



CITY OF CAMBRIDGE
COMMUNITY DEVELOPMENT DEPARTMENT

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To: Planning Board
From: Jeff Roberts, Senior Manager for Zoning and Development
Date: July 20, 2017
Re: **MIT Volpe Site Zoning Proposal (PUD-7 District)**

MIT has submitted a zoning petition that would create a new Planned Unit Development district in Kendall Square, PUD-7, covering an area that includes an approximately 14.2-acre parcel owned by the United States government and occupied by the John A. Volpe National Transportation Systems Center, part of the U.S. Department of Transportation (DOT), and an approximately 6,000 square-foot parcel controlled by the Cambridge Redevelopment Authority (CRA).

This petition comes following a unique process by which the U.S. General Services Administration (GSA) has sought a development partner to construct a new facility for the Volpe Center, one of Cambridge's largest employers, in exchange for conveying the rest of the site for private development. This process may provide the first real opportunity to re-envision the Volpe site in over 47 years. The GSA announced the start of the selection process in 2015, and MIT was officially selected as the development partner earlier this year.

This petition also follows several years of planning work undertaken by the City in relation to this site and the surrounding area, including:

- The Kendall Square ("K2") study, conducted in 2011-2013
- Subsequent rezoning efforts adopted by the City Council for portions of Kendall Square in 2013 (MIT PUD-5 district) and in 2015 (MXD district)
- A petition by the Planning Board to rezone the area of the Volpe site that was discussed in 2015, with no final action taken at that time
- Discussions over the past nine months by a Volpe Working Group consisting of community stakeholders in the area, which has produced a statement of planning and design principles (included in the Board's package)

The MIT petition is similar in most ways to the Planning Board petition submitted in 2015, which was based on the recommendations of the K2 study. The most notable addition since that time, which reflects community discussions that have taken place over the past several months, is the inclusion of a commitment to fund the design and construction of a community space on the site.

This report provides some background on the area's planning and development history, and summarizes key provisions of the zoning proposal in the context of the K2 study, the 2015 Planning Board proposal, and other relevant planning work. While this review is provided at a high level, more specific issues may be discussed in the course of the hearing process.

Planning and Zoning Background

Historic Development (ca. 1790s-1950s)

Kendall Square has played a unique role as a center of industry in Cambridge since the construction of the West Boston Bridge in the 1790s (this was later rebuilt as the Longfellow Bridge), establishing the route between Boston and “Old Cambridge” (around Harvard Square). Before that time, the area was mostly undeveloped tidal marshland. In the early 1800s, there was an attempt to develop the area into a commercial seaport; though that did not take hold, nearby neighborhoods are still known as “The Port” and “Cambridgeport” as a result.

Railroad development in the mid-1800s led to the establishment of industrial uses, built largely on filled land, which characterized the area through the mid-1900s. The “Kendall Square” subway station, on the line connecting downtown Boston to Harvard Square, was first built in 1912.

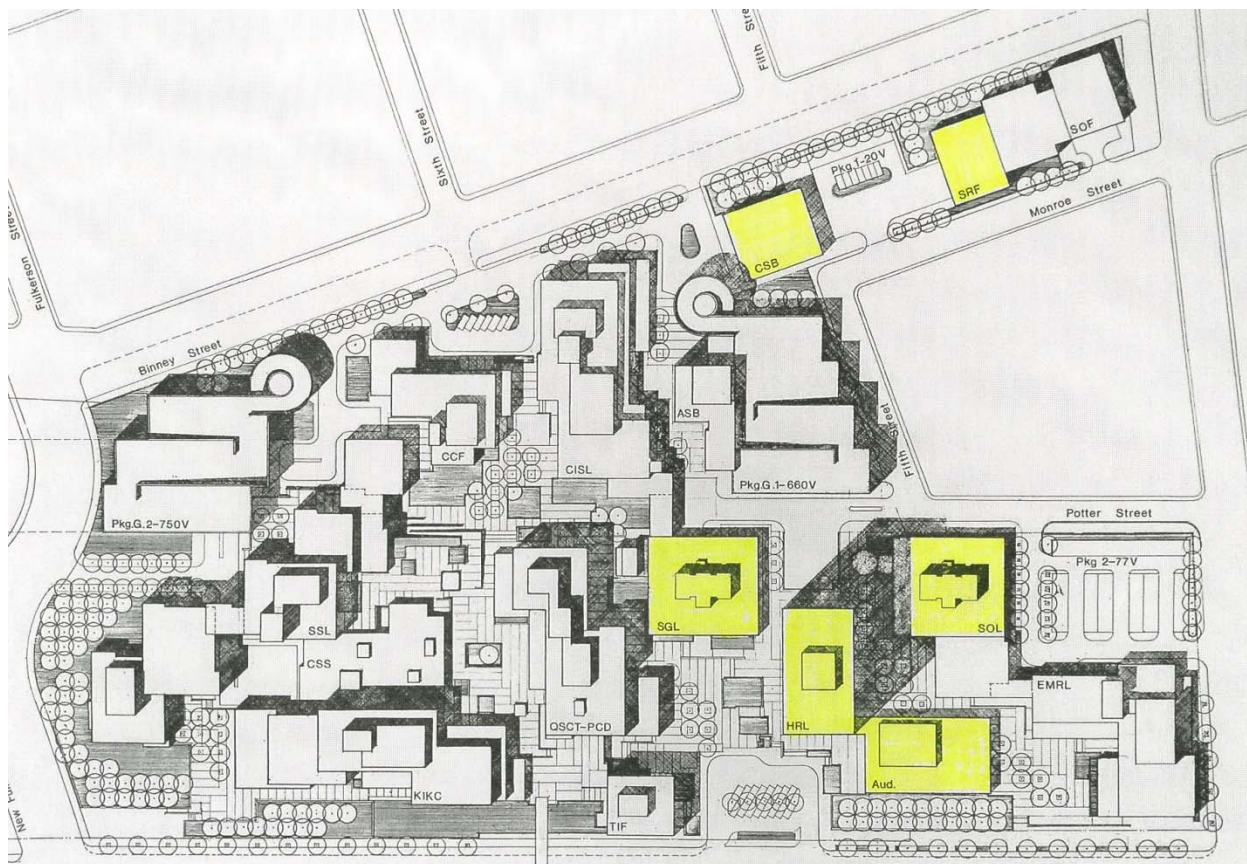
From the establishment of the current zoning map in 1943 until 1978, the current Volpe parcel was zoned Industry B (IB). One of the most permissive zoning districts in the city, IB allowed development of various commercial uses, including light and heavy industry, at a maximum Floor Area Ratio (FAR) of 4.0 with few dimensional limitations. Some areas near Kendall Square remain zoned IB.

Urban Renewal (ca. 1960s-1990s)

The complex now used by the Volpe Center was planned in the 1960s as part of Cambridge’s “Kendall Square Urban Renewal Plan,” (KSURP), overseen by the Cambridge Redevelopment Authority (CRA), which assembled and cleared industrial land parcels in order to facilitate their redevelopment to uses such as offices and research labs.

A substantial portion of the KSURP area was expected to be developed as the NASA Electronics Research Center, and several buildings for that use were developed on what is now the Volpe parcel in the 1960s. The design for the complex followed the largely suburban “towers in a park” typology characteristic of office development at that time (see image on following page). However, in 1969, following the completion of some buildings, NASA relocated its operations from Cambridge, and no additional buildings were constructed. The buildings intended for NASA were occupied by DOT in 1970, and since that time there has been no significant expansion of Federal facilities or other uses on the site.

