



The Commonwealth of Massachusetts

Executive Office of Transportation & Construction

Office of the Secretary

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Michael S. Dukakis
Governor

Frederick P. Labrucci
Secretary
and
M.B.T.A. Chairman

RECEIVED
ON 29 AM 10:09
OFFICE CITY MANAGER

November 16, 1990

Mr. Robert W. Healy, City Manager
Executive Department
City of Cambridge
Cambridge, Massachusetts 02139

Dear Mr. Healy:

This letter is in reference to our ongoing discussions which have focused largely around the issues raised in your August 13, 1990 letter addressed to Secretary John DeVillars. While that letter has also been answered in the Final SEIS/R, it seems appropriate to set forth our understanding on many of these issues, particularly since a number of them are broader than Central Artery project issues and relate to actions by other EOTC agencies. The following paragraphs correspond to the subject matter raised in your August 13, 1990 letter.

Transportation:

The Central Artery staff has met often with Cambridge Traffic and Community Development staffs to discuss, among other issues, the two primary transportation concerns that you raised in your letter: hazardous cargo routes and construction period impacts. These meetings should continue on a regular basis for the balance of the final design stage and throughout the construction period of the project. In order for the City of Cambridge to participate fully in the coordination of construction activities during the next decade, I will propose and support the inclusion of your office in TRANSCCOM. This organization, which has been established specifically for this purpose, is co-chaired by Commissioner Richard Dimino of the City of Boston Transportation Department and me, and will become increasingly important as major construction on the Central Artery project begins in the next year.

In addition, I would be pleased to receive a proposal from your office to provide funding for the City of Cambridge to plan and carry out a traffic mitigation program responding to the City's needs during this construction period. Funding such a program, including services such as additional police details at key impacted intersections, is clearly a responsibility of the project.

Land Use and Neighborhood Characteristics:

We have discussed the recent modifications to the Charles River Crossing that were undertaken in response to your and others' concerns and comments. We believe that those changes significantly address those concerns and comments as they relate to environmental and land use impacts, while preserving the superior traffic improvements of this design. We have modified the Proposed Action in the following ways:

- A. The Storrow Drive connector has been moved back (50' to 65') from the edge of the north bank of the Charles River so that it is located no closer to the bank of the River than the CANA loop ramp to City Square.
- B. The project has committed to long-span bridges crossing the Charles River. This will both significantly reduce the number of piers in the River and produce much more aesthetic bridges than the previous Proposed Action contained in the DSEIS. While I personally favor cable-stayed, long-span mainline bridges, the designs could also be tied arch or truss bridges. In order to assist our decision-making process on the design of these bridges, we solicited nominations for a Bridge Design Advisory Committee in the October 15, 1990 Environmental Monitor, as requested in Secretary DeVillars' Certificate. We look forward to appropriate nominations from Cambridge.
- C. Ramp W-CN, or the Traverse Street northbound on-ramp, has been deleted from the Proposed Action, thereby eliminating a fourth bridge and improving the options for more aesthetic bridge structures crossing the Charles River. However, in response to concerns over this ramp's elimination, the Bridge Design Advisory Committee will include an examination of reinserting this ramp if it is consistent with the bridge type selected.

In summary, these changes will narrow the alignment across the Charles, will provide handsome bridges at this important gateway location, will reduce the coverage along the north river bank by 300' and will move the artery loop ramp to the east away from North Point.

Parkland:

In the Draft SEIS/R DPW proposed a Comprehensive Mitigation Program for parklands improvements in the Charles River basin. In the Final SEIS/R we have restated our commitment to those elements and to additional parkland elements which are the result of the mediation process on mitigation for the Charles River crossing. As you know, a representative from the Cambridge Community Development Department has been an active participant in this process. The mitigation program for the lower Charles River Basin now includes the renovation and restoration of MDC historic buildings, pedestrian connections to the Museum of Science from the "GSA parcel" including a walk way upstream from the Museum, the acquisition and development of the abutting parcels to the east of the GSA parcel and an appropriate buffer zone for the North Point area. The Project has also committed to fund the ongoing MDC master planning for the lower Charles River Basin and citizen participation process as well.

