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February 7, 2020

NOTICE REGARDING THE CERTIFICATE OF THE  
SECRETARY OF ENERGY AND ENVIRONMENTAL AFFAIRS ON THE  
NOTICE OF PROJECT CHANGE AND MASTER PLAN UPDATE

PROJECT NAME : Raymond L. Flynn Marine Park Master Plan Update  
PROJECT MUNICIPALITY : Boston  
PROJECT WATERSHED : Boston Harbor  
EEA NUMBER : 8161  
PROJECT PROPONENT : Boston Planning and Development Agency  
DATE NOTICED IN MONITOR : February 10, 2020

In the Certificate of the Secretary of Energy and Environmental Affairs on the Notice of Project Change and Master Plan Update in EEA #8161 (“the Certificate”) issued on January 19, 2018 and noticed in *The Environmental Monitor* on January 24, 2018, I directed the Massachusetts Office of Coastal Zone Management (CZM) and Massachusetts Department of Environmental Protection (MassDEP) to establish a public process to assist in evaluating the proposed changes set forth in the City of Boston (the “City”)’s Draft Master Plan Update (“DMPU”) for the Raymond L. Flynn Marine Park (“RLFMP”). The public process was intended to inform and provide guidance for the Scope of a Final Master Plan Update (“FMPU”) to be submitted by the City for final MEPA review.

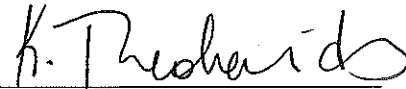
This Notice attaches a Memorandum submitted by CZM and MassDEP providing a summary of the stakeholder (“Advisory Committee”) process conducted from January 2018 to the present, together with recommendations from CZM and MassDEP, informed by comments and feedback received from the stakeholder groups (as documented in written comments attached to the memorandum), for the content of the City’s FMPU filing to the MEPA Office.

In accordance with the directives set forth in the Certificate, the City may now submit a FMPU that contains the elements referenced in the Certificate as supplemented by the details included in CZM and MassDEP’s recommendations in the attached Memorandum. The FMPU should also include responses to comments received during the Advisory Committee process, and be circulated to those parties that provided these comments, as well as all parties who commented on the DMPU, any State Agencies from which the Proponent will seek permits or

approvals, and to any other parties specified in Section 11.16 of the MEPA regulations. A copy of the FMPU should be made available for review at the South Boston Branch public library. The City is directed to consult with CZM, MassDEP and the MEPA Office in the development of the FMPU to ensure compliance with all applicable requirements.

I also note that, since the issuance of the Certificate, the City has withdrawn its plans to pursue construction of the Wharf 8/Pier Site in the northwest corner of the RLFMP. The City has indicated an interest in initiating development on parcels which it has indicated may proceed in a manner consistent with, or with modifications to, the conditions in the existing c. 91 Master License governing the RLFMP. The City is directed to consult with CZM, MassDEP and the MEPA Office prior to filing any submissions for these parcels.

February 7, 2020  
Date

  
Kathleen A. Theoharides



**THE COMMONWEALTH OF MASSACHUSETTS**  
EXECUTIVE OFFICE OF ENERGY AND ENVIRONMENTAL AFFAIRS  
OFFICE OF COASTAL ZONE MANAGEMENT  
251 Causeway Street, Suite 800, Boston, MA 02114-2136  
(617) 626-1200 FAX: (617) 626-1240

## MEMORANDUM

TO: Kathleen A. Theoharides, Secretary, EEA  
Daniel Sieger, Undersecretary, EEA  
Tori Kim, Director, MEPA Office

FROM: Lisa Berry Engler, Director, CZM  
Gary Moran, Deputy Commissioner, MassDEP

DATE: February 7, 2020

RE: EEA #8161, Raymond L. Flynn Marine Park Master Plan Update, South Boston

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This memorandum provides a report on the stakeholder process conducted as required by the Secretary's Certificate on the Notice of Project Change and Master Plan Update (the "Certificate"), issued on January 19, 2018. The Certificate directed CZM and MassDEP, in coordination with the City of Boston (the "City"), to establish a public process to assist in evaluating the proposed changes set forth in the City's Draft Master Plan Update ("DMPU") for the Raymond L. Flynn Marine Park (RLFMP). The stakeholder process was intended to inform and provide guidance for the Scope of a Final Master Plan Update ("FMPU") to be submitted by the City for final MEPA review.

We provide below a summary of the stakeholder process conducted from January 2018 to the present, together with recommendations from CZM and MassDEP, informed by comments and feedback received from the stakeholder groups (as documented in written comments attached to this memorandum), for the content of the City's FMPU filing to the MEPA Office.

### Background

The RLFMP, formerly the Boston Marine Industrial Park, includes 129 acres of filled and 63 acres of flowed tidelands. The majority of the RLFMP lies within the South Boston Designated Port Area (DPA). The original RLFMP Master Plan was finalized in 1999 and in 2000 the Secretary issued a MEPA certificate that required development within the RLFMP to meet the specific standards for Marine Industrial Parks pursuant to 310 CMR 9.00. In 2005, MassDEP issued a Master c. 91 License, consistent with its regulatory standards for Marine Industrial Parks under 310 CMR 9.00, for the RLFMP that codified the requirement for a minimum of 67% of development within the RLFMP be reserved for water-dependent industrial uses. The license allowed for the remainder of the RLFMP to comprise general industrial and commercial uses that are incidental and/or supportive of water-dependent industrial uses, with commercial uses capped at 5%. The license further specified use percentages and development guidelines on a parcel-by-parcel basis.

In December 2017, the Boston Planning & Development Agency (BPDA) submitted the DMPU to MEPA as a Notice of Project Change. The DMPU explains the history, status, and trends of water-dependent industry in the RLFMP, provides a high-level plan for the future of the RLFMP, and outlines options to capitalize on the economic opportunity of underutilized land, improve aging infrastructure, and preserve the area's capacity for future water-dependent industry. The economic



analysis of uses in the RLFMP performed as the backdrop for the DMPU shows a decreasing demand for space by “over-the-dock” water-dependent industrial uses. The DMPU concludes that in order to continue to successfully operate the RLFMP and maintain its aging infrastructure, the BPDA must manage these changes in market demands. In response, the DMPU requested an increase in the amount of allowable commercial and general industrial uses.

The Secretary’s Certificate allowed development associated with Wharf 8/Pier 7 to proceed to permitting but required the other proposed changes within the RLFMP to undergo final MEPA review through submission of a FMPU. Prior to this filing, the Secretary required that a stakeholder process be conducted through the creation of an Advisory Committee co-chaired by CZM and DEP and composed of various stakeholders to evaluate changes proposed in the DMPU. This public process was to be conducted in coordination with the City of Boston. Upon conclusions of this stakeholder process, the BPDA would submit a FMPU to MEPA for review. State permitting, including a new or amended Master c. 91 License, would follow, as necessary.

### **Advisory Committee**

As directed, CZM and MassDEP formed an Advisory Committee comprising representatives from the BPDA, Massport, water-dependent industrial, general industrial, within the RLFMP, and interested non-profits and organizations. The Advisory Committee, whose membership is included in this memo as Attachment A, met five times between December 2018 to June 2019 to review the DMPU; to learn more about Massport’s operations within and adjacent to the RLFMP; to understand transportation planning initiatives and planned improvements by MassDOT, Massport and the City; to tour the RLFMP; to evaluate the changes proposed to allowable uses; and to develop evaluative metrics for the FMPU. CZM and DEP accepted comments from Advisory Committee members and other stakeholders at the conclusion of the process; six letters from Advisory Committee members and six letters from other stakeholders were received, all of which are included in this memo as Attachment B.

The overarching theme of the Advisory Committee meetings and comment letters was the importance of supporting existing and future water-dependent industrial uses within the RLFMP through three specific areas: economic support for water-dependent industrial uses, including capital investments in marine infrastructure; transportation planning; and climate resilience. Concerns about the RLFMP’s ability to retain and attract water-dependent industrial businesses in a competitive market without financial support were consistently expressed during Advisory Committee meetings and in written comments. Many comments noted the close relationship between the desire to protect and promote water-dependent industrial uses with the challenges of ensuring self-sustaining development in the near and long terms. The capacity and mechanism to fund investments to support water-dependent industrial uses was also a primary concern. Transportation and traffic concerns included reducing potential conflicts that may result from an expansion of uses among trucks and other vehicles, pedestrians, and bicyclists; protection of dedicated truck routes for water-dependent industrial uses; traffic congestion (specifically trip delays for just-in-time shipments); parking; and off-hour public transit options for employees of water-dependent industrial businesses. Improvements such as the rehabilitation of the east and south jetties, transportation enhancements to separate modes to reduce congestion, expansion of water-transportation infrastructure, and building for climate resilience were specifically identified in comments as necessary to ensure the functionality of the RLFMP for the future. Some comments offered qualified support of the BPDA’s proposal to allow compatible, upper-floor, general industrial and commercial uses to subsidize water-dependent industrial uses or to finance marine infrastructure improvements. Other comments suggested refining

use definitions to allow for and attract new water-dependent industrial activities that may be suitable for the RLFMP.

