SUPERMARKET ACCESS IN CAMBRIDGE

A Report to Cambridge City Council
Community Development Department
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Executive Summary

The following report focuses on ways to ensure adequate access to a full-service, affordable supermarket for all Cambridge residents. The loss of the Stop and Shop stores in North Cambridge and Cambridgeport, as well as the concerns about the commitment of Purity Supreme to remain in Central Square, have highlighted the importance of supermarkets to the vitality of the City. This report addresses three basic questions:

I. Which areas of the city lack adequate access to full service supermarkets?

II. What do supermarkets need in order to locate a store in these neighborhoods?

III. What can the City do to improve food access, retain existing markets, and, in particular, to encourage the siting of new markets?

I. Access to Food in Cambridge

Supermarkets are critical parts of a food distribution network running from convenience and "Mom & Pop" stores to neighborhood markets and specialty stores. While each of these stores has an important role to fulfill, supermarkets are pivotal, given their ability to provide a greater variety of foods at lower cost. Indeed, consumers spend 75% of their food dollars at supermarkets.

Most of the existing full-service supermarkets are located on the edges of the City. ("Full-service" refers to stores with a wide enough range of products at affordable prices to allow consumers to buy a weeks worth of groceries at one time.) These stores are the Star Markets at Porter Square, Mt. Auburn Street, Twin City Mall and Beacon St., as well as Johnny's Foodmaster/Beacon St., the Market Basket/Somerville Ave. and the Stop and Shop in Watertown.

Are Cambridge residents underserved by existing supermarkets? Two general industry standards of accessibility to a supermarket are driving distance (generally two miles) and walking distance (generally one-half of a mile). Using only the first standard, a driving distance of two miles, there are virtually no underserved neighborhoods in the City. However, this measure clearly does not take into account the critical fact that many households in Cambridge, particularly elderly and lower-income families, do not have cars. Therefore, the second standard, which assumes walking distance of one-half of a mile, is an extremely relevant one. Taking into account which neighborhoods have the lowest rates of car ownership along with no supermarket located in a walking distance of one-half of a mile, underserved neighborhoods become clear.

By these measures, portions of Riverside, Cambridgeport and Wellington-Harrington stand out as neighborhoods lacking access to an affordable full service market. Riverside and Cambridgeport in particular have been greatly impacted by the loss of the Stop and Shop store on Memorial Drive. For many of these residents, access to full-service supermarkets is now limited to the Purity Supreme in Central Square. Though somewhat limited in terms of size and thus product variety, Purity Supreme plays a critical role in providing food to the neighborhoods surrounding Central Square. Other city residents also lack access to full service markets. In particular, lower income, carless residents in portions of North Cambridge and Neighborhood 9 face some disadvantages. In North Cambridge, the opening of Bread and Circus in the old Stop and Shop site has somewhat mitigated the access issue. It is clear, however, that Bread and Circus prices are at the high end of range and that its product selection does not provide the variety many in North Cambridge desire.

II. Requirements of Supermarket Operators

The area's major supermarkets are all relatively large (approximately 20-40,000 square feet) and are located on sites of 2-4 acres. The siting of these supermarkets reflect certain common requirements which are necessary for the success of most larger markets. These include a site large enough for the store and for parking spaces, adequate truck access, areas for loading and unloading and relatively high visibility. Not surprisingly, the industry has identified a lack of parcels of adequate size and location available for supermarket development and difficulties in securing enough parking spaces under the parking freeze as major barriers to siting a store in Cambridge.

Virtually every major supermarket chain in the region and a number of smaller independent markets with whom the Community Development Department (C.D.D.) has had conversations have indicated that Cambridge in general an extremely strong market; the demographics and overall density of the City contribute to its appeal as an attractive underserved market for food stores. Moreover, Cambridgeport/Riverside, as well as North Cambridge, are seen as able to support a full-service market. Preliminary market analysis by C.D.D. staff confirms these views.

However, industry sources do not view the availability of public financing, 121A tax agreements or other public incentives, such as land takings, as a factor crucial to siting markets in Cambridge. The perception that the process related to siting is extremely difficult and unpredictable is of real concern to the supermarket industry. The lack of regulatory certainty and the lack of sites were cited as a barrier to the development of new markets.

In summary, the industry considers Cambridge an underserved market which can accommodate additional stores. While the standard supermarket, at a minimum of 40,000 square feet, would need a site of three to four acres, a few operators have indicated that, given the right combination of site and cost, a store as small as 15-20,000 sf is feasible. Such a store would require a site of 1 - 2 acres.

III. What the City Can Do

Given operators' concerns with site availability and uncertainties in the public process, this report provides an inventory of possible sites and considers zoning and other regulatory approaches to facilitate supermarket siting. It analyses 10 sites in Cambridgeport, Riverside, Area 4 and North Cambridge which meet minimal size requirements for supermarket development. The analysis includes the permissibility of a supermarket under present zoning, either as-of-right or through a variance or zoning change. These processes are considered problematic by many in the supermarket industry because of the time and expense involved and the unpredictability of the outcome. The report provides alternative zoning suggestions which might make siting easier but involve other tradeoffs for the city.

The report also examines strategies adopted by other city governments and community organizations who have taken an active role in siting or developing supermarkets. In many cases their experiences cannot be applied directly to Cambridge, as their higher poverty rates, crime problems and levels of physical deterioration demand a greater degree of public investment to compensate for private market conditions. The record of public involvement in developing markets has been mixed, but it suggests that the right combination of private sector expertise and public sector cooperation can prove successful.

While our primary focus has been on attracting a new supermarket, this report also notes alternate means for increasing food access for underserved residents and improving the quality of service by existing markets. Among the models of alternate food distribution discussed are food cooperatives (such as the Harvest Cooperative Supermarket), food buying clubs and public markets. Access can also be improved via transportation aids such as delivery services, shuttle services, taxicabs and carpooling. Currently, the Department of Human Service Programs, as well as Stop and Shop, provide some shuttle service for elders to area grocery stores. Finally, techniques for improving service are suggested. These include forming resident committees to work with store operators to improve product mix, increase community outreach, and other enhancements.

Conclusion

Perhaps the most positive result of this research effort has been the establishment of ongoing communication with the supermarket industry. Through that communication the city has sent the clear message that the City is supportive of markets being located in Cambridge. Operators have indicated that Cambridge is a strong market; they are even willing to be flexible on the size of a store, given the right conditions. This supportive environment has led to a number of supermarkets entering into discussions with owners of suitable sites. Whether these negotiations will lead to new markets is unclear and will largely hinge on whether landowners and supermarket owners can agree on mutually acceptable business terms as well as the outcome of the public processes involved in siting.

The Community Development Department will continue to facilitate the siting of a new store on an appropriate site. We will provide the food industry with additional information on available sites, demographics and other market analysis information. In addition, we have offered assistance in both the public permitting and the community review process. We will work closely with other departments involved in permitting, as well as continue our assistance to the Council on Aging's survey of elders' food transportation needs. We look forward to additional dialogue and collaboration with the City Council on this crucial community issue.

Introduction

This report will examine the food purchase options for the residents of Cambridge. While the focus will be on access to supermarkets, the discussion will also include alternatives to the traditional supermarket as a mechanism for food distribution. This report will identify the value of supermarkets as a food shopping option, and which residents of Cambridge are most underserved by supermarkets. The report will discuss what supermarkets need in order to locate in Cambridge, and what the City can do to bring supermarkets to the underserved areas of the City. Alternative methods of providing access to food will also be discussed. Although this report is generated out of the unsuccessful attempt to site a Super Stop & Shop on Memorial Drive in Cambridgeport, the report will also look at food access throughout the City.

Food Access - Why Supermarkets Are Important

Why are supermarkets important? They are critical parts of a retail food distribution network which runs from convenience and "Mom & Pop" stores to specialty stores, neighborhood markets and supermarkets. Each of these types of stores has a valuable role to fulfill; what distinguishes supermarkets is their ability to provide a greater variety of goods at lower cost. While smaller stores provide a community with walk-in convenience and familiarity, consumers who lack the additional option of supermarket shopping pay higher food prices. For those with lower incomes, these higher prices leave less income available for other necessities, such as housing or child care. A recent study concluded that consumers choose to spend 75% of their food dollars in supermarkets. What supermarkets provide to a neighborhood includes:

- lower cost - lower food costs - which allows the consumer to purchase higher quality foods for a given food budget;
- variety - the chance to easily buy a wide variety of foods, making it possible to choose a more nutritionally balanced diet that serves the taste and budget of a wide variety of households; and,
- convenience - the convenience of a full range of food shopping in one stop, making the higher quality and variety of food selection possible in a relatively shorter amount of time spent shopping.

Supermarkets also make valuable contributions to the community by adding to:

- employment - the variety of part-time and entry level jobs within walking distance fill a valuable niche in a community; and,
- neighborhood vitality - by virtue of the aforementioned qualities, supermarkets are often neighborhood meeting places, offering a year-round opportunity for informal social interaction.

What Size is a Supermarket? - Two Models

How large a space does a supermarket need? In our conversations with developers and supermarket operators, the answer to this became more refined. The large supermarket chains, such as Star Market, maintain that they are not interested in developing supermarkets below 40-45,000 square feet. In fact, the trend has been toward larger 60,000 SF superstores. The 40-45,000 SF store allows them the minimum of variety, low price and convenience they feel their customers expect. Certainly there are stores run by these companies that are smaller - the Star Market on Beacon Street in Somerville is just 20,000 SF. This size is given by some industry experts as the minimum necessary to attain the volume and mix of goods that allow a store to stay competitive on pricing. This does not mean that every operator is willing to develop this size for a new store, however. In our conversations with smaller industry operators, we found a few operators willing to look at opportunities to develop stores that were from 15-20,000 SF in size, with a correspondingly small site requirement. While these stores may not qualify as the standard supermarket, they can often focus on a specific niche market and satisfy its supermarket shopping needs.

For each of these two groups, one needing a three to four acre site to do a 40,000 SF store, and the other needing a 1-2 acre site to do a 15,000 SF store, there would be a corresponding change in automobile and truck traffic impact as well. While most of the issues discussed in this report apply similarly to both of these supermarket models, in some cases, especially in regard to locating adequate sites, the two models have distinctly different requirements.

What is Access to a Supermarket? - Underserved Neighborhoods in Cambridge

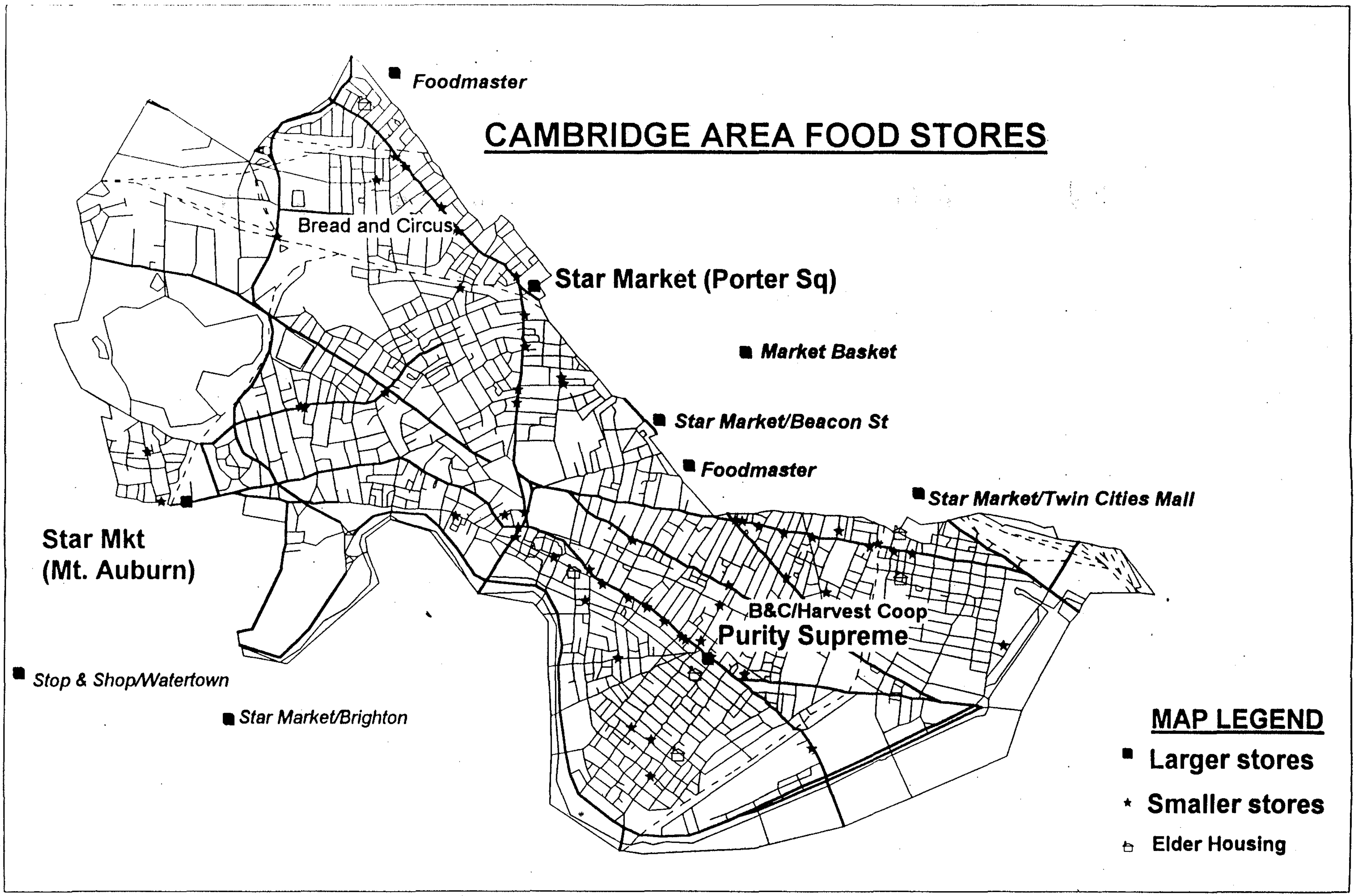
Is Cambridge underserved by supermarkets? Not by the conventional wisdom of supermarket studies, which assume a roughly two mile service radius for an average supermarket. Even after the departure of two Shop & Stop stores, no Cambridge household is located more than two miles from a supermarket, whether the supermarket is in Cambridge, Somerville, Brighton or Watertown (see map #1, Cambridge Area Food Stores). But Cambridge is not a typical community; in more than half of the City's neighborhoods over one quarter of the households have no vehicle (see map #2 Food Store Location and Access to Cars).

Should we expect to be able to walk to a supermarket? As with many other questions, the answer in Cambridge seems to be a bit different than elsewhere. Cambridge, like many large eastern cities, has a high percentage of households without vehicles. It is in scale and design a pedestrian oriented city, with a public transportation system to support that design. Although there are certainly a good number of households with automobiles to travel to supermarkets in the surrounding area, those households without a vehicle must look to other means of transportation to make their weekly shopping trip. Public transit, taxis, relatives and friends all supply a share of transportation to these households (see Map #3 Streets With Ⓣ bus Routes). As with any transportation option, however, there is a cost, whether in terms of money, time, physical effort or social relations. With ice or snow in the winter, safe and convenient passage may become even more of a hardship. For those residents without a car, buying the week's groceries becomes significantly more difficult with the loss of a neighborhood supermarket.

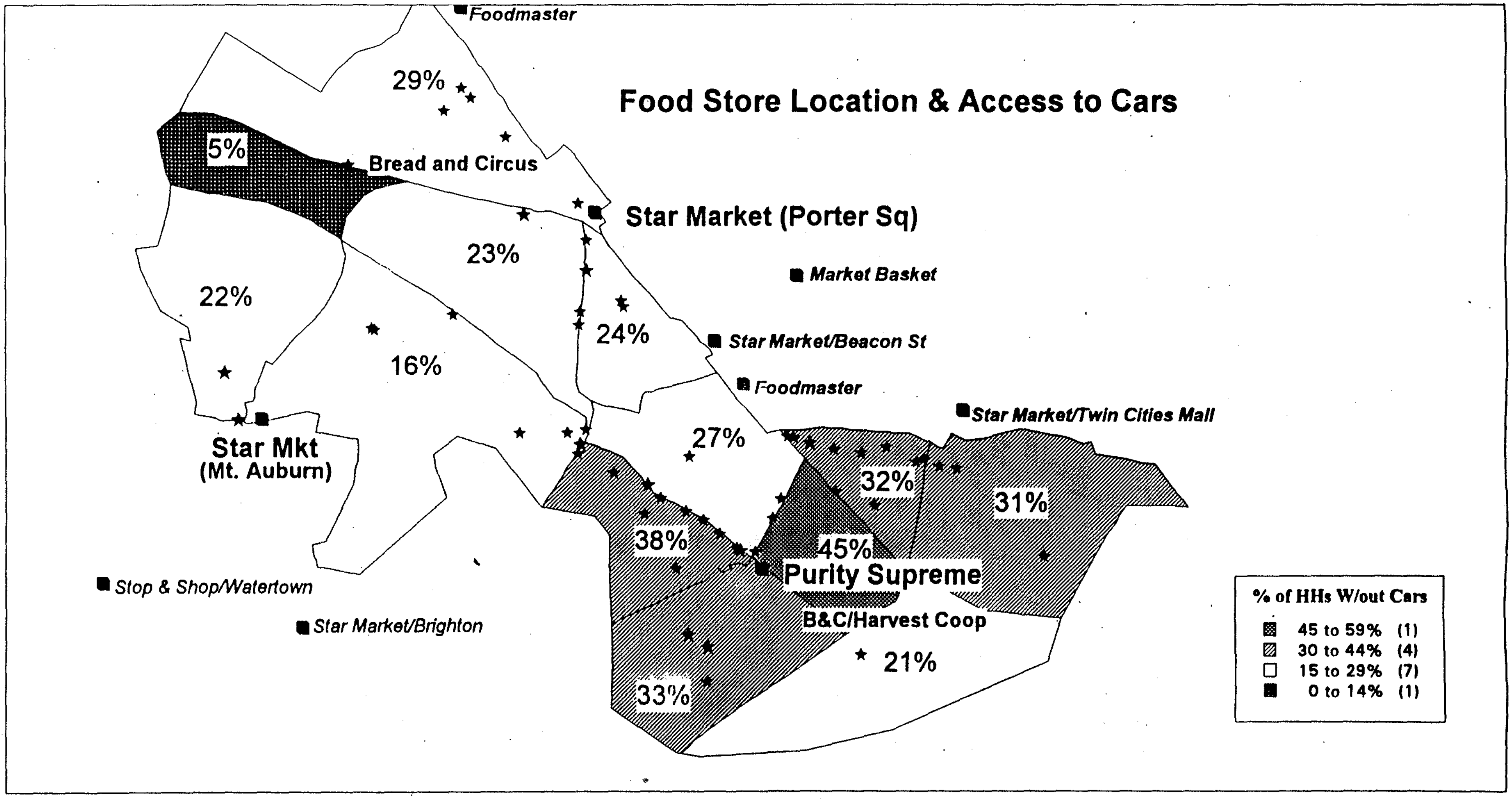
The evaluation of food access is therefore more accurate if we look at the "walking radius" (about one half mile) rather than the suburban driving radius of two miles per store. By this definition, several residential areas with low rates of car ownership are underserved by supermarkets. As can be seen in map #4 Food Store Accessibility by Neighborhood, and the darker areas on map #5 Neighborhoods Underserved by Food Stores, portions of North Cambridge, Mid-Cambridge, Cambridgeport, Riverside and Wellington-Harrington have insufficient supermarket access.

In Mid-Cambridge, the closing of the Broadway Market left a significant portion of the neighborhood without a supermarket within a half mile walk. The approaching replacement of this market with a cluster of food purveyors at the same location should alleviate much of this loss.

In North Cambridge, the loss of the Stop & Shop in the Fresh Pond Mall left hundreds of families

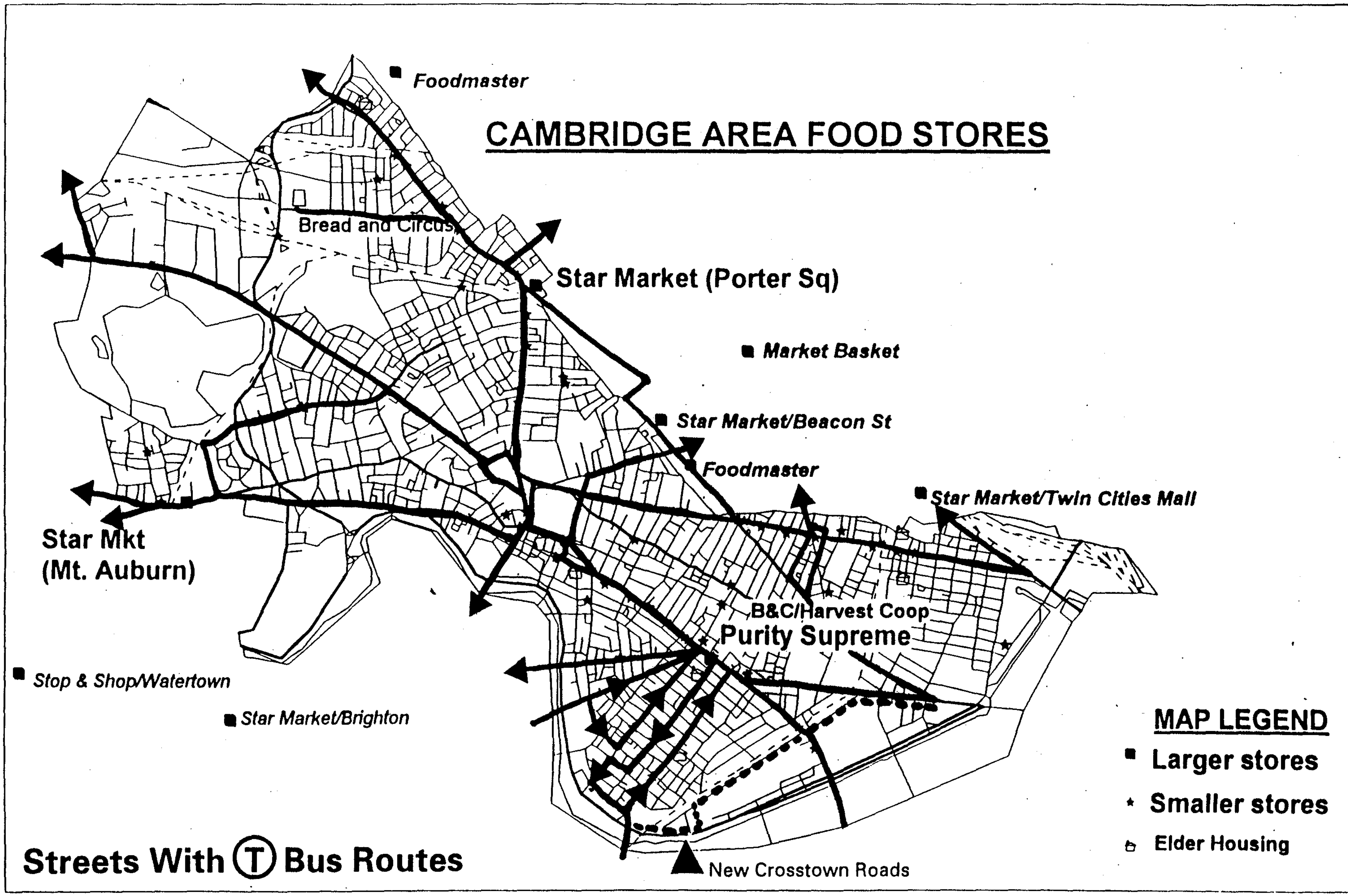

CAMBRIDGE AREA FOOD STORES
Foodmaster
Bread and Circus
Star Market (Porter Sq)
Market Basket
Star Market/Beacon St
Foodmaster
Star Market/Twin Cities Mall
Star Mkt
(Mt. Auburn)
B&C/Harvest Coop
Purity Supreme
Stop & Shop/Watertown
Star Market/Brighton
MAP LEGEND
Larger stores
Smaller stores
Elder Housing

MAP #1



Food Store Location & Access to Cars
Foodmaster
29%
5%
Bread and Circus
Star Market (Porter Sq)
23%
Market Basket
22%
24%
Star Market/Beacon St
16%
Foodmaster
Star Market/Twin Cities Mall
27%
Star Mkt
(Mt. Auburn)
32%
31%
38%
45%
Purity Supreme
Stop & Shop/Watertown
B&C/Harvest Coop
Star Market/Brighton
21%
33%
% of HHs W/out Cars
45 to 59% (1)
30 to 44% (4)
15 to 29% (7)
0 to 14% (1)

