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MEETING NOTICE AND AGENDA

SAN DIEGO CONFORMITY WORKING GROUP

The San Diego Conformity Working Group may take action on any item appearing on this agenda.

MEMBER AGENCIES

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 San Diego
 Unified Port District
 San Diego County
 Water Authority
 Mexico

Wednesday, October 7, 2009

10:30 a.m. to 12 noon

SANDAG, Conference Room 8C
 401 B Street, Suite 800
 San Diego, CA 92101-4231

Staff Contact: Rachel Kennedy
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 rke@sandag.org

AGENDA HIGHLIGHTS

- UPDATING THE SANDAG OVERALL PUBLIC PARTICIPATION PLAN
- 2008 REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM (RTIP) AMENDMENT NO. 16 CONFORMITY CRITERIA AND PROCEDURES DISCUSSION

Please contact Rachel Kennedy prior to the meeting if you wish to participate by conference call.

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SAN DIEGO CONFORMITY WORKING GROUP

Wednesday, October 7, 2009

ITEM #	RECOMMENDATION
1. INTRODUCTIONS	
+2. SUMMARY OF AUGUST 12, 2009, MEETING	APPROVE
<p>The summary for the August 12, 2009, San Diego Conformity Working Group (CWG) meeting is attached. The CWG is asked to approve the meeting summary.</p>	
3. PUBLIC COMMENTS/COMMUNICATIONS	
<p>Members of the public will have the opportunity to address the working group during this time.</p>	
4. UPDATING THE SANDAG OVERALL PUBLIC PARTICIPATION PLAN	DISCUSSION
<p>SANDAG is updating the agency-wide Public Participation Plan. This plan establishes a process for communicating with and obtaining input from the public concerning agency programs, projects, and program funding. The strategies and tactics outlined in the plan guide the agency's outreach efforts for transit, highway, smart growth, environmental, planning, growth forecasts, the Regional Transportation Plan (RTP), Regional Transportation Improvement Program, Tribal Consultation, and other initiatives. SANDAG is securing input from individuals, organizations, agencies, and others in the update of the Public Participation Plan. Staff will solicit input on the elements of the plan to help guide the plan update.</p>	
5. 2008 REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM (RTIP) AMENDMENT NO. 16 CONFORMITY CRITERIA AND PROCEDURES DISCUSSION	DISCUSSION
<p>The CWG will discuss the conformity criteria and procedures to be followed to determine conformity of the 2008 RTIP Amendment No. 16 and to redetermine conformity of the 2030 RTP. SANDAG staff will make brief presentations on the following topics:</p>	
<ul style="list-style-type: none">a. Travel Demand Modelb. Regional Growth Forecastc. Public Involvement and Outreachd. Financial Assumptionse. Latest emissions model, emissions budgetsf. Exempt project listg. List of projects to be included in Amendment No. 16h. Transportation Control Measures	

ITEM

RECOMMENDATION

6. EMISSION FACTORS (EMFAC) 2010 DEVELOPMENT

DISCUSSION

California Air Resources Board (CARB) staff will provide the CWG with an update on the development of the next generation of EMFAC software.

7. EIGHT-HOUR OZONE STANDARD RE-CLASSIFICATION UPDATE

DISCUSSION

Staff from United States Environmental Protection Agency (U.S. EPA) and the San Diego County Air Pollution Control District (SDCAPCD) will provide an update on the provision to revise the Former 1-Hour Ozone Standard and its significance to the San Diego region.

8. OTHER BUSINESS

9. UPCOMING MEETING

INFORMATION

The next meeting of the CWG is scheduled for Wednesday, November 4, 2009, from 10:30 a.m. to 12 noon at SANDAG.

+ next to an item indicates an attachment

San Diego Association of Governments
SAN DIEGO CONFORMITY WORKING GROUP

October 7, 2009

AGENDA ITEM NO.: **2**

Action Requested: APPROVE

SUMMARY OF AUGUST 12, 2009, MEETING

File Number 3100600

Item #1: Introductions

Self-introductions were made. See attached attendance list.

Item #2: Summary of June 3, 2009, Meeting

Rachel Kennedy, SANDAG, asked the CWG to review the meeting summary. No corrections or comments were made.

