Revision to the Allegheny County Portion of the Pennsylvania State Implementation Plan

Motor Vehicle Emissions Budget for the Allegheny County, PA PM$_{2.5}$ Nonattainment Area, 2012 NAAQS

Allegheny County Health Department Air Quality Program

September 2, 2020
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ACRONYMS AND ABBREVIATIONS

ACHD       Allegheny County Health Department
CAA        Clean Air Act
CFR        Code of Federal Regulations
EPA        United States Environmental Protection Agency
MARAMA     Mid-Atlantic Regional Air Management Association, Inc.
MOVES      Motor Vehicle Emission Simulator model
MPO        Metropolitan Planning Organization
MVEB       Motor Vehicle Emissions Budget
NAAQS      National Ambient Air Quality Standards
NAA        Nonattainment Area
NH₃        Ammonia
NOₓ        Oxides of Nitrogen (generally NO or NO₂)
PA DEP     Pennsylvania Department of Environmental Protection
PM₂.₅      Particulate Matter less than or equal to a nominal 2.5 microns in aerodynamic
diameter, also referred to as fine particulates
RACM       Reasonably Available Control Measures
RACT       Reasonably Available Control Technology
RFP        Reasonable Further Progress
RPO        Regional Planning Organization
SIP        State Implementation Plan
SO₂        Sulfur Dioxide
SPC        Southwestern Pennsylvania Commission
TIP        Transportation Improvement Program
VMT        Vehicle Miles Traveled
VOC        Volatile Organic Compound
1. Overview

On September 12, 2019, the Allegheny County Health Department (ACHD) finalized a revision to Allegheny County’s portion of the Commonwealth of Pennsylvania’s State Implementation Plan (SIP), consisting of the attainment demonstration for the Allegheny County, PA 2012 fine particulate matter (PM$_{2.5}$) National Ambient Air Quality Standards (NAAQS) nonattainment area (NAA) (ACHD, 2019). The Pennsylvania Department of Environmental Protection (PA DEP) submitted the SIP revision to the U.S. Environmental Protection Agency (EPA) Region 3 office on September 30, 2019.

The SIP revision contained several elements required by the Clean Air Act (CAA)$^1$ and the Code of Federal Regulations (CFR)$^2$ for an attainment plan, including emissions inventories and air quality modeling as well as additional elements such as transportation conformity. Transportation conformity ensures that allocated vehicle emissions from highway transportation projects fall below emissions levels that are included in attainment plans.

During the review process of the SIP revision, it was identified that the transportation conformity portion of the SIP revision lacked a Motor Vehicle Emissions Budget (MVEB) specific to the Allegheny County, PA NAA for the attainment year of 2021 as required by Section 176(c) of the CAA and by 40 CFR § 93.118. On April 7, 2020, ACHD committed to the adoption of an MVEB by way of an additional SIP revision, to be submitted to EPA by September 30, 2020. PA DEP submitted a letter to EPA dated April 20, 2020 outlining this commitment.$^3$

On June 12, 2020, EPA proposed to fully approve most elements of the September 12, 2019 SIP revision, including the base year emissions inventory, particulate matter precursor contribution demonstration, reasonably available control measures/reasonably available control technology (RACM/RACT) demonstration, attainment demonstration, air quality modeling demonstration, reasonable further progress (RFP) demonstration, and demonstration of interim quantitative milestones to ensure timely attainment. In the same action, EPA proposed to conditionally approve the contingency measures and MVEB elements of the SIP revision (U.S. EPA, 2020).

The purpose of this SIP revision is to establish an attainment year 2021 MVEB for the Allegheny County, PA NAA in order to satisfy the MVEB element. The MVEB levels contained herein are based on the attainment year 2021 onroad mobile emissions in the September 12, 2019 attainment demonstration. These MVEB levels were 266 tons/year for primary (direct) PM$_{2.5}$ and 5,708 tons/year for oxides of nitrogen (NO$_x$). This SIP revision also replaces the transportation conformity section included in the September 12, 2019 SIP revision.

