

# **Lower Broadway District Urban Renewal Plan**

## **Amendment #2**

### **City of Everett, MA**



**SUBMITTED TO:**

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**PREPARED FOR:**

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## EXECUTIVE SUMMARY

### 1. INTRODUCTION

This Second Amendment (this “Amendment”) to the Lower Broadway District Urban Renewal Plan (as so amended, the “Plan” or “URP”) was initiated by the City of Everett through the Mayor and the Everett Redevelopment Authority (“ERA”). The Plan was originally submitted by the ERA to the Department of Housing and Community Development (“DHCD”) in April 2015. DHCD approved the Plan in September 2015. Since the approval of the Plan, consistent with the underlying objectives of the Plan, the Lower Broadway District has undergone four significant changes that can be summarized as follows:

- In June 2019, following extensive remediation and construction processes, Wynn Resorts opened Encore Boston Harbor (the “Encore Resort”) on the previously vacant parcel referred to in the Plan as the Staging Yard. The \$2.6 billion resort and casino is a 33-acre landmark attraction and destination that draws thousands of people to the Lower Broadway District Urban Renewal Area (the “Area” or “URA”).
- The core of the Area, Broadway, was completely redesigned and reconstructed with new traffic signals, intersections, and bike lanes to facilitate redevelopment.
- Affiliates of Wynn Resorts have purchased or are close to closing on 13.16 acres of land across from the Encore Resort on the east side of Broadway and have begun to advance redevelopment plans that are consistent with the objectives of the Plan.
- The owners of the Mystic Generating Station (“Mystic Station” or the “Station”) have announced and received approval for the decommissioning of Units 1-7 and so-called Mystic Jet at the Station, a large power plant located south of Dexter Street that directly abuts the Area. Electricity generation from Unit 7 and the Mystic Jet, the last operating units on one of the two parcels comprising the Station, are believed to have been taken off-line by the owner of the Station as of June 1, 2021. The parcel containing the two units that are believed to be currently off-line and imminently decommissioned are on the portion of the Station site referred to in this Amendment as the “Station Parcel.”

The Plan was first amended through a minor plan change dated January 7, 2019, which focused on the creation of a public parking lot within the Area. This Amendment is the second amendment to the Plan and, due to its content and scope, the ERA has determined it to be a “major plan change” as defined in 760 CMR 12.03(2).

While the City and ERA are proud of the progress that has been made since the Plan was first adopted and approved, threats to that success exist and more work remains to be done to fully realize the goals of the Plan. This Amendment, developed in collaboration with key stakeholders including Area property owners, residents, City of Everett officials, and environmental groups, includes two key updates to the Plan to address these recent changes. The first update facilitates the development of a destination district across from the Encore Resort, east of Broadway and south of Beacham Street, by recommending minor changes to land uses proposed in the Plan. The second update expands the Area described in the Plan to incorporate the Station Parcel as part of the destination district and identifies the Station Parcel for acquisition, disposition, and redevelopment. Consistent with changes to the

regulations adopted in 2017, the ERA proposes that the Plan, as amended, be in place through 2035, or an additional fourteen years. Since the Plan was originally adopted in 2015, this will mean that the Plan will be in place for a total of twenty (20) years.

As documented below, this Amendment is based upon a local survey and conforms to any existing planning documents covering the Area, including, but not limited to, a comprehensive plan for the locality. In a public hearing on August 2, 2021, the Everett Planning Board confirmed the Amendment's conformity with existing plans for the City of Everett, consistent with the requirements of section 48 of M.G.L. c. 121B.

The changes described in this Amendment are crucial to facilitating the transformation of the Lower Broadway District into the vibrant destination envisioned in the Lower Broadway District Master Plan (the "Master Plan") and the Plan. Stakeholders share a mutual interest in continuing the great progress that has been made, addressing risks that threaten that progress, attracting new development, enhancing recreational opportunities, creating jobs, and improving waterfront access for the residents of Everett as the Area is transformed into a true regional destination.

## **2. DESCRIPTION OF THE URBAN RENEWAL AREA**

The Area is located in the Lower Broadway District of Everett and as revised by this Amendment, is roughly bounded by:

- Gateway Center shopping area to the west;
- Revere Beach Parkway to the north/northwest;
- The Exxon-Mobil tank farm to the east and northeast; and
- The Mystic River to the southwest.

With its approval of the Plan in September 2015, the ERA established the URA as decadent area and blighted open area. Since then, considerable developments have occurred within the URA. The 33-acre Encore Resort opened in 2019. Encore Resort includes a 210,000-square foot casino, 15 dining establishments, 671 hotel rooms, 50,000 square feet of event space, and a six-acre public waterfront park. The previously vacant Staging Yard parcel on which the resort now sits required \$68 million worth of environmental remediation after decades of chemical manufacturing left the parcel heavily contaminated. Encore Resort is a landmark attraction in the region and brings thousands of visitors to Everett.

Additionally, significant changes have taken place across the street from the Encore Resort in the area bounded by Broadway to the west, Dexter Street to the south, Robin Street to the east, and Beacham Street to the north. More than 13 acres of land in this area have been purchased by Wynn Resorts affiliates. Many dilapidated buildings have been demolished and, consistent with the goals of the 2019 minor plan change ("Amendment #1), much of this land has been converted into surface parking lots currently operated by the City of Everett (the "Lower Broadway Community Lot"). With a few exceptions, residential and commercial uses that dominated this area are gone and the land is currently poised for redevelopment.

Land uses adjacent to the URA outlined in the Plan remain largely industrial. The cessation of the remaining operations on the Station Parcel presents an opportunity to reimagine the future of the large parcel currently occupied by the fossil-fueled power plant. At the same time, the fact that the Station Parcel will soon be decommissioned presents the risk to the City that it will lie fallow for several years. This risk poses a threat to the progress that has been made.

This Amendment seeks to address both that opportunity and that risk by proposing the expansion of the Area to include the Station Parcel, which consists of 1,750,000 sf (40.17 acres) of land and improvements at 39 Rover Street currently home to Units 1-7 and the Mystic Jet. Map A-1 shows the Station Parcel, which is all of the land and improvements located in Everett and shown as “Existing Mystic Station Parcel” on a plan of land recorded with the Middlesex South District Registry of Deeds as Plan no. 151 of 2001, which is included in this Amendment as Attachment C. An additional portion of the property located in Boston is not a part of the Station Parcel and is not a part of this Amendment. If the Station Parcel is acquired by the ERA, it would then be disposed of for purposes consistent with the Plan in its “as is” condition.

Table 1 includes relevant information about the Station Parcel.

**Table 1: Proposed Expansion of the Area**

Address	Parcel ID	Current Use	Area (acres)
39 Rover Street	H0-08-000001 (portion)	Power Plant	40.17

The Station Parcel is within an Industrial District, as defined by the City of Everett Zoning Ordinance. The parcel directly abuts the Lower Broadway District URA and is bounded by:

- City of Boston corporate boundary to the west;
- Dexter Street to the north;
- Mystic Generating Station Units 8 and 9 to the east; and
- The Mystic River to the south.

The Station Parcel is one of two parcels comprising the Station. Constructed in the 1930s and originally owned and operated by Boston Edison Company, Mystic Generating Station has been providing power to the Boston area since the 1940s. The facility originally operated three units (Mystic units 1-3), which have since been decommissioned. Later, in the 1950s, the facility grew to include three additional units (Mystic units 4-6), with a combined output of 468 megawatts (“MW”); these units remained operational until their retirement in 2003. The plant underwent additional expansion in 1975 with the construction of Mystic 7, which is currently the oldest operating unit at the Station. The 9 MW Mystic Jet later came on-line. As previously noted, both Mystic 7 and the Mystic Jet are believed to have been taken off-line as June 1, 2021.

The Station Parcel is also the site of certain facilities owned and operated by Eversource that are expected to remain on site and functioning (collectively, the “Eversource Facilities”). Any redevelopment conducted on the Station

Parcel would be done so as to not disturb the Eversource Facilities and to preserve the generating capacity of Mystic Units 8 and 9 while they are operational.

The Station Parcel has been the location of one of New England's largest power plants for more than 80 years and is adjacent to other heavy industrial users. As a result, the Station Parcel is highly disturbed. Heavy metals, PCBs, petroleum, and other hazardous materials have been found in soil and groundwater on the Station Parcel. More information regarding environmental hazards located on the Station Parcel is included in **12.02(3) Eligibility**.

Although not part of the Station Parcel, Units 8 and 9, located on the parcel immediately adjacent to the Station Parcel, are still an important part of the Station's generation fleet. The last of the units constructed at the Station, Units 8 and 9 became operational in 2003. With nameplate capacity of approximately 1,400 MW, Mystic 8 and 9 now comprise the majority of the station's electrical output and remain active in supplying the regional electric grid. Units 8 and 9 are scheduled to retire as of June 1, 2024.

Information used throughout this document was obtained from Department of Environmental Protection (DEP) records, City of Everett records and planning documents, land and building easements, and physical inspections and observations of the Area.

### **3. STATEMENT OF NEED**

The Area has been found to be a decadent and blighted open area by the ERA. A description of the Area's characteristics that demonstrate consistency with the definitions of *blighted open area* and *decadent* can be found in the Plan as originally adopted and approved.

The changes that have occurred within the pre-existing URA since the Plan's approval in 2015 make alterations to the proposed land use of certain parcels east of Broadway necessary. One area subject to these alterations is the area north of Dexter Street within the blue "District Boundary" line shown on Map A-1. As described in the previous section, this area is now dominated by surface parking lots and most parcels are now owned by Wynn Resorts affiliates. The ERA's vision for this area, developed alongside a variety of stakeholders in the community, is a destination district, branded as the Lower Broadway Destination District (the "District"), that includes the Station Parcel and complements the landmark Encore Resort. Currently, the Encore Resort is surrounded by incongruous land uses, specifically large-scale heavy industrial properties and small, interspersed commercial and residential properties. The proposed land uses set forth in the Plan no longer align with the City of Everett's vision for a vibrant District that stimulates economic development, provides jobs and recreational opportunities for residents, generates meaningful tax revenues, and serves as a source of pride for the City and entire Greater Boston region. These land also no longer reflect the current uses of most properties in this area. The incongruities between the present vision for the area and the Plan's original land use recommendations make the updates described in **12.02(4) Proposed Public Actions** necessary. Without updated land use planning, it is improbable that the Area would be redeveloped, as envisioned, by the ordinary operations of private enterprise alone.

Relative to the proposed expansion of the Area, this Amendment evaluates data from several sources to support the recommendation that the Station Parcel meets the eligibility standards defined in Massachusetts General Laws (M.G.L.) c. 121B for consideration as *decadent* and that it is improbable that the Station Parcel would be redeveloped

by the ordinary operations of private enterprise without the involvement of the ERA. As discussed in **Chapter 12.01(3) Eligibility**, the Station Parcel has several characteristics that contribute to the current decadent conditions. Several of these characteristics are comparable to findings on the Staging Yard parcel in the Plan, and include the following:

- A large and imminently vacant parcel with known contamination issues, resulting in remediation requirements and other site constraints that are unduly expensive to complete without public intervention;
- Facilities that constitute a barrier to development due to scale, conditions, and use restrictions;
- Facilities that are obsolete and abandoned and no longer capable of serving their original function;
- Risk that the Station Parcel may remain unused for a long period of time;
- Substantial changes in business and economic conditions; and
- The presence of directly adjacent uses that are incompatible with the current use.

#### **4. PROPOSED PUBLIC ACTIONS**

To maximize the redevelopment potential of the Area and achieve the goals described in the Master Plan and the Plan, the ERA proposes the following actions: limited changes to land uses proposed in the URP, the expansion of the URA to include the Station Parcel, the identification of the Station Parcel for acquisition and disposition, and infrastructure improvements to better serve the Area.

The proposed changes to land use recommendations apply to the area within the envisioned District that is north of Dexter Street. Map A-1 and additional maps in **12.02(2) Characteristics** depict the boundaries of the proposed District, located east of Broadway and across from the Encore Resort. The land uses proposed within this portion of the District in the existing Plan include a patchwork of many uses such as single family residential, multifamily residential, mixed use, commercial, industrial/manufacturing, parks, utility, and warehouse. These land uses are not conducive to facilitating redevelopment of the District, especially given the small size and irregular shape of the dozens of parcels comprising the area. Map C-1 shows the land uses proposed in the original Plan. This Amendment proposes that all parcels of land within the District north of Dexter Street be designated for commercial use. Map D-1 reflects the land use changes proposed herein.

Next, it is recommended that the Station Parcel be incorporated into the URA as an acquisition parcel, and that it be made available for disposition and redevelopment consistent with the objectives of the Plan. The imminent decommissioning of the generating units on the large and highly visible waterfront parcel presents an opportunity to convert one of New England's largest and most polluting power plants into a development within the new District that will benefit public health, recreational opportunities, and access to the waterfront for residents and visitors of Everett. As it constitutes a decadent property, incorporating the Station Parcel into the Area will allow for future land use of the parcel to be brought in line with the objectives of the Plan and Master Plan. The ERA proposes that the Station Parcel be targeted for acquisition and redevelopment to facilitate appropriate remediation and redevelopment

of the parcel. While the ERA will make every reasonable effort to acquire the Station Parcel by negotiated purchase, the risk that the Station Parcel will lie unused for a lengthy period of time and thereby threaten the progress that has been made to improve the condition of the Area requires that the ERA obtain the right to acquire the Station Parcel by eminent domain and to the dispose of the Station Parcel for purposes consistent with the objectives of the Plan. Information concerning conditions of the Station Parcel is included in **12.02(3) Eligibility** and additional information related to the acquisition of the parcel is included in **12.02(5) Acquisitions**.

In order to support the above redevelopment objectives, two public infrastructure improvements are proposed as part of this Amendment. First, there is a section of Bow Street running between Mystic Street and Thorndike Street that is immediately adjacent to Broadway and provides no significant traffic function. It is proposed that this section of Bow Street is discontinued. The discontinuation of Bow Street will bring the edge of the District out to front on Broadway and improve safety conditions for pedestrians crossing Broadway. Portions of the Bow Street right of way may be retained as a public way as needed for an expansion of Broadway to accommodate future bus lanes and the extension of Lynde Street out to Broadway. The creation of such bus lanes is the other public improvement included in this Amendment. It is proposed that dedicated bus lanes be constructed on the stretch of Broadway running from Alford Street in Boston to Sweetser Circle in Everett. Everett has been a regional leader in pioneering the use of dedicated bus lanes as far back as 2016. Dedicated bus lanes on Lower Broadway will increase the accessibility of the District to those in Everett and the surrounding communities and improve the overall efficiency and utility of the limited public transportation options currently available to Everett residents. The lanes are also anticipated to increase the feasibility of extending Silver Line bus service into Everett, which is presently being studied as part of the MBTA's Silver Line Extension ("SLX") Alternatives Analysis project. Further details about these two proposed projects may be found in **12.02(8) Public Improvements**.

Finally, acquisition, and disposition of the Station Parcel may prove necessary. Detailed information about these potential actions is provided in **12.02(6) Relocation, 12.02(7) Site Preparation, 12.02(9) Disposition, and 12.02(10) Redeveloper's Obligation**.

## **5. ANTICIPATED REDEVELOPMENT**

The anticipated redevelopment of the District includes a variety of commercial and mixed waterfront uses that complement the recent development of the Encore Resort and together create a unique destination area. Potential uses desired in the District include restaurants, hotels, recreational uses, entertainment venues such as a theaters, cinemas, and concert halls, recreational facilities, water transportation facilities, and retail stores. To promote the enjoyment of these uses and create a unified streetscape along Broadway, improvements to public infrastructure and parking facilities are necessary. Therefore, centralized parking facilities are an acceptable land use in the District.

## **6. VISION**

As described in detail in the Plan, the URA is a disjointed area with considerable unrealized potential. While the goals and objectives of the Master Plan and Plan remain the same for this Amendment, the vision for the District within the URA is revised to reflect the changes that have occurred since 2015.

