

**APPENDIX E**

**REVISED**

**DRAFT ENVIRONMENTAL**

**ANALYSIS**

**Prepared for the**

**PROPOSED SHORT-LIVED**

**CLIMATE POLLUTANT**

**REDUCTION STRATEGY**

**Air Resources Board 1001 I Street**  
**Sacramento, California, 95814**

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## ACRONYMS AND ABBREVIATIONS

AB	Assembly Bill
APA	Administrative Procedure Act
APE	Area of Potential Effects
ARB or Board	California Air Resources Board
CAL FIRE	California Department of Forestry and Fire Protection
CalRecycle	California Department of Resources Recycling and Recovery
Cal/OSHA	California Division of Occupational Safety and Health Administration
CDFA	California Department of Food and Agriculture
CEC	California Energy Commission
CEQA	California Environmental Quality Act
CFC	chlorofluorocarbon
CO	carbon monoxide
CO <sub>2</sub>	carbon dioxide
CPUC	California Public Utilities Commission
dBA	A-weighted decibels
DOGGR	California Department of Conservation's Division of Oil, Gas, and Geothermal Resources
DPR	California Department of Pesticide Regulation
EA	Environmental Analysis
EIR	Environmental Impact Report
EO	Executive Office
FED	Functional Equivalent Document
F-gases	fluorinated gases
FTA	Federal Transit Administration
GHG	greenhouse gas
GWP	global warming potential
HCFC	hydrochlorofluorocarbon
HFC	hydrofluorocarbon
HFO	hydrofluoro-olefin
in/sec	inches per second
ISOR	Initial Statement of Reasons
LCFS	Low Carbon Fuel Standard

LDAR	Leak Detection and Repair
Leq	Equivalent level measurement
Lmax	Maximum sound level
MTCO <sub>2</sub> e	metric tons of carbon dioxide equivalent
MMTCO <sub>2</sub> e	million metric tons of carbon dioxide equivalent
NEPA	National Environmental Policy Act
N <sub>2</sub> O	nitrous oxide
NOAEL	no observed adverse effect level
NOx	oxides of nitrogen
NPDES	National Pollutant Discharge Elimination System
OH	Hydroxyl radical
OIMP	Odor Impact Minimization Plan
OMP	Odor Management Plan
PM	particulate matter
PM <sub>10</sub>	respirable particulate matter
PM <sub>2.5</sub>	fine particulate matter (particles with an aerodynamic diameter less than or equal to a nominal 2.5 micrometers)
PPV	Peak particle velocity
PRC	Public Resources Code
PRS	Project Specific Requirements
RNG	Renewable Natural Gas
RWQCB	Regional Water Quality Control Board
SB	Senate Bill
SLCP	short-lived climate pollutant
SLCP Strategy	Proposed Short-Lived Climate Pollutant Reduction Strategy
SNAP	Significant New Alternatives Policy
SOx	oxides of sulfur
SPR	Standard Project Requirements
SWPPP	Stormwater Pollution Prevention Plan
TAC	toxic air contaminant
TCR	Tribal Cultural Resources
TFA	trifluoroacetic acid
U.S. EPA	U.S. Environmental Protection Agency

µg/L	microgram per liter
USFS	U.S. Forest Service
VdB	vibration decibels
VMT	vehicle miles traveled
VOC	volatile organic compounds
WDR	Waste Discharge Requirements

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## 1.0 INTRODUCTION AND BACKGROUND

### A. Introduction

This Draft Environmental Analysis (Draft EA) is a revised and recirculated environmental analysis developed for the Proposed Short-Lived Climate Pollutant Reduction Strategy (SLCP Strategy). A Draft EA was first released with the SLCP Strategy on April 11, 2016, for public comment. After the close of public comment on the April documents, the Legislature passed and Governor Brown signed Senate Bill (SB) 1383 (Lara, Chapter 395, Statutes of 2016) mandating the California Air Resources Board (ARB or Board) to take certain actions with regard to the short-lived climate pollutant strategy. Specifically, it mandated that ARB, no later than January 1, 2018, approve and begin to implement the short-lived climate pollutant strategy developed under Health and Safety Code section 39730 to achieve specified targets identified for each of the pollutants and after carrying out certain procedures and analyses. In response to this new mandate, ARB revised both the SLCP Strategy and the Draft EA to reflect the requirements of the bill.

This Revised Draft EA is included as Appendix E to the revised SLCP Strategy that will be presented to the California Air Resources Board (ARB or the Board) for consideration in early 2017. The Project Description section of this Revised Draft EA presents a summary of the proposed project under the California Environmental Quality Act (CEQA). A detailed description of each proposed action is included in the revised SLCP Strategy released November 23, 2016, which is hereby incorporated by reference. The full text of the SLCP Strategy is available at <http://www.arb.ca.gov/cc/shortlived/shortlived.htm>.

This Revised Draft EA is intended to disclose potentially significant adverse environmental impacts and potential mitigation for impacts resulting from implementation of the SLCP Strategy. The SLCP Strategy is designed to create environmental benefits related to greenhouse gas (GHG) reduction and related air quality conditions. In some cases, as described elsewhere in the Revised Draft EA, potentially significant indirect environmental impacts to other environmental resources may occur as a result of implementing measures in the strategy through compliance actions taken in response to the measures. In general, mitigation described in this Revised Draft EA would be expected to reduce potentially significant impacts identified to less-than-significant levels at the project level when compliance actions are carried out, if agencies with mitigation implementation authority enforce the mitigation. Nonetheless, this Revised Draft EA takes a conservative approach in its post-mitigation significance conclusions (i.e., tending to overstate the risk that feasible mitigation may not be sufficient or may not be implemented by other parties) and discloses, for CEQA compliance purposes, that potentially significant environmental impacts may be unavoidable. It is expected that many of these potentially significant impacts can be feasibly avoided or mitigated to a less-than-significant level as described in each resource area as a result of the project-specific environmental review processes associated with compliance actions and as a result of compliance with local and state laws and regulations.

## **B. Background and Purpose of the SLCP Strategy**

Assembly Bill (AB) 32, the California Global Warming Solutions Act of 2006 (AB 32, Chapter 488, Statutes of 2006), declares that global warming poses a serious threat to the economic well-being, public health, natural resources, and environment of California and charges the ARB with “monitoring and regulating sources of emissions of greenhouse gases that cause global warming in order to reduce emissions of greenhouse gases.” (Health & Saf. Code, § 38510.) AB 32 provided initial direction on creating a comprehensive multi-year program to limit California’s GHG emissions to 1990 levels by 2020 and initiate the transformations required to achieve the State’s long-range climate objectives. One specific requirement of AB 32 is to prepare a “scoping plan” for achieving the maximum technologically feasible and cost-effective GHG emission reductions by 2020. (Health & Saf. Code, § 38561, subs. (a).) Developing a short lived climate pollutant (SLCP) strategy is identified in the First Update to the Climate Change Scoping Plan as one of the recommended actions to achieve additional GHG emission reductions. SLCPs include black carbon, methane, and hydrofluorocarbons (HFCs), which are powerful climate forcers and harmful air pollutants with an abbreviated atmospheric lifespan compared to other known climate pollutants (e.g., carbon dioxide [CO<sub>2</sub>]) and comprise 40 percent of current net climate forcers. More recently, the Legislature passed, and the Governor signed SB 32 (Pavley, Chapter 249, Statutes of 2016), which requires ARB to ensure that statewide greenhouse gas emissions are reduced to 40 percent below the 1990 level by 2030. SLCP reductions are important to continuing and maintaining the greenhouse gas reductions called for by AB 32 and to ensuring emissions meet the statewide greenhouse gas emission limit established in SB 32. The SLCP Strategy also supports the goals of Executive Order (EO) B-30-15 issued by Governor Brown extending the administration’s GHG reduction target from achieving 1990 levels of statewide GHG emissions by the year 2020 to 40 percent below 1990 levels by 2030, which is now codified in SB 32.

SB 605 (Lara, Chapter 523, Statutes of 2014) directed ARB to develop a comprehensive strategy to reduce emissions of SLCPs. Subsequently, SB 1383 (Lara, Chapter 395, Statutes 2016) directed ARB to approve and begin implementing the strategy initiated under SB 605 (Lara, Chapter 523, Statutes of 2014) by January 1, 2018 that would achieve targets of a 40 percent reduction in methane, a 40 percent reduction in hydrofluorocarbon gases, and a 50 percent reduction in anthropogenic black carbon emissions from 2013 levels by 2030. SB 1383 essentially codified the direction of the draft strategy ARB proposed under SB 605 in April 2016, including the reduction targets ARB identified in that draft strategy. SB 1383 also provides specific direction to ARB on its process to develop regulations to implement the strategy.

The purpose of the SLCP Strategy is to broadly analyze and identify a comprehensive approach to reduce emissions of SLCPs, through mandatory and voluntary measures, incentives, and other policies and plans, as part of a broad effort to reduce emissions of all GHGs in the State. The SLCP Strategy identifies major sources of anthropogenic black carbon, methane, and HFCs, and recommends measures to substantially reduce

emissions across the State to achieve the targets in SB 1383. The design of the recommended measures and the precise degree of emission reductions they can achieve will depend on the subsequent public processes required to develop specific measures (ie. rulemaking action). Accordingly, though the SLCP Strategy charts a course for further actions, it does not, itself, impose any mandates on those emission sources. Instead, it describes the course ARB intends to pursue, recognizing that the course may be altered (within appropriate legal boundaries) during the specific measure development, analyses, and public engagement.

Under SB 605, and subsequently, SB 1383, the development of the SLCP Strategy included coordination with local and State agencies, academic experts, businesses, organizations, and other stakeholders.

### **C. Environmental Review Process**

#### **1. Requirements under the California Air Resources Board Certified Regulatory Program**

ARB is the lead agency for the SLCP Strategy and has prepared this Revised Draft EA under its CEQA certified regulatory program. Public Resources Code (PRC) section 21080.5 allows public agencies with regulatory programs to prepare a “functionally equivalent” or substitute document in lieu of an environmental impact report or negative declaration, once the program has been certified by the Secretary for Resources Agency as meeting the requirements of CEQA. ARB’s regulatory program was certified by the Secretary of the Resources Agency in 1978. (Cal. Code Regs., tit.14, § 15251, subs. (d).) As required by ARB’s certified regulatory program, and the policy and substantive requirements of CEQA, ARB prepared this Revised Draft EA to assess the potential for significant adverse and beneficial environmental impacts associated with the proposed measures and to provide a succinct analysis of those impacts. (Cal. Code Regs., tit.17, § 60005, subs. (a),(b)). The resource areas from the CEQA Guidelines Environmental Checklist (Appendix G) were used as a framework for programmatically assessing potentially significant impacts.

ARB has determined that approval of the SLCP Strategy is a “project” as defined by CEQA. CEQA defines a project as “the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment, and that is ... an activity directly undertaken by any public agency.” (Cal. Code Regs., tit.14, § 15378, subd. (a).) Although the recommended policy aspects of the SLCP Strategy do not directly alter the physical environment, physical changes to the environment could result from reasonably foreseeable compliance responses taken as a result of implementation of the subsequently developed measures identified in the SLCP Strategy.

## 2. Scope of Analysis and Assumptions

The degree of specificity required in a CEQA document corresponds to the degree of specificity inherent in the underlying activity it evaluates. The environmental analysis for broad programs cannot be as detailed as for specific projects. (Cal. Code Regs., tit.14, § 15146.) For example, the assessment of a construction project would naturally be more detailed than for the adoption of a plan because the construction effects can be predicted with a greater degree of accuracy. (Cal. Code Regs., tit.14, § 15146, subd. (a).) The level of detail in this Revised Draft EA reflects that the project is a broad strategy.

Consequently, the analysis does not provide the level of detail that will be provided in subsequent environmental documents prepared for specific regulatory actions that ARB or other agencies pursue to reduce SLCPs. (Cal. Code Regs., tit. 14, § 15152.) If ARB, or other state agencies, pursue regulations to implement any of the SLCP measures discussed in the SLCP Strategy, each regulation would go through the Administrative Procedure Act (APA) process. The APA is a rigorous process that includes technical, environmental, and economic analyses, and public review and input. The Initial Statement of Reasons (ISOR) prepared by ARB for each proposed regulation, also known as the Staff Report, would include an environmental analysis specific to that proposal. This Revised Draft EA provides a good-faith effort to evaluate programmatically the potential for significant adverse impacts associated with implementation of the broad policy aspects of the entire broad strategy based on what is known at this time.

In addition to APA requirements, AB 32, SB 32, SB 605, and SB 1383 also require ARB to carefully consider the potential effects on criteria pollutants, potential interactions with other environmental challenges, the risk of “leakage” (displacing industry out of state, rather than controlling its emissions), and impacts on disadvantaged communities. SB 1383 identifies specific considerations and analyses that ARB must complete before moving forward with certain sectors and regulatory options. Accordingly, the SLCP Strategy identifies a path that can ensure these considerations are addressed, beginning with incentive programs and research, moving through reporting and recordkeeping regulations to build expertise, and finally to direct emission control requirements (developed according to information gathered from this collaborative process). Any regulatory measures developed would need to be proposed and considered for adoption by the Board at a future date through a rulemaking proceeding specific to that measure.

The SLCP Strategy recommends measures that are consistent with all of ARB’s obligations under CEQA, the APA, SB 605, SB 1383, AB 32, SB 32, and all other binding law. Mandates include (but are not limited to) commitments to:

- Ensure that AB 32 regulations complement, and do not interfere with, efforts to achieve and maintain federal and state ambient air quality standards and to reduce toxic air contaminant emissions;

- Consider cost-effectiveness and overall societal benefits of regulations, including benefits to the economy, environment, and public health;
- Avoid disproportionate impacts on disadvantaged communities;
- Minimize leakage in response to AB 32, SB 605, and SB 1383;
- Conduct the analyses required by SB 32 and calibrate any regulatory choices (including the stringency of potential regulations) on the basis of those analyses;
- Prioritize SLCP reduction measures that achieve co-benefits of improving water quality or reducing other air pollutants that impact community health and benefit disadvantaged communities; and
- Develop regulations consistent with the careful processes required by the APA and CEQA and address environmental impacts identified by the CEQA process.

The SLCP Strategy recommitments ARB to following these principles, among its other mandates, as it develops measures, including for dairy methane reduction. These commitments, and the underlying statutory requirements, will shape how and when ARB ultimately seeks to achieve the legislatively mandated targets and will condition ARB's decision as to whether to pursue any particular measure. SB 1383, and other governing law, as well as the SLCP Strategy itself, commit ARB to implementing agricultural methane controls in environmentally and economically effective ways. The SLCP Strategy sets ARB on a course towards further research, evaluation, and public discussion as it moves towards developing regulations mandated in 2024. The shape and nature of those regulations will be shaped by progress made before that date, while taking careful account of the statutory factors set out in SB 1383. The impacts likely from methane controls must ultimately be consistent with the substantive requirements of SB 1383 (require minimizing leakage of emissions), along with those of SB 605 and AB 32, which require ARB to account for emissions impacts and other environmental considerations. ARB will propose regulations that foreseeably violate these statutory commitments. Nonetheless, in the interest of full disclosure, at this early programmatic stage, ARB is describing the range of impacts that could occur from potential compliance responses, in the absence of a fully designed program. This disclosure at the programmatic level is intended to provide a conservative overview of possible responses, including those which regulations must be designed to avoid or minimize.

The scope of analysis is intended to help focus public review and comments and ultimately to inform the Board of the environmental benefits and potential for adverse environmental impacts before Board action on the proposal. The analysis of potentially significant adverse environmental impacts from the SLCP Strategy is based on the following assumptions:

- This analysis addresses the potentially significant adverse environmental impacts resulting from implementing the SLCP Strategy compared to existing conditions.

- The analysis of environmental impacts and determinations of significance are based on the range of reasonably foreseeable compliance responses that could occur in response to implementing the measures in the SLCP Strategy.
- The analysis in this Revised Draft EA addresses environmental impacts both within California and outside the State to the extent they are reasonably foreseeable and do not require speculation.

The level of detail of the impact analysis is necessarily and appropriately general and programmatic because the SLCP Strategy itself is programmatic. Furthermore, the measures are recommendations at this planning stage and decisions that would be undertaken in response to the specific measures once they are more fully designed and adopted that could affect the physical environment cannot be fully known at this planning stage. This includes actions that may involve the design of new or modified facilities, which are largely unknown, and are therefore speculative, if not impossible, to predict with precision given the lack of specificity of implementation of the specific measures, the influence of other business and market considerations in those decisions, and the numerous locations where such facilities might be built. Specific development projects pursued in response to specific measures undertaken to implement the SLCP Strategy would undergo required project level environmental review and compliance processes at the time they are proposed.

This Revised Draft EA generally does not analyze site-specific impacts when the location of future facilities or other infrastructure is speculative. However, it does examine regional (e.g., air basin) and local issues to the degree feasible where appropriate. As a result, the impact conclusions in the resource-oriented sections of Chapter 4, Impact Analysis and Mitigation Measures, cover broad types of impacts, considering the potential effects of the full range of reasonably foreseeable actions undertaken in response to the SLCP Strategy.

#### **D. Organization of the Environmental Analysis**

The Revised Draft EA is organized into the following chapters to assist the reader in obtaining information about the SLCP Strategy and the specific environmental issues.

Chapter 1, Introduction and Background – provides a project overview, background information, and other introductory material.

Chapter 2, Project Description – summarizes the SLCP Strategy, implementation assumptions, and range of reasonably foreseeable compliance responses expected in response to implementation of the measures in the SLCP Strategy.

Chapter 3, Environmental and Regulatory Setting, in combination with Attachment A – contains the environmental setting and regulatory framework relevant to the environmental analysis of the SLCP Strategy.

Chapter 4, Impact Analysis and Mitigation – identifies the potentially significant environmental impacts associated with the SLCP Strategy and mitigation measures for each resource area with potentially significant impacts identified.

Chapter 5, Cumulative and Growth-Inducing Impacts – identifies the cumulative impacts of implementing the SLCP Strategy against a backdrop of past, present, and reasonably foreseeable future projects.

Chapter 6, Mandatory Findings of Significance – discusses whether the SLCP Strategy has the potential to degrade the quality of the environment, cause substantial adverse impacts on human beings, and cause cumulatively considerable environmental impacts.

Chapter 7, Alternatives Analysis – discusses a reasonable range of potentially feasible alternatives that could reduce or eliminate significant adverse environmental impacts identified for the SLCP Strategy.

Chapter 8, References – identifies sources of information used in this Revised Draft EA.

### **E. Public Review Process for the Environmental Analysis**

At a public workshop held on May 27, 2015, ARB staff invited public feedback on a Concept Paper on SLCP reductions. After consideration of comments, ARB released the Draft Strategy for public comment on September 30, 2015. A notice of Preparation (NOP) was sent out on October 6, 2015 with the review period ending on November 5, 2015. No comments on the development of the Draft EA were received during this review period. At three regional public workshops held on October 13, 14, and 19, 2015, ARB described plans to prepare a Draft EA for the SLCP Strategy, and invited public feedback on the scope of the analysis.

The first SLCP Strategy and Draft EA were released for a 45-day public comment period on April 11, 2016, which ended on May 26, 2016. During that public comment period, ARB held public workshops on April 26 and May 3, 2016, and a Board hearing on May 19, 2016. In response to the Governor signing SB 1383, in September 2016, ARB revised the SLCP Strategy to reflect the requirements of SB 1383. In response to these changes to the SLCP Strategy, ARB revised the Draft EA, which is being recirculated for a new 45-Day public review period. (Cal. Code Regs., tit.14, § 15088.5.)

In accordance with ARB's certified regulatory program, and consistent with ARB's commitment to public review and input on its proposed actions, this Revised Draft EA is subject to a public review process through the posting of the SLCP Strategy and this Revised Draft EA for a public review period that begins on November 28, 2016 and ends on January 17, 2017. ARB is also holding public workshops in December 2016.

At the conclusion of the public review period, ARB will prepare written responses to comments received on the Revised Draft EA and make revisions, as necessary, for the

Final EA. As outlined in the CEQA recirculation requirements, ARB will not respond to comments submitted on the Draft EA released April 11, 2016 and will respond in writing only to comments submitted on the recirculated Revised Draft EA. (Cal. Code Regs., tit.14, § 15088.5, subd. (f).) Comments submitted on the Draft EA released in April 2016 will remain part of the record. The Final EA and the written responses to comments of the Revised Draft EA will be presented to the Board at a public hearing to be scheduled for early 2017. If the SLCP Strategy is approved by the Board, a Notice of Decision will be posted on ARB's website and filed with the Secretary for Natural Resources. (Cal. Code Regs., tit. 17, § 60007, subd. (b).) The Notice of Decision will also be filed with the State Clearinghouse.

## **2.0 PROJECT DESCRIPTION**

This section provides a summary of the Proposed Short-Lived Climate Pollutant Reduction Strategy (SLCP Strategy) and the proposed measures for purposes of the impacts analysis. Please refer to Chapters IV, V and VI of the SLCP Strategy for full descriptions.

### **A. Overview of the Proposed Short-Lived Climate Pollution Reduction Strategy and Scope of the “Project” under CEQA**

Short-lived climate pollutants (SLCPs) include methane, black carbon, and hydrofluorocarbons (HFCs). They are powerful greenhouse gases (GHGs) that remain in the atmosphere for a much shorter period of time than longer-lived climate pollutants, such as carbon dioxide (CO<sub>2</sub>) and nitrous oxide (N<sub>2</sub>O). Despite their relatively shorter atmospheric lifespan, their relative potency in terms of how they heat the atmosphere (i.e., global warming potential [GWP]) can be tens, hundreds, or even thousands of times greater than that of CO<sub>2</sub>.

California has some of the nation’s highest levels of particulate matter (PM) and ozone pollution, and much of the State will need to virtually eliminate black carbon emissions and other pollutants to meet health-based federal air quality standards over the next 20 years. California has already taken steps to reduce methane emissions from the agricultural, oil and gas, and waste treatment sectors. HFCs are the fastest growing source of GHG emissions in California and globally, and must be further controlled to keep the State on track to meet its 2020 and 2050 GHG limits. California previously developed an inventory of HFCs, and has rules in place to cut their emissions by 25 percent below business-as-usual emissions levels by 2020. Black carbon emissions have already declined substantially in California in response to existing health-based regulations, but additional steps are needed to meet federal air quality standards and protect public health.

### **B. Project Objectives**

The primary objectives of the SLCP Strategy are listed below. These objectives are derived from the SLCP concepts in the 2014 Scoping Plan Update, developed under Assembly Bill (AB) 32 (Health & Saf. Code, § 38561), and from the requirements of Senate Bill (SB) 605 and SB 1383 which require the California Air Resources Board (ARB or Board) to adopt and implement the SLCP Strategy.

The scope of the SLCP Strategy includes actions to reduce emissions from major sources of methane, black carbon, and HFCs. The major administrative and program implementation objectives of the SLCP Strategy include the following:

1. Complete an inventory of sources and emissions of SLCPs in the State based on available data;
2. Identify research needs to address any data gaps;

3. Identify and implement existing and potential new control measures to reduce emissions of methane and hydrofluorocarbon gases by 40 percent and anthropogenic black carbon by 50 percent below 2013 levels by 2030 and;
4. Coordinate with other state agencies and districts to develop measures identified as part of the SLCP Strategy.
5. Provide consultation to California's Department of Resources Recycling and Recovery (CalRecycle) during the development of regulations to reduce the level of the statewide disposal of organic waste by 50 percent by 2020 and 75 percent by 2025. These regulations:
  - o May require local jurisdictions to impose requirements on generators and authorize jurisdictions to impose penalties on generators for noncompliance;
  - o Shall include requirements intended to meet the goal that not less than 20 percent of edible food that is currently disposed of is recovered for human consumption by 2025;
  - o Shall not establish numerical organic waste limits on individual landfills;
  - o May include different levels of requirements for local jurisdictions and phased timelines based upon their progress in meeting the organic waste reduction goals for 2020 and 2025; and
  - o May include penalties imposed by CalRecycle for noncompliance;
  - o Shall take effect on or after January 1, 2022;
6. Provide consultation to CalRecycle to evaluate progress towards meeting the 2020 and 2025 organics waste reduction goals by July 1, 2020. This analysis will evaluate:
  - o The status of new organics infrastructure development;
  - o The status of efforts to reduce regulatory barriers to the siting of organics recycling facilities;
  - o The effectiveness of policies aimed at facilitating the permitting of organics recycling infrastructure; and
  - o The status of markets for products generated by organics recycling facilities.
7. ARB, in consultation with California Department of Food and Agriculture (CDFA), develop and adopt regulations to reduce methane emissions from livestock manure management operations and dairy manure management operations consistent with an up to 40 percent reduction in the dairy sector's and livestock sector's 2013 sector-wide levels by 2030 on or after January 1, 2024. In considering adoption of these regulations, ARB must determine:
  - o The regulations are technologically feasible.
  - o The regulations are economically feasible considering milk and live cattle prices and the commitment of state, federal, and private funding, among other things, and that markets exist for the products generated by dairy manure management and

- livestock manure management methane emissions reduction projects, including composting, biomethane, and other products. The analysis shall include consideration of both of the following:
- Electrical interconnection of onsite electrical generation facilities using biomethane;
  - Access to common carrier pipelines available for the injection of digester biomethane;
  - The regulations are cost effective;
  - The regulations include provisions to minimize and mitigate potential leakage to other states or countries, as appropriate;
  - And the regulations include an evaluation of the achievements made by incentive-based programs.
8. Prior to implementing a regulation to reduce methane emissions from livestock and dairy manure management operations, ARB publish a report on the ARB website evaluating progress toward eliminating barriers, engaging stakeholders, considering and conducting research, and considering development and adoption of additional methane reduction protocols;
  9. ARB, in consultation with California Public Utilities Commission (CPUC) and California Energy Commission (CEC), develop policies to encourage development of infrastructure and biomethane projects at dairy and livestock operations;
  10. ARB develop a pilot financial mechanism to reduce Low Carbon Fuel Standard (LCFS) credit value uncertainty from dairy-related projects and make recommendation to the Legislature to expand the mechanism to other biogas sources;
  11. ARB provide guidance on the impact of regulations on LCFS credits and compliance offsets;
  12. CPUC, in consultation with ARB and CDFA, direct utilities to develop at least 5 dairy biomethane pipeline injection projects;
  13. ARB, in consultation with CDFA, analyze and report on the methane reduction progress of the dairy and livestock sector;
  14. ARB, in consultation with CDFA, evaluate the feasibility of achieving enteric methane reduction through incentive-based mechanisms and develop regulation if it determines is cost-effective, considers impact to animal productivity, is scientifically proven, and would not damage animal health, public health, or consumer acceptance.
  15. Incorporate and prioritize, as appropriate, measures for SLCPs that offer the following co-benefits: improving water quality or reducing other air pollutants to reduce effects on community health and provide benefits to disadvantaged communities, as identified in Health and Safety Code Section 39711, job growth and local economic benefits in the state; public health benefits; potential for new innovation in technology, energy, and resource management practices; and

16. Evaluate the best-available scientific, technological, and economic information to ensure the strategy is cost effective and technologically feasible.

### **C. Description of Recommended Actions**

The following section summarizes the recommended actions and the reasonably foreseeable compliance responses resulting from implementation of the recommended actions for each of the major SLCPs discussed in the SLCP Strategy: methane, non-forest sources of black carbon, and HFCs. The anticipated compliance responses to various measures discussed in this section focus on those activities with the potential to result in either a direct or indirect physical change in the environment. These include construction activities, infrastructure and equipment installations, and substantial operational changes to facilities. Some potential compliance responses are activities that would not result in environmental effects (e.g., convening a research panel). Such activities are noted in the discussion.

#### **1. Black Carbon**

Airborne PM varies in its composition, substantially affects human health, and is a major influence on the climate system. PM is emitted from a variety of natural processes and human activities, and tends to remain in the air for only a few days to about a week, resulting in extreme spatial and temporal variability. Among different types of particles, carbonaceous particles (those that contain organic and black carbon) are particularly important because of their abundance in the atmosphere. With respect to climate impact, black carbon is the principal absorber of visible solar radiation in the atmosphere while organic carbon is often described as a light-reflecting compound.

Black carbon is emitted from burning fuels such as coal, diesel, and biomass, as well as from various forms of non-fuel biomass combustion (destruction of excess woody wastes, wildfires, etc.). Black carbon contributes to climate change both directly by absorbing sunlight and indirectly by depositing on snow and by interacting with clouds and affecting cloud formation. In addition to its climate and health impacts, black carbon disrupts cloud formation, precipitation patterns, water storage in snowpack and glaciers, and agricultural productivity.

California's program to reduce emissions from transportation sources of black carbon can serve as a blueprint for other jurisdictions seeking to address both the climate change and public health impacts of mobile sources, particularly diesel engines. Over the last few decades, ARB has employed a variety of strategies that has drastically reduced black carbon emissions from mobile sources, including lower emission standards, clean fuel requirements, in-use rules, incentives, and investments in research and new technology. Diesel particulate filters have been instrumental in reducing black carbon in on-road and major portions of the off-road sector. Today's diesel particulate filter-equipped trucks are more than 99 percent cleaner than those manufactured in 1990. Measures have also been implemented on the State and local

level to reduce PM, and thus black carbon, emissions from non-mobile sources, including residential burning, commercial cooking, and agricultural burning. Existing measures are projected to cut mobile source emissions by 75 percent and total anthropogenic emissions by nearly 60 percent between 2000 and 2020.

Additional measures under ARB's State Implementation Plan Strategy, Mobile Source Strategy, and the 2030 Target Scoping Plan Update that target GHG and PM reductions will also indirectly reduce black carbon emissions from these sources. In addition, the Sustainable Freight Action Plan, a multi-agency effort to deploy a sustainable and efficient system for goods movements, provides guidance to improve system efficiencies with the co-benefit of reducing black carbon emissions.

Wildfire is the largest source of black carbon in California. Prescribed fires also emit black carbon, but are an important tool for forest managers. However, since the legislative direction and intent of SB 1383 is to include only non-forest sources of black carbon in the target, a target for forest-derived black carbon emission reductions is not included in the SLCP Strategy. Therefore, the Revised Draft EA analyzes only anthropogenic non-forest sources of black carbon emissions (residential fireplaces and woodstoves).

#### **a) Residential Fireplaces and Woodstoves**

If no new programs are implemented, residential wood combustion is forecasted to be the largest individual anthropogenic source of black carbon in 2030, accounting for a quarter of anthropogenic black carbon emissions. Reducing 2030 residential wood combustion black carbon emissions by half (3 million metric tons of carbon dioxide equivalent [MMTCO<sub>2</sub>e]) would set California on a path toward meeting the 2030 target in the SLCP Strategy.

Removal of old fireplaces and woodstoves and replacement with EPA-Certified wood-burning devices, electric heaters, or gas fireplaces can provide long lasting reductions in emissions of black carbon, criteria pollutants, and air toxics in residential neighborhoods. Conversion to electric heating or gas fireplaces provides more certain emission reductions than conversion to certified wood-burning devices. While certified wood-burning devices reduce fine particulate emissions, certification values may not correlate well with in-home performance of wood heaters,<sup>1</sup> and emission reductions are not as large as for non-wood technologies. Electric heating or gas devices (including central HVAC) ensure local reductions of particulate matter, black carbon and air toxics. To protect public health and use incentive dollars efficiently, non-wood burning devices should be prioritized where possible. If wood burning devices are used, they should be the cleanest available technologies, currently those adhering to the 2020 EPA emission standard. Some areas may require the use of wood burning equipment for safety, especially areas that experience heavy snow which traps residents in homes, and

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<sup>1</sup> U.S. EPA (2016). Process for developing improved cordwood test methods for wood heaters.  
<https://www.epa.gov/burnwise/process-developing-improved-cordwood-test-methods-wood-heaters>

where distributed natural gas is not available or electricity loss is frequent. Additionally, natural gas, propane, or electricity may cost more than wood in some regions, placing an additional financial burden on homeowners.

#### **a. Measure Summary**

ARB is proposing to work with local air districts to determine the most effective approach to reduce residential wood combustion emissions in California. This could include incentives to replace old polluting devices with the cleanest available technology and encourage the installation of non-wood burning centralized heating in new construction. In areas where this is not an option, the cleanest available burning technology could be required.

Education and outreach are important tools to reduce emissions from residential wood combustion. Education on proper burn practices may reduce emissions when wood is used, and is essential to achieve full emission reductions from U.S. EPA-certified wood burning devices. Some districts have already implemented education programs, which should be expanded to all parts of the State as part of this measure.

#### **b. Potential Compliance Responses**

Implementation of this measure would likely increase the replacement of fireplaces and woodstoves with U.S. EPA-certified devices, gas fireplaces, electric heaters, or gas heaters. This measure could also include encouraging the installation of non-wood burning centralized heating in new construction. It is anticipated that the increased demand for U.S. EPA-certified woodstoves would be met by existing manufacturing facilities that already have increased production of this equipment due to U.S. EPA's new amendments to the New Source Performance Standard for new residential woodstoves. The increase in demand for gas fireplaces, electric heaters, and gas heaters is expected to be met by existing global production of this equipment as the increased demand caused by the measure would not be significant enough on a global scale to lead to the construction or operation of new manufacturing facilities for this equipment.

Implementation of this measure also has the potential to increase the rate at which old stoves are recycled or destroyed, which is expected to occur at existing facilities and not lead to any new facilities. Because this measure encourages the use of gas fireplaces and electric heaters, there may also be a decrease in the demand for wood-based fuel for residential uses and a reduction in the amount of wood collected in forests for personal and commercial uses. However, this decrease would not be substantial and would not be expected to change forest residue management strategies.

## **2. Methane**

Methane is emitted from a wide range of fugitive sources and biological processes, and is the second largest component of global GHG emissions. Methane emissions are growing globally as a result of human activities related to agriculture, waste handling and treatment, and oil and gas production. Agriculture represents the largest methane

source in California, accounting for nearly 60 percent of methane emissions. Landfills are the next largest source of methane, accounting for a fifth of statewide methane emissions. Pipeline leaks, oil and gas extraction, wastewater, and other industrial and miscellaneous sources comprise the remainder of emissions. As California relies on natural gas for a large fraction of its energy supply, it is critical to increase supplies of renewable natural gas and minimize fugitive emissions of methane from natural gas infrastructure.

To reduce methane emissions, the SLCP Strategy contains methane reduction measures and identifies research needs and information gaps to be addressed. Among these areas to be addressed are: landfills; wastewater treatment plants; and oil and gas production, processing, storage and distribution. Additionally, SB 1383 requires ARB to “conduct or consider livestock and dairy operation research on dairy methane emissions reduction projects, including, but not limited to, scrape manure management systems, solids separation systems, and enteric fermentation.”

#### **a) Dairy Manure and Livestock Enteric Fermentation**

California’s dairy and livestock industries account for more than half of the State’s total methane emissions and for about five percent of the State’s overall GHG inventory based on 100-year GWPs. Twenty-five percent of the State’s methane emissions come from manure management practices at dairies, primarily from lagoon storage of flushed manure from the State’s milking cows. Nearly 20 percent of the State’s methane emissions come from enteric fermentation (mostly belching) of dairy cows, and another ten percent comes from enteric fermentation of non-dairy livestock (primarily other cattle).

California is legislatively mandated to reduce methane emissions from the dairy and livestock sector by up to 40 percent of 2013 sector-wide levels by 2030 through manure methane controls. California must also explore additional pathways to achieve feasible reductions in enteric fermentation. Through the SLCP Strategy and related efforts, the State can effectively reduce methane emissions from the State’s largest source. These targets can be achieved by capturing or avoiding methane currently emitted from lagoons or other anaerobically stored manure at less than half of the State’s approximately 1,400 dairies.

Methane is also produced by the microorganisms involved in the digestive processes in the stomachs of dairy cows and other ruminants, such as sheep, goats, buffalo and cattle. This process is referred to as enteric fermentation. These emissions account for approximately 30 percent of California’s methane inventory, making it important to explore strategies to reduce emissions from these sources to meet the State’s 40 percent economy-wide methane emission reduction target.

Strategies that have been investigated to reduce enteric fermentation include increasing production efficiencies to reduce the amount of methane produced for a given amount of product, breeding animals for lower methane production, gut microbial interventions, and changes to nutrition and animal management.

The Legislature recognized the important role of enteric fermentation emission reductions in meeting the goals in SB 1383 by requiring consideration of enteric fermentation research, allowing voluntary reductions to be considered in the design of dairy and livestock emission reduction measures, and by providing that these reductions count towards economy wide methane emission reductions targets. It also recognized the limited available information and potential impacts associated with achieving enteric fermentation emission reductions, allowing only incentive-based approaches to these reductions until ARB, in consultation with CDFA, determines that cost-effective and scientifically validated methods for reducing enteric emissions are available. In addition, adoption of an enteric emission reduction method must not compromise animal health, public health, or consumer acceptance of dairy products.

**a. Measure Summary**

The State will encourage and support research and near-term actions by dairies to reduce emissions through market support and financial incentives. Initially, as the recently appropriated \$50 million in Cap-and-Trade funds become available, the State will incorporate lessons learned from previous incentive programs to improve the effectiveness and efficiency of new incentives, while overcoming persistent barriers and challenges. At the same time, ARB will initiate a rulemaking process, pursuant to SB 1383, to develop regulations for reducing dairy and livestock manure emissions in California. The process will begin by considering research on manure management practices and by developing reporting and recordkeeping regulations to improve California-specific data and ARB's GHG emission inventory. This information will shape the emission control regulations developed pursuant to the SLCP Strategy, along with information obtained through other collaborative efforts. This coordinated approach will aim to develop a competitive, low-carbon dairy industry in California and avoid emissions leakage.

Specifically, California will take the following steps to significantly cut methane emissions from manure management at dairies:

(a) Accelerate Early Project Development Through  
Incentives and Market Development

As provided under SB 1383, the State will support efforts to accelerate project development and help the industry reduce emissions before regulatory requirements take effect. In particular, the State will work to support improved manure management practices through financial incentives, collaboration to overcome barriers, and other market support.

ARB, CDFA, State Water Resources Control Board, and Regional Water Quality Boards' staff will establish a working group with other relevant agencies and stakeholders to focus specifically on developing measures to overcome the barriers that have constrained dairy manure projects in the past. The group will aim to monitor, ensure, and accelerate market and institutional progress and report its findings to the Legislature. It may cover several topics, including: project finance, permit coordination,

California Environmental Quality Act (CEQA), feed-in tariffs, simplified interconnection procedures and contracts, credits under the Low Carbon Fuel Standard (LCFS), increasing the market value of manure products, and uniform biomethane pipeline standards. This group will be coordinated with similar working group efforts related to anaerobic digestion, composting, energy, healthy soils, and water. Additionally, State agencies will coordinate activities with federal agencies, including the U.S. Department of Agriculture and U.S. Department of Energy, to align common efforts and attract federal investment to California. Further, ARB will work with State and regional water quality agencies to capitalize on opportunities for joint development of measures that conserve water and improve water quality. Similarly, ARB will work with the air districts to ensure opportunities for air quality efforts are developed jointly.

CalRecycle, CDFA, and other agencies are working together to support healthy soils through composting and building markets for soil amendment products in the State. Enabling pipeline injection of biomethane and minimizing associated costs would contribute to use of dairy biogas in the transportation sector and allow for the generation of LCFS and Renewable Identification Number (RIN) credits, which could provide a valuable revenue stream. The state will continue to support these efforts.

(b) Research the Reduction Potential of Manure Management Practices

While the need and potential to reduce methane emissions from dairy manure is clear, some potentially effective strategies are still in the development stage. SB 1383 directs the agencies to consider research about the emissions-reduction potential of solids separation, enteric fermentation, and conversion of flush systems to solid manure management systems. ARB and CDFA will continue to support research to eliminate information gaps and improve understanding of potential manure management practices and their associated methane reduction benefits, as well as potential air quality or water quality impacts.

(c) Develop Regulations to Ensure Emission Reductions

In coordination with CDFA and local air quality and water quality agencies, ARB will initiate a rulemaking process to reduce manure methane emissions from the dairy sector consistent with the objectives in this SLCP Strategy. As noted earlier, the rulemaking process will involve extensive stakeholder engagement and consideration of multiple factors. The regulations are to be implemented on or after January 1, 2024. Pursuant to SB 1383, ARB, in consultation with CDFA, will analyze the progress dairies are making in achieving the goals in the Strategy by July 1, 2020, and may make adjustments to those goals if sufficient progress has not been made.

The rulemaking process will first focus on developing measures to require regulated parties to both report and maintain records covering the parameters that affect GHG emissions at California dairies and other livestock operations. Reported information will be used to refine inventory quantification, evaluate policy effectiveness, assess methane reduction progress, and aid in future policy planning and regulatory

development. ARB will work with other State agencies and industry groups to improve outreach on new reporting requirements, as well as merge reporting activities with current forms and requirements to avoid duplicative reporting wherever feasible.

During this period, ARB will continue to encourage emission reductions, and work to remove barriers to the development of emissions control projects, as the statute directs. As ARB reviews the information it gathers, and the progress which the industry makes in response to these activities, it would begin the regulatory process required by SB 1383. The regulatory process will include consideration of available financial incentives, market support, progress made to date, and the potential for emissions leakage, as well as other considerations outlined in section 39730.7 (b) of SB 1383, in identifying appropriate timelines and requirements for the sector. ARB will calibrate the reductions that must be required by regulation to meet SB 1383's target in part on the basis of progress made on voluntary reductions.

(d) Research Mitigation Strategies for Enteric  
Fermentation

Federal and State agencies, industry, and academia will collaborate on research and demonstration projects through available funding mechanisms (e.g. ARB's annual research solicitation program and CDFA's Dairy Digester Research and Development Program). Progress will continue to be monitored to develop strategies that can help to reduce enteric fermentation emissions from dairy cows and livestock in the California context.

**b. Potential Compliance Responses**

Below is a summary of the construction, equipment and infrastructure installations, and operational activities that could affect some of California's 1,400 existing dairies, and the development and operational characteristics of any new dairies developed in California as a result of implementation of the measures described above. Chapter VIII and Appendix D of the SLCP Strategy provides a more detailed discussion of the types of actions that could occur at dairies in the State.

It is important to emphasize that SB 1383 includes an extensive set of regulatory considerations for ARB in developing regulations for this sector, which are intended to support cost-effective regulations, minimize leakage to other states, ensure technological feasibility, and support related goals. These requirements will, along with other regulatory considerations, shape ARB's program design in ways that favor economically and environmentally beneficial projects since ARB is required to design its program in ways that are consistent with SB 1383 and other laws, which mandate careful consideration of economic and environmental impacts. Nonetheless, the potential compliance responses described here are conservative in that they consider the range of potential actions that could occur.

Some of the State's existing dairies may convert flush-water lagoon manure management systems, which are currently used at most dairies, to solid manure management systems. This conversion to solid manure management systems would

potentially involve construction activities related to installing scrape systems or using equipment such as manure vacuums, storage silos and tanks, manure drying pads, and related manure handling equipment and storage facilities. Solid scrape or vacuum manure management could use on-site, above ground tank or plug-flow, anaerobic digestion systems to produce renewable natural gas (RNG) that would meet utility pipeline injection or vehicle fueling standards. The installation of anaerobic digesters would result in the installation and operation of a variety of industrial-type equipment and infrastructure at dairies. This may include electricity generation equipment, biogas storage tanks, compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations.

Alternatively, dairy operators may install anaerobic digestion systems to capture and utilize manure methane on site. Collected manure could also be transported to centralized digesters, transported via a dedicated pipelines to a centralized cleanup and pipeline injection facility and potentially co-digested with other feedstocks (such as food waste) for increased fuel production. This would be feasible at large dairies in close proximity to one another that collectively could connect to a natural gas pipeline at lower cost than could occur individually. Implementation of digesters and associated equipment could provide small-scale electricity production, distributing biogas via pipeline, and providing fuel for on- or off-site vehicle fleets

In some instances, converting dairies to pasture-based systems, in which manure is left in the field to decompose aerobically (as opposed to anaerobically in a lagoon), may be a viable option to avoid methane production. Conversion of dairy operations to pasture-based management may require new irrigation facilities, fencing, and structures to support animal husbandry (e.g., to provide shelter). Additionally hybrid models that employ aspects of both pasture and conventional systems should also be investigated for their potential benefits and impacts for dairy and livestock operations.

The proposed dairy regulatory measure may also affect ARB's approved compliance offset protocol for livestock methane control. Under that protocol, certain agricultural methane capture and destruction projects may generate offsets for compliance with ARB's Cap-and-Trade Regulation (ARB 2014). The protocol is designed to secure additional reductions beyond those that would occur under business-as-usual activities (ARB 2014; Cal. Code Regs., tit.17 § 95802, subd. (a)(4), § 95973, subd. (a)(2)). ARB anticipates that if the emission control regulation proposed in the Strategy was adopted, ARB would likely no longer accept new projects for offset credits after the effective date of the regulation regardless of whether the projects are in California. If this occurred, existing projects would be able to continue generating offsets for ten years from the date they began reporting to ARB for offset purposes (ARB 2014; Cal. Code Regs., tit.17, § 95802 (a)(87)). ARB anticipates that the ten-year crediting period available to offset projects would allow existing projects (as of the effective date of the regulation identified in the SLCP Strategy) to continue capturing the funding stream

from the offset protocol for a long enough period to support operations, smoothing the transition into a regulatory regime.<sup>2</sup>

Similarly, the number of LCFS credits would decline after adoption of an emission control regulation. Credits for avoided methane emissions under the LCFS would not be available for new projects as the reductions would not be additional to the regulation or business-as-usual. However, projects in place before the regulation takes effect would still be able to generate credits for avoided methane emissions for their current crediting period, which is ten years of operation. For new projects after a regulation takes effect, credits under the LCFS would still be available, but would only consider the displacement of petroleum fuel. Sufficient lead time would be provided before regulatory requirements take effect to allow the market to react.

ARB will issue guidance on the impact of regulations on credits generated under the LCFS and Cap-and-Trade programs by January 1, 2018 as per the requirements of SB 1383 (Health & Saf. Code, § 39730.7, subd. (e)). In designing this guidance, ARB will ensure that projects developed before the implementation of emission control regulations will receive credit for at least 10 years.

The SLCP Strategy supports substantial incentives to support new and existing projects. Accordingly, ARB believes that few, if any, of the projects supported in part by the compliance offset protocol or LCFS credits would cease operating as of the effective date of the regulation. After the crediting period for a particular project passes (as much as ten years after 2024), operational changes may occur for some projects, while others may continue to operate. It is difficult to predict the regulatory and economic context for all projects with certainty. However, in jurisdictions (including California) that emphasize regulatory and incentive paths for the industry, the measures proposed here would likely support continued operation as regulatory requirements replace incentive financing and offset financing.

For these reasons, and the advent of foreseeable regulatory and incentive measures, ARB does not expect that the methane control measures would, at the end of the offset crediting periods generate reasonably foreseeable significant shifts in the compliance responses at projects now being driven by ARB's market programs and livestock methane compliance offset protocol.

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<sup>2</sup> Moving towards regulation where possible, rather than continued use of compliance offset protocols, is a long-standing ARB policy. As explained in the 2014 First Scoping Plan Update, "California has a history of identifying and regulating emissions when it is feasible and cost-effective," *id.* at 86, but will continue to explore other possible offset protocols and liquidity mechanisms to the extent regulations supplant existing protocols, thereby limiting any effects on the larger market. As explained in the 2010 Final Statement of Reasons for the Cap-and-Trade Regulation (see, e.g., Response to Comment M- 127), ARB would "reevaluate and readjust project baseline and additionality requirements in the future if the regulatory environment changes, and if we determine that offset projects are no longer additional." See also ARB, California Air Resources Board's Process for the Review and Approval of Compliance Offset Protocols in Support of the Cap-and-Trade Regulation (2013) at 7-8 (discussing additionality).

## **b) Landfills**

Landfilling of organic materials leads to the anaerobic breakdown of these materials into methane, at least some of which works its way into the atmosphere, becoming a fugitive emission. Organic waste constitutes more than 40 percent of California's waste stream, and as with dairy manure, a holistic approach is needed to effectively divert and manage it. This means not only keeping organics out of landfills, either through source reduction or recycling, but also improving the infrastructure for diverting and/or recycling organics, including minimizing and rescuing edible food wastes, composting, anaerobic digestion and other novel processes for energy recovery.

In particular, California must have enough in-state composting and in-vessel digestion, or other organics processing and recycling capacity, to maximize the benefits from the waste stream and effectively minimize the spreading of unprocessed organic waste on open lands. It also means having markets for this material that are robust and resilient, whether as food rescue/recovery, compost, soil amendments, mulch for erosion control, transportation fuels, energy, or other uses. The State can accelerate progress by providing more consistent financial and institutional support for these efforts, and taking steps to align tipping fees, financial incentives, and cross-media regulatory structures in the sector with its organics diversion goals.

### **a. Measure Summary**

The State has already established its intent to phase out the disposal of organics from landfills. Existing law sets a goal to reduce, recycle, or compost 75 percent of solid waste by 2020 and provides other measures and requirements to support diverting organics from landfills. California will build on that intent and progress, with market and institutional support, and reduce disposal of organics by 50 percent of 2014 levels by 2020 and 75 percent by 2025.

Waste-in-place will continue to emit methane for decades to come. California has the Landfill Methane Control Regulation in place that requires owners and operators of certain uncontrolled municipal solid waste landfills to install gas collection and control systems (Cal. Code Regs, tit. 17, § 95460 to 95476). This effort has improved management of landfills in California and reduced methane emissions. There may be additional opportunities to employ best practices and further reduce methane emissions from landfills over time. Accordingly, the State will take the following actions to reduce methane emissions from landfills in California.

(a) **Require Organics Diversion from Landfills**  
CalRecycle, in consultation with ARB, will develop regulations to reduce disposal of organic waste by 50 percent of 2014 levels by 2020 and 75 percent by 2025, as required by SB 1383. These regulations shall take effect on or after January 1, 2022. Of the edible food in the organic waste stream, not less than 20 percent is to be recovered to feed people in need by 2025. This goal could be met through waste prevention and local food rescue programs, which may be independent of or through partnership with haulers and jurisdictions.

Material that cannot be effectively recovered would be diverted to organics recycling facilities, including wastewater treatment plants, to make useful products, including compost, fuel, or energy. These facilities may be developed at existing landfills, other waste management sites, or at new stand-alone sites. Some organic wastes could also be diverted to regional waste water treatment plants or dairies that have excess capacity for co-digestion. Local governments must play an important role in diverting organics both as land use and permitting authorities for recycling facilities and as partners in implementing SB1383 and other statutory requirements. The State will work with its local partners to explore development of helpful tools such as programmatic Environmental Impact Reports (EIRs) or guidance documents. Community engagement, outreach and engagement in the planning and environmental review processes are critical, both for understanding and mitigating potential negative health and environmental impacts and for understanding the positive economic and health and environmental benefits afforded by such projects.

(b) Align Financial Incentives with Organics Diversion

Eliminating organics disposal in landfills will require additional infrastructure capacity to process and reuse diverted organic waste destined for landfills through composting (including chipping and grinding), anaerobic digestion, or other methods. Continued, increased State funding will be critical to building this necessary infrastructure. An increase in California's Integrated Waste Management Fee is also needed to support the establishment of food rescue programs, discourage the landfilling of organic waste and other recyclables, and provide funding to support organics recycling infrastructure and markets.

CalRecycle estimates that State support of at least \$100 million per year for five years, in the form of grants, loans, or incentive payments, will be needed to leverage private sector financing and local rate structure changes to support the development of necessary organic infrastructure and help to foster markets. However, as disposal in landfills decreases per the goals of this SLCP Strategy, so too would the funding from the Integrate Waste Management Fee. One option for stabilizing funding would be to establish a charge for waste generation, decoupling funding from landfill disposal.

(c) Collaborate to Overcome Barriers

State agencies, including the AB 1045 working group and the Interagency Waste Working Group are currently collaborating to evaluate and resolve existing constraints in the planning, siting, and permitting process to provide clear standards and compliance pathways for all public health and environmental goals and to quantify co-benefits. Also, appropriate standards should be developed to guide the direct application of organic materials on land and ensure this activity does not pose a threat to human or environmental health.

(d) Foster Recovery Programs and Markets

CalRecycle will work collaboratively with other agencies and departments to help establish food rescue programs and to identify, develop, and expand markets for the use of compost, mulch, and renewable fuels and energy. CalRecycle and CDFG will

continue their efforts to incentivize the use of compost on agricultural lands in support of the Healthy Soils Initiative, including developing best management practices for agricultural use.

(e) Improve Understanding of Landfill Emissions

ARB and CalRecycle are currently pursuing research opportunities to improve understanding of emissions from California landfills and landfill gas collection efficiencies and will support research to identify opportunities to further reduce emissions from existing waste-in-place. ARB will consider the latest science and whether adjustments to emissions accounting in the inventory or other programs is warranted. Based on this information, ARB, in collaboration with CalRecycle, may consider additional actions to further reduce and capture methane emissions from landfills in the future.

(f) Evaluate Progress towards Organic Diversion Goals

To evaluate progress towards meeting the 2020 and 2025 organics waste reduction goals, CalRecycle, in consultation with ARB, will complete a detailed analysis by July 1, 2020. This analysis will evaluate:

- The status of new organics infrastructure development;
- The status of efforts to reduce regulatory barriers to the siting of organics recycling facilities;
- The effectiveness of policies aimed at facilitating the permitting of organics recycling infrastructure; and
- The status of markets for products generated by organics recycling facilities.

The analysis may result in making additional requirements and/or incentives in the regulations.

**b. Potential Compliance Responses**

It is anticipated that this measure would result in the development of up to 100 new or expanded organic material composting and/or digesting facilities throughout the State. It is anticipated that new facilities would be sited near or at existing waste disposal sites or landfills. Much of the material diverted to these facilities, typically by truck transport, would consist of yard or green wastes, but may also include other regional sources of organic wastes such as food or agricultural produce.

Not all California communities currently participate in source-separated green waste or organic waste collection programs. Therefore, achieving the goals of this measure would potentially expand waste collection services in certain communities and increase the number of operating waste collection trucks and trips.

Most of the organic material diverted to new or existing composting facilities would be expected to be converted to compost. The typical kinds of equipment that would be

installed and operated at compost facilities include tractors, compost turners, and grinders. Composted material would potentially be transported from composting facilities and spread on open space lands, particularly agricultural land, as a soil amendment.

It's anticipated that several of these compost facilities could also develop or install anaerobic digesters, which capture the methane from stored organic waste and convert it to biogas. The captured biogas could potentially be used for on or off-site electricity generation, or cleaned and compressed for use as a natural gas pipeline supplement or as a vehicle fuel. The installation of anaerobic digesters would result in the installation and operation of a variety of industrial-type equipment and infrastructure at composting facilities (which potentially may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations). The installation and operation of such equipment and infrastructure would create a multi-purpose operation and function for new or existing compost facilities.

This measure also includes continued research and regulatory efforts towards implementing "best management practices" to further control and capture methane emissions from landfills. These practices could include upgrading landfill gas collection systems, improved post-closure maintenance, improved monitoring, and phased closure. These types of actions would require some modifications to existing or future facilities and would occur within boundaries of the associated landfills.

This proposed operational support for "food rescue" programs, could potentially involve the development of new, or reuse of existing, buildings or warehouses to support the collection, storage and distribution of edible food stock, via truck transport.

### **c) Wastewater Treatment Plants**

Wastewater treatment plants provide a promising complementary opportunity to help divert a portion of organic wastes from landfills and create useful byproducts such as electricity, biofuels, fertilizers, and soil amendments. Wastewater treatment plants are designed to remove contaminants from wastewater, primarily from household sewage, but with infrastructure improvements could increase acceptance of food waste and fats, oils, and grease (FOG) for co-digestion. Anaerobic digestion is a typical part of the wastewater treatment process employed at most of the larger plants, with many plants capturing the methane they currently generate for on-site heating or electricity needs.

Many of these plants may have spare capacity, and can potentially take in additional sources of organic waste for anaerobic digestion. Existing or new digesters at these facilities could be designed to co-digest materials such as food waste and FOG from residential, commercial, or industrial facilities. Many of the largest plants are ideally located close to population centers and could potentially obtain and process significant amounts of food and other suitable waste streams within the region. The State proposes to take the following actions to realize this opportunity.

**a. Measure Summary**

(a) Develop Regional Opportunities to Co-Digest Waste

ARB will work with CalRecycle, the State Water Resources Control Board, Regional Water Quality Control Boards (RWQCBs), and others to determine opportunities to support the co-digestion of food-related waste streams at existing and new digester facilities, including wastewater treatment plants.

(b) Align Financial Incentives with Methane Capture and Reuse at Wastewater Treatment Facilities

A program that relies on financial incentives and/or regulatory actions could be implemented to ensure that new and existing wastewater treatment plants in California fully implement methane capture systems (ideally to produce on-site renewable electricity, transportation fuel, or pipeline biogas), and maximize digestion of regional organic materials. The Water Boards could develop permit terms and other regulatory tools to support the program while achieving water supply, water quality, and related co-benefits.

(c) Collaborate to Overcome Barriers

Many wastewater treatment plants are permitted to burn digester biogas through flaring and are classified as industrial facilities. Capturing the biogas to produce electricity, such as through a combined heat and power (CHP) system may result in re-classifying the facility's purpose as "electricity generation" and subject the plant to more onerous emission compliance and abatement equipment rules. In addition, the beneficial use of methane generated at wastewater treatment facilities faces many of the same hurdles faced by dairy digesters and organic waste composting facilities. Support for technologies and strategies to capture biogas to generate electricity, supplement natural gas pipeline fuel, or for use as a transportation fuel, is needed to overcome some of these barriers and may open up more valuable fuel and credit markets. ARB will work with other relevant State and local agencies to identify and remove financial and regulatory barriers that hinder the productive use of waste streams processed at wastewater treatment plants.

**b. Potential Compliance Responses**

It's anticipated that some of California's existing, and potentially new, wastewater treatment plants that operate anaerobic digesters may install additional equipment to collect, store, and co-digest regionally-sourced organic wastes (such as food, cooking grease byproducts, and agricultural produce waste), and install other equipment and infrastructure to use captured biogas for beneficial purposes.

Captured biogas could potentially be used for on or off-site electricity generation, or cleaned and compressed for use as a natural gas pipeline supplement or as a vehicle fuel. The use of digester biogas for these purposes would potentially result in the installation and operation of a variety of equipment and infrastructure at wastewater treatment plants (which potentially may include electricity generator sets, biogas storage

tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations).

The operational nature of existing wastewater treatment plants would potentially expand from the single function of treating wastewater, to include multiple functions such as generating electricity for on-or off-site consumption, distributing pipeline gas, vehicle fueling, and organic waste diversion, handling, and disposal. These infrastructure additions to existing plants could be accommodated within the existing footprint of the facilities or may require facility expansion.

#### **d) Oil and Gas Production, Processing, Storage and Distribution**

California has a large oil and gas industry with more than 50,000 active oil wells, including off shore platforms, about 1,500 active natural gas wells and nearly 500 underground natural gas storage wells. The majority of the oil wells are located in Southern California with most of the gas fields located in Northern California. An extensive network of oil and gas pipelines within the State transport California's crude oil from import terminals and on- and off-shore oil fields to refineries, and distributes finished fuels to more than 70 product terminals throughout the State.

California also has about 215,000 miles of natural gas transmission and distribution pipelines; 22 compressor stations; and 25,000 metering and regulating stations. Natural gas is currently California's largest source of electrical generation fuel, and supplies most of the energy used for industrial operations. Natural gas is also a primary source of energy used for residential and commercial space heating and cooking, and represents the primary source of GHG emissions from the residential and commercial sectors.

##### **a. Measure Summary**

California has an emerging, comprehensive framework in place to reduce methane emissions from oil and gas infrastructure. Effectively implementing this framework could reduce methane emissions from oil and gas systems by 40-45 percent in 2025, matching federal commitments. The State's framework on oil and gas methane emissions includes the following elements:

##### **(a) Adopt and Implement a Regulation for Greenhouse Gas Emission Standards for Crude Oil and Natural Gas Facilities**

In July 2016, the Board directed staff to continue working with local air districts and other stakeholders to develop a regulation for final Board consideration by early 2017. The proposed regulation will likely require:

- Vapor collection on uncontrolled oil and water separators and storage tanks with emissions above a set methane standard;
- Vapor collection on all uncontrolled well stimulation circulation tanks;

- Leak Detection and Repair (LDAR) on components currently not covered by local air district rules, such as valves, flanges, and connectors;
- Vapor collection of large reciprocating compressors' vent gas, or require repair of the compressor when it is leaking above a set emission flow rate;
- Vapor collection of centrifugal compressor vent gas, or replacement of higher emitting "wet seals" with lower emitting "dry seals";
- "No bleed" pneumatic devices and pumps; and
- Ambient methane monitoring and more frequent well head methane monitoring at underground natural gas storage facilities.

This would build upon some existing air districts' volatile organic compound based rules and include additional areas and infrastructure components (such as valves, flanges, and seals) that are not currently covered by local district programs.

(b) Improve Monitoring and Standards to Detect and Minimize Emissions

ARB and the Division of Oil, Gas, and Geothermal Resources (DOGGR) are working together to ensure that both above and below ground monitoring of storage facilities is improved. As mentioned above, ARB is considering improved above-ground methane monitoring of underground storage facilities in its upcoming Greenhouse Gas Emissions Standards for Crude Oil and Natural Gas Facilities Regulation.

In February 2016, DOGGR adopted emergency regulations to implement protective standards specifically designed to ensure that operators of underground gas storage facilities are properly minimizing risks and taking all appropriate steps to prevent uncontrolled releases, blowouts, and other infrastructure-related accidents. The emergency regulations will ensure that operators of existing underground gas storage facilities monitor for and report leaks to DOGGR, function test all safety valve systems, perform inspections of wellheads and surrounding area and equipment, develop risk management plans that require verification of mechanical integrity and corrosion assessment and monitoring, and provide DOGGR with complete project data and risk assessment results.

In July 2016, DOGGR released a pre-rulemaking discussion draft that will replace its emergency rulemaking. Public comment for the discussion draft ended on August 22, 2016. The discussion draft contains much of the content included in the emergency rulemaking with the addition of, among other things, stricter well construction standards and mechanical integrity testing requirements to reduce the risk of wells leaking. DOGGR anticipates that the formal rulemaking process will conclude in the early part of 2017. Immediate implementation of these standards will ensure that underground gas storage facilities are properly operated, minimizing the potential that an incident such as the gas leak at the Aliso Canyon Natural Gas Storage Facility recurs.

ARB and DOGGR will coordinate on the monitoring provisions to ensure consistency and comprehensiveness while limiting duplication.

Additionally, AB 1496 requires ARB, in consultation with scientific experts and other state, local, and federal agencies, to undertake monitoring and measurements of high-emission methane “hot spots” and conduct lifecycle GHG emission analysis for natural gas produced in and imported into California. Pursuant to this bill, ARB will continue its efforts related to hot spots monitoring and lifecycle greenhouse gas accounting for fuels, and host a scientific workshop in June 2016 to collect the best available knowledge on these topics. ARB will update relevant policies and programs to incorporate any new information gathered as a result of these efforts.

