

# *Final Environmental Assessment*

## **John F. Kennedy Presidential Library and Museum Addition and Renovation**



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**May 2009**

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## ES EXECUTIVE SUMMARY

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The National Archives and Records Administration (NARA) proposes to expand and renovate the John F. Kennedy Presidential Library and Museum. The Preferred Alternative proposes the renovation of the existing building and an addition to the facility to provide increased museum, archival storage, and support space.

The Library, designed by the firm of I.M. Pei & Partners of New York, represents an important work of late modern architecture by an internationally renowned architect. The Library was completed in 1979 and expanded to the west in 1991 with the construction of the Smith Center, also designed by I.M. Pei. The Library was again renovated in 1992 under the architectural direction of HNTB of Kansas City. The JFK Library is not listed in the National Register of Historic Places, nor is it included in the Inventory of Historic and Archaeological Assets of the Commonwealth maintained by the Massachusetts Historical Commission. However, the building is associated with President John F. Kennedy, a person significant in our past (National Register criterion B) and represents the work of the architect I.M. Pei, a potential master (National Register criterion C). Therefore, NARA recognizes that the property may be eligible for inclusion in the National Register under National Register special consideration criterion G, a property achieving significance within the past 50 years because of its exceptional importance.

The JFK Library currently has a severe shortage of artifact and record storage space. While bolstering the significance of the Library's already extensive holdings, new donations to the library collection have further strained already insufficient space. In the short-term, to mitigate possible damage caused by a lack of appropriate storage space, parts of the collection have been temporarily moved off site.

The Preferred Alternative proposes an expansion of the facility to provide increased museum, archival storage, and support space. The scope includes a two-story addition on the western side of the building and renovation of space within the existing building.

This Final Environmental Assessment describes the project purpose and need, the alternatives considered, and the environmental consequences of the Preferred Alternative and the No Action Alternative. The Final Environmental Assessment is substantially the same as the Draft Environmental Assessment with two exceptions: Sustainability has been addressed in a new Section 3.16 and a Response to Draft Environmental Assessment Comment Letters has been added in a new Section 5.1. In addition, Sections 3.3, Water Resources and 3.11, Ecologically Sensitive Areas and Endangered Species, have been updated.

Both the preferred and No Action Alternatives will result in no significant impact on resources studied in this Final Environmental Assessment. The Preferred Alternative, however, will result in numerous beneficial impacts. Most importantly, the Preferred

Alternative addresses the purpose and need for the project by providing for a new addition that will relieve crowding at the existing building, as well as allow for the storage of all records and materials at the site within NARA-compliant storage conditions. In addition, the Preferred Alternative provides for new temporary exhibit space, increasing the opportunities for educational and community programs.

In addition to meeting the project purpose and need, the project also calls for stabilization of the rip-rapped bank at the waterfront, thereby alleviating erosion occurring along this stretch of shoreline. The project will also have a positive impact on public safety through improved security and fire control systems, as well as other site repairs and improvements. Finally, the proposed project is compatible with the existing building and enhances and contributes to the visual character of the Library and surrounding area.

## **1.0 PROJECT PURPOSE AND NEED**

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### **1.1 Introduction**

The National Archives and Records Administration (NARA) proposes to expand and renovate the John F. Kennedy Presidential Library and Museum (JFK Library). The Preferred Alternative proposes the renovation of the existing building and an addition to the facility to provide increased museum, archival storage, and support space. This Final Environmental Assessment describes the project purpose and need, the alternatives considered, and the environmental consequences of the Preferred Alternative and the No Action Alternative.

### **1.2 Project Background**

The JFK Library, designed by I.M. Pei & Partners of New York, represents an important work of late modern architecture by an internationally renowned architect. The Kennedy family began planning for the Library with the architect in 1966, but it was not until 1976 that the Columbia Point site was selected and the detailed design of the existing building began. Upon completion in 1979 the Library included a 10-story triangular tower for administrative, research, and archival functions, a one-story circular base with two 330-seat theaters, and a below-grade museum, all connected to a 110-foot-high glazed pavilion facing north to the water. In 1991, the lower level was expanded to the west with the construction of the Smith Center, also designed by I.M. Pei, which included a large multifunction hall and smaller conference rooms. The Library was again renovated in 1992, at which time the museum spaces were completely reconfigured and upgraded under the architectural direction of HNTB of Kansas City.

Since its opening in 1979, the Library has continued to acquire new archive materials, which has resulted in a commensurate increase in storage, staff, and research space requirements. The Library is currently experiencing a severe shortage of space that can only be relieved by further expansion. Peck, Peck & Associates Interior Design Group Inc. prepared a comprehensive space study for the Library in 2002. The report recommended an addition to the west of the building that would provide new storage, processing, classroom, and office space.

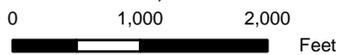
Figure 1-1 depicts the location of the JFK Library at Columbia Point in Boston.

Figure 1-1 Project Locus



JFK Library & Museum

Scale 1:18,000  
1 inch = 1,500 feet



**Figure 1-1**  
**Locus Map**  
**JFK Library and Museum**  
**Boston, Massachusetts**

Basemap: 1988 USGS Quadrangles, MassGIS



### 1.3 Project Purpose and Need

The John F. Kennedy Presidential Library and Museum is the repository for an invaluable collection of historical material from the Kennedy era, including both artifacts and textual archives. This collection has grown steadily since the building was constructed, and there is currently a severe shortage of suitable storage space for both the extensive textual holdings as well as the collection artifacts not on display in museum. The size of the collection continues to expand with important donations that have bolstered the prominence of the holdings, but have strained storage space.

As a short-term solution to this problem the Library has rented off-site space for most of its stored artifacts, and many of its textual archives are packed into existing storage spaces within the building in a manner that does not comply with NARA standards. The acquisition of additional off-site storage could alleviate this problem, but as a long-term solution it is critical to the mission of the Library that its holdings are accommodated on site where they can be closely monitored by the curators and archivists and made available for viewing and research by the public.

The Library requires new space designed to NARA standards for the long-term storage of its extensive artifact collection that is not on display in the museum. Currently, there is only one small room of approximately 1,000 square feet (sf) for this use in the building, while all other artifacts in the collection are currently housed in a rented warehouse space in South Boston comprising approximately 10,000 sf. The existing building also lacks critical facilities for the proper operation of the museum, including a temporary exhibition space, production shop, processing space, and temporary isolation and receiving rooms.

Analysis of the Library's textual archives has concluded that approximately 42,400 cubic feet of storage space will be required by the year 2020. With planned adjustments to existing storage spaces to meet NARA standards and to accommodate a temporary exhibition space, the existing building will have a total textual archive storage capacity of only about 16,700 cubic feet. An additional 25,700 cubic feet of storage is required to accommodate current and future textual archives.

Besides accommodating these critical needs for new storage space, the proposed project will resolve other spatial constraint problems that currently exist in the building, including a lack of adequate classroom space for the education program, inadequate catering kitchen facilities, and problems with the existing museum store layout.

Finally, in addition to dire storage needs, the facility does not have any temporary/traveling exhibit space. Permanent exhibit space occupies just less than 20,000 sf. The lack of temporary exhibit space reduces the educational and community program opportunities and the corresponding revenue associated with such programs.

New temporary exhibit space incorporated into the renovated and expanded Library addresses this need.

## **1.4 Land Use and Planning Context**

The JFK Library is located on land currently owned by the federal government and used exclusively for the Library. While not specifically subject to local land use planning initiatives the Library is consistent with City of Boston Zoning and waterfront planning initiatives.

### **1.4.1 Zoning**

The JFK Library lies within the “John F. Kennedy/UMass Campus Communities Facilities Subdistrict” of the Dorchester Neighborhood District as defined by the Boston Zoning Code (Article 65, Section 65-24, Establishment of Community Facilities Subdistricts). As described in Section 65-24, Community Facilities Subdistricts are designed “to encourage the development and expansion of community-based facilities ... that provide educational, health, and cultural services to the community.” Museums are specifically allowed within such districts.

### **1.4.2 Municipal Harbor Plan/HarborWalk**

The *City of Boston Municipal Harbor Plan*, also known as the “Harborpark Plan,” serves as one of the City’s key planning and regulatory methods for advancing public use and purposes along its waterfront (Boston Redevelopment Authority, October 1990). This plan was approved by the Massachusetts Secretary of Environmental Affairs in May of 1991 after many years of planning by the City, in consultation with the Harborpark Advisory Committee, public agencies, and the community (*Decision on City of Boston Request for Approval of the Boston Harborpark Plan Pursuant to 301 CMR 23.00*, Commonwealth of Massachusetts, Executive Office of Environmental Affairs, Susan F. Tierney, Secretary, May 22, 1991).

The Harborpark Plan identifies the site of the JFK Library as lying within the Columbia Point Neighborhood subdistrict of the Dorchester Bay/Neponset River Waterfront. The Secretary’s decision approved the Harborpark Plan as proposed for this district, recognizing that for this area “Boston’s planning effort is essentially complete and new zoning articles covering all filled tidelands subject to DEP [Chapter 91 Waterways Program] jurisdiction have been formally adopted by the City.” No substitute provisions for the Chapter 91 regulations were proposed for this district, and none were issued.

The key provisions applicable to the Library site are the requirement of a public, ADA-compliant, 24-hour accessible waterfront harborwalk, and that substantial interior areas be devoted to facilities of public accommodation, such as “cultural facilities and museums.”

## 2.0 ALTERNATIVES CONSIDERED

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### 2.1 Introduction

Section 2.0 describes planning and analysis that has been undertaken to identify environmental and storage deficiencies at the JFK Library and describes the No Action and Preferred Alternative.

### 2.2 Analyses Undertaken

Environmental and storage deficiencies at the JFK Library were presented and analyzed at a conceptual level in the *Comprehensive Space Study* undertaken by Peck, Peck & Associates Interior Design Group, Inc. in 2002. The study described the current space use and environmental deficiencies, and identified the short- and long-term space needs to properly house the Library functions. The study also provided planning options to meet the short- and long-term occupancy goals.

Consistent with the National Environmental Policy Act (NEPA), alternative schemes were considered during the *Comprehensive Space Study* to develop the Preferred Alternative. The planning team utilized several planning techniques to research and assess the Library's future space needs. Site visits were conducted to inspect and photograph the current conditions of all staff and storage space. Interviews were conducted with representatives of the JFK Foundation, and the Library's executive management and division directors, to collect current and future operational information. Follow-on discussions were held to review the preliminary findings, adjust the space projections to best reflect expected growth, and solve current deficiencies. Planning options were reviewed and refined with both NARA and the Library managers.

In general, the options identified for meeting these goals included expansion of the Library facilities and storage capabilities through either on-site renovation and building addition construction, or through a combination of on-site renovation and off-site storage.

#### 2.2.1 *Alternatives Eliminated from Consideration*

NARA's primary goal is to resolve its poor storage conditions. Any alternative that does not include a building addition would require reassigning exhibit, storage, staff, and public spaces to meet prioritized Library functions. Such an option would require renovating storage areas and installing environmental systems that meet NARA standards for records and artifact storage, would require some records, artifacts, staff, and events be moved off site, and would result in a split operation.

The "split operation" alternative does not provide readily accessible new artifact and textual storage space, on-site office space, and on-site temporary/traveling exhibit space. It does not address the current and projected archival storage needs and does not meet the purpose and need for the project. Therefore, this alternative and any

alternatives requiring multiple program locations were not carried forward for consideration.

### **2.2.2 Alternatives Considered**

Consistent with the National Environmental Policy Act (NEPA), alternative schemes were considered during the *Comprehensive Space Study* to develop the Preferred Alternative. The planning team utilized several planning techniques to research and assess the Library's future space needs. Site visits were conducted to inspect and photograph the current conditions of all staff and storage space. Interviews were conducted with representatives of the JFK Foundation, and the Library's executive management and division directors, to collect current and future operational information. Follow-on discussions were held to review the preliminary findings, adjust the space projections to best reflect expected growth, and solve current deficiencies. Planning options were reviewed and refined with both NARA and the Library managers. Cost analyses were then undertaken for a Preferred Alternative.

This Final Environmental Assessment presents and contrasts the No Action Alternative and the Preferred Alternative.

### **2.3 Alternative 1: No Action**

The No Action Alternative would result in no expansion to, or renovation of, the JFK Library. Shortage of artifact and record storage space would continue. As donations continue, storage would become an increasing problem. More records collections and artifacts would be crowded into aisles and hallways or moved off site, resulting in an increasingly split collection.

The current environmental conditions would be compromised by the overcrowding caused by additional donations, which would result in irreparable damage to the collection.

The facility would continue to be devoid of any temporary/traveling exhibit space. Education and community program opportunities could not be expanded and corresponding revenue associated with such programs would not be available.

### **2.4 Alternative 2: Preferred Alternative**

The Preferred Alternative proposes an expansion of the facility to provide increased museum, archival storage, and support space. The scope includes a two-story addition of approximately 28,000 sf on the western side of the building and renovation of approximately 10,500 sf of space within the existing building.

The west side of the existing building was determined to be the only feasible location for a new addition that is primarily intended for a subsidiary storage use. The building's

main entrance is on the south side. To the east and north are narrow landscaped spaces that serve as view corridors from between primary spaces in the building and the shoreline of Dorchester Bay. On the building's west side is the existing loading dock, which could be improved while being relocated within an addition. The west side of the existing building contains no windows, so no views would be blocked by the proposed two-story addition at this elevation. Previously owned by the University of Massachusetts, the land on which the proposed addition will be built was purchased by the federal government on April 2, 2009.

A detailed description of the preferred "Expansion and Renovation Concept Scheme" is provided in the *JFK Library and Museum Concept Document* (EYP 2005) and is summarized below.

The addition is proposed on the west side of the building, reflecting the fact that the Library's main entrance is on the south elevation, and that the north and east elevations are primary facades that open to Boston Harbor. The site of the proposed addition is the current location of the building's main loading area. Constructing a new loading area will facilitate the correction of current problems with the existing loading dock, which is in need of repair and does not meet NARA standards for partial enclosures.

