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STEPHEN R. PRITCHARD  
SECRETARY

**CERTIFICATE OF THE SECRETARY OF ENVIRONMENTAL AFFAIRS  
ON THE  
ENVIRONMENTAL STATUS AND PLANNING REPORT**

PROJECT NAME : 2004 Logan Environmental Status and Planning Report  
PROJECT MUNICIPALITY : Boston / Winthrop  
PROJECT WATERSHED : Boston Harbor  
EOEA NUMBER : 3247  
PROJECT PROPONENT : **Massachusetts** Port Authority  
DATE NOTICED IN MONITOR : June 7, 2006

As Secretary of Environmental Affairs, I hereby determine that the Environmental Status and Planning Report submitted on this project **adequately and properly complies** with the Massachusetts Environmental Policy Act (G. L. c. 30, ss. 61-62H) and with its implementing regulations (301 CMR 11.00).

The environmental review process at Logan Airport has been structured to occur on two levels: airport-wide and project-specific. The Environmental Status and Planning Report (ESPR) has evolved from a largely retrospective status report on airport operations to a broader analysis that also provides a prospective assessment of long-range plans. It has thus become (consistent with the objectives of the MEPA regulations) part of Massachusetts Port Authority's (Massport) long range planning. The ESPR provides a "big picture" analysis of environmental impacts associated with current and anticipated levels of activities, and presents an overall mitigation strategy aimed at avoiding increases in such impacts. The ESPR analysis is supplemented by (and ultimately incorporates) the detailed analyses and mitigation commitments of project-specific EIRs. The ESPR is currently updated on a five-year basis, with much less detailed Environmental Data Reports filed in the years between submission of the ESPRs. The 2004 ESPR is the subject of this Certificate.

Background

In 1979, the Secretary of the Executive Office of Environmental Affairs (EOEA) issued a Certificate requiring Massport to define, evaluate, and disclose, every three years, the impact of long-term growth at the airport through a Generic Environmental Impact Report (GEIR). The Certificate also required the submission of interim Annual Updates to provide data on conditions for the years between the GEIRs. The GEIR provided projections of environmental conditions

where the cumulative effects of individual projects could be understood. The Secretary's Certificate on the *1997 Annual Update* proposed a revised environmental review process for Logan Airport. As a result, Massport evaluates the cumulative impacts associated with airport activities through preparation of an ESPR every five years and provides data updates annually through the EDRs.

This 2004 ESPR was originally scheduled to be completed in 2005, but was postponed until 2006. The 2004 ESPR was delayed because of delays associated with the completion of the New England Regional Aviation System Plan (NERASP). Massport adopted the NERASP forecasts for its 2020 Logan Airport forecast of aviation activity in this ESPR, and upon which the analysis of 2020 environmental conditions is based. Postponing completion of the 2004 ESPR ensured that the forecasts used in the ESPR are the most current and accurate forecasts available.

#### Review of the 2004 ESPR

In general, the ESPR has responded to the scope. In particular, the ESPR contains a wealth of useful data on activity levels and impacts, and lays out a forecast for trends in the future years. The technical studies in the 2004 ESPR included reporting on and analysis of key indicators of airport activity levels, the regional transportation system, ground access, noise, air quality, environmental management, and project mitigation tracking.

As always, EOEA remains committed to evaluating and addressing the cumulative impacts of airport operations on the nearby communities. In June 2001, Massport agreed to work with EOEA on structuring a proposed Air Quality Initiative (AQI). The Certificate indicated that Massport was "to solicit project submissions from local governments and community groups, which will be reviewed in an objective, science-based process by a neutral organization such as NESCAUM." This Certificate on the ESPR reiterates that Massport has committed to the Air Quality Initiative, a key program designed to mitigate the cumulative air quality impacts of airport operations. The 2005 EDR should detail how Massport is meeting this commitment. The 2005 EDR must also address all of the air quality issues raised by the commenters.

Although Massport has presented a detailed ESPR, I remain concerned with a number of environmental issues, specifically air quality and noise related issues, as outlined below.

