



**UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION IX
75 Hawthorne Street
San Francisco, CA 94105**

Mr. Kome Ajise
Executive Director
Southern California Association of Governments
900 Wilshire Boulevard, Suite 1700
Los Angeles, California 90017

(via electronic mail)

Re: Concurrence for Traffic Signal Synchronization Projects in Orange County as Transportation Control Measures Substitution for Toll Road Expansion Projects

Dear Mr. Ajise:

This letter responds to your letter dated June 1, 2022, requesting Environmental Protection Agency (EPA) review and concurrence on a Transportation Control Measure (TCM) substitution from the Orange County Transportation Authority (OCTA). OCTA is proposing to replace three toll road expansion projects with three new traffic signal synchronization projects in Orange County. Based on our review of your letter and enclosure, EPA concurs that the TCM substitution submitted by the Southern California Association of Governments (SCAG) for OCTA meets the requirements for substitution of TCMs from an approved State Implementation Plan (SIP). As a result of our concurrence, SCAG can adopt amendments to its Regional Transportation Improvement Program and Regional Transportation Plan for the substitute TCM and include it in the next transportation conformity analyses.

The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), signed into law on August 10, 2005, revised the Clean Air Act's section 176(c) transportation conformity provisions for procedures to use when substituting or adding TCMs to approved SIPs. The Clean Air Act as amended requires that the replacement TCM must achieve equal or greater emission reductions; be implemented on a consistent schedule; and be supported by adequate resources and authority to be implemented, monitored and enforced. The TCM must also have been developed through a collaborative process involving all affected jurisdictions, EPA, and the public. The Clean Air Act procedures provide a mechanism whereby TCMs can be added to, or substituted for, in the approved SIP, without a formal rulemaking process.

This letter transmits our decision that EPA concurs with the TCM substitution submitted by SCAG for OCTA. In reaching this decision, we have reviewed the technical information for the substitute TCM provided by SCAG and have determined that the substitute TCM meets the Clean Air Act section 176(c)(8) requirements for substitute TCMs. We have enclosed a table that summarizes our evaluation for the substitute TCM.

SCAG can now make conformity determinations based on this substitute TCM, and the substitute TCM is now part of the federally enforceable SIP. We anticipate that the California Air Resources Board will submit the substitute TCM for incorporation in the codified applicable SIP within 90 days, as required by Clean Air Act section 176(c)(8). EPA will then proceed to update the Code of Federal Regulations via a Federal Register notice to clarify which TCM is part of the federally enforceable SIP. If you have any questions regarding this decision, please contact me at (415) 972-3183 or Karina O'Connor at (775) 434-8176.

Sincerely,

Elizabeth J. Adams
Director, Air and Radiation Division

Enclosure

cc: Wayne Nastri, South Coast Air Quality Management District
Craig Segall, California Air Resources Board
Nesamani Kalandiyur, California Air Resources Board
Vincent Mammano, Federal Highway Administration
Antonio Johnson, Federal Highway Administration
Ted Matley, Federal Transit Administration
Rongsheng Luo, Southern California Association of Governments
Darrell Johnson, Orange County Transportation Agency
Marlon Flournoy, California Department of Transportation
Rodney Tavitas, California Department of Transportation

Enclosure – Technical Support Document for Southern California Association of Governments’ (SCAG’s) Transportation Control Measure Substitution: Traffic Signal Synchronization Projects in Orange County

Transportation Control Measure (TCM) Under Review: Toll Road Expansion Projects in the San Joaquin Hills, the Eastern and the Foothill Transportation Corridors, Replaced with three Traffic Signal Synchronization Projects in Orange County Portion of the South Coast Air Basin		Date of TCM Substitution Receipt by EPA: June 1, 2022	
Reviewers: Karina O’Connor		Date: 09/22/22	
Transportation Review Criteria from <i>Clean Air Act section 176(c)</i>		Is Criterion Satisfied? Y/N	Documentation/Comments
<i>176(c)(8)(A)(i)</i>	The substitute measures achieve equivalent or greater emissions reductions than the control measure to be replaced;	Y	<p>Three Toll Road Expansion projects in the San Joaquin Hills, the Eastern and the Foothill Transportation Corridors, in Orange County have been delayed due to issues related to reduced demand on the routes. The replacement TCM includes three Traffic Signal Synchronization Projects (on Portola Parkway, 1st Street/Bolsa Avenue and Alton Parkway) in Orange County. The replacement projects will coordinate 136 signalized intersections along over 33 miles of roadways and will provide equivalent emission reductions for PM_{2.5}, PM₁₀, CO, ROG and NO_x as supported with emission model runs and documented by the Orange County Transportation Authority (OCTA) and included in the Appendix to SCAG’s June 2022 OCTA TCM Substitution report.¹</p> <p>The methodology for analyzing emissions used assumptions and modeling techniques consistent with those used in the SIP, utilizing the Orange County Transportation Analysis Model 5.0 (OCTAM), California Air Resources Board’s (CARB’s) EMFAC2017 model and CARB’s Automated Cost-Effectiveness Calculation Tool.</p>

