The State of New Jersey
Department of Environmental Protection

State Implementation Plan (SIP) Revision
For Attainment of the Fine Particulate Matter
National Ambient Air Quality Standard

Update of Early Transportation Conformity
Budgets for Mercer County

February 2008
Preface

This document is a revision to the State Implementation Plan for the Annual Fine Particulate Matter National Ambient Air Quality Standard. Specifically, this SIP revision includes updates to the early fine particle matter (PM$_{2.5}$) transportation conformity budgets for a portion of the Delaware Valley Regional Planning Commission (Mercer County) planning area. The early budgets being updated were previously approved by the United States Environmental Protection Agency on July 10, 2006.¹

Acknowledgments

The New Jersey Department of Environmental Protection acknowledges the efforts and assistance of the many agencies and individuals whose contributions were instrumental in the preparation of this State Implementation Plan Revision. In particular, the New Jersey Department of Environmental Protection wishes to acknowledge the many individuals within the New Jersey Department of Transportation, the United States Environmental Protection Agency Region 2, and the Delaware Valley Regional Planning Commission, and as well as staff within the New Jersey Department of Environmental Protection for their assistance and guidance.

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* Note: This appendix is only available electronically due to the large size of the computer files and because these files are designed to be used in a digital format.
Acronyms and Abbreviations

CFR          Code of Federal Regulations
DVMT        Daily Vehicle Miles Traveled
FMVCP       Federal Motor Vehicle Control Program
FR          Federal Register
GVWR        Gross Vehicle Weight Rating
HDDV        Heavy Duty Diesel Vehicles
I/M         Inspection and Maintenance
LDGT        Light Duty Gasoline Trucks
LDGV        Light Duty Gasoline Vehicle
NAAQS       National Ambient Air Quality Standards
NJDEP       New Jersey Department of Environmental Protection
NJR         New Jersey Register
NLEV        National Low Emission Vehicle
NOx         Oxides of Nitrogen
PM$_{2.5}$  Fine Particulate Matter (particles with an aerodynamic diameter less than
            or equal to a nominal 2.5 micrometers)
PPSUITE     Performance Evaluation and Emissions Analysis
P.L.        Public Law
RFG         Reformulated Gasoline
RVP         Reid Vapor Pressure
SIP         State Implementation Plan
SO$_2$      Sulfur Dioxide
SO$_x$      Oxides of Sulfur
TIP         Transportation Improvement Program
USEPA       United States Environmental Protection Agency
VOCs        Volatile Organic Compounds
Executive Summary

The State of New Jersey revised the State Implementation Plan (SIP) for attainment and maintenance of the National Ambient Air Quality Standard (NAAQS) for fine particulate matter. Specifically, this SIP revision consists of revised transportation conformity fine particulate matter (PM$_{2.5}$) emission budgets for Mercer County, New Jersey. This SIP revision is necessary because of recent changes to the planning assumptions that were used to develop the initial early transportation conformity budgets.

In a 2006 SIP revision, New Jersey established early transportation conformity emission budgets for directly emitted fine particulate matter (direct PM$_{2.5}$) and annual oxides of nitrogen (NO$_x$) for the New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area. NO$_x$ is a precursor of PM$_{2.5}$. The United States Environmental Protection Agency (USEPA) allowed areas to establish early budgets as an alternative to other interim conformity tests, prior to submittal of the PM$_{2.5}$ attainment demonstration SIP due in April 2008. To establish an early budget, an area must meet certain criteria defined by the USEPA. The New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area continues to meet these criteria. The use of early budgets is expected to be more air quality constraining than the choice of using either of the two other interim conformity tests. The initial early budgets for New Jersey were approved by the USEPA on July 10, 2006.

Subsequent to this approval the New Jersey Department of Environmental Protection (NJDEP) updated its planning assumptions regarding the age distribution of the vehicle fleet and the distribution of vehicle miles traveled (VMT) between vehicle types. One of the results of this analysis was that a greater fraction of the total VMT was attributed to the heaviest class of diesel trucks (trucks greater than 60,000 pounds (lbs.) Gross Vehicle Weight Rating). The VMT fraction for this vehicle class increased from 0.65% to 4.02%. When the updated VMT by vehicle type fractions are used, the predicted emissions of direct PM$_{2.5}$ and annual NO$_x$ are projected to increase. The higher emissions predictions result in values that are significantly higher than the initial early budgets. This is important in Mercer County, New Jersey. The amount of the budget exceedance for Mercer County is much greater than the emission reductions that could be achieved by changes to transportation projects by 2009. Therefore, a revision of the early budget for

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4 Direct PM$_{2.5}$ consists of the sum of: SO$_4$, organic carbon, elemental carbon, particulate matter from gasoline vehicles, lead, brake particles and tire particles.

5 In general, transportation conformity budgets are established for multi-county areas within a Metropolitan Planning Organization. In this case budgets that cover Mercer County only are required for PM2.5 because it is the only county within the Delaware Valley Regional Planning Commission's planning area that is located within the Northern New Jersey/ New York/Connecticut PM$_{2.5}$ nonattainment area.
Mercer County will enable the Metropolitan Planning Organization, the Delaware Valley Regional Planning Commission, to perform its next transportation conformity regional analysis that is scheduled for spring of 2008. It is anticipated that the PM$_{2.5}$ transportation budgets that will be submitted with the PM$_{2.5}$ Attainment Demonstration SIP (scheduled for April 2008) cannot be approved by the USEPA in time for the Delaware Valley Regional Planning Commission to maintain its regular schedule of revisions to its Transportation Improvement Program.

The initial and updated early transportation conformity emission budgets for Mercer County are provided in Table ES1. The updated budgets are based on the latest planning assumptions. The New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area continues to meet the USEPA criteria that allow for the establishment of early transportation conformity budgets. The updated early budgets must be used in place of the existing initial early budgets for future transportation conformity determinations by the Delaware Valley Regional Planning Commission once these updated early budgets are approved by the USEPA. Updates to the early conformity budgets for the other counties within the New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area are not required at this time because recent updates to the Transportation Demand Model for those counties resulted in reductions in emission predictions that compensated for the emissions increases from the change in the VMT by vehicle type fractions.

