APPENDIX 3.3-B: MEMORANDUM DESCRIBING CONSISTENCY WITH THE MERCED TO FRESNO GENERAL CONFORMITY DETERMINATION
Introduction
The emissions associated with the construction of the Merced to Fresno section of the HST project were analyzed in the Merced to Fresno Section: Final General Conformity Determination (GCD) (Authority and FRA 2012). The purpose of this memo is to discuss changes to the project since issuance of the GCD, resulting changes in construction emission estimates due to these changes, as well as the current project’s consistency within the framework of the approved GCD.

Merced to Fresno Final EIR/EIS
The California High-Speed Rail Authority (Authority) prepared the Final Environmental Impact Report/Environmental Impact Statement (Final EIR/EIS) for the Merced to Fresno section of the High-Speed Train (HST) project. The Authority’s Board of Directors certified the Final EIR/EIS under CEQA on May 3, 2012, and the Federal Railroad Administration (FRA) issued a Record of Decision (ROD) under NEPA on September 18, 2012.

The project, as approved in the Final EIR/EIS, evaluated three HST north-south alignment alternatives: the UPRR/SR 99 Alternative, the BNSF Alternative, and the Hybrid Alternative (the Hybrid Alternative is a combination of the UPRR/SR 99 Alternative and the BNSF Alternative). Each of these alternatives would extend between and include the proposed Downtown Merced Station and the Downtown Fresno Station, an approximate 65-mile long corridor.

Each of these three alternatives included two different east-west design options, the Ave 24 Wye and the Ave 21 Wye, resulting in a total of six different alternative design options.

Merced to Fresno Final GCD
The Merced to Fresno Section: Final GCD (Authority and FRA 2012) evaluated the annual construction emissions associated with the Hybrid Alternative, which was identified as the Preferred Alternative. Furthermore, the Preferred Alternative with the Avenue 21 Wye option was presented in the GCD, because that option had the highest estimated emissions. The annual construction emissions were compared with the general conformity applicability threshold values (Table 1).
Table 1 Total Annual Construction-phase Emissions
Merced to Fresno Section: Final GCD (2012)

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<td>18.41</td>
<td>11.58</td>
<td>2.51</td>
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</tbody>
</table>

Conformity Applicability Thresholds (tons/year)

| NOx       | 10 |  |
| VOCs      | 10 |  |
| PM2.5     | 100|  |
| CO        | 100|  |

Note: **Bold** values exceed applicability thresholds

* Includes sulfur dioxide emission rates as a partial precursor to PM2.5 (i.e., it was conservatively assumed that 100% of SO2 emissions becomes PM2.5)

As shown in Table 1, construction-phase emissions, compared to the General Conformity applicability rates, were as follows:

- Annual estimated NOx emissions were greater than the applicability rate of 10 tons per year in years 2013 through 2020;
- Annual estimated VOC emissions were greater than the applicability rate of 10 tons per year in years 2014, 2015, and 2019; and
- Annual estimated PM2.5 and CO emissions were less than the applicability rate of 100 tons per year in all years.

As such, a General Conformity Determination was required for the project for NOx and VOCs for the years indicated. This determination, which was published coincident with the Record of Decision (ROD) for the Project, included a commitment from the FRA/Authority to reduce all NOx and VOC emissions through emissions offsets using a Voluntary Emissions Reduction Agreement (VERA) with the San Joaquin Valley Air Pollution Control District (SJVAPCD, explained below.

**Voluntary Emissions Reduction Agreement (VERA)**

To support the General Conformity compliance determination, the FRA demonstrated in the GCD that the emissions of NOx and VOCs (a precursor to O3) caused by the construction of the proposed Project would not result in an increase in regional NOx and VOC emissions. This was achieved by off-setting the NOx and VOC emissions generated by the construction of the Project through a Voluntary Emissions Reduction Agreement (VERA) between the Authority, the project proponent, and the San Joaquin Valley Air Pollution Control District (SJVAPCD). The requirement for the VERA was imposed on the project through the following mitigation measure from the Final EIR/EIS:

**AQ-MM#4**: Offset Project Construction Emissions through a SJVAPCD Voluntary Emission Reduction Agreement (VERA). The Authority and SJVAPCD will enter into a contractual agreement to mitigate the project’s emissions by providing funds for the district’s Emission Reduction Incentive Program to fund grants for projects that achieve emission reductions, thus offsetting project-related impacts on air quality. The project will commit to reduce construction emissions for NOx and VOC through the VERA program.

