

DAVIS-MONTHAN AFB
SIC CODE, MAJOR GROUP – ‘97’ NATIONAL SECURITY
AIR QUALITY OPERATING PERMIT 3006
TECHNICAL SUPPORT DOCUMENT (TSD)

I. GENERAL COMMENTS:

A. Company Information

1. Source Name: Davis-Monthan AFB, SIC Code, Major Group – ‘97’ – National Security
2. Source Address: 3775 S. 5th Street, Tucson, AZ 85707

B. Background

Davis-Monthan AFB (DMAFB) currently operates under 6 Class II/III air quality permits. It is considered a synthetic minor source of HAPs and a true minor for all other pollutants. The activities and operations covered by this permit fall under the following industrial classification:

- SIC Code, Major Group – ‘97’ National Security
- North American Industry Classification System (NAICS): 928120

This TSD was updated for the renewal of the previous 5-year permit. The existing permit was issued on March 31, 2017, and expired March 30, 2022. DMAFB continues to operate under the expired permit pursuant to Pima Count Code (PCC) 17.13.010J and submitted a timely renewal applications on July 9, 2021.

The allowable HAPs emissions apply base-wide to sources under the common control of DMAFB and have been divided among the permits with corresponding concomitant monitoring and reporting in each permit as summarized in the following table.

Allowable HAPs & Voluntary Limits, Tons Per Year	Stationary Source Air Permits
3.5	Permit #3000: DMAFB, Major Group – 42 – Special Warehousing and Storage
13.0	Permit #3001: DMAFB, Major Group – 45 – Transportation by Air
1.5	Permit #3002: DMAFB, Major Group – 49 – Electric, Gas, and Sanitary Services
1.5	Permit #3004: DMAFB, Major Group – 65 – Real Estate
1.5	Permit #3005: DMAFB, Major Group – 80 – Health Services
1.5	Permit #3006: DMAFB, Major Group – 97 – National Security
22.5 TPY Total ¹	Permit #'s 3000, 3001, 3002, 3004, 3005, 3006 ¹

¹ The HAPs emissions are limited fence-line to fence-line, in accordance with section 112 of the Act within the contiguous or adjacent areas under the common control of the DMAFB. In general, PDEQ considers individual military services including the National Guard, and the Department of Defense agencies not to be under common control, when taken collectively. National Guard units as well as Department of Defense agencies and their operations at DMAFB may be considered to be under separate control but are viewed as being under common control within each division. PDEQ also considers leased activities “or tenants” at DMAFB under separate control and therefore not regulated as part of DMAFB operations, whereas contract-for-service activities or contractor-operated activities are. Leased activities may be considered by PDEQ to be under common control when they also have a contract-for-service relationship (See Footnote on Page 2, Ref. EPA Guidance Document).

Permitting History

The Pima County Department of Environmental Quality (PDEQ) received a Title V permit application from DMAFB on May 9, 1995. Later, in April 1996 DMAFB submitted a significant revision to establish voluntary and federally enforceable emission limits on hazardous air pollutants (HAPs) to remain below major source levels under Section 112 of the Act and within the meaning in PCC 17.04.340.A.128.b. This was done in part to avoid federally applicable requirements in 40 CFR Part 63, Subpart GG – National Emission Standards for Aerospace Manufacturing and Rework Facilities. As a result, PDEQ issued Permit # 1701 to DMAFB in August of 1998 limiting the HAP emission to below major source levels and establishing DMAFB as a synthetic minor source of HAP.

Davis-Monthan AFB continued to operate under Permit #1701 until the permit was renewed in 2003. At that time DMAFB submitted applications and a strategy to divide the operations and activities into functionally distinct industrial SIC Code Groupings, on the basis of the definition of a major stationary source under 40 CFR §70.2 and EPA Guidance.² PDEQ subsequently issued 7 separate synthetic minor stationary source permits for criteria air pollutants in June 2004 (Permit #'s 3000 – 3006), while maintaining the existing synthetic minor HAPs permit (Permit # 1701). Permit # 3003 was later terminated on December 2005 as a result of the removal of a lone diesel generator covered under the permit.

On May 28, 2009, DMAFB submitted a Title V application for the renewal and combination of the Criteria and HAPs permits into one permit. DMAFB later withdrew the Title V application on April 2, 2015, and reapplied on October 16, 2015, for synthetic minor permits under the functionally distinct industrial SIC Code Groupings.

