



CITY OF CAMBRIDGE
COMMUNITY DEVELOPMENT DEPARTMENT

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Community Development

To: Planning Board
From: CDD Staff
Date: February 12, 2014
Re: **PUD Procedural Zoning Amendments**

Included is a rezoning proposal that would modify some of the procedural requirements applicable to Planned Unit Development (PUD) projects. These have been developed based on the experience of the Planning Board and CDD while implementing PUD zoning over many years. The following sets of changes are explained further below and in the attached zoning text:

1. **Amendments:** Clarifying and streamlining some of the process requirements for approving changes to PUD Final Development Plans.
2. **Duration:** Changing the time period to begin development of a PUD from one year to two years after approval, to be consistent with other special permits.
3. **Separation of Ownership:** Providing clarity in how to enforce and administer PUD special permits over time when they are divided among multiple owners.

These are presented for the Board's consideration and possible communication to City Council as a zoning petition. They could be advanced individually or collectively.

Background

PUD zoning was incorporated into the Cambridge Zoning Ordinance in 1977. The overall intent of PUD zoning is to simplify the permitting of development projects with a variety of land uses and densities on large tracts of land. PUD zoning benefits developers and property owners by providing more flexible zoning limitations and the ability to permit a phased, master-planned development all at once instead of site-by-site. In return, the City achieves a higher quality development through comprehensive site planning, a more rigorous public review and approval process, and specific public benefits that may be set forth in the PUD zoning requirements for each district.

Over 36 years, PUD zoning has been an effective tool in implementing the City's urban redevelopment plans. PUD overlay zoning districts have been drawn and PUD projects approved and built in sections of Harvard Square, the East Cambridge riverfront, North Point and Kendall Square. To date, the Planning Board has granted a total of around thirty PUD special permits. PUD districts continue to be created, most recently with the adoption of the MIT-Kendall Square zoning in 2013. Given the number of approved PUDs completed or in development, and the City's continuing efforts to create redevelopment plans for different areas, it can be expected that PUD zoning will continue to play an important role in the future.

1. Amendments

One of the complications in permitting PUDs is that projects tend to evolve as they are implemented over long periods of time. Unlike a typical building project that is permitted, built and occupied within the span of a few years, a PUD might be developed over decades.

The zoning provides a process for amending PUD plans due to “difficulties in constructing the PUD which could not have reasonably been foreseen.” So far, the Planning Board has granted over one hundred PUD amendments, with some PUDs amended as many as 20 times. Experience has shown that PUD amendments may be granted for many reasons, including not just physical conditions but changes to economic and social conditions or the City’s planning goals.

The current process for reviewing and approving PUD amendments is not always straightforward and efficient. The zoning allows the Planning Board to approve changes as Minor Amendments or Major Amendments, where a Minor Amendment is approved without a public hearing and a Major Amendment requires an exhaustive new PUD approval process, with a public hearing and preliminary determination on a Development Proposal followed by another public hearing and final decision on a Final Development Plan.

Because Minor Amendments require no public hearing, it can be difficult for the Planning Board to approve anything but the most insignificant changes. More significant changes often require a Major Amendment, even in cases where two public hearings are not necessary to fully contemplate the proposed change. Furthermore, the process by which the Planning Board determines whether an amendment is Major or Minor, and then makes a decision on the amendment itself, is not clearly detailed in the Zoning Ordinance. This has resulted in significant time spent by applicants, the Planning Board and staff resolving procedural issues rather than discussing the substance of the proposed change.

The proposed new zoning text creates a “middle road” by redefining the Major Amendment as a substantive change to the Final Development Plan that is still in overall conformance with the PUD concept as a whole, which would require only one public hearing so long as the framework approved in the Development Proposal remains unchanged. If the Planning Board finds that a proposed change significantly alters the PUD concept as a whole, then the process would start from the beginning with a new Development Proposal. The chart on the following page compares the current PUD approval process with the current and proposed amendment processes.

In addition, the proposed new zoning text clarifies the process by which the Planning Board would determine whether a change requires a Minor Amendment, Major Amendment, or new Development Proposal, and enumerates the findings that the Planning Board must make in approving a Major or Minor Amendment.

