



Charles D. Baker, Governor
Karyn E. Polito, Lieutenant Governor
Stephanie Pollack, MassDOT Secretary & CEO



March 4, 2020

Mr. Martin Suuberg
Commissioner
Department of Environmental Protection
1 Winter Street
Boston, MA 02108

Dear Commissioner Suuberg:

Pursuant to Section 7 of amended 31 CMR 7.36, *Transit System Improvements*, please find enclosed our responses to public comments on the 2019 Status Report on transit projects required under the revised State Implementation Plan (submitted to the Department of Environmental Protection (DEP) on August 30, 2019). Section 7 requires the Massachusetts Department of Transportation to file a summary of all public comments and written responses to those comments within 120 days of the public meeting also required by Section 7. A public meeting was held by DEP on November 5, 2019.

The 2019 Status Report will be made publicly available on the MassDOT website at www.massdot.state.ma.us/SIP.

If you have any questions or concerns, or if we can be of further assistance, please do not hesitate to contact me at (857) 368-8865 or david.mohler@state.ma.us.

Sincerely,

David Mohler
Executive Director
Office of Transportation Planning

cc: Glen Keith, DEP



Charles D. Baker, Governor
Karyn E. Polito, Lieutenant Governor
Stephanie Pollack, MassDOT Secretary & CEO




State Implementation Plan – Transit Commitments
2019 Status Report
Agency Response to Public Comments

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**COMMONWEALTH OF MASSACHUSETTS
MASSACHUSETTS DEPARTMENT OF TRANSPORTATION
OFFICE OF TRANSPORTATION PLANNING
MEMORANDUM**

TO: Martin Suuberg
Commissioner
Department of Environmental Protection

FROM: David J. Mohler 
Executive Director
MassDOT Office of Transportation Planning

DATE: March 4, 2020

RE: 310 CMR 7.36 (7)(c)

This memo is intended to fulfill the reporting requirements of 310 CMR 7.36 (7)(c), in which the Massachusetts Department of Transportation must attest that:

- MassDOT has provided complete information for all requirements of 310 CMR 7.36 (7)(a).
- MassDOT has provided complete information about any actual or known potential need and reasons for a project substitution pursuant to 310 CMR 7.36(4)(b).
- MassDOT has provided complete information on the interim offset projects implemented or proposed to be implemented pursuant to 310 CMR 7.36(4)(b) and (5)(g)4.

I certify that all the information listed above has been provided and that MassDOT has, to the best of its ability, fulfilled all public processes and reporting requirements described in 310 CMR 7.36 (7).



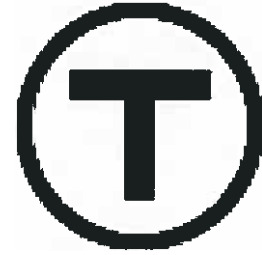
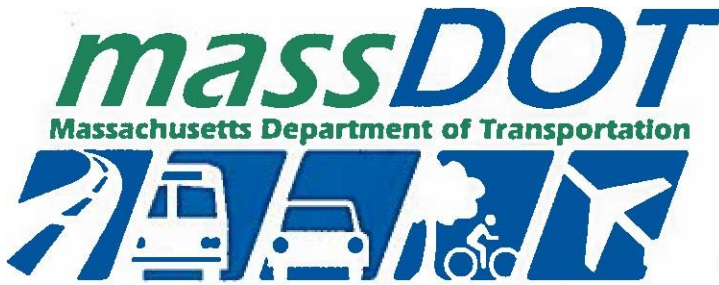
David J. Mohler
Executive Director
MassDOT Office of Transportation Planning

Comments Received on the MassDOT 2019 Status Report (by format and date)

Written Testimony					
Date	Title	First Name	Last Name	Affiliation	Additional Authors
11/18/19		Elisabeth	Bayle	Medford Resident	
11/18/19		John	Elliot	Medford Resident	
11/18/19	Senator	Patricia	Jehlen	Massachusetts State Senate	
11/18/19		Ken	Krause	Medford Resident	
11/18/19	Senior Attorney	Staci	Rubin	Conservation Law Foundation	
11/18/19		Wig	Zamore	Somerville Resident	

Comments Received on the MassDOT 2019 Status Report (by format and date)

Oral Testimony					
Date	Title	First Name	Last Name	Affiliation	Additional Authors



**Massachusetts Department of Transportation
Massachusetts Bay Transportation Authority**

**State Implementation Plan – Transit Commitments
2019 Status Report
*Agency Response to Public Comments***

**Submitted to the
Massachusetts Department of Environmental Protection
March 4, 2020**

For questions on this document, please contact:

Massachusetts Department of Transportation
Office of Transportation Planning
10 Park Plaza, Room 4150
Boston, Massachusetts 02116 planning@dot.state.ma.us

INTRODUCTION

This document summarizes and responds to public comments received by the Massachusetts Department of Transportation (MassDOT) on the *State Implementation Plan-Transit Commitments 2019 Status Report* (the Status Report) submitted to the Massachusetts Department of Environmental Protection (DEP) on August 30, 2019 in order to fulfill the requirements of 310 CMR 7.36, *Transit System Improvements*. The Status Report detailed the status of two public transit projects – listed below – required of MassDOT under 310 CMR 7.36. The projects are:

- Fairmount Line Improvement Project
- Green Line Extension to Somerville and Medford

MassDOT accepted public comments on the Status Report through November 18, 2019, following a public meeting (held on November 5, 2019) at which MassDOT staff presented an overview of the contents of the Status Report, and provided an opportunity for members of the public to ask questions and provided feedback and comments. MassDOT did not receive any comments at the public meeting. All comments were submitted in writing following the public meeting. The comments received by MassDOT pertained to the extension of the Green Line to Somerville and Medford, MassDOT's interim emissions reduction offset measures, the Fairmount Line Improvement Project, the Red Line/Blue Line Connector Project, and the SIP document in general. MassDOT staff reviewed all of the comments received – they are appended here in full, as is a list of all the submitting individuals and organizations – and have grouped and summarized them so as to capture the salient ideas while reducing redundancy and overlap. In this document, indication of the authorship of each comment has been omitted.

Each year, MassDOT receives comments and questions in response to the Status Report that are similar to comments and questions received in past years. When that happens, MassDOT will often refer the commenter back to an earlier response or, if the issue has changed in a meaningful way, will clarify and update earlier responses as appropriate. MassDOT staff recognize that major decisions relating to the implementation of SIP projects do not, and likely cannot, satisfy all project advocates, and that decisions can and will continue to generate public controversy into the future, even when MassDOT considers an issue to be resolved. MassDOT will continue to respond to questions and concerns as they come up.

Throughout this document, the SIP regulation (310 CMR 7.36) is referenced. Additional information and detail on the regulation (310 CMR 7.36) can be viewed at:

<http://www.massdot.state.ma.us/SIP>

I. GREEN LINE EXTENSION TO SOMERVILLE AND MEDFORD

Build the full GLX to Route 16

1. *The State should be required to complete the Extension to Medford Hillside, i.e. Route 16/Mystic Valley Parkway, as mandated by law, at the earliest possible date. College Ave. is NOT in Medford Hillside, as previously extensively documented.*
2. *The Commonwealth of Massachusetts owes me and many others a Green Line Extension that terminates at Route 16 in Medford.*
3. *First, [we are] concerned that the Annual Report does not refer to the Route 16 terminus of the Medford Hillside extension. [We] seeks a refined ten percent design cost estimate for the extension to Route 16, and an explanation for why this terminus was not included in the Annual Report.*

This issue has been asked and answered in many previous SIP Reports. The geographic parameters of the Green Line Extension project have been confirmed as compliant with the requirements of the State Implementation Plan by both state and federal agencies.