### **Recommendations for the Final RLFMP Master Plan Update**

As with the Commonwealth's nine other DPAs, the South Boston DPA was established to promote water-dependent industrial uses. The DPA policies and regulations also recognize that DPAs can accommodate limited supporting industrial and commercial uses that are compatible with water-dependent industrial uses. Because the RLFMP is a significant portion of the South Boston DPA, it is uniquely situated to support the interests of the Commonwealth's DPA Program in hosting primarily water-dependent industrial uses alongside supporting industrial and commercial uses and to preserve space for such water-dependent industrial uses in the future. In keeping with these original purposes and in acknowledgement of the continuing importance of maritime industry to the state's economy, the future development of the RLFMP should continue to primarily provide areas suitable for existing and future water-dependent industrial uses. The vision for the future of the RLFMP as presented in the FMPU should illustrate the commitment of the BPDA and partners such as Massport to the maritime economy for the long term.

In furtherance of these goals, and in consideration of comments received throughout the stakeholder process, CZM and MassDEP recommend that the City's FMPU submission to the MEPA Office contain the following specific items, in addition to any other required elements of a MEPA filing:

#### Alternatives Analysis

The FMPU should include an evaluation of alternative buildout scenarios on a parcel-by-parcel basis in a manner that seeks to achieve the goals of the BPDA's DMPU and the Commonwealth's DPA Program. The evaluation should incorporate the following three specific areas: flexibility in distribution of water-dependent industrial, general industrial, and commercial uses; transportation impacts; and climate resilience. The analysis should evaluate potential impacts of proposed buildout scenarios on current and future water-dependent industrial uses in the RLFMP as well as proposed mitigation for potential impacts.

#### *Flexibility in distribution of uses*

A common theme throughout the Advisory Committee process was the request for greater flexibility in the geographic distribution of uses, specifically allowing for the co-location of water-dependent industrial uses with other uses. Significant market pressures have made undeveloped or underutilized land in the RLFMP increasingly attractive for non-water-dependent-industrial development interests, including commercial office, research and development uses, and lab space. Significant use of the RLFMP for these purposes was not originally envisioned for the RLFMP. BPDA has requested greater flexibility in the buildout of the RLFMP, provided that impacts to transportation routes, parking and congestion can be mitigated, as a means of providing direct economic and operational support to existing and future water-dependent industry to further strengthen the maritime economy in the South Boston DPA.

For these reasons and with the consideration of the Advisory Committee's feedback and comments, the FMPU should assess buildout scenarios under a range of alternative RLFMP-wide percentage use and parcel-specific use allowances. More specifically, the FMPU should analyze

potential alternatives to the current parcel-by-parcel use requirements of the Master c. 91 License including an alternative which allows for commercial uses in excess of the current 5% allowance.

For each alternative, the FMPU should

- 1) demonstrate the economic and/or operational support to existing and future water-dependent industrial uses that would be provided by general industrial and commercial uses;
- 2) illustrate anticipated impacts to existing and future water-dependent industrial uses from the proposed changes and how expanded uses will be compatible with activities characteristic of a working waterfront and its backlands, in order to preserve in the long run the predominantly industrial character of the planning area and its viability for maritime development; and
- 3) show that anticipated impacts to existing and future water-dependent industrial uses will be avoided, minimized, and mitigated, pursuant to applicable regulations.

Potential impacts to be assessed in the alternatives analysis should include, but not be limited to, changes in traffic (volume, timing, routes, intersection operations, etc.); conflicts between modes; parking availability for water-dependent industrial users/employees; and water and sewer capacity. Through this analysis, the FMPU should determine the appropriate level of uses that are not water-dependent industrial uses as defined at 310 CMR 9.12(2), and which the City may propose on parcels that are reserved exclusively for water-dependent industrial uses under the current regulatory framework and license, and what configurations of these uses and mitigation measures are necessary to minimize impacts to WDI uses. However, Parcels K, L, M, M-1, V, and W are so uniquely well-suited to water-dependent industrial uses that they are to be predominantly used by or reserved for water-dependent industrial uses.

The FMPU should include:

- An updated Parcel Analysis and Table 7 that incorporate changes in uses since the filing of the DMPU, including:
  - Existing 2020 Conditions:
    - Building Footprint (SF)
    - Building Gross Floor Area (SF)
    - Previously approved uses
  - Proposed changes in use
  - Proposed MPU allowed uses
- A revised Table 7 reflecting the Preferred Alternative identified in the FMPU, including the geographic distribution of general industrial and commercial uses; planning justification(s) for the proposed changes; an analysis of potential impacts resulting from these changes on water-dependent industrial uses; a demonstration that the impacts are avoided, minimized, and mitigated; and a graphical depiction (i.e., a map) of the geographic distribution of all current and proposed uses in the RLFMP;
- An analysis of potential Supporting DPA Uses as defined at 310 CMR 9.02 on the above-mentioned parcels to be predominantly used or reserved for water-dependent industrial uses (Parcels K, L, M, M-1, V, and W), including the specific amount of and locations on these parcels available for general industrial and commercial uses; associated impacts; and mitigation

of unavoidable impacts; (NB: In order to limit operational conflicts with water-dependent industrial operations, general industrial and commercial uses on these parcels should be limited in size, configured to minimize parcel-wide impacts to potential water-dependent uses, and sited in close proximity to roadways and distanced from the working waterfront.)

- An update on lease negotiations with Massport for the Massachusetts Marine Terminal (MMT) on Parcel M-1, including how the potential flexibility in distribution of uses may be implemented on the MMT;
- Identification of specific potential uses that are not enumerated in 310 CMR 9.12, but may be licensed by MassDEP as water-dependent industrial; proposed designation of these uses as water-dependent industrial; and identification of specific criteria for approval of additional potential uses not listed in 310 CMR 9.12 or identified above, and criteria for evaluation;
- Identification of specific uses as general industrial and commercial uses for the purposes of the Master c. 91 License;
- An analysis and comparison between current and proposed use definitions employed by the BPDA (e.g., the municipal zoning code, lease terms) and MassDEP (e.g., 310 CMR 9.00) relative to the calculation of use percentages in the Master c. 91 License;
- Demonstration of economic or operational support of water-dependent industrial uses that could/will be provided by general industrial or commercial uses on any parcel within the RLFMP;
- A description and commitment to a revenue mechanism(s) through which funds from general industrial and commercial will be collected by the BPDA and administered for the purposes of investing in maritime infrastructure, water-dependent industrial uses, or other activities that retain and attract water-dependent industrial uses in/to the RLFMP (e.g. support for off-hour commuting by water-dependent industry employees, subsidized parking for water-dependent industry employees, maintenance of waterside infrastructure);
- A non-exclusive list of necessary maritime infrastructure improvement projects to be implemented (through the BPDA revenue mechanism above, the City, or others) to ensure the RLFMP will continue to attract water-dependent industry and proposed criteria for evaluation of additional such projects not contemplated at this time;
- Identification of supplemental funding opportunities or sources, such as grant programs or other revenue streams available for such projects as outlined above;
- Identification and prioritization of existing and planned public access that meets regulatory standards, is appropriate for the RLFMP and does not conflict with water-dependent industrial operations within the RLFMP; and
- An outline of the processes and steps necessary for the BPDA and other partners to implement the FMPU, including updates to municipal zoning and changes to allowable uses under long-term ground leases within the RLFMP.

### Transportation

Ensuring the connection of water-dependent industrial uses to safe and efficient transportation networks is a primary concern of DPAs. Current water-dependent industrial users in the RLFMP expressed numerous and specific concerns about general industrial and commercial traffic in the existing RLFMP network and conflicts with bicycles and pedestrians. With the potential for additional general industrial and commercial uses within the RLFMP, these conflicts may increase. The FMPU should include:

- An analysis of potential transportation infrastructure improvements, including the Marine Park Gateway Improvement Project, Northern Avenue rotary signalization, and Fid Kennedy Avenue improvements;
- Identification of the impacts of potential buildout scenarios on transportation within the RLFMP and immediately surrounding areas (e.g. traffic circulation, parking, water transportation, bicycle and pedestrian routes) especially on existing truck routes, management/uses of roadways (e.g. road closures for events), and plans to convey rights-of-way within the RLFMP to the City of Boston or others;
- Identification of methods to avoid, minimize, and mitigate general industrial and commercial traffic, especially on truck routes, and to minimize potential conflicts between vehicular and non-vehicular traffic; and
- Consultation with issue-specific advocacy groups (e.g. Liveable Streets Alliance, MassBike, Seaport TMA, and WalkBoston), identification of opportunities and best practices to promote non-vehicular (e.g., pedestrian and bicycle) and mass transit within the RLFMP.

### Climate Resiliency

By the nature of its purpose to connect water-dependent industry to the water, the RLFMP is vulnerable to climate-related impacts, especially sea level rise and more intense coastal storms. Planned improvements to infrastructure and proposed development within the RLFMP should incorporate current and future climate risks and vulnerabilities. The FMPU should include:

- A discussion of resilience, particularly consistency with and implementation of *Coastal Resilience Solutions for South Boston* and other applicable statutes or guidelines, including *Climate Resilient Design Standards and Guidelines for Protection of Public Rights-of-Way* and *Coastal Flood Resilience Design Guidelines*, as appropriate;
- Identification and prioritization of investments or improvements that will promote the RLFMP's resilience, possibly as a co-benefit of other improvements (e.g. elevating roadways).
- Identification of other specific plans, studies, and/or projections for sea level rise that will inform the identification and prioritization of such investments or improvements.

