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## CITY OF CAMBRIDGE

Community Development Department

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To: Planning Board

From: Community Development Department (CDD) Staff

Date: November 13, 2019

Re: **Grand Junction Pathway Overlay District Zoning Petition (#3)**

**IRAM FAROOQ**

*Assistant City Manager for  
Community Development*

**SANDRA CLARKE**

*Deputy Director  
Chief of Administration*

**KHALIL MOGASSABI**

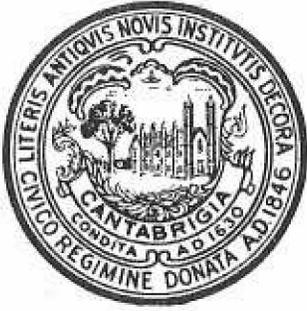
*Deputy Director  
Chief of Planning*

### Overview

Alexandria Real Estate Equities, Inc., has refiled its zoning petition to establish a new overlay district encompassing two non-contiguous areas referred to as "Grand Junction Land" (a corridor running to the west of the Grand Junction rail right-of-way from Binney Street to Cambridge Street) and "Development Land" (the former Metropolitan Pipe site at Binney and Fulkerson Streets) with development controls contained in a new Section 20.1000. The Planning Board first reviewed this zoning proposal on January 29, 2019 and later held hearings on a revised zoning petition on June 18 and July 23, 2019. A draft Letter of Commitment was also discussed.

At the July 23 hearing, the Board voted to transmit a report with no positive or negative recommendation to the City Council. At a hearing on September 10, 2019, the Ordinance Committee voted to refer the petition to the City Council with a favorable recommendation while noting some outstanding items that were still being discussed. The City Council voted to pass the petition to a second reading on September 23, 2019, to preserve the possibility for final action, but the petition expired with no final action being taken.

The current petition is the same as the version last reviewed by the Planning Board. Attached for reference are the previous Planning Board report and CDD staff reports on this petition.



CITY OF CAMBRIDGE, MASSACHUSETTS

# PLANNING BOARD

CITY HALL ANNEX, 344 BROADWAY, CAMBRIDGE, MA 02139

Date:	July 23, 2019
Subject:	Alexandria Grand Junction Overlay District Zoning Petition
Recommendation:	The Planning Board makes the following report with no positive or negative recommendation.

To the Honorable, the City Council,

The Board first held a public hearing on January 29, 2019, to discuss the petition by Alexandria Real Estate Equities, Inc., (“the Petitioner”) to establish a Grand Junction Overlay District encompassing two non-contiguous areas referred to as “Grand Junction Land” (a corridor running to the west of the Grand Junction rail right-of-way from Binney Street to Cambridge Street) and “Development Land” (the former Metropolitan Pipe site at Binney and Fulkerson Streets) with development controls contained in a new Section 20.1000 of the Zoning Ordinance. The Board received information and testimony from the Petitioner, Community Development Department staff, and members of the public. Following discussion among Board members, the hearing was continued without a recommendation so that the Petitioner could respond to issues that were raised. That original zoning petition expired without action by the City Council, and a modified version of the petition was subsequently filed by the Petitioner.

The Board held a hearing on this revised petition on June 18, 2019, and heard a presentation from the Petitioner and testimony from members of the public. In concept, the petition continues to propose conveying the “Grand Junction Land” to the City for use as a public bicycle/pedestrian pathway, and in return allowing an increase in the scale of private development on the “Development Land.” Representatives of the Petitioner explained that compared to the original petition, the revised petition would reduce the overall height and density of proposed development on the “Development Land” while establishing additional setback and open space controls. A group of residents of the nearby Linden Park area, who had met with the Petitioner several times since the prior hearing, proposed an alternative plan that would be somewhat more restrictive, primarily by reducing the overall development potential of the Development Land by one story.

Following deliberation, Board members were not able to reach consensus on a positive or negative recommendation. Instead, the Board chose to draft a communication to the Council with no recommendation, stating the issues that Board members raised as points of support or concern, reflecting the diversity of opinions expressed. This draft was reviewed and discussed by the Board on July 23, 2019.

### Zoning Approach

One topic of discussion was the nature of the proposal itself, to increase the development potential of one parcel in exchange for public open space on a separate parcel, as opposed to a more traditional rezoning of the entire district. Some Board members noted that this type of zoning amendment has been enacted many times in recent years, often for larger Planned Unit Development sites. The “K2” study process was cited as an example where the City established an overall plan but it was left to property owners to propose zoning changes. Because the zoning changes would create greater potential value for the property owners, this approach provided the opportunity to negotiate additional public benefits. Some Board members found it difficult to evaluate the proposal’s full potential for public benefits because no letter of commitment has been provided, and it was noted that the negotiation of benefits typically occurs at the City Council. Other Board members were mainly concerned with planning and urban design considerations and would leave the City Council to determine what additional public benefits are necessary. Some Board members also noted that this proposal would affect a smaller area than similar rezoning proposals, and expressed concerns about whether the rezoning of this parcel could set a precedent for other parcels in the zoning district.

### Planning Considerations

Aside from the discussion of public benefits, Board members expressed mixed views on whether or not the proposed development standards would be appropriate. Board members did express appreciation for the effort made by the Petitioner to work with neighbors and make significant changes that have resulted in a better proposal. Many Board members remarked that the Petitioner’s proposal and the Linden Park residents’ alternative proposal are not very different in overall appearance and character. Some Board members expressed the opinion that either proposal would be acceptable, while others expressed a preference for the somewhat lower-scale alternative, and others expressed the opinion that the scale of development appeared too large for that location in either case. Some Board members noted that 40-foot tall mechanical enclosures, as shown in the Petitioner’s models of the site, seemed excessive and hoped that such a height could be avoided. Some Board members remarked that the height and density would not seem as excessive if the development were residential, noting that residential uses are incentivized in the current zoning for the district. However, it was also noted that the success of Kendall Square as a center of the life sciences economy and the resulting demand for commercial space was not fully anticipated at the time the current zoning was enacted.

