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2	BEFORE THE HEARING BOARD OF THE			
3	BAY AREA AIR QUALITY MANAGEMENT DISTRICT STATE OF CALIFORNIA			
4	STATE OF C	CALIFORNIA	FEB 16 2024	
5		D 1 () 1 2747	HEARING BOARD	
6	In the Matter of the	Docket No. 3747	MANAGEMENT DISTRICT	
7	AIR POLLUTION CONTROL OFFICER of the BAY AREA AIR QUALITY MANAGEMENT DISTRICT	FINDINGS AND DECISION FOR ORDER OF ABATEMENT		
8	MANAOEMENT DISTRICT	DISTRICT REGUL	ATION 8-34-301.1	
9	Complainant,	Hearing Date: January 23, 2024 and		
10	VS.		ry 6, 2024	
11	BERKELEY LANDFILL	Place: Hearing	g Board	
12	Respondent.	375 Be	rea Air Quality Mgt Dist cale Street	
13		San Fr	ancisco, CA 94105	
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15	The Request of Complainant the Air Pollution Control Officer (hereinafter, the			
16	"APCO") of the Bay Area Air Quality Management District (the "Air District") for an Order of			
17	Abatement was heard on January 23 and February 6, 2024, in accordance with the provisions of			
18	California Health and Safety Code ("HSC") § 40823 and Air District Hearing Board Rule §			
19	6.2. The following Members of the Hearing Board were present: Chair Valerie Armento and			
20	Members Amelia Timbers, Danny Cullenward, and Rajiv Dabir. Respondent Berkeley Landfill			
21	was represented by Marc Shapp, Deputy City Attorney, City of Berkeley. Complainant APCO			
22	of the Air District was represented by Joel Freid, Assistant Counsel II, Air District. The public			
23	was given the opportunity to testify, evidence was received, and the matter was submitted.			
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Testimony from the hearing on Respondent's application for a regular variance, Case No. 3741, was incorporated, without objection, into the record.

The Hearing Board finds and decides as follows:

FINDINGS OF FACT

1. The Air District is the governmental agency charged with the primary responsibility in the San Francisco Bay Area for controlling air pollution from all sources other than motor vehicles, for enforcing laws relating to air pollution, and for maintaining healthy air quality. The Air District is organized pursuant to the HSC Division 26, Part 3, Chapter 11.

9 2. The Complainant Air Pollution Control Officer ("APCO") is appointed by the
Bay Area Air Quality Management District Board of Directors to enforce all orders, rules and
regulations prescribed by the Air District Board. (HSC § 40750 *et seq.*) The APCO is
authorized to request that the Hearing Board issue an Order of Abatement in accordance with
HSC Section 42451(a).

3. Respondent Berkeley Landfill ("Landfill" or "Facility") is owned by the City of
Berkeley (the "City"), operated by SCS Engineers ("SCS"), and subject to the jurisdiction of
the Air District. Respondent owns the Landfill located at Cesar Chavez Park, at 11 Spinnaker
Way, Berkeley, Alameda County, California.

4. Air District Regulation ("Reg.") 8-34-301.1, California Code of Regulations
 ("CCR") Title 17, Section 95464(b)(1)(A), a part of 17 CCR Sections 95460-94476, the State
 Landfill Methane Rule ("State LMR"), and the Landfill's Permit Condition ("P/C") 1826, Part
 3, each require continuous operation of the Landfill's landfill Gas Collection and Control
 System ("GCCS").

23 5. The Facility is located within the Air District's jurisdiction and subject to the
24 Air District's regulations. The Landfill is a closed landfill owned by the City and currently

developed as Cesar Chavez Park. The City also owns the land in the Berkeley Marina adjacent to Cesar Chavez Park, including the site of an operating hotel, collects gases including Methane offsite, meaning off of Cesar Chavez Park, and feeds those gases to the City's flare in the Park for abatement.