On July 9, 2021, PDEQ received an application to renew the current permit.

C. Attainment Classification

The DMAFB is located in an area that is in attainment for all pollutants.

II. SOURCE DESCRIPTION

A. Process Description

Davis-Monthan Air Force Base (DMAFB) is a key Air Combat Command (ACC) installation of the United States Air Force (USAF). The base is located approximately five miles south-southeast of downtown Tucson, Arizona. The 355th Fighter Wing (355 FW) is the host unit, providing medical, logistical, mission, and operational support to all assigned units. As the location of the USAF Materiel Command's 309th Aerospace Maintenance and Regeneration Group (AMARG), Davis-Monthan AFB is the aircraft boneyard for excess military and government aircraft. Davis-Monthan AFB is a large multi-faceted installation which is comparable in size and function to a small city. Specifically, the base has operations including, but not limited to: retail markets, hospital and dental clinics, public works, warehouse facilities, utilities, recreational facilities, an airfield, maintenance operations, and auto/wood hobby shops.

The activities and operations covered under this SIC Code Major group includes but is not limited to security related fuel storage and dispensing facilities and solvent degreasing/cleaning operations. This permit also provides specific monitoring and reporting for open burn fire training exercises and helicopter restricted visibility training activities that falls under this SIC Code Major group.

B. Operating Capacity and Schedule

The operating schedule at the facility is not limited and the equipment is permitted for operation 7/days/week, 24 hours a day, 365 days a year subject to the fuel limitations in the equipment list.

C. Air Pollution Control Equipment

Permitted gasoline storage tanks are equipped with submerged fill tubes and Stage I vapor recovery systems as applicable. Permitted solvent degreasing/cleaning units are equipped with lids or drain-back devices to prevent solvent evaporation when not in use.

² Reference: EPA Guidance Document: Major Source Determinations for Military Installations under the Air Toxics, New Source Review, and Title V Operating Permit Programs of the Clean Air Act", dated August 2, 1996

III. REGULATORY HISTORY

DMAFB is currently in compliance with all Pima County Code requirements.

IV. EMISSIONS ESTIMATES

DMAFB conducts activities and operations that have a potential to emit Hazardous Air Pollutants in excess of major source thresholds without voluntarily accepted emission limitations and operating restrictions in this and other permits to limit HAPs emissions to less than major source levels (< 22.5 tons/year).

Emission estimates for gasoline fuel storage and dispensing facilities were derived using standard emission factors and methods from AP-42 Compilation of Air Pollution Emission Factors – Volume 1: Stationary and Area Sources and/or factors in the Air Emissions Guide for Air Force Stationary Sources, October 2014. Estimates for miscellaneous chemical/materials issues are derived using mass balance methods. The PTE has been calculated using the permitted voluntary fuel throughput limitations and emission estimates provided in the application along with synthetic HAP emission limitations.

The permit also requires the Permittee to maintain additional records for miscellaneous chemical/materials issues for sources covered by this permit (SIC major group '97') by using a materials inventory system to track the mass of combined and individual HAP emitted from materials issues using mass balance methods.

The following table outlines DMAFB's potential to emit pollutants.

<i>Controlled¹ Facility-Wide Potential Emissions of Pollutants (tons/yr)</i>										
Conventional or Criteria Air Pollutant								NSPS	HAPs	
PM _{2.5}	PM ₁₀	PM	NO _x	VOC	CO	SO ₂	Lead ²	N/A	Total	Single
0.00	0.00	0.00	0.00	3.32	0.00	0.00	Negligible	N/A	< 1.5	< 0.09

¹ PTE is calculated on voluntary limitations on fuel throughput for loading and dispensing facilities and estimated annual evaporation losses from solvent degreasing units.

