USA WASTE OF CALIFORNIA, INC. dba EL SOBRANTE LANDFILL (Facility ID No. 113674)
[Proposed] Findings and Decision and Order Granting Variance

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Coast Air Quality Management District ("Respondent" or "SCAQMD") was represented by Mary Reichert, Senior Deputy District Counsel. Counsel for Petitioner and Respondent did not appear during the Consent Calendar hearing.

Public notice was provided of the November 18, 2025 hearing. The public was given the opportunity to testify, and none did. The Declarations of Christian Colline and Peter Homsey were received as evidence, and the [Proposed] Findings and Decision of the Hearing Board and [Proposed] Order Granting Variance was received as an exhibit, and the case submitted. The Parties have agreed by Joint Stipulation to place this matter on the consent calendar and to the issuance of this Order.

The Hearing Board finds and declares as follows:

NATURE OF BUSINESS AND LOCATION OF FACILITY

Petitioner's El Sobrante Landfill (Facility ID No. 113674) (the "Facility") is an essential public service per SCAQMD Rule 1302(m)(7). The Facility is a regional waste disposal facility that provides safe and convenient disposal services for communities, businesses, and industries in Southern California. The Facility is located at 10910 Dawson Canyon Road in Corona, California.

EQUIPMENT THAT IS THE SUBJECT OF THE REGULAR VARIANCE PETITION

The equipment that is the subject of the Petition is the landfill gas ("LFG") flaring system # 5 (the "Flare # 5 system"), which has been recently constructed but is not yet operational. Upon startup, the Flare # 5 system will operate as abatement equipment for LFG generated by waste decomposition at the Facility. Construction of the Flare # 5 system was authorized under a Permit to Construct ("PTC") (A/N 647970) issued by SCAQMD and incorporated into the current version of the Facility's Title V Permit (Rev. 21) dated June 18, 2025 (the "Permit").

SUMMARY

Among other things, the Permit establishes 60 ppmv (monthly average), 85 ppmv (daily average), and 150 ppmv (per SCAQMD Rule 431.1) limits for sulfur as H₂S, applicable to LFG at the Flare # 5 system inlet. *See* PTC (A/N 647970), Condition # 35 (hereinafter, "Condition # 35"). Condition # 35 also establishes mass SOx emission limits of 5.45 lb/hr and 2,810.00 lb/month. *Id.* Total sulfur emissions from the Flare # 5 system, once it is operational, will be comprised of more than a dozen sulfur-containing compounds, most of which are controlled by Petitioner's carbon absorption unit. However, one of these compounds, Dimethyl Sulfide ("DMS"), is not susceptible to removal through the Facility's carbon absorption filter system.

Petitioner sought and received a variance from the sulfur limits in the Permit applicable to the Flare # 4 system currently operating at the Facility, upon discovering that DMS concentrations in LFG generated by the decomposition of existing waste in a discrete area of the Facility (referred to as the "area of concern") were causing exceedances of these limits. Because the same LFG that caused exceedances of the Flare # 4 sulfur limits will be routed to the Flare # 5 system, Petitioner will be out of compliance with the sulfur limits for Flare # 5 (which are set forth in Condition # 35 and are similar to the corresponding sulfur limits for the Flare # 4 system) as soon as that new flare is turned on. Additionally, because the Facility will not be operating in compliance with Condition # 35, Petitioner will be in violation of District Rules 203(b) and 3002(c)(1), which require compliance with permit conditions.

FINDINGS OF FACT AND CONCLUSIONS

The following facts and conclusions support the Hearing Board making the findings in Health and Safety Code Section 42352 in support of granting the requested variance. The SCAQMD Executive Officer does not oppose the granting of the variance.

A. The petitioner for a variance is, or will be, in violation of Section 41701 or of any rule regulation or order of the District.

Petitioner will be in violation of District Rules 203(b) and 3002(c)(1), which require compliance with permit conditions, because Petitioner will not be operating the Flare # 5 system in compliance with Condition # 35 once it becomes operational.

