATTACHMENT B)** until soccer fields were built at Danehy Park. One key recommendation of the Neville Manor Advisory Committee was to restore Lusitania Field to a meadow.

Councillor Toomey stated that the bottom line is still open space. He further stated that this area has more open space than other area of the city.

Councillor Russell asked if the Water Department Storage Facility could be used as a soccer field. Mr. Carlone informed the committee that there is a six-foot difference in the grade at this location. This land can be straightened out, but not economically, he said.

Vice Mayor Galluccio stated that he supported a youth soccer field. Cadbury Common residents, he said, enjoy watching the youth programs. He stated that he appreciated the advisory committee's work, the city's leadership, and the restricted use of the land and the Stewardship Program. He further stated that he received good feedback on the ranger located at the site. It was important to have an additional field at Danehy Park, he said. Lusitania Field was not the best adult soccer field to maintain, but it has been counted on, he said. He also stated that he wants the issue of adult field usage resolved before this process is resolved.

Councillor Davis stated that this is a unified plan and it is highly commendable. She stated that the important fact is to build the assisted living facility, the nursing home and to protect the environment. She further stated that she wants to make sure there is no empty promise for another full size field. She asked if Glacken Field is going to get first class treatment. Mr. Rossi stated that under the Capital Plan Donnelly and Glacken Fields are in need of repair. There are plans that can make Donnelly Field

larger and the city is seeking state funding. Russell Field needs to be looked at and Glacken needs an overhaul. It needs new turf, a new sprinkler system and maybe an additional field.

Councillor Davis requested a report from the City Manager outlining what needs to be done to the fields.

Councillor Born requested that the City Council get a copy and structure of the Home Rule petition. Mr. O'Brien outlined the proposed revisions to the Home Rule petition:

- definition of site
- restoring 50% of the current parcel to the Water Board
- Article 97 of the Massachusetts Constitution will be amended
- more control of Neville Manor Control, Inc.

Mr. O'Brien stated that Representatives Toomey, Wolf and Barrios will be meeting with him to discuss the Home Rule petition. He stated that he would like to meet with the Local Affairs Committee chair and address their concerns. He informed the committee that he appreciated the feedback from the City Council on the site advisory process. He informed that committee that he hoped to move fast because there are ninety-five residents at Neville Manor and this is a problem for the residents. Mr. O'Brien informed the committee that he would get the revised Home Rule petition to the City Council.

Councillor Born asked about the timetable for the legislature. Mr. O'Brien stated that he is hoping to get clarification on the issue. He stated that he is hoping to address the soccer issue. He hopes to bring the matter back to the City Council within the next few weeks to bring closure.

Councillor Born stated that the care of the elders, conserving natural space, providing a facility for the youth and protecting the water supply are all important issues. She further stated that the youth activities has increased and they are being overscheduled. She informed the City Council that a twelve-year-old child will not play on a six on six field – they use adult fields. There is talk to retain Lusitania Field as a soccer field or as a meadow. Lusitania Field is not a good soccer field and it is not easily accessed. She asked if there is debris from the Red Line on Lusitania Field. Mr. Rossi responded that debris was placed on the field to take care of the drainage. Lusitania was to be used as a temporary field and it is a natural area. The Stewardship Plan provides that the field go back to a meadow. Councillor Born asked Mr. Rossi if the field will be excavated. Mr. Rossi

responded in the affirmative. Councillor Born asked if an adult field could be built on the Neville Manor site if a cut and fill approach was used. Mr. Carlone stated that if you cut trees and put fill, this does not make sense. It is important to preserve the trees and the natural site. Mr. O'Brien stated that an adult soccer field with parking will be problematic with the use of the site as a nursing home.

At six o'clock and forty-eight minutes p. m. Councillor Triantafillou opened the meeting to public comment. She read a telephone message received from Doctor David Himmelstein and Doctor Woolhander, residents of 3 Hancock Place, registering their strong support that Lusitania Field be retained as a soccer field into the record. She also distributed a communication from Janice Snow, 60 Reservoir Street, expressing her concern about the process. (ATTACHMENT C)

A communication from Janet Burns, 57 Frost Street, was distributed to the committee. (ATTACHMENT D).

A communication from James H. Barton, 130 Appleton Street, was read into the record. (ATTACHMENT E). In his communication Mr. Barton supported the Neville Manor plan.

The committee heard from Glen Tagliamonte, representing State Representative Jarrett Barrios, who stated that Representative Barrios believes in the Neville Manor Project. He stated that Lusitania Field is a limited adult soccer field and he would like to see a plan with no loss to soccer fields. He suggested land on Pacific Street. He further urged that the Home Rule petition be changed.

The committee heard from William Schreiber, 8 Ellery Square, who stated that he was opposed to the Neville Manor Project. He objected to using the park land for assisted living facility. Fresh Pond should only be used for park land, he said. He further stated that the Water Plant Project has not been justified with documentation.

The committee heard from Bea Harvey, 237 Franklin Street, who supported the Neville Manor Project. There is a need for assisted living facility, she said. She further stated that with the number of nursing homes leaving Cambridge, elderly residents want to remain in Cambridge.

The committee heard from Julia Bowden, 105 Harvard Street, Director of the Cambridge Conservation Commission, who stated that she supported Lusitania Field as a natural habitat. She urged passive activity on this site.

The committee heard from Albe Simenas, 24 Tremont Street, who stated that he could not see his children crossing the road to play at Lusitania. He has misgivings about not providing an adult soccer field. He urged balancing the needs of the Fresh Pond Reservation with the ecology needs and the needs of the residents. He read to the committee the communication received from James H. Barton.

The committee heard from Louse Weed, 109 Avon Hill Street, Fresh Pond Master Plan Committee members, who stated her support for the Neville Manor Project. She requested that Glacken Field be refurbished. She stated that the Stewardship Plan would bring wildlife to a small pond. She informed the committee that it was thrilling that the only issue of disagreement is soccer. She further stated that there are a lot of people on the city fields who are from outside the city and we should protect our fields for our residents.

The committee heard from John Kernochian, 34½ Shepard Street, who stated that the elimination of a large field will be a loss for everyone. He stated that the six on six plan is a compromise for soccer but it is inadequate for adults. He presented a graph of the supply and demand of sports explosion in the city. Women's soccer has risen 76%, he said. He informed the committee that there are less fields now than in the 1980's. In 1981, he said, there was a promise to return Lusitania Field to a meadow.

The committee heard from Lois Kessin, 11 Cogswell Avenue, who stated that she has played soccer for many years and has been thrown off more fields. She stated that at the age of fifty she is disheartened that she is still looking for a field to play soccer on.

The committee heard from Kathy Genova, 6 Kelly Road, who stated that the soccer field was traded off for the project without adults being included. Women, she stated, do better getting space in Cambridge, but the time is the worst. She stated that women's soccer will skyrocket in the future and the city is in a crisis for fields. Lusitania and Glacken Fields, she said, are unsafe. Women need more regulation size fields, she said. She urged Lusitania Field be retained and kept playable under another field is found.

Mr. Robert Wolf was representing Representative Alice Wolf who was unable to attend the meeting due to illness.

The committee heard from Armando Abreu, 1121 Cambridge Street, representing the Falense Club. He informed the committee that on June 22, 1972 the club was established and that it uses the soccer field at Lusitania Field. He urged the city not to take away their field.

The committee heard from Abraham Sussman, 6 Upton Street, who stated that he has been a resident of the city for twenty-six years and a soccer coach for sixteen years. He stated that there are many lots which can be found for youth soccer. Lusitania Field, he said, is perfect for an adult field. He urged the use of a mixed use park. He stated that having a soccer field will not destroy the natural habitat at Lusitania.

The committee heard from Amina Derbali, 17 Flagg Street, who expressed her concerns for Cambridge Youth Soccer. She was concerned with the loss of a full size field. The soccer program has grown over the years as well as other programs, such as pop warner and football, she said. There has been no increase in the number of large fields, but more increase has taken place on the six on six fields. She stated that one large field at Danehy is taken out of service to refurbish it every year. She informed the committee that there are 1,200 to 1,400 children in Cambridge Youth Soccer. Her only objection to the Neville Manor Project was the elimination of the field. She submitted her comments to the committee and is attached as **ATTACHMENT F**.

The committee heard from Joe Harrington, Chairman of the Water Board, who stated that in 1920 the Water Board, the City of Cambridge and the Legislature took the land for a City Home. He stated that he supported the Home Rule Petition in June. The restriction of the footprint and maintaining the FAR are issue that the Water Board supports.

The committee heard from Larry Frisoli, representing the State Soccer Association, who stated that standards for soccer fields will be established. Cambridge fields, he said, will not meet the standards. He informed the committee that in the period 1978-1980 the City Council appropriated funds for Danehy, which was to be entirely soccer fields with one field for football. St. Peter's Field, he said, would be done over to be used for soccer - it is a baseball field. In 1979 Lusitania Field would be refurbished. In 1981 the field was dedicated and at that time there was not talk of it being a temporary soccer field. Lusitania Field was named because the Lusitania Club built the field.