(c) Effectively Implement SB 1371 to Reduce  
Emissions from Pipelines

SB 1371 (Leno, Chapter 525, Statutes of 2014) directs the CPUC, in consultation with ARB, to adopt rules and procedures to minimize natural gas leaks from CPUC-regulated intrastate transmission and distribution gas pipelines and facilities. Among other requirements, SB 1371 directs the CPUC to adopt rules and procedures that provide for the maximum technologically feasible and cost-effective avoidance, reduction, and repair of leaks and leaking components. In January 2015, the CPUC launched a rulemaking proceeding (R.15-01-008) to carry out the intent of SB 1371. Under this proceeding, CPUC published a report that identifies new gas leak detection technologies that can be used to optimize methane reductions from transmission, distribution and storage processes. CPUC also required utility companies and gas suppliers to report natural gas emission data annually and best leak management practices. To date, the industry has submitted two consecutive emission inventories in 2015 and 2016, respectively. In June 2015, CPUC conducted a prehearing conference to discuss the draft scoping memo of relevant topics to be deliberated during the 24 month timeframe of the proceeding. In addition, several public workshops and workgroup meetings have been held in San Francisco and Sacramento.

ARB continues to actively participate in the proceeding and will lead efforts to analyze collected utility emission data, develop quantification protocols, and identify potential mitigation strategies. In particular, ARB will focus on the emission reduction potential of the proceeding in keeping with the objectives of AB 32 as they pertain to:

- Comparing the data collected under SB 1371 with the Mandatory Reporting Regulation;
- Analyzing emission data to determine potential mitigation strategies. For example, the proceeding may require the replacement of older pipelines or pipelines constructed of a certain material;
- Identifying any remaining data gaps;
- Establishing procedures for the development and use of metrics to quantify emissions;

- Reviewing and evaluating the effectiveness of existing practices for the operation, maintenance, repair, and replacement of natural gas pipeline facilities to determine the potential to reduce methane leaks and where alternative practices may be required;
- Provide input on cost-effectiveness; and
- Funding studies to update emission factors from important leak sources, such as pipelines and customer meters.

The final decision on potential rules and procedures by the CPUC, including ratemaking and financial incentives to minimize gas leaks, is anticipated in the fall of 2017. Upon evaluation of the industry's compliance with the decision, ARB will determine whether additional regulatory actions or incentives are required to further reduce methane emissions from this source.

#### **b. Potential Compliance Responses**

Implementation of ARB's regulation for oil and gas facilities could result in construction modifications to existing facilities, such as the installation of vapor recovery systems, the installation of low-bleed or zero-bleed pneumatic devices, and the replacement of leaking equipment. This could include construction activities related to the installation or replacement of pipelines, flanges, valves and similar features already associated with oil and gas facilities. Collected vapors would be routed to sales gas lines, microturbines, fuel gas system, low-NO<sub>x</sub> flares, or underground injection wells. These equipment construction and installation activities would typically occur within the footprint of existing oil and gas facilities. A draft environmental analysis was prepared for this proposed regulation and released for public review with the Initial Statement of Reasons on May 31, 2016. It is expected the Board will consider approving this regulation in early 2017.

Implementation of actions under the SB 1371 proceeding may result in an increase in the rate at which pipelines and related equipment and facilities are replaced or repaired/reconstructed. In addition, additional leak surveys may result. Any pipeline replacement or reconstruction activities as well as leak surveys would likely be limited to work on existing infrastructure.

### **3. Hydrofluorocarbons (HFCs)**

HFCs are fluorinated gases (F-gases) used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants. HFCs are replacements for ozone-depleting substances, and although HFCs do not harm the stratospheric ozone layer, they are potent GHGs with high GWPs ranging from several hundred to several thousand times that of CO<sub>2</sub>.

The following is a list of the short-lived HFCs comprising more than 95 percent of all HFC emissions, with lifetimes and GWP values from the Intergovernmental Panel on Climate Change Fourth Assessment Report, 2007:

Common Name	Chemical Name	Lifetime (years)	20-year GWP	100-year GWP
HFC-32	Difluoromethane (CH <sub>2</sub> F <sub>2</sub> )	5.0	2,330	675
HFC-125	Pentafluoroethane (C <sub>2</sub> HF <sub>5</sub> )	29.0	6,350	3,500
HFC-134a	1,1,1,2-Tetrafluoroethane (CH <sub>2</sub> FCF <sub>3</sub> )	13.8	3,830	1,430
HFC-143a	1,1,1-Trifluoroethane (C <sub>2</sub> H <sub>3</sub> F <sub>3</sub> )	52.0	5,890	4,470
HFC-152a	1,1-Difluoroethane (C <sub>2</sub> H <sub>4</sub> F <sub>2</sub> )	1.4	437	124
HFC-227ea	1,1,1,2,3,3,3-Heptafluoropropane (C <sub>3</sub> HF <sub>7</sub> )	33.0	5,310	3,220
HFC-245fa	1,1,1,3,3-pentafluoropropane (C <sub>3</sub> H <sub>3</sub> F <sub>5</sub> )	7.2	3,380	1,030
HFC-365mfc	1,1,1,3,3-pentafluorobutane (C <sub>4</sub> H <sub>5</sub> F <sub>5</sub> )	9.9	2,520	794
HFC-4310mee	1,1,1,2,2,3,4,5,5,5-decafluoropentane (C <sub>5</sub> H <sub>2</sub> F <sub>10</sub> )	15.0	4,140	1,640

### a) HFC Emissions Reductions Measures

The annual Montreal Protocol Meeting of Parties from October 10-15, 2016 in Kigali, Rwanda, resulted in an historic international agreement, known as the “Kigali Amendment,” to phase down the production of HFCs globally. The agreement requires a reduction in the production and supply of HFCs for developed countries, including the U.S., as follows: 10 percent reduction in 2019; 40 percent in 2024, 70 percent in 2029, 80 percent in 2034, and 85 percent in 2036. Developing countries will not have to begin the phasedown until 2029, and will be allowed until 2045 to reach the 85 percent reductions in HFC consumption. Although the HFC phasedown will result in significant reductions, it must be noted that a long lag time of 10-20 years exists between a production phase-out and an equivalent emissions reduction.

The global phasedown by itself is not likely to reduce HFC emissions 40 percent by the year 2030 as required by SB 1383. Therefore, additional specific HFC emissions reductions proposals are included in the SLCP Plan.

For the purposes of the SLCP Strategy, there are four concepts recommended to reduce the emissions of high-GWP HFCs: 1) Incentive programs to use low or lower-GWP refrigeration systems; 2) The global phase-down on new HFC production and import, which will be administered by the U.S. EPA on behalf of all states, including California; 3) Sales ban on very-high GWP refrigerants in California; and 4) High-GWP refrigerant prohibitions in new stationary systems (refrigeration and air-conditioning). All of the proposed measures would result in the replacement of high-GWP HFCs with various lower-GWP alternatives.

#### a. Measure summary

All of the measures require that the current high-GWP HFC refrigerants used would eventually be replaced by lower-GWP refrigerants. The most likely substitutes to high-

GWP HFCs are CO<sub>2</sub>, ammonia, hydrocarbons, and hydrofluoro-olefins (HFOs). HFOs are a new generation of synthetic refrigerants that are unsaturated HFC compounds with very short atmospheric lifetimes of several weeks, and very low 100-year GWP values of less than 5 (compared to 124 to 14,800 for HFCs). All of the above compounds, with the exception of HFOs, are already commercially produced in large quantities in the U.S. and internationally.

(a) Incentive Programs

A voluntary early action measure recommended is an incentive program to defray the potential added cost of installing new low-GWP refrigeration equipment or converting existing high-GWP systems to lower-GWP options. This program could provide immediate and ongoing emission reductions. A loan or grant program would support qualifying facilities that take action to reduce emissions prior to any national or state requirements to do so.

(b) Phasedown in Supply of HFCs

Due to the global HFC phasedown agreement, a California-specific HFC phasedown will not be necessary. However, as previously noted, there is a long time lag between reductions in HFC production and actual emissions reductions, due to the slow turnover of existing equipment that continue to emit high-GWP HFCs throughout their useful life. For example, a 40 percent reduction in HFC production may take 10-20 years to be realized in reduced emissions.

ARB will continue to assess the impact of the Kigali Amendment on HFC emission reductions in California. Additional reduction measures are likely to be needed to reach the 2030 HFC emission reduction goals set forth in SB 1383.

(c) Prohibition on the Sale of New Refrigerant with Very high GWPs

Very-high GWP refrigerants, such as those with a 100-year GWP greater than 2500, would not be allowed for sale or distribution. All very-high GWP refrigerants have current drop-in replacements at about the same cost. The ban would not apply to recycled or reclaimed refrigerants.

(d) High-GWP Refrigerant Prohibitions in New Stationary Systems

This measure would prohibit the use of high-GWP refrigerants in new commercial, industrial, and residential stationary refrigeration and air-conditioning equipment, as follows:

Stationary Refrigeration or Stationary Air-Conditioning Sector	Refrigerants Prohibited in New Equipment with a 100-year GWP Value:
Non-residential refrigeration	150 or greater

Air-conditioning (non-residential and residential)	750 or greater
Residential refrigerator-freezers	150 or greater

GWP limits for specific air conditioning equipment types could be made more stringent if low-GWP technologies develop more quickly than anticipated, such as the continued development of low and medium-pressure air-conditioning chillers that use refrigerants with a GWP less than 150.

Certain exceptions could be made to any maximum GWP limit if no low-GWP refrigerants are technically feasible in a specific application. Additionally, high-GWP prohibition dates could be extended for specific end-use sectors where codes and standards do not allow the use of feasible low-GWP refrigerants.

**b. Potential Compliance Responses**

Replacement of high-GWP compounds with low-GWP compounds would result in increased demand for low-GWP compounds (e.g. increased demand for HFOs) and modification to existing facilities. The increased demand for low-GWP compounds would occur as a result of the global HFC phase-down and the possible incremental increased demand from the SLCP Strategy alone would not lead to an increase of facilities to manufacture these compounds. In many cases, using drop-in blends and/or low- or lower-GWP HFCs would require minor modifications to existing facilities, such as changes in the types of lubricants and compressor calibrations for foam production and refrigeration units. However, if CO<sub>2</sub>-, hydrocarbon, or ammonia-based systems are used, a complete retrofit of equipment would likely be necessary. Local permitting agencies may apply additional oversight on the planning and operations of refrigeration equipment using flammable refrigerants such as hydrocarbons, and toxic refrigerants such as ammonia.

**b) Sulfuryl Fluoride**

Sulfuryl fluoride (SO<sub>2</sub>F<sub>2</sub>) is a pesticide fumigant and one of the most common replacements for methyl bromide, an ozone-depleting substance whose use is being phased out. Because sulfuryl fluoride is also a short-lived climate pollutant, ARB has identified further research needs for control measures for this gas in the SLCP Strategy. No control measures are proposed at this time, so no further CEQA analysis is necessary. Accordingly, this information is included for public information purposes.

Sulfuryl fluoride is regulated by the California Department of Pesticide Regulation (DPR), and was listed as a toxic air contaminant (TAC) in 2006. As a pesticide and TAC, sulfuryl fluoride’s use is strictly controlled. In December 2015, DPR submitted a report to the Legislature, which provided an update on adopted control measures for sulfuryl fluoride (DPR, 2015a), as required by AB 304 (Williams, 2013). DPR plans to develop additional mitigation measures by September 2016 to address unacceptable

exposures of sulfuryl fluoride to bystanders and residents. Sulfuryl fluoride is not registered for use as a field soil fumigant and is not used on agricultural fields.

Until 2009, sulfuryl fluoride was believed to have a negligible GWP. Further research concluded that  $\text{SO}_2\text{F}_2$  has a 20-year GWP of 6840, with a lifetime of several decades. According to the DPR, 3 million pounds of sulfuryl fluoride were used in California in 2013 (most recent data available) (DPR, 2015b). Its main use is as a structural pest control fumigant to kill drywood termites in homes and buildings, accounting for 82 percent of all usage in 2013. Sulfuryl fluoride is also a common fumigant for dried fruits, nuts, and other agricultural commodities that must be kept pest-free during storage prior to shipping (15 percent of all usage in 2013). The remaining three percent of sulfuryl fluoride application was for other fumigation uses.

Because sulfuryl fluoride was not identified as a high-GWP gas by the time AB 32 was enacted, it was not included as a part of ARB's statewide GHG inventory. However, the annual usage of sulfuryl fluoride is inventoried by DPR as a highly-regulated pesticide and ARB uses this data to track emissions. In 2013, the 3 million pounds of  $\text{SO}_2\text{F}_2$  usage was equivalent to 9.4 MMT $\text{CO}_2\text{E}$  emissions (using 20-year GWP values), or approximately 20 percent of all F-gas emissions.

Identifying less toxic or lower-GWP alternatives to sulfuryl fluoride remains problematic. Methyl bromide ( $\text{CH}_3\text{Br}$ ), with a 20-year GWP of 17, was the pesticide fumigant of choice for many applications until its use was almost completely phased-out by the Montreal Protocol because of its ozone-depleting potential, and because it is an identified toxic air contaminant (TAC) in California. Currently, sulfuryl fluoride is the only fumigant registered for treating structural pests in California. Termites or other wood-destroying pests are detected in over 250,000 California homes each year, with the cost of control and repair of damage from dry-wood termites in California exceeding \$300 million annually (with 80 percent of fumigations occurring in Southern California).

For agricultural commodity fumigation storage (primarily dried fruits and nuts), methyl bromide is still used on a limited basis through critical use exemptions, granted by the Parties to the Montreal Protocol on Substances that Deplete the Ozone Layer. Methyl bromide use continues to decrease annually. An alternative fumigant, phosphine ( $\text{PH}_3$ ), with a GWP of 0, is also used as an alternative to methyl bromide and sulfuryl fluoride. However, reported insect tolerance to phosphine has limited its widespread usage (USAID, 2014). Non-chemical commodity treatment has been studied since 1995, including irradiation, and controlling the atmosphere to "suffocate" insects in either low-oxygen or high carbon dioxide environments (DPR, 1995). Chemical treatment remains dominant due to cost and feasibility issues of non-chemical alternatives.

The effectiveness of less toxic (and lower-GWP) alternatives to sulfuryl fluoride in structural fumigation for drywood termites is the subject of much research, opinion, and disagreement. Structural fumigation generally includes tenting the entire structure and treating it to kill termites, or more rarely, wood-boring beetles and other pests living in the structure. While many termite control companies only use sulfuryl fluoride, many

others have begun using alternative termite control methods, including orange oil, structure heating or extreme cooling, microwaves, and electricity. Additional research is required before sulfuryl fluoride mitigation measures can be proposed. ARB will continue working with the DPR to assess mitigation measures to sulfuryl fluoride emissions.

Because additional research is required, there are no measures proposed at this time and no reasonably foreseeable compliance responses associated with sulfuryl fluoride.

### **3.0 ENVIRONMENTAL AND REGULATORY SETTING**

The California Environmental Quality Act (CEQA) Guidelines require an environmental impact report to include an environmental setting section, which discusses the current environmental conditions in the vicinity of the project. This environmental setting constitutes the baseline physical conditions by which an impact is determined to be significant. (Cal. Code Regs., tit. 14 § 15125.) As discussed above in Chapter 1, the California Air Resources Board (ARB or Board) has a certified regulatory program and prepares an environmental analysis (EA) in lieu of an Environmental impact Report (EIR). This Revised Draft EA is a functional equivalent to an EIR under CEQA therefore, in an effort to comply with the policy objectives of CEQA, an environmental setting, as well as a regulatory setting with relevant environmental laws and regulations, has been included as Attachment A to this document.

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## **4.0 IMPACT ANALYSIS AND MITIGATION MEASURES**

### **A. Approach to the Environmental Impacts and Mitigation Measures**

This chapter contains an analysis of the potentially significant environmental impacts resulting from implementation of the Proposed Short-Lived Climate Pollutant Reduction Strategy (SLCP Strategy). The California Environmental Quality Act (CEQA) requires the baseline for determining the significance of environmental impacts to normally be the existing conditions at the time the environmental review is initiated. (Cal. Code Regs., tit.14, § 15125(a).) Therefore, significance determinations reflected in this Environmental Analysis (EA) are based on a comparison of the potential environmental consequences of implementation of measures in the SLCP Strategy with the regulatory setting and physical conditions in 2016 (see Attachment A).

#### **1. Significant Adverse Environmental Impacts and Mitigation Measures**

The analysis of adverse impacts on the environment, and significance determinations for those impacts, reflect the programmatic nature of the analysis of the anticipated reasonably foreseeable compliance actions resulting from implementation of the measures within the SLCP Strategy. These reasonably foreseeable compliance responses are described in more detail in Chapter 2. The Revised Draft EA analysis addresses broadly defined types of actions that may be taken by others in the future as a result of implementation of the measures in the SLCP Strategy.

This EA takes a conservative approach and considers some adverse environmental impacts as potentially significant because of the inherent uncertainties about the ultimate design of various measures described. The relationship between reasonably foreseeable physical actions carried out in response to implementation of the measures, as well as environmentally sensitive resources or condition that may be affected, are also taken into consideration. This conservative approach tends to overstate environmental impacts in light of these uncertainties and is intended to satisfy the good-faith, full-disclosure intention of CEQA.

If and when specific measures identified in the SLCP Strategy are proposed to be carried out by ARB, such as a proposed regulation, that proposal would be subject to a more detailed measure specific environmental review. ARB expects at that stage of a specific proposal, it will have more information about design options and the ability to make decisions about the regulatory requirement that can be included to avoid some potentially significant impacts. This is especially the case for any potential long-term air quality impacts that are identified at this stage of programmatic review because air quality is within ARB's jurisdiction, and ARB is more likely to be able to address these types of issues through the specific regulation or program design. In particular, ARB has continuing duties under its authorizing statutes and under Assembly Bill (AB) 32 in particular to ensure that measures it adopts and manages do not interfere with the State's progress towards attainment with public health standards, with a particular focus

on health effects in disadvantaged communities. ARB strives to ensure that funding decisions are consistent with these core commitments as well. Therefore, staff can be expected to design, and the Board approve, measures identified in this SLCP Strategy in ways that protect and enhance air quality and avoid other negative environmental effects to the greatest extent possible.

Nonetheless, at this stage, due to uncertainty about the details of later specific measure design, this analysis takes a conservative approach and tends to overstate potential impacts by considering these potential impacts as significant and unavoidable.

For later actions carried out by others (e.g. regulated entities) in response to implementation of particular measures (e.g. construction of new facilities), it is expected that during project level environmental review many impacts identified in this Revised Draft EA can be avoided or reduced to a less-than-significant level by the local permitting authorities. If a potentially significant environmental effect cannot be feasibly mitigated with certainty, this Revised Draft EA identified it as significant and unavoidable.

Where applicable, consistent with ARB's certified regulatory program requirements (Cal. Code Regs., tit.17, § 60005 (b)), this Revised Draft EA also acknowledges potential beneficial impacts on the environment in each resource area that may result from implementation of the SLCP Strategy. Any beneficial impacts associated with the SLCP Strategy are included in the impact assessment for each resource area described in this chapter.

## **B. Resource Area Impacts and Mitigation Measures**

Below is a programmatic analysis of the impacts resulting from the reasonably foreseeable compliance responses that could result from implementation of the SLCP Strategy that could lead to environmental impacts. The analysis of the impacts resulting from the proposed measures is organized by short-lived climate pollutant (SLCP) within each environmental resource area. Please refer back to Chapter II for the more detailed description of the proposed measures for each SLCP and the reasonably foreseeable compliance responses associated with those measures. Only those compliance responses that could lead to impacts are discussed; if there is no discussion of a compliance response, it is because it was determined there were no impacts resulting in the resource area from those actions.

The reasonably foreseeable compliance responses are analyzed in a programmatic manner for several reasons: (1) any individual action or activity would be carried out under the same program (i.e., the SLCP Strategy); (2) the reasonably foreseeable compliance response would result in generally similar environmental effects that can be mitigated in similar ways (Cal. Code Regs., tit.14, § 15168 (a)(4)); and (3) while the types of foreseeable compliance responses can be reasonably predicted, the specific location, design, and setting of the potential actions cannot feasibly be known at this time. If a later activity would have environmental impacts that are not examined within

this Revised Draft EA, the public agency with authority over the later activity would be required to conduct additional environmental review as required by CEQA or other applicable statutes.

## **C. Aesthetics**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 1.1-a: Short-Term Construction and Long-Term Related Effects on Aesthetic Resources***

Implementation of this measure would likely increase the replacement of fireplaces and woodstoves with United States Environmental Protection Agency (U.S. EPA)-certified devices, gas fireplaces, electric heaters, or gas heaters. This measure could also include encouraging the installation of non-wood burning centralized heating in new construction. Actions required to replace wood burning stoves and fireplaces, or install non-wood burning heating in new construction, would constitute minor construction activities that would occur within existing structures or existing construction sites and would not result in any actions that could substantially affect visual resources.

Therefore, short-term construction-related and long-term operational impacts on aesthetic resources associated with implementation of black carbon reduction measures of the SLCP Strategy would be **less-than-significant**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 1.2-a: Short-Term Construction-Related Effects on Aesthetic Resources***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: development of new or modified digesters, either on-site or centralized, for dairies, landfills, and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Landscape character can be defined as the visual and cultural image of a geographic area. It consists of the combination of physical, biological, and cultural attributes that make each landscape identifiable or unique. Visual character may range from

predominately natural to heavily influenced by human development. Its value is related, in part, to the importance of a site to those who view it, such as residents, motorists, and recreation users. Dairy farms are located throughout California, the majority of which exist in the Central Valley and coastal counties. Typically, agricultural sites are level areas of relatively large landholdings (e.g., hundreds of acres) that are separated from urban centers. Dairy structures include a main dairy barn, residences and offices, shaded corrals, water tanks, ponds, and lagoons. Conversion of flush-water manure management to solid manure collection and management practices at a dairy would require modifications to barns to support the use of scrape or vacuum equipment. During these activities, the presence of construction equipment, as well as activities associated with remodeling of barns, could alter the visual character of a site by introducing features that may not be expected.

In addition, implementation of the methane reduction measures could result in modifications to oil and gas facilities, including the installation of equipment such as low-bleed or zero-bleed pneumatic devices, vapor recovery systems, and pipelines, flanges, and valves. Installation of this equipment, and additional maintenance and inspection activities, would require increased use of trucks to and from facilities; however, this would not be substantially different for existing activities at oil and gas facilities, which rely on a steady stream of mobile delivery/shipping systems.

Additionally, potential compliance responses related to the methane reduction measures could include the construction of new anaerobic facilities to digest manure from dairies, sewage from wastewater treatment plants, and diverted organic waste from landfills. These may be associated with individual businesses, or larger centralized facilities may be constructed to support anaerobic digestion of several facilities. In addition to construction of new facilities, minor alterations, such as pipeline installation, could also occur at dairies, landfills, and wastewater treatment plants. The location and size of new or modified facilities is not currently known.

Construction activities could include the presence of heavy-duty equipment, vegetation removal, and grading. While there is a degree of uncertainty regarding the location of these facilities, construction of anaerobic digesters and other modifications to existing facilities could conceivably introduce or increase the presence of visible artificial elements in areas of scenic importance, such as visibility from State scenic highways. In addition, nighttime lighting could be installed for security of a project site or to improve visibility for construction workers.

Therefore, short-term construction-related impacts on aesthetics associated with implementation of the methane reduction measures under the SLCP Strategy could be potentially significant.

Potential scenic, light, and glare impacts could be reduced to a less-than-significant level by mitigation measures prescribed by local or State land use or permitting agencies with approval authority over specific development projects.

### ***Mitigation Measure 1.2-a***

The Regulatory Setting in Attachment A includes applicable laws and regulations that provide protection of aesthetic resources. ARB does not have the authority to require implementation of mitigation related to new or modified facilities or infrastructure that would be approved by other State agencies or local jurisdictions. The ability to require these measures is within the purview of jurisdictions with land use approval and/or permitting authority. Project-specific impacts and mitigation would be identified during the project review process and carried out by agencies with approval authority.

Recognized practices routinely required to avoid and/or minimize impacts to aesthetic resources include:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance responses would coordinate with State or local land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA). The local or State land use agency or governing body must follow all applicable environmental regulations as part of approval of a project for development.
- Based on the results of the environmental review, proponents would implement all feasible mitigation to reduce or substantially lessen the potentially significant scenic or aesthetic impacts of the project.
- To the extent feasible, the sites selected for use as construction staging and laydown areas would be areas that are already disturbed and/or are in locations of low visual sensitivity. Where feasible, construction staging and laydown areas for equipment, personal vehicles, and material storage would be sited to take advantage of natural screening opportunities provided by existing structures, topography, and/or vegetation. Temporary visual screens would be used where helpful, if existing landscape features did not screen views of the areas.
- All construction and maintenance areas would be kept clean and tidy, including the re-vegetation of disturbed soil and storage of construction materials and equipment would be screened from view and/or are generally not visible to the public, where feasible.
- Siting projects and their associated elements next to important scenic landscape features or in a setting for observation from State scenic highways, national historic sites, national trails, and cultural resources would be avoided to the greatest extent feasible.
- The project proponent would contact the lead agency to discuss the documentation required in a lighting mitigation plan, submit to the lead agency a plan describing the measures that demonstrate compliance with lighting requirements, and notify the lead agency that the lighting has been completed and is ready for inspection.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and the programmatic level of analysis associated with this Revised Draft EA does not attempt to address project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation that may ultimately be implemented to reduce potentially significant scenic and nighttime lighting impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that short-term construction-related scenic and nighttime lighting impacts resulting from the development of new facilities associated with black carbon reduction measures would be **potentially significant and unavoidable**.

***Impact 1.2-b: Long-Term Operational Effects on Aesthetics***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills, and wastewater treatment plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

Implementation of the methane reduction measures could involve conversion of flush-water manure management systems to scrape manure management at dairies. Adoption of solid manure collection and management practices could result in changes to the aesthetic character of existing dairies. The lagoons produced by flush-water systems could be reduced in size or completely replaced by on-site solid manure management such as compost piles, which would be mostly aerobically managed. Lagoons could also be covered to collect methane emissions for on- or off-site energy use. While some dairies are located along State scenic highways, modifications of existing buildings and construction of new facilities would not be expected to substantially damage visual character-defining features such as trees, rock outcroppings, and historic buildings.

In addition, implementation of the methane reduction measures could result in modifications to oil and gas facilities, including the installation of equipment such as low-bleed or zero-bleed pneumatic devices, vapor recovery systems, and pipelines, flanges,

and valves when needed. Such improvements would consist of minor modifications, occur within the footprint of existing facilities, and would not substantially change the overall character of such facilities.

The methane reduction measures could include the operation of new anaerobic facilities to digest manure from dairies, sewage from wastewater treatment plans, and diverted organic waste from landfills. These may be associated with individual businesses, or larger facilities may be operated to support anaerobic digestion of several facilities. Operation may occur in the vicinity of a dairy, wastewater treatment plant, or near existing landfills. Larger, regional facilities could be located in strategic areas that could allow for several facilities to contribute materials to a plant; however, there is uncertainty regarding the location of these facilities. Operation of digesters and related equipment includes structures such as generator sets, fueling stations, and compression equipment. These types of equipment generally appear as large, metal-sided buildings that can be characterized as having an industrial appearance. Additionally, depending on the types of materials used, facility operation may introduce substantial sources of glare from metal-sided buildings. The structure of anaerobic digesters could conceivably introduce or increase the presence of visible artificial elements in areas of scenic importance, such as visibility from State scenic highways. The visual impact of such development would depend on several variables, including the type and size of facilities, distance and angle of view, visual prominence, and placement in the landscape.

Digesters and oil and gas facilities may install flares to dispose of collected methane vapors. However, flares at digesters would not be expected to operate except for emergency purposes; and, flares installed at oil and gas facilities would be enclosed and meet low-NO<sub>x</sub> standards.

Thus, long-term operational impacts on aesthetic resources associated with the presence of new structures could be potentially significant.

### ***Mitigation Measure 1.2-b***

The Regulatory Setting in Attachment A includes applicable laws and regulations that provide protection of aesthetic resources. ARB does not have the authority to require implementation of mitigation related to new or modified facilities or infrastructure that would be approved by other State agencies or local jurisdictions. The ability to require such measures is within the purview of jurisdictions with land use approval and/or permitting authority. Project-specific impacts and mitigation would be identified during the project review process carried out by agencies with approval authority. Recognized practices routinely required to avoid and/or minimize impacts to aesthetic resources include:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance responses would coordinate with State or local land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g.,

CEQA). The local land use, State agency, or governing body must comply with applicable regulations as part of approval of a project for development.

- Based on the results of project level environmental review, all feasible mitigation to reduce or substantially lessen the potentially significant scenic or aesthetic impacts of the project would be implemented.
- The color and finish of the surfaces of all project structures and buildings visible to the public would be carried out to: (1) minimize visual intrusion and contrast by blending with the landscape; (2) minimize glare; and (3) comply with local design policies and ordinances. The project proponent would submit a surface treatment plan to the lead agency for review and approval.
- All operation and maintenance areas would be kept clean and tidy, including the re-vegetation of disturbed soil and storage of construction materials and equipment would be screened from view and/or are generally not visible to the public, where feasible.
- The project proponent would contact the lead agency to discuss the documentation required in a lighting mitigation plan, submit to the lead agency a plan describing the measures that demonstrate compliance with lighting requirements, and notify the lead agency that the lighting has been completed and is ready for inspection.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and the programmatic level of analysis associated with this Revised Draft EA does not attempt to address project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation that may ultimately be implemented to reduce potentially significant scenic and nighttime lighting impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that long-term operational scenic and nighttime lighting impacts resulting from the development of new or modified facilities associated with black carbon reduction measures would be **potentially significant and unavoidable**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 1.3-a: Short-Term Construction-Related Effects on Aesthetic Resources***

The Hydrofluorocarbon (HFC) reduction measures in the SLCP Strategy contain actions to reduce HFC emissions within the State. These strategies could require replacing high-global warming potential (GWP) HFCs, used as refrigerants foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, carbon dioxide (CO<sub>2</sub>), hydrocarbons,

lower-GWP HFCs, and hydrofluoro-olefins (HFOs). These replacements could entail minor to moderate modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications. Also, some low-GWP refrigerants (e.g., hydrocarbons, ammonia) can power existing systems (U.S. EPA 2010). Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings and not significantly alter the visual character of the area.

Therefore, short-term construction-related and long-term operational impacts to aesthetics associated with the HFC reduction measures would be **less-than-significant**.

#### **D. Agricultural and Forest Resources**

##### **1. Impacts Associated with Black Carbon Measures**

###### ***Impact 2.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Agriculture and Forest Resources***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters and U.S. EPA-certified devices.

Black carbon reductions obtained by removing residential wood burning stoves and fireplaces, and replacing them with gas heaters and U.S. EPA-certified devices, would occur within the boundaries of existing structures, or would be incorporated into the design of future development projects. The change in stove use would not substantially contribute to the rate or location of future residential developments. Disposal of wood-burning appliances would occur at existing recycling facilities or landfills.

Therefore, short-term construction-related and long-term operational impacts associated with implementation of black carbon reduction measures on agriculture and forest resources would be **less-than-significant**.

##### **2. Impacts Associated with Methane Reduction Measures**

###### ***Impact 2.2-a: Short-Term Construction-Related and Long-Term Operational Effects on Agriculture and Forest Resources***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction and operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems,

transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, digesters, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic materials diverted from landfills into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, such as pipeline installation and methods of disposal of methane vapors, and inspection and monitoring of equipment).

Implementation of the reasonably foreseeable compliance responses associated with the methane reduction measures related to modification of facilities (e.g., changes in manure management practices, modifications to wastewater treatment plant, minor upgrades and improvements to oil and gas collection and storage systems) would be anticipated to occur within areas currently zoned for industrial or otherwise developed for uses other than agricultural purposes. Pasturing of cattle is likely to occur in areas designated for grazing; however, if it were to occur in Important Farmland, it would not require conversion of agricultural land to non-agricultural uses. Thus, conversion of Important Farmland (i.e., Prime Farmland, Unique Farmland, or Farmland of Statewide Importance) would not be anticipated for these types of compliance responses. Likewise, these compliance responses would not be expected to affect, or be located, within forest land.

However, reasonably foreseeable compliance responses associated with the methane reduction measures could result in construction of new anaerobic facilities to digest manure from dairies, sewage from wastewater treatment plants, and diverted organic waste from landfills. These may be associated with individual businesses, or larger facilities may be constructed to support anaerobic digestion of several facilities. If facilities are proposed in response to the methane reduction measures, potential impacts to Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, Williamson Act conservation contracts, or forest land or timberland, must be reviewed by local or State lead agencies in the context of future project approvals. Many local governments have adopted land use policies to protect important agricultural and forest land from conversion to urban development, including industrial facilities. While it is reasonable to anticipate that land use policies controlling the location of new anaerobic digestions facilities would generally avoid conversion of important agricultural land, forest land, and timberland, the potential cannot be entirely dismissed. If a facility were located on important farmland or property under a Williamson Act Contract, conversion of the agricultural land to industrial uses could occur.

Therefore, short-term construction-related and long-term operational impacts on agricultural and forest resources associated with implementation of the methane reduction measures could be potentially significant.

This impact could be reduced to a less-than-significant level by mitigation that can and should be implemented by local lead agencies, but is beyond the authority of the ARB and not within its purview.

***Mitigation Measure 2.2-a***

The Regulatory Setting in Attachment A includes applicable laws and regulations that provide protection of agricultural and forest resources. ARB does not have the authority to require implementation of mitigation related to new or modified facilities or infrastructure that would be approved by other State agencies or local jurisdictions. The ability to require such measures is within the purview of jurisdictions with land use approval and/or permitting authority. Project-specific impacts and mitigation would be identified during the project review process and carried out by agencies with approval authority. Recognized practices routinely required to avoid and/or minimize impacts to agriculture and forest resources include:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance response would coordinate with local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA). The local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.
- Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the environmental impacts of the project.
- Any mitigation specifically required for a new or modified facility would be determined by the local lead agency and future environmental documents by local and State lead agencies should include analysis of the following:
  - Avoidance of lands designated as Important Farmlands as defined by the Farmland Mapping and Monitoring Program.
  - Analysis of the feasibility of using farmland that is not designated as Important Farmland prior to deciding on the conversion of Important Farmland.
  - The feasibility, proximity, and value of the proposed project sites should be balanced before a decision is made to locate a facility on land designated as Important Farmland.
  - Any action resulting in the conversion of Important Farmlands should consider mitigation for the loss of such farmland. Any such mitigation should be completed prior to the issuance of a grading or building permit by providing the permitting agency with written evidence of completion of the mitigation. Mitigation may include but is not limited to:
    - Permanent preservation of off-site Important Farmland (State defined Prime Farmland, Farmland of Statewide Importance, and Unique

Farmland) of equal or better agricultural quality, at a ratio of at least 1:1.

- Preservation may include the purchase of agricultural conservation easement(s); purchase of credits from an established agricultural farmland mitigation bank; contribution of agricultural land or equivalent funding to an organization that provides for the preservation of farmland towards the ultimate purchase of an agricultural conservation easement.
- Participation in any agricultural land mitigation program, including local government maintained that provides equal or more effective mitigation than the measures listed.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and the programmatic level of analysis associated with this Revised Draft EA does not attempt to address project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation that may ultimately be implemented to reduce potentially significant impacts related to the conversion of agriculture and forest resources.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that short-term construction-related and long-term operational impacts to agriculture and forest resources resulting from the development of new facilities associated with reasonably foreseeable compliance responses to black carbon reduction measures would be **potentially significant and unavoidable**.

### 3. Impacts Associated with HFC Measures

#### ***Impact 2.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Agricultural and Forest Resources***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications to refrigeration systems that would not substantially physically alter existing infrastructure. Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such

buildings, and additional land would not be required such that a land use conversion would occur.

As a result, short-term construction-related and long-term operational impacts to agriculture and forest resources associated with the HFC reduction measures would be **less-than-significant**.

## **E. Air Quality**

### **1. Impacts associated with Black Carbon Measures**

#### ***Impact 3.1-a: Short-Term Construction-Related Effects on Air Quality***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or would be incorporated into the design of future development projects. These are minor modifications that do not result in significant enough construction to contribute significantly to emissions.

As a result, short-term construction-related air quality impacts associated with black carbon reduction measures would be **less-than-significant**.

#### ***Impact 3.1-b: Long-Term Operational-Related Effects on Air Quality***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters and U.S. EPA-certified devices

A large-scale conversion from wood to natural gas or electric heaters could foreseeably change supply and demand characteristics in the wood market, though the impact of this change is speculative, and likely would not have a large effect on the market. Waste wood previously used in residential fireplaces, such as lumber byproducts or agricultural and forestry residues, would require an alternate disposal mechanism. These alternative disposal mechanisms, could contribute to new operational air emissions, but is too speculative to determine at this stage.

Although this measure would include increased operation of U.S. EPA-certified devices, gas fireplaces, electric heaters, or gas heaters, it would not result in increased use of wood burning devices. Rather, the measures would result in removal of old fireplaces and woodstoves and replacement with U.S. EPA-certified wood-burning devices, electric heaters, or gas fireplaces. Replacement of older fireplace and woodstove models can provide long-lasting reductions in emissions of black carbon, criteria pollutants, and air toxics in residential neighborhoods. Conversion from wood-burning devices to electric heating or gas fireplaces provides more certain emission reductions than conversion to certified

wood-burning devices. While certified wood-burning devices reduce fine particulate emissions, certification values may not correlate well with in-home performance of wood heaters, and emission reductions are not as large as for non-wood technologies (U.S. EPA 2016). Electric heating or gas devices (including central HVAC) ensure local reductions of particulate matter, black carbon and air toxics. Overall, implementation of this measure would reduce the use of wood burning devices, thus decreasing their associated air emissions.

Thus, long-term operational-related impacts to air quality (e.g., changes in residential wood supply and demand characteristics, reduction in the use of wood burning devices) associated with black carbon reduction measures, although unknown at this time, are anticipated to be **beneficial**.

## **2. Impacts Associated with Methane Reduction Measures**

### ***Impact 3.2-a: Short-Term Construction-Related Effects on Air Quality***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, digesters, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Modifications to existing facilities or construction of new facilities would be required to secure local or State land use approvals prior to their implementation. Part of the development review and approval process for projects located in California requires environmental review consistent with California environmental laws (e.g., CEQA) and other applicable local requirements (e.g., local air quality management district rules and regulations). The environmental review process would include an assessment of whether or not implementation of such projects could result in short-term construction related air quality impacts.

At this time, the specific location, type, and number of construction activities is not known and would be dependent upon a variety of factors that are not subject to authority under ARB and not within its purview. Nonetheless, the analysis presented herein provides a good-faith disclosure of the general types of construction emission

impacts that could occur with implementation of these reasonably foreseeable compliance responses. Further, subsequent environmental review would be conducted at such time that an individual project is proposed and land use or construction approvals are sought.

Generally, it is expected that during the construction phase for any facilities, criteria air pollutants and TACs could be generated from a variety of activities and emission sources. These emissions would be temporary and occur intermittently depending on the intensity of construction on a given day. Site grading and excavation activities would generate fugitive PM dust emissions, which is the primary pollutant of concern during construction. Fugitive PM dust emissions (e.g., PM<sub>10</sub> and PM<sub>2.5</sub>) vary as a function of several parameters, such as soil silt content and moisture, wind speed, acreage of disturbance area, and the intensity of activity performed with construction equipment.

Exhaust emissions from off-road construction equipment, material delivery trips, and construction worker-commute trips could also contribute to short-term increases in PM emissions, but to a lesser extent. Exhaust emissions from construction related mobile sources also include ROG and NO<sub>x</sub>. These emission types and associated levels fluctuate greatly depending on the particular type, number, and duration of usage for the varying equipment.

The site preparation phase typically generates the most substantial emission levels because of the on-site equipment and ground-disturbing activities associated with grading, compacting, and excavation. Site preparation equipment and activities typically include backhoes, bulldozers, loaders, and excavation equipment (e.g., graders and scrapers). Although detailed construction information is not available at this time, based on the types of activities that could be conducted, it would be expected that the primary sources of construction related emissions include soil disturbance and equipment related activities (e.g., use of backhoes, bulldozers, excavators, and other related equipment). Based on typical emission rates and other parameters for above-mentioned equipment and activities, construction activities could result in hundreds of pounds of daily NO<sub>x</sub> and PM emissions, which may exceed general mass emissions limits of a local or regional air quality management district depending on the location of generation. Thus, implementation of new regulations and/or incentives could generate levels that conflict with applicable air quality plans, exceed or contribute substantially to an existing or projected exceedance of State or national ambient air quality standards, or expose sensitive receptors to substantial pollutant concentrations.

As a result, short-term construction related air quality impacts associated with the methane reduction measures would be potentially significant.

### ***Mitigation Measure 3.2-a***

The Regulatory Setting in Attachment A includes applicable laws and regulations that provide protection of air quality. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved

by local jurisdictions. The ability to require such measures is generally within the purview of jurisdictions with local or State land use approval and/or permitting authority with direct authority over the project. New or modified facilities in California would likely qualify as a “project” under CEQA because they would generally need a discretionary public agency approval and could affect the physical environment. The jurisdiction with primary approval authority over a proposed action is the lead agency, which is required to review the proposed action for compliance with CEQA. Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices routinely required to avoid and/or minimize impacts to air quality include the following:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance responses would coordinate with local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA). The local jurisdiction with land use authority would determine that the environmental review process complied with CEQA and other applicable regulations, prior to project approval.
- Based on the results of the environmental review, proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the construction-related air quality impacts of the project.
- Project proponents would apply for, secure, and comply with all appropriate air quality permits for project construction from the local agencies with air quality jurisdiction and from other applicable agencies, if appropriate, prior to construction mobilization.
- Project proponents would comply with the federal Clean Air Act and the California Clean Air Act (e.g., New Source Review and Best Available Control Technology criteria, if applicable).
- Project proponents would comply with local plans, policies, ordinances, rules, and regulations regarding air quality-related emissions and associated exposure (e.g., construction-related fugitive PM dust regulations, indirect source review, and payment into offsite mitigation funds).
- For projects located in PM nonattainment areas, prepare and comply with a dust abatement plan that addresses emissions of fugitive dust during construction and operation of the project.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and the programmatic level of analysis associated with this Revised Draft EA does not attempt to address project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation that may ultimately be implemented to reduce potentially significant impacts. With mitigation, construction emissions, though not likely, could still

exceed local air district threshold levels of significance depending on the magnitude of construction activities.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that short-term construction-related air quality impacts associated with black carbon reduction measures would be **potentially significant and unavoidable**.

### ***Impact 3.2-b: Long-Term Operational Effects on Air Quality***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

Because the implementation details of many of the measures identified in the SLCP Strategy depend substantially on the design of future incentive and regulatory programs, and upon local permitting decisions, long-term air quality impacts at this point are difficult to categorize with certainty. There are methods available to implement the identified measures that may have beneficial impacts on long-term air quality through the replacement of more-polluting emissions sources and fuels. However, for the conservative purposes of this programmatic analysis, ARB also discloses implementation choices that could yield potentially significant impacts on air quality.

#### **a) Agricultural Methane**

At this time, the specific location, type, and number of dairies that would implement solid manure management practices or install digesters for various purposes cannot be known and would be dependent upon a variety of factors that are not within the control or authority of ARB. Options that could be implemented are discussed below. (See also Chapter VIII and Appendix D of the SLCP Strategy for more details.)

Using solid manure collection and management systems at existing dairies would reduce methane emissions by keeping manure out of lagoons. However, depending on conditions, solid manure management practices could lead to increased emissions, such

as those associated with increased usage of on-farm equipment and trucking to handle and apply solid manure, as well as PM<sub>10</sub>, ammonia, nitrous oxide, and volatile organic compounds (VOCs); the latter of which contributes to the creation of photochemical smog. However, existing lagoon systems typically produce ammonia, hydrogen sulfide, and VOCs. The use of digester systems in conjunction with dry manure management practices could potentially reduce odors, and emissions of VOCs, ammonia, and hydrogen sulfide associated with existing flush-water lagoon management systems.

Solid scrape or vacuum manure management and above ground tank or plug-flow anaerobic digestion systems, with biogas conditioning sufficient to produce renewable natural gas (RNG) meeting utility pipeline injection or vehicle fueling standards, may be used as a result of implementation of the SLCP Strategy. Combustion of RNG as a vehicle fuel may produce NO<sub>x</sub> emissions, but would be expected to potentially reduce mobile source NO<sub>x</sub> emissions from non-renewable petroleum fuels by replacing petroleum-based fuels. Natural gas vehicles may produce less NO<sub>x</sub> emissions (and potentially, substantially less) than vehicles using petroleum fuels, and may offer net reductions in other potentially harmful pollutants (e.g. diesel PM), especially when offsetting diesel fuels.

Increasing use of fuels that result in lower NO<sub>x</sub> emissions than gasoline and diesel would contribute to attaining ambient air quality standards. The lower NO<sub>x</sub> emission rates of RNG vehicle fuels, when compared to gasoline and diesel fuels, may result in a statewide net reduction in NO<sub>x</sub> emissions.

However, on a more local level, use of digesters could result in operational sources of fugitive dust, which would primarily be from processing equipment and truck movement over paved and unpaved surfaces. In addition, non-methane VOCs released from pre-digested substrate materials during the receipt and pre-processing activities at anaerobic digestion facilities would not be a regional change, but could result in an increase in local emissions. The operation of any digesters installed at existing or new dairies could potentially increase localized criteria pollutant emissions, but could also ultimately decrease them. The quantity and type of emission increases would be dependent of the type of digester technologies installed and the end use of captured biogas, but may include carbon monoxide (CO), PM, oxides of sulfur (SO<sub>x</sub>), VOCs, and NO<sub>x</sub> emissions.

Equipment associated with digesters and related manure management could also potentially increase regional NO<sub>x</sub> emissions, a precursor to the formation of ozone. Digesters may also install combustion systems to dispose of collected methane vapors. Although some combustion systems have very low criteria pollutant emissions, some do not. Any flaring of gas associated with digesters combined with biogas cleaning and compressing facilities could also potentially increase NO<sub>x</sub> emissions. However, flares at digesters would not be expected to operate except for emergency purposes. Moreover, permitting would be required on a district basis, which is intended ensure that an air basin does not go out of attainment for ambient air quality standards.

Where producing transportation fuel or pipeline injection would be less practical, manure could be digested and converted to electricity onsite. This control pathway uses solid manure management and above ground tank or plug-flow digesters to produce RNG for onsite electricity generation. Onsite generation, even with certified systems, could create locally a new and potentially substantial source of NOx emissions.

In the event that dairy operators choose to transport manure offsite for centralized digestion, NOx and PM emissions could increase with any increase in the use of internal combustion engines. However, the increased availability of RNG could encourage investment in RNG-powered trucks, which could then reduce harmful NOx and particulate matter emissions, as discussed above. In cases where biogas could not be easily connected to the natural gas pipeline or used along transportation corridors, manure methane emissions could be avoided by converting from flush to dry manure management systems. NOx emissions would not be expected to substantially increase with this approach.

In sum, the operation of digesters and dry manure management practices at dairies could decrease or increase criteria air pollutant emissions depending on many factors, including the quantity and type of digester technologies installed and the end use of captured biogas. The installation and operation of digester systems at dairies would be subject to stationary source permitting rules and regulations.

In addition, some dairies may convert to a pasture-based model where manure decays aerobically in the field; and, thus, would not generate methane. They would not increase NOx emissions, or otherwise result in increased criteria air pollutant and TAC emissions.

As part of a sector-wide strategy that emphasizes use of renewable natural gas in the transportation sector, pipeline injection, clean electricity generating technologies, and non-energy alternatives, manure methane emissions could be reduced significantly, while also improving air quality in surrounding communities. Negative impacts are also possible, however, depending on implementation choices. ARB and other implementing agencies will carefully consider these factors during program design and implementation going forward.

#### **b) Waste Methane**

The operation of new green waste composting facilities could potentially increase localized VOC and PM emissions, depending upon the type of composting activities (e.g., windrows, aerated static piles) employed. These facilities could also cause other criteria air pollutant emission increases associated with the various types of on-site heavy equipment typically used at compost facilities (e.g., tractors, compost turners, and grinders), and the off-site use of heavy equipment such as manure spreaders. The development of new green waste composting facilities could cause a significant increase in waste-haul truck traffic to and from these sites.

Air quality impacts associated with the operation of digesters and associated equipment at composting facilities could potentially increase long-term emissions. The quantity and type of potential emission increases would depend of the type of digester technologies installed and the end use of captured biogas, and may include CO, PM, SO<sub>x</sub>, VOCs and NO<sub>x</sub> emissions. Other long-term potential air quality impacts might include truck and vehicle fueling activities at these facilities, and increased odor from the storage and digestion of organic materials (as discussed below).

Although there would be emissions associated with these sources at anaerobic digestion and composting facilities, the operation of these facilities would divert organics out of landfills. By doing so, there would be less activity at landfills, such as potentially fewer pieces of off-road equipment and a potential decrease in the vehicle miles traveled (VMT) for haul trucks. The operation of anaerobic digestion facilities could also help offset other emission sources by generating electricity or producing biogas as a substitute for fossil vehicle fuels.

Air quality impacts associated with the operation of digesters and associated equipment at existing or new wastewater treatment facilities could also potentially increase long-term emissions. The quantity and type of potential emission increases would be dependent of the type of digester technologies installed and the end use of captured biogas, and may include CO, PM, SO<sub>x</sub>, VOCs and NO<sub>x</sub> emissions.

In addition, the potential re-design or expansion of existing wastewater treatment plants to process or co-digest regional sources of organic materials could result in vehicle emissions associated with this traffic. Other long-term potential air quality impacts might include truck and vehicle fueling activities at these facilities, and increased odor from the storage and digestion of organic materials (as discussed below). ARB and other implementing agencies will carefully consider these factors during program design and implementation going forward.

### **c) Oil and Gas Methane**

Reasonably foreseeable compliance responses include emission control infrastructure additions to storage tanks, pipelines, and compressors within existing oil and gas processing and storage facilities. Some of these infrastructure control strategies are already in use by several local air districts, which have been controlling emissions of VOCs and NO<sub>x</sub> within the oil and gas sector for over 30 years. This measure would uniformly expand control of such emission sources to all air districts and regulate additional infrastructure components (such as valves, flanges, and seals) that are not currently regulated by local district programs.

There are potential co-benefits from this measure of VOC and TAC emission reductions, although those co-benefits have not yet been estimated. ARB staff is investigating ways to ensure that there will be no substantial increase in criteria air pollutant emissions in cases where methane and VOC emissions would not be sent into existing sales lines, fuel lines, reinjection wells, or combustion devices, and would be instead captured, by installing new vapor collection devices on existing storage tanks,

and combusted. ARB anticipates this proposed measure, including potential requirements to upgrade existing combustion devices to low-NOx devices if combustion is required, would likely result in beneficial impacts to air quality on net.

In this scenario, combustion systems installed at oil and gas facilities would be enclosed and meet low-NOx standards. Furthermore, installation and operation of these systems would generally be subject to permitting by local air quality districts. Thus, combustion undertaken as a result of implementation of this measure would not be expected to interfere with attainment of air quality standards and may well yield criteria pollutant benefits.

The proposed emergency regulation for underground gas storage facilities and related infrastructure, along with any measures ARB or the Division of Oil, Gas, and Geothermal Resources (DOGGR) take to improve monitoring for these facilities, are anticipated to increase the frequency of monitoring and inspection activities at these facilities, and may help reduce fugitive methane emission leaks at these storage facilities. It is anticipated that daily leak detection monitoring equipment would be installed on a permanent basis, but could potentially involve the daily transport leak detection equipment and staff to and from these storage sites.

#### **d) Conclusion**

Based on all of the above, it is expected that overall the methane measures could be implemented in ways that result in long-term operational air quality benefits, because there is not enough information at this time about ultimate design and implementation, this Revised Draft EA conservatively find this measures in aggregate (though not necessarily to any individual measure), could be potentially significant.

#### ***Mitigation Measure 3.2-b: Implement Mitigation Measure 3.2-a***

As the measures identified in this SLCP Strategy are developed into regulations or other specific proposed activities, ARB is bound by its continuing duties, under its authorizing statutes and under SB 605, SB 1383, and AB 32 in particular, to ensure that measures it proposes to adopt and carry out do not interfere with the State's progress towards attainment with public health standards, and in particular the health effects in disadvantaged communities. ARB also strives to ensure that funding decisions it makes are consistent with these core commitments. Therefore, it is expected that at the specific measure development stage, ARB will design and implement the methane reduction measures in ways that protect and enhance air quality, while avoiding other negative environmental effects to the greatest degree feasible. At this stage of developing the SLCP Strategy, however, the precise design of the measures has not been determined as that will occur through the public processes during the specific measure development phase.

Moreover, for project-level specific impacts, the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects carried out in response to any measures ARB develops, and the

programmatic level of analysis associated with this Revised Draft EA cannot and does not attempt to address project-specific details of mitigation. Therefore, there is inherent uncertainty in the degree of mitigation that may ultimately be implemented to reduce potentially significant long-term operational air quality impacts occurring due to project-level impacts.

Consequently, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that long-term operational impacts associated with the methane reduction measures would be **potentially significant and unavoidable**.

***Impact 3.2-c: Short-term Construction-Related and Long-Term Operational Effects on Odors***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction and operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatment plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors). These measures could significantly expand the operational functions of dairies and wastewater treatment plants and create new systems and practices for managing organic wastes.

Modifications to existing oil and gas facilities could occur due to implementation of methane reduction measures. Improvements may include the installation of equipment such as low-bleed or zero-bleed pneumatic devices, vapor recovery systems, and pipelines, flanges, and valves when needed. These modifications would reduce fugitive methane emissions and increase the efficiency of oil and gas processes. This action would not result in an adverse release of odors near sensitive receptors.

With regard to the dairy sector, a potential compliance response could be modifications to manure management systems involving the replacement of flush-water lagoon systems with solid manure collection and management systems, including the construction of dairy digester facilities to process manure anaerobically to produce methane for capture. The current flush-water systems used by dairies involve flushing manure into lagoons where it undergoes natural decomposition resulting in the release of odorous compounds (e.g., ammonia and hydrogen sulfide) into the environment.

Dairies that singularly adopt digester systems could reduce impacts to odor associated with wastewater used in flush systems (Parker 2011).

The construction of digesters associated with dairies could result in the manure being placed into the digester rather than into on-site storage ponds or stockpiles. This could limit open air degradation (resulting in the breakdown of volatile organic compounds through anaerobic process that would occur in a closed system) and could result in more control over emissions than current conditions found at dairies that employ flush-water and scrape manure management systems (Regional Water Quality Control Board [RWQCB] 2010). Implementation of the methane reduction measures could result in increased construction and operation of anaerobic digesters. These may be small, and associated with individual businesses, or larger to accommodate regional needs. Wastewater treatment facilities and digesters constructed for manure and diverted organic waste would perform anaerobic digestions in a closed system; however, fugitive emissions of odorous compounds, such as ammonia and hydrogen sulfide, could be released into the environment (RWQCB 2010). These fugitive emissions of odorous compounds could be offensive to sensitive receptors, depending on their proximity, the design of anaerobic digesters, and exposure duration.

Further, the collection, transport, storage, and pre-processing activities of potentially odiferous organic substrates for digestion (e.g., manure, compost), in addition to the resulting digestate, could produce nuisance odors at or near anaerobic digesters. The development of new green waste composting facilities, which may include the operation of anaerobic digesters, could also result in the creation of new regional or localized sources of odors such as from the processing, storage, and aeration of compost materials.

Depending on location, sensitive receptors could include schools, hospitals, daycare facilities, playgrounds, parks, and residences. Thus, short-term construction –related and long-term operational odors associated with the methane reduction measures could result in a potentially significant impact.

### ***Mitigation Measure 3.2-c***

The Regulatory Setting in Attachment A includes applicable laws and regulations that govern odor emissions. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved by local jurisdictions. The ability to require such measures is within the purview of jurisdictions with local or state land use approval and/or permitting authority. New or modified facilities in California would likely qualify as a “project” under CEQA, because they would generally need a discretionary public agency approval and could affect the physical environment. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA. Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority.

Recognized practices routinely required to avoid and/or minimize impacts to odors include the following:

Proponents of new facilities constructed as a result of reasonably foreseeable compliance responses would coordinate with local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirement (e.g., CEQA). The local jurisdiction with land use authority would determine that the environmental review process complied with CEQA and other applicable regulations, prior to project approval.

Based on the results of the environmental review, proponents would implement all feasible mitigation identified in the environmental document to reduce or sustainably lessen the operational odor impacts of the project. Project proponents will comply with local plans, policies, ordinances, rules, and regulations for potentially odiferous processes, including setbacks and buffer areas from sensitive land uses.

Anaerobic digester facilities classified as a compostable material handling facility must develop an Odor Impact Minimization Plan (OIMP). (Cal. Code Regs., tit.14, § 17863.4.) Or, applicants shall develop and implement an Odor Management Plan (OMP) that incorporates similar odor reduction controls for digester operations. Odor control strategies that may be incorporated into these plans include, but are not limited to, the following:

- A list of potential odor sources;
- Identification and description of the most likely sources of odor; and
- Identification of potential, intensity, and frequency of odor from likely sources.
- A list of odor control technologies and management practices that could be implemented to minimize odor released. These management practices shall include the establishment of the following criteria:
  - Establish time limit for on-site retention of undigested substrates;
  - Require substrate haulage to the facilities within sealed containers;
  - Provide enclosed, negative pressure buildings for indoor receiving and preprocessing. Treat collected foul air in a biofilter or air scrubbing system;
  - Establish contingency plans for operating downtime;
  - Manage delivery schedule to facilitate prompt handling of odorous substrates;
  - Handle digestate within enclosed building and/or directly pump to sealed containers for transportation;
  - Protocol for monitoring and recording odor events; and
  - Protocol for reporting and responding to odor events.

Because the authority to determine project-level impacts and require project-level mitigation lies with the land use and/or permitting agencies for individual projects, and

the programmatic level of analysis associated with this Revised Draft EA does not attempt to address project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation that may ultimately be implemented to reduce potentially significant impacts. With mitigation, operational emissions of odors could still exceed the threshold of significance for local land use plans, policies, rules, ordinances, and regulations.

Consequently, while impacts would be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusions and discloses, for CEQA compliance purposes, that short-term construction-related and long-term operational odor impacts resulting from the incorporation of solid manure collection and management systems and/or the development and operation of new anaerobic digester facilities associated with the methane reduction measures would be **potentially significant and unavoidable**.

### 3. Impacts Associated with HFC Measures

#### ***Impact 3.3-a: Short-Term Construction Related and Long-Term Operational Effects on Air Quality***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications. Also, some low-GWP refrigerants (e.g., hydrocarbons, ammonia) can power existing systems (U.S. EPA 2010). Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. These modifications would be carried out by small crews which would not cause a significant increase in worker trips or material delivery, would not require significant construction equipment or excavation activities, and would be temporary in nature. Therefore, it is expected these activities will not contribute significantly to emissions.

It is reasonably foreseeable that increased operational use of hydrocarbons, ammonia, and HFOs could result in additional emissions of VOCs from hydrocarbons, and particulate matter from ammonia from these modified facilities, as detailed below. Some of this would be expected to occur anyway due to the global HFC phasedown agreement, but in the interest of providing full information, the potential for these additional emissions are described below.

### **VOCs from hydrocarbons:**

Increased VOC emissions could occur, but would be anticipated to be relatively low. If all smaller self-contained refrigeration units, refrigerated vending machines, and residential refrigerator-freezers were to theoretically begin using hydrocarbon refrigerants, the VOC emissions in California could increase by 3,000 pounds per day. (Assuming annual leak rates and equipment end-of-life loss rates remain unchanged from HFC refrigerants.) These added VOC emissions from refrigerants would increase the current statewide ROG emissions of 3.5 million pounds per day by 0.09 percent. (U.S. EPA 2014). According to the 2014 U.S. EPA analysis on the impacts of hydrocarbon refrigerants on ground level ozone, the maximum 8-hour ozone (O<sub>3</sub>) increase could be as high as 6.61 parts per billion (ppb) compared to a maximum allowable level of 75 ppb; or a nine percent O<sub>3</sub> increase. However, the most realistic mix of hydrocarbon refrigerants used would increase the O<sub>3</sub> levels by 0.15 ppb, or 0.2 percent. The 2014 U.S. EPA analysis summary of findings states:

“...it is concluded that non-attainment resulting from hydrocarbon refrigerant emissions is not likely to be a major concern for local air quality. Hydrocarbon refrigerants could potentially increase ground level ozone by less than 1 percent under Scenario 4 [the most likely scenario], but up to a 9 percent increase on a given day for the most reactive hydrocarbons (propylene) in the most extreme case. However, in most cases this upper bound level of increase is not likely, as most ozone nonattainment areas are not VOC-limited (i.e., the formation of ozone in these areas are not limited by VOC emissions, but by other compounds such as nitrogen oxides [NO<sub>x</sub>]). In fact, Scenario 4, the “most realistic” scenario for hydrocarbon refrigerant emission usage, showed a less than 0.2 percent increase in ground level ozone for the most extreme case.”

### **Particulate matter from ammonia:**

Increased emissions of ammonia could also occur, as ammonia emissions could act as precursors for PM, but would be anticipated to be minimal. Ammonia refrigeration contributes one to two percent of all ammonia emissions nationally, with the largest sources from livestock (71 percent) and agricultural fertilizer (14 percent). If one-third to half of all larger-sized refrigeration units (charge size greater than 15 pounds) were to use ammonia refrigerant, and the emission rates remain the same as current HFC emissions rates, an additional 12,000 to 13,000 pounds of ammonia per day would be emitted statewide (Krauter et. al. 2002, NEI 2015). Added to the baseline of approximately 35,000 to 40,000 pounds of ammonia emitted daily from refrigeration, the new ammonia refrigeration increases emissions from this subsector up to 35 percent, but increases overall emissions only 0.3 percent from the current daily emissions of four to five million pounds of ammonia in California.

The emission inventory, monitoring data, and precursor sensitivity analyses all indicate that NO<sub>x</sub> rather than ammonia is the limiting precursor for ammonium nitrate formation

in the major air basins in California, including the San Joaquin Valley and the South Coast, and therefore a small amount of extra ammonia emission is expected to have negligible effects on PM<sub>2.5</sub> formation (Chen et. al. 2014, Kelly et. al. 2014, Kleeman et. al. 2005). Thus, the increased use of hydrocarbons and ammonia would result in negligible amounts of emissions of VOCs and particulate matter.

Although some low-GWP replacements are known to have an objectionable odor (e.g., ammonia), these molecules are produced in sealed containers for use in refrigeration and air conditioning systems. Some replacements have a characteristically slight odor (i.e., CO<sub>2</sub>, HFOs). Fugitive emissions leaks that could occur would be in very low amounts and would not result in a release of odors that could adversely affect a substantial number of people.

