

U. S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION
WESTERN-PACIFIC REGION

RECORD OF DECISION

**Honolulu High-Capacity Transit Corridor Project
Final Environmental Impact Statement**

HONOLULU INTERNATIONAL AIRPORT
HONOLULU, HAWAII



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**U. S. DEPARTMENT OF TRANSPORTATION
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I. INTRODUCTION

This document serves as a Record of Decision (ROD) for the Federal Aviation Administration's (FAA) federal actions necessary for approval of the construction and operation of an approximate 3-mile transit rail segment that would be located at Honolulu International Airport (HNL). HNL is owned and operated by the State of Hawaii, Department of Transportation, Airports Division (HDOT-A). The proposed Project is described in the June 2010 Final Environmental Impact Statement (EIS) for the Honolulu High-Capacity Transit Corridor Project (HHCTCP) prepared by the Federal Transit Administration (FTA). The FTA is the lead federal agency for preparation of the EIS to analyze the proposed 20-mile transit rail project on the Island of Oahu. The FAA is a Cooperating Agency and assisted in the preparation of the Final EIS in accordance with 40 Code of Federal Regulations (CFR) Section 1501.6, since FAA has special expertise on aviation matters and jurisdiction by law to approve proposed development at HNL. In accordance with 40 CFR Section 1506.3, the FAA has adopted the FTA Final EIS. The FAA has independently reviewed the FTA Final EIS and takes responsibility for the scope and content addressing FAA actions. The Final EIS adequately addresses airport development and the requirements of FAA Orders 1050.1E – *Environmental Impacts: Policies and Procedures* and 5050.4B - *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions*. The FAA submitted a letter to the U.S. Environmental Protection Agency (EPA) on July 1, 2010 indicating the FAA was adopting the FTA Final EIS. EPA published the notice indicating FAA's adoption of the FTA FEIS in the *Federal Register* on July 9, 2010. FTA issued a Record of Decision selecting the Airport Alternative as the Preferred Alternative on January 18, 2011.

The Final EIS describes the Preferred Alternative, which consists of 20 miles of elevated guideway, transit stations, park-and-ride facilities, maintenance and storage facility, and other ancillary facilities to support the transit system. The proposed Project, described in more detail below, is the construction and operation of a grade-separated fixed guideway transit system between East Kapolei and Ala Moana Center, serving HNL and Pearl Harbor. The system would use steel-wheel-on-steel-rail technology. The 20-mile guideway will be elevated except near Leeward Community College, where it will be at-grade in

an exclusive right-of-way. Approximately 3-miles of the transit rail would be built on HNL airport property. The Project would provide high-capacity rapid transit in the highly congested east-west transportation corridor between Kapolei and the Ala Moana Center. The Project is intended to provide faster, more reliable public transportation service than what can be achieved with buses operating in congested mixed traffic. The Project will also provide additional transit capacity and an alternative to private automobile travel, as well as improve transportation links within the travel corridor. In conjunction with other improvements, the Project will help moderate anticipated traffic congestion.

The proposed Project is subject to environmental review requirements under both federal requirements for preparation of an EIS under NEPA and also Hawaii Revised Statutes Chapter 343 (HRS Chapter 343). A joint EIS for the Project was prepared by the FTA as the lead federal agency and by the City and County of Honolulu - Department of Transportation Services (DTS) as the lead state agency, to comply with their respective NEPA and HRS Chapter 343 requirements. FTA published a Notice of Availability in the *Federal Register* on June 25, 2010 (Volume 75, Number 122, Page 36386), for the Final EIS, which identified the Airport Alternative as the preferred alternative.

The President's Council on Environmental Quality (CEQ) regulations implementing NEPA allow a federal agency to adopt another federal agency's environmental impact statement as long as the documentation meets the standards under the NEPA regulations (40 CFR §1506.3). The FAA is utilizing the analysis and information applicable from the FTA EIS. The FAA was a Cooperating Agency and assisted in the preparation of the EIS pursuant to 40 CFR Section 1501.6. The FAA conducted an independent review of the FTA EIS and determined that the data and analysis contained in the document adequately and accurately analyzed the potential project impacts at HNL. The FAA issued a *Federal Register* notice stating that the FAA was adopting the FTA Final EIS, which was published on July 9, 2010 (75 FR 39527).

This ROD reaffirms the level of analysis and conclusions drawn from the June 2010 Final EIS that evaluated the environmental impacts of the transit rail project, which includes the approximate 3-mile transit rail segment at HNL, and selected the Airport Alternative as the FTA's Preferred Alternative. The nature and extent of the FAA's decision is clearly stated in this ROD, which is a decision document.

II. PROJECT INFORMATION

In 2006, the City and County of Honolulu (CCH) completed an alternatives screening process to identify a comprehensive list of potential alternatives and to develop a screening criteria to identify alternatives that would address the needs of the transit corridor project. Table 2-1 of the Final EIS shows the list of alternatives that were considered but rejected through this screening process. The following alternatives were identified for further evaluation; a transportation system management alternative, a managed lane

alternative, and a fixed guideway alternative. The transportation system management would increase and optimize the existing bus service. A managed lane alternative would provide a two lane elevated toll facility with variable pricing strategies for single-occupant and high-occupant vehicles. A fixed guideway alternative will operate on an exclusive right-of-way to ensure system speed and reliability and avoid conflicts with automobile and pedestrian traffic and included an evaluation of light rail transit with at-grade separation in portions of the study corridor. The fixed guideway alternative was evaluated and determined to best meet the project's purpose and need as compared to the other alternatives evaluated. The Honolulu City Council identified the fixed guideway alternative as the Locally Preferred Alternative.

