



STATE OF MAINE  
DEPARTMENT OF ENVIRONMENTAL PROTECTION

JOHN ELIAS BALDACCI  
GOVERNOR

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COMMISSIONER

Congress Federal Trust )  
Cumberland County ) Departmental  
Portland, Maine ) Findings of Fact and Order  
A-16-71-G-R/M ) Air Emission License

After review of the air emissions license application, staff investigation reports and other documents in the applicant's file in the Bureau of Air Quality, pursuant to 38 M.R.S.A., Section 344 and Section 590, the Department finds the following facts:

**I. REGISTRATION**

**A. Introduction**

Congress Federal Trust (CFT) of Portland, Maine has applied to renew their Air Emission License permitting the operation of emission sources associated with their office building.

CFT has requested an amendment to their License altering the fuel used in the boilers and adding a previously unlicensed 1.2 MMBtu/hr gas-fired hot water heater.

**B. Emission Equipment**

CFT is authorized to operate the following equipment:

**Fuel Burning Equipment**

<u>Equipment</u>	<u>Maximum Capacity (MMBtu/hr)</u>	<u>Maximum Firing Rate</u>	<u>Fuel Type</u>	<u>Stack #</u>
Boiler #1	6.30	45 gal/hr 6176.5 scf/hr	#2 Fuel Oil, Natural Gas	1
Boiler #1	6.30	45 gal/hr 6176.5 scf/hr	#2 Fuel Oil, Natural Gas	1
Water Heater	1.20	1200 scf/hr	Natural Gas	3
Back-up Generator	1.68	1650 scf/hr	Natural Gas	2

**C. Application Classification**

This amendment will increase emissions by less than 4 ton/year for each single pollutant and less than 8 ton/year for all pollutants combined. Therefore, this

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application is determined to be a renewal containing a minor revision and has been processed as such.

## II. BEST PRACTICAL TREATMENT (BPT)

### A. Introduction

In order to receive a license the applicant must control emissions from each unit to a level considered by the Department to represent Best Practical Treatment (BPT), as defined in *Definitions Regulation*, 06-096 CMR 100 (last amended December 24, 2005). Separate control requirement categories exist for new and existing equipment as well as for those sources located in designated non-attainment areas.

BPT for new sources and modifications requires a demonstration that emissions are receiving Best Available Control Technology (BACT), as defined in *Definitions Regulation*, 06-096 CMR 100 (last amended December 24, 2005). BACT is a top-down approach to selecting air emission controls considering economic, environmental and energy impacts.

BPT for existing emissions equipment means that method which controls or reduces emissions to the lowest possible level considering:

- the existing state of technology;
- the effectiveness of available alternatives for reducing emissions from the source being considered; and
- the economic feasibility for the type of establishment involved.

### B. Boilers #1 and #2

CFT operates Boilers #1 and #2 each having a maximum design heat input capacity of 6.3 MMBtu/hr firing Natural Gas and #2 fuel oil. Due to the size and age of Boilers #1 and #2 they are not subject to EPA New Source Performance Standards (NSPS) Subpart Dc, for boilers with a heat input of 10 MMBtu/hr or greater and manufactured after June 9, 1989.

BACT for Boilers #1 and #2 shall consist of the following:

1. *Fuel Burning Equipment Particulate Emission Standard*, 06-096 CMR 103 (last amended November 3, 1990) regulates PM emission limits when firing fuel oil. A PM limit of 0.05 lb/MMBtu when firing natural gas is more stringent and shall be considered BACT. The PM<sub>10</sub> limits are derived from the PM limits.
2. *Low Sulfur Fuel*, 06-096 CMR 106 (last amended June 9, 1999) regulates fuel sulfur content. However, the use of Natural Gas or #2 fuel oil which

meets the criteria in ASTM D396, is more stringent and shall be considered BACT.

3. SO<sub>2</sub>, NO<sub>x</sub>, CO, and VOC emission limits when firing natural gas are derived from AP-42 data dated 7/98. SO<sub>2</sub> emission limits when firing fuel oil are based on a mass balance. NO<sub>x</sub>, CO, and VOC emission limits when firing fuel oil are derived from AP-42 data dated 9/98.
4. When firing natural gas, visible emissions from Boilers #1 and #2 each shall not exceed an opacity of 10 percent on a six (6) minute block average basis, except for no more than one (1), six (6) minute block average in a 3-hour period.
5. When firing fuel oil, visible emissions from Boilers #1 and #2 each shall not exceed an opacity of 20 percent on a six (6) minute block average basis, except for no more than one (1), six (6) minute block average in a 3-hour period.