In addition, as I have stated publicly on a number of occasions and reconfirm here, two pieces of parkland not impacted by construction of the Charles River Crossing, the GSA parcel in North Point and the Nashua Street parcel across the river, will be designed and built at the beginning of the project with expected completion by 1993. To facilitate this, we will, with the expressed cooperation of the MDC, relocate its maintenance facility from the GSA parcel to a site under or near our loop ramps. This will insure that these two pieces of parkland, which are of the greatest importance to Cambridge, will be expeditiously redeveloped to provide the greatest public benefit at the earliest possible time.

North Point Infrastructure:

The project agrees to provide the approximately \$4-5 million estimated by the City for infrastructure improvements to the North Point area. This work, also to be commenced at the beginning of the project, will include the streets, sidewalks, and lighting into the site from the O'Brien Highway in accordance with the City's Master Plan. Further, we will construct new water, sewer and storm drain utilities in this area. It is understood that the quality of this work will conform to the North Point policy plan and design guidelines.

Remnant Parcels:

At this point in time we do not know if there will be any remnant parcels created in the North Point area. As the project progresses, should any such parcels be identified, we will work closely with the City of Cambridge to jointly determine their most appropriate disposition. We understand the City's need and priority for affordable housing and this objective will be given priority consideration.

Construction Parking:

While there was discussion earlier about the potential use of areas at North Point for construction worker parking, the project is no longer proposing this as an option. Our intention, at this time, is to require contractors to provide MBTA passes to construction workers. Project staff will work with your office to insure that this issue is properly addressed.

Construction Mitigation:

We are especially committed to working closely with your staff on construction mitigation measures. In response to the specific items mentioned in your letter I offer the following:

- rebuilding of Lafayette Square at Main Street and Massachusetts Avenue, including new channelization and traffic signals, would be an appropriate project for an Urban Systems grant. The DPW is prepared to process such an application from the City as a priority project as soon as it is submitted.
- The DPW has acquired the necessary right of way for the Binney Street work (Phase IV of the Cambridge Roadway Improvement Project). Upon restoration of the relocation issues, the project should be ready to advertise for construction in the spring of 1991.
- The MBTA will continue to work closely with Cambridge to lessen the impacts of the interruption of Green Line service during the reconstruction of the southern approach to the Museum of Science station. I understand that this Green Line work is likely to take place quite late in the Central Artery schedule and coordination with City, MBTA and DPW will occur to insure minimal disruption prior to suspension of any Green Line service.
- The DPW will work with the City to regulate truck routes during and after construction of the project.

Economic Characteristics:

In relation to construction jobs for Cambridge residents, we would be glad to set up a meeting soon with the Cambridge Employment Program to discuss how the project and the City can work together to assure the participation of Cambridge residents in the ongoing job training jobs. We would anticipate our next Building opportunities contract as the Department of Employment and Training to consider Cambridge residents.

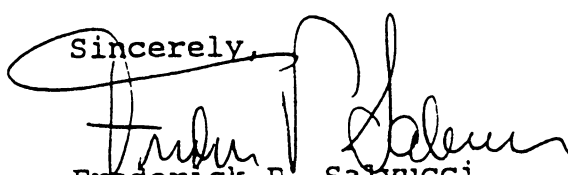
Noise and Vibration:

The project has recently added a number of noise level monitoring locations in the Charles River Basin and reports the results of the 2010 modeling as there are noise levels above FHWA criteria, the Project the effectiveness and feasibility of noise barriers in the North Point area and concluded that they were not advisable. We will continue to explore with Cambridge those and other noise reduction methods such as quiet riding surfaces on the ramps, berming, landscaping, and sound-proofing of adjacent noise sensitive buildings.

Air Quality:

The air quality analysis included in the FSEIS shows no CO violations for the project area which includes portions of Cambridge, upon completion of project. There will be continuous monitoring of these impacts and the staff will be working closely with the EPA and DEP to ensure project conformance with federal and state standards.

Sincerely,


Frederick P. Salvucci
Secretary



Central Artery/Tunnel

Massachusetts Department of Public Works

November 9, 1990

M. Ilyas Bhatti, Commissioner
Metropolitan District Commission
20 Somerset Street
Boston, MA 02108

RE: Central Artery/Third Harbor Tunnel:
Charles River Area of Mitigation

Dear Commissioner Bhatti:

I am pleased to enclose our agreement concerning Mitigation Measures dated November 9, 1990 in the Charles River Basin area for the Central Artery/Third Harbor Tunnel Project ("CA/T"). This agreement is the product of extensive consultations between our offices and provides an excellent framework for our activities in this area. We will cite these documents by reference in the FSEIS for the CA/T.

