

Contents

Preface	xv	Timing of CEQA Process	26
Acknowledgments	xvii	Preliminary Review	26
About the Authors	xviii	Is the Activity a Project?	26
		Is the Project Exempt?	28
		Integration of the California Environmental Quality Act and the Permit Streamlining Act	29
PART 1: INTRODUCTION AND ENVIRONMENTAL/LAND USE PLANNING		Preparing the Initial Study and Negative Declaration	30
CHAPTER 1		Initial Study	30
Introduction	3	Decision to Prepare a Negative Declaration versus an EIR	30
Introduction	4	Determining Whether Environmental Effects Are Significant	30
Federal and State Environmental Law	4	Negative Declaration Process	31
Federal Law	4	Preparing the EIR	32
State Law	5	Types of Environmental Impact Reports and Tiering	32
Private Enforcement of Environmental Laws	7	Environmental Impact Report Process	33
Environmental Common Law	8	EIR Contents	35
Nuisance	8	Integrating CEQA with the National Environmental Policy Act	41
Trespass	9	NEPA Overview	41
Negligence	10	Comparing CEQA and NEPA	42
Strict Liability	10	Integrating CEQA and NEPA	42
Statutes of Limitations	11	Enforcing CEQA	42
Public Trust Doctrine	11	Typical CEQA Challenges	44
Origins of the Public Trust Doctrine	11	Barriers to Judicial Review	45
Scope of the Public Trust Doctrine	12	Administrative Record	45
California Environmental Agencies	13	Remedies	45
Agencies Within the California Environmental Protection Agency	13	CHAPTER 3	
Agencies Within the Natural Resources Agency	15	Local Land Use Planning and Regulation	49
Other Agencies	17	Introduction	50
Environmental Law and Regulation Terminology and Principles	19	Key Laws and Agencies	50
Applicability Criteria	19	Key Laws	50
Key Definitions	19	Key Agencies	50
Substantive Standards and Requirements	19	General Plans and Specific Plans	51
Procedural Requirements	20	General Plans	51
		Specific Plans	56
CHAPTER 2		Zoning and Subdivisions	57
California Environmental Quality Act	23	Zoning	57
Introduction	24	Subdivisions	61
Key Laws and Agencies	24	Redevelopment Agencies and Eminent Domain	62
State Statute and Guidelines	24	Permit Streamlining Act	63
Natural Resources Agency	25	Purpose and Applicability	63
The Governor's Office of Planning and Research	25		
Other State and Local Agencies	25		
Overview of the CEQA Process	26		

Review of Permit Applications for Completeness	63
Time Limits for CEQA Documents and Project Approvals	64
Takings, Exactions, and Development Agreements	64
Takings	64
Exactions and Fees	65
Development Agreements	66
Initiatives and Referenda	67
Local Agency Boundary Changes	67
Historic and Cultural Resources	68
National Historic Preservation Act	68
Other Federal Laws	69
State Laws	69
Local Laws	70
Growth Management and Sustainable Development	70
Enforcement	71
Violation of Local Land Use Regulations	71
Judicial Challenges to Local Land Use Decisions	72
CHAPTER 4	
State and Regional Land Use Policies	75
Introduction	76
State Comprehensive Planning	76
Senate Bill 857	76
Environmental Goals and Policy Report	76
Strategic Growth Council	77
Coastal Zone Management	77
Key Laws and Agencies	77
Local Coastal Programs	78
Coastal Development Permits	79
Sea Level Rise Policy Guidance	80
Federal Agency Consistency	80
Enforcement	81
Regulating Regional Natural Hazards: Floodplains, Earthquakes, and Fires	82
Flood Management	82
Seismic Safety	84
Fire Hazards	85
State Lands Commission Leases	85
California Energy Commission Power Plant Certification Program	86
Key Laws and Agencies	86
California Energy Commission Licensing Process	87
Regional Planning Agencies	89
Councils of Governments and Senate Bill 375	89
San Francisco Bay Conservation and Development Commission	91
Tahoe Regional Planning Agency	92