Based on the results of the preceding screening process, the following alternatives were evaluated in the Draft EIS:

- No Build Alternative
- Fixed Guideway Transit Alternative via Salt Lake Boulevard (Salt Lake Alternative)
- Fixed Guideway Transit Alternative via the Airport (Airport Alternative)
- Fixed Guideway Transit Alternative via the Airport and Salt Lake (Airport & Salt Lake Alternative)

The Draft EIS was distributed for public and agency review beginning in November 2008 with the Notice of Availability published in the *Federal Register* on November 21, 2008. Public hearings were held to receive comments from the public and agencies, and comments were accepted until February 6, 2009.

The Honolulu City Council, in Resolution 08-261, identified the Airport Alternative as the Preferred Alternative, and it is described in the Final EIS as the "Project." The City Council identified the Preferred Alternative based on the evaluation of all reasonable alternatives presented in the Draft EIS and consideration of public comments. FTA and the CCH identified this alternative as the preferred alternative for meeting the Purpose and Need over other alternatives, including the No Build Alternative.

Subsequent to the Draft EIS, additional coordination between the FAA, HDOT-A and FTA revealed that the Aolele Street alignment for the Airport Alternative required refinement to avoid adversely impacting the runway protection zones at HNL for Runways 4L/22R and 4R/22L. This coordination resulted in an evaluation of a range of options to avoid impacts to the airport, including relocation of Runway 22L/4R in the makai direction (towards the sea). A review of design options for transitioning the guideway along a range of alignments between Aolele Street and the H-1 Freeway was conducted. The Aolele Street alignment would have resulted in extensive adverse impacts to HNL. Based on this evaluation, DTS and HDOT-A refined the design to transition the guideway alignment mauka (toward the mountain) from Aolele Street to Ualena Street at the extension of Ohohia Street. This option has the lowest cost and fewer impacts to the airport than the Airport Alternative described in the Draft EIS. The FAA's evaluation of these design alignment options is included in Appendix K of the Final EIS. This FAA evaluation is only

for impacts to HNL from the various design alignment options to support the design refinement. The other alignment options would not result in the same level of impacts to the airport. HDOT-A submitted a draft Airport Layout Plan (ALP) showing the refined airport alignment, which is included in Appendix K. The FAA indicated in an April 28, 2010 letter to FTA that the refined airport alignment submitted in the ALP meets FAA's airport design standards. The FAA also provided an airspace determination for the refined alignment on May 13, 2010, indicating the ALP has been reviewed in regards to safety and aircraft operations.

The Notice of Availability of the Final EIS was published in the *Federal Register* on June 25, 2010. The refined rail alignment was evaluated in the Final EIS and was determined to be consistent with FAA's requirements for approach surfaces, runway protection zones, and runway safety areas. There are no adverse effects on airport operations and there are no significant environmental effects from the refined airport alignment as documented in the FTA Final EIS. Public comments concerning refinement of the Airport Alternative were taken during the 30 days following the *Federal Register* Notice of Availability and were due by July 26, 2010. No comments regarding the refined airport alignment were received during the 30-day public review period.

The 20-mile fixed guideway system will operate in an exclusive right-of-way to ensure system speed and reliability and to avoid conflicts with automobile and pedestrian traffic. The system is planned to operate with multi-vehicle trains approximately 120 to 180 feet long, with each train capable of carrying between 325 and 500 passengers. The selected transit technology will be electrically powered, industry-standard steel wheel on steel rail powered from a third-rail system. The vehicles are designed for fully automated (driverless) operation, but may carry a driver and are capable of manual operation. This is possible because the fixed guideway will operate in an exclusive right-of-way with no automobile or pedestrian crossings.

The rail system begins at the University of Hawaii at West Oahu (near the future Kroc Center), and proceeds via Farrington Highway and Kamehameha Highway (adjacent to Pearl Harbor), to Aolele Street serving the Airport, to Dillingham Boulevard, to Nimitz Highway, to Halekauwila Street, and ending at Ala Moana Center (Final EIS Figures 2-8 to 2-11). All parts of the guideway will be elevated except near Leeward Community College, where it will be at-grade in exclusive right-of-way.

The Project is proposed to be constructed in the four phases. The segment that includes the airport alignment is part of the third phase, which is anticipated to be under construction in the years 2013 through 2017. Work on the first construction phase is scheduled to begin in 2011. Construction of the entire Project is planned to be completed in 2018, and the entire system is planned to open for revenue service in 2019. Figure 2-10 in the Final EIS shows the transit rail alignment and the approximate 3-mile route that crosses through HNL.

Existing and future (planning horizon year 2030) transportation system conditions, service characteristics, performance, and transportation effects for the Project and the No Build Alternative are evaluated in the Final EIS. The evaluation is organized into three sections:

- Existing (2007) conditions and performance
- Future (2030) conditions and performance, with comparisons between the Project and 2030 No Build conditions
- Construction-related effects

The guideway alignment through the airport was developed in consideration of the *Honolulu International Airport Draft Master Plan* (2009) and the HNL ALP to minimize effects on existing and future airport facilities and aviation activities. Support columns will be located to maintain normal roadway movements and minimize effects to parking, car rental operations, lei stands, freight movement, and other business interests near the airport. Specifically, the guideway alignment minimizes the effect on current and future operations at the airport. The guideway alignment avoids the planned new Mauka Terminal and aircraft apron to be located in the existing commuter terminal parking lot. Approximately 2 acres of airport land will be needed to accommodate the placement of elevated guideway support columns and for a passenger station on airport property.

