

**COMPLIANCE AND ENFORCEMENT DIVISION  
OFFICE MEMORANDUM**

August 29, 2011

TO: Richard Boyd, Manager  
Stationary Source Division  
California Air Resources Board  
1001 "I" Street, 6<sup>th</sup> Floor  
Sacramento, CA 95814

FROM: Barbara Coler, Air Quality Program Manager  
Compliance and Enforcement Division  
Bay Area Air Quality Management District  
939 Ellis Street  
San Francisco, CA 94109



**SUBJECT: GHG LANDFILL MOU FOR CARB SIGNATURES – BY OVERNIGHT  
MAIL**

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Attached is the signed and dated MOU by our APCO and approved as to form by our District Counsel. Please route the MOU for CARB signatures and dating. Please send the signed and dated executed MOU to my attention by PDF and hard copy.

If you need additional information do not hesitate to contact me at (415) 749-4970 or [bcoler@baaqmd.gov](mailto:bcoler@baaqmd.gov). Thank you. We look forward to implementing and enforcing the regulation through the MOU.

Attachment

**MEMORANDUM OF UNDERSTANDING BETWEEN  
THE CALIFORNIA AIR RESOURCES BOARD  
AND THE  
BAY AREA AIR QUALITY MANAGEMENT DISTRICT  
REGARDING IMPLEMENTATION AND ENFORCEMENT OF REGULATION TO  
REDUCE METHANE EMISSIONS FROM MUNICIPAL SOLID WASTE LANDFILLS**

**1. PARTIES**

This Memorandum of Understanding is entered into by and between the California Air Resources Board (ARB or Board) and the Bay Area Air Quality Management District (District or BAAQMD). ARB and the District are collectively referred to herein as "the Parties."

**2. PURPOSE**

- 2.1 The Parties, two government agencies, share a common goal of protecting the People of the State of California through regulation and enforcement of air pollutant emission reductions. In entering into this Memorandum of Understanding (MOU), the Parties commit to efficiently pursuing this common goal, considering their respective financial constraints and available resources.
- 2.2 The Parties recognize that a municipal solid waste landfill is a unique stationary source that is very different from other sources regulated under Assembly Bill 32 (AB 32). This is in part because Districts have been implementing and enforcing federal and local requirements for municipal solid waste landfills since the mid-1980s in furtherance of their primary authority for issuing permits to, and reducing emissions from, stationary sources, including landfills, that emit air pollutants. The Parties believe this MOU is appropriate to implement and enforce the CARB greenhouse gas rule for municipal solid waste landfills.
- 2.3 This MOU is intended to: (1) further the Parties' shared goal of ensuring compliance in the San Francisco Bay Area with the Regulation to Reduce Methane Emissions From Municipal Solid Waste Landfills, as considered by the Board and effective on June 17, 2010 (hereinafter "measure" or "regulation[s]"); and (2) further a collaborative model that builds upon the Parties' extensive implementation and enforcement experience.
- 2.4 This MOU does not create any binding legal obligations between the Parties or modify or supersede any laws or regulations.

**3. BACKGROUND**

- 3.1 Powers of ARB. Pursuant to California Health and Safety Code section 39603, ARB may enter into agreements for services as necessary for the performance of its powers and duties, including powers and duties arising under AB 32, the California Global Warming Solutions Act of 2006 (Chap. 488, Stats. 2006) as codified in Division 25.5 of the Health and Safety Code.