The committee heard from Anne Strong, 44 Cottage Street, who informed the committee that sixty women play soccer in Cambridge. She supports the revitalization of Neville Manor, but fails to see the project being tied to the future use of Lusitania Field. She stated that 5% of the open space land at the Fresh Pond Reservation constitutes two acres of the forty acres. She stated that there must be another area where the meadow can be placed. She stated that the city could regulate the fields better. She urged that more people from various area will use the reservation if the full size field is maintained. Her comments are attached as **ATTACHMENT G**

The committee heard from John Moot, 44 Coolidge Hill Road, who stated that the Fresh Pond Reservation should not have more buildings in this area. He stated that the site selection committee did a good job, but he does not agree with the plan. The restriction of having a nursing home near the assisted living facility was unnecessary, he said. He stated that it seems strange that Cambridge would build a new nursing home when Youville is vacant. He questioned the financial need for a new nursing home since the need for nursing homes is declining. He stated that he has a list of legal questions regarding the Home Rule Petition, such as who will run the nursing home. His comments are attached as **ATTACHMENT H**.

The committee heard from John Goode, 30 Normandy Avenue, who stated his support for the plan as presented.

The committee heard from James Rafferty, 548 Huron Avenue, member of the Fresh Pond Advisory Committee, who stated that the committee reflects the variety of interests working together to come to a compromise. He informed the committee that the only element missing was a look at adult soccer. He stated that this plan is a workable compromise.

The committee heard from Peter Baptista, 17 Fresh Pond Parkway, who stated that Danehy Park is a baseball diamond. He said he did not know how long the city has been losing \$2 million on Neville Manor. This project is throwing out good money for bad, he said. He feels there is a need for more soccer fields. There are more people playing soccer than golf, he said.

The committee heard from Michael Hanlon, 28 Blakeslee Street, who stated that due to the use of state money beds at Neville Manor cannot be guaranteed to Cambridge residents. He informed the committee that the city needs to find out who is using the fields and then try to establish a priority for the use of the fields. He also stated that the city needs to build a soccer field in East Cambridge.

The committee heard from Jane Nelson, 1127 Olive Road, Belmont, member of the Friends of Neville Manor, Inc., a non-profit organization to enhance the residents of Neville Manor who stated that the residents are in a frightful state. This building, she stated, was built for the Aged and Infirm. The residents of Neville Manor did not want to go to Youville, she said. They want to remain in Neville Manor. She urged the committee that it is time the issue of the Neville Manor Project be resolved.

The committee heard from Pedro Gutterro, Stoneham, who stated that in 1994 his Latino soccer league began. His league has paid for the use of the field.

Public comment concluded at eight o'clock and fifteen minutes p. m.

10.

At the conclusion of the meeting Councillor Triantafillou summarized the next steps to be taken:

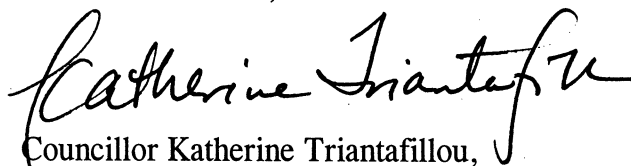
In 2 - 3 weeks, schedule a meeting with Mr. O'Brien to come back to the City Council with the Home Rule Petition

A commitment between the City and Mr. O'Brien to solve the soccer problem

Councillor Triantafillou stated that the soccer people were not intended to be excluded. She thanked the committee and all the attendees for their input and cooperation.

The meeting adjourned at eight o'clock and seventeen minutes p. m.

For the Committee,

  
Councillor Katherine Triantafillou,  
Chair

**ATTACHMENT A**

PRELIMINARY SITE DESIGN AND DISCUSSIONS

Using cardboard templates of the earlier proposed and new alternate skilled nursing facility footprints (each at 13,582 square feet, resulting in building square footage of 42,744 square feet) on a similar scaled topographic map of existing Neville Manor, committee members explored different possible siting solutions for a new building. Possible solutions were openly discussed and evaluated.

Five siting concepts offered promise and these were later drawn up with roads, parking, and service areas. Two of the five concepts eliminated the existing Neville Manor structure. These were reviewed by the committee, and their feedback and further recommendations were incorporated into revised schemes. The revised schemes were then analyzed for their Impact and Appraisal. The five schemes, related committee appraisals and site plans follow:

Scheme 1A: AXIAL COMPOSITION (see related site plan, page 07)

01. Existing assisted living facility entrance hidden behind new Skilled Nursing Facility - hurts economic viability of assisted living project.
02. Service (ambulance, deliveries and trash pick-up) to Skilled Nursing is very visible no matter where you put it.
03. Location of large parking alternative too far into woods.
04. Youth soccer field has 4'-0" change in grade over length of field.
05. Loss of 7 mature trees - building siting 2, roadway 2, parking 2 and soccer field 1.
06. Relocation of DPW/Water Department yard.

Scheme 2A: NEW CAMPUS QUADRANGLE (see related site plan, page 08)

01. New access road alignment with Moulton Street.
02. Buildings' configuration is unwelcoming and negative to open space/soccer visitors.
03. Parking too far from Assisted Living.
04. Access road and limited parking for soccer field/park.
05. Loss of 12 mature trees - buildings siting 5, roads/parking 7, and soccer 0.
06. Quadrangle on heavily contoured (sloped) site.
07. Proposed central service to Assisted Living in Quadrangle is very visible.
08. Assisted Living is more spread out and requires further walking by inhabitants.
09. Extensive regrading at proposed parking lot and related access.
10. Relocation of DPW/Water Department yard.

Scheme 3A: STREET AND PARK EDGE (see related site plan, page 09)

01. Feels like institution owns open space.
02. Creates massive wall along Concord Avenue.
03. Not welcoming to open space/soccer visitors.

NEVILLE MANOR SITE PLAN SUMMARY REPORT:  
PROCESS AND FINDINGS

04. Building much too close to Black's Nook; should not be visible.
05. Gives a very dense appearance; buildings dominate site.
06. Eliminates one youth soccer field due to difficult terrain.
07. Loss of 13 mature trees - buildings siting 6, roads/parking 7, and soccer 0.
08. Good parking building entry relationships.
09. 10'0" drop in contours along length of buildings will impact building levels.
10. Relocation of DPW/Water Department yard.

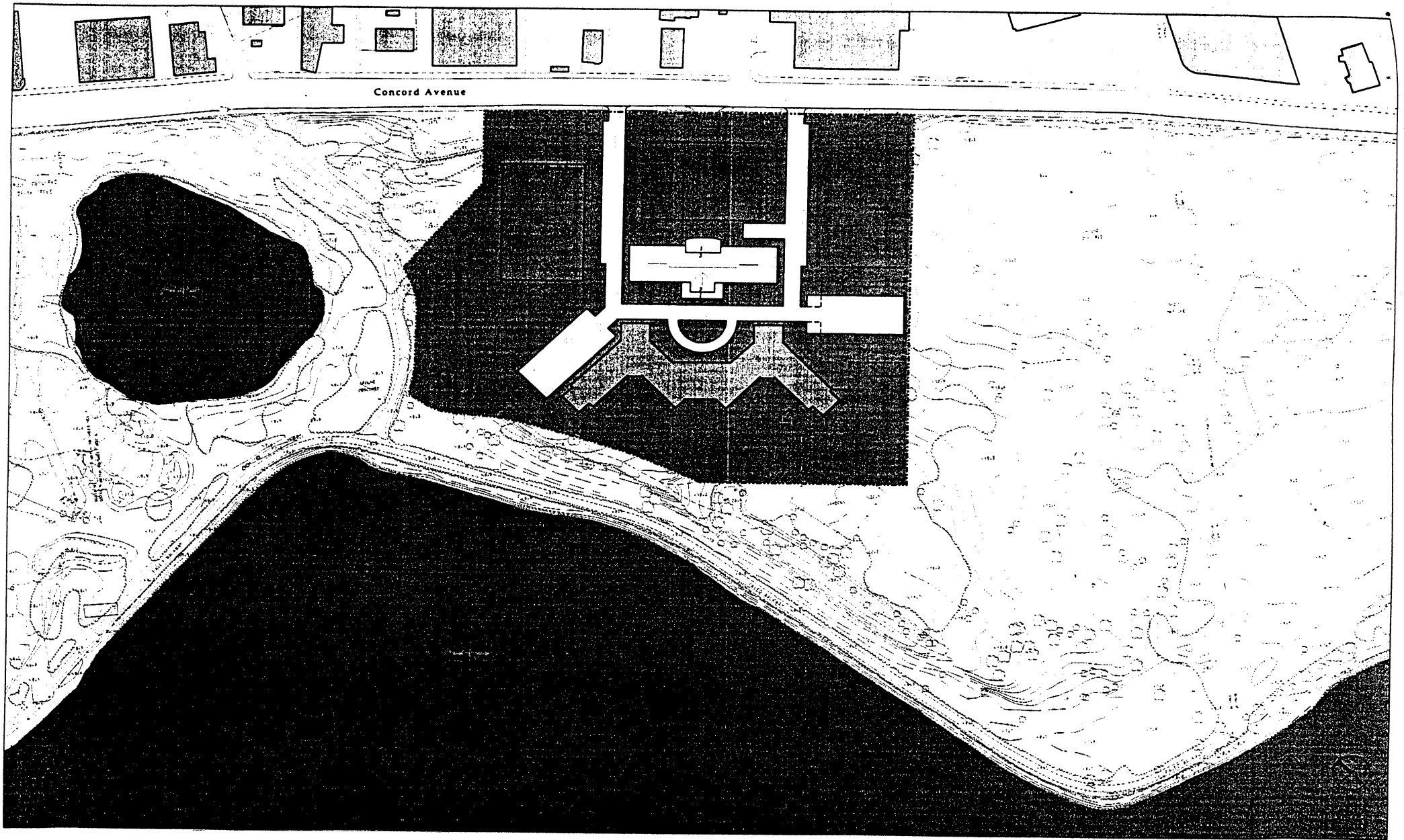
Scheme 4A: SECONDARY BUILDING (see related site plan, page 11)

01. Addresses open space issues more.
02. Public should feel more ownership of open space.
03. Revised building location minimizes mature tree removal.
04. Building not located in classified wetlands.
05. Rizzo should locate wetland boundary as soon as possible.
06. Places thin side of new building toward Concord Avenue.
07. Uses buildings and drop in contours to shield view of parking from most open space visitors.
08. Remaining soccer field has 2'-0" to 3'-0" drop over length of field.
09. Loss of 4 to 5 mature trees - buildings siting 0 to 1, roads/parking 3, and soccer 1.
10. Relocation of DPW/Water Department yard.