C. Back-up Generator

CFT operates one back-up generator rated at 1.68 MMBtu/hr. The Back-up Generator was manufactured in 2008 and is therefore not subject to New Source Performance Standards for Spark Ignition Internal Combustion Engines (Subpart JJJJ), for Natural Gas engines manufactured after January 1, 2009.

Back-up generators are only to be operated for maintenance purposes and for situations arising from sudden and reasonably unforeseeable events beyond the control of the source. Back-up generators are not to be used for prime power when reliable offsite power is available.

A summary of the BPT analysis for the back-up generator is the following:

1. The back-up generator shall fire only natural gas.
2. The back-up generator shall be limited to 500 hr/yr of operation based on a calendar year. Compliance shall be demonstrated by a written log of all generator operating hours.
3. 06-096 CMR 106 regulates fuel sulfur content, however the use of natural gas is more stringent and shall be considered BPT.
4. A PM emission limit of 0.12 lb/MMBtu shall be considered BPT. The PM<sub>10</sub> limits are derived from the PM limits.
5. NO<sub>x</sub>, CO, and VOC emission limits are based upon AP-42 data dated 08/2000.
6. Visible emissions from the back-up generator shall not exceed 10% opacity on a six (6) minute block average, except for no more than one (1), six (6) minute block average in a continuous 3-hour period.

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D. Hot Water Heater

CFT operates a natural gas fired Hot Water Heater rated at 1.2 MMBtu/hr to supply domestic hot water to the building. The Water Heater is not subject to EPA New Source Performance Standards (NSPS) Subpart Dc, for boilers with a heat input of 10 MMBtu/hr or greater and manufactured after June 9, 1989.

BACT for the Water Heater shall consist of the following:

1. A PM emission limit of 0.05 lb/MMBtu shall be considered BACT. The PM<sub>10</sub> limits are derived from the PM limits.
2. *Low Sulfur Fuel*, 06-096 CMR 106 (last amended June 9, 1999) regulates fuel sulfur content. However, the use of Natural Gas is more stringent and shall be considered BACT.
3. SO<sub>2</sub>, NO<sub>x</sub>, CO, and VOC emission limits are derived from AP-42 data dated 7/98.
4. Visible emissions from the Water Heater shall not exceed an opacity of 10 percent on a six (6) minute block average basis, except for no more than one (1), six (6) minute block average in a 3-hour period.

D. Annual Emission Restrictions

1. The boilers shall be limited to firing 18,900 MMBtu of fuel on a calendar year basis.
2. CFT shall be restricted to the following annual emissions, based on the worst case scenario of firing 135,000 gallons of #2 fuel oil (equivalent to 18,900 MMBtu) in the boilers, continuous operation of the water heater, and 500 hours of back-up generator operation on a calendar year basis:

**Total Licensed Annual Emissions for the Facility**

**Tons/year**

(used to calculate the annual license fee)

	PM	PM <sub>10</sub>	SO <sub>2</sub>	NO <sub>x</sub>	CO	VOC
Boilers	1.13	1.13	4.76	1.35	0.34	0.04
Water Heater	0.26	0.26	0.01	0.53	0.44	0.03
Back-up generator	0.05	0.05	0.01	1.33	0.16	0.05
<b>Total TPY</b>	<b>1.44</b>	<b>1.44</b>	<b>4.78</b>	<b>3.21</b>	<b>0.94</b>	<b>0.12</b>

**III. AMBIENT AIR QUALITY ANALYSIS**

According to 06-096 CMR 115, the level of air quality analyses required for a minor source shall be determined on a case-by case basis. Based on the total facility emissions,

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Congress Federal Trust is below the emissions level required for modeling and monitoring.

**ORDER**

Based on the above Findings and subject to conditions listed below, the Department concludes that the emissions from this source:

- will receive Best Practical Treatment,
- will not violate applicable emission standards,
- will not violate applicable ambient air quality standards in conjunction with emissions from other sources.

The Department hereby grants Air Emission License A-016-71-G-R/M subject to the following conditions:

Severability. The invalidity or unenforceability of any provision, or part thereof, of this License shall not affect the remainder of the provision or any other provisions. This License shall be construed and enforced in all respects as if such invalid or unenforceable provision or part thereof had been omitted.

