

**WATER QUALITY CONTROL POLICY ON THE
USE OF COASTAL AND ESTUARINE WATERS
FOR POWER PLANT COOLING**

Draft Substitute Environmental Document



**State Water Resources Control Board
California Environmental Protection Agency**

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Water Boards

STATE WATER RESOURCES CONTROL BOARD
REGIONAL WATER QUALITY CONTROL BOARDS

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LIST OF ACRONYMS AND ABBREVIATIONS

| | |
|-----------------|--|
| §316(b) | <i>Section 316(b) of the federal Clean Water Act</i> |
| BACT | <i>Best Available Control Technology</i> |
| Basin Plan | <i>Regional Water Quality Control Plan</i> |
| BG | <i>Billion gallons</i> |
| BGD | <i>Billion gallons per day</i> |
| BPJ | <i>Best Professional Judgment</i> |
| BTA | <i>Best Technology Available</i> |
| BTU | <i>British Thermal Units</i> |
| CAISO | <i>California Independent System Operator</i> |
| Cal. Code Regs. | <i>California Code of Regulations</i> |
| Cal. Wat. Code | <i>California Water Code</i> |
| CDS | <i>Comprehensive Demonstration Study</i> |
| CEC | <i>California Energy Commission</i> |
| CEQA | <i>California Environmental Quality Act</i> |
| CFR. | <i>Code of Federal Regulations</i> |
| CPUC | <i>California Public Utilities Commission</i> |
| CUR | <i>Capacity Utilization Rate</i> |
| CWA | <i>Clean Water Act</i> |
| EIR | <i>Environmental Impact Report</i> |
| ELGs | <i>Effluent Limitation Guidelines</i> |
| ERP | <i>Expert Review Panel</i> |
| fps | <i>Feet per second</i> |
| GW | <i>Gigawatt</i> |
| GWh | <i>Gigawatt-hour</i> |
| IAWG | <i>Inter-agency Working Group</i> |
| IM/E | <i>Impingement mortality and entrainment</i> |
| LADWP | <i>Los Angeles Department of Water and Power</i> |
| mgd | <i>Million gallons per day</i> |
| MW | <i>Megawatt</i> |
| MWh | <i>Megawatt-hour</i> |
| NPDES | <i>National Pollutant Discharge Elimination System</i> |
| NSPS | <i>New Source Performance Standards</i> |
| NSR | <i>New Source Review</i> |

| | |
|----------------------|---|
| NRC | <i>Nuclear Regulatory Commission</i> |
| Ocean Plan | <i>California Ocean Plan</i> |
| OTC | <i>Once-Through Cooling</i> |
| PG&E | <i>Pacific Gas & Electric Company</i> |
| Porter-Cologne | <i>Porter-Cologne Water Quality Control Act</i> |
| PM10 | <i>Particulate matter of 10 microns or less</i> |
| ppm | <i>Parts per million</i> |
| Regional Water Board | <i>Regional Water Quality Control Board</i> |
| SED | <i>Substitute Environmental Document</i> |
| SIP | <i>Policy for Implementation of Toxics Standards for Inland Surface Waters, Enclosed Bays, and Estuaries of California</i> |
| State Water Board | <i>State Water Resources Control Board</i> |
| SONGS | <i>San Onofre Nuclear Generating Station</i> |
| Thermal Plan | <i>Water Quality Control Plan for Control of Temperature in the Coastal and Interstate Waters and Enclosed Bays and Estuaries of California</i> |
| Tit. | <i>Title</i> |
| U.S.C. | <i>United States Code</i> |
| USEPA | <i>United States Environmental Protection Agency</i> |
| Water Boards | <i>State and Regional Water Boards</i> |

1.0 INTRODUCTION

1.1 PURPOSE

This report represents the State Water Resources Control Board's (State Water Board) formal water quality planning and substitute environmental document for the adoption of technology-based standards that will address the adverse effects associated with cooling water withdrawals from the State's coastal and estuarine waters. This policy, entitled *Water Quality Control Policy on the Use of Coastal and Estuarine Waters for Power Plant Cooling* ("Policy"), applies to the State's thermal power plants that currently withdraw water from the State's navigable waters using a single-pass system, also known as once-through cooling (OTC).

OTC can cause adverse impacts when aquatic organisms are trapped against a facility's intake screens (impinged) and cannot escape, or when they suffer contact injuries that increase mortality. Likewise, smaller organisms, such as larvae and eggs, can be drawn through a facility's entire cooling system (entrained) and subjected to rapid pressure changes, chemical treatment systems, and violent sheering forces, only to be discharged along with the now-heated cooling water and other facility wastewaters.

The State's active coastal power plants that use OTC maintain the capacity to withdraw more than 16 billion gallons of cooling water per day. Over the course of a year, billions of eggs and larvae are effectively removed from coastal waters, while millions of adult fish are lost due to impingement. These OTC systems, many of which have been in operation for 30 years or more, present a considerable and chronic stressor to the State's coastal aquatic ecosystems by reducing important fisheries and contributing to the overall degradation of the State's marine and estuarine environments.

The Policy adopts appropriate technology-based standards that will significantly reduce these adverse impacts and implements a statewide process by which this goal can be achieved without disrupting the critical needs of the State's electrical generation and transmission system. This approach further reduces the permitting burden on the Regional Water Boards by coordinating implementation at the state level.

1.2 NEED FOR PROPOSED POLICY

The federal Clean Water Act (CWA) addresses OTC's adverse impacts in Section 316(b) ("§316(b)"), which mandates technology-based measures to minimize adverse environmental impacts from cooling water intake structures (CWIS). As the agency authorized to implement 316(b)'s requirements, the US Environmental Protection Agency (USEPA) has made repeated efforts to develop national regulations that would establish uniform performance standards for facilities that use cooling water. These standards would be implemented through National Pollution Discharge Elimination System (NPDES) permits.

USEPA's first attempt at a national rule, in 1977, was withdrawn following a successful lawsuit by industrial petitioners. Later efforts divided power plants into two categories—new and existing—based on the presumption that facilities defined as "new"¹ might have more technology options available to them for compliance since any control technology could be incorporated into the facility's initial design. In 2001 USEPA adopted the Phase I rule for new facilities that established a performance standard based on closed-cycle wet cooling. The

¹ 40 CFR. §125.81.

Phase I rule remains the primary governing regulation for new power plants nationwide, including California.²

USEPA adopted the Phase II rule in 2004 to address existing power plants with intake capacities larger than 50 million gallons per day (mgd). Litigation following the rule's adoption, however, ultimately led USEPA to suspend Phase II in 2007 with no clear indication when, or if, a revised rule would be issued. USEPA directed NPDES permitting authorities to implement 316(b)'s requirements for existing facilities using best professional judgment (BPJ), the same guidance that has been in place since 1977.

The BPJ approach for 316(b) has been used by the various Regional Water Quality Control Boards (Regional Water Boards) when re-issuing NPDES permits for power plants within their jurisdiction. The effectiveness of this approach, however, has been mixed. The question of how to address these impacts is complex and requires significant resources to evaluate the intertwined technical and biological issues that comprise a BPJ analysis. Sufficient resources may not be available to each Regional Water Board, which can lead to varying decision criteria and different conclusions regarding the most appropriate technology-based solution. Some of these NPDES permits, absent a firm policy standard on which to base the requirements, have been challenged repeatedly by industrial and citizen petitioners, resulting in lengthy administrative extensions well beyond their original expiration dates. Still other permits were delayed when it appeared likely USEPA would adopt a sustainable Phase II rule. The result is a significant backlog in reissuing most of the State's NPDES permits for the coastal facilities (Table 1).

This Policy is needed to address an ongoing, critical impact to the State's waters that remains unaddressed at the national level for existing facilities despite §316(b)'s enactment more than 35 years ago; additional action by USEPA on this issue remains unclear. Furthermore, a concise, statewide policy addresses the statute's inconsistent application among the Regional Water Boards and lessens the considerable resource burden associated with the BPJ process.

1.3 FEDERAL AND STATE LEGAL AND REGULATORY BACKGROUND

1.3.1 Clean Water Act §316(b)

CWA §316(b) requires

Any standard established pursuant to §§ 301 or 306 of this Act and applicable to a point source shall require that the location, design, construction, and capacity of cooling water intake structures reflect the best technology available for minimizing adverse environmental impact.

Thus, a permitted facility with a cooling water intake structure must comply with the *technology-based* standard for minimizing impingement and entrainment impacts.³

In April 1976, USEPA issued a final rule implementing 316(b)⁴ but was sued by a group of utility companies that successfully challenged the rule on procedural grounds. USEPA withdrew the relevant portions of the rule in 1977, but directed NPDES permitting authorities to continue implementing 316(b) on a case-by-case basis pursuant to CWA §402(a)(1)(B) using BPJ.⁵

² The Porter-Cologne Act also establishes a narrative standard for "new and expanded" coastal facilities that use seawater for industrial processes.

³ 33 U.S.C. §1326(b).

⁴ 41 Fed. Reg. 17387 (April 26, 1976).

⁵ 33 U.S.C. §1342(a)(1)(B).

Table 1. NPDES Permit Status for OTC Facilities

| Region | Facility | Permittee | NPDES Permit Adoption Date | NPDES Permit Expiration Date | Permit in Review? | Notes |
|--------|-------------------------------------|-----------------------------|----------------------------|------------------------------|-------------------|--|
| 1 | Humboldt Bay Power Plant | PG&E | 26-Apr-01 | 26-Apr-06 | Yes | Has filed to re-power with dry cooling |
| 2 | Pittsburg Power Plant | Mirant Delta, LLC | 19-Jun-02 | 31-May-07 | Yes | |
| 2 | Potrero Power Plant | Mirant Potrero, LLC | 10-May-06 | 31-Dec-08 | No | |
| 3 | Diablo Canyon Power Plant | PG&E | 11-May-90 | 11-May-95 | Yes | Pending lawsuit |
| 3 | Morro Bay Power Plant | LS Power | 10-Mar-95 | 10-Mar-00 | Yes | |
| 3 | Moss Landing Power Plant | LS Power | 27-Oct-00 | 27-Oct-05 | Yes | |
| 4 | Alamitos Generating Station | AES Alamitos, LLC | 29-Jun-00 | 10-May-05 | Yes | |
| 4 | El Segundo Generating Station | El Segundo Power LLC | 29-Jun-00 | 10-May-05 | Yes | Has filed to re-power with dry cooling for units 1&2 |
| 4 | Harbor Generating Station | LADWP | 10-Jul-03 | 10-Jun-08 | No | |
| 4 | Haynes Generating Station | LADWP | 29-Jun-00 | 10-May-05 | Yes | |
| 4 | Mandalay Generating Station | Reliant Energy Mandalay LLC | 26-Apr-01 | 10-Mar-06 | Yes | |
| 4 | Ormond Beach Generating Station | Reliant Energy Mandalay LLC | 28-Jun-01 | 10-May-06 | Yes | |
| 4 | Redondo Generating Station | AES Redondo Beach LLC | 29-Jun-00 | 10-May-05 | Yes | |
| 4 | Scattergood Generating Station | LADWP | 29-Jun-00 | 10-May-05 | Yes | |
| 5S | Contra Costa Power Plant | Mirant Delta, LLC | 27-Apr-01 | 1-Apr-06 | Yes | |
| 8 | Huntington Beach Generating Station | AES Huntington Beach, LLC | 14-Oct-06 | 1-Aug-11 | No | |
| 9 | Encina Power Plant | NRG Energy | 16-Aug-06 | 1-Oct-11 | No | |
| 9 | (SONGS) Unit 2 | Southern California Edison | 11-May-05 | 11-May-10 | No | |
| 9 | SONGS Unit 3 | Southern California Edison | 11-May-05 | 11-May-10 | No | |
| 9 | South Bay Power Plant | NRG Energy | 10-Nov-04 | 10-Nov-09 | No | Has filed to re-power with dry cooling |

Notes:

PG&E: Pacific Gas & Electric Company
LADWP: Los Angeles Department of Water and Power
SONGS: San Onofre Nuclear Generating Station

In 1993 a group of environmental organizations, led by Hudson Riverkeeper, filed suit against EPA, claiming its failure to establish national technology-based standards violated the CWA.⁶ In the plaintiff's view, the case-by-case, site-specific approach created an inconsistent application of the CWA by ignoring the mandate to minimize adverse impacts to a level based on what could be achieved by the best performing technology. The site-specific, BPJ approach too often resulted in "technology-based" assessments evaluated against population or water quality-based impacts. In 1995 EPA entered into a consent decree with Riverkeeper and other environmental plaintiffs that established a framework to develop and promulgate national technology-based standards that would implement 316(b). Subsequent amendments to the consent decree established a phased approach for implementation, separating new facilities from existing ones.

1.3.2 *Phase I Rule*

USEPA adopted the Phase I rule for new facilities on November 9, 2001.⁷ The Phase I rule applies to new electric generating plants and manufacturers that withdraw more than 2 mgd from waters of the U.S. and use 25 percent or more of their intake water for cooling.⁸ New facilities with smaller cooling water intakes continue to be regulated on a site-by-site basis.⁹

The Phase I rule is based on USEPA's determination that, for new facilities, the 316(b) best technology available (BTA) performance standard is achieved by reducing the facility's intake flow to a level commensurate with a closed-cycle wet cooling system, and reducing the through screen intake velocity to 0.5 feet per second or less. Notably, Phase I does not require a facility to adopt closed-cycle cooling in order to comply but instead contains a two track approach that acknowledges the ability of different technology options to achieve reductions that are substantially similar to closed-cycle wet cooling. The decision to follow Track 1 or Track 2 is left to the facility.

Track 1 allows a facility to demonstrate its compliance with the BTA standard by implementing specific flow-reduction technologies and/or operational measures.¹⁰ USEPA adopted the Track 1 approach as a "fast track" compliance method for new facilities in recognition of industry trends that were already moving towards closed-cycle cooling as a preferred technology. The relative certainty with which flow and velocity reduction measures can achieve acceptable impingement and entrainment levels enables the Track 1 facility to forgo extensive background monitoring requirements prior to initial construction, and no initial approval of its cooling system design is required.¹¹

Track 2, the "demonstration track," allows a new facility to use any combination of design measures, technologies, and operating methods to reduce adverse environmental impact to a level comparable to that which would be achieved under Track 1, thus demonstrating compliance with the BTA standard.¹² USEPA defines "comparable level" in this instance as reductions of "both impingement mortality and entrainment of all life stages of fish and shellfish to 90 percent or greater" of the Track 1 reduction.¹³ The initial permitting for Track 2 is generally thought to be a more lengthy and involved process by requiring the facility to conduct a

⁶ See *Cronin v. Browner* (S.D.N.Y. 1995) 898 F.Supp. 1052.

⁷ 66 Fed. Reg. 65338 (December 18, 2001), codified at 40 CFR. pt. 125, subpt. I.

⁸ 40 CFR. §125.81.

⁹ *Id.* §125.80(c).

¹⁰ Track 1 distinguishes between facilities withdrawing between 2 and 10 mgd, and those withdrawing more than 10 mgd. None of California's coastal OTC facilities falls into the lesser category; therefore, the discussion of Track 1 in the Policy refers only to requirements for facilities 10 mgd or greater.

¹¹ 40 CFR §125.86(b)(4)

¹² *Id.* §125.84(d)(1).

¹³ 66 FR 65318 (No. 243)

comprehensive demonstration study (CDS) that must be submitted to the permitting authority along with the NPDES application. The CDS must contain an evaluation of the different technology measures that the facility proposes to use as well as a source water biological characterization and a verification monitoring plant that will demonstrate continued compliance, subject to the approval of the permitting authority.¹⁴ Track 2 permitted restoration to be used as a compliance technology.

The Phase I rule also includes a variance provision, which authorizes the permitting agency to impose less stringent requirements than those contained in the rule under two circumstances.¹⁵ These are: (1) facility-specific data indicates that compliance with the rule would result in compliance costs wholly out of proportion to the costs USEPA considered in establishing the rule; and (2) compliance would result in significant adverse impacts on local air quality, water resources, or energy markets.

The Phase I rule, as proposed, allowed restoration to be used as a “technology” for compliance under Track 2. Following a legal challenge by both industrial and environmental petitioners, the Second Circuit Court of Appeals remanded those aspects of the rule that permitted restoration, noting that restoration conflicted with CWA §316(b)’s requirement to minimize impacts rather than compensate for those impacts after they have occurred.¹⁶ Additional challenges to Phase I were unsuccessful.

1.3.3 *Phase II Rule*

On July 23, 2004, USEPA adopted intake regulations for large existing power plants (Phase II).¹⁷ The Phase II rule applied to existing electric generating plants that are designed to withdraw at least 50 mgd and use at least 25 percent of their withdrawn water for cooling purposes.¹⁸

In the Phase II rule, USEPA did not base the performance standards on closed-cycle wet cooling, opting instead to use a range of technologies that it determined to be “commercially available for the industries affected as a whole” but still capable of achieving acceptable impingement mortality and entrainment reductions.¹⁹ Closed-cycle wet cooling was not considered for Phase II because, in USEPA’s determination, it was not the most “cost-effective” when considering the benefits that could be achieved by other technologies. The considerations for adopting closed-cycle cooling at an existing facility were believed to be fundamentally different from a new facility, which had the advantages of incorporating such changes into their initial designs without incurring performance penalties that triggered further compliance costs.²⁰

Using the “suite of technologies” approach, USEPA established the Phase II impingement mortality performance standard at 80 to 95 percent below the baseline calculation, while similarly requiring an entrainment reduction to 60 to 90 percent below baseline.²¹ Baseline values are defined as impingement mortality and entrainment (IM/E) that would occur at the facility absent any controls or modifications specifically designed to reduce such impacts. Under Phase II, the baseline design was considered to be a once-through system with standard intake screens (3/8-inch mesh) located parallel to the shoreline at the surface of the intake water body.

¹⁴ 40 CFR §125.84(d)(1).

¹⁵ *Id.* §125.85.

¹⁶ *Riverkeeper, Inc. v. USEPA* (2d Cir. 2004) 358 F.3d 174 (“*Riverkeeper I*”).

¹⁷ 69 Fed. Reg. 41683

¹⁸ See 40 CFR. §125.91.

¹⁹ 69 FR 41683 (No. 131)

²⁰ 69 FR 41605 (No. 131)

²¹ *Id.* §125.94(b)(1) and (2).

A facility could alternatively propose a modified baseline calculation if it could demonstrate that its intake system, by incorporating different design elements or technologies, was already achieving IM/E reductions, whether in whole or in part.²²

The Phase II rule allowed facilities to demonstrate BTA using one of five compliance alternatives, the first of which allowed a facility to demonstrate it had reduce its intake flow to a level commensurate with a closed-cycle wet system and its intake velocity to no more than 0.5 feet per second (fps), thereby exempting the facility from further compliance requirements. Three additional alternatives were varied approaches by which the facility could demonstrate it would achieve the performance standards described above, while the final alternative allowed a site-specific BTA determination that would be evaluated using one of two tests. Site-specific determinations could be based on either a “cost-cost” test, wherein a facility could show the actual compliance costs would be significantly greater than the costs USEPA considered in developing the Phase II rule, or a “cost-benefit” test, in which compliance costs were shown to be “significantly greater” than the benefits of meeting the performance standards.²³ Except for the first alternative, compliance could be achieved with any combination of design and construction technologies, operational measures, or restoration measures.

Following legal challenges by environmental and industrial petitioners, the Second Circuit Court of Appeals issued its ruling on the Phase II rule on January 25, 2007.²⁴ The *Riverkeeper II* decision remanded several significant provisions of the Phase II rule to USEPA for further clarification while remanding other portions as “impermissible constructions of the statute.”²⁵ The major remanded provisions included USEPA’s determination of BTA, the performance standard ranges, the site-specific BTA alternatives based on cost considerations, and the restoration provisions.

Among *Riverkeeper II*’s key findings:

- BTA cannot be interpreted as “best technology available commercially at an economically practicable cost,” as USEPA had done in Phase II, because the statute does not expressly authorize cost tests. Costs may be considered, however, in two limited ways: (1) to determine whether the costs of a technology can reasonably be borne by the industry; and (2) to engage in a cost-effectiveness analysis in determining BTA, e.g., selecting between two technologies that achieve substantially similar performance but at disproportionate costs.
- The cost-benefit compliance alternative is impermissible because the statute does not authorize a site-specific BTA determination using a cost-benefit analysis. The court restated its conclusion in *Riverkeeper I* that the CWA does not permit USEPA to consider water quality, i.e. wildlife levels in the water body, in making BTA determinations.
- BTA must be based on the optimally best performing technology rather than the average performance at multiple facilities.
- Restoration provisions are plainly inconsistent with the statute and impermissible in the Phase II rule.

²² 40 CFR § 125.93

²³ *Id.* §125.94(a)(5).

²⁴ See *Riverkeeper, Inc. et al. v. U.S. Environmental Protection Agency*, (2nd Cir, January 25, 2007) 475 F.3d 83. (“*Riverkeeper II*”)

²⁵ *Id.*

In response to the Second Circuit's ruling, USEPA suspended the Phase II rule on March 20, 2007 and directed permitting authorities to use BPJ to implement 316(b) requirements.²⁶ Industry groups appealed to the US Supreme Court, which agreed to review only the narrow questions of whether USEPA permissibly relied upon on a cost-benefit test to develop the Phase II performance standards or, by extension, could allow for a site-specific variance that also relied on cost-benefit.

The US Supreme Court issued its ruling (*Entergy Corp. v. Riverkeeper, Inc. et. al. (2009) 556 U.S. [129 S.Ct. 1498]*) on April 1, 2009. The majority opinion effectively reversed the Second Circuit's ruling by agreeing with USEPA's contention that a cost-benefit test, while not expressly authorized in the 316(b) statute, is not prohibited either. USEPA may, at its discretion, act using its own interpretation of a silent or ambiguous statute provided that interpretation can be considered reasonable; it is not necessary for the courts to agree that the interpretation is the *most* reasonable.²⁷ Notably, the *Entergy* decision does not require USEPA to consider a cost-benefit approach in any future 316(b) rulemaking effort, including a revised Phase II rule.

1.3.4 Porter-Cologne

The Porter-Cologne Water Quality Control Act (Porter-Cologne)²⁸, enacted in 1969, is the primary water quality law in California. Porter-Cologne addresses two primary functions – water quality control planning and waste discharge regulation. Porter-Cologne is administered regionally, within a framework of statewide coordination and policy. The state is divided into nine regions, each governed by a Regional Water Board. The State Legislature, in adopting Porter-Cologne, directed that the State's waters “shall be regulated to attain the highest water quality which is reasonable[.]”²⁹

The State Water Board oversees and guides the Regional Water Boards through several activities, including the adoption of statewide water quality control plans³⁰ and state policies for water quality control³¹. The State Water Board-adopted California Ocean Plan, for example, designates ocean waters for a variety of beneficial uses, including rare and endangered species, marine habitat, fish spawning and migration and other uses, and establishes water quality objectives to protect those uses.³² The State Water Board is also charged with adopting state policies for water quality control, which may consist of principles or guidelines deemed essential by the State Water Board for water quality control.³³

Under Porter-Cologne, the State and Regional Water Boards regulate waste discharges that could affect water quality through waste discharge requirements.³⁴ In addition, the state is authorized to issue NPDES permits to point source dischargers of pollutants to navigable waters. In 1972, the California Legislature amended Porter-Cologne to provide the state the necessary authority to implement an NPDES permit program in lieu of a USEPA-administered program under the CWA.³⁵ To ensure consistency with CWA requirements, Porter-Cologne requires that the Water Boards issue and administer NPDES permits such that all applicable CWA requirements are met.³⁶ The State Water Board is designated as the state water pollution

²⁶ As of the publication of this study, EPA has not formally withdrawn the Phase II rule, noting that future litigation may be possible.

²⁷ See *Chevron USA, Inc. v. Natural Resources Defense Council, Inc.* (1984) 467 US 837.

²⁸ Wat. Code §13000 et seq.

²⁹ See *id.*

³⁰ See *id.* §13170.

³¹ See *id.* §13140 et seq.

³² California Ocean Plan (2005), chs. 1 & 2.

³³ Wat. Code §13142.

³⁴ See *id.* §§13263, 13377.

³⁵ Wat. Code, div. 7, ch. 5.5.

³⁶ *Id.* §13377; see also Cal. Code Regs., tit. 23, §2235.2.

control agency under the CWA and is authorized to exercise any powers accordingly delegated to the State.^{37,38}

In one section, Porter-Cologne contains a provision addressing coastal facilities that withdraw water for industrial purposes, although the provision only applies to “new or expanded facilities.” California Water Code (Cal Wat. Code) §13142.5(b) requires each new or expanded coastal power plant or other industrial installation using seawater for cooling, heating or industrial processing to use “the best available site, design, technology, and mitigation measures feasible . . . to minimize the intake and mortality of all forms of marine life.”

Prior to this Policy, the State Water Board had not adopted any state policies or water quality control plans to implement 316(b) or Cal Wat. Code §13142.5. Over 30 years ago, the State Water Board adopted a policy on the use of fresh inland surface waters for power plant cooling. That policy, in Resolution No. 75-58 (“Water Quality Control Policy on the Use and Disposal of Inland Waters Used for Power Plant Cooling”),³⁹ was intended to discourage the use of inland water resources for once-through cooling by favoring the use of treated wastewater or seawater for cooling in order to conserve diminishing fresh water sources for other uses. The 1975 policy does not explicitly address 316(b)-related impacts from cooling water systems and is out of date even with respect to the State’s increasing demands on all water resources, fresh or marine.

1.3.5 Current Status

The Phase I rule remains the governing regulation for all new facilities subject to 316(b). As stated previously, USEPA suspended the Phase II rule after the *Riverkeeper II* decision and, as of the Policy’s adoption, has not declared its intent to revise or reissue a comparable regulation. USEPA did not suspend 40 CFR §125.90 (b), however. This regulation retains the requirement that permitting authorities, in the absence of nationwide standards, use BPJ to implement 316(b) requirements on a case-by-case basis.

For existing facilities, this is essentially the same regulatory environment that has persisted since the CWA was adopted in 1972. The absence of a uniform BTA standard, or at least a definitive process by which BTA determinations can be made, inhibits permitting authorities’ ability to implement 316(b) consistently from site to site. As part of the withdrawn 1977 rule, USEPA did issue a draft guidance document that describes recommended studies for evaluating the impacts and recommends a process for determining BTA.⁴⁰ This document, however, is outdated and does not capture the significant advances that have been made in cooling water intake technologies nor the more accurate methods available to quantify the true nature of these impacts. Likewise, several USEPA General Counsel opinions from the 1970’s address interpretation of §316(b).⁴¹ None of these administrative documents is binding on the states, however.

Recent state and federal court decisions, however, provide some guidance as to what may or may not be considered when implementing 316(b) for existing facilities. The *Riverkeeper I* decision affirmed USEPA’s BTA decision basis and implementation approach for Phase I, notably excepting any role for restoration in achieving compliance as a direct contravention of

³⁷ *Id.* §13160.

³⁸ *Id.* §§13372, 13377. EPA’s permit regulations are contained in 40 CFR. parts 122, 123, and 124.

³⁹ State Water Board Resolution No. 75-58.

⁴⁰ Draft Guidance for Evaluating the Adverse Impact of Cooling Water Intake Structures on the Aquatic Environment: Section 316(b) P. L. 92-500 (May 1, 1977).

⁴¹ See, e.g., Op. EPA Gen. Counsel (Jan. 17, 1973), stating that the authority to regulate under §316(b) was not dependent on the prior issuance of thermal effluent limitations and that cooling water intake limitations could be imposed under §402(a)(1); Op. EPA Gen. Counsel 63 (July 29, 1977).

the statute. The Second Circuit reiterated that conclusion in *Riverkeeper II* and also remanded portions of the Phase II rule that expressed BTA as performance ranges rather than mandating the best achievable performance within that range.

The *Riverkeeper I* and *II* decisions affirmed USEPA's approach to determining what constitutes adverse environmental impact in both the Phase I and Phase II rules. Following its own ecological risk assessment guidelines, USEPA concluded that it is reasonable to interpret adverse environmental impact as "including impingement and entrainment, diminishment of compensatory reserves, stresses to the population or ecosystem, harm to threatened or endangered species, and impairment of State...water quality standards"⁴² and should be minimized to the maximum extent practicable. Industry petitioners had argued that any impacts must be shown to have deleterious effects on the overall fish and shellfish populations influenced by the intake before it can be considered adverse environmental impact and thus subject to additional regulation. The Second Circuit rejected this argument, recognizing USEPA's approach was reasonable in light of Congress' inclusion of a technology-based approach in 316(b), whereas any consideration of population effects would transform the statute to a water-quality-based measure.

The *Entergy* decision is significant in that it affirmed the use of a cost-benefit analysis as a reasonable approach that *may* be used to determine best technology available. The Court explicitly noted, however, that USEPA was not *required* to use this method under the statute and could have presumably issued a Phase II rule that did not rely so heavily on cost-benefit. Nor did the Court rule on the specifics of how such a cost-benefit approach was to be used, e.g., how are benefits meant to be monetized and what threshold test should be used, although members did express concern over the ambiguity in the term "significantly greater" and how it differed from the wholly disproportionate approach.

A recent court proceeding involving the Central Coast Regional Water Board's BPJ-based permit for the Moss Landing Power Plant may also be instructive as to how cost-benefit test may be incorporated into the Policy. The proposed permit authorized the facility to use once-through cooling for two new combined-cycle generating units that would be constructed to replace other units slated for retirement. Relying on decision law interpreting 316(b) on a case-by-case basis, the Central Coast Regional Water Board had determined that the costs of other technologies, including closed-cycle wet cooling, were wholly disproportionate to the environmental benefits that could be gained.

A non-profit advocacy organization, Voices of the Wetlands, challenged the permit's basis, claiming the Central Coast Regional Water Board had improperly relied on the environmental enhancement plan as a substitute for selecting BTA and had improperly applied the wholly disproportionate test without a clear definition or formula.⁴³ The appellate court, however, upheld the district court's finding that the Central Coast Regional Water Board did not improperly use the environmental enhancement plan in lieu of technology to implement 316(b). Instead the court held that the enhancement plan served as the basis for monetizing benefits that could then be compared to costs using the cost-benefit test. Furthermore, both the district and appellate courts⁴⁴ upheld the wholly disproportionate method as applied in this case, stating the analysis had "considered such factors as the magnitude of the impact, the degree to which it

⁴² 66 FR 65292 (No. 243)

⁴³ *Voices of Wetlands v. California State Water Resources Control Bd.* (2007) 157 Cal. App. 4th 126869 Cal.Rptr.3d 487

⁴⁴ The California Supreme Court granted a petition for review of the appellate decision on March 18, 2008. 74 Cal.Rptr 3d 453.

reasonably could be minimized, and the proportionality of the cost of doing so,” all of which were proper under the BPJ standard.⁴⁵

1.3.6 CEQA Analysis and Impact of Proposed Policy

The State Water Board is the lead agency for this project under the California Environmental Quality Act, or CEQA,⁴⁶ and is responsible for preparing environmental documentation for the proposed Policy. The California Secretary of Resources has certified the State Water Board’s water quality planning process as exempt from certain CEQA requirements, including the requirements to prepare Environmental Impact Reports (EIRs), Negative Declarations, and Initial Studies.⁴⁷ Instead, the State Water Board must fulfill the requirements of its “certified regulatory program” regulations when adopting plans, policies, and guidelines.

Despite this limited exemption, the State Water Board must still comply with CEQA’s overall objectives, which are to: 1) inform the decision makers and public about the potential significant environmental effects of a proposed project; 2) identify ways that environmental damage may be mitigated; 3) prevent significant, avoidable damage to the environment by requiring changes in projects, through the use of alternative or mitigation measures when feasible; and 4) disclose to the public why an agency approved a project if significant effects are involved.⁴⁸

State Water Board regulations (Title 23, Cal. Code of Reg. Chapter 27, §3777) require that a document prepared under its certified regulatory program must include:

- A brief description of the proposed project;
- Reasonable alternatives to the proposed project; and
- Mitigation measures to minimize any significant adverse environmental impacts of the proposed activity.

Accordingly, the State Water Board prepares programmatic substitute environmental documents (SEDs) in lieu of EIRs or other environmental documents when proposing statewide water quality objectives and programs of implementation. This Staff Report fulfills the requirements of a substitute environmental document. Until recently, the State Water Board referred to these formal planning documents as functional equivalent documents, although there is no substantive difference between them. Responses to comments and consequent revisions to the information in the Draft Staff Report are subsequently presented in a draft Final Staff Report for consideration by the State Water Board. After the State Water Board has certified the document as adequate, the document is re-titled as the Final Staff Report.

In addition, CEQA imposes specific obligations on the Water Boards when they adopt rules or regulations establishing performance standards or treatment requirements. Public Resources Code §21159 requires that the Water Boards concurrently perform an environmental analysis of the reasonably foreseeable methods of compliance. The environmental analysis must address the reasonably foreseeable environmental impacts of the methods of compliance and reasonably foreseeable alternatives and mitigation measures.

Public Resources Code §21159 does not require the State Water Board to prepare a “project level analysis”. Rather, the State Water Board must prepare a program-level analysis, i.e. a Tier 1 analysis, that takes into account a reasonable range of environmental, economic, and technical factors, population and geographic areas, and specific sites. Site-specific or project-

⁴⁵ *Id.* at 45.

⁴⁶ Public Resources Code, §21000 *et seq.*

⁴⁷ Cal. Code Regs., tit. 14, §15251(g); see Public Resources Code, §21080.5.

⁴⁸ Cal. Code Regs., tit. 14, § 15002(a).

level impacts will be considered by the appropriate public agency that is ultimately responsible for approving or implementing individual projects.

1.3.7 *Compliance with Cal. Wat. Code §§ 13241 and 13242*

In addition to the factors assessed under CEQA, Cal. Wat. Code §13241 requires the assessment of specific factors when the State or Regional Water Boards establish water quality objectives to ensure the reasonable protection of beneficial uses. Factors to be considered by the State or Regional Board in establishing water quality objectives include:

- Past, present, and probable future beneficial uses of water.
- Environmental characteristics of the hydrographic unit under consideration.
- Water quality conditions that could reasonably be achieved through control of all factors affecting water quality.
- Economic considerations.
- The need for developing housing within the region.
- The need to develop and use recycled water.

Cal. Wat. Code §13242 requires the State and Regional Water Boards to formulate a program of implementation for the water quality objective under consideration by the Board. The program of implementation for achieving water quality objectives shall include, but not be limited to:

- A description of the nature of actions that is necessary to achieve the objectives, including recommendations for appropriate action by any entity, public or private.
- A time schedule for the actions to be taken.
- A description of surveillance to be undertaken to determine compliance with objectives.

1.4 PUBLIC PROCESS

Public involvement in the policy development process began on September 26, 2005 when the State Water Board held a public workshop in Laguna Beach to solicit comments and information as to whether the State Water Board should adopt a statewide policy implementing 316(b). An additional workshop was held in Oakland on December 7, 2005. Following the input received at these meetings, the State Water Board released its scoping document, *Proposed Statewide Policy on Clean Water Act §316(b) Regulations*, on June 13, 2006.⁴⁹ A public scoping meeting was held on July 31, 2006 in Sacramento during which the State Water Board accepted written and oral comments on the scoping document.

Following USEPA's suspension of the Phase II rule, the State Water Board revised the proposed policy to incorporate regulatory changes directed by the *Riverkeeper II* decision and released an updated scoping document on March 18, 2008. Additional public scoping meetings were held on May 8, 2008 in San Pedro and May 13, 2008 in Sacramento. The State Water Board solicited comments on the revised scoping document from all interested parties no later than May 20, 2008.⁵⁰

In addition to the public scoping meetings, the State Water Board, in conjunction with other state agencies, sponsored a research results symposium, *Understanding the Environmental Effects of Once Through Cooling*, on January 15th and 16th at the University of California, Davis. The

⁴⁹ The scoping document is intended to provide the public with a preliminary proposal for a state policy and outline the different issues that will be considered when developing the final policy. Scoping meetings are held, and public comments accepted, to address public questions and identify additional areas that need to be addressed in the final policy.

⁵⁰ *Id.*

symposium gathered experts with extensive experience researching the many issues associated with power plant cooling to present findings from current research into areas such as engineering trends, compliance methods, and transmission system reliability. Presentations from the symposium can be found at

http://www.waterboards.ca.gov/water_issues/programs/npdes/cwa316.shtml.

1.5 ADVISORY AND SCIENTIFIC REVIEW PANELS

1.5.1 Expert Review Panel

In 1997, §57004 was added to the California Health and Safety Code (Senate Bill 1320-Sher) which requires an external scientific peer review of the scientific basis for any rule proposed by any board, office, or department within California Environmental Protection Agency (Cal/EPA). Scientific peer review helps strengthen regulatory activities, establishes credibility with stakeholders, and ensures that public resources are managed effectively.

At its April 20, 2006 meeting, the Ocean Protection Council adopted a “Resolution of the California Ocean Protection Council Regarding the Use of Once-Through Cooling Technologies in Coastal Waters.” In that resolution, the Ocean Protection Council resolved “to encourage the State Water Resources Control Board’s formation of a technical review group to ensure the required technical expertise is available to review each power plant’s data collection proposals, analyses and impact reductions, and fairly implement statewide data collection standards needed to comply with §316(b).”

The State Water Board recognizes that adverse impacts associated with OTC are often difficult to accurately quantify, particularly with regard to entrainment. The complexity of these issues underscores the need to seek input from technical experts in multiple disciplines, including ecological modeling, coastal marine biology, physical oceanographic processes, and engineering. The State Water Board, therefore, has contracted with Moss Landing Marine Laboratory to convene an Expert Review Panel (ERP) to review the scoping document and the proposed policy. Staff, in conjunction with the ERP, developed a set of questions relative to the draft policy that the ERP would then seek to answer.

The ERP membership comprises academic and consulting scientists as well as technical experts representing industry and the environmental community. Under the direction of Dr. Michael Foster, the ERP included:

- Dr. Gregor Caillet, Moss Landing Marine Laboratories
- Dr. Pete Raimondi, Professor and Chair, Department of Biology. University of California, Santa Cruz.
- David Bailey, Sr. Project Manager, EPRI
- Tim Hemig, Director, Environmental & New Business, NRG Energy
- Sarah Abramson, Director of Coastal Resources, Heal the Bay
- John Steinbeck, Vice President and Principal Scientist, Tenera Environmental

Questions presented to the ERP addressed the current state of impacts, proposed compliance options, and interim measures. The full text of each question and the ERP’s summary response are presented in Appendix B. Individual responses from each member are located at

http://www.waterboards.ca.gov/water_issues/programs/npdes/cwa316.shtml.

1.5.2 Interagency Working Group

The Interagency Working Group (IAWG) is an informal committee composed of staff from agencies that have a compelling interest in the State Water Board's policy development process. Depending on how facilities choose to comply with the Policy, secondary impacts may result that could affect the facility's air emissions or its status as a generator on the State's electrical grid. The State Water Board convened the IAWG so it could adequately address other state agency concerns prior to finalizing the policy. The IAWG consisted of staff members from the State Water Board, California Air Resources Board, California Independent Systems Operator (CAISO), State Lands Commission, California Coastal Commission, California Public Utilities Commission (CPUC) and the California Energy Commission (CEC).

1.6 PROPOSED PROJECT AND DESCRIPTION

The State Water Board is proposing the following project: the adoption of the *Water Quality Control Policy on the Use of Coastal and Estuarine Waters for Power Plant Cooling*. The Policy contains technology-based performance standards to address adverse impacts from OTC systems and an implementation plan that addresses potential effects to the State's electrical transmission system while simultaneously coordinating the efforts of the State and Regional Water Boards.

Subject facilities may demonstrate compliance with the Policy's performance standards using one of two alternatives. Track 1 achieves IM/E reductions by requiring minimum flow and intake velocity reduction levels, but exempts the facility from conducting significant future monitoring to verify compliance. Track 2 establishes minimum IM/E reductions compared to a calculation baseline that can be achieved with a combination of technologies and operational measures. The facility must also implement an ongoing verification monitoring plan. In limited circumstances, a facility may request alternative requirements if it demonstrates that the costs of compliance under Track 1 or Track 2 would be wholly disproportionate to the benefits to be gained.

The Policy contains additional criteria for nuclear facilities allowing for alternative requirements in the event compliance with Track 1 or Track 2 would conflict with Nuclear Regulatory Commission safety requirements. Nuclear facilities are also directed to fund independent, third-party studies that would analyze in detail the compliance options available to them, including costs. An oversight committee will review the studies and report to the State Water Board at which time the State Water Board will address the need, if any, to modify the Policy.

The Policy, if adopted, would apply to all existing power plants that currently operate OTC systems. These 19 facilities⁵¹ are located in coastal areas and estuaries extending from Humboldt Bay to San Diego Bay. Enforcement would be a joint effort between the State Water Board and Regional Water Boards for the North Coast (Region 1), San Francisco Bay (Region 2), Central Coast (Region 3), Los Angeles (Region 4), Central Valley-Sacramento (Region 5S), Santa Ana (Region 8) and San Diego (Region 9). The Policy also establishes an advisory committee comprising staff from the State's energy and environmental agencies to assist the State Water Board in reviewing implementation plans and prevent disruptions to the State's electrical supply. The committee will also advise the State Water Board as to the need, if any, to reopen the Policy for revision based on its findings.

⁵¹ Humboldt Bay Power Plant, Contra Costa Power Plant, Pittsburg Power Plant, Potrero Power Plant, Moss Landing Power Plant, Morro Bay Power Plant, Diablo Canyon Power Plant, Mandalay Generating Station, Ormond Beach Generating Station, Scattergood Generating Station, El Segundo Generating Station, Redondo Beach Generating Station, Harbor Generating Station, Alamitos Generating Station, Haynes Generating Station, San Onofre Nuclear Generating Station, Encina Power Plant, and South Bay Power Plant.

1.7 STATEMENT OF GOALS

CWA §316(b) establishes a technology-based requirement to minimize the adverse environmental impacts from cooling water intake structures. The Policy, if adopted, will establish a uniform regulatory approach that will further Porter-Cologne's mandate to attain the highest reasonable water quality possible for the use and enjoyment of the people of the state. Implementing the Policy will:

1. Address the adverse impacts associated with uncontrolled OTC facilities by reducing impingement mortality and entrainment;
2. Establish technology-based performance standards that will implement CWA §316(b) and replace the 35 year old interim BPJ-permitting approach.
3. Provide clear standards and guidance to permit writers to ensure consistent implementation across Regional Water Boards.
4. Coordinate implementation at the state level to address cross-jurisdictional concerns such as air emissions impacts and transmission grid stability.
5. Reduce the resource burden on the Regional Water Boards that would continue under the existing BPJ-permitting approach.

1.8 DOCUMENT ORGANIZATION

The remainder of this Supplemental Environmental Document is organized into the following sections:

Section 2—Background

Section 3—Available Technology-based Control Measures

Section 4—Issues and Alternatives

Section 5—Environmental Effects of the Proposed Policy

Section 6—Economic/Benefits

Appendix A—Proposed Water Quality Control Policy on the Use of Coastal and Estuarine Waters for Power Plant Cooling

Appendix B—Draft Environmental Checklist

Appendix C— Joint Proposal of Energy Agencies (July 2009)

Appendix D— Final Expert Review Panel Responses (July 2008)

Appendix E— Entrainment and Impingement Estimates (Steinbeck, July 2008)

2.0 BACKGROUND

The State's active OTC power plants are located in coastal or estuarine settings where they have access to large volumes of seawater or estuarine water for cooling purposes. These 19 facilities are permitted to withdraw more than 15 billion gallons of water per day combined, while providing more than 19,000 MW of generation capacity. However, many of these facilities are older and not operated at maximum capacity, and therefore only withdraw 10 billion gallons per day, on average.⁵² OTC power plants are located along the State's entire coastline from Humboldt Bay in the north to San Diego Bay in the south, with most facilities concentrated along the Southern California Bight from Point Conception to the US-Mexico border.

⁵² Steinbeck, 2008. Appendix A.

Facilities subject to the Policy are located in the Regions adjoining the Pacific Ocean (Regions 1, 2, 3, 4, 8, and 9) and the Sacramento-San Joaquin Delta (Region 5S).

2.1 ENVIRONMENTAL SETTING

2.1.1 North Coast (Region 1)

The North Coast Region (See Figure 1) comprises all regional basins, including Lower Klamath Lake and Lost River Basins, draining into the Pacific Ocean from the California-Oregon state line southern boundary and includes the watershed of the Estero de San Antonio and Stemple Creek in Marin and Sonoma Counties (Figure 1). Two natural drainage basins, the Klamath River Basin and the North Coastal Basin, divide the Region. The Region covers all of Del Norte, Humboldt, Trinity, and Mendocino Counties, major portions of Siskiyou and Sonoma Counties, and small portions of Glenn, Lake, and Marin Counties. It encompasses a total area of approximately 19,390 square miles, including 340 miles of coastline and remote wilderness areas, as well as urbanized and agricultural areas.

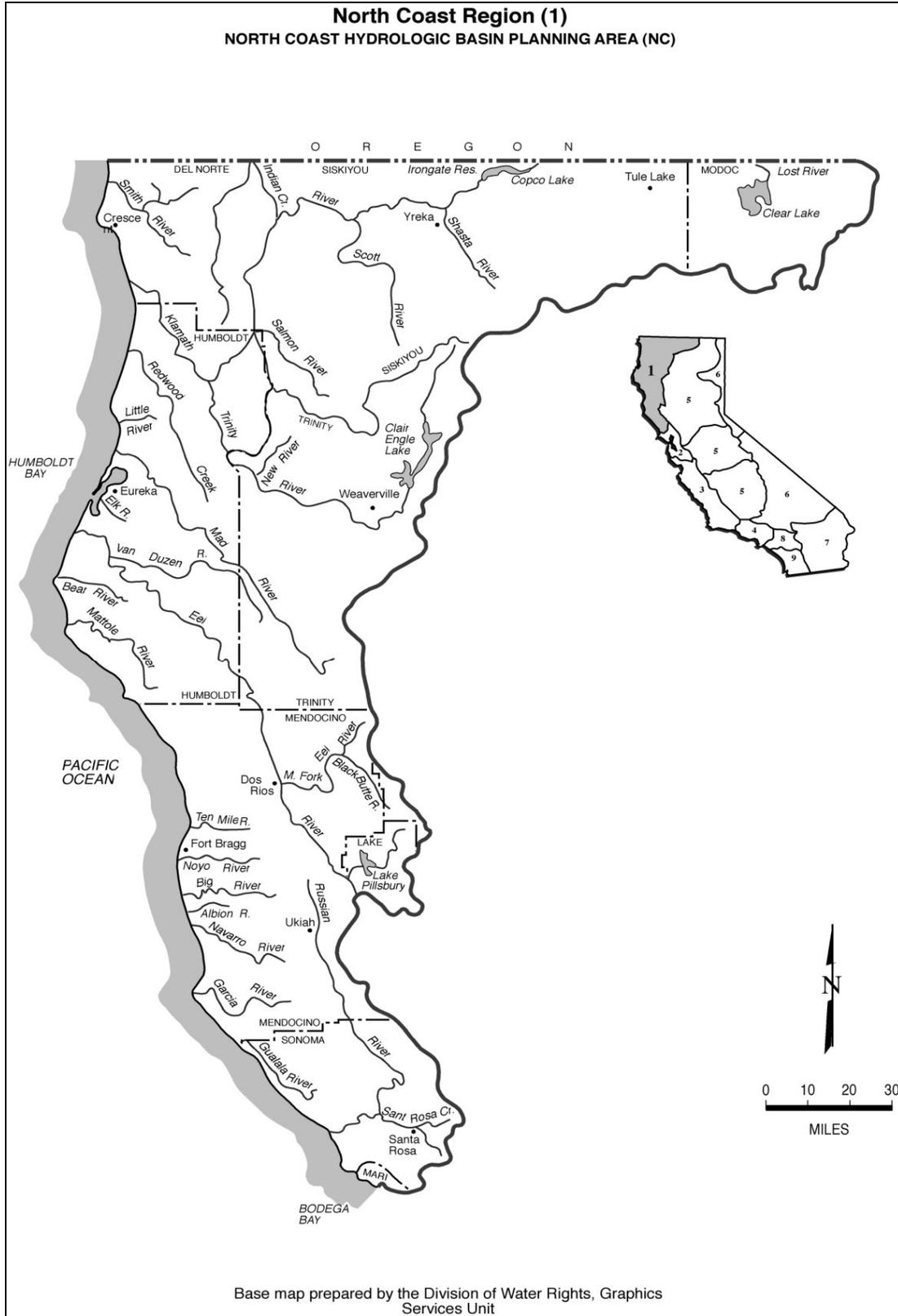
Beginning at the Smith River in northern Del Norte County and heading south to the Estero de San Antonio in northern Marin County, the Region encompasses a large number of major river estuaries, including the Klamath River, Redwood Creek, Little River, Mad River, Eel River, Noyo River, Navarro River, Elk Creek, Gualala River, Russian River, and Salmon Creek. Northern Humboldt County coastal lagoons include Big Lagoon and Stone Lagoon. The two largest enclosed bays in the Region are Humboldt Bay and Arcata Bay in Humboldt County. Another enclosed bay, Bodega Bay, is located in Sonoma County near the southern border of the Region.

Tidelands and marshes are extremely important to many species of waterfowl and shore birds, both for feeding and nesting. Cultivated land and pasturelands also provide supplemental food for many birds, including small pheasant populations. Tideland areas along the north coast provide important habitat for marine invertebrates and nursery areas for forage fish, game fish, and crustaceans. Offshore coastal rocks are used by many species of seabirds as nesting areas. Major components of the economy are tourism and recreation, logging and timber milling, aggregate mining, commercial and sport fisheries, sheep, beef and dairy production, and vineyards and wineries. The largest urban centers are Eureka in Humboldt County and Santa Rosa in Sonoma County.

The Region's only OTC power plant is the Humboldt Bay facility located on the bay's eastern shore a few miles southwest of Eureka, near the entrance from the Pacific Ocean. The facility is less than two miles north of the Humboldt Bay National Wildlife Refuge.