### Grand Junction Pathway

Although some members expressed concern about their ability to fully assess the public benefits of the proposal, as noted above, Board members commented on the main concept of dedicating land for the creation of the long-planned Grand Junction Multiuse Path. Board members agreed that this was an important planning goal of the City and would provide value to the public. Some Board members questioned whether the City could acquire the necessary land directly, potentially through an eminent domain taking. Others expressed concern about the cost and

length of time that such a process would consume and noted that this petition would provide a faster and more straightforward way to accomplish that objective, while also noting that the contribution should include the architectural and construction costs of the pathway. Some Board members expressed the view that the additional development rights proposed are likely worth more than the costs associated with the pathway, and that the public should receive additional benefits. Finally, it was noted that for a project of this type and scale that is subject to project review requirements under current zoning, some public benefits could be required as part of transportation impact mitigation, but that would occur through the special permit process rather than through zoning.

### Conclusion

Though the Board did not reach a consensus at the June 18 hearing, some members acknowledged that they might consider making a recommendation if there are future changes to the proposal in response to Board members' concerns. Suggestions included continuing to work to reach consensus with neighboring residents, as the Petitioner's representatives stated they would do at the hearing. Other suggestions included considering whether residential could be included, perhaps as part of a broader development plan encompassing additional sites, or considering measures to reduce the anticipated height of rooftop mechanical systems.

### Continuation

The Board held a continued hearing on July 23, 2019 to review the draft report prepared by staff. The Board also received an update on new information presented by the Petitioner at the Ordinance Committee hearing held on July 11, 2019, including the additional proposed limitation of rooftop mechanical penthouses to 25 feet in height and the submission of a draft Letter of Commitment describing proposed public benefits including funding for design and construction of the Grand Junction Pathway segment. The Board elected not to amend the comments made above, but acknowledged that this information responds to some of the comments made by Board members in its prior discussion.

Respectfully submitted for the Planning Board,



Catherine Preston Connolly, Chair.



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## CITY OF CAMBRIDGE

Community Development Department

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To: Planning Board

From: Jeff Roberts, Director of Zoning and Development  
Swaathi Joseph, Zoning Associate Planner

Date: June 12, 2019

Re: **Grand Junction Pathway Overlay District Zoning Petition**

**IRAM FAROOQ**  
Assistant City Manager for  
Community Development

**SANDRA CLARKE**  
Deputy Director  
Chief of Administration

**KHALIL MOGASSABI**  
Deputy Director  
Chief of Planning

### Overview

Alexandria Real Estate Equities, Inc., has filed a revised version of its zoning petition to establish a new overlay district encompassing two non-contiguous areas referred to as "Grand Junction Land" (a corridor running to the west of the Grand Junction rail right-of-way from Binney Street to Cambridge Street) and "Development Land" (the former Metropolitan Pipe site at Binney and Fulkerson Streets) with development controls contained in a new Section 20.1000. The Planning Board heard a version of this zoning proposal on January 29, 2019 and continued the hearing so that the petitioner could respond to a set of issues raised at the meeting. The petition expired with no action by the City Council.

In concept, the petition continues to propose conveying the "Grand Junction Land" to the City for use as a public bicycle/pedestrian pathway, and in return allowing an increase in the scale of private development on the "Development Land." Attached to this memo is the previous staff memo dated January 24, 2019 for the past petition, which contains relevant background information related to the proposal.

### Planning Board Comments on the Original Petition

The following summarizes some of the key comments made by the Planning Board at the January 29, 2019 hearing:

- Conduct additional public outreach in the neighborhood.
- Consider transitional heights towards the residential area.
- Consider more variations in massing.
- Clarify language relating to project review process.
- Explore options for mixed uses.

### Process Since Previous Hearings

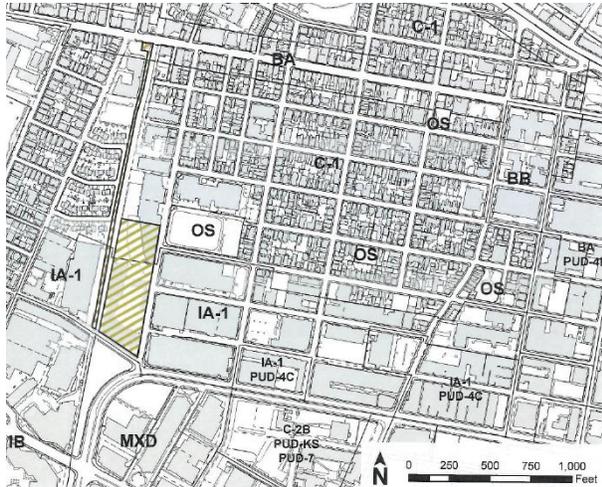
Since the hearings on the original petition, the petitioner's representatives coordinated with the chairs of the Ordinance Committee to host multiple meetings with neighbors of the proposed development. CDD staff have not met with the petitioner regarding the new petition or reviewed any specific development plans.

### Changes in New Petition

While the overall concept of the new petition remains consistent with the original, there are a few substantive changes:

#### *Area of Rezoning*

The proposed boundaries of the overlay district, specifically the “Development Land” portion, have been adjusted so that they now include only the parcels controlled by Alexandria on the former Metropolitan Pipe site.



2018 Petition Area



2019 Petition Area

#### *Allowed Development Scale*

The current petition proposes a maximum floor area ratio (FAR) of 2.5 for the 130,671 square feet of “Development Land” in the underlying Industry A-1 (IA-1) District, and a maximum FAR of 1.25 for the 60,835 square feet of “Development Land” in the Residence C-1 (C-1) District, provided that all of the development occurs within the IA-1 portion and the C-1 portion is reserved for Publicly Beneficial Open Space or to provide access/service to the development site while maintaining a 25-foot landscaped buffer along the railroad right-of-way. No increase in FAR is proposed on the Grand Junction Land and none of the attendant development rights would be transferred to the Development Land. These changes would reduce the amount of gross floor area (GFA) allowed on the development land, as shown in the revised table on the following page.

#### *Allowed Height*

Within the Development Land, the current petition proposes three height zones with a maximum height of 105 feet along Binney Street, a maximum height of 60 feet within a “Transition Zone,” and a retained maximum “Base Zone” height of 45 feet in the IA-1 District and 35 feet in C-1 District. See attached height zones map.