Table ES1

<table>
<thead>
<tr>
<th>Early Budgets</th>
<th>Direct PM$_{2.5}$ Emissions$^{(a)}$ (tons per year)</th>
<th>Annual NO$_x$ Emissions (tons per year)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2009</td>
<td>2009</td>
</tr>
<tr>
<td>Initial</td>
<td>89</td>
<td>4,328</td>
</tr>
<tr>
<td>Updated</td>
<td>105</td>
<td>5,323</td>
</tr>
</tbody>
</table>

(a) Direct PM$_{2.5}$ consists of the sum of: SO$_4$, organic carbon, elemental carbon, particulate matter from gasoline vehicles, lead, brake particles and tire particles.
I. Introduction

The Clean Air Act\(^6\) requires that federal actions conform to a State’s State Implementation Plan (SIP). Specifically the Clean Air Act requires the action/activity will not:

- Cause or contribute to any new violation of any standard in any area;
- Increase the frequency or severity of any existing violation of any standard in any area; or,
- Delay timely attainment of any standard or any required interim emission reductions or any other milestones in any area.

To implement this requirement the Clean Air Act directed\(^7\) the United States Environmental Protection Agency (USEPA) to issue rules that governed how conformity determinations would be conducted for two categories of actions/activities: 1) those dealing with transportation plans, programs and projects (Transportation Conformity), and 2) all other actions, e.g., projects requiring federal permits. This latter category is referred to as General Conformity.

The Federal Transportation Conformity Rule (40 C.F.R. § 93.100-160) provides the process by which the air quality impact of transportation plans, transportation improvement programs, and projects are analyzed. The agency preparing transportation plans (projections of twenty or more years), transportation improvement programs (projections of at least four years), or approving a transportation project must analyze the emissions expected from such a proposal in accordance with the Transportation Conformity Rule.\(^8\)

For the purposes of transportation conformity, the emission budget is essentially a cap on the total emissions allocated to onroad vehicles. The projected regional emissions calculated based on a transportation plan, transportation improvement program, or project, may not exceed the motor vehicle emissions budget or cap contained in the appropriate SIP. Emissions in years for which no motor vehicle emissions budgets are specifically established must be less than or equal to the motor vehicle emissions budget established for the most recent prior year.

Emission budgets in New Jersey are established by nonattainment area and Metropolitan Planning Organization boundary. There are three Metropolitan Planning Organizations in New Jersey that cover the geographic areas as shown in Figure I.

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\(^6\) 42 U.S.C. §7506
\(^7\) 42 U.S.C. §7506
\(^8\) For New Jersey such plans are prepared by three Metropolitan Planning Organizations (North Jersey Transportation Planning Authority, South Jersey Transportation Planning Organization and Delaware Valley Regional Planning Commission).
Figure I

Metropolitan Planning Organizations in New Jersey
The Clean Air Act provides for states to submit revisions to their State Implementation Plans (SIP) whenever state programs are modified from the existing SIP. This document is a SIP revision to update early transportation conformity budgets for fine particulate matter, PM\textsubscript{2.5}, for Mercer County, New Jersey.

A. PM\textsubscript{2.5} General Background

Particulate matter\textsuperscript{10} is the term for particles found in the air, including dust, dirt, soot, smoke, and liquid droplets. Many manmade and natural sources emit particulate matter directly or emit other pollutants that react in the atmosphere to form particulate matter. Sources of fine particles include all types of combustion activities (motor vehicles, power plants, wood burning, etc.) and certain industrial processes. Other particles may be indirectly formed when gases from burning fuels react with sunlight and water vapor.

Particles less than 10 micrometers in diameter (PM\textsubscript{10}) pose a health concern because they can be inhaled into and accumulate in the respiratory system. Particles less than 2.5 micrometers in diameter, PM\textsubscript{2.5}, are referred to as "fine" particles and are believed to pose the greatest health risks. Because of their small size (approximately 1/30th the average width of a human hair), fine particles can lodge deeply into the lungs. Particles with diameters between 2.5 and 10 micrometers are referred to as "coarse."

Health studies have shown an association between exposure to fine particles and premature death. Other important effects include aggravation of respiratory disease and cardiovascular disease (as indicated by increased hospital admissions, emergency room visits, absences from school or work, and restricted activity days), lung disease, decreased lung function, asthma attacks, and certain cardiovascular problems such as heart attacks and irregular heart beat. Individuals particularly sensitive to fine particle exposure include older adults, people with heart and lung disease, and children. Roughly one out of every three people in the United States is at a higher risk of experiencing PM\textsubscript{2.5} related health effects: active children because they often spend a lot of time playing outdoors and their bodies are still developing and oftentimes the elderly population is at risk.

The Clean Air Act requires the USEPA to set National Ambient Air Quality Standards (NAAQS) for widespread pollutants from numerous and diverse sources that are considered harmful to public health and the environment. \textsuperscript{42} U.S.C. \textsection 7409. In July of 1997, the USEPA revised the primary (health-based) particulate matter standards by promulgating two PM\textsubscript{2.5} NAAQS: a 24-hour PM\textsubscript{2.5} standard set at 65 micrograms per cubic meter (µg/m\textsuperscript{3}) (24-hour average) and an annual PM\textsubscript{2.5} standard set at 15 µg/m\textsuperscript{3} (annual arithmetic mean).

\textsuperscript{9} 42 U.S.C. \textsection 7410.
\textsuperscript{10} Additional background information can be found at the USEPA website (http://www.epa.gov/pmdesignations/faq.htm%230).
B. PM$_{2.5}$ Nonattainment Areas in New Jersey

The USEPA issued final nonattainment area designations for the annual PM$_{2.5}$ standard on December 17, 2004. The affected New Jersey counties are shown in Figure II. Designations became effective on April 5, 2005. New Jersey is part of two nonattainment areas: ten counties in Northern New Jersey associated with New York City and three counties in Southern New Jersey associated with Philadelphia. Transportation conformity for PM$_{2.5}$ became effective on April 5, 2006. This is because there was a one-year grace period from the effective date of designations before transportation conformity applies for that standard.

