

Boston Logan Airport Noise Study (BLANS)
Phase 2 Project Management Protocol
February 1, 2008

Purpose: The Phase 2 project management protocol for the Boston Logan Airport Noise Study (BLANS) was established to address questions, issues and concerns that were raised by members of the Community Advisory Committee (CAC), Massachusetts Port Authority (Massport) and the Federal Aviation Administration (FAA) at the beginning of Phase 2. Based on this input, the FAA determined that there was a need to provide more clarity on how to proceed in Phase 2 to ensure a fair, open, efficient and responsible process for a project that will continue to be complex, challenging and time-consuming. Although this protocol has been established by the FAA, it also reflects input from the CAC and Massport.

The following items are addressed:

1. Composition of Boston Technical Advisory Committee (BOS/TAC)
2. Responsibility of the group to utilize the forum for document sharing
3. Responsibility of the group to use the forum to answer questions and share information that benefits the success of the study
4. The importance of establishing/maintaining confidence in the consulting firms
5. The occasional need for impromptu project management calls
6. BOS/TAC meeting rules
7. Participation in BOS/TAC meetings as a non-BOS/TAC member (both CAC and general public)
8. Airline participation in BOS/TAC

Attachment 1 contains the project management protocol.

Attachment 2 contains the BOS/TAC meeting rules.

Attachment 3 contains the background and associated issues for each protocol item.

The FAA reserves the right to modify this protocol at anytime if implementation of the protocol proves problematic or there is clearly a better way to approach certain matters. FAA will coordinate any modifications through the BOS/TAC and all CAC members prior to finalizing the protocol.

Attachment 1 - BLANS Project Management Protocol (pg. 1)

1. Composition of the BOS/TAC

- FAA will defer to the CAC chairs to appoint BOS/TAC members and to replace members as necessary, in accordance with their internal rules and policies. The FAA recommends that at least the following criteria be considered in the selection:
 1. Have expressed an interest to serve on the BOS/TAC
 2. Will prepare for and attend BOS/TAC meetings
 3. Ability to work as part of a team
 4. Relevant professional experience if possible
 5. Include representatives from communities that currently experience or are likely to experience incompatible noise impacts (e.g. communities proposed or within the 65 DNL noise contour)
- The FAA recommends that the CAC chairs explain to the BOS/TAC the reasoning for any new CAC selections or replacements and any special expertise or interest the CAC member offers to the BOS/TAC if applicable so that this can be captured in the meeting notes
- There will be a maximum of 15 CAC members allowed on BOS/TAC for Phase 2

Note; BOS/TAC is an investment of time and effort. Members (or their alternates) should routinely attend meetings in person (announced months in advance and listed in the scope of services), and come to the meetings prepared for discussion and information sharing. The FAA has invested millions of federal dollars and values the thoughtful participation of CAC members who want this process to succeed.

2. Responsibility of the group to utilize the forum for document sharing

- The FAA will require that the Project Consultant (PC) continue to post the documents to the forum. When a document is posted the PC will continue to send an email notification to all CAC and BOS/TAC members. The FAA will not ask the PC to send documents independently to CAC members by email. The FAA will continue to consider input from the group on how to improve the forum and will implement any reasonable measures to which the group agrees.

3. Responsibility of the group to use the forum to share information that benefits the success of the study

- The information sharing section of the forum will be used to post questions related to the technical analysis, and allow for either the PC, Independent Consultant (IC), FAA and/or Massport to provide answers to questions. Questions related to government policy and/or project management process will not be allowed. These types of questions must be forwarded to the appropriate Project Management Team (PMT) representative.

Attachment 1 - BLANS Project Management Protocol (pg. 2)

4. The importance of establishing/maintaining confidence in the consulting firms

- The BLANS is not a forum for research and development. The FAA will be prudent in our efforts to appropriately use our resources to address issues that have a benefit to the Logan Airport communities through this study.
- Both consulting firms are staffed with some of the best experts in the world in the airport noise and many other subject matter areas. The CAC should rely on their consulting firm to execute the peer review and quality control that they have been contracted to do. As an example, the Noise Protocol was coordinated and the consultants collaborated for much of the summer resulting in a product that both determined was a quality product.
- If a member does not agree with the consultant's advice/opinion during the time technical information is being discussed; the individual should make a motion, a short discussion will ensue and the group will move on to the next topic.

