

ATTACHMENT A

MADISON COUNTY TRANSPORTATION AIR QUALITY CONFORMITY PROTOCOL

Conformity Procedures

Current federal law does not require that EPA's detailed procedures for determining the conformity of plans, programs and projects be included in a "Conformity SIP". This SIP revision however must include procedures for interagency consultation (Federal, State and local), resolution of conflict and public consultation set forth in 40 CFR 93.105, and provisions for written commitments for control and mitigation measures required by 40 CFR 93.122(a)(4)(ii) and 125(c).

As set forth in CFR 93.122(a)(4)(ii), emission reduction credit from control measures that are not included in the transportation plan and transportation improvement plan and that do not require a regulatory action in order to be implemented may not be included in the emissions study unless the conformity determination includes written commitments, as defined in 40 CFR 93.101, from the appropriate entities to implement those control measures. The written commitments to control measures that are not included in the transportation plan and TIP must be obtained prior to a conformity determination and such commitments must be fulfilled. Consultation on these commitments will take place as a part of the consultation process prior to the conformity analysis and determination.

As set forth in 40 CFR 93.125(c), prior to determining that a transportation project is in conformity, the MPO, other recipient of funds designated under title 23 U.S.C. or the Federal Transit Laws, FHWA, or FTA must obtain from the project sponsor and/or operator written commitments to implement in the construction of the project and operation of the resulting facility or service any project-level mitigation or control measures which are identified as conditions for NEPA process completion with respect to local CO, PM₁₀, or PM_{2.5} impacts. Before a conformity determination is made, written commitments must also be obtained for project-level mitigation or control measures which are conditions for making conformity determinations for a transportation plan or TIP and are included in the project design concept and scope which is used in the regional emissions analysis required by 40 CFR 93.118 and 119 or used in the project-level hot-spot analysis required by 40 CFR 93.116. Consultation on these commitments will take place as a part of the consultation process prior to the conformity analysis and determination.

**MADISON COUNTY
TRANSPORTATION AIR QUALITY CONFORMITY PROTOCOL**

Interagency Consultation Procedures

I. Definitions

AQCA - Air Quality Conformity Analysis
CATS – City of Anderson Transit System
FHWA - Federal Highway Administration
FTA - Federal Transit Administration
HPMS - Highway Performance Monitoring System
ICG - Interagency Consultation Group
IDEM - Indiana Department of Environment Management
INDOT- Indiana Department of Transportation
INSTIP - Indiana Statewide Transportation Improvement Program
MCCOG - Madison County Council of Governments
MPA - Metropolitan Planning Area
MPO - Metropolitan Planning Organization
MITS – Muncie Indiana Transit System
MVEB - Motor Vehicle Emissions Budget
NEPA - National Environmental Policy Act
SIP - State Implementation Plan
TRAM – TRAM/New Interurban
TCM - Transportation Control Measure
TDM - Travel Demand Model
TIP - Transportation Improvement Program
TP - Transportation Plan
USDOT - United States Department of Transportation
USEPA - United States Environmental Protection Agency
VMT - Vehicle Miles Traveled

II. General

These procedures implement the interagency consultation process for Madison County, and include procedures to be undertaken by the Madison County Council of Governments (MCCOG), Delaware-Muncie Metropolitan Plan Commission (DMMPC), Indiana Department of Transportation (INDOT), Federal Highway Administration (FHWA), Federal Transit Administration (FTA), State, EPA and local air and transit agencies (where appropriate), before making transportation conformity determinations on the Transportation Plan (TP) and Transportation Improvement Program (TIP).

Additional details on consultation are contained in the Indiana guidance document on transportation conformity “**Interagency Consultation Group Conformity Consultation Guidance, August 2007**”. This guidance document provides MPOs with detailed guidance on conformity consultation and procedures but it is not legally binding. Only the procedures approved into the State Implementation Plan (SIP) are legally binding.

A. Interagency Consultation Group

To conduct consultation, staff involved in conformity issues for their respective agencies will participate in an Air Quality Conformity Task Force, hereafter referred to as the “Interagency Consultation Group.” The Interagency Consultation Group (ICG) is open to all interested agencies, but typically includes staff of:

- Federal agencies: FHWA, EPA, FTA
- State Agencies: INDOT, IDEM
- Regional planning agencies: MCCOG, DMMPC
- Local transit agencies/operators: CATS, New Interurban, MITS
- Local air agencies (where appropriate):

The Madison County Council of Governments (MCCOG) will maintain a directory for the current membership agencies of the ICG. These agencies are responsible to notify ICG upon individual contact changes.

B. Initial Interagency Consultation Group Meeting

The Initial ICG Meeting (typically a conference call) should include, but not be limited to, all of the agencies listed above. The MCCOG should schedule conference calls for a time that is acceptable to all other ICG representatives. The ICG agencies should establish the practice of having at least 1 staff member who can serve as an alternate contact if the primary contact is unavailable. The purpose of the Initial ICG Meeting is to establish consensus regarding the TP update/amendment schedule, latest planning assumptions, and analysis methodology. If there are no changes, the ICG may reaffirm the existing practices. The ICG should be provided with the necessary items as soon as possible or a minimum of 7 calendar days prior to the conference call.

The TP will be fiscally responsible and the TIP will be fiscally constrained. The Indiana Statewide Transportation Improvement Plan (INSTIP) will be consistent with the TIPs in order to comply with the regulations in 23 CFR 450.216(b). The INDOT and MCCOG will reach consensus regarding the list of INDOT-sponsored projects to be included in the MPO TP, project design concept and scope, and the projected year that each project is expected to be open to traffic. INDOT jurisdiction projects are fiscally constrained in the context of the INDOT Statewide Transportation Plan, and thus the MCCOG will not add INDOT jurisdiction projects other than those listed in the INDOT Statewide Transportation Plan (TP) without prior concurrence from INDOT or identifying an alternate funding source.

The MCCOG will prepare initial Meeting Minutes to document agency concurrence regarding items and all decisions made during the initial consultation meeting. The MCCOG will forward these Meeting Minutes and the Project List to the ICG as soon as reasonably possible. The MCCOG can follow-up with ICG representatives as needed during the consultation period to clarify outstanding issues. The MCCOG will schedule a follow-up meeting if needed (i.e. agency concurrence can not be reached). The MCCOG will also schedule a meeting if any ICG member(s) calls a meeting of this group to discuss issues under the purview of the ICG as described below, including whether certain events would trigger the need to make a new conformity determination for the Transportation Plan (TP) and Transportation Improvement

Program (TIP). The agency requesting the follow-up meeting will be responsible for preparing and distributing the meeting minutes from that meeting.

Persons of any organizational level in the member agencies may attend meetings of the ICG. All meetings of the ICG will be open to the public, but not necessitate official public notification.

Meeting frequency will be as needed, unless there is consensus among the federal and state transportation agencies and air quality agencies to meet on a specific schedule (i.e. quarterly, biannually, annually, etc.). The MCCOG will also consult with these agencies to determine which items may not require a face-to-face meeting and could be handled via conference call or email.

III. Consultation for an update or amendment of the Transportation Plan (TP) and/or Transportation Improvement Plan (TIP) when a new regional analysis is required

A. Consultation Structure and Process

TP and/or TIP amendments that require a new regional emission analysis will be developed through the ICG. The MCCOG is responsible for convening meetings of the ICG.