**STANDARD CONDITIONS**

- (1) Employees and authorized representatives of the Department shall be allowed access to the licensee's premises during business hours, or any time during which any emissions units are in operation, and at such other times as the Department deems necessary for the purpose of performing tests, collecting samples, conducting inspections, or examining and copying records relating to emissions (38 M.R.S.A. §347-C).
- (2) The licensee shall acquire a new or amended air emission license prior to commencing construction of a modification, unless specifically provided for in Chapter 115. [06-096 CMR 115]
- (3) Approval to construct shall become invalid if the source has not commenced construction within eighteen (18) months after receipt of such approval or if construction is discontinued for a period of eighteen (18) months or more. The Department may extend this time period upon a satisfactory showing that an extension is justified, but may condition such extension upon a review of either the control technology analysis or the ambient air quality standards analysis, or both. [06-096 CMR 115]
- (4) The licensee shall establish and maintain a continuing program of best management practices for suppression of fugitive particulate matter during any period of construction, reconstruction, or operation which may result in fugitive

dust, and shall submit a description of the program to the Department upon request. [06-096 CMR 115]

- (5) The licensee shall pay the annual air emission license fee to the Department, calculated pursuant to Title 38 M.R.S.A. §353. [06-096 CMR 115]
- (6) The license does not convey any property rights of any sort, or any exclusive privilege. [06-096 CMR 115]
- (7) The licensee shall maintain and operate all emission units and air pollution systems required by the air emission license in a manner consistent with good air pollution control practice for minimizing emissions. [06-096 CMR 115]
- (8) The licensee shall maintain sufficient records to accurately document compliance with emission standards and license conditions and shall maintain such records for a minimum of six (6) years. The records shall be submitted to the Department upon written request. [06-096 CMR 115]
- (9) The licensee shall comply with all terms and conditions of the air emission license. The filing of an appeal by the licensee, the notification of planned changes or anticipated noncompliance by the licensee, or the filing of an application by the licensee for a renewal of a license or amendment shall not stay any condition of the license. [06-096 CMR 115]
- (10) The licensee may not use as a defense in an enforcement action that the disruption, cessation, or reduction of licensed operations would have been necessary in order to maintain compliance with the conditions of the air emission license. [06-096 CMR 115]
- (11) In accordance with the Department's air emission compliance test protocol and 40 CFR Part 60 or other method approved or required by the Department, the licensee shall:
  - A. perform stack testing to demonstrate compliance with the applicable emission standards under circumstances representative of the facility's normal process and operating conditions:
    1. within sixty (60) calendar days of receipt of a notification to test from the Department or EPA, if visible emissions, equipment operating parameters, staff inspection, air monitoring or other cause indicate to the Department that equipment may be operating out of compliance with emission standards or license conditions; or
    2. pursuant to any other requirement of this license to perform stack testing.
  - B. install or make provisions to install test ports that meet the criteria of 40 CFR Part 60, Appendix A, and test platforms, if necessary, and other accommodations necessary to allow emission testing; and

C. submit a written report to the Department within thirty (30) days from date of test completion.

[06-096 CMR 115]

(12) If the results of a stack test performed under circumstances representative of the facility's normal process and operating conditions indicate emissions in excess of the applicable standards, then:

A. within thirty (30) days following receipt of such test results, the licensee shall re-test the non-complying emission source under circumstances representative of the facility's normal process and operating conditions and in accordance with the Department's air emission compliance test protocol and 40 CFR Part 60 or other method approved or required by the Department; and

B. the days of violation shall be presumed to include the date of stack test and each and every day of operation thereafter until compliance is demonstrated under normal and representative process and operating conditions, except to the extent that the facility can prove to the satisfaction of the Department that there were intervening days during which no violation occurred or that the violation was not continuing in nature; and

C. the licensee may, upon the approval of the Department following the successful demonstration of compliance at alternative load conditions, operate under such alternative load conditions on an interim basis prior to a demonstration of compliance under normal and representative process and operating conditions.

[06-096 CMR 115]

(13) Notwithstanding any other provisions in the State Implementation Plan approved by the EPA or Section 114(a) of the CAA, any credible evidence may be used for the purpose of establishing whether a person has violated or is in violation of any statute, regulation, or Part 70 license requirement. [06-096 CMR 115]

(14) The licensee shall maintain records of malfunctions, failures, downtime, and any other similar change in operation of air pollution control systems or the emissions unit itself that would affect emission and that is not consistent with the terms and conditions of the air emission license. The licensee shall notify the Department within two (2) days or the next state working day, whichever is later, of such occasions where such changes result in an increase of emissions. The licensee shall report all excess emissions in the units of the applicable emission limitation.