MAP #2


CAMBRIDGE AREA FOOD STORES
Foodmaster
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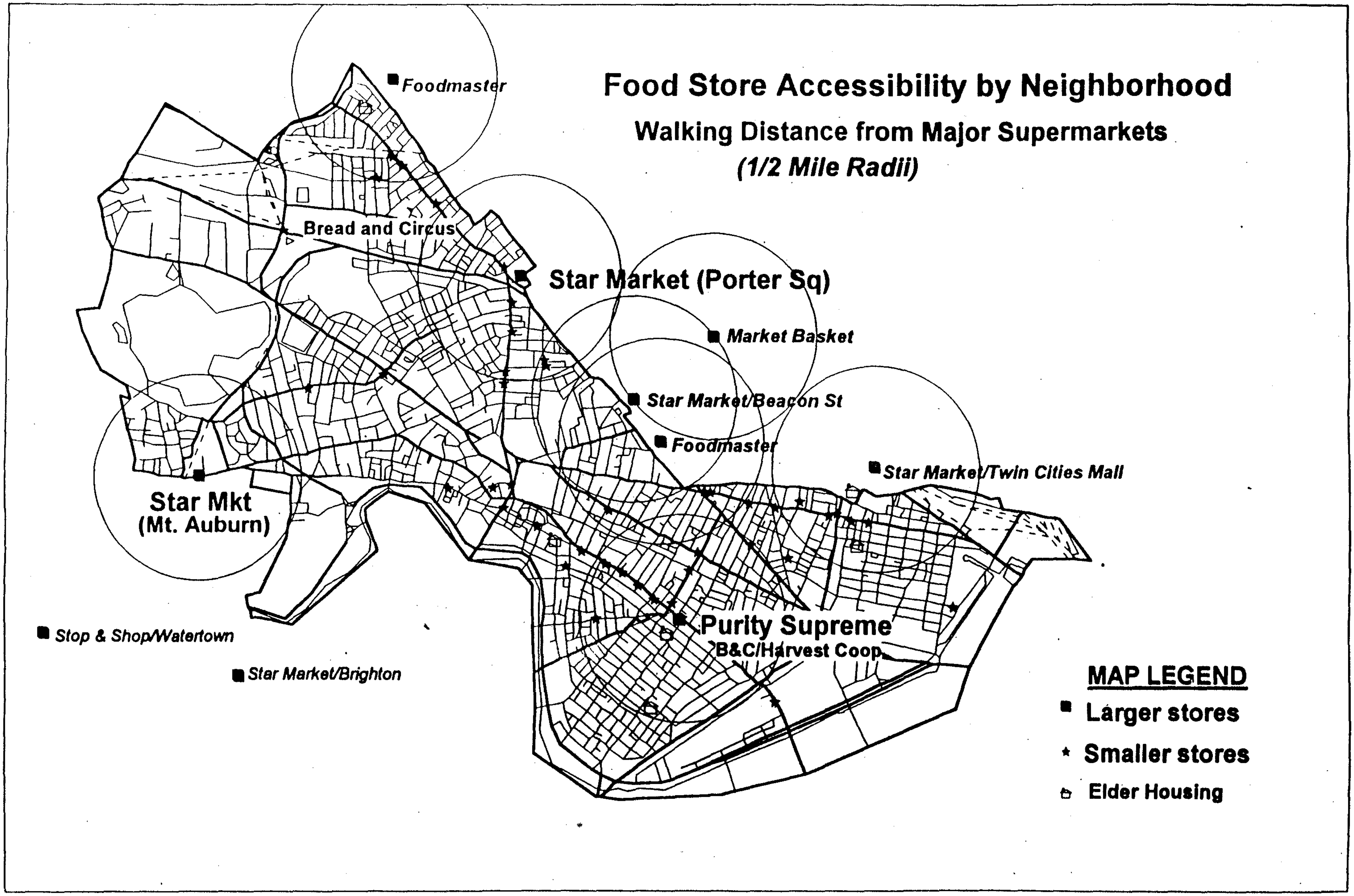
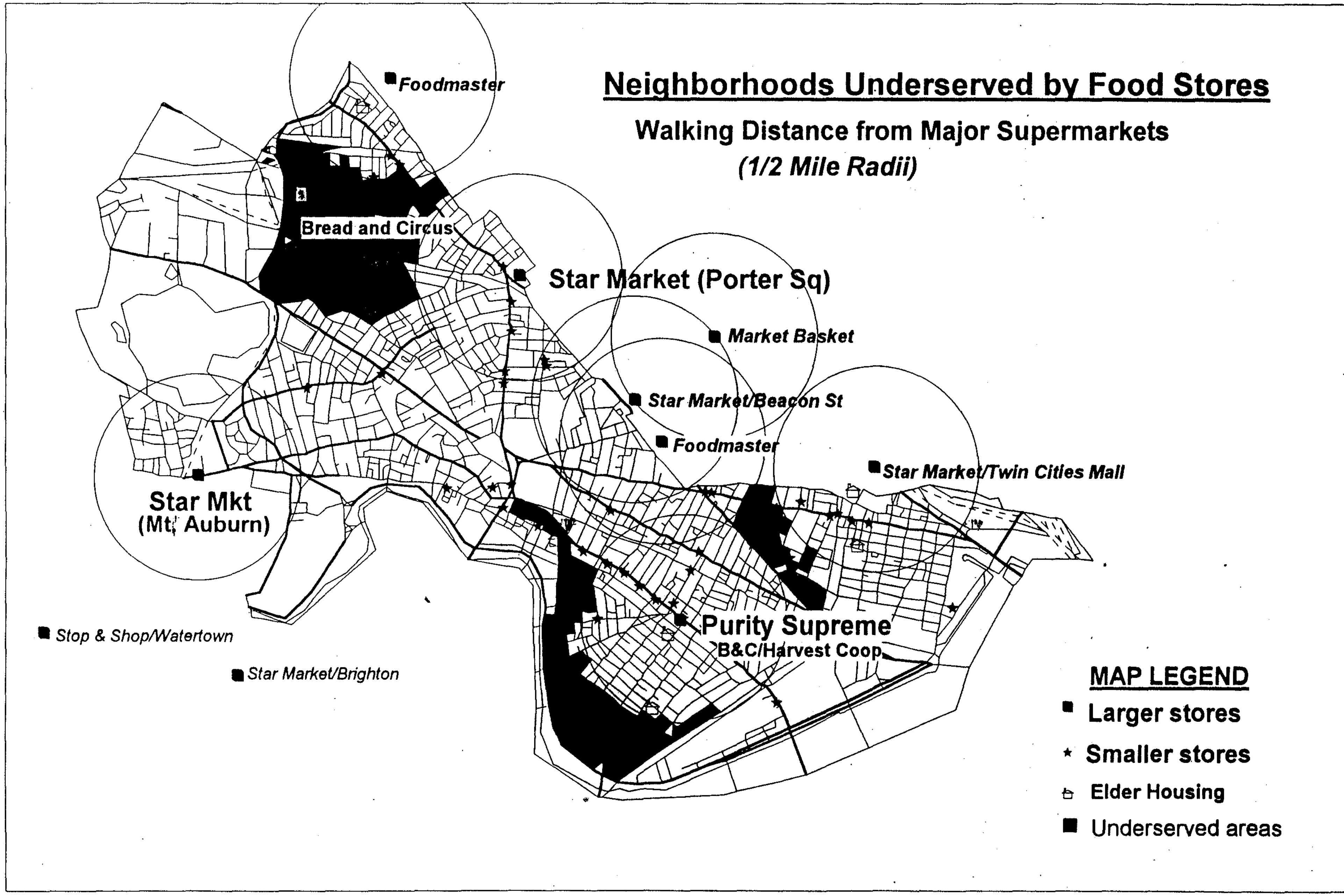
Star Market (Porter Sq)
Market Basket
Star Market/Beacon St
Foodmaster
Star Market/Twin Cities Mall
Star Mkt
(Mt. Auburn)
B&C/Harvest Coop
Purity Supreme
Stop & Shop/Watertown
Star Market/Brighton
MAP LEGEND
Larger stores
Smaller stores
Elder Housing
New Crosstown Roads
Streets With T Bus Routes

MAP #3


Food Store Accessibility by Neighborhood
Walking Distance from Major Supermarkets
(1/2 Mile Radii)
Foodmaster
Bread and Circus
Star Market (Porter Sq)
Market Basket
Star Market/Beacon St
Foodmaster
Star Market/Twin Cities Mall
Star Mkt
(Mt. Auburn)
Stop & Shop/Watertown
Star Market/Brighton
Purity Supreme
B&C/Harvest Coop
MAP LEGEND
Larger stores
Smaller stores
Elder Housing

MAP #4


Neighborhoods Underserved by Food Stores
Walking Distance from Major Supermarkets
(1/2 Mile Radii)
Foodmaster
Bread and Circus
Star Market (Porter Sq)
Market Basket
Star Market/Beacon St
Foodmaster
Star Market/Twin Cities Mall
Star Mkt
(Mt. Auburn)
Purity Supreme
B&C/Harvest Coop
Stop & Shop/Watertown
Star Market/Brighton
MAP LEGEND
Larger stores
Smaller stores
Elder Housing
Underserved areas

MAP #5

without a nearby supermarket. The opening of the Bread & Circus supermarket allows these families access to a full supermarket selection, although generally with higher prices (see Appendix G - "Cambridge Market Basket Food Survey"). The competitive prices on staple goods, if combined with the lower priced bulk goods, allows for reasonably priced shopping, but with some loss of the variety and convenience of other supermarkets.

***% of Households without Vehicles*[1]**

Area 4	45%
Riverside	38%
Cambridgeport	33%
Wellington Harrington	32%
East Cambridge	31%
North Cambridge	29%
Mid-Cambridge	27%
Agassiz	24%
Neighborhood 9	23%
Strawberry Hill	22%
Neighborhood 2/MIT	21%
West Cambridge	16%
Cambridge Highlands	5%

1. These percentages are based on U.S. Census percentages for household population, which do not include students in dormitories.

Riverside and Cambridgeport have more recently experienced the loss of their neighborhood supermarket with the closing of the Stop & Shop on Memorial Drive. Residents of these neighborhoods, along with residents in Wellington-Harrington and Area 4 have the highest rates of households without vehicles in the City (see table at right " *% Households without Vehicles*".)

In these neighborhoods, from 25% to 45% of households have no vehicles, and large numbers of households are not within reasonable walking distance of a supermarket. Portions of other neighborhoods also have areas where car ownership rates are low and no markets are nearby (e.g. Neighborhood 9, with 23% of households without vehicles, is only partially served by the Star Market at Porter Square. The Walden Square Apartments and Briston Arms are not within one half mile of that supermarket.)

Although siting a supermarket within 1/2 mile of every household may not be possible in a densely developed city such as Cambridge, there are a variety of ways to improve food access throughout the city. While this report will focus on strategies for attracting a new supermarket to serve those areas identified as underserved, it will also discuss a range of strategies for improving food access in Cambridge, such as working with existing markets or organizing food buying clubs.

What Do Supermarkets Need?

To better understand the concerns of supermarkets that might be interested in locating in Cambridge, C.D.D. staff have spoken with the following enterprises:

- Star Market;
- Stop & Shop;
- SuperValue;
- Market of the Americas;
- Purity Supreme;
- Shaws;
- Omni;
- Harvest Coop;
- Bread & Circus; and,
- Pemberton Market.

In addition, a number of developers have been contacted. The good news is that supermarkets view Cambridge as a very desirable location for a store and concur with the Community Development Department that Cambridge is underserved. A number of supermarkets have used our SiteFinder to locate potential sites. Cambridge's population density and range of incomes are the main contributors to the city's desirability as a supermarket location (see sidebar - *Preliminary Market Analysis*). This means that although Cambridge is like many other urban communities in being somewhat underserved, it is very different from other underserved urban communities, where the market itself is viewed by the supermarket industry as weak.

If Cambridge is viewed as a desirable market, why then is it underserved? Supermarkets are very land-intensive uses. Single story, ground floor layouts enable shoppers to navigate aisles of goods using shopping carts that can not readily go up stairs or elevators. Shoppers prefer to use a car for transportation to accommodate bulky grocery purchases, and large delivery trucks require space to maneuver and unload. These three factors translate into land requirements of an acre or more of land for every 10,000 SF of store. Cambridge has few sites that can accommodate these size requirements. The difficulty of finding a suitable site in Cambridge is compounded by traffic congestion city-wide, which makes proper access another potential barrier, and the difficulty in procuring commercial parking spaces under the parking freeze (see sidebar, *Parking Spaces for Supermarkets*). Siting is also complicated by the City's dense, mixed use physical character, with commercial and residential streets which predate the automobile era. Modern supermarkets, designed for more suburban areas, can be a difficult fit in an urban setting. The impacts of bulky or imposing buildings, increased truck and automobile traffic, and substantial mechanical systems all must be carefully addressed. Lastly, virtually all the potential sites require regulatory relief for siting a supermarket. The failure to site Stop and Shop on Memorial Drive has increased

Preliminary Market Analysis

In some cases, a supermarket may be an obvious need to a neighborhood, but may be an unknown opportunity for supermarket developers. While the Cambridge market is generally well known and considered attractive, there are still specific areas and aspects of the Cambridge market which benefit by a preliminary market analysis which includes basic demographic/income analysis.

Preliminary market analysis of the area formerly served by the Stop & Shop on Memorial Drive also suggests considerable unmet demand. To measure this demand, U.S. Census data were collected on the buying power of residents in the "trade area," or geographic area where customers of a new store are most likely to live. Three areas were examined, including a walking radius of 1/2 mile, a broader (1 mile) area and a traditional shopping radius of two miles. The details of this method and the findings are presented in greater detail in Appendix C. Overall, the market analysis yielded these findings:

1) Consumers in the area represent a substantial market for grocery consumption, ranging from $15 million per year within a walking range (1/2 mile) to $120 million in a two mile range.

2) A new supermarket in Riverside or Cambridgeport could net one third of all grocery purchases within a one half mile radius, or possible more, given the lack of competing stores within a walking radius of the former Stop & Shop and other locations close by.

3) a considerable gap exists between estimated sales of a potential store's competitors in this market and the total buying power of local consumers. This suggests further evidence that a new 20,000 square foot supermarket with annual sales of $7-11 million would likely be supportable in this market.

developers' persistent fears that the regulatory climate in Cambridge is so uncertain and so time consuming that a proposed project risks a rejection after a lengthy and expensive public process.

The supermarket industry is highly competitive, with profit margins for some goods of only pennies on the dollar. While small, neighborhood-based stores compete on the basis of convenience and charge higher prices in order to cover costs, supermarkets compete by selling volume and have, over the last 30 years, increased their size in pursuit of this strategy. A 45,000 SF facility has become the standard for a full size store. Some supermarkets have also adopted a superstore format, where the size extends up to 65,000 SF and other types of services are offered such as dry cleaning, liquor, and eateries. It is believed in the industry that such clustering of activities increases sales, through mutual reinforcement.

Standardization is another strategy the industry has pursued to improve competitive position. Some companies will only build stores of a certain size on a predetermined lot size and will insist on a standard parking ratio, generally 5 spaces per 1,000 SF. With every store the same size and layout, the costs of design, fit-out, and equipment are minimized. Management is simplified because every item is found in exactly the same place in every store and procedures for loading and stocking become uniform.

Parking Spaces for Supermarkets

An important issue for supermarkets, automobile parking is an unusually complex problem for developers in Cambridge. Under the Parking Freeze the City is constrained in the number of new commercial parking spaces it may allow. Thus, if a supermarket developer wants to locate a store on a site that does not presently have parking spaces allotted in the City's inventory of parking spaces, the developer must apply to the Interim Parking Control Committee (IPCC) for spaces from the parking bank. Although a supermarket use is likely to be looked on favorably compared to many other uses - the large number of spaces requires a substantial allocation from the parking bank, and places another regulatory hurdle in the path of supermarket development. The number of spaces which are presently allotted to a specific site is noted in the site summaries.

While this approach is indeed very efficient, it presents problems for a community like Cambridge. The cookie cutter model may work well in suburban communities with large tracts of available land and high levels of car ownership; it does not mesh well with the reality of scarce land, crowded arterial streets and walk-in shoppers found in Cambridge. Fortunately, the C.D.D. staff has been able to locate both supermarkets and developers who are willing to explore the development of a more customized approach to solving Cambridge's shopping needs, including reducing store size to the 15-20,000 SF range and working to reduce the amount of parking required. The major impediment to action is an appropriate site.

Addressing the Needs

Potential Supermarket Sites

There is no easily identified site in Cambridge which can supply the required minimum characteristics for a standard supermarket site: four acres on reasonable and acceptable transportation routes. Two acre sites which may be able to serve those supermarket operators willing to develop at 15 -20,000 SF are also in short supply. The "sites" which are discussed on the following pages (see Appendix A) are located in areas of Cambridge we have identified as being underserved. However, these "sites" are not necessarily available for sale, or under one ownership, and we do not represent that they are for sale. Certainly a large site could theoretically be assembled in many areas of Cambridge, given a sufficient time and money. However, this report does not speculate on such assemblages. Included in **Appendix A** is a site analysis of these potential sites for the development of a supermarket to serve the residential areas which have been identified as having more than 25% of the households without vehicles.

The sites discussed are the following, by neighborhood:

- Riverside-Cambridgeport
  - Elbery Ford/CELCO - 326 River Street
  - Grower's Market - 870 Memorial Drive
  - Stop & Shop - 727 Memorial Drive
  - Pat's Tow - 32 Pacific Street
  - Danica Building - 117 Sidney
- East Cambridge/ Neighborhood 3 & 4
  - Linpro - 208 Broadway
- North Cambridge
  - Patapanian - 324 Rindge Ave.
  - Martignetti - 205 Concord Turnpike
  - W.R. Grace - One Alewife Center
  - Nahigian - 2225 Mass. Ave.

The site analysis includes the following areas of information for each site discussed:

- Site information
- Site conditions
- Applicable zoning, map
- Availability
- Neighborhood Character
- Service area , with map;
- Transportation

There is no one site which stands out as a perfect supermarket site in this group, although each site would serve a significant portion of a neighborhood we have identified as underserved. Looking at the size of the lot, the minimum of four acres for a standard supermarket is satisfied by all of the sites except the Danica, Linpro, and Nahigian sites. Parking spaces in reasonable supermarket quantity exist at just a few sites: Stop & Shop; University Park; Pat's Tow and W.R. Grace. A number of the sites are well located for automobile and truck access, including Elbery Ford, Growers Market, Pat's Tow, University Park, Linpro, Patapanian and Martignetti. Those sites which most directly serve an underserved neighborhood include Elbery Ford, Stop & Shop, Linpro, Patapanian, and W.R. Grace.

Regulatory Certainty

The two most mentioned industry concerns about siting a supermarket in Cambridge were the lack of a suitable site and the uncertainty in negotiating through the required permitting process. Supermarkets, like any other commercial building, are subject to the regulatory requirements of the local zoning code, as well as any other regulatory requirements arising from such issues as environmental protection (supermarkets are often of the size that triggers an Environmental Notification Form to be filed with the Massachusetts Environmental Protection Agency (MEPA). While many regulatory requirements are not subject to local modification, the local zoning ordinance is one area where a municipality may give regulatory priority to a specific use. Supermarket developers hoping to locate in the city can presently benefit from assistance with the regulatory requirements in the form of:

- assistance with the permitting process;
- assistance with public participation throughout planning and construction;
- design and planning consultation with affected parties.

During this process, other aspects of the proposal may be modified to better serve the needs of the community; with the provision of local knowledge important aspects of such decisions as product mix, hours of operation, or employee recruitment may be influenced. However, if added support for siting supermarkets is desired the following discussion of techniques of regulatory relief through the zoning ordinance and associated issues may be considered.

General Zoning Approaches to Facilitate the Siting of Supermarkets

Supermarkets as they have generally evolved into their contemporary physical form pose a number of regulatory concerns when they are proposed to be sited in the Cambridge context. The more closely located in residential neighborhoods and traditional commercial districts, developed in an earlier non auto age, the more challenging the siting becomes.

Building Form. New buildings tend to be bulky, square structures with mostly undifferentiated, undecorated walls. While not exceptionally tall, averaging perhaps 15 - 25 feet in height, the blankness of the walls, even at a modest height, can be very imposing without adequate setbacks. In Cambridge, in districts that determine building setback by a formula, long walls can generate setback requirements that make siting of a building impractical or reduce the efficiency of the development site.

Vehicular Traffic. For delivery of goods and customers alike, the contemporary supermarket is dependent on trucks and cars; both vastly increase the size of an ideal site in relation to the size of the building constructed. Except in quite unique circumstances the development is invariable quite "suburban" in character. Both the truck and the auto traffic generated by a site are among the most intrusive aspects of a supermarket development on adjacent residential neighborhoods. The less a site is served by arterial roads, the more negative its impact is on neighborhoods. In general, market demands would mandate more parking spaces to serve a supermarket than the Cambridge zoning ordinance would require, even in the City's least dense, most "suburban" business districts. Trucks are an increasingly problematic issue as their size increases in response to market forces, as well as because of the frequency of their arrival at a site.

Secondary Impacts. An increasingly large array of mechanical equipment, which can be intrusive both visually and as a result of noise generated, and the systems necessary to manage the volume of waste produced at a site can both intrude on the surrounding community if not very carefully handled. Issues not always directly handled by the zoning ordinance, they are the secondary elements of a development that even careful site review may overlook or inadequately control.

The following list of possible zoning approaches would each improve the chances of siting a supermarket in Cambridge, but also involve corresponding advantages and disadvantages that must be carefully considered.

1. Develop Special Grocery Store Regulations

a. A new grocery store category may be created in the Table of Use Regulations.

Advantages: Use is defined separately from other retail sale of goods activities, the general use category in which supermarkets are now located. Separately listed the use can then be separately regulated.

Disadvantages: None. This approach allows greater flexibility in regulating the supermarket use; however the use could still be regulated exactly as it is now, if desired.

b. That supermarket use may be allowed in a wide range of districts including those, like all office districts and some industrial districts, where general retail use currently is not allowed, or restricted.

Advantages: Supermarkets are permitted in any desired district without allowing a much wider range of retail activities to which the city may not wish to give special encouragement.

Disadvantages: Depending on the details of the regulations, a grocery store might be allowed in an area where it would not be an asset.

c. Alternately, or in combination with a. above, special regulations might be developed for grocery stores, similar to the special regulations that apply to fast order food establishments in the zoning ordinance.

(1) Acceptable physical parameters might be defined that would permit the siting of a supermarket as-of-right (eliminating the need for variances or special permits) in some or all locations. Special sign regulations could be developed and as well as other controlled aspects of the development (e.g. setbacks perhaps where they are determined by formula, reduction of parking requirements) if an acceptable set of standards could be agreed upon;

Advantages: A facility could be sited with relative ease without the delays and exposure that variances and/or special permits entail.

Disadvantages: Defining the parameters that can truly protect the public and abutters in all cases, without public review, is very difficult, given the potential external effects of such a facility on its neighbors. There is always the possibility that a facility could be sited where it is not wanted or needed; or that reasonable standards cannot account for the variability of site characteristics.

or

(2) Special parameters can be defined but a special permit required to approve the development or the site plan.

Advantages: Public review of the development is assured.

Disadvantages: The time delay and uncertainty of any public process is introduced.

2. Transfer of Development Rights

As supermarkets tend to be land intensive, they are likely to make full use of a site without employing all or even most of the gross floor area available to the site in all but the lowest density zoning districts. Additional development on the site might, however, be hampered by the site utilization of the supermarket. To permit the realization of the monetary value of that unused potential, a transfer of the remaining, unused gross floor area could be allowed to some other site, most reasonably by special permit.

Advantages: The technique allows greater flexibility in utilizing the development potential of a site.

Disadvantages: A number of complications immediately arise: (1) the uncertainty with regard to any potential market for such transferable gross floor area, (2) the difficulty in developing the details of the mechanism: the location of donating and receiving sites, the maximum buildup of FAR allowed, etc., (3) the potential to negatively impact the abutters to any receiving site, and (4) the complications of any special permit public hearing process.

3. Exclusion from Gross Floor Area Calculation

On some sites or in some zoning districts, other development might be possible even with the siting of a grocery store. In such circumstances an incentive might be provided to encourage the location of such a store by exempting its gross floor area from inclusion within the FAR limit applicable to the site. Such an approach might be particularly effective where there is a limit on the amount of retail permitted, as in the IC PUD District in Alewife and in the Cambridgeport Revitalization Development District at University Park.

Advantages: The approach is simple and straightforward and does not involve the complication of multiple sites or multiple owners.

Disadvantages: The potential exists that too much development might be allowed on a site; or that in some districts where certain kinds of uses are restricted (e.g. University Park, Alewife Center PUD) those limits might be circumvented in ways that are contrary to the intent of the specific district regulations.

4. A Grocery Store Overlay District

To limit the scope and applicability of any of the techniques outlined in 1 - 3 above, they might be combined with a zoning overlay district that would be applied to several likely locations within the city, predetermined to be acceptable.

Advantages: The special advantages granted to supermarkets could be limited and targeted to specific sites, and not necessarily granted uniformly at every location where a zoning district, or districts, is located on the zoning map.

Disadvantages: Likely sites must to be identified in advance; a site that is primed for supermarket development might be overlooked with resulting delays.