6. The Landfill has been closed, i.e. not accepting any new solid waste, since 1983. As part of required post-closure operations, the Landfill operates a GCCS, which collects landfill gas from the decomposing material in the Landfill and combusts it in an enclosed flare. The Landfill has contracted with SCS for the operation and maintenance of the Landfill and its GCCS and for compliance monitoring and measures necessary to comply with Air District and CA State Regulations.

7. Landfill Gas ("LFG") is comprised of Methane which is a potent greenhouse gas, Carbon Dioxide ("CO2"), Carbon Monoxide ("CO"), Non-methane Organic Compounds ("NMOCs"), Toxic Air Contaminants ("TACs"), and other compounds which can be emitted when the Gas Collection System ("GCS") and flare are not operated continuously and when there are leaks of landfill gas from the landfill surface and/or from GCCS components.

8. Methane is a potent greenhouse gas more effective than CO2 at trapping heat in the atmosphere.

9. LFG is extracted from the Landfill using a series of vertical landfill gas collection wells, lateral piping, and a vacuum system that comprise the GCS which feeds the collected LFG to a flare where the landfill gas is burned and thereby abated, as required by Regulation 8, Rule 34 ("Reg. 8-34") and the State LMR. The Landfill is required by its Air District permit to operate a GCS consisting of 42 vertical wells, 2 horizontal collectors, and 14 trench collectors.

10. A landfill subject to Reg. 8-34 is required to continuously operate a Gas Collection System and flare (or other abatement or control system) unless Less Than Continuous Operation ("LTCO") is approved by the Air District. The state LMR also requires continuous operation of the GCS unless the Air District approves an alternative compliance option. Landfills that are granted approval for LTCO are required to request approval of the LTCO allowance from the Air District every 3 years, and the Air District has the authority to approve, reject, or modify terms of LTCO.

8 11. The Air District has issued 15 Notices of Violation ("NOVs") to the Landfill
9 since November 22, 2021 for noncontinuous operation of its GCCS, in violation of Reg. 8-340 301.1, the State Landfill Methane Rule CCR Title 17 Section 95464(b)(1)(A), and the
1 Landfill's P/C 1826, Part 3, among 5 other violations. Berkeley Landfill is not operating its
2 GCCS continuously.

12. The Air District issued 14 NOVs to the Landfill over the past year, and 21
14 NOVs since 2019, including the 10 NOVs issued for noncontinuous operation of the GCCS in
2023. The cited violations include not operating required landfill gas collection wells, leaks of
16 landfill gas in violation of applicable regulations, improper maintenance of the flare, the flare
17 exceeding its 57.6 MMBTU/day limit in violation of Reg. 2-1-307 and P/C 1826, Part 2, late
18 source test report submittal, and noncontinuous operation of its GCCS.

13. As part of its application for a Regular Variance, Respondent acknowledged and
presented evidence to support a finding that the Landfill is operating in violation of Reg. 8-34301.1 and P/C 1826, Part 3.

14. Because the Landfill closed before 1987 it is exempt under Reg. 8-34-119 from
the 5% oxygen content limit of Reg. 8-34-305.4. Whether or not this limit applies, high oxygen
readings indicate ambient air is being drawn into the GCS. In this case, oxygen readings of 20%

have been recorded, indicating that ambient air is being drawn into the GCS. The Air District believes that this oxygen intrusion is due to poor maintenance and disrepair of the Landfill's GCS.

When LFG is not collected adequately, it builds up pressure within the Landfill
and can move offsite, outside the Landfill boundary, where the LFG can become a safety
hazard, as well as eventually being emitted to the atmosphere. Monitoring probes offsite
near Cesar Chavez Park now situated upon the former the Landfill have detected methane. The
Air District and CalRecycle, the Landfill's Local Enforcement Agency ("LEA") have met to
discuss and develop the chemical fingerprinting methodology in Sections 4, 4.1, and 4.2 of the
Order of Abatement below aimed to determine whether the methane measured offsite of Cesar
Chavez Park is originating from the Landfill.