States with designated PM$_{2.5}$ nonattainment areas are required to develop a SIP revision and submit it to the USEPA within three years of designation or by April of 2008. This plan must include enforceable measures for reducing air pollutant emissions leading to the formation of fine particles in the atmosphere. The plan must also provide steps for the area to attain the PM$_{2.5}$ standard as quickly as possible.

![Figure II](http://www.epa.gov/pmdesignations)

Figure II

USEPA Designations of Nonattainment Areas for the Annual PM$_{2.5}$ National Ambient Air Quality Standard
II. Transportation Conformity for PM$_{2.5}$

A. Background

The Transportation Conformity Rules that established the criteria and procedures relating to transportation conformity for PM$_{2.5}$ were promulgated by the USEPA on July 1, 2004. Before a SIP budget is available, either through an adequacy finding or approval by the USEPA, conformity of the transportation plan, transportation improvement program, or project not from a conforming plan is demonstrated with the interim emissions tests. The interim emissions tests for PM$_{2.5}$ are either the baseline year test or the build/no-greater-than-no-build test. These tests currently apply for the three counties in the New Jersey portion of the Southern New Jersey/Philadelphia/Delaware PM$_{2.5}$ nonattainment area.

The baseline year test is passed when the emissions from the proposed transportation system are either less than or no greater than the baseline year (2002) motor vehicle emissions in a given nonattainment area. With the build/no-greater-than-no-build test conformity is demonstrated if emissions from the proposed transportation system (“build” or “action” scenario) are less than or equal to the emissions in the same future analysis year from the existing transportation system (“no-build” or “baseline” scenario). The Metropolitan Planning Organizations performing planning in PM$_{2.5}$ nonattainment areas must utilize either the baseline year test or the build/no-greater-than-no-build test until emission budgets are approved or found adequate by the USEPA.

Under certain circumstances the USEPA may approve early emission budgets for direct PM$_{2.5}$ and PM$_{2.5}$ precursors. The USEPA approved early PM$_{2.5}$ budgets in July, 2006 for the New Jersey portion of the Northern New Jersey/New York/Connecticut nonattainment area.

Four transportation related PM$_{2.5}$ precursors – oxides of nitrogen (NO$_x$), volatile organic compounds (VOCs), oxides of sulfur (SO$_x$), and ammonia (NH$_3$) – must be considered in the conformity process in PM$_{2.5}$ nonattainment areas. New Jersey’s early budgets for PM$_{2.5}$ precursors included only the establishment of an annual NO$_x$ budget. The USEPA requirements for the consideration of PM$_{2.5}$ precursors are:

- Regional emissions analysis must include NO$_x$ as a PM$_{2.5}$ precursor in all PM$_{2.5}$ nonattainment areas, unless the head of the state air agency and the USEPA Regional Administrator make a finding that NO$_x$ is not a significant contributor to

12 Transportation Conformity Rule Amendments for the New 8-hour Ozone and PM$_{2.5}$ National Ambient Air Quality Standards and Miscellaneous Revisions for Existing Areas; Transportation Conformity Rule Amendments: Response to Court Decision and Additional Rule Changes; Final Rule, 69 Fed. Reg. 40004-81 (July 1, 2004).
13 40 C.F.R. § 93.119.
14 Transportation Conformity Rule Amendments for the New PM$_{2.5}$ National Ambient Air Quality Standard: PM$_{2.5}$ Precursors, Final Rule, 70 Fed. Reg. 24280 (May 6, 2005).
the PM$_{2.5}$ air quality problem in a given area.

- Regional emissions analyses are not required for VOC, SO$_x$ or NH$_3$ before an approved SIP budget for such precursors is established, unless the head of the state air agency or the USEPA Regional Administrator makes a finding that onroad emissions of any of these precursors is a significant contributor.

The following criteria are considered in making significance or insignificance findings for PM$_{2.5}$ precursors:
- The contribution of onroad emissions of the precursor to the total 2002 baseline SIP inventory;
- The current state of air quality for the area;
- The results of speciation monitoring for the area;
- The likelihood that future motor vehicle control measures will be implemented for a given precursor; and,
- Projections of future onroad emissions of the precursor.

The early budgets for PM$_{2.5}$ precursors included the establishment of an annual NO$_x$ budget. New Jersey will discuss the significance of the other PM$_{2.5}$ precursors in the attainment demonstration SIP due in April 2008.

**B. Updated Early Mercer County Transportation Conformity Emission Budgets for PM$_{2.5}$ and Annual NO$_x$**

To establish early PM$_{2.5}$ budgets (prior to the attainment demonstration SIP revision), the USEPA requires$^{15}$ that a voluntary early PM$_{2.5}$ SIP revision be submitted that demonstrates that progress towards attainment is being made. The term "some progress toward attainment" has been interpreted by the USEPA to mean that the total 2009 inventories for direct PM$_{2.5}$ and annual NO$_x$ to be less than the 2002 values by at least five to ten percent.$^{16}$

In a 2006 SIP revision$^{17}$ (the “2006 SIP Revision”) New Jersey established early PM$_{2.5}$ transportation conformity emission budgets including documentation of the justification for the early budgets. Early budgets were established for directly emitted fine particulate matter (direct PM$_{2.5}$) and annual NO$_x$ (a PM$_{2.5}$ precursor) for the New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area. This nonattainment area includes one county in the Delaware Valley Regional Planning Commission planning area (Mercer County), with the other nine counties in the North

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$^{15}$ 69 Fed. Reg. 40030.
$^{16}$ USEPA Region 2 and NJDEP, conference call, October 4, 2005.
Jersey Transportation Planning Authority planning area. The initial early budgets for New Jersey were approved by the USEPA on July 10, 2006.  

**Rationale for a Budget Update**
Subsequent to the approval of the initial early budgets, as part of our ongoing efforts to keep planning assumptions current, an analysis of the model assumptions regarding the distribution of vehicle miles traveled (VMT) between vehicle types was conducted. The initial and updated VMT by vehicle type fractions are provided in Table I. One of the most significant results of this analysis was that a greater fraction of the total VMT should be attributed to the heaviest class of diesel trucks (trucks greater than 60,000 lbs. Gross Vehicle Weight Rating).