The vision for the District is a vibrant and cohesive area with development anchored by the Encore Resort and complementary commercial uses along Broadway. The District is developing a strong identity and a reputation as an exciting destination where residents and visitors alike can work and play and return to again and again. The public realm in the District is increasingly accessible and inviting for pedestrians, bicyclists, and public transportation users. The commercial uses will provide a wide range of employment opportunities for Everett and nearby residents. When the District is built out, residents are proud to bring their friends and family, as the District exemplifies the exciting possibilities for previously disturbed industrial areas.

The future of the Station Parcel, specifically, is envisioned to be an appealing destination within the District that provides employment opportunities, recreational amenities, waterfront access, water transportation opportunities, and commercial services for Everett residents and visitors. The successful redevelopment of the Station Parcel, comparable to the redevelopment of the Staging Yard site, will transform a large waterfront parcel from an industrialized site replete with documented environmental hazards into an attractive and accessible destination of which the City can be proud. The Station Parcel's strategic location creates potential for the District to be connected via water transportation to nearby destinations such as the Charlestown Navy Yard, Rowes Wharf, and the Seaport, making the District more conveniently reachable from Boston. The revitalization of the Station Parcel is expected to stimulate the local economy, enhance the quality of life for residents, and mark a shift away from hazardous heavy industrial uses in the Area that have historically plagued residents.

In addition to the public improvements proposed in this Amendment, it is anticipated that longer-term infrastructure projects that build upon the economic benefits of redevelopment and contribute to the destination-like quality of the District will also be realized through the efforts of others. The ERA is supportive of these projects and they are consistent with the goals of the Plan. The most notable of these projects is the addition of a commuter rail stop on the MBTA Newburyport/Rockport line in the Area. The addition of a commuter rail stop in Everett, coupled with the potential electrification of the commuter rail, will make the District more accessible to people across the region and make the region more accessible to Everett residents. The expansion of the Silver Line to Everett, which the ERA hopes is facilitated with the creation of dedicated bus lanes (one of the public improvements in this Amendment), will further the accessibility of the District by public transportation. Finally, the District and the Area as a whole will be linked to a network of existing pedestrian and bicycle paths in the region via a pedestrian bridge that has been proposed over the commuter rail tracks west of Broadway. The bridge will connect the Lower Broadway District to paths such as the Northern Strand Community Trail, Gateway Park, and Encore Harborwalk.

## **7. GOALS AND OBJECTIVES**

The goals and objectives for redevelopment of the District, and Station Parcel in particular, are listed below and described in **Chapter 12.02(3) Objectives**.

- Amend proposed land uses in the District to facilitate the development of commercial space and job creation.
- Unify the public realm in and around the District to better serve its users.
- Remediate and revitalize the Station Parcel to facilitate new development and significantly expand public access to the waterfront.

## **8. COMMONWEALTH'S SUSTAINABLE DEVELOPMENT PRINCIPLES**

The section below describes how this Amendment to the URP conforms to and promotes the Commonwealth's ten Sustainable Development Principles.

### **Concrete Development and Mix Uses**

*Support the revitalization of city and town centers and neighborhoods by promoting development that is compact, conserves land, protects historic resources, and integrates uses. Encourage remediation of existing sites, structures, and infrastructure rather than new construction in undeveloped areas. Create pedestrian friendly districts and neighborhoods that mix commercial, civic, cultural, educational, and recreational activities with open spaces and homes.*

The Amendment advances this principle by promoting concentrated development in the currently underutilized portions of the Area. The revitalization of the Station Parcel from a contaminated heavy industrial property into a vibrant area with public gathering areas, integrated uses, and waterfront access further advances this principle.

### **Advance Equity**

*Promote equitable sharing of the benefits and burdens of development. Provide technical and strategic support for inclusive community planning and decision making to ensure social, economic, and environmental justice. Ensure that the interests of future generations are not comprised by today's decisions.*

The advancement of equity was a major catalyst for this Amendment. First, the vision and goals described in the Master Plan, URP, and this Amendment were conceived in collaboration with community members of diverse backgrounds in Everett. The fruition of the District vision will provide thousands of new jobs for present and future generations of Everett residents. The District is envisioned to be a source of pride for residents, who have long been burdened by environmental injustices as an Environmental Justice ("EJ") community. In Massachusetts, a neighborhood is defined as an EJ population if median household income is equal to or less than 65 percent of the statewide median, or at least 25 percent of the residents identify as a race other than white, or at least 25 percent of households have no one over the age of 14 who speaks English only or very well. Similarly, the redevelopment of the Station Parcel, currently an embodiment of the environmental injustice experienced by Everett residents for decades, will seek to spread the benefits of development as widely as possible through the creation of a true destination area that takes advantage of the waterfront access that the property provides.

### **Make Efficient Decisions**

*Make regulatory and permitting processes for development clear, predictable, coordinated, and timely in accordance with smart growth and environmental stewardship.*

The Amendment promotes this principle by simplifying the proposed land use plan in the URA to the greatest extent possible. The existing land use objectives are no longer compatible with the modern vision for the District. This Amendment will make realizing and permitting future development in the currently underutilized District cleaner and

more efficient and viable. The proposed land use of the Station Parcel will also make the regulatory and permitting processes more efficient so that the environmental and economic benefits of development can be realized in a timely manner.

### **Protect Land and Ecosystems**

*Protect and restore environmentally sensitive lands, natural resources, agricultural lands, critical habitats, wetlands and water resources, and cultural and historic landscapes. Increase the quantity, quality, and accessibility of open spaces and recreational opportunities.*

The immense potential of the contaminated and soon-to-be dormant Station Parcel will be unlocked through the actions described in the Amendment. The anticipated remediation and revitalization of the Station Parcel by redevelopers will significantly expand the accessibility of the Mystic River waterfront. The redevelopment will provide a destination for residents in an area where it was previously unimaginable.

### **Use Natural Resources Wisely**

*Construct and promote developments, buildings, and infrastructure that conserve natural resources by reducing waste and pollution through efficient use of land, energy, water, and materials.*

The Amendment seeks to facilitate the environmental remediation of a contaminated industrial site and reclamation of a large waterfront area. Future remediation and redevelopment activities will seek to conserve natural resources and minimize waste and pollution. All new construction will be consistent with stormwater management standards and will incorporate sustainability and energy efficiency.

### **Expand Housing Opportunities**

*Support the construction and rehabilitation of homes to meet the needs of people of all abilities, income levels, and household types. Build homes near jobs, transit, and where services are available. Foster the development of housing, particularly multifamily and smaller single-family homes, in a way that is compatible with a community's character and vision and with providing new housing choices for people of all means.*

The District is envisioned with limited housing opportunities. The District zoning consists of commercial and employment subdistricts (LB-C and LB-E). In these subdistricts, only multi-family residential uses are permitted, and this use requires a special permit and is conditional upon location within a mixed-use development project. Single-, two-, and three-family dwellings are not permitted in the LB-C and LB-E subdistricts. Other areas of the Area to the north of Beacham Street permit a wider variety of residential uses and are generally more conducive to housing opportunities considering the ongoing industrial uses near the District.

### **Provide Transportation Choice**

*Maintain and expand transportation options that maximize mobility, reduce congestion, conserve fuel, and improve air quality. Prioritize rail, bus, boat, rapid and surface transit, shared-vehicle and shared-ride services, bicycling,*

*and walking. Invest strategically in existing and new passenger and freight transportation infrastructure that supports sound economic development consistent with smart growth objectives.*

Improvements to the public realm in the URA have created an environment more conducive to walking and bicycling. This Amendment builds on these improvements by proposing the discontinuation of a section of Bow Street and dedicated bus lanes on the section of Broadway running through the Area. These improvements are detailed in **12.02(8) Public Improvements**.

The expansion of the Area to include the Station Parcel also creates an excellent opportunity to connect the District to nearby waterfront destinations via water transportation. This Amendment envisions water transportation infrastructure that can accommodate water taxis or ferries as a potential future use on the Station Parcel.

In addition, the Plan discusses the addition of a new MBTA commuter rail stop in the Area on the Newburyport/Rockport line and other significant transportation improvements. While they have yet to be realized and are still in the planning stages, the ERA and City of Everett continue to support these projects as they are consistent with, and will further, the objectives of the Plan.

### **Increase Job and Business Opportunities**

*Attract businesses and jobs to locations near housing, infrastructure, and transportation options. Promote economic development in industry clusters. Expand access to education, training, and entrepreneurial opportunities. Support the growth of local businesses, including sustainable natural resource-based businesses, such as agriculture, forestry, clean energy technology, and fisheries.*

A primary goal of this Amendment is to attract redevelopment that stimulates the local economy, further solidifies the Area as a true regional destination, and provides job opportunities. The redevelopment of the Staging Yard site into the Encore Resort has already created thousands of jobs and training programs for employees and continues to support the growth of surrounding local businesses. The development of the adjacent underutilized portions of the District, facilitated by the actions outlined in this Amendment, will advance this economic development and spur additional job creation. The revitalization of the Station Parcel will similarly create hundreds of new jobs on a property historically home to an obsolete fossil-fueled power plant. Contemplated uses on the Station Parcel will provide new employment opportunities, positioning the City's economy to thrive in the future.

### **Promote Clean Energy**

*Maximize energy efficiency and renewable energy opportunities. Support energy conservation strategies, local clean power generation, distributed energy technologies, and innovative industries. Reduce greenhouse gas emissions and consumption of fossil fuels.*

Energy efficiency and renewable energy opportunities will be incorporated into all phases of the proposed redevelopment. Anticipated improvements to pedestrian and bicycle infrastructure and amenities will reduce reliance on automobiles and subsequently reduce fossil fuel consumption and the greenhouse gas emissions associated with it.

**Plan Regionally**

*Support the development and implementation of local and regional, state and interstate plans that have broad public support and are consistent with these principles. Foster development projects, land and water conservation, transportation and housing that have a regional or multi-community benefit. Consider the long-term costs and benefits to the Commonwealth.*

This Amendment is consistent with the widely supported goals and objectives of the local Master Plan and the Plan. The proposed redevelopment of the Station Parcel is consistent with state policies concerning brownfields remediation, sustainable economic development, and job creation.

## 12.02(2) CHARACTERISTICS

The plans and information presented herein describe the existing characteristics of the Station Parcel as well as the existing and proposed future conditions of the land comprising the District. Section 1 includes the required maps for the Amendment. Section 2 provides additional discussions of map content.

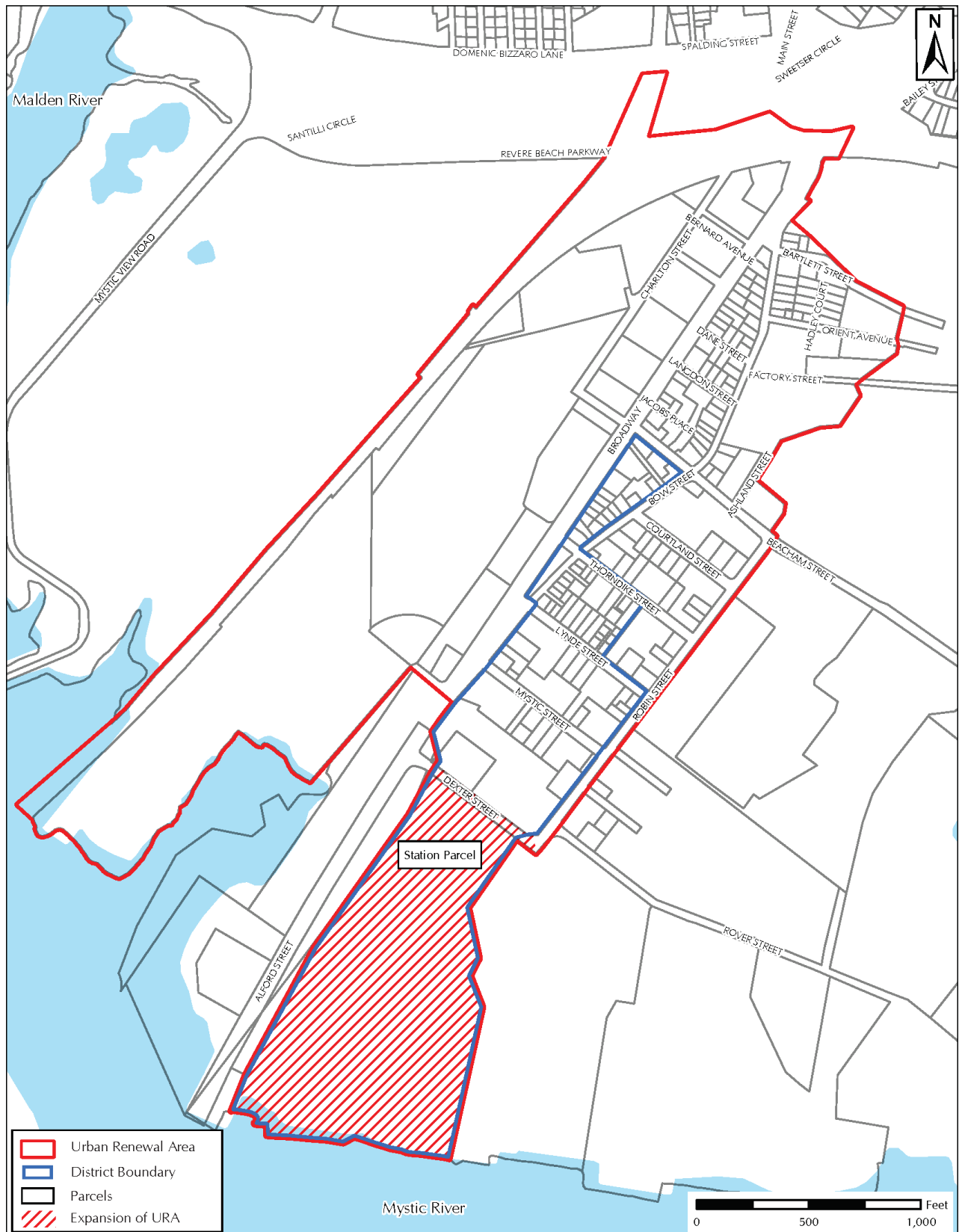
### 1. MAPS

The maps presented herein and listed below adhere to the state's requirements for an Urban Renewal Plan.