Item #3: Public Comments/Communications

Michael Toney, member of the public, stated that water levels in Lakes Mead and Powell have decreased as a result of overdevelopment. He expressed concern that projections in the regional growth forecast are understated. Mr. Toney compared the situation in San Diego County to Arizona where a pro-growth stance leads to significant drops in water levels.

Elisa Arias, SANDAG, stated that Item 5 on the agenda would address some of his questions and provide information on water projections as they relate to the Regional Growth Forecast.

Item #4: 2050 RTP: Work Program and Schedule

Heather Werdick, SANDAG, provided the CWG with an overview of the 2050 RTP work program and schedule. SANDAG prepares a long-range transportation plan and makes an air quality conformity determination every four years. This RTP update has a horizon year of 2050—the furthest SANDAG has extended an RTP horizon year.

Ms. Werdick highlighted several new aspects of this RTP update, including the 2050 Regional Growth Forecast and new requirements called for in Senate Bill 375 (SB 375). SANDAG is updating the RTP goals and objectives from the 2030 RTP. A discussion of the revised goals is scheduled to take place at the September Policy Board meeting.

SANDAG is taking a fresh look at the transportation network through the Urban Core Transit Strategy, which seeks to evaluate regional transit strategies to maximize peak-period transit mode share in urban core areas. The strategy will result in three or four alternatives that will be factored

into the 2050 RTP analysis for the long-term regional transit vision, as well as some short-term action plans and implementation strategies that can be used in the interim years. A Request for Proposals was released earlier this summer, contract negotiations are underway, and a consultant to complete the work is anticipated to be on board within the next two months. The Board of Directors will be asked to approve the resulting transit alternatives for use in 2050 RTP development next spring.

The main new input to the 2050 RTP is the development of a Sustainable Communities Strategy (SCS) as required by SB 375, which will be designed to show how regional greenhouse gas (GHG) reduction targets established by CARB can be achieved through development patterns, infrastructure investments, and/or transportation measures or policies that are determined to be feasible. If this SCS does not meet the targets established by CARB, an alternative planning strategy will need to be prepared.

Other new elements in this RTP will include an economic analysis of RTP investment strategies, which examines economic indicators to see how well different investment strategies perform. Other related ongoing work elements include incorporation of corridor studies such as the Interstate 5 South Multimodal Corridor Study and recommendations from the San Diego Regional Bicycle Plan and other regional studies. SANDAG will also be updating the project evaluation criteria to rank projects and plan performance measures, completing enhanced environmental justice analyses, new revenue projections, revised cost estimates for projects and services, and integration of technology and transportation demand management measures into investment strategies. Additionally, the 2050 RTP will be subject to any new requirements established in the upcoming federal surface transportation reauthorization, which is anticipated to be passed in 2010 and will incorporate updated California Transportation Commission RTP Guidelines.

Ms. Werdick highlighted some of the regular work elements involved in developing the 2050 RTP. A public participation plan (PPP) is being updated and is scheduled to be complete by the end of this year. A new Regional Planning Stakeholders Working Group (SWG) was created to provide input on the development of key work elements in the planning process, including the PPP. The SWG consists of representatives from different community groups across the region. The first SWG meeting is scheduled for next month. The Environmental Impact Report (EIR) for the 2050 RTP will also require analysis beyond what has been included in previous RTP EIRs.

Page 17 of the agenda packet contains a list of working groups that will be involved in preparing some aspect of the 2050 RTP. Ms. Werdick pointed out the CWG's proposed roles and responsibilities, including participation in the PPP, consultation on scenarios for the SCS, and taking the lead on the air quality conformity analysis.

Work is underway for many of the elements required for this new RTP. The CWG will be informed of future involvement and kept apprised of ongoing progress. The overall goal is to release a draft RTP/EIR in February 2011 with final adoption by July 2011.

Dennis Wade, CARB, asked if the environmental document would be a full EIR and if the additional analysis for the EIR will consist mainly of climate change and SB 375 requirements. Ms. Werdick stated that the issues of climate change and SB 375 requirements are the focus of the additional analyses in the EIR, and the document would be a full EIR.

John Kelly, U.S. EPA, asked if there is a need for adequate budgets for air quality analysis before the RTP is finalized, and if so, how this issue is being considered. There is a possibility of a moderate (or higher) classification State Implementation Plan (SIP) being submitted, which calls for budgets and incorporation of those budgets into the documentation.

