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# Martha's Vineyard Commission

## DRI #81-M3 Vineyard Wind Maintenance Building MVC Staff Report – 2022-7-7 UPDATED

### 1. DESCRIPTION

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- 1.1 **Owner:** Harborwood LLC (Sam Dunn); Vineyard Wind would assume ownership upon receipt of MVC and Conservation Commission approvals.
- 1.2 **Applicant:** Harborwood LLC (Sam Dunn); Vineyard Wind 1 LLC (Sarah Schweitzer, Jack Arruda), Foth Engineering (Carlos Pena), Vineyard Power (Richard Andre)
- 1.3 **Project Location:** 69 Beach Road (Map 9, Block B, Lot 18.1; formerly 61 Beach Road), Tisbury
- 1.4 **Proposal:** Construction of Vineyard Wind operations and maintenance building
- 1.5 **Zoning:** Waterfront Commercial
- 1.6 **Local Permits:** Building permit, sewer flow approval (Select Board), Conservation Commission approval
- 1.7 **Surrounding Land Uses:** Other commercial and water-related uses in the Waterfront Commercial district. The property is part of the area exempted from the Coastal District in Tisbury, and is not considered part of the barrier beach between Lagoon Pond and Vineyard Haven Harbor.
- 1.8 **Project History:** The property was subdivided into two lots with MVC approval in 2021, and Lot 1 (the smaller of the two lots) was relabeled 69 Beach Road (Map 9, Block B, Lot 18.1). The property currently includes most of a 4,000 ft<sup>2</sup> commercial building constructed in 1978, and part of a smaller commercial building toward the back of the site. A large commercial building toward the front of the site was removed in 2019. The property is currently used for parking, commercial storage including boats and lumber, and a food truck. Prior to subdivision, the property had been the subject of a DRI involving 52 residential units, but that proposal has been on hold since 2020.
- 1.9 **Project Summary:** The proposal is to construct an approximately 14,440 ft<sup>2</sup> operations and maintenance building to support the Vineyard Wind project south of the Island, including office space, storage, and parking. The property is mostly within the FEMA VE flood zone and the building would be elevated two feet above the base flood elevation, with parking below. The project is part of a larger operations and maintenance system for Vineyard Wind, including the expansion of the Tisbury Marine Terminal at 91 Beach Road (approved as DRI 277-M in 2021), and the development of a helicopter hangar at the Martha's Vineyard Airport (under review as DRI 726).

According to the applicant:

*The proposed building at 69 Beach Road is the main O&M Facility for the Vineyard Wind 1 project and will serve as the central location for the primary maintenance activities of the 800 MW wind farm, the first in the United States. Storage of spare parts, maintenance equipment, consumables and other materials is just one function of the facility. It will be the hub for all the primary and back-office support of the O&M activities, e.g., maintenance planning, safety training, procurement, offshore technician readiness, coordination with regulatory authorities, invoice processing, inventory control, subcontractor coordination and planning, marshaling of offshore*

parts/testing kits to marine terminal, response strategy for unplanned maintenance events and any additional activities as they arise in the operation of a large offshore wind farm.

Proposed square footage breakdown (revised):

Footprint	11,200 ft <sup>2</sup>
Lower floor parking	11,100 ft <sup>2</sup>
First floor total area	11,100 ft <sup>2</sup>
-Marine support	5,900 ft <sup>2</sup>
-Storage/support	2,450 ft <sup>2</sup>
-Ready room	1,250 ft <sup>2</sup>
-Meeting room/canteen	1,000 ft <sup>2</sup>
-Miscellaneous	600 ft <sup>2</sup>
Second floor office area	3,340 ft <sup>2</sup>
Total occupiable area	14,440

## 2. ADMINISTRATIVE SUMMARY

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- 2.1 **DRI Referral:** Tisbury Building Commissioner, Dec. 22, 2021
- 2.2 **DRI Trigger:** 3.1b (3,500+ ft<sup>2</sup> commercial development), 3.4b (Storage of fuel/hazardous materials)
- 2.3 **LUPC:** April 11, 2022; May 10, 2022
- 2.4 **Public Hearing:** June 16, 2022; July 7, 2022

## 3. PLANNING CONCERNS

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A summary of MVC policies regarding stormwater, drainage, and landscaping as they relate to the project is available [here](#).

