



June 23, 2023

Secretary Rebecca Tepper
Executive Office of Energy and Environmental Affairs (EEA)
Massachusetts Environmental Policy Act (MEPA) Office

Attn: Alex Strycky, EEA No. 16618
100 Cambridge St, Suite 900
Boston, MA 02114

Dear Secretary Tepper,

Salem Alliance for the Environment (SAFE) is pleased to provide comments for the wind marshaling terminal that has been proposed at 67 Derby Street, Salem. The City of Salem, which has partnered with the Crowley Development Team, will substantially benefit from this new, modern industrial use within the Salem Designated Port Area. It has the potential to bring local jobs and workforce training, create additional support services, and develop an underutilized and vacant port facility and infrastructure. The site has three unique characteristics that are not found at any other ports in Massachusetts and make it a strategic location for an offshore wind terminal: 1) No height restrictions that prevent the movement of ships carrying the tall offshore wind components; 2) Sufficient acreage to transfer and store the offshore wind components; and 3) Deep water access to navigate and berth the vessels used to transport the components to the site and the offshore wind developments.

SAFE supports the project but would like to raise points of clarification and ask for some additional details to ensure the project provides maximum benefits locally and for the region. We encourage your agency to issue a decision that allows the project to proceed to environmental permitting with state and local agencies after considering all the comments submitted by the public.

Community Benefit Agreement Comments:

1. A community benefit agreement is a document negotiated with, and monitored by, community stakeholders. Sections of the SEIR narrative talk about a CBA and make reference to only the city and the developer being at the table. SAFE and our other local stakeholder groups have organized to form a Salem Offshore Wind Alliance. Our alliance must have a seat at the table of CBA negotiations for this to be a true CBA.

2. Crowley asserts that specific job commitments to women, BIPOC, English isolated, and lower income residents in Salem and the region will be settled in a CBA. Additionally, Crowley's response regarding workforce development efforts is vague. We would like more clarity on commitments to Mass Maritime, Salem State University, and Salem High. What agreements have been made with workforce training and wrap-around support programs regionally that will support a pipeline for local opportunities and education? When will a Project Labor Agreement be struck that commits to hiring local and DEI residents? When will a CBA be struck that has strong commitments to hiring locally and with a DEI lens?

General Scope Comments:

Community Advisory Group

3. We believe that a community advisory group should be included in the Construction Design review process to maintain integrity of stakeholder participation and increase communication and understanding of project scope and community impact. Stakeholders have not had sufficient access to review the Design Drawings. Who is/has been responsible for Design Drawing review & approval? Who will be responsible for Construction Drawing review & approval?
4. This same community advisory group should be involved in the formal review of the "self-certification" of Air Quality/GHG Improvement Measures to maintain the integrity of the process and any oversight and monitoring of noise control.

Missing Materials:

5. An outstanding concern related to the EENF that does not seem to have been addressed in the SEIR is with regard to Attachment J: Release Tracking Number Summary and Plan. The final two items on the list are shown as unresolved items. Specifically: in response to the "Achieved Regulatory Closure?" column: RTN ID # 3-31327 states: "No - MCP Phase I - ISI & Tier Classification - due 1/10/2014", and RTN ID # 3-31623 states: "No - RAO in preparation." Crowley should provide evidence that these items have been satisfactorily resolved /achieved regulatory closure. If they have not, then closure should be required.

Sustainable Design Comments/Considerations:

Onsite Renewable Energy Generation & Heat Island Reduction

6. Given the emphasis on and the importance of renewable energy in the intent of this project, we propose that Crowley consider installing grid-tied solar PV systems onsite. Consideration should also be given to installing onsite vertical access wind turbines in appropriate locations or building-mounted (urban) micro wind turbines. One primary location is in the Parking Lot Area. The second area to consider would be along the site perimeter.
 - Parking Lot Area: provides a perfect opportunity to design and install a solar PV canopy over the parking spots. Such a system would provide onsite generation of renewable energy, reduce the heat island effect by providing shade, and benefit employees by covering their cars from the natural elements. If a PV canopy is not feasible, then Crowley should design the parking area with shade trees to reduce the heat island effect and uptake CO2.