A VERA is a mitigation measure by which the project proponent (the Authority, in this case, in partnership with the FRA) provides pound-for-pound offsets of emissions that exceed General Conformity thresholds through a process that develops, funds, and implements emissions reduction projects, with the SJVAPCD serving role of administrator of the emissions reduction projects and verifier of the successful mitigation effort.
In June 2014 the SJVAPCD and the Authority entered into a Memorandum of Understanding to establish the process to fully mitigate (by offsetting to net zero) emissions from construction of the HST San Joaquin Valley District Portion, through Voluntary Emission Reduction Agreements (VERA). As such, the Authority and the SJVAPCD entered into a contract to mitigate the project's emissions (NOx and VOCs, in this case) by providing funds for the SJVAPCD's Emission Reduction Incentive Program to fund grants for projects that achieve emission reductions, thus offsetting project-related impacts on air quality.

As part of the VERA agreements signed to date (including numbers HSR14-12 and HSR14-74 for Construction Package 1A, 1B and 1C) between the Authority and the District, the Authority must submit to the District a Construction Emission Report every three months. This report contains the calculated criteria pollutant emission burdens based on actual construction reporting information. In addition, the report contains the emissions calculations, associated assumptions, methodologies, and equipment information collected during the three month period. This final mitigation, in the form of emissions offsets, is based on the actual emissions in these reports.

Since construction commenced in 2014, the SJVAPCD has offset all construction emissions of NOx and VOCs, mainly by replacing old farm equipment (tractors) with new, cleaner, more efficient tractors. The SJVAPCD has verified, through quarterly reports, that the actual emission reductions have been achieved. As such, the District has certified to the Authority that these offsets have been achieved.

Central Valley Wye (CVY) Supplemental EIR/EIS

Since issuance of the Merced to Fresno Final EIR/EIS, several changes in alignments in the vicinity of the Central Valley Wye have prompted the development of a supplemental environmental document.

Four HST alignment alternatives are currently proposed for the Central Valley Wye Section of the HST System: the SR 152 (North) to Road 13 Wye Alternative, SR 152 (North) to Road 19 Wye Alternative, the Avenue 21 to Road 13 Wye Alternative, and the SR 152 (North) to Road 11 Wye Alternative. Each of these alignment alternatives contain additional miles of track as compared to the Merced to Fresno Final EIR/EIS analyzed, as the current study area extends approximately 13 miles further west to Carlucci Road. In addition, there have been changes to the construction schedule, quantities, and emissions estimation methodologies since issuance of the Merced to Fresno Final EIR/EIS.

As such, the annual construction emissions presented in the Merced to Fresno GCD have been revised to reflect these changes. The Avenue 21 to Road 13 alternative, which shows the highest emissions of ROG and NOx, has been presented for this analysis. Emissions from regional building demolition and construction of the at-grade rail segments, elevated rail segments, retained-fill rail segments, and traction power substations were calculated using emission factors from CARB’s OFFROAD 2011 and 2007 models. Mobile source emission burdens from worker trips and truck trips were calculated using VMT estimates and appropriate emission factors from EMFAC2014. Fugitive dust emissions from dirt and aggregate handling were calculated using emission factors derived from equations from USEPA’s AP-42.

The revised emissions are based upon the emission estimates for the Central Valley Wye, as presented in the Draft Central Valley Wye Supplemental EIR/EIS. The additional emissions for the Merced to Fresno portions of the project, outside of the Central Valley Wye (north of Ranch Road and south of Avenue 19) were calculated as follows:

- **Additional Rail Mile Construction**: the emissions from the construction of additional rail miles for the Merced to Fresno Section (including hauling) were calculated by track mile, based upon the emissions estimates of the Central Valley Wye. The additional track associated with the Merced to Fresno Section includes 7.7 miles of additional track from Ranch Road north to Merced, and 26.1 miles of additional track from Avenue 19 south to Fresno. Since the portion of the project south of Avenue 19 is currently under construction, those emissions were distributed across the years 2014 to 2018. Since the portion of the project north of Ranch Road will be constructed at a later date, those emissions were distributed over the years 2023 and 2024.