- 3.1 **Stormwater and Drainage:** The site is mostly within the FEMA VE flood zone, meaning it is susceptible to flooding during storms, including potential impacts from waves. According to state projections, the area currently has about a 25-50% annual chance of flooding, which will likely increase to 50-75% by 2030, and to more than 75% by 2070. (The building has an expected lifespan of 60+ years with proper maintenance.) Projected flood elevations for the property (accounting for sea-level rise and the 100-year storm) would likely be about 11.5 feet above NAVD88 in 2050, and 13.5 feet in 2070.<sup>1</sup> The first floor of the proposed building would be elevated two feet above the base flood elevation (to 15.5 feet above NAVD88), as required under the state building code, with parking below. The parking area would be at least partly open on three sides (north, south, and west) to allow floodwaters to pass through, with the bottom of openings even with ground level. Plans show the openings would be covered with breakaway lattice fencing, which staff has discouraged due the potential for loose debris during storms. The project is designed according to the 2016 FEMA Flood Insurance Rate Maps, which do not account for sea-level rise or storm surge, which would eventually impact the parking area and the building.

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<sup>1</sup> Based on MassDOT Flood Risk Model and “High” mean sea-level scenario (consistent with standards adopted by ResilientMA and MA Coastal Zone Management).

The applicant has stated that any future raising of Beach Road as a result of sea-level rise could likely be accommodated, but could result in the parking area being lower than the road. In that case, it is not clear how floodwaters would be dispersed.

Apart from storm surge, the property has been the subject of occasional flooding during and after rainfall. According to Sourati Engineering, groundwater monitoring data from 2020-2022 shows that this flooding is the result of runoff from adjacent properties, rather than from groundwater, although the water table is at a shallow depth.

The site is currently lower than the abutting properties, and would be raised about four feet in an effort to mitigate flooding and enable onsite drainage. The applicant has characterized the proposed regrading as minor under the state residential building code, but the residential code does not apply to commercial projects and does not elaborate on minor regrading. The applicant has also stated that the regrading will not divert floodwaters onto abutting properties. Plans show that the property would be about four feet higher than the parcel to the west, with a drainage swale in between. Plans show an 18-inch retaining wall along Beach Road and an approximately 2-foot retaining wall along the driveway on the eastern side of the building (about four feet from the property line). The proposed driveway would be about 6 feet above sea level. The applicant has stated that the wall along Beach Road could be eliminated or possibly made to be permeable. Eliminating the wall would create a more gradual incline from the road to the building.

In general, adding fill to land in a flood zone is not an accepted practice, as it can cause stormwater to be diverted onto nearby properties where it can cause damage. Tisbury Wetlands Bylaw regulations state that “work shall not reduce the ability of the land to absorb and contain floor water or to buffer inland areas from flooding and wave damage.” The proposed regrading is subject to Conservation Commission review and approval.

The site is currently about 85% impermeable as a result of previous and existing uses, and the impermeable area would be reduced by about 10,363 ft<sup>2</sup> (43%). However, the applicant has stated that the existing 4,000 ft<sup>2</sup> commercial building will be reconstructed on the abutting property at 61 Beach Road (Lot 2 of the subdivision), which would increase the impermeable surface area on that property by 4,000 ft<sup>2</sup>, with potential drainage impacts.

A drainage plan designed for a 25-year storm event shows roof drains and a subsurface recharge chamber, as well as a drainage swale along the western edge of the property.