B. Non-compliance with District Rules is due to conditions beyond the petitioner's reasonable control.

The DMS that is expected to cause exceedances of the sulfur limits in Condition # 35 is a by-product of LFG generated by the decomposition of waste that Petitioner estimates was landfilled at the Facility prior to 2005. As the Hearing Board stated in its Minute Order granting an interim variance for the Flare # 4 system, "[t]here is no method to physically reduce the DMS component of SOx emissions and the landfill cannot curtail operations." *See* Minute Order, Case No. 5139-3 (Sept. 5, 2024) at p. 6. Thus, compliance with the sulfur limits in Condition # 35 will be beyond Petitioner's reasonable control. *See id*.

But Petitioner has an immediate need to start up the Flare # 5 system, to control the increasing volumes of LFG being collected due to its efforts to install new gas collection wells over the past few years in an effort to address the DMS issue in the area of concern. The two existing flares at the Facility are nearly at capacity, thus the imminent need to operate this new flare is also beyond Petitioner's reasonable control.

Petitioner is preparing and will submit to SCAQMD an application to modify the sulfur/SOX limits in Condition # 35, in accordance with the conditions set forth in the [Proposed] Order. Once this application is submitted, Petitioner will make itself available to meet monthly with SCAQMD permitting staff (unless mutually agreed otherwise) to address any issues in the application.

There is, however, an immediate need to begin operating the Flare # 5 system to control the volumes of LFG being collected at the Facility. The imminent need to

operate this new flare—and the expected timeline SCAQMD to consider Petitioner's forthcoming application to modify the sulfur limits in Condition # 35—are beyond Petitioner's reasonable control.

C. Requiring compliance would result in either (1) an arbitrary or unreasonable taking of property, or (2) the practical closing and elimination of a lawful business.

The Facility is a regional waste disposal facility that provides disposal services for communities, businesses, and industries in Southern California and is an essential public service per SCAQMD Rule 1203(m)(7). Denial of the requested variance would cause an unreasonable burden upon an essential public service. It would also cause significant, unreasonable and unavoidable harm to Petitioner in that Petitioner will be subject to monetary fines and penalties for violation of its Permit, as well as Rules 203(b) and 3002(c)(1).

D. The closing or taking would be without a corresponding benefit in reducing air contaminants.

Denying the requested variance would result in significant harm to Petitioner, as described above, without a corresponding benefit in reducing air contaminants, as reductions of the DMS expected to cause exceedances of the sulfur limits in the Permit are not immediately feasible.

E. The applicant for the variance has given consideration to curtailing operations of the source in lieu of obtaining a variance.

Petitioner has considered but cannot achieve compliance by curtailing operations in lieu of obtaining a variance. First, as the Hearing Board acknowledged in the Minute Order issued for the interim Flare # 4 Variance, the Facility is unable to curtail operations without harm to the public as it provides an essential public service. *See* Minute Order, Case No. 5139-3 (Sept. 5, 2024) at p. 6. Second, curtailing operations would have no beneficial impact on the LFG generated by the

decomposition of existing waste at the Facility, which is the source of the DMS expected to cause exceedances of the sulfur limits in Condition # 35.

F. During the period the variance is in effect, the applicant will reduce excess emissions to the maximum extent feasible.

There have not yet been any excess emissions from the Flare # 5 system because it is not yet operational. Petitioner will, however, calculate excess emissions in accordance with the conditions set forth in the [Proposed] Order once the Flare # 5 system begins operation. And Petitioner will reduce such emissions to the maximum extent feasible during the variance period by complying with the requirements imposed as conditions of the variance, if granted.

G. During the period the variance is in effect, the applicant will monitor or otherwise quantify emission levels from the source, if requested to do so by the District, and report these emission levels to the district pursuant to a schedule established by the District.

Petitioner has agreed to monitor and report emissions to SCAQMD during the variance period pursuant to the conditions of this variance.

