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January 30, 2008

CERTIFICATE OF THE SECRETARY OF ENERGY AND ENVIRONMENTAL AFFAIRS  
ON THE  
ENVIRONMENTAL NOTIFICATION FORM

PROJECT NAME : Southwest Service Area Redevelopment Program at  
Boston-Logan International Airport  
PROJECT MUNICIPALITY : Boston  
PROJECT WATERSHED : Boston Harbor  
EEA NUMBER : 14137  
PROJECT PROPONENT : Massachusetts Port Authority  
DATE NOTICED IN MONITOR : November 26, 2007

Pursuant to the Massachusetts Environmental Policy Act (G. L. c. 30, ss. 61-62H) and Section 11.03 of the MEPA regulations (301 CMR 11.00), I hereby determine that this project **requires** the preparation of an Environmental Impact Report (EIR).

As described in the Environmental Notification Form (ENF), the proponent, the Massachusetts Port Authority (Massport), is proposing a two-phase project to redevelop the Southwest Service Area (SWSA) at Logan International Airport. The SWSA is presently occupied by the taxi pool, a bus/limousine pool, a flight kitchen and six rental car businesses. A seventh car rental agency will soon relocate to the airport with an eighth moving once the project is operational.

The total 2.7 million gross feet (gsf) project, now at five percent design, is construction of a five-level, 50-foot +/- high garage to house car rental facilities and up to 3,000 commercial parking spaces. The project will include 270,000 square feet (sf) of space for a car rental customer service center (CSC) and maintenance and storage areas for rental car operations, which are referred to as quick turnaround areas (QTAs), which provide fueling, car washing and

cleaning facilities, and vehicle storage. The ENF also describes as part of the project a shared shuttle bus system, rather than the existing eight individual shuttles, a reconfigured taxi pool, roadway and intersection improvements, site access improvements, landscaped buffers, and new pedestrian and bicycle facilities. To accommodate the project, the taxi pool and limousine pool will be relocated (the taxi pool will be increased) to the north of Porter Street within the SWSA. The flight kitchen and bus pool will be moved to another area on the airport. Bicycle access and parking will be provided. Vehicle trips per day (VTD) will increase by about 7,570 from about 24,180 to 31,750.

### MEPA Background

In its annual (EEA #3247) Environmental Status and Planning Reports (ESPRs) and Environmental Data Reports (EDRs) for the airport dating back to 1993, Massport has contemplated making the SWSA more efficient through the development of enhanced transportation facilities, including a consolidated rental car facility (the "ConRAC") and commercial parking. Data reported shows that the project should prove to have significant positive environmental impacts. However, at the same time, I have received a number of comments which have expressed concerns with the impacts upon the existing transportation infrastructure, air quality issues, and impacts of massing upon adjacent neighborhoods. To facilitate development of the EIR that adequately avoids, minimizes and mitigates impacts to environmental resources, I expect the proponent to work closely with the state and city agencies and authorities, as well as neighbors and neighborhood organization that have provided detailed comments on the ENF.

### MEPA Jurisdiction and Permitting Requirements

The project is undergoing review pursuant to section 11.03 (6)(a)(6) and section 11.03 (6)(a)(7) of the MEPA regulations, because the project involves the generation of 3,000 or more new additional trips on roadways providing access to a single location and the construction of more than 1,000 new parking spaces at a single location. Because the proponent is an Authority of the Commonwealth, MEPA jurisdiction extends to all aspects of the project that may cause significant Damage to the Environment. The project is categorically included for the preparation of an environmental impact report.

The project will require an Order of Conditions from the Boston Conservation Commission for work within the buffer zone to wetlands resources (if the local Order were appealed, the project would require a Superseding Order from the Department of Environmental Protection (MassDEP)). I note that as of January 12, 2007, a certification statement with MassDEP is required for new sewer connections where flows exceed than 15,000 gallons per day (gpd) and are less than 50,000 gallons per day (gpd). Because the wastewater flow from the project is estimated to be less than 50,000 gpd, the proponent does not require a sewer extension/connection permit from MassDEP. However, the Massachusetts Water Resources Authority (MWRA) has indicated that a MWRA Sewer Use Discharge Permit will be required

from the MWRA for the wastewater discharges generated into the sanitary sewer system. Currently, Logan International Airport holds a USEPA-NPDES General Permit for its construction activities. For the SWSA Redevelopment Project, Massport must comply with Logan International Airport's USEPA-NPDES General Permit for Storm Water Discharges from its construction activities.