A peer review of the stormwater plan, conducted by Green Seal Environmental, LLC included the following findings and recommendations:

#### FINDINGS:

- Stormwater plan complies with state standards for discharge and infiltration, redevelopment projects, construction management, and long-term operations and maintenance of the system.
- Certain state stormwater standards do not apply to the project.
- The project appears to comply with Tisbury zoning regulations.

- Determining whether a project will create a “significant” obstruction during flooding events, per FEMA guidelines, is not an exact science. The retaining wall on the east side of the property would likely not create a significant obstruction, since the project is landward of Tisbury Marketplace.
- Proposed height of parking area complies with MA Building Code regulations.
- Base flood elevation would reach the bottom of the first floor by 2054, and the finished floor by 2078. (Army Corps model does not account for storm surge, so these dates may be on the later side.)

#### RECOMMENDATIONS/CONCLUSIONS:

- Applicant should clarify how the soil type and stratum were determined
- To comply with Tisbury Wetland Regulations Section 2.1, the stormwater plan should be revised to exclude inorganic fertilizers.
- System appears to comply with stormwater policy as well as local regulations with the exception of lot coverage issues.
- GSE is in general agreement with the project design approach.

**3.2 Wastewater:** The southern part of the property is within the Lagoon Pond watershed, and the proposed building would be connected to the town sewer, with a proposed flow of between 550 and 800 gallons per day (GPD). The Tisbury Wastewater Superintendent has clarified that when the property was subdivided last year, the lot in question was by default removed from the sewer district, so there was an article on the April 12 town meeting warrant to add Lot 1 to the district. The applicant has since applied for a sewer permit, and the Wastewater Superintendent has approved a sewer flow of 855 GPD for the project, contingent on MVC approval and the applicant’s payment of the permanent privilege fee. A sewer line has already been installed in coordination with the MassDOT Beach Road project.

Proposed uses will include the storage of equipment and spare parts, including material classified as hazardous waste (waste oil, grease, refrigerants, etc.), the handling of which must comply with state regulations. No materials will be stored outdoors.

**3.3 Traffic and Transportation:** The applicant estimates that the project will generate an average of 74 daily trips (including all-year and seasonal activity), with a peak of 80 daily trips in the summer. Traffic-generating activity would include deliveries and the arrival and departure of staff, including van trips. The proposed parking area underneath the building would have 26 parking spaces and elevator access to the first level. Vehicle access to the property would be via a single gravel driveway on the east side of the building, with a turnaround and loading dock to the rear of the building. Another loading area would be located at the parking level. A sidewalk along the west side of the building would provide access for staff and visitors.

#### *Staff review:*

- *The applicant in its original submission conservatively projected/assumed the traffic generated by the project and its impact on the roadway network.*

- *Having worked with MVC staff as the project advanced/progressed, the applicant has been able to definitively assume its traffic impacts.*
- *The revised plan now shows a reduction in traffic from the applicant's original submission in 2021.*
- *The current proposed scheduling of the fleet remains as stated in the original submission.*
- *The attached spreadsheet shows the reduction in trips per day, both seasonally and annually, and explains how the applicant defined and reached its assumptions.*
- *Staff recommends that the project include bike parking.*

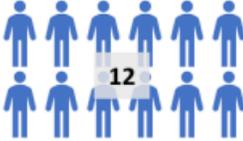
The applicant has stated that it would be amenable to discussing public access over the four-foot strip east of the proposed driveway, for possible use as a bike path between Beach Road and Lagoon Pond Road, which has been in discussion for several years. If that were to happen, the applicant strongly recommends a fence on the proposed retaining wall to further separate the path from the driveway. The four-foot strip is the required setback along the property line. The applicant has stated that widening the potential bike corridor to six feet, as suggested at the hearing, would not be possible, in part because it would require shifting the existing curb cut that MassDOT recently constructed on Beach Road.

The applicant has stated that “The driveway and loading dock area are designed to allow the largest Tisbury fire truck (42 feet in length) to maneuver in and out the driveway without the need to back out into Beach Road. However, it is not clear whether the driveway area would also be used as outdoor storage space.