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$^1$ [https://www.epa.gov/air-quality-implementation-plans/sip-requirements-clean-air-act](https://www.epa.gov/air-quality-implementation-plans/sip-requirements-clean-air-act)

$^2$ [https://www.ecfr.gov/cgi-bin/ECFR?page=browse](https://www.ecfr.gov/cgi-bin/ECFR?page=browse)

$^3$ An additional commitment for revised contingency measures is not included in this SIP revision and will be submitted within one year of the effective date of conditional approval.
2. Motor Vehicle Emissions Budget

Onroad mobile emissions are emissions related to passenger cars, light-duty trucks, heavy-duty trucks, buses, and motorcycles, including tailpipe exhaust, brake wear, and tire wear. The transportation conformity analysis in the September 12, 2019 SIP revision used onroad emissions levels that were developed from projections included in the Maintenance Plan for the larger Pittsburgh-Beaver Valley PM$_{2.5}$ NAA for the 1997/2006 NAAQS. Through an interagency consultation process, onroad emissions for the Allegheny County portion of the Pittsburgh-Beaver Valley projections for years 2017 and 2025 were used as future case MVEB levels for Allegheny County.

However, with the designation of the Allegheny County, PA PM$_{2.5}$ NAA for the 2012 NAAQS, the more appropriate and adequate MVEB emissions levels are based on the onroad emissions projections for 2021 used in the September 12, 2019 SIP revision. These projections were based on MARAMA$^4$ Alpha2 inventory, which used the EPA Motor Vehicle Emissions Simulator (MOVES) version 2010b$^5$ to predict future case onroad emissions based on traffic counts, vehicle speeds, vehicle population growth, and other factors.

40 CFR § 93.102 requires transportation conformity to be applicable to primary emissions of PM$_{2.5}$ and to emissions of NO$_x$ (a precursor to PM$_{2.5}$) unless the EPA Regional Administrator or the director of the state air agency have made a determination that transportation-related emissions of NO$_x$ within the NAA are not a significant contributor to the PM$_{2.5}$ nonattainment problem. Emissions of SO$_2$, VOC, and NH$_3$ (also precursors to PM$_{2.5}$) are applicable for transportation conformity purposes only if the Administrator or state air agency has made a finding that transportation-related emissions of any of these precursors are significant contributors to the PM$_{2.5}$ nonattainment problem or if a SIP establishes an approved or adequate MVEB.

For Allegheny County, neither EPA nor PA DEP has made a finding of transportation-related insignificance for NO$_x$ or a finding of transportation-related significance for SO$_2$, VOC, and NH$_3$. Also, there is no established MVEB for SO$_2$, VOC, and NH$_3$ in Allegheny County. However, the September 12, 2019 SIP revision did contain ACHD’s finding that VOC and NH$_3$ are not significant precursors of PM$_{2.5}$ for the purpose of the attainment demonstration. Therefore, the MVEB applies only to PM$_{2.5}$ and NO$_x$ for Allegheny County.

ACHD proposes to establish the attainment year 2021 onroad emissions levels for PM$_{2.5}$ and NO$_x$ from the September 12, 2019 SIP revision as the 2021 MVEB levels in order to ensure that highway transportation emissions do not impede clean air goals in future years. Table 2-1 shows the proposed 2021 MVEB levels for PM$_{2.5}$ and NO$_x$ emissions (in tons/year) for the Allegheny County, PA NAA.

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$^4$ The Mid-Atlantic Regional Air Management Association, Inc. (MARAMA) is the Regional Planning Organization (RPO) for the Mid-Atlantic U.S. (https://marama.org/)

$^5$ Version 2010b was the most recent version of MOVES at the time of the development of the inventory. More information on MOVES can be found at: https://www.epa.gov/moves
Table 2-1. Allegheny County 2021 MVEB (tons/year)

<table>
<thead>
<tr>
<th>MVEB Emissions Levels</th>
<th>PM$_{2.5}$</th>
<th>NO$_x$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Onroad Mobile Sources</td>
<td>266</td>
<td>5,708</td>
</tr>
</tbody>
</table>