Ms. Arias stated that the availability of adequate budgets depends on the final rule from the U.S. EPA. She stated that there is a desire to use the most recent budgets.

Carl Selnick, SDCAPCD, stated that because the RTP is anticipated in mid-2011, he is working toward submitting a SIP in 2010 even though it is unknown when the U.S. EPA will finalize the rule. Mr. Selnick hopes that there will be time to have budgets for the current SIP determined adequate prior to RTP adoption.

Ms. Arias asked if the SIP would be complete during early, mid, or late 2010.

Mr. Selnick stated that the date is dependent on the final rule from the U.S. EPA. The range for this SIP submittal would be mid to late 2010, depending on the level of classification required (moderate, serious, etc.).

Item #5: 2050 Regional Growth Forecast

Clint Daniels, SANDAG, provided the CWG with a status report on the development of the 2050 Regional Growth Forecast and how the forecast relates to the RTP. He referred to the PowerPoint presentation included in the agenda packet, which was given to the Board of Directors on July 10, 2009.

The Series 12 forecast is currently being developed. The forecast will project population and development patterns through the year 2050. The previous forecast (Series 11) projected growth through 2030. The goals of the 2050 forecast are to: (1) produce a region-wide growth forecast that is accurate and reasonable and (2) produce a subregional forecast based on local plans, policies, and an understanding of likely development patterns in the future that could reasonably accommodate projected growth within the region.

The forecast is based upon the existing General Plans where applicable. Based on existing plans, the region will run out of housing capacity in 2035. SANDAG is working with local jurisdictions to determine how to meet the housing shortfall. The growth forecast is used as the basis for other regional planning efforts, including the Regional Comprehensive Plan, the update to the Regional Water Plan, circulation and housing elements in local General Plans, and facility planning. Both the growth forecast and the RTP goals and objectives feed into the overall RTP development process.

Mr. Daniels described draft results of the growth forecast as shown on slide 7 in the presentation. The projected population will be 4.4 million in 2050 compared to 3.1 million currently. The current housing units are approximately 1.1 million and projected to increase to approximately 1.5 million in 2050. The region will face a shortfall of 70,000 units in 2050 based on capacity in General Plans. Based on regulations contained in SB 375, SANDAG must remain within a 3 percent margin of error compared to the California Department of Finance growth projections throughout the lifespan of the RTP. SANDAG is currently within the allowable margin of error.

Slide 8 shows the change in demographics over the forecast horizon year. Some notable changes in the population as shown on the graph include growth in the military population and the senior population over the next 40 years.

The forecast makes growth projections where capacity allows for growth in current General Plans. Historically, when SANDAG projected housing capacity to 2030, the region ran out of housing capacity in 2030. An interregional commute model based on existing practices was used to show how residents would move to neighboring counties and commute to work, thereby absorbing the excess capacity. Under SB 375, SANDAG is required to provide the opportunity for all housing capacity to be constructed within the region.

SANDAG is anticipating that the region will face a net deficit of 70,000 housing units throughout the lifecycle of the forecast. The deficit begins to show up in the forecast around 2035—five years later than previously projected in the forecast. There are two main reasons for the extension of the housing capacity: the economic slowdown delaying some growth and efforts of some jurisdictions to build higher densities.

Most of the existing housing capacity in the county is located in urban areas. Capacity slowly starts to disappear over the life of the forecast throughout the county. By 2040, capacity is expended in the northern part of the county and sometime before 2050, capacity has run out in the entire county.

SANDAG staff has been working with the planning directors from each jurisdiction to develop land use scenarios that could serve as 'catch-all' plans to make up the deficit in housing capacity in the future. But based on discussion and feedback from the Board of Directors in June, SANDAG staff revised the approach to include working with each jurisdiction individually to develop a likely land use scenario for the later years of the forecast. Staff has met with three jurisdictions so far and received positive feedback on this revised approach.

Next steps for the forecast include continued meetings with city councils and the Board of Supervisors, developing a draft forecast by December 2009, and completing the final forecast by February 2010.

Ms. Arias asked Mr. Daniels to respond to the concern about water capacity for the region in relation to the forecast.