Delta Protection Commission	93
Delta Stewardship Council	93

PART 2: POLLUTION CONTROL

CHAPTER 5	
Air Quality	97
Introduction	98
Key Laws and Agencies	98
Federal Laws and Agencies	98
State Laws and Agencies	99
Local Laws and Agencies	100
Ambient Air Quality Standards and Air Quality Planning	100
Air Pollution Principles	100
Air Quality Standards	106
Attainment Planning	106
State Implementation Plan	107
Federal Criteria Pollutant Programs	108
Definition of Stationary Source	108
New Source Performance Standards	108
New Source Review	109
Prevention of Significant Deterioration Program	109
Non-Attainment New Source Review Program	114
Federal Title V Operating Permit Program	117
Program Applicability	117
Operating Permit Features	118
Permit Applications and Renewals	118
California Clean Air Act Programs	119
District Attainment Plan	119
Local Permitting for Criteria Pollutants	122
Local New Source Review	123
Local District Rules	124
Stratospheric Ozone Protection	125
Acid Rain	126
Federal Program	126
State Program	127
Air Toxics	127
Federal Program	127
State Program	129
Transportation Source Regulation	132
Transportation Control Measures	132
Transportation Conformity Regulations	133
Mobile Source Regulation	133
Enforcement	136
Federal Enforcement	136
State Enforcement	137

CHAPTER 6	
Noise	143
Introduction	144
Key Laws and Agencies	144
Federal Laws and Agencies	144
State and Local Laws and Agencies	145
Noise Standards	145
Noise Terminology	145
Transportation Project Noise	146
Exterior and Interior Noise Levels	147
Aircraft Noise	148
Railroad Noise	148
Motor Vehicle Noise	148
Workplace Noise	148
Local Noise Regulatory Programs	149
Noise Element	149
Airport Noise	149
Enforcement	151
Federal Noise Control Act	151
Local Noise Ordinances	152
Nuisance lawsuits	152

CHAPTER 7	
Hazardous Materials and Toxic Substances	155
Introduction	156
Key Laws and Agencies	156
International	156
Federal Laws and Agencies	156
State and Local Laws and Agencies	158
Hazard Communication	162
Federal Occupational Safety and Health Act	162
California Programs	163
Community Right-to-Know Programs	165
Federal Inventory and Right-to-Know Requirements	165
State Inventory and Right-to-Know Requirements	166
Chemical Handling and Storage	168
Overview of Federal OSHA Requirements	168
Compatibility	169
Flammable Liquids	169
Corrosives	171
Reactive Chemicals, Including Compressed Gases	171
Toxic Materials	171
General Duty Clause	171
Permissible Exposure Limits	172
Cal OSHA Chemical Management Requirements	172
Carcinogenic Reporting	172

Hazardous Materials Transportation	172
Federal Program	172
State Program	173
Underground Storage Tank Regulation	173
Federal Program	173
State Program	175
Other Hazardous Materials Programs	178
Toxic Substances Control Act	178
Asbestos Regulation	180
Lead Regulation	182
Polychlorinated Biphenyl Regulation	183
Toxic Mold Protection Act of 2001	185
Proposition 65	185
Green Chemistry Program	186
California Chemical Bans	187
Pesticide Programs	189
Federal Pesticide Programs	189
State Pesticide Programs	189
Enforcement	190
Federal Enforcement	190
State Enforcement	191

CHAPTER 8	
Hazardous Wastes and Hazardous Substances Clean Up	197
Introduction	198
Key Laws and Agencies	198
Federal Laws and Agencies	198
State Laws and Agencies	199
Major Hazardous Waste Regulations	200
Overview of State and Federal Regulations	200
Defining Hazardous Waste	200
Types of Hazardous Wastes	204
Hazardous Waste Generator and Accumulation Requirements	212
Waste Minimization	217
Hazardous Waste Transportation	218
Hazardous Waste Facilities	219
Other Hazardous Waste Regulations	221
Enforcement	222
Federal Cleanup Programs	223
Comprehensive Environmental Response Compensation and Liability Act	223
Resource Conservation and Recovery Act	227
Federal Brownfields Program	229
State Cleanup Programs	229
California Hazardous Substances Account Act	229
California Water Quality Cleanup Programs	231
California Corrective Action Program	231

