

Commonwealth of Massachusetts

HOUSE OF REPRESENTATIVES STATE HOUSE, BOSTON, MA 02133-1054

AARON MICHLEWITZ STATE REPRESENTATIVE 3RD SUFFOLK DISTRICT

April 6, 2018

Michael Sinatra, MPA Project Manager Boston Planning & Development Agency One City Hall Square, 9th Floor Boston, MA 02201

Mr. Sinatra,

I am writing to voice my support of the second notice of project change at the Haymarket Hotel development on Parcel 9. I want to commend The Harbinger Development team and CV Properties for working diligently to make sure all the needs of the community are met and all parties involved are comfortable before moving forward.

The modest increase in height, from 65 feet to 69 feet, is necessary in order the make the hotel functional. Given Harbingers willingness to work with the community to provide a robust community benefits package, this final change to push this project forward, and allow the community and the Haymarket Pushcart Association to reap its benefits, has my full support.

I look forward to seeing this project move forward, if you have any further questions, please do not hesitate to reach out to my office.

Sincerely,

Aaron Michlewitz ^{*} State Representative Third Suffolk District

Chair Financial Services

ROOM 254, STATE HOUSE TEL: (617) 722-2220



Haymarket Hotel Project Change #2 1 message						
Emilio Favorito To: michael.a.sinatra@boston.gov Cc: Eamon O'Marah , Gallotto	Fri, Apr 6, 2018 at 3:46 PM , Emilio Favorito					
Michael,						
l am forwarding the enclosed on behalf of						
Otto Gallotto, President Haymarket Pushcart Association.						
April 6, 2018						

Michael Sinatra, MPA Project Manager Boston Planning & Development Agency (BPDA) One City Hall Square, 9th Floor Boston, MA 02201

On behalf of the Haymarket Pushcart Association (HPA) I am writing with respect to the Haymarket Hotel Notice of Project Change #2.

The HPA has been working diligently with the development team at Harbinger and CV Properties and their engineering consultants making solid progress towards the construction start. The project as revised has a modest height increase which we understand is needed to make the rooms ceiling heights functional. We see no negative affect of this modest increase. This change in no way negatively impacts the important Public Benefits that have been committed to the HPA including interior space for HPA storage, HPA bathrooms, access to the indoor trash compactor facilities and the major task of leveling Blackstone Street from end to end to make HPA market day operations more functional and pedestrian friendly.

We eagerly await the start (and the end!) of construction on this important project.

Sincerely,

Otto Gallotto, President Haymarket Pushcart Association

VICTOR BROGNA P.O. BOX 130371 B<u>OSTON, MA 02113-000</u>7

April 4, 2018

Brian P. Golden, Director Boston Planning & Development Agency Attention: Michael Sinatra, Project Manager One City Hall Square Boston, MA 02201-1007

Re: Comment Letter on Notice of Project Change #2 - Haymarket Hotel/Central Artery Parcel 9 Project

Dear Director Golden:

I take this opportunity to discuss matters of concern regarding the Notice of Project Change currently before the BPDA.

<u>Incorrect description requiring correction</u>. On page 2 of the transmittal letter from Haymarket Parcel 9 Investor, LLC to you, dated February 13, 2018, the developer states that the uses at the Proposed Project will remain the same. The statement is incorrect and misleading. The uses as described will not remain the same. The developer's letter states further that,

"a one-story component at the Hanover Street end . . . will house a restaurant as well as a rooftop deck of approximately 1,800 square feet in size."

This description represents a <u>change</u> in use of that structure from the use described in the developer's previously approved Planned Development Area (PDA) plan.

Two years ago, by letter dated April 4, 2016, the developer filed with the Boston Planning & Development Agency (BPDA) a PDA development plan. The use

designated for the one-story component at the Hanover Street end contained in that plan, was *retail.* (PDA plan, Exhibit B, Ground Floor plan, 6th page of 9 unnumbered pages.) On the recommendation of the Boston Redevelopment Authority Board and the BPDA staff (BRA/BPDA), the PDA plan including that use was approved by the Boston Zoning Commission. The difference is significant. The designation of *retail* use could have included a market. The current designation of *retail* use will not include a market. This must be recognized as a major change, in view of the developer's earlier commitment, discussed below, to have a "Great 1-story 'Market Hall' with fresh foods" in the low-rise building.