#### Follow-up

Massport should submit the next EDR (analyzing conditions for the 2005 calendar year no later than December 15, 2006). I recognize that this Certificate requires the inclusion of considerable follow-up in that document. However, ESPRs invariably raise important issues which require follow-up sooner rather than later, and this ESPR is no exception. I anticipate that the EDR in a year following the publication of an ESPR will always have to include such analytical follow-up to the ESPR and respond to comments on the ESPR. Other EDRs should provide more of a

"snapshot" of the previous year's operations and impacts, with more substantial analysis awaiting the next GEIR. EDRs in years other than the year immediately following publication of an ESPR should therefore be considerably less voluminous and Massport should strive to submit these documents by July 31 of the year following the subject year.

### Responses to Comments

The next EDR must include Responses to Comments which addresses all of the substantive comments from the letters listed at the end of this Certificate. The Response to Comments included in this ESPR is well-constructed and cross-referenced (although several comments have complained of general responses or document references in response to specific questions). Massport may follow the same format in addressing comments in the next EDR, although the Responses to Comments should pay particular attention to increased specificity, where necessary.

The majority of comments received on the EDR focused on air quality and noise related issues, including measurement of noise, modeling of noise contours, and noise abatement. In addition to responding to these comments, the 2005 EDR and future EDRs should also continue to report on the refinements to noise tracking and abatement efforts.

### Airport Activity Levels

The ESPR included a chapter on airport activity levels, including information on aircraft operations, fleet mix, passenger activity levels, and cargo and mail operations. This chapter also reported on Massport's forecasts that will become the basis for Massport's strategic planning initiatives over the next few years. Past forecasts were based on low, medium, and high passenger activity levels. New forecasts are now based on the forecasts for 2020 developed for the New England Regional Airport System Plan (NERASP) study. This chapter included aircraft operations and passenger activity forecasts, and provided a discussion of methodologies and assumptions, including anticipated fleet mix changes and other trends in the aviation industry.

Air passenger traffic at Logan Airport continued to rebound in 2004, but remained below the peak year level reached in 2000. The total number of passengers using Logan Airport in 2004 increased by 14.7 percent over 2003 levels to 26.1 million passengers. Although the recovery in passenger demand was underway in 2004 at Logan Airport and throughout the industry, legacy commercial airlines continued to struggle financially as competition from low cost carrier (LCC) rivals increased and fuel prices remained high.

For the first time since 1998, total annual aircraft operations (arrivals and departures) at Logan Airport increased compared to the previous year and were at their highest level since 2001. Daily operations in 2004 averaged approximately 1,107 compared to approximately 1,027 in 2003, an increase of about 80 operations per day or about 8.6 percent. 2004 levels remain below historic peaks. The growth in aircraft activity was driven primarily by the entry and expansion of LCCs at Logan Airport in 2004. This increase in LCC services in 2004 stimulated growth in airport

passenger demand.

In 2004, Logan Airport ranked 19th among US airports in total cargo volume. All-cargo operations at Logan Airport declined by less than 1 percent in 2004. However, total cargo volume, including cargo carried in the belly compartments of passenger aircraft, rose by 0.6 percent.

### Airport Planning

This section described the status of planning initiatives and projects through the planning horizon year (2020) for the Terminal Area; Airside Area; Service and Cargo Areas; and Edge Buffers and Landscaping. The Airport Planning Chapter also reported on the status of public works projects implemented by other agencies within the boundaries of Logan Airport.

Several projects were completed in 2004:

- The majority of construction of the main terminal and satellite concourse of Delta Air Lines' Replacement Terminal A Project was completed in 2004.
- A dedicated hourly parking area opened on the lower level of the Terminal B Garage in July 2004.
- Massport also launched Exit Express, Massport's convenient way to pay for parking.
- The Massachusetts Bay Transportation Authority's (MBTA's) \$23 million new Blue Line Airport Station opened in June 2004.
- Demolition of the old MBTA Airport Station was completed in 2004.
- By the end of 2004, completion of the Central Artery/Tunnel (CA/T) Project and improvements to the roadway system were complete, allowing for a more efficient roadway network with shorter and more direct routes between destinations in the airport and the regional highway system.
- The Silver Line, the most recent addition to the transit system and Boston's first Bus Rapid Transit line, began limited service to Logan Airport in December 2004.