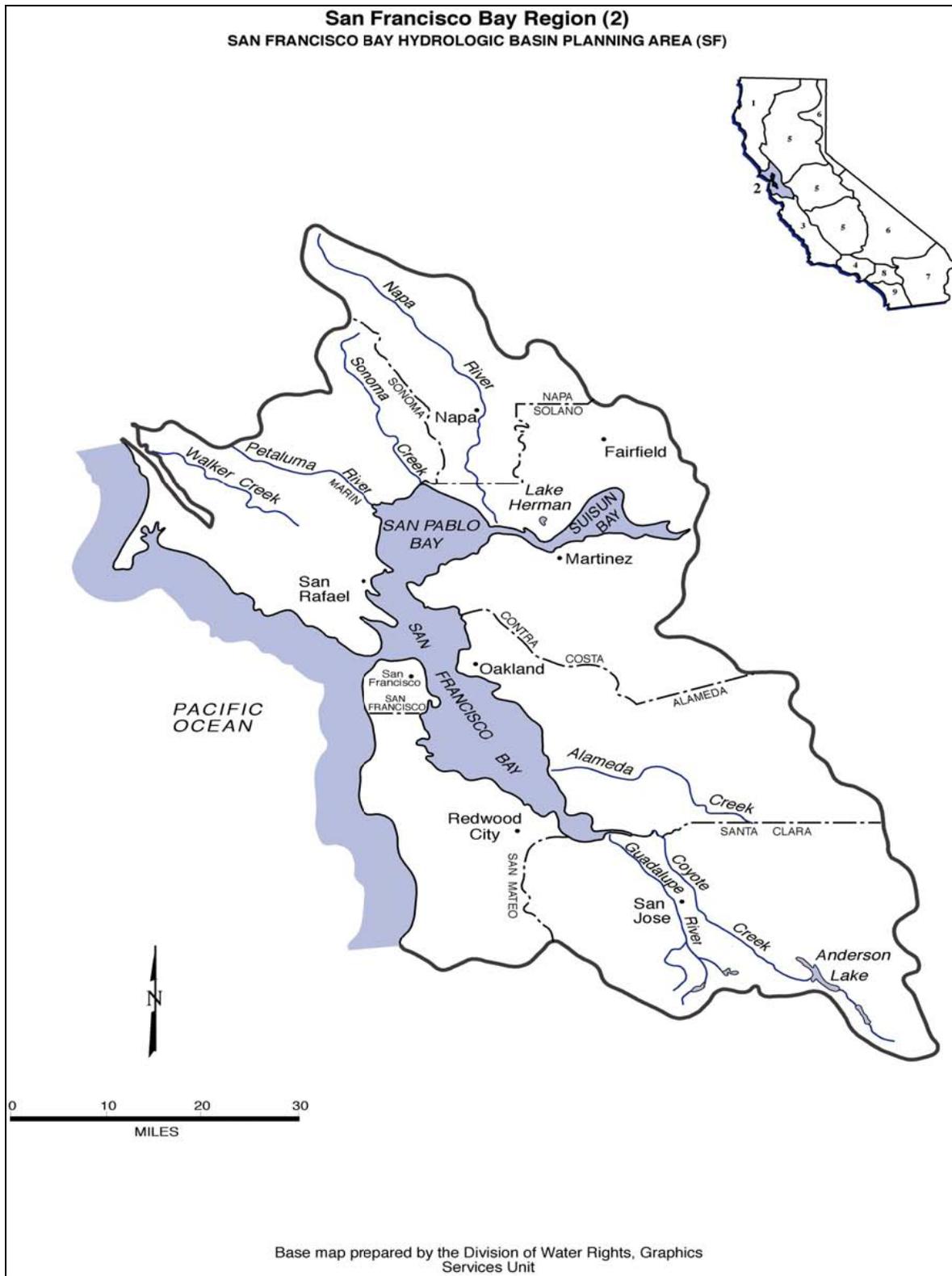
2.1.2 San Francisco Bay (Region 2)

The San Francisco Bay Region (See Figure 2) comprises San Francisco Bay, Suisun Bay beginning at the Sacramento River, and San Joaquin River westerly, from a line which passes between Collinsville and Montezuma Island. The Region's boundary follows the borders common to Sacramento and Solano Counties and Sacramento and Contra Costa Counties west of the Markely Canyon watershed in Contra Costa County. All basins west of the boundary, described above, and all basins draining into the Pacific Ocean between the southern boundary of the North Coast Region and the southern boundary of the watershed of Pescadero Creek in San Mateo and Santa Cruz Counties are included in the Region. The Region comprises most of the San Francisco Estuary to the mouth of the Sacramento-San Joaquin Delta. The San Francisco Estuary conveys the waters of the Sacramento and San Joaquin Rivers



Joaquin

Figure 1. North Coast Region



Rive

Figure 2. San Francisco Bay Region

to the Pacific Ocean. Located on the central coast of California, the Bay functions as the only drainage outlet for waters of the Central Valley. It also marks a natural topographic separation between the northern and southern coastal mountain ranges.

The Region's waterways, wetlands, and bays form the centerpiece of the fourth largest metropolitan area in the United States, including all or major portions of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma Counties.

The San Francisco Bay Water Board has jurisdiction over the part of the San Francisco Estuary that includes all of the San Francisco Bay segments extending east to the Delta (Winter Island near Pittsburg). The San Francisco Estuary sustains a highly dynamic and complex environment. Within each section of the Bay system lie deepwater areas that are adjacent to large expanses of very shallow water. Salinity levels range from hypersaline to fresh water, and water temperature varies widely. The Bay system's deepwater channels, tidelands, marshlands, fresh water streams, and rivers provide a wide variety of habitats within the Region. Coastal embayments including Tomales Bay and Bolinas Lagoon are also located in this Region. The Central Valley Water Board has jurisdiction over the Delta and rivers extending further eastward.

The Sacramento and San Joaquin Rivers enter the Bay system through the Delta at the eastern end of Suisun Bay and contribute almost all of the fresh water inflow into the Bay. Many smaller rivers and streams also convey fresh water to the Bay system. The rate and timing of these fresh water flows are among the most important factors influencing physical, chemical, and biological conditions in the Estuary. Flows in the Region are highly seasonal, with more than 90 percent of the annual runoff occurring during the winter rainy season between November and April.

The San Francisco Estuary is made up of many different types of aquatic habitats that support a great diversity of organisms. Suisun Marsh in Suisun Bay is the largest brackish-water marsh in the United States. San Pablo Bay is a shallow embayment strongly influenced by runoff from the Sacramento and San Joaquin Rivers.

The Central Bay is the portion of the Bay most influenced by oceanic conditions. The South Bay, with less freshwater inflow than the other portions of the Bay, acts more like a tidal lagoon. Together these areas sustain rich communities of aquatic life and serve as important wintering sites for migrating waterfowl and spawning areas for anadromous fish.

Two active OTC power plants are located in Region 2. The Potrero Power Plant is located in the San Francisco's Potrero Hill neighborhood, approximately 3.5 miles southwest of Yerba Buena Island in the Central San Francisco Bay. The Pittsburg Power Plant lies on the south bank of Suisun Bay near the confluence of the San Joaquin and Sacramento Rivers.

2.1.3 Central Coast (Region 3)

The Central Coast Region (See Figure 3) comprises all basins (including Carrizo Plain in San Luis Obispo and Kern Counties) draining into the Pacific Ocean from the southern boundary of the Pescadero Creek watershed in San Mateo and Santa Cruz Counties; to the southeastern boundary of the Rincon Creek watershed, located in western Ventura County (Figure 3).

The Region extends over a 300-mile long by 40-mile wide section of the state's central coast. Its geographic area encompasses all of Santa Cruz, San Benito, Monterey, San Luis Obispo, and Santa Barbara Counties as well as the southern one-third of Santa Clara County, and small portions of San Mateo, Kern, and Ventura Counties. Included in the Region are urban areas

such as the Monterey Peninsula and the Santa Barbara coastal plain; prime agricultural lands such as the Salinas, Santa Maria, and Lompoc Valleys; National Forest lands; extremely wet areas such as the Santa Cruz Mountains; and arid areas such as the Carrizo Plain.

Water bodies in the Central Coast Region are varied. Enclosed bays and harbors in the region include Morro Bay, Elkhorn Slough, Tembladero Slough, Santa Cruz Harbor, Moss Landing Harbor, San Luis Harbor, and Santa Barbara Harbor. Several small estuaries also characterize the region, including the Santa Maria River Estuary, San Lorenzo River Estuary, Big Sur River Estuary, and many others. Major rivers, streams, and lakes include San Lorenzo River, Santa Cruz River, San Benito River, Pajaro River, Salinas River, Santa Maria River, Cuyama River, Estrella River and Santa Ynez River, San Antonio Reservoir, Nacimiento Reservoir, Twitchel Reservoir, and Cuchuma Reservoir.

Three OTC facilities are located in Region 3. The Moss Landing Power Plant is located approximately 15 miles northeast of Monterey on Moss Landing Harbor near Elkhorn Slough. The Morro Bay Power Plant is located ½-mile due east of Morro Rock and withdraws water at the head of the shallow, enclosed Morro Bay. Diablo Canyon Power Plant, one of the State's two nuclear facilities, is located approximately 7 miles northwest of Avila Beach along an isolated stretch of the Pacific Coastline at the foot of the Irish Hills.

2.1.4 Los Angeles (Region 4)

The Los Angeles Region (See Figure 4) comprises all basins draining into the Pacific Ocean between the southeastern boundary of the watershed of Rincon Creek, located in western Ventura County, and a line which coincides with the southeastern boundary of Los Angeles County, from the Pacific Ocean to San Antonio Peak, and follows the divide, between the San Gabriel River and Lyle Creek drainages to the divide between Sheep Creek and San Gabriel River drainages (Figure 4).

The Region encompasses all coastal drainages flowing into the Pacific Ocean between Rincon Point (on the coast of western Ventura County) and the eastern Los Angeles County line, as well as the drainages of five coastal islands (Anacapa, San Nicolas, Santa Barbara, Santa Catalina, and San Clemente). In addition, the Region includes all coastal waters within three miles of the continental and island coastlines. Two large deepwater harbors (Los Angeles and Long Beach Harbors) and one smaller deepwater harbor (Port Hueneme) are contained in the Region. There are small craft marinas within the harbors, as well as tank farms, naval facilities, fish processing plants, boatyards, and container terminals. Several small-craft marinas also exist along the coast (Marina del Ray, King Harbor, Ventura Harbor); these contain boatyards, other small businesses, and dense residential development.

Several large, primarily concrete-lined rivers (Los Angeles River, San Gabriel River) lead to unlined tidal prisms which are influenced by marine waters. Salinity may be greatly reduced following rains since these rivers drain large urban areas composed of mostly impermeable surfaces. Some of these tidal prisms receive a considerable amount of freshwater throughout the year from publicly-owned treatment works that discharge tertiary-treated effluent and industrial effluent, including OTC discharges.

Santa Monica Bay, which includes the Palos Verdes Shelf, dominates a large portion of the open coastal water bodies in the Region. The Region's coastal water bodies also include the areas along the shoreline of Ventura County and the waters surrounding the five offshore islands in the Region.

Eight of the State's Coastal OTC facilities are located in Region 4.

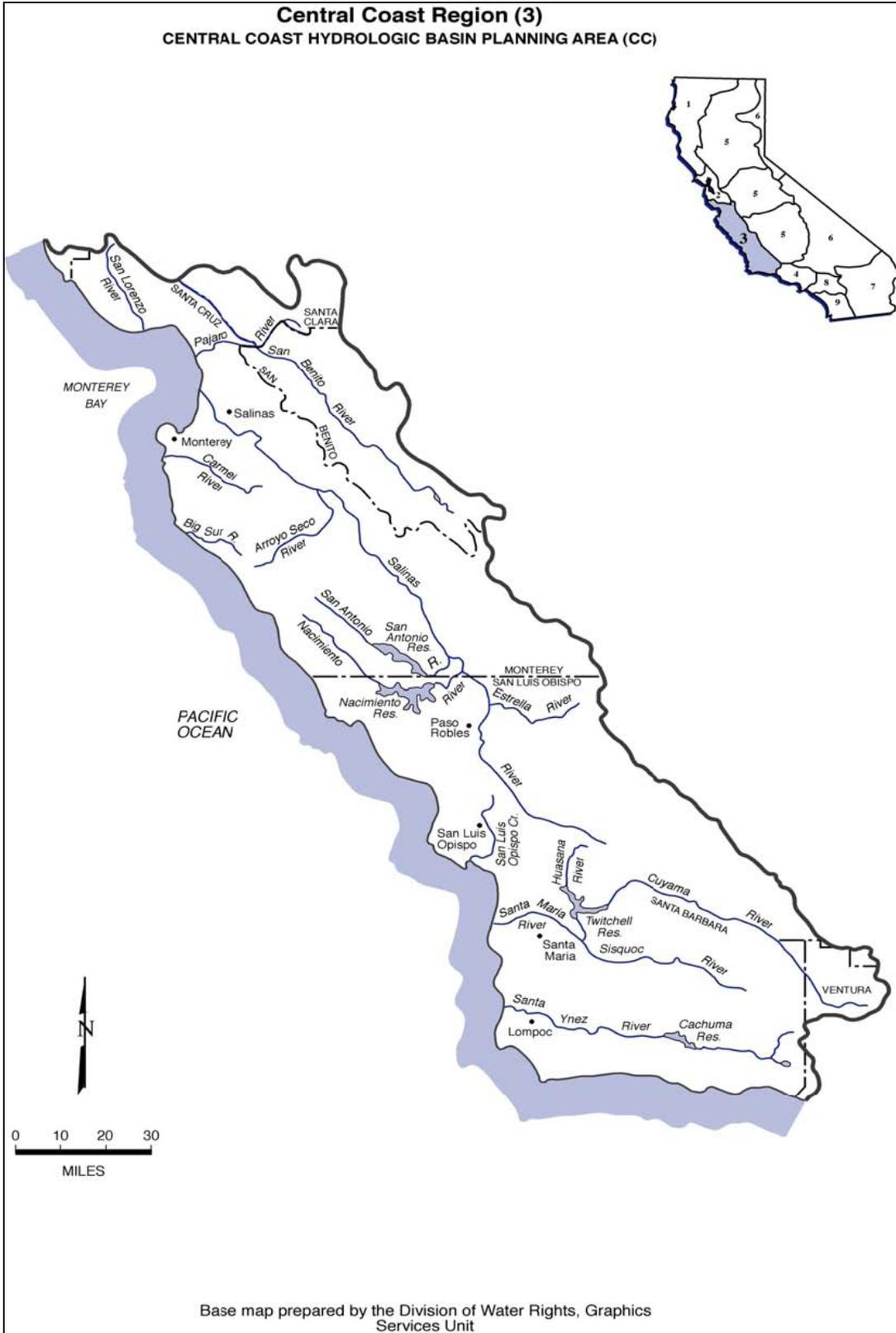


Figure 3. Central Coast Region

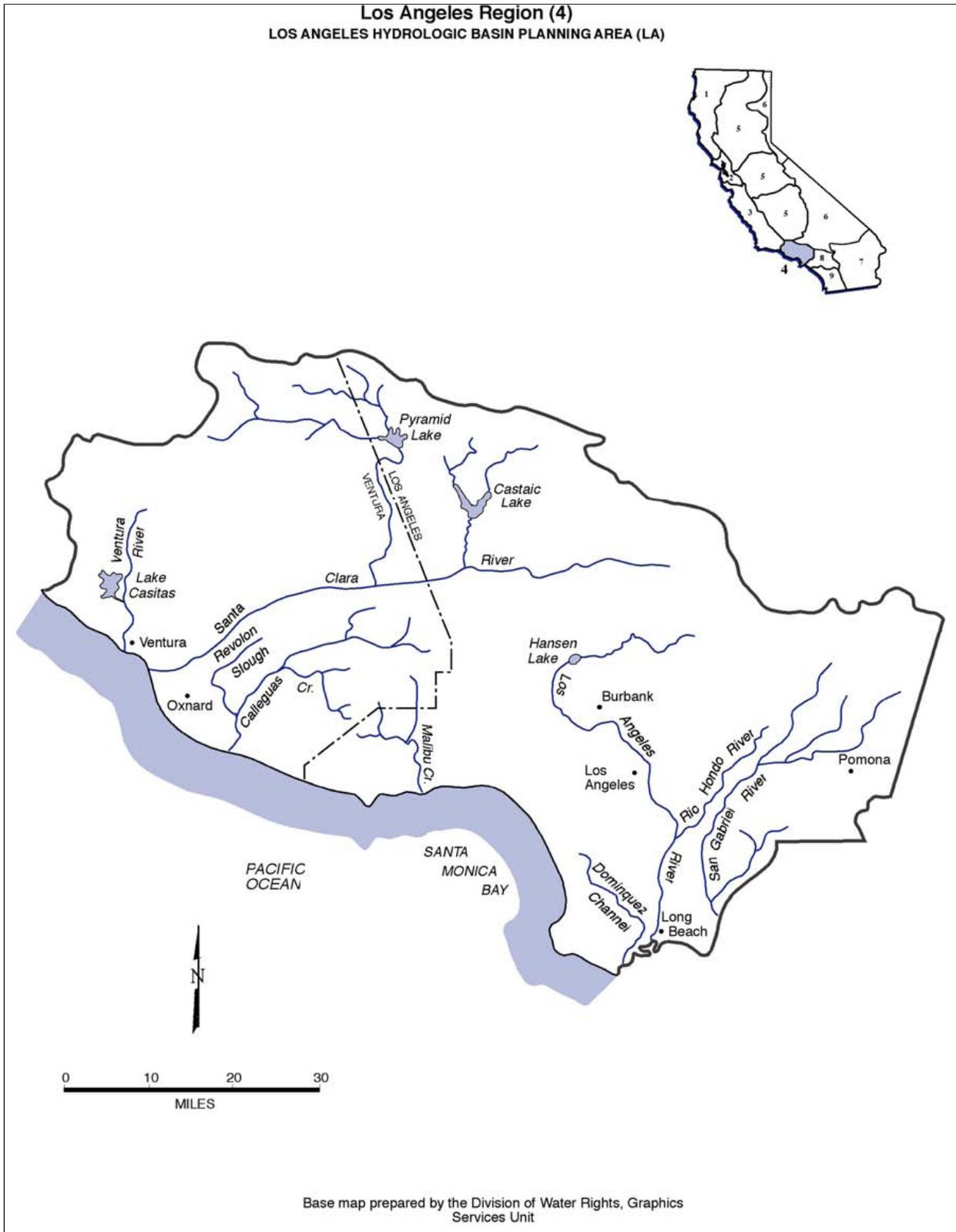


Figure 4. Los Angeles Region

Mandalay and Ormond Beach Generating Stations are located in Ventura County near Oxnard. Ormond Beach withdraws cooling water from a deep offshore location while Mandalay uses water from the Edison Canal and Channel Islands Harbor.

Scattergood, El Segundo, and Redondo Beach Generating Stations are located along the shoreline of Santa Monica Bay. Each withdraws water from deep offshore locations.

Harbor Generating Station is a small combined-cycle unit located in Los Angeles Harbor near Slip 5.

The Alamitos and Haynes Generating Stations are located on opposing banks of the San Gabriel River just north of the Orange County line. Each facility withdraws water from Alamitos Bay through surface, shoreline intakes.

2.1.5 Central Valley (Region 5S)

The Central Valley Region includes approximately 40 percent of the land in California stretching from the Oregon border to the Kern County/ Los Angeles County line. The region is divided into three basins.

The Sacramento River Basin covers 27,210 square miles and includes the entire area drained by the Sacramento River. The principal streams are the Sacramento River and its larger tributaries: the Pitt, Feather, Yuba, Bear, and American Rivers to the East; and Cottonwood, Stony, Cache, and Putah Creek to the west. Major reservoirs and lakes include Shasta, Oroville, Folsom, Clear Lake, and Lake Berryessa (see Figure 5).

The San Joaquin River Basin covers 15,880 square miles and includes the entire area drained by the San Joaquin River. Principal streams in the basin are the San Joaquin River and its larger tributaries: the Consumnes, Mokelumne, Calaveras, Stanislaus, Tuolumne, Merced, Chowchilla, and Fresno Rivers. Major reservoirs and lakes include Pardee, New Hogan, Millerton, McClure, Don Pedro, and New Melones (see Figure 6).

These two river basins cover about one fourth of the total area of the state and over 30 percent of the state's irrigable land. The Sacramento and San Joaquin Rivers furnish roughly 50 percent of the state's water supply.

The Sacramento and San Joaquin Rivers meet and form the Delta, which ultimately drains into the San Francisco Bay. The Delta is a maze of river channels and diked islands covering roughly 1,150 square miles, including 78 square miles of water area. Two major water projects located in the South Delta, the Federal Central Valley Project and the State Water Project, deliver water from the Delta to Southern California, the San Joaquin Valley, Tulare Lake Basin, the San Francisco Bay Area, as well as within the Delta boundaries.

Region 5S contains one OTC power plant. The Contra Costa Power Plant is located along the south shore of the San Joaquin River and withdraws water through a shoreline intake structure.

2.1.6 Santa Ana (Region 8)

The Santa Ana Region (See Figure 7) comprises all basins draining into the Pacific Ocean between the southern boundary of the Los Angeles Region and the drainage divide between Muddy and Moro Canyons, from the ocean to the summit of San Joaquin Hills; along the divide between lands draining into Newport Bay and Laguna Canyon to Niguel Road; along Niguel Road and Los Aliso Avenue to the divide between Newport Bay and Aliso Creek drainages; and

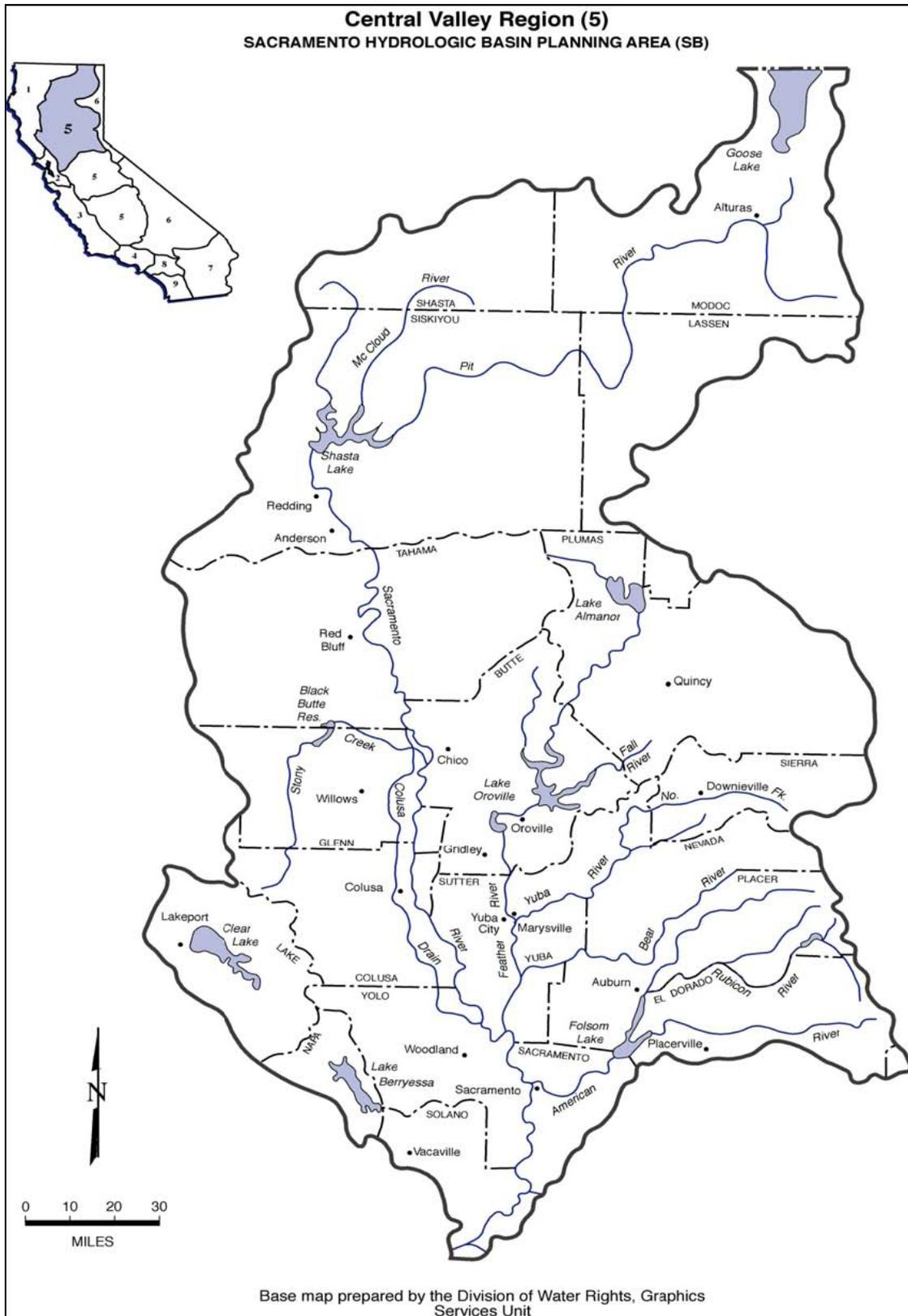


Figure 5. Central Valley Region (Sacramento)

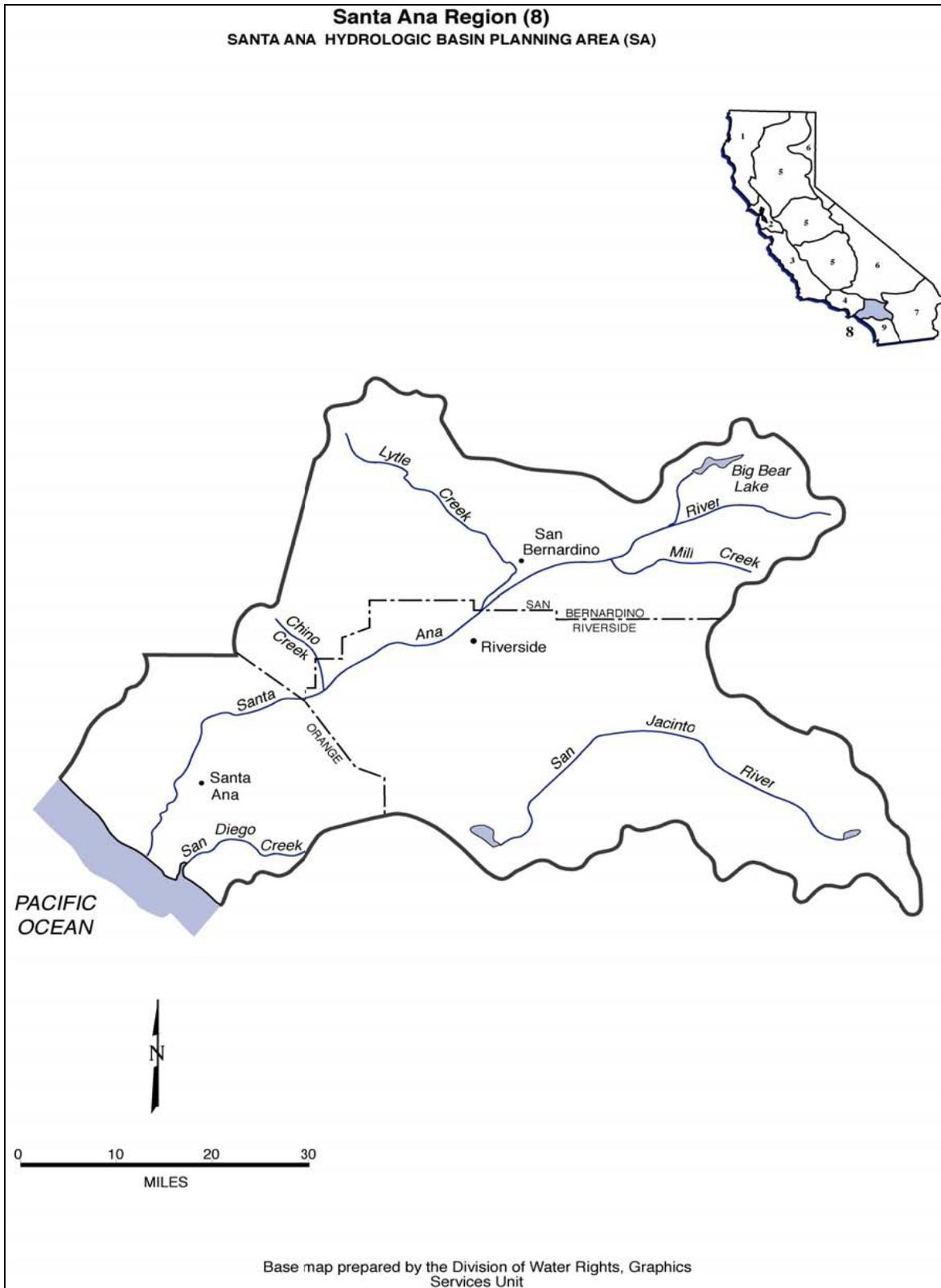


Figure 7. Santa Ana Region

Along the divide and the southeastern boundary of the Santa Ana River drainage to the divide between Baldwin Lake and Mojave Desert drainages; to the divide between the Pacific Ocean and Mojave Desert drainages.

The Santa Ana Region is the smallest of the nine Regions in the state (2,800 square miles) and is located in southern California, roughly between Los Angeles and San Diego. Although small geographically, the Region's four-plus million residents (1993 estimate) make it one of the most densely populated Regions. The climate of the Santa Ana Region is classified as Mediterranean: generally dry in the summer with mild, wet winters. The average annual rainfall in the Region is about fifteen inches, most of it occurring between November and March. The enclosed bays in the Region include Newport Bay, Bolsa Bay (including Bolsa Chica Marsh), and Anaheim Bay. Principal rivers include Santa Ana, San Jacinto and San Diego. Lakes and reservoirs include Big Bear, Hemet, Mathews, Canyon Lake, Lake Elsinore, Santiago Reservoir, and Perris Reservoir.

Region 8 contains one OTC power plant. The Huntington Beach Generating Station is located in Huntington Beach alongside the Santa Ana River and on the inland side of the Pacific Coast Highway and withdraws water from a deep offshore location.

2.1.7 San Diego (Region 9)

The San Diego Region (see Figure 8) comprises all basins draining into the Pacific Ocean between the southern boundary of the Santa Ana Region and the California-Mexico boundary (Figure 12). The San Diego Region is located along the coast of the Pacific Ocean from the Mexican border to north of Laguna Beach. The Region is rectangular in shape and extends approximately 80-miles along the coastline and 40 miles east to the crest of the mountains. The Region includes portions of San Diego, Orange, and Riverside Counties. The population of the Region is heavily concentrated along the coastal strip. Six deepwater sewage outfalls and one across the beach discharge from the new border plant at the Tijuana River empty into the ocean. Two harbors, Mission Bay and San Diego Bay, support major recreational and commercial boat traffic. Coastal lagoons are found along the San Diego County coast at the mouths of creeks and rivers.

San Diego Bay is long and narrow, 15 miles in length and approximately one mile across. A deep-water harbor, San Diego Bay has experienced waste discharge from former sewage outfalls, industries, and urban runoff. Up to 9,000 vessels may be moored there. San Diego Bay also hosts four major U.S. Navy bases with approximately 80 surface ships and submarines. Coastal waters include bays, harbors, estuaries, beaches, and open ocean. Deep draft commercial harbors include San Diego Bay and Oceanside Harbor and shallower harbors include Mission Bay and Dana Point Harbor. Tijuana Estuary, Sweetwater Marsh, San Diego River Flood Control Channel, Kendal-Frost Wildlife Reserve, San Dieguito River Estuary, San Elijo Lagoon, Batiquitos Lagoon, Agua Hedionda Lagoon, Buena Vista Lagoon, San Luis Rey Estuary, and Santa Margarita River Estuary are the important estuaries of the Region.

Region 9 contains 3 OTC power plants. San Onofre Nuclear Generating Station (SONGS), the second of the State's nuclear facilities, is located just south of the city of Oceanside on land leased from Camp Pendleton. The Encina Power Plant is located near the city of Carlsbad adjacent to the Agua Hedionda Lagoon. The South Bay Power Plant is located at the extreme southern end of San Diego Bay in the city of Chula Vista.

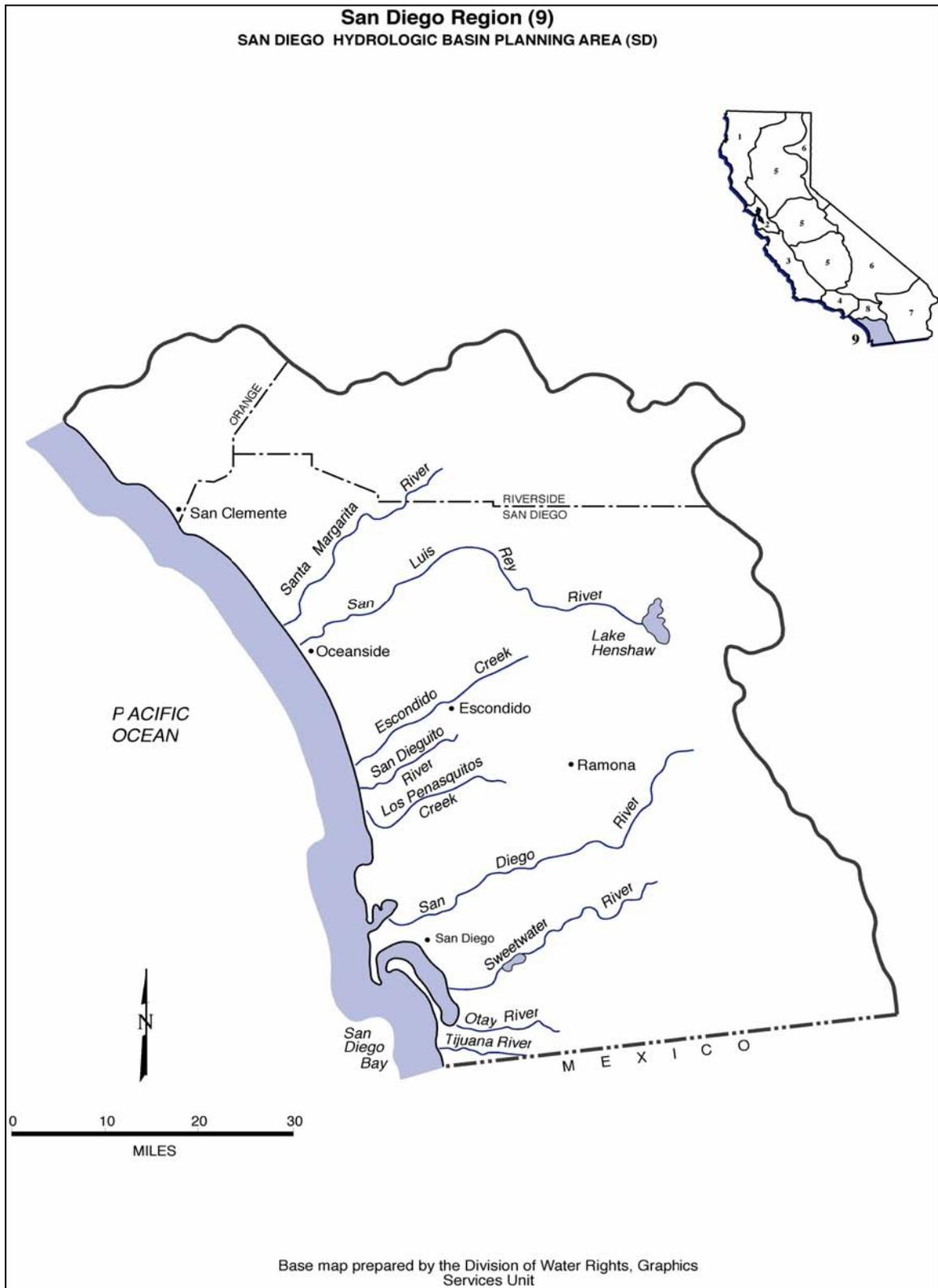


Figure 8. San Diego Region

2.2 BIOLOGICAL AND CUMULATIVE IMPACTS FROM ONCE THROUGH COOLING

OTC power plants are generally the largest volume dischargers in the State due to their high use of once through cooling water. Discharge volumes range from 78 to 2670 mgd, with the State's nuclear facilities, Diablo Canyon and SONGS, permitted to discharge 2,670 mgd and 2,587 mgd, respectively. The largest discharge volume from a conventional power plant is 1,282 mgd for Alamitos. By comparison, the largest wastewater treatment plant with an ocean discharge is the Hyperion wastewater plant (City of Los Angeles), which has a permitted flow of 420 mgd; most ocean dischargers of treated sewage are well below 50 mgd, including the City of San Francisco's Oceanside plant discharge (43 mgd).

Effluent limitations for point source surface water discharges (including power plant discharges) are implemented through NPDES permits and are designed to preserve a receiving water's designated beneficial uses, including aquatic life uses. Significant events that have resulted in fish kills, such as accidental spills or unauthorized discharges, or other violations of the Cal. Wat. Code or Fish and Game Code, are met with enforcement actions. Contrary to all of the limitations and prohibitions placed on discharges, the ongoing fish kills from OTC power plants—through impingement and entrainment—essentially constitute a de facto “take” permit from the State's coastal waters.

The consensus among regulatory agencies at both the state and federal levels is that once-through systems contribute to the degradation of aquatic life in their respective ecosystems. In its 2005 report, the CEC concluded once-through cooling systems were “partly responsible for ocean degradation” and contributed to declining fisheries and impaired coastal habitats through the intake of large volumes of water and the discharge of elevated-temperature wastewater.⁵³ The development record for both the Phase I and Phase II rules contain numerous documented examples of significant impacts from OTC on aquatic communities, including California.⁵⁴

2.2.1 *Impingement*

Most facilities that obtain cooling water from surface water sources use some method of primary screening to prevent large objects from being drawn through the cooling system, where they may clog or damage sensitive equipment. These screens typically have mesh panels with slot sizes ranging from 3/8 inch to 1 inch and are rotated periodically or removed to clean off any debris, including aquatic organisms.

Impingement occurs when organisms are trapped against the screen as a result of the force of the intake water and are unable to escape. Impinged organisms may asphyxiate if the force of the oncoming water prevents their gills from operating normally. Starvation or mortality from fatigue may result if organisms are held against the screen for prolonged periods. Even those organisms that are able to escape may suffer physical injuries, such as de-scaling, that make them more susceptible to death or predation. Impingement does not, however, always result in the death of the organism. Hardier species, particularly larger ones in their adult phases, are sometimes capable of withstanding the stresses of impingement. Modifications to screening systems may enable the capture and release of organisms before mortality or significant injury can occur.

Susceptibility to impingement is dependent on many factors, not the least of which is the target species and its inherent ability to out-swim the current induced by the intake system or its ability

⁵³ See CEC. *Issues and Impacts Associated with Once-Through Cooling at California's Coastal Power Plants: Staff Report*. CEC-700-2005-013. 2005.

⁵⁴ See USEPA, *Regional Analysis Document for the Final Section 316(b) Phase II Existing Facilities Rule*. EPA-821-R-02-003. 2004.

to withstand any physical injury that may occur from interaction with the screens. Survival, or avoidance of impingement altogether, is also influenced by the life stage and general health of the target organism. Environmental factors, such as relative areas of light and dark in the vicinity of the intake structure, may also contribute to an increased rate of impingement by triggering behavioral responses. Changes in temperature beyond the optimal range for some species may induce lethargy and impair the organism's ability to avoid or escape from the intake structure. In some cases, these behavioral responses can be exploited to prevent organisms from being impinged, although they are highly species specific and limited in their application.

2.2.2 Entrainment

Entrainment is the action of drawing smaller objects through the entire cooling water system, including the pumps and condenser tubes, and discharging them along with the cooling water and other plant wastes. Organisms susceptible to entrainment through cooling water systems are among the most fragile in the aquatic community because of their relatively small size (less than 3/8 inch) and life stage (typically fish eggs and larvae). Planktonic organisms such as these cannot independently escape the influence of an intake system and are instead reliant upon screening mechanisms or other methods to prevent their intake.

Organisms that find themselves entrained through a power plant cooling system will be subjected to dramatic changes in pressures as they pass through the pump and condenser. Water temperatures will rapidly increase by 10 to 25° F, or more, and decrease upon discharge and mixing with the receiving water. Physical injury may occur from the interaction with mechanical equipment and the shearing forces of pumps. Chemicals used to control biofouling in the system, such as chlorine, further complicate the ability of organisms to survive entrainment until they are discharged back to the water body.

Organisms that are entrained are presumed to have been killed, although there is some disagreement whether 100 percent mortality is a certainty. From a planning perspective, however, whether a very small fraction of entrained organisms survive is immaterial; the impact is substantial enough (i.e., 100% virtual mortality) to warrant action. Accordingly, the preferred method to reduce the adverse effects of entrainment is to prevent the interaction of susceptible organisms and the cooling system altogether. This can be accomplished in one of two ways: the use of a barrier technology with pores small enough to exclude entrainable organisms, or by reducing the facility's intake flow.

2.3 IMPINGEMENT MORTALITY AND ENTRAINMENT DATA

SONGS represents one example of impingement and entrainment impacts. Fish enter the SONGS cooling water system through an offshore cooling water intake, with a velocity cap, and then through a screen well to the fish return system. Those fish that do not enter the fish return system are impinged on traveling screens. An estimated 3.6 million fish were impinged in 2003 at SONGS. Fish species impinged included northern anchovy, queenfish, Pacific sardine, Pacific pompano, jacksmelt, white seaperch, walleye surfperch, shiner perch, white croaker, bocaccio, jack mackerel, salema, sargo, yellowfin croaker, specklefin midshipman, black perch, California grunion, topsmelt, cabezon, deep body anchovy, and others. No estimates are available for impinged invertebrates at SONGS. Annual entrainment of fish larvae at SONGS is estimated to be nearly 6 billion. This figure does not include invertebrate plankton, which are also entrained.⁵⁵

⁵⁵ SCE. *Proposal for Information Collection, San Onofre Nuclear Generating Station*. October 2005.

The Diablo Canyon facility withdraws seawater directly from an intake cove and through a shoreline intake structure. While impingement mortality is less than at SONGS, likely due to design and habitat differences between the two facilities, entrainment is still significant. Diablo Canyon entrainment impacts an average source water coastline length of 74 kilometers (46 miles) out to 3 kilometers (2 miles) offshore, an area of roughly 93 square miles, for nine taxa of rocky reef fish. These rocky reef fish included smoothhead sculpin, monkeyface prickleback, clinid kelpfishes, blackeye goby, cabezon, snubnose sculpin, painted greenling, Kelp/Gopher/Black-and-Yellow (KGB) Rockfish Complex, and blue rockfish. In that 93 square mile source water area, an average estimated proportional mortality of 10.8 percent was calculated for these rocky reef taxa. The rocky reef fish species with the largest calculated coastline impact was the smoothhead sculpin, having an estimated proportional mortality of 11.4 percent over 120 kilometers (75 miles) of coastline during a 1997-98 sampling period.⁵⁶

As an example of a conventional power plant, the South Bay Power Plant in San Diego Bay, assuming full operation, has an estimated annual impingement of 390,000 fish, 93 percent of which were anchovies. Impingement of certain invertebrates was also assessed at this plant; an estimated 9,019 crustaceans (shrimps, lobsters, crabs) and cephalopods (octopus and squid) were impinged annually. Annual estimated entrainment for 2003 was 2.4 billion fish larvae. Fish species most represented in the entrainment studies were gobies (arrow, cheekspot, and shadow), anchovy, combtooth blennies, longjaw mudsuckers, and silversides.⁵⁷

Impingement and entrainment data can be collected and reported using varying methods, making comparisons between facilities difficult. Some data provided in the 2008 Scoping Document were either inaccurate or outdated. The ERP, convened to support the State Water Board's policy development process, tasked one of its members to compile the most recent impingement and entrainment data for the OTC facilities and provide a summary report using standardized methods. **Table 2** (Entrainment) and **Table 3** (Impingement), and the discussion below, are reproduced from the report prepared by John Steinbeck of Tenera Environmental. Other ERP members agreed with the reported estimates.

Entrainment data were mostly compiled from recent studies of cooling water systems at power plants in California. Entrainment estimates are only presented for larval fishes because this is the only taxonomic group and life stage that was sampled consistently across all of the facilities. **Table 2** presents two sets of entrainment estimates. The first set is calculated using the annual average larval concentrations from the recent studies. The entrainment estimates were calculated by multiplying the larval concentrations by the total annual design and by the average 2000–2005 flows. The other set of entrainment estimates is from the published studies, which did not in all cases present estimates for both design and actual flows (shown as 'nc'). The only plants where recent representative data were not available were the Contra Costa and Pittsburg power plants located in the Sacramento-San Joaquin Delta (Delta) system. **Table 2** does present annual entrainment estimates for those two plants from studies completed thirty years ago in 1978–1979; no estimates based on the larval concentration from those studies were calculated because there have been so many long-term changes in flows and species composition within the Delta system that the estimates are unlikely to be representative of current conditions.

Impingement estimates are only presented for fishes because this is the only taxonomic group that was sampled consistently across all of the facilities. **Table 3** presents two sets of

⁵⁶ Diablo Canyon Power Plant Independent Scientist's Recommendations to the Regional Water Quality Control Board, Item no. 15 Attachment 1, Sept. 9, 2005 Meeting.

⁵⁷ Duke Energy South Bay LLC. *316(b) Proposal for Information Collection for South Bay (San Diego) Power Plant*. November 8, 2005.

*Proposed Water Quality Control Policy on the Use of
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Table 2. Estimated Annual Entrainment

| Facility | Design Flow (mgd) | 2000-2005 Average Flow (mgd) | Average Larval Fish Concentration (# per cubic meter) | Annual Larval Entrainment Estimate (#s) Based On: | | | |
|----------------------------|-------------------|------------------------------|---|---|--|-------------------------------|--------------------------------|
| | | | | Average Concentration and Design Flow | Average Concentration And Average Flow | Study Results and Design Flow | Study Results and Average Flow |
| Alamitos Units 1 and 2 | 207 | 121 | 2.6096 | 748,143,755 | 437,759,583 | nc | 121,970,937 |
| Alamitos Units 3 and 4 | 392 | 281 | 2.6096 | 1,414,663,347 | 1,013,512,946 | 1,109,972,442 | 728,944,910 |
| Alamitos Units 5 and 6 | 674 | 413 | 2.6338 | 2,454,486,046 | 1,503,067,179 | nc | 835,841,962 |
| Contra Costa Units 6 and 7 | 440 | 257 | recent data unavailable | | | nc | 95,110,000 |
| Diablo Canyon | 2,528 | 2,287 | 0.5051 | 1,765,532,613 | 1,596,971,533 | nc | 1,481,948,383 |
| El Segundo Units 1 and 2 | 207 | 69 | 0.516 | 147,937,420 | 49,426,499 | nc | 35,743,328 |
| El Segundo Units 3 and 4 | 399 | 265 | 0.516 | 284,368,596 | 189,249,580 | 276,934,913 | 186,532,003 |
| Encina | 857 | 621 | 3.6844 | 4,365,717,854 | 3,161,960,103 | 4,494,849,115 | 3,627,641,744 |
| Harbor | 108 | 59 | 1.0464 | 156,251,732 | 85,429,045 | 153,331,013 | 65,298,000 |
| Haynes | 968 | 258 | 3.25 | 4,348,289,797 | 1,159,409,807 | 4,527,644,084 | 3,649,208,392 |
| Huntington Beach | 514 | 179 | 0.4216 | 299,581,897 | 104,316,376 | 344,570,635 | nc |
| Mandalay | 253 | 234 | 0.4 | 140,164,653 | 129,172,964 | 141,736,337 | 33,422,317 |
| Morro Bay | 668 | 257 | 0.8991 | 830,359,489 | 318,873,127 | 859,337,744 | nc |
| Moss Landing Units 1 and 2 | 361 | 193 | 1.17 | 583,974,343 | 311,469,330 | 522,319,740 | nc |
| Moss Landing Units 6 and 7 | 865 | 387 | 0.7813 | 934,455,149 | 418,259,815 | 888,204,836 | nc |
| Ormond Beach | 685 | 521 | 0.0446 | 42,267,607 | 32,126,547 | 40,810,043 | 6,351,783 |
| Pittsburg Units 5 and 6 | 462 | 274 | recent data unavailable | | | nc | 175,230,000 |
| Potrero | 231 | 193 | 0.949 | 303,453,048 | 252,788,154 | 289,731,811 | nc |
| Redondo Units 5 and 6 | 217 | 51 | 1.1847 | 354,625,241 | 83,019,162 | 356,000,276 | 101,659,379 |
| Redondo Units 7 and 8 | 675 | 254 | 0.8276 | 772,030,657 | 290,738,095 | 744,808,585 | 189,537,344 |
| SONGS Unit 2 | 1,219 | 1,139 | 1.9649 | 3,310,586,813 | 3,094,578,330 | nc | 3,555,787,272 |
| SONGS Unit 3 | 1,219 | 1,154 | 1.9649 | 3,310,586,813 | 3,136,241,271 | nc | 3,261,783,562 |
| Scattergood | 495 | 309 | 0.7387 | 505,973,132 | 315,565,914 | 524,202,652 | 365,258,133 |
| South Bay | 601 | 417 | 2.8925 | 2,403,523,588 | 1,667,044,144 | 2,420,527,779 | nc |

Notes: nc = not calculated in report

Note: Humboldt Bay Power Plant is not included in this table because it has almost completed repowering with dry cooling.