16. On May 18, 2022, the Landfill petitioned the Air District for approval of an
LTCO allowance for the Landfill's new smaller flare under Reg. 8-34-404. The Landfill
claimed that it was not producing enough LFG to operate even the new smaller flare on a
continuous basis.

16 17. At the end of 2022, Air District Engineering Staff met with CalRecycle,
17 Berkeley LEA, SCS, and the City staff to discuss investigation into the offsite methane
18 detections, and SCS/the City agreed to investigate. The City has been requested by CalRecycle
19 to submit a work plan to conduct the investigation into the offsite methane detections by
20 February 23, 2024.

18. On March 21, 2023, the City's Landfill and its consultant, SCS, withdrew the
application seeking LTCO for the new flare after the Air District expressed concerns about
poor landfill gas collection, ambient levels of oxygen being captured by the GCS, and possible
offsite landfill gas migration, and stated that if system adjustments and repairs could not be

completed within 60 days to ensure that all vertical extraction wells reported oxygen			
concentrations below 5% then the LTCO petition would be denied			
19. The Landfill is in a well-populated area. Cesar Chavez Park, which is used by			
the public, is located on top of the Landfill and with an adjacent hotel. Accordingly, there is a			
strong public interest in bringing the Landfill into compliance with continuous operation			
requirements and in determining whether or not landfill gas is migrating off of the Landfill site.			
CONCLUSION			
20. The Landfill is in violation of Reg.8-34-301.1, 2-1-307, State LMR Section			
95464(b)(1)(A), and its P/C 1826, Part 3.			
21. It is reasonable to require the Landfill to comply with District rules and its			
permit. Reg. 8-34 that applies in this case is a federally enforceable requirement.			
22. The issuance of this Order of Abatement upon a noticed hearing does not			
constitute a taking of property without due process of law.			
23. The Order of Abatement is not intended to act as a variance.			
ORDER OF ABATEMENT			
Based on the aforesaid statements and good cause appearing, the Hearing Board hereby			
orders Respondent to immediately cease and desist from operating Respondent's closed			
Landfill in a manner that violates Air District Reg. 8-34-301.1 or that violates the Landfill's			
P/C 1826, which require both the continuous operation of its landfill gas (LFG) collection			
system, consisting of 42 vertical wells, 2 horizontal collectors, 14 trench collectors, and the			
proper maintenance of and continuous operation of Flare A-4 combusting the collected LFG at			
a temperature of at least 1,400 degrees Fahrenheit, unless and until the Air District determines			
that all of the following compliance action conditions and increments of progress 1 through 11			
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have been met.

COMPLIANCE ACTION CONDITIONS AND INCREMENTS OF PROGRESS:

1. Subject to Section 2 of this Abatement Order, locate all required vertical LFG collection wells pursuant to the BAAQMD Permit to Operate, Permit Condition 1826, Part 4 and on the attached Landfill Gas System Plan topographical site map. (Reg. 8-34-301). Complete within 30 business days of issuance of this Abatement Order.

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2. Once Wells 14, 29, 33, 34, and 35 are located, immediately monitor each located well to confirm operation, measure well gas in accordance with Regulation 8-34-604, and measure pressure in accordance with Regulation 8-34-608. Adjust each well as needed to collect LFG. Submit the monitoring results and description of adjustments to the Air District within 5 business days. If any of these wells cannot be located, repaired, or brought into compliance with section 3, then submit an application to the Air District proposing an alteration to the LFG collection system to address the missing, unrepairable, or non-compliant wells. (Reg. 8-34-301, Permit Condition 1826). Complete within 30 business days of completion of the requirements of Section 1.