Early in the TP and/or TIP development process, the MCCOG will develop a schedule for key activities and meetings leading up to the adoption of the TP and/or TIP. In developing the draft TP and/or TIP, the MCCOG will bring important TP and/or TIP related issues to the ICG for discussion and feedback. The MCCOG is responsible for transmitting all materials used for these discussions to the ICG prior to the meetings, or on occasion, may distribute materials at the meetings. All materials that are relevant to interagency consultation, such as the TP and/or TIP schedule(s), important TP and/or TIP related issues, and the draft TP and/or TIP, will also be transmitted to the ICG for discussion and feedback. Similar consultation will occur with TP amendments if a new regional analysis is required. It should be noted that amendments to the TP are few and infrequent.

Public involvement in the development of the TP and/or TIP will be provided in accordance with the MCCOG adopted public participation procedures.

Policy decisions and actions pertaining to the TP and/or TIP are the responsibility of the MCCOG and will be made through the MCCOG Policy Committee and its standing committee structure. The MCCOG staff will respond to all significant comments. The MCCOG will transmit the TP and/or TIP related materials to be discussed at the Transportation Policy Board/Committee meeting(s) to the ICG prior to the meeting, or on occasion, may distribute materials at the meetings. Staff and policy board members of the ICG agencies are also invited to attend and participate in these meetings.

B. Agency Roles and Responsibilities

Expected participation of key agencies in TP and/or TIP development and review, as follows:

AGENCY	ROLES & PARTICIPATION
MCCOG	<ul style="list-style-type: none"> • Runs travel demand model (TDM) for the MCCOG MPA non-attainment area • Runs Mobile 6 (or updated version) emissions model in consultation with IDEM • Prepares Conformity Demonstrations for the TP and/or TIP. Responsibilities of the MCCOG should be mutually agreed upon by other appropriate ICG parties • Prepares the AQCA document for the Madison County non-attainment area • Provides a final copy of the AQCA, TP and/or TIP packages to review agencies • Maintains and manages conformity process schedule
MCCOG & DMMPC	<ul style="list-style-type: none"> • Updates/amends the TP and/or TIP in respective MPAs • Manages public review and comment period in respective MPAs • Transportation Policy Board makes the conformity determination and adopts the TP and/or TIP via formal resolution
INDOT	<ul style="list-style-type: none"> • Submits INDOT expansion projects to MPOs for inclusion in modeling and conformity demonstration in accordance with the established conformity schedule • Provides traffic count information, HPMS VMT, and other data, as needed, to the MPOs • Reviews AQCA and comments within the allotted time
IDEM	<ul style="list-style-type: none"> • Develops motor vehicle emissions budgets (MVEBs) in consultation with all other ICG parties • Creates and develops state implementation plans (SIPs) in consultation with all other ICG parties • Develops SIP emission factors using the approved emissions model (or delegates responsibility as agreed with other appropriate ICG parties) • Reviews AQCA and comments within the allotted time
CATS, MITS & New Interurban	<ul style="list-style-type: none"> • Reviews conformity documentation
FHWA	<ul style="list-style-type: none"> • Coordinates federal review process of the conformity determination • Facilitates additional consultation as necessary if adverse comments are received during consultation • Monitors conformity process schedule • Assists other ICG parties with commitment and follow-up • Provides technical guidance and advice on conformity • Reviews conformity documentation • Issues USDOT conformity determination letter
FTA	<ul style="list-style-type: none"> • Reviews conformity documentation • Reviews AQCA and comments within the allotted time
EPA	<ul style="list-style-type: none"> • Promulgates conformity regulations • Approves the SIP and motor vehicle emissions budgets (MVEBs) • Provides technical advice and guidance on conformity • Reviews conformity determination • Reviews final AQCA and submits a recommendation for conformity finding letter

C. TP and TIP Consultation Process

1. Consultation on TP and/or TP Amendment Conformity Analysis:

Consultation on the assumptions and approach to the conformity analysis of the TP and/or TP Amendment will occur during the preparation of these documents. As a part of the TP, TP Amendment, and/or TIP development process, the MCCOG should consult with the ICG, at a minimum, on the following topics:

- Identification of exempt projects (by list or reference)
- Identification of projects included in each analysis scenario
- Travel demand modeling description (assumptions, methods, geographical and functional classification coverage and VMT Summary Table for various analysis years)
- Description of the emissions modeling (emissions model used, methodology, assumptions, and sample input/output printouts)
- Description of post process analysis (including off-network VMT)
- Tabulation of analysis results, including the calculated emissions of the applicable pollutants and/or precursors, as per 40 CFR 113.118(a) and 93.119(d) showing that required conformity tests were met
- Discussion of other relevant observations or issues
- An outline of the progress in implementing TCMs in the applicable SIP(s) and an explanation of any delays incurred in implementing the TCMs (if applicable)
- Action(s) by the MCCOG adopting the TP and/or TIP and that a finding of conformity with the SIP is demonstrated

2. Consultation and Notification Procedures for Conformity Analysis of TIP and TIP Amendments:

Consultation on the assumptions and approach to the conformity analysis of the TIP or TIP Amendment will occur during the preparation of the draft TIP or TIP Amendment. When preparing a new TIP, the MCCOG will consult with the ICG on the same topics listed for the TP, as well as the additional topics listed below:

- Identification of exempt projects in the TIP
- Identification of exempt projects which should be treated as non exempt
- Determination of projects which are regionally significant (both FHWA/FTA and non FHWA/FTA funded projects)
- Development of an Interim TIP (in the event of a conformity lapse)

3. Consultation Required in Situations Requiring a Conformity Determination, Including But Not Limited To:

- Add a regionally significant project to the TIP when it has already been appropriately accounted for in the regional emissions analysis for the TP
- Add a non-regionally significant project to the TIP
- Add non-exempt, regionally significant project that has not been accounted for in the regional emissions analysis

- Change in non-exempt, regionally significant project that is not consistent with the design concept and scope or the conformity analysis years
- Activities that trigger a new conformity analysis and/or determination such as the effective date of adequate or approved motor vehicle emissions budgets (a new conformity determination must be made within 2 years)

The ICG review of the draft conformity analysis will typically begin during the public review period. The MCCOG will request the FHWA initiate the formal conformity consultation process. This is typically done by e-mail after the MPO has adopted the TP/TIP update or amendment and issued the associated conformity resolution(s). The ICG will respond promptly to the MCCOG staff with any comments. Members of the public can comment on the draft conformity analysis in writing or in person at MCCOG meetings prior to the close of the 30-day public review period.

After the MPO Board approves the final conformity analysis, the MCCOG will provide the final conformity analysis to FHWA for a federal conformity finding determination. FHWA will initiate formal consultation and, if appropriate, issue the formal conformity finding on behalf of USDOT. The TP update or amendment becomes effective the date the USDOT conformity finding is issued. The TIP update or amendment only becomes effective after the USDOT conformity finding is issued, and the FHWA approves the associated TIP update or amendment into the INSTIP. The MCCOG will transmit electronic copies of the final conformity analysis to the ICG members and place a final copy on the MPO's Web site.

4. Limited Consultation Required:

TP/TIP amendments/updates that only involve exempt projects will be handled in an expedited fashion. The MCCOG will forward the project list to the ICG and request comments within 1-week to see if there are any questions regarding the exempt status of any of the projects. No response will be construed as agency concurrence in the finding that the projects are exempt. The AQCA documentation and/or resolution adopting the exempt amendment will specifically state that the list of exempt projects was circulated to the ICG and there is ICG concurrence that the associated projects are exempt.