### Updates since DMPU

The FMPU should list and describe changes that have occurred since the filing of the DMPU with MEPA. These changes should be factored into the analysis performed to support the FMPU. Specific examples of updates that should be included are:

- The status of Parcels C1-C2, M, M-1, and any other parcels with specific development proposals identified;
- New transportation data and planning initiatives relevant to the RLFMP, such as the South Boston Seaport Strategic Transit Plan;
- Planned infrastructure improvements in FY20 Capital Budget and BPDA 5-Year Capital Plan; and
- Proposed projects within the RLFMP and nearby that may impact the operation of the RLFMP.

### **Development of the Final RLFMP MPU**

The BPDA should consult with CZM, MassDEP, and the MEPA Office in the development of the FMPU prior to filing. Such consultation will ensure the inclusion of information necessary for the comprehensive evaluation of alternatives proposed within the FMPU and compliance with any



other requirements of the MEPA regulations; provide an opportunity for technical assistance, especially regarding climate resilience and port planning; and allow for the identification of the necessary authorizations for implementation of the FMPU, such as a new or amended Master c. 91 License. To the extent that any proposed development project may be authorized under the existing Master c. 91 License or a Minor Revision thereto, the City should consult with CZM, MassDEP, and the MEPA Office prior to filing any submissions to the MEPA Office.

cc: Daniel Padien, Program Chief, MassDEP Waterways Regulation Program  
Chrissy Hopps, Assistant Director, MassDEP Waterways Regulation Program  
Ben Lynch, MassDEP Waterways Regulation Program  
Page Czepiga, Assistant Director, MEPA Office  
Alex Strysky, Environmental Analyst, MEPA Office

**Attachment A: Raymond L. Flynn Marine Park Master Plan Update Advisory Committee**

Boston Freight Terminals  
Boston Harbor Now  
Boston Harbor Pilots Association  
Boston Marine Park Business Association  
Boston Planning & Development Agency  
Boston Port Operators Group  
Boston Sword & Tuna  
Executive Office of Energy and Environmental Affairs  
International Longshoremen Association, Boston Local Union  
Jamestown  
JC Cannistraro, LLC  
Legal Sea Foods  
Massachusetts Department of Environmental Protection (co-chair)  
Massachusetts Environmental Policy Act Office  
Massachusetts Office of Coastal Zone Management (co-chair)  
Massachusetts Port Authority  
Mass Bays Brewing Co./Harpoon  
Propeller Club of Boston  
Reuben, Junius & Rose, LLP  
Vertex Pharmaceuticals

## **Attachment B: Comment Letters**

### Committee Members

Boston Freight Terminals, 7/22/2019  
Boston Harbor Now, 7/22/2019  
Boston Sword & Tuna, 7/25/2019  
Legal Sea Foods, 7/29/2019  
Massachusetts Port Authority, 7/26/2019  
Reuben, Junius & Rose, LLP, 7/19/2019

### Others

Cape Cod Shellfish & Seafood Co., 7/25/2019  
Globe Fish Company, 7/22/2019  
Marcus Partners, 7/22/2019  
Pangea Shellfish Company, 7/19/2019  
Pilot Development Partners, 7/18/2019  
Puritan Fish Co., Inc, 7/19/2019

## Engler, Lisa Berry (EEA)

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**From:** Neil Fitzpatrick <nfitzpatrick@bosfrt.com>  
**Sent:** Tuesday, July 23, 2019 3:55 PM  
**To:** Engler, Lisa Berry (EEA)  
**Cc:** Lynch, Ben (DEP); Strycky, Alexander (EEA)  
**Subject:** Raymond L. Flynn master Plan Amendment Comments

July 22, 2019

Ms. Lisa Berry Engler  
Director  
Massachusetts Office of Coastal Zone Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

RE: Comments for the Raymond L. Flynn Marine Park Plan Amendment

Dear Ms. Engler:

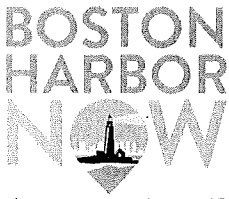
As a long time Marine/Industrial business and tenant of the Raymond L. Flynn Marine Park, operating in it's 40<sup>th</sup> year, and a member of the Master Plan Amendment Update Committee, I would like to offer two key comments which I feel are critical for attracting and retaining Maritime/Industrial businesses to the Flynn Marine Park.

1. I strongly endorse and encourage of Maritime/Industrial uses on the ground floor of any future buildings within the Raymond L. Flynn Marine Park. In addition, I support flexibility in upper floor uses and build-out above ground floor businesses. Upper floor flexibility is key in subsidizing ground floor Maritime/Industrial uses. Additionally, this enables support for Maritime/Industrial Park wide infrastructure improvements.
2. As a pre-condition to new development in the Flynn Marine Park and in conjunction with existing businesses, comprehensive transportation planning must be undertaken order to maintain the efficient movement of all parties and all transportation modes. Autos, pedestrians, bicycles, all opportunities for mass transit and TRUCKS must be balanced. Connectivity to/from the Interstate Highway system is the trucking priority.

Thank you for consideration of these comments.

Respectfully,

Neil Fitzpatrick  
President  
Boston Freight Terminals



Are you on board?

15 State Street Suite 1100  
Boston, MA 02109  
617 223 8667  
bostonharbornow.org

July 22, 2019

Via email to: [lisa.engler@mass.gov](mailto:lisa.engler@mass.gov)

Lisa Berry Engler  
Massachusetts Office of Coastal Zone Management  
100 Cambridge Street, Suite 900  
Boston, MA 02114

Re: Raymond L. Flynn Marine Park Master Plan Update

Dear Ms. Berry Engler,

Thank you for the opportunity to comment on the Raymond L. Flynn Marine Park (RLFMP) Master Plan Update. Boston Harbor Now was honored to be part of and contribute to the RLFMP Advisory Committee meetings held between October 2018 and June 2019. We commend the Office of Coastal Zone Management for bringing together a diverse group of maritime stakeholders to brainstorm, share ideas, and offer recommendations for the future of the Marine Park.

Based on Boston Harbor Now's research and working port publications, South Boston is the region's largest contiguous industrial zone, containing the majority of the Port of Boston in both jobs and revenue. Of the four inner harbor DPAs, the South Boston working waterfront has the potential to both benefit from and be threatened by new commercial and residential development.

We continue to support the Boston Planning and Development Agency's (BPDA) decision to evaluate the role of the RLFMP as a pivotal contributor to Boston's maritime industrial economy and to explore ways the RLFMP can be improved. For this reason, the primary goal of the Master Plan update should be to serve as a guide to incorporating new innovation-economy and flex-industrial spaces within the Park while protecting well-paying blue-collar jobs and future maritime industrial uses. Our brief recommendations follow.

The highest and best use for the Raymond L Flynn Marine Park, as noted in its Master License, is for marine industrial uses. We support proposed changes that will serve to enhance critical infrastructure and increase the viability of the working port and waterfront such as allowing supporting uses on pile-supported piers. This may include considering commercial trans-shipments from Logan Airport as a water-dependent industrial use and tightening the definition of research and development to maintain industrial capabilities and infrastructure.

### **Definitions & Uses**

One of the proposed changes in the Master Plan update is to increase the allowable proportion of supporting uses in the RLFMP from 33% to 49% and reduce marine-industrial uses from 67% to 51%. Currently, 2.7% of the RLFMP is home to commercial business. As proposed, the master plan update would suggest doubling these uses from the current 5% cap to a maximum of 10%. According to the BPDA, the main reason for this request is to increase revenue-generating properties to support maritime activities within the Park.

The proposed increase highlights the need to more clearly define business uses within the master plan and compare them with the same definitions used elsewhere in the industry.

Currently, the plan makes a distinction between commercial industrial and mixed industrial. Within the context of existing regulations, the difference between these two uses is difficult to understand. Unlike the more clearly defined uses in the existing DPA regulations, these slightly different categories do not provide the necessary clarity to evaluate how increasing the overall percentage within the Park will affect existing and future maritime businesses. Our recommendation is both to simplify the definition of uses and identify how a particular use will contribute either economic or services support to maritime business within the Park.

Throughout discussions of the advisory committee, there was a consensus that a key consideration for any proposed changes or additions to the Park was its compatibility with the maritime industry. For this reason, any activity defined as "supporting" should clearly identify how it intends to support the maritime industry, whether economically, through increased services, or some other named benefit. In the case of economic support, there should be clear guidelines as to how the support will be invested back into the Park for ongoing maintenance, improvements, and capital projects specifically benefitting the maritime industry.

Furthermore, a breakdown of the proposed uses, anticipated/possible revenue streams, and prioritized list of mitigation fund use would alleviate uncertainties the advisory committee expressed about entertaining a potential increase of the cap from 5% to 10%. Until there is a better understanding of these uses and expected revenues, Boston Harbor Now would not support doubling the cap as suggested in the updated master plan.

