



SC DEPARTMENT of **ENVIRONMENTAL SERVICES**

MEMORANDUM

TO: BAQ Air Permitting Division

FROM: Christopher D. Hardee, P.E., Manager *CDH*
Wood and Surface Coating Permit Section

THROUGH: Steve McCaslin, P.E., Director, Air Permitting Division

DATE: June 16, 2025

SUBJECT: Guidance for Single Source Determinations

1.0 Important Information

1.1 Limitation & Fluidity

This memorandum covers: regulatory definitions, nomenclature, and administrative convenience options of permitting more than one facility as a single source. This memorandum specifically does not cover how to review the Common Control or Industrial Grouping aspects or set a brightline for adjacent; see definitions in Section 2.0.

How to determine if a scenario should be considered a Single Source can change based on changes in interpretation of regulations. When starting a Single Source Determination review, check the latest guidance or opinion letters at the Environmental Protection Agency's (EPA) [New Source Review Policy and Guidance Document Index](https://www.epa.gov/nsr/new-source-review-policy-and-guidance-document-index)¹ and [Title V Operating Permit Policy and Guidance Document Index](https://www.epa.gov/title-v-operating-permits/title-v-operating-permit-policy-and-guidance-document-index)².

1.2 Nomenclature Change

References to "collocation" or "co-location" have been changed to "Single Source Determination;" to be consistent with EPA guidance letters and align with the regulatory language of a "source."

¹ <https://www.epa.gov/nsr/new-source-review-policy-and-guidance-document-index>

² <https://www.epa.gov/title-v-operating-permits/title-v-operating-permit-policy-and-guidance-document-index>

2.0 Definitions

Prevention of Significant Deterioration (PSD), Non-Attainment New Source Review (NA-NSR), Title V, and Title III each use similar terms to define a “stationary source” or “major source.” These are the definitions used when making the determination whether two or more facilities should be considered a single source.

PSD³:

Stationary source means any *building, structure, facility, or installation* which emits or may emit a regulated NSR pollutant.

Building, structure, facility, or installation means all of the pollutant-emitting activities which belong to the **same industrial grouping**, are located on one or more **contiguous or adjacent properties**, and are under the **control of the same person** (or persons under common control)...

NA-NSR⁴:

Stationary source means any *building, structure, facility, or installation* which emits or may emit a regulated NSR pollutant.

Building, structure, facility, or installation means all of the pollutant-emitting activities which belong to the **same industrial grouping**, are located on one or more **contiguous or adjacent properties**, and are under the **control of the same person** (or persons under common control)...

Title V⁵:

Major source means any stationary source (or any group of stationary sources that are located on one or more **contiguous or adjacent properties**, and are under **common control** of the same person (or persons under common control)) belonging to a **single major industrial grouping**...

Title III⁶:

Major source means any stationary source or group of stationary sources located within a **contiguous area** and under **common control**...

³ S.C. Regulation 61-62.5, Standard No. 7(B)(51) and (B)(9)

⁴ S.C. Regulation 61-62.5, Standard No. 7.1(B)(36) and (B)(6)

⁵ S.C. Regulation 61-62.70.2(r)

⁶ 40 CFR 63.2 and S.C. Regulation 61-62.63.2 - Definitions

There are a few important items to note about the definitions themselves and how they are implemented:

1. Contiguous and adjacent are determined by physical proximity. Facilities are contiguous if they share a common property boundary or endpoint; except that they may be separated by a road, railroad, waterway, right-of-way, or the like, and still be considered contiguous.
2. All factors listed in a definition have to exist for two or more facilities to be considered a single source.
3. Unlike the other two programs, Title III does not require sources to belong to the same industrial grouping.
4. Title III does not include the term adjacent. However, EPA believes that congress intended the language to be consistent with Title V and PSD, and it should be applied as the same.^{7,8}
5. PSD and Title V have the same criteria for being a single source, therefore a single source determination for one regulation would be the same as the other regulation.
6. The Title III major source definition is also listed in part of the Title V major source definition so a source major for Title III must obtain a Title V operating permit.
7. The NA-NSR regulation does not contain definitions of major source. It references and uses the Standard 7 definitions.

The emphasized terms in the definitions form the criteria used to make a single source determination.

3.0 Permit Issuance

Two or more facilities that are considered a single source under these regulations may be issued a single permit covering all emission units. However, the two facilities could be issued separate permits with separate permit numbers for administrative convenience.⁹ Separate permits can be clearer and easier to follow, especially for sources that are large facilities by

⁷ 58 Fed. Reg. 42767 (August 11, 1993)

⁸ Memorandum from John S. Seitz, Director of Air Quality Planning and Standards, EPA. Major Source Determinations for Military Installations under the Air Toxics, New Source Review, and Title V Operating Permit Programs of the Clean Air Act (August 8, 1996), *available at* <https://www.epa.gov/sites/default/files/2015-07/documents/dodguid.pdf>.

⁹ For "administrative convenience." Letter from Cristina Fernandez, Air and Radiation Division Director, EPA Region III, to Eastman Chemical Company (February 12, 2020) *available at* https://www.epa.gov/sites/default/files/2020-02/documents/eastman_response.pdf.

themselves. The separate permits, collectively, must contain all applicable requirements that a single permit would have.

As the facilities are considered single sources, if issued separate permits, both permits must be of the same type.

Example: Facility A and Facility B are a single source. Each facility is minor for Title V individually; however, their aggregate emissions are major. The facilities could limit their aggregate emissions to less than Title V thresholds and be issued either a single conditional major permit to cover both facilities or two separate conditional major permits. If they chose to not limit aggregate emissions, they could obtain a single Title V permit or two separate Title V permits.

When issuing separate permits, you must remember to include any conditions that require information from both sources or affect units at both sources in each permit. Examples would be federally enforceable limits to avoid major source Maximum Achievable Control Technology or PSD netting recordkeeping.

4.0 Single Source Determinations

Single source determinations may change based on major changes at the facilities (e.g., part of a facility is sold - potential loss of common control). A facility may elect to request the Department reevaluate its determination based on major changes. The request must include all information needed to make a determination. This includes a detailed permitting history. The permit history should include, but is not limited to, a delineation of sources and emissions, any prior netting analyses, and any avoidance limits. Facilities will retain any limits, conditions, or requirements applied in a previous PSD/NSR construction permit from a Best Available Control Technology/Lowest Achievable Emission Rate ("BACT/LAER") determination.

Record of Revisions	
Date	Description of Change
April 14, 1997	Original memorandum.
April 6, 2015	Memorandum rewritten and updated.
October 28, 2016	Logo and formatting updated. No changes to content.
June 16, 2025	New branding. Revised language to remove “collocation” and “co-location” and solely use “single source determination.” Removed contiguous/adjacent, common control, and industrial grouping sections. Clarified Title III “contiguous” application. Add language about using latest guidance. Removed brightline distance.