



Department of Environmental Protection

Lawton Chiles
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2600 Blair Stone Road
Tallahassee, Florida 32399-2400

Virginia B. Wetherell
Secretary

October 21, 1998

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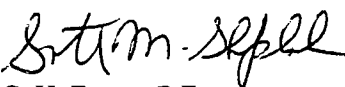
Mr. Walter P. Bussels
Managing Director
Jacksonville Electric Authority
21 West Church Street
Jacksonville, Florida 32202

RE: Initial Title V Operation Permit: 0310045-001-AV
Jacksonville Electric Authority
Northside Generating Station/St. Johns River Power Park
Facility ID No.: 0310045

Dear Mr. Bussels:

In accordance with the agreement for settling the appeal that was filed against the above referenced permit, please find enclosed the initial Title V Operation Permit, which went final on October 13, 1998. If there are any questions, please contact Mr. Bruce Mitchell at 850/921-9506 or write to me at the above letterhead.

Sincerely,

for 
C. H. Fancy, P.E.,
Chief
Bureau of Air Regulation

CHF/bm

Enclosures

cc: Jeffrey E. Brown, Esq., DEP
Scott M. Sheplak, DEP
James L. Manning, AWQD
Jon P. Eckenbach, JEA
N. Bert Gianazza, JEA
Robert A. Manning, Esq., HGSS

10/22/98 cc = Bruce Mitchell
Reading File

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 Mr. Walter P. Bussels
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 Jacksonville Electric Authority
 21 West Church Street
 Jacksonville, Florida 32202

4a. Article Number
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PS Form 3811, December 1994

102595-97-B-0179

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| JEA - Northside/St. Johns FINAL - ID#0310045-001-AV | |

PS Form 3800, April 1995

FINAL PERMIT DETERMINATION

Jacksonville Electric Authority Northside Generating Station/St. Johns River Power Park

FINAL Permit No.: 0310045-001-AV

An "INTENT TO ISSUE TITLE V AIR OPERATION PERMIT" to Jacksonville Electric Authority for the Northside Generating Station/St. Johns River Power Park located at 4377 Hecksher Drive, Jacksonville, Duval County, was clerked on October 3, 1997. The "PUBLIC NOTICE OF INTENT TO ISSUE TITLE V AIR OPERATION PERMIT" was published in the The Florida Times-Union on October 4, 1997. The DRAFT Title V Air Operation Permit was available for public inspection at the City of Jacksonville Air & Water Quality Division in Jacksonville and the permitting authority's office in Tallahassee. Proof of publication of the "PUBLIC NOTICE OF INTENT TO ISSUE TITLE V AIR OPERATION PERMIT" was received on October 22, 1997. No comments were received during the 30 (thirty) day public comment period, so the Department placed the PROPOSED Title V Operation Permit on the Division's web site for EPA's review, which is a 45-day period. EPA did not file any formal objections regarding the PROPOSED Title V Operation Permit during their allotted time and the Department conveyed the proposed FINAL Title V Operation Permit to the permittee. However, and timely, the company sought judicial review of the proposed FINAL Title V Operation Permit pursuant to Section 120.68, F.S., by filing a Notice of Appeal pursuant to Rule 9.110, Florida Rules of Appellate Procedure, with the Clerk of the Department in the Legal Office and by filing a copy of the Notice of Appeal accompanied by the applicable filing fees with the appropriate District Court of Appeal.

Correspondence was received from three respondents after the filing of the appeal. Two of them contain comments regarding issues associated with the permit text; and, one provided an updated list of various materials handling transfer points located at the St. Johns River Power Park. Also, teleconference calls have been conducted with the Department and the permittee and its representatives to discuss issues related to the proposed FINAL Title V Operation Permit. Listed below is each correspondence in the chronological order of receipt; also, one teleconference call will be cited due to an issue that had not been discussed or identified previously in the letters. A response will be made to each comment in the order that the comment was received. The comment(s) will not be restated. Where duplicative comments exist, the original response is referenced. Also, where a Specific Condition is deleted based on the comment and response, then the subsequent conditions will be renumbered for continuity purposes; however, the response will be made as if the condition(s) that are being commented on have not yet been renumbered (where it is appropriate to address a renumbered condition, it will be stated so within a parenthetical expression).