### Coordinated MEPA/FAA/NEPA Review

In addition to the EIR requirement, the project will undergo review pursuant to the Federal Aviation Administration (FAA) and the National Environmental Policy Act (NEPA) in an Environmental Impact Statement (EIS). Both NEPA and MEPA regulations allow (and encourage) the preparation of joint EIS/EIR documents. I believe coordinated review makes sense, both in terms of allowing for maximum public and agency understanding of the project and to ensure that review by regulatory agencies is as efficient as possible. I, therefore, hereby allow the preparation of a joint EIR/EIS for the proposed project.

## **SCOPE**

### General

The proponent should prepare the EIR in accordance with the general guidance for outline and content contained in Section 11.07 of the MEPA regulations as modified by this Certificate. The EIR should contain a copy of this Certificate and a copy of each comment letter listed at the end of this Certificate. The proponent should circulate the EIR to those who submitted written comments on the ENF, and to any state agencies from which the proponent will seek permits or approvals. The EIR should respond to all substantive comments received.

### Response to Comments

In order to ensure that the issues raised by commenters are addressed, the EIR should include a response to comments. I recommend an indexed response to comments approach, although I will defer the final choice of format to the proponent. This directive is not intended to, and shall not be construed to, enlarge the scope of the EIR beyond what has been expressly identified in the initial scoping certificate or this certificate.

### Alternatives

The proponent has filed this project with MEPA very early in the design process and committed to public meetings to address issues such as parking and traffic circulation, building architecture, and buffer and streetscape design. The benefit of this early filing is that it provides ample opportunity to explore alternatives and their related impacts. I commend the proponent for their embracement of the MEPA process and their commitment to a robust public process.

At the heart of the MEPA process stands the requirement to evaluate feasible alternatives to a proposed project, to ensure that all state agencies can find, pursuant to Section 61 of the statute, that all feasible means to avoid, reduce, or mitigate environmental damage have been considered and incorporated into the project design. I interpret this mandate broadly, especially as it applies to projects subject to full scope MEPA jurisdiction.

In addition to the proponent's preferred alternative, the EIR should analyze the no-build alternative to establish baseline conditions. The proponent may also choose to analyze additional alternatives that emerge from the public process. The alternatives analysis shall place a special emphasis on transportation and buffer streetscape design to the surrounding neighborhood. Alternatives should include options for buffering the adjacent neighborhood properties from the parking garage. Concerns have been raised about the impact of the garage structure on the neighborhood and that trees that could serve as a buffer between the neighborhood and the garage will be removed.

#### Project Description and Permitting

The EIR should include a thorough description of the project, including a detailed description of the construction methods. The EIR should also include a brief description of each state permit or agency action required, or potentially required, for the project, and should demonstrate that the project meets all applicable performance standards.

#### Project Consistency

In accordance with Section 11.01 (3)(a) of the MEPA regulations and Executive Order 385, Planning for Growth, and Executive Order 484, Leading by Example, the EIR should discuss the consistency of the project with these Orders and any other applicable local or regional land use plans. The EIR should also detail the proponent's coordination with state and city agencies.

#### Traffic/ Vehicular Transportation

Vehicle trips per day (VTD) will increase by about 7,570 from about 24,180 to 31,750. The ENF attributes the increase to the projected growth in air passengers. The EIR should contain a transportation analysis that conforms to the EEA/EOTC Guidelines for EIR/EIS Traffic Impact Assessment as modified by this Certificate and the comments from the Boston Transportation Department (BTD). The study methodology contained in the BTD letter should govern the traffic analysis. The EIR should identify appropriate mitigation measures for areas where the project will have a significant impact on traffic operations. The EIR should include clear commitments to implement the mitigation, and describe the timing and any phasing of the mitigation. The EIR should include capacity analyses and a summary of average and 95th percentile vehicle queues, and actual delay times, for each intersection in the study area. ADT will increase on Harborside Drive between Porter Street and Jeffries Street from 9,500 to 16,500

(about 7,000 net new) and by about 2,200 from 14,400 to 16,600 on Porter Street west of Harborside Drive. ADT on Jeffries Street south of Harborside Drive is expected to decrease. These intersections should be studied in addition to any others requested in comment letters.

