



## MEMORANDUM

**DATE:** May 7, 2020

**TO:** Transportation Conformity Working Group  
Southern California Association of Governments

**FROM:** Keith Cooper, Principal

**SUBJECT:** Interagency Consultation for City of Temecula Interstate 15 Congestion Relief Project Auxiliary Lane Exemption Status Confirmation

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The City of Temecula (City) is requesting that the Transportation Conformity Working Group (TCWG) confirm that the proposed Interstate 15 (I-15) Auxiliary Lane Project (proposed project) is exempt from the requirement to demonstrate transportation conformity per 40 CFR 93.126.

The following **Attachments** are provided to aid the TCWG in reaching its decision:

1. Project Description
2. Postmiles Exhibit
3. Proposed Project FTIP Description
4. Clarifications on Exempt Project Determinations

Note that the *Clarification on Exempt Project Determinations* attachment has highlighted the text related to auxiliary lanes on page 3 of that attachment.

It is requested that the TCWG concur that this proposed project is exempt from the requirement to demonstrate transportation conformity per 40 CFR 93.126 via “reply to all.” Your concurrence is requested by **Thursday, May 21, 2020, at 5:00 p.m.** An interagency conference call may be held upon request. Thank you.

# **ATTACHMENT 1**

Project Description  
Interstate 15 Congestion Relief Project



## EA 1K402 (Riv 15 PM 3.4/5.0) – I-15 CONGESTION RELIEF PROJECT

### PROJECT DESCRIPTION

#### PURPOSE & NEED

March 4, 2020

#### Project Description:

The City of Temecula (City), in cooperation with the California Department of Transportation (Caltrans) District 8, proposes to construct (1) one northbound auxiliary lane from 0.6 mile north of Temecula Parkway (Pkwy) to 0.5 miles south of Rancho California Road (Rd.) on Interstate 15 (I-15), Post Mile (PM) 3.7 to 4.5, in the City of Temecula in southwestern Riverside County. To accommodate the widening of northbound I-15, the project scope also includes construction of a Sub-Horizontal Ground Anchor Wall in the easterly abutment slope under the Santiago Road Bridge (Br. No. 56-654) and drainage system modifications. Associated construction activities, including advance signage and transition striping, would extend approximately one-half mile from each end of the project limits to PM 3.4 in the south and PM 5.0 in the north. It is anticipated that all proposed improvements would be constructed within the existing Caltrans right of way.

#### Purpose:

The purpose of the project is to increase throughput on the northbound mainline, increase speeds, and decrease the severity and duration of congestion within the project limits. Vehicles need to be given more time to reach freeway speeds before merging into traffic, and opportunity to find appropriate gaps to merge onto freeway lanes without causing slowing.

