Memorandum

Florida Department of Environmental Protection

TO:

Trina Vielhauer

THRU:

J. K. Pennington

FROM:

M. P. Halpin

DATE:

October 28, 2004

SUBJECT:

Cedar Bay AC Permit

Test burn to co-fire 5% TDF

DEP File No. 0310337-008-AC, PA 88-24

Attached is the public notice package for Cedar Bay Cogeneration Facility. This is an existing coal-fired facility which has three fluidized bed boilers (CFB's), feeding steam to one steam turbine.

The applicant has requested permission to fire a blend of up to 5% tire derived fuel (TDF) for 30 full power burn days, or 60 calendar days, whichever comes first. Based upon the submitted information and other readily available documentation, I believe that this type of boiler (a CFB) is well-suited to combusting such a fuel. Additionally, it is expected that the only potential increase in emissions would be that of SO₂, potentially causing an increase of less than 3 tons for the test duration.

According to the Scrap Tire Management Council, the standard assumption is that waste (also known as scrap) tires are generated at a rate of one tire per person per year. Given the magnitude of this nationwide issue, it does not seem unreasonable to allow a well-designed facility such as Cedar Bay to test scrap tires as a fuel for heat recovery and electrical generation.

I recommend your approval.

JKP/mph

Attachments



Department of Environmental Protection

Jeb Bush Governor Twin Towers Office Building 2600 Blair Stone Road Tallahassee, Florida 32399-2400

Colleen M. Castille Secretary

November 1, 2004

CERTIFIED MAIL - RETURN RECEIPT REQUESTED

Mr. Martin Kreft General Manager Cedar Bay Generating Co., L.P. 9640 Eastport Road Jacksonville, Florida 32218

Re: Cedar Bay Cogeneration Facility

TDF Test Burn

AIRS ID No. 0310337-008-AC, PSD-FL-137 and PA 88-24

Dear Mr. Kreft:

Enclosed is one copy of the Draft Air Construction Permit relative to the request from Cedar Bay Generating Co., L.P. to test burn a 5% blend of tire derived fuel (TDF) in your cogeneration facility (Boiler C). The above facility is located in Jacksonville, Duval County.

The <u>Public Notice of Intent to Issue Air Construction Permit</u> must be published one time only, as soon as possible, in the legal advertisement section of a newspaper of general circulation in the area affected, pursuant to the requirements Chapter 50, Florida Statutes. Proof of publication, i.e., newspaper affidavit, must be provided to the Department's Bureau of Air Regulation office within seven days of publication. Failure to publish the notice and provide proof of publication may result in the denial of the permit.

Please submit any written comments you wish to have considered concerning the Department's proposed action to J. K. Pennington, P.E., Administrator, North Permitting Section at the above letterhead address. If you have any other questions, please contact Michael P. Halpin, P.E. at 850/921-9519.

Sincerely,

Trina Vielhauer, Chief Bureau of Air Regulation

TV/mph

Enclosures

In the Matter of an Application for Permit by:

Mr. Martin Kreft, General Manager Cedar Bay Generating Co., L.P. 9640 Eastport Road Jacksonville, Florida 32218 DEP File No. 0310337-008-AC (PA 88-24)

INTENT TO ISSUE AIR CONSTRUCTION PERMIT

The Department of Environmental Protection (Department) gives notice of its intent to issue an Air Construction Permit (copy of Draft permit attached) for the proposed project, detailed in the application specified above and for the reasons stated below.

The applicant, Martin Kreft, General Manager – Cedar Bay Generating Company, L.P., applied on October 25, 2004, to the Department for an Air Construction Permit at its Cedar Bay Cogeneration Facility, located in Jacksonville, Duval County. The request is to conduct a test burn, co-firing a 5% blend of TDF (tire derived fuel) in Boiler "C" for up to 60 calendar days or 30 full-power burn days (whichever comes first). A full power burn day is defined as operation for 24 hours at full load.

The Department has permitting jurisdiction under the provisions of Chapter 403, Florida Statutes (F.S.), and Florida Administrative Code (F.A.C.) Chapters 62-4, 62-210, 62-212 and 40 CFR 52.21. The above actions are not exempt from permitting procedures. The Department has determined that an Air Construction Permit is required relative to temporary power installations.