Photographs of the JFK Library are included in Appendix A. A site plan and elevation drawings of the proposed addition are included in Appendix B.

The proposed addition incorporates the following elements:

- ◆ **Museum Collections:** Space for museum collections occupies the majority of the first level, providing easy access to the museum and new loading area. The second level accommodates some museum space, as well as storage area for some of the smaller collection materials.
- ◆ **Textual Storage:** Textual storage space is included on the second floor, with access to the service elevator.
- ◆ **Classroom:** The program accommodates a large multi-purpose classroom for educational programs. The classroom will be located on the second level along an extension of the building corridor that connects Smith Hall, the Powers Room, and the Atlantic Room.
- ◆ **Office/Conference/Docent Rooms:** Offices, conference rooms, and docent rooms will be accommodated on the second level, grouped around the circulation core.
- ◆ **Exhibition Production Shop:** Work areas will be created to support the new temporary exhibition space, including a general production workspace, paint shop, and a clean room.

In addition to the above, the scope for renovation and repairs of the existing building includes the following elements:

- ◆ Temporary Exhibition Space: The existing archival storage room on the first floor will be converted into space to accommodate temporary/traveling exhibitions.
- ◆ Kitchen: The first floor kitchen will be reconfigured to accommodate an enlarged service corridor and public lobby. The kitchens at the first and second floors will be renovated and be accessed around a new service elevator.
- ◆ Museum Store: The existing museum store is compressed into two undersized and inefficient shallow spaces straddling the main circulation corridor between the café and entrance lobby. The museum store will be expanded through the reconfiguration of adjacent spaces, including the security office, coat storage room, and adjacent office.
- ◆ Public Restrooms/Security Office: There is a need for additional public restrooms, which is anticipated to increase with the construction of a new temporary exhibition space. The relocation of the loading dock renders the former receiving room area available for other uses. This space will be used for a new security control center as well as new public restrooms.

## 3.0 AFFECTED ENVIRONMENT AND POTENTIAL PROJECT IMPACTS

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### 3.1 Introduction

Section 3.0 provides a description of existing conditions for each environmental resource topic and the potential project impacts of the No Action and Preferred Alternatives.

### 3.2 Land Use

The JFK Library is located on land currently owned by the federal government and used exclusively for the Library. The site is bounded to the south and west by property owned by the Commonwealth of Massachusetts; specifically, vacant land to the west and surface parking and the Massachusetts State Archives Building to the south. The site is bounded to the north and east by the Boston Harbor. The proposed addition will be located on the same parcel as the existing facility and extend westerly onto a portion of land purchased by the federal government on April 2, 2009. Appendix C includes a copy of the proposed subdivision plan produced prior to the purchase (“Proposed Parcel B-3”).

No residential, commercial, private, or public land displacements will occur as a result of the Preferred Alternative.

The current use and proposed expansion are compatible with surrounding land uses, as well as with existing zoning and land use planning initiatives for the area.

- ◆ The Preferred Alternative will have no significant impact on land use.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would have no impact on land use.

### 3.3 Water Resources

#### 3.3.1 *Wetlands*

The JFK Library is located on the Boston Harbor waterfront and looks northeasterly out over the water to the Boston Harbor Islands national park area. The shoreline of the site is comprised primarily of a fitted, granite block coastal bank. The mean high water line of the Harbor reaches partially up this bank, while the mean low water line lies at the base of the rip-rap or seaward thereof.

Along the westernmost shore of the site where the fitted, granite block seawall ends, the shoreline is marked by loosely placed rip-rap and construction debris. The upper portion of the coastal bank in this area is experiencing various degrees of erosion. The material

of the lower portion of the bank and beach face is comprised of a random mix of boulders, concrete blocks, bricks, and other cobble-sized materials.

Inland along the western edge of the site beyond the maintained lawn area and immediately beyond the Library property line is a slightly depressed area toward which stormwater runoff from a portion of the site and adjacent property is directed. Portions of this area demonstrate some characteristics of a freshwater wetland as defined under the federal Clean Water Act. Specifically, the vegetation in and surrounding these areas is almost solely Common reed (*Phragmites australis*), an opportunistic invasive plant associated with wetland and disturbed upland areas. However, while the hydrology of this area includes small, temporal pockets of standing water and seasonal high groundwater levels, no evidence of a channel or bank is apparent, and the areas do not connect to any distinct freshwater wetland or to the coastal shoreline to the east. Inspections of the site in October 2005, following near record rainfalls, revealed no free-standing water at the surface.

Soils were examined to a depth of 24 inches at several locations along the property line and found to be comprised almost solely of fill materials, including sand, ground glass, brick, metals, and other construction debris with essentially no humic or natural materials suggesting "wetland" soils. Furthermore, no discernable redoximorphic features such as high chroma mottles or low chroma depletions were observed. Additionally, an oxidized rhizosphere was not observed. As a further test, a solution of a,a'-dipyridyl dye was utilized in several locations to evaluate the presence of reduced iron in the soil profile. All such tests proved negative. This indicates that reducing soil conditions typical of wetland soils are not present.

In 2003 wetland scientists from Vanasse Hangen Brustlin, Inc. (VHB) inspected the adjacent UMass property for wetlands, utilizing both state and federal wetland identification criteria (Memorandum: S. McArthur, VHB, to Z. Schneider Graham, UMass, October 6, 2003). This mapping effort extended to the Library boundary and appears to have included portions of the above-referenced stormwater runoff collection area. No regulated freshwater wetlands were identified during this inspection. Wetlands identified by VHB were limited to the coastal banks identified above and as they extend along the shoreline west of the Library property.

Subsequent to the above investigations and in association with a separate project not on the Library site, the land immediately northwest of the current Library property line was specifically determined by the Boston Conservation Commission not to be a freshwater wetland subject to the Massachusetts Wetland Protection Act. A preliminary discussion with the US Army Corps of Engineers has noted that a portion of this off-site area may be a wetland under the Clean Water Act due to its wetland characteristics and proximity to the Boston Harbor. However, no formal ruling has been made and, as noted above, this area is not located on the project site or within the limit-of-work for the proposed Library addition.

The proposed Library expansion requires the stabilization of the coastal bank at the western end of the property, which will result in the placement of fill below the high water mark in the form of rip-rap. This will alleviate the erosion of the bank and facilitate the removal of the miscellaneous construction debris that now comprises this portion of the coastal bank. Because this effort requires work within waters of the United States, approval of the US Army Corps of Engineers is required under Section 404 of the US Clean Water Act and Section 10 of the Rivers and Harbors Act. Specifically, Title 33 of the US Code, Chapter 26, Subchapter IV, Section 1344 authorizes the US Army Corps of Engineers to regulate the discharge of dredged or fill materials into waters of the United States, while Title 33, Chapter 9, Subchapter 1 Section 403 authorizes the US Army Corps of Engineers to regulate certain structures or work affecting navigable waters of the United States. "Waters of the United States" is broadly defined in the federal regulations that implement the Clean Water Act to include tidal waters, rivers, streams, lakes, ponds and wetlands (33 C.F.R. § 328.3), while "navigable waters" means the waters of the United States, including the territorial seas (33 C.F.R. § 1362).

The Library addition will result in grading and excavation of the existing lawn area of the site and an area adjacent to the existing lawn colonized by Common reed. The stormwater management system (see Section 3.5) addresses stormwater runoff which currently flows from this parcel and collects near the lawn area.

- ◆ The Preferred Alternative will have no significant impact on the coastal wetland resources of the site. The rip-rapped bank will be stabilized at the waterfront, thereby alleviating the erosion occurring at this time along this stretch of shoreline.
- ◆ No mitigation measures will be necessary beyond construction-period erosion prevention and control.
- ◆ The No Action Alternative would have no significant impact on coastal wetland resources, although bank erosion and exposure of construction debris would continue to occur.

### **3.3.2 Floodplains**

A review of the Federal Emergency Management Agency Flood Insurance Rate Map (FIRM) for the project area indicates that the JFK Library property is not located within a 100-year floodplain (Zone A or B) or a coastal flood velocity zone (Zone V) (FIRM Community Panel Number 250286 0016 D, revised November 2, 1990). The coastal bank of the site is identified as the landward limit of a velocity zone.

The Library renovation and expansion project does not entail work in floodplains. Bank stabilization associated with the Preferred Alternative will address erosion of the coastal bank.

- ◆ The Preferred Alternative will have no significant impact on floodplains or velocity zones.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would have no impact on floodplains or velocity zones, although bank erosion and exposure of construction debris would continue to occur.

### **3.3.3 Coastal Zones**

The JFK Library is located entirely within the Coastal Zone as mapped by the Massachusetts Office of Coastal Zone Management (301 CMR 21.00).

The Library renovation and expansion project will be consistent with the program policies of the Massachusetts Coastal Zone Management Program.

- ◆ The Preferred Alternative will have no significant impact on coastal zone resources.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would not affect the existing Library's consistency with Coastal Zone Management policies.

## **3.4 Soils, Disposal Sites, and Hazardous Materials**

### **3.4.1 Massachusetts Department of Environmental Protection Massachusetts Contingency Plan**

The existing JFK Library, as well as the site of the proposed addition, are located on a former landfill operated by the City of Boston on Columbia Point known as the Mile Road Dump, the Mount Vernon Street Dump, or the Columbia Point Landfill. The landfill was operated as a dumping ground and burn dump through the early 1960s, and consists of the lands now occupied by the Massachusetts State Archives building, the UMass/Boston campus, and the JFK Library facility.

The Massachusetts Department of Environmental Protection (DEP) considers the former landfill to be a Disposal Site under the Massachusetts Waste Site Cleanup Regulations (Massachusetts Contingency Plan, 310 CMR 40). The site was first listed by DEP as a Disposal Site in 1987 (Release Tracking Number (RTN) 3-1430). In accordance with Permit NESW-89-036 issued by DEP to the Library on November 8, 1989, consultation with the DEP has been initiated to identify and address anticipated future DEP or other requisite actions at the JFK Library under this RTN, if any.

Both the preferred and No Action Alternatives should have no impact on the status of this RTN under the Massachusetts Contingency Plan. Regardless of whether further actions are required to be taken pursuant to this RTN, the Preferred Alternative will be

constructed in a manner that is appropriately protective of public health, safety, welfare, and the environment, as described in Section 3.4.2.

- ◆ The Preferred Alternative will be constructed so as to have no significant impacts related to hazardous materials and will have no significant impact on public health, safety, welfare, and the environment.
- ◆ Mitigation measures will be implemented under the Preferred Alternative to limit human exposure to the effects of contaminated soils, groundwater, solid waste, and landfill gas, both during construction and in the permanent condition. .
- ◆ The No Action Alternative would have no impacts related to hazardous materials and would have no impact on public health, safety, welfare, and the environment.

### **3.4.2        *Massachusetts Department of Environmental Protection Landfill Closure/Post Closure***

The original JFK Library and 1991 addition were designed and constructed to mitigate potential negative effects of it being sited on a former landfill. The currently proposed addition would need to be designed and constructed in a similar manner as the existing Library and will require DEP approval to construct, pursuant to M.G.L., Chapter 111, Section 150A, as amended by Chapter 584 of the Acts of 1987 and the Massachusetts Solid Waste Management Facility regulations, 310 CMR 19.

The JFK Library was granted a “Permit for the Conversion of Site Use” by the DEP in 1989. The permit contained five conditions, including “in the event that any further expansion of the Library facilities are planned, the Department shall be notified at least 120 days prior to the planned start of construction and such plans as the Department determines necessary shall be submitted to facilitate the Department review and approval of the proposed alterations to the facility.”

In 2005 DEP indicated that “prior to any alterations to the site, NARA shall submit to the Department for review and approval an application for modification of the post-closure use of the landfill. The application shall include detailed plans and specifications for the building foundation and site alterations, sufficient to demonstrate that the building design and site alterations will provide adequate protection of the public health, safety and the environment. The application shall be made pursuant to application BWPSW36, Major Post-Closure Use...”

It is possible that construction of the Preferred Alternative may uncover and encounter soils and solid waste contaminated by oil or hazardous materials. In addition, landfill gas containing methane and low concentrations of volatile organic compounds may be encountered during excavation. Groundwater contaminated by oil or hazardous materials could also be encountered and would need to be pumped, depending on the depth of required excavation.

Mitigation measures will be taken to limit human exposure to effects of contaminated soils, groundwater, solid waste, and landfill gas, both during construction and in the permanent condition. Procedures will be developed to manage these materials, consistent with applicable DEP regulations, guidelines, and policies.

The quality of existing soils and subsurface landfill gas in the area requiring excavation was assessed. Results of chemical analyses of soils and existing waste indicated that though soils and waste are contaminated by hazardous materials, concentrations are low and the materials may be reused on-site with appropriate landfill cover, or transported off-site for disposal or re-use as appropriate. Based on these results, a qualitative human health risk assessment is to be conducted.

If warranted, monitoring of air-borne contaminants, such as volatile organic compounds (VOCs) and dust (particulates) could be needed to verify that receptors (such as construction workers and passers-by) are appropriately protected during construction. Monitoring for potentially combustible gas such as methane could be required during construction to verify that a hazard to public safety does not exist. In the event that odors are produced during construction, measures such as covering the odor-producing material with soil, temporary synthetic covers, or vapor-suppressing foam would be implemented, to mitigate harm to public welfare.

Construction dewatering effluent will be either discharged to the ground in accordance with state regulations, or treated if required and discharged to surface waters in accordance with federal National Pollutant Discharge Elimination System (NPDES) regulations, to be protective of the environment.

In the permanent condition, exposures to elevated concentrations of oil or hazardous materials will be limited by placing contaminated materials or solid waste at appropriate depths below finish ground surface so that the material will be considered inaccessible for foreseeable site uses and users.

