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1	Proposed revis	sions to 7 DE Admin. Code 3801
2	.She	ellfish Aquaculture.
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4	Docke	et No. 2022-R-F-0014
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6	Moderated	l by Theresa Smith Newman
7	Wednesd	lay, September 27, 2023
8	3	6:03 p.m.
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1	APPEARANCES
2	List of Attendees:
3	Theresa L. Smith Newman, Hearing Officer
4	John Clark, Division of Fish and Wildlife
5	Zina Hense, Environmental Scientist
6	Alan Davis (did not attend)
7	Robert Rheault, Executive Director of the East Coast
8	Shellfish Growers Association
9	Mark Casey, President of Delaware Aquaculture
10	Association and President of Delaware Culture Seafood
11	Heidi Schoentube CER, CDR, Court Reporter
12	Virginia Jackson, Admin Office of the Secretary
13	Tanesha Perry, Admin Office of the Secretary
14	Anya Chen, Public Attendee
15	Ava, Public Attendee
16	Chris McCarron, Public Attendee
17	Daniel Fosnocht, Public Attendee
18	Linda Braswell, Public Attendee
19	Linnea Saby EPW, Public Attendee
20	Jordan Nally, Public Attendee
21	Nivette Perez-Perez, Public Attendee
22	Town Manager Slaughter Beach, Public Attendee
23	Cersl, Public Attendee
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PROCEEDINGS

MS. SMITH: Good evening. I believe everyone is now connected and ready to go, so we will begin the virtual hearing. Before we get started, I.m going to hand it over to DNREC.s Admin, Virginia Jackson, who will go over some brief instructions regarding closed captioning.

MS. JACKSON: Good evening, everybody. My name is Virginia Jackson. I.m the administrative specialist with the Office of the Secretary here to assist the hearing officer tonight. I.d like to make sure everyone is aware that the Zoom platform we.re using has the ability for closed captioning in multiple languages.

To start closed captioning, if you.re using a computer, at the bottom of your screen you should see a Show Captions button. If you do not see the Show Captions button, you may have to select the three dots that say More. Once you find your Show Captions button, you should click the caret pointing up, which will bring up your translation options. You can select your preferred language from there. If your preferred language is not listed, you can select More, and all of the languages will be listed.

If you re on a smart phone, at the bottom of your screen, select the Captions button indicated by cc. If your preferred language is not listed at the bottom, you may have to select the three dots that says More. You should then select Meeting Settings with the gear icon next to it. Once the Settings page comes up, located at the very bottom, select Translation Language. From there you.ll be able to select your preferred language. Then select Done at the top right corner and then Done again.

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If the captions are not automatically popping up yet, you may need to select Captions again and select Show Captions. Now I.ll turn it back over to the hearing officer, Theresa Smith.

MS. SMITH: Thank you, Ms. Jackson. My name is Theresa Smith, and Secretary Garvin has appointed me to serve for the hearing officer for tonight.s formal proceeding. I want to first and foremost thank you for taking the time out of your busy schedules to connect with us today. The date is Wednesday, September 27, 2023, and the time is now 6:03 p.m. We are here this evening to provide a virtual platform for the State of Delaware.s

Control to conduct its virtual hearing on Docket

Number 2022-R-F-0014, the proposed revisions to 7 DE

Admin Code 3801 .Shellfish Aquaculture..

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First and foremost, this hearing is being conducted virtually, no one.s together in the same room. Everyone is participating independently at their own respective locations. While we are not physically gathered tonight, Zoom does generate a list of those that are virtually present for this proceeding so that the Department will have a record of those who are electronically joined in on this event.

At the conclusion of my introductory remarks, I will be turning the hearing over to the Department staff to provide their presentation for the record being generated in this matter. Once the presentation concludes, those persons who preregistered in advance of the hearing will be acknowledged and provided an opportunity to provide a verbal comment on the proposed regulatory matter in alignment with DNREC.s standard comment protocols.

There is a court reporter virtually present who will prepare a verbatim transcript of the hearing pursuant to the statutory requirement for

DNREC to have the same prepared. And as always, that transcript will be posted on the hearing webpage dedicated to this matter as soon as it is received.