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Table 3. Estimated Annual Impingement

| Facility | Design Flow (mgd) | 2000-2005 Average Flow (mgd) | Average (# per mgd) | Average Biomass (pounds per mgd) | Annual Normal Operations Impingement Based On: | | | | Heat Treatments (HT) | | | Total Annual Impingement Estimate Based On: | | | |
|----------------------------|-------------------|------------------------------|---|----------------------------------|--|----------------------------------|----------------------------|-----------------------------------|----------------------|---------------------------------|--|---|----------------------|-----------------|-----------------------|
| | | | | | Count and Design Flow (#) | Biomass and Design Flow (pounds) | Count and Average Flow (#) | Biomass and Average Flow (pounds) | Average # per HT | Average Biomass per HT (pounds) | Average Number of HTs per year (2000-2005) | Design Flow (#) | Design Flow (pounds) | Actual Flow (#) | Average Flow (pounds) |
| Alamitos Units 1 and 2 | 207 | 121 | 0.175 | 0 | 81,419 | 3,514 | 52,106 | 2,249 | n/a | n/a | n/a | | | | |
| Alamitos Units 3 and 4 | 392 | 281 | | | | | | | nc | nc | 29,013 | 1,252 | | | |
| Alamitos Units 5 and 6 | 674 | 413 | | | | | | | | | | | | | |
| Contra Costa Units 6 and 7 | 440 | 257 | no recent representative data available | | | | | | n/a | n/a | n/a | | | 107,621 | 2,741 |
| Diablo Canyon | 2,528 | 2,287 | 0.0058 | 0.0009 | 5,330 | 785 | 4,821 | 710 | n/a | n/a | n/a | nc | nc | nc | nc |
| El Segundo Units 1 and 2 | 207 | 69 | 0.0103 | 0.0035 | 779 | 265 | 260 | 89 | 227.25 | 72.18 | 1.3 | nc | nc | 186 | 63 |
| El Segundo Units 3 and 4 | 399 | 265 | 0.022 | 0.0068 | 3,209 | 995 | 2,136 | 662 | 229 | 94.6 | 3.7 | 2,521 | 542 | 1,527 | 473 |
| Encina | 857 | 621 | 0.6128 | 0.0256 | 191,824 | 8,016 | 138,932 | 5,806 | 15,831.83 | 747.7 | 6 | 289,562 | 12,878 | 215,583 | 9,609 |
| Harbor | 108 | 59 | 0.4945 | 0.1622 | 19,508 | 6,399 | 10,666 | 3,498 | n/a | n/a | n/a | 19,861 | 6,478 | 8,851 | 2,903 |
| Haynes | 968 | 258 | 0.1893 | 0.0041 | 66,901 | 1,462 | 17,838 | 390 | n/a | n/a | n/a | 56,613 | 1,227 | 53,442 | 1,168 |
| Huntington Beach | 514 | 179 | 0.4079 | 0.0227 | 76,582 | 4,270 | 26,666 | 1,487 | 5,887.00 | 338.7 | 4.8 | nc | nc | 51,082 | 2,848 |
| Mandalay | 253 | 234 | 0.794 | 0.0299 | 73,497 | 2,771 | 67,733 | 2,553 | 101.9 | 4.2 | 1.4 | 30,347 | 1,308 | 8,979 | 199 |
| Morro Bay | 668 | 257 | 0.3497 | 0.014 | 85,315 | 3,419 | 32,763 | 1,313 | n/a | n/a | n/a | nc | nc | 78,139 | 2,957 |
| Moss Landing Units 1 and 2 | 361 | 193 | 0.5804 | 0.0058 | 76,526 | 762 | 40,816 | 406 | n/a | n/a | n/a | 75,133 | 804 | 57,554 | 600 |
| Moss Landing Units 6 and 7 | 865 | 387 | 1.7895 | 0.0287 | 565,390 | 9,071 | 253,067 | 4,060 | n/a | n/a | n/a | 135,699 | 2,297 | 118,778 | 2,033 |
| Ormond Beach | 685 | 521 | 0.0711 | 0.0164 | 17,806 | 4,094 | 13,534 | 3,112 | 677.8 | 87.2 | 4.5 | 7,821 | 844 | 517 | 76 |
| Pittsburg Units 5 and 6 | 462 | 274 | no recent representative data available | | | | | | n/a | n/a | | nc | nc | 220,364 | 2,580 |
| Potrero | 231 | 193 | 1.509 | 0.0337 | 127,464 | 2,847 | 106,182 | 2,371 | n/a | n/a | n/a | 146,098 | 3,035 | 108,727 | 2,446 |
| Redondo Units 5 and 6 | 217 | 51 | 0.0075 | 0.0034 | 593 | 268 | 139 | 63 | 10.08 | 7.32 | 2 | 263 | 71 | 133 | 60 |
| Redondo Units 7 and 8 | 675 | 254 | 0.024 | 0.0085 | 5,913 | 2,084 | 2,227 | 785 | 157.5 | 37.9 | 4.8 | 2,910 | 1,315 | 1,101 | 388 |
| SONGS Unit 2 | 1,219 | 1,139 | 1.5787 | 0.0335 | 1,405,342 | 29,854 | 1,322,490 | 28,094 | 2,494.00 | 627.8 | 7.5 | nc | nc | 1,353,158 | 28,746 |
| SONGS Unit 3 | 1,219 | 1,154 | | | | | | | | | 7.8 | | | | |
| Scattergood | 495 | 309 | 0.8226 | 0.0814 | 148,840 | 14,727 | 92,829 | 9,185 | 10,155.00 | 788.4 | 5.2 | 108,843 | 11,619 | 95,241 | 9,422 |
| South Bay | 601 | 417 | 1.5921 | 0.0049 | 349,490 | 1,082 | 242,401 | 751 | n/a | n/a | n/a | 385,588 | 1,226 | nc | nc |

Notes: n/a= not applicable
nc = not calculated in report
Humboldt Bay Power Plant is not included in this table because it has almost completed repowering with dry cooling.

impingement estimates for both numbers and biomass of fishes. The first set is calculated using the annual average impingement rates during normal operations calculated from the recent studies. The total annual normal operations impingement estimates were calculated by multiplying the impingement rates by the total annual design and average 2000–2005 flows. These impingement estimates for normal operations would be added to the average annual impingement during heat treatments for the plants where heat treatments are used for controlling biofouling inside the cooling system. The other set of impingement estimates is from published studies, which did not in all cases present estimates for both design and actual flows (shown as 'nc'). These estimates include both normal operations and heat treatment impingement. The only plants where recent representative data were not available were the Contra Costa and Pittsburg power plants located in the Delta system. Table 3 does present annual impingement estimates for those two plants from studies completed thirty years ago in 1978–1979.

2.3.1 Cumulative Impacts

Further research is needed on the cumulative effects of closely situated power plants withdrawing cooling water from the same water body. It is difficult to accurately quantify cumulative impacts due to the multiple stressors on aquatic communities from multiple sources and the complexity of impact interactions occurring over large areas.

If OTC continues to be used by plants in close proximity on the same water body, a cumulative ecological study should be considered. A cumulative impact analysis would consider the presence and impacts of other power plants in a regional area. Closely situated facilities may wish to coordinate their monitoring studies in order to better evaluate broad cumulative effects. Generally, individual effects of several power plants can be expected to be additive. However, multiple reductions in the population of a sensitive species may produce species population declines greater than the simple sum of each facility's impact. In addition, plant-specific impacts associated with the use of OTC occur in conjunction with other anthropogenic impacts in a regional area.

Cumulative impacts are especially important in the Southern California Bight where many power plants are situated within several miles from each other. A study performed by MBC and Tenera in 2005 estimated that, for 12 coastal power plants in the Southern California Bight, there is an overall cumulative entrainment mortality of 1.4 percent of the larval fishes in the Bight. In the same study, for eleven coastal power plants in the same area, the estimated cumulative impingement was approximately 3.6 million fish. Considering only recreational fish species, impingement was somewhere between 8-30 percent of the number of fish caught in the Southern California Bight.⁵⁸

2.3.2 Threatened, Endangered and Protected Species

Threatened, endangered, and protected species in the source water body of a power plant pose special considerations. Fish and wildlife agencies, such as the National Oceanic and Atmospheric Administration, National Marine Fisheries Service, US Fish and Wildlife, and the California Department of Fish and Game, often participate in the permitting process and attempt to determine if the facility will cause or contribute to an adverse impact on essential habitat for threatened or endangered species.

Under the Endangered Species Act⁵⁹, the term "take" is defined to mean harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct. Under the Marine Mammal Protection Act⁶⁰, the term "take" means to harass, hunt, capture, or kill, or attempt to harass, hunt, capture, or kill any marine mammal. Incidental taking is defined as an unintentional, but not unexpected, taking. Harassment under the 1994 Amendments to the Marine Mammal Protection

⁵⁸ CEC. Issues and Environmental Impacts Associated with Once-Through Cooling at California's Coastal Power Plants. 2005.

⁵⁹ 16 U.S.C. §§ 1531 - 1544.

⁶⁰ 16 U.S.C §§ 1361 - 1407.

Act is statutorily defined as any act of pursuit, torment, or annoyance which has the potential to injure a marine mammal or marine mammal stock in the wild (Level A Harassment); or, has the potential to disturb a marine mammal or marine mammal stock in the wild by causing disruption of behavioral patterns, including, but not limited to, migration, breathing, nursing, breeding, feeding, or sheltering but which does not have the potential to injure a marine mammal or marine mammal stock in the wild (Level B Harassment).

Some power plants have applied for incidental take permits from the US Fish and Wildlife and National Marine Fisheries Service. Marine mammals such as sea otters, sea lions, and harbor seals, and even marine reptiles (endangered sea turtles), have become trapped in power plant intake structures. After extraction, marine mammals do not always survive.

Impingement at power plants has the potential to directly cause mortality or takes of endangered fish species. As an example, the Contra Costa Power Plant has been known to entrain Chinook salmon and Delta smelt.⁶¹ Site-specific impacts such as these must be minimized and ultimately mitigated.

2.4 STATUS OF COASTAL POWER PLANTS IN CALIFORNIA

In California, 19 power plants currently are permitted to use once-through cooling (OTC) for electrical energy production. These coastal plants are situated in ocean, bay, and estuary environments and are permitted to use more than 15 billion gallons of OTC water each day. Table 4, below, provides a summary of California's OTC power plants. Note that Humboldt Bay Power Plant is not included in this table (and many of the other tables in this document) because it has almost completed the process of repowering the facility with dry cooling.

Table 4. California OTC Power Plants

| Facility (Location) | Design Flow (mgd) | Water Body Type | Unit | In-service Year | 2001–2006 Capacity Utilization (percent) | Dependable Capacity (MW) |
|---|-------------------------|------------------------|------|--------------------|---|--------------------------------|
| Alamitos Generating Station (Long Beach) | 1,273 | Estuary | 1 | 1956 | 6.7 | 175 |
| | | | 2 | 1957 | 8.7 | 175 |
| | | | 3 | 1961 | 27.7 | 326 |
| | | | 4 | 1962 | 20.8 | 324 |
| | | | 5 | 1969 | 27.4 | 485 |
| | | | 6 | 1966 | 22.2 | 485 |
| Contra Costa Power Plant (Antioch) | 440 | Estuary | 6 | 1964 | 16.4 | 340 |
| | | | 7 | 1964 | 23.1 | 340 |
| Diablo Canyon Power Plant (Avila Beach) | 2,528 | Ocean | 1 | 1985 | 89.9 | 1103 |
| | | | 2 | 1986 | 89.3 | 1099 |
| El Segundo Generation Station (El Segundo) | 399 | Ocean | 3 | 1964 | 19.4 | 335 |
| | | | 4 | 1965 | 24.8 | 335 |
| Encina Power Station (Carlsbad) | 857 | Ocean | 1 | 1954 | 18.7 | 107 |
| | | | 2 | 1956 | 21 | 104 |
| | | | 3 | 1958 | 25.1 | 110 |
| | | | 4 | 1973 | 36 | 300 |
| | | | 5 | 1978 | 33 | 330 |
| Harbor Generating Station (Los Angeles) | 108 | Enclosed Bay/Harbor | CC | 1994 | 20.5 | 227 |

⁶¹ Mirant Delta, LLC. 316(b) Proposal for Information Collection for the Contra Costa Power Plant. April 2006.

*Proposed Water Quality Control Policy on the Use of
Coastal and Estuarine Waters for Power Plant Cooling*

| Facility (Location) | Design Flow (mgd) | Water Body Type | Unit | In-service Year | 2001–2006 Capacity Utilization (percent) | Dependable Capacity (MW) |
|---|-------------------------|------------------------|------|--------------------|---|--------------------------------|
| Haynes Generating Station (Long Beach) | 968 | Estuary | 1 | 1962 | 20.5 | 1606 |
| | | | 2 | 1963 | | |
| | | | 5 | 1966 | | |
| | | | 6 | 1967 | | |
| | | | 8 | 2005 | | |
| Huntington Beach Generating Station (Huntington Beach) | 514 | Ocean | 1 | 1958 | 31.5 | 215 |
| | | | 2 | 1958 | 31 | 215 |
| | | | 3 | 2002 | 9.6 | 225 |
| | | | 4 | 2003 | 8.5 | 225 |
| Mandalay Generating Station (Oxnard) | 253 | Enclosed Bay/Harbor | 1 | 1959 | 20.6 | 218 |
| | | | 2 | 1959 | 23.4 | 218 |
| Morro Bay Power Plant (Morro Bay) | 668 | Estuary | 3 | 1962 | 18.8 | 300 |
| | | | 4 | 1963 | 18.8 | 300 |
| Moss Landing Power Plant (Moss Landing) | 1,226 | Enclosed Bay/Harbor | 1 | 2002 | 41.1 | 540 |
| | | | 2 | 2002 | 41.1 | 540 |
| | | | 6 | 1967 | 19.7 | 702 |
| | | | 7 | 1968 | 24.2 | 702 |
| Ormond Beach Generating Station (Oxnard) | 685 | Ocean | 1 | 1971 | 16.3 | 806 |
| | | | 2 | 1973 | 17.7 | 806 |
| Pittsburg Power Plant | 495 | Estuary | 5 | 1960 | 23.7 | 325 |
| | | | 6 | 1961 | 21 | 325 |
| Potrero Power Plant (San Francisco) | 231 | Estuary | 3 | 1956 | 38.1 | 207 |
| Redondo Beach Generating Station (Redondo Beach) | 892 | Ocean | 5 | 1954 | 4.9 | 179 |
| | | | 6 | 1957 | 5.6 | 175 |
| | | | 7 | 1967 | 22.2 | 493 |
| | | | 8 | 1967 | 19.6 | 493 |
| SONGS (San Clemente) | 2,438 | Ocean | 2 | 1983 | 86.8 | 1127 |
| | | | 3 | 1984 | 79.4 | 1127 |
| Scattergood Generating Station (Los Angeles) | 495 | Ocean | 1 | 1958 | 22.1 | 803 |
| | | | 2 | 1959 | | |
| | | | 3 | 1974 | | |
| South Bay Power Plant (Chula Vista) | 601 | Estuary | 1 | 1960 | 39.8 | 136 |
| | | | 2 | 1962 | 38.7 | 136 |
| | | | 3 | 1964 | 27.9 | 210 |
| | | | 4 | 1971 | 6.8 | 214 |

Table 5, below, summarizes OTC flow in billion gallons per day (BGD) and power production in megawatt-hours (MWh) for active OTC power plants in California. Collectively, the OTC power plants produce a sizable fraction of California's power, as large as 35 percent in 2001. Table 5 also shows that the fraction of State power generated by OTC power plants seems to be trending downward with time, producing only 20 percent in 2005; this trend is likely to continue. It is also important to note that

CAISO forecasts that 1000 megawatts (MW) of new generation must be added each year just to keep pace with the State’s increasing demand for electricity.

Table 5. Flow and Power Production Summary for OTC Power Plants

| | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 |
|---|---------|---------|---------|---------|---------|---------|
| Average OTC Flow (BGD) ^[a] | 12.6 | 13.5 | 11.0 | 10.3 | 10.0 | 9.4 |
| Gross OTC Power Produced (GWh) ^[b] | 88,099 | 93,517 | 67,220 | 62,833 | 57,740 | 56,483 |
| Total Power from all sources (GWh) ^[c] | 280,496 | 265,059 | 272,509 | 276,969 | 289,359 | 287,977 |
| OTC Contribution (percent) | 31 | 35 | 25 | 23 | 20 | 20 |

Note :

a. For certain power plants, OTC flow data were not obtained for every year. OTC flow data for these power plants were approximated using a long average ratio of flow to MWh calculated using all available data. For example, OTC flow data may have only been collected for 2001-2005 for a particular power plant. Year 2000 annual OTC flow for this power plant would be approximated using the average flow/MWh relationship calculated 2001-2005. Year 2000-2003 flows for SONGS Units 2 and 3 were estimated using the average of 2004 and 2005 flows.

b. Provided by the California Energy Commission (CEC). Downloaded from USEPA’s Clean Air Markets website: <http://www.epa.gov/airmarkets/emissions/raw/index.html>. Power generation data based on gross plant output. GWh = gigawatt hours.

c. Total electrical power use for California from all in-state and out-of-state generation. Source: California Energy Commission website (www.energy.ca.gov)

Figure 9, below, shows the percent each OTC power plant provided towards the total power generated for California in 2005. Note that some OTC power plants provide a small contribution to total power when compared with the total power generated for use by the State. At first glance, it appears that these power plants may not be essential to the overall reliability of the electrical grid. This assumption may not be true for all cases. For example, some of these power plants provide essential power during peak time periods and/or provide voltage support so that power can be reliably imported from other sources (i.e. hydroelectric, solar, wind, out of state generators, etc.)⁶².

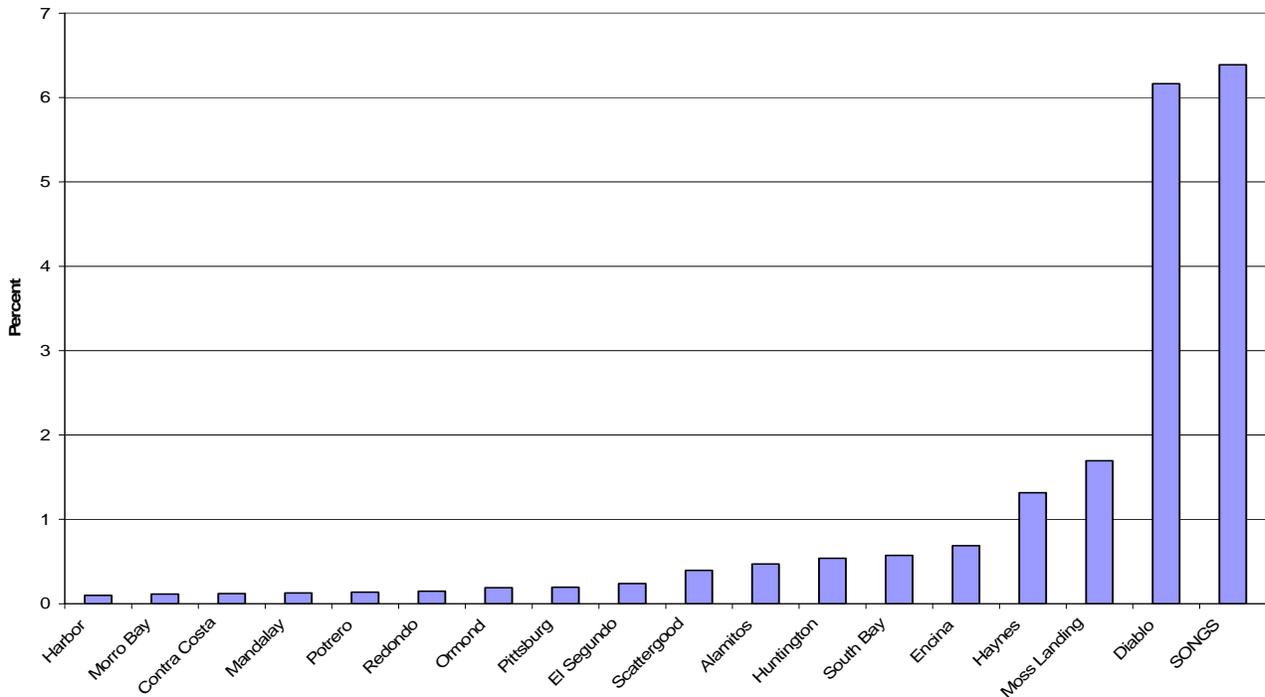


Figure 9. Percent of Total Power Production Produced by OTC Power Plants in 2005

⁶² Jim Detmers. CAISO Comment Letter – Proposed Statewide Policy for Once-Through Cooling. September 15, 2006.

Information from CAISO have aided in determining which of the OTC power plants are essential for grid reliability. This information, and further future studies, will help provide a plan for the retirement of the aging/inefficient power plants aligned with the commissioning of new power plants that will facilitate maintaining the reliability of the electrical grid. Even though the OTC power plants did not provide as much power to the grid in 2005 as they have in the past, it is evident from the CAISO comments, and similar comments from the CEC⁶³, that the fleet of OTC power plants are essential to the overall reliability of the grid, especially in light of the fact that the State's demand for electricity is increasing.

2.5 COOLING WATER FLOWS

As shown by the flow and power generation data in Table 5, OTC power plants utilize a significant amount of cooling water. In Figure 10, the 2000–2005 combined annual cooling water flows versus power generation are plotted. Figure 10 shows that the total power generated by the OTC power plants (in GWh) and cooling water flow (in billions of gallons (BG)) are linearly correlated.

While Figure 10, below, shows that significant OTC water is used for the generation of electricity and that overall cooling water flow and power generation are directly correlated, it does not show that the amount of OTC water used per MWh produced can be dramatically different from one power plant to another.

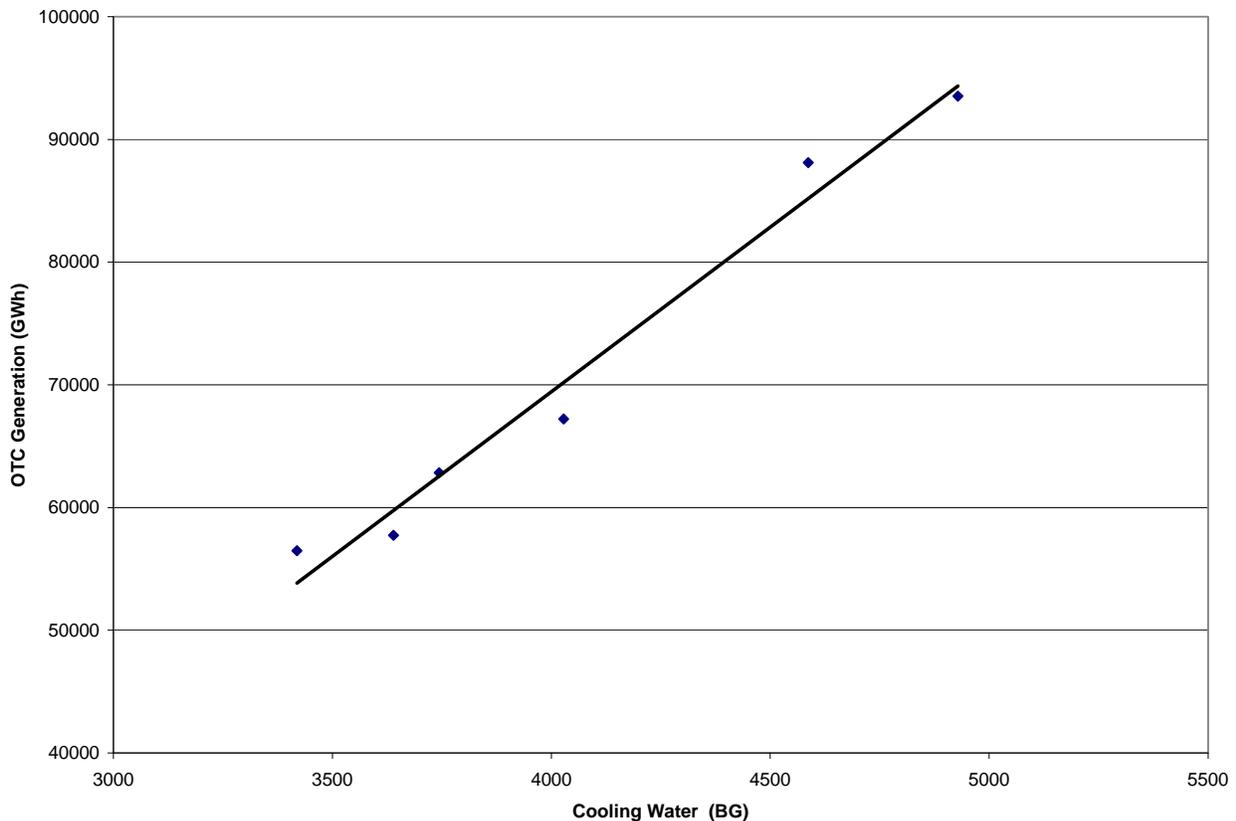


Figure 10. 2000-2005 Combined Annual Cooling Water Flow Versus Total Power Generated by the OTC Power Plants

⁶³ Jackalyne Pfannenstiel. California Energy Commission Comments on the State Water Resources Control Board Scoping Document and Proposed Statewide Policy on Clean Water Act 316(b) Regulations. September 26, 2006.

Figure 11, below, shows the long-term average ratio of OTC flow to power generated for power plants in California. The lower the flow to power generation ratio, the less cooling water is used per MWh generated. Figure 11 shows that the volume of cooling water required per MWh generated is highly variable between power plants and that, in general, combined cycle power plants use less cooling water per MWh generated than steam boiler systems (Haynes 9&10, Moss Landing 1-4, and Harbor power plants/units have some of the lowest MG:MWh ratios). In some cases, cooling water flow to MWh ratios are elevated because of cooling water system operation without the production of power.

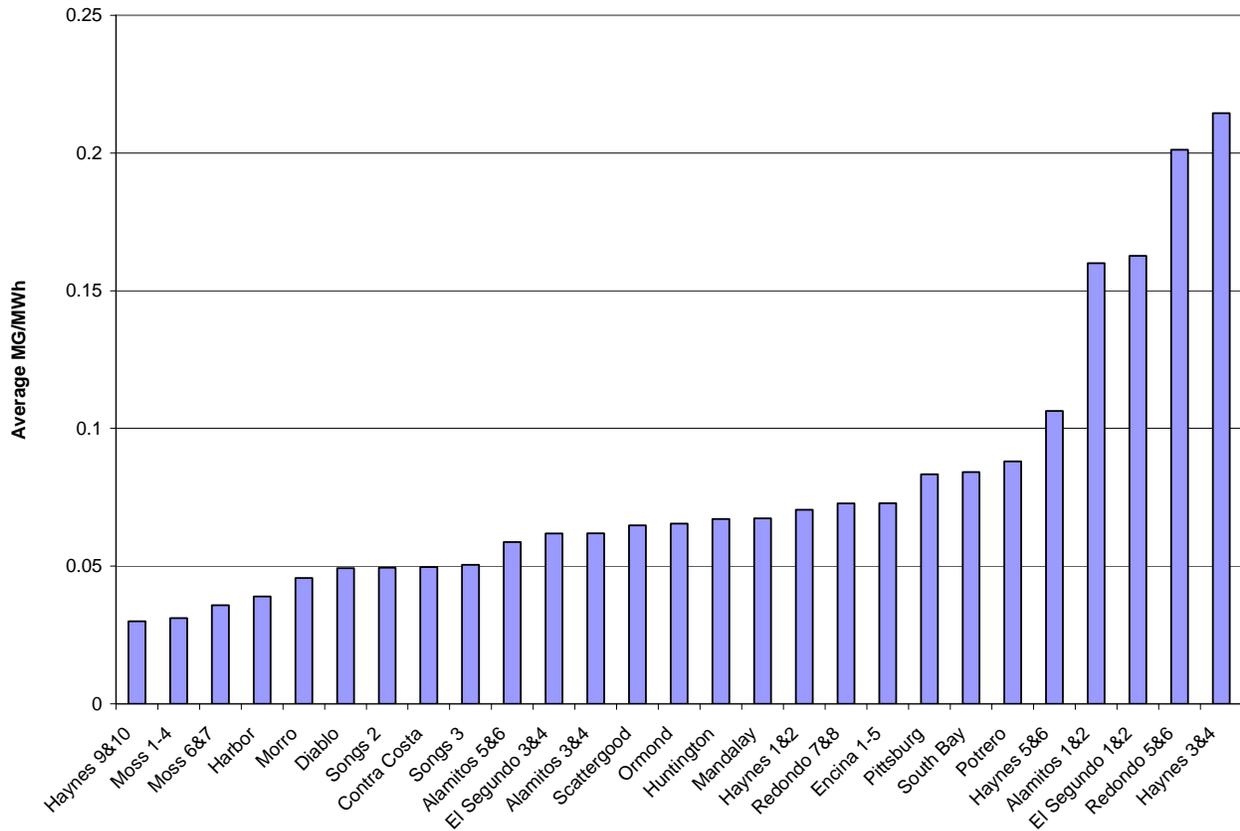


Figure 11. Average Cooling Water Flow: Power Generation Ratios for OTC Power Plants

In order to determine the actual cooling water flows at each OTC power plant, it is important to consider that some of these plants are being operated more heavily during peak power demand periods. Table 6, below, presents the 2001 (highest dataset annual OTC power generation) and 2005 (lowest dataset annual OTC power generation) monthly median cooling water flows for OTC power plants during summer (June-September) and winter conditions (October – May). Many of the power plants have greater cooling water flows during the months of June-September as compared with October-May flows.

State Water Board staff examined graphs of cooling water flow versus power generation for most of the OTC power plants. For many power plants, cooling water flow increases with power generation; however, many of the relationships are not correlated very well. This is because reported gross output values do not necessarily reflect cooling water usage during non-generating activities despite the fact that these activities are critical to the unit’s operation. Intake flows vary based on many localized

Table 6. Monthly Median Cooling Water Flows

| Plant/Units | 2001 Median Monthly Flows (MG) | | 2005 Median Monthly Flows (MG) | |
|----------------------|--------------------------------|---------|--------------------------------|---------|
| | Oct-May | Jun-Sep | Oct-May | Jun-Sep |
| Alamitos units 1&2 | 3,214 | 6,324 | 1,326 | 1,518 |
| Alamitos units 3&4 | 12,059 | 11,865 | 6,117 | 6,418 |
| Alamitos units 5&6 | 20,892 | 20,555 | 2,696 | 10,212 |
| Contra Costa | 8,877 | 10,144 | 1,288 | 5,468 |
| Diablo Canyon | 74,743 | 75,823 | 75,823 | 75,538 |
| El Segundo units 1&2 | 3,987 | 1,234 | 1,543 | 1,580 |
| El Segundo units 3&4 | 6,287 | 10,472 | 5,175 | 6,279 |
| Encina units 1-5 | 17,919 | 21,462 | 16,915 | 15,022 |
| Harbor | 2,136 | 1,936 | 1,507 | 1,666 |
| Haynes units 1&2 | 5,751 | 7,619 | 5,990 | 8,321 |
| Haynes units 3&4 | 7,392 | 8,280 | -- | -- |
| Haynes units 5&6 | 9,254 | 12,682 | 10,865 | 11,372 |
| Haynes units 9&10 | -- | -- | 6,422 | 6,891 |
| Huntington | a | a | 7,487 | 13,643 |
| Mandalay | 7,729 | 7,729 | 7,145 | 6,985 |
| Morro | 15,160 | 18,004 | 453 | 5,004 |
| Moss Landing 1-4 | -- | -- | 9,958 | 10,151 |
| Moss Landing 6&7 | 18,902 | 22,697 | 103 | 5,212 |
| Ormond | 20,591 | 20,937 | 4,772 | 13,100 |
| Pittsburg | 21,884 | 29,786 | 914 | 6,452 |
| Potrero | 6,348 | 6,838 | 2,344 | 6,447 |
| Redondo units 5&6 | a | a | 605 | 1,335 |
| Redondo units 7&8 | a | a | 128 | 6,612 |
| Scattergood | 8,177 | 11,389 | 7,609 | 10,818 |
| SONGS 2 | a | a | 37,269 | 37,167 |
| SONGS 3 | a | a | 37,776 | 37,167 |
| South Bay | 12,468 | 13,491 | 11,927 | 11,585 |

Note:

a. Flow data for these power plants were not obtained for this year.

factors, including age and efficiency, condenser design and configuration, source water temperatures, and pumping capacity. Depending on the number of pumps dedicated to each intake structure and the generating capacity at a given time, a facility may be able to shut off one or more pumps and maintain sufficient cooling water flow.

As an example, many of the older fossil units operate in a peaking or load-following capacity that requires their availability during certain periods of the year as directed by procurement contracts or CAISO policy. Because they are not quick-start generators like simple combustion turbines, these units may be required to maintain a near-ready state so the unit may be brought online in short order, also known as a “hot standby” status.

Nuclear facilities may also be required to operate in a similar mode, sometimes referred to as hot bypass, in which reactor fuels are consumed but generating activities are bypassed, with all waste heat routed to the condenser. This may be required to maintain the reactor core or perform similar maintenance procedures necessary to comply with Nuclear Regulatory Commission standards.

2.6 BASELINE AIR EMISSIONS—CRITERIA POLLUTANTS

Staff compiled air emission data for the active OTC facilities using reported values obtained from USEPA's Clean Air Markets database for 2006 (see

Table 7 below).⁶⁴

Table 7. 2006 Criteria Pollutant Emissions

| | Gross Output | SO ₂ | NO _x | CO | TOG | ROG | PM ₁₀ |
|-------------------|-------------------|-----------------|-----------------|-------------|--------------|--------------|------------------|
| Facility | (MWh) | (tons/yr) | (tons/yr) | (tons/yr) | (tons/yr) | (tons/yr) | (tons/yr) |
| Alamitos | 1,747,348 | 4.1 | 38.4 | 520.9 | 36.4 | 15.4 | 11.2 |
| Contra Costa | 150,392 | 0.5 | 9.9 | 31.7 | 2.1 | 1.3 | 2.4 |
| El Segundo | 644,681 | 1.2 | 15.2 | 162.1 | 25.2 | 10.7 | 14.7 |
| Encina | 1,349,960 | 10.8 | 92.6 | 286.2 | 83.8 | 41.9 | 76.9 |
| Harbor | 240,581 | 0.6 | 27.8 | 72.9 | 29.5 | 2.7 | 1.7 |
| Haynes | 3,614,471 | 6.3 | 82.1 | 55.5 | 155.2 | 41.7 | 49.2 |
| Huntington Beach | 1,112,942 | 4.6 | 30.8 | 289.9 | 22 | 9.3 | 10.8 |
| Mandalay | 369,373 | 1.1 | 8.8 | 72.3 | 8.1 | 2.8 | 4.8 |
| Morro Bay | 338,408 | 1 | 54.9 | 117.9 | 17.7 | 7.6 | 12.1 |
| Moss Landing | 6,615,799 | 11.3 | 152.5 | 249 | 313.5 | 72.8 | 111.9 |
| Ormond Beach | 489,545 | 1.4 | 19.3 | 106.7 | 7.9 | 3.3 | 5.9 |
| Pittsburg | 479,171 | 1.5 | 28.6 | 102 | 6.1 | 3.6 | 8 |
| Potrero | 539,055 | 17 | 125.2 | 100.5 | 6.4 | 4.3 | 9.5 |
| Redondo Beach | 585,240 | 1 | 39.8 | 553.5 | 24.2 | 10.4 | 12.3 |
| Scattergood | 1,595,377 | 46.3 | 38.2 | 589.9 | 81.9 | 37.8 | 44.7 |
| South Bay | 1,043,217 | 4.6 | 58 | 451 | 59.1 | 29.5 | 54.3 |
| All Fossil | 20,915,560 | 113.3 | 822.1 | 3762 | 879.1 | 295.1 | 430.4 |

Notes:

SO₂ = sulfur dioxide

NO_x = nitrogen oxides

CO = carbon monoxide

TOG = total organic gases

ROG = reactive organic gases

PM₁₀ = fine particulate matter of 10 microns or less in diameter

tons/yr = tons per year

2.7 BASELINE AIR EMISSIONS—GREENHOUSE GASES

Fossil fuel facilities all emit the greenhouse gases, methane and carbon dioxide (CO₂). Methane is an organic gas and is included along with other organic gasses in the total organic gas (TOG) category in Table 7; however separate estimates specific to methane are not available. Power plants fueled by natural gas produce carbon dioxide at a rate of approximately 117 pounds per million BTU.⁶⁵ Efficiencies of plants, however, determine how much carbon dioxide is produced per MWh.

⁶⁴ <http://camddataandmaps.epa.gov/gdm/index.cfm?fuseaction=emissions.wizard>

⁶⁵ <http://www.eia.doe.gov/oiaf/1605/coefficients.html>

Table 8. 2006 CO2 Emissions

| Facility | CO ₂ (tons/yr) | CO ₂ (lbs/MWh) |
|------------------|------------------------------|------------------------------|
| Alamitos | 1,179,464 | 1,350 |
| Contra Costa | 96,605 | 1,285 |
| El Segundo | 423,262 | 1,313 |
| Encina | 950,340 | 1,408 |
| Harbor | 109,332 | 1,077 |
| Haynes | 1,746,143 | 966 |
| Huntington Beach | 777,045 | 1,396 |
| Mandalay | 217,147 | 1,176 |
| Morro Bay | 195,511 | 1,155 |
| Moss Landing | 2,924,527 | 884 |
| Ormond Beach | 293,630 | 1,200 |
| Pittsburg | 241,705 | 1,296 |
| Potrero | 480,477 | 1,783 |
| Redondo Beach | 422,884 | 1,445 |
| Scattergood | 1,061,683 | 1,331 |
| South Bay | 648,471 | 1,243 |
| All | 11,857,220 | 1,133 |

2.7.1 Combined Cycle Generation

Combined cycle facilities are more efficient because they generate electricity from a two-stage process—combustion and steam. Waste heat is recovered from the combustion turbine’s exhaust to produce and fire a steam turbine. Table 9, below, shows an example of how the difference in efficiency affects carbon dioxide emissions between traditional steam boiler units and combined cycle units (Moss Landing units 1 and 2 and Haynes unit 8) based on 2006 emission data.

Table 9. Comparison of Steam Boiler and Combined Cycle Efficiencies

| | Efficiency (percent) | CO ₂ (tons/yr) | CO ₂ (lbs/MWh) |
|-----------------------------|-------------------------|------------------------------|------------------------------|
| Non-Combined Cycle Units | 35 | 8,327,338 | 1,323 |
| Moss Landing Unit 1 (1A/2A) | 50 | 1,152,071 | 837 |
| Moss Landing Unit 2 (3A/4A) | 50 | 1,153,289 | 832 |
| Haynes Unit 8 (9/10) | 50 | 1,026,193 | 834 |

3.0 ISSUES AND ALTERNATIVES

This section describes the major policy-related issues identified during the scoping and development process and provides a discussion of the State Water Board staff’s rationale for the final policy, including the different alternatives considered by staff. Each issue discussion is organized as follows:

Issue: The subject matter or brief question framing the issue followed by an explanation or description of the issue and concerns.

Baseline: A description of how the State and Regional Water Quality Control Boards (Regional Water Boards) currently act on the issue, where applicable.

Alternatives: For each issue or topic, at least two alternatives are provided for consideration. Each alternative is evaluated with respect to the program needs and the appropriate sections within Division 7 of the Cal. Wat. Code .

Discussion: A discussion of each alternative's advantages and limitations as well as any relevant background data, descriptions of related programs or other information.

Staff Recommendation: In this section, a recommended alternative (or combination of alternatives) is identified and proposed for adoption by the State Water Board.

Policy Section: Following each recommendation the reader is directed to proposed language in the proposed Policy presented in Appendix A, where applicable.

3.1 SHOULD THE STATE WATER BOARD ADOPT A STATEWIDE POLICY?

As discussed in Section 1 of this staff report, the §316(b) regulatory framework for existing facilities has remained unchanged since the CWA's adoption, despite more than 30 years invested by USEPA to develop regulation that set technology-based standards and provide guidance. There are no clear indications from USEPA as to its intent to revise or reissue the suspended Phase II rule, nor is there any certainty of what a revised existing facilities rule would require. Federal regulations at 40 CFR 125.90 (b), however, which requires case-by-case implementation using BPJ, was not suspended and remains the governing §316(b) regulation for all existing facilities. Furthermore, the State Water Board has not adopted any policy or plan that implements §316(b) for existing facilities in lieu of federal regulation.

Baseline:

CWA §316(b) statutory requirements for California's coastal power plants are currently implemented through individual NPDES permits issued by the respective Regional Water Board using a case-by-case, BPJ-based approach. The State Water Board and USEPA (Region IX) provide some oversight and approval of each reissued NPDES permit for the coastal power plants. To date, however, no policy or regulation exist that incorporate technology-based standards and guidance for existing facilities in California.

Alternatives:

1. Delay or defer NPDES permit renewals for OTC facilities pending a revised Phase II rule or other federal action.
2. Continue implementation using BPJ on a case-by-case basis (baseline).
3. Adopt a statewide policy with uniform performance standards and guidance, developed using BPJ on a statewide basis.

Discussion:

Alternative 1 would unnecessarily delay attempts to address the continuing impacts to California's coastal ecosystems caused by uncontrolled OTC (see Section 2 of this staff report). As shown in Table 1 **Error! Reference source not found.**, above, nearly all of California's coastal OTC facilities either currently operate with administratively extended NPDES permits, or will shortly. For most facilities already operating under an extension, the renewal has been delayed pending the adoption of a state or federal regulation implementing §316(b) for existing facilities. While §316(b) requirements are among the most critical aspects that are addressed by an OTC facility's NPDES permit, the permit

covers other important issues related to the facility's discharge (e.g., thermal wastewater, in-plant wastewater) that should be reviewed every 5 years during the permit renewal process.

USEPA has not publicly declared its intent to reissue or substantially revise the Phase II rule following the *Riverkeeper II* and *Entergy* decisions (see Section 1 of this staff report). Although it is likely that USEPA will move forward and address the necessary changes required by the Second Circuit's remand in *Riverkeeper II*, it is altogether unclear when such changes will be issued or what form they will take. Given then length of time required to develop and promulgate the initial Phase II rule (Phase II was first proposed in 2002), it may take several more years before a draft rule is proposed for public comment and ultimately finalized. Any litigation would only extend that time frame even further, followed by an implementation process of several more years. In contrast, the State Water Board is much further along in developing a statewide policy for California's OTC facilities, having initiated the process in 2005.

Delaying or deferring any state action maintains the §316(b) status quo for OTC facilities by preserving the NPDES permit conditions currently in effect, which, in some cases, have not been renewed since the 1990s.

Alternative 2 would maintain the current baseline—BPJ permitting on a case-by-case basis implemented by the respective Regional Water Boards. This approach has led to an inconsistent implementation of §316(b)'s technology-based requirements from region to region and has failed to meet Porter-Cologne's directive to attain the "highest water quality which is reasonable[.]"⁶⁶ As discussed in Section 2 of this staff report, impacts from OTC operation have continued, largely unabated, over the 35 years since §316(b) was adopted.

In lieu of national performance standards, the case-by-case, BPJ approach is intended to allow for more consideration of site-specific issues, which then form the basis for a more accurately tailored §316(b) permit requirement. Using this method, each Regional Water Board maintains the discretion to determine for itself whether a facility's cooling system meets the technology-based requirement. Likewise, each Board is able to define "adverse environmental impact" independently and decide whether the appropriate technical and biological studies have been conducted that support its BTA determination.

As might be expected, this has led to inconsistencies in permit requirements between Regional Water Boards. In the Sacramento/San Joaquin Delta, for example, the sensitivity of the local aquatic environment and the presence of several threatened or endangered species have caused the San Francisco and Central Valley Regional Water Boards to place added scrutiny on the Pittsburg and Contra Costa facilities. In response, these facilities have adopted flow reduction measures (e.g., variable speed pumps) and/or operational restrictions that limit intake flow during critical spawning and migrating periods. Both facilities have been required to implement management plans and coordinate their activities with other state and federal agencies.⁶⁷ On the other hand, facilities in the Los Angeles Region have operated under BTA determinations first made in the 1980s that have not been substantially changed or revisited since.⁶⁸ The significant advances made over the last three decades, in both technology and biological assessment methods, would seem to indicate that any BTA determination made more than 20 years ago should be revisited in some fashion to ensure it truly reflects the "best" technology available.

Case-by-case BTA evaluations are cost and labor-intensive efforts that require significant investment by each Regional Water Board so that it can properly consider the different biological, engineering,

⁶⁶ CWC §13000 et seq.

⁶⁷ See San Francisco Regional Water Board Order R2-2002-0072 (Pittsburg) and Central Valley Regional Water Board Order 5-01-0107 (Contra Costa).

⁶⁸ See Los Angeles Regional Water Board Orders 00-082 (Alamitos), 00-081 (Haynes), and 01-057 (Mandalay).

logistical, and economic issues that comprise a robust analysis. The expertise required in these areas is highly specialized and not always immediately available to a Regional Water Board with limited resources devoted to power plant issues, especially those with only 1 or 2 facilities within its jurisdiction. In these cases, the Regional Water Board may not be able to adequately evaluate all of the biological and technical data submitted by the facility and thus would find itself at a disadvantage when determining BTA.

Continuing the BPJ approach also limits the Regional Water Boards' ability to address secondary concerns that extend beyond its jurisdiction or affect non-water-related issues, such as increased air emissions and electrical reliability.

Alternative 3 addresses the limitations of alternatives 1 and 2 by instituting in a timely manner a statewide policy, developed using BPJ on a statewide basis, that is applicable to all of California's existing coastal OTC facilities. In doing so, the State Water Board takes action to address, in part, the critical state of California's coastal ecosystems without waiting for USEPA to act on an unknown future rule that may, or may not, sufficiently protect these important resources. The limited universe and the relative similarity between most facilities subject to the proposed Policy (19 estuarine/marine facilities, most powered by natural gas) versus the broader universe that USEPA must consider (more than 540 coal/natural/gas/oil/nuclear) facilities on 5 different water body types) allows the State Water Board to ignore considerations that are not applicable to California's coastal environment and thus adopt a policy that is more closely tailored to the State's needs.

A statewide policy implements §316(b) with uniform, technology-based performance standards rather than the more variable approach that can occur with the case-by-case BPJ method, which can sometimes blur the distinction between water quality-based and technology-based performance standards as they apply to BTA. By establishing a clear standard and implementation strategy, the proposed Policy reduces the burden that each Regional Water Board must face each time it evaluates and defends a case-by-case BTA determination. Furthermore, and most critically, a statewide policy acknowledges the complexity and interconnectedness of the state's power generating systems and transmission grid, considerations that will likely involve other policy areas and require some degree of coordination among different regions and agencies to prevent transmission disruptions and ensure compliance with all state and federal regulations.

Staff Recommendation:

Staff recommends Alternative 3: adopt a statewide policy to provide statewide consistency in implementing §316(b). The most expedient way to provide guidance to permit writers for renewal of power plant NPDES permits and simultaneously address ongoing OTC impacts is through a statewide policy.

Policy Section(s):

Appendix A, Section 1 (*Introduction*).

3.2 HOW SHOULD NEW AND EXISTING POWER PLANTS BE DEFINED?

CWA §316(b) requires that the location, design, construction, and capacity of cooling water intake structures reflect BTA for minimizing adverse environmental impacts, but does not distinguish between a new or existing facility. USEPA, however, has often made such a distinction when developing regulatory programs (e.g., new source performance standards [NSPS]), recognizing that new facilities are typically better able to comply with more stringent standards by incorporating a new technology into their initial design. Existing facilities, however, might have greater difficulty integrating the same technology into its existing system since the new technology must be able to function without substantially impacting performance. In these cases, regulations often provide for less stringent standards or additional time to achieve an equivalent performance for existing facilities versus new ones. The State Water Board has similarly distinguished new from existing power plants

in other policies, such as the *Water Quality Control Plan for Control of Temperature in the Coastal and Interstate Waters and Enclosed Bays and Estuaries of California* (Thermal Plan).

As part of its consent decree (see Section 1 of this staff report), USEPA developed separate rules for new power plants (Phase I), existing power plants (Phase II), and offshore oil and gas extraction facilities and manufacturers (Phase III).

Baseline:

Apart from one mention at §13142.5(b), the Cal. Wat. Code does not distinguish between new and existing facilities. Likewise, the State Water Board has not adopted any §316(b)-related policy making a similar distinction. USEPA, however, defined both new and existing facilities in the Phase I rule at 40 C.F.R. §125.83. As the only active governing regulation for large power plants at either the state or federal level, Phase I definitions are the baseline for determining a new versus an existing OTC power plant.

Alternatives:

1. Create new definitions for new and existing power plants.
2. Use the existing definitions as defined by USEPA in the Phase I federal regulations (baseline).

Discussion:

The Phase I rule at 40 C.F.R. 125.83 define new facilities as follows:

“New facility means any building, structure, facility, or installation that meets the definition of a “new source” or “new discharger” in 40 C.F.R. 122.2 and 122.29(b)(1), (2), and (4) and is a greenfield or stand-alone facility; commences construction after January 17, 2002; and uses either a newly constructed cooling water intake structure, or an existing cooling water intake structure whose design capacity is increased to accommodate the intake of additional cooling water. New facilities include only “greenfield” and “stand-alone” facilities. A greenfield facility is a facility that is constructed at a site at which no other source is located, or that totally replaces the process or production equipment at an existing facility. A stand-alone facility is a new, separate facility that is constructed on property where an existing facility is located and whose processes are substantially independent of the existing facility at the same site. New facility does not include new units that are added to a facility for purposes of the same general industrial operation (for example, a new peaking unit at an electrical generating station).”

The suspended Phase II rule adopted the same general definition framework, but provided several examples meant to clarify when a seemingly “new” facility would be considered existing, and vice versa.⁶⁹ In the *Riverkeeper II* decision, however, the Second Circuit found that the Phase II rule inappropriately expanded the scope of what may be considered “new” under Phase I and directed USEPA to adhere to the Phase I definitions or reopen the Phase I definition for notice and comment.⁷⁰ The *Entergy* decision did not address this issue, nor has USEPA filed notice to revise the definition. The Phase I definition, therefore, remains the governing regulation.

Cal. Wat. Code §13142.5(b) contains specific requirements for “new or expanded coastal power plants” that mandate the “best available site, design, technology, and mitigation measures feasible shall be used to minimize the intake and mortality of all forms of marine life,” but does not define the characteristics of an “expanded” facility. The Cal. Wat. Code’s explicit requirement to minimize intake and mortality can be read as more restrictive than §316(b)’s requirement to minimize adverse environmental impact, but it remains unclear whether this requirement would be applicable to a facility meeting the Phase I definition of “existing” or if the term can be considered substantially similar to “expanded.”

⁶⁹ 69 FR 41579 (No. 131)

⁷⁰ See *Riverkeeper, Inc. et al. v. U.S. Environmental Protection Agency*, (2nd Cir, January 25, 2007) 475 F.3d 83.

Alternative 1 would potentially redefine both “new” and “existing” facility more broadly or more narrowly than Phase I. The proposed Policy, for example, could clarify that any fully repowered unit should be considered “new” regardless of whether it increased the intake structure’s capacity, or it could expand the criteria used that define an existing facility. Such changes, however, would likely create unnecessary confusion between the proposed Policy and federal regulations. A facility could simultaneously be considered “new” under the state regulation and “existing” under Phase I.

Alternative 2 maintains the existing framework by which new and existing power plants are classified with respect to §316(b) and does not create any state-specific classifications that might differ from the Phase I rule.

By limiting the proposed Policy’s scope to existing facilities, this alternative effectively incorporates the Phase I rule into its overall approach to OTC power plants and the impacts they create. Because the IM/E reduction requirements for new facilities under Phase I are comparable to the performance standards established for the proposed Policy, there is no need to reclassify facilities from one category to another. Although no new OTC facilities have been proposed in California in recent years, any new facility would be subject to Phase I requirements, rather than the standards of the proposed Policy, which is reserved for existing facilities.

