Raymond L. Flynn Marine Park
Master Plan Update
Draft Master Plan Update
www.bostonplans.org

Comments Due:
May 5, 2017

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May 11 EDIC Board Meeting
Filing with Executive office of Environmental Affairs
1999 Master Plan

FINAL MASTER PLAN
MARINE INDUSTRIAL PARK
EOEA #8161

Submitted to:
Executive Office of Environmental Affairs

Proposer:
Boston Redevelopment Authority / Economic Development Industrial Corporation

Prepared by:
Fort Point Associates, Inc.
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Boston, MA 02210
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December 1999
Whereas, the Commonwealth of Massachusetts, by said Act, has declared that said redevelopment and the use and development of the land designated therefor shall be for the public use and benefit and for the improvement and beautification of the community of which said land is a part and has provided for the payment of the cost of such work and improvement by the issuance of bonds of the Commonwealth, and has reserved to the Department of the Commonwealth any parcels of the property described therein which, in its judgment, are not required for such work and improvement and has provided for the sale, conveyance, or disposition of such parcels of property.

NOW, said Department, having heard all parties desiring to be heard, and having fully considered said application, hereby, subject to the approval of the Governor, authorizes and directs the said

Note: Expansion of parking garage currently being designed on Parcel Y.
Vacant Parcels and Stalled Designations
Outdated Facilities and Failing Infrastructure
A ROADMAP TO REFORMING AND MODERNIZING THE AGENCY

July 2014:
KPMG Performance Review

January 2015:
McKinsey & Company Report
Existing Conditions with Future Projects showing DPA and Ch 91
Outline

- Port of Boston: Trends and Observations
- What We Heard from the RFMP Businesses
- The Demand for Marine Industrial Uses
- A Future Development Model for the RFMP
- What are the tactics for implementation?
- What are the operational impacts of the planning scenarios?
Outline

• **Port of Boston: Trends and Observations**
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Port of Boston: Trends and Observations - Imports

- Jumped by about 17% from 2010 to 2011 and fluctuated between $9.4-10.4 billion since initial jump
- Total value of commodities imported in 2014 was approximately $10.42 billion
  - 31% increase from 2010, 5% increase from 2013
  - Commodity clusters tend to represent roughly the same % of total value over the last 5 years
- Chemical Products is top import – average annual value around $5 billion from 2010-2014
- Automotive, Processed Food, Heavy Machinery, and Fishing/Fishing Products are the other most imported commodity clusters
  - Seafood products/processing represent a continued growth opportunity for the RFMP
Port of Boston: Trends and Observations - Exports

Top Exports - Port of Boston, MA

- Exports peaked at around $1.8 billion in 2011
- Steadily but not drastically decreased since then
- Total value of commodities exported totaled approximately $1.21 billion
  - Represents a decrease of 17% from 2010, 2% from 2013
- Metal Manufacturing is by far the top exported cluster (approximately 29% of total value of commodities exported)
  - However, this group has dropped significantly, from $557.63 million in 2011 to $354.72 million in 2014
- Automotive, Apparel, Heavy Manufacturing, and Publishing/Printing make up the rest of the dominant export clusters
Massport remains focused on various cargo development opportunities

Boston lacks a general purpose marine terminal to handle a wide range of cargoes

Factors such as Boston’s port and labor costs make it marginally less competitive than other ports to do this

Major infrastructure upgrades to the north and south jetty needed

The most significant limitations for the EDIC/Massport marine-oriented facilities in the RFMP is continued gentrification of the area and the quality of marine infrastructure

Raymond L. Flynn Marine Park

Port of Boston: The Position of the Port

Everett: 546 ac
Chelsea: 150 ac
East Boston: 260 ac
RFMP: 130 ac
Massport (all parcels): 400 ac
Newmarket: 80 ac
Brickbottom: 110 ac
Somerville
Chelsea
Boston
Everett