Likewise, an ICG Meeting will not be scheduled if a TP/TIP amendment or update does not require a new regional emissions analysis. The MCCOG will forward the project list to the ICG, identify which projects are exempt, non-exempt, and/or not regionally significant, confirm that each project is consistent with the design concept and scope of the project that was modeled in the most recent conformity demonstration, affirm that the open-to-traffic date of each project is consistent with the associated analysis scenario in the most recent regional emissions analysis, confirm that the previous emissions analysis is consistent with the requirements of 40 CFR 93.118 (including that conformity to all currently applicable budgets is demonstrated) and/or 40 CFR 93.119, and establish a deadline for ICG comments (minimum 2-week comment period) on the conformity demonstration. No response will be construed as agency concurrence. A follow-up meeting may be needed if concurrence of all agencies is not reached. The air quality conformity analysis document and/or conformity finding/resolution will specifically reference ICG consultation and concurrence in the TP/TIP amendment/update conformity demonstration.

IV. State Implementation Plan (SIP) Consultation Process

A. SIP Consultation Structure and Process

IDEM has responsibility for developing state implementation plans (SIPs) and, as such, needs to assure that assumptions made during the emissions analysis process are consistent with those in the appropriate SIPs. The SIP will normally be developed independently of the ICG. However, all ICG agencies will be provided with information and opportunity to participate in the development of the SIP with a focus on the setting of emission budgets and developing Transportation Control Measures (TCM) for inclusion, when and if appropriate. IDEM will provide and update schedules for SIP development that will be available to all agencies and the public. Public participation will be in accordance with IDEM's public participation procedures. Key documents will be posted on IDEM's website. SIP development will normally cover inventory development, determination of emission reductions necessary to achieve and/or maintain federal air quality standards, transportation and other control strategies that may be necessary to achieve these standards, contingency measures, and other such technical documentation as required.

IDEM may request the MCCOG to provide the travel activity data used to develop the on-road motor vehicle emissions inventory. If new transportation control strategies are necessary to achieve and/or maintain federal air quality standards, IDEM may request that the MCCOG evaluate potential new measures. This SIP process will define the motor vehicle emissions budget (MVEB), and its various components, that will be used for future conformity determinations of the TP and TIP. Before the draft SIP begins the public review process, the ICG will have an opportunity to review and comment on the proposed MVEB.

IDEM will circulate the draft SIP for public review, and all comments will be responded to in writing prior to adoption of the SIP. IDEM will then transmit the adopted submittal, along with the public notice, public hearing transcript and a summary of comments and responses, to the EPA.

V. Monitoring of Transportation Control Measures (TCMs)

The periodic conformity analyses for the TP and TIP will include updates of the implementation of TCMs in the applicable SIP. The ICG may request more frequent updates, as needed.

As a part of the new conformity analysis for a TP or TIP, the MCCOG will document the status of TCMs that have not been completed, by comparing progress to the implementation steps in the SIP. Where TCM emissions reductions are included as part of the MVEB, the MCCOG will also estimate the portion of emission reductions that have been achieved. If there are funding or scheduling issues for a TCM, the MCCOG will describe the steps being undertaken to overcome these obstacles, including means to ensure that funding agencies are giving these TCM maximum priority. The MCCOG may propose substitution of a new TCM for all or a portion of an existing TCM that is experiencing implementation difficulties (see below).

VI. Substitution of TCMs in the SIP

After consultation with the ICG, the MCCOG may recommend and proceed with the substitution of a new TCM in the SIP to overcome implementation difficulties with an existing TCM(s). The substitution will take place in accordance with the MCCOG's adopted TCM substitution procedures, which provide for full public involvement. In the event of possible discrepancies between the MCCOG's TCM Substitution Procedures and those in SAFETEA-LU (Public Law 109-59), the provisions of SAFETEA-LU will govern.

VII. Other Interagency Consultation Group Processes and Procedures

A. Interagency Consultation Procedures for Specific Conformity Issues:

1. Defining regionally significant projects: Regionally significant projects are defined as a transportation project (other than an exempt project) that is on a facility which serves regional transportation needs and would normally be included in the coded network for the regional transportation demand forecast model, including at a minimum all principal arterial highways and all fixed guide-way transit facilities that offer an alternative to regional highway travel. The Madison County travel model roadway network may also include other types of facilities for reasons of functionality or connectivity that would not normally be considered regionally significant. The MCCOG will periodically review with the ICG the types of facilities and projects that are coded in the network but which the MCCOG recommends should not be classified as regionally significant (and which therefore would not trigger a new regional emissions analysis if amended into the TP/TIP). The MCCOG will document the decisions of the ICG for future reference. The ICG will also consider projects that would not be found regionally significant according to the modeling definition above, but should be treated as regionally significant for conformity purposes.
2. Determination of significant change in project design concept and scope: Project sponsors should provide timely notice to the MCCOG of any change in the design concept or scope of any regionally significant project in the TP and/or TIP. The MCCOG will consider a significant change in design concept and scope to be one that would alter the coding of the project in the transportation network associated with the regional travel model. When project(s) have a change in design concept and scope from that assumed in the most recent conformed TP and/or TIP, the MCCOG will not normally consider revisions to the TP and/or TIP if such a revision requires a new regional emissions analysis for the entire TP and/or TIP. The MCCOG will evaluate projects that may be considered to have a change in design concept and scope and will consult with the ICG prior to advising the project sponsor as to how the MCCOG intends to proceed with any request to amend the TP and/or TIP.
3. Determining if exempt projects should be treated as non-exempt: The MCCOG will identify all projects in the TP/TIP that meet the definition of an exempt project, as defined in the Conformity regulations. The MCCOG will provide a list of exempt projects to the ICG for review prior to releasing the draft TP/TIP for public comment. If any member of the ICG believes an exempt project has potentially adverse emission impacts or interferes with TCM implementation, they can bring their concern to the ICG for review and resolution. If it is

determined by the ICG that the project should be considered non exempt, the MCCOG will notify the project sponsor of this determination and make appropriate changes to the conformity analysis, as required.

4. Treatment of non-FHWA/FTA regionally significant projects: Any recipient of federal funding is required to disclose to the MCCOG the design concept and scope of regionally significant projects that do not use FHWA or FTA funds. The MCCOG will request that INDOT and local agencies identify all such projects prior to conducting a new conformity analysis for the TP and/or TIP. As part of the conformity analysis, The MCCOG will also include a written response to any significant comment received about whether any project or projects of this type are adequately accounted for in the regional emissions analysis.
5. Projects that can advance during a conformity lapse. In the event of a conformity lapse, the MCCOG will consult with the ICG to identify projects in the TP and/or TIP that may move forward. The MCCOG will also consult the ICG on the process for preparing an Interim TP and/or TIP.
6. Addressing activities and emissions that cross MPO boundaries: When a regionally significant project that is not exempt is proposed in another MPO's Plan or TIP crosses or is within Madison County's MPA boundaries, the MCCOG will review the project with the ICG to determine appropriate methods for addressing the emissions impact of the project in the Madison County conformity analysis, consistent with EPA's conformity regulations.

VIII. Conflict Resolution

Conflicts between State agencies or between State agencies and the MCCOG that arise during consultation will be resolved as follows:

1. A statement of the nature of the conflict will be prepared by the agency with the conflict and agreed to by the ICG.
2. Staff of the affected agencies will meet in a good faith effort to resolve the conflict in a manner acceptable to all parties.
3. If the staff is unsuccessful, the MPO Executive Directors or their designee, Management within state agencies and all other parties to the conflict shall meet to resolve differences in a manner acceptable to all parties.
4. The agency with the conflict will send a letter of intent to proceed with their conformity decision or policy that is the source of the conflict to IDEM and other ICG members. The 14-day clock (see below) starts upon IDEM's receipt of the letter.
5. Following these steps, IDEM has 14 days to appeal to the Governor after INDOT or the MCCOG has notified IDEM that either party plans to proceed with their conformity decision or policy that is the source of the conflict. If IDEM appeals to the Governor, the final conformity determination must have the concurrence of the Governor. If IDEM does

not appeal to the Governor within 14 days, the MCCOG or INDOT may proceed with the final conformity determination. The Governor may delegate his or her role in this process, but not to the head or staff of the State or local air agency, State department of transportation, State transportation commission or board, or the MCCOG.