California Brownfields Programs	232
Methamphetamine Cleanup	234
CHAPTER 9	
Solid Waste	237
Introduction	238
Key Laws and Agencies	238
Federal Laws and Agencies	238
State Laws and Agencies	239
Federal Requirements for Landfills	241
California Solid Waste Programs	242
Solid Waste Planning and Waste Minimization	242
Solid Waste Facilities Regulation	245
California Beverage Containers Recycling and Litter Reduction Act	247
Supply Chain Programs	248
Other Supply Chain and Recycling Programs	249
California Medical Waste Management Act	253
Enforcement	254
Federal Enforcement	254
State and Local Enforcement	254
CHAPTER 10	
Water Quality	257
Introduction	258
Key Laws and Agencies	258
Federal Laws and Agencies	258
State Laws and Agencies	259
Water Quality Planning and Standards	260
Federal Requirements	260
State Requirements	262
Point Source and Groundwater Permit Programs	264
Federal Point Source Programs	264
Federal Groundwater Programs	271
State Permitting Requirements	272
Nonpoint Source Permit Programs	274
Stormwater Permit Programs	274
Additional State Nonpoint Source Programs	279
Ocean Protection Programs	282
Federal Regulation of Ocean Dumping	282
California Ocean Protection Act	282
Marine Plastic Pollution	283
Oil Management Programs	284
Federal Requirements: Spill Prevention Control and Countermeasure Program	284
Federal Requirements: The Oil Pollution Act of 1990	287
State Requirements	288

Water Quality Release Reporting	289
Enforcement	289
State versus Federal Enforcement	289
Violations of the Clean Water Act and Porter-Cologne Act	290
Supplemental Environmental Projects	291

CHAPTER 11	
Drinking Water	293
Introduction	294
Key Laws and Agencies	294
Federal Laws and Agencies	294
State Laws and Agencies	295
Drinking Water Programs: The Basics	296
Definition of Public Water System	296
Drinking Water Standards	296
Drinking Water Standards as Benchmarks for Cleanup	297
Monitoring Requirements: Water Quality	297
Consumer Confidence Reports	298
Records	300
More on California Drinking Water Programs	301
Primary and Secondary Maximum Contaminant Levels	301
Risk Assessments	301
Domestic Water Supply Permits	301
Security Measures	302
Enforcement	303
Federal Enforcement	303
State Enforcement	303

PART 3: REGULATION OF NATURAL RESOURCES

CHAPTER 12	
Agricultural Land	307
Introduction	308
Key Laws and Agencies	308
Key Laws	308
Key Agencies	308
California Environmental Quality Act Role in Agricultural Land Preservation	310
CEQA Appendix G	310
Farmland Definitions	310
Conservation Easements as CEQA Mitigation	311
Williamson Act	311
Overview	311
Agricultural Preserves	311

Contracts	311
Term of Contract	312
Nonrenewal and Cancellation	312
Solar Use Easements	313
Enforcement	313
Conservation and Open Space Easements	313
Conservation Easements	313
Open Space Easements	314
Right-to-Farm Ordinances	315
Other Agricultural Land Preservation Programs	315
CHAPTER 13	
Water Resources	317
Introduction	318
Key Laws and Agencies	318
Federal Laws and Agencies	318
State Laws and Agencies	320
Regional and Local Laws and Agencies	321
Background Information on California Water Resources	321
Water Rights Law	322
Overview	322
General Principles	322
Surface Water Rights	323
Loss or Severance of Surface Water Rights	327
Perspectives on Water Rights	327
Groundwater Rights	327
Federal and Tribal Reserved Rights	330
Colorado River Water Rights: Law of the River	331
Water Contracts	331
Water Transfers	332
Area of Origin Protections	332
Remedies	333
Water Supply Planning	333
California Water Plan and Governor's Water Action Plan	333
Urban Water Management Plans	334
Water Conservation	334
Stormwater and Recycled Water	335
SB 610 and SB 221	335
CEQA and Water Supply Planning	336
Delta Planning	336
Delta Plan	336
Bay Delta Conservation Plan	338
Wild and Scenic Rivers	339
Federal Wild and Scenic Rivers Act	339
California Wild and Scenic Rivers Act	340