In 1978, as part of a comprehensive rezoning of Eastern Cambridge, the block containing the Volpe parcel was rezoned from IB to Office 3A (O-3A), reducing the allowed FAR from 4.0 to 3.0 and limiting the allowed uses to office, residential and some ancillary retail. Around the same time, the remainder of the KSURP area was rezoned as the MXD district, and has been developed for private uses from the 1980s to the present under the direction of the CRA. By contrast, the Volpe site has remained unchanged.



NASA Electronics Research Center Master Plan (1968, Imre and Anthony Halasz, Inc.)
Completed buildings are highlighted: HRL = High Rise Laboratory; AUD = Auditorium;
SGL = Space Guidance Laboratory; SOL = Space Optical Laboratory;
CSB = Central Services Building; SRF = Shipping Receiving Facility

Eastern Cambridge Planning Study (2000-2001)

While also undertaking a citywide planning and rezoning effort, the City conducted the Eastern Cambridge Planning Study (ECaPS) to set future goals and expectations for areas including Kendall Square, North Point, and other nearby redevelopment areas in the eastern part of the city. The citywide growth policy document formulated by the Planning Board and CDD in 1993, *Toward a Sustainable Future*, also informed these planning efforts. A major land use goal reflected in the growth policy, citywide rezoning, and ECaPS was to plan for the transformation of predominantly industrial and commercial areas into mixed-use districts with a balance of commercial uses, housing, and retail to support sustainable urban live/work patterns.

The ECaPS effort established planning goals for future redevelopment on the Volpe site, including the following:

- *Create a transition in land uses from Broadway to the residential neighborhoods – by requiring residential development to the north and mixed-use development to the south.*
- *Require lower heights closer to the neighborhoods and allow taller heights closer to commercial development on Broadway.*

- *Establish a minimum required amount of housing and a maximum allowable amount of office and R&D to create a strong residential presence in the area.*
- *Require a major new public park facing Binney Street and connecting to Third St. and Broadway. The park should be inviting and accessible to the existing residential neighborhoods and transition areas.*
- *Encourage retail on Third Street and Broadway to create active street life in Kendall Square.*

The current PUD-KS District (Section 13.10 of the Zoning Ordinance) was created in 2001 in response to the ECAPS plan. As part of the PUD zoning strategy, the base zoning was lowered to limit as-of-right development. A PUD special permit from the Planning Board would be required to permit development at the density previously allowed, in exchange for required housing and open space, and included FAR exemptions as an incentive for ground floor retail. Graduated height limits were also imposed.

No redevelopment of the Volpe site has been proposed under the current zoning. Another lot in the PUD-KS district, at 303 Third Street, was developed as a residential site with ground floor retail (now called “Third Square”) in 2009. That development included a public open space connection from Third Street into the interior of the Volpe site, anticipating potential future redevelopment.

Kendall Square (“K2”) Planning Study (2011-2013)

The City conducted the Kendall Square Central Square (“K2C2”) Planning Study, with separate public processes, community advisory committees, and final reports for each area (referred to as the “K2 study” and “C2 study”) completed in 2013. The K2 study focused on the core of Kendall Square, which included some areas (such as the Volpe parcel) that overlapped with the area studied in ECAPS.

Building on past planning work, while also incorporating new ideas about the future needs and expectations for the area, the K2 study set forth the following goals and objectives:

1. Nurture Kendall’s Innovation Culture

- *Expand opportunities for Kendall Square knowledge economy to continue to grow.*
- *Foster a strong connection between the MIT campus and the rest of Kendall Square. Enable MIT to develop in a manner consistent with its academic and research mission, so that it continues to be a magnet attracting innovative businesses to the area.*
- *Support a vibrant environment for creative interaction.*
- *Three themes (below) working together supporting the central theme of nurturing Kendall’s innovation culture.*

2. Create great places

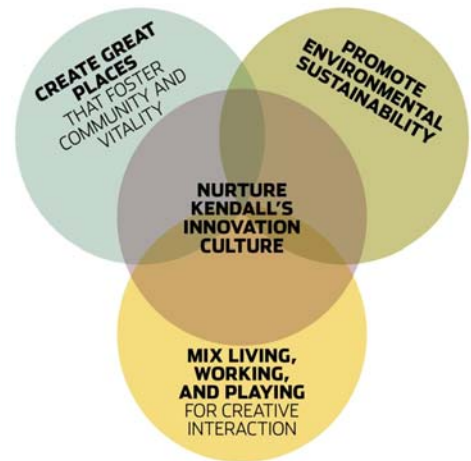
- *Support open space and recreation needs of a growing neighborhood.*
- *Create lively, walkable streets.*
- *Expand opportunities for Kendall’s diverse community to interact.*
- *Development and public place improvements must happen in tandem.*

3. *Promote environmental sustainability*

- *Expand convenient, affordable transportation and access choices.*
- *Enhance streets as public places.*
- *Create a healthier natural environment.*
- *Reduce resource consumption, waste and emissions.*
- *Leverage the environmental and economic benefits of compact development.*

4. *Mix living, working, learning and playing*

- *Leverage community and innovation benefits of mixed-use environment.*
- *Focus intensity around transit.*
- *Minimize development pressures on traditional neighborhoods.*
- *Continue to support city and state economic development.*



The K2 study modeled potential redevelopment options for different parts of the area, including the Volpe site (see image on following page), and developed urban design guidelines to set expectations for the built form of different types of development. The study envisioned that a significant proportion of the new housing units and research/office space expected in Kendall Square would be accommodated on the Volpe site.

The K2 Final Report recommended zoning changes that would increase the development capacity in the core of Kendall Square, by about 33% over existing zoning, allowing for further commercial growth while introducing new strategies (summarized below) to manage development impacts and leverage the value of that growth to provide public benefits.

- Parking limitations and enhanced transportation demand management (TDM)
- Increased standards for sustainable development
- Required housing (including middle-income units in exchange for increased height)
- Required retail and other active uses at the ground floor
- Required open space improvements
- Required “innovation space” for small companies and start-ups
- Funding contributions for area-wide open space, transit and workforce development programs
- Design guidelines to inform the review of future projects

The K2 recommendations considered zoning changes to four different redevelopment areas (see map and descriptions on the following page).