Your signature in the space below will confirm our agreement. Please return the duplicate original for our files. Thank you for your cooperation.

Sincerely,

A handwritten signature in cursive script that reads "William V. Twomey".

William V. Twomey
Director, I-90/I-93 Project

Ilyas Bhatti, Commissioner

WVT/DMM/jlo

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MDC Responsibilities
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Continuous pedestrian and bicycle connections will be made from the Museum of Science to Tudor Wharf-Charlestown Navy Yard on the north side of the River and from the Esplanade to Steriti Rink on the south side of the River designed to relate to the park and the River while minimizing structures.

The Department will transfer certain parcels of land to the MDC, listed below, in conjunction with the concurrent planning and development of highway facilities and open space use:

- Lovejoy Wharf
- Connection under N. Washington Street bridge
- Causeway Street pedestrian area
- Portal park
- Paul Revere Landing Park North and South
- Under abutment on south bank
- Entrance area to Millers River
- Access from Rutherford Avenue
- Pedestrian bridge across railroad tracks
- Guilford/North Shore Realty Trust property (100' along river)
- 100' buffer along loop ramp in North Point
- Any pedestrian connection not transferred to the MDC will come under the care and control of the MDC

The mitigation program shall be based on the following list of measures, with the understanding that final projects may reflect modifications developed in the master planning process. The mitigation reflects replacement projects for the CANA mitigation including the requirements of Chapter 91 License No. 1742, and mitigation for the Central Artery/Tunnel Project.

C. Pre-Mainline Construction Mitigation Items

Planning, design and construction of the following parcels will proceed upon the signing of the MOA: Lovejoy Wharf and ferry terminal, connection underneath Washington Street bridge, Nashua Street, GSA, acquisition and landscaping of as much as possible, consistent with construction, of the Guilford/North Shore Realty Trust parcel, pedestrian connection on or near the upstream side of the MBTA drawbridges, landscaping at the Paul Revere Landing Park north to the extent that such landscaping is consistent with construction scheduling and demolition of the mainline, renovation of MDC stables, boathouse, lock control building, and police station (including landscaping), walkway on the upstream side of the Museum

of Science parking garage, landscaping of the walkway on the O'Brien Highway side of the garage, the relocation of the MDC maintenance facility (subject to MDC approval) and pedestrian connection between GSA parcel and the Museum of Science. It is agreed that MDC will have supervision of the planning, design and construction of these parcels, subject to the involvement of the CAC. The Department hereby commits to the funding of the early planning, design and construction of these parcels. The MOA will include the estimated costs for the planning, design and construction of these parcels, and a schedule for transfer of funds for these purposes to the MDC.

D. Post-Mainline Construction Mitigation Items

The master planning process will establish priorities for the remaining mitigation items. This process, as described above, will be under the direction of the MDC and will involve the CAC. In addition, the Department will be directly involved to ensure that the selection, scheduling, and funding of each of these additional mitigation items is consistent with the engineering requirements of the CA/T and is also consistent with the staging and scheduling of the project. The Department hereby commits to the funding of these or equivalent mitigation items. Responsibility for actual construction of each of these mitigation items will be determined according to the following guidelines, which may be further refined in the MOA: if construction is inside the project construction boundaries, the Department will have the lead, subject to consultation with the MDC at the planning, 25% drawing, and 100% drawing stages; otherwise, MDC will be responsible for construction.

E. Citizens Advisory Committee

A Citizens Advisory Committee (CAC) will be established and appointed, concurrent with the execution of the MOA. The role of the CAC will be:

- To be involved in the development of the program and the selection of the master planning team,
- To work with and make recommendations to the master planning team and with the designers on specific components including land uses, and
- To serve as a forum for open public discussion.

The composition of the CAC will be as follows:

- Seven representatives from the environmental and design community, to be finalized in the MOA,
- Seven representatives from the City of Boston, to be chosen by the mayor from interested parties, and
- Seven representatives from the City of Cambridge, to be chosen by the mayor from interested parties.

The CAC will have public input and review responsibilities for parkland and other land use issues in the geographic area and will complement the activities of the Bridge Review Committee.