The new building addition will be permanently protected against infiltration of landfill gas by construction of a gas protection system for the new structure. Like that designed for the existing Library structure, the gas protection system will likely incorporate a sub-slab landfill gas venting system, utilizing fresh air intake and exhaust fans to circulate air and exhaust landfill gas. The lowest-level floor slab will incorporate a gas-impervious membrane in its construction to prevent gas from entering the lowest-level building interior spaces. Finally, methane gas monitoring will be performed to verify that safe concentrations of combustible gas are maintained.

- ◆ The Preferred Alternative will be constructed so as to have no significant impacts related to hazardous materials and will have no significant impact on public health, safety, welfare, and the environment.

- ◆ Mitigation measures will be implemented under the Preferred Alternative to limit human exposure to the effects of contaminated soils, groundwater, solid waste, and landfill gas, both during construction and in the permanent condition.
- ◆ The No Action Alternative would have no impacts related to hazardous materials and would have no impact on public health, safety, welfare, and the environment.

### 3.5 Water Quality/Stormwater Management

Stormwater runoff from the existing JFK Library site is collected and conveyed within two separate closed drainage systems that discharge into Dorchester Bay through a 24-inch pipe along the north shoreline and a 30-inch pipe along the northeast shoreline. The existing stormwater inlet structures (drop inlets) do not have sumps (to trap sediments) nor hooded outlet pipes (to contain oils).

The site will have an increase in the amount of impervious area in the proposed condition compared to the existing condition. As a result, there will be an increase in the peak rate and volume of stormwater discharge from the site in the proposed condition compared to the existing condition. Since the drainage system discharges to waters subject to tidal action, the proposed stormwater design will not include a stormwater detention structure (i.e., surface or buried). Recharge of stormwater runoff is not suitable for the design of stormwater improvements because the project site is located above a capped landfill.

Stormwater runoff from the new building addition, service driveway, and loading dock area will be collected and conveyed by an upgraded closed drainage system that connects to the existing 24-inch discharge pipe along the north shoreline.

The project will incorporate best stormwater management practices (BMPs) to comply with DEP Stormwater Management Standards and Policy. The stormwater management design will remove Total Suspended Solids (TSS) from the storm flows before discharging to the Dorchester Bay. Mitigation measures to be incorporated in the project design include installing new and replacing existing storm inlet structures with catch basins that have sediment sumps and oil/grease traps, installing water quality inlets (Stormceptor Units), and implementation of an Operations and Maintenance Plan.

The objective for the proposed stormwater management system was designed with reference to the DEP Stormwater Management Policy Standards. These standards have been specifically addressed by the project design in the following manner:

**Standard #1:** No new untreated stormwater will discharge into, or cause erosion to, wetlands or waters.

**Compliance:** The proposed design will comply with this standard. There will be no untreated stormwater discharge. Discharges will be treated prior to

discharging to the Dorchester Bay. This includes the upgrading of the existing stormwater inlets to present standards.

**Standard #2:** Post-development peak discharge rates do not exceed pre-development rates on the site either at the point of discharge or down gradient of the property boundary for the 2- and 10-year 24-hour design storms. The project's stormwater design will not increase flooding impacts off-site for the 100-year design storm.

**Compliance:** This standard is not applicable to the proposed design because the site's closed drainage system discharges to waters subject to tidal action.

**Standard #3:** The annual groundwater recharge for the post-development site must approximate the annual recharge from existing site conditions, based on soil type.

**Compliance:** This standard is not applicable to the proposed design because the site is located directly above a capped landfill and therefore, infiltrated stormwater runoff will not contribute to the groundwater in the area.

**Standard #4:** For new development, the proposed stormwater management system must achieve an 80 percent removal rate for the site's average annual load of total suspended solids (TSS).

**Compliance:** The project's stormwater management system will remove 80 percent of the post-development site's average annual TSS load. Storm inlets within the existing parking lot and service drive will be replaced with catch basins with sediment sumps and oil/grease traps. The upgraded northern closed drainage system will include catch basins with sediment sumps and oil/grease traps and a water quality inlet (Stormceptor or comparable Units) structure to remove 80 percent of the post-development average annual TSS load in the stormwater runoff prior to discharging into the Dorchester Bay.

**Standard #5:** If the site contains an area with higher potential pollutant loads (as prescribed by the Policy), BMPs must be used to prevent the recharge of untreated stormwater.

**Compliance:** The project is not associated with higher potential pollutant loads (per the DEP Stormwater Management Policy Handbook (DEP, March 1997). This project will comply with this standard.

**Standard #6:** If the site contains areas of sensitive resources (as prescribed by the Policy) such as rare/endangered wildlife habitats or areas of critical environmental concern, a larger volume of runoff from the "first flush" must be treated (one inch of runoff from impervious area rather than the standard one-half inch).

**Compliance:** The project will not discharge untreated stormwater to a sensitive area.

**Standard #7:** Redevelopment of previously developed sites must meet the Stormwater Management Standards to the maximum extent practicable.

**Compliance:** The project will meet or exceed the standards.

**Standard #8:** Erosion and sediment controls must be designed into the project to minimize adverse environmental effects.

**Compliance:** The project will comply with this standard. Temporary sedimentation and erosion controls will be incorporated as part of the design of this project and employed during construction.

**Standard #9:** A long-term BMP operation and maintenance plan is required to assure proper maintenance and functioning of the stormwater management system.

**Compliance:** An operations and maintenance plan, including long-term BMP operation requirements, will be prepared and will assure proper maintenance and continued function of the system's components.

- ◆ The Preferred Alternative will incorporate BMPs to meet Massachusetts Stormwater Management Standards to protect water quality and minimize stormwater impacts.
- ◆ Mitigation measures will be implemented under the Preferred Alternative to protect water quality and minimize stormwater impacts.
- ◆ The No Action Alternative would have no water quality or stormwater impacts.

## **3.6 Public Services and Utilities/Energy Impacts**

### **3.6.1 *Electric***

The electrical distribution system of the existing building will be extended to the addition. The recent transition from electric resistance heating to natural gas leaves more than enough capacity available for the proposed expansion of the facility. The new addition makes it reasonable to replace the existing, original emergency generator with a new one located outside near the loading dock. The new generator will be a 300kw, diesel-fired unit, mounted in a weatherproof, sound attenuated enclosure, with integral fuel storage of approximately 1,000 gallons.

### **3.6.2 *Water Supply***

A 10-inch city water main enters the structure at the first floor level, where it splits into a 4-inch domestic water and an 8-inch fire protection supply. The existing 10-inch water service has sufficient capacity to accommodate the existing building and a new addition.

### **3.6.3 Sanitary Sewer**

The existing sanitary system will remain in its entirety, including the existing duplex sewage ejector system. The new addition includes a separate sanitary system collecting below the first floor slab and discharging into a new duplex sewage ejector system. The existing and new sanitary systems exit the building into a common backwater valve pit, and from there to the existing city sewer system through one common sanitary sewer. The existing sewer line has sufficient capacity to handle any new sanitary discharge created by the proposed renovations and new addition.

### **3.6.4 Summary of Public Service and Utilities/Energy Impacts**

- ◆ The Preferred Alternative will have no significant impact on public services or utilities.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would have no impact on public services or utilities.

## **3.7 Noise and Vibration**

There are no residences or other sensitive receptors in the vicinity of the existing facility and current operation of the JFK Library does not result in any noise impacts to the community. The proposed expansion will not introduce any new noise generating facilities. Construction could result in a temporary increase in noise from the site. A discussion of noise mitigation proposed for construction is included in Section 3.14.

- ◆ The Preferred Alternative will have no significant impact on noise or vibration.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would not affect noise or vibration.

## **3.8 Traffic and Parking**

The addition is proposed to be constructed immediately adjacent to the existing JFK Library, and as such will not physically interfere with any public transportation corridors, local, state, or federal roadway systems, or any pedestrian accessway.

The parking lot serving the JFK Library currently has 283 automobile spaces and 9 bus spaces. Current zoning regulations would require only 240 automobile spaces and the existing lot adequately supports the typical daytime staff and visitor load. The proposed work will improve services and operations, but is not anticipated to increase the staff by

more than a few people, which will have a negligible impact on the parking. The proposed additional education space may result in marginal additional school group visitation, but the existing bus parking at the facility can readily accommodate this increase; therefore the current parking lot will be adequate for future conditions.

- ◆ The Preferred Alternative will have no significant impact on local transportation systems, roadway traffic, or parking.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would have no impact on local transportation systems, roadway traffic, or parking.

### **3.9 Air Quality**

According to the DEP, the City of Boston is a non-attainment area with respect to ambient air quality standards establish under the Clean Air Act for Ozone. However, since no significant change of vehicle traffic will occur as a result of the proposed renovation and expansion project, no significant short- or long-term impacts on air quality will occur as a result from the Preferred Alternative. In addition, since no significant levels of volatile organic compounds or oxides of nitrogen proposed will be emitted, the US Environmental Protection Agency (EPA)/DEP Major New Source Review Program and associated offsets are not required for the Preferred Alternative.

Heating from the proposed expansion will be provided by natural gas fired boilers. It is not be anticipated that the heaters will burn gas in excess of 10 million British thermal units per hour input, so no emissions permit is required for the heating system.

During construction phase of the Preferred Alternative, particulate levels may increase on a short-term basis as the result of soil disturbance. Other short-term construction impacts such as fugitive dust and construction vehicle exhaust could occur. These impacts will be minimal due to the relatively small amount of area to be disturbed. A discussion of air quality mitigation proposed for construction is included in Section 3.14.

- ◆ The Preferred Alternative will have no significant impact on air quality.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would not affect air quality.

### **3.10 Public Safety**

A new security system control center will be constructed in the existing building. The new addition will be tied to this system, which includes access control at doors, CCTV cameras at the perimeter, and security controls between public and staff areas. The

new addition also includes a fire control center located adjacent to the new entrance. The entire building will be retrofitted with a new fire alarm system.

The renovation work includes repairing the sidewalks and main entrance plaza to eliminate existing tripping hazards.

- ◆ The Preferred Alternative will have a positive impact on public safety.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would have no impact on public safety.

### **3.11 Ecologically Sensitive Areas and Endangered Species**

According to the 2005 Natural Heritage Endangered Species Program, the site does not contain any potential or certified vernal pools, priority habitats for state protected rare species, or habitats for rare wildlife. Figure 3-1 depicts rare habitat and vernal pools in the vicinity of the project area.

While the 2005 Massachusetts Natural Heritage and Endangered Species Program (NHESP) Atlas did not identify any protected habitat, the more recent 2006 Atlas identifies the landfill immediately north of the site and into which the Project will extend as both Priority Habitat of Rare Species and Estimate Habitat of Rare Wildlife. Subsequent consultation with the Division of Fisheries and Wildlife in May 2008 confirms that there are no state-listed species concerns with the project as currently proposed. A copy of the correspondence, dated May 20, 2008, is included in Appendix D.

Consultation with the US Fish and Wildlife Service (USFWS) in September 2005 and August 2008 confirms that no federally-listed, threatened, or endangered species or critical habitat under USFWS jurisdiction are known to occur in the project area. USFWS review of the project concluded that the preparation of a Biological Assessment or further consultation under Section 7 of the Endangered Species Act is not required.

A copy of USFWS correspondence, dated October 3, 2005 and August 12, 2008, is included in Appendix D

- ◆ The Preferred Alternative will have no significant impact on any ecologically sensitive areas or endangered species.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ The No Action Alternative would not affect air quality.

### **3.12 Aesthetics**

The JFK Library, designed by I.M. Pei & Partners of New York, represents an important work of late modern architecture by an internationally renowned architect. With its space-framed, glass pavilion, and minimalist white concrete forms, it was the first of a

series

of

Figure 3-1 Rare Habitat and Vernal Pools



JFK Library & Museum

**Legend**

-  NHESP Potential Vernal Pools:  
NOT equivalent to Certified Vernal Pools
-  NHESP 2005 Massachusetts Certified Vernal Pools
-  NHESP 2005 Priority Habitats for State-Protected Rare Species
-  NHESP 2005 Estimated Habitats for Rare Wildlife:  
For Use with the MA Wetlands Protection Act Regulations (310 CMR 10)

Scale 1:24,000  
1 inch = 2,000 feet

0 1,500 3,000 Feet



**Figure 3-1**  
**NHESP Rare Habitat & Vernal Pools**  
**JFK Library and Museum**  
**Boston, Massachusetts**

Basemap: 2001 Orthophotography, MassGIS

**Epsilon**  
ASSOCIATES INC.

signature buildings by the firm, which included the East Wing of the National Gallery in Washington, D.C., the Jacob Javits Center in New York, and the Louvre Museum addition in Paris. Though the JFK Library is the smallest of the projects, it is perhaps the most monumental, a composition of stark, platonic masses set on an isolated waterfront site at Columbia Point against a dramatic background of Boston's skyline to the north.

As in many of Pei's major projects, the design of the JFK Library was organized according to fundamental and scrupulously executed geometry of simple squares, triangles, and circles. The organization began with a column grid arrayed uniformly over the building site onto which a design grid equal to four column bays was superimposed, to which was added diagonals to define the rotated squares and right triangles that became the elementary building masses. The lower level of the building is delineated by a rotated square of four design grid modules. The above-grade forms of the building are generated by successively bisecting this square into ever smaller triangles, culminating in the triangle of the ten-story tower.

The design of the Smith Center addition, also by Pei's firm, followed the same rigid geometry of the original building. The diameter of the round assembly hall form is the same as that of the original theater wing, and the square that forms the interior volume of the room is equal to and aligned with the original building's pavilion.

Its underlying geometry is critical to the nature of the JFK Library building. Any addition to the building would have to develop from this geometry in the same way that Pei's own addition did. Consequently, the proposed concept design will be based on an extension of the original column grid and the major shapes are generated from the larger design grid. The massing of the proposed two-story addition has been designed to complement the existing building as viewed from the south. The addition matches the coping height of the existing main entrance façade to which it is joined, but avoids altering the proportions of the long wall or diminishing its dominant presence by angling away at 45 degrees. This also reduces its visual impact on the existing building from a typical visitor's approach. From the north side, the two-story addition will complete the V-shaped Smith Center plaza by adding a symmetrical low wing to the west of the Smith Hall drum. The proposed addition will be compatible with the existing building and will enhance and contribute to the visual character of the surrounding area.