5. Site and/or Development Specific Rezonings, or Variances

a. Desirable or likely sites can be rezoned to a zoning district that would permit the desired supermarket use at locations where an existing district does not.

Advantages: Simple and straightforward.

Disadvantages: Other, less desired uses might be permitted or dimensional aspects not desired may be allowed.

b. Specific use and/or other variances can be issued for a specific development proposal, as necessary.

Advantages: Tight control can be maintained over all aspects of the development.

Disadvantages: The time delay and uncertainty of any public process is a major disadvantage; abutters can thwart development in most cases should they object, as variances in many circumstances are frequently difficult to justify legally.

Regulating Size

For any of the above zoning approaches it would be possible to set up the regulations so that one approach might be selected for smaller facilities (e.g. less than 40,000 s.f.) with a second approach for supermarkets above that amount. This would make it possible to encourage facilities which are moderately sized, and allow more careful regulation of developments which may be at a regional scale.

Active Participation in New Supermarket Development

Although only one supermarket contacted by the C.D.D. has indicated a need for assistance with financing, the major options for public financial participation in a supermarket development are outlined below. A number of quasi-public agencies have financing programs that could potentially assist in the financing of a supermarket in Cambridge. The Massachusetts Industrial Finance Authority and the Massachusetts Government Land Bank are the two most likely in-state sources of financing. The supermarket would make application directly to these agencies and approval would be contingent on the financial strength of the applicant and the deal. The three programs outlined below are programs which require the cooperation of the developer and the city, and in the case of the Local Initiatives Support Corporation program "The Retail Initiative", a non-profit developer as well. An additional option for active participation, land taking, is also noted in this section, and detailed in Appendix B.

U.S. Department of Housing and Urban Development (HUD) 108 Program

The HUD 108 program enables the City to borrow against it's future CDBG entitlement to obtain funds which can serve as a loan or guarantee for economic development projects. HUD sells bonds to raise the funds which are made available to communities. Qualifying economic development projects must meet one of the two national objectives established for the CDBG program: elimination of slums and blight or serving the needs of low/moderate income people. If a loan defaults the community's obligation to repay HUD remains and future CDBG funds can be retained by HUD to meet Section 108 obligations. The HUD 108 program requires a complex and staff intensive approval process which is outlined below. Because of the complexity and level of staff commitment required, and length of time to disbursement, this program is most appropriate for needs in the million dollar range and as a last resort.

HUD Section 108 Application Process

1. Block grant hearing to amend program statement.
2. Public hearing.
3. HUD review and authorization of application.
4. Environmental review: request release of funds.
5. HUD approval of terms and conformity with national objectives.
6. Council approves appropriation and loan order.
7. Contract & commitment letter signed
8. Closing of loan and disbursement to applicant.
9. Drawdown from HUD to C.D.D..

Chapter 121A Property Tax Agreement

Chapter 121A of the Massachusetts General Laws enables communities to offer property tax abatements to property owners seeking to develop property in areas where blighted, decadent, or substandard conditions have been found to exist. Cambridge has used this ability only once for commercial development, for the Biogen building in Kendall Square. The process for a 121A Tax Agreement is complex and staff intensive, and incurs substantial legal costs. An approval could be expected to take six months at a minimum. Because of the cost and policy issues involved in abating taxes, building sizes below 100,000 square feet may not be appropriate for tax abatements. In addition, if 100% union labor is required by the City Council for approval of a 121A project, then the advantage of a 121A approach becomes less desirable to the developer. The process follows:

1. Applicant prepares an agreement of association to form a Massachusetts corporation.
2. Applicants file application with Executive office of Communities and Development.
3. EOCD sends the application to the City Manager. The City Manager sends the application to the Planning Board and the City Council, which must hold a joint hearing within 45 days.
5. A joint hearing is held.
6. After the hearing the Planning Board must make findings as specified in the statute.
7. The Planning Board submits a report to the City Council within 45 days of the hearing and within 90 days of the hearing the Council sends its report to the City Manager.
8. The City Manager transmits the report of the Planning Board and the Council to EOCD.
9. If the City Manager and the Council approve, EOCD may also approve and issue a certificate consenting to filing the agreement of association to form a corporation with the Secretary of State.
10. The City Manager is authorized to enter into a contract to carry out the project and providing for amounts of excise tax payment.

<u>LISC - The Retail Initiative</u>

To support the development of supermarkets in urban neighborhoods which are underserved by large supermarket chains, The Local Initiatives Support Corporation (LISC) organized The Retail Initiative (TRI) this past year. This program is designed to invest funds through non-profit community development corporations from corporate investors in projects which develop new sites which are leased by the non-profit organization to free-standing supermarkets or retail centers anchored by supermarkets. There are specific program targets/requirements, including:

- The minimum supermarket size is 40,000 square feet;
- The market must be a known chain, or work with a known wholesaler;
- LISC will come into the project as financial partner/investor for institutional investors;
- LISC will invest in 20-30% of the total project costs;
  - looking for a 13% internal rate of return (IRR), 10% annual cash return
- If there is other retail, the core tenants must be 75% of project. Other core tenants, in addition to a supermarket, may include a bank or drugstore.

While this program is intended for distressed urban communities which may have experienced longstanding disinvestment by supermarkets, the program may consider a project in Cambridge which meet the appropriate targets as noted above. As with any supermarket development, the biggest hurdle is finding a suitable site.

<u>Land Taking For a Supermarket</u>

Given the attractiveness of the Cambridge market, supermarket operators have not requested financial assistance in procuring a site. However, according to the City Solicitor (see opinion in **Appendix B** - "Eminent Domain Taking for Supermarket" November 8, 1994), it may be possible that if property were taken by eminent domain by the City of Cambridge and then leased to a private company to be operated as a supermarket a court could find that the taking was for a public purpose. Such an action, though, still brings up a question of a possibly enormous expenditure for the cost of the land.

Alternative Means of Serving Underserved Households

While our primary focus in this report has been on attracting a new supermarket, there are alternate means for increasing food access for underserved residents. Among the models of alternate food distribution discussed below are food cooperatives (such as the Harvest Cooperative Supermarket) and food buying clubs. By operating as non-profit businesses, both of these models can often provide lower food prices. Access can also be improved via transportation aids such as delivery services, shuttle services, taxicabs and carpooling. Currently, the Department of Human Service Programs, as well as Stop and Shop, provide some shuttle service for elders to area grocery stores. Finally, techniques for improving service are suggested. These include forming resident committees to work with store operators to improve product mix, increase community outreach, and provide consistent communication from customers to the operator.

Food Cooperatives, such as the Harvest Food Coop in Central Square, provide low prices and input into store operation to members in exchange for member participation in the operation of the market. The participation may come in many forms, from an actual work contribution, such as stocking shelves, to a small financial contribution. With full participation in the Coop member discounts may be as much as 20% lower than supermarket prices.

Food Buying Clubs - The Northeast Association of Food Cooperatives, located in Brattleboro, Vermont sells food (although not fresh foods) to food cooperatives (such as Harvest Cooperative) and food buying clubs throughout the region. The Association will also help groups of people organize and operate food buying clubs, and have a range of materials (see Appendix E - Food Buying Clubs) which help a startup group organize everything from the first meeting to ordering and taking delivery of the food. A food buying club may be two people or two hundred.

Public Market - Public markets typically provide a year-round indoor setting for a wide variety of small retail booths, which may provide any variety of food items as well as other retail goods, typically those which lend themselves to small-scale operations, such as crafts or specialized goods and services. These markets are often located at a site which were typically terminal markets for food distributors, and often use an out-of-use warehouse-type building for its site. A well known example is Seattle's Pike's Market. While these markets are often seen primarily as a source of economic development and retail vitality rather than food access, some, such as Hartford's, have grown to be valued for the variety of foods they make available. The Hartford Public Market provides a space for the farmer's market to operate four days per week. The Massachusetts Department of Agriculture operates a food voucher program for those with low incomes to purchase food at farmer's markets.

Transportation Service - The Council on Aging provides shopping van service to a number of areas of the city. Stop & Shop is providing shuttle service from a few housing locations in their former service area to the Stop & Shop store in Watertown (For full discussion of transportation services, see memo from Department of Human Services of November 1, 1994 in Appendix F).

Delivery Service - One of the obstacles to food access for many residents is the difficulty in transporting heavy bags of groceries home after shopping. In the winter, such a trip may be almost impossible given the difficulty of negotiating snowy sidewalks. A basic delivery service, where the customer goes to the store, picks out and pays for the food, but has the food delivered by a vehicle, allows for those without cars to shop at supermarkets regardless of the weather, and with somewhat less concern for the distance of the walk. A delivery service which also picks out the food allows either the very busy or the infirm to shop from home, and pay for the groceries upon delivery. The only delivery services available from supermarkets are operated not by the store, but by private operators. Delivery costs are typically from $5-$10. Often the cost of a taxi is not much higher than the delivery cost, so customers will often decide to take a taxi home from the store at about the same cost as a delivery service. Often smaller neighborhood markets will deliver under specific conditions. Using an order/delivery service may also be less satisfactory socially for the many people who enjoy the interaction and neighborhood communication a supermarket often supports. Another casualty of a phone ordering and delivery service would be the opportunity to examine and select brands in the true convenience of the supermarket. While future virtual-market home ordering systems promise to eliminate one of these problems, by allowing customers to "walk" down the supermarket aisles, pick up, examine and replace or select any item in the store, they are not presently an available. A computer based ordering system for home delivery is planned for use at the Star Market on Mt. Auburn Street.

Very low income persons with disabilities are eligible for monthly delivery of canned and other non-perishable goods from local food pantries. The service, known as "Project Soup," is available to Cambridge and Somerville residents who are income-eligible for food pantries, Medicaid or fuel assistance programs (generally up to 150 or 175% of poverty.) For more information contact Jesse Pacini at Project Soup, 776-5931.

Improve Existing Supermarkets

Residential areas viewed as "underserved" by supermarkets generally face two kinds of problems:

1) Inadequate access to food stores, and

2) Inadequate service by existing food stores.

While this report has focused primarily on the problem of insufficient access, poor service is a problem for consumers in many lower income American communities. Existing supermarkets are often situated on sites that a community has almost grown up or evolved around, so that those who are most in need of a walking distance supermarket have indeed selected their housing based partly on the access to a nearby market. Therefore, it is certainly worth investing extra energy in seeing if such an existing market can be persuaded to continue to serve or improve its service to the neighborhood around it. Techniques for improving the service of an existing supermarket may include:

- forming a small resident committee to work with the operator to:
  - receive complaints
  - monitor responses
  - make suggestions

The value to an operator of improved contact with neighborhood interests and concerns includes: a better understanding of the demographics of the neighborhood, so that foods which are more likely to sell may be increased; an understanding of service needs, so that hours may be tailored to fit the shopping patterns of the specific neighborhood; and, the possibility of improvements in such areas as hiring local residents.

Employee ownership

Alternative forms of developing and/or owning food stores offer interesting models for improving food access to underserved residents. Community or worker-owners help to keep profits circulating within the community, rather than being exported. Employee owners have at times demonstrated greater productivity, given their direct financial stake in the store's success. As with consumer owned cooperatives, these socially motivated organizations may be more willing than traditional stores to locate or remain in lower income communities.

In some cases employees or community organizations have provided the means to develop or retain a grocery store in inner city areas. In Philadelphia, for instance, unionized supermarket workers bought out six A&P grocery stores which were closing down. They were assisted by nonprofit consultants (PACE) and community based organizations. Despite a high level of commitment by employee-owners, all but one of the stores have failed, due to poor management, increased competition and inadequate financing. Elsewhere, three stores of the Peck's chain near Scranton, PA, are 100% worker owned and now operating successfully.

Strategies Adopted To Improve Food Access

A number of city governments and community organizations have taken an active role in siting or developing supermarkets. In many cases their experiences cannot be applied directly to Cambridge, given given higher poverty rates, crime problems and levels of physical deterioration in some of the other communities. One overall lesson emerges, however: communities <u>can</u> play an effective role in recruiting or developing a supermarket. Critical to store success was cooperation: from both store managers who were sensitive to community needs, and from local government, residents and non-profit organizations. Local governments have provided assistance ranging from financial aid and land acquisition to technical assistance. Residents provide advocacy for development of supermarkets and information on the food needs of the community. Community based non-profit developers offer strong management and development skills. In general, a high level of public incentives is necessary in markets perceived as weak or risky by the supermarket industry.

Examples of community sponsored supermarkets:

<u>Boston, MA</u>

- Dorchester (Upham's Corner): America's Food Basket. This 12,000 SF market is located in a racially and economically diverse neighborhood, features ethnic specialty foods from Africa, Central America and other areas as well as general goods. The store operators have also cooperated with the city through its efforts to hire and train neighborhood residents. The site was occupied previously by a market which had closed.

- Jamaica Plain: Purity Supreme. This development was a successful partnership of the PFD, community based developers (JP Neighborhood Development Corporation), Children's Hospital and private operators, with the support of area residents, including the neighborhood council and tenants from Bromley Heath, a Boston Housing Authority development. The development, on city owned land, pairs a 40,000 square foot supermarket with a neighborhood health center.

- Roslindale Main Street Cooperative Market: This small, cooperatively owned store (7,000 SF retail area) is slated for construction on the site vacated by a Kellehers grocery in Roslindale Village. Members of the Village board mounted a very effective fund drive from residents, banks, city government and other sources to make this store possible. The city assisted them in gaining control of the site and financing the project. It is viewed as a critical part of Roslindale's commercial revitalization.

Cambridge, MA

- When the Broadway Market in Mid-Cambridge closed in 1991, the loss was felt not only as a source of food shopping for Mid-Cambridge, but also as a neighborhood meeting place. A "Request For Proposals" (RFP) was developed by the Mid-Cambridge Neighborhood Association with the assistance of the Cambridge Community Development Department to find an alternative food service facility for the abandoned location. According to the developer, the idea of the market hall which is now being installed at the site grew out of the RFP, which was shown to him while looking at the site as a potential space for a deli/fish market.

Newark, N.J.

- For almost 25 years there was no supermarket in Newark's Central Ward, poorest and most densely populated of Newark neighborhoods. The New Community Corporation (NCC) began developing plans in 1980 to establish a shopping center in the Central Ward. NCC teamed up with Supermarkets General, the parent company of Pathmark. Supermarkets General had just had a similar project, working with a non-profit in Bedford-Stuyvesant, New York to develop a 140,000 square foot shopping center anchored by a 26,000 square foot Pathmark. After a 10 year struggle to assemble the land and secure financing, the New Community Shopping Center, anchored by a 43,000 square foot Pathmark opened in 1990. Factors in the success of this project include a committed and experienced non-profit developer, substantial community support for the project and the strong sales potential of 93,000 underserved residents of the Central Ward.

Hartford, CT

- In 1984 the Hartford City Council awarded a contract to the Hartford Food System for a study of the city's food retailing economy. This 1986 report made a number of recommendations to the city, including establishing an association of small food retailers, building small (7,000 - 10,000 square feet) markets, and establishing stronger working relationships with the supermarket operators. According to Mark Winne, present Director of the Hartford Food System, the first store built in Hartford in thirty years has just been completed, a Super Stop & Shop, located on the edge of Hartford. Mr. Winne is not convinced that increased attention to supermarkets by the city played a part in this particular siting.

  Mr. Winne also stated that an association of small food retailers, intended to secure supermarket prices for small markets, was difficult to keep operating, although it periodically was able to attain lower prices for its members. However, he noted that one improvement in the food retailing climate in Hartford has come about from the addition of a six day a week public market in the center of Hartford, with a farmer's market at that site four days per week. The market provides a wider range of shopping choices in Hartford and acts as an economic incubator for the many small operators (food and non-food) who locate in the booths.

Conclusions for Cambridge

Perhaps the most positive result of the research process has been the establishment of ongoing communication with the supermarket industry coupled with the clear message that the City Council and administration are supportive of markets being located in the City. Operators have conveyed the view that Cambridge is a strong market. Operators are willing to be flexible on the size of store, given the right conditions - standard supermarket operators are willing to look at developing stores as small as 40,000 SF, and stores as small as 15-20,000 square feet are considered as possibilities by a few operators, along with correspondingly small sites, as small as 1 - 2 acres. This communication has led to a number of supermarkets entering into discussions with owners of sites. Whether these negotiations will lead to new markets is unclear and will largely hinge on whether landowners and supermarket owners can agree on mutually acceptable business terms as well as the outcome of the public processes involved in siting.

The key areas that supermarkets expressed a need for assistance are the location of available sites and a clearer path through the regulatory requirements. The Department will continue to facilitate the siting of a new store on an appropriate site. Its staff will provide the food industry with additional information on available sites, demographics and other market analysis information. In addition, we have offered assistance in both the public permitting and the community review process. We will work closely with other Departments involved in permitting, as well as continue our assistance with the Council on Aging's survey of elders' food transportation needs. The following recommendations should maintain the progress already made, and advance the city to the next steps towards food access in all Cambridge neighborhoods:

Ongoing Recommendations

1. Maintain active contact between Community Development Department and supermarket operators. Continue to provide technical assistance to supermarkets through provision of demographic information, information about regulatory and neighborhood process;

2. Establish a site availability report specifically aimed at supermarkets, similar to the SiteFinder for commercial property presently available through Community Development;

3. Evaluate suggestions related to zoning and public incentives.

4. Continue transportation programs currently in place, and evaluate elderly transportation needs throughout City;

5. Offer computerized food shopping and delivery service through Cambridge library computer systems;

6. Make materials available on establishing Food Buying Clubs with Northeast Cooperatives;

7. Provide additional support to food buying clubs - such support might include educational materials, language translations, or temporary storage space;

SUPERMARKET ACCESS IN CAMBRIDGE

A Report to Cambridge City Council
Community Development Department
December 19, 1994

Appendices

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Potential Supermarket Sites

There is no easily identified site in Cambridge which can supply the required minimum characteristics for a standard supermarket site: four acres on reasonable and acceptable transportation routes. Two acre sites which may be able to serve those supermarket operators willing to develop at 15 20,000 SF are also in short supply. The "sites" which are discussed on the following pages are located in areas of Cambridge we have identified as being underserved. However, these "sites" are not necessarily available for sale, or under one ownership, and we do not represent that they are for sale. Certainly a large site could theoretically be assembled in many areas of Cambridge, given a sufficient time and money. However, this report does not speculate on such assemblages. Included in Appendix A is a site analysis of these potential sites for the development of a supermarket meeting some portion of residential areas which have been identified as having more than 25% of the households without vehicles, and no supermarket within one half of a mile. The sites discussed are the following, by neighborhood:

Riverside-Cambridgeport
- Elbery Ford/CELCO -326 River Street
- Grower's Market -870 Memorial Drive
- Stop & Shop -727 Memorial Drive
- Pat's Tow -32 Pacific Street
- Danica Building -117 Sidney

East Cambridge/ Neighborhood 3 & 4
- Linpro -208 Broadway

North Cambridge
- Patapanian -324 Rindge Ave.
- Martignetti -205 Concord Turnpike
- W .R. Grace -One Alewife Center
- Nahigian -2225 Mass. Ave.

The site analysis includes the following areas of information for each site discussed:
- Site information
- Site conditions
- Applicable zoning, map
- Availability
- Neighborhood Character
- Service area, with map showing 1/2 mile radius;
- Transportation

There is no one site which stands out as a perfect supermarket site in this group, although each site would serve a significant portion of a neighborhood we have identified as underserved.

Looking at the size of the lot, the minimum of 2 acres is satisfied by all of the sites except the Linpro, Danica and Nahigian sites.

Parking spaces in reasonable supermarket quantity exist at just a few sites: Stop & Shop; University Park; Pat's Tow and W.R. Grace

A number of the sites are well located for automobile and truck access, including Elbery Ford, Growers Market, Pat's Tow, University Park, Linpro, Patapanian and Martignetti.

Those sites which most directly serve an underserved neighborhood include Elbery Ford, Stop & Shop, Linpro, Patapanian, and W.R. Grace.

Elbery Ford/CELCO Site

A. Address and Owner(s)

331 -351 Putnam Avenue, a.k.a. 326- 366 River Street

Plat # 128/4,22,9, 10, 11, 12	Taber Corp, 40 Court Street, Boston, MA 02108
Plat #128/5, 6, 34, 35, 52, 55, 33	Cambridge Electric Light Co, Attn: Treasury Department, P .0. Box 9150, Cambridge, MA 021429150

B. Site Conditions

a. parcel size 201,590 square feet

b. dimensions approx. 569 x 316 feet

c. building size: NA

d. currently used as auto storage

C. Applicable Zoning

a. Office 3 district

b. permitted uses: residential, office and institutional

Supermarket permitted as-of-right: NO

c. FAR/GFA3.0/604,770 square feet, with open space bonus 620,370 square feet d. There is no height limit

e. There are 20 parking spaces in the inventory .

D. Availability -Elbery Ford -Current owner pursuing use as automobile leasing site
-CELCO -utility use ongoing

E. Neighborhood Character

a. Surrounding uses: Immediately adjacent housing (808 Memorial Drive), and office

b. Anticipated future character: same

c. Special considerations: Would serve 808 Memorial Drive, with significant low and moderate income tenants