In addition, the traffic study should include any other intersection that will experience an increase attributable to the project of 10% or more over existing traffic volumes and that currently operates at level of service (LOS) D or worse. The traffic study should also include any intersection that currently operates at LOS E or F and to which the project will add more than a de minimis amount of new traffic.

The EIR should describe how the project intends to accommodate service and loading functions, and the requirements of the project for service/loading infrastructure (e.g., projected demand, circulation, required turning radii, etc.). The EIR should analyze the impacts of service and loading functions on the area traffic network. The EIR should also describe all taxi, automobile, and bus drop-off areas, and should evaluate the potential for conflicts between project-related traffic (vehicular, pedestrian, and other) and general traffic (vehicular, pedestrian, and other) in the project area.

At a minimum, the proponent shall consider the following: participation in the local Transportation Management Association (TMA), marketing the use of public transportation by residents and staff, offering a subsidy program for public transportation passes and supporting and encouraging pedestrians and bicyclists through the good design and provision of appropriate infrastructure.

The proponent should respond to specific transportation planning and policy related issues raised in comment letters. This directive is not intended to, and shall not be construed to, enlarge the scope of the EIR beyond what has been expressly identified in the initial scoping certificate or this certificate. I ask that the proponent consult with the Executive Office of Transportation (EOT) in developing a response to comments on these issues.

### Parking

Parking spaces will increase by about 5,515 from about 3,515 to 9,030. The ENF indicates that the increase includes the 3,000 commercial parking spaces in addition to the replacement and reconfiguration of existing storage spaces for rental car, taxi and limousine operations. Storage spaces for rental cars will number 5,700 – 4,000 “ready” spaces in the garage and 1,700 storage spaces in QTA surface areas.

The EIR should include a parking needs assessment. The proponent should explain the nature of the on-site parking (i.e., quantify how many employee spaces and how many commercial/visitor spaces are proposed); identify turnover rates for employees and other parkers; and include an analysis of parking supply and demand in the project area, and current parking prices. The EIR should demonstrate that the parking supply is the minimum necessary

to accommodate project demand without encouraging employee commuting by single occupant vehicles. The parking needs analysis should include an overall assessment of the parking needs and supply in the project area.

The EIR should discuss the proposed parking pricing structure for the development, and should disclose whether any parking subsidies (overt or effective) will be provided to employees or patrons. The presumption under MEPA is against provision of any parking subsidies.

#### Pedestrian/Bicycle

The EIR should describe design standards for plantings, street furniture, signage, and sidewalk and crosswalk widths and paving to ensure that the pedestrian environment generally is appealing and efficient. The EIR should thoroughly describe the existing pedestrian environment in the project area, and should discuss methods of improving pedestrian safety and facilities, and limiting pedestrian-vehicular conflicts. The EIR should discuss any trade-offs between provision of pedestrian amenities and other components of the transportation mitigation program, such as proposed geometric changes to the street layout in the project area. I expect the proponent to work closely with the City of Boston and other local neighborhood groups, agencies and landowners to coordinate streetscape design and the Airport Buffer Program described in the ENF. The EIR should describe in detail plans to ensure that these areas especially are designed as pedestrian corridors and attractive urban open spaces.

The EIR should also describe the on-street accommodation of bicycles in the project area, and discuss how any proposed geometric changes to the street layout would impact bicycle access and safety. The EIR should on consider the provision of on-site secured bicycle storage (and shower facilities) as part of the TDM program.