<table>
<thead>
<tr>
<th>Composite Vehicle Classes Description</th>
<th>Initial VMT Fractions</th>
<th>Updated VMT Fractions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Light-Duty Vehicles (Passenger Cars)</td>
<td>0.5265</td>
<td>0.4802</td>
</tr>
<tr>
<td>Light-Duty Trucks 1 (0-6,000 lbs. GVWR, 0-3,750 lbs. LVW)</td>
<td>0.0075</td>
<td>0.0067</td>
</tr>
<tr>
<td>Light-Duty Trucks 2 (0-6,000 lbs. GVWR, 3,751-5,750 lbs. LVW)</td>
<td>0.2530</td>
<td>0.2834</td>
</tr>
<tr>
<td>Light-Duty Trucks 3 (6,001-8,500 lbs. GVWR, 0-5,750 lbs. ALVW)</td>
<td>0.0798</td>
<td>0.0855</td>
</tr>
<tr>
<td>Light-Duty Trucks 4 (6,001-8,500 lbs. GVWR, 5,751 lbs. And greater ALVW)</td>
<td>0.0155</td>
<td>0.0228</td>
</tr>
<tr>
<td>Class 2b Heavy-Duty Vehicles (8,501-10,000 lbs. GVWR)</td>
<td>0.0428</td>
<td>0.0334</td>
</tr>
<tr>
<td>Class 3 Heavy-Duty Vehicles (10,001-14,000 lbs. GVWR)</td>
<td>0.0061</td>
<td>0.0078</td>
</tr>
<tr>
<td>Class 4 Heavy-Duty Vehicles (14,001-16,000 lbs. GVWR)</td>
<td>0.0073</td>
<td>0.0064</td>
</tr>
<tr>
<td>Class 5 Heavy-Duty Vehicles (16,001-19,500 lbs. GVWR)</td>
<td>0.0015</td>
<td>0.0027</td>
</tr>
<tr>
<td>Class 6 Heavy-Duty Vehicles (19,501-26,000 lbs. GVWR)</td>
<td>0.0051</td>
<td>0.0059</td>
</tr>
<tr>
<td>Class 7 Heavy-Duty Vehicles (26,001-33,000 lbs. GVWR)</td>
<td>0.0056</td>
<td>0.0060</td>
</tr>
<tr>
<td>Class 8a Heavy-Duty Vehicles (33,001-60,000 lbs. GVWR)</td>
<td>0.0284</td>
<td>0.0080</td>
</tr>
<tr>
<td>Class 8b Heavy-Duty Vehicles (&gt;60,000 lbs. GVWR)</td>
<td>0.0065</td>
<td>0.0402</td>
</tr>
<tr>
<td>School Buses</td>
<td>0.0040</td>
<td>0.0016</td>
</tr>
<tr>
<td>Transit and Urban Buses</td>
<td>0.0021</td>
<td>0.0038</td>
</tr>
<tr>
<td>Motorcycles (All)</td>
<td>0.0083</td>
<td>0.0056</td>
</tr>
<tr>
<td>Total</td>
<td>1.0000</td>
<td>1.0000</td>
</tr>
</tbody>
</table>

*The fractions represent the fraction of VMT attributable to each vehicle type. For example, 0.5265 (52.65%) of VMT attributable to light-duty vehicles (passenger cars) was assumed when the initial early budgets were calculated. The VMT fractions were calculated using New Jersey vehicle registration data and MOBILE6 national default mileage accumulation rates. 

*bLVW = Loaded Vehicle Weight 

‘ALVW = Alternative Loaded Vehicle Weight: The adjusted loaded vehicle weight is the numerical average of the vehicle curb weight and the gross vehicle weight rating (GVWR).

When the updated VMT by vehicle type fractions are used as a model input, the predicted emissions of direct PM$_{2.5}$ and annual NO$_x$ are higher than the initial early budgets. The

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amount of the budget increase for Mercer County is much greater than the emission reductions that could be achieved by changes to transportation projects by 2009. Therefore, a revision of the early budget for Mercer County is needed to reflect the updated planning assumptions. It is anticipated that the PM$_{2.5}$ transportation budgets that will be submitted with the PM$_{2.5}$ Attainment Demonstration SIP (scheduled for April, 2008) cannot be approved by the USEPA in time for the Delaware Valley Regional Planning Commission to maintain its regular schedule of revisions to its Transportation Improvement Program.

The initial and updated early direct PM$_{2.5}$ and annual NO$_x$ transportation conformity emission budgets for Mercer County are provided in Table II. The updated budgets are based on the latest planning assumptions including those for vehicle age distribution, VMT by vehicle type fraction, diesel sulfur level (43ppm) and 2009 projected vehicle activity data for Mercer County. Once approved by the USEPA, the updated budgets must be used for future transportation conformity determinations by the Delaware Valley Regional Planning Commission. Computer files that document the calculation of the updated budgets are provided in Appendix A.
Table II
Delaware Valley Regional Planning Commission (Mercer County)
Early Transportation Conformity Emission Budgets
Due to VMT by Vehicle Type Fraction Updates

<table>
<thead>
<tr>
<th>Early Budgets</th>
<th>Direct PM$_{2.5}$ Emissions$^{(a)}$ (tons per year)</th>
<th>Annual NO$_x$ Emissions (tons per year)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2009</td>
<td>2009</td>
</tr>
<tr>
<td>Initial</td>
<td>89</td>
<td>4,328</td>
</tr>
<tr>
<td>Updated</td>
<td>105</td>
<td>5,323</td>
</tr>
</tbody>
</table>

(a) Direct PM$_{2.5}$ consists of the sum of: SO$_4$, organic carbon, elemental carbon, particulate matter from gasoline vehicles, lead, brake particles and tire particles.