CHAPTER 14	
Fish and Wildlife	343
Introduction	344
Key Laws and Agencies	344
Federal Laws and Agencies	344
State Laws and Agencies	345
Federal Endangered Species Act	347
Species Listing	347
Critical Habitat	349
Recovery	350
Section 7 Consultation	350
Take Prohibition and Authorization	354
Enforcement and Penalties	356
California Endangered Species Act	356
Listing	356
Take Prohibition and Authorization	357
Enforcement	360
Natural Community Conservation Planning Act	360
CHAPTER 15	
Wetlands	365
Introduction	366
Key Laws and Agencies	366
Federal Laws and Agencies	366
State Laws and Agencies	368
Section 404 Permit Program	368
Regulated Waters and Activities	368
Section 404 Permit Process: Overview	371
Individual Permits	372
Letter of Permission	376
General Permits	376
Mitigation of Wetlands Impacts	379
Enforcement	380
Clean Water Act Enforcement	380
Regulatory Takings	381
State and Regional Programs	381
State Regulatory Programs	381
State Programs for Protecting the Coastal Zone and Suisun Marsh Wetlands	384
CHAPTER 16	
Forestry	387
Introduction	388
Key Laws and Agencies	388
Federal Laws and Agencies	388
State Laws and Agencies	388
Timber Harvest Regulation	390
Activities Regulated	390

Resource Conservation Standards	390
Timber Harvest Plan	391
Other Forestry Programs	394
Enforcement	396

CHAPTER 17
Surface Mining **399**

Introduction	400
Key Laws and Agencies	400
Key Laws	400
Key Agencies	400
Mineral Conservation	401
Classification and Designation of Significant Mineral Deposits	401
Surface Mine Reclamation	402
SMARA Applicability	402
State Policy and Permit Procedures	403
Reclamation Plans and Financial Assurances	404
Enforcement	405

PART 4: PERMITTING AND ENVIRONMENTAL COMPLIANCE AUDITING GUIDES

CHAPTER 18
Permitting Guide **409**

Introduction	410
Permitting Fundamentals	410
What Is a Permit?	410
Types of Permits	410
Comprehensive Permitting Laws	411
Laws Reviewed in Previous Chapters	411
Permit Reform Act	411
Permitting Strategies	412
Prepare Permit Inventory and Conduct Preliminary Site Evaluation	412
Prepare Permitting Strategy Plan	413
Use CEQA and NEPA Documents as the Umbrella Processes for Permitting Decisions	414
Prepare Complete Permit Applications and Use Pre-application Consultation	415
Proactively Manage the Permitting Process	416
Best Practices for Working with Permitting Staff	417
Comprehensive Permit List	417

CHAPTER 19
Environmental Compliance Auditing **425**

Introduction	426
Key Laws	426
Environmental Protection Agency Audit Privilege	426

California Environmental Protection Agency Audit Privilege	426
Sarbanes-Oxley Act of 2002	426
International Organization for Standardization 14001	426
Reasons to Conduct Audits	427
Compliance Management	427
Enforcement Discretion	427
Supplemental Environmental Projects	427
Types of Audits	428
Government Audit	428
Environmental Compliance Audit	428
Compliance-Focused Environmental Management System	429
Environmental Management System Audit	429
Auditing Process	430
Pre-Audit Activities	430
On-Site Audit	432
Post-Audit Activities	434
Audit Protections and Privileges	435
Attorney-Client Privilege	436
Attorney Work-Product Doctrine	437
Environmental Protection Agency Audit Privilege	437
California Environmental Protection Agency Audit Privilege	439