IX. Public Consultation Procedures

The MCCOG will follow its adopted public participation procedures when making conformity determinations on the MCCOG transportation plans, and programs. These procedures establish a proactive public participation process which provides opportunity for public review and comment by, at a minimum, providing reasonable public access to technical and policy information considered by the MCCOG at the beginning of the public comment period and prior to taking formal action on a conformity determination for the TP and TIP, consistent with these requirements and those of 23 CFR 450.316(b). Meetings of the ICG are open to the public. Any charges imposed for public inspection and copying should be consistent with the fee schedule contained in 49 CFR 7.95. These agencies shall also provide opportunity for public participation in conformity determinations for projects where otherwise required by law.

The Delaware-Muncie Metropolitan Plan Commission will follow its adopted public participation procedures when making new conformity determinations in the Delaware-Muncie Urbanized Area.

RESOLUTION 9-08

Madison County/Delaware County Transportation Air Quality Conformity Protocol and Procedures

WHEREAS, the Madison County Council of Governments (MCCOG) is the designated Metropolitan Planning Organization (MPO) with the responsibility of providing for the continuing, cooperative and comprehensive transportation planning process for the Metropolitan Planning Area (MPA) in the Anderson/Madison County area, Sections of Salem Township of Delaware County, Sections of Fall Creek Township of Hamilton County and Sections of Green and Vernon Townships of Hancock County; and

WHEREAS, the Delaware-Muncie Metropolitan Plan Commission (DMMPC) is the Metropolitan Planning Organization (MPO) for the Muncie Metropolitan Planning Area pursuant to 23 CFR 450 and 49 CFR 613; and

WHEREAS, the Muncie Metropolitan Planning Area covers ninety-seven and four tenths percent (97.4%) of Delaware County, Indiana; and

WHEREAS, Madison County Council of Governments (MCCOG) is the Metropolitan Planning Organization (MPO) for the Anderson Metropolitan Planning Area pursuant to 23 CFR 450 and 49 CFR 613; and

WHEREAS, the Anderson Metropolitan Planning Area covers approximately two and six tenths (2.6 %) of Delaware County, Indiana; and

WHEREAS, the MCCOG, the DMMPC and the Indiana Department of Environmental Management (IDEM) are collectively responsible for developing and implementing various portions of the federal air quality plans in the Anderson and Muncie Planning Areas within Delaware County, Indiana; and

WHEREAS, prior to adopting or amending the long-range Transportation Plan (TP) and the Transportation Improvement Plan (TIP), the MCCOG and the DMMPC must first determine that these plans and programs conform to the state and federal air quality plan for the Delaware County Air Quality Planning Area (termed the State Implementation Plan (SIP) using procedures established by the United States Environmental Protection Agency (U.S. EPA); and

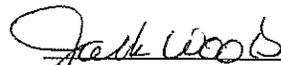
WHEREAS, the Interagency Consultation Group (IGC) agencies have prepared the protocol for determining transportation air quality conformity in compliance with the Federal Regulation entitled: *the Interagency Consultation Group Transportation Air Quality Conformity Protocol, (Attachment A)*, which includes certain conformity procedural guidelines relating to transportation plans, programs and projects, and the interagency consultation procedures and the guidance entitled: *Interagency Consultation Group Conformity Consultation Guidance; (Attachment B)*; and

WHEREAS, the IGC agencies have revised the Protocol to reflect the most recent guidance provided by the U.S. EPA; and

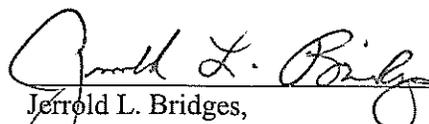
WHEREAS, the adopted Protocol will be submitted to the Indiana Department of Environmental Management (IDEM) for review and subsequent submittal to the United States Environmental Protection Agency (U.S. EPA) for revision of the Indiana State Implementation Plan (SIP).

NOW, THEREFORE, BE IT RESOLVED by the Madison County Council of Governments, as follows:

- Section 1.** That the Madison County Council of Governments shall be the agency responsible for transportation conformity analysis for Madison County, Indiana, and shall make all reasonable and appropriate steps to obtain the information necessary to conduct the analysis in a timely manner as it relates to Transportation Plans and Transportation Improvement Programs.
- Section 2.** That the Delaware-Muncie Metropolitan Plan Commission shall provide the Madison County Council of Governments with all necessary information to the analysis in a timely manner.
- Section 3.** That the Interagency Consultation Group (IGC) agencies have prepared the protocol for determining transportation air quality conformity in compliance with the Federal Regulation entitled: *the Interagency Consultation Group Transportation Air Quality Conformity Protocol, (Attachment A)*, which includes certain conformity procedural guidelines relating to transportation plans, programs and projects, and the interagency consultation procedures and the guidance entitled: *Interagency Consultation Group Conformity Consultation Guidance; (Attachment B)*.
- Section 4.** That the Protocol to be included in the Conformity SIP is approved for submission to IDEM and to the U.S. EPA.
- Section 5.** That the Madison County Council of Governments staff may make minor adjustments, as necessary, to the Protocol in the Conformity SIP in response to IDEM and U.S. EPA comments.
- Section 6.** **APPROVED AND ADOPTED** by the Madison County Council of Governments Policy Committee, this 12th day of June, 2008.



President, Madison County
Council of Governments



Jerrold L. Bridges,
MPO Director

ATTACHMENT A

CENTRAL INDIANA TRANSPORTATION AIR QUALITY CONFORMITY PROTOCOL

Conformity Procedures

SUMMARY:

Current federal law does not require that the U.S. Environmental Protection Agency's (EPA) detailed procedures for determining the conformity of plans, programs and projects be included in a "Conformity State Implementation Plan" (SIP). This SIP revision however must include procedures for interagency consultation (Federal, State and local), resolution of conflict and public consultation set forth in 40 CFR 93.105 (consultation procedures are found in Attachment B), and provisions for written commitments for control and mitigation measures required by 40 CFR 93.122(a)(4)(ii) and 125(c) (these commitments are below). This document, when submitted and approved as a SIP revision, gives full legal effect to the following three requirements of the Federal Transportation conformity Rule, 40 CFR part 93 subpart A: (1) 40 CFR 93.105, which addresses consultation procedures, (2) 40 CFR 93.122(a)(4)(ii), which states that conformity SIPs must require written commitments to control measures to be obtained prior to a conformity determination if the control measures are not included in a Metropolitan Planning Organization's transportation plan and transportation improvement program, and that such commitments be fulfilled; and (3) 40 CFR 93.125(c), which states that conformity SIPs must require written commitments to mitigation measures to be obtained prior to a project-level conformity determination, and that project sponsors comply with such commitments. Following EPA approval of this regulation as a revision to the SIP, conformity determinations will be governed by the approved state criteria and procedures as well as any applicable portions of the federal conformity rules that are not addressed by this document.

