



CITY OF CAMBRIDGE
COMMUNITY DEVELOPMENT DEPARTMENT

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To: Planning Board
From: CDD Staff
Date: January 11, 2017
Re: **PB #315, MXD Infill Development Concept Plan**

Update

On December 20, 2016, the Planning Board restarted the public hearing of case PB #315, special permit for the MXD District Infill Development Concept Plan (IDCP), which proposes the construction of four new buildings in the district (two commercial and two primarily residential) with associated site improvements and changes in use to some other buildings within the district. Also included with the proposal is a design for the first phase of the infill plan, a commercial building at 145 Broadway. This case had previously been heard on September 20, at a joint public hearing with the Cambridge Redevelopment Authority (CRA) Board.

The meeting on January 17, 2017 will be a joint public meeting with the CRA Board and a continuation of the Planning Board's December 20 hearing. This will be an opportunity for the boards to further discuss any outstanding issues with the Applicant and with each other before bringing the review to a close, after which the Planning Board can take action on the special permit request and the CRA Board can take action by its jurisdiction over the Kendall Square Urban Renewal Plan.

The following pages include a summary of the criteria to grant this special permit, which are similar to those of a Planned Unit Development (PUD) special permit. There is also a summary of the typical conditions included in multi-phased developments, and recommended special considerations given then Board's discussion of this application.

Planning Board Comments

At the December 20 meeting, Planning Board members expressed overall support for the proposal but raised some concerns for further discussion. Some concerns pertain to the "Phase 1" 145 Broadway site, including the wind conditions at the southwest corner. Other concerns pertain more to future phases of development, including the treatment of the existing garage and the proposed use of its rooftop.

Staff has met with the Applicant, who will responding to these issues at the hearing. Since the Applicant is seeking approval for the design of 145 Broadway, issues related to that design should be resolved to the Board's satisfaction. Since the remainder of the plan is presented in concept form, subject to further review, some issues could be deferred for consideration at a future time. The Board's comments and staff suggestions for how to address them in the special permit conditions are included below.

**Special Permit Approval Criteria for MXD Infill Development Concept Plan
(Section 14.32.2, referencing Section 12.35.3 and Section 19.25)**

Requested Action	Required Findings (Summarized) (see appendix for zoning text excerpts)
Approval of a PUD Final Development Plan (Section 12.35.3)	<p>The Development Plan:</p> <ul style="list-style-type: none"> • Conforms with general PUD development controls and district development controls (in this case, requirements of Article 14.000). • Conforms with adopted policy plans or development guidelines for that portion of the city (<i>see attached Kendall Square Design Guidelines</i>). • Provides benefits to the city which outweigh its adverse effects, considering: <ul style="list-style-type: none"> ○ quality of site design ○ traffic flow and safety ○ adequacy of utilities and other public works ○ impact on existing public facilities ○ potential fiscal impact
Project Review Special Permit (Section 19.25)	<ul style="list-style-type: none"> • The project will have no substantial adverse impact on city traffic within the study area, upon review of the traffic impact indicators analyzed in the Transportation Impact Study and mitigation efforts proposed. • The project is consistent with the urban design objectives of the City as set forth in Section 19.30 (<i>see details in appendix</i>).
General special permit criteria (Section 10.43)	Special permits will be normally granted if the zoning requirements are met, unless it is found not to be in the public interest due to one of the criteria enumerated in Section 10.43 (<i>see details in appendix</i>).

Special Permit Conditions for a Conceptual Development Plan

Special permits that are granted for development at a conceptual or master plan level (such as a PUD special permit, or the special permit for development at Cambridge Discovery Park), contain, written into the conditions, requirements that describe how the development is authorized to proceed, what ongoing review procedures will be in place, and phased or targeted requirements for mitigation and public improvements consistent with zoning requirements and other city standards.

The chart below summarizes the general categories of conditions that are included in a master plan special permit approval. Next to each category of conditions is a brief summary of the conditions that would be reasonable to apply to this particular special permit, based on the IDCP submission and discussions that have occurred so far with the Board. This is not meant to reflect the final language of the special permit decision or to contain the full detail of the conditions, but to outline the main points that would be expanded into greater detail in the final decision.

On the final page is a summary of special considerations, based on the remaining outstanding issues raised at the Planning Board’s December 20 discussion, that could be addressed through additional conditions included in the special permit decision.