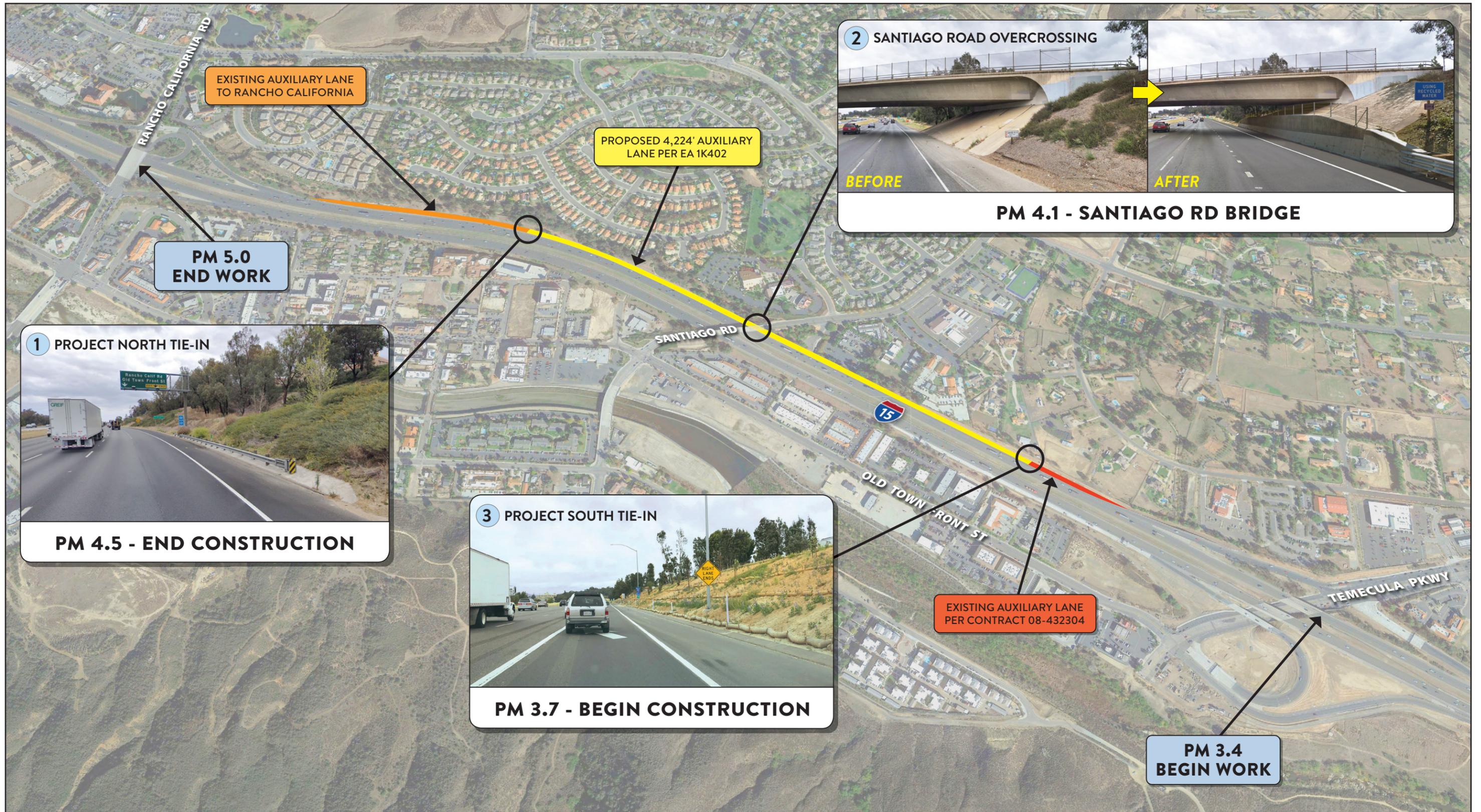
#### Need:

The segment of northbound I-15 within the project limits experiences recurrent congestion during peak commute times and weekends. I-15 is the only major freeway that connects the Riverside and San Diego Counties. The corridor is heavily used by passenger as well as freight traffic. Congestion is caused by the merge and diverge movements of large volumes of vehicles entering the freeway from Temecula Parkway and exiting at Rancho California Road. The combination of these operational issues are causing the throughput of the mainline to be significantly reduced.



**ATTACHMENT 2**

Postmiles Exhibit  
Interstate 15 Congestion Relief Project



## **ATTACHMENT 3**

Project FTIP Description  
Interstate 15 Congestion Relief Project



Project Sheet - No Comments

2019 FTIP (FY 2018/2019 - FY 2023/2024)  
 Local Highway, State Highway, Transit  
 Final County TIP  
 Cost in Thousands

