

Pennsylvania Department of Environmental Protection

Rachel Carson State Office Building

P.O. Box 2063

Harrisburg, PA 17105-2063

October 20, 2008

Secretary

717-787-2814

Mr. Donald S. Welsh
Regional Administrator
U.S. Environmental Protection Agency
Region III
1650 Arch Street
Philadelphia, PA 19103-2029

Dear Mr. Welsh:

Thank you for your recent letter to Governor Rendell concerning Pennsylvania's designation recommendations for the revised 2006 24-hour fine-particle (PM_{2.5}) National Ambient Air Quality Standard (NAAQS). We are pleased that the U.S. Environmental Protection Agency (EPA) "supports most" of the Department of Environmental Protection's (DEP) designation and boundary recommendations.

The 24-hour PM_{2.5} nonattainment designations and boundaries recommended to your agency on December 28, 2007 were consistent with EPA's intended designations except for Centre and Greene counties. We also appreciate EPA's favorable consideration of the June 2008 request to change the recommendation for Centre County to attainment based on "clean" 2005-2007 ambient air quality monitoring data. Although DEP recommended that Greene County be designated attainment, EPA has proposed a "partial county" designation for Greene County, which will result in Monongahela Township being nonattainment for both the 1997 PM_{2.5} annual standard and the revised 2006 24-hour standard. We believe that EPA's decision is due, in part, to the sulfate emissions from electric generating units in Greene County, which contribute to nonattainment in nearby areas. Based on our preliminary review of EPA's detailed analyses in support of its intended 24-hour PM_{2.5} designations, we concur with your agency's proposal.

As you are aware, the New Jersey Department of Environmental Protection (NJ DEP) has recommended that Knowlton Township, Warren County, New Jersey, be included in the Allentown-Bethlehem-Easton, PA, PM_{2.5} nonattainment area. DEP agrees with the conclusions by both EPA Region II and Region III that this area is monitoring attainment of the standard and that New Jersey's technical information does not meet EPA's guidance for including the township in any neighboring nonattainment area.

DEP would also like to provide a response to comments by the American Lung Association, Earthjustice, Environmental Defense Fund and the Natural Resources Defense Council, which recommended including the Liberty-Clairton nonattainment area in the surrounding Pittsburgh-Beaver Valley nonattainment area. DEP has demonstrated in the past that fine particle levels at the Liberty monitor do not correlate well with monitors in the



surrounding nonattainment area due to local source influences. The Liberty-Clairton nonattainment area was created to allow DEP and the Allegheny County Health Department to address the local impacts that contribute to this area's nonattainment.

The commentators, above, also recommended that every nonattainment area in Pennsylvania and elsewhere be comprised of a whole metropolitan area. We agree that EPA's more complex nine-factor analysis is the most appropriate methodology to use to designate areas. This methodology includes many elements and, in many cases, does not support designating an entire metropolitan area.

We are providing a more detailed description of these issues in the enclosure.

Should you have any questions or need additional information prior to finalizing the designations in December 2008, please contact Thomas K. Fidler, Deputy Secretary for Waste, Air and Radiation Management, by e-mail at tfidler@state.pa.us or by telephone at 717-772-2724. You may also contact Joyce E. Epps, Director of the Bureau of Air Quality, by e-mail at jeepps@state.pa.us or by telephone at 717-787-9702.

Sincerely,

A handwritten signature in black ink that reads "John Hanger". The signature is written in a cursive style with a large initial "J" and "H".

John Hanger
Acting Secretary

Enclosure

**Commonwealth of Pennsylvania
Bureau of Air Quality**

Comments on Pennsylvania's designation recommendations for the revised 2006 24-hour fine-particle (PM_{2.5}) National Ambient Air Quality Standard (NAAQS).

Enclosures

Enclosure 1: Technical Discussion

Enclosure 2: EPA Region II's comments on designation of Warren County, New Jersey

Enclosure 3: Pennsylvania's enclosure to EPA's proposed June 29, 2004 designations for the 1997 PM_{2.5} NAAQS (2004)

**PA DEP Response to EPA PM_{2.5} Designations
October 2008**

TECHNICAL DISCUSSION

Inclusion of Knowlton Twp, Warren County, NJ in the Allentown-Bethlehem-Easton PM_{2.5} Nonattainment Area:

The New Jersey Department of Environmental Protection (NJ DEP) has recommended that a portion of Warren County be included as part of the Allentown-Bethlehem-Easton, PA, PM_{2.5} nonattainment area. The Department responded to NJ DEP on December 10, 2007. We continue to believe that Knowlton Township in Warren County, NJ should not be included as part of the Allentown-Bethlehem-Easton, PA, PM_{2.5} nonattainment area. The NJ DEP has not demonstrated with Federal Reference Method (FRM) monitoring that PM_{2.5} concentrations within the township exceed the 2006 PM_{2.5} National Ambient Air Quality Standard (NAAQS). In fact, concentrations at the current monitoring site in Warren County (Phillipsburg) meet the 2006 PM_{2.5} NAAQS. This supports positions taken by EPA Region II and EPA Region III that Warren County, NJ be designated as an attainment county. (See EPA Technical Support Documents, August 14, 2008.)

The use of modeling results to define nonattainment areas is not supported by current EPA guidance regarding the development of nonattainment area recommendations. While models have been used in the past to delineate nonattainment areas, as referenced in NJ DEP's April 14, 2008 response to comments document, this technique is not specifically mentioned in the Robert Myers June 8, 2007 memorandum (Myers memo) regarding the factors that states and tribal organizations should consider when making their nonattainment area recommendations. The Myers memo outlined a set of nine factors that should be evaluated when developing PM_{2.5} nonattainment recommendations. These were the factors the Commonwealth used to develop its original recommendations provided to EPA in December 2007 and were the same factors EPA reviewed when they issued their intended nonattainment recommendations in August 2008. Therefore, NJ DEP's modeling results are irrelevant to the final nonattainment designations, a point echoed in EPA Region II's August 14, 2008 technical analysis (Enclosure 1), which states:

“[W]hile the analysis indicates an impact in the Knowlton Township area, EPA has determined that there is insufficient information to conclude that the air quality violations of the fine particle NAAQS has occurred. Current regulations and policy require that violations of the PM_{2.5} standards be determined on the basis of complete, quality-assured ambient air quality monitoring data at a monitor in the area. The regulations and policy do not provide for PM_{2.5} violations to be determined through means other than ambient air quality monitoring.”

New Jersey could have installed FRM monitoring in the township to support its recommendation, but chose not to do so.

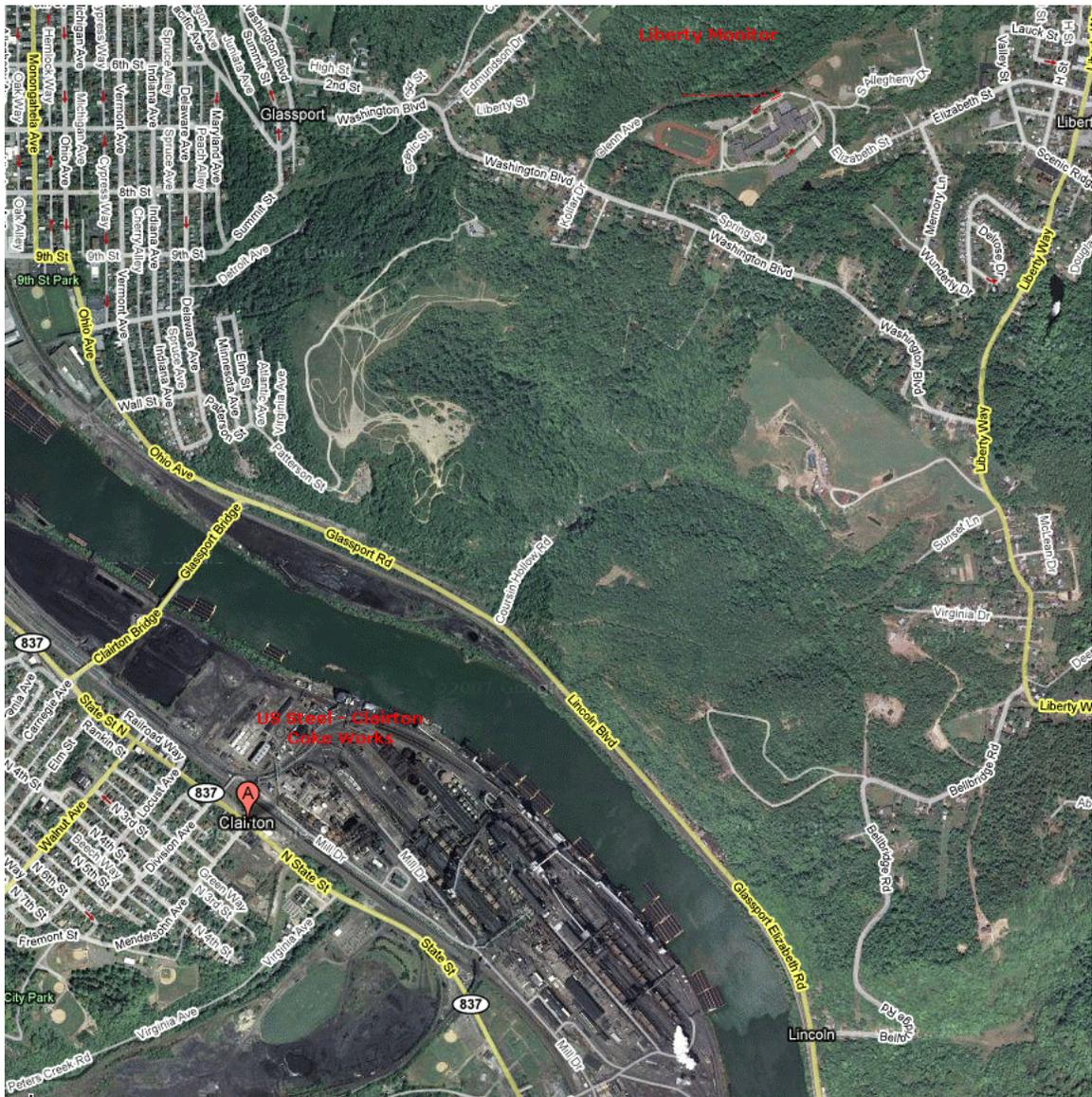
The American Lung Association, Earthjustice, Environmental Defense Fund and the Natural Resources Defense Council Comments Regarding the Liberty-Clairton Nonattainment Area:

PA DEP Response to EPA PM_{2.5} Designations
October 2008

The Department agrees with EPA assessment that the Liberty-Clairton area should be its own separate area from the Pittsburgh-Beaver Valley nonattainment area. The nonattainment problem in the Liberty-Clairton region is a result of the complex interaction of a local emission source with meteorology and topography. The local source in question is the US Steel-Clairton Coke Works facility.

Figure 1 (courtesy of Google Maps) shows the US Steel – Clairton Coke Works facility with respect to the Liberty monitor.

Figure 1



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October 2008**

Figure 2 shows the terrain differences between the US Steel-Clairton Coke Works facility and the hillside across the river.

Figure 2



Since the Clairton Coke Works plant is to the south of the Liberty monitor, the highest PM_{2.5} levels at Liberty occur when the winds are out of the south-southwest (when the winds can blow over the top of the Coke Works and northward toward the monitor). This was demonstrated in the support documents for the designations of the 1997 PM_{2.5} NAAQS standards (see the excerpt of that assessment on pages 16 to 23 in the attached Enclosure 3. This document can also be found on EPA's website at <http://www.epa.gov/pmdesignations/1997standards/rec/region3.htm> under Appendix 1 of PA's Remarks to EPA's Response).

In addition, the American Lung Association comment referenced a report entitled *The Particulate-Related Health Benefits of Reducing Power Plant Emissions*. Their reference of this report was to compare the local source of US Steel-Clairton Coke Works to that of large sources of particulates, such as power plants. However, the emissions from the Clairton Coke Works are much less than those from a power plant. In addition, the Clairton Coke Works facility has stack heights that are lower than normal power plant

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stacks. This would mean that the effects of a source like the Coke Works would impact the ground at a much closer location locally than a power plant. Using Figure 2 above, one can see that when the plume rises above the plant (and a southwesterly wind is blowing across the region), it would impact the hillside and the Liberty monitor.

The highest fine particulate concentrations occur at Liberty when we see the south-southwesterly winds along with a morning inversion. A morning inversion occurs when the ground is cooler than the air above it; normally at night, the area is under the control of high pressure and clear skies. With the warmer air being above the cooler air, vertical mixing is at a minimum. Therefore, anything exhausted in the boundary layer with an inversion in place will remain trapped in that layer. For example, as the Coke Works' low level sources emit emissions, the plume of emissions will only rise to the top of the inversion layer. At that point, the pollution is spread out horizontally. These inversions usually set up only a few hundred feet above the surface. Therefore, fine particulate levels can become very high near the surface. In this case, the plume impacts the hillside across the river as well; the plume is actually not traveling large distances. This is evident from the speciation data from two sites, Liberty and Lawrenceville. The Lawrenceville monitor is actually downwind from the Pittsburgh metro area (the monitor sits atop the Allegheny County Health Department building in Lawrenceville, which is to the west of the Allegheny River).

The figures below display the results of the 2003-05 speciated components of the fine particulates at these two monitors.

Figure 3: Lawrenceville

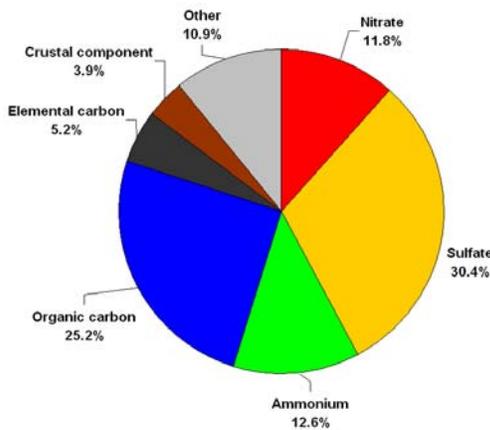
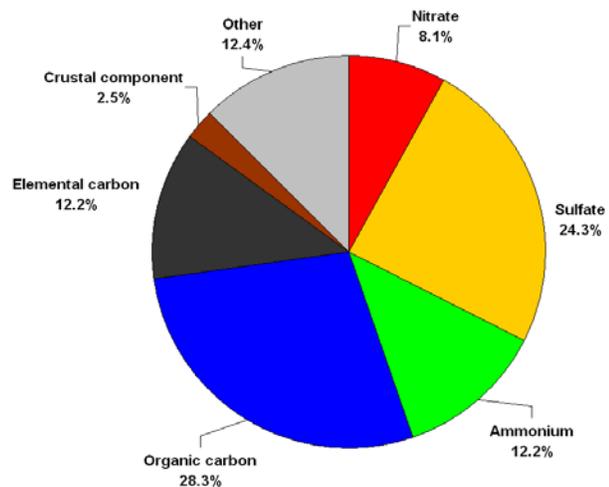


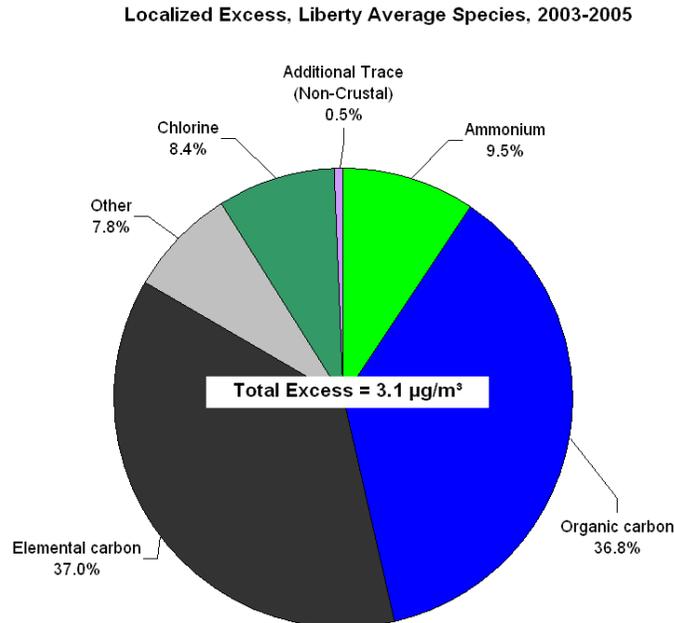
Figure 4: Liberty



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October 2008**

Figure 5 looks at the difference between the Lawrenceville and Liberty monitors, also known as the Liberty Excess.

Figure 5: Liberty Excess



Regional pollutants, such as sulfates and nitrates, are not showing up in the Liberty Excess. In this case, carbon (elemental and organic) is playing a big role in the actual PM_{2.5} measurements at Liberty. The US Steel-Clairton Coke Works facility is a huge contributor to elemental and organic carbon.

Therefore, from the analysis above and from the analysis that EPA provided as part of their response to the PA DEP 2006 PM_{2.5} designations recommendation, the Department agrees with EPA's assessment that the Liberty-Clairton area should be a separate nonattainment area from the Pittsburgh-Beaver Valley area.

The American Lung Association, Earthjustice, Environmental Defense Fund and the Natural Resources Defense Council Comments Regarding the Use of Metropolitan Statistical Areas (MSAs) in Defining PM 2.5 Nonattainment Areas:

The Department agrees with EPA's use of the full nine-factor analysis when designating areas for nonattainment for fine particulates. One of the nine factors is the "population density and degree of urbanization" (the classification of Consolidated Statistical Areas, Core Based Statistical Areas and Metropolitan Statistical Areas (MSA) fall under this category). Consequently, MSA boundaries were indeed taken into consideration when EPA proposed the PM_{2.5} nonattainment areas. However, other factors, such as meteorology, topography and emissions data, play an important role in limiting the size of the nonattainment areas. In addition, jurisdictional boundaries, such as existing nonattainment boundaries, and traffic and commuting patterns were also considered.



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 2
290 BROADWAY
NEW YORK, NY 10007-1866

AUG 14 2008

Lisa P. Jackson
Commissioner
State of New Jersey Department of Environmental Protection
PO Box 402
Trenton, NJ 08625-0402

Dear Commissioner Jackson:

Thank you for your recommendations on the status of fine particle pollution throughout New Jersey. Fine-particle pollution represents one of the most significant barriers to clean air facing our nation today. Health studies link these tiny particles – about 1/30th the diameter of a human hair – to serious human health problems including aggravated asthma, increased respiratory symptoms like coughing and difficult or painful breathing, chronic bronchitis, decreased lung function, and even premature death in people with heart and lung disease. Fine particle pollution can remain suspended in the air for long periods of time and create public health problems far away from emission sources. Reducing levels of fine-particle (PM_{2.5}) pollution is an important part of our nation's commitment to clean, healthy air.