#### Required Maps

- A-1 Amended URA Boundary
- A-2 Aerial Photography of Amended URA Boundary
- A-3 Topography
- B-1 Existing Property Lines and Building Footprints
- B-2 Proposed Property Lines and Building Footprints
- C-1 Existing Land Use
- C-2 Current Zoning
- D-1 Proposed Land Use
- D-2 Proposed Zoning
- D-3 Public Improvements and Activities
- E-1 Thoroughfares, Public Rights of Way and Easements, Existing
- E-2 Thoroughfares, Public Rights of Way and Easements, Proposed
- F-1 Parcels to be Acquired
- G-1 Lots to be Created for Disposition
- H-1 Buildings to be Demolished
- I-1 Buildings to be Rehabilitated
- J-1 Buildings to be Constructed

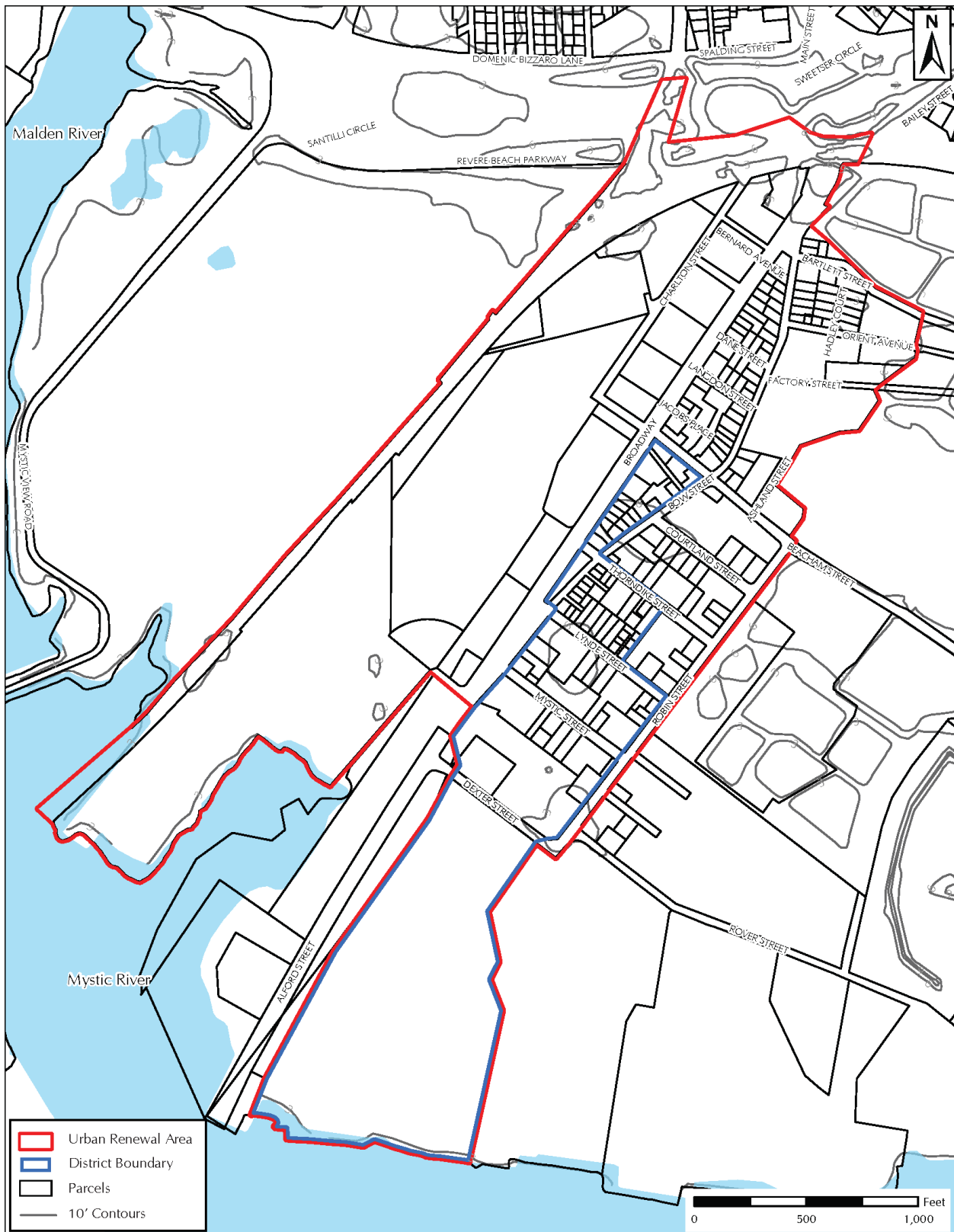
**Map A-1: Amended URA Boundary**



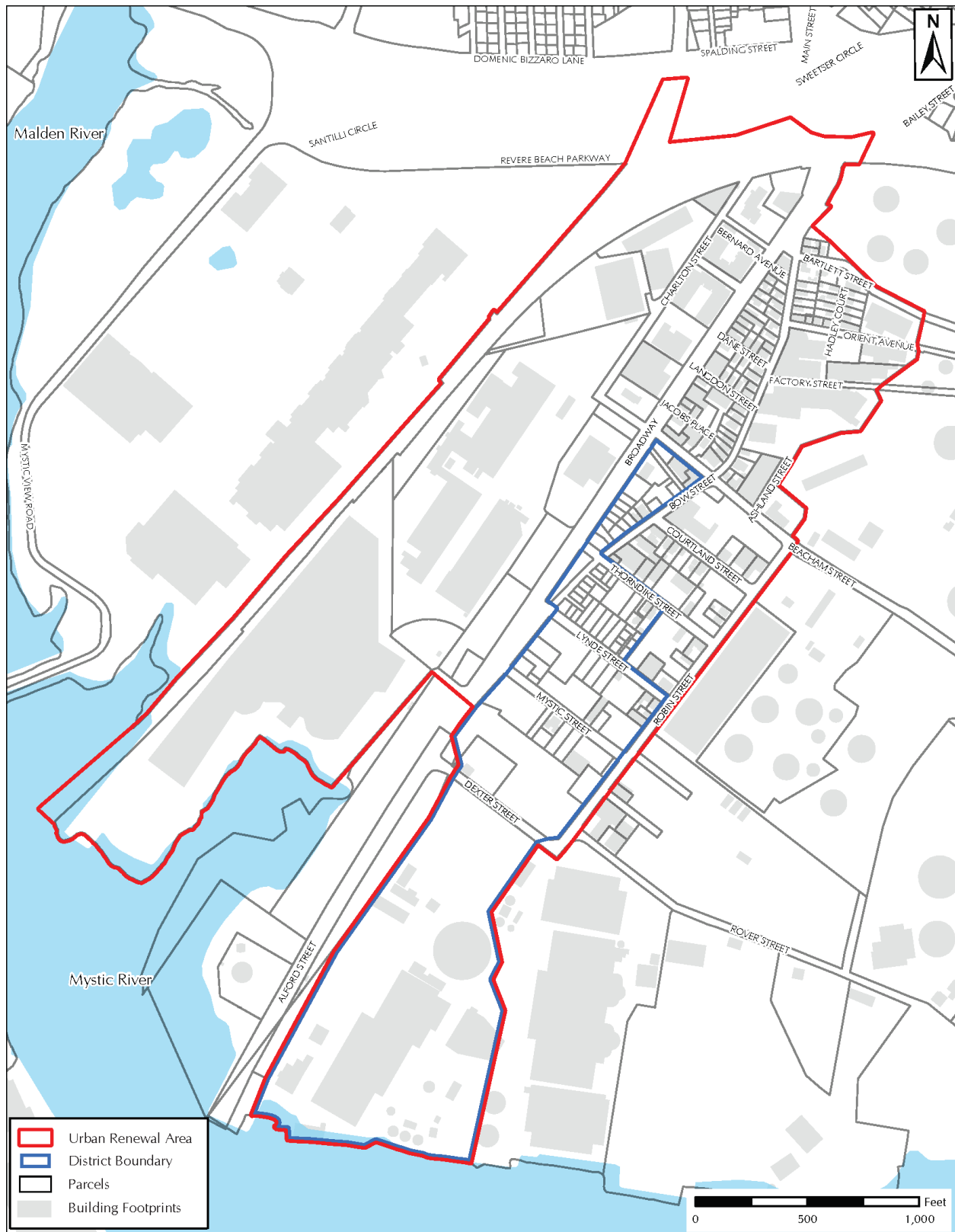
Map A-2: Aerial Photograph of Amended URA Boundary



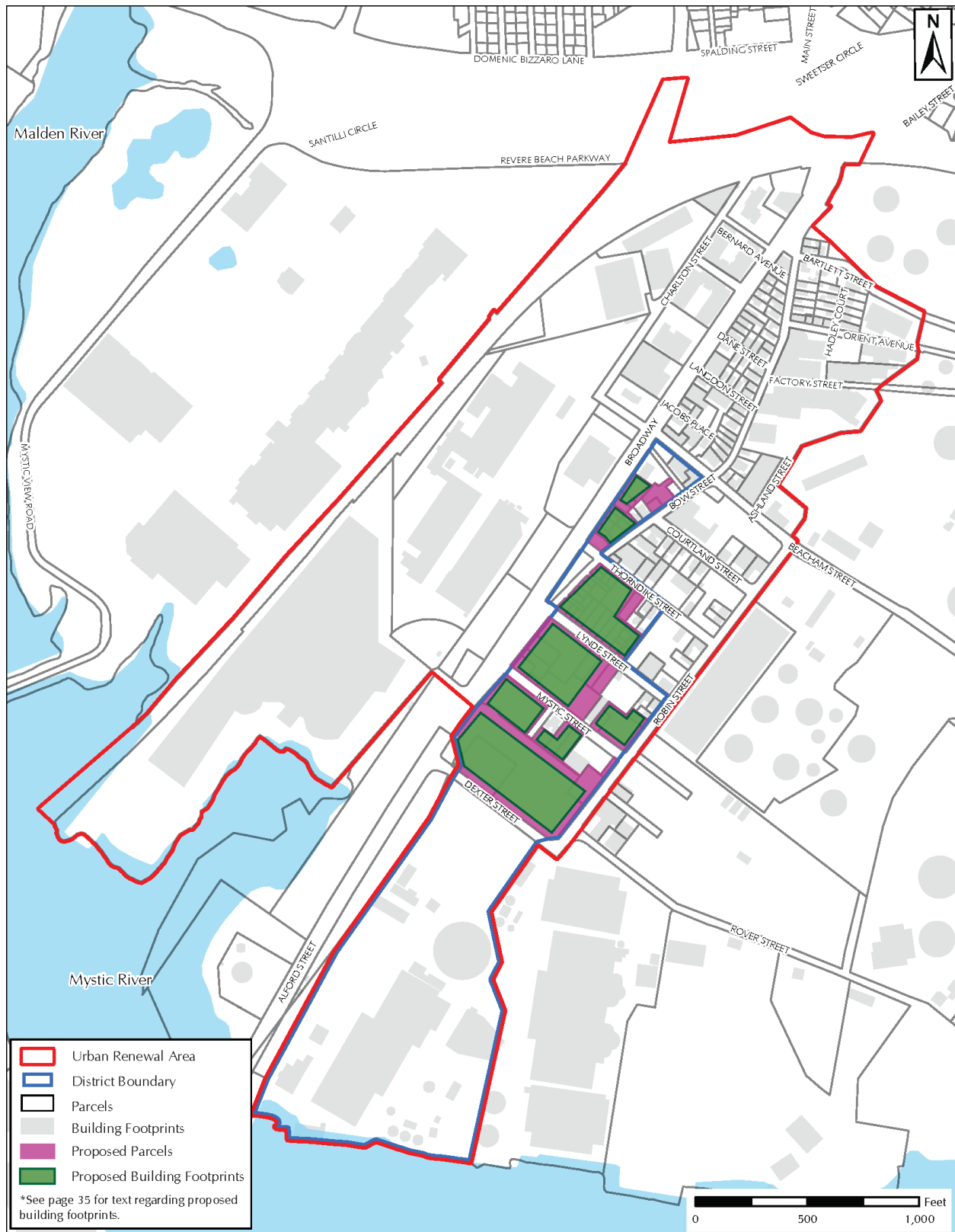
**Map A-3: Topography**



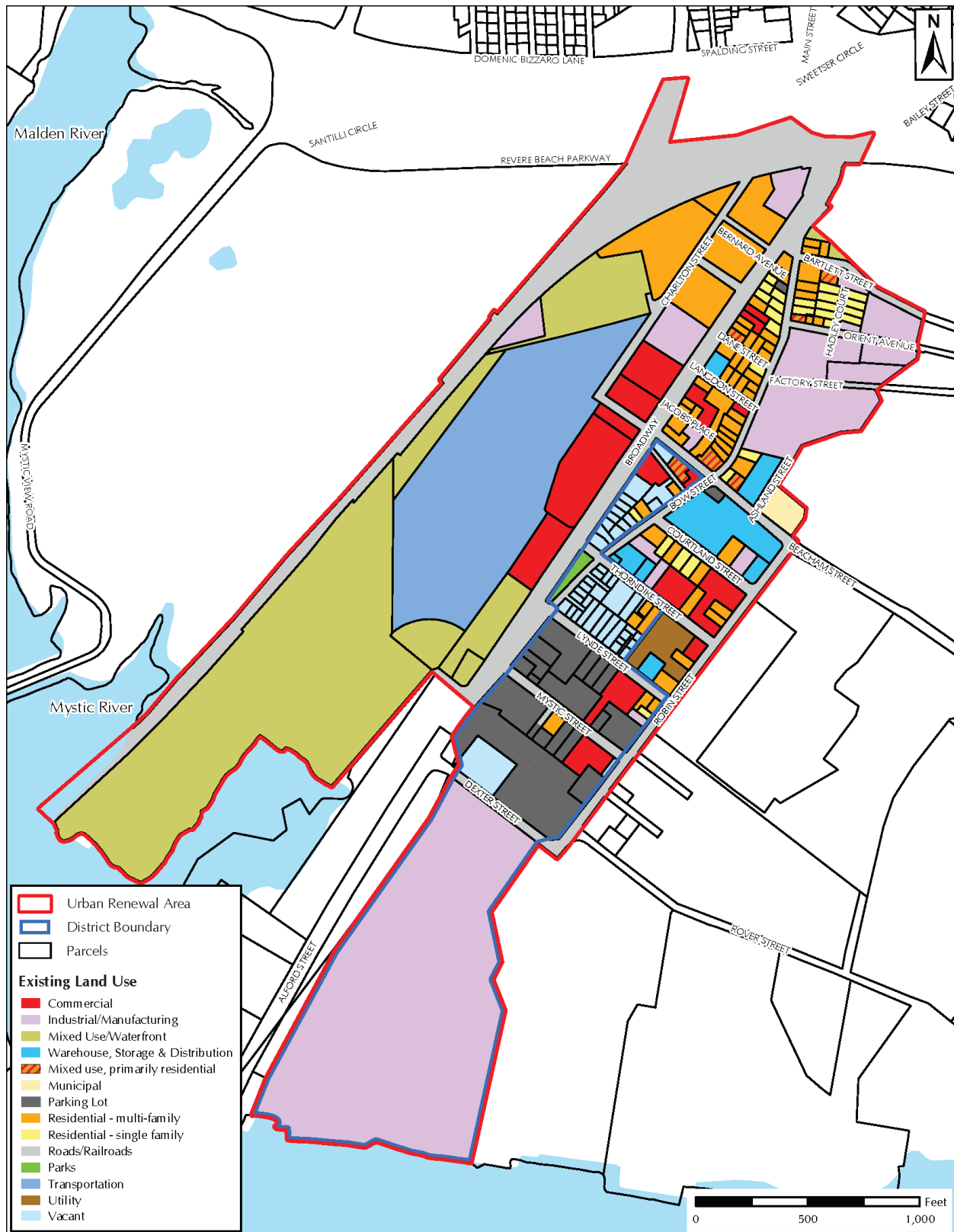
**Map B-1: Property Lines and Building Footprints, Existing**