Industrial
Massport
RFMP
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What we heard from RFMP businesses

- The original driver for location in the park was the **combination of cost, availability of land or space, and location**
  - Relatively low cost is important, but it is also in a trendy part of the city which increases desirability
- **The clustering impact is real** due to the method of the buying process for some of the seafood and design/furnishing businesses and the niche product nature of many of the suppliers
  - **However, it is also a risk factor.** The loss of one or two key players could lead to the exodus of related businesses, as they try to maintain the clustering advantages that reduce transaction costs

Speaking with Au Bon Pain about their production facility.
What we heard from RFMP businesses

- The Just-in-Time nature of distribution-intensive businesses makes proximity to Boston, the region and Logan Airport very attractive
  - However, this also makes traffic delays or closures a problem in terms of potential lost sales or the need to increase trucks and drivers to meet delivery schedules
- Industrial use classification allows for a range of post-industrial R&D tenants
  - However, the flexible definition of R&D is resulting in employee density that is similar to traditional office and thus impacting parking, traffic and higher rents.
- Parking is a primary concern for most businesses.
  - Lack of parking affects current tenants, businesses that may have interest in the park and the park’s ability to increase development.

Speaking with Au Bon Pain about their production facility.
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The Demand for Marine Industrial Uses

What are the potential opportunity areas for Marine Industrial use in the RFMP?

1. Cargo and General Purpose Marine Terminal
2. Cruise Operations
3. Ship Repair
4. Just-in-time Freight (proximity to Logan)
5. Seafood Processing (per Massport)
Massport is focused on cargo development opportunities

- Handled nearly 1.8 million short tons of cargo in 2014
  - Average growth of roughly 8.5%, primarily due to expanded carrier service at South Boston facility
- Containerized cargo is primary business sector
  - Businesses utilizing the shipyard property also handle petroleum, LNG, scrap metal, and bulk salt
- Carrier volumes are projected to continue to increase over next 10 years

All container operations are centered in South Boston

- Massport and EDIC share a portion of the South Boston waterfront between the North and South Jetty
- These properties are located in Designated Port Areas, and thus are limited to marine-related activities
General Purpose Marine Facility at the RFMP

General Purpose Marine Facility

- A gap in Boston’s capability to serve as a full-service port
- Could handle a wide range of cargoes including perishable cargo, break bulk cargo, neo-bulk and bulk
- These facilities provide value added cargo services
  - Warehousing
  - Reefer storage
  - Government order warehousing (for inspection and bonded control)
  - Trans-loading and other related cargo services

Opportunity

- Massport and EDIC share the RFMP North, East and South Jetty areas.
- This represents the only area in the RFMP where a general cargo facility could be developed
- The public sector may be in the best position to undertake this development if it is desired.
- Once infrastructure and other improvements are completed by Massport and EDIC, the terminal can be leased out for use or operations managed by Massport.
Raymond L. Flynn Marine Park

General Purpose Marine Facility at the RFMP

- **A number of improvements needed**
  - North, South, East Jetties of immediate concern
    - Located closest to Main Ship Channel
    - Greatest opportunity for developing MMT parcel as a general cargo, bulk, break-bulk or transload facility
    - Key to developing Parcels M, M-1, and N as marine terminal facilities
  - Repair of pier and apron structures to allow handling of ships and cargo
  - Re-establishing a freight rail line into the RFMP
  - Redevelopment of existing structures on site, newreefer storage areas and utilities, warehouse buildings
  - Security and access control enhancements
  - Provision of cargo handling equipment
  - Master development and investment plan

[Waterside Infrastructure. Major repair to the N, E and S jetties would be required for "over the dock" uses, such as additional ship repair and cargo.]
General Purpose Marine Facility at the RFMP