### **Ground Floor Uses**

Increasing the ground floor commercial uses has the unintended effect of increasing the commercial feel of the Park without truly supporting the maritime uses as is intended. While it may be true that some of these businesses support the industry, it is also true that continuing to increase the presence of non-maritime commercial businesses will increase the need for parking spaces (already at a premium), improved vehicular traffic flow, and enhanced pedestrian access, to name a few.

One suggestion was to offer some commercial uses during off-peak hours that would not naturally conflict with maritime activity. An existing example of commercial use during off-peak hours is the Blue Hills Pavilion concert venue. Although located within the boundary of the park, its operating hours are not typically in conflict with maritime activity. Espaces Delhousie in the Port of Quebec is another example of dual purpose space. A state of the art port terminal during the day converts into a spacious event venue that hosts everything from weddings to seminars to dance parties in the evening. All of the revenue-generating events provide financial support for the more traditional port activities.

The maritime industry as a whole tends to have a wide range of operating hours. A better understanding of “off-peak hours” as it applies to the Park is crucial before any consideration of expanding ground floor uses, exploring other income-generating opportunities, and inviting the public to the Park.

### **Truck Routes**

Increasing commercial activity and uses in the Park has the potential to significantly affect the maritime and marine-industrial-related businesses located within the Park, especially those dependent on established truck routes—the lifeline of Conley Container Terminal and the working port. Boston does not benefit from an existing railway system at the port. Moving goods in and out of the district and the city in a timely and efficient manner depends entirely on the trucking system and its dedicated routes, particularly around the terminal. Due to significant investment by Massport and collaboration with the trucking industry, cargo operations at Conley Terminal can load a truck and get it on the road in just over 30 minutes. In place of exclusive rail right-of-ways, truck routes enable goods from the port to move through and out of the city safely and efficiently.

Expeditious trucking operations keep the Port of Boston competitive and provide the much-needed edge to outperform nearby ports like New York/New Jersey. If trucks are negatively impacted by congestion or limited

maneuverability as they share space with other types of vehicles and vulnerable pedestrians, it hinders the effectiveness of the port and its operations. We indeed tend to focus on the effects of maritime activity and trucking operations as they are felt locally, but it is more significant that the benefits of these systems extend well beyond our city and outside of Massachusetts to the New England region and beyond.

Prioritizing truck routes and minimizing conflicts with non-commercial vehicles, pedestrians, and bicycles should be a key focus of any proposed changes to the existing master plan. Understanding projected uses and proposed increases of non-maritime traffic as contributors to additional traffic and congestion in the area are important considerations. This includes not only existing traffic but future projections as a result of any changes that are incorporated into the final master plan. For example, doubling the cap of commercial uses from 5% to 10% is very likely going to change the traffic patterns within the Park and impact existing truck operations.

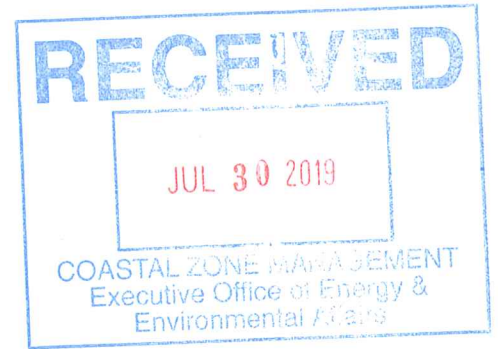
Although Boston's maritime industrial sector and support services have changed over time, they remain a critical component of the region's socioeconomic well-being. Done right, the Master Plan Update for the Raymond L. Flynn Marine Park has the potential to increase the profitability and viability of the water-dependent industry by subsidizing infrastructure investments that would otherwise be unaffordable. We look forward to reviewing an updated set of BPDA recommendations for the RLFMP Master Plan Update.

Sincerely,

A handwritten signature in black ink, appearing to read 'Kathy Abbott', with a stylized, cursive script.

Kathy Abbott  
President & CEO





July 25, 2019

Lisa Berry Engler, Director  
Massachusetts Office of Coastal Zone Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

Dear Ms. Engler;

The Seaport area has always been a working Seafood district, going back to our Great Grandfather, five generations, and hope that will continue for the future generations.

The Marine Park Master Plan continues to put people on bikes or walking before our businesses. It is very detrimental to the future of our business. It has become harder to find drivers now because of all the pedestrian and bike activity. It is so hard to navigate this area with commercial trucks.

Please consider the long history my family has with the City of Boston and Massport. Also, please consider the big investment we are now spending on our new State-of-the-Art facility in order to keep up with the constant change in the regulations. We needed to separate ourselves from the other competition, in order to keep going. Our lease with the City of Boston is only for 52 years, we are looking for an additional 20 years. In order to secure a future for future generations, please consider these comments when making any decisions.

We have had a 10-20% growth every year for the last 5-6 years and don't want to see it affected.

Thank you

A handwritten signature in blue ink that reads "Michael Scola". The signature is written in a cursive style.

Michael Scola

President

Boston Sword & Tuna  
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July 19, 2019

Ben Lynch  
 Program Chief  
 Waterways Regulation Program  
 Massachusetts Department of Environmental Protection  
 One Winter Street  
 Boston, MA 02108

Re: Raymond L. Flynn Marine Park Master Plan Update

Dear Mr. Lynch:

As Legal Sea Foods' representative on the RLFMP Master Plan Update Advisory Committee, I am pleased to offer our comments on the proposed recommendations discussed in the June 28<sup>th</sup> meeting.

**Supporting Uses Calculation:**

We appreciate that a change to the calculation of supporting uses will generate additional rent revenue to finance infrastructure improvements. The proposed redevelopment of 24 Drydock Avenue suggests that this approach holds great promise, enabling marine industrial tenants to remain in place while supporting the modernization of infrastructure that they depend on. In light of this, we would offer qualified support for the proposal to calculate supporting uses based on ground floor area.

We feel this change should be implemented with great care, to avoid jeopardizing the marine industrial nature of the area. The proposal to exclude specific parcels from specific uses should be pursued, to ensure that the new tenant mix does not jeopardize the operations of long-time tenants, particularly seafood processors. In addition, upper floors must be subject to the prohibition on incompatible uses and the cap on commercial uses that apply to the ground floor.

In addition, we oppose the proposed increase to the commercial uses cap, beyond the current level of five percent. An increase in commercial uses could potentially draw in a significant number of outside customers, which would be incompatible with the industrial activities and heavy truck activity in the Marine Park.

**Transportation and Parking:**

Increasing the density of the Marine Park will place further stress on an already strained transportation and parking system, unless mitigating steps are taken.

**Truck routes:** It is vital that truck routes be maintained and protected over the long term. Reliable truck access is crucial to the continued success of the Marine Park as a cluster of seafood industry activity. We support the proposed roadway realignment at Drydock/Haul Road and E Street, and would support

similar measures to ensure a safe, efficient and reliable means for transporting goods in and out of the RLFMP. We also endorse the timely implementation of the measures proposed on page 59 of the Master Plan Update to “mediat[e] truck traffic and pedestrian presence.”

**Parking:** The Plan Update aptly observed that “parking availability in the RLFMP continues to be one of the primary concerns of existing businesses.” We support the expansion of the 12 Drydock Avenue garage onto Parcels G and G-1, and recommend that Parcel V-1 should be preserved as a parking lot, and not redeveloped.

**Public transportation:** The demand for public transportation in the Seaport has already outstripped supply, and this imbalance will be exacerbated if the density of the RLFMP increases. Further investment in the Silver Line, other bus service and water transportation (discussed further below) will be a crucial mitigating measure.

**Water transportation:** We strongly support the Plan Update’s proposal to redevelop Drydock #4 into “a mix of open space and water dependent activity comparable to Long Wharf.” Drydock #4 could become a hub of water transportation (both public and private), thereby relieving some of the congestion on Northern Avenue. However, the proposal to redevelop the nearby Wharf 8/Pier 7 may contribute to congestion in the surrounding area, potentially offsetting any such benefit.

**Northern Avenue Bridge:** The Moakley Bridge is a significant traffic bottleneck, which could be alleviated by re-building the Northern Avenue Bridge and opening it to car traffic. Current redevelopment proposals focus primarily on pedestrian, bicycle and bus traffic, but the bridge should be rebuilt to accommodate cars as well.

Thank you very much for considering our comments.

Sincerely,



Matthew D. Burwell  
Vice President, Strategic Initiatives



July 26, 2019

Lisa Berry Engler, Director  
Massachusetts Office of Coastal Zone Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

**Re: Raymond L. Flynn Marine Park Master Plan Update**

Dear Ms. Engler:

The Massachusetts Port Authority (Massport) appreciates the opportunity to comment on the proposed Raymond L. Flynn Marine Park (hereinafter, "the Park" or RFMP) Master Plan Update. We thank you and your colleagues from the Department of Environmental Protection for managing an informative public process, which has engaged a broad group of stakeholders. Through the Advisory Group discussions, we heard valuable feedback from business owners/employers and industry representatives about the issues most important to them, which should be considered when contemplating the future of the Park.