Scheme #5: NO BUILD AT NEVILLE MANOR (see related site plan, page 12)

01. Follow Historic Tax Credit/Historic Commission approach.
02. Maintain house and boiler building.
03. Maintain principle site road system.
04. Youth soccer field not likely to be relocated from Lusitania Field.
05. Loss of 0 mature trees - buildings 0, and roads/parking 0.
06. Sense of open space connection is somewhat improved by removal of trailer, but not as much as the removal of all 3 smaller buildings.
07. Skilled Nursing is off site, purchase new site as nearby as possible.
08. DPW/Water Department yard more likely remains on site.

At the end of the preliminary site design phase two conclusions were clear. The first was that of all the on-site schemes, 4A (Secondary Building) was held as the most desirable and seemed to have the most promise of providing a solution that best balanced public needs and the committee's goals. However, a significant number of members believed that an off-site solution was still preferable. The entire committee concluded that the next phase required a focus on locating and evaluating alternative sites for the skilled nursing facility. It was suggested that the City's recent Library Siting Project's possible sites might be used as a starting point.



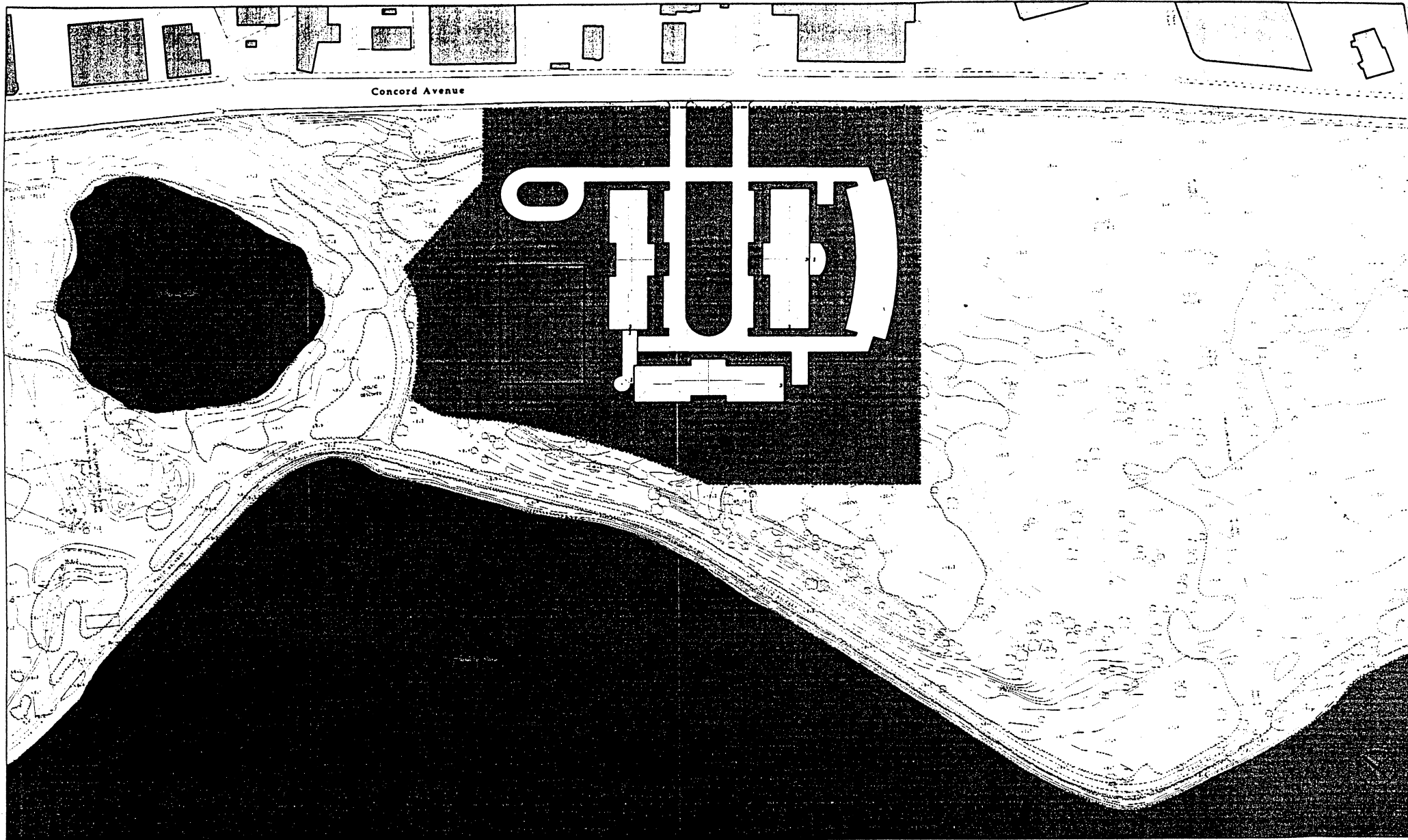
# Skilled Nursing Facility

Cambridge, Massachusetts

## Scheme 1A

November 12, 1998



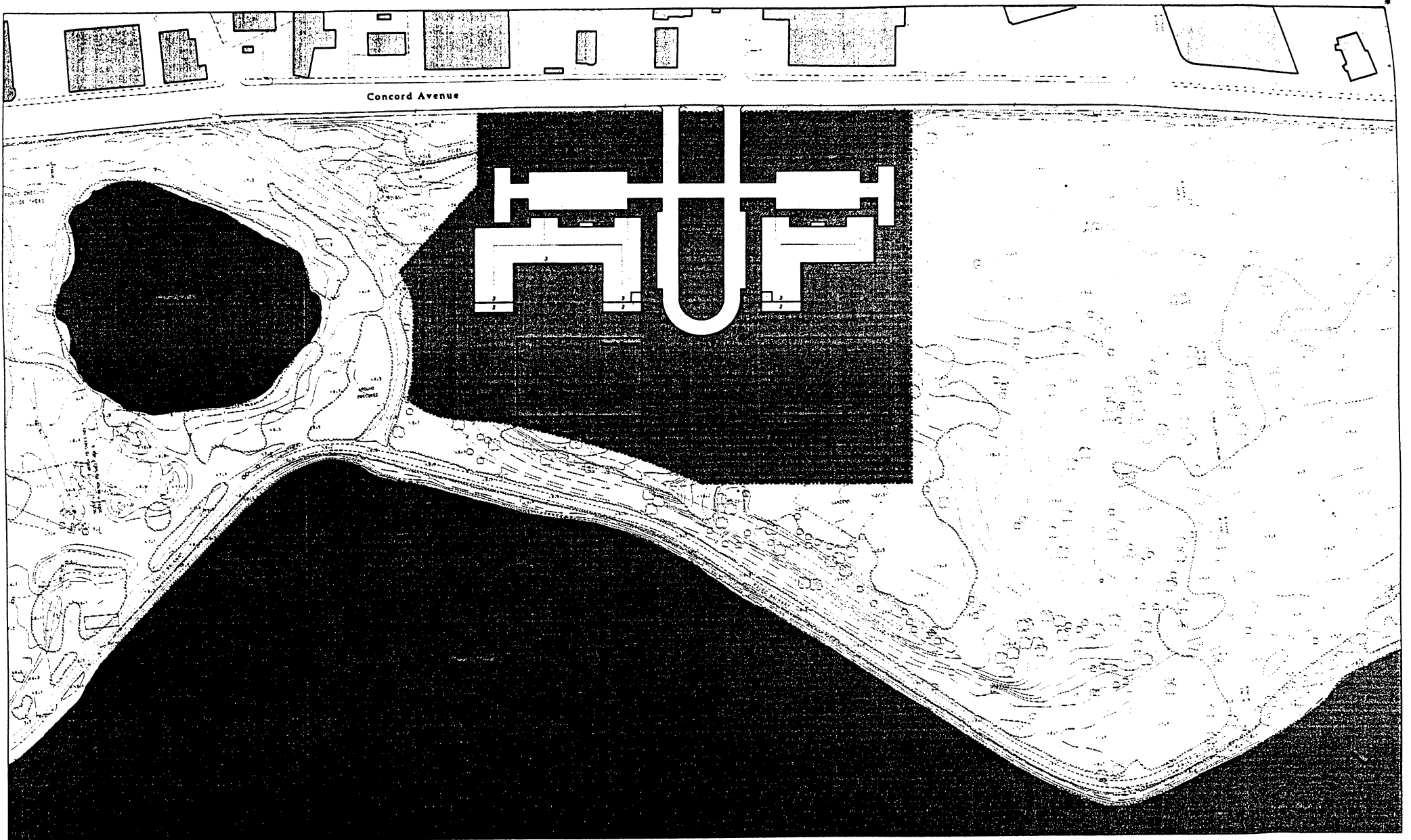


# Skilled Nursing Facility

Cambridge, Massachusetts

Scheme 2A  
November 12, 1998



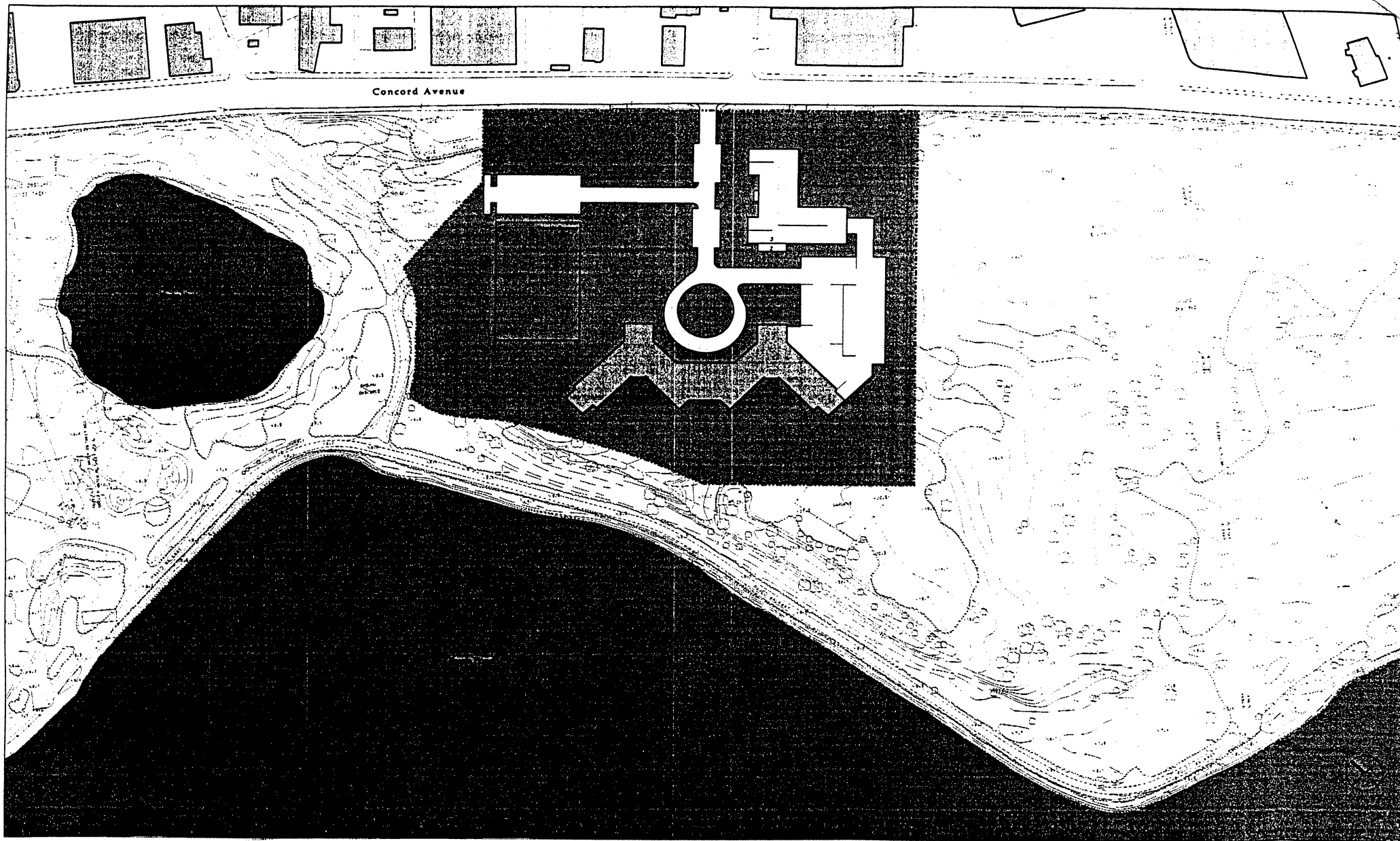


# Skilled Nursing Facility

Cambridge, Massachusetts

Scheme 3A  
November 12, 1998



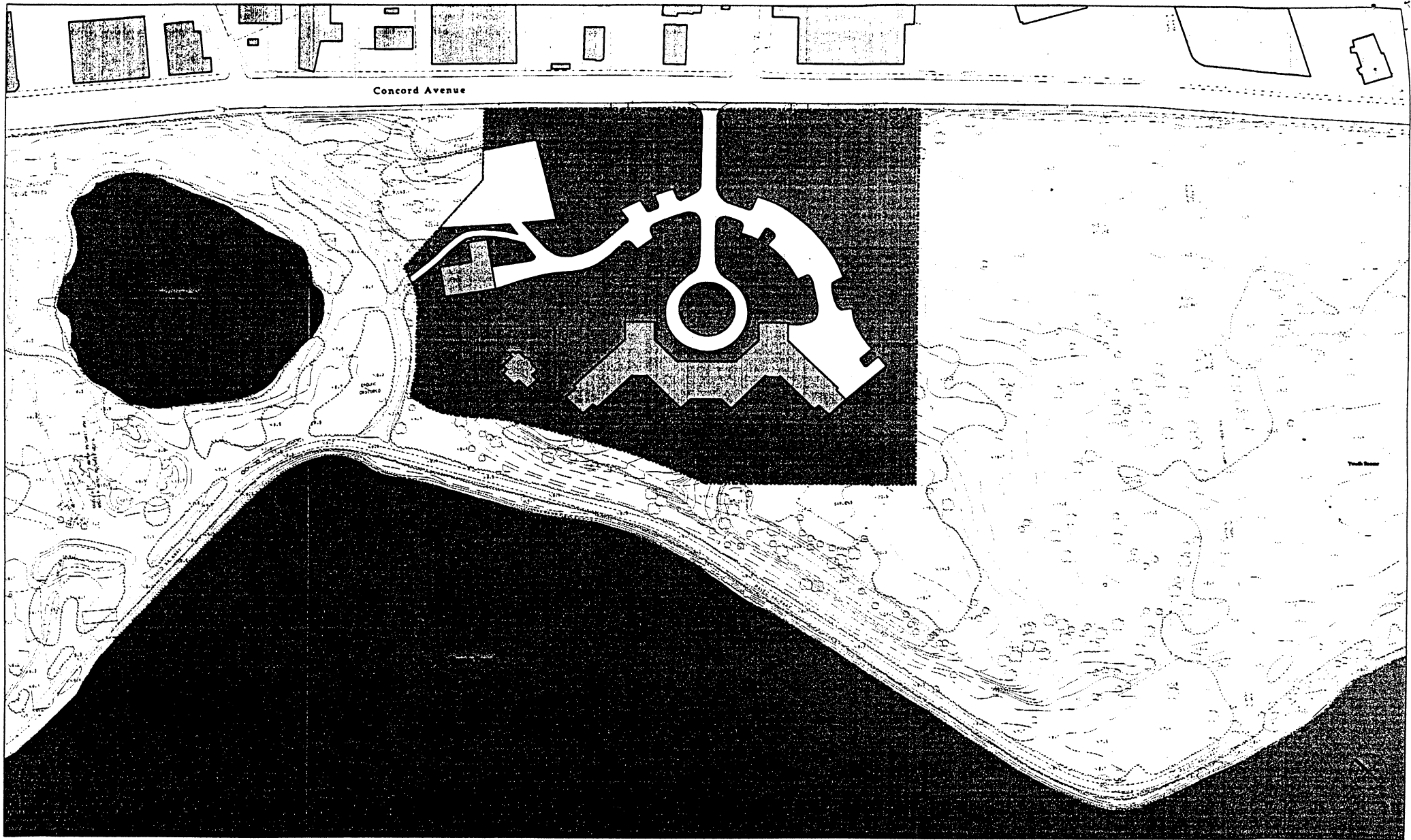


# Skilled Nursing Facility

Cambridge, Massachusetts

Scheme 4A  
November 12, 1998





# Skilled Nursing Facility

Cambridge, Massachusetts





ATTACHMENT B

City of Cambridge

5.

IN CITY COUNCIL

June 29, 1981

MAYOR DUEHAY

ORDERED: That the City Manager be and hereby is requested to confer with the Water Board with a view in mind of obtaining two temporary soccer fields at Luisitania Field until permanent soccer facilities are available at the dump site.

In City Council June 29, 1981.  
Adopted by the affirmative vote of 8 members.  
ATTEST:- Paul E. Healy, City Clerk.

A true copy;

ATTEST:

By authority of the Cambridge City Council, property adjacent to Fresh Pond Reservoir, south of Concord Avenue, was designated as a soccer field, to be known as Lusitania Field. Ordinance No. \_\_\_\_\_ . Date: \_\_\_\_\_ .