HFO-1234yf and HFO-1234ze, which are both currently being produced, have a slight ether-like odor. In the case that an accidental release of these compounds occurred during production or distribution, HFO-1234yf and HFO-1234ze would not constitute an objectionable odor such that a substantial number of people would be adversely affected (Honeywell 2015a, 2015b).

The short-term construction-related and long-term operational impacts to air quality and odors associated with the HFC reduction measures would be **less-than-significant**.

## **F. Biological Resources**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 4.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Biological Resources***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. These are minor modifications that would not disturb new land and affect biological resources.

The amount of wood collected and used in fireplaces and woodstoves could be reduced as a result of the proposed black carbon measures. While firewood is supplied from a variety of sources, including agricultural-based orchards, some is derived from forests in the State through individual or commercial use. However, this reduction in wood collected would not substantially alter to fuels management practices and not substantially affect the amount of wood collected in forests and thereby not affect biological resources in wood collection areas.

Thus, the short-term construction related and long-term operational air quality impacts related to the black carbon measures would be **less-than-significant**.

## **2. Impacts Associated with Methane Reduction Measures**

### ***Impact 4.2-a: Short-Term Construction-Related and Long-Term Operational Effects on Biological Resources***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction and operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic materials diverted from landfills into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, such as pipeline installation and methods of disposal of methane vapors, and inspection and monitoring of equipment).

Construction activities related to these compliance responses could cause temporary direct and indirect adverse impacts to special status species and habitats. Modifications to oil and gas facilities as a compliance response would generally be minimal and above-ground. The potential for adverse construction-related effects on biological resources would be limited to installation of pipelines and temporary staging areas associated with facility modifications. Direct mortality could result from destruction of dens, burrows, or nests through ground compaction, ground disturbance, debris, or vegetation removal within oil and gas facility sites. Indirect impacts to animals could result from noise disturbance that might increase nest or den abandonment and loss of reproductive or foraging potential around the site during construction, transportation, or destruction of equipment.

Most oil and gas facilities presently exist on sites that are/have been subject to severe disturbance including grading, trenching, paving, and construction of roads and structures. Daily activities often include the presence of humans, movement of automobiles, trucks and heavy equipment, and operation of stationary equipment. In general, oil and gas facilities are not considered conducive to many biological resources. Vegetation is often removed or controlled and wildlife displaced to more suitable surroundings. Additionally, modifications associated with methane measures in the SLCP Strategy would occur within the well facility boundaries, which are highly disturbed and not likely to be supportive of biological species.

Nonetheless, there are plant and animal species that occur, or even thrive, in developed settings. Activities that require disturbance of undeveloped areas, such as the construction of new structures, boreholes, surface wells, roads or paving have the potential to adversely affect plant or animal species that may reside in those areas. Because of the possible presence of special status species or habitat that might be directly or indirectly adversely impacted by modifications to oil and gas facilities, biological resources could adversely be affected.

In addition to modifications at oil and gas facilities, implementation of the methane reduction measures could result in modifications to dairies and wastewater treatment plants. These modifications would occur within the footprint of existing facilities, in area that are already highly disturbed or within structures and would not be expected to adversely affect biological resources. Diversion of compostable materials from landfills would not be expected to result in take of individual species or adversely affect habitat.

Finally, methane reduction measures could result in construction of new or expansion of existing facilities. While there is uncertainty as to the exact location of any new facilities or modification made to existing facilities, construction could require disturbance of undeveloped areas, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways. The biological resources that could be affected by the construction of new anaerobic digestion facilities depend on the specific location of any necessary construction and its environmental setting. Adverse impacts could include modifications to existing habitat; including removal, degradation, and fragmentation of riparian systems, wetlands, or other sensitive natural wildlife habitat and plant communities; interference with wildlife movement or wildlife nursery sites; loss of special-status species; and/or conflicts with the provisions of adopted habitat conservation plans, natural community conservation plans, or other conservation plans or policies to protect natural resources.

Short-term construction-related and long-term operational impacts to biological resources associated with the methane reduction measures would be potentially significant.

This impact on biological resources associated with the methane reduction measures could be reduced to a less-than-significant level by mitigation that can and should be implemented by local lead agencies, but is beyond the authority of the ARB and not within its purview.

#### ***Mitigation Measure 4.2-a***

The Regulatory Setting in Attachment A includes applicable laws and regulations that provide protection of biological resources. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions with local or State land use approval and/or permitting authority. New or

modified facilities in California would qualify as a “project” under CEQA. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA statutes.

Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices that are routinely required to avoid and/or minimize impacts to biological resources include:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance response to new regulations would coordinate with local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA).
- The local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.
- Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the environmental impacts of the project. Actions required to mitigate potentially significant biological impacts may include the following; (however, any mitigation specifically required for a new or modified facility would be determined by the local lead agency):
  - Retain a qualified biologist to prepare a biological inventory of site resources prior to ground disturbance or construction. If protected species or their habitats are present, comply with applicable federal and State endangered species acts and regulations. Construction and operational planning will require that important fish or wildlife movement corridors or nursery sites are not impeded by project activities.
  - Retain a qualified biologist to prepare a wetland survey of onsite resources. This survey shall be used to establish setbacks and prohibit disturbance of riparian habitats, streams, intermittent and ephemeral drainages, and other wetlands. Wetland delineation is required by Section 3030(d) of the Clean Water Act and is administered by the U.S. Army Corps of Engineers.
  - Prohibit construction activities during the rainy season with requirements for seasonal weatherization and implementation of erosion prevention practices.
  - Prohibit construction activities in the vicinity of raptor nests during nesting season or establish protective buffers and provide monitoring, as needed, to address project activities that could cause an active nest to fail.
  - Prepare site design and development plans that avoid or minimize disturbance of habitat and wildlife resources, and prevent stormwater discharge that could contribute to sedimentation and

degradation of local waterways. Depending on disturbance size and location, a National Pollution Discharge Elimination System (NPDES) construction permit may be required from the State Water Resources Control Board.

- Prepare spill prevention and emergency response plans, and hazardous waste disposal plans as appropriate to protect against the inadvertent release of potentially toxic materials.
- Plant replacement trees and establish permanent protection suitable habitat at ratios considered acceptable to comply with “no net loss” requirements.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and the programmatic level of analysis associated with this Revised Draft EA does not attempt to address project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation that may ultimately be implemented to reduce potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that short-term construction-related long-term operational impacts to biological resources associated with black carbon reduction measures would be **potentially significant and unavoidable**.

### 3. Impacts Associated with HFC Measures

#### ***Impact 4.3-a: Short-Term Construction-Related Effects on Biological Resources***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Modifications to existing facilities to incorporate high-GWP refrigerants replacements would be minor in nature as several low-GWP refrigerants can be used in established systems (e.g., hydrocarbons, ammonia) (U.S. EPA 2010). These changes in use would occur within existing systems. Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. Since these renovation activities would occur within existing footprints that are previously disturbed and not disturb new areas, it is expected to not adversely affect biological resources.

Therefore, short-term, construction-related impacts to biological resources associated with the HFC reduction measures would be **less-than-significant**.

#### **Impact 4.3-b: Long-Term Operational Effects on Biological Resources**

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

As discussed in the previous section, incorporation of low-GWP refrigerants to existing residences and commercial buildings and facilities would not result in disturbance to plant and animal habitat or direct mortality of individuals as a result of construction-related activities.

However, operationally, HFO breakdown products include TFA, a mildly phytotoxic, water soluble compound. TFA accumulates in the atmosphere and, due to its high solubility, is deposited on the earth's surface during precipitation events. TFA does not degrade easily by biological and non-biological physiochemical processes, or photochemical breakdown (Russel et. al. 2012). The use of HFO would increase rates of TFA formation, which could potentially accumulate in aquatic environments, including wetlands (Cahill et. al. 2001).

Under Section 612 of the Clean Air Act, U.S. EPA reviews substitutes (i.e., chemicals that may replace one that is currently in use for a specific purpose) within a comparative risk framework. This process is implemented through U.S. EPA's Significant New Alternatives Policy (SNAP) program, which provides an evolving list of alternatives. In more than twenty years since the initial SNAP rule was promulgated, U.S. EPA has modified the SNAP lists many times, most often by expanding the list of acceptable substitutes, but in some cases by prohibiting the use of substitutes previously listed as acceptable. U.S. EPA makes decisions informed by the overall understanding of the environmental and human health impacts as well as the current knowledge regarding available substitutes. When U.S. EPA is determining whether to add a new substitute to the list, they compare the risk posed by the new substitute to the risks posed by other alternatives on the list and determine whether that specific new substitute poses more risk than already-listed alternatives for the same use. Section 612 provides that U.S. EPA must prohibit the use of a substitute where it has determined that there are other available substitutes that pose less overall risk to human health and the environment.

In March 2011, HFO-1234yf was approved as acceptable for use in new passenger cars and light-duty trucks under specific use conditions. As part of the approval process, public comments were received regarding the approval of HFO-1234yf on U.S. EPA's SNAP list. Several issues were addressed including potential environmental impacts, such as those described above associated with TFA's effects on algae. In response to these concerns, U.S. EPA summarized the issue and provided an overview of potential

environmental effects. U.S. EPA determined that the projected maximum TFA concentration in rainwater and in surface water should not result in a significant risk of aquatic toxicology (76 Federal Register 17488) for the following stated reason:

As [the U.S. EPA] developed the proposed rule, the data ... relied on indicated that in the worst case, the highest monthly TFA concentrations in the area with the highest expected emissions, the Los Angeles area, could exceed the no observed adverse effect [level (NOAEL)] for the most sensitive plant species, but annual values would never exceed that value. Further, TFA concentrations would never approach levels of concern for aquatic animals (ICF 2009). In a more recent analysis, ICF (2010a, b, c, e) performed modeling for U.S. EPA using the kinetics and decomposition products predicted specifically for HFO-1234yf and considered revised emission estimates that were slightly lower than in a 2009 analysis (ICF 2009). The revised analysis found a maximum projected concentration of TFA in rainwater of approximately 1,700 ng/L, roughly one-thousandth of the estimate from our 2009 analysis (ICF 2010b). This maximum concentration is roughly 34 percent higher than the 1,264 ng/L reported by Luecken et al. (2009), reflecting the higher emission estimates we used (ICF 2010b). A maximum concentration of 1700 ng/L corresponds to roughly 1/600th of the NOAEL for the most sensitive algae species--thus, it is not a level of concern. We find these additional analyses confirm that the projected maximum TFA concentration in rainwater and in surface waters should not result in a significant risk of aquatic toxicity, consistent with our original proposal.

U.S. EPA's SNAP list considers substitutes based on their end use sector. That is, while HFO-1234yf is approved for use in new passenger cars and light-duty trucks, it would need to be reconsidered for use in other sectors such as commercial refrigeration. In addition, U.S. EPA may be petitioned to de-list alternatives from the SNAP list at any time. Thus, because use of HFOs must be subject to review and on-going monitoring under the U.S. EPA SNAP program, and must not pose a greater risk to the environment or human health than the chemical it is replacing, this impact would be **less-than-significant**.

## **G. Cultural Resources**

### **1. Impacts associated with Black Carbon Measures**

#### ***Impact 5.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Cultural Resources***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be

incorporated into the design of future development projects. These are minor modifications to already disturbed areas that do not result in disturbances to land that could affect cultural resources.

Thus, short-term construction-related and long-term operational impacts on cultural resources associated with black carbon reduction measures would be **less-than-significant**.

## 2. Impacts Associated with Methane Reduction Measures

### ***Impact 5.2-a: Short-Term Construction-Related and Long-Term Operational on Cultural Resources***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Construction activities could require disturbance of undeveloped areas, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways. Demolition of existing structures may also occur before the construction of new buildings and structures. The cultural resources that could potentially be affected by ground disturbance activities could include, but are not limited to, prehistoric and historical archaeological sites, paleontological resources, tribal cultural resources, historic buildings, structures, or archaeological sites associated with agriculture and mining, and heritage landscapes.

Properties important to Native American communities and other ethnic groups, including tangible properties possessing intangible traditional cultural values, also may exist.

Historic buildings and structures may also be adversely affected by demolition-related activities. Such resources may occur individually, in groupings of modest size, or in districts. Because culturally sensitive resources can also be located in developed settings, historic, archeological, and paleontological resources, and places important to

Native American communities, could also be adversely affected by construction of new facilities.

New facilities constructed as a potential compliance response may be located in a region where significant prehistoric or historic-era cultural resources may have been recorded and there remains a potential that undocumented cultural resources could be unearthed or otherwise discovered during ground-disturbing and construction activities. Prehistoric materials might include flaked stone tools, tool-making debris, stone milling tools, shell or bone items, and fire affected rock or soil darkened by cultural activities; examples of significant discoveries would include villages and cemeteries. Historic material might include metal, glass, or ceramic artifacts. Examples of significant discoveries might include former privies or refuse pits (middens).

Due to the possible presence of undocumented cultural resources and paleontological resources, short-term construction-related and long-term operational impacts on cultural resources associated with the methane reduction measures would be potentially significant.

This impact could be reduced to a less-than-significant level by mitigation that can and should be implemented by local lead agencies, but is beyond the authority of the ARB and not within its purview.

#### ***Mitigation Measure 5.2-a***

The Regulatory Setting in Attachment A includes applicable laws and regulations that provide protection of cultural resources. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions with local or State land use approval and/or permitting authority. New or modified facilities in California would qualify as a “project” under CEQA. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA statutes. Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices that are routinely required to avoid and/or minimize impacts to cultural resources include:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance responses to new regulations would coordinate with local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA).
- The local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.
- Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the

environmental impacts of the project. The definition of actions required to mitigate potentially significant cultural impacts may include the following; however, any mitigation specifically required for a new or modified facility would be determined by the local lead agency.

- Retain the services of cultural resources specialists with training and background that conforms to the U.S. Secretary of Interior's Professional Qualifications Standards, as published in Title 36, Code of Federal Regulations, part 61.
- Seek guidance from the State and federal lead agencies, as appropriate, for coordination of Nation-to-Nation consultations with the Native American Tribes.
- Provide notice to Native American Tribes of project details to identify potential Tribal Cultural Resources (TCRs). In the case that a TRC is identified, prepare mitigation measures that:
  - avoid and preserve the resources in place,
  - treat the resource with culturally appropriate dignity,
  - employ permanent conservation easements, and protect the resource.
  - Consult with lead agencies early in the planning process to identify the potential presence of cultural properties. The agencies will provide the project developers with specific instruction on policies for compliance with the various laws and regulations governing cultural resources management, including coordination with regulatory agencies and Native American Tribes.
- Define the area of potential effect (APE) for each project, which is the area within which project construction and operation may directly or indirectly cause alterations in the character or use of historic properties. The APE should include a reasonable construction buffer zone and laydown areas, access roads, and borrow areas, as well as a reasonable assessment of areas subject to effects from visual, auditory, or atmospheric impacts, or impacts from increased access.
- Retain the services of a paleontological resources specialist with training and background that conforms with the minimum qualifications for a vertebrate paleontologist as described in Measures for Assessment and Mitigation of Adverse Impacts to Non-Renewable Paleontologic Resources: Standard Procedures (Society of Vertebrate Paleontology 2010).
- Conduct initial scoping assessments to determine whether proposed construction activities would disturb formations that may contain important paleontological resources. Whenever possible potential impacts to paleontological resources should be avoided by moving the site of construction or removing or reducing the need for surface disturbance. The scoping assessment should be conducted by the qualified paleontological resources specialist in accordance with applicable agency requirements.

The project proponent's qualified paleontological resources specialist would determine whether paleontological resources would likely be disturbed in a project area on the basis of the sedimentary context of the area and a records search for past paleontological finds in the area. The assessment may suggest areas of high known potential for containing resources. If the assessment is inconclusive a surface survey is recommended to determine the fossiliferous potential and extent of the pertinent sedimentary units within the project site. If the site contains areas of high potential for significant paleontological resources and avoidance is not possible, prepare a paleontological resources management and mitigation plan that addresses the following steps:

- a preliminary survey (if not conducted earlier) and surface salvage prior to construction;
- physical and administrative protective measures and protocols such as halting work, to be implemented in the event of fossil discoveries;
- monitoring and salvage during excavation;
- specimen preparation;
- identification, cataloging, curation and storage; and
- a final report of the findings and their significance.

Because the authority to determine project-level impacts and require project-level mitigation lies with the land use approval and/or permitting agency for individual projects, and that the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that the potentially significant short-term construction-related impacts regarding cultural resources associated with black carbon reduction measures could be **potentially significant and unavoidable**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 5.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Cultural Resources***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate high-GWP refrigerants replacements could require minor modifications. Also, some low-GWP refrigerants (e.g., hydrocarbons, ammonia) can power existing systems (U.S. EPA 2010). Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. As it is expected there would be no additional land conversion, there would be no effect on resources considered historically and culturally significant. Thus, short-term construction-related and long-term operational impacts on cultural resources associated with HFC reduction measures would be **less-than-significant**.

## H. Energy Demand

### 1. Impacts Associated with Black Carbon Measures

#### ***Impact 6.1-a: Short-Term Construction-related and Long-Term Operational Effects on Energy Demand***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. While energy would be required to complete construction, it would be temporary and limited in magnitude and not substantially affect energy demand.

The replacement of residential wood burning stoves and fireplaces would gradually cause a shift in fuel types used and could lead to increased winter electricity and gas demand. However, gas and electricity demand would be consistent with typical household consumption, and would not be considered excessive.

When gas pipelines are not available, U.S. EPA-certified or other lower-emitting devices could be used that would not result in a change to the type of fuel used (e.g., wood). Because new wood burning devices are more efficient, the amount of wood fuel needed per household is expected to decline.

Therefore, the short-term construction related and long-term operational impacts to energy demand associated with black carbon reduction measures of the SLCP Strategy would be **less-than-significant**.

### 2. Impacts Associated with Methane Reduction Measures

#### ***Impact 6.2-a: Short-Term Construction-Related Effects on Energy Demand***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction

of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Temporary increases in energy demand associated with the construction of new facilities and modification of existing facilities would include the use of fuels, and gas and energy demands. Typical earth-moving equipment that may be necessary for construction includes: graders, scrapers, backhoes, jackhammers, front-end loaders, generators, water trucks, and dump trucks. While energy would be required to complete construction for any new or modified facilities, it would be temporary and limited in magnitude such that a reasonable amount of energy would be expended.

The short-term construction-related impacts on energy demand associated with the methane reduction measures would be **less-than-significant**.

***Impact 6.2-b: Long-Term Operational Effects on Energy Demand***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

The vapor collection and control requirements related to oil and gas regulations may result in collected vapors being stored temporarily at the collection site and then transferred via truck for disposal in the sales gas system, microturbines, fuel gas system or underground injection well. The potential for an increase in fuel consumption would

be site-specific and dependent on the particular methods used to dispose of vapors. However, any increases in energy consumption would be minimal and not substantial in comparison to the demand associated with an oil and gas facility. Furthermore, in the case that vapor disposal methods use microturbines, energy demand could be decreased as these systems produce electricity that could offset energy needs associated with facilities.

The adoption of solid manure collection and management practices in lieu of current flush-water systems could shift the types of energy use. Flush-water systems rely on large quantities of water that must be pumped and piped in order to be applied. In contrast, solid manure collection practices typically require the use of a skidsteer or mechanical loader with a scraping attachment or a vacuum-type device. The difference in the amount of energy required to power could require different types of fuels (e.g., diesel, electricity) depending on the type of equipment used. This energy use is necessary to maintain sanitary conditions on dairies, and the minimal amount necessary would be used.

Implementation of the methane strategy would create a net increase in traffic and transportation impacts due to the movement of various organic wastes (e.g., manure, solid waste, food waste) to respective anaerobic digesters constructed as a compliance response to the methane reduction measures. For example, dairy farm owners using scrape manure management systems may have increased opportunity to sell or send digested manure to be used for soil amendments or other farm-related practices (e.g., animal bedding). Organic waste that would otherwise decompose in a landfill may need transport to a digester. Further, digestate, a byproduct of anaerobic digestion, would require a system for distribution to agricultural areas and possibly landfills.

However, organic wastes, such as manure and food waste, can be converted to collectable methane from anaerobic digesters. The process involves compressing organic waste combined with various bacteria in an airtight container and allowing respiration to occur in an oxygen free environment. The process produces biogas which is composed of methane and carbon dioxide. Biogas can be collected and refined to fuel quality or pipeline quality methane. This methane can then be used to power on-site activities (e.g., electricity and heat), and/or transported for off-site use (e.g., converted to transportation fuel).

Dairy farms that elect to either build on-site digesters or ship manure to larger digesters could experience energy benefits from methane derived from biogas. Dairy farms with on-site digesters could directly use methane to heat their facilities, and power pumps and machinery. Also, off-site digesters could, when feasible, use methane to add power to the energy grid, which could provide an affordable source of electricity and heat for residences and facilities. In addition, fugitive emissions of methane that would otherwise have leaked from landfills, dairies, and oil and gas facilities can be captured, contained, and used as a cleaner fuel source than petroleum, diesel, and coal. Further, sources of this methane derived from biogas can be considered reliable and renewable resources; therefore, methane derived from biogas can be considered a renewable energy source.

To summarize the effects on energy demand related to the reasonably foreseeable compliance responses: adoption of solid manure collection and management systems in lieu of flush-water systems could result in changes to energy demand and the type of energy used to power operational equipment. This is not expected to result in a substantial demand increase on local or regional energy supplies. In addition, operation of anaerobic digesters (i.e., dairy digesters, wastewater treatment plants, and organic digesters) could supplement the State's energy grid with a source of renewable energy.

Thus, the long-term operational impacts to energy demand associated with the methane reduction measures would be **less-than-significant**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 6.3-a: Short-Term Construction-Related and Long-Term Operational Effects to Energy Demand***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

While energy would be required to complete construction for any modified facilities, this would occur within the existing footprint of existing buildings and facilities and the energy demand would be short-term and negligible in amount.

The operational use of 100 percent CO<sub>2</sub> refrigeration systems in hot climates could produce greater demand for energy; however, ARB does not recommend that CO<sub>2</sub> be used in such cases. In addition, hybrid CO<sub>2</sub> and HFC refrigerant systems, or cascade systems, show no energy penalty in hot climates (Pederson 2012).

Therefore, the short-term construction-related impacts and long-term operational impacts on energy demand associated with the HFC reduction measures under the SLCP Strategy would be **less-than-significant**.

### **I. Geology, Seismicity, and Soils**

#### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 7.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Geology, Seismicity, and Soils***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be

incorporated into the design of future development projects. These are minor modifications that would occur inside structures and would not substantially affect geology, seismicity, and soils.

Removal of wood-burning stoves, heaters, and fireplaces would not cause any operational effects associated with geology, seismicity, and soil such that the structural integrity of a building would be diminished and subsequently vulnerable to seismic-related risks.

Thus, short-term construction related and long-term operational impacts to geology and soils associated with black carbon reduction measures would be **less-than-significant**.

## **2. Impacts Associated with Methane Reduction Measures**

### ***Impact 7.2-a: Short-Term Construction-Related Effects on Geology, Seismicity, and Soils***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Although it is reasonably foreseeable that construction could occur, there is uncertainty as to the exact location of any new facilities or modification of existing facilities. Construction activities could require disturbance of undeveloped areas, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways. These activities would have the potential to adversely affect soil and geologic resources in construction areas.

New facilities could be located in a variety of geologic, soil, and slope conditions with varying amounts of vegetation that would be susceptible to soil compaction, soil erosion, and loss of topsoil during construction. The level of susceptibility varies by location. However, the specific design details, siting locations, and soil compaction and

erosion hazards for particular manufacturing facilities are not known at this time and would be analyzed on a site-specific basis at the project level.

Short-term construction-related impacts to geology and soils associated with the methane reduction measures would be potentially significant.

The impacts to soil and geologic resources could be reduced to a less-than-significant level by mitigation that can and should be implemented by federal, State, and local lead agencies, but is beyond the authority of the ARB and not within its purview.

***Mitigation Measure 7.2-a***

The Regulatory Setting in Attachment A includes applicable laws and regulations that provide protection of geology and soils. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions with local or State land use approval and/or permitting authority. New or modified facilities in California would qualify as a “project” under CEQA. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA statutes.

Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices that are routinely required to avoid and/or minimize impacts to geology and soils include:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance responses to new regulations would coordinate with local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA). The local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.
- Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the environmental impacts of the project. The definition of actions required to mitigate potentially significant geology and soil impacts may include the following; however, any mitigation specifically required for a new or modified facility would be determined by the local lead agency.
- Prior to the issuance of any development permits, proponents of new or modified facilities or infrastructure would prepare a geotechnical investigation/study, which would include an evaluation of the depth to the water table, liquefaction potential, physical properties of subsurface soils including shrink-swell potential (expansion), soil resistivity, slope stability, mineral resources, and the presence of hazardous materials.

- Proponents of new or modified facilities or infrastructure would provide a complete site grading plan, and drainage, erosion, and sediment control plan with applications to applicable lead agencies. Proponents would avoid locating facilities on steep slopes, in alluvial fans and other areas prone to landslides or flash floods, or with gullies or washes, as much as possible. Disturbed areas outside of the permanent construction footprint would be stabilized or restored using techniques such as soil loosening, topsoil replacement, revegetation, and surface protection (i.e., mulching).

Because the authority to determine project-level impacts and require project-level mitigation lies with the land use approval and/or permitting agency for individual projects, and that the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that short-term construction-related impacts to soil and geologic resources associated with black carbon reduction measures would be **potentially significant and unavoidable**.

***Impact 7.2-b: Long-Term Operational Effects on Geology, Seismicity, and Soils***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic materials diverted from landfills into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, such as pipeline installation and methods of disposal of methane vapors, and inspection and monitoring of equipment).

In terms of new requirements at oil and gas facilities, collected methane may be injected into an underground injection well. Based on discussion between ARB and DOGGR, use of underground injections wells would not be substantial (i.e., a 3 percent increase in the amount of methane injected into one well). Furthermore, in the case that an oil and gas facility would need to inject additional gas into an existing well or repurpose an

existing extraction well into a gas injection well, DOGGR analysis and approval would be required. Permitting of a Class II well requires submission of a geologic study and injection plan that identifies all geologic units, formations, freshwater aquifers, and oil or gas zones. (Cal Code Regs., tit. 14, § 1724.7 (b)). Class II permit requirements ensure that injection of hazardous materials would occur at a depth that would prevent surface contamination of soil and water, and minimize risks to the environment.

Manure management practices under the methane reduction measures would occur within existing dairy sites that are likely to contain substantial disturbance to soils. Changing manure practices, such as creating piles of manure or pasturing, could result in increased disturbance to geologic resources, such as compaction and loss of top soil due to trampling and reductions in vegetation. However, dairies are generally located in lands designated for agricultural use, where soil disruption is typical. Manure piles would likely be located in discrete areas. Pasturing cattle typically occurs on a rotational schedule, and maintenance of vegetation is necessary for feeding. Thus, changes in manure management practices should not substantially affect soil resources.

Long-term operational impacts on geology, seismicity, and soils, associated with methane reduction measures, would be **less-than-significant**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 7.3-a: Short-Term Construction- Related and Long-Term Operational Effects on Geology, Seismicity, and Soils***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications. Also, some low-GWP refrigerants (e.g., hydrocarbons, ammonia) can power existing systems (U.S. EPA 2010). Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. Additional land would likely not be required such that geologic-related resources would be impacted by construction activities.

Operation of these modified residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements would not be expected to operationally affect geology or soils because they occur within the existing footprint of these facilities.

Therefore, the short-term construction related and long-term operational impacts to geology and soil resources, related to HFO reduction measures, would be **less-than-significant**.

## **J. Greenhouse Gases**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 8.1-a: Short-Term Construction-Related Effects on Greenhouse Gases***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

The minor construction associated with replacing residential wood burning stoves and fireplaces, or installation at new construction, would be minor construction projects that would not lead to significant GHG emissions.

Therefore, short-term construction-related impacts to GHG associated with black carbon reduction measures of the SLCP Strategy are **less-than-significant**.

#### ***Impact 8.1-b: Long-Term Operational-related Effects on Greenhouse Gases***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters and U.S. EPA-certified devices. This would reduce black carbon emissions associated with residential fireplaces and woodstove, thereby reducing the climate pollutant emissions from these sources.

Black carbon contributes to climate change both directly by absorbing sunlight and indirectly by depositing on snow and by interacting with clouds and affecting cloud formation. In addition to its climate and health impacts, black carbon disrupts cloud formation, precipitation patterns, water storage in snowpack and glaciers, and agricultural productivity.

Conversion of wood burning devices to natural gas fireplaces could result in methane leaks from such devices. These leaks would be similar in magnitude to leaks from other residential natural-gas powered devices such as stoves and water heaters and are anticipated to be minimal and therefore less-than-significant.

With the reduction of black carbon, overall the operational impact would be **beneficial**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 8.2-a: Short-Term Construction-Related Effects on Greenhouse Gases***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction

of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Although it is reasonably foreseeable that construction activities associated with new or modified facilities could occur, there is uncertainty as to the exact location of any new facilities or the reconstruction or modification of existing facilities. Typical earth-moving equipment that may be necessary for these types of construction activities includes: graders, scrapers, backhoes, jackhammers, front-end loaders, generators, water trucks, and dump trucks. Specific, project-related construction activities would result in increased generation of GHG emissions associated with the use of heavy-duty off-road equipment, materials transport, and worker commutes for the duration of the construction phase. Therefore, construction-related GHG emissions are expected to be short-term and limited in amount.

Local agencies, such as air pollution control districts, are generally charged with determining acceptable thresholds of GHG emissions  $\text{MTCO}_2\text{e}/\text{year}$ . Quantification of short-term construction-related GHG emissions is generally based on a combination of methods, including the use of exhaust emission rates from emissions models, such as OFFROAD 2007 and EMFAC 2014. These models require consideration of assumptions, including construction timelines and energy demands (e.g., fuel and electricity). However, a majority of local agencies (e.g., air pollution control districts) do not recommend or require the quantification of short-term construction-generated GHGs for typical construction projects because these only occur for a finite period of time (e.g., during periods of construction) that is typically much shorter than the operational phase. Thus, local agencies generally recommended that GHG analyses focus on operational phase emissions, as discussed in the next impact section, unless the project is of a unique nature requiring atypical (e.g., large scale, long-term) activity levels (e.g., construction of a new dam or levee) for which quantification and consideration (e.g., amortization of construction emissions over the lifetime of the project) may be recommended.

When these short-term construction-related GHG emissions associated with construction activities are considered in relation to the overall long-term operational GHG benefits discussed below, they are not considered substantial.

Therefore, short-term construction-related impacts to GHG associated with the methane reduction measures under the SLCP Strategy are **less-than-significant**.

***Impact 8.2-b: Long-Term Operational Effects on Greenhouse Gases***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatment plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

Methane is the principal component of natural gas and is also produced biologically under anaerobic conditions in ruminants (animals with a four-part stomach, including cattle and sheep), landfills, and waste handling. Atmospheric methane concentrations have been increasing as a result of human activities related to agriculture, fossil fuel extraction and distribution, and waste generation and processing. The atmospheric lifetime of methane is about 12 years. It is well-mixed within the atmosphere, and like other GHGs, warms the atmosphere by blocking infrared radiation (heat) that is re-emitted from the earth's surface from reaching space. Almost all of methane's impact occurs within the first two decades after it is emitted.

Methane is responsible for about 20 percent of current global warming (Kirschke et al. 2013), and methane emissions continue to increase globally. There is particular concern among scientists that continued climate warming may cause massive releases of methane from thawing arctic permafrost, and dissolve frozen methane clathrate deposits trapped within shallow ocean sea floors.

Implementation of the methane reduction measures are aimed to reduce methane emissions from dairies, wastewater treatment plants and oil and gas facilities, and landfills. Although implementation of these measures would likely ultimately replace the use of compliance offset protocol measures now reducing methane in the livestock sector as part of the Cap-and-Trade Regulation, that protocol is responsible for only a relatively small amount of methane reductions (just over 0.5 million tons of offsets to

date over the life of the Cap-and-Trade Regulation, plus early action offsets),<sup>3</sup> and many projects benefitting economically under that program would likely continue operating after their crediting period if they have amortized their start-up costs and the regulatory and economic setting has changed to encourage continued operation. Similarly, though the value of LCFS credits would likely be reduced for new projects after the beginning of regulation, existing projects could continue to capture value for a lengthy crediting period. SB 1383 requires ARB to publish guidance confirming that this crediting period will continue. The guidance development process will provide ARB with an opportunity to fully understand factors bearing upon the continued operation of these projects.

Even if the majority of these projects were to cease operating after their ten-year initial crediting periods, which is not reasonably foreseeable given the regulatory and incentives measures in play, including the effect of financing from offsets and LCFS credits during that period, the total reductions of greenhouse gases produced by the measures in the SLCP Strategy substantially exceed the plausible foregone reductions associated with limitations to the compliance offset protocol.<sup>4</sup>

Accordingly, the reasonably foreseeable compliance responses would result in net reduction of GHGs in the State and nationally in these sectors. This impact would be **beneficial**.

### 3. Impacts Associated with HFC Measures

#### ***Impact 8.3-a: Short-Term Construction Related Effects on Greenhouse Gases***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications. Also, some low-GWP refrigerants (e.g., hydrocarbons, ammonia) can power existing systems (U.S. EPA 2010). Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings and would not constitute major construction. Therefore, construction-related GHG emissions are expected to be short-term and limited in amount.

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<sup>3</sup> See ARB, ARB Offset Credits Issued (Feb. 24, 2016)  
[http://www.arb.ca.gov/cc/capandtrade/offsets/issuance/arb\\_offset\\_credit\\_issuance\\_table.pdf](http://www.arb.ca.gov/cc/capandtrade/offsets/issuance/arb_offset_credit_issuance_table.pdf)

<sup>4</sup> This analysis also applies to other resource areas potentially affected by this shift in the livestock offset program and LCFS program. ARB generally anticipates limited shifts in compliance responses after the crediting periods expire, and correspondingly limited environmental impacts specifically from these shifts.

Thus, short-term construction-related impacts to GHG associated with the HFC reduction measures under the SLCP Strategy are **less-than-significant**.

***Impact 8.3-b: Long-Term Operational Effects on Greenhouse Gases***

HFCs are synthetic gases used in refrigeration, air conditioning, insulating foams, solvents, aerosol products, and fire protection. They are primarily produced for use as substitutes for ozone-depleting substances, including chlorofluorocarbons (CFCs) and hydrochlorofluorocarbons (HCFCs), which are being phased out under the Montreal Protocol. Currently, HFCs are a small fraction of the total climate forcing, but they are the fastest growing source of GHG emissions in California and globally, primarily driven by the increased demand for refrigeration and air conditioning.

The operational effects on GHG emissions by requiring low-GWP refrigeration and air-conditioning systems would be a significant net decrease in GHG emissions from facilities using low-GWP equipment. The lifecycle impact of low-GWP refrigeration and air-conditioning is consistently lower than using traditional high-GWP HFC refrigerants, with the significantly lower GWPs of alternate refrigerants far outweighing the impacts of installing the low-GWP equipment. For example, if R-404A HFC blend refrigerant with a GWP of 3922 is used in a supermarket using 3,000 pounds of refrigerant, with a 20% annual leak rate, the direct GHG impact from refrigerant emissions over an average 15-year equipment lifetime is 16,000 metric tonnes of CO<sub>2</sub>-equivalents (MTCO<sub>2</sub>E), compared to 4 metric tonnes for a similar system using CO<sub>2</sub> as refrigerant. According to the U.S. EPA Greenhouse Gas Equivalencies Calculator, 16,000 MTCO<sub>2</sub>E is equivalent to 3,380 passenger vehicles driven for a year, or 1.8 million gallons of gasoline consumed. When multiplied by the thousands of facilities in California using high-GWP HFCs, the GHG reductions become significant, far outweighing GHGs produced by any short-term limited construction activity.

Ironically, HFC refrigerants have such high GWPs, that carbon dioxide, a greenhouse gas with a GWP of one, is seen as a low-GWP option to replace HFCs. On a statewide level, substantial GHG reductions could be realized from using CO<sub>2</sub> instead of HFC refrigerants with GWPs between 1300 and 4000. For example, if all the HFC usage in CA were to be replaced by CO<sub>2</sub>, the GHG emissions impact would be reduced from 18 million metric tons of carbon dioxide equivalent (MMTCO<sub>2</sub>e) annually to less than .013 MMTCO<sub>2</sub>e annually, a 1400-fold reduction. Additionally, the CO<sub>2</sub> used as refrigerant can be considered a zero net emissions, because the CO<sub>2</sub> is captured from processes where the CO<sub>2</sub> would have been emitted as a by-product.

Thus, because the HFC reduction measures would replace synthetic gases used in refrigeration, air conditioning, insulating foams, solvents, aerosol products, and fire protection with lower-GWP chemicals, this impact would be **beneficial**.

## **K. Hazards and Hazardous Materials**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 9.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Hazards and Hazardous Materials***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. These involve minor construction activities that do not increase the transport, use, or disposal of hazardous materials.

Burning of materials indoors has the potential to release carbon monoxide, an odorless gas that can cause asphyxiation and lead to death. However, various regulations address this potential issue, including the California Building Code which requires any installed gas fireplace to operate using a direct-vent and sealed combustion. Compared to older models, U.S. EPA-certified wood stoves are designed with better insulation and improved air flow, thus resulting in more efficient burning. More efficient burning results in a decrease in CO emissions. This would not increase risks, such as chimney fire or other potential hazards associated with fireplaces and woodstove as operation would be very similar to the older devices. Thus, risks associated with the use of U.S. EPA-certified and gas fireplaces would be similar and not lead to increased risk compared to existing use of older woodstoves and fireplaces.

Therefore, short-term construction related and long-term operational impacts related to hazards and hazardous materials and fire risk associated with black carbon reduction measures would be **less-than-significant**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 9.2-a: Short-Term Construction-Related Effects on Hazards and Hazardous Materials***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support

pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Construction activities may require the transport, use, and disposal of hazardous materials. Construction activities generally use heavy-duty equipment requiring periodic refueling and lubricating fluids. Large pieces of construction equipment (e.g., backhoes, graders) are typically fueled and maintained at the construction site as they are not designed for use on public roadways. Thus, such maintenance uses a service vehicle that mobilizes to the location of the construction equipment. It is during the transfer of fuel that the potential for an accidental release is most likely. Although precautions would be taken to ensure that any spilled fuel is properly contained and disposed, and such spills are typically minor and localized to the immediate area of the fueling (or maintenance), the potential still remains for a substantial release of hazardous materials into the environment. Consequently, the construction activities could create a substantial hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment.

The short-term construction-related impact associated with the methane reduction measures on hazards and hazardous materials would be potentially significant.

The impacts could be reduced to a less-than-significant level by mitigation that can and should be implemented by federal, State, and local lead agencies, but is beyond the authority of the ARB and not within its purview.

***Mitigation Measure 9.2-a:***

The Regulatory Setting in Attachment A includes applicable laws and regulations that pertain to hazards and hazardous materials. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions with local or State land use approval and/or permitting authority. New or modified facilities in California would qualify as a “project” under CEQA. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA statutes. Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices that are routinely required to avoid upset and accident-related impacts include:

Proponents of new or modified facilities constructed as a compliance response would coordinate with local land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA). The

local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.

Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the environmental impacts of the project. The definition of actions required to mitigate potentially significant upset and accident-related hazard impacts may include the following; however, any mitigation specifically required for a new or modified facility would be determined by the local lead agency.

Handling of potentially hazardous materials/wastes should be performed under the direction of a licensed professional with the necessary experience and knowledge to oversee the proper identification, characterization, handling and disposal or recycling of the materials generated as a result of the project. As wastes are generated, they would be placed, at the direction of the licensed professional, in designated areas that offer secure, secondary containment and/or protection from stormwater runoff. Other forms of containment may include placing waste on plastic sheeting (and/or covering with same) or in steel bins or other suitable containers pending profiling and disposal or recycling.

The temporary storage and handling of potentially hazardous materials/wastes should be in areas away from sensitive receptors such as schools or residential areas. These areas should be secured with chain-link fencing or similar barrier with controlled access to restrict casual contact from non-Project personnel. All project personnel that may come into contact with potentially hazardous materials/wastes will have the appropriate health and safety training commensurate with the anticipated level of exposure.

Because the authority to determine project-level impacts and require project-level mitigation lies with the land use approval and/or permitting agency for individual projects, and that the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that short-term construction impacts regarding upset and accident-related hazards associated with the methane reduction measures would be **potentially significant and unavoidable**.

***Impact 9.2-b: Long-Term Operational Effects on Hazards and Hazardous Materials***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to

biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

Implementation of strategies to reduce methane would include the modification of existing wastewater treatment plants to include or expand anaerobic digesters, and the construction of dairy and organic waste digesters. Through the use of anaerobic digestion, methane that would otherwise emit into the atmosphere is captured to fuel on- and off-site uses. The respiration of bacteria in an oxygen-free environment produces biogas, a gaseous mixture of methane and carbon dioxide. Unintentional releases of biogas from anaerobic digesters or pipelines could pose risks to human health and safety. For example, biogas could be released from a leak or rupture of a facility or one of the pipe segments. If the gas reaches a combustible mixture and an ignition source is present, a fire and/or explosion could occur, resulting in possible injuries and/or deaths.

Compliance with existing safety regulations and widely-accepted industry standards would minimize the hazard to the public and the environment. Operation of facilities would comply with the California fire code, local building codes (including requirements for the installation of fire suppression systems), and gas pipeline regulations. The local fire agency would be responsible for enforcing the provisions of the fire code. The California Public Utilities Commission (CPUC) regulates the safety of gas transmission pipelines. Standard safety measures for anaerobic treatment facilities that would minimize the potential for exposure to biogas include leak detection systems, warning signals, and safety flares to reduce excess gas capacity. If released to the environment, methane would be dispersed rapidly in air, minimizing the hazards of exposure.

Operation of anaerobic digesters could result in risks to human health. The digesters are compressed to seal out oxygen to permit anaerobic respiration to occur. In the case that a person gained entry by accident, asphyxiation would occur; however, California Occupational Safety and Health Administration (Cal/OSHA) is responsible for enforcing workplace safety standards, which include confined space and lockout procedures (California Department of Resources Recycling and Recovery [CalRecycle] 2011).

Although there is uncertainty as to the exact locations of new anaerobic digesters and modifications to wastewater treatment plants and oil and gas facilities, these would likely occur within existing footprints or in areas with consistent zoning where hazardous materials are currently in use. Thus, implementation of the methane reduction measures would not be anticipated to result in locating new plants, stations, or modifications near

schools, public (or public use) airports, private airstrips, or wildlands; or on sites included on a list of hazardous materials sites or impair implementation of or physically interfere with an adopted emergency response or evacuation plan. Thus, the potential for spills of hazardous materials that could affect the general public or sensitive receptors (e.g., schools) would not be anticipated. In addition, as noted above, the handling of hazardous materials would be required to comply with all applicable federal, State and local laws. As a result, this impact would be less-than-significant.

Thus, the effect of hazards and hazardous materials as a result of implementation of the methane reduction measures under the SLCP Strategy would be **less-than-significant**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 9.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Hazards and Hazardous Materials***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications. Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment). However, it is expected that this level of upgrade would not increase the handling of hazardous materials during construction and the handling of hazardous materials would be required to comply with all applicable federal (e.g., Cal/OSHA), State, and local laws.

Implementation of low-GWP compliance measures may result in the use or increase in use of hazardous chemicals. The phase out of high-GWP HFCs would increase demand for low-GWP substitutes including ammonia, CO<sub>2</sub>, hydrocarbons, low-GWP HFCs, and HFOs. Depending on the replacement chemical used, there may be an increased risk to public safety. For example, while the hydrocarbon, cyclopentane, and cyclopentane blends have a lower GWP than HFCs currently in use to make polyurethane insulation, cyclopentane is highly flammable in its pure form; however, once foamed, it is no more hazardous than other blowing agents currently in use. As with any manufacturing processes, a wide variety of redundant engineering and operational safeguards are typically integrated, along with compliance with federal, State, and local environmental and health and safety laws and regulations which address the management and use of flammable and toxic chemicals.

Some potential heat transfer fluids that could be used to replace high-GWP refrigerants, such as propane and ammonia, are highly flammable. HFO-1234yf, a replacement HFO for light-duty vehicle air conditioners, is considered a Category 1 flammable gas and a

simple asphyxiant (Honeywell 2015a). Heavier-than-air refrigerants can concentrate at floor levels and displace breathable oxygen. Inhalation of certain fumes, during accidental release, can also cause human health effects ranging from nausea to death.

However, Chapter 11 of the California Mechanical Code regulates the use of refrigeration systems, equipment, and devices, including the replacement of parts, alterations, and substitution of different refrigerants. This includes requirements for ventilation and exhaust systems, emergency control systems, and alarms. Operational impacts associated with proximity (e.g., for schools and airports) to hazardous materials manufacturing sites would not occur because facilities handling low-GWP replacements would be expected to be located in areas of consistent zoning for industrial use.

Therefore, the short-term construction related and long-term operational impacts to hazards and hazardous materials associated with the phase out of high-GWP HFCs would be **less-than-significant**.

## **L. Hydrology and Water Quality**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 10.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Hydrology and Water Quality***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. These minor modifications to already disturbed areas do not result in significant construction activities that could impact hydrologic resources, rates of discharge, or ground or surface water quality.

Therefore, short-term construction related and long-term operational hydrology and water quality-related impacts from the black carbon measures would be **less-than-significant**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 10.2-a: Short-Term Construction-Related Effects on Hydrology and Water Quality***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and

compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Construction activities could require disturbance of undeveloped areas, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways. Specific construction projects would be required to comply with applicable erosion, water quality standards, and waste discharge requirements (e.g., NPDES, SWPPP). However, construction project may add impervious surfaces that could increase runoff on an on-going basis, encounter groundwater resources during excavation activities, and cause erosion that could degrade water quality. In addition, depending on the location of a proposed project, people or structures could be located in a floodplain.

Short-term construction-related impacts to hydrologic resources associated with the methane reduction measures would be potentially significant.

Impacts to hydrologic resources could be reduced to a less-than-significant level by mitigation that can and should be implemented by federal, State, and local lead agencies, but is beyond the authority of the ARB and not within its purview.

***Mitigation Measure 10.2-a:***

The Regulatory Setting in Attachment A includes applicable laws and regulations in regards to hydrology and water quality. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions with local or State land use approval and/or permitting authority. New or modified facilities in California would qualify as a “project” under CEQA. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA statutes.

Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices that are routinely required to avoid and/or mitigate hydrology and water quality-related impacts include the following:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance responses to the SLCP Strategy would coordinate with local or State land use agencies to seek entitlements for

development including the completion of all necessary environmental review requirements (e.g., CEQA). The local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.

- Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the environmental impacts of the project. The definition of actions required to mitigate potentially significant hydrology and water quality impacts may include the following; however, any mitigation specifically required for a new or modified facility would be determined by the local lead agency.
- Under the oversight of the local lead agency, prior to issuance of any construction permits, the proponents for proposed projects would prepare a stormwater drainage and flood control analysis and management plan. The plans would be prepared by a qualified professional and would summarize existing conditions and the effects of project improvements, and would include all appropriate calculations, a watershed map, changes in downstream flows and flood elevations, proposed on- and off-site improvements, features to protection downstream uses, and property and drainage easements to accommodate downstream flows from the site. Project drainage features would be designed to protect existing downstream flow conditions that would result in new or increased severity of offsite flooding.
- Establish drainage performance criteria for off-site drainage, in consultation with county engineering staff, such that project-related drainage is consistent with applicable facility designs, discharge rates, erosion protection, and routing to drainage channels, which could be accomplished by, but is not limited to: (a) minimizing directly connected impervious areas; (b) maximizing permeability of the site; and, (c) stormwater quality controls such as infiltration, detention/retention, and/or biofilters; and basins, swales, and pipes in the system design.
- The project proponent would design and construct new facilities to provide appropriate flood protection such that operations are not adversely affected by flooding and inundation. These designs would be approved by the local or State land use agency. The project proponent would also consult with the appropriate flood control authority on the design of offsite stream crossings such that the minimum elevations are above the predicted surface-water elevation at the agency's designated design peak flows. Drainage and flood prevention features shall be inspected and maintained on a routine schedule specified in the facility plans, and as specified by the county authority.
- As part of subsequent project-level planning and environmental review, the project proponent shall coordinate with the local groundwater management authority and prepare a detailed hydrogeological analysis of the potential project-related effects on groundwater resources prior to

issuance of any permits. The proponent shall mitigate for identified adverse changes to groundwater by incorporating technically achievable and feasible modifications into the project to avoid offsite groundwater level reductions, use alternative technologies or changes to water supply operations, or otherwise compensate or offset the groundwater reductions.

Because the authority to determine project-level impacts and require project-level mitigation lies with the land use approval and/or permitting agency for individual projects, and that the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that short-term construction-related impacts to hydrology and water quality associated with the methane reduction measures would be **potentially significant and unavoidable**.

***Impact 10.2-b: Long-Term Operational Effects on Hydrology and Water Quality***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

Modifications to oil and gas facilities would not involve an increased use of water resources nor result in the contamination of surface and groundwater. These activities would be minor. Further, improvements to oil and gas facilities would reduce leaks of methane and oil which could otherwise contaminate sources of surface and groundwater. By preventing leaks from occurring, water quality would be maintained or improved.

Flush-water lagoon management systems are currently used for the majority of milking cows in California. The process requires large quantities of water to sweep manure into

a localized area, typically lagoons, where it undergoes anaerobic fermentation. The liquid manure effluent is then diluted with irrigation water (typically groundwater) and applied to croplands and fields by way of flood irrigation. As California enters into a more uncertain future with regards to water security, methods of water conservation should be encouraged and implemented. The only way currently known to reduce dairy water consumption significantly is by switching away from water-inefficient flood irrigation of dairy feed crops into more water-efficient irrigation, and that typically requires switching away from flushwater manure management. Under the SLCP Strategy, dairy operators could implement solid manure collection and management systems, which helps open up more opportunities for using more water-efficient irrigation practices which could require substantially less water than typical systems that utilize flush-water management combined with flood irrigation. Thus, the potential for decreasing groundwater supply needs could be reduced with solid manure management systems compared to flush-water lagoon management systems.

Dairy operators may also implement digester facilities. Due to the fact that anaerobic digesters (i.e., dairy digesters, wastewater treatment plants, organic waste digesters) themselves do not significantly change nutrient management compared to lagoons, they could still result in the contamination of local waterways and groundwater resources. Dairy manure contains nutrients, organic matter, salts, microorganisms, pathogens, and fecal bacteria. If improperly managed, constituents and/or byproducts of anaerobic digestion could continue to pollute water quality by contributing excess nutrients, bacterial pathogens, and oxygen-demanding materials (RWQCB 2010). Application of manure, digestate, and/or improper application timing or rates of manure to agricultural land may lead to increased nitrogen oxide and nitrous oxide emissions, soil contamination, and/or nutrient leaching, etc. However, Wastewater Discharge Requirements (WDRs) are required for each facility to address surface water discharges of digestate or manure constituents. In addition, regulations prohibit surface water discharges (unless covered by an NPDES permit), appropriate setbacks for facilities from surface water bodies, lined detention ponds, application of digestate at agronomic rates to surrounding lands, and implementation of a groundwater monitoring system to detect when leaks occur.

Finally, dairy operators may pasture cattle herds or store manure on-site to reduce methane emissions from manure. Pasturing of cattle or drying of manure on-site may result in contamination of groundwater and discharge of contaminants into surface water. Irrigation-required to maintain pastures, and rain events, may increase rates of polluted runoff that can result in adverse water quality. The extent to which adverse water quality effects could occur depends on various factors including unique hydrology, topography, climate, and land uses of specific regions. However, dairies that could be converted from lagoon-based manure management systems to pasture or open drying systems, as a result of implementation of the SLCP Strategy, contain physical features (e.g., no off-property discharge) and/or have obtained appropriate permits (e.g., NPDES, WDRs). Physical features of specific properties and permit

requirements could help reduce the likelihood that there would be substantial adverse effects related to water quality.

Thus, overall the long-term operational impacts related to the methane reduction measures, would be **less-than-significant**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 10.3-a: Short-Term Construction Related and Long-Term Operational Effects on Hydrology and Water Quality***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerant replacements could require minor modifications. Also, some low-GWP refrigerants (e.g., hydrocarbons, ammonia) can power existing systems (U.S. EPA 2010). Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. These construction-related activities would not be anticipated to generate substantial wastewater outflow such that ground or surface water contamination would occur. Such activities would be minor and would not cause alteration of an existing drainage pattern. Further, as modifications would be associated with existing buildings and facilities there would not be increased exposure to seiche, mudflow, or flood. Thus, there would be no effect on hydrology and water quality associated with the minor modifications potentially needed on existing residences, commercial buildings and facilities.

Implemented the HFC reduction measures could result in an increased use of HFOs, which have the potential to result in a long-term effect on hydrology and water quality. Some of these effects would occur because of the global HFC phase-down, and the SLCP Strategy would cause only possible incremental increased use of these replacement compounds. Nonetheless, these potential effects are discussed here for full information purposes. Long-term effects of emissions of HFOs as a result of HFC reduction measures on water quality are not well known at this time, but the decomposition of HFOs in the atmosphere lead to the formation of TFA which can affect water quality. HFOs react with OH to form trifluoroacetyl fluoride, which is rapidly hydrolyzed in the presence of atmospheric moisture to form TFA. TFA leaves the atmosphere by dry deposition or precipitation onto the land and surface waters. TFA is mildly phytotoxic and a strong organic acid. It is highly soluble and persistent, with no known degradation mechanism in water. Most freshwater and marine aquatic species that have been tested are relatively insensitive to TFA, although algal species appear to

have a wider range of sensitivity to TFA, with some algal species being highly sensitive (Russell et al. 2012).

Increased TFA from the breakdown of HFO emissions in the atmosphere currently appears to be negligible, although HFO emissions would be expected to increase significantly as they replace high-GWP HFCs. If half of all current HFC uses and emissions were to be comprised of HFOs, the daily emissions of HFOs into the atmosphere of California would be approximately 80,000 pounds per day.

Earlier studies indicated that naturally-occurring TFA concentrations were far in excess of those that could occur as a result of atmospheric oxidation of human-made fluorocarbons, and TFA from HFOs would have a negligible impact on the environment (Hurley et al. 2008, Boutonnet et al. 1999). As a naturally occurring chemical, more than 200,000,000 tonnes of TFA is present in the oceans, having apparently accumulated over many million years from chemical reactions in or around sub-sea volcanic vents (Frank et. al. 2002).

However, more recent studies concluded that TFAs from human-made hydrofluorocarbons, especially those that would be converted from future HFO emissions, would by far exceed naturally-occurring TFA concentrations. Researchers who modeled only light-duty mobile vehicle air-conditioning emissions of HFOs concluded that the effect on the environment would be negligible and 60 to 80 times lower than the lowest safe levels of TFA (to aquatic species) (Luecken et. al. 2010, Henne et. al. 2012) ). Studies are lacking that show the effects of TFA from a full conversion of HFCs to HFOs. ARB data indicate that light-duty mobile vehicle air-conditioning comprise only 10 percent of HFC emissions by simple mass (metric tonnes or pounds) (Gallagher et. al. 2014). Therefore, it is reasonable to conclude that the TFA impact would be ten times greater if all HFC uses were to convert to HFOs. The TFA levels in water would then be 6 to 8 times lower than the lowest safe levels of TFA instead of 60 to 80 times lower.

As discussed above under Impact 4.3-b, U.S. EPA's SNAP list considers substitutes (i.e., chemicals that may replace one that is currently in use for a specific purpose) based on their end use sector. That is, while HFO-1234yf is approved for use in new passenger cars and light-duty trucks, it would need to be reconsidered for use in other sectors such as commercial refrigeration. U.S. EPA makes decisions informed by the overall understanding of the environmental and human health impacts as well as the current knowledge regarding available substitutes. When U.S. EPA is determining whether to add a new substitute to the list, they compare the risk posed by the new substitute to the risks posed by other alternatives on the list and determine whether that specific new substitute poses more risk than already-listed alternatives for the same use. Section 612 provides that U.S. EPA must prohibit the use of a substitute where it has determined that there are other available substitutes that pose less overall risk to human health and the environment. In addition, U.S. EPA may be petitioned to de-list alternatives from the SNAP list at any time.

As described above, implementation of the SLCP Strategy would not be expected to result in exceedance of the lowest safest level of TFA in water. In addition, use of HFOs must be subject to review and on-going monitoring under the U.S. EPA SNAP program, and must not pose a greater risk to the environment or human health than the chemical it is replacing.

Therefore, the short-term construction related and long-term operational impacts to hydrology and water quality associated with the phase out of high-GWP HFCs would be **less-than-significant**.

## **M. Land Use and Planning**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 11.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Land Use and Planning***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. These are minor modifications to already developed areas and would not affect land use and planning.

Therefore, short-term construction related and long-term operational land use and planning impacts from the black carbon measures would be **less-than-significant**.

Potential environmental impacts associated with land use change on agriculture and forestry, biology, geology and soils, and hydrology are discussed in further detail under Impacts 2.1-a, 4.1-a, 7.1-a, and 10.1-a.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 11.2-a: Short-Term Construction-Related and Long-Term Operational Effects on Land Use and Planning***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction and operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to

support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic materials diverted from landfills into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, such as pipeline installation and methods of disposal of methane vapors, and inspection and monitoring of equipment).

Short-term construction-related and long-term operational impacts on land use and planning associated with implementation of the methane reduction measures under the SLCP Strategy may not be consistent with existing and planned land uses (e.g., vehicle fueling stations within lands zoned for agricultural uses). The environmental consequences of land use changes are considered in their respective sections of the Revised Draft EA.

Potential environmental impacts associated with land use change on agriculture and forestry, biology, geology and soils, and hydrology and their related mitigation measures are discussed in further detail under Impacts 2.2-a, 2.2-b, 4.2-a, 4.2-b, 7.2-a, 7.2-b, 10.2-a, and 10.2-b.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 11.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Land Use and Planning***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications. Also, some low-GWP refrigerants (e.g., hydrocarbons, ammonia) can power existing systems (U.S. EPA 2010). Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings, which in areas with consistent zoning, where original permitting and analyses considered land use and planning issues.

Therefore, short-term construction related and long-term operational impacts on land use and planning associated with implementation of the HFC reduction measures would not lead to any inconsistencies with existing and planned land uses and this impact is **less-than-significant**.

Potential environmental impacts associated with land use change on agriculture and forestry, biology, geology and soils, and hydrology are discussed in further detail under Impacts 2.3-a, 4.3-a, 4.3-b, 7.3-a, 10.3-a.

## **N. Mineral Resources**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 12.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Mineral Resources***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. Because the construction would occur in areas already disturbed, there would be no land use changes that would affect the availability of mineral resources or a mineral resource recovery site during either construction or operation.

Thus, short-term construction-related and long-term operational mineral resources impacts associated with black carbon reduction measures would be **less-than-significant**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 12.2-a: Short-Term Construction-Related and Long-Term Operational Effects on Mineral Resources***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction and operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic materials diverted from landfills into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, such as pipeline installation and methods of disposal of methane vapors, and inspection and monitoring of equipment).

Implementation of strategies to reduce methane would include the modification of existing wastewater treatment plants to include or expand anaerobic digesters, and the construction of dairy and organic waste digesters. Although it is reasonably foreseeable that construction activities could occur, the location and extent of construction activities related to new or modified manufacturing facilities cannot be determined at this time.

However, new facilities would likely occur within existing footprints or in areas with consistent zoning, where original permitting and analyses considered these issues. As a result, construction and operation of new facilities for anaerobic digestion would not affect the availability of a known mineral resource or recovery site. Compliance responses that would involve modifications to existing facilities would not affect the availability of known mineral resources because construction and operation would occur within existing sites that contain buildings or are otherwise highly disturbed.

Thus, short-term construction-related and long-term operational mineral resources impacts associated with the methane reduction measures would be **less-than-significant**.

### 3. Impacts Associated with HFC Measures

#### ***Impact 12.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Mineral Resources***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications. Also, some low-GWP refrigerants (e.g., hydrocarbons, ammonia) are already used in existing systems (U.S. EPA 2010). Buildings could be required to undergo extensive retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. Thus, supplemental land would not be required such that the availability of a known mineral source would be affected.

Thus, short-term construction related and long-term operational mineral resources impacts associated with the HFC reduction measures would be **less-than-significant**.

## O. Noise

### 1. Impacts Associated with Black Carbon Measures

#### ***Impact 13.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Noise***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be

incorporated into the design of future development projects. These are minor short-term construction projects that would be expected to be performed internally such that construction generated noise would not expose persons to excessive or adverse noise. Operation of the replacement gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices does not lead to any significant increase in noise.

Therefore, short-term construction related and long-term operational impacts on noise from the black carbon measures would be **less-than-significant**.

### ***Mitigation Measure 13.1-b***

## **2. Impacts Associated with Methane Reduction Measures**

### ***Impact 13.2-a: Short-Term Construction-Related Effects on Noise***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Construction noise levels that could result from reasonably foreseeable compliance responses would fluctuate depending on the particular type, number, size, and duration of usage for the varying equipment. The effects of construction noise largely depend on the type of construction activities occurring on any given day, noise levels generated by those activities, distances to noise sensitive receptors, and the existing ambient noise environment in the receptor's vicinity. Construction generally occurs in several discrete stages, each phase requiring a specific complement of equipment with varying equipment type, quantity, and intensity. These variations in the operational characteristics of the equipment change the effect they have on the noise environment of the project site and in the surrounding community for the duration of the construction process.

To assess noise levels associated with the various equipment types and operations, construction equipment can be considered to operate in two modes, mobile and stationary. Mobile equipment sources move around a construction site performing tasks in a recurring manner (e.g., loaders, graders, dozers). Stationary equipment operates in

a given location for an extended period of time to perform continuous or periodic operations. Operational characteristics of heavy construction equipment are additionally typified by short periods of full-power operation followed by extended periods of operation at lower power, idling, or powered-off conditions.

Additionally when construction-related noise levels are being evaluated, activities that occur during the more noise-sensitive evening and nighttime hours are of increased concern. Because exterior ambient noise levels typically decrease during the late evening and nighttime hours as traffic volumes and commercial activities decrease, construction activities performed during these more noise-sensitive periods of the day can result in increased annoyance and potential sleep disruption for occupants of nearby residential uses.

The site preparation phase typically generates the most substantial noise levels because of the on-site equipment associated with grading, compacting, and excavation, which uses the noisiest types of construction equipment. Site preparation equipment and activities include backhoes, bulldozers, loaders, and excavation equipment (e.g., graders and scrapers). Construction of large structural elements and mechanical systems could require the use of a crane for placement and assembly tasks, which may also increase noise levels. Although a detailed construction equipment list is not currently available, based on this project type it is expected that the primary sources of noise would include backhoes, bulldozers, and excavators. Noise emission levels from typical types of construction equipment can range from approximately 74 to 94 dBA at 50 feet.