V. APPLICABLE REQUIREMENTS

40 CFR, Part 60 Standards of Performance for New Stationary Sources

Appendix A Test Methods

40 CFR, Part 63 National Emissions Standards for Hazardous Air Pollutants for Source Categories

Subpart A General Provisions

Subpart CCCCCC NESHAP for Gasoline Dispensing Facilities

Pima County Code Title 17, Chapter 17.11 – General Provisions for Permits

Article I – General Provisions

17.11.010 Statutory Authority.

17.11.020 Planning, Constructing, or Operating Without a Permit.

Article II – General Provisions for Stationary Source Permits

17.11.060 Permit Display or Posting.

17.11.070 Public records – Confidentiality.

17.11.090 Applicability – Classes of permits.

17.11.100 Permits for State Delegated Emission Sources.

17.11.110 Portable Sources.

17.11.120 Material permit condition.

17.11.150 Stack height limitation.

17.11.160 Test methods and procedures.

17.11.190 Permits containing synthetic emission limitations and standards.

17.11.210 Performance tests.

Pima County Code Title 17, Chapter 17.13 – Permits and Permit Revisions for Class II and III Permits

Article I –	General Provisions
17.13.010	Application processing procedures.
17.13.020	Permit contents.
17.13.070	Establishment of an emissions cap for Class II and Class III permits.
Article II –	Permit Revisions, Renewals and Transfers for Class II and III Permits
17.13.100	Facility changes that require a permit revision.
17.13.110	Procedures for certain changes that do not require a permit revision.
17.13.120	Administrative amendments for Class II and Class III permits.
17.13.130	Minor revisions.
17.13.140	Significant revisions.
17.13.150	Reopening, revocation, or termination.
Article III –	Emissions for Class II and Class III Sources
17.13.180	Annual Emissions inventory questionnaire.
17.13.190	Excess emissions reporting requirements.
Article IV - (Inclusive)	Public Participation for Class II and III permits
Article V –	Fees for Class II and Class III Sources
17.13.230	General Provisions.
17.13.240	Fees related to Class II and Class III permits.

Pima County Code Title 17, Chapter 17.14 – Activity Permits

Article I –	General Provisions
17.14.040	Fugitive Dust Activity Permits.
17.14.060	Asbestos NESHAP activity permits.
17.14.080	Open burning permits.

Pima County Code Title 17, Chapter 17.16 – Emission Limiting Standards

Article I –	General Provisions
17.16.010	Local rules and standards; Applicability of more than one standard
17.16.020	Noncompliance with applicable standards
17.16.030	Odor limiting standards
Article II – Visible Emission Standards	
17.16.040	Standards and applicability (includes NESHAP)
17.16.050	Visibility limiting standard
Article III –	Emissions from Existing and Nonpoint Sources (Inclusive, except 17.16.060)
Article IV –	New and Existing Stationary Source Performance Standards
17.16.130	Applicability
17.16.230	Standards of performance for storage vessels of petroleum liquids
17.16.400	Organic solvents and other organic materials
17.16.430	Standards of performance for unclassified sources
Article V –	Emissions from New and Existing Portable Sources (Inclusive)
Article VII –	National Emission Standards for Hazardous Air Pollutants
17.16.530.B.1	NESHAP – Subpart A – General Provisions
17.16.530.B.110	NESHAP – Subpart CCCCC – Gasoline Dispensing Facilities

Pima County Code Title 17, Chapter 17.20 – Emissions Source Testing and Monitoring

Article I –	General Provisions
17.20.010	Source sampling, monitoring, and testing

Article II – Concealment of Emissions
17.20.040 Concealment of emissions

Article III – Compliance Inspections
17.20.050 Compliance Inspections

Pima County Code Title 17, Chapter 17.24 – Emissions Source Recordkeeping and Reporting

Article I – Availability of Information
17.24.010 Confidentiality of trade secrets, sales data, and proprietary information

Article II – Recordkeeping Requirements
17.24.020 Recordkeeping for compliance determination

Article III – Reporting Requirements
17.24.050 Reporting as a permit requirement
17.24.060 Reporting for emission inventories

Article IV – Penalty for noncompliance (inclusive)

Pima County Code Title 17, Chapter 17.28 – Violations and Conditional Orders

Article I – Violations (inclusive)
Article II – Conditional Orders (inclusive)
Article III – Circumvention (inclusive)

VI. REQUIREMENTS SPECIFICALLY IDENTIFIED AS NON-APPLICABLE

In accordance with PCC 17.04.340.A.(114) PDEQ has determined that the emissions from the woodworking shop particulate handling systems which falls under SIC Code Major Group 65 are insignificant activities and not otherwise subject to any applicable requirements.