The intended result of these changes is that in the future, PUD applicants and the Planning Board will better understand the approval process for amendments, and will spend the appropriate amount of time considering the substantive issues while spending less time resolving procedural uncertainties.

Current Zoning		Proposed Zoning
PUD Approval	Amendments	Amendments
<p><i>Optional pre-application meeting with Planning Board to review development concept</i></p>		<p><i>Optional pre-application meeting to determine if change requires a Minor Amendment, Major Amendment, or New Development Proposal</i></p>
↓		↓
<p><u>Development Proposal</u> First public hearing Planning Board review and Preliminary Determination</p>	<p><u>Major Amendment</u> First public hearing Planning Board review and Preliminary Determination</p>	<p><u>New Development Proposal</u> <i>(Initiate process described in leftmost column)</i></p>
↓	↓	or
<p><u>Final Development Plan</u> Second public hearing Planning Board review and Special Permit Decision</p>	<p>Second public hearing Planning Board review and Special Permit Decision</p>	<p><u>Major Amendment</u> One public hearing Planning Board review and Special Permit Decision</p>
	or	or
	<p><u>Minor Amendment</u> No public hearing Planning Board approval by written determination</p>	<p><u>Minor Amendment</u> No public hearing Planning Board approval by written determination</p>

2. Duration of Special Permits

PUD special permits are the only special permits in the zoning ordinance that expire twelve months after being granted, unless the Planning Board approves extensions. Other special permits expire after two years. The rationale for the shorter timeframe is to discourage property owners from “banking” PUD special permits, to increase the value of the property without intending to proceed with construction. However, the Planning Board routinely grants extensions and, in some cases, has had to re-hear PUD proposals that have already been granted because the expiration date passed unexpectedly before development could commence or an extension could be granted.

A special permit timeframe of two years is not significantly different than one year for the purpose of discouraging property owners from seeking special permits for projects that they do not intend to build. Moreover, given the complexity of many PUD projects and additional process that is often required, such as environmental permitting and design review, two years is a more reasonable

amount of time to allow a project to proceed from Planning Board approval of the Final Development Plan to construction of the first building. Therefore, the proposed zoning would alter the timeframe for a PUD special permit to be the same as for other special permits.

3. Rights and Responsibilities of Separate Owners

When a PUD is permitted, the entire Development Parcel is usually under the control of a single owner or consortium with a shared interest in the development as a whole. As buildings are built over time (or in some cases before construction), it is common for individual building lots to be sold to different owners. For instance, in the case of mixed-use projects, it is not unusual for housing sites to be sold to owners who specialize in building and/or operating housing, and office sites to be sold to owners who specialize in building and/or operating offices.

Even when ownership of a PUD is separated, the special permit still considers it as a unified development where all owners collectively control the development rights and are obligated to meet the requirements and conditions of the special permit. Additionally, the rights and obligations set forth in the special permit apply for the life of all development authorized by the special permit, which can be a very long time in the case of a large, phased PUD. If a change to a particular building is proposed at any point in time, it is considered a change to the entire PUD.

Experience has shown that individual building owners want the ability to modify their buildings in various ways, such as redesigning façades, adding amenity spaces, shifting uses on the ground floor, changing unit counts or configurations, redesigning parking, &c. Such changes might be approved through staff review or through the Major/Minor Amendment process, depending on what is allowed by the special permit. However, it is not always clear when an individual owner may independently propose a change to an individual building in a PUD.

As PUDs are implemented over time, a lack of clarity around the development rights and obligations of individual owners as distinct from the collective rights and obligations of all owners can result in confusion for staff, the Planning Board and private entities with a present or future controlling interest in the PUD. The proposed new zoning is intended to provide some additional clarity around collective rights and obligations but to allow for some flexibility in how ownership rights and obligations may be distributed within a PUD special permit, so that owners of individual sites could propose certain types of modifications without requiring sign-on by all other owners within the PUD.

It is especially important in such situations to provide the greatest assurance that the public obligations embodied within a PUD special permit are fulfilled, and to avoid scenarios where owners can avoid such obligations by taking partial ownership interests. The proposed zoning clarifies that the Permittee and all successors in interest share in the special permit obligations – a principle that is typically written into the special permits themselves – and that enforcement action may be taken against any successor in interest, not just the particular owner of the portion of the PUD to which the obligation has been assigned.