Based on this information and accounting for typical usage factors of individual pieces of equipment and activity types, on-site construction could result in hourly average noise levels of 87 dBA  $L_{eq}$  at 50 feet and maximum noise levels of 90 dBA  $L_{max}$  at 50 feet from the simultaneous operation of heavy-duty equipment and blasting activities, if deemed necessary. Based on these and general attenuation rates, exterior noise levels at noise-sensitive receptors located within thousands of feet from project sites could exceed typical standards (e.g., 50/60 dBA  $L_{eq}/L_{max}$  during the daytime hours and 40/50 dBA  $L_{eq}/L_{max}$  during the nighttime hours). Additionally, construction activities may result in varying degrees of temporary groundborne noise and vibration, depending on the specific construction equipment used and activities involved. Groundborne noise and vibration levels caused by various types of construction equipment and activities (e.g., bulldozers, blasting) range from 58 – 109 VdB and from 0.003 – 0.089 in/sec PPV at 25 feet. Similar to the above discussion, although a detailed construction equipment list is not currently available, based on this project type it is expected that the primary sources of groundborne vibration and noise would include bulldozers and trucks. According to the FTA, levels associated with the use of a large bulldozer and trucks are 0.089 and 0.076 in/sec PPV (87 and 86 VdB) at 25 feet, respectively. With respect to the prevention of structural damage, construction-related activities would not exceed recommended levels (e.g., 0.2 in/sec PPV). However, based on FTA's recommended procedure for applying a propagation adjustment to these reference levels, bulldozing

and truck activities could exceed recommended levels with respect to the prevention of human disturbance (e.g., 80 VdB) within 275 feet.

Thus, implementation of reasonably foreseeable compliance responses could result in the generation of short-term construction noise in excess of applicable standards or that result in a substantial increase in ambient levels at nearby sensitive receptors, and exposure to excessive vibration levels.

Short-term construction-related impacts on noise associated with the methane reduction measures would be potentially significant.

This impact could be reduced to a less-than-significant level by mitigation that can and should be implemented by local lead agencies, but is beyond the authority of the ARB and not within its purview.

***Mitigation Measure 13.2-a:***

The Regulatory Setting in Attachment A includes, but is not limited to, applicable laws and regulations that pertain to noise. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that could be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions with local or State land use approval and/or permitting authority. New or modified facilities in California would qualify as a “project” under CEQA. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA statutes. Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices that are routinely required to avoid and/or minimize noise include:

- Proponents of new facilities constructed under the reasonably foreseeable compliance responses would coordinate with local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA). The local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.
- Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the environmental impacts of the project. The definition of actions required to mitigate potentially significant noise impacts may include the following; however, any mitigation specifically required for a new or modified facility would be determined by the local lead agency.
- Ensure noise-generating construction activities (including truck deliveries, pile driving, and blasting) are limited to the least noise-sensitive times of day (e.g., weekdays during the daytime hours) for projects near sensitive receptors.

- Consider use of noise barriers, such as berms, to limit ambient noise at property lines, especially where sensitive receptors may be present.
- Ensure all project equipment has sound-control devices no less effective than those provided on the original equipment.
- All construction equipment used would be adequately muffled and maintained.
- Consider use of battery-powered forklifts and other facility vehicles.
- Ensure all stationary construction equipment (i.e., compressors and generators) is located as far as practicable from nearby sensitive receptors or shielded.
- Properly maintain mufflers, brakes and all loose items on construction and operation related vehicles to minimize noise and address operational safety issues. Keep truck operations to the quietest operating speeds. Advise about downshifting and vehicle operations in sensitive communities to keep truck noise to a minimum.
- Use noise controls on standard construction equipment; shield impact tools.
- Consider use of flashing lights instead of audible back-up alarms on mobile equipment.
- Install mufflers on air coolers and exhaust stacks of all diesel and gas-driven engines.
- Equip all emergency pressure relief valves and steam blow-down lines with silencers to limit noise levels.
- Contain facilities within buildings or other types of effective noise enclosures.
- Employ engineering controls, including sound-insulated equipment and control rooms, to reduce the average noise level in normal work areas.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that the potentially significant short-term construction-related impact regarding noise resulting from the construction of new facilities or reconstruction of existing facilities associated with the methane reduction measures could be **potentially significant and unavoidable**.

***Impact 13.2-b: Long-Term Operational Effects on Noise***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

New sources of noise associated with implementation of the methane reduction measures could include operation of new facilities, such as dairy and wastewater treatment anaerobic digesters; and installation of new equipment (i.e. generator sets) associated with modification to dairies, and wastewater treatment and oil and gas facilities. Flares, which can emit high levels of noise, may be used at digesters and oil and gas facilities to dispose of methane vapors. However, flares at digesters would not be expected to operate except for emergency purposes; and, flares installed at oil and gas facilities would be enclosed and meet low-NOx standards. Thus, flares installed as a result of implementation of the SLCP Strategy would not substantially affect noise levels. Depending on the proximity to existing noise-sensitive receptors, digester and new equipment noise levels could exceed applicable noise standards and result in a substantial increase in ambient noise levels.

Long-term operational noise impacts associated with methane reduction measures could be potentially significant.

***Mitigation Measure 13.2-b:***

The Regulatory Setting in Attachment A includes, but is not limited to, applicable laws and regulations that pertain to noise. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that could be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions with local or State land use approval and/or permitting authority. New or modified facilities in California would qualify as a “project” under CEQA. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA statutes. Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices that are routinely required to avoid and/or minimize noise include:

- All powered equipment shall be used and maintained according to manufacturer's specifications.
- Public notice of activities shall be provided to nearby noise-sensitive receptors of potential noise-generating activities.
- All motorized equipment shall be shut down when not in use. Idling of equipment or trucks shall be limited to 5 minutes.
- All heavy equipment and equipment staging areas shall be located as far as possible from nearby noise-sensitive land uses (e.g., residential land uses, schools, hospitals, places of worship, recreation resources).
- To achieve an interior noise level less than applicable noise standards, the installation of double pane windows and building insulation shall be offered to residences directly affected by significant operational noise levels generated by the noise-generating facility. If accepted by the home owner, the project applicant shall provide the funding necessary to install the appropriate noise-reducing building improvements.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that the potentially significant long-term operational-related impacts regarding noise resulting from the operation of new or existing facilities and equipment associated with the methane reduction measures could be **potentially significant and unavoidable**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 13.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Noise***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerants replacements could require minor modifications. Also, some low-GWP

refrigerants (e.g., hydrocarbons, ammonia) can power existing systems (U.S. EPA 2010). Buildings could be required to undergo moderate retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. Construction-related activity would be expected to be performed internally such that construction generated noise would not expose persons to excessive or adverse noise.

Replacing high-GWP refrigerants, foam expansion agents, aerosol propellants, and other related uses for HFC would not change operations of the related devices. Similarly, existing facilities that incorporate low-GWP compounds into their manufacture process would not generate additional levels of noise as compared to current conditions. Thus, there would be no substantial increases in noise associated with the operational use of low-GWP compounds.

Therefore, the short-term construction related and long-term operational noise impacts associated with the HFC reduction measures would be **less-than-significant**.

## **P. Population and Housing**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 14.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Population and Housing***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Replacing residential wood burning stoves and fireplaces are relatively minor construction projects carried out by individuals or small crews and employment would be short term in nature. These activities would not be expected to substantially affect the employment base or where local jurisdictions have planned for increased population and employment growth. Thus, both the construction and operational activities would not require new additional housing to accommodate or generate changes in land use.

Therefore, short-term construction-related and long-term operational impacts associated with black carbon reduction measures on population and housing would be **less-than-significant**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 14.2-a: Short-Term Construction-Related and Long-Term Operational Effects on Population and Housing***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction

and operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic materials diverted from landfills into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, such as pipeline installation and methods of disposal of methane vapors, and inspection and monitoring of equipment).

Construction activities would be anticipated to require relatively small crews, and demand for these crews would be temporary (e.g., 6 – 12 months per project). Therefore, a substantial amount of construction worker migration would not be likely to occur, and a sufficient construction employment base would likely be available.

Operation of these new facilities would not be expected to require new additional housing or generate changes in land use that could conflict with adopted plans.

The implementation of the methane reduction measures under the SLCP Strategy is not expected to lead to job losses or large-scale worker displacement. Operation of new digestion facilities for diverted organic waste and manure would create job opportunities for communities located near digester sites.

Although anaerobic digesters constructed in response to the methane reduction measures would vary in size, it should be noted that medium-sized digesters can be maintained by as few as two to three employees. Large-scale digesters could require up to 16 employees (Institute for Self Reliance 2010). Operation of the facilities could be automatically run with little staff involvement required. The minimal increase in employment opportunity would not require the construction of additional housing within communities containing digesters.

Therefore, short-term construction-related and long-term operational impacts on population growth, and displacement of housing or people associated with the methane reduction measures would be **less-than-significant**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 14.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Population and Housing***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire

suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Buildings and facilities that adopt low-HFC refrigerants, foaming agents, and aerosols could be required to undergo moderate retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. Construction activities could be performed by relatively small crews and employment would be short term in nature. Once new systems have been installed, the current employment base would continue to operate commercial facilities. Construction- and operational impacts to population and housing associated with modifications to existing facilities would not be substantial.

Thus, short-term construction-related and long-term operational impacts to population and housing associated with the HFC reduction measures under the SLCP Strategy would be **less-than-significant**.

## **Q. Public Services**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 15.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Public Services***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. This consists of minor temporary construction projects in areas with appropriate zoning and would not lead to a substantial increase in job or population growth that could adversely impact schools, parks, or police and fire protection and any increased demand on public services or new or physically altered governmental facilities.

As a result, short-term construction-related and long-term operational impacts, associated with black carbon reduction measures on public services would be **less-than-significant**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 15.2-a: Short-Term Construction-Related and Long-Term Operational Effects on Public Services***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction and operation of new or modified digesters, either on-site or centralized, for dairies,

landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic materials diverted from landfills into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, such as pipeline installation and methods of disposal of methane vapors, and inspection and monitoring of equipment).

Although it is reasonably foreseeable that activities associated with new or modified facilities could occur, there is uncertainty as to the exact location or character of any new facilities or modification of existing facilities. However, these would likely occur within footprints of existing facilities, or in areas with zoning that would permit the development of manufacturing or industrial uses. Construction activities would be anticipated to require relatively small crews, and demand for these crews would be temporary (e.g., 6 – 12 months per project). Therefore, it would be anticipated that the need for a substantial amount of construction worker migration would not occur and that a sufficient construction employment base would likely be available.

Operation of new or modified facilities would create employment opportunities for surrounding communities; however, operational activities would not require new additional housing to accommodate or generate changes in land use and, therefore, would not affect the provision of public services.

Although anaerobic digesters constructed in response to the methane reduction measures would vary in size, it should be noted that medium-sized digesters can be maintained by a few as two to three employees. Large-scale digesters could require up to 16 employees (Institute for Self Reliance 2010). Operation of the facilities could be automatically run with little staff involvement required. The minimal increase in employment opportunity would not place substantially greater strain on public services within communities containing digesters.

As a result, short-term construction-related and long-term operational impacts, associated with the methane reduction measures, on response time for fire protection, police protection, schools, parks, and other public facilities would be **less-than-significant**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 15.3-a: Short-Term Construction Related Effects on Public Services***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants,

foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Buildings and facilities that adopt low-HFC refrigerants, foaming agents, and aerosols could be required to undergo moderate retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. Construction activities could be performed by relatively small crews and employment would be short-term in nature. Therefore these activities do not result in substantial population growth that could adversely impact schools, parks, or police and fire protection. Once new systems have been installed, the current employment base would continue to operate commercial facilities and lead to any increased demand on public services or new or physically altered governmental facilities.

Thus, short-term construction-related and long-term operational impacts to public services associated with the HFC reduction measures under the SLCP Strategy would be **less-than-significant**.

## **R. Recreation**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 16.1-a: Short-Term Construction-Related and Long-Term Operational Effects on Recreation***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. This consists of minor temporary construction projects. It is expected there would be a sufficient construction employment base available to meet this demand for construction and there would be no increased demand on population such that it could affect recreation resources .

As a result, short-term construction-related and long-term operational impacts, associated with black carbon reduction measures on recreation would be **less-than-significant**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 16.2-a: Short-Term Construction-Related and Long-Term Operational Effects on Recreation***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction

and operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic materials diverted from landfills into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, such as pipeline installation and methods of disposal of methane vapors, and inspection and monitoring of equipment).

These activities would likely occur within footprints of existing manufacturing facilities, or in areas with appropriate zoning. In addition, demand for these crews would be temporary (e.g., 6 – 12 months per project) and would not be anticipated to substantially increase regional population levels. Construction and operational activities associated with reasonably foreseeable compliance responses would not be anticipated to result in increased use of regional parks and other recreational facilities, such that existing neighborhood and regional parks or other recreational facilities would be substantially deteriorated. Construction crews would be temporary, but facilities would require employees to run new or modified facilities; however, increases in population would not be substantial and the demand for new (or expansion of) recreational-related facilities is not anticipated.

Although anaerobic digesters constructed in response to the methane reduction measures would vary in size, it should be noted that medium-sized digesters can be maintained by as few as two to three employees. Large-scale digesters could require up to 16 employees (Institute for Self Reliance 2010). Operation of the facilities could be automatically run with little staff involvement required. The minimal increase in employment opportunity would not create an increased demand on recreational facilities within communities containing digesters.

Therefore, short-term construction-related and long-term operational impacts on regional parks or other recreational facilities associated with the methane reduction measures would be **less-than-significant**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 16.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Recreation***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire

suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may modifications to existing facilities.

Buildings and facilities that adopt low-HFC refrigerants, foaming agents, and aerosols could be required to undergo moderate retrofitting to incorporate new technologies (e.g., compression calibration for refrigeration systems, foam expansion equipment); however, this would be expected to happen within the existing footprint of such buildings. Construction activities could be performed by relatively small crews and employment would be short term in nature. It is expected that there is a sufficient employment base to handle the short-term construction-related activities. Once new systems have been installed, it is anticipated the current employment base would be capable of supplying workers to operate commercial facilities. Thus, the communities would not experience a substantial increase in population growth that could produce strain on recreational resources that could result in the deterioration of existing recreation facilities or construction of new recreation facilities.

Thus, short-term construction-related and long-term operational impacts to recreation associated with the HFC reduction measures under the SLCP Strategy would be **less-than-significant**.

## **S. Transportation and Traffic**

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 17.1-a: Short-Term Construction-Related Effects on Transportation and Traffic***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Construction associated with replacing residential wood burning stoves and fireplaces would occur within the boundaries of existing structures, or new installations would be incorporated into the design of future development projects. An increase in trips traveled could occur during the installation of these devices; however, this would occur over an extended time period and would not be anticipated to generate a substantial increase in demand on the transportation sector because these are relatively minor construction projects carried out by small crews and would be temporary in nature. This would not create a spike in transportation needs such that there would be conflict with applicable programs, plans, ordinances, or policies (e.g., performance standards, congestion management). There are no operational impacts to transportation or traffic resulting from implementation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Thus the short-term construction-related and long-term operational impacts associated with the black carbon reduction measure would be **less-than-significant**.

## 2. Impacts Associated with Methane Reduction Measures

### ***Impact 17.2-a: Short-Term Construction-Related Effects on Transportation and Traffic***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: construction of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., installing scrape manure systems or using equipment such as manure vacuums, storage silos and tanks, and facilities to support pasturing of cattle or a hybrid of both pasture and conventional systems); the development of organic material composting facilities that would convert organic wastes diverted from landfills (e.g., yard waste, green wastes, food) into composted materials; and the collection and reduction of methane emissions from oil and gas facilities (which may include modifications to existing facilities, pipeline replacement or reconstruction activities, inspection and monitoring, and disposal of methane vapors).

Although detailed information about potential specific construction activities is not currently available, it would be anticipated to result in short-term construction traffic (primarily motorized) from worker commute- and material delivery-related trips. The amount of construction activity would vary depending on the particular type, number, and duration of usage for the varying equipment, and the phase of construction. These variations would affect the amount of project-generated traffic for both worker commute trips and material deliveries. Depending on the amount of trips generated and the location of new facilities, implementation could conflict with applicable programs, plans, ordinances, or policies (e.g., performance standards, congestion management); and/or result in hazardous design features and emergency access issues from road closures, detours, and obstruction of emergency vehicle movement, especially due to project-generated heavy-duty truck trips.

Thus, short-term construction-related impacts on transportation and traffic associated with methane reduction measures could be potentially significant.

This impact on transportation and traffic could be reduced to a less-than-significant level by mitigation that can and should be implemented by local lead agencies, but is beyond the authority of the ARB and not within its purview.

### ***Mitigation Measure 17.2-a:***

The Regulatory Setting in Attachment A includes applicable laws and regulations in regards to transportation. ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions

with local or State land use approval and/or permitting authority. New or modified facilities in California would qualify as a “project” under CEQA. The jurisdiction with primary approval authority over a proposed action is the Lead Agency, which is required to review the proposed action for compliance with CEQA statutes. Project-specific impacts and mitigation would be identified during the environmental review by agencies with project-approval authority. Recognized practices that are routinely required to avoid and/or minimize construction traffic impacts include:

- Proponents of new facilities constructed would coordinate with local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA). The local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.
- Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the environmental impacts of the project. The definition of actions required to mitigate potentially significant traffic impacts may include the following; however, any mitigation specifically required for a new or modified facility would be determined by the local lead agency.
- Minimize the number and length of access, internal, service and maintenance roads and use existing roads when feasible.
- Provide for safe ingress and egress to/from the proposed project site. Identify road design requirements for any proposed roads, and related road improvements.
- If new roads are necessary, prepare a road siting plan and consult standards contained in federal, State, or local requirements. The plans should include design and construction protocols to meet the appropriate roadway standards and be no larger than necessary to accommodate their intended functions (e.g., traffic volume and weight of vehicles). Access roads should be located to avoid or minimize impacts to washes and stream crossings, follow natural contours and minimize side-hill cuts. Roads internal to a project site should be designed to minimize ground disturbance. Excessive grades on roads, road embankments, ditches, and drainages should be avoided, especially in areas with erodible soils.
- Prepare a Construction Traffic Control Plan and a Traffic Management Plan.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and that the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that the potentially significant impact regarding traffic resulting from the construction of new facilities or modification of existing facilities associated with the methane reduction measures would be **potentially significant and unavoidable**.

***Impact 17.2-b: Long-Term Operational Effects on Transportation and Traffic***

Reasonably foreseeable compliance responses that could result from implementation of the methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

Solid manure collection systems could be operated by dairy employees and would not require supplemental delivery trips during operation. No substantial changes to traffic patterns would result from scraping activities; however, the operation of centralized anaerobic digesters could potentially generate traffic impacts due to movement of manure and organic waste from point of origin to the receiving facility. New fueling stations associated with digesters may increase traffic flows on local roads for on- and off-site fleets. In addition, monitoring of oil and gas facilities for the purpose of reducing escaped methane emissions would also generate an increase in miles traveled. Additionally, commute routes of future employees could generate increased daily trips. At this programmatic level of analysis, the location of these facilities cannot be determined; therefore impacts to applicable traffic plans cannot be accurately predicted at present.

Thus, long-term operational impacts on transportation and traffic, associated with methane reduction measures, could be potentially significant.

This impact on transportation and traffic could be reduced to a less-than-significant level by mitigation that can and should be implemented by local lead agencies, but is beyond the authority of the ARB and not within its purview.

***Mitigation Measure 17.2-b: Implement Mitigation Measure 17.2-a***

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and that the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that the potentially significant impact regarding traffic resulting from the operation of new facilities or modification of existing facilities and implementation of oil and gas monitoring associated with the methane reduction measures would be **potentially significant and unavoidable**.

**3. Impacts Associated with HFC Measures**

***Impact 17.3-a: Short-Term Construction-Related and Long-Term Operational Effects on Transportation and Traffic***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Existing residences, commercial buildings, and facilities that incorporate low-GWP refrigerant replacements could require minor modifications. An increase in trips traveled could occur during the installation of these devices; however, this would occur over an extended time period and would not be anticipated to generate a substantial increase in demand on the transportation sector. In addition, although construction-related activities associated with the physical alteration of existing buildings and facilities for the adoption of low-GWP compounds could generate construction worker-related miles traveled, this would be temporary and would create minimal demand on the transportation sector. Impacts associated with the incorporation of low-GWP refrigerants, foam expanding agents, and aerosols to transportation and traffic would be less-than-significant.

Following the installation of the low-GWP powered appliances and technologies, routine maintenance (e.g., refills) would be required, but such operational activity would not create strain on transportation because it would be similar to the existing need for routine maintenance.

Therefore, the short-term construction related and long-term operational impacts to transportation and traffic associated with the phase out of high-GWP HFCs would be **less-than-significant**.

## **T. Utilities and Service Systems**

Impacts on utilities and service systems are of a long-term nature, thus, short-term effects are not addressed below.

### **1. Impacts Associated with Black Carbon Measures**

#### ***Impact 18.1-a: Long-Term Operational Effects on Utilities and Service Systems***

Reasonably foreseeable compliance responses that could result from implementation of the proposed black carbon reduction measures include increased installation of gas fireplaces, electric heaters, gas heaters, and U.S. EPA-certified devices.

Replacement of wood-burning stoves and fireplaces with electric heaters, gas heaters, U.S. EPA-certified and gas fireplaces would not include installation of supporting infrastructure related to wastewater or stormwater management. Disposal would not be substantial compared to typical household needs, which could be serviced by existing landfills and recycling facilities and would not produce strain on these services such that new facilities would be required.

Thus, long-term operational impacts on utilities and services systems, associated with the black carbon reduction measures under the SLCP Strategy would be **less-than-significant**.

### **2. Impacts Associated with Methane Reduction Measures**

#### ***Impact 18.2-a: Long-Term Operational Impacts to Utilities and Service Systems***

The methane reduction measures under the SLCP Strategy could include: operation of new or modified digesters, either on-site or centralized, for dairies, landfills and wastewater treatments plants to convert manure, organic wastes, and solid wastes to biogas (which may include electricity generator sets, biogas storage tanks and compression and cleaning equipment, above ground pipeline systems, transmission poles and wires, and vehicle fueling stations); changes to manure management systems and practices at dairies (e.g., scrape manure systems or equipment such as manure vacuums, storage silos and tanks, and pasturing of cattle or a hybrid of both pasture and conventional systems); the operation of organic material composting facilities that would convert organic materials diverted from landfills into compostable materials; and, the collection and reduction of methane emissions from oil and gas facilities (which may include inspection and monitoring of infrastructure and disposal of methane vapors).

Reasonably foreseeable compliance responses associated with the methane reduction measures could result in new demand for water, wastewater, electricity, and gas services. Generally, facilities would be sited in areas with existing utility infrastructure—or areas where existing utility infrastructure is easily assessable. New or modified utility

installation, connections, and expansion would be subject to the requirements of the applicable utility providers.

The improved maintenance and monitoring of oil and gas facilities would not result in any impacts to utilities and service systems in that exceedance of local RWQCB standards for wastewater would not occur. Also, implementation of this compliance response would not result in the construction of new or expanded wastewater treatment or storm water drainage facilities, landfill servicing, or the generation of solid waste.

Lagoon-based systems use a substantial amount of water, primarily related to dilution requirements for land application. Conversion to non-lagoon systems scrape based systems, irrigation of pastures, and use of digesters, etc. would demand water; however, it would be expected to be substantially less than the demand associated with lagoons combined with flood irrigation of cropland.

Thus, implementation of the SLCP Strategy could reduce water demands related to dairies in California.

Methods to reduce fugitive methane emissions include the operation of anaerobic digesters across a number of sectors. Animal, organic, and human waste can be anaerobically digested to produce controlled methane, which can then be captured and used as a renewable energy source. It should be noted that the water demands of digesters vary depending on size, scale, capacity, and feedstock (product to be digested); therefore, water demand is not consistent as varying combinations of facility size and feedstock dryness dictate water needs. Further, anaerobic digesters produce digestate, which can be managed in several ways: compost, land applications, fertilizer, and landfill cover. Therefore, it can be assumed that a digester could potentially need landfill servicing.

Dairy, organic waste, and wastewater treatment anaerobic digesters are discussed with respect to utilities and service systems independently below. As a compliance response to the methane reduction measures, dairies could construct on-site digesters as a method of manure management. As the current flush-water method of manure management requires a large amount of water, dairies that adopt on-site digestion would have sufficient water supplies for operation, and would not require the construction or expansion of wastewater treatment facilities. On-site digesters would result in new impermeable surfaces; however, this area would be small in comparison to the dairy as a whole and would not affect stormwater flow. Stormwater facilities would not need to be constructed.

Development of off-site centralized dairy digester facilities could require new water and wastewater treatment facilities or connection to a municipal system. Water would be required to increase the liquid content of manure feedstock as well as water down the resulting effluent; however, this water could be non-potable. Digesters located near dairy facilities could be supplied by groundwater or irrigation districts; digesters within urban areas would be supplied by a municipal source. Domestic water use (e.g.,

restrooms for employees) could be serviced by septic systems, or, for digesters near urban areas, could connect to a municipal system. Additionally, compliance with WDRs, NPDES and SWPPP permitting, and additional local permits as discussed in Section 10, "Hydrology and Water Quality," would ensure that exceedance of local RWQCB wastewater treatment requirements would not occur (RWQCB 2010). Construction of new or expanded storm water drainage facilities could result from the development of off-site digesters, but as the location of these facilities is uncertain, the conditions under which a facility may require supplemental storm water management cannot be predicted nor adequately analyzed.

Anaerobic digesters constructed for the management of organic waste could create additional strains on utilities and service systems. Organic waste digesters constructed within the vicinity of an existing solid waste disposal facility would likely not require supplemental water, but those constructed independently would need to connect to a municipal source or use a groundwater well. Organic waste digesters may dispose of resulting digestate by distributing it amongst various agricultural areas or convey it to a wastewater treatment facility. The latter would put additional pressure on wastewater facilities to comply with the treatment and disposal requirements of the SWRCB and the local RWQCB (CalRecycle 2011). The locations of these facilities is, at this time, uncertain, and therefore supplemental storm water drainage facilities could be required with project implementation depending on the characteristics of future project sites.

A potential compliance response would be the expansion of wastewater treatment facilities to adopt the process of anaerobic digestion, expand existing anaerobic digesters, and potentially dispose of digestates originating from other facilities. Unlike the digesters discussed above, no new wastewater treatment plants would need to be constructed to comply with the methane reduction measures. These facilities would be modified to increase capacity of anaerobic digestion. Wastewater treatment plants inherently receive a stable source of water; therefore, increased levels of digestion would not exceed water supplies available. Further, plants cannot operate without complying with the wastewater treatment requirements established by the governing RWQCB and SWRCB. Digestate could be disposed of on-site. It would not be expected that construction or expansion of storm water drainage facilities would be required.

The operation of digester systems at dairies, organic compost facilities, and wastewater treatment plants designed to export electricity or biogas for off-site use or consumption could potentially create impacts for electric and gas utilities and their service systems. Exported electricity generated by digesters would necessitate interconnection with the local electricity distribution grid and may require safety equipment and engineering upgrades to local distribution systems owned and operated by electric utilities. The export or injection of digester-derived biogas into natural gas pipeline systems would require interconnection infrastructure with local utility-owned pipeline systems and may require biogas upgrading to meet the constituency standards and heating values of their pipeline systems. (Note that CEC and CPUC are currently involved in proceedings for biomethane under AB 1900; see Attachment A).

Any new or modified facilities, no matter their size and location would be required to seek local or State land use approvals prior to their development. In addition, part of the land use entitlement process for facilities proposed in California requires that each of these projects undergo environmental review consistent with the requirements of CEQA and the CEQA Guidelines. Through the environmental review process, utility and service demands would be calculated; agencies would provide input on available service capacity and the potential need for service-related infrastructure including expansions to wastewater treatment plants, new water supply entitlements and infrastructure, storm water infrastructure, and solid waste handling capacity (e.g., landfills). Resulting environmental impacts would also be determined through this process.

Thus, long-term operational impacts on utilities and services systems, associated with the methane reduction measures could be potentially significant.

This impact could be reduced to a less-than-significant level by mitigation that can and should be implemented by local lead agencies, but is beyond the authority of the ARB and not within its purview.

***Mitigation Measure 18.2-a:***

ARB does not have the authority to require implementation of mitigation related to new or modified facilities that would be approved by local jurisdictions. The ability to require such measures is under the purview of jurisdictions with local or the corresponding state land use approval and/or permitting authority. There is uncertainty surrounding the location of construction activities, and therefore the applicable local or state laws adopted to reduce construction-related impacts to utilities and service systems will vary by state, or possibly country. The measures discussed below are based on recognized practices used in California that are routinely required to avoid and/or mitigate utilities and service systems-related impacts, and could be implemented regardless of location:

- Proponents of new facilities constructed as a result of reasonably foreseeable compliance responses would coordinate with the corresponding local or State land use agencies to seek entitlements for development including the completion of all necessary environmental review requirements (e.g., CEQA, NEPA). The local or State land use agency or governing body must comply with applicable regulations and would approve the project for development.
- Based on the results of project level environmental review, project proponents would implement all feasible mitigation identified in the environmental document to reduce or substantially lessen the environmental impacts of the project. The definition of actions required to mitigate potentially significant utility or service-related impacts may include the following; however, any mitigation specifically required for a new or modified facility would be determined by the local lead agency.

- Comply with local plans and policies regarding the provision of water supply, wastewater treatment, and storm water drainage utilities, and solid waste services.
- Where an on-site wastewater system is proposed, submit a permit application to the appropriate local jurisdiction.
- Comply with local plans and policies regarding the provision of wastewater treatment services.

Because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects, and the programmatic analysis does not allow project-specific details of mitigation, there is inherent uncertainty in the degree of mitigation ultimately implemented to reduce the potentially significant impacts.

Consequently, while impacts could be reduced to a less-than-significant level by land use and/or permitting agency conditions of approval, this Revised Draft EA takes the conservative approach in its post-mitigation significance conclusion and discloses, for CEQA compliance purposes, that the potentially significant impact to utilities and service systems resulting from the operation of new facilities associated with the methane reduction measures would be **potentially significant and unavoidable**.

### **3. Impacts Associated with HFC Measures**

#### ***Impact 18.3-a: Long-Term Operational Effects on Utilities and Service Systems***

The HFC reduction measures under the SLCP Strategy contain actions to reduce HFC emissions within the State through replacing high-GWP HFCs, used as refrigerants, foam expansion agents, aerosol propellants, and to a lesser extent, as solvents and fire suppressants, with low-GWP compounds such as ammonia, CO<sub>2</sub>, hydrocarbons, lower-GWP HFCs, and HFOs. This may require modifications to existing facilities.

Installation of low-GWP compound-powered appliances and technology would be inherently minor or moderate and would create similar demand on utilities and service systems. Additional wastewater treatment or stormwater drainage infrastructure would not be a result of operation of low-GWP devices. Solid waste would not be generated.

Thus, long-term operational impacts on utilities and services systems, associated with the phase out of high-GWP HFCs would be **less-than-significant**.

## **5.0 CUMULATIVE AND GROWTH-INDUCING IMPACTS**

### **A. Approach to the Cumulative Analysis**

This section satisfies requirements of the California Environmental Quality Act (CEQA) to discuss how the project being analyzed would contribute to cumulative impacts. The California Air Resources Board's (ARB or Board) certified regulatory program (Cal. Code Regs., tit. 17, § 60000-60008) does not provide specific direction on a cumulative impacts analysis, and while ARB by virtue of its certified program is exempt from Chapters 3 and 4 of CEQA and corresponding sections of the CEQA Guidelines, the Guidelines nevertheless contain useful information for preparation of a thorough and meaningful cumulative analysis for the Short-Lived Climate Pollutant Reduction Strategy (SLCP Strategy).

CEQA requires a lead agency to discuss a cumulative impact if the project's incremental effect combined with the effects of other projects is "cumulatively considerable." (Cal. Code Regs., tit. 14 § 15130, subd. (a).) The discussion of cumulative impacts need not provide as much detail as the discussion of effects attributable to the project alone. (Cal. Code Regs., tit. 14 § 15130, subd. (a).) Where a lead agency is examining a project with an incremental effect that is not "cumulatively considerable," a lead agency need not consider that effect significant, but must briefly describe its basis for concluding that the incremental effect is not cumulatively considerable.

In considering cumulative impacts, an agency may prepare a list of past, present, and probable future projects that will produce related or cumulative impacts, or rely on a summary of projections contained in an adopted planning document or an adopted or certified environmental document for the planning document. (Cal. Code Regs., tit. 14 § 15130, subd. (b).) The pertinent discussion of cumulative impacts contained in one or more previously certified environmental impact reports (EIRs) may be incorporated by reference pursuant to provisions for tiering and program EIRs, and no further cumulative analysis is required when the lead agency determines the regional and area wide impacts have already been addressed in the prior certified EIR. (Cal. Code Regs., tit. 14 § 15130, subd. (d).)

The SLCP Strategy is a later activity that was described in the First Update to the Scoping Plan (Scoping Plan Update), which was evaluated in a programmatic Environmental Analysis (EA) and certified in May 2014. While ARB could have relied on the cumulative analysis from the Scoping Plan Update and do no further cumulative analysis, ARB chose to summarize any additional information about cumulative and growth-inducing impacts associated with the recommended actions in the SLCP Strategy identified for each resource topic evaluated in Chapter 4 of this Revised Draft EA in combination with the cumulative impacts described in the Scoping Plan Update EA, as described in more detail in section C below.

## **B. Significance Determinations and Mitigation**

Implementation of the SLCP Strategy is determined to potentially result in cumulatively considerable contributions to significant cumulative impacts to certain resource areas, as discussed below. While suggested mitigation is provided for each potential cumulatively considerable contribution to a significant impact, some of the mitigation needs to be implemented by other agencies. Where impacts cannot be feasibly mitigated to less-than-significant, the Revised Draft EA recognizes the impact as significant and unavoidable, and the Board will need to make the appropriate findings for any significant and unavoidable environmental impacts of the SLCP Strategy as part of the approval process.

## **C. Cumulative Impact Analyzed in the Scoping Plan Update EA**

For purposes of this analysis, ARB is relying on the summary of projections contained in the EA prepared for the 2014 Scoping Plan Update. The Scoping Plan Update EA, certified by the Board in 2014, was prepared as a program environmental document for the entire statewide plan of greenhouse gas (GHG) reductions strategies, which included the SLCP Strategy. The Scoping Plan Update EA provided a program level review of significant adverse impacts associated with the reasonably foreseeable compliance responses that appeared most likely to occur as a result of implementing the recommended actions identified in each of the nine sectors discussed in the Scoping Plan Update. The impact discussion includes, where relevant, construction-related effects, operational effects of new or modified facilities, and influences of the recommended actions on GHG and air pollutant emissions. The Scoping Plan Update EA considered cumulative impacts of a full range of reasonably foreseeable compliance responses to all the recommendations in all nine sectors, including the SLCP Strategy, along with the expected background growth in California in its impacts conclusions for each resource topic area. That EA considered the cumulative effect of both other “closely related” past, present, and future reasonably foreseeable activities undertaken to reduce GHGs in response to statewide programs and policies, as well other activities with “related impacts.” (Cal. Code Regs., tit. 14 § 15355, subd. (b); 15130, subd. (a)(1).)

A previously approved plan may be used in a cumulative impacts analysis, the pertinent discussion of cumulative impacts contained in one or more previously certified EIRs may be incorporated by reference, and in certain circumstances, no further cumulative impact analysis is required for a project that is consistent with a plan that has a certified EIR. (Cal. Code Regs., tit. 14 § 15130, subd. (d).)

Consistent with these provisions, ARB has determined that for the cumulative analysis of the SLCP Strategy, which was considered in and is consistent with the Scoping Plan Update EA, it is appropriate to rely on the cumulative analysis contained in the Scoping Plan Update EA. The Scoping Plan Update EA is incorporated by reference into this document for the purpose of relying on cumulative analysis and the geographic extent of impact analyses that have already been prepared and presented in the certified EA.

(Cal. Code Regs., tit. 14, § 15168.) ARB has also determined it would be appropriate to provide a summary of that information along with a summary of any additional information about cumulative and growth-inducing impacts associated with the recommended actions analyzed in Chapter 4. Because of the statewide reach of the SLCP Strategy and the longer-term future horizon for achievement of short-lived climate emission reductions, the impact analyses in this programmatic EA for the resource topics in Chapter 4 are inherently cumulative in nature, rather than site or project specific, in that they address the impacts of the reasonably foreseeable compliance responses to the recommended actions in the statewide context. The impact conclusions and mitigation measures in the resource-oriented sections of Chapter 4 are cumulative because they describe the potential impacts associated collectively of the full range of reasonably foreseeable compliance responses, along with expected background growth in California, as appropriate. Therefore, the analysis of cumulative impacts below includes:

- A summary of the cumulative impacts found for each resource area in the Scoping Plan Update EA in May 2014.
- A summary of information about impacts associated with the recommended actions in the SLCP Strategy identified for each resource topic evaluated in Chapter 4 of this Revised Draft EA, which are inherently cumulative in nature.
- A significance conclusion that determines if the SLCP Strategy's contribution to this significant impact would be cumulatively considerable, given the conclusion in Chapter 4 about whether the proposed measures may themselves result in a significant adverse impact on the resource area.

This approach to cumulative impacts analysis is “guided by the standards of practicality and reasonableness” (Cal. Code Regs., tit. 14 § 15130 (b)) and serves the purpose of providing “a context for considering whether the incremental effects of the project at issue are considerable” when judged “against the backdrop of the environmental effects of other projects.” (*CBE v. Cal. Res. Agency* (2002) 103 Cal.App.4th 98, 119.)

## **D. Cumulative Impacts by Resource Area**

### **1. Aesthetics**

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impact to aesthetic resources resulting from new or modified facilities. As discussed in the Scoping Plan Update EA, there is uncertainty as to the specific location of new facilities or the modification of existing facilities. Construction and operation of these facilities (although likely to occur in areas zoned or used for manufacturing or industrial purposes), could conceivably introduce or increase the presence of artificial landscape

elements (e.g., heavy-duty equipment, removal of existing vegetation, buildings) in areas of scenic importance, such as visibility from a State scenic highways.

Construction and operation of these facilities (although likely to occur in areas zoned or used for manufacturing or industrial purposes), could conceivably introduce or increase the presence of artificial landscape elements (e.g., heavy-duty equipment, removal of existing vegetation, buildings) in areas of scenic importance, such as visibility from a State scenic highway. The visual impact of such development would depend on several variables, including the type and size of facilities, distance and angle of view, visual absorption and placement in the landscape. In addition, facility operation may introduce substantial sources of glare, exhaust plumes, and nighttime glare from lighting for safety and security purposes. Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a significant cumulative aesthetics-related impact.

Under the SLCP Strategy, construction activities could include the presence of heavy-duty equipment, vegetation removal, and grading. Long-term visual impacts could result from operation of new facilities that could introduce or increase the presence of visible artificial elements in areas of scenic importance, such as visibility from State scenic highways. The impact analysis in Chapter 4 determined the short-term construction-related and long-term operational aesthetic impacts resulting from the development of new facilities or modification of existing facilities and the operation of projects associated with implementation of the SLCP Strategy would be potentially significant and unavoidable.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in **cumulatively considerable contribution to a significant cumulative impact** on aesthetic resources.

## 2. Agricultural and Forest Resources

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which included the recommendation for the SLCP Strategy, could result in a significant cumulative impact to agricultural and forest resources. As discussed in the Scoping Plan Update EA, there is uncertainty as to the specific location of these new facilities or the modification of existing facilities. Construction of new facilities could result in the conversion of Prime Farmland, Unique Farmland, or

Farmland of Statewide Importance, Williamson Act conservation contracts, or forest land or timberland, resulting in the loss of these resources. Because ARB has no land use authority, mitigation is not within its purview to reduce potentially significant impacts to less-than-significant levels. Compliance with existing land use policies, ordinances, and regulations would serve to minimize this impact. Land use impacts would be further addressed for individual projects through the local development review process.

Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a significant cumulative impact to agricultural and forest resources.

Under the SLCP Strategy, new facilities could be located on agricultural or forest lands, which could result in the conversion of Important Farmland, forest land or timber land to other uses. The impact analysis in Chapter 4 determined the short-term construction-related and long-term operational impacts on agricultural and forest resources resulting from the development of new facilities associated with implementation of the SLCP Strategy would be potentially significant and unavoidable.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant cumulative impact** on agricultural and forest resources.

### 3. Air Quality

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which included the recommendation for the SLCP Strategy, could result in a significant cumulative impact to air quality. As discussed in the Scoping Plan Update EA, reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update could result in an increase in criteria air pollutants and TACs, as well as generate unpleasant odors that could affect sensitive receptors. These would be generated by the use of heavy-duty construction equipment on a short-term basis, as well as longer-term operational impacts associated with anaerobic digestion and composting facilities. Therefore, the Scoping Plan Update could generate emission levels that conflict with applicable air quality plans, violate or contribute substantially to an existing or projected ambient air quality standard violation, result in a cumulatively considerable net increase in non-attainment areas, or expose sensitive receptors to substantial pollutant concentrations or odors.

However, all projects, no matter their size or type, would be required to seek local or State land use approvals prior to their implementation. Part of the land use entitlement process requires that each of these projects undergo environmental review consistent with California environmental law (e.g., CEQA) and other applicable local requirements (e.g., local air district rules and regulations). This environmental review process would assess whether project implementation would result in short-term construction and long-term operational air quality impacts.

Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a cumulative impact to air quality.

Reasonably foreseeable compliance responses associated with the SLCP Strategy could result in a short-term increase in criteria air pollutants and TACs from construction on a short-term basis and possibly long-term operationally from the methane sector depending on the design of future incentive and regulatory programs.

Therefore, the SLCP Strategy could generate emission levels that conflict with applicable air quality plans, violate or contribute substantially to an existing or projected ambient air quality standard violation, result in a cumulatively considerable net increase in non-attainment areas, or expose sensitive receptors to substantial pollutant concentrations or odors. However, all projects, no matter their size or type would be required to seek local or State land use approvals prior to their implementation. Part of the land use entitlement process in California requires that each of these projects undergo environmental review consistent with California environmental law (e.g., CEQA) and other applicable local requirements (e.g., local air district rules and regulations). This environmental review process would assess whether project implementation would result in short-term construction-related and long-term operational air quality impacts.

The impact analysis in Chapter 4 determined the short-term construction-related and long-term operational air quality impacts resulting from the development of new facilities or modification of existing facilities associated with implementation of the SLCP Strategy would be potentially significant and unavoidable.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant cumulative impact** on air quality.

Implementation of the SLCP Strategy would encourage the collection of natural gas from dairies, landfills, and wastewater treatment plants. Generally, odor is a perceived nuisance and an environmental impact. Factors that would affect odor impacts include the design of collection facilities and exposure duration. In general, odors associated with dairies, landfills, and wastewater treatment plants are part of the existing conditions baseline, and are likely to be reduced through the use of a closed system (e.g., digester facilities). In addition, odor impacts are site-specific and the gaseous compounds released during operations would be distributed into the atmosphere in a way that would not allow for combined effects. Thus, implementation of the SLCP Strategy **would not result in a cumulatively considerable contribution to a significant cumulative impact** on odor.

#### 4. Biological Resources

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impacts to biological resources. Implementation of reasonably foreseeable compliance responses associated with recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction and operational activities associated with new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. Construction could require disturbance of undeveloped area, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways. These activities would have the potential to adversely affect biological resources (e.g., species, habitat) that may reside or be present in those areas. Because there are biological species that occur, or even thrive, in developed settings, resources could also be adversely affected by construction and operations within disturbed areas at existing manufacturing facilities or at other sites in areas with zoning that would permit the development of manufacturing or industrial uses.

The biological resources that could be affected by construction and operation associated with implementation of new regulations and/or incentive measures under the Scoping Plan Update would depend on the specific location of any necessary construction and its environmental setting. Harmful impacts could include modifications to existing habitat; including removal, degradation, and fragmentation of riparian systems, wetlands, or other sensitive natural wildlife habitat and plant communities; interference with wildlife movement or wildlife nursery sites; loss of special-status species; and/or conflicts with the provisions of adopted habitat conservation plans, natural community conservation plans, or other conservation plans or policies to protect natural resources. Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan

Update, which includes the SLCP Strategy, could result in a significant cumulative impact on biological resources.

Implementation of reasonably foreseeable compliance responses associated with the SLCP Strategy could also require construction and operational activities associated with new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. Construction might result in disturbance of undeveloped areas through such activities as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways.

The biological resources that could be affected by construction and operation associated with implementation of new regulations and/or incentive measures, would depend on the specific location of any necessary construction and its environmental setting. Harmful impacts could include modifications to existing habitat; including removal, degradation, and fragmentation of riparian systems, wetlands, or other sensitive natural wildlife habitat and plant communities; interference with wildlife movement or wildlife nursery sites; loss of special-status species; and/or conflicts with the provisions of adopted habitat conservation plans, natural community conservation plans, or other conservation plans or policies to protect natural resources.

The impact analysis in Chapter 4 determined the short-term construction-related and long-term operational impacts on biological resources, would be potentially significant and unavoidable.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant cumulative impact** on biological resources.

## 5. Cultural Resources

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impacts to cultural resources. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction activities associated with new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. Construction activities could require disturbance of undeveloped area, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new

buildings, and paving of parking lots, delivery areas, and roadways. Demolition of existing structures may also occur before the construction of new buildings and structures. The cultural resources that could potentially be affected by ground disturbance activities could include, but are not limited to, prehistoric and historical archaeological sites, paleontological resources, historic buildings, structures, or archaeological sites associated with agriculture and mining, and heritage landscapes. Properties important to Native American communities and other ethnic groups, including tangible properties possessing intangible traditional cultural values, also may exist. Historic buildings and structures may also be adversely affected by demolition-related activities. Such resources may occur individually, in groupings of modest size, or in districts. Because culturally sensitive resources can also be located in developed settings, historic, archeological, and paleontological resources, and places important to Native American communities, could also be adversely affected by construction of new facilities. Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a significant cumulative impact on cultural resources.

Implementation of the SLCP Strategy could result in earth-moving activities that could affect cultural resources. Implementation of reasonably foreseeable compliance responses associated with the SLCP Strategy could also require construction activities associated with new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. Construction activities could require disturbance of undeveloped area, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways. Demolition of existing structures may also occur before the construction of new buildings and structures. The cultural resources that could potentially be affected by ground disturbance activities could include, but are not limited to, prehistoric and historical archaeological sites, paleontological resources, historic buildings, structures, or archaeological sites associated with agriculture and mining, and heritage landscapes. Properties important to Native American communities and other ethnic groups, including tangible properties possessing intangible traditional cultural values, also may exist. Historic buildings and structures may also be adversely affected by demolition-related activities. Such resources may occur individually, in groupings of modest size, or in districts. Because culturally sensitive resources can also be located in developed settings, historic, archeological, and paleontological resources, and places important to Native American communities, could also be adversely affected by construction of new facilities.

The impact analysis in Chapter 4 determined the short-term construction-related and long-term operational impacts on cultural resources resulting from the development of

new facilities or modification of existing facilities and operation of measures, associated with implementation of the SLCP Strategy, would be potentially significant and unavoidable.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant cumulative impact** on cultural resources.

## 6. Energy Demand

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, would not result in a significant cumulative impact to energy demand. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction and operational activities associated with new or modified facilities or infrastructure. Temporary increases in energy demand associated with new facilities would include fuels used during construction, and gas and electric operational demands. Typical earth-moving equipment that may be necessary for construction includes: graders, scrapers, backhoes, jackhammers, front-end loaders, generators, water trucks, and dump trucks. While energy would be required to complete construction for any new or modified facilities or infrastructure projects, it would be temporary and limited in magnitude and would not result in sustained increases in demand that would adversely affect energy supplies. Therefore, the Scoping Plan Update EA determined the Scoping Plan Update would not result in a cumulative impact relative to construction-related energy demand.

The Scoping Plan Update EA also determined long-term operational energy demand impacts associated with the recommended actions under the Scoping Plan Update could result in increased energy demand. For instance, transport of materials to biomass plants could increase diesel demand. These demands would not be substantial with consideration of the various projects because, in part, energy would be produced. Thus no cumulative impact on long-term operational energy demand associated with the Scoping Plan Update would occur.

Implementation of reasonably foreseeable compliance responses associated with the SLCP Strategy could also require construction and operational activities associated with new or modified facilities or infrastructure. Temporary increases in energy demand associated with new facilities would include fuels used during construction, and gas and electric operational demands. Typical earth-moving equipment that may be necessary for construction includes: graders, scrapers, backhoes, jackhammers, front-end loaders, generators, water trucks, and dump trucks. While energy would be required to complete

construction for any new or modified facilities or infrastructure projects, it would be temporary and limited in magnitude and would not result in sustained increases in demand that would adversely affect energy supplies. Further, it is expected that operation of new or modified facilities would not result in a substantial demand increase on local or regional energy supplies. In addition, operation of anaerobic digesters (i.e., dairy digesters, wastewater treatment plants, and organic digesters) could supplement the State's energy grid with a source of renewable energy

Based on the conclusions in Chapter 4, the short-term construction-related and long-term operational impacts on energy demand resulting from the development of new facilities or modification of existing facilities and operation of projects, associated with implementation of the SLCP Strategy, would be less-than-significant. Energy demands from individual projects and activities would not be expected to combine such that excessive use would be required beyond what would be necessary. Generally, a shift in the types of energy would occur toward less petroleum-based fuels. Therefore, the SLCP Strategy **would not make a cumulatively considerable contribution such that a cumulative impact would occur** related to energy demand.

## 7. Geology and Soils

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impact on geology and soils. Implementation of the reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction and operational activities associated with new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. Construction and operation could be located in a variety of relatively high-risk geologic and soil conditions that may be potentially hazardous. For instance, the seismic conditions at the site of a new facility may have high to extremely high seismic-related fault rupture and ground shaking potential associated with earthquake activity. New facilities could also be subject to seismic-related ground failure, including liquefaction and landslides. Construction and operational activities could be located in a variety of geologic, soil, and slope conditions with varying amounts of vegetation that would be susceptible to soil erosion. Strong ground shaking could also trigger landslides in areas where the natural slope is naturally unstable or is over-steepened by the construction of access roads and structures. Construction and operation could also occur in locations that would expose facilities and structures to expansive soil conditions. Development of new facilities could be susceptible to the presence of expansive soils particularly in areas of fine-grained sediment accumulation typically associated with playas, valley bottoms, and local low-lying areas.

The specific design details, siting locations, seismic hazards, and geologic, slope, and soil conditions for any particular facilities that could occur as a result of reasonably foreseeable compliance responses were not known and would be analyzed on a site-

specific basis at the project level. Therefore, the Scoping Plan Update EA determined development of these facilities could expose people and structures to relatively high levels of risk associated with strong seismic ground shaking, including liquefaction and landslides, and instability. These geologic, seismic, and soil-related conditions could result in damage to structures, related utility lines, and access roads, blocking access and posing safety hazards to people.

Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a significant cumulative impact on geology and soils.

Implementation of the reasonably foreseeable compliance responses associated with the SLCP Strategy could also require construction and operational activities associated with new or modified facilities or infrastructure. Although it is reasonably foreseeable that construction could occur, there is uncertainty as to the exact location of any new facilities or modification of existing facilities. Construction activities could require disturbance of undeveloped areas, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways. These activities would have the potential to adversely affect soil and geologic resources in construction areas.

New facilities could be located in a variety of geologic, soil, and slope conditions with varying amounts of vegetation that would be susceptible to soil compaction, soil erosion, and loss of topsoil during construction. The level of susceptibility varies by location. However, the specific design details, siting locations, and soil compaction and erosion hazards for particular manufacturing facilities are not known at this time and would be analyzed on a site-specific basis at the project level. Therefore, the impact analysis in Chapter 4 determined the short-term construction-related impacts on geology, seismicity, and soils resulting from the development of new facilities or modification of existing facilities, associated with implementation of the methane measures in the SLCP Strategy, would be potentially significant and unavoidable.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to the short-term construction related significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant short-term cumulative impact** on geology and soils.

Chapter 4 determined there would be less-than-significant long-term operational impacts on geology, seismicity, and soils. Thus, the SLCP Strategy **would not make a cumulatively considerable contribution to a long-term cumulative impact** on geology and soils.

## 8. Greenhouse Gases

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result cumulatively beneficial impact to greenhouse gases. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction activities associated with new or modified facilities or infrastructure. Specific, project-related construction activities could result in increased generation of short-term GHG emissions in limited amounts associated with the use of heavy-duty off-road equipment, materials transport, and worker commutes. The Scoping Plan Update EA determined the short-term construction related GHG emissions impacts associated with reasonably-foreseeable compliance responses for the recommended actions in the Scoping Plan Update would be less-than- significant, when considered in comparison to the overall GHG reduction associated with implementation of the Scoping Plan Update.

Implementation of reasonably foreseeable compliance responses associated with the SLCP Strategy could require construction activities associated with new or modified facilities or infrastructure. Specific, project-related construction activities could result in increased generation of short-term GHG emissions in limited amounts associated with the use of heavy-duty off-road equipment. As described in Chapter 4, the short-term construction- generated GHGs for typical construction projects occur for a finite period of time (e.g., during periods of construction) that is typically much shorter than the operational phase, and agencies generally recommended that GHG analyses focus on operational phase emissions, unless the project is of a unique nature requiring atypical (e.g., large scale, long-term) activity levels (e.g., construction of a new dam or levee) for which quantification and consideration (e.g., amortization of construction emissions over the lifetime of the project) may be recommended. The long-term operational impacts associated with the SLCP Strategy would reduce emissions of black carbon, methane, and HFCs, thereby reduce GHG emissions in the State. The short-term construction related GHG emissions impacts would be less-than-significant, when compared to the overall GHG reduction associated with implementation of the SLCP Strategy. Overall, the SLCP Strategy would result in a long-term beneficial effect and no significant cumulative adverse effect would occur. Thus, the SLCP Strategy **would not make a considerable contribution (i.e., would be beneficial) such that a significant cumulative impact would occur** on GHG emissions.

## 9. Hazards and Hazardous Materials

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impact to hazards and hazardous materials. Reasonably foreseeable compliance responses to the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could include construction and operation of new or modified facilities or infrastructure. There is uncertainty as to the specific locations where construction and operations of new facilities or the modification of existing facilities would occur.

Construction activities may require the transport, use, and disposal of hazardous materials. Construction activities generally use heavy-duty equipment requiring periodic refueling and lubricating. Large pieces of construction equipment (e.g., backhoes, graders) are typically fueled and maintained at the construction site. However, the transport, use, and disposal of hazardous materials would be required to comply with all applicable federal, State and local laws. In addition, although there is uncertainty as to the specific locations where new facilities could be constructed or where existing facilities could be reconstructed. Therefore, the Scoping Plan Update EA found potentially significant impacts to hazards or hazardous materials impacts.

Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a significant cumulative aesthetics-related impact.

Reasonably foreseeable compliance responses to the SLCP Strategy could include construction and operation of new or modified facilities or infrastructure. There is uncertainty as to the specific locations where construction and operations of new facilities or the modification of existing facilities would occur. These construction activities may require the transport, use, and disposal of hazardous materials. Construction activities generally use heavy-duty equipment requiring periodic refueling and lubricating fluids. Large pieces of construction equipment (e.g., backhoes, graders) are typically fueled and maintained at the construction site as they are not designed for use on public roadways. Thus, such maintenance uses a service vehicle that mobilizes to the location of the construction equipment. It is during the transfer of fuel that the potential for an accidental release is most likely. Although precautions would be taken to ensure that any spilled fuel is properly contained and disposed, and such spills are typically minor and localized to the immediate area of the fueling (or maintenance), the potential still remains for a significant release of hazardous materials into the environment. Consequently, the construction activities could create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment.

The impact analysis in Chapter 4 determined the short-term construction-related impacts resulting from the development of new facilities or modification of existing facilities, associated with implementation of the SLCP Strategy, would be potentially significant and unavoidable. Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in **cumulatively considerable contribution to a significant cumulative short-term impact** to hazards and hazardous materials.

The impact analysis in Chapter 4 determined the long-term operational impacts resulting from operation of new facilities or modified facilities and other compliance actions associated with implementation of the SLCP Strategy would be less than significant. As a result, operational impacts associated with the SLCP Strategy **would not make a considerable contribution to a significant long-term cumulative impact** related to hazards and hazardous materials impact.

## 10. Hydrology and Water Quality

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impact to hydrology and water quality. Construction activities and long-term operations associated with reasonably foreseeable compliance responses to the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could be located in a variety of conditions with regards to altering drainage patterns, flooding, and inundation by seiche, tsunamis, or mudflow. The level of susceptibility varies by location. The specific design details, siting locations, and associated hydrology and water quality issues are not known at this time and would be analyzed on a site-specific basis at the project level. Therefore, for purposes of CEQA disclosure, these potential hydrology and water quality-related impacts were determined to be significant. Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a significant cumulative impact to hydrology and water quality.

Construction activities associated with implementation of the SLCP Strategy could require disturbance of undeveloped areas, such as clearing of vegetation, earth movement and grading, trenching for utility lines, erection of new buildings, and paving of parking lots, delivery areas, and roadways. Specific construction projects would be required to comply with applicable erosion, water quality standards, and waste

discharge requirements (e.g., NPDES, SWPPP). However, construction project may add impervious surfaces that could increase runoff on an on-going basis, encounter groundwater resources during excavation activities, and cause erosion that could degrade water quality. In addition, depending on the location of a proposed project, people or structures could be located in a floodplain. Therefore, the impact analysis in Chapter 4 determined the short-term construction-related impacts on hydrology and water quality resulting from the development of new facilities or modification of existing facilities, associated with implementation of the SLCP Strategy, would be potentially significant and unavoidable.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant short-term cumulative impact** on hydrology and water quality.

The impact analysis in Chapter 4 determined the long-term operational impacts resulting from operation of new facilities or modified facilities and other compliance actions associated with implementation of the SLCP Strategy would be less than significant. As a result, operational impacts associated with the SLCP Strategy **would not make a considerable contribution to a significant long-term cumulative impact** related to hydrology and water quality.

## 11. Land Use and Planning

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, would not result in a significant cumulative land use planning-related impact. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require both construction and long-term operation of new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. However, facilities would likely occur within the footprint of existing manufacturing facilities, or in areas with zoning that would permit the development of these facilities. Thus, implementation of the recommended actions would not be anticipated to divide an established community or conflict with a land use or conservation plan.

Short-term construction-related and long-term operational impacts on land use and planning associated with implementation of the SLCP Strategy may not be consistent with existing and planned land uses (e.g., vehicle fueling stations within lands zoned for agricultural uses). The environmental consequences of land use changes related to land use planning consistency can result in effects on the environment associated with

agriculture and forestry, biology, geology and soils, and hydrology. Cumulative impacts associated with the topic areas are described within this chapter in Sections 2, 4, 7, and 10. While project-specific construction-related and operational impacts from the SLCP Strategy may not be consistent with existing and planned land uses, they would be site-specific and would not combine with other projects under the Scoping Plan Update. Therefore, short-term construction, and long-term land use impact **would not make a considerable contribution such that a significant cumulative impact would occur related to land use and planning.**

## 12. Mineral Resources

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could not result in a significant cumulative impact to mineral resources. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require both the construction and operation of new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. New facilities would likely occur within existing footprints or in areas with consistent zoning, where original permitting and analyses considered these issues, and thus impacts to the availability of a known mineral resource or recovery site would be less-than-significant.

In addition, some of the recommended actions and associated compliance responses could require the extraction of minerals (i.e., lithium or platinum) used to manufacture fuel cell and battery technologies. However, implementation of these measures would not substantially deplete the supply of lithium or platinum and both are currently used in auto manufacturing processes. Therefore, the Scoping Plan update EA determined that implementation of recommended actions in the Scoping Plan Update would not result in a significant cumulative impact to mineral resources.

Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the SLCP Strategy could require both the construction and operation of new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. New facilities would likely occur within existing footprints or in areas with consistent zoning, where original permitting and analyses considered these issues, and thus impacts to the availability of a known mineral resource or recovery site would be less-than-significant. Furthermore, compliance responses associated with the SLCP Strategy would not include extraction of minerals used to manufacture fuel cell and battery cell technologies.

Based on the conclusions in Chapter 4, the short-term construction-related and long-term operational impacts on mineral resources resulting from the development of new facilities or modification of existing facilities and operation of projects, associated with implementation of the SLCP Strategy, would be less-than-significant. New facilities

would likely occur in areas with consistency zoning, where original permitting and analyses considered the availability of mineral resources within specific jurisdictions.

Therefore, the SLCP Strategy **would not make a considerable contribution such that a significant cumulative impact would occur** related to mineral resources.

### 13.Noise

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impact to noise. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction and operation of new or modified facilities or infrastructure. These activities could result in the generation of short-term construction noise in excess of applicable standards or that result in a substantial increase in ambient levels at nearby sensitive receptors, and exposure to excessive vibration levels, which would be potentially significant. The Scoping Plan Update EA also determined that operational effects of implementation of recommended actions associated with the Scoping Plan Update could result in potentially significant impacts. Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, it was determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a significant cumulative construction-related and operational noise impacts.

Implementation of reasonably foreseeable compliance responses associated with the SLCP Strategy could require construction and operation of new or modified facilities or infrastructure. These activities could result in the generation of short-term construction and long-term operational noise in excess of applicable standards or that result in a substantial increase in ambient levels at nearby sensitive receptors, and exposure to excessive vibration levels. Thus, the impact analysis in Chapter 4 determined the short-term construction-related and long-term operational-related noise impacts resulting from the development of new facilities, associated with implementation of the SLCP Strategy, would be potentially significant and unavoidable.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant cumulative construction-related impact** on noise.

## 14. Population and Housing

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, would not result in a significant cumulative impact to population and housing. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction and operation of new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. The Scoping Plan Update EA determined that a substantial amount of construction worker migration would not be likely to occur, and a sufficient construction employment base would likely be available. Construction activities would not require new additional housing or generate changes in land use. Therefore, the Scoping Plan Update EA determined that implementation of the recommended actions in the Scoping Plan Update would not result in a significant cumulative impact related to population and housing growth.

Implementation of reasonably foreseeable compliance responses associated with the SLCP Strategy could require construction and operation of new or modified facilities or infrastructure. Construction activities would be anticipated to require relatively small crews, and demand for these crews would be temporary (e.g., 6 – 12 months per project). Therefore, a substantial amount of construction worker migration would not be likely to occur, and a sufficient construction employment base would likely be available. Operation of these new facilities would not be expected to require new additional housing or generate changes in land use that could conflict with adopted plans. The implementation of the SLCP Strategy would not lead to job losses or large-scale worker displacement. Based on the conclusions in Chapter 4 the short-term construction-related and long-term operational impacts to population and housing associated with implementation of the SLCP Strategy would be less-than-significant. Job opportunities would be widespread, limited in the level of staffing needs at specific locations, and generally occur on a seasonal basis. Therefore, the SLCP Strategy **would not make a cumulatively considerable contribution such that a significant cumulative impact would occur** related to population and housing growth.

