
Transportation Conformity Determination Report Central Indiana

*Boone, Hamilton, Hancock, Hendricks,
Johnson, Madison, Marion, Morgan, and Shelby Counties*

*– Indianapolis Metropolitan Planning Organization –
– Indiana Department of Transportation –*

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1. Overview

As part of its transportation planning process, the Indianapolis Metropolitan Planning Organization (IMPO) completed the transportation conformity process for the Metropolitan Transportation Plans (MTPs) and Transportation Improvement Programs (TIPs) for the 9-county Central Indiana 1997 NAAQS region. This report documents that the following MTPs and TIPs meet the federal transportation conformity requirements in 40 CFR Part 93.

- Indianapolis Metropolitan Planning Organization (indympo.org)
 - [CIRCLE 2050 MTP](#) (Up to and including 2025Q1 Amendment)
 - [2024-2027 IRTIP \(MiTIP\)](#) (Up to and including 2025Q1 Amendment)
 - [2026-2029 IRTIP](#) (Approved February 2025)
- Madison County Council of Governments (mccog.net)
 - [2050 In Motion MTP](#) (Adopted March 3, 2022)
 - [2022-2026 TIP](#) (Current through February 2025)
 - In 2023 (most recently) the Indianapolis MPO (IMPO), Madison County Council of Governments (MCCOG), and the Columbus Area MPO (CAMPO) signed a Memorandum of agreement to establish policies for overlapping or adjacent areas. Per that agreement, “The IMPO and MCCOG will complete separate Transportation Conformity Determination Reports for the 1997 Ozone NAAQS.”
- Columbus Area Metropolitan Planning Organization
 - In 2023 (most recently) the Indianapolis MPO (IMPO), Madison County Council of Governments (MCCOG), and the Columbus Area MPO (CAMPO) signed a Memorandum of agreement to establish policies for overlapping or adjacent areas. Per that agreement, “CAMPO and the IMPO agree that any portions of the Columbus UA-Census that are located in Johnson and Shelby Counties will continue to be included in the IMPO MPA for air quality monitoring purposes”

2. Background

MPOs work closely with their local public agencies (cities, towns, and counties), as well as the Indiana Department of Transportation (INDOT), local transit operators, fellow MPOs, and other relevant agencies in creating their MTPs. As projects are selected for federal funding they advance to implementation, at which point they are programmed into MPOs’ 4-year TIPs for study, design, and construction, provided they attain environmental permits and other necessary clearances.

3. Current Air Quality Status

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). The United States Environmental Protection Agency’s (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. These conformity determinations are required in these areas after February 16, 2019. The 9-county Central Indiana conformity area¹ was nonattainment at the time of the 1997 ozone NAAQS revocation on April 6, 2015 and was also designated attainment for the 2008 ozone NAAQS on May 21, 2012 and as attainment for the 2015 ozone NAAQS. Therefore, per the South Coast II decision, this conformity determination is being made for the 1997 ozone NAAQS on the 9-County Central Indiana conformity area LRTPs/MTPs and TIPs.

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.

¹ The 9-County Central Indiana conformity area includes Boone, Hamilton, Madison, Hendricks, Marion, Hancock, Morgan, Johnson, and Shelby counties.

4. Transportation Conformity Requirements

On November 29, 2018, EPA issued **Transportation Conformity Guidance for the South Coast II Court Decision**² (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 LRTPs/MTPs 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 LRTPs/MTPs 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 or interim emissions tests.

Therefore, transportation conformity for the 9-County Central Indiana conformity area 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)

5. Latest Planning Assumptions

The use of latest planning assumptions in 40 CFR 93.110 of the conformity rule generally apply to regional emissions analysis. In the 1997 ozone NAAQS areas, the use of latest planning assumptions requirement applies to assumptions about transportation control measures (TCMs) in an approved SIP.

The Indiana SIP does not include any TCMs for the 9-county Central Indiana ozone area, see also Section 7.

² Available from <https://www.epa.gov/sites/production/files/2018-11/documents/420b18050.pdf>

6. Consultation

The consultation requirements in 40 CFR 93.112 were addressed both for interagency consultation and public consultation. Interagency consultation was conducted consistent with the Indiana Conformity SIP and including the following agencies: FHWA, FTA, IDEM, EPA, INDOT, IndyGo, CIRT, City of Anderson Transit System (CATS), Indianapolis DPW, Indianapolis MPO (IMPO), Madison County Council of Governments (MCCOG), and Columbus Area MPO (CAMPO). In addition, the following environmental agencies were included: IDNR/SHPO, USACE, USFW, Purdue Institute for a Sustainable Future, IU Environmental Resiliency Institute, IUPUI Transportation and Autonomous Systems Institute, Keep Indianapolis Beautiful, White River Alliance, county and municipal public health departments, Indianapolis Cultural Trail / Pacers Bikeshare, Indiana Farm Bureau Policy Team, Health by Design, IUPUI Public Policy Institute, Indianapolis Historic Preservation Commission, and Drive Clean.