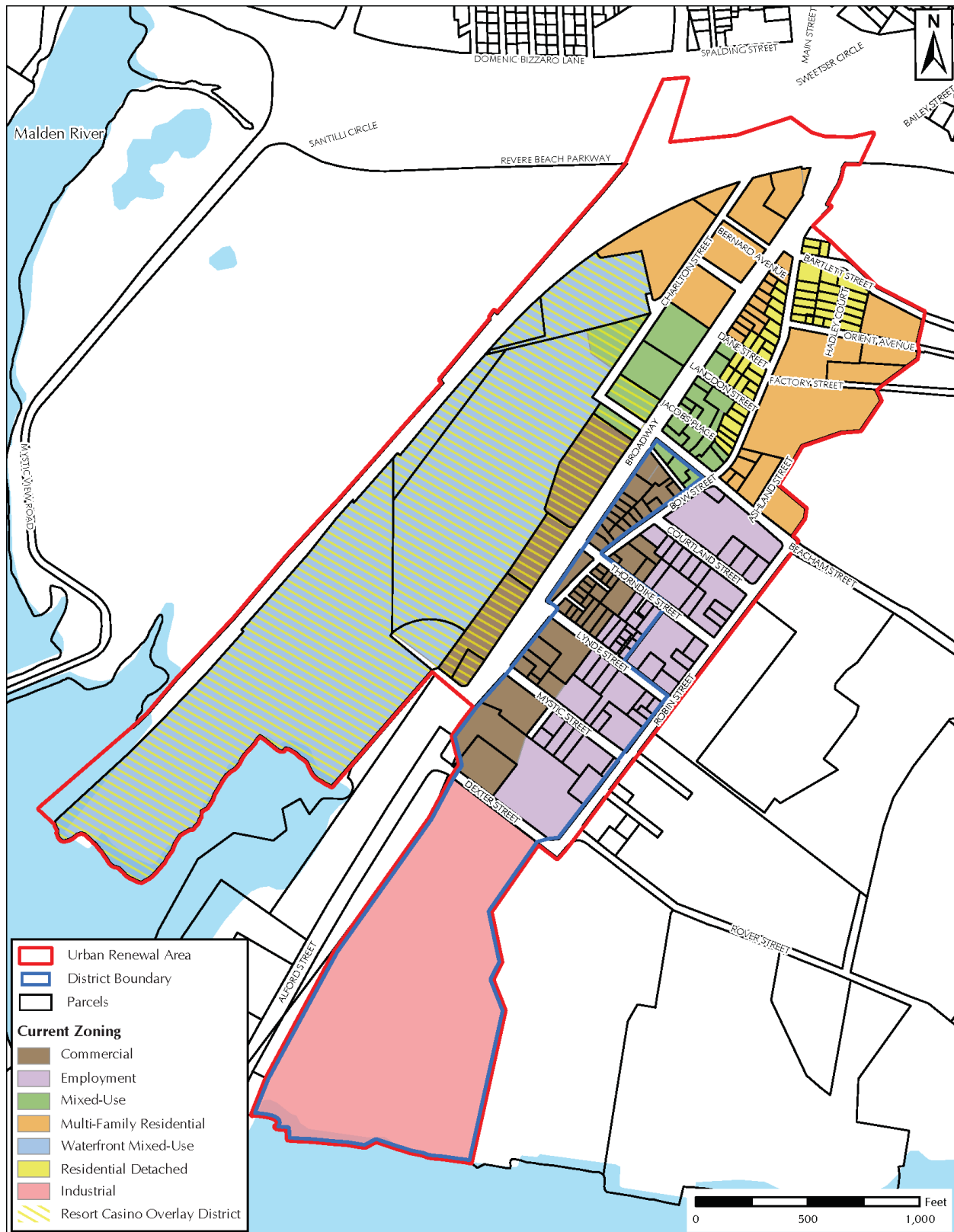
**Map B-2: Property Lines and Building Footprints, Proposed**