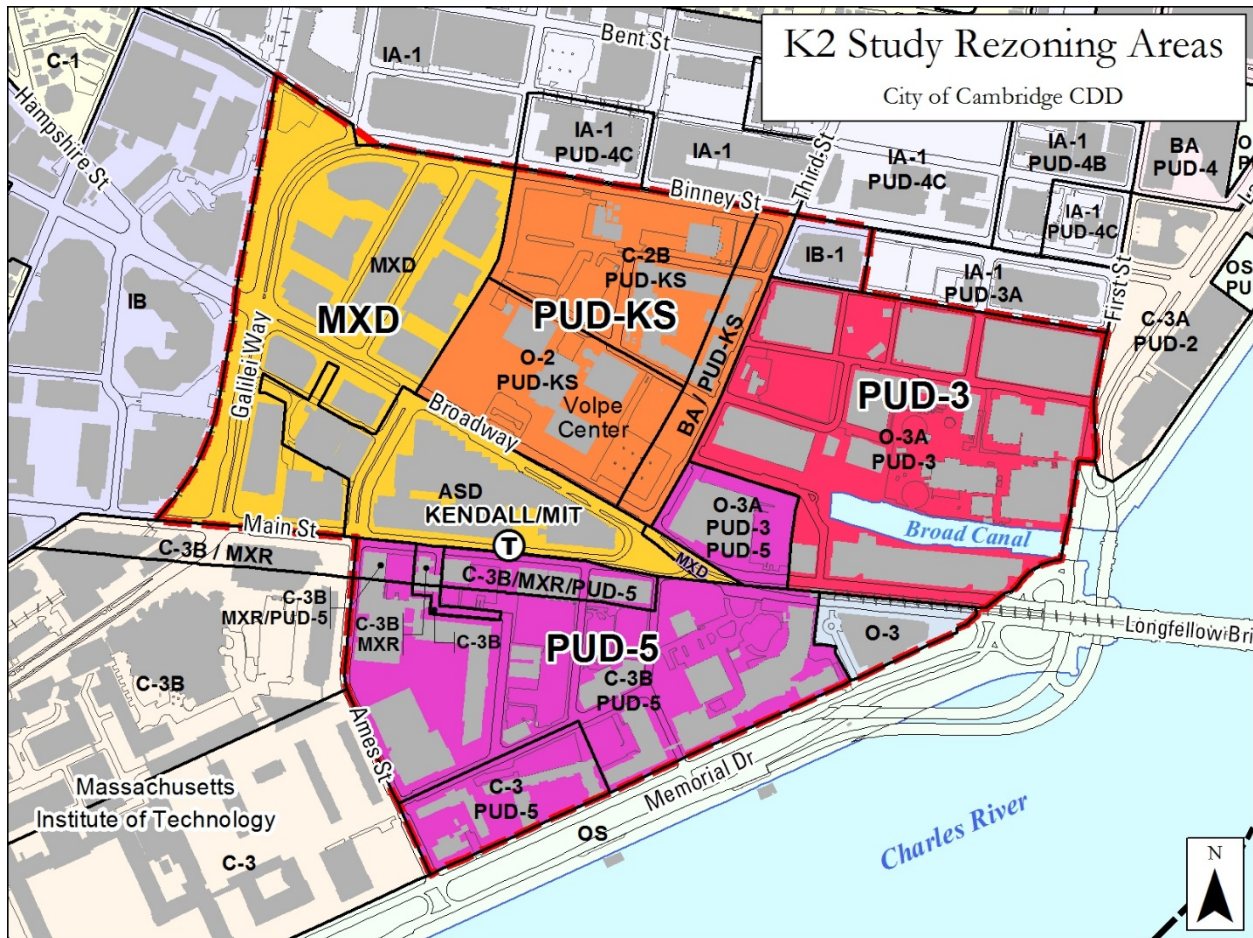
The area of MIT's "Kendall Square Initiative" was rezoned through the adoption of the PUD-5 district by the City Council in 2013. In 2015, the Planning Board approved PUD master plans for a mix of commercial, residential, and institutional development in that area, about 1.5 million square feet of new development in total, and the project has proceeded with design review and development of individual building sites.

The second area was the MXD district, covering the area that remains under the jurisdiction of the KSURP, overseen by the CRA with Boston Properties as its designated master developer.

The City Council adopted amendments to the MXD zoning in 2015, which allowed about one million additional square feet of "infill development," with a minimum of 40% for residential uses. The Planning Board granted a special permit approving an "Infill Development Concept Plan" earlier in 2017, and development has begun on the first phase of that plan, an office building for Akamai.



Goody Clancy, Development Concept from K2 Study



Federal Exchange Process / Planning Board PUD-KS Zoning Petition (2014-2015)

In 2015, the U.S. General Services Administration (GSA) announced that a competitive process would take place to select a developer as an “exchange partner” to construct a new building for the Volpe Center and then develop the remainder of the site according to the City's zoning. The GSA employed this model as a way to leverage the potential private development capacity of the site to replace the approximately 400,000 square-foot facility, which dates to the 1960s, while keeping the Volpe Center’s operations in Cambridge. The GSA and DOT began discussing this plan with the City in 2014, after the publication of the K2 study.

Over the course of several meetings between January and May, 2015, the Planning Board and CDD worked to formulate a zoning petition for the area of the Volpe site, recommending that the City implement new zoning rules before potential developers make their final proposals to the GSA. The zoning petition was considered by the City Council and Planning Board over another series of public hearings throughout the second half of the year, and CDD also held a series of community discussions during that period of time to gather input. Ultimately, there were still outstanding issues, including uncertainty in the outcome of the GSA selection process, and the time to consider the zoning petition expired with no positive or negative action by the City Council.

Volpe Working Group / Developer Selection (2016-present)

A City-appointed “Volpe Working Group” began meeting in October, 2016, consisting of residents of the surrounding neighborhoods – East Cambridge, the Port, and Wellington-Harrington – along with representatives of the Kendall Square business community and other community stakeholders. CDD staff, along with urban design consultants from Michael Dennis Associates, have provided support to the group.

Over the course of 11 public meetings so far, the working group has discussed a range of planning and urban design topics including public space, ground floor activity, built form, sustainable design, transportation, and housing, relying on information provided by staff as well as working group members’ own experiences from Cambridge and elsewhere. The result from this initial set of meetings has been a “Planning & Design Principles” document, articulating the broad goals by which future proposals for the site might be evaluated and shaped.

In November, 2016, it was announced that MIT would be the selected developer for the site. When that selection became official in February, 2017, MIT began its own community outreach efforts, including engaging with the Volpe Working Group and sharing its initial ideas about development on the site, and providing additional information about the location and area of the new Volpe Center, which would be the first phase of development. The working group has welcomed these discussions and expects they will continue during the consideration of this zoning petition.

The full set of materials produced during the 2015 petition process, along with materials from Volpe Working Group discussions and links to other related information, is found on the City’s web site at:

www.cambridgema.gov/volpe

Proposed Zoning

The PUD-7 proposal is similar in structure and content to the Planning Board’s PUD-KS zoning petition from 2015, which was based on the recommendations of the K2 study. The PUD-7 proposal also responds to some of the community discussions that have occurred more recently, including the Volpe Working Group meetings and conversations facilitated by MIT. This summary attempts to review key elements of the proposal as they relate to past planning efforts as well as more recent discussions, though it does not necessarily cover every aspect of the proposal in detail.

Overall Zoning Approach

The MIT proposal would create a new PUD-7 overlay district, rather than amending the current PUD-KS district. The zoning changes would affect the current Volpe parcel (approximately 14.2 acres) and CRA parcel (approximately 6,000 square feet), without changing the zoning applicable to the 303 Third Street residential parcel that has already been permitted and developed under the PUD-KS zoning.

Practically, there is little difference between creating a new PUD overlay district and amending the existing district. PUD overlay districts create conditional zoning provisions that can apply in place of base zoning requirements, subject to review and approval of a development plan by the Planning Board. While it is unusual for different PUD overlay districts to apply to one area, a development could only be permitted under one set of requirements. One advantage of proposing a new overlay district is that it allows for consideration of a “clean” zoning proposal, avoiding the need to carefully edit existing text in a way that could have unintended consequences.

PUD zoning has been applied in many parts of Cambridge, including the East Cambridge Riverfront, Harvard Square, and North Point, and different parts of Kendall Square. There are several characteristics of PUD zoning that have made it an effective planning tool for redevelopment areas in Cambridge:

- Encouraging consolidation of land into large parcels that can be planned comprehensively for mixed-use, multi-phased development, instead of on a lot-by-lot basis, allowing more consideration of the mix of uses and variety of buildings and spaces.
- Providing a more deliberative review process for development, beginning at the site or master planning scale and progressing to more detailed review of buildings and spaces at each phase of development, and allowing for amendments to respond to changing circumstances.
- Allowing greater development capacity, and more flexibility in some development controls, in exchange for some more rigorous standards and public benefits that promote the city’s planning objectives for an area.

The rest of the review is structured around this conceptual framework for PUD zoning, focusing on the following topics:

- PUD planning and review process
- Major development controls and standards (FAR, height, transportation, sustainability)
- Required benefits (housing, open space, retail and active uses, innovation space, community funding, and community space)

PUD Planning and Review Process

There are minimum procedural requirements for PUD projects contained in Article 12.000 of the Zoning Ordinance. Prior to Planning Board approval, PUD proposals must be reviewed at two public hearings, one to consider an initial Development Proposal and another to consider a Final Development Plan. Article 12.000 also allows developments to be permitted at an aggregate, master plan level, subject to further design review of individual buildings and open spaces over time.