PART 5: CLIMATE CHANGE LAW AND POLICY

CHAPTER 20
Climate Change **443**

Introduction	444
Science	444
Global Impact	444
California Impact	445
Key Laws and Agencies	445
International	445
Federal Laws and Agencies	446
State Laws and Agencies	447
Regional and Local Laws and Agencies	449
International programs	450
Federal Programs	451
<i>Massachusetts v. EPA</i>	451
Mandatory GHG Reporting	452
New Source Review and Title V Permitting	452
Oil and Gas Sector New Source Performance Standards	453
Power Plant Regulation	453
Motor Vehicle Emissions Standards	454
Landfill Gas Regulation	454
Federal Land Management	455

State, Regional, and Local Programs	455
AB 32, SB 32, and AB 197	455
Transportation-Related Measures	459
Cap-and-Trade Program	461
Energy-Related Measures	463
Other Industrial Emissions	465
Waste Management	466
Water	466
Natural and Working Lands.	467
Agriculture	467
Short-Lived Climate Pollutants	467
Regional and Local Programs	468
Climate Change Impacts and Adaptation	469
Federal Adaptation Programs	469
State Adaptation Programs	470
Local Adaptation Programs	472
Enforcement	472
Acronyms	475
Index	479

SHORT ARTICLES

Origins of the Public Trust Doctrine	11
Annual Planning Survey	17
EIR Editorial Tips	35
CEQA Documents Must Analyze Climate Change Impacts	36
When Must Effects of the Environment on a Project be Considered?	37
Challenges to Infill Projects: CEQA Streamlining Solutions	44
OPR General Plan Guidelines 2016 Update	51
SB 1000 Environmental Justice Requirements	52
Medical Marijuana Land Use Cases	58
Removing Local Barriers to Renewable Energy Development	71
Coastal Commission Sea Level Rise Policy Guidance	81
California Responds to Major Flood Risks	83
Transportation Planning Agencies Implementing SB 375	90
TRPA Regional Plan 2012 Update	92
Revised Health Risk Assessment Methodology	131
Guidance on Release Reporting	168
Corrosive Chemicals	171
Federal and State Hazardous Waste Characteristics	207
History of the Plastic Bag Ban	249
Construction Stormwater Rules Largely Affirmed	279
Flint, Michigan Water Contamination	300
American Farmland Trust Plays Key Role in Agricultural Land Preservation	309
Supreme Court Interprets Williamson Act in Landmark Case	313
Yolo County General Plan Agricultural Element	315
San Joaquin River Restoration Program	318
Public Trust Doctrine Limits Water Rights	323
Selected CEQA Cases on Water Supply Impacts of Development Projects	337
The Sacramento-San Joaquin Delta: A System in Crisis	338
Take of Fully Protected Species	346
“Interrelated and Interdependent” Actions	351
Court Defers to Services in Water Project Biological Opinions	354
“Take” Includes Significant Habitat Modification	355
Santa Clara Valley Habitat Plan	360

Supreme Court Interprets “Waters of the United States”	369
2015 Final Rule Defining of Waters of the United States	370
NEPA Review of Section 404 Permits	376
<i>Sackett v. EPA</i> : EPA Goes Too Far	380
CEQA Litigation on THPs is Extensive	394
Climate Change and Forestry in California	395
Surface Mining and Reclamation Act Model Ordinance—Sections	403
Reclamation Plan Contents	404
Climate Models and Uncertainty in Climate Change Projections	444
Managed Coastal Retreat	471

FIGURES

Figure 1-1. Cal/EPA Organization	13
Figure 2-1. CEQA Process Flow Chart	27
Figure 2-2. Developing a Reasonable Range of Alternatives	38
Figure 2-3. Mitigation Measure Adequacy	39
Figure 2-4. CEQA and NEPA Processes Compared	43
Figure 5-1. California’s Air Districts and Their Boundaries	101
Figure 5-2. Ambient Air Quality Standards Are Concentration-Based	103
Figure 5-3. New Source Review Guide—NO _x Example	110
Figure 5-4. Class I Areas in California	113
Figure 6-1. Land Use Compatibility Standards for Community Noise Environments	150
Figure 7-1. GHS Hazard Pictograms and Exemplary Hazard Classes	163
Figure 7-2. NFPA Label	163
Figure 7-3. UST Performance Standards for Leak Detection	176
Figure 8-1. Hazardous Waste Determination Flow Chart	202
Figure 8-2. California and Federal Hazardous Wastes Compared	203
Figure 8-3. Characteristic and Listed Hazardous Wastes	205
Figure 8-4. Hazardous Waste Generator/ Accumulator Timeline	215
Figure 8-5. WMU Classification	219
Figure 8-6. CERCLA Remedial Response Process	226
Figure 10-1. California Regional Water Quality Control Boards	261