The Department intends to issue this Air Construction Permit based on the belief that reasonable assurances have been provided to indicate that operation of these emission units will not adversely impact air quality, and the emission units will comply with all appropriate provisions of Chapters 62-4, 62-204, 62-210, 62-212, 62-296, and 62-297, F.A.C. and 40 CFR 52.21.

Pursuant to Section 403.815, F.S., and Rule 62-110.106(7)(a)1., F.A.C., you (the applicant) are required to publish at your own expense the enclosed Public Notice of Intent to Issue Air Construction Permit. The notice shall be published one time only in the legal advertisement section of a newspaper of general circulation in the area affected. Rule 62-110.106(7)(b), F.A.C., requires that the applicant cause the notice to be published as soon as possible after notification by the Department of its intended action. For the purpose of these rules, "publication in a newspaper of general circulation in the area affected" means publication in a newspaper meeting the requirements of Sections 50.011 and 50.031, F.S., in the county where the activity is to take place. If you are uncertain that a newspaper meets these requirements, please contact the Department at the address or telephone number listed below. The applicant shall provide proof of publication to the Department's Bureau of Air Regulation, at 2600 Blair Stone Road, Mail Station #5505, Tallahassee, Florida 32399-2400 (Telephone: 850/488-0114; Fax 850/922-6979). You must provide proof of publication within seven days of publication, pursuant to Rule 62-110.106(5), F.A.C. No permitting action for which published notice is required shall be granted until proof of publication of notice is made by furnishing a uniform affidavit in substantially the form prescribed in section 50.051, F.S. to the office of the Department issuing the permit. Failure to publish the notice and provide proof of publication may result in the denial of the permit pursuant to Rules 62-110.106(9) & (11), F.A.C.

The Department will issue the final permit with the attached conditions unless a response received in accordance with the following procedures results in a different decision or significant change of terms or conditions.

The Department will accept written comments concerning the proposed permit issuance action for a period of 14 (fourteen) days from the date of publication of <u>Public Notice of Intent to Issue Air Construction Permit</u>. Written comments should be provided to the Department's Bureau of Air Regulation at 2600 Blair Stone Road, Mail Station #5505, Tallahassee, FL 32399-2400. Any written comments filed shall be made available for public inspection. If written comments received result in a significant change in the proposed agency action, the Department shall revise the proposed permit and require, if applicable, another Public Notice.

The Department will issue the permit with the attached conditions unless a timely petition for an administrative hearing is filed pursuant to sections 120.569 and 120.57 F.S., before the deadline for filing a petition. The procedures for petitioning for a hearing are set forth below.

DEP File No. 0310337-008-AC (PA 88-24) Cedar Bay Cogeneration Facility Page 2 of 3

A person whose substantial interests are affected by the proposed permitting decision may petition for an administrative proceeding (hearing) under sections 120.569 and 120.57 of the Florida Statutes. The petition must contain the information set forth below and must be filed (received) in the Office of General Counsel of the Department at 3900 Commonwealth Boulevard, Mail Station #35, Tallahassee, Florida, 32399-3000. Petitions filed by the permit applicant or any of the parties listed below must be filed within fourteen days of receipt of this notice of intent. Petitions filed by any persons other than those entitled to written notice under section 120.60(3) of the Florida Statutes must be filed within fourteen days of publication of the public notice or within fourteen days of receipt of this notice of intent, whichever occurs first. Under section 120.60(3), however, any person who asked the Department for notice of agency action may file a petition within fourteen days of receipt of that notice, regardless of the date of publication. A petitioner shall mail a copy of the petition to the applicant at the address indicated above at the time of filing. The failure of any person to file a petition within the appropriate time period shall constitute a waiver of that person's right to request an administrative determination (hearing) under sections 120.569 and 120.57 F.S., or to intervene in this proceeding and participate as a party to it. Any subsequent intervention will be only at the approval of the presiding officer upon the filing of a motion in compliance with Rule 28-106.205 of the Florida Administrative Code.