The PUD-7 petition contains the same procedural elements as the 2015 Planning Board petition for the area. When that proposal was considered, it became apparent that laying out clear expectations for the Planning Board review process was crucial, given the unique importance of this area within the city and the public expectations for the project. Key elements of the zoning include the following:

- Requiring at least one informal pre-application conference with the Planning Board (which is allowed by Article 12.000) to consider conceptual master plan alternatives prior to submitting a more formal development proposal. (See proposed Section 13.91.5.)
- Establishing clear requirements for a Development Proposal submission at the master plan level, highlighting elements that are of particular concern to this area such as connectivity, open space, ground floor uses, and housing mix. (See proposed Section 13.91.2.)
- Establishing particular criteria for Final Development Plan approval, in addition to the more general PUD criteria in Article 12.000. These include diversity of uses and housing types, permeability of the site, sensitive management of building form, connectivity of public spaces, character of street edges, activity at the ground floors, architectural diversity, and environmental sustainability. (See proposed Section 13.91.4.)

Considerations

These procedural elements of the zoning remain relevant, though some further review and refinement may be beneficial given the discussions that have occurred since 2015, particularly the planning and design principles that emerged from the Volpe Working Group discussions. For instance, the Volpe Working Group discussed the importance of sustainable design approaches at a site planning level, which could be made more explicit in the proposed master plan elements in Section 13.91.2.

Another procedural issue to consider is the relationship between the master plan process and the development parcel requirements (proposed Section 13.93.2). The current PUD-KS zoning requires that parcels under common ownership of 5 acres or more have to be contained within one PUD development parcel, so a parcel under single ownership could not be permitted as separate PUDs, though it could be subdivided and sold to different entities after a development plan is approved.

The PUD-7 proposal only requires a minimum 25,000 square-foot development parcel. While it is expected that the anticipated redevelopment will be permitted under one development plan, additional safeguards might be considered to prevent or discourage the parcel from being further subdivided before a development plan is approved, in case circumstances change in the future.

Development Capacity – Floor Area Ratio (FAR), Gross Floor Area (GFA), and Use Mix

The amount of development and mix of uses expected from the PUD-7 proposal is very similar to what was recommended in the 2015 Planning Board petition, although it is framed in a somewhat different way. This amount is also comparable to what was modeled during the K2 study, which was again discussed during the consideration of the 2015 petition.

Zoning typically controls the amount of development, or Gross Floor Area (GFA), by limiting the Floor Area Ratio (FAR) – the total GFA divided by the total land area of a parcel. The PUD-7 proposal sets a maximum FAR of 5.2 (Section 13.93.1). In all PUD zoning, FAR is calculated in the aggregate, meaning that the total allowed development can be flexibly arranged within the parcel. As a result, different portions of the parcel might be more or less densely developed, facilitating the provision of streets and open spaces and allowing for variations in building scale and form without impacting overall development capacity.

The FAR calculation would exempt some ground-floor retail and active use GFA and half of the GFA provided to meet the “innovation space” requirement (both discussed further below). Private residential decks and balconies, which are generally included in FAR, would also be exempted. Similar provisions were adopted in the MXD zoning in 2015 and included in the 2015 Planning Board petition, and the current PUD-KS zoning includes similar incentives for retail. A “community space,” which is a new element of the PUD-7 proposal (discussed further below), would also be exempt. The FAR calculation would not allow additional “inclusionary bonus” FAR, though residential development would still need to conform to inclusionary housing requirements (discussed further below).

The chart below summarizes the expected effect of the proposed FAR limitations on the Volpe parcel, assuming maximum buildout.

ALL FIGURES APPROXIMATE	Current Zoning (PUD-KS)	Proposed Zoning (PUD-7)
Maximum FAR	3.0 / 3.9 (with Inclusionary bonus)	5.2 (no Inclusionary bonus)
Parcel Area (approx)	620,000 SF (14.2 acres) *	620,000 SF (14.2 acres) *
Maximum Total GFA (non-exempt)	1,860,000 / 2,420,000 SF	3,220,000 SF
Exempt Active Use and Community Space GFA	70,000 SF	70,000-140,000 SF (est., not strictly limited)
Exempt Innovation GFA	N/A	85,000 SF (up to 5% of office)
Max. Total GFA (incl. exempt)	1,930,000 / 2,500,000 SF	3,375,000-3,445,000 SF (est.)

** Note: If the approximately 6,000 square-foot parcel controlled by the CRA were incorporated into a development parcel, it would increase the parcel size and attendant development potential by approximately 1%.*

The key difference from the 2015 proposal is that the FAR limit in the PUD-7 proposal includes up to 400,000 square feet of “other government” use – the anticipated size of the replacement Volpe facility – which was excluded in the 2015 proposal in recognition of the fact that Federal government uses are not normally subject to zoning limitations. The anticipated development outcome is similar to the 2015

proposal; including “other government facility” square footage roughly explains the difference between an FAR of 4.5 (as proposed in 2015) and 5.2 (as currently proposed). Presenting the FAR in this way may help give a better representation of the amount of anticipated built space.

The current PUD-KS zoning, K2 study recommendations, prior 2015 zoning petition, and current PUD-7 petition all prescribe a commercial/residential balance of at least 60%/40%, also allowing a development proposal to shift that balance in favor of more housing. This is one of the most significant requirements in the zoning and a major element of past planning for Kendall Square. Under the proposed requirements, a redevelopment would produce the largest contribution of housing in Kendall Square to date, and represent the second-largest residential project in the city (behind North Point). However, the 60% commercial component is also an important element of the plan, given the unique importance of Kendall Square in the economy of the city, region, and beyond. Commercial growth, particularly of the kind that has emerged in Kendall Square, cannot be accommodated everywhere in Cambridge.

One variation in the proposed PUD-7 zoning is that it allows up to 250,000 square feet – about 22% of the minimum required housing development – to be hotel or motel (hotel is more likely, but the two are grouped into the same use category in the Zoning Ordinance). Hotel is a use type that zoning sometimes treats as residential and sometimes treats as commercial, depending on the circumstances. There has been evidence of a growing demand for hotel space in the area, and a hotel may be a positive addition to a development plan, but the benefits and drawbacks of replacing some portion of potential housing with hotel should be carefully considered. As a way to mitigate potential drawbacks, the PUD-7 proposal would require affordable housing to be provided (per inclusionary requirements) as if the hotel component were residential; more clarification might be needed to determine exactly how that requirement would be calculated.

The chart below summarizes the expected mix of uses, in terms of total development (in square feet) as well as by the “component” FAR for each use.

<i>ALL FIGURES APPROXIMATE</i>	Gross Floor Area	Component FAR
Government GFA/FAR (non-exempt)	400,000 SF	0.64
Maximum Commercial GFA/FAR	1,690,000 SF	2.73
Minimum Residential GFA/FAR (allowed hotel/motel component)	1,130,000 SF (up to 250,000 SF)	1.82 (up to 0.40)
Total GFA/FAR (non-exempt)	3,220,000 SF	5.2

Considerations

FAR and GFA controls can be an important and effective planning tool, but it is especially important to understand their benefits and limitations. One of the benefits of FAR controls is that they provide a way to calculate the amount of aggregate development that is allowed on a site, based on land area, and in a way that can be understood by both property owners and the larger public. FAR controls can also serve as a way for the City to provide flexibility or incentives for desired development outcomes, while limiting

or discouraging less favorable outcomes. In either case, the outcome relies on a property owner being able to work within the system of FAR controls to craft a feasible development proposal.