PUD Procedures – Proposed Zoning Text Changes

Note: Proposed Additions and Creations are Underlined. Proposed Deletions are in ~~Strikeout~~.

ARTICLE 12.000 PLANNED UNIT DEVELOPMENT

NOTE: The entirety of Article 12.000 is provided for reference only. The proposed changes are shown on pages 7-10 and 12-13.

- 12.10 STATEMENT OF PURPOSE**
- 12.20 AREA OF APPLICABILITY**
- 12.30 REVIEW OF PLANNED UNIT DEVELOPMENT APPLICATIONS**
- 12.40 ENFORCEMENT**
- 12.50 GENERAL DEVELOPMENT CONTROLS**

12.10 STATEMENT OF PURPOSE

This Article of the Zoning Ordinance of the City of Cambridge is hereby adopted to encourage the construction of Planned Unit Developments. The Planned Unit Development districts and uses created herein are intended to provide greater opportunity for the construction of quality developments on large tracts of land by providing flexible guidelines which allow the integration a variety of land uses and densities in one development.

12.20 AREA OF APPLICABILITY

A Planned Unit Development shall be allowed by Special Permit in PUD districts so designated from time to time on the zoning map and shall be regulated by the general development controls set forth in Section 12.50 and by the specific development controls for the individual PUD district in which the project is located. Planned Unit Development Districts shall be overlay districts on the zoning map and, for any land within a PUD district, a developer may choose to conform either to all the controls which govern the base district or to all the PUD development controls and process.

12.30 REVIEW OF PLANNED UNIT DEVELOPMENT APPLICATIONS

12.31 *Review Scope.* An application to construct a Planned Unit Development must be reviewed in a manner which is consistent with the procedures set forth in this Section 12.30 and those procedures required by Chapter 40A of the General Laws of the Commonwealth of Massachusetts, as amended.

12.32 *Constitution of Review Authority.* The Planning Board shall review and approve or disapprove all applications for Special Permits to construct Planned Unit Developments. In reviewing an

PUD Procedures – Proposed Zoning Text Changes

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application for a Special Permit for a Planned Unit Development, the Planning Board may also seek the professional opinion of the staff of city departments, including but not limited to, the Community Development Department, Public Works Department, Traffic and Parking Department, Police Department, Fire Department, Water Department, and School Department.

- 12.33** *Pre-application Conference.* A developer desiring to obtain a Special Permit to construct a Planned Unit Development may request a Pre-Application Conference with the Planning Board prior to submitting an application for the Special Permit.
- 12.33.1** The purpose of the Pre-Application Conference shall be to familiarize both the developer and the Planning Board with each other's intentions with respect to the PUD. Although a Pre-Application Conference shall not be required, this preliminary meeting between the Planning Board and the developer is desirable since it should help clarify many procedural and policy issues.
- 12.33.2** At the Pre-Application Conference, the Planning Board shall familiarize the developer with the process for obtaining a Special Permit for a PUD and explain to him issues that should be considered in planning the project. The developer may discuss his range of options concerning development and inform the Planning Board of his development concept. Any statement made by either the Planning Board or the developer concerning potential disposition of a Special Permit application of the final form of the development shall not be legally binding.
- 12.33.3** The developer shall not be required to present any written or graphic materials at the Pre-Application Conference. The Planning Board shall make available to the developer at this time any forms required for application for a Special Permit for a PUD.
- 12.34** *Development Proposal.* A developer who wishes to apply for a Special Permit for a PUD must submit to the Planning Board a Development Proposal completed on the appropriate forms which may be obtained from the Planning Board at the Pre-Application Conference or from the Community Development Department.
- 12.34.1** The written and graphic information specified in Section 12.34.3 and on the appropriate forms must be submitted for the entire proposed project. A copy of the Development Proposal shall remain open to the public during the application process and shall be located in the Community Development Department.

PUD Procedures – Proposed Zoning Text Changes

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12.34.2 The purpose of the Development Proposal shall be to provide the Planning Board with an opportunity for in-depth substantive review of the PUD before final designs are developed.