Project ID	RIV200738	County: Riverside	Version:	6	Amendment	9
Agency	TEMECULA					
System	S	Route	15	CTC Update	7/25/2019 5:38 PM	
Begin PM	3.4	Conform Cat.	EXEMPT/MODELED	by	Masters	
End PM	5	Air Basin	SCAB	SCAG Update	9/3/2019 9:54 AM	
Signage Begin PM		Signage End PM		by	Gutierrez	
Phase	Environmental Document/Pre-design Phase (PA&ED)					
Program Code:	CAN21	AUXILIARY LANE NOT THROUGH NEXT INTERSECTION			RTP ID	REG0701
Scheduled Dates	Starting	Ending	Completion Date:	CTIPS ID		
PAED			12/30/2024	Model No.		
PS&E(ENG)			Current Project Status:	Env. Doc. Type	CE	
ROW			Federal Approved as of	Env. Doc. Date	12/30/2022	
CON			9/3/2019 9:54:56 AM	Year Added		
Change Reason:	NEW PRJ					
Project Description:					Project Total Cost:	7,225

IN WESTERN RIVERSIDE COUNTY IN THE CITY OF TEMECULA: ON I-15 CONSTRUCT NB AUXILIARY LANE FROM TEMECULA PARKWAY ON-RAMP TO THE RANCHO CALIFORNIA ROAD OFF-RAMP.

Fund Type	Fiscal Year	ENG	ROW	CON	Fund Total
	2019/2020	1,100		4,875	5,975
CITY FUNDS		1,100		4,875	5,975
	2019/2020			1,250	1,250
SHOPP - ADVANCE CONSTRUCTION				1,250	1,250
Total		1,100		6,125	7,225

## **ATTACHMENT 4**

Clarifications on Exempt Project Determinations  
Interstate 15 Congestion Relief Project

## Clarifications on Exempt Project Determinations

This information is based on consultation with the United States Environmental Protection Agency (U.S. EPA) and the Federal Highway Administration (FHWA) Headquarters' offices on the interpretation of exempt categories under 40 CFR 93.126. The intent of this document will be to better clarify and help streamline the Project of Air Quality Concern (POAQC) interagency consultation process for some projects since that step will not be required for projects that are exempt from both project-level and regional conformity.

### Identification of Exempt Projects under 40 CFR 93.126

#### What is a Transportation Project?

The definition of a "highway project" or "transit project" is found in 40 CFR 93.101. Transportation Conformity applies to federal highway and transit projects (i.e., those that are funded or approved by FHWA or the Federal Transit Administration [FTA]) that meet one of these two definitions, and not other types of projects. Definitions from 40 CFR 93.101:

"Highway project" is an undertaking to implement or modify a highway facility or highway-related program. Such an undertaking consists of all required phases necessary for implementation. For analytical purposes, it must be defined sufficiently to:

- (1) Connect logical termini and be of sufficient length to address environmental matters on a broad scope;
- (2) Have independent utility or significance, i.e., be usable and be a reasonable expenditure even if no additional transportation improvements in the area are made; and
- (3) Not restrict consideration of alternatives for other reasonably foreseeable transportation improvements.

"Transit project" is an undertaking to implement or modify a transit facility or transit-related program; purchase transit vehicles or equipment; or provide financial assistance for transit operations. It does not include actions that are solely within the jurisdiction of local transit agencies, such as changes in routes, schedules, or fares. It may consist of several phases. For analytical purposes, it must be defined inclusively enough to:

- (1) Connect logical termini and be of sufficient length to address environmental matters on a broad scope;
- (2) Have independent utility or independent significance, i.e., be a reasonable expenditure even if no additional transportation improvements in the area are made; and
- (3) Not restrict consideration of alternatives for other reasonably foreseeable transportation improvements.

Projects that do not fit into these definitions (e.g., vehicle charging stations) are not subject to project-level conformity.

## Clarifications on Exempt Project Determinations

### What are Exempt Projects?

Projects that are exempt from conformity are generally those that are air quality neutral and are organized into the categories of Safety, Mass Transit, Air Quality, and Other. Transportation projects of the types listed in Table 2 of 40 CFR 93.126 (see attachment) are generally exempt from the requirement to determine project-level conformity, except in limited cases. In addition, the projects can proceed in the absence of a conforming transportation plan and Transportation Improvement Program (TIP).