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3. To the extent necessary to achieve the performance criteria herein, repair the 11 LFG collection system such that, subsequent to inspection, repairs, or modifications as described in subsections 3.1, 3.2, 3.3, 3.4, and 3.5, all vertical LFG extraction wells, horizontal 12 collectors, and trench collectors are optimally collecting LFG and limiting air intrusion to 5 percent oxygen by volume, except as otherwise provided in subsections 3.4 and 3.5, and ensure 13 that each wellhead operates under a vacuum/negative pressure and LFG in each wellhead less than 55° C (131° F), and ensure all system components comply with all applicable 14 requirements in Reg. 8-34-301.2, and ensure the gas collection system and landfill gas flare operate continuously as specified in Reg. 8-34-301.1 and meet the destruction efficiency 15 requirement in Reg. 8-34-301.3. Complete the actions set forth in subsections 3.3, 3.4, and 3.5 on an as-needed basis. (Reg. 8-34-301, Permit Condition 1826). 16

3.1 Within 90 business days of issuance of this Abatement Order, complete 17 an inspection of the integrity of each vertical LFG extraction well, LFG horizontal collector. LFG trench collector, LFG collection system lateral, and piping, including physical inspection, 18 total depth and liquid level sounding, video camera inspection, and any other method(s) necessary to demonstrate that there are no blockages due to damage or from liquid. Submit 19 inspection results to the Air District within 30 business days of the completion of the inspection, including a timeline for any repairs that are necessary based on the inspection. If 20 LFG collection system component replacements are needed, an application to the Air District proposing an alteration to the LFG collection system to replace unrepairable LFG collection 21 system components shall also be submitted with the inspection results. (Reg. 8-34-301, Permit Condition 1826). 22

3.2 Within 90 business days of issuance of this Abatement Order, at all vertical LFG extraction wells, replace existing near surface bentonite well bore seal and install additional well bore HDPE liner boot seals. (Reg. 8-34-301, Permit Condition 1826).

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 3.3 As needed, install additional supplemental LFG collection system below grade pipelines to maintain vacuum distribution in the wellfield. Submit an application to the Air District if the installation(s) are not allowed by the current permit to operate. If any additional supplemental LFG collection system below grade pipelines are needed under this subsection 3.3, the City of Berkeley shall install those pipelines within 120 business days of issuance of this Abatement Order or any approvals required from the District, whichever is later. (Reg. 8-34-301, Permit Condition 1826).

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3.4 After measures set forth in subsections 3.1, 3.2, and 3.3 have been completed, if any well gas data from vertical wells, horizontal collectors, and trench wells (collectively and individually, the Well Gas Data) show oxygen concentrations greater than 5 percent by volume, submit to the Air District for approval a proposed Work Plan (WP) within 60 business days of the last GCS repair done under subsections 3.2 or 3.3 for a site-wide drone survey across the landfill and nearby areas that could be pathways of LFG migration to the offsite probes with methane detections per EPA approved Other Test Method 51 (OTM-51) – Unmanned Aerial Systems (UAS) Application for Surface Emissions Monitoring of Landfills. City of Berkeley staff shall seek approval from the Berkeley City Council for any drone survey under this subsection 3.4, if Council approval be needed under the Acquisition and Use of Surveillance Technology Ordinance, Berkeley Municipal Code Ch. 2.99. Upon the Air District's approval of the drone survey WP, which shall not be unreasonably withheld, within

30 business days complete the drone survey. At any identified location(s) of landfill gas leak(s), locate the GCS damage causing the leak(s) and identify new GCS component(s) needed to eliminate the leak(s). Submit an application to the Air District proposing an alteration to the

- LFG collection system to replace piping, replace landfill gas wells, horizontal collectors, trench wells, and/or install new landfill gas collection system components within 60 business days of completing the survey. (Reg. 8-34-301, Permit Condition 1826).
- . .

