



Navajo Nation Environmental Protection Agency
Navajo Nation Operating Permit Program

Western Refining Terminals, LLC.
Wingate Facility

Permit No: NN OP 24-011

2024



DR. BUU NYGREN *PRESIDENT*
RICHELLE MONTOYA *VICE PRESIDENT*

The Navajo Nation | Yideeskáꞩi Nitsáhákees

Navajo Nation Environmental Protection Agency –Air Quality Control/Operating Permit Program

Post Office Box 529, Fort Defiance, AZ 86504 • Bldg. #2837 Route 112

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TITLE V PERMIT TO OPERATE

<u>PERMIT #:</u> NN OP 24-011	<u>FACILITY NAME:</u> WESTERN REFINING TERMINALS, LLC - WINGATE FACILITY	<u>LOCATION:</u> GALLUP	<u>COUNTY:</u> MCKINLEY	<u>STATE:</u> NM
<u>ISSUE DATE:</u> 2/28/2024	<u>EXPIRATION DATE:</u> 2/28/2029	<u>AFS PLANT ID:</u> 35-031-84232	<u>PERMITTING AUTHORITY:</u> NNEPA	

ACTION/STATUS: PART 71 OPERATING PERMIT

John Moore, Vice President
 Western Refining Terminals, LLC
 212 N. Clark Street
 El Paso, TX -79905-

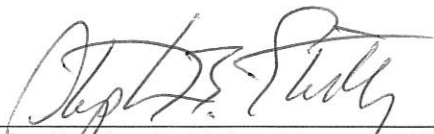
Re: Issuance of Title V Operating Permit to Western Refining Terminals, LLC – Wingate Facility

Mr. Moore,

This permit is being issued and administered by the Navajo Nation Environmental Protection Agency (“NNEPA”) pursuant to the Delegation Agreement between the United States Environmental Protection Agency (“USEPA” or “EPA”) Region IX and NNEPA, dated October 15, 2004. In accordance with the provisions of Title V of the Clean Air Act, 40 CFR Part 71, Navajo Nation Operating Permit Regulations (“NNOPR”), and all other applicable rules and regulations, the permittee, Western Refining Terminals, LLC – Wingate Facility, is authorized to operate air emission units and to conduct other air pollutant emitting activities in accordance with the permit conditions listed in this permit.

Terms and conditions not otherwise defined in this permit have the same meaning as assigned to them in the referenced regulation. With the exception of Condition IV(A), which is enforceable by NNEPA only, all terms and conditions of this permit are enforceable by NNEPA and USEPA, as well as by citizens under either or both the Navajo Nation Clean Air Act and the Federal Clean Air Act as applicable. If all proposed control measures and/or equipment are not installed and/or properly operated and maintained, the permittee will be considered in violation of the permit.

This permit is valid for a period of five (5) years and shall expire at midnight on the date five (5) years after the date of issuance unless a timely and complete renewal application has been submitted at least six (6) months but not more than eighteen (18) months prior to the date of expiration. The permit number cited above should be referenced in future correspondence regarding this facility.



 Stephen B. Etsitty, Executive Director
 Navajo Nation Environmental Protection Agency



DR. BUU NYGREN *PRESIDENT*
RICHELLE MONTOYA *VICE PRESIDENT*

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Matthew Lakin, Director
Air & Radiation Division (Air-3)
US EPA Region IX
75 Hawthorne Street
San Francisco, CA 94105

Subject: Final Title V Permit for Western Refining Terminals, LLC – Wingate Facility

Dear Mr. Lakin,

Enclosed is a copy of the Final Permit, Statement of Basis and supporting documents Western Refining Terminals, LLC – Wingate Facility, located at Section 16, Township 15-N, Range 17-W, 6 miles East of Gallup, New Mexico on the Navajo Nation. The Navajo Nation Environmental Protection Agency (“NNEPA”) issues this permit in accordance with the provisions of Title V of the Clean Air Act, 40 CFR Part 71, the Navajo Nation Operating Permit Regulations (“NNOPR”), the 2014 Delegation Agreement between the United States Environmental Protection Agency (“USEPA”) Region IX and NNEPA, and all other applicable rules and regulations. The Permittee, Western Refining Terminals, LLC – Wingate Facility, is authorized to operate air emission units and to conduct other air pollutant-emitting activities in accordance with the permit conditions listed in this permit.

NNEPA had published Western Refining Terminals, LLC – Wingate Facility’s draft permit public noticed in the Navajo Times, Window Rock, AZ on November 16, 2023; the Gallup Sun, Gallup, NM on November 17, 2023 and the Gallup Independent, Gallup, NM on November 20, 2023. NNEPA also sent out Affected State, Local, and Tribal letters to the Arizona Department of Environmental Quality, New Mexico Environment Department – Air Quality Bureau, Utah Department of Environmental Quality, Southern Ute Indian Tribe, Ute Mountain Ute Indian Tribe, Hopi Tribe Department of Natural Resources, and the Colorado Department of Public Health and Environment.

The initial public comment period began on November 17, 2023 and ended on December 20, 2023. On December 7, 2023, NNEPA conducted an informational session (public workshop) on the draft permit renewal and the submission of public comments at the Church Rock Chapter House in Church Rock, NM. No public hearing was requested from the community and no public comments were received. NNEPA has provided responses to one (1) comment received from USEPA. The response to comments is included in the final permit.

The final permit and the supporting documents are also available on the NNEPA Operating Permit Program website at <http://www.navajoepa.org>

If you have any questions or comments regarding this action, please contact Natasha Yazzie at 928-729-4248 or nyazzie1@navajo-nsn.gov.



Stephen B. Etsitty, Executive Director
Navajo Nation Environmental Protection Agency

CC: Noelle Mushro, US EPA Region IX

Title V
Operating
Permit



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TITLE V PERMIT TO OPERATE

<u>PERMIT #:</u> NN OP 24-011	<u>FACILITY NAME:</u> Western Refining Terminals, LLC. Wingate Facility	<u>LOCATION:</u> Gallup	<u>COUNTY:</u> McKinley	<u>STATE:</u> NM
<u>ISSUE DATE:</u> 02/28/2024	<u>EXPIRATION DATE:</u> 02/28/2029	<u>AFS PLANT ID:</u> 35-031-84232	<u>PERMITTING AUTHORITY:</u> NNEPA	

ACTION/STATUS: PART 71 OPERATING PERMIT

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Abbreviations and Acronyms

AR	Acid Rain
ARP	Acid Rain Program
CAA	Clean Air Act [42 U.S.C. Section 7401 et seq.]
CAM	Compliance Assurance Monitoring
CEMS	Continuous Emission Monitoring System
CFR	Code of Federal Regulations
EIP	Economic Incentives Program
E/U	Emission Unit
gal	gallon
gr	grains
HAP	Hazardous Air Pollutant
hp	horsepower
hr	hour
Id. No.	Identification Number
ISO	International Standards Organization
kg	kilogram
lb	pound
MACT	Maximum Achievable Control Technology
Mg	mega gram
MMBtu	million British Thermal Units
mo	month
MVAC	Motor Vehicle Air Conditioner
NESHAP	National Emission Standards for Hazardous Air Pollutants
NNEPA	Navajo Nation Environmental Protection Agency
NNOPR	Navajo Nation Operating Permit Regulations
NNADCR	Navajo Nation Acid Deposition Control Regulations
NO _x	Nitrogen Oxides
NSPS	New Source Performance Standards
NSR	New Source Review
PM	Particulate Matter
PM10	Particulate Matter less than 10 microns in diameter
PM2.5	Particulate Matter less than 2.5 microns in diameter
ppm	parts per million
PSD	Prevention of Significant Deterioration
PTE	Potential to Emit
psia	pounds per square inch absolute
RMP	Risk Management Plan
SNAP	Significant New Alternatives Program
scf	standard cubic foot
SO ₂	Sulfur Dioxide
TPY	tons per year
TPH	tons per hour
TSP	Total Suspended Particulate
US EPA	United States Environmental Protection Agency
VOC	Volatile Organic Compounds

I. Source Identification

- Parent Company Name: Western Refining Terminals, LLC.
- Parent Company Address: 92 Giant Crossing Road,
Gallup NM 87301
- Plant Operator: Western Refining Terminals, LLC.
- Plant Operator Address: 92 Giant Crossing Road,
Gallup NM 87301
- Plant Name: Western Refining Wingate Facility
- Plant Location: Section 16, Township 15N, Range 17W
6 miles East of Gallup, New Mexico
- County: McKinley, New Mexico
- US EPA Region: IX
- Reservation: Navajo Nation
- Company Contact: John Moore Phone: (505) 722-0205
- Alternative Company Contact: Brain Valenzuela Phone: (505) 726-9743
- Responsible Official: Travis D. Beltz Phone: (505) 722-0202
- Alternative Responsible Official: John Moore Phone: (915) 775-3454
- US EPA Contact: Noelle Mushro Phone: (415) 972-3987
- Tribal Contact: Natasha Yazzie Phone: (928) 729-4248
Suresh Chaudhary Phone: (928) 729-4249
- SIC Code: 5171
- AFS Plant Id. No.: 35-031-84232
- Description of Process: The Wingate facility is a crude oil transloading and storage facility. The facility operates as authorized by NSR and Title V permits issued by New Mexico Environment Department. The only emission source associated with facility that is located on the Navajo Nation is a candlestick flare; therefore, this permit only applies to that flare.

• Significant Emission Units:

Emission Unit Id. No.	Unit Description	Nominal Capacity	Commenced Construction/ Installation Date	Associated Control Equipment
17	Candlestick flare, Secondary control equipment	63.6 Mscf/hr 25 MMscf/yr (including safety factor)	10/23/72	N/A

II. Requirements for Specific Units

II.A. NSPS General Provisions

The following requirements apply to the operation, maintenance, and testing of the candlestick flare, Unit ID No. 17, in accordance with 40 CFR § 60, Subparts A (“General Provisions”), RRR (Standards of Performance for Volatile Organic Compound (VOC) Emissions From Synthetic Organic Chemical Manufacturing Industry (SOCMI) Reactor Processes), NNN (Standards of Performance for VOC Emissions From Synthetic Organic Chemical Manufacturing Industry (SOCMI) Distillation Operations), and KKK (Standards of Performance for Equipment Leaks of VOC from Onshore Natural Gas Processing Plants):

1. All requests, reports, applications, submittals, and other communications to the Executive Director (NNEPA) pursuant to 40 CFR § 60 shall be submitted in duplicate to the US EPA Region IX office at the address listed in Condition IV.E [40 CFR § 60.4(a)]
2. The permittee shall maintain records of the occurrence and duration of any startup, shutdown, or malfunction in the operation of Western Refining Wingate Facility; any malfunction of the air pollution control equipment; or any periods during which a continuous monitoring system or monitoring device is inoperative. [40 CFR §60.7(b)]
3. The availability to the public of information provided to, or otherwise obtained by, the US EPA Administrator under this permit shall be governed by 40 CFR Part 2 (information submitted voluntarily to the Administrator for the purposes of compliance with 40 CFR §§ 60.5 and 60.6 is governed by 40 CFR §§ 2.201 through § 2.213 and not by 40 CFR § 2.301). [40 CFR § 60.9]
4. Compliance with the standards in 40 CFR Part 60 and Conditions II.B and II.C shall be determined in accordance with the performance tests established by 40 CFR § 60.8, unless otherwise specified in the applicable standard. [40 CFR § 60.11(a)]