Since the passage of the Ordinance, this field has been used occassionally as a site for scheduled soccer games and frequently as an informal ball playing area. Lusitania Field is presently being upgraded for use as an interim soccer facility to replace the Portland Street Field until completion of the Sports Complex at the City Dump site.

As reservation property, the Lusitania Field is subject to the current Rules and Regulations <sup>for</sup> Cambridge Reservoirs and Watershed Properties. The following abbreviated version of those Rules will be posted at the site:

1. Hours of operation (if they are to follow the Fresh Pond hours)
2. No parking except in designated areas.
3. No littering;no pollution of the water supply.
4. No picnicing without a permit.

5. No firearms, other weapons or use of alcohol permitted.
6. No solicitation or gambling; no commercial signs, notices or lea
7. Violation of these or any other rules or regulations may result in revacation of privileges.

The following additional Rules and Regulations are hereby adopted, pursuant to City of Cambridge Ordinance Chapter 19, Sections 4, 25-34, to govern the Lusitania Field interim soccer facility and to be posted at the site:

1. Hours (if altered from th current rules)
2. All leagues and organized teams must obtain permits from the Department of Human Services for both scheduled and practice games.
3. All leagues and organized teams must provide a police detail for each scheduled game.

The following additional non-posted rules and regulations are hereby adopted to govern the Lusitania Field interim soccer facility:

1. The Department of Human Services must send copies of game schedules to the Cambridge Water Department on a ~~x~~ weekly basis .
2. No permanent physical structures may be erected on the Lusitania Field site; temporary bleachers may be provided.
3. The Cambridge Water Board accepts no responsibility for the construction, maintenance or repair of this facility.

**ATTACHMENT C**

60 Reservoir St.  
Cambridge, MA 02138  
March 30, 1998

Katherine Triantafillou  
90 Reed St.  
Cambridge, MA 02140

Dear Councillor Triantafillou:

I am very concerned with the process and sequence of events that has lead up to the current state of the Neville Manor Development Project.

I have attended several public meetings and read all the literature supplied by the Cambridge Housing Authority and the Cambridge Public Health Commission regarding the proposed change of use and taking of open space within the Fresh Pond Reservation.

Few would deny that projects to house and support particular groups of needy Cambridge residents of any age are worthwhile and worthy of tax payer support. But questions as to the best models to serve low and moderate income elderly from Cambridge/Somerville and other areas need to be separated from the issue of where any of these projects should be sited.

Without input and approval from the City Council, from the Water Board, or from the State of Massachusetts, and before getting input from the general public, the following actions were taken by the Health Commission and/or Housing Authority:

- (1) They determined that to wipe out an annual \$2 million operating deficit at the Neville nursing home, the Fresh Pond Reservation site should be further developed.
- (2) They decided that the development within the reservation will consist a public housing facility for elders and a new 3-story nursing home.
- (3) They selected development partners to build the facilities and a for-profit management company to run the new facilities.
- (4) They hired an architect who has drawn detailed plans for the site

Underlying the siting of this project and other proposed projects at Fresh Pond is the notion that the Reservation is "free land" (because it is already "owned" by the City); thus, it should be made available to worthwhile projects. The Water Board recently voted unanimously against the siting of this project or any change of use within the Reservation. So often missing from Development proposal calculations is the value of the parkland being taken. What does it cost in today's dollars to create parkland. What might it cost in the future?

It is time to step back and take the long view before proceeding any further on the siting of the proposed Neville project. In this densely populated, open-space-poor city, the Fresh Pond Reservoir and its surrounding Reservation is a precious and finite resource, designated by state law as one of the Commonwealth's "Great Ponds." In 1884 the state of Massachusetts "delegated" the stewardship of the pond to Cambridge to "preserve the purity of the waters" and "protect and improve the shores and the vicinity thereof.." (Chapter 256 of the Acts of 1884). Excluding the golf course, less than 50

areas remain within the boundaries of the original woodland, wetlands and meadows surrounding this ancient glacial pond.

A 1978 report commissioned by the Cambridge Community Development Department, warned that "encroachment by non-park facilities and uses is a common plight of urban parks which possess open lands. Nevertheless, the City of Cambridge should not in the future provide for any further expansion of built facilities within the reservation. Such uses should be restricted to areas elsewhere in the City."

Twenty years later we face the same challenge—to avoid the temptation to sacrifice our City's natural heritage. I ask you, please, before allowing any further public funds be expended on redevelopment planning for Neville Manor to require the following:

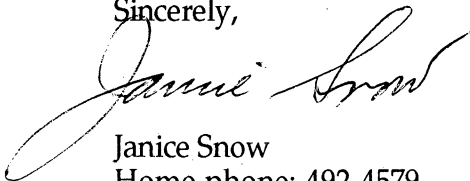
- (1) serious alternative site evaluation for placement of nursing and assisted living housing facilities
- (2) careful long-term, open-book, cost-benefit and comparative analysis of proposed plans and alternatives
- (3) determination of current Water department needs and long term (20-30 yr.) projections of space needs for watershed management and other water department needs
- (4) accurate statistics as to currently available nursing home beds in the Cambridge/Somerville area and short term as well as long term projected regional demand.

I have been very impressed with the commitment and intelligence of the City team that has been working on the Neville project. Surely this talented, experienced group can, with the encouragement of the Council and City Manager, and interested citizens develop creative and serious alternatives to the proposed site. And surely Fresh Pond Reservation is no less important a resource to preserve as is the open space around the Main Branch of the Library where an alternative siting process has been implemented.

We can still serve the health needs of our elderly and other needy groups without sacrificing the public open spaces reserved for us all, where young and old of all incomes backgrounds and areas of Cambridge can actively enjoy and learn about our City's natural heritage.

There is no alternative site for the Fresh Pond Reservation and the irreplaceable glacial pond it surrounds and protects.

Sincerely,



Janice Snow  
Home phone: 492-4579

**ATTACHMENT D**

**Janet Burns    57 Frost Street    Cambridge    02140**

January 16, 1999

To:    City Council Committee on Health and Hospitals  
         Katherine Triantafillou, Chair

From:   Janet Burns  
         Co-Chair, Committee on Public Planting  
         Member, Neville Manor Site Plan Advisory Committee

Re:    Recommended Neville Manor Site Plan

The recommended site plan for Neville Manor addresses a range of issues, which is the result of a collaborative effort by the Advisory Committee, and should be seen as a widely supportable plan, respectful of the reservation. To address open space and watershed concerns raised about the first plan, it was necessary to consider other options in creating a new site plan. For some of us, a viable new plan would be one that contributed substantially to the reservation.

In this context, the Neville Manor Site Plan Advisory Committee was charged with producing a recommendation for siting of assisted living housing and a skilled nursing facility. As the committee reached the point of eliminating off-site locations for a new nursing home, identifying consequential benefits for the reservation became a priority. The plan needed a positive outcome for the reservation as a whole. Reclaiming Lusitania Field as meadow was adopted as an appropriate action because it is near the Neville site, the means are at hand to transform it into an important habitat area after its use as a construction staging area, and the Water Board very much wants this change. This action is one of 12 elements comprising the recommended site plan. Other elements include ways for the Neville site itself to fit gracefully into the reservation setting.

The City Council vote in June, in favor of the home rule petition for redevelopment of Neville Manor, showed commitment to assisted living housing and a skilled nursing facility. Councilors can show support for the reservation by accepting the 12 point plan arrived at by the Neville Manor Site Plan Advisory Committee and submitted to the City Manager. Point #5 is a key provision: "Returning Lusitania Field to a natural state based on consultation with the Fresh Pond Master Plan Advisory Committee, Conservation Commission, and Water Board." The soccer field at the reservation was allowed as a stopgap before Danehy Park was built. Use Continued after new fields were available, despite Lusitania's poor conditions and dangerous access; and, despite repeated requests by the Water Board for its return to passive use. Ending this use is overdue. In the context of major capital improvements at Fresh Pond, and the indepth master planning process underway, closure on Lusitania Field at this time sends the right message about the reservation as a part of our water supply system. This message could also make a difference with the Local Affairs Legislative Committee if it is part of the presentation on Neville redevelopment when the revised home rule petition is submitted.

**ATTACHMENT E**

January 14, 1999

The Honorable, Councillor Katherine Triantafillou, Chair  
Health and Hospital Committee  
Cambridge City Council, City Hall  
Cambridge Massachusetts

1999 JAN 12 P 4:18  
OFFICE OF THE CITY CLERK  
CAMBRIDGE, MASSACHUSETTS

Dear Councillor Triantafillou:

I am writing in support of the Neville Manor plan which you now have before you. I was a member of the Neville Manor Site Plan Advisory Committee which prepared that plan. I had long hoped that I could come in person to speak in support of it, but cannot, because of a previous commitment of very long standing; therefore, I respectfully request that you make this letter a part of the official record of your public hearing.

As you know, the Committee was appointed at the beginning of summer to represent important constituencies which had recently been at odds with each other. We held nearly weekly public meetings nearly every week throughout the summer and early fall. We alternated between Neville Manor and at City Hall and between mornings and afternoons to make participation possible for many different people with many different demands on their time. After several months, we came to unanimous agreement on the plan you are now considering.