[06-096 CMR 115]

(15) Upon written request from the Department, the licensee shall establish and maintain such records, make such reports, install, use and maintain such monitoring equipment, sample such emissions (in accordance with such methods, at such locations, at such intervals, and in such a manner as the Department shall

prescribe), and provide other information as the Department may reasonably require to determine the licensee's compliance status. [06-096 CMR 115]

**SPECIFIC CONDITIONS**

(16) Boilers #1 and #2

- A. CFT shall be limited to firing 18,900 MMBtu of fuel in the boilers on a calendar year basis. Records from the supplier documenting quantity and type of fuel delivered shall be kept for compliance purposes. [06-096 CMR 115, BACT]
- B. Boilers #1 and #2 shall fire Natural Gas or #2 fuel oil which meets the criteria in ASTM D396. [06-096 CMR 115, BACT]
- C. Emissions from Boilers #1 and #2 shall each not exceed the following: [06-096 CMR 115, 06-096 CMR 103, BACT]

Emission Unit		PM	PM <sub>10</sub>	SO <sub>2</sub>	NO <sub>x</sub>	CO	VOC
Boiler #1 Nat gas	lb/MMBtu	0.05	-	-	-	-	-
	lb/hr	0.32	0.32	Neg.	0.62	0.52	0.03
Boiler #1 Fuel oil	lb/MMBtu	0.12	-	-	-	-	-
	lb/hr	0.76	0.76	3.17	0.90	0.23	0.03
Boiler #2 Nat gas	lb/MMBtu	0.05	-	-	-	-	-
	lb/hr	0.32	0.32	Neg.	0.62	0.52	0.03
Boiler #2 Fuel oil	lb/MMBtu	0.12	-	-	-	-	-
	lb/hr	0.76	0.76	3.17	0.90	0.23	0.03

- D. When firing natural gas, visible emissions from Boilers #1 and #2 each shall not exceed an opacity of 10 percent on a six (6) minute block average basis, except for no more than one (1), six (6) minute block average in a 3-hour period. [06-096 CMR 101]
- E. When firing fuel oil, visible emissions from Boilers #1 and #2 each shall not exceed an opacity of 20 percent on a six (6) minute block average basis, except for no more than one (1), six (6) minute block average in a 3-hour period. [06-096 CMR 101]

(17) Water Heater

A. Emissions shall not exceed the following [06-096 CMR 115, BACT]:

Emission Unit	PM (lb/hr)	PM <sub>10</sub> (lb/hr)	SO <sub>2</sub> (lb/hr)	NO <sub>x</sub> (lb/hr)	CO (lb/hr)	VOC (lb/hr)
Water Heater	0.06	0.06	0.01	0.12	0.10	0.01

B. Visible emissions from the Water Heater shall not exceed 10% opacity on a six (6) minute block average, except for no more than one (1), six (6) minute block average in a continuous 3-hour period. [06-096 CMR 101]

(18) Back-up Generator

A. CFT shall limit the Back-up Generator to 500 hr/yr on a calendar year basis. An hour meter shall be maintained and operated on the Back-up Generator. [06-096 CMR 115, BPT]

B. The Back-up Generator shall only be operated for maintenance purposes and for situations arising from sudden and reasonably unforeseeable events beyond the control of the source. The Back-up Generator shall not be used for prime power when reliable offsite power is available. A log shall be maintained documenting the date, time, and reason for operation. [06-096 CMR 115, BPT]

C. The Back-up Generator shall fire only natural gas. Compliance shall be based on fuel records from the supplier documenting the type of fuel delivered. [06-096 CMR 115, BPT]

D. Emissions shall not exceed the following [06-096 CMR 115, BPT]:

Emission Unit	PM (lb/hr)	PM <sub>10</sub> (lb/hr)	SO <sub>2</sub> (lb/hr)	NO <sub>x</sub> (lb/hr)	CO (lb/hr)	VOC (lb/hr)
Generator #1	0.20	0.20	Neg.	5.32	0.65	0.20

E. Visible emissions from the Back-up Generator shall not exceed 10% opacity on a six (6) minute block average, except for no more than one (1), six (6) minute block average in a continuous 3-hour period. [06-096 CMR 101]

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(19) Congress Federal Trust shall notify the Department within 48 hours and submit a report to the Department on a quarterly basis if a malfunction or breakdown in any component causes a violation of any emission standard. [38 MRSA §605]

DONE AND DATED IN AUGUSTA, MAINE THIS 30th DAY OF July, 2010.  
DEPARTMENT OF ENVIRONMENTAL PROTECTION

BY: James P. Brooks  
DAVID P. LITTELL COMMISSIONER

**The term of this license shall be five (5) years from the signature date above.**

PLEASE NOTE ATTACHED SHEET FOR GUIDANCE ON APPEAL PROCEDURES

Date of initial receipt of application: 4/7/2009

Date of application acceptance: 4/13/2009

Date filed with the Board of Environmental Protection:

This Order prepared by Jonathan Voisine, Bureau of Air Quality.