12.34.3 The Development Proposal shall include written and graphic materials in the appropriate number as specified by the Planning Board.

(1) Written materials shall include, but not be limited to, the following:

- (a) legal description of the total development parcel proposed for development including exact location and a statement of present and proposed ownership;
- (b) statement of development concept, including the planning objectives and the character of the development to be achieved through the PUD;
- (c) development schedule indicating the appropriate date when construction of the PUD can be expected to begin and be completed, including initiation and completion dates of separate stages of a phased development;
- (d) statement of intentions regarding the future selling or leasing of all or portions of the PUD, such as land area, dwelling units, and public facilities;
- (e) statement of financing plan, including projected sources and amounts of funds;
- (f) statement of how utilities and other public works will be provided, including design standards;
- (g) the impact of the development on existing city services outside the development.

(2) Quantitative data including:

- (a) parcel size;
- (b) proposed lot coverage of structures;
- (c) floor area ratio;
- (d) total amount of private open space, both private and public;
- (e) total number and type of dwelling units by number of bedrooms;
- (f) projected rent levels or selling price by unit size;
- (g) approximate gross residential densities;
- (h) total amount in square footage of nonresidential construction by type of use;

PUD Procedures – Proposed Zoning Text Changes

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- (i) economic feasibility or market analysis including projected market area and proposed rent levels for commercial development;
 - (j) number of parking spaces to be provided by use;
 - (k) total length of streets to be conveyed to the city government;
 - (l) total length of streets to be held as private ways within the development;
 - (m) total length by type of other public works to be conveyed to the city government;
 - (n) number and types of public facilities.
- (3) Graphic materials shall include, but not be limited to, the following:
- (a) map of existing site conditions, including contours, water course, floor plains, unique nature features, existing vegetation, soil types, existing buildings;
 - (b) map of existing land use;
 - (c) existing and proposed lot lines;
 - (d) location and size of gross floor area of all existing and proposed buildings, structures, and other improvements including maximum heights, types of dwelling units, and nonresidential structures by use;
 - (e) location and size in square feet of all private open space and areas to be conveyed, dedicated, or reserved as common open spaces, public parks, recreational areas, school sites, and similar public and semi-public uses;
 - (f) the existing and proposed circulation system of arterial, collector, and local streets, including off-street parking areas, service areas, loading areas, and all points of access to existing public rights of way;
 - (g) proposed pedestrian circulation system;
 - (h) existing and proposed utility systems including sanitary sewers, storm sewers, and water, electric, gas, and telephone lines;
 - (i) general landscaped plan indicating the treatment of materials used for private and common open spaces;
 - (j) description of adjacent land areas, including land uses, zoning, densities, circulation systems, public facilities, and unique natural features of the landscape;

PUD Procedures – Proposed Zoning Text Changes

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- (k) proposed treatment of the perimeter of the development, including materials and techniques used such as screens, fences, and walls.

12.34.4 When applying for a Special Permit to construct a PUD, a developer must pay for all expenses incident to advertising for public hearings that may be incurred by the Planning Board.

12.35 *Review of Development Proposal.* Within sixty-five (65) days of the date of receipt of a complete application for a Special Permit to construct a PUD, the Planning Board shall hold a public hearing. The purpose of the public hearing shall be to solicit public opinion concerning the Development Proposal.

12.35.1 Between the date of submission of the application for a Special Permit to construct a PUD and the public hearing concerning the Development Proposal, the Planning Board may submit the Development Proposal for review to city departments, including but not limited to, the Community Development Department, Public Works Department, Traffic and Parking Department, Police Department, Fire Department, Water Department. Any city department desiring to comment on the Development Proposal shall submit comments in writing to the Planning Board within sixty (60) days of the date of receipt of the application for a Special Permit or no later than five (5) days before the date of the public hearing. All written comments shall be made a part of the application for a Special Permit and shall remain on public record.

12.35.2 Within twenty-one (21) days after the public hearing, the Planning Board shall make a determination concerning the Development Proposal. If the Planning Board approves the Development Proposal or conditionally approves the Development Proposal with recommendations for modifications, then the developer must submit a Final Development Plan as specified in Section 12.36. If the Planning Board disapproves the Development Proposal then the application for a Special Permit to construct a PUD shall be denied. If the Planning Board makes no decision within the specified time limit, then the Development Proposal shall be considered approved and the developer shall prepare a Final Development Plan.