4. *Failure to Clarify Reprogramming of GLX Phase II Funds to GLX Phase I: The MassDOT response [in the 2018 SIP Response to Comments] is not accurate, as neither the 2018 or 2019 annual Status Reports make any mention of GLX Phase II (the extension from College Avenue to Route 16/Mystic Valley Parkway), nor that the money originally programmed for GLX Phase II was reprogrammed to close the funding gap for GLX Phase I. MassDEP should again instruct MassDOT to accurately describe the reprogramming of the funds in all SIP documents.*

In the 2018 SIP Response to Comments, MassDOT clarified in response to this comment that, in 2016, the Boston Regional Metropolitan Planning Organization reprogrammed funds that were initially intended to construct an additional extension of the Green Line to Route 16 in order to help close a funding gap in the budget for the core Green Line Extension project. MassDOT is again clarifying this in this document.

5. *First, it appears that the Union Square GLX Station infrastructure at Prospect Street may block the ability of the GLX to get to Porter Square in the future, notwithstanding the requirement that the as built GLX project should not "preclude" an extension to Porter Square. A future GLX extension to Porter Square would be one of the most cost effective ways of adding value to this project and the MBTA. It would create a great local multi-modal center at Porter, re-uniting East and Central Cambridge and also perhaps allow an intermediate station. If there were a future intermediate station near Park Street, it could serve both Beacon Street in Cambridge and Somerville Ave in Somerville. Those streets could then quite easily develop into great mid-scale urban live work corridors. Mixed use infill is highly sustainable.*

Additional stations are not within the Green Line Extension scope of work.

6. *Similarly, the future GLX stations are being designed without any climate protection. As with the Assembly Square Orange Line station, often extremely cold in winter winds off the Mystic, this will produce some very harsh weather conditions in the future. It would be very helpful if the GLX Station designs could allow future improvements to mitigate the harsh conditions that will certainly occur regularly when the project finally opens.*

The Green Line Extension, including stations, is being designed and built in compliance with all state and federal requirements by the Design-Build GLX Constructors. Specific comments regarding Green Line Extension station designs should be directed to info@glxinfo.com.

Additional Interim Offset Measures for GLX delays

1. *The Somerville community is bearing enormous bus crowding with all the GLX and Somerville HS street disruptions. Inbound AM 88 MBTA Buses have been so over-crowded at times that they skip stops, sometimes three or four in a row. The bus drivers are terrific, but the diversions have been very hard on both drivers and riders. Perhaps this situation should be monitored as part of the ongoing mitigation for the extreme GLX project delays. The locals rarely complain but a few extra buses could help a lot.*

MassDOT does not believe that additional mitigation is warranted to address the delay in the implementation of the Green Line Extension.

2. *This year's updated report is nearly identical to last year's report and includes no discussion of the effect of offset measures. I strongly believe that MassDOT has an annual obligation to make this type of reporting that I have been requesting for years. In the SIP annual report MassDOT is required to annually include*

"5. Detailed information on any interim offset projects or measures implemented or proposed to be implemented pursuant to 310 CMR 7.36(4Xb) or (5Xg)4., including without limitation an air quality analysis demonstrating that the actual emission reductions meet or will meet the requirements of the delayed project." 301 CMR 7.36(7) (emphasis added)

There is no inclusion of the required air quality analysis. I remain confused at the failure to adequately ensure that offsets are meeting targets and goals. I must respectfully disagree with MassDOT on its interpretation of its responsibility under the SIP regulations. This regulation clearly states that MassDOT should be analyzing whether the interim offsets are meeting or will soon meet the goals required.

Request: I again request that DEP require that the current offsets be examined for validity and effectiveness, and that MassDOT be required to propose and implement any necessary additional offsets should the current offsets prove to be falling short of expectations.

3. *Measurement of the air quality impacts of the interim offset projects is essential in order to determine their effectiveness. The fact that the SIP does not require such measurement does not preclude MassDEP from independently requiring it, which is the action I recommend MassDEP take.*
4. *The interim mitigation measures approved include additional off-peak service along existing routes serving the corridor, including the Green Line and several bus routes; 142 new hybrid electric vehicles for The RIDE; and additional park and ride spaces at the Salem and Beverly intermodal facilities. CLF notes that neither the park and ride spaces in Salem and Beverly, nor the current Green Line are in the same transit ridership area of the delayed project. Similarly, purchase of 142 new hybrid electric vehicles for The RIDE is not specific to the transit ridership area of the delayed project.*

CLF's ability to assess whether these requirements have been met is hampered by the exclusion of required information from the Annual Report. The regulations at 310 CMR 7.36(7)(a)(5) require that the Annual Report include "[d]etailed information on any interim offset projects or measures implemented [...] pursuant to 310 CMR 7.36(4)(b) [...] including without limitation an air quality analysis demonstrating that the actual emission reductions meet [...] the requirements of the delayed project."

The Annual Report includes no “detailed information” or air quality analysis demonstrating that the actual emission reductions meet the requirements. The Annual Report does not even state that the interim measures have in fact been implemented in compliance with the 2015 Conditional Approval. All that the Annual Report provides regarding these interim measures is that “DEP conditionally approved MassDOT’s request to delay the Green Line Extension project and the implementation of the above interim mitigation measures.”

CLF recommends that MassDEP require MassDOT and the MBTA to submit such information before certifying, under 310 CMR 7.36(7)(d), that the requirements of the public participation component of this regulation has been met.

As previously stated, the SIP requires MassDOT to propose and obtain approval on mitigation measures. MassDEP approved the interim offset measures that MassDOT proposed, which MassDOT implemented in 2014 and has operated ever since. The SIP does not require additional offset measures, or the ongoing modeling of existing interim offset measures.

II. RED LINE/BLUE LINE CONNECTOR

- 1. MassDOT failed to include in the Annual Report an update on the Red Line to Blue Line Connector extension of the Blue Line from the Bowdoin to the Red Line at the Charles/MGH (Red-Blue Connector).*
- 2. Because the Red-Blue Connector is a legally-mandated commitment, supports the local and regional economy, promotes social equity, and adds much-needed redundancy and capacity to the subway network, CLF strongly urges MBTA and MassDOT to commit to procuring design-build services for this project by the end of 2019. Additionally, we request more specificity in the form of an action plan that shows a road map to a 2024/2025 construction start. CLF will stay involved to ensure that MassDOT fulfills its legal mandate to design and construct the Red-Blue Connector.*

On October 8, 2013, the Department of Environmental Protection approved a request made by MassDOT in July of 2011 to revise 310 CMR 7.36 to remove the requirement for MassDOT to complete the design of the Red Line/Blue Line Connector. This revision to the State Implementation Plan had to be approved by the U.S. Environmental Protection Agency (U.S. EPA). On December 8, 2015, U.S. EPA published a final rule in the Federal Register approving a SIP revision submitted by the Commonwealth of Massachusetts on November 6, 2013. The final rule removes from the SIP the commitment to design the Red Line/Blue Line Connector project.

III. GENERAL COMMENTS REGARDING THE 2019 SIP STATUS REPORT

- 1. To be informative, this SIP report should really include the dates that the various SIP requirements listed on Page 6 were actually met, which would tell more of the story of the 2 unbelievable lapses of accountability on this project. The report is not even up to date with current status, as shown on Page 7, under the “Early Works Activities”: “This work is expected to be substantially complete during the fall of 2018.”*
- 2. I request that MassDEP reject the Status Report as inadequate and insufficient, because other than changing the date from July 3, 2018, to August 30, 2019, the text of the report in Section II: Green Line Extension to Somerville and Medford, is identical to the text MassDOT and the MBTA submitted in its annual Status Report 14 months earlier. I request that MassDEP require MassDOT and the MBTA to resubmit an updated annual report that truly*

reflects that status of the Green Line Extension project as of July 1, 2019, including any changes to the Critical Program Milestone Deadlines.

The overall GLX Program remains on-time to provide revenue service trains by the end of December of 2021. The milestone forecast included below provides an update to the Critical Program Milestone Deadlines chart that was included in the SIP Annual Report submitted on August 30, 2019.