5. The occasional need for unscheduled/impromptu project management calls

- When there is a need to conduct a simple PMT call that was not prescheduled, the PC will post that there was a call and the digest of the call to BOS/TAC and all CAC members.

6. BOS/TAC meeting rules

- The FAA will establish BOS/TAC meeting rules that will be strictly followed at all meetings to ensure an efficient, fair and productive meeting. Initially, the modified Runway 27 Advisory Committee meeting rules will be used and posted at each meeting (see attached). These rules can be further modified accordingly based on input from the BOS/TAC members as the project moves forward. The meeting rules will apply to all BOS/TAC members.

7. Participation in BOS/TAC meetings as a non-BOS/TAC member (both CAC and general public)

Non-BOS/TAC members will be allowed limited participation in BOS/TAC meetings as follows:

- The PC will allow 10 minutes at the end of each BOS/TAC major agenda item for questions from non-BOS/TAC members
- CAC members will be given priority over the general public during BOS/TAC meetings
- After each major agenda item, the PC will first determine how many questions there are from each non-BOS/TAC member
- If there are several questions, the PC will allow one question per individual that will result in a total of three minutes to ask and have a question answered by the BOS/TAC. There will be no follow up questions allowed after an answer is provided.
- The PC will rotate the questions among individuals to ensure different individuals get an opportunity to ask a question.

Attachment 1 - BLANS Project Management Protocol (pg. 3)

- If there is additional time after the meeting adjourns, then the PC will allow any unanswered questions to be asked up until the scheduled end time of the meeting.
- Any agenda related unanswered questions at the end of the meeting should be submitted to the PC as soon as possible after the meeting (not to exceed three days). The PC will ensure that they are promptly answered for all to review. The agenda related questions and answers will also be added to the BOS/TAC meeting minutes.

8. Aviation Industry participation in the BLANS

Massport and the FAA will conduct a Phase 2 outreach effort to the following aviation industry representatives to keep them notified throughout the BLANS process. This will be accomplished through a joint Massport and FAA letter. Although representatives of these groups are welcome to attend a BOS/TAC meeting by phone or in person, Massport and the FAA recognize that they have resource limitations. As a result, we will focus on ways to keep them apprised of the BLANS progress by providing them with copies of BOS/TAC meeting notes, links to the appropriate BLANS websites and the point of contact information for the Massport and FAA project managers should they have any additional questions.

- Air Transport Association – (nation’s oldest airline trade association, representing the nation’s leading airlines)
- Air traffic representatives for the major airlines at BOS – (each airline has an air traffic representative that routinely coordinates with the FAA on air traffic issues)
- Regional Airline Association – (represents the nation’s regional airline carriers)
- Airline Operators Pilot Association – (represents general aviation interests)
- RTCA – (An official advisory committee that represents the aviation industry)

Attachment 2 – BOS/TAC Meeting Rules

Goal: To promote a balance of fairness and efficiency in the allotted meeting time.

Statement: Meetings should be fair so that people who have a point to make should be given an opportunity. Meetings should be efficient so that time is spent on discussion relevant to the matter at hand. (*Re: abridged version of Robert's Rules*)