**3.4 Economic Development and Housing:** The applicant has provided an Economic Narrative that covers the potential economic benefits of the project, as well as information about the anticipated jobs, and the applicant’s goals for providing housing to employees who will use the building.

The applicant estimates the creation of 56 jobs, including 12-year-round onshore jobs, 24 year-round offshore jobs, and 20 seasonal offshore jobs. The offshore jobs would consist of rotating two-week shifts as shown in the table below, so only up to 34 employees would be working at one time. Salaries would range from about \$79,000 to \$128,000.

**Table 2: Expected Jobs & Salaries at the O&M Support Building**

	Jobs Associated <sup>3</sup>	Range of Salaries <sup>4</sup>
All Year Onshore Site Staff Jobs	12 Total Persons 	\$89,225 - \$128,260 Median: \$113,445
All Year Offshore Technicians	24 Total: Rotating 12 Techs on / 12 Techs off every 2 weeks 	\$78,845
Seasonal Offshore Technicians	20 Total: Rotating 12 Techs on / 12 Techs off every 2 weeks 	\$78,845

<sup>3</sup>The number of jobs associated at the O&M Support building is based on current project knowledge. The actual number of jobs in each category may be more or less than indicated in Table 2 and will be refined as the project progresses.

Based on an assessment of available qualified workers on the Island, the applicant expects 50% of the jobs to be filled by Island residents in year one, with a goal of increasing that to 75% in year three, and 100% in year five. Non-local workers would eventually be transitioned to off-Island work as more local workers are hired. The applicant estimates that in year one, 18 workers will be “living locally,” meaning they will already have housing on the Island. (This estimate is based on the applicant’s direct knowledge of the local workforce.) The remaining workers, accounting for the two-week shifts, would indicate a need for about 21 beds in year one. This estimate would be updated six months prior to the expected Certificate of Occupancy, and again when the CO is issued, and at years three and five, and most five-year intervals thereafter for the first 25 years after the CO is issued.

The applicant has further clarified that the goal is to provide on-Island rental housing to any worker who needs it. To accomplish this, Vineyard Wind 1 LLC has signed a Memorandum of Understanding with the Island-based developer Delano & Co. to secure workforce housing units on the Island, including execution of a lease option for five units (12 bedrooms) at 52 William St. in Tisbury for a period of five years with options to extend up to an additional 20 years. The applicant has stated that the units would be affordable to the employees, although income thresholds were not specified. According to the applicant, “Vineyard Wind anticipates negotiating additional options to lease at prices affordable to project employees,” including “working closely with a local real estate broker (Jon Hartzband of Hartzband Property Management) to identify additional housing opportunities on Martha’s Vineyard.”

The applicant has proposed the following as possible housing offers:

*1.1 Applicant shall fulfill its Housing Mitigation as provided in Section 3A.1 of the MVC Housing Policy (July 2019), except as provided in section 1.3 of this offering.*

*1.2 Applicant shall make available offsite beds in dwelling units to accommodate the housing impact of Development employees except those who are living on Martha's Vineyard in market rate housing.*

- *The number of beds within the dwelling units needed is calculated by adding the sum of the Development's actual FTE onshore staff jobs, year-round offshore FTE technicians, and seasonal offshore FTE technicians and then subtracting the number of FTE jobs fulfilled by persons not living on Martha's Vineyard and those Martha's Vineyard residents living in market rate housing.*
  - *For example, due to rotational work schedules where 1 technician is on island for two weeks and 1 technician is on for the following two weeks, these two technicians are equivalent to 1 FTE in the context of the bed that will be made available. As is common with offshore maritime work the offshore technicians will work a two-week rotating shift, i.e., two weeks on-two weeks off. For this reason, the Development will make available housing needs assuming the two technicians will share a common space at opposite intervals. One technician will utilize the space while on their two-week rotation while the other technician is off island for their two weeks off time. This will rotate every two weeks.*
  - *Applicant's current estimate of need as of the time the Development commences operation is 21 beds.*
  - *The Applicant's estimate shall be updated approximately 6 months before the expected date of the Development's certificate of occupancy.*
  - *The actual need shall be measured when the Development obtains its certificate(s) of occupancy. The need shall be re-measured at year 3 and year 5 of the first five years after the certificate(s) of occupancy, and at most 5-year intervals after the first 5 years until 25 years after the certificate of occupancy. The actual need can increase or lower the number of required beds.*