F. Relation to underserved area (see map): significant portion of Cambridgeport/Riverside

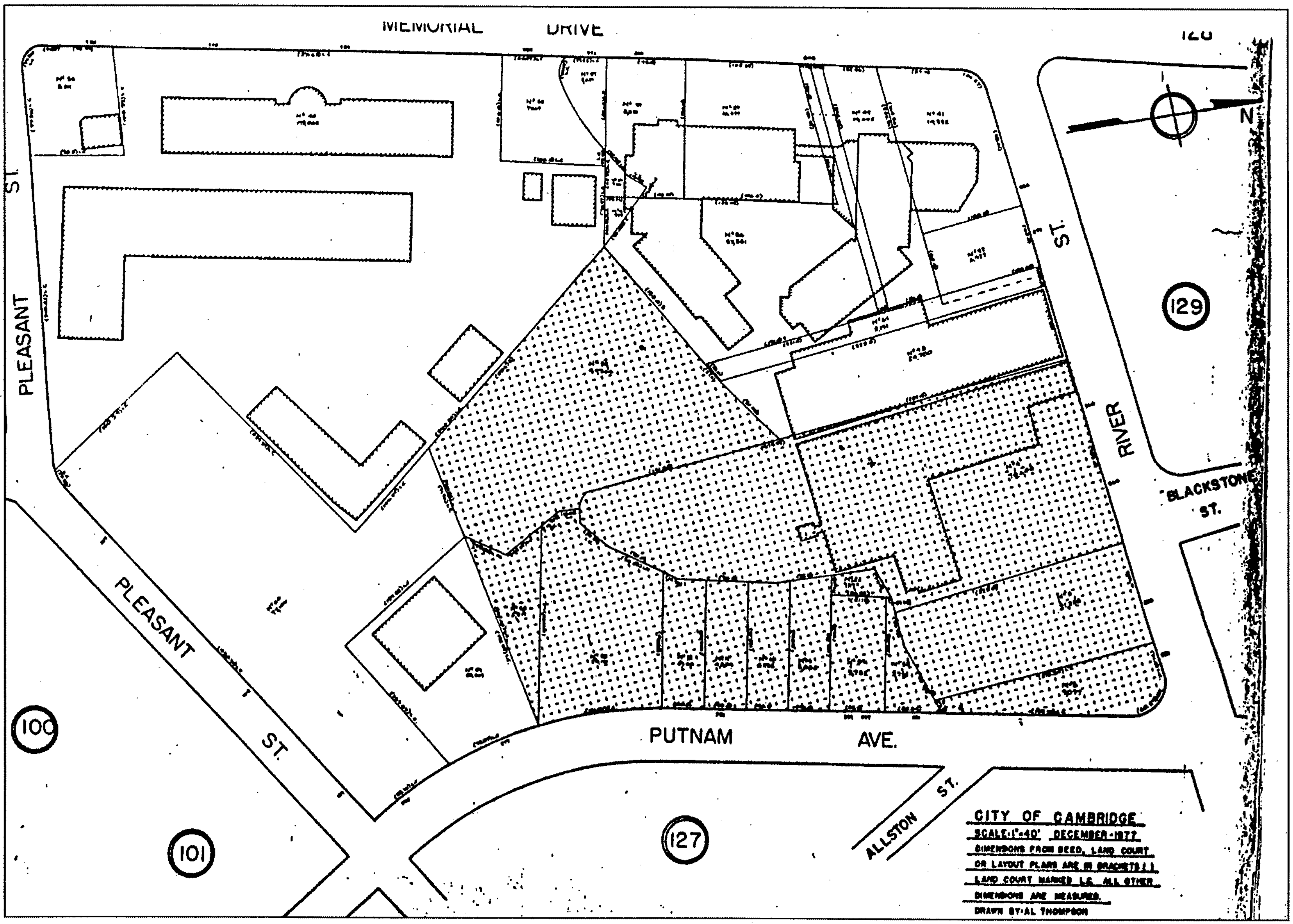
G. Transportation

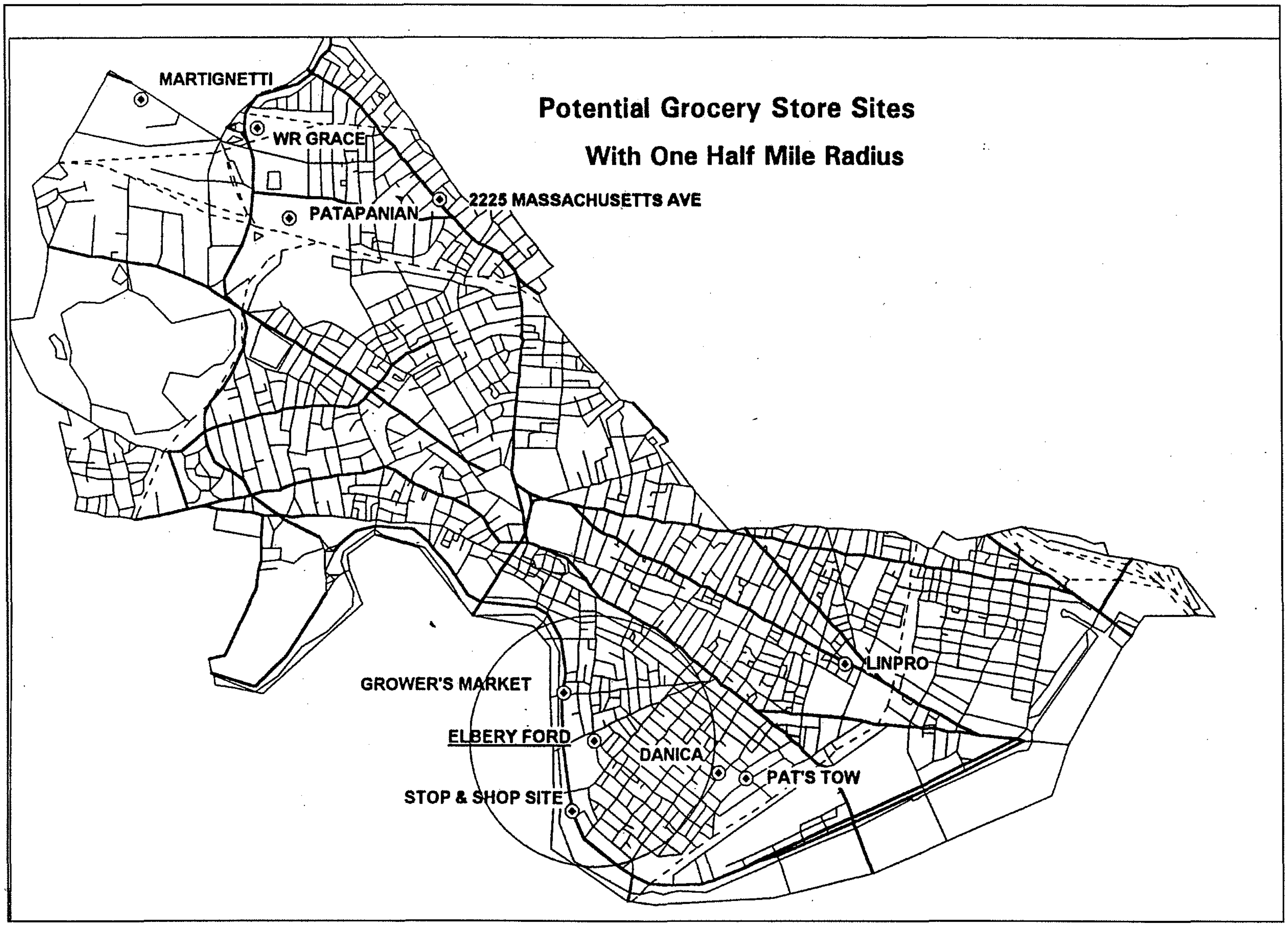
a. Motor vehicle access: -Major access would be from Putnam Avenue, River Street and Western A venue/Putnam Avenue

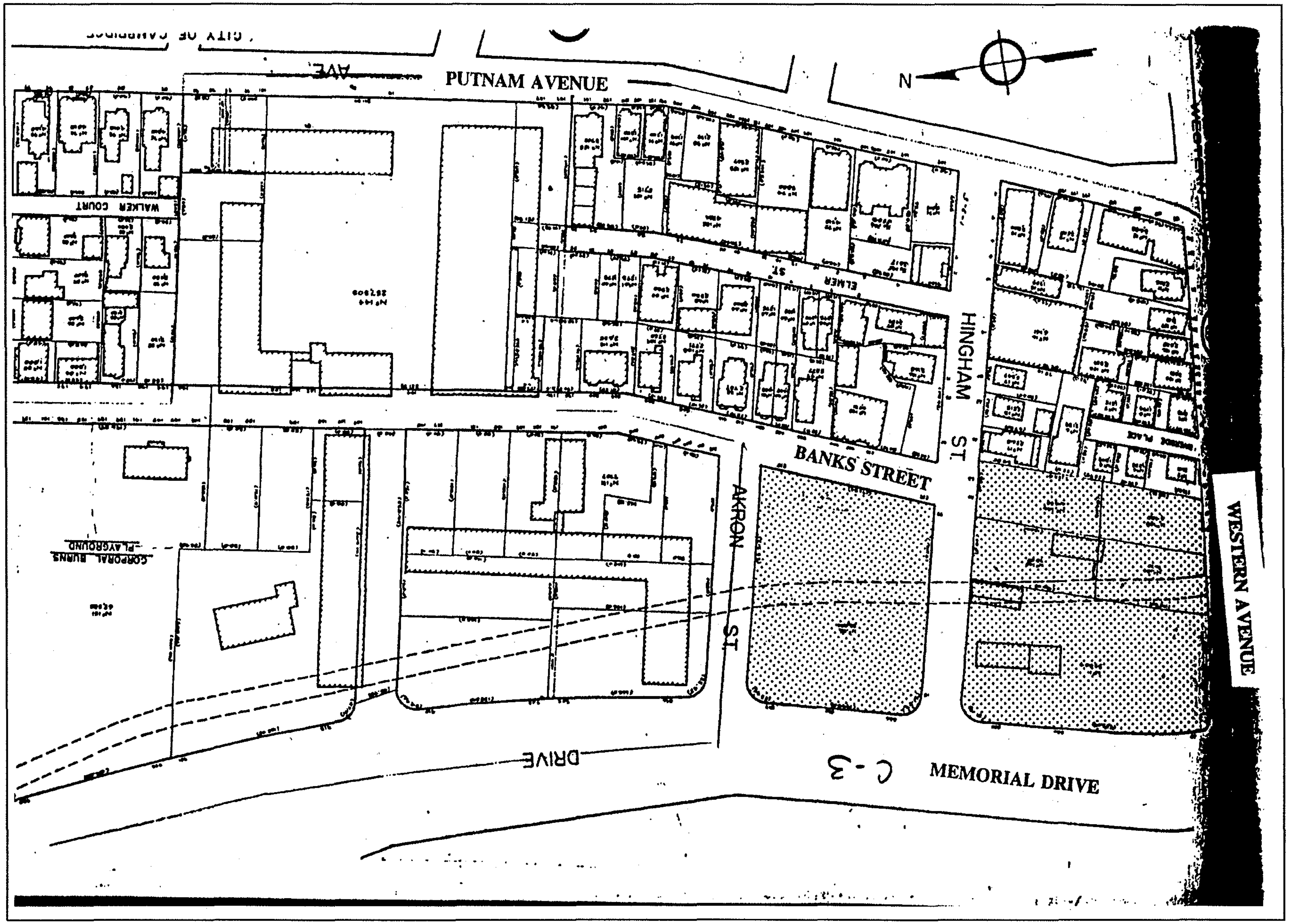
b. Existing traffic Characteristics in the area: Peak period congestion at Memorial Drive intersection with River Street and Western Avenue

c. Truck access: Same as a:

d. Proximity to public transportation: Bus routes 64 & 70 are adjacent to site. Day and evening service 7 days per week.


MEMORIAL DRIVE
PLEASANT ST.
PLEASANT ST.
RIVER ST.
BLACKSTONE ST.
PUTNAM AVE.
ALLSTON ST.
N
129
100
101
127
CITY OF CAMBRIDGE
SCALE: 1"=40' DECEMBER-1977
DIMENSIONS FROM DEED, LAND COURT OR LAYOUT PLANS ARE IN BRACKETS ( ). LAND COURT MARKED L.C. ALL OTHER DIMENSIONS ARE MEASURED.
DRAWN BY: AL THOMPSON


Potential Grocery Store Sites
With One Half Mile Radius
MARTIGNETTI
WR GRACE
PATAPANIAN
2225 MASSACHUSETTS AVE
LINPRO
GROWER'S MARKET
ELBERY FORD
DANICA
PAT'S TOW
STOP & SHOP SITE


PUTNAM AVENUE
N
WALKER COURT
CORPORAL BURNS PLAYGROUND
ELMER ST
HINGHAM ST
BANKS STREET
AKRON ST
WESTERN AVENUE
DRIVE
C-3
MEMORIAL DRIVE

Grower's Market aka. Tree Land

A. Address and Owner(s)

870- 893 Memorial Drive, 387 -417 Western Avenue, and 28- 33 Hingham Street

Plat #130/116, 1, 104, 103, 105, 106 President & Fellows of Harvard College, c/o Harvard Real Estate Inc., Holyoke Center -Room 1000, 1350 Massachusetts Avenue, Cambridge, MA 021383895

B. Site Conditions

a. parcel size 97,838 square feet

b. dimensions 233 x 248, and 150 x 215

c. building area approximately 80 x 20 or 1,600 square feet

d. currently used for outdoor garden retail

C. Applicable Zoning

a. Residence C-3 district

b. permitted uses: residential and institutional

Supermarket permitted as-of-right: NO

c. FAR/GFA 3.0/293,514 square feet

d. There is not height limit

e. There are between 32 and 50 parking spaces on the lot, there are two sets of numbers in the inventory.
-utility easement through the site.
-Harvard also owns the lot at 381-383 Western Avenue, 130(3, consists of 2,641 square feet, currently a residential building.

D. Availability -This parcel is owned by Harvard University.

E. Neighborhood Character

a. Surrounding uses: Residential neighborhood north and west

b. Anticipated future character: same

c. Special considerations: Near 808 Memorial Drive

F. Relation to underserved area (see map): significant portion of Riverside/Cambridgeport

G. Transportation

a. Motor vehicle access -Access: Memorial Drive & Western Avenue, egress: Same, plus Hingham Street and Putnam Avenue

b. Existing traffic characteristics in the area: Peak period congestion at Memorial Drive and Western Avenue

c. Truck access: River Street to Blackstone to Western Avenue -in, Hingham Street out

d. Proximity to public transportation: Routes 64 and 70 on River Street & Western Avenue; Day and evening service 7 days per week

Stop & Shop

A. Address and Owner(s)

727 -756 Memorial Drive, 179 -185 Magazine Street. and Riverside Road

Plat #100/62,79,92,73,67,78,72,81,82,83,
Frager, Albert S.. et al, Trustees of Memorial Realty Trust P O Box 369, Tax Dept. 8th Floor, Boston, MA 02101

Riverside Road City of Cambridge

B. Site Conditions

a. parcel size 160,060 square feet (217,448 square feet includes the Residence C area and Riverside Road)

b. dimensions approximately 383 x 514 feet

c. building area

d. currently used as vacant retail

C. Applicable Zoning

a. Business A district with one portion in the Residence C

b. permitted uses: residential, institutional, office, laboratory, and retail, in the Res C district only residential and some institutional by special permit.

Supermarket permitted as-of-right: YES in the BA Zone; NO in the RES C Zone

c. FAR/GFA 1.0/160,060 square feet with 178,152 square feet of residential allowed at 1.75 FAR, the entire site rezoned would allow for 217,448 square feet of residential.

d. The height limit for nonresidential uses would be 35 feet, and 85 feet for residential.

e. There are 212 -236 parking spaces in the inventory.

D. Availability -owner seeking tenants for two buildings on site

E. Neighborhood Character

a. Surrounding uses: residential on north, Memorial Drive on south, Morse Elementary School on

b. Anticipated future character: same

c. Special considerations: immediately adjacent residences; close to 808 Memorial Drive

F. Relation to underserved area (see map): significant portion of Cambridgeport/Riverside

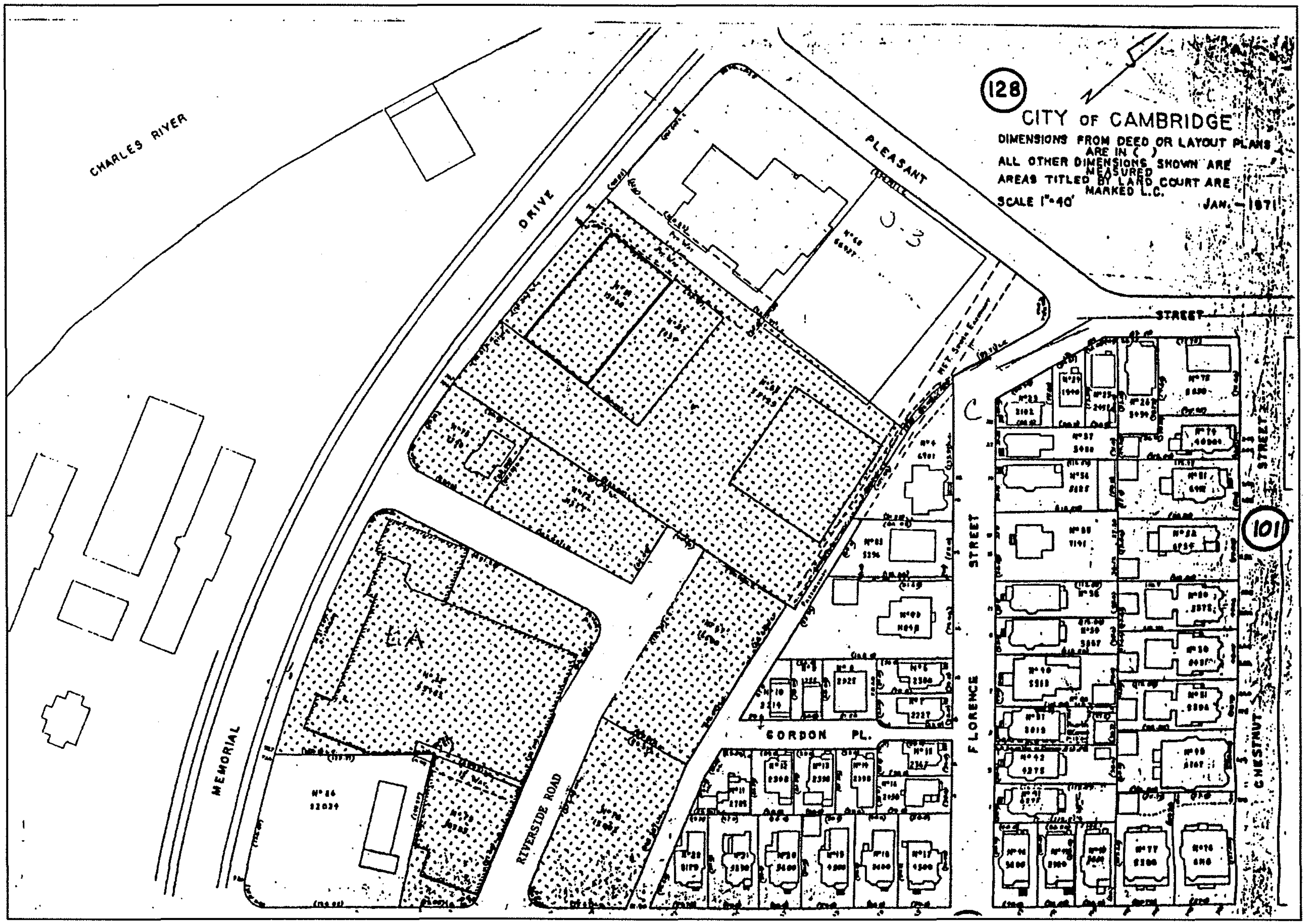
G. Transportation

a. Motor vehicle access: Magazine Street & Memorial Drive

b. Existing traffic characteristics in the area: Congestion along Memorial Drive

c. Truck access: Magazine Street and Pleasant Street, Memorial Drive must be permitted by MDC

d. Proximity to public transportation: Nothing adjacent to site, Routes 47, 64 & 70 at least 114 mile away.


128
CITY OF CAMBRIDGE
DIMENSIONS FROM DEED OR LAYOUT PLANS ARE IN ( )
ALL OTHER DIMENSIONS SHOWN ARE MEASURED
AREAS TITLED BY LAND COURT ARE MARKED L.C.
SCALE 1"=40'
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MEMORIAL
DRIVE
PLEASANT
STREET
RIVERSIDE ROAD
GORDON PL.
FLORENCE
STREET
CHESTNUT
STREET
101

Pat's Tow

A. Address and Owner(s)

32 -68 Pacific Street, Waverly Street, 98 -120 Sidney Street

Plat #67/29, 44 Massachusetts Institute of Technology, c/o Office of the Treasurer, 238 Main Street, Suite 200, Cambridge, MA 02142

B. Site Conditions

a. parcel size 138,176 square feet

b. dimensions 350 x 475

c. building area vacant

d. employee parking lot

C. Applicable Zoning

a. Special District 8/Industry A-1 district

b. permitted uses include residential, institutional, office, retail, light and heavy industry

Supermarket permitted as-of-right: NO (see 17.82.b)

c. FAR/GFA 1.25/173,395 square feet for other uses (1.75 for dormitory use)

d. There is a 60 foot height limit

e. This lot is now being used for employee parking for 317 spaces.

D. Availability- M.I.T. plans to use site at future date, possibly for student housing

E. Neighborhood Character

a. Surrounding uses: older industrial area; new park diagonally across Sidney

b. Anticipated future character: new residential concentration with Brookline Street Housing c. Special considerations: close to MU, Central Square

F. Relation to underserved area (see map): would serve edges of u1lderserved areas of Cambridgeport and Area 4

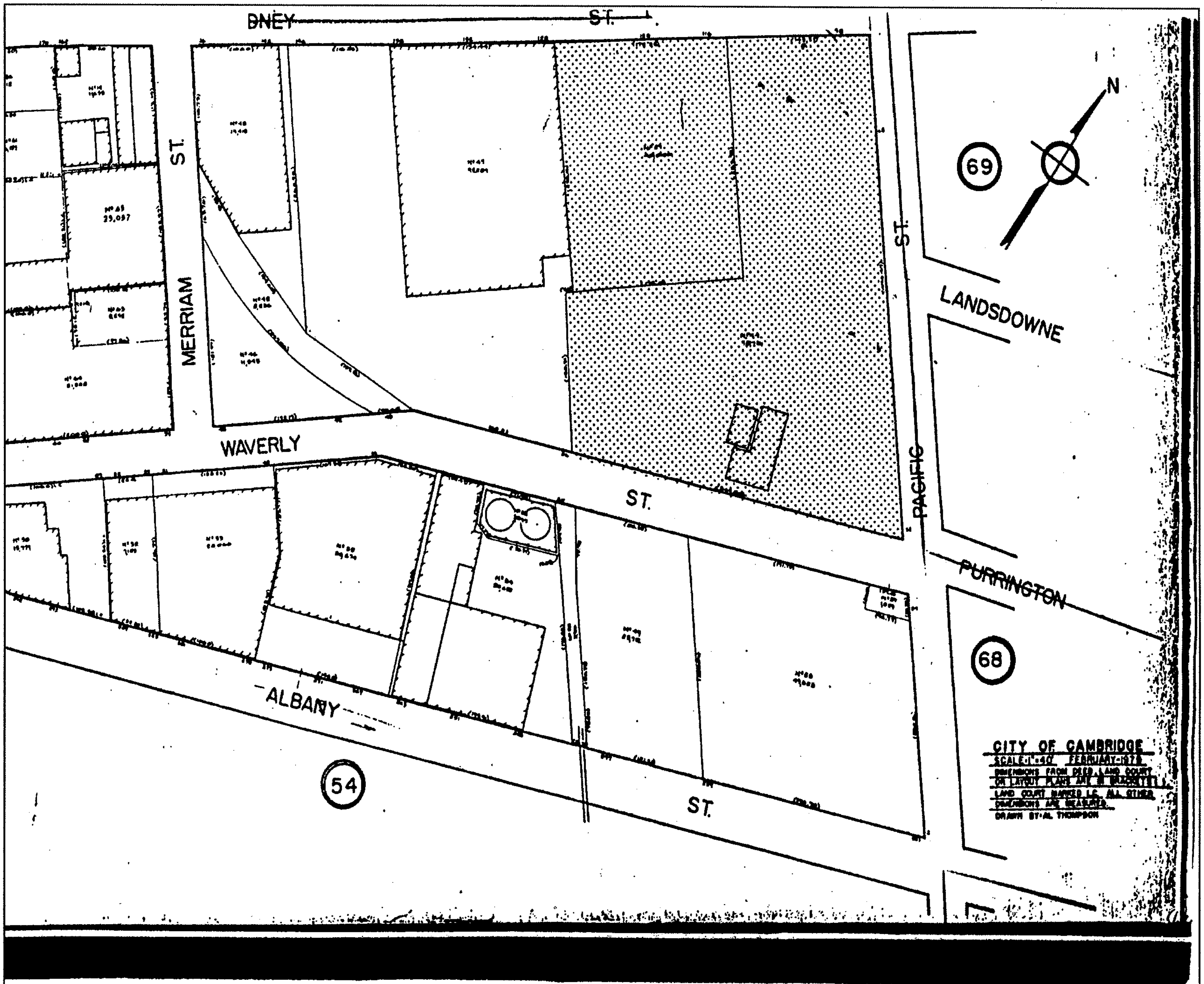
G. Transportation

a. Motor vehicle access: Landsdowne & Sidney & Waverly Streets

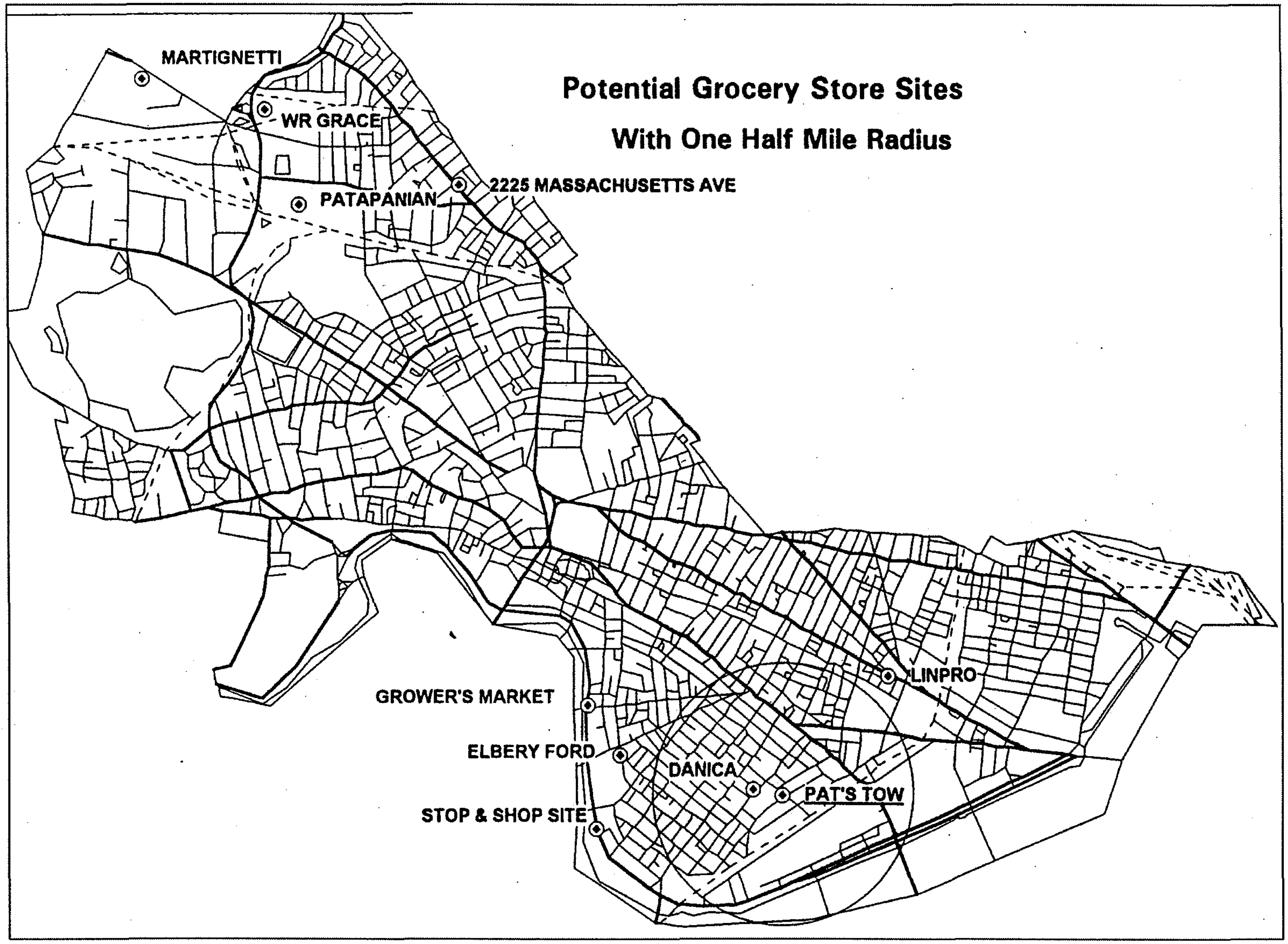
b. Existing traffic characteristics in the area: Will become more congested as University Park builds out.

c. Truck access: Same as a:

d. Proximity to public transportation: Route 47 is one block away going towards Central Square, and two blocks away



DNEY ST.
MERRIAM ST.
WAVERLY ST.
ALBANY ST.
PACIFIC ST.
LANDSDOWNE
PURRINGTON
N
69
68
54
CITY OF CAMBRIDGE


Potential Grocery Store Sites
With One Half Mile Radius
MARTIGNETTI
WR GRACE
PATAPANIAN
2225 MASSACHUSETTS AVE
LINPRO
GROWER'S MARKET
ELBERY FORD
DANICA
PAT'S TOW
STOP & SHOP SITE

Tudor and Emily Streets, aka Danca Site

A. Address and Owner(s)

117 -135 Sidney Street

Plat #95/49, 53 U. Corp, c/o Rizika Realty Corp, 36 Edgehill Road, Brookline, MA 02146

Plat #95/60 Edward S. Stimpson, et al, Trustees U/W of Harry S. Stimpson, c/o Meredith & Grew, Agent, 160 Federal Street, Boston, MA 02110

B. Site Conditions

a. parcel size 35,582 square feet

b. dimensions 190 x 190

c. building area: 17 ,000 square feet

d. currently the building is vacant

C. Applicable Zoning

a. Special District 10/Residence C

b. permitted uses: residential, institutional, existing office, existing laboratory, existing retail and light industry

Supermarket permitted as-of-right: NO

c. FAR/GFA .6/21,349 square feet with an open space bonus of 4,606 square feet plus a special permit bonus for affordable housing

d. The permitted height is 60 feet.

e. There are between 20 and 34 parking spaces in the inventory for this site.