Photographs of the JFK Library are included in Appendix A. A site plan, elevation drawings, and floor plans of the proposed addition are included in Appendix B.

- ◆ The proposed addition will be designed based on the original I.M. Pei design concepts and will have a positive impact on the aesthetics of the structure and its surroundings.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.

- ◆ The No Action Alternative would not affect aesthetics.

### 3.13 Historic Properties

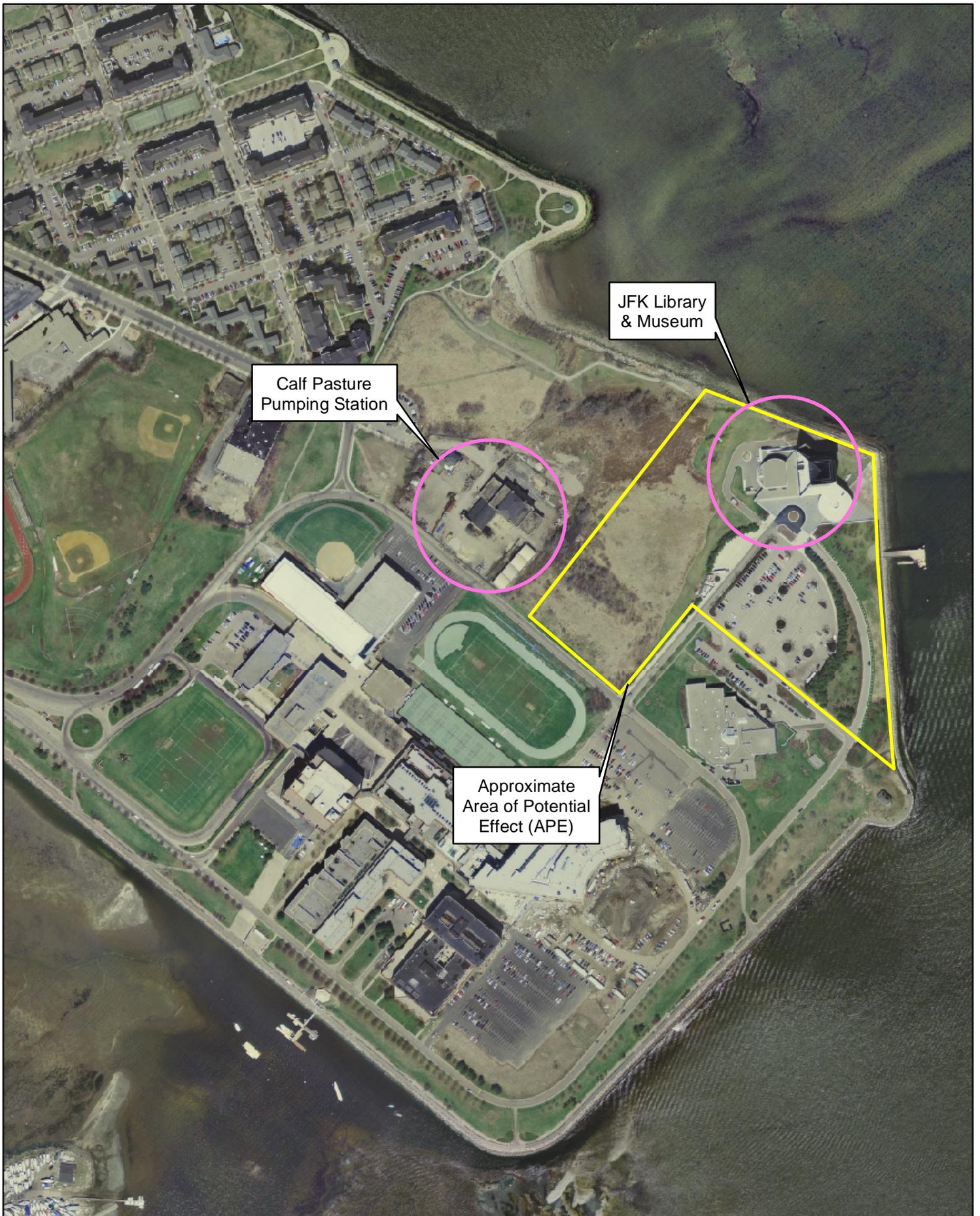
The JFK Library was completed in 1979 and is not listed in the National Register of Historic Places. The property is also not included in the Inventory of Historic and Archaeological Assets of the Commonwealth, maintained by the Massachusetts Historical Commission. The building is 28 years old, with a substantial addition that is 16 years old. However, the building is associated with President John F. Kennedy, a person significant in our past (National Register criterion B) and represents the work of the architect I.M. Pei, a potential master (National Register criterion C). Therefore NARA recognizes that the property may be eligible for inclusion in the National Register under National Register special consideration criterion G, a property achieving significance within the past 50 years because of its exceptional importance.

NARA undertook Section 106 consultation with the Massachusetts State Historic Preservation Office (MASHPO), as well as consulting parties identified as the Boston Landmarks Commission (BLC), the Wampanoag Tribe of Gay Head (Aquinnah), and the Massachusetts Commission on Indian Affairs (MCIA). The consultation process included providing the MASHPO and consulting parties with a description of the proposed undertaking, identification of consulting parties, NARA's definition of the project's area of potential effect (APE), identification of historic properties, and determination of effect.

NARA identified historic properties within one-half mile of the JFK Library, which included the Library and the Calf Pasture Pumping Station, located to the southwest of the Library, which is individually listed in the National Register of Historic Places. Figure 3-2 depicts the historic properties within the APE. NARA concluded that the proposed undertaking would have "no adverse effect" on the historic properties, per 36 CFR 800.5(b). The BLC, Wampanoag Tribe, and MCIA had no comment on the submittals. The MASHPO concurred with the no adverse effect finding. A copy of the concurrence is included in Appendix E.

- ◆ The proposed addition will be consistent with the Secretary of the Interior's Standards for Rehabilitation and will have a positive impact on the character-defining features of the building.
- ◆ No mitigation measures will be necessary under the Preferred Alternative.
- ◆ NARA and MA SHPO concurred that the proposed project will have no adverse effect on significant historic properties. Consulting parties (BLC, Wampanoag Tribe, and MCIA) had no comment on the proposed undertaking.
- ◆ The No Action Alternative would not affect historic or archaeological resources.

Figure 3-2 Historic Properties within the Area of Potential Effect



Scale 1:4,800  
 1 inch = 400 feet  
 0 200 400 Feet



**Figure 3-2**  
**Historic Properties within the Area of Potential Effect**  
**JFK Library and Museum**  
**Boston, Massachusetts**

Basemap: 2003 Orthophotography, BWSC



### 3.14 Construction

Construction of the Preferred Alternative will take place within and immediately adjacent to the existing facility. Impacts on the surrounding community resulting from construction are expected to be minimal. Every effort will be made to minimize potential impacts to air and water quality, and to limit construction noise and manage construction waste. Temporary noise, vibration, air quality impacts from construction of the Preferred Alternative will be addressed in a number of manners as described below.

#### 3.14.1 *Noise*

NARA is committed to mitigating noise impacts associated with construction of the Preferred Alternative. Increased sound levels, however, are an inherent consequence of construction activities. Every reasonable effort will be made to minimize the noise impact of construction activities. Mitigation measures will include:

- ◆ Using mufflers on all construction equipment including ongoing maintenance of intake and exhaust systems.
- ◆ Muffling enclosures on continuously running equipment, such as air compressors and welding generators.
- ◆ Replacing specific construction operations and techniques by less noisy ones where feasible (e.g., mixing concrete off site instead of on site).
- ◆ Scheduling equipment operations to keep average levels low, to synchronize noisiest operations with times of highest ambient noise levels, and to maintain relatively uniform noise levels.
- ◆ Turning off idling equipment.
- ◆ Locating noisy equipment as far as possible from sensitive areas.

#### 3.14.2 *Air Quality*

During the construction period of the Preferred Alternative, temporary effects on ambient air quality adjacent to the construction site could occur. Impacts associated with construction activities could generate fugitive dust, resulting in localized increases in particulate levels.

The disturbed area and the construction period for the Preferred Alternative will be limited, estimated at 5,400 sf. As a result, air quality impacts are expected to be minimal. Principal on-site sources of particulates include the excavation process, a minimal amount of demolition, exposed aggregate and storage piles, and unpaved areas. For each source type,

fugitive emissions will depend on such factors as the properties of emitting surfaces (e.g., soil silt content, moisture content, and volume of spoils), meteorological variables, and the construction practices employed.

The construction contract will provide for a number of strictly enforced measures to be utilized by contractors to reduce potential emissions and minimize impacts. These measures include:

- ◆ Conducting periodic street and sidewalk cleaning during active excavation.
- ◆ Stabilizing exposed surfaces as soon as possible.
- ◆ Using wetting agents on areas of exposed soil on a scheduled basis.
- ◆ Using covered trucks to remove construction debris and excavated materials.
- ◆ Minimizing storage of spoils and debris on the construction site.
- ◆ Monitoring of actual construction practices to ensure that unnecessary transfers and mechanical disturbances of loose materials are minimized.

#### **3.14.3      *Water Quality***

Best Management Practices will be implemented during construction and operation of the Preferred Alternative to control erosion and to prevent the discharge of sediment, groundwater, stormwater runoff, or pollutants to the drainage system. See Section 3.5 for additional information on the stormwater management plan.

#### **3.14.4      *Construction Waste***

NARA will take an active role with regard to the reprocessing and recycling of construction waste. An evaluation of the potential for recycling will occur before the construction commences. Construction will be conducted so that materials that can be recycled will be segregated from those materials not recyclable to enable disposal at an approved solid waste facility.

#### **3.14.5      *Construction Impacts and Mitigation***

It is anticipated that construction activities will be regulated through environmental specifications in construction contracts, that construction activities will not be allowed to violate federal standards, and that construction plans will include measures to mitigate potential impacts. These factors will be included in the construction bid documentation and will be strictly adhered to and monitored by construction management personnel.

- ◆ Construction impacts will be minimal and will have no significant impact.

- ◆ Measures to mitigate potential construction impacts will be implemented under the Preferred Alternative.
- ◆ The No Action Alternative would have no construction impacts.

### **3.15 Environmental Justice**

The Preferred Alternative is not expected to have a significant impact on the environment. As discussed in this Final Environmental Assessment, mitigation has been identified for any possible short-term construction impacts and no long-term operational impacts are expected from the proposed expansion and renovation. This Final Environmental Assessment will be made available to ensure the public has an opportunity to review and comment on the project.

Accordingly, the Preferred Alternative will not result in a disproportionate share of any negative environmental effects on any minority community.

### **3.16 Sustainability**

While this project is a relatively modest addition to the existing presidential library and museum, it is being undertaken with the objective of incorporating sustainable materials and practices to the greatest extent possible.

One of the most notable sustainable features of the existing building, and the proposed addition as well, is its location on a former city landfill. Development on a brownfield site carries significant additional costs, but it provides important benefits for the surrounding community. The existing facility is also connected to the nearby subway station by a free shuttle bus service, which promotes the use of public transportation to the site by both visitors and staff.

Construction procedures will be carefully managed to protect the surrounding environment and will include waste management and recycling. The addition will incorporate regional and sustainable materials where possible. The roof system will meet energy star requirements for solar reflectance. Most of the interior space in the proposed addition is intended to house archival materials, so finishes will be carefully chosen for minimal Volatile Organic Component (VOC) content. The occupied spaces in the addition are arranged primarily along the south side and are provided with good daylighting along with a shading system to control excess solar heat gain.

Mechanical systems for occupied spaces in the proposed addition will be designed for maximum energy efficiency. Mechanical systems serving the archival storage spaces will be as energy efficient as possible given their foremost requirement to maintain strict environmental conditions for the museum artifacts and textual materials. Artificial lighting throughout the addition will be controlled by occupancy sensors to minimize electrical consumption.

NARA has also recently completed a major energy conservation project in the existing building that included the replacement of many of the old mechanical and lighting systems. This has resulted in significant energy use reductions throughout the facility.

### **3.17 Conclusion**

Both the Preferred and No Action Alternatives would result in no significant impact on resources studied in this Final Environmental Assessment. The Preferred Alternative, however, will result in numerous beneficial impacts. Most importantly, the Preferred Alternative addresses the purpose and need for the project by providing for a new addition to relieve crowding at the existing building and allowing for the storage of all records and materials at the site within NARA-compliant storage conditions. In addition, the Preferred Alternative provides for new temporary exhibit space, increasing the opportunities for educational and community programs.

In addition to meeting the project purpose and need, the rip-rapped bank will be stabilized, thereby alleviating erosion occurring along this stretch of shoreline. The project will also have a positive impact on public safety through improved security and fire control systems, as well as other site repairs and improvements. Finally, the proposed project will be compatible with the existing building and will enhance and contribute to the visual character of the Library and surrounding area.

## **4.0 CONSULTATION**

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Section 4.0 summarizes Federal, State, and Local agencies and other parties consulted during the development of the Preferred Alternative.

### **4.1 Federal Agencies and Organizations**

Massachusetts State Historic Preservation Office/ Massachusetts Historical Commission

US Fish and Wildlife Service

Wampanoag Tribe of Gay Head (Aquinnah)

### **4.2 State Agencies and Organizations**

Massachusetts Commission on Indian Affairs

Massachusetts Department of Environmental Protection

Massachusetts Division of Fisheries and Wildlife

University of Massachusetts Boston

### **4.3 Local Agencies and Organizations**

Boston Landmarks Commission

### **4.4 Other Parties**

John F. Kennedy Library Foundation

## **5.0 PUBLIC MEETING AND RESPONSE TO COMMENTS**

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A Public Meeting to review the Draft Environmental Assessment was held on Tuesday, January 22, 2008 at 7:00 PM at the John F. Kennedy Presidential Library and Museum, Columbia Point, Boston, Massachusetts, 02125. The meeting was publically noticed in the *Boston Globe* on December 29, 2007, December 31, 2007, and January 1, 2008. A copy of the Public Meeting Notice is included in Appendix F.