#### Air Quality/Greenhouse Gases

The ENF includes a comprehensive plan to analyze the project's air quality impacts in the DEIR. Specifically, the DEIR must contain a mesoscale air quality analysis for emissions of Volatile Organic Compounds prepared in accordance with guidance from the MassDEP Division of Air Quality. At a minimum, the mesoscale study area should include the intersections and roadway links in the traffic study area. The EIR should consider various Transportation Demand Management measures as a method of reducing mesoscale emissions. The project will also require a microscale air quality analysis for carbon monoxide (CO), pursuant to the CO maintenance strategy adopted by the Commonwealth. The EIR should include a microscale analysis for sensitive receptors within 0.3 kilometers of the project site prepared in accordance with MassDEP Division of Air Quality guidance.

The project was filed with MEPA after the adoption of the EOEEA Greenhouse Gas (GHG) Emissions Policy. Therefore, Massport must quantify GHG emissions generated by the proposed project and identify measures to avoid, minimize, or mitigate GHG emissions.

Massport should contact MassDEP for air quality modeling assumptions and parameters for the mesoscale analysis and the general conformity determination if needed. In addition, Massport should address the specific air quality monitoring concerns raised in the comments by the Massachusetts Department of Public Health (DPH).

The ENF states that project supports the goals of the Logan Airport Parking Freeze and the Air Quality Initiative (AQI) to promote lower polluting modes of travel to, from, and within Logan Airport and to reduce air pollution impact of the airport's operations. The DEIR, however, must provide further information that describes how the consolidation of rental car parking complies with the Logan Airport Parking Freeze and the East Boston Parking Freeze, 310 CMR 7.31. The DEIR should provide a detailed analysis of the impacts of this project to the Parking Freeze. One of the goals of the Freezes was to relocate rental car parking out of the East Boston neighborhoods to Logan Airport to reduce the air pollution impact from the automobile emissions associated with these rental car operations. The DEIR should clarify if the rental car parking spaces to be located on the Airport are a result of relocated spaces from East Boston. The DEIR also should describe Massport's plan to work with the rental car companies currently located in East Boston to relocate rental car parking to Logan Airport. The DEIR should also discuss what the proposed future use will be of the current off-site rental car parking sites that are being relocated to the SWSA.

Massport has committed to the mitigation of construction-related diesel emissions through the Clean Air Construction Initiative. MassDEP recommends that Massport explore the investigation of more advanced diesel retrofit technologies, (i.e., diesel particulate filters), and the implementation of idling reduction measures for construction equipment and shared shuttle service vehicles. This is particularly important given the proximity of the project to neighborhoods in East Boston.

#### Transportation Demand Management

The EIR should present a comprehensive Transportation Demand Management (TDM) program designed to minimize reliance on single occupant private vehicles. I anticipate that air quality mitigation commitments will overlap with TDM commitments to a considerable extent. The EIR should consider a wide range of TDM strategies aimed at employees, patrons, and residents. The EIR should detail the strategy to promote use of public transportation to the site. The EIR should also investigate development of a ridesharing program and appointment of a transportation coordinator. The EIR should consider development of a shuttle program between the development and major area destinations, including transit destinations. The EIR should also address the applicability of DEP's ridesharing regulations.

#### Sustainable Design

A development the size of the proposed project presents a host of opportunities for incorporating sustainable design elements and sustainable construction into project design,

consistent with the goals of Executive Order 484 and Executive Order 385. Sustainable design elements, over the course of the project design life, can both prevent environmental impacts and reduce operating costs to the proponent.

To the maximum feasible extent, the proponent should incorporate sustainable design elements into the project design. The basic elements of a sustainable design program may include, but not be limited to, the following measures:

- optimization of natural day lighting, passive solar gain, and natural cooling
- use of energy efficient HVAC and lighting systems, appliances and other equipment, and use of solar preheating of makeup air
- favoring building supplies and materials that are non-toxic, made from recycled materials, and made with low embodied energy
- provision of easily accessible and user-friendly recycling system infrastructure into building design
- development of a solid waste reduction plan
- development of an annual audit program for energy consumption, waste streams, and use of renewable resources
- water conservation and reuse of wastewater and stormwater
- LEED Certification

In addition, the stormwater regulations require that consideration be given to low impact development (LID) and the use of integrated management practices (IMP) for control of stormwater, either alone or in combination with conventional drainage control measures. LID is an approach to stormwater management that minimizes runoff impacts by maintaining and mimicking existing hydrologic functions through site design techniques such as disconnecting runoff flow pathways and dispersing stormwater control across the site, reducing imperviousness, and minimizing clearing and grading while preserving natural resources and drainage patterns. When combined with pollution prevention measures, LID can be less costly than conventional gutter and pipe drainage system and can provide redundancy for stormwater control.