VII. PERMIT CHANGES and APPLICABILITY DETERMINATIONS

A. Permit and Permit Summary:

The Specific Conditions have been organized into permit sections specific to the equipment and emission source categories at the facility. Some conditions in the previous permit may no longer apply or not be included. Conditions to voluntarily limit the emissions of HAPs from sources covered by this permit have been incorporated. Monitoring and recordkeeping for portable sources that may become stationary sources, miscellaneous chemicals/materials usage, fuel throughputs, gasoline dispensing facilities, degreasing units, and fugitive dust emissions has sources that may become stationary sources has also been provided in the permit.

B. General Applicability (Section 1):

This Section of the permit incorporates provisions relating the statutory authority, permit classification, and provides a summary of the permitted facility sources and the organization of the permit sections.

C. Permit-Wide Operations (Section 2):

This Section incorporates permit-wide provisions applicable to all sources covered under this permit and is used to streamline provisions applicable to the specific sources in other Sections of the permit. The facility-wide provisions include the following: voluntary emission limitations, general control standards, materials handling standards, odor limiting standard, opacity limit, visibility limiting standard, disposition of portable sources, miscellaneous chemical/materials use, and requirements to obtain activity permits. This Section also includes the permit-wide provisions for monitoring, recordkeeping, reporting requirements, facility changes, and testing requirements as well as specific monitoring for miscellaneous chemical/materials usage and special annual reporting.

Note: Restricted Visibility Training for helicopter pilots is an occasional operation at DMAFB that falls under this SIC Code Major Group. DMAFB has affirmed in the application that the base will minimize dust emissions from leaving base property lines when conducting Restricted Visibility Training exercises. For the purpose of Title 17 and this permit, fugitive dust activity permits in accordance with Condition 13.c shall not be required for any such scheduled restricted visibility training exercises.

D. Fuel Storage and Dispensing Facilities (Section 3):

This Section incorporates voluntary throughput limits on the amount of fuels loaded, and dispensed from covered loading and dispensing facilities covered by the permit and includes specific local, and federal monitoring and reporting requirements.

E. Solvent Degreasing/Cleaning Operations (Section 4):

This Section incorporates emission standards and monitoring requirements for solvent degreasing/cleaning operations.

F. Specific Applicability Provisions (Section 5):

This Section of the permit includes specific conditions on the applicability of the permitted facility sources to local and federally applicable rules and relates the specific applicability of equipment and operations to source categories in each Section of the permit.

VII. Periodic Monitoring

This is a Class II permit and as such does not include Class I periodic semi-annual reports of required monitoring or compliance certification reports. The permit does require the submittal of a special annual report due by the mandatory submittal of a semiannual summary report of required monitoring or an annual compliance certification to the Control Officer. The permit requires the facility to maintain the required periodic monitoring records and or other support information on site.

VIII. Control Technology Determination

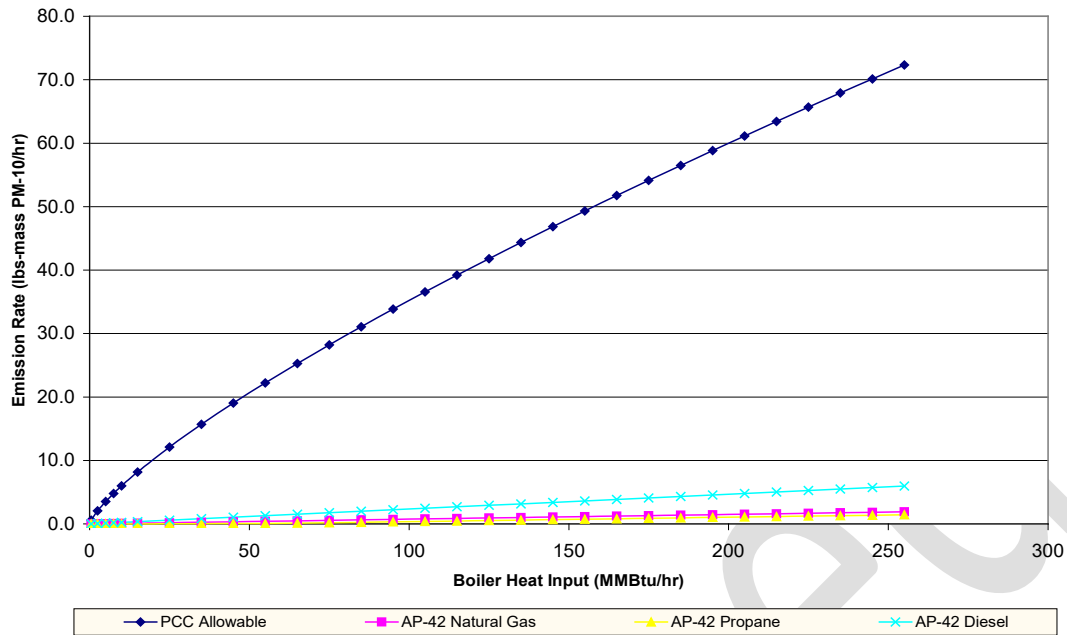
No control technologies needed to be determined; the source is not subject to RACT, BACT or LAER.