CONCLUSION AND ORDER

THEREFORE, the Hearing Board orders as follows:

- A. Petitioner is granted a variance from SCAQMD Rules 203(b) and 3002(c) and from the sulfur and SOx limits stated in Condition # 35 of the PTC (A/N 647970) for the Flare # 5 system for the period commencing November 18, 2025 and continuing until November 17, 2026 or until the date that SCAQMD takes final action on Petitioner's forthcoming application to modify the sulfur limits in Condition # 35 and issues modified sulfur/SOx limits that Petitioner can comply with (as demonstrated by Facility data), whichever occurs first.
 - B. The variance granted herein is subject to the following conditions:

1. This variance shall only apply to the following SOx and total sulfur limits applicable to Flare No. 5 under Permit to Construct (A/N 647970, Permit Condition No. 35):

Sulfur as H2S: 60 ppmv, inlet LFG averaged monthly Sulfur as H2S: 85 ppmv, inlet LFG averaged daily

SOx: 5.45 lb/hr

SOx: 2,810.00 lb/month

- 2. Petitioner shall, to the maximum extent feasible during the variance period, limit the use of Flare Nos. 4 and 5 and prioritize and maximize the use of the facility's other Flare (No. 3) [Permit to Operate R-G64400], and/or route landfill gas to other combustion and/or control equipment operated with valid South Coast AQMD Permit(s).
- 3. Petitioner shall not route landfill gas to Flare No. 5 unless first treated by Landfill Gas Treatment System "B" (A/N 647971, or subsequent), or other treatment system operated in accordance with its valid Permit to Construct or Operate as approved by the South Coast AQMD.
- 4. Upon start-up of Flare No. 5, Petitioner shall sample, measure, and record the landfill gas sulfur compounds at the inlet to Flare No. 5 on a weekly basis using colorimetric tests for hydrogen sulfide (H2S). Records of the date and time of the test, the test results, and name of personnel conducting the test shall be maintained on-site and e-mailed within three (3) weekdays of conducting the measurement to Eva Lopez, Air Quality Inspector I, (elopez@aqmd.gov), Alisha Lewis, Supervising Air Quality Inspector (alewis@aqmd.gov) and Duoduo Bao, Air Quality Engineer (dbao@aqmd.gov), except as allowed by Condition No. 16.
- 5. Upon start-up of Flare No. 5, Petitioner shall sample the landfill gas sulfur compounds at the inlet to Flare No. 5 at least once every other calendar week (but at a frequency of at least five (5) calendar days between sampling events), unless more frequent sampling is required by the approved Rule 431.1 Alternative Monitoring Plan [A/N 351821, or subsequent].
- a. Petitioner shall have those samples analyzed by a certified laboratory using South Coast AQMD Method 307-91 and request and pay for expedited processing (with a five business day lab analysis reporting turnaround time), if available. The laboratory report shall specify total sulfur compounds as H2S. Petitioner shall maintain on-site, which may include electronic storage, the South Coast AQMD Method 307-91 complete laboratory analysis report, which shall include

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the time and date each sample collection was conducted, and initialed by the personnel that conducted the sample collection. The complete laboratory analysis report shall be e-mailed within two (2) business days of receiving results to Eva Lopez, Air Quality Inspector I (elopez@aqmd.gov), Alisha Lewis, Supervising Air Quality Inspector (alewis@aqmd.gov), and Duoduo Bao, Air Quality Engineer (dbao@aqmd.gov), except as allowed by Condition No. 16. Petitioner shall instruct the laboratory that results shall be provided to Petitioner as soon as possible after they are available.

- Petitioner shall send updated, current site maps identifying each well head by component number and include visual indicator(s) for the well heads with landfill gas temperature reading(s) that have exceeded 131 degrees Fahrenheit with every monthly report to Eva Lopez, Air Quality Inspector I (elopez@aqmd.gov), Alisha Lewis, Supervising Air Quality Inspector (alewis@agmd.gov), and Duoduo Bao, Air Quality Engineer (dbao@aqmd.gov), commencing with the first monthly report due December 8, 2025. Thereafter, if there has been no change in the identified wells that have exceeded 131 degrees Fahrenheit since the previous site map submission, Petitioner shall state in the monthly report for which a new site map would be due that there has been no change, and no updated map shall be required under this condition.
- Petitioner shall report the sulfur compound readings and analyses required under the above Conditions Nos. 4 and 5 to South Coast AQMD as part of the monthly status report, pursuant to Condition No. 13. Petitioner shall comply with the following requirements when conducting the sampling, analyzing, and recording required under Condition Nos. 4 and 5:
 - a. Tedlar bags used for Method 307-91 sampling and analysis shall be clean, unused, intact, and free from moisture and debris.
 - b. Colorimetric tube readings shall be conducted by taking a reading from the Method 307-91 Tedlar bag sample using an appropriate colorimetric tube sample collection pump. All sampling shall be performed in accordance with the operational manual for the colorimetric tube sample collection pump.
 - c. Colorimetric tube readings shall use colorimetric tubes of appropriate concentration range and shall be reported as follows:
 - Petitioner shall first use the estimated appropriately-ranged colorimetric tube.
 - If the resulting reading reaches the upper concentration of the ii. colorimetric tube concentration range, additional reading(s) shall be taken using a colorimetric tube with a concentration range that has a larger upper concentration threshold until the result is not the upper