¹ Based on the emissions estimates in the appendix to SCAG’s Orange County Transportation Authority Transportation Control Measure Substitution Report (June 2022), in year 2022, the substitute TCMs would contribute 0.3 kg/day ROG, 3.3 kg/day NO_x, 12 kg/day CO and 0.1 kg/day PM_{2.5} emission reductions above the emission reductions associated with the original three TCMs and equivalent reductions in PM₁₀. In 2037, the substitute TCMs would contribute 0.9 kg/day ROG, 11.4 kg/day NO_x, 42 kg/day CO and 0.2 kg/day PM_{2.5} emission reductions above the emission reductions associated with the original three TCMs and equivalent reductions in PM₁₀. In 2045, the substitute TCMs would contribute 1.3 kg/day ROG, 15.8 kg/day NO_x, 57.9 kg/day CO and 0.1 kg/day PM_{2.5} emission reductions above the emission reductions associated with the original three TCMs and equivalent reductions in PM₁₀.

<i>176(c)(8)(A)(ii)</i>	The substitute control measures are implemented in accordance with a schedule that is consistent with the schedule provided for control measures in the implementation plan;	Y	The original three toll road expansion projects were to be completed by December 2022. The replacement traffic signal synchronization projects will be built and operational by December 2022. The original TCMs are not relied upon for reasonable further progress or attainment in the approved SIP. Both the original and the replacement TCM projects are located in Orange County, within the South Coast Air Basin (SCAB).
<i>176(c)(8)(A)(iii)</i>	The substitute and additional control measures are accompanied with evidence of adequate personnel and funding and authority under State or local law to implement, monitor, and enforce the control measures;	Y	OCTA has the legal authority to implement and operate the three traffic signal synchronization projects and has implemented similar projects before. OCTA has secured \$10.6 million Measure M2 and other local city matching funds for these traffic signal synchronization projects in Orange County.
<i>176(c)(8)(A)(iv)(I)</i>	The substitute and additional control measures were developed through a collaborative process that included participation by representatives of all affected jurisdictions (including local air pollution control agencies, the State air pollution control agency, and State and local transportation agencies);	Y	Interagency consultation occurred at SCAG's publicly noticed Transportation Conformity Working Group (TCWG) meeting originally on August 24, 2021, then revised and presented on February 22, 2022, prior to release of the document for a 15-day public review on March 7, 2022. SCAG provided further updates in meetings on March 22, April 26 and May 24, 2022. The documents were also emailed to the TCWG on February 17, 2022 and March 7, 2022. Members of the TCWG include: EPA, FHWA, FTA, CARB, Caltrans, the South Coast Air Quality Management District, and the county transportation authorities (including, among others, OCTA).
<i>176(c)(8)(A)(iv)(II)</i>	The substitute and additional control measures were developed through a collaborative process that included consultation with the Administrator;	Y	EPA was included in the area's TCWG process and with updates in later TCWG meetings. All comments provided were addressed and incorporated into the final TCM substitution report as appropriate.
<i>176(c)(8)(A)(iv)(III)</i>	The substitute and additional control measures were developed through a collaborative process that included reasonable public notice and opportunity for comment; and	Y	A public comment period was held on the draft report, which was presented to and approved by SCAG's Energy and Environmental Committee (EEC) on April 7, 2022 and publicly noticed on March 7, 2022. The comment period closed on March 22, 2022. The replacement TCM was presented to the SCAG Regional Council on May 5, 2022. These meetings were publicly noticed. The draft documentation was available for review at the Southern California Association of Governments office, located at 900 Wilshire Boulevard, Los Angeles, CA 90017 or www.scag.ca.gov . No comments were received.
<i>176(c)(8)(A)(v)</i>	The metropolitan planning organization, State air pollution control agency, and the Administrator concur with the equivalency of the substitute or additional control measures.	Y	The replacement TCM was approved, in the form of a vote of the SCAG Regional Council, on May 5, 2022. CARB has also concurred with the substitution in a letter dated August 23, 2022 from Craig Segall, CARB Deputy Executive Officer to Kome Ajise, Executive Director, SCAG. On September 29, 2006, concurrence on TCM substitutions was delegated from the EPA Administrator to the Regional Administrators. On August 20, 2008, concurrence on TCM substitutions was re-delegated from the Region IX Regional Administrator to the Director of the Air

			Division in Region IX. This letter documents the Region IX Air Division Director's review and concurrence on the substitution.
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