*Updated Summary of Changes*

Zoning Limitations	Grand Junction Land		Development Land	
	Current Zoning	Proposed Zoning	Current Zoning	Proposed Zoning
Allowed Uses	IA-1: residential, institutional, offices and laboratories, retail, light industrial C-1: Residential and limited institutional BA: residential, institutional, offices and laboratories, retail	Public Open Space	IA-1: residential, institutional, offices and laboratories, retail, light industrial C-1: Residential and limited institutional	Per base zoning
Maximum total Gross Floor Area (GFA), based on FAR and land area	28,000 SF non-res. 42,000 SF res. (approx.)	N/A	209,000 SF non-res. 372,000 SF res. (approx.)	403,000 SF (approx.)
Maximum height	35-85' by use and district	N/A	35-65' by use and district	35-105' by district
Setbacks	Varies by use and district	N/A	Varies by use and district	25' adjacent to rail corridor
Open Space	Private open space required only for residential; varies by district	Approx. 29,536 SF	Private open space required only for residential; varies by district	Up to 60,835 SF publicly beneficial (all of C-1 area except for access/service)

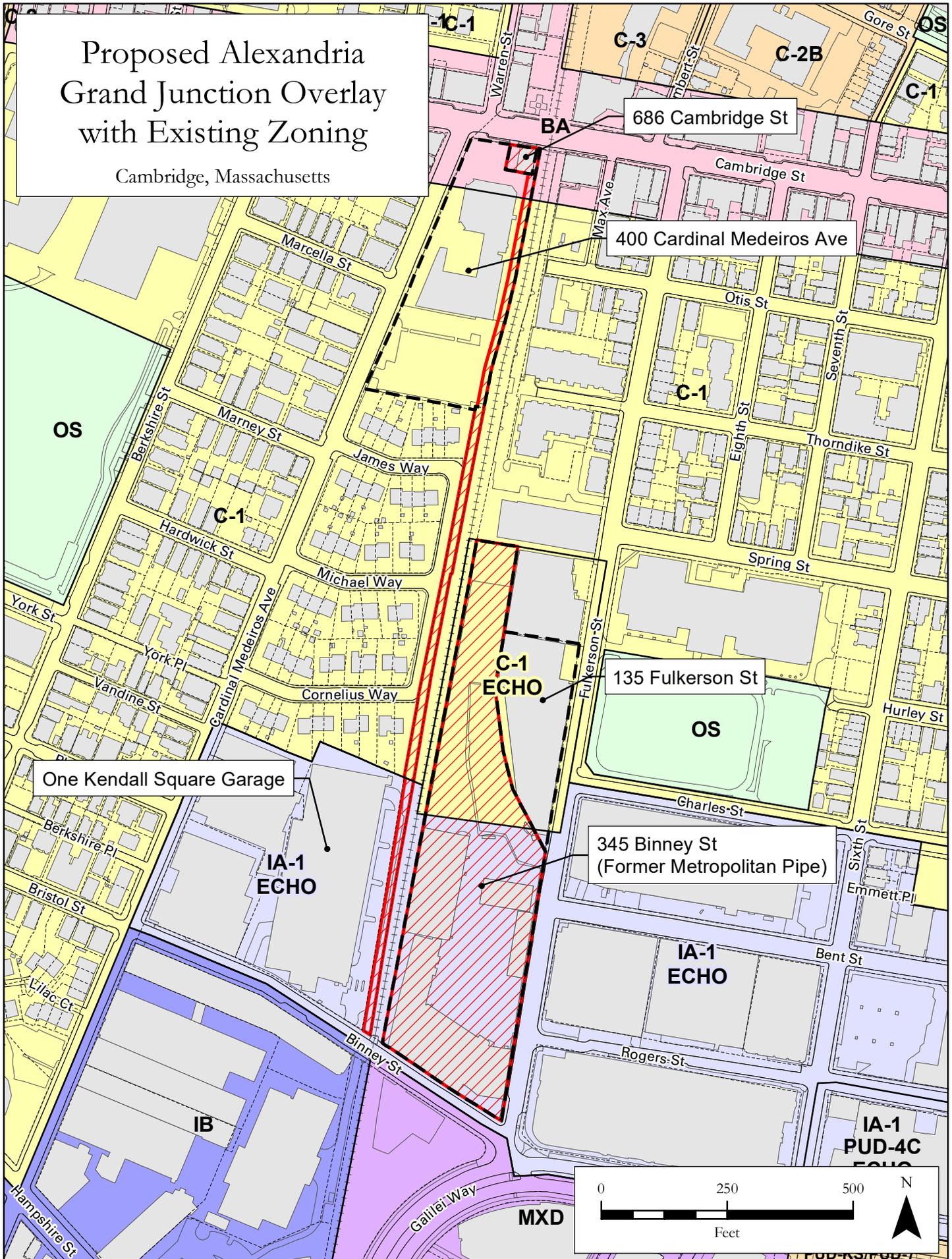
**NOTE: ALL FIGURES APPROXIMATE**

*Other Zoning Provisions*

As in the original petition, the revised petition retains provisions related to the requirement and timing of the conveyance of the Grand Junction Land, the required parking ratio of 0.8 space per 1,000 square feet of technical office use, and project review procedures.