D. Availability- Owner seeking tenant for building

E. E. Neighborhood Character

a. Surrounding uses: older industrial area; new park across Tudor Street

b. Anticipated future character: significant new residential concentration with Brookline Street Housing ~

c. Special considerations: near MU , Central Square

F. Relation to underserved area (see map): would serve edges of underserved areas of Cambridgeport and Area 4.

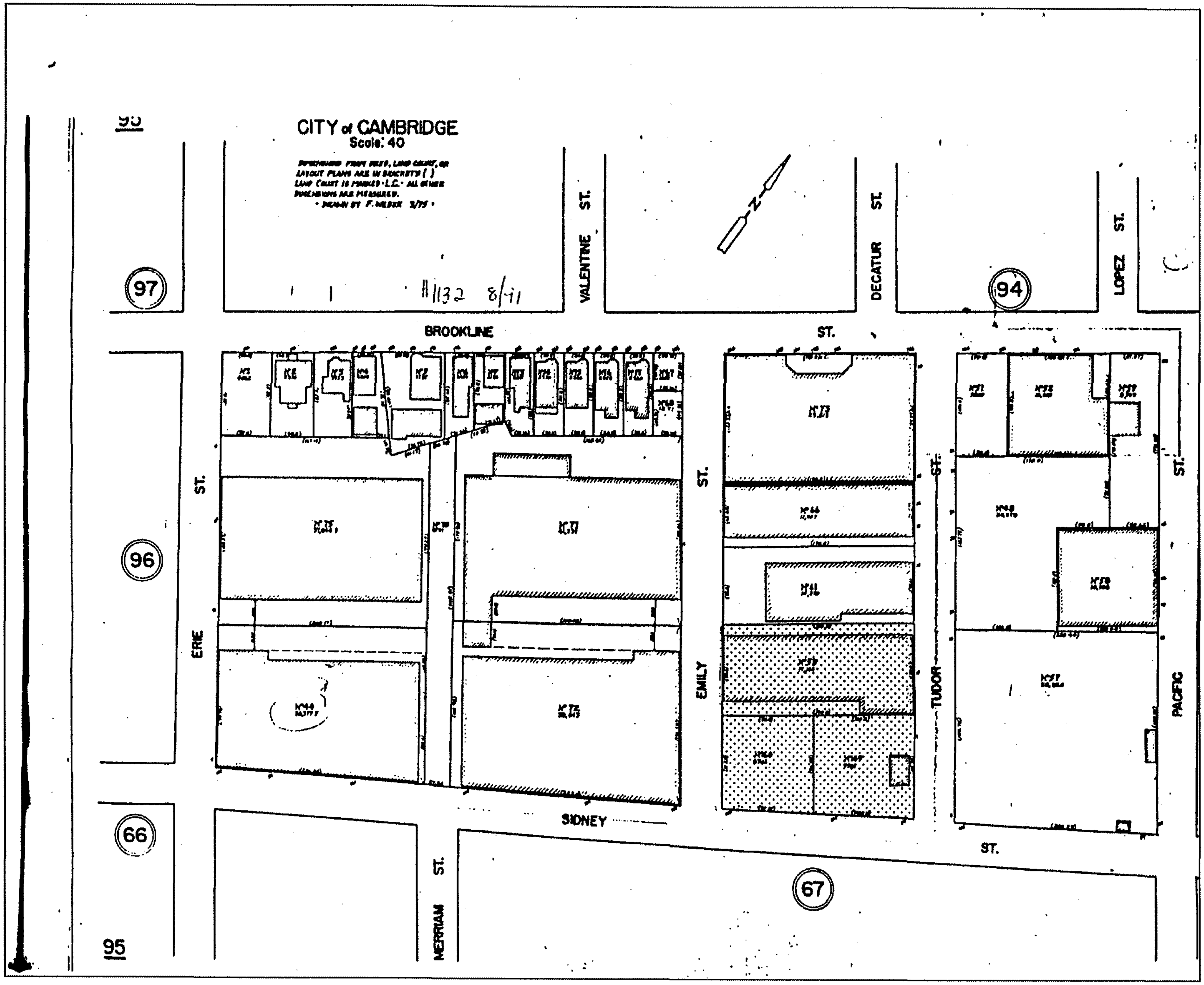
G. Transportation

a. Motor vehicle access: Sidney Street with Tudor & Emily Streets and Brookline Street

b. Existing traffic characteristics in the area: Not presently heavily trafficked. Will become more congested as University Park builds out.

c. Truck access: Same as a:

d. Proximity to public transportation: Route 47 is near with daytime and evening service 7 days


CITY of CAMBRIDGE
Scale: 40
DIMENSIONS FROM DEEDS, LAND COURT, OR LAYOUT PLANS ARE IN BRACKETS ( ) LAND COURT IS MARKED L.C. ALL OTHER DIMENSIONS ARE MEASURED.
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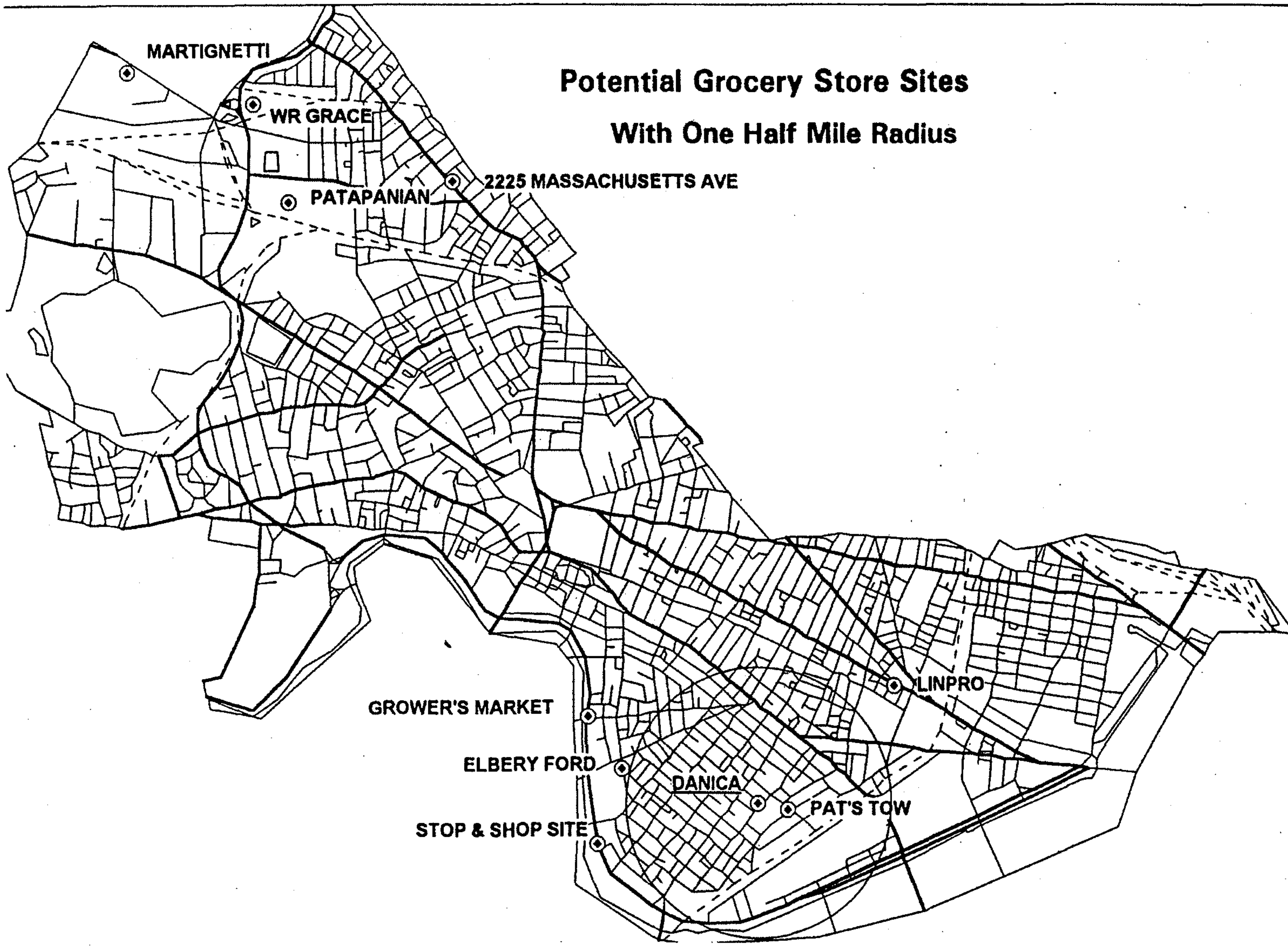
BROOKLINE ST.
SIDNEY ST.
VALENTINE ST.
DECATUR ST.
LOPEZ ST.
ERIE ST.
EMILY ST.
TUDOR ST.
PACIFIC ST.
MERRIAM ST.

Potential Grocery Store Sites

With One Half Mile Radius



LinPro aka 210 Broadway

A. Address and Owner(s)

208- 210 Broadway, 78- 107 Moore Street, 139 Harvard Street

Plat #42/96, 77 LinPro Cambridge Offices, I Limited Partnership, P O Box 279, 101 Morgan Lane Plainboro, NJ 08536

B. Site Conditions

a. parcel size 46,461 square feet

b. dimensions approximately 151 x 297 feet

c. this site is currently vacant

C. Applicable Zoning

a. Industry A-2 zoning district

b. permitted uses: residential, institutional, office, retail and light industry
Supermarket permitted as-of-right: by Special Permit from BZA

c. FARJGFA 4.0/185,844 square feet

d. The height limit is 70 feet.

e. This site has 185 parking spaces in the inventory.

D. Availability -no use currently planned

E. Neighborhood Character

a. Surrounding uses: low density and high density residential

b. Anticipated future character: same

c. Special considerations: only site suggested for Area 4

F. Relation to undeserved area (see map): significant portion of Area 4

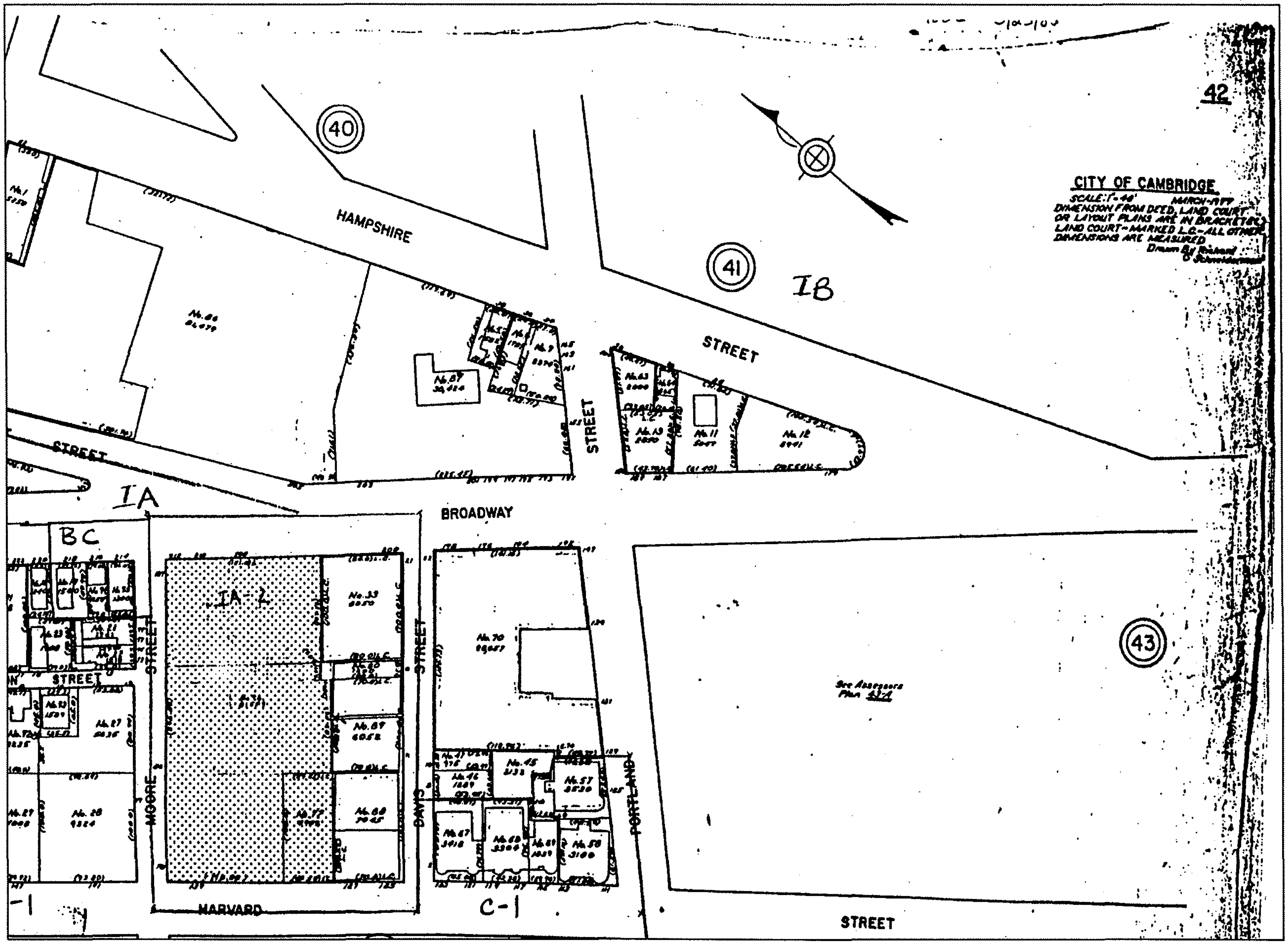
G. Transportation

a. Motor vehicle access: Broadway, Harvard and Portland Street

b. Existing traffic .characteristics in the area: Peak period congestion at Broadway/Hampshire streets intersection

c. Truck access: same as a:

d. Proximity to public transportation: Route 85 on Hampshire Street provides daytime and evening service 7 days per week.



40
41
42
43
CITY OF CAMBRIDGE
DIMENSION FROM DEED, LAND COURT
OR LAYOUT PLANS ARE IN BRACKETS
LAND COURT - MARKED L.C. - ALL OTHER
DIMENSIONS ARE MEASURED
HAMPSHIRE
STREET
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BROADWAY
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MOORE
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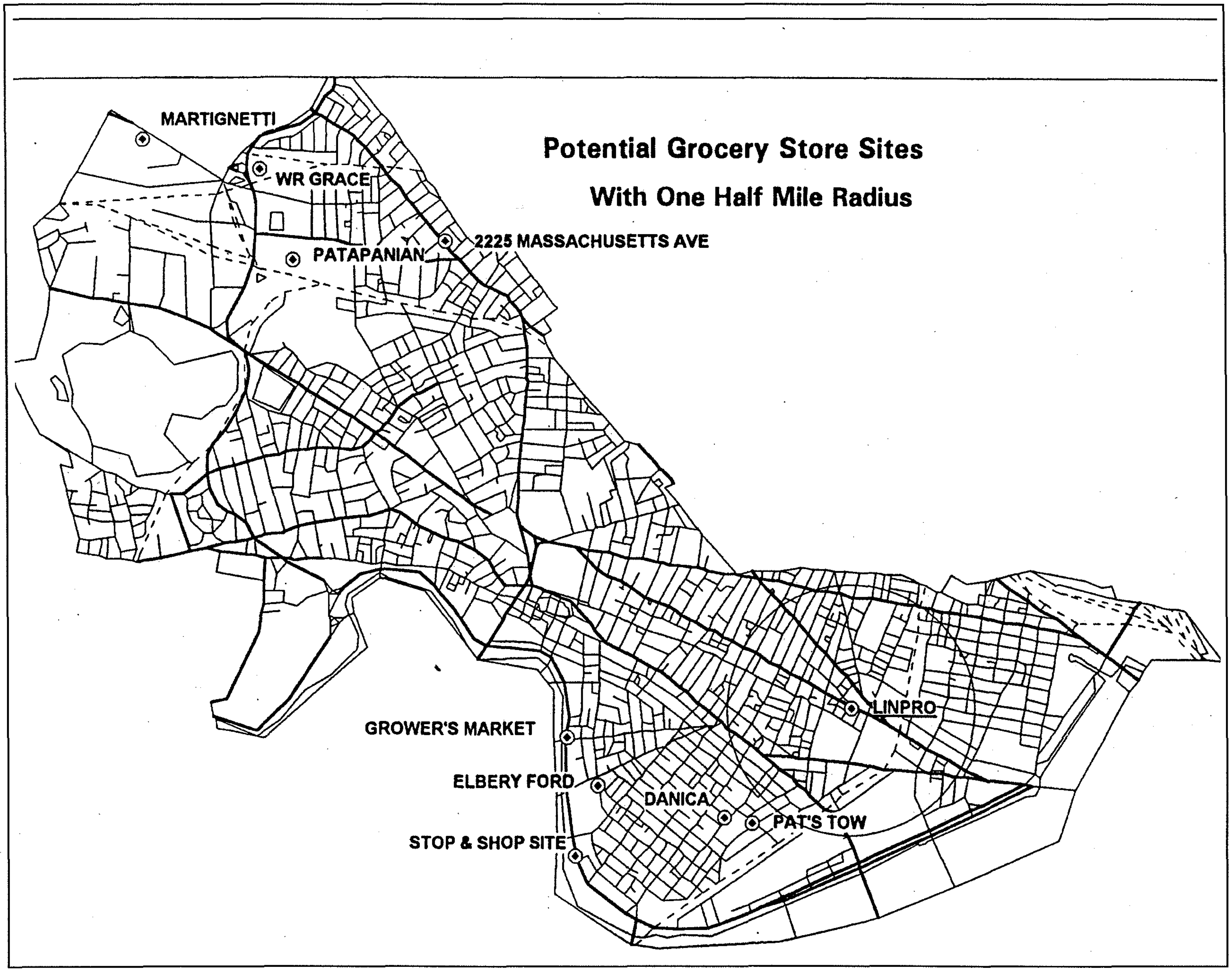
DAVIS
STREET
PORTLAND
HARVARD
C-1
STREET


Potential Grocery Store Sites
With One Half Mile Radius
MARTIGNETTI
WR GRACE
PATAPANIAN
2225 MASSACHUSETTS AVE
LINPRO
GROWER'S MARKET
ELBERY FORD
DANICA
PAT'S TOW
STOP & SHOP SITE

2225 Massachusetts Avenue

A. Address and Owner

2225- 2235 Massachusetts Avenue, Day Street, Henderson Place (right of way 15' x 251') Plat #182/38, 85, 84 Harold Nahigian, 72 Hosmer Street, Suite H, Marlboro, MA 01752

B. Site Conditions

a. parcel size 40,595 square feet

b. dimensions 241 x 100, and 131 x 148

c. building area: NA

d. currently used as outdoor garden retail.

C. Applicable Zoning

a. Business A-2 241 x 100 = 24,100 square feet
(North Mass Avenue Overlay District)

Residence B district 131 x 148 = 19,388 square feet

b. permitted uses in me BA-2 are residential, retail and office; in me Residence B is residential

Supermarket permitted as-of-right: YES in BA-2; NO in Res B

c. FAR/GFA BA-2 1.75/24,100 square feet nonresidential use and 18,075 residential use
Res B .5/9,694 square feet

d. In the Business A-2 district the height limit is 45 feet, in the Res Bit is 35 feet.

e. This site has 24 parking spaces in me inventory .