Massport supports the City of Boston's request to allow a broader mix of land uses within the Park, balanced by protections and investments to support maritime industrial uses. Massport endorses the goal of fostering a diverse mix of job opportunities and economic activity in the Park, which must include preserving and promoting the long-term health of the area's vibrant and growing maritime industrial sector. Boston's seafood industry cluster, for example, which is centered in the Park, employs more than 2,100 workers. Maritime industrial uses need our collective policy/regulatory and financial support to continue to thrive. Further, all businesses in the Park, both maritime and commercial, will benefit from the roadway and other infrastructure improvements proposed in the Plan and currently under consideration. It will be particularly important to make sure key truck routes are defined and preserved and alternative transportation options are put in place to ensure businesses are not negatively impacted by increases in development, population, and traffic resulting from land use changes.

The following are several specific issues Massport would like to see included in the final Master Plan Update. We believe these provisions will strengthen the Plan and ensure key stakeholder objectives are addressed.

***Support continued maritime industrial development at the Massport Marine Terminal (MMT)***

The Massport Marine Terminal (or Parcel M-1) is slated as the predominant area of maritime industrial use today and in the Master Plan Update. For many years, since the construction of 8 Seafood Way and Legal Sea Foods, Massport has worked to expand the South Boston seafood cluster on this site. Today at the site, Boston Sword and Tuna, Inc. is building a new processing plant and Massport is investing more than \$6 million in site infrastructure. There is demand for modern seafood facilities in the Park, and Massport is committed to continuing this work as part of its core maritime mission and to advance

our shared goal of supporting a strong and diversified industry mix in the Park. However, the development economics for these projects can be challenging, particularly in the face of rising construction costs.

Two specific actions are required to continue to grow maritime industry uses at the MMT:

- 1) *Extend the Economic Development Industrial Corporations (EDIC) ground lease to Massport, which will enable seafood and other maritime industrial development projects on the site to secure necessary financing; and*
- 2) *Apply upper floor use flexibility to certain MMT parcels, as being contemplated elsewhere in the Park, to enable ground-floor maritime industrial development projects to be financially viable on the site. This support will require modification of permitted uses in the EDIC-Massport ground lease in addition to an allowance under the Master Plan Update.*

Boston Planning & Development Agency (BPDA)/EDIC and Massport staff have begun to discuss both of these issues.

***Preserve and improve truck and cruise access infrastructure***

The proposed changes in land use flexibility in the RFMP will increase development density, vehicle trips, and parking demand within the Park and on surrounding streets. Businesses in the Park must have efficient, reliable access to/from the interstate highway system. The major streets in the park must be designed to support trucking and cruise operations, accounting for truck turning radii, layover needs, and other realities inherent to trucking intensive uses. Massport endorses the Plan concept to establish Fid Kennedy Avenue as a priority truck route connecting to the Massport Haul Road to serve seafood and industrial uses in the northern areas of the Park. Similarly, Black Falcon Avenue should be protected and enhanced to support operations at the Raymond Flynn Cruise Terminal. In general, Massport encourages continued and ongoing study and implementation of transportation measures to project truck access and address the expected additional transportation demand in the Park.

***Advance key RFMP gateway infrastructure projects***

The following two major RFMP gateway upgrades were discussed by the Advisory Group, and we recommend they be integrated into the Master Plan Update because they will improve transportation for all users in the district. In both cases, implementing these improvements must be inter-agency undertakings, and Massport is prepared to continue to work with the City to advance these important projects.

- 1) *Marine Park Gateway Improvement (Haul Road/Drydock Avenue Realignment)*

Concepts for an improved connection between the Massport Haul Road, Drydock Avenue, and Summer Street have long been considered and supported by a wide range of stakeholders, including endorsement in the 2014 South Boston Waterfront Transportation Plan. This concept will improve traffic patterns in the South Boston Waterfront generally by extending the street grid, improving access to the Park, simplifying the Summer Street corridor and taking pressure

off of D Street. These improvements should be prioritized in the Master Plan Update so the realignment can move forward in parallel with the planned land use changes in the Park.

2) *Massport Haul Road/Northern Avenue Improvements*

The Master Plan Update identifies Fid Kennedy Avenue as a new and improved primary freight/truck route serving the northern portions of the Park. The extension of Fid Kennedy Avenue and its connection to the Northern Avenue rotary need to be optimized for trucks. This should include potential reconfiguration of Northern Avenue/Haul Road/Fid Kennedy Avenue rotary, located on Massport property, to a signalized intersection to improve access and circulation at this key Park gateway.

***Refine use definitions in the Master Plan Update***

Technology and business innovations are evolving fast. A new generation of maritime technologies and business opportunities exist today, which we did not contemplate even a few years ago. For example, the need to support the emerging offshore wind industry in the Northeast may generate unforeseen potential business growth in the RFMP. The Master Plan Update is an excellent opportunity to refine definitions for water-dependent, maritime industrial, commercial, and supporting uses to capture new activities that may be suitable in the Park. Updating these definitions under the Plan will allow tenants and developers to better understand the regulatory requirements and advance projects that support the collective vision for the Park.

In addition to the issues outlined above, the Advisory Group discussed a number of broader policy topics around which we encourage continued dialogue with the stakeholder group. These issues include the potential to discount ground-floor rents to retain and attract maritime industrial businesses to the Park and prioritizing and implementing roadway and other infrastructure investments in the Park. We are eager to work with you, the BPDA, and other RFMP stakeholders to finalize the Master Plan Update in a form that will capture the Park's exciting potential, while at the same time protect the traditional maritime industrial businesses which are thriving there today. We look forward to further discussion on this important matter.

Sincerely,



Andrew G. Hargens, AICP | LEED AP  
Chief Development Officer

cc: L. Wieland, R. Passafaro, G. Carr, J. Barrera, A. Coppola

# REUBEN, JUNIUS & ROSE, LLP

Jared Eigerman  
[jeigerman@reubenlaw.com](mailto:jeigerman@reubenlaw.com)

July 19, 2019

## Delivered Via Email

Lisa Berry Engler, Director  
Massachusetts Office of  
Coastal Zone Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

Ben Lynch, Section Chief  
Waterways Regulation Program  
Mass. Dept. of Environmental Protection  
One Winter Street  
Boston, MA 02108

**Re: Raymond L. Flynn Marine Park Master Plan Update Advisory Committee**

Dear Ms. Engler and Mr. Lynch:

I am grateful for having been included on the RLFMP Master Plan Update Advisory Committee. It is no exaggeration that the Marine Park is of vital importance to the City of Boston's maritime future, and, therefore, to the maritime future of the entire Commonwealth.

That future is complex. For marine industrial use to thrive it must be protected from encroachment by incompatible uses, but also proactively supported by the introduction of compatible uses. It seems that the 1999 Master Plan has taken the Marine Park as far as it can go. It is time to adjust.

Over the past decade, I have obtained land use approvals for diverse uses in the Marine Park. These range from J.C. Cannistraro's rehabilitation of the non-water-dependent industrial building at Parcel C, to the new *Marine Wharf* hotels at Parcel A (outside of the Designated Port Area), and to Pilot Seafood Properties' new fish-processing facility on a portion of Parcel M-1. That variety is not an accident.

Each use is necessary to serve the goals of the Master Plan. In compliance with the 1999 Master Plan, they are sited carefully in relation to one another. My fear is that Boston will be unable to maintain its successes at the Marine Park, such as retaining Boston Ship Repair, unless the Master Plan is updated.

For many years, I represented developers of harborfront property controlled by the Port of San Francisco in California. While publicly oriented uses have thrived in San Francisco, their Port struggles to maintain a "working waterfront." They lost their ship repair company in 2017.

- In my view, the Master Plan Update's proposal to both increase the allowable percentage of non-water-dependent industrial uses in the Marine Park, and to allow such uses above marine industrial uses, is inspired. I think the alternatives, criteria for evaluation, or mitigation options are already obvious to you.

Rather than suggest more, I highly recommend that you compare notes with the Port of San Francisco's Planning & Environment Deputy Director Diane Oshima, at [diane.oshima@sfport.com](mailto:diane.oshima@sfport.com). Diane has almost 40 years of planning experience in San Francisco, most of it with the Port.

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Ms. Lisa Berry Engler, Mass. CZM  
Mr. Ben Lynch, MassDEP, Waterways Regulatory Program  
July 19, 2019  
Page 2

Last month, her office issued its draft *Waterfront Plan* update after three years of work. (See <https://sfport.com/waterfront-plan-update>). San Francisco's Southern Waterfront is similar to the Raymond L. Flynn Marine Park, and its city economy is not unlike Boston's. It may be helpful to ask Diane and her colleagues about the alternatives, criteria for evaluation, and mitigation options that they considered.

Thank you for accepting my comments.

Very truly yours,

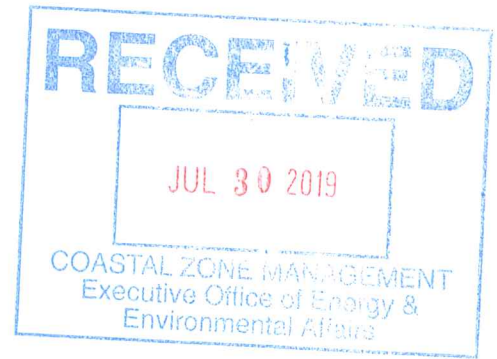
**REUBEN, JUNIUS & ROSE, LLP**



**Jared Eigerman, Of Counsel**

cc: Christine Hopps, Assistant Director, MassDEP, Waterways Regulatory Program  
Richard McGuinness, BPDA, Deputy Director, Waterfront Planning  
Chris Busch, BPDA, Senior Planner, Waterfront Planning





July 25, 2019

Lisa Engler  
Mass. Office of Coastal Zone Management  
251 Causeway St.  
Suite 800  
Boston, MA 02114

Re: Raymond Flynn Marine Park Master Plan

Dear Lisa,

I have been attending the Advisory Committee meetings that have been held over the last 7 months in regards to the Raymond Flynn Marine Park Master Plan. I would like to share my thoughts and opinions on what was shown and discussed at those meetings.