Both Massport and Logan Airport's tenants are proposing projects or exploring planning options to modernize and carry out future improvements at Logan Airport. Massport's planning criteria for Logan Modernization are based on accommodating 45 million annual passengers in airport terminals, facilities, and on airport roadways. Future projects and planning concepts include:

- Both Massport and Logan Airport's tenants are proposing projects or exploring planning options to modernize and carry out future improvements to the existing terminal facilities. Some projects and planning concepts include ongoing expansion and upgrade of Terminal E and constructing a new satellite Federal Inspectional Services (FIS) Facility at the southeast end of Terminal B.
- Some projects and planning concepts that are underway or under consideration include, consolidating flight kitchen facilities in the north service area, constructing new multi tenant maintenance facilities for ground service equipment (GSE), and constructing new

hangar facilities in the north cargo area.

Airside improvements include upgrades and improvements to the airfield to enhance the operations efficiency and safety of Logan Airport. Some projects and planning concepts that are underway or under consideration include, installing a security wall along the perimeter of the air operations area, providing additional aircraft parking for certain types of aircraft, and an airside improvements planning project to reduce current and projected levels of aircraft delay.

- Buffer areas are being designed in consultation with Logan Airport's neighbors and other interested parties in an open community planning process. Some future airport buffer projects and planning concepts include, landscaping the former Navy Fuel Pier at Jefferies Point, installing a landscaped border in conjunction with the north service area Economy Parking Lot construction, and constructing a half-acre linear area with landscaping and lighting improvements along Maverick Street.
- Massport is considering a parking strategy to address future on-airport parking demands. Some ongoing and future parking projects and planning concepts include redeveloping three parcels into a combined economy parking facility with the capacity for up to 1,750 vehicles, proposed parking facility in the Southwest Service Area, and a new consolidated facility for all car rental operations

### Regional Transportation Context

Overall, aviation activity levels at New England's regional airports increased in 2004, as passenger demand continued to rebound both within the region and nationally after the 2001 downturn. Just as the passenger decline seen at the regional airports in the wake of September 11, 2001 was less severe than the declines experienced at Logan Airport, the traffic recovery seen at the regional airports in 2004 was not as strong as the rebound experienced at Logan Airport.

Growth at Logan Airport was largely fueled by a growing presence of LCC services.

At the same time, regional airports continued to experience growth in 2004 and served a significant (42.5 percent) share of the region's air passenger traffic. Several factors have contributed to the success of the regional airports in recent years:

- Many of the regional airports benefited from the introduction and growth of LCC services over the past several years. This trend began when Southwest Airlines entered the New England market in 1996 by serving T.F. Green Airport in Warwick, Rhode Island and later expanding into the Manchester and Hartford/Bradley International Airports. The trend continued in 2004 when Spirit Airlines began service from T.F. Green Airport, Independence Air5 initiated low-fare service at several of the regional airports, and Southwest Airlines continued to increase service from its New England airports.
- Several of the smaller airports, particularly Burlington, Bangor, and Tweed-New Haven continued to benefit from the introduction of regional jets and gained new non-stop services to airline connecting hubs, which increase service options for regional airport passengers.

### Ground Transportation

The chapter reported on 2004 conditions and provided a comparison of 2004 findings to previous years for variety of ground transportation indicators. The chapter also presented a discussion of analysis methodologies and assumptions for future year conditions for the planning horizon year 2020 for Traffic volumes, On-airport Vehicle miles traveled (VMT) and Parking demand.