Mr. Daniels stated that the issue of water is not specifically addressed in the forecast because the San Diego County Water Authority has jurisdiction over forecasting water needs. SANDAG works closely with the Water Authority on their forecasting procedures, including supplying growth data. It is the policy of the Water Authority to continue to supply water to meet regional demand. This does not mean that there will not be temporary shortages, but the agency will continue to keep up with demand and planning projections should not include water as a growth constraint at this time.

Mr. Kelly asked if the Water Authority considers meeting demand regardless of where that demand is located in the county. Ed Schafer, SANDAG, stated that 97 percent of the population lives in the current water service area, and this is where most of the projected growth will occur.

Mr. Kelly asked if the Water Authority does water supply predictions beyond the 2010 Water Plan. Mr. Schafer stated that the Water Authority is required to use the SANDAG forecast for its demand projections and service planning. They produce a 20-year forecast and use a five-year planning process, while SANDAG uses a four-year planning process.

Ms. Kennedy asked Wade Hobbs and Stew Sonnenberg, Federal Highway Administration, to discuss the situation that the SANDAG forecast is based on General Plans, which do not extend out to the horizon year of the forecast (2050). She asked if the approach outlined by Mr. Daniels is a good approach to dealing with years past 2030.

Mr. Hobbs stated that he does not see any problems or need for comment at this point and Mr. Sonnenberg stated that he would like to follow up with Ms. Kennedy and the SANDAG modeling staff to discuss the issue.

Mr. Kelly asked if the forecast includes the changes that are occurring at the San Ysidro Port of Entry and their implications for housing patterns.

Ms. Arias stated that the SANDAG travel demand model considers all of the border crossings in the region as points of entry for the county and contains growth projections for each border crossing.

Mr. Daniels stated that the interregional commute model does not yet account for delays traveling southbound into Mexico. SANDAG is examining how these changes should be modeled.

Item #6: EMFAC 2010 Development

Dennis Wade, CARB, stated that development of the EMFAC 2010 model continues. The draft model is scheduled for release in mid-2010 and subsequent submission to the U.S. EPA by the end of 2010 to avoid any issues with the expiration of latest planning assumptions in EMFAC 2007. EMFAC 2010 will include the latest travel data from metropolitan planning organizations (MPOs), rules adopted after release of EMFAC 2007, and the latest fleet information from the California Department of Motor Vehicles. CARB will be providing MPOs with an opportunity to submit updated travel data in early 2010.

Ms. Kennedy stated that SANDAG held a discussion with CARB regarding the horizon year of the EMFAC 2010 model. The horizon year for the next San Diego RTP will be 2050, and the horizon year for the EMFAC model is currently 2040. CARB will not be moving the model horizon year to 2050 due to a lack of confidence in predicting vehicle fleet data out to 2050. CARB has made no official decision on how to treat areas with horizon years beyond the year of the model.

Ms. Arias asked how SANDAG should follow up with CARB in order to start the discussion about provision of adjustment factors to remedy the horizon year discrepancy. Mr. Wade stated that Ms. Arias can send him a note describing exactly what SANDAG would need to adjust for-being as specific as possible-and he would set up a meeting with the CARB mobile source group.

Ms. Arias stated that the U.S. EPA approval of the EMFAC model with a 2010 submission for use in conformity is critical prior to the July 2011 RTP adoption. Mr. Kelly stated that he would discuss this issue with Karina O'Connor of the U.S. EPA.

Mr. Wade stated that the U.S. EPA allows up to a two-year grace period before use of the model is required. Ms. Arias stated that the issue is the budgets used—if SANDAG uses budgets developed with EMFAC 2010, then conformity would need to be done using the same model. Mr. Selnick stated that the new EMFAC model will not be available for the SIP he is currently working on for submission in 2010.

Mr. Wade stated that the grace period may allow for use of EMFAC 2007 for SANDAG's purposes.

Mr. Selnick asked about the problem of using the latest planning assumptions. Mr. Wade stated that the assumptions will be just five years old in 2010 if all goes well and will not be significantly out of date. The U.S. EPA may consider it acceptable to use 2007 assumptions in addition to weighing other factors, as well.

Mr. Selnick stated that the Motor Vehicle Emission Simulation (MOVES) model has a 2050 horizon year. He suggested that the same ratio used in MOVES to project out to 2050 could be applied to 2040. EMFAC may be one method of obtaining the RTP conformity analysis.