Remembering where we were at the beginning of summer. I hope you will agree that our plan, should you approve it and the Council approve it, and should the State Legislature approve our Home Rule Petition, would represent an extraordinary achievement in bringing together people of differing interests and opinions and personalities for the common good and the good of many varied constituencies.

I hope you will give careful thought to the risk that dismembering our plan might well represent an act of violence to it that could make that achievement impossible.

In closing, I would like to speak briefly about the great good which I have long been hoping we can realize for two very large but up to now publicly very quiet constituencies.

The first consists of the hundreds and hundreds of Cambridge residents who run, jog, or walk around Fresh Pond several times a week, if not everyday, often accompanied by their dogs and sometimes by their children in carriages. Engaged in unorganized and largely passive recreation, these quiet people may well represent the single largest constituency that the Reservation has.

We're proposing to spend \$20 million at Neville Manor for the benefit of people who members of this large constituency don't know at a site that few of them visit.

But we're also proposing to restore Lusitania Field as a natural area, greatly enhancing the recreational value of the Reservation for the many members of this large and varied group.

The prospect of recovering Lusitania is giving them strong reason to support us. And the costs will be covered by funds already budgeted for the new Water Treatment plant.

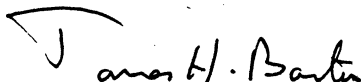
The second constituency for which we can do great good consists of Cambridge public school children and their teachers who come to the Reservation regularly from every primary school to study the basics of ecology. I know about them because I've worked with them on birds for more than 10 years, including children and teachers from the Haggerty School, the Tobin School, the Graham & Parks School and the Amigos program at the Robert F. Kennedy School.

At Black's Nook, at the northwest corner of Fresh Pond, public school children and their teachers have long had the opportunity to study the life of a small shallow pond. But they've had no opportunity to study the very different wildlife habitat of the only meadow we have in Cambridge, because our only meadow is at Lusitania and has been subject to very heavy stress.

By proposing to restore Lusitania as a natural area we're proposing to create an educationally priceless resource for the Cambridge School Department's Maynard Ecology Center, a site where kids can discover caterpillars in May and chase butterflies in June and learn what responsible management of natural resources means. I hope and trust you will keep those kids in mind.

Thank you for giving me the opportunity to continue seeking to contribute to our community.

Yours,



James H. Barton  
130 Appleton Street,  
Cambridge, Massachusetts 02138

Associate Member, Cambridge Conservation Commission  
Member, Fresh Pond Master Plan Advisory Committee  
Member, Neville Manor Site Plan Advisory Committee

cc: D. Margaret Drury, City Clerk

1999 JAN 12 P 4: 18  
OFFICE OF THE CITY CLERK  
CAMBRIDGE, MASSACHUSETTS

**ATTACHMENT F**

**Remarks to the City Council**

**Subcommittee on Health and Hospitals**

from Amina Derbali, President of Cambridge Youth Soccer.

I am here to address the subcommittee to express CYS concerns about the proposed plan for the Neville Manor expansion project, only in that it does not provide for the renovation and reopening of the existing full-sized playing field called Lusitania.

CYS appreciates the City's allowing CYS use of fields in Cambridge. We feel that we have a good working relationship with the Recreation Dept. and the Dept. of Public Works regarding use and maintenance of the fields. Our Fields Coordinator, Bruce Houghton, has collaborated closely with both departments as our soccer program in Cambridge has grown over the past 18 years, and he has tried to raise awareness of the need for more and better quality field space for our program and other recreational sports programs in the City.

We were dismayed to learn that the current Neville Manor proposal does not include any provision for returning the Lusitania Field to a full-sized soccer field when construction of the water treatment plant at Fresh Pond is completed.

We lost use of the Lusitania field when this work began last year, which significantly reduces the already constrained space that we can use for practices and games. Only Danehy Park and Russell Field have full-sized fields. These fields are in constant use for youth soccer, Pop Warner football and adult league soccer games and, despite heroic efforts by the City, are deteriorating rapidly as a result. Every year, one out of the four large fields at Danehy is out of service in order to perform the maintenance that is needed to keep the fields viable. The fields at Russell are badly in need of work.

To give you some idea of the CYS population that uses fields in the City: CYS has 1,200 to 1,400 children participating each ten week Fall and Spring season. Their ages range from 6 to 19. We have two programs: an in-town recreational league with teams

that play all of their games in Cambridge and a travel league that plays against other towns so half its games are in Cambridge. The in-town teams all play on smaller fields, fielding 6 players on each side at a time; however this is a large program with over 70 teams, which play at 7 different fields around the city. Twelve of the 30 travel teams play on smaller fields, and the remaining 18 teams play on the full-sized fields. All the travel teams play at Danehy. To accommodate our large number of teams, one of the full-sized fields at Danehy is divided to allow two 6 v. 6 games to take place simultaneously.

All but the very youngest children have team practices at least once a week, with games on Saturday and sometimes Sunday. Teams whose games are on full-sized fields have as many as 22 players, so it is important to be able to have enough practice fields that will accommodate that number. Lusitania was used regularly as a practice field; five teams and almost 100 children practiced there. In the fall, CYS shares field space with the High School soccer teams (6 total), the High School football teams (2) and Pop Warner Football that is also a growing program. In the spring, baseball and softball limit the use of some field spaces.

There is clearly a shortage of field space in the City and we have urged that plans for future development, for example for the Com/Energy site, include open active recreational space, in other words, sports fields. There are several initiatives that the City is planning to improve its sports facilities, including a football stadium at Russell Field and a track at Danehy. We certainly support these initiatives, but want to point out that they will reduce the number of available soccer fields. At Russell, we would lose one full-sized field and likely access to the other field unless the stadium field is designed as multi-use, and at Danehy we would lose the new 6 v. 6 field that was put into service last fall. CYS had been encouraged to learn that the Neville Manor plan provided for a new 6 v 6 soccer field; this in addition to a renovated Lusitania Field would represent a welcome net addition to the City's fields inventory. It is dismaying therefore to contemplate a proposal that excludes the Lusitania renovation and reduces the number of already in adequate number of full-sized fields.

Anne M. Strong  
44 Cottage Street, Cambridge, Massachusetts 02139  
Phone: (617) 576-4730 Fax: 491-2245

Remarks to 1/14/99 hearing of the Subcommittee on Health and Hospitals  
of the Cambridge City Council

Re: Lusitania soccer field at Fresh Pond

I support the City's proposal for revitalizing Neville Manor, and I fail to see the logic of its being tied to the future of Lusitania field. A soccer field does not detract from open space; a soccer field *is* open space. The dispute here is about the use to be made of a parcel of open space that constitutes less than 5% of the Fresh Pond Reservation (less than 2 of the 40 Acres, not counting the golf course).

The soccer field is proposed to be eliminated so that a marsh/pond and meadow can be constructed in its stead. Is there truly no other location in the entire 40 Acres where these features could be located? There already is one marshy pond and the plans call for 3 or 4 other meadows along the shore near Concord Ave. Surely there must be other low, wet areas where a new marsh pond could be developed as well.

With our city's notorious shortage of active recreation open space, we should be *increasing* our supply of soccer fields, not taking away the important resource that Lusitania is. To the extent that concerns about littering, poaching, or other unpermitted use are driving the proposal, I say that the City could regulate the field's use better and minimize such problems, especially where the Master Plan calls for full-time staffing of the Reservation.

More people from *different* parts of Cambridge will come to the reservation if it continues to have a full-size soccer field than if not; once there, many folks will linger to appreciate some of the more nature-oriented aspects as well. On the other hand, without the full-size soccer field, the Reservation's appeal will be less diverse, and it will more predominantly serve only the people living nearby.

Thank you for your consideration.



cc: Cambridge City Council  
City Manager Robert Healy  
Fresh Pond Master Planning Advisory Committee

Neville - 1/15/99 - Moot

1

January 14, 1999

To: The Health and Hospital Committee of the Cambridge City Council

From: John R. Moot, 44 Coolidge Hill Road, Cambridge

**Subject: The Redevelopment of the Neville Manor Nursing Home**

In the redevelopment of Neville it is proposed to convert the existing building into assisted living and to build a new nursing home on this site. No new building should be build in the Fresh Pond Reservation.

- 1.- This important park land should be preserved forever as park land.
- 2.- The case for the conversion of Neville to an assisted living facility and the construction of a new nursing home on this site next to the existing building has not been satisfactorily made.
- 3.- The financial plan for the project appears to have some serious weaknesses.
- 4.- There are several significant legal hurdles to be overcome.

1.- No building should be built on the Fresh Pond Reservation.

Cambridge has a shortage of recreation space, and Fresh Pond is the largest such parkland owned by the City. It contributes to the quality of urban life in Cambridge in many ways as Central Park does for New York City.

We need more relief from the increased density of the City and serious traffic congestion. As the metropolitan area becomes more built-up, open spaces in the urban core will become even more important than they are now. For more than a century, the significance of the Fresh Pond Reservation on the quality of life in Cambridge has been recognized.

In its report to the Cambridge Water Board in 1894, the landscape firm of Olmsted, Olmsted and Eliot stated, "It appears that the Water Board land abutting Fresh Pond affords the only opportunity Cambridge possesses for the making of a real park - that is, the making and preserving of a broad landscape of an interestingly natural and picturesque character". Neighborhood parks "cannot supply that particular refreshment that city people find in broad scenery."