- Completion of the CA/T and Logan Airport Modernization projects created a more efficient roadway network with shorter and more direct routes to destinations within Logan Airport.
- With the exception of water transportation, all scheduled and unscheduled high occupancy vehicle (HOV) transportation to Logan Airport saw increased ridership in 2004.
- Overall HOV mode share for air passengers increased from 25.8 percent in 1990 to 32 percent in 2003. Although the data shows a slight decrease to 30.3 percent in HOV modes in 2004, the 2003 HOV mode share was an all-time high, reflecting Massport's success in generally maintaining or increasing the percentage of passengers using HOV modes in all market segments.
- The most recent employee survey showed an employee HOV mode share of 26.8 percent.
- Airport-related average annual daily traffic (ADDT) volumes increased by 12.6 percent in 2004 over 2003 volumes. Despite this increase in ADDT volumes, the vehicle miles traveled (VMT) on Logan Airport's roadway system only increased by 3.5 percent in 2004 compared with the 2003 VMT. This reflects the effects of the changes in the airport roadway system resulting from the CA/T and Logan Airport Modernization projects, which result in a shorter average trip length, creating a much smaller increase in total VMT than in average weekday daily traffic volumes.
- Massport executed a Memorandum of Understanding with the MBTA to commence Silver Line bus rapid transit service in late 2004. Massport's support of the Silver Line Airport service will total more than \$30 million over ten years.

Between 2003 and 2004, membership in the Transportation Management Association (TMA) declined by 800 employees, a 13.3% reduction. Massport stated in the ESPR that significant TMA funds had been expended for administrative functions resulting in underfunded programming. The Executive Office of Transportation's MassRIDES program will now provide a TMA coordinator at state expense. The EOT identified its expectation that Massport will "maintain its current level of effort, including both cash contributions and in-kind services.

The Secretary's June 15, 2001 Certificate on the AIPP directs Massport to require that all Logan employers join the TMA at the earliest possible opportunity. This mitigation measure is not listed in Table 10-7 and no plan is presented for meeting this requirement. A plan should be detailed in the 2005 EDR.

The ESPR indicated that two FAA programs had relocated to New Hampshire in 2004 and that Beacon-Skanska, having completed the construction of Terminal A, was no longer at Logan. Four additional corporate members left the TMA in 2004. The 2005 EDR should provide explanation for this.

The 2003 EDR stated that TMA shuttle ridership declined by 32.4 percent due to the elimination of services at mid-year due to lack of funding., but that the decrease in shuttle ridership had been more than off-set by increased Logan Express use. Massport should identify any efforts such as more active marketing of car/ridesharing options targeted to those who previously used the cancelled shuttles. This information should be provided in the 2005 EDR.

### Noise

This chapter began with an overview of the environmental regulatory framework affecting aircraft noise, the changes in aircraft noise, the methodologies used to track noise, and what if any changes there was in noise modeling. The information in this chapter built upon the findings of the Boston Logan Overflight Noise Study. This chapter also updates the status Massport's efforts to reduce noise levels and provides noise contours population counts for 2020.

- Massport has continued to make improvements in the noise modeling process as the sophistication of noise models and data acquisition systems has advanced. Recent developments in noise modeling technologies and techniques employed in this 2004 ESPR and to be used in future years include: use of a new radar data acquisition system, known as a long-range PASSUR, for the source of all radar-based operations data; a new upgrade to Massport's radar data processing software; use of the latest update to the FAA's Integrated Noise Model, while retaining the unique capability to account for over-water sound propagation and hill effects unique to Logan Airport; incorporation of more than 1,800 modeled flight tracks, checked and updated where necessary to reflect 2004 radar data; use of radar data to determine the "best-fit" match among each of the nearly 402,000 radar traces captured by Logan Airport's noise monitoring system and the available climb profile contained within the INM database; procurement of an improved noise and operations monitoring system; procurement of automated altitude profile and noise contour generation software.
- From May to August 2004, Runway 4L-22R was closed either completely or partially to accommodate repaving. Due to this closure, jet aircraft departures on Runway 22R decreased by approximately 23 percent compared to 2003 while departures on other runways increased.
- As a result of changes in airport operations in 2004, the number of people exposed to Day-Night Sound Level (DNL) values greater than 65 dB increased compared to the number in 2003. An estimated 10,720 people were exposed to DNL levels greater than 65 dB in 2004, compared to 7,183 in 2003, and 8,309 in 2002. The majority of the increase occurred in East Boston off the northwest end of Runway 33L. The increases within the

65dB are in areas that were previously sound insulated. Despite these increases, the total count of people exposed to 65 dB DNL and above was 23 percent lower than in 2001.