MITIGATION MEASURES - NOVEMBER 9, 1990

I. MDC Responsibilities

The Department will execute a binding memorandum of agreement (MOA) on mitigation between the MDPW and the MDC that will be completed before the issuance of Record of Decision (ROD). The MOA will indicate that the MDC will be the lead agency in parkland planning, design and construction of the Area North of Causeway Street. The delegation of the authority and funding to the MDC will respect the highway engineering and scheduling needs specified herein. The MOA will cover at least five areas:

A. The Role of the MDC in Master Planning

The purpose of the master planning is to ensure that the planning and design of the various mitigation items creates an integrated parkland and pedestrian environment for the Area North of Causeway Street. The geographic boundaries for the area to be included in the master planning process will encompass the Charles River Reservation from the Boston University bridge to the new Charles River Dam (including Leverett Circle) as well as the area from the new dam to the harbor side of the Charlestown Bridge; and from the Gilmore Bridge, Commercial Avenue (between O'Brien Highway and the Lechmere Canal) and Rutherford Avenue on the north to Nashua Street and Causeway Street on the south.

The MDC will have the lead role for master planning. The Department will provide MDC with the funds necessary for the master planning process. The Department will also provide for an MDC project office and will commit to funding all of the staff costs related to design review and construction project management, for all projects where MDC has the lead, and at levels usual and customary to the industry. The MDC may proceed with the consultant it has already selected with this process, with the understanding that additional consultant costs for the master plan will include the consultant's responsibilities with the Citizen's Advisory Committee (CAC) described below.

B. Mitigation Program

The MDC shall make the final programmatic determination of mitigation measures through the master planning process. The Department agrees to the funding of these measures commensurate with their design and construction to a level of quality and sophistication that is typical of other recent parks within the reservation such as Lechmere Canal, Front Park, Kennedy Park, and the historic work of the original Storrow Memorial Embankment (the Esplanade).

II. List of Mitigation Measures

A. Unchanged CANA Mitigation Measures

- Move Boston Sand and Gravel back to west bank, Miller's River
- Enhanced Paul Revere Land Park north
- Restore landscaping for existing Paul Revere Landing Park North
- Landscape addition to Paul Revere Landing Park North
- Pedestrian bridge over MBTA tracks
- Landscape riverbank along pedestrian bridge area

B. CANA Offset Mitigation

- Design and construction of pedestrian bridge connections on the upstream and downstream sides of the MBTA bascule bridge.
- Acquisition and park development of 100' linear parcel along river bank between Railroad and GSA parcel (Guilford/North Shore Realty Trust property).
- Redevelopment of the entrance area to the Miller's River including appropriate landscaping, seawalls and pedestrian connections.
- Reconfiguration of access to industrial site (Boston Sand and Gravel) to provide pedestrian linkages between Rutherford Avenue area of Charlestown and the Charles River Reservation.
- Tudor Wharf connection.

C. Mitigation Committed in DSEIS

- Revere Landing Park South
- Lovejoy Wharf
- Causeway Street connection
- Portal Park
- Nashua Street Parcel
- GSA parcel
- Leverett Circle

C. Summary of Post DSEIS Modifications

- Engineering changes:
 - Traverse Street ramp DSEIS footprint deletion
 - Long span technology
 - Storrow Ramp stacked in CANA footprint
- Noise Barriers (subject to design review)
- Pedestrian Connection under Charlestown Bridge
- Pedestrian Connection GSA to Science Museum
- (Wharf Park or removal)
- Pedestrian connections at Leverett Circle
- Relocation and reconstruction of MDC maintenance facility at suitable site assuring access to Reservation and Parkways for public safety and maintenance of vehicles

D. Additional Required Actions

North Point buffer zone entire boundary of interchange at least 100' wide and incorporating land forms, water and vegetation as appropriate to completely separate development area from interchange and industrial activities.

Renovation, restoration and rehabilitation of historic buildings and features on old Charles River Dam for public use, access and interpretation including.

- Historic buildings (stables, boathouse, lock control building, police station).
- Railings, lighting and other park furniture.
- Walkways - including major walkway on upstream side of Museum of Science and walkway under Lechmere Viaduct.
- Historic basin seawall restoration and granite work.

Funding of interpretive and other public programming in Lower Basin extension parks through provision of funding 1990-1999.

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Reconstruction of Lee Pool to provide Olympic size and quality swimming facility.

Funding of study, and if feasible, development and funding of winter open ice skating facility in Storrow lagoons.

Funding of study to determine feasibility of public swimming in Storrow lagoons.