5. At all times, including periods of startup, shutdown, and malfunction, the permittee shall, to the extent practicable, maintain and operate Western Refining Wingate Facility, including associated air pollution control equipment, in a manner consistent with good air pollution control practice for minimizing emissions. Determination of whether acceptable operating and maintenance procedures are being used will be based on information available to the Administrator which may include, but is not limited to, monitoring results, opacity observations, review of operating and maintenance procedures, and inspection of the source. [40 CFR §60.11(d)]
6. For the purpose of submitting compliance certifications or establishing whether or not a person has violated or is in violation of any standard in 40 CFR § 60, nothing shall preclude the use, including the exclusive use, of any credible evidence or information, relevant to whether a source would have been in compliance with applicable requirements if the appropriate performance or compliance test or procedure had been performed. [40 CFR § 60.11(g)]
7. The permittee shall not build, erect, install, or use any article, machine, equipment or process, the use of which conceals an emission which would otherwise constitute a violation of an applicable standard. Such concealment includes, but is not limited to, the use of gaseous diluents to achieve compliance with an opacity standard or with a standard which is based on the concentration of a pollutant in the gases discharged to the atmosphere. [40 CFR § 60.12]
8. With respect to applicable NSPS provisions under 40 CFR § 60, the permittee shall comply with the “General notification and reporting requirements” found in 40 CFR § 60.19. [40 CFR § 60.19]
9. The permittee shall provide to NNEPA and US EPA Region IX written notification or, if acceptable to NNEPA, US EPA Region IX and the permittee, electronic notification of any reconstruction of Western Refining Wingate Facility, or any physical or operational change to Western Refining Wingate Facility which may increase the emission rate of any air pollutant to which a standard applies, unless that change is specifically exempted under this permit or in 40 CFR § 60.14(e), in accordance with 40 CFR § 60.7. [40 CFR § 60.7(a)]

II.B. NSPS General Control Device Requirements

The Permittee shall comply with the following requirements for the candlestick flare (EU 17) in accordance with 40 CFR § 60.18 and Condition II.C of this permit

- (a) (1) Flares shall be designed for and operated with no visible emissions as determined by the methods specified in paragraph (d), except for periods not to exceed a total of 5 minutes during any 2 consecutive hours

- (2) Flares shall be operated with a flame present at all times, as determined by the methods specified in paragraph (d).
- (3) An owner/operator has the choice of adhering to either the heat content specifications in paragraph (a)(3)(ii) of this section and the maximum tip velocity specifications in paragraph (a)(4) of this section, or adhering to the requirements in paragraph (a)(3)(i) of this section.

(i)(A) Flares shall be used that have a diameter of 3 inches or greater, are nonassisted, have a hydrogen content of 8.0 percent (by volume), or greater, and are designed for and operated with an exit velocity less than 37.2 m/sec (122 ft/sec) and less than the velocity, V_{max} , as determined by the following equation:

$$V_{max} = (X_{H2} - K_1) * K_2$$

Where:

V_{max} = Maximum permitted velocity, m/sec.

K_1 = Constant, 6.0 volume-percent hydrogen.

K_2 = Constant, 3.9(m/sec)/volume-percent hydrogen.

X_{H2} = The volume-percent of hydrogen, on a wet basis, as calculated by using the American Society for Testing and Materials (ASTM) Method D1946-77. (Incorporated by reference as specified in §60.17).

- (B) The actual exit velocity of a flare shall be determined by the method specified in paragraph (d)(4) of this section.
- (ii) Flares shall be used only with the net heating value of the gas being combusted being 11.2 MJ/scm (300 Btu/scf) or greater if the flare is steam-assisted or air-assisted; or with the net heating value of the gas being combusted being 7.45 MJ/scm (200 Btu/scf) or greater if the flare is nonassisted. The net heating value of the gas being combusted shall be determined by the methods specified in paragraph (d)(3) of this section.
- (4)(i) Steam-assisted and nonassisted flares shall be designed for and operated with an exit velocity, as determined by the methods specified in paragraph (d)(4) of this section, less than 18.3 m/sec (60 ft/sec), except as provided in paragraphs (a)(4) (ii) and (iii) of this section.
- (ii) Steam-assisted and nonassisted flares designed for and operated with an exit velocity, as determined by the methods specified in paragraph (d)(4), equal to or greater than 18.3 m/sec (60 ft/sec) but less than 122 m/sec (400 ft/sec) are allowed if the net heating value of the gas being combusted is greater than 37.3 MJ/scm (1,000 Btu/scf).
- (iii) Steam-assisted and nonassisted flares designed for and operated with an exit velocity, as determined by the methods specified in paragraph (d)(4), less than the velocity, V_{max} , as determined by the method specified in paragraph (d)(5), and less than 122 m/sec (400 ft/sec) are allowed.

- (5) Air-assisted flares shall be designed and operated with an exit velocity less than the velocity, V_{max} , as determined by the method specified in paragraph (d)(6).
- (6) Flares used to comply with this section shall be steam-assisted, air-assisted, or nonassisted.
- (b) Owners or operators of flares used to comply with the provisions of this subpart shall monitor these control devices to ensure that they are operated and maintained in conformance with their designs. Applicable subparts will provide provisions stating how owners or operators of flares shall monitor these control devices.
- (c) Flares used to comply with provisions of this subpart shall be operated at all times when emissions may be vented to them.
- (d)(1) Method 22 of appendix A to this part shall be used to determine the compliance of flares with the visible emission provisions of this subpart. The observation period is 2 hours and shall be used according to Method 22.
- (2) The presence of a flare pilot flame shall be monitored using a thermocouple or any other equivalent device to detect the presence of a flame.
- (3) The net heating value of the gas being combusted in a flare shall be calculated using the following equation:

$$H_T = K \sum_{i=1}^n C_i H_i$$

Where:

H_T = Net heating value of the sample, MJ/scm; where the net enthalpy per mole of off gas is based on combustion at 25 °C and 760 mm Hg, but the standard temperature for determining the volume corresponding to one mole is 20 °C;

$$K = \text{Constant, } 1.740 \times 10^{-7} \left(\frac{1}{\text{ppm}} \right) \left(\frac{\text{g mole}}{\text{scm}} \right) \left(\frac{\text{MJ}}{\text{kcal}} \right)$$

where the standard temperature for $\left(\frac{\text{g mole}}{\text{scm}} \right)$ is 20°C;

C_i = Concentration of sample component i in ppm on a wet basis, as measured for organics by Reference Method 18 and measured for hydrogen and carbon monoxide by ASTM D1946–77 or 90 (Reapproved 1994) (Incorporated by reference as specified in §60.17); and

H_i = Net heat of combustion of sample component i , kcal/g mole at 25 °C and 760 mm Hg. The heats of combustion may be determined using ASTM D2382–76 or 88 or D4809–95 (incorporated by reference as specified in §60.17) if published values are not available or cannot be calculated.

- (4) The actual exit velocity of a flare shall be determined by dividing the volumetric flowrate (in units of standard temperature and pressure), as determined by Reference Methods 2, 2A, 2C, or 2D as appropriate; by the unobstructed (free) cross sectional area of the flare tip.
- (5) The maximum permitted velocity, V_{max} , for flares complying with paragraph (a)(4)(iii) shall be determined by the following equation.

$$\text{Log}_{10} (V_{\text{max}}) = (H_{\text{T}}+28.8)/31.7$$

V_{max} = Maximum permitted velocity, m/sec

28.8 = Constant

31.7 = Constant

H_{T} = The net heating value as determined in paragraph (d)(3).

- (6) The maximum permitted velocity, V_{max} , for air-assisted flares shall be determined by the following equation.

$$V_{\text{max}} = 8.706+0.7084 (H_{\text{T}})$$

V_{max} = Maximum permitted velocity, m/sec

8.706 = Constant

0.7084 = Constant

H_{T} = The net heating value as determined in paragraph (d)(3).

II.C. NSPS Requirements (Unit ID No. 17 only)

A. 40 CFR Part 60, Subpart NNN

The Permittee shall comply with the following provisions of 40 CFR Part 60, Subpart NNN, included as Appendix A of this permit, and 40 CFR §60.18 as specified at Condition II.B of the permit, when using the candlestick flare (EU 17) to comply with Subpart NNN for the vapor recovery unit (Unit 11), Mega train (“B”) Depropanizer Distillation Unit and the Butamer De isobutanizer reactors regulated under New Mexico Environment Department Operating Permit *et seq.*:

- (1) 40 CFR §60.660 (Applicability and designation of affected facility)
- (2) 40 CFR §60.661 (Definitions)
- (3) 40 CFR §60.662(b) (Standards)
- (4) 40 CFR §60.663(b) Monitoring of emissions and operations)
- (5) 40 CFR §60.664(a),(d) and (e) (Test methods and procedures)
- (6) 40 CFR §60.665(b)(3),(f), and (l)(4) (Reporting and recordkeeping requirements)
- (7) 40 CFR §60.666 (Reconstruction)
- (8) 40 CFR §60.667 (Chemicals affected by subpart NNN)

B. 40 CFR Part 60, Subpart RRR

The Permittee shall comply with the following provisions of 40 CFR Part 60, Subpart RRR, included as Appendix B of this permit, and 40 CFR §60.18 as specified at Condition II.B of the permit, when using the candlestick flare (EU 17) to comply with Subpart RRR for the vapor recovery unit (Unit 11), isobutanizer reactors regulated under New Mexico Environment Department Operating Permit *et seq.*:

- (1) 40 CFR §60.700 (Applicability and designation of affected facility)
- (2) 40 CFR §60.701 (Definitions)
- (3) 40 CFR §60.702(b) (Standards)
- (4) 40 CFR §60.703(b) (Monitoring of emissions and operations)
- (5) 40 CFR §60.704(a),(c) and (d) (Test methods and procedures)
- (6) 40 CFR §60.705(b)(3),(d),(e),(1)(3),(1)(7), and (s) (Reporting and recordkeeping requirements)
- (7) 40 CFR §60.706 (Reconstruction)
- (8) 40 CFR §60.707 (Chemicals affected by subpart RRR)

C. 40 CFR Part 60, Subpart KKK

The Permittee shall comply with the following provisions of 40 CFR Part 60, Subpart KKK, included as Appendix C of this permit, and 40 CFR §60.18 as specified at Condition II.B of the permit, when using the candlestick flare (EU 17) to comply with Subpart KKK for the vapor recovery unit (Unit 11), the truck rack loading system (Unit 16), and the butamer unit (Unit 18) regulated under New Mexico Environment Department Operating Permit *et seq.*:

- (1) 40 CFR §60.633(g) (Exceptions)

II.D. Monitoring and Testing Requirements [40 CFR § 71.6(a)(3)(i)(B) & (C);71.6(a)(3)(ii); 71.6 (c)(1)]

- A. At least once per calendar year, the Permittee shall conduct a performance test utilizing Method 22 (Smoke Emissions From Flares) in order to determine compliance with Condition II.B(a)(1) when the equipment associated with Conditions II.C.A, II.C.B or II.C.C are venting gas to the flare. The observer must be knowledgeable with respect to the general procedures for determining the presence of visible emissions. At a minimum, the observer must be trained and knowledgeable regarding the effects of background contrast, ambient lighting, observer position relative to lighting, wind, and the presence of uncombined water (condensing water vapor) on the visibility of emissions. Smoke emissions are defined as a pollutant generated by combustion in a flare and occurring immediately downstream of the flame. Smoke occurring within the flame, but not downstream of the flame, is not considered a smoke emission. The observation period shall be 2 hours.
- B. For each Method 22 observation, the observer shall record and maintain records of the following:
 - (1) the date and time of the observation and the name of the observer;
 - (2) the unit ID number;
 - (3) whether or not the emission unit(s) were operating;

- (4) statement of whether visible emissions were detected, and if so, whether they were observed continuously or intermittently; and
 - (5) the results of the Method 22 observation.
- C. The Permittee shall retain records of such compliance testing and present such records upon request.
- D. In order to demonstrate compliance with Condition II.B.(a)(2), the Permittee shall monitor the continuous presence of a flame using the method outlined in Condition II.B(d)(2).