Staff Recommendation:

Staff recommends Alternative 2. Under this approach, potential conflicts with federal regulations are avoided. A new power plant is any facility subject to 40 CFR Part 125, Subpart I and the definition at 40 CFR. §125.83. In like manner, an existing power plant is defined as any power plant that is not a new power plant.

Policy Section(s):

Appendix A, Section 1.F (*Introduction*)
Appendix A, Section 6 (*Definitions*).

3.3 SHOULD THE PROPOSED POLICY DISTINGUISH BETWEEN NUCLEAR AND FOSSIL-FUELED FACILITIES?

In the Phase II rule, USEPA included a provision that authorized a site-specific compliance alternative for nuclear facilities to address safety concerns unique to these facilities. This provision stated that if a nuclear facility “demonstrate[s] to the Director based on consultation with the Nuclear Regulatory Commission that compliance with [subpart J] would result in a conflict with a safety requirement established by the Commission, the Director must make a site-specific determination of BTA for minimizing adverse environmental impact that would not result in a conflict with the Nuclear Energy Commission’s safety requirement.”⁷¹

In *Riverkeeper II*, industry petitioners challenged the Phase II rule on the grounds that USEPA failed to consider the unique safety concerns relating to nuclear-fueled facilities, such as ensuring the stable flow of cooling water necessary for safe reactor operation and shutdown. They contended that any change in the water intake system that would result from certain intake technologies could alter water flows and could affect system stability or safety requirements, all of which are specifically designed to operate with once-through cooling. The Second Circuit concluded, however, that the site-specific compliance alternative deferring to the Nuclear Regulatory Commission (NRC) in the event of a conflict provided sufficient protection for nuclear-fueled facilities and rejected the challenge.⁷²

⁷¹ 40 CFR. §125.94(f).

⁷² See *Riverkeeper, Inc. et al. v. U.S. Environmental Protection Agency*, (2nd Cir, January 25, 2007) 475 F.3d 83.

Baseline:

BTA determinations for existing facilities are made on a case-by-case basis by the respective Regional Water Boards. There are no programmatic distinctions between nuclear and fossil-fueled facilities with respect to cooling water regulations.

Alternatives:

1. Grant nuclear-fueled facilities an exemption from the proposed Policy and continue case-by-case BTA determinations (baseline).
2. Regulate nuclear-fueled and conventional facilities in the same manner.
3. Maintain uniform performance standards but establish alternative compliance options for nuclear-fueled facilities with longer implementation schedules than for conventional facilities. Include an explicit provision that defers to NRC requirements if compliance with the proposed Policy compromises safety.

Discussion:

The State's two active nuclear-fueled OTC power plants—Diablo Canyon and SONGS—comprise a significant portion of California's in-state electric generating capacity and together provided more than 15 percent of all electricity generated in the State in 2008.⁷³ The four individual units at these facilities are licensed to operate through 2022 (SONGS) and 2024 (Diablo Canyon) and are expected to continue as base-load facilities providing electricity to more than 4 million homes.

Diablo Canyon and SONGS can impinge and entrain substantial numbers of aquatic organisms just by virtue of the sheer volume of cooling water required each day—4.8 billion gallons of cooling water per day based on their design capacities (see Section 2 of this staff report). Because of their status as base-load facilities and corresponding high capacity utilization rates, both Diablo Canyon and SONGS typically withdraw close to their maximum capacity on an annual basis, which accounts for approximately one third of all cooling water withdrawn by the State's coastal OTC facilities. By comparison, the 2005 annual average intake for the 17 fossil-fueled coastal OTC facilities was 9.4 billion gallons per day.⁷⁴

Alternative 1 would exempt Diablo Canyon and SONGS from any further requirements under the proposed Policy and direct the Central Coast and San Diego Regional Water Boards to continue implementing §316(b) on a case-by-case basis using BPJ. This would effectively continue the baseline condition for these facilities and exclude both Regional Water Boards from the benefits that would be gained through the coordinated approach recommended in Section 3.1 of this staff report. Participation in a statewide effort, for example, would help address many of the issues that have delayed the reissuance of the Diablo Canyon NPDES permit, which was last renewed in 1990 and expired in 1995.

Furthermore, there is no basis to assume the case-by-case BPJ approach that has been in effect for 30 years will yield any better results now than it has in the past. As discussed in Section 2 of this staff report, State Water Board staff has concluded that impacts associated with OTC operation, including those from Diablo Canyon and SONGS, have not been sufficiently addressed such that they can be considered compliant with §316(b)'s technology-based mandate. Excluding these two facilities would ignore a significant proportion (about a third) of all OTC-related IM/E losses in the State's coastal aquatic communities. Over the coming years, the nuclear-fueled facilities will account for a larger and larger portion of IM/E as more fossil-fueled units are retired or replaced with closed-cycle alternatives.

⁷³ US Energy Information Agency, Quarterly Fuel and Energy Reports (QFER), 2008.

⁷⁴ Steinbeck, Compilation of California Coastal Power Plant Entrainment and Impingement Estimates for California State Water Resources Control Board Staff Draft Issue Paper on Once-through Cooling, 2008.

Alternative 2 would not make any distinction between nuclear and fossil-fueled facilities, subjecting both categories to the same performance standards, compliance alternatives and implementation schedules. While this alternative would ostensibly achieve the proposed Policy's stated goal of reducing IM/E at all facilities, it would ignore relevant differences between the two facility types that could complicate the nuclear-fueled facilities' compliance strategy. Nuclear-fueled facilities are generally more complex than a typical natural gas facility, and must incorporate auxiliary and backup systems to comply with NRC safety regulations. By this fact alone, compliance will likely require additional time so that the needs of all interested parties are met.

Alternative 3 acknowledges the differences between nuclear and conventional-fueled facilities that would not be addressed by Alternative 2 while improving upon the case-by-case BPJ-based approach that would be continued under Alternative 1. The State Water Board recognizes that nuclear-fueled facilities are subject to more stringent regulatory requirements, particularly those of the NRC, that will require additional time to consider and address. The proposed Policy includes language similar to the Phase II rule that defers to the NRC if compliance would conflict with safety requirements. Furthermore, the outsized importance of Diablo Canyon and SONGS to the State's electrical system warrants closer consideration of secondary impacts (e.g., greenhouse gas emissions) that could be significant due to their size. To this end, the proposed Policy includes requirements for nuclear – fueled facilities to fund third party feasibility studies that will evaluate alternative requirements in greater detail.

Staff Recommendation:

Staff recommends Alternative 3. This alternative preserves the primary goal of protecting the State's coastal ecosystems by limiting OTC's impacts, but acknowledges the unique challenges nuclear-fueled facilities face by allowing additional time to comply with the proposed Policy's requirements.

Policy Section(s):

Appendix A, Section 2.D (*Requirements for Nuclear-Fueled Power Plants*).
Appendix A, Section 3.D (*Implementation Provisions—Special Studies*).

3.4 SHOULD ALTERNATIVE REQUIREMENTS BE ESTABLISHED FOR LOW CAPACITY UTILIZATION FACILITIES?

A measure of a power plants' overall utilization is the capacity utilization rate (CUR). The Phase II rule defined the CUR as the ratio between the average annual net generation of power by the facility (in MWh) and the total net capability of the facility to generate power (in MW) multiplied by the number of hours during a year. In cases where a facility has more than one intake structure, and each intake structure provides cooling water exclusively to one or more generating units, the CUR may be calculated separately for each intake structure, based on the capacity utilization of the units it serves. Phase II further constrained the CUR definition to only include that portion of the facility that generates electricity for transmission or sale using a thermal cycle with steam as the thermodynamic medium, i.e., stand-alone combustion turbines were included in the calculation. Table 10, below, summarizes OTC power plant electricity generation capacities by intake structure (e.g., Alamos units 1 and 2 are served by the same intake structure).

Phase II exempted units with a CUR of less than 15 percent from complying with the entrainment performance standard and only required impingement mortality controls.

For this staff report, the Phase II CUR definition was used to calculate utilization for all OTC power plants. For combined cycle power plants, USEPA's definition states that the power generated and capacity of the combustion turbine should be neglected (i.e. only use the steam turbine heat recovery power/capacity). However, CEC staff suggested that combined cycle systems should be considered

Table 10. OTC Power Plant/Unit Electricity Generation Capacities

| Facility/Units | Generation Technology | Capacity (MW) ^[a] |
|------------------------|-----------------------|------------------------------|
| Alamitos units 1&2 | ST | 350 |
| Alamitos units 3&4 | ST | 640 |
| Alamitos units 5&6 | ST | 960 |
| Contra Costa | ST | 680 |
| Diablo Canyon | N | 2269 |
| El Segundo units 1&2 | ST | 350 |
| El Segundo units 3&4 | ST | 670 |
| Encina units 1-5 | ST | 929 |
| Harbor | CC | 240 |
| Haynes units 1&2 | ST | 444 |
| Haynes units 5&6 | ST | 682 |
| Haynes units 9&10 | CC | 575 |
| Huntington | ST | 880 |
| Mandalay | ST | 430 |
| Morro Bay | ST | 1002 |
| Moss Landing units 1-4 | CC | 1020 |
| Moss Landing units 6&7 | ST | 1509 |
| Ormond | ST | 1500 |
| Pittsburg units 5&6 | ST | 650 |
| Potrero | ST | 207 |
| Redondo units 5&6 | ST | 350 |
| Redondo units 7&8 | ST | 963 |
| Scattergood | ST | 803 |
| SONGS unit 2 | N | 1123 |
| SONGS unit 3 | N | 1109 |
| South Bay | ST | 690 |

Notes:

a. Capacities provided by CEC

ST = Steam Boiler, CC = Combined Cycle, N = Nuclear.

one distinct generating unit since it reflects the overall efficiency gains on a per unit fuel basis. Capacity and generating output, therefore, are presented as the sum of all components.

Phase II defines a peaking facility as a power plant with an annual CUR of 15 percent or less⁷⁵. Per USEPA's definition, CURs were averaged among units served by the same intake structure. By that definition, for example, the CUR for Alamitos Units 1 and 2 is the MWh-weighted average of the CUR of each unit taken separately.

Table 11 summarizes the 2005 and 2006 annual averages and the 2000-2005 long-term average CURs for coastal OTC power plants.

⁷⁵ 69 FR 4616 (No. 131).

Table 11. Capacity Utilization Rates of OTC Power Plants

| Facility/Units | 2005 CUR (percent) | 2005 USEPA Peaker ^b | 2000-2005 CUR (percent) | 2000- 2005 USEPA Peaker ^[a] | 2006 CUR (percent) |
|----------------------------|-----------------------|--------------------------------------|-------------------------------|---|--------------------------|
| Alamitos units 1&2 | 3 | Yes | 9 | Yes | 3 |
| Alamitos units 3&4 | 8 | Yes | 30 | No | 13 |
| Alamitos units 5&6 | 10 | Yes | 30 | No | 10 |
| Contra Costa | 6 | Yes | 28 | No | 2 |
| Diablo Canyon | 89 | No | 85 | No | 96 |
| El Segundo units 1&2 | -- | -- | 10 | YES | -- |
| El Segundo units 3&4 | 12 | Yes | 27 | No | 11 |
| Encina units 1-5 | 24 | No | 36 | No | 15 |
| Harbor | 14 | Yes | 26 | No | 9 |
| Haynes units 1&2 | 21 | No | 31 | No | -- |
| Haynes units 5&6 | 10 | Yes | 18 | No | -- |
| Haynes units 9&10 | 47 | No | 47 | No | -- |
| Huntington Beach | 20 | No | 21 | No | 15 |
| Mandalay | 10 | Yes | 34 | No | 8 |
| Morro Bay | 4 | Yes | 23 | No | 6 |
| Moss Landing units 1&2 | 49 | No | 38 | No | 29 |
| Moss Landing units 6&7 | 4 | Yes | 30 | No | 6 |
| Ormond Beach | 4 | Yes | 22 | No | 4 |
| Pittsburg units 5&6 | 10 | Yes | 29 | No | 6 |
| Potrero | 22 | No | 44 | No | 29 |
| Redondo Beach units 5&6 | 1 | Yes | 7 | Yes | 2 |
| Redondo Beach units 7&8 | 5 | Yes | 26 | No | 6 |
| Scattergood | 16 | No | 25 | No | 21 |
| SONGS unit 2 | 90 | No | 89 | No | 68 |
| SONGS unit 3 | 98 | No | 89 | No | 69 |
| South Bay | 27 | No | 30 | No | 16 |

Note:

a. Defined as operating at 15 percent or less of design capacity.

ST = Steam Boiler, CC = Combined Cycle, N = Nuclear.

Figure 12 shows the annual OTC power produced by generation technology for 2000-2005. The power produced using steam boiler technology is trending downward, while the power generated using combined cycle technology is trending upward, and the power generated using nuclear technology is relatively constant for the time period. These trends are expected to continue as more conventional steam boilers are retired or repowered and replaced with combined-cycle technologies. The State's nuclear capacity is not expected to change in the foreseeable future.

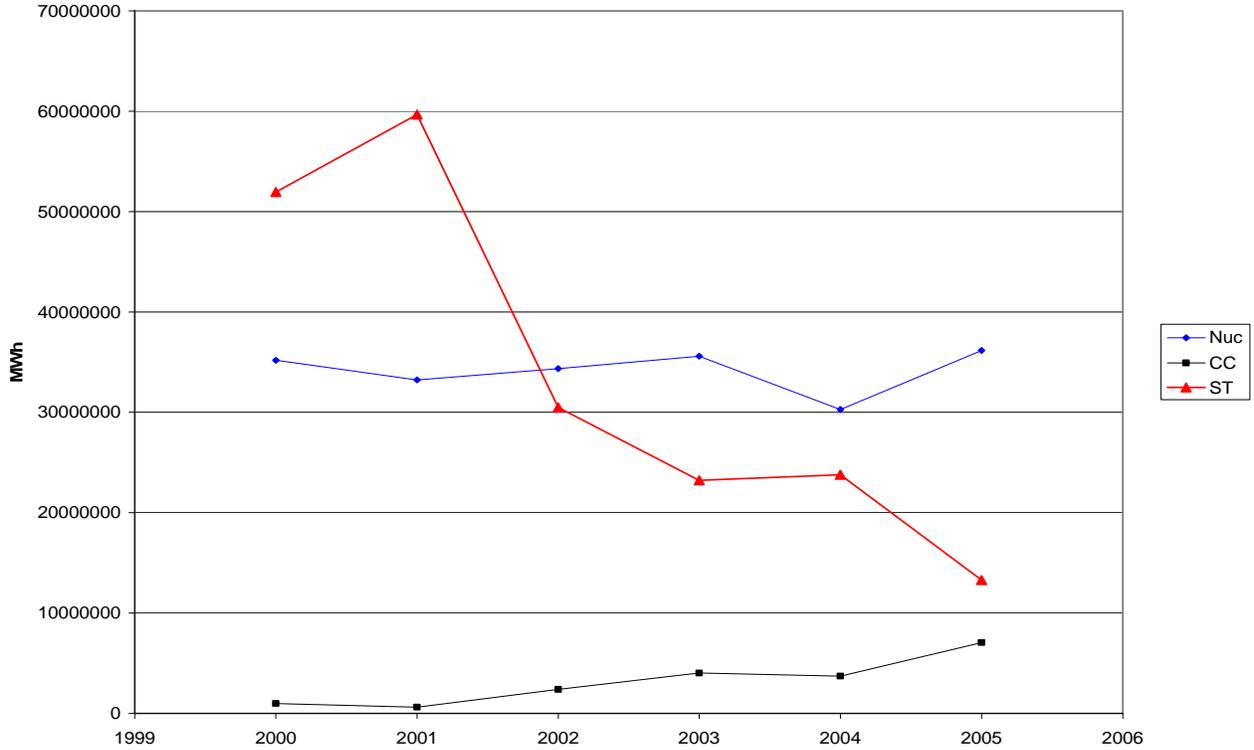


Figure 12. OTC Power Generation by Technology

Baseline:

Current BPJ-based permitting does not explicitly distinguish between low and high capacity utilization facilities.

Alternatives:

1. Establish alternative requirements for low capacity (<15 percent) units.
2. Make no distinction based on capacity utilization (baseline).

Discussion:

A facility's CUR is not necessarily indicative of the impact it may have on the aquatic environment since the potential for harm is not equally distributed throughout the year, particularly for entrainment; spawning typically peaks in spring and early summer throughout the state. Figure 13 and Figure 14, below, reproduced from the 2008 Steinbeck report (which was approved by the ERP), show the seasonal variation in larval fish concentrations at southern and northern OTC facilities.

Alternative 1 would establish alternative, less stringent criteria for low CUR facilities based on the false assumption such facilities cause appreciably less harm than a high capacity facility. Data show, however, that it is possible to operate less than 15 percent of the time and cause a greater impact than would be assumed if entrainment was uniform at all times.

Alternative 2 would not make any distinction between facilities based on their capacity utilization rates. This is appropriate since there is no definitive correlation between capacity utilization and adverse impact.

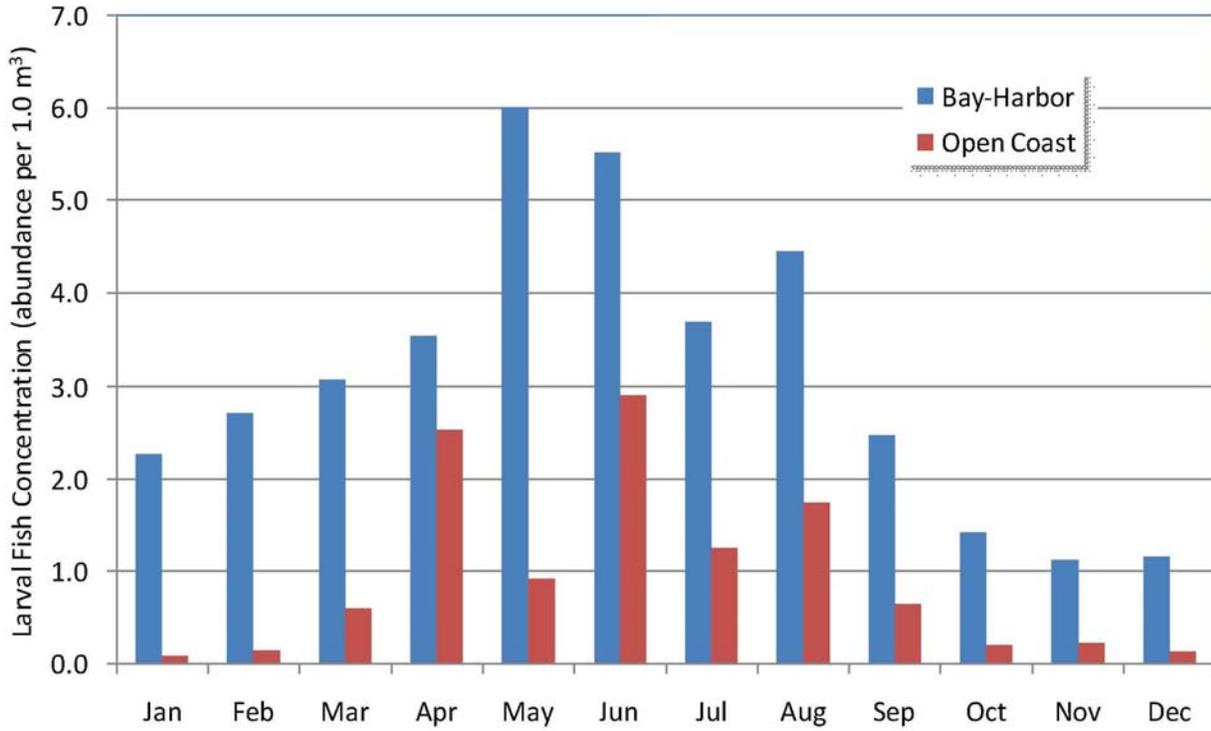


Figure 13. Larval Fish Concentrations at Southern OTC Facilities

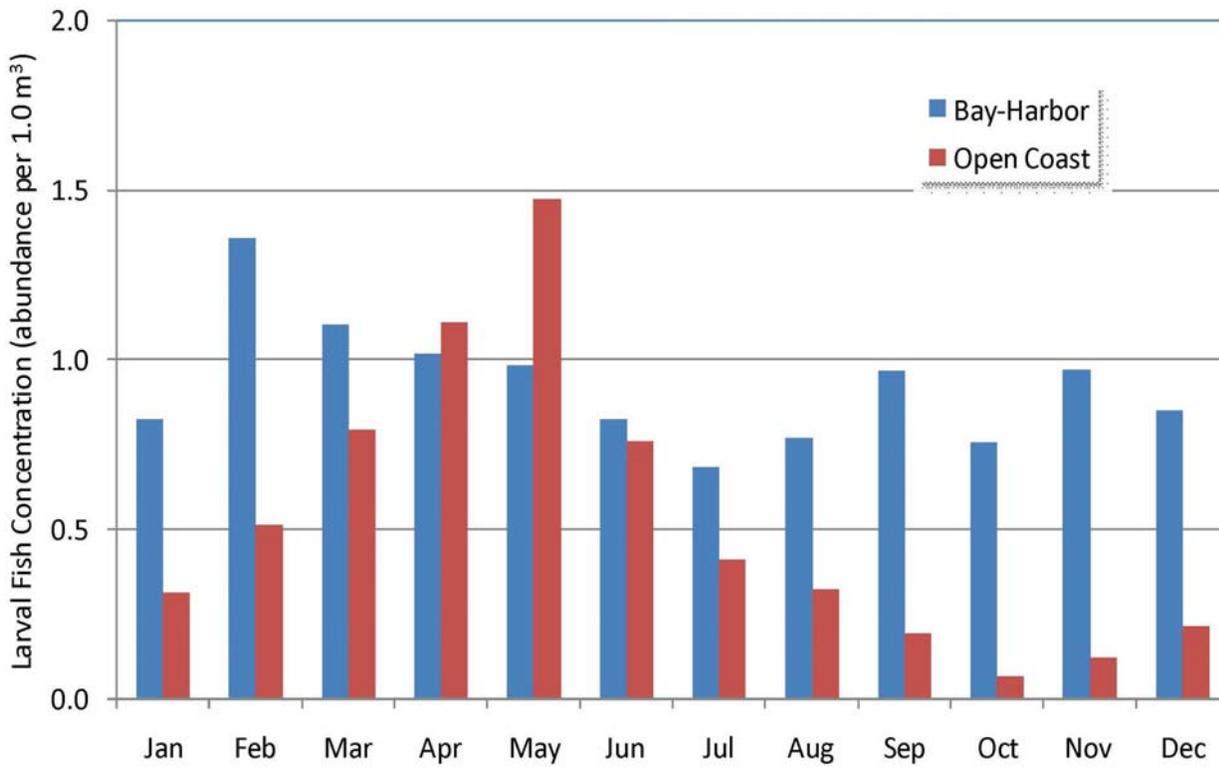


Figure 14. Larval Fish Concentrations at Northern OTC Facilities

Staff Recommendation:

Staff recommends Alternative 2.

Policy Section(s):

Not applicable.

3.5 SHOULD THE PROPOSED POLICY ADDRESS DESALINATION FACILITIES?

Seawater desalination increasingly supplements municipal water supplies in coastal California communities. New desalination technologies have made desalination more feasible and cost-effective, but remain energy-intensive processes that produce high-salinity waste brine that must be disposed of. Waste brine can be twice the salinity of the seawater used to produce it and, given its greater density, has the potential to sink to the ocean bottom and adversely impact sensitive benthic organisms if discharged without diffusion, undiluted, and in high volumes.

Many desalination facilities constructed or proposed along California's coast are co-located at or near existing OTC power plants. The desalination facility benefits by using a portion of the seawater withdrawn by an existing intake structure without having to construct a new, independent intake. Co-location also enables the desalination facility to co-mingle its brine discharge with the power plant's large cooling water volumes, thus ensuring adequate dilution prior to final discharge to the receiving water.

Baseline:

Desalination facilities are subject to existing NPDES requirements for intakes and discharges to surface waters and must apply for an NPDES permit. Currently, there are no state or federal regulations that specifically apply to desalination intakes.

Alternatives:

1. Include provisions for desalination facilities.
2. Address all desalination facilities through another policy.

Discussion:

Alternative 1 would apply the proposed Policy to all desalination facilities but would require substantial revisions to the Policy's basis and compliance alternatives. §316(b) is applicable only to "cooling water intake structures," which USEPA has defined as the total physical structure used to withdraw water from a surface water, at least 25 percent of which is used for cooling purposes.⁷⁶ Desalination facilities do not exceed this threshold and would not be subject to any of USEPA's existing or proposed regulations. The proposed Policy, therefore, would need to include a separate policy basis.

Desalination facilities and OTC thermal power plants are fundamentally different in their use of intake water, thus the means by which BTA would be determined is also very different. For existing OTC power plants, the most effective technology is closed-cycle wet cooling, which reuses a small volume of water several times to achieve the desired cooling effect. Desalination, on the other hand, is an extractive process for which the volume of water used cannot be limited without impairing the final production. The most appropriate IM/E control measures for desalination can only be front-of-pipe screening or return technologies that, while effective, are more site-specific than closed-cycle cooling and most appropriately evaluated on a case-by-case basis.

Alternative 2 would reserve the desalination issue for another mechanism outside of the proposed Policy. Most coastal desalination facilities, depending on when they were first constructed, are subject to Cal. Wat. Code §13142.5(b), which applies to all "new or expanded coastal...industrial installations

⁷⁶ 40 CFR §125.81

using seawater for cooling, heating, or industrial processing” and requires the minimization of the intake and mortality of all marine life.

Staff Recommendation:

Staff recommends Alternative 2. By limiting the proposed Policy to OTC facilities only, the State Water Board can most effectively address the unique characteristics of the coastal OTC power plants. Desalination facilities are more appropriately addressed in a separate plan or policy.

Policy Section(s):

Not applicable.

3.6 WHAT CONSTITUTES BTA FOR EXISTING POWER PLANTS?

The CWA prohibits the point source discharge of pollutants to waters of the United States except as authorized. CWA §402 establishes the NPDES permitting program to regulate such discharges by developing specific effluent limitations that are then incorporated into a facility’s NPDES permit. CWA §§ 301, 304 and 306 direct the permitting authority to develop limitations based on the technologies available to treat a certain pollutant (“technology-based”) or, where technology-based limits are insufficient to meet water quality standards, develop more stringent limitations that protect the beneficial uses of a particular receiving water (“water quality-based”). For technology-based limits, a permit writer may use nationally developed Effluent Limitation Guidelines (ELGs) that establish reasonable performance standards for a particular industrial category and achieve a minimum level of treatment or protection. In the absence of ELGs, the permit writer is directed to use the same performance-based approach to support a BPJ assessment on a case-by-case basis.

CWA §316(b) is somewhat unique among the Act’s provisions in that it addresses adverse environmental impacts caused by withdrawing water through an intake structure rather than limiting impacts caused by discharges into a receiving water. The provision’s BTA standard—best technology available for minimizing adverse environmental impact—is not defined nor does the statute provide any further guidance as to how it should be evaluated. USEPA has instead looked to other sections (CWA §§301, 304, and 306) for guidance in determining what factors may be used in a BTA analysis, an approach that has been upheld in the *Riverkeeper I* and *II* decisions.

For example, when evaluating “best available technology” (different from BTA), CWA §304 directs the permitting authority to consider

the age of equipment and facilities involved, the process employed, the engineering aspects . . . of various types of control techniques, process changes, the cost of achieving such effluent reduction, non-water quality environmental impacts (including energy requirements), and such other factors as [EPA] deems appropriate.⁷⁷

USEPA’s Phase I rule and subsequent efforts can be considered similar to the technology-driven ELG process in that they seek to develop national standards based on reasonably achievable performance. Absent a national standard, permitting authorities are directed to substitute BPJ but follow a similar process based on technology performance. Guidance for the BPJ approach is limited, however, and has often led to BTA determinations that are influenced by the relative scale of any impacts to the source water—a “population effects” basis—rather than the technology-driven standard mandated by the statute. The *Riverkeeper II* decision reiterated the Second Circuit’s opinion that, because it is a technology-driven statute, §316(b) need not be implemented by first considering the extent of any impact before determining BTA.⁷⁸ The *Entergy* decision did not address this topic.

⁷⁷ 33 U.S.C. § 1314(b)(2)(B).

⁷⁸ See *Riverkeeper, Inc. et al. v. U.S. Environmental Protection Agency*, (2nd Cir. January 25, 2007) 475 F.3d 83.

A key distinction between USEPA's §316(b) regulations, particularly in Phase II, and those developed under §301 or §306 has been the consideration of costs relative to benefits before making a final BTA determination. The *Entergy* decision upheld this approach as a reasonable interpretation of the statute, although it explicitly noted that a cost-benefit comparison is not required under §316(b); a BTA determination can be made without it.

Other portions of the *Riverkeeper II* decision relating to BTA that were not overturned in *Entergy* remain relevant and provide guidance for the State Water Board's development of the proposed Policy. First, costs may be considered insofar as they can be "reasonably borne" by the industry or when evaluating the cost-effectiveness of two similarly performing technologies. Second, the BTA standard is technology-driven and cannot include restoration, which compensates for an adverse impact after it as occurred rather than minimizing its occurrence in the first place. Third, BTA must be based on the "best" technology available (i.e., "optimally best performing") rather than an average of a technology's performance across multiple facilities. Lastly, secondary impacts may also be considered, such as secondary environmental effects and decreased energy production and efficiency.

Baseline:

BTA for all of the State's coastal OTC power plants is determined by the respective Regional Water Board using BPJ on a case-by-case basis.

Alternatives:

1. Establish BTA as an intake flow rate reduction at each unit to a level commensurate with a closed-cycle wet cooling system and a through-screen intake velocity reduction to no more than 0.5 feet per second (Track 1). If the Regional Water Board determines that intake flow rate reductions are infeasible, the facility must reduce IM/E to a level comparable to Track 1 through operational and structural controls, or both (Track 2).
2. Establish BTA as an intake flow rate reduction at each unit to a level commensurate with a closed-cycle dry cooling system (Track 1). Track 2 would remain the same as under Alternative 1 (i.e., if the Regional Water Board determines that Track 1 intake flow rate reductions are infeasible, the facility must reduce IM/E to a level comparable to a closed-cycle wet cooling system and a through-screen intake velocity reduction to no more than 0.5 feet per second through operational and structural controls, or both.)
3. Establish BTA as an intake flow rate and velocity reduction for all facilities as defined in Alternative 1 under Track 1. Track 2 would not be available.
4. Allow each Regional Water Board to separately employ BPJ to determine BTA on a plant-specific and permit-specific basis (baseline).

Discussion:

Alternative 1

This alternative establishes BTA based on entrainment reductions that can be achieved when an OTC facility retrofits to a closed-cycle wet cooling system. For impingement mortality, BTA is based on reducing the through screen intake velocity to no more than 0.5 fps. Both provisions are based on measured performance at other facilities as well as case study evaluations of wet cooling system retrofits by USEPA, the State Water Board, academic institutions and industry organizations.

Reducing a facility's intake capacity is the most effective and certain method by which entrainment can be reduced and is expressly permitted under §316(b) as one of four areas that may be regulated under the statute (design, construction, capacity and location). Entrainable organisms, such as eggs and larvae, are generally free-floating and do not have the capacity to escape an intake structure's influence like juvenile and adult fish. Among industry and regulatory agencies alike, it is an accepted

premise that the number of organisms entrained is more or less proportional to the water volume withdrawn through the intake structure during a limited time period. It is reasonable, therefore, to assume that reducing a facility's intake capacity will similarly reduce the total entrainment as well.⁷⁹ Although entrainment reductions are the primary achievement when intake flow is reduced, impingement rates are also likely to decrease, largely due to a substantially smaller intake volume that is withdrawn through the same intake structure, i.e., reducing through-screen velocity.

The percentage reduction a facility can achieve when converting from OTC to a closed-cycle wet cooling system is dependent on several factors, including climate conditions, condenser design and the source water quality used to provide makeup water to the cooling towers. In general, however, the reduction can be reasonably estimated based on the maximum dissolved solids concentration permissible in the circulating water, or cycles of concentration. A reference to "1.5 cycles of concentration" means that the circulating water in the tower is allowed to reach a dissolved solids concentration no more than 50 percent higher than the source water. To maintain this level, a portion of the circulating water must continually be purged and replenished, also known as blowdown and makeup water. Higher cycles of concentration typically correspond to lower makeup water demands, i.e., a higher flow reduction versus OTC. As shown for the example facility in Figure 15, flow reductions vary most significantly between 1 and 2 cycles of concentration.

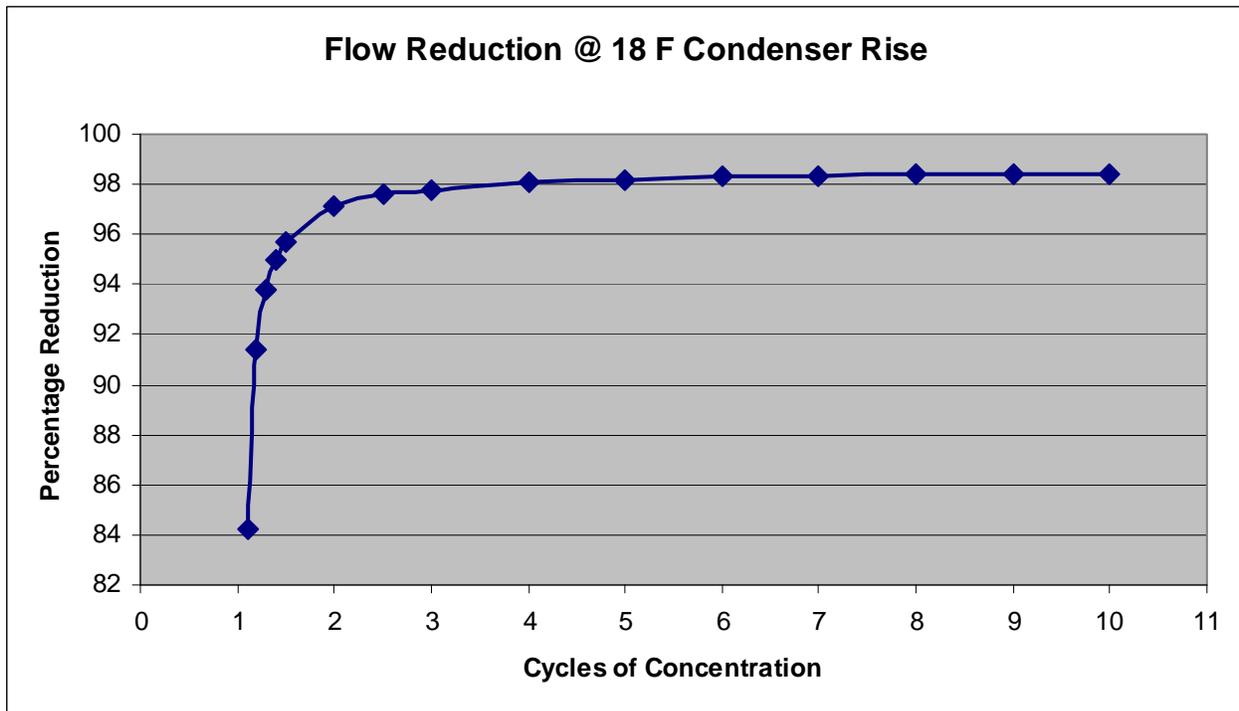


Figure 15. Flow Reductions at Different Cycles of Concentration

This alternative adopts a minimum intake flow rate reduction of 93 percent compared to the OTC capacity. In its report prepared for the Ocean Protection Council, Tetra Tech developed closed-cycle wet cooling tower configurations for most of the State's coastal OTC facilities using 1.5 cycles of concentration, which translates to intake capacity reductions ranging from 93 to 97 percent of the original OTC flow.⁸⁰ An independent analysis of the same facilities prepared by EPRI used a similar design basis and reached the same overall flow reduction estimates.⁸¹ Flow reductions, however, can

⁷⁹ USEPA, Technical Development Document for the Proposed 316(b) Phase II Existing Facilities Rule. 2002.

⁸⁰ Tetra Tech, 2008.

⁸¹ EPRI, 2007.

vary from facility to facility depending on their original intake flow capacity and other design factors. For this reason, Alternative 1 adopts the lower bound (93 percent) as the performance standard for entrainment.

The basis for the entrainment performance standard—closed-cycle wet cooling—must meet the criteria established for determining BTA. In short, the technology must be “available” in the sense that it is technically and logistically feasible at most facilities subject to the proposed Policy, and must be an economically viable method for addressing the Policy’s stated goals. The significance of any secondary impacts associated with compliance must also be considered before a final determination can be made.

Alternative 1 establishes a specific impingement mortality performance standard limiting through-screen intake velocity to no more than 0.5 fps. Intake velocity is a critical factor influencing the rates at which motile fishes are able to detect and escape the physical pull of the intake pumps. The 0.5 fps threshold is based on numerous swim speed studies and has been used in several federal regulations, including the Phase I rule.⁸² Through screen velocity reductions can be achieved by reducing the intake volume or by expanding the total through screen area.

A retrofitted facility, for the purposes of this staff report, is one in which a power plant replaces its OTC system with alternate cooling technologies without making any changes to the existing power generating system (boilers, turbines, etc.). Depending on the technology used in the retrofit (wet cooling towers, for example), the facility may suffer performance penalties because its existing systems were not designed to optimally operate at the higher circulating water temperatures. These performance penalties are exacerbated if the retrofit technology was dry cooling, potentially rendering the facility inoperable under certain climate conditions. In this case, the additional intake flow reductions that could be achieved with dry cooling (two to three percent) are not justified by the significantly greater costs compared to wet cooling.⁸³

A re-powered facility, on the other hand, while not a new facility, is similar in that it is better equipped to incorporate a dry cooling system from the start and address any anticipated performance penalties by redesigning critical system components. Newer technologies such as combined-cycle generation, which generates more electricity per unit of fuel and requires less cooling water per MWh of capacity, are more amenable to incorporating dry cooling. In fact, most new generation projects in California use either dry cooling or an alternative cooling water source, including the re-powering projects at Humboldt Bay, El Segundo, Encina, and Long Beach. Dry cooling at power generating units will reduce IM/E to zero; this approach meets the Alternative 1 condition “at a minimum to a level commensurate with a closed-cycle wet cooling system” because it exceeds the minimum of 93 percent reduction in intake flow rate.

Alternative 1 Basis

The Tetra Tech report evaluated the technical and logistical feasibility of retrofitting 15 of the State’s coastal OTC facilities with closed-cycle wet cooling systems.⁸⁴ The report developed conceptual retrofit designs based on each facility’s design parameters and evaluated feasibility in terms of logistics (e.g., available space, interference with other critical systems or nearby infrastructure), operations (e.g., energy penalty), local use restrictions (e.g., noise or building codes) and aesthetic or environmental restrictions (e.g., conflicts with conservation plans, impacts to threatened and endangered species). Tetra Tech also prepared a 20-year cost estimate based on the conceptual design but did not evaluate feasibility based on cost.

⁸² 66 FR 65274 (No. 243)

⁸³ CEC. Comparison of Alternate Cooling Technologies for California Power Plants: Economic, Environmental and Other Tradeoffs. 2002. 500-02-079F. February 2002.

⁸⁴ Tetra Tech did not develop an assessment for the South Bay, Humboldt Bay, Potrero and Encina Power Plants because of stated plans to cease OTC operation in the near future.

The Tetra Tech report found that closed-cycle wet cooling is technically and logistically feasible at 12 of the 15 facilities that were part of the study (Alamitos, Contra Costa, Diablo Canyon, Harbor, Haynes, Huntington Beach, Mandalay, Morro Bay, Moss Landing, Pittsburg, SONGS, and Scattergood). Three facilities did not meet the feasibility threshold (Redondo Beach, Ormond Beach, and El Segundo).

Retrofitting the State's two nuclear-fueled facilities is problematic, although not infeasible according to the Tetra Tech report criteria. At Diablo Canyon, sufficient space is available but will require relocating other facility infrastructure (parking, maintenance shops, etc.) to other areas. Space is less of a concern at SONGS, but its location immediately adjacent to a state beach and sensitive coastal bluffs, as well as its tenant relationship with the Camp Pendleton Marine Corps base, add to the likelihood that the approval process would be lengthy. Each facility would also have to shut down its operations for months to integrate the new cooling system into the existing facility. At SONGS, Units 2 and 3 can be taken offline separately since each essentially operates as an individual unit. Diablo Canyon, however, cannot stagger implementation because Units 1 and 2 share a common intake structure, which precludes continued operation of one unit while simultaneously retrofitting the other unit's cooling system. Lastly, any system modifications would require approval by the NRC to ensure compliance with all relevant safety standards. While maintaining the same performance standards for nuclear-fueled facilities, the proposed Policy addresses these complicating factors by including alternative compliance options and requirements.

The Tetra Tech report considered El Segundo infeasible because there was insufficient space on which to site the necessary plume-abated cooling towers for all four units. El Segundo's proximity to the Los Angeles International Airport and neighborhoods in Manhattan Beach made it likely that a visual plume would be unacceptable at that location. State Water Board staff notes, however, that since the report was published, El Segundo has begun construction on a repowering project to replace Units 1 and 2 with dry cooling. Sufficient space might now be available to retrofit the remaining two units (units 3 and 4).

Likewise, the Tetra Tech report considered Ormond Beach infeasible due to insufficient space for plume-abated cooling towers. The facility is located only 2.5 miles west of the Point Mugu Naval Air Station, increasing the possibility that a visual plume might interfere with flight operations and require plume abatement, although this could not be confirmed. Conservation easements and the proximity to state beaches limit the possibility that Ormond Beach could obtain sufficient land elsewhere.

Retrofitting to wet cooling towers is not feasible at Redondo Beach because of its centralized location in the heart of Redondo Beach. Tetra Tech could not develop a conceptual layout that would meet local use restrictions for noise, building height and aesthetic impacts (visual plume). Nearby office buildings and ongoing redevelopment projects make it unlikely any wet cooling tower—plume-abated or not—could be approved at this location at the size required to replace the existing intake capacity.

Under Alternative 1, the State Water Board does not conduct a cost-benefit assessment to establish BTA. Although the *Entergy* decision authorized cost-benefit as one factor that *may* be considered under §316(b), State Water Board staff does not believe cost-benefit is appropriate at the programmatic level. Instead, State Water Board staff evaluated whether the costs of compliance under Alternative 1 could be "reasonably borne" by the affected industry.

As shown in

Table 12, reproduced from the Tetra Tech report, the 20-year annualized cost translates to 0.45 cents/kWh based on the maximum possible output. As most conventional steam facilities operate at

substantially lower rates, a more accurate cost may be 1.13 cents/kWh, based on 2006 capacity utilization rates.

Table 12. Annualized Cost—Alternative 1

| Facility category | 20-year total annualized cost ^{[a],[b]} (dollars) | Cost per kWh (capacity) (cents/kWh) | Cost per kWh (2006 output) (dollars/MWh) |
|-------------------------------|--|--|---|
| Nuclear ^[c] | 442,600,000 | 1.13 | 1.24 |
| Fossil steam ^[d] | 123,400,000 | 0.16 | 1.45 |
| Combined-cycle ^[e] | 20,600,000 | 0.13 | 0.27 |
| All facilities | 586,600,000 | 0.45 | 1.13 |

Notes:

[a] 20-year annualized cost of all initial capital and startup costs, operations and maintenance, and energy penalty. Value represents the total annualized cost for all facilities in each category.

[b] Annual costs do not include any revenue loss associated with shutdown during construction. This loss is incurred in the first year of the project but not amortized over the 20-year project life span. Estimates of shutdown losses were developed for the following facilities: Diablo Canyon: \$727 million, SONGS: \$595 million, Haynes: \$5 million, and Moss Landing: \$2 million

[c] Diablo Canyon and SONGS

[d] Alamitos, Contra Costa, El Segundo (Units 3 and 4 only), Haynes (Units 1, 2, 5, and 6 only), Huntington Beach, Mandalay, Moss Landing (Units 6 and 7 only), Pittsburg, and Scattergood.

[e] Harbor, Haynes (Unit 8 only), and Moss Landing (Units 1 and 2 only).

kWh = kilowatt hour

Two Track Approach

The Tetra Tech report satisfies the requirement to assess feasibility at the programmatic level, taking into account site-specific factors such as availability of adequate space, potential impacts from increased noise on neighboring commercial or recreational land uses, air traffic safety, public safety, and the ability to obtain necessary permits, such as permits from the California Coastal Commission or local air district. While the report supports State Water Board staff's basis for establishing BTA based on closed-cycle wet cooling, the proposed Policy recognizes that additional site-specific factors may make intake flow rate reductions infeasible at a particular site when a more detailed analysis is conducted. For this reason, the proposed Policy allows for a two track approach to determine BTA at each location.

Using Track 1, a facility would install design and construction technologies or certify operational changes that consistently reduce the unit-by-unit intake flow rate by 93 percent or more compared to OTC. In addition, the facility would need to demonstrate that it has implemented design and construction technologies or instituted operational changes that reduce the through-screen velocity to no more than 0.5 fps. Track 1 is a streamlined approach that allows a facility to easily demonstrate an

acceptable IM/E reduction without the added burden of continually monitoring the technology's performance and conducting future studies. The Regional Water Board's burden is also lessened substantially in that it will not have to continually verify the facility's IM/E reductions or engage in a detailed analysis of alternative compliance measures.

If a facility demonstrates that Track 1 is infeasible to the Regional Water Board's satisfaction, it may comply with the BTA standard through Track 2. Track 2 permits a facility to use alternative means to achieve an IM/E reduction that is substantially similar to the Track 1 reduction, which is defined as no less than 90 percent of the IM/E reduction in Track 1. A facility would be able to use any combination of design and construction technologies and/or operational measures that achieve the desired reductions (e.g., recycled treated wastewater, fine mesh screens, variable speed pumps, seasonal restrictions), as measured on an annual basis. Any performance claims would have to be verified through an ongoing self-monitoring program subject to the Regional Water Board's approval. Credit may be taken for other technologies and/or operational measures if they were implemented prior to the effective date of the proposed Policy with the explicit intent of reducing IM/E.

As one hypothetical example of using Track 2, a facility may re-power two of its four units using dry cooling, and then limit the once-through cooling at the remaining two units to allow only a maximum of 16 percent IM/E of the facility's baseline overall. This would result in 84 percent reduction in IM/E on a facility basis, which is within 10 percent of the minimum reduction in IM/E in Track 1. There are many more potential approaches using combinations of closed cycle wet cooling, dry cooling, other design and construction technologies, and/or operational measures too numerous to include here. However, Track 2 allows the operators the flexibility to propose individual site-specific strategies to achieve results comparable to Track 1.

Alternative 2

This alternative maintains the same framework as Alternative 1 but establishes a more stringent BTA. Intake flow rate reductions would be based on a closed-cycle dry cooling (Track 1) rather than wet cooling. Track 2 would remain the same as described in Track 1.

Alternative 3

This alternative would retain the performance standards in Alternative 1 (intake flow rate reductions commensurate with closed-cycle wet cooling and intake velocity to no more than 0.5 fps) but would limit BTA determinations to Track 1 only; Track 2 would not be available. State Water Board staff recognizes that some facilities may be incapable of complying with Track 1 (e.g., Redondo Beach) and cannot unreasonably restrict compliance when alternative methods are available that can achieve similar performance. Without Track 2, the proposed Policy might force facilities to shut down if the necessary permits are not issued. Conversely, by limiting BTA to Track 1 only, the proposed Policy might inadvertently continue the existing §316(b) framework by exempting some facilities from any further compliance efforts because the performance standards could not be met using the available compliance measures.

Alternative 4 (Baseline)

This alternative continues the baseline condition by which Regional Water Boards determine BTA using a BPJ-based, case-by-case approach. As stated throughout this staff report, this method is by far the least desirable alternative in meeting the proposed Policy's stated goals. There is no evidence that the BPJ approach will be more effective in the future versus the past, nor does it achieve the coordinated effort between Regional Water Boards and other state agencies that is necessary to address the complex, interconnected issues this proposed Policy raises.

Staff Recommendation:

Staff recommends Alternative 1: : establish BTA as an intake flow rate reduction at each unit at a minimum to a level commensurate with a closed-cycle wet cooling system and a through-screen

intake velocity reduction to no more than 0.5 feet per second (Track I). If the Regional Water Board determines that intake flow rate reductions are infeasible, the facility must reduce IM/E to a level comparable to Track I through operational and structural controls, or both (Track II) This alternative broadly addresses the proposed Policy's multiple goals (ensuring adequate protection for the State's waters, while reducing the permitting burden for Regional Water Board staff) without being overly restrictive (as in Alternatives 2 and 3) or not restrictive enough (as in Alternative 4).

Policy Section(s):

Appendix A, Section 2.A (*Compliance Alternatives*).

3.7 HOW IS THE TRACK 1 ENTRAINMENT PERFORMANCE STANDARD CALCULATED?

Performance standards reflect the State Water Board's conclusion that certain technology-based methods for reducing adverse environmental impacts associated with cooling water intake operation are more effective than others without expressly requiring the use of one technology versus another. This maintains a degree of flexibility for the facility to select technology-based measures that are most appropriate to its circumstances. Staff recommends that BTA for reducing entrainment's adverse impacts be an intake flow rate reduction commensurate with closed-cycle wet cooling, or 93 percent below the current OTC flow rate.

Baseline:

Not applicable. NPDES permits implement §316(b) requirements on a case-by-case basis using BPJ.

Alternatives:

1. State the Track 1 entrainment performance standard as a mandatory entrainment reduction based on the facility's average entrainment over the most recent 5-year period.
2. State the Track 1 entrainment performance standard as a mandatory intake flow rate reduction calculated as a percentage of the facility's design flow.

Discussion:

The design intake capacity of the State's fossil-fueled OTC units is approximately 10.5 billion gallons per day, although the recent annual average for these facilities is substantially less. As shown in Table 13, below, many of these units have been in operation for several decades, some for 50 years or more. Over that time period new power plants have been constructed that use more advanced generating technologies and operate more efficiently and cost effectively compared to the older steam OTC units.

Because many of these units used to function as base-load units, with a correspondingly high capacity utilization rate, intake volumes were also higher as a proportion of the unit's intake capacity. The construction of more modern, more efficient power plants, combined with older units' declining efficiencies and deregulation of the electric power industry, have changed the status of many units to that of peaking or intermittent (load-following) generators that operate at a fraction of their boilerplate capacities. Thus, the amount of cooling water used, on an annual basis, has dropped dramatically as well and remains low. Annual water usage (for conventional facilities) is not expected to increase in the future.