The overall GLX Program remains on-budget & on-time (to provide revenue service trains by the end of December of 2021).

Contract Completion Commitments		MBTA's Current Forecast		Contractor's Current Forecast	
GLX Design/Construction Contract Completion Milestone Description	Current Contractual Completion Milestone Date	MBTA Forecast Date (A) = Actual	Variance vs. Contract ** (days)	DB Entity Forecast/ Actual (Monthly Update #23)	DB Entity Variance vs. Contract* (days)
Notice to Proceed	20-Dec-17	20-Dec-17 (A)	0	20-Dec-17 (A)	0
Milestone 5 – VMF Functionally Complete & Ready for MBTA Operational Testing	9-Oct-20	8-Nov-20	-30	28-Dec-20	-80 ***
Milestone 4C – Revenue Service for the Union Branch (One)	28-Apr-21	8-Jun-21	-41	10-Aug-21	-104
Milestone 3C – Revenue Service for Medford Branch (Two)	10-Jul-21	28-Aug-21	-49	20-Dec-21	-163
Milestone 2 – Contract Substantial Completion	21-Aug-21	9-Oct-21	-49	31-Jan-22	-163
Milestone 1 – Final Acceptance	20-Oct-21	8-Dec-21	-49	1-Apr-22	-163

* The "DB Entity Forecast" above reflects information provided by DB Entity's Draft Progress Schedule Update #23 (data date of **January 27, 2020** – received February 11, 2020).

** This MBTA Forecast is based on the MBTA's Recovery Initiatives and analysis as shared with DB Entity via MBTA-0377 letter dated February 26, 2020.

*** The schedule completion date for VMF is based on Final Update 22. The DB Entity's Draft Update 23 does not provide an accurate reflection of the progress for this scope (i.e. with actual progress & MBTA comments).

IV. FAIRMONT LINE IMPROVEMENT PROJECT

- On November 4, 2019, the Fiscal and Management Control Board (FMCB) voted to prioritize electrification of the Fairmount Line, among others serving environmental justice communities, and directed the General Manager to plan for Fairmount Line upgrades as part of the Rail Vision and Transformation Office. The November 4, 2019 vote included the following language regarding the Fairmount Line:

The FMCB directs the GM to immediately take steps to prepare for implementation for Phase 1 of the transformation effort. While needed service along all corridors must be attended to, the MBTA shall first implement EMU powered service along the Providence/Stoughton line, the Fairmont line and the line from Boston to Everett to Chelsea to Revere to Lynn (the so-called Environmental Justice line). The Fairmont and EJ lines shall be designed to deliver rapid transit headways and at fare levels akin to the then fare structure of the rapid transit system. The MBTA shall generate a refined cost estimate for Phase 1 and prioritize pursuit of the estimated \$1.5 billion dollars required for this three-pronged effort.² CLF urges that this commitment to electrification on the Fairmount Line be integrated into the MassDEP regulations.

The decision made by the Fiscal and Management Control Board on November 4, 2019 is not related to MassDEP regulations.



Charles D. Baker, Governor
Karyn E. Polito, Lieutenant Governor
Stephanie Pollack, MassDOT Secretary & CEO



August 30, 2019

Mr. Martin Suuberg
Commissioner
Department of Environmental Protection
1 Winter Street
Boston, MA 02108

Dear Commissioner Suuberg:

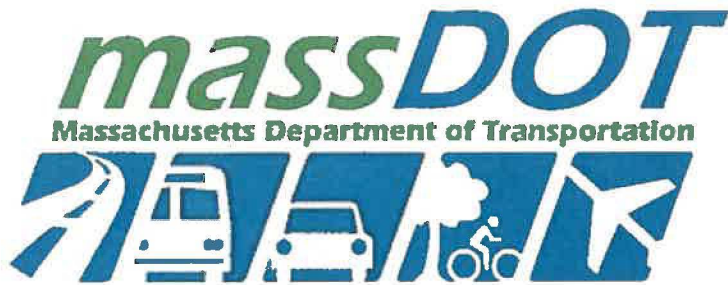
The Massachusetts Department of Transportation (MassDOT), in conjunction with the Massachusetts Bay Transportation Authority (MBTA), is submitting the attached report to the Department of Environmental Protection (DEP) in order to fulfill the requirements of 310 CMR 7.36, *Transit System Improvements*. This Annual Report provides a project description and status information for each of the outstanding public transit projects required under the amended State Implementation Plan (SIP).

Please do not hesitate to contact me at (857) 368-8865 if you would like to discuss further.

Sincerely,

David J. Mohler
Executive Director
MassDOT Office of Transportation Planning

cc: Christine Kirby, Department of Environmental Protection



Massachusetts Department of Transportation

Massachusetts Bay Transportation Authority

State Implementation Plan – Transit Commitments

2019 Status Report

Submitted to the
Massachusetts Department of Environmental Protection

August 30, 2019

INTRODUCTION

This report is submitted by the Massachusetts Department of Transportation (MassDOT), in conjunction with the Massachusetts Bay Transportation Authority (MBTA), to the Massachusetts Department of Environmental Protection (DEP) in order to fulfill the requirements of 310 CMR 7.36(7), *Transit System Improvements*. Below is a project description and status information for each of the outstanding public transit projects required under the amended State Implementation Plan (SIP).

As noted in previous Status Reports, MassDOT is no longer reporting on the Red Line/Blue Line Connector Design, Blue Line Platform Lengthening and Station Modernization, the Greenbush Commuter Rail Restoration, and the Construction of 1,000 Parking Spaces. All of those projects have been completed and MassDOT believes that the relevant commitments have been met. On December 8, 2015, the Environmental Protection Agency published a final rule in the Federal Register approving a revision submitted by the Commonwealth of Massachusetts to remove from the SIP the commitment to design the Red Line/Blue Line Connector project.

As always, MassDOT hopes to make the annual Status Report process one of iterative improvement, and looks to DEP and to the public for comments and other suggestions to refine its efforts.

This report (along with past reports and supporting documents) will be posted to MassDOT's SIP Regulations website at:

<https://www.massdot.state.ma.us/planning/Main/PlanningProcess/StateImplementationPlan/SIPTransitCommitmentSubmissions.aspx>

I. FAIRMOUNT LINE IMPROVEMENT PROJECT

SIP Requirement

Before December 31, 2011, construction of the following facilities shall be completed and opened to full public use: Fairmount Line improvements consisting of enhancements of existing stations including without limitation: platform extensions; improved lighting and improved access; a new station in the general location of Four Corners, and a new station in each of the neighborhoods of Dorchester, Mattapan and Roxbury; and bridge upgrades and other measures to improve service and increase ridership (the Fairmount Line project). EOT¹ shall meet the following interim deadlines for the Fairmount Line Project:

A. One year from the effective date of this regulation (December 1, 2006), develop a Request for Proposals for a design consultant, complete the competitive procurement process, and issue a notice to proceed for a design consultant.

✓ Done

B. Within two years following the issuance of a notice to proceed, complete final design, apply for all necessary permits and grants, file any required legislation, and initiate all public and private land acquisition.

✓ Done

Project Description

The 9.2-mile Fairmount commuter rail line runs from South Station, previously served four stations (Uphams Corner, Morton Street, Fairmount, and Readville) in the communities of Dorchester, Mattapan, and Hyde Park, and terminates in the Readville section of Boston. The line, which uses right-of-way entirely owned by the MBTA, also includes 41 bridges. It is the only commuter rail line that exclusively serves neighborhoods within the City of Boston, but ridership has historically been low and passenger facilities along the line have not met modern standards.