The HNL airport station entrance building will be constructed near the overseas parking garage on what is now a surface economy parking lot just 'Ewa (west) of the parking garage exit lanes, fronting Ala Onaona Street, near the existing lei stands on Aolele Street. This station will be connected to the overseas and interisland terminals with ground-level pedestrian walkways. Access to local buses and The Handi-Van will be provided at the station's entrance. Based on discussions with both HDOT-A and the United States Postal Service (USPS), DTS has refined the alignment to minimize overall impact to both facilities. Other design measures have been taken to minimize impact to airport facilities.

III. FAA FEDERAL ACTIONS

The Federal actions that are the subject of this ROD include the following:

- Unconditional approval of the portion of the ALP that depicts the proposed transit rail on HNL property pursuant to 49 USC Sections 40103(b), 44718 and 47107(a)(16) and 14 CFR Part 77. The ALP depicting the proposed improvements has been processed by the FAA to determine conformance with FAA design criteria and implications for federal grant agreements (refer to 14 CFR Parts 77 and 157). FAA has determined that the proposed Project is consistent with existing airspace utilization and procedures. The ALP was evaluated under airspace case number 2010-AWP-770 and determined it would not affect the HNL operations. Based on

airspace case numbers 2010-AWP-800-NRA through 2010-AWP-802-NRA, the transit rail would be below restricted airspace.

- Determination under 49 USC § 44502(b), that the airport development is reasonably necessary for use in air commerce or in the interests of national defense.
- Determination of the effects of the proposed Project upon the safe and efficient use of navigable airspace pursuant to 14 CFR Part 77.
- Continued close coordination with the HDOT-A and appropriate FAA program offices, as required, to maintain aviation and airfield safety during construction pursuant to 49 USC § 44706.
- Approval of an amendment to the airport certification manual pursuant to 14 CFR Part 139, to maintain aviation and airfield safety during construction, and, as required, to the airport security plan pursuant to 14 CFR Part 107.
- Determination under USC §§ 47106 and 47107 relating to the eligibility for Federal funding under the Airport Improvement Program (AIP) and under 49 USC § 40117 to impose and use Passenger Facility Charges (PFCs) for the proposed Project.
- Approval of an airport sponsor's request under 49 USC Sections 47107(b), 47113 or 47107(a)(13), to grant a right-of-way on HNL to carry out an action under 49 USC Chapter 471, Subchapter I, at a public-use airport or to support the airport's operations.

IV. PROJECT PURPOSE AND NEED

The purpose of the HHCTCP is to provide high capacity rapid transit in the highly congested east-west transportation corridor between Kapolei and the Ala Moana Center, as specified in the *Oahu Regional Transportation Plan 2030* (ORTP). The Project is intended to provide faster, more reliable public transportation service in the study corridor than can be achieved with buses operating in congested mixed-flow traffic, provide reliable mobility in areas of the study corridor where people of limited income and an aging population live, and to serve rapidly developing areas of the study corridor. The Project also will provide additional transit capacity, an alternative to private automobile travel, and improve transit links within the study corridor, including a transit link at HNL. This is in keeping with Department of Transportation policy to encourage the development of inter-modal connections on airport property to serve air transportation users efficiently and effectively, and promote economic development, per 49 USC §47101(a)(5). Implementation of the Project, in conjunction with other improvements included in the

ORTP, will moderate anticipated traffic congestion in the study corridor. The Project also supports the goals of the Honolulu General Plan and the ORTP by serving areas designated for urban growth.

Section 1.8, Need for Transit Improvements, of the Final EIS describes four needs that the Project is intended to meet. These needs are the basis for the following goals:

- Improve corridor mobility
- Improve corridor travel reliability
- Improve access to planned development to support City policy to develop a second urban center
- Improve transportation equity

V. ENVIRONMENTAL CONSEQUENCES AND MITIGATION

The existing conditions, environmental effects of the No Build Alternative and the Project, and mitigation are documented in the Final EIS. All aspects of the natural and built environment were evaluated in accordance with NEPA regulations. Efforts were made to avoid and minimize impacts to the natural and built environment. Following is a summary of resource categories and whether any environmental impacts are anticipated.

The Airport Alternative that was evaluated in the Draft EIS was refined in the Final EIS and now transitions to Ualena Street at an extension of Ohohia Street, which is about 2,000 feet 'Ewa of the Lagoon Drive Station. This was done as noted above to avoid impacts at HNL. This design refinement has been evaluated using the same criteria and methodology and as discussed below will not create any significant adverse effects at HNL.

AIR QUALITY

As discussed in the Final EIS, Section 4-9, the Project will affect travel patterns within the study corridor, so pollutants that can be traced principally to motor vehicles are relevant in evaluating the Project consequences. These pollutants include carbon monoxide (CO), volatile organic compounds (VOC's) nitrogen oxides (NO_x), particulate matter (PM₁₀ and PM_{2.5}), and mobile source air toxics (MSAT). Table 4-15 shows the results of the analysis for VOC's, CO, NO_x, PM₁₀ and PM_{2.5}. The Table shows the Project is anticipated to reduce regional pollutant emissions between 3.9 to 4.6 percent compared to the No Build Alternative. The Project is expected to result in a small positive impact on MSAT emissions, since the Project would reduce the number of miles that vehicles would travel. The HHCTCP is listed in the area's Transportation Improvement Plan and complies with the goals set forth in the Statewide Transportation Plan.