- *Allowed amount of development:* It is critical for property owners and developers to understand the “development rights” on a parcel in order to assess the potential value and feasibility of a project. It is similarly important for the City to understand the “intensity of use” in considering the impacts it might have. However, in either case, FAR is not the only factor – the types of land uses, market conditions, and other development controls also play an important role in assessing financial feasibility and potential impacts.

For example, it is understood that there is a significant difference in transportation impacts between commercial and residential uses, given the same amount of square footage. The City incorporated this principle in the 2001 citywide rezoning, establishing different FAR limitations for commercial and residential uses in many districts. It is also understood, as discussed during the K2 study and subsequent processes, that the economic value of commercial space in Kendall Square significantly outpaces the value of residential uses. As a result, the K2 study recommended a strategy that would leverage additional capacity for commercial development in order to support the creation of additional housing and other public benefits.

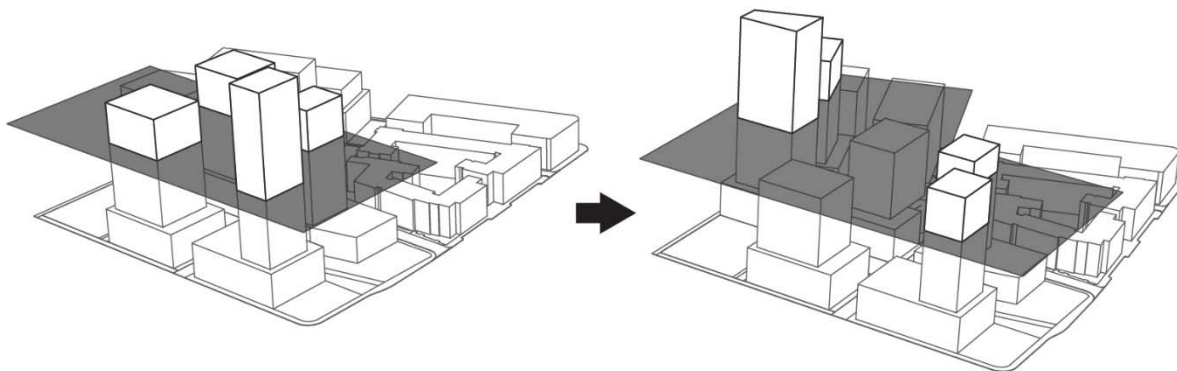
- *Encouraging desired outcomes:* There are many ways that FAR or GFA controls are used to “tilt the scale” toward more desirable outcomes. Usually, this can be a helpful tool to encourage forms of development that serve important public goals but would not otherwise be economically advantageous to a developer. The exemptions in the PUD-7 zoning for retail and innovation space are examples that have been used in other areas as well. Other approaches include the classification of above-ground structured parking as GFA, included in the 2001 citywide rezoning, encouraging structured parking to be built below grade. Incentives may also be used in concert with requirements, such as the 30% FAR “bonus” normally provided for projects that are subject to inclusionary housing requirements.

The ability to arrange GFA flexibly within a development parcel, mentioned above, is also an area where zoning flexibility can encourage more positive development outcomes with smaller block sizes and more open space. However, this reveals how FAR can be an imperfect tool for gauging the “feel” of a large development without also considering other standards, such as height controls and urban design guidelines. For instance, a total FAR of 5.2 (considering the inclusionary housing bonus) is allowed in some districts where building heights are limited to 80 or 120 feet, which would produce a very different development pattern with more lot coverage and less open space than a PUD area with more flexible height limits and required open space.

Height Limits

The PUD-7 proposal takes a similar approach to regulating building heights as the 2015 petition, establishing “height zones” that allow taller heights closer to Broadway and somewhat lower heights in areas closer to Binney Street (see map included in petition). The height proposal is similar to the zoning adopted for the adjacent MXD district in 2015; both generally allow 250-foot heights, while allowing residential buildings (with limitations, as described below) to reach 350 feet; the PUD-7 petition would

also allow limited non-residential height to 300 feet. Along Binney Street, the MXD district allows 200 feet, and the PUD-7 proposal would allow 250 feet on the expected site of the new Volpe facility, and 170 feet for commercial use or 250 feet for residential use in the section near Binney and Third Streets. The PUD-7 petition also incorporates a provision in the 2015 Planning Board petition (illustrated in concept below) limiting the building floorplate area above a 250-foot height datum.



As in the 2015 petition, the PUD-7 petition would allow a single taller building, not to exceed 500 feet, to be approved by the Planning Board to serve as a landmark for Kendall Square. This provision was the subject of much discussion in 2015 and it was a challenge to reach consensus on whether such a building was desired and what specific qualities it might have. The issue is worth careful consideration because the Volpe site is one of few sites in Cambridge where such a building would be feasible. The PUD-7 petition also provides for publicly accessible spaces located above 300 feet, which could allow for a feature such as a public observation deck.

Considerations

The proposed approach, compared to the current PUD-KS zoning, allows more variation in heights across the site, which facilitates different options for configuring buildings and public spaces. A stricter approach, such as the more finely graduated “height bands” in the PUD-KS zoning, might result in a more predictable outcome and could mitigate impacts on specific areas, but could also limit options for more articulated building forms and different arrangements of buildings and space.

There has been considerable conversation in the Volpe Working Group on the impacts of height on the character and feel of public spaces, and for that reason it is important for the zoning not to preclude opportunities to arrange building volumes in a way that would better manage their impacts. On the other hand, providing more flexibility means that clear design objectives and guidelines are critical, along with a careful review process that will consider options and evaluate their relative impacts on adjoining spaces and uses, including shadows, wind, sky views, and sound.

Transportation

The zoning strategy for transportation, as articulated in the K2 study recommendations, includes a few key components. These components have been incorporated into prior Kendall Square amendments, including the 2013 PUD-5 zoning, the 2015 MXD rezoning, the 2015 petition for Volpe, and the current PUD-7 petition:

- Limit parking and manage more efficiently:** Maximum, rather than minimum, ratios of allowed parking would be applied to limit traffic growth. The recommended ratios from the K2 study were based on analysis of current travel patterns and future goals, and the PUD-7 proposal (see below) mostly incorporates those recommendations. One difference is a reduction in the ratio for office from 0.9 to 0.8, which was recommended during deliberations in 2015 as a way to further tighten parking limits for commercial uses and to recognize that it has been difficult at the permitting stage to distinguish between space that is built for office or R&D use. The PUD-7 petition also sets a minimum of 0.4 space per unit for residential uses, which was adopted for the MXD district in 2015, while the K2 study recommended 0.5. Residential is the only use with a minimum requirement, and additional study might be necessary to determine whether a lower requirement would continue to meet expected demand. In all cases, bicycle parking would also be required in conformance with citywide standards that were revised in 2012.

Use	Auto Parking Requirements
R&D	0.8 sp/1000 sq. ft. <u>maximum</u>
Office	0.8 sp/1000 sq. ft. <u>maximum</u>
Retail/consumer service	0.5 sp/1000 sq. ft. <u>maximum</u>
Hotel	1 space per 4 rooms <u>maximum</u>
Residential	0.4 sp/unit <u>minimum</u> ; 0.75 sp/unit <u>maximum</u>

An equally important part of the zoning strategy for parking is to encourage “shared parking” that can serve various users at different times. Treating parking as a shared resource, rather than an amenity serving each particular use, is seen as a way to improve efficiency and reduce the “hidden incentives” that promote driving. The PUD-7 proposal incorporates this strategy, allowing parking to serve multiple uses flexibly and requiring a shared parking study that might support further reductions in total parking.