12.35.3 Approval of the Development Proposal shall be granted only upon determination by the Planning Board that the Development Proposal:

PUD Procedures – Proposed Zoning Text Changes

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- (1) conforms with the General Development Controls set forth in Section 12.50, and the development controls set forth for the specific PUD district in which the project is located;
- (2) conforms with adopted policy plans or development guidelines for the portion of the city in which the PUD district is located;
- (3) provides benefits to the city which outweigh its adverse effects; in making this determination the Planning Board shall consider the following:
 - (a) quality of site design, including integration of a variety of land uses, building types, and densities; preservation of natural features; compatibility with adjacent land uses; provision and type of open space; provision of other amenities designed to benefit the general public;
 - (b) traffic flow and safety;
 - (c) adequacy of utilities and other public works;
 - (d) impact on existing public facilities within the city; and
 - (e) potential fiscal impact.

12.36 *Final Development Plan.* The purpose of the Final Development Plan shall be to set forth in final form the specifics of the proposed development proposal and to allow review for any additional items not present in the Development Proposal.

12.36.1 The developer shall submit a Final Development Plan to the Planning Board, no later than fifty-nine (59) days after the Public Hearing concerning the Development Proposal. Failure to submit a Final Development Plan within the specified time period shall result in the termination of the application for a Special Permit to construct a PUD.

12.36.2 The Final Development Plan shall consist of final versions of all statements and graphics presented in the Development Proposal and must contain any revisions which are required by the Planning Board at the time of conditional approval of the Development Proposal.

12.36.3 The Planning Board shall hold a public hearing to consider the Final Development Plan no later than sixty-nine (69) days after the public hearing concerning the Development Proposal. The purpose of the public hearing shall be to solicit public opinion on the Final Development Plan with emphasis placed on reviewing modifications made to the Development Proposal.

PUD Procedures – Proposed Zoning Text Changes

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- 12.36.4** The Planning Board shall make the decision to approve or disapprove the application for a Special Permit to construct a Planned Unit Development no later than ninety (90) days after the public hearing concerning the Development Proposal Approval of the Final Development Plan shall be granted only upon determination by the Planning Board that the Final Development Plan meets the evaluation criteria set forth in Section 12.35.3 and contains any revisions to the Development Proposal required by the Planning Board. If the Planning Board grants the Special Permit with conditions, the conditions must be agreed to in writing by the developer before the Special Permit is granted. The Planning Board shall make its final decision in writing and shall specify its reason for not granting a Special Permit to construct a PUD. If the Planning Board makes no decision within the specified time limit, then the Final Development Plan shall be considered approved and the Special Permit to construct a PUD shall be deemed granted.
- 12.37** *Amendments to Final Development Plan.* After approval of the Final Development Plan by the Planning Board, the developer may seek amendments to the Final Development Plan, ~~only if he encounters difficulties in constructing the PUD which could not have reasonably been foreseen, such as with terrain or soil conditions or other complications~~ if such amendments do not represent a substantial deviation from the PUD concept as a whole that was presented and approved in the original Development Proposal.
- 12.37.1** Amendments to the Final Development Plan shall be considered major or minor. Minor A Amendments, as specified in Section 12.37.2~~3~~ shall be authorized by written approval of the Planning Board. Major A Amendments, as specified in Section 12.37.3, shall be authorized by Special Permit. However, any proposed change that the Planning Board deems to be a substantial deviation from the original PUD concept may only be considered as an original application for a Special Permit to construct a PUD and shall be subject to procedures specified in Section 12.34 through 12.36.
- 12.37.2** *Determination of Major and Minor Amendments. An approved PUD Special Permit Decision may explicitly set forth future changes to the Final Development Plan that shall be considered Major or Minor Amendments. Otherwise, t*The Planning Board shall decide whether proposed changes are Major or Minor Amendments or substantial deviations from the original PUD concept by applying the standards set forth below.

This change is in response to the understanding that PUD amendments are sought for many reasons, not just due to physical complications but because of factors such as shifting economic trends or City priorities over the life of a PUD.