Comments were received from:

- A. Letter from Ms. M. Claudia Maire dated April 20, 1998, and received April 23, 1998.
- B. Letter from Mr. N. Bert Gianazza dated July 7, 1998, and received July 13, 1998.
- C. Fax from Ms. Liz Deken received on August 5, 1998.
- D. Teleconference call with JEA and its representatives on September 30, 1998.

A. Letter from Ms. M. Claudia Maire dated April 20, 1998, and received April 23, 1998.

1. The Department agrees with the comment and the word "not" will be deleted from Condition 2., Facility-wide Conditions, as follows:

From: "No person shall not cause, suffer, allow, or permit....."

To: "No person shall cause, suffer, allow, or permit....."

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2. The Department disagrees with the request because the PSD amendment intended that the limit be on an "hourly" basis. Therefore, the phrase "averaged over 24 hours" will be deleted from Specific Condition D.3.c. as follows:

From: The maximum weight of petroleum coke burned shall not exceed 100,000 pounds per hour (averaged over 24 hours).

To: The maximum weight of petroleum coke burned shall not exceed 100,000 pounds per hour.

3. The Department disagrees with the request and no change will be made to Specific Condition D.3.d.

4. The Department agrees that the maximum ash content of the coal should have been "18%, by weight. Therefore, Specific Condition D.7.a. will be changed as follows:

From: The maximum ash content of the coal is 0.18%, by weight.

To: The maximum ash content of the coal is 18%, by weight.

5. The Department agrees with the request and the formula in Specific Condition D.10.a. will be changed as follows:

From: SO_2 (lb/MMBtu) = $(0.2 \times C/100) + 4$

To: SO_2 (lb/MMBtu) = $(0.2 \times C/100) + 0.4$

6. The Department disagrees with the comment. However, the equation does have a parentheses that needs to be removed from it. Therefore, the equation in Specific Condition D.10.c. will be changed as follows:

From: SO_2 (lb/MMBtu) = $[0.1653 \times C \times S - 0.4 \times (C + 40)] \times 1/100$

To: SO_2 (lb/MMBtu) = $[0.1653 \times C \times S - 0.4 \times C + 40] \times 1/100$

7. The Department agrees with the request and the parenthetical expression "(90 percent reduction)" will be added to Specific Condition D.11.(1) as follows:

From: (1) 340 ng/J (0.80 lb/million Btu) heat input, or

To: (1) 340 ng/J (0.80 lb/million Btu) heat input (90 percent reduction), or

8. The Department agrees with the request in part. Therefore, Specific Condition D.13.b. will be changed to reflect the exact language contained in PSD-FL-010(B) as follows:

From: The petroleum coke sulfur content shall not exceed 4.0 percent, by weight, dry basis.

To: The maximum sulfur content of the petroleum coke-coal blend shall not exceed 4.00 percent, by weight.

9. The Department agrees with the request and will add the phrase "equal to or" to Specific Condition D.14.(2) as follows:

From: If emissions of SO_2 to the atmosphere are less than 260 ng/J (0.60 lb/MMBtu) heat input:

To: If emissions of SO_2 to the atmosphere are equal to or less than 260 ng/J (0.60 lb/MMBtu) heat input:

10. The Department agrees with the request that the CO limitation is not an applicable requirement, based on a review of the BACT and subsequent PSD permit issued for the emissions units. Therefore, Specific Condition D.18. will be deleted; in addition, Specific Condition D.45. will be deleted since it carried the testing method requirement for CO.

11. The Department agrees with the request and will delete Specific Condition D.19. since the condition is a 40 CFR, Subpart D requirement.