D. Availability -owner currently proposing Walgreens for site

E. Neighborhood Character

a. Surrounding uses: low density residential

b. Anticipated future character: same

c. Special considerations: immediately adjacent to residential buildings

F. Relation to undeserved area (see map): would serve edges of North Cambridge undeserved area

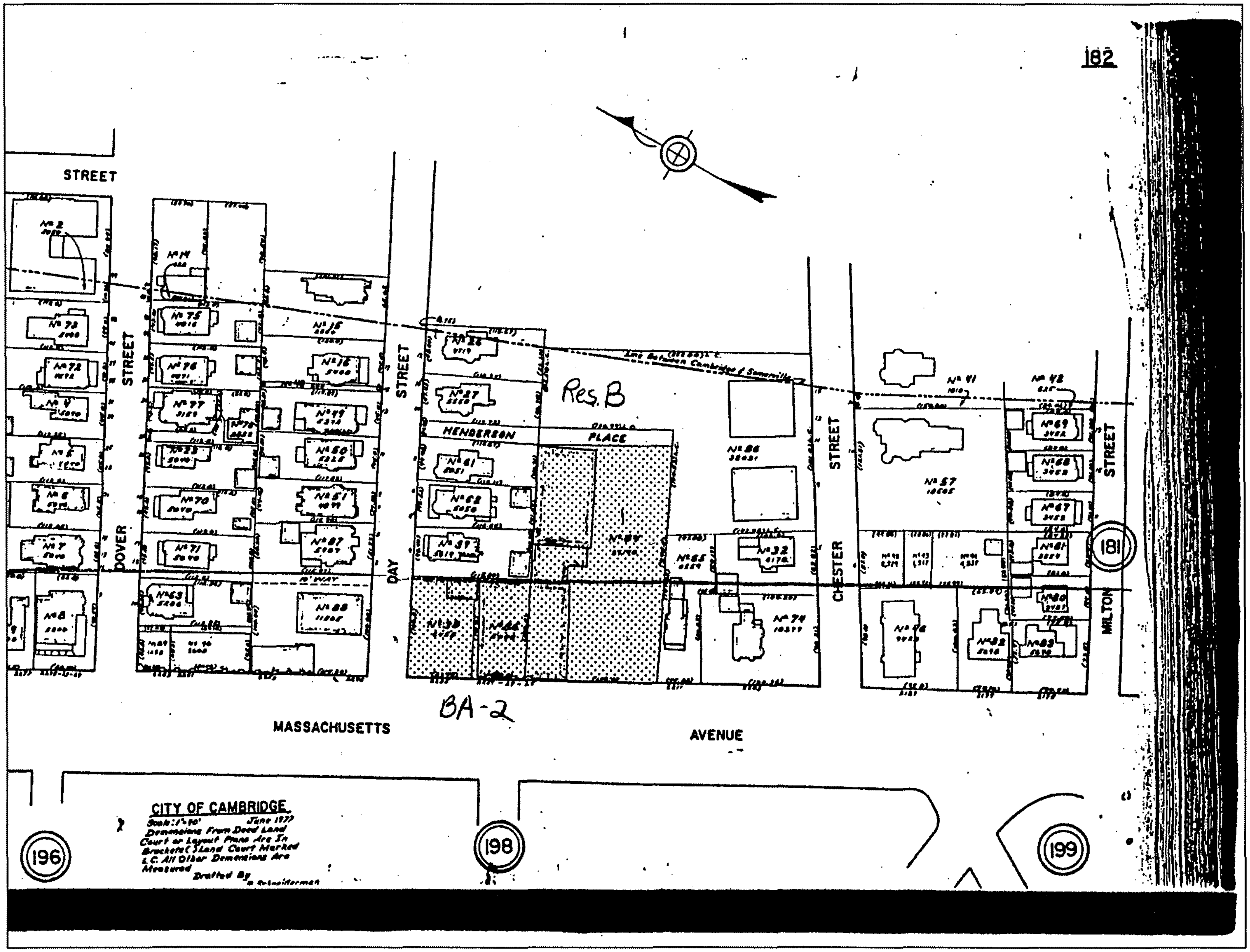
G. Transportation

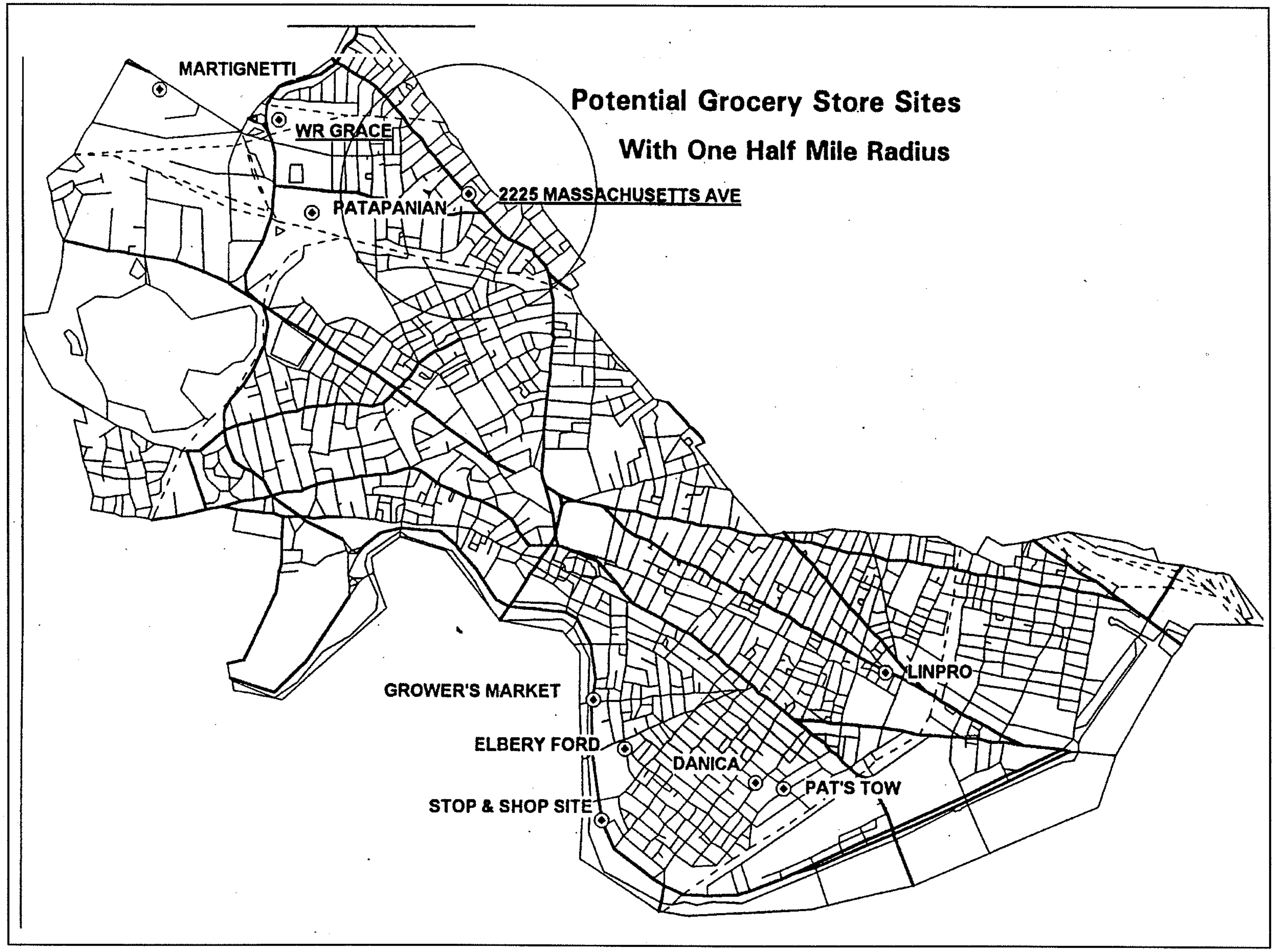
a. Motor vehicle access: Mass. Ave., Dover and Day Streets, Rindge Ave.

b. Existing traffic characteristics in the area: Some peak period congestion on Mass. Ave.

c. Truck access: Mass. Ave.

d. Proximity to public transportation: Route 77 & 77A on Mass. Ave. provide excellent service 7 days per week during both daytime and evening. route 83 is a short distance away.


182
STREET
DOVER STREET
DAY STREET
HENDERSON PLACE
Res. B
CHESTER STREET
MILTON STREET
181
BA-2
MASSACHUSETTS AVENUE
CITY OF CAMBRIDGE
196
198
199



Potential Grocery Store Sites
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GROWER'S MARKET
ELBERY FORD
DANICA
PAT'S TOW
STOP & SHOP SITE

354 Rindge Avenue aka Patapanian Site

A. Address and Owner{s)

324 Rindge Avenue

Plat #*268A140,* 41, and 42, Edward Patapanian, 52 Stony Brook, Belmont, MA 02178

B. Site Conditions

a. parcel size 152,207 square feet

b. dimensions 200 x 200 feet

c. building size 40,000 square feet

d. currently used as mixed industrial

C. Applicable Zoning

a. Industry A-1

b. permitted uses: residential. office. retail and light industry

Supermarket permitted as-of-right: by Special Permit from BZA

c. FAR/GFA 1.25/190,251 sq

d. The height limit is 45 feet.

e. There are approximately 30 parking spaces in the inventory .The supermarket use is a special permit from the Board of zoning Appeal.

D. Availability -currently leased to automotive uses

E. Neighborhood Character

a. Surrounding uses: high density low and moderate income residential

b. Anticipated future character: same

c. Special considerations: in between Jefferson Park and Fresh Pond Apartments

F. Relation to undeserved area (see map): would serve significant portion of North Cambridge undeserved area.

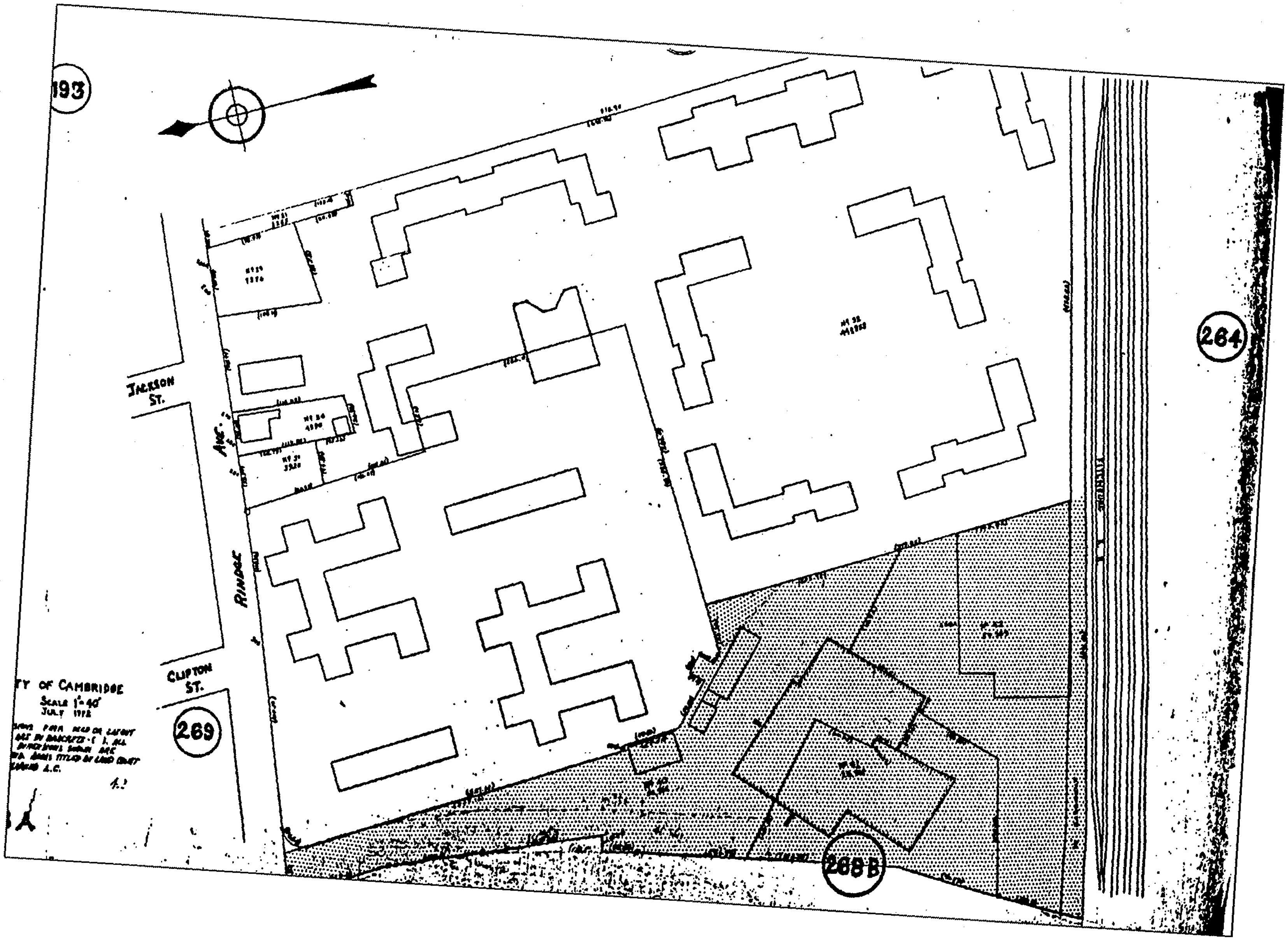
G. Transportation

a. Motor vehicle access: Rindge Avenue

b. Existing traffic characteristics in the area: Peak period congestion at Rindge Avenue intersection with Alewife Brook Parkway.

c. Truck access: Same as a:

d. Proximity to public transportation: Route 83 on Rindge Avenue -day and evening service 7 days per week


193
JACKSON ST.
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TY OF CAMBRIDGE
SCALE 1"=40'
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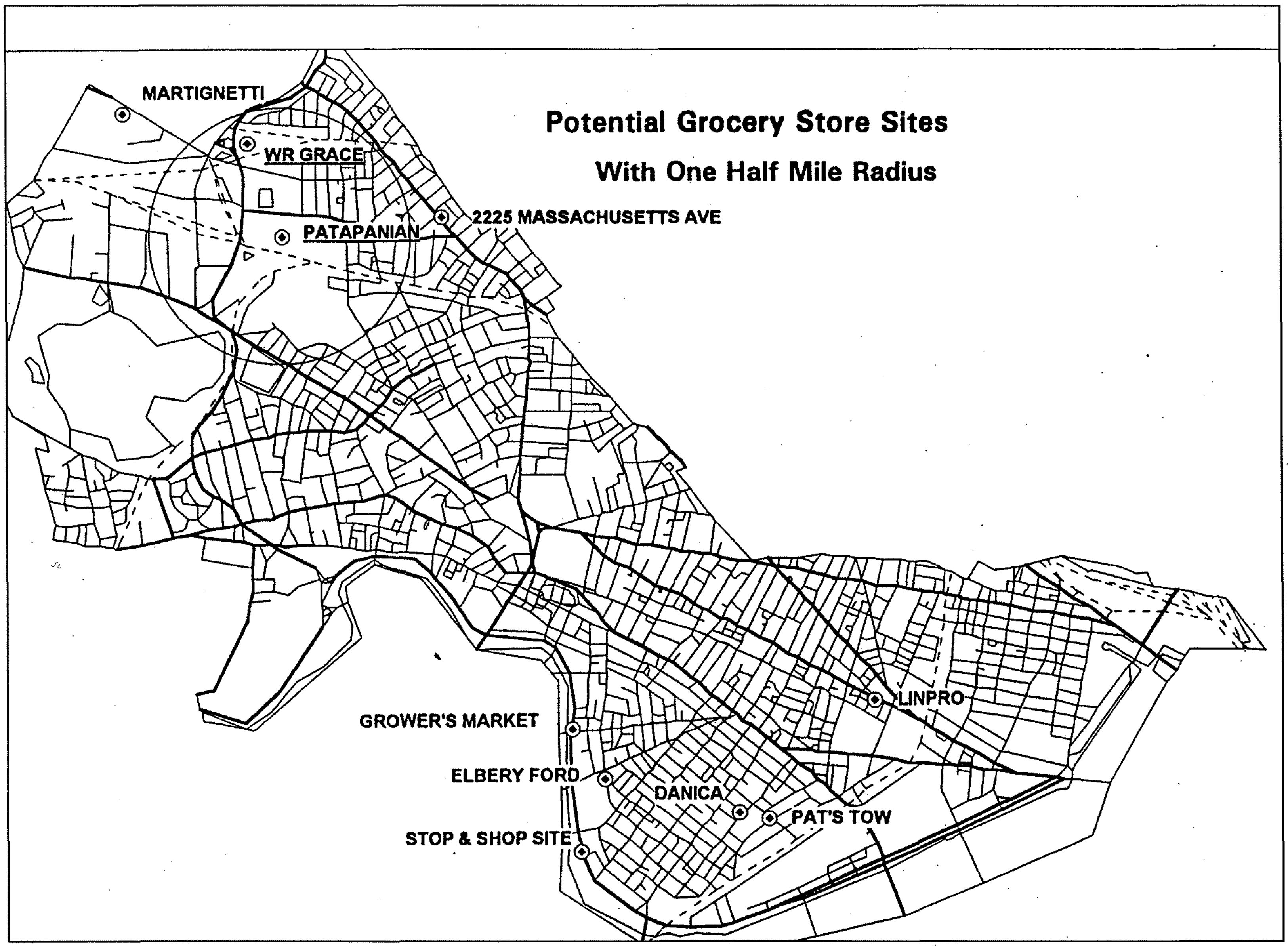
Potential Grocery Store Sites
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LINPRO
GROWER'S MARKET
ELBERY FORD
DANICA
PAT'S TOW
STOP & SHOP SITE

Martignetti Site

A. Address and Owner(s)

205 -231 Concord Turnpike

Plat #267.1/180, 181, 182, 270, 469, and 268 Cannine A. Martignetti, et al Trustees of the Martignetti Brothers Realty Trust, P O Box 102, Winchester, MA 01890 0102

B. Site Conditions

a. parcel size 284,524 square feet

b. dimensions approx 989 x 330 feet

c. building size

d. currently a vacant building and a motel

C. Applicable Zoning

a. Office 2 District

b. permitted uses: residential, office and institution

Supermarket permitted as-of-rigbt: NO

d. FAR/GFA 2.0/569,048 square feet

e. There is an 85 height limit

f. There are between 188 -220 parking spaces at the FACES site and 77 or 79 parking spaces at the Suisse Chalet Hotel site.

D. Availability -NA

E. Neighborhood Character

a. Surrounding uses: Route 2 commercial strip

b. Anticipated future character: same

c. Special considerations: difficult to get to for Cambridge residents

F. Relation to undeserved area (see map): would serve edge of North Cambridge area

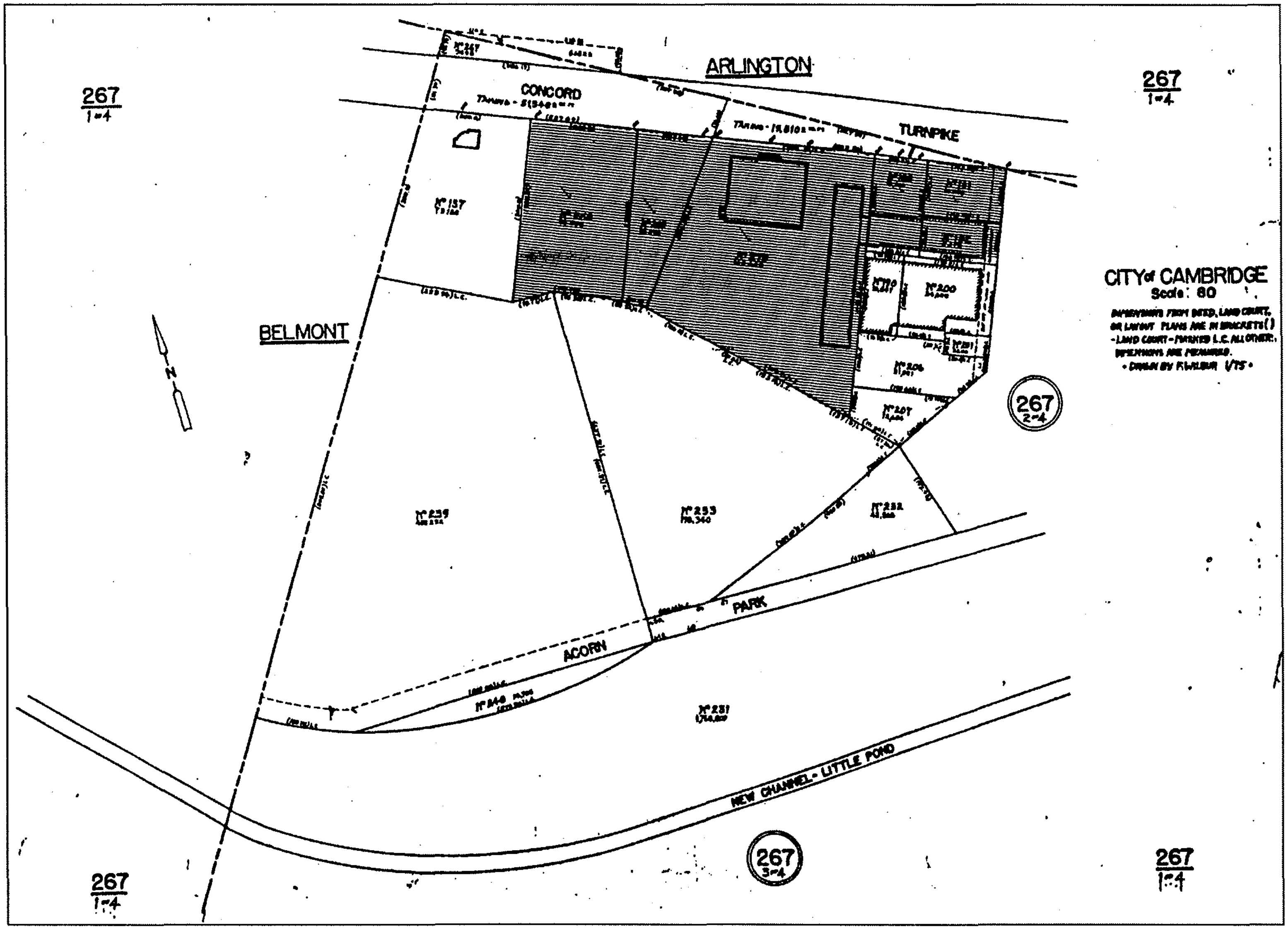
G. Transportation

a. Motor vehicle access: Route 2 (inbound only)

b. Existing traffic characteristics in the area: Poor access & congestion for Cambridge residents

c. Truck access: same as a

d. Proximity to public transportation: None


267
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PARK
NEW CHANNEL - LITTLE POND
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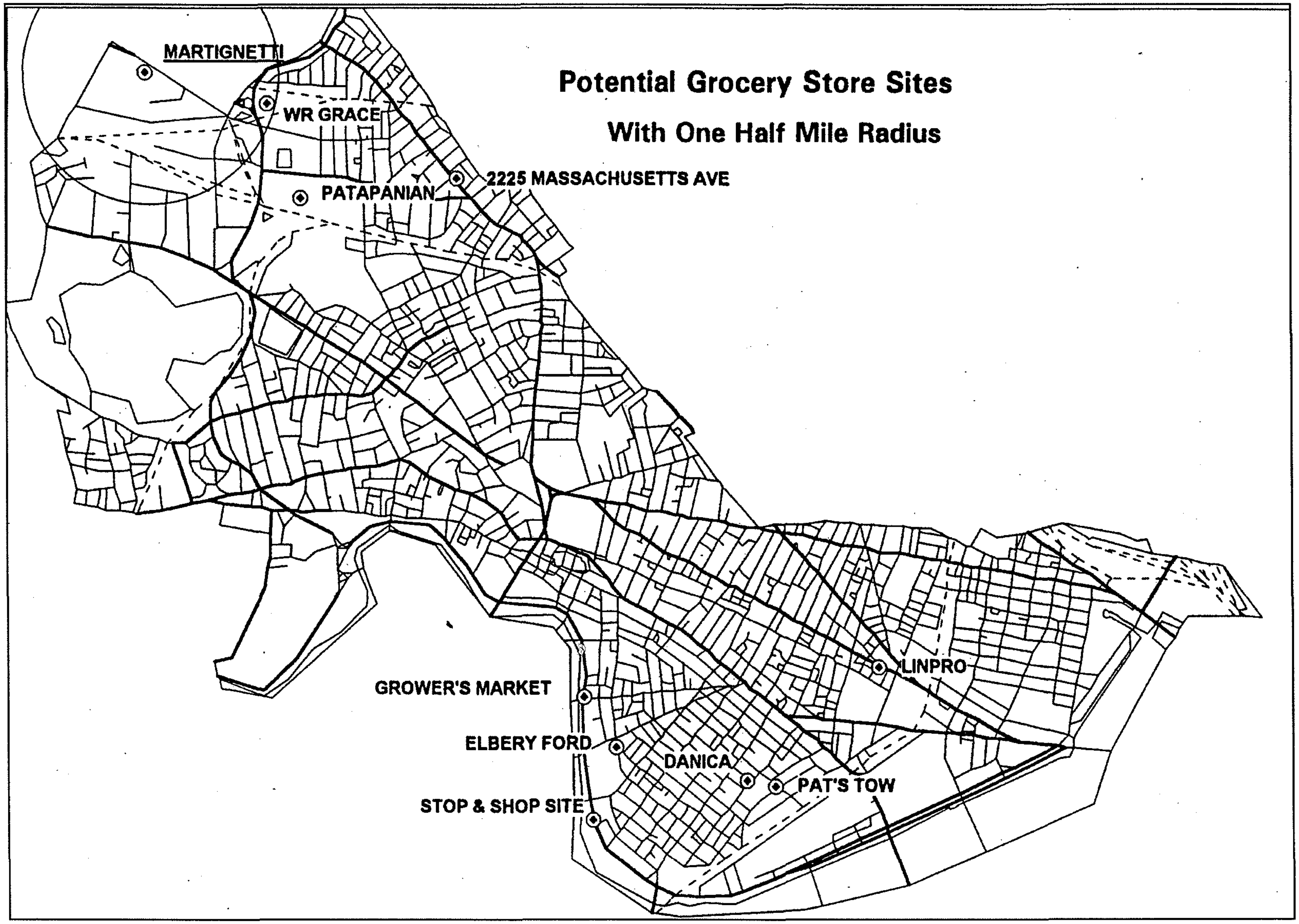
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LINPRO
GROWER'S MARKET
ELBERY FORD
DANICA
PAT'S TOW
STOP & SHOP SITE

W. R. Grace Site

A. Address and Owner(s)

One Alewife Center and One Rear Alewife Center

Plat #269/129, 130 Alewife Land Corporation, 62 Whittemore Avenue, Cambridge, MA 02140

B. Site Conditions

a. parcel size 764,452 square feet

b. dimensions approx.

c. building size

d. currently used as office, research and technology research, empty .

C. Applicable Zoning

a. Industrial CJPUD IC

b. permitted uses: other retail (supermarket), residential, office and institution by PUD special permit from the Planning Board

Supermarket permitted as-of-right: YES with SP from Planning Board

c. FAR/GFA *1.0n64,452* square feet
PUD IC 2.0/1,528,904 square feet

d. There is a 45 foot height limit, by PUD IC, 85 foot height limit.

e. There are 350 total parking spaces available.