The early budget criterion, that the total 2009 inventories for direct PM$_{2.5}$ and annual NO$_x$ be less than the 2002 values by at least five to ten percent, was met for the New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area when the initial early budgets were established in the 2006 SIP Revision. In the 2006 SIP Revision it was demonstrated that the projected 2009 PM$_{2.5}$ and NO$_x$ inventories are 6.5% and 32.3% lower than the 2002 inventories for this nonattainment area, respectively. When the updated Mercer County budget values are used, the 2009 PM$_{2.5}$ and NO$_x$ inventories are 6.3% and 32.0% lower than the 2002 inventories for this nonattainment area, respectively. Therefore, the early budget criterion is still satisfied for this update of the early budgets for Mercer County and the projected emissions reductions are expected to contribute towards attainment of the PM$_{2.5}$ standard. The updated inventory analyses are provided in Appendix B.
The State of New Jersey
Department of Environmental Protection

State Implementation Plan (SIP) Revision
For Attainment of the Fine Particulate Matter
National Ambient Air Quality Standard

Update of Early Transportation Conformity
Budgets for Mercer County

Appendix B - Updated Early PM$_{2.5}$ Transportation Conformity
Emission Budgets

February 2008
PM$_{2.5}$ and Annual NO$_x$ Inventories for 2002 and 2009

To establish early transportation conformity emission PM$_{2.5}$ budgets, the USEPA requires$^1$ that a voluntary early PM$_{2.5}$ SIP revision be submitted that demonstrates that progress towards attainment is being made. In reference to the voluntary SIP that includes early budgets, the preamble states:

"To be approvable, such a SIP would have to include inventories for all source sectors and meet other SIP requirements. While these early SIPs would have to show some progress toward attainment, it is not a requirement that all of the reductions would come from onroad mobile vehicles."

The term "some progress toward attainment" has been interpreted by the USEPA to mean that the total 2009 inventories for direct PM$_{2.5}$ and annual NO$_x$ to be less than the 2002 values by at least five to ten percent.$^2$ Annual NO$_x$ is the only PM$_{2.5}$ precursor for which a budget is being established at this time. The five percent to ten percent criteria are met for the New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area but are not met for the New Jersey portion of the Southern New Jersey/Philadelphia/Delaware PM$_{2.5}$ nonattainment area. Preliminary results show a small increase in overall direct PM$_{2.5}$ emissions between 2002 and 2009 for the New Jersey portion of the Southern New Jersey/Philadelphia/Delaware PM$_{2.5}$ nonattainment area. Therefore, early PM$_{2.5}$ budgets are established for the New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area only.

In a 2006 SIP revision$^3$ (the “2006 SIP Revision”) New Jersey established early transportation conformity emission budgets for directly emitted fine particulate matter (direct PM$_{2.5}$) and annual NO$_x$ (a PM$_{2.5}$ precursor) for the New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area. The initial early budgets for New Jersey were approved by the USEPA on July 10, 2006.$^4$

Subsequent to the approval of the initial early budgets, an analysis of the model assumptions regarding the age distribution of the vehicle fleet and the distribution of vehicle miles traveled (VMT) between vehicle types was conducted. One of the results of this analysis was that a greater fraction of the total VMT should be attributed to the heaviest class of diesel trucks (trucks greater than 60,000 lbs. Gross Vehicle Weight Rating). When the updated VMT by vehicle type fractions are used as a model input, the predicted emissions of direct PM$_{2.5}$ and annual NO$_x$ increase. The increased predictions result in values that are significantly higher than those adopted as initial early budgets. The following inventory analyses include the updated emission predictions for Mercer County for 2009. All other inventory values used in this analysis in the Northern

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$^1$ 69 Fed. Reg. 40030.
$^2$ USEPA Region 2 and NJDEP, conference call, October 4, 2005.
nonattainment area are the same as those documented in the 2006 SIP Revision. The bases for these inventory values were documented in the 2006 SIP Revision. The purpose of the following analysis is to evaluate the impact of the updated Mercer County 2009 budget values on continuing to meet the “progress towards attainment” criteria that allows for the establishment of early transportation conformity budgets.

Table B1 shows the results of the 2002 and 2009 direct PM$_{2.5}$ inventory (with anticipated controls in place) by source type for the New Jersey counties in the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area. Emissions from controlled stationary and area sources are projected to increase by nine and three percent respectively, for a total increase of 438 tons per year. The increase is projected to be more than offset by projected decreases in PM$_{2.5}$ emissions from onroad and nonroad mobile sources, by a total of 1,327 tons per year, for an overall decrease of 887 tons per year by 2009. This represents an overall 6.4% reduction in direct PM$_{2.5}$ emissions (see Table B2). Thus the area continues to meet the USEPA’s criteria for “progress toward attainment” for direct PM$_{2.5}$ emissions.

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5 NJDEP, op. cit., Section II C.
Table B1
Direct PM$_{2.5}$ Emission Inventories for 2002 and 2009 for the New Jersey Portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ Nonattainment Area