A petition that disputes the material facts on which the Department's action is based must contain the following information: (a) The name and address of each agency affected and each agency's file or identification number, if known; (b) The name, address, and telephone number of the petitioner's representative, if any, which shall be the address for service purposes during the course of the proceeding; and an explanation of how the petitioner's substantial interests will be affected by the agency determination; (c) A statement of how and when petitioner received notice of the agency action or proposed action; (d) A statement of all disputed issues of material fact. If there are none, the petition must so indicate; (e) A concise statement of the ultimate facts alleged, including the specific facts the petitioner contends warrant reversal or modification of the agency's proposed action; (f) A statement of the specific rules or statutes the petitioner contends require reversal or modification of the agency's proposed action; and (g) A statement of the relief sought by the petitioner, stating precisely the action petitioner wishes the agency to take with respect to the agency's proposed action.

A petition that does not dispute the material facts upon which the Department's action is based shall state that no such facts are in dispute and otherwise shall contain the same information as set forth above, as required by Rule 28-106.301.

Because the administrative hearing process is designed to formulate final agency action, the filing of a petition means that the Department's final action may be different from the position taken by it in this notice. Persons whose substantial interests will be affected by any such final decision of the Department on the application have the right to petition to become a party to the proceeding, in accordance with the requirements set forth above.

Mediation is not available in this proceeding.

In addition to the above, a person subject to regulation has a right to apply for a variance from or waiver of the requirements of particular rules, on certain conditions, under Section 120.542 F.S. The relief provided by this state statute applies only to state rules, not statutes, and not to any federal regulatory requirements. Applying for a variance or waiver does not substitute or extend the time for filing a petition for an administrative hearing or exercising any other right that a person may have in relation to the action proposed in this notice of intent.

The application for a variance or waiver is made by filing a petition with the Office of General Counsel of the Department, 3900 Commonwealth Boulevard, Mail Station #35, Tallahassee, Florida 32399-3000. The petition must specify the following information: (a) The name, address, and telephone number of the petitioner; (b) The name, address, and telephone number of the attorney or qualified representative of the petitioner, if any; (c) Each rule or portion of a rule from which a variance or waiver is requested; (d) The citation to the statute underlying (implemented by) the rule identified in (c) above; (e) The type of action requested; (f) The specific facts that would justify a variance or waiver for the petitioner; (g) The reason why the variance or waiver would serve the purposes of the underlying statute (implemented by the rule); and (h) A statement whether the variance or waiver is permanent or temporary and, if temporary, a statement of the dates showing the duration of the variance or waiver requested.

DEP File No. 0310337-008-AC (PA 88-24) Cedar Bay Cogeneration Facility Page 3 of 3

The Department will grant a variance or waiver when the petition demonstrates both that the application of the rule would create a substantial hardship or violate principles of fairness, as each of those terms is defined in Section 120.542(2) F.S., and that the purpose of the underlying statute will be or has been achieved by other means by the petitioner.

Persons subject to regulation pursuant to any federally delegated or approved air program should be aware that Florida is specifically not authorized to issue variances or waivers from any requirements of any such federally delegated or approved program. The requirements of the program remain fully enforceable by the Administrator of the EPA and by any person under the Clean Air Act unless and until the Administrator separately approves any variance or waiver in accordance with the procedures of the federal program.

Executed in Tallahassee, Florida.

Trina Vielhauer, Chief Bureau of Air Regulation

CERTIFICATE OF SERVICE

Martin Kreft, Cedar Bay *
Jeff Walker, Cedar Bay
Gregg Worley, EPA
John Bunyak, NPS
Chris Kirts, NED
Steve Pace, Duval County ERMD
Ken Kosky, Golder
Hamilton S. Oven, DEP-Siting

Clerk Stamp

FILING AND ACKNOWLEDGMENT FILED, on this date, pursuant to §120.52, Florida Statutes, with the designated Department Clerk, receipt of which is hereby

h

(Date)

PUBLIC NOTICE OF INTENT TO ISSUE AIR CONSTRUCTION PERMIT

STATE OF FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION

DEP File No. 0310337-008-AC (PA 88-24)

Cedar Bay Generating Company, L.P. Cedar Bay Cogeneration Facility Duval County

The Department of Environmental Protection (Department) gives notice of its intent to issue an Air Construction Permit for Cedar Bay Cogeneration Facility, located at 9640 Eastport Road, Jacksonville, Duval County. The permit allows for a test burn, co-firing a 5% blend of TDF (tire derived fuel) in Boiler "C" for up to 60 calendar days or 30 full power burn days (whichever comes first). A full power burn day is defined as operation for 24 hours at full load. This is an existing facility, which combusts primarily coal. A Determination of Best Available Control Technology (BACT) was not required, since there will be no significant increases in criteria pollutants as defined by Table 62-212.400-2 of the Florida Administrative Code. The applicant's mailing address is: P.O. Box 26324, Jacksonville FL 32226-6324.