Failure of the developer to honor public benefit commitments. The developer's failure to keep its promise to have a market in the low-rise building is a matter of grave concern, as well as its failure to keep its promises regarding other public benefits. A brief review of the project's history will serve to illustrate these failures.

<u>The Parcel 9 project</u>. Parcel 9, owned by MassDOT, is located in the BRA-created Market District. Five years ago, MassDOT invited bids for the redevelopment of Parcel 9. The bid documents recognized the location of Parcel 9 as being in the BRA/BPDA's Market District, and included a schematic design identifying the one-story component at the Hanover Street end as a *Lower Market Shed*. The low market design was also shown in schematics designated *Concept 1* and *Concept 2*. Copies of the three schematics are attached hereto collectively as Exhibit I.

On March 15, 2013, the Haymarket Hotel development group submitted a bid. After bid submission, but prior to award, the developer distributed a flyer seeking public support for its bid. The flyer asked the public to send support letters or emails to MassDOT by April 4, 2013, prior to bid opening. A copy of the two-page flyer is attached hereto as Exhibit 2.

The flyer contained representations which amounted to promises by the developer that, if its bid were to be selected, the project would contain the public benefits it specified. The benefits included, in the developer's own words:

 Low 20 foot height along Greenway preserves views from Hanover Street

- Great 1-story "Market Hall" with fresh foods
- One signature restaurant on the ground floor facing North Street
- Second floor uses open to public include "Community Meeting Room" and indoor pool
- Respectful, quiet presence on the Greenway facing the North End
- Second floor bars & restaurant 0 [zero]

The benefits were described in the flyer as "better for the neighborhood."

I was, at the time, a member of the MassDOT Parcels 7 and 9 Advisory Committee. Based upon the promises contained in the flyer and the terms of the developer's bid, I wrote a letter to MassDOT supporting the Haymarket Hotel proposal. I was the lone voice in support. The rest of the Advisory Committee supported a competing proposal. A copy of my support letter dated April 5, 2013, is attached hereto as Exhibit 3. I refer to that letter and its detailed reasons for why the low-rise building should be preserved as a market hall, and why it should not be permitted to become a restaurant. I expect that the letter may have played a part in MassDOT's selection of the Haymarket Hotel group as the successful bidder.

Unfortunately, immediately after receiving designation by MassDOT, the selected developer began to abandon its promises. It raised its hotel height from 84 feet to 103 feet, and raised the one-story low-rise building height from 20 feet to 27 feet by the addition of a second story. Fortunately, the hotel height was reduced through the successful efforts of the Massachusetts Historical Commission. Although the elevation heights are mostly illegible in Exhibit D to the developer's Amended and Restated Development Plan (Development Plan), I have been told that the low-rise building height is now back to 20 feet. According to the BPDA's Parcel 9 website, the low-rise building height is now 27 feet, decreased from 29 feet, but I believe that the statement confuses the second floor hotel height of 27 feet with the low-rise building height.

Although the low-rise building has apparently returned to its 2013 height, the promised use of the building as a Market Hall has gradually slipped into oblivion. The developer refers in its Development Plan to "Boston's emerging Market District" (Other Public Benefits, page 5), but fails to recognize that this is the last

vacant parcel in the Market District. If there is no market on Parcel 9, the "emergence" of a Market District will be brought to a halt.

<u>Public benefits.</u> I therefore urge the BRA/BPDA to enforce the developer's promises to have:

- A low 20 foot height along the Greenway
- A great 1-story Market Hall with fresh foods
- One signature restaurant on the ground floor facing North Street
- A Community Meeting Room
- A respectful quiet presence on then Greenway facing the North End
- No restaurant with roof deck facing the North End

<u>Public restrooms.</u> At the March 19, 2018, Public Meeting, the developer agreed publicly to the inclusion of ground floor restrooms available for public use, as well as to public restrooms on the second floor. These public benefits need to be identified on the drawings. The developer agreed at the meeting to do so, but they need to be shown before the Development Plan is presented to and acted upon by the Boston Zoning Commission. Otherwise, they will not become part of the PDA approval and will be unenforceable in the future. The promised Community Meeting Room should also be identified on the drawings, for the same reason.

