

# South Mountain Freeway (Loop 202)

Interstate 10 (Papago Freeway) to Interstate 10 (Maricopa Freeway)

Record of Decision

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Volume I: Main Text



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## Record of Decision

March 2015

### Decision

The Federal Highway Administration (FHWA) has decided to identify the Preferred Alternative analyzed in the *South Mountain Freeway (Loop 202) Final Environmental Impact Statement and Section 4(f) Evaluation* (FEIS) as the Selected Alternative for the South Mountain Freeway project in Maricopa County, Arizona. The Selected Alternative (a combination of the W59 and E1 Alternatives), shown in Figures 15 and 16, discussed in this record of decision (ROD) is the environmentally preferable alternative. The Selected Alternative will meet the project needs as well as or better than the other alternatives. The Section 4(f) evaluation demonstrated that no feasible and prudent avoidance alternatives to use of the South Mountains' Section 4(f) resources are available. Direct use of the resource is the same regardless of the combination of action alternatives in the Western and Eastern Sections (representing a range of reasonable alternatives). Relative to other action alternatives considered, the Selected Alternative will have similar environmental effects on natural resources, cultural resources, hazardous materials, and noise; will displace fewer residences; will have the lowest impact on total tax revenues of local governments; will have lower construction costs; will cause less construction disruption overall to Interstate 10; will include measures to reduce impacts and minimize harm; represents all possible planning to minimize harm to resources afforded protection under Section 4(f); is favored by the majority of local governments; and will allow regulatory permitting requirements to be met.

This decision is based on an evaluation of information presented in the FEIS and errata, the project's purpose and need, input from the public, and interagency and tribal coordination. Approximately 250 comments were received on the FEIS and errata during the review period. The Notice of Availability of the FEIS and errata appeared in the *Federal Register* on September 26, 2014, and December 5, 2014, respectively. The public comments and FHWA and Arizona Department of Transportation responses to public comments are included in this ROD. Additional rationale for the decision to proceed with the Selected Alternative are presented in this ROD.