#### Drainage/Stormwater

The EIR should include a drainage plan, and it should discuss the consistency of the drainage plan with the MassDEP Stormwater Management guidelines. The EIR should identify any stormwater discharge points. The EIR should investigate feasible methods of reducing impervious surfaces and consider using more porous surface materials for any road resurfacing work.

Stormwater runoff impacts during construction and post-construction should be evaluated in the EIR. The DEIR should demonstrate that source controls, pollution prevention measures, erosion and sediment controls, and the post-development drainage system will be designed in



compliance with the MassDEP Stormwater Management regulations. The EIR should explain how water quality and quantity impacts would be controlled in compliance with the MassDEP Management Policy (SMP) standards for water quality and quantity impacts and with the NPDES permit recently issued for Massport. Calculations, stormwater system design plans at a readable scale, best management practice (BMP) designs, and supporting information should demonstrate that the stormwater system design provides adequate protection for wetland resources in conformance with the stormwater regulations and NPDES permit.

### Wastewater

The EIR should include estimates of project water use and wastewater generation, and it should demonstrate that adequate infrastructure exists or will exist to support the water supply and wastewater demands. The EIR should describe any infrastructure improvements necessary to accommodate projected wastewater flows. The EIR must respond to the technical comments by the Boston Water and Sewer Commission, the MWRA and MassDEP.

The ENF states that there is sufficient capacity in the existing collection system to accommodate the estimated 43,232 gallons per day (gpd) of new wastewater flow, (total flow is estimated at 155,005 gpd), from the Southwest Service Area Redevelopment project. Wastewater generated by the project will discharge into the Boston Water and Sewer Commission (BWSC) sewer system, which flows into the MWRA system and ultimately to the Deer Island Wastewater Treatment Facility.

MWRA is currently completing final design of the federally court ordered East Boston Branch Sewer Relief project intended to bring CSO discharges along the East Boston shoreline into compliance with the federal Clean Water Act and state water quality standards. Any increase in flow to the East Boston system may contribute to greater surcharging and overflows during wet weather. MassDEP, in cooperation with MWRA and its member communities (including Boston), are implementing a flow control program in the MWRA regional wastewater system, to remove extraneous clean water (e.g., infiltration/ inflow (I/I)) from the system. The DEIR should evaluate the system within the service area for opportunities to participate in the I/I reduction effort, in order to ensure that the additional wastewater flows are offset by the removal of I/I. Currently, MassDEP is using a minimum 4:1 ratio for I/I removal to new wastewater flow added. This ratio may be increased if specific flow constrictions/overflows already exist in the sewershed to which the new flow is added. Using this ratio, it would be appropriate to identify projects that eliminate 172,928 gpd of I/I.

Pursuant to 360 C.M.R. 10.023(1), the MWRA prohibits the discharge of groundwater to the sanitary sewer system, except in a combined sewer area when permitted by the Authority and the municipality. The proposed construction site of the SWSA Redevelopment Project at Logan International Airport has access to storm drains and it is not located in a combined sewer area; therefore, the discharge of groundwater to the sanitary sewer system associated with this project is prohibited. Currently, Logan International Airport holds a USEPA-NPDES General Permit

for its construction activities. For the SWSA Redevelopment Project, Massport must comply with Logan International Airport's USEPA-NPDES General Permit for Storm Water Discharges from its construction activities. The potential greywater reuse system for the carwashing operations should be described in the DEIR, including information on the system design and siting, water use savings, and residuals management

### Noise

The EIR should include an assessment of project-related noise impacts on appropriately sited nearby residential receptors. The EIR should analyze both construction-period and operational noise, including noise from loading docks and service areas.