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>BERGEN</td>
<td>537</td>
<td>569</td>
<td>+32</td>
<td>478</td>
<td>419</td>
<td>-59</td>
<td>149</td>
<td>183</td>
<td>+34</td>
<td>376</td>
<td>214</td>
<td>-162</td>
</tr>
<tr>
<td>ESSEX</td>
<td>411</td>
<td>436</td>
<td>+25</td>
<td>393</td>
<td>341</td>
<td>-51</td>
<td>185</td>
<td>222</td>
<td>+37</td>
<td>291</td>
<td>163</td>
<td>-128</td>
</tr>
<tr>
<td>HUDSON</td>
<td>269</td>
<td>286</td>
<td>+16</td>
<td>345</td>
<td>299</td>
<td>-45</td>
<td>1,077</td>
<td>1,085</td>
<td>+7</td>
<td>134</td>
<td>76</td>
<td>-58</td>
</tr>
<tr>
<td>MERCER</td>
<td>530</td>
<td>548</td>
<td>+18</td>
<td>203</td>
<td>177</td>
<td>-26</td>
<td>188</td>
<td>212</td>
<td>+24</td>
<td>141</td>
<td>105</td>
<td>-36</td>
</tr>
<tr>
<td>MIDDLESEX</td>
<td>467</td>
<td>497</td>
<td>+30</td>
<td>346</td>
<td>299</td>
<td>-47</td>
<td>483</td>
<td>553</td>
<td>+70</td>
<td>347</td>
<td>207</td>
<td>-140</td>
</tr>
<tr>
<td>MONMOUTH</td>
<td>981</td>
<td>1,002</td>
<td>+21</td>
<td>501</td>
<td>426</td>
<td>-75</td>
<td>55</td>
<td>66</td>
<td>+10</td>
<td>244</td>
<td>145</td>
<td>-100</td>
</tr>
<tr>
<td>MORRIS</td>
<td>1,284</td>
<td>1,297</td>
<td>+13</td>
<td>280</td>
<td>251</td>
<td>-29</td>
<td>39</td>
<td>45</td>
<td>+6</td>
<td>209</td>
<td>126</td>
<td>-83</td>
</tr>
<tr>
<td>PASSAIC</td>
<td>543</td>
<td>554</td>
<td>+11</td>
<td>178</td>
<td>151</td>
<td>-27</td>
<td>19</td>
<td>22</td>
<td>+3</td>
<td>141</td>
<td>81</td>
<td>-60</td>
</tr>
<tr>
<td>SOMERSET</td>
<td>441</td>
<td>452</td>
<td>+11</td>
<td>149</td>
<td>131</td>
<td>-19</td>
<td>55</td>
<td>60</td>
<td>+4</td>
<td>152</td>
<td>88</td>
<td>-64</td>
</tr>
<tr>
<td>UNION</td>
<td>272</td>
<td>289</td>
<td>+17</td>
<td>333</td>
<td>291</td>
<td>-42</td>
<td>540</td>
<td>589</td>
<td>+49</td>
<td>185</td>
<td>108</td>
<td>-78</td>
</tr>
<tr>
<td>TOTAL for New Jersey portion of the NNJ/NY/CT Area</td>
<td>5,736</td>
<td>5,930</td>
<td>+193 (+3%)</td>
<td>3,206</td>
<td>2,788</td>
<td>-419 (-13%)</td>
<td>2,790</td>
<td>3,035</td>
<td>+245 (+9%)</td>
<td>2,220</td>
<td>1,312</td>
<td>-908 (-41%)</td>
</tr>
</tbody>
</table>

NOTES:
(1) In order for the calculated inventory values to more closely match the actual measured levels in New Jersey air quality monitors, the fugitive dust emissions were multiplied by a dust adjustment factor of 20%. Fugitive dusts are directly released air contaminants that do not pass through an exhaust pipe, stack, flue, vent or chimney. The main sources of fugitive dusts are dust from paved and unpaved roadways, stock/storage piles, landfill activity, quarry/mining activity, raw material handling, construction and agricultural tilling.
Table B2
Direct PM$_{2.5}$: Calculation of the Percent Reduction in Projected 2009 Emissions From the 2002 Emissions by County

<table>
<thead>
<tr>
<th>COUNTY</th>
<th>% EMISSION REDUCTION</th>
<th>CONTROLLED EMISSIONS ANNUAL (TONS PER YEAR)$^{(1)}$</th>
<th>TOTAL OF ALL SECTORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>BERGEN</td>
<td>-10.0%</td>
<td>1,540</td>
<td>1,385</td>
</tr>
<tr>
<td>ESSEX</td>
<td>-9.2%</td>
<td>1,280</td>
<td>1,162</td>
</tr>
<tr>
<td>HUDSON</td>
<td>-4.4%</td>
<td>1,825</td>
<td>1,746</td>
</tr>
<tr>
<td>MERCER</td>
<td>-1.9%</td>
<td>1,062</td>
<td>1,042</td>
</tr>
<tr>
<td>MIDDLESEX</td>
<td>-5.3%</td>
<td>1,643</td>
<td>1,556</td>
</tr>
<tr>
<td>MONMOUTH</td>
<td>-8.1%</td>
<td>1,781</td>
<td>1,639</td>
</tr>
<tr>
<td>MORRIS</td>
<td>-5.1%</td>
<td>1,812</td>
<td>1,719</td>
</tr>
<tr>
<td>PASSAIC</td>
<td>-8.3%</td>
<td>881</td>
<td>808</td>
</tr>
<tr>
<td>SOMERSET</td>
<td>-8.6%</td>
<td>797</td>
<td>731</td>
</tr>
<tr>
<td>UNION</td>
<td>-4.0%</td>
<td>1,330</td>
<td>1,277</td>
</tr>
<tr>
<td>TOTAL for New Jersey portion of the NNJ/NY/CT Area</td>
<td>-6.4%</td>
<td>13,952</td>
<td>13,065</td>
</tr>
</tbody>
</table>

NOTES:
(1) In order for the calculated inventory values to more closely match the actual measured levels in New Jersey air quality monitors, the fugitive dust emissions were multiplied by a dust adjustment factor of 20%. Fugitive dusts are directly released air contaminants that do not pass through an exhaust pipe, stack, flue, vent or chimney. The main sources of fugitive dusts are dust from paved and unpaved roadways, stock/storage piles, landfill activity, quarry/mining activity, raw material handling, construction and agricultural tilling.

Table B3 shows the results of the 2002 and projected 2009 NO$_x$ inventories by source type for the New Jersey counties in the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area. Emissions from stationary and area sources are projected to increase by seven percent in both categories, for a total increase of 3,698 tons per year. The increase is projected to be more than offset by projected decreases in NO$_x$ emissions from onroad and nonroad mobile sources, by a total of 78,964 tons per year, for an overall decrease of 75,266 tons per year, or about thirty-two percent (32%), by 2009. Thus the area continues to meet the USEPA’s criteria for “progress toward attainment” for direct NO$_x$ emissions.
Table B3
Annual NOx Emission Inventories for 2002 and 2009 for the New Jersey Portion of the Northern New Jersey/New York/Connecticut PM2.5 Nonattainment Area

<table>
<thead>
<tr>
<th>SOURCE CATEGORY</th>
<th>CONTROLLED EMISSIONS ANNUAL (TONS PER YEAR)</th>
</tr>
</thead>
<tbody>
<tr>
<td>BERGEN</td>
<td>2,815</td>
</tr>
<tr>
<td>ESSEX</td>
<td>2,436</td>
</tr>
<tr>
<td>HUDSON</td>
<td>1,735</td>
</tr>
<tr>
<td>MERCER</td>
<td>1,257</td>
</tr>
<tr>
<td>MIDDLESEX</td>
<td>2,343</td>
</tr>
<tr>
<td>MONMOUTH</td>
<td>1,806</td>
</tr>
<tr>
<td>MORRIS</td>
<td>1,752</td>
</tr>
<tr>
<td>PASSAIC</td>
<td>1,361</td>
</tr>
<tr>
<td>SOMERSET</td>
<td>1,048</td>
</tr>
<tr>
<td>UNION</td>
<td>1,621</td>
</tr>
</tbody>
</table>