The levels in Table 2-1, once approved by EPA, will establish the MVEB to be used for transportation conformity determinations in Allegheny County. No safety margins have been included in the MVEB for the purpose of conformity determinations. Please note that PM$_{2.5}$ emissions represent total primary PM$_{2.5}$ emissions, which include both filterable and condensable components.
3. Transportation Conformity

Section 176 of the CAA provides a mechanism by which federally funded or approved highway and transit plans, programs, and projects are determined not to produce new air quality violations, worsen existing violations, delay timely attainment of the NAAQS, or delay any interim milestones. EPA regulations in 40 CFR Part 93 pertaining to transportation conformity set forth policy, criteria, and procedures for demonstrating and assuring conformity of transportation plans, programs, and projects which are developed, funded, or approved by Metropolitan Planning Organizations (MPOs) or other recipients of funds under Title 23 of the United States Code (U.S.C.) or the Federal Transit Laws, to an applicable implementation plan developed pursuant to Section 110 and Part D of the CAA. In the Pittsburgh area, the Southwestern Pennsylvania Commission (SPC)\(^6\) is the designated MPO responsible for making timely transportation conformity determinations under federal transportation planning requirements for a 10-county region in southwestern PA.

40 CFR § 93.118 prescribes that transportation projects must be consistent with the MVEB for an applicable implementation plan. Conformity is satisfied if the additional vehicle emissions resulting from the project(s), when added to the pre-existing vehicle emissions, will be less than or equal to the MVEB levels. SPC’s draft 2021-2024 Transportation Improvement Program (TIP) report (SPC, 2020) includes a conformity assessment analysis using the 2021 attainment year inventory levels for Allegheny County, although not yet established as the MVEB levels.

Future case emissions were modeled by SPC using MOVES version 2014a\(^7\) according to EPA recommendations (U.S. EPA, 2015) for different test years over the timeframe of 2021 to 2045. PM\(_{2.5}\) and NO\(_x\) emission factors, in combination with the highway and transit assignment results from different scenarios, were used to develop future year emissions for the Allegheny County, PA NAA. Conformity determinations for transportation plans are based on “build/no-build” analyses compared to the emissions budget. The analyses should demonstrate lower emissions in future years (i.e., under the “build” condition) compared to the budget, and conformity for Allegheny County is demonstrated if future annual emissions are less than the proposed MVEB levels given in Table 2-1 above.

Table 3-1 shows the estimated total annual vehicle miles traveled (VMT) for each test year in the conformity assessment along with the proposed 2021 MVEB levels and modeled (build) emissions for PM\(_{2.5}\) and NO\(_x\) in Allegheny County. Figures 3-1 and 3-2 show time series charts of emissions for the proposed PM\(_{2.5}\) and NO\(_x\) MVEB levels and build scenarios.

\(^6\) www.spcregion.org

\(^7\) The latest version of MOVES is version 2014b, released in December 2018. This version does not significantly change the onroad criteria pollutant emissions results from version 2014a and is not considered a new model for SIP and transportation conformity purposes.
### Table 3-1. Conformity Assessment Summary for Allegheny County, 2021-2045

<table>
<thead>
<tr>
<th>VMT/Emissions</th>
<th>2021</th>
<th>2024</th>
<th>2025</th>
<th>2035</th>
<th>2045</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annual VMT</td>
<td>8,392,670,908</td>
<td>8,515,585,240</td>
<td>8,505,510,575</td>
<td>8,825,191,074</td>
<td>9,257,473,452</td>
</tr>
<tr>
<td>PM$_{2.5}$ MVEB</td>
<td>266.000</td>
<td>266.000</td>
<td>266.000</td>
<td>266.000</td>
<td>266.000</td>
</tr>
<tr>
<td>PM$_{2.5}$ Build</td>
<td>246.966</td>
<td>207.454</td>
<td>195.711</td>
<td>133.474</td>
<td>118.957</td>
</tr>
<tr>
<td>NO$_{x}$ MVEB</td>
<td>5,708.000</td>
<td>5,708.000</td>
<td>5,708.000</td>
<td>5,708.000</td>
<td>5,708.000</td>
</tr>
<tr>
<td>NO$_{x}$ Build</td>
<td>4,956.587</td>
<td>3,525.232</td>
<td>3,166.029</td>
<td>1,594.063</td>
<td>1,422.545</td>
</tr>
</tbody>
</table>