<u>The developer's request for an increase of 4' 6" in hotel height.</u> I take no position on this request. The reduction in hotel height from 103 feet to 55-65 feet, brought about through the efforts of the Massachusetts Historical Commission and its Executive Director, Brona Simon, was such an important achievement that I leave any further adjustment in hotel height to the judgment of the Commission and its Director. I will support whatever position Director Simon deems appropriate to take on the developer's request for increased hotel height.

<u>There is no public need for an additional restaurant a few hundred feet from the</u> <u>North End.</u> When I was appointed to the MassDOT Parcels 7 and 9 Advisory Committee seven years ago, I considered my role to be to represent the best interests of the North End/Waterfront community. At the present time there are in excess of one hundred restaurants in the community, and the percentage of alcohol pouring licenses to community residents is the highest in the city. 1 believe that the business community does not need additional restaurant competition, and that the residential community wants and needs a market in the Parcel 9 Market Hall, not a restaurant. The BRA/BPDA, having created the Market District in which Parcel 9 is located, should enforce the requirement of a market in Parcel 9.

<u>The development entity and prior commitments.</u> Although the development entity has acquired new participants, commitments made in 2013 for the purpose of obtaining selection as developer should continue to be honored, regardless of the present make-up of the development entity.

<u>A draft Cooperation Agreement.</u> Pursuant to the BPDA's Impact Advisory Group Information Sheet, the BPDA should provide copies of a draft Cooperation Agreement to members of the IAG for a 15-day review and comment, prior to the execution of the Agreement. Therefore, kindly furnish the draft fort the IAG's review.

Thank you for your consideration of the concerns I have raised.

Yours sincerely,

Victor Brogna

Victor Brogna

Member, BRA Parcel 9 Article 80 Impact Advisory Group Member, MassDOT Advisory Committee Chair, North End/Waterfront Residents' Association Zoning Licensing & Construction Committee

EXHIBIT 1

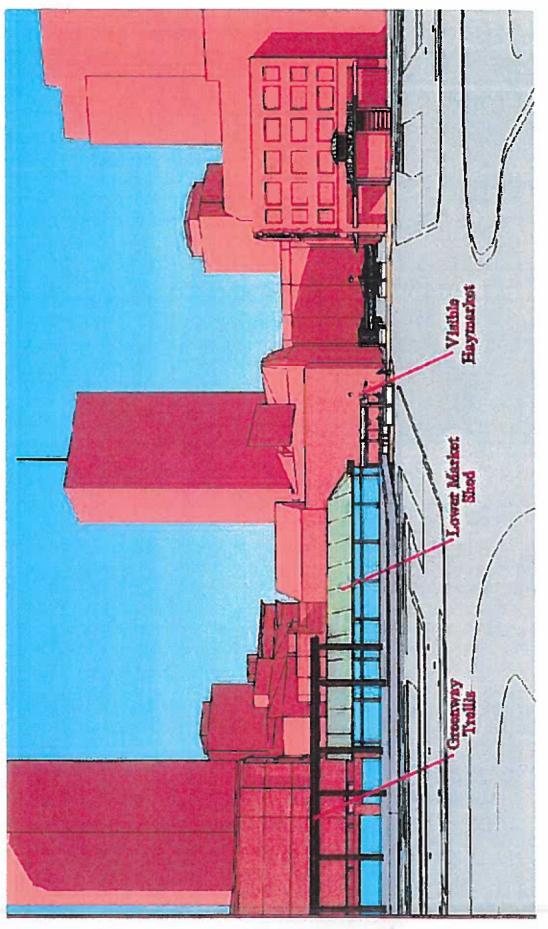
"Lower Market Shed"