3.5 If, after repairs of the GCS, the Well Gas Data at any well or collector 15 continue to show an oxygen concentration greater than 5 percent by volume, develop a probe monitoring plan to measure LFG content in the area surrounding such well(s) or collector(s). 16 Submit the probe monitoring plan, which shall include notice to the Air District to allow Air District personnel to attend the probe monitoring activity, to the Air District within 60 business 17 days of the last GCS repair done under subsections 3.2, 3.3, or 3.4, for review, comment, and approval by the Air District. Complete the probe monitoring survey within 30business days of 18 Air District approval of the probe monitoring plan, which shall not be unreasonably withheld, and submit the probe monitoring survey results report to the Air District within 7 business days 19 of Berkeley Landfill's receipt of the report and no later than 60 business days of District approval of the probe monitoring plan. If any such well(s) or collector(s) are determined by the 20 Air District to be collecting gas that is not representative of the LFG in the surrounding waste mass, locate the GCS damage causing the leak(s) and identify new GCS component(s) needed 21 to eliminate the leak(s). Submit an application to the Air District proposing an alteration to the LFG collection system to replace piping, replace landfill gas wells, replace collectors, and/or 22 install new landfill gas components, in accordance with direction by the Air District, within 60 business days of receiving such direction by the Air District. (Reg. 8-34-301, Permit Condition

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1826).

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4. Within 60 business days of issuance of this Abatement Order submit to the Air District for approval, which shall not be unreasonably withheld, a proposed Work Plan (WP) for the collection of gas and laboratory analysis meeting all requirements of, and containing all, the information specified in subsections 4.1 and 4.2 below. (Reg. 8-34-301, Permit Condition 1826). The WP will include details for:

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4.1 Screening, collection, and testing gas at all existing permanent monitoring probes offsite of Cesar Chavez Park: Screening method to determine if methane is 5 present and measure methane content. For locations at which methane is detected, a collection and test plan, including the number and size of representative gas samples collected and test 6 methods to establish the source of the methane. The WP shall include at a minimum: collection protocols, advance notice to Air District of sampling to allow for Air District staff being 7 present, type of approved-container, chain of custody, and deadlines for laboratory submittal; analysis of gas content, including methane, other gas fractions, and specific volatile organic 8 compound (VOC) and toxic air contaminant (TAC) compounds by Methods ASTM D1946 and TO-15, and any other methods necessary to identify indicators of the source of methane gas. 9 For locations at which methane is not detected, a follow up monitoring schedule, including frequency and duration; methane-containing gas from follow up monitoring shall be collected 10 and submitted for testing. Deadlines for submittal of the initial field investigation report, results of ongoing monitoring, and laboratory analysis to the Air District. (Reg. 8-34-301, Permit 11 Condition 1826). 12 4.2 Collection and testing of LFG from the Berkeley Landfill: Collection and

4.2 Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of LFG from the Berkeley Landfill: Collection and testing of testing of testing of representative LFG samples collected and well
14 locations in proximity to each offsite probe. The plan shall include at a minimum: collection protocols, advance notice to the Air District of sampling to allow for Air District staff to be present, type of approved container, chain of custody, and deadlines for laboratory submittal; analysis of gas content, including methane, other gas fractions, and specific VOC and TAC compounds by Methods ASTM D1946 and TO-15, and any other methods necessary to establish a fingerprint of the landfill gas. Deadlines for submittal of the field investigation report and laboratory analysis to the Air District. (Reg. 8-34-301, Permit Condition 1826).

17 5. Perform the sampling and collection of gas and initiate laboratory analysis in accordance with the approved WP. (Reg. 8-34-301, Permit Condition 1826). Complete within 60 business days of receiving Air District approval of the WP.

6. Submit laboratory analyses and field investigation report(s) to the Air District for the gases collected from the offsite monitoring probes and from the Berkeley Landfill by the deadlines specified within the approved WP. The field investigation report(s) shall contain all the information required in the approved WP. (Reg. 8-34-301, Permit Condition 1826).

Schedule a full inspection and servicing of the onsite flare by the flare manufacturer. (Reg. 8-34-301, Permit Condition 1826). Complete within 60 business days of issuance of this Abatement Order.