Karla S. Petty  
Arizona Division Administrator  
Federal Highway Administration

*Karla S. Petty* March 5, 2015  
Date of Approval

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## GLOSSARY

<b>American Indian and Alaskan Native</b>	A person having origins in any of the original peoples of North America and who maintains cultural identification through tribal affiliation or community recognition.	<b>design year</b>	The future year used to determine the probable traffic volume for which a highway and noise abatement are designed.
<b>Arizona Department of Environmental Quality (ADEQ)</b>	The State agency responsible for ensuring that the quality of Arizona's air, land, and water resources meets healthful, regulatory standards.	<b>Eastern Section</b>	The portion of the Study Area located east of the common point, which is a line perpendicular to the Gila River Indian Community boundary through a point located near Elliot Road and 59th Avenue (see Figure 13).
<b>Arizona Department of Transportation (ADOT)</b>	The State agency responsible, among other things, for state roads and highways.	<b>elderly</b>	Those persons age 60 and older.
<b>arterial</b>	A through-road or street.	<b>elevated roadway</b>	A roadway constructed above the immediate surrounding terrain, either on an embankment or a structure.
<b>Asian American</b>	A person having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent, or the Pacific Islands.	<b>emission</b>	A substance discharged into the air, for the purposes of this document, particularly by an internal combustion engine.
<b>at-grade roadway</b>	A roadway element that is approximately level with the immediate surrounding terrain.	<b>endangered species</b>	Any plant or animal species that is in danger of extinction throughout all or a significant portion of its range.
<b>barrier</b>	A solid wall or earth berm located on a direct line between the roadway and noise receiver location that reduces the noise level at the receiver. Some material that blocks or is intended to block passage, or a natural formation or structure that prevents or hinders movement or action.	<b>environmental impact statement (EIS)</b>	The project documentation prepared in accordance with the National Environmental Policy Act when a project is anticipated to have a significant impact on the environment.
<b>Black/African American</b>	A person having origins in any of the black racial groups of Africa.	<b>Federal Highway Administration (FHWA)</b>	The branch of the U.S. Department of Transportation responsible for administering the Federal-aid Highway Program and the Federal Lands Highway Program. The programs provide financial resources and technical assistance for constructing, preserving, and improving the National Highway System along with other urban and rural roads.
<b>blasting</b>	The controlled use of explosives to excavate or remove rock.	<b>fill</b>	Earth used to create embankments or to raise low-lying areas to bring them to grade.
<b>buffer</b>	An area designed to separate a resource from an undesired effect.	<b>floodplain</b>	The portion of a stream valley, adjacent to the channel, that is covered with water when the stream overflows its banks at flood stage.
<b>capacity</b>	The maximum number of vehicles that a given section of road or traffic lane can accommodate.	<b>geotechnical</b>	Referring to the use of scientific methods and engineering principles to acquire, interpret, and apply knowledge of earth materials for solving engineering problems.
<b>carbon monoxide (CO)</b>	An odorless, colorless gas that is a product of the combustion of hydrocarbons; it interferes with the body's organs and tissues.	<b>groundwater</b>	Water that collects or flows beneath the Earth's surface, filling the porous soil, sediment, and rocks.
<b>citizens advisory team</b>	A group of volunteers that meets regularly and acts as a sounding board to help the project team understand issues and concerns of their respective communities and to help find a consensus solution for the project.	<b>habitat</b>	Place where an animal or plant normally lives, often characterized by a dominant plant form or physical characteristic.
<b>community character</b>	A set of parameters that creates a "sense of place" within a community. Factors contributing to community character are physical size, compatible land uses within the community, internal circulation, distinct but common architecture, and cultural activities.	<b>Hispanic/Latino</b>	Of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.
<b>community cohesion</b>	The dynamic within a community that promotes internal neighborhood circulation to and from residences and community facilities, quasi-public facilities, and regularly required activities such as food shopping at local grocery stores.	<b>household</b>	A social unit consisting of those living together in the same dwelling.
<b>congestion</b>	Traffic volume on a road at sufficient densities to become detrimental to its performance; undesirable traffic conditions that exist when traffic on a freeway or street is moving at an average speed of 45 miles per hour or less, and/or the traffic flow is often stop and go.	<b>impact</b>	A direct or indirect consequence of the construction or operation of a proposed alternative, including the No-Action Alternative, on the environment in the Study Area; can be negative, positive, or neutral.
<b>cooperating agency</b>	Another agency—federal, state, or local—that has jurisdiction by law or special expertise over portions of the project area and that must make a decision on the proposed project.	<b>independent utility</b>	The ability of the proposed action to function as proposed, independent of other planned transportation-related projects in the region.
<b>critical habitat</b>	Critical habitat is defined in Section 3(5)(A) of the Endangered Species Act. Critical habitat consists of specific geographic areas that contain features essential to the conservation of a species and that may require special management or protection.	<b>jurisdiction</b>	Refers to the territory over which authority is exercised.
		<b>level of service (LOS)</b>	The operating performance of an intersection or roadway segment can be described using the term <i>level of service</i> . Level of service is a qualitative description of operation based on the degree of delay and maneuverability.
		<b>listed species</b>	Any species of fish, wildlife, or plant that has been determined to be endangered or threatened under Section 4 of the Endangered Species Act.