CONDITIONS CATEGORY	PARTICULAR TO THIS SPECIAL PERMIT
<p>Overall Development. Approves the development concept as a whole, including the extents of the development parcel, aggregate Gross Floor Area (GFA), mix of uses, and amount of open space.</p>	<p>Dimensional characteristics as proposed in IDCP submission materials, as revised. GFA calculations consistent with Article 14.000 zoning requirements (including special exemptions for residential balconies and other spaces). Also conditioned upon adherence to zoning commitments including residential uses, affordable housing and innovation space.</p>
<p>Component Development. Approves the arrangement of individual building sites (including open space and parking) within the development parcel, with the authorized uses, GFA, height, setbacks and open space on each.</p>	<p>Sites and their dimensional characteristics as proposed in IDCP submission materials, subject to further design review (see below) for development after Phase 1, which already has a detailed design proposal. Variations of up to 5% are authorized as part of design review process (see previous memo).</p>
<p>Site Plan. Authorizes basic site design parameters as set forth in the Final Development Plan such as circulation, access and egress for pedestrians, bicycles and vehicles, as well as loading and access for other service functions, for each site and the development as a whole.</p>	<p>Site plan elements as proposed in IDCP, subject to further design review for each site (see below) and City department review of any improvements impacting public space or infrastructure.</p>

CONDITIONS CATEGORY	PARTICULAR TO THIS SPECIAL PERMIT
<p>Ongoing Detailed Design Review. Because development is permitted as a multi-site phased master plan, detailed designs for each site would be subject to Planning Board review and approval.</p>	<p>Phase 1 design considered concurrently with special permit application. Future phases subject to review and approval in accordance with Planning Board / CRA review process. Planning Board and CDD representatives participate in CRA Design Committee, and Planning Board and CRA Board jointly meet to review and approve schematic designs (see previous memo).</p> <p>Design review submissions include plans and elevations, landscape plans, renderings from multiple perspectives (including nighttime views), signage and lighting plan, wind and shadow studies, acoustical reports, sustainability report.</p> <p>Design approval subject to general conformance with applicable city plans and guidelines for Kendall Square as well as Design Guidelines included in IDCP (see “Special Considerations”).</p> <p>Design approval also subject to conformance with sustainability standards as described in IDCP (see previous memo).</p>
<p>Parking. Total authorized minimum and maximum accessory parking, bicycle parking and loading for the development, including any off-site parking. May include more detailed conditions on how the parking may be used.</p>	<p>Provided per most recent IDCP submission, subject to review of management plan and other requirements as recommended by Traffic, Parking and Transportation Department (TP&T).</p>
<p>Transportation Management/Mitigation. Measures that are required to mitigate the transportation impacts of the project, including public improvements to improve transportation systems in the area as well as programmatic requirements incorporated into the project itself, targeted to particular phases of the development. Requirements may also include monitoring and reporting of transportation impacts over the course of the project.</p>	<p><i>See accompanying TP&T memo for recommended mitigation and monitoring program.</i></p>

CONDITIONS CATEGORY	PARTICULAR TO THIS SPECIAL PERMIT
<p>Infrastructure. May specify necessary public infrastructure improvements and connect them to particular phases of the project.</p>	<p>Formal complete engineering review will be undertaken by the DPW at each phase of development, at the time of the Building Permit Application, to confirm all DPW standards have been met including standards for public streets, sidewalks and utilities, public tree removal, construction management, utility service, stormwater management and climate change resiliency (see 12/12/2016 DPW memo).</p>
<p>Retail and Active Use. Particularly for projects in Kendall Square that require ground-floor active use space, it is typical to require coordination with the City on retail marketing and tenanting process.</p>	<p>Coordination with Economic Development Division required prior to initiation of marketing and tenanting efforts for active use space, in order to share information about potential strategies, outreach mechanisms and programs to support local businesses.</p>
<p>Phasing. Requirements for the sequencing of development and timeframe for project completion (which could be extended by the Planning Board if the pace of development slows due to unforeseen circumstances beyond the developer’s control). The intent is not to specify the exact timing of each stage of development but to provide an overall framework by which residential and commercial development, mitigation measures and public improvements will be tied together into a predictable development sequence.</p>	<p>Per the IDCP submission, development of all phases complete by end of 2024. Phase 1 to initiate within two years of special permit issuance. Phases 2 and 3 may proceed at any time subsequent, but not necessarily in sequence, subject to design review procedure and commitment to deliver the residential development and innovation space required by zoning prior to the second commercial building.</p>
<p>Amendments. The zoning allows for modification of the development plan over time by approval of Major or Minor Amendments, similar to the process for PUDs. Minor Amendments may be approved by a written determination of the Planning Board (without requiring a new special permit), while Major Amendments require a new special permit process. Conditions of the special permit may specify a range of modifications that could be approved as Minor Amendments.</p>	<p>Procedure for amendment review will also involve the CRA Board, per zoning and Kendall Square Urban Renewal Plan. <i>Above sections and “Special Considerations” below include suggestions for flexibility that might be written into the special permit approval.</i></p>