Mr. Wade stated that this is an option and asked that Mr. Selnick e-mail this information to him, and he would pass it to other CARB staff for consideration. He stated that the unwillingness to forecast beyond 2040 stems from the agency's inability to predict what emissions will look like through 2050. This, however, does require discussion about steps that are needed to deal with RTPs which will have a horizon year of 2050.

Item #7: Eight-Hour Ozone Standard Reclassification Update

Mr. Kelly provided an update on the Eight-Hour Ozone rulemaking and its significance to the San Diego region. The U.S. EPA is considering giving regions that were classified under Subpart 1 basic a classification under Subpart 2. There was a January 16 proposal on this issue.

Mr. Kelly stated that the new assistant administrator for the air department at the U.S. EPA, Jenna McCarthy, was briefed on the reclassification issue. The 2007 marginal attainment date has passed. Considering 2001–2003 ozone monitoring data, all Subpart 1 areas were going to fall into either initial classifications of moderate or marginal (these do not include those regions that would need to request a bump-up). Initial classifications are different than those which areas will need to apply once they begin modeling for their attainment demonstration. In order to accommodate the fact that the marginal attainment deadline had passed, the U.S. EPA proposed initial classifications based on 2002–2003 data, and if they are marginal as an initial classification, the U.S. EPA would look to see if they attained by their attainment date using the normal procedure. This approach was proposed in January 2009. With more delay, attainment dates for moderate areas will pass and will need to be treated similarly. Mr. Kelly stated that he anticipates that 2009 data would need to be certified for monitoring in May 2010.

Mr. Kelly asked if any members of the CWG knew if the May 2010 date was correct. Mr. Selnick stated that he was not aware of any certification date requirements for air quality data.

Mr. Kelly noted that the State usually certifies the previous years' ozone data by July 1, but he believes the date was moved to May. If the State were to certify 2009 ozone data by May 2010, this would pose problems for final classifications because if the data show 2007, 2008, and 2009 did not attain for a particular area, then the initial classification would be incorrect. The U.S. EPA should assess whether the area met their attainment date and determine if the area could qualify for the first of two one-year extensions allowed under the Clean Air Act. If the last year of data is clean, an area can qualify for a one-year extension, and if both of the last years of data were clean, an area can qualify for up to a two-year extension.

Mr. Kelly stated that he anticipates seeing a final decision on the Subpart 1 and Subpart 2 issue by the end of the calendar year so as to avoid revising the action taken in the proposal. The SIP due date would likely be around the end of 2010 (12 months after final decision). This would then allow for budgets to be found adequate within the timeframe of the July 2011 RTP. Mr. Kelly stated that for the attainment demonstration due in late 2010, the U.S. EPA may apply a policy allowing a bump-up request by that due date rather than an attainment demonstration by that due date. If this were the case, the bump-up request would trigger the U.S. EPA to propose and then finalize SIP submittal deadlines.

Mr. Selnick stated that he was glad to hear this information and noted that the CWG would have to make some considerations regarding budgets. If San Diego does not submit an attainment demonstration, the region would need to use the latest adequate budgets. Mr. Selnick stated that San Diego has not exceeded the .08 standard this year up through August 12.

Mr. Kelly stated that there are not normally exceedances in California during the last four months of the year. He stated that as soon as he receives information about the Subpart 1/Subpart 2 issue, he would forward it to the CWG.

Mr. Kelly stated that he would like to give a brief update on the ozone National Ambient Air Quality Standard (NAAQS) 2008. The NAAQS is directly related to the designations process that is underway. The ozone standard was set from a .084 parts per million (ppm) rounded level to .075 ppm in March 2008. In February, the U.S. EPA was litigated on this ruling from both the environmental side and industries. The U.S. EPA asked the court for a 180-day abeyance, and no parties objected—the abeyance was approved to last until September 16, 2009.

Mr. Kelly anticipates an answer to the lawsuit on the September 16 deadline. The .075 ppm standard was significantly above what the Clean Air Scientific Advisory Committee (CASAC) recommended (CASAC recommended a range of .060–.070 ppm). There are several possible timeframes for when this standard would be implemented.