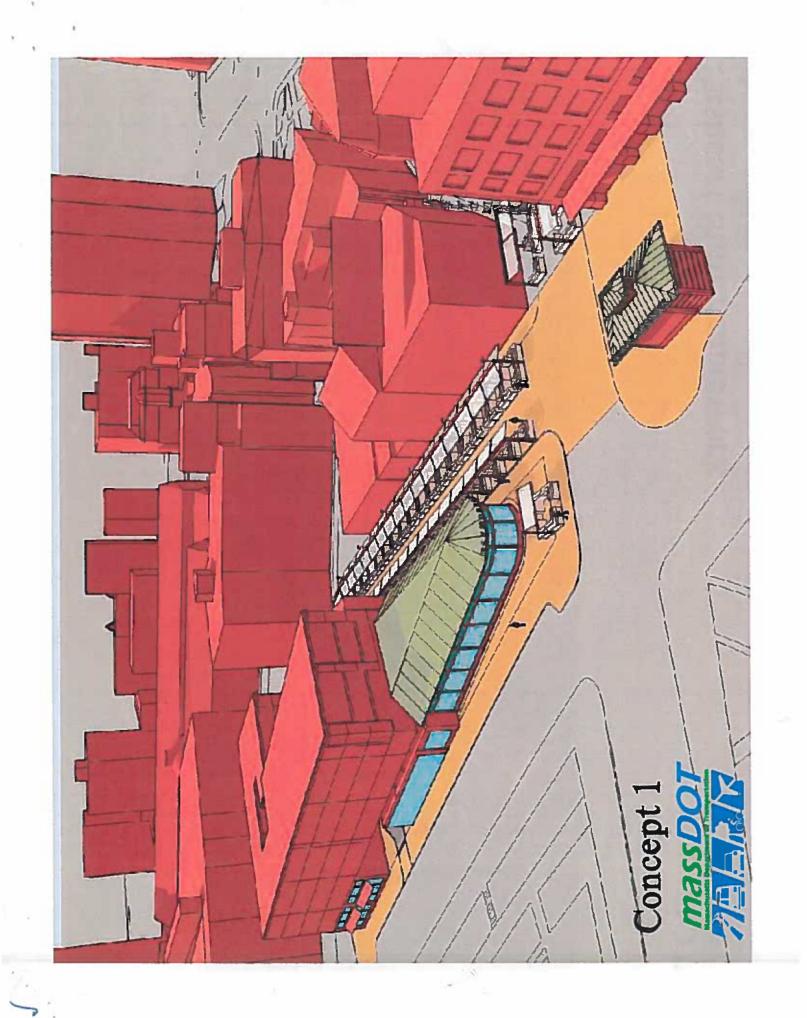
"Concept 1"

"Concept 2"