- Other potential marine uses for this area that do not necessarily require deep water access, but do support maritime industrial uses.
  1. Reefer container storage
  2. Container chassis storage
  3. Frozen and chilled perishable cargo processing and storage for agricultural products
  4. Reefer container trans-loading for perishable cargo.
  5. Storage and trans-loading of grain, legumes, pelletized hay and similar agricultural products.
  6. Trans-loading of heavy weight rail cars carrying wood and paper products; if a rail line was extended into the property.
  7. Neo-bulk cargoes such as timber, processed lumber products, and aggregates.
  8. Project cargoes (e.g. construction equipment and materials, wind turbine components, power generation components, military equipment and materiel).
  9. Government Order Warehousing for cargo that has not cleared US Customs including containerized cargo, cargo requiring additional inspections, or bonded cargo.
  10. Empty container and chassis storage.
Cruise Activity at the RFMP

Status of Cruise Industry

- Port’s key strength as a cruise facility is its homeport trade, accounting for 60% of the trade
- Boston’s key advantages include its proximity to Logan International Airport and the wide range of air services available.
- The number of cruise passengers between 2013 and 2014 decreased by 17 percent with the Port handling nearly 317,000 passengers last year.

Future Growth

- Over a larger period of time, the number of ship calls and passengers has steadily and significantly increased since the 1990s, and is expected to remain strong
- Cruise Industry – further development is limited by poor availability of long-term parking
Ship Repair at the RFMP

Ship Repair Status

- Boston has a unique regional asset in its large vessel shipyard facility – the only major drydock facility in New England capable of handling large vessels
  - Managed by Boston Ship Repair
  - Includes an 1,150 foot long drydock, with base width of 125 feet, and a top breadth of 149 feet
    - Utilizes Massport Cruise Terminal wet berth when available
- Ship repair accounts for 500 direct and indirect jobs, 100 of which are directly in the shipyard
- Utilizes Massport Cruise Terminal wet berth when available
- Interest in expanding to handle repair of smaller vessels if space allows
Ship Repair at the RFMP

Ship Repair Potential

- Shipyard would benefit from addition of its own wet berth with vessel support hookups
  - Could potentially be accommodated at the jetty berths on the Massport Marine Terminal and EDIC properties
- Power system upgrade
  - Currently offers up to 2,400 Amps
  - Most large modern vessels require 4-8,000 Amp service
- Small floating drydock could help grow small vessel repair business
- Other Shipyard needs:
  - Additional laydown area
  - Shop space
  - Wet berth unencumbered by other vessels not being repaired – this would significantly increase opportunities for ship repair business growth
Infrastructure Challenges for Marine Industrial Uses

- **Significant investment is needed to maintain and upgrade the existing waterfront infrastructure, which is generally in poor condition.**
  - North, South, and East Jetties are of immediate concern
  - They are located closest to the Main Ship Channel and provide the most opportunity for developing a fully utilized MMT parcel as a general cargo, bulk, break-bulk or transload facility
  - Repairing these structures will be the key to developing Parcels M, M-1, and N as marine terminal facilities
  - Dry Dock #4 also provides relatively deep water access for small to medium sized vessels, but the structures at the facility are in very poor condition, and require significant investments
Resilient Development in the RFMP

- The RFMP will be subject to future flooding, due to both sea level rise and, more immediately, storm surge.
- The city is developing climate projections and vulnerability analysis through the Climate Ready Boston initiative, which will be utilized for any new development within the planning area.
- Project proponents should reference the CRB guidance for future sea level elevations and in developing a Design Flood Elevation above FEMA Base Flood Elevations to function as a datum for determining the project’s base floor elevation.
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Is there potential for “over-the-dock" Marine Industrial Uses?

- **Not “pad ready”**
  - Demand for industrial use is mobile – You need infrastructure in place first
  - Significant cost to capitalize on potential harbor dredging

- Ship repair for different boats is not possible beyond current facility. New water access infrastructure would be required (e.g. ramps, syncro lift for boats)
- Factors (available infrastructure) outside the RFMP affect potential for uses in the RFMP
- Significant cost upgrades to North Jetty waterside infrastructure would be needed for a true “water dependent” user.