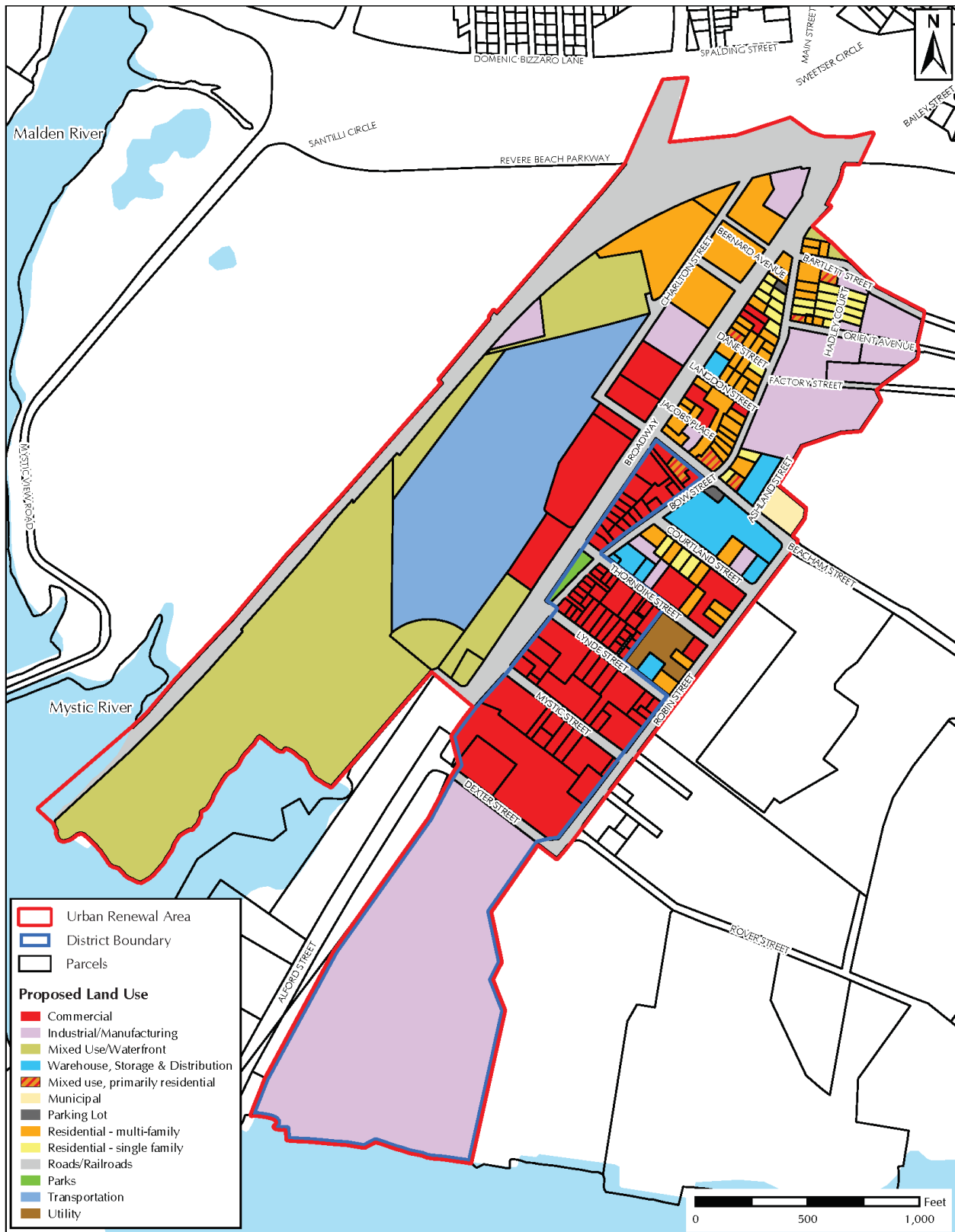
### Map C-1: Existing Land Use



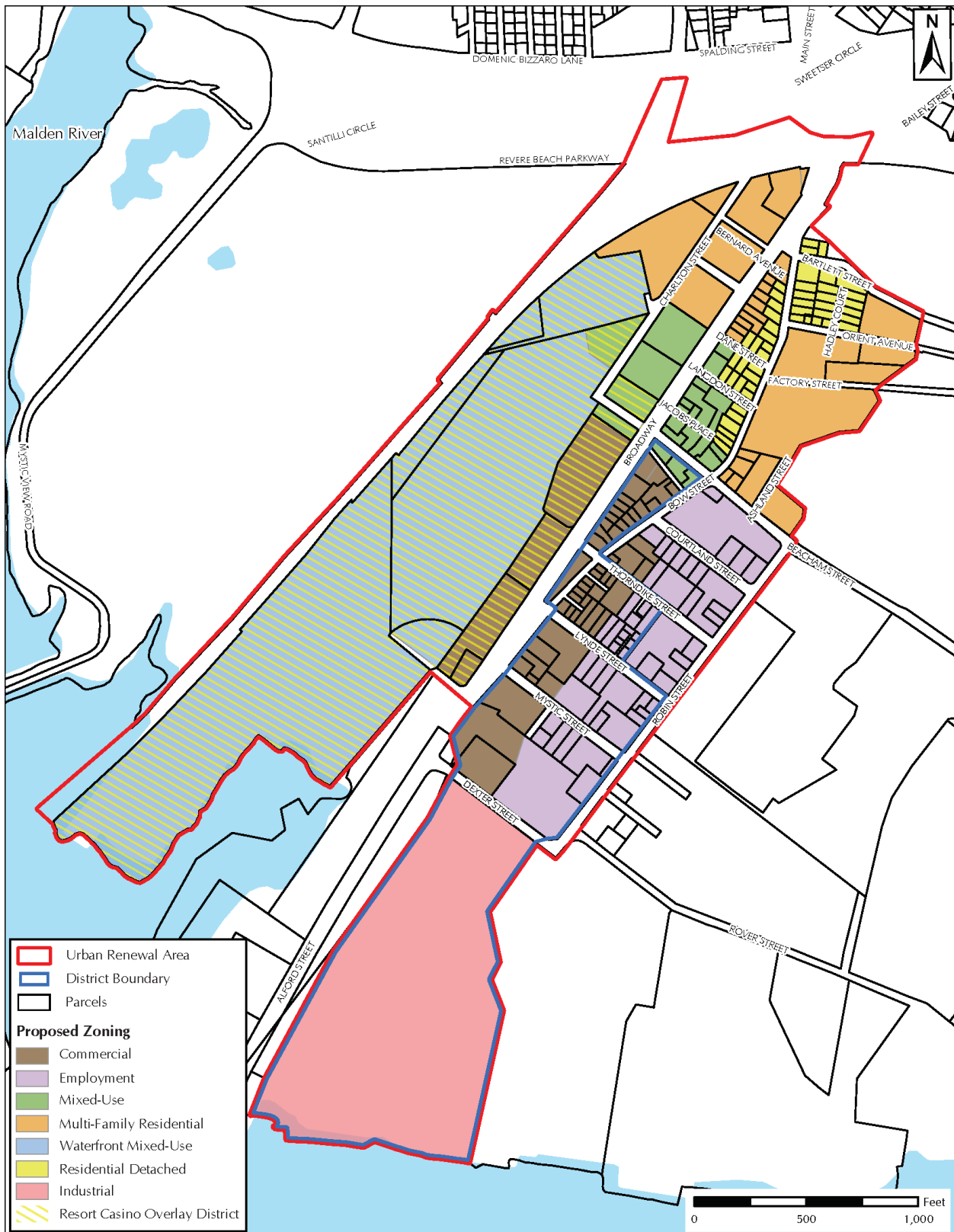
## Map C-2: Current Zoning



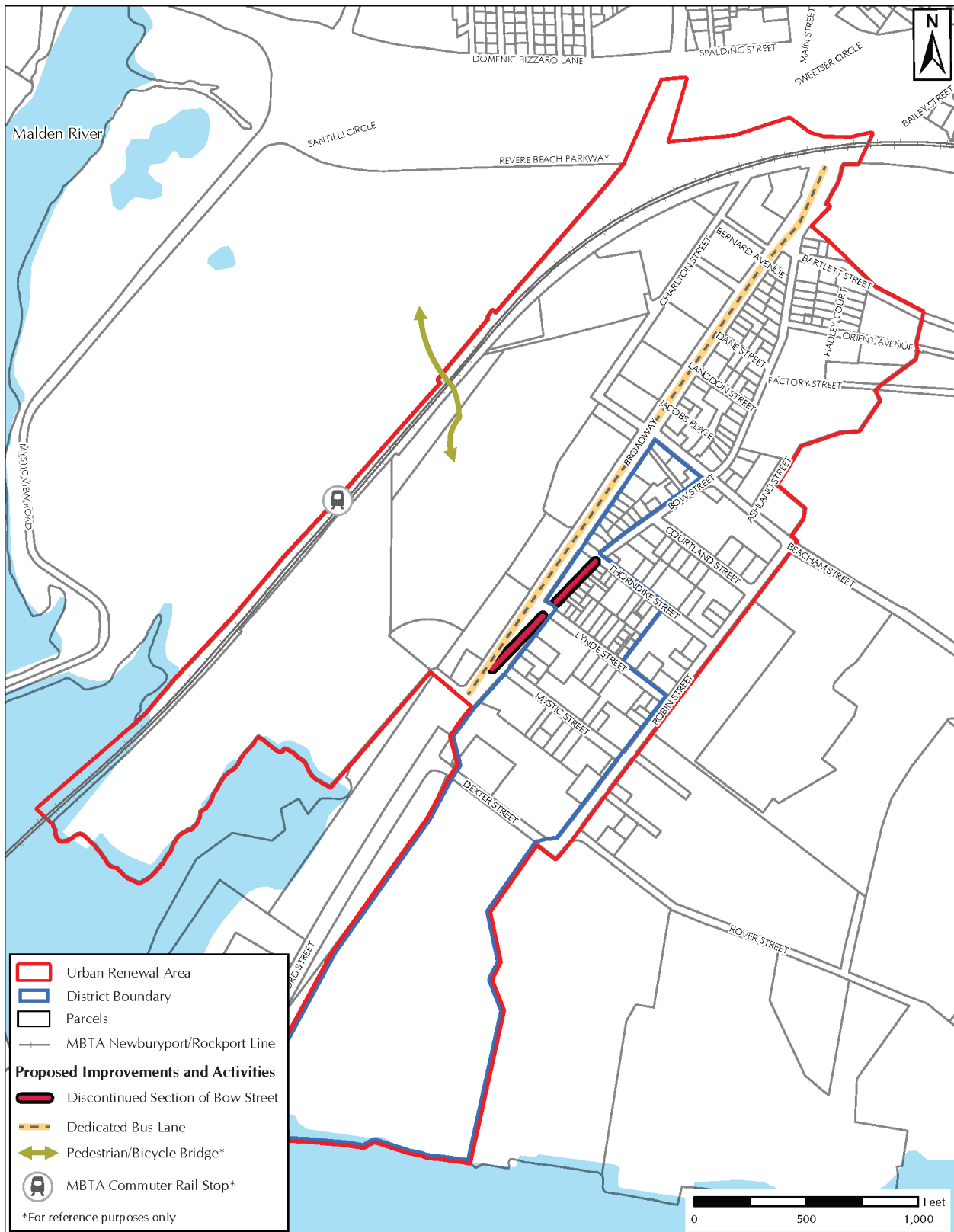
**Map D-1: Proposed Land Use**



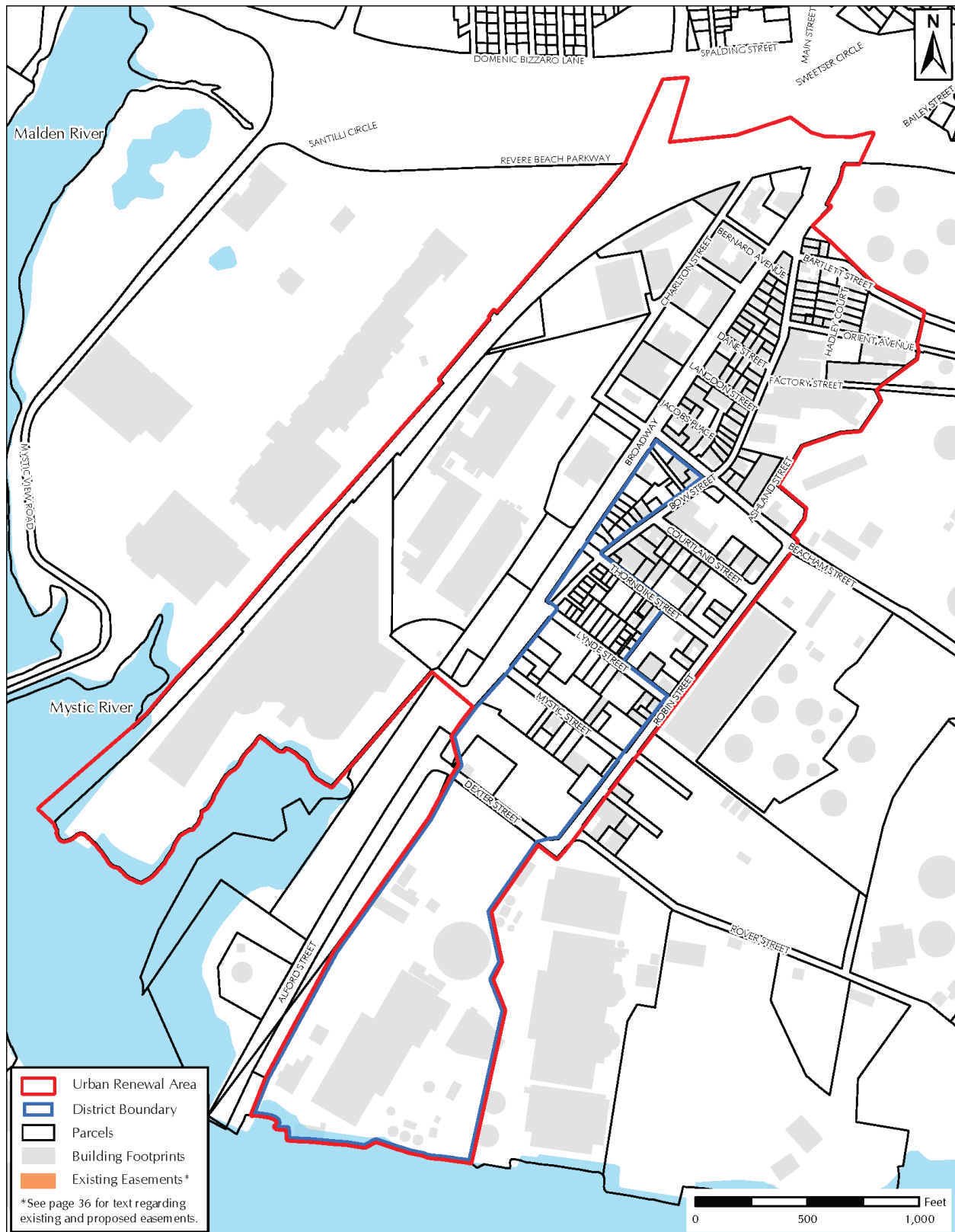
**Map D-2: Proposed Zoning**



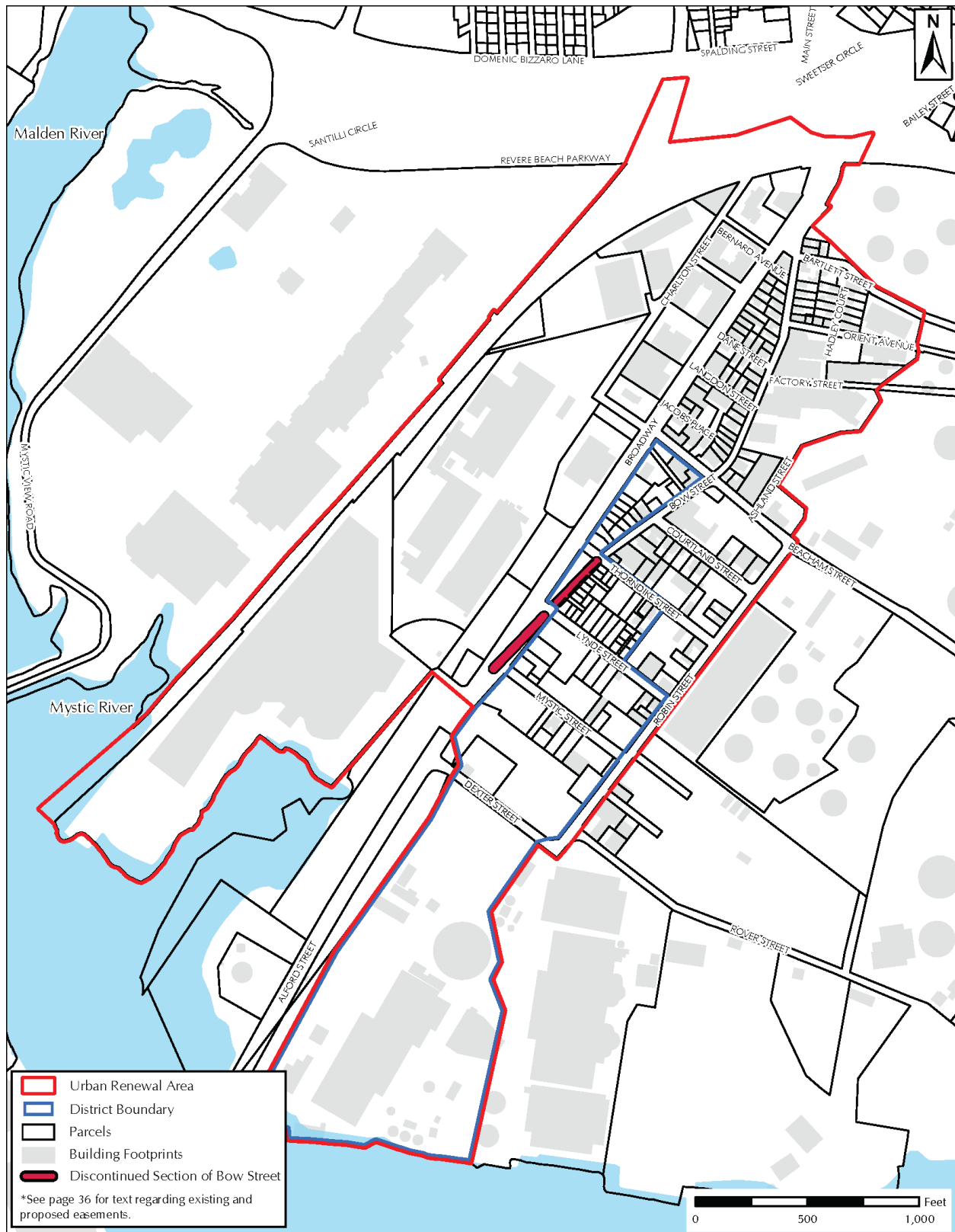
**Map D-3: Public Improvements and Activities**



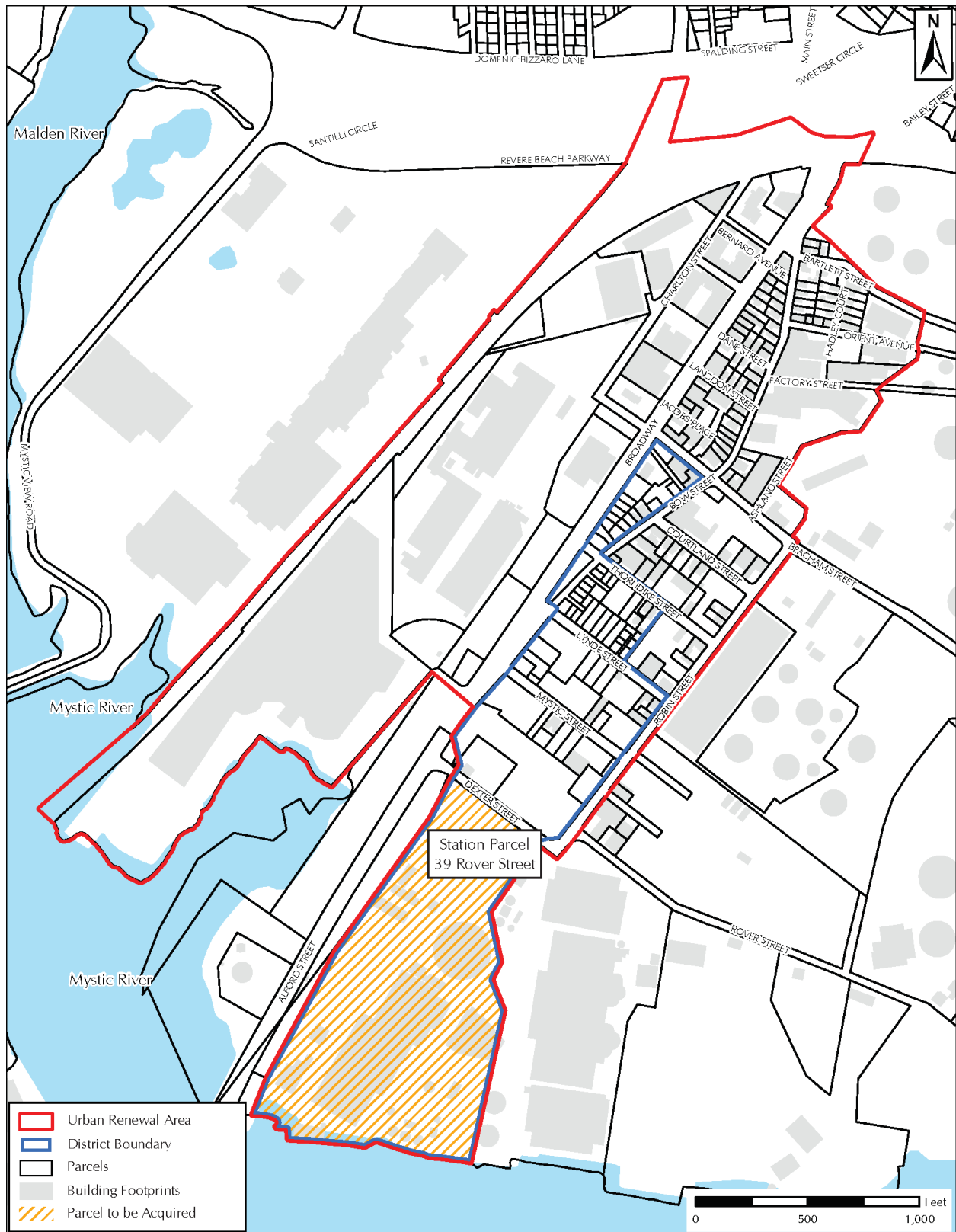
**Map E-1: Thoroughfares, Public Rights of Way and Easements, Existing**



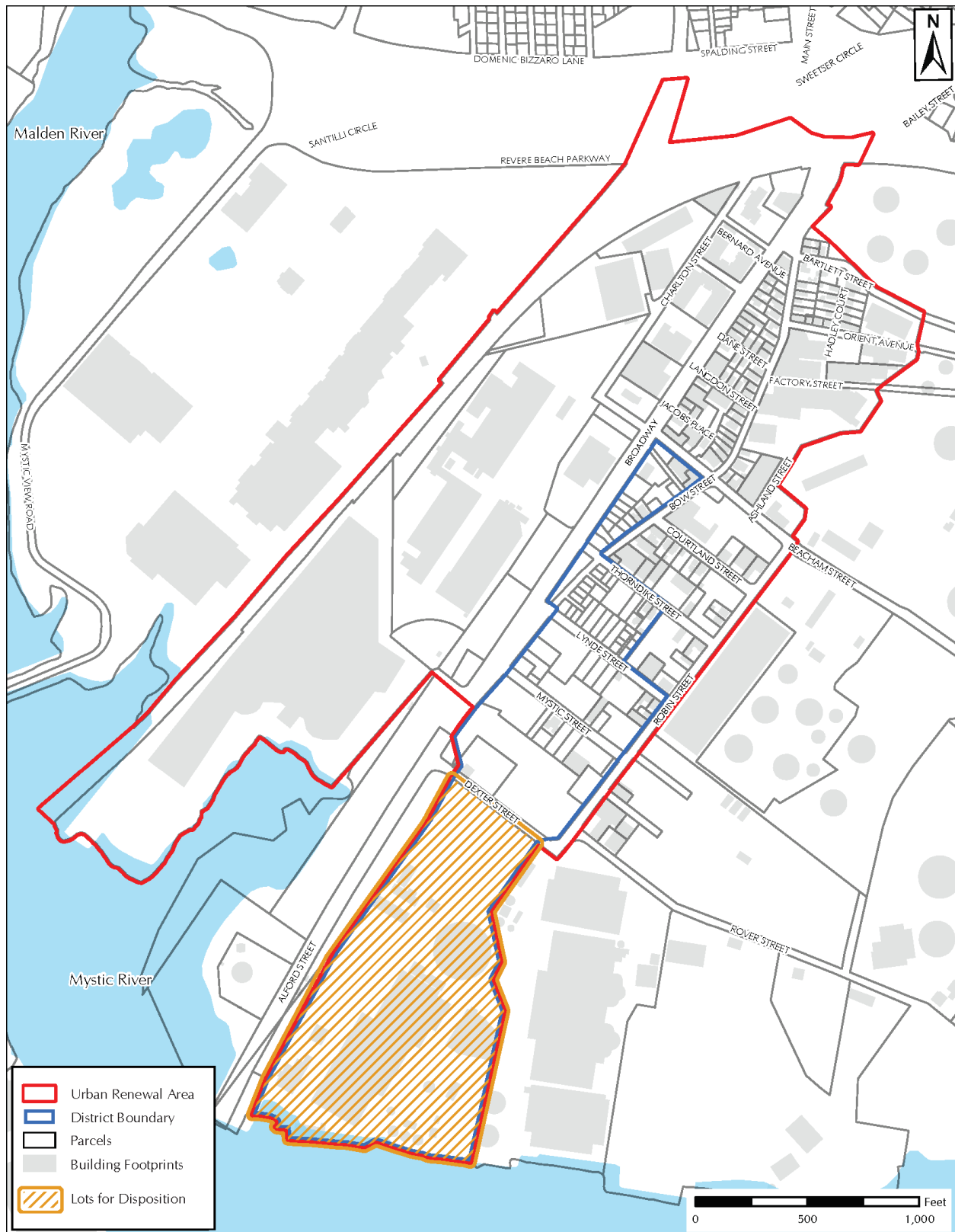
**Map E-2: Thoroughfares, Public Rights of Way and Easements, Proposed**