# Proposed Alexandria Grand Junction Overlay with Existing Zoning

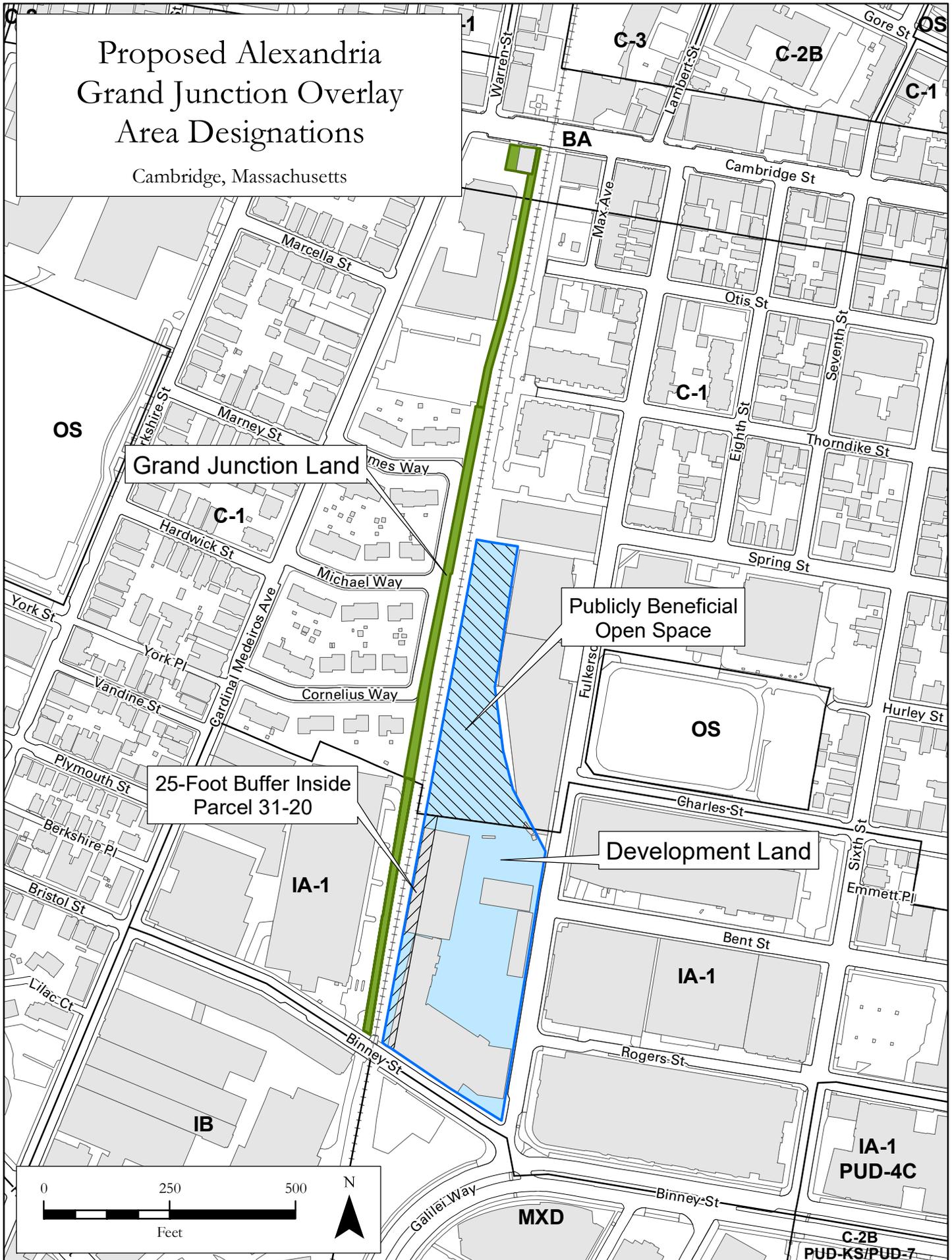
Cambridge, Massachusetts





# Proposed Alexandria Grand Junction Overlay Area Designations

Cambridge, Massachusetts





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## CITY OF CAMBRIDGE

Community Development Department

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To: Planning Board

From: Jeff Roberts, Director of Zoning and Development

Date: January 24, 2019

Re: **Alexandria Grand Junction Pathway Overlay Zoning Petition**

**IRAM FAROOQ**  
Assistant City Manager for  
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**SANDRA CLARKE**  
Deputy Director  
Chief of Administration

**KHALIL MOGASSABI**  
Deputy Director  
Chief of Planning

### Overview

Alexandria Real Estate Equities, Inc., has proposed amending the provisions of the Zoning Ordinance to establish a new "Grand Junction Pathway Overlay District" (Section 20.1000). The district would encompass two non-contiguous areas. One area, referred to in the petition as "Grand Junction Land," encompasses an approximately 14-foot wide strip of land at the western edge of the Grand Junction rail corridor and an approximately 2,600 square-foot parcel at 686 Cambridge Street. The other, referred to as "Development Land," encompasses most of the former Metropolitan Pipe company site at 345 Binney Street (at the corner with Fulkerson), and a portion of an adjacent site at 135 Fulkerson Street. *See attached maps.*

In concept, the petition would enable an exchange of development rights for public benefits. It proposes conveying the "Grand Junction Land" to the City for use as a public bicycle/pedestrian pathway, and in return allowing an increase in the scale of private development on the "Development Land."

Planning for a pedestrian/bicycle path along the Grand Junction corridor has been an open space and transportation priority of the City for many years. The concept of an overlay zoning mechanism that would enable and incentivize such a path has been considered by the City and discussed with community members and property owners, although no specific proposal has been considered thus far.

The purpose of this memo is to provide background information on various topics related to this petition. It includes three major parts:

- A description of the area of proposed rezoning, its current zoning, and the changes that are proposed by the petition (supplemented by attached maps).
- Information about the "Grand Junction Greenway" initiative.
- A summary of past planning work that is relevant to this area.

Staff will be available to discuss this information and respond to questions at the hearings.

**Current and Proposed Zoning**

The following is a summary of the specific changes proposed. Please refer to the attached maps for reference.

*Zoning Districts*

The proposed overlay district encompasses about 215,453 square feet of land area (nearly 5 acres), of which the petition designates 29,542 square feet as “Grand Junction Land” and 185,911 square feet as “Development Land.” The proposed overlay district intersects with three base zoning districts – Industry A-1 (IA-1), Residence C-1 (C-1), and Business A (BA). The following table gives the approximate portion of each area contained in each base district. Some of the IA-1 and C-1 portions are also within the Eastern Cambridge Housing Overlay (ECHO) District, as noted below and on the maps.

District	Portion of “Grand Junction Land”	Portion of “Development Land”
IA-1	About 31% (also in ECHO)	About 71% (also in ECHO)
C-1	About 56% (not in ECHO)	About 29% (also in ECHO)
BA	About 13%	None

The table below summarizes the current use and dimensional limitations in those districts.