- Support transit and other modes:** The K2 study emphasized the importance of both supporting Red Line capacity and improving the availability of options such as bus routes and shuttles that can connect to other parts of the transit system, along with bicycling, walking and other options. With the understanding that time was needed to develop strategies, particularly those requiring partnerships at the state level, the K2 study recommended that new developments make contributions into a shared fund to support future transit improvements and programs.

The PUD-7 proposal would require contributions of \$10 per square foot, of which half would be devoted to transit improvements, to be allocated at the direction of a committee appointed by the City Manager. At maximum buildout, this would be expected to result in about \$8.5 million contributed for transit over the course of development.

- Continue transportation review and mitigation processes:** The required development review process for traffic impact review and mitigation, in partnership with the PTDM process, would be retained and strengthened where appropriate. Moreover, reviewing a development proposal at a master plan level is critical because it provides an opportunity to study circulation patterns

for vehicles, bicycles, and pedestrians in detail, which can affect the expected impacts and lead to different mitigating interventions.

The PUD-7 proposal contains a provision (proposed Section 13.97) for Traffic Mitigation, which is similar to current PUD-KS zoning language and parallels the Transportation Impact Study requirements in Section 19.20 of the zoning. This section of zoning was looked at carefully during the 2015 Planning Board deliberations, and the final Planning Board recommendation in 2015 amended that section to refer to “Transportation Mitigation,” requiring study and mitigation of transit impacts as well as traffic, similar to the study conducted during the review of the MIT Kendall Square “SoMa” and “NoMa” proposals.

Considerations

Transportation has been an ongoing focus of planning in Kendall Square. The ECaPS and citywide planning processes in 2001 focused largely on concerns about additional traffic in redeveloping areas throughout the city, implementing measures to limit and manage traffic impacts, including zoning requirements for transportation impact study and mitigation, as well as the Parking and Transportation Demand Management (PTDM) Ordinance.

In 2011, data presented in the K2 study revealed that in the previous decade of development in Kendall Square, daily traffic volumes remained constant or decreased, a trend which continues since that time. Meanwhile, there has been a corresponding increase in transit ridership, particularly on the Red Line. Analysis of projected transportation impacts conducted during the K2 study (which were looked at again during discussion of the 2015 zoning petition and in the Kendall Square Mobility Task Force work) showed that auto traffic patterns were not likely to change as much as transit ridership, with Red Line boardings increasing by as much as 100% in the morning rush hour (to over 2,000 boardings) and 32% in the evening rush hour (to over 8,000 boardings). Required PTDM reports from Kendall Square employers have also indicated a shift away from driving as the main commuter mode to a greater variety of alternatives. While the major shift has been toward transit, there has also been significant growth in modes such as bicycling and walking, reflecting the close link between transportation patterns and residential patterns of employees within the region.

Transportation initiatives that have taken place since the K2 study have included the establishment of the Kendall Square Transit Enhancement Program (KSTEP) fund, overseen by the CRA in partnership with city and state authorities, requiring finding contributions from development within the MXD district. Specific priorities for future investments in transportation have also been actively discussed by the Kendall Square Mobility Task Force, which have focused on the following topics:

- Red Line improvements
- Grand Junction corridor bicycle/pedestrian path and potential future transit
- Bus route improvements, including dedicated lanes, new routing and service changes
- Improved coordination of shuttles
- Management of ride-hailing services

Sustainability

The PUD-7 proposal would require development to meet a number of sustainability measures consistent with the sustainability recommendations of the K2 study, which have been incorporated into other redevelopment areas such as MIT's Kendall Square project (PUD-5 zoning) and MXD district. These requirements include:

- Designing new buildings to a minimum LEED Gold standard (allowing flexibility in the case of institutional laboratory buildings, which are not necessarily expected to be included in the Volpe parcel redevelopment)
- Conducting analysis on the predicted energy performance of new buildings
- Investigating natural approaches to meeting stormwater management standards
- Providing green roofs or “cool” high-albedo roofing material
- Conforming to the Building Energy Use Disclosure Ordinance (BEUDO), which is already required under the Municipal Code

The PUD-7 petition, like the 2015 petition, requires a “Sustainability Narrative” for development proposals to describe efforts to respond to the City's ongoing climate change efforts. This is especially important because thinking about sustainable development continues to evolve as the causes and effects of climate change become better understood, along with technologies and improvements to address this critical issue.

Considerations

Since the K2 study, planning for climate change has focused on two main areas: reducing carbon emissions from energy use, and planning for resiliency and adaptation given the anticipated effects of climate change. These topics were discussed by the Volpe Working Group in recent meetings.

- *Energy:* The “Getting to Net Zero” study and action plan, completed in 2015, provides a target to become a “net zero community” by 2040, meaning that on an annual basis, all greenhouse gas emissions produced through building operations are offset by carbon-free energy production. Because about 80% of energy consumption in Cambridge comes from buildings, a main focus is to significantly reduce energy consumed by buildings through efficiency improvements and opportunities for renewable energy supply where feasible.
 - *Energy and emissions standards:* The plan sets a timeframe for new office, residential, and institutional development to achieve net zero emissions by 2025, and new laboratory development by 2030. As an initial step, the plan recommends a standard of LEED Gold citywide (included in the PUD-7 petition), along with a minimum energy performance equivalent to a 22% reduction below 2007 energy code standards, which is consistent with the currently required “stretch” energy code.
 - *Site or district energy approaches:* The PUD-7 zoning anticipates a large multi-site development, which presents unique opportunities to evaluate district-level energy approaches that could provide additional benefits that individual buildings cannot. Concepts such as microgrids, shared cogeneration facilities, energy storage, geothermal energy, and

- shared renewables (such as “community solar” facilities) could be considered over multiple sites, within and outside of the district.
- *Building design approaches:* Design approaches to efficiency have become a typical part of the development review process, including “solar-ready” roofs that would support future installation of photovoltaic arrays, optimizing thermal envelopes, employing passive design strategies such as shading devices to reduce heat gain, and implementing commissioning programs to ensure ongoing energy performance.
 - *Pathways to net zero:* Because the goal is to achieve net zero emissions with all buildings, buildings should be adaptable as systems become more efficient over time. With other projects in Kendall Square, a “pathways to net zero” analysis has been required to show whether such adaptability is technically possible in the future, even if it is not feasible today.
 - *Resiliency & Adaptation:* This planning effort has begun with a two-part Climate Change Vulnerability Assessment (CCVA) highlighting two major issues: rising temperatures and “heat island effect,” and increased precipitation leading to increased flood hazard and stress on stormwater infrastructure.
 - *Heat island mitigation:* New development can help to minimize features that contribute to increased temperature, such as pavement, and maximize features such as vegetation and natural shading.
 - *Resilient design:* The impact of flooding on livability in cities is apparent, and ideas for how to mitigate such impacts are evolving. Following the CCVA, Cambridge began applying a standard for new buildings to be designed to withstand predicted 2030 1% (100-year) flood levels and to recover from 2070 1% flood levels, meaning that habitable floors and critical building systems may need to be elevated or waterproofed. Resilient design strategies would also help ensure that buildings and sites remain livable during crises, such as backup life safety systems, operable windows to provide air, and resources to support the community when “sheltering in place” is necessary.
 - *Natural water management systems:* As included in the PUD-7 zoning, new development is required to meet Department of Public Works standards for stormwater management. In most developments, this is achieved through engineered solutions such as below-grade retention tanks. However, there are advantages to using natural vegetation, such as constructed wetlands and green roofs, as an alternative or partial solution. Where incorporated into open spaces, these approaches can have ecological benefits, provide health benefits and enjoyment to the public (including heat island mitigation), and educate people on how water is managed in an urban environment.