II.E. Compliance Schedule [40 CFR §§ 71.5(c)(8)(iii), 71.6(c)(3)]

1. For applicable requirements with which Western Refining Wingate Facility is in compliance, Western Refining Wingate Facility will continue to comply with such requirements.
2. For applicable requirements that will become effective during the permit term, Western Refining Wingate Facility shall meet such requirements on a timely basis.
3. For purposes of this permit, “applicable requirement” means all of the following as they apply to emissions units in a Part 71 source (including requirements that have been promulgated or approved by US EPA through rulemaking at the time of issuance but have future compliance dates) [40 CFR § 71.2] :
 - a. Any standard or other requirement provided for in the applicable implementation plan approved or promulgated by US EPA through a rulemaking under Title I of the Clean Air Act (“CAA”) that implements the relevant requirements of the CAA, including any revisions to that plan promulgated in 40 CFR Part 52;
 - b. Any term or condition of any preconstruction permits issued pursuant to regulations approved or promulgated through rulemaking under Title I, including Parts C or D, of the CAA;
 - c. Any standard or other requirement under Section 111 of the CAA, including Section 111(d);
 - d. Any standard or other requirement under section 112 of the CAA, including any requirement concerning accident prevention under Section 112(r)(7) of the CAA;
 - e. Any standard or other requirement of the acid rain program under Title IV of the CAA or 40 CFR Parts 72 through 78;

- f. Any requirements established pursuant to Section 114(a)(3) or 504(b) of the CAA;
- g. Any standard or other requirement under Section 126(a)(1) and (c) of the CAA;
- h. Any standard or other requirement governing solid waste incineration under Section 129 of the CAA;
- i. Any standard or other requirement for consumer and commercial products under Section 183(e) of the CAA;
- j. Any standard or other requirement for tank vessels under Section 183(f) of the CAA;
- k. Any standard or other requirement of the program to control air pollution from outer continental shelf sources under Section 328 of the CAA;
- l. Any standard or other requirement of the regulations promulgated at 40 CFR Part 82 to protect stratospheric ozone under Title VI of the CAA, unless the EPA Administrator has determined that such requirements need not be contained in a Title V permit; and
- m. Any national ambient air quality standard or increment or visibility requirement under Part C of Title I of the CAA, but only as it would apply to temporary sources permitted pursuant to Section 504(e) of the CAA.

II.F. Operational Flexibility [40 CFR § 71.6(a)(13)(i)] [NNOPR § 404(A)] [The NNOPR provision is enforceable by NNEPA only.]

- 1. The permittee is allowed to make a limited class of changes under CAA §502(b)(10) within Western Refining Wingate Facility that contravene the specific terms of this permit, without applying for a permit revision, provided the changes do not exceed the emissions allowable under this permit (whether expressed therein as a rate of emissions or in terms of total emissions) and are not Title I modifications. This class of changes does not include:
 - a. Changes that would violate any applicable requirements; or
 - b. Changes that would contravene federally enforceable permit terms and conditions that are monitoring (including test methods), recordkeeping, reporting, or compliance certification requirements. [40 CFR § 71.2] [NNOPR § 102(54)]
- 2. The permittee is required to notify NNEPA and US EPA Region IX at least seven

days in advance of any change made under this provision. The notice must describe the change, when the change will occur, any change in emissions, and identify any permit terms or conditions made inapplicable as a result of the change. The permittee shall attach each notice to its copy of this permit.

3. Any permit shield provided in this permit does not apply to changes made under this provision.

III. Facility-Wide or Generic Permit Requirements

Conditions in this section of the permit apply to all emissions units located at the facility.

III.A. Recordkeeping Requirements [40 CFR §§ 40 CFR 60.7(f), 71.6(a)(3)(ii)] [40 CFR § 60.7(f)] [NNOPR § 302(F)] [The NNOPR provision is enforceable by NNEPA only.]

In addition to the unit-specific recordkeeping requirements derived from the applicable requirements for each individual unit and contained in Section II, the permittee shall comply with the following generally applicable recordkeeping requirements:

1. The permittee shall keep records of required monitoring information that include the following:
 - a. The date, place, and time of sampling or measurements;
 - b. The date(s) analyses were performed;
 - c. The company or entity that performed the analyses;
 - d. The analytical techniques or methods used;
 - e. The results of such analyses; and
 - f. The operating conditions as existing at the time of sampling or measurement.
2. The permittee shall retain records of all required monitoring data and support information for at least five years from the date of the monitoring sample, measurement, report, or application. Support information includes all calibration and maintenance records, all original recordings for continuous monitoring instrumentation, and copies of all reports required by this permit. [40 CFR § 60.735(a)]
3. The permittee shall maintain a file of all measurements, including continuous monitoring system, monitoring device, and performance testing measurements; all continuous monitoring system performance evaluations; all continuous

monitoring system or monitoring device calibration checks; adjustments and maintenance performed on these systems or devices; and all other information required by 40 CFR § 60 recorded in a permanent form suitable for inspection. The file shall be retained for at least five years following the date of such measurements, maintenance, reports and records.

III.B. Reporting Requirements [40 CFR § 71.6(a)(3)(iii)][NNOPR § 302(G)] [The NNOPR provision is enforceable by NNEPA only.]

The permittee shall comply with the following generally applicable reporting requirements.

1. The permittee shall submit to NNEPA and US EPA Region IX reports of any monitoring required under 40 CFR §§ 71.6(a)(3)(i)(A), (B), or (C) each six-month reporting period from January 1 to June 30 and from July 1 to December 31. All reports shall be submitted to NNEPA and US EPA Region IX and shall be postmarked by the 30th day following the end of the reporting period. All instances of deviations from permit requirements must be clearly identified in such reports. All required reports must be certified by a responsible official consistent with Section IV.E of this permit.
 - a. A monitoring report under this section must include the following:
 - i. The company name and address.
 - ii. The beginning and ending dates of the reporting period.
 - iii. The emissions unit or activity being monitored.
 - iv. The emissions limitation or standard, including operational requirements and limitations (such as parameter ranges), specified in the permit for which compliance is being monitored.
 - v. All instances of deviations from permit requirements, including those attributable to upset conditions as defined in the permit and including exceedances as defined under 40 CFR § 64, and the date on which each deviation occurred.
 - vi. If the permit requires continuous monitoring of an emissions limit or parameter range, the report must include the total operating time of the emissions unit during the reporting period, the total duration of excess emissions or parameter exceedances during the reporting period, and the total downtime of the continuous monitoring system during the reporting period.
 - vii. If the permit requires periodic monitoring, visual observations,

work practice checks, or similar monitoring, the report shall include the total time when such monitoring was not performed during the reporting period and at the source's discretion either the total duration of deviations indicated by such monitoring or the actual records of deviations.

- viii. All other monitoring results, data, or analyses required to be reported by the applicable requirement.
 - ix. The name, title, and signature of the responsible official who is certifying to the truth, accuracy, and completeness of the report.
- b. Any report required by an applicable requirement that provides the same information described in Conditions III.B.1.a.i through ix above shall satisfy the requirement under Condition III.B.1.
- c. "Deviation" means any situation in which an emissions unit fails to meet a permit term or condition. A deviation is not always a violation. A deviation can be determined by observation or through review of data obtained from any testing, monitoring, or recordkeeping established in accordance with 40 CFR §§ 71.6(a)(3)(i) and (a)(3)(ii). For a situation lasting more than 24 hours, each 24-hour period may be considered a separate deviation. Included in the meaning of deviation are any of the following:
- i. A situation when emissions exceed an emission limitation or standard;
 - ii. A situation where process or emissions control device parameter values indicate that an emission limitation or standard has not been met;
 - iii. A situation in which observations or data collected demonstrate noncompliance with an emission limitation or standard or any work practice or operating condition required by the permit;
 - iv. A situation in which an exceedance, as defined in the compliance assurance plan at 40 CFR Part 64, occurs.
2. The permittee shall promptly report to NNEPA and US EPA Region IX deviations from permit requirements or start-up, shut-down, or malfunction plan requirements, including those attributable to upset conditions as defined in this permit, the probable cause of such deviations, and any corrective actions or preventive measures taken. Where the underlying applicable requirement contains a definition of "prompt" or otherwise specifies a time frame for reporting deviations, that definition or time frame shall govern. Where the underlying applicable requirement does not define prompt or provide a timeframe for

reporting deviations, reports of deviations shall be submitted based on the following schedule:

- a. For emissions of a hazardous air pollutant or a toxic air pollutant (as identified in the applicable regulation) that continue for more than an hour in excess of permit requirements, the report must be made within 24 hours of the occurrence or within 24 hours of the occurrence.
 - b. For emissions of any regulated pollutant, excluding a hazardous air pollutant or a toxic air pollutant that continue for more than two hours in excess of permit requirements, the report must be made within 48 hours.
 - c. For all other deviations from permit requirements, the report shall be submitted with the semi-annual monitoring report required in Condition III.B.1 of this permit.
3. If any of the conditions in Condition III.B.2.a or b of this permit are met, the source must notify the NNEPA and US EPA Region IX by telephone, facsimile, or electronic mail sent to airquality@navajo-nsn.gov and AEO_R9@epa.gov, based on the timetable listed. A written notice, certified consistent with Condition III.B.4 of this permit must be submitted within ten working days of the occurrence. All deviations reported under this section must also be identified in the six-month report required under Condition III.B.1.
 4. Any application form, report, or compliance certification required to be submitted by this permit shall contain certification by a responsible official of truth, accuracy, and completeness. All certifications shall state that, based on information and belief formed after reasonable inquiry, the statements and information in the document are true, accurate, and complete.

III.C. Stratospheric Ozone and Climate Protection [40 CFR § 82]

1. The permittee shall comply with the standards for labeling products using ozone depleting substances pursuant to 40 CFR § 82, Subpart E:
 - a. All containers in which a Class I or Class II substance is stored or transported, all products containing a Class I substance, and all products directly manufactured with a Class I substance must bear the required warning statement if it is being introduced into interstate commerce pursuant to 40 CFR § 82.106.
 - b. The placement of the required warning statement must comply with the requirements of 40 CFR § 82.108.
 - c. The form of the label bearing the required warning statement must comply with the requirements of 40 CFR § 82.110.

- d. No person may modify, remove, or interfere with the required warning statement except as described in 40 CFR § 82.112.
2. The permittee shall comply with the standards for recycling and emissions reduction pursuant to 40 CFR § 82, Subpart F, except as provided for motor vehicle air conditioners (MVACs), MCAV-like appliances and/or small appliances:
 - a. Persons opening appliances for maintenance, service, repair, or disposal must comply with the required practices pursuant to 40 CFR § 82.156.
 - b. Equipment used during maintenance, service, repair, or disposal of appliances must comply with the standards for recycling and recovery equipment under 40 CFR § 82.158.
 - c. Persons performing maintenance, service, repair, or disposal of appliances must be certified by an approved technician certification program pursuant to 40 CFR § 82.161.
 - d. Persons disposing of small appliances, MVACs, and MVAC-like appliances must comply with recordkeeping requirements pursuant to 40 CFR § 82.166. (“MVAC-like appliance” is defined in 40 CFR § 82.152.).
 - e. Persons owning commercial or industrial process refrigeration equipment must comply with the leak repair requirements under 40 CFR § 82.156.
 - f. Owners/operators of appliances normally containing 50 or more pounds of refrigerant must keep records of when the refrigerant was purchased and added to such appliances, pursuant to 40 CFR § 82.166(k).
3. If the permittee manufactures, transforms, destroys, imports, or exports a Class I or Class II substance, the permittee is subject to all the requirements as specified in 40 CFR § 82, Subpart A.
4. If the permittee performs a service on motor (fleet) vehicles when this service involves ozone-depleting substance refrigerant (or regulated substitute substance) in the MVAC, the permittee is subject to all the applicable requirements as specified in 40 CFR § 82, Subpart B.