D. Availability -owner has had a POD for development on the full site

E. Neighborhood Character

a. Surrounding uses: near large residential neighborhoods on north, east and west

b. Anticipated future character: same

c. Special considerations: close to Jefferson Park and Fresh Pond Apartments

F. Relation to underserved area: significant portion of North Cambridge underserved area

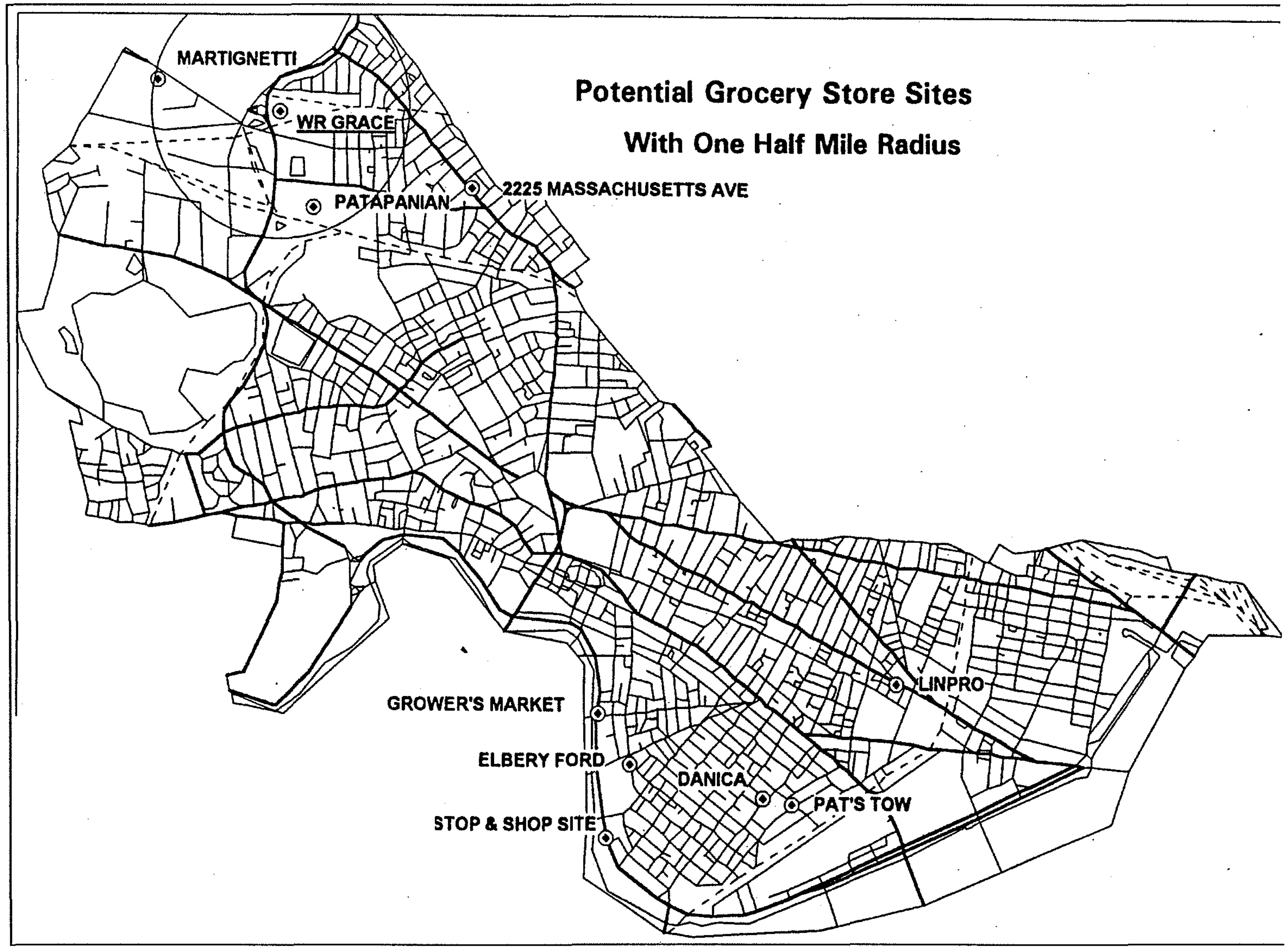
G. Transportation

a. Motor vehicle access: Alewife Brook Parkway Westbound

b. Existing traffic characteristics in the area: Peak period at intersection of Alewife Brook Parkway and Route 2

c. Truck access: Whittemore Avenue

d. Proximity to public transportation: Walk to Alewife T station, Rindge Avenue for Route 83 bus with day and evening service 7 days per week.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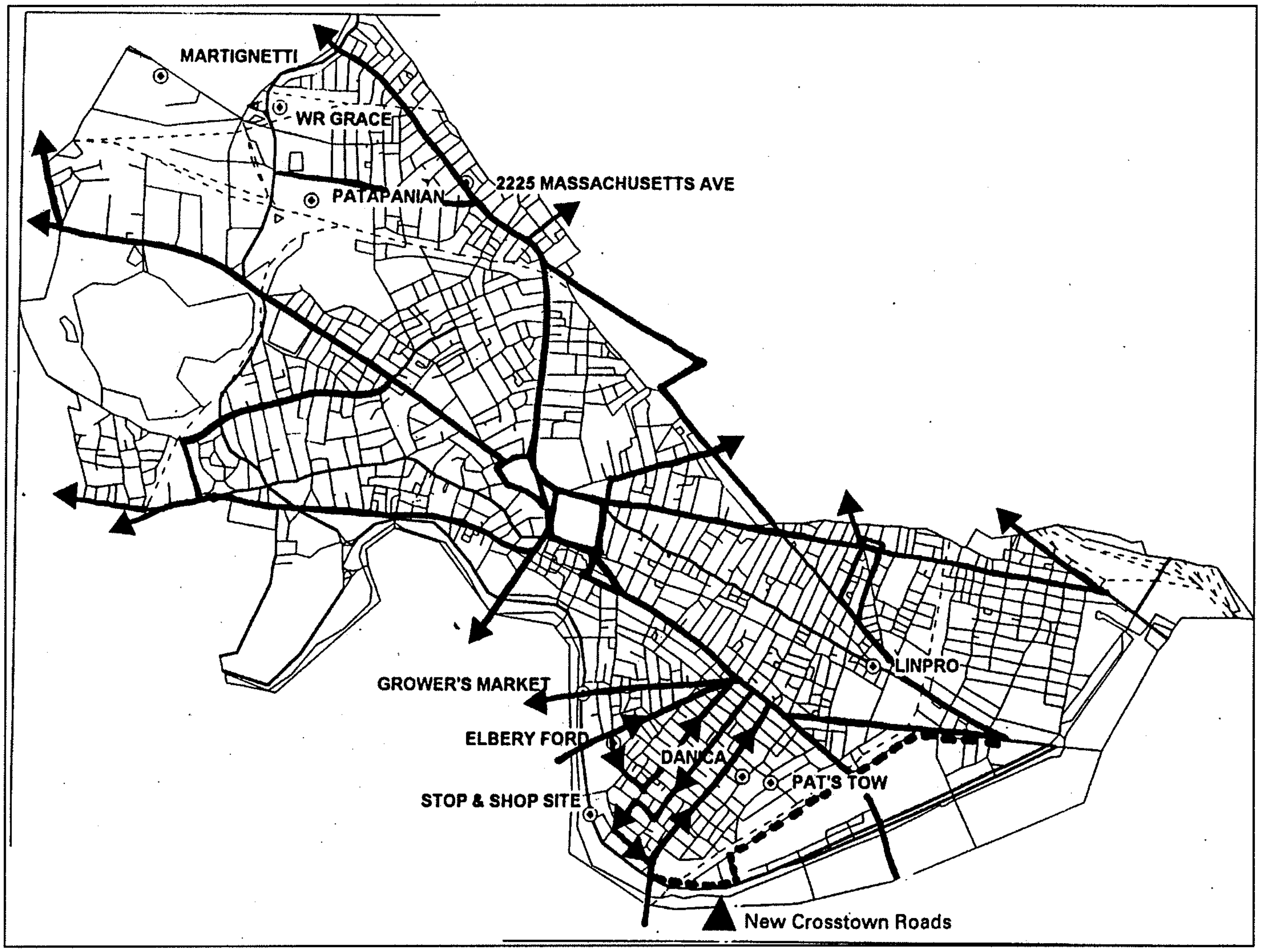
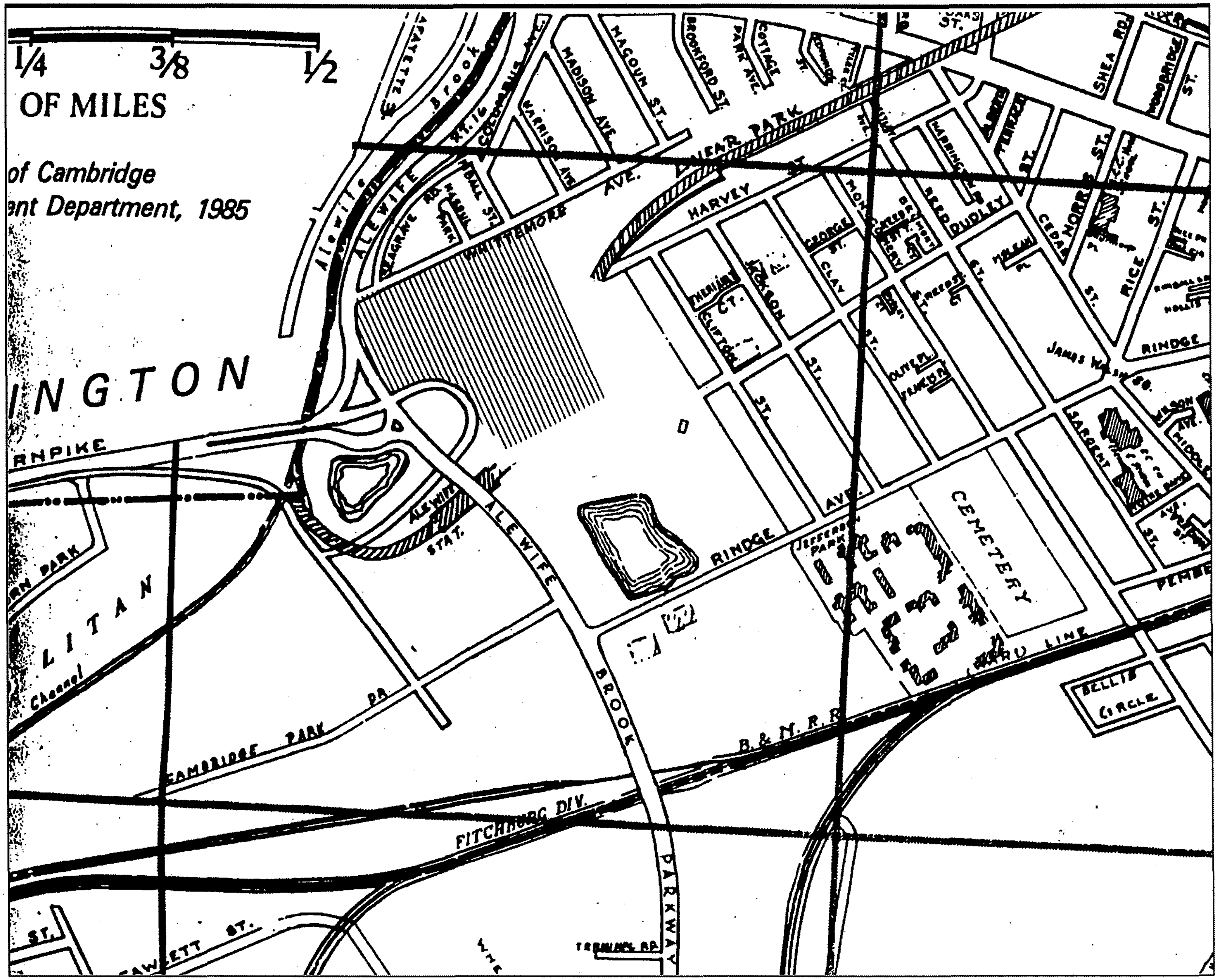
Potential Grocery Store Sites



Streets with MBTA Bus Routes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B. & M. R.R.
ALEWIFE BROOK PARKWAY
ALEWIFE STAT.
WHITTEMORE AVE.
HARVEY ST.
RINDGE AVE.
CEMETERY
JEFFERSON PARK
MAGOUN ST.
MADISON AVE.
BROOKFORD ST.
PARK AVE.
COTTAGE ST.
SHEA RD.
RICE ST.
CEDAR ST.
MORRIS ST.
DUDLEY ST.
CLAY ST.
GEORGE ST.
JACKSON ST.
CLIFTON ST.
SARGENT ST.
JAMES WALSH SQ.
BELLIS CIRCLE
TERMINAL RD.
RINDGE
ST.

CITY OF CAMBRIDGE
Office of the City Solicitor
795 Massachusetts Avenue
Cambridge, Massachusetts 02139
Tel. (617) 349-4121
Fax. (617) 349-4134

Russell B. Higlcy
City Solicitor

Donald A. Drisdell
Deputy City Solicitor

Michacl C. Costello
Assistant City Solicitor

Legal Counsel

Birgc Albright
Gail S. Gabricl
Arthur J. Goldbcr;
Linda A. Stantpcl
Dcborah R. Cautc
Nancy E. Glowa

November 8, 1994

Robert W. Healy
city Manager
city Hall
795 Massachusetts Avenue
Cambridge, MA 02139

Re: Eminent Domain Taking for Supermarket

Dear Mr. Healy:

You have requested my opinion as to whether the city of Cambridge could take land in Cambridge for the purpose of locating a supermarket.

The C1ty of Cambr1dge, at the request of any department, and with the approval of the City Manager and the city Council, may take by eminent domain, under G.L. c. 79, any land within its limits for any "municipal purpose." G.1...4o c. 43, §30. There is a similar authorization for non-charter cities and towns. See G.L. c. 40, §14. The taking must also be for a "public purpose." Sellors v. Town of Concord, 329 Mass. 259, 261 (1952). In my opinion, the terms "municipal purpose" and "public purpose" have the same meaning. See 18B M.P.S., Randall and Franklin, Municipal Law, §1213 (1993).

Without limiting the power granted by the above statutes, the general laws authorize takings for specific purposes, including the following: municipal airports (G.L. c. 90, §51G), cemeteries (G.L. c. 114, §§11-14), improvement of lowlands (G.L. c. 252, §§15-23), fisheries (G.L. c. 130, §93) , boat landing places (G.L. c. 88, §14), schools (G.L. c. 74, §17), parks (G.L. c. 45, §3), playgrounds (G.L. c. 45, §14), woodland for fire prevention purposes (G.L. c. 48, §24) , gravel pits (G.L. c. 82, §38), and municipal water supply (G.L. c. 40, §§39B, 41).

It should also be noted that G.L. c. 121B provides a comprehensive scheme for the approval of an urban renewal plan. section 46 places on a local urban renewal agency the responsibility for determining what areas within its jurisdiction are "decadent, substandard or blighted open areas." After the proper procedures are followed, the local urban renewal agency may take such areas by eminent domain. See G.L. c. 1218, §§46-48; Benevolent and Protective Order of Elks v. Planning Board of Lawrence, 403 Mass. 531 (1988); 188 M.P.S., Randall and Franklin, Municipal Law, §1392 (1993) ."The taking of land pursuant to a valid redevelopment plan is not void merely because the disposition of that land indirectly benefits private individuals." Benevolent and Protective Order of Elks, 403 Mass. at 551.

Other public uses have been established through case law. See, e.g., Tate v. city of Malden, 334 Mass. 503 (1956) (public off-street parking spaces); Opinion of the Justices, 330 Mass. 713, 723-724 (1953) (taking land to lease to restaurants on turnpike).

Other cases are collected in 17A M.P.S., Bishop, Prima Facie Case, §1347, p. 490, n. 14 (1987).

The fact that property taken outright by eminent domain for a public purpose is leased to private operators does not defeat the public purpose. See Court street Parking Company v. Boston, 336 Mass. 224,231 (1957) (taking of land for public parking garages); Ballantine v. Falmouth, 363 Mass. 760, 764-765 (1973)(public parking); opinion of the Justices, 330 Mass. 713, 724 (1953) (leasing by Turnpike Authority of gasoline stations, restaurants . and other services); Atlantic Refining Company v. Assessors of Newton, 342 Mass. 200,203 (1961) (leasing by Department of Public Works of gasoline stations and restaurants on Route 128). In Atlantic Refining Company, the Court stated: "Unquestionably from the viewpoint of the validity of the taking of the site for the service facility, the public service purpose is primary and the business advantage to the occupants is secondary and incidental." Id. at 203.

And the U.S. Supreme Court has recently held that, "The mere fact that property taken outright by eminent domain is transferred in the first instance to private beneficiaries does not condemn that taking as having only a private purpose." Hawaii Housing Authority v. Midkiff, 467 U.S. 229,243-244, 81 L. Ed. 2d 186, 199 (1984).

The term "public use" cannot be precisely defined. See 11 McQuillin, Municipal Corporations, §32.39.05 (1991) ."The term is elastic and keeps pace with changing conditions." 26 Am. Jun. 2d, Eminent Domain, §27 (1966). Whether a particular use is public is ordinarily a question to be determined ultimately by the Courts; but a legislative declaration that the use is public is entitled to great weight, and the presumption is in its favor. 29A C.J.S., Eminent Domain, §28 (1992).See Hawaii Housing Authority v. Midkiff, 467 U.S. 229, 241, 81 L. Ed. 2d 186, 197 (1984) . "Legislative findings on the question of what is a public use are significant." Tate v. Malden, 334 Mass. 507, 508 (1956). See McLean v. Boston, 327 Mass. 118, 121 (1951). "The role of the judiciary in determining whether the power of eminent domain is being exercised for a public purpose is an extremely narrow one". Blakeley v. Gorin, 365 Mass 590, 598 (1974).

"The establishment or enlargement of a public market is a public use for which property may be condemned by a municipal corporation." 11 McQuillin, Municipal corporations, §32.51 (1991). And in 2A Nichols, Eminent Domain, §7.06 [28] (1994) , it is stated:

"Private property may be taken by eminent domain for the establishment of a public market. Such a use is public in character, even though stalls or other sections are leased to private individuals." See City of Fargo v. Fahrlander, 199 N.W. 2d 30 (N.D., 1972) (pedestrian mall); Wilmington Parking Authority v. Ranken, 34 D. Ch. 439, 105 A2d 614 (1954) (leasing by Parking Authority of commercial space in parking garage did not defeat public purpose of project).

In New Jersey Housing and Mortgage Finance Agency v. Moses, 215 N.J. Super. 318, 521 A2d 1307 (1987), it appeared that the Agency agreed to finance the purchase by New community Manor Housing Corporation of a 3.3 acre tract of land in Newark. The property was to be developed as a shopping center with most of the space therein to be leased to the Pathmark Corporation as a supermarket. The Court held that the Agency was authorized by statute to condemn the land for construction of a shopping center to serve the residents of a nearby publicly financed housing project, and that the planned transfer of the shopping center to private owners did not make it into an unconstitutional taking for private purposes.

Regarding the meaning of 'public use,' two opposing views have emerged. One school insists that 'public use' means "use by the public." This means that the property acquired by eminent domain must actually be used by the public or that the public must have the opportunity to use the property taken. See 2A Nichols, Eminent Domain, §7.02 [2] (1994).

A second school of thought argues that "public use" means "public advantage." "Any eminent domain action which tends to enlarge resources, increase industrial energies, or promote the productive power of any considerable number of inhabitants of a state or community manifestly contributes to the general welfare and prosperity of the whole community and thus constitutes a valid public use.'1 2A Nichols, Eminent Domain, §7.02 [3][a] (1994). See Annot., "Eminent Domain: Industrial Park or similar Development as

Public Use Justifying Condemnation of Private Property, II 62 ALR 4th 1183 (1988).

In my opinion, the law in Massachusetts is that "public use" means public advantage. II See Blakeley v. Gorin, 365 Mass. 590, 598 (1974): It is not necessary, for a taking of private property to be upheld as constitutional, that the land thereafter be devoted to a public use; it is enough if 'the taking is accomplished for a public purpose." See also 28A M.P.S., Park, Real Estate Law, §674 (1981).

However, even if it is held that, in Massachusetts, "public use" means "use by the public," it seems to me that a supermarket would meet that test also.

Although it is impossible to give a precise definition of the term public use," the Court, in Allydonn Realty Corporation v. Holyoke Housing Authority, 304 Mass. 288, 293 (1939), listed the following factors which may be considered in deciding whether a use is "public" and, therefore, a proper object of governmental expenditure:

> Whether the benefit is available on equal terms to the entire public in the locality affected; whether the service or commodity supplied is one needed by all or by a large number of the public; whether the enterprise bears directly and immediately, or only remotely and circumstantially, upon the public welfare; whether the need to be met in its nature requires united effort under unified control, or can be served as well by separate individual competition; whether private enterprise has in the past failed or succeeded in" supplying the want or in eradicating the evil; whether, in so far as benefits accrue to individuals, the whole of society has an interest in having those individuals

> benefited; whether a proposed extension of governmental activity is in line with the historical development of the Commonwealth and with the general purpose of its founders; whether it will be necessary to use public ways or to invoke the power of eminent domain; whether a special emergency exists, such as may be brought about by war or public calamity.

I believe that at least some of these factors apply to the need for a supermarket in Cambridge.

As the Court stated in Allydonn Realty Corporation, the cases do not establish a universal test.

> ...Each case must be decided with reference to the object sought to be accomplished and to the degree and manner in which that object affects the public welfare. Frequently an object presents a double aspect in that it may in some respects result in conferring a benefit upon the public and in other respects it may result in conferring a benefit upon or in paying money to private individuals. In such instances the cases tend to distinguish between those results which are primary and those which are secondary or incidental and to classify the object according to its primary consequences and effects. "At any rate it is plain that an expenditure is not necessarily barred because individuals as such may profit, nor is it .necessarily valid because of incidental benefit to the public ...
>
> Id. at 292-293.

Although the question is not free from doubt, I believe that, if property were taken by eminent domain in Cambridge and then were leased to a private company to be operated as a supermarket, a Court could find that the taking was for a public purpose -that the benefit to the public was primary and the benefit to the private company secondary.

Very truly yours,

Russell B. Higley

Russell B. Higley

Verifying Market Demand

The departure of two Stop and Shop grocery stores in one year has commanded headlines, generated debate and aroused considerable public concern. There would seem to be a widespread public perception that, in the absence of these markets there is sufficient unmet demand to support at least one additional supermarket in Cambridge. It is important to test such perceptions against actual market data on consumer spending patterns and potential..

Focus Group Evidence

Anecdotal evidence suggests that consumer dollars formerly spent at the Stop and Shops are in some cases going to markets outside of Cambridge. Focus groups conducted by the Council on Aging reveal that many elders who relied on these stores now shop in surrounding communities. They are aided by Stop & Shop's shuttle service to its Watertown store, and by the city's own van service. The latter includes newly added runs to DeMoula's Market Basket in Somerville. The Council on Aging is now in the process of surveying a larger group of seniors concerning their transportation needs overall; questions about their grocery trips have been added. More informal conversations with Riverside and Cambridgeport residents indicate that former Stop & Shop customers of all ages are willing to shop outside of Cambridge for competitive prices. These purchases are potentially "recapturable" by anew store.

Market Analysis

Preliminary market analysis of the area formerly served by the Memorial Drive Stop & Shop also suggests considerable unmet demand. To measure this demand, data were collected on the buying power . of residents in the "trade area," or geographic area where customers of a new store are most likely to live. To approximate the market gap left by Stop & Shop's departure, the trade area was centered on the site of the former Memorial Drive store. Three areas were defined, in roughly concentric circles:

I) 1/2 mile, or walking radius. This area includes much of Cambridgeport and a portion of Riverside, ending at Western Avenue.

2) I mile radius. This includes both the walking radius above and a larger area, from Harvard Square on the west to MIT and Kendall Square on the east. Portions of Mid-Cambridge and Area IV are covered.

3) 2 mile radius. This area includes the entire eastern portion of the city, as well as Agassiz and those portions of Neighborhoods 9 and 10 south of Huron Avenue and Upland Road.

As the trade area expands, the portion of the market captured by a new store declines as it faces competition from other Cambridge (and Somerville) supermarkets. Natural and physical obstacles, such as the Charles River or busy streets can also dilute the market. Demographic variations, such as the presence of students, immigrants or other groups also affect market capture.

To estimate buying power, US Census data on households in various income groups were collected. National data from the Consumer Expenditure Survey were used to estimate the dollar amount spent annually in each income group on groceries (food, housekeeping supplies and personal care products). Dormitory students, who get the bulk of their food on campus, were excluded from the analysis.

Consumers in the area represent a large market for grocery consumption, ranging from an annual market of $15 million annually within a walking range to over $120 million in a two mile range. Estimates were made for potential market capture of new store, with low, average and high ranges. Allowances were made for trips outside the "trade area" in pursuit of lower prices or different goods.

In the first analysis, called "Capture Rate" or the apportioning method, assumptions were made about the proportion of the local market which could be "captured" by a new store, vs. existing supermarkets. The distance from consumers to existing stores, types of goods and prices available, and other variables were considered. It was also assumed that smaller stores {convenience or "mom and pop") would capture up to 20% of all expenditure.