Total for New Jersey portion of the NY/NJ/LI/CT Area

| TOTAL for New Jersey portion of the NY/NJ/LI/CT Area | 18,173 | 19,488 | +1,314 (+7%) | 45,957 | 37,694 | -8,262 (-18%) | 34,420 | 36,804 | +2,384 (+7%) | 137,701 | 66,999 | -70,702 (-51%) |

Table B4 is a comparison of total NOx emissions for 2002 and 2009 by source sector for the New Jersey counties in the Northern New Jersey/New York/Connecticut PM2.5 nonattainment area. Annual NOx emissions are projected to be lower in each county and across the entire New Jersey portion of the Northern New Jersey/New York/Connecticut PM2.5 nonattainment area by 13.7 percent to 41.7 percent with an average of over 30 percent. Based on these annual NOx inventories, the New Jersey portion of the Northern New Jersey/New York/Connecticut area continues to meet the USEPA criteria of a reduction of at least five to ten percent to allow the area to be considered for the establishment of early PM2.5 budgets in a voluntary SIP.
Table B4
Annual NOx: Calculation of the Percent Reduction in Projected 2009 Emissions From the 2002 Emissions by County

<table>
<thead>
<tr>
<th>SOURCE CATEGORY</th>
<th>% EMISSION REDUCTION</th>
<th>CONTROLLED EMISSIONS ANNUAL (TONS PER YEAR)</th>
<th>TOTAL OF ALL SECTORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>BERGEN</td>
<td>-40.2%</td>
<td>34,427</td>
<td>20,584</td>
</tr>
<tr>
<td>ESSEX</td>
<td>-29.9%</td>
<td>29,551</td>
<td>20,729</td>
</tr>
<tr>
<td>HUDSON</td>
<td>-16.8%</td>
<td>25,238</td>
<td>20,998</td>
</tr>
<tr>
<td>MERCER</td>
<td>-13.7%</td>
<td>25,223</td>
<td>21,776</td>
</tr>
<tr>
<td>MIDDLESEX</td>
<td>-35.3%</td>
<td>32,906</td>
<td>21,292</td>
</tr>
<tr>
<td>MONMOUTH</td>
<td>-38.6%</td>
<td>21,222</td>
<td>13,025</td>
</tr>
<tr>
<td>MORRIS</td>
<td>-41.7%</td>
<td>18,935</td>
<td>11,031</td>
</tr>
<tr>
<td>PASSAIC</td>
<td>-40.2%</td>
<td>12,644</td>
<td>7,560</td>
</tr>
<tr>
<td>SOMERSET</td>
<td>-40.7%</td>
<td>12,548</td>
<td>7,437</td>
</tr>
<tr>
<td>UNION</td>
<td>-29.7%</td>
<td>23,555</td>
<td>16,556</td>
</tr>
<tr>
<td>TOTAL for the New Jersey portion of the NNJ/NY/CT Area</td>
<td>-31.9%</td>
<td>236,251</td>
<td>160,985</td>
</tr>
</tbody>
</table>

The New Jersey portion of the Northern New Jersey/New York/Connecticut PM$_{2.5}$ nonattainment area continues to meet the USEPA criterion for progress towards attainment and is eligible for establishing an early PM$_{2.5}$ transportation budget.
The State of New Jersey
Department of Environmental Protection

State Implementation Plan (SIP) Revision
For Attainment of the Fine Particulate Matter
National Ambient Air Quality Standard

Update of Early Transportation Conformity
Budgets for Mercer County

Appendix C – Public Participation

February 2008
DOCUMENTATION OF COMPLIANCE WITH PUBLIC NOTICE REQUIREMENTS

On or about December 22, 2007, the Department took the following actions to provide timely notice of proposed SIP revision:

1. Posted a copy of the proposal on the Department's website on December 20, 2007;
2. Published legal advertisements providing notice of the proposed SIP revision, the date and location of the public hearing, specification of the public comment period, and the address for submission of written comments in six newspapers of general circulation (copies of the legal advertisement and affidavits of its publication are enclosed);
3. Mailed copies of the proposal to 14 public libraries throughout the State, as well as to the Department's four regional enforcement field offices and its public access center;
5. Mailed notice of the public hearing to the following organizations: Ozone Transport Commission (OTC), Mid-Atlantic Regional Air Management Association (MARAMA), and Northeast States for Coordinated Air Use Management (NESCAUM);
6. Sent a copy of the proposal to EPA Region 2;
7. Mailed a Notice of Availability of the Proposal to approximately 60 interested parties, posted a copy of the proposal on the Department's website;
8. Electronically mailed a Notice of Availability of the Proposal to approximately 500 interested parties; and

A public hearing on this proposed State Implementation Plan revision was held on Monday, January 28, 2008 at 10:00 a.m. at the New Jersey Department of Environmental Protection, 401 E. State St., 1st Floor, Public Hearing Room, Trenton, New Jersey. This hearing was held in accordance with the provisions of Section 110(a)(2) of the Clean Air Act, 42 U.S.C. § 7410; 40 C.F.R. § 51.102(a)(1); the Air Pollution Control Act (1954), N.J.S.A. 26:2C-1 et seq., and the Administrative Procedure Act, N.J.S.A. 52:14 B-1 et seq. Written comments relevant to the proposal were accepted until the close of business, Thursday, January 31, 2008. No oral or written comments were received.

Appendix D contains the notice announcing the availability of the proposed SIP revision and the public hearing.