The term “motor vehicle” as used in Subpart B does not include a vehicle in which final assembly of the vehicle has not been completed. The term “MVAC” as used in Subpart B, does not include the air-tight sealed refrigeration systems used as refrigerated cargo, or system used on passenger buses using HCFC-22 refrigerant.

5. The permittee shall be allowed to switch from any ozone-depleting substance to any acceptable substitute that is listed pursuant to 40 CFR Part 82, Subpart G.

III.D. Asbestos from Demolition and Renovation [40 CFR § 61, Subpart M]

The permittee shall comply with the requirements of 40 CFR §§ 61.140 through 61.157 of the National Emission Standard for Asbestos for all demolition and renovation projects.

III.E. Chemical Accident Prevention [Clean Air Act Sections 112(r)(1), 112(r)(3), 112(r)(7) & 40 CFR Part 68]

1. The following activities are considered essential and necessary to satisfy the general duty requirements of Section 112(r)(1) of the Act:
 - a. Identify hazards which may result from accidental releases using appropriate hazard assessment techniques.
 - b. Design, maintain, and operate a safe facility.
 - c. Minimize the consequences of accidental releases if they occur.
2. This facility is subject to 40 CFR Part 68 and shall certify annual compliance with all requirements of 40 CFR Part 68, including compliance with the risk management plan (RMP) submitted to USEPA Region IX. [40 CFR § 68.215]

IV. Title V Administrative Requirements

IV.A. Fee Payment [NNOPR Subpart VI][The NNOPR provision is enforceable by NNEPA only.]

1. The permittee shall pay an annual permit fee in accordance with the procedures outlined below. [NNOPR § 603(A) and (B)]
 - a. The permittee shall pay the annual permit fee by September 1 of each year.
 - b. The fee payment shall be in United States currency and shall be paid by certified check or corporate check payable to the order of Navajo Nation Environmental Protection Agency – Air Quality Control Program.
 - c. The permittee shall send the fee payment and a completed fee filing form

to:

Navajo Nation Air Quality Control Program
Operating Permit Program
P.O. Box 529
Fort Defiance, AZ 86504

2. The permittee shall submit a fee calculation worksheet form with the annual permit fee by September 1 of each year. Calculations of actual or estimated emissions and calculation of the fees owed shall be computed on the fee calculation worksheets provided by the US EPA. Fee payment of the full amount must accompany each fee calculation worksheet. [NNOPR § 603(A)]
3. The fee calculation worksheet shall be certified as to truth, accuracy, and completeness by a responsible official consistent with 40 CFR § 71.5(d).
4. Basis for calculating the annual fee:

The annual emissions fee shall be calculated by multiplying the total tons of actual emissions of all fee pollutants emitted from the source by the applicable emissions fee (in dollars/ton) in effect at the time of calculation. Emissions of any regulated air pollutant that are already included in the fee calculation under a category of regulated pollutant, such as a federally listed hazardous air pollutant that is already accounted for as a VOC or as PM10, shall be counted only once in determining the source's actual emissions. [NNOPR § 602(A) and (B)(1)]

 - a. "Actual emissions" means the amount of emissions calculated using the actual rate of emissions in TPY of any fee pollutant emitted from a Part 71 source over the preceding calendar year and each emissions unit's actual operating hours, production rates, in-place control equipment, and types of materials processed, stored, or combusted during the preceding calendar year. Actual emissions shall not include emissions of any one fee pollutant in excess of 4,000 TPY, or any emissions that come from insignificant activities. [NNOPR §§ 602(B)(1), 102(5)]
 - b. Actual emissions shall be computed using methods required by the permit for determining compliance, such as monitoring or source testing data.
 - c. If actual emissions cannot be determined using the compliance methods in the permit, the permittee shall use other federally recognized procedures.
 - d. The term "fee pollutant" is defined in NNOPR § 102(24).
 - e. The term "regulated air pollutant" is defined in NNOPR § 102(50), except that for purposes of this permit the term does not include any pollutant that is regulated solely pursuant to 4 N.N.C. § 1121 nor does it include any

hazardous air pollutant designated by the Director pursuant to 4 N.N.C. §1126(B).

- f. The permittee should note that the applicable fee is revised each year to account for inflation, and it is available from NNEPA starting on March 1 of each year.
 - g. The total annual fee due shall be the greater of the applicable minimum fee and the sum of subtotal annual fees for all fee pollutants emitted from the source. [NNOPR § 602(B)(2)]
- 5. The permittee shall retain, in accordance with the provisions of 40 CFR § 71.6(a)(3)(ii), all fee calculation worksheets and other emissions-related data used to determine fee payment for five years following submittal of fee payment. Emission-related data include emissions-related forms provided by NNEPA and used by the permittee for fee calculation purposes, emissions-related spreadsheets, records of emissions monitoring data and related support information.
 - 6. Failure of the permittee to pay fees in a timely manner shall subject the permittee to the assessment of penalties and interest in accordance with NNOPR § 603(C).
 - 7. When notified by NNEPA of underpayment of fees, the permittee shall remit full payment within 30 days of receipt of notification.
 - 8. A permittee who thinks an NNEPA assessed fee is in error and wishes to challenge such fee, shall provide a written explanation of the alleged error to NNEPA along with full payment of the NNEPA assessed fee. NNEPA shall, within 90 days of receipt of the correspondence, review the data to determine whether the assessed fee was in error. If an error was made, the overpayment shall be credited to the account of the permittee.

IV.B. Blanket Compliance Statement [CAA §§ 113(a) and (e)(1), 40 CFR §§ 52.12, 52.33, 60.11(g), 71.6(a)(6)]

- 1. The permittee must comply with all terms and conditions of this Part 71 permit. Any permit noncompliance, including, but not limited to, violation of any applicable requirement; any permit term or condition; any fee or filing requirement; any duty to allow or carry out inspection, entry, or monitoring activities; or any regulation or order issued by the permitting authority pursuant to this part constitutes a violation of the CAA and is grounds for enforcement action; permit termination, revocation and reissuance, or modification; or for denial of a permit renewal application. It shall not be a defense for a permittee in an enforcement action that it would have been necessary to halt or reduce the permitted activity in order to maintain compliance with the conditions of this permit. [40 CFR §§ 71.6(a)(6)]

2. Determinations of deviations, continuous or intermittent compliance status, or violations of this permit, are not limited to the applicable testing or monitoring methods required by the underlying regulations or this permit; other credible evidence (including any evidence admissible under the Federal Rules of Evidence) must be considered in such determinations. [CAA §§ 113(a) and (e)(1), 40 CFR §§ 51.212, 52.12, 52.33, 60.11(g)]

IV.C. Compliance Certifications [40 CFR § 71.6(c)(5)][NNOPR § 302(I)(3)][The NNOPR provision is enforceable by NNEPA only.]

1. The permittee shall submit to NNEPA and US EPA Region IX a semi-annual certification of compliance with permit terms and conditions, including emission limitations, standards, or work practices, postmarked by January 30 and covering the previous calendar year. The compliance certification shall be certified as to truth, accuracy, and completeness by the permit-designated responsible official consistent with Section IV.E of this permit and 40 CFR § 71.5(d). [40 CFR § 71.6(c)(5)]
2. The permittee shall submit to NNEPA a certification of compliance with permit terms and conditions, including emission limitations, standards, or work practices, postmarked by July 30 of each year and covering the previous six months. The compliance certification shall be certified as to truth, accuracy, and completeness by the permit-designated responsible official consistent with Section IV.E. of this permit. This condition is enforceable by NNEPA only. [NNOPR § 302(I)].
3. The certification shall include the following:
 - a. Identification of each permit term or condition that is the basis of the certification.
 - b. Identification of the method(s) or other means used for determining the compliance status of each term and condition during the certification period.
 - c. The compliance status of each term and condition of the permit for the period covered by the certification based on the method or means designated above. The certification shall identify each deviation and take it into account in the compliance certification.
 - d. A statement whether compliance with each permit term was continuous or intermittent.
 - e. If necessary, the owner or operator shall also identify any other material information that must be included in the certification to comply with CAA § 113(c)(2), which prohibits knowingly making a false certification or omitting material information.

IV.D. Duty to Provide and Supplement Information [40 CFR §§ 71.6 (a)(6)(v), 71.5(b)][NNOPR § 301(E)][The NNOPR provision is enforceable by NNEPA only.]

The permittee shall furnish to NNEPA, within a reasonable time, any information that NNEPA may request in writing to determine whether cause exists for modifying, revoking, and reissuing, or terminating the permit, or to determine compliance with the permit. Upon request, the permittee shall also furnish to NNEPA copies of records that are required to be kept pursuant to the terms of the permit, including information claimed to be confidential. (Confidential information may be provided to US EPA Region IX only, pursuant to 40 CFR § 71.6(a)(6)(v), at the permittee's discretion.) Information claimed to be confidential should be accompanied by a claim of confidentiality according to the provisions of 40 CFR Part 2, Subpart B. The permittee, upon becoming aware that any relevant facts were omitted or incorrect information was submitted in the permit application, shall promptly submit to NNEPA such supplementary facts or corrected information. The permittee shall also provide additional information to NNEPA as necessary to address any requirements that become applicable to the facility after this permit is issued.

IV.E. Submissions [40 CFR §§ 71.5(d), 71.6][NNOPR § 103][The NNOPR provision is enforceable by NNEPA only.]

Any document required to be submitted with this permit shall be certified by a responsible official as to truth, accuracy, and completeness. Such certifications shall state that based on information and belief formed after reasonable inquiry, the statements and information in the document are true, accurate, and complete. All documents required to be submitted, including reports, test data, monitoring data, notifications, compliance certifications, fee calculation worksheets, and applications for renewals and permit modifications shall be submitted to NNEPA and US EPA Region IX, as applicable, at the respective addresses below:

Navajo Nation Air Quality Control Program
Operating Permit Program
P.O. Box 529
Fort Defiance, AZ 86504

For EPA :

Central Data Exchange/Compliance and Emission Data Reporting Interface (CDX/CEDRI) or in hardcopy through postal service at the addresses listed below. Items sent by postal service shall be postmarked by the applicable due date identified in this permit.

CDX/CEDRI
<https://cdx.epa.gov>

(First-time users will need to register with CDX. If no specific reporting option is available in CEDRI for Part 71, select “Other Reports.” If the system is unavailable contact EPA Region 9 at these email addresses:

AEO_R9@epa.gov and R9AirPermits@epa.gov)

For Permit Renewal and Modification Applications :

US EPA Region 9
Air and Radiation Division
Attn : Permit Section, AIR-3-1
75 Hawthorne Street
San Francisco, CA 94105-3901

For All Other Submissions:

US EPA Region 9
Director, Enforcement and Compliance Assurance Division
Attn : Air Section ENF-2-1
75 Hawthorne Street
San Francisco, CA 94105-3901

IV.F. Severability Clause [40 CFR § 71.6 (a)(5)][NNOPR § 302(A)(5)][The NNOPR provision is enforceable by NNEPA only.]

The provisions of this permit are severable. In the event of any challenge to any portion of this permit, or if any portion is held invalid, the remaining permit conditions shall remain valid and in force.

IV.G. Permit Actions [40 CFR § 71.6 (a)(6)(iii)][NNOPR § 406][The NNOPR provision is enforceable by NNEPA only.]

This permit may be modified, revoked, reopened, and reissued, or terminated for cause. The filing of a request by the permittee for a permit modification, revocation and reissuance, or termination, or of a notification of planned changes or anticipated noncompliance does not stay any permit condition.

IV.H. Administrative Permit Amendments [40 CFR § 71.7(d)][NNOPR § 405(C)][The NNOPR provision is enforceable by NNEPA only.]