## 15. Public Services

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, would not result in a cumulative impact to public services. Reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could include construction and operation of new or modified facilities or infrastructure. There is uncertainty as to the specific location of these new facilities or the modification of existing facilities. These would likely occur within the footprint of existing facilities, or in areas with zoning that would permit the development of these facilities. The Scoping Plan determined that a substantial amount of construction worker migration would not

occur and that a sufficient construction employment base would likely be available. Construction activities would not require new additional housing to accommodate or generate changes in land use and, therefore, would not significantly affect public services. Therefore, the Scoping Plan Update EA determined that the Scoping Plan Update would not result in a significant cumulative impact related to public services.

Implementation of the SLCP Strategy could provide a range of employment opportunities; however construction and operational activities would not require additional housing or generate changes in land use, and would not substantially affect the provisions of public services.

Based on the conclusions in Chapter 4, the short-term construction-related and long-term operational impacts on public services resulting from the development of new facilities or modification of existing facilities and operation of projects, associated with implementation of the SLCP Strategy, would be less-than-significant. Demands on public services would not be substantially increased in individual jurisdictions and would not be expected to combine with other related projects to result in a need for new or physically altered governmental facilities. Therefore, the SLCP Strategy **would not make a cumulatively considerable contribution such that a significant cumulative impact would occur** related to public services.

## 16. Recreation

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, would not result in a significant cumulative impact to recreational facilities. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction and operations of new or modified facilities or infrastructure. There is uncertainty as to the specific locations of potential new or modified facilities. The Scoping Plan Update EA that the need for a substantial amount of construction worker migration would not occur and that a sufficient construction employment base would likely be available. Thus, construction activities associated with reasonably foreseeable compliance responses would not be anticipated to increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration would occur. In addition, the demand for new (or expansion of) recreational-related facilities would not occur as a result of construction activities. Therefore, the Scoping Plan Update would not result in a significant cumulative impact related to recreational facilities.

Implementation of the SLCP Strategy could provide a range of employment opportunities; however construction and operational activities would not require additional housing or generate changes in land use, and would not substantially affect existing, or require the construction of new, recreation resources.

Based on the conclusions in Chapter 4, the short-term construction-related and long-term operational impacts on recreation resulting from the development of new facilities or modification of existing facilities and operation of projects, associated with implementation of the SLCP Strategy, would be less-than-significant. Demands on recreation resources would not be substantially increased in individual jurisdictions and would not be expected to combine with other related projects to result in a need for new or physically altered recreation facilities. Therefore, the SLCP Strategy **would not make a cumulatively considerable contribution such that a significant cumulative impact would occur** related to recreation.

### 17. Transportation and Traffic

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impact to transportation or traffic. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction and operations of new or modified facilities or infrastructure. Although detailed information about potential specific construction activities were not available, it was determined that some of the potential compliance responses could result in short-term construction traffic (primarily motorized) from worker commute- and material delivery-related trips. The amount of construction activity would vary depending on the particular type, number, and duration of usage for the varying equipment, and the phase of construction. These variations would affect the amount of project-generated traffic for both worker commute trips and material deliveries. Depending on the amount of trip generation and the location of new facilities, implementation could conflict with applicable programs, plans, ordinances, or policies (e.g., performance standards, congestion management); and/or result in hazardous design features and emergency access issues from road closures, detours, and obstruction of emergency vehicle movement, especially due to project-generated heavy-duty truck trips.

Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, Scoping Plan Update EA determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a cumulative short-term and long-term significant transportation and traffic-related impact.

Implementation of reasonably foreseeable compliance responses associated with the SLCP Strategy could require construction and operations of new or modified facilities or infrastructure. Although detailed information about potential specific construction activities is not currently available, some of the potential compliance responses could result in short-term construction traffic (primarily motorized) from worker commute- and material delivery-related trips. The amount of construction activity would vary

depending on the particular type, number, and duration of usage for the varying equipment, and the phase of construction. In addition, demand for different types of feedstocks, processing needs, and fueling stations could affect the existing traffic patterns. These variations would affect the amount of traffic for both worker commute trips and material deliveries. Depending on the amount of trip generation and the location of new facilities, implementation could conflict with applicable programs, plans, ordinances, or policies (e.g., performance standards, congestion management); and/or result in hazardous design features and emergency access issues from road closures, detours, and obstruction of emergency vehicle movement, especially due to project-generated heavy-duty truck trips. Further, the operation of centralized anaerobic digesters could potentially generate traffic impacts due to movement of manure and organic waste from point of origin to the receiving facility. New fueling stations associated with digesters may increase traffic flows on local roads for on- and off-site fleets. In addition, monitoring of oil and gas facilities for the purpose of reducing escaped methane emissions would also generate an increase in miles traveled. Additionally, commute routes of future employees could generate increased daily trips. At the programmatic level of the analysis of this Revised Draft EA, the location of these facilities cannot be determined; therefore impacts to applicable traffic plans cannot be accurately predicted at present. Thus, it was determined that both the short-term construction related and long-term operational impacts on transportation and traffic, associated with methane reduction measures in the SLCP Strategy, could be potentially significant.

Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable. Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant cumulative impact** on transportation and traffic.

## 18. Utility Service Systems

The Scoping Plan Update EA found that implementation of the recommended actions discussed in the plan, which includes the recommendation for the SLCP Strategy under the Short-Lived Climate Pollutant Sector, could result in a significant cumulative impact to utility services. Implementation of reasonably foreseeable compliance responses associated with the recommended actions in the Scoping Plan Update, which included the SLCP Strategy, could require construction and operations of new or modified facilities or infrastructure. Newly constructed or modified facilities could generate substantial increases in the demand for water supply, wastewater treatment, storm water drainage, and solid waste services in their local areas. Any new or modified facilities, no matter their size and location would be required to seek local or State land use approvals prior to their development. Part of the land use entitlement process for facilities proposed in California requires that each of these projects undergo

environmental review consistent with the requirements of CEQA and the CEQA Guidelines. It is assumed that facilities proposed in other states would be subject to comparable federal, state, and/or local environmental review requirements (e.g., CEQA) and that the environmental review process would assess whether adequate utilities and services (i.e., wastewater services, water supply services, solid waste facilities) would be available and whether the project would result in the need to expand or construct new facilities to serve the project.

Implementation of mitigation measures identified in the Scoping Plan Update EA were determined to not reduce these impacts to a less-than-significant level because the authority to determine project-level impacts and require project-level mitigation lies with land use and/or permitting agencies for individual projects. Thus, the Scoping Plan update EA determined implementation of the recommended actions in the Scoping Plan Update, which includes the SLCP Strategy, could result in a significant cumulative impact with respect to utilities and service systems.

Implementation of reasonably foreseeable compliance responses associated with the SLCP Strategy could also require construction and operations of new or modified facilities or infrastructure which could result in long-term operational impacts on utilities and services systems. Based on the conclusions in Chapter 4, the SLCP Strategy's contribution to this significant impact would be cumulatively considerable.

Implementation of the project-level mitigation identified in Chapter 4 could effectively reduce the incremental contribution from the SLCP Strategy to a less-than-considerable level, but authority to require that mitigation will rest with other agencies that will be authorizing site-specific projects, and not with ARB. Thus, the SLCP Strategy could result in a **cumulatively considerable contribution to a significant cumulative impact** on utilities and service systems.

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## 6.0 MANDATORY FINDINGS OF SIGNIFICANCE

Consistent with the requirements of the California Environmental Quality Act (CEQA) Guidelines section 15065 and section 18 of the Environmental Checklist, this Environmental Analysis (EA) addresses the mandatory findings of significance for the proposed Short-Lived Climate Pollutant Reduction Strategy (SLCP Strategy).

### A. Mandatory Findings of Significance

- 1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat for a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?**

CEQA requires a finding of significance if a project “has the potential to substantially degrade the quality of the environment.” (Cal. Code Regs., tit 14, § 15065, subd. (a).) In practice, this is the same standard as a significant impact on the environment, defined as “a substantial or potentially substantial adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance.” (Cal. Code Regs., tit 14, § 15382.)

As with all of the environmental impacts and issue areas, the precise nature, location and magnitude of impacts would be highly variable, and would depend on a range of reasonably foreseeable compliance responses that could occur with implementation of the SLCP Strategy. Location, extent, and a variety of other site-specific factors are not known at this time but would be addressed by environmental reviews to be conducted by local or regional agencies with regulatory authority at the project-specific level.

This Revised Draft EA, in its entirety, addresses and discloses potential environmental impacts associated with the recommended actions with the proposed regulations, including direct, indirect, and cumulative impacts in the following resource areas:

Aesthetics	Hydrology and Water Quality
Agriculture and Forest Resources	Land Use and Planning
Air Quality	Mineral Resources
Biological Resources	Noise
Cultural Resources	Population and Housing
Energy Demand	Public Services
Geology and Soils	Recreation
Greenhouse Gases	Transportation/Traffic
Hazards and Hazardous Materials	Utilities and Service Systems

As described in Chapter 4, this Revised Draft EA discloses potential environmental impacts, the level of significance prior to mitigation, proposed mitigation measures, and the level of significance after the incorporation of mitigation measures.

**a) Impacts on Species**

CEQA requires a lead agency to find that a project may have a significant impact on the environment where there is substantial evidence that the project has the potential to (1) substantially reduce the habitat of a fish or wildlife species; (2) cause a fish or wildlife population to drop below self-sustaining levels; or (3) substantially reduce the number or restrict the range of an endangered, rare, or threatened species. (Cal. Code Regs., tit. 14, §15065, subd. (a)(1).) Chapter 4 of this Revised Draft EA addresses impacts that could occur to biological resources, including the reduction of fish or wildlife habitat, the reduction of fish or wildlife populations, and the reduction or restriction of the range of special-status species.

**b) Impacts on Historical Resources**

CEQA states that a lead agency shall find that a project may have a significant impact on the environment where there is substantial evidence that the project has the potential to eliminate important examples of a major period of California history or prehistory. (Cal. Code Regs., tit. 14, § 15065, subd. (a)(1).) This incorporates the requirement that major periods of California history are preserved for future generations and a finding of significance for substantial adverse changes to historical resources. (Pub. Resources Code §§ 21001, subd. (c), 21084.1.) CEQA establishes standards for determining the significance of impacts to historical resources and archaeological sites that are a historical resource. (Cal. Code Regs., tit. 14, § 15064.5.) Chapter 4 of this Revised Draft EA addresses impacts that could occur related to California history and prehistory, historic resources, archaeological resources, and paleontological resources.

**2. Does the project have impacts that are individually limited, but cumulatively considerable?**

CEQA Guidelines requires a lead agency shall find that a project may have a significant impact on the environment where there is substantial evidence that the project has potential environmental impacts that are individually limited, but cumulatively considerable. (Cal. Code Regs., tit. 14, § 15065.) Cumulatively considerable means “that the incremental effects of an individual project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.” (Cal. Code Regs., tit. 14, § 15065, subd. (a)(3).) Cumulative impacts are addressed for each of the environmental topics listed above and are provided in Chapter 5, “Cumulative and Growth-Inducing Impacts,” in this Revised Draft EA.

**3. Does the project have environmental effects that will cause substantial adverse effects on human beings, either directly or indirectly?**

CEQA requires a lead agency to find that a project may have a significant impact on the environment where there is substantial evidence that the project has the potential to cause substantial adverse impacts on human beings, either directly or indirectly. (Cal. Code Regs., tit. 14, § 15065, subd. (a)(4).) Under this standard, a change to the physical environment that might otherwise be minor must be treated as significant if people would be significantly affected. This factor relates to adverse changes to the environment of human beings generally, and not to impacts on particular individuals. While changes to the environment that could indirectly affect human beings would be represented by all of the designated CEQA issue areas, those that could directly affect human beings include air quality, geology and soils, hazards and hazardous materials, hydrology and water quality, noise, population and housing, public services, transportation/traffic, and utilities, which are addressed in Chapter 4 of this Revised Draft EA.

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## **7.0 ALTERNATIVES ANALYSIS**

This section satisfies the requirement of California Environmental Quality Act (CEQA) to address alternatives to the proposed project. (Cal. Code Regs., tit. 14, § 15126.6.) The following discussion provides an overview of the steps taken to develop alternatives to the proposed action (i.e., approval of the Proposed Short-Lived Climate Pollutant Reduction Strategy [SLCP Strategy]), the project objectives associated with the proposed action, and an analysis of the alternatives' environmental effects and ability to meet the project objectives.

### **A. Approach to Alternatives Analysis**

The California Air Resources Board's (ARB or Board) certified regulatory program (Cal. Code Regs., tit. 17 § 60000-60008) requires that where a contemplated action may have a significant effect on the environment, a document shall be prepared in a manner consistent with the environmental protection purposes of ARB's regulatory program and with the goals and policies of CEQA. Among other things, the document must address feasible alternatives to the proposed action that would substantially reduce any significant adverse impact identified.

The certified regulatory program provides general guidance that any action or proposal for which significant adverse environmental impacts have been identified during the review process shall not be approved or adopted as proposed if there are feasible mitigation measures or feasible alternatives available that would substantially reduce such adverse impact. For purposes of this section, "feasible" means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors, and consistent with the Board's legislatively mandated responsibilities and duties. (Cal. Code Regs., tit. 17 § 60006.)

While ARB, by virtue of its certified program, is exempt from Chapters 3 and 4 of CEQA, CEQA nevertheless provides useful information for preparing thorough and meaningful alternatives analysis. CEQA speaks to an evaluation of "a range of reasonable alternatives to the project, or the location of the project, which would feasibly attain most of the basic project objectives but would avoid or substantially lessen any of the significant effects, and evaluate the comparative merits of the alternatives." (Cal. Code Regs., tit. 14, § 15126.6, subd. (a).) The purpose of the alternatives analysis is to determine whether or not different approaches to or variations of the project would reduce or eliminate significant project impacts, within the basic framework of the objectives, a principle that is consistent with ARB's regulatory requirements.

The range of alternatives is governed by the "rule of reason," which requires evaluation of only those alternatives "necessary to permit a reasoned choice" (Cal. Code Regs., tit. 14 § 15126.6 (f).) Further, an agency "need not consider an alternative whose effect cannot be reasonably ascertained and whose implementation is remote and speculative." (Cal. Code Regs., tit. 14 § 15126.6 (f)(3).) The analysis should focus on

alternatives that are feasible and that take economic, environmental, social, and technological factors into account. Alternatives that are remote or speculative need not be discussed. Furthermore, the alternatives analyzed for a project should focus on reducing or avoiding significant environmental impacts associated with the project as proposed.

This section evaluates a range of alternatives to the SLCP Strategy that could reduce or eliminate the project's significant effects on the environment, while meeting most of the basic project objectives. (Cal. Code. Regs., tit 14, § 15216.6 (a).) This section contains an analysis of each alternative's ability to meet the project objectives while reducing the severity, or eliminating, significant adverse environmental impacts identified earlier in this Revised Draft EA.

The alternatives identified for the SLCP Strategy reflect the broad-based nature of the Strategy as a whole. Consistent with Senate Bill (SB) 605 and SB 1383, the SLCP Strategy considers a wide range of measures that can reduce short-lived climate pollutants (SLCPs) across the California economy, and recommends many for further review and implementation. The SLCP Strategy itself, however, does not implement any of these measures. Rather measures identified in the Strategy that would be carried out by ARB would be more fully developed through a more focused public processes, with an accompanying CEQA analyses as appropriate. For regulatory measures, this would include a full Administrative Procedure Act public review process, as well as meeting the specific requirements outlined in SB 1383. Recognizing this ongoing review and development process, and the inherently programmatic nature of the SLCP Strategy, staff has developed alternatives at the same programmatic level of detail. The alternatives are intended to explore different broad approaches to achieving the objectives of the SLCP Strategy, rather than to investigate each possible alternative to each possible proposed measure. Reasonable alternatives to specific measures can be further investigated as the SLCP Strategy is more fully implemented and these measures are formally considered.

In developing the alternatives, ARB made a good-faith effort to account for alternatives suggested by the public. This included reviewing public comments received at several public workshops, including a workshop on an initial "concept paper" for the SLCP Strategy in May 2015, and comments received at three regional public workshops and scoping meetings held across the State on the Draft Strategy in October 2015. ARB staff has also met repeatedly with stakeholders representing a diverse range of constituencies and solicited expert feedback from academic experts and other state agencies. A formal legal petition from the Animal Legal Defense Foundation, proposing adding certain agricultural emissions to California's Cap-and-Trade Regulation, was also considered in developing these alternatives. The comments and materials reviewed generally suggested specific approaches to particular sectors or SLCPs; ARB staff did not find comments suggesting a wholesale alternative comprehensive approach that could satisfy the objectives of SB 605 and SB 1383.

## **B. Project Objectives**

SLCPs include methane, black carbon, and short-lived hydrofluorocarbons (HFCs). They are powerful greenhouse gases (GHGs) that remain in the atmosphere for a much shorter period of time than longer-lived climate pollutants, such as carbon dioxide (CO<sub>2</sub>) and nitrous oxide (N<sub>2</sub>O). Despite their relatively shorter atmospheric lifespan, their relative potency in terms of how they heat the atmosphere (i.e., global warming potential [GWP]) can be tens, hundreds, or even thousands of times greater than that of CO<sub>2</sub>.

Methane contributes to background tropospheric ozone formation and black carbon is a part of particulate matter and diesel exhaust. Exposure to ozone and particulate matter causes adverse health effects and mortality, and diesel exhaust is a recognized carcinogen.

The Legislature and Governor Brown solidified the state's commitment to address SLCPs by passing and signing Senate Bill (SB) 605 (Lara, Chapter 523, Statutes of 2014) and subsequently Senate Bill 1383 ((Lara, Chapter 395, Statutes of 2016). Pursuant to the requirement of these bills, ARB is developing the SLCP Strategy for consideration of approval in early 2017.

The primary objectives of the SLCP Strategy are listed below. These objectives are derived from the SLCP concepts contained within the 2014 Scoping Plan Update, prepared under the requirements of Assembly Bill (AB) 32 (Health & Saf. Code, § 38561), and from the requirements of SB 605 and SB 1383, which require ARB to develop, approve, and begin implementing "a comprehensive strategy to reduce emissions of short-lived climate pollutants in the state" by January 1, 2018.

The scope of the SLCP Strategy includes actions to reduce emissions from all major sources of methane, HFCs, and anthropogenic black carbon, as well as reviewing the status of another fluorinated gas, sulfuryl fluoride. The major administrative and program implementation objectives of the SLCP Strategy include the following:

1. Complete an inventory of sources and emissions of SLCPs in the State based on available data;
2. Identify research needs to address any data gaps;
3. Identify and implement existing and potential new control measures to reduce emissions of methane and hydrofluorocarbon gases by 40 percent and anthropogenic black carbon by 50 percent below 2013 levels by 2030 and;
4. Coordinate with other state agencies and districts to develop measures identified as part of the SLCP Strategy.
5. Provide consultation to California's Department of Resources Recycling and Recovery (CalRecycle) during the development of regulations to reduce the level of the statewide disposal of organic waste by 50 percent by 2020 and 75 percent by 2025. These regulations:

- May require local jurisdictions to impose requirements on generators and authorize jurisdictions to impose penalties on generators for noncompliance;
  - Shall include requirements intended to meet the goal that not less than 20 percent of edible food that is currently disposed of is recovered for human consumption by 2025;
  - Shall not establish numerical organic waste limits on individual landfills;
  - May include different levels of requirements for local jurisdictions and phased timelines based upon their progress in meeting the organic waste reduction goals for 2020 and 2025; and
  - May include penalties imposed by CalRecycle for noncompliance;
  - Shall take effect on or after January 1, 2022;
6. Provide consultation to CalRecycle to evaluate progress towards meeting the 2020 and 2025 organics waste reduction goals by July 1, 2020. This analysis will evaluate:
- The status of new organics infrastructure development;
  - The status of efforts to reduce regulatory barriers to the siting of organics recycling facilities;
  - The effectiveness of policies aimed at facilitating the permitting of organics recycling infrastructure; and
  - The status of markets for products generated by organics recycling facilities.
7. ARB, in consultation with California Department of Food and Agriculture (CDFA), develop and adopt regulations to reduce methane emissions from livestock manure management operations and dairy manure management operations consistent with an up to 40 percent reduction in the dairy sector's and livestock sector's 2013 sector-wide levels by 2030 on or after January 1, 2024. In considering adoption of these regulations, ARB must determine:
- The regulations are technologically feasible.
  - The regulations are economically feasible considering milk and live cattle prices and the commitment of state, federal, and private funding, among other things, and that markets exist for the products generated by dairy manure management and livestock manure management methane emissions reduction projects, including composting, biomethane, and other products. The analysis shall include consideration of both of the following:
    - Electrical interconnection of onsite electrical generation facilities using biomethane;
    - Access to common carrier pipelines available for the injection of digester biomethane;
  - The regulations are cost effective;
  - The regulations include provisions to minimize and mitigate potential leakage to other states or countries, as appropriate;

- And the regulations include an evaluation of the achievements made by incentive-based programs.
- 8. Prior to implementing a regulation to reduce methane emissions from livestock and dairy manure management operations, ARB publish a report on the ARB website evaluating progress toward eliminating barriers, engaging stakeholders, considering and conducting research, and considering development and adoption of additional methane reduction protocols;
- 9. ARB, in consultation with California Public Utilities Commission (CPUC) and California Energy Commission (CEC), develop policies to encourage development of infrastructure and biomethane projects at dairy and livestock operations;
- 10. ARB develop a pilot financial mechanism to reduce Low Carbon Fuel Standard (LCFS) credit value uncertainty from dairy-related projects and make recommendation to the Legislature to expand the mechanism to other biogas sources;
- 11. ARB provide guidance on the impact of regulations on LCFS credits and compliance offsets;
- 12. CPUC, in consultation with ARB and CDFA, direct utilities to develop at least 5 dairy biomethane pipeline injection projects;
- 13. ARB, in consultation with CDFA, analyze and report on the methane reduction progress of the dairy and livestock sector;
- 14. ARB, in consultation with CDFA, evaluate the feasibility of achieving enteric methane reduction through incentive-based mechanisms and develop regulation if it determines is cost-effective, considers impact to animal productivity, is scientifically proven, and would not damage animal health, public health, or consumer acceptance.
- 15. Incorporate and prioritize, as appropriate, measures for SLCPs that offer the following co-benefits: improving water quality or reducing other air pollutants to reduce effects on community health and provide benefits to disadvantaged communities, as identified in Health and Safety Code Section 39711, job growth and local economic benefits in the state; public health benefits; potential for new innovation in technology, energy, and resource management practices; and
- 16. Evaluate the best-available scientific, technological, and economic information to ensure the strategy is cost effective and technologically feasible.

### **C. Description of Alternatives**

Detailed descriptions of each alternative are presented below. The analysis that follows the descriptions of the alternatives includes a discussion of the degree to which each alternative meets the basic project objectives, and the degree to which each alternative avoids potentially significant impacts identified in Chapter 4.

## **1. Alternative 1: No-Project Alternative**

### **a) Alternative 1 Description**

ARB is including Alternative 1, the No-Project Alternative, to provide a good faith effort to disclose environmental information that is important for considering the SLCP Strategy. ARB's certified regulatory program does not mandate consideration of a "No-Project Alternative." (Cal. Code Regs., tit. 17, § 60006.) Under ARB's certified program, the alternatives considered, among other things, must be "consistent with the state board's legislatively mandated responsibilities and duties." (Cal. Code Regs., tit. 17, § 60006.) It is not clear that ARB would have legal authority to pursue the No-Project Alternative because ARB is legislatively mandated to develop, approve, and begin implementing by January 1, 2018, a comprehensive strategy to reduce emissions of SLCPs in the State per SB 605 (Lara, Chapter 523, Statutes of 2014) and subsequently, SB 1383 (Lara, Chapter 395, Statutes of 2016). Moreover, ARB is required under SB 32 (Pavley, Chapter 249, Statutes of 2016) to ensure that statewide greenhouse gas emissions are reduced to 40 percent below the 1990 level by 2030. Failing to control SLCPs, including failure to approve the SLCP Strategy, would undermine continued support of GHG limits and of further reductions, and result in conflicts with ARB's mandates under AB 32, SB 32, SB 605, and SB 1383.

Nonetheless, the No-Project Alternative is included to assist in the analysis and consideration of this portion of the SLCP Strategy and the action alternatives. It is useful to include a "No-Project Alternative" in this analysis for the same reasons that this type of alternative is called for in CEQA. As noted in CEQA, "the purpose of describing and analyzing a no-project alternative is to allow decision-makers to compare the impacts of approving the proposed project with the impacts of not approving the proposed project." (Cal. Code Regs., tit. 14, § 15126.6, subd. (e)(1).) The No-Project Alternative also provides an important point of comparison to understand the potential environmental benefits and impacts of the other alternatives.

Alternative 1 in this analysis describes a reasonably foreseeable scenario if ARB did not approve the SLCP Strategy. Under this No-Project Alternative, those measures included in the initial Scoping Plan and the First Update to the Scoping Plan that are already being implemented, as well as those measures enacted under authority outside of AB 32 and SB 32, such as the Sustainable Freight Strategy, and 2016 Mobile Source Strategy in progress, would continue to be implemented.

The No-Project Alternative does not contemplate that there would be no further action by ARB or other state agencies related to the reduction of GHG emissions. Some of the recommended actions contained in the SLCP Strategy may occur as a result of subsequent regulatory actions by ARB or other agencies under separate statutory authority regardless of their inclusion in the SLCP Strategy.

## **b) Alternative 1 Impact Discussion**

### **a. Objectives**

The No-Project Alternative would not meet any the project objectives listed in Chapter 2 (and reiterated above). The No-Project Alternative would not provide a completed inventory of SLCPs in the State and identify research needs or identify new potential control measures to meet the targeted reductions (Objectives 1, 2, and 3). The No-Project Alternative is also not consistent with the remaining Objectives. because, by maintaining the status quo rather than advancing SLCP controls consistent with statute, it would fail to fulfill legislative direction to ARB to fulfill those Objectives.

Although there has already been substantial progress towards reducing emissions of some pollutants, such as black carbon, California still has some of the nation's highest levels of air pollution, and much of the state will need to virtually eliminate black carbon emissions and other pollutants to meet health-based federal air quality standards over the next 20 years. California has already taken steps to reduce methane emissions from the agricultural, oil and gas, and waste treatment sectors. HFCs are the fastest growing source of GHG emissions in California and globally, and must be further controlled to keep the state on track to meet its 2020 and 2050 GHG limits. California previously developed an inventory of HFCs, and has rules in place to cut their emissions by 25 percent below business-as-usual emissions levels by 2020. The SLCP Strategy is identified in the First Update to the Climate Change Scoping Plan as one of the recommended actions to achieve additional GHG emission reductions and, as stated in the SLCP Strategy, there is a need to reduce SLCPs such as black carbon, methane, and HFCs. Thus, the No-Project Alternative would fail to make needed progress toward state GHG reduction goals.

### **b. Environmental Impacts**

The No-Project Alternative includes GHG emission reduction actions that are ongoing or already implemented as part of the initial Scoping Plan, First Update to the Scoping Plan, or would be developed under authorities additional to AB 32. The direct and indirect environmental impacts associated with implementation of the ongoing actions were analyzed in the 2008 Functional Equivalent Document (FED), the 2011 FED Supplement, and the 2014 EA, incorporated here by reference. It is also reasonable to expect that other measures would developed in the absence of the SLCP Strategy measures to achieve the targets in SB 32. These measures are being analyzed in the EA being prepared for the 2030 Scoping Plan and are not fully known at this time, but we can reasonably assume that these would still result in potentially significant adverse environmental impacts similar to those analyzed in for ongoing actions in the previously listed documents.

The No-Project Alternative would avoid the particular site-specific environmental impacts identified in Chapter 4 of this document. These include short-term construction and long-term operational impacts that may occur as a result of activities carried out in response to regulations or programs carried out to implement the proposed measures. The resource areas affected include aesthetics, agricultural and forest resources, air

quality, biological resources, cultural resources, geology and soils, hazards and hazardous materials, hydrology and water quality, land use and planning, noise, transportation/traffic, and utilities and service systems, as described in Chapter 4. As described in the cumulative impacts section in Chapter 5, there are cumulatively considerable impacts found for most of these resource areas resulting from implementation of the Scoping Plan and its 2014 Update from recommended measures in the Scoping Plan that would still be expected to occur under the No-Project Alternative.

Further, the No-Project Alternative would allow the continued emissions of SLCPs in California at business as usual levels, and would not support efforts to reduce these emissions. As noted under Objective 15, reducing SLCP emissions provides co-benefits of improving water quality and reducing other air pollutants to reduce adverse effects on community health and provide benefits to disadvantaged communities. (Health § Saf. Code, § 39711.) Moreover, SLCP emissions would continue to threaten public health and welfare in California, with attendant negative impacts on many environmental resource areas. The No-Project Alternative would not decrease potential adverse effects associated with existing SLCP emissions and would not realize the co-benefits.

## **2. Alternative 2: Reduced Intensity Project Alternative**

Under Alternative 2, the Reduced-Intensity Alternative, only some of the measures in the SLCP Strategy would be approved, based on the goal of reducing or avoiding specific measure impacts. These alternatives could potentially result in equal- or reduced-intensity impacts.

As described in Chapter 4, and shown in the impact summary table in Attachment A, proposed measures for black carbon, methane, and HFC result in a number of potentially significant and unavoidable impacts after mitigation. The impact analysis in Chapter 4 does not focus on impacts of individual actions for each reduction measure, but rather the impacts from a range of reasonably foreseeable compliance responses likely to occur in response to measures identified for reductions for each pollutant.

Furthermore, there is variation among the reduction measures in terms of potentially significant and unavoidable impacts within each resource, compared to beneficial or less-than-significant impacts. Therefore, Alternative 2 includes a reduction in measures by pollutant, with the intent of reducing the primary impacts from the likely compliance responses from those measures. Although these alternatives, for the sake of brevity, are discussed together, the Board could, select some combination or subset of them across the pollutant types (e.g., solely the reduced intensity black carbon alternative, while retaining the project as proposed for methane).

## **a) Black Carbon Alternative**

### **i. Description of the Black Carbon Alternative**

Under this alternative, no incentives would be provided for replacement of polluting wood-fueled heating devices with cleaner alternatives, and instead, only education and outreach programs would be pursued. Education and outreach programs provide information about the health and environmental impacts of residential wood smoke. These programs may cause homeowners to install cleaner heating devices or burn less, especially those that burn for aesthetic and not heating purposes. Over time, these programs may change public preference and cause more rapid adoption of cleaner burning alternatives. This would likely reduce the need for replacement devices and any potential impacts associated with their installation and operation. Although Chapter 4 determined these impacts are less-than-significant, this alternative has been included to provide an alternate, potentially lower-impact, approach to realizing black carbon reduction objectives.

### **ii. Impact Discussion**

#### **a. Objectives**

The black carbon alternative described above would provide fewer black carbon and GHG emission reductions, would be less effective in achieving and maintaining the statewide 2020 and 2030 GHG emission limits, and would be less effective at providing black carbon emission reductions to meet the requirements of SB 1383. Therefore, this alternative is considerably less effective at meeting objectives related to reducing SLCP emissions.

Even with education and outreach programs, there may be little perceived benefit to a homeowner to replace a wood-fueled heating device with a cleaner alternative in the absence of monetary incentives. In addition to failing to fulfill Objective 3 (identifying effective control measures to reduce SLCP emissions), failing to replace these devices could also fail to fulfill Objective 15 (prioritizing measures that impact community health and impact disadvantaged communities). Wood-burning devices emit criteria air pollutants and toxic air contaminants (TACs). Allowing them to continue operating would fail to reduce these emissions, including in disadvantaged and rural communities that often rely on wood-burning as a primary heat source and may not have the means to install a cleaner alternative.

#### **b. Environmental Impacts**

As described above, the black carbon alternative could eliminate the short-term construction impacts identified in Chapter 4. By softening measures to reduce black carbon emissions there would likely be fewer construction projects. Although the impacts were determined to be less than significant, these could be reduced further. The benefits of reduced emissions reductions, however, would be fewer and the goal for reduced short-lived climate emissions would very likely not be met.

## **b) Methane Alternative: Dairy Pasturage**

### **i. Description of Dairy Pasturage Alternative**

Under the Dairy Pasturage Alternative, rather than supporting the use of digesters to manage manure, pasturing of cattle would be further prioritized. Although staff expects a range of compliance responses to the SLCP Strategy, including expansion of pasturage in some circumstances, as described in Chapter VIII and Appendix D to the SLCP Strategy, this alternative would channel additional incentives to pasturage measures. This could reduce the number of digesters constructed and operated. It would reduce cumulative revenues from digester projects to dairy farmers and could reduce cost effectiveness of emissions reductions from the sector, which could lead to emissions leakage outside of California, where enteric fermentation emissions from dairy operations tend to be higher.

### **ii. Impact Discussion**

#### **a. Objectives**

The alternative described above would provide fewer GHG emission reductions in furtherance of achieving and maintaining the statewide 2020 GHG emissions limit and continuing reductions in emissions of GHG emissions beyond 2020, including the legislatively mandated 40 percent economy-wide methane reduction required by SB 1383. As staff describes in detail in Chapter VIII and Appendix D of the SLCP Strategy, a relatively small number of dairies are likely to find pasturage systems economically and environmentally sound, meaning that a wholesale conversion to this system is unlikely and would not succeed in reducing methane emissions to a large degree. The amount and location of grazing land available in the State to pasture cattle may not be economically feasible for many dairy owners. That is, herd sizes would need to be substantially reduced or dairy footprint size substantially increased to accommodate pasture-only dairies. Thus, focusing on pasturage would be more likely to limit overall methane reductions, or (if such a measure were enforced by regulation) might simply displace dairies to other states without such requirements. Accordingly, Objective 3 identifying effective control measures to reduce SLCP emissions would not likely be satisfied by this alternative. Objective 15 may also not be satisfied, because the decreased focus on digesters would forego some investments in disadvantaged communities, and could also result in continued use of diesel fuel or natural gas, rather than biogas from digester projects, resulting in potentially elevated levels of criteria air pollutants and TACs from combustion and production of these fuels. Further, if dairy footprint size were increased, potentially elevated levels of criteria air pollutants and TACs could result from increased distances travelled by on-farm equipment and support systems like engine-driven irrigation pumps. Potential animal feed nutrient deficits arising from pasture forage may also require importation of supplemental feed, potentially increasing mobile source emissions resulting from increased transportation.

Environmental Impacts

Therefore, this alternative is considerably less effective at meeting objectives related to reducing SLCP emissions, and likely would result in failing to meet the legislative requirements of SB 1383 to reduce methane and prioritize biogas recovery from dairy and livestock operations (objectives 9 - 12).

### **b. Environmental Impacts**

As described above, the dairy pasturage alternative could eliminate some of the reasonably foreseeable compliance responses identified in the SLCP Strategy for which potentially significant and unavoidable impacts were identified in Chapter 4.

By reducing measures to reduce methane emissions, there would be fewer construction projects. Emissions reductions could occur but there would be fewer, if any, modifications and construction on dairies to change manure management practices. However, the goal and the SB 1383 legislatively mandated reduction target for reduced short-lived climate emissions would very likely not be met.

### **c) Methane Alternative: Incentives for Dairies**

#### **i. Description of Incentives for Dairies Alternative**

Under the Incentives for Dairies Alternative, rather than supporting the use of digesters to manage manure, solid manure collection and management systems would be incentivized. Although staff expects a range of compliance responses to the SLCP Strategy, including expansion scrape management in some circumstances, as described in Chapter VIII and Appendix D to the SLCP Strategy, this alternative would channel additional incentives to solid manure management measures. This could reduce the number of digesters constructed and operated. It would reduce cumulative revenues from digester projects to dairy farmers and could reduce cost effectiveness of emissions reductions from the sector, which could lead to emissions leakage outside of California, where enteric fermentation emissions from dairy operations tend to be higher.

#### **ii. Impact Discussion**

##### **a. Objectives**

The alternative described above would provide fewer GHG emission reductions in furtherance of achieving and maintaining the statewide 2020 GHG emissions limit and continuing reductions in emissions of GHG emissions beyond 2020. Therefore, this alternative is considerably less effective at meeting objectives related to reducing SLCP emissions.

If incentives for solid manure management reduced the installation of digesters and production of biogas, Objective 3 (identifying effective control measures to reduce SLCP emissions) would not be satisfied, likely foregoing a significant portion of the expected methane emission reductions (commensurate with objective 7, the 40 percent economy-wide reduction mandated by SB 1383). As staff describes in Chapter VIII and Appendix D of the SLCP Strategy, solid manure and management would be used only

on a limited array of dairies without pipeline connections or other ability to use biogas. Installing such systems in locations where pipeline connections are available would be less economically efficient (because it would forego the opportunity to market biogas) and so would be less likely to be successful. Additionally, this would not satisfy biogas development intent of SB 1383 for dairy biogas (objectives 9 – 12). Accordingly, Objective 3 would not likely be satisfied by this alternative. Objective 15 may also not be satisfied, because the decreased focus on digesters would forego some investments in disadvantaged communities, and could also result in continued use of diesel fuel or natural gas, rather than biogas from digester projects, resulting in potentially elevated levels of criteria air pollutants and TACs from combustion and production of these fuels.

#### **b. Environmental Impacts**

As described above, incentives for dairies could eliminate some of the reasonably foreseeable compliance responses identified in the SLCP Strategy for which potentially significant and unavoidable impacts were identified in Chapter 4.

By reducing measures to reduce methane emissions, there would be fewer construction projects. Emission reductions could occur but there would be fewer, if any, new modifications and construction on dairies to change manure management practices. However, the SB 1383 legislatively mandated reduction target for reduced short-lived climate emissions would very likely not be met.

#### **d) Methane Alternative: Waste Diversion**

##### **i. Description of the Waste Diversion Alternative**

Under the Waste Diversion Alternative, regulations to divert organics from landfills would not be developed, and instead organic landfill waste would be addressed only under existing mandates, with some incentive funding for further diversion but no additional regulatory mandates. This would potentially reduce the rate of development of new or expanded infrastructure for composting, anaerobic digestion, or energy and fuels production. This alternative was initially considered, but ultimately dismissed given that SB 1383 specifically requires the adoption of regulations to achieve specific organic diversion targets (objectives 5 – 6). Therefore this alternative was rejected as not even potentially feasible and is not be analyzed further.

#### **e) HFC Alternative: No Incentives for Manufactured Refrigerants**

##### **i. Description of the HFC Alternative**

Under the No Incentives for Manufactured Refrigerants Alternative, no manufactured synthetic refrigerants would be incentivized. Rather, incentives would be provided for the use of ammonia, CO<sub>2</sub> and hydrocarbons, which are all very-low GWP refrigerants, and are often referred to as “natural refrigerants.” Not incentivizing synthetic refrigerants would reduce the demand for new replacement refrigerants that are emerging such as

hydrofluoro-olefins (HFOs). Because of significant industrial production already existing for non-refrigerant uses of CO<sub>2</sub>, ammonia, and hydrocarbons, it is also not likely that these natural refrigerants will require increased production facilities to meet increased demand. HFOs are the main class of synthetic refrigerants that are expected to replace the current high-GWP HFCs used. HFOs are manufactured from the same fluorinated feedstock chemicals used to make HFCs, and are chemically similar to HFCs, but HFOs have unsaturated bonds that result in a short atmospheric lifetime of less than three weeks, and therefore, low-GWP values. HFO production requires new chemical manufacturing plants that do not already exist. But world-wide demand for HFOs under the global high-GWP phase down would likely lead to increased production of these compounds regardless of incentives from California toward natural refrigerants only. The construction of new chemical manufacturing plants cannot be attributed to the SLCP Strategy alone. Incentives away from HFOs could however be warranted because they are a brand new class of chemicals with future impacts that have yet to be determined. Specifically, HFOs break down when inadvertently released to the atmosphere through refrigerant leaks, forming trifluoroacetic acid (TFA) as one of its breakdown products. TFA is a toxin to aquatic life and accumulates in surface waters with no known path of decomposition. Although several studies indicate that increased use of HFOs would not lead to harmful amounts of TFA in surface waters, environmental groups have questioned the impact of TFA on the environment if HFOs were to largely replace HFCs. This alternative could instead incentivize use of CO<sub>2</sub>, ammonia, and hydrocarbons that have been used as refrigerants since 1880, and their safety, performance, and effects on the environment are well-documented. It would do so recognizing that there is some uncertainty as to the scale of HFO production necessary, as well as the ultimate impact of TFA on aquatic system. ARB has therefore included this alternative to provide consideration of a less-HFO-focused approach to meeting HFC reduction goals. Although the impacts of using HFOs are less-than-significant, this alternative provides fuller public information, consistent with the purposes of CEQA.

## **ii. Impact Discussion**

### **a. Objectives**

Elimination of incentives to use refrigerants other than ammonia, CO<sub>2</sub>, and hydrocarbons could stifle innovation for developing additional alternatives to high-GWP HFCs. Using ammonia, CO<sub>2</sub>, and hydrocarbon refrigerants as replacements in existing refrigeration equipment designed to use HFCs requires substantial and costly upgrades to existing systems. Whereas, lower-GWP HFO-HFC blends can be used in existing HFC equipment (with minor changes to the system), in a process known as a “retrofit”, where the existing high-GWP refrigerant is removed, and replaced by a lower-GWP refrigerant still compatible with the equipment. Therefore, limiting incentives to only the natural refrigerants would lead to fewer facilities opting for a retrofit of existing high-GWP HFC systems, and reduced use of high-GWP HFCs would be less likely to occur as rapidly so objective 3 (identifying effective control measures to reduce SLCP emissions) would not be satisfied. Further it would not meet objective 15 (priority on new innovations) or objective 16 (to ensure the strategy is cost effective and

technologically feasible) since converting existing equipment to ammonia, CO<sub>2</sub>, and hydrocarbon refrigerants is more costly.

### **b. Environmental Impacts**

This alternative could reduce concerns about unknown issues related to widespread use of new chemicals, such as the potential for an impact from the break-down of HFOs to TFA in surface waters. Although Chapter 4 determined this risk to be less-than-significant, it would be further reduced under this alternative. However, using ammonia, CO<sub>2</sub>, and hydrocarbon refrigerants as replacements in existing refrigeration equipment designed to use HFCs requires substantial upgrades to existing systems. This would lead to more intensive construction impacts than use of lower-GWP HFO-HFC blends, which can be used in existing HFC equipment. Further, to the degree that this alternative foregoes lower-cost replacement systems for existing HFC equipment, it might slow the replacement of these systems, and so forego some HFC reductions or lessen their pace in California, potentially failing to fulfill Objectives 3 and 16.

### **f) Alternative 2 Conclusion**

As described above, Alternative 2 could eliminate specific impacts identified in Chapter 4 or some concerns raised by commenters during public outreach. Reducing support to use of digesters to manage methane emissions from dairies, livestock, landfills and wastewater treatment plants could result in fewer construction projects and impacts associated with that construction as described in Chapter 4. By foregoing some more aggressive measures to address black carbon from fireplaces, some potential construction activities could be reduced (though these activities would result in less-than-significant impacts anyway). And by declining to focus on HFOs, potential residual risks associated with those compounds (including from TFA pollution) might be addressed. However, with regard to each pollutant, reductions might be reduced, less certain, or more costly. Despite the presence of mandates for reductions, it might well be more difficult to achieve those mandates in the real world. This would potentially compromise the objectives of this project, as well as the policy objectives of governing legislation, with regard to relevant impacts and these alternatives: These construction-related impacts include impacts related to aesthetics, agricultural and forest resources, air quality, biological resources, cultural resources, geology and soils, hazards and hazardous materials, hydrology and water quality, land use and planning, noise, transportation/traffic, and utilities and service systems. Other long-term environmental impacts could also be reduced including impacts on aesthetics (from new digesters), agricultural and forest resources (especially from digester operations), air quality (especially from the long-term operation of digesters and the use of biogas to the extent combustion would increase from business as usual), geology and soils, hazards and hazardous materials, and transportation/traffic.

The HFC alternative, however, could lead to more intensive construction impacts than the current proposed SLCP HFC strategy. Under this alternative, emission reductions would still be intended to occur but there is some potential for a slower pace of

reduction, or missed goals, in light of these increased costs or potential difficulties with systems conversions solely to natural refrigerants.

Overall, this alternative is less effective at reducing emissions of methane and hydrofluorocarbon gases by 40 percent and anthropogenic black carbon by 50 percent below 2013 levels by 2030 and prioritization of specific co-benefits, especially related to the methane measures, as required by SB 1383. These measures are also likely to provide fewer GHG emission reductions in furtherance of achieving and maintaining the statewide 2020 GHG emissions limit. Therefore, this alternative is considerably less effective at meeting objectives related to reducing SLCP emissions. Accordingly, objectives 3, 5, 6, 9, 10, 11, 12 and 15 would not be fully satisfied.

Alternative 2 would achieve parts of the remaining project objectives, but would achieve the outcomes desired under those objectives to a lesser extent than the SLCP Strategy. Without a full suite of incentives, regulations, and other actions to reduce short-lived climate pollutant emissions, it is much less likely that steps would be made to reduce black carbon, methane, and HFC emissions. Thus, this alternative may not feasibly meet objectives related to the purpose and need of the SLCP Strategy.

### **3. Alternative 3: Extend the Cap-and-Trade Regulation to Other Economic Sectors**

#### **a) Alternative 3 Description**

Under Alternative 3, Extend the Cap-and-Trade Regulation to Other Economic Sectors and include Black Carbon and HFCs as a regulated pollutant, ARB would broaden the reach of the State's market-based Cap-and-Trade Regulation to include regulation of other economic sectors under the emissions cap that include sources of SLCPs, rather than the focused application to specific covered entities that is the basis for the existing program. ARB staff believes this alternative would be very difficult to implement because there are generally not methods available to measure fugitive emissions accurately enough to include them in the market, among other difficulties discussed below, but it is included for analysis in response to public requests to evaluate the issue.

Under Alternative 3, methane from dairy and waste sources, and emissions from HFCs would be added to the ARB Cap-and-Trade Regulation. Any GHG reductions that would have otherwise occurred through implementation of specific actions or regulations in the "uncapped sectors" under the SLCP Strategy would become covered under the declining emissions cap, along with those in the capped sectors. The current "uncapped sectors" include sources of SLCPs (e.g., black carbon, methane, and HFCs).

This approach is inconsistent with that taken in initial Scoping Plan and First Update to the Scoping Plan, which identified appropriate sectors to be covered by the Cap-and-Trade Regulation. The regulation applies a firm and declining emission reduction cap on a focused set of covered entities that represent approximately 85 percent of total statewide GHG emissions, while identifying other recommended actions to reduce GHG

emissions across uncapped sectors. The essential difference between the SLCP Strategy and Alternative 3 is that the Cap-and-Trade Regulation would be implemented across other economic sectors that contain SLCPs, and not just the entities covered under the current program, and would include black carbon and HFCs as a new capped pollutant.

Sources of SLCPs, under this Alternative, would generally be regulated upstream in each production chain. For instance, dairies and other agricultural producers would be responsible for the emissions from their facilities,<sup>5</sup> as would landfills. Importers and producers of HFCs would similarly be responsible for emissions from their products.

Under this alternative, existing Cap-and-Trade Regulation thresholds are assumed to apply, meaning that only very large dairies and HFC importers and producers would be included in the regulation. Commensurate reporting and verification requirements under the Mandatory Reporting Regulation would also be applied to support Cap-and-Trade Regulation compliance.

The exception is black carbon. There is no readily-identifiable responsible entity for these emissions for Cap-and-Trade regulation purposes. The emissions from individual fireplaces and other wood-fueled devices would not be sufficient to trigger Cap-and-Trade Regulation thresholds. Nor would it be appropriate or effective to include individual homeowners in the regulation. Accordingly, under this alternative, the black carbon measures identified in the SLCP Strategy would be pursued instead.

As under the existing Cap-and-Trade Regulation, under Alternative 3 regulated entities would face a steadily declining emissions cap on all sectors to meet the State's emission goals. Under this Alternative, the cap is assumed to be adjusted (despite substantial data challenges discussed below) to ensure continued compliance, by all covered sectors, with the 2020 statewide GHG emissions limit and the 2030 target in SB 32.

ARB, or other lead agencies, could still pursue any of the recommended measures under the SLCP Strategy, in addition to implementing the broader Cap-and-Trade Regulation under this Alternative, because changes to the Cap-and-Trade Regulation would not necessarily replace the proposed measures, which could be pursued as complementary measures. However, for purposes of analysis and disclosure under Alternative 3, staff assumed that these measures are generally not pursued, and the focus is on the effects of relying on the Cap-and-Trade Regulation as the primary control strategy for the newly-covered sectors.

Reasonably foreseeable compliance responses for sectors covered by the Cap-and-Trade Regulation would generally be similar to those under the current Cap-and-Trade

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<sup>5</sup> This Alternative therefore addresses options proposed by the Animal Legal Defense Foundation in a petition to ARB.

Regulation and addressed in the FED prepared for the Cap-and-Trade Regulation in 2010. This would likely include continued implementation of projects under currently adopted compliance offset protocols (i.e., U.S. Forest Projects, Urban Forest Projects, and Ozone-Depleting Substance Compliance), as well as the development of additional compliance offset protocols and associated offset projects consistent with the goals and procedures of the existing Cap-and-Trade Regulation. Livestock project offsets, however, would not be issued for new projects after the sector was included in the Cap-and-Trade Regulation. More broadly, because the program would be extended to other economic sectors in the State, the supply of available offsets from currently-uncapped SLCP sectors now included in the Regulation would be virtually eliminated, as the only projects eligible for offsets would be in sectors not regulated or capped in the State. Staff would endeavor to identify appropriate sources of offsets to maintain liquidity and price control benefits in the market.

Compliance responses in the newly covered sectors, in addition to tracking those generally described in the 2010 FED, would likely involve decreased sector-specific reductions of SLCPs, and implementation of SLCP-reducing projects, except where these projects were more economically efficient than purchasing compliance instruments in the market.

Regarding methane sources, staff anticipates that far fewer digester projects would be installed in the dairy sector because the sector would both lose offset funding streams and receive no additional incentives or regulatory requirements specifically to control agricultural methane. Instead, depending on allowance prices (which are generally expected to be too low to incentivize digester projects in most locations), dairy operations might either relocate operations out of the State to avoid carbon costs or purchase compliance instruments. A limited number of operators might move towards dry manure management or pasturage but, as described in Chapter VIII and Appendix D of the SLCP Strategy, available land area (with regard to pasturage) and foregone opportunities to produce biogas (with regard to both pasturage and dry manure management) are likely to limit these responses. With regard to waste methane, staff anticipates a similar decrease in the amount of landfill and waste-diversion specific projects, and instead a focus on compliance instrument purchases.

Regarding HFCs, staff expects that inclusion in the Cap-and-Trade Regulation would decrease the scope and speed of efforts to move away from high-GWP HFCs. Although in some cases the costs of switching to lower-GWP systems may be less than the cost of procuring compliance instruments in the Cap-and-Trade market, the market alternative will likely out-compete certain projects. The absence of specific regulations disfavoring high-GWP refrigerants will also limit efforts to deter their long-term use. The Ozone-Depleting Substance compliance offset protocol would also likely cease to function once these gases were included in the cap, further limiting reduction efforts in the sector.

Compliance responses for black carbon sources would be the same as described in the SLCP Strategy, because these sources would not be included in the Cap-and-Trade Regulation.

## **b) Alternative 3 Impact Discussion**

### **a. Objectives**

Extending the Cap-and-Trade Regulation to other economic sectors that include SLCP sources and including black carbon and HFCs in the cap would not be consistent with several of the project objectives. The State would still pursue GHG emission reductions through this program in applicable economic sectors to maintain and continue reductions beyond 2020 and the objectives of the SLCP Strategy, but specific reductions of SLCPs could not be guaranteed.

As staff explains in the SLCP Strategy, the Cap-and-Trade Regulation creates a declining aggregate cap on overall emission levels, not individual emissions reduction targets for particular gases or for facilities at the entity or sector level. Securing SLCP-specific reductions for specific pollutants and sectors, therefore requires discrete regulations focused on specific pollutants and sectors.

Conversely, ARB determined that combustion and process emissions are the emissions sources with a compliance obligation under the Cap-and-Trade Regulation. These emissions can be measured according to the accuracy requirements of the Mandatory Greenhouse Gas Emissions Reporting Regulation (MRR), accurate quantification methodologies are available, consistent carbon costs can be applied, and the sources accord with those covered by federal reporting programs (ARB 2011). In contrast, most fugitive emissions<sup>6</sup> (a category into which SLCP emissions generally fall) do not meet these criteria.<sup>7</sup> They are frequently difficult to measure and measurements have high uncertainties (WCI 2010); measurement methods are often expensive, labor intensive, and imprecise; and carbon costs are hard to reliably assign (ARB 2011). Specific to these sectors, quantifying and managing agricultural methane under the cap would be difficult, as would be appropriately defining points of regulation for compliance across the diverse sector. On the HFC side there are also substantial implementation difficulties because HFC leaks and releases occur over a long time-scale, making calculating compliance obligations in any particular year difficult. Refrigerants are not expected or meant to be emitted under normal use, unlike producing CO<sub>2</sub> from burning

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<sup>6</sup> Fugitives from certain oil and gas sources are an exception because they are unusually possible to quantify with rigor.

<sup>7</sup> ARB's responses to comments in the 2011 Final Statement of Reasons for the Regulation and Western Climate Initiative design documentation provide detailed rationale for the treatment of fugitive emissions in specific sectors. For example, the quantification methods that are often used to quantify fugitive emissions, including calibrated bagging, high volume sampling, and a default emissions factor, only provide a snapshot of emissions rather than actual measurements of emissions from the source. See also Western Climate Initiative, Inc. (2010) WCI Comments on the Proposed Mandatory Reporting of GHG Emissions from Proposed Reporting for Oil and Gas Operations (Subpart W), at pg. 44.

fossil fuels. One facility might lose its entire refrigerant this year, whereas another stays essentially leak-tight (but may lose a large amount the following year). For Cap-and-Trade to operate successfully there generally must be direct, known emissions in the current year. Moreover, because the sector is very diverse with so many small actors, importers, it is difficult to define the point of regulation effectively.

Thus, the Cap-and-Trade Regulation would likely not operate very successfully to control SLCPs, and their inclusion in the regulation might undermine the overall effectiveness of the market by, for instance, introducing uncertainty as to the compliance obligations of SLCP market participants. For these reasons, alone, this Alternative does not satisfy Objective 3 of the SLCP Strategy

Further, even if the Cap-and-Trade Regulation operated more successfully than staff anticipates, including SLCPs as a technical matter, would not guarantee reductions of SLCPs, or implementation of control projects at particular SLCP sources. Instead, it would drive reductions across the California economy. As a result, specific SLCP reduction targets might not be achieved, further failing to achieve Objective 3.

Moreover, avoiding leakage of covered industries to other sectors would be a continuing challenge, especially for sectors (like dairy production) that might relocate to other states, rather than paying compliance costs in the absence of incentive programs that the SLCP Strategy would provide.

Objective 15 would also not be fully achieved, because Cap-and-Trade does not target particular measures to particular disadvantaged communities. Thus, the particular economic, and environmental co-benefits associated with SLCP reduction projects (such as replacing diesel fuel with biogas, and eliminating a share of TACs from the fuel in farming communities) could not be guaranteed to occur, and would likely occur (if at all) in reduced amounts.

This lack of specific projects in specific areas might also undermine Objective 4, because, though ARB would continue to collaborate with other agencies and districts where possible, ARB would not be collaborating to implement particular projects or programs within the jurisdiction or geographic areas of these agencies and districts. Instead, ARB would be implementing a statewide program that might (or might not) have particular local impacts, diminishing the efficacy and depth of collaboration on specific projects that might otherwise occur. A number of public benefits and co-benefits perhaps could still be achieved by a broadened Cap-and-Trade Regulation consistent with Objective 4 if it were to function well; however, the opportunity to align and implement specific recommended actions in the SLCP Strategy that would support or complement other statewide initiatives and maximize a broad range of benefits to the economy, environment, and public health would be diminished and compliance with SB 605 and SB 1383 may not be achieved.

Finally, this alternative could fail to achieve Objective 2 regarding identifying research needs regarding data gaps. Extending the Cap-and-Trade Regulation to the currently

uncapped sectors and including methane from agriculture and landfills and from HFCs would require ongoing enforcement, monitoring and verification by ARB. This could prove difficult as both the technical methodology and resources required to ensure that GHG emission reductions in these sectors are real, permanent, quantifiable, verifiable and enforceable, are not yet well-defined. For related reasons, this alternative could fail to meet SLCP reduction goals due to potential increases in administrative burden for both implementation and compliance with the Regulation.

#### **b. Environmental Impacts**

Reasonably foreseeable compliance responses under this alternative would likely be similar to those under the current Cap-and-Trade Regulation, and therefore, any potentially significant impacts analyzed in the 2010 Cap-and-Trade FED would likely be similar under Alternative 3.

Potentially significant impacts would also be similar in some instances to those disclosed in this Revised Draft EA for the measures in the SLCP Strategy, to the extent that some entities pursue these responses in response to Cap-and-Trade Regulation price signals, along with similar or additional compliance responses under the broadened Cap-and-Trade Regulation. Any reduction in offset supply, resulting from coverage of SLCP-emitting sectors in the Cap-and-Trade Regulation, would have environmental impacts similar to those described in Chapter 4. This is because changes in offset availability from certain sectors are expected to be similar under this alternative and under the SLCP Strategy, with the notable exception that the ozone-destroying substances protocol might be phased out along with the livestock protocol, resulting in somewhat greater shifts in environmental impacts from offset-supported projects.

Because sector- and pollutant-specific projects would likely occur at a reduced frequency, however, the specific short-term and long-term environmental impacts identified in Chapter 4 of this Revised Draft EA, particularly impacts from methane specific measures on aesthetics, agricultural and forest resources, air quality, biological resources, cultural resources, geology and soils, hazards and hazardous materials, hydrology and water quality, land use and planning, noise, transportation/traffic, and utilities and service systems, would also likely occur at reduced levels. The precise degree to which these impacts could be avoided, however, turns on whether individual entities covered by the Cap-and-Trade Regulation under this alternative find it economically efficient to pursue these strategies as part of their compliance response. Some of these impacts might continue to be potentially significant and unavoidable.

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## ATTACHMENT A: ENVIRONMENTAL AND REGULATORY SETTING

### 1. AESTHETICS

#### A. Existing Conditions

Similar to the U.S., the visual character of California varies greatly related to topography and climate. The foothills form a transitional landform from the valley floor to the higher Sierra Nevada, Cascade, and Coast Ranges. The valley floor is cut by two rivers that flow west out of the Sierra Nevada and east out of the Coast Ranges. Irrigated agriculture land is the primary landscape in the Sacramento and San Joaquin Valleys, and the foothill landscape has been altered by grazing, mining, reservoir development, and residential and commercial development. The visual character of the state also varies dramatically from the north, which is dominated by forest lands, and the south, which is primarily residential and commercial development.

#### B. Regulatory Setting

Applicable laws and regulations associated with aesthetics and scenic resources are discussed in Table 1.

<b>Table 1: Applicable Laws and Regulations for Aesthetic Resources</b>	
<b>Applicable Regulations</b>	<b>Description</b>
<b>Federal</b>	
Federal Land Policy and Management Act of 1976 (FLPMA)	FLPMA is the enabling legislation establishing the Bureau of Land Management's (BLM's) responsibilities for lands under its jurisdiction. Section 102 (a) of the FLPMA states that "...the public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resources, and archeological values..." Section 103(c) identifies "scenic values" as one of the resources for which public land should be managed.
BLM Contrast Rating System	The contrast rating system is a systematic process used by BLM to analyze visual impacts of proposed projects and activities. It is primarily intended to assist BLM personnel in the resolution of visual impact assessment.
Natural Historic Preservation Act (NHPA)	Under regulations of the NHPA, visual impacts to a listed or eligible National Register property that may diminish the integrity of the property's "setting ... [or] ... feeling" in a way that affects the property's eligibility for listing may result in a potentially significant adverse effect. "Examples of adverse effects ... include...: Introduction of visual, atmospheric, or audible elements that diminish the

<b>Table 1: Applicable Laws and Regulations for Aesthetic Resources</b>	
<b>Applicable Regulations</b>	<b>Description</b>
	integrity of the property’s significant historic features.” (Title 36 Code of Federal Regulations CFR (CFR) Part 800.5)
National Scenic Byways Program	Title 23, Sec 162 outlines the National Scenic Byways Program. This program is used to recognize roads having outstanding scenic, historic, cultural, natural, recreational, and archaeological qualities through designation of road as: National Scenic Byways; All-American Roads; or America’s Byways. Designation of the byways provides eligibility for Federal assistance for safety improvement, corridor management plans, recreation access, or other project that protect scenic, historical, recreational, cultural, natural, and archaeological resources.
<b>State</b>	
Ambient Air Quality Standard for Visibility-Reducing Particles	Extinction coefficient (measure of absorption of light in a medium) of 0.23 per kilometer — visibility of 10 miles or more (0.07 — 30 miles or more for Lake Tahoe) due to particles when relative humidity is less than 70 percent.
California Streets and Highway Code, Section 260 through 263 – Scenic Highways	The State Scenic Highway Program promotes protection of designated State scenic highways through certification and adoption of local scenic corridor protection programs that conform to requirements of the California Scenic Highway Program.
<b>Local</b>	
County and City Controls	Most local planning guidelines to preserve and enhance the visual quality and aesthetic resources of urban and natural areas are established in the jurisdiction’s general plan. The value attributed to a visual resource generally is based on the characteristics and distinctiveness of the resource and the number of persons who view it. Vistas of undisturbed natural areas, unique or unusual features forming an important or dominant portion of a viewshed, and distant vistas offering relief from less attractive nearby features are frequently considered to be scenic resources. In some instances, a case-by-case determination of scenic value may be needed, but often there is agreement within the relevant community about which features are valued as scenic resources. In addition to federal and State designations, counties and cities have their own scenic highway designations, which are intended to preserve and enhance existing scenic resources. Criteria for designation are commonly included in the conservation/open space element of the

<b>Table 1: Applicable Laws and Regulations for Aesthetic Resources</b>	
<b>Applicable Regulations</b>	<b>Description</b>
	city or county general plan.