12. The Department disagrees with the request in part regarding Specific Conditions D.20. and D.21. The existing rule text will not be changed. However, in order to satisfy a comment for EPA Region 4, a "permitting note" will be added just after the header "**Excess Emissions**" and will read as follows:

{Permitting note: The Excess Emissions Rule at Rule 62-210.700, F.A.C., cannot vary any requirement of an NSPS, NESHAP, or Acid Rain program provision.}

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In addition, the Department is allowing the company to establish with the Air and Water Quality Division of the City of Jacksonville (AWQD) a "protocol for startup and shutdown" for the coal-fired boilers. The rule cited in Specific Condition D.20. allows for this. Therefore, a reference to the protocol will be added at the end of the condition and a "permitting note" will be added after the condition for clarification purposes as follows:

From: Excess emissions resulting from startup, shutdown or malfunction of any emissions unit shall be permitted providing (1) best operational practices to minimize emissions are adhered to and (2) the duration of excess emissions shall be minimized but in no case exceed two hours in any 24 hour period unless specifically authorized by the Department for longer duration.

To: Excess emissions resulting from startup, shutdown or malfunction of any emissions unit shall be permitted providing (1) best operational practices to minimize emissions are adhered to and (2) the duration of excess emissions shall be minimized but in no case exceed two hours in any 24 hour period unless specifically authorized by the Department for longer duration. See Attachment SJRPP: Protocol for Startup and Shutdown.

{Permitting note: Once a written agreement between JEA and AWQD has been acquired approving a "Protocol for Startup and Shutdown", the protocol is automatically incorporated by reference and is a part of the permit. The protocol shall be used where applicable and where there is/are conflict with the rule.}

13. The Department agrees with the request and a "new" Specific Condition D.44. (after renumbering) will be added as follows:

(new):

D.44. If the permittee wants the CEMs RATA tests for SO₂ and NO_x to be considered as formal compliance tests, then the permittee must satisfy all of the requirements (i.e., prior notification, submittal requirements, etc.) of Rule 62-297.310, F.A.C.

[Rules 62-297.310(7) and 62-213.440, F.A.C.]

14. The Department does not agree with the request and there will be no change made to Specific Condition D.52(a)4. since the condition reflects rules that are part of the SIP.

15. The Department agrees with the request and the words "and/or solid" will be added to Specific Condition D.52(a)5. as follows:

From: An annual compliance test for particulate matter emissions shall not be required for any fuel burning emissions unit that, in a federal fiscal year, does not burn liquid fuel, other than during startup, for a total of more than 400 hours.

To: An annual compliance test for particulate matter emissions shall not be required for any fuel burning emissions unit that, in a federal fiscal year, does not burn liquid and/or solid fuel, other than during startup, for a total of more than 400 hours.

16. The Department does not agree with the request and no change will be made to Specific Condition D.53. since a "guidance Memorandum" cannot alter an applicable requirement (federally enforceable) established in the PPS permit PA81-13. In addition, "new" Specific Condition D.44. (after renumbering) does allow that the RATA tests be allowed in lieu of having to conduct separate annual compliance tests.

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17. The Department agrees with the request in part, which is to delete references to “gas” in Specific Condition D.67., since the emissions units do not fire gas; however, the facility can blend fuels and the use of the vendor’s receipts is limited. Therefore, the condition will be rewritten to further clarify record keeping requirements pursuant to other conditions, which will be referenced, as follows:

From: Fuel Consumption Records. The owner or operator shall create and maintain for each emissions unit hourly records of the amount of each fuel fired, the ratio of fuel oil to gas if co-fired, the heating value, and sulfur and ash content, percent by weight, of each fuel fired.

To: Fuel Consumption Records. The owner or operator shall maintain, for each emissions unit, daily records of the amounts and types of fuels fired and copies of fuel analyses containing information on the sulfur and ash content, percent by weight, and heating values. See Specific Conditions **D.17., D.44., D.63. and D.64.**

18. The Department agrees with the request that records need to be retained at the facility and made available to the Department or its designee (AWQD) upon request and not be submitted as part of an AOR. Therefore, the following text changes will be made to Specific Condition D.68. as follows:

From: Reporting and Recordkeeping. Documentation verifying that the coal and petroleum coke fuel blends combusted in Boilers Nos. 1 and 2 have not exceeded the 20 percent maximum petroleum coke by weight limit shall be maintained and submitted to the AWQD with each AOR.