- **Merced Station**: the emissions of the Merced Station were based upon station emissions calculated in the Fresno to Bakersfield Section: Final General Conformity Determination (Authority and FRA 2014), which used the same construction emission calculation methodologies as the Central Valley Wye analysis. Since the Fresno station was already included in the Fresno to Bakersfield Section: Final
General Conformity Determination, it has not been included in this analysis. The emissions for the Merced station were distributed across the years 2019 to 2023.

- **VERA emissions**: those emissions which have already been offset under the VERA agreement with the SJVAPCD since the start of construction in mid-2014 have been subtracted from the overall emissions estimates in the years 2014, 2015 and 2016.

Table 2 presents the revised emissions estimates, representing the Merced to Fresno portion of the project in conjunction with the current Central Valley Wye portion of the project. As shown in Table 2, construction-phase emissions, compared to the General Conformity applicability rates, are as follows:

- Annual estimated NOx emissions are greater than the applicability rate of 10 tons per year in years 2019 through 2022;
- Annual estimated VOC emissions are greater than the applicability rate of 10 tons per year in the year 2020; and
- Annual estimated CO, PM$_{10}$ and PM$_{2.5}$ emissions are less than the applicability rate of 100 tons per year in all years.

### Table 2 Total Annual Construction-phase Emissions

**Merced to Fresno with Central Valley Wye**

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Note: **Bold** values exceed applicability thresholds

* Includes sulfur dioxide emission rates as a partial precursor to PM$_{2.5}$ (i.e., it was conservatively assumed that 100% of SO$_2$ emissions becomes PM$_{2.5}$)

** Fresno urbanized maintenance area only

### Conclusion

Upon comparing the emissions estimates of the revised project, with the current Central Valley Wye alignments, as opposed to those presented in the Merced to Fresno GCD, the following holds true for both analyses:

- Annual estimated NOx emissions are greater than the applicability rate of 10 tons per year in several construction years;
- Annual estimated VOC emissions are greater than the applicability rate of 10 tons per year in several construction years; and
- Annual estimated CO, PM$_{10}$ and PM$_{2.5}$ emissions are less than the applicability rate of 100 tons per year in all construction years.

As such, the approved GCD for the Merced to Fresno Project Section covers all pollutants which have been estimated. Regardless of the years in which the emissions of NOx and VOCs may exceed applicability rates, the GCD included a commitment from the FRA/Authority to reduce all NOx and VOC emissions through emissions offsets using a Voluntary Emissions Reduction Agreement (VERA) with the San Joaquin Valley Air Pollution Control District (SJVAPCD). Furthermore, since the commencement of
construction in 2014, it has been verified that all actual reported construction emissions have been fully offset through VERA agreements.

In conclusion:

- All construction emissions of NOx and VOCs have been and will continue to be fully offset to zero, and
- The revised construction analysis indicates that no additional pollutants would exceed General Conformity applicability rates.

As such, the findings and recommendations contained with the Merced to Fresno GC hold true, and no further action is required.
Following on the California High-Speed Rail Authority’s (Authority) 2019 publication and distribution of Merced to Fresno Section: Central Valley Wye Draft Supplemental Environmental Impact Report/Environmental Impact Statement (Central Valley Wye Draft Supplemental EIR/EIS), the Authority is moving forward to prepare a Final Supplemental EIR/EIS for this project section.

The July 23, 2019 Memorandum of Understanding between the Federal Railroad Administration (FRA) and the Authority (NEPA Assignment MOU) delegates to the Authority responsibilities under the National Environmental Policy Act (NEPA) and several other environmental laws. However, subsection 3.2.5 of the NEPA Assignment MOU states that FRA retains its responsibilities to make conformity determinations under Section 176 of the Clean Air Act (42 U.S.C. 7506). Consistent with this provision, in preparation for the Authority’s anticipated 2020 publication of the Final Supplemental EIR/EIS for the Central Valley Wye, the Authority requests that FRA confirm:

1. That the Final General Conformity Determination for the Merced to Fresno (M-F) Project Section, between the Downtown Merced Station and Downtown Fresno Station, remains valid for the Central Valley Wye; and,

2. No new conformity determination is needed for the Central Valley Wye.

Merced to Fresno Environmental Impact Report/Environmental Impact Statement

The Final General Conformity Determination for the M-F Project Section was signed by FRA Administrator Joseph Szabo on September 18, 2012 and published with the Record of Decision. It was based on the condition that the Authority enter into a Voluntary Emissions Reduction Agreement (VERA) with the San Joaquin Valley Air Pollution Control District (SJVAPCD or Valley Air District) to offset construction emissions of nitrogen oxides (NOx), volatile organic compounds (VOC), and particulate matter (PM) to net zero. The Authority and FRA made this commitment as part of Air Quality Mitigation Measure #4 (AQ-MM#4), “Offset Project Construction Emissions through an SJVAPCD VERA” in the California High-Speed Train Final Project Environmental Impact Report/Environmental Impact Statement for the Merced to Fresno Section (M-F Final EIR/EIS).

The Authority and FRA prepared and released the M-F Final EIR/EIS in April 2012. The M-F Final EIR/EIS had evaluated three north-south alignment alternatives, each of which included two different east-west design options for the Central Valley Wye (Avenue 24 Wye and Avenue 21 Wye). The M-F Final EIR/EIS included both Air Quality Mitigation Measure AQ-MM#4 and a Draft General Conformity Determination stating that, by entering a VERA with the Valley Air District, the M-F Project Section would meet General Conformity requirements during construction. In May 2012 the Authority certified the M-F Final EIR/EIS, and in September 2012 FRA approved a Record of Decision, which included the Final General Conformity Determination.

The M-F Final EIR/EIS decision documents deferred a final decision on a Wye alternative. Initially, the Authority and FRA assumed that a Wye alternative would be incorporated into the San Jose to Merced Project Section. However, subsequently, the Authority and FRA agreed to evaluate the Wye alternatives via a supplement to the M-F Final EIR/EIS.
The M-F Final General Conformity Determination evaluated the annual construction emissions associated with the Avenue 21 Wye option because that option had the highest estimated emissions. Construction emissions from the Final General Conformity Determination are shown in Table 1.

Central Valley Construction
After approval of the Merced to Fresno Section Final EIR/EIS (2012) and the Fresno to Bakersfield (F-B) Section Final EIR/EIS (2014), the Authority procured three design-build contracts (Construction Packages [CP] 1, 2/3, and 4). The Authority developed emissions estimates based on the designs in the construction packages; provided the emissions estimates for each construction package to the Valley Air District; and negotiated and signed individual VERAs. The VERA for CP 1 became effective July 23, 2014, while the agreement for CP 2/3 and the agreement for CP 4 were approved on January 13, 2016, and September 16, 2016, respectively. The Authority has funded the offsets. The design-build contractors report their actual emissions monthly so the Authority can confirm the emissions do not exceed the reductions specified in the VERA. The Valley Air District reports to the Authority annually to demonstrate that the construction emissions have been offset to net zero.

In addition, on November 9, 2017, the Authority issued guidance requiring the use of Tier 4 engines on all off-road construction equipment, where feasible. The guidance also mandates use of renewable diesel fuel, which is required to meet the most recent ASTM D975 specification for ultra-low-sulfur diesel and must have a carbon intensity no greater than 50 percent diesel. Renewable diesel fuel has the lowest carbon intensity among petroleum fuels sold in California.

Central Valley Wye Draft Supplemental EIR/EIS
The Central Valley Wye Draft Supplemental EIR/EIS was published pursuant to the NEPA Assignment MOU on September 13, 2019 for a 45-day NEPA public review period which concluded on October 28, 2019.

The text of the Draft Supplemental EIR/EIS had gone through several reviews with FRA and cooperating agencies through 2017 and 2018. In a footnote on page 3-2 of the Final General Conformity Determination for the M-F Section, the FRA explains that FRA and the Authority were not selecting a wye as part of the initial M-F Section rail alignment decision. It goes on to state that the decision would be made as part of the San Jose to Merced Section as a State Route (SR) 152 Wye Alternative was not under consideration in the San Jose to Merced EIR/EIS. As indicated earlier in this memorandum, the FRA and Authority chose to supplement the M-F EIR/EIS instead.