- The 2004 Cumulative Noise Index (CNI) of 153.4 Effective Perceived Noise Level (EPNdB) remained well below the cap of 156.5 EPNdB. Although CNI also increased compared to 2003 and 2002 as a result of the increased number of operations, the 2004 level remained below the 2001 CNI value.
- The number of residential dwelling units for which Massport provided sound insulation in 2004 was 791. Since the program's inception, the total number of dwelling units receiving sound insulation is now 8,615. In addition, Massport completed sound insulation of a 36th school – the new Center School located in Winthrop.

The Logan Airport Noise Study is now expected to be conducted in at least three phases. I strongly encourage Massport to include a phase for the monitoring and assessment of altered flight paths so that any necessary modifications can be identified and implemented.

In addition, the ESPR indicated that there will be an increase from 2004 to 2020 in the number of Boston residents who will experience noise in the 70-75 DNL and the 75-80 DNL due to the use of parallel runways. Massport strive to identify ways to ensure that these increases do not occur. The 2005 EDR should include a preliminary discussion about how Massport will address projected exceedances.

### Air Quality

This chapter presented an overview of the environmental regulatory framework affecting aircraft emissions, changes in aircraft emissions, and the changes in air quality modeling. It also predicts emission levels for 2020.

- To ensure consistency and comparability between 1999 and 2004 air quality emissions, the 1999 air emissions inventory was updated with information that was not available when first reported and 1999 emissions were recalculated using the new version of the FAA's Emissions and Dispersion Modeling System (EDMS) v4.21. Additional data were also added to the 2004 inventory in order to increase the accuracy of the results, for example curbside queue times were updated and new parking areas were added to the inventory.
- In 2004, the emission inventory results were driven by an 8 percent increase in aircraft operations compared to 2003 activity levels. Increases in stationary source (fuel storage facilities, heating plant, etc.) emissions further contributed to the increase in levels of volatile organic compounds (VOCs) and oxides of nitrogen (NOx).
- In 2004, total VOC emissions at Logan Airport were estimated to be approximately 1,360



kilograms (kg)/day, which is an increase of 17 percent from 2003 levels. However, total VOC emissions at Logan Airport were 41 percent lower in 2004 than in 1999. The increase of VOC emissions between 2003 and 2004 was due to the increase in aircraft operations in 2004.

- In 2004, total NO<sub>x</sub> emissions from all airport-related sources were estimated to be 4,290 kg/day, which is an increase of 16 percent from 2003 levels, but is a 26 percent decrease as compared to 1999 levels. Once again, the increase in aircraft operations contributed the most to this increase in airport-related NO<sub>x</sub> in 2004.
- Total carbon monoxide (CO) emissions at Logan Airport in 2004 were estimated to be 9,852 kg/day, or 3 percent below 2003 levels. In 2004, total CO emissions at Logan Airport were 32 percent lower than 1999 levels. While CO emissions from aircraft increased due to increased aircraft operations, the use of alternative fuel vehicles (AFVs) and the lower emission rates of the motor vehicle fleet helped to reduce the overall CO emissions in 2004. Massport added three new AFVs to its fleet in 2004.
- Massport developed an Air Quality Initiative (AQI) in 2001 as a long-range program with the overall goal to maintain NO<sub>x</sub> emissions associated with Logan Airport at or below the 1999 level of 2,347 tpy. In 2004, NO<sub>x</sub> emissions from all airport-related sources were estimated to be 1,726 tpy, well below the 1999 level.