District	General range of allowed uses	Maximum Floor Area Ratio (FAR)	Maximum Height (see map)	Required Yards (Setbacks)	Minimum Open Space Ratio
IA-1 / ECHO	residential, institutional, offices and laboratories, retail, light industrial	1.25 non-residential 2.50 residential (ECHO)	45’ non-residential 45-85’ residential (ECHO)	Non-residential: None Residential: Formula side and rear yards, may be reduced to 10’	None
C-1	Residential and limited institutional	0.75	35’	Formula; at least 10’ front, 7.5’ sides, 20’ rear	30%
BA	residential, institutional, offices and laboratories, retail	1.00 non-residential 1.75 residential	35’ non-residential 45’ residential	Non-residential: No front or side; rear yard by formula, at least 20’ Residential: Formula; at least 10’ front, 5’ sides, 20’ rear	Non-residential: None Residential: 15%

*Ownership*

The Petitioner presently controls the area of the proposed zoning, except for the 135 Fulkerson Street site currently controlled by Eversource and a portion of the “Grand Junction Land” owned by the Roman Catholic Archdiocese of Boston (St. Anthony Church).

*Proposed Changes*

The overall effect of the proposed overlay zoning would be to limit development on the “Grand Junction Land” to public open space uses, and in exchange for conveyance of that land to the city, to relax some of the zoning limitations and enable increased scale and density of development on the “Development Land.” The table on the following page summarizes these effects.

Zoning Limitations	Grand Junction Land		Development Land	
	Current Zoning	Proposed Zoning	Current Zoning	Proposed Zoning
Allowed Uses	By district (see above)	Public Open Space	By district (see above)	As allowed in IA-1 (see above)
Maximum total Gross Floor Area (GFA), based on FAR and land area	28,000 SF non-res. 42,000 SF res. (approx.)	73,855 SF (only to be built on Development Land)	205,000 SF non-res. 370,000 SF res. (approx.)	464,777 SF
Maximum height	35-85' by use and district	N/A	35-65' by use and district	120'
Setbacks	By use and district (see above)	N/A	By use and district (see above)	25' adjacent to rail corridor
Open Space	By use and district (see above)	All	By use and district (see above)	None required

*Use and Density*

The petition area primarily consists of vacant industrial or transportation-related land – the largest pre-existing use, the Metropolitan Pipe facility, was recently demolished after the operation was moved to a different site. Uses adjacent to the Development Land include several commercial labs and the One Kendall Square parking garage. To the northwest is the residential “Linden Park” section of the Wellington-Harrington neighborhood, and to the northeast is the public Kennedy-Longfellow School / Ahern Field complex in the East Cambridge neighborhood. The proposed changes would limit the allowed uses in the Grand Junction Land to public open space, but would not significantly change the allowed uses in the Development Land, except that the northern residentially-zoned portion (which currently contains parts of the former Metropolitan Pipe yard and a single-story commercial garage) would allow uses consistent with the adjacent IA-1 district.

The petition proposes a maximum FAR of 2.5 for all uses, to be calculated in the aggregate across the district but buildable only on the Development Land. In the aggregate, the total allowed GFA under the proposed rezoning would increase by approximately 305,000 square feet for non-residential uses or by approximately 126,000 square feet for residential uses. Given development trends in Kendall Square, it is expected that commercial office/laboratory would be the owner’s preferred use of the site, though the proposed zoning would continue to allow residential, retail, or light industrial uses as currently allowed in the IA-1 district.

*Height and Setbacks*

The attached map shows the maximum existing height limits within and surrounding the Development Land, which range from 35-85 feet directly north of Binney Street (mainly for residential uses under the ECHO zoning) to 120-200 feet directly south of Binney Street. The map also shows the approximate heights of existing surrounding buildings (measured to the highest point, which may include mechanical penthouses or other equipment carried above the roofline). The buildings adjacent to the proposed rezoning area north of Binney Street reach a highest point of around 90 feet. The “Amgen building”

directly to the southwest of the proposed Development Land, an 8-story commercial laboratory building, has a zoning height of 120 feet but a tallest point of 148 feet due to its mechanical penthouse.

Current zoning for the Development Land contains few setback requirements, particularly for non-residential uses. The proposed zoning would require a 25-foot setback along the rail corridor. The setback appears intended to avoid construction too close to the rail line, so that it would not preclude the future use of the corridor for passenger rail service (described further below in this memo).

#### *Open Space*

There are different types of open space requirements contained in the Zoning Ordinance. Minimum open space ratios generally are applied to residential uses and intended to provide private open space for residents of the project. Commercial uses are typically not required to provide open space under current base zoning. In larger mixed-use development districts, a ratio of publicly accessible or beneficial open space is often required.

This petition does not include an open space percentage, but by requiring the conveyance of the Grand Junction Land for open space purposes, at least 14% (approximately) of the rezoning area would be required to be public open space. The actual percentage could increase if additional open space is provided on the Development Land.

#### *Parking*

The proposed zoning would limit parking to a ratio of 0.8 space per 1,000 square feet of technical office (i.e., commercial laboratory) use, which is less than current parking requirements in the IA-1 district (about 0.95 space per 1,000 square feet minimum, 1.9 spaces per 1,000 square feet maximum). It is not specified whether base zoning or other parking requirements are intended to apply to other uses. The proposed ratio is generally consistent with limitations recommended through the Kendall Square (“K2”) study process, discussed further in the planning section below.

#### *Other Zoning Provisions*

The petition proposes that areas under building canopies and roof projections, along with building atriums, could be excluded from GFA calculations for zoning purposes. The rationale and intended outcome of this provision should be explained further.

Another proposed provision would allow any residual development rights that are not constructed on the Development Land to be transferred to another site. This provision somewhat follows the transfer of development rights (TDR) mechanism that already exists in the zoning for this district. However, the current provisions identify specific “receiving districts” where development could be sited, while no receiving districts are specified in the petition.

Finally, the petition proposes some variation in the typical project review procedures by allowing the Planning Board to approve a proposal “in conceptual form, subject to later design review and approval by the Planning Board and a finding that final design of such building(s) is consistent with Section 19.30, as applicable.” This appears similar to the provision for ongoing design review approval for Planned Unit Development (PUD) projects, but would need to be reviewed further.