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In addition, I would encourage those who are attending the hearing to also visit the hearing.s webpage dedicated to this matter for additional details concerning the proposed regulations. The hearing webpage can be found online under Administrative Law section of DNREC.s webpage and will be listed at the conclusion of tonight.s hearing.

Before we begin the presentation, please be advised that the following protocols remain in place for all DNREC public hearings. All comment received must be limited solely to the subject matter of tonight.s hearing. All comments pertinent to the subject matter of this virtual hearing will be incorporated into the record being generated in this matter. In order to ensure everyone who wishes to offer comment for Secretary.s consideration is accommodated, the record in this matter shall remain open for a minimum of 15 days following tonight.s proceeding.

There is only one authentic record of

this formal proceeding tonight, and it is the court reporter.s official verbatim transcript. The statutory purpose of tonight.s hearing is to build the record with regard to the department.s proposed action. A record consisting of the transcript of the hearing tonight, all written comments, all exhibits, and eventually the hearing officer.s report will be reviewed by Secretary Garvin. The secretary will ultimately issue an order following this review process containing his decision on this matter and the reasons therefor.

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Per DNREC standard hearing protocols, there will be no Q and A or chat session permitted during this hearing. Those who pre-registered to offer verbal comments will be acknowledged to speak at the conclusion of the presentation portion of tonight.s proceeding. Additional instructions with regard to the offering of verbal comment for tonight will be provided at that time. It is important to note no decision has already been made by the department nor will any decision be made tonight with regard to the proposed regulatory matter. As previously stated, DNREC wishes to ensure that everyone is enabled to offer their comments for

inclusion into the record being generated in this matter.

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In light of the Administrative

Procedures Act, the department is required to, at a
minimum, provide a comment period of a minimum of 15
days after the hearing. As noticed in the legal ads
and online, the department stated that the public
comment period will be open through Thursday, October
12, 2023. Comments may be submitted through a comment
form link on the hearing page via email to
dnrechearingcomments@delaware.gov or via US Postal
Services at the physical address for DNREC indicated
on the hearing page and/or public notices previously
issued in this matter. Written comments to DNREC may
not be submitted using social media platforms such as
Twitter, Facebook, YouTube, or text messaging.

Please remember all comment received either through USPS or via the electronic mechanisms noted just now, as long as it is received by the department on or before October 12th, will bear the exact same weight and will be considered equally by the secretary prior to making his final decision on this matter. Lastly, the ultimate decision regarding this matter is made by DNREC Secretary Garvin. This

formal hearing tonight acts as a mechanism to enable to department to thoroughly vet the regulatory matter to the public and to let the public know the various ways which comment may be received for Secretary Garvin.s consideration if so desired.

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I will now hand it over to John Clark and Zina Hense with the Division of Fish and Wildlife to provide the department.s presentation.

MR. CLARK: Thank you, Hearing Officer Smith. The Division of Fish and Wildlife has submitted the following exhibits on the proposed amendments to 7 Delaware Administrative Code 3801, Shellfish Aquaculture.

Exhibit 1 is a compilation of the outreach conducted by DNREC with Shellfish Aquaculture lessees and other interested parties during the development of the proposed amendments to the Shellfish Aquaculture regulation.

Exhibit 2 are meeting minutes from the Council of Shellfisheries January 7, 2020; January 14, 2021; January 20, 2022; July 12, 2022; and January 9, 2023, meetings, which summarized discussions between the Council and DNREC on development of the proposed amendments to the Shellfish Aquaculture regulation.

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Exhibit 3 is a copy of the approved Start Action notice number 2022-02 pertaining to the proposed amendments.

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Exhibit 4 is a copy of the Regulatory Flexibility Analysis, Regulatory Impact Statement, corresponding to the proposed action, and as published in the September 1, 2023, Delaware Register of Regulations.

Exhibit 5 is a copy of the Register notice, Start Action notice number 2022-02, and the proposed amendment to 7 Delaware Administrative Code 3801 Shellfish Aquaculture, as published in the September 1, 2023, Delaware Register or Regulations.

Exhibit 6, a notice of this public hearing as it appeared on Delaware statewide calendar and posted September 13, 2023.