PROVISIONS FOR Written Commitments Required by 40 CFR 93.122(a)(4)(ii) and 93.125(c):

As set forth in CFR 93.122(a)(4)(ii), emission reduction credit from control measures that are not included in the transportation plan and transportation improvement plan and that do not require a regulatory action in order to be implemented may not be included in the emissions study unless the conformity determination includes written commitments, as defined in 40 CFR 93.101, from the appropriate entities to implement those control measures. The written commitments to control measures that are not included in the transportation plan and transportation improvement program (TIP) must be obtained prior to a conformity determination and that such commitments must be fulfilled. Consultation on these commitments will take place as a part of the consultation process prior to the conformity analysis and determination.

As set forth in 40 CFR 93.125(c), prior to determining that a transportation project is in conformity, the MPO, other recipient of funds designated under title 23 U.S.C. or the Federal Transit Laws, Federal Highway Administration (FHWA), or the Federal Transit Administration (FTA) must obtain from the project sponsor and/or operator written commitments to implement in the construction of the project and operation of the resulting facility or service any project-level mitigation or control measures which are identified as conditions for NEPA process

completion with respect to local Carbon Monoxide (CO), Particulate Matter – 10 microns (PM₁₀), or Fine Particulate Matter – 2.5 microns (PM_{2.5}) impacts. Before a conformity determination is made, written commitments must also be obtained for project-level mitigation or control measures which are conditions for making conformity determinations for a transportation plan or TIP and are included in the project design concept and scope which is used in the regional emissions analysis required by 40 CFR 93.118 and 119 or used in the project-level hot-spot analysis required by 40 CFR 93.116. Consultation on these commitments will take place as a part of the consultation process prior to the conformity analysis and determination.

CENTRAL INDIANA TRANSPORTATION AIR QUALITY CONFORMITY PROTOCOL

Interagency Consultation Procedures

I. Definitions

AQCA - Air Quality Conformity Analysis
CAMPO – Columbus Area Metropolitan Planning Organization
CATS – City of Anderson Transit System
EPA - United States Environmental Protection Agency
FHWA - Federal Highway Administration
FTA - Federal Transit Administration
HPMS - Highway Performance Monitoring System
ICG - Interagency Consultation Group
IDEM - Indiana Department of Environment Management
IMPO – Indianapolis Metropolitan Planning Organization
INDOT- Indiana Department of Transportation
INDYGO – Indianapolis Public Transit Corporation
INSTIP - Indiana Statewide Transportation Improvement Program
MCCOG - Madison County Council of Governments
MPO - Metropolitan Planning Organization
MVEB - Motor Vehicle Emissions Budget
NEPA - National Environmental Policy Act
OTAQ – Office of Transportation and Air Quality, EPA
SIP - State Implementation Plan
TCMs - Transportation Control Measures
TDM - Travel Demand Model
TIP - Transportation Improvement Program
TRAM – Transportation Rural Areas Madison/LifeStream
TP - Transportation Plan
USDOT - United States Department of Transportation
VMT - Vehicle Miles Traveled

II. General

These procedures implement the interagency consultation process as required in 93.105(b) for the portions of the Metropolitan Planning Areas of the Columbus Area Metropolitan Planning Organization (CAMPO), Madison County Council of Governments (MCCOG), and Indianapolis Metropolitan Planning Organization (IMPO), collectively known as the “Metropolitan Planning Organizations” (MPO’s), and include procedures to be undertaken by the MPO’s, Indiana Department of Transportation (INDOT), Federal Highway Administration (FHWA), Federal Transit Administration (FTA), Indiana Department of Environmental Management, U.S. Environmental Protection Agency (EPA), local air and transit agencies (where appropriate) and other agencies not listed, before making transportation conformity determinations on the Transportation Plans (TP) and Transportation Improvement Programs (TIP) for each MPO.

Additional details on consultation are contained in the Indiana guidance document on transportation conformity “Interagency Consultation Group Conformity Consultation Guidance, August 2007”. This guidance document provides MPOs with detailed guidance on conformity consultation and procedures but is not legally binding. Only the procedures approved into the State Implementation Plan (SIP) are legally binding.

A. Interagency Consultation Group

To conduct consultation, staff involved in conformity issues for their respective agencies will participate in an Air Quality Conformity Task Force, hereafter referred to as the “Interagency Consultation Group.” The Interagency Consultation Group (ICG) is open to all interested agencies, but typically includes, as a minimum, staff of:

- Federal agencies: FHWA, EPA, FTA
- State Agencies: INDOT, IDEM, other multi-state regional state agencies
- Regional planning agencies: CAMPO, MCCOG, IMPO
- Indianapolis Public Transit Corporation
- City of Anderson Transit System
- TRAM/LifeStream
- Central Indiana Regional Transportation Authority
- Indianapolis Department of Public Works, Division of Environmental Services

IMPO will maintain a directory for the current membership agencies of the ICG. These agencies are responsible to notify ICG upon individual contact changes.

B. Initial Interagency Consultation Group Meeting

IMPO is responsible for initiating the ICG consultation when the TP or TIP is to be updated.

The Initial ICG Meeting (typically a conference call) should include, but not be limited to, all of the agencies listed above. IMPO should schedule conference calls for a time that is acceptable to all other ICG representatives. The ICG agencies should establish the practice of having at least one (1) staff member who can serve as an alternate contact if the primary contact is unavailable. The purpose of the Initial ICG Meeting is to establish consensus regarding the TP update/amendment schedule, latest planning assumptions, and analysis methodology. If there are no changes, the ICG may reaffirm the existing practices. Each respective MPO should provide the ICG with the necessary items as soon as possible prior to the conference call. Each MPO will respond verbally or by email to pertinent questions and comments from the ICG members.

Coordination of planning activities is addressed by the February 2005 (as updated) “Central Indiana Nonattainment Area Transportation Agreement”, on which all three Central Indiana MPO’s are signatories.

The TP will be fiscally responsible and the TIP will be fiscally constrained. The Indiana Statewide Transportation Improvement Plan (INSTIP) will be consistent with the TIPs in order

to comply with the regulations in 23 CFR 450.216(b). The INDOT, CAMPO, MCCOG, and IMPO will reach consensus regarding the list of INDOT-sponsored projects to be included in the MPO TP, project design concept and scope, and the projected year that each project is expected to be open to traffic. INDOT jurisdiction projects are fiscally constrained in the context of the INDOT Statewide Transportation Plan, and thus CAMPO, MCCOG, and IMPO will not add INDOT jurisdiction projects other than those listed in the INDOT Statewide Transportation Plan (TP) without prior concurrence from INDOT or identifying an alternate funding source.

IMPO will prepare initial Meeting Minutes to document agency concurrence regarding items and all decisions made during the initial consultation meeting. IMPO will forward these Meeting Minutes and the Project List to the ICG as soon as reasonably possible. IMPO can follow-up with ICG representatives as needed during the consultation period to clarify outstanding issues. IMPO will schedule a follow-up meeting if needed (i.e. agency concurrence can not be reached). IMPO will also schedule a meeting if any ICG member(s) call a meeting of this group to discuss issues under the purview of the ICG as described below, including whether certain events would trigger the need to make a new conformity determination for the Transportation Plan (TP) and Transportation Improvement Program (TIP). The agency requesting the follow-up meeting will be responsible for preparing and distributing the meeting minutes from that meeting.

Persons of any organizational level in the member agencies may attend meetings of the ICG. All meetings of the ICG will be open to the public, but not necessitate official public notification.

Meeting frequency will be as needed, unless there is consensus among the federal and state transportation agencies and air quality agencies to meet on a specific schedule (i.e. quarterly, biannually, annually, etc.). In most cases, consultation will be via conference call and/or email unless the ICG decides that certain items may require a face-to-face meeting and could not be handled via conference call or email.