- Site Perimeter: provides a natural “easement” for grid-tied solar PV in the form of small PV “stations” along the property boundary, or perhaps grid-tied vertical access turbines. Such a system could provide onsite auxiliary power, etc.
- General Site: the "dense graded aggregate" in all locations on site should be specified to be high albedo/high reflectance material to contribute to a reduction in heat island effect.

Stormwater Management

While Crowley states the project is in compliance, SMS Standards 1-4 & 7 could be satisfied to a higher degree, thereby improving site conditions and environmental impacts for the community.

7. Use Permeable Pavement in the Parking Lot Area : On the 42.3 acre project site, the 3.6 acres of Parking Lot area is 8.5% of the total project site. Designing and constructing a permeable pavement parking lot (with highly reflective aggregates to contribute to a reduced heat island effect) would reduce stormwater runoff/conveyance, attenuate peak discharge rates, recharge groundwater, and remove NPS pollutants. A permeable pavement system would improve existing conditions on the site. This would actively enhance the project’s compliance with SMS Standards 1, 2, 3, 4 & 7.
8. Install Bioswales/Rain gardens: Designing landscape BMPs for stormwater retention and treatment in the Parking Lot, such as bioswales leading to a rain garden feature or bioretention cells to capture, treat, and infiltrate stormwater prior to discharging into stormwater catch basin/municipal storm drain system at the southwest end of the lot, will further enhance SMS Standards 1-4 & 7.
9. Enclose the Discharge Channel : the existing Discharge Channel on the site could be redesigned as an onsite detention basin by enclosing it at the south end. It would provide onsite stormwater retention and treatment by natural sedimentation and nutrient uptake in the basin, as well as provide for a slow-flow release rate into the harbor that prevents erosion and pollution. The site design calls for the reuse of two existing stormwater outfall pipes, both of which already discharge into the Discharge Channel; the site design calls for two newly installed outfall pipes: one (12”) at the north end of the site at the end of a proposed trench drain, and a second one (24”) at the south end of the site. The trench drain design in Laydown B could be reversed so that the trench drain would release into the Discharge Channel, and in addition, the southern outfall could also be extended via additional pipe to discharge into the Discharge Channel, thereby conveying all stormwater from the site into the retention basin.
10. Install Rainwater Catchment System: Designing a rainwater catchment system such as cisterns incorporated into the landscaped areas along the perimeter of the site would also provide additional stormwater management as well as offer a synergistic benefit of providing non-potable water for uses such as wetting the site to mitigate fugitive dust during dry periods, thus reducing on site potable water use.
11. Fugitive Dust: In the SEIR Narrative Chapter 3. Environmental Justice, Section 3.7.8 Long-term Impacts there is no discussion of dust mitigation during operations for the long-term. Crowley needs to address operations phase fugitive dust and environmental particulate matter, and implement a dust control mitigation plan.

Floodplain

12. It does not appear that the flooding analysis considered the storage and/or surcharging potential of the piped infrastructure and the impact (if any) to the City-owned and -operated street drainage system. Can Crowley confirm that no such impact will be experienced under the scenarios analyzed in the study?
13. Per the analysis, the only significant change in flooding impacts relates to the velocity of flow within Collins Cove during the 1% recurrence storm (100-year storm). The memorandum states that the increased velocity is the result of ebbing flow returning to Collins Cove as waters recede after the storm. Under current conditions, that flow discharges eastward into Salem Harbor across the site. Since the site will be 2-ft higher in the future, that flow will be blocked at the site's western boundary and will recede westward back to Collins Cove. The report indicates that this is a relatively insignificant impact. Our questions are as follows:
 - A. While much of the Salem Harbor side of the site will be armored or in some manner protected against surge, sheet flow, or channelized discharges in present or future scenarios, Collins Cove has no such protection. Will the higher velocities within the Cove in the future have any impact on the seabed (e.g., erosion/sedimentation, disruption of benthic zone) and/or the recreational value of the Cove? There should be a protection plan or monitoring for Collins Cove.
 - B. The Stormwater Management Report states that the project is in conformance with all of the Commonwealth stormwater management standards applicable to the site. Under SW management Standard 1, no new conveyances may discharge untreated SW directly to, or cause erosion in wetlands or waters of the Commonwealth. It is our understanding that under the National Pollutant Discharge Elimination System (NPDES) regulations, a re-graded surface that creates a new pattern of flow is considered a "conveyance." If the increased velocities in the Cove create erosion or erosive conditions, the standard appears to be unmet. Although the flow may not originate from the site, it is generated by virtue of regrading the site. What oversight will be provided for monitoring potential erosion impacts?
 - C. We could not find any reference to the City's drainage infrastructure capacity. The flood analysis addressed surface flooding without regard to function of the City's system. If the site operates as a mini-dam at the western boundary, which is what the flood model suggests, there may be additional flow expected to be carried by the storm sewers in Derby and Fort streets. There were no scenarios considered in the analysis to address the increasing number of high intensity, short duration storms. The impact on local street drainage may be very different than that for the larger, less frequent events. Can there be an evaluation of the impact of the grading and infrastructure improvements on the upstream functionality of the drainage infrastructure for the more frequent extreme short-term events?
 - D. Similar to the above, it appears that all of the stormwater infrastructure on the site is privately owned, including the outfalls, and only serves the project site and/or the adjacent power plant. Will the site infrastructure be able to operate efficiently under the high intensity-short duration events without surface flooding that might discharge to adjacent sites? (Note – the site will be 95% impervious).