Exhibit 7, notice of this public hearing as it appears on DNREC.s public hearings website.

Exhibit 8, proof of publication of the legal notice regarding the proposed amendments to 7

Delaware Code 3801 Shellfish Aquaculture in the September 7, 2023, Wilmington News Journal.

Exhibit 9, proof of publication of the

- 1 | legal notice regarding the proposed amendments to 7
- Delaware Administrative Code 3801 Shellfish
- 3 Aquaculture as published in the September 7, 2023,
- 4 Delaware State News.
- 5 Exhibit 10, additional noticing
- 6 regarding tonight.s hearing on the proposed amendments
- 7 to the Shellfish Aquaculture regulation sent by email
- 8 on September 1st and September 25, 2023, to all
- 9 | Shellfish Aquaculture lessees and other interested
- 10 parties.
- 11 Exhibit 11, notice of this public
- 12 hearing as it appears on the DNREC Division of Fish
- and Wildlife Facebook page posted on September 22,
- 14 2023.
- And finally Exhibit 12 is a copy of the
- 16 hearing presentation on proposed amendments to 7
- 17 Delaware Administrative Code 3801 Shellfish
- 18 Aquaculture that will be presented now.
- 19 I will now turn it over to our
- 20 | Shellfish Aquaculture project leader, Zina Hense, to
- 21 give the presentation on the amendments to the
- 22 | Shellfish Aquaculture regulations. Okay, Zina.
- MS. SMITH: Zina, before you
- 24 begin -- sorry about that, John. Zina, before you

begin, I'd like to mark those exhibits that you just introduced into the record. So I have received the exhibits that John just read over, and I hereby mark those exhibits as Department's Exhibits 1 through 12. Thank you.

Zina, you may begin with your presentation.

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MS. HENSE: Thank you. I'd like to start with a really quick timeline of Shellfish Aquaculture in the Inland Bays. In 2013, code was signed and adopted that allowed shellfish aquaculture in Indian River, Rehoboth, and Little Assawoman Bays. The code gave DNREC the authority to promulgate regulations to allow shellfish aquaculture to develop and thrive while co-existing with the many other uses of the water. The regulations were approved in 2014, and we started discussing the permit process that would be needed with DNREC Wetlands and with the Army Corps of Engineers. And leasing began in 2017, and we started getting feedback from the lessees on the regulation. In 2019, we began public outreach on possible regulation changes and initiated the regulatory action in 2022.

The proposed amendments to the

Administrative Code for Shellfish Aquaculture affect the following sections:

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In Definitions, definitions have been added for lease or shellfish aquaculture subaqueous land lease, semi-permanent gear, shellfish gardening, and wild stock. Also in the Definitions section for Little Assawoman SADA, the coordinates were changed to reflect the 2017 change to Delaware Code.

In Shellfish Aquaculture subaqueous land lease issuance, the prerequisites for a SADA lease have been adjusted to reflect the practice that a lease is signed but remains invalid until an Army Corps permit is issued. And 3.4 has been removed so that shellfish leases will conform with other permits and contracts signed by the department.

In non-SADA Subaqueous Land Lease

Application, there are a few minor wording changes in this section. There are mentions of DNREC's Shellfish and Recreational Water Programs that has been using the name Shellfish and Recreational Water Program singular more recently.

Similarly, DNREC's Wetlands and Subaqueous Land section had a name change to DNREC Wetlands and Waterways section. And matching the

suggested change to the SADA Lease Application section, language has been changed to state that a lease will not be valid until an Army Corps permit has been issued.

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In Shellfish Nursery Permits and
Nursery Structures, changes to this section include
that an upweller, downweller, or raceway within a
valid lease will not need a separate nursery permit.
And there is a minor word change required for
clarification, and the Program section name changes as
noted previously.

In Shellfish Aquaculture Gear, there are minor wording changes of leaseholder to lessee. There is additional wording that captures that lessees may use an abbreviated lease identifier approved by the Division of Fish and Wildlife to label equipment. There is an addition that bottom gear that must be designed to hold oysters at least four inches from the bottom rather than the current must hold oysters four inches from the bottom. A change in the requirement for gear marking buoys from three inches by three inches by three inches to three inches in diameter and visible at the water surface.