Figure 10-2. Sanitary and Stormwater Sewer Systems Compared	275
Figure 10-3. Combined Risk Level Matrix	279
Figure 13-1. Major Water Project Facilities in California	319
Figure 13-2. Process for Obtaining Appropriate Water Rights	326
Figure 14-1. Section 7 Informal Consultation Process	352
Figure 14-2. Section 7 Formal Consultation Process	353
Figure 14-3. ITP Process	356
Figure 14-4. Section 2081 Permit Process	358
Figure 15-1. Lateral Extent of Jurisdiction under Section 404 and Section 10	367
Figure 15-2. Individual Permit Process for a Section 404 Permit	373
Figure 15-3. Nationwide Permit Process	374
Figure 16-1. Review Process for Timber Harvest Plan	392
Figure 19-1. Environmental Compliance Auditing Process in California	431
Figure 20-1. California 2014 GHG Inventory	456
Figure 20-2. Pre-2020 and Post-2020 GHG Emissions Trajectory	459

TABLES

Table 2-1. CEQA and NEPA Terminology Compared	43
Table 5-1. Federal Air Quality Programs and Regulated Pollutants	102
Table 5-2. Federal and State Ambient Air Quality Standards	104
Table 5-3. Types of Particulate Matter	105
Table 5-4. Prevention of Significant Deterioration: “Major Source” Industrial Source Categories and Their Potential to Emit Thresholds	111
Table 5-5. Significant Net Emission Rates Regulated under the Clean Air Act	112
Table 5-6. Prevention of Significant Deterioration Increments	112
Table 5-7. Federal Potential to Emit Thresholds and Offset Ratios for Ozone Non-Attainment Air Districts	116
Table 5-8. Federal Significant Net Emissions Increase Thresholds for Major Non-Attainment Pollutants	116
Table 5-9. Non-Attainment Area New Source Review Requirements	121
Table 5-10. Definition of a “Major Source” of Ozone in Non-Attainment Air Districts	121

Table 5-11. Typical Structure of a Local Air District Rule	124
Table 6-1. Federal Highway Administration Noise Abatement Criteria	146
Table 6-2. California Interior and Exterior Noise Levels	147
Table 7-1. Severity Ratings of the National Fire Protection Association	164
Table 7-2. Ignitable and Flammable Chemical Regulatory Classifications	169
Table 8-1. Overview of State and Federal Regulations	201
Table 8-2. Relationship Among Listed Wastes, Process Wastes, and Non-Process Wastes	204
Table 8-3. K-, F-, U-, and P-Listed Wastes Compared	206
Table 8-4. Types of Hazardous Waste Generators	212
Table 8-5. Hazardous Waste Generator Requirements	213
Table 8-6. Comparison of Terms Between the Comprehensive Environmental Response, Compensation, and Liability Act and the Resource Conservation and Recovery Act	228
Table 10-1. Examples of Beneficial Uses	263
Table 10-2. National Pollutant Discharge Elimination System Permitting Summary	266
Table 10-3. Effluent Limitation Guidelines by Pollutant Source	268
Table 10-4. Examples of Effluent Limitation Guidelines by Industrial Category	268
Table 10-5. Typical Monitoring Requirements of the National Pollutant Discharge Elimination System Program	270
Table 10-6. Underground Injection Control Well Classifications by Agency	272
Table 15-1. 2012 Nationwide Permits	378
Table 18-1. Integrating Selected Environmental Review Requirements with CEQA and NEPA	415
Table 18-2. Summary of Environmental Permits and Other Approvals	418
Table 20-1. Meeting the 2020 Emissions Target	458
Table 20-2. Sea Level Rise Projections Using 2000 as the Baseline	471