Replacement of 75 MDC spaces removed from Paul Revere Landing Park south in the vicinity.

Implementation schedule and cost estimates in MOA developed in close cooperation with MDC under whose jurisdiction the design, construction and park management will be done.

Rehabilitation of all training walls and all fender piers and dolphins at Charles River Dam (upstream and down).

Installation of TV monitoring system in the dam office essential for proper control of recreation boats traversing river.



**The Commonwealth of Massachusetts
Metropolitan District Commission
M. Ilyas Bhatti, Commissioner**

**20 Somerset Street
Boston, MA 02108
617-727-5114**

November 9, 1990

**The
Metropolitan Network
of Services**

Parks

Beaches

Community Boating

Historic Sites

Recreational Facilities

Public Concerts

Trailside Museum

Boston Harbor Islands

Metropolitan Police

Flood Control

Watershed Management

Pure Water Supply

**Quabbin, Wachusett and
Sudbury Reservoirs**

**Franklin Park and
Stone Memorial
Zoos**

**Parkway, Boulevard and
Bridge System**

**Charles, Mystic and
Neponset Rivers**

**Beaver Brook, Blue Hills,
Elm Bank, Breakheart,
Middlesex Fells, and
Stony Brook Reservations**

Mr. Anthony Fusco
Regional Administrator
Federal Highway Administration
55 Broadway, 10th Floor
Cambridge, Massachusetts 02142

Dear Mr. Fusco:

This letter is written to provide further clarification of determinations made by the Metropolitan District Commission ("MDC") regarding the park and recreational status of various areas in the Charles River Basin extension affected by the construction of the Central Artery/Third Harbor Tunnel ("CA/T"). This determination includes consideration of all changes that have occurred in this area of MDC jurisdiction since the approved 1985 EIS/R on the CA/T; these changes were described in MDC comments on the SDEIS/R dated August 27, 1990.

As I have stated on previous occasions (see letter dated September 24, 1990), the MDC is a multi-purpose agency providing a network of services for Metropolitan Boston including parks and reservations, police, flood control, watershed management and parkway systems. The Charles River Basin extension area was added to the MDC's jurisdictional authority in 1962. The Basin extension was created by the completion of a second dam in 1978, which was erected for flood control, water quality and fisheries restoration purposes, and which extended the Charles River Basin into a former tidal area. The dam and its associated locks are maintained and operated by the MDC, enabling navigation on the Charles River from Boston Harbor to the Upper Charles River, above the Museum of Science. Thus, the Charles River Basin extension (the Charles River between the two MDC dams) is managed by the MDC for multiple uses.

Also located in this Charles River Basin extension area are two major transportation crossings pre-dating MDC jurisdiction; (i) a railroad bridge, dating initially from 1835 and in its current form providing all commuter rail service connections to North Station; and (ii) the existing central Artery (I-93) bridge dating from 1955.

Since the approval of the CA/T EIS/R in 1986, there have been several significant MDC park land acquisitions along the river banks in the Basin extension, specifically the Nashua Street parcel, the Spaulding Hospital walkway, and the GSA parcel. These acquisitions represent a significant shift away from the previous industrial land uses in this area. When these parcels are developed into usable parks, together with the other proposed park improvements in this area (e.g., the proposed acquisition of private land adjoining the GSA parcel on the North Point Waterfront), a suitable setting for active recreational boating uses will be created. In addition, the substantial expanse of open river surface between the old dam and the MBTA bascule railroad bridge (the river here is 350 to 450 feet wide and over 1,150 feet from the dam to the railroad bridge) is sufficient to allow for a variety of

recreational boating activities, without interfering with existing navigation by boats passing between the two dams via the railroad bridge draw.

These new GSA and Nashua Street parcels were specifically recognized by the MDC as the first step toward extending the Esplanade/Front park lands in its 1988 RFP for development of a master plan for the Basin extension. The MDC's planning objective has been to extend existing active water park uses found in the historic Charles River Basin (above the old dam) to below the old Science Park dam. The historic Charles River Basin can only be described today as a hub of recreational and sporting activity and has been acknowledged as a treasured water park, both in use and under statutory designation, for the past seventy-five years.

Based upon these changes over the past five years, the MDC has designated the portion of the Basin extension river surface area upstream of the railroad bridge, for park and recreational purposes. This water recreation area is administered as part of the Charles River Reservation. This facilitates active recreational boating uses in this area including sailing, use by small motor craft, offshore anchoring, fishing, and appropriately sited landings.