An addition that support structures

identified on an operations plan as semipermanent can remain on the lease for up to six months without life shellfish attached. An alteration of the language about cleaning gear with electric or hydraulic power to state that electric and hydraulic power should not be used to clean any submerged portion of gear rather than gear cannot be cleaned with power while fully or partially submerged.

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Under Importation of Shellfish for Shellfish Aquaculture, an addition to say that shellfish procured from other than a lease or permitted Inland Bay shellfish nursery will need a permit prior to import and planting.

Shellfish Aquaculture Species, in addition to the current reg to say it is unlawful to produce or culture bivalve shellfish species other than easter oyster in Rehoboth, Indian River, and Indian River Bay without first obtaining written permission from the director of the Division of Fish and Wildlife, and a change of 13.2 to say it is unlawful to produce or culture any shellfish other than the hard clam in Little Assawoman Bay as this was specified already in Code.

In the Lease Marking section, a change

proposed to say that before any shellfish or gear are placed on a lease, the acre must be surveyed and marked. There are some number formatting changes, although the numbers themselves remain the same. There are changes in the corner marking requirements to state that acres in Rehoboth and Indian River Bays must be marked with six-inch PVC poles or pole buoys and placards. Leases in Little Assawoman Bay shall be marked in accordance with Delaware Code. Placards and corner buoys may use a Division of Fish and Wildlife approved abbreviated lease identifier. An addition to say that corner markers must be maintained while gear or shellfish are in a leased acre, but the leaseholder may choose to not have shellfish and gear on the acre and then not maintain the markings. If the leaseholder re-establishes growing shellfish on that acre, the lessee must accurately replace the corner markings and sign an affidavit.

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Under Harvesting a Shellfish

Aquaculture Subaqueous Land Lease, it is unlawful to harvest via mechanical means excepting winches, but an addition has been made to state that automated systems designed to raise, lower, turn, or rotate cages or containers of shellfish may be used, and the name

change of the Shellfish and Recreational Water Programs to Program singular.

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Under Active Use of Shellfish Aquaculture Subaqueous Land Lease Sites, additions have been made to confirm that scientific leases, as in Delaware Code, Chapter 20, Section 5B, do not need to meet active use requirements. Wording changes to clarify that the planting minimum is measured in the calendar year that the lease is 36 months. changes to clarify that the harvest minimum is measured in the calendar year that the lease achieves 48 months. A change in the planting minimum from bushels to individual oysters. An addition to confirm that shellfish moved between leases are transferred and planting will be assigned to the first lessee, planting and harvest will be credited to the final lessee, harvesting, and selling outside of the Inland Bays.

There is a suggested removal entirely of what is currently 16.4 as the information is already covered. And removal of qualifiers to the previous 16.5, proposed now 16.4, to state the department may, at its discretion, grant written exemption from the planting, harvest, or sale

1 requirements.

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Reporting Requirements for Shellfish
Aquaculture Subaqueous Land Leases and Shellfish
Aquaculture Nursery Structures, 17.1 is changed to
state that monthly reports are due on shellfish rather
than specifically clam or oyster planting or harvest.
And instead of saying the yearly survey sent by the
department is due 45 days from receipt, the survey
will be due prior to February 1st of the following
year.

In Shellfish Aquaculture Land Lease Transfers, there is a change and addition in the transfer to state that a boundary survey on a transferred lease will not be required if the transferring party retains some portion of lease ownership.

In Shellfish Aquaculture Subaqueous

Land Lease Expiration, Surrender, Termination, and

Sale, there are minor wording changes and number

changes suggested, like exchanging tenure for term and

site for lease area, changing how numbers are noted.

In 20.3.1, a change to say that a leaseholder may

contest the department's decision to terminate a lease

by appealing the decision. And an addition to say

that except as provided in section 19 in transfer of a lease, it is unlawful to sublease, rent, or sell a shellfish aquaculture land lease.