Sustainable Building Design & Building Water/Wastewater

14. Buildings and structures are not well displayed on the 60% DD plans in SEIR Attachment L and plans are inconsistent in showing buildings/structures. Furthermore, none of the structures are called out on this drawing set - they are only shown as background elements (faint gray lettering). Stakeholders need access to drawings that clearly indicate the nature, placement, and design of all proposed structures and buildings on the site.
15. In the SEIR narrative, several stakeholders, including SAFE, expressed concerns regarding the temporary nature of the trailers shown on site and the intention to use them as permanent structures. In their comment letter (Letter A), the Massachusetts DCR pointedly declares: ""Any proposed buildings, including trailers, to be located within the AE Zone for more than 180 days, will meet the state and local requirements for new buildings constructed in the floodplain." The use of construction trailers as a permanent structure or building is in direct violation of the City of Salem Zoning Ordinance Chapter 6.2, which states that trailers may only be on construction sites as temporary structures. Salem's Ordinance also states that construction trailers may not be connected to public water or sewer facilities. However, Crowley describes their plans to provide water and sanitary connections to the trailers in the SEIR Narrative (Sections 8.4 and 8.5). These structures should be permanent and should comply with Salem's Green Building Ordinance.

Public Access & Educational Opportunity

16. This project is one of great importance and pride to members of the Salem community as well as to the State. As a "destination city" Salem offers an excellent opportunity for widespread education about offshore wind and renewable energy efforts underway in our state and nation. In the SEIR Narrative several stakeholders, including SAFE, expressed their interest in public access to the site. While we understand the working area is restricted, Crowley should incorporate public viewing sites with educational and informational signage into the design by
- Creating a pathway with observational "vista" points and educational signage into the landscaped boundaries of the site.
 - Creating a 2-3 story observation deck for visitors to get "above" the terminal yard.
 - Connecting the pathway with the Salem Harbor Connector path.
 - Working with partners such as Salem State University, Salem Open Space and Recreation, MA Trailmap and others to develop an educational program about the "nature based" sustainable design features of the site such as bioswales/rain garden features/native landscape as well as the history of energy and energy transition at the port.
 - Installing an informational kiosk at the Salem Visitor's Center and/or one at the Salem Ferry Terminal; providing a QR code self-guided "tour" along the pathway with stops at the "vista/observation" points complete with physical signage onsite and/or electronic educational information available via a QR code/dedicated website (similar to the LEED Innovation in Design credit structure for a Green Education Program).

Air Quality & Emissions Comments:

Transportation

17. In the SEIR Narrative, Chapter 13, Section 13.9 Transportation Mitigation a table includes the following bullet point: "Encourage employee carpools and vanpools through preferential parking locations and site tenants will be encouraged to sponsor and/or subsidize carpool incentives such as gift cards for first-time participation in a carpool or vanpool program." To implement this plan, Crowley's design should include:
- Preferential parking locations for high efficiency vehicles (HEVs), electric vehicles (EVs), and carpool/vanpool parking on site in the Parking Lot area.
 - EV charging stations and bicycle parking/storage spaces.
 - Incentives for employees walking/biking to work and for using alternative transportation such as the MBTA. Additionally, the job description for the Onsite Employee Transportation Coordinator should include active no-idling monitoring.
18. The Traffic Demand Management (TDM) plan in Chapter 9 does not address Construction employees transportation. A vanpool/carpool program should be instituted for the Construction Phase of the project build. The transportation analysis indicates negligible entrances/exits from the site during construction due to the shift nature of the work. This presents an optimum opportunity to establish an off-site parking area for construction employees to then be shuttled to the site, thus reducing traffic congestion on the roadways as well as emissions in the adjacent neighborhoods, including EJ communities.
19. The SEIR Narrative in Chapter 9: Transportation, Section 9.1 provides numbers that indicate a 71% increase in volume in the morning, and a 48% increase in the evening. This doubles or more than doubles traffic during peak commuting hours. Crowley and MDM need to explain more clearly how this is considered "an inconsequential change."