The National Recreation Association in 1962, in its report on recreation in Cambridge, pointed out the shortage of open space and recommended that: "Because of the shortage of recreation space in terms of minimum standards, no recreation areas owned by the City or the MDC should be devoted to non-recreational purposes..."

Preservation of our green space ought to be foremost in our goals for the future.

2.- The case for the conversion of Neville to an assisted living facility and the construction of a new nursing home on this site next to the existing building has not been satisfactorily made.

Additional affordable assisted living units in Cambridge would be welcome, but the Fresh Pond Reservation is not the only place to build them. The projected cost comes to \$152,000 per resident for remodeling the existing building. And there is no cost for the land included. The cost to construct assisted living units elsewhere in the city are not likely to be much higher. Sites may take time to find, but they could be spread out in the neighborhoods where the residents would feel more at home.

The construction of a new nursing home in this time of shrinking demand seems precarious. The demand for nursing beds is declining, as the Cambridge Housing Authority recognizes. The plan is for only 100 beds to replace 179, and the Authority believes that is adequate at this time. There has been no visible evidence of an inadequate supply in Cambridge. When the administration of Neville chose to reduce occupancy from 179 to well below 100, they had no problem. When Youville closed its large nursing home, there was no visible hardship. There were no petitions, no protests.

Because there is a surplus of beds in the state, the patients could have found places elsewhere, not too far from home for visitors.

If the decline in demand continues for ten or twenty years, this proposed new facility might be empty. Then, what can you do with a building with its use restricted by State legislation to nursing or assisted living? The Home Rule Petition, if passed, would include this use restriction. Now does not seem to be a propitious time to invest \$10 million in a new nursing home.

If the City feels an obligation to existing residents of Neville, and wishes to continue in the nursing home business in spite of the downward trend in demand and federal subsidies, then the City must figure a way to utilize the empty space at Youville. We understand that there are legal obstacles, but it is difficult to believe that a building at Youville should remain empty while Cambridge builds a new nursing home.

If Neville is to be converted to assisted living and a new nursing home is to be built, the case for locating it on parkland next to Neville has not been made. No adequate evidence has been presented to make the case for placing the nursing home near the assisted living. It might work well. It might not. Those in assisted living might not like to be confronted every day with their possible future in a nursing home. It might be better to have the nursing home near a hospital, but that is not essential. The nursing home can stand alone.

The principle laid down to the Site Selection Committee that the nursing home must be within a mile of Neville, unreasonably restricted its options. The site selection should be redone without that constraint.

### 3.- The financial plan appears to have some serious weaknesses.

#### For the Nursing Home

The cost of \$10 million to construct a new facility for 100 beds works out to be \$100,000 per bed. With the demand for nursing homes in decline and federal and state financial support insecure, Cambridge would be taking an unreasonable risk. It could be building a white elephant. And what do you do with an empty nursing home on the Fresh Pond Reservation?

The stated purpose of this project is to eliminate a \$2 million a year operating deficit. The major part of the reduction in operating costs would come from reducing wages, not increasing efficiency. Only an estimated \$200 to \$300,000 will be saved in operating efficiencies. The balance of \$1.7 million comes from cutting wage rates about 25%. The staffing is projected at 100 for 100 beds, the same as the past 180 staff for 179 beds. Risking \$10 million for a net savings in efficiency of \$300,000 does not, on the face of it, seem to make sense.

Furthermore, the ability to reduce the wages by \$1.7 million may be blocked by the 1996 legislation that established the Cambridge Public Health Commission (CPHC), which provided that wages and salaries of employees who transferred from the City to CPHC "shall not be impaired".

For Assisted Living

The success of the proposal to convert Neville to affordable assisted living depends upon an insecure base of Federal and State financial support. Construction costs were estimated at \$11.5 million on 11/19/98. \$4.5 million is to come from a mortgage, presumably from Mass Housing Partnership. What security is Neville Community Partners (NCP) offering? Low Income Tax Credits (LITC) is budgeted for \$3.4 million, but this is not certain. Competition for these funds is severe. \$1.4 million is budgeted for Historic Credit Equity, but that is not a sure thing. Will this financing plan work out? If not, what happens?

The operating budget for the assisted living is based upon major federal and state subsidies in the form of Section 8 subsidies and Group Adult Foster Care payments. Does Cambridge have adequate Section 8 subsidies to allocate 39 to this project? What does that switch in allocations do to support for other affordable housing in Cambridge?

Because LITC funds will be used for construction 39 units must be for residents earning less than 60% of median income ( \$23,775 for one person, \$27,188 for two) and these residents will pay only 30% of actual income. The subsidy from Section 8 is estimated at about \$550 and GAFC funding at \$1025 per month. In the budget of 11/19/98, the average income of these residents estimated at close to the maximum to qualify, about \$24,680/year. As a result the estimate, rental income in the budget are the maximum possible, neither realistic nor appropriate for this project. How sure are we of those subsidies from Section 8 and GAFC in the years ahead?

The affordable assisted living financing appears to be on insecure footing, and it absorbs a large number of the Section 8 subsidies. What happens if the assisted living develops operating losses. CASCAP and the Housing Authority, both creations of the City, must cover the losses. How?

**Neville - Legal Issues - 1/11/99 - JRM**

Legal questions and issues

MEPA - Mass Environmental Protection Act - Requires an ENF, Environmental Notification Form, be filed with Secretary of Environmental Affairs, who will decide if an EIR, Environmental Impact Report, is required. Has the ENF been filed? This report is due before any final decision is made.

There is a State moratorium on building nursing homes until May, 2005. Existing facilities may file for replacement. Has this been done and a permit granted?

Will the contract for management of the Nursing Home need to be resubmitted for bid because Prism Health Group has withdrawn as part of the Neville Community Partners (NCP) team? Has a new company been selected to provide management of the facility? If a new partner has been selected, has the contract been opened up again for competitive bidding?

What are the terms of the arrangement between the Cambridge Public Health Commission and NCP (Neville Community Partners) and among the members of NCP? How are profits figured and what share goes to each of the for-profit organizations? Or is each one on a contract? If so, what are the terms of the contracts? If there is an operating loss, who absorbs the loss and what percentage of it?

For the Assisted Living Facility, Low Income Tax Credits(LITC) will be a major source of capital. To receive LITC, the project must maintain 39 units, 55% of the 71 units planned, for elderly residents earning less than 60% of median income. Residents of these units will be required to pay only 30% of their monthly income for rent. NCP plans to use Section 8 subsidies and Group Adult Foster Care(GAFC) payments to make up the difference. If the income of the residents in these units averages less than \$500 per month each, will Section 8 and GAFC make up the difference now? And for the foreseeable future?

Property ownership. NCP (Neville Community Partners) a not-for-profit organization with a board on which the majority are appointed by CHsgA and CASCAP, and NCP will own the buildings and have a 99 year lease from the City. The NCP does, however, have two for-profit members. If there is an operating deficit, the NCP will be responsible for raising the funds to cover losses. From where? If it does not and goes bankrupt, who will then own the building? If the new owner does not wish to use the building for a nursing home, does he have any options?

Wages at the new nursing home. The 1996 act establishing the Cambridge Public Health Commission(CPHC) provides that wages and salaries of employees who transferred from the City to CPIIC "shall not be impaired". Can the wages be reduced by \$2 million as proposed?



December 3, 1998

Robert W. Healy  
City Manager  
City Hall  
Cambridge, MA 02138

Dear Mr. Healy,

I am writing in response to City Council Order #036, dated 11/2/98 to report on the legislative strategy to secure legislative approval for the Neville Manor Nursing Home - Assisted Living Home Rule Petition.

Over the past five months, since the legislature declined to approve the home rule petition, we have been working on two tracks, to 1) develop more support in the community and 2) to resolve concerns about the legislation held by legislators and the Inspector General's office.

When we submitted the home rule petition in the final weeks of the last legislative session, it was apparent that the tight timeline made passage an uncertain proposition. As it turned out, there was not enough time to address the issues and concerns raised by the legislature and the Inspector General's office. At the same time, there was still vocal opposition to the proposal at the local community level, particularly amongst open space and water quality advocates.

Since July, representatives of the city, the Cambridge Health Alliance, and the Neville Communities, Inc. have been participating in the Neville Manor Site Plan Advisory Committee with the citizen chairs of the four city boards most concerned with water quality and open space issues - the Cambridge Water Board, the Public Planting Committee, the Conservation Commission, and the Fresh Pond Master Plan Advisory Committee. We are happy to report that this group has recently approved a consensus proposal for the siting of the nursing home and assisted living facility. This proposal addresses the concerns of all parties. It was reviewed with attendees to the community educational workshops that we hosted on November 19, 1998. There will also be a public hearing devoted strictly to the committee's conclusions and recommendations. This workshop is scheduled for December 9, 1998. The work that has taken place in this committee over the past five months has served to significantly increase support for the Neville Manor redevelopment proposal.



Our second track has been to address concerns expressed by legislators and the Inspector General's office. Towards this end, representatives of the Cambridge Health Alliance have met with Rep. Tim Toomey and Rep. Alice Wolf, both of whom offered valuable advice on improving the chances for success of passage of the legislation. Representatives of the City, the Alliance, and the Partners also met with Rep. Marie Parente, Chair of the Local Affairs Committee, to discuss her concerns with the legislation. We expect to meet with her again prior to submission of a revised home rule petition to her committee. Finally, representatives of the City, the Alliance, and the Partners met with officials in the Inspector General's office, who suggested some minor changes which would address their concerns with the legislation.