The Fairmount Line Improvement Project is defined as the rehabilitation of the existing Uphams Corner and Morton Street Stations, construction of four new stations (Newmarket, Four Corners, Talbot Avenue, and Blue Hill Avenue), reconstruction of six existing railroad bridges (located over Columbia Road, Quincy Street, Massachusetts Avenue, Talbot Avenue, Woodrow Avenue, and the Neponset River), and construction of a new interlocking and upgraded signal system (required to advance the bridge reconstruction work). The intent of these upgrades has been to enhance future service, allowing for increased frequency on the line.

Planning Conformity

Throughout the life of the project, improvements to the Fairmount Line have been included in all relevant transportation planning documents, including the Regional Transportation Plans of the Boston Region Metropolitan Planning Organization (MPO).

¹ EOT is the predecessor to the legislatively-created Massachusetts Department of Transportation (MassDOT). For the purposes of referencing 310 CMR 7.36(7) *Transit System Improvements* of the SIP, this report will continue to use the EOT designation. However, the MassDOT designation will be used for all other language or text contained in this report.

Project Status

The sections below describe the current status of the different elements of the Fairmount Line Improvement Project.

Systems

Necessary upgrades to the required interlocking and signal systems have been completed and are currently in use, which has allowed for the reconstruction of structurally deficient bridges along the Fairmount Line.

Bridges

A construction contract to replace the Columbia Road, Quincy Street, and Massachusetts Avenue bridges was awarded in October of 2007, and construction was completed in 2010. The construction of the Talbot Avenue and Woodrow Avenue bridges is complete (see “New Stations” below). Construction of three bridges over the Neponset River began in fall 2010, and was completed in summer 2013.

Existing Stations

As stated above, existing stations at Uphams Corner and Morton Street required only rehabilitation for the project. The MBTA held a station re-opening at Uphams Corner on January 23, 2007. The reconstruction of Morton Street was celebrated at a station re-opening on July 17, 2007. New elements at both stations include extended high-level passenger platforms, accessible walkways, canopies, benches, windscreens, signage, bicycle racks, variable messages signs, lighting, and landscaping. Work at both stations is complete.

New Stations

Four Corners Station opened for service July 1, 2013. The station had been under construction since January 2010. The construction of Four Corners Station experienced delays due to unforeseen geotechnical conditions, relocation of existing utilities, and a redesign of the inbound sloped walkway structure at Geneva Avenue. Substantial completion of Four Corners Station occurred in June 2013 and final construction was complete in September 2013. All outstanding change orders have been paid and the project is officially closed out.

The construction of Talbot Avenue Station and the Talbot and Woodrow Avenue Bridges Rehabilitation projects began in fall 2010. The construction lasted approximately twenty-six months, with substantial completion of the station and the bridges in October 2012 and final completion of work in January 2013. The structural replacement of the two bridges was completed over weekends in November and December 2011. Talbot Avenue Station opened in November 2012.

Newmarket Station opened for service on July 1, 2013. The station had been under construction since October 2010. Delay in the completion of the station was attributed to the discovery of an existing power duct bank for the South Bay Shopping Center not previously identified on any existing utility plans. The necessity to redesign elements of the inbound and outbound retaining walls and a delay in the manufacturing of the precast concrete platform panels further contributed to the delay.

90% design plans were received in July 2015 and 100% plans were submitted March 2016 for Blue Hill Avenue Station. A public meeting was held in September 2016 to announce the project advertisement and bid date. MBTA advertised the project on December 9, 2016 with an engineer's estimate of \$19,326,378. The bid opened on January 17, 2017. There were seven (7) bidders and McCourt Construction was the low bidder (\$16,973,094.00). Notice to Proceed (NTP) was issued on February 2, 2017. Construction was completed and the station opened for service in February 2019.

Project Funding

In August 2007, MassDOT and the MBTA executed a contract to transfer approximately \$39 million from the 'immediate needs' Transportation Bond Bill of 2007 (which provided Commonwealth bond funding to support the costs of the SIP projects) from MassDOT to the MBTA to support the costs of (1) signal work, (2) reconstructing the Columbia Road, Quincy Street, and Massachusetts Avenue Bridges, (3) designing the Talbot Avenue, Woodrow Avenue, and Neponset River Bridges, and (4) designing the Newmarket, Talbot, and Blue Hill Avenue Stations.

A supplemental funding agreement providing \$23,756,574 in Commonwealth bond funding to the MBTA was executed in June 2009 in order to advance the construction of the station at Four Corners. A third funding agreement, approved in June 2011 in the amount of \$61,616,500, has allowed the remaining stations (including Blue Hill Avenue) and bridges to advance. These contracts total approximately \$124.4 million in authorized spending on the Fairmount Line Improvement Project to this point. In September 2015, the funding agreement was renewed after expiring for \$26,500,000 for the remaining value to cover Blue Hill Avenue Station construction cost and remaining legacy costs.

SIP Requirement Status

Community concerns regarding the construction of the Blue Hill Avenue Station, as well as construction challenges throughout the Fairmount Line project, resulted in a delay of the overall Fairmount Line Improvement Project beyond the December 31, 2011 SIP deadline. However, three of the four stations – Four Corners, Talbot Avenue, and Newmarket – are open for service, although they were completed after the required SIP deadline. A reliable completion date for Blue Hill Avenue station now is expected to be in April 2019.

Given the delays in final completion of the project, MassDOT prepared a Petition to Delay and an Interim Emission Offset Plan, to be implemented for the duration of the delay. Both the Petition and Offset Plan were submitted to DEP on July 27, 2011, and are posted to the MassDOT SIP website.

As described in the Offset Plan, MassDOT estimated the reduced emissions expected to be generated by the implementation of the new Fairmont Line stations. MassDOT and the MBTA, in consultation with Fairmount Line stakeholders, identified a set of potential interim emission reduction offset measures that would meet the emissions reduction targets. MassDOT submitted these proposed measures to DEP in a July 27, 2011 petition, after which time MassDOT and the MBTA continued to work to refine the offset concepts for implementation, including a second letter to DEP (dated November 29, 2011) describing changes to the proposed offsets. On January 2, 2012 (the first weekday following January 1), the offset measures were implemented: additional trips via a dedicated shuttle on the CT3 bus route between Andrew Station and Boston Medical Center and increased weekday frequency on the Route 31 bus. These services will remain in place until the Fairmount Line Improvement Project is fully complete.

II. GREEN LINE EXTENSION TO SOMERVILLE AND MEDFORD

SIP Requirement

Before December 31, 2021, construction of the following facilities shall be completed and opened to full public use: 1. The Green Line Extension Medford Branch from Lechmere Station to College Ave Station; 2. The Green Line Extension Union Square Branch from Lechmere Station to Union Sq. Station;

- ✓ *On or before 18 months following the effective date of the regulation (December 1, 2006), MassDOT must develop a request for proposals for a design consultant, complete the competitive procurement process, and issue a notice to proceed.*
 - ✓ Done
- ✓ *Within 15 months of the completion of the above requirements, MassDOT must complete conceptual design and file an Environmental Notification Form.*
 - ✓ Done
- ✓ *On or before two years after MEPA's issuance of a scope for a Draft Environmental Impact Report or a Single Environmental Impact Report, MassDOT must complete preliminary design and file a DEIR or SEIR.*
 - ✓ Done
- ✓ *On or before one year after MEPA's issuance of a scope for a Final Environmental Impact Report, MassDOT must file an FEIR.*
 - ✓ Done
- ✓ *On or before 18 months after MEPA's issuance of a certificate on an FEIR or an SEIR, MassDOT must complete final design, apply for all necessary permits, funds and grants, file any required legislation, and initiate all public and private land acquisition.*
 - ✓ Done
- ✓ *Upon completion of all of the above milestones, DEP and MassDOT shall establish a schedule for project construction and deadlines for project completion.*
 - ✓ Done

Extensive information about the Green Line Extension project can be found at www.mass.gov/greenlineextension.