Conservatively, it is estimated that a new store in Riverside or Cambridgeport could net at least one third of all grocery purchases within a one half mile or walking radius. Given that no competing supermarket now exists in this area, it is possible that a new store would actually enjoy up to half, if not three quarters of its immediate market. At distances of one and two miles, a new store's share would be expected to decline: down to 1/4 of the market at one mile, and perhaps 10-15% of a two mile area.

To test these assumptions, a second analysis was done, using the "Unsatisfied Demand" method. For this method, a wider {one mile) area was considered, one also served by Purity Supreme, Bread & Circus and Harvest Cooperative Supermarket. In this method, estimates of sales per square foot for each store were totaled, and compared to consumer expenditure for the area. The difference between these figures represents "unsatisfied demand." The question for Cambridgeport/Riverside: is there sufficient unsatisfied demand to support anew 20,000 square foot supermarket with annual sales of $7-11 million?

Sales figures for existing stores and a potential store were estimated by assuming a range of $350 to $560 sales per square foot for supermarkets, and $300-400/square foot for smaller stores. Since stores do not rely exclusively on their local area for support, the analysis also examines a range of local area support, from 50 to 100% of total sales. As the Table on Page C-4 shows, there is a considerable gap between estimated sales of competing stores within the trade area and total consumer buying power, at about $46 million. Given varying assumptions about sales/square foot and portion of local sales support, it is estimated that a new store could capture from 8 to 24% of this market. If these interpretations are correct, they would seem to confirm the views of store operators and residents that the area can support a new supermarket.

Preliminary Market Analysis

Annual Grocery Expenditure per Household by Income

Income	Expenditure Per Household	112 Mile Radius	1 Mile Radius	2 Mile Radius
< $5,000	$1,870	$295,460	$1,279,080	$2,915,330
$5-9,999	$2,294	$796,018	$2,571,574	$5,739,588
$10-14,999	$2,882	$974,116	$2,933,876	$6,735,234
$15-24,999	$3,134	$2,033,966	$6,553,194	$14,889,634
$25-34,999	$3,874	$2,735,044	$7,469,072	$19,056,206
$35-49,999	$4,453	$2,765,313	$9,636,292	$22,924,044
Over $50,000	$5,332	$5,507,956	$16,065,316	$48,862,448
All Incomes		$15,107,873	$46,508,404	$121,122,484

I. Capture Rate Method

<u>New Store Market Capture (Expenditure)</u>

Low 5,287,756

Middle $7,553,937

High $11,330,905

<u>New Store Market Capture (% Share of 1/2 Mile)</u>

Low 35%

Middle 50%

High 75%

Sources: US Census 1990; Fairclough & Herman, Developing Successful Neighborhood Supermarkets in New York City: A Guide for Community Based Organizations

Preliminary Market Analysis

II. Unsatisfied Demand Method

Estimated Unsatisfied Demand (1 mile radius)

Existing Supermarkets	Retail Area Est.	@$350/sf Sales Low Est.	@$560/sf Sales (High)
Purity Supreme	17,000	$51950,000	$9,520,000
Bread & Circus	13,000	$4,550,000	$7,280,000
Harvard Coop Supermarket	10,000	$3,500,000	$5,600,000
		@$300/sf	@$400/sf
Smaller Stores	30,000	$9,000,000	$121000,000
Total Sales in Market Area:		$23,000,000	$341400,000
Annual Food Expenditure		$461500,000	$461500,000
Unsatisfied Demand		$23,500,000	$12,100,000
New store sales to market area	20,000	$7,000,000	$111200,000
New store market share		**15%**	**24%**
@75% of local sales area support for supermarket		$10,500,000	$16,800,000
@100% for smaller stores		$9,000,000	$12,000,000
Total Sales in Market Area:		$19,500,000	$28,800,000
Unsatisfied Demand		$27,000,000	$17,700,000
New Store Sales to Market Area		$5,250,000	$8,400,000
New store market share		**11%**	**18%**
@50% of local sales area support for supermarket		$7,000,000	$11,200,000
@100% for smaller stores		$9,000,000	$12,000,000
Total Sales in Market Area:		$16,000,000	$23,200,000
Unsatisfied Demand		$30,500,000	$23,300,000
New Store Sales to Market Area		$3,500,000	$5,600,000
New store market share		**8%**	**12%**

Sources: US Census 1900; Fairclough & Herman, Developing Successful Neighborhood Supermarkets in New York City: A Guide for Community Based Organizations

STORE Supermarkets (10.000 sf or more)	ADDRESS	LOT AREA	FLOOR AREA
Star Market/Mt. Auburn Star	671 Mount Auburn St	176.797	45.700
Market/Porter Sq Purity	23 White St	226.346	39.300
Supreme	600 Massachusetts Ave	21.262	21.656
Bread and Circus/Prospect	115 Prospect St	26.325	13,452
Bread and Circus/Alewife	168 Alewife Blk Plkwy	645.828	29.000
Harvest Co-operative Mkt	581 Massachusetts Ave	18.218	15.532

Smaller Food Stores (less than 10.000 sf)

Agassiz Food Shop	35 Sacramento
Atomic Market	1010 Camb St
Barsamian's	1030 Mass Ave
C & A Market	726 Camb St
Camara Conv Store	697 Camb St
Canina's Market	115 Cushing St
Charlie and Louise's	896 Mass Ave
Charlie's Spa	17 Columbia St
Christy's	1385 Cambridge St
Christy's	40 John F Kennedy
Convenience Plus	720 Massachusetts Ave
Convenience Store #2	215 Western Ave
Corner Variety Inc	1933 Massachusetts Ave
Darwin's	148 Mt Auburn St
Evergood Super Mkt	1674 Mass Ave
First United Market	271 Brookline St
Fresh Pond Market	360 Huron Ave
Friendly Corner	2408 Mass Ave
G & J Variety	51 Plymouth St
Huron Spa	371 Huron Ave
Inrnan Square Market	1343 Cambridge
LaVerde's Market	84 Massachusetts Ave
Leo's Market	121 Hampshire
Lil Peach	1105 Massachusetts Ave
Louie's Superette	26 Surrey
Luigi's Variety	520 Cambridge St
Martin Bros. Inc.	1144 Cambridge St
Montrose Food Mkt	950 Mass Ave
Montrose Spa	1646 Mass Ave
Nature Food Center	1731 Massachusetts Ave
New Deal Fish Mkt	622 Cambridge St
Oxford Spa	102 Oxford
Pamel's Conv Store	75 Dudley St
Pearl Street Market	211 Pearl St
Pemberton Market	2172 Massachusetts Ave
Prince Spa	99 A Magazine St
Relishes	11 Belmont St
Rivercourt Market	10 Rogers St

Smaller Food Stores *(less* than 10.000 sq ft sales area)

Sage	420 Broadway
Sage	47 Mount Auburn St
Sage	60 Church St
Sage Jr	168 Huron Ave
Seven/Eleven	750 Massachusetts Avenue
Store 24	321 Broadway
Store 24	1438 Massachusetts Ave
Supreme Food Shoppe	62 Walden St
The Food Source	1759 Massachusetts Ave
Towers Market	129 Willow St
White Hen Pantry	2245 Massachusetts Ave

Ethnic/Specialty Food Stores

Anthony's Greek Market	10 Central Square
J & K Han A Rum Oriental Market	2376 Massachusetts Ave
Kotobukiya Inc.	1815 Mass Ave
Yashinoya	36 Prospect St
Tropical Dimension Food Store	1262 Cambridge St
Cardullos Gourmet Shoppe	6 Brattle St

Nearby Supermarkets (servicing Cambridge)

Star Market	275 Beacon St	Somerville
Star Market	74 McGrath Hwy	Somerville
Star Market	400 Western Ave	Brighton
Johnny's FoodMaster	1357 Broadway	Somerville
Johnny's FoodMaster	47 Beacon St	Somerville
DeMoula's Market Basket	400 Somerville Ave	Somerville
Stop & Shop	550 Arsenal	Watertown

HOW TO ST ART A PRE-ORDER FOOD COOP: THE BASICS

What Is a Pre-order cooperative? A pre-order coop is a group of people who pool their time, resources, and buying power to purchase high quality foods at affordable prices. Members divide the work among themselves, trading their time for the lower prices. Members also enjoy the camaraderie of working together .

How do pre-order coos operate? There are 5 basic steps in processing an order:

1. Members make up their individual orders, which are collated into one coop order. (Often, members will pre-pay their bills, so that the coop has the money to pay Northeast at the time of delivery.)
2. This order is sent, faxed, or called in to the warehouse.
3. Members pick up their order at the warehouse or meet the delivery truck locally. You will need at least 3 people available to unload your order.
4. Members divide up the cases into individual household orders, distributing the packaged goods and weighing out the bulk products and produce.
5. Household bills are re-computed after delivery. Often a credit or debit is added to each household bill for the following order.

How do I start a pre-order coop? We recommend you have ten to fifteen households to start a coop. It's a good idea for at least one of you to have some organizing experience --from another coop, for example. (If no one in your group has experience, you may want to join up with another coop in your area, at least temporarily. Call Northeast for further information.) Talk up the idea with friends, neighbors, and colleagues. Share copies of our price list; it will give prospective members a clear idea of what is available to them and at what prices. Be sure to look at the volume discount schedule.

What's next?

- Hold a meeting! Describe how a pre-order coop works. Emphasize the cooperative nature how members share the work fairly, trading their time for access to high quality healthful foods at wholesale prices. It is very important to get everybody involved in the work of the coop right from the start.
- Discuss details such as the proposed delivery and distribution site and what supplies and equipment you'll need for breakdown (scales, bags, twist ties, etc.). Decide on membership requirements. See the back of this sheet for helpful tips from successful coops.
- Discuss computerizing. " It can save your members lots of time if you use a computer to compile your group's order and generate the paperwork for dividing up the food and the invoices for billing each member. Check out the ad for software in the price list, and call Northeast for further info.
- Set up a committee to continue organizing your coop, or assign jobs to members. Some of the areas you will want to cover are: overall coordination, new member orientation, ordering, collating, delivery, breakdown, supplies and equipment, bookkeeping, and produce buyer.
- Discuss finances. See the policies pages in the price list for basic information. Determine how much revenue your coop will need to generate to cover expenses, and how you will collect that revenue. (Many coops have a refundable membership fee in addition to a monthly fee or a percent mark-up on each order .)
- Most of your coop's organizing decisions should be written in the group's Bylaws. Call Northeast for a sample copy.
- Choose a name and a back-up. (If we already have an account by the same name, we will need to use your back-up.) Choose one person who will be the contact person with Northeast. We call this person the coordinator, and s/he is responsible for passing on all communications from Northeast to your group, and casting your coop's vote in Board elections and other membership decisions.
- Fill out your Membership Application and Delivery Request form and send them to Northeast. It takes about a week to process your new account and inform you of your first delivery.

Call Northeast (800\ 334-9939 for Information sheets an the following:

-Job descriptions	-Time-savers for your coop
-Tips for buying produce	-Bylaws --essential and easy to write
-Coop Audit checklist	-Computerizing -an introduction
-Do-It Yourself freezer box instructions	-Sample order sheets & newsletters
-Member recruitment information	-Accepting food stamps

TIPS FROM AND FOR SUCCESSFUL PRE-ORDER COOPERATIVES

- Focus always on making the coop fast, *easy,* and convenient. This is the best way to draw and keep satisfied members.
- Have all members subscribe to the pricelist.
- Consider computerizing: less work is better! Save your members a lot of time on collating, bookkeeping, label-making, and more!
- Have your coop's goal be to share the work fairly. Divide up the work so no members are doing a lot more than others.
- Create jobs for interested members who have special scheduling or other needs.
- Plan to grow. More members means less work and cheaper food for the members and greater stability for the coop.
- Offer the largest selection of products possible.
- Use a minimum/maximum ordering system. Have an auction meeting only if most of your members want one. Schedule it after the min/max compilation and make it optional.
- Use a surplus table. If after collating the orders, members have ordered from 1/2 to 3/4 of the total amount needed, order that item, and sell the uncommitted amount at the surplus table during breakdown. This gives other members a chance to see the product before purchasing it
- Generate revenue to pay expenses. This can be done with a fixed fee or with a % mark-up on each order.
- Orient new members. Make this a job responsibility. Let them know clearly from the start what they can expect from the coop and what the coop expects from them. You may want to set up a trial ordering or trial membership period.
- Keep meetings *as* short as possible.
- Share recipes and food often within *your* group. Usually members are willing to order an unfamiliar product if they learn what to do with it and/or get a *chance* to taste it first. ."
- Have the coop itself order one case of a new or unfamiliar item with each order ,.or try our sample boxes (#'s 10002 & 10014). Many coops have found new favorites doing this.
- Have fun! Enjoy yourselves! The camaraderie of working together is a big part of a pre-order coop. Set aside time just to socialize.
- Publicly support and recognize your leaders and activists. Encourage the skilled people *you* have, and encourage new experts to develop.
- Become more visible! Local people who would like to join may not even know *you* exist. Actively network with as many community organizations as possible. Have *your* coop contribute to your community by donating a cookbook to the local library, by regularly giving food to the local food bank, or by co-sponsoring a health-related event. Your coop can become a community resource on healthy food. Offer cooking or nutrition classes to senior centers (e.g. low cholesterol), day care centers or schools (e.g. healthy snacks), etc.

City of Cambridge

Department of Human Service Programs

51 Inman Street, Cambridge Massachusetts 02139
(617) 349-6200, Fax (617) 349-6248

November 1, 1994

To: Robert W. Healy; City Manager

From: Jill Herold, Assistant City Manager for Human Services

Re: City Council Order # 15, dated September 19, 1994

Since approximately 300 seniors live in the LBJ Apartments, 808 Memorial Drive, Woodrow Wilson Court and Putnam Garden Apartments, the closing of the stop & Shop on Memorial Drive would seem to represent a significant change for many who might have shopped there.

In response to the Council Order requesting a needs survey of . senior citizens directly impacted by the closing of stop & Shop, I would like to apprise you of several ongoing activities. The Council of Aging, working with an advisory group consisting city representatives and. providers of services to elders, is conducting a citywide assessment on the transportation needs of elders, including the need for grocery shopping assistance. The needs assessment includes a series of focus groups for consumers, a focus group for elder service providers, a focus group for transportation providers, and a telephone survey to be .administered to a random sample of 200 elders drawn from the City census lists. A special question related to the store closing is being added to the random survey, which will be completed within the next two months. It should be noted that an in-depth nutritional risk assessment is beyond the scope of the present study. Such a study might better be considered when the clinic at the new Senior Center has opened, and possibly in conjunction with the Cambridge Food Pantry Network and the recently instituted pantry home delivery service for frail elders and other persons with disabilities.

A similar impact question was included in the recently held focus group for elder service providers. Anecdotal remarks from some providers indicate that agencies which assist people with shopping are having to take them further, thereby increasing costs. Furthermore, many people report having to depend more on relatives or having to use taxis, which is decreasing the amount of money they have left to buy food.

The Council on Aging also provides shopping van service to a number of areas of the city, as detailed on the attached schedule. An additional shopping van run was added in August, partially in response to many Cambridgeport requests for alternative destinations, including Market Basket and Johnnie's Foodmaster in Somerville, and the Star Markets in Twin cities and Porter Square. Some elders continue to remark upon the effects of the closing of both the Fresh Pond and the Memorial Drive Stop & Shops.

Stop & Shop is providing shuttle service from a few housing locations in their former service area to the Stop & Shop store in Watertown. The council on Aging and Michael Muehe, Executive Director of the Commission for Persons with Disabilities have been working with stop & Shop to increase the accessibility of this transportation to persons with disabilities. Stop & Shop is now utilizing a vendor which provides an accessible van on Tuesdays.

for more information on Tuesday Shoppers schedule please call Laidlaw Transit, Inc., at 323-6060.

Transportation from Stop and Shop Cambridge to Stop and Shop Watertown.

Day	**Pick-up**	**Time**
Monday	Stop and Shop Memorial Drive, Main Entrance	10:30 a.m.
	LBJ Apartments, 150 Erie St.	10:40 a.m.
Tuesday	Stop and Shop Memorial Drive, Main Entrance	10:30 a.m.
	Putnam Gardens, Magee St.	10:40 a.m.
Wednesday	Stop and Shop Memorial Drive, Main Entrance	1:00 p.m.
Thursday	808 Memorial Drive and River St.	10:30 a.m.
	808 Memorial Drive and River St.	6:30 p.m.
	LBJ Apartments, 150 Erie St.	6:40 p.m.
	Putnam Gardens, Magee St.	6:50 p.m.
Friday	Stop and Shop Memorial Drive, Main Entrance	10:30 a.m.

Shopping time is approximately one hour, and the driver will wait for you. For additional information please call Stop and Shop Public Relations Office at 770-6036.

CAMBRIDGE MARKET BASKET FOOD SURVEY -JUNE 6 -10/94

	BREAD&CIRCUS	HARVESTCOOP	STAR	PURITY
TOTAL MARKET BASKET:	$124.49(+76.1 %)	$84.67(+19.8%)	$70.70(-)	$85.14(+20.40%)
CARROTS	.69 lb	.49 lb.	.59 lb.	.69 lb.
V ALENC1A ORANGES	1.19 lb.	.89 lb.	.99 lb.	.99 lb.
MACINTOSH APPLES	1.19 lb.	.66 lb.	.59 lb.	.66 lb.
BROCCOLU	1.19 lb.	.89 lb.	.99 lb.	.99 lb.
BANANAS	.69lb.	.59lb.	.59lb.	.69lb.
ICEBURG LETUCE	1.29 hd.	1.19 hd.	1.19 hd.	1.29 hd.
VIDAUA ONIONS	.79 lb.	.39 lb.	44 lb.	79 lb.
RED POATOES	.89 lb.	.69 lb.	.44 lb.	79 lb.
CELERY	1.39 lb.	.99 lb	.44 lb.	65 lb.
GREEN PEPPERS	1.69 lb.	1.19 lb.	1.19 lb.	1.29 lb.
GREEN BEANS	1.79 lb.	1.59 lb.	1.49 lb.	1.49 lb.
SPINACH	1.49 10oz	.89 10oz	1.39 10oz.	1.49 10oz.
TOMATOES	1.79lb.	.99lb.	.441b.	1.291b.
RED /GREEN LEAF LETUCE	1.19 hd.	.89 hd.	.44 hd	99 hd..
GREEN GRAPES	1.981b.	1.49 lb.	.57 lb.	1.79 lb.
GRANNY SMITH APPLES	1.29 lb.	.99 lb.	.99 lb.	1.29 lb.
DEUCIOUS APPLES	1.49 lb.	1.19 lb.	.66 lb.	66 lb.
PINK GRAPEFRUIT	.79 lb.	.50 lb.	.50 lb.	.69 lb.
RUSSET POT A TOES	.89 lb.	.34 lb.	.39 lb.	.40 lb.
APRICOTS	1.98 lb.	1.39 lb.	68 lb.	1.99 lb.
PLUMS	1.79 lb.	1.19 lb.	.44 lb.	1.29 lb.
PLUM TOMATOES	1.49 lb.	1.29 lb.	1.29 lb.	1.29 lb.
BOSC PEARS	1.39 lb.	.99 lb.	1.19 lb.	1.19 lb.
STRA WBERRIES	1.69 pl	1.69 pl	1.29 pt.	1.29 pl .
CAUUFLOWER	.98 lb.	.99 lb.	.83 lb.	.89 lb.
SP ANISH ONIONS	.98 lb.	.45 lb.	.44 lb.	.69 lb.
SUMMER SQUASH.	1.29 lb.	1.19 lb.	.44 lb.	1.29 lb.
80% LEAN HAMBURGER	2.59 lb.	1.89 lb.	1.79 lb.	1.99 lb.
CHICKEN WHOLE	1.79 lb.	1.19 lb.	.99 lb.	.99 lb.
CHICKEN BR. QTRS.	1.69 lb.	1.29 lb.	.99 lb.	1.29 lb.
CHICKEN LEG QUARTERS	1.29 lb.	.79 lb.	.69 lb.	1.19 lb.
HOT DOGS	not avail. (1.04)	not avail. (1.04)	.99 lb.	1.09 lb.
GROUND TURKEY	4.99 lb.	2.69 lb.	.99 lb.	.88 lb..
TUNA IN WATER 6.5oz.	1.19	.65	.69	.69
WHITE BREAD	not avail. (.84)	1.291b.	.581b.	.64lb.
WHEAT BREAD	1.53 lb.	1.32 lb.	.89 lb.	.89 lb.
SPAGHE1TI	1.59 lb.	.75 lb.	.33 lb.	.59 lb.
SUGAR	not avail. (.41)	41 lb.	.38 lb.	.44 lb.
FLOUR	.79 lb.	.36 lb.	.20 lb.	.20 lb.
WHITE RICE	not avail. (.49)	.55 lb.	.43 lb.	.49 lb.
BROWN RICE	.69 lb.	.58 lb.	.99 lb.	1.19 lb.
CHEDDAR CHEESE	3.89 lb.	2.89 lb.	2.89 lb.	2.89 lb.
MEUNSTER CHEESE	3.69 lb.	3.59.lb.	3.19lb.	2.89 lb.
YOGURT	2.1932oz..	1.99 32 ozs.	1.69320zs.	1.99 32ozs.
BUTTER	1.49 lb.	1.39 lb.	1.29 lb.	1.49 lb.
MARGARINE	not avail. (.56)	.69 lb.	.50 lb.	.50 lb.
HOMOGENIZED MILK	2.69 gal.	2.59 gal.	2.39 gal.	2.55 gal.

2% MILK	2.49 gal.	2.45 gal.	2.19 gal.	2.39 gal.
EX. LARGE BROWN EGGS	1.49 doz.	1.19 doz.	1.19 doz.	1.29 doz.
ORANGE JUICE	1.79 64oz.	1.19 640z. .1.49640z.		1.4964 oz.
FROZEN ORANGE JUICE	1.49 12oz.	.99 12oz.	.7912oz.	*1m* 12oz.
KIDNEY BEANS dry	.99 lb..	.75 lb.	.69 lb.	.69 lb.
CORN FLAKES	3.59 180z.	211) 180z.	1.99 180z.	2.49 180z.
CAN TOMATOE PUREE	1.49280z.	.95280z.	.79280z.	.79 280z.
SP AGHE1TI SAUCE	2.89 280z.	1.99 280z.	.88 280z.	.95 280z.
CANOLA OIL	2.79 32oz.	2.39 32oz.	1.55 320z.	2.13 32oz.
CAN CARROTS	not avail. (.55)	.59160z.	.50 160z.	55160z.
CAN PEAS	2.79 160z.	59 160z.	.59 160z.	.59 160z.
CAN CORN	not avail. (.64)	.59160z.	.59160z.	.75160z.
CAN GREEN BEANS	2.89 160z.	55 160z.	.50 16 oz.	.59 160z.
CHICKEN NOODLE SOUP	1.69 100z.	.87 100z.	.69 100z.	.75 100z.
APPLE SAUCE	2.19250z.	.99 250z.	.88 250z.	.99 250z.
SALTINES	not avail. (.99)	.99 lb.	.99 lb.	.99 lb.
CHOC. SAND COOKIES	2.39 7oz.	1.357oz.	.50 7 oz.	.50 7oz.
APPLE JUICE	2.6964oz.	1.1564 oz.	1.19640z.	.77 640z. .
PEANUT BUTTER	2.99 180z.	1.89 180z.	1.69 180z.	1.69 180z.
MAYONNAISE	3.1932oz.	15932oz.	1.5932oz.	1.5932oz.
CA TSUP	2.99 260z.	1.08 260z.	1.05 260z.	.85 260z. .
CAN KIDNEY BEANS	.99 160z.	59 160z.	.45 160z.	.49 160z.
ICE CREAM	2.79 qt.	.99 qt.	.95 qt.	.99 qt.
FRESH SCROD FILLETS	4.99 Ib.	2.89 Ib. .3.19 lb.		3.69 Ib.

STORES SURVEYED: HARVEST COOP, CENTRAL SQUARE, CAMBRIDGE
BREAD AND CIRCUS, CENTRAL SQUARE, CAMBRIDGE
STAR MARKET , PORTER SQU ARE, CAMBRIDGE
PURITY SUPREME, CENTRAL SQUARE, CAM.BRIDGE

.denotes special sale

An effort was made to list the cheapest comparable item available, and to list them in equal amounts.
The price of not available items was averaged and added to the market basket to complete the 71 item count.

Costs of the complete market basket and price percentage differences and numbers of price leaders:

STAR MARKET	$70.70	55 items of price leadership (incl. ties)
HARVEST COOP	$84.67 (19.8 8fo higher than STAR)	22 items of price leadership (incl. ties)
PURITY SUPREME	$85.14 (20.48fo higher than STAR)	19 items of price leadership (incl. ties)
BREAD & CIRCUS	$124.49 (76.1% higher than STAR)	0 items of price leadership

Issues such as numbers of choices, availability of culturally and ethnically acceptable foods, convenience, quality , ability to purchase other items such as pharmacy items, parking, public transportation, etc. must be considered as well. STAR MARKET and PURITY had the latest number of items.

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