First, my background. My company has been located in the South Boston/SeaPort area for more than 37 years. Originally on the Boston Fish Pier, and then in 2010 relocated to the MMT at 8 Seafood Way. In January 2017 Massport awarded us the designation for development of Parcel 4 in the MMT. Our hopes were - and still are - to remain in the MMT.

After attending the meetings, and learning of the master plan, I now have concerns about the future of this area, and of the Seafood Industry being able to continue to operate and thrive within it. I have witnessed the transformation of the "Seaport District", and watched as it continues to grow completely around the MMT. I have watched as many projects have impacted many facets of the existing businesses and residents daily functionality. Amongst the many concerns I have is a recent plan shown that involves the current New England Seafood Center property. My understanding is that there are designs for "Prototype" buildings that involve mixed industrial use. I do not see how a multi storied building, that is unrelated to any maritime business, conforms to the Chapter 91 regulations in place for the SeaPort area. It seems that officials may be more concerned with maximizing revenue from the potential buildings, than taking into consideration the multiple problems it will likely cause.

If such buildings are developed there will be more safety issues and questions than those that are currently arising. Pedestrians, bike paths, parking, etc. Parcel 4 in MMT, that we have been designated to develop, is literally a street width apart from these areas. The proposed development will cost over 14 million dollars. How will hundreds of tractor trailers and trucks navigate the area in a safe manner on a daily basis? A new proposed truck route does not

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eliminate the anticipated increase in pedestrian traffic utilizing the "harbor walkways" as well as the mixed-use industrial buildings. Our company will need some assurances that our development of Parcel 4 will not be negatively impacted by the Master Plan prior to investing in the future of this area.

Recently there have been many events taking place in this area. Road races, bike races, walks and similar events. On two occasions our trucks and employees could not exit from Seafood Way for long periods of time jeopardizing our ability to maintain our operations. An established business, and source of proven and growing economic success, should not be interrupted for an "event".

This area was once called "The Seafood Hub of North America". The Boston Fish Pier is over 100 years old, with my company being a proud member there for more than 28 years. I do understand and appreciate the need for growth in the Seaport District. However, growth should not be at the expense of the seafood industry. The seafood industry has been an integral part of the City of Boston as well as the SeaPort District. Providing economic opportunity to many, attracting an international audience and influx of convention attendees at the Annual International Seafood Show - providing the City of Boston, surrounding hotels and restaurants with a surge in revenue, as well as developing a unique style of business functionality only this industry can provide. Carrying forward the tradition of an industry that is considered an art form by many, and combining it with developing, cutting-edge technology for processing, reporting, sustaining and preserving the quality Boston and specifically the SeaPort area is known for. Our business relies on local employees, many from East Boston and Chelsea who are finding it more and more difficult and costly to simply commute to this location. These are blue collar workers who deserve as much attention as the residents of the many high rise condominiums and luxury apartment buildings in this area.

I urge you and any officials related to this Master Plan to think about the effect to our seafood industry here in Boston.

Regards,



Paul Todesca  
President

Ms. Lisa Berry Engler  
Director  
Massachusetts Office of Coastal Zone  
Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

Mr. Ben Lynch  
Program Chief, Waterways Regulation Program  
Massachusetts Department of Environmental  
Protection  
One Winter Street  
Boston, MA 02108

RE: Recommendations for the Raymond L. Flynn Marine Park Master Plan Update Resulting from Advisory Committee Process

Dear Ms. Engler and Mr. Lynch:

As the previous owner and operator of Globe Fish Company, a seafood distribution business located in the Raymond L. Flynn Marine Park (Marine Park), I am well versed in the affairs of the Marine Park. As a current landlord of 310 Northern Avenue, I have a vested interest in the future of the Marine Park. The Marine Park is home to a unique cluster of seafood processing and distribution businesses that are in many ways intertwined and dependent upon each other.

Given our history and commitment to the Marine Park, we have a vested interest in the ongoing Master Plan Update. Below are four recommendations that we believe are critical to the continued success of the Marine Park:

1. We suggest removing the water-dependent industrial limitation on Parcel X (see attached Appendix A) to allow for general industrial (R&D) on the ground floor of Parcel X, similar to Innovation Square. Creation of an R&D cluster on the interior of the Marine Park would generate additional revenue by allowing for a best-in-class R&D development. The co-location of similar uses between Parcel X and Innovation Square will concentrate the majority of pedestrian and bicycle activity to areas without heavy trucking and shipping operations on the ground floor. Parcel X is located along the Silver Line on Northern Avenue, which has the added benefit of allowing R&D commuters to Parcel X to use mass transit and reduce the vehicle commuter traffic that would be necessary on, other, more remote parcels within the Marine Park.
2. We support the recommendation of the Master Plan Update to increase the Floor Area Ratio (FAR) to 4.0 within the Marine Park in order to increase the leasable area and thus increase revenue available to the Marine Park for infrastructure improvements.
3. We support the recommendation of the Master Plan Update to clarify that only the ground floor of a building counts toward the allowed maximum percentages of non-water-dependent industrial uses. We believe this will protect industrial uses on the ground floor while creating opportunities for additional revenue sources based on other uses in the upper stories of the building.
4. We recommend allowing a range of upper floor uses within the Marine Park (Research & Development / Light Industrial / Office). This flexibility will help make ground floor industrial financially viable and increase revenue for the Marine Park.

Thank you for your consideration and we look forward to continuing the dialogue.

Respectfully,

*Leon Weinstein*  
*Manager*      *BFA LLC*

Leon Weinstein  
Globe Fish Company  
310 Northern Avenue  
Boston, MA 02210

Appendix A: Figure 3-4 from the 1999 Final Master Plan: Marine Industrial Park



## MARCUS PARTNERS

July 22, 2019

Ms. Lisa Berry Engler  
Director  
Massachusetts Office of Coastal Zone  
Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

Mr. Ben Lynch  
Program Chief, Waterways Regulation Program  
Massachusetts Department of Environmental  
Protection  
One Winter Street  
Boston, MA 02108

RE: Recommendations for the Raymond L. Flynn Marine Park Master Plan Update  
Resulting from Advisory Committee Process

Dear Ms. Engler and Mr. Lynch:

Please find below our recommendations regarding the Raymond L. Flynn Marine Park (Marine Park) Master Plan Update. We appreciated the opportunity to participate in the Advisory Committee meetings and applaud the thorough and inclusive process conducted by the Massachusetts Department of Environmental Protection (MassDEP), the Massachusetts Office of Coastal Zone Management (CZM), and the Boston Planning & Development Agency (BPDA).

We also applaud the BPDA's recommendations as set forth in the Raymond L. Flynn Marine Park Master Plan Update. We believe that the BPDA has outlined a framework to create a much-needed revenue stream for the Marine Park to fund infrastructure improvements while protecting and enhancing the water-dependent industrial ecosystem in the Marine Park for years to come.

An affiliate of Marcus Partners previously owned and operated the Design Center (now known as the Innovation and Design Building). Marcus Partners is currently pursuing the development of a General Industrial building, focused on Research and Development (R&D), within the Marine Park on Parcel X (see attached Appendix A) and is also pursuing the development of a new multi-tenant seafood processing facility within the Marine Park. Our team has developed over one million square feet of R&D buildings in the greater Boston area and we currently own over a million square feet of industrial buildings in the region. Our expertise in R&D development, general industrial buildings, and seafood processing facilities coupled with our active and previous investments in the Marine Park help inform the recommendations contained in this letter.

We believe the BPDA has conducted a thorough analysis of the Marine Park and has proposed a framework for development that creates much-needed revenue while protecting

the water-dependent industrial tenants of the park. We are supportive of all the recommendations contained within the Master Plan Update and we would like to take this opportunity to emphasize four recommendations that we believe are critical to the continued success of the Marine Park:

1. We suggest removing the water-dependent industrial limitation on Parcel X (see attached Appendix A) to allow for General Industrial (R&D) on the ground floor of Parcel X, similar to Innovation Square. Creation of an R&D cluster on the interior of the Marine Park would generate additional revenue by allowing for a best-in-class R&D development, unimpeded by water-dependent industrial use on the ground floor. The co-location of similar uses between Parcel X and Innovation Square will concentrate the majority of pedestrian and bicycle activity to areas without heavy trucking and shipping operations on the ground floor. Parcel X is located along the Silver Line on Northern Avenue, which has the added benefit of allowing R&D commuters to Parcel X to use mass transit and reduce the vehicle commuter traffic that would be necessary on, other, more remote parcels within the Marine Park.
2. We support the recommendation of the Master Plan Update to increase the Floor Area Ratio (FAR) to 4.0 within the Marine Park in order to increase the leasable area and thus increase revenue available to the Marine Park for infrastructure improvements.
3. We support the recommendation of the Master Plan Update to clarify that only the ground floor of a building counts toward the allowed maximum percentages of non-water-dependent industrial uses. We believe this will protect industrial uses on the ground floor while creating opportunities for additional revenue sources based on other uses in the upper stories of the building.
4. We recommend allowing a range of upper floor uses within the Marine Park (Research & Development / Light Industrial / Office). This flexibility will help make ground floor industrial financially viable and increase revenue for the Marine Park.