**2. AGRICULTURAL AND FOREST RESOURCES**

**A. Existing Conditions**

**1. Agricultural Resources**

The State of California maps and classifies farmland through the California Department of Conservation Farmland Mapping and Monitoring Program (FMMP). Classifications are based on a combination of physical and chemical characteristics of the soil and climate that determine the degree of suitability of the land for crop production. The classifications under the FMMP are as follows:

1. Prime Farmland—land that has the best combination of features for the production of agricultural crops;
2. Farmland of Statewide Importance—land other than Prime Farmland that has a good combination of physical and chemical features for the production of agricultural crops, but that has more limitations than Prime Farmland, such as greater slopes or less ability to store soil moisture;
3. Unique Farmland—land of lesser quality soils used for the production of the state’s leading agricultural cash crops;
4. Farmland of Local Importance—land of importance to the local agricultural economy;
5. Grazing Land—existing vegetation that is suitable for grazing;
6. Urban and Built-Up Land—land occupied by structures in density of at least one dwelling unit per 1.5 acres;
7. Land Committed to Nonagricultural Use—vacant areas; existing land that has a permanent commitment to development but has an existing land use of agricultural or grazing lands; and
8. Other Land— land not included in any other mapping category, common examples of which include low-density rural developments, brush, timber, wetland, and vacant and nonagricultural land surrounded on all sides by urban development.

CEQA Section 21095 and CEQA Guidelines Appendix G, together, define Prime, Unique, and Farmland of Statewide Importance as “Important Farmland,” whose conversion may be considered significant. Local jurisdictions can further consider other classifications of farmland as important, and can also utilize an agricultural land evaluation and site assessment (LESA) model to determine farmland importance and impacts from conversion.

As of 2012, California contained 41,570 acres of Prime Farmland; 33,337 acres of Farmland of Statewide Important; 28,725 acres of Unique Farmland; 15,168 acres of Farmland of Local Importance; and 197,866 acres of grazing land (FMMP 2012).

**a) Williamson Act**

The California Land Conservation Act of 1965--commonly referred to as the Williamson Act--enables local governments to enter into contracts with private landowners for the purpose of restricting specific parcels of land to agricultural or related open space use. In return, landowners receive property tax assessments which are much lower than normal because they are based upon farming and open space uses as opposed to full market value. The Open Space Subvention Act of 1971 provided local governments an annual subvention of forgone property tax revenues from the state through the year 2009; these payment have been suspended in more recent years due to revenue shortfalls.

Of California's 58 counties, 52 have executed contracts under the Land Conservation Act Program. The 15.4 million acres reported as enrolled in Land Conservation Act contracts statewide in 2013, represents approximately 50 percent of California's farmland total of about 30 million acres, or about 31 percent of the State's privately owned land (California Department of Conservation 2015).

**2. Forestry Resources**

Forestland is defined as land that can support 10 percent native tree cover of any species, including hardwoods, under natural conditions, and that allows for management of one or more forest resources, including timber, aesthetics, fish and wildlife, biodiversity, water quality, recreation, and other public benefits (Public Resources Code [PRC] 12220[g]). There are 40,233,000 acres of forested land within California including oak woodlands and conifer forests (CDFW 2014a).

Timberland is privately-owned land, or land acquired for state forest purposes, which is devoted to and used for growing and harvesting timber, or for growing and harvesting timber and compatible uses, of, at minimum 15 cubic feet per acre (PRC 51104[g]).

Forest managed for harvest is called timberland, and includes 2,932,000 acres in private ownership, 146,000 acres in State ownership, 10,130,000 acres in federal ownership, and 4,551,000 acres of non-industrial timberland in private ownership (CDFW 2014a).

**B. Regulatory Setting**

Table 2 below provides a general description of applicable laws and regulations that may pertain to agriculture and forest resources.

<b>Table 2: Applicable Laws and Regulations for Agriculture and Forest Resources</b>	
<b>Applicable Regulations</b>	<b>Description</b>
<b>Federal</b>	
Farmland Protection Policy Act (FPPA)	FPPA directs federal agencies to consider the effects of federal programs or activities on farmland, and ensure that such programs, to the extent practicable, are compatible with

<b>Table 2: Applicable Laws and Regulations for Agriculture and Forest Resources</b>	
<b>Applicable Regulations</b>	<b>Description</b>
	state, local, and private farmland protection programs and
National Forest Management Act (NFMA) of 1976	NFMA is the primary statute governing the administration of national forests. The act requires the Secretary of Agriculture to assess forest lands, develop a management program based on multiple-use, sustained-yield principles, and implement a resource management plan for each unit of the National Forest System. Goal 4 of the U.S. Forest Service’s National Strategic Plan for the National Forests states that the nation’s forests and grasslands play a significant role in meeting America’s need for producing and transmitting energy. Unless otherwise restricted, National Forest Service lands are available for energy exploration, development, and infrastructure (e.g., well sites, pipelines, and transmission lines). However, the emphasis on non-recreational special uses, such as utility corridors, is to authorize the special uses only when they cannot be reasonably accommodated on non-National Forest Service lands.
<b>State</b>	
The California Land Conservation Act, also known as the Williamson Act (Government Code Section 51200)	The California Department of Conservation’s (DOC’s) Division of Land Resource Protection administers the Williamson Act program, which permits property tax adjustments for landowners who contract with a city or county to keep their land in agricultural production or approved open space uses for at least 10 years. Lands covered by Williamson Act contracts are assessed on the basis of their agricultural value instead of their potential market value under nonagricultural uses. In return for the preferential tax rate, the landowner is required to contractually agree to not develop the land for a period of at least 10 years. Williamson Act contracts are renewed annually for 10 years unless a party to the contract files for nonrenewal. The filing of a non-renewal application by a landowner ends the automatic annual extension of a contract and starts a 9-year phase-out of the contract. During the phase-out period, the land remains restricted to agricultural and open-space uses, but property taxes gradually return to levels associated with the market value of the land. At the end of the 9-year non-renewal process, the contract expires and the owner’s uses of the land are restricted only by applicable local zoning. The Williamson Act defines compatible use of contracted lands as any use determined by the county or city administering the agricultural preserve to be compatible with the agricultural, recreational, or open space use of land within the preserve and subject to contract (Government Code, Section 51202[e]). However, uses deemed compatible by a county or city government must be

<b>Table 2: Applicable Laws and Regulations for Agriculture and Forest Resources</b>	
<b>Applicable Regulations</b>	<b>Description</b>
	consistent with the principles of compatibility set forth in Government Code, Section 51238.1. Approximately 16 million acres of farmland (about 50 percent of the State’s total farmland) are enrolled in the program.
California Farmland Conservancy Program (CFCP) (Public Resources Code [PRC] Section 10200)	The program provides grant funding for agricultural conservation easements. Although the easements are always written to reflect the benefits of multiple resource values, there is a provision in the CFCP statute that prevents easements funded under the program from restricting husbandry practices. This provision could prevent restricting those practices to benefit other natural resources.
Farmland Mapping and Monitoring Program (FMMP) (Government Code Section 65570, PRC Section 612)	<p>Under the FMMP, the DOC assesses the location, quality, and quantity of agricultural lands and conversion of these lands over time. Agricultural designations include the categories of Prime Farmland, Farmland of Statewide Importance, Unique Farmland, Farmland of Local Importance, Grazing Land, Urban and Built-Up Land, and Other Land. FMMP uses the following definitions to describe farmland types.</p> <p>9. Prime Farmland is defined by the DOC as “Land with the best combination of physical and chemical features able to sustain long term production of agricultural crops. This land has the soil quality, growing season, and moisture supply needed to produce sustained high yields. Land must have been used for production of irrigated crops at some time during the past four years.”</p> <p>10. Farmland of Statewide Importance is defined by the DOC as “Land similar to Prime Farmland that has a good combination of physical and chemical characteristics for the production of agricultural crops. This land has minor shortcomings, such as greater slopes or less ability to store soil moisture than Prime Farmland. Land must have been used for production of irrigated crops at some time during the past four years.”</p> <p>11. Unique Farmland is defined by the DOC as “Lesser quality soils used for the production of the State’s leading agricultural crops. This land is usually irrigated, but may include non-irrigated orchards or vineyard as found in some climatic zones in California.”</p>
State Lands Commission Significant Land Inventory	The State Lands Commission is responsible for managing lands owned by the State, including lands that the State has received from the federal government. These lands total more than 4 million acres and include tide and submerged lands, swamp and overflow lands, the beds of navigable waterways,

<b>Table 2: Applicable Laws and Regulations for Agriculture and Forest Resources</b>	
<b>Applicable Regulations</b>	<b>Description</b>
	and State School Lands. The State Lands Commission has a legal responsibility for, and a strong interest in, protecting the ecological and Public Trust values associated with the State's sovereign lands, including the use of these lands for habitat preservation, open space and recreation. Scoping Plan projects located within these lands would be subject to the State Lands Commission permitting process.
<b>Local</b>	
Open Space Element	State law requires each city and county to adopt a general plan containing at least seven mandatory elements including an open space element. The open space element identifies open space resources in the community and strategies for protection and preservation of these resources. Agricultural and forested lands are among the land use types identified as open space in general plans.
Zoning	The city or county zoning code is the set of detailed requirements that implement the general plan policies at the level of the individual parcel. The zoning code presents standards for different land uses and identifies which land uses (e.g., agriculture, residential, commercial, industrial) are allowed in the various zoning districts of the jurisdiction. Since 1971, state law has required the city or county zoning code to be consistent with the jurisdiction's general plan, except in charter cities.

### **3. AIR QUALITY**

#### **A. Existing Conditions**

Federal, State, and local governments all share responsibility for reducing air pollution. The California Air Resources Board (ARB or Board) is California's lead air agency and controls emissions from mobile sources, fuels, and consumer products, as well as air toxics.

ARB also coordinates local and regional emission reduction measures and plans that meet federal and State air quality limits. At the federal level, the U.S. Environmental Protection Agency (EPA) has oversight of State programs. In addition, EPA alone has jurisdiction to establish emission standards for certain mobile sources such as ships, trains, and airplanes.

### 1. Criteria Air Pollutants

Concentrations of emissions of criteria air pollutants are used to indicate the quality of the ambient air because these are the most prevalent air pollutants known to be deleterious to human health. A brief description of each CAP is provided below. Emission source types and health effects are summarized in Table 3.

<b>Table 3: Sources and Health Effects of Criteria Air Pollutants</b>			
<b>Pollutant</b>	<b>Sources</b>	<b>Acute<sup>1</sup> Health Effects</b>	<b>Chronic<sup>2</sup> Health Effects</b>
Ozone	Secondary pollutant resulting from reaction of reactive organic gases (ROG) and oxides of nitrogen (NO <sub>x</sub> ) in presence of sunlight. ROG emissions result from incomplete combustion and evaporation of chemical solvents and fuels; NO <sub>x</sub> results from the combustion of fuels	Increased respiration and pulmonary resistance; cough, pain, shortness of breath, lung inflammation	Permeability of respiratory epithelia, possibility of permanent lung impairment
Carbon monoxide (CO)	Incomplete combustion of fuels; motor vehicle exhaust	Headache, dizziness, fatigue, nausea, vomiting, death	Permanent heart and brain damage
Nitrogen dioxide (NO <sub>2</sub> )	Combustion devices; e.g., boilers, gas turbines, and mobile and stationary reciprocating internal combustion engines	Coughing, difficulty breathing, vomiting, headache, eye irritation, chemical pneumonitis or pulmonary edema; breathing abnormalities, cough, cyanosis, chest pain, rapid heartbeat, death	Chronic bronchitis, decreased lung function
Sulfur dioxide (SO <sub>2</sub> )	Coal and oil combustion, steel mills, refineries, and pulp and paper mills	Irritation of upper respiratory tract, increased asthma symptoms	Insufficient evidence linking SO <sub>2</sub> exposure to chronic health impacts
Respirable particulate matter (PM <sub>10</sub> ) and fine particulate matter (PM <sub>2.5</sub> )	Fugitive dust, soot, smoke, mobile and stationary sources, construction, fires and natural windblown dust, and formation in the atmosphere by condensation and/or transformation of SO <sub>2</sub> and ROG	Breathing and respiratory symptoms, aggravation of existing respiratory and cardiovascular diseases, premature death	Alterations to the immune system, carcinogenesis

**Table 3: Sources and Health Effects of Criteria Air Pollutants**

<b>Pollutant</b>	<b>Sources</b>	<b>Acute<sup>1</sup> Health Effects</b>	<b>Chronic<sup>2</sup> Health Effects</b>
Lead	Metal processing	Reproductive/ developmental effects (fetuses and children)	Numerous effects including neurological, endocrine, and cardiovascular effects
<sup>1</sup> Acute” refers to effects of short-term exposures to criteria air pollutants, usually at relatively high concentrations. <sup>2</sup> Chronic” refers to effects of long-term exposures to criteria air pollutants, even at relatively low concentrations. Sources: US EPA 2011.			

**a) Ozone**

Ozone is a photochemical oxidant (a substance whose oxygen combines chemically with another substance in the presence of sunlight) and the primary component of smog. Ozone is not directly emitted into the air but is formed through complex chemical reactions between precursor emissions of reactive organic gases (ROG) and oxides of nitrogen (NO<sub>x</sub>) in the presence of sunlight. ROG are volatile organic compounds that are photochemically reactive. ROG emissions result primarily from incomplete combustion and the evaporation of chemical solvents and fuels. NO<sub>x</sub> are a group of gaseous compounds of nitrogen and oxygen that result from the combustion of fuels.

Anthropogenic emissions of the ozone precursors ROG and NO<sub>x</sub> have decreased over the past several years because of more stringent motor vehicle standards and cleaner burning fuels. During the last 20 years the maximum amount of ROG and NO<sub>x</sub> over an 8-hour period decreased by 17 percent. However, most counties in California are still in nonattainment for ozone.

**b) Nitrogen Dioxide**

NO<sub>2</sub> is a brownish, highly-reactive gas that is present in all urban environments. The major human-made sources of NO<sub>2</sub> are combustion devices, such as boilers, gas turbines, and mobile and stationary reciprocating internal combustion engines.

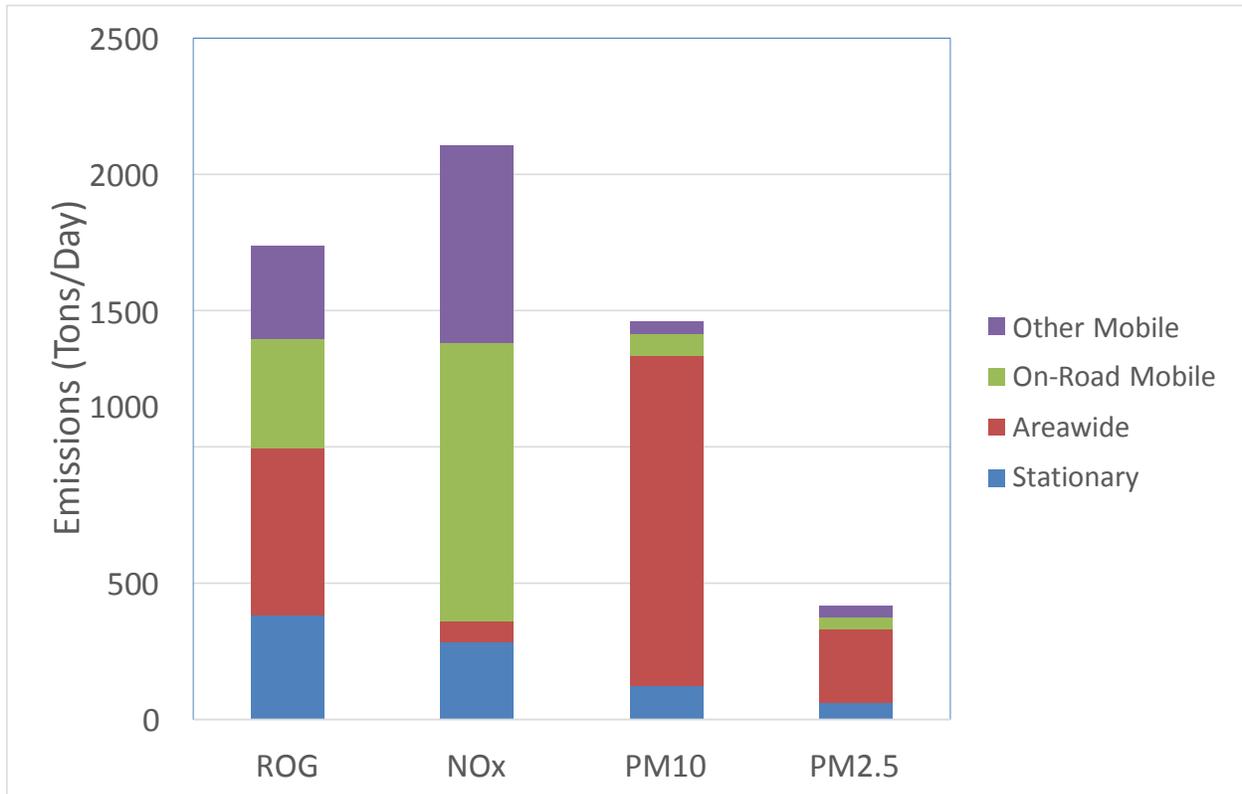
Combustion devices emit primarily nitric oxide (NO), which reacts through oxidation in the atmosphere to form NO<sub>2</sub>. The combined emissions of NO and NO<sub>2</sub> are referred to as NO<sub>x</sub> and are reported as equivalent NO<sub>2</sub>. Because NO<sub>2</sub> is formed and depleted by reactions associated with photochemical smog (ozone), the NO<sub>2</sub> concentration in a particular geographical area may not be representative of the local sources of NO<sub>x</sub> emissions (US EPA 2011).

**c) Particulate Matter**

Respirable particulate matter with an aerodynamic diameter of 10 micrometers or less is referred to as PM<sub>10</sub>. PM<sub>10</sub> consists of particulate matter emitted directly into the air, such as fugitive dust, soot, and smoke from mobile and stationary sources, construction equipment, fires and natural windblown dust, and particulate matter formed in the atmosphere by reaction of gaseous precursors (ARB 2009). PM<sub>2.5</sub> includes a subgroup of smaller particles that have an aerodynamic diameter of 2.5 micrometers or less. PM<sub>10</sub> emissions in California are dominated by emissions from area sources, primarily fugitive dust from vehicle travel on unpaved and paved roads, farming operations, construction and demolition, and particles from residential fuel combustion. Direct emissions of PM<sub>10</sub> have increased slightly in California over the last 20 years, and are projected to continue to increase. PM<sub>2.5</sub> emissions have remained relatively steady over the last 20 years and are projected to increase slightly through 2020. Emissions of PM<sub>2.5</sub> are dominated by the same sources as emissions of PM<sub>10</sub> (ARB 2009).

Exhibit 1 summarizes emissions of CAPs within California for various source categories. According to California's emission inventory, mobile sources are the largest contributor to the estimated annual average for air pollutant levels of ROG and NO<sub>x</sub> accounting for approximately 43 percent and 83 percent, respectively, of the total emissions. Area wide sources account for approximately 83 percent and 65 percent of California's PM<sub>10</sub> and PM<sub>2.5</sub> emissions, respectively (ARB 2013).

**d) Emission Inventory**



Source: ARB 2013  
 Exhibit 1 California 2012 Emission Inventory

**e) Toxic Air Contaminants**

Concentrations of toxic air contaminants (TACs) are also used to indicate the quality of ambient air. A TAC is defined as an air pollutant that may cause or contribute to an increase in mortality or in serious illness, or that may pose a hazard to human health. TACs are usually present in minute quantities in the ambient air; however, their high toxicity or health risk may pose a threat to public health even at low concentrations.

According to the *California Almanac of Emissions and Air Quality* (ARB 2009), the majority of the estimated health risks from TACs can be attributed to relatively few compounds, the most predominant being particulate-exhaust emissions from diesel-fueled engines (diesel PM). Diesel PM differs from other TACs in that it is not a single substance, but rather a complex mixture of hundreds of substances. Although diesel PM is emitted by diesel-fueled internal combustion engines, the composition of the emissions varies depending on engine type, operating conditions, fuel composition, lubricating oil, and whether an emissions control system is being used. Unlike some TACs, no ambient monitoring data are available for diesel PM because no routine

measurement method currently exists. However, ARB has made preliminary concentration estimates based on a PM exposure method. This method uses the ARB emissions inventory's PM<sub>10</sub> database, ambient PM<sub>10</sub> monitoring data, and the results from several studies to estimate concentrations of diesel PM. In addition to diesel PM, the TACs for which data are available that pose the greatest existing ambient risk in California are benzene, 1,3-butadiene, acetaldehyde, carbon tetrachloride, hexavalent chromium, paradichlorobenzene, formaldehyde, methylene chloride, and perchloroethylene.

Diesel PM poses the greatest health risk among these 10 TACs mentioned. Since 1990, the health risk associated with diesel PM in California has reduced by 52 percent. Overall, levels of most TACs, except paradichlorobenzene and formaldehyde, have decreased since 1990 (ARB 2009: Chapter 5).

**B. Regulatory Setting**

Applicable laws and regulations associated with air quality are discussed in Table 4.

<b>Table 4: Applicable Laws and Regulations for Air Quality</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
Clean Air Act (CAA) (40 CFR)	CAA, which was last amended in 1990, requires the EPA to set National Ambient Air Quality Standards (NAAQS) for pollutants considered harmful to public health and the environment. CAA established two types of NAAQS: primary standards set limits to protect public health, including the health of "sensitive" populations such as asthmatics, children, and the elderly; and secondary standards set limits to protect public welfare, including protection against decreased visibility, damage to animals, crops, vegetation, and buildings. EPA Office of Air Quality Planning and Standards has set NAAQS for six principal pollutants, which are called "criteria" pollutants. Title III of the CAA directed the EPA to promulgate national emissions standards for Hazardous Air Pollutants. The CAA also required the EPA to promulgate vehicle or fuel standards containing reasonable requirements that control toxic emissions, at a minimum to benzene and formaldehyde. Performance criteria were established to limit mobile-source emissions of toxics, including benzene, formaldehyde, and 1,3-butadiene. In addition, Section 219 required the use of reformulated gasoline in selected areas with the most severe ozone nonattainment conditions to further reduce mobile-source emissions.

<b>Table 4: Applicable Laws and Regulations for Air Quality</b>	
<b>Regulation</b>	<b>Description</b>
SmartWay	SmartWay is an EPA program that reduces transportation-related emissions by creating incentives to improve supply chain fuel efficiency. It aims to increase the availability and market penetration of fuel efficient technologies and strategies that help freight companies save money while also reducing adverse environmental
Other Applicable Federal-Level Regulations	This includes all other applicable regulations at the federal level for portions of the project area that are outside of the U.S. (e.g., Canada).
<b>State</b>	
California Clean Air Act (CCAA) CCR (Titles 13 and 17)	ARB is the agency responsible for coordination and oversight of State and local air pollution control programs in California and for implementing the CCAA. The CCAA, which was adopted in 1988, required the ARB to establish California ambient air quality standards (CAAQS).
Waste Heat and Carbon Emissions Reduction Act	This Act is designed to encourage the development of new combined heat and power (CHP) systems in California with a generating capacity of not more than 20 megawatts. Section 2843 of the Act provides that the Energy Commission’s guidelines require that CHP systems: be designed to reduce waste energy; have a minimum efficiency of 60 percent; have NO <sub>x</sub> emissions of no more than 0.07 pounds per megawatt-hour; be sized to meet the eligible customer generation thermal load; operate continuously in a manner that meets the expected thermal load and optimizes the efficient use of waste heat; be cost effective, technologically feasible, and environmentally beneficial.
Other Applicable State-Level Regulations	This includes all other applicable regulations at the State level for portions of the project area that are outside of California (e.g., AB 1807 and AB 2588).
<b>Local</b>	
Air Districts	Air Districts have primary responsibility for preparation, adoption, and implementation of mobile, stationary, and area emission control measures and for the preparation of the SIP and any amendments.

#### 4. BIOLOGICAL RESOURCES

##### A. Existing Conditions

The state’s geography and topography have created distinct local climates ranging from high rainfall in northwestern mountains to the driest place in North America, Death

Valley. North to south, the state extends for almost 800 miles, bridging the temperate rainforests in the Pacific Northwest and the subtropical arid deserts of Mexico. Many parts of the state experience Mediterranean weather patterns, with cool, wet winters and hot, dry summers. Summer rain is indicative of the eastern mountains and deserts, driven by the western margin of the North American monsoon. Along the northern coast abundant precipitation and ocean air produces foggy, moist conditions. High mountains have cooler conditions, with a deep winter snow pack in normal climate years. Desert conditions exist in the rain shadow of the mountain ranges (CDFW 2015).

While the state is largely considered to have a Mediterranean climate, it can be further subdivided into six major climate types: Desert, Marine, Cool Interior, Highland, Steppe, and Mediterranean. California deserts, such as the Mojave, are typified by a wide range of elevation with more rain and snow in the high ranges, and hot, dry conditions in valleys. Cool Interior and Highland climates can be found on the Modoc Plateau, Klamath, Cascade, and Sierra ranges. Variations in slope, elevation, and aspect of valleys and mountains result in a range of microclimates for habitats and wildlife. For example, the San Joaquin Valley, exhibiting a Mediterranean climate, receives sufficient springtime rain to support grassland habitats, while still remaining hot and relatively dry in summer. Steppe climates include arid, shrub-dominated habitats that can be found in the Owens Valley, east of the Sierra Nevada, and San Diego, located in coastal southern California (CDFW 2015).

The marine climate has profound influence over terrestrial climates, particularly near the coast. Additionally, the state is known for variability in precipitation because of the El Niño-Southern Oscillation (ENSO) and the Pacific Decadal Oscillation (PDO).

Oscillations are the cyclical shifting of high and low pressure systems, as evidenced by the wave pattern of the jet stream in the northern hemisphere. The ENSO is the cycle of air pressure systems influenced by the location of warm and cold sea temperatures. El Niño events occur when waters are warmer in the eastern Pacific Ocean, typically resulting in greater precipitation in southern California and less precipitation in northern California, and La Niña events occur when waters are colder in the eastern Pacific resulting in drier than normal conditions in southern California and wetter conditions in northern California during late summer and winter. The warmer ocean temperatures associated with El Niño conditions also result in decreased upwelling in the Pacific Ocean (CDFW 2015).

## **1. Plant Diversity**

California has the highest numbers of native and endemic plant species of any state, with approximately 6,500 species, subspecies, and varieties of plants, representing 32 percent of all vascular plants in the United States. Nearly one-third of the state's plant species are endemic, and California has been recognized as one of 34 global hotspots for plant diversity. Within the California Floristic Province, which encompasses the Mediterranean area of Oregon, California, and northwestern Baja, 2,124 of the 3,488 species are endemic, representing a 61 percent rate of endemism. Over 200 species,

subspecies, and varieties of native plants are designated as rare, threatened, or endangered by state law, and over 2,000 more plant taxa are considered to be of conservation concern (CDFW 2015).

## 2. Wildlife Diversity

California has a large number of animal species, representing a substantial proportion of the wildlife species nationwide. The state’s diverse natural communities provide a wide variety of habitat conditions for wildlife. The state’s wildlife species include approximately 100 reptile species, 75 amphibian species, 650 bird species, and 220 mammal species. Additionally, 48 mammals, 64 birds, 72 amphibians and reptiles, and 20 freshwater fish live in California and nowhere else (CDFW 2015).

California exhibits a wide range of aquatic habitats from the Pacific Ocean to isolated hillside seeps, to desert oases that support both water-dependent species and provide essential seasonal habitat for terrestrial species. Perennial and ephemeral rivers and streams, riparian areas, vernal pools, and coastal wetlands support a diverse array of flora and fauna, including 150 animal and 52 plant species that are designated specialstatus species. The California Natural Diversity Database identifies 123 different aquatic habitat-types in California, based on fauna. Of these, 78 are stream habitat-types located in seven major drainage systems: Klamath, Sacramento-San Joaquin, North/Central Coast, Lahontan, Death Valley, South Coast, and Colorado River systems. These drainage systems are geologically separated and contain distinctive fishes and invertebrates. California has approximately 70 native resident and anadromous fish species, and 72 percent of the native freshwater fishes in California are either listed, or possible candidates for listing as threatened or endangered, or are extinct (CDFW 2015).

### B. Regulatory Setting

Applicable laws and regulations associated with biological resources are discussed in Table 5.

<b>Table 5: Applicable Laws and Regulations for Biological Resources</b>	
<b>Applicable Law</b>	<b>Description</b>
<b>Federal</b>	
Federal Endangered Species Act (ESA)	Designates and provides for protection of threatened and endangered plant and animal species, and their critical habitat. Two sections of the ESA address take of threatened and endangered species. Section 7 covers actions that would result in take of a federally-listed species and have a federal discretionary action. Section 10 regulates actions that would result in take of threatened or endangered species and a non-federal agency is the lead agency for the action. Section 10 of the ESA requires preparation of a habitat conservation plan (HCP). More than 430 HCPs have been

<b>Table 5: Applicable Laws and Regulations for Biological Resources</b>	
<b>Applicable Law</b>	<b>Description</b>
	approved nation-wide.
Migratory Bird Treaty Act	Makes it unlawful to take or possess any migratory nongame bird (or any part of such migratory nongame bird) as designated in the Migratory Bird Treaty Act.
Clean Water Act (CWA)	Requires the permitting and monitoring of all discharges to surface water bodies. Section 404 requires a permit from the U.S. Army Corps of Engineers (USACE) for a discharge from dredged or fill materials into Waters of the U.S., including wetlands. Section 401 requires a permit from a regional water quality control board (RWQCB) for the discharge of pollutants. By federal law, every applicant for a federal permit or license for an activity that may result in a discharge into a California water body, including wetlands, must request State certification that the proposed activity would not violate State and federal water quality standards.
Rivers and Harbors Act of 1899	Requires permit or letter of permission from USACE prior to any work being completed within navigable waters.
EPA Section 404 (b)(1) Guidelines	Requires USACE to analyze alternatives in a sequential approach such that USACE must first consider avoidance and minimization of impacts to the extent practicable to determine whether a proposed discharge can be authorized.
California Desert Conservation Area Plan (CDCA)	Comprises one of two national conservation areas established by Congress in 1976. FLPMA outlines how BLM would manage public lands. Congress specifically provided guidance for the management of the CDCA and directed the development of the 1980 CDCA Plan.
Federal Noxious Weed Act of 1974 (P.L. 93-629) (7 U.S.C. 2801 et seq.; 88 Stat. 2148)	Establishes a federal program to control the spread of noxious weeds. Authority is given to the Secretary of Agriculture to designate plants as noxious weeds by regulation, and the movement of all such weeds in interstate or foreign commerce was prohibited except under permit.
Executive Order 13112, "Invasive Species," February 3, 1999	Federal agencies are mandated to take actions to prevent the introduction of invasive species, provide for their control, and minimize the economic, ecological, and human health impacts that invasive species cause.
Executive Order 11988, "Floodplain Management," May 24, 1977	Requires federal agencies to avoid to the extent possible the long- and short-term adverse impacts associated with the occupancy and modification of flood plains and to avoid direct and indirect support of floodplain development wherever there is a practicable alternative.
Executive Order 11990, "Protection of Wetlands,"	Requires all federal agencies to consider wetland protection as an important part of their policies and take action to

<b>Table 5: Applicable Laws and Regulations for Biological Resources</b>	
<b>Applicable Law</b>	<b>Description</b>
May 24, 1977	minimize the destruction, loss, or degradation of wetlands, and to preserve and enhance the natural and beneficial values of wetlands.
Executive Order 13186, "Responsibilities of Federal Agencies to Protect Migratory Birds," January 10, 2001	Requires that each federal agency taking actions that have, or are likely to have, a measurable negative effect on migratory bird populations develop and implement a Memorandum of Understanding (MOU) with the U.S. Fish and Wildlife Service (USFWS) that shall promote the conservation of migratory bird populations.
Bald and Golden Eagle Protection Act	Declares it is illegal to take, possess, sell, purchase, barter, offer to sell or purchase or barter, transport, export or import a bald or golden eagle, alive or dead, or any part, nest or egg of these eagles unless authorized. Active nest sites are also protected from disturbance during the breeding season.
BLM Manual 6840 — Special Status Species Management	Establishes special status species policy on BLM land for plant and animal species and the habitats on which they depend. The policy refers to species designated by the BLM State Director as sensitive.
Listed Species Recovery Plans and Ecosystem Management Strategies	Provides guidance for the conservation and management of sufficient habitat to maintain viable populations of listed species and ecosystems. Relevant examples include, but are not limited to, the Desert Tortoise Recovery Plan, Flat-tailed Horned Lizard Rangeland Management Strategy; Amargosa Vole Recovery Plan; and Recovery Plan for Upland Species of the San Joaquin Valley.
<b>State</b>	
California Endangered Species Act of 1984 (Fish and Game Code, sections 2050 through 2098)	Protects California's rare, threatened, and endangered species.
Natural Community Conservation Planning (NCCP) Act 1991	The primary objective of the NCCP program is to conserve natural communities at the ecosystem level while accommodating compatible land use. An NCCP identifies and provides for the regional or areawide protection of plants, animals, and their habitats, while allowing compatible and appropriate economic activity. There are currently 23 NCCPs that have been adopted or are in progress in California (CDFW 2014b).
Porter-Cologne Water Quality Control Act	Requires that each of the nine RWQCBs prepare and periodically update basin plans for water quality control. Each basin plan sets forth water quality standards for surface water

<b>Table 5: Applicable Laws and Regulations for Biological Resources</b>	
<b>Applicable Law</b>	<b>Description</b>
	and groundwater and actions to control nonpoint and point sources of pollution to achieve and maintain these standards.
Wetlands Preservation (Keene-Nejedly California Wetlands Preservation Act) (PRC, Section 5810 et seq.)	California has established a successful program of regional, cooperative efforts to protect, acquire, restore, preserve, and manage wetlands. These programs include, but are not limited to, the Central Valley Habitat Joint Venture, the San Francisco Bay Joint Venture, the Southern California Wetlands Recovery Project, and the Inter-Mountain West Joint Venture.
California Wilderness Preservation System (PRC, Section 5093.30 et seq.)	Establishes a California wilderness preservation system that consists of State-owned areas to be administered for the use and enjoyment of the people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, provide for the protection of such areas, preserve their wilderness character, and provide for the gathering and dissemination of information regarding their use and enjoyment as wilderness.
Significant Natural Areas (Fish and Game Code section 1930 et seq.)	Designates certain areas such as refuges, natural sloughs, riparian areas, and vernal pools as significant wildlife habitat.
Protection of Birds and Nests (Fish and Game Code section 3503 and 3503.5)	Protects California's birds by making it unlawful to take, possess, or needlessly destroy the nest or eggs of any bird. Raptors (e.g., hawks and owls) are specifically protected.
Migratory Birds (Fish and Game Code section 3513)	Protects California's migratory birds by making it unlawful to take or possess any migratory nongame bird as designated in the Migratory Bird Treaty Act or any part of such migratory nongame birds.
Fur-bearing Mammals (Fish and Game Code sections 4000 and 4002)	Lists fur-bearing mammals which require a permit for take.
Fully Protected Species (Fish and Game Code Sections 3511, 4700, 5050, and 5515)	Identifies several amphibian, reptile, fish, bird, and mammal species that are Fully Protected. The California Department of Fish and Wildlife (CDFW) cannot issue a take permit for these species, except for take related to scientific research.
California Environmental Quality Act (CEQA Guidelines 15380)	CEQA defines rare species more broadly than the definitions for species listed under the state and federal Endangered Species Acts. Under section 15830, species not protected through state or federal listing but nonetheless demonstrable as "endangered" or "rare" under CEQA should also receive consideration in environmental analyses. Included in this category are many plants considered rare by the California

<b>Table 5: Applicable Laws and Regulations for Biological Resources</b>	
<b>Applicable Law</b>	<b>Description</b>
	Native Plant Society (CNPS) and some animals on the CDFW's Special Animals List.
Oak Woodlands (California PRC Section 21083.4)	Requires counties to determine if a project within their jurisdiction may result in conversion of oak woodlands that would have a significant adverse effect on the environment. If the lead agency determines that a project would result in a significant adverse effect on oak woodlands, mitigation measures to reduce the significant adverse effect of converting oak woodlands to other land uses are required.
Lake and Streambed Alteration Agreement (Fish and Game Code sections 1600 et seq.)	Regulates activities that may divert, obstruct, or change the natural flow or the bed, channel, or bank of any river, stream, or lake in California designated by CDFW in which there is at any time an existing fish or wildlife resource or from which these resources derive benefit. Impacts to vegetation and wildlife resulting from disturbances to waterways are also reviewed and regulated during the permitting process.
California Desert Native Plants Act of 1981 (Food and Agricultural Code section 80001 et seq. and California Fish and Game Code sections 1925-1926)	Protects non-listed California desert native plants from unlawful harvesting on both public and private lands in Imperial, Inyo, Kern, Los Angeles, Mono, Riverside, San Bernardino, and San Diego counties. Unless issued a valid permit, wood receipt, tag, and seal by the commissioner or sheriff, harvesting, transporting, selling, or possessing specific desert plants is prohibited.
Food and Agriculture Code, Section 403	The California Department of Food and Agriculture is designated to prevent the introduction and spread of injurious insect or animal pests, plant diseases, and noxious weeds.
Noxious Weeds (Title 3, California Code of Regulations, Section 4500)	List of plant species that are considered noxious weeds.
<b>Local</b>	
Various City and County General Plans	General plans typically designate areas for land uses, guiding where new growth and development should occur while providing a plan for the comprehensive and long-range management, preservation, and conservation of and natural resources and open-space lands.
Various Local Ordinances	Local ordinances provide regulations for proposed projects for activities such as grading plans, erosion control, tree removal, protection of sensitive biological resources and open space.

## **5. CULTURAL RESOURCES**

### **A. Existing Conditions**

#### **3. United States**

Cultural resources include archaeological sites of prehistoric or historic origin, built or architectural resources older than 50 years, traditional or ethnographic resources, and fossil deposits of paleontological importance. America has a cultural heritage that dates back to some 25,000-60,000 years ago, when the first known inhabitants of the land that would eventually become the U.S. crossed the Bering land bridge into Alaska.

All areas within the U.S. have the potential for yielding as yet undiscovered archaeological and paleontological resources and undocumented human remains not interred in cemeteries or marked formal burials. These resources have the potential to contribute to our knowledge of the fossil record or local, regional, or national prehistory or history.

Archaeological resources include both prehistoric and historic remains of human activity. Built environment resources include an array of historic buildings, structures, and objects serving as a physical connection to America's past. Traditional or ethnographic cultural resources may include Native American sacred sites and traditional resources of any ethnic community that are important for maintaining the cultural traditions of any group. "Historical resources" is a term with defined statutory meaning and includes any prehistoric or historic archaeological site, district, built environment resource, or traditional cultural resource recognized as historically or culturally significant (PRC Section 21084.1; CEQA Guidelines Section 15064.5(a)). Paleontological resources, including mineralized, partially mineralized, or unmineralized bones and teeth, soft tissues, shells, wood, leaf impressions, footprints, burrows, and microscopic remains, are more than 5,000 years old and occur mainly in Pleistocene or older sedimentary rock units.

#### **2. California**

##### **a) Prehistoric Overview**

California was occupied by different prehistoric cultures dating to at least 12,000 to 13,000 years ago. Evidence for the presence of humans during the Paleoindian Period prior to about 8,000 years ago is relatively sparse and scattered throughout the State; most surface finds of fluted Clovis or Folsom projectile points or archaeological sites left by these highly mobile hunter-gatherers are associated with Pleistocene lakeshores, the Channel Islands, or the central and southern California coast (Rondeau et al 2007).

Archaeological evidence from two of the Northern Channel Islands located off the coast from Santa Barbara indicates the islands were colonized by Paleoindian peoples at least 12,000 years ago, likely via seaworthy boats (Erlandson et al 2007). By 10,000 years ago, inhabitants of this coastal area were using fishhooks, weaving cordage and

basketry, hunting marine mammals and sea birds, and producing ornamental shell beads for exchange with people living in the interior of the State (Erlandson et al 2007). This is the best record of early maritime activity in the Americas, and combined with the fluted points, indicates California was colonized by both land and sea during the Paleoindian period (Jones and Klar 2007).

With climate changes between 10,000 and 7,000 years ago at the end of the Pleistocene and into the early Holocene, Lower Archaic peoples adjusted to the drying of pluvial lakes, rise in sea level, and substantial alterations in vegetation communities. Approximately 6,000 years ago, vegetation communities similar to those of the present were established in the majority of the state, while the changes in sea level also affected the availability of estuarine resources (Jones and Klar 2007). The archaeological record indicates subsistence patterns during the Lower Archaic and subsequent Middle Archaic Period shifted to an increased emphasis on plant resources, as evidenced by an abundance of milling implements in archaeological sites dating between 8,000 and 3,000 years ago.

Approximately 3,000 years ago, during the Upper Archaic and Late Prehistoric Periods, the complexity of the prehistoric archaeological record reflects increases in specialized adaptations to locally available resources such as acorns and salmon, in permanently occupied settlements, and in the expansion of regional populations and trade networks (Moratto 1984; Jones and Klar 2007). During the Upper Archaic, marine shell beads and obsidian continue to be the hallmark of long-distance trade and exchange networks developed during the preceding period (Hughes and Milliken 2007). Large shell midden/mounds at coastal and inland sites in central and southern California, for example, attest to the regular reuse of these locales over hundreds of years or more from the Upper Archaic into the Late Prehistoric period. In the San Francisco Bay region alone, over 500 shell mounds were documented in the early 1900s (Moratto 1984).

Changes in the technology used to pursue and process resources are some of the hallmarks of the Late Prehistoric period. These include an increase in the prevalence of mortars and pestles, a diversification in types of watercraft and fishhooks, and the earliest record for the bow and arrow in the State that occurs in both the Mojave Desert and northeast California nearly 2,000 years ago (Jones and Klar 2007). The period also witnessed the beginning of ceramic manufacture in the southeast desert region, southwest Great Basin, and parts of the Central Valley.

During the Late Prehistoric period, the development of social stratification and craft specialization accompanied the increase in sedentism, as indicated by the variety of artifacts, including bone tools, coiled and twined basketry, obsidian tools, marine shell beads, personal ornaments, pipes, and rattles, by the use of clamshell disk beads and strings of dentalium shell as a form of currency, and by variation in burial types and associated grave goods (Moratto 1984; Jones and Klar 2007). Pictographs, painted designs that are likely less than 1,000 years old, and other non-portable rock art created during this period likely had a religious or ceremonial function (Gilreath 2007).

Osteological evidence points to intergroup conflict and warfare in some regions during this period (Jones and Klar 2007), and there also appears to have been a decline or disruption in the long-distance trade of obsidian and shell beads approximately 1,200 years ago in parts of the State (Hughes and Milliken 2007).

### **b) Ethnographic Overview**

At the time of European contact, California was the home of approximately 310,000 indigenous peoples with a complex of cultures distinguished by linguistic affiliation and territorial boundaries (Kroeber 1925, Cook 1978, Heizer 1978, Ortiz 1983, d'Azevedo 1986). At least 70 distinct native Californian cultural groups, with even more subgroups, inhabited the vast lands within the State. The groups and subgroups spoke between 74 and 90 languages, plus a large number of dialects (Shipley 1978: p. 80, University of California at Berkeley 2009-2010).

In general, these mainly sedentary, complex hunter-gatherer groups of indigenous Californians shared similar subsistence practices (hunting, fishing, and collecting plant foods), settlement patterns, technology, material culture, social organization, and religious beliefs (Kroeber 1925, Heizer 1978, Ortiz 1983, d'Azevedo 1986). Permanent villages were situated along the coast, interior waterways, and near lakes and wetlands. Population density among these groups varied, depending mainly on availability and dependability of local resources, with the highest density of people in the northwest coast and Santa Barbara Channel areas and the least in the State's desert region (Cook 1976). Networks of foot trails were used to connect groups to hunting or plant gathering areas, rock quarries, springs or other water sources, villages, ceremonial places, or distant trade networks (Heizer 1978).

The social organization of California's native peoples varied throughout the State, with villages or political units generally organized under a headman who was also the head of a lineage or extended family or achieved the position through wealth (Bean 1978). For some groups, the headman also functioned as the religious ceremonial leader.

Influenced by their Northwest Coast neighbors, the differential wealth and power of individuals was the basis of social stratification and prestige between elites and commoners for the Chilula, Hupa, Karok, Tolowa, Wiyot, and Yurok in the northwest corner of the State. Socially complex groups were also located along the southern California coast where differential wealth resulted in hierarchical classes and hereditary village chiefs among the Chumash, Gabrielino, Juaneño, and Luiseño (Bean and Smith 1978, Arnold and Graesch 2004).

At the time of Spanish contact, religious practices among native Californian groups varied, but ethnographers have recognized several major religious systems (Bean and Vane 1978). Many of the groups in the north-central part of the State practiced the *Kuksu* cult, primarily a ceremonial and dance organization, with a powerful shaman as the leader. Log drums, flutes, rattles, and whistles accompanied the elaborate ceremonial dances. The World Renewal cult in the northwestern corner of the State extended as far north as Alaska, entailed a variety of annual rites to prevent natural

disasters, maintain natural resources and individual health, and were funded by the wealthy class. The *Toloache* cult was widespread in central and southern California and involved the use of narcotic plant (commonly known as datura or jimsonweed) materials to facilitate the acquisition of power. On the southern coast among Takic-speaking groups, the basis of Gabrielino, Juaneño, and Luiseño religious life was the *Chinigchinich* cult, which appeared to have developed from the Toloache cult.

Chinigchinich, the last of a series of heroic mythological figures, gave instruction on laws and institutions, taught people how to dance, and later withdrew into heaven where he rewarded the faithful and punished those who disobeyed his laws. The Chinigchinich religion seems to have been relatively new when the Spanish arrived, and could have been influenced by Christianity.

Trade and exchange networks were a significant part of the economy and social organization among California's Native American groups (Heizer 1978). Obsidian, steatite, beads, acorns, baskets, animal skins, and dried fish were among the variety of traded commodities. Inland groups supplied obsidian from sources along the Sierra Nevada Mountains, in Napa Valley, and in the northeast corner of the State. Coastal groups supplied marine shell beads, ornaments, and marine mammal skins. In addition to trading specific items, clamshell disk beads made from two clam species available on the Pacific coast were widely used as a form of currency (Kroeber 1922). In northwestern California, groups used strings of dentalium shell as currency.

The effect of Spanish settlement and missionization in California marks the beginning of a devastating disruption of native culture and life ways, with forced population movements, loss of land and territory (including traditional hunting and gathering locales), enslavement, and decline in population numbers from disease, malnutrition, starvation, and violence during the historic period (Castillo 1978). In the 1830s, foreign disease epidemics swept through the densely populated Central Valley, adjacent foothills, and North Coast Ranges decimating indigenous population numbers (Cook 1978). By 1850, with their lands, resources and way of life being overrun by the steady influx of non-native people during the Gold Rush, California's native population was reduced to about 100,000; by 1900, there were only 20,000 or less than seven percent of the pre-contact number. Existing reservations were created in California by the federal government beginning in 1858 but encompass only a fraction of native lands.

In 2004, the Native American population in California was estimated at over 383,000 (OPR 2005). Although acknowledged as non-federally recognized California Native American tribes on the contact list maintained by the Native American Heritage Commission (NAHC), many groups continue to await federal tribal status recognition. As of 2005, there were 109 federally recognized tribes within the state, along with dozens of non-federally recognized tribes. Members of these tribes have specific cultural beliefs and traditions with unique connections to areas of California that are their ancestral homelands.

### **c) Historic Overview**

Post-contact history for the State is generally divided into the Spanish period (1769–1822), Mexican period (1822–1848), and American period (1848–present). The establishment of Fort Ross by Alaska-based Russian traders also influenced post-contact history for a short period (1809–1841) in the region north of San Francisco Bay. Although there were brief visits along the Pacific coast by European explorers (Spanish, Russian, and British) between 1529 and 1769 of the territory claimed by Spain, the expeditions did not journey inland.

#### **i) Spanish Period (1769–1822)**

Spain's colonization of California began in 1769 with the overland expeditions from San Diego to San Francisco Bay by Lt. Colonel Gaspar de Portolá, and the establishment of a mission and settlement at San Diego. Between 1769 and 1823, the Spanish and the Franciscan Order established a series of 21 missions paralleling the coast along El Camino Real between San Diego and Sonoma (Rolle 1969). Between 1769 and 1782, Spain built four presidios (San Diego, Monterey, San Francisco, and Santa Barbara) to protect the missions, and by 1871 had established two additional pueblos at Los Angeles and San José.

Under Spanish law, large tracts of land, including cattle ranches and farms, fell under the jurisdiction of the missions. Native Americans were removed from their traditional lands, converted to Christianity, concentrated at the missions, and used as labor on the mission farms and ranches (Castillo 1978). Since the mission friars had civil as well as religious authority over their converts, they held title to lands in trust for indigenous groups. The lands were to be repatriated once the native peoples learned Spanish laws and culture.

#### **ii) Russian Period (1809–1841)**

In 1809, Alaska-based Russians started exploring the northern California coast with the goal of hunting otter and seal and feeding their Alaskan colonies. The first Russian settlement was established in 1811–1812 by the Russian–American Fur Company to protect the lucrative marine fur trade and to grow produce for their Alaskan colonies. In 1841, as a result of the decline in local sea otter population and the failure of their agricultural colony, combined with a change in international politics, the Russians withdrew from California (Schuyler 1978).

#### **iii) Mexican Period (1822–1848)**

Following independence from Spain in 1822, the economy during the Mexican period depended on the extensive rancho system, carved from the former Franciscan missions and at least 500 land grants awarded in the State's interior to Mexican citizens (Beck and Haase 1974; Staniford 1975). Captain John Sutter, who became a Mexican citizen, received the two largest land grants in the Sacramento Valley. In 1839, Sutter founded the trading and agricultural empire named New Helvetia that was headquartered at Sutter's Fort, near the confluence of the Sacramento and American Rivers in today's City of Sacramento (Hoover et al 2002).

Following adoption of the Secularization Act of 1833, the Mexican government privatized most Franciscan lands, including holdings of their California missions. Although secularization schemes had called for redistribution of lands to Native American neophytes who were responsible for construction of the mission empire, the vast mission lands and livestock holdings were instead redistributed by the Mexican government through several hundred land grants to private, non-indigenous ranchers (Castillo 1978, Hoover et al 2002). Most Native American converts returned to traditional lands that had not yet been colonized or found work with the large cattle ranchos being carved out of the mission lands.

**iv) American Period (1848–present)**

In 1848, shortly after California became a territory of the U.S. with the signing of the Treaty of Guadalupe Hidalgo ending Mexican rule, gold was discovered on the American River at Sutter’s Mill in Coloma. The resulting Gold Rush era influenced the history of the State, the nation, and the world. Thousands of people flocked to the gold fields in the Mother Lode region that stretches along the western foothills of the Sierra Nevada Mountains, and to the areas where gold was also discovered in other parts of the State, such as the Klamath and Trinity River basins (Caltrans 2008). In 1850, California became the 31st state, largely as a result of the Gold Rush.

**a) Paleontological Setting**

California’s fossil record is exceptionally prolific with abundant specimens representing a diverse range of marine, lacustrine, and terrestrial organisms recovered from Precambrian rocks as old as 1 billion years to as recent as 6,000 year-old Holocene deposits (refer to geologic timescale in Table 6). These fossils provide key data for charting the course of the evolution or extinction of a variety of life on the planet, both locally and internationally. Paleontological specimens also provide key evidence for interpreting paleoenvironmental conditions, sequences and timing of sedimentary deposition, and other critical components of the earth’s geologic history. Fossils are considered our most significant link to the biological prehistory of the earth (Jefferson 2004).

**Table 6: Divisions of Geologic Time**

<b>Era</b>	<b>Period</b>	<b>Time in Millions of Years Ago (approximately)</b>	<b>Epoch</b>
Cenozoic	Quaternary	< 0.01	Holocene
		2.6	Pleistocene
	Tertiary	5.3	Pliocene
		23	Miocene
		34	Oligocene
		56	Eocene
		65	Paleocene
Mesozoic	Cretaceous	145	
	Jurassic	200	

	Triassic	251	
Paleozoic	Permian	299	
	Carboniferous	359	
	Devonian	416	
	Silurian	444	
	Ordovician	488	
	Cambrian	542	
Precambrian		2,500	
Source: USGS Geologic Names Committee 2010			

Because the majority of the State was underwater until the Tertiary period, marine fossils older than 65 million years are not common and are exposed mainly in the mountains along the border with Nevada and the Klamath Mountains, and Jurassic shales, sandstones, and limestones are exposed along the edges of the Central Valley, portions of the Coast, Transverse, and Peninsular Ranges, and the Mojave and Colorado Deserts. Some of the oldest fossils in the State, extinct marine vertebrates called conodonts, have been identified at Anza-Borrego Desert SP in Ordovician sediments dating to circa 450 million years ago. Limestone outcrops of Pennsylvanian and Permian in the Providence Mountains SRA contain a variety of marine life, including brachiopods, fusulinids, crinoids, that lived some 300 to 250 million years ago.

Fossils from the Jurassic sedimentary layers in San Joaquin, San Luis Obispo, and Stanislaus counties include ammonites, bivalves, echinoderms and marine reptiles, all of which were common in the coastal waters. Gymnosperms (seed-bearing plants) such as cycads, conifers, and ginkgoes are preserved in terrestrial sediments from this period, evidence that the Jurassic climate was warm and moderately wet. In the great Central Valley, marine rocks record the position of the Cretaceous shoreline as the eroded ancestral Sierra Nevada sediments were deposited east of the rising Coast Ranges and became the rock layers of the Sacramento and San Joaquin valleys. These Cretaceous sedimentary deposits have yielded abundant fossilized remains of plants, bivalves, ammonites, and marine reptiles (Paleontology Portal 2003).

Along coastal southern California where steep coastal mountains plunged into the warm Pacific Ocean an abundance of fossil marine invertebrates, such as ammonites, nautilus, tropical snails and sea stars, have been found in today's coastal and near-coastal deposits from the Cretaceous Period. A rare armored dinosaur fossil dated to about 75 million years ago during the Cretaceous was discovered in San Diego County during a highway project. It is the most complete dinosaur skeleton ever found in California (San Diego Natural History Museum 2010). The lack of fossil remains of the majority of earth's large vertebrates, particularly terrestrial, marine, and flying reptiles (dinosaurs, ichthyosaurs, mosasaurs, pleiosaurs, and pterosaurs), as well as many species of terrestrial plants, after the end of the Cretaceous and the start of the Tertiary periods 65 million years ago (the K-T boundary) attests to their abrupt extinction.

**B. Regulatory Setting**

Applicable laws and regulations associated with cultural resources are discussed in Table 7.

<b>Table 7: Applicable Laws and Regulations for Cultural Resources</b>	
<b>Applicable Regulation</b>	<b>Description</b>
<b>Federal</b>	
NHPA of 1966	The NHPA requires federal agencies to consider the preservation of historic and prehistoric resources. The Act authorizes the Secretary of the Interior to expand and maintain a National Register of Historic Places (NRHP), and it establishes an Advisory Council on Historic Preservation (ACHP) as an independent federal entity. Section 106 of the Act requires federal agencies to take into account the effects of their undertakings on historic properties and afford the ACHP a reasonable opportunity to comment on the undertaking prior to licensing or approving the expenditure of funds on any undertaking that may affect properties listed, or eligible for listing, in the NRHP.
National Environmental Policy Act (NEPA) of 1969	NEPA requires federal agencies to foster environmental quality and preservation. Section 101(b)(4) declares that one objective of the national environmental policy is to “preserve important historic, cultural, and natural aspects of our national heritage.” For major federal actions significantly affecting environmental quality, federal agencies must prepare, and make available for public comment, an environmental impact statement.
Archaeological Resources Protection Act of 1979 (NRPA)(16 USC 470aa-470II)	NRPA requires a permit for any excavation or removal of archaeological resources from public lands or Indian lands. The statute provides both civil and criminal penalties for violation of permit requirements and for excavation or removal of protected resources without a permit.
Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) (PL 101–601)	NAGPRA vests ownership or control of certain human remains and cultural items excavated or discovered on federal or tribal lands, in designated Native American tribes, organizations, or groups. The Act further requires notification of the appropriate Secretary or other head of any federal agency upon the discovery of Native American cultural items on federal or tribal lands; proscribes trafficking in Native American human remains and cultural items; requires federal agencies and museums to compile an inventory of Native American human remains and associated funerary objects, and to notify affected Indian tribes of this inventory; and provides for the repatriation of Native American human remains and specified objects possessed or controlled by federal agencies or museums.

<b>Table 7: Applicable Laws and Regulations for Cultural Resources</b>	
Advisory Council Regulation, Protection of Historic Properties (SHPO) (36 CFR 800)	Establishes procedures for compliance with Section 106 of the NHPA. These regulations define the Criteria of Adverse Effect, define the role of State Historic Preservation Officer (SHPO) in the Section 106 review process, set forth documentation requirements, and describe procedures to be followed if significant historic properties are discovered during implementation of an undertaking. Prehistoric and historic resources deemed significant (i.e., eligible for listing in the NRHP, per 36 CFR 60.4) must be considered in project planning and construction. The responsible federal agency must submit any proposed undertaking that may affect NRHP-eligible properties to the SHPO for review and comment prior to project approval.
National Park Service Regulations, National Register of Historic Places (NRHP) (36 CFR 60)	Sets forth procedures for nominating properties to the NRHP, and present the criteria to be applied in evaluating the eligibility of historic and prehistoric resources for listing in the NRHP.
Archaeology and Historic Preservation; Secretary of the Interior's Standards and Guidelines (FR 190:44716–44742)	Non-regulatory technical advice about the identification, evaluation, documentation, study, and other treatment of cultural resources. Notable in these Guidelines are the “Standards for Archaeological Documentation” (p. 44734) and “Professional Qualifications Standards for Archaeology” (pp. 44740–44741).
American Indian Religious Freedom Act of 1978	The American Indian Religious Freedom Act pledges to protect and preserve the traditional religious rights of American Indians, Aleuts, Eskimos, and Native Hawaiians. Before the act was passed, certain federal laws interfered with the traditional religious practices of many American Indians. The Act establishes a national policy that traditional Native American practices and beliefs, sites (and right of access to those sites), and the use of sacred objects shall be protected and preserved.
Department of Transportation Act of 1966, Section 4(f)	Section 4(f) of the Act requires a comprehensive evaluation of all environmental impacts resulting from federal-aid transportation projects administered by the FHA, FTA, and FAA that involve the use—or interference with use—of several types of land: public park lands, recreation areas, and publicly or privately owned historic properties of federal, state, or local significance. The Section 4(f) evaluation must be sufficiently detailed to permit the U.S. Secretary of Transportation to determine that there is no feasible and prudent alternative to the use of such land, in which case the project must include all possible planning to minimize harm to any park, recreation, wildlife and waterfowl refuge, or historic site that would result

<b>Table 7: Applicable Laws and Regulations for Cultural Resources</b>	
	from the use of such lands. If there is a feasible and prudent alternative, a proposed project using Section 4(f) lands cannot be approved by the Secretary. Detailed inventories of the locations and likely impacts on resources that fall into the Section 4(f) category are required in project-level environmental assessments.
<b>State</b>	
California Health and Safety Code Section and California PRC, Section	Disturbance of human remains without the authority of law is a felony (California Health and Safety Code, Section 7052). According to State law (California Health and Safety Code, Section 7050.5, California PRC, Section 5097.98), if human remains are discovered or recognized in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent human remains until 1) the coroner of the county has been informed and has determined that no investigation of the cause of death is required; 2) and if the remains are of Native American origin, and if the descendants from the deceased Native Americans have made a recommendation to the landowner or the person responsible for the excavation work for means of treating or disposing of with appropriate dignity the human remains and any associated grave goods as provided in PRC Section 5097.98; or the Native American Heritage Commission was unable to identify a descendent or the descendent failed to make a recommendation within 24 hours after being notified by the Commission. According to the California Health and Safety Code, six or more human burials at one location constitute a cemetery (Section 8100), and disturbance of Native American cemeteries is a felony (Section 7052). Section 7050.5 requires that construction or excavation be stopped in the vicinity of discovered human remains until the coroner can determine whether the remains are those of a Native American. If the remains are determined to be Native American, the coroner must contact the Native American Heritage Commission, who has jurisdiction over Native American remains (California Health and Safety Code, 7052.5c; PRC, Section 5097.98).
California Environmental Quality Act (Guidelines Section 15380)	CEQA requires that public agencies financing or approving public or private projects must assess the effects of the project on cultural resources. Furthermore, it requires that, if a project results in significant impacts on important cultural resources, alternative plans or mitigation measures must be considered; only significant cultural resources, however, need to be addressed. Thus, prior to the development of mitigation

<b>Table 7: Applicable Laws and Regulations for Cultural Resources</b>	
	measures, the importance of cultural resources must be determined.
AB 52 (Statutes of 2014)	AB 52 recognizes that tribal sovereignty and the unique relationship of California local governments and public agencies with California Native American tribal governments, while respecting the interests and roles of project proponents. This requires specific consultation processes for project review and approval.
<b>Local</b>	
City/County General Plans	Policies, goals, and implementation measures in county or city general plans may contain measures applicable to cultural and paleontological resources. In addition to the enactment of local and regional preservation ordinances, CEQA requires that resources included in local registers be considered (pursuant to section 5020.1(k) of the PRC). Therefore, local county and municipal policies, procedures, and zoning ordinances must be considered in the context of project-specific undertakings. Cultural resources are generally discussed in either the open space element or the conservation element of the general plan. Many local municipalities include cultural resources preservation elements in their general plans that include some mechanism pertaining to cultural resources in those communities. In general, the sections pertaining to archaeological and historical properties are put in place to afford the cultural resources a measure of local protection. The policies outlined in the individual general plans should be consulted prior to any undertaking or project.
Cooperative Agreements Among Agencies	Cooperative agreements among land managing agencies (BLM, National Park Service, U.S. Forest Services, California State Parks, Bureau of Indian Affairs, Department of Defense, to name a few) the SHPO and ACHP may exist and will need to be complied with on specific projects. In addition, certain agencies have existing Programmatic Agreements requiring permits (California Public Utilities Commission [CPUC], BLM) to complete archaeological investigations and employ the Secretary of Interior's Professional Qualification Standards and Guidelines (36 CFR 61).

## **6. ENERGY DEMAND**

### **A. Existing Conditions**

#### **1. United States**

The major energy sources consumed in the U.S. are petroleum (oil), natural gas, coal, nuclear, and renewable energy. The major users are residential and commercial buildings, industry, transportation, and electric power generators. The pattern of fuel use varies widely by sector. For example, oil provides 93 percent of the energy used for transportation, but only about 1 percent of the energy used to generate electric power (U.S. EIA 2013a).

#### **2. California**

Excluding Federal offshore areas, California ranks third in the Nation in crude oil production in 2014. California ranks third in the Nation in conventional hydroelectric generation, second in net electricity generation from other renewable energy resources, and first as a producer of electricity from geothermal energy (in 2012). In 2012, California, left with one remaining nuclear power plant after the San Onofre Nuclear Generating Station was permanently shut down in 2012, ranked fourteenth in net electricity generation from nuclear power plants and eighth in nuclear net summer capacity. Average site electricity consumption in California homes is among the lowest in the nation (6.9 megawatt hours per year), according to the Energy Information Administration's (U.S. EIA's) Residential Energy Consumption Survey last conducted in 2009. In 2012, California's per capita energy consumption ranked 49th in the Nation, due in part to its mild climate and energy efficiency programs (U.S. EIA 2013b).

