



Transportation Conformity Determination Report for the 1997 Ozone NAAQS

October 2020



U.S. Department
of Transportation

Federal Transit Administration **Federal Highway Administration**
Region V Indiana Division
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Roy Nunnally, Director
Technical Planning & Programming Division
Indiana Department of Transportation
100 N Senate Ave. N7555
Indianapolis, IN 46204

Dear Mr. Nunnally:

The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) have completed our review of the documents necessary to make an air quality conformity finding for Michiana Area Council of Governments (MACOG).

The Indiana Department of Environmental Management, the Indiana Department of Transportation, and the US Environmental Protection Agency have completed their reviews and recommend that we find the amendment to the MACOG 2045 Metropolitan Transportation Plan (MTP) and the FY 2020-2024 Transportation Improvement Program (TIP) conforms to applicable air quality conformity requirements. Appropriate consultation and public involvement on the conformity analyses was completed.

Therefore, FHWA and FTA find the amendment to MACOG's MTP and TIP conform to air quality conformity rule requirements. If you have any questions, please feel free to contact Joyce Newland, FHWA, at 317-226-5353 /joyce.newland@dot.gov or Cecilia Crenshaw, FTA, at (312) 705-1268/cecilia.crenshaw@dot.gov.

Sincerely,

**KELLEY
BROOKINS** Digitally signed by
KELLEY BROOKINS
Date: 2020.10.28
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Kelley Brookins
Regional Administrator
FTA Region V

Sincerely,

**Jermaine R.
Hannon** Digitally signed by
Jermaine R. Hannon
Date: 2020.10.30
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Jermaine Hannon
Acting Division Administrator
FHWA Indiana Division

cc: (transmitted by e-mail)
Jay Mitchell, INDOT
Stephanie Belch, INDOT
Larry Buckel, INDOT
Cecilia Crenshaw-Godfrey, FTA
Tony Maietta, EPA
Shawn Seals, IDEM

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Executive Summary

As part of its amendment process, the Michiana Area Council of Governments (MACOG) completed the transportation conformity process for the amended Michiana on the Move: 2045 Transportation Plan and SFY 2020-2024 TIP. This report documents that the amended 2045 Transportation Plan and SFY 2020-2024 TIP meet the federal transportation conformity requirements in 40 CFR Part 93.

Clean Air Act (CAA) section 176(c) (42 U.S.C. 7506(c)) requires that federally funded or approved highway and transit activities are consistent with (“conform to”) the purpose of the State Implementation Plan (SIP). Conformity to the purpose of the SIP means that transportation activities will not cause or contribute to new air quality violations, worsen existing violations, or delay timely attainment of the relevant NAAQS or any interim milestones. 42 U.S.C. 7506(c)(1). EPA’s transportation conformity rules establish the criteria and procedures for determining whether metropolitan transportation plans, transportation improvement programs (TIPs), and federally supported highway and transit projects conform to the SIP. 40 CFR Parts 51.390 and 93.

On February 16, 2018, the United States Court of Appeals for the District of Columbia Circuit in *South Coast Air Quality Mgmt. District v. EPA* (“South Coast II,” 882 F.3d 1138) held that transportation conformity determinations must be made in areas that were either nonattainment or maintenance for the 1997 ozone national ambient air quality standard (NAAQS) and attainment for the 2008 Ozone NAAQS when the 1997 Ozone NAAQS was revoked. The conformity determinations are required in these areas after February 16, 2019. The South Bend-Elkhart area was a maintenance area at the time of the 1997 Ozone NAAQS revocation on April 6, 2015 and was designated unclassifiable / attainment for the 2008 Ozone NAAQS on May 21, 2012. Therefore, per the South Coast II decision, this conformity determination is being made for the 1997 Ozone NAAQS on the amended Transportation Plan and TIP.

This conformity determination was completed consistent with CAA requirements, existing associated regulations at 40 CFR Parts 51.390 and 93, and the South Coast II decision, according to EPA’s Transportation Conformity Guidance for the South Coast II Court Decision issued on November 29, 2018.

Background

The concept of transportation conformity was introduced in the Clean Air Act (CAA) of 1977, which included a provision to ensure that transportation investments conform to a State Implementation Plan (SIP) for meeting the Federal air quality standards. Conformity requirements were made substantially more rigorous in the CAA Amendments of 1990. The transportation conformity regulations that detail implementation of the CAA requirements were first issued in November 1993, and have been amended several times. The regulations establish the criteria and procedures for transportation agencies to demonstrate that air pollutant emissions from transportation plans, transportation improvement programs and projects are consistent with (“conform to”) the State’s air quality goals in the SIP. This document has been prepared for State and local officials who are involved in decision making on transportation investments.