Air pollution from construction activities will be limited to short-term fugitive dust from construction vehicle movement and mobile source emissions. The Project will comply with State of Hawaii regulations regarding fugitive air pollutant emissions using measures discussed in Section 4.18.4. Mobile source pollution will be reduced by minimizing unnecessary vehicular and machinery activities and limiting traffic disruptions.

The Project will decrease greenhouse gas emissions from transportation sources on Oahu. As detailed in Section 4.11, total daily transportation energy consumption on Oahu would be 94,890 million BTUs for the No Build Alternative and will be 92,450 million BTUs for the Project. Assuming all electricity is generated from combustion of oil, the daily 2,440-million-BTU energy savings will result in a daily reduction in greenhouse gas emissions of approximately 171 metric tons of carbon dioxide.

No significant air quality impacts are anticipated to result from operation of the Project, and no mitigation will be required.

COASTAL RESOURCES

The Project is not subject to the Coastal Barriers Resources Act, since this Act applies primarily to projects along the Atlantic and Gulf coasts and Great Lakes. The *Federal Coastal Zone Management Act of 1972* (CZMA) was enacted to encourage states to preserve, protect, develop, and, where possible, restore or enhance valuable natural coastal resources. Pursuant to 15 CFR § 930.32, federally permitted, licensed, or assisted activities undertaken in or affecting Hawaii's coastal zone must be consistent with the CZMA objectives and policies. The Hawaii Coastal Zone Management (CZM) program was enacted in 1977 and codified in HRS Chapter 205A and is administered by the State of Hawaii Department of Business, Economic Development and Tourism (DBEDT) Office of Planning. The Hawaii CZM area encompasses the entire state, including all marine waters. Other important elements of the Hawaii CZM program include a permit system to control development within the Special Management Area (SMA), a relatively narrow zone along the coastline.

As discussed in Section 4.2.3, the Project is consistent with the objectives and policies of the State's CZM program. The Project will not affect the existing coastal recreational resources or their use by the public. Overall, the Project will improve the availability of access to existing and future parks and recreational facilities along the alignment.

COMPATIBLE LAND USE

As discussed in Section 4.2, the entire Project alignment traverses a variety of different land uses and different urban, suburban, rural, and agricultural environments. The alignment at HNL is characterized primarily as an industrial and commercial district. The Project will travel along busy, heavily traveled Kamehameha Highway and enter the Airport on Aolele Street. The Project will require acquisition of some businesses on Ualena Street and Waiwai Loop but there are no changes in current land uses. Where relocations occur, CCH will work with affected businesses to receive compensation in accordance with applicable Federal and State laws. Compensation will be in accordance with the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act (49 CFR Part 24).

The Project is consistent with the transportation and land use elements of adopted State and Local government plans. Appendix J provides a summary of the Project's relationship to State of Hawaii and City and County land use plans, policies, and controls for the Project study corridor. The transit system will link Honolulu with outlying developing areas and activity centers that have been designated to receive increasing amounts of future residential and employment growth. The system will provide reliable rapid transit within the study corridor that will serve all population groups, improve transit links, and offer an alternative to the use of private automobiles.

The ALP for HNL shows the existing airport layout and proposed future development at the airport. The refined alignment was identified by HDOT-A in an updated ALP and submitted to the FAA for review of airport design standards. The FAA accepted the ALP on April 28, 2010, indicating the ALP shows an acceptable alignment at the airport. The Project as currently planned will not conflict with airport uses. A preliminary airspace review completed on May 13, 2010, also indicates that, based on the DTS-submitted rail heights, there are no conflicts with airspace at the airport. An ALP review also indicates the rail alignment is compatible with airport-related uses. Based on the relatively small number of parcels affected by full acquisitions, the effects on different types of land uses in the study corridor will be minimal. No mitigation measures will be needed. A permanent operating easement would be required for the on-airport alignment of the Project and it would be subject to FAA regulations.

The Project is compatible with the airport and the existing land uses and will complement and enhance the multi-modal transportation connections. There are no land use compatibility issues as a result of the Project.

CONSTRUCTION IMPACTS

As described in Section 4.18, the Project will be constructed in phases. The proposed construction methods, as described in Appendix E - Construction Approach, will minimize potential adverse construction effects. Construction from the west end of the rail line is expected to begin in 2011, and construction is anticipated to be complete in 2018. Construction of the on-airport transit rail segment is anticipated sometime during 2013 to 2017. Construction of the Project will have temporary effects on airport facilities and notification of any short-term obstructions will be made to the FAA and HDOT-A. Temporary lane closures on Ualena Street and Waiwai Loop could cause short-term delays to trucking and deliveries at airport-related facilities. The economy surface parking lot will be closed during construction of the HNL station, and other nearby roadways could be temporarily affected when support columns and guideway sections are transported and installed. Additionally, the lei stand parking may be temporarily relocated during construction. If the lei stand parking area needs to be relocated, signs will direct customers to the temporary parking area and from there to the lei stands. DTS will file an FAA form 7460-1 – *Notice of Proposed Construction or Alteration* prior to any construction work near and on the airport. DTS will continue to work with the airport to minimize disruption to travelers and businesses during construction of the guideway and stations. To the extent possible, all roadways will be kept open and access will be maintained. Where existing parking is disrupted by construction, signs will be posted directing people to nearby locations with available parking. Temporary construction-related effects at and near the airport are discussed in Section 3.5.6. The City will coordinate with FAA to obtain the necessary approvals related to construction at or near the airport as listed in Table 4-40, and identified in the mitigation program in Attachment A of the FTA ROD.