An air quality impact analysis was not required. The Department will issue the Final Permit with the attached conditions unless a response received in accordance with the following procedures results in a different decision or significant change of terms or conditions.

The Department will accept written comments concerning the proposed permit issuance action for a period of 14 (fourteen) days from the date of publication of this Public Notice of Intent to Issue Air Construction Permit. Written comments should be provided to the Department's Bureau of Air Regulation at 2600 Blair Stone Road, Mail Station #5505, Tallahassee, FL 32399-2400. Any written comments filed shall be made available for public inspection. If written comments received result in a significant change in the proposed agency action, the Department shall revise the proposed permit and require, if applicable, another Public Notice.

The Department will issue the permit with the attached conditions unless a timely petition for an administrative hearing is filed pursuant to sections 120.569 and 120.57 F.S., before the deadline for filing a petition. The procedures for petitioning for a hearing are set forth below. Mediation is not available in this proceeding.

A person whose substantial interests are affected by the proposed permitting decision may petition for an administrative proceeding (hearing) under sections 120.569 and 120.57 of the Florida Statutes. The petition must contain the information set forth below and must be filed (received) in the Office of General Counsel of the Department at 3900 Commonwealth Boulevard, Mail Station #35, Tallahassee, Florida, 32399-3000. Petitions filed by the permit applicant or any of the parties listed below must be filed within fourteen days of receipt of this notice of intent. Petitions filed by any persons other than those entitled to written notice under section 120.60(3) of the Florida Statutes must be filed within fourteen days of publication of the public notice or within fourteen days of receipt of this notice of intent, whichever occurs first. Under section 120.60(3), however, any person who asked the Department for notice of agency action may file a petition within fourteen days of receipt of that notice, regardless of the date of publication. A petitioner shall mail a copy of the petition to the applicant at the address indicated above at the time of filing. The failure of any person to file a petition within the appropriate time period shall constitute a waiver of that person's right to request an administrative determination (hearing) under sections 120.569 and 120.57 F.S., or to intervene in this proceeding and participate as a party to it. Any subsequent intervention will be only at the approval of the presiding officer upon the filing of a motion in compliance with Rule 28-106.205 of the Florida Administrative Code.

A petition that disputes the material facts on which the Department's action is based must contain the following information: (a) The name and address of each agency affected and each agency's file or identification number, if known; (b) The name, address, and telephone number of the petitioner, the name, address, and telephone number of the petitioner's representative, if any, which shall be the address for service purposes during the course of the proceeding; and an explanation of how the petitioner's substantial interests will be affected by the agency determination; (c) A statement of how and when petitioner received notice of the agency action or proposed action;

(d) A statement of all disputed issues of material fact. If there are none, the petition must so indicate; (e) A concise statement of the ultimate facts alleged, including the specific facts the petitioner contends warrant reversal or modification of the agency's proposed action; (f) A statement of the specific rules or statutes the petitioner contends require reversal or modification of the agency's proposed action; and (g) A statement of the relief sought by the petitioner, stating precisely the action petitioner wishes the agency to take with respect to the agency's proposed action.

A petition that does not dispute the material facts upon which the Department's action is based shall state that no such facts are in dispute and otherwise shall contain the same information as set forth above, as required by rule 28-106.301

Because the administrative hearing process is designed to formulate final agency action, the filing of a petition means that the Department's final action may be different from the position taken by it in this notice. Persons whose substantial interests will be affected by any such final decision of the Department on the application have the right to petition to become a party to the proceeding, in accordance with the requirements set forth above.