To: Reporting and Recordkeeping. Documentation verifying that the coal and petroleum coke fuel blends combusted in Boilers Nos. 1 and 2 have not exceeded the 20 percent maximum petroleum coke by weight limit shall be maintained and made available upon request by the Department or AWQD.

19. The Department agrees with the request and the subsection (Subsection E) established for the “auxiliary boilers” will be deleted since they have been removed from service; and, the subsequent “Subsections” will be relabeled in sequence with the changes made, i.e., Subsection F. becomes Subsection E., etc.

20. The Department disagrees with the request in part regarding Specific Conditions F.8. and F.9. The existing rule text will not be changed. However, in order to satisfy a comment for EPA Region 4, a “permitting note” will be added just after the header “**Excess Emissions**” and will read as follows:

{Permitting note: The Excess Emissions Rule at Rule 62-210.700, F.A.C., cannot vary any requirement of an NSPS, NESHAP, or Acid Rain program provision.}

21. The Department agrees with the statement that the “Megawatts” stated are in the permit are for informational purposes only, which is why it is carried in the description area and not in the Specific Conditions.

22. The Department agrees with the request and the Placard Page will be changed to include the referenced tables as attachments as follows:

Revised Tables 2 and 6 (PSD-FL-010)

23. The Department agrees with the request and “petroleum coke” will be included in the “Facility Description”.

24. The Department does not agree with the request and no change will be made to Specific Condition A.5. The condition is a quote of the rule.

25. The Department does not agree with the request and no change will be made to Specific Condition A.8. The condition is a quote of the rule.

26. The Department does not agree with the request and no change will be made to Specific Condition A.10. The condition is a quote of the rule.

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27. The Department does not agree with the request and no change will be made to Specific Condition A.12. The condition is a quote of the rule.

28. The Department does not agree with the request and no change will be made to Specific Conditions A.13., A.34., A.38. and A.39., since JEA is still subject to all of the provisions related to on-specification used oil even if it is firing the fuel generated from its various facilities and activities.

29. The Department agrees with the request and the justification will be changed for Specific Condition A.18. as follows:

From: [Rules 62-296.450(1)(e)4. and.....]

To: [Rules 62-296.405(1)(e)4. and.....]

30. The Department does not agree with the request and no change will be made to Specific Condition A.31. The condition is a quote of the rule.

31. The Department agrees with the request and will place a "permitting note" in Specific Conditions A.1., B.1., C.1. and D.1. as follows:

{Permitting note: The heat input limitations have been placed in the permit to identify the capacity of each emissions unit for purposes of confirming that emissions testing is conducted within 90-100 percent of the emissions unit's rated capacity (or to limit future operation to 110 percent of the test load), to establish appropriate limits and to aid in determining future rule applicability.}

32. The Department agrees with the request and the heat input (MMBtu/hr) is changed from 120.0 to 123.5 while firing natural gas or LP gas in Specific Condition B.1.; also, the date that the application was filed has been changed to reflect the June 14, 1996 date in the justification.

33. Even though the "1996 Ten-Year Plan, State of Florida" document issued by the Florida Electric Power Coordinating Group, Inc., displays a different date for beginning commercial operation for CT No. 5, the Department will agree to change the date from "December 1974" to "February 1974" in the description in Subsection C.

33. The Department agrees with the request to delete the term "(virgin)" from the text in Specific Condition C.3. as follows:

From: Methods of Operation - Fuels. Only (virgin) new No. 2 distillate fuel oil shall be fired in the combustion turbines.

To: Methods of Operation - Fuels. Only new No. 2 distillate fuel oil shall be fired in the combustion turbines.

34. Even though the "1996 Ten-Year Plan, State of Florida" document issued by the Florida Electric Power Coordinating Group, Inc., displays different dates for beginning commercial operation for Boilers Nos. 1 and 2, the Department will agree to change the dates from "March 1986" to "December 1986" (Boiler No. 1) and from "May 1988" to "March 1988" (Boiler No. 2) in the description in Subsection D.