The permittee may request the use of administrative permit amendment procedures for a permit revision that:

1. Corrects typographical errors.
2. Identifies a change in the name, address, or phone number of any person identified in the permit, or provides a similar minor administrative change at the source.
3. Requires more frequent monitoring or reporting by the permittee.
4. Allows for a change in ownership or operational control of a source where NNEPA determines that no other change in the permit is necessary, provided that a written agreement containing a specific date for transfer of permit responsibility, coverage, and liability between the current and new permittee has been submitted to NNEPA.
5. Incorporates into the permit the requirements from preconstruction review permits authorized under a US EPA-approved program, provided that such a program meets procedural requirements substantially equivalent to the requirements of 40 CFR §§ 71.7 71.8 and 71.10 that would be applicable to the change if it were subject to review as a permit modification, and compliance requirements substantially equivalent to those contained in 40 CFR § 71.6.
6. Incorporates any other type of change that NNEPA has determined to be similar to those listed above in Conditions IV.H.1 through 5.

IV.I. Minor Permit Modifications [40 CFR § 71.7(e)(1)][NNOPR § 405(D)][The NNOPR provision is enforceable by NNEPA only.]

1. The permittee may request the use of minor permit modification procedures only for those modifications that:
 - a. Do not violate any applicable requirement.
 - b. Do not involve significant changes to existing monitoring, reporting, or recordkeeping requirements in the permit.
 - c. Do not require or change a case-by-case determination of an emissions limitation or other standard, or a source-specific determination for temporary sources of ambient impacts, or a visibility or increment analysis.
 - d. Do not seek to establish or change a permit term or condition for which there is no corresponding underlying applicable requirement and that the source has assumed to avoid an applicable requirement to which the source would otherwise be subject. Such terms and conditions include:

- i. A federally enforceable emissions cap assumed to avoid classification as a modification under any provision of CAA Title I; and
 - ii. An alternative emissions limit approved pursuant to regulations promulgated under CAA § 112(i)(5).
 - e. Are not modifications under any provision of CAA Title I.
 - f. Are not required to be processed as a significant modification.
2. Notwithstanding the list of changes eligible for minor permit modification procedures in Condition IV.I.1, minor permit modification procedures may be used for permit modifications involving the use of economic incentives, marketable permits, emissions trading, and other similar approaches, to the extent that such minor permit modification procedures are explicitly provided for in an applicable implementation plan or in applicable requirements promulgated by US EPA.
3. An application requesting the use of minor permit modification procedures shall meet the requirements of 40 CFR § 71.5(c) and shall include the following:
 - a. A description of the change, the emissions resulting from the change, and any new applicable requirements that will apply if the change occurs;
 - b. The source's suggested draft permit;
 - c. Certification by a responsible official, consistent with 40 CFR § 71.5(d), that the proposed modification meets the criteria for use of minor permit modification procedures and a request that such procedures be used; and
 - d. Completed forms for the permitting authority to use to notify affected States and the Administrator as required under 40 CFR § 71.8.
4. The permittee may make the change proposed in its minor permit modification application immediately after it files such application. After the permittee makes the change allowed by the preceding sentence, and until NNEPA takes any of the actions authorized by 40 CFR §§ 71.7(e)(1)(iv)(a) through (c), the permittee must comply with both the applicable requirements governing the change and the proposed permit terms and conditions. During this time period, the permittee need not comply with the existing permit terms and conditions it seeks to modify. If the permittee fails to comply with its proposed permit terms and conditions during this time period, however, the existing permit terms and conditions it seeks to modify may be enforced against it.
5. The permit shield under 40 CFR § 71.6(f) may not extend to minor permit modifications.

IV.J. Significant Permit Modifications [40 CFR §§ 71.5(a)(2), 71.7(e)(3)][NNOPR §§ 301(C), 405(E)] [The NNOPR provision is enforceable by NNEPA only.]

1. The permittee must request the use of significant permit modification procedures for those modifications that:
 - a. Do not qualify as minor permit modifications or as administrative amendments.
 - b. Are significant changes in existing monitoring permit terms or conditions.
 - c. Are relaxations of reporting or recordkeeping permit terms or conditions.
2. Nothing herein shall be construed to preclude the permittee from making changes consistent with Part 71 that would render existing permit compliance terms and conditions irrelevant.
3. The permittee must meet all requirements of Part 71 for applications for significant permit modifications. Specifically, for the application to be determined complete, the permittee must supply all information that is required by 40 CFR §71.5(c) for permit issuance and renewal, but only that information that is related to the proposed change.

IV.K. Reopening for Cause [40 CFR § 71.7(f)][NNOPR § 406][This NNOPR provision is enforceable by NNEPA only.]

1. US EPA shall reopen and revise the permit prior to expiration under any of the following circumstances:
 - a. Additional requirements under the CAA become applicable to a major Part 71 source with a remaining permit term of 3 or more years.
 - b. NNEPA or US EPA determines that the permit contains a material mistake or that inaccurate statements were made in establishing the emissions standards or other terms or conditions of the permit.
 - c. NNEPA or US EPA determines that the permit must be revised or revoked to assure compliance with the applicable requirements.
2. Proceedings to reopen and issue a permit shall follow the same procedures as apply to initial permit issuance and shall affect only those parts of the permit for which cause to reopen exists, and shall be made as expeditiously as practicable.
3. Reopening for cause by NNEPA shall not be initiated before notice of such intent is provided to the permittee by NNEPA at least 30 days in advance of the date

that the permit is to be reopened, except that NNEPA may provide a shorter time period in the case of an emergency.

4. Reopening for cause by US EPA shall follow the procedures set forth in 40 CFR§71.7(g).

IV.L. Property Rights [40 CFR § 71.6(a)(6)(iv)][NNOPR § 302(B)(5)][The NNOPR provision is enforceable by NNEPA only.]

This permit does not convey any property rights of any sort, or any exclusive privilege.

IV.M. Inspection and Entry [40 CFR § 71.6(c)(2)][NNOPR § 302(D)(2)][The NNOPR provision is enforceable by NNEPA only.]

Upon presentation of credentials and other documents as may be required by law, the permittee shall allow authorized representatives from NNEPA and US EPA to perform the following:

1. Enter upon the permittee's premises where a Part 71 source is located or emissions-related activity is conducted, or where records must be kept under the conditions of the permit;
2. Have access to and copy, at reasonable times, any records that must be kept under the conditions of the permit;
3. Inspect at reasonable times any facilities, equipment (including monitoring and air pollution control equipment), practices, or operations regulated or required under the permit; and
4. As authorized by the federal CAA, sample or monitor at reasonable times substances or parameters for the purpose of assuring compliance with the permit or applicable requirements.

IV.N. Transfer of Ownership or Operation [40 CFR § 71.7(d)(1)(iv)][NNOPR §405(C)] [The NNOPR provision is enforceable by NNEPA only.]

A change in ownership or operational control of this facility may be treated as an administrative permit amendment if no other change in this permit is necessary and provided that a written agreement containing a specific date for transfer of permit responsibility, coverage, and liability between the current and new permittee has been submitted to NNEPA.

IV.O. Off-Permit Changes [40 CFR § 71.6(a)(12)][NNOPR § 404(B)][The NNOPR provision is enforceable by NNEPA only.]

The permittee is allowed to make certain changes without a permit revision, provided that the following requirements are met:

1. Each change is not addressed or prohibited by this permit;
2. Each change must comply with all applicable requirements and may not violate any existing permit term or condition;
3. Changes under this provision may not include changes or activities subject to any requirement under Title IV or that are modifications under any provision of CAA Title I;
4. The permittee must provide contemporaneous written notice to NNEPA and US EPA Region IX of each change, except for changes that qualify as insignificant activities under 40 CFR § 71.5(c)(11). The written notice must describe each change, the date of the change, any change in emissions, pollutants emitted and any applicable requirements that would apply as a result of the change; and
5. The permittee must keep a record describing all changes that result in emissions of any regulated air pollutant subject to any applicable requirement not otherwise regulated under this permit, and the emissions resulting from those changes.

IV.P. Permit Expiration and Renewal [40 CFR §§ 71.5(a)(1)(iii), 71.6(a)(11), 71.7(b), 71.7(c)(1)(i) and (ii)][NNOPR §§ 301(B)(2) and 401(F)][The NNOPR provision is enforceable by NNEPA only.]

1. This permit shall expire upon the earlier occurrence of the following events:
 - a. Up to 12 years elapse from the date of issuance to a solid waste incineration unit combusting municipal waste subject to standards under CAA § 129; or
 - b. For sources other than those identified in Condition IV.Q.1.a above, five years elapse from the date of issuance; or
 - c. The source is issued a Part 70 permit by a US EPA-approved permitting authority.
2. Expiration of this permit terminates the permittee's right to operate unless a timely and complete permit renewal application has been submitted on or before a date six months, but not more than 18 months, prior to the date of expiration of this permit.
3. If the permittee submits a timely and complete permit application for renewal

consistent with 40 CFR § 71.5(a)(2), but the permitting authority has failed to issue or deny the renewal permit, the permit shall not expire until the renewal permit has been issued or denied.

4. The permittee's failure to have a current Part 71 permit is not a violation of part 71 until NNEPA takes final action on the permit renewal application. This protection shall cease to apply if, subsequent to the completeness determination under 40 CFR § 71.7(a)(4), the permittee fails to submit any additional information identified as being needed to process the application by the deadline specified in writing by NNEPA.
5. Renewal of this permit is subject to the same procedural requirements that apply to initial permit issuance, including those for public participation, affected State, and tribal review.
6. The application for renewal shall include the current permit number, description of permit revisions and off-permit changes that occurred during the permit term, any applicable requirements that were promulgated and not incorporated into the permit during the permit term, and other information required by the application.

IV.Q. Malfunction

The following administrative requirements apply to the candlestick flare:

NNEPA and US EPA Region 9 shall be notified by telephone within 48 hours following any failure of the candlestick flare to operate in a normal manner if such failure results in an increase in emissions. In addition, NNEPA and US EPA Region 9 shall be notified in writing within fifteen (15) days of any such failure. This notification shall include a description of the malfunction or abnormal operation, the date of the initial failure, the period of time of the failure, the cause of the failure, the estimated resultant emissions and the methods utilized to restore normal operations. Compliance with this malfunction notification provision shall not excuse or otherwise constitute a defense to any violations of this permit or of any law or regulations which such malfunction may cause.

Statement of Basis



Navajo Nation Environmental Protection Agency –Air Quality Control/Operating Permit Program
 Post Office Box 529, Fort Defiance, AZ 86504 • Bldg. #2837 Route 112
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Detailed Information

Permitting Authority: Navajo Nation Environmental Protection Agency

County: McKinley **State:** New Mexico **AFS Plant ID:** 35-031-84232

Facility: Western Refining Terminals, LLC. - Wingate Facility

Document Type: STATEMENT OF BASIS

Part 71 Federal Operating Permit
 Statement of Basis
 WESTERN REFINING TERMINALS, LLC.
 WINGATE FACILITY
 Permit No. NN OP 24-011

1. Facility Information

a. Permittee

Western Refining Terminals, LLC.
 92 Giant Crossing Road,
 Gallup NM 87301

b. Facility Location

Section 16, Township 15N, Range 17W
 6 miles east of Gallup, New Mexico.

c. Contact Information

Facility Contact: John Moore, Vice President
 Phone: (505) 879-7643

Responsible Official: Travis D. Beltz, Vice President
 Phone: (915) 775-3454

d. Description of Operations, Products:

The Wingate facility is a crude oil transloading and storage facility. The facility operates as authorized by NSR and Title V permits issued by New Mexico Environment Department. The only emission source associated with facility that is

located on the Navajo Nation is a candlestick flare; therefore this permit only applies to that flare.

A brief outline of the Wingate Facility current operations is as follows.