<b>logical termini</b>	Rational end points for a transportation project and for a review of environmental impacts.	<b>overpass</b>	A grade separation, usually a bridge, where the freeway passes over the cross street or rail line.
<b>low-income</b>	Populations in households with an income at or below the U.S. Department of Health and Human Services poverty guidelines.	<b>ozone (O<sub>3</sub>)</b>	A molecule consisting of three atoms of oxygen. It is a criteria pollutant that can develop when oxides of nitrogen, volatile organic compounds, and sunlight interact in the lower atmosphere. Ozone is a powerful oxidizing agent that damages tissues in living organisms.
<b>minority populations</b>	In the United States, people who identify themselves as Hispanic, Latino, Black, African American, American Indian, Alaskan Native, Asian American, another race other than Caucasian, or more than one race.	<b>particulate matter (PM<sub>10</sub>)</b>	Particulate matter of 10 microns or less in diameter.
<b>mitigation</b>	An action taken to reduce or eliminate an adverse impact stemming from construction, operation, or maintenance of a proposed action alternative. Mitigation could reduce the magnitude and extent of an impact from a level of significance to a level of insignificance. Mitigation includes: <i>Avoiding</i> the impact altogether by not taking a certain action or parts of an action. <i>Minimizing</i> impacts by limiting the degree of magnitude of the action and its implementation. <i>Rectifying</i> the impact by repairing, rehabilitating, or restoring the affected environment. <i>Reducing</i> or eliminating the impact over time by preservation and maintenance operations during the life of the action. <i>Compensating</i> for the impact by replacing or providing substitute resources or environments.	<b>population</b>	All the organisms living in a given area; a group of individuals.
		<b>prime farmland</b>	Land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion.
		<b>prior rights</b>	As used in this document, prior rights refer to a situation involving a utility company that has facilities located on private easements that are later acquired or encompassed by the State's right-of-way. In this situation, the utility is given a choice of relocating its conflicting facilities onto a public right-of-way or of acquiring a new easement and relocating onto it. Either would be at the Arizona Department of Transportation's expense.
		<b>project sponsor</b>	An individual, agency, or group who lends support to the project by advocacy and/or financial means.
<b>National Ambient Air Quality Standards (NAAQS)</b>	Standards set by the U.S. Environmental Protection Agency to protect public health and welfare. These standards are set for pollutant concentrations that states, cities, and towns must meet by specified deadlines.	<b>prudent and feasible</b>	This concept is essential to the Section 4(f) of the Department of Transportation Act of 1966 process. It refers to how practical an alternative is in its attempt to avoid the use of a Section 4(f) resource. The term <i>feasible</i> refers to whether a project can be built using current construction methods, technologies, and practices. The term <i>prudent</i> refers to how reasonable and responsible the alternative is. The Arizona Department of Transportation is obligated to choose an avoidance alternative only if it is prudent and feasible.
<b>National Environmental Policy Act (NEPA) of 1969</b>	The federal law, enacted in 1970, that established a national policy for the environment and requires federal agencies to become aware of the environmental ramifications of their proposed actions, to fully disclose to the public proposed federal actions, to provide a mechanism for public input to federal decision making, and to prepare environmental impact statements for every major action that would significantly affect the quality of the human environment.	<b>reasonable alternatives</b>	Feasible options for a proposed action.
<b>National Historic Preservation Act of 1966 (NHPA)</b>	The primary federal law pertaining to the protection of historic and prehistoric resources.	<b>receiver</b>	The location at which noise levels are measured, modeled, and analyzed. Receivers of interest are typically residences, schools, parks, or other noise-sensitive land uses.
<b>National Register of Historic Places (NRHP)</b>	The nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register of Historic Places is part of a program to coordinate and support public and private efforts to identify, evaluate, and protect historic and prehistoric resources. Properties listed in the National Register of Historic Places include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture.	<b>right-of-way (R/W)</b>	Publicly owned land used or intended to be used for transportation and other purposes.
<b>native</b>	An indigenous person, plant, or animal.	<b>rolling profile</b>	A roadway that follows the land contour and is not flat. Slight crests and sags in the roadway help avoid concentrated stormwater drainage and assist in making travel interesting for drivers, thus improving safety. Such a road profile helps to cost-effectively balance the import and export of fill material and to minimize the amount of land that must be acquired.