Transportation conformity is required under CAA Section 176(c) to ensure that Federally-supported transportation activities are consistent with (“conform to”) the purpose of a State’s SIP. Transportation conformity establishes the framework for improving air quality to protect public health and the environment. Conformity to the purpose of the SIP means the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) funding and approvals are given to highway and transit activities that will not cause new air quality violations, worsen existing air quality violations, or delay timely attainment of the relevant air quality standard, or any interim milestone.

On April 15, 2004, the U.S. EPA designated St. Joseph and Elkhart counties as basic nonattainment and subject to the new 8-hour ozone requirements. This designation required the development of a plan to reduce volatile organic compounds (VOCs) and oxides of nitrogen (NOx) emissions as well as a demonstration that the area will meet the 8-hour ozone standard by June 15, 2009. On April 18, 2007, the U.S. EPA re-designated the South Bend-Elkhart area (including all of St. Joseph and Elkhart County) to attainment for ozone based on a request from the Indiana Department of Environmental Management (IDEM) in 2006. Since the re-designation, air quality in the region has continued to improve with the area being found in attainment of the stricter 2008 and 2015 Ozone NAAQS.

Michiana on the Move: 2045 Transportation Plan

Michiana on the Move is a long range plan that identifies regionally significant transportation needs and issues in the region. It is a fiscally constrained document that includes a demographic analysis of the community as well as an examination of travel patterns and trends. The planning process includes an analysis of alternatives to meet projected future demands and for providing a safe and efficient transportation system that meets mobility while not creating adverse impacts to the environment. The amendment to the 2045 Transportation Plan extends the existing project on McKinley Avenue in Mishawaka, between Division Street and Fir Road. The new termini will be from Division Street to Elder Road with a multi-use path along the south side of the corridor. The project is also being moved up from a 2035 open to traffic date to a 2030 open to traffic date.

SFY 2020-2024 Transportation Improvement Program (TIP)

The 2020-2024 Transportation Improvement Program (TIP) is a four year, short-range plan that provides information regarding the transportation projects that are federally funded in the MACOG region.

The TIP includes projects for all modes of surface transportation including highways and streets, active transportation, and public transportation. Projects listed are developed in cooperation with state and local agencies.

The approved TIP can be amended or modified to add or delete projects and adjust for changes in scope, cost, or timeframe. Amendments are required to go through Policy Board approval and subject for public review, while minor changes can be made by Administrative Modifications.

Transportation Conformity Determination: General Process

Per the court's decision in *South Coast II*, beginning February 16, 2019, a transportation conformity determination for the 1997 Ozone NAAQS will be needed in 1997 Ozone NAAQS nonattainment and maintenance areas identified by the EPA for certain transportation activities, including updated or amended Transportation Plans and TIPs. Once the US DOT makes its 1997 Ozone NAAQS conformity determination for the Michiana on the Move: 2045 Transportation Plan and SFY 2020-2024 TIP, conformity will be required no less frequently than every four years. This conformity determination report will address transportation conformity for the Michiana on the Move: 2045 Transportation Plan and SFY 2020-2024 TIP.

Transportation Conformity Requirements

On November 29, 2018, the EPA issued Transportation Conformity Guidance for the South Coast II Court Decision (EPA-420-B-18-050, November 2018) that addresses how transportation conformity determinations can be made in areas that were nonattainment or maintenance for the 1997 Ozone NAAQS when the 1997 Ozone NAAQS was revoked, but were designated attainment for the 2008 Ozone NAAQS in EPA's original designations for this NAAQS (May 21, 2012).

The transportation conformity regulation at 40 CFR 93.109 sets forth the criteria and procedures for determining conformity. The conformity criteria for Transportation Plans and TIPs include:

- latest planning assumptions (93.110),
- latest emissions model (93.111),
- consultation (93.112),
- transportation control measures (93.113(b) and (c)), and
- emissions budget and/or interim emissions (93.118 and/or 93.119)

For the 1997 Ozone NAAQS areas, transportation conformity for Transportation Plans and TIPs for the 1997 Ozone NAAQS can be demonstrated without a regional emissions analysis, per 40 CFR 93.109(c). This provision states that the regional emissions analysis requirement applies one year after the effective date of EPA's nonattainment designation for a NAAQS and until the effective date of revocation of such NAAQS for an area. The 1997 Ozone NAAQS revocation was effective on April 6, 2015, and the *South Coast II* court upheld the revocation. As no regional emission analysis is required for this conformity determination, there is no requirement to use the latest emissions model, or budget and/or interim emissions tests.