We have reviewed the December 18, 2007 letter submitting New Jersey's recommendations on air quality designations for the most recent 24-hour PM_{2.5} standard. The revised standard is referred to as the "2006" 24-hour PM_{2.5} air quality standard. We have also reviewed the technical information submitted to support New Jersey's recommendations. We appreciate the effort New Jersey has made to develop this supporting information. Consistent with the Clean Air Act, this letter is to inform you that the Environmental Protection Agency (EPA) intends to support New Jersey's recommended designations and boundaries for the 2006 24-hour PM_{2.5} standard for the New York and Philadelphia Metropolitan nonattainment areas. For Knowlton Township, Warren County, EPA intends to modify New Jersey's recommended designation of nonattainment and classify it attainment/unclassifiable. At this time, EPA believes that there is insufficient information to conclude that the air quality in the area is nonattainment.

We have enclosed a detailed analysis of relevant areas that serves as the basis for EPA's preliminary concurrence with your state recommendations for the New York and Philadelphia Metropolitan areas, and the basis for our modification for Knowlton Township, Warren County. Should you have additional information that you wish to be considered by EPA in this process, please provide it to us by October 20, 2008.

EPA has taken steps to reduce fine particle pollution across the country, such as the Clean Diesel Program to dramatically reduce emissions from highway, nonroad and stationary diesel engines. In addition, state programs to attain the previous PM_{2.5} standards will also help to reduce unhealthy levels of fine particle pollution.

We intend to make final designation decisions for the 24-hour PM_{2.5} standard by December 18, 2008. If you have any questions, please do not hesitate to contact me. We look forward to a continued dialogue with you as we work together to implement the PM_{2.5} standards.

Sincerely,

A handwritten signature in black ink that reads "Alan J. Steinberg". The signature is written in a cursive, flowing style.

Alan J. Steinberg
Regional Administrator

Enclosure

cc: William O'Sullivan, NJDEP
Chris Salmi, NJDEP

Attachment 1

NEW JERSEY Area Designations For the 24-Hour Fine Particle National Ambient Air Quality Standard

The table below identifies the counties in New Jersey that EPA intends to designate as not attaining the 2006 24-hour fine particle (PM_{2.5}) standard.¹ A county will be designated as nonattainment if it has an air quality monitor that is violating the standard or if the county is determined to be contributing to the violation of the standard.

Area	New Jersey Recommended Nonattainment Counties	EPA's Intended Nonattainment Counties
Allentown-Bethlehem-Easton PA-NJ area	Warren County (partial) - Knowlton Township	None
New York-Northern New Jersey-Long Island, NY-NJ-CT area	Bergen County, Essex County, Hudson County, Mercer County, Middlesex County, Monmouth County, Morris County, Passaic County, Somerset County, and Union County	No change
Philadelphia-Wilmington, PA-NJ-DE area	Burlington County, Camden County, and Gloucester County	No change

EPA intends to designate the remaining counties in the state as “attainment/unclassifiable.”

EPA Technical Analysis for the Allentown-Bethlehem-Easton PA-NJ area

Discussion

Pursuant to section 107(d) of the Clean Air Act, EPA must designate as nonattainment those areas that violate the NAAQS and those areas that contribute to violations. This technical analysis for the Allentown-Bethlehem-Easton PA-NJ (Allentown, PA-NJ) area

¹ EPA designated nonattainment areas for the 1997 fine particle standards in 2005. In 2006, the 24-hour PM_{2.5} standard was revised from 65 micrograms per cubic meter (average of 98th percentile values for 3 consecutive years) to 35 micrograms per cubic meter; the level of the annual standard for PM_{2.5} remained unchanged at 15 micrograms per cubic meter (average of annual averages for 3 consecutive years).

identifies the counties with monitors that violate the 24-hour PM_{2.5} standard and evaluates the counties that potentially contribute to fine particle concentrations in the area. EPA has evaluated these counties based on the weight of evidence of the following nine factors recommended in EPA guidance and any other relevant information:

- pollutant emissions
- air quality data
- population density and degree of urbanization
- traffic and commuting patterns
- growth
- meteorology
- geography and topography
- jurisdictional boundaries
- level of control of emissions sources

Figure 1 is a map of the counties in the area and other relevant information such as the locations and design values of air quality monitors, the metropolitan area boundary, and counties recommended as nonattainment by the State.

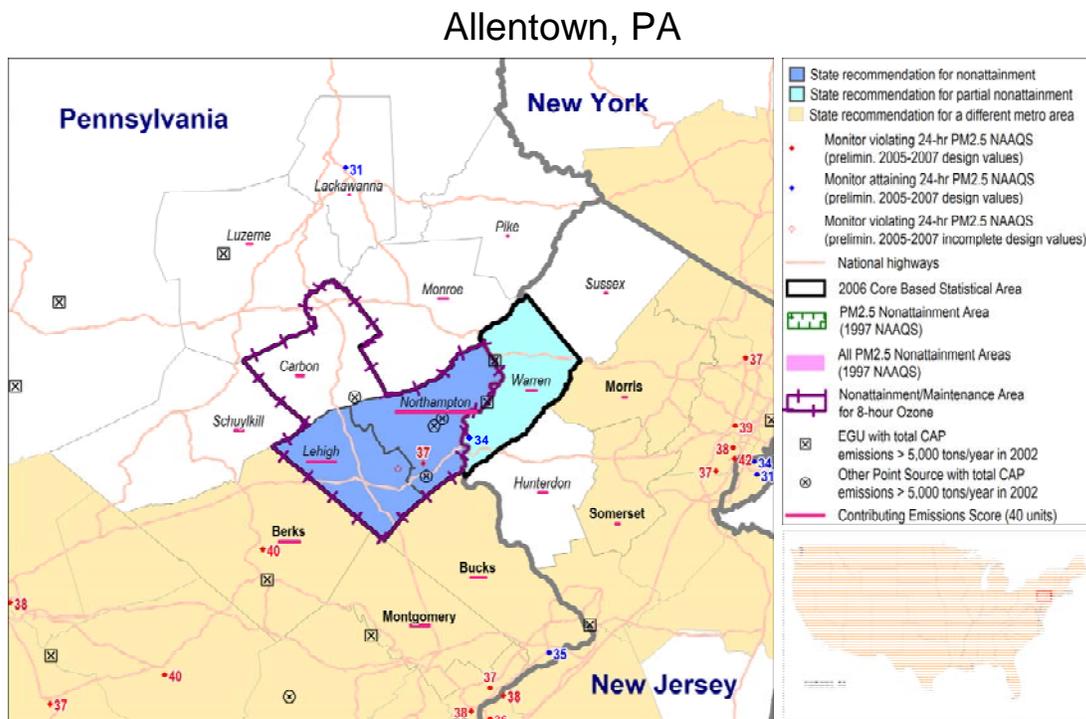


Figure 1. Map of Allentown, PA area that includes Warren County, NJ

In December 2007, New Jersey recommended that Knowlton Township in Warren County be designated as “nonattainment” for the 2006 24-hour PM_{2.5} standard based on

modeled violations in the Knowlton Township area of Warren County. New Jersey's recommendation was received by EPA on December 18, 2007.

Air quality monitoring data on the composition of fine particle mass are available from the EPA Chemical Speciation Network and the IMPROVE monitoring network. Analysis of these data indicates that the days with the highest fine particle concentrations in the Allentown area occur predominantly in the warm season. The PM_{2.5} urban increment as noted in the below figures is dominated by total carbon in both the warm and cold season months (i.e. 79 percent in the warm season, and 90 percent in the cold season). Sulfates are above 20 percent in the warm season. Crustal components in the warm season, sulfates in the cold season, and nitrates were not found. Crustal was 10 percent of the cold season urban increment. Figures 2 and 3 show the "urban increment" to identify non-regional contribution of PM_{2.5} on high days for the Allentown, PA-NJ area.

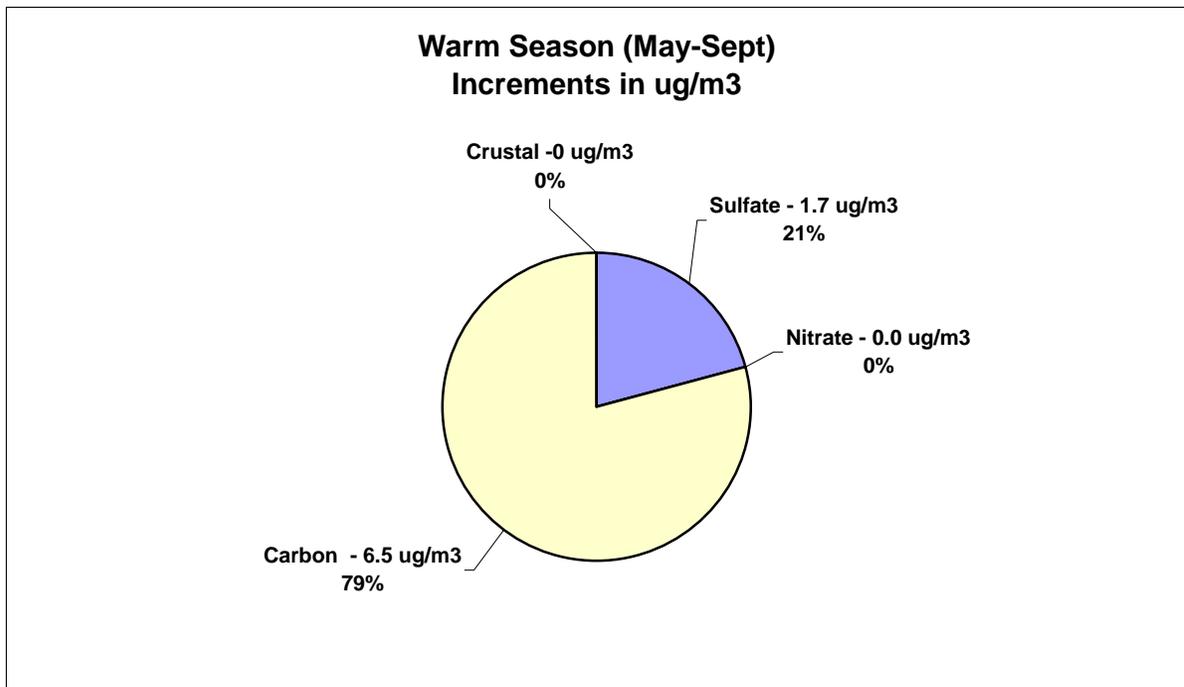


Figure 2. PM_{2.5} Compositional Analysis of Warm Season Urban Increment for Allentown, PA-NJ area. Total Urban Increment = 8.2 ug/m³

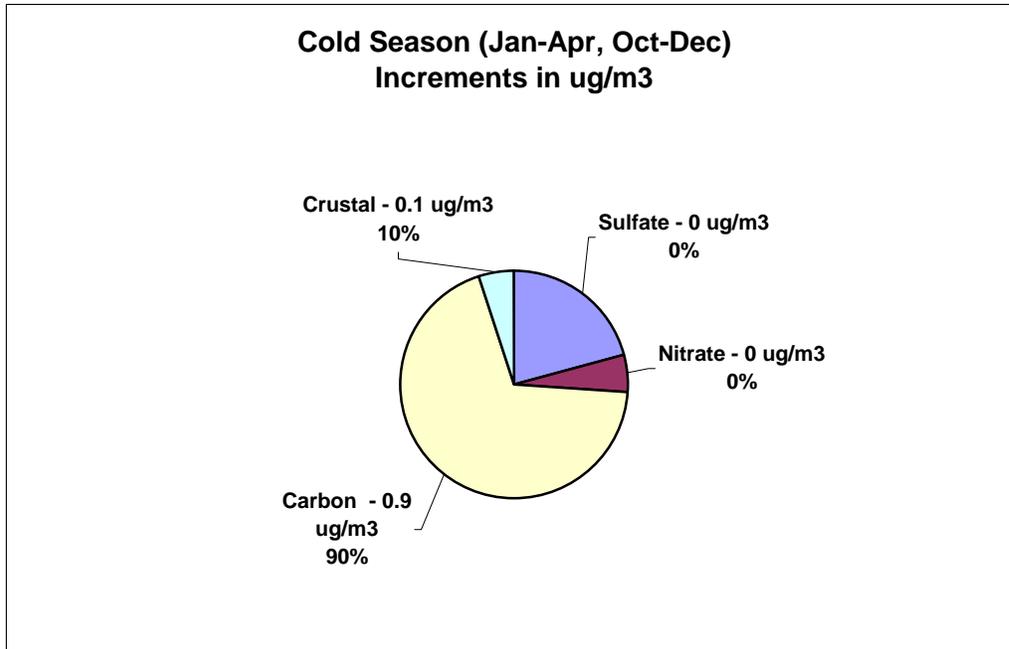


Figure 3. PM_{2.5} Compositional Analysis of Cold Season Urban Increment for Allentown, PA-NJ area. Total Urban Increment = 1 ug/m³

Based on EPA's technical analysis described below, EPA proposes that Warren County, New Jersey, in its entirety, be designated attainment/ unclassifiable. EPA has taken the state's request that Knowlton Township in Warren County be designated as "nonattainment" on the basis of air quality modeling analysis under consideration. However, current regulations for determining violations of the fine particle NAAQS² and current policy for designating nonattainment areas for the fine particle NAAQS³ require that violations of the PM_{2.5} standards be determined on the basis of complete, quality-assured ambient air quality monitoring data at a monitor in the area. These regulations and policy do not provide for PM_{2.5} violations to be determined through means other than ambient air quality monitoring. Thus, EPA finds that the information provided to date by the State does not adequately support a partial county nonattainment designation. EPA will consider any additional information provided by the State in making final decisions on the designations.

² See the regulations on the revised standard at 40 CFR 50.13(c); 71 FR 61224, October 17, 2006. See also monitoring regulations at 40 CFR Part 58, as revised on October 17, 2006 (see 71 FR 61236); and procedures for using these data to determine whether a violation has occurred in 40 CFR Part 50 Appendix N, as revised on October 17, 2006 (see 71 FR 61144).

³ See "Area Designations for the 24-Hour Fine Particle National Ambient Air Quality Standard," signed by Robert J. Meyers, Acting Assistant Administrator, June 7, 2007; http://www.epa.gov/ttn/naaqs/pm/docs/june_2007_guidance_for_area_designations_for_2006_24-hour_pm2.5.pdf

Allentown, PA-NJ area	State-Recommended Nonattainment Counties	EPA-Proposed Nonattainment Counties
New Jersey	Warren County (Partial) - Knowlton Township	None

The following is a summary of the technical analysis, including 9-factor analysis, for the EPA Region 2 portion of the Allentown, PA-NJ area.

EPA is proposing attainment/ unclassifiable for Warren, Sussex, and Hunterdon counties. These counties had low emissions, low Contributing Emission Scores (CES), low population, low commuting numbers, low growth, and low meteorological and geographical impact which indicates minimal contribution to violating monitors in the Allentown, PA-NJ area. These counties also do not have any violating ambient air quality monitors. Morris County has been recommended for inclusion in the Northern New Jersey-Long Island, NY-NJ-CT nonattainment area. Detailed information regarding the inclusion of Morris County into that area can be found in EPA’s Technical Analysis for the Northern New Jersey-Long Island, NY-NJ-CT nonattainment area.

Factor 1: Emissions data

For this factor, EPA evaluated county level emission data for the following PM_{2.5} components and precursor pollutants: “PM_{2.5} emissions total,” “PM_{2.5} emissions carbon,” “PM_{2.5} emissions other,” “SO₂,” and “NO_x”. “PM_{2.5} emissions total” represents direct emissions of PM_{2.5} and includes: “PM_{2.5} emissions carbon,” “PM_{2.5} emissions other”, primary sulfate (SO₄), and primary nitrate. (Although primary sulfate and primary nitrate, which are emitted directly from stacks rather than forming in atmospheric reactions with SO₂ and NO_x, are part of “PM_{2.5} emissions total,” they are not shown in Table 1 as separate items). “PM_{2.5} emissions carbon” represents the sum of organic carbon (OC) and elemental carbon (EC) emissions, and “PM_{2.5} emissions other” represents other inorganic particles (crustal). Emissions of SO₂ and NO_x, which are precursors of the secondary PM_{2.5} components sulfate and nitrate, are also considered.

Emissions data were derived from the 2005 National Emissions Inventory (NEI), version 1. See http://www.epa.gov/ttn/naaqs/pm/pm25_2006_techinfo.html.

EPA also considered the Contributing Emissions Score (CES) for each county. The CES is a metric that takes into consideration emissions data, meteorological data, and air quality monitoring information to provide a relative ranking of counties in and near an area. Note that this metric is not the exclusive way for consideration of data for these factors. A summary of the CES is included in Attachment 2, and a more detailed description can be found at http://www.epa.gov/ttn/naaqs/pm/pm25_2006_techinfo.html#C.

Table 1 shows emissions of PM_{2.5} and precursor pollutants components (given in tons per year) and the CES for violating and potentially contributing counties in the Allentown, PA-NJ area. Counties are listed in descending order by CES. The counties that are

currently designated nonattainment area for the 1997 PM_{2.5} NAAQS are shown in boldface.

County	State Recommended Non-attainment?	CES	PM _{2.5} emissions total (tpy)	PM _{2.5} emissions carbon (tpy)	PM _{2.5} emissions other (tpy)	SO ₂ (tpy)	NO _x (tpy)
Northampton, PA	Yes	100	5,222	665	4,556	60,396	24,620
Lehigh, PA	Yes	35	1,328	501	828	3,749	11,503
Berks, PA	Yes-other	25	3,378	922	2,456	18,874	18,086
Montgomery, PA	Yes-other	23	2,597	1,118	1,477	5,411	23,306
Bucks, PA	Yes-other	19	2,022	876	1,146	3,951	16,792
Warren, NJ	Yes-Partial	12	1,105	588	517	563	5,088
Monroe, PA	No	12	1,153	590	563	1,022	5,245
Hunterdon, NJ	No	10	769	454	316	556	3,882
Schuylkill, PA	No	10	1,247	547	700	7,239	6,219
Carbon, PA	No	9	649	313	336	1,432	2,913
Morris, NJ	Yes-other	5	1,498	953	545	1,177	13,774
Sussex, NJ	No	3	1,270	744	526	669	2,726
Pike, PA	No	1	802	419	384	266	2,353

Table 1. PM_{2.5} Related Emissions and Contributing Emissions Score

Generally, New Jersey Counties have lower emissions than the other potentially contributing counties. CES scores were generally low for the New Jersey counties, which is indicative of low impact on the violating monitors in the area.

Hunterdon County, NJ has especially low emissions in comparison to the other counties in the area. Hunterdon, NJ emissions account for slightly over three percent of the total PM_{2.5} emissions, four percent of the carbon emissions, and about half of one percent of the total SO₂ emissions for the area. The CES score of 10 was consistent with low contribution.