Challenges for reactivating Track 61 and repairing waterside infrastructure make cargo opportunities difficult.
Perspective on “Marine Industrial” Use

Water Dependent

- Ship building & repair
- Cargo loading / unloading
- Offshore Energy
- Fishing

DPA “Marine Industrial”

- Seafood Processing
- Ship components (sails, cables, nets, etc)
- Offshore Energy
- Passenger Vessel loading / unloading

“Industrial”

Transforming, packaging and/or shipping a physical product

The building typologies are virtually indistinguishable from regular industrial
Perspective on “Marine Industrial” Use

- Many of the activities in the DPA categorical marine industrial classification (such as seafood processing and distribution) take place in buildings that are indistinguishable from contemporary non-marine industrial and logistical facilities.
Perspective on “Marine Industrial” Use

- One important consideration when evaluating demand for marine industrial uses is the flexibility of building and infrastructure typologies.
- Can the building/infrastructure be used for something else if anticipated demand for marine industrial does not materialize?
- **Remember, general industrial preservation is not at the cost of marine industrial in the future.**
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What is the future development model to support the mission?

**Goal:** Establish a development model that lures investment and maintains an industrial presence

**Objective:** Alter the requisite mix of uses and/or redefine other uses in the park to provide the revenue stream needed to operate the park and make infrastructure improvements.

- These investments can draw industrial users that would otherwise not take on the upfront costs for improvements to the infrastructure.
- The question remains; how do you preserve the industrial character and mission while accommodating commercial demand?
Success stories of multi-story industrial in the RFMP

- **Harpoon Brewery**
  - Single-tenant multi-story industrial building
  - Manufacturing/distribution and commercial use
  - 180 employees / 107,000 GSF

- **12 Channel Street**
  - 10 story / 350,000 GSF multi-tenant industrial building
  - Manufacturing and administrative uses
  - 20+ tenants / Fully-leased

- **Boston Freight Terminals**
  - Mix of multi-story commercial/office and distribution uses
  - 212,000 GSF / 2-story building

- **27 Drydock Ave**
  - 282,000 SF / R&D/bio-tech tenants / fully occupied – 550 employees

- **88 Black Falcon Ave (outside RFMP)**
  - 375,000 SF / 3-stories
  - Ground floor industrial/distribution space with upper-story commercial.
Precedents of new mixed-industrial buildings

• The New York – Portland, OR
  - Spec multi-story industrial building on Portland, OR waterfront.
  - 100,000 SF / 5-stories / $10 million project
  - Part of a city initiative for mixed-use urban industrial districts

• Brooklyn Navy Yard: Building 25 – New York, NY
  - 90,000 square foot ground up construction
  - 3 stories
  - Multi-tenant building, part of the Brooklyn Navy Yard industrial district

• Genzyme Manufacturing Facility – Boston, MA
  - 300,000 GSF / 500 employees
  - Vertical manufacturing of pharmaceuticals and R&D
Non-DPA and non-Chapter 91 development area offers opportunity for denser development

8.65 acres (377,128 GSF) of parcel area that is outside Ch 91 and the DPA
Redevelopment parcels are a mix of industrial uses

- 1,183,663 sf parcel area
- 27 acres
- 352,784 sf built space
Existing distribution of building and land use character
Medium term: Heavy industrial uses shift north of Northern Ave
Long term: Heavy industrial uses are clustered closer to waterside
Pedestrian and transit routes already correlate to mixed industrial zone
Existing Conditions
Existing Conditions with Future Projects showing DPA and Ch 91
Mixed Industrial Infill Development @ FAR 2

- Redevelopment sites at FAR 2 yield 2.5 million SF of new development
- Mixed Industrial uses above ground floor Maritime Industrial use.
- All buildings remain under FAA height limits.
Development prototype ground floor plan
Development Prototype: Accommodates multiple users
Development Prototype: Ground Floor Test-Fit