Hanover Street from North End





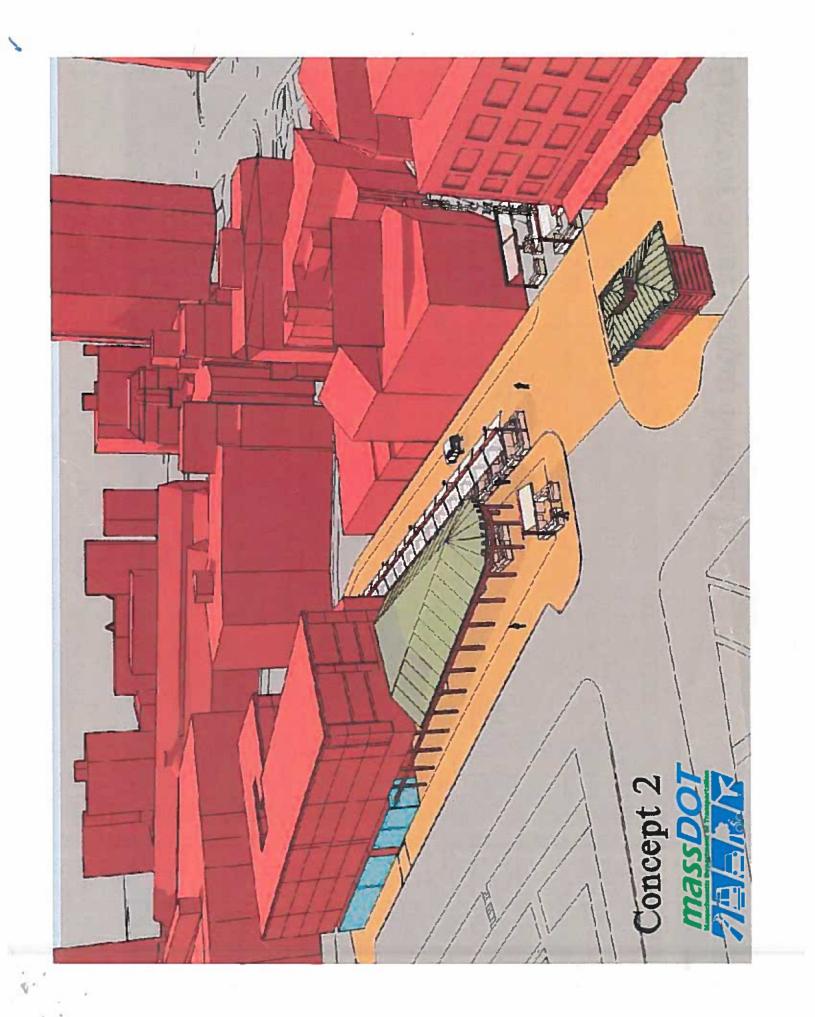


EXHIBIT 2

Developer's 2-Page Flyer



For questions or comments please call Earnon O'Marah, Jones Lang LaSalle,

\$-

HAYMARKET SQUARE: The public gathering place in Boston's Market District

MassDOT Parcel 9 - North End



PLEASE Send SUPPORT letter or email by April 4th: Massachusetts Department of Transportation MassDol. RE@dot.state.ma.us

10 Park Plaza, Suite 4470 Boston, MA 02116 RE: PARCEL 9_HAYMARKET SQUARE OREAD





















A RE **AARKE**

EXHIBIT 3

Support Letter

for

Parcel 9 Developer Selection

VICTOR BROGNA POST OFFICE BOX 130371 BOSTON, MA 02113-0007

April 5, 2013

Jeffrey A. Simon Assistant Secretary for Real Estate and Asset Development MassDOT Re: Parcel 9 OREAD 10 Park Plaza, Suite 4170 Boston, MA 02116

Re: Parcel 9 Developer Selection

Dear Secretary Simon:

I write this comment letter as a member of the Parcels 7 and 9 Advisory Committee, as Co-Chair of the Zoning, Licensing and Construction Committee of the North End/Waterfront Residents' Association, as a resident of the North End/Waterfront neighborhood for 20 years, and as a citizen of Boston for 60 years. I write as an Advisory Committee member because I am unable to join in the consensus letter which has been drafted on behalf of the committee. My inability stems from my disagreement with the committee's relative assessment of the strengths and weaknesses of the proposals of the two finalists, the Blackstone Market group and the Haymarket Hotel group. Additionally, the committee has expressed a preference for the Blackstone Market proposal in the comment letter it has prepared, despite the instructions from your Office of Real Estate Development to limit the comments to the strengths and weaknesses of each proposal, and not to include a preference. Since I expect that the committee's letter as submitted will contain such a preference, I am constrained to advise you of my disagreement with that choice as well. In my earlier personal comment letter of February 14, 2013, I stated that I was in general agreement with the preference expressed by my colleagues on the committee, which was the Blackstone Market proposal. Since then the landscape has changed, as a result of the responses to Addendum 3 to MassDOT's Request for Proposals which were filed by the two proponents. Haymarket Hotel's response included major revisions to their earlier proposal, which addressed many of my concerns. Blackstone Market's response addressed only one of my concerns, by changing the function of a rooftop greenhouse to that of a community meeting room. My preference is now, therefore, the proposal of Haymarket Hotel as revised.

As requested by MassDOT, my evaluation of certain strengths and weaknesses of the two proposals follows.