Warren County, NJ also has relatively lower emissions than most of the other counties in the area. 2005 carbon emissions were 588 tons, which represents about six percent of the total emissions for the area under consideration. In comparison, other counties had much higher carbon emissions in the area, including Montgomery, PA (i.e. 1,118 tons), and Berks, PA (i.e. 922 tons). The CES score of 12 was consistent with lower contribution.

Morris County, New Jersey also had relatively higher carbon emissions (i.e. 953 tons) than most of the other counties in the area. Total PM_{2.5} emissions were 1,498 tons, which was mid-range when compared to the other counties. However, the CES score was very low (5 on a scale of 100), and Morris County has been recommended for inclusion in the Northern New Jersey-Long Island, NY-NJ-CT area. Morris County has been included in this area for the current annual PM_{2.5} standard and EPA believes that it is appropriate to keep Morris County in the Northern New Jersey-Long Island, NY-NJ-CT nonattainment area. Detailed information regarding the inclusion of Morris County into the Northern New Jersey-Long Island, NY-NJ-CT nonattainment area can be found in EPA's

Technical Analysis for the New York-Northern New Jersey-Long Island, NY-NJ-CT area.

Sussex County, NJ has very low SO₂ emissions in comparison to the other counties (less than 1% of the total SO₂ emissions). Carbon emissions were 744 tons, and total PM_{2.5} emissions were 1,270 tons, which was mid-range when compared to the other counties. However, the CES score was 3 on a scale of 100 indicating minimal contribution to the county with the violating monitor.

In their December 2007 recommendation to EPA, New Jersey used 2002 emissions and projected 2009 emissions from the 2002 MANE-VU Modeling Inventory. New Jersey evaluated the same New Jersey Counties in their analysis (i.e. Warren, Hunterdon, Sussex, and Morris). New Jersey also showed relatively lower emissions than the other counties in the area.

Factor 2: Air quality data

This factor considers the 24-hour PM_{2.5} design values (in µg/m³) for air quality monitors in counties in the Allentown, PA-NJ based on data for the 2005-2007 period. A monitor’s design value indicates whether that monitor attains a specified air quality standard. The 24-hour PM_{2.5} standards are met when the 3-year average of a monitor’s 98th percentile values are 35 µg/m³ or less. A design value is only valid if minimum data completeness criteria are met.

The 24-hour PM_{2.5} design values for counties in the Allentown, PA-NJ area are shown in Table 2.

County	State Recommended Non-attainment?	Design Values 2005-07 (µg/m ³)
Northampton, PA	Yes	37
Lehigh, PA	Yes	No monitor
Berks, PA	Yes-other	40
Montgomery, PA	Yes-other	No monitor
Bucks, PA	Yes-other	35
Warren, NJ	Partial	34
Monroe, PA	No	No monitor
Hunterdon, NJ	No	No monitor
Schuylkill, PA	No	No monitor
Carbon, PA	No	No monitor
Morris, NJ	Yes-other	32
Sussex, NJ	No	No monitor
Pike, PA	No	No monitor

Table 2. Air Quality Data

In EPA Region 2, there are no New Jersey counties in the Allentown, PA-NJ area that show a violation of the 24-hour PM_{2.5} standard as determined by air monitoring. The

2005-2007 design values for Warren and Morris counties are $34 \mu\text{g}/\text{m}^3$ and $32 \mu\text{g}/\text{m}^3$, respectively. The counties of Hunterdon, and Sussex, do not have monitors.

Northampton and Berks Counties in Pennsylvania, which are located in Region 3, violate the 24-hour $\text{PM}_{2.5}$ standard. The proximity of the Northampton, PA and Warren County, NJ is presented in Figure 4. Figure 5 shows the results of New Jersey's modeling analysis. Figures 6 and 7 show the similarity between the data collected from the monitors located in Northampton County, PA and Warren County, NJ.

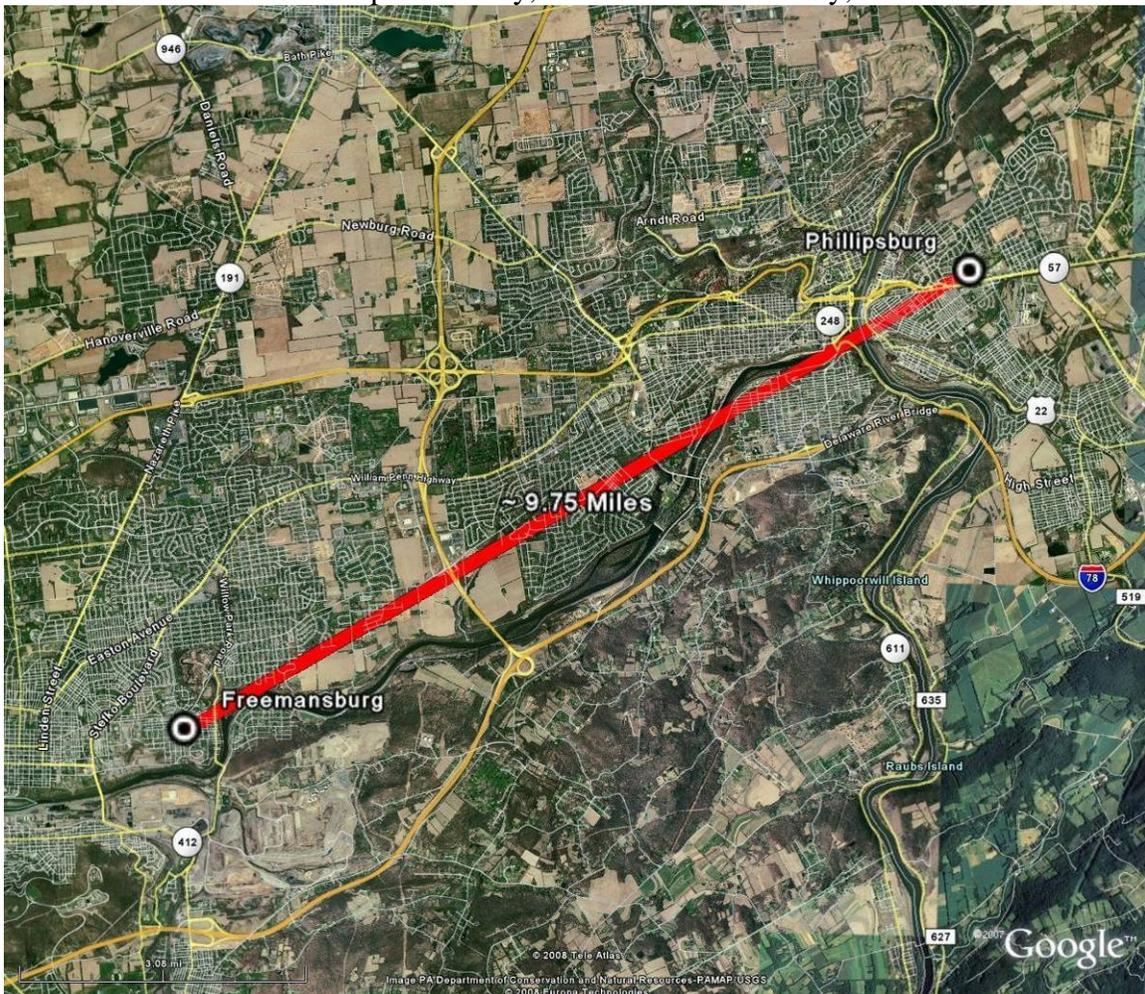


Figure 4. Map showing Freemansburg, PA and Phillipsburg, NJ.

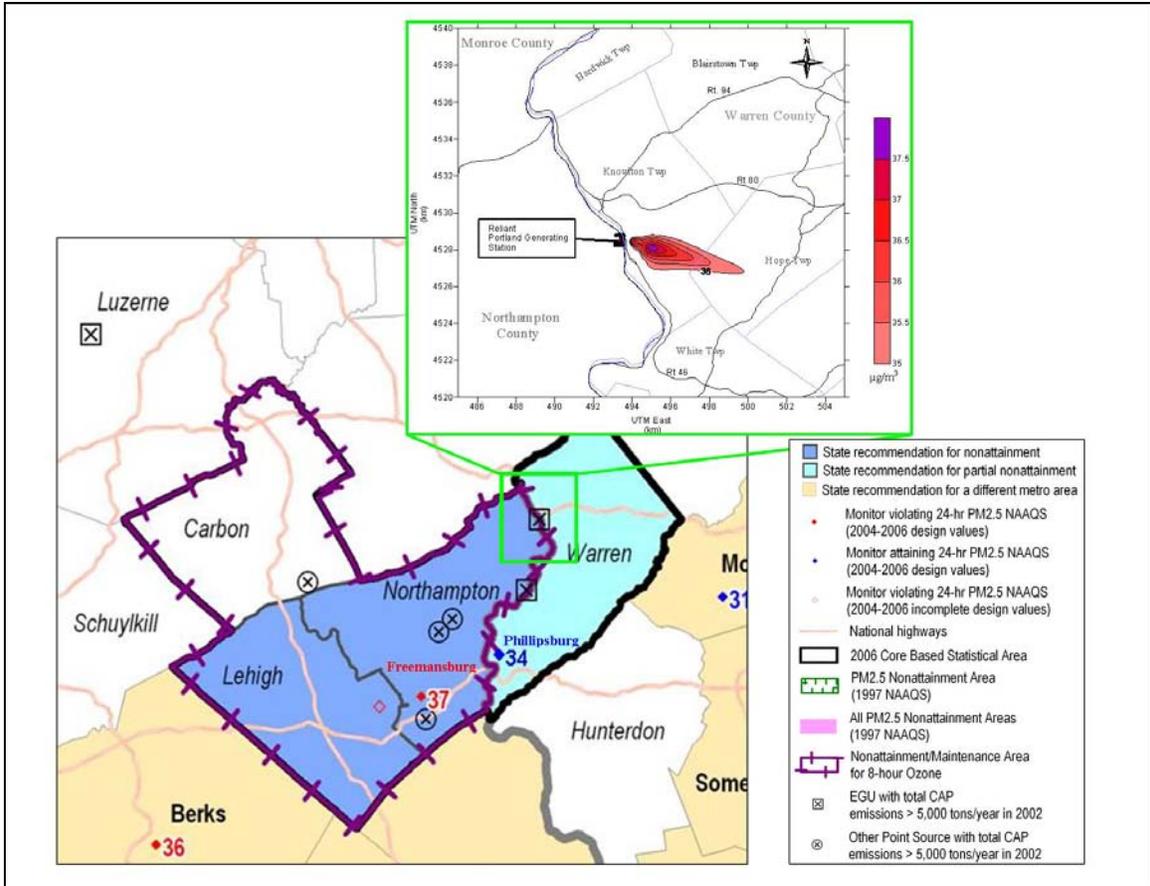


Figure 5. Map of the Allentown-Bethlehem-Easton PA-NJ area. The map insert shows modeling results provided by New Jersey, which the State identifies as information indicating a violation in Warren County.

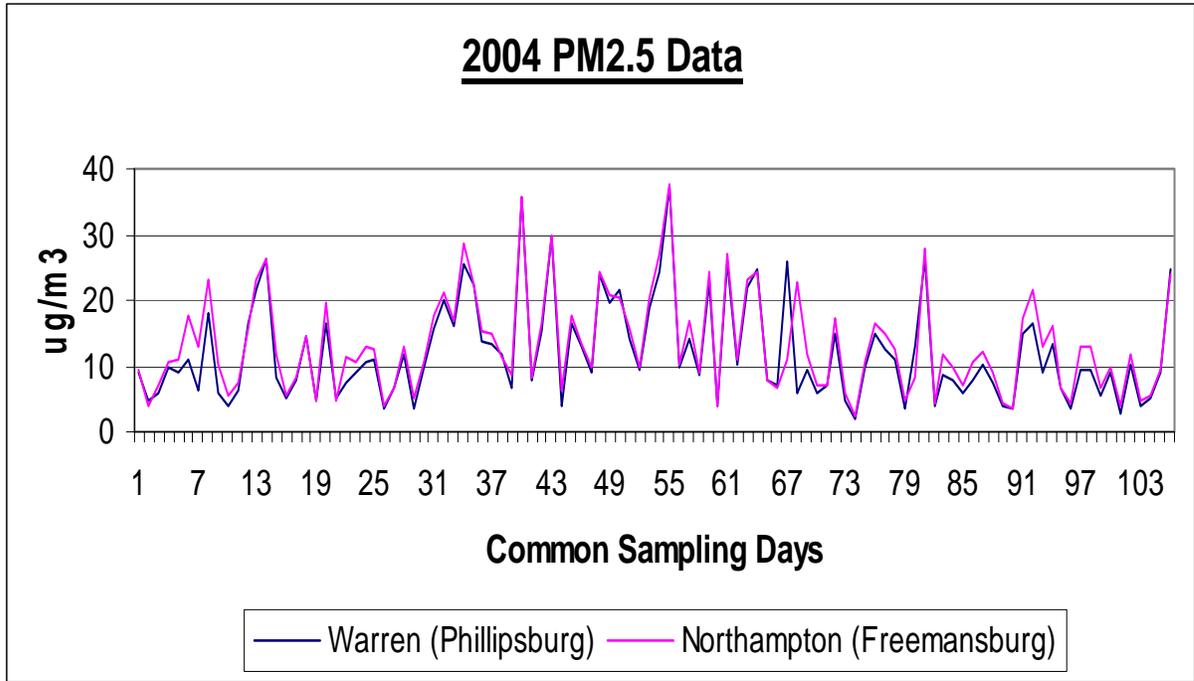


Figure 6. Comparison of 2004 Phillipsburg and Freemansburg Monitoring data

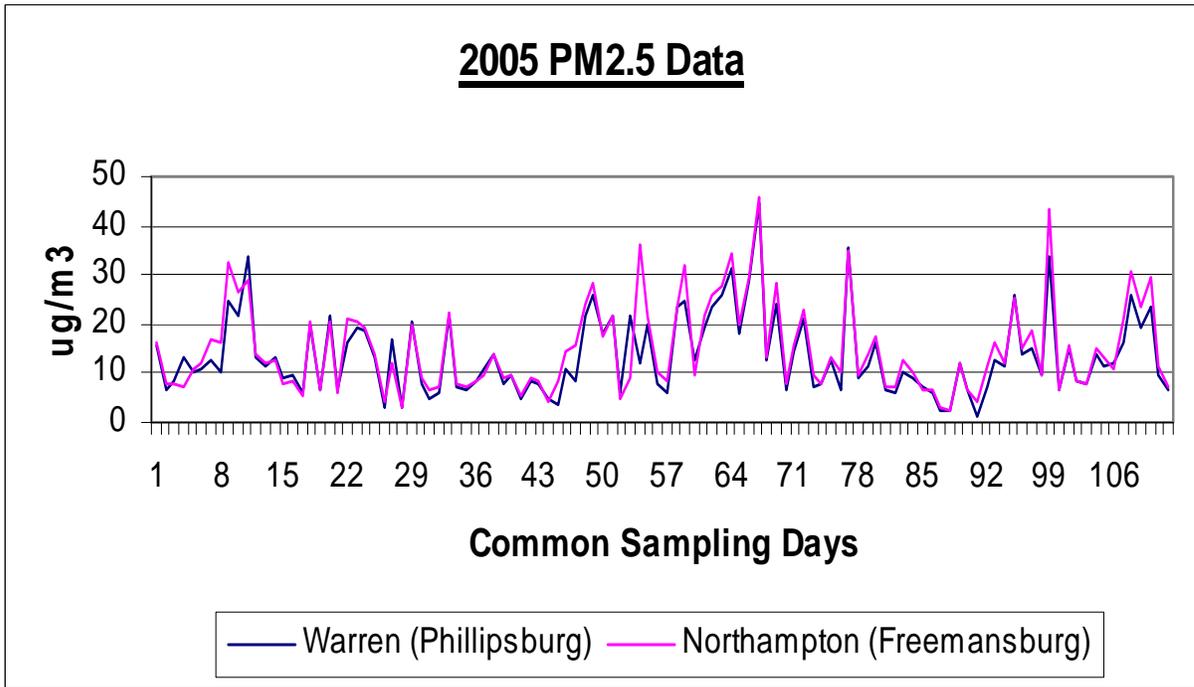


Figure 7. Comparison of 2005 Phillipsburg and Freemansburg Monitoring data

Note: Eligible monitors for providing design value data generally include State and Local Air Monitoring Stations (SLAMS) at population-oriented locations with a FRM or FEM monitor. All data from Special Purpose Monitors (SPM) using an FRM, FEM, or Alternative Reference Method (ARM) which has operated for more than 24 months is eligible for comparison to the relevant NAAQS, subject to the requirements given in the October 17, 2006 Revision to Ambient Air Monitoring Regulations (71 FR 61236). All monitors used to provide data must meet the monitor siting and eligibility requirements given in 71 FR 61236 to 61328 in order to be acceptable for comparison to the 24-hr PM_{2.5} NAAQS for designation purposes.

Factor 3: Population density and degree of urbanization (including commercial development)

Table 3 shows the 2005 population for each County in the area being evaluated, as well as the population density for each County in that area. Population data gives an indication of whether it is likely that population-based emissions might contribute to violations of the 24-hour PM_{2.5} standards.

Morris County ranks high in population and population density in comparison to other counties in the Allentown, PA-NJ Area. Morris County has been included in the New York City Metropolitan nonattainment area.

Hunterdon and Sussex County rank low in population and population density in comparison to other counties in the area. Hunterdon County has less than half the population and population density of the violating county of Northampton, PA. Sussex County also has less than half the population density and approximately half (53%) the population of Northampton, PA.

Warren County ranks low in terms of population and in population density in comparison to counties located near the violating monitor in Northampton. In comparison to the two counties that have been recommend as nonattainment for the Allentown, PA-NJ area, Warren County’s population and population density is below 50% that of Lehigh and Northampton.

Population density and degree of urbanization for Hunterdon, Sussex, and Warren counties are low for the area of analysis. Population-based emissions did not play a role in designation.

County	State Recommended Nonattainment	2005 Population	2005 Population Density (pop/sq mi)
Montgomery, PA	Yes-other	774,666	1591
Bucks, PA	Yes-other	619,772	998

Morris, NJ	Yes-other	490,084	1019
Berks, PA	Yes-other	396,236	458
Lehigh, PA	Yes	330,168	948
Northampton, PA	Yes	287,334	762
Monroe, PA	No	162,415	264
Sussex, NJ	No	152,726	285
Schuylkill, PA	No	146,996	188
Hunterdon, NJ	No	130,042	297
Warren, NJ	Yes-Partial	110,317	305
Carbon, PA	No	61,876	160
Pike, PA	No	56,180	99

The counties that are currently designated nonattainment for the 1997 PM_{2.5} NAAQS are shown in boldface.