1. The meeting agenda/available meeting materials will be available for all BOS/TAC and CAC members no later than one week prior to the meeting.
2. BOS/TAC members will arrive on time, unless they have informed the moderator in advance of a delayed arrival.
3. BOS/TAC members and special guest speakers/experts will sit at the designated meeting table.
4. Interested parties will sit outside of the designated meeting table, which may include chairs along the side of the room or at a table slightly removed from the designated meeting table. This format will create greater cohesion of BOS/TAC members during the course of the meeting and will clearly define for interested parties the identity of the BOS/TAC members.
5. A phone connection will be available for interested parties that can not be present at the meeting.
6. The Project Consultant (PC) will moderate the meetings at the direction of the FAA.
7. The moderator will start and close the meetings on time, even if all BOS/TAC members are not present. The moderator will only approve an extension to the meeting time if all BOS/TAC members agree to the extension, which will not exceed 15 minutes.
8. BOS/TAC members will respect each other and the time allotted for the meeting. Interrupting others while they are speaking will not be tolerated.
9. BOS/TAC members will raise their hand if they want to speak. Only members recognized by the moderator may speak. Questions and comments will be limited to two minutes. Responses to questions will be as concise as possible, but long enough to adequately answer the questions. Individuals will not be cut-off based on individual judgments about subject matter.
10. Repetitive issues/comments that have been made at previous meetings will only be noted for the record along with the source of the initial response. The moderator will not entertain a rehash of old issues and will terminate the discussion immediately.
11. Meeting minutes will be taken by the PC and will be posted made available to all BOS/TAC/CAC members prior to the next BOS/TAC meeting.
12. Ten minutes will be allotted at the end of each major agenda item for non-BOS/TAC members to ask questions whether present at the meeting or calling in by phone. This will be done in accordance with the Phase 2 Project Management Protocol dated February 1, 2008.

Attachment 3 – BLANS Background and Issues (pg. 1)

1. Composition of the Boston Technical Advisory Committee (BOS/TAC)

Background: BOS/TAC was formed at the inception of the study (2002 +/-) to help a rather large group navigate through the process with the benefit of the collective knowledge and input from all three entities: Massport, CAC and FAA. Each of the three groups had representatives that were asked to participate at BOS/TAC. From Massport, the participants were from the Planning and Noise Office, and included the Massport project manager for the noise study. The federal participants represented various disciplines within the FAA that had the subject matter expertise in areas of air traffic control, procedure development, environmental analysis, and project management. The CAC met and discussed the purpose of the BOS/TAC and what kind of a commitment would be expected of someone who volunteered to serve on BOS/TAC. It was understood and respected that many members, while very interested in the work of the project and BOS/TAC, simply couldn't afford the time for meeting preparation and attendance. The outcome for CAC membership was a group of ten (10) CAC members who were committed to reviewing the documents and providing CAC input to the BOS/TAC to move the project forward. In the last few years, one additional CAC member was added. To date on the BOS/TAC, there are nine (9) CAC members and the CAC chair and co-chair for a total of 11 representatives from CAC.

Issue: In Phase 2 other CAC members have expressed an interest to serve and actively participate in the BOS/TAC meetings. In addition, other CAC members have questioned the composition of and how CAC members are appointed on the BOS/TAC. Accordingly, the FAA reassessed the appointment process and composition of CAC representatives to ensure that the process is clear and to determine how all interested members can best contribute to the success of the project. Although FAA's desire would be to allow all interested CAC members to be on the BOS/TAC, representatives from 30 plus communities would be difficult to accommodate from a project efficiency and logistical perspective.

2. Responsibility of the group to utilize the forum for document sharing

Background: The FAA made the decision to use the BLANS forum as a central repository for project related draft and final documents in August 2007. Keeping track of the current BLANS documents through means of traditional and or email processes was difficult and confusing. In addition, some documents exceeded the email size capability and sending out multiple emails was inefficient. While the forum will continue to be the primary tool to share documents, documents may also be shared and discussed during BOS/TAC Meetings, Webinar presentations, calls, etc.

Issue: The forum is not being used as intended to access project documents. Some CAC members have requested that the Project Consultant (PC) and Independent Consultant (IC) send documents directly to them as opposed to members retrieving the documents off of the forum

Attachment 3 – BLANS Background and Issues (pg. 2)

where they are posted. This creates an unnecessary step when the documents are already posted and readily accessible by the members with access.

3. Responsibility of the group to use the forum to share information that benefits the success of the study

Background: The FAA had also made the decision to use the forum to respond to questions and address comments, as well as maintain transparency and a complete record of all communication on the BLANS. Before the forum was established, the communication process was disjointed and cumbersome with numerous email and phone calls, the content of which were sometimes not shared with the group.

Issue: The forum was not being used as a centralized communication tool for the BLANS as intended. Some individuals continued to send separate email messages to the PC, IC, CAC, FAA and/or Massport without providing the benefit to the entire group to review and comment. In addition, the forum was being used for non-project related issues (e.g. internal CAC business and other inappropriate information). There appeared to be little interest in using the forum. According to a user survey conducted by the PC in December 2007, members indicated the need to have a site for members to post questions, but not used to make comments or hold discussions.