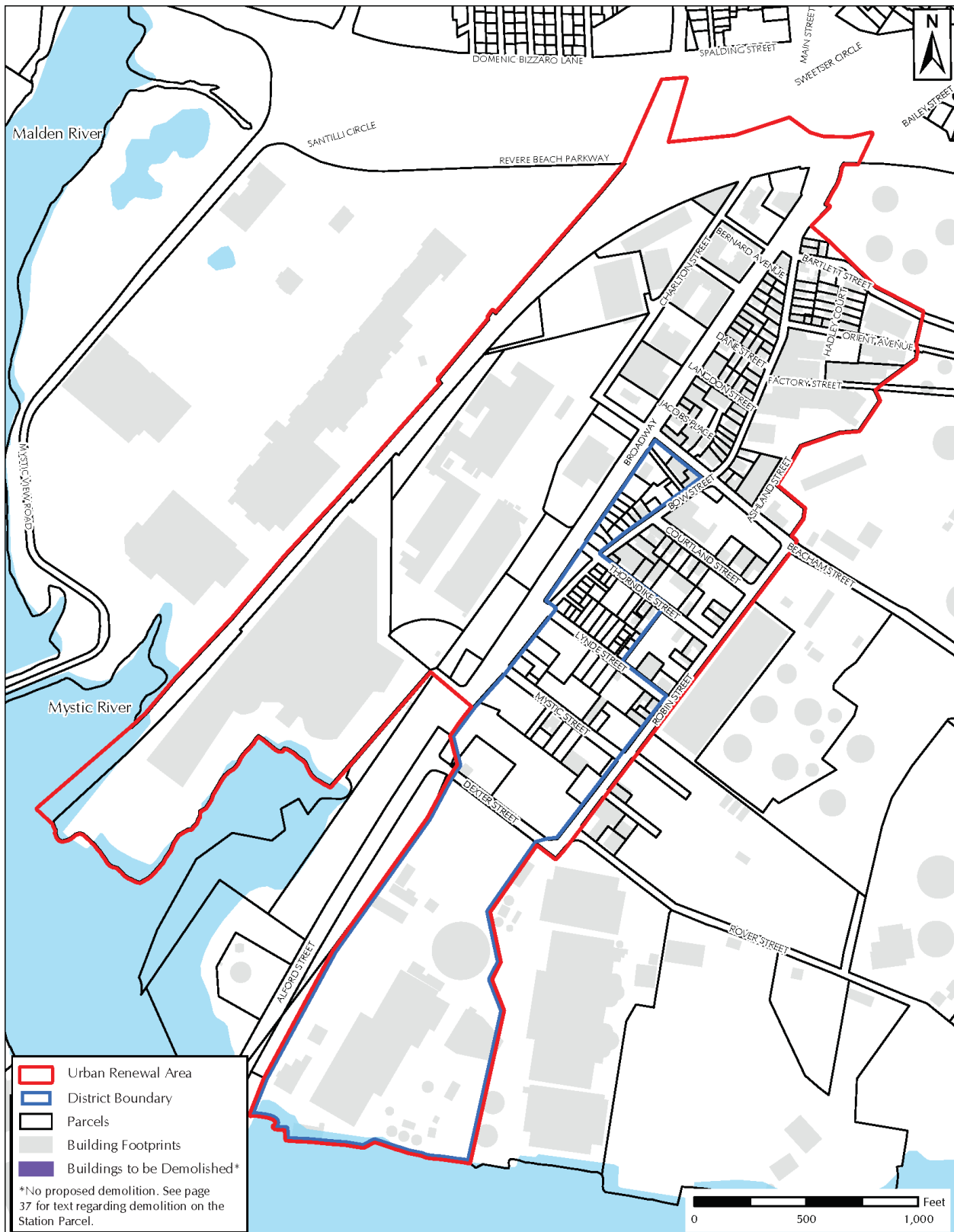
**Map F-1: Parcels to be Acquired**



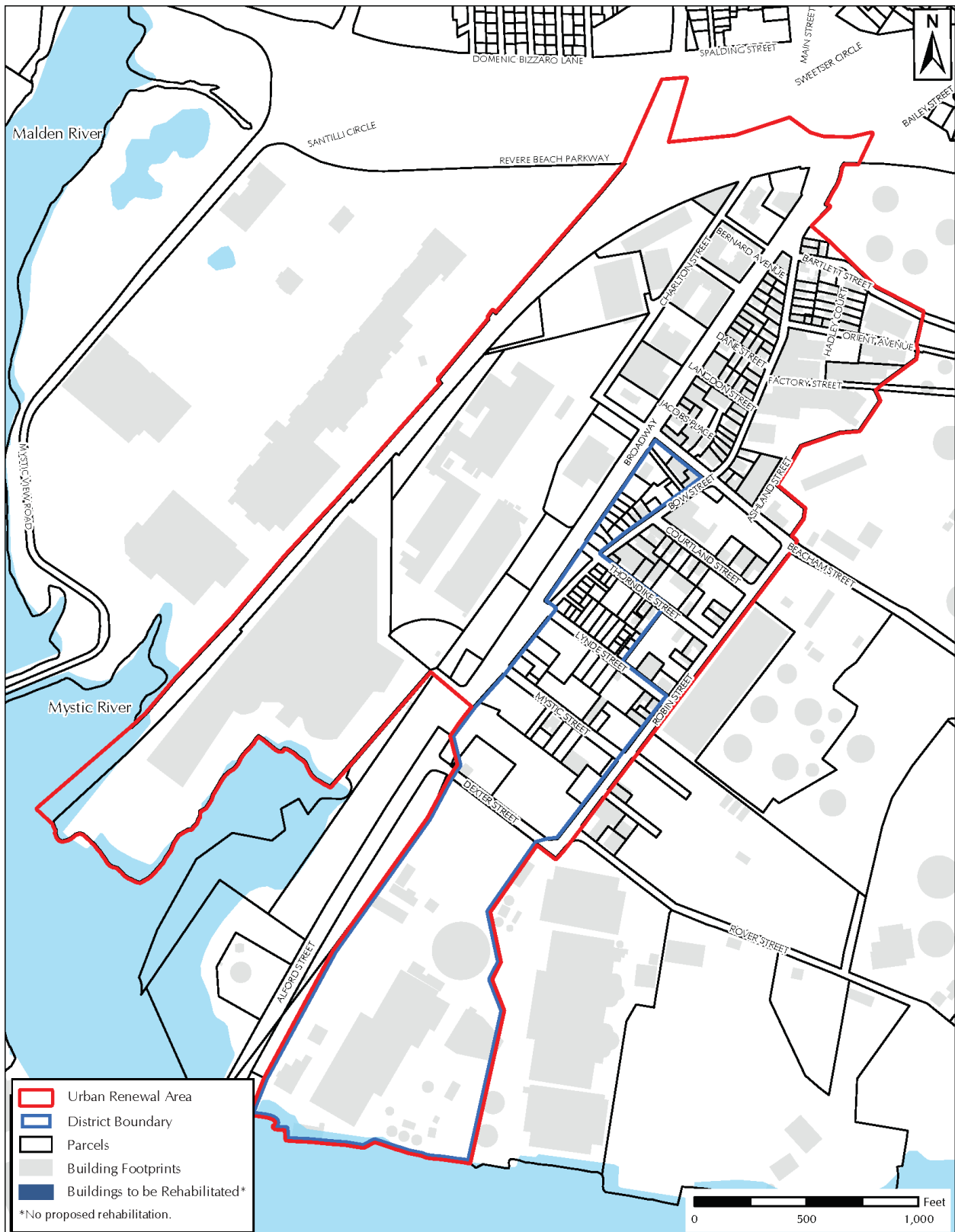
**Map G-1: Lots to be Created for Disposition**



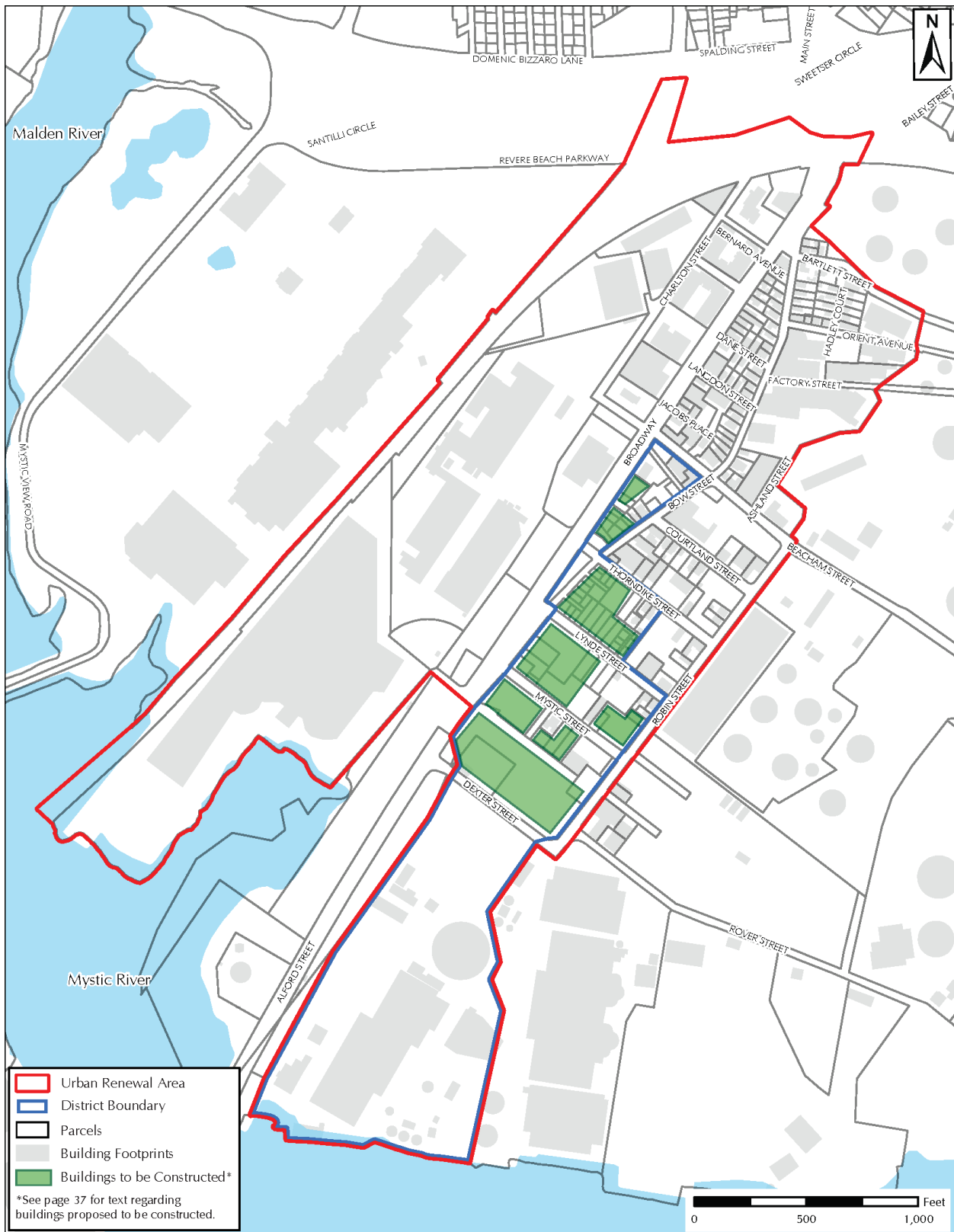
**Map H-1: Buildings to be Demolished**



**Map I-1: Buildings to be Rehabilitated**



**Map J-1: Buildings to be Constructed**



## **2. EXISTING CHARACTERISTICS**

This section provides concise narratives explaining and/or expanding on the information provided in the maps above.

### **Map A-1: Amended URA Boundaries**

The boundary of the URA located in the Lower Broadway District of Everett has been amended to include the Station Parcel, a 40.17-acre area where Units 1-7 and the so-called Mystic Jet of the Mystic Generating Station are located. This area is shown on the map (a portion of the Parcel identified on the Everett Assessors maps as ID H0-08-000001). In its entirety, the parcel on which the Station Parcel is located is 43.11 acres. However, a small percentage of the parcel is within the City of Boston and several acres are in easements or in the Mystic River. Moreover, certain Eversource Facilities (as defined previously in this Amendment) are expected to remain on the Station Parcel and are not anticipated to be impacted. The ERA estimates that total area of the parcel that is available for redevelopment within the City of Everett is 18.82 acres, or approximately 44% of the entire parcel.

With this expansion of the Area's boundary, the URA is now roughly bounded by:

- Gateway Center shopping area to the west;
- Revere Beach Parkway to the north/northwest;
- The Exxon-Mobil tank farm to the east and northeast; and
- The Mystic River to the south.

The boundary of the District can also be seen on this map.

### **Map A-2: Aerial Photography of Amended URA Boundary**

The map provides an aerial view of the URA with the amended boundary line.

### **Map A-3: Topography**

The map shows the topography of the URA and the surrounding area.

### **Map B-1: Property Lines and Building Footprints, Existing**

This map shows existing property lines and building footprints within the Area. As amended, the Area is comprised of 207 parcels on approximately 169 acres. The small size and large number of the parcels in the District currently hinder the vision outlined in this Amendment and contributed to the findings that have been made by the ERA. In contrast, Map B-2 shows the consolidation of many parcels into larger ones more suitable more redevelopment of an appropriate scale for the District.

### **Map B-2: Property Lines and Building Footprints, Proposed**

This map presents proposed building footprints and property lines. The property lines in several areas of the District reflect the consolidation of numerous smaller parcels into a few larger parcels in order to facilitate redevelopment. The building footprints shown on this map within the portion of the District north of Dexter Street are conceptual in nature and are intended to demonstrate the scale and density of development envisioned in the District. Note that no changes to building footprints are shown on the Station Parcel. The full extent of demolition of building improvements and the construction of any new buildings will be established in cooperation with the redeveloper(s).

### **Map C-1: Existing Land Use**

The Area contains a variety of land uses. The existing land uses in the District are largely community parking lots, commercial buildings, and residential uses. Several lots have been acquired and cleared since 2015 and are currently vacant in advance of anticipated redevelopment.

As shown in the map, the patchwork of existing land uses is not conducive to facilitating development of a district with commercial uses of meaningful scale.

The current land use on the Station Parcel is a portion of the Station, a power plant. This industrial use is inconsistent with the vision of the Master Plan and the Plan.

### **Map C-2: Current Zoning**

As noted in the URP, the majority of the Area was rezoned as the Lower Broadway Economic Development District (LBEDD) in 2013, following the recommendations of the Master Plan.

The two zoning subdistricts north of Dexter Street in the District are Commercial (LB-C) and Employment (LB-E). These subdistricts provide a flexible framework for a range of commercial uses. More uses are allowable in the employment zoning subdistrict relative to the commercial zoning subdistrict. Uses currently allowed in the employment subdistrict but prohibited in the commercial subdistrict include light manufacturing, automotive supply and repair, and assembly-related uses aimed at generating employment.

The Station Parcel is currently zoned as an Industrial District. This zoning district is extremely flexible in allowing a multitude of potential future uses consistent with the URP objectives, but also allows uses inconsistent with the plan goals, including a wide range of heavy industrial uses.

### **Map D-1: Proposed Land Use**

The Amendment incorporates the revised vision for future land use in the District. Within the portion of the District north of Dexter Street, all future land use is proposed to be commercial. On the Station Parcel, future land use is proposed to be mixed use waterfront, which allows for a variety of uses consistent with the objectives of the Master Plan and the Plan.

### Map D-2: Proposed Zoning

The existing zoning in the District is appropriate for the proposed uses and does not need to be changed. In the longer term, more restrictive provisions should be incorporated into the Station Parcel, either through reuse restriction or zoning control so as to prevent undesirable land uses inconsistent with the Master Plan and the Plan. However, no specific changes are proposed at this time so as to maximize the opportunities that the ERA is seeking to unlock.

### Map D-3: Public Improvements and Activities

This map shows the location of proposed public improvements and related activities, including the discontinuance of a portion of Bow Street from Mystic Street to Thorndike Street and dedicated bus lanes on Broadway from Alford Street to Sweetser Circle. The addition of a commuter rail stop west of Broadway and a pedestrian and bicycle bridge connecting the Lower Broadway District and Gateway Park are also depicted on this map, although these improvements are not proposed directly in conjunction with this Amendment.

### Map E-1: Thoroughfares, Public Rights of Way and Easements, Existing

The Area contains a large quantity of thoroughfares, public rights of way, and public and private easements. The number of thoroughfares, public rights of way, and easements in the Area would be nearly impossible to depict on a map of this scale. As the goals and objectives of this Amendment minimally affect these existing elements, they are not shown on this map.

### Map E-2: Thoroughfares, Public Rights of Way and Easements, Proposed

This map shows the discontinuance of a stretch of Bow Street from Mystic Street to Thorndike Street. This modification is the only proposed change to thoroughfares, public rights of way, and easements proposed in this Amendment.

### Map F-1: Parcels to be Acquired

One privately owned parcel (Station Parcel) to be acquired, if all efforts to purchase this parcel are unsuccessful, is highlighted in Map F-1. Table 2 includes lists the address and other relevant information pertaining to this parcel.

**Table 2: Property Acquisition Parcel**

Parcel	Address	Lot Size (acres)	Owner	Zoning	Current Use	Proposed Use
H0-08-000001 (portion)	39 Rover Street	40.17	Constellation Mystic Power LLC c/o BDO USA LLP	ID	Power Plant	Mixed Use Waterfront

### Map G-1: Lots to be Created for Disposition

This map shows that the Station Parcel, if acquired by the ERA, is expected to be disposed of as one redevelopment opportunity for a private redeveloper.

**Map H-1: Buildings to be Demolished**

The ERA does not propose to demolish any buildings in the URA. All clearance activities are expected to be the responsibility of redevelopers. As a result, no demolition is shown on the Station Parcel or elsewhere in the District. The full extent of demolition of building improvements on the Station Parcel will be established in cooperation with the redeveloper(s).

**Map I-1: Buildings to be Rehabilitated**

The Amendment does not propose to rehabilitate any buildings in the URA.

**Map J-1: Buildings to be Constructed**

Map J-1 depicts the conceptual location and footprint of buildings to be constructed within the portion of the District north of Dexter Street as part of a potential redevelopment project. The precise size, massing, location, and use of these buildings has not yet been determined. While the locations and footprints of these potential future buildings are merely conceptual, all buildings are recommended to be devoted to uses consistent with this Plan. No new construction is shown on the Station Parcel as the extent of buildings to be constructed on this parcel will be determined in cooperation with the redeveloper(s).

## **12.02(3) ELIGIBILITY**

DHCD must make the following findings in order to approve a proposed major plan change such as this Amendment:

- Without public action, the project/site would not be developed;
- The project will promote desired private investment;
- The plan for financing the project is sound;
- The project area is a substandard, decadent, and/or blighted area;
- The Amendment is complete; and
- The Amendment includes a relocation plan, as appropriate.