Table 3. Population

Factor 4: Traffic and commuting patterns

This factor considers the number of commuters in each county who drive to another county within the Allentown-Bethlehem-Easton CBSA, the percent of total commuters in each county who commute to other counties within the Allentown, PA-NJ area, as well as the total Vehicle Miles Traveled (VMT) for each county in millions of miles (see Table 4). A county with numerous commuters is generally an integral part of an urban area and could be an appropriate county for implementing mobile-source emission control strategies, thus warranting inclusion in the nonattainment area.

County	State Recommended Non-attainment?	2005 VMT (million miles)	Number Commuting to any violating counties	Percent Commuting to any violating counties	Number Commuting into statistical area	Percent Commuting into statistical area
Berks, PA	Yes-other	3,320	147,990	83	7,250	4

Lehigh, PA	Yes	3,374	131,610	89	129,570	88
Northampton, PA	Yes	2,399	99,230	79	106,210	85
Schuylkill, PA	No	1,353	7,790	12	3,030	5
Carbon, PA	No	699	6,900	27	19,070	74
Montgomery, PA	Yes-other	7,527	6,660	2	2,480	1
Monroe, PA	No	1,556	5,140	8	7,060	11
Bucks, PA	Yes-other	5,250	3,980	1	3,870	1
Warren, NJ	Yes-Partial	1,342	2,410	5	23,440	47
Hunterdon, NJ	No	929	520	1	1,630	3
Pike, PA	No	584	200	1	360	2
Morris, NJ	Yes-other	5,398	130	0	1,760	1
Sussex, NJ	No	889	40	0	1,440	2

The counties that are in the currently designated nonattainment for the 1997 PM_{2.5} NAAQS are shown in boldface.

Table 4. Traffic and Commuting Patterns

The listing of counties on Table 4 reflects a ranking based on the number of people commuting to other violating counties.

The VMT for the residents of Warren County is low relative to other counties in the area. 47% of the commuting from Warren County commute into the statistical area. The total number of Warren County commuters into the statistical area and violating counties is in the middle range of all the counties considered for contribution to the Allentown, PA-NJ area. Based on Factor 4, Warren County is a low traffic and commuting contributor to the Allentown, PA-NJ area. Warren County, NJ does not rank high with respect to this factor.

For other counties in the Allentown, PA area, Morris, Hunterdon, and Sussex counties rank in the lower third for the number of commuters into the statistical area, and into the violating counties. Sussex and Hunterdon counties also have low VMT. Morris County, which is included as part of the New York City Metropolitan nonattainment area, has a high amount of VMT, but the low number of commuters into the Allentown-Bethlehem-Easton CBSA precludes the inclusion of Morris into the Allentown, PA nonattainment area.

Projections from the Federal Highway Administration show that average annual daily truck traffic is projected to increase in the area through 2020 for two roads that run through Warren County (Interstate 78 and Interstate 80). Morris, Hunterdon, and Sussex counties are also projected to have increases in truck traffic. The projected increase for all of the counties considered was not significant enough to play a role in the designation of the counties. Figure 8 shows projected 2020 annual average daily truck traffic.

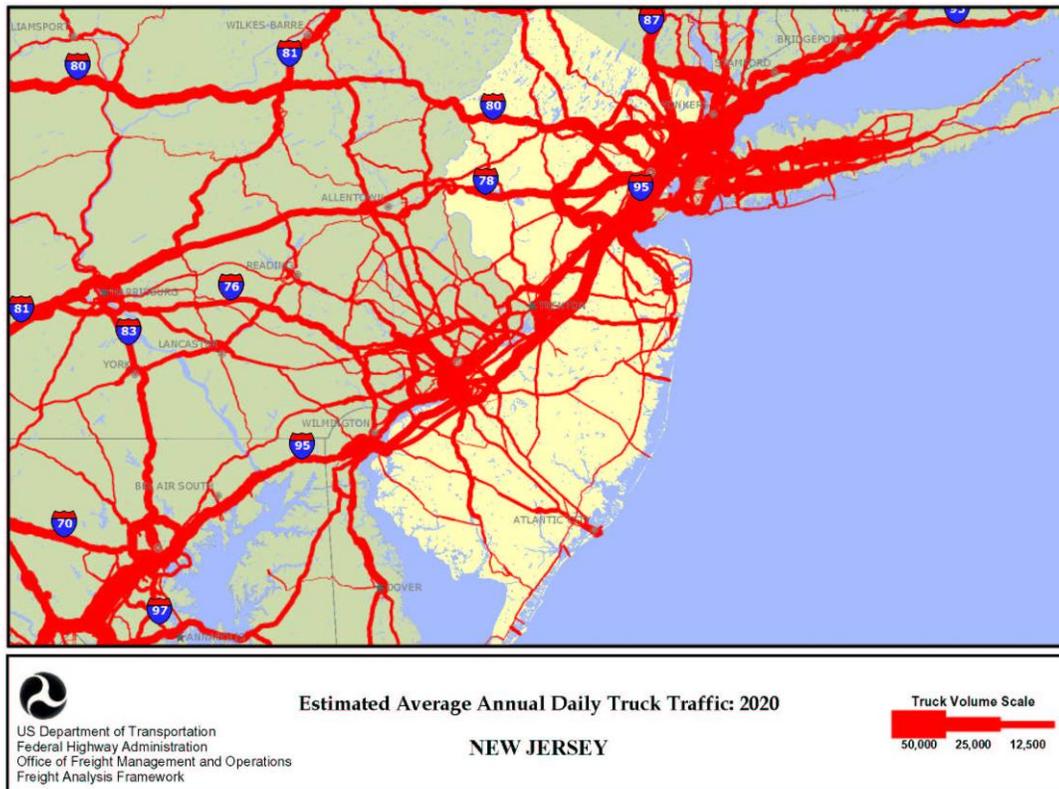


Figure 8. Estimated Average Annual Daily Truck Traffic in 2020

Note: The 2005 VMT data used for Table 4 and 5 of the 9-factor analysis has been derived using methodology similar to that described in “Documentation for the final 2002 Mobile National Emissions Inventory, Version 3, September 2007, prepared for the Emission Inventory Group, U.S. EPA. This document may be found at: ftp://ftp.epa.gov/EmisInventory/2002finalnei/documentation/mobile/2002_mobile_nei_version_3_report_092807.pdf

The 2005 VMT data were taken from documentation which is still draft, but which should be released in 2008.

Factor 5: Growth rates and patterns

This factor looks at expected population for 2000-2005 and VMT from 1996-2005 in the Allentown, PA-NJ area, as well as patterns of population and VMT growth. A county

with rapid population or VMT growth is generally an integral part of an urban area and could be an appropriate county for implementing mobile-source and other emission-control strategies, thus warranting inclusion in the nonattainment area.

Table 5 below shows population, population growth, VMT and VMT growth for counties that are included in the Allentown, PA-NJ area. Counties are listed in descending order based on VMT growth between 1996 and 2005.

County	2005 Population	Percent Population Change (2000-05)	Vehicle Miles Traveled in 2005 (millions annually)	Percent VMT Growth (1996-2005)
Montgomery, PA	774,666	3	7,527	73
Morris, NJ	490,084	4	5,398	56
Bucks, PA	619,772	3	5,250	49
Lehigh, PA	330,168	6	3,374	34
Northampton, PA	287,334	7	2,399	21
Monroe, PA	162,415	16	1,556	19
Berks, PA	396,236	6	3,320	11
Warren, NJ	110,317	7	1,342	2
Carbon, PA	61,876	5	699	0
Schuylkill, PA	146,996	-2	1,353	-1
Pike, PA	56,180	20	584	-8
Sussex, NJ	152,726	6	889	-22
Hunterdon, NJ	130,042	6	929	-42

The counties that are currently designated nonattainment in Table 5 for the 1997 PM_{2.5} NAAQS are shown in boldface.

Table 5. Population, VMT Growth, and Percent VMT Growth Change

Warren County experienced 7% growth from 2000-2005. The growth rate for Warren County is average in comparison to other counties in the area and equivalent to Northampton and Lehigh. On a per person basis, the growth in the number of people residing in Warren County is low. Only Carbon and Schuylkill had a lower percentage of population change. Montgomery, Berks, and Monroe County had the largest growth in population from 2000-2005.

VMT by the residents of Warren County are low in comparison with other counties in the area. The growth in VMT from 1996-2005 for Warren County is low in comparison with Northampton and Lehigh (21% and 34%, respectively). Hunterdon and Sussex counties had low population and negative VMT growth. The counties of Morris, Montgomery, and Bucks, had the highest percentage of growth from 1996-2005. Morris County is being included in the New York City Metropolitan nonattainment area.

Factor 6: Meteorology (weather/transport patterns)

For this factor, EPA considered the most representative National Weather Service wind direction and speed data throughout the year, with an emphasis on “high PM_{2.5} days” for each of two seasons (an October-April “cold” season and a May-September “warm” season). These high days are defined as days where any FRM or FEM air-quality monitors had 24-hour PM_{2.5} concentrations above 95% on a frequency distribution curve of PM_{2.5} 24-hour values.

For each air quality monitoring site, EPA developed a “pollution rose” to understand the prevailing wind direction and wind speed on the days with highest fine particle concentrations. The Figure 9 identifies 24-hour PM_{2.5} values by color; days exceeding 35 ug/m³ are denoted with a red or black icon. A dot indicates the day occurred in the warm season; a triangle indicates the day occurred in the cool season. The center of the figure indicates the location of the air quality monitoring site, and the location of the icon in relation to the center indicates the direction from which the wind was blowing on that day. An icon that is close to the center indicates a low average wind speed on that day. Higher wind speeds are indicated when the icon is further away from the center. For this factor, EPA also considered each County’s CES, which includes an analysis of trajectories of air masses for high PM_{2.5} days.

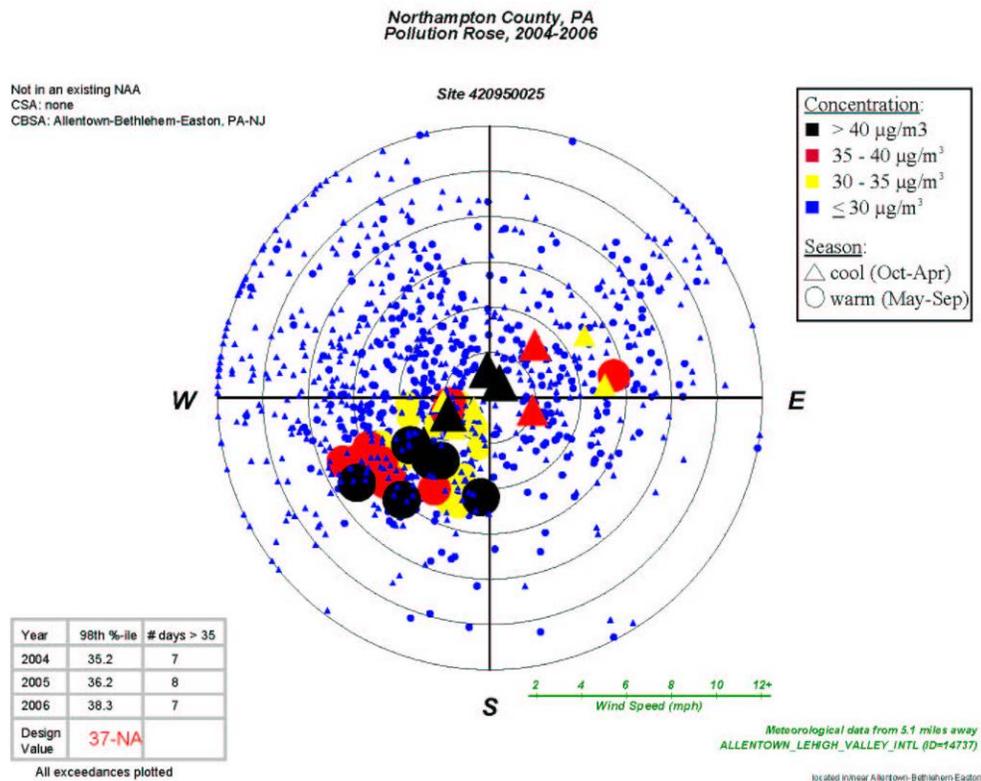


Figure 9. Pollution Rose for Northampton County, PA

Table 6 shows the average prevailing surface wind directions for high PM_{2.5} days by quadrant for the proposed nonattaining counties in the Allentown, PA-NJ area, as well as Warren County, NJ. The data shows that 24-hour PM_{2.5} concentrations are influenced by emissions in any direction at various times and the data also suggest that emissions in some directions relative to the violation are more likely to contribute than emissions in other directions.

County	Prevailing Wind Direction (%)			
	NW	SW	SE	NE
Northhampton County, PA	4%	74%	3%	19%
Lehigh County, PA	11%	78%	0%	11%
Warren County, NJ	0%	70%	10%	20%

Table 6. Prevailing Wind Directions for High PM_{2.5} Days.

EPA’s analysis of meteorology shows that PM_{2.5} emissions during high PM_{2.5} days in 2004-2006 primarily originated and/or passed through locations from a southwesterly direction. This is also evident upon examination of the pollution rose for Northampton County (see Figure 9). Since the winds are seldom from the Northeast, the emissions from Morris, Hunterdon, Sussex and Warren counties would have little or no impact on the PA counties.

Based on our analysis, this factor does not support including Morris, Hunterdon, Sussex and Warren County in the Allentown, PA-NJ nonattainment area.

Note: the meteorology factor is also considered in each county’s Contributing Emissions Score because the method for deriving this metric included an analysis of trajectories of air masses for high PM_{2.5} days.

Factor 7: Geography/topography (mountain ranges or other air basin boundaries)

The geography/topography analysis looks at physical features of the land that might have an effect on the air shed and, therefore, on the distribution of PM_{2.5} over the Allentown, PA-NJ area.

The Allentown, PA-NJ area does not have any geographical or topographical barriers significantly limiting air pollution transport within its airshed. The Delaware River separates Hunterdon and Warren counties from the other counties in the Allentown, PA-NJ area, however this is not a significant barrier that would influence the airshed. Morris and Sussex counties do not have any geographical or topographical barriers that could significantly limit air pollution transport. This factor did not play a significant role in the decision-making process

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Factor 8: Jurisdictional boundaries (e.g., existing PM and ozone areas)

In evaluating the jurisdictional boundary factor, consideration should be given to existing boundaries and organizations that may facilitate air quality planning and the implementation of control measures to attain the standard. Areas designated as

nonattainment (e.g for PM_{2.5} or 8-hour ozone standard) represent important boundaries for state air quality planning.

The major jurisdictional boundary in the Allentown, PA-NJ nonattainment area is the State line between Pennsylvania and New Jersey.

While all of New Jersey has been previously designated nonattainment for 8-hour ozone, the New Jersey counties in the Allentown, PA-NJ area are not in the same 8-hour ozone nonattainment area as the counties from Pennsylvania. .

The Allentown, PA-NJ area is also not an existing nonattainment area for the 1997 PM_{2.5} NAAQS. In EPA's June 2007 Guidance for Area Designations for the 24-hr PM_{2.5} NAAQS, EPA had indicated that we expected that the boundaries for the existing 1997 PM_{2.5} nonattainment areas would have been appropriate for the boundaries of the new nonattainment areas for the 2006 PM_{2.5} NAAQS.

Although we considered this information regarding jurisdictional boundaries, the jurisdictional boundaries factor did not influence heavily in our decision-making for the area.

Factor 9: Level of control of emission sources

This factor considers emission controls currently implemented in the Allentown, PA-NJ area. This factor analysis generally considered the emissions controls currently in place.

The emission estimates on Table 1 (under Factor 1) include any control strategies implemented by the States in the Allentown, PA-NJ area before 2005 that may influence emissions of any component of PM_{2.5} emissions (i.e., total carbon, SO₂, NO_x, and crustal PM_{2.5}). Since we believe that the emissions listed in Table 1 have not changed significantly since 2005, this factor does not influence heavily in our decision-making.

In considering county-level emissions, EPA considered 2005 emissions data from the National Emissions Inventory. EPA recognizes that certain power plants or large sources of emissions in this potential nonattainment area may have installed emission controls or otherwise significantly reduced emissions since 2005 and that this information may not be reflected in this analysis. EPA will consider additional information on emission controls in making final designation decisions. In cases where specific plants already have installed emission controls or plan to install such controls in the near future, EPA requests additional information on:

- the plant name, city, county, and township/tax district
- identification of emission units at the plant, fuel use, and megawatt capacity
- identification of emission units on which controls will be installed, and units on which controls will not be installed

- identification of the type of emission control that has been or will be installed on each unit, the date on which the control device became / will become operational, and the emission reduction efficiency of the control device
- the estimated pollutant emissions for each unit before and after implementation of emission controls
- whether the requirement to operate the emission control device will be federally enforceable by December 2008, and the instrument by which federal enforceability will be ensured (e.g. through source-specific SIP revision, operating permit requirement, consent decree)

Other Relevant Information

The New Jersey Department of Environmental Protection (DEP) has performed an analysis using the CALPUFF air quality model, which indicates modeled violations in the Knowlton Township area of Warren County. The DEP analysis concluded that the Reliant power plant in Northampton County, PA is the cause of this modeled violation. New Jersey seeks to have only the Knowlton Township area of Warren County designated as nonattainment.

While the analysis indicates an impact in the Knowlton Township area, EPA has determined that there is insufficient information to conclude that the air quality violations of the fine particle NAAQS has occurred.. Current regulations and policy require that violations of the PM_{2.5} standards be determined on the basis of complete, quality-assured ambient air quality monitoring data at a monitor in the area. The regulations and policy do not provide for PM_{2.5} violations to be determined through means other than ambient air quality monitoring. Currently there is no violating monitor present in Warren County.

EPA recognizes that an air quality monitor located in the area of impact as determined by air quality modeling could show a violation of the 24-hour PM_{2.5} standard. For this reason, EPA strongly advises that New Jersey place an air quality monitor in the vicinity of Knowlton Township, which is downwind of the Reliant power plant in Northampton County, to support the state's determination that Warren County (or portions thereof) is violating the 24-hour PM_{2.5} standard.

EPA is recommending that the entire county of Warren be designated attainment/unclassifiable for the 24-hour PM_{2.5} standard

ENCLOSURE

The Commonwealth of Pennsylvania's Response to the U.S. Environmental Protection Agency's Proposed PM_{2.5} Designations

Executive Summary.