DEPARTMENT OF TRANSPORTATION ACT SECTION 4(F) and LAND AND WATER CONSERVATION FUND ACT, SECTION 6(F)

Chapter 5 provides the documentation for evaluation of 4(f) resources. The Project would not affect 4(f) resources, such as publicly owned land from a public park, recreational area, or wildlife and waterfowl refuge of national, State, or local significance or land from a historic site of national, State or local significance, since there are no 4(f) resources located at HNL.

In regards to Section 6(f) resources, Section 4.5.2 states that the Division of State Parks under DLNR and DPR were contacted in September 2008. There are no Section 6(f) lands at HNL, and therefore no impacts to Section 6(f) resources.

FARMLANDS

As discussed in Section 4.2, there are no farmlands on HNL and the airport is designated for industrial use per the CCH Department of Planning and Permitting. Therefore, the proposed development would not affect any farmlands.

FISH, WILDLIFE, AND PLANTS

As discussed in Section 4.13, the Project would not adversely affect federally-listed endangered or threatened species of flora and fauna at HNL. There are no threatened or endangered species or designated critical habitat located within HNL property. The Project would operate on already developed areas. The past century of urbanization on Oahu, especially within the areas along much of the Project alignment, has resulted in a highly altered environment, and this is reflected in the present state of the vegetation. No intact native vegetation communities remain within the study corridor, and few native plant species are present near the alignment.

Coordination with resource agencies shows that no designated critical habitats exist on or within one-third mile of the Project alignment. The National Marine Fisheries Service was also contacted and they have indicated that no marine Endangered Species Act-listed species under their jurisdiction occur in the project area (see Record of Agency correspondence and coordination in Appendix F).

Based on the information provided to FTA by the U. S. Fish and Wildlife Service (USFWS), coordination with USFWS staff, and field observations, there will be "no effect" to threatened and endangered species or designated critical habitat related to this Project as described in Section 4.13.3. Pursuant to FAA Order 1050.1E, *Environmental Impacts: Policies and Procedures*, FAA has determined the proposed Project at HNL will not affect any federally listed threatened or endangered species. Therefore, formal consultation with the USFWS, pursuant to Section 7 of the Endangered Species Act of 1973, is not required.

FLOODPLAINS

As discussed in Section 4.14, the existing floodways and floodplain limits within the study corridor were identified using Federal Emergency Management Agency Flood Insurance Rate Maps and other existing data. The Hawaii National Flood Insurance Program staff was also consulted. Hydraulic assessments for specific locations where the Project crosses flood zones were performed.

As shown in Figure 4-67, HNL is not in a 100-year floodplain, and the Project does not encroach on a floodplain. The Project would not result in any significant floodplain impacts at HNL.

HAZARDOUS MATERIALS, POLLUTION PREVENTION, AND SOLID WASTE

As discussed in Section 4.12, operation of the preferred alternative would not involve transport, use or disposal of hazardous materials that would create a potentially significant hazard to the public or the environment. Waste products would be generated and processed at a maintenance facility located outside of the airport. There are no significant impacts associated with hazardous material and solid wastes from the Project.

HISTORIC, ARCHITECTURAL, ARCHEOLOGICAL, AND CULTURAL RESOURCES

Section 4.16 discusses the potential affects to historic, archeological, and cultural resources. In coordination with the State Historic Preservation Office (SHPO), the FTA and DTS defined the Area of Potential Effect (APE) for above-ground cultural and historic resources to be generally one parcel deep from the Project alignment. The APE also includes parcels immediately adjacent to all facilities such as park-and-ride lots, traction power substations, and the maintenance and storage facility. The APE is larger around transit stations and has been defined to include entire blocks (or to extend 500 feet where blocks are not discernible) around the facilities. A copy of correspondence from the SHPO dated February 4, 2008, concurring with the APE is located in Appendix F (Record of Agency correspondence and coordination) of the Final EIS. The Project's APE for below-ground archaeological resources is defined as all areas of direct ground disturbance. Confining the archaeological resources' APE to the limits of ground disturbance is warranted because the surrounding built environment is largely developed and becomes progressively more urban as the Project progresses Koko Head (west to east).

Extensive effort was made to identify, contact, and consult with groups with demonstrated interests relating to archeological, cultural, and historic resources within the APE. The purpose of consultation was to identify archaeological, cultural, and historic resources and to discuss other issues relating to the Project's potential effects on such resources.

Archaeological resources already documented within the Project APE include remnants of fishponds, cultivation terraces, irrigation systems, habitated sites, and subsurface cultural layers related to Native Hawaiians that may include religious or cultural artifacts and resources, including iwi kupuna or Hawaiian burials. There are 81 historic resources identified in the Project APE and FTA has determined that the Project will have adverse effects to 33 historic resources. No historic resources are identified at HNL and Figure 4-73 shows the potential for archeological resources to be low to moderate at HNL.

While the Project was designed to avoid and minimize effects to historic properties, this was not always possible in meeting the Project's Purpose and Need. Therefore, a Programmatic Agreement (PA) was

prepared to outline responsibilities and measures to mitigate or reduce adverse project effects. The PA was developed during extensive consultation with Section 106 consulting parties and included mitigation measures suggested by these consulting parties whenever possible. The PA provides for mitigation for adverse effects to historic properties and also outlines procedures to be followed to protect historic properties, including archeological resources and native Hawaiian burials, as construction proceeds. The PA includes stipulations that describe the roles and responsibilities of the parties, which include FTA, the SHPO, the Advisory Council on Historic Preservation (ACHP), and CCH. The PA is included as Attachment B in the FTA's ROD. The FAA has determined that with the implementation of the PA, the potential for unknown adverse effects will be mitigated.