1. The Restaurant Issue.

The entire upper floor of the two-story market hall under the Blackstone Market's proposal would be devoted to restaurants. At the public meeting on March 20, 2013, we learned that the restaurants would contain 400 to 500 seats. In my earlier letter I explained in detail the negative impacts which would inevitably occur to the North End/Waterfront neighborhood from the influx of tourists which a restaurant destination of such size would produce. My earlier letter is on file with MassDOT and there is no need for me to repeat here what was said. I add to those words the

advice contained in the January 2009 Boston Market District Feasibility Study produced for the BRA by Project for Public Spaces (PPS), where it was stated on page 13:

While tourists would expect to be drawn to a public market, they can also have a destructive impact. Pike Place Market [in Seattle] is so clogged with tourists that many locals avoid the market, and the number of farmers has declined significantly.

PPS states on pages 64-66 of its report that restaurants are the largest square foot user in the Pike Place Market, and that the aisles of the market are flooded with visitors who are not interested in buying fresh fish and vegetables – only looking at them. Farmers are leaving and setting up in new outdoor markets in neighborhoods. If there is any doubt that there is a causal connection between the large space devoted to restaurants, the influx of tourists and the decline in the success of the Pike Place Market, I would suggest that the expertise of PPS be utilized and that MassDOT make a request of the BRA to obtain the opinion of its consultant, PPS, on this question.

There is also a serious risk to the financial health of the project which relates to Blackstone Market's heavy reliance on restaurants. The restaurant issue has been part of the debate for some time now, and we must assume that Blackstone Market's refusal to budge on the issue reflects their dependence on restaurants to finance the project. It is well known, however, that a large percentage of new restaurants fail. If MassDOT does not have the figures, its consultant on the Parcels 7 and 9 project can undoubtedly produce them. It is also well known, and consistent with our North End experience, that when restaurants are in a failing mode they look for recovery by staying open late hours and selling more alcohol, a scenario which would have serious negative impacts on the quality of residential life in the North End/Waterfront neighborhood, for the reasons already discussed in my February 14, 2013, comment letter.

Like the Pike Place Market, Blackstone Market's entire second floor restaurant area of 26,029 square feet seating 400 to 500 diners exceeds by a large amount its market area of 17,050 square feet. (Blackstone Market submission dated March 15, 2013, page 8.) It should also be noted that restaurants above the first floor are prohibited under the provisions of the Boston Zoning Code applicable to the North End neighborhood, and enforcement of the prohibition is important to North End residents. (See the current North End Regional Review, April 2, 2013, page 9.) Haymarket Hotel's restaurant, on the other hand, is tucked away from the market hall on the first floor, at the corner of Cross and North Streets, where I count 56 seats at tables and 22 seats around a central bar or common eating area. (Haymarket Hotel submission dated March15, 2013, page 4.) This should be large enough to satisfy the needs of the hotel as well as diners who wish to eat near the market hall. Additionally, and not to be overlooked, are the Union Oyster House and numerous other restaurants and pubs in the area on the other side of Blackstone Street, as well as the Hard Rock Café and the restaurant in the Millennium Boston hotel which are immediately adjacent to the site. All these nearby restaurants provide dining facilities off-site which are fully adequate to serve the needs of tourists on the Freedom Trail and other visitors. Following PPS' advice, we should accept that a large restaurant presence is detrimental to the success of a market district.

Therefore, on the relevant aspects of the restaurant issue as described above, the Blackstone Market proposal exhibits substantial weakness and the Haymarket Hotel proposal exhibits substantial strength.

2. Architectural Concerns.

The applicable height limit at Parcel 9 under the Boston Zoning Code is 55 feet. The support of the North End/Waterfront community was obtained for a structure exceeding 55 feet at the North Street end of the parcel when the community was given schematics showing a low market building along the Greenway side of the parcel. The low market building preserved view corridors across to Blackstone Street from Salem Street and Hanover Street, which were important to the community. The Haymarket Hotel proposal preserves these view corridors, with a one-story market hall only 20 feet high. (Haymarket Hotel submission dated March 15, 2013, page 6.) The Blackstone Market proposal, on the other hand, has a two-story market hall with a former greenhouse, now a community room, atop a portion of the second story. The height of the two-story hall itself is 30 feet 6 inches, and the height to the top of the community room is 44 feet 6 inches. (Blackstone Market submission dated March 15, 2013, page 23.) These heights will substantially impede the views across the Greenway from the North End.