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And in the final section, a change in 23.5 to state it is unlawful to harvest wild hard clams rather than bivalve shellfish from lease sites and navigation corridors. An addition of two new prohibited activities, it is unlawful to fix, set, or erect shellfish aquaculture gear outside the boundaries of a lawful shellfish aquaculture subaqueous land lease. And it is unlawful to conduct shellfish gardening activities without the written authorization from Delaware Shellfish and Recreational Water Program.

There are minor changes made to five other sections of the regulation. The changes included the update of DNREC Shellfish and Recreational Water Programs to Program as this is the name they're using more recently. And minor reformatting changes suggested by the registrar of regulations, including renumbering of small portions, reformatting the way that numbers within the regulation appear, and minor rewording.

And that is a summary of all of the

suggested amendments to the Shellfish Aquaculture regulation.

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MS. SMITH: Thank you, Ms. Hense. Now that the department has concluded their presentation, we will turn our attention to those who have preregistered for the opportunity to offer verbal comment at tonight's hearing. Per the protocol set forth on DNREC's public hearing webpage, those wishing to offer verbal comment during the virtual hearing must have pre-registered with DNREC no later than noon the day of the hearing.

The order of those commenting tonight was established as a result of the department's preregistration process. All commentors must adhere to
the department's protocols with regard to offering
verbal comment, including making their comments as
concise as possible, respecting the three-minute time
limit, and limiting their comments to the subject
matter of this hearing.

There are three pre-registered commentors. First to be called upon will be Alan Davis. Second will be Robert Rheault. And third will be Mark Casey. To assist the commentors with regard to the amount of time they have, there is a visual

timer that will appear on the screen to count down the three minutes. When it is that speaker's turn to comment, the speaker's audio will be unmuted, their identity will be confirmed, and the timer will begin. At the end of the three minutes, the speaker's audio will be automatically be placed back on mute. Please note that there is no video feed of the commentor. It is audio only. The comments will be transcribed by the court reporter and thereby incorporated into the hearing record.

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If the speaker is not able to finish their comment within three-minute time period, the department encourages them to submit their completed comment in writing no later than October 12th. The commentor will be granted no more than three minutes of time to speak for any reason, and there will be no yielding of one comment to another commentor during that three minutes. When you are called upon, please state for the record your first and last name, and if you are representing an agency also provide the name of the organization, and then you may begin your comment.

So to begin, I will call upon the first person, and if I could please have Mr. Alan Davis

unmuted, and you may begin with your comment. But please introduce yourself first. Thank you.

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Do we have Mr. Davis joined in tonight?

UNIDENTIFIED SPEAKER: Hearing Officer

Smith, I do not see Mr. Davis.

MS. SMITH: Okay. We will move on to the next speaker, Mr. Robert Rheault.

MR. RHEAULT: My name is Bob Rheault.

I'm the executive director of the East Coast Shellfish

Growers Association. Can you hear me?

MS. SMITH: Yes.

MR. RHEAULT: I offered comments before you guys actually proposed your rules many years ago. First thing, most of those comments were ignored. Pertaining to the changes that you are proposing now, I would offer strong objection to the sublease prohibition. I don't think that there is an economic justification or a practical justification for such a prohibition. Other states do this, and it works quite well. In regards to your regulations regarding the minimum planting and harvest requirements, I think there are rational ways to do this. I strongly support a use-it-or-use-it clause because other states that don't have this, like, or are not enforcing it,

like Virginia and Connecticut, have thousands of acres that are not being productively leased, and that is not the objective of your lease program. So I support a lease minimum harvest or at least other means of showing that the lease is actively being used. In other states, we use means such as purchase of seed receipts, purchase of gear receipts, or, quite honestly, the enforcement officers are able to see when they go and do inspections of the leases whether the lease is actively being used. A strongly support lease requirements for some use of every lease because people will lease areas defensively to prevent others if you don't have that. I know that Mark Casey's going to skewer me for saying that.

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As far as the corner markers, this sixinch PVC poles should be adequate. We have debated this in many states up and down the coast. Honestly, putting a strip of highly reflective buoy tape around that post is probably adequate. You're not having big ships that are coming in from -- need to be able to see this from a long distance. A 12-inch by 12-inch triangle is probably overkill. You've got boats proceeding at very low velocity. They will see these pipes from quite a distance. That should be

satisfactory. Lease marking I've got quite a bit more comments I could make about that if I had more time.