LIGHT EMISSIONS AND VISUAL IMPACTS

As discussed in Section 4.8, the Project will introduce a new linear visual element to the corridor and, as a result, changes to some views will be unavoidable. The airport area encompasses industrial and commercial service-oriented buildings surrounded by large paved areas. HNL, Pearl Harbor Naval Base, and Hickam Air Force Base are located within this landscape unit. Views within this landscape unit are somewhat limited to the immediate surroundings because of dense development and the large scale of the many commercial and industrial buildings.

HNL is currently well lit by the many buildings and traffic, and the Project would increase the ambient light levels at HNL. This increase in exterior lighting is not expected to create a significant glare effect at HNL.

The Project elements, including the HNL Airport Station and Lagoon Drive Station, will fit with the bulk and scale of other structures near the airport, which is surrounded by other transportation elements and industrial buildings. Although the guideway and columns will reduce the open character of parking lots and the streetscape and mature trees will be removed makai of the H-1 Freeway and 'Ewa of the HNL Airport Station, the overall visual effect will be low. Therefore there will be no significant impacts from light emissions or visual impacts.

NATURAL RESOURCES AND ENERGY SUPPLY

Section 4.11 evaluated the proposed Project's energy use, demand and supply of energy resources, and energy consumption during operation, maintenance, and construction. The total transportation energy demand for transit and highway vehicles will be lower than for the No Build Alternative. Table 4-21 summarizes the anticipated average daily transportation demand in 2030 for the Project. The Project is anticipated to reduce daily transportation energy demand by approximately 3 percent compared to the No Build Alternative. The Project will consume approximately 1 to 2 percent of the total

projected electricity generated on Oahu in 2030. According to Hawaiian Electric Company (HECO), the planned electricity generation capacity on Oahu will be sufficient to support the transit system, but the electricity distribution system will require various upgrades to support the system (HECO 2008). Therefore, there are no significant impacts on natural resources and energy supply.

NOISE

As discussed in Section 4.10, ambient noise in the vicinity of the Project corridor is dominated by vehicle traffic on Interstate H-1 as well as traffic on local roads. Aircraft at HNL are another source of ambient noise in the vicinity of the airport alignment. Noise from rail transit operations would introduce new noise into an already noise filled environment. The existing Part 150 noise compatibility study for HNL (HDOT-A 2004) identified existing noise levels at the airport. The existing yearly day/night average (DNL) sound levels at HNL are within the 60 and above DNL noise contours. FAA land use compatibility guidelines recommend that transportation uses not exceed 70 DNL. The project-generated noise levels would not exceed this level as shown in Table 4-19. The Project will not cause any severe noise impacts at HNL. Therefore, the Project would not result in any significant noise impacts at HNL.

SECONDARY (INDUCED) IMPACTS

Examples of induced or secondary impacts include shifts in population movement and growth, public service demands, and changes in business and economic activity to the extent influenced by the development. As discussed in Section 4.5 and 4.19, the Project would not affect the regional population or the number of jobs; however, it will influence the distribution, rate, density, and intensity of development in the study corridor. Without the Project, growth is more likely to be dispersed outside of the study corridor, including in undeveloped areas of Central and North Oahu. Development in these areas will affect environmental resources as would be expected of dispersed development patterns. Planned and reasonably foreseeable actions presented in Section 4.19.3 will occur with or without the construction of the Project. Table 4-6 shows the affected community, government and military facilities to be affected and mitigation to reduce the affects.

The transit system will be elevated, therefore it will not create a physical barrier to pedestrian or other forms of travel within the study corridor or at HNL. It will not pose a barrier to the social network of the community since it will be located within an existing transportation corridor or in the 'Ewa area, along a planned future transportation system. The HNL Airport and Lagoon Drive Stations are largely within industrial and airport developed areas (see Figure 4-5). Local development is limited by zoning and height limitations, due to the proximity of the airport. Planned development on and near the airport is already at or near capacity and consequently, the Project will not affect airport development.

SOCIOECONOMIC IMPACTS, ENVIRONMENTAL JUSTICE, AND CHILDREN'S ENVIRONMENTAL HEALTH AND SAFETY RISKS

As discussed in Section 4.7, there are no homes on HNL property. No minority, low-income, or children would be impacted. The Final EIS indicated there are no environmental justice impacts to the residential communities along the route of the Project. Section 4.7 and 4.19 states that there would not be any significant impacts and the Project would not have any effect on environmental justice communities, and would not contribute to potential cumulative effects resulting from other foreseeable development projects in the Project corridor.

The Project will require the relocation of some leased commercial businesses on HNL property. These businesses would be relocated to new sites. Where relocations occur, CCH will work with affected businesses to receive compensation in accordance with applicable Federal and State laws. Compensation will be in accordance with the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act (49 CFR Part 24). Section 4.19 discusses the potential indirect economic effects of new development and redevelopment near the Project alignment and around the stations, which could have a beneficial effect on the regional economy. The Project is not expected to result in any adverse effects on the economy or property tax revenues and no adverse economic effects are expected at HNL.