Alternative 1 would capture any long-term changes to a facility's annual intake volume by expressing the entrainment performance standard in terms of a percentage reduction using the most recent 5-year average to establish the baseline. A facility would be required to submit adequate documentation detailing the basis for its baseline calculation, subject to review and approval by the Regional Water Board. The technology-based compliance method would likewise be proposed by the facility along with an adequate verification monitoring plan that would be incorporated into the facility's NPDES permit. Verification monitoring would be an on-going requirement necessary to ensure the technology was achieving the mandatory entrainment reduction.

Alternative 2 would ignore any recent flow reduction trends and instead establish a single numeric performance standard that could be applied to all facilities. It is based on the generally accepted

Table 13. OTC Flow Information

| Facility/Unit | In-service Year(s) | Design Intake Flow (mgd) | 2000-2005 Average Flow (mgd) | Average Flow (as Percentage of Design Flow) |
|----------------------------|--------------------|--------------------------|------------------------------|---|
| Alamitos Units 1 and 2 | 1956/1957 | 207 | 121 | 58 |
| Alamitos Units 3 and 4 | 1961/1962 | 392 | 281 | 72 |
| Alamitos Units 5 and 6 | 1966/1969 | 674 | 413 | 61 |
| Contra Costa Units 6 and 7 | 1964 | 440 | 257 | 58 |
| El Segundo Units 3 and 4 | 1964/1965 | 399 | 265 | 66 |
| Encina | 1954-1978 | 857 | 621 | 72 |
| Harbor | 1994 | 108 | 59 | 55 |
| Haynes | 1962-2005 | 968 | 258 | 27 |
| Huntington Beach | 1958* | 514 | 179 | 35 |
| Mandalay | 1959 | 253 | 234 | 92 |
| Morro Bay | 1962/1963 | 668 | 257 | 38 |
| Moss Landing Units 1 and 2 | 2002 | 361 | 193 | 53 |
| Moss Landing Units 6 and 7 | 1967/1968 | 865 | 387 | 45 |
| Ormond Beach | 1971/1973 | 685 | 521 | 76 |
| Pittsburg Units 5 and 6 | 1960/1961 | 462 | 274 | 59 |
| Potrero | 1956 | 231 | 193 | 84 |
| Redondo Units 5 and 6 | 1954/1957 | 217 | 51 | 24 |
| Redondo Units 7 and 8 | 1967 | 675 | 254 | 38 |
| Scattergood | 1958-1974 | 495 | 309 | 62 |
| South Bay | 1960-1964 | 601 | 417 | 69 |

Note: *Units 3 and 4 were retooled in 2002 and 2003

assumption that entrainment (and to some extent, impingement) is proportional to the volume of water withdrawn, although the relationship may fluctuate based on species composition, spawning periods, migration patterns, climate conditions and the facility's initial design configuration.

The State Water Board concedes the possibility that entrainment reductions might vary slightly from the flow reduction-based estimate but considers them insignificant and acceptable compared to the reduced burden this alternative would place upon both the facility and Regional Water Board. Flow reduction, particularly closed-cycle cooling is a technology-based measure that is easily verifiable and produces certain and consistent entrainment reductions as well. Compliance is determined by verifying the flow/velocity reduction measures have been implemented and does not burden the facility with having to demonstrate the expected entrainment reductions by actively monitoring the intake. USEPA used a similar justification when establishing the Phase II compliance alternative for closed-cycle cooling.⁸⁵

Alternative 2 would not explicitly require an entrainment reduction but would achieve the same desired result by requiring an intake flow that is, at a minimum, 93 percent less than the facility's design intake

⁸⁵ 69 FR 41685 (No. 131)

flow. This value is based on studies prepared for the State Water Board by Tetra Tech and an independent EPRI report.⁸⁶ Both studies estimate flow reductions using reasonable and acceptable industry standards for wet cooling tower designs and conclude that such retrofits would reduce intake volume by a range of 93 to 96 percent of the design capacity. In selecting the 93 percent flow reduction, which is achievable by any retrofitted facility, the policy dramatically streamlines the application and compliance process and eliminates the need to conduct site-specific retrofit evaluations for most facilities.

Staff Recommendation:

Staff recommends Alternative 2. This alternative is consistent with the State Water Board's goals of establishing a statewide policy with uniform performance standards that can simultaneously achieve the desired protection of the State's coastal ecosystems.

Policy Section(s):

Appendix A, Section 2.A(1) (*Compliance Alternatives—Track 1*).

3.8 WHAT BASELINE MONITORING SHOULD BE REQUIRED?

Where site-specific information is necessary, facilities subject to the NPDES program are required to file a renewal application to the appropriate Regional Water Board 180 days prior to the expiration of the current NPDES permit. That application must contain all relevant data and information that will support Regional Water Board's development of appropriate effluent limitations and permit conditions.

Baseline:

Information submitted in support of NPDES permit renewal applications is determined on a case-by-case basis by the appropriate Regional Water Board.

Alternatives:

1. Allow the Regional Water Board to determine baseline monitoring requirements without minimum statewide guidance .
2. Establish specific IM/E baseline monitoring and implementation plan requirements for Track 1 and Track 2 facilities.
3. Identical to Alternative 2, except that the requirements apply to Track 2 facilities only.

Discussion:

Baseline monitoring is an important aspect of the proposed Policy because it allows the Regional Water Board to establish compliance criteria that will be used to verify the performance of the technologies that are selected to meet the performance standards.

Alternative 1 would continue the status quo permitting process as it relates to §316(b) in that specific data and study parameters are determined solely by the Regional Water Board. This alternative is similar to the case-by-case, BPJ approach that has led to inconsistent application of the BTA standard from region to region. Allowing the Regional Water Board to determine what baseline monitoring should be performed would not support a statewide policy.

Alternative 2 would require all facilities (Track 1 and Track 2) to conduct specific IM/E studies and data collection efforts that must receive the Regional Water Board's approval and be performed prior to NPDES permit reissuance. Impingement monitoring would consist of at least one year of sampling conducted at different times of the year over 24 hours so that species seasonal abundance can be accurately characterized. Likewise, entrainment monitoring would be performed for at least one year in such a way as to accurately reflect the temporal, seasonal, and diel variation in larval composition that can occur at a particular location. Taxonomic identification of all individuals collected to the lowest

⁸⁶ EPRI. Issues Analysis of Retrofitting Once-Through Cooled Plants with Closed-Cycle Cooling. 2007.

practicable level would also be required so that species composition may be accurately estimated in entrainment loss calculations (e.g., habitat production foregone, empirical transport model).

For both impingement and entrainment monitoring, a facility would be able to demonstrate, to the Regional Water Board's satisfaction, that it has already conducted sampling that accurately reflects current conditions. This option recognizes that many facilities conducted considerable impingement and entrainment studies to satisfy Phase II requirements prior to that rule's suspension.

The facility would be required to submit an implementation plan that identifies the compliance track it intends to follow, including a description of the design and construction technologies or operational measures to be used to satisfy the relevant performance standards. At that time the facility may also submit documentation demonstrating the effectiveness of existing technologies or operating measures, in whole or in part, whose primary purpose was to control IM/E and was implemented prior to the effective date of the proposed Policy. If the Regional Water Board agrees, existing IM/E reductions may be credited towards meeting the appropriate performance standard.

Alternative 3 implements the same provisions as Alternative 2, except that it excludes Track 1 facilities and applies baseline monitoring requirements to Track 2 facilities only. A facility opting to comply using Track 1 is required to reduce its intake flow rate by 93 percent and limit through screen velocity to no more than 0.5 fps; explicit IM/E performance standards are not included for Track 1. State Water Board staff has concluded that intake velocity and flow rate reductions are the most direct and certain method for reducing IM/E impacts to acceptable levels based on the commonly held assumptions that entrainment is proportional to flow and impingement is primarily driven by high through screen velocities. It is unnecessarily burdensome, therefore, to require a facility to conduct baseline monitoring when that data will not be used to determine compliance.

Staff Recommendation:

Staff recommends Alternative 3.

Policy Section(s):

Appendix A, Section 5 (*Track 2 Monitoring Provisions*).

3.9 WHAT MONITORING REQUIREMENTS SHOULD BE INCLUDED IN THE PROPOSED POLICY?

Cal. Wat. Code §§13267 and 13383 authorize the State or Regional Water Board to require technical monitoring requirements and special studies for all facilities subject to CWA §13160. At 40 CFR §§122.41 and 122.48, USEPA requires that all NPDES permits must specify monitoring and reporting requirements to verify compliance with effluent limitations and permit conditions. Periodic monitoring allows the State and Regional Water Boards to continually evaluate a facility's compliance status and provides the permitted facility with immediate feedback as to its own performance. The State and Regional Water Boards maintain some discretion in establishing the specific monitoring requirements provided they can be used to verify the permitted activity.

Under the proposed Policy, periodic monitoring would verify a facility's compliance with either the Track 1 or Track 2 performance standards, or alternative requirements established on a site-specific basis by the Regional Water Board.

Baseline:

Each Regional Water Board develops specific monitoring requirements for each the permit conditions implementing §316(b). Requirements vary from region to region.

Alternatives:

1. Do not require any facility (Track 1 or Track 2) to conduct further monitoring after implementation; compliance determined based on IM/E performance estimates contained in the implementation plan.
2. Require all facilities (Track 1 and Track 2) to conduct IM/E monitoring consistent with uniform standards prescribing sampling methods, frequency, and compliance metrics.
3. Require all facilities (Track 1 and Track 2) to conduct periodic IM/E monitoring, but defer to the Regional Water Board to develop specific monitoring elements.
4. Allow Track 1 facilities to demonstrate compliance by verifying the proposed technology-based intake flow rate and velocity measures have been implemented and continue to function as intended. Require Track 2 facilities to conduct post-implementation IM/E monitoring according to general statewide requirements with sampling specifics to be designed to the applicable Regional Water Board's satisfaction.

Discussion:

The proposed Policy adopts a two track approach to determining BTA at each facility in recognition that not all facilities will be able to comply with the Track 1 requirements to reduce the intake flow rate by 93 percent and velocity to no more than 0.5 fps. Although Track 1 and Track 2 will each achieve an acceptable IM/E reduction, the means by which performance is verified is different.

Track 1 specifies a highly protective technology-based performance requirement that is certain and verifiable, and will achieve consistent performance as long as the selected measures are operated and maintained as intended. Intake flow rate and velocity restrictions will achieve substantially similar proportional IM/E reductions regardless of local conditions such as water body type and species composition. Track 2, on the other hand, allows a facility to select any combination of design and construction technologies or operational measures that will achieve IM/E reductions comparable to Track 1 (within 10 percent). The performance of many of these alternative measures varies from site to site depending on numerous factors, including the hardness of the species that may be impacted. USEPA noted this variation in its Phase I and Phase II Technical Development Documents and discussed technology performance in terms of ranges rather than specific values.

Alternative 1 would exclude specific monitoring provisions from the proposed Policy and instead base compliance on estimated IM/E reductions the facility believes will be achieved once the selected measures have been implemented. No further monitoring would be required. For example, a facility that installs a fish barrier net to reduce impingement mortality would be able to claim a certain reduction based on applications at other locations, laboratory evaluations or a pilot study at the facility. Once an acceptable performance level is demonstrated, the facility would not be required to conduct periodic IM/E sampling to verify performance. The facility would verify compliance by demonstrating the technology was properly maintained and operating as intended.

This alternative would be insufficient to satisfy the NPDES monitoring requirements for Track 2 facilities. While the selection of alternative measures is based on reasonable performance assumptions, the IM/E reductions are by no means certain.

Alternative 2 would require all facilities, Track 1 or Track 2, to perform periodic IM/E monitoring subject to specific, statewide requirements describing the sampling methods, frequency of sampling, and metrics used to evaluate compliance. For example, the proposed Policy could require all facilities to conduct monthly impingement monitoring and measure compliance based solely on the impingement rate of the most prevalent species as determined prior to implementation. Likewise, monthly entrainment monitoring could be required with compliance based on enumeration of all eggs and larvae and a specified calculation model.

In two ways, this alternative would conflict with broader NPDES goals that seek to avoid unnecessary and overly prescriptive monitoring requirements. First, IM/E monitoring may not be required to verify compliance under Track 1 since performance is based on intake flow rate and velocity reductions; it may be more appropriate to monitor other factors instead, such as monthly intake flow and head loss measurements at the screens. Second, the IM/E is a variable impact that depends on site-specific conditions including water body type, intake configuration, and species composition. It is not practical to assume the proposed Policy could adopt specific monitoring conditions that would apply to all facilities. Likewise, specific compliance metrics are more appropriately developed by the Regional Water Board to reflect site-specific permit conditions.

Alternative 3 would require all facilities (Track 1 and Track 2) to conduct periodic IM/E monitoring, and would continue the current practice of deferring to the Regional Water Board to develop specific IM/E sampling requirements to demonstrate compliance. However, this alternative would still conflict with broader NPDES goals to provide statewide consistency in monitoring programs, and would not provide guidance to Regional Water Board permit writers. In addition, IM/E monitoring for Track 1, if required by a Regional Board, would not be useful in verifying compliance since performance is based on intake flow rate and velocity reductions.

Alternative 4 separates monitoring requirements for Track 1 and Track 2. A facility complying under Track 1 would be exempt from further verification monitoring provided it can demonstrate, to the Regional Water Board's satisfaction, that it has implemented technology-based intake flow rate and velocity reduction measures that will achieve the Track 1 performance standards (a minimum of 93 percent intake flow rate reduction; a maximum through-screen velocity of 0.5 fps). USEPA proposed a similar approach in the Phase II rule.⁸⁷

This alternative requires a facility complying under Track 2 to conduct post-implementation IM/E monitoring, to the Regional Water Board's satisfaction, in order to demonstrate the selected technology-based controls consistently achieve the performance standard (IM/E reductions within 10 percent of Track 1). Direct monitoring of IM/E is most critical when a facility opts to implement controls that do not have consistent performance from one facility to the next, or when multiple control measures will be used that collectively reach the performance standard.

Under Alternative 4, general statewide requirements for IM/E monitoring are provided, with specific monitoring plans to be designed to the Regional Water Board's satisfaction. Post-implementation impingement monitoring would be performed in the same way as provided in the policy for baseline monitoring. Post-implementation entrainment monitoring would be required but specific requirements for entrainment sampling are not prescribed. Since Track 2 may involve a variety of different control strategies at different facilities, flexibility is necessary to design appropriate sampling approaches. For example a facility that uses wedgewire screens or a deep water intake would not be able to use the same sampling approach as baseline sampling. Another example may be a facility that relies solely on intake flow controls to show comparability to Track 1 performance standards; in such cases the Regional Water Board may decide to allow flow monitoring instead on entrainment sampling. The approach of using flow monitoring as a substitute for entrainment monitoring in such cases was endorsed by the Expert Review Panel.

Staff Recommendation:

Staff recommends Alternative 4: : Allow Track 1 facilities to demonstrate compliance by verifying the proposed technology-based intake flow rate and velocity measures have been implemented and continue to function as intended. Require Track 2 facilities to conduct post-implementation IM/E monitoring according to general statewide requirements with sampling specifics to be designed to the Regional Water Board's satisfaction.

⁸⁷ 69 FR 41685 (No. 131).

Policy Section(s):

Appendix A, Section 5 (*Track 2 Monitoring Provisions*)

3.10 SHOULD A MAKEUP WATER SOURCE BE SPECIFIED FOR TRACK 1?

Closed-cycle wet cooling systems reject heat to the surrounding environment by evaporating a small portion of the recirculating water flow. This evaporative loss, approximately 1 to 2 percent of the circulating flow, gradually increases the water's dissolved solids concentration and requires a continuous flushing (blowdown) to maintain desirable water quality. Makeup water must be obtained to compensate for evaporation and blowdown (as well as minor drift losses), the volume of which is dependent on the source water's initial dissolved solids content and the cycles of concentration used in the system's design. Salt water cooling towers, the default design used for all of the State's OTC facilities in the Tetra Tech report, typically operate at 1.5 cycles of concentration unless site-specific limits require a lower value. At this level, salt water towers will require makeup water at a rate that is approximately 94 percent less than the OTC system.

When retrofitting to closed-cycle wet cooling, it is not necessary to continue using the OTC source water as the makeup water source. Alternative water sources, in fact, can provide additional benefits that may make its use preferable over marine or estuarine waters. Furthermore, the State Water Board's 1975 *Quality Control Policy on the Use and Disposal of Inland Waters Used for Power Plant Cooling* required new power plants to consider using reclaimed water instead of freshwater.⁸⁸ There is no similar policy regarding the use of marine waters, although Porter-Cologne encourages the use of recycled water in the coastal zone as a supplement to surface and ground water sources, and may be made available for industrial uses provided it meets certain discharge criteria.⁸⁹

Reclaimed water combined with a closed-cycle cooling system could eliminate a facility's surface water withdrawals, thereby eliminating IM/E as well. Because reclaimed water typically has a much lower dissolved solids concentration than marine water, a smaller, less costly tower may be possible. The overall cost savings may be negligible, however, if the cost to procure, treat, and transport the reclaimed water is substantial. For many of the State's OTC facilities, reclaimed water would require extensive new infrastructure (underground or offshore piping, pumps) that would be installed in urbanized areas. The Tetra Tech report evaluated potential reclaimed water sources for 13 OTC facilities (see, below).

Baseline:

The 1975 policy requires facilities that would otherwise withdraw from freshwater sources to consider reclaimed water instead.

Alternatives:

1. Do not specify source water preferences for makeup water.
2. Require that power plant owners consider the feasibility of using recycled wastewater for power plant cooling.

Discussion:

Alternative 1 is inconsistent with the State Water Board's 1975 policy direction regarding the use of recycled wastewater. Furthermore, the State Water Board is committed to encouraging the safe use

⁸⁸ State Water Resources Control Board, Resolution 75-58. 1975.

⁸⁹ CWC §13142.5(e)(1) and (2)

of recycled wastewater in order to conserve the State's scarce potable water resources. To that end, the State Water Board recently adopted a recycled water policy.⁹⁰

Alternative 2 is consistent with the State Water Board's new recycled water policy. Alternative 2 is also consistent with the 1975 policy and expands the scope to marine and estuarine waters as well. Reclaimed water cannot be used as a direct replacement for OTC water demand (with few

Table 14. Reclaimed Water Sources

| Facility | Design Intake Capacity (mgd) | Wet Cooling Tower Makeup Demand (mgd) | Percent Reduction | 15 Mile Reclaimed Water Sources and Capacity |
|---------------|------------------------------|---------------------------------------|-------------------|---|
| Alamitos | 1152 | 57 | 95 | LA Sanitation (Carson)—330 mgd Los Coyotes (Cerritos)—33 mgd Terminal Island (San Pedro)—20 mgd OC Sanitation (Huntington Beach)—232 mgd Long Beach (Long Beach)—20 mgd |
| Huntington | 484 | 26 | 95 | OC Sanitation (Huntington Beach)—232 mgd Long Beach (Long Beach)—20 mgd |
| Haynes | 858 | 36 | 95 | LA Sanitation (Carson)—330 mgd Los Coyotes (Cerritos)—33 mgd Terminal Island (San Pedro)—20 mgd OC Sanitation (Huntington Beach)—232 mgd Long Beach (Long Beach)—20 mgd |
| Harbor | 81 | 4.6 | 94 | LA Sanitation (Carson)—330 mgd Los Coyotes (Cerritos)—33 mgd Terminal Island (San Pedro)—20 mgd Long Beach (Long Beach)—20 mgd |
| El Segundo | 379 | 20 | 95 | LA Sanitation (Hyperion)—350 mgd LA Sanitation (Carson)—330 mgd |
| Diablo Canyon | 2484 | 108 | 96 | None |
| Contra Costa | 431 | 20 | 95 | Delta Diablo (Antioch)—14 mgd Trilogy (Rio Vista)—0.5 mgd Brentwood (Brentwood)—5 mgd |
| Moss Landing | 1166 | 56 | 95 | Watsonville (Watsonville)—10 mgd Monterey Regional (Marina)—30 mgd |
| Mandalay | 241 | 13 | 95 | Ventura (Ventura)—14 mgd Oxnard (Oxnard)—31 mgd |
| Pittsburg | 462 | 20 | 96 | Benicia (Benicia)—3 mgd Central Contra Costa (Concord)—45 mgd Delta Diablo (Antioch)—14 mgd |
| Ormond Beach | 654 | 47 | 93 | Ventura (Ventura)—14 mgd Oxnard (Oxnard)—31 mgd |
| SONGS | 2287 | 110 | 95 | Oceanside Outfall (Oceanside)—27 mgd SOCWA (San Juan Creek)—19 mgd San Clemente (San Clemente)—5 mgd |
| Scattergood | 495 | 23 | 95 | LA Sanitation (Hyperion)—350 mgd LA Sanitation (Carson)—330 mgd |

⁹⁰ State Water Board Resolution No. 2009-0011 (Adoption of a Policy for Water Quality Control for Recycled Water), effective May 14, 2009

exceptions), although it may be used to *supplement* OTC flows and achieve a partial flow reduction. A wet cooling tower's reduced water demand makes reclaimed water more suitable for use as makeup source provided the water is available and treated to meet standards contained in Title 22 of the California Code of Regulations. In some cases this may be a feasible and desirable alternative, such as at Huntington Beach where a significant volume of water is available nearby, or at Mandalay, where reclaimed water might enable the facility to avoid ongoing permit compliance issues related to the presence of copper in the intake water. State Water Board staff recognizes that increasing demands for reclaimed water in other uses (e.g., irrigation, ground water injection, salt water intrusion barriers), particularly in southern California, may complicate availability.

Staff Recommendation:

Staff recommends Alternative 2: require that power plant owners consider the feasibility of using recycled wastewater for power plant cooling, either to supplement OTC or as makeup water in a closed-cycle system, when developing their implementation plans.

Policy Section(s):

Appendix A, Section 1 (*Introduction*).

Appendix A, Section 3.A(2) (*Implementation Provisions*).

3.11 SHOULD THE PROPOSED POLICY INCLUDE A STATEWIDE COMPLIANCE SCHEDULE?

This proposed Policy establishes intake flow rate and velocity reductions as BTA. Within the narrow scope of the proposed Policy, compliance will involve retrofitting the existing OTC system to closed-cycle wet cooling (Track 1) or adopting other measures that achieve the IM/E performance standards (Track 2) in a prescribed timeframe. The age and relative inefficiency of many OTC units, however, increase the likelihood that facilities will opt to comply with the proposed Policy by retiring one or more units or replacing them with new, more efficient generation technologies that use dry or alternative cooling systems. Unlike other industrial sectors or point source discharge categories, power plants do not operate wholly independent from one another in that they supply a common electrical transmission grid and can be called upon to balance the electrical load as units from other power plants are taken offline. State Water Board staff recognized this possibility by convening the IAWG to address the interconnected issues that might be raised in the event multiple units are retired or repowered.

Alternatives:

1. Require all facilities to comply with the proposed Policy within the minimum timeframe needed to retrofit to closed-cycle wet cooling.
2. Delegate compliance scheduling to the appropriate Regional Water Boards.
3. Establish facility-specific compliance dates based on known replacement and upgrade projects and collaboration with other State agencies. Address unforeseen changes to facility status by establishing a process to periodically re-assess compliance dates and amending the Policy as needed.

Discussion:

A fossil-fueled facility that opts to comply by installing closed-cycle wet cooling will be required to obtain the necessary permits prior to initiating construction, a process that can take up to one year or more. The construction phase may last 6 months or more depending on the size and complexity of the retrofit, while final connections to integrate the new system with the existing facility can last up to four weeks. Timelines for nuclear-fueled facilities can be significantly longer to address their more stringent regulatory and safety requirements.

Alternative 1 would assume that all facilities (except Diablo Canyon and SONGS) would have compliance deadlines extending 2 to 3 years beyond the effective date of the proposed Policy. No coordinated effort would be made to balance electrical demand or transmission grid reliability. According to the grid reliability study prepared by Jones and Stokes, Alternative 1, if implemented, could trigger the retirement of more than 15,000 MW of capacity without consideration for replacement power sources, which would have to be supplied by less efficient generating technologies and cause significant secondary environmental impacts at a cost of more than \$11 billion.⁹¹

Alternative 2 would establish a statewide BTA determination but leave decisions regarding implementation to the Regional Water Boards. This alternative would run counter to the State Water Board staff's stated goals of coordinating implementation at the state level to reduce the burden on Regional Water Boards and address issues that extend beyond an individual board's jurisdiction.

Alternative 3 recognizes the likelihood that many fossil-fueled units will achieve compliance through retirement, re-powering, or infrastructure upgrades. Grid reliability is an issue of statewide concern. To promote grid reliability it is not advisable to assume that all plants can convert to BTA at the same time in a very short time frame. Conversion to BTA must be accomplished in an orderly and coordinated fashion. To that end, State Water Board staff convened the IAWG to solicit input from California's energy and permitting agencies. The implementation schedule in the proposed Policy was developed with input from the IAWG. As part of that process, the energy agencies (CEC, CPUC, and CAISO) proposed their recommended implementation schedule (see Appendix C). The proposed Policy contains a provision to continue this collaborative approach by establishing a Statewide Advisory Committee on Cooling Water Intake Structures (SACCWIS) that will include agencies with oversight in energy resource planning and permitting. The SACCWIS will assist in reviewing scheduled conversions to BTA by existing power plants. The SACCWIS will report to the State Water Board with recommendations on modifications to the implementation schedule every two years starting in 2013, and the State Water Board will consider the SACCWIS' recommendations and direct staff to make modifications, if appropriate, for the State Water Board's consideration.

⁹¹ Jones and Stokes, OTC Reliability Study, 2008.

Table 15 below, presents the proposed Policy's proposed implementation schedule and basis.

Staff Recommendation:

Staff recommends Alternative 3. Establish facility-specific compliance dates based on known replacement and upgrade projects and collaboration with other State agencies. Address unforeseen changes to facility status by establishing a process to periodically re-assess compliance dates and amending the Policy as needed.

Policy Section(s):

Appendix A, Section 1 (*Introduction*)

Appendix A, Section 3.B (*Implementation Provisions*)

Appendix A, Section 3.E (*Implementation Schedule*)

Table 15. Implementation Schedule

| Facility | Compliance Date [time after the effective date of the Policy] | Basis |
|-------------------------------------|--|---|
| Humboldt Bay Power Plant | [1 year] | Repowering project approved by CPUC and expected to operational by the end of 2010. |
| Potrero Power Plant | [1 year] | Completion of infrastructure replacement project expected by end of 2010. |
| South Bay Power Plant | 12/31/2012 | Infrastructure upgrade approved by CPUC and expected complete by 2012. |
| El Segundo Generation Station | 12/31/2015 | Repowering proposed. |
| Haynes Generating Station | 12/31/2015 | Proposal submitted by LADWP. |
| Morro Bay Power Plant | 12/31/2015 | Contract with SCE expires in 2011. CAISO report indicates not needed for resource adequacy. |
| Encina Power Plant | 12/31/2017 | CPUC 2010 Long Term Procurement Plan. |
| Contra Costa Power Plant | 12/31/2017 | CPUC 2010 Long Term Procurement Plan. |
| Pittsburg Power Plant | 12/31/2017 | CPUC 2010 Long Term Procurement Plan. |
| Moss Landing Power Plant | 12/31/2017 | CPUC 2010 Long Term Procurement Plan. |
| Harbor Generating Station | 12/31/2017 | Proposal submitted by LADWP. |
| Scattergood Generating Station | 12/31/2017 | Proposal submitted by LADWP. |
| Huntington Beach Generating Station | 12/31/2020 | CPUC 2012 Long Term Procurement Plan. |
| Redondo Beach Generating Station | 12/31/2020 | CPUC 2012 Long Term Procurement Plan. |
| Alamitos Generating Station | 12/31/2020 | CPUC 2012 Long Term Procurement Plan. |
| Mandalay Generating Station | 12/31/2020 | CPUC 2012 Long Term Procurement Plan. |
| Ormond Beach Generating Station | 12/31/2020 | CPUC 2012 Long Term Procurement Plan. |
| Diablo Canyon Power Plant | [12 years] | Concurrent with NRC operating license renewal. |
| SONGS | [13 years] | Concurrent with NRC operating license renewal. |

3.12 SHOULD THE PROPOSED POLICY INCLUDE INTERIM REQUIREMENTS?

Implementation of the proposed Policy is likely to occur over several years, with a significant time lapse between adoption and final compliance for several facilities. According to the proposed implementation schedule, Diablo Canyon and SONGS will not be required to comply for more than 10 years beyond the proposed Policy's effective date with several other facilities required to be in compliance by 2020. Impacts to marine life will continue during this interim period.

Baseline: Not applicable

Alternatives:

1. Exclude all interim requirements.
2. Establish interim IM/E requirements using technology-based methods only. Require all facilities with offshore intakes to install large organism (e.g., marine wildlife) exclusion devices and require additional restrictions on intake flows not directly associated with power generating activities.
3. Establish interim IM/E requirements with restoration as a compliance method..
4. Establish interim IM/E requirements using technology-based methods (as in Alternative 2) and require interim restoration (as in Alternative 3)

Discussion:

Large Organism Impingement

The federal Marine Mammal Protection Act⁹² was established in 1972 to protect important marine species and established a moratorium on "taking"⁹³ marine mammals, except under narrowly drawn circumstances as authorized by an appropriate permit. All sea turtles, including Green and Loggerhead turtles, are currently listed as threatened under the federal Endangered Species Act⁹⁴. More broadly, the California Ocean Protection Act⁹⁵ provides a set of guiding principles for all state agencies to follow in protecting the State's coastal and ocean resources, with an emphasis on interagency coordination to implement state policies such as the Marine Life Protection Act⁹⁶.

The National Marine Fisheries Service has reported to State Water Board staff that large organisms such as marine mammals and sea turtles are regularly impinged in offshore intakes, often resulting in mortality. Table 16 and Table 17, below, show that large organism impingement for coastal OTC facilities continues to be a significant issue coastal OTC facilities, particularly those with offshore intakes.⁹⁷

The proposed Policy's principal goal is to minimize the impacts to the State's coastal aquatic communities that can occur with uncontrolled OTC operation; large marine organisms are a critical component to overall health and stability of these communities. Because the proposed Policy addresses the unique characteristics associated with power plants, it is appropriate to include measures to control these "takings" independent from other state agency initiatives that address impacts associated with commercial fishing and other activities. At cooling water intake structures, these impacts are primarily addressed by installing screening devices that prevent access to the main cooling system and would not necessarily be mitigated by reducing the intake flow. Furthermore, large organism impingement will continue until a facility has reached full compliance with the BTA standards and should be addressed in a timelier manner than the proposed IM/E implementation schedule.

⁹² See, 50 CFR Part 216.

⁹³ "Taking" is defined as any attempt "to hunt harass, capture, or kill" marine mammals.

⁹⁴ Current listings available at <http://www.fws.gov/endangered/>.

⁹⁵ CA Public Resource Code §§ 35500-35650.

⁹⁶ CA Fish and Game Code §§ 2850-2863.

⁹⁷ Data provided by Dan Lawson, NFMS.

Table 16. Marine Mammal Impingement

| Facility | Years | California Sea Lion | | | Harbor Seal | | |
|-------------------|-----------|---------------------|------------|------------|-------------|------------|------------|
| | | Alive | Dead | Total | Alive | Dead | Total |
| Diablo Canyon | 1982-2006 | 0 | 2 | 2 | 0 | 0 | 0 |
| El Segundo* | 1982-2006 | 2 | 5 | 7 | 2 | 1 | 3 |
| Encina | 1982-2006 | 1 | 4 | 5 | 0 | 1 | 1 |
| Huntington Beach* | 1991-2006 | 1 | 1 | 2 | 0 | 0 | 0 |
| Mandalay | 1982-2006 | 2 | 4 | 6 | 0 | 0 | 0 |
| Morro Bay | 1982-2006 | 0 | 0 | 0 | 0 | 0 | 0 |
| Moss Landing | 1982-2006 | 2 | 2 | 4 | 0 | 2 | 2 |
| Ormond Beach* | 1991-2006 | 3 | 20 | 23 | 11 | 5 | 16 |
| Redondo Beach* | 1991-2006 | 1 | 4 | 5 | 6 | 8 | 14 |
| Scattergood* | 1991-2006 | 13 | 47 | 60 | 1 | 3 | 4 |
| SONGS* | 1991-2006 | 90 | 227 | 317 | 148 | 93 | 241 |
| South Bay | 1982-2006 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total | | 115 | 316 | 431 | 168 | 113 | 281 |

Note: *Facility operates an offshore intake structure.

Table 17. Sea Turtle Impingement

| Facility | Years | Green Turtle | | | Loggerhead Turtle | | |
|-------------------|-----------|--------------|----------|-----------|-------------------|----------|----------|
| | | Alive | Dead | Total | Alive | Dead | Total |
| Diablo Canyon | 1983-2005 | 7 | 0 | 7 | 0 | 0 | 0 |
| El Segundo* | 1982-2006 | 1 | 1 | 2 | 1 | 0 | 1 |
| Encina | 1982-2006 | 2 | 1 | 3 | 0 | 0 | 0 |
| Huntington Beach* | 1982-2006 | 0 | 0 | 0 | 0 | 0 | 0 |
| Ormond Beach* | 1982-2006 | 1 | 0 | 1 | 0 | 0 | 0 |
| Redondo Beach* | 1982-2006 | 2 | 1 | 3 | 0 | 0 | 0 |
| Scattergood* | 1982-2006 | 3 | 0 | 3 | 3 | 0 | 3 |
| SONGS* | 1983-2005 | 29 | 2 | 31 | 2 | 0 | 2 |
| Total | | 45 | 5 | 50 | 6 | 0 | 6 |

Note: *Facility operates an offshore intake structure

Large organism impingement can be readily controlled by installing exclusion devices on an offshore intake structure that reduce the linear distance between bars to no more than 9 inches in any direction. At the Scattergood facility, for example, the offshore intake extends approximately 1,500 feet offshore into Santa Monica Bay and is fitted with a velocity cap to control impingement. The velocity cap was not originally designed with smaller openings to prevent large animals from entering the intake conduit and becoming trapped in the forebay or against the traveling screens. LADWP modified the velocity cap design in 2008 by installing exclusion bars that reduced the maximum contiguous open space to no more than 9 inches square. Post-installation data were not available for this staff report, but LADWP reports that the modifications have proven to be effective in reducing the numbers of large marine animals drawn into the cooling system.⁹⁸

⁹⁸ H. David Nahai. LADWP. Comment Letter on March 2008 Scoping Document. May 20, 2008.

Incidental Cooling Water Withdrawals

In some cases, OTC facilities continue to withdraw water at times that are not directly related to power generating activities. This might be done to prevent condenser biofouling, comply with NPDES permit requirements, or to provide a secondary benefit by inducing turnover in the source water body to prevent stagnation. At Redondo Beach, for example, the current NPDES permit requires the facility to conduct weekly pH and quarterly chronic toxicity monitoring even during inactive times. Pumps must be run in order to comply with the permit conditions.⁹⁹ At El Segundo, for example, it had been the standard procedure to operate one intake pump for Units 1 and 2 in order to provide the necessary dilution for the small sewage treatment plant located onsite.¹⁰⁰ This activity is no longer necessary, however, following the commencement of the Unit 1 and 2 replacement project. It is not clear how common such practices are among the State's OTC facilities, but they have been identified at several locations.

The proposed implementation schedule would allow this secondary IM/E impact to continue unabated for up to ten years unless interim measures are included in the proposed Policy. In the 2008 Scoping Document, State Water Board staff had initially proposed an interim requirement that would have limited intake flows to no more than 10 percent of the average daily flow when electricity is not being produced for a period of two or more consecutive days. Additional analysis shows that this provision would be confusing and difficult to implement as an interim requirement. Instead the proposed Policy includes a provision directing all OTC facilities to cease intake flows that are not directly related to power generating activities within one year unless the facility demonstrates that such flows are necessary for safe operation.

Restoration

In the past, USEPA and the states have allowed existing power plants to comply with §316(b), in part, by using restoration measures to address IM/E losses. At Moss Landing, for example, the facility's existing NPDES permit found that the §316(b) BTA standard was met, in part, by funding the Elkhorn Slough Enhancement Program (ESEP) to "mitigate significant effects of larvae entrainment" from the cooling water intake structure.¹⁰¹ SONGS currently participates in restoration and mitigation projects to comply with its coastal development permit (CDP) issued by the California Coastal Commission in 1974.¹⁰² These efforts have included restoring the San Dieguito River mouth and coastal lagoon, constructing a kelp reef and support for a California sea bass hatchery.¹⁰³

The Phase I rule, as initially adopted, allowed new facilities to comply with that rule's Track 2 by using restoration measures to compensate for IM/E impacts. In *Riverkeeper I*, the Second Circuit Court of Appeals ruled that USEPA exceeded its authority because "restoration measures are inconsistent with Congress' intent that the 'design' of intake structures be regulated directly, based on the best technology available . . .".¹⁰⁴ USEPA included restoration in the Phase II rule as well, claiming the circumstances for existing facilities were manifestly different from new facilities and required a broader scope of available compliance measures. In *Riverkeeper II*, the Second Circuit Court of Appeals reached the same conclusion for existing power plants, concluding that restoration measures, such as restoring habitat or restocking fish, conflict with the statute and cannot be considered BTA.

While restoration cannot be used to comply with the BTA standard, State Water Board staff recognizes restoration is a valuable tool that can be used to offset IM/E impacts during the interim period between the proposed Policy's adoption and full compliance. Interim measures are appropriate

⁹⁹ Clement Thompson. AES Redondo Beach. Renewal of Waste Discharge Requirements/NPDES Permit for Redondo Beach Generating Station. November 12, 2004.

¹⁰⁰ Los Angeles Regional Water Board Order No. 00-084.

¹⁰¹ Central Coast Regional Water Board Order No. 00-041, Findings 50 and 51.

¹⁰² CCC Permit No. 183-73. February 28, 1974.

¹⁰³ Thomas Gross. SCE. Comment Letter on March 2008 Scoping Document. May 20, 2008.

¹⁰⁴ 358 F.3d at 190.

when the compliance period is lengthy for some facilities (up to 10 years for fossil fueled units) and IM/E impacts are expected to continue unabated.

Existing IM/E controls and Mitigation Efforts at the OTC Facilities

Table 18, below, shows existing IM/E controls and mitigation efforts at the various OTC facilities.

Table 18. Existing IM/E Controls and Mitigation Efforts at the OTC Facilities

| Region | Facility/Intake Structures ^[a] | Intake Water Body Type | Intake Location | Screens/Fish Protection Devices* | Opening Size at Intake Entrance |
|--------|---|------------------------|---------------------|----------------------------------|---------------------------------|
| 1 | Humboldt Bay | estuary/bay | shoreline (surface) | BR-TS | ? |
| 2 | Pittsburg | estuary/tidal river | shoreline (surface) | BR-TS-VFD | bar racks 3.5" spacing |
| 2 | Potrero | estuary/bay | shoreline (surface) | BR-TS | bar racks 3.5" spacing |
| 3 | Diablo Canyon | ocean | shoreline (surface) | BR-TS | bar racks 3" on center |
| 3 | Morro Bay | estuary/bay | shoreline (surface) | BR-TS | bar racks 4" on center |
| 3 | Moss Landing units 1 and 2 | enclosed bay/harbor | shoreline (surface) | BR-ITS | bar racks 3.5" spacing |
| 3 | Moss Landing units 6 and 7 | enclosed bay/harbor | shoreline (surface) | BR-TS | bar racks 3" on center |
| 4 | Alamitos units 1-4 | enclosed bay/harbor | shoreline (surface) | BR-TS ^[b] | bar racks 3" spacing |
| 4 | Alamitos units 5 and 6 | enclosed bay/harbor | shoreline (surface) | BR-TS | bar racks 3" spacing |
| 4 | El Segundo units 1 and 2 | ocean | offshore (2,000') | VC-BR-TS | 2' x ? at VC |
| 4 | El Segundo units 3 and 4 | ocean | offshore (2,000') | VC-BR-TS | 3' x ? at VC |
| 4 | Harbor | enclosed bay/harbor | shoreline (surface) | BR-TS | bar racks 4.5" on center |
| 4 | Haynes | enclosed bay/harbor | shoreline (surface) | BR-TS-SS | bar racks 6" on center |
| 4 | Mandalay | enclosed bay/harbor | shoreline (surface) | BR-SS | bar racks 2.5" spacing |
| 4 | Ormond Beach | ocean | offshore (1790') | VC-BR-TS | 4' x 18" at VC |
| 4 | Redondo Beach units 5 and 6 | enclosed bay/harbor | offshore (250') | VC-BR-TS | 4' x 18" at VC |
| 4 | Redondo Beach units 7 and 8 | ocean | offshore (1000') | VC-BR-TS | 4' x 18" at VC |
| 4 | Scattergood | ocean | offshore (1600') | VC-BR-TS | 5' x 9" at VC |
| 5 | Contra Costa | estuary/tidal river | shoreline (surface) | BR-TS-VFD | bar racks 3.5" spacing |
| 8 | Huntington Beach | ocean | offshore (1200') | VC-BR-TS | 5' x 18" at VC |
| 9 | Encina | enclosed bay/harbor | shoreline (surface) | BR-TS | bar racks 3.5" on center |
| 9 | SONGS unit 2 | ocean | offshore (3183') | VC-BR-ATS-GV-FR | 7' at VC (no intermittent bars) |
| 9 | SONGS unit 3 | ocean | offshore (3183') | VC-BR-ATS-GV-FR | 7' at VC (no intermittent bars) |
| 9 | South Bay | enclosed bay/harbor | shoreline (surface) | BR-TS | bar racks 3" spacing |

Notes:

*BR = bar racks; TS = traveling screens; SS = slide screens; ITS = inclined traveling screens; ATS = angled traveling screens; VC = velocity cap;

VFD = variable frequency drive; GV = guiding vanes; FR = fish return.

^a An intake structure is defined as "the total physical structure and any associated constructed waterways used to withdraw cooling water from waters of the U.S. The cooling water intake structure extends from the point at which water is withdrawn from the surface water source up to, and including, the intake pumps" (40 CFR 125.93). In this manner, multiple units may share a single intake structure.

^b The screenhouses for units 3&4 do not have bar racks.

SONGS has participated in several restoration and mitigation programs under its coastal development permit (CDP) issued by the CCC (No. 183-73, dated 2/28/1974). Agreements reached under the CDP require SONGS to restore 160 acres of wetlands and 280 additional acres to be used as open space at the San Dieguito River Park in northern San Diego County. SONGS is also constructing a 150-acre kelp reef off of San Clemente Beach to mitigate impacts to kelp beds from the thermal discharge and also funds a white sea bass hatchery to produce more than 350,000 viable young each year.

The Moss Landing facility, as directed by its current NPDES Permit (Order No. 00-041), funded \$425,000 to the Monterey Bay Sanctuary Foundation for a coastal waters evaluation program developed by the foundation. Moss Landing also funds an aquatic habitat acquisition and enhancement project (Elkhorn Slough Enhancement Project) administered by the Elkhorn Slough Foundation with oversight by the Regional Water Board. The project seeks to mitigate the significant effects of larvae entrainment by the cooling water intake system by preserving and restoring wetlands and upland areas within the Elkhorn Slough watershed.

The Huntington Beach facility was licensed to retool its generating units in 2001 under an emergency proceeding authorized by the CEC during the energy crisis. The facility was required to conduct post-licensing studies to determine the effect of continued OTC operation on the aquatic community and any mitigation measures that might be necessary. The CEC required the Huntington Beach facility to purchase, preserve, or otherwise restore 66.8 acres of nearby wetlands to offset impacts to marine organisms. A one-time payment of \$5,511,000 would be made to the Huntington Beach Wetlands Conservancy, which would administer the project.

Discussion of Alternatives

Alternative 1 would exempt all OTC facilities from any interim compliance measures. Compliance with the proposed Policy would be based solely on meeting the BTA performance standards according to the proposed implementation schedule. As noted throughout this report, State Water Board staff considers IM/E impacts from OTC operation to be a significant stressor to the State's coastal ecosystems and requires an aggressive approach to limit further damage. Allowing IM/E impacts to continue for several years beyond the proposed Policy's effective date runs counter to the goals stated in Section 1 of this staff report.

Alternative 2 would require all facilities to implement only those interim IM/E controls that are considered "technology-based" under §316(b). It would address large organism impingement by requiring facilities with offshore intakes to install appropriate exclusion devices. The recent enhancements made to the Scattergood offshore intake show that restricting open areas to no more than 9 inches is an available and effective method to reduce this impact. It would also require all facilities to cease unnecessary intake flows no later than one year following the proposed Policy's effective date. Previous discussions of this requirement referred to terms such as "generational flow" but did not further explain the various operating conditions that might be including in that category. Explicitly limiting pump operation to times when a facility is generating electricity for sale disregards necessary start-up and shut-down procedures that require cooling water and may not account for periods when boiler units are kept in a near-ready state (hot standby) so that they may quickly begin generating electricity instead of from a cold start. Furthermore, the proposed Policy must be explicit on this point with regard to additional NRC safety requirements for Diablo Canyon and SONGS.

Few technologies are available that would be practical and cost-effective on an interim basis, particularly those designed to reduce entrainment (e.g. fine mesh screens). Therefore limiting interim technology based controls to exclusion devices and flow controls is a more cost effective and practical approach. Alternative 3 would specifically require restoration for interim compliance.

Alternative 3 would specifically require restoration for interim compliance. The costs associated with most technology-based IM/E reduction measures preclude their use on an interim basis. Restoration, however, is a cost-effective method that can be implemented in a reasonable timeframe without placing an undue burden on the facility. Likewise, it would be overly burdensome to require interim measures for facilities that are expected to comply within a short time following the proposed Policy's effective date. This alternative, therefore, would require a facility to implement interim IM/E measures no later than 5 years after the proposed Policy's effective date and continuing until final compliance is attained, essentially exempting those facilities that are expected to be in compliance in the near term.

Restoration programs are inherently site-specific and must be developed in coordination with experts familiar with the local aquatic ecosystem and the Regional Water Board. Because the types of restoration programs are varied and performance is not always immediately evident, Alternative 3 allows a facility three options to satisfy the interim requirement through restoration, subject to the approval of the Regional Water Board.

- Option 1 permits the facility to demonstrate appropriate compensation through existing mitigation efforts that are in development or already implemented to satisfy other environmental programs or permits. The Moss Landing and SONGS examples cited above could be considered under this option.
- Option 2 permits the facility to demonstrate appropriate compensation by funding or contributing to an appropriate mitigation project already in development or implemented. For example, facilities in a particular region (e.g. all Santa Monica Bay facilities) could pool any funds to support a common compensation or mitigation effort.
- Option 3 permits the facility to develop and implement its own mitigation program. This option would likely be the most time and cost-intensive option since it would require the facility to conduct all of the necessary activities independently, including plan development and approval.

The 2008 Scoping Document discussed the habitat production foregone method as one approach that can be used to assess entrainment losses and develop an estimated value for the restoration or mitigation project. This methodology estimates the amount of habitat it would take to produce the organisms lost to entrainment and assigns a monetary value based on the cost per acre. Estimates of lost production can be for affected individuals only or the affected individuals plus the production of progeny that were not produced. This method can address all losses across all habitat types.

Habitat production foregone method requires an estimate of the proportional mortality (i.e., the proportion of larvae killed from entrainment to the larvae in the source population). The product of the average proportional mortality and the source water body area is an estimate of the habitat production foregone area that is lost to all entrained species. This habitat area can then be restored in a nearby area. For example, if the average proportional mortality of estuarine species is 17 percent and the area of the source water estuary is 2000 acres, then the habitat production foregone is equal to (17 percent multiplied with 2000 acres) 340 acres.

Alternative 3 does not require restoration projects to be valued using the habitat production foregone method. State Water Board staff recognizes that other methods may be more applicable on a site-specific basis, and instead defers determination of a proposed restoration plan's adequacy to the applicable Regional Water Board.

Alternative 4 represents a combination of the approaches in Alternative 2 and Alternative 3. It would establish interim IM/E requirements using both technology-based methods and interim restoration. This is a phased approach in that exclusion devices and flow controls would be required within one

year of the effective date of the policy, but restoration would be required five years after the effective date. From the discussion of Alternatives 2 and 3 above this is a cost-effective and reasonable approach, immediately reducing some of the most serious impacts (wildlife impingement, and entrainment not directly related to power generating activities) and offsetting IM/E through restoration when implementation of final compliance takes greater than five years.

Staff Recommendation:

Alternative 4. Establish interim IM/E requirements using both technology-based methods and interim restoration.

Policy Section(s):

Appendix A, Section 3.C (*Immediate and Interim Requirements*)

3.13 SHOULD THE PROPOSED POLICY INCLUDE A WHOLLY DISPROPORTIONATE COST-BENEFIT TEST?

The cost-benefit method for environmental policy development is an approach that seeks to determine a proposed action's net benefit and overall cost by assigning monetary values to each category and comparing the results against an objective standard (e.g., wholly disproportionate). USEPA has used the cost-benefit approach in many different resource areas, including previous §316(b) regulatory efforts. At the State level, the §316(b) BTA standard has been evaluated using the cost-benefit approach (e.g., Moss Landing), although it is not a common practice.

Baseline:

There are no statewide policies or plans that include a cost-benefit test for power plants. Case-by-case BPJ permits have been issued for some of the State's OTC facilities (e.g., Moss Landing).

Alternatives:

1. Exclude alternative requirements based on a wholly disproportionate cost-benefit test for all facilities.
2. Permit alternative requirements based on a wholly disproportionate cost-benefit test for all facilities.
3. Permit alternative requirements based on a wholly disproportionate cost-benefit test for facilities that meet minimum efficiency thresholds.
4. Permit alternative requirements based on a wholly disproportionate cost-benefit test for nuclear-fueled facilities.

Discussion:

The "wholly disproportionate" cost test determines whether the total compliance costs are wholly out of proportion to the total benefits and has been used in §316(b) permitting procedures since the USEPA issued a formal Decision of the Administrator relating to the Seabrook Station case in New Hampshire.¹⁰⁵ In that decision, USEPA determined that cost must be considered as a BTA component and further found that it would be unreasonable to interpret §316(b) as requiring use of a technology "whose cost is wholly disproportionate to the environmental benefit to be gained."¹⁰⁶ A later ruling by the First Circuit Court of Appeals upheld this approach.¹⁰⁷

In the CWA, cost-benefit is explicitly authorized in several sections, although it is notably absent from §316(b). USEPA has interpreted the absence of cost-benefit provision in §316(b), either for or against, to mean that it *may* include a cost-benefit analysis as a reasonable means by which it can determine BTA. Under Phase I, USEPA did not include a wholly disproportionate cost-benefit analysis, instead

¹⁰⁵ Public Service Company of New Hampshire, et al. Seabrook Station, Units 1 and 2, (June 10, 1977 Decision of the Administrator) Case No. 76-7, 1977 WL 22370 (USEPA).