concentration threshold of the concentration range. Report the tube concentration range and tube concentration result for each reading.

- iii. If the reading results in the lowest concentration of the colorimetric tube concentration range or does not register a result, additional reading(s) shall be taken using a colorimetric tube with a concentration range that has a smaller lowest concentration threshold, if available, until the colorimetric tubes available to the facility result in:
 - 1. A reading that is within the concentration range of the tube;
 - 2. A reading is the lowest concentration of the colorimetric tube concentration range with the lowest concentration threshold; or
 - 3. The colorimetric tubes do not register a result.

When the result is the lowest concentration of the colorimetric tube concentration range or does not register a result, the lowest concentration of the colorimetric tube concentration shall be considered the concentration result. Report the tube concentration range and tube concentration result for each reading. If a lower range colorimetric tube is not used and the tube concentration result is below the lower range of the colorimetric tube used, Petitioner shall document and report the result as "less than" or "<" the lower range value of the tube. Notwithstanding the forgoing, Petitioner shall ensure that the colorimetric tube result is below the upper range of the colorimetric tube used and shall report the precise result of all results above the lowest range of the colorimetric tube used.

- 8. Petitioner shall maintain on site an adequate stock of appropriately ranged colorimetric tubes.
- 9. Petitioner shall replenish and/or replace spent granular activated carbon (GAC) media in the Landfill Gas Treatment System "B" (under A/N 647971, or subsequent) at a frequency sufficient to maintain a concentration of total sulfur as hydrogen sulfide at the inlet to Flare No. 5, excluding dimethyl sulfide (DMS), below 60 ppmv (averaged monthly) and 85 ppm (averaged daily). Spent media removed from the landfill gas treatment system shall be stored in closed containers not vented to atmosphere prior to disposal.
- 10. Petitioner shall maintain a record of the following information in an editable spreadsheet and pdf formats (with all units labeled) and include such records in the monthly status report submitted to the South Coast AQMD pursuant to Condition No. 13:

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- The hourly flow of landfill gas combusted, in standard cubic feet per hour (scfm data averaged hourly) and the daily flow of landfill gas in standard cubic feet per day:
 - Combusted by Flare No. 3; i.
 - Combusted by Flare No. 4; ii.
 - Combusted by Flare No. 5; iv.
 - Combusted in other combustion and/or control equipment operated v. valid South Coast AQMD Permit(s) (if applicable); and
 - Totaled for the facility. vi.
- Documentation of any time Flare No. 3, 4 or 5 are offline, including: b.
 - Reason Flare(s) is/was offline;
 - ii. Detailed information on what needs to be repaired/changed to bring the Flare(s) back online; and
 - Increments of progress towards and estimated time of when it will return to service.
- Temperature readings, in Fahrenheit, for all wellheads (including all temperature readings from the previous month and at minimum one temperature reading for each wellhead, contained in a single spreadsheet);
- Carbon monoxide (CO) concentration readings, in parts per million by d. volume (ppmv), and corrective actions relating to CO readings greater than 500 ppmv, for all wellheads (including all CO readings from the previous month and at minimum one reading for each wellhead, contained in a single spreadsheet);
- The results of the H2S and total sulfur readings, sampling, and analyses, with the time and date when each measurement or sample collection was conducted, pursuant to Condition Nos. 3 and 4; and
- Daily excess emissions in pounds (lbs.) of sulfur oxides (SOx) per day for Flare No. 5, calculated pursuant to Condition No. 14, including any assumptions and supporting information. Records shall be cumulative including all dates from the beginning of the variance.
- Petitioner shall continue to investigate and, to the extent feasible, 11. determine the underlying cause of total sulfur concentration exceedances. Details of this investigation, information discovered, and conclusions, if any, shall be included in summary reports to be submitted pursuant to Condition # 13, below. The report shall explain the specific steps undertaken by Petitioner (e.g., literature review, data analysis, outreach to industry and/or academic experts) to investigate the underlying cause of the total sulfur concentration exceedances, information received or discovered, any conclusions reached, and any other details that may be relevant to this issue. The investigation and subsequent reports shall include relevant site-specific