1. The facility receives iC4 (isobutane) railcars via BNSF railroad.
 - a. Pressurize railcar using Natural Gas purchased from Kinder Morgan
 - b. Unload iC4 from railcar to the tanks, tank is vented to flare while offloading.
2. iC4 is then pumped to the Gallup Refinery via pipeline.

e. Permitting and/or Construction History

Western Refining Wingate Facility which was previously owned by ConocoPhillips Company was initially constructed in 1952. The New Mexico Environment Department issued a construction permit and a number of subsequent revisions for all of the facility including the candlestick flare, which was constructed in 1972 on the reservation of the Navajo Nation. In 2000, the facility submitted an application identifying the flare (Unit 17) as a major source for VOC based upon previous calculations and data. On December 22, 2001, USEPA Region IX issued a Part 71 permit (NN-OP-00-08) to the facility that covered the candlestick flare unit. NMED also issued revised NSR and Title V permits not including the candlestick flare.

NNEPA received a Part 71 renewal application on May 23, 2005. On February 9, 2009, NNEPA received a revised Part 71 renewal application. As part of the revised Part 71 renewal application, ConocoPhillips revised the PTE of VOC from the flare to reflect maximum historic flare operations, inclusive of safety factors, instead of an unrealistic assumption of continuous full capacity flaring and resultant product loss. While the resultant PTE of VOC at 34.1 tons per year is greater than that determined in original Part 71 Permit (i.e., 19.1 tons per year), this increase does not reflect a modification to the flare but is only a correction to the method of computing regulated pollutant emission rate from the flare. Emission calculation submitted by ConocoPhillips in the revised Part 71 renewal application support the revision to the method of calculating PTE of VOC from the flare.

On September 15, 2015 the ownership and operational control of Wingate Facility changed from ConocoPhillips Company to Western Refining Southwest, Inc. Western Refining Southwest, Inc. assumed all obligation and responsibilities, including the Title V permit issued by the NNEPA for the facility flare on October 1, 2014. On October 9, 2015 NSR Permit 1313-M6 was issued by NMED to change the primary function of the facility from a natural gas processing plant to a crude oil transloading facility. With that permit revision, equipment and emissions associated with the new operation were added to Wingate's NSR permit. None of the new equipment associated with the change in operations are located on the

Navajo Nation. Since none of the new equipment were installed nor operated at the facility within Navajo Nation, this Title V renewal application reflect the units and operation currently located at the facility within Navajo Nation only.

On August 1, 2018 the ownership of the Wingate Facility was transferred from Western Refining Southwest, Inc. to Western Refining Terminals, LLC. The latest permit renewal application was received on Dec 22, 2022. On July 21, 2023, EPA finalized the removal of “Emergency” affirmative defense provisions from EPA’s title V operating permit program regulations. In this permit renewal, the emergency provisions have been removed. With the exception of the Emergency affirmative defense provisions, all other applicable requirements have been retained from the previous permit. The facility has not made any modification since the previous renewal in 2018.

f. Permitted Emission Units and Control Equipment

Table 1 lists the permitted emission-generating units and activities at the facility.

Table 1. List of Emission Units

Emission Unit ID	Unit Description	Maximum Capacity	Commenced Construction/ Installation Date	Associated Control Equipment
17	Candlestick process flare	63.6 Mscf/hr 25 MMscf/yr	1972	N/A

g. Insignificant Emissions

This facility also emits pollutants at insignificant levels, as described in 40 CFR § 71.5(c)(11)(ii), which are defined as emission units with PTE less than 1 tpy of each criteria pollutant, or PTE less than 0.5 tpy or the de minimis level established under the federal Clean Air Act (CAA) § 112(g), whichever is less, for a single HAP:

1. Fugitive VOC emissions from connections, flanges, open-ended lines, valves, and other components with the flare.

h. Emissions Calculations

See Attachment A of this document for detailed emissions calculations.

i. Potential to Emit

Potential to emit (PTE) means the maximum capacity of any stationary source to emit any CAA-regulated air pollutant under the source’s physical and operational design. See 40 C.F.R. § 52.21(b)(4). Any physical or operational limitation on the maximum capacity of Wingate Facility to emit an air pollutant, including air pollution control equipment and restrictions on hours of operation or on the type or amount of fuel combusted, stored, or processed, must be treated as part of its design if the limitation is enforceable by US EPA. PTE is meant to be a worst-case emissions calculation and is used in many cases, though not all, to determine the applicability of federal requirements. Actual emissions may be much lower than PTE. The potentials to emit are presented in Tables 2 below.

Table 2. Potential to Emit of Criteria Air Pollutants

Emission Unit ID(s)	40 CFR Part 71 Regulated Air Pollutants in Tons Per Year (TPY)						
	PM	PM ₁₀	NO _x	SO _x	CO	VOC	Combined HAPs
Unit 17 Candlestick flare	0.031	0.031	2.7	0.016	12.3	38.3	< 10 single < 25 total
NMED Op. Permit No.: P117-R2	5.5	5.5	107.2	0.7	75.4	177.2	< 10 single < 25 total
PTE of the Entire Source (NMED +NNEPA)	5.53	5.53	109.9	0.71	87.7	215.5	< 10 single < 25 total
Title V (Part 71) Major Source Thresholds	100	100	100	100	100	100	10 for a single HAP / 25 for total HAP

2. Tribe Information

a. General

The Navajo Nation has the largest land base of any tribe in the United States, covering 27,425 square miles in three states: Arizona, Utah, and New Mexico. The Navajo Nation is currently home to more than 400,000 people. Industries on the reservation include oil and natural gas processing, coal mining, sand mining, power production and tourism.

b. Local Air Quality and Attainment Status

All areas of the Navajo Nation are currently designated as attainment or unclassifiable for all pollutants for which a National Ambient Air Quality Standard (NAAQS) has been established.

3. Inapplicable Requirements

a. **NSPS for Industrial-Commercial-Institutional Steam Generating Units (40 CFR §§ 60.40b-60.49b, Subpart Db)**

This subpart applies to each steam generating unit for which construction, modification, or reconstruction is commenced after June 9, 1989 and that has a maximum design heat input capacity of 29 Megawatts (MW) (100 MMBtu/hr) or less, but greater than or equal to 2.9 MW (10 MMBtu/hr). There are no steam generating units located in conjunction with the flare; therefore, this subpart does not apply

b. **NSPS for Storage Vessels for Petroleum Liquids for which Construction, Reconstruction, or Modification Commenced after June 11, 1973, and Prior to May 19, 1978 (40 CFR §§ 60.110 - 60.113; 40 CFR Part 60, Subpart K)**

These regulations apply to storage vessels for petroleum liquids with storage capacities greater than 40,000 gallons and do not apply to storage vessels for petroleum or condensate stored, processed, and/or treated at a drilling and production facility prior to custody transfer. There is no storage tank with a capacity greater than 40,000 gallons located on-site in conjunction with the flare; therefore, this subpart does not apply.

c. **NSPS for Storage Vessels for Petroleum Liquids for which Construction, Reconstruction, or Modification Commenced after May 18, 1978, and Prior to July 23, 1984 (40 CFR §§ 60.110a - 60.115a; 40 CFR Part 60, Subpart Ka)**

These regulations apply to storage vessels for petroleum liquids with storage capacities greater than 40,000 gallons and do not apply to petroleum storage vessels with capacities of less than 420,000 gallons used for petroleum or condensate stored, processed, or treated prior to custody transfer. There is no storage tank with a capacity greater than 40,000 gallons located on-site in conjunction with the flare; therefore, this subpart does not apply.

d. **NSPS for Volatile Organic Liquid Storage Vessels (Including Petroleum Liquid Storage Vessels) for which Construction, Reconstruction, or Modification Commenced after July 23, 1984 (40 CFR §§ 60.110b – 60.117b; 40 CFR Part 60, Subpart Kb)**

These regulations apply to storage vessels with capacities greater than or equal to 75 cubic meters (471 bbl) that is used to store Volatile organic liquids (VOL) for which construction, reconstruction, or modification is commenced after July 23,

1984. There is no storage vessel with a capacity greater than equal to 75 m³ located on site in conjunction with the flare; therefore, this subpart does not apply.

- e. **NSPS for Stationary Gas Turbine for which Construction, Reconstruction, or Modification Commenced after October 3, 1977 (40 CFR §§ 60.330 – 60.335; 40 CFR Part 60, Subpart GG)**

This regulation establishes standards of performances for stationary gas turbines. The Wingate facility does not have any stationary gas turbine; therefore, this subpart does not apply.

- f. **NSPS for SO₂ Emissions from Onshore Natural Gas Processing for which Construction, Reconstruction, or Modification Commenced After January 20, 1984, and On or Before August 23, 2011(40 CFR §§ 60.640 – 60.648; 40 CFR Part 60, Subpart LLL)**

These regulations apply to sweetening units and sulfur recovery units at onshore natural gas processing facilities. The flare is not a natural gas treatment plant as defined in this subpart; therefore, this subpart does not apply.

- g. **NSPS for Crude Oil and Natural Gas Production, Transmission and Distribution (40 CFR §§ 60.5360 – 60.5430; 40 CFR Part 60, Subpart OOOO)**

These regulations establish emission standards and compliance schedules to control volatile organic compounds (VOC) and sulfur dioxide (SO₂) emissions from affected facilities that commence construction, modification or reconstruction after August 23, 2011. Subpart OOOO was amended and published in the Federal Register on June 3, 2016 with an effective date of August 2, 2016. The amendments are applicable to affected facilities that commence construction, modification or reconstruction after August 23, 2011, and on or before September 18, 2015. The flare is not a control device for a NSPS OOOO affected unit; therefore, this subpart does not apply.

- h. **NSPS for Crude Oil and Natural Gas Facilities (40 CFR §§ 60.5360a – 60.5499a; 40 CFR Part 60, Subpart OOOOa)**

These regulations establish emission standards and compliance schedules for the control of the pollutant greenhouse gases (GHG) from affected facilities that commence construction, modification or reconstruction after September 18, 2015. The flare is not a control device for a NSPS OOOOa affected unit; therefore, this subpart does not apply.

i. **NSPS for Stationary Spark Ignition Internal Combustion Engines (40 CFR §§ 60.4230 – 60.4248; 40 CFR Part 60, Subpart JJJJ)**

These regulations establish emission standards and compliance requirements to control emissions from spark ignition (SI) internal combustion engines (ICE) that commence construction, modification or reconstruction after June 12, 2006, where the SI ICE are manufactured on or after specified dates. There are no engines located in conjunction with the flare; therefore, this subpart does not apply.

j. **NESHAP National Emission Standards for Hazardous Air Pollutants for Source Categories (MACT) 40 CFR §§ 63**

In accordance with 40 CFR §§ 63.10(b) (3), the flare is not a major source for HAPs as defined in 40 CFR 63, therefore no MACT standards apply.

k. **Compliance Assurance Monitoring (CAM) Program (40 CFR Part 64)**

These regulations apply to pollutant-specific emission units at major sources that are required to obtain 40 CFR part 70 or 71 permits where a unit is subject to an emission limitation or standard for the applicable regulated air pollutant, uses a control device to achieve compliance with such limitation or standard, and has potential pre-control device emissions of the applicable regulated air pollutant that equal or exceed the amount required for the source to be classified as a major source. The flare is not used to control emissions below an applicable major source threshold; therefore, the requirements of 40 CFR Part 64 are not applicable.

l. **Acid Rain Program (40 CFR Parts 72 – 78)**

These regulations establish general provisions and operating permit program requirements for affected sources containing affected units. The flare is not an affected source, as specified in 40 CFR § 72.6(a). Therefore, the emission units at the Wingate facility are not subject to requirements of the Acid Rain Program.

m. **Protection of Stratospheric Ozone (40 CFR Part 82)**

There are no operations involving CFC's conducted at the flare; therefore, this regulation does not apply.

n. **Prevention of Significant Deterioration (PSD)**

The Western Refining Wingate facility was originally constructed by ConocoPhillips in 1952, and the candlestick flare, located in Navajo Nation jurisdiction, was constructed in 1972. Modifications to this source are outlined in the Statement of Basis for the Title V renewal permit issued by NMED (Permit No.: P117-R2). This source is an existing PSD major source. Since no major modification was made to the flare, the PSD requirements do not apply and therefore, the PSD requirements are not included in this permit.