WATER QUALITY

As discussed in Section 4.14, the entire Project overlies the Southern Oahu Basal Aquifer and includes two aquifer sectors. The Pearl Harbor Aquifer Sector contains the 'Ewa, Waipahu, Waiawa, and Waimalu Aquifer Systems, and the Honolulu Aquifer Sector contains the Moanalua, Kalihi, and Nu'uanu Aquifer Systems. Permanent Best Management Practices (BMPs) will be installed as part of the Project to address stormwater quality before the water is discharged to streams or existing storm drain systems. BMPs will promote a natural, low-maintenance, sustainable approach to managing and improving stormwater quality. At a minimum, all stormwater downspouts from the guideway will include erosion control BMPs and energy dissipation devices to prevent any scour of landscaped medians.

The Project meets the coordination requirements of Section 1424(e) of the Safe Drinking Water Act, in accordance with the 1984 Sole Source Aquifer Memorandum of Understanding between the EPA and the USDOT (FHWA/EPA 1984). A Water Quality Impact Assessment was reviewed by EPA, who concurred that contamination of the Southern Oahu Basal Aquifer will not occur (letter dated March 27, 2009, located in Appendix F, Record of Agency correspondence and coordination). The construction methods and BMPs employed and the presence of an upward hydraulic gradient in much of the study corridor will protect the groundwater, and there will be no adverse effect to groundwater quality.

WETLANDS

As discussed in Section 4.14, wetlands near the Project alignment are associated with riverine, tidal, and spring-fed water systems. Land development has altered or destroyed many of the historically identified wetlands in the study corridor, leaving only scattered remnants today. Figure 4-61 shows wetlands and Waters of the U.S. sites. Site 25 is Aolele Ditch, which is a man-made drainage feature constructed to drain stormwater into Ke'ehi Lagoon from the northeastern portion of HNL and an adjacent light industrial area. The lower end of the ditch is tidal. However, the part of the ditch crossed by the guideway is an intermittently flowing, unlined, open ditch fed by several small drains from the adjacent light industrial area. These drains provide sufficient freshwater to establish three small semipermanent wet areas along the bottom of the ditch (one under the guideway). This drain will not be affected because the Project's elevated guideway will span above this area. There will be no pier or column construction or other construction-related activities within the stream channel. No wetlands will be directly affected by structural elements of the Project beyond shading effects. Development of the Project on HNL property would not have any significant impacts on wetlands.

WILD AND SCENIC RIVERS

There are no designated Wild and Scenic Rivers in Hawaii, therefore, the Project would not affect any wild or scenic rivers.

CUMULATIVE IMPACTS

The cumulative effects analysis in Section 4.19 includes evaluation of the planned extensions to the Project and the effects of past, present, and reasonably foreseeable future projects in the study corridor. Table 4-39 summarizes planned and foreseeable development within the 'Ewa Development Plan, Central Oahu Sustainable Community Plan, and Primary Urban Corridor Development Plan areas in the study corridor. The only project listed for development at HNL is the Hawaii airports modernization program. This airport modernization program will not be affected by the Project.

FAA has determined there are no other proposed projects that would be affected by or have impacts in addition to the Project alignment on airport property. FAA bases this determination on the localized nature of the Project alignment on airport property.

Alternatives Analysis Conclusion

Based on the information disclosed in the June 2010 Final EIS, FAA has determined that the FTA's Preferred Alternative - the Airport Alternative, demonstrated the best ability to meet the purpose and

need of the Project with minimal adverse environmental impact. The proposed transit rail Project with its alignment and transit station on HNL airport property would result in no significant adverse impacts. Therefore, the FAA, in this ROD has determined that the Airport Alternative is the FAA's preferred alternative. This alternative would meet the purpose and need to accommodate a high quality and more reliable form of transit to service to HNL and on the Island of Oahu. In arriving at this decision, the FAA considered all pertinent factors including the environmental impacts of various alternatives, as well as the FAA statutory charter in the Federal Aviation Act of 1958, as amended, to assure safe and efficient use of navigable airspace.

Environmentally Preferred Alternative

In connection with its decision to approve the proposed ALP revisions, the FAA considered the environmental impacts from the proposed Project and the No Build Alternatives for improvements at HNL. In summary, the environmental impacts of project implementation would be offset by mitigation and the mitigation monitoring program commitments. The FAA determined all practicable means to avoid or minimize environmental harm from the proposed Project have been adopted and there would be no significant environmental impacts resulting from the proposed rail transit line and station at HNL, that the proposed Project would not jeopardize safe and efficient operations at HNL, and that access to HNL is in the national interest. Accordingly, the FAA has determined that the Airport Alternative is the environmentally preferred alternative.

VI. INTER-AGENCY COORDINATION

In accordance with the Airport and Airway Improvement Act of 1982, as amended, FAA determined that no further coordination with the U.S. Department of Interior or the U.S. Environmental Protection Agency under 49 U.S.C. 47101(h) was required because the proposed Project does not involve a new airport, new runway or major runway extension.

VII. AGENCY FINDINGS

In accordance with the guidelines described in FAA Order 5050.4B, *National Environmental Policy Act (NEPA) Implementing Instructions for Airport Actions*, and applicable laws, the FAA has made the following findings and determinations, based on the Final EIS, the supporting administrative record and appropriate supporting evidence.

1. The Project is reasonably consistent with existing plans of public agencies for development of the area [49 U.S.C. § 47106(a)]. The proposed Project is consistent with the plans, goals and policies for the area, including CCH's General Plan. The proposed Project is also consistent with the applicable

regulations and policies of Federal, State and local agencies.