Housing

As noted above, one of the longstanding goals of the Volpe site redevelopment is the provision of significant new housing in Kendall Square. At maximum buildout, the proposed zoning would result in about 1.1 million square feet of residential uses. Residential projects recently permitted in Kendall

Square tend to have an average of about one dwelling unit for every 1,000 square feet of residential GFA (since there is a range of unit sizes, and residential common are included in GFA). Therefore, roughly 1,100 new residential units would be expected (or possibly 850 units plus hotel uses), adding to the approximately 2,000 units that are existing in Kendall Square and about 1,200 units currently permitted or in construction.

Per the PUD-7 petition, residential uses would be subject to inclusionary housing requirements, as amended in 2017. This requires a net 20% of housing in new residential projects to be affordable to eligible households. The requirement is based on total unit floor area and includes provisions to encourage affordable “family-sized” units of 3 bedrooms or more. Affordable units would “mirror” the total project in terms of tenure, so that a rental housing development would provide affordable rental units, and condominium development would provide affordable homeownership units.

It is difficult to determine exact inclusionary requirements until a building is more fully designed, because the size and mix of individual units needs to be known. The estimated amount of affordable housing, given similar projects, would be roughly 200 affordable units, and at least 25-30 would be family-sized affordable units, or more if the required space is configured to favor family-sized units. The PUD-7 provisions also suggest that the required amount of affordable housing would be provided even if a portion of the required residential development is a hotel.

A project under the proposed PUD-7 zoning would also be subject to Cambridge’s incentive zoning requirements, which require a per-square-foot contribution to the Cambridge Affordable Housing Trust for the commercial component of a development. Assuming development begins well after 2018, the rate of contribution would be \$15 per square foot, plus increases indexed to inflation. The result would be over \$26 million in affordable housing contributions over the course of the project.

Considerations

While the PUD-7 proposal is consistent with the housing objectives of the K2 study, some additional issues raised during Volpe Working Group discussions might be discussed further to consider ways to incentivize forms of development that serve these objectives:

- *Inclusion of families:* The working group stressed the importance of accommodating families with children into the life of Kendall Square. Provisions for family-sized units in the current inclusionary housing requirements, as well as the criteria for Planning Board review of a development proposal, are both elements of the zoning that advance this goal. Other elements that might be promoted include open space (public and private) that is usable by children, common areas in residential buildings for children to play, storage areas, and child care services.
- *Inclusion of middle-income households:* Housing opportunities for middle-income households have been particularly challenging issue, partly because it is not simply a matter of providing units, but also making those units attractive to households who might have other housing options within the region. Thus far, only a handful of projects have provided affordable rental units targeted to middle-income households, and the demand for subsidized units has not been as great as the demand from low-to-moderate income households.

The recent inclusionary housing amendment addressed this issue in part by allowing affordable homeownership units to be available to households earning up to 100% of median income. Also, the K2 study recommended an incentive-based approach allowing additional height for buildings that include middle-income units. This type of provision may not be effective in all cases, though it is being employed by MIT in its recently permitted “NoMa” housing development at One Broadway.

Open Space

The PUD-7 proposal would require 25% of the entire district land area at minimum, excluding existing streets, to be Publicly Beneficial Open Space. The PUD-7 proposal also provides that no more than 20% of the required open space may be met by open space intended for public use on the lot of an “other government facility” – anticipating that the new Volpe facility will include open space that would be open to pedestrian circulation, but would need to meet applicable security standards for a Federal installation, including barriers to prevent vehicular entry.

As part of the approval of a PUD, the Planning Board would have to find that the open space has been arranged into an integrated, internally connected public circulation system, and that at least 2 acres “may be used for active or passive recreation, pedestrian and bicycle connections, enjoyment of natural environments, spillover activity from publicly accessible ground floor uses, public performances or other programming opportunities.”

The chart below summarizes the open space requirements and their expected outcomes when applied to the site. The district land area is assumed to be approximately 14.4 acres, incorporating the Volpe parcel and the smaller CRA parcel.

<i>ALL FIGURES APPROXIMATE</i>	% of District Area	Total Acres
PUD-7 District Area (including Volpe and CRA parcels)	100%	14.4 acres
Minimum Publicly Beneficial Open Space	25%	3.6 acres
Minimum Publicly Beneficial Open Space not on “Government Lot”	20%	2.9 acres
Minimum space for “recreation, pedestrian/bicycle connections, natural environments, spillover activity, programming” space	14%	2.0 acres

Considerations

Open space requirements were discussed extensively during consideration of the 2015 zoning petition. The current PUD-KS zoning has an exceptionally high 42% open space requirement and the additional requirement that a 7.5-acre public park be provided on a development parcel of at least 5 acres, which translates to approximately 53% of the Volpe parcel (or about 52% of the proposed PUD-7 area). The proposed 25% figure remains higher than the open space requirement in other planned development

areas, and is closer to the proportion of open space provided in the approved North Point PUD project, which is required by zoning to provide at least 20% open space, including a public park of at least 2.5 acres, and is permitted with about 25% open space (11 acres on a 44-acre parcel).

While some of the discussion in 2015 focused on what amount of open space could be practically achieved, much of the discussion focused on the desired qualities and roles that open space would play within the area. Various iterations of the 2015 proposal considered open space amounts ranging from 25% to 40%, depending on the exact type of open space required. The Planning Board ultimately recommended that 25% was an appropriate minimum requirement if it refers to truly “public” open space that serves a civic, recreational, or connecting function. The Volpe Working Group has also discussed the desired type, function, and quality of open space over the past several months. The following issues are relevant to the current zoning discussion:

- *Open space definitions:* In zoning, Publicly Beneficial Open Space is the type typically provided in PUDs, which provides public enjoyment but still remains within the control of the private property owner. Zoning also defines Public Open Space, which is meant to function as a true “public park” and may be conveyed to a public entity or held in private ownership so long as there is a covenant or other legal mechanism guaranteeing its public access and function (for example, much of the Public Open Space provided in the MXD district is protected by such covenants). The expectation for the Volpe site, as with areas such as North Point and the MXD district, has been that some portion (though not necessarily all) of the open space provided on the site would play a public role, particularly in the ways described below.
- *Center of gravity:* One of the most prominent themes in the Volpe Working Group discussions has been the need for a space that defines the civic center of “Kendall Square,” which is present in areas like Harvard Square but lacking in Kendall. This would not necessary have to be a large park, but would need to be centrally located along natural paths of travel, framed by buildings, surrounded by uses that are welcoming to the public, and given a recognizable and identifiable character. A similar idea was reflected in the final Planning Board recommendation from 2015, which required the public open space to include “at least one large civic space that is sited, designed and programmed to be a gathering place for all members of the community.”
- *Creating a network:* The K2 study articulated the importance of contributing to a connected area-wide open space system, rather than stand-alone spaces. This concept was explored further in the *Connect Kendall Square* planning and design competition in 2015, whose winning team (led by Richard Burck Associates) suggested using varied park spaces and landscaped pathways within the Volpe site to connect the Broad Canal, Point Park, and the existing pathway between Ames Street and Sixth Street (see image on following page). The “network” concept is included in the PUD-7 petition within the criteria for Planning Board approval.



Richard Burck Associates, Connect Kendall Square Framework Plan – emphasizing landscape connections to Broad Canal, Point Park, and Sixth/Ames Street pathway.

- *Federal open space:* There was discussion in 2015, and again in the Volpe Working Group, about whether open space on a future Federal site should be counted as “Publicly Beneficial Open Space” if the Federal government has the authority to restrict public access. The final 2015 Planning Board petition and current PUD-7 petition both limit the area that could be counted to no more than 20% of the required amount. This can be discussed further, but there is a concern that if land on the Federal site cannot count toward open space requirements, it could disincentivize making design efforts to integrate that open space into the larger network.
- *Private open space:* While much of the focus has been on public open space, discussions in the Volpe Working Group around “inclusiveness” have revealed the need for open space that is needed to make both public and private spaces attractive for families with children. Also, “sustainability” principles may benefit from additional permeable open space, such as green roofs, that could serve as a low-impact development strategy as well as a private amenity for occupants of a building. There are no strict requirements for private or permeable open space in a PUD, though the PUD-7 proposal exempts residential decks and balconies up to a certain amount. Additional approaches might be considered to incentivize the incorporation of private or permeable open space into development where it serves broader community goals.