Project Description

The Green Line Extension project is a 4.7-mile light rail line, which will extend the current Green Line service from a relocated Lechmere Station in East Cambridge, Massachusetts, to a terminus at College Avenue in Medford, Massachusetts and a spur to Union Square in Somerville, Massachusetts. This project is moving forward with a new cost estimate of \$2.289 billion. Funding is in place, including a combined \$1.99 billion in federal and state funds and pledged contributions totaling approximately \$296 million from the Cities of Cambridge and Somerville (\$75 million), the Boston Region Metropolitan Planning Organization (\$157.1 million), and MassDOT (\$64.3 million through Special Obligation Bonds).

In early 2017, the MBTA initiated a procurement process for a Design-Build (DB) entity to design and construct the project. In November 2017, Board approval was received to execute a Design-Build contract with GLX Constructors. The notice to proceed under the contract was issued in December 2017. The Federal Transit Administration obligated an initial tranche (\$100 million) of the Capital Investment Grant funds for the project in December 2017, under the 2015 Full Funding Grant Agreement (FFGA). Additional funds have since followed.

The contract with GLX Constructors is in the amount of \$954 million.

The primary goals of the Project are to improve corridor mobility, boost transit ridership, improve regional air quality, ensure equitable distribution of transit services, and support opportunities for sustainable development in Cambridge, Somerville, and Medford. This project comprises light rail service on two new branches extending from Lechmere Station in Cambridge to Union Square Station in Somerville and College Avenue Station in Medford, together with a Vehicle Maintenance Facility ("VMF") and a multiuse path.

Planning Conformity

Throughout the life of the project, the Green Line Extension project has been included in all relevant transportation planning documents, including the Regional Transportation Plans of the Boston Region Metropolitan Planning Organization (MPO).

Project Schedule

Early Works Activities – Keolis / Railroad Operations

Three 'early action' tasks that have been underway since 2017 in order to have some of the early track, drainage, retaining wall, and signal work activities completed prior to the start of heavy construction. This work is expected to be substantially complete during the fall of 2018.

Overall Project Baseline Schedule

Milestones for project completion have been established and made part of the Design Build contract. The milestones have been incorporated into that contract. By establishing these milestones, MassDOT has met the sixth and final interim milestone found in the SIP regulation. ("Upon completion of all of the above

milestones, DEP and MassDOT shall establish a schedule for project construction and deadlines for project completion.”). The schedule is shown below.

Critical Program Milestone Deadlines			
Milestone	Current Contractual Date	MBTA Forecast	DB Entity Forecast
Notice to Proceed (Start of DB Contract)	20-Dec-17	20-Dec-17	20-Dec-17
Milestone 5: VMF Functionally Complete & Ready for MBTA Operational Testing	09-Oct-20	09-Oct-20	09-Oct-20
Milestone 4C: Revenue Service for 1st GL Branch	28-Apr-21	28-Apr-21	28-Apr-21
Milestone 3C: Revenue Service 2 nd GL Branch	10-Jul-21	10-Jul-21	10-Jul-21
Program Completion Milestone	15-Dec-21	15-Dec-21	15-Dec-21

SIP Requirement Status

By filing an Expanded Environmental Notification Form, procuring multiple design consultants, and publishing both Draft and Final Environmental Impact Reports, MassDOT has met the first four interim milestones associated with the Green Line Extension project. MassDOT – which has committed substantial resources to the Green Line Extension project, a top transportation priority of the Commonwealth and the largest expansion of the MBTA rapid transit system in decades – has transitioned the project from the planning and environmental review phases to design, engineering, and eventual construction, coupled with the tasks associated with programming federal funding.

In the 2011 SIP Status Report, MassDOT reported that the Green Line Extension project would not meet the legal deadline of December 31, 2014.

The timeline for overall project completion represents a substantial delay beyond the SIP deadline of December 31, 2014, triggering the need to provide interim emission reduction offset projects and measures for the period of the delay (beginning January 1, 2015). Working with the Central Transportation Planning Staff, MassDOT and the MBTA calculated the reductions of NMHC, CO, and NO_x – reductions equal to or greater than the reductions projected for the Green Line Extension itself, as specified in the SIP regulation – that are required for the period of the delay.

In June 2012, MassDOT released a list of potential mitigation ideas received from the public that could be used as offset measures. In the summer and fall of 2012, MassDOT solicited public comments on these potential measures. The MBTA created an internal working group to determine a final portfolio of interim mitigation measures to implement by December 31, 2014, the legal deadline for the implementation of the Green Line Extension.

This work resulted in a recommendation to implement the following three interim mitigation measures, which collectively would meet the emissions reduction target for the project:

- Additional off-peak service along existing routes serving the corridor, including the Green Line, and bus routes 80, 88, 91, 94 and 96;
- Purchase of 142 new hybrid electric vehicles for The RIDE;
- Additional park and ride spaces at the Salem and Beverly intermodal facilities.

The Petition to Delay was submitted to the Massachusetts Department of Environmental Protection (DEP) on July 22, 2014, and expanded further on the analysis and determination of the interim offset measures. In a letter dated July 16, 2015, the DEP conditionally approved MassDOT's request to delay the Green Line Extension project and the implementation of the above interim mitigation measures. Both the 2014 Petition to Delay and the July 2015 Conditional Approval are available on MassDOT's website. Interim offset measures will remain in place for as long as is necessary.

State Implementation Plan Public Meeting
*Massachusetts Department of Environmental Protection and
the Massachusetts Department of Transportation*
November 5, 2019 – 3:00 PM to 4:00 PM
November 5, 2019 – 5:00 PM to 6:00 PM
Massachusetts Department of Environmental Protection
One Winter Street
Conference Rooms A & B
Boston, MA

Attendees at Sessions:

Glen Keith, Director, Air & Climate Programs Division, Massachusetts Department of Environmental Protection (MassDEP)

Steve Woelfel, Deputy Executive Director, Office of Transportation Planning, Massachusetts Department of Transportation (MassDOT)

Introduction

Moderator Glen Keith opened the meeting on MassDOT's 2019 Status Report on the State Implementation Plan (SIP) and provided background on the overall regulatory context of the SIP and the public process requirements.

MassDOT's Status Report for 2019 on the SIP was submitted to MassDEP on August 30, 2019, pursuant to the public process requirements of subsection (7) of 310 CMR 7.36, the *Transit System Improvements* regulation. Revisions to this regulation were effective December 2006. The U.S. Environmental Protection Agency (EPA) approved the revised regulation as a revision to the Massachusetts SIP in July 2008.

Under subsection (7) of 310 CMR 7.36, MassDOT is required to submit a Status Report annually on all uncompleted SIP requirements and submit that report to MassDEP. MassDEP is then required to hold a public meeting and take public comments. Within 120 days of this meeting, MassDOT is required to summarize and respond to all comments. Within 60 days of MassDOT's submission and response to comments, MassDEP is required to determine whether the public process requirements of the regulation have been met.

2019 Status Report¹

Steve Woelfel, Deputy Executive Director, Office of Transportation Planning, MassDOT, provided a summary of the status of the two of the outstanding SIP commitments:

Fairmount Line Improvement Project

This project was completed and the final station, Blue Hill Avenue Station, opened in February 2019. MassDOT's requirements under the State Implementation Plan are now complete and this project will no longer be reported on in the annual SIP Report.

¹ Status up to date as of November 5, 2019, the date of the State Implementation Plan public meeting.

Green Line Extension Project

MassDOT awarded a contract to a Design Build team in December 2017. MassDOT expects to have revenue service for the main branch open in April 2021 and revenue service for the Union Square branch in July 2021, with final program completion in December 2021. Since 2014, MassDOT has implemented interim offset measures. These measures are: additional off-peak service on existing routes serving the corridor (the Green Line, bus route 80, 88, 91, 94, and 96); purchasing 142 hybrid electric vehicles for the RIDE; and constructing additional Park and Rides at the Beverly and Salem intermodal facilities.