Special Considerations

At the Planning Board’s December 20 hearing, a number of issues were raised regarding specific elements of the plan. Many of these issues could benefit from further study and review as the project unfolds over time. If the Planning Board acts to grant the special permit, the following suggestions could be incorporated as conditions in order to ensure that the cited issues are fully reviewed at an appropriate time. These suggestions could be modified, and other conditions added, following discussion by the Planning Board and CRA.

ISSUE	SUGGESTED CONDITION
<p>Wind. Undesirable wind condition predicted at the southwest corner of 145 Broadway site.</p>	<p>Further staff review and approval (with possible Planning Board review) of mitigation measures proposed at that corner, which may include a vertical wind screen that might be a prominent feature along the sidewalk. Required “before and after” measurement of wind conditions prior to final certificate of occupancy. Wind studies required as part of design review for future phases. Include language and precedent images for wind mitigation measures in Design Guidelines (see below).</p>
<p>Trees on Sixth Street Connector. Proposed bike path along Sixth Street Connector must be designed in a way to protect the allee of trees.</p>	<p>Final detailed design (including grading plan), construction methods and tree protection measures reviewed and approved by City Arborist and City Engineer to ensure bike path is designed and constructed to properly protect existing trees. May require design modifications such as: narrowing to minimum of 8’ in sections; moving path closer to the buildings, away from the drip line of the trees, to the maximum extent feasible; and building at a higher elevation than existing walkway to match existing grades.</p>
<p>Garage Rooftop/Binney Street Park. Consider suggestion to include a public use, such as recreation space or roof garden, in place of proposed private open space and/or solar collectors. In exchange, consider removing, reducing or enclosing (as a public winter garden) Binney Street Park so residential building can be closer to street line.</p>	<p>Prior to Phase 2 development (before or as part of design review), require a study of options for public use of rooftop and/or modification to Binney Street Park and Phase 3 building location. Plan can be modified to achieve such an outcome with Planning Board and CRA design approval, but without an amendment to the special permit, if it results in a greater public benefit. It is acknowledged that modifications may require amending existing public open space covenants.</p>

ISSUE	SUGGESTED CONDITION
<p>Service Drive Design. Design of drive areas around the garage deserves more attention to the quality of the pedestrian experience, especially given the removal of trees.</p>	<p>Prior to Phase 2 development (as part of design review), require further study of potential improvements to service drives, considering surface materials, plantings, and treatment of the garage façades.</p>
<p>Design Guidelines. Staff noted on 12/20 that additional descriptive material and other improvements to the latest version of the IDCP design guidelines are needed.</p>	<p>Most recent version of IDCP Design Guidelines (received by CDD in early January) are generally accepted in draft form, but subject to future detailed refinement working with CDD staff. Review and approval of final guidelines by the Planning Board prior to Phase 2 development.</p>
<p>Plan Consolidation. The current versions of the IDCP and 145 Broadway Design Review contain the initial plan and design submissions along with various revisions and additional materials submitted later during the review process.</p>	<p>All materials should be consolidated into a final IDCP document prior to filing the special permit, so that there is a consistent document to refer to as the development proceeds.</p> <p>All Design Review materials should be consolidated into a final 145 Broadway Design Review document, which should include:</p> <ul style="list-style-type: none"> ▪ Scale bar and key dimensions on all plans and elevations. ▪ Materials palette cross-referenced to elevations. ▪ Landscaping plans with all materials, walls, screens, plantings (species and size), hardscape, and special features labeled.