Emissions

It is SAFE's position that all of the following should be codified and monitored in the CBA agreement so as to create transparency and accountability to decreasing emissions.

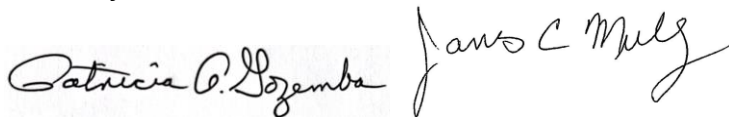
20. Crowley must institute a no-idling monitoring program. No idling signs alone are insufficient. Crowley should include a written no-idling clause in the contracts they write with contractors. Such contracts should include language that binds delivery and trucking contractors to implement pollution mitigating best available technology (BAT) on their trucks to reduce emissions. We are especially worried about language on p. 518, "proponent will establish waiting and staging areas on-site for all materials deliveries and management of truck traffic via the Webb gate". There must be noticeable (and repeated if necessary) signage regarding "No Idling for longer than 5 minutes c/of Mass. state law." On p. 526 of the SEIR a police detail is referred to regarding "diesel truck operations." Please clarify if Webb gate truck traffic is monitored by this police detail.
21. In the SEIR Attachments, Attachment D: EPA EJ Screen Report, Section 6, Crowley does not address long-term operational impacts and anticipated mitigation. With a focus on the importance of addressing the environmental and public health impacts to EJ communities and immediate surrounding neighborhoods during operations, Crowley needs to create a written plan for control of long-term impacts: e.g., fugitive dust control

measures, emissions control measures (from delivery trucks, heavy equipment onsite, vessels, etc.), noise reduction measures, no-idling monitoring, air quality monitoring, etc.

22. The emissions from the J1800 class Jumbo Jubilee seem to be high: the annual emissions in "hotelling mode only": NOx 3.62 + CO2 206.32 tons/year is equivalent to the emissions from: 144,602 gallons of gasoline consumed. Is there technology to reduce emissions from a vessel such as the Jumbo Jubilee? If not, Crowley must commit to staying up to date with technological innovations/retrofit opportunities to reduce emissions (and any and all Federal/State updates in emission standards).
23. The Seajacks Charybdis typically has a 48-hour port call , during which time the "vessel [is] running on diesel auxiliary engines." The report states that the Seajacks Charybdis is currently under construction. We would expect that a ship under construction would be designed/built with technology for hotelling with a shoreside power connection. This is essential to reduce emissions to surrounding EJ neighborhoods.
24. Crowley should include information about technological improvement opportunities in reports/updates to the community, as well as make a promise to implement changes when such technology is available.

SAFE was founded over 20 years ago in an effort to close the coal-fired power plant on our shores and see an investment in renewable energy. Wind has been our vision for over two decades. Revitalizing the waterfront while simultaneously catalyzing the clean energy sector will have a transformational environmental and economic impact throughout the region and the Commonwealth as a whole if done correctly. We thank you for reviewing our comments and we are here to support next steps.

Sincerely,

The image shows two handwritten signatures in black ink. The signature on the left is 'Patricia A. Gozemba' and the signature on the right is 'Jim C. Mulloy'.

Patricia A. Gozemba & Jim Mulloy
Co-Chairs, Salem Alliance for the Environment

Significant contributions provided by:

- Jaime Kelley, MS, LEED AP BD+C - Technical Advisor
- Betsy Frederick, Principal Planner LEED AP - Technical Advisor
- John Hayes - Sustainability, Energy & Resiliency Committee (SERC) & SSU Professor
- Karen Kahn - Communications, SAFE
- Bonnie Bain - Project Management, SAFE