## **Planning for the Grand Junction Greenway**

### *Overview*

The creation of a multi-use “rail-with-trail” path along the Grand Junction rail corridor has been a planning priority of the City for many years. The path is proposed to run in a shared-use corridor alongside the existing rail tracks from the Boston University Bridge to the Somerville City line, where it would connect to the regional path network at both ends. Such a path would provide an off-road option connecting Cambridge residents to schools, after-school programs, recreational facilities, and the Charles River, and would facilitate connections to Boston, Somerville, and towns further west.

The vision of the Grand Junction corridor with a multi-use path alongside the existing tracks was identified as a top priority in the 2000 Green Ribbon Open Space study of possible new parks and open space in the city. The implementation of the multi-use path was also a key recommendation in the August 2017 final report of the Kendall Square Mobility Task Force, which included representatives from MassDOT, MBTA, the City, Cambridge Redevelopment Authority (CRA), MIT, Kendall Square Association, Volpe Transportation Center, East Cambridge Planning Team, East Cambridge Business Association, Friends of the Grand Junction Path, Charles River TMA, and Kendall Square businesses.

### *Zoning Strategy*

The creation of a zoning overlay district for the corridor was identified as a key implementation strategy in the City’s 2007 feasibility study for the Grand Junction multi-use path. It was recognized at the time that much of the land adjacent to the corridor was under private ownership, so the zoning strategy was intended as a long-term approach to creating the conditions that would enable such a path. The actual creation of the path would ultimately require cooperation from multiple private owners.

As it has been discussed conceptually, the zoning overlay strategy has three main parts:

- Designate a corridor that would accommodate a future multi-use (pedestrian/bicycle) path, providing for its safe operation alongside an active rail line. Based on industry standards for multi-use path design, the desired width for the path would be an unobstructed width of 18 feet, including 14 feet for the two-way path and two-foot shoulders on either side, though narrower widths could be accommodated in some areas.
- Apply dimensional standards for development that would not preclude the future creation and functioning of a pathway, while still allowing property owners to utilize development rights elsewhere on parcels.
- Provide development incentives to encourage property owners to dedicate portions of the corridor to the City for use as a pathway.

Over the past few years, CDD staff reached out to and met with major stakeholder groups and property owners along the corridor to discuss this zoning approach at a conceptual level and to address questions and potential concerns. So far, there have been discussions with the East Cambridge Planning Team, East Cambridge Business Association, Cambridge Housing Authority, Draper Laboratory, Amgen, Alexandria, and MIT. In general, participants have largely agreed that a pedestrian/bicycle greenway

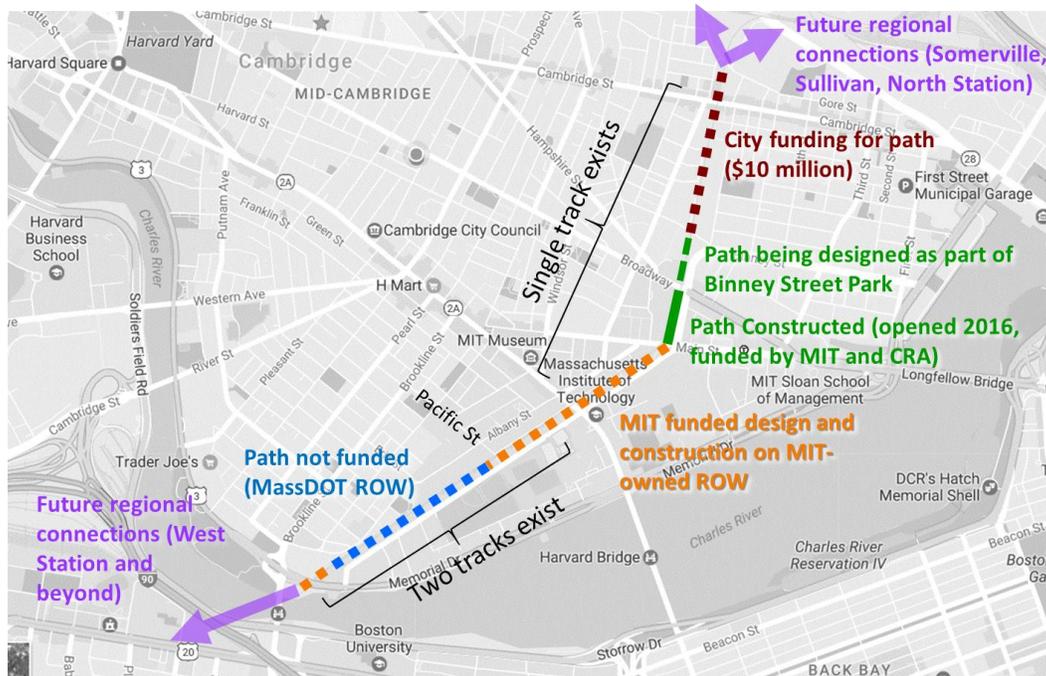
would be a positive addition to the area, and the response to the zoning approach was supportive in concept, though a detailed proposal was not discussed.

*Progress and Status To-Date*

Recent years have seen significant process in the advancement of the Grand Junction Pathway project:

- The first segment of the multi-use path, between Main Street and Broadway, opened in 2016 as part of the Grand Junction Park, which was funded jointly by the CRA and by MIT as part of their commitments related to the rezoning of PUD-5 along Main Street.
- The second section, between Broadway and Binney Street, is currently under design as the new Binney Street Park by Stoss Landscape Urbanism as part of the City's Eastern Cambridge/Kendall Square Open Space planning. This segment has been transferred from CRA to the City as a part of a 2012 agreement with Boston Properties related to modifying the open space covenants applicable in the Kendall Square/Cambridge Center area. The design and construction of the park is funded by a \$2,000,000 commitment by Boston Properties as part of the same agreement. The City is in discussion with Amgen regarding their participation in creating this path segment, which is required by the special permit for their building adjacent to the corridor. Stormwater utility improvements planned to precede park construction are currently underway at the site. Construction of the path and park are expected to begin in summer 2019.
- The City has allocated \$10 million for the design and construction of the multi-use path from Binney Street north to the Somerville line. However, this section of the path is not controlled by the City, but by a collection of entities including MassDOT, the MBTA, Cambridge Housing Authority, and private owners (see further discussion below).
- As part of its petition to amend the zoning for the Volpe site, MIT has committed funding of up to \$8.5 million and a commitment to provide right-of-way for the path to be developed on land owned by MIT. As MIT is the largest private landowner along the corridor, this commitment accounts for the longest privately-owned portion of the path right-of-way through Cambridge.
- In August 2018, the City issued a *Grand Junction Multi-Use Path and Conceptual Transit Design* RFP for the full design of the multi-use path as well as conceptual design for transit along the entire corridor. The first phase consists of development of a conceptual design for the multi-use path and two-track transit service in the corridor to confirm that the multi-use path can be designed and constructed without precluding potential future two-track transit service. This phase will inform MassDOT's determination to allow all or portions of the multi-use pathway to be constructed within the MassDOT right-of-way. The second phase consists of development of full design documents for the multi-use path.
- In December 2018, the City and the Cambridge Housing Authority (CHA) agreed upon a plan that would allow the CHA's redevelopment and modernization of 300 units of housing for elderly and disabled residents at Miller's River Apartments, to include the creation of a brand new building that will house a community room, while allowing the City to acquire and maintain a 10-foot wide easement of 4,820 square feet to accommodate a public multi-use path for the Grand Junction Greenway.

- The City has just launched a design process, which includes establishing a working group. In parallel, the City is continuing to have conversations with regional stakeholders about regional connections for the multi-use path and possible future transit service.



### *Binney-to-Cambridge Streets Segment*

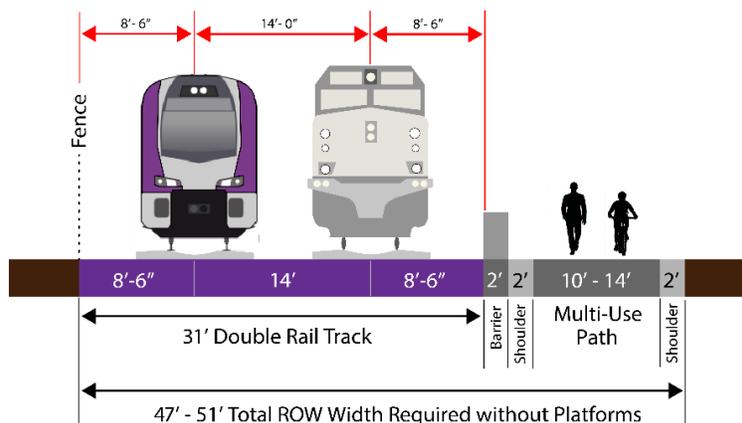
This segment of the pathway, which constitutes one of the longest stretches between two public streets, is one of the last remaining segments where there has not been a commitment to create the pathway. From Pacific Street to Binney Street, and from Cambridge Street to the Somerville line, commitments of land (and in some cases funding) have been secured as part of agreements that would also enable the property owner to advance particular development projects. Although these agreements have taken different forms depending on their unique circumstances, they have followed the overall zoning strategy described above by providing an incentive for owners to participate in the creation of the path on their land.

The Binney-to-Cambridge Streets segment may also be one of the most difficult to implement, because land along this segment has more varied ownership than other parts of the corridor. Although the City has allocated \$10 million for design and construction, the underlying land assembly required would likely be costly and time-consuming if undertaken by the City. The ability of the Petitioner to assemble and convey this land more quickly thus provides value in advancing the pathway.

### *Transit Considerations*

The potential for future transit service along the Grand Junction Corridor has been raised in the work of the Kendall Square Mobility Task Force and recent discussions with MassDOT. This is still an idea in the early planning stages, and there is no commitment to create such a service.

The option that has been discussed most recently would be a two-track passenger rail service, as depicted (along with a future path) in the diagram below that was developed for the Kendall Square Mobility Task Force in 2017 in collaboration with MassDOT. Though this plan may not be final, it is nonetheless in the interest of the City and MassDOT to plan for the pathway and other development along the corridor so that it does not preclude such a future two-track transit service.



From a zoning standpoint, this means that development should be set back to allow for necessary widening of the rail corridor without constraining the path so much that it could not be safely accommodated. It also means that any zoning or other regulatory limitations on the pathway should be flexible enough to allow for potential future transit stations or other necessary transit functions that might be needed to accommodate the rail service alongside the pathway. There may be a concern if the uses along the corridor are limited to public open space, which may prohibit stations or other structures or uses that are ancillary to the transit service.

### Planning for Development in Eastern Cambridge / Kendall Square

This area of Cambridge has been the subject of different planning efforts in recent decades, which inform the review of this petition in various ways. Some of the past planning efforts for the area are summarized below.

#### *ECaPS*

In 2001, the [Eastern Cambridge Planning Study \(ECaPS\)](#) identified this area north of Binney Street as a “Transition Area,” referring to the physical transition from Kendall Square to the traditional East Cambridge neighborhood, as well as the area’s transition over time from light industrial land use patterns to a mix of more modern commercial and residential uses. The zoning that resulted from this study created height and density incentives for housing (through the ECHO district) while continuing to allow commercial, retail, and industrial uses. The adopted zoning also introduced transfer of development rights (TDR) provisions, particularly to facilitate the creation of public open space and housing; however, the current TDR zoning has not been utilized thus far. The ECaPS process also resulted in the [Eastern Cambridge Design Guidelines](#), which translate the goals of the study into more specific objectives that are considered when projects are reviewed by the Planning Board.

### *Alexandria Rezoning*

In 2007, Alexandria proposed a rezoning of several sites along Binney Street that were intended to increase the allowed density and height for commercial lab uses (which were already a common development pattern in the surrounding area) in exchange for public benefits, including the conveyance of land and funding for new public parks. This proposal initiated a working process involving Alexandria, residents, planners, and the City Council to consider the proposal and discuss planning priorities. In 2009, the City Council adopted a zoning petition that enabled Alexandria to construct about 1.5 million square feet of commercial space while requiring land and funding for about 2.5 acres of public open space on two sites, a full reconstruction of the streetscape along Binney Street, construction of 220,000 square feet of mixed-income housing, and conveyance of the Foundry Building to the city. This plan is now in its last phases of construction.