- 3.2 Powers of District. Pursuant to California Health and Safety Code section 40701, the District may enter into agreements with a state agency as necessary or proper to accomplish the purposes of Division 26 of the Health and Safety Code. One such purpose is for the District to enforce all applicable provisions of state and federal law, including provisions adopted pursuant to AB 32.
- 3.3 Responsibilities Under State Law. Under California law, ARB is the state agency charged with monitoring and regulating sources of emissions of greenhouse gases that cause global warming in order to reduce emissions of greenhouse gases (§ 38510), and ARB is to monitor compliance with and enforce any regulation it adopts pursuant to AB 32 (§ 38580). Pursuant to Health and Safety Code sections 39002 and 40000, the District's primary responsibility is the control of air pollution from all sources other than vehicular sources, and to enforce all applicable provisions of state and federal law (§ 40001) subject to the Board's AB 32 powers and duties.
- 3.4 Coordinated Effort. In California Health and Safety Code section 39001, the Legislature declares that a coordinated state, regional, and local effort to protect and enhance ambient air quality should be encouraged whenever possible. In California Health and Safety Code section 38501, the Legislature stated its intent for the Board to design greenhouse gas emission reduction regulations to complement the state's efforts to improve air quality and to consult with various stakeholders in implementing Division 25.5.
- 3.5 The AB 32 Scoping Plan and Early Action List
- 3.5.1 In June 2007, pursuant to Health and Safety Code section 38560.5, the Board identified a measure to reduce methane emissions from municipal solid waste landfills as a discrete early action measure.
- 3.5.2 In December, 2008, pursuant to Health and Safety Code section 38561, the Board approved a Climate Change Scoping Plan for achieving greenhouse gas emission reductions from many sources, including from municipal solid waste landfills.
- 3.5.2.1 Board Resolution 08-47 adopting the Climate Change Scoping Plan directed ARB's Executive Officer to "design greenhouse gas regulations that affect stationary sources so that they utilize, to the extent practical and appropriate, local air district permitting programs and compliance determination mechanisms."
- 3.6 ARB Regulation. In implementing its plans and carrying out its responsibilities under state law, in June 2009, the Board considered the "Regulation to Reduce Methane Emissions from Municipal Solid Waste Landfills," which was effective in final form on June 17, 2010. The adopted regulations are set forth at California Code of Regulations, title 17, sections 95460 through 95476, and Appendix I thereto.

- 3.6.1 California Code of Regulations, title 17, section 95473, explicitly provides ARB's Executive Officer with the discretion to enter into an agreement with a District to implement and enforce the landfill methane regulation.
- 3.6.2 Section 95473 further provides that pursuant to said agreement, an owner or operator of a MSW landfill must pay any fees assessed by a District for the purpose of recovering the District's cost of implementing and enforcing the landfill methane regulation's requirements.
- 3.6.3 Section 95473 further requires that District implementation and enforcement of other law as described in Section 95474 cannot result in a standard, requirement, or prohibition less stringent than provided in the regulation, as determined by ARB's Executive Officer.
- 3.6.4 In Resolution 09-38, the Board directed ARB staff to work with Districts to develop and consider agreements with Districts to implement and enforce the regulation.
- 3.7 Legal Authority for ARB Regulations. ARB's authority for adopting the landfill methane regulation is one or more AB 32 provisions providing ARB authority to adopt rules and regulations to achieve maximum technologically feasible and cost-effective reductions in greenhouse gas emissions from sources or categories of sources. These provisions include, but are not limited to, Health and Safety Code section 38560.5.
- 3.8 Enforcement Authority
  - 3.8.1 ARB Enforcement Authority
    - 3.8.1.1 Health and Safety Code section 39515 directs the Board to appoint an Executive Officer, who shall serve at the pleasure of the Board, and provides that the Board may delegate any duty to the Executive Officer that the Board deems appropriate, except that certain statutory reviews by the Executive Officer of district attainment plan activities are subject to the California Administrative Procedure Act.
    - 3.8.1.2 Health and Safety Code section 39516 provides that any power, duty, purpose, function, or jurisdiction which the Board may lawfully delegate shall be conclusively presumed to have been delegated to the Executive Officer unless it is shown that the Board, by affirmative vote recorded in its minutes, specifically has reserved the same for the Board's own action.
    - 3.8.1.3 Resolution 78-10, adopted by the Board on February 23, 1978, identifies powers, duties, purposes, functions and jurisdictions that the Board has specifically reserved unto itself.

- 3.8.1.4 Resolution 05-40, adopted by the Board on July 21, 2005, specifically reserves to the Board authority to ratify or amend any memorandum of understanding with air pollution sources unto itself.
- 3.8.1.5 Enforcement of ARB regulations is not a power or function that the Board has specifically reserved to itself under Resolution 78-10 or Resolution 05-40 and is therefore conclusively presumed to have been delegated to the ARB Executive Officer.
- 3.8.1.6 In carrying out ARB enforcement responsibilities, the ARB Executive Officer may delegate the performance of ministerial tasks, including the investigation and determination of facts preliminary to agency action. (*California School Employees Assn. v. Personnel Com. of Pajaro Valley Unified School Dist.* (1970) 3 Cal.3d 139.)