<b>Section 106 of the National Historic Preservation Act of 1966 (NHPA)</b>	Under Section 106 of the National Historic Preservation Act of 1966, federal agencies are required to identify and evaluate historic and prehistoric resources and consider the impact of undertakings they fund, license, permit, or assist on historic and prehistoric properties eligible for inclusion in the National Register of Historic Places. The federal agencies must allow the State Historic Preservation Office and the Advisory Council on Historic Preservation the opportunity to comment on these undertakings.	<b>system traffic interchange</b>	A traffic interchange connecting two or more freeway facilities and allowing for uninterrupted traffic flow as motorists move from one facility to another.
<b>Section 4(f) of the Department of Transportation Act of 1966</b>	A later amendment to the Department of Transportation Act of 1966 stipulating that the Federal Highway Administration and other departments of transportation using federal funds cannot approve the use of land from a significant publicly owned public park, recreation area, wildlife or waterfowl refuge, or any significant cultural resource unless there is no prudent and feasible alternative to the use of that land and unless the action includes all possible planning to minimize harm to the property resulting from its use.	<b>threatened species</b>	Any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.
<b>service traffic interchange</b>	A traffic interchange connecting a freeway facility and a cross street—it typically features traffic signals to regulate traffic flow.	<b>transportation demand management (TDM)</b>	A general term for strategies that encourage more efficient use of existing transportation resources.
<b>socioeconomic</b>	Of, relating to, or involving a combination of social and economic factors.	<b>transportation system management (TSM)</b>	Fundamental traffic engineering actions taken to improve the operation of the highway system to help reduce congestion.
<b>State Historic Preservation Office/Officer (SHPO)</b>	The State Historic Preservation Officer is appointed by the governor to head the State Historic Preservation Office. The agency provides project review and oversees compliance with Section 106 of the National Historic Preservation Act of 1966. The U.S. Department of Transportation generally uses the Section 106 process as a method for determining National Register of Historic Places eligibility and for determining a cultural resource's significance for a federal undertaking under Section 4(f).	<b>unique farmland</b>	Land other than prime farmland that is used for the production of specific high-value food and fiber crops, such as citrus, tree nuts, olives, cranberries, fruits, and vegetables.
<b>State Implementation Plan</b>	The document prepared by the Arizona Department of Environmental Quality detailing for the U.S. Environmental Protection Agency the actions the State of Arizona will take to attain compliance with the National Ambient Air Quality Standards.	<b>U.S. Department of Transportation</b>	The agency responsible for transportation issues in the federal government. It consists of many agencies providing transportation services to the public, including the Federal Highway Administration and the Federal Aviation Administration.
<b>Study Area</b>	Boundary of area evaluated for the South Mountain Freeway Environmental Impact Statement and Section 4(f) Evaluation.	<b>use</b>	A “use” of a Section 4(f) resource, as defined in 23 Code of Federal Regulations § 774.17, occurs 1) when land is permanently incorporated into a transportation facility, 2) when there is a temporary occupancy of land that is adverse in terms of the statute’s preservationist purpose, or 3) when there is a constructive use of land. A constructive use of a Section 4(f) resource occurs when the transportation project does not incorporate land from the Section 4(f) resource, but the project’s proximity impacts are so severe that the protected activities, features, or attributes that afford a resource protection under Section 4(f) are substantially impaired.
<b>suitable habitat</b>	For any given species, defined as habitat that contains the components (i.e., food, cover, and nesting/breeding sites) required for the survival and reproduction of a species.	<b>utility</b>	An entity that transmits or distributes communication, cable television, electricity, light, heat, gas, petroleum products, water, sewer, waste, or any other similar commodity that directly or indirectly serves the public. For this document, a railroad is considered a utility.
		<b>Western Section</b>	The portion of the Study Area located west of the common point, which is a line perpendicular to the Gila River Indian Community boundary through a point located near Elliot Road and 59th Avenue (see Figure 13).