Parcel T Industrial – 56,000 GSF

Parcel X1 Industrial – 51,300 GSF

Parcel X2 Industrial – 52,650 GSF

Loading – 12 Docks

Loading – 36 Docks

Parking – 400 Spaces at 6 floors

Parking – 56 Spaces
Development Prototype: Typical Upper Floor Test-Fit

Parcel T Office – 25,000 GSF per floor

Parcel X2 Industrial – 40,500 GSF per floor

Parcel X Office – 27,000 GSF per floor
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- **What are the tactics for implementation?**
- What are the operational impacts of the planning scenarios?
What are the strategies for implementation?

- **Approach issues by asking**
  - What is the objective?
  - What action needs to take place to achieve the objective?
  - How does this action impact the RFMP?

- **Focus is on changes to state regulations & interpretations for MIPs, and the RFMP master license/plan**
  - Multi-pronged approach provides overlapping strategies for implementation (e.g., raising allowable supporting uses in the RFMP has some of the same impacts as allowing increased transshipments from Logan)
  - Avoids DPA changes that could impact other ports
What are the strategies for implementation?
Increase supporting uses to finance infrastructure improvements for industrial uses.

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<thead>
<tr>
<th>OBJECTIVE</th>
<th>ACTION ITEM</th>
<th>RFMP IMPACT</th>
</tr>
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<tbody>
<tr>
<td>Increase allowable Supporting Uses throughout</td>
<td>Change C.91 regs and RFMP master license/plan to increase Supporting Uses</td>
<td>Increases allowable Supporting Uses from 33% to 49%</td>
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<tr>
<td>the RFMP to 49%</td>
<td>from 33% to 49% (change minimum marine industrial from 67% to 51%)</td>
<td></td>
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<tr>
<td>Clarify that only ground floor Supporting</td>
<td>Change DEP interpretation or C.91 regs so that only ground floor uses count</td>
<td>Provides expanded flexibility within the RFMP for Supporting Uses</td>
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<tr>
<td>Uses count toward the allowed maximum</td>
<td>toward the Supporting Use total</td>
<td></td>
</tr>
<tr>
<td>Increase allowable Commercial Uses from 5%</td>
<td>Amend RFMP master license/plan to increase cap on commercial uses from 5%</td>
<td>Lifts the cap on commercial uses space in the RFMP</td>
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What are the tactics for implementation?
Expand allowable uses that are compatible with Marine Industrial

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| Expand use of the RFMP for Logan Airport trans-     | Use existing C.91 regs under 310 CMR 9.12(2)(b)(11) or amend C.91 regs to use all RFMP areas for trans-shipments from Logan (also amend RFMP master plan/license) | • Enhances productivity of RFMP  
• Generates investment in new facilities  
• Addresses critical Logan Airport/regional economy need |
| shipments                                           |                                                                            |                                                                                                        |
| Develop W8P7 and other underperforming pier        | Implement current proposed Chapter 91/DPA regulatory changes to allow supporting uses on pile-supported piers | Allows for redevelopment of former pier site(s) for mixed-use development                             |
| structures                                           |                                                                            |                                                                                                        |
| Avoid incompatible uses, eg general office,        | Tighten R&D definition in RFMP master plan/license                           | Maintains industrial capabilities & infrastructure                                                   |
| residential, destination restaurants, & hotels      |                                                                            |                                                                                                        |
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Total parking space permitted under APCC Freeze: 4,066
Design Center/Massport parking: 370
Estimated existing parking supply in RFMP: 3,200
Available for future development: \(~1,240\)
Raymond L. Flynn Marine Park

Shared Parking Demand – Existing
(vacancy counted in)

ITE National Standard Estimate

Parking Demand Estimate: Time of Day

4,066 space in RFMP Freeze

Estimated parking supply in study area: ~3,200

3,020 spaces needed according to suburban standard parking rates

Estimated Peak: 2,055

Industrial: 3,034,090 SF
Office: 156,129 SF
Vacant: 360,719 SF
Industrial Vacancy rate: 12%
Mixed Industrial Infill Development @ FAR 2

- Redevelopment sites at FAR 2 yield 2.5 million SF of new development.
- Mixed Industrial uses above ground floor Maritime Industrial use.
- All buildings remain under FAA height limits.
Estimated peak parking demand under build-out scenario of FAR 2 is slightly over proposed parking supply.