Oral Testimony – Afternoon Session

No citizens submitted testimony in the afternoon session.

Oral Testimony – Evening Session

No citizens submitted testimony in the evening session.

From: Elisabeth Bayle [mailto:ebayle@comcast.net]
Sent: Monday, November 18, 2019 4:45 PM
To: Hamwey, Scott (DOT); Shah, Sejal (DEP)
Subject: Public comment on "State Implementation Plan -Transit Commitments 2019 Status Report Submitted to the Massachusetts Department of Environmental Protection August 30, 2019"
Importance: High

Dear Mr. Hamwey and Ms. Shah:

My comments pertain to the GREEN LINE EXTENSION TO SOMERVILLE AND MEDFORD section of the report.

While I am glad that part of the Green Line Extension is finally being built, I remain demoralized by the fact that this project is expected to be completed 10 years later than it should have been, in an abbreviated and much diminished form, and lacks the final mile taking it to Route 16/Mystic Valley Parkway, the Preferred Alternative chosen after exhaustive study, which is FAR superior to College Ave. as a terminus for many well-documented reasons.

The State should be required to complete the Extension to Medford Hillside, i.e. Route 16/Mystic Valley Parkway, as mandated by law, at the earliest possible date. College Ave. is NOT in Medford Hillside, as previously extensively documented.

To be informative, this SIP report should really include the dates that the various SIP requirements listed on Page 6 were actually met, which would tell more of the story of the unbelievable lapses of accountability on this project.

The report is not even up to date with current status, as shown on Page 7, under the "Early Works Activities": "This work is expected to be substantially complete during the fall of 2018."

Adding insult to injury, the mitigations for the project delays in no way fulfill the air quality, environmental justice, transit-oriented-development, and other quality of life benefits promised for those in the affected corridor.

The State can, and should, do MUCH better. Sincerely,
Elisabeth Bayle
Medford Hillside resident

From: John Roland Elliott [mailto:john_roland_elliott@hotmail.com]

Sent: Monday, November 18, 2019 4:58 PM

To: Hamwey, Scott (DOT); Shah, Sejal (DEP)

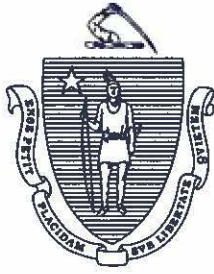
Subject: Public comment on "State Implementation Plan -Transit Commitments 2019 Status Report Submitted to the Massachusetts Department of Environmental Protection August 30, 2019"

Sir and Madam:

The Commonwealth of Massachusetts owes me and many others a Green Line Extension that terminates at Route 16 in Medford.

It is difficult to determine whether it is negligence, incompetence, indifference, malice or what that prevents MassDOT from meet its obligations but I will continue to demand what it due until it is delivered.

Sincerly,
John Roland Elliott
34 Emery Street
Medford Hillside
02155-5307



The Commonwealth of Massachusetts
MASSACHUSETTS SENATE

SENATOR PATRICIA D. JEHLLEN

Second Middlesex District

Medford, Somerville, Cambridge, and Winchester

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Chair
JOINT COMMITTEE ON ELDER AFFAIRS
and

JOINT COMMITTEE ON LABOR
AND WORKFORCE DEVELOPMENT

Vice Chair
JOINT COMMITTEE ON CANNABIS POLICY

WAYS AND MEANS
REVENUE
COMMUNITY DEVELOPMENT
AND SMALL BUSINESSES

November 18, 2019

Scott Hamwey
MassDOT Office of Transportation Planning
Room 4150, Ten Park Plaza
Boston, MA 02116

Sejal Shah
MassDEP, Bureau of Air and Waste
One Winter Street
Boston, MA 02108

Dear Mr. Hamwey and Ms. Shah,

Thank you for the opportunity to submit comments on the 2019 Transit Commitments Status Report to the Massachusetts Department of Environmental Protection (DEP), submitted by the Massachusetts Department of Transportation (MassDOT) in conjunction with the Massachusetts Bay Transportation Authority (MBTA) on August 30, 2019.

This project has come a long way over the many years of envisioning, debate, set-backs, and successes. This year's progress on implementing Phase 1 of the extension is unprecedented in the history of the project. I am hopeful that we can all take advantage of cleaner air throughout Somerville, Medford, and Cambridge in near future.

I have one comment to convey at this point in response to this year's Status Report.

Measurement of Interim Offsets Impact

In response to last year's report I suggested that MassDOT measure the effectiveness of the interim offsets required by the SIP process. MassDOT commented in response that "The SIP requires MassDOT to propose and obtain approval on mitigation measures. MassDEP approved the interim offset measures MassDOT proposed, which MassDOT implemented in 2014 and has operated ever since. The SIP does not require ongoing modeling of these interim offset measures." and left no indication that it would perform any such analysis.

This year's updated report is nearly identical to last year's report and includes no discussion of the effect of offset measures.

I strongly believe that MassDOT has an annual obligation to make this type of reporting that I have been requesting for years. In the SIP annual report MassDOT is required to annually include

"5. Detailed information on any interim offset projects or measures implemented or proposed to be implemented pursuant to 310 CMR 7.36(4)(b) or (5)(g)4., **including without limitation an air quality analysis demonstrating that the actual emission reductions meet or will meet the requirements of the delayed project.**" 301 CMR 7.36(7) (emphasis added)

There is no inclusion of the required air quality analysis. I remain confused at the failure to adequately ensure that offsets are meeting targets and goals. I must respectfully disagree with MassDOT on its interpretation of its responsibility under the SIP regulations. This regulation clearly states that MassDOT should be analyzing whether the interim offsets are meeting or will soon meet the goals required.

Request: I again request that DEP require that the current offsets be examined for validity and effectiveness, and that MassDOT be required to propose and implement any necessary additional offsets should the current offsets prove to be falling short of expectations.

Thank you again for offering the opportunity to provide feedback.

Sincerely,



Senator Patricia D. Jehlen
Second Middlesex

Ken Krause
50 Mystic Street Medford, MA 02155
781-874-0920 kenneth.krause@comcast.net

November 18, 2019

Scott Hamwey
MassDOT Office of Transportation Planning
Room 4150, Ten Park Plaza
Boston, MA 02116
scott.hamwey@dot.state.ma.us

Sejal Shah
MassDEP, Bureau of Air and Waste
One Winter Street
Boston, MA 02108
sejal.shah@mass.gov

Dear Mr. Hamwey and Ms. Shah,

This letter is in response to the request for public comments on the 2019 Status Report for State Implementation Plan – Transit Commitments, submitted by the Massachusetts Department of Transportation (MassDOT) and the Massachusetts Bay Transportation Authority to the Massachusetts Department of Environmental Protection (MassDEP) on August 30, 2019.

I request that MassDEP **reject** the Status Report as inadequate and insufficient, because other than changing the date from July 3, 2018, to August 30, 2019, the text of the report in Section II: Green Line Extension to Somerville and Medford, is identical to the text MassDOT and the MBTA submitted in its annual Status Report 14 months earlier.

MassDOT and the MBTA have a legal commitment not only to complete the Green Line Extension to Somerville and Medford, but also to furnish an annual report to MassDEP (and to the public) by July 1 of each year. Submitting the report two months late can be excused; duplicating the previous year's report and providing no new information on the progress of the GLX is unacceptable.

I request that MassDEP require MassDOT and the MBTA to resubmit an updated annual report that truly reflects that status of the Green Line Extension project as of July 1, 2019, including any changes to the Critical Program Milestone Deadlines.

I also wish to offer two comments regarding MassDOT's responses to the public comments issued on the 2018 SIP Annual Status Report, which it issued on July 31, 2019:

Failure to Clarify Reprogramming of GLX Phase II Funds to GLX Phase I

Public comment: *MassDEP should instruct MassDOT to abide by its stated commitment to properly characterize the nature of the reprogrammed MPO money in all SIP documents.*

MassDOT response: “MassDOT now makes it clear in all SIP documents that, in 2016, the Boston Regional Metropolitan Planning Organization reprogrammed funds that were initially intended to construct an additional extension of the Green Line to Route 16 in order to help close a funding gap in the budget for the core Green Line Extension project.”