In reviewing and approving an amendment, the specific reason for the amendment tends to not be as important as consideration of whether the amendment preserves the integrity of the PUD concept as a whole while allowing it to adapt to changing conditions.

PUD Procedures – Proposed Zoning Text Changes

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(a) ~~12.37.2~~—Minor amendments are changes which do not substantively alter ~~the concept of the PUD~~ any elements of the approved Final Development Plan in terms of density, floor area ratio, land usage, height, parking and loading, provision of open space, or the physical relationship of elements of the development. Minor amendments shall include, but not be limited to, small changes in the location of buildings, open space, or parking, modest reconfigurations to the footprint or massing of approved buildings; or realignment of minor streets.

(b) ~~12.37.3~~—Major amendments represent substantive changes to individual elements of the Final Development Plan, such as the exact use, floor area or height of individual buildings, the location and size of parking and loading facilities, the location, size and configurations of open spaces, the location and design of roadways, or the phasing of elements of the project, but do not represent substantial deviations from the PUD concept approved by the Planning Board as a whole. ~~Major amendments shall include, but not be limited to, large changes in floor space, mix of uses, density, lot coverage, height, setbacks, lot sizes, open space; changes in the location of buildings, open space, or parking; or changes in the circulation system.~~

(c) 12.37.4 Substantial deviations from the original PUD concept are such changes that considerably alter the character of the PUD as a whole, including but not limited to significant changes to the land included within the Development Parcel, the total amount of development within the PUD, the balance of residential and non-residential uses, the amount of open space provided, or the conceptual layout of buildings, public spaces, and circulation systems.

12.37.3 Amendment Application and Procedure. The Permittee of an approved PUD may submit a letter to the Planning Board describing the proposed changes to the Final Development Plan, which the Planning Board shall consider at a meeting as a matter of general business. After review of the submitted materials and discussion with the Permittee, the Planning Board may determine, based on the standards set forth above, whether the proposed change constitutes a Minor Amendment, a Major Amendment, or a substantial deviation from the PUD concept as a whole.

Current zoning provides two ways to amend a PUD – a Minor Amendment requiring no public hearing, and a Major Amendment, which is treated as a new PUD application requiring two public hearings.

Experience has shown that many PUD changes are more than trivial but less than complete transformations of the entire PUD. Therefore a three-tiered process is proposed:

- Minor Amendments continue to apply to insubstantial changes.
- Major Amendments are redefined to mean substantial changes that continue to be consistent with the PUD concept as a whole.
- A new Development Plan (with two public hearings) is required for changes that significantly alter the PUD concept.

Although a Major Amendment would only require one public hearing, like any special permit, the Planning Board would have 90 days to reach a decision and could therefore hear the case at multiple meetings if necessary to discuss all of the relevant issues.

PUD Procedures – Proposed Zoning Text Changes

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- (a) If the proposal is determined to be a Minor Amendment, the Planning Board may grant the Amendment upon filing a written determination with the City Clerk.
- (b) If the proposal is determined to be a Major Amendment, the Permittee shall submit the proposal as an application for a Special Permit, which shall require one public hearing and a decision by the Planning Board pursuant to the Special Permit procedures set forth in Article 10.000 of this Zoning Ordinance. Only one public hearing shall be required because the Planning Board approval of the original Development Proposal shall remain applicable. The Permittee may also directly apply for a Major Amendment without requesting a prior determination.
- (c) If the proposal is determined to be a substantial deviation from the original Development Proposal, the proponent shall submit a new Development Proposal for consideration and approval pursuant to the procedures set forth in Sections 12.34 through 12.36 above.

12.37.4 Findings and Decision. In granting an Amendment to a Final Development Plan, the Planning Board shall make the applicable findings set forth below, shall set forth in writing the approved modifications to the Final Development Plan, and may impose new conditions or modify prior conditions of the PUD Special Permit.