### *K2 Study*

In 2011-2013, the City conducted the [“K2C2” Planning Study](#) for Kendall Square and Central Square, producing separate plans and design guidelines for each area. The area of the current rezoning proposal is just outside the formal boundaries of the “K2” study area, and therefore the K2 study did not model additional development on this particular site. However, the plan did include the Grand Junction pathway as a desired open space and transportation improvement.

Though the K2 study does not discuss this site specifically, it does provide a set of general principles meant to guide future development in the Kendall Square area. These principles have been incorporated into the new zoning for districts within the study area, and some may be relevant to the consideration of this site. Some of these principles have also been reinforced or enhanced by more recent planning work, including the recently completed Envision Cambridge comprehensive study. The summary below provides an overview of key issues:

- **Active Ground Floors:** As the area evolves from an office district to a more urban mixed-use downtown, the K2 plan emphasizes ground floors that are welcoming to the broader public and foster a sense of activity at all times of day. Priority areas for active ground-floor retail include Main Street, Broadway, Third Street, and Ames Street. Binney Street is not necessarily a priority, and there may be concerns about spreading retail in the area too thin. However, there may still be potential for activity along key pedestrian routes between the neighborhood and Kendall Square, or connecting to the retail at the adjacent One Kendall Square complex. Activating ground floors adjacent to public open space is also a key consideration in the K2 plan.
- **Open Space:** Publicly accessible open space within development sites has been a component of Cambridge’s planning for many years, but the K2 plan suggested that open space planning in the Kendall Square should focus on creating an interconnected public space system rather than a collection of stand-alone spaces within large parcels. This means prioritizing not just the amount of open space created but connections to other public spaces. After the K2 study, the City launched another process called “Connect Kendall Square,” completed in 2015, in which planning and design teams competed to produce an [open space framework plan](#) for the area. The K2 plan and the Connect Kendall Square framework also emphasized the importance of programming to activate open spaces, which might require creative mechanisms for ongoing funding.

- **Urban Design:** Designing sites and buildings to fit the desired urban patterns of Kendall Square, while also accommodating the market desire to maximize commercial floor space, was a major challenge of the K2 study. The resulting [Kendall Square Design Guidelines](#) call for an approach to urban design that prioritizes the “streetwall,” with the base portion of buildings (up to about 85’ on major streets, 45’ on secondary streets) meeting the street in a way that provides intimacy but also allows enough setback for comfortable sidewalk widths, plantings, street furniture, and in some cases active outdoor seating or transportation amenities. Taller portions of buildings are meant to be articulated and set back from the streetwall to minimize the appearance of bulk, mitigate shadow and wind impacts, and complement surrounding buildings. The guidelines also discuss creating an attractive and welcoming environment along park edges, as well as design objectives for ground floor façades and rooftop mechanical enclosures.
- **Transportation:** As Kendall Square grows as a destination, the capacity of the road network becomes an increasing concern, and it is important to prioritize alternatives to driving. The recommended tools to address this in the K2 plan include tighter parking controls to reduce the potential for new auto trips, requiring more aggressive transportation demand management (TDM) programs to disincentivize driving and incentivize alternatives, and investments in transit to support a robust set of alternatives to choose from. These investments would support improvements not just to the Red Line but to other services such as buses, shuttles, and bicycle sharing (Bluebikes). The [Kendall Square Mobility Task Force](#) studied this issue in more detail and recommended several priority initiatives, including the Grand Junction as a future transportation corridor.
- **Sustainability:** Kendall Square was identified as an area that should incorporate the highest standards for sustainable design. This principle has been supplemented by the additional work of the [Net Zero Action Plan](#), which sets a target of neutralizing greenhouse gas emissions by 2050. For new buildings, this plan recommends a minimum standard of LEED Gold for new construction with a priority of maximizing energy efficiency and renewable energy, and designing systems to be convertible to renewable energy sources as they become more economical in the future. The plan also recommends incentives for new buildings to be designed to “net zero” standards, with the expectation for all new commercial lab buildings to be net zero by 2030, and recommends pursuing district-wide shared energy initiatives. Another major sustainability initiative is the ongoing [Climate Change Preparedness and Resilience \(CCPR\)](#) plan, which is developing recommendations for how the community can respond to the anticipated impacts of climate change. For new buildings, these include protecting buildings against higher predicted flood elevations and designing sites to mitigate urban heat island effects with cooling features such as vegetation and low-albedo materials.
- **Housing and Residential Character:** The K2 plan recognized Kendall Square’s unique position as a powerful commercial center that cannot be replicated elsewhere in the city, and acknowledged that some sites have qualities that make them particularly well suited for commercial use. However, the plan also recommended balancing commercial growth with residential growth throughout the area, both to absorb the growing demand for housing and to bring a greater number of residents into the area and support more mixed-use activity. The more recent work of the [Volpe Working Group](#) expanded on the notion of residential character to support “inclusiveness,” which is partly accomplished through programs such as inclusionary housing and incentive zoning contributions

(providing funding to the Affordable Housing Trust), but also by making places that feel welcoming to diverse parts of the community by way of public space and amenities, economic opportunities, and services.

- **Innovation Space:** Redevelopment in Kendall Square has often involved the replacement of older commercial buildings, which might be more affordable to smaller and less well-funded enterprises, with new “Class A” space that is only affordable to larger companies. The K2 plan recognized the need to preserve some space for smaller companies with more flexible lease terms, and recommended requirements and standards for “innovation space” to meet this need. The recommendation was to set aside the equivalent of at least 5% of new commercial square footage as “innovation space” (possibly in an existing building), with zoning incentives that might encourage higher amounts.
- **Workforce Development:** While Kendall Square’s role as the city’s major employment center has been growing, the new jobs created tend to be for educated and highly skilled workers. The K2 plan emphasized the importance of creating opportunities for residents from diverse backgrounds to participate and benefit from the economic development generated by the area. Since this cannot be accomplished easily by individual property owners, the plan recommended contributions to a shared fund to support workforce development programs.