The Governor of the Commonwealth of Pennsylvania (Commonwealth or Pennsylvania), Edward G. Rendell, received notification via letter dated June 29, 2004 of the U.S. Environmental Protection Agency's (EPA's) modifications to Pennsylvania's recommendations for particulate matter (PM_{2.5}) nonattainment area boundaries. EPA's proposed modifications add Lawrence, Butler, Armstrong and Greene counties to the Pittsburgh nonattainment area and add Mercer County to the Youngstown nonattainment area. The proposed modifications add three attainment counties (Indiana, Armstrong and Greene) to adjacent nonattainment areas solely because of the emissions from power plants located in Indiana, Armstrong and Greene counties. EPA's modifications add Lebanon, Bucks and Montgomery counties to nonattainment areas, based primarily on Metropolitan Area definitions, despite the fact that the data strongly supports a designation of attainment for these counties." (See Figure 1)

The Pennsylvania Department of Environmental Protection (DEP or Department) has conducted a comprehensive evaluation of EPA's proposed recommendations. Based on (1) further review and analysis of available data by the Department and the Allegheny County Health Department, (2) public input, and (3) EPA criteria regarding the designation process, Pennsylvania finds it necessary to amend our recommendations for the Pittsburgh area. The analysis shows that unique, local PM_{2.5} problems exist in the vicinities of the Liberty Borough, Clairton and North Braddock monitors. Pennsylvania recommends creation of two additional nonattainment areas within the Pittsburgh nonattainment area to address the unique needs of these two local areas.

Liberty Borough, Clairton and North Braddock monitors. Allegheny County Health Department staff and Pennsylvania Bureau of Air Quality staff have been investigating PM_{2.5} concentrations in the vicinities of the Liberty Borough, Clairton and North Braddock monitors to assess evidence of localized air quality issues that are not representative of the conditions present in the rest of the Pittsburgh area. These two areas have had a history of PM₁₀ nonattainment and are clearly impacted by nearby industrial sources that are already extensively controlled. Therefore, bringing this area into attainment will take longer than the rest of the Pittsburgh area. These factors necessitate creation of two additional nonattainment areas within the Pittsburgh nonattainment area. The attainment status of the entire EPA proposed eight-county Pittsburgh area must not be tied to unique, local problems that will require development of highly specialized local solutions in addition to any regional controls that are applied throughout the area. Additional analysis of the monitoring and meteorology data to support two partial county nonattainment areas for these communities has been conducted. The details of the analysis and recommendations for the boundaries of the two areas can be found on pages 15 - 25 of this document.

In addition to the necessary amendment to Pennsylvania's recommendations for the Pittsburgh area, Pennsylvania has three major areas of concerns with EPA's proposed modifications. EPA's proposed modifications:

- Append Mercer, Lawrence and Butler Counties to adjacent nonattainment areas
- Designate counties as nonattainment solely due to the presence of a power plant
- Include Lebanon, Bucks and Montgomery Counties in nonattainment areas, despite data that strongly supports a designation of attainment.

Mercer, Lawrence, and Butler Counties. EPA's proposed designations would include Mercer County as part of the Youngstown nonattainment area and Butler and Lawrence Counties as part of the Pittsburgh nonattainment area. Mercer County is monitoring attainment, has low population density and low vehicle miles traveled (VMT). In addition, Mercer County has low emissions which are also predominantly downwind of the nonattaining monitors and would contribute very little to nonattainment in the Youngstown area. More information about DEP's analysis of Mercer County can be found on pages 27 - 28 of this document.

Butler County has low emissions, low population density and low VMT. Butler County scores very low in EPA's own weighted emissions analysis. There is no reason to conclude that this county should be nonattainment. DEP strongly believes that it is inappropriate to designate Butler County as nonattainment of the PM_{2.5} standard.

Lawrence County has historically not been a part of the Pittsburgh planning area for ozone. Lawrence County has relatively low emissions. More information about DEP's analysis of Butler and Lawrence Counties can be found on page 26 - 27 of this document.

Power Plant Counties. EPA included Indiana, Armstrong and Greene Counties as nonattainment for PM_{2.5} solely because of the emissions from coal-fired power plants that are located in these counties. Pennsylvania strongly opposes this approach. It has been our position throughout this process that emissions from large point sources, including power plants must be addressed by national or regional legislation or regulation. More detailed discussion about Pennsylvania's concerns about the proposed nonattainment designation of these counties can be found on page 7 for Indiana County, page 26 for Armstrong County and on page 25 for Greene County.

Lebanon, Bucks and Montgomery Counties. Pennsylvania does not believe Lebanon County should be included in the Harrisburg nonattainment area. Lebanon County has low emissions and will have little or no effect on design values in the nonattainment area since Lebanon County is generally downwind of Cumberland and Dauphin counties. A more detailed discussion about Pennsylvania's recommendation of Lebanon County as attainment can be found on pages 5 - 6.

The Pennsylvania DEP disagrees with EPA's recommendation to expand the Philadelphia nonattainment area to include Montgomery and Bucks Counties. Montgomery and Bucks Counties are monitoring attainment of the PM_{2.5} standard. In addition, it appears that

EPA did not take into account the level of controls in the five-county Philadelphia region. Strict emission control programs have reduced nitrogen oxide (NO_x) and volatile organic compound (VOC) emissions by 35% when the region's population has increased by nearly half a million people. Our analysis indicates that the Philadelphia region's PM_{2.5} nonattainment problem is more local in scope and expanding the nonattainment area to include Bucks and Montgomery Counties will not help the region attain the annual PM_{2.5} standard. For a more detailed discussion, see pages 7 - 14.

Figure 2 provides annual wind roses for these areas demonstrating the downwind location of these counties to the core urban areas. Figure 3 shows the location and name of monitors throughout Pennsylvania and adjoining states. Figure 4 shows the design values for these monitors based on monitored data from 2001, 2002 and 2003.

Background.

In February 2004, Pennsylvania submitted recommendations to the EPA to designate attainment and nonattainment areas for the fine particulate matter (PM_{2.5}) national ambient air quality standard. At that time, Pennsylvania recommended 16 counties for nonattainment based on air quality monitoring data and other available information, including emissions, meteorology and demographics. Those counties included Philadelphia, Delaware, Chester, Bucks, Montgomery, Berks, Lancaster, York, Dauphin, Cumberland, Lebanon, Cambria, Westmoreland, Washington, Allegheny and Beaver. In June 2004, Pennsylvania revised the recommendations to exclude Bucks, Montgomery and Lebanon from that list based on further analysis and EPA's recently established "weighted emissions scoring" guidance and data concerning the designation process.

As required by the federal Clean Air Act, EPA notified Pennsylvania, in a letter dated June 29, 2004, of its intention to modify Pennsylvania's recommendations for some counties. While the Clean Air Act requires that states be provided a 120-day opportunity to demonstrate why any proposed modification is inappropriate, EPA has requested state comments by September 1, 2004, effectively giving Pennsylvania only half of the 120 days provided in the Act. Pennsylvania reserves the right to submit additional information through out the entire 120-day period required by law prior to promulgation by EPA.

The June 29th letter to Governor Rendell identified 22 counties as proposed PM_{2.5} nonattainment in Pennsylvania. In addition to the 13 counties identified in Pennsylvania's revised recommendations, EPA proposed the addition of Lebanon, Indiana, Montgomery, Bucks, Butler, Armstrong, Greene, Lawrence and Mercer as nonattainment areas.

Pennsylvania's recommendations were developed with consideration given to EPA guidance. The first guidance memo (dated April 1, 2003) from EPA Assistant Administrator Jeffrey R. Holmstead outlined EPA's intention to apply a presumption that the boundaries for urban nonattainment areas should be based on Metropolitan Area boundaries, as defined by the Office of Management and Budget (OMB) and published on June 30, 1999. The guidance memo listed factors that EPA will consider if states request nonattainment area boundaries that are different from OMB's metropolitan area definitions. These factors are:

- Emissions in areas potentially included versus excluded from the nonattainment area
- Air quality in potentially included versus excluded areas
- Population density and degree of urbanization including commercial development in included versus excluded areas
- Traffic and commuting patterns
- Expected growth (including extent, pattern and rate of growth)
- Meteorology (weather/transport patterns)
- Geography/topography (mountain ranges or other air basin boundaries)

- Jurisdictional boundaries (e.g., counties, air districts, Reservations, etc.)
- Level of control of emission sources

EPA issued additional guidance on February 12, 2004 on the PM_{2.5} designation process, in the form of a memo from Lydia N. Wegman. The additional guidance indicated that OMB’s revised Metropolitan Area boundaries, issued June 10, 2003, should also be considered in States’ recommendations and in EPA’s review and determination of PM_{2.5} designation boundaries.

Pennsylvania remains convinced that the 13 counties identified by both EPA and Pennsylvania as nonattainment are the only counties in Pennsylvania that should be designated nonattainment with regard to the PM_{2.5} standard. (*emphasis added*) Pennsylvania’s analysis and recommendations were completed in accordance with EPA-issued guidance. EPA’s newly developed “weighted emissions” scoring process is arbitrary and appears to expand nonattainment areas to include counties monitoring attainment solely because of the relative emission levels without any demonstration of air quality impact. This process was never published for review and comment. It has long been Pennsylvania’s position that it is imperative that emissions from large point sources, including power plants, be addressed through a consistent national or regional control program. EPA’s recently proposed Clean Air Interstate Rule (CAIR) would be an appropriate mechanism for addressing these emissions provided more stringent emission caps and timely compliance schedules are promulgated.

The following discussion provides relevant analysis and our comments on EPA’s intended designations for each area:

HARRISBURG AREA

In the June 29, 2004 “120-day letter”, EPA gave notice of its intention to expand the Harrisburg nonattainment area to include Cumberland, Dauphin and Lebanon counties. Pennsylvania recommends that only Cumberland and Dauphin counties be included in the Harrisburg nonattainment area. Table 1 summarizes 2001-03 annual PM_{2.5} concentrations in the Harrisburg region.

Table 1.

Harrisburg Region 2001-03 PM_{2.5} Annual Design Value

Site	County	2001-03 design Value (µg/m3)	Annual Standard (µg/m3)
Carlisle	Cumberland	15.1**	15.0
Harrisburg	Dauphin	15.7	15.0
Little Buffalo SP	Perry	13.0	15.0

**Combined data from two monitors

There is a discrepancy between Cumberland County's design value cited in EPA's June 29, 2004 letter and what's listed in Table 1. EPA listed Cumberland County's design value as $17.6 \mu\text{g}/\text{m}^3$, but noted that the data for the county was incomplete. The Carlisle monitor was moved at the end of the first quarter of 2001. It appears EPA used the old monitoring site's 1st quarter 2001 $\text{PM}_{2.5}$ concentration as the county's annual design value. Pennsylvania combined data from both sites to calculate the 2001-03 annual $\text{PM}_{2.5}$ design value for Cumberland County. Both sites are within 3 miles of each other (see Appendix II, Figure 5).

EPA's Analysis in Support of an Expanded Nonattainment Area

In its June 29, 2004 letter to Pennsylvania, EPA outlined its intentions for the Harrisburg nonattainment area. EPA cited lack of emissions and the county's low annual design value as supporting factors for this decision. Lebanon County, however, was added to the nonattainment area; Pennsylvania had requested that only Dauphin and Cumberland counties be included in the Harrisburg nonattainment area. EPA cited Lebanon County's location adjacent to several other nonattainment counties as supporting evidence for its position. Including Lebanon County "...completes a contiguous nonattainment boundary."

Pennsylvania's Comments Regarding EPA's Analysis

Pennsylvania concurs with EPA's proposed designation of attainment for Perry County.

Pennsylvania opposes the inclusion of Lebanon County in the Harrisburg nonattainment area. Emissions from Lebanon County are roughly two thirds ($2/3$) of emissions from either Cumberland or Dauphin counties. Any emission controls imposed on Lebanon County will have little or no effect on design values in the nonattainment area since Lebanon County is generally downwind of Cumberland and Dauphin counties. The proposed inclusion of Lebanon County solely to establish a contiguous nonattainment area seems more of an aesthetic exercise rather than assisting the nonattainment area to attain the annual $\text{PM}_{2.5}$ standard. Figure 4 shows that while the cities of Harrisburg, Lancaster and Reading show nonattainment, surrounding counties, particularly to the north such as most of Lebanon County, show attainment.

JOHNSTOWN AREA

In the June 29, 2004 letter, EPA gave notice of its intention to expand the Johnstown nonattainment area to include Cambria and Indiana. Pennsylvania recommends that the nonattainment area include only Cambria.

There is a discrepancy in the Johnstown $\text{PM}_{2.5}$ annual design value. EPA's analysis indicates the 2001-03-design value is $15.8 \mu\text{g}/\text{m}^3$. Our analysis indicates Johnstown's design value is slightly lower, $15.6 \mu\text{g}/\text{m}^3$.

Pennsylvania's Comments Regarding EPA's Analysis

Pennsylvania remains convinced that Indiana County should be designated attainment for the PM_{2.5} standard. Indiana is a rural, non-industrial county that is not associated with any Metropolitan Statistical Area (MSA). Indiana has relatively high emissions, but these are mainly attributable to the county's three power stations – accounting for 99.4% of the sulfur dioxide (SO₂) and 91.5% of the nitrogen oxide (NO_x) emissions. These are Seward Station, Conemaugh Station and Homer City Station. The Seward Station was recently shut down and replaced with modern well-controlled fluidized bed units, representing state of the art controls. The Conemaugh Station is equipped with SO₂ scrubbers and electrostatic precipitators (ESPs) on both units. The Homer City Station has one of its three units equipped with SO₂ scrubbers and all three units are equipped with selective catalytic reducers (SCR), low NO_x burners and ESPs. The remainder of emissions from Indiana would have a negligible impact on either the nonattainment area. Subjecting the entire county to nonattainment status due to speculation that these sources for which additional controls will be required under the Clean Air Act regional haze rule and proposed CAIR is inappropriate.

LANCASTER AREA

Pennsylvania concurs with EPA's proposed nonattainment designation for Lancaster County.

NEW YORK AREA

Pennsylvania concurs with EPA's proposed designation of attainment for Pike County.

PHILADELPHIA AREA

In the June 29, 2004 letter to Pennsylvania, EPA gave notice of its intention to expand the Philadelphia nonattainment area to include five counties: Bucks, Chester, Delaware, Montgomery and Philadelphia. Pennsylvania's proposed Philadelphia PM_{2.5} nonattainment area did not include Bucks or Montgomery counties (June 1, 2004 Revised PM_{2.5} Designation Recommendations). Both of these counties have 2001-2003 design values below the annual PM_{2.5} standard (15.0 µg/m³). Table 2 lists the annual design values for the counties in Pennsylvania included in EPA's proposed Philadelphia nonattainment area.

The five-county Philadelphia region's 2001-03 PM_{2.5} design value is 15.5 µg/m³, slightly above the annual standard of 15.0 µg/m³. Both Bucks and Montgomery counties have design values less than the annual standard. Additionally, these counties are thought to be generally downwind and/or not significantly contributing to monitors exceeding the annual standard.

Table 2.

2001-03 PM_{2.5} Design Values in the Five-County Philadelphia Region

Site	County	2001-03 design Value ($\mu\text{g}/\text{m}^3$)	Annual Standard ($\mu\text{g}/\text{m}^3$)
Bristol	Bucks	14.4	15.0
New Garden	Chester	15.2**	15.0
Chester	Delaware	15.5	15.0
Norristown	Montgomery	14.3	15.0
AMS Lab	Philadelphia	15.2	15.0
Belmont	Philadelphia	14.3	15.0
N/E Airport	Philadelphia	13.8	15.0
Broad Street	Philadelphia	“Middle-scale” monitor	Compare to 24-hr standard
Elmwood	Philadelphia	14.9	15.0
<i>MLK</i>	<i>New Castle, DE</i>	<i>16.2</i>	15.0
<i>Camden</i>	<i>Camden, NJ</i>	<i>14.6</i>	15.0
<i>Gibbstown</i>	<i>Gloucester, NJ</i>	<i>13.8</i>	15.0

*From EPA letters to Delaware and New Jersey, ** Incomplete data set (2002-03)*

EPA’s Analysis in Support of an Expanded Nonattainment Area

Technical justifications for expanding the Philadelphia PM_{2.5} nonattainment area were included in Enclosure B of EPA’s June 29, 2004 letter sent to Pennsylvania. EPA used nine criteria to determine which counties should be included in the Philadelphia nonattainment area. These criteria included emissions, air quality, population, traffic and commuting patterns, expected growth, meteorology, geography/topography, jurisdictional boundaries, and level of emission controls.

EPA placed a high emphasis on weighted countywide emissions in its supporting document. EPA concluded its weighted emissions analysis showed Montgomery County and Bucks County significantly contributed to the region’s nonattainment problem. Additional analysis factors including population density, growth and commuting, were also cited in support for expanding the Philadelphia nonattainment area to include Bucks and Montgomery counties.

Pennsylvania’s Comments Regarding EPA’s Analysis

Philadelphia Annual PM_{2.5} Design Value: PM_{2.5} design values listed in EPA’s June 29, 2004 designation letter are different than those compiled by Pennsylvania and listed in Table 2. The five-county Philadelphia region’s design value is less than the value listed in EPA’s designation letter (16.4 $\mu\text{g}/\text{m}^3$). Less than half of the monitors in the five-county Philadelphia region exceed the annual PM_{2.5} standard. Expanding the nonattainment area would place counties measuring attainment into a nonattainment area.

EPA’s Weighted Emissions Analysis: EPA’s use of weighted emission scores is problematic. This recently developed method cannot gauge how emissions are affecting a particular monitor’s design value. EPA’s method does not differentiate between different emission sources. A modeling analysis would be more helpful in determining if emissions from a particular county or a particular source type are significantly contributing to a monitor’s design value.

EPA’s Sector Wind Frequency/Weighted Emissions Analysis: EPA’s attempt to use sector wind frequency and distance to the design monitor to determine emission transport is over simplified. The methodology uses 10 years of wind direction data to gauge where emissions may be transported. This method does not take into account other meteorological factors such as wind speed and atmospheric stability, which influence atmospheric dispersion. This method also ignores source characteristics that affect emission dispersion such as release height, plume temperature, plume velocity and does not account for chemical transformation processes. The analysis does not make a determination if the meteorological data used in the analysis is representative over the entire nonattainment area in accordance with Section 3 of EPA’s Meteorological Monitoring Guidance for Regulatory Modeling Applications (EPA-454/R-99-005). Distance to the design monitor may be incorrect since there is a discrepancy between EPA’s regional design value and what is listed in Table 1.

EPA’s VMT Analysis: EPA considered VMT in its analysis but did not establish a clear relationship between VMT and monitored PM_{2.5} design values. VMT in the Philadelphia region is much higher than any other region in Pennsylvania yet its design value is only slightly above the annual PM_{2.5} standard. Furthermore, monitors in Bucks and Montgomery counties are located near major highways yet both monitors’ 2001-03 PM_{2.5} design values are less than the annual standard. If a definitive link exists between VMT and PM_{2.5} design values, one would expect higher values for monitors in the Philadelphia region than portions of central and western Pennsylvania.