2. Fair consideration has been given to the interests of communities in or near the Project location [49 U.S.C. § 47106(b)(2)]. Agencies, non-governmental groups, and the public have been engaged throughout the project planning process, as required by Federal and State law. Public involvement efforts, including agency coordination and consultation, have been continuous throughout the project effort, beginning with the Alternatives Analysis phase in December 2005 through the public comment period on the Draft EIS and during preparation of this Final EIS. In accordance with Executive Order 12898, particular attention has been paid to reaching low-income and minority populations, which are traditionally underserved and underrepresented in the public involvement process. Chapter 8 of the Final EIS discusses the overall public outreach and agency coordination components and summarizes comments received on the Draft EIS and the responses to those comments.

The Draft EIS was distributed for public and agency review on November 21, 2008. Public hearings were held to receive comments from the public and agencies, and comments were accepted until February 6, 2009. All the Draft EIS comments received and responses provided are included in Volume II of the Final EIS. The FTA Final EIS was published on June 25, 2010, and comments were accepted until July 26, 2010, on the portions of the alignment that were refined from the Draft EIS. The FAA's adoption of the FTA FEIS was published by the EPA in a *Federal Register* notice on July 9, 2010. The FTA issued their ROD on January 18, 2011. The FTA ROD includes the Mitigation Monitoring Program, Section 106 PA, and comments and responses to the Final EIS.

3. The FAA has given this proposal the independent and objective evaluation required by the Council on Environmental Quality [40 CFR § 1506.5]. As described in the June 2010 Final EIS, the Project and the No Build Alternatives were studied extensively to determine the potential assessed impacts and appropriate mitigation measures. The FAA was a Cooperating Agency on the Project and consulted with and provided input, advice and expertise on aviation matters regarding HNL during the planning and technical analysis for the EIS. FAA has independently evaluated the EIS, and takes responsibility for its scope and content.

4. The air emissions resulting from the Proposed Project have been determined by the FAA to conform with the State Implementation Plan for air quality pursuant to the Federal Clean Air Act, as amended. The HHCTCP is listed in the area's Transportation Improvement Plan and complies with the goals set forth in the Statewide Transportation Plan. Since the proposed transit rail is included in the current TIP, the Project complies with Clean Air Act conformity requirements for transportation projects.

VIII. DECISION AND ORDERS

The FAA has identified the Airport Alternative (Project) as the FAA's Preferred Alternative. The FAA must now select one of the following choices:

- Approve agency actions necessary to implement the proposed Project, or
- Disapprove agency actions to implement the proposed Project.

Approval would signify that applicable federal requirements relating to airport development and planning have been met. Approval would also permit HDOT-A to implement the proposed eligible development using federal funds. FAA would determine funding eligibility of a project upon completion of its review of an application for federal assistance. Not approving these agency actions would prevent HDOT-A from proceeding with implementation of the proposed Project in a timely manner.

I have carefully considered the FAA's goals and objectives in relation to the various aeronautical aspects of the proposed transit rail Project at HNL as discussed in the June 2010 Final EIS. The review included the purpose and need to be served by this proposed Project, alternative means of achieving the purpose and need, the environmental impacts of these alternatives, and the mitigation necessary to preserve and enhance the human environment.

Under the authority delegated to me by the Administrator of the Federal Aviation Administration, I find that the Project is reasonably supported. I, therefore, direct that action be taken to carry out the following agency decisions discussed more fully in Section III of this ROD, including:

- Unconditional approval of the portion of the ALP that depicts the proposed transit rail on HNL property pursuant to 49 U.S.C. Sections 40103(b), 44718 and 47107(a)(16) and 14 CFR Part 77.
- Determination under 49 U.S.C. § 44502(b), that the airport development is reasonably necessary for use in air commerce or in the interests of national defense.
- Determination of the effects of the proposed Project upon the safe and efficient use of navigable airspace pursuant to 14 CFR Part 77.
- Continued close coordination with the HDOT-A and appropriate FAA program offices, as required, to maintain aviation and airfield safety during construction pursuant to 49 U.S.C. § 44706.

- Approval of an amendment to the airport certification manual pursuant to 14 CFR Part 139 (49 U.S.C. § 44706), to maintain aviation and airfield safety during construction, and, as required, to the airport security plan pursuant to 14 CFR Part 107.
- Determination under USC §§ 47106 and 47107 relating to the eligibility for Federal funding under the AIP and under 49 USC § 40117 to impose and use PFC's for the proposed Project.
- Approval of an airport sponsor's request under 49 U.S.C. Sections 47107(b), 47113 or 47107(a)(13), to grant a right-of-way on HNL to carry out an action under 49 USC Chapter 471, Subchapter I, at a public-use airport or to support the airport's operations.

After careful and thorough consideration of the facts contained herein, the undersigned finds that the proposed Federal action is consistent with existing national environmental policies and objectives as set forth in Section 101(a) of the National Environmental Policy Act of 1969 (NEPA) and that it will not significantly affect the quality of the human environment or otherwise include any condition requiring consultation pursuant to Section 102(2)(C) of NEPA.

William C. Withycombe

William C. Withycombe
Regional Administrator
Western-Pacific Region

April 22, 2011

Date

Right of Appeal

This decision is taken pursuant to 49 USC § 40101 et seq., and constitutes a final order of the Administrator, which is subject to review by the Courts of Appeal of the United States in accordance with the provisions of 49 USC § 46110.

Any party seeking to stay the implementation of this ROD must file an application with the FAA prior to seeking judicial relief, as provided in Rule 18(a), Federal Rules of Appellate Procedure.