Thank you for your consideration and we look forward to partnering with MassDEP, CZM, and the BPDA as we continue to invest in seafood processing and R&D facilities within the Marine Park.

Sincerely,



Levi Reilly  
Principal, Director of Development  
Marcus Partners  
260 Franklin Street, Suite 620  
Boston, MA 02110



MARCUS PARTNERS

Cc (via email):

Dennis Davis  
Jonathan Greeley  
Shawn Hurley  
Paul Marcus  
Rich McGuinness  
Devin Quirk



MARCUS PARTNERS

Appendix A: Figure 3-4 from the 1999 Final Master Plan: Marine Industrial Park

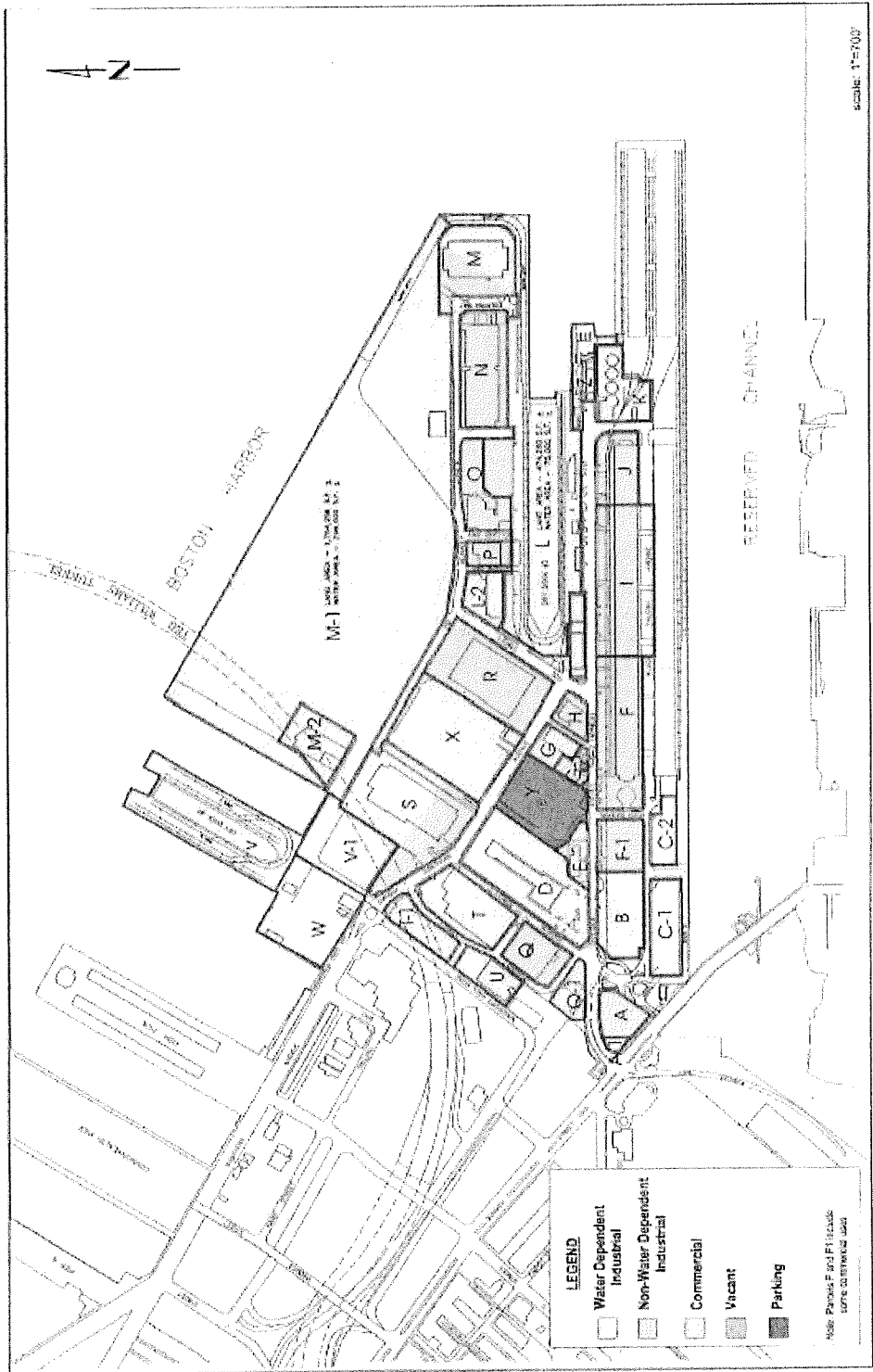


Figure 3-4

PROPOSED LAND USE

Prepared By: Fort Point Associates, Inc



July 19, 2019

Ms. Lisa Berry Engler  
Director  
Massachusetts Office of Coastal Zone  
Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

Mr. Ben Lynch  
Program Chief, Waterways Regulation Program  
Massachusetts Department of Environmental  
Protection  
One Winter Street  
Boston, MA 02108

RE: Recommendations for the Raymond L. Flynn Marine Park Master Plan Update Resulting from Advisory Committee Process

Dear Ms. Engler and Mr. Lynch:

I own and operate Pangea Shellfish Company, a business I started in 2001 with the idea of being Boston's first and only shellfish company specializing in oysters. Our mission is to source and distribute the best oysters and shellfish in the world while respecting our oceans, customers, vendors, and employees. We are headquartered in the Raymond L. Flynn Marine Park (Marine Park). The Marine Park is home to a unique cluster of seafood processing and distribution businesses that are in many ways intertwined and dependent upon each other. We have been operating out of the Marine Park for almost 17 years. Being located within the Marine Park continues to be a strategic decision for us and it has been critical for our success.

Given our history and commitment to the Marine Park, we have a vested interest in the ongoing Master Plan Update. Below are four recommendations that we believe are critical to the continued success of the Marine Park:

1. We suggest removing the water-dependent industrial limitation on Parcel X (see attached Appendix A) to allow for general industrial (R&D) on the ground floor of Parcel X, similar to Innovation Square. Creation of an R&D cluster on the interior of the Marine Park, would generate additional revenue by allowing for a best-in-class R&D development, unimpeded by the use of water-dependent industrial on the ground floor. The co-location of similar uses between Parcel X and Innovation Square will concentrate the majority of pedestrian and bicycle activity to areas without heavy trucking and shipping operations on the ground floor. Parcel X is located along the Silver Line on Northern Avenue, which has the added benefit of allowing R&D commuters to Parcel X to use mass transit and reduce the vehicle



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commuter traffic that would be necessary on, other, more remote parcels within the Marine Park.

2. We support the recommendation of the Master Plan Update to increase the Floor Area Ratio (FAR) to 4.0 within the Marine Park in order to increase the leasable area and thus increase revenue available to the Marine Park for infrastructure improvements.
3. We support the recommendation of the Master Plan Update to clarify that only the ground floor of a building counts toward the allowed maximum percentages of non-water-dependent industrial uses. We believe this will protect industrial uses on the ground floor while creating opportunities for additional revenue sources based on other uses in the upper stories of the building.
4. We recommend allowing a range of upper floor uses within the Marine Park (Research & Development / Light Industrial / Office). This flexibility will help make ground floor industrial financially viable and increase revenue for the Marine Park.

Thank you for your consideration and we look forward to continuing the dialogue.

Respectfully,



Ben Lloyd  
Owner & President  
Pangea Shellfish Company  
314 Northern Avenue  
Boston, MA 02210



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July 18, 2019

Ms. Lisa Berry Engler  
Director  
Massachusetts Office of Coastal Zone  
Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

Mr. Ben Lynch  
Program Chief, Waterways Regulation Program  
Massachusetts Department of Environmental  
Protection  
One Winter Street  
Boston, MA 02108

**RE: Recommendations for the Raymond L. Flynn Marine Park Master Plan Update  
Resulting from Advisory Committee Process**

Dear Ms. Engler and Mr. Lynch:

Please find below our recommendations regarding the Raymond L. Flynn Marine Park (Marine Park) Master Plan Update. We enjoyed participating in the Advisory Committee process and applaud the thorough and inclusive process conducted by the MassDEP, Coastal Zone Management, and the Boston Planning and Development Agency (BPDA).

Pilot Development has vested interest in the continued success of the Marine Park and in marine industrial development. We have developed numerous seafood processing facilities within the Marine Park including 8 Seafood Way, the New Boston Seafood Center (located at 310 Northern Avenue), and we are currently managing development of Boston Sword and Tuna's new facility. In addition to developing these parcels, Pilot Development acts as property manager for an owner of New Boston Seafood Center and has been designated by Massport for Parcels 5 and 6 within the Massport Marine Terminal (MMT). We are working with prospective tenants to be relocated within the Marine Park to Parcel 5 and 6 and we have ongoing discussions with tenants that would relocate to the Marine Park from the greater Boston region.