- The RFMP has ~4,000 total parking spaces permitted under APCC Freeze with ~1,000 spaces remaining in the parking bank.
- The C1-C2 garage (~950 spaces) will require 400 spaces from EDIC and the rest from Massport or City parking bank.
- The remaining spaces in the EDIC bank could go into a parking structure on Parcel T (574 spaces) to satisfy future demand.
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RFMP Parking Challenges

• **Almost 3/4 of RFMP employees drive to work.** Although, many newer tenants suggested a high use of transit for their employees

• With future development and seasonal peak demand of cruise ship passengers, parking will continue to be a challenge to RFMP.

• Current leaseholders stand that a lack of parking makes it difficult to attract subtenants.

• The South Boston parking freeze, instituted by the DEP, limits additional parking in the RFMP. The RFMP has ~1,000 spaces remaining in the parking bank.

• Pending development on parcels A and Q, and approved development elsewhere in the RFMP, will add significant pressure to the current parking problem.
More progressive Transportation Demand Management actions can be taken to further reduce the growing parking demand. Recommendations include:

- **Increase parking supply to accommodate future development**, by building new garage structures on parcels G or C1-C2 and Parcel T, with a total of 1,590 spaces.
- Continue the policy of separately-provided parking, while encouraging shared parking between compatible land uses
- **Expand the Seaport TMA’s membership to RFMP tenants to help coordinate commuter services**
- Encourage shared parking between RFMP and the rest of South Boston waterfront area, combined with internal transit circulator services
- Ensure the compliance with South Boston Freeze and monitor parking demand periodically to flex pricing
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RFMP Transit Challenges

• Compared to the Seaport District, RFMP has a much lower transit mode share, with only **20% of employees taking transit** to commute.

• However, at **27 Drydock Avenue transit mode share is about 75%**. This survey data indicates an opportunity to increase the overall transit mode.

• The MBTA Silver Line (SL2), operates at 123% of its maximum capacity during the morning commute.

• In the South Boston area, private shuttles provide as much total peak-hour capacity as MBTA bus service.

Total daily boardings and alightings of the Silver Line (Inbound)
RFMP Transit Recommendations

- Eliminate the loop routing of Silver Line on Black Falcon Avenue, instead rerouting onto Harbor Street, cutting back at least one-mile in distance, and use the saved time to add frequency onto the overall route.

- Reallocate the bus stops closer to major destinations, such as the Innovation and Design Building, Cruise Terminal, and future major development.

- **Working with private partners, consolidate redundant private shuttle services along Seaport Boulevard and Summer Street**

- Promote uses of Route 7 as a substitute for the Silver Line, given that outbound trips from South Station on Route 7 have adequate capacity
South Boston Transportation Plan – Existing and Future Truck Routes

- For RFMP’s industrial uses to continue thriving recommendations to the roadway network include:
  - **Highway access and arterial improvements should be prioritized** to discourage freight traffic using neighborhood and commercial streets.
  - Haul Road’s function to connect from I-93 North should be preserved or improved.
  - Haul Road’s function to connect to I-90 should be preserved or improved.
  - Connection to Logan Airport should be improved to avoid additional congestion on I-90.
  - Bridge operation over the Fort Point Channel should be improved to increase overall mobility and connectivity in South Boston.
Pedestrian and transit routes already correlate to mixed industrial zone
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