Representatives from NARA and the Library were available to answer questions, as well as to receive verbal and written comments on the proposed project.

The meeting was attended by two members of the public. One member of the public represented The Boston Harbor Association and provided written comments (see below). One member of the public provided verbal comments (summarized below).

### **5.1 Response to Comments**

Comment letters on the Draft Environmental Assessment were received from the Boston Environmental Department and The Boston Harbor Associates. This section provides responses to each of the individual comments within the comment letters. Copies of the complete comment letters are included in Appendix G. In addition, one member of the public provided verbal comments at the Public Meeting, held on January 22, 2008; these comments are summarized below.

#### ***Boston Environmental Department, February 21, 2008***

**BED.1 The Final Environmental Assessment should describe the sustainability plan.**

Sustainability has been added to the Final Environmental Assessment in Section 3.16.

**BED.2 The project should include signage at the entrance to the Library indicating there are public restrooms available.**

The restrooms in the JFK Library and Museum are available to the general public during regular museum hours and are well marked within the public areas of the museum. The JFK Library and Museum will also consider putting additional signage on the exterior of the building.

**BED.3 Any installation and/or work on storm drains, request permanent installation of plaques that bear the warning “Don’t Dump – Drains to Boston Harbor.”**

To the degree new structures will be added, they will be so marked with plaques, if they are readily available.

**BED.4 The Boston Conservation Commission anticipates the filing of a Notice of Intent for the project given the subject site's proximity to Dorchester Bay and coastal bank stabilization work noted in the Draft EA.**

NARA filed a voluntary Notice of Intent (NOI) with the Boston Conservation Commission on April 8, 2008. The Conservation Commission voted to approve the NOI at its public hearing on the project, held April 22, 2009. A copy of the NOI cover letter is included in Appendix H.

**BED.5 The Massachusetts Department of Environmental Protection Landfill Closure/Post Closure application should include a discussion and assessment of the condition of the landfill along the shoreline and describe measures to contain and mitigate public health and environmental hazards.**

Approximately 130 linear feet of coastal bank stabilization along the northern shoreline of the property is proposed as part of this project. The northern shoreline currently consists of miscellaneous rocks and debris that do not provide adequate erosion protection for the proposed Library expansion activities. The erosion of this filled shoreline is also exposing non-soil materials associated with the former fill activities, including granite blocks, concrete, metal, or other debris. The stabilization of this shoreline will prevent the release of these materials to the adjacent harbor waters.

The proposed bank stabilization work will be constructed in compliance with the US Army Corps permit granted for the seawall construction. This work will include the excavation of a new footing along the base of the new seawall, and the placement of a foundation consisting of soils and ¾-inch crushed stone. Filter fabric will then be placed over the crushed stone which will, in turn, be overlain with a layer of Class B stone (3- to 12-inches in diameter). Finally, a seawall of two- to four-ton granite blocks will be placed at a slope of 1.25:1. Proposed seawall slope elevations will be below existing grade; thus no fill is proposed beyond the high-tide line for the entire Project. Together these measures will mitigate any hazards created by the current bank erosion along this section of the shoreline.

**BED.6 The Boston Conservation Commission expects the Notice of Intent for the project to include an assessment of whether this area constitutes Isolated Land Subject to Flooding, which is a resource are subject to protection under the Massachusetts Wetland Protection Act.**

As noted in the wetlands section of the Draft Environmental Assessment, there are no freshwater wetlands at the project site. While a large stand of phragmites occupies the filled land to the immediate north of the Library, soil borings in the area adjacent to the site encountered only construction debris and dredge materials. No hydric wetland soils were encountered and hence these stands of phragmites are

not deemed freshwater wetlands. Similarly, while small, isolated wet areas with standing water of an inch or two were observed during early spring, none of these approached the scale that would qualify them as isolated land subject to flooding protected under state or federal law. Much of the area is steeply sloped and these wet areas are confined to ruts or slight depressions on the scale of a few feet across.

**BED.7 The Draft EA references the 2005 Natural Heritage and Endangered Species Program; however the most current NHESP map does represent priority habitat or rare species on the property.**

As noted in the Final Environmental Assessment, consultation with the US Fish and Wildlife Service (USFWS) in September 2005 and August 2008 confirms that no federally-listed, threatened, or endangered species or critical habitat under USFWS jurisdiction are known to occur in the project area. USFWS review of the project concluded that the preparation of a Biological Assessment or further consultation under Section 7 of the Endangered Species Act is not required.

While the 2005 Massachusetts Natural Heritage and Endangered Species Program (NHESP) Atlas similarly did not identify any protected habitat, the more recent 2006 Atlas identifies the landfill immediately north of the site and into which the Project will extend as both Priority Habitat of Rare Species and Estimate Habitat of Rare Wildlife. Subsequent consultation with the Division of Fisheries and Wildlife in May 2008 confirms that there are no state-listed species concerns with the project as currently proposed. A copy of the correspondence is included in Appendix D.

**BED.8 The Final EA should include a draft of the long-term best management practices, operations, and maintenance plan**

The Draft and Final Environmental Assessment list best management practices that are proposed in general. During design development, the long-term best management practices, operations and maintenance plan will be developed.

***The Boston Harbor Association, February 22, 2008***

**TBHA.1 TBHA recommends that the description in the project description in the Environmental Assessment be updated to indicate the vibrancy of Columbia Point and the new plans and development anticipated in the next five to ten years.**

The JFK Library and Museum and NARA concur that Columbia Point is not as isolated, compared to when the Library was originally constructed. They recognize the presence of the new Peninsula residential development located between UMass and the JFK Library and Museum, ongoing campus planning at UMass Boston, the

proposed redevelopment of the Bayside Expo Center, the proposed air rights development at the MBTA's JFK/UMass station, and the Boston Redevelopment Authority's Columbia Point master planning process.

**TBHA.2 TBHA strongly supports, as part of the first phase of this project, the shoreline stabilization and construction of signage of the new HarborWalk segment.**

NARA is committed to the shoreline stabilization and construction of the new HarborWalk segment as part of first phase of the project. This work is proposed to be completed before the building addition is constructed.

**TBHA.3 The pier and dock next to the John F. Kennedy Library and Museum are operated by UMass Boston. TBHA hopes that the Library and Museum will support efforts to encourage water transportation from this dock by both visitors and residents**

The JFK Library and Museum does not own the adjacent dock. However to the extent its use is consistent with the Library's operations and security requirements, NARA supports usage of this dock by visitors and residents.

**TBHA.4 The Draft Environmental Assessment does not have any section regarding sustainable development, nor any discussion about LEED certification of the new addition.**

See response to comment BED.1.

**TBHA.5 TBHA asks that universal signage be placed by the front door of the Library and Museum so that members of the general public are aware of the availability of these facilities.**

See response to comment BED.2.

**TBHA.6 TBHA requests that a draft of the best management practices be included in the Final Environmental Assessment and that particular attention be given to ensuring that water quality issues are addressed.**

See response to comment BED.8.

***Public Comment, January 22, 2008***

**PC.1 Will public access to the Boston HarborWalk be maintained during construction?**

Yes, the JFK Library and Museum plan to maintain access along the Boston HarborWalk during construction.

## **6.0 CIRCULATION LIST**

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A copy of the Final Environmental Assessment will be available for viewing at the Boston Public Library – Uphams Corner Branch Library at 500 Columbia Road, Dorchester.

A copy of the Final Environmental Assessment will be provided to the following parties:

### **6.1 Federal Agencies and Organizations**

Massachusetts State Historic Preservation Office/Massachusetts Historical Commission  
United States Army Corps of Engineers, New England Division – Regulatory Division

### **6.2 State Elected Officials, Agencies, and Organizations**

The Honorable Jack Hart, State Senator  
The Honorable Martin J. Walsh, State Representative  
The Honorable William Francis Galvin, Secretary of State  
Executive Office of Energy and Environmental Affairs – MEPA Unit  
Massachusetts Department of Environmental Protection – Division of Solid Waste Management  
Massachusetts Department of Environmental Protection – Waterways Division  
Massachusetts State Archives  
University of Massachusetts Boston

### **6.3 Local Elected Officials, Agencies, and Organizations**

The Honorable Maureen Feeney, Boston City Council President  
Mayor’s Office of Neighborhood Services  
Boston Conservation Commission  
Boston Environment Department  
Boston Landmarks Commission  
Boston Redevelopment Authority

### **6.4 Other Parties**

Boston College High School  
Columbia Point Associates  
Columbia-Savin Hill Civic Association  
John F. Kennedy Library Foundation  
Save the Harbor/Save the Bay  
The Boston Harbor Association

## **7.0 LIST OF PREPARERS**

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This Final Environmental Assessment was prepared by Epsilon Associates, Inc. for Einhorn Yaffee Prescott Architecture and Engineering, P.C. on behalf of the National Archives and Records Administration. This section presents a list of those who assisted in the preparation of this Final Environmental Assessment.

### **Proponent**

National Archives and Records Administration  
8601 Adelphia Road, Room 2300  
College Park, MD 20740-6001

Ronald Noll, Real Property Management, Branch Chief  
David Sponn, Project Manager  
Richard Judson, NARA Federal Preservation Officer

JFK Library and Museum  
Columbia Point  
Boston, MA 02125

Thomas J. Putnam, Director

### **Consultants**

Epsilon Associates, Inc.  
3 Clock Tower Place, Suite 250  
Maynard, MA 01754

Maureen Cavanaugh, Senior Consultant  
Andrew Magee, Associate

Einhorn Yaffee Prescott Architecture & Engineering, P.C.  
25 School Street  
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David Fixler, AIA, Principal  
Eric Ward, AIA, Associate

Haley & Aldrich, Inc.  
465 Medford St., Suite 2200  
Boston, MA 02129-1400

Michael Atwood, P.E, Senior Engineer  
Paul Ozarowski, P.E., LSP, Vice President

Nitsch Engineering  
186 Lincoln Street, Suite 200  
Boston, MA 02111

Jerry Blumenthal, Senior Project Manager  
Josh Alston, P.E., Project Manager

## 8.0 REFERENCES

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### 8.1 Bibliography

Einhorn Yaffee Prescott Architecture & Engineering P.C. John F. Kennedy Presidential Library and Museum, Columbia Point, Boston, MA *Building Condition Report* NAMA-04-SEM-0009 Final Report. January 20, 2005

Einhorn Yaffee Prescott Architecture & Engineering P.C. John F. Kennedy Presidential Library and Museum, Columbia Point, Boston, MA. *Building Addition & Renovation Concept Design Report* NAMA-04-SEM-0009. June 24, 2005.

Einhorn Yaffee Prescott Architecture & Engineering P.C. John F. Kennedy Presidential Library and Museum, Columbia Point, Boston, MA *35% Design Documents - Draft*. June 30, 2005

Federal Emergency Management Agency, *Flood Insurance Rate Map, City of Boston, Massachusetts*, Community Panel Number 2250286 0016 D, Revised November 2, 1990.

Peck, Peck & Associates Interior Design Group, Inc. John F. Kennedy Presidential Library and Museum Columbia Point, Boston, Massachusetts. *Comprehensive Space Study* Final Submittal. October 29, 2002

Vanasse Hangen Brustlin, Inc. *Wetland Delineation*, Memorandum, Susan McArthur, VHB, to Zehra Schneider Graham, UMass. October 6, 2003

### 8.2 Glossary of Terms and Acronyms

Acronym	Term
BLC	Boston Landmarks Commission
BED	Boston Environment Department
BMP	Best Management Practice
DEP	Massachusetts Department of Environmental Protection
EPA	Environmental Protection Agency
FIRM	Flood Insurance Rate Map
MASHPO	Massachusetts State Historic Preservation Office
MCIA	Massachusetts Commission on Indian Affairs
NARA	National Archives and Records Administration
NEPA	National Environmental Policy Act
NOI	Notice of Intent
NPDES	National Pollutant Discharge Elimination System
RTN	Release Tracking Number
PC	Public Comment
sf	square feet
TBHA	The Boston Harbor Association

## Glossary of Terms and Acronyms (Continued)

<b>Acronym</b>	<b>Term</b>
TSS	total suspended solids
UMass	University of Massachusetts Boston
US	United States
USFWS	United States Fish and Wildlife Service
VOC	volatile organic compound

**Appendix A**  
**Photographs**

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**JFK Library and Museum  
Columbia Point, Boston, MA  
Photographs**