DHCD approved the Plan in 2015, therefore confirming that the Area is decadent and blighted open. The Station Parcel is the only parcel within the URA that has not yet been found to be decadent and blighted open area by DHCD. Therefore, this chapter focuses on the finding that the Station Parcel meets the eligibility criteria to be qualified as a blighted open area and decadent within the definitions of M.G.L. c. 121B, § 1.

### **1. BACKGROUND INFORMATION**

#### **Site Location**

The Station Parcel is located in the City of Everett on the Mystic River Waterfront. The Station Parcel is one of two parcels that make up the Mystic Generating Station power plant. The Site is bounded by:

- City of Boston corporate boundary the west and northwest;
- Dexter Street to the north;
- Mystic Station units 8 and 9 to the east (“Mystic 8 and 9”); and
- The Mystic River to the south.

The entirety of the Station Parcel is within the Mystic River Designated Port Area (DPA). A portion of the parcel is located on filled tidelands and is subject to Chapter 91 jurisdiction.

#### **Site History**

Topographic maps circa. 1893 and 1903 show that the Station Parcel was initially marshland and tidal flats. Aerial photographs indicate the area was being filled and beginning to undergo development in 1938. Boston Edison Company constructed, and then owned and operated, the Station, which has been providing power to the Boston area

since the 1940s. The facility originally operated three units (Mystic units 1-3) that have since been decommissioned. Later, in the 1950s, the facility grew to include three additional units (Mystic units 4-6), with a combined output of 468 MW; these units remained operational until their retirement in 2003. The plant underwent additional expansion in 1975 with the construction of Mystic 7, which is currently the oldest operating unit at the station, and then the 9 MW Mystic Jet came on-line.

Both Mystic 7 and the Mystic Jet (on the Station Parcel) are believed to have been retired as of June 1, 2021. Mystic 8 and 9, the last units constructed and the units that are not located on the Station Parcel, became operational in 2003. With nameplate capacity of approximately 1,400 MW, Mystic 8 and 9 now comprise the majority of the Station's electrical output on the parcel adjacent to the Station Parcel and are important units in supplying the regional electric grid. Mystic 8 and 9 are scheduled to retire as of June 1, 2024.

### **Changes in Ownership**

In the 1990s, most New England states restructured their energy markets. Utilities, including affiliates of Eversource, once performed all functions with respect to energy service, *i.e.*, generation, transmission, and distribution. Massachusetts' 1997 restructuring act required those utilities to sell their electric generation facilities while retaining those assets related to their transmission and distribution functions. Specifically, the restructuring act required Boston Edison Company (an Eversource affiliate) to sell the Station to an independent power producer ("IPP").

One such IPP, Sithe Energies, purchased the land and generating units at the Mystic Station in 1998. An affiliate of Exelon purchased it from Sithe in 2003, around the time that Mystic 8 and 9 became operational. Between 2003 and 2012, ownership of the Station changed hands frequently, passing from Exelon to BNP Paribas, and then to Boston Generating. In 2010, Constellation Energy purchased the property after Boston Generating filed for Chapter 11 protection. Finally, in 2012, when Exelon acquired Constellation, ownership of the units returned once again to Exelon.

### **Critical Infrastructure at Mystic Station and Adjacent Properties**

As noted previously, Mystic Station has ten generating units: Mystic 1-9 and the Mystic Jet. Units 1 through 6 have been retired for many years; a building and three stacks relating to those units remain today. Unit 7 and the Mystic Jet are believed to now be off-line and no longer operational. Currently, Mystic Station has two remaining operating units on the site, namely Mystic 8 and Mystic 9. Mystic 8 and 9 are located on a parcel immediately adjacent to the Station Parcel. In brief:

- Mystic 7 is a 575 MW unit with dual fuel capabilities (natural gas and oil). It is the large unit with the highest stack and was primarily used during times of peak electricity demand.
- Mystic Jet is a small 9 MW oil unit.
- Mystic 8 is a 703 MW gas fired unit.
- Mystic 9 is a 713 MW gas fired unit.

In March of 2018, as required by the tariff issued by the ISO-NE, the grid operator (and entity that reviews all retirements to assess their effects on grid reliability) and its tariff, Exelon gave notice that operation of each of the four units in service at the Station was no longer economical, and that the company intended to retire all four of the remaining units, as of June 1, 2021. After a careful review that considered the implications that the departure of these two units from the regional generating mix would bring, ISO-NE accepted Exelon's retirement notice with respect to the units on the Station Parcel (Unit 7 and the Mystic Jet).

With respect to Mystic 8 and 9, however, ISO-NE determined that, because these units provided more than 1,400 MW of power combined, retirement of the units in 2021 presented unacceptable reliability risks related to fuel security to the grid. ISO-NE immediately entered into discussions with Exelon in an effort to retain the units to protect near-term grid reliability. ISO-NE and Exelon, as required by the tariff, filed for approval of the agreement before the Federal Energy Regulatory Commission ("FERC"). After an expedited proceeding, FERC approved the "cost-of-service agreement" for Mystic 8 and 9. When the term of that agreement expires as of June 1, 2024, the last operational units remaining at the Station, namely Mystic 8 and 9, are expected to cease operations.

While the Station has been a critical source of reliable baseload power for decades, over the course of its history, Mystic Station has also been a source of controversy. It is one of the state's largest sources of pollution. According to EPA records, the power plant emitted over 3 million tons of carbon dioxide, nearly 400 tons of nitrogen oxide, and over 500 tons of sulfur dioxide into the air over Everett, an Environmental Justice community, in the two-year period from 2018 and 2019. It was also the subject of an EPA complaint that alleged over 6,000 violations of the Clean Air Act between 1998 and 2003. Particulates such as nitrogen oxide and sulfur dioxide are known to have damaging effects on the climate and public health, causing air pollution and contributing to respiratory illnesses. A disproportionate number of Everett residents suffer from respiratory diseases. The long-term exposure of Everett residents to air pollution has become especially dangerous since the onset of the COVID-19 pandemic. Studies have shown that long-term exposure to air pollution significantly increases one's risk of dying from COVID-19.

### **Rationale for Selection**

The Station Parcel was identified for inclusion in the amended Area boundary because of the owner's plans to cease operations, meaning that the improvements have outlived their useful lives and the use of the Station Parcel is obsolete, creating the risk that a large and decadent parcel may sit dormant and economically idle for the foreseeable future. More detailed characteristics of the Station Parcel that are consistent with the definition of *decadent* can be found in the following sections of this chapter.

The City of Everett and the ERA recognize the massive potential of the Station Parcel to be redeveloped into more productive, healthier and positive uses. The goals and objectives for the future of the Station Parcel closely align with those of the Master Plan and the Plan.

These realities led the City to propose the addition of the Station Parcel into the Area via this Amendment.

## 2. NEEDS ASSESSMENT

Public action is necessary for the redevelopment of the Station Parcel because the unique conditions and large size of the Station Parcel make it improbable that it would be redeveloped in alignment with the City's vision without the intervention of the ERA. By incorporating the Station Parcel into the Area, the City can protect the unused portion of Mystic Station from contributing to the blighted open and decadent conditions in the Area.

## 3. AREA ELIGIBILITY DESIGNATION

The ERA is required to make a finding that the additional area to be incorporated into the Area, the Station Parcel, is a blighted open area, a decadent area, and/or a substandard area within the definitions set out in M.G.L c. 121B, § 1. Once this designation is approved by DHCD, the ERA will have discretion to undertake revitalization activities to facilitate the goals of the Plan, as amended.

The following section presents information about existing conditions of the Station Parcel that are consistent with the definition of decadent area found in M.G.L c. 121B, § 1. Characteristics required for a finding of "decadent area" include the existence of structures that are out of repair, deteriorated, functionally obsolete, or in need of major maintenance or repair. Additional characteristics required for a finding of "decadent area" include substantial changes in business conditions, inadequate air or open space, and irregular lot sizes that make it improbable that the area will be redeveloped by the ordinary operations of private enterprise.

### Area Eligibility Findings

Upon careful review of the available information, including City of Everett Assessor's records, DEP files, EPA records, and a clear understanding of the risks presented by the cessation of operations of a significant portion of the Station, the Station Parcel is found to meet the criteria for decadent area. A list of the criteria from this definition relevant to the findings of this study is included below. The remainder of the section details specific conditions pertaining to the Station Parcel that led to these findings.

Criteria from the definition of decadent area consistent with study findings:

- Buildings which are out of repair, physically deteriorated, obsolete, or in need of major maintenance or repair;
- Physical conditions that make development difficult or unduly expensive;
- Substantial change in business or economic conditions; and
- Inadequate light, air, or open space.

**Buildings which are out of repair, physically deteriorated, obsolete, or in need of major maintenance or repair and Physical conditions that make development difficult or unduly expensive**

*Finding: Extensive and costly remediation is required on the Station Parcel due to a well-documented history of contamination.*

A Temporary Solution Statement (“TSS”) provided to DEP by GZA GeoEnvironmental, Inc. (“GZA”) on behalf of Constellation Mystic Power, LLC describes a series of hazards found on the Station Parcel over the course of more than a decade. According to an April 2020 report titled “Revised Temporary Solution and Periodic Review of the Temporary Solution” (File No. 01.0015422.78), multiple assessments conducted by GZA between 2010 and 2019 found PCBs above DEP’s Reportable Concentration in environmental media on the site including soil, concrete surfaces, and groundwater. The report also notes that volatile organic compounds (“VOCs”) were detected in groundwater wells on the site in September 2017. Furthermore, the presence of asbestos-containing materials on the property were documented.

The report notes that while remediation activities have taken place on the property, these activities are only temporary solutions. GZA states that remediation of PCBs in deeper soils can only be undertaken when buildings on the property are demolished, and that remediation plans were predicated on the understanding that buildings on the site could be demolished within the next 10 years.

An earlier report from March 2019 also authored by GZA and pertaining to the Station Parcel indicates that permanent remediation solutions to environmental hazards were found to be technically and financially infeasible.

In addition, DEP records from February 2020 show the property was recently subject to an Activity and Use Limitation (“AUL”) due to releases of oil and/or hazardous material. Activities and uses on the site that may result in high levels of exposure to oil and/or hazardous material, resulting in significant risk of harm to health, safety, public welfare, or the environment include uses such as a school, residence, recreational area, child care center, fruit or vegetable bed, and any activities involving excavation or disturbance of soils below two feet from the existing ground surface. This AUL applies to future deeds, mortgages, leases, and instruments of transfer. The GZA report included in the DEP record describes the basis for the AUL restriction. According to the report, numerous releases of products containing PCBs and chlorobenzenes have occurred on the site over the course of its 75-year history.

*Finding: Buildings on the Units 1-7 Area have been the subject of structural concerns.*

The abovementioned GZA report from March 2019 describes “concerns regarding the structural integrity” of buildings on the Station Parcel.

*Finding: Structures on the Station Parcel are functionally obsolete.*

The March 2019 GZA report describes functionally obsolete structures in disrepair, including remnants of old electric generating infrastructure and partially demolished concrete pedestals in numerous areas on the site. The electricity-generating infrastructure on the parcel is old and outdated. Units 1-6 were decommissioned years ago due to their obsolescence. More generally, the use on the Station Parcel, a power plant, is demonstrably obsolete as the regional power grid is no longer reliant on electricity generated on the Station Parcel as of June 1, 2021.

### **Substantial change in business or economic conditions**

*Finding: The retirement of the generating units on the Station Parcel as documented in this Amendment present a substantial change to the business being conducted on the Station Parcel as further documented in this Amendment.*

**Inadequate light, air, or open space**

*Finding: The Station Parcel is contaminated and uses on the parcel have historically contributed to air pollution, burdening residents of Environmental Justice communities.*

The above sections include evidence of the contamination of the Station Parcel and the extent of remediation required. Soil, groundwater, and structures on the space are potentially harmful to human health and safety and the environment. Residents of Everett have dealt with air pollution originating from the site and elevated levels of cardiovascular and respiratory illnesses for generations. The obsolescence of the structures on the site presents an opportunity to remediate and redevelop the Station Parcel, improving air quality and accessibility for Everett residents and visitors.

**4. AREA ELIGIBILITY FOR SPOT CLEARANCE**

*Finding: The acquisition of the Station Parcel is necessary to achieve the objectives of the Plan.*

Map F-1 shows the parcel to be acquired. If all privately initiated efforts to purchase this parcel are unsuccessful, the ERA may acquire and dispose of the property. Spot clearance of the Station Parcel is necessary to remove the blighting influence of the functionally obsolete, partially demolished, and contaminated structures on the parcel. All clearance and remediation activities on this parcel would be the responsibility of the redeveloper, not the ERA.

**5. CONFORMITY WITH URP AND ADDITIONAL PLANS**

The Amendment is supplemental to the 2013 Lower Broadway District Master Plan and 2015 Lower Broadway District Urban Renewal Plan. The goals and objectives of those plans are in alignment with those of this Amendment.

The Amendment addresses only the District. The visions presented for the entirety of the Lower Broadway District remain largely unchanged, with the exception of the updated vision for the District to reflect the changes in the area since 2015, most remarkably the opening of the Encore Resort.

**12.02(4) OBJECTIVES**

**1. URBAN RENEWAL GOALS AND OBJECTIVES**

The goals and objectives presented in this section are intended to address the findings concerning the Station Parcel described in **12.02(3) Eligibility** and promote the goals and objectives of the Master Plan and the Plan. The activities recommended herein will also provide guidance to the City as it looks to take action to facilitate redevelopment within the URA.

**Redevelopment Goal**

The overall redevelopment goal of this Amendment is nearly identical to that of the 2015 Plan, with two exceptions. First, mention of the creation of industrial job opportunities as part of the goal has been removed, as no industrial uses are being proposed as part of the redevelopment of the District. Second, the creation of the District has been added. The modified redevelopment goal is stated as follows:

*As the gateway to Everett, the Lower Broadway Area seeks to create an environment that has strong identity and image, is anchored by a vibrant and fruitful District, promotes the Area as a regional destination, provides access to riverfront recreational opportunities, supports a high quality of life, encourages a diverse mix of uses and transportation modes, generates commercial job opportunities, provides business opportunities for economic development, and increases the city's tax base.*

## **Objectives**

To achieve the redevelopment goal established for the Station Parcel and to reflect the unique attributes of the Station Parcel, the following objectives of the Plan are slightly modified to reflect the objectives of this Amendment as they relate to the Station Parcel:

- Foster an environment for businesses to thrive and create sustainable jobs;
- Transform Everett's historic heavy industrial economic base through redevelopment of a former industrial property, and in so doing increase the number and diversity of skilled, well-paying jobs in the City;
- Ensure that all appropriate steps are being taken to achieve the redevelopment of the Station Parcel consistent with the objectives of the Plan;
- Enhance the quality of life for residents, as well as provide quality experiences for visitors, by creating a vibrant District and improving access to the waterfront; and
- Strengthen the real estate tax base within the City.

## **2. REDEVELOPMENT STRATEGY**

Redevelopment concentrated in the two areas described throughout this Amendment, the area of the District north of Dexter Street and the Station Parcel, will further eliminate the blighted open and decadent conditions within the Area. The execution of the redevelopment strategy outlined in this section will revitalize the Lower Broadway District into an active regional destination that provides meaningful economic and recreational opportunities for Everett and its citizens.

This Amendment will serve as guidance to private investors and will allow the ERA the ability to negotiate directly with potential redevelopers for the purposes of assembling and redeveloping land to accomplish the Plan's objectives.

The redevelopment strategy outlined below proposes a pathway to addressing the needs described in **12.02(3) Eligibility**.

1. Create a District east of Broadway with a variety of commercial uses to make the Area an exciting regional destination and complement the Encore Resort.
  - A. Facilitate the development of commercial uses of meaningful scale in the District.
2. Acquire and dispose of the Station Parcel to facilitate redevelopment of the property.
  - A. Facilitate the redevelopment of the site into commercial/mixed uses, prioritizing activation of and access to the Mystic River waterfront.
3. Improve the existing streetscape and traffic patterns within the District.
  - A. Discontinue a section of Bow Street within the District to improve safety conditions for pedestrians crossing Broadway and to bring the edge of the District out to Broadway.
  - B. Create dedicated bus lanes on Broadway from Alford Street to Sweetser Circle to improve public transportation efficiency and ultimately increase ridership.