On January 16, 2019, as part of a previous LRTP/MTP amendment, an email was sent to ICG members stating that there are no TCMs in the Indiana SIP for the 9-county Central Indiana ozone area.

Central Indiana Donut Area Conformity

The interagency consultation group (ICG) members received an email on March 27, 2025 which included a project list for INDOT's FY26-30 STIP and a projected timeline for the conformity process. Recipients were asked to provide questions and comments by April 4, 2025.

Public consultation was conducted consistent with planning rule requirements in 23 CFR 450. The 2025-Q1S Transportation Conformity Determination Report were made available for public review and comment from April 8-22, 2025. A summary of comments received can be found in Appendix A of this document.

7. Transportation Control Measures

The Indiana SIP has no Transportation Control Measures (TCMs) for the 9-county Central Indiana ozone area.

8. 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. This amendment meets reasonable fiscal constraint requirements.

This conformity update includes the following Non-Exempt projects, none of which will be amended into the IMPO 2050 MTP because they are outside of the Metropolitan Planning Area. The IMPO coordinated with MCCOG and CAMPO as appropriate.

- INDOT (Boone) -- **I-65 New Interchange Construction**, DES # 2200176; Contract # 44240
 - Location: 0.3 mi E of US 52, 0.28 mi N of CR 300 N and Lafayette Ave., SB exit ramp 1.25 mi N of SR 32; 0.60 mi S of US 52; US 52 over I65 NB/SB, EB/WB over I65, 0.9 mile E/W of I65; 206th St/CR 300N over I65; over Prairie Creek, US 52 & Witt Rd
 - Previously received IMPO Conformity Finding Letter dated: 9-13-22
 - Includes DES # 1800069, 2000160, 2200176, 2300277, 2300278, 2300279, 2300280, 2300281, 2300282, 2300284

The following table summarizes planned expenditures by plan period for the IMPO in the 9-County Central Indiana conformity area. In each period, the projected revenue is above the planned costs, therefore the plan is fiscally constrained.

IMPO MTP				
Time Period	2024-2030	2031-2040	2041-2050	TOTAL
State Revenues	\$5.2 B	\$10.9 B	\$13.9 B	\$30.1 B
State Spending	\$4.3 B	\$0.1 B	\$0.0 B	\$4.5 B
Fiscally Constrained	✓	✓	✓	✓
Total Local Revenues	\$2.1 B	\$4.2 B	\$5.3 B	\$11.7 B
Local Spending	\$0.5 B	\$0.6 B	\$1.0 B	\$2.1 B
Fiscally Constrained	✓	✓	✓	✓
IndyGo Revenues	\$1.4 B	\$2.3 B	\$2.9 B	\$6.5 B
IndyGo Spending	\$0.8 B	\$0.0 B	\$0.0 B	\$0.8 B
Fiscally Constrained	✓	✓	✓	✓

Spending totals updated as part of the MTP Amendment #1 described in this document.

The amended STIP project in this document does not affect the MTP or this fiscal constraint table.

Source: Indianapolis MPO. All figures are rounded and in billions.

Note: Some rows may not add up due to rounding.

9. Conclusion

This conformity determination process demonstrates that these planning documents meet the Clean Air Act and Transportation Conformity rule requirements for the 1997 ozone NAAQS.

The 9-County Central Indiana conformity area MTPs and TIPs demonstrate fiscal constraint per the requirements in 40 CFR 93.108.

Appendix A: Conformity Documentation Public Comments

Public consultation was conducted consistent with planning rule requirements in 23 CFR 450. The Transportation Conformity Determination Report was made available for public review and comment from April 8-22, 2025.

The Indianapolis MPO:

- issued an official public notice to the Indianapolis Star
- posted documents to the IMPO's website
- advertised the public comment opportunity via social media accounts
- included the public comment opportunity in the bi-weekly teMPO e-newsletter

Comments / questions received during the public comment periods:

- No comments.

Comments / questions received during the public hearing:

- No comments.