¹⁰⁶ *Id.*

¹⁰⁷ Seacoast Anti-Pollution League v. Costle (1st Cir. 1979) 597 F.2d 306.

relying on an economic impact and achievability analysis to determine BTA (aka “reasonably borne”).¹⁰⁸ The Phase I preamble notes

EPA recognizes that it selected best technology available for minimizing adverse environmental impact on the basis of what it determined to be an economically practicable cost for the industry as a whole. EPA did this by considering the cost of the rule as compared with the revenue of a facility, as well as the cost compared to the overall construction costs for a new facility. This approach is analogous to the economic achievability analyses it conducts for other technology-based rules under §§301 and 306 of the CWA which use very similar language to §316(b) and to which §316(b) refers, and is consistent with the legislative history of §316(b) of the CWA.¹⁰⁹

For Phase II, however, USEPA prepared a cost-benefit analysis to determine BTA performance standards for the national rule and authorized a site-specific BTA assessment where a facility’s compliance costs were “significantly greater” than the expected benefits. The analysis extrapolated case study benefits from 19 facilities (including the San Joaquin/Sacramento Delta) to develop a national estimate. Notably, the Phase II cost-benefit analysis was limited to direct use benefits, i.e., commercially and recreationally important species for which reasonable market data was available. Because the analyzed species typically comprise less than two percent of the impinged and entrained organisms, the Phase II cost-benefit did not monetize more than 98 percent of the impacted fish and shellfish. The end result was an estimated national rule benefit of \$87 million (approximately \$3.7 million combined for all California facilities).¹¹⁰

The US Supreme Court upheld USEPA’s cost-benefit approach in *Entergy* decision, explaining that it was a reasonable interpretation of the statute. Nothing in the *Entergy* decision *mandates* a cost-benefit analysis, however. USEPA (and permitting authorities may develop other reasonable interpretations of the statute to address site-specific criteria.

Alternative 1 would preclude any OTC facility from using the wholly disproportionate test in support of a request for alternative performance standards. All facilities would be required to comply with the proposed Policy through either Track 1 or Track 2. The State Water Board staff evaluated BTA, in part, using a “reasonably borne” cost analysis that developed estimates at the programmatic level. Because this staff report is equivalent to a Tier I analysis, it is not possible or practical to evaluate each facility’s ability to comply with the performance standards in exhaustive detail. Excluding alternative compliance measures ignores the possibility that the Track 1 or Track 2 compliance cost might be unreasonable compared to overall benefits.

Alternative 2 would permit any OTC facility to use the wholly disproportionate cost test and request alternative performance standards. This alternative would likely encourage most facilities, if not all, to opt for this compliance strategy rather than following Track 1 or Track 2. The end result would be a BPJ, case-by-case permitting process that would return the full burden of implementing §316(b) to the Regional Water Boards and negate any benefits that a coordinated statewide policy would offer.

Alternative 3 permits any facility that operates a generating unit with a minimum thermal efficiency of 8,500 BTU/kWh to request alternative, less stringent performance standards than Track 1 or Track 2. This alternative recognizes that some of the State’s OTC units are relatively new and employ more efficient, less polluting technologies than the older conventional units that comprise the majority of the OTC units still in operation. Conventional steam boilers combust natural gas to produce steam, while more modern combined-cycle units employ a two-step process that first extracts energy from combustion and captures waste heat to generate steam. These units typically consist of two

¹⁰⁸ A cost-benefit analysis was prepared for Phase I as required by the Unfunded Mandates Reform Act (UMRA), but it was not used to determine the appropriate performance standards.

¹⁰⁹ 66 FR 65309 (No. 243)

¹¹⁰ USEPA Section 316(b) Phase II Economic and Benefits Analysis. 2002.

combustion turbines, a heat recovery steam generator (HRSG), and a steam turbine. The end result is a significant increase in overall energy efficiency since the same amount of fuel can produce up to 50 percent more electricity than a conventional steam boiler unit.

A unit's net plant heat rate (NPHR) is a common metric by which the relative fuel efficiencies of different units can be compared. The NPHR is expressed as the amount of energy (in BTU) required to produce one kilowatt hour of electricity (kWh) and can be used to calculate the overall unit efficiency using the following formula:

$$\% \text{eff} = \frac{3413}{\text{NPHR}} \times 100$$

Table 19 presents annual average heat rates and efficiencies for the State's fossil-fueled OTC units for 2006.¹¹¹

Table 19. 2006 Average Heat Rates and Efficiencies

| Facility | Unit ID | Average Heat Rate | Efficiency | Facility | Unit ID | Average Heat Rate | Efficiency |
|------------------|---------|-------------------|------------|---------------|---------|-------------------|------------|
| | | (BTU/kWh) | (percent) | | | (BTU/kWh) | (percent) |
| Alamitos | 1 | 13,866 | 25 | Mandalay | 1 | 10,046 | 34 |
| | 2 | 12,897 | 26 | | 2 | 9,758 | 35 |
| | 3 | 11,845 | 29 | Morro Bay | 3 | 9,619 | 35 |
| | 4 | 11,803 | 29 | | 4 | 9,848 | 35 |
| | 5 | 10,549 | 32 | Moss Landing | 1A* | 7,058 | 48 |
| | 6 | 10,819 | 32 | | 2A* | 7,027 | 49 |
| Contra Costa | 10 | 10,692 | 32 | | 3A* | 7,012 | 49 |
| | 9 | 11,280 | 30 | | 4A* | 7,001 | 49 |
| El Segundo | 3 | 10,954 | 31 | 6 | 9,660 | 35 | |
| | 4 | 11,159 | 31 | 7 | 9,447 | 36 | |
| Encina | 1 | 8,747 | 39 | Ormond Beach | 1 | 14,391 | 24 |
| | 2 | 9,174 | 37 | | 2 | 9,940 | 34 |
| | 3 | 7,490 | 46 | Pittsburg | 5 | 10,506 | 32 |
| | 4 | 14,100 | 24 | | 6 | 11,122 | 31 |
| | 5 | 11,426 | 30 | Potrero | 3 | 14,998 | 23 |
| Harbor | 10A* | 9,007 | 38 | Redondo Beach | 5 | 21,440 | 16 |
| | 10B | 8,834 | 39 | | 6 | 19,942 | 17 |
| Haynes | 1 | 10,786 | 32 | | 7 | 11,557 | 30 |
| | 2 | 10,637 | 32 | 8 | 10,801 | 32 | |
| | 5 | 10,077 | 34 | Scattergood | 1 | 11,441 | 30 |
| | 6 | 10,348 | 33 | | 2 | 11,050 | 31 |
| | 9* | 6,986 | 49 | | 3 | 10,185 | 34 |
| | 10* | 7,056 | 48 | South Bay | 1 | 9,997 | 34 |
| Huntington Beach | 1 | 11,271 | 30 | | 2 | 10,351 | 33 |
| | 2 | 13,580 | 25 | | 3 | 10,820 | 32 |
| | 3 | 10,908 | 31 | | 4 | 12,357 | 28 |
| | 4 | 11,039 | 31 | | | | |

*Denotes a combined-cycle unit.

¹¹¹ Calculated from US EPA Clean Air Markets data.

The ability to generate electricity more efficiently translates to lower air emissions and lower intake water demands when expressed on a per MWh basis. That is, a combined-cycle unit will typically require less cooling water and have a smaller air emission profile than a conventional unit with the same generating capacity. Figure 16 presents the amount of cooling water required to produce one MWh, based on the unit's design intake capacity and boilerplate. On average, these combined-cycle units (in red) require approximately 50 percent less water than the average conventional fossil-fueled unit, and 67 percent less than the nuclear-fueled units.

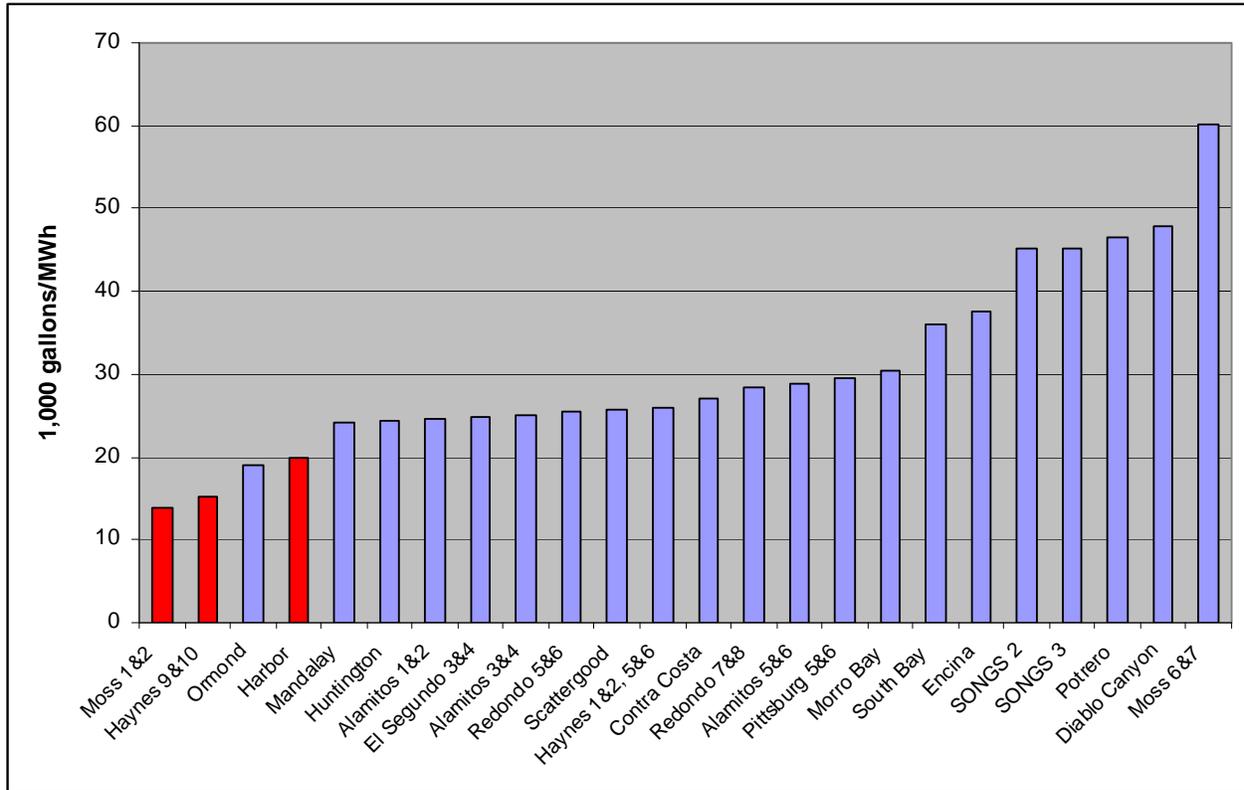


Figure 16. Design Cooling Water Demand

Likewise, combined-cycle units typically have lower air emission profiles for criteria pollutants than their conventional counterparts. As shown in Table 20, with the exception of total organic compounds (TOC), combined-cycle criteria pollutant emission factors are often significantly lower than conventional units.¹¹² Furthermore, because carbon dioxide (CO₂) emissions are directly related to the unit's energy efficiency, these emission factors are also considerably lower.

Lastly, Alternative 3 recognizes that the State's combined-cycle OTC units are relatively new compared with the remainder of the coastal fleet. Moss Landing units 1 and 2 began service in 2002, while Haynes units 9 and 10 came on-line in 2005. Harbor's combined-cycle unit is the oldest, having been placed into service in 1995. Large capital investments such as these are typically amortized over long periods (20 years or more) and have likely not been recouped yet. A detailed cost analysis would account for these investments when determining BTA and evaluate whether the Track 1 or Track 2

¹¹² USEPA. Clean Air Markets Database. 2006.

performance standards are cost-effective. The conventional steam units, on the other hand, have long since recouped their initial investments and no longer carry this additional financial burden.

Table 20. Average Air Emission Factors

| | SO₂ (lbm/MWh) | NO_x (lbm/MWh) | TOC (lbm/MWh) | ROG (lbm/MWh) | PM10 (lbm/MWh) | CO (lbm/MWh) | CO₂ (lbm/MWh) |
|----------------|-------------------------------------|-------------------------------------|--------------------------|--------------------------|---------------------------|-------------------------|-------------------------------------|
| Conventional | 0.008 | 0.100 | 0.033 | 0.013 | 0.030 | 0.544 | 1,334 |
| Combined-cycle | 0.004 | 0.047 | 0.054 | 0.012 | 0.028 | 0.144 | 835 |

Notes:

- SO₂ = sulfur dioxide
- NO_x = nitrogen oxides
- TOC = total organic compounds
- ROG = reactive organic gases
- PM10 = fine particulate matter (10 micros or less)
- CO = carbon monoxide
- CO₂ = carbon dioxide

Alternative 4 permits the State’s two nuclear facilities to request alternative, less stringent performance standards than Track 1 or Track 2. This alternative recognizes that compliance costs for nuclear units are uniformly higher, on a per-MWh basis, than for non-nuclear-fueled units. Table 21 presents initial capital costs developed for coastal OTC facilities in the Tetra Tech report, expressed as dollars per MW of generating capacity. Initial capital costs do not include added costs, such as energy penalty and any losses incurred if the facility must shutdown in order to install a closed-cycle wet cooling system.

Table 21. Initial Capital Costs

| Facility | Cost (dollars/MW) |
|-----------------|------------------------------|
| Alamitos | 108 |
| Contra Costa | 144 |
| Diablo Canyon | 407 |
| Harbor | 56 |
| Haynes | 147 |
| Huntington | 131 |
| Mandalay | 97 |
| Moss Landing | 181 |
| Pittsburg | 92 |
| SONGS | 263 |

Diablo Canyon and SONGS are critical components of the State’s electrical generating system, providing base-load capacity to more than 4 million households. Retrofitting these facilities to closed-cycle wet cooling would require taking these units offline for months to complete the retrofit project. During that time, replacement power will need to be obtained, most likely from fossil fuel units that would increase overall air emissions, and possibly water withdrawals, depending on the replacement source. The energy penalty that would be incurred at Diablo and SONGS would require the permanent replacement of 220 to 250 MW of capacity, equivalent to one small conventional unit.

Lastly, Alternative 4 recognizes the complexity of a retrofit application at these two facilities. While they may meet technical and logistical requirements for installing wet cooling towers, it may not be a practical option in light of the outsized importance of these facilities compared to others and the

lengthy approval process that will be involved with the NRC and other interested parties. For these reasons, the provisions are included in the proposed Policy for Diablo Canyon and SONGS to fund third-party studies that will investigate alternative compliance measures. These studies will be overseen by a review committee consisting of representatives from the State and Regional Water Boards as well as representatives from the environmental community and SCE and PG&E.

Staff Recommendation:

Staff recommends both Alternative 3 and Alternative 4.

Policy Section(s):

Appendix A, Section 3.D (*Implementation Provisions*)

Appendix A, Section 4 (*Wholly Disproportionate Demonstration*)

4.0 ENVIRONMENTAL EFFECTS AND MITIGATION

In California, protection of the State's water quality is entrusted by law to the State Water Board and the nine Regional Water Boards. As authorized by the Cal. Wat. Code, the State Water Board has adopted statewide water quality control plans and policies, such as the Ocean Plan and Thermal Plan. Consistent with and complementary to these statewide plans and policies, each Regional Water Board has adopted a Basin Plan that contains specific water quality standards and implementation provisions for its Region. The Regional Water Boards are primarily responsible for implementing statewide water quality control plans and policies together with their individual Basin Plans. In the current regulatory environment, the Regional Water Boards are also responsible for implementing §316(b) for existing facilities using BPJ on a site-specific basis.

Under Title 14, Cal. Code of Reg., §§15250 and 15251, certain agency actions can be certified as exempt from the CEQA requirements for preparing EIRs, negative declarations, and initial studies. They are not exempt from the other requirements of CEQA, including avoiding significant adverse effects on the environment wherever possible. Environmental analyses performed for such agencies may be used by other agencies in lieu of an EIR as long as specific requirements in Title 14, Cal. Code of Reg., §§15252 and 15253 are met. In such cases, the exempt agency is designated as the lead agency and the agency adopting the substitute document/analysis is designated as the responsible agency. The State Water Board is the lead agency for this project.

The water quality planning process of the Water Boards, by which the boards prepare, adopt, review, and amend the statewide and regional water quality control plans and policies, has been certified by the Secretary for Resources. While the planning process is exempt from certain CEQA requirements, it is subject to the substantive requirements in the Title 23, Cal. Code Reg., §3777, including a written report that describes the proposed activity, analyzes reasonable alternatives, and identifies mitigation measures that can minimize potentially significant adverse impacts.

§3777 also requires that the State Water Board complete an environmental checklist as part of the substitute environmental documentation. This section of the staff report discusses the different issue areas described in the CEQA checklist (Appendix B) for which State Water Board staff has identified potentially significant impacts, less than significant impacts, impacts that are less than significant with mitigation incorporated, or no impacts.

4.1 REASONABLY FORESEEABLE MEANS OF COMPLIANCE

Numerous technologies have been developed over the last several decades that attempt to minimize either impingement mortality or entrainment, or both. This section summarizes the basic characteristics of the more widely used technologies that can be used by the State's coastal OTC

facilities to comply with the proposed Policy, either in whole or in part. The information presented below was compiled from multiple documents, principally the following:

- USEPA. *Technical Development Document for the Final Section 316(b) Phase II Existing Facilities Rule*. EPA 821-R-04-007. February 12, 2004.
- EPRI. *Fish Protection at Cooling Water Intakes: Status Report*. TR-114013. 1999.

These reports provide additional detail on the function and design constraints of each technology.

Impingement mortality and entrainment technologies are often grouped according to their basic function:

- Flow Reduction: closed-cycle cooling; variable speed pumps
- Physical Barriers: traveling screens; cylindrical wedgewire screens (including fine mesh); nets; aquatic filter barriers
- Collection Systems: modified traveling screens with fish returns
- Behavioral Barriers: velocity caps
- Operational Modifications: intake relocation; seasonal operation

Most technology options that reduce entrainment can often be configured to reduce impingement mortality as well. Fine-mesh traveling screens, for example, are typically designed with the same collection and return system that also serves as an impingement mortality control. Likewise, aquatic filtration barriers will reduce both impingement and entrainment if they can be maintained properly. The same cannot be said for many impingement controls, such as barrier nets, velocity caps, or behavioral barriers, which cannot be configured to reduce entrainment.

Many facilities with once-through cooling systems employ some type of primary screening device to prevent larger debris from being drawn into the facility cooling system and damaging sensitive equipment. Vertical traveling screens are the most common screening technology used at California's coastal facilities. Traveling screens, as their name implies, consist of mesh panels fixed on a continuous loop that rotate through the water column and remove large objects from the intake forebay. Most often configured in a vertical orientation with slot sizes ranging from 3/8 inch to 1/2 inch, traveling screens typically rotate on a predetermined time cycle or based on a maximum pressure differential between the upstream and downstream faces of the screen panels. High-pressure sprays are used to remove debris from the screen, which is then disposed of in a landfill or returned to the source water. These screening systems are not designed to distinguish between debris and impinged fish and, due to their large slot sizes, do not offer any protection against entrainment.

4.1.1 Closed-cycle Wet Cooling

Closed-cycle wet cooling systems, more often referred to as "wet cooling towers", function by transferring waste heat to the surrounding air through the evaporation of water, thus enabling the reuse of a smaller volume of water several times to achieve the desired cooling effect. Compared to a once-through cooling system, wet cooling towers may reduce the volume of water withdrawn from a particular source by as much as 97 percent depending on various site-specific characteristics and design specifications. The environmental benefits associated with a closed-cycle system, through their reduced water use, may be substantial when compared to a once-through system but consideration must be given to other environmental impacts (air emissions, visual, noise, etc.) that may result from the use of a closed-cycle system and the comprehensive cost associated with its installation and operation. In a retrofit situation, where a wet cooling tower is proposed to replace a

once-through cooling system, these impacts may be greater, and come at a higher cost, than for a facility that adopts closed-cycle cooling from the start.

Wet cooling towers are classified into two broad categories depending on the mechanism used to induce draft—the flow of cooler, drier air through the tower: natural or mechanical. Natural draft towers rely on the naturally-occurring chimney effect that results from the temperature difference between warm, moist air at the top of the tower and cooler air outside. Fans are not required to maintain the flow of air, but hyperbolic towers must be fairly tall to achieve the desired temperature differential. The overall height of these structures can approach 500 feet or more. Natural draft towers are more problematic for use at the State's OTC facilities due to the more stringent building code requirements for active seismic zones and the likely conflicts they would pose to scenic vistas in developed areas and near public recreation areas.

Mechanical draft cooling towers rely on motorized fans to draw air through the tower structure and into contact with the water. Without the same need for height as natural draft towers, the mechanical draft design presents a much lower visual profile against the surrounding area with typical heights ranging from 30 to 75 feet, depending on local constraints and design considerations. The overall area devoted to cooling towers, however, may be comparable to natural draft units since one mechanical draft unit, or "cell", has a smaller cooling capacity. Mechanical systems are arranged into multi-cell units, which are collectively referred to as the cooling tower, and can be placed in a single row (inline) or back to back. Although often more feasible, and in some cases more practical, than natural draft towers, mechanical systems place an added draw on the facility's net generating output in order to operate the fans that induce the draft. One of the State's OTC facilities—Pittsburg—operates a mechanical draft cooling tower for one of its units (Unit 7).

In the past, wet cooling towers were considered to be ill-suited for seawater applications due to the more corrosive effects of salt on construction materials, the degradation of the condenser performance due to scaling and the reduced rate of evaporation resulting from salt concentrations in the circulating water.¹¹³ Advances in tower design and construction materials have enabled cooling towers to be successfully deployed in numerous locations with high salinity water. Table 22, below, reproduced from the Tetra Tech report, contains a list of facilities that have deployed wet cooling towers in high salinity environments.

Most cooling towers today, especially those in seawater environments, are built with materials that are more corrosion resistant than were used in the past (e.g., pressure treated wood) and designed for lower cycles of concentration (1.5) to minimize impacts from mineral buildup. This lower cycle of concentration, however, means that a cooling tower using seawater will require more makeup water than a cooling tower using freshwater. All of the State's coastal OTC facilities currently use seawater or brackish water for cooling and would likely continue to use the same source water to provide makeup water. In a few cases, it may be possible to use reclaimed water instead.

The CEC commissioned a study evaluating the performance and environmental effects associated with salt water cooling towers. The report found that with proper design and maintenance, wet cooling towers can be installed and operated in saltwater environments.¹¹⁴ Fiberglass reinforced plastic and prestressed concrete cylinder pipe suitable for a seawater application are the industry standard materials for use in saltwater cooling towers.

¹¹³ Ying, B.Y and David Suptic. 1991. *The Use of Cooling Towers for Salt Water Heat Rejection*. The Marley Cooling Tower Co. Overland Park, KS.

¹¹⁴ CEC. Cost, Performance, and Environmental Effects of Salt Water Cooling Towers. 2007.

Table 22. Installation of Seawater/Saltwater Cooling Towers

| Location | Project Owner | Design Flow (MGD) | Installation Year |
|----------------------------|------------------------------------|--------------------------|--------------------------|
| Oklahoma, USA | Oklahoma Gas & Electric Company | 87 | 1953 |
| Kansas, USA | American Salt Company | 7 | 1964 |
| New Jersey, USA | Exxon Chemical Company | 32 | 1968 |
| Stenungsund, Sweden | ESSO Chemical AB | 146 | 1969 |
| Judibana Falcon, Venezuela | Lagoven Amuay | 49 | 1970 |
| Okinawa, Japan | Exxon Petroleum Company | 21 | 1971 |
| Florida, USA | Gulf Power Company | 239 | 1971 |
| Texas, USA | Dow Chemical Company | 87 | 1973 |
| Maryland, USA | Potomac Electric Power Co. Plant 3 | 376 | 1974 |
| Virginia, USA | Virginia Electric Company | 477 | 1975 |
| North Carolina, USA | Pfizer Company | 79 | 1975 |
| California, USA | Dow Chemical Company | 17 | 1976 |
| Washington, USA | Italco Aluminum Company | 59 | 1976 |
| California, USA | Pacific Gas & Electric Company | 538 | 1976 |
| Texas, USA | Houston Lighting & Power Company | 347 | 1977 |
| Mississippi, USA | Mississippi Power Company | 250 | 1980 |
| Maryland, USA | Potomac Electric Power Co. Plant 4 | 376 | 1981 |
| Arizona, USA | Palo Verde I Plant | 849 | 1985 |
| Arizona, USA | Palo Verde II Plant | 849 | 1986 |
| Florida, USA | Stanton Energy #I Station | 289 | 1986 |
| Arizona, USA | Palo Verde III Plant | 849 | 1987 |
| Texas, USA | Houston Lighting & Power Company | 348 | 1987 |
| Delaware, USA | Delmarva Power & Light | 293 | 1989 |
| California, USA | Delano Biomass Energy Company | 28 | 1991 |
| Florida, USA | Stanton Energy #2 Station | 289 | 1995 |

4.1.2 *Closed-cycle Dry Cooling*

Dry cooling systems are so named because the removal of heat from the steam cycle is accomplished through sensible heat transfer (convection and radiation) rather than through latent heat transfer (evaporation) that is characteristic of wet cooling systems. By relying solely on sensible heat transfer, dry cooling systems eliminate the need for a continuous supply of cooling water to the condenser, thus reducing many of the environmental concerns associated with once-through or wet cooling systems—such as adverse impact on aquatic ecosystems, consumptive use of water resources, and plume or drift emissions.

The use of dry cooling systems at steam electric power plants began largely as an alternative to once-through or wet cooling systems in areas where water resources were limited, but their application has expanded over the years in response to other environmental concerns related to the withdrawal and discharge of large volumes of cooling water. While many of the existing applications of dry cooling in the United States are limited to smaller capacity facilities (less than 150 MW), larger projects are increasing in frequency as regulatory and market pressures minimize some of the disadvantages usually associated with these types of systems. In California, Otay Mesa (510 MW), Sutter (540 MW),

and Gateway (530 MW) are examples of larger applications of dry cooled units that have been built, or are underway, in the last decade. Encina Power Station and El Segundo Generating Station (Units 1 and 2), have each proposed to repower units at their facilities and convert the existing once-through cooling systems to dry cooling.

An optimally designed dry cooled system uses an air cooled condenser rather than the shell and tube surface condenser that is used in both OTC facilities and those with wet cooling towers. Dry cooled systems that are designed to operate with surface condensers are significantly less efficient than those with an air cooled condenser. Theoretical heat rate increases with dry cooling would be two to three times higher than with wet cooling, in a retrofit application.

As noted above, wet cooling retrofits can reduce IM/E impacts by as much as 97 percent over OTC. Dry cooling would effectively eliminate cooling water withdrawals but would result in significant increases in greenhouse gas and criteria pollutant emissions due to the significantly greater efficiency losses. Dry cooling systems have never been used as a technology option to retrofit existing OTC facilities, although they remain a preferred technology when a facility chooses to repower an existing unit, or for new units.

4.1.3 *Barrier Nets*

Fish barrier nets are constructed of wide-mesh fabric panels and configured to completely encircle the cooling water intake structure inlet from the bottom of the water column to the surface. The relatively large slot sizes (1/2 inch) combined with the larger overall area of the net reduce impingement mortality by preventing physical contact with the main intake structure and by maintaining a low through-net velocity (typically 0.2 fps or less), which prevents organisms from being drawn against the net. Fish barrier nets have been deployed most successfully in locations where seasonal migrations create high impingement events, and their use can be limited to these same periods. Seasonal use avoids damage that may be caused by winter icing or high waves. Impingement mortality reductions have exceeded 90 percent at some locations. The large openings do not offer any protection against entrainment.

Barrier nets are most effective in areas that have relatively calm water and would not be impacted by strong currents, winter storms and wave overtopping. These conditions could be expected at facilities with open ocean intakes, but may be more practical in estuary and enclosed bay settings, such as Pittsburg and Contra Costa in the Sacramento/San Joaquin Delta. Barrier nets may also be applicable in harbor settings, although they would have to be evaluated for potential conflicts with other uses such as shipping, boating, swimming, or recreational and commercial fishing.

4.1.4 *Aquatic Filtration Barriers*

Aquatic filtration barriers are fabric panels constructed of small-pore (less than 20 microns) materials and deployed in front of an intake structure much like a barrier net. The small openings in the fabric allow water to pass through while screening out most organisms, including those that are susceptible to entrainment. The small openings reduce the through-fabric flow rate to a maximum of 10 gpm per square foot, as opposed to 25–27 gpm per square foot for barrier nets. At a given facility, an aquatic filtration barrier will be approximately 2.5 times larger than a barrier net and require a larger open area for placement. The smaller openings are also more susceptible to fouling and clogging by sediment or debris and require a more active maintenance effort to minimize performance losses. An aquatic filtration barrier deployed in marine or brackish waters, where clogging and fouling is more of a concern than in a freshwater environment, would likely operate below its design maximum and further increase the initial size of the system required to reliably provide sufficient water to the facility.

To date there has been only one deployment of an aquatic filtration barrier at a facility with a large intake volume comparable with the facilities in this study. The Lovett Generating Station, located on

the Hudson River in New York, with an intake capacity of 391 mgd, has conducted a comparative evaluation of a seasonally-deployed aquatic filtration barrier between one protected and one unprotected intake in different configurations since 1995. Impingement reductions have been substantial, with observed reductions of 90 percent or better. Entrainment has consistently been reduced by 80 percent, compared to the unprotected intake that serves as the baseline. Wave overtopping and screen fouling present the greatest challenges to maintaining the system at its optimal level of performance.¹¹⁵

Contra Costa had initially proposed to conduct an aquatic filtration barrier evaluation, but the project was halted due to maintenance difficulties.¹¹⁶ In its 2005 Proposal for Information Collection, El Segundo proposed a pilot study of a submerged aquatic filtration barrier configuration, although no action has been taken.¹¹⁷ If local conditions can be met, aquatic filtration barriers would be expected to reduce impingement and entrainment to levels comparable with reductions observed at Lovett.

4.1.5 *Intake Relocation*

Cooling water intakes that are located at an ocean shoreline or within an estuary are thought to have a greater environmental impact due to their presence in more biologically productive areas. In principle, it is thought that relocating an intake to a deep offshore location out of the euphotic zone will result in lower IM/E potential due to the lower densities of impingeable and entrainable organisms. USEPA recognized this distinction in the Phase II rule when it defined a baseline facility as one located flush with the shoreline at the surface, but acknowledged the limited data available that supported this claim and the need to evaluate each installation on a case-by-case basis. The potential benefit would need to be assessed with detailed studies enumerating the relative densities and species makeup at the shoreline and proposed offshore location. Relocating the intake to an offshore location may result in impingement and/or entrainment of different species, exchanging one problem for another.

Six of the facilities in this study already have a deep offshore intake in conjunction with a velocity cap (Ormond Beach, Scattergood, El Segundo, Redondo Beach, Huntington Beach, and SONGS). Relocation may be applicable at South Bay (into the Pacific Ocean), Encina, Haynes, Alamitos, Mandalay, Diablo Canyon and Moss Landing. Costs associated with relocation, however, may be prohibitive, particularly for those facilities where the offshore bathymetry is rocky and steep.

4.1.6 *Velocity Caps*

Offshore intakes may be fitted with a device known as a velocity cap, which is a physical barrier placed over the top of an intake pipe rising vertically from the sea floor. Water is drawn into the pipe through openings placed on the sides of the cap, which converts what had been a vertical current to a horizontal one. Motile fishes are less likely to react to dramatic changes in vertical currents, but exhibit a more consistent flight response when the changes are sensed in the horizontal current, thus preventing their capture by the intake system. Velocity caps are classified as an impingement reduction technology because they function by discouraging “impingeable” fishes from entering the system. Velocity caps offer no reduction in the rate of entrainment, except as may be gained by differences in types and concentrations of entrainable organisms between the shoreline and the offshore location of the velocity cap.

Ormond Beach, Scattergood, El Segundo, Redondo Beach, Huntington Beach, and SONGS currently employ offshore intakes with velocity caps for their cooling systems. While the impingement reductions can be substantial, performance may vary unexpectedly. Studies at Huntington Beach and

¹¹⁵ Lawler, Matusky & Skelly Engineers. *Lovett 2000 Report*. Prepared for Orange and Rockland Utilities, Inc. 2000.

¹¹⁶ CEC. *Issues and Environmental Impacts Associated with Once-Through Cooling at California's Coastal Power Plants*. CEC-700-2005-013. 2005.

¹¹⁷ El Segundo, LLC. Proposal for Information Collection—El Segundo Generating Station. November 17, 2005.

El Segundo have shown impingement reductions ranging as high as 90 percent. SONGS operates two separate intake structures that are essentially mirror images of each other. The intakes for Units 2 and 3 are located offshore with velocity caps in relative proximity to one another at similar depths and bathymetry. Impingement data for 2003, however, showed more than 2.5 million fish impinged at Unit 3, a rate nearly 2.5 times that for Unit 2.¹¹⁸ LADWP recently conducted a velocity cap evaluation at Scattergood. Impingement effectiveness was shown to be better than 95 percent.¹¹⁹

4.1.7 Variable Frequency Drives

A variable frequency drive (similar to variable speed pumps) allows a facility to lower the cooling water withdrawal rate by reducing the electrical load to the pump motor. The pump speed can be tailored to suit the cooling water demands at a certain time or under certain conditions. Variable frequency drives can throttle a pump's flow rate more precisely according to operating conditions, but must operate at a minimum flow rate in order to maintain sufficient head and prevent damage to the pump from cavitation. Depending on the initial design specifications, variable frequency drives can achieve flow reductions ranging from 20 to 50 percent of their maximum capacity.

Actual flow reductions with a variable frequency drive vary throughout the year depending on seasonal conditions and facility operations. At their maximum efficiency, variable frequency drives enable a facility to withdraw the same volume of water as conventional circulating water pumps, thereby negating any potential benefit. Base-load units would not be ideal candidates for this technology, since they operate in the upper range of their load capacity for significant portions of the year. Units that are designated for peak or intermittent dispatch are more likely to accrue benefits from this method of flow reduction. In these situations, the use of variable frequency drives must be evaluated against the operational profile of that facility and any seasonal variations in the makeup or abundance of affected species in the water body.

A facility that employs variable frequency drives may be able to reduce its intake flow by 50 percent on an annual basis, but may operate at its maximum capacity during the most critical periods of the year, i.e., during spawning or migration seasons. An annual flow reduction might be a suitable metric if the potential for impact is equally distributed throughout the year. This method skews the actual benefit, however, if 80 percent of the potential annual impact occurs within a short time period that also corresponds to maximum pump operation.

At Contra Costa Power Plant, for example, variable frequency drives are installed on the circulating water pumps for Units 6 and 7. From May 1 to July 15, which overlaps with periods of striped bass larval abundance, operating procedures call for the variable frequency drives to operate at 50 percent capacity until the unit is generating a 172 MW load. Above that threshold, the pumps gradually increase the intake flow until they reach 95 percent of the maximum capacity. Depending on the amount of time in operation and the corresponding generating load, variable frequency drives may reduce intake volumes by as little as 5 percent.¹²⁰

4.1.8 Seasonal Operation

Seasonal operation may allow for significant reductions of impingement and entrainment at non-baseload facilities, provided the operational period does not overlap with times of highest impingement and/or entrainment susceptibility in the affected water body. The limitations associated with seasonal operation are similar to the issues concerning the use of variable frequency drive, discussed above.

¹¹⁸ SCE. *Proposal for Information Collection—San Onofre Nuclear Generating Station*. October 2005.

¹¹⁹ LADWP. *Clean Water Act Section 316(B) Velocity Cap Effectiveness Study*. June 28, 2007.

¹²⁰ Mirant Delta, LLC. *Clean Water Act Section 316(b) Proposal for Information Collection for Mirant's Contra Costa Power Plant*. 2006.

4.1.9 Fine-Mesh Cylindrical Wedgewire Screens

Fine-mesh cylindrical wedgewire screens reduce impingement by maintaining a low through-screen velocity (0.5 fps), which allows larger organisms to escape the intake current. Entrainment is reduced through the use of screen mesh with slot sizes small enough to prevent eggs and larvae from passing through. The phenomenon of hydrodynamics resulting from the cylindrical shape of the screen aids in the removal of small “entrainable” organisms that become caught against the screen. The low through-screen velocity is quickly dissipated and allows organisms to escape the influence of the system, provided there is a sufficient ambient current present to carry freed objects away from the screen. Organisms that are impinged against the screens are released through the action of a periodic airburst cleaning system and carried away by the ambient current.

Alden Research Laboratories, in coordination with EPRI, conducted laboratory evaluations of the effectiveness of fine-mesh cylindrical wedgewire screens using screens with different slot sizes and through-screen velocities. Reductions approached 100 percent for impingement and 90 percent for entrainment, depending on the specific design conditions.¹²¹ These reductions compare favorably to results from facilities that have deployed or tested fine-mesh cylindrical wedgewire screens for entrainment.

In the Phase II rule, USEPA determined that fine-mesh cylindrical wedgewire screens used at certain freshwater river facilities with sufficient ambient current and a through-screen velocity of 0.5 fps or less could be installed as a pre-approved technology capable of complying with the BTA performance standard. While this approval was only extended to certain facilities, it was not precluded from use at other locations.

The near-shore currents found at coastal facilities are less easily predicted and can slacken or change direction along with the tide, potentially impacting the ability of the screens to remain free of debris and impinged organisms. Without a consistent current, screens may quickly clog and impact the performance of the facility. The distance from shore that would be required (2,000 feet or more) further complicates the use of wedgewire screens because the ability to maintain sufficient air pressure for the airburst cleaning system decreases substantially at those distances, and they cannot be assured to function at all times.

The applications for this technology are increasing, however, with new installations in the Great Lakes and elsewhere. In California, fine mesh cylindrical wedgewire screens may be a practical alternative at facilities that can meet the minimum design criteria. The Tetra Tech report developed a conceptual application for Pittsburg and Contra Costa based on minimum distance requirements and sufficient ambient currents in the source water.

4.1.10 Modified Traveling Screens (*Ristroph Screens*)

Vertical traveling screens, such as those at most of California’s facilities, can be modified to capture and remove fish that are impinged against the screens and return them to the source water body without inducing serious injury or mortality. The term “Ristroph screens” refers to a particular modification where individual screen panels are fitted with water-filled buckets that collect fish temporarily. As the screens rotate, the buckets empty into a return trough or pipeline that is flushed with water to carry the captured fish back to the source. A low-pressure spray is employed to gently remove any organisms that remain impinged on the screens and send them to the return trough, followed by a high-pressure spray to remove other debris. The critical design elements of this system include the screens’ rotation speed, the material and shape of the collection buckets, and the method of return to the water body. Ristroph screens designed to reduce impingement mortality are relatively

¹²¹ Amaral, S., D. Dixon, M. Metzger, J. Black, and E. Taft.. Laboratory Evaluation of Cylindrical Wedgewire Screens. Presented at the *Symposium on Cooling Water Intake Technologies to Protect Aquatic Organisms*, sponsored by U.S. Environmental Protection Agency, Crystal City, VA. May 6–7, 2003.

easy to install and do not involve substantial modification to the existing intake structure. The principal new component is usually the fish return system.

Modified traveling screens have been shown to reduce impingement by up to 90 percent or more. Common to most of these applications is the need to tailor the final design and operation of the system to the unique mix of species and hydrodynamic conditions at each facility. Factors ranging from the screen and collection bucket material to the speed at which the screens are rotated can directly affect the overall effectiveness, which may vary from species to species. Hardier species may exhibit higher latent survival rates than smaller, more fragile species.

These systems can be fitted with fine-mesh panels to reduce the entrainment of eggs and larvae as well. Screen slot sizes typically need to be within the range of 1–2 mm in order to be effective as an entrainment reduction measure, although the size used at a particular location is dependent on the target species. With a smaller open area per square foot than standard screens, fine-mesh screens require a larger overall intake structure in order to maintain desirable intake velocities. The need to expand the intake structure to accommodate the new screens may result in a temporary shutdown.

Entrainment reductions can also range as high as 90 percent or more when fine-mesh panels are used in conjunction with a return system. What is less understood, however, is the viability of eggs and larvae following their impingement against a fine-mesh screen and their return to the water body. Few studies have been conducted that evaluate viability, primarily because of the smaller number of facilities that have adopted fine-mesh traveling screens. Screened organisms, although they have been prevented from being entrained through a cooling water system, may suffer serious injury or mortality, which effectively results in the same adverse impact.

4.2 POTENTIAL ADVERSE ENVIRONMENTAL EFFECTS

Title 23, Cal. Code Reg., §§ 3720-3782 require the State Water Board to evaluate potential environmental impacts that may be caused by complying with the proposed Policy with one or more of the reasonably foreseeable compliance methods. Potential impacts to the following resource areas, at a minimum, must be addressed:

- Aesthetics (Issue 1)
- Agriculture (Issue 2)
- Air Quality (Issue 3)
- Biological Resources (Issue 4)
- Cultural Resources (Issue 5)
- Geology and Soils (Issue 6)
- Hazards and Hazardous Materials (Issue 7)
- Hydrology and Water Quality (Issue 8)
- Land Use Planning (Issue 9)
- Mineral Resources (Issue 10)
- Noise (Issue 11)
- Population and Housing (Issue 12)
- Public Services (Issue 13)
- Recreation (Issue 14)
- Transportation and Traffic (Issue 15)
- Utilities and Service Systems (Issue 16)
- Mandatory Findings of Significance (Issue 17)

This section presents the rationale for the ratings of environmental impacts identified in the CEQA checklist (Appendix B) and any potential mitigation measures. Each resource area is evaluated according to one of four categories:

- *Potentially Significant* applies when there is substantial evidence an impact will be significant.
- *Less than Significant with Mitigation Incorporated* applies where the State Water Board incorporates mitigation measures that will reduce the effect from Potentially Significant to Less than Significant.
- *Less than Significant* applies where the effect will not be significant and mitigation is not required.
- *No Impact*.

Staff evaluated the potential environmental effects of the compliance methods described in Section 4.1 in two general categories: closed-cycle wet cooling and alternative technologies. Staff divided these technologies in recognition of the substantial difference between closed-cycle cooling and all other IM/E technologies, most of which are “front-of-pipe” technologies that screen or otherwise divert organisms from coming in contact with the intake structure. Closed-cycle cooling, on the other hand, involves a substantial reworking of a facility’s cooling system and has a greater potential to cause an environmental impact.

Staff did not identify any potential impacts for alternative technologies and operational measures (fine mesh screens, barrier nets, fish return systems, wedgewire screens, velocity caps, offshore intakes, variable speed pumps and seasonal operation). These technologies, if effective at a particular location, can be implemented without any adverse impacts.

This section, therefore, discusses the identified adverse impacts as they relate to retrofitting any existing OTC unit with closed-cycle wet cooling. Dry cooling is not considered a viable technology option in a retrofit application; it is more commonly used at new or repowered units. Because the project will affect only 19 individual facilities, impacts are generally localized for most resource areas. When feasible, the impacts are discussed at the facility level.

Issues for which no impacts were identified are not discussed in detail. These issues include

- Cultural Resources (Issue 5)
- Geology and Soils (Issue 6)
- Hazards and Hazardous Materials (Issue 7)
- Land Use Planning (Issue 9)
- Mineral Resources (Issue 10)
- Utilities and Service Systems (Issue 16)
- Mandatory Findings of Significance (Issue 17)

4.3 AESTHETICS

Aesthetic impacts comprise the adverse effects a project might have on the scenic quality and visual characteristics of public recreation areas, historically significant sites, or scenic highways. This may also include a significant degradation of the existing visual attributes that are closely linked to a facility’s surroundings and topography by introducing prominent structures or features such as cooling towers or substantial light sources. Visual impacts are largely determined subjectively by the individual observing a particular area or viewshed, although objective qualities can also inform the analysis. The potential impact that a project might have on overall visual quality is evaluated against a particular setting’s attractiveness, coherence and the presence of unique and popular vistas of

geological, topographical or biological resources. Consideration must also be given to the designated uses of the immediate vicinity and local zoning laws, ordinances, regulations, and standards.

Potential Impacts

Mechanical draft wet cooling towers could introduce new, large structures to a particular location, with the total required area dependent on the cooling demand and different configuration possibilities at the site. The Tetra Tech report estimated that wet cooling retrofits at the coastal OTC facilities would require anywhere from 75 to 90 square feet per MW of capacity for conventional steam units, with up to 168 square feet for Diablo Canyon and SONGS and as little as 46 square feet required for combined cycle units.

A wet cooling tower must provide a certain volume in which air and water can interact to achieve the desired cooling level and, as such, can vary in terms of their height-to-footprint ratio (defined as the height compared to the length times the width). The overall tower height is a function of how much space is available at a particular location, although shorter towers are generally preferable in that they present a much a much lower visual profile and require less pumping capacity (and less energy). The overall mechanical draft tower height may range from 35 to 65 feet depending on site constraints. By comparison, natural draft towers can be as tall as 500 feet or more, although they generally occupy a smaller footprint for the same cooling capacity.

Wet cooling towers can also produce a visible plume—a column of condensed water vapor resulting from the exhaust’s higher temperature and saturation level relative to the ambient atmosphere. Visible plumes are typically more pronounced during winter months, although cool, humid conditions may also produce a substantial plume at any time of the year. When present, plumes can rise several hundred feet above the tower and contribute to cloud or fog formation that can block sightlines. On sunny days, plumes can create large shadows that can persist for hours or days depending on meteorological conditions. This may be undesirable if located near commercial or residential areas, or areas designated for public recreational use.

Mitigation Measures

Visual impacts associated with the wet cooling tower’s presence at a particular location can be mitigated through compliance with local building codes that establish building height limits and minimum setback requirements. Local codes may also include mitigation measures designed to obscure a structure’s physical presence by requiring natural barriers or vegetation to blend in with the surrounding area. The Tetra Tech report identified building height and setback requirements for all of the facilities where wet cooling towers were considered feasible and developed a conceptual design that complies with local codes.

Technologies and design measures can reduce a visible plume’s size and frequency to a level that is considered insignificant for aesthetic impacts. The most common approach incorporates a smaller dry-cooled component above a conventional wet tower to raise the exhaust temperature and reduce its humidity below the ambient atmosphere’s saturation point. The resulting plume is dramatically smaller than an unabated plume, often to the point that it is unnoticeable.

Plume-abated, or hybrid, cooling towers are subject to more restrictive siting criteria than a conventional wet tower, however, and can raise the overall tower height by 10 to 20 feet or more. Additional height requirements can also be mitigated, however, depending on the amount of space available at a particular location. Hybrid towers are more susceptible to the effects of exhaust recirculation and must be located at sufficient distances from other towers and obstructions and thus cannot be configured in a back-to-back arrangement that minimizes space requirements. The initial capital cost of plume-abated towers is typically 2 to 3 times higher than conventional (unabated) towers, but is unnecessary at most facilities subject to the proposed Policy.

Assessment

Staff did not identify any significant aesthetic impacts for most of facilities subject to the proposed Policy because they are already located in areas with large, industrial structures that predominate in the immediate vicinity, or are located in remote areas that do not have use levels significant enough to warrant concern. Other facilities were identified as having less than significant impacts provided the appropriate mitigation measures are adopted because of their proximity to popular recreation areas (El Segundo, SONGS, and Scattergood) or commercial and residential areas (El Segundo and Morro Bay).

4.4 AGRICULTURAL AND FOREST RESOURCES

Impacts to agricultural and forest resources can result if a project causes agricultural and forest land to be converted for other uses, conflicts with local zoning ordinances or contributes to changes in the surrounding environment that inhibits or interferes with existing agricultural and forest uses.

Potential Impacts

Small water droplets are ejected from the cooling tower as part of the exhaust, some of which may evaporate prior to settling on the surrounding area as drift. In marine or estuarine environments, these droplets might have salinity levels that are 50 percent higher than the source water (up to 53 parts per thousand) and can settle on nearby structures and vegetation. Under average conditions drift does not carry very far from the originating source and would require sustained high winds and high humidity to reach distances of several hundred feet in any significant quantity. Salt deposition from drift may affect particular crops in a few limited circumstances, but the concern has generally proven to be unwarranted.¹²²

Mitigation Measures

Drift elimination serves a dual purpose: reduce salt deposition and reduce fine airborne particulate matter. Drift from wet cooling towers can be mitigated by installing drift eliminators immediately prior to the tower's exhaust point. This technology consists of materials shaped into lattice or herringbone configuration designed to capture airborne water droplets before they can exit the tower. Current drift elimination technology can reduce the drift volume to 0.0005 percent of the circulating water flow, or approximately 0.5 gallons per 100,000 gallons. Although there are no requirements for drift emissions from wet cooling towers, drift eliminators are considered Best Available Control Technology (BACT) for fine particulate emissions from mechanical draft wet cooling towers.

Assessment

Staff did not identify any significant agricultural or forest impacts for any of the facilities subject to the proposed Policy, but has included a discussion of this issue because it is frequently cited as a concern with closed-cycle wet cooling systems. No agricultural or forest areas were identified in close enough proximity to potentially warrant concern over drift deposition. The Tetra Tech report, however, assumed high efficiency drift eliminators would be included for all facilities where wet cooling towers were considered feasible.

4.5 AIR QUALITY

New Source Performance Standards (NSPS) are technology-based limitations that are imposed on certain new or modified air pollution source categories. USEPA has promulgated NSPS for (1) fossil fuel-fired steam generators built or modified after August 17, 1971, and (2) fossil fuel-fired steam generators built or modified after September 18, 1978. Both apply to new or modified units with thermal input rates greater than 250 MMBTU/hr, and both strictly control PM₁₀. Emission sources built prior to 1971 are exempt from the NSPS unless they are modified or reconstructed. NSPS regulations

¹²² CEC. Cost, Performance, and Environmental Effects of Salt Water Cooling Towers. 2007

are more general than New Source Review (NSR) requirements and are based on what is technologically and economically feasible within an industrial category.