Through the June 15, 2001 Certificate of the Secretary of EOEA on the FEIR for the AIPP, Massport was directed to develop a program to maximize the use of single-engine taxiing procedures by all of its tenant airlines. Massport must describe in the 2005 EDR how it presently encourages reduced-engine (single-engine) taxiing. The cited issues of safety and practicality should be discussed and the program that will be implemented as noted in Table 10-7 of the 2005 ESPR should be outlined.

Massport was also directed in the same Certificate to conduct follow-up air quality monitoring in neighborhoods surrounding the airport and surrounding flight paths. This mitigation measure does not appear in Table 10-7, "Logan Airside Improvements Planning Project, Details of Ongoing Section 61 Mitigation Measures." The 2005 EDR should address this measure in detail.

Table 7-13 of the 2004 ESPR, "Inventory of Tracking of NO<sub>x</sub> Emissions in tons per year for Logan Airport," contains numbers that have been "adjusted to reflect known reductions achieved by Massport and its tenants at Logan Airport." The 2005 EDR should include unadjusted numbers and detailed information about the means for achieving reductions and the emissions value of each reduction method.

Massport had agreed to work with EOEA on structuring a proposed Air Quality Initiative (AQI) in the June 2001 Certificate for the AIPP. The Certificate indicated that Massport was "to solicit

project submissions from local governments and community groups, which will be reviewed in an objective, science-based process by a neutral organization such as NESCAUM.” There is no information in the ESPR about the substance and status of any process with EOE or about the solicitation of information and objective, neutral, scientific review. The 2005 EDR should address this matter in detail.

#### Environmental Management/Water Quality/Environmental Compliance

This chapter reported on the activities of Massport’s Environmental Management Unit in meeting the state’s environmental regulatory requirements.

- In 2004, of the 126 spills reported to the Logan Airport Fire-Rescue Department, 18 spills (14 percent) were ten gallons or greater in quantity. Jet fuel spills accounted for 82 (65 percent) of the total spills, with 12 spills (15 percent) being ten gallons or greater in quantity. The remaining 44 spills involved gasoline, hydraulic oil, diesel fuel, ethylene glycol, propylene glycol, paint, and AVGAS. Of these spills, 6 (14 percent) were ten gallons or greater. Since 2002 there has been a reduction in the total volume of all spills.
- In accordance with the Massachusetts Contingency Plan (MCP), Massport continues to assess, remediate, and bring to regulatory closure areas of subsurface contamination.

Massport indicates that it has had limited success in identifying the causes of exceedances due to “first flush” pollutants in stormwater, the number of potential sources at Logan, and the size of drainage areas serving outfalls. Massport needs to develop a plan for maximizing its ability to identify causes. This plan should be identified in the 2005 EDR. Massport should also include in the 2005 EDR copies of any new NPDES stormwater and fire training permits.

#### Sustainability Initiatives

This Chapter presented Massport’s on-going and upcoming sustainability initiatives at Logan Airport. Massport continues to demonstrate forward thinking in sustainability policies and practices for transportation agencies. I encourage Massport to require tenant participation and compliance with all elements of the plan as leases are renewed.

As I stated at the beginning of this Certificate, the 2005 EDR must provide responses to the issues raised in comments received. The 2005 EDR must include a copy of this Certificate and a copy of each comment letter received on the 2004 ESPR. In particular, Massport should provide a thorough examination of issues raised regarding individual noise monitoring locations, noise measurement and modeling, and noise abatement. Massport should consult directly with individual commentors where necessary.

A distribution list for the 2005 EDR (indicating those receiving documents, CDs, or Notices of

Availability) should be provided in the document. This section must also include copies of all GEIR/Annual Update Certificates issued since 1995 to provide context for reviewers. Supporting technical appendices should be provided as necessary.

August 16, 2006

Date

  
Robert W. Golledge, Jr.

Comments received:

07/25/06	Stephen Kaiser
08/08/06	Nancy Timmerman
08/09/06	MA Executive Office of Health and Human Services
08/09/06	John Vitagliano
08/09/06	Bruce Egan, Egan Environmental
08/10/06	City of Boston Environment Department
08/14/06	Boston Transportation Department

RWG/ACC/acc