### 3.8.2 District Enforcement Authority

- 3.8.2.1 Pursuant to Health and Safety Code section 40001, the District must enforce rules and regulations, including applicable state and federal law, subject to the powers and duties of the state board.
- 3.8.2.2 The District could independently adopt, implement, and enforce regulations as or more stringent as those in section 3.6. California Health and Safety Code sections 39013, 38594, 40702, and 42300, and *Western Oil & Gas Association v. Monterey Bay Air Pollution Control District* (1989) 49 Cal.3d 408.

## 3.9 Need for Implementation and Enforcement of ARB Regulations

- 3.9.1 Most Districts in California have previously established and have ongoing regulatory control over landfills in their District. Districts, including the Bay Area Air Quality Management District, have historically regulated municipal solid waste landfills under local district rules implementing federal New Source Performance Standards (NSPS) and Emission Guidelines (EG) (40 CFR Part 60 Subparts WWW and Cc) for MSW landfills, and National Emission Standards for Hazardous Air Pollutants (NESHAP) for MSW landfills (40 CFR Part 63 Subpart AAAA). Many districts, including the Bay Area Air Quality Management District, also issue air pollution control permits to construct and operate landfill gas collection systems and control equipment used at landfills. Some districts, including the Bay Area Air Quality Management District, have their own rules that apply smog reduction requirements more stringent than federal NSPS or NESHAP.
- 3.9.2 The adopted ARB regulation builds on many of the same methane collection and control, component leak testing, and surface emissions monitoring requirements identified in 3.9.1 that Districts were already implementing and enforcing.

- 3.9.3 Compliance with the adopted ARB regulation is necessary to achieve additional significant reductions in greenhouse gas emissions or to reduce redundant reporting and enforcement from sources within the Bay Area Air Quality Management District, toward ensuring that statewide emission reductions are achieved as expected from this regulation to meet the 2020 statewide greenhouse gas limits.

#### 4. AGREEMENT

##### 4.1 Authorization to Implement and Enforce

- 4.1.1 Except as provided in sections 4.4 and 4.5, ARB authorizes the District to implement and enforce the regulations listed in section 3.6 of this MOU, as well as any subsequent amendments to those regulations.
- 4.1.1.1 In implementing and enforcing the regulations listed in section 3.6 of this MOU, the District will perform the functions necessary to determine a source's compliance, including, but not limited to, receiving and reviewing relevant source plans and reports and conducting investigations.
- 4.1.1.2 In implementing and enforcing the regulations listed in section 3.6 of this MOU, the District's Air Pollution Control Officer (or delegate by operation of law including any District rule) serves as the "Executive Officer" as stated in the regulations.
- 4.1.1.3 The District may perform one or more of the implementation and enforcement tasks identified in this section 4.1 in conjunction with exercising other District powers or fulfilling other District responsibilities under federal, state, or local law.
- 4.1.2 ARB authorizes the District to issue Notices of Violation (NOV) or other citations for violations of any of the regulations listed in section 3.6 of this MOU, as well as any subsequent amendments to those regulations.
- 4.1.3 ARB authorizes the District to review and approve alternative compliance options to the compliance regulations, monitoring requirements, test methods and procedures of sections 95464, 95469, and 95471.
- 4.1.4 ARB retains enforcement authority to enforce the regulations listed in section 3.6, and this MOU shall not be interpreted to diminish in any manner ARB authority to enforce its regulations, either alone or jointly with the District.
- 4.1.5 This authorization shall not be interpreted to impose upon the District any obligation to enforce the regulations listed in section 3.6 of this MOU.

## 4.2 Standards of Performance

- 4.2.1 The District shall carry out implementation and enforcement activities pursuant to this MOU in accordance with ARB regulations, rules, policy, guidance, and training.
- 4.2.2 The District's implementation and enforcement activities pursuant to this MOU shall be carried out by qualified inspectors or trained enforcement staff.
- 4.2.3 ARB shall provide the District with periodic training as needed.
- 4.2.4 In the event of a disagreement between the District and a third party regarding the interpretation of an ARB regulation, ARB must be notified by the District in a timely manner and ARB will provide input and assistance in resolving the dispute.