NSR requirements are more site and project-specific than NSPS requirements and allow state regulating authorities to set stricter limitations based on what they determine to be the best technology currently available. The Clean Air Act designates “major emitting facilities” that are subject to the NSR program, including fossil fuel-fired steam electric plants of more than 250 MMBTU/hr heat input that emit, or have the potential to emit, 100 tons per year or more of any air pollutant. The NSR program then distinguishes between areas where National Ambient Air Quality Standards are met and nonattainment areas.

Major emitting sources in attainment areas that are being constructed or modified must undergo Prevention Of Significant Deterioration permitting and must implement the Best Available Control Technology (BACT). In nonattainment areas, the Lowest Achievable Emissions Rate (LAER) applies to such sources. BACT and LAER are technology-based standards and must be as stringent as, or more stringent than, the applicable NSPS emission limitation.

For existing plants to trigger NSPS or NSR, two criteria must be satisfied: (1) there must be a physical or operational change and (2) there must be a significant net emissions increase. USEPA defines “significant net emissions increase,” differently for the two programs, using a total annual emissions test (in tons or kilograms per year) in the NSR program and using an emissions rate test (in tons or kilograms per hour) for NSPS purposes. If a modification results in an increase in emission rate to the atmosphere of any pollutant to which a standard applies, the source must comply with the NSPS requirements for its industrial category.

Retrofitting power plants from OTC to wet or dry cooling will cause decreases in net plant efficiency and increases in auxiliary power consumption; thereby, resulting in decreases of energy production and distribution. To make up for the energy loss, fuel consumption would need to be increased to produce an equivalent amount of electricity. This would result in increased emissions from the combustion of additional fuel. This analysis will quantify criteria pollutants [e.g. total organic gases (TOG), reactive organic gases (ROG), oxides of nitrogen (NOX), oxides of sulfur (SOX), carbon monoxide (CO), particulate matter of 10 microns or less (PM10)] and carbon dioxide (CO₂) emissions produced by the combustion of additional fuel.

Potential impacts are divided into two main categories for air quality: (a) stack emission of criteria pollutants and carbon dioxide, and (b) fine particulate matter emissions from wet cooling towers.

4.5.1 Increased Stack Emission of Criteria Pollutants and CO₂

A facility that retrofits to closed-cycle cooling will experience a loss in thermal efficiency and an increased parasitic (or onsite) electrical demand to power new equipment. While a retrofitted facility will experience increased stack emissions on a per-kWh basis, the total mass emission may not change depending on how the facility chooses to modify its operations to mitigate the changes.

Energy Penalty

A thermal electric power plant’s ability to generate electricity efficiently is based, in part, on how readily it can reject waste heat to the environment, thus maintaining optimal backpressure at the steam turbine’s exhaust point. When a facility converts from OTC to closed-cycle, the cooling water inlet temperature will rise and affect the condenser’s ability to reject waste heat from the system. This translates to greater resistance against the turbine and requires additional fuel to produce the same amount of electricity (i.e., the facility’s heat rate [BTU/kWh] will increase). Thermal efficiency losses are expressed as a percentage reduction from the design operating conditions.

A retrofitted facility will also need to consume additional electricity to operate the tower's fans and additional circulating water pumps, if it is a closed-cycle wet system. The net result is a reduced amount of electricity available for sale and can be expressed as a proportional change in the facility's heat rate. Together, thermal efficiency losses and increased onsite demand comprise the energy penalty, expressed as a percentage of the facility's nameplate generating capacity.

Error! Reference source not found. summarizes cumulative energy penalty estimates for coastal OTC presented in the Tetra Tech report based on retrofitting to closed-cycle wet cooling. Together, these penalties would have resulted in a loss of over two million MWh based on 2006 generating data. Energy penalties estimates for dry cooling retrofits were not developed for OTC facilities, but would be approximately twice as high.

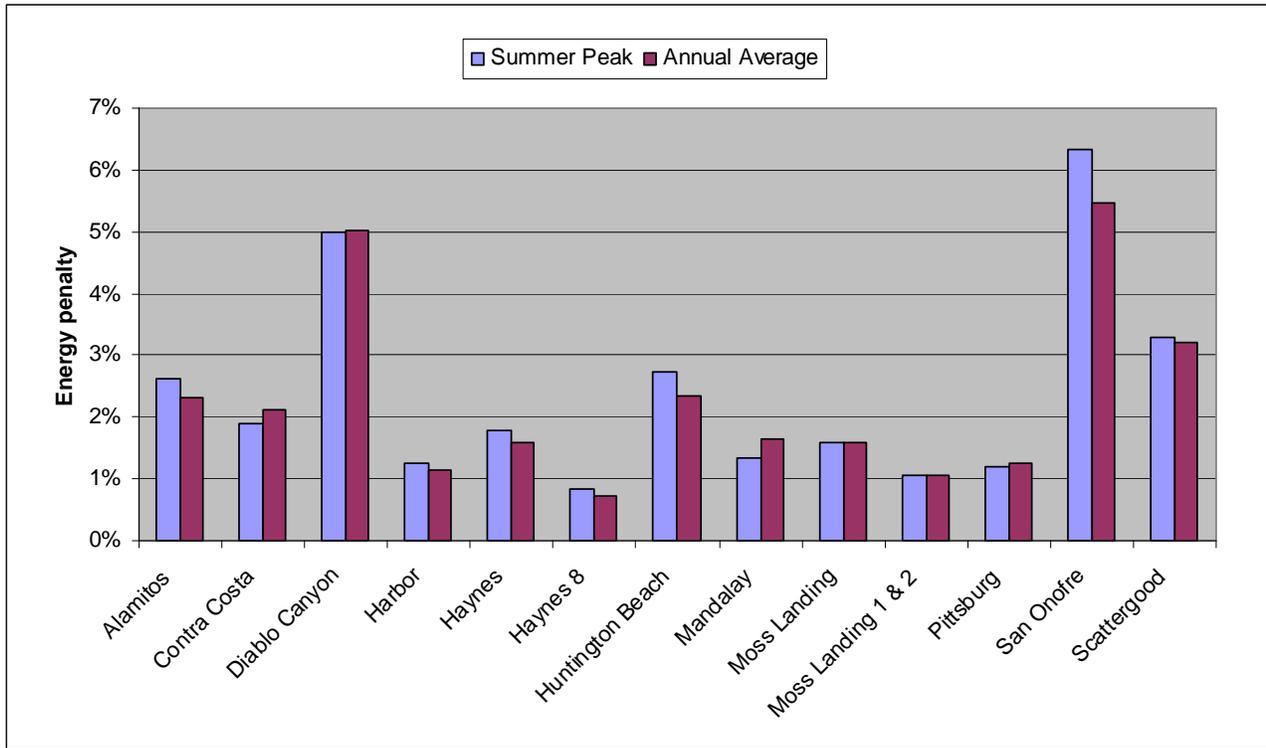


Figure 17. Cumulative Energy Penalties for Wet Cooling Tower Retrofits

Criteria Pollutants and CO2

The efficiency losses described above will result in higher stack emissions of criteria pollutants and carbon dioxide on a per-kWh basis, although the cumulative mass loading will depend on what sources are used to replace the generation shortfall. In some cases, natural gas steam boiler units may be able to increase the thermal input to the unit (i.e., burn more fuel) to compensate for the decreased efficiency ("native replacement"), although the ability to do so is dependent on several factors not quantified here. Alternatively, the shortfall may be replaced by non-native sources that have excess generating capacity available. Diablo Canyon and SONGS do not have the option to generate additional electricity onsite and must procure any lost output from external sources.

It is not possible to accurately determine how facilities will address the energy penalty, nor can replacement sources for Diablo Canyon and SONGS be identified. Replacement power may come from any mix of native and non-native fossil fueled generators as well as renewable sources. Staff developed multiple implementation scenarios to describe the range of potential air emission increases

that might result from retrofitting OTC facilities to closed-cycle wet systems based on 2006 emissions data from USEPA's Clean Air Markets database.

Scenario 1: All units deemed feasible are retrofitted to closed-cycle wet cooling, with native replacement for fossil units. The generating shortfall from Diablo Canyon and SONGS is assumed to be replaced by excess capacity within the coastal fleet (see Table 23, below).

Table 23. Estimated Stack Emission: Scenario 1

| | Shortfall (MWh) | SO₂ (tons) | NO₂ (tons) | CO₂ (tons) | CO (tons) | TOG (tons) | ROG (tons) | PM10 (tons) |
|------------------------------------|----------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------|-----------------------|-----------------------|------------------------|
| Baseline | -- | 53 | 557 | 9,070,258 | 3,116 | 413 | 116 | 262 |
| Retrofitted Fossil Increase | 295,826 | 1 | 11 | 175,046 | 71 | 7 | 2 | 5 |
| Retrofitted Nuclear Increase | 1,824,732 | 7 | 89 | 1,062,213 | 450 | 39 | 12 | 28 |
| Net Increase | -- | 15% | 18% | 14% | 17% | 11% | 12% | 13% |

Scenario 2: All units deemed feasible retrofitted to closed-cycle. All generation shortfall is replaced by new combined cycle units, which are more efficient and have lower emissions on a per-kWh basis (Table 24).

Table 24. Estimated Stack Emission: Scenario 2

| | Shortfall (MWh) | SO₂ (tons) | NO₂ (tons) | CO₂ (tons) | CO (tons) | TOG (tons) | ROG (tons) | PM10 (tons) |
|------------------------------------|----------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------|-----------------------|-----------------------|------------------------|
| Baseline | -- | 53 | 557 | 9,070,258 | 3,116 | 413 | 116 | 262 |
| Retrofitted Fossil Increase | 295,826 | 0.6 | 4 | 123,873 | 31 | 5 | 2 | 3 |
| Retrofitted Nuclear Increase | 1,824,732 | 5 | 63 | 757,965 | 321 | 28 | 9 | 20 |
| Net Increase | -- | 11% | 12% | 10% | 11% | 8% | 9% | 9% |

Scenario 3: All fossil fuel units are repowered to combined cycle systems with dry cooling. Nuclear units are retrofitted to wet cooling, with replacement generation provided by new combined cycle units (Table 25).

Table 25. Estimated Stack Emission: Scenario 3

| | Fuel Usage (MMBTU) | SO₂ (tons) | NO₂ (tons) | CO₂ (tons) | CO (tons) | TOG (tons) | ROG (tons) | PM10 (tons) |
|---------------------------------|-------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------|-----------------------|-----------------------|------------------------|
| Baseline | 151,648,525 | 53 | 557 | 9,070,258 | 3,116 | 413 | 116 | 262 |
| Repowered Fossil ^[a] | 118,351,861 | 43 | 402 | 7,030,961 | 2,104 | 280 | 104 | 267 |
| Retrofitted Nuclear | 12,760,349 ^[b] | 5 | 63 | 757,965 | 321 | 28 | 9 | 20 |
| Net Change | -14% | -9% | -17% | -14% | -22% | -26% | -3% | 10% |

Notes:

- a. Based on average emission factors for new, dry-cooled combined cycle units.
- b. Fuel usage for retrofitted nuclear facilities refers to the additional fuel that would have to be consumed by a combined-cycle fossil unit to replace the generating shortfall from the nuclear facilities.

In each scenario, emission changes are driven by the large MWh shortfall that would result from retrofitting Diablo Canyon and SONGS to closed-cycle systems; these retrofits alone would account for 80 to 90 percent of any increase. Capacity utilization at the fossil-fueled units is not expected to increase.

4.5.2 Wet Cooling Tower Emissions (Fine Particulate Matter)

The principal air pollutant emitted directly from wet cooling towers is small particulate matter. Dissolved solids in the circulating water result in fine particulate emissions (PM10) when water droplets ejected from the tower evaporate before they reach the ground. PM10 is a significant concern throughout most of California with nearly all counties designated as non-attainment areas, including all counties in which coastal OTC facilities reside.

For power plants that undergo a retrofit with wet cooling towers, an important threshold is the emission of PM10. A cooling tower would increase a facility's cumulative PM10 emissions, although the increase would be based on the capacity utilization for the facility. The NSPS threshold for determining a significant net emissions increase is 15 tons per year. High-efficiency air pollution controls (drift eliminators) that minimize PM10 emissions from cooling towers are presently accepted as BACT for cooling towers (at 0.0005 percent efficiency). Even with these controls, however, the increased PM10 emissions at some facilities may be enough to trigger NSR for the entire facility. This would involve BACT or LAER evaluations of all emission sources at the plant as part of the permit modification process.

PM10 Calculation Methods

Total PM10 emissions can be conservatively estimated by assuming the full concentration of dissolved solids in any exiting water droplets will be converted to airborne PM10. This method, used by USEPA, discounts the possibility that some droplets do not evaporate prior to deposition on the ground and assumes that all particulate matter would be classified as PM10. Some studies have suggested that PM10 estimates made with these assumptions may exaggerate actual emission rates from cooling towers.¹²³

An alternative calculation method indicates that, depending on the droplet size distribution of the drift, only a certain percentage of drift PM can be classified as PM10. Cooling towers using make-up water with a total dissolved solids (TDS) concentration near 2,000 parts per million (ppm) will have a PM10 emission rate which is approximately 40 percent less than the USEPA method.¹²⁴ Essentially, as TDS

¹²³ Michelletti, W.C. "Atmospheric Emissions from Power Plant Cooling Towers." *CTI Journal*. Vol. 27, No 1. 2006.

¹²⁴ Joel Reisman and Gordon Frisbie. Calculating Realistic PM10 Emissions from Cooling Towers. Greystone Environmental Consultants. *Environmental Progress*, Volume 21, Issue 2.

concentrations increase, the proportion of droplets capable of producing PM10 decreases. Dissolved solids are more likely to result in large particulate matter that would not be classified as PM10.

PM10 Emissions
Air District Survey

The 19 coastal OTC power plants are located in the Bay Area Air Quality Management District, , Monterey Bay Unified Air Pollution Control District, North Coast Unified Air Quality Management District, South Coast Air Quality Management District, San Diego Air Pollution Control District, San Luis Obispo Air Pollution Control District (SLOAPCD), and the Ventura Air Pollution Control District.

Table 26 shows estimated PM10 emissions for retrofitted facilities using the AP-42 (USEPA) method and the alternative method, which better approximates the conditions that would be found at California’s coastal facilities using saltwater as the makeup water source. These estimates are calculated based on a facility’s design capacity and 2006 net output.

4.5.3 *Air District Survey*

The 19 coastal OTC power plants are located in the Bay Area Air Quality Management District, , Monterey Bay Unified Air Pollution Control District, North Coast Unified Air Quality Management District, South Coast Air Quality Management District, San Diego Air Pollution Control District, San Luis Obispo Air Pollution Control District (SLOAPCD), and the Ventura Air Pollution Control District.

Table 26. Estimated Wet Cooling Tower PM₁₀ Emissions

| | <i>USEPA AP-42 Method</i> | | <i>Alternative Method</i> | |
|------------------|-------------------------------------|--------------------------------|-------------------------------------|--------------------------------|
| | Maximum Capacity (tons/year) | 2006 Output (tons/year) | Maximum Capacity (tons/year) | 2006 Output (tons/year) |
| Alamitos | 460.38 | 45.38 | 23.02 | 2.27 |
| Contra Costa | 172.60 | 4.11 | 8.63 | 0.21 |
| Diablo Canyon | 992.67 | 951.10 | 49.63 | 47.56 |
| El Segundo | 151.54 | 15.95 | 7.58 | 0.80 |
| Harbor | 32.45 | 2.89 | 1.62 | 0.14 |
| Haynes | 342.78 | 74.05 | 17.14 | 3.70 |
| Huntington Beach | 193.31 | 28.77 | 9.67 | 1.44 |
| Mandalay | 96.31 | 7.99 | 4.82 | 0.40 |
| Moss Landing | 466.02 | 98.87 | 23.30 | 4.94 |
| Ormond Beach | 261.20 | 9.40 | 13.06 | 0.47 |
| Pittsburg | 184.68 | 11.65 | 9.23 | 0.58 |
| SONGS | 915.47 | 794.52 | 45.77 | 39.73 |
| Scattergood | 198.20 | 42.35 | 9.91 | 2.12 |
| Total | 4467.61 | 2087.03 | 223.38 | 104.36 |

At the request of the State Water Board staff, the California Air Resources Board contacted the seven local air districts stated above and asked about required permits and the permitting process. Most local air districts require permits for wet cooling; however, the South Coast Air Quality Management District regulations do not currently require permits for evaporative cooling towers unless they emit

toxic pollutants. Dry cooling permits are considered on a case-by-case basis. In general, the permitting process timeframe is 30 days to review for an application's completeness, 180 days to grant authorization of construction (construction generally is one to seven year process).

Mitigation Measures

Mitigation measures for stack emissions (except carbon dioxide) may include system controls to reduce criteria pollutant emission rates. These controls include low NOx burners, selective catalytic reduction, oxidizing catalysts, and wet or dry scrubbers. Mitigation may also be achieved by repowering older, less efficient units to more modern combined-cycle technologies that emit less pollution on a per-kWh basis.

Mitigation for PM10 from wet cooling towers is achieved by incorporating high efficiency drift eliminators (0.0005 percent), which are currently considered BACT for this emission source.

Assessment

Staff cannot accurately assess air quality impacts related to criteria pollutants because it is difficult to estimate the method of compliance for each facility.

The NSPS threshold for determining a significant net emissions increase for PM10 is 15 tons per year. Based on calculations presented in Table 26 for the alternative method, only 5 of the 12 facilities considered for wet cooling tower retrofits would be subject to NSR.

4.6 GREENHOUSE GASES

General scientific consensus and increasing public awareness regarding global warming and climate change have placed new focus on the CEQA review process as a means to address the effects of greenhouse gas emissions from proposed projects on climate change.

Climate change refers to any significant change in measures of climate, such as average temperature, precipitation, or wind patterns over a period of time. Climate change may result from natural factors, natural processes, and human activities that change the composition of the atmosphere and alter the surface and features of the land. Significant changes in global climate patterns have recently been associated with global warming, an average increase in the temperature of the atmosphere near the Earth's surface, attributed to accumulation of greenhouse gas emissions in the atmosphere. Greenhouse gases trap heat in the atmosphere, which in turn heats the surface of the Earth. Some greenhouse gases occur naturally and are emitted to the atmosphere through natural processes, while others are created and emitted solely through human activities. The emission of greenhouse gases through the combustion of fossil fuels (i.e., fuels containing carbon) in conjunction with other human activities, appears to be closely associated with global warming.

State law defines greenhouse gases to include the following: carbon dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride (Health and Safety Code, §38505(g).) The most common greenhouse gases that results from human activity is carbon dioxide, followed by methane and nitrous oxide.

Senate Bill 97 (Chapter 185, Statutes of 2007) amends the CEQA statute to clearly establish that greenhouse gas emissions and the effects of these emissions are appropriate subjects for CEQA analysis. It directs the Office of Planning and Research to develop draft CEQA Guidelines "for the mitigation of greenhouse gas emissions or the effects of greenhouse gas emissions" by July 1, 2009 and directs the Natural Resources Agency to certify and adopt the CEQA Guidelines by January 1, 2010 (The Natural Resources Agency recently noticed its proposed amendments to the CEQA Guidelines related to greenhouse gas emissions <http://ceres.ca.gov/ceqa/guidelines>).

Implementation of the Policy may result in a net increase in the amount of carbon dioxide and nitrous oxide emissions for all OTC facilities combined. The worst case scenario (see Scenario 1 in Section 4.5) would have a 14 percent increase in carbon dioxide emissions and an 18 percent increase in nitrous oxide emissions (Table 23). Conversely, Scenario 3 in Section 4.5 would see a 14 percent decrease in carbon dioxide emissions and a 17 percent decrease in nitrous oxide emissions (Table 25). It is not known what steps individual power facilities will take to comply with the Policy. Staff expects that the actual net increase in greenhouse gas emissions will fall somewhere in between these extremes (0-5 percent net increase in greenhouse gas emissions). As such, staff has determined that there will be a less than significant impact to the environment.

4.7 NOISE

Title 4 of the California Code of Regulations establishes guidelines for evaluating the compatibility of various land uses as a function of community noise exposure. Cal-OSHA has promulgated Occupational Noise Exposure Regulations that set employee noise exposure limits.¹²⁵ In addition, local governments typically set community noise limits based on zoning classifications and existing uses. The Tetra Tech report investigated local noise ordinances when it evaluated closed-cycle wet cooling feasibility for the State's OTC facilities.

Noise impacts from wet cooling towers are a function of the large fans that are required to draw air up through the tower and the sound of water falling from a certain height. The level of noise at different receptors will depend on distance and the presence of interfering structures.

Mitigation Measures

Mitigation can be achieved by incorporating design elements that reduce ambient noise to acceptable levels. Gear box insulation and fan deck barrier walls can be installed to muffle fan noise, while ground level barrier walls can reduce falling water noise.

Assessment

Mitigation measures to control noise from wet cooling towers are readily available and can be easily installed, albeit at increased cost. The Tetra Tech report identified four facilities (Haynes, Alamitos, Scattergood, and Morro Bay) that would have to incorporate such measures in order to comply with local noise ordinances. Noise impacts at these facilities are considered to be Less than Significant with Mitigation; all others are considered to have no impact.

4.8 PUBLIC HEALTH

Cooling tower operation can theoretically contribute to public health risks, specifically *Legionella pneumophila* (Legionnaire's Disease), if individuals come in contact with contaminated water that has been left stagnant or is insufficiently treated. Legionnaire's Disease can be a significant health risk, especially when contracted by individuals with compromised immune systems or existing respiratory ailments. Annual incidents are rare, however, with little evidence of a wide-ranging threat to public health from properly-maintained cooling towers.

Mitigation Measures

Pathogen control in cooling towers is already required by state and federal regulations and is addressed by incorporating sufficient biofouling treatment systems into the initial design and following proper maintenance and worker safety procedures.

Assessment

¹²⁵ CAL. CODE OF REG. Tit. 8, §§ 5095-5099.

Impacts are less than significant with the required mitigation measures for all facilities.

4.9 WATER QUALITY

4.9.1 Effluent Quality (Priority & Conventional Pollutants)

Compliance alternatives for OTC power plants that would substantially change the characteristics of wastewater effluent include the installation of cooling towers (wet cooling systems) and dry cooling systems. It is not anticipated that the installation of aquatic barrier nets or fine mesh screening systems would change the characteristics of the effluent discharge.

Most steam electric power plants in California discharge low volume, or in-plant, wastes along with the main condenser cooling water. These wastes, which can include boiler blowdown, treated sanitary waste, floor drains, laboratory drains, de-mineralizer regeneration waste and metal cleaning waste, among others, are significantly diluted when combined with the vastly larger volume of cooling water. Substantially reducing the cooling water-related discharge volume may alter the characteristics of the final discharge by increasing pollutant concentrations and possibly triggering concerns over whole effluent toxicity, but will also reduce any thermal discharge impacts

For marine dischargers currently regulated under the Ocean Plan or for facilities discharging to inland waters, estuaries or enclosed bays and regulated under a Basin Plan, the California Toxics Rule and the Policy for Implementation of Toxics Standards for Inland Surface Waters (SIP), new dilution models will likely need to be developed. If sufficient dilution is not available, additional treatment or alternative discharge methods may be required, such as the incorporation of submerged diffusers to reduce the thermal and high salinity plumes. For all facilities, cooling tower blowdown wastes are regulated by federal Effluent Limitation Guidelines (ELGs) for Steam Electric Facilities.

EPA promulgated the current ELGs for the steam electric point source category in 1982. At the time, chromium and zinc compounds were commonly-used maintenance chemicals to control corrosion and fouling in cooling towers. EPA retained a numeric effluent limitation for these pollutants out of concern that acceptable alternatives were not widely available. Technology advances and regulatory restrictions enacted since 1982 have largely eliminated the need to use chromium and zinc compounds as cooling tower maintenance chemicals. Furthermore, acceptable substitutes are more widely available and more effective when coupled with corrosion-resistant materials such as fiberglass-reinforced plastic, titanium, or stainless steel, which are the preferred design materials for saltwater applications. Despite these changes, ELGs remain an NPDES component and would require a retrofitted facility to demonstrate its compliance.

A facility retrofitted to closed-cycle wet cooling would theoretically continue to discharge low volume wastes (boiler blowdown, sanitary treatment wastes, etc.) at the same volume, but, without the benefit of dilution from once through cooling water volumes, might discharge some pollutants in higher concentrations in the final effluent. In other cases, low volume wastes are not at issue. Rather, the evaporating effects of a wet cooling tower can concentrate non-volatile pollutants to levels that would exceed water quality standards and lead to violations of effluent limitations contained in the SIP or Ocean Plan.

In general, coastal OTC facilities that withdraw water from the open ocean are not likely to experience any difficulties meeting Water Quality-Based Effluent Limitations when converting to closed-cycle wet cooling systems. A preliminary analysis of effluent data from El Segundo and SONGS showed that increased concentrations for metals would not exceed Ocean Plan requirements, although staff notes that new dilution models that reflect the reduced discharge volume would need to be developed in order to accurately estimate compliance with new effluent limitations.

Facilities that withdraw water from enclosed bays and estuaries, however, may experience conflicts with effluent limitations as a retrofitted facility. Staff analyzed effluent data for an example facility to assess the whether this situation is possible.

LADWP's Haynes Generating Station, located in Long Beach, was selected as an example facility due to its overall size (current intake volume of 968 mgd) and its location. The facility withdraws water from the Alamitos Bay/Long Beach Marina via a man-made canal. The source water has known issues with several pollutants due to high recreational boat traffic in the marina and poor water circulation within the bay. The facility discharges to the San Gabriel River, an effluent-dominated stream during dry periods (together with AES's Alamitos Generating Station, located on the river's west bank). In addition, the Regional Water Board notified LADWP that the San Gabriel River had been reclassified from a marine water to an estuary, thus the SIP will govern effluent limitations for Haynes rather than the Ocean Plan.

Intake data was used from sampling events from 2003-2004, with the maximum detected value used for each constituent. If a constituent was not detected, it was assumed to not be present in the intake water. The maximum detected value for each detected constituent was concentrated by 50 percent to account for tower evaporation (1.5 cycles of concentration).

Low volume waste stream data was taken from monitoring events from 9/13/2000 – 5/7/2003. The maximum detected concentration was used, and multiplied by the maximum combined low volume waste stream flow, which was taken from the 2006 draft Haynes permit. Once the mass was obtained, it was divided by the new flow rate, which was calculated by adding in the estimated cooling tower blowdown flow (26,100 gpm) to the combined low volume waste stream flow. The result was a new, estimated concentration for priority pollutant constituents.

This estimated concentration was used as the maximum effluent concentration in a reasonable potential analysis. The results of the analysis indicated reasonable potential for arsenic, copper, nickel, and zinc. Effluent limitations were calculated for these constituents, and the feasibility to comply with limitations was determined by comparing the maximum effluent concentration (MEC) to the average monthly effluent limitation (AMEL) and the maximum daily effluent limitation (MDEL). These results are summarized in Table 27.

Table 27. Example Effluent Limitation Calculation

| Parameter | AMEL | MDEL | MEC | Feasible? |
|-----------|------|------|-----|-----------|
| Arsenic | 29 | 59 | 67 | No |
| Copper | 2.9 | 5.8 | 14 | No |
| Nickel | 6.8 | 14 | 46 | No |
| Zinc | 47 | 95 | 217 | No |

Based on the RPA for revised effluent, and assuming other discharges continue normally, Haynes would have difficulty meeting SIP limitations for these four. It is noted, however, that Haynes may have difficulty meeting these limitations as a *once through* facility due to the receiving water reclassification.

Mitigation Measures

Treatment systems are available that can remove metals from wastewaters, although cost may be significant for a facility that needs to treat several million gallons per day. Other measures include alternative discharge locations, zero liquid discharge, or an alternative water source to provide makeup water.

Assessment

Impacts are considered to be Less than Significant for Haynes, Alamitos, and Mandalay. Although these facilities may face difficulty meeting effluent limitations as a retrofitted facility, Staff did not consider these impacts significant because each facility is unlikely to meet effluent limitations as an OTC facility already; compliance with the proposed Policy does not cause the impact. No impact was determined at all other facilities.

Thermal Impacts

A significant benefit of wet cooling system retrofits, in addition to reduced impingement and entrainment, is the reduced impact on the receiving water resulting from elevated temperature waste discharges. California's coastal facilities, many of which are 40 years or older, are currently regulated for thermal discharge under the Thermal Plan as existing sources for elevated temperature wastes. Permitted discharge temperatures are based on criteria that seek to protect designated beneficial uses and areas of special biological concern, and range as high as 100°F in some cases. Thermal plumes can extend long distances from the discharge point and have far-reaching effects on the receiving water. Wet cooling towers, in addition to dramatically reducing the discharge volume and thermal plume, can be configured to discharge blowdown directly from the tower's cold water basin, with a discharge temperature that more closely approximates the receiving water.

4.10 UTILITIES AND SERVICE SYSTEMS

California's once-through cooled power plants deliver power to critical points in California's electricity grid, especially within the state's largest Local Reliability Areas, where the ability to import power is limited and the local utility must instead rely on local power plants to maintain electric service reliability. Some OTC plants are needed year-round to provide reliability service within an Local Reliability Areas because no other resource is available to supply that service. Others are needed only during periods of very high demand, such as during a summer heat wave, and are idled for much of the rest of the year. Three other OTC plants – the two nuclear plants and the newest gas-fired plant – are located along key intra-regional transmission lines, playing a significant role in reducing congestion along those vital transmission paths.

The nuclear plants provide base-load service, operating at or near maximum power levels 24 hours per day, shutting down only for maintenance and refueling. Together, the two nuclear plants provided about 13 percent of the state's total electric energy needs in 2005, and about 63 percent of the total energy produced by all the OTC plants. The gas-fired plants generally operate as load-followers, operating at low power levels in the morning and gradually ramping power levels up to match demand during the day, and reversing the process in the late afternoon into evening. Power levels at the gas-fired OTC plants generally match their age, with the newer, more efficient combined-cycle plants operating at higher levels than the older, less-efficient steam boiler plants. The exceptions are those older plants located in Local Reliability Areas, where no other resource is available to serve local load.

Effects on Electric Reliability

In general, generation at most of the older OTC plants has trended downward in recent years because their relative age and inefficiency has made them less competitive with newer generation. Already faced with this competitive disadvantage, several of the owners of these plants have stated that the Board's new rules could force the retirement of several generating units, especially those already on the verge of financial non-viability, possibly posing a threat to electric system reliability. Though retirement presents the greatest threat to electric reliability, compliance with the new rules also presents reliability concerns, including the potential reduced net generation from OTC plants after they convert to wet cooling, and the unavailability of the nuclear plants while they shut down to convert.

The Jones and Stokes report¹²⁶ examined those threats using a computer modeling effort to simulate the potential economic impacts of the proposed Policy and the resulting reliability impacts that could occur when and if OTC generating units are retired. The modeling effort simulated effects on California's electric power grid caused by retirement and/or de-rating of OTC plants, identifying and quantifying transmission system segment overloads that could occur following OTC plant retirements. The modeling effort also showed how costs to the ratepayer could change depending on how and when the proposed Policy is enacted, and produced estimates of the net changes in power plant emissions caused by the new policy.

Analysis of the modeling results, as well as of other studies and sources of information, shows that though certain trends are evident, predicting the future operation of any one plant is conjecture at best. Faced with tough economic decisions, plant owners could choose to retrofit their OTC plants with an alternative form of cooling, repower their plants by essentially building a new plant using alternative cooling and then decommissioning the old one, or shut the plant down, either permanently and convert to another use, or temporarily while waiting for more favorable economics for repowering or retrofitting.

The greatest threat to electric system reliability would occur in the unlikely event that OTC plant owners choose en masse to retire their plants without sufficient time for the industry to assess the impact of those retirements and plan accordingly. The modeling examined a wide range of retirements and time frames for policy enactment. The most severe effects were found in the extreme cases of all OTC plants retiring in 2009, which would require no less than a WWII-like mobilization effort to locate and site combustion turbines, the only type of plant that could be placed on-line in such a short time-frame, while also enacting emergency conservation measures. However, the modeling also showed that given sufficient time to react, the electric industry could likely tolerate and compensate for mass OTC plant retirement at relatively modest costs to the ratepayer.

In all but one of the cases examined in the 2015 time frame, when many other currently planned power plants throughout the Western U.S. and Canada will be on-line, the modeling showed that OTC plant retirements could be compensated for solely through transmission upgrades. The one exception was in the extremely unlikely event that all OTC plants are permanently retired, including the two nuclear plants, which would require construction of new generating plants along with substantial transmission upgrades, costing ratepayers as much as \$11 billion. In other words, under all but the most extreme scenarios, more than enough power plants are expected to be operating in 2015 to more than compensate for any or all OTC plant retirements, with a projected 28 percent reserve margin of supply over demand in the western half of North America. The key will be ensuring the transmission system is capable of delivering power from those plants to the loads presently served by OTC plants.

The Jones and Stokes report shows that while the proposed Policy does have potential to negatively affect electric reliability, proper planning can compensate for any plant retirements and prevent reliability problems, provided the industry has sufficient time to respond. The general consensus of the energy industry is that five years is needed to plan, site, permit, and construct a new major power plant, and 7 years is needed for a new major transmission line. However, the vast majority of the transmission upgrades identified in the analysis to compensate for OTC plant retirements are relative modest, requiring only one to three years to construct and place in-service. Because the transmission planning process in the state has improved considerably in recent years, the state seems well poised to compensate for most OTC plant retirements in the 2012 and beyond time period by constructing transmission upgrades to tap into the excess generating capacity that is projected to occur then, according to the Jones and Stokes report. More challenging, however, is planning and building the

¹²⁶ ICF Jones and Stokes, Global Energy Decisions, and Matt Trask. *Electric Grid Reliability Impacts from Regulation of Once-Through Cooling in California*. April 2008.

needed out-of-state transmission infrastructure through the inter-regional planning process, in which California has little control over the outcome, to compensate for the extreme case of all OTC plants retiring, including the nuclear units.

Wide Area Environmental Effects

The effects of the proposed Policy on net power plant sector emissions across the western half of North America (from British Columbia and Alberta to Baja California and the 14 U.S. states in between) would be significant only if all OTC plants including the nuclear units are retired, which would result in a modest one to two percent increase in CO₂ emissions sector-wide. All other scenarios examined showed either no change or a modest reduction in net CO₂ emissions because the plants replacing the retired OTC plants in general would be considerably more efficient. Other types of emissions from the power sector, including NO_x, SO_x and mercury, showed virtually no change regardless of how many OTC plants are retired.

The indirect environmental impacts that could occur due to the proposed Policy would be directly related to the amount of new infrastructure constructed to compensate for any retirements. Depending on how and when the proposed Policy was enacted, the infrastructure needed could range from quite modest to extremely vast, from as many as 800 new small power plants in the state at a cost of well over \$10 billion if all OTC plants are retired in 2009, to as little as 135 million dollars in modest, low-impact transmission upgrades in the still unlikely event that all but the nuclear plants are retired in 2015.

All such infrastructure development would be subject to environmental and technical analyses and approvals. With the exception of a few land use impacts related to zoning issues, power plant construction in California in recent years resulted in no significant, unmitigated impacts to public safety and the environment. And though major transmission line projects often result in unmitigated impacts to visual resources, especially those through national forest and park lands, the vast majority of the upgrades identified in the modeling effort would have no impacts, even during construction. Therefore, with proper planning and oversight, the proposed Policy is not likely to result in significant cumulative impacts to public safety and the environment, though one area of concern is cumulative land use impacts because of zoning issues. The most realistic scenarios examined, in which some OTC plants would be retired while others repower or convert their cooling systems, showed potential for significant benefits to the environment because the overall power sector would be more efficient and produce fewer emissions, and because marine ecosystem impacts caused by use of OTC technology would be greatly reduced.

Mitigation Measures

Disruptions to utility services and grid reliability are most effectively mitigated by establishing a statewide policy that includes provisions to coordinate implementation among the Regional Water Boards and consult with the State's energy agencies.

Assessment

Impacts are considered Less than Significant with Mitigation, as described above.

4.11 GROWTH-INDUCING IMPACTS

The CEQA Guidelines (Title 14, Cal. Code of Reg., Chapter 3) provide the following direction for the examination of growth-inducing impacts:

- (d) Growth-Inducing Impact of the Proposed Project. Discuss the ways in which the proposed project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Included in this are projects which would remove obstacles to population growth (a major expansion of a waste water treatment plant might, for example, allow for more construction in service areas). Increases in the

population may tax existing community service facilities, requiring construction of new facilities that could cause significant environmental effects. Also discuss the characteristic of some projects which may encourage and facilitate other activities that could significantly affect the environment, either individually or cumulatively. It must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment. (Title 14, Cal. Code of Reg., §15126.2(d))

Assessment

Implementation of the proposed Policy will not result in an increase in power generation and is, therefore, not expected to induce additional growth. No impacts are expected.

4.12 CUMULATIVE AND LONG-TERM IMPACTS

The CEQA Guidelines provide the following definition of cumulative impacts:

“Cumulative impacts” refers to two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts.

(a) The individual effects may be changes resulting from a single project or a number of separate projects.

(b) The cumulative impact from several projects is the change in the environment which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects. Cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time.¹²⁷

The fundamental purpose of the cumulative impact analysis is to ensure that the potential environmental impacts of any individual project are not considered in isolation. Impacts that are individually less than significant on a project-by-project basis, could pose a potentially significant impact when considered with the impacts of other projects. The cumulative impact analysis need not be performed at the same level of detail as a “project level” analysis but must be sufficient to disclose potential combined effects that could constitute a significant adverse impact.

Assessment

Implementation of the proposed Policy will not result in cumulative impacts.

5.0 ECONOMIC ANALYSIS

In recent years, alternative cooling methods—particularly wet and dry closed-cycle systems— have increasingly become the preferred approach for new steam electric facilities. The majority of all new conventional steam units constructed in the last two decades have used a closed-cycle system, with nearly all new combined-cycle units adopting this approach.

The economics and engineering considerations of a closed-cycle system are more favorable when part of a new facility’s initial construction, or as a major overhaul of an existing facility (re-power).

Altering the cooling system at an existing facility increases costs and can adversely impact the performance of the generating units. The decision to retrofit an existing facility from once-through cooling to closed-cycle is usually driven by extenuating circumstances that mandate a conversion, such as regulatory oversight or changes in water availability.

Re-powering, on the other hand, is a more comprehensive upgrade or overhaul to the facility’s generating system, including the boiler and turbine. When combined with a re-powering project, closed-cycle dry cooling systems become favorable, and may actually be preferable to continued use

¹²⁷ CAL. CODE OF REG., Title 14, §15355

of once-through cooling. In some respects, a re-powered facility is similar to a new facility in that it has wider latitude in selecting an alternative cooling system. Re-power projects, as noted above, are more comprehensive in their modifications to the existing facility and often involve the complete demolition and replacement of an existing facility. In doing so, closed-cycle cooling options, particularly dry cooling, become more practical alternatives.

In California, four of the original 21 coastal power plants are proceeding with re-powering projects that eliminate the use of once-through cooling water, either in whole or in part—Humboldt Bay, Long Beach, El Segundo, and Encina. A fifth closed-cycle cooled plant, Gateway, is being developed adjacent to the existing Contra Costa Plant.

Taking into account only physical and logistical factors, the Tetra Tech study evaluated each facility with respect to technologies that can achieve a 90–95 percent reduction of IM/E impacts as discussed in the 2006 Ocean Protection Council resolution. These include flow reduction measures, such as closed-cycle cooling or, in a few instances, fine-mesh cylindrical wedgewire screens. However the Tetra Tech study primarily focuses on a cost-feasibility analysis of retrofitting the existing once-through system with a closed-cycle wet cooling system (evaporative cooling towers).

Table 28 presents a summary of annual facility costs for the plants that were analyzed by Tetra Tech. Long Beach, El Segundo, Encina, Humboldt Bay, and Potrero were not part of the analysis because they have proposed to adopt alternative cooling or are shutting down at some point in the near future (Potrero, pending the outcome of the San Francisco grid reliability study). The table presents the total costs including the startup costs, O&M and energy penalty estimates. All annual costs are amortized over 20 years at seven percent.

Table 28. Annual Cost Summary – Facility¹²⁸

| Facility | Category ^(a) | 20-year annualized cost ^{(b)(c)} (\$) | Rated Capacity (GWh) ^(g) | Cost Per MWh (dollars/ MWh) ^(h) | 2006 Net Output (GWh) | Cost (dollars /MWh) |
|-----------------------------------|-------------------------|---|---|---|-----------------------------|---------------------------|
| Alamitos | ST | 25,400,000 | 17,082 | 1.49 | 1,677 | 15.15 |
| Contra Costa | ST | 9,900,000 | 5,957 | 1.66 | 142 | 69.86 |
| Diablo Canyon | N | 233,700,000 | 19,272 | 12.13 | 18,465 | 12.66 |
| Harbor | CC | 2,700,000 | 2,059 | 1.36 | 183 | 15.28 |
| Haynes^(d) | CC | 6,000,000 | 5,037 | 1.19 | 2,065 | 2.91 |
| Haynes^(d) | ST | 13,900,000 | 9,145 | 1.52 | 2,263 | 6.14 |
| Huntington Beach | ST | 15,400,000 | 7,709 | 2.00 | 1,141 | 13.50 |
| Mandalay | ST | 5,800,000 | 3,767 | 1.54 | 312 | 18.57 |
| Moss Landing^(e) | CC | 11,900,000 | 9,461 | 1.26 | 5,364 | 2.22 |

¹²⁸ Costs for Morro Bay are not included because the analysis was developed based on the repowering project the previous owner (Duke Energy) had proposed for the facility. Cost estimates, therefore, are not directly comparable to the retrofit analyses conducted for the other coastal facilities. Based on a previous analysis prepared by Tetra Tech, Inc. for the Central Coast Regional Water Quality Control Board in 2002 and the general methodology of this study, the updated annual cost for Morro Bay is \$9.6 million.

*Proposed Water Quality Control Policy on the Use of
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| Facility | Category ^(a) | 20-year annualized cost ^{(b)(c)} (\$) | Rated Capacity (GWh) ^(g) | Cost Per MWh (dollars/ MWh) ^(h) | 2006 Net Output (GWh) | Cost (dollars /MWh) |
|------------------------------------|-------------------------|---|---|---|-----------------------------|---------------------------|
| Moss Landing ^(e) | ST | 21,700,000 | 12,299 | 1.76 | 1,043 | 20.81 |
| Pittsburg | ST | 12,700,000 | 12,264 | 1.04 | 447 | 28.40 |
| SONGS ^(f) | N | 208,900,000 | 19,745 | 10.58 | 17,139 | 12.19 |
| Scattergood | ST | 18,600,000 | 7,034 | 2.64 | 1,497 | 12.42 |
| All Facilities | | 586,600,000 | 130,831 | 4.48 | 51,738 | 11.34 |

Notes:

- (a) CC = combined cycle; ST = Simple cycle steam turbine (natural gas); N = Nuclear-fueled steam turbine
- (b) 20-year annualized cost of all initial capital and startup costs, operations and maintenance, and energy penalty.
- (c) Annual costs do not include any revenue loss associated with shutdown during construction. This loss is incurred in the first year of the project but not amortized over the 20-year project life span. Estimates of shutdown losses were developed for the following facilities: Diablo Canyon: \$727 million, SONGS: \$595 million, Haynes: \$5 million, and Moss Landing: \$5 million.
- (d) Haynes operates one combined-cycle unit (unit 8) and four simple cycle units (units 1, 2, 5, & 6). Costs are specific for each unit type; facility-wide cost is the sum of both categories.
- (e) Moss Landing operates two combined-cycle units (units 1 & 2) and two simple cycle units (units 6 & 7). Costs are specific for each unit type; facility-wide cost is the sum of both categories.
- (f) 3-year average output for SONGS.
- (g) GWh = gigawatt hour
- (h) MWh = megawatt hour

In summary, based on the Tetra Tech restricted approach, the report estimated the annual cost to retrofit the 11 facilities above with wet cooling towers translates to 0.45 cents per kilowatt hour (kWh) based on the facilities' collective generating capacity. Compared with their 2006 generating output, the annual cost translates to 1.13 cents/kWh. Assuming an average electricity price of 12.93 cents/kWh, retrofit costs, if passed on to the ratepayer; represent an increase ranging from 3.5 to 8.7 percent.

While significant, these costs would fall hardest on the oldest facilities with their shorter remaining lives. Out of 54 power generating units at the 18 OTC facilities analyzed, 43 are 30 years or older. It may be apparently more economical for these older generating units to follow the leads of the Long Beach, Humboldt Bay, El Segundo, and Encina generating stations, which look to eliminate OTC through proposed re-powering projects. Re-powering allows the facilities to improve efficiency while reducing emissions, and eliminating entrainment and impingement impacts. It will be up to the individual facilities to determine their most economical response to the proposed IM/E reduction requirements.

According to the grid modeling effort (Jones and Stokes, 2008), overall costs of a statewide policy to replace OTC could range from as little as around \$100 million to as much as \$11 billion, depending on how and when the policy is enacted, and how the energy industry responds to OTC plant retirements. Though transmission system upgrades are identified as the least costly alternative for replacing OTC retirements, doing so presents its own challenges because many upgrades would be needed out of the state. Careful analysis is needed to develop an optimal combination of new plant construction and transmission system improvements to ensure the greatest benefit to the ratepayer following any OTC plant retirements, and to ensure such infrastructure can be developed in a timely manner.

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The purpose of this California Energy Commission (Energy Commission) staff report is to assess issues associated with once-through cooling impacts in the context of growing scientific and public policy concerns about the viability of California's coastal bay and estuarine ecosystems. California marine and estuarine environments are in decline and the once-through cooling systems of coastal power plants are contributing to the degradation of our coastal waters. Over the past several years, the Energy Commission has reviewed five coastal power plant applications and been faced with the challenge of how to determine the impacts of proposed new or repowered power plants that use once-through cooling and what should be done to mitigate the impacts. Given the widespread public and government agency concerns about the impacts to coastal ecosystems from California's coastal power plants that use once-through cooling and the difficulty in determining the economic and ecological costs of these systems, the Energy Commission may want to consider potential policy options to address these issues.

CEC and EPRI. *Comparison of Alternate Cooling Technologies for California Power Plants Economic, Environmental and Other Tradeoffs.* 500-02-079F. Sacramento, CA. 2002.

This study defines, explains, and documents the cost, performance, and environmental impacts of both wet and dry cooling systems. A survey of the cooling system literature is provided in an annotated bibliography and summarized in the body of the report. Conceptual designs are developed for wet and dry cooling systems as applied to a new, gas-fired, combined-cycle 500- MW plant (170 MW produced by the steam turbine) at four sites chosen to be representative of conditions in California. The initial capital costs range from \$2.7 to \$4.1

million for wet systems using mechanical-draft wet cooling towers with surface steam condensers and from \$18 to \$47 million for dry systems using air-cooled condensers.

Cooling system power requirements for dry systems are four to six times those for wet systems. Dry systems, which are limited by the ambient dry bulb temperature, cannot achieve as low a turbine back pressure as wet systems, which are limited by the ambient wet bulb. Therefore, heat rate penalties and capacity limitations are incurred at some sites depending on local meteorology. A methodology is developed and illustrated that accounts for these several components of cost and performance penalties in selecting an optimized design for a specific site.

A brief review is given of some advanced cooling system technologies currently in development, highlighting an evaporative condenser system with a water-conserving mode that halves the consumptive water use of a conventional wet system. In addition, current research in the power plant cooling field is reviewed with particular attention to concepts for enhancing the performance of dry systems during the peak period (the hottest hours of the year).

CEC. *Assessing Power Plant Cooling Water Intake System Entrainment Impacts.* October 2007. CEC-700-2007-010.

Steam electric power plants and other industrial facilities that withdraw cooling water from surface water bodies are regulated in the United States under §316(b) of the Clean Water Act of 1972. Of the industries regulated under §316(b), steam electric power plants represent the largest cooling water volumes with some large plant withdrawals exceeding 2 billion gallons per day. Environmental effects of cooling water withdrawal result from the impingement of larger organisms on screens that block material from entering the cooling water system and the entrainment of smaller organisms into and through the system. This paper focuses on methods for assessing entrainment effects (not impingement), and specifically, entrainment effects on ichthyoplankton. This report describes three studies that assessed entrainment at coastal power plants in California and discusses some of the considerations for the proper design and analysis of entrainment studies.

CEC. *Understanding Entrainment at Coastal Power Plants: Informing a Program to Study Impacts and Their Reduction.* March 2008. CEC-500-2007-120.

A significant portion of California's generation capacity, approximately 45 percent, is represented by facilities located along the state's coast and estuaries that use once-through cooling technology, where the ocean water is passed by the condenser and then discharged back into a water body. This cooling technology withdraws approximately 17 billion gallons of seawater per day when all plants using this technology are fully operational. Although some of these facilities have been operating since the 1950s, a scientific understanding of the ecological effects of the use of once-through cooling is quite limited. The California Energy Commission is funding research to understand and provide tools to minimize the effects of once-through cooling on California's coastal resources. In this study, the authors reviewed existing literature on the effects of once-through cooling, identified areas where knowledge gaps exist, and convened an advisory group to address those gaps. The areas of concern that were identified are the ability to: measure effects, determine the affected area and related oceanography, identify entrained species, determine useful technology to implement for reducing entrainment, and determine when mitigation is useful or successful. This information will be used to help identify once-through cooling research that should be funded in the future.

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This staff white paper examines the reliability effects of the retirement of aging generating units in California, and the resource and environmental effects of continued reliance on these aging units. The white paper identifies factors that may affect an owner's decision on whether to retire a generating unit, and examined a wide range of possible retirements to determine potential effects on local, regional (also called zonal) and system-wide reliability. The staff also examined the natural gas use and environmental effects of continued reliance on the aging generating units. Potential replacements for retired plants are also examined to determine relative effects on fuel efficiency and air emissions. The staff noted that efficiency and emission rates from the electric generating sector as a whole could either increase or decrease following the retirement of aging units, depending upon the mix of technologies used to replace the retired generation.

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The 2005 Environmental Performance Report provides an analytical basis for policy discussions and options that may be incorporated into the Integrated Energy Policy Report. Its findings will be presented at a series of public workshops on June 27 and 28, 2005. Interested parties are encouraged to review this staff report and to provide comments relating both to the report's content and to possible policy options that may follow from the environmental status and trends discussed in the report.

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sites, typical of environmental conditions in California. A plant design was generated for each site/plant/cooling system combination. The total plant costs and selected individual component costs for each design were determined.

Researchers calculated performance characteristics—including net plant output, heat rate, water consumption, and operating power requirements.