**1. JFK Library and Museum – view to the northeast**



**2. JFK Library and Museum – view to the east**

**JFK Library and Museum  
Columbia Point, Boston, MA  
Photographs**



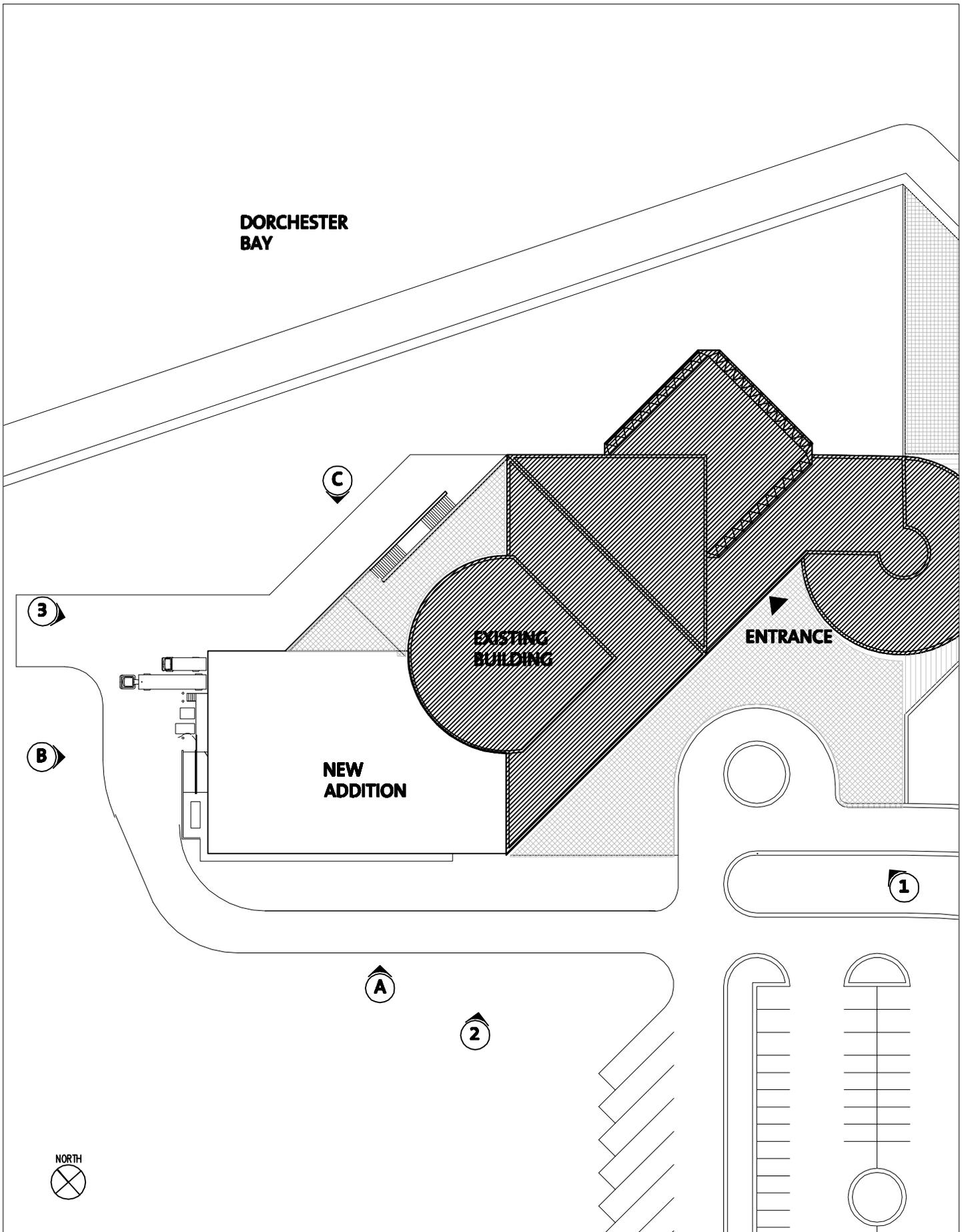
**3. JFK Library and Museum – view to the southeast**

**Appendix B**

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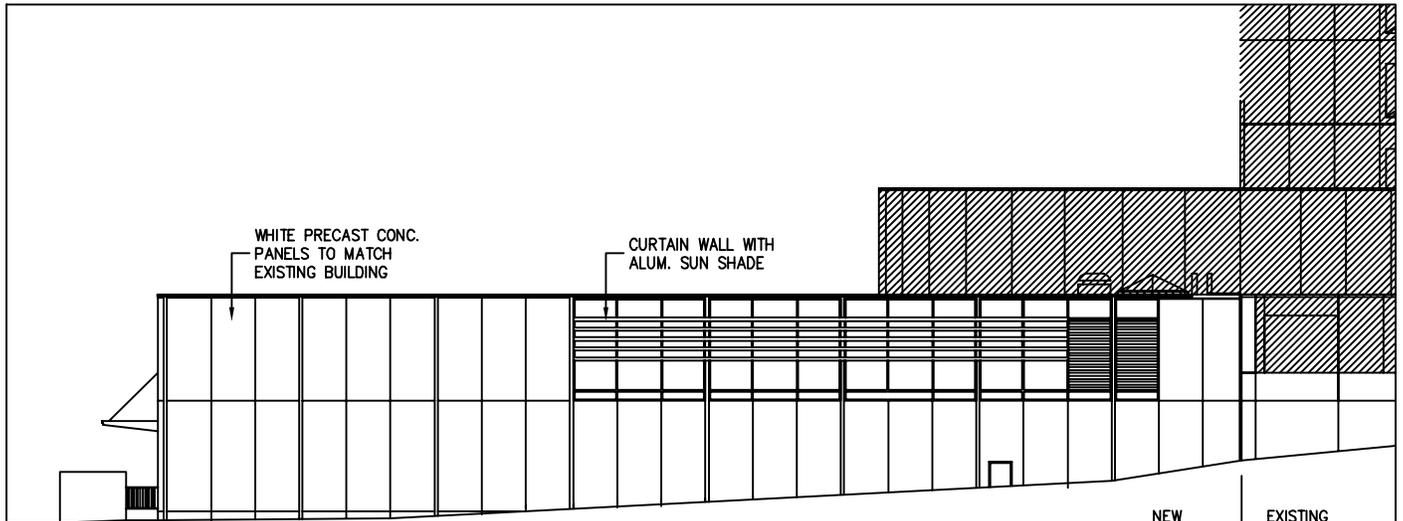
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**Site Plan and Elevation Drawings**

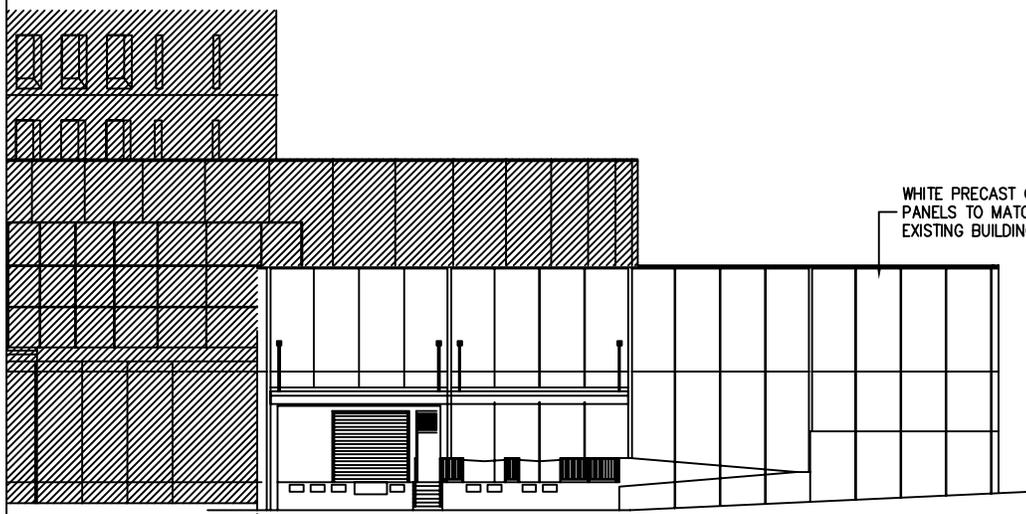


**John F. Kennedy Library and Museum  
Addition and Renovation**

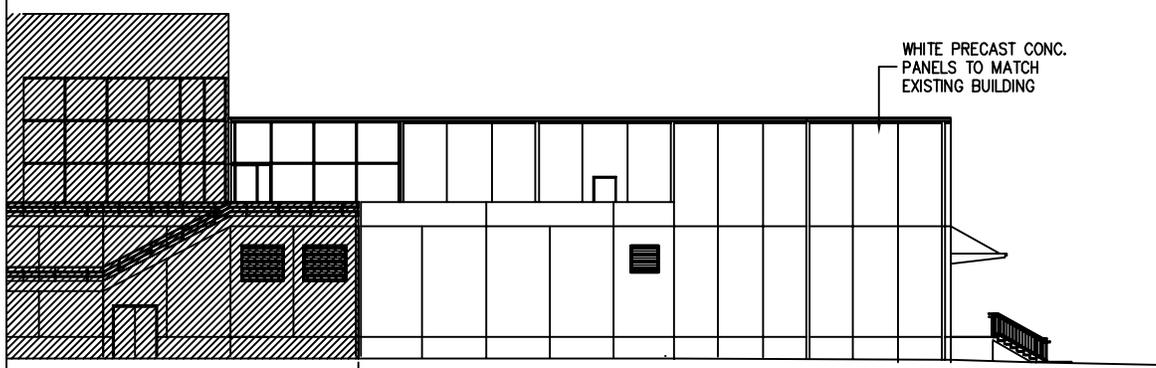
**SITE PLAN**



**A South Elevation**



**B West Elevation**



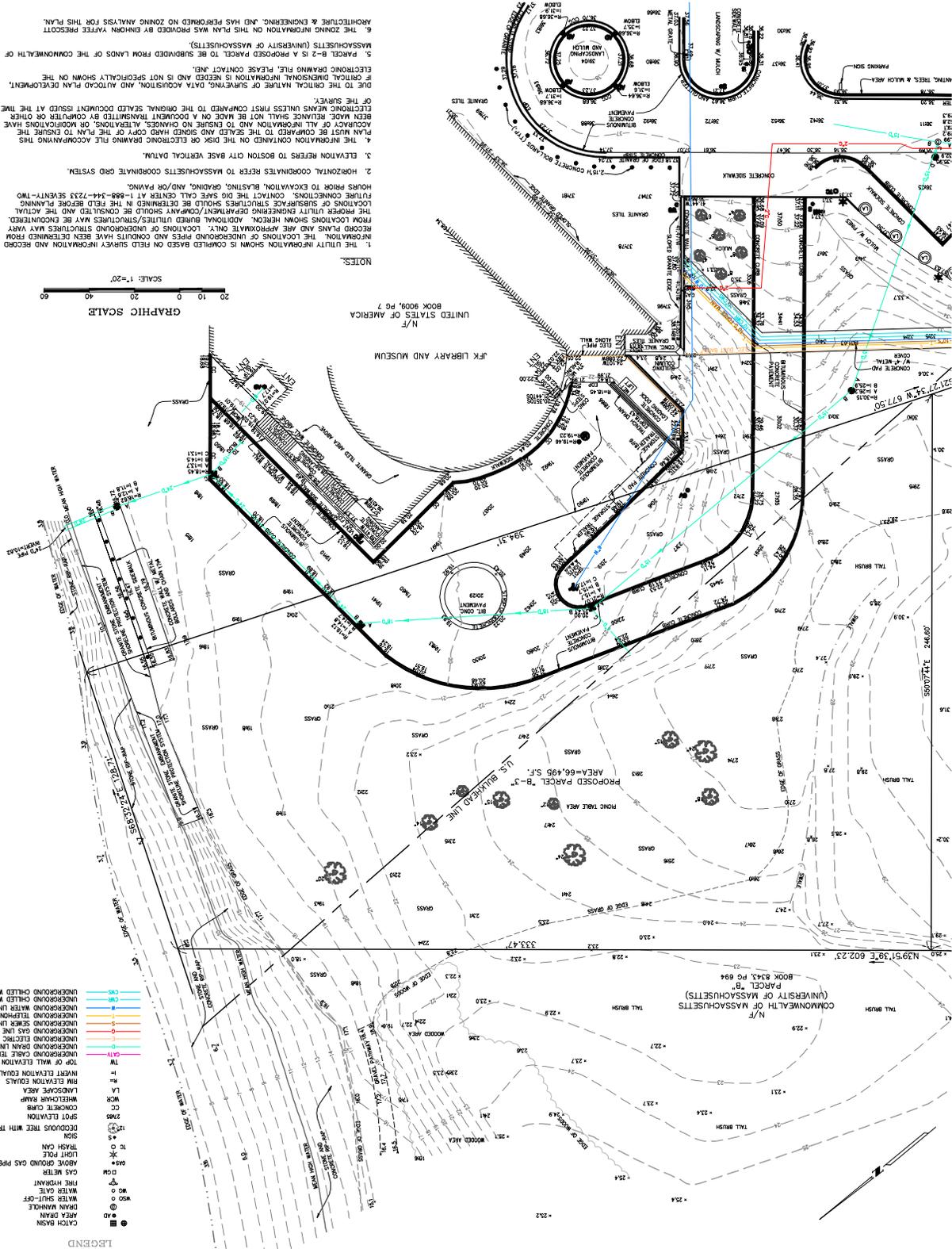
**C North Elevation**

**Appendix C**

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**Proposed Subdivision Plan**



**PROPOSED SUBDIVISION PLAN**  
JOHN F. KENNEDY PRESIDENTIAL LIBRARY AND MUSEUM  
BOSTON, MA 02125

PREPARED FOR:  
**ENHORN YATFEE PRESCOTT**  
24 SCHOOL STREET - BOSTON, MA 02108

186 Lincoln Street, Suite 200  
Boston, MA 02111  
T: (617) 338-0683  
F: (617) 338-6472  
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Civil Engineering  
Land Surveying  
Traffic Engineering  
Planning  
GIS Services

REV.	DATE	COMMENTS
1	1/26/09	PROPERTY LINE REVISION
2	1/26/09	CONCEPT

INTERIOR: 2309  
 SCALE: 1"=20'  
 DATE: 05/12/09  
 DRAWN: PS  
 CHECKED BY: JAM  
 DRAWING NO.: 349  
 PROJECT: PS

SHEET: S-1  
 REV.

**Appendix D**

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**US Fish and Wildlife Correspondence  
Massachusetts Division of Fisheries and Wildlife Correspondence**



# United States Department of the Interior



FISH AND WILDLIFE SERVICE  
New England Field Office  
70 Commercial Street, Suite 300  
Concord, New Hampshire 03301-5087

October 3, 2005

Reference:                      Project    Location  
   EA, JFK library expansion/renovation                      Boston, MA

Maureen A. Cavanaugh  
Epsilon Associates, Inc.  
3 Clock Tower Place, Suite 250  
Maynard, MA 01754

Dear Ms. Cavanaugh:

This responds to your recent correspondence requesting information on the presence of federally-listed and/or proposed endangered or threatened species in relation to the proposed activity(ies) referenced above.

Based on information currently available to us, no federally-listed or proposed, threatened or endangered species or critical habitat under the jurisdiction of the U.S. Fish and Wildlife Service are known to occur in the project area(s). Preparation of a Biological Assessment or further consultation with us under Section 7 of the Endangered Species Act is not required.