Table 3 summarizes VMT-PM_{2.5} correlation coefficients for all Pennsylvania counties. VMT and design monitor concentrations are weakly correlated with one another. If an average value is substituted for a county’s design value (counties with multiple monitoring sites) there is no VMT-PM_{2.5} correlation.

Table 3.

VMT-PM_{2.5} Correlation Coefficients for the Commonwealth of Pennsylvania

	2001-03 Annual PM _{2.5} Design Value *	2001-03 Average PM _{2.5} Design Value **
VMT	0.6557	0.3119

* County Design Value (Max)

** Average Design Value for counties with multiple monitors

Stringent Emission Control Programs/Population Growth/Density: EPA’s analysis failed to account for stringent emission control programs implemented in the five-county Philadelphia region. Air contamination sources in Southeast Pennsylvania and most of the metropolitan regions along the I-95 corridor must comply with some of the most stringent emission control requirements in the nation. These controls were enacted to bring the Ozone Transport Region (OTR) into attainment of the one-hour ozone standard. Controls on NO_x and VOC-emitting sources have undoubtedly helped reduce PM_{2.5} concentrations. The Department estimates NO_x and VOC emissions will be reduced by 35% between 1990 and 2005 in the five-county Philadelphia region. These emission reductions have occurred even though the region’s population has increased by 10.4% (half a million people) between 1980 and 2000.

Table 4 summarizes population density-PM_{2.5} correlation coefficients for all Pennsylvania monitors. The results show there is no correlation between a county’s population density and it’s design value.

Table 4.

Population Density-PM_{2.5} Correlation Coefficients
for the Commonwealth of Pennsylvania

	2001-03 Annual PM _{2.5} Design Value *	2001-03 Average PM _{2.5} Design Value **
Population Density	0.2373	0.0860

* County Design Value (Max)

** Average Design Value for counties with multiple monitors

Design Value Contribution Analysis

Overview

The Department has completed a design value contribution analysis for all of the PM_{2.5} monitors in the five-county Philadelphia region. Our analysis attempts to determine a monitor sample’s contribution to its annual PM_{2.5} design value. Samples are grouped into different PM_{2.5} concentration ranges. An analysis of each range’s contribution can then be examined to determine which samples are contributing to the monitor’s design value. Sample dates can then be further analyzed to determine if there are specific meteorological conditions or sources that are adversely affecting the monitor’s design value. Results from our design value analysis for southeast Pennsylvania are summarized in Table 5.

Our design value contribution analysis indicates the two monitors in the five-county Philadelphia region that exceeded the annual standard, Chester and PHL-Lab, have relatively few “clean” days (0-7.5 µg/m³). Their design value contributions from this

range are less than the statewide average and less than other monitors in the Philadelphia region. Graph 1 confirms Chester has fewer “clean” days, PM_{2.5} concentrations in the 0 to 7.5 µg/m³ range.

Table 5.

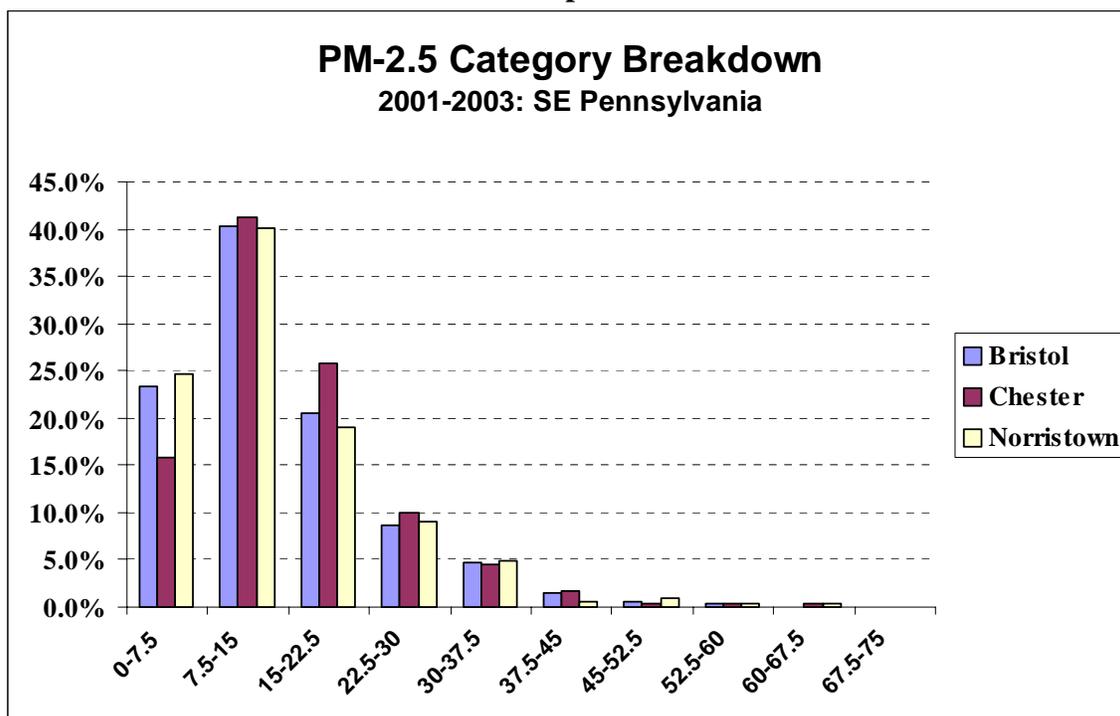
**Southeast Pennsylvania
PM-2.5 Annual Design Value Contribution Analysis**

Site Name	0-7.5	7.5-15	15-22.5	22.5-30	30-37.5	37.5-45	45-52.5	52.5-60	60-67.5	67.5-75	Sum
Bristol	-2.1945	-1.6299	0.7112	0.9525	0.8442	0.3879	0.2026	0.1363	0.0000	0.0000	-0.59
Chester	-1.4321	-1.6780	0.8684	1.0791	0.8254	0.4275	0.0894	0.1239	0.1470	0.0000	0.45
Norristown	-2.2976	-1.7091	0.6782	0.9489	0.8432	0.1636	0.3095	0.1467	0.1775	0.0000	-0.74
PHL-Belmont	-2.1229	-1.6089	0.8339	0.9816	0.6281	0.2920	0.1906	0.1157	0.0000	0.0000	-0.69
PHL-Elmwood	-1.8026	-1.6580	0.8068	0.9680	0.8544	0.3010	0.2685	0.1737	0.0000	0.0000	-0.09
PHL-LAB	-1.7461	-1.6521	0.7268	1.1130	0.9363	0.5302	0.2413	0.0890	0.0000	0.0000	0.24
PHL-Northeast Airport	-2.4223	-1.6391	0.6829	0.8288	0.7105	0.3262	0.1097	0.2540	0.0000	0.0000	-1.15
New Garden (incomplete)	-1.9109	-1.4315	0.7571	0.9206	1.0716	0.3139	0.0000	0.1918	0.0000	0.2421	0.15
Five-County Phila Avg	-1.9911	-1.6258	0.7582	0.9741	0.8392	0.3428	0.1765	0.1539	0.0406	0.0303	-0.30
State Average	-1.8539	-1.6112	0.7704	0.9833	0.7858	0.4223	0.2478	0.2103	0.0464	0.0527	0.05

Add “Sum” to 15.0 to get monitor’s annual design value.

Additional analyses were done to try and determine what was contributing to the lack of “clean” days at Chester. To do this we identified days when Chester’s PM_{2.5} concentrations were relatively high but regional monitoring concentrations were low. Between 2001 and 2003 we identified 72 days where Chester’s PM_{2.5} concentrations were 25% or greater than the regional average. The most extreme events were examined further to determine why Chester’s concentrations were high when regional concentrations were low.

Graph 1.



Analysis of Speciated Data

Speciated data for Chester and New Garden, a monitoring site ~21 miles west of Chester, were examined to determine if there were any significant differences on days when regional concentrations were low but Chester's were high. A total of eleven (11) days were examined. Data was missing for most of the more extreme events. Table 6 lists standard deviations, correlation coefficients and correlations of divergence for these eleven days. These analyses indicate major differences in sulfate and crustal components between the two sites.

Table 6.

Statistical Analysis Chester/New Garden Speciated Data

	Nitrate	Sulfate	Ammonium	Organic Carbon	Elemental Carbon	Crustal	Other
Standard Deviation	1.2748	1.6022	0.7094	1.4553	0.3444	0.9071	2.7151
Correlation Coefficient	0.9725	-0.3467	0.8875	0.8247	0.6032	0.4838	0.1228
Coefficients of Divergence	0.0684	0.5048	0.3261	0.1237	0.2325	1.2103	1.4793

Criteria Pollutant/Meteorological Data Analysis

Twenty-four hour averaged wind direction, wind speed, PM₁₀ and sulfur dioxide concentrations for Chester, Norristown and Bristol were compared for nineteen days when PM_{2.5} concentrations at Chester were significantly higher than regional averages. On a majority of these days, sixteen, Chester's surface winds had strong easterly components. Chester's PM₁₀ and sulfur dioxide levels were also significantly higher than Norristown and Bristol on these days. These values are summarized in Table 7.

Quarterly PM_{2.5} Concentration Analysis

Regional 2001-03 annual design values were influenced by unusually high PM_{2.5} concentrations during the first quarter of 2001 (Table 8). Quarterly averages were well above normal across the Commonwealth. The cause of this anomaly is not known but is probably not due to sources solely within the five-county Philadelphia region.

Table 7.

Nineteen-Day Summary Chester/Bristol/Norristown

Date	PM-10			SO2			VWD			SWS		
	Chester	Bristol	Norristown									
9/12/03	53	22	18	10	4	0	81	45	104	8.5	7.3	4.4
12/14/03	58	7	5	8	11	1	119	102	107	8.8	5.5	2.7
4/18/03	49	23	23	1	0	1	87	313	111	9.5	9.0	5.0
3/19/03	33	23	26	2	5	0	103	274	126	11.6	9.0	7.5
2/26/03	36	13	15	7	9	11	74	34	93	6.6	4.3	3.2
1/3/03	19	7	5	9	17	9	75	62		7.2	7.5	
10/29/02	27	12	10	5	15	1	81	46	146	6.0	2.8	1.8
4/9/03	26	10	9	6	6	2	32	326	64	6.9	5.4	3.1
11/16/02	26	13	11	10	8	3	55	51	93	5.9	6.3	4.3
9/18/03	44	21	19	13	3	1	72	67	94	11.4	11.3	6.4
11/5/03	23	13	10	3	8	2	113	82	145	4.4	2.8	1.3
1/19/01	23	11	8	11	12	3	91	57	175	4.1	0.6	1.7
3/5/01	18	6	5	7	6	4	225	208	232	8.2	0.7	4.3
4/16/01	24	11	10	6		1	195	195	209	5.7	4.6	4.3
9/9/03	27	16	14	3	1	0	82	54	103	9.2	5.7	3.9
9/26/02	35	13	11	4	8	0	52	41	78	5.9	4.3	2.4
9/3/03	22	11	11	3	2	0	93	77	123	4.9	3.1	2.8
10/11/02	20	5	5	2	11	0	94	58	100	7.2	4.6	3.8
7/17/03	22	21	16	4	5	2	293	281	322	5.4	2.5	3.7

Table 8.

Statewide/SE PA Quarterly PM_{2.5} Statistics

	Avg	StDev	Max	Min	>15.0	Sites	Bris	Ches	BEL-F	ELM-FD	LAB-FD	NEA-F	ROX-F	SOA-F	VET-F	Norr	NewG	
1st Q 2001	15.6	2.328	21.3	11.9	22	41	15.18	17.40	16.93	19.11	18.70	16.48					15.60	
2nd Q 2001	16.5	2.278	25.6	13.0	32	41	15.28	17.63	15.57	16.85	16.05	14.53					15.17	
3rd Q 2001	17.2	2.155	25.6	13.5	36	41	13.87	16.37	16.41	16.29	16.18	15.34					16.94	
4th Q 2001	13.2	1.949	21.4	10.4	5	41	13.99	12.47	12.57	14.67	15.12	12.31					12.70	
1st Q 2002	12.6	1.813	18.3	9.2	4	43	14.29	13.23	12.67	13.81	14.21	12.71		13.44			12.87	13.83
2nd Q 2002	14.5	1.931	22.1	11.4	17	44	12.23	14.16	13.44	13.61	12.81	12.73		13.63	14.73		12.85	13.32
3rd Q 2002	18.5	2.457	25.2	13.5	41	44	15.20	16.00	15.30	15.90	17.00	14.90		14.30	22.00		15.40	17.20
4th Q 2002	12.7	2.097	18.2	8.6	6	44	14.84	15.15	13.81	12.74	13.51	14.47	14.58	11.32			13.83	14.60
1st Q 2003	14.8	2.042	20.7	10.0	21	43	15.13	16.61	13.79	16.13	16.70	13.05	11.95				14.84	16.98
2nd Q 2003	14.6	1.592	19.5	11.8	12	42	14.28	16.18	13.61	13.27	13.64	12.36	14.52				13.60	15.41
3rd Q 2003	17.8	2.303	23.0	14.5	40	42	15.47	17.19	16.06	14.52	15.60	16.36	15.08				15.58	16.48
4th Q 2003	12.3	2.198	21.3	9.0	3	42	13.13	12.99	11.58	12.05	13.33	10.98	11.55				11.75	13.41

Summary

EPA’s designation proposal expands the Philadelphia nonattainment area to include Bucks and Montgomery counties. EPA used an analysis of 2001-03 regional PM_{2.5} annual design values, a weighted emissions analysis, an analysis of population density, an analysis of population growth and an analysis of commuting patterns as the basis for the expansion.

The Pennsylvania DEP disagrees with EPA’s proposed PM_{2.5} designation for Philadelphia nonattainment area. EPA’s expansion of the area will include a number of counties that are attaining the annual PM_{2.5} standard. As shown in Appendix III, Figures 6 and 7, attainment is monitored at all sites downwind of ”Center City” and Northeast Philadelphia. Also, a number of flaws with EPA’s analysis supporting expansion of the Philadelphia nonattainment area have been identified. EPA’s methodology does not establish a definitive relationship between countywide emissions and the region’s design value monitor. In addition, it appears that EPA did not take into account the level of controls in the five-county Philadelphia region that have reduced NO_x and VOC emissions by 35% even as the region’s population has increased by half a million people since 1980.

A review of monitoring data in the five-county Philadelphia region indicates the region’s peak monitor, Chester, is being adversely affected by local sources. Unusually high quarterly PM_{2.5} concentrations in the 1st Quarter of 2001 have also affected regional design values. This anomaly was observed across the Commonwealth making it unlikely that sources in the five-county Philadelphia region were solely responsible. Both of these observations indicate the Philadelphia regions PM_{2.5} nonattainment problem is more local in scope and expanding the nonattainment area to include Bucks and Montgomery counties will not help the region attain the annual PM_{2.5} standard.

PITTSBURGH AREA

In the June 29, 2004 letter, EPA proposed to expand the Pittsburgh nonattainment area to include eight counties: Allegheny, Beaver, Butler, Westmoreland, Washington, Armstrong, Greene and Lawrence. Pennsylvania recommends that this area be limited to Allegheny, Beaver, Westmoreland and Washington counties. In addition, Pennsylvania strongly recommends the creation of two nonattainment areas within the Pittsburgh area based on strong evidence of a localized problem affecting each of these monitors. These two locations are the area surrounding the Liberty monitor and the area surrounding the North Braddock monitor. An analysis of the monitoring data shows that these two monitors correlate poorly with the other monitors sited in the region.

EPA's Analysis in Support of an Expanded Nonattainment Area

Technical justifications for expanding the Pittsburgh PM_{2.5} nonattainment area were included in Enclosure B of EPA's June 29, 2004 letter sent to Pennsylvania. EPA used nine criteria to determine which counties should be included in the Pittsburgh nonattainment area. These criteria included emissions, air quality, population, traffic and commuting patterns, expected growth, meteorology, geography/topography, jurisdictional boundaries, and level of emission controls.

EPA placed a high emphasis on the weighted emissions score in its supporting document. EPA concluded its weighted emissions analysis showed Butler County and three adjacent counties, Armstrong, Greene and Lawrence, significantly contribute to the region's nonattainment problem. Additional analysis factors including population density, growth and commuting, were also cited in support for expanding the Pittsburgh nonattainment area to include these counties.

Pennsylvania Recommends the Creation of Two Separate and Smaller Nonattainment Areas within the Larger Proposed Pittsburgh Nonattainment Area

Figure 8 shows a display of the PM_{2.5} monitor locations in EPA's proposed Pittsburgh nonattainment area. Take note of the three monitor names with the blue background. The three monitors in question are the Clairton, Liberty and North Braddock. These three monitors have the highest PM_{2.5} design values in the proposed area, as can be seen on Figure 9. The Liberty monitor has the highest design value in the entire Northeastern US at 21.2 µg/m³. The Clairton monitor at 17.3 µg/m³ and the North Braddock monitor at 16.9 µg/m³ are the next highest design values in the region and have values at least 1 µg/m³ higher than the next highest in the proposed nonattainment area (Harrison at 15.9 µg/m³). PM_{2.5} concentrations of monitors surrounding the three listed above show only levels at or slightly above the 15.0 µg/m³ standard. After further evaluation of the data, we have concluded that the resulting design values at each of the three high monitors indicated above are due to local influences. Consequently, Pennsylvania is recommending that two additional, smaller nonattainment areas inside of the bigger Pittsburgh nonattainment area be established. These areas will consist of the five

municipalities in the Liberty area and the two municipalities in the North Braddock area, as shown in Figure 10.

Liberty

The proposed Liberty nonattainment area consists of five municipalities (City of Clairton, Borough of Glassport, Liberty Borough, Borough of Lincoln, and Port Vue Borough). This area consists of the same five municipalities designated by the US EPA and thus codified in 40 CFR Part 81 on November 6, 1991 for being in nonattainment of the PM₁₀ 24-hour and annual standards. This area includes the Total Suspended Particulate (TSP) nonattainment area #8 designated in 1981. It was not yet redesignated when the PM₁₀ standards replaced the TSP standards in 1987.

The complexity of the largest metallurgical coke plant in the United States contributes a combination of particulates, sulfur dioxide, ammonia, and literally hundreds of volatile organic chemicals, in an atmosphere actually created by this large plant – high humidity, gases and materials discharged at temperatures well above 1000 degrees. Due to the complexity of this local area, the PM₁₀ State Implementation Plan (SIP) required the development of a hybrid model. The PM₁₀ standards were met beginning in 1998, and the area redesignated in 2003.