Generally speaking, we support the BPDA's recommendations as set forth in the Raymond L. Flynn Marine Park Master Plan Update. We believe that the BPDA has created a plan that enhances the Marine Park's ability to capture new revenue to fund infrastructure improvements while ensuring that the water-dependent industrial is protected. We want to take this opportunity to emphasize certain recommendations that we believe are critical to the continued success of the Marine Park:

1. We support the recommendation of the Master Plan Update to increase the Floor Area Ratio (FAR) to 4.0 within the Marine Park in order to increase the leasable area and thus increase revenue available to the park for infrastructure improvements.
2. We support the recommendation of the Master Plan Update to clarify that only the ground floor of a building counts toward the allowed maximum percentages of non-water-dependent industrial uses. We believe this will protect water-dependent industrial uses on the ground floor while creating opportunities for additional revenue sources based on other uses in the upper stories of the building. Simultaneously, we believe that the BPDA and the City of Boston could reinforce marine industrial development at the MMT with the following actions:
  - a. Significantly extend the current ground lease to Massport. The current term of 50+ years is hindering major investment in marine industry.
  - b. Apply real estate taxing policy consistent with marine industrial use.
3. We recommend allowing a range of upper floor uses within the park (Research & Development / Light Industrial / Office). This flexibility will help make ground floor industrial financially viable and increase revenue for the Marine Park.
4. We suggest removing the water-dependent industrial limitation on Parcel X (see Appendix A) to allow for general industrial (R&D) on the ground floor of Parcel X, similar to Innovation Square. Creation of an R&D cluster on the interior of the Marine Park, would generate additional revenue by allowing for a best-in-class R&D development, unimpeded by the use of water-dependent industrial on the ground floor. The co-location of similar uses between Parcel X and Innovation Square will concentrate the majority of pedestrian and bicycle activity to areas without heavy trucking and shipping operations on the ground floor. Parcel X is located along the Silver Line on Northern Avenue, which has the added benefit of allowing R&D commuters to Parcel X to use mass transit and reduce the vehicle commuter traffic that would be necessary on, other, more remote parcels within the Marine Park.

Thank you for your consideration and we look forward to continuing the dialogue.

Sincerely,



Eden Milroy, President  
Pilot Development Partners, Inc.  
6 Pleasant Street, Suite 508  
Malden MA 02148

Appendix A: Figure 3-4 from the 1999 Final Master Plan: Marine Industrial Park

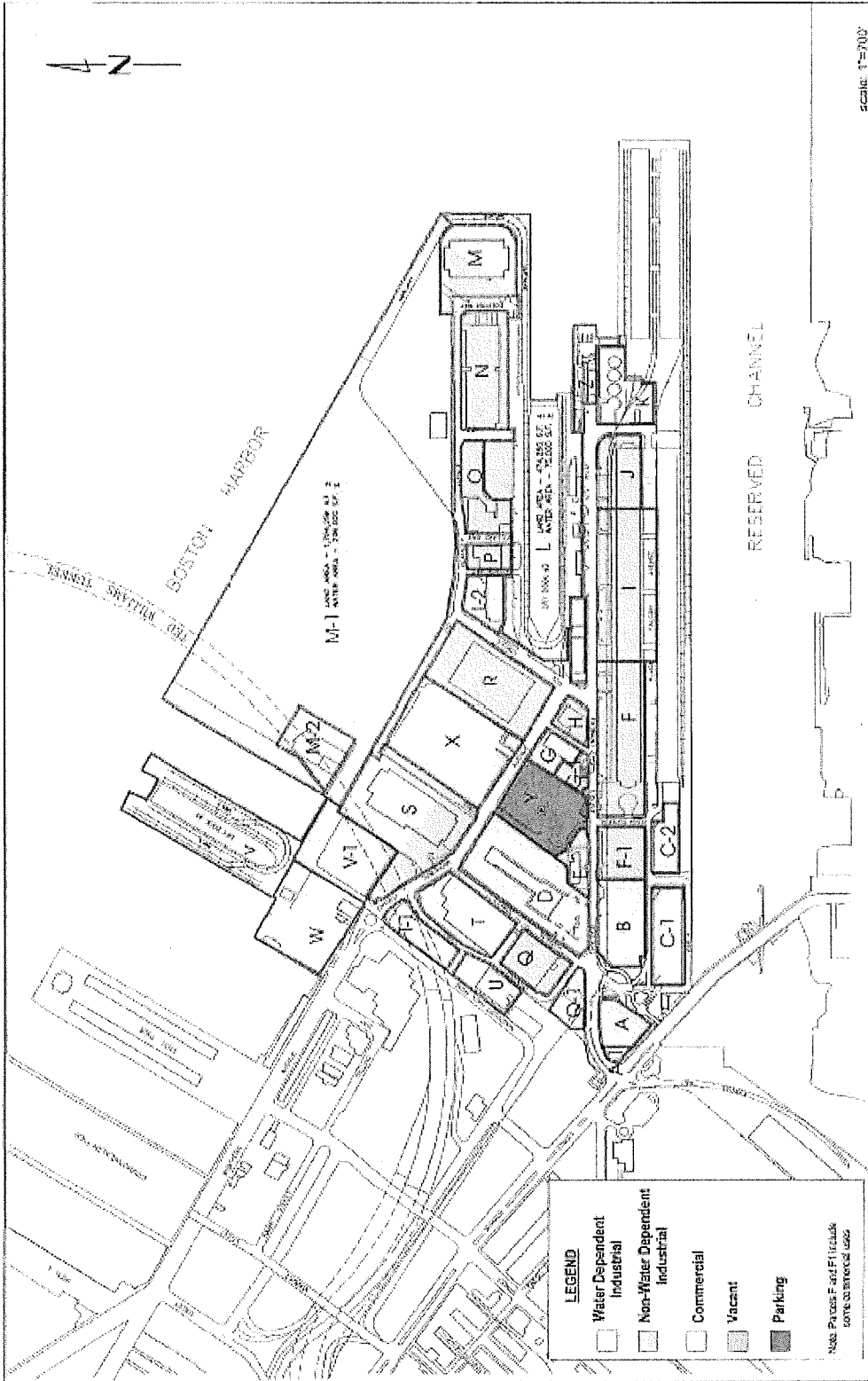


Figure 3-4

**PROPOSED LAND USE**

Prepared By: Fort Point Associates, Inc.



Puritan Fish Co. Inc.  
5 Fid Kennedy Avenue  
Boston, MA 02210

July 19, 2019

Ms. Lisa Berry Engler  
Director  
Massachusetts Office of Coastal Zone Management  
251 Causeway Street, Suite 800  
Boston, MA 02114

Mr. Ben Lynch  
Program Chief, Waterways Regulation Program  
Massachusetts Department of Environmental Protection  
One Winter Street  
Boston, MA 02108

RE: Recommendations for the Raymond L. Flynn Marine Park Master Plan Update Resulting from Advisory Committee Process

Dear Ms. Engler and Mr. Lynch:

My partner, Richard Palermo, and I own and operates Puritan Fish Company, Inc., a seafood processing business located in the Raymond L. Flynn Marine Park (Marine Park). The Marine Park is home to a unique cluster of seafood processing and distribution businesses that are in many ways intertwined and dependent upon each other. We have been operating out of the Marine Park for over 21 years. Being located within the Marine Park continues to be a strategic decision for us and it has been critical for our success.

Given our history and commitment to the Marine Park, we have a vested interest in the ongoing Master Plan Update. Below are four recommendations that we believe are critical to the continued success of the Marine Park:

1. We suggest removing the water-dependent industrial limitation on Parcel X (see attached Appendix A) to allow for general industrial (R&D) on the ground floor of Parcel X, similar to Innovation Square. Creation of an R&D cluster on the interior of the Marine Park, would generate additional revenue by allowing for a best-in-class R&D development. The co-location of similar uses between Parcel X and Innovation Square will concentrate the majority of pedestrian and bicycle activity to areas without heavy trucking and shipping operations on the ground floor. Parcel X is located along the Silver Line on Northern Avenue, which has the added benefit of allowing R&D commuters to Parcel X to use mass transit and reduce the vehicle commuter traffic that would be necessary on, other, more remote parcels within the Marine Park.

2. We support the recommendation of the Master Plan Update to increase the Floor Area Ratio (FAR) to 4.0 within the Marine Park in order to increase the leasable area and thus increase revenue available to the Marine Park for infrastructure improvements.
3. We support the recommendation of the Master Plan Update to clarify that only the ground floor of a building counts toward the allowed maximum percentages of non-water-dependent industrial uses. We believe this will protect industrial uses on the ground floor while creating opportunities for additional revenue sources based on other uses in the upper stories of the building.
4. We recommend allowing a range of upper floor uses within the Marine Park (Research & Development / Light Industrial / Office). This flexibility will help make ground floor industrial financially viable and increase revenue for the Marine Park.

Thank you for your consideration and we look forward to continuing the dialogue.

Respectfully,

A handwritten signature in black ink, appearing to read "Michael Vitale", with a long horizontal flourish extending to the right.

Michael Vitale  
Puritan Fish Company  
5 Fid Kennedy Avenue  
Boston, MA 02210