Between 2013 and 2017, the Authority and FRA conducted an intensive, multi-faceted stakeholder engagement process regarding Wye alignment alternatives. As many as 17 different alignment alternatives were considered through this process. Ultimately, four alignment alternatives were fully considered for the Central Valley Wye. These alternatives were first analyzed in the Central Valley Wye Draft Supplemental EIR/EIS, which was published in May 2019 for review under the California Environmental Quality Act (CEQA).

As shown in Figure 1, the study area of the Central Valley Wye expanded from the wyes illustrated in the M-F Final EIR/EIS to include the appropriate tie-ins of the HSR alignments to the north and south of the wyes and to the west of the wyes to the San Jose to Merced alignment. The west wye options tie into the San Jose to Merced alignment at Carlucci Road (a distance of 15.5 miles farther than the endpoint of the wyes in the M-F Final EIR/EIS at Road 8).
FIGURE 1: Central Valley Wye Alternatives Considered in the Final Supplemental EIR/EIS
The Authority completed the Air Quality and Global Climate Change Technical Report for the Central Valley Wye in October 2017. Consistent with previous air quality technical reports, chapter 10 of the aforementioned technical report contains the General Conformity analysis. The chapter explains that a separate General Conformity determination was not prepared for the Central Valley Wye because the conclusions of this Central Valley Wye Air Quality and Global Climate Change Technical Report are generally consistent with the conclusions in the M-F Final EIR/EIS. Appendix 3.3-B to the Central Valley Wye Draft SEIR/EIS presents the revised annual construction emissions for the M-F project section with the current Central Valley Wye alignment, which are shown in Table 2. Upon comparing the emissions estimates of the revised project to those presented in the M-F Final General Conformity Determination, the following holds true for both analyses:

- Annual estimated NOx emissions are greater than the applicability rate of 10 tons per year in several construction years (i.e., 2017 through 2024);
- Annual estimated VOC emissions are greater than the applicability rate of 10 tons per year in several construction years (i.e., 2020); and
- Annual estimated carbon monoxide and PM emissions are less than the applicability rate of 100 tons per year in all construction years (i.e., 2014 through 2024).

Accordingly, the Central Valley Wye Draft SEIR/EIS concludes that the Final General Conformity Determination for the M-F project section covers the revised Central Valley Wye alignment. That is, regardless of the years in which the emissions of NOx and VOCs exceed applicability rates, the Final General Conformity Determination includes a commitment from the FRN Authority to reduce all NOx, VOC, and PM emissions through a VERA. Thus, the M-F Final General Conformity Determination is still valid, and no reevaluation of the Determination is required for the Central Valley Wye (Authority and FRA, September 2019, Central Valley Wye Draft SEIR/EIS, page 3.3-31).

Comments Received on the Draft Supplemental EIR/EIS
The Authority is currently preparing the Central Valley Wye draft Final SEIR/EIS. No comments were received from the general public related to General Conformity during either the CEQA or NEPA public reviews. The Valley Air District had five comments on the Central Valley Wye Draft SEIR/EIS:

1) The Valley Air District recommended revising Mitigation Measure AQ-MM#4 to reflect the commitment in the June 2014 Memorandum of Understanding (MOU) between the SJVAPCD and the Authority regarding emissions offsets. The Authority will duly revise the mitigation language in the Central Valley Wye Final SEIR/EIS.

2) The Valley Air District recommended revisions to the health risk assessment (HRA) to exclude use of an initial vertical dimension in the dispersion model. The Authority's response is that all modeling assumptions are consistent with published guidance, including that from the USEPA, and represent the best, and likely conservative estimate of potential construction health risks. Accordingly, no technical revisions to the HRA are required. However, minor text revisions will be made in the Central Valley Wye Final SEIR/EIS in response to SJVAPCD's comment to clarify that the use of an initial vertical dimension of 1 meter is consistent with USEPA's AERMOD guidance.