- (a) In granting a Minor Amendment, the Board shall find that the approved changes to the Final Development Plan meet the standards for a Minor Amendment set forth in Section 12.37.2 above and conform to the policy plans and development guidelines currently applicable to the area.
- (b) In granting a Major Amendment, the Board shall find that the approved changes to the Final Development Plan meet the standards for a Major Amendment set forth in Section 12.37.2 above, conform to the policy plans and development guidelines currently applicable to the area, result in a revised Final Development Plan that continues to meet the evaluation criteria set forth in Section 12.35.3, and do not violate the general criteria for granting a special permit set forth in Section 10.43 of this Zoning Ordinance.

Although it is not set forth in the zoning, it is typical for PUD special permits to anticipate future changes and specify in advance what changes will be considered Major or Minor. The proposed text makes this explicit.

The current zoning states that the Planning Board determines whether Amendments are Major or Minor, but the process is not always clear to applicants. This change clarifies that a proponent may seek a determination from the Board prior to any required public hearings. If it is clear that the change will be a Major Amendment, the proponent may also submit a special permit application directly.

The standards for granting an Amendment are implied but not clearly set forth in the zoning text. Making those criteria explicit will help make the application and approval process more straightforward for applicants and the Planning Board.

PUD Procedures – Proposed Zoning Text Changes

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12.40 ENFORCEMENT

12.41 *Commencement of Construction.* The developer shall begin construction of the PUD ~~within twelve (12) months of the date of the granting of the Special Permit to construct a PUD~~ prior to the expiration date of the Special Permit as set forth in Section 10.46 of this Zoning Ordinance. The Planning Board may grant in writing an extension of this time period ~~of up to twelve (12) months~~ upon determination of good cause by the developer. If the developer fails to commence construction of the PUD within the specified time, the Special Permit shall lapse.

12.41.1 If the PUD is to be developed in stages, then the developer must begin the construction of each stage within the time limits specified in the Final Development Plan. Construction in each phase shall include all the elements of that phase specified in the Final Development Plan.

12.42 The Planning Board, or its Designee, shall periodically monitor the construction of the PUD, with respect to start of construction and development phasing. If the Planning Board, or its designee, finds that either the developer has failed to begin development within the specified time period or that the developer is not proceeding in accordance with the approved development phasing, with respect to either timing or construction of an approved mix of project elements, then the Planning Board shall review the PUD and may extend the time for start of construction or the length of time needed to complete a phase, revoke the Special Permit, or recommend that the developer amend the Final Development Plan subject to procedures specified in Section 12.37. If the Planning Board revokes the Special Permit for the PUD then the Final Development Plan shall be null and void.

12.50 GENERAL DEVELOPMENT CONTROLS

12.51 *Applicability and Conformance with Existing Policy Plans.* The following regulations in this Section 12.50 shall control development within each PUD district. Each development proposal for a PUD shall, to the extent feasible, be made to conform to existing policy plans established by the Planning Board or City Council from time to time for the specific area of the city in which the PUD is located.

12.52 *PUD Development Parcel Size.* The minimum size of a development parcel for a planned unit development shall be as indicated in each planned unit development's individual regulations;

This change would make the duration of a PUD special permit the same as other special permits, which is currently two years instead of one. One year can often be too short of a timeframe to begin construction of a complex project with multiple parts.

In some cases, PUD special permits have expired before extensions could be granted, resulting in unnecessary time spent by the Planning Board re-hearing cases that were recently decided.

Two years is a longer duration but is not so long that a developer would be discouraged from proceeding expeditiously with the project.

PUD Procedures – Proposed Zoning Text Changes

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however the Planning Board may, at its discretion, allow development parcels containing less than the minimum parcel size required but at least five times the minimum required area for a lot in the base zoning district in which the development would be located. The Planning Board shall permit a development parcel containing less than the minimum parcel size required only upon its written determination that public review and approval of such a small development is necessary for accomplishing the planning objectives of the PUD district in which the development is located.