The Liberty area will include both the Clairton (in the City of Clairton) and Liberty (in Liberty Borough) PM_{2.5} monitors. An analysis was completed to help demonstrate that local influences are having an effect on the PM_{2.5} concentrations measured at each one of the monitors. Pennsylvania completed a contribution assessment analysis to try to characterize in what concentration range most of the contribution to the design value is occurring.

An analysis of the data for the Liberty area revealed the following contribution assessment (expressed in PM_{2.5} in µg/m³).

Site Name	0-7.5	7.5-15	15-22.5	22.5-30	30-37.5	37.5-45	45-52.5	52.5-60	60-67.5	67.5-75	Sum
<i>Liberty</i>	-1.2230	-1.2147	0.6456	1.4657	1.6840	1.1766	1.4001	0.8007	0.6910	0.7319	6.16

The design value for each day was placed in one of the categories above. For example, on January 1, 2003, the PM_{2.5} measured at Liberty was 5.6 µg/m³. Since this value falls in between 0-7.5 in the above chart, the type of contribution this daily value had on the 3-year design value (by comparing this value to 15 µg/m³, the current annual standard for PM_{2.5}) was determined. Since there were 86 measurements recorded at Liberty between January 1 and March 31, 2003 and knowing there are 12 quarters (12 3-month periods) in order to calculate the 3-year design value, the Department determined that the January 1, 2003 contribution assessment to the 2003 design value was -0.00911 µg/m³. If this type of analysis is completed for every day of measurements from January 1, 2001 through December 31, 2003, the values set forth in the above table will be derived. The sum of all values in the above table equals 6.16 µg/m³, which shows that the design value should be 6.16 µg/m³ above 15 µg/m³. See Figure 9 for verification.

Subsequently, this contribution assessment analysis was completed for every site in the proposed Pittsburgh nonattainment area. The contribution assessment average for all sites, not including the Liberty, Clairton, and North Braddock monitors is set forth below:

Site Name	0-7.5	7.5-15	15-22.5	22.5-30	30-37.5	37.5-45	45-52.5	52.5-60	60-67.5	67.5-75	Sum
<i>All Sites</i>	-1.6630	-1.6763	0.7806	0.8994	0.7594	0.3327	0.2024	0.2752	0.0174	0.0000	-0.07

For comparison, the results from Liberty analysis are shown again as follows:

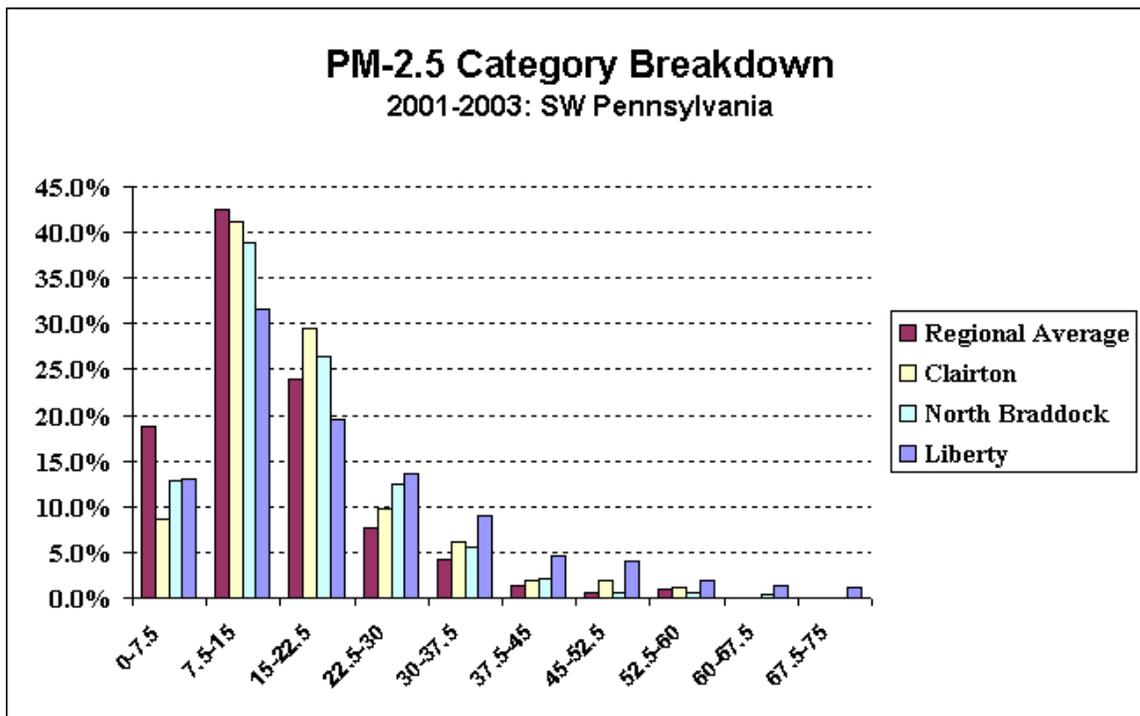
Site Name	0-7.5	7.5-15	15-22.5	22.5-30	30-37.5	37.5-45	45-52.5	52.5-60	60-67.5	67.5-75	Sum
<i>Liberty</i>	-1.2230	-1.2147	0.6456	1.4657	1.6840	1.1766	1.4001	0.8007	0.6910	0.7319	6.16

These data show the following:

1. The heavy contribution of Liberty's design value from 22.5 $\mu\text{g}/\text{m}^3$ and up as is significantly larger than the regional average.
2. There are a lot more days when the regional concentration is at 15 $\mu\text{g}/\text{m}^3$ as compared with the Liberty monitor.
3. The regional average sum shows that the regional values have a negative impact on the design value, which, in turn, would allow the monitor to be below the 15 $\mu\text{g}/\text{m}^3$ annual threshold.

The main question remains: Why is the Liberty monitor so much higher than the regional average? Graph 2 below shows Liberty's categorical breakdown, compared with Clairton, North Braddock and the regional average. As can be seen from the above analysis and Graph 2, the answers should lie in the range of 22.5 $\mu\text{g}/\text{m}^3$ and higher range of concentrations. The remainder of the contribution assessment analysis will focus on the higher range of concentrations.

Graph 2



The Department also completed a day-to-day comparison of actual measured PM_{2.5} concentrations at Liberty to the regional average. This range was selected to focus on the Liberty's values that were considerably higher than the regional average in order to determine what was contributing to Liberty's high values. The day-to-day variance in standard deviation was determined and the daily difference in the Liberty value to that of the region was also calculated. The analysis also evaluated a certain number of days set to the criteria above (days where Liberty was at least one standard deviation greater than the regional average) and days when the regional levels were above 15 µg/m³ and the Liberty values were above 22.5 µg/m³.

In addition, the meteorology that was occurring at the monitor was also examined. The Liberty monitor measures meteorological parameters, including wind speed and wind direction. In fact, Figure 11 shows a wind rose at the Liberty monitor from January 1, 2001 through December 31, 2003. The daily average wind direction over the three-year period was compared to those values with the daily PM_{2.5} concentrations at the Liberty monitor. Subsequently, this wind data was linked to the corresponding high days for Liberty as compared with the regional average. Based on the Department's analysis, there were over 200 days during the three-year period where the Liberty concentrations were at least one standard deviation over the regional average. It is important to note that samples are taken at Liberty every day (1 in 1 monitor). However, the wind analysis on the top 50 days (top 25% of the 200 days) with regards to the days being ranked from highest to lowest with respect to the difference of Liberty's concentration to the rest of the region. Figure 12 shows the wind directions for these top 50 days plotted in a geographic information system (GIS) application. On more than 80% of the days, the

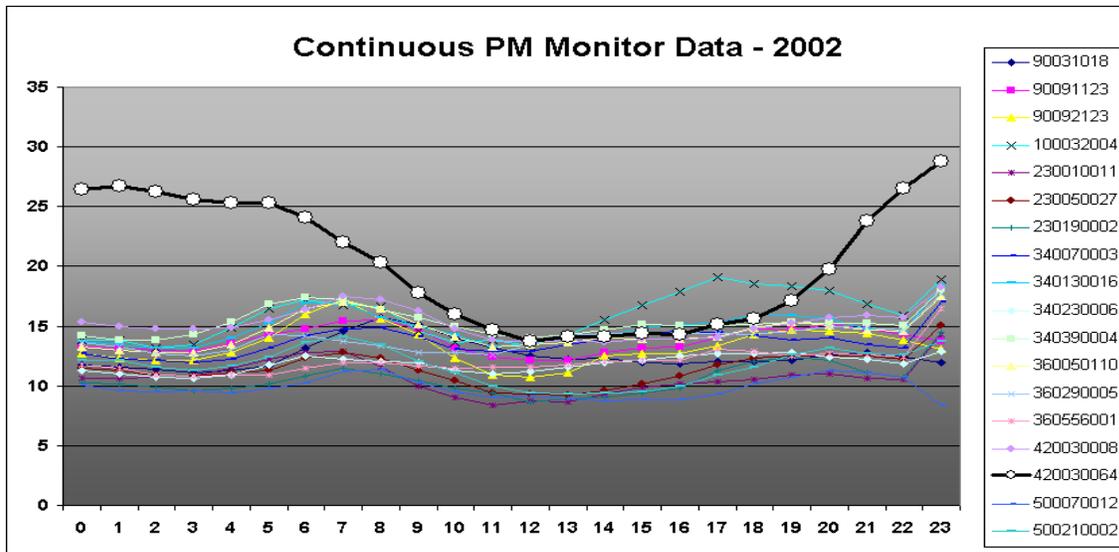
wind flow from the southwest, flowing right over top an industrial source is observed. This source is a possible contributor to the PM_{2.5} problem being experienced in Liberty, with the following emissions (direct PM emissions from filterable and condensable measurements and SO₂ and NO_x emissions that form sulfates and nitrates, constituents in secondary PM_{2.5} formation):

Source Name	Inventory Year	NO2	PM2.5	PM10	PT	PM Cond	SO2
Liberty Area Industrial Source	2002	5764.22	319.04	740.52	2461.20	109.06	1251.56

In November 1999, the Allegheny County Health Department (ACHD) began conducting continuous PM_{2.5} sampling at the Liberty monitor. Back in October 2003, the ACHD began conducting speciation monitoring at the Liberty monitor (a monitor which was moved from the Hazlewood monitoring location). An analysis was completed with the eight months (October 2003 through May 2004) of data that currently exists for Liberty monitor and then compared with other regional urban and rural sites. In fact, the PM_{2.5} being measured at the Liberty monitor is unique since it is unlike any other urban and rural PM_{2.5} monitor. The details of the analysis are below.

First, we examined the PM_{2.5} continuous data from multiple monitoring locations across the Mid-Atlantic into the Northeast. We were able to look at the 2002 average diurnal cycle of PM_{2.5} at each of those monitors. Graph 3 displays the result.

Graph 3



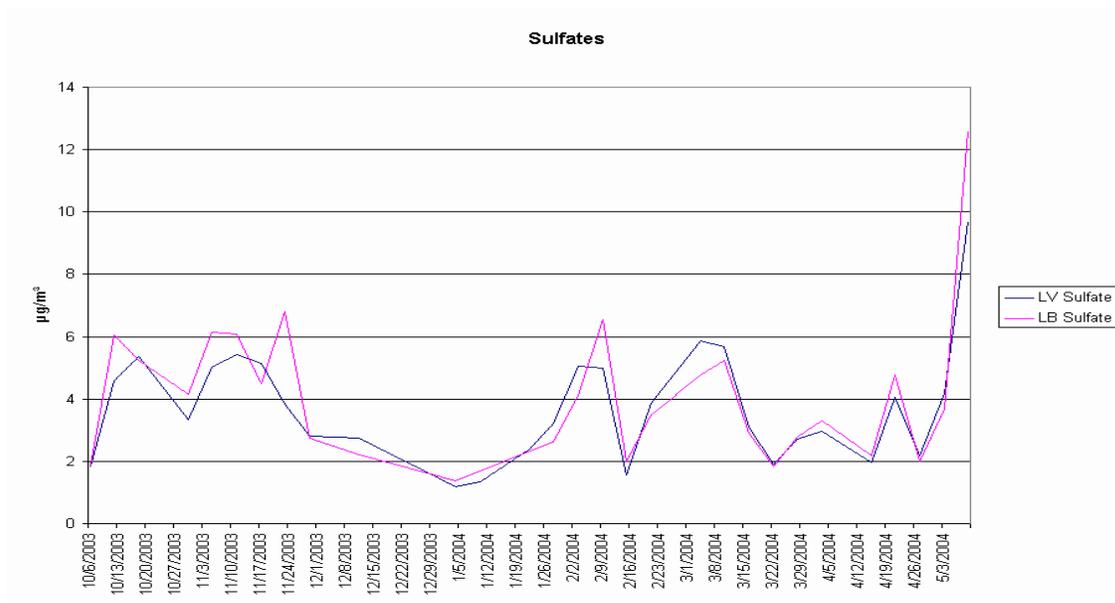
The black line (with the white circles) displays the plot for the Liberty monitor. All of the other monitors are labeled on the right with their respective AIRS code as designation. The analysis immediately shows that the diurnal cycle displayed at Liberty is unlike that displayed at other monitored locations. The average difference between nighttime Liberty measurements and the other monitors' measurements is on the order of 10 to 15 µg/m³ higher. This is mainly because of the river valley that encompasses the

Liberty monitor. The higher peaks in the overnight hours are likely a result of a meteorological phenomenon known as an inversion. An inversion sets up as a result of high pressure positioned over the area or clear nights allowing the radiational cooling of the earth's surface. When these inversions form, vertical mixing of air masses ceases. Since the cool air is displaced below the warmer air, the air will be unable to rise. In air quality terms, the PM_{2.5} concentrations will be concentrated near the surface. A local emission source, such as that seen in Figure 12, will then play an even bigger role in affecting air quality since most of the emission sources at the facility are unable to penetrate the inversion, thus remaining trapped near the surface.

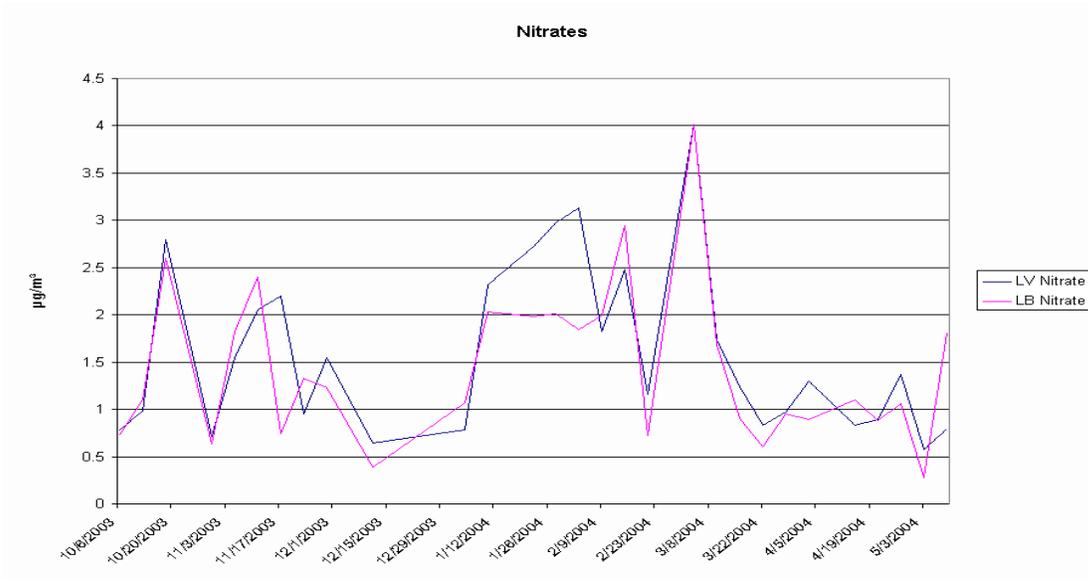
The second part of our analysis dealt with the speciated components of PM_{2.5} at the Liberty monitor compared with values at the ACHD operated Lawrenceville monitor. Only utilizing the data from October 2003 to May 2004, we were able to create graphs displaying the distribution of the major components of PM_{2.5} (sulfates, nitrates, carbons and ammonium). The Lawrenceville monitor is placed in a more urban environment than the Liberty monitor.

Our analysis first focused on the sulfates and nitrates. For the most part, the sulfates and nitrates matched up pretty well, as can be see in Graph 4 for sulfates and Graph 5 for nitrates.

Graph 4



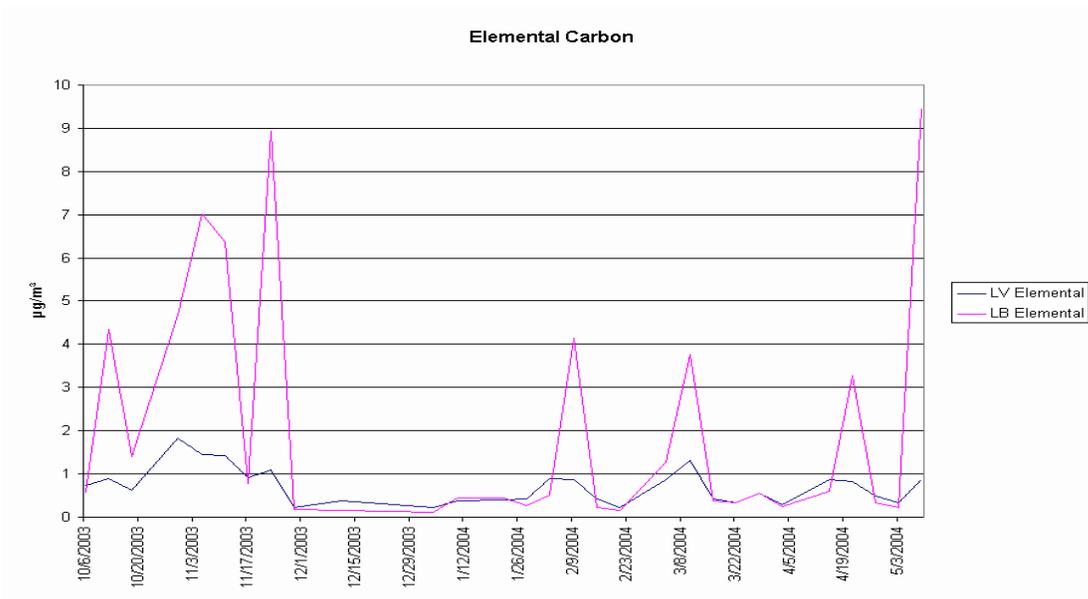
Graph 5



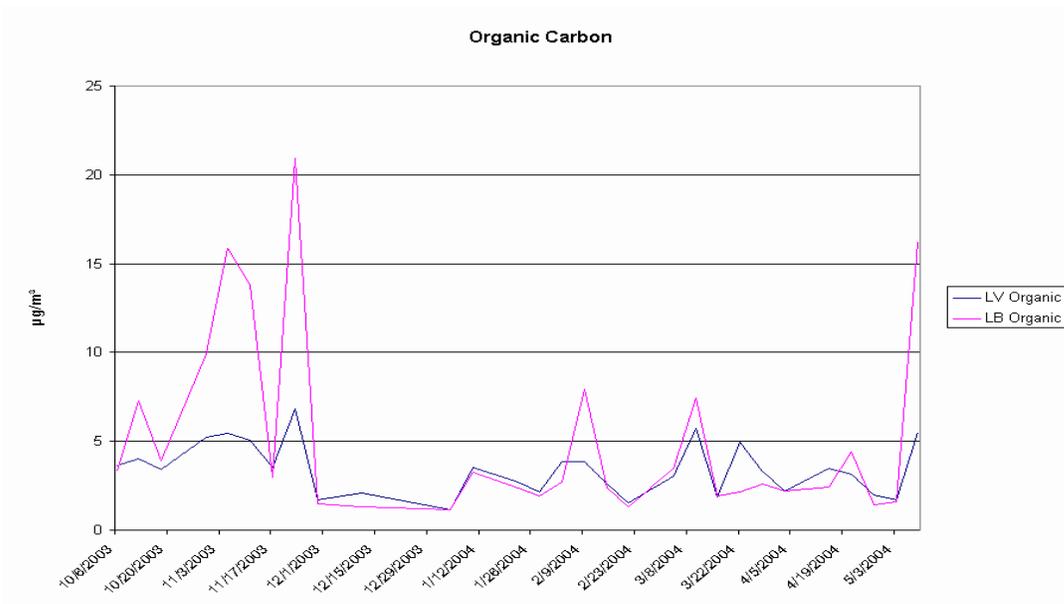
These speciated values are fairly consistent with the sulfates and nitrates experienced across the other regional speciated monitors.