The MassDOT response is not accurate, as neither the 2018 or 2019 annual Status Reports make any mention of GLX Phase II (the extension from College Avenue to Route 16/Mystic Valley Parkway), nor that the money originally programmed for GLX Phase II was reprogrammed to close the funding gap for GLX Phase 1. MassDEP should again instruct MassDOT to accurately describe the reprogramming of the funds in all SIP documents.

Failure to Measure the Air Quality Impacts of the GLX Interim Offset Projects

Public comment: *MassDEP [should] require that the current offsets be examined for validity and effectiveness, and that MassDOT be required to propose and implement any necessary additional offsets should the current offsets prove to be falling short of expectations.*

MassDOT response: “The SIP requires MassDOT to propose and obtain approval on mitigation measures. MassDEP approved the interim offset measures MassDOT proposed, which MassDOT implemented in 2014 and has operated ever since. The SIP does not require ongoing modeling of these interim offset measures.”

Measurement of the air quality impacts of the interim offset projects is essential in order to determine their effectiveness. The fact that the SIP does not require such measurement does not preclude MassDEP from independently requiring it, which is the action I recommend MassDEP take.

Thank you for your consideration of these comments.

Sincerely,



Ken Krause
50 Mystic St.
Medford, MA 02155
781-874-0920

November 18, 2019

VIA EMAIL (Glenn.Keith@state.ma.us; Sejal.Shah@mass.gov; Steve.Woelfel@state.ma.us)

Mr. Glenn Keith
Director, Air and Climate Program, Department of Environmental Protection
Ms. Sejal Shah
Bureau of Air and Waste
1 Winter Street
Boston, MA 02108

Mr. Steve Woelfel
Deputy Director, MassDOT Office of Transportation Planning Address
10 Park Plaza, Ste. 4150
Boston, MA 02116

Subject: State Implementation Plan – Transit Commitments 2019 Status Report

Dear Mr. Glenn Keith, Ms. Sejal Shah, and Mr. Steve Woelfel:

On behalf of the Conservation Law Foundation (CLF) and its members,¹ I write regarding the *State Implementation Plan – Transit Commitments 2019 Status Report* (Annual Report) submitted by the Massachusetts Department of Transportation (MassDOT) and Massachusetts Bay Transportation Authority (MBTA) to the Massachusetts Department of Environmental Protection (MassDEP) on August 30, 2019. CLF supports MassDOT's and MBTA's progress toward the transit commitments regarding the Fairmount Line and seeks changes regarding the Green Line Extension and Red-Blue Connector. CLF appreciates this opportunity to offer comments to MassDEP on the State Implementation Plan (SIP) pursuant to 310 CMR 7.36(7).

Fairmount Line Improvement Project

CLF supports progress made toward opening four new stations and renovating additional ones serving the Fairmount Line. CLF is pleased to have attended the groundbreaking ceremony of

¹ CLF is a nonprofit, member-supported, regional environmental organization working to conserve natural resources, protect public health, and promote thriving communities for all in the New England region. CLF protects New England's environment for the benefit of all people. We use the law, science and the market to create solutions that preserve our natural resources, build healthy communities, and sustain a vibrant economy. We are working to cut pollution from our cars and trucks, create alternatives to driving, and push for more affordable and equitable public transit options across New England.

the Blue Hill Avenue Station in spring 2019. On November 4, 2019, the Fiscal and Management Control Board (FMCB) voted to prioritize electrification of the Fairmount Line, among others serving environmental justice communities, and directed the General Manager to plan for Fairmount Line upgrades as part of the Rail Vision and Transformation Office. The November 4, 2019 vote included the following language regarding the Fairmount Line:

The FMCB directs the GM to immediately take steps to prepare for implementation for Phase 1 of the transformation effort. While needed service along all corridors must be attended to, the MBTA shall first implement EMU powered service along the Providence/Stoughton line, the Fairmont line and the line from Boston to Everett to Chelsea to Revere to Lynn (the so-called Environmental Justice line). The Fairmont and EJ lines shall be designed to deliver rapid transit headways and at fare levels akin to the then fare structure of the rapid transit system. The MBTA shall generate a refined cost estimate for Phase 1 and prioritize pursuit of the estimated \$1.5 billion dollars required for this three-pronged effort.²

CLF urges that this commitment to electrification on the Fairmount Line be integrated into the MassDEP regulations.

Green Line Extension

First, CLF is concerned that the Annual Report does not refer to the Route 16 terminus of the Medford Hillside extension. CLF seeks a refined ten percent design cost estimate for the extension to Route 16, and an explanation for why this terminus was not included in the Annual Report.

CLF is also concerned that the interim delay mitigation measure offsets do not meet requirements set forth in the regulations. “Such projects shall include providing new park and ride parking spaces serving commuter transit facilities or the retrofit of diesel engines with verified diesel retrofit technologies in the transit ridership area of the delayed project.”³

The interim mitigation measures approved include additional off-peak service along existing routes serving the corridor, including the Green Line and several bus routes; 142 new hybrid electric vehicles for The RIDE; and additional park and ride spaces at the Salem and Beverly intermodal facilities. CLF notes that neither the park and ride spaces in Salem and Beverly, nor the current Green Line are in the same transit ridership area of the delayed project. Similarly, purchase of 142 new hybrid electric vehicles for The RIDE is not specific to the transit ridership area of the delayed project.

² Rail Vision Resolutions of the Fiscal and Management Control Board, <https://cdn.mbta.com/sites/default/files/2019-11/2019-11-04-fmcb-rail-vision-final-vote-accessible.pdf> (Accessed November 18, 2019).

³ 310 CMR 7.36(4)(b)(1).

CLF's ability to assess whether these requirements have been met is hampered by the exclusion of required information from the Annual Report. The regulations at 310 CMR 7.36(7)(a)(5) require that the Annual Report include "[d]etailed information on any interim offset projects or measures implemented [...] pursuant to 310 CMR 7.36(4)(b) [...] including without limitation an air quality analysis demonstrating that the actual emission reductions meet [...] the requirements of the delayed project."

The Annual Report includes no "detailed information" or air quality analysis demonstrating that the actual emission reductions meet the requirements. The Annual Report does not even state that the interim measures have in fact been implemented in compliance with the 2015 Conditional Approval. All that the Annual Report provides regarding these interim measures is that "DEP conditionally approved MassDOT's request to delay the Green Line Extension project and the implementation of the above interim mitigation measures."

CLF recommends that MassDEP require MassDOT and the MBTA to submit such information before certifying, under 310 CMR 7.36(7)(d), that the requirements of the public participation component of this regulation has been met.

Red Line to Blue Line Connector

MassDOT failed to include in the Annual Report an update on the Red Line to Blue Line Connector extension of the Blue Line from the Bowdoin to the Red Line at the Charles/MGH (Red-Blue Connector). The Red-Blue Connector is a long-overdue, legally mandated improvement that should be scheduled for implementation in the next five years. In the introduction of the Annual Report, MassDOT notes that it is no longer reporting on the Red-Blue Connector, under the belief that all relevant commitments have been met, and because the Environmental Protection Agency (EPA) approved SIP revisions on December 8, 2015 removing the requirement to design the Red-Blue Connector from 310 CMR 7.36.

Legal Commitments

For nearly 30 years, MassDOT has been repeatedly making, and then breaking, legally-binding commitments to design and build the Red-Blue Connector. CLF has repeatedly sued or threatened to sue MassDOT over the decades to enforce commitments relating to Central Artery mitigation and intends to continue to do so as necessary until all relevant projects are completed and in service.

In 1990, CLF entered into a Memorandum of Understanding with MassDOT predecessor entities, which included several transportation infrastructure commitments, including requirements to build a Red-Blue Connector. The contemplated deadline for beginning operation of the Red-Blue Connector was the year 2010. In 1994, the Red-Blue Connector was

integrated into the SIP⁴, making that commitment federally enforceable in addition to a component of the enforceable MOU. The deadline to construct the project was pushed back to December 31, 2011. The commitment to build the Red-Blue Connector was then additionally a requirement of the Administrative Consent Order (ACO) issued by DEP in 2000 following litigation threatened by CLF.

CLF then sued MassDOT and other parties in 2005 to enforce components of the SIP, including the requirement to design and build the Red-Blue Connector, resulting in the 2006 Transportation Settlement Agreement, in which MassDOT committed yet again to design the Red-Blue Connector. EPA then improperly approved a proposed SIP revision removing the Red-Blue Connector construction commitment on July 31, 2008. The analysis on which the United States Environmental Protection Agency (EPA) based that approval contained fatal flaws, including, but not limited to, approval of substitution of the Red-Blue Connector with other projects, and the emission reduction equivalence determination of that substitution.

In particular, modeling to show daily air pollution reduction equivalence in 2025 does not address the concern that the Red-Blue Connector was required to be completed in 2011, and that projects proposed to “substitute” for that project were not required to be completed until several years later.

CLF’s concern about the sufficiency of emission reduction benefit offsets in substituting the Red-Blue Connector with other projects is compounded by the temporary offset concerns CLF raised above regarding the Green Line Extension delay. MassDOT purportedly substituted the emission reduction benefits from the Red-Blue Connector with, in part, those from the Green Line Extension. Now, MassDOT similarly purports to substitute the emission reduction benefits from the Green Line Extension with spurious temporary measures and none of the required reporting on those emission reductions (*see above*). CLF is concerned that MassDOT is engaged in a shell game of serial-substitution of emission reduction benefits from one delayed project to the next without required reporting and transparency about actual emissions reductions.

EPA then approved a SIP revision in 2015 removing the requirement to design the Red-Blue Connector, without substitution, on the theory that no replacement was required because the design of the facility would not result, by itself, in any emissions reductions. CLF submitted comments at that time opposing the removal of that provision and incorporates those comments here by reference.⁵

⁴ 59 FR 50495 (1994).

⁵ EPA Docket ID: EPA-R01-OAR-2013-0786, E-mail comment submitted by Rafael Mares, Conservation Law Foundation, on Wednesday, December 10, 2014.

Benefits of the Red-Blue Connector

The Red-Blue Connector should be a high priority for the MBTA for several reasons. First, it completes the legacy inner core subway system and serves as a pressure release valve for the other lines. Today, Park Street and Downtown Crossing are often at or over capacity and Government Center will face its own pressures once the Green Line Extension goes into revenue service. The Red-Blue Connector adds much-needed capacity to the system. Second, it provides access to key job centers and destinations: Logan Airport, MGH/Mass Eye and Ear, Kendall Square innovation district, plus MIT and Harvard. Access to and from jobs ought to be a central mission for our transit authority and Department of Transportation. Third, the Red-Blue Connector adds access to and from housing - especially new housing coming to Suffolk Downs and elsewhere on the Blue Line. Fourth, the Red-Blue Connector will address social equity. For example, a single parent with a sick child in East Boston should be able to get to MGH's front door on the Blue Line, just as a senior citizen with limited mobility deserves a route to Logan Airport that does not involve the congested Ted Williams Tunnel.

MBTA acknowledges the need and some of the above-listed benefits of the connector, as described in the Focus 2040 report:

A Red-Blue Connector would provide more direct transit service between fast-growing employment hubs and residential areas, including communities with concentrations of low-income households. It would also enhance access to the Blue Line connection to Logan Airport, which will be increasingly important as the Silver Line faces worsening highway congestion and projections point to continued growth in air travel to and from Boston.⁶

CLF is encouraged to see progress on the Red-Blue Connector despite MassDOT's and MBTA's attempt to abdicate themselves of SIP requirements related to the project. MassDOT performed a DEIR in 2010, and then a 2018 reassessment of several pieces of that DEIR, including population and constructability analyses.⁷ However, this process has been flawed and slow. That the 2010 DEIR should have included analysis of the cut-and-cover approach, and that this deficiency was not acknowledged until the 2018 reassessment, do not portend well for the pace of advancement for the connector. Current planning documents from MBTA suggest it is looking at the possibility of a Red-Blue Connector sometime after 2040.⁸ That the

⁶ Focus 2040 Plan,

https://static1.squarespace.com/static/57757a3cff7c50f318d8aae0/t/5c9042690852294993eae62b/1552958096600/F40+Final+Book+Layout_V9-2019_03_13-508compliant.pdf

⁷ Red-Blue Connector, <https://www.mass.gov/red-blue-connector> (Accessed November 4, 2019).

⁸ Focus 2040 Plan,

https://static1.squarespace.com/static/57757a3cff7c50f318d8aae0/t/5c9042690852294993eae62b/1552958096600/F40+Final+Book+Layout_V9-2019_03_13-508compliant.pdf (Accessed

November 4, 2019).

Commonwealth committed in 1990 to building the Red-Blue Connector by 2010, and now, in 2019, is considering possibly constructing the project after 2040 is an embarrassment and is unacceptable to CLF.

Because the Red-Blue Connector is a legally-mandated commitment, supports the local and regional economy, promotes social equity, and adds much-needed redundancy and capacity to the subway network, CLF strongly urges MBTA and MassDOT to commit to procuring design-build services for this project by the end of 2019. Additionally, we request more specificity in the form of an action plan that shows a road map to a 2024/2025 construction start. CLF will stay involved to ensure that MassDOT fulfills its legal mandate to design and construct the Red-Blue Connector.

CLF appreciates the opportunity to submit these comments and is happy to provide additional information and assistance as may be required. You may contact me with questions at SRubin@clf.org and 617-850-1781.

Sincerely,



Staci Rubin
Senior Attorney

From: Wig Zamore [mailto:wigzamore@gmail.com]
Sent: Monday, November 18, 2019 4:59 PM
To: Hamwey, Scott (DOT); Shah, Sejal (DEP); Kirby, Christine (DEP)
Subject: 2019 SIP

With apologies for not making this year's SIP Transit hearing, I just want to make a few points / requests:

First, it appears that the Union Square GLX Station infrastructure at Prospect Street may block the ability of the GLX to get to Porter Square in the future, notwithstanding the requirement that the as built GLX project should not "preclude" an extension to Porter Square.

A future GLX extension to Porter Square would be one of the most cost effective ways of adding value to this project and the MBTA. It would create a great local multi-modal center at Porter, re-uniting East and Central Cambridge and also perhaps allow an intermediate station.

If there were a future intermediate station near Park Street, it could serve both Beacon Street in Cambridge and Somerville Ave in Somerville. Those streets could then quite easily develop into great mid-scale urban live work corridors. Mixed use infill is highly sustainable.

Second, the Somerville community is bearing enormous bus crowding with all the GLX and Somerville HS street disruptions. Inbound AM 88 MBTA Buses have been so over-crowded at times that they skip stops, sometimes three or four in a row.

The bus drivers are terrific, but the diversions have been very hard on both drivers and riders. Perhaps this situation should be monitored as part of the ongoing mitigation for the extreme GLX project delays. The locals rarely complain but a few extra buses could help a lot.

Similarly, the future GLX stations are being designed without any climate protection. As with the Assembly Square Orange Line station, often extremely cold in winter winds off the Mystic, this will produce some very harsh weather conditions in the future.

It would be very helpful if the GLX Station designs could allow future improvements to mitigate the harsh conditions that will certainly occur regularly when the project finally opens. All this said, thank you immensely for helping us reach GLX completion.

Best Regards, Wig Zamore

Email or 617-625-5630