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operational parameters, including but not limited to, long-term temperature trends, vacuum system performance, leachate management, and waste acceptance records.

- Petitioner shall further investigate throughout the modified variance period the availability, viability, and utilization, including pilot testing if needed, of an alternative sulfur compound treatment system that controls, treats, or removes dimethyl sulfide and other sulfur compounds.
- Petitioner shall report to SCAQMD staff (Duoduo Bao, Air Quality Engineer (dbao@aqmd.gov); Travis Rohde, Senior Air Quality Engineer (trohde@agmd.gov); Peter Homsey (phomsey@agmd.gov), Alisha Lewis (alewis@aqmd.gov), Eva Lopez (elopez@aqmd.gov), and Mary Reichert (mreichert@agmd.gov)) the information detailed in Condition Nos. 11 & 12 set forth above, and any conclusions reached, every four months during the variance period, with the first report due December 5, 2025.
- Petitioner shall submit an application to modify the sulfur emission limits of Flare No. 5 Permit to Construct A/N 647970, Permit Condition No. 35, on or before December 2, 2025 (or later date agreed to by SCAQMD), and shall provide as part of the submitted application sufficient information for South Coast AQMD to evaluate modification of the proposed revised sulfur limits. Petitioner shall make itself available to meet once each calendar quarter with South Coast AQMD permitting staff (unless mutually agreed otherwise) to address permitting issues for the treatment system, until South Coast AQMD takes final action on the application.
- Petitioner shall submit a written status report to the District no later than 15. the seventh (7th) day of each calendar month of the Regular Period, not later than 5:00 pm PST via email to Eva Lopez Air Quality Inspector I (elopez@aqmd.gov), Alisha Lewis, Supervising Air Quality Inspector (alewis@aqmd.gov), and Duoduo Bao, Air Quality Engineer (dbao@aqmd.gov), except as allowed by Condition No. 16. Petitioner may choose to submit this monthly status report as a combined status report with the monthly status report required under Condition No. 13 of the Flare No. 4 Minute Order (Case No. 5139-3, dated Aug. 13, 2025). Each monthly report shall contain at a minimum the following information gathered from the previous calendar month:
 - Records identified in Condition No. 10, in an editable spreadsheet a. format, with all units labeled;
 - Readings and corrective action data gathered under Condition No. 10c and 10d shall be submitted with every other monthly report.

- b. Records of each instance of GAC replenishment or change-out within the previous month, specifically the date, time, and the GAC that was replenished;
- c. Estimated schedule for any upcoming replacement of the GAC in the Landfill Gas Treatment System;
- d. Specifications of the equipment and materials used for the weekly colorimetric tests (only if there is a change from the previously provided specifications of the colorimetric instrumentation or method used);
- e. Daily excess emissions in pounds (lbs.) of sulfur oxides (SOx) per day for Flare No. 5, pursuant to Condition No. 10.f.

The first monthly report prepared under this Condition shall be submitted no later than December 8, 2025 and shall cover the above information gathered in November 2025.

16. Excess emissions from Flare No. 5 shall be calculated using the following equations based on larger resultant excess emissions of the four following equations on a per month basis. All necessary supporting information shall be provided to South Coast AQMD staff pursuant to Condition Nos. 10.f and 13e. Any feedback or requested changes to this methodology provided to Petitioner in writing by South Coast AQMD staff shall be incorporated and utilized in subsequent excess emission calculations.