Results of the analysis include:

- the use of dry cooling reduces plant water requirements by approximately 2,000 to 2,500 acre-feet per year,
- The associated costs are:
 - increased plant capital cost of approximately \$8 million to \$27 million, or about 5% to 15% of the total plant cost,
 - potential reduction of energy production by about 13,000–56,000 megawatt hours (MWh) per year (1% to 2% of the total),
 - capacity reduction on hot days of 13 to 23 MW (4% to 6% of total), and – potential annual revenue reduction of about \$1.5 to \$3.0 million (1% to 2% of total).

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Appendix A – Statewide Water Quality Control Policy on the Use of Coastal and Estuarine Waters for Power Plant Cooling

DRAFT

1. Introduction

- A. Clean Water Act Section 316(b) requires that the location, design, construction, and capacity of cooling water intake structures reflect the best technology available for minimizing adverse environmental impact. Section 316(b) is implemented through National Pollutant Discharge Elimination System (NPDES) permits, issued pursuant to Clean Water Act Section 402, which authorize the point source discharge of pollutants to navigable waters.
- B. The State Water Resources Control Board (State Water Board) is designated as the state water pollution control agency for all purposes stated in the Clean Water Act.
- C. The State Water Board and Regional Water Quality Control Boards (Regional Water Boards) (collectively Water Boards) are authorized to issue NPDES permits to point source dischargers in California.
- D. Currently, there are no applicable nationwide standards implementing Section 316(b) for *existing power plants*¹. Consequently, the Water Boards must implement Section 316(b) on a case-by-case basis, using best professional judgment.
- E. The State Water Board is responsible for adopting state policy for water quality control, which may consist of water quality principles, guidelines, and objectives deemed essential for water quality control.
- F. This Policy establishes uniform requirements governing the exercise by the Water Boards of best professional judgment in the implementation of §316(b) for cooling water intake structures at existing coastal and estuarine power plants that must be implemented in NPDES permits.
- G. The intent of this Policy is to ensure that the beneficial uses of the State's coastal and estuarine waters are protected while also ensuring that the electrical power needs essential for the welfare of the citizens of the State are met.
- H. During the development of this Policy, State Water Board staff has met regularly with representatives from the California Energy Commission (CEC), the California Public Utilities Commission (CPUC), the California Coastal Commission, the California State Lands Commission, the California Air Resources Board, and the California Independent Systems Operator (CAISO) to develop realistic implementation plans and schedules for this Policy that will not cause disruption in the State's electrical power supply. The compliance dates for this Policy were developed considering a report produced by the energy agencies (CEC, CPUC, and CAISO), titled "Implementation of Once-through Cooling Mitigation Through Energy Infrastructure Planning and Procurement Changes",

¹ An asterisk indicates that the term is defined in Section 6 of the Policy.

and the accompanying table, titled “Draft Infrastructure Replacement Milestones and Compliance Dates for Existing Power Plants in California Using Once-Through Cooling”, included in the Substitute Environmental Document for this Policy. The energy agencies’ approach seeks to address the replacement, repowering, or retirement of power plants currently using once-through cooling that (1) maintains reliability of the electric system; (2) meets California’s environmental policy goals; and (3) achieves these goals through effective long-term planning for transmission, generation and demand resources.

- I. To prevent disruption in the State’s electrical power supply when the Policy is implemented, the State Water Board will convene a Statewide Advisory Committee on Cooling Water Intake Structures (SACCWIS), which will include representatives from CEC, CPUC, CAISO, the California Coastal Commission, the California State Lands Commission, and the California Air Resources Board. SACCWIS will assist the Water Boards in reviewing implementation plans and schedules submitted by dischargers pursuant to this Policy.

- J. While the CEC, CPUC and CAISO each have various planning or permitting responsibilities important to this effort, the approach relies upon use of competitive procurement and forward contracting mechanisms implemented by the CPUC in order to identify low cost solutions for most OTC power plants. The CPUC has authority to order the investor-owned utilities (IOUs) to procure new or repowered fossil generation for system and/or local reliability in the Long-Term Procurement Plan (LTPP) proceeding. In response to the Policy, the CPUC anticipates modifying its LTPP proceeding and procurement processes to require the IOUs to assess replacement infrastructure needs and conduct targeted requests for offers (RFOs) to acquire replacement, repowered or otherwise compliant generation capacity. LTPP proceedings are conducted on a biennial cycle and plans are normally approved in odd-numbered years. The next cycle, the 2010 LTPP, is estimated to result in a decision by 2011. The subsequent cycle, the 2012 LTPP, would in turn result in a decision by 2013. Once authorized to procure by a CPUC LTPP decision, the IOUs need approximately 18 months to issue an RFO, sign contracts, and submit applications to the CPUC for approval. Approval by the CPUC takes approximately 9 months. If the contract involves a facility already licensed through the CEC generation permitting process, then financing and construction can begin. A typical generation permitting timeline is 12 months, but specific issues such as ability to obtain air permits can delay the process. IOUs often give preference to RFO bids with permits already (or nearly) in place. From contract approval, construction usually takes three years, if generation permits are approved, or approximately five years, if generation permits are pending or other barriers present delays. In total, starting from the initiation of an LTPP proceeding (2010 LTPP or 2012 LTPP), seven years are expected to elapse, before replacement infrastructure is operational. Due to the number of plants affected, efforts to replace or repower once-through cooling plants would need to be phased.

- K. Because the Los Angeles region presents a more complex and challenging set of issues, it is anticipated that more time would be needed to study and implement replacement infrastructure solutions. Therefore, total elapsed time is expected to begin in the 2010 and end in 2017 for Greater Bay Area and San Diego regions, which would be addressed beginning in the 2010 LTPP. For the L.A. region, which would be addressed beginning in the 2012 LTPP, total elapsed time is expected to begin in 2012 and end in 2020. A transmission solution is expected to have approximately the same

timeframe, but could be delayed by greater potential for significant local opposition. In order to assure that repowering or new power plant development in the Los Angeles basin addresses unique permitting challenges, the SACCWIS will assist the State Water Board in evaluating compliance for power plants not under the jurisdiction of the CPUC or CAISO.

- L. To conserve the State's scarce water resources, the State Water Board encourages the use of recycled water for cooling water in lieu of marine, estuarine or freshwater.

2. Requirements for *Existing Power Plants**

A. Compliance Alternatives

- (1) Track 1. An owner or operator of an *existing power plant** must reduce *intake flow rate** at each unit, at a minimum, to a level commensurate with that which can be attained by a *closed-cycle wet cooling system**. A minimum 93 percent reduction in *intake flow rate** for each unit is required for Track 1 compliance, compared to the facility's design *intake flow rate**. The through-screen intake velocity must not exceed 0.5 feet per second.
- (2) Track 2. If an owner or operator of an *existing power plant** demonstrates to the Regional Boards' satisfaction that compliance with Track 1 is not feasible, the owner or operator must reduce impingement mortality and entrainment of all life stages of marine life for the facility, as a whole, to a comparable level to that which would be achieved under Track 1, using operational or structural controls, or both. For the purposes of this policy, a "comparable level" is a level within 10 percent of the reduction in impingement mortality and entrainment achievable under Track 1. Technology-based improvements that are specifically designed to reduce impingement mortality and/or entrainment and were implemented prior to the effective date of the Policy may be counted towards meeting Track 2 requirements.

B. Final Compliance Dates

*Existing power plants** shall comply with Section 2.A, above, as soon as possible, but no later than, the dates shown in Table 1, contained in Section 3.E, below.

C. Immediate and Interim Requirements

- (1) No later than one year after the effective date of this Policy, the owner or operator of an *existing power plant** with an offshore intake shall install large organism exclusion devices having a distance between exclusion bars of no greater than nine inches, or install other exclusion devices, deemed equivalent by the Regional Water Board.
- (2) No later than one year after the effective date of this Policy, the owner or operator of an *existing power plant** unit that is not directly engaging in *power-generating activities**, or critical system maintenance, shall cease intake flows, unless the owner or operator demonstrates to the Regional Water Board that a reduced minimum flow is necessary for operations.
- (3) The owner or operator of an *existing power plant** must implement measures to mitigate the interim impingement and entrainment impacts resulting from the cooling

water intake structure(s), commencing five years after the effective date of this Policy and continuing up to and until the owner or operator achieves final compliance. The owner or operator must include in the implementation plan, described in Section 3.A below, the specific measures that will be undertaken to comply with this requirement. An owner or operator can comply with this requirement by:

- (a) Demonstrating to the Regional Water Board's satisfaction that the owner or operator is compensating for the interim impacts through existing mitigation efforts, including any projects that are required by state or federal permits as of the effective date of this Policy; or
- (b) Demonstrating to the Regional Water Board's satisfaction that the interim impacts are compensated for by the owner or operator's participation in funding an appropriate mitigation project; or
- (c) Developing and implementing a mitigation program for the facility, approved by the Regional Water Board, which will compensate for the interim impingement and entrainment impacts.

D. *Nuclear-Fueled Power Plants**

If the owner or operator of an existing *nuclear-fueled power plant** demonstrates that compliance with the requirements for *existing power plants** in Section 2.A, above, of this Policy would result in a conflict with a safety requirement established by the Nuclear Regulatory Commission (Commission), with appropriate documentation or other substantiation from the Commission, the Water Board will make a site-specific determination of best technology available for minimizing adverse environmental impact that would not result in a conflict with the Commission's safety requirement.

3. Implementation Provisions

- A. With the exception of *nuclear-fueled power plants**, which are covered under 3.D, below, within six months of the effective date of this Policy, the owner or operator of an *existing power plant** shall submit an implementation plan to the State and Regional Water Boards.
 - (1) The implementation plan shall identify the compliance alternative selected by the owner or operator, describe the general design, construction, or operational measures that will be undertaken to implement the alternative, and propose a realistic schedule for implementing these measures that is as short as possible. If the owner or operator chooses to repower the facility to reduce or eliminate reliance upon once-through cooling, or to refit the facility to implement either Track 1 or Track 2 alternatives, the implementation plan shall identify the time period when generating power is infeasible and describe measures taken to coordinate this activity through the appropriate electrical system balancing authority's maintenance scheduling process.
 - (2) If the owner or operator selects *closed-cycle wet cooling** as a compliance alternative, the owner or operator shall address in the implementation plan whether

recycled water of suitable quality is available for use as makeup water.

- B. The SACCWIS shall be impaneled within three months of the effective date of this Policy, by the Executive Director of the State Water Board, to advise the State Water Board on the implementation of this Policy to ensure that the implementation schedule takes into account local area and grid reliability.
- (1) The SACCWIS shall review the owner or operator's proposed implementation schedule and report to the State Water Board with recommendations within one year of the effective date of this Policy.
 - (2) The SACCWIS will report to the State Water Board with recommendations on modifications to the implementation schedule every two years starting in 2013.
 - (3) The State Water Board will consider the SACCWIS' recommendations and direct staff to make modifications, if appropriate, for the State Water Board's consideration.
- C. The Regional Water Boards shall reissue or, as appropriate, modify NPDES permits issued to owners or operators of *existing power plants** to ensure that the permits conform to the provisions of this Policy.
- (1) The permits shall incorporate a final compliance schedule that requires compliance as soon as possible but no later than the deadlines contained in Table 1, contained in Section 3.E, below.
 - (2) The Regional Water Boards shall reopen the relevant permits and modify the final compliance schedules, if appropriate, based on modifications to the policy approved by the State Water Board.
 - (3) If an owner or operator selects Track 2 as the compliance alternative, the NPDES permit shall include a monitoring program that complies with Section 5 of this Policy.
- D. Within three months of the effective date of this Policy the Executive Director of the State Water Board, using the authority under section 13267 of the Water Code, shall issue a request that Southern California Edison (SCE) and Pacific Gas & Electric Company (PG&E) conduct special studies for submission to the State Water Board.
- (1) The special studies shall investigate alternatives for the *nuclear-fueled power plants** to meet the requirements of this Policy, including the costs for these alternatives.
 - (2) The special studies shall be conducted by an independent third party, selected by the Executive Director of the State Water Board.
 - (3) The special studies shall be overseen by a review committee, established by the Executive Director of the State Water Board within three months of the effective date of the Policy, which shall include, at a minimum, representatives of SCE, PG&E, SACCWIS, the environmental community, and staffs of the State Water Board, Central Coast Regional Water Board, and the San Diego Regional Water Board.

- (4) The review committee, described above, shall provide a report for public comment detailing the scope of the special studies, including the degree to which existing, completed studies can be relied upon, within one year of the effective date of this Policy.
- (5) The review committee shall provide a report for public comment detailing the results of the special studies and shall present the report to the State Water Board within three years of the effective date of this Policy.
- (6) The State Water Board shall consider the results of the special studies in evaluating the need to modify this Policy with respect to the *nuclear-fueled power plants**.

E. Table 1. Implementation Schedule

| Milestone | | Responsible Entity/Party | Due Date² |
|------------------|---|--|---|
| 1 | Issue a request for information to SCE and PG&E to conduct special studies to investigate compliance options for <i>nuclear-fueled power plants</i> * [Section 3.D] | Executive Director of the State Water Board | [three months after the effective date of the Policy] |
| 2 | Establish Review Committee [Section 3.D(3)] | Executive Director of the State Water Board | [three months after the effective date of the Policy] |
| 3 | Establish SACCWIS [Section 3.B] | Executive Director of the State Water Board | [three months after the effective date of the Policy] |
| 4 | Submit a proposed implementation plan to the State and Regional Water Boards [Section 3.A] | Owner/operators of existing fossil-fueled power plants | [six months after the effective date of the Policy] |
| 5 | Provide a report for public comment, detailing the scope of the special studies on compliance options for <i>nuclear-fueled power plants</i> * [Section 3.D(4)] | Review Committee | [one year after the effective date of the Policy] |
| 6 | Review the owners or operators' proposed implementation schedules and report to the State Water Board with recommendations [Section 3.B(1)] | SACCWIS | [one year after the effective date of the Policy] |

² These compliance dates were developed considering information provided by the California Energy Commission, the Public Utilities Commission, CAISO, and the Los Angeles Department of Water and Power (LADWP).

*Proposed Water Quality Control Policy on the Use of
Coastal and Estuarine Waters for Power Plant Cooling*

| Milestone | | Responsible Entity/Party | Due Date² |
|------------------|---|--|--|
| 7 | Humboldt Bay Power Plant in compliance | Owner/operator | [one year after the effective date of the Policy] |
| 8 | Potrero Power Plant in compliance | Owner/operator | [one year after the effective date of the Policy] |
| 9 | Install large organism exclusion devices with a distance between exclusion bars of no greater than nine inches, or equivalent device [Section 2.C(1)] | Owner/operators of <i>existing power plants*</i> with offshore intakes | [one year after the effective date of the Policy] |
| 10 | Cease intake flows for units not directly engaging in <i>power-generating activities*</i> or critical system maintenance, or demonstrate to the Regional Water Board that a reduced minimum flow is necessary for operations [Section 2.C(2)] | Owner/operators of <i>existing power plants*</i> | [one year after the effective date of the Policy] |
| 11 | South Bay Power Plant in compliance | Owner/operator | 12/31/2012 |
| 12 | Report to State Water Board on results of special studies on compliance options for <i>nuclear-fueled power plants*</i> [Section 3.D(4)] | Review Committee | [three years after the effective date of the Policy] |
| 13 | Report to State Water Board on status of implementation of Policy [Section 3.B(2)] | SACCWIS | 3/31/2013 |
| 14 | Commence to implement measures to mitigate the interim impingement and entrainment impacts due to the cooling water intake structure(s) [Section 2.C(3)] | Owners/operators of <i>existing power plants*</i> | [five years after the effective date of the Policy] |
| 15 | Report to State Water Board on status of implementation of Policy [Section 3.B(2)] | SACCWIS | 3/31/2015 |
| 16 | Power plants in compliance: El Segundo, Haynes, and Morro Bay | Owner/operator | 12/31/2015 |
| 17 | Report to State Water Board on status of implementation of Policy [Section 3.B(2)] | SACCWIS | 3/31/2017 |
| 18 | Power plants in CPUC 2010 LTPP Cycle in compliance: Encina, Contra Costa, Pittsburg, Moss Landing [Section 1.J] | Owner/Operator | 12/31/2017 |
| 19 | Harbor and Scattergood generating stations in compliance | Owner/operator | 12/31/2017 |

| Milestone | | Responsible Entity/Party | Due Date² |
|------------------|---|---------------------------------|-----------------------------|
| 20 | Report to State Water Board on status of implementation of Policy [Section 3.B(2)] | SACCWIS | 3/31/2019 |
| 21 | Power plants in CPUC 2012 LTPP Procurement Cycle in compliance: Huntington Beach, Redondo, Alamitos, Mandalay, Ormond Beach [Section 1.J] | Owner/operator | 12/31/2020 |
| 22 | Report to State Water Board on status of implementation of Policy [Section 3.B(2)] | SACCWIS | 3/31/2021 |
| 23 | Diablo Canyon Power Plant in compliance | Owner/operator | 12/31/2021 |
| 24 | San Onofre Nuclear Generating Station in compliance | Owner/operator | 12/31/2022 |

4. Wholly Disproportionate Demonstration.

At the request of an owner or operator of any existing fossil-fueled power plant with generating units with a heat rate* of 8500 British Thermal Units (BTUs) per Kilowatt-hour (KWhr) or less, or any existing *nuclear-fueled power plant**, a Regional Water Board may consider the establishment of alternative, less stringent requirements, than those specified in Track 1 and Track 2, above, if the Regional Water Board determines that the costs to comply with Track 1 or Track 2 are wholly disproportionate to the environmental benefits to be gained, provided that:

A. The owner or operator of the *existing power plant** bears the burden of providing detailed, site-specific data to the Regional Water Board supporting the request and demonstrating that alternative requirements are justified. The following information must be included, at a minimum, in the request:

- (1) Costs of compliance in terms of dollars per megawatt hour of electrical energy produced over an amortization period of twenty years.
- (2) Environmental benefits of compliance, including:
 - (a) The reduction of entrainment provided in terms of *habitat production foregone**, or some other appropriate method approved by the Regional Water Board;
 - (b) The reduction of impingement mortality; and
 - (c) The improvement in receiving water quality due to the reduction of thermal discharge.
- (3) An analysis of environmental impacts, including, but not limited to, air emissions resulting from compliance with this Policy.

(4) Proposed alternative, less stringent requirements.

- B. The Regional Water Board may consider any relevant information in making this determination, including the compliance costs associated with Track 1 and Track 2, as well as any recent technology and infrastructure investments at the power plant.
- C. The owner or operator of the *existing power plant** must reduce impingement mortality and entrainment impacts to the extent practicable, as evidenced by the wholly disproportionate demonstration, and as determined by the Regional Water Board. The difference in impacts to marine life resulting from alternative, less stringent requirements shall be fully mitigated.
- D. If the owner or operator of a nuclear-fueled power plant requests alternative, less stringent requirements under this section, the affected Regional Water Board shall consider the results of the special studies required under Section 3.D of this Policy.

5. Track 2 Monitoring Provisions

A. Impingement Impacts

- (1) A baseline impingement study shall be performed, unless the discharger demonstrates, to the Regional Water Board's satisfaction, that prior studies accurately reflect current impacts. Baseline impingement shall be measured on-site and shall include sampling for all species impinged. The impingement study shall be designed to accurately characterize the species currently impinged and their seasonal abundance to the satisfaction of the Regional Water Board.
 - (a) The study period shall be at least 12 consecutive months.
 - (b) Impingement shall be measured during different seasons when the cooling system is in operation and over 24-hour sampling periods.
 - (c) When applicable, impingement shall be sampled under differing representative operational conditions (e.g., differing levels of power production, heat treatments, etc.).
 - (d) The study shall not result in any additional mortality above typical operating conditions.
- (2) After the Track 2 controls are implemented, to confirm the level of impingement controls, another impingement study, consistent with section 5.A(1)(a) to (d), above, shall be performed and reported to the Regional Water Board.
- (3) The need for additional impingement studies shall be evaluated at the end of each permit period. Impingement studies shall be required when changing operational or environmental conditions indicate that new studies are needed, at the discretion of the Regional Water Board.

B. Entrainment Impacts

- (1) A baseline entrainment study shall be performed, unless the discharger demonstrates, to the Regional Water Board's satisfaction, that prior studies accurately reflect current impacts. Baseline sampling shall be performed to determine larval composition and abundance in the source water, representative of water that is being entrained. The source water shall be determined based on oceanographic conditions reasonably expected after Track 2 controls are implemented. Baseline entrainment sampling shall provide an unbiased estimate of larvae entrained at the intake prior to the implementation of Track 2 controls.
 - (a) Entrainment impacts shall be based on sampling for all *ichthyoplankton** and *zooplankton** (*meroplankton**) species. Individuals collected shall be identified to the lowest taxonomical level practicable. When *feasible**, genetic identification through molecular biological techniques may be used to assist in compliance with this requirement. Samples shall be preserved and archived such that genetic identification is possible at a later date.
 - (b) The study period shall be at least 12 consecutive months, and sampling shall be designed to account for variation in oceanographic conditions and larval abundance and behavior such that abundance estimates are reasonably accurate.
- (2) After the Track 2 controls are implemented, to confirm the level of entrainment controls, another entrainment study (with a study design to the Regional Water Board's satisfaction) shall be performed and reported to the Regional Water Board.
- (3) The need for additional entrainment studies shall be evaluated at the end of each permit period. Entrainment studies shall be required when changing operational or environmental conditions indicate that new studies are needed, at the discretion of the Regional Water Board.

6. Definition of Terms

Blowdown – Refers to the discharge of either boiler water or recirculating cooling water for the purpose of limiting the buildup of concentrations of materials in excess of desirable limits established by best engineering practice.

Closed-Cycle Wet Cooling System – Refers to a cooling water system, using wet cooling, from which there is no discharge of wastewater other than *blowdown**.

Existing power plant(s) – Refers to any power plant that is not a *new power plant**.

Habitat Production Foregone – Refers to the product of the average *proportional mortality** and the estimated area of the water body that is habitat for the species' source population. *Habitat production foregone** is an estimate of habitat area production that is lost to all entrained species. For example, if the average *proportional mortality** of estuarine species is 17 percent and the area of the source water estuary is 2000 acres, then the *habitat production foregone** is equal to 17 percent of 2000 acres, which is 340 acres.

Heat Rate – Refers to the overall efficiency of a power plant to convert fuel to electricity, stated in terms of British Thermal Units (BTUs) to generate one Kilowatt-hour (KWhr) of electricity. A lower heat rate indicates a more fuel-efficient power generating unit.

Ichthyoplankton – Refers to the planktonic early life stages of fish (i.e., the pelagic eggs and larval forms of fishes).

Intake Flow Rate – Refers to the instantaneous rate at which water is withdrawn through the intake structure, expressed as gallons per minute.

Meroplankton – Refers to pelagic larvae and eggs of benthic invertebrates.

New power plant – Refers to any plant that is a “new facility”, as defined in 40 C.F.R. §125.83 (revised as of July 1, 2007), and that is subject to Subpart I, Part 125 of the Code of Federal Regulations (revised as of July 1, 2007)(referred to as “Phase I regulations”).

Nuclear-Fueled Power Plant(s) – Refers to Diablo Canyon Power Plant and/or San Onofre Nuclear Generating Station.

Power-generating Activities – Refers to activities directly related the generation of electrical power, including start-up and shut-down procedures, contractual obligations (hot stand-by), hot bypasses, and other critical maintenance activities regulated by the Nuclear Regulatory Commission. Activities that are not considered directly related to the generation of electricity include (but are not limited to) dilution for in-plant wastes, maintenance of source-and receiving water quality strictly for monitoring purposes, and running pumps strictly to prevent fouling of condensers and other power plant equipment.

Proportional Mortality – the proportion of larvae killed from entrainment to the larvae in the source population.

Zooplankton – those planktonic invertebrates larger than 200 microns (including invertebrates that are planktonic for their entire life cycle, and the pelagic larvae and eggs of benthic invertebrates).

Appendix B – Draft Environmental Checklist

I. Background

Project Title: Water Quality Control Plan on the Use of Coastal and Estuarine Waters for Power Plant Cooling

Lead Agency: State Water Resources Control Board

Address: 1001 I Street
Sacramento, CA 95814

Contact Person: Joanna Jensen
(916/341-5582)

Project Description: See Appendix A and the Substitute Environmental Document, above, for details.

II. Environmental Impacts

The environmental factors checked below could be potentially affected by this project. See the checklist on the following pages for more details.

- | | | |
|---|---|---|
| <input type="checkbox"/> Aesthetics | <input type="checkbox"/> Agriculture and Forestry Resources | <input type="checkbox"/> Air Quality |
| <input type="checkbox"/> Biological Resources | <input type="checkbox"/> Cultural Resources | <input type="checkbox"/> Geology/Soils |
| <input type="checkbox"/> Greenhouse Gas Emissions | <input type="checkbox"/> Hazards & Hazardous Materials | <input type="checkbox"/> Hydrology/Water Quality |
| <input type="checkbox"/> Land Use/Planning | <input type="checkbox"/> Mineral Resources | <input type="checkbox"/> Noise |
| <input type="checkbox"/> Population/Housing | <input type="checkbox"/> Public Services | <input type="checkbox"/> Recreation |
| <input type="checkbox"/> Transportation/Traffic | <input type="checkbox"/> Utilities/Service Systems | <input type="checkbox"/> Mandatory Findings of Significance |

ISSUES

| | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact |
|---|--------------------------------|--|------------------------------|-------------------------------------|
| 1. AESTHETICS -- Would the project: | | | | |
| a) Have a substantial adverse effect on a scenic vista? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Substantially degrade the existing visual character or quality of the site and its surroundings? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d) Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| | | | | |
| 2. AGRICULTURE AND FOREST RESOURCES: In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Dept. of Conservation as an optional model to use in assessing impacts on agriculture and farmland. In determining whether impacts to forest resources, including timberland, are significant environmental effects, lead agencies may refer to information compiled by the California Department of Forestry and Fire Protection regarding the state's inventory of forest land, including the Forest and Range Assessment Project and the Forest Legacy Assessment project; and forest carbon measurement methodology provided in Forest Protocols adopted by the California Air Resources Board. Would the project: | | | | |
| a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Conflict with existing zoning for agricultural use, or a Williamson Act contract? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

| | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact |
|---|--------------------------------------|--|-------------------------------------|-------------------------------------|
| c) Conflict with existing zoning for, or cause rezoning of, forest land (as defined in Public Resources Code section 12220(g)) or timberland (as defined by Public Resources Code section 4526)? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) Result in the loss of forest land or conversion of forest land to non-forest use? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland, to non-agricultural use or conversion of forest land to non-forest use? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| | | | | |
| 3. AIR QUALITY -- Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations. Would the project: | | | | |
| a) Conflict with or obstruct implementation of the applicable air quality plan? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Violate any air quality standard or contribute substantially to an existing or projected air quality violation? | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| c) Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)? | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| d) Expose sensitive receptors to substantial pollutant concentrations? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) Create objectionable odors affecting a substantial number of people? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| | | | | |
| 4. BIOLOGICAL RESOURCES -- Would the project: | | | | |
| a) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

| | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact |
|--|--------------------------------------|--|------------------------------------|-------------------------------------|
| species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service? | | | | |
| b) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or US Fish and Wildlife Service? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| f) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 5. CULTURAL RESOURCES -- Would the project: | | | | |
| a) Cause a substantial adverse change in the significance of a historical resource as defined in §Section 15064.5? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to §Section 15064.5? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) Disturb any human remains, including those interred outside of formal cemeteries? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

| | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact |
|--|--------------------------------------|--|-------------------------------------|-------------------------------------|
| 6. GEOLOGY AND SOILS -- Would the project: | | | | |
| a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? Refer to Division of Mines and Geology Special Publication 42. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| ii) Strong seismic ground shaking? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| iii) Seismic-related ground failure, including liquefaction? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| iv) Landslides? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Result in substantial soil erosion or the loss of topsoil? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) Be located on expansive soil, as defined in Table 19-1-B of the Uniform Building Code (1994), creating substantial risks to life or property? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) Have soils incapable of adequately supporting the use of septic tanks or alternative waste water disposal systems where sewers are not available for the disposal of waste water? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 7. GREENHOUSE GAS EMISSIONS -- Would the project: | | | | |
| a) Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment? | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

| | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact |
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| b) Conflict with any applicable plan, policy or regulation of an agency adopted for the purpose of reducing the emissions of greenhouse gases? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 8. HAZARDS AND HAZARDOUS MATERIALS -- Would the project: | | | | |
| a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) 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? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| g) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| h) Expose people or structures to a significant risk of loss, injury or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

| | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact |
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| 9. HYDROLOGY AND WATER QUALITY -- Would the project: | | | | |
| a) Violate any water quality standards or waste discharge requirements? | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| b) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on- or off-site? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| f) Otherwise substantially degrade water quality? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| g) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| h) Place within a 100-year flood hazard area structures which would impede or redirect flood flows? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| i) Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| j) Inundation by seiche, tsunami, or mudflow? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

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| 10. LAND USE AND PLANNING - Would the project: | | | | |
| a) Physically divide an established community? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Conflict with any applicable habitat conservation plan or natural community conservation plan? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 11. MINERAL RESOURCES -- Would the project: | | | | |
| a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 12. NOISE -- Would the project result in: | | | | |
| a) Exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) Exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c) A substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d) A substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) For a project located within an airport land use plan | | | | |

| | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact |
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| or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project expose people residing or working in the project area to excessive noise levels? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| f) For a project within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 13. POPULATION AND HOUSING -- Would the project: | | | | |
| a) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 14. PUBLIC SERVICES | | | | |
| a) Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services: | | | | |
| Fire protection? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Police protection? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Schools? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Parks? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Other public facilities? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

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| 15. RECREATION | | | | |
| a) Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Does the project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 16. TRANSPORTATION/TRAFFIC -- Would the project: | | | | |
| a) Exceed the capacity of the existing circulation system, based on an applicable measure of effectiveness (as designated in a general plan policy, ordinance, etc.), taking into account all relevant components of the circulation system, including but limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) Result in inadequate emergency access? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

| | Potentially Significant Impact | Less Than Significant with Mitigation Incorporated | Less Than Significant Impact | No Impact |
|---|--------------------------------------|--|------------------------------------|-------------------------------------|
| f) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., bus turnouts, bicycle racks)? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| 17. UTILITIES AND SERVICE SYSTEMS -- Would the project: | | | | |
| a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) Have sufficient water supplies available to serve the project from existing entitlements and resources, or are new or expanded entitlements needed? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| g) Comply with federal, state, and local statutes and regulations related to solid waste? | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| h) Result in electrical transmission grid impacts? | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

18. MANDATORY FINDINGS OF SIGNIFICANCE

a) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of 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?

b) Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects)?

c) Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

Explanations of Impact Assessment (may also follow checklist sections)

Checklist items are discussed in Section 4 of this staff report.

PRELIMINARY STAFF DETERMINATION

- The proposed project COULD NOT have a significant effect on the environment, and, therefore, no alternatives or mitigation measures are proposed.
- The proposed project MAY have a significant or potentially significant effect on the environment, and therefore alternatives and mitigation measures have been evaluated.

Appendix C – Joint Proposal of Energy Agencies (July 22, 2009)

Implementation of OTC Mitigation Through Energy Infrastructure Planning and Procurement Changes by the CEC, CPUC, and California ISO May 19, 2009

Background

In March 2008, the State Water Resources Control Board (SWRCB) issued a preliminary once-through cooling (OTC) policy report for electric power plants establishing reliability as a condition for the design and implementation of an OTC mitigation policy. The proposed policy contemplates a phased compliance schedule that would allow sufficient time for the energy agencies and the transmission and generation industries to build new infrastructure or identify new resources in a timely manner, thus assuring adequate electrical system reliability. The following outline identifies the steps that the California Public Utilities Commission (CPUC), California Energy Commission (CEC), and California Independent System Operator Corporation (ISO) intend to undertake to support the SWRCB efforts. This proposal seeks to address the replacement or repowering of OTC power plants through an approach that (1) maintains reliability of the electric system; (2) meets California's environmental policy goals; and (3) achieves these goals through effective long-term planning for transmission, generation and demand resources. The proposal relies upon use of competitive procurement and forward contracting mechanisms in order to identify low cost solutions.

The SWRCB recognized that its implementation process could create transitional problems, so it created an Inter-agency Working Group (IWG) to review these implementation challenges and other aspects of the proposed policy.

In a December 15, 2008 paper, the CEC and CPUC in conjunction with the ISO proposed an alternative approach to the fixed time schedule to reduce OTC in existing coastal power plants, while assuring reliability of the electrical grid.¹ That paper broadly sketched out changes to planning, procurement and project permitting processes to encourage repowering or new infrastructure so that retirement of OTC facilities can occur without threatening reliability. In subsequent meetings and discussions, SWRCB staff and other members of the IWG communicated broad support and requested refinements that defined milestones and accelerated compliance timelines wherever possible. In particular, SWRCB staff requested consideration of applying the general approach on a regional, rather than statewide basis.² This paper modifies the original proposal, focusing on regional analysis and implementation.

Proposal

¹ For purposes of expressing collective recommendations, this paper will refer to these three organizations as the Energy Agencies.

² While there are several alternative regional definitions in use among agencies for various specific purposes, for this purpose the local capacity areas used as the basis for resource adequacy requirements are the starting point. The relevant regions that are local capacity areas are San Diego, Los Angeles Basin, Ventura/Big Creek, Greater Bay Area, and Humboldt. To these the Central Coast has been added to encompass all OTC facilities.

In order to accomplish the retrofitting, repowering or retirement³ of more than 30 percent of the power generating capacity in California, significant planning decisions, procurement authorization, and ultimately permitting of specific energy infrastructure projects will be necessary. Of the five balancing authorities in California, only two (the California ISO and the Los Angeles Department of Water and Power (LADWP)) are needed to encompass all of the 19 generation plants with OTC units. Of the 16 OTC plants in the ISO, 13 are located in transmission constrained regions. Transmission constraints on the LADWP system also influence both the need for and options among refitting, repowering and replacing the three OTC plants within the LADWP balancing authority. In sum, the need for OTC plants and options for repowering or replacing them are more readily understood at this regional level. Thus, the Energy Agencies propose a process that does not have uniform schedules for all OTC facilities; rather, the regions whose problems are better understood and where solutions are at hand should be required to reduce OTC harm more quickly than those regions where constraints on implementing solutions are more extensive.

Specific Proposal for Planning and Procurement of Electricity Infrastructure

Listed below are the key steps of this approach that will result in an OTC Power Plant Replacement Infrastructure Plan (Plan) and the permitting and procurement steps that will implement it.

1. Establish regional basis for analyses and identify existing transmission and system operations studies relevant to establishing constraints on the retirement of specific OTC plants/units:
 - a. Review definition of the regions to understand local reliability issues and assign OTC facilities to each region.
 - b. Review existing Local Capacity Requirement (LCR) studies of those regions containing OTC plants. Review specific new generation and transmission project proposals and licensing decisions by regulatory agencies for impacts on future LCR values.
 - c. Review other regional and system studies⁴ to determine the operating characteristics of the current generating fleet, how the amount of needed characteristics could change going forward under preferred resource (energy efficiency, renewable, and demand response) and transmission to support those resources, and the implications of OTC plant/unit retirements for the necessary characteristics of replacement facilities.
 - d. Compile results of Steps 1.a through 1.c and identify, to the extent possible, a realistic development schedule for needed replacement

³ Retrofitting refers to the installation of a cooling system that complies with the proposed SWRCB policy. Repowering entails replacement of the existing boiler with advanced generation technology – improving thermal efficiency – and installing a compliant cooling technology. Retirement may, and often does, require replacement of the foregone capacity with generation at another location.

⁴ As an illustration, the CAISO study of the implications of 20 percent penetration of renewable generation, November 2007.

infrastructure to establish the dates by which existing OTC power plants/units will no longer draw in and discharge ocean water above levels allowed by the SWRCB policy. For those plants/units requiring further analyses, Step 2 is needed.

2. Complete an enhanced⁵ Local Capacity Requirement evaluation, or other relevant assessment, for each region that contains OTC power plants, and update amounts of necessary operating characteristics as needed.
 - a. The Energy Commission and CPUC will develop scenarios of annual load projections for each region, any projected generation or resource additions or non-OTC retirements for each region, and any transmission project upgrades or additions+ in each year from 2012 up to and including 2019 reflecting alternative ways in which preferred resource development policies could be implemented. The CEC and CPUC, in consultation with the CAISO, will review these scenario results and select the assumptions to be used for the following enhanced LCR evaluation.
 - b. The ISO will prepare an enhanced LCR evaluation for each year 2012 to 2019 based on those projections and available ISO –performed transmission studies.⁶ These enhanced LCR evaluations will identify expected generation capacity needed within the LCR Areas and OTC regions for each year for given transmission system configurations.
 - c. The Energy Agencies will then compare projected LCR needs with total expected generation less the capacity represented by OTC power plants/units in each LCR Area to identify the necessary capacity to replace OTC power plants/units in each region. The sequence for removing OTC plants/units through time will be based on effectiveness in mitigating various system contingencies, plant/unit-specific characteristics, and other operational needs in maintaining reliability.
 - d. The CAISO, in consultation with CPUC and CEC, will identify the specific characteristics of that capacity (e.g. ramping ability, minimum load

⁵ Enhanced implies conducting an LCR-style analysis of capacity needs, but doing so 10 years forward and identifying the impacts of specific OTC retirements or transmission developments on the area's LCR projections.

⁶ Three of the facilities that use OTC are operated by LADWP. As a publicly-owned utility, LADWP makes investment decisions in the interests of its customers and does not come under the jurisdiction of the CPUC. As a separate control area it is responsible for its own reliability studies and is not part of the ISO balancing authority area. The Energy Agencies believe the elimination of OTC at these facilities will require the development of new infrastructure. Therefore, it is possible that LADWP will need to compete with generator owners to secure Emission Reduction Credits (ERCs) in the air shed under SCAQMD jurisdiction. The Energy Commission hopes to facilitate LADWP's cooperation in the Plan; however, absent such cooperation the Energy Agencies will proceed to develop the Plan as it pertains to OTC power plants within the ISO's balancing authority area.

- constraints, regulation requirements, etc.) needed to meet systems needs once the OTC plants are retired.
- e. The Energy Agencies will jointly identify what additional system capacity is needed in connection with replacing each OTC power plant/unit. While replacement capacity needed in an LCR area may be less than that provided by OTC plants/units, system-wide capacity needs may require additional power plant development elsewhere in the ISO balancing authority area.
 - f. The ISO envisions performing enhanced LCR studies each year that can support efforts to refine capacity requirements set forth in the Plan. Any updates to the Plan would occur in consultation and agreement by the Energy Agencies and would be made available to the IWG (or the Statewide Task Force) which would be formalized upon approval of the OTC Policy and the SWRCB. Any Plan updates may also reflect transmission and/or generation infrastructure constructed and completed).
 - g. For those OTC power plants that are not located in LCR Areas, the Plan would consider the need for capacity located within the ISO balancing authority area (or LADWP balancing authority area) to serve system need.
3. The Energy Agencies will review the results of Steps 1 and 2 and, for each region, describe the course of action required to eliminate reliance upon a power plant/unit using OTC as a cooling technology. A specific schedule for each existing OTC plant/unit would be developed that identifies the latest date it would operate using OTC technology. After such date, the plant/unit will lose its reliability designation. New generating capacity would satisfy the characteristics identified in Step 2d. Collectively this set of decisions about OTC elimination and replacement infrastructure would be referred to as the "Plan." This initial version of the Plan would be updated periodically as a result of actual experience with generation and transmission project development timelines, or other material changes in assumptions affecting infrastructure needs.
 4. The SWRCB and its regional boards would use the Plan as the basis for establishing an OTC mitigation policy and for issuing NPDES permits for each plant/unit based on its reliability designation. The projected date of operation of the specific replacement infrastructure needed to assure reliable operation of the grid without the facility using OTC technology should be the basis for the expiration date for that plant/unit's permit.
 5. The CEC would review the Plan to determine how its power plant licensing process may be affected, and to facilitate air quality management district (AQMD) review by:

- a. Providing an estimate to each local AQMD of the magnitude of air quality credits likely to be required for licensing the new or repowered generating facilities included within the Plan.
 - b. Obtaining AQMD concurrence that the volumes of credits used in the studies were credible, or working with an AQMD to devise valid sources of credits and estimates of their costs.
 - c. Communicating any significant change in assumptions about air credit availability and costs back to other entities involved in studies and procurement activities.
6. The CPUC would authorize IOU procurement mechanisms to require the IOUs to conduct a large set of targeted RFOs following the 2010 and subsequent long-term procurement proceedings. These targeted RFOs would focus on acquiring needed replacement capacity in appropriate locations with operational characteristics that would allow existing OTC plants/units to retrofit, repower or retire consistent with the Plan.
7. The CAISO will consider SWRCB directives and schedules limiting or canceling water permits required to operate OTC plant/units in the 2011 and subsequent annual Transmission Planning Process. The CAISO will conduct an analysis as part of its Transmission Planning Process reflecting projected OTC plant/unit retirements as a result of SWRCB permitting directives and schedules, which shall be incorporated into the CAISO's annual Transmission Plan that serves as a basis for further economic or reliability based transmission upgrades or additions.
8. Once each targeted RFO was complete, generator retrofits, repowers or new generating facility development assumptions would be updated in the Plan, to the extent the results from the RFOs differ from the previous edition of the Plan. Any updates to the Plan would result in SWRCB, or its regional boards, modifying permits for various power plants/units depending upon their role in carrying out the Plan.⁷
9. If there are changes (e.g. delays in project development or major modifications to forecast assumptions) in the infrastructure development assumptions (e.g. transmission upgrades or additions are not on schedule, or new generating

⁷ For some OTC power plants, this would mean issuing a time-limited permit allowing the plant to operate without change until a specific date at which time it would be shut down and no permit extensions allowed. For other power plants with longer timelines for continued operations, some modification of water intake structures and water usage patterns would be required, but still the plant would not be required to undergo major change because it is scheduled to be retired by a specific date. For still other plants, shifts to closed cycle cooling would be required consistent with long-term continued usage of the power plant.

capacity is not operational) upon which the Plan is based, the Energy Agencies will perform appropriate analysis and inform the SWRCB, or its regional boards, of the new time period that a specific OTC plant/unit is required for system reliability.

10. The Energy Agencies will periodically update the Plan to reflect changing system conditions and transmission and generation developments to ensure that OTC mitigation is timely while preserving system reliability. It is possible that transmission upgrades and additions associated with California's Renewable Energy Transmission Initiative may address some system reliability concerns raised by OTC power plant retirements. The Energy Agencies intend to review these developments and incorporate them into the Plan for OTC power plant retirements.
11. The SWRCB would periodically review the Plan and, for each unit with an official reliability designation, modify the OTC permit expiration date to match the reliability designation of the unit. For units without such a designation, the SWRCB would establish compliance requirements and a schedule that transforms these into a water use permit.

Unresolved Issues for this Proposal

Some elements of this proposed approach remain unresolved. These include:

- Air pollution credits in South Coast Air Quality Management District (SCAQMD) for new power plants displacing OTC power plants, or repowers of existing OTC plants/units to eliminate OTC cooling technologies,
- Sequencing of bidding into utility RFOs versus permitting of a facility,
- Reliance upon conventional generating facilities or preferred technologies,
- Analyses of nuclear generating units at San Onofre and Diablo Canyon, and
- Development of a comprehensive Plan and preferential treatment of elements of the Plan in licensing proceedings compared to proposed facilities not included within the Plan.

Air Pollutant Credits in SCAQMD. Acquiring sufficient air credits through a revitalized Priority Reserve or some other mechanism is necessary for new or repowered generators in the SCAQMD. Only limited OTC retirement can happen without serious reliability consequences unless new or repowered plants can be constructed in the

SCAQMD's jurisdiction.⁸ The July and November 2008 court decisions in the challenge of the SCAQMD's "priority reserve" requirements has complicated the situation, making it extremely difficult for new power plants to be sited in the Los Angeles Basin. This challenge will make it difficult for most aging power plants to be closed in the Los Angeles coastal region, until new generation or transmission can be constructed. Tradeoffs exist between the need to protect water quality, satisfy air quality requirements and ensure electrical system reliability, while moving toward greater levels of renewable generation as called for by Assembly Bill 32 (AB32) and the Governor's recent Executive Order calling for increased levels of renewable generation.

Sequence of Bidding and Permitting of Proposed Facilities. The sequence of Energy Commission permitting versus generator bidding into an IOU RFO raises several questions:

- whether power plants would be required to have an Energy Commission permit as a condition of bidding into an IOU RFO,
- whether power plants would be required to have entered the CEC permitting process and have satisfied specific milestones as a condition of bidding into an IOU RFO,
- whether winners of an IOU RFO would receive expedited treatment from the Energy Commission in the permitting process compared to other applicants, or
- whether advance guidance can steer proposed power plants into locations likely to be permitted by the Energy Commission.

Conventional versus Preferred Technologies to Replace OTC Facilities. A straightforward solution to the OTC problem is to repower existing OTC facilities by installing a new prime mover that does not use ocean water for cooling.⁹ This approach makes use of the existing electrical switchyard, perhaps eliminates consideration of new transmission lines that would allow retirement of some facilities without replacement on site, and essentially preserves the existing electrical system as much as possible. However, this approach would likely have considerable problems in SCAQMD in finding needed air credits and it would fail to address the policy preferences established by the Energy Agencies through the Energy Action Plan process or the need to reduce reliance upon fossil power plants to achieve AB32 GHG emission reduction goals. Assessing the feasibility of major changes to the system through increased reliance upon renewable, resources, upon rooftop solar PV and other distributed generation technologies, enhanced energy efficiency program impacts reducing load, etc. is necessarily more complex and time consuming than simply endorsing a repowering strategy with little thought to the very long term consequences.

⁸ Energy Commission Draft Staff Paper, *Potential Impacts of the South Coast Air Quality Management District Air Credit Limitations and Once-Through Cooling Mitigation on Southern California's Electricity System*, February 2009, CEC-200-2009-002-SD.

⁹ A prime mover is the basic source of heat energy for running the generating turbine, e.g. a steam boiler, a combustion turbine, a nuclear reactor.

Analyses of Nuclear Generating Units. The four nuclear generating units located at San Onofre and Diablo Canyon represent unique elements of California's electrical generating system and both its positive and negative dimensions. From the perspective of the SWRCB, these four units are the largest source of biologic harm. From traditional air quality criteria pollutant or GHG perspectives, nuclear plants are viewed as highly beneficial, and OTC mitigation requirements that might cause them to shut down would exacerbate overall problems to be overcome. The nuclear units supply a significant percentage of the energy used by California end-users, operating as baseload units with very high capacity factors. Refitting these plants with alternative cooling systems or replacing their capacity and energy require special studies. Unfortunately, studies of the generation versus transmission tradeoffs of the aging fossil fleet may have different results depending on whether the nuclear units are assumed to operate as they do today for an indefinite future, or whether they are retired when their current Nuclear Regulatory Commission permits expire in 2021-2023.

Creation of a Comprehensive Plan to Enable Preferential Treatment for Some Projects. Creating a formal Plan and adopting that Plan through a CEQA-compliance process could have value by subsequently providing preferential treatment (reduced consideration of alternatives, accelerated time schedule, etc.) in the applicable licensing processes for individual projects or facilities included within the Plan. Multiple agencies now have licensing authority over various infrastructure projects, although the Energy Commission licenses the majority of the likely power plant additions and the CPUC licenses the majority of the expected transmission line upgrades. The individual CEQA reviews now implemented for new power plants and transmission lines might be conducted *en masse* for infrastructure additions part of the Plan. Since the Plan represents a comprehensive, multi-facility replacement of multiple existing facilities, it may be appropriate to revise Energy Agencies' review processes to consider multiple facilities as a package, and to accelerate this consideration. This will be among the alternatives that Energy Agencies will consider when fully developing this alternative approach to OTC mitigation.

Next Steps

This present document represents an attempt to incorporate the feedback to date and internal discussions among the Energy Agencies. The Energy Agencies are now compiling information about the evaluations that are relevant to the OTC power plants in the various regions, and preparing a workplan for those further analyses which are needed. The analytic work will be conducted over the second quarter of 2009.

The CEC will conduct a joint workshop as part of the Energy Commission's 2009 Integrated Energy Policy Report proceeding on May 11, 2009 to solicit input from the generator community, environmental groups, agencies with environmental responsibilities, and the public. The Energy Agencies will participate in this workshop.

JOINT PROPOSAL OF ENERGY AGENCIES – 06/22/2009
Draft Infrastructure Replacement Milestones and
Compliance Dates for Existing Power Plants in California Using Once-Through Cooling

| Region (Balancing Authority) | Existing Facility Name | Infrastructure Replacement Milestones ¹ | | | | | | | |
|---|--|---|---|-------------------------------|-----------------------------------|---|---|---|---|
| | | CAISO Enhanced LCR Study ² | CAISO-CPUC-CEC Infrastructure Replacement Plan ³ | CPUC Procurement ⁴ | | CAISO Annual Transmission Plan ⁸ | CPUC Transmission Permitting ⁷ | Known Replacement Infrastructure Operational ⁹ | Unspecified Replacement Infrastructure Operational ⁹ |
| | | | | LTPP Approval ⁵ | Gen Project Approval ⁶ | | | | |
| Humboldt | Humboldt Bay Power Plant ¹⁰ | Not required ¹⁹ | Pre-Plan ²⁰ | Complete | Complete | Gen solution | N/A | Q3 2010 | N/A |
| San Diego | South Bay Power Plant (partial capacity) ¹¹ | Not required ¹⁹ | Pre-Plan ²⁰ | Complete | Complete | Gen solution | N/A | Q4 2009 | N/A |
| | South Bay Power Plant (remaining units) ¹² | Not required ¹⁹ | Pre-Plan ²⁰ | Trans solution | Trans solution | Complete | Complete | Q3 2012 | N/A |
| | Encina Power Plant | Q4 2009 | Q1 2010 | 2011 | 2013 | 2011 | 2015 | N/A | 2017 |
| Bay Area | Potrero Power Plant (Unit 3) ¹³ | Not required ¹⁹ | Pre-Plan ²⁰ | Trans solution | Trans solution | Complete | Complete | Q1 2010 | N/A |
| | Contra Costa Power Plant (1 of 2 units) ¹⁴ | Not required ¹⁹ | Pre-Plan ²⁰ | Complete | Complete | Gen solution | N/A | Q2 2009 ²¹ | N/A |
| | Contra Costa Power Plant (second unit) | Q4 2009 | Q1 2010 | 2011 | 2013 | 2011 | 2