### Figure 3-1. PM$_{2.5}$ Conformity Assessment (tons/year), 2021-2045
Future case modeled emissions for PM$_{2.5}$ and NO$_x$ are lower than the proposed 2021 MVEB levels, indicating that transportation conformity under the annual 2012 PM$_{2.5}$ NAAQS would be satisfied. No goals, directives, recommendations, or projects identified in the 2021-2024 TIP contradict in a negative manner any specific requirements or commitments of the applicable SIP revision, and there are no transportation control measures in the applicable state implementation plan.
4. Legal Documents

4.1 Notice of Public Hearing and Comment Period

NOTICE OF VIRTUAL PUBLIC HEAR...

NOTICE OF VIRTUAL PUBLIC HEARING for a Proposed State Implementation Plan (SIP) Revision for the Establishment of a Motor Vehicle Emission Budget (MVEB) for Allegheny County for the 2012 Annual PM2.5 National Ambient Air Quality Standard (NAAQS).

The Allegheny County Board of Health will hold a virtual public hearing on Monday, August 17, 2020, at 2:00 PM to take testimony on a proposed revision to Allegheny County’s portion of the Commonwealth of Pennsylvania’s SIP for fine particulate matter (PM2.5). This hearing is being held virtually in compliance with safety precautions due to the COVID-19 pandemic.

On September 12, 2019, the Allegheny County Health Department (ACHD) finalized a SIP revision consisting of an attainment demonstration for the Allegheny County, PA 2012 PM2.5 NAAQS nonattainment area. The SIP revision contained several elements required by the Clean Air Act (CAA) for an attainment plan but did not include an adequate MVEB for transportation conformity for Allegheny County. Transportation conformity ensures that allocated vehicle emissions from highway transportation projects fall below emissions levels that are included in attainment plans.

This current proposed SIP revision establishes an attainment year 2021 MVEB for Allegheny County. The MVEB levels are based on the 2021 attainment year onroad mobile emissions inventory included in the previous SIP revision: 266 tons/year for primary (direct) PM2.5 and 5,708 tons/year for oxides of nitrogen (NOx). This proposed SIP revision also replaces the transportation conformity section of the previous SIP revision.

The proposed SIP revision may be examined on the Allegheny County Health Department web site: https://www.alleghenycounty.us/Health-Department/Programs/Air-Quality/Regulations-and-SIPs.aspx. Persons wishing to join the virtual hearing or to present testimony must contact Paulette Poulet, at paulette.poulet@alleghenycounty.us or 412-578-8103, to receive a link and phone number for connecting to the hearing, no less than 24 hours in advance of the virtual hearing. Testimony will be limited to 5 minutes, and written copies of the testimony are requested by email to Ms. Poulet. The Board will also accept written comments, beginning on Saturday, July 18, 2020 and concluding at 4:00 PM on August 17, 2020, by mail to ACHD Air Program, 301 39th Street, Bldg. 7, Pittsburgh, PA 15201-1811, or by email to accomments@alleghenycounty.us.
4.2 Transmittals of Public Hearing Notice to PA DEP and EPA Region 3

July 16, 2020

Mr. Virendra Trivedi, Acting Director
Pennsylvania Department of Environmental Protection, Bureau of Air Quality
Rachel Carson Building, 400 Market St., P.O. Box 8408
Harrisburg, PA 17105-8408

Dear Mr. Trivedi:

Enclosed is a Notice of Public Hearing for a proposed revision to the Allegheny County portion of the Pennsylvania State Implementation Plan (SIP) regarding an attainment year Motor Vehicle Emissions Budget (MVEB) for transportation conformity specific to the Allegheny County, PA PM2.5 nonattainment area for the 2012 National Ambient Air Quality Standards (NAAQS).