Equation No. 1: SOx Excess Emissions (lb/day) = $\{[Daily TRS (ppmv) - 85 (ppmv)] \times LFG Flow Rate to Flare No. 5 (scf/day) \times 1.69 \times 10-7]\}$

Equation No. 2: SOx Excess Emissions (lb/day) = {[Daily TRS (ppmv) x LFG flow rate to Flare No. 5 (scf/day)] x $[1.69 \times 10-7]$ } – $[3.85 \text{ (lb/hr)} \times \text{Actual Operating Hours of Flare No. 5 (hr)}]$

Equation No. 3: SOx Excess Emissions (lb/month) = {[Monthly Average TRS $(ppmv) - 60 (ppmv)] \times LFG Flow Rate to Flare No. 5 (scf/month) \times 1.69 \times 10-7]}$

Equation No. 4: SOx Excess Emissions (lb/month) = {[Monthly Average TRS (ppmv) x LFG flow rate to Flare No. 5 (scf/month)] $x [1.69 \times 10-7]$ } – [2810.4 (lb/month)]

Where:

LFG: landfill gas

Monthly Average Total Sulfur as H2S: The average Total Sulfur as H2S concentration calculated based upon the sum of all samples received pursuant to Condition No. 5 in a calendar month divided by the number of samples analyzed in the calendar month.

lb/scf: pounds per standard cubic foot

lb/day: pounds per day

lb/month: pounds per month

ppmv: parts per million by volume

TRS: total sulfur as H2S concentration using South Coast AQMD Method 307-

SOx: oxides of sulfur expressed as sulfur dioxide scf/day: standard cubic feet per day

- 15. Petitioner shall provide any additional records requested by South Coast AQMD that are reasonably related to the variance scope. The records shall be provided upon request within seven (7) calendar days, or a longer period if approved in writing by South Coast AQMD staff.
- 17. Any submittal deadline in these conditions that falls on a weekend or Federal or California holiday shall be extended to the next weekday.
- 18. Petitioner shall pay all applicable fees to the Clerk of the Hearing Board, or the variance shall be invalidated pursuant to Rule 303(k), except for excess emissions fees, which shall be paid within fifteen (15) days of notification in writing that the fees are due, unless otherwise ordered by the Hearing Board.
- 19. In the Area of Concern, the Facility shall conduct instantaneous surface emission monitoring as outlined in Rule 1150.1 (e)(3) at least once each calendar month. Records of these monitoring events shall be recorded and any exceedances documented including the person conducting the monitoring, location of exceedance, concentration of exceedance, and remediation actions. The monthly instantaneous surface emission monitoring conducted pursuant to this Condition shall include monitoring with a portable FID at the surface around each wellhead casing in the Area of Concern. Monitoring shall also include visual observation of any leaking wellheads within the Area of Concern. Results of monitoring and visual observations at the wellhead casings shall also be recorded and all readings shall be documented, including the person conducting the monitoring, wellhead monitored, date/time of reading, concentration of exceedance, and any remediation actions taken (which shall

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complete or not legible and provides written notice to the Facility, thereafter (starting
the following calendar month after notice), such records shall be electronically entered
and maintained for the monitoring performed each month under this Condition, to be
made available upon request by the District.

The Facility shall continue to comply with the quarterly monitoring requirements in SCAQMD Rule 1150.1(e)(3) for areas outside the Area of Concern.

- 20. Petitioner shall submit within fourteen (14) calendar days of the granting of this Regular Variance, to Eva Lopez, Air Quality Inspector I (elopez@aqmd.gov), Alisha Lewis, Supervising Air Quality Inspector (alewis@aqmd.gov), and Duoduo Bao, Air Quality Engineer (dbao@aqmd.gov), a Piping and Instrumentation Diagram (P&ID) which provides the connections and configuration of the existing leachate/condensate/landfill liquids collection system, including liquid collection pipelines, and all collection and storage tanks. The P&ID shall label the type of liquid conveyed/stored at each location/tank/connection.
- 21. Petitioner shall notify the Clerk of the Board at clerkofboard@aqmd.gov in writing when final compliance has been achieved.
- 22. This variance shall terminate upon notification by the Petitioner to the Clerk of the Board that operation of all equipment for which a variance is granted is operating in compliance.

FOR THE BOARD:

DATED:		
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