Therefore, transportation conformity for the 1997 Ozone NAAQS for MACOG's Michiana on the Move: 2045 Transportation Plan and SFY 2019-2024 TIP can be demonstrated by showing the remaining requirements in Table 1 in 40 CFR 93.109 have been met. These requirements, which are laid out in Section 2.4 of EPA's guidance and addressed below, include:

- Latest planning assumptions (93.110)
- Consultation (93.112)
- Transportation Control Measures (93.113)
- Fiscal constraint (93.108)

Latest Planning Assumptions

The use of the latest planning assumptions in 40 CFR 93.110 of the conformity rule generally applies to a regional emissions analysis. In the 1997 Ozone NAAQS areas, the use of the latest planning assumptions requirement applies to assumptions about transportation control measures (TCMs) in an approved SIP. The SIP for St. Joseph and Elkhart County does not include any TCMs.

Consultation Requirements

The consultation requirements in 40 CFR 93.112 were addressed both for interagency consultation and public consultation.

Interagency consultation was conducted with the EPA, FHWA, FTA, IDEM, and INDOT. A draft of this Transportation Conformity Determination Report for the 1997 Ozone NAAQS was provided with the amendment to the 2045 Transportation Plan for review via email. A Google Hangout to formally discuss the documents was scheduled for 10:00 am on Monday, July 6, 2020. Interagency consultation was conducted consistent with the Indiana Conformity SIP.

Public consultation was conducted consistent with planning rule requirements in 23 CFR 450. A public comment period was held from July 29, 2020 through August 31, 2020 with two virtual open houses being held on August 18, 2020 and August 20, 2020.

Timely Implementation of TCMs

The Indiana SIP does not include any TCMs.

Fiscal Constraint

Transportation conformity requirements in 40 CFR 93.108 state that transportation plans and TIPs must be fiscally constrained consistent with DOT's metropolitan planning regulations at 23 CFR part 450. The 2045 Transportation Plan and SFY 2020-2024 TIP are fiscally constrained, as demonstrated in the financial chapters of their respective plans.

Conclusion

The conformity determination process completed for the 2045 Transportation Plan and 2020-2024 TIP demonstrates that these planning documents meet the Clean Air Act and Transportation Conformity rule requirements for the 1997 ozone NAAQS.

Appendix A – Interagency Consultation Process

Federal regulation (40 CFR 93.105b) requires that a region’s MPO representatives, state and local air quality planning agencies, state and local transportation agencies, and other organizations with responsibilities for developing, submitting, or implementing provisions of an implementation plan required by the Clean Air Act (CAA) must consult with each other and with local or regional offices of EPA, FHWA, and FTA on the development of transportation plans and associated air quality conformity determinations. MACOG’s Interagency Consultation Group (ICG) includes representatives from the different stakeholders that oversee air quality analysis in the geographic area.

Interagency Consultation Group Members

The following individuals were included on invitations to meetings of the Interagency Consultation Group and have been instrumental in reviewing the processes and procedures used to demonstrate air quality conformity.

Name	Organization	Title/Area
Anthony Maietta	EPA	Environmental Protection Specialist
Michelle Allen	FHWA	Planning & Environmental Team Leader
Joyce Newland	FHWA	Planning & Environmental Specialist
Cecilia Godfrey	FTA	Community Planner - Region V
Chevonne Madison	FTA	Transportation Program Specialist - Region V
Shawn Seals	IDEM	Senior Environmental Planner
Marcia Blansett	INDOT	LPA Program Director
David Armstrong	INDOT	LPA Program Coordinator
Emmanuel Nsonwu	INDOT	Development Specialist
Frank Baukert	INDOT	Transportation Planner
Jason Casteel	INDOT	Transit Planner
Jay Mitchell	INDOT	Supervisor
Stephanie Belch	INDOT	Development Specialist
James Turnwald	MACOG	Executive Director
Zach Dripps	MACOG	Deputy Directory
Caitlin Stevens	MACOG	Principal Transportation Planner
John-Paul Hopman	MACOG	Transportation Analysis