### Wind Impacts

The EIR should include an analysis of pedestrian level wind impacts as it relates to air quality impacts associated with the project. The wind study should include areas near the project, including the entrances to the project site and any other nearby areas where pedestrians are expected to congregate. The wind analysis should also study impacts on public and private open spaces in the project area, and the nearest residential streets to the project.

### Visual Impacts

The EIR should include an analysis of the visual impacts of the proposed project, including elements as viewed from nearby residential areas. The EIR should disclose the height of the various project elements, and should discuss methods of mitigating visual impacts. The EIR should describe in detail the Airport Buffer Program.

### Massachusetts Contingency Plan (MCP)/M.G.L. Chapter 21E

The ENF lists seven Release Tracking Numbers (RTN) for the site and will conduct additional investigations in accordance with the Massachusetts Contingency Plan (MCP). This project site is being regulated under MGL c21E (3-1611). The EIR should include an update on the status of this clean up effort.

### Recycling Issues

The project includes demolition and reconstruction, which will generate a significant amount of construction and demolition (C&D) waste. Although the ENF has not made a commitment to recycling construction debris (p.20), I encourage the Massport to incorporate C&D recycling activities as a sustainable measure for the project. The project proponent is advised that demolition activities must comply with both Solid Waste and Air Pollution Control regulations, pursuant to M.G.L. Chapter 40, Section 54.

By incorporating recycling and source reduction into the design, the proponents would have the opportunity to join a national movement toward sustainable design. The project proponent should be aware there are several organizations that provide additional information and technical assistance, including WasteCap, the Chelsea Center for Recycling and Economic Development, and MassRecycle.

Construction Period


The EIR should evaluate construction period impacts, with an emphasis on erosion and sedimentation, evaluation of the existing stormwater system and its capacity, traffic impacts on adjacent roadways, air quality and solid waste disposal. The several commenters have raised concerns about stormwater management during construction. MassDEP has noted that demolition activity must comply with both Solid Waste and Air Quality control regulations. I strongly recommend participation in MassDEP’s Clean Construction Equipment Initiative consisting of an engine retrofit program to reduce exposure to diesel exhaust fumes and particulate emissions.

Mitigation/Section 61

In the ENF, Massport has described mitigation components, which include a new stormwater management facility, landscaped buffers and noise mitigation for the adjacent neighborhood and Harborwalk. In addition, a stormwater and greywater reuse system is under study. Enhanced pedestrian circulation, bicycle facilities and other transportation demand management (TDM) measures are also under consideration. Massport estimates that a shuttle bus system shared by car rental facilities would reduce the existing shuttle bus fleet by 30 to 50 percent for a reduction in vehicle miles traveled (VMT), curbside competition and vehicle emissions. Massport will endeavor to meet a LEED Silver rating for the project.

The EIR should include a summary of all mitigation measures to which the proponent has committed. The EIR should also include proposed Section 61 Findings for use by the state permitting agencies.

January 30, 2008  
Date

  
Ian A. Bowles

Comments received:

- 12/18/07 Massachusetts Water Resources Authority
- 12/27/08 Boston Transportation Department
- 01/23/08 Boston Water and Sewer Commission
- 01/02/08 Boston Environmental Department
- 01/18/08 Ida LaMattina

01/22/08 Suzanne Ianella  
01/22/08 Stacey and Jason Alstrom  
01/22/08 Lisa Gallotto  
01/22/08 Ella Arnau  
01/22/08 East Boston Community Development Corporation  
01/23/08 Lena Bernabei  
01/23/08 Jonathan Ralton  
01/23/08 Wig Zamore  
01/23/08 Department of Environmental Protection, NERO  
01/23/08 Peter Koff of Engel &Schultz, LLP  
01/23/08 Avis Budget Group, Dollar Rent A Car, Vanguard Car Rental USA, Dollar  
Thrifty Automotive Group, The Hertz Corporation, Enterprise Rent A Car  
01/23/08 Board of Trustees, Porter 156 Condominium Trust  
01/23/08 Susan Plunkett`  
01/25/08 Massachusetts Department of Public Health  
01/28/08 Jeffries Point Neighborhood Association  
01/28/08 Laine Crowe  
01/29/08 Fred Salvucci (late comment)

IAB/ACC/acc