With respect to the portion of the Charles River surface located downstream of the railroad bridge in this multiple use area, the MDC recognizes that the potential for similar recreational uses is not present. This portion of the River is constrained in useable width, and by the operation of pump intakes at the new dam. Boats waiting to pass through the twin bascule opening in the MBTA Bridge (which must be raised for passing boats, which therefore have long waiting periods during peak commuter rail hours), or through the locks (which can accommodate only limited number of boats at one time) are often queued in both directions in this area. Moreover a significant portion of the water surface near the north bank of Paul Revere Landing Park is restricted from use and is inappropriate for small boats because of water flow into the pump intakes. Although boat passage through this area is permitted, this is not a suitable location for active recreational boating and none currently exists there today due to these conditions. The downstream river area is also partially bordered by lands which are under the ownership of the transportation agencies, including the MBTA and the Department of Public Works.

MDC plans for use of this downstream river portion of the Basin extension include continuation of its existing navigation, flood control, and associated water management functions, along with transportation purposes, as the primary uses. The downstream water surface will also function as a connection or passageway for recreational boats traveling to the park areas upstream, in a manner analogous to the continuous pedestrian connection planned to link the various park nodes along the waterfront from Boston Harbor to the historic Charles River Reservation. While this navigational function is supportive of recreational uses, the primary use of the water surface itself downstream of the railroad bridge will not be recreational.

The Massachusetts Department of Public Works (MDPW) has also requested clarification of our position regarding the status of certain property located along the Charles River Basin extension known as the "CANA" construction site. These lands were acquired by the MDPW for purposes of constructing the highway connections at Routes I-93 and U.S. #1. They are presently owned by the MDPW and are the subject of a Chapter 91 license for the CANA

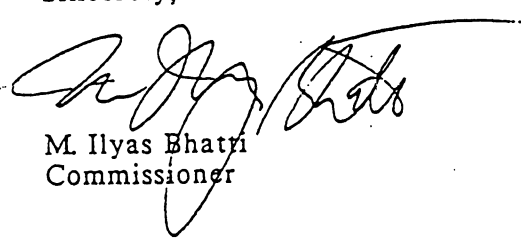
November 9, 1990

construction. The proposed new crossing of the Charles River allows for greater uninterrupted expansion of Paul Revere Landing Park by removing the highway crossing to the west. This realignment effectively consolidates the transportation corridor in this area and significantly improves park opportunities, while also allowing for a continuous pedestrian pathway along the River's edge, located under the new bridges and over the railroad tracks. This is the realization of a long-standing MDC objective of connecting the historic Charles River Basin Esplanade park to the harbor. Nevertheless, the MDC recognizes that the lands in the CANA area which will after completion of the CA/T be located under highway structures or in highway infield areas, are a continuation of the transportation corridor across the downstream river surface and will continue to be used primarily for transportation purposes.

Pedestrian access along the river bank to the adjoining park nodes is compatible with such transportation uses. The expansion of Paul Revere Landing Park to the edge of the new highway crossing (described above), when developed after the completion of the CA/T project, will become an additional recreational area available for public enjoyment. Other specific landscaping improvements provided in the CANA Chapter 91 plans must be replaced with improvements of an equivalent nature in the CANA area or in the CA/T project area. In order to insure that these mitigation commitments will be implemented by the MDPW in conjunction with the CA/T project, the MDC will insist that the FSEIS/R and other regulatory documents and approvals include detailed plans providing for such improvements.

I hope this information is helpful. Please contact me if you require further clarification.

Sincerely,



M. Ilyas Bhatnagar
Commissioner

cc: John DeVillars



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

December 17, 1990

To The Honorable, The City Council:

I am hereby transmitting communication received from Secretary of Transportation and Construction Frederick Salvucci, as well as the Mitigation Measures Agreement from William V. Twomey of the Massachusetts Department of Public Works, concerning the Central Artery Tunnel Project.

Very truly yours,

Robert W. Healy
City Manager

RWH/mev
attachments

Agenda # 9 F-716

Communication from Frederick Salvucci,
Secretary of Transportation and
Construction, as well as the Mitigation
Measures Agreement from William V.
Toomey, Massachusetts Department of
Public Works, concerning the Central
Artery Tunnel Project.

In City Council,

December 17, 1990

Placed on file