Note that a project of the type listed in Table 2 is not exempt if, through the interagency consultation procedures, it is decided that potentially adverse emissions impacts may exist for any reason (see §93.105(c)(1)(iii)). EPA, FHWA, and FTA are parties to interagency consultation as well as state and local air quality and transportation agencies. States and Metropolitan Planning Organizations (MPOs) must ensure that exempt projects do not interfere with the implementation of approved Transportation Control Measures (TCMs) in a State Implementation Plan (SIP).

### Is the Project on the Exempt List?

To be exempt from project-level conformity, the project must be one of the project types listed in Table 2 of 40 CFR 93.126 of the Transportation Conformity rule. As mentioned above, the project types are grouped into Safety, Mass Transit, Air Quality and Other. The projects listed in Table 2 are shown below.

### Are Projects in the State's Highway Safety Improvement Program Always Exempt?

Yes. As "Highway Safety Improvement Program implementation" is listed in Table 2, projects that are in the state's Highway Safety Improvement Program (HSIP) are exempt, regardless of funding source. That is, projects that are listed in the state's HSIP are exempt even if they are not funded from "Safety" funds but funded by other sources, such as "Surface Transportation Program" funds.

### Can Projects that Are Undertaken for Safety but Are Not Listed in the HSIP Be Exempt?

Under certain circumstances, it's possible that such a project could be exempt under the item "Projects that correct, improve, or eliminate a hazardous location or feature" from 40 CFR 93.126 Table 2. For a project to be exempt under this category, a project sponsor would need to present data to the interagency consultation workgroup to demonstrate that the project would resolve a safety issue. For example, if a transportation agency has accident data to show that a location is hazardous and can explain how the project would correct, improve, or eliminate the hazardous location or feature, with Interagency Consultation Workgroup concurrence the project could move forward as exempt.

However, a project sponsor would *not* need to supply safety data for the following three types of projects, as EPA and FHWA have already agreed that these projects are generally exempt, though this may require concurrence through interagency consultation:

1. Road diets: A road diet is a project where one or more vehicle travel lanes are removed to accommodate a variety of transportation modes.<sup>i</sup> Road diets are done for safety purposes. If a road diet is part of a state's Highway Safety Improvement Program, the road diet is exempt under 40 CFR 93.126, Table 2 item, "Highway Safety Improvement Program implementation." If not, a road diet can still be considered exempt under the Table 2 item, "Projects that correct, improve, or eliminate a hazardous location or feature." For more information about road diets, including the "Road Diet Informational Guide," please refer to FHWA's webpage at [https://safety.fhwa.dot.gov/road\\_diets/](https://safety.fhwa.dot.gov/road_diets/).

## Clarifications on Exempt Project Determinations

2. **Auxiliary lanes:** An auxiliary lane is defined as the portion of the roadway adjoining the traveled way for speed change, turning, weaving, truck climbing, maneuvering of entering and leaving traffic, and other purposes supplementary to through traffic movement.<sup>ii</sup> If an auxiliary lane is less than 1 mile in length, it can be considered exempt under the Table 2 item, “Projects that correct, improve, or eliminate a hazardous location or feature.” For more information about auxiliary lanes, please refer to FHWA’s webpage at [https://ops.fhwa.dot.gov/freewaymgmt/publications/frwy\\_mgmt\\_handbook/chapter5.htm#5-4](https://ops.fhwa.dot.gov/freewaymgmt/publications/frwy_mgmt_handbook/chapter5.htm#5-4).
3. **Ramp metering:** Ramp metering projects involve installing traffic signals on highway on-ramps to control the frequency at which vehicles enter the flow of traffic, and they are also exempt under the Table 2 item, “Projects that correct, improve, or eliminate a hazardous location or feature.” For more information about ramp metering projects, please refer to FHWA’s webpage at <https://ops.fhwa.dot.gov/publications/fhwahop14020/sec1.htm>.