The second part of our speciated analysis consisted of carbon (elemental and organic) and ammonium. Overall, vast differences between the Liberty and Lawrenceville were monitored. Graph 6 displays the elemental carbon, Graph 7 shows the organic carbon, and Graph 8 shows the ammonium.

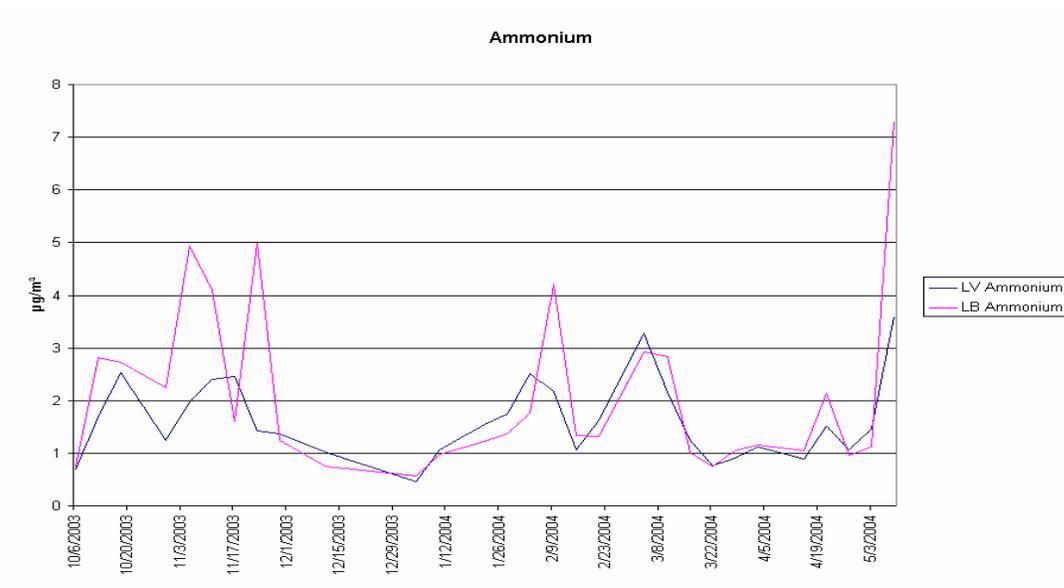
Graph 6



Graph 7



Graph 8



The three graphs above display the variation of the carbon and ammonium portion of PM_{2.5}. On the days when the Liberty monitor was high, the ammonium, organic and elemental carbon peak to levels higher than the Lawrenceville monitor. These graphs display that there is some sort of local phenomenon (most likely a local emission source) that is influencing the PM_{2.5} concentrations being reported at the Liberty monitor.

Therefore, we strongly recommend that the proposed Liberty area be designated as a separate PM_{2.5} nonattainment area. Local influences, such as those from the industrial source labeled above, are contributing to the additional PM_{2.5} being measured at the Liberty monitor.

North Braddock

The proposed North Braddock nonattainment area consists of two municipalities (Braddock Borough and North Braddock Borough). The proposed North Braddock area includes the TSP nonattainment area designated as area #6 in 1981. It was not yet redesignated when the PM₁₀ standards replaced the TSP standards in 1987. It was also listed as a Group II PM₁₀ area in 1987, “where attainment of the PM10 NAAQS is uncertain,” likely due to the emission of the local steel plant. A Group II area SIP was submitted in 1988. The primary source of emissions in this area is a steel plant that is sited on a riverfront and affects the communities along the river and up the hillside.

The North Braddock area will include the North Braddock (in North Braddock Borough) PM_{2.5} monitor. The analysis that the Department has completed demonstrates that local influences are having an effect on the PM_{2.5} concentrations measured at each one of the monitors. Pennsylvania completed a contribution assessment analysis to characterize in what concentration range most of the contribution to the design value is occurring.

The Department initially evaluated data for the North Braddock area and observed the following contribution assessment expressed in PM_{2.5} in µg/m³).

Site Name	0-7.5	7.5-15	15-22.5	22.5-30	30-37.5	37.5-45	45-52.5	52.5-60	60-67.5	67.5-75	Sum
<i>North Braddock</i>	-1.2247	-1.3675	1.0383	1.2770	0.9955	0.5594	0.2116	0.2683	0.1497	0.0000	1.91

The design value for each day is included in one of the above categories. For example, on January 4, 2003, the PM_{2.5} measured at North Braddock was 11.7 µg/m³. Since this value falls in between 0-7.5 in the above chart, the type of contribution this daily value had on the 3-year design value (by comparing this value to 15 µg/m³, the current annual standard for PM_{2.5}) was calculated. Since there were 20 measurements recorded at North Braddock between January 1 and March 31, 2003 and knowing there are 12 quarters (12 3-month periods) in order to calculate the 3-year design value, the Department determined that the January 4, 2003 contribution assessment to the 2001-2003 design value was -0.01375 µg/m³. If this type of analysis is completed for every day of measurements from January 1, 2001 through December 31, 2003, the values set forth in the above table will be achieved. The sum of all values in the above table equals 1.91 µg/m³, which shows that the design value should be 1.91 µg/m³ above 15 µg/m³. See Figure 9 for verification.

The Department also completed this contribution assessment analysis for every site in the proposed Pittsburgh nonattainment area. The contribution assessment average for all sites, not including the Liberty, Clairton, and North Braddock monitors is set forth below:

Site Name	0-7.5	7.5-15	15-22.5	22.5-30	30-37.5	37.5-45	45-52.5	52.5-60	60-67.5	67.5-75	Sum
All Sites	-1.6630	-1.6763	0.7806	0.8994	0.7594	0.3327	0.2024	0.2752	0.0174	0.0000	-0.07

The following results from North Braddock analysis are provided below for comparison purposes.

Site Name	0-7.5	7.5-15	15-22.5	22.5-30	30-37.5	37.5-45	45-52.5	52.5-60	60-67.5	67.5-75	Sum
North Braddock	-1.2247	-1.3675	1.0383	1.2770	0.9955	0.5594	0.2116	0.2683	0.1497	0.0000	1.91

Based on the data in these two tables the following should be noted:

1. The heavy contribution of North Braddock's design value from 15 $\mu\text{g}/\text{m}^3$ through to 45 $\mu\text{g}/\text{m}^3$ as compared to regional average.
2. There are a lot more days when the regional concentration is at 15 $\mu\text{g}/\text{m}^3$ as compared with the Liberty monitor.
3. The regional average sum shows that the regional values have a negative impact on the design value, which, in turn, would allow the monitor to be below the 15 $\mu\text{g}/\text{m}^3$ annual threshold.

The main question remains: Why is the North Braddock monitor so much higher than the regional average? Graph 2 (in the Liberty section) shows North Braddock's categorical breakdown, compared with Clairton, Liberty and the regional average. As can be seen from the above analysis and Graph 2, the answers should lie in the range of 15 and 45 $\mu\text{g}/\text{m}^3$ concentrations. The remainder of the contribution assessment analysis will focus in the 15 – 45 $\mu\text{g}/\text{m}^3$ range.

The Department also completed a day-to-day comparison of actual measured $\text{PM}_{2.5}$ concentrations at North Braddock to the regional average. The range of North Braddock's values that were considerably higher than the regional average were evaluated to determine, if possible, the factors contributing to North Braddock's high values. During this analysis the day-to-day variance in standard deviation and the daily difference in the North Braddock value to that of the region were determined. Subsequently, an analysis on a certain number of days set to the criteria above (days where North Braddock was at least one standard deviation greater than the regional average) was considered as well as the days when the regional levels were above 15 $\mu\text{g}/\text{m}^3$ and the Liberty values ranged from 15 to 45 $\mu\text{g}/\text{m}^3$.

The Department also evaluated the meteorological conditions occurring at the monitor. The North Braddock monitor used to measure meteorological parameters, including wind speed and wind direction, between 1990 and 2000. For this portion of the analysis, the Department considered two of the years: 1999 and 2000 since both of these years have measured $\text{PM}_{2.5}$ and meteorological parameters. Figure 13 shows a wind rose at the North Braddock monitor from January 1, 1999 through December 31, 2000. The general wind flow through the river valley should be noted. There is a substantial amount of wind flow from the northwest and again out of the southeast. The Department calculated

the daily average wind direction over the three-year period and compared those values with the daily PM_{2.5} concentrations at the Liberty. This wind data was linked to corresponding high days for Liberty as compared with the regional average. Based on the analysis, there were 45 days during the two-year period where the Liberty concentrations were at least one standard deviation over the regional average. It is important to note that samples are taken at Liberty every third day (1 in 3 monitor). Therefore, the wind analysis is based on the top 12 days (top 25% of the 45 days) with regards to the days being ranked from highest to lowest with respect to the difference of Liberty's concentration to the rest of the region. Figure 14 shows the wind directions for these top 12 days plotted in a GIS application. On more than 80% of the days, the wind flow from the southeast, flowing right over top an industrial source is observed. This source is a possible contributor to the PM_{2.5} problem being experienced in North Braddock, with the following emissions (direct PM emissions from filterable and condensable measurements and SO₂ and NO_x emissions that form sulfates and nitrates, constituents in secondary PM_{2.5} formation):

Source Name	Inventory Year	NO2	PM2.5	PM10	PT	PMCond	SO2
North Braddock Industrial Source	2002	298.17	291.23	359.47	494.71	671.03	1356.49

Unfortunately, the North Braddock monitor lacks continuous and speciated monitored data so that the same type of comparison, as was concluded with the Liberty monitor above, cannot be completed. The Department feels that if the continuous and speciated data were to exist, it would show a similar result as that displayed at the Liberty monitor.

Based on this analysis, the proposed North Braddock area should be designated as a separate PM_{2.5} Nonattainment area. Local influences, such as those from the industrial source labeled above, are contributing to the additional PM_{2.5} being measured at the North Braddock monitor.

Pennsylvania's Additional Comments Regarding EPA's Analysis

Greene County. Greene County is adjacent to the Pittsburgh MSA. Greene County is a rural, non-industrial county with very low population data and VMT. Emissions from Greene County are dominated by a single power plant, Allegheny Energy Supply's Hatfield's Ferry Power Station that is equipped with low NO_x cell burners and ESPs. One of the units has rotating over-fire air and selective non-catalytic reducer (SNCR). Emissions from this single facility account for 99.5% of the county's SO₂ emissions and 86.1% of the NO_x emissions. This plant will also be subject to the Best Available Retrofit Technology (BART) requirement under the regional haze program. As discussed previously, Pennsylvania believes that a national or regional multi-pollutant rule is the appropriate mechanism to address emissions from large point sources. Adding Greene County to the Pittsburgh nonattainment area is not a logical or efficient way to address the emissions from the county's power plant. Pennsylvania recommends that EPA designate Greene County as attainment.

Butler County. Butler County contains no significant sources of emissions. Therefore, it does not contribute to the PM_{2.5} nonattainment levels monitored elsewhere in the Pittsburgh MSA. Based on monitored PM_{2.5} levels in similar non-urban, non-industrial counties, there is no reasonable basis to conclude that this county should be nonattainment. Figure 9 demonstrates monitored attainment in the adjacent counties of Mercer and Indiana. In addition adjacent monitors in Allegheny County also show attainment. After reviewing EPA's weighted emissions scoring data for the Pittsburgh Area, it is apparent that Butler County scores very low in EPA's own emission-weighting scheme. Additionally, the county has low population density and VMT. Based on all of these factors, DEP remains convinced that it is inappropriate to designate Butler as nonattainment for the PM_{2.5} standard.

Armstrong County. Armstrong County was not included in the Pittsburgh MSA as defined by OMB in the June 30, 1999 definitions. It was added to the Pittsburgh MSA in the June 2003 OMB report. Armstrong County has very low population density and VMT. County population is projected to decline substantially over the next decade. In addition, DEP has collected monitoring data from a TEOM monitor in the Kittanning area. This monitor averaged 14.3 ug/m³ (2001 – 2003 data) demonstrating that the county has PM_{2.5} levels that achieve the standard. Armstrong County does have substantial emissions of sulfur dioxide (SO₂) and nitrogen oxides (NO_x). However, virtually all (99.8 % of the SO₂ and 86.4% of the NO_x) of these emissions can be attributed to the county's two large power plants, Armstrong and Keystone. The Armstrong plant is equipped with rotating over-fire air, ESPs and low NO_x burners. The larger of these two plants, Keystone, is located on Armstrong County's eastern border and is equipped with SCR on both units to reduce emissions of nitrogen oxides. An examination of the wind rose from Pittsburgh supports the conclusion that these emission sources would have virtually no impact on the monitors in the Pittsburgh area that are monitoring nonattainment of the PM_{2.5} standard. In addition, it has long been Pennsylvania's position that it is imperative that emissions from large point sources including power plants, be addressed through a consistent national or regional control program. EPA's recently proposed CAIR would be an appropriate mechanism for addressing these emissions provided more stringent emission caps and timely compliance schedules are promulgated.

Examining EPA's weighted emissions scoring process for Armstrong and Washington demonstrates that absurd conclusions can be drawn from EPA's ranking process. Washington County rates a weighted emissions score of 10.6. Depending on the "cut point" chosen, this would normally indicate that based on emissions this county could be excluded from the nonattainment area. Armstrong County had a weighted emissions score of 60.6 making it higher than Allegheny County, where the major nonattainment values exist. The problem is, interestingly, that Armstrong County monitors attainment while Washington County, with a five-fold lower weighted emissions score, monitors nonattainment. Clearly, the recently developed weighed emissions scoring rating process must be employed with extreme caution or merely disregarded.

Lawrence County. Lawrence County was not included in the Pittsburgh MSA in the June 30, 1999 OMB definitions. OMB's June 10, 2003 report added Lawrence County to the Pittsburgh MSA. For ozone, Lawrence County has historically been a stand-alone planning area not included in the Pittsburgh nonattainment area. Lawrence County has relatively low and declining population density. Lawrence County also has relatively low emissions and the bulk of the SO₂ emission (81%) would be addressed by EPA's proposed CAIR provided more stringent emission caps and timely compliance schedules are promulgated. These emissions are from the older, small New Castle power plant located in the county and covered by BART. All three of the units at the plant are controlled by SNCR and ESPs. Based on a review of the available data, DEP believes that attainment is the correct designation for Lawrence County.

READING AREA

Pennsylvania concurs with EPA's proposed nonattainment designation for Berks County.

YORK AREA

There is a discrepancy in the York PM_{2.5} annual design value. EPA's analysis indicates the 2001-03-design value is 17.3 µg/m³. Our analysis indicates York's design value is slightly lower, 17.1 µg/m³.

Pennsylvania concurs with EPA's proposed nonattainment designation for York County.

YOUNGSTOWN AREA

On June 29, 2004 EPA released their intended PM_{2.5} designations for Pennsylvania. EPA expanded the Youngstown, Ohio nonattainment to include Mercer County. Three other Ohio counties, Columbiana, Mahoning and Trumbull, were included in the Youngstown nonattainment area. The design monitor for the Youngstown nonattainment area is in Mahoning County and has an annual PM_{2.5} design value of 15.2 µg/m³. EPA's report lists Mercer County's design value as 14.3 µg/m³. Pennsylvania's records indicate Mercer County's design value is slightly lower at 14.2 µg/m³.

EPA's Analysis in Support of an Expanded Nonattainment Area

EPA noted a couple of factors supporting the addition of Mercer County into the Youngstown nonattainment area. The first was the inclusion of Mercer County in the 2003 MSA. Additional factors include moderate contributions from population and commuting.

Pennsylvania's Comments Regarding EPA's Analysis

Mercer County should not be included in the Youngstown nonattainment area. The following comments to EPA's analysis:

Youngstown MSA: EPA's primary reason for including Mercer County in the Youngstown nonattainment area was its inclusion in the Youngstown MSA. MSA boundaries were not restricting factors in other nonattainment areas in Pennsylvania. This application appears inconsistent.

Monitored Values: The Mercer County monitor is well below the annual PM_{2.5} standard. Placing a county that's monitoring attainment into a nonattainment area will cause difficulties in communication and emission control program implementation. Local officials and citizens will question the legitimacy of imposing control measures on an area that is attaining the standard and has not been shown definitely to be contributing to a nonattainment problem.

Mercer County Emissions: Emissions from Mercer County are significantly less than the emissions of either Trumbull or Mahoning counties. The same is true for Columbiana County in Ohio. In fact, the combined emissions of Mercer and Columbiana counties are well below the emissions of either Trumbull or Mahoning counties. Emissions from Mercer County will have little or no effect on the design monitor since predominant winds place the county downwind of the Youngstown region.

Mercer County's Population: Mercer County's population trends do not support adding this Pennsylvania county to the Youngstown nonattainment area. Census figures indicate the county's population has decreased over the last 20 years, though numbers seem to have stabilized in the 1990s.

Mercer County VMT: Mercer County's VMT is approximately half of either Mahoning or Trumbull counties. Demographics show Mercer County's work-age population (15-64 year olds) has decreased by 1.5% between 1990 and 2000. This should place a ceiling on future VMT, if it is directly related.