## ABBREVIATIONS AND ACRONYMS

<b>101L</b>	Loop 101	<b>ESA</b>	Endangered Species Act	<b>PM<sub>2.5</sub></b>	particulate matter of 2.5 microns or less in diameter
<b>202L</b>	Loop 202	<b>FCDMC</b>	Flood Control District of Maricopa County	<b>PM<sub>10</sub></b>	particulate matter of 10 microns or less in diameter
<b>303L</b>	Loop 303	<b>FEIS</b>	Final Environmental Impact Statement	<b>ROD</b>	record of decision
<b>A.A.C.</b>	Arizona Administrative Code	<b>FHWA</b>	Federal Highway Administration	<b>RTP</b>	<i>Regional Transportation Plan</i>
<b>AASHTO</b>	American Association of State and Highway Transportation Officials	<b>FPPA</b>	Farmland Protection Policy Act	<b>R/W</b>	right-of-way
<b>ADA</b>	Arizona Department of Agriculture	<b>HOV</b>	high-occupancy vehicle	<b>SAFETEA-LU</b>	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
<b>ADEQ</b>	Arizona Department of Environmental Quality	<b>HPT</b>	Historic Preservation Team	<b>SHPO</b>	State Historic Preservation Office/Officer
<b>ADOT</b>	Arizona Department of Transportation	<b>HUD</b>	U.S. Department of Housing and Urban Development	<b>SMPP</b>	Phoenix South Mountain Park/Preserve
<b>AGFD</b>	Arizona Game and Fish Department	<b>I-8</b>	Interstate 8	<b>SR</b>	State Route
<b>ASLD</b>	Arizona State Land Department	<b>I-10</b>	Interstate 10	<b>SWPPP</b>	Stormwater Pollution Prevention Plan
<b>ASM</b>	Arizona State Museum	<b>I-17</b>	Interstate 17	<b>TCP</b>	traditional cultural property
<b>AZ</b>	Arizona	<b>IGA</b>	intergovernmental agreement	<b>TDM</b>	transportation demand management
<b>AZPDES</b>	Arizona Pollutant Discharge Elimination System	<b>LOS</b>	level of service	<b>THPO</b>	Tribal Historic Preservation Office/Officer
<b>BIA</b>	U.S. Bureau of Indian Affairs	<b>LWCF</b>	Land and Water Conservation Fund	<b>Title VI</b>	Title VI of the Civil Rights Act of 1964
<b>BLM</b>	Bureau of Land Management	<b>LWCFA</b>	Land and Water Conservation Fund Act	<b>TSM</b>	traffic system management
<b>BMP</b>	best management practice	<b>MAG</b>	Maricopa Association of Governments	<b>Uniform Act</b>	Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970
<b>CEQ</b>	Council on Environmental Quality	<b>MSATs</b>	mobile source air toxics	<b>UPRR</b>	Union Pacific Railroad
<b>C.F.R.</b>	Code of Federal Regulations	<b>NAAQS</b>	National Ambient Air Quality Standards	<b>U.S.</b>	United States
<b>CO</b>	carbon monoxide	<b>NEPA</b>	National Environmental Policy Act	<b>US 60</b>	U.S. Route 60
<b>Community</b>	Gila River Indian Community	<b>NESHAP</b>	National Emissions Standards for Hazardous Air Pollutants	<b>USACE</b>	U.S. Army Corps of Engineers
<b>CPAO</b>	Communications and Public Affairs Office	<b>NHPA</b>	National Historic Preservation Act	<b>U.S.C.</b>	U.S. Code
<b>CWA</b>	Clean Water Act	<b>NPS</b>	National Park Service	<b>USFWS</b>	U.S. Fish and Wildlife Service
<b>DEIS</b>	Draft Environmental Impact Statement	<b>NRCS</b>	Natural Resources Conservation Service	<b>W101</b>	W101 Alternative
<b>Department</b>	U.S. Department of the Interior	<b>NRHP</b>	National Register of Historic Places	<b>W55</b>	W55 Alternative
<b>E1</b>	E1 Alternative	<b>O<sub>3</sub></b>	ozone	<b>W59</b>	W59 Alternative
<b>EIS</b>	environmental impact statement	<b>OHWM</b>	ordinary high water mark	<b>W71</b>	W71 Alternative
<b>EMP</b>	Environmental Management Plan	<b>PA</b>	programmatic agreement	<b>Western</b>	Western Area Power Administration
<b>EPA</b>	U.S. Environmental Protection Agency				
<b>EPG</b>	Environmental Planning Group				