IX. Exclusion of PCC Particulate Matter Discharge Rate Standards

The applicable PCC rules for the maximum particulate discharge rates are not normally included for Class II area source permits as explained below.

- For particulate matter sources, the calculated maximum particulate matter discharge rate, as provided in Title 17, yields maximum rates that far exceed the emissions expected from most typical area sources. For example, a 200 ton/hour process source, which is typical for an average construction aggregate, screening operation, would be limited to a maximum particulate matter discharge rate of 40.4 lbs/hour or 177 tons/year. This limit far exceeds estimated emissions from typical sources using EPA AP-42 emission factors and the source is far more likely to exceed opacity and visibility limiting standards well before reaching this limit.
- With regard to fuel burning equipment, PCC 17.16.165.C limits the emissions of particulate matter from commercial and industrial fossil-fuel fired equipment (including but not limited to boilers). This limit is not normally included in permits because allowable emissions are consistently over an entire order of magnitude higher than EPA AP-42 estimated potential emissions. The chart below, illustrates the point.

Comparison of Emissions of PM-10 for Boilers: PCC Allowable vs AP-42 Estimated



Comparative Chart of Allowable Particulate Emissions Under Pima County Code, Title 17, and Estimated Potential Emissions based on EPA AP-42 Estimates for External Combustion Sources. Allowable emissions are consistently over ten times estimated potential emissions. Therefore, it is not necessary to include the standard in the permit explicitly, but by reference in Attachment 1.

X. Exclusion of PCC Sulfur Dioxide Emission Standards

Compliance with the fuel sulfur limitation requirements in the permit shall ensure compliance with the Sulfur Dioxide Standards of PCC 17.16.165.E and 17.16.340.F; which limit the emission of SO₂ to 1.0 pound per million BTU of heat input when burning low sulfur fuel. The definition of low sulfur fuel (PCC 17.04.340.A. “Low Sulfur Fuel”) is fuel oil containing less than 0.9 percent sulfur by weight. “High Sulfur Fuel” is defined as fuel oil containing 0.9% wt. or more Sulfur. In accordance with EPA AP-42 Appendix A, page A-5, the heating value of diesel fuel is estimated at 137,000 BTU per gallon. Thus, 1 million BTU of heat input is equivalent to 7.3 gallons of diesel. At 7.05 lbs per gallon, 51.47 lbs of diesel will produce 1 million BTU. At 0.9% S, 51.47 lbs of diesel contains 0.46 lbs of sulfur. Combined with Oxygen to form SO₂, and assuming 100% of the sulfur in the fuel forms SO₂, this would yield 0.92 lb SO₂ per 1MMBtu. Thus, low sulfur fuel oil will produce 0.92 lbs of SO₂ per million BTU of heat input. This is roughly 8% less than the prescribed 1.0 pound SO₂ per million BTU limit.

An excess emissions report is required to be submitted to the control officer should the fuel oils fired in fuel burning equipment, to include non-NSPS / non-NESHAP rotating machinery, contain 0.9% wt. Sulfur or greater since the permit explicitly prohibits the use of high sulfur oil by the Permittee.

Natural gas (and LPG), Gasoline, Jet Fuel, No. 1 and 2 Distillate Fuel Oil, and Diesel delivered to Pima County consistently show sulfur levels below this limit as shown in fuel supplier certifications which verify the sulfur content of the fuel fired. The equipment specific sulfur content limitations in the permit and the prohibition to use high sulfur oil allow for the omission of PCC 17.16.165.E and PCC 17.16.340.F. These rules are incorporated by reference in Attachment 1 of the permit.