35. See the response of A.31, above.

36. The Department agrees to replace "bituminous coal" in Specific Condition D.15.(1)a. with "coal or coal-petroleum coke blend", which reflects the way the fuel is referenced in the PSD-FL-010(B) amendment, as follows:

From: Bituminous coal: 0.60 lb/million Btu (260 ng/J) heat input;

To: Coal or coal-petroleum coke blend: 0.60 lb/million Btu (260 ng/J) heat input;

37. The Department agrees to replace "All other fuels - oil:" in Specific Condition D.15.(1)b. with "Fuel oil:", which reflects the affected fuel, as follows:

From: All other fuels - oil: 130 ng/J (0.30 lb/million Btu) heat input.

To: Fuel oil: 130 ng/J (0.30 lb/million Btu) heat input.

38. The Department agrees with the request and the duplicate term "is experienced" is deleted from the text in Specific Condition D.30.

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39. The Department agrees with the request and the word "acceptable" will be capitalized, since it is the beginning of the last sentence of Specific Condition D.37.
40. The Department does not agree with the request, because the conditions are quotes from the amendment to the PSD permit [PSD-FL-010(B)]. Therefore, no change will be made to the justifications for Specific Conditions D.70., D.71. and D.72.
41. The Department agrees with the request in part, because the text of Specific Condition D.75. is required due to the citing of 40 CFR 60.46(d)(1) in the text of D.44 (now D.42. after renumbering); therefore, the justification of the text of Specific Condition D.75. should be 40 CFR 60.46(d)(1). However and for clarity, a parenthetical expression (see specific condition **D.42.**) will be added to reference the Specific Condition that referenced the 40 CFR 60.46(d)(1) requirement as follows:
- From: The owner or operator may use the following as alternatives to the reference methods and procedures in 40 CFR 60.46 or in other sections as specified:
- To: The owner or operator may use the following as alternatives to the reference methods and procedures in 40 CFR 60.46 or in other sections as specified (see specific condition **D.42.**):
42. The Department agrees with the request to delete the word "generally" from the description in the subsection (now "F") for the "Limestone and Flyash Handling" operations.
43. The Department agrees with the request to replace "limestone day silo" with "limestone silo" in Specific Condition G.6.c. (now F.4.c.) as follows:
- From: Limestone day silos 10% opacity
- To: Limestone silo 10% opacity
44. The Department agrees with the request and the reference to "BACT" will be deleted from "permitting note" under the description in the subsection (now G) for "SJRPP: Cooling Towers (2)" as follows:
- From: {Permitting note(s): The emissions unit is regulated under Rule 62-212.400(5), PSD NSR Review, which includes BACT (dated 05/07/81; PSD-FL-010 was issued March 12, 1982).}
- To: {Permitting note(s): The emissions unit is regulated under Rule 62-212.400(5), PSD NSR Review (see PSD-FL-010, issued March 12, 1982).}
45. The Department agrees that the "MW" term was for informational purposes only; however, to avoid controversy, the term "MW" and associated information will be deleted from the Acid Rain description as follows:
- From: NGS Boiler No. 1 (297.5 MW electric steam generator)
NGS Boiler No. 2 (297.5 MW electric steam generator; was placed on long-term reserve shutdown on March 1, 1984)
NGS Boiler No. 3 (563.7 MW electric steam generator)
SJRPP Boiler No. 1 (679.6 MW electric steam generator)
SJRPP Boiler No. 2 (679.6 MW electric steam generator)
- To: NGS Boiler No. 1
NGS Boiler No. 2 (was placed on long-term reserve shutdown on March 1, 1984)
NGS Boiler No. 3
SJRPP Boiler No. 1
SJRPP Boiler No. 2
46. The Department agrees with the request and will change "Jacksonville Electric Company" in Specific Condition A.1. to "Jacksonville Electric Authority" under Subsection IV, Acid Rain, as follows:
- From: Comments, notes, and justifications: Mr. Jon P. Eckenbach, Executive Vice President, Jacksonville Electric Company, has become the new Designated Representative for Title IV purposes.
- To: Comments, notes, and justifications: Mr. Jon P. Eckenbach, Executive Vice President, Jacksonville Electric Authority, is the Designated Representative for Title IV purposes.