With this SIP revision, the Allegheny County Health Department’s (ACHD) Air Quality Program (AQP) proposes to establish the 2021 onroad emissions projections from the September 12, 2019 attainment demonstration as the attainment year 2021 MVEB for the Allegheny County, PA area. The MVEB levels are as follows: 266 tons/year for primary (direct) PM2.5 and 5,708 tons/year for oxides of nitrogen (NOx). The SIP revision also replaces the transportation conformity section from the September 12, 2019 attainment demonstration.

The proposed SIP revision is available for download at https://www.alleghenycounty.us/Health-Department/Programs/Air-Quality/Regulations-and-SIPs.aspx. This revision will be submitted to the Environmental Protection Agency (EPA) for approval as a SIP revision and is being tracked under our internal Revision Tracking Number 90B. The public comment period begins July 18, 2020 and concludes August 17, 2020 at 4:00 PM. Your comments are welcome.

Sincerely,

Sandra Etzel, Manager
ACHD AQP, Planning and Data Analysis Section

cc: Kirit Dalal, PA DEP
    Steve Hepler, PA DEP

Enclosure

• Public Hearing Notice, July 16, 2020
Ms. Cristina Fernandez, Director  
U.S. Environmental Protection Agency, Air Protection Division  
Region 3 (JAP00), 1650 Arch Street  
Philadelphia, PA 19103-2029

Dear Ms. Fernandez:

Enclosed is a Notice of Public Hearing for a proposed revision to the Allegheny County portion of the Pennsylvania State Implementation Plan (SIP) regarding an attainment year Motor Vehicle Emissions Budget (MVEB) for transportation conformity specific to the Allegheny County, PA PM$_{2.5}$ nonattainment area for the 2012 National Ambient Air Quality Standards (NAAQS).

With this SIP revision, the Allegheny County Health Department’s (ACHD) Air Quality Program (AQP) proposes to establish the 2021 onroad emissions projections from the September 12, 2019 attainment demonstration as the attainment year 2021 MVEB for the Allegheny County, PA area. The MVEB levels are as follows: 266 tons/year for primary (direct) PM$_{2.5}$ and 5,708 tons/year for oxides of nitrogen (NO$_x$). The SIP revision also replaces the transportation conformity section from the September 12, 2019 attainment demonstration.

The proposed SIP revision is available for download at: [https://www.alleghenycounty.us/Health-Department/Programs/Air-Quality/Regulations-and-SIPs.aspx](https://www.alleghenycounty.us/Health-Department/Programs/Air-Quality/Regulations-and-SIPs.aspx). This revision will be submitted for approval as a SIP revision and is being tracked under our internal Revision Tracking Number 90B. The public comment period begins July 18, 2020 and concludes August 17, 2020 at 4:00 PM. Your comments are welcome.

Sincerely,

[Signature]

Sandra Etzel, Manager  
ACHD AQP, Planning and Data Analysis Section

cc: Susan Spielberger, EPA Region 3  
Brian Rehn, EPA Region 3

Enclosure  
• Public Hearing Notice, July 16, 2020
4.3 Proof of Publication of Notice

Proof of Publication of Notice in Pittsburgh Post-Gazette

Under Act No 587, Approved May 16, 1929, PL 1784, as last amended by Act No 409 of September 29, 1951

Commonwealth of Pennsylvania, County of Allegheny, ss. K. Emhary, being duly sworn, deposes and says that the Pittsburgh Post-Gazette, a newspaper of general circulation published in the City of Pittsburgh, County and Commonwealth aforesaid, was established in 1993 by the merging of the Pittsburgh Post-Gazette and Sun-Telegraph and The Pittsburgh Press and the Pittsburgh Post-Gazette and Sun-Telegraph was established in 1940 and the Pittsburgh Post-Gazette was established in 1921 by the merging of the Pittsburgh Gazette established in 1786 and the Pittsburgh Post, established in 1842, since which date the said Pittsburgh Post-Gazette has been regularly issued in said County and that a copy of said printed notice or publication is attached hereon exactly as the same was printed and published in the regular editions and issues of the said Pittsburgh Post-Gazette a newspaper of general circulation on the following dates, viz:

16 of July, 2020
Affiant further deposes that he/she is an agent for the PG Publishing Company, a corporation and publisher of the Pittsburgh Post-Gazette, that, as such agent, affiant is duly authorized to verify the foregoing statement under oath, that affiant is not interested in the subject matter of the same said notice or publication, and that all allegations in the foregoing statement as to time, place and character of publication are true.