This concludes our review of listed species and critical habitat in the project location(s) and environs referenced above. No further Endangered Species Act coordination of this type is necessary for a period of one year from the date of this letter, unless additional information on listed or proposed species becomes available.

Thank you for your coordination. Please contact us at 603-223-2541 if we can be of further assistance.

Sincerely yours,

Michael J. Amaral  
Endangered Species Specialist  
New England Field Office



# United States Department of the Interior



FISH AND WILDLIFE SERVICE  
New England Field Office  
70 Commercial Street, Suite 300  
Concord, New Hampshire 03301-5087  
<http://www.fws.gov/northeast/newenglandfieldoffice>

August 12, 2008

Reference:	<u>Project</u>	<u>Location</u>
	EA, JFK library expansion/renovation	Boston, MA

Maureen Cavanaugh  
Epsilon Associates, Inc.  
3 Clock Tower Place, Suite 250  
Maynard, MA 01754

Dear Ms. Cavanaugh:

This responds to your recent correspondence requesting information on the presence of federally-listed and/or proposed endangered or threatened species in relation to the proposed activity(ies) referenced above.

Based on information currently available to us, no federally-listed or proposed, threatened or endangered species or critical habitat under the jurisdiction of the U.S. Fish and Wildlife Service are known to occur in the project area(s). Preparation of a Biological Assessment or further consultation with us under Section 7 of the Endangered Species Act is not required.

This concludes our review of listed species and critical habitat in the project location(s) and environs referenced above. No further Endangered Species Act coordination of this type is necessary for a period of one year from the date of this letter, unless additional information on listed or proposed species becomes available.

In order to curtail the need to contact this office in the future for updated lists of federally-listed or proposed threatened or endangered species and critical habitats, please visit the Endangered Species Consultation page on the New England Field Office's website:

[www.fws.gov/northeast/newenglandfieldoffice/EndangeredSpec-Consultation.htm](http://www.fws.gov/northeast/newenglandfieldoffice/EndangeredSpec-Consultation.htm)

In addition, there is a link to procedures that may allow you to conclude if habitat for a listed species is present in the project area. If no habitat exists, then no federally-listed species are present in the project area and there is no need to contact us for further consultation. If the above conclusion cannot be reached, further consultation with this office is advised. Information describing the nature and location of the proposed activity that should be provided to us for further informal consultation can be found at the above-referenced site.

Thank you for your coordination. Please contact us at 603-223-2541 if we can be of further assistance.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Anthony P. Tur". The signature is written in a cursive style with a prominent initial "A".

Anthony P. Tur  
Endangered Species Specialist  
New England Field Office

**Appendix E**

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**Massachusetts State Historic Preservation Office Correspondence**



# National Archives and Records Administration

8601 Adelphi Road  
College Park, Maryland 20740-6001

CONCURRENCE: Brona Simon  
6/20/07

RECEIVED

MAY 22 2007

MASS. HIST. COMM

30474

May 21, 2007

Brona Simon, State Historic Preservation Officer  
Massachusetts Historical Commission  
220 Morrissey Boulevard  
Boston, MA 02125

BRONA SIMON  
STATE HISTORIC  
PRESERVATION OFFICER  
MASSACHUSETTS  
HISTORICAL COMMISSION

**Re: Section 106 Review-John F. Kennedy Presidential Library and Museum  
Proposed Addition and Renovation Project  
Columbia Point, Boston, MA**

Dear Ms. Simon:

In accordance with Section 106 of the National Historic Preservation Act of 1966, as amended (Act), the National Archives and Records Administration (NARA) is pleased to provide the Massachusetts State Historic Preservation Office (MA SHPO) with information on NARA's proposal to expand and renovate the John F. Kennedy Presidential Library and Museum (JFK Library) at Columbia Point in Boston, MA. The preferred alternative proposes the renovation of the existing building and an addition to the facility to provide increased museum, archival storage, and support space. This letter includes a description of the proposed undertaking, identification of consulting parties, NARA's definition of the project's area of potential effect (APE), identification of historic properties, and determination of effect.

NARA believes that there will be no adverse effects on any historic structures or archeological resources within the APE. The purpose of this letter is to notify the MA SHPO of the proposed undertaking and to seek the MA SHPO's agreement with or no objection to the finding, regarding the potential impacts of the proposed project, in compliance with Section 106 of the National Historic Preservation Act (36 CFR 800).

**Project Name**

John F. Kennedy Presidential Library and Museum Addition and Renovation Project

**Name of Federal Agency Funding**

National Archives and Records Administration (NARA)

**Project Description**

The JFK Library currently has a severe shortage of artifact and record storage space. The size of the collection continues to expand with important donations that have bolstered the prominence of the holdings, but have strained storage space. To solve storage problems in the short term and mitigate

potential damage to the holdings by placing them in space that meets NARA standards, some collections have been temporarily moved off site.

The preferred alternative proposes an addition to the facility to provide increased museum, archival storage, and support space. The scope would include a two-story addition on the western side of the building and renovation of space within the existing building.

A site plan and elevation drawings of the proposed addition and renovation project, prepared by project architects Einhorn Yaffee Prescott Architecture and Engineering (EYP), are enclosed to assist in review of the undertaking. Also enclosed is a USGS topographic map depicting the project location (Figure 1), an aerial photograph depicting the project locus, the Area of Potential Effect, and the proposed site to be acquired by NARA (Figure 2), and photographs of the existing JFK Library. The photographs are keyed to the enclosed site plan.

### **Establishment of an Undertaking**

NARA has determined that proposed project is an undertaking, in compliance with 36 CFR 800.3(a) and as defined in 36 CFR 800.16(y), and has determined that the project has the potential to cause effects on historic properties.

### **Identification of Consulting Parties**

NARA has identified the MA SHPO as the appropriate SHPO to be involved in the Section 106 process.

NARA identified the Boston Landmark Commission (BLC) as an appropriate representative of the local government and was invited to be a consulting party.

NARA identified the Wampanoag Tribe of Gay Head (Aquinnah) as a tribal organization to be consulted regarding the proposed undertaking and was invited to be a consulting party.

The Massachusetts Commission on Indian Affairs (MCIA) was also invited to be a consulting party.

### **Identification of the Area of Potential Effect**

NARA has considered the undertaking and what direct and indirect effects the project may have on historic properties in defining the project's APE. The area surrounding the JFK Library is comprised primarily of late twentieth century development to the south and west and the Boston Harbor to the north and east. Immediately south of the site is the Massachusetts State Archives Building (constructed ca. 1986); to the southwest of the site is the City of Boston's Calf Pasture Pumping Station (constructed in 1882); beyond, to the south and west is the University of Massachusetts (UMass) Boston Campus (built ca. 1970s); and to the northwest is the Harbor Point Apartment Community (built ca. 1950s, renovated ca. 1980s).

The APE is defined as the JFK Library site owned by NARA, the adjacent vacant land owned by UMass to be acquired by NARA, and the remaining parcel of the vacant site owned by UMass. The APE is depicted in Figure 2, which also identifies the land owned by NARA, the land to be acquired by NARA, and the remaining portion of the vacant parcel owned by UMass.

### **Identification of Historic Properties**

Identification of historic properties within the APE and in the vicinity of the APE was undertaken by research and field survey of property within one-half mile of the JFK Library, as depicted in Figure 2.

The National Register of Historic Places and the Inventory of Historic and Archaeological Assets of the Commonwealth, maintained by the Massachusetts Historical Commission (MHC), were reviewed to identify known historic properties. The survey files of the BLC were also reviewed.

A field survey was undertaken to confirm the results of the background research and to identify historic properties not yet surveyed.

Background research and field survey identified no previously identified historic properties within the APE and one historic property in the vicinity of the APE, the Calf Pasture Pumping Station, which is listed in the National Register of Historic Places.

The JFK Library, located within the APE, was completed in 1979 and is not listed in the National Register of Historic Places. The property is also not included in the Inventory of Historic and Archaeological Assets of the Commonwealth. The building is 28 years old, with a substantial addition that is 16 years old. However, the building is associated with President John F. Kennedy, a person significant in our past (National Register criterion B) and represents the work of the architect I.M. Pei, a potential master (National Register criterion C). NARA therefore recognizes that the property may be eligible for inclusion in the National Register under National Register special consideration criterion G, a property achieving significance within the past 50 years because of its exceptional importance.

The Calf Pasture Pumping Station is located to the southwest of the JFK Library. The Romanesque Revival style building was designed by the Boston City Architect, George Clough, and was listed on the National Register of Historic Places in 1988. The building was the first sewage pumping station in Boston and represents the city's first major effort to establish a comprehensive sewage system. The building is architecturally and historically significant as a representative of an evolving industrial building type designed to house innovative equipment. The National Register nomination notes the "dramatic" and "notable" JFK Library located to the northeast of the pumping station.

The JFK Library and Pumping Station are identified in Figure 2.

The project site is a former landfill; therefore, no archaeological resources are anticipated within the project area.

## **Determination of Effect**

The proposed addition to the JFK Library is designed as a compatible, subsidiary extension to the existing building that will have negligible visual impact from all primary view corridors. It is located in the current service and loading dock area, attached to the windowless west side of the Smith Center, and canted at 45 degrees from the front entrance wall both build on the geometric logic of the original building, and to minimize its visibility from the main entrance plaza. It will not be visible from the lower pedestrian plaza to the east, nor from any public interior space. The new addition will complement the minimalist, late modern forms and details of the existing building. Clad in matching white concrete panels, its simple rectangular massing will be carefully aligned with the strong horizontal datum of the adjacent second floor roof line.

NARA has reviewed the proposed project and its potential impacts on the JFK Library and Calf Pasture Pumping Station, and has applied the criteria of adverse effect outlined in 36 CFR 800.5. NARA has determined that the proposed addition has been designed to be compatible with the existing JFK Library and will not result in the physical destruction or damage of the property, will not change the character of the property within its setting that contributes to its potential historic significance, and will not introduce visual, atmospheric, or audible elements that diminish the integrity of the property's potentially significant historic features. NARA has concluded that the proposed addition is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties (36 CFR 68). In addition, the proposed addition will be minimally visible from the Calf Pasture Pumping Station and will not introduce visual, atmospheric, or audible elements that diminish the integrity of the Pumping Station's significant historic features and the qualities that make it National Register eligible.

NARA has reviewed the impacts of the proposed undertaking on historic properties within and adjacent to the APE and has found that while there is one potentially historic property within the APE (the JFK Library) and one historic property in the vicinity of the APE (the Calf Pasture Pumping Station), the proposed JFK Library addition and renovation project will have "no adverse effect" on the historic properties, per 36 CFR 800.5(b).

## **Consultation and Comments**

The BLC, Wampanoag Tribe of Gay Head (Aquinnah), and the MCIA were invited to be consulting parties in review of the JFK Library proposed addition and renovation project. Letters (copies enclosed) providing a description of the proposed undertaking, identification of consulting parties, NARA's definition of the project's area of potential effect (APE), identification of historic properties, determination of effect, and request for review and comment were submitted to the BLC, Wampanoag Tribe of Gay Head (Aquinnah) and the MCIA on April 6, 2007. EYP and NARA have received no comments from any of the parties. A follow-up telephone call to the BLC on May 14 indicated that the BLC has "no comment" on the proposed undertaking (telephone communication between Eric Ward, EYP and Ellen Lipsey, BLC, May 14, 2007).

This letter serves as notification to the MA SHPO of NARA's no adverse effect finding and provides for a 30-day review of the enclosed materials and concurrence with the finding, per 36 CFR 800.5(c).

### **Project Contacts**

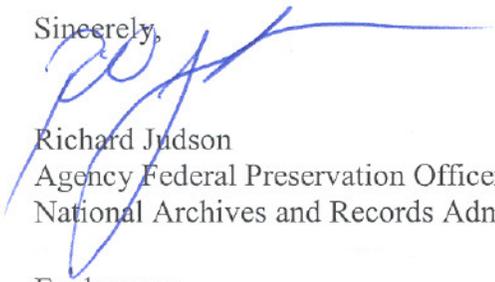
The following NARA staff representatives are available to provide additional information on the proposed undertaking:

Mr. Ronald C. Noll, NCARB, AIA, CSI  
Real Property Management, Branch Chief  
NARA  
8601 Adelphia Road, Room 2300  
College Park, MD 20740-6001  
301-837-3648  
[ronald.noll@nara.gov](mailto:ronald.noll@nara.gov)

Mr. David Sponn, P.E.  
Project Manager  
NARA  
8601 Adelphia Road, Room 2300  
College Park, MD 20740-6001  
301-837-2082  
[david.sponn@nara.gov](mailto:david.sponn@nara.gov)

We appreciate your attention to this important matter, and look forward to hearing from you soon. If you have any questions regarding the nature of this project or our request, please do not hesitate to call me at 301-837-2082.