4. **Applicable Requirements**

a. **NSPS for Equipment Leaks of VOC from Onshore Natural Gas Processing Plants for which Construction, Reconstruction, or Modification Commenced After January 20, 1984, and On or Before August 23, 2011 (40 CFR §§ 60.630 – 60.636; 40 CFR Part 60, Subpart KKK)**

Emission units, identified as Unit 11 (Vapor Recovery Unit), Unit 16 (Truck Rack System) and Unit 18 (butamer unit), located in NMED jurisdiction and regulated under operating permit P117-R2, are subject to 40 CFR 60, Subpart KKK. Emissions from the Truck Rack Systems and the Butamer Unit are directed to the vapor recovery unit, where hydrocarbons are recovered for re-introduction into the processing system. Unrecoverable hydrocarbons are directed to the large boiler (Unit 19), in normal operation. When there is a failure or overload of the VRU, some or all emissions are directed to the candle stick flare. Under 40 CFR § 60.633(g), flares used to comply with this subpart shall comply with the requirements of 40 CFR § 60.18. Therefore, the requirements of 40 CFR § 60.18 have been incorporated into the permit.

b. **NSPS for Volatile Organic Compound (VOC) Emissions from Synthetic Organic Chemical Manufacturing Industry (SOCMI) Distillation operation (40 CFR §§ 60.660 – 60.667; 40 CFR Part 60, Subpart NNN)**

The Mega train Depropanizer Distillation Unit, located in NMED Jurisdiction and regulated under operating Permit P117-R2, was constructed or modified after December 30, 1983 and Butamer unit, located in NMED Jurisdiction and regulated under operating Permit P117-R2, was constructed or modified after June 29, 1990. These units are affected facilities under 40 CFR 60, Subpart NNN. The Permittee shall comply with the following provisions of 40 CFR part 60, subpart NNN and 40 CFR § 60.18 as specified at condition II.B of the Permit, when using the candlestick flare (Unit 17) to comply with Subpart NNN for the Mega train

Depropanizer Distillation Unit and the Butamer Unit regulated under New Mexico Environmental Department Operating Permit P117-R2.

c. **NSPS for Volatile Organic Compound (VOC) Emissions from Synthetic Organic Chemical Manufacturing Industry (SOCMI) Reactor Processes (40 CFR §§ 60.700 – 60.707; 40 CFR Part 60, Subpart RRR)**

The isobutanizer reactors, located in NMED Jurisdiction and regulated under Operating Permit P117-R2, were constructed or modified after June 29, 1990 and are affected facilities subject to 40 CFR 60, Subpart RRR. The Permittee shall comply with the following provisions of 40 CFR 60, Subpart RRR and 40 CFR § 60.18 as specified at condition II.B of the Permit, when using the candlestick flare (Unit 17) to comply with Subpart RRR for the isobutanizer reactors regulated under New Mexico Environmental Department Operating Permit P117-R2.

d. **NSPS (New Source Performance Standard) – General Provisions (40 CFR Part 60, Subpart A)**

This source is subject to the General Provisions of 40 CFR 60, Subpart A. As such, the Requirements of 40 CFR § 60.18, general control device and work practice requirements for the flare, have been incorporated into the permit. The Permittee shall continue to comply with these applicable requirements.

e. **Chemical Accident Prevention Program**

This Source is subject to the Chemical Accident Prevention program regulated under section 112(r) of the Clean Air Act and 40 CFR Part 68. A risk management plan (RMP) has been submitted to USEPA Region VI and applies to the facility as a whole; a separate RMP for the candlestick flare is not required.

f. **Asbestos NESHAP (40 CFR Part 61, Subpart M)**

The Western Refining Wingate Facility is subject to the national emission standard for asbestos, 40 CFR Part 61, Subpart M, for all renovation and demolition projects, as specified in the permit document.

g. Federal Implementation Plan (40 CFR Parts 49 and 51)

EPA promulgated a Federal Implementation Plan for preconstruction review of major sources in nonattainment areas and of minor sources and minor modifications at major sources in both attainment and nonattainment areas, which became effective on August 30, 2011. These regulations, codified in 40 CFR Parts 49 and 51, establish pre-construction review requirements for sources that will be incorporated in Part 71 federal operating permits. Western Refining Wingate facility is not currently constructing a new emission unit or modifying the existing emission unit. In the future, if the facility constructs new emission units or modifies existing emission units, it may be required to obtain a permit from US EPA prior to construction.

5. Endangered Species Act

Under section 7(a)(2) of the ESA, federal agencies are required to ensure that actions they authorize, fund, or carry out are not likely to jeopardize the continued existence of any listed, threatened, or endangered species, or destroy or adversely modify the designated critical habitat of such species. 16 U.S.C. § 1536(a)(2). The U.S. Fish and Wildlife Service and National Marine Fisheries Service have promulgated ESA implementing regulations at 50 CFR Part 402.

The CAA title V permit program requires the NNEPA to issue a permit specifically describing the permittee's existing pollution control obligations under the CAA. A title V permit does not generally create any new substantive requirements, but rather simply incorporates all existing CAA requirements, called "applicable requirements," into a single unified operating permit applicable to a particular facility. The title V permit EPA is issuing to Western Refining Terminals LLC-Wingate Facility does not authorize the construction of new emission units, or emission increases from existing units, nor does it otherwise authorize any physical modifications to the facility or its operations. The NNEPA and US EPA have concluded that the permit appropriately incorporates all existing CAA requirements applicable to the facility. The NNEPA and US EPA lack discretion in this title V permitting decision to take action that could inure to the benefit of any listed species or their critical habitat. The NNEPA and US EPA have concluded that issuance of this permit will have no effect on any listed species or their critical habitat. Accordingly, this permit action is consistent with the requirements of ESA section 7.

6. Use of Credible Evidence

Determinations of deviations from, continuous or intermittent compliance with, or violations of the permit are not limited to the testing or monitoring methods required by the underlying regulations or this permit. Other credible evidence (including any evidence

admissible under the Federal Rules of Evidence) must be considered by Western Refining, NNEPA and US EPA in such determinations.

7. NNEPA Authority

Authority to administer a Part 71 Permit Program was delegated to NNEPA by US EPA in part on October 13, 2004 and in whole on March 21, 2006. In delegating to NNEPA the authority to administer the Part 71 operating permit program, US EPA determined that NNEPA had adequate independent authority to administer the program, as required by 40 CFR § 71.10(a). Specifically, US EPA found NNEPA had adequate permit processing requirements and adequate permit enforcement-related investigatory authorities. Delegation Agreement between US EPA Region IX and NNEPA, §§ IV, V, VI.1, IX.2. Moreover, before waiving its collection of fees under 40 CFR § 71.9(c)(2)(ii), US EPA determined that NNEPA could collect sufficient revenue under its own authorities to fund a delegated Part 71 Program. Delegation Agreement at 1 and § II.2.

The Title V Permit therefore refers both to federal and to tribal provisions. When federal and tribal provisions are cited in parallel, the tribal provisions are identical to the federal provisions and compliance with the federal provision will constitute compliance with the tribal counterpart. Parallel tribal citations do not create any new requirements or impact the federal enforceability of the cited Part 71 requirements. All federal terms and conditions of the permit will be enforceable both by NNEPA and US EPA, as well as by citizens, under the federal Clean Air Act.

The provisions of Navajo law referenced in the permit will only be enforceable by NNEPA and will be enforced by NNEPA under the Navajo Nation Operating Permit Regulations and the Navajo Nation Air Pollution Prevention and Control Act, 4 N.N.C. §§ 1101-1162. Proposed Section IV.A (Fee Payment) refers only to the NNOPR as its source of authority because US EPA waived its collection of fees, as discussed above. This provision will be tribally enforceable only.

8. Public Participation

a. Public Notice

As described in 40 C.F.R. § 71.11(a)(5) and NNOPR § 403(A), all draft operating permits shall be publicly noticed and made available for public comment. The public notice requirements for permit actions and the public comment period are described in 40 C.F.R. § 71.11(d) and NNOPR § 403.

Public notice of this proposed permit action was provided to Western Refining, US EPA Region IX, and the affected state, local and tribal governments. A copy of the notice was also provided to all persons who submitted a written request to be included on the mailing list.

Public notice was published in a daily or weekly newspaper of general circulation in the area affected by this source.

b. Response to Comments

NNEPA responded to one (1) comment received on this draft Part 71 permit. A copy of the response to comment is attached within this permit.

**Potential
to
Emit
Calculations**

Emission Calculation
Potential to Emit From Unit# 17 Flare
Western Refining Terminals,LLC. - Wingate Facility
Section 16, Township 15N, Range 17W, 6 miles East of Gallup, NM.

Unit No(s): 17
Description: Flare

*This calculation assumes only isobutane/butane unloading is taking place at the facility.

Emission Unit ID No.	Maximum Capacity	
	17	63.6 Mscf/hr
	25 MMscf/yr	Yearly Maximum

Flow Rate:

25.0 MMscf/yr Annual Flowrate
0.0029 MMscf/hr
9745.3 lb/hr hourly max
63627.0 scf/hr hourly max
0.064 MMscf/hr hourly max
3001.0 MMBtu/MMScf Heat Value
8.56 MMBtu/hr scfh * Maximum heating value / 1000

Hourly Maximum Capacity including safety factor

Pilot 500.0 scf/hr flare pilot
0.0120 MMscf/d scf/hr * 24 (hr/day) / 1*10⁶ SCF/MMscf
1000.0 BTU/scf Nominal, sweet natural gas
0.500 MMBtu/hr

Flared Gas + Pilot 9.1 MMBtu/hr Annual Limit
Flared Gas 190.9 MMBtu/hr Hourly Limit

Emission Calculations

<i>Pilot Emissions</i>	NO _x	CO	SO ₂	H ₂ S	VOC	PM ₁₀	Units
	0.068	0.31				40.00	lb/MMBtu AP-42 Table 13.5-1 and AP-42 Table 13.5-2 ug/L AP-42 Table 13.5-1
					0.0%		mol % Assume no VOC content in purchased fuel (methane)
					23.70		ft ³ /lb Specific volume
				3.6E-04			lb H ₂ S/Mscf Purchased sweet natural gas fuel, 0.25 gr H ₂ S/100scf
				1.8E-04			lb H ₂ S/hr H ₂ S rate * fuel usage
			7.1E-03				lb S/Mscf Purchased sweet natural gas fuel, 5 gr S/100scf
			3.6E-03				lb SO ₂ /hr* SO ₂ rate * fuel usage
	0.034	0.155			0.00		lb/hr lb/MMBtu * MMBtu/hr
	0.15	0.68	0.0036	3.6E-06	-	-	lb/hr 98% combustion H ₂ S; 100% conversion to SO ₂
			0.016	1.6E-05	0.00	-	tpy 8760 hrs/yr
<i>Vent Gas Flaring</i>	NO _x	CO	SO ₂	H ₂ S	VOC	PM ₁₀	
	0.068	0.31				40.00	lb/MMBtu AP-42 Table 13.5-1 and AP-42 Table 13.5-2 ug/L AP-42 Table 13.5-1
			-	0.00%	100.0%		mol % Flare Gas
			-	23.65	6.53		ft ³ /lb Specific volume
			-	0.00	9,745.3		lb/hr vol. Gas * mole fraction / specific volume
						0.16	ug/L * 1 g/10 ⁶ ug * 1 lb/453.6 g * 1 L/0.0353 scf * scf/hr
				98%	98%	98%	Estimated control efficiency for H ₂ S and VOC
			100%				Estimated H ₂ S conversion to SO ₂ (1-1 molar ratio)
	13.0	59.2	0.00	0.000	194.9	0.16	lb/hr Based on pilot plus flared gas
	2.55	11.63	0.00	0.000	38.3	0.031	tpy
<i>Total Pilot + Flaring</i>	NO _x	CO	SO ₂	H ₂ S	VOC	PM ₁₀	
	13.0	59.3	3.6E-03	3.6E-06	194.9	0.16	lb/hr
	2.7	12.3	1.6E-02	1.6E-05	38.3	0.031	tpy

Unit ID No.	Potential to Emit (tons/year)					
	NO _x	CO	SO ₂	H ₂ S	VOC	PM ₁₀
Unit 17	2.7	12.3	1.6E-02	1.6E-05	38.3	0.031

Emission Calculation
Gas Analysis
Western Refining Terminals, LLC - Wingate Facility
Section 16, Township 15N, Range 17W, 6 miles East of Gallup, NM.