Retail and Active Ground Floors

Both the 2015 and current PUD-7 petitions contain the statement of intent that all building ground floors adjacent to public streets and open space should be planned, designed, and constructed to accommodate retail or other publicly accessible active uses (even if they are initially used for other purposes). In a Development Proposal, the developer would be required to describe where active uses would be located on the ground floor and to engage with a specialist to develop a strategy for using those spaces. The PUD-7 petition, like the 2015 petition, also requires active uses fronting Third Street

and Broadway, limits banks, requires at least 25% of required active use space to be devoted to “Independent Retail Operators” with no more than 10 locations in Massachusetts, and provides GFA exemptions for small-scale uses, reflecting city goals expressed in prior discussions.

Considerations

The K2 study and 2015 Planning Board petition both emphasized the importance of active uses fronting major streets, including Third Street and Broadway, including small-scale retail uses as well as larger retail establishments providing important neighborhood services (such as groceries and convenience stores), other publicly-accessible uses (such as museums and galleries), or uses specifically serving families with children (such as child care). This planning objective is important to activate streets, to provide amenities in support of a live-work environment, and to limit the extent of less active building frontages such as offices, mechanical rooms, and parking entrances.

The differences between the 2015 petition and PUD-7 petition are fairly minor, but some might be worth further consideration.

- *General merchandise:* The final form of the 2015 proposal, in response to comments by the Planning Board and City Council, required at least one establishment “providing a broad array of general merchandise as a convenience to residents of the surrounding neighborhoods,” anticipating a grocery store, pharmacy or similar use. Such a need might be met by other developments in Kendall Square before a redevelopment of the Volpe site is completed. It is also possible that the ways in which general merchandise is provided will change in the future.
- *Minimum frontage:* The 2015 petition required at least 75% of ground-floor building frontages to be occupied by active uses, while the current proposal would require 65% of building frontage, excluding utility spaces and parking/loading entrances. It may be the case that more flexibility is appropriate; however, it would be helpful to illustrate the results of this alternate standard to assess whether it still meets the intent of providing continuous active frontage.
- *Exemptions:* While the 2015 petition exempted spaces up to 5,000 square feet from GFA calculations – as well as larger spaces that serve a community function, with Planning Board approval – the PUD-7 petition exempts up to 5,000 square feet from any retail establishment and up to 10,000 square feet from grocery stores, markets and pharmacies. The distinction is subtle and smaller-scale spaces are still incentivized; however, the proposed standard may need further explanation so that it does not result in confusion when calculating allowed GFA at the permitting stage. The PUD-7 petition also allows exemptions below grade (which was included in the 2015 petition) and on the second floor, which may be beneficial to accommodate larger retail uses that do not require as much ground floor space.
- *Location priorities:* Recent discussions, including those at the Volpe Working Group, have emphasized the importance of activating ground floors around new open spaces and pedestrian connections through the site. While Third Street and Broadway remain important, it may be appropriate to consider some flexibility or alternative standards to make sure priorities can be balanced and adjusted to meet the needs of a particular site design.

- *Evolving retail models:* Recent planning work has revealed that new thinking will be necessary to support the types of retail and activating uses that will be viable in the future. As traditional retail increasingly moves online, it will be important to support new concepts for independent active uses, such as “experience-based” retail, flexible spaces that can accommodate changing “pop-up” and seasonal activities, and multi-use spaces that may blend working, fabrication, sales, and recreation. This will likely be explored more at the development review stage, but it is important for the zoning not to prevent or discourage such experimentation.
- *Market hall:* One concept that was of interest to members of the Volpe Working Group was a large, covered public space that would contain a variety of small vendors. Whether or not such an idea is a high enough priority to be a required component, the zoning might allow or incentivize such an approach.

Innovation Space

As recommended in the K2 study and included in the 2015 petition, the PUD-7 proposal would require an amount of “Innovation Space” equal to at least 5% of new office space, which would be available for smaller companies or individuals on short-term leases. If the Volpe site is developed to maximize office space, this would result in a minimum of about 84,500 square feet of Innovation Space. An Innovation Space Plan would be required as part of a PUD proposal, and the Planning Board could approve variations in the expected program. Since up to half of the Innovation Office Space would be exempt from FAR limits up to 5% of the total office GFA, about 169,000 square feet of Innovation Space would be incentivized.

Considerations

The PUD-7 petition would allow such space to be provided within the district or within 1.5 miles of the district, and potentially combined with innovation space required for other PUDs (as recommended in the K2 study). Assuming that MIT will be the developer, this means that some or all of the requirement could be met in existing facilities elsewhere that are owned or controlled by MIT. This may have benefits, but it may also be worthwhile to encourage new “innovation space” models that are both physically and socially accessible to broader segments of the community, given the principle of “inclusiveness” that has been articulated by the Volpe Working Group.

Community Fund

As recommended in the K2 study and included in the 2015 proposal, the PUD-7 petition requires contributions to a community fund, which would be at a rate equal to \$10 per square foot of non-residential GFA developed (excluding government facilities). The original intent of this provision was to support public benefits that were better served by developers contributing to shared funds rather than within their own individual developments – specifically, open space programming, transit, and workforce development. These contributions would be in addition to incentive zoning contributions to the Affordable Housing Trust, required for all large non-residential projects (discussed above).

The PUD-7 proposal would direct contributions equally toward transit (discussed above) and a fund to support community programs. Assuming maximum non-residential buildout, this provision would contribute a total of about \$8.5 million toward each of these purposes.

Considerations

As new zoning has been adopted for other districts within the K2 study area, funds have been directed in different ways – in the case of the PUD-5 zoning, a community fund was established to support a range of citywide programs, while in the MXD zoning, a transit fund (discussed above) was created. The PUD-7 proposal incorporates both of these priorities into its funding contributions.

Community Space

The most significant new provision in the PUD-7 petition, not contemplated in prior planning efforts, is a requirement to fund up to \$15 million toward the design and construction of a community space within the district. The parameters for such a space are left largely undefined in the zoning proposal, though it provides that an advisory committee would be formed to determine its eventual use and design. The space would be exempted from GFA calculations and, if accessible at grade, could contribute to the Publicly Beneficial Open Space requirement.

Considerations

This proposal is a substantial commitment and responds to community discussions that have occurred in recent months, including at the Volpe Working Group, revealing a desire for the Volpe site to include some civic function that will attract a more diverse community to Kendall Square. There are still many unanswered questions about the form and program of such a space and whom it would be intended to serve, but ideas discussed at the Volpe Working Group have included a recreation center, cultural institution, educational or workforce development program, or gathering space for lectures, community events, or meetings.

If such a use is desired, it is probably best for the zoning to not be too prescriptive, to allow the flexibility to explore alternative models and adapt over time as needed. However, there are some key questions that would benefit from clarification at the zoning stage:

- Only a commitment to funding is provided, but would the community space be incorporated into a PUD Final Development Plan? What would be the Planning Board's role in reviewing such a space in conjunction with a Development Proposal?
- What entity is expected to be responsible for the space? Would it remain under the ownership of the developer, or conveyed in some form to the City or other entity? The zoning petition provides for an advisory committee and requires that the developer would fund design and construction costs, but it would be helpful to specify what entity would have the initial decision-making authority, or to provide a clear process by which decision-making authority would be decided in the future.