*1.3 If for any reason the Development cannot make available sufficient beds in dwelling units for Development employees who are not Martha's Vineyard residents living in market rate housing, then it will make a \$2,500 annual payment to the Dukes Country Housing Authority or an equivalent year-round rental assistance program for each bed in a dwelling unit that the project does not make available.*

#### *Economic Development: Staff review and recommendations*

- *The proposed project includes the following:*
  - *A year-round centralized operations and maintenance facility for Vineyard Wind while reducing greenhouse gas emissions through the support of offshore wind development.*
  - *Support of economic growth with the creation of an estimated 56 full-time year-round and seasonal jobs in the Blue and Green Economic Sectors.*

- *It is anticipated that 28 of the new jobs will be targeted towards Island residents in year one, increasing to 56 in year five, but there is no guarantee, particularly given current housing changes on the Island.*
  - *The potential salaries range from \$78,845 for wind technicians to \$128,260 for on-shore operations staff. The salaries fall just above 100% of the Area Median Income (AMI) to 160% AMI.*
- *The project is consistent with Tisbury zoning and the town's objective to maintain a working waterfront.*
- *The potential impacts to municipal services such as police and fire are likely minimal since the proposed project is located in a densely developed commercial area. The proposed project will be tied into town water and sewer at the applicant's expense.*
- *The Vineyard Wind property at 69 Beach Road will be assessed in the Fall of 2022. (The property at 61 Beach Road, prior subdivision, was assessed at \$2,148,200 in FY 2020 and generated \$20,968 in property tax revenue for Tisbury.)*
- *The development of the proposed project will create a small number of temporary jobs in the construction and professional service sector industries.*

#### *Housing: Staff review and recommendations*

- *The proposed project anticipates creating 56 new jobs with 25-34 employees working at one time at the O&M Building.*
- *The applicant has indicated that they will need approximately 21 beds for employee housing, with this estimate updated six months to the expected Certificate of Occupancy, and at intervals during the 25 years after a CO is issued.*
- *The applicant has submitted a Memorandum of Understanding to secure rental housing units at 52 William Street in Tisbury:*
  - *Pursuant to the MOU, a lease option has been executed for five units (12 bedrooms) for a period of five years with options to extend up to an additional 20 years.*
  - *The applicant has stated that the units would be affordable to the employees, although income thresholds were not specified.*
  - *According to the applicant, "Vineyard Wind anticipates negotiating additional options to lease at prices affordable to project employees," including "working closely with a local real estate broker (Jon Hartzband of Hartzband Property Management) to identify additional housing opportunities on Martha's Vineyard."*
- *The applicant has offered to provide \$2,500 for each bed it does not provide to employees.*
- *The MVC's Housing Policy recommends a monetary mitigation:*
  - *Office Use: 18,600 ft<sup>2</sup> (Main Floor Interior, Support Access, Meeting Rooms/Canteen, Upper Office Floor Area) X 2 X \$8 = \$136,640*
  - *Warehouse: 5,900 ft<sup>2</sup> X 1 X \$8 = \$47,200*
  - *Parking Garage: 11,100 ft<sup>2</sup> X 1 X \$8 = \$88,800 (the applicant has asked that this be excluded from the calculation)*
  - *Total Monetary Mitigation = \$272,640 (minus parking garage = \$183,840)*
- *Staff housing recommendations are as follows:*