III. Consultation for an update or amendment of the Transportation Plan (TP) and/or Transportation Improvement Plan (TIP) when a new regional analysis is required

A. Consultation Structure and Process

TP and/or TIP amendments that require a new regional emission analysis will be developed through the ICG. IMPO is responsible for convening meetings of the ICG.

Early in the TP and/or TIP development process, IMPO will develop a schedule for key activities and meetings leading up to the adoption of the TP and/or TIP. In developing the draft TP and/or TIP, each MPO brings important TP and/or TIP related issues to the ICG for discussion and feedback. Each MPO is responsible for transmitting all materials used for these discussions to the ICG prior to the meetings, or on occasion, may distribute materials at the meetings. All materials relevant to interagency consultation, such as the TP and/or TIP schedule(s), important TP and/or TIP related issues, and the draft TP and/or TIP, will also be transmitted to the ICG for discussion and feedback. Similar consultation will occur with TP amendments if a new regional analysis is required. It should be noted that amendments to the TP are few and infrequent.

Public involvement in the development of the TP and/or TIP will be provided in accordance with each respective MPO's adopted public involvement procedures in accordance with 23 CFR 450.

Policy decisions and actions pertaining to the TP and/or TIP are the responsibility of CAMPO, MCCOG, and IMPO and will be made through each MPO's Policy Board/Committee and its standing committee structure. Each MPO will respond to all significant comments for their planning area. Each MPO will transmit the TP and/or TIP related materials to be discussed at the Transportation Policy Board/Committee meeting(s) to the ICG prior to the meeting, or on occasion, may distribute materials at the meetings. Staff and policy board members of the ICG agencies are also invited to attend and participate in these meetings.

B. Agency Roles and Responsibilities

93.105 (b)(2)(i) require roles and responsibilities to be addressed as part of the consultation SIP. As such, the following are the expected participation of key agencies in TP and/or TIP development and review.

Agency	Roles
IMPO	<ul style="list-style-type: none"> • Runs Mobile 6 (or updated version) emissions model in consultation with IDEM (below) • Prepares Conformity Demonstrations for the TP and/or TIP. Responsibilities of the IMPO should be mutually agreed upon by other appropriate ICG parties. • Prepares the AQCA document for nonattainment areas • Provides a final copy of AQCA, RTP and/or TIP packages to review agencies • Maintains and manages conformity process schedule
CAMPO, MCCOG, and IMPO	<ul style="list-style-type: none"> • Runs travel demand model (TDM) for the nonattainment area (or their respective portions of it) (IMPO and MCCOG only) • Updates/amends the RTP and TIP • Manages public review and comment period • Transportation Policy Board makes the conformity determination and adopts the RTP/TIP via formal resolution
INDOT	<ul style="list-style-type: none"> • Submits INDOT expansion projects to MPO's for inclusion in modeling and conformity demonstration in accordance with the established conformity schedule. • Provides traffic count information, HPMS VMT, and other data, as needed, to the MPO's. • Prepares AQCA for rural nonattainment areas (ozone and PM 2.5), as needed • Reviews AQCA and comments within the allotted time
IDEM	<ul style="list-style-type: none"> • Develops motor vehicle emissions budgets (MVEBs) in consultation with all other ICG parties • Creates and develops state implementation plans (SIPs) in consultation with all other ICG parties • Develop SIP emissions factors using the approved emissions model (or delegates responsibility as agreed with other appropriate ICG parties) • Reviews AQCA and comments within the allotted time

Agency	Roles
Indianapolis Department of Public Works	<ul style="list-style-type: none"> • Reviews conformity documentation • Provides technical guidance and advice
Indianapolis Public Transit Corporation, CATS, TRAM	<ul style="list-style-type: none"> • Reviews conformity documentation
FHWA	<ul style="list-style-type: none"> • Coordinates federal review process of the conformity determination • Facilitate additional consultation as necessary if adverse comments are received during consultation • Monitors conformity process schedule • Assists other ICG parties with commitment and follow-up • Provides technical guidance and advice on conformity • Reviews conformity documentation • Issues United States Department of Transportation (USDOT) conformity determination letter
FTA	<ul style="list-style-type: none"> • Reviews conformity documentation • Reviews AQCA and comments within the allotted time
EPA	<ul style="list-style-type: none"> • Promulgates conformity regulations • Approves the SIP and motor vehicle emissions budgets (MVEBs) • Provides technical advice and guidance on conformity • Reviews conformity determination • Reviews final AQCA and submits a recommendation for conformity finding letter

C. Consultation on TP and/or TP Amendment Conformity Analysis

Consultation on the assumptions and approach to the conformity analysis of the TP and/or TP Amendment will occur during the preparation of these documents. As a part of the TP, TP Amendment, and/or TIP development process, each MPO should consult with the ICG, at a minimum, on the following topics:

- Identification of exempt projects (by list or reference).
- Discussion of which activities trigger a conformity analysis. (93.105(c)(2)(1)).
- Identification of projects included in each analysis scenario.
- Travel demand modeling description (assumptions, methods, geographical and functional classification coverage and VMT Summary Table for various analysis years).
- Discussion of the most recent travel survey and the need for funding of research and data collection efforts and regional transportation model development (93.105(c)(6)).
- Description of the emissions modeling (emissions model used, methodology, assumptions, and sample input/output printouts).
- Description of post process analysis (including off-network VMT).
- Tabulation of analysis results, including the calculated emissions of the applicable pollutants and/or precursors, as per 40 CFR 113.118(a) and 93.119(d) showing that required conformity tests were met.

- Discussion of other relevant observations or issues.
- An outline of the progress in implementing TCMs in the applicable SIP(s) and an explanation of any delays incurred in implementing the TCMs (if applicable).
- Action(s) by each MPO adopting the TP and/or TIP and that a finding of conformity with the SIP is demonstrated.

D. Consultation and Notification Procedures for Conformity Analysis of TIP and TIP Amendments

Consultation on the assumptions and approach to the conformity analysis of the TIP or TIP Amendment will occur during the preparation of the draft TIP or TIP Amendment. When preparing a new TIP, each MPO will consult with the ICG on the same topics listed for the TP (see Section II.c.), as well as the additional topics listed below:

- Identification of exempt projects in the TIP
- Identification of exempt projects which should be treated as non exempt
- Determination of projects which are regionally significant (both FHWA/FTA and non FHWA/FTA funded projects)
- Development of an Interim TIP (in the event of a conformity lapse)

For TIP Amendments, each MPO will consult with the ICG as identified below:

Consultation Required in Situations Requiring a Conformity Determination, Including But Not Limited To:

- Add a regionally significant project to the TIP when it has already been appropriately accounted for in the regional emissions analysis for the TP
- Add a non-regionally significant project to the TIP
- Add non-exempt, regionally significant project that has not been accounted for in the regional emissions analysis
- Change in non-exempt, regionally significant project that is not consistent with the design concept and scope or the conformity analysis years
- Activities that trigger a new conformity analysis and/or determination such as the effective date of adequate or approved motor vehicle emissions budgets (a new conformity determination must be made within 2 years),

The ICG review of the draft conformity analysis will typically begin during the public review period. IMPO will request the FHWA initiate the formal conformity consultation process. This is typically done by e-mail after the MPO has adopted the TP/TIP update or amendment and issued the associated conformity resolution(s). The ICG will respond promptly to the MPO staff with any comments. Members of the public can comment on the draft conformity analysis in writing or in person at each MPO's meetings prior to the close of the 30-day public review period.