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8. Submit results of flare inspection and details of the servicing to the Air District
 within 30 business days of the inspection and servicing, including all details of the flare's

compliance and/or non-compliance with regulatory requirements. (Reg. 8-34-301, Permit Condition 1826). Complete within 90 business days of issuance of this Abatement Order.

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9. For a period of at least 3 months following any repair or replacement of any 3 component of the LFG collection system required under subsections 2, 3, 3.1, 3.2, and 3.3 and until the Well Gas Data oxygen content at every well and collector has remained no more than 4 5 percent by volume for at least 3 months, and for a period of at least 3 months following installation of all GCS components required by subsections 3.4 and 3.5, perform weekly 5 monitoring of well gas at all vertical wells, horizontal collectors, and trench wells in accordance with Regulation 8-34-604, determine wellhead pressure in accordance with 6 Regulation 8-34-608, and adjust or repair the wells and collectors as necessary to optimize gas recovery and minimize air intrusion. For a period of at least 6 months after weekly monitoring 7 has ceased, perform monthly wellhead monitoring and continue to adjust wells and collectors to optimize gas recovery and minimize air intrusion. If the oxygen content exceeds 5 percent by 8 volume at any well or collector, perform repairs and maintenance at those components to reduce oxygen content and revert to the weekly monitoring schedule. When all of Berkeley 9 Landfill's Well Gas Data demonstrate 6 months of continuous oxygen concentrations that do not exceed 5 percent by volume, Berkeley Landfill may revert to the monitoring requirements 10 in Regulation 8-34. Submit the monitoring results to the Air District within 5 business days following each monitoring event. (Regs. 8-34-301 and 8-34-303). 11 10. For the duration of the activities required under Section 9, perform monthly 12 monitoring for landfill gas leaks at all components containing landfill gas and for landfill surface leaks in accordance with the procedures in Regulation 8-34-602 and 8-34-607. 13 Immediately address and repair any leaks in excess of 8-34-301.2 and 8-34-303 standards and submit the results of the monitoring and repairs to the Air District within 2 weeks of the 14 monitoring event. (Regs. 8-34-301 and 8-34-303). 15 11. Any downtime of the LFG collection and control system that is reasonable in the determination of the Air District and required to conduct the actions specified under this 16 Abatement Order shall not constitute a violation of Reg. 8-34-301.1, provided the City of Berkeley provides documentation, if feasible in advance of the downtime events, including start 17 and stop time, reason, and actions taken. Submit such documentation to the Air District, in compliance with Regulation 8-34-118 and no later than 5 business days following each 18 downtime event if advance notice is not feasible. Nothing in this Section 11 exempts Permittee Berkeley Landfill from the requirements of Regs. 2-1-301 and 2-1-302. 19 A. The Hearing Board shall retain jurisdiction over this matter until February 5, 20 2025 or until Respondent Berkeley Landfill has met all the Compliance Action Conditions and 21 Increments of Progress set forth in Sections 1 through 11, whichever occurs first, unless this 22

Order is amended or modified.