As a result of the work described above, we are redrafting the home rule petition, and anticipate submitting a revised version for the Council's consideration at a meeting in December, 1998 or early January, 1999. We are confident that this revised version of the legislation will meet with significantly greater support both from the community and from the legislature.

If you have any questions regarding this matter, please contact me at 498-1001. Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read "J. O'Brien". The signature is fluid and cursive, with a prominent initial "J" and a long, sweeping underline.

John G. O'Brien  
Chief Executive Officer



CITY OF CAMBRIDGE  
CAMBRIDGE, MASSACHUSETTS 02139

TEL 349-4300  
FAX 349-4307



EXECUTIVE DEPARTMENT  
ROBERT W. HEALY  
City Manager

RICHARD C. ROSSI  
Deputy City Manager

November 30, 1998

Robert W. Healy  
City Manager  
Cambridge City Hall  
Cambridge, MA 02139

Dear Mr. Healy:

On July 6, 1998, you appointed a Neville Manor Site Plan Advisory Committee to make recommendations to you concerning the siting of a proposed assisted living and skilled nursing facility. The membership of the Committee included individuals who had initially opposed any new building at Neville Manor as well as those who had been proponents of building a new skilled nursing facility on site. I am pleased to report that after much hard work, the Committee has unanimously agreed on a recommendation to you.

The Committee met 14 times in formal session over five months, and there were several additional informal sessions involving tours of the site as well as of possible alternative sites. Dennis Carlone was hired as an architectural and urban design consultant for the Committee, and he did both design work and research on alternative sites for the Committee. During our preliminary phase, the Committee considered the goals and principles to guide its work and looked at three different scenarios: (1) building a skilled nursing facility on site and renovating the Neville Manor building for assisted living; (2) demolishing the Neville Manor building and building two new buildings on site closer to Concord Avenue; and (3) renovating Neville Manor for assisted living and finding an offsite location for the skilled nursing facility.

The Committee considered five different siting concepts for the two buildings on site, including two that called for demolishing the existing nursing home. After extensive discussion and analysis, the Committee selected one of the designs, Scheme 4A, as the most capable of meeting the Committee's goals. Because an offsite location for the skilled nursing facility was still the preference of several group members, the Committee agreed that the next phase of our work was to evaluate offsite locations.

Fifteen different sites were evaluated initially, and the Committee eventually narrowed the sites to five for further evaluation. One of the sites was dropped from consideration because of uncertain pollution levels and likely delays in development. The remaining four sites were evaluated based on size and shape of parcel, availability of site, access to open space, proximity to existing site and program suitability. Although three of the four sites were deemed suitable

overall, none of the sites were available for sale.

The Committee then refocused our efforts on Scheme 4A. Numerous refinements were made to the proposed site plan 4A.. The Committee then began to focus on the additional elements of our recommendation concerning the siting of the skilled nursing facility and the improvements to the Reservation. The twelve elements of the site recommendation are as follows:

1. Siting of the skilled nursing facility on the Neville Manor site in a manner that is consistent with the Home Rule Legislation adopted by the City Council on June 30, 1998, concerning the total allowable footprint and square footage, the restrictions on use of the facilities and the return of the remainder of the site to the Fresh Pond Reservation.
2. Siting of the skilled nursing facility on the Neville Manor site in a manner that least harms significant trees, and avoids wetlands and other sensitive areas. (Significant trees to be added to site to at least replace any trees removed.)
3. Removal of the subsidiary buildings (with either the retention of below ground floor of the administration building for the boiler operation or inclusion of power plant in new or existing building) with the result that the total square footage of building footprint for all buildings on the Neville Manor site shall not exceed 51,034 square feet and the total usable floor area in such buildings shall not exceed 150,000 square feet.
4. Building a youth soccer field on site with minor support parking.
5. Returning Lusitania field to a natural state based on consultation with Fresh Pond Master Plan Advisory Committee, Conservation Commission and Water Board.
6. Relocation of the DPW/Water yard to an offsite location and possible retention of small area for nursery. (Relocation efforts to begin immediately.)
7. To protect the Watershed, use of best management practices in the assisted living facility and the skilled nursing facility.
8. Return of land not used for the two facilities to the Reservation to be maintained as green vegetated open space protected by conservation easement or other regulatory measures.
9. Ensure that landscape design and parking for the skilled nursing and assisted living facilities are consistent with the proposed stewardship plan for the entire Fresh Pond Reservation.
10. Commitment to long term funding and management plan for the proposed Fresh Pond Reservation stewardship plan
11. The permitted uses of the Neville Manor site shall be a nursing home, assisted living facility, local water board or other municipal use related to the care and maintenance of Fresh Pond, and all other uses specifically related thereto.

12. The Maynard Ecology Center will be accommodated within the Neville Manor site.

The Committee has voted unanimously to recommend to you a siting plan for the skilled nursing facility that maximizes open space, meets the needs of the existing residents of Neville Manor, and provides significant benefits to the public in the protection and enhancement of the Fresh Pond Reservation. I am pleased, on behalf of the Committee, to forward this report to you for your consideration.

Very truly yours,

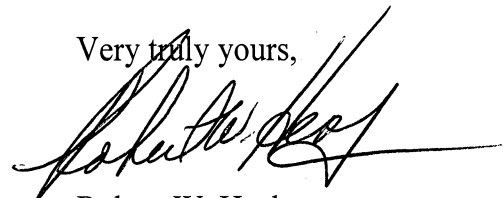
A handwritten signature in black ink that reads "Richard C. Rossi". The signature is written in a cursive style with a large initial "R".

Richard C. Rossi  
Deputy City Manager

The third document is a response from John O'Brien, Chief Executive Officer of the Cambridge Health Alliance outlining the activities of the City and the Cambridge Health Alliance to address the concerns that were raised by the State Legislature when the Home Rule Petition was before the Local Affairs Committee. As Mr. O'Brien's letter indicates, there have been meetings with the Representative Parente, House Chair of the Local Affairs Committee to discuss her concerns and there were meetings with State Representatives Tim Toomey and Alice Wolf who offered advice on improving the chances for passage of the a new Home Rule Petition. In addition, a productive meeting was held with the Inspector General's office to discuss possible changes to the Home Rule Legislation to address concerns that had been raised by the Inspector General to the Local Affairs Committee.

I anticipate that the revised Home Rule Legislation will be presented to the City Council at a meeting in December, 1998 or early January, 1999. The Home Rule Legislation will be substantially similar to the version passed by the City Council in June, but will include some changes to address the concerns raised by the Legislature.

Very truly yours,

A handwritten signature in black ink, appearing to read "Robert W. Healy", with a long horizontal flourish extending to the right.

Robert W. Healy



CITY OF CAMBRIDGE  
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16.

EXECUTIVE DEPARTMENT  
ROBERT W. HEALY  
City Manager

RICHARD C. ROSSI  
Deputy City Manager

December 7, 1998

To The Honorable, The City Council:

In response to Awaiting Report Item Nos. 5 and 31, relative to Neville Manor, please find attached three sets of documents relating to the proposed redevelopment of Neville Manor. These documents reflect the intensive level of activity over the last several months to address the concerns that were raised by the City Council, the State Legislature and city residents concerning the initial plans for the Assisted Living and Skilled Nursing Facilities.

The first document is the report from the Neville Manor Site Plan Advisory Committee. I am pleased to report that after several months of hard work, the Committee has made a unanimous recommendation concerning the siting. As the attached letter from Deputy City Manager Richard Rossi on behalf of the Committee indicates, the Committee met 14 times over five months in an effort to reach consensus concerning the siting of the Assisted Living and Skilled Nursing Facilities. The Committee included individuals who had initially opposed any new building at Neville Manor as well as those who had been proponents of building a new skilled nursing facility on site.

After intensive evaluation of different on and off-site plans, the Committee was able to agree on a site design along with a set of recommendations concerning the siting of the skilled nursing facility and improvements to the Reservation. A public hearing on the Neville Manor Site Plan Advisory Committee's recommendations will be held on Wednesday December 9 at 7:00 p.m. at the Citywide Senior Center.

The second set of documents, in the black folder, was prepared for and distributed to the public at two workshops held on Thursday, November 19, at Neville Manor. The two workshops were designed to update the public and to answer questions that had been raised about the proposed project. Information was provided and questions were answered about the project organization and participants, about funding and administration issues, about legal and lease issues, and about proposed changes to the Home Rule Legislation. The format of the workshops included brief presentations, informal question and answer sessions at different tables and then a wrap up session at

5801

Consent Agenda #16

Relative to AW Report #5 and #31, regarding Neville Manor.

Health & Hospital meeting held 1/14/99 at 5:20pm.

2/1/99 Committee Reported to City Council

2/11/99 Health & Hosp 2nd hearing held.

3/15/99 Reported to the City Council

3/15/99 - Legislation Amended & adopted 8-0-0-1

In City Council December 7, 1998

Referred to Health + Hospital Committee on motion of C. Triantafellow

sent to C. Triantafellow 1/9