Initial ICG Meeting

ATTENDED

- Anthony Maietta (EPA)
- David Armstrong (INDOT)
- Stephanie Belch (INDOT)
- Shawn Seals (IDEM)
- Joyce Newland (FHWA)
- Jay Mitchell (INDOT)
- Cecilia Godfrey (FTA)
- John-Paul Hopman (MACOG)

DID NOT ATTEND

- Michelle Allen (FHWA)
- Chevonne Madison (FTA)
- Marcia Blansett (INDOT)
- Emmanuel Nsonwu (INDOT)
- Frank Baukert (INDOT)
- Jason Casteel (INDOT)
- James Turnwald (MACOG)
- Zach Dripps (MACOG)
- Caitlin Stevens (MACOG)

Meeting Summary

The initial ICG meeting was scheduled via email to discuss the amendment to the Michiana on the Move: 2045 Transportation Plan. The meeting was held via Google Hangouts at 10:00 am on July 6, 2020.

The timeline for the amendment to the 2045 Transportation Plan was discussed. Also distributed at that time was a draft copy of the amendment for the 2045 Transportation Plan and the Transportation Conformity Report for the 1997 Ozone NAAQS, starting the ICG's 14-day review period. The 30-day public comment period for the amendment was held from July 29, 2020 thru August 31, 2020 with two virtual open houses scheduled. The Policy Board approved the amendment at the September 9, 2020 meeting.

Project Changes

The existing project on McKinley Avenue in Mishawaka, between Division Street and Fir Road, is being extended to Elder Road. The new termini will be from Division Street to Elder Road with a multi-use path along the south side of the corridor that will connect to multiple planned trails. The project is also being moved up from a 2035 open to traffic date to a 2030 open to traffic date.

Appendix B – Public Comments

MACOG made this report and the accompanying conformity documentation available for public review and comment between July 29, 2020 and August 31, 2020. The Michiana Area Council of Governments:

- issued an official public notice to the South Bend Tribune, Elkhart Truth, and El Puente
- included the public comment opportunity in the bi-weekly Gazette e-newsletter
- posted the public comment opportunity to MACOG's Facebook page

MACOG also held two virtual open houses on August 18, 2020 and August 20, 2020 to allow time for public comment and discussion. No comments were received during the public comment period, or were made during the virtual open houses.

Appendix C – Regionally Significant Projects

County	Sponsor	Open to Traffic	Route	Beginning Termini	Ending Termini	Type of Work	Length (Miles)
20	Bristol	2025	Bristol Bypass	Bloomington Dr	Industrial Dr	New Road Construction	0.5
20	Elkhart	2020	Jackson Blvd	Waterfall Dr	Johnson St	Road Reconfiguration	0.5
20	Elkhart	2025	2nd St	Harrison St	Jefferson St	Road Reconfiguration	0.5
20	Elkhart	2025	3rd St	Harrison St	Jefferson St	Road Reconfiguration	0.5
20	Elkhart	2025	Bristol St (CR 10)	Jeanwood Dr	CR 15	Added Travel Lanes	1.3
20	Elkhart	2025	Hively Ave	Norfolk Southern Railroad (#510012C)		Grade Separation	0.3
20	Elkhart	2030	Bristol St	Johnson St	Jeanwood Dr	Road Diet	2.0
20	Elkhart	2045	Middlebury St	Prairie St	Goshen Ave	Added Travel Lanes	0.9
20	Elkhart	2045	Northside Connector	Adamsville Rd (CR 7)	Johnson St (CR 9)	New Road Construction	1.0
20	Elkhart County	2025	CR 13	Sunnyside Ave	US 20	Added Travel Lanes	1.0
20	Elkhart County	2025	CR 38 (Kercher Rd)	CR 31	County Line Rd	Added Travel Lanes	6.0
20	Elkhart County	2025	Sunnyside Ave	US 33 / Norfolk Southern Railroad		Grade Separation	0.3
20	Elkhart County	2030	CR 17	CR 142	CR 38	New Road Construction	2.6
20	Elkhart County	2030	Johnson St (CR 9)	Bristol St (CR 10)	CR 4	Added Travel Lanes	2.5
20	Elkhart County	2035	CR 17	CR 46	CR 142	New Road Construction	1.7
20	Elkhart County	2035	CR 6	Ash Rd	CR 10	Added Travel Lanes	1.1