Appendix E contains the documentation of the notices that appeared in the newspapers and the New Jersey Register.
The State of New Jersey
Department of Environmental Protection

State Implementation Plan (SIP) Revision
For Attainment of the Fine Particulate Matter
National Ambient Air Quality Standard

Update of Early Transportation Conformity
Budgets for Mercer County

Appendix D - Notice of Availability

February 2008
New Jersey Department of Environmental Protection

NOTICE OF PUBLIC HEARING AND AVAILABILITY:

Proposed revisions to New Jersey’s State Implementation Plan covering, 1) the Federal Clean Air Act Infrastructure Requirements, and 2) the Update of the Early Transportation Conformity Budgets for Mercer County

Take notice that the New Jersey Department of Environmental Protection (Department) is proposing two revisions to New Jersey’s State Implementation Plan (SIP). The first revision addresses the requirements under 42 U.S.C. § 7410, Section 110(a)(1) and (2) of the Clean Air Act, for the 1997 8-Hour Ozone and the 1997 Fine Particulate Matter (PM$_{2.5}$) National Ambient Air Quality Standards (NAAQS). The second revision updates the initial early transportation conformity budgets for PM$_{2.5}$ to incorporate the latest planning assumptions. The previously submitted budgets were approved by the United States Environmental Protection Agency (USEPA) on July 10, 2006.

Section 110(a) of the Clean Air Act requires states to submit an implementation plan to the USEPA Administrator that demonstrates the states’ ability to implement, maintain, and enforce the NAAQS. These elements were compiled and submitted separately in what is referred to as an “infrastructure” SIP. Most of these requirements have already been addressed in past SIP revisions or through regulations. This SIP revision complies with the infrastructure requirements for the 1997 8-Hour Ozone and the 1997 PM$_{2.5}$ NAAQS.

In the recent 8-Hour Ozone Attainment Demonstration SIP, the Department updated the planning assumptions that were used in the SIP development and in the transportation conformity analyses. The distribution of vehicle miles traveled (VMT) between vehicle types was updated to reflect a greater fraction of the total VMT should be attributed to the heaviest class of diesel trucks. When the updated VMT/vehicle type mix is used, the predicted emissions of direct PM$_{2.5}$ and annual NO$_x$ increase. The higher predictions result in values that are significantly higher than the initial early PM$_{2.5}$ budgets. The amount of the budget exceedance for Mercer County is much greater than the emission reductions that could be achieved by changes to transportation projects by 2009. Therefore, a revision of the early budget for Mercer County is needed. These revised transportation budgets are needed by the Metropolitan Planning Organization (Delaware Valley Regional Planning Commission) by the spring of 2008 to enable them to demonstrate conformity of their Transportation Improvement Program with the SIP.

Copies of the Department’s proposal are available from the Department’s web site at http://www.state.nj.us/dep/baqp, the Department’s Public Information Center at 401 E. State Street in
Trenton, the Department’s Regional Enforcement Offices, and a number of public libraries throughout the State. For more information on obtaining copies, please contact:

Ms. Willa Williams  
NJDEP Air Quality Planning  
401 E. State Street, 7th Floor  
P.O. Box 418  
Trenton, NJ 08625-0418  
phone: (609) 292-6722  
fax: (609) 633-6198  
willa.williams@dep.state.nj.us

A public hearing concerning the Department’s proposed SIP revisions is scheduled as follows:

Monday, January 28, 2008 at 10:00 a.m.  
The NJDEP Building, Public Hearing Room (1st Floor)  
401 East State Street  
Trenton, New Jersey

This hearing is being held in accordance with the provisions of Section 110(a)(1) and (2) of the Clean Air Act, 42 U.S.C. § 7410. Written comments may be submitted by close of business January 31, 2008, to:

NJ Department of Environmental Protection  
Alice Previte, Esq.  
Attn: DEP Docket # 31-07-12  
Office of Legal Affairs  
P.O. Box 402  
Trenton, New Jersey 08625-0402

The following are options for obtaining a copy of the proposed SIP revision:

1. Visit the DEP’s website at: http://www.nj.gov/dep/. The Department’s proposal/proposed SIP revision can be viewed or downloaded from the following url: http://www.nj.gov/dep/baqp.

2. Look for the Department's proposal in the January 22, 2008 issue of the New Jersey Register.

3. Go and inspect the proposal/proposed SIP revision during normal office hours at any of these locations:

   DEP Public Information Center  
   401 E. State Street, 1st Floor  
   Trenton, New Jersey 08625

   DEP Bureau of Enforcement  
   Northern Region  
   1259 Route 46 East  
   Parsippany, N.J. 07054-4191

   DEP Bureau of Enforcement  
   Central Region  
   Horizon Center, P.O. Box 407  
   Robbinsville, N.J. 08625-0407  

   DEP Bureau of Enforcement  
   Southern Region  
   2 Riverside Drive, Suite 201  
   Camden, N.J. 08103
Request a copy of the proposal/proposed SIP revision by calling Willa Williams at (609) 292-6722, by e-mailing her at willa.williams@dep.state.nj.us, or by mailing or faxing the attached form to her as indicated on the form.

**IF YOU HAVE QUESTIONS:** For more information about the Department’s rule proposal, please call our Bureau of Air Quality Planning at (609) 292-6722.
MAIL OR FAX THIS RULE PROPOSAL REQUEST FORM TO:

Ms. Willa Williams  
New Jersey Department of Environmental Protection  
Air Quality Planning  
401 E. State Street, 7th Floor  
P.O. Box 418  
Trenton, N.J. 08625-0418

phone: (609) 292-6722  
fax: (609) 633-6198  
willa.williams@dep.state.nj.us

☐ Please send me a copy of the Department's Proposal of the Revisions of New Jersey's State Implementation Plan for the Infrastructure Elements of the Clean Air Act and the Update of the Early Transportation Conformity Budgets for Mercer County

Name:

Organization:

Address:

Telephone:

☐ Please remove my name from the Air Quality SIP and rulemaking mailing list.

Please consider subscribing to our Air Rules Listserv to receive e-mail updates of all proposed Department rulemaking relating to air pollution control and changes to New Jersey's State Implementation Plan. Signing up is easy through our AIRRULES LISTSERV Info Page at http://www.state.nj.us/dep/baqp/airrules.html.
The State of New Jersey
Department of Environmental Protection

State Implementation Plan (SIP) Revision
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Appendix E - Documentation of the Notices That Appeared in the
Newspapers and the New Jersey Register

February 2008