It should be noted that view corridors have long been important aspects of Boston urban planning. Boston City Hall was sited in such a way as not to block the view of the Old North Church steeple from Tremont Street. The view corridor from Faneuil Hall to the Boston Police Academy building across the then artery corridor was considered important as noted in the Joint Development Parcel-By-Parcel Analysis for the Central Artery Corridor, prepared for the Massachusetts Department of Public Works, dated July 1991, at page 52.

Again, on the issue of preservation of important view corridors, the Blackstone Market proposal exhibits substantial weakness and the Haymarket Hotel proposal exhibits substantial strength.

Another architectural concern involves height of the non-market building. The Blackstone Market proposal has for its residential apartment building a height of 104 feet. (Blackstone Market submission dated March 15, 2013, page 23.) The Haymarket Hotel's height is 84 feet. (Haymarket Hotel submission dated March 15, 2013, page 6.) For comparison, we were told at the March 20, 2013, public meeting that the height of the adjacent Clinton Street Garage is 85 feet and that of the adjacent Millennium Boston Hotel is 74 feet. The Blackstone Market's apartment building exceeds the height of the garage by 19 feet, and exceeds that of the hotel substantially, by 30 feet. The agreement of the North End/Waterfront community to support a zoning height violation at the North Street end of the site cannot be understood to extend to a height without limits, and there are certainly view corridors (from Faneuil Hall, for example) which would be less impeded by a lower height than a greater height.

Therefore, on the issue of the height of the non-market building, the Blackstone Market proposal exhibits substantial weakness and the Haymarket Hotel proposal exhibits substantial strength.

It should also be mentioned that the preference of the committee for the architecture of the Blackstone Market proposal rests to a great extent on the perceived contextual nature of the design. That is, the entire structure repeats the brick of its neighbors. As I interpret the Haymarket Hotel's March 15, 2013, submission, the hotel building which was originally clad in tile is now clad in brick. The hotel's market hall building, on the other hand, shows itself as a separate presence by being of glass and steel, which recalls the market halls of 150 years ago from which the Parcel 9 market hall takes its cue. Speaking personally, I do not find it inappropriate to distinguish the exterior of the market hall from the non-market building on the same site. Additionally, I have confidence that, through the BRA Article 80 process and the Boston Civic Design Review process, an appropriate exterior design of a separately-presenting market hall can be assured.

3. Other Concerns.

(1) Hotel Use vs. Residential Use.

The opportunity to have a hotel for the non-market building on the site, open and staffed 24/7, would seem to be something to take advantage of. This is especially so, considering the presence of the adjacent pushcart market and the inevitable noise and confusion which accompanies its operation. Hotel guests are short-term and residential tenants are longer-term, which on the face of it would give the latter greater opportunity to mobilize and to present complaints. The committee feels differently – that a rental community would celebrate the noisy activities of the pushcart vendors. None of us is expert on the subject. The best we can do is to make predictions based upon educated guesses. I would once again suggest that MassDOT take advantage of the expertise of PPS, and request the BRA to obtain from them an opinion based on their market studies of which use, hotel or residential apartments, would be the better use for this site.

(2) The Retail Program for the Market Hall.

In the discussions of the committee there was agreement that the products sold in the market hall must not compete with the products sold by either the pushcart vendors or the public market vendors. They must of course be food products, or perhaps food-related products, only. This issue was always present in the minds of the committee members during our many meetings, but I do not recall that it was ever thoroughly discussed and a position taken. As for the retail programs suggested by the proponents, I personally do not put much weight on them. I would expect that under the lease terms to be drafted by MassDot there would be explicit, strict and appropriate terms describing what could and what could not be sold in the market hall, which the lessee would be obliged to adhere to. I will trust to MassDOT to achieve the appropriate balance between the retail activities taking place in Blackstone Street, the public market and the market hall. I also refer MassDOT to the recommendations of PPS on pages 6 and 7 of its report.

(3) Market Hall Size.