Sworn to and subscribed before me this day of:
July 16, 2020

[Signature]

Notice of Proposed Rulemaking

STATEMENT OF ADVERTISING COSTS
ALLEGHENY CO HEALTH DEPT-LEGAL
542 4TH AVENUE
PITTSBURGH PA 15219

To PG Publishing Company

Total $98.70

Publisher's Receipt for Advertising Costs
PG PUBLISHING COMPANY, publisher of the Pittsburgh Post-Gazette, a newspaper of general circulation, hereby acknowledges receipt of the aforesaid advertising and publication costs and certifies that the same have been fully paid.

Office
2201 Sweeney Drive
CLINTON, PA 15026
Phone 412-253-1338

By
PG Publishing Company, a Corporation, Publisher of Pittsburgh Post-Gazette, a Newspaper of General Circulation

I hereby certify that the foregoing is the original Proof of Publication and receipt for the Advertising costs in the subject matter of said notice.

[Signature]
4.4 Certification of Public Hearing

Revision 90B
Motor Vehicle Emissions Budget for the Allegheny County, PA PM2.5
Nonattainment Area, 2012 NAAQS

Certification of Hearing

Jason Maranche deposes and says that he is an Air Quality Engineer in the Air Quality Program of the Allegheny County Health Department and hereby certifies that a Virtual Public Hearing was held on August 17, 2020 on a proposed Motor Vehicle Emissions Budget (MVEB) for the Allegheny County, PA PM2.5 nonattainment area for the 2012 National Ambient Air Quality Standards (NAAQS); that these changes are to be incorporated as a change to Allegheny County’s portion of the Pennsylvania State Implementation Plan (SIP) for the attainment and maintenance of the NAAQS; that the opportunity for written comments was given in accordance with the requirements of 40 CFR 51.102; that notice of such hearing was given by publication in a newspaper of general circulation on July 16, 2020; and, to the best of his knowledge, belief, and understanding, such proceedings were in full compliance with all applicable state and federal laws, regulations, and other requirements.

Jason M. Maranche
Air Quality Engineer III
Allegheny County Health Department
Air Quality Program

Date 8/17/2020

4.5 Summary of Public Comments

The public comment period started on July 18, 2020 and ended on August 17, 2020, with a public hearing held on the final day of the comment period. There were no comments received.
CERTIFICATION of ADOPTION

To the best of my knowledge, information, and belief, I the undersigned hereby certify that the revision to the County’s Portion of the Pennsylvania State Implementation Plan for a Motor Vehicle Emissions Budget (MVEB) for the Allegheny County, PA nonattainment area for the 2012 National Ambient Air Quality Standards (NAAQS) for particulate matter 2.5 microns or less (PM$_{2.5}$) was adopted by the Allegheny County Board of Health on September 2, 2020, was duly and properly enacted as prescribed by the Local Health Administration Law and the Allegheny County Home Rule Charter, and as such, is fully and legally enforceable by the Allegheny County Health Department and the County of Allegheny as provided for by the within authority.

Jeffrey R. Bailey, Esq.
Assistant Solicitor
Allegheny County Health Department
References

ACHD, 2019. Revision to the Allegheny County Portion of the Pennsylvania State Implementation Plan. Attainment Demonstration for the Allegheny County, PA PM$_{2.5}$ Nonattainment Area, 2012 NAAQS. Allegheny County Health Department, Pittsburgh, PA. Sept. 12. (https://www.alleghenycounty.us/Health-Department/Programs/Air-Quality/Regulations-and-SIPs.aspx)


Allegheny County Health Department
Air Quality Program
301 39th Street, Building 7
Pittsburgh, PA 15201
412-687-ACHD
https://www.alleghenycounty.us/healthdepartment

Allegheny County Health Department
Dr. Debra Bogen, Director

Bureau of Environmental Health
James Kelly, Deputy Director

Air Quality Program
Jayme Graham, Manager
Dean DeLuca, Manager