- 12.53** *Standards for Construction of Roadways.* All new roadways within a PUD shall be constructed in conformance with standards established by the Department of Traffic and Parking.
- 12.53.1** Any existing private way or subsequently constructed private way in a PUD may be accepted by the City as a public way only if it meets the Minimum Standards for Acceptance of Existing Private Ways as Public Ways as adopted by the Planning Board.
- 12.53.2** The design of the overall circulation pattern shall be prepared in accordance with the principles and concepts established in “*Recommended Practices for Subdivision Streets*” prepared by the Institute of Traffic Engineers (1965).
- 12.54** *Standards for Construction of Utilities and Public Works.* All improvements to the site which include the installation of utilities, public lighting, sewers, and other public works shall be constructed according to criteria established by the Public Works Department, Water Department, Electrical Department, the Planning Board and other appropriate departments. If the developer provides public works, roadways, and utility improvement to the site, the Planning Board may require the developer to post a performance bond.
- 12.55** *Landscaping.* All open areas within a PUD which are not used as driveways, walkways, or parking lots shall be landscaped in an appropriate manner utilizing both natural and manmade materials such as grass, trees, shrubs, and benches. Wherever possible, deciduous trees should be planted along new and existing streets. Plazas, arcades, malls, and similar manmade developments shall be counted as landscaped area. In addition, landscaping within a PUD shall conform to any landscaping criteria or requirements which may be adopted by the Planning Board or City Council from time to time, except that any PUD development prior to the establishment of formal landscaping regulations shall not have to conform to them.

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Outdoor lighting shall be considered in a landscaping plan and shall be designed to complement both manmade and natural elements of the PUD.

- 12.56** *Environmental Performance Standards.* All uses in the PUD district shall conform to all applicable federal, state and local laws and regulations regarding the environment such as laws and regulations concerning noise, air quality, water quality, radiation, and radioactivity.

12.60 COLLECTIVE AND DISTRIBUTED RIGHTS AND OBLIGATIONS

12.61 *Intent.* The intent of this Section 12.60 is to facilitate the administration of a PUD after its approval by the Planning Board, particularly as ownership of some of all of the elements of the approved Final Development Plan may be transferred to different ownership entities and as the development rights and obligations authorized by the PUD special permit may be assigned by the original Permittee to those different ownership entities. It is also intended to facilitate the approval of amendments to the special permit where such amendments apply only to individual elements of the Final Development Plan and not generally to all development within the PUD.

12.62 Collective Rights and Obligations.

- (a) Nothing in this Section 12.60 shall waive the collective obligation of the Permittee and all successors in interest to adhere to all conditions and requirements of the approved Final Development Plan and all subsequent Amendments, as well as any other applicable requirements set forth in this Zoning Ordinance. The owner of any component of a PUD may be subject to enforcement action for any zoning or special permit violation on any portion of the PUD, regardless of whether the owner controls the portion of the PUD on which the violation is deemed to have occurred.
- (b) Except where a PUD special permit explicitly states otherwise as set forth in Section 12.63 below, any Major or Minor Amendment or other change to the Final Development Plan authorized by the original special permit shall be acted upon by the Planning Board only after an application has been made collectively by all successor parties in interest to the original Permittee.

12.63 Distributed Rights and Obligations.

- (a) An approved Final Development Plan or subsequent Amendment may identify and describe Component Parcels within the Development Parcel by including a map and a detailed description of the development rights and obligations assigned to each

PUDs are permitted as single development projects, but since they often contain multiple buildings, it is typical for a developer to separate and sell lots to different owners over time. In cases where different parts of a PUD are controlled by different entities, it is not always clear which owner is responsible for meeting certain outstanding zoning or special permit requirements.

One outcome of this proposed change is to clarify that when a PUD is controlled by multiple owners, all owners are collectively responsible for meeting the special permit requirements. However, a PUD special permit may distribute development rights and obligations so that owners of different sites may control their own portions with a degree of independence.

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- Component Parcel. Such rights and obligations may include the uses, Gross Floor Area and height of development permitted on each Component Parcel, requirements to provide and/or maintain open space, roads and other facilities for public use, and any other required public benefits.
- (b) Where Component Parcels have been identified as set forth above, a PUD special permit may set forth changes to the Final Development Plan that may be sought by the owner or controlling interest in an individual Component Parcel as a Major or Minor Amendment without requiring application by all collective successors in interest to the original Permittee.
- (c) Where Component Parcels have been identified and development rights and obligations distributed in the manner set forth above, all owners and successors in interest within the PUD shall retain any rights of notice or appeal to which they would otherwise be entitled as parties in interest as defined in Chapter 40A of the Massachusetts General Laws for the procedures to approve a special permit.