I received via e-mail a few moments ago two plan views purporting to show the area in square feet devoted to the market itself in the first floor of the market hall. It appears to show that the Blackstone Market proposal assigns 17,108 square feet to the market and Haymarket Hotel proposal assigns only 8,716 square feet to the same function. I would like the opportunity to analyze and discuss this further with the two proponents, to make sure that the comparison is fair and that I am reading the two drawings correctly. Unfortunately, there is not time to do so, as the hour when these comments are due is soon to arrive. I do note, however, that a large portion of the Haymarket Hotel's first floor - 5,128 square feet - is devoted to Winter Garden and retail use. The generous area and height of the Winter Garden provides an attractive public benefit, and the retail portion appears to be only a small part of the Winter Garden area. This means that a very large part of the area difference between the two proposals is accounted for by a public benefit, which it would be difficult for me, on behalf of the North End/Waterfront community, to reject. In the many meetings held by the committee, an appropriate size for the specifically market portion of the market hall was never discussed. On balance I might agree that larger is better, but to do so I would have to give up a generous public benefit which at this time I am unwilling to do. I also note that the Haymarket Hotel's restaurant takes up what appears to be over 2,000 square feet in the area under discussion, in a first floor corner location which I favor. I would not readily give that up

either. Therefore, I am content to leave any adjustment in the layout of the market hall to the expertise of MassDOT, the BRA and perhaps PPS.

(4) Support of Elected Officials.

At the public meeting on March 20, 2013, a letter was read stating that the Blackstone Market proposal was supported by the North End/Waterfront's State Senator, State Representative, and City Councilor. Copies of the letter were not distributed at the meeting and I have not seen it, which makes it difficult at this point for me to comment upon it. I do not know whether the signers of the letter were aware of the major changes and improvements in the Haymarket Hotel proposal which were contained in the hotel's response to Addendum 3, nor do I know whether or in what way the sentiments of the North End/Waterfront community were gauged before the letter was written. I can surely state that I was not contacted. I state as well that if MassDot sees fit to award the development contract to Haymarket Hotel, the North End/Waterfront community will work with MassDOT to obtain any support from elected officials which may be required at that time.

(5) The Haymarket Pushcart Association.

There is no doubt that the requirement of the Parcel 9 developer to work harmoniously with the Haymarket Pushcart Association must be assured. In the words of PPS, "The historic Haymarket is the heart of the proposed Boston Market District." (PPS Boston Market District Feasibility Study, p. 21.) We are told that there exists a written agreement between the Haymarket Pushcart Association and the Blackstone Market group, but that agreement has not been made available to the committee. The likely reason is that it contains financial information or commitments. Throughout the committee's existence, financial matters have been kept apart by MassDOT from the committee's discussions.

Once again, it is difficult to comment upon what one has not seen. However, I can at least make the recommendation that, assuming that MassDOT finds the terms of the Blackstone Market-Haymarket Pushcart Association agreement to be appropriate, such terms would be incorporated into the lease obligations between MassDOT and whichever proponent receives the award of the development contract for Parcel 9.

Thank you for your attention to these comments, which I hope will prove helpful in the making of MassDOT's decision on the award.

Sincerely,

Victor Brogna

Cc: Members of the Parcels 7 and 9 Advisory Committee Massachusetts Governor Deval Patrick Boston Mayor Thomas M. Menino Boston Redevelopment Authority Director Peter Meade Kairos Shen, Boston Redevelopment Authority Lauren N. Shurtleff, Boston Redevelopment Authority Senator Anthony Petrucelli, Representative Aaron Michlewitz, Councilor Salvatore LaMattina

Date	First Name	Last Name	Organization	Opinion	Comments
2/26/2018	Mary	Sweeney			If they need to raise the height of the building to accommodate higher ceilings that take a floor off of the building and build the remaining floors taller. The skyline should not be affected by this new building. It's also incredibly ugly, cheap looking, with zero character. The thousands of people who enjoy the Greenway should not have the current iconic view of downtown altered for this building.
2/26/2018	Diana	Tomova	North End Resident	Oppose	Perhaps the developer can reduce the number of floors and thus gain the necessary increase in ceiling height that their brand requires.