- *At this time, the applicant's Housing offers need further clarification to demonstrate how employee housing will be provided for the life of the project.*
- *Any staff housing units offered by the applicant will need conditions to ensure that the number of housing units offered are for the life of the project, including annual compliance certification. Housing leases should be secured prior to the issuance of a Certificate of Occupancy by the Building Inspector.*
- *Staff would recommend additional housing mitigation options:*
  - *Provide on-site dormitory housing for ten beds along with the locker rooms, shower facilities, and canteen.*
  - *Purchase existing homes or purchase land to develop employee housing.*
  - *Provide a company-backed mortgage bridge loan for Vineyard Wind employees wanting to purchase a home on-Island.*

**3.5 Energy / Climate Change Resilience:** The applicant anticipates installing rooftop solar with a capacity of about 50kW (pending final building design) on the eastern portion of the roof, and 3-5 electric vehicle charging stations.

The project will be the primary operations and maintenance facility for the Vineyard Wind development south of the Island, which will supply 800 MW of renewable energy to the ISO New England Grid and is estimated to reduce CO<sub>2</sub> emissions by about 1.6 million tons per year.

**3.6 Material Use:** The applicant has provided the following list of proposed exterior building materials:

- *Roof: Standing-seam galvanized metal, galvalume zinc grey is illustrated in the renderings and the intent for final color is to mimic the rendering.*
- *Siding: Vertically installed ship-lap style siding, either composite or fiber-cement. Building to be painted, final color to mimic rendering. "Wave" pattern to be shingle-style texture, stained or painted.*
- *Trim: Composite trim, painted. Final color to mimic rendering.*
- *Windows: Clad windows with integral color finish. Final color to mimic rendering.*
- *All finishes illustrated within the rendering are indicative of the intended finished product but are subject to minor revisions depending on material availability and design.*

**3.7 Character and Identity:** The building will be located in the vicinity of other light industrial and water-dependent uses in the Waterfront Commercial district. The exterior of the building will be wood panel. The side of the building facing Tisbury Marketplace would be mostly windowless, in part because views in that direction would be limited and there would likely be warehouse shelving on the inside. (The area just east of the property is currently used as vehicle access to a parking area behind Tisbury Marketplace, including public parking for the MV Film Center and employee parking for restaurants.) Renderings and elevations show a Vineyard Wind logo and wave pattern on the side of the building. The proposed building would be 36 feet at the highest point. The building would be highly visible from Beach Road.

The building would be about 1,500 ft<sup>2</sup> larger than an earlier version that was proposed for the Tisbury Marine Terminal property farther east on Beach Road, raising questions about

overbuilding. The applicant has stated that the earlier site had been more limited by setback requirements and would have needed supplemental office space, although that had not been part of that proposal. The applicant has pointed out that the proposed building would be the smallest of its type associated with Vineyard Wind.

**3.8 Landscape and Lighting:** The applicant has stated that two existing honey locust trees along the road will remain, with two new honey locust trees added. The total square footage of proposed lawn or landscaped areas is up to about 9,480 ft<sup>2</sup>. The open parking area below would be partially screened by vegetation. The applicant has stated that any green space around the building would be open to the public.

Grass lawns are generally not acceptable as landscaping in a velocity zone. The applicant has agreed to use strongly rooted native and/or naturalized vegetation that is adapted to the local climate and can tolerate wind and salt. (*Rosa rugosa* is one example.)

A landscape plan dated April 25, 2022, shows plantings along the north, west, and east property boundaries, including hornbeam trees along the west and east property lines, red maples near the southwest corner of the lot, and a mix of native and Island-appropriate species toward the front of the site. The plan shows only one honey locust along the street. The applicant has clarified that plantings are no longer proposed for along the eastern property line.

A lighting plan has not been provided, but the applicant has stated that lighting will be limited to what is required for pedestrian and vehicles access and security, and that the fixtures will be Dark Sky compliant.