### **3. ECONOMIC BENEFITS**

The economic benefits of the proposed redevelopment are consistent with those of the Plan, including:

- The creation of well-paying, long-term job opportunities;
- Transforming the local economic base to serve 21<sup>st</sup> century industry needs; and
- Revitalizing vacant and underutilized land to stimulate redevelopment that strengthens the City's tax base and enhances Everett's growing reputation as a regional destination.

The redevelopment envisioned in this Amendment will increase employment and economic opportunities for residents of Everett and existing local businesses. Redevelopment within the Area is anticipated to foster private investment and increase employment opportunities.

## 12.02(5) ACQUISITIONS

### A. PARCELS IDENTIFIED FOR ACQUISITION

The table below lists the single property identified for acquisition and includes relevant information about this property.

**Table 3: Parcels Identified for Acquisition**

Parcel ID	Address	Parcel Size (acres)	Owner	Zoning	Current Use	Proposed Use
H0-08-000001 (portion)	39 Rover Street	40.17	Constellation Mystic Power LLC c/o BDO USA LLP	ID	Power Plant	Mixed Use Waterfront

### B. JUSTIFICATION FOR ACQUISITION

Acquisition of the parcel identified in Table 3 is necessary and justified to facilitate the redevelopment of the District, consistent with the objectives of the Plan. The Station Parcel (a portion of H0-08-000001) is a very large parcel with documented contamination issues that necessitate extensive remediation and raise public health concerns. The existing structures on the parcel are not suitable for any conceivable use besides a power plant. All existing generating units are now believed to have ceased production. These site characteristics make the Station Parcel prohibitively challenging to redevelop without public intervention. The adoption of this Amendment furthers the City's best interest to exert some control over the redevelopment of a site that has been an important part of the City for decades, is a critical part of ensuring the success of the objectives of the Plan, and that has been a major source of carbon dioxide and toxic air emissions. Since operations of the Station Parcel have proven harmful to public health in the past, it is especially important that the City manages future activities on the site to promote public health and other benefits of the redevelopment including public waterfront access for the residents of Everett.

## 12.02(6) RELOCATION

Chapter 12.02(8) Relocation as originally presented in the Plan is incorporated by reference into this Amendment. Any relocation resulting from the acquisition of the property identified in **Chapter 12.02(5) Acquisitions** will be planned and executed in accordance with relevant laws and regulations.

The ERA will request that it be designated as a qualified relocation advisory agency to undertake the relocation activities that may result from the implementation of the actions detailed in this Amendment. In addition to designating a staff member to serve as the relocation officer, the ERA anticipates engaging the services of an experienced relocation consultant to provide the required relocation assistance afforded to businesses in accordance with applicable law.

Table 4 below includes the potential relocation of the businesses owning the parcel identified for acquisition in this Amendment. The Station Parcel houses a large industrial building containing decommissioned (and soon-to-be decommissioned) power generating units, a large oil tank, miscellaneous outbuildings, and electrical distribution equipment.

**Table 4: Businesses to be Relocated**

<b>Parcel</b>	<b>Business Name</b>	<b>Address</b>
H0-08-000001	Part of the Mystic Generating Station	39 Rover Street

## **12.02(7) SITE PREPARATION**

As noted in Map H-1 and Map I-1, no demolition or rehabilitation of buildings is proposed in this Amendment. Demolition, rehabilitation and/or remediation activities will be the responsibility of the redeveloper. In the District, site preparations will include the discontinuance of a section of Bow Street. **12.02(12) Financial Plan** includes cost estimates and funding sources associated with the activity described below.

### **Discontinuance of Bow Street**

The section of Bow Street within the District, from Mystic Street to Thorndike Street, will be discontinued. Portions of Bow Street right of way may be retained to expand the Broadway right of way to accommodate dedicated bus lanes and to connect Lynde Street out to Broadway.

## **12.02(8) PUBLIC IMPROVEMENTS**

As required, this section describes proposed public improvements to the URA associated with this Amendment. Public improvements in this Amendment include the discontinuance of a section of Bow Street between Mystic Street and Thorndike Street and the creation of dedicated bus lanes on Broadway from Alford Street to Sweetser Circle.

The discontinuation of this stretch of Bow Street will serve to improve safety conditions for pedestrians crossing Broadway, bring out the edge of the District to Broadway, and unify the streetscape. Now, pedestrians must walk across three separate crosswalks separated by medians to cross Broadway at the crossing just north of Mystic Street. By discontinuing Bow Street, the number of crossings will be minimized, improving safety for pedestrians. This project will also bring the edge of the District out to Broadway, creating a more unified streetscape and adding curb appeal to the east side of the street and the District. This will help create a destination-like feel as residents and visitors travel down Broadway.

Secondly, the creation of dedicated bus-only lanes running along Broadway from Alford Street to Sweetser Circle is proposed. These bus lanes will increase the efficiency of public transportation available in the Area, with the goal of increasing utility and ridership of current and planned MBTA bus service. While the dedicated bus lanes project will likely be funded by others, the addition of dedicated travel lanes may require some widening of the existing right of way in which the ERA may assist. The dedicated bus lanes may also potentially serve as a route for expanded Silver Line service or other high occupancy vehicles.

**12.02(9) DISPOSITION**

Chapter 12.02(10) Disposition of the 2015 URP is incorporated by reference into this Amendment. Map G-1 shows one lot for potential disposition, if it is acquired by the ERA.

The table below includes further details on the parcel and lot to be potentially disposed of.

**Table 5: Disposition Parcels**

<b>New Lot ID</b>	<b>Existing Parcel IDs</b>	<b>New Parcel Size (acres)</b>	<b>Address</b>	<b>Current Owner</b>
Station Block	H0-08-000001 (portion)	No change	39 Rover Street	Constellation Mystic Power LLC c/o BDO USA LLP

## **12.02(10) REDEVELOPER'S OBLIGATION**

If the Station Parcel is ultimately acquired, the ERA will work with the City to solicit redevelopment plans for the parcel and will accordingly dispose of the land to one or more redevelopers. The ERA will execute Land Disposition Agreements with all redevelopers to ensure that redevelopment is consistent with applicable law and the objectives of the Plan, and that the interests of the overall project are safeguarded.

## **12.02(11) TIME FRAME**

Consistent with DHCD's recommendation on the length of urban renewal plans, with this Amendment, the ERA proposes that the Plan be in place for fourteen years from the date of this Amendment, making the Plan effective for a total of twenty years since it was first approved on 2015. A timeframe for the Plan was not provided nor required in 2015. However, a timeframe for Urban Renewal Plans is now required by the adoption of changes to 760 CMR 12.02(11) in 2017. All activities outlined in the Plan (and this Amendment) are to be completed by 2035.

Implementation of the Amendment is anticipated to be undertaken in phases, as projects in the District and Station Parcel may require significant planning and environmental review. Projects that support remediation of the Station Parcel and commercial development in the area of the District north of Dexter Street will be a high priority.

## 12.02(12) FINANCIAL PLAN

The Financial Plan has been revised herein to reflect the costs associated with the specific actions outlined in this Amendment. The budget included in Table 6 of this section includes only items associated with the actions in this Amendment. A brief description of the activities included in the budget is provided below. Sources of funding for these activities is included in Table 7.

### 1. PROJECT BUDGET

#### A. Land Assembly

The estimated cost for land assembly shown in Table 6 is based on assessed values from the Everett Assessor's Office. In the case of the Station Parcel, which is a portion of the larger tax parcel on which Mystic Station is located, an estimated value cannot be provided at this time. The Station Parcel's assessed value assumes its continued operation as a power plant, a use that will soon no longer be viable. Given the transition that the parcel is undergoing, the fact that the property is believed to be idle, and the large costs required to conduct any redevelopment of the Station Parcel, a preliminary valuation of that property has yet to be performed. As required by 760 CMR 12.04, two independent appraisals of the property proposed to be acquired will be completed prior to acquisition. No property in which any officer or employee of the City of Everett or of the ERA has or is believed to have direct or indirect interest has been identified.

#### B. Site Preparation Costs

It is expected that redeveloper(s) of the parcel identified for acquisition will be responsible for all clearance and remediation activities on that parcel. The discontinuation of Bow Street is proposed in **12.02(7) Site Preparation**, but is included in the Public Improvements category of the budget. Thus, no site preparation costs are included as part of the Financial Plan.

#### C. Relocation Expenses

The estimated relocation costs are associated with the potential relocation of the one business that is known to currently operate on the Station Parcel. On the Station Parcel, Exelon is the sole business operating on the parcel.

#### D. Public Improvements

Public improvements proposed in this Amendment include the discontinuation of a section of Bow Street from Mystic Street to Thorndike Street and creation of dedicated bus lanes on Broadway between Alford Street and Sweetser Circle.

**Table 6: Lower Broadway URP Amendment Project Budget**

<b>Use of Funds</b>	<b>Total</b>	<b>Notes</b>
<b>A. Land Assembly</b>		
39 Rover Street (Station Parcel)	TBD	Appraisal Required
<b>B. Site Preparation Costs</b>	\$0	n/a
<b>C. Relocation Expenses</b>	\$500,000	1 Business
<b>D. Public Improvements</b>		
Discontinuance of Bow Street	\$25,000	Legal and survey expenses
Dedicated Bus Lanes	\$500,000	Right-of-way cost
<b>Total</b>	<b>\$1,025,000</b>	

## 2. SOURCES OF FUNDING

Table 7 indicates potential funding sources for projects proposed above.

**Table 7: Lower Broadway URP Amendment Project Funding Sources**

<b>Sources of Funds</b>	<b>Total</b>	<b>Notes</b>
Sale of Property	TBD	Income from sale
Grants		
Mass Works	\$250,000	
Other Funding		
MassDevelopment	\$250,000	
Host Community Mitigation Funds	\$250,000	
Chapter 90	\$500,000	
<b>Totals</b>	<b>\$1,250,000*</b>	
<b>Gross Project Cost</b>	<b>\$1,025,000</b>	
<b>Net Project Proceeds</b>	<b>\$225,000</b>	

\*Plus appraised value for Station Parcel

## **12.02(13) CITIZEN PARTICIPATION**

Citizen participation has been an integral part of the development of this Amendment, which incorporates feedback received from public outreach efforts undertaken since April 2021. The section below contains a description of public outreach and a list of public hearings conducted during the Amendment process.

### **Citizen Advisory Committee (“CAC”)**

Following the ERA’s vote to amend the Plan in late April 2021, a Citizen Advisory Committee (“CAC”) was established by the City of Everett in cooperation with the ERA. The CAC consisted of six members who were chosen due to their status as residents of Everett and their demonstrated commitment to and involvement with the City. Coaches, youth mentors, businesspeople, and religious leaders were among the individuals recruited to serve on the CAC. Four of the six members identify as belonging to a minority group.

The City of Everett, in cooperation with the ERA, facilitated two virtual meetings of the CAC in May to provide a history of planning efforts in the Lower Broadway District, describe the urban renewal planning process, and present the contents of this Amendment. Questions and feedback from members were solicited at both meetings. Feedback on the contents of the Amendment was overwhelmingly positive. At the conclusion of the second meeting in late May 2021, the CAC voted unanimously to support the Amendment. Minutes from the CAC meetings are included in Attachment B: Public Participation.

### **Online Availability of the Draft Amendment**

A draft of this Amendment has been publicly available and downloadable on the City of Everett’s website since May 17, 2021. Additionally, a link to this draft was included in all public hearing notices published in local newspapers for the various public hearings described below.

### **Public Hearings**

A total of five public hearings were held on this Amendment between June and August 2021. Following the third public hearing, held by the Everett City Council on June 30, this Amendment was revised to exclude three parcels of land located at 23 Mystic Street, 36 Mystic Street, and 39-43 Mystic Street from the list of properties identified for potential acquisition by the ERA. These parcels were removed from the Amendment in response to public concern about the potential acquisition and relocation of the residential units and businesses located on them. Upon this revision of the Amendment in mid-July, two additional public hearings were held on the Amendment in early August. A brief description of these hearings follows. Evidence of these hearings can be found in Attachment B: Public Participation.

- **June 1, 2021** - The ERA held a public hearing with the option for participants to attend in person or virtually via Zoom on June 1. The ERA public hearing was noticed in the Everett Advocate on May 14 and May 21. MHC was notified of this public hearing via a letter hand-delivered to the office on May 25.

July 20, 2021

- **June 14, 2021** - The Everett Planning Board held a virtual public hearing via Zoom that was also livestreamed on YouTube on June 14. This public hearing was noticed in the Everett Advocate on May 26 and June 2. MHC was notified of this public hearing via a letter hand-delivered to the office on May 25.
- **June 30, 2021** - The Everett City Council held an in-person public hearing that was broadcast on Everett Community Television (ECTV) on June 30. This public hearing was noticed in the Everett Independent on June 16. MHC was notified of this public hearing via a letter sent by Certified Mail on June 17.
- **August 2, 2021** - The ERA held an in-person public hearing on the revised draft of the Amendment on August 2. This public hearing was noticed in the Everett Advocate on July 16 and July 23.
- **August 2, 2021** - The Everett Planning Board held an in-person public hearing on the revised draft of the Amendment on August 2. This public hearing was noticed in the Everett Advocate on July 16 and July 23.

## 12.02(14) REQUISITE MUNICIPAL APPROVALS

The Plan approved by DHCD in 2015 included all municipal approval and evidence required by section 48 of M.G.L. c. 121B in Attachment D: Local Approvals. For this Amendment, the required approvals, actions, and evidence are provided in Attachment A: City Approvals.

Approvals included in Attachment A include:

- ERA Declaration of Necessity - April 22, 2021
- ERA Approval - June 8, 2021
- Everett Planning Board Finding of Consistency - June 14, 2021
- Everett City Council Approval<sup>1</sup> - July 8, 2021
- ERA Approval<sup>2</sup> - upcoming
- Everett Planning Board Finding of Consistency<sup>2</sup> - upcoming
- Mayor's Approval - upcoming
- Certification by ERA Legal Counsel - upcoming

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<sup>1</sup> The Everett City Council voted to conditionally approve the Amendment, contingent upon the removal of 23 Mystic Street, 36 Mystic Street, and 39-43 Mystic Street from the list of parcels identified for potential acquisition.

<sup>2</sup> Following the revision of the Amendment to exclude 23 Mystic Street, 36 Mystic Street, and 39-43 Mystic Street as parcels identified for potential acquisition, the Amendment was again brought to the ERA and Planning Board for approval.

## **12.02(15) MASSACHUSETTS ENVIRONMENTAL POLICY ACT (MEPA)**

The ERA submitted an Environmental Notification Form (ENF) to MEPA on August 31, 2015 and a notice was published in the Environmental Monitor on September 9, 2015. The Secretary of Energy and Environmental Affairs (EEA) issued an ENF Certificate on October 9, 2015 (EEA #15414). The Secretary determined that the Plan did not require preparation of an Environmental Impact Report (EIR). For Amendment #1, a minor plan change to the Plan requiring DHCD approval, a Notice of Project Change (NPC) was filed with MEPA on November 18, 2018. This NPC was noticed in the Environmental Monitor on November 21, 2018 and an NPC Certificate was issued on December 21, 2018 requiring no further review.

Like Amendment #1, this Amendment is subject to MEPA jurisdiction as it requires DHCD approval. In advance of filing an NPC for this Amendment, representatives of the ERA attended a pre-filing meeting with MEPA and state agency staff on June 22, 2021 to discuss the contents of this Amendment. The ERA subsequently filed an NPC on July 15, 2021, which was noticed in the Environmental Monitor on July 23, 2021. It is anticipated that MEPA review of the NPC will be completed prior to DHCD approval of the Amendment.