Item #8: MOVES2009 Development

Ms. Kennedy provided information on MOVES2009. The U.S. EPA released a draft version of MOVES2009 in April 2009 and anticipates submitting the final version by the end of the year. California does not use MOVES for conformity determinations. Some differences between MOVES2009 and the previous version are that the newer version has a horizon year of 2050.

Item #9: Proposed Revisions to the NAAQS for Nitrogen Dioxide (NO2)

Mr. Kelly provided information to the CWG about the proposed revisions to the NO2 standard. Mr. Kelly sent a link to the CWG for the NO2 standard where the factsheet can be downloaded (Attachment 9 in agenda packet).

There is currently an annual NO2 standard, but there is not an hourly standard. The U.S. EPA is proposing to retain the current annual average NO2 standard of 53 parts per billion (ppb) and create a new one-hour standard at a level between 80–100 ppb. The U.S. EPA is taking comment on alternative levels below that range.

For the new one-hour NO2 standard, the U.S. EPA is proposing a three-year average of the fourth-highest daily maximum or a three-year average of the ninety-ninth percentile of the annual distribution of daily maximum, one-hour average concentrations.

Mr. Kelly stated that in the past, the U.S. EPA has retained a form of a standard (e.g., PM2.5) and did not do a set of designations related to the unchanged part of the standard. If this standard is finalized, it is likely that the designations process would not include designations for the NO2 annual standard.

This proposal includes changes to NO2 monitoring, which would include monitoring peak concentrations for one hour near roadways.

Mr. Selnick stated that he heard that the U.S. EPA anticipates designating almost every place in the country unclassifiable two years after finalizing the NAAQS. The roadside monitoring would be scheduled to start at the beginning of 2013, resulting in data available for roadside monitoring for 2013–2015. The U.S. EPA could then designate areas' attainment or non-attainment based on that data in 2016. The NAAQS will have already been reviewed again in 2015, so this may change.

Based on the current monitoring network, initial designations would be required in 2012; areas would be designated as unclassifiable. There is a possibility that some areas' current monitors could monitor a violation, in which case they would be designated non-attainment.

Mr. Kelly stated that according to Congress, designations must be complete within two years after changing the NAAQS. It is likely that the U.S. EPA would wait another year past 2012 until data is available rather than classifying areas as unclassifiable.

Mr. Selnick stated that data would not be available one year later, which precludes taking a one-year extension. Mr. Kelly asked if Mr. Selnick had any inclination as to how San Diego would be classified.

Mr. Selnick stated that San Diego has one border site that monitored some values over 100 ppb, but there is consideration that the border site is unrepresentative, and there was a proposal to eliminate that site. There are also concentrations in downtown that are close to 80 ppb. There is a chance that bad air quality years in 2009 and 2010 would create the possibility of a non-attainment designation. There is also an alternative proposal if it proves too difficult to have the roadside

monitoring network; the U.S. EPA was proposing to have a standard in the range of 50–75 ppb using the current monitoring network. Mr. Selnick stated that he listened to the CASAC report; CASAC supports the U.S. EPA proposal, except with regard the percentile.

Mr. Kelly stated that he should hold a future discussion about the NO₂ standard and implications in San Diego.

Item #10: Other Business

Ms. Kennedy stated that the next state-wide conformity working group meeting will be held September 23, 2009, with a conference call scheduled from 10 a.m. to 2 p.m.

Item #11: Next Meeting

Ms. Kennedy stated that the next meeting of the CWG is scheduled for September 9, 2009, from 10:30 a.m. to 12 noon. She will send meeting materials to the group in advance.

Key Staff Contact: Rachel Kennedy, rke@sandag.org, (619) 699-1929

San Diego Region Conformity Working Group

Meeting Attendance

August 12, 2009

Name	Agency
Dennis Wade (phone)	CARB
Rodney Tuvitas (phone)	Caltrans
Jose Marquez	Caltrans
Wade Hobbs (phone)	FHWA
Stew Sonnenberg (phone)	FHWA
Elisa Arias	SANDAG
Clint Daniels	SANDAG
Andrea Hoff	SANDAG
Rachel Kennedy	SANDAG
Ed Schafer	SANDAG
Heather Werdick	SANDAG
Carla Walecka (phone)	TCA
John Kelly (phone)	U.S. EPA
Michael Toney	Public