The following process provides for final documents to be provided to all ICG members as required by 93.105(c)(7):

After the MPO Board approves the final conformity analysis, IMPO will provide the final conformity analysis and documentation to FHWA and the ICG for a federal conformity finding determination. FHWA will initiate formal consultation and will provide 30 days for written comments from the ICG members. If appropriate, FHWA will issue the formal conformity finding on behalf of USDOT. The TP update or amendment becomes effective the date the USDOT conformity finding is issued. The TIP update or amendment only becomes effective after the USDOT conformity finding is issued, and the FHWA approves the associated TIP update or amendment into the INSTIP. IMPO will transmit electronic copies of the final conformity analysis to the ICG members and each MPO will place a final copy on its respective web site.

E. Limited Consultation Required

TP/TIP amendments/updates that only involve exempt projects will be handled in an expedited fashion. Each MPO will forward the project list to the ICG and request that any comments be submitted back to them within 1-week if there are questions regarding the exempt status of any projects. No response from the ICG will be construed as agency concurrence in the finding that the projects are exempt. ICG members who are not available during the 1 week timeframe should appoint a backup to review these proposed amendments or with an out of office message will be given additional time. The AQCA documentation and/or resolution adopting the exempt amendment will specifically state that the list of exempt projects was circulated to the ICG and there is ICG concurrence that the associated projects are exempt.

Likewise, an ICG Meeting will not be scheduled if a TP/TIP amendment or update does not require a new regional emissions analysis. Each MPO will forward the project list to the ICG, identify which projects are exempt, non-exempt, and/or not regionally significant, confirm 1) that each project is consistent with the design concept and scope of the project that was modeled in the most recent conformity demonstration; 2) that the open-to-traffic date of each project is consistent with the associated analysis scenario in the most recent regional emissions analysis; 3) that the previous emissions analysis is consistent with the requirements of 40 CFR 93.118 (including that conformity to all currently applicable budgets is demonstrated) and/or 40 CFR 93.119; and 4) establish a deadline for ICG comments (minimum 2-week comment period) on the conformity demonstration. No response will be construed as agency concurrence. ICG members who are not available during the 1 week timeframe should appoint a backup to review these proposed amendments or with an out of office message will be given additional time. A follow-up meeting may be needed if concurrence of all agencies is not reached. The air quality conformity analysis document and/or conformity finding/resolution will specifically reference ICG consultation and concurrence in the TP/TIP amendment/update conformity demonstration.

This section addresses the requirements of 93.105(c)(1)(v).

IV. State Implementation Plan (SIP) Consultation Process

A. SIP Consultation Structure and Process

IDEM has responsibility for developing state implementation plans (SIPs) and, as such, needs to assure that assumptions made during the emissions analysis process are consistent with those in the appropriate SIPs. The SIP will normally be developed independently of the ICG. However, all ICG agencies will be provided with information and opportunity to participate in the development of the SIP with a focus on the setting of emission budgets and developing Transportation Control Measures (TCM) for inclusion, when and if appropriate. IDEM will provide and update schedules for SIP development that will be available to all agencies and the public. Public involvement will be in accordance with IDEM's public involvement procedures. Key documents will be posted on IDEM's website. SIP development will normally cover inventory development, determination of emission reductions necessary to achieve and/or maintain federal air quality standards, transportation and other control strategies that may be necessary to achieve these standards, contingency measures, and other such technical documentation as required.

IDEM may request each MPO to provide the travel activity data used to develop the on-road motor vehicle emissions inventory. If new transportation control strategies or TCMs are necessary to achieve and/or maintain federal air quality standards, IDEM may request that each MPO evaluate potential new measures. The ICG will be convened to discuss possible TCMs for inclusion in the SIP. This SIP and consultation process will define the motor vehicle emissions budget (MVEB), and its various components, that will be used for future conformity determinations of the TP and TIP. Before the draft SIP begins the public review process, the ICG will have an opportunity to review and comment on the proposed MVEB.

IDEM will circulate the draft SIP for public review, and all comments will be responded to in writing prior to adoption of the SIP. IDEM will then transmit the adopted submittal, along with the public notice, public hearing transcript and a summary of comments and responses, to the EPA.

V. Monitoring of Transportation Control Measures (TCMs)

The periodic conformity analyses for the TP and TIP will include updates of the implementation of TCMs in the applicable SIP. The ICG may request more frequent updates, as needed.

As a part of the new conformity analysis for a TP or TIP, each MPO will document the status of TCMs that have not been completed, by comparing progress to the implementation steps in the SIP. Where TCM emissions reductions are included as part of the MVEB, each MPO will also estimate the portion of emission reductions that have been achieved. If there are funding or scheduling issues for a TCM, each MPO will describe the steps being undertaken to overcome these obstacles, including means to ensure that funding agencies are giving these TCM maximum priority. Each MPO may propose substitution of a new TCM for all or a portion of an existing TCM that is experiencing implementation difficulties (see below).

VI. Substitution of TCMs in the SIP

After consultation with the ICG, each MPO may recommend and proceed with the substitution of a new TCM in the SIP to overcome implementation difficulties with an existing TCM(s). The substitution will take place in accordance with MPO's adopted TCM substitution procedures,

which provide for full public involvement. In the event of possible discrepancies between MPO's TCM Substitution Procedures and those in SAFETEA (Public Law 109-59), the provisions of SAFETEA will govern.

VII. Other Interagency Consultation Group Processes and Procedures

Interagency consultation procedures for specific conformity issues are described below:

- A. Defining regionally significant projects (93.105 (c) (1) (ii):** Regionally significant projects are defined as a transportation projects (other than an exempt project) that is on a facility which serves regional transportation needs and would normally be included in the coded network for the regional transportation demand forecast model, including at a minimum all principal arterial highways and all fixed guideway transit facilities that offer an alternative to regional highway travel. Each MPO's travel model roadway network may also include other types of facilities for reasons of functionality or connectivity that would not normally be considered regionally significant. Each MPO will periodically review with the ICG the types of facilities and projects that are coded in the network but which they recommend should not be classified as regionally significant (and which therefore would not trigger a new regional emissions analysis if amended into the TP/TIP). IMPO will document the decisions of the ICG for future reference. The ICG will also discuss and decide that projects would not be found regionally significant according to the modeling definition above, but should be treated as regionally significant for conformity purposes. This consultation will take place prior to the beginning of the conformity modeling analysis.
- B. Determination of significant change in project design concept and scope (93.105 (c) (4) and (5):** Project sponsors should provide timely notice to their respective MPO of any change in the design concept or scope of any regionally significant project in the TP and/or TIP. Each MPO will consider a significant change in design concept and scope to be one that would alter the coding of the project in the transportation network associated with the regional travel model. When a project(s) have a change in design concept and scope from that assumed in the most recent conformed TP and/or TIP, the pertinent MPO will consider revisions to the TP and/or TIP if such a revision requires a new regional emissions analysis for the entire TP and/or TIP. Each MPO will evaluate projects that may be considered to have a change in design concept and scope and will consult with the ICG prior to advising the project sponsor as to how any request to amend the TP and/or TIP will proceed. Project sponsors should also provide timely notice to their MPO of any proposed regionally significant projects which should be included in TP/TIP updates prior to the beginning of the conformity analysis and must work with the MPO to provide for the design concept and scope of projects in sufficient detail to allow the MPO to perform the regional emissions analysis.
- C. Determining if exempt projects should be treated as non-exempt (93.105 (c) (iii):** Each MPO will identify all projects in the TP/TIP that meet the definition of an exempt project, as defined in the Conformity regulations. The MPO will provide a list of exempt projects to the ICG for review prior to releasing the draft TP/TIP for public comment. If any member of the ICG believes an exempt project has potentially adverse emission impacts or interferes with TCM implementation, they can bring their concern to the ICG for review and resolution. If it

is determined by the ICG that the project should be considered non exempt, the pertinent MPO will notify the project sponsor of this determination and make appropriate changes to the conformity analysis, as required.