## 4.3 ARB Oversight

- 4.3.1 With advance notice to the District, ARB personnel may accompany District personnel on inspections and other enforcement activities and may review any District records related to enforcement of the regulations listed in section 3.6. District personnel may accompany ARB personnel on inspections for purposes of training, ensuring consistency, and joint enforcement.
- 4.3.2 ARB may periodically evaluate the performance of the District in implementing and enforcing the ARB regulations and shall review and discuss any evaluations with the District with a primary aim of ensuring consistency between ARB and District enforcement activities.
- 4.3.3 For all implementation and enforcement activities conducted pursuant to this MOU, the District shall submit an annual report to ARB including all of the following:
  - 4.3.3.1 A summary of NOVs or other citations issued by the District specifying the issue date, landfill name, and section of the ARB regulation or equivalent District rule cited for each NOV or other citation.
  - 4.3.3.2 The total number of instantaneous surface methane readings of 200 ppmv or greater pursuant to sections 95470(a)(1)(D) and 95471(c)(2)(A) of the ARB regulation or equivalent District rule for each landfill.
  - 4.3.3.3 A summary of alternative compliance options approved by the District pursuant to section 95468 for sections 95464, 95469, and 95471 of the ARB regulation. The District shall provide the landfill name, address, nature of the request, approval date, and section of the regulation or

equivalent District rule cited for each alternative compliance option approved by the District. The District may include a compilation of copies of the requests and District approvals in lieu of the summary of the approved alternative compliance options.

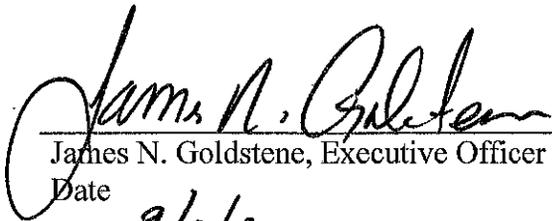
- 4.3.3.4 The emission data required in section 95470(b)(3)(A) through 95470(b)(3)(I) of the ARB regulation for each landfill, since the previous annual report, except a topographic map of the landfill need only be submitted on a one-time only basis.
- 4.3.4 In lieu of the data submittal required by sections 4.3.3.2 and 4.3.3.4 above, a copy of the annual reports submitted by landfill owners/operators in compliance with the regulation may be forwarded to ARB in the District's annual report to ARB. Data from previous annual reports do not need to be included.
- 4.3.5 The District shall also submit the information required in Section 4.3.3.1 in a semiannual report to ARB.
- 4.3.6 The District may require landfill owners/operators to submit multiple copies and electronic copies of the annual report and other submittals required by the regulation.
- 4.4 Implementation and Enforcement Coordination
- 4.4.1 ARB will conduct joint inspections and investigations as requested by the District.
- 4.4.2 ARB may pursue litigation or settlement using the authority, mechanisms, and remedies available to it under California law.
- 4.5 Civil Penalties. When the District issues a NOV/citation for violation of a regulation listed in section 3.6 and refers the violation to ARB for litigation or settlement, any civil penalties for the violation, or payments made in settlement as civil penalties or in lieu thereof obtained by ARB shall be shared equally between the Parties. The District will seek reimbursement for reasonable costs ARB incurs pursuant to section 4.4.1, to the extent requested by ARB, as part of the District's penalty assessment. The District need not reimburse ARB for any costs incurred that cannot be collected as part of the District's penalty assessment.
- 4.6 Term. This MOU shall be effective upon full execution by both Parties and shall continue in full force and effect unless terminated by either Party pursuant to the terms of the MOU.
- 4.7 Termination. Either Party may terminate this MOU for any reason by providing a written notice of its intent to terminate no later than 60 days before the date of termination.



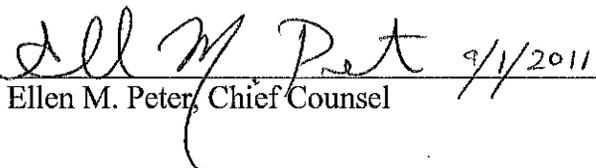
IN WITNESS WHEREOF, this MOU has been executed by the parties hereto.

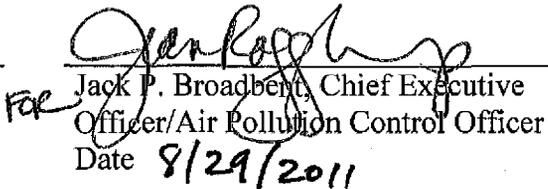
CALIFORNIA AIR RESOURCES BOARD

BAY AREA AIR QUALITY  
MANAGEMENT DISTRICT

  
James N. Goldstene, Executive Officer  
Date 9/2/2011

Approved as to form

  
Ellen M. Peter, Chief Counsel 9/1/2011

  
FOR Jack P. Broadbent, Chief Executive  
Officer/Air Pollution Control Officer  
Date 8/29/2011

Approved as to form

  
Brian C. Bonger, District Counsel