In 2013, California's in-state electricity generation sources consisted of: 44.3 percent natural gas, 18.8 percent renewable sources, 8.8 percent nuclear, 7.8 percent large hydropower, and 7.8 percent from coal. Approximately 63 percent of total electricity generation was from in-state sources, with the remaining electricity coming from out-of-state imports from the Pacific Northwest (12 percent) and the Southwest (21 percent) (CEC 2014a).

In 2012, Californians consumed 274,449 gigawatt hours (GWh) of electricity and 12,897 million therms of natural gas, primarily in the commercial, residential, and industrial sectors. A California Energy Commission (CEC) staff forecast of future energy demand shows that electricity consumption will grow by between 0.79 and 1.56 percent per year between 2014 and 2024; and natural gas consumption is expected to reach up to 12,801 million therms by 2024 for an annual average growth rate of up to 0.02 percent (CEC 2014b).

The CEC is the State's primary energy policy and planning agency. Created by the Legislature in 1974, and located in Sacramento, six basic responsibilities guide the CEC as it sets state energy policy: forecasting future energy needs; promoting energy

efficiency and conservation by setting the State’s appliance and building efficiency standards; supporting public interest energy research that advances energy science and technology through research, development and demonstration programs; developing renewable energy resources and alternative renewable energy technologies for buildings, industry and transportation; licensing thermal power plants 50 megawatts or larger; and planning for and directing state response to energy emergencies.

The CPUC also plays a key role in regulating investor-owned electric, natural gas, telecommunications, water, railroad, rail transit, and passenger transportation companies. The CPUC regulates investor-owned electric and natural gas utilities operating in California, including Pacific Gas and Electric Company, Southern California Edison, San Diego Gas and Electric Company, and Southern California Gas Company.

**B. Regulatory Setting**

Applicable laws and regulations associated with energy resources are discussed in Table 8.

<b>Table 8: Applicable Laws and Regulations for Energy Resources</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
Energy Policy and Conservation Act	The Energy Policy and Conservation Act of 1975 sought to ensure that all vehicles sold in the U.S. would meet certain fuel economy goals. Through this Act, Congress established the first fuel economy standards for on-road motor vehicles in the U.S. Pursuant to the Act, the National Highway Traffic and Safety Administration, which is part of the U.S. Department of Transportation (USDOT), is responsible for establishing additional vehicle standards and for revising existing standards. From 1986 to 2012, fuel economy standards for passenger vehicles remained nearly stagnant at between 20.7 mpg for trucks and 27.5 mpg for light duty cars. In 2010, EPA adopted new passenger vehicle standards starting with the 2012 model year that incorporates GHG emissions standards on a vehicle-footprint basis and to accommodate the efficiencies of electric and other alternatively fueled vehicles. Additional standards for models years through 2025 were adopted in 2012. Translating the GHG standards to miles per gallon equivalents, the projected fuel economy standard for new passenger cars and light trucks combined would increase from 30.1 to 54.5 between 2012 and 2025 model years. Until 2010, heavy-duty vehicles (i.e., vehicles and trucks over 8,500 pounds gross vehicle weight) were not subject to fuel economy standards. In 2011, NHTSA and EPA released fuel economy standards for medium and heavy-duty vehicles (over 8,500 pounds gross vehicle weight) for 2014 through 2018

<b>Table 8: Applicable Laws and Regulations for Energy Resources</b>	
<b>Regulation</b>	<b>Description</b>
	<p>model years. Fuel economy standards for these vehicles vary by vehicle profession and include explicit mpg goals as well as percent reduction targets. Stricter fuel economy standards for medium and heavy-duty vehicles are expected in 2015. Compliance with federal fuel economy standards is determined on the basis of each manufacturer's average fuel economy for the portion of its vehicles produced for sale in the U.S. The Corporate Average Fuel Economy (CAFE) program, administered by the EPA, was created to determine vehicle manufacturers' compliance with the fuel economy standards. The EPA calculates a CAFE value for each manufacturer based on city and highway fuel economy test results and vehicle sales. Based on the information generated under the CAFE program, the USDOT is authorized to assess penalties for noncompliance.</p>
Energy Policy Act (EPAAct) of 1992	<p>EPAAct was passed to reduce the country's dependence on foreign petroleum and improve air quality. EPAAct includes several parts intended to build an inventory of alternative fuel vehicles (AFVs) in large, centrally fueled fleets in metropolitan areas. EPAAct requires certain federal, state, and local government and private fleets to purchase a percentage of light duty AFVs capable of running on alternative fuels each year. In addition, financial incentives are included in EPAAct. Federal tax deductions will be allowed for businesses and individuals to cover the incremental cost of AFVs. States are also required by the act to consider a variety of incentive programs to help promote AFVs.</p>
Energy Policy Act of 2005	<p>The Energy Policy Act of 2005 was signed into law on August 8, 2005. Generally, the act provides for renewed and expanded tax credits for electricity generated by qualified energy sources, such as landfill gas; provides bond financing, tax incentives, grants, and loan guarantees for a clean renewable energy and rural community electrification; and establishes a federal purchase requirement for renewable energy.</p>
<b>State</b>	
Warren-Alquist State Energy Resources Conservation and Development Act of 1974	<p>The Warren-Alquist Act is the legislation that created and gives statutory authority to the CEC (formally called the State Energy Resources Conservation and Development Commission).</p>
Integrated Energy	<p>Senate Bill 1389 (Bowen, Chapter 568, Statutes of 2002)</p>

<b>Table 8: Applicable Laws and Regulations for Energy Resources</b>	
<b>Regulation</b>	<b>Description</b>
Policy Reports (SB 1389)	requires the CEC to prepare a biennial integrated energy policy report that contains an assessment of major energy trends and issues facing the State’s electricity, natural gas, and transportation fuel sectors and provides policy recommendations to conserve resources; protect the environment; ensure reliable, secure, and diverse energy supplies; enhance the State’s economy; and protect public health and safety (PRC Section 25301[a]). The CEC prepares these assessments and associated policy recommendations every 2 years, with updates in alternate years, as part of the Integrated Energy Policy Report (IEPR). Preparation of the IEPR involves close collaboration with federal, state, and local agencies and a wide variety of stakeholders in an extensive public process to identify critical energy issues and develop strategies to address those issues (CEC 2012).
California Long-Term Energy Efficiency Strategic Plan	On September 18, 2008, the CPUC adopted California’s first Long Term Energy Efficiency Strategic Plan, presenting a single roadmap to achieve maximum energy savings across all major groups and sectors in California. This comprehensive plan for 2009 to 2020 is the State’s first integrated framework of goals and strategies for saving energy, covering government, utility, and private sector actions, and holds energy efficiency to its role as the highest priority resource in meeting California’s energy needs. The plan was updated in January 2011 to include a lighting chapter.
California Building Energy Efficiency Standards (24 CCR Part 6)	California’s Building Energy Efficiency Standards conserve electricity and natural gas in new building construction and are administered by the CEC. Local governments enforce the standards through local building permitting and inspections. The CEC has updated these standards on a periodic basis. The new 2013 Building Energy Efficiency Standards, which take effect on January 1, 2014, are approximately 25 percent more efficient than previous standards for residential construction and 30 percent more efficient for nonresidential construction.
Comprehensive Energy Efficiency Plan for Existing Buildings (AB 758)	Assembly Bill 758 (Skinner, Chapter 470, Statutes 2009) requires the CEC, in collaboration with the CPUC and stakeholders, to develop a comprehensive program to achieve greater energy efficiency in the State’s existing buildings.
California Renewable Energy Portfolio Standard (RPS) (SB X1-2)	In 2011, Governor Brown signed SB X1-2, which requires retail sellers of electricity, including investor-owned utilities and community choice aggregators, to provide at least 33 percent of their electricity supply (portfolio) from renewable sources by 2020. The CPUC and the CEC jointly implement the Statewide

<b>Table 8: Applicable Laws and Regulations for Energy Resources</b>	
<b>Regulation</b>	<b>Description</b>
	RPS program through rulemakings and monitoring the activities of electric energy utilities in the state.
California Qualifying Facility and Combined Heat and Power Program Settlement	In December 2010, the CPUC approved California’s Qualifying Facility and Combined Heat and Power Program Settlement, which established a CHP framework for the State’s investor-owned utilities. The settlement established a near-term target of 3,000 megawatts (MW) of CHP for entities under the jurisdiction of the CPUC, although this target includes not just new CHP, but capacity from renewal of contracts due to expire in the next 3 years. The CPUC has also adopted a settlement agreement that includes reforms to the Rule 21 interconnection process to provide a clear, predictable path to interconnection of distributed generation while maintaining the safety and reliability of the grid (CEC 2012).
California Strategy to Reduce Petroleum Dependence (AB 2076)	Assembly Bill 2076 (Chapter 936, Statutes of 2000) requires the CEC and the ARB to develop and submit to the Legislature a strategy to reduce petroleum dependence in California. The statute requires the strategy to include goals for reducing the rate of growth in the demand for petroleum fuels. In addition, the strategy is required to include recommendations to increase transportation energy efficiency as well as the use of non-petroleum fuels and advanced transportation technologies including alternative fuel vehicles, hybrid vehicles, and high-fuel efficiency vehicles. The strategy, <i>Reducing California’s Petroleum Dependence</i> , was adopted by the CEC and ARB in 2003. The strategy recommends that California reduce inroad gasoline and diesel fuel demand to 15 percent below 2003 demand levels by 2020 and maintain that level for the foreseeable future; the Governor and Legislature work to establish national fuel economy standards that double the fuel efficiency of new cars, light trucks, and sport utility vehicles; and increase the use of nonpetroleum fuels to 20 percent of on-road fuel consumption by 2020 and 30 percent by 2030.
Alternative and Renewable Fuel and Vehicle Technology Program	Assembly Bill 118 (Statues of 2007) created the CEC’s Alternative and Renewable Fuel and Vehicle Technology Program. The statute, subsequently amended by Assembly Bill 109 (Statues of 2008), authorizes the CEC to develop and deploy alternative and renewable fuels and advanced transportation technologies to help attain the State’s climate change policies.
Alternative Fuels Plan	Assembly Bill 1007 requires the CEC to prepare a state plan to increase the use of alternative fuels in California. Any environmental document prepared for a strategic growth plan,

<b>Table 8: Applicable Laws and Regulations for Energy Resources</b>	
<b>Regulation</b>	<b>Description</b>
	regional blueprint general plan metropolitan planning or transportation plan should include an evaluation of alternative fuels for emissions or criteria pollutants, TACs, GHGs, water pollutants, and other harmful substances, and their impacts on petroleum consumption, and set goals for increased alternative fuel use in the state for the next decades, and recommend policies to ensure the alternative fuel goals are attained, including standards on transportation fuels and vehicle and policy mechanisms to ensure vehicles operating on alternative fuels use those fuels to the maximum extent feasible.
Bioenergy Action Plan (Executive Order S-06-06)	Executive Order #S-06-06 establishes targets for the use and production of biofuels and biopower and directs state agencies to work together to advance biomass programs in California while providing environmental protection and mitigation. This executive order establishes the following target to increase the production and use of bioenergy, including ethanol and biodiesel fuels made from renewable resources: produce a minimum of 20 percent of its biofuels within California by 2010, 40 percent by 2020, and 75 percent by 2050. The Executive Order also calls for the state to meet a target for use of biomass electricity.
Governor’s Low Carbon Fuel Standard (Executive Order S-01-07)	Executive Order #S-01-07 establishes a statewide goal to reduce the carbon intensity of California’s transportation fuels by at least 10 percent by 2020 through establishment of the LCFS. The executive order requires LCFS to be incorporated into the State Alternative Fuels Plan required by AB 1007 and is one of the proposed discrete early action GHG reduction measures identified by CARB pursuant to AB 32. In January, 2010, the Office of Administrative Law approved the LCFS regulation.
Senate Bill 350, Statutes of 2015 Clean Energy and Pollution Reduction Act of 2015	The Clean Energy and Pollution Reduction Act of 2015 requires the amount of electricity generated and sold to retail customers per year from eligible renewable energy resources be increased to 50 percent by December 31, 2030. This act also requires doubling of the energy efficiency savings in electricity and natural gas for retail customers, through energy efficiency and conservation, by December 31, 2030.
<b>Local</b>	
City/County General Plans	Many cities and counties have general plan elements and policies that specifically address energy use and conservation. Those energy conservation measures outlined in the various county and city general plans contain goals, objectives, and policies aimed at reducing energy consumption. Proponents of specific projects would be required to consult the applicable general plans and design the projects consistent with the

<b>Table 8: Applicable Laws and Regulations for Energy Resources</b>	
<b>Regulation</b>	<b>Description</b>
	guidelines of those general plans in which the projects are located.

## **7. GEOLOGY AND SOILS**

### **A. Existing Conditions**

#### **1. United States**

The U.S. has a diverse, complex, and seismically active geology that includes a vast array of landforms. Soils are as diverse as America’s geology, and are described and characterized individually and collectively with other soils, and their various compatible uses in soil surveys published by the U.S. Department of Agriculture (USDA). Soils are fundamental and largely non-renewable resources that are the basis for high-level sustained yields of agricultural commodities, forest products, and provide support to the wide variety of ecological communities throughout the state.

The geology of the U.S. is very complex and can be divided into roughly five physiographic provinces: the American cordillera, the Canadian shield, the stable platform, the coastal plain, and the Appalachian orogenic belt. In Alaska, the geology is typical of the cordillera, whereas in Hawaii the major islands consist of Neogene volcanic erupted over a hotspot.

#### **2. California**

The state’s topography is highly varied and includes 1,340 miles of seacoast, as well as high mountains, inland flat valleys, and deserts. Elevations in California range from 282 feet below sea level in Death Valley to 14,494 feet at the peak of Mount Whitney. The mean elevation of California is approximately 2,900 feet. The climate of California is as highly varied as its topography. Depending on elevation, proximity to the coast, and altitude, climate types include temperate oceanic, highland, sub-arctic, Mediterranean, steppe, and desert (USGS 1995). The average annual precipitation across all California climate types is approximately 23 inches and approximately 75 percent of the state’s annual precipitation falls between November and March, primarily in the form of rain, with the exception of high mountain elevations (DWR 2003). Average annual precipitation ranges from more than 100 inches in the mountainous areas within the Smith River in Del Norte County to less than 2 inches in Death Valley, illustrating the extreme differences in precipitation levels within the State (Mount 1995). Overall, northern California is wetter than southern California with the majority of the State’s annual precipitation occurring in the northern coastal region.

**a) Geology**

Plate tectonics and climate have played major roles in forming California's dramatic landscape. California is located on the active western boundary of the North American continental plate in contact with the oceanic Pacific Plate and the Gorda Plate north of the Mendocino Triple Junction. The dynamic interactions between these three plates and California's climate are responsible for the unique topographic characteristics of California, including rugged mountain ranges, long and wide flat valleys, and dramatic coastlines. Tectonics and climate also have a large effect on the occurrence natural environmental hazards, such as earthquakes, landslides, and volcanic formations.

**b) Landslides**

Landsliding or mass wasting is a common erosional process in California and has played an integral part in shaping the State's landscape. Typically, landslides occur in mountainous regions of the State, but they can also occur in areas of low relief, including coastal bluffs, along river and stream banks, and inland desert areas.

Landsliding is the gravity-driven downhill mass movement of soil, rock, or both and can vary considerably in size, style and rate of movement, and type depending on the climate of a region, the steepness of slopes, rock type and soil depth, and moisture regime (Harden 1997).

**c) Earthquakes**

Earthquakes are a common and unpredictable occurrence in California. The tectonic development of California began millions of years ago by a shift in plate tectonics that converted the passive margin of the North American plate into an active margin of compressional and translational tectonic regimes. This shift in plate tectonics continues to make California one of the most geomorphically diverse, active, and picturesque locations in the U.S. While some areas of California are more prone to earthquakes, such as northern, central, and southern coastal areas of California, all areas of California are prone to the effects of ground shaking due to earthquakes. While scientists have made substantial progress in mapping earthquake faults where earthquakes are likely to occur, and predicting the potential magnitude of an earthquake in any particular region, they have been unable to precisely predict where or when an earthquake will occur and what its magnitude will be.

**d) Tsunamis**

Coastal communities around the circum Pacific have long been prone to the destructive effects of tsunamis. Tsunamis are a series of long-period, high-magnitude ocean waves that are created when an outside force displaces large volumes of water. Throughout time, major subduction zone earthquakes in both the Northern and Southern Hemispheres have moved the Earth's crust at the ocean bottom sending vast amounts of waters into motion and spreading tsunami waves throughout the Pacific Ocean.

Tsunamis can also occur from subareal and submarine landslides that displace large volumes of water. Subaeral landslide-generated tsunamis can be caused by seismically

generated landslides, rock falls, rock avalanches, and eruption or collapse of island or coastal volcanoes. Submarine landslide-generated tsunamis are typically caused by major earthquakes or coastal volcanic activity. In contrast to a seismically generated tsunami, seismic seiches are standing waves that are caused by seismic waves traveling through a closed (lake) or semi-enclosed (bay) body of water. Due to the long-period seismic waves that originate after an earthquake, seiches can be observed several thousand miles away from the origin of the earthquakes. Small bodies of water, including lakes and ponds, are especially vulnerable to seismic seiches.

#### **e) Volcanoes**

A volcano is an opening in the Earth's crust through which magma escapes to the surface where it is extruded as lava. Volcanism may be spectacular, involving great fountains of molten rock, or tremendous explosions that are caused by the build-up of gases within the volcano (Ritchie and Gates 2001). Some of the most active volcanic areas in California are located within the Cascade Range - a volcanic chain that is a result of compressional tectonics along the Cascadia subduction zone.

#### **f) Active Faults**

A fault is defined as a fracture or zone of closely associated fractures along rocks that on one side have been displaced with respect to those on the other side. Most faults are the result of repeated displacement that may have taken place suddenly or by slow creep. A fault is distinguished from fractures or shears caused by landsliding or other gravity-induced surficial failures. A fault zone is a zone of related faults that commonly are braided and subparallel, but may be branching and divergent. A fault zone has significant width (with respect to the scale of the fault being considered, portrayed, or investigated), ranging from a few feet to several miles (Bryant and Hart 2007).

In the State of California earthquake faults have been designated as being active through a process that has been described by the 1972 Alquist-Priolo Earthquake Fault Zoning Act. An active fault is defined by the State as one that has "had surface displacement within Holocene time (about the last 11,000 years)." This definition does not, of course, mean that faults lacking evidence for surface displacement within Holocene time are necessarily inactive. A fault may be presumed to be inactive based on satisfactory geologic evidence; however, the evidence necessary to prove inactivity sometimes is difficult to obtain and locally may not exist.

### **A. B. Regulatory Setting**

Applicable laws and regulations associated with geology and soils are discussed in Table 9.

<b>Table 9: Applicable Laws and Regulations for Geology and Soils</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
Safe Drinking Water Act - Federal Underground Injection Control Class VI Program for Carbon Dioxide Geology Sequestration Wells	Under the Safe Drinking Water Act (SDWA), the Federal Underground Injection Control (UIC) Class VI Program for Carbon Dioxide Geologic Sequestration Wells requires states and owners or operators to submit all permit applications to the appropriate EPA Region for a Class VI permit to be issued. These requirements, also known as the Class VI rule, are designed to protect underground sources of drinking water. The Class VI rule builds on existing UIC Program requirements, with extensive tailored requirements that address carbon dioxide injection for long-term storage to ensure that wells used for geologic sequestration are appropriately sited, constructed, tested, monitored, funded, and closed. The rule also affords owners or operators injection depth flexibility to address injection in various geologic settings in the U.S. in which geologic sequestration may occur, including very deep formations and oil and gas fields that are transitioned for use as carbon dioxide storage sites.
Safe Drinking Water Act - Federal Underground Injection Control Class II Program for Oil and Gas Related Injection Wells	The Class II Program for Oil and Gas Related Injection Wells requires states to meet EPA’s minimum requirements for UIC programs including strict construction and conversion standards and regular testing and inspection. Enhanced oil and gas recovery wells may either be issued permits or be authorized by rule. Disposal wells are issued permits.
CWA	This law was enacted to restore and maintain the chemical, physical, and biological integrity of the nation’s waters by regulating point and nonpoint pollution sources, providing assistance to publicly owned treatment works for the improvement of wastewater treatment, and maintaining the integrity of wetlands. This includes the creation of a system that requires states to establish discharge standards specific to water bodies (National Pollution Discharge Elimination System [NPDES]), which regulates storm water discharge from construction sites through the implementation of a Storm Water Pollution Prevention Plan (SWPPP). In California, the State’s NPDES permit program is implemented and administered by the local Regional Water Quality Control Boards.
Earthquake Hazards Reduction Act and National Earthquake	This Act established the National Earthquake Hazards Reduction Program to reduce the risks to life and property from future earthquakes. This program was significantly amended in November 1990 by the National Earthquake Hazards Reduction

<b>Table 9: Applicable Laws and Regulations for Geology and Soils</b>	
<b>Regulation</b>	<b>Description</b>
Hazards Reduction Program Act	Program Act by refining the description of agency responsibilities, program goals and objectives.
<b>State</b>	
Seismic Hazards Mapping Act, PRC Section 2690–2699.	The Seismic Hazards Mapping Act (the Act) of 1990 (PRC, Chapter 7.8, Division 2) directs the California DOC, Division of Mines and Geology (now called California Geological Survey [CGS]) to delineate Seismic Hazard Zones. The purpose of the Act is to reduce the threat to public health and safety and to minimize the loss of life and property by identifying and mitigating seismic hazards. These include areas identified that are subject to the effects of strong ground shaking, such as liquefaction, landslides, tsunamis, and seiches. Cities, counties, and state agencies are directed to use seismic hazard zone maps developed by CGS in their land-use planning and permitting processes. The Act requires that site-specific geotechnical investigations be performed prior to permitting most urban development projects within seismic hazard zones.
Alquist-Priolo Earthquake Fault Zoning Act	California’s Alquist-Priolo Act (PRC 2621 et seq.), originally enacted in 1972 as the Alquist-Priolo Special Studies Zones Act and renamed in 1994, is intended to reduce the risk to life and property from surface fault rupture during earthquakes. The Alquist-Priolo Act prohibits the location of most types of structures intended for human occupancy across the traces of active faults and strictly regulates construction in the corridors along active faults (Earthquake Fault Zones). It also defines criteria for identifying active faults, giving legal weight to terms such as “active,” and establishes a process for reviewing building proposals in and adjacent to Earthquake Fault Zones. Under the Alquist-Priolo Act, faults are zoned, and construction along or across them is strictly regulated if they are “sufficiently active” and “well-defined.” A fault is considered sufficiently active if one or more of its segments or strands shows evidence of surface displacement during Holocene time (defined for the purposes of the act as within the last 11,000 years). A fault is considered well-defined if its trace can be clearly identified by a trained geologist at the ground surface or in the shallow subsurface, using standard professional techniques, criteria, and judgment.
California Division of Oil, Gas, and Geothermal Resources	PRC Section 3106 mandates the supervision of drilling, operation, maintenance, and abandonment of oil wells for the purpose of preventing: damage to life, health, property, and natural resources; damage to underground and surface waters suitable for irrigation or domestic use; loss of oil, gas, or

<b>Table 9: Applicable Laws and Regulations for Geology and Soils</b>	
<b>Regulation</b>	<b>Description</b>
(DOGGR), PRC Section 3106.	reservoir energy; and damage to oil and gas deposits by infiltrating water and other causes. In addition, the DOGGR regulates drilling, production, injection, and gas storage operations in accordance with 14 CCR Chapter 4, Subchapter 1.
Landslide Hazard Identification Program, PRC Section 2687(a)	The Landslide Hazard Identification Program requires the State Geologist to prepare maps of landslide hazards within urbanizing areas. According to PRC Section 2687(a), public agencies are encouraged to use these maps for land use planning and for decisions regarding building, grading, and development permits.
California Building Standards Code (CBSC) (24 CCR)	California's minimum standards for structural design and construction are given in the CBSC (24 CCR). The CBSC is based on the Uniform Building Code (International Code Council 1997), which is used widely throughout U.S. (generally adopted on a state-by-state or district-by-district basis) and has been modified for California conditions with numerous, more detailed or more stringent regulations. The CBSC provides standards for various aspects of construction, including (i.e., not limited to) excavation, grading, and earthwork construction; fills and embankments; expansive soils; foundation investigations; and liquefaction potential and soil strength loss. In accordance with California law, proponents of specific projects would be required to comply with all provisions of the CBSC for certain aspects of design and construction.
<b>Local</b>	
Geotechnical Investigation	Local jurisdictions typically regulate construction activities through a process that may require the preparation of a site-specific geotechnical investigation. The purpose of a site-specific geotechnical investigation is to provide a geologic basis for the development of appropriate construction design. Geotechnical investigations typically assess bedrock and Quaternary geology, geologic structure, soils, and the previous history of excavation and fill placement. Proponents of specific projects that require design of earthworks and foundations for proposed structures will need to prepare geotechnical investigations on the physical properties of soil and rock at the site prior to project design.
Local Grading and Erosion Control Ordinances	Many counties and cities have grading and erosion control ordinances. These ordinances are intended to control erosion and sedimentation caused by construction activities. A grading permit is typically required for construction-related projects. As part of the permit, project applicants usually must submit a

<b>Table 9: Applicable Laws and Regulations for Geology and Soils</b>	
<b>Regulation</b>	<b>Description</b>
	grading and erosion control plan, vicinity and site maps, and other supplemental information. Standard conditions in the grading permit include a description of Best Management Practices similar to those contained in a SWPPP.
City/County General Plans	Most city and county general plans include an element that covers geology and soil resources within that jurisdiction.

## **8. GREENHOUSE GASES**

### **A. Existing Conditions**

#### **1. United States and California**

##### **a) Existing Climate**

Climate is the accumulation of daily and seasonal weather events over a long period of time, whereas weather is defined as the condition of the atmosphere at any particular time and place (Ahrens 2003). Like its topography, California's climate is varied and tends toward extremes. Generally there are two seasons in California: 1) a long, dry summer, with low humidity and cool evenings and 2) a mild, rainy winter, except in the high mountains, where four seasons prevail and snow lasts from November to April.

The one climatic constant for the state is summer drought.

California has four main climatic regions. Mild summers and winters prevail in central coastal areas, where temperatures are more equable than virtually anywhere else in the U.S. For example, differences between average summer and winter temperatures between San Francisco and Monterey for example are seldom more than 10°F (6°C). During the summer there are heavy fogs in San Francisco and all along the coast. Mountainous regions are characterized by milder summers and colder winters, with markedly low temperatures at high elevations. The Central Valley has hot summers and cool winters, while the Imperial Valley and eastern deserts are marked by very hot, dry summers, with temperatures frequently exceeding 100°F (38°C).

Average annual temperatures for the state range from 47°F (8°C) in the Sierra Nevada to 73°F (23°C) in the Imperial Valley. The highest temperature ever recorded in the U.S. was 134°F (57°C), registered in Death Valley on 10 July 1913. Death Valley has the hottest average summer temperature in the Western Hemisphere, at 98°F (37°C). The state's lowest temperature was -45°F (-43°C), recorded on 20 January 1937 at Boca, near the Nevada border.

Among the major population centers, Los Angeles has an average annual temperature of 63°F (17°C), with an average January minimum of 48°F (9°C) and an average July

maximum of 75°F (24°C). San Francisco has an annual average of 57°F (14°C), with a January average minimum of 42°F (6°C) and a July average maximum of 72°F (22°C). The annual average in San Diego is 64°F (18°C), the January average minimum 49°F (9°C), and the July average maximum 76°F (24°C). Sacramento's annual average temperature is 61°F (16°C), with January minimums averaging 38°F (3°C) and July maximums of 93°F (34°C).

Annual precipitation varies from only 2 in (5 cm) in the Imperial Valley to 68 in (173 cm) at Blue Canyon, near Lake Tahoe. San Francisco had an average annual precipitation (1971–2000) of 20 in (51 cm), Sacramento 17.9 in (45.5 cm), Los Angeles 13.2 in (33.5 cm), and San Diego 10.8 in (27.4 cm). The largest one-month snowfall ever recorded in the U.S., 390 in (991 cm), fell in Alpine County in January 1911. Snow averages between 300 and 400 in (760 to 1,020 cm) annually in the high elevations of the Sierra Nevada, but is rare in the Central Valley and coastal lowlands.

Sacramento has the greatest percentage (73 percent) of possible annual sunshine among the State's largest cities; Los Angeles has 72 percent and San Francisco 71 percent. San Francisco is the windiest, with an average annual wind speed of 11 mph (18 km/hr). Tropical rainstorms occur often in California during the winter.

#### **b) Attributing Climate Change—The Physical Scientific Basis**

Climate change is a long-term shift in the climate of a specific location, region or planet. The shift is measured by changes in features associated with average weather, such as temperature, wind patterns, and precipitation. According to the Intergovernmental Panel on Climate Change (IPCC), a scientific body established by the World Meteorological Organization (WMO) and by the United Nations Environment Programme (UNEP), available scientific evidence supports the conclusion that most of the increased average global temperatures since the mid-20th century is very likely due to human-induced increases in greenhouse gas (GHG) concentrations. GHGs, which are emitted from both natural and anthropogenic sources, include water vapor, carbon dioxide, methane, nitrous oxide, halocarbons, and ozone. These gases play a role in the "greenhouse effect" that helps regulate the temperature of the earth.

The current post-industrial warming trend differs alarmingly from past changes in the Earth's climate because GHG emissions are higher and warming is occurring faster than at any other time on record within the past 650,000 years. Historical long-term as well as decadal and inter-annual fluctuations in the Earth's climate resulted from natural processes such as plate tectonics, the Earth's rotational orbit in space, solar radiation variability, and volcanism. The current trend derives from an added factor: human activities, which have greatly intensified the natural greenhouse effect, causing global warming. GHG emissions from human activities that contribute to climate change include the burning of fossil fuels (such as coal, oil and natural gas), cutting down trees (deforestation) and developing land (land-use changes). The burning of fossil fuels emits GHGs into the atmosphere, while deforestation and land-use changes remove

trees and other kinds of vegetation that store (“sequester”) carbon dioxide. Emissions of GHGs due to human activities have increased globally since pre-industrial times, with an increase of 70 percent between 1970 and 2004 (IPCC 2007).

A growing recognition of the wide-ranging impacts of climate change has fueled efforts over the past several years to reduce GHG emissions. In 1997, the Kyoto Protocol set legally binding emissions targets for industrialized countries, and created innovative mechanisms to assist these countries in meeting these targets. The Kyoto Protocol took effect in 2004, after 55 parties to the Convention had ratified it (The UN Climate Change Convention and the Kyoto Protocol). Six major GHGs have been the focus of efforts to reduce emissions and are included in AB 32: carbon dioxide (CO<sub>2</sub>), methane, nitrous oxide (N<sub>2</sub>O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs) and sulfur hexafluoride (SF<sub>6</sub>). They are regulated under the Kyoto Protocol. Nitrogen trifluoride (NF<sub>3</sub>) was later added to the list of important GHGs to reduce and codified in California statute.

The “global warming potential” (GWP) metric is used to convert all GHGs into “CO<sub>2</sub>-equivalent” (CO<sub>2</sub>e) units for a specific time frame. GWPs from the IPCC fourth assessment report over a 100-year warming horizon are used as the national and international standard in GHG inventory development; however, GWPs over a 20-year time horizon are also available and can be more applicable for consideration of short-lived climate pollutants. Each gas’s GWP is defined relative to CO<sub>2</sub> for the given time frame. For example, N<sub>2</sub>O’s 100-yr GWP is 298, meaning a unit mass of N<sub>2</sub>O warms the atmosphere 298 times more than a unit mass of CO<sub>2</sub>. SF<sub>6</sub> and PFCs have extremely long atmospheric lifetimes, resulting in their essentially irreversible accumulation in the atmosphere once emitted. However, in terms of quantity of emissions, CO<sub>2</sub> dominates world and U.S. GHG emissions.

Because the major GHGs have longer lives, they build up in the atmosphere so that past, present and future emissions ultimately contribute to total atmospheric concentrations. Thus, while reducing emissions of conventional air pollutants decreases their concentrations in the atmosphere in a relatively short time, atmospheric concentrations of the major GHGs can only be gradually reduced over years and decades. More specifically, the rate of emission of CO<sub>2</sub> currently greatly exceeds its rate of removal, and the slow and incomplete removal implies that small to moderate reductions in its emissions would not result in stabilization of CO<sub>2</sub> concentrations, but rather would only reduce the rate of its growth in coming decades. Many of the same activities that emit conventional air pollutants also emit GHGs (e.g., the burning of fossil fuels to produce electricity, heat or drive engines and the burning of biomass). Some conventional air pollutants also have greenhouse effects; for example, soot/black carbon and tropospheric ozone (see Short-Lived Climate Pollutants below).

### **c) Attributing Climate Change—Greenhouse Gas Emission Sources**

Emissions of GHGs contributing to global climate change are attributable in large part to human activities associated with the transportation, electricity, industrial/manufacturing, utility, residential, commercial and agricultural sectors. In California, the transportation sector is the largest emitter of GHGs, followed by electricity generation. Anthropogenic emissions of CO<sub>2</sub> are byproducts of fossil fuel combustion. Methane, a potent GHG, is primarily emitted by livestock and landfills with a smaller contribution from fugitive emissions from oil and gas operations and natural gas transmission and distribution.

N<sub>2</sub>O is also largely attributable to agricultural practices, primarily from nitrogen-based fertilizer and manure application to soils.

CO<sub>2</sub> equivalent (CO<sub>2</sub>e) is a measurement that uses global warming potentials (GWP) to account for the fact that different GHGs have different potential to retain infrared radiation in the atmosphere and contribute to the greenhouse effect. The GWP is dependent on the lifetime, or persistence, of the gas molecule in the atmosphere and the specific infrared absorption pattern and strength. For example, the IPCC fourth assessment report 100-yr GWP for methane used in the US EPA and California GHG inventory defines 1 ton of methane as equivalent to 25 tons of CO<sub>2</sub> (IPCC 2013).

Therefore, methane is a much more potent GHG than CO<sub>2</sub>. Expressing emissions in CO<sub>2</sub>e takes the contributions of all GHG emissions to the greenhouse effect and converts them to a single unit equivalent to the effect that would occur if only CO<sub>2</sub> were being emitted.

The California GHG inventory compiles statewide anthropogenic GHG emissions and sinks. It includes estimates for CO<sub>2</sub>, methane, N<sub>2</sub>O, SF<sub>6</sub>, NF<sub>3</sub>, HFCs, and PFCs. The current inventory covers years 2000 to 2013 (available at <http://www.arb.ca.gov/cc/inventory/data/data.htm>).

In 2013, total GHG emissions decreased by 1.5 million metric tons of CO<sub>2</sub> equivalents (MMT CO<sub>2</sub>e) from 2012, representing an overall decrease of 7 percent since peak levels in 2004. During the 2000 to 2013 period, per capita GHG emissions in California have continued to drop from a peak in 2001 of 14.0 tonnes per person to 12.0 tonnes per person in 2013; a 14 percent decrease. Overall trends in the inventory also demonstrate that the carbon intensity of California's economy (the amount of carbon pollution per million dollars of GDP) is declining; representing a 23 percent decline since the 2001 peak (ARB 2015).

### **d) Short-Lived Climate Pollutants**

Climate policy and research have mainly concentrated on long-term climate change and controlling the long-lived GHGs. However, there is growing recognition within the scientific community that efforts to address climate change should also focus on actions to reduce climate-warming substances with much shorter atmospheric lifetimes. These

non-CO<sub>2</sub> pollutants, known as “short-lived climate pollutants” (SLCP), include methane, short lived fluorinated-gases (primarily HFCs), black carbon, and tropospheric ozone.

### **e) Adaptation to Climate Change**

According to the IPCC, which was established in 1988 by the World Meteorological Organization and the United Nations Environment Programme, global average temperature is expected to increase by 3–7°F by the end of the century, depending on future GHG emission scenarios (IPCC 2007). Resource areas other than air quality and global average temperature could be indirectly affected by the accumulation of GHG emissions. For example, an increase in the global average temperature is expected to result in a decreased volume of precipitation falling as snow in California and an overall reduction in snowpack in the Sierra Nevada. Snowpack in the Sierra Nevada provides both water supply (runoff) and storage (within the snowpack before melting), which is a major source of supply for the state.

According to the CEC (2012), statewide average temperatures increased by about degrees Fahrenheit from 1895 to 2011. Throughout the past century precipitation (i.e., rain and snow) has followed the expected pattern of a largely Mediterranean climate with wet winters and dry summers, and considerable variability from year to year. No consistent trend in the overall amount of precipitation has been detected, except that a larger proportion of total precipitation is falling as rain instead of snow. In addition, during the last 35 years, the Sierra Nevada range has witnessed both the wettest and the driest years on record of more than 100 years. While intermittent droughts have been a common feature of the State’s climate, evidence from tree rings and other indicators reveal that over the past 1,500 years, California has experienced dry spells that persisted for several years or even decades (CEC 2012).

The effects of global climate change could lead to a variety of secondary effects to public health, water supply, energy supply, sea level, wildfire risks, and ecosystems. Recent data, climate projections, topographic, demographic, and land use information have led to the findings that:

12. The state’s electricity system is more vulnerable than was previously understood.
13. The Sacramento-San Joaquin Delta is sinking, putting levees at growing risk.
14. Wind and waves, in addition to faster rising seas, will worsen coastal flooding.
15. Animals and plants need connected “migration corridors” to allow them to move to more suitable habitats to avoid serious impacts.
16. Native freshwater fish are particularly threatened by climate change.
17. Minority and low-income communities face the greatest risks from climate change.

There are effective ways to prepare for and manage climate change risks, but local governments face many barriers to adapting to climate change; these can be addressed so that California can continue to prosper.

At the same time, the State has recognized the need to adapt to climate change impacts that can no longer be avoided. In 2014, the CA Natural Resources Agency released the Safeguarding California Plan, which serves as an update to the 2009 California Climate Adaptation Strategy. The many adaptation planning efforts underway in virtually every State agency, in regional and local communities such as Chula Vista, San Diego, Los Angeles, Santa Barbara, Santa Cruz, San Francisco, Hayward, Marin County, Sacramento, and others, as well as in private businesses suggest that CEOs, elected officials, planners, and resource managers understand the reality that California and the world is facing.

In fact, the latest climate science makes clear that State, national and global efforts to mitigate climate change must be accelerated to limit global warming to levels that do not endanger basic life-support systems and human well-being. Success in mitigation will keep climate change within the bounds that allow ecosystems and society to adapt without major disruptions. Further advances in integrated climate change science can inform California’s and the world’s climate choices and help ensure a resilient future (CEC 2012).

**B. Regulatory Setting**

Applicable laws and regulations specific to the reduction of GHG emissions are listed in Table 10 below. It should be noted that other laws and regulations described under Energy Demand in this Environmental Setting would also reduce GHG emissions.

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
Mandatory Greenhouse Gas Reporting Rule	On September 22, 2009, EPA issued a final rule for mandatory reporting of GHGs from large GHG emissions sources in the U.S. In general, this national reporting requirement will provide EPA with accurate and timely GHG emissions data from facilities that emit 25,000 metric tons or more of CO <sub>2</sub> per year. This publically available data will allow the reporters to track their own emissions, compare them to similar facilities, and aid in identifying cost effective opportunities to reduce emissions in the future. Reporting is at the facility level, except that certain suppliers of fossil fuels and industrial greenhouse gases along with vehicle and engine manufacturers will report at the corporate level. An estimated 85 percent of the total U.S. GHG emissions, from approximately 10,000 facilities, are covered by this final rule.
National Program to Cut Greenhouse Gas Emissions and Improve Fuel Economy for Cars	On September 15, 2009, EPA and the Department of Transportation’s National Highway Traffic Safety Administration (NHTSA) proposed a new national program that would reduce GHG emissions and improve fuel efficiency for all new cars and trucks sold in the EPA proposed the first-ever national GHG

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
and Trucks	<p>emissions standards under the CAA, and NHTSA proposed CAFE standards under the Energy Policy and Conservation Act. This proposed national program would allow automobile manufacturers to build a single light-duty national fleet that satisfies all requirements under both Federal programs and the standards of California and other states. The President requested that EPA and NHTSA, on behalf of the Department of Transportation, develop, through notice and comment rulemaking, a coordinated National Program under the CAA and the Energy Policy and Conservation Act (EPCA), as amended by the Energy Independence and Security Act (EISA), to reduce fuel consumption by and GHG emissions of light-duty vehicles for model years 2017-2025.</p> <p>EPA and NHTSA are developing the proposal based on extensive technical analyses, an examination of the factors required under the respective statutes and on discussions with individual motor vehicle manufacturers and other stakeholders. The National Program would apply to passenger cars, light-duty trucks, and medium-duty passenger vehicles (light-duty vehicles) built in those model years (76 FR 48758).</p> <p>The first part of this program (i.e., 2012-2016) is implemented. The next part (i.e., 2017-2025) is currently in process for which ARB is proposed to accept compliance thereof as also being acceptable for California compliance, similar to what was done for the first part.</p>
Endangerment and Cause or Contribute Findings	<p>On December 7, 2009, EPA adopted its Proposed Endangerment and Cause or Contribute Findings for Greenhouse Gases under the CAA (Endangerment Finding). The Endangerment Finding is based on Section 202(a) of the CAA, which states that the Administrator (of EPA) should regulate and develop standards for “emission[s] of air pollution from any class of classes of new motor vehicles or new motor vehicle engines, which in [its] judgment cause, or contribute to, air pollution which may reasonably be anticipated to endanger public health or welfare.” The rule addresses Section 202(a) in two distinct findings. The first addresses whether or not the concentrations of the six key GHGs (i.e., carbon dioxide [CO<sub>2</sub>], methane, nitrous oxide [N<sub>2</sub>O], hydrofluorocarbons [HFCs], perfluorocarbons [PFCs], and sulfur hexafluoride [SF<sub>6</sub>]) in the atmosphere threaten the public health and welfare of current and future generations. The second addresses whether or not the combined emissions of GHGs from new motor vehicles and</p>

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
	<p>motor vehicle engines contribute to atmospheric concentrations of GHGs and therefore the threat of climate change.</p> <p>The Administrator found that atmospheric concentrations of GHGs endanger the public health and welfare within the meaning of Section 202(a) of the CAA. The evidence supporting this finding consists of human activity resulting in “high atmospheric levels” of GHG emissions, which are very likely responsible for increases in average temperatures and other climatic changes. Furthermore, the observed and projected results of climate change (e.g., higher likelihood of heat waves, wild fires, droughts, sea level rise, and higher intensity storms) are a threat to the public health and welfare. Therefore, GHGs were found to endanger the public health and welfare of current and future generations.</p> <p>The Administrator also found that GHG emissions from new motor vehicles and motor vehicle engines are contributing to air pollution, which is endangering public health and welfare. EPA’s final findings respond to the 2007 U.S. Supreme Court decision that GHGs fit within the CAA definition of air pollutants. The findings do not in and of themselves impose any emission reduction requirements but rather allow EPA to finalize the GHG standards proposed earlier in 2009 for new light-duty vehicles as part of the joint rulemaking with the Department of Transportation.</p>
Significant New Alternatives Policy	<p>USEPA’s Significant New Alternatives Policy (SNAP) program provide an evolving list of alternatives (i.e., chemicals that may replace one that is currently in use for a specific purpose). USEPA makes decisions informed by the overall understanding of the environmental and human health impacts as well as the current knowledge regarding available substitutes. Where USEPA is determining whether to add a new substitute to the list, USEPA compares the risk posed by the new substitute to the risks posed by other alternatives on the list and determines whether that specific new substitutes poses more risk than already-listed alternatives for the same use. Section 612 of the Clean Air Act provides that USEPA must prohibit the use of a substitute where it has determined that there are other available substitutes that pose less overall risk to human health and the environment.</p>
<b>State</b>	
Executive Order B- 30-15	Executive Order B-30-15 established a California GHG reduction target of 40 percent below 1990 levels by 2030. To

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
	<p>accomplish this goal, directs state agencies to take measures consistent with their existing authority to reduce greenhouse gas emissions. In addition, the California Air Resources Board will initiate a public process in the summer of 2015 and work closely with other state agencies to update the State's climate change Scoping Plan. The updated Scoping Plan will provide a framework for achieving the 2030 target and will be completed and adopted by the Air Resources Board in 2016.</p> <p>Concurrent planning efforts related to energy efficiency in existing buildings (AB 758), short-lived climate pollutants, sustainable freight, Greenhouse Gas Reduction Fund Investments, forest health, and others will be coordinated with, and feed into, the updated Scoping Plan.</p>
Executive Order S- 3-05	<p>Executive Order S-3-05, which was signed by former Governor Schwarzenegger in 2005, proclaims that California is vulnerable to the impacts of climate change. It declares that increased temperatures could reduce the Sierra's snowpack, further exacerbate California's air quality problems, and potentially cause a rise in sea levels. To combat those concerns, the Executive Order established total greenhouse gas emission targets. Specifically, emissions are to be reduced to the 2000 level by 2010, the 1990 level by 2020, and to 80 percent below the 1990 level by 2050.</p> <p>The Executive Order directed the Secretary of the California Environmental Protection Agency (CalEPA) to coordinate a multi-agency effort to reduce greenhouse gas emissions to the target levels. The Secretary will also submit biannual reports to the governor and state legislature describing: progress made toward reaching the emission targets; impacts of global warming on California's resources; and mitigation and adaptation plans to combat these impacts. To comply with the Executive Order, the Secretary of the Cal/EPA created the Climate Action Team (CAT) made up of members from various state agencies and commission.</p> <p>CAT released its first report in March 2006. The report proposed to achieve the targets by building on voluntary actions of California businesses, local government and community actions, as well as through state incentive and regulatory programs.</p>
Senate Bill 605, Short-Lived Climate	<p>Senate Bill 605 directs ARB to complete a comprehensive strategy to reduce emissions of short-lived climate pollutants in the state through the following actions:</p>

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
Pollutants	<p>(1) Complete an inventory of sources and emissions of short-lived climate pollutants in the state based on available data.</p> <p>(2) Identify research needs to address any data gaps.</p> <p>(3) Identify existing and potential new control measures to reduce emissions.</p> <p>(4) Prioritize the development of new measures for short-lived climate pollutants that offer cobenefits by improving water quality or reducing other air pollutants that impact community health and benefit disadvantaged communities, as identified pursuant to Section 39711.</p> <p>(5) Coordinate with other state agencies and districts to develop measures identified as part of the comprehensive strategy.</p>
Assembly Bill 32, the California Global Warming Solutions Act, Statutes of 2006	<p>In September 2006, former Governor Arnold Schwarzenegger signed AB 32, the California Global Warming Solutions Act of 2006. AB 32 establishes regulatory, reporting, and market mechanisms to achieve quantifiable reductions in GHG emissions and a cap on statewide GHG emissions. AB 32 requires that statewide GHG emissions be reduced to 1990 levels by 2020. This reduction will be accomplished through an enforceable statewide cap on GHG emissions that will be phased in starting in 2012. To effectively implement the cap, AB 32 directs ARB to develop and implement regulations to reduce statewide GHG emissions from substantial stationary and mobile source categories. Requires ARB to produce a Scoping Plan by 1/1/2009 and at least every 5 years afterwards that details how the state will meet its GHG reduction targets.</p> <p>AB 32 requires that ARB adopt a quantified cap on GHG emissions representing 1990 emissions levels and disclose how it arrives at the cap; institute a schedule to meet the emissions cap; and develop tracking, reporting, and enforcement mechanisms to ensure that the state achieves the reductions in GHG emissions necessary to meet the cap. AB 32 also includes guidance to institute emissions reductions in an economically efficient manner and conditions to ensure that businesses and consumers are not unfairly affected by the reductions.</p>
Assembly Bill 1493, Statutes of 2002	<p>In September 2004, ARB approved regulations to reduce GHG emissions from new motor vehicles. The Board took this action pursuant to Chapter 200, Statutes of 2002 (AB 1493, Pavley) which directed the Board to adopt regulations that achieve the maximum feasible and cost effective reduction in greenhouse gas emissions from motor vehicles. The regulations, which took effect</p>

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
	in 2006 following an opportunity for legislative review, apply to new passenger vehicles and light duty trucks beginning with the 2009 model year.
Executive Order S- 1-07	Executive Order S-1-07, which was signed by former Governor Schwarzenegger in 2007, proclaims that the transportation sector is the main source of GHG emissions in California, at over 40 percent of statewide emissions. It establishes a goal that the carbon intensity of transportation fuels sold in California should be reduced by a minimum of 10 percent by 2020. This order also directed ARB to determine if this LCFS could be adopted as a discrete early action measure after meeting the mandates in AB 32. ARB first adopted the LCFS on April 23, 2009.
Senate Bill 1368, Statutes of 2006	SB 1368 is the companion bill of AB 32 and was signed by former Governor Schwarzenegger in September 2006. SB 1368 requires the CPUC to establish a GHG emission performance standard for baseload generation from investor owned utilities by February 1, 2007. The CEC must establish a similar standard for local publicly owned utilities by June 30, 2007. These standards cannot exceed the GHG emission rate from a baseload combined-cycle natural gas fired plant. The legislation further requires that all electricity provided to California, including imported electricity, must be generated from plants that meet the standards set by the CPUC and CEC.
Senate Bill 1078, Statutes of 2002, Senate Bill 107, Statutes of 2006, and SBx1 2	SB 1078 (Chapter 516, Statutes of 2002) requires retail sellers of electricity, including investor-owned utilities and community choice aggregators, to provide at least 20 percent of their supply from renewable sources by 2017. SB 107 (Chapter 464, Statutes of 2006) changed the target date to 2010. In 2010, SBx1 2 was chaptered, which expanded the State's Renewable Portfolio Standard to 33 percent renewable power by 2020.
Senate Bill 97, Statutes of 2007	As directed by SB 97, the Natural Resources Agency adopted Amendments to the CEQA Guidelines for GHG emissions on December 30, 2009. On February 16, 2010, the Office of Administrative Law approved the Amendments, and filed them with the Secretary of State for inclusion in the California Code of Regulations. The Amendments became effective on March 18, 2010.
Senate Bill 375, Statutes of 2008	SB 375, signed in September 2008, aligns regional transportation planning efforts, regional GHG reduction targets, and land use and housing allocation. SB 375 requires Metropolitan Planning Organizations (MPOs) to adopt a Sustainable Communities

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
	<p>Strategy (SCS) or Alternative Planning Strategy (APS), which will prescribe land use allocation in that MPO's Regional Transportation Plan (RTP). ARB, in consultation with MPOs, will provide each affected region with reduction targets for GHGs emitted by passenger cars and light trucks in the region for the years 2020 and 2035. These reduction targets will be updated every 8 years, but can be updated every 4 years if advancements in emissions technologies affect the reduction strategies to achieve the targets. ARB is also charged with reviewing each MPO's SCS or APS for consistency with its assigned targets. If MPOs do not meet the GHG reduction targets, transportation projects would not be eligible for funding programmed after January 1, 2012.</p> <p>This bill also extends the minimum time period for the Regional Housing Needs Allocation (RNHA) cycle from 5 years to 8 years for local governments located within an MPO that meets certain requirements. City or county land use policies (including general plans) are not required to be consistent with the RTP (and associated SCS or APS). However, new provisions of CEQA would incent qualified projects that are consistent with an approved SCS or APS, categorized as "transit priority projects."</p>
Senate Bill 350, Statutes of 2015 Clean Energy and Pollution Reduction Act of 2015	The Clean Energy and Pollution Reduction Act of 2015 requires the amount of electricity generated and sold to retail customers per year from eligible renewable energy resources be increased to 50 percent by December 31, 2030. This act also requires doubling of the energy efficiency savings in electricity and natural gas for retail customers, through energy efficiency and conservation, by December 31, 2030.
Executive Order S- 13-08	Sea level rise is a foreseeable indirect environmental impact associated with climate change, largely attributable to thermal expansion of the oceans and melting polar ice. As discussed above in the environmental setting (subheading "Adaptation to Climate Change"), sea level rise presents impacts to California associated with coastal erosion, water supply, water quality, saline-sensitive species and habitat, land use compatibility, and flooding. Former Governor Arnold Schwarzenegger signed Executive Order S-13-08 on November 14, 2008. This executive order directed the California Natural Resources Agency (CNRA) to develop the 2009 California Climate Adaptation Strategy (CNRA 2009)), which summarizes the best known science on climate change impacts in seven distinct sectors—public health, biodiversity and habitat, ocean and

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
	<p>coastal resources, water management, agriculture, forest resources, and transportation and energy infrastructure—and provides recommendations on how to manage against those threats. This executive order also directed OPR, in cooperation with the CNRA, to provide land use planning guidance related to sea level rise and other climate change impacts by May 30, 2009, which is also provided in the 2009 California Climate Adaptation Strategy (CNRA 2009) and OPR continues to further refine land use planning guidance related to climate change impacts.</p> <p>Executive Order S-13-08 also directed CNRA to convene an independent panel to complete the first California Sea Level Rise Assessment Report. This report is to be completed no later than December 1, 2010. The report is intended to provide information on the following:</p> <ul style="list-style-type: none"> <li>Relative sea level rise projections specific to California, taking into account issues such as coastal erosion rates, tidal impacts, El Niño and La Niña events, storm surge, and land subsidence rates;</li> <li>The range of uncertainty in selected sea level rise projections;</li> <li>A synthesis of existing information on projected sea level rise impacts to state infrastructure (such as roads, public facilities and beaches), natural areas, and coastal and marine ecosystems; and</li> <li>Discussion of future research needs regarding sea level rise for California.</li> </ul>
ARB's Landfill Methane Control Measure	The regulation requires owners and operators of certain uncontrolled municipal solid waste landfills to install gas collection and control systems, and requires existing and newly installed gas and control systems to operate in an optimal manner. The regulation allows local air districts to voluntarily enter into agreements with ARB to implement and enforce the regulation and to assess fees to cover costs. Some local air districts have also adopted rules to implement federal standards for the installation of gas collection and control systems.
AB 341 (Chesbro, Chapter 476,	AB 341 (Chesbro, Chapter 476, Statutes of 2011 established a State target to reduce by 75 percent the amount of solid waste

<b>Table 10: Applicable Laws and Regulations for Greenhouse Gases</b>	
<b>Regulation</b>	<b>Description</b>
Statutes of 2011)	sent to landfills by 2020 through recycling, composting, and source reduction practices.
AB 1826 (Chesbro, Chapter 727, Statutes of 2014)	AB 1826 (Chesbro, Chapter 727, Statutes of 2014) requires businesses generating specified amounts of organic wastes to begin arranging for the recycling and diversion of those wastes from landfill disposal beginning in 2016.
Refrigerant Management Plan	The Refrigerant Management Plan requires facilities with refrigeration systems with more than 50 pounds of high-GWP refrigerant to: conduct and report periodic leak inspections; promptly repair leaks; and keep service records on site.
Compliance Offset Protocols under the State's Cap-and-Trade Program	Compliance Offset Protocols under the State's Cap-and-Trade Program include a livestock protocol, rice cultivation protocol, and mine methane capture protocol. The protocols provide methods to quantify, report, and credit GHG emission reductions from sectors not covered by the Cap-and-Trade Program.
Assembly Bill 1257 (Bocanegra, Chapter 749, Statutes of 2013)	AB 1257 directs the CEC to assemble a report by November 2015 (and every four years after), in consultation with other State agencies, to identify strategies for maximizing the benefits obtained from natural gas as an energy source.
Assembly Bill 1900 (Gatto, Chapter 602, Statutes of 2012)	AB 1900 directed the CPUC to adopt natural gas constituent standards (in consultation with ARB and the Office of Environmental Health and Hazard Assessment). The legislation is also designed to streamline and standardize customer pipeline access rules, and encourage the development of statewide policies and programs to promote all sources of biomethane production and distribution.
Low Carbon Fuel Standard	The Low Carbon Fuel Standard (LCFS) requires transportation fuel providers to procure clean fuels to reduce the carbon intensity of California's fuel mix. The LCFS provides a market signal to incentivize using captured methane as a transportation fuel, among other clean fuel options.
Senate Bill 1122 (Rubio, Chapter 612, Statutes 2012)	Senate Bill 1122 directed the California Public Utility Commission (CPUC) to require the State's investor-owned utilities to develop and offer 10 to 20 year market-price contracts to procure an additional 250 megawatts of cumulative electricity generation from biogas facilities that commence operating on or after June of 2013.

## **9. HAZARDS AND HAZARDOUS MATERIALS**

### **A. Existing Conditions**

#### **1. United States**

California Health and Safety Code (Section 25501) defines “hazardous materials” as any material that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment.

Hazardous materials are grouped into four categories based on their characteristics: toxic (causes human health effects), ignitable (has the ability to burn), corrosive (causes severe burns or damage to materials) and reactive (causes explosions or generates toxic gases). A hazardous waste is any hazardous material that is finished with its intended use and is discarded. This may include items, such as spent fuels, industrial solvents and chemicals, process water, and other spent materials (i.e., some types of batteries and fuel cells). California’s hazardous waste regulations provides the following means to determine whether or not a waste is hazardous: (1) a list of criteria (toxic, ignitable, corrosive and reactive) that a waste may exhibit; (2) a list of those wastes that are subject to regulation; and (3) a list of chemical names and common names that are presumed to be hazardous in California.

#### **2. California**

California Health and Safety Code (Section 25501) defines “hazardous materials” as any material that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment.

Hazardous materials are grouped into four categories based on their characteristics: toxic (causes human health effects), ignitable (has the ability to burn), corrosive (causes severe burns or damage to materials) and reactive (causes explosions or generates toxic gases). A hazardous waste is any hazardous material that is finished with its intended use and is discarded. This may include items, such as spent fuels, industrial solvents and chemicals, process water, and other spent materials (i.e., some types of batteries and fuel cells). California’s hazardous waste regulations provides the following means to determine whether or not a waste is hazardous: (1) a list of criteria (toxic, ignitable, corrosive and reactive) that a waste may exhibit; (2) a list of those wastes that are subject to regulation; and (3) a list of chemical names and common names that are presumed to be hazardous in California. The California Hazardous Waste Control Law recognizes more than 780 hazardous chemicals and nearly 30 additional common materials that may be hazardous. Naturally occurring asbestos is also often found in a type of rock (serpentine) located in the California Coast Ranges and Sierra foothills.

**B. Regulatory Setting**

Applicable laws and regulations associated with hazards and hazardous materials are discussed in Table 11.

<b>Table 11: Applicable Laws and Regulations for Hazards and Hazardous Materials</b>	
<b>Regulations</b>	<b>Description</b>
<b>Federal</b>	
CWA (40 CFR 112)	The 1972 amendments to the CWA provide the statutory basis for the NPDES permit program and the basic structure for regulating the discharge of pollutants from point sources to waters of the U.S. Section 402 of the CWA specifically required EPA to develop and implement the NPDES program.
Safe Drinking Water Act (SDWA)	SDWA is the main federal law that ensures the quality of Americans' drinking water. Under SDWA, EPA sets standards for drinking water quality and oversees the states, localities, and water suppliers who implement those standards. SDWA was originally passed by Congress in 1974 to protect public health by regulating the nation's public drinking water supply. The law was amended in 1986 and 1996 and requires many actions to protect drinking water and its sources: rivers, lakes, reservoirs, springs, and ground water wells. SDWA does not regulate private wells which serve fewer than 25 individuals.
Federal Hazardous Materials Regulations (FHMR) Title 49, Code of Federal Regulations, Parts 100-180	The regulations establish criteria for the safe transport of hazardous materials. Compliance is mandatory for intrastate and interstate transportation.
Toxic Substances Control Act (TSCA) 15 U.S.C. Section 2601 et seq.	TSCA provides EPA with authority to require reporting, record-keeping and testing requirements, and restrictions relating to chemical substances and/or mixtures. TSCA addresses the production, importation, use, and disposal of specific chemicals including polychlorinated biphenyls (PCBs), asbestos, radon and lead-based paint.
Resource Conservation and Recovery Act (RCRA) 42 U.S.C. Section 6901 et seq. (40 CFR)	RCRA of 1976 gives EPA the authority to control hazardous waste from the "cradle-to-grave." This includes the generation, transportation, treatment, storage, and disposal of hazardous waste. RCRA also set forth a framework for the management of non-hazardous solid wastes. The 1986 amendments to RCRA enabled EPA to address environmental problems that could result from underground tanks storing petroleum and other hazardous substances. HSWA - the Federal Hazardous and

<b>Table 11: Applicable Laws and Regulations for Hazards and Hazardous Materials</b>	
<b>Regulations</b>	<b>Description</b>
	Solid Waste Amendments - are the 1984 amendments to RCRA that focused on waste minimization and phasing out land disposal of hazardous waste as well as corrective action for releases. Some of the other mandates of this law include increased enforcement authority for EPA, more stringent hazardous waste management standards, and a comprehensive underground storage tank program. Federal regulations adopted by EPA are found in Title 40, Code of Federal Regulations (40 CFR).
Comprehensive Environmental Response, Compensation and Liability Act (CERCLA)	CERCLA, commonly known as Superfund, was enacted by Congress on December 11, 1980. This law created a tax on the chemical and petroleum industries and provided broad Federal authority to respond directly to releases or threatened releases of hazardous substances that may endanger public health or the environment. CERCLA also enabled the revision of the National Contingency Plan (NCP). The NCP provided the guidelines and procedures needed to respond to releases and threatened releases of hazardous substances, pollutants, or contaminants. The NCP also established the NPL. The Superfund Amendments and Reauthorization Act (SARA) of 1986 reauthorized CERCLA to continue cleanup activities around the country. Several site-specific amendments, definitions clarifications, and technical requirements were added to the legislation, including additional enforcement authorities. Also, Title III of SARA authorized the Emergency Planning and Community Right-to-Know Act (EPCRA).
Emergency Planning and Community Right-to-Know Act (EPCRA) (42 USC Section 9601 et seq.)	The SARA of 1986 created EPCRA (40 CFR Parts 350-372), also known as SARA Title III, a statute designed to improve community access to information about chemical hazards and to facilitate the development of chemical emergency response plans by state/tribe and local governments. EPCRA required the establishment of state/tribe emergency response commissions (SERCs/TERCs), responsible for coordinating certain emergency response activities and for appointing local emergency planning committees.
<b>State</b>	
Hazardous Materials Transportation California Vehicle Code Sections 31301-	Regulations pertaining to the safe transport of hazardous materials are in California Vehicle Code Sections 31301-31309. All motor carriers and drivers involved in transportation of hazardous materials must comply with the requirements contained in federal and state regulations, and must apply for and obtain a hazardous materials transportation license from

<b>Table 11: Applicable Laws and Regulations for Hazards and Hazardous Materials</b>	
<b>Regulations</b>	<b>Description</b>
31309	the California Highway Patrol. A driver is required to obtain a hazardous materials endorsement issued by the driver’s country or state of domicile to operate any commercial vehicle carrying hazardous materials. The driver is required to display placards or markings while hauling hazardous waste, unless the driver is exempt from the endorsement requirements. A driver who is a California resident is required to obtain an endorsement from California Highway Patrol.
Hazardous Waste Control Law California Health & Safety Code, Division 20, Chapter 6.5, 22 CCR, Division 4.5	California requirements and statutory responsibilities in managing hazardous waste in California – this includes the generation, transportation, storage, treatment, recycling, and disposal of hazardous waste. The statute and regulation are implemented by Cal/EPA Department of Toxic Substances Control.
California Accidental Release Prevention (CalARP) Program 19 CCR Division 2, Chapter 4.5, Sections 2735-2785	The purpose of the CalARP program is to prevent accidental releases of substances that can cause serious harm to the public and the environment, to minimize the damage if releases do occur, and to satisfy community right-to-know laws. This is accomplished by requiring businesses that handle more than a threshold quantity of a regulated substance listed in the regulations to develop a Risk Management Plan (RMP). An RMP is a detailed engineering analysis of the potential accident factors present at a business and the mitigation measures that can be implemented to reduce this accident potential.
Hazardous Material Business Plan & Area Plan Program Health and Safety Code Sections 25500 – 25520 19 CCR, Division 2, Chapter 4, Article 3 & 4	The business and area plans program, relating to the handling and release or threatened release of hazardous materials, was established in California to protect the public health and safety and the environment. Basic information on the location, type, quantity, and the health risks of hazardous materials handled, used, stored, or disposed of in the state, which could be accidentally released into the environment, is not now available to firefighters, health officials, planners, public safety officers, health care providers, regulatory agencies, and other interested persons. The information provided by business and area plans is necessary in order to prevent or mitigate the damage to the health and safety of persons and the environment from the release or threatened release of hazardous materials into the workplace and environment. Certified Unified Program Agencies (CUPAs) use information collected from the Business Plan and CalARP programs to identify hazardous materials in their communities. This information provides the basis for the

<b>Table 11: Applicable Laws and Regulations for Hazards and Hazardous Materials</b>	
<b>Regulations</b>	<b>Description</b>
	Area Plan and is used to determine the appropriate level of emergency planning necessary to respond to a release.
Unified Program Administration Health and Safety Code, Chapter 6.11, Sections 25404-25404.8 27 CCR, Division 1, Subdivision 4, Chapter 1, Sections 15100-15620	<p>A CUPA, which is authorized by the Secretary of Cal/EPA to carry out several of the hazardous waste/hazardous materials regulatory programs administered by the State in a coordinated and consistent manner. The six hazardous waste and materials program elements covered by the CUPA include:</p> <ol style="list-style-type: none"> <li>1) Hazardous Waste Generators</li> <li>2) Underground Tanks</li> <li>3) Above Ground Tanks</li> <li>4) Accidental Release Program</li> <li>5) Hazardous Material Release Response Plans &amp; Spill Notification</li> <li>6) Hazardous Materials Management Plans &amp; Inventory Reporting</li> </ol> <p>The intent of the CUPA is to simplify the hazardous materials regulatory environment and provide a single point of contact for businesses to address inspection, permitting, billing, and enforcement issues.</p>
Fuels and Fuel Additive Program (40 CFR 79)	EPA regulates diesel fuels under two programs; one is administered under the Office of Pollution Prevention and Toxic Substances (OPPTS) and the other is administered under the Transportation and Air Quality group. The OPPTS requires that all chemicals produced in the U.S. are registered with the Toxic Substances Control Act. The Transportation and Air Quality group requires that any fuels sold for ground transportation purposes must be registered with EPA and the volumes reported on a quarterly basis.
<b>Local</b>	
Various Local Ordinances	Various ordinances and codes may be adopted at the local level to provide stricter requirements in the management of hazardous materials and waste activities within the jurisdiction.