A complete project file is available for public inspection during normal business hours, 8:00 a.m. to 5:00 p.m., Monday through Friday, except legal holidays, at:

Florida Department of Environmental Protection Bureau of Air Regulation 111 S. Magnolia Drive, Suite 4 Tallahassee, Florida, 32301 Telephone: (850) 488-1344

Fax: (850) 922-6979

Florida Department of Environmental Protection Northeast District 7825 Baymeadows Way, Suite 200B Jacksonville, Florida 32256 Telephone: (904) 807-3300

The complete project file includes the application, Draft permit, and the information submitted by the Responsible Official, exclusive of confidential records under Section 403.111, F.S. Interested persons may review specific details of this project by contacting the Administrator, North Permitting Section, at 111 South Magnolia Drive, Suite 4, Tallahassee, Florida 32301, or call 850/488-0114, for additional information.



November 1, 2004

File No. 0310337-008-AC, PA 88-24

SIC No. 4911

Expires: April 1, 2005

CERTIFIED MAIL - RETURN RECEIPT REQUESTED

Mr. Martin Kreft General Manager Cedar Bay Generating Co., L.P. 9640 Eastport Road Jacksonville, Florida 32218

Cedar Bay Cogeneration Facility

TDF Test Burn

AIRS ID No. 0310337-008-AC, PSD-FL-137 and PA 88-24

Dear Mr. Kreft:

Re:

The Department has reviewed the request from Cedar Bay Generating Co., L.P. received on October 25, 2004 concerning the burning of a 5% blend of tire derived fuel (TDF) in your cogeneration facility (Boiler C) located in Duval County, Florida.

You are hereby authorized to conduct performance tests on one boiler ("C") at this (Cedar Bay Cogeneration) facility while burning a blend of up to 5 percent TDF (by weight) with coal, or an equivalent of approximately 5 tons per hour at full load. The testing period shall not exceed 30 full power burn days and shall conclude within 60 days from the first day TDF is burned in the boiler. A full power burn day is defined as operation for 24 hours at full load. Test results must include a material balance (fuels, emissions, bottom ash, and fly ash) of the metals in the fuels. All conditions of existing permits related to air pollution emission limits and control equipment remain in force during the test burn.

A performance test shall be conducted during the testing period in order to gather data regarding air pollutant emissions, any operation limitations on burning a blend of up to 5 percent by weight TDF in the boiler, and to determine the metal content in the bottom (bed) and fly ash. The test results as well as an engineering analysis identifying any changes required to the facility in order to sustain continued TDF firing on a permanent basis shall be sent to the Department's Bureau of Air Regulation within 60 days of completion of the tests.

The performance test shall be subject to the following conditions:

- The permittee shall notify the Duval County Environmental Resource Management Department Environmental Quality Division, the DEP Northeast District, and the Bureau of Air Regulation at least one day prior to burning TDF and 15 days prior to commencement of the performance test. A written test report shall be submitted to these offices within 60 days of completion of the last test run. Notification shall also occur within 5 days, in writing, upon completion of the final test.
- 2. The maximum feed rate of TDF to the "C" boiler at the Cedar Bay Cogeneration facility shall not exceed 5 tons per hour or 5 percent by weight of the total feed rate, whichever is less.



Mr. Martin Kreft November 1, 2004 Page 2

- 3. The testing series shall include emissions tests for the maximum TDF blend (up to 5 percent) with the boiler operating at permitted capacity. Permitted capacity is defined as 90-100 percent of the capacity allowed by Permit No. PSD-FL-137 (and subsequent revisions). Testing shall be conducted in accordance with the test plan, and incorporated as Attachment "A".
- 4. Stack emissions related to TDF co-firing shall not exceed any limit within existing permits.
- 5. Emissions tests shall be conducted and results reported for PM, PM10, Pb, Hg, Be, VOC's and sulfuric acid mist using test methods defined in Specific Condition A.34. of the facility's Title V permit. CEMS data shall be recorded and analyzed for sulfur dioxide, nitrogen oxides, opacity and heat input.
- 6. Based on the data collected during the test burn, estimate the potential emissions that will occur if the maximum amount of TDF requested is burned in the facility on a permanent basis. For rule applicability determination, calculate any change in emissions (lbs/hr and TPY) for all air pollutants that would result from the firing of a blend of TDF compared with presently permitted scenarios.
- 7. To provide reasonable assurance that this fuel blend can be burned in compliance with the air regulations, asburned fuel samples (coal and TDF), bottom ash, and fly ash shall be collected and analyzed for total metals content (selenium, silver, chromium, copper, arsenic, cadmium, zinc, mercury, lead, and beryllium) throughout the test burn of the blended fuel. Weekly composite of daily samples shall be required as well as analyses of a composite sample collected during the particulate matter tests. A one-time, individual sample of each fuel (TDF and coal) shall be required to be analyzed prior to beginning the test burn, in order to ensure the validity of the composite sample.