County	Sponsor	Open to Traffic	Route	Beginning Termini	Ending Termini	Type of Work	Length (Miles)
20	Elkhart County	2035	CR 6	CR 10	John Weaver Parkway	Added Travel Lanes	0.9
20	Elkhart County	2040	CR 17	CR 50	CR 46	New Road Construction	1.5
20	Elkhart County	2045	CR 118	Old CR 17	CR 19	New Road Construction	1.7
20	Elkhart County	2045	CR 17	US 6	CR 50	New Road Construction	1.5
20	Elkhart County	2045	CR 26	SR 15	CR 31	New Road Construction	3.0
20	Elkhart County	2045	CR 31	CR 36	CR 26	New Road Construction	4.0
20	Elkhart County	2045	CR 43	County Line Rd (1400 N)	US 6	Added Travel Lanes	1.0
20	Elkhart County	2045	Kerryhaven Dr	Current Termini	CR 10	New Road Construction	0.8
20	Goshen	2025	Waterford Mills Parkway	CR 40	SR 15	New Road Construction	0.3
20	Goshen	2025	Wilden Ave	Current Terminus	Middlebury St	New Road Construction	0.2
20	INDOT	2020	US 6	CR 29		Grade Separation	0.3
20	INDOT	2025	US 20	CR 35	SR 13	Added Travel Lanes	2.1
20	INDOT	2025	US 20	SR 15	CR 35	Added Travel Lanes	4.2
20	Nappanee	2030	CR 150	SR 19	CR 3	New Road Construction	1.0
20	Wakarusa	2045	Orchard Park Dr	Current Termini	SR 19 (Nappanee St)	New Road Construction	0.9
71	Mishawaka	2025	Veteran's Parkway	Douglas Rd	Cul-de-sac	New Road Construction	0.3
71	Mishawaka	2030	Twelfth St	Campbell St	Dodge St	Added Travel Lanes	0.9
71	Mishawaka	2035	McKinley Ave	Division St	Elder Rd	Added Travel Lanes	1.7
71	Mishawaka	2035	Union St	Ireland Dr	Sixth St	Added Travel Lanes	1.9
71	Mishawaka	2035	Veteran's Parkway	Cul-de-sac	Cleveland Rd	New Road Construction	0.7
71	South Bend	2030	Hickory Rd	Hepler St	SR 23	New Road Construction	0.9
71	South Bend	2035	Bendix Dr	Bertrand Rd	Lathrop Dr	Road Diet	1.8

County	Sponsor	Open to Traffic	Route	Beginning Termini	Ending Termini	Type of Work	Length (Miles)
71	South Bend	2045	Bertrand Rd	Meade St	Bendix Dr	Road Diet	0.3
71	South Bend	2045	Meade St	Orange Rd	Bertrand Rd	Road Diet	0.2
71	South Bend	2045	Sample St	SR 23	Mayflower Rd	Road Diet	3.2
71	St. Joseph County	2025	Douglas Rd	Ivy Rd	SR 23	Added Travel Lanes	1.1
71	St. Joseph County	2025	Mckinley Ave	Birch Rd	Ash Rd	Added Travel Lanes	1.2
71	St. Joseph County	2030	Larrison / Snowberry Rd	SR 2	US 20	New Road Construction	3.0
71	St. Joseph County	2030	Portage Dr	Bendix Dr	Brick Rd	Added Travel Lanes	0.8
71	St. Joseph County	2035	Bittersweet Rd	Anderson Rd	SR 23	Added Travel Lanes	0.7
71	St. Joseph County	2035	Douglas Rd/ Cleveland Rd Connector	Bittersweet Rd	Beech Rd	New Road Construction	1.9
71	St. Joseph County	2035	Pierce Rd	Miami Rd	SR 331	New Road Construction	2.0
71	St. Joseph County	2040	Day Rd	Fir Rd	SR 331	Added Travel Lanes	1.1
71	St. Joseph County	2040	Portage Rd	Brick Rd	Adams Rd	Added Travel Lanes	1.1
71	St. Joseph County	2045	Cleveland Rd	Bittersweet Rd	Ash Rd	Added Travel Lanes	2.5
71	St. Joseph County	2045	Cleveland Rd	Canadian National		Grade Separation	0.3
71	St. Joseph County	2045	Douglas Rd	Canadian National		Grade Separation	0.3
71	St. Joseph County	2045	Edison Rd / Early Rd Connector	Walnut Rd	Timothy Rd	New Road Construction	2.7
71	St. Joseph County	2045	Larrison/Snowberry Rd	Johnson Rd	SR 2	New Road Construction	3.8
71	St. Joseph County	2045	Larrison/Snowberry Rd	US 20	Hamilton Trl	New Road Construction	3.5