

**STATE OF FLORIDA  
DEPARTMENT OF ENVIRONMENTAL PROTECTION**

**2010 SULFUR DIOXIDE NAAQS  
DATA REQUIREMENTS RULE  
ANNUAL REPORT**



**ANNUAL REVIEW OF FACILITY EMISSIONS**

**July 1, 2026**

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## 1. Background

On August 21, 2015, the U.S. Environmental Protection Agency (EPA) promulgated the “Data Requirements Rule” (DRR) (80 Fed. Reg. 51052; codified at 40 C.F.R. Part 51, Subpart BB), which requires states to evaluate compliance with the 2010 one-hour sulfur dioxide (SO<sub>2</sub>) National Ambient Air Quality Standard (NAAQS) in areas surrounding certain large SO<sub>2</sub> sources. Pursuant to the DRR, states could choose to perform area characterizations around specified sources using either air quality monitoring or air dispersion modeling. The Florida Department of Environmental Protection (Department) opted to use air dispersion modeling to characterize all areas of Florida subject to evaluation under the DRR.

Pursuant to the ongoing requirements of the DRR, as detailed at 40 C.F.R. 51.1205, the Department must submit an annual report to EPA documenting the SO<sub>2</sub> emissions of sources in areas that EPA designated unclassifiable/attainment based on the modeling of actual SO<sub>2</sub> emissions, which resulted in maximum modeled concentrations below the one-hour SO<sub>2</sub> NAAQS.

In Florida, two facilities remain subject to these requirements:

- Jacksonville Electric Authority’s (JEA) Northside Generating Station (NGS); and
- WestRock CP, LLC’s Fernandina Beach Mill (WestRock).

**Section 2** of this report documents SO<sub>2</sub> emissions decreases at JEA and WestRock and confirms that the areas around these facilities remain in attainment for the 2010 one-hour SO<sub>2</sub> NAAQS.

## 2. Annual SO<sub>2</sub> Emissions Review

The DRR modeling demonstrations for JEA and WestRock, which the Department submitted to EPA on January 13, 2017, used actual SO<sub>2</sub> emissions from 2012 to 2014. Emissions from each of these facilities have substantially decreased over the period of 2023 to 2025 as compared to the period of 2012 to 2014 (**Table 1**).<sup>1</sup>

In 2014, the Department permitted JEA to reintroduce fly ash into Boilers 1 and 2 at NGS. Fly ash acts as an additional SO<sub>2</sub> control, thus reducing emissions. In 2016, the Department incorporated EPA’s Mercury and Air Toxics Standards (MATS) provisions into the facility’s Title V permit.

Decreases in SO<sub>2</sub> emissions at WestRock are due primarily to the implementation of controls and emissions limits to comply with the Nassau County Nonattainment Area State Implementation Plan (NAA SIP). In 2015, as part of the NAA SIP, the Department issued an air construction permit to WestRock to implement a variety of controls, including improvements to the recovery boilers, installation and operation of a piping system to transport non-condensable gases for

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<sup>1</sup> All emissions data are from each facility’s CEMS. Hourly CEMS data for 2012 to 2014 were reported directly to the Department for DRR modeling purposes. Data for 2023 to 2025 are from each facility’s Annual Operating Report (AOR) submissions to the Department. Rule 62-210.370, F.A.C., requires that facilities report their annual emissions using CEMS if available.

combustion in the No. 7 Power Boiler, and a scrubber system to remove total reduced sulfur from the non-condensable gas stream prior to combustion, each of which resulted in SO<sub>2</sub> emissions decreases.

**Table 1** provides emissions at the unit level for emissions units that were modeled using actual emissions. Emissions units not listed were modeled using allowable emission rates.

The decreases in SO<sub>2</sub> emissions at JEA and WestRock are due largely to implementation of controls and lower permitted SO<sub>2</sub> emission limits. The Department does not, therefore, expect that SO<sub>2</sub> emissions would return to the levels that occurred during the period of 2012 to 2014.

As such, the Department finds the DRR modeling that the Department submitted to EPA on January 13, 2017, to be conservative, and the Department has determined that no additional modeling is needed to characterize the air quality in this area.

The Department recommends that the areas around JEA and WestRock retain their unclassifiable/attainment designations. These areas will continue to be subject to ongoing data reviews under the DRR.

**Table 1.** Comparison of 2012-2014 and 2023-2025 SO<sub>2</sub> emissions  
(in tons per year) for DRR facilities requiring annual review

County	Facility	2012	2013	2014	2012-2014 Average	2023	2024	2025	2023-2025 Average	Percent Change
Duval	JEA	13,835	16,459	20,978	17,091	1,506	995	1530	1,344	-92.1%
Nassau	WestRock (Total)	3,573	3,671	3,797	3,680	494	377	389	420	-88.6%
Nassau	WestRock #4 Recovery Boiler <sup>a</sup>	101	98	103	101	11	8	7	9	-91.1%
Nassau	WestRock #5 Power Boiler <sup>a</sup>	82	68	73	74	9	12	8	10	-86.5%
Nassau	WestRock #5 Recovery Boiler <sup>a</sup>	76	103	113	97	31	22	20	24	-75.3%
Nassau	WestRock #7 Power Boiler <sup>a</sup>	3,314	3,402	3,507	3,408	438	330	349	372	-89.1%

<sup>a</sup> In the Department's DRR modeling for WestRock, only these four units were modeled using actual emissions; all other units were modeled using maximum allowable emission rates.