Component	MW	Wet vol/mol%	Dry vol/mol%	MW * dry vol %	LHV Btu/scf	Btu/scf * dry vol %	Mass Fraction (dry)	Spec. Volume ft ³ /lb	Spec. Volume VOC ft ³ /lb
Water	18.02	0.000%						21.06	
Nitrogen	28.01	0.000%	0.00%	0.000	0	0.00	0.00%	13.547	
CO ₂	44.01	0.000%	0.00%	0.000	0	0.00	0.00%	8.623	
H ₂ S	34.08	0.000%	0.00%	0.000	586.71	0.00	0.00%	11.136	
Methane	16.04	0.000%	0.00%	0.000	909.1	0.00	0.00%	23.65	
Ethane	30.07	0.000%	0.00%	0.000	1617.8	0.00	0.00%	12.62	
Propane	44.10	0.000%	0.00%	0.000	2315.9	0.00	0.00%	8.606	0.000
Isobutane	58.12	100.000%	100.00%	58.123	3001	3001.00	100.00%	6.529	6.529
n-Butane	58.12	0.000%	0.00%	0.000	3010.5	0.00	0.00%	6.529	0.000
Neopentane	72.15	0.000%	0.00%	0.000	3682.3	0.00	0.00%	5.26	0.000
Isopentane	72.15	0.000%	0.00%	0.000	3697.9	0.00	0.00%	5.26	0.000
n-Pentane	72.15	0.000%	0.00%	0.000	3706.8	0.00	0.00%	5.26	0.000
2,2-Dimethylbutane	86.15	0.000%	0.00%	0.000	4393.8	0.00	0.00%	4.404	0.000
2,3-Dimethylbutane	86.15	0.000%	0.00%	0.000	4393.8	0.00	0.00%	4.404	0.000
2-Methylpentane	86.15	0.000%	0.00%	0.000	5092.3	0.00	0.00%	3.787	0.000
3-Methylpentane	86.15	0.000%	0.00%	0.000	5098.4	0.00	0.00%	3.787	0.000
n-Hexane	86.15	0.000%	0.00%	0.000	4403.9	0.00	0.00%	4.404	0.000
Heptanes	100.20	0.000%	0.00%	0.000	5100	0.00	0.00%	3.787	0.000
Octanes	114.20	0.000%	0.00%	0.000	5796	0.00	0.00%	3.322	0.000
Nonanes	128.30	0.000%	0.00%	0.000	6493	0.00	0.00%	2.959	0.000
Decanes plus	142.00	0.000%	0.00%	0.000	7189	0.00	0.00%	2.667	0.000
Benzene	78.11	0.000%	0.00%	0.000	3591	0.00	0.00%	4.858	0.000
Toluene	92.14	0.000%	0.00%	0.000	4273.5	0.00	0.00%	4.119	0.000
Ethylbenzene	106.17	0.000%	0.00%	0.000	4970.6	0.00	0.00%	3.574	0.000
M&P Xylene	106.17	0.000%	0.00%	0.000	4957	0.00	0.00%	3.574	0.000
O-Xylene	106.17	0.000%	0.00%	0.000	4958	0.00	0.00%	3.574	0.000
2,2,4-Trimethylpentane *	114.20	0.000%	0.00%	0.000	5779	0.00	0.00%	3.322	0.000
Total		100.0%	1.00	58.12		3001.00	100%		6.529
Dry total		100.0%		(mixture mol. wt)		(mixture heating value)			
	NMHC	100.00%							
	NMEHC (VOC)	100.00%					100.00%		
	HAP	0.00%					0.0%		

Public Notice



Public Notice

**PROPOSED RENEWAL OF PART 71 PERMIT
WESTERN REFINING SOUTHWEST INC.
WINGATE FACILITY
LOCATED NEAR GALLUP, NEW MEXICO**



The Navajo Nation Environmental Protection Agency (NNEPA), Air Quality Control Program (AQCP), Operating Permit Program (OPP) is accepting written comments on the proposed renewal Part 71 permit for Western Refining Southwest, Inc. – Wingate facility. The Facility is a crude oil transloading and storage facility. The candlestick flare is the only emission source associated with the facility that is located on the Navajo Nation; therefore, this permit applies only to candlestick flare. The overall facility operates as authorized by the New Source Review (NSR) and Title V permits issued by New Mexico Environment Department (NMED).

The Wingate facility is located 6 miles east of Gallup, New Mexico. The facility was initially constructed by ConocoPhillips Company in 1952, but was sold to Western Refining Southwest, Inc. in 2015. The recent Title V renewal application was received by NNEPA on December 16, 2022, within this renewal application, Western Refining Southwest, Inc. did not propose any changes to their facility. The emission unit covered under this Title V permit is the candlestick flare identified as Unit # 17. With the exception of the removal of the emergency affirmative defense provisions, all other applicable requirements have been retained from the previous permit. This notice of draft Part 71 permit fulfills the public notice procedures to which the draft permits are subject.

Written comments, written requests for a public hearing, written requests for notification of the final decision, and inquiries or requests for additional information regarding these permitting actions may be submitted to Natasha Yazzie at nyazzie1@navajo-nsn.gov, or by mail to NAQCP/OPP P.O. Box 529, Fort Defiance, AZ 86504. **Written comments and/or written requests must be received by 5:00 pm, December 20, 2023.** Written comments will be considered prior to final permit decisions.

A public workshop will be held at Church Rock Chapter House on December 7, 2023 (10 am to 2 pm). If NNEPA finds a significant degree of public interest, a public hearing will be held. NNEPA will send notification of the final permit decision to the applicant and to each person who has submitted written comments or a written request for notification of the final decision.

The applications, proposed air permits, and statements of basis are available for review at NNEPA, NAQCP/OPP website at: <https://navajoepa.org/air-quality-control-program>. These materials may also be viewed in person at NNEPA/OPP office at Route 112, Bldg. # 2837 Fort Defiance, AZ 86504. Viewing hours are from 8:00 a.m. to 4:30 p.m., Monday through Friday (except holidays).

Persons wishing to be included on the NAQCP permit public notice mailing list should contact Angie Frank in writing at NAQCP/OPP at the above address, by phone at (928) 729-4096, or by email at angiefrank@navajo-nsn.gov.

**Response
to
Comments**



DR. BUU NYGREN *PRESIDENT*

RICHELLE MONTOYA *VICE PRESIDENT*

The Navajo Nation | Yideeskáądi Nitsáhákees

Navajo Nation Environmental Protection Agency –Air Quality Control/Operating Permit Program

Post Office Box 529, Fort Defiance, AZ 86504 • Bldg. #2837 Route 112

Telephone (928) 729-4096, Fax (928) 729-4313, Email airquality@navajo-nsn.gov

www.navajoepa.org/air-quality-control-program

Detailed Information

Permitting Authority: NNEPA

County: McKinley

State: New Mexico

Plant ID: 35-031-84232

Facility: Western Refining Terminals, LLC – Wingate Facility

Document Type: PART 71 OPERATING PERMIT – RESPONSE TO COMMENTS

NAVAJO NATION ENVIRONMENTAL PROTECTION AGENCY

Response to Comments on Draft Part 71 Permit to Operate

Western Refining Terminals, LLC – Wingate Facility

Permit # NN OP 24-011

February 20, 2024

Beginning on November 16, 2023, the Navajo Nation Environmental Protection Agency (NNEPA) had published Western Refining Terminals, LLC – Wingate Facility public notice in the Navajo Times, Window Rock, AZ on November 16, 2023; the Gallup Sun, Gallup, NM on November 17, 2023 and the Gallup Independent, Gallup, NM on November 20, 2023. The public notice stated that Western Refining Terminals, LLC – Wingate Facility – located 6 miles East of Gallup, New Mexico on the Navajo Nation, had applied for a Part 71 permit renewal. The Wingate facility is a crude oil transloading and storage facility. The only emission source located on the Navajo Nation is their candlestick flare; therefore, this permit applies only to candlestick flare. The overall facility operates as authorized by the New Source Review (NSR) and Title V permits issued by New Mexico Environment Department (NMED).

The public notice also stated that with the exception of the removal of the emergency affirmative defense provisions, Western Refining Terminals, LLC – Wingate Facility did not propose any changes to their facility or operations. The public notice further provided information on how the public could review the draft permit and other relevant documentation. Finally, the public notice informed interested parties that they would have 30 days to comment on whether the permit should be issued as proposed. The initial public comment period ended on December 20, 2023.

On December 7, 2023, NNEPA conducted a public workshop on the draft Title V permit and the submissions of public comments at the Church Rock Chapter House in Church Rock, NM. During the public workshop Church Rock community members were given an opportunity to submit a public comment. No public hearing was requested from the community.

This Response to Comments document provides responses to one (1) comments emailed to NNEPA from US EPA.

*Note that when permit changes were made because of an EPA comment, boldface text indicates added permit language and strikethrough text indicates deleted language.

Written comment emailed to NNEPA, received on July 26, 2024

Emailed Written Comment 1-4: Noelle Mushro

Organization/Company: United States Environmental Protection Agency (US EPA)

Comment 1: *Correction of NSPS General Provisions Submittal Language*

The submittals described in Condition II.A.1 may need to be submitted to either the Air Permits Section or the Enforcement and Compliance Division of EPA. Please revise the language to reference the instructions in Condition IV.E for clarity. For example: "All requests, reports, applications, submittals, and other communications to the Executive Director (NNEPA) pursuant to 40 CFR § 60 shall be submitted in duplicate to the US EPA Region IX office at the address listed in Condition IV.E [40 CFR § 60.4(a)]."

Response to Comment 1:

NNEPA corrected the submittal language as suggested by EPA.

The following revisions were made to the permit as a result of above EPA comments:

Permit:

II.A. NSPS General Provisions

The following requirements apply to the operation, maintenance, and testing of the candlestick flare, Unit ID No. 17, in accordance with 40 CFR § 60, Subparts A (“General Provisions”), RRR (Standards of Performance for Volatile Organic Compound (VOC) Emissions From Synthetic Organic Chemical Manufacturing Industry (SOCMI) Reactor Processes), NNN (Standards of Performance for VOC Emissions From Synthetic Organic Chemical Manufacturing Industry (SOCMI) Distillation Operations), and KKK (Standards of Performance for Equipment Leaks of VOC from Onshore Natural Gas Processing Plants):

1. All requests, reports, applications, submittals, and other communications to the Executive Director (NNEPA) pursuant to 40 CFR § 60 shall be submitted in duplicate to the US EPA Region IX office at the **address listed in Condition IV.E** [40 CFR § 60.4(a)]:

~~Manager, Air Permit Section ENF-2-1
US EPA Region 9 Enforcement and Compliance Assurance Division
75 Hawthorne Street
San Francisco, CA 94105-3901~~