## **10. HYDROLOGY AND WATER QUALITY**

### **A. Existing Conditions**

#### **1. Surface Waters**

Surface waters occur as streams, lakes, ponds, coastal waters, lagoons, estuaries, floodplains, dry lakes, desert washes, wetlands and other collection sites. Water bodies modified or developed by man, including reservoirs and aqueducts, are also considered surface waters. Surface water resources are very diverse throughout the state, due to the high variance in tectonics, topography, geology/soils, climate, precipitation, and hydrologic conditions. Overall, California has the most diverse range of watershed conditions in the U.S., with varied climatic regimes ranging from Mediterranean climates with temperate rainforests in the north coast region to desert climates containing dry desert washes and dry lakes in the southern central region.

The average annual runoff for the State is 71 million acre-feet (DWR 2003). The state has more than 60 major stream drainages and more than 1,000 smaller, but significant drainages that drain coastal mountains and inland mountainous areas. High snowpack levels and resultant spring snowmelt yield high surface runoff and peak discharge in the Sierra Nevada and Cascade Mountains that feed surface flows, fill reservoirs and recharge groundwater. Federal, state and local engineered water projects, aqueducts, canals, and reservoirs serve as the primary conduits of surface water sources to areas that have limited surface water resources. Most of the surface water storage is transported for agricultural, urban, and rural residential needs to the San Francisco Bay Area and to cities and areas extending to southern coastal California. Surface water is also transported to southern inland areas, including Owens Valley, Imperial Valley, and Central Valley areas.

#### **2. Groundwater**

The majority of runoff from snowmelt and rainfall flows down mountain streams into low gradient valleys and either percolates into the ground or is discharged to the sea. This percolating flow is stored in alluvial groundwater basins that cover approximately 40 percent of the geographic extent of the state (DWR 2003). Groundwater recharge occurs more readily in areas underlain by coarse sediments, primarily in mountain base alluvial fan settings. As a result, the majority of California's groundwater basins are located in broad alluvial valleys flanking mountain ranges, such as the Cascade Range, Coast Ranges, Transverse Ranges, and the Sierra Nevada.

There are 250 major groundwater basins that serve approximately 30 percent of California's urban, agricultural and industrial water needs, especially in southern portion of San Francisco Bay, the Central Valley, greater Los Angeles area, and inland desert areas where surface water is limited. On average, more than 15 million acre-feet of groundwater are extracted each year in the State, of which more than 50 percent is extracted from 36 groundwater basins in the Central Valley.

### 3. Water Quality

Land uses have a great effect on surface water and groundwater water quality in the State of California. Water quality degradation of surface waters occurs through nonpoint- and point- source discharges of pollutants. Nonpoint source pollution is defined as not having a discrete or discernible source and is generated from land runoff, precipitation, atmospheric deposition, seepage, and hydrologic modification (EPA 1993). Nonpoint-source pollution includes runoff containing pesticides, insecticides, and herbicides from agricultural areas and residential areas; acid drainage from inactive mines; bacteria and nutrients from septic systems and livestock; VOCs and toxic chemicals from urban runoff and industrial discharges; sediment from timber harvesting, poor road construction, improperly managed construction sites, and agricultural areas; and atmospheric deposition and hydromodification. In comparison, point-source pollution is generated from identifiable, confined, and discrete sources, such as a smokestack, sewer, pipe or culvert, or ditch. These pollutant sources are regulated by the EPA and SWRCB through RWQCB. Many of the pollutants discharged from point- sources are the same as for nonpoint-sources, including municipal (bacteria and nutrients), agricultural (pesticides, herbicides, and insecticides), and industrial pollutants (VOCs and other toxic effluent).

#### B. Regulatory Setting

Applicable laws and regulations associated with hydrology, water quality, and water supply are discussed in Table 12.

<b>Table 12: Applicable Laws and Regulations for Hydrology, Water Quality, and Water Supply</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
National Flood Insurance Program (FEMA)	Designated floodplain mapping program, flooding and flood hazard reduction implementation, and federal subsidized flood insurance for residential and commercial property. Administered by the FEMA.
Executive Order 11988	Requires actions to be taken for federal activities to reduce the risks of flood losses, restore and preserve floodplains, and minimize flooding impacts to human health and safety.
CWA	Administered primarily by the EPA. Pertains to water quality standards, state responsibilities, and discharges of waste to waters of the U.S. Sections 303, 401, 402, and 404.
CWA Section 303	Defines water quality standards consisting of: 1) designated beneficial uses of a water, 2) the water quality criteria (or “objectives” in California) necessary to support the uses, and 3) an antidegradation policy that protects existing uses and high water quality. Section 303(d) requires states to identify water quality impairments where conventional

<b>Table 12: Applicable Laws and Regulations for Hydrology, Water Quality, and Water Supply</b>	
<b>Regulation</b>	<b>Description</b>
	control methods will not achieve compliance with the standards, and establish Total Maximum Daily Load (TMDL) programs to achieve compliance.
CWA Section 401	State certification system for federal actions which may impose conditions on a project to ensure compliance with water quality standards.
CWA Section 402	Section 402 mandates permits for municipal stormwater discharges, which are regulated under the NPDES General Permit for Municipal Separate Storm Sewer Systems (MS4) (MS4 Permit). Several of the cities and counties issue their own NPDES municipal stormwater permits for the regulations of stormwater discharges. These permits require that controls are implemented to reduce the discharge of pollutants in stormwater discharges to the maximum extent possible, including management practices, control techniques, system design and engineering methods, and other measures as appropriate. As part of permit compliance, these permit holders have created Stormwater Management Plans for their respective locations. These plans outline the requirements for municipal operations, industrial and commercial businesses, construction sites, and planning and land development. These requirements may include multiple measures to control pollutants in stormwater discharge. During implementation of specific projects, applicants will be required to follow the guidance contained in the Stormwater Management Plans as defined by the permit holder in that location.
CWA Section 404	Permit system for dredging or filling activity in waters of the U.S., including wetlands, and administered by USACE.
National Toxics Rule and California Toxics Rule	Applicable receiving water quality criteria promulgated by EPA for priority toxic pollutants consisting generally of trace metals, synthetic organic compounds, and pesticides.
<b>State</b>	
California Water Rights	The SWRCB administers review, assessment, and approval of appropriative (or priority) surface water rights permits/licenses for diversion and storage for beneficial use. Riparian water rights apply to the land and allow diversion of natural flows for beneficial uses without a permit, but users must share the resources equitably during drought. Groundwater management planning is a function of local government. Groundwater use by overlying property owners is not formally regulated, except in cases where the groundwater basin supplies are limited and uses have been adjudicated, or through appropriative

<b>Table 12: Applicable Laws and Regulations for Hydrology, Water Quality, and Water Supply</b>	
<b>Regulation</b>	<b>Description</b>
	procedures for groundwater transfers.
Public Trust Doctrine	Body of common law that requires the state to consider additional terms and conditions when issuing or reconsidering appropriative water rights to balance the use of the water for many beneficial uses irrespective of the water rights that have been established. Public trust resources have traditionally included navigation, commerce, and fishing and have expanded over the years to include protection of fish and wildlife, and preservation goals for scientific study, scenic qualities, and open-space uses.
Porter-Cologne Water Quality Control Act and California Water Code (Title 23)	The SWRCB is responsible for statewide water quality policy development and exercises the powers delegated to the State by the federal government under the CWA. Nine RWQCBs adopt and implement water quality control plans (Basin Plans) which designate beneficial uses of surface waters and groundwater aquifers, and establish numeric and narrative water quality objectives for beneficial use protection. RWQCBs issue waste discharge requirements for discharge activities to water and land, require monitoring and maintain reporting programs, and implement enforcement and compliance policies and procedures. Other state agencies with jurisdiction in water quality regulation in California include the Department of Public Health (drinking water regulations), Department of Pesticide Regulation, Department of Toxic Substances Control, CDFW, and the Office of Environmental Health and Hazard Assessment.
Policy for Implementation of Toxics Standards for Inland Surface Waters, Enclosed Bays, and Estuaries of California	Commonly referred to as the State Implementation Policy (or SIP), the SIP provides implementation procedures for discharges of toxic pollutants to receiving waters.
Thermal Plan	The Water Quality Control Plan for Control of Temperature in the Coastal and Interstate Water and Enclosed Bays and Estuaries of California was adopted by the SWRCB in 1972 and amended in 1975. The Thermal Plan restricts discharges of thermal waste or elevated temperature waste to waters of the state. Generally, the Thermal Plan prohibits discharges from increasing ambient temperatures by more than 1°F over more than 25 percent of a stream cross section, increasing ambient

<b>Table 12: Applicable Laws and Regulations for Hydrology, Water Quality, and Water Supply</b>	
<b>Regulation</b>	<b>Description</b>
	temperatures by more than 4°F in any location, and prohibits discharge of waste that exceeds more than 20°F above the ambient temperature.
Statewide NPDES General Permit for Stormwater Associated with Land Disturbance and Construction Activity (Order No. 2009-0009-DWQ, NPDES No. CAR000002)	NPDES permit for stormwater and non-storm discharges from construction activity that disturbs greater than 1 acre. The general construction permit requires the preparation of a SWPPP that identifies BMPs to be implemented to control pollution of storm water runoff. The permit specifies minimum construction BMPs based on a risk-level determination of the potential of the project site to contribute to erosion and sediment transport and sensitivity of receiving waters to sediment. While small amounts of construction-related dewatering are covered under the General Construction Permit, the RWQCB has also adopted a General Order for Dewatering and Other Low Threat Discharges to Surface Waters (General Dewatering Permit). This permit applies to various categories of dewatering activities and may apply to some construction sites, if construction of specific projects required dewatering in greater quantities than that allowed by the General Construction Permit and discharged the effluent to surface waters. The General Dewatering Permit contains waste discharge limitations and prohibitions similar to those in the General Construction Permit.
Statewide NPDES General Permit for Discharges of Stormwater Associated with Industrial Facilities (Order No. 97-003-DWQ, NPDES No. CAS000001)	NPDES permit for stormwater and non-storm discharges from types of industrial sites based on the Standard Industrial Classification. The general industrial permit requires the preparation of a SWPPP that identifies potential onsite pollutants, BMPs to be implemented, and inspection/monitoring.
Senate Bill 1168	This bill requires all groundwater basins designated as high- or medium-priority basins by DWR that are designated as basins subject to critical conditions of overdraft to be managed under a groundwater sustainability plan or coordinated groundwater sustainability plans by January 31, 2020, and requires all other groundwater basins designated as high- or medium-priority basins to be managed under a groundwater sustainability plan or coordinated groundwater sustainability plans by January 31, 2022. This bill would require a groundwater sustainability plan to be developed and implemented to meet the sustainability

<b>Table 12: Applicable Laws and Regulations for Hydrology, Water Quality, and Water Supply</b>	
<b>Regulation</b>	<b>Description</b>
	goal, established as prescribed, and would require the plan to include prescribed components.
Assembly Bill 1739	This bill establishes groundwater reporting requirements for a person extracting groundwater in an area within a basin that is not within the management area of a groundwater sustainability agency or a probationary basin. The bill requires the reports to be submitted to the SWRCB or, in certain areas, to an entity designated as a local agency by the SWRCB.
Senate Bill 1319	This bill allows the SWRCB to designate a groundwater basin as a probationary basin subject to sustainable groundwater management requirements. This bill also authorizes SWRCB to develop an interim management plan in consultation with the DWR under specified conditions.
<b>Local</b>	
Water Agencies	Water agencies enter into contracts or agreements with the federal and state governments to protect the water supply and to ensure the lands within the agency have a dependable supply of suitable quality water to meet present and future needs.
<u>Waste Discharge Requirements General Order for Existing Milk Cow Dairies – Order R5-2013-1022</u>	<u>Order R5-2013-1022 applies to dairies within the Central Valley RWQCB. It addresses considerations such as recycling flush water, grading, establishing setbacks, installing flow meters, and exporting manure. Dischargers must make any necessary interim facility modifications first in order to prevent discharges to surface water, improve storage capacity, and improve the facility's nitrogen balance before completing any necessary infrastructure changes.</u>
Floodplain Management	General plans guide county land use decisions, and require the identification of water resource protection goals, objectives, and policies. Floodplain management is addressed through ordinances, land use planning, and development design review and approval. Local actions may be coordinated with FEMA for the National Flood Insurance Program. Typical provisions address floodplain use restrictions, flood protection requirement, allowable alteration of floodplains and stream channels, control of fill and grading activities in floodplains, and prevention of flood diversions where flows would increase flood hazards in other areas.
Drainage, Grading, and Erosion Control Ordinances	Counties regulate building activity under the federal Uniform Building Code, local ordinances, and related development design review, approval, and permitting. Local ordinances are common for water quality protection addressing drainage,

<b>Table 12: Applicable Laws and Regulations for Hydrology, Water Quality, and Water Supply</b>	
<b>Regulation</b>	<b>Description</b>
	stormwater management, land grading, and erosion and sedimentation control.
Environmental Health	The RWQCBs generally delegate permit authority to county health departments to regulate the construction and operation/maintenance of on-site sewage disposal systems (e.g., septic systems and leach fields, cesspools).

## **11. LAND USE AND PLANNING**

### **A. Existing Conditions**

#### **1. California**

In California, the State Planning and Zoning Law (California Government Code section 65000 et seq.) provides the primary legal framework that cities and counties must follow in land use planning and controls. Planned land uses are designated in the city or county general plan, which serves as the comprehensive master plan for the community. Also, city and county land use and other related resource policies are defined in the General Plan. The primary land use regulatory tool provided by the California Planning and Zoning Law is the zoning ordinance adopted by each city and county. Planning and Zoning Law requirements are discussed in the regulatory setting below.

When approving land use development, cities and counties must comply with CEQA, which requires that they consider the significant environmental impacts of their actions and the adoption of all feasible mitigation measures to substantially reduce significant impacts, in the event a project causes significant or potentially significant effects on the environment. In some cases, building permits may be ministerial, and therefore exempt from CEQA, but most land use development approval actions by cities and counties require CEQA compliance.

Land use decisions in California are also be governed by state agencies such as the California Coastal Commission, California State Lands Commission, California Department of Parks and Recreation, and others, where the state has land ownership or permitting authority with respect to natural resources or other state interests.

### **B. Regulatory Setting**

Applicable laws and regulations associated with land use and planning are discussed in Table 13.

<b>Table 13: Applicable Laws and Regulations for Land Use and Planning</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
FLPMA	FLPMA is the principal law governing how the BLM manages public lands. FLPMA requires the BLM to manage public land resources for multiple use and sustained yield for both present and future generations. Under FLPMA, the BLM is authorized to grant right-of-ways for generation, transmission, and distribution of electrical energy. Although local agencies do not have jurisdiction over the federal lands managed by the BLM, under FLPMA and the BLM regulations at 43 CFR Part 1600, the BLM must coordinate its planning efforts with state and local planning initiatives. FLPMA defines an Area of Critical Environmental Concern (ACEC) as an area within the public lands where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards. The BLM identifies, evaluates, and designates ACECs through its resource management planning process. Allowable management practices and uses, mitigation, and use limitations, if any, are described in the planning document and the concurrent or subsequent ACEC Management Plan. ACECs are considered land use authorization avoidance areas because they are known to contain resource values that could result in denial of applications for land uses that cannot be designed to be compatible with management objectives and prescriptions for the ACEC.
BLM Resource Management Plans	Established by FLPMA, Resource Management Plans are designed to protect present and future land uses and to identify management practices needed to achieve desired conditions within the management area covered by the Resource Management Plans. Management direction is set forth in the Resource Management Plans in the form of goals, objectives, standards, and guidelines. These, in turn, direct management actions, activities, and uses that affect land management, and water, recreation, visual, natural, and cultural resources.
National Forest Management Act (NFMA)	NFMA is the primary statute governing the administration of national forests. The act requires the Secretary of Agriculture to assess forest lands, develop a management program based on multiple-use, sustained-yield principles, and implement a resource management plan for each unit of the National Forest System. Goal 4 of the USFS's National

<b>Table 13: Applicable Laws and Regulations for Land Use and Planning</b>	
<b>Regulation</b>	<b>Description</b>
	Strategic Plan for the National Forests states that the nation's forests and grasslands play a significant role in meeting America's need for producing and transmitting energy. Unless otherwise restricted, National Forest Service lands are available for energy exploration, development, and infrastructure (e.g., well sites, pipelines, and transmission lines). However, the emphasis on non-recreational special uses, such as utility corridors, is to authorize the special uses only when they cannot be reasonably accommodated on non-National Forest Service lands.
<b>State</b>	
State Planning and Zoning Law	California Government Code section 65300 et seq. establishes the obligation of cities and counties to adopt and implement general plans. The general plan is a comprehensive, long-term, and general document that describes plans for the physical development of the city or county. The general plan addresses a broad range of topics, including, at a minimum, land use, circulation, housing, conservation, open space, noise, and safety.  In addressing these topics, the general plan identifies the goals, objectives, policies, principles, standards, and plan proposals that support the city or county's vision for the area. The general plan is also a long-range document that typically addresses the physical character of an area over a 20-year period. Although the general plan serves as a blueprint for future development and identifies the overall vision for the planning area, it remains general enough to allow for flexibility in the approach taken to achieve the plan's goals.
Subdivision Map Act (Government Code section 66410 et seq.)	In general, land cannot be divided in California without local government approval. The primary goals of the Subdivision Map Act are: (a) to encourage orderly community development by providing for the regulation and control of the design and improvements of the subdivision with a proper consideration of its relation to adjoining areas; (b) to ensure that the areas within the subdivision that are dedicated for public purposes will be properly improved by the subdivider so that they will not become an undue burden on the community; and (c) to protect the public and individual transferees from fraud and exploitation. (61 Ops. Cal.Atty. Gen. 299, 301 [1978]; 77 Ops. Cal.Atty. Gen. 185 [1994]). Dividing land for sale, lease or financing is regulated by local ordinances based on the state Subdivision Map Act (Government Code section 66410 et seq.).

<b>Table 13: Applicable Laws and Regulations for Land Use and Planning</b>	
<b>Regulation</b>	<b>Description</b>
<b>Local</b>	
General Plans	The most comprehensive land use planning is provided by city and county general plans, which local governments are required by State law to prepare as a guide for future development. The general plan contains goals and policies concerning topics that are mandated by state law or which the jurisdiction has chosen to include. Required topics are: land use, circulation, housing, conservation, open space, noise, and safety. Other topics that local governments frequently choose to address are public facilities, parks and recreation, community design, or growth management, among others. City and county general plans must be consistent with each other. County general plans must cover areas not included by city general plans (i.e., unincorporated areas).
Specific and Community Plans	A city or county may also provide land use planning by developing community or specific plans for smaller, more specific areas within their jurisdiction. These more localized plans provide for focused guidance for developing a specific area, with development standards tailored to the area, as well as systematic implementation of the general plan. Specific and community plans are required to be consistent with the city or county's general plan.
Zoning	The city or county zoning code is the set of detailed requirements that implement the general plan policies at the level of the individual parcel. The zoning code presents standards for different uses and identifies which uses are allowed in the various zoning districts of the jurisdiction. Since 1971, state law has required the city or county zoning code to be consistent with the jurisdiction's general plan, except in charter cities.

## **12. MINERAL RESOURCES**

### **A. Existing Conditions**

The CGS classifies the regional significance of mineral resources in accordance with the California Surface Mining and Reclamation Act of 1975 and assists in the designation of land containing significant aggregate resources. Mineral Resources Zones (MRZs) have been designated to indicate the significance of mineral deposits. The MRZ categories follow:

- 18. **MRZ-1:** Areas where adequate information indicates that no significant mineral deposits are present or where it is judged that little likelihood exists for their presence.
- 19. **MRZ-2:** Areas where adequate information indicates significant mineral deposits are present, or where it is judged that a high likelihood exists for their presence.
- 20. **MRZ-3:** Areas containing mineral deposits the significance of which cannot be evaluated from available data.
- 21. **MRZ-4:** Areas where available information is inadequate for assignment to any other MRZ.

California ranks as 7<sup>th</sup> in the U.S. for non-fuel mineral production, accounting for approximately 3.9 percent of the nation’s total. In 2011, there were approximately 700 active mineral mines that produced: sand and gravel, boron, Portland cement, crushed stone, gold, masonry cement, clays, gemstones, gypsum, salt, silver, and other minerals (Clinkenbeard and Smith 2013).

**B. Regulatory Setting**

Applicable laws and regulations associated with mineral resources are discussed in Table 14.

<b>Table 14: Applicable Laws and Regulations for Mineral Resources</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
Mining and Mineral Policy Act	The Mining and Mineral Act of 1970 declared that the Federal Government policy is to encourage private enterprise in the development of a sound and stable domestic mineral industry, domestic mineral deposits, minerals research, and methods for reclamation in the minerals industry.
<b>State</b>	
Surface Mining and Reclamation Act (SMARA)	The intent of SMARA of 1975 is to promote production and conservation of mineral resources, minimize environmental effects of mining, and to assure that mined lands will be reclaimed to conditions suitable for alternative uses. An important part of the SMARA legislation requires the State Geologist to classify land according to the presence or absence of significant mineral deposits. Local jurisdictions are given the authority to permit or restrict mining operations, adhering to the SMARA legislation. Classification of an area using MRZs to designate lands that contain mineral deposits are designed to protect mineral deposits from encroaching urbanization and land uses that are incompatible with mining. The MRZ classifications reflect varying degrees of mineral significance, determined by available knowledge of the presence or absence of mineral deposits as well as the economic potential of the

<b>Table 14: Applicable Laws and Regulations for Mineral Resources</b>	
<b>Regulation</b>	<b>Description</b>
	deposits.
CBSC (24 CCR)	California’s minimum standards for structural design and construction are given in the CBSC (24 CCR). The CBSC is based on the Uniform Building Code (International Code Council 1997), which is used widely throughout U.S. (generally adopted on a state-by-state or district-by-district basis) and has been modified for California conditions with numerous, more detailed or more stringent regulations. The CBSC provides standards for various aspects of construction, including (i.e., not limited to) excavation, grading, and earthwork construction; fills and embankments; expansive soils; foundation investigations; and liquefaction potential and soil strength loss. In accordance with California law, proponents of specific projects would be required to comply with all provisions of the CBSC for certain aspects of design and construction.
<b>Local</b>	
Local Grading and Erosion Control Ordinances	Many counties and cities have grading and erosion control ordinances. These ordinances are intended to control erosion and sedimentation caused by construction activities. A grading permit is typically required for construction-related projects. As part of the permit, project applicants usually must submit a grading and erosion control plan, vicinity and site maps, and other supplemental information. Standard conditions in the grading permit include a description of BMPs similar to those contained in a SWPPP.
City/County General Plans	Most city and county general plans have an element that addresses mineral resources within that jurisdiction.

### 13. NOISE

#### A. Existing Conditions

Acoustics is the scientific study that evaluates perception, propagation, absorption, and reflection of sound waves. Sound is a mechanical form of radiant energy, transmitted by a pressure wave through a solid, liquid, or gaseous medium. Sound that is loud, disagreeable, unexpected, or unwanted is generally defined as noise. Common sources of environmental noise and noise levels are presented in Table 15.

<b>Table 15: Typical Noise Levels</b>		
<b>Common Outdoor Activities</b>	<b>Noise Level (dB)</b>	<b>Common Indoor Activities</b>
	110	Rock band
Jet flyover at 1,000 feet	100	--
Gas lawnmower at 3 feet	90	--
Diesel truck moving at 50 mph at 50 feet	80	Food blender at 3 feet, Garbage disposal at 3 feet
Noisy urban area, Gas lawnmower at 100 feet	70	Vacuum cleaner at 10 feet, Normal speech at 3 feet
Commercial area, Heavy traffic at 300 feet	60	
Quiet urban daytime	50	Large business office, Dishwasher in next room
Quiet urban nighttime	40	Theater, Large conference room (background)
Quiet suburban nighttime	30	Library, Bedroom at night, Concert hall (background)
Quiet rural nighttime	20	Broadcast/Recording Studio
	10	--
Threshold of Human Hearing	0	Threshold of Human Hearing
Notes: dB=A-weighted decibels; mph=miles per hour		
Source: Caltrans 2009: p.2-21		

## 1. Sound Properties

A sound wave is initiated in a medium by a vibrating object (e.g., vocal chords, the string of a guitar, the diaphragm of a radio speaker). The wave consists of minute variations in pressure, oscillating above and below the ambient atmospheric pressure. The number of pressure variation cycles occurring per second is referred to as the frequency of the sound wave and is expressed in hertz.

Directly measuring sound pressure fluctuations would require the use of a very large and cumbersome range of numbers. To avoid this and have a more useable numbering system, the decibel (dB) scale was introduced. A sound level expressed in decibels is the logarithmic ratio of two like pressure quantities, with one pressure quantity being a reference sound pressure. For sound pressure in air the standard reference quantity is generally considered to be 20 micropascals, which directly corresponds to the threshold of human hearing. The use of the decibel is a convenient way to handle the million-fold range of sound pressures to which the human ear is sensitive. A decibel is logarithmic; it does not follow normal algebraic methods and cannot be directly summed. For example, a 65 dB source of sound, such as a truck, when joined by another 65 dB

source results in a sound amplitude of 68 dB, not 130 dB (i.e., doubling the source strength increases the sound pressure by 3 dB). A sound level increase of 10 dB corresponds to 10 times the acoustical energy, and an increase of 20 dB equates to a 100 fold increase in acoustical energy.

The loudness of sound perceived by the human ear depends primarily on the overall sound pressure level and frequency content of the sound source. The human ear is not equally sensitive to loudness at all frequencies in the audible spectrum. To better relate overall sound levels and loudness to human perception, frequency-dependent weighting networks were developed. The standard weighting networks are identified as A through E. There is a strong correlation between the way humans perceive sound and A-weighted sound levels (dBA). For this reason the dBA can be used to predict community response to noise from the environment, including noise from transportation and stationary sources. Sound levels expressed as dB in this section are A-weighted sound levels, unless noted otherwise.

Noise can be generated by a number of sources, including mobile sources (i.e., transportation) such as automobiles, trucks, and airplanes and stationary sources (i.e., non-transportation) such as construction sites, machinery, and commercial and industrial operations. As acoustic energy spreads through the atmosphere from the source to the receiver, noise levels attenuate (i.e., decrease) depending on ground absorption characteristics, atmospheric conditions, and the presence of physical barriers. Noise generated from mobile sources generally attenuate at a rate of 4.5 dB per doubling of distance. Stationary noise sources spread with more spherical dispersion patterns that attenuate at a rate of 6 to 7.5 dB per doubling of distance.

Atmospheric conditions such as wind speed, turbulence, temperature gradients, and humidity may additionally alter the propagation of noise and affect levels at a receiver. Furthermore, the presence of a large object (e.g., barrier, topographic features, and intervening building façades) between the source and the receptor can provide significant attenuation of noise levels at the receiver. The amount of noise level reduction (i.e., shielding) provided by a barrier primarily depends on the size of the barrier, the location of the barrier in relation to the source and receivers, and the frequency spectra of the noise. Natural (e.g., berms, hills, and dense vegetation) and human-made features (e.g., buildings and walls) may be used as noise barriers.

All buildings provide some exterior-to-interior noise reduction. A building constructed with a wood frame and a stucco or wood sheathing exterior typically provides a minimum exterior-to-interior noise reduction of 25 dB with its windows closed, whereas a building constructed of a steel or concrete frame, a curtain wall or masonry exterior wall, and fixed plate glass windows of one-quarter-inch thickness typically provides an exterior-to-interior noise reduction of 30–40 dB with its windows closed (Paul S. Veneklasen & Associates 1973, cited in Caltrans 2002: p. 7-37).

## 2. Common Noise Descriptors

The intensity of environmental noise fluctuates over time, and several different descriptors of time-averaged noise levels are used. The selection of a proper noise descriptor for a specific source depends on the spatial and temporal distribution, duration, and fluctuation of both the noise source and the environment. The noise descriptors most often in relation to the environment are defined below (Caltrans 2009).

**Equivalent Noise Level ( $L_{eq}$ ):** The equivalent steady-state noise level in a stated period of time that would contain the same acoustic energy as the time-varying noise level during the same period (i.e., average noise level).

**Maximum Noise Level ( $L_{max}$ ):** The highest instantaneous noise level during a specified time period.

**Minimum Noise Level ( $L_{min}$ ):** The lowest instantaneous noise level during a specified time period.

**Day-Night Noise Level ( $L_{dn}$ ):** The 24-hour  $L_{eq}$  with a 10-dB penalty applied during the noise-sensitive hours from 10 p.m. to 7 a.m., which are typically reserved for sleeping.

**Community Noise Equivalent Level (CNEL):** Similar to the  $L_{dn}$  described above with an additional 5-dB penalty applied during the noise-sensitive hours from 7 p.m. to 10 p.m., which are typically reserved for relaxation, conversation, reading, and watching television.

Community noise is commonly described in terms of the ambient noise level, which is defined as the all-encompassing noise level associated with a given noise environment. A common statistical tool to measure the ambient noise level is the  $L_{eq}$  descriptor listed above, which corresponds to a steady-state A-weighted sound level containing the same total energy as a time-varying signal over a given time period (usually one hour). The  $L_{eq}$  is the foundation of the composite noise descriptors such as  $L_{dn}$  and CNEL, as defined above, and shows very good correlation with community response to noise.

## 3. Effects of Noise on Humans

Excessive and chronic exposure to elevated noise levels can result in auditory and non-auditory effects on humans. Auditory effects of noise on people are those related to temporary or permanent hearing loss caused by loud noises. Non-auditory effects of exposure to elevated noise levels are those related to behavioral and physiological effects. The non-auditory behavioral effects of noise on humans are associated primarily with the subjective effects of annoyance, nuisance, and dissatisfaction, which lead to interference with activities such as communications, sleep, and learning. The non-auditory physiological health effects of noise on humans have been the subject of considerable research attempting to discover correlations between exposure to elevated noise levels and health problems, such as hypertension and cardiovascular disease.

The mass of research infers that noise-related health issues are predominantly the result of behavioral stressors and not a direct noise-induced response. The extent to which noise contributes to non-auditory health effects remains a subject of considerable research, with no definitive conclusions.

The degree to which noise results in annoyance and interference is highly subjective and may be influenced by several non-acoustic factors. The number and effect of these non-acoustic environmental and physical factors vary depending on individual characteristics of the noise environment such as sensitivity, level of activity, location, time of day, and length of exposure. One key aspect in the prediction of human response to new noise environments is the individual level of adaptation to an existing noise environment. The greater the change in the noise levels that are attributed to a new noise source, relative to the environment an individual has become accustomed to, the less tolerable the new noise source will be perceived.

With respect to how humans perceive and react to changes in noise levels, a 1 dB increase is imperceptible, a 3 dB increase is barely perceptible, a 6 dB increase is clearly noticeable, and a 10 dB increase is subjectively perceived as approximately twice as loud (Egan 2007: p. 21). These subjective reactions to changes in noise levels was developed on the basis of test subjects' reactions to changes in the levels of steady-state pure tones or broad-band noise and to changes in levels of a given noise source. It is probably most applicable to noise levels in the range of 50 to 70 dB, as this is the usual range of voice and interior noise levels. For these reasons, a noise level increase of 3 dB or more is typically considered substantial in terms of the degradation of the existing noise environment.

Negative effects of noise exposure include physical damage to the human auditory system, interference, and disease. Exposure to noise may result in physical damage to the auditory system, which may lead to gradual or traumatic hearing loss. Gradual hearing loss is caused by sustained exposure to moderately high noise levels over a period of time; traumatic hearing loss is caused by sudden exposure to extremely high noise levels over a short period. Gradual and traumatic hearing loss both may result in permanent hearing damage. In addition, noise may interfere with or interrupt sleep, relaxation, recreation, and communication. Although most interference may be classified as annoying, the inability to hear a warning signal may be considered dangerous. Noise may also be a contributor to diseases associated with stress, such as hypertension, anxiety, and heart disease. The degree to which noise contributes to such diseases depends on the frequency, bandwidth, and level of the noise, and the exposure time (Caltrans 2009).

#### **4. Vibration**

Vibration is the periodic oscillation of a medium or object with respect to a given reference point. Sources of vibration include natural phenomena (e.g., earthquakes, volcanic eruptions, sea waves, landslides) and those introduced by human activity (e.g., explosions, machinery, traffic, trains, construction equipment). Vibration sources

may be continuous, (e.g., operating factory machinery or transient in nature, explosions). Vibration levels can be depicted in terms of amplitude and frequency, relative to displacement, velocity, or acceleration.

Vibration amplitudes are commonly expressed in peak particle velocity (PPV) or root-mean-square (RMS) vibration velocity. PPV is defined as the maximum instantaneous positive or negative peak of a vibration signal. PPV is typically used in the monitoring of transient and impact vibration and has been found to correlate well to the stresses experienced by buildings (FTA 2006, Caltrans 2004). PPV and RMS vibration velocity are normally described in inches per second (in/sec).

Although PPV is appropriate for evaluating the potential for building damage, it is not always suitable for evaluating human response. It takes some time for the human body to respond to vibration signals. In a sense, the human body responds to average vibration amplitude. The RMS of a signal is the average of the squared amplitude of the signal, typically calculated over a 1-second period. As with airborne sound, the RMS velocity is often expressed in decibel notation as vibration decibels (VdB), which serves to compress the range of numbers required to describe vibration (FTA 2006). This is based on a reference value of 1 micro ( $\mu$ ) inch/second.

The typical background vibration-velocity level in residential areas is approximately 50 VdB. Groundborne vibration is normally perceptible to humans at approximately 65 VdB. For most people, a vibration-velocity level of 75 VdB is the approximate dividing line between barely perceptible and distinctly perceptible levels (FTA 2006).

Typical outdoor sources of perceptible groundborne vibration are construction equipment, steel-wheeled trains, and traffic on rough roads. If a roadway is smooth, the groundborne vibration is rarely perceptible. The range of interest is from approximately 50 VdB, which is the typical background vibration-velocity level, to 100 VdB, which is the general threshold where minor damage can occur in fragile buildings. Construction activities could generate groundborne vibrations that potentially pose a risk to nearby structures. Constant or transient vibrations can weaken structures, crack facades, and disturb occupants (FTA 2006).

Construction vibrations can be transient, random, or continuous. Transient construction vibrations are generated by blasting, impact pile driving, and wrecking balls. Continuous vibrations result from vibratory pile drivers, large pumps, and compressors. Random vibration can result from jackhammers, pavement breakers, and heavy construction equipment. Table 16 describes the general human response to different levels of groundborne vibration-velocity levels.

<b>Table 16: Human Response to Different Levels of Groundborne Noise and Vibration</b>	
<b>Vibration-Velocity Level</b>	<b>Human Reaction</b>
65 VdB	Approximate threshold of perception.
75 VdB	Approximate dividing line between barely perceptible and distinctly perceptible. Many people find that transportation-related vibration at this level is unacceptable.
85 VdB	Vibration acceptable only if there are an infrequent number of events per day.

Notes: VdB = vibration decibels referenced to 1 μ inch/second and based on the root mean square (RMS) velocity amplitude.

Source: FTA 2006: p. 7-8

## 5. Sensitive Land Uses

Noise-sensitive land uses are generally considered to include those uses where noise exposure could result in health-related risks to individuals, as well as places where quiet is an essential element of their intended purpose. Residential dwellings are of primary concern because of the potential for increased and prolonged exposure of individuals to both interior and exterior noise levels. Additional land uses such as parks, schools, historic sites, cemeteries, and recreation areas are also generally considered sensitive to increases in exterior noise levels. Places of worship and transit lodging, and other places where low interior noise levels are essential are also considered noise-sensitive. These types of receptors are also considered vibration-sensitive land uses in addition to commercial and industrial buildings where vibration would interfere with operations within the building, including levels that may be well below those associated with human annoyance.

### B. Regulatory Setting

Applicable laws and regulations associated with noise are discussed in Table 17.

<b>Table 17: Applicable Laws and Regulations for Noise</b>	
<b>Regulation</b>	<b>Description</b>
Federal	
Federal Noise Control Act (1972) EPA (40 CFR 201-211)	This act established a requirement that all federal agencies administer their programs to promote an environment free of noise that jeopardizes public health or welfare. EPA was given the responsibility for providing information to the public regarding identifiable effects of noise on public health or welfare, publishing information on the levels of environmental noise that will protect the public health and welfare with an adequate margin of safety, coordinating federal research and

**Table 17: Applicable Laws and Regulations for Noise**

Regulation	Description
	activities related to noise control, and establishing federal noise emission standards for selected products distributed in interstate commerce. This act also directed that all federal agencies comply with applicable federal, state, interstate, and local noise control regulations.
Quiet Communities Act (1978)	This act promotes the development of effective state and local noise control programs, to provide funds for noise research, and to produce and disseminate educational materials to the public on the harmful effects of noise and ways to effectively control it.
14 CFR, Part 150 (FAA)	These address airport noise compatibility planning and include a system for measuring airport noise impacts and present guidelines for identifying incompatible land uses. All land uses are considered compatible with noise levels of less than 65 dBA L <sub>dn</sub> . At higher noise levels, selected land uses are also deemed acceptable, depending on the nature of the use and the degree of structural noise attenuation provided.
International Standards and Recommended Practices (International Civil Aviation Organization)	This contains policies and procedures for considering environmental impacts (e.g., aircraft noise emission standards and atmospheric sound attenuation factors).
32 CFR, Part 256 (Department of Defense Air Installations Compatible Use Zones [AICUZ] Program)	AICUZ plans prepared for individual airfields are primarily intended as recommendations to local communities regarding the importance of maintaining land uses which are compatible with the noise and safety impacts of military aircraft operations.
23 CFR, Part 772, Federal Highway Administration (FHWA) standards, policies, and procedures	FHWA standards, policies, and procedures provide procedures for noise studies and noise abatement measures to help protect the public health and welfare, to supply noise abatement criteria, and to establish requirements for information to be given to local officials for use in the planning and design of highways.
29 CFR, Part 1910, Section 1910.95 (U.S. Department of Labor Occupational Safety and Health Administration [OSHA])	This regulation established a standard for noise exposure in the workplace.

**Table 17: Applicable Laws and Regulations for Noise**

<b>Regulation</b>	<b>Description</b>
FTA Guidance	This guidance presents procedures for predicting and assessing noise and vibration impacts of proposed mass transit projects. All types of bus and rail projects are covered. Procedures for assessing noise and vibration impacts are provided for different stages of project development, from early planning before mode and alignment have been selected through preliminary engineering and final design. Both for noise and vibration, there are three levels of analysis described. The framework acts as a screening process, reserving detailed analysis for projects with the greatest potential for impacts while allowing a simpler process for projects with little or no effects. This guidance contains noise and vibration impact criteria that are used to assess the magnitude of predicted impacts. A range of mitigation is described for dealing with adverse noise and vibration impacts.
49 CFR 210 (Federal Rail Administration [FRA] Railroad Noise Emission Compliance Standards) and FRA Guidance (2005)	This section and guidance provides contains criteria and procedures for use in analyzing the potential noise and vibration impacts of various types of high-speed fixed guideway transportation systems.
<b>State</b>	
CPUC Section 21670	The State Aeronautics Act of the CPUC establishes statewide requirements for airport land use compatibility planning and requires nearly every county to create an Airport Land Use Commission or other alternative.
Section 5000 et seq. (21 CCR Division 2.5, Chapter 6), California Airport Noise Regulations promulgated in accordance with the State Aeronautics Act	In Section 5006, the regulations state that: “The level of noise acceptable to a reasonable person residing in the vicinity of an airport is established as a CNEL value of 65 dBA for purposes of these regulations. This criterion level has been chosen for reasonable persons residing in urban residential areas where houses are of typical California construction and may have windows partially open. It has been selected with reference to speech, sleep, and community reaction.
24 CCR, Part 2	These establish standards governing interior noise levels that apply to all new single-family and multi-family residential units in California. These standards require that acoustical studies be performed before construction at building locations where the existing $L_{dn}$ exceeds 60 dBA. Such acoustical studies are

<b>Table 17: Applicable Laws and Regulations for Noise</b>	
<b>Regulation</b>	<b>Description</b>
	required to establish mitigation that will limit maximum L <sub>dn</sub> levels to 45 dBA in any habitable room.

## 14. EMPLOYMENT, POPULATION, AND HOUSING

### A. Existing Conditions

#### 1. Population

The estimated population of California in 2015 was estimated to be approximately 38,897,000 (DOF 2014). Since California became a state in 1850, the population has been increasing rapidly. Within the first 150 years of California’s statehood, the population increased from fewer than 100,000 citizens to approximately 37 million in 2000 (DOF 2013). It is expected that the population of California will reach approximately 44 million in 2030 and approximately 50 million in 2050 (DOF 2013).

#### 2. Housing

As population within the state increases, housing distribution and household conditions are expected to evolve. Estimated housing units, households, and vacancy rates for the State of California in 2013 are shown below in Table 18. Data was derived from the 2010 Census (US Census Bureau 2014).

<b>Table 18: California Housing Profile</b>	
Housing units, 2014	13,900,766
Homeownership rate, 2009-2013	55.3 percent
Households, 2009-2013	12,542,460
Persons per Household, 2009-2013	2.94
Housing units in Multi-units structures, 2009-2013	31 percent
Source: US Census 2014	

#### 3. Employment

In mid-2015, the civilian labor force in California was approximately 19,043,000. Of this labor force, approximately 17,484,000 people were employed and 1,195,000 were considered unemployed. The number of and the unemployment rate decreased steadily in 2015 from 7.0 percent in January to 6.3 percent in June (DOF 2015).

## **B. Regulatory Setting**

See land use planning and housing-related regulations in Section 11.0, Land Use and Planning.

## **15. PUBLIC SERVICES**

### **A. Existing Conditions**

#### **1. Law Enforcement**

Enforcement of environmental laws in California is the responsibility of the Attorney General's Office and the CalEPA. The Attorney General represents the people of California in civil and criminal matters before trial courts, appellate courts and the supreme courts of California and the U.S. In regards to environmental issues, the Attorney General enforces laws that safeguard the environment and natural resources in the state. Recent actions by the Attorney General related to air quality and climate change issues include: legally defending the state's clean cars law against multiple challenges, filing numerous actions against the Bush Administration regarding regulation of global warming pollution, working with local governments to ensure that land use planning processes take account of global warming, promoting renewable energy and enhanced energy efficiency in California, and working with other state leaders and agencies to implement AB 32, the Global Warming Solutions Act of 2006.

CalEPA was created in 1991 by Governor's Executive Order. CalEPA's mission is to restore, protect and enhance the environment, to ensure public health, environmental quality and economic vitality. The CalEPA is comprised of various boards, departments and offices, including: ARB, Department of Pesticide Regulation, DTSC, Office of Environmental Health Hazard Assessment, and SWRCB (including the nine RWQCBs).

California's environmental laws are enforced by state and local agencies, each charged with enforcing the laws governing a specific media such as air, water, hazardous waste, solid waste, and pesticides. Enforcement agencies for these media are as follows:

- 22. Air: ARB (part of CalEPA) and Local Air Districts.
- 23. Water: SWRCB (part of CalEPA), RWQCBs (part of CalEPA), local waste water officials, and the California Department of Public Health.
- 24. Hazardous Waste: DTSC (part of CalEPA) and CUPA.  
Carcinogens/Reproductive Toxins: Prop. 65 through the Office of
- 25. Environmental Health Hazard Assessment (part of CalEPA).
- 26. Pesticides: Department of Pesticide Regulation (part of CalEPA) and County Agricultural Commissioners

Statewide law enforcement service is provided by the California Highway Patrol, which is responsible for protecting State resources and providing crime prevention services and traffic enforcement along the State's highways and byways.

Community law enforcement service is provided by local police and sheriff agencies (i.e., cities and counties, respectively) to prevent crime, respond to emergency incidents, and provide traffic enforcement on local roadways.

**2. Fire Protection and Emergency Medical Response Services**

State-level fire protection and emergency response service is provided by the California Department of Forestry and Fire Protection (CAL FIRE), primarily in rural areas of the State. CAL FIRE is an emergency response and resource protection department. CAL FIRE protects lives, property and natural resources from fire, responds to emergencies of all types, and protects and preserves timberlands, wildlands, and urban forests.

Local and urban fire protection service is provided by local fire districts and/or local agencies (e.g., fire departments of cities and counties). In addition to providing fire response services most fire agencies also provide emergency medical response services (i.e., ambulance services) within their service areas.

**3. Schools**

Statewide, the regulation of education for youth is provided by the California Department of Education. The State Board of Education (SBE) is the governing and policy-making body of the California Department of Education. The SBE sets K-12 education policy in the areas of standards, instructional materials, assessment, and accountability. Locally, school districts are responsible for the management and development of elementary, middle, and high-school facilities.

**B. B. Regulatory Setting**

Applicable laws and regulations associated with public services are discussed in Table 19.

<b>Table 19: Applicable Laws and Regulations for Public Services</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	<b>None applicable.</b>
American with Disabilities Act	Guidelines to ensure that facilities are accessible to individuals with disabilities. Implements requirements for the design and construction of buildings.
<b>State</b>	
State Fire Responsibility Areas	Areas delineated by the CAL FIRE for which the state assumes primary financial responsibility for protecting natural resources from damages of fire. Local jurisdictions are required to adopt minimum recommended requirements for road design, road identification, emergency fire suppression and fuel breaks and greenbelts. All projects within or adjacent to a State Fire Responsibility Area must meet these requirements.
State School	Education Code Section 17620 authorizes school districts to levy

Funding	a fee, charge, dedication, or other requirement for any development project for the construction or reconstruction of school facilities.
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## 16. RECREATION

### A. Existing Conditions

California contains 118 state parks, nine state recreation areas, 8 state forests, as well as numerous reserve, wildlife areas, and fish hatcheries. General plans for State parks, recreation areas, and beaches are publicly available. The California Outdoor Recreation Plan and associated research provide policy guidance to all public agencies – federal, state, local, and special districts that oversee outdoor recreation on lands, facilities and services throughout California. Agencies and departments that have involvement in recreational activities include Boating and Waterways, Fish and Wildlife, Tahoe Regional Planning Association, various conservancies, and others (California State Parks 2008).

Recreational lands and facilities are also managed by regional and local park and recreation agencies and open space districts. City and county general plans contain recreation elements that provide framework for planning agencies to consider when projects are developed and implemented.

### B. Regulatory Setting

Applicable laws and regulations associated with recreation are discussed in Table 20.

<b>Table 20: Applicable Laws and Regulations for Recreation</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
FLPMA, 1976 – 43 CFR 1600	Establishes public land policy; guidelines for administration; and provides for the “multiple use” management, protection, development, and enhancement of public lands. Multiple use management, defined as “management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people” with recreation identified as one of the resource values.
<b>State</b>	
	None applicable
<b>Local</b>	
General Plans	General plans for cities and counties contain designations for recreational areas. These are policy documents with planned land use maps and related information that are designed to give long-range guidance to those local officials making decisions

	affecting the growth and resources of their jurisdictions. Because of the number and variety of general plans and related local plans, they are not listed individually.
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## 17. TRANSPORTATION, TRAFFIC, AND SHIPPING

### A. Existing Conditions

Existing roadway systems in the U.S. and California generally consist of highways, freeways, arterials, local streets, and intersections/ramps. The existing average annual daily traffic (AADT) volumes on the roadway segments that comprise these systems vary considerably (i.e., from hundreds to hundreds of thousands). The level of service (LOS), a scale used to determine the operating quality of a roadway segment or intersection based on volume-to-capacity ratio (V/C) or average delay, also vary from LOS A, the best and smoothest operating conditions, to LOS F, most congested operating conditions. Other roadway and traffic volume characteristics such as roadway length, number of lanes and facility type (e.g., two-lane freeway), right-of-way width and pavement width, terrain classification (e.g., flat), percent of heavy-duty truck traffic, and accident rates (e.g., number of accidents per million vehicle miles traveled) also vary substantially depending on the location. In addition to the roadway systems, circulation networks provide additional transportation opportunities and include mass transit, airports, and non-motorized travel (e.g., pedestrian and bicycle paths).

### B. Regulatory Setting

Applicable laws and regulations associated with transportation and traffic are discussed in Table 21.

<b>Table 21: Applicable Laws and Regulations for Transportation and Traffic</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
40 CFR, Part 77 (FAA)	Requires a determination of no hazard to air navigation for structures that will be more than 200 feet above ground level.
<b>State</b>	
California Vehicle Code (VC) Sections 353; 2500-2505; 31303-31309; 32000-32053; 32100-32109; 31600-31620; California Health and Safety Code Section 25160 et seq.	Regulates the highway transport of hazardous materials.
VC Sections 13369; 15275 and 15278	Addresses the licensing of drivers and the classification of licenses required for the operation of particular types of vehicles and also requires certificates permitting operation of

<b>Table 21: Applicable Laws and Regulations for Transportation and Traffic</b>	
<b>Regulation</b>	<b>Description</b>
	vehicles transporting hazardous materials.
VC Sections 35100 et seq.; 35250 et seq.; 35400 et seq.	Specifies limits for vehicle width, height, and length.
VC Section 35780	Requires permits for any load exceeding Caltrans weight, length, or width standards on public roadways.
California Streets and Highways Code Section 117, 660-672	Requires permits for any load exceeding Caltrans weight, length, or width standards on County roads.
California Streets and Highways Code Sections 117, 660-670, 1450, 1460 et seq., and 1480 et seq.	Regulate permits from Caltrans for any roadway encroachment from facilities that require construction, maintenance, or repairs on or across State highways and County roads.

## **18. UTILITIES AND SERVICE SYSTEMS**

### **A. Existing Conditions**

#### **1. United States**

The U.S. Bureau of Reclamation (USBR) is a federal agency and it is the largest wholesaler of water in the U.S. and the second largest producer of hydroelectric power (USBR 2011). The Federal Power Commission regulates both the interstate transmission of electricity and the sale of hydroelectric power at the wholesale level in the U.S., and the Federal Energy Regulatory Commission (FERC) has authority over intrastate as well as interstate natural gas production.

#### **2. California**

##### **a) Water Supply and Distribution**

The principal water supply facilities in California are operated by the USBR and DWR. In California, the Mid-Pacific Region of the USBR is responsible for the management of the Central Valley Project (CVP). The CVP serves farms, homes, and industry in California's Central Valley as well as the major urban centers in the San Francisco Bay Area. The CVP consists of 20 dams and reservoirs, 11 power plants, and 500 miles of major canals and reaches from the Cascade Mountains near Redding in the north to the Tehachapi Mountains near Bakersfield in the south. In addition to delivering water for municipal and industrial uses and the environment, the CVP produces electric power and provides flood protection, navigation, recreation, and water quality benefits (USBR 2011).

DWR is a State agency that is responsible for managing and implementing the State Water Project (SWP). The SWP is a water storage and delivery system of reservoirs, aqueducts, power plants and pumping plants. Its main purpose is to store water and distribute it to 29 urban and agricultural water suppliers in Northern California, the San Francisco Bay Area, the San Joaquin Valley, the Central Coast, and Southern California (DWR 2010).

Local water districts, irrigation districts, special districts, and jurisdictions (e.g., cities and counties) manage and regulate the availability of water supplies and the treatment and delivery of water to individual projects. Depending on their location and the source of their supplies, these agencies may use groundwater, surface water through specific water entitlements, or surface water delivered through the CVP or SWP. In some remote areas not served by a water supply agency, individual developments may need to rely upon the underlying groundwater basin for their water supply. In these cases, the project would be required to secure a permit from the local or state land use authority and seek approval for development of the groundwater well(s).

#### **b) Wastewater Collection and Treatment**

The SWRCB is the state agency responsible for the regulation of wastewater discharges to surface waters and groundwater via land discharge. The SWRCB and nine RWQCBs are responsible for development and enforcement of water quality objectives and implementation plans that protect the beneficial uses of the federal and state waters. The SWRCB also administers water rights in California. The RWQCB's are responsible for issuing permits or other discharge requirements to individual wastewater dischargers and for ensuring that they are meeting the requirements of the permit through monitoring and other controls.

Wastewater collection, treatment, and discharge service for developed and metropolitan areas is typically provided by local wastewater service districts or agencies that may or may not be operated by the local jurisdiction (e.g., city or county). These agencies are required to secure treatment and discharge permits for the operation of a wastewater facility from the RWQCB. Wastewater is typically collected from a specific development and conveyed through a series of large pipelines to the treatment facility where it is treated to permitted levels and discharged to surface waters or the land.

In areas that are remote or that are not served by an individual wastewater service provider, developments would be required to install an individual septic tank or other on-site wastewater treatment system. These facilities would need to be approved by the local or state land use authority and the RWQCB.

#### **c) Electricity and Natural Gas**

The CPUC regulates investor-owned electric and natural gas companies located within California. The CPUC's Energy Division develops and administers energy policy and programs and monitors compliance with the adopted regulations. One-third of California's electricity and natural gas is provided by one of three companies: Pacific

Gas and Electric Company, Southern California Edison, San Diego Gas and Electric Company (CPUC 2010).

Locally, energy service is provided by a public or private utility. New development projects would need to coordinate with the local service provider to ensure adequate capacity is available to serve the development.

**d) Solid Waste Collection and Disposal**

Statewide, the California Department of Resources Recycling and Recovery (CalRecycle), which is a department of the CNRA, is responsible for the regulation of the disposal and recycling of all solid waste generated in California. Cal Recycle acts as an enforcement agency in the approval and regulation of solid waste disposal and recycling facilities. Local agencies can create local enforcement agencies and, once approved by Cal Recycle, they can serve as the enforcement agency for landfills and recycling facilities with their jurisdictions.

Local agencies or private companies own and operate landfill facilities and solid waste is typically hauled to these facilities by private or public haulers. Individual projects would need to coordinate with the local service provider and landfill to determine if adequate capacity exists to serve the project.

**B. Regulatory Setting**

Applicable laws and regulations associated with utilities are discussed in Table 22.

<b>Table 22: Applicable Laws and Regulations for Utilities</b>	
<b>Regulation</b>	<b>Description</b>
<b>Federal</b>	
Federal Power Act of 1935	In the Federal Power Act of 1935 (49 Stat. 803), created the Federal Power Commission, an independent regulatory agency with authority over both the interstate transmission of electricity and the sale of hydroelectric power at the wholesale level. The act requires the commission to ensure that electricity rates are “reasonable, nondiscriminatory and just to the consumer.” The Federal Power Act of 1935 also amended the criteria that the commission must apply in deciding whether to license the construction and operation of new hydroelectric facilities.
Natural Gas Act of 1938	Together with the Federal Power Act of 1935, the Natural Gas Act of 1938 (NGA) (P.L. 75-688, 52 Stat. 821) was an essential piece of energy legislation in the first half of the 20th century. These statutes regulated interstate activities of the electric and natural gas industries, respectively. The acts are similarly structured and constitute the classic form of command-and-control regulation authorizing the federal government to enter into a regulatory compact with utilities. In short, the Natural Gas Act enabled federal regulators to set prices for gas sold in

<b>Table 22: Applicable Laws and Regulations for Utilities</b>	
<b>Regulation</b>	<b>Description</b>
	interstate commerce in exchange for exclusive rights to transport the gas.
Natural Gas Policy Act of 1978	The Natural Gas Policy Act of 1978 (NGPA) granted the FERC authority over intrastate as well as interstate natural gas production. The NGPA established price ceilings for wellhead first sales of gas that vary with the applicable gas category and gradually increase over time.
<b>State</b>	
Waste Heat and Carbon Emissions Reduction Act of 2007	The Waste Heat and Carbon Emissions Reduction Act of 2007 (AB 1613), placed requirements on the CPUC, the CEC, and local electric utilities to develop incentive programs and technical efficiency guidelines to encourage the installation of small CHP systems. The CEC approved efficiency and certification guidelines for eligible systems under AB 1613 in January 2010, and the CPUC approved standardized contracting and pricing provisions between CHP operators and the Investor Owned Utilities in November 2012.
Assembly Bill 1900 (Gatto, Chapter 602, Statutes of 2012)	AB 1900 directed the CPUC to adopt natural gas constituent standards (in consultation with ARB and the Office of Environmental Health and Hazard Assessment). The legislation is also designed to streamline and standardize customer pipeline access rules, and encourage the development of statewide policies and programs to promote all sources of biomethane production and distribution.
Section 21151.9 of the PRC/ Section 10910 et seq. of the Water Code	Required the preparation of a water supply assessment (WSA) for large developments. These assessments are prepared by public water agencies responsible for providing service and address whether there are adequate existing and projected future water supplies to serve the proposed project. All projects that meet the qualifications for preparing a WSA must identify the water supplies and quantities that would serve the project as well as project the total water demand for the service area (including the project's water demands) by source in 5-year increments over a 20-year period. This information must include data for a normal, single-dry, and multiple-dry years. The WSA is required to be approved by the water service agency before the project can be implemented.

## **ATTACHMENT B: SUMMARY OF IMPACTS BY REDUCTION MEASURES**

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<b>Attachment B: Summary of Impacts by Reduction Measures</b>			
	<b>Black Carbon</b>	<b>Methane</b>	<b>HFCs</b>
<b>Aesthetics</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	LTS	PSU	
<b>Agriculture &amp; Forest Resources</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts			
<b>Air Quality</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	B	PSU	LTS
Short-Term and Long-Term Odor Impacts		PSU	LTS
<b>Biological Resources</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	LTS		LTS
<b>Cultural Resources</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	LTS	NA	NA
<b>Energy Demand</b>			
Short-Term Construction-Related Impacts	LTS	LTS	LTS
Long-Term Operational-Related Impacts	LTS	LTS	
<b>Geology and Soils</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	LTS	LTS	LTS
<b>Greenhouse Gas</b>			
Short-Term Construction-Related Impacts	LTS	LTS	LTS
Long-Term Operational-Related Impacts	B	B	B
<b>Hazards &amp; Hazardous Materials</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	LTS	LTS	LTS

<b>Attachment B: Summary of Impacts by Reduction Measures</b>			
	<b>Black Carbon</b>	<b>Methane</b>	<b>HFCs</b>
<b>Hydrology and Water Quality</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	LTS	LTS	LTS
<b>Land Use Planning</b>			
Short-Term Construction-Related Impacts	May not be consistent	May not be consistent	May not be consistent
Long-Term Operational-Related Impacts			
<b>Mineral Resources</b>			
Short-Term Construction-Related Impacts	LTS	LTS	LTS
Long-Term Operational-Related Impacts			
<b>Noise</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	LTS	PSU	LTS
<b>Population and Housing</b>			
Short-Term Construction-Related Impacts	LTS	LTS	LTS
Long-Term Operational-Related Impacts			
<b>Public Services</b>			
Short-Term Construction-Related Impacts	LTS	LTS	LTS
Long-Term Operational-Related Impacts			
<b>Recreation</b>			
Short-Term Construction-Related Impacts	LTS	LTS	LTS
Long-Term Operational-Related Impacts			
<b>Transportation/Traffic</b>			
Short-Term Construction-Related Impacts	LTS	PSU	LTS
Long-Term Operational-Related Impacts	LTS	PSU	LTS
<b>Utilities and Service Systems</b>			
Short-Term Construction-Related Impacts	NA	NA	NA
Long-Term Operational-Related Impacts	LTS	PSU	LTS
Notes: B = Beneficial; LTS = Less-than-Significant; HFCs=Hydrofluorocarbons; NA = Not Applicable; PSU = Potentially Significant and Unavoidable After Mitigation.			