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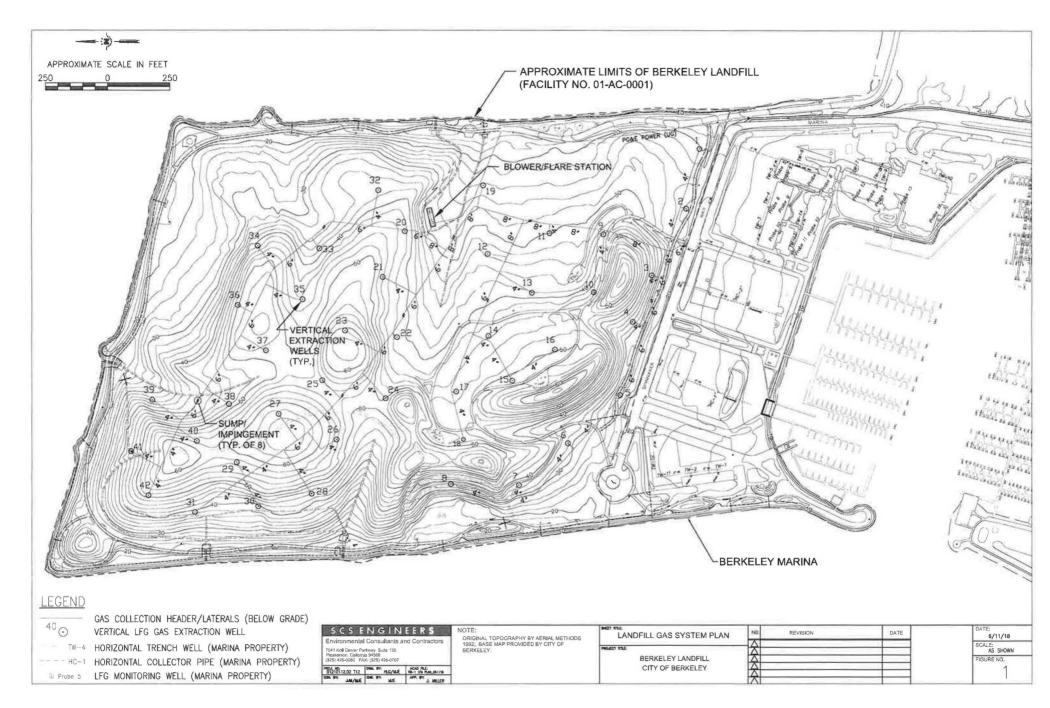
Β. The Hearing Board may modify this Order without the stipulation of the parties upon a showing of good cause, and upon making the findings required by HSC § 42451(a) and Hearing Board Rule § 4.13.

C. This Order is not and does not act as a variance. Respondent Berkeley Landfill is subject to all applicable rules and regulations of the Air District, and to all applicable California law. Nothing herein shall be deemed or construed to limit the authority of the Air District to issue Notices of Violation nor to seek civil or criminal penalties, or injunctive relief, or to seek further orders of abatement or other administrative or legal relief.

Dated: February <u>16</u>, 2024

amento By: Calerie Q.

Valerie J. Armento, Esq. Hearing Board Chair Bay Area Air Quality Management District



1	BEFORE THE HEARING BOARD			
2	OF THE			
3	BAY AREA AIR QUALITY MANAGEMENT DISTRICT STATE OF CALIFORNIA			
4	In the Matter of the Docket No: 3747			
5	AIR POLLUTION CONTROL OFFICER of) CERTIFICATE OF SERVICE			
6	MANAGEMENT DISTRICT			
7	vs. FILED			
8	BERKELEY LANDFILL) FEB 16 2024			
9	STATE OF CALIFORNIA)			
10	City and County of San Francisco) ss.			
11	I, Marcy Hiratzka, do hereby certify under penalty of perjury as follows: That I am a citizen of the United States, over the age of 18 years and not a party to the above-			
12	entitled action; that I served a true copy of the attached Findings and Decision for Order of Abatement on:			
13				
14	Marc Shapp, Deputy City Attorney City of Berkeley			
15	2180 Milvia St., Ste. 4 Berkeley, CA, 94704			
16	mshapp@berkeleyca.gov			
17	via email and USPS Certified Mail on February 16, 2024, and on:			
18	Joel Freid, Esq., Assistant Counsel			
19	Bay Area Air Quality Management District 375 Beale Street, 6 th Floor			
20	San Francisco, California 94105 jfreid@baaqmd.gov			
21				
22	Λ			
23	via email on February 16, 2024			
24	DATED: February 16, 2024			
25	Marcy Hiratzka Clerk of the Boards			
26				
27				
28				
	CERTIFICATE OF SERVICE			
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