To provide reasonable assurance that the ash generated from this fuel blend can be disposed of in compliance with the solid and hazardous waste regulations, representative samples of the fly and bottom ash generated as the result of burning coal and TDF shall be sampled and analyzed in accordance with the requirements set forth in "Test Methods for Evaluating Solid Waste, Physical/Chemical Methods, EPA Publication SW-846", Method 3050. The constituents within the metals shall also be analyzed using the Toxic Characteristic Leaching Procedure (TCLP, Method 1311 of SW-846).

- a) A minimum of two composite samples each of fly and bottom ash shall be collected and analyzed at the beginning of the sampling event for organic constituents listed in 40 CFR 261.24 Table 1 using SW-846 test method 1311 (TCLP). If organic constituents are present, then the remainder of the composite samples collected shall be analyzed for organic constituents listed in 40 CFR 261.24 Table 1 using SW-846 test method 1311 (TCLP).
- b) Representative samples shall account for variability in both the fly and bottom ash. The US EPA's protocol entitled "Guidance For Sampling and Analysis of Municipal Waste Combustion Ash For the Toxicity Characteristic" shall be used as guidance for collecting, handling, storing and analyzing a representative sample.
- c) Representative composite samples of fly and bottom ash shall be analyzed for arsenic, beryllium, cadmium, chromium, copper, lead, mercury, selenium, silver, and zinc using SW-846 test method 1311 (TCLP) and 3050 (total metals digestion).
- d) Daily composite samples of the blended fuel, coal mixed with TDF, shall be collected during the ash sampling period and analyzed for arsenic, beryllium, cadmium, chromium, copper, lead, mercury, selenium, silver, and zinc using SW-846 test method 3050. The blended fuel mixture, coal and TDF, samples shall be blended and reduced in size to pass through a #60 mesh screen prior to analysis of specific chemicals.

Mr. Martin Kreft November 1, 2004 Page 3



- 8. A material balance of the metals in the fuel, emissions, bottom ash and fly ash shall be performed and reported based on all test/analytical data.
- 9. Any performance tests shall be conducted using EPA Reference Methods, as contained in 40 CFR 60 (Standards of Performance for New Stationary Sources), 40 CFR 61 (National Emission Standards for Hazardous Air Pollutants), and 40 CFR 266, Appendix IX (Multi-metals), or any other method approved by the Department, in writing, in accordance with Chapter 62-297, F.A.C.
- 10. Daily records (i.e., mass feed rates of each fuel, heat input, steam production, pressure, temperature, MW, fuel input rates, etc.) of the boiler operations when firing the TDF blend during the tests shall be maintained.
- 11. The authorized TDF performance test shall not result in the release of objectionable odors pursuant to Rule 62-296.320(2). F.A.C.
- 12. Performance testing shall cease as soon as possible if the test boiler operations are not in accordance with the conditions within existing permits, or this authorization protocol. Performance testing shall not resume until appropriate measures to correct the problem(s) have been implemented.
- 13. This Department action is only to authorize the TDF blend performance test. Any firing of tire derived fuel beyond the 30 full-power burn days (or 60 calendar days) of testing approved to conduct such tests will be deemed a violation of permit No. PSD-FL-137.
- 14. Unless otherwise specified herein, the test protocol submitted by the applicant, and received by FDEP on October 25, 2004, including the sampling and analysis methods of fuel and ash, is acceptable and incorporated herein as Attachment "A".

This letter must be attached to permit No. PSD-FL-137 and shall become a part of the permit.

Sincere	ly,	
Michael	G. Cooke, Direc	tor
Division	n of Air Resource	
Manag	gement	

TV/mh

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