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Your forbidding mechanical harvest. I have a whole section on my website at ecsga.org that addresses the pros and cons of mechanical harvest and the ecological risks and benefits, and I think it would be quite illustrative for you to look there, but I obviously don't have time to talk about it. Thank you.

MS. SMITH: Thank you, Mr. Rheault. As you mentioned, if you didn't have enough time to go through all the comments that you would like to, you do have the opportunity, just as everyone else who is on this hearing and any others, you are able to submit your comment in writing. So I just want to remind you of that. I will go back over that as well when we conclude.

We will now move on to our next speaker, Mr. Mark Casey. Can I please have him unmuted, and you may begin with your comment.

MR. CASEY: Can you hear me?

MS. SMITH: Yes.

MR. CASEY: Great. Good evening. My

name's Mark Casey. I am the president of Delaware

Aquaculture Association. I am also the president of Delaware Culture Seafood. I've been working with used bivalves to remove algae from our base to allow light to get to the grasses and restore our bottom habitats since 1998. The Association has asked for relief on requirements from the beginning. In December 2019, we made a formal request to modify 27 sections of this regulation. Many were addressed in some fashion. During this process, several new requirements were added. August of 2013, the legislators passed H bill, HB 160 and gave DNREC responsibility to give farms identified and create regulation to utilize this subaqueous land to remove nutrients and create an oyster industry.

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DNREC translates industry as many large farmers. To ensure that we get -- have large farmers, they have created the planting minimum. I think that has not worked. We have continuously asked to decrease or eliminate planting requirements and find an organic path to oyster industry through small or part-time farmers. Often I receive a laugh on this comment. As demonstrated, a very small fraction of our population can quit their jobs, invest \$50,000, and work without pay for one or more years. My simple

request to DNREC to recognize that this ten-year regulatory effort is not working as written.

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Listen to the active farmers who have all experienced large losses that they did not understand before we entered this process. Go back to the drawing board. Redo these regulations to lower the cost of business and welcome all farmers no matter how small or long it takes to ramp up production. If there's any way that I can help get oysters back in our Inland Bays, please contact me. Thank you, Mark Casey.

MR. SMITH: Thank you, Mr. Casey. I'd like to circle back around one more time and call upon Mr. Alan Davis. If there is a Mr. Alan Davis, if you could, please raise your hand so we can identify you.

As there is no one who has raised their hand in the past few moments, we will go ahead and conclude the hearing then. I want to thank you all for taking the time to join us tonight, and for those who provided their verbal comment, again, if you wish to submit your public comment in writing, please follow the instructions that were given during my introductory remarks and is also available on the screen.

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1	The hearing record will remain open
2	through Thursday, October 12, 2023. I want to thank
3	you all for attending the virtual hearing, and the
4	hearing is now concluded at 6:33 p.m.
5	(Whereupon, the meeting concluded at
6	6:33 p.m.)
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CERTIFICATE OF DEPOSITION OFFICER

I, HEIDI SCHOENTUBE, the officer before whom the foregoing proceedings were taken, do hereby certify that any witness(es) in the foregoing proceedings, prior to testifying, were duly sworn; that the proceedings were recorded by me and thereafter reduced to typewriting by a qualified transcriptionist; that said digital audio recording of said proceedings are a true and accurate record to the best of my knowledge, skills, and ability; that I am neither counsel for, related to, nor employed by any of the parties to the action in which this was taken; and, further, that I am not a relative or employee of any counsel or attorney employed by the parties hereto, nor financially or otherwise interested in the outcome of this action. Heidi Schoentube

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HEIDI SCHOENTUBE

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Notary Public in and for the

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State of Delaware

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CERTIFICATE OF TRANSCRIBER

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I, LEE ANN WILMOT, do hereby certify that this transcript was prepared from the digital audio recording of the foregoing proceeding, that said transcript is a true and accurate record of the proceedings to the best of my knowledge, skills, and ability; that I am neither counsel for, related to, nor employed by any of the parties to the action in which this was taken; and, further, that I am not a relative or employee of any counsel or attorney employed by the parties hereto, nor financially or otherwise interested in the outcome of this action.

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