- D. Treatment of non-FHWA/FTA regionally significant projects 93.105(c)(4) :** Any recipient of federal funding is required to disclose to their pertinent MPO the design concept and scope of regionally significant projects that do not use FHWA or FTA funds. Each MPO will request that INDOT and local agencies identify all such projects prior to conducting a new conformity analysis for the TP and/or TIP. As part of the conformity analysis, IMPO will also include a written response to any significant comment received about whether any project or projects of this type are adequately accounted for in the regional emissions analysis.
- E. Projects that can advance during a conformity lapse:** In the event of a conformity lapse, each MPO will consult with the ICG to identify projects in the TP and/or TIP that may move forward. The MPO will also consult the ICG on the process for preparing an Interim TP and/or TIP.
- F. Addressing activities and emissions that cross MPO boundaries (93.105 (c)(3):** When a regionally significant project that is not exempt is proposed in another MPO's Plan or TIP crosses MPO's boundaries, the MPO's will review the project with the ICG to determine appropriate methods for addressing the emissions impact of the project in MPO's conformity analysis, consistent with EPA's conformity regulations.

VIII. Conflict Resolution (93.105 (d))

Conflicts between State agencies or between State agencies and the MPO's that arise during consultation will be resolved as follows:

- A.** A statement of the nature of the conflict will be prepared by the agency with the conflict and agreed to by the ICG.
- B.** Staff of the affected ICG agencies will meet in a good faith effort to resolve the conflict in a manner acceptable to all parties.
- C.** If the staff is unsuccessful, the MPO Executive Directors or their designee, Management within state agencies and all other parties to the conflict shall meet to resolve differences in a manner acceptable to all parties.
- D.** The parties to the conflict will determine when the 14-day clock (see below) starts. *OTAQ suggests that we may want to determine what starts the clock before a conflict arises.*
- E.** Following these steps, IDEM has 14 days to appeal to the Governor after INDOT or the pertinent MPO has notified IDEM that either party plans to proceed with their conformity decision or policy that is the source of the conflict. If IDEM appeals to the Governor, the

final conformity determination must have the concurrence of the Governor. If IDEM does not appeal to the Governor within 14 days, the MPO or INDOT may proceed with the final conformity determination. The Governor may delegate his or her role in this process, but not to the head or staff of the State or local air agency, State department of transportation, State transportation commission or board, or any MPO.

IX. Public Consultation Procedures (93.105 (e))

Each MPO will follow its adopted public involvement procedures, which were developed in accordance with the requirements for public involvement in 23 CFR 450, when making conformity determinations on transportation plans, and programs. These procedures establish a proactive public involvement process which provides opportunity for public review and comment by, at a minimum, providing reasonable public access to technical and policy information considered by each MPO at the beginning of the public comment period and prior to taking formal action on a conformity determination for the TP and TIP, consistent with these requirements and those of 23 CFR 450.316(a). Meetings of the ICG are open to the public. Any charges imposed for public inspection and copying are consistent with the fee schedule contained in 49 CFR 7.43. The ICG agencies shall also provide opportunity for public involvement in conformity determinations for projects where otherwise required by law.

RESOLUTION 12-08

Central Indiana MPOs Specific Transportation Air Quality Conformity Protocol and Procedures

WHEREAS, the Madison County Council of Governments is the Metropolitan Planning Organization, hereafter referred to as the MCCOG, designated by the Governor of Indiana, with the responsibility of providing a continuous, cooperative and comprehensive transportation planning process for the Metropolitan Planning Area (MPA) in the Anderson/Madison County area (including all of Madison County and parts of Delaware, Hamilton, and Hancock Counties), hereafter collectively referred to as the MPA pursuant to 23 CFR 450 and 49 CFR 613; and

WHEREAS, the MCCOG, the Columbus Area Metropolitan Planning Organization (CAMPO), the Indianapolis Metropolitan Planning Organization (IMPO), the Indiana Department of Transportation (INDOT), and the Indiana Department of Environmental Management (IDEM) are collectively responsible for developing and implementing various portions of the federal air quality plans in the Indianapolis Metropolitan Planning Area; and

WHEREAS, prior to adopting or amending the long-range Regional Transportation Plan (RTP) and Transportation Improvement Plan (TIP), MCCOG, CAMPO, IMPO, INDOT, and IDEM must first determine that these plans and programs conform to the state and federal air quality plan for the Central Indiana Air Quality Nonattainment Area (termed the State Implementation Plan, or SIP) using procedures established by the Environmental Protection Agency (EPA); and

WHEREAS, the five agencies have prepared a protocol for determining transportation air quality conformity in compliance with Federal regulation entitled: "Transportation Air Quality Conformity Protocol" ("the Protocol"), which includes certain conformity procedures relating to transportation plans, programs, and projects and the interagency consultation procedures, attached hereto as Attachment A and Attachment B, respectively, and incorporated herein as though set forth at length; and

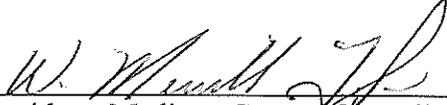
WHEREAS, the five agencies have revised the Protocol to reflect the most recent guidance provided by the U.S. EPA; and

WHEREAS, the Protocol must be submitted to the Indiana Department of Environmental Management (IDEM) for review and subsequent submittal to the United States Environmental Protection Agency (U.S. EPA) for revision of the Central Indiana State Implementation Plan (SIP);

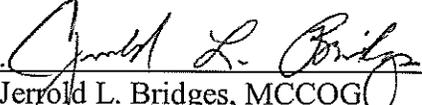
NOW, THEREFORE, BE IT RESOLVED, by the Madison County Council of Governments as follows:

- Section 1. That the Indianapolis Metropolitan Planning Organization shall be the agency responsible for transportation conformity analysis for the Central Indiana air quality nonattainment areas, and shall make all reasonable and appropriate steps to obtain the information necessary to conduct the analysis in a timely manner as it relates to Transportation Plans and Transportation Improvement Programs.
- Section 2. That the Madison County Council of Governments, the Columbus Area Metropolitan Planning Organization, and the Indiana Department of Transportation shall provide the Indianapolis Metropolitan Planning Organization with all necessary information to the analysis in a timely manner.
- Section 3. That the Interagency Consultation Group agencies have prepared the protocol for determining transportation air quality conformity in compliance with the Federal Regulations entitled: ***Central Indiana Transportation Air Quality Conformity Protocol*** (Attachment A), which includes certain conformity procedural guidelines relating to transportation plans, programs and projects.
- Section 4. That the Protocol to be included in the Conformity State Implementation Plan is approved for submission to the Indiana Department of Environmental Management (IDEM) and the United States Environmental Protection Agency (EPA).
- Section 5. That the Madison County Council of Governments, the Columbus Area Metropolitan Planning Organization, and the Indianapolis Metropolitan Planning Organization staffs may make minor adjustments, as necessary, to the Protocol in the Conformity State Implementation Plan in response to IDEM and EPA comments.

APPROVED AND ADOPTED by the Madison County Council of Governments Policy Committee, the 7th day of August, 2008.



President, Madison County Council of Governments



Jerrold L. Bridges, MCCOG
Executive Director