Note that 40 CFR 93.105(c)(1)(iii) anticipates that the interagency consultation procedures will include a specific process to evaluate “whether projects otherwise exempted ... should be treated as non-exempt in cases where potential adverse emissions impacts may exist for any reason.” Therefore, if a road diet, an auxiliary lane less than 1 mile in length, a ramp meter, or any other project labeled “exempt” has “potential adverse emissions impacts,” refer to the governing interagency consultation procedures for the process to evaluate whether it should be treated as non-exempt.

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<sup>i</sup> A typical road diet involves converting an existing four-lane undivided roadway segment to a three-lane segment consisting of two through lanes and a center, two-way left-turn lane. The reclaimed space can be allocated for other uses, such as turn lanes, bus lanes, pedestrian refuge islands, bike lanes, sidewalks, etc.

<sup>ii</sup> “A Policy on Geometric Design of Highways and Streets,” American Association of State Highway and Transportation Officials, Washington, D.C., 2001. As cited in FHWA’s “Freeway Management and Operations Handbook,” Chapter 5, found at [https://ops.fhwa.dot.gov/freewaymgmt/publications/frwy\\_mgmt\\_handbook/chapter5.htm#ref5](https://ops.fhwa.dot.gov/freewaymgmt/publications/frwy_mgmt_handbook/chapter5.htm#ref5).

## Attachment 1

### 40 CFR 93.126

#### **Safety**

Railroad/highway crossing.  
Projects that correct, improve, or eliminate a hazardous location or feature.  
Safer non-Federal-aid system roads.  
Shoulder improvements.  
Increasing sight distance.  
Highway Safety Improvement Program implementation.  
Traffic control devices and operating assistance other than signalization projects.  
Railroad/highway crossing warning devices.  
Guardrails, median barriers, crash cushions.  
Pavement resurfacing and/or rehabilitation.  
Pavement marking.  
Emergency relief (23 U.S.C. 125).  
Fencing.  
Skid treatments.  
Safety roadside rest areas.  
Adding medians.  
Truck climbing lanes outside the urbanized area.  
Lighting improvements.  
Widening narrow pavements or reconstructing bridges (no additional travel lanes).  
Emergency truck pullovers.

#### **Mass Transit**

Operating assistance to transit agencies.  
Purchase of support vehicles.  
Rehabilitation of transit vehicles.<sup>1</sup>  
Purchase of office, shop, and operating equipment for existing facilities.  
Purchase of operating equipment for vehicles (e.g., radios, fareboxes, lifts, etc.).  
Construction or renovation of power, signal, and communications systems.  
Construction of small passenger shelters and information kiosks.  
Reconstruction or renovation of transit buildings and structures (e.g., rail or bus buildings, storage and maintenance facilities, stations, terminals, and ancillary structures).  
Rehabilitation or reconstruction of track structures, track, and trackbed in existing rights-of-way.  
Purchase of new buses and rail cars to replace existing vehicles or for minor expansions of the fleet.<sup>1</sup>  
Construction of new bus or rail storage/maintenance facilities categorically excluded in 23 CFR part 771.

#### **Air Quality**

Continuation of ride-sharing and van-pooling promotion activities at current levels.  
Bicycle and pedestrian facilities.

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<sup>1</sup> NOTE: In PM<sub>10</sub> and PM<sub>2.5</sub> nonattainment or maintenance areas, such projects are exempt only if they are in compliance with control measures in the applicable implementation plan.

## Attachment 1

### **Other**

Specific activities which do not involve or lead directly to construction, such as:

- Planning and technical studies.

- Grants for training and research programs.

- Planning activities conducted pursuant to titles 23 and 49 U.S.C.

- Federal-aid systems revisions.

Engineering to assess social, economic, and environmental effects of the proposed action or alternatives to that action.

Noise attenuation.

Emergency or hardship advance land acquisitions (23 CFR 710.503).

Acquisition of scenic easements.

Plantings, landscaping, etc.

Sign removal.

Directional and informational signs.

Transportation enhancement activities (except rehabilitation and operation of historic transportation buildings, structures, or facilities).

Repair of damage caused by natural disasters, civil unrest, or terrorist acts, except projects involving substantial functional, locational or capacity changes.