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47. The Department agrees with the request and Table 1-1 and Table 2-1 will be changed in accordance with the responses stated above, and where appropriate.

B. Letter from Mr. N. Bert Gianazza dated July 7, 1998, and received July 13, 1998.

1. The Department responded to the request with a certified letter clerked out on September 1, 1998, which directed JEA to deal with the appropriate permitting authority (AWQD) for the permitting of a proposed 300 hp auxiliary boiler.

2. See the response of A.31., above.

3. The Department acknowledges the "heat input curve" provided by JEA and has identified an attachment (Attachment NGS: CT Heat Input Nominal Values) for the curve on the Placard Page and inserted a "permitting note" after the text of Specific Condition C.13 as follows:

{Permitting note: Attached (see "Attachment NGS: CT Heat Input Nominal Values") is a chart of the "Base Load MW" vs "Temperature" to aid in defining "full load" for visible emissions testing purposes, since the manufacturer's curves are not available. The heat input numbers are only nominal values.}

4. The Department acknowledges the updated O & M Plan and will include it with the permit.

5. The Department does not agree with the request and no change will be made to Specific Condition A.3.b. because it is an applicable requirement. The limit on the total station residual fuel allowed to be fired in any consecutive 3-hour period by the four (4) affected emissions units (NGS Boilers Nos. 1, 2 and 3, and NGS Auxiliary Boiler No. 1) was established in air construction permit No. AC16-85951 and has not been changed to date.

6. The Department acknowledges receipt of the Title V permit application corrections to pages related to stack heights and diameters. Any changes in the permit text will be made where appropriate.

7. The Department agrees with the request and the reference to Specific Condition A.17. will be added to the end of the text of Specific Condition A.11. as follows:

See specific conditions **A.17.** and **A.24.**

C. Fax from Ms. Liz Deken received on August 5, 1998.

1. The Department acknowledges receipt of the listing labeled "SJRPP: Material Handling Transfer Points" provided by JEA and has identified it as an attachment (Attachment SJRPP: Material Handling Transfer Points) on the Placard Page and will add a reference to it in a sentence in the description for both the "SJRPP: Coal Storage Yard and Transfer Systems" and the "SJRPP: Limestone and Flyash Handling" subsections (E and F, respectively) as follows:

The emissions units/points are as depicted in Table 6 (Revised: PSD-FL-010) and the appropriate part of Attachment SJRPP: Material Handling Transfer Points.

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D. Teleconference call with JEA and its representatives on September 30, 1998.

1. The request was to re-evaluate EPA's intent regarding Table 2, when they issued PSD-FL-010, and its amendment when they issued Revised Table 2. After review of the permit's Final Determination and the conditions of the permit, it is concluded that the table is just a summary. Therefore, the Department agrees to delete the Specific Conditions (F.2., F.3., G.2., G.3. and H.2 that referred to the table and established the table as "maximum throughput rates"; and, the subsequent conditions will be renumbered. In addition, a "permitting note" will be added to the Specific Condition labeled as "Operating Rate During Testing" in Subsections F and G (Subsection H did not contain this condition) as follows:

SJRPP: Coal Storage Yard and Transfer Systems

{Permitting note: The Revised Table 2 includes a summary of the various emissions points/ activities and their control systems for the Coal Storage Yard and Transfer Systems. The throughput rate amounts displayed represent approximately 74 percent of their maximum potential. Therefore, when any visible emissions test is being conducted, the emissions point/ activity being evaluated should be operating at or near its maximum potential throughput rate.}

SJRPP: Limestone and Flyash Handling

{Permitting note: The Revised Table 2 includes a summary of the various emissions points/ activities and their control systems for the Limestone and Flyash Handling. The throughput rate amounts displayed represent approximately 74 percent of their maximum potential. Therefore, when any visible emissions test is being conducted, the emissions point/ activity being evaluated should be operating at or near its maximum potential throughput rate.}