Sincerely,



Richard Judson  
Agency Federal Preservation Officer  
National Archives and Records Administration

Enclosures

Cc: Ronald Noll, NARA, NASR  
David Sponn, NARA, NASR  
William Harris, NARA, NL  
Jeffrey Landou, NARA, NGC  
Tom Putnam, NARA, JFK Library  
Maureen A. Cavanaugh, Epsilon Associates, Inc  
David N. Fixler, Einhorn Yaffee Prescott Architecture & Engineering

**Appendix F**

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***Boston Globe* Public Meeting Notice**

**VJ60A PUBLIC NOTICE: ML5.2 A PUBLIC MEETING HAS BEEN**

VJ60a PUBLIC NOTICE: ML5.2 A Public Meeting has been scheduled regarding the Draft Environmental Assessment for the John F. Kennedy Presidential Library and Museum Proposed Addition and Renovation, Columbia Point, Boston, Massachusetts. ML5.2 The National Archives and Records Administration (NARA) proposes to design and construct a two story 28,000 square foot addition and renovate approximately 10,500 square feet within the existing John F. Kennedy Presidential Library and Museum Library building. The addition will provide increased archival storage space so that the holdings are accommodated on site, in suitable storage spaces meeting NARA standards and available for viewing and research by the public. ML5.2 NARA has prepared a Draft Environmental Assessment (EA) of its planned addition project consistent with the National Environmental Policy Act of 1969 (NEPA), as amended, 42 U.S.C. 4321-4347, and the implementing regulations of the Council on Environmental Quality (40 C.F.R. 1500-1508). A review of the project's potential effect on historic resources is also being undertaken consistent with Section 106 of the National Historic Preservation Act of 1966 (NHPA), as amended, 16 U.S.C. 470-470x-6, and the implementing regulations at 36 CFR Part 800. ML5.2 As part of the Section 106 and NEPA review process a public meeting will be held at 7:00 PM on Tuesday, January 22, 2008, at the John F. Kennedy Presidential Library and Museum Columbia Point, Boston, Massachusetts 02125. To attend the meeting, please enter via the main visitor s entrance. ML5.2 Copies of the Draft EA are being distributed to the Boston Landmarks Commission and Boston Public Library-Uphams Corner Branch. Copies of the Draft EA are also available for public review at the John F. Kennedy Presidential Library and Museum and will be available at the public meeting. Contact the Project Manager by email for an electronic copy of the Draft EA by email. ML5.2 For further information or to submit written comments, please contact David Sponn, Project Manager, National Archives and Records Administration, Space and Security Division, Room 2300, 8601 Adelphi Road, College Park, MD 20740-6001; phone (301) 837-2082; e-mail at [david.sponn@nara.gov](mailto:david.sponn@nara.gov). We request that all comments be submitted by February 21, 2008. ML5.2 Issued by: ts6p Ronald Noll, AIA tl William Harris Branch Chief tl Director, Physical Infrastructure Real Property tl and Management tl Collections Support NARA, Room 2300 tl Office of Presidential Libraries 8601 Adelphi Road tl NARA, Room 2200 College Park MD tl 8601 Adelphi Road 20740-6001 tl College Park, MD 20740-6001 ts0 PP312 EJ

Appeared in: **Boston Globe** on 12/29/2007, 12/31/2007 and 01/01/2008

**Appendix G**

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**Draft Environmental Assessment Comment Letters**

February 21, 2008

Mr. David Sponn, Project Manager  
National Archives and Records Administration  
Space and Security Division  
8601 Adelphi Road, Room 2300  
College Park, MD 20740-6001

Re: John F. Kennedy Presidential Library and Museum Addition and Renovation  
Draft Environmental Assessment

Dear Mr. Sponn:

The City of Boston Environment Department has reviewed the Draft Environmental Assessment Draft EA) and offers the following comments.

The National Archives and Records Administration (NARA) proposes to renovate and expand the existing John F. Kennedy Presidential Library and Museum (JFK Library) with a two-story, 28,000 square foot (sf) addition on the west side of the facility. Additional space is needed to relieve crowding in the museum itself and to increase/provide space for office/conference/docent rooms, a classroom, an exhibition production shop, artifact and records storage, catering kitchen facilities, space for temporary/traveling exhibits, a larger museum shop and additional restrooms. The project will increase opportunities for educational and community programs. Stabilization of a rip-rap bank on the waterfront is also part of the project. The project will be phased; the phasing is not described in the Draft EA.

We understand that funds have also been allocated for construction of a portion of a new portion of Harborwalk segment, Harborwalk signage and some site preparation. These are significant for public access and enjoyment and we urge that they be included in Phase I.

We further understand that there are federal guidelines for the incorporation of sustainable measures and practices in projects. The Final Environmental Assessment (Final EA) should describe the sustainability plan. BED.1

The project should include highly visible signage at the entrance to the Library indicating that there are public restrooms available and with no admission fee required for their use. BED.2

The quality of stormwater is a primary contributor to the condition of receiving water bodies. The Boston Water and Sewer Commission (BWSC) spends more than \$600,000 annually for the disposal of materials removed from catch basins. If the project requires the installation of and/or work at stormdrains, we ask that the proponent help to educate the public and further improve the water quality of local water bodies by agreeing to the permanent installation of plaques that bear the warning "Don't Dump - Drains to Boston Harbor." Information on the casting can be obtained from the Operations Division of the BWSC (617-989-7000). BED.3

The Boston Conservation Commission (BCC) anticipates the filing of a Notice of Intent for the project given the subject site's proximity to Dorchester Bay and the coastal bank stabilization work noted in the Draft EA. The BCC supports the coastal bank restoration and stabilization work, as the shoreline to the west of the property has experienced significant erosion and continues to deteriorate. During recent visits to this area of shoreline BCC staff has observed debris and ash from the former landfill eroding into Dorchester Bay. As the Draft EA notes that, pursuant to the Massachusetts Department of Environmental Protection's (DEP) Landfill Closure/Post Closure section (3.4.2), the DEP requires an application for modification of the post-closure use of the landfill. The proponent should include in the application a discussion and assessment of the condition of the landfill along the shoreline and describe measures to contain and mitigate public health and environmental hazards. BED.4  
BED.5

The Wetlands section (3.3.1) of the Draft EA notes the presence of hydrophytic vegetation, Common Reed (*phragmites australis*), as well as pockets of standing water and seasonal high groundwater along the western edge of the site. However, the document concludes that there are no freshwater wetlands present on the subject site. The BCC expects the Notice of Intent for the project to include an assessment of whether this area constitutes Isolated Land Subject to Flooding which is a resource area subject to protection under the Massachusetts Wetlands Protection Act, M.G.L 131 section 40. We ask that this information also be provided in the Final E BED.6

The Ecologically Sensitive Areas and Endangered Species section (3.11) of the Draft EA references the 2005 Natural Heritage and Endangered Species Program (NHESP) and states that priority habitat for state-protected rare species and wildlife is not present at the subject site. However, the most current NHESP map, dated 2006, does represent priority habitat of rare species on the property. The 2006 NHESP map should be utilized for further review of the project and the proponent should consult with the BED.7

The Final EA should include a draft of the long-term best management practices, operations and maintenance plan. BED.8

Thank you for the opportunity to comment. We look forward to the Final EA.

Sincerely,

Bryan Glascock  
Director

22 February 2008

Mr. David Sponn  
Project Manager  
National Archives and Records Administration  
Space and Security Division  
Room 2300  
8601 Adelphi Road  
College Park, MD 20740-6001

Re: Draft Environmental Assessment  
John F. Kennedy Presidential Library  
and Museum Addition and Renovation

Dear Mr. Sponn:

The Boston Harbor Association is a non-profit, public interest organization founded in 1973 by the League of Women Voters and the Boston Shipping Association to promote a clean, alive, and accessible Boston Harbor. We were the first organization to call for the clean up of Boston Harbor, and we actively promote public access and programming along Boston's waterfront, beaches, and islands.

The John F. Kennedy Presidential Library and Museum is to be highly commended for its well-maintained HarborWalk and for its outstanding programming which serves to bring the general public to the water's edge in Dorchester. More than most waterfront facilities, the Kennedy Library and Museum has an active, engaging series of educational programs which is available free of charge to the public, and which helps to foster greater public usage of the waterfront.

In December, 2007, the Library and Museum filed a Draft Environmental Assessment proposing a two-story 28,000 sq. ft. addition on the western side

of the existing building and renovation of 10,500 sq. ft. of the existing building. The new addition will relieve crowding in the building, allow for storage of all records and materials, and provide new temporary exhibit space, new classroom, and new office space.

The Boston Harbor Association has reviewed the Draft Environmental Assessment and was one of two parties which attended the 22 January 2008 public meeting on the project. We are highly supportive of the proposed expansion. Our comments follow:

Proposed Project in an Urban Setting: The Draft Environmental Assessment (DEA) notes, "Though the JFK Library is the smallest of the projects, it is perhaps the most monumental, a composition of stark, platonic masses set on an isolated waterfront site at Columbia Point against a dramatic background of Boston's skyline to the north" (page 3-12 of DEA).

We suggest that this description be updated to indicate the vibrancy of Columbia Point and the new plans and development anticipated in the next five to ten years. The narrative in the DEA does not indicate the presence of the new Peninsula residential development located between UMASS and the Kennedy Library and Museum, nor the campus planning assessment underway at UMASS Boston which may include campus housing, the redevelopment of Bayside Expo Center which may include residential and commercial uses, the planned RFP process for air rights development at the MBTA's JFK/UMASS station, nor the Boston Redevelopment Authority's Columbia Point Master Planning process.

TBHA.1

HarborWalk Improvements: At the 22 January 2008 public meeting, the project proponent described in greater detail the phasing of the project, given

current funding. Congressional funding has been appropriated which will allow for the following: acquisition of a land parcel from UMASS Boston to accommodate the expansion; stabilization of the rip-rapped bank of the waterfront, thereby alleviating erosion occurring along a portion of the shoreline; construction of a portion of the new HarborWalk segment and HarborWalk signage; and some site preparation.

We strongly support, as part of the first phase of this project, the shoreline stabilization and construction and signage of the new HarborWalk segment, and urge that the Final Environmental Assessment specifically indicate that these aspects will be in Phase I of the project.

TBHA.2

Water Transportation: We understand that the pier and dock next to the John F. Kennedy Library and Museum are operated by UMASS Boston. As the Columbia Point area is further developed, we hope that the Library and Museum will support our efforts to encourage water transportation usage from this dock by both visitors and residents.

TBHA.3

Sustainable Development: The Draft Environmental Assessment does not have any section regarding sustainable development, nor any discussion about LEED certification of the new addition.

TBHA.4

At the January, 2008 public meeting, the project proponent indicated that federal requirements do incorporate guidelines for sustainability. We ask that the Final Environmental Assessment outline in detail the measures that will be included.

Public Rest Rooms: According to the project proponent, the rest rooms in the Smith Pavilion of the existing Library and Museum are available for use by the general public, regardless of admission

fee. We ask that universal signage be placed by the front door of the Library and Museum so that members of the general public are aware of the availability of these facilities, regardless of admission fee.

TBHA.5

Best Management Practices: Page 3-9 of the Draft Environmental Assessment indicates that a long-term best management practices operations and maintenance plan will be prepared. We ask that a draft of the plan be included in the Final Environmental Assessment, and that particular attention be given to ensuring that water quality issues are addressed.

TBHA.6

Thank you for your consideration.

Sincerely,

Vivien Li  
Executive Director  
The Boston Harbor  
Association

**Appendix H**

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**Boston Conservation Commission Notice of Intent Cover Letter**



#155005/JKF Library

April 8, 2009

Mr. Chris Busch  
Boston Environment Department,  
Boston City Hall, Room 805  
Boston, MA 02201

**PRINCIPALS**

Theodore A Barten, PE

Margaret B Briggs

Michael E Guski, CCM

Samuel G Mygatt, LLB

Dale T Raczynski, PE

Cindy Schlessinger

Lester B Smith, Jr

Victoria H Fletcher, RLA

Robert D O'Neal, CCM

**Subject: John F. Kennedy Museum & Library, Proposed Shoreline Stabilization Work and Harborwalk Extension Project.**

Dear Mr. Busch:

Enclosed please find 8 copies of the above referenced Notice of Intent ("NOI") application filed in accordance with the Massachusetts Wetlands Protection Act (M.G.L. c. 131 §40) and Wetland Regulations (310 CMR 10.00).<sup>1</sup>

**ASSOCIATES**

Andrew D Magee

Michael D Howard, PWS

Laura E Rome

The National Archives and Records Administration ("NARA") (the "Applicant") proposes to extend the existing paved ADA-compliant Harborwalk located on the John F. Kennedy Museum and Library property to the limits of its western property line where it will connect with an existing gravel pathway on the adjacent property. In addition, approximately 200 linear feet of shoreline is proposed to be repaired and stabilized in this same general location. During construction, a temporary stonedust walkway will be provided around the work area to allow pedestrian access along the waterfront until the Harborwalk extension work is complete. Work proposed in the intertidal zone has been authorized under a Category 2 Programmatic General Permit issued by the U.S. Army Corps of Engineers (Attachment E). The Department of Environmental Protection will issue a Water Quality Certification for this

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**978 897 7100**

**FAX 978 897 0099**

<sup>1</sup> Because the Applicant is the Federal Government, NARA maintains that the Project is exempt from review under the Massachusetts Wetlands Protection Act and Regulations. By voluntarily submitting this NOI, NARA does not cede that any particular activity described herein is in fact subject to the Boston Conservation Commission's jurisdiction or the Massachusetts Department of Environmental Protection's jurisdiction under the Wetlands Protection Act and hereby reserves all rights in this regard.

work upon receipt of a Final Order of Conditions from the Boston Conservation Commission.<sup>2</sup>

The limited scope of work described in this NOI is associated with the first phase of future Library expansion efforts. A subsequent NOI will be filed with the Boston Conservation Commission later this year for work associated with proposed Library building improvements, utility connections, site grading, and related stormwater management system upgrades, to the extent said work is located in the 100 foot Buffer Zone to Coastal Bank or other jurisdictional wetland resource areas (e.g., Land Subject to Coastal Storm Flowage).

The requisite state and local ordinance filing fees are included with this application and abutters have been notified concurrent with the filing.

This NOI is being submitted for the Commission's review at the **April 22, 2009** public hearing. If the Commission would like to conduct a site walk prior to that date, please do not hesitate to contact me at (978) 897-7100 or via email at [mhoward@epsilonassociates.com](mailto:mhoward@epsilonassociates.com).

Sincerely,  
EPSILON ASSOCIATES, INC.



Michael D. Howard  
Associate & Manager, Ecological Sciences

Encl.

CC: DEP-NERO  
Rachel Freed, DEP-NERO  
David Sponn, NARA  
Jeffrey Landeau, NARA  
Eric Ward, Einhorn Yaffee Prescott  
Andrew Magee, Epsilon  
Alyssa Jacobs, Epsilon

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<sup>2</sup> A Water Quality Certification application was filed with the Massachusetts Department of Environmental Protection on March 19, 2009.

Mr. Chris Busch  
Boston Conservation Commission

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