3) The Valley Air District noted that the project is subject to Rule 9510 and requires submittal of an Air Impact Assessment (AIA) application. The Authority has clarified in Section 3.3.2.3 of the Central Valley Wye draft Final SEIR/EIS that all district rules identified in the M-F Final EIR/EIS would apply to the project, including Rule 9510.

4) The Valley Air District noted that the project may be subject to other SJVAPCD rules and regulations. The Authority has revised Section 3.3.2.3 of the Central Valley Wye draft Final SEIR/EIS to list the cited rules and others that may apply during construction of the project.

5) The Valley Air District recommended revising Mitigation Measure AQ-MM#4 in the General Conformity analysis to reflect the June 2014 offset MOU between SJVAPCD and the Authority. The Authority will duly revise the mitigation language and analysis in the Central Valley Wye Final SEIR/EIS.

The U.S. Environmental Protection Agency provided comment letters during both the CEQA and NEPA review periods, but none of the comments related to the air quality analysis.
Table 1
Final General Conformity Determination Merced to Fresno Project Section with Central Valley Wye Annual Construction-Phase Emissions (California High Speed Train, Merced to Fresno: Final Air Quality Conformity Determination, Table 6, p. 10-1)

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<th>Emissions (tons/year)</th>
<th>Conformity Applicability Thresholds (tons/year)</th>
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<td>NOₓ</td>
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<td>CO</td>
<td>14.11</td>
<td>52.45</td>
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Note: Bold values exceed applicability thresholds.
* Includes sulfur dioxide emission rates as a partial precursor to PM₁₀ (i.e., it was conservatively assumed that 100 percent of SO₂ emissions become PM₁₀).

CO = carbon monoxide; NOₓ = nitrous oxides; PM₁₀ = particulate matter smaller than or equal to 10 microns in diameter; VOC = volatile organic compound.

Table 2
Draft Central Valley Wye SEIR/EIS Merced to Fresno Project Section with Central Valley Wye Annual Construction-Phase Emissions (Appendix 3.3-B to the Central Valley Wye Draft SEIR/EIS, Table 2, p. 5)

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<th>Conformity Applicability Thresholds (tons/year)</th>
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<td>CO**</td>
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Note: Bold values exceed applicability thresholds.
* Includes sulfur dioxide emission rates as a partial precursor to PM₂.₅ (i.e., it was conservatively assumed that 100 percent of SO₂ emissions become PM₂.₅).
** Fresno urbanized maintenance area only.
CO = carbon monoxide; NOₓ = nitrous oxides; PM₁₀ = particulate matter smaller than or equal to 10 microns in diameter; PM₂.₅ = particulate matter smaller than or equal to 2.5 microns in diameter; VOC = volatile organic compound.
Final General Conformity Determination
The Authority will enter into a VERA with the Valley Air District for the Central Valley Wye. The Authority has entered into VERAs prior to construction on the previous construction packages and has demonstrated their efficacy to offset construction emissions to net zero. Based on this information, the Authority requests that the FRA confirm that the Final General Conformity Determination remains valid for the M-F Project Section, between the Merced Station and the Fresno Station, for the Central Valley Wye, and that a new conformity determination is not needed.
From: Perez-Arrieta, Stephanie (FRA) <s.perez-arrieta@dot.gov>
Sent: Tuesday, April 21, 2020 12:13 PM
To: McKell, Dan@HSR <Dan.McKell@hsr.ca.gov>
Cc: Patel, Manisha@HSR <manisha.patel@hsr.ca.gov>; Beightel <eric.beightel@wsp.com>; Beightel, Eric(PB)@HSR <Eric.Beightel@hsr.ca.gov>; Osterhues, Marlys (FRA) <Marlys.Osterhues@dot.gov>; Van Nostrand, Christopher (FRA) <christopher.vannostrand@dot.gov>; Martin, Andrea (FRA) <andrea.martin@dot.gov>; Blatnica, Rebecca (Volpe) <Rebecca.Blatnica@dot.gov>; Mast, Travis (Volpe) <Travis.Mast@dot.gov>
Subject: RE: URGENT: VERA Inquiry: CHSRA AQ Conformity Transmittal: Central Valley Wye (CVY)

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FRA agrees with the underlying conclusion of the memo that no new conformity determination or re-evaluation is required for the CV WYE.