4. The importance of establishing/maintaining confidence in the consulting firms

Background: The FAA, CAC and Massport conducted a comprehensive and lengthy process to select the consultants to provide support on the BLANS at the onset of the noise study in 2002. Consistent with standard government contract selection processes, a team of experts were convened to review technical proposals submitted by various contractors in response to the Request for Proposals for the noise study. The primary objective was to obtain the necessary expertise and best available team of experts to move the project towards the goals as defined in the 2002 Airside Environmental Impact Statement (EIS) Record of Decision. The FAA selected the PC and the CAC selected the IC.

Issue: It appears that several CAC members feel a high level of responsibility or pressure to conduct detailed review and submit comments on very technical information. This is evidenced, in part; by requests from CAC members for more time to review these materials. Consistently increasing review times can dramatically impact the project schedule and costs. In some cases, additional review time may be warranted, but many times it is not. For example, it is certainly not good practice to refine highly technical information and search for a level of accuracy in a study that is well beyond the ability of models that are industry standards and are now and will continue to be used by the agency to make decisions.

Attachment 3 – BLANS Background and Issues (pg. 3)

5. The occasional need for unscheduled/impromptu project management calls

Background: There will be occasions where the consultants require direction, process check, etc., and the timing of the next BOS/TAC meeting or scheduled PMT call does not coincide with consultant requests for immediate direction, etc. We are going to be faced with that kind of discussion in order to make timely project management decisions.

Issue: There is no way to guide complex contracts without touching base to make sure we are all moving ahead with the same expectations.

6. BOS/TAC meeting rules

Background: BOS/TAC meetings can be very technical, long and exhausting. Most of the CAC members on the BOS/TAC are volunteers that take time away from their personal lives to support their respective communities and contribute towards progress of the project goals. Many times meetings result in a rehash of previously discussed “closed-issues” and academic discussions that have no bearing on the outcome of the BLANS. In addition, many of the same individuals consume the majority of the discussion time during the meeting, limiting the time for others to speak. Overall, the meetings can be inefficient and inequitable regarding discussion time for all CAC members.

Issue: There are no clear meeting rules for the BOS/TAC and the process can be inefficient and inequitable in allowing all members adequate time to discuss their issues.

7. Participation in BOS/TAC meetings as a non-BOS/TAC member (both CAC and general public)

Background: To date, non-BOS/TAC members have been allowed to observe BOS/TAC meetings either in person or remotely through phone access. CAC members that are not on the BOS/TAC are allowed to ask questions through a CAC BOS/TAC member only. This process was established to ensure that the meetings stayed on schedule and that the appropriate time was allotted to the BOS/TAC members who had the responsibility to review and comment on very technical and comprehensive project related materials. In addition, those who participated remotely by phone (although afforded the same opportunity to ask questions through a BOS/TAC member) had a difficult time to do so as they were not physically present. Although it hasn't been an issue to date, the general public (not a CAC representative) is also able to attend the meetings in person or by phone.

Issue: Several CAC individuals have expressed their concerns about not being able to openly ask questions at BOS/TAC meetings, especially after they have reviewed the materials and have a desire to learn more to ensure that they can adequately represent their communities.

Attachment 3 – BLANS Background and Issues (pg. 4)

8) Aviation Industry participation in BOS/TAC

Background: During Phase 1 of the Boston Overflights Noise Study, airline representatives were informed of the study and asked to participate in the BOS/TAC. To date, BOS/TAC has not had airline representation at the meetings. In part, this was due to resource limitations within the industry.

Issue: It is important that the airlines and aviation industry be aware of the BLANS and be allowed the opportunity to comment during the process. Although the BLANS is very much still in the planning or developmental stage regarding noise abatement alternatives, it will likely transition into an environmental assessment or EIS where the alternatives/process will be open to all. It is usually easier to address comments and concerns during the planning phase before time and resources have been expended in refining the measures. Although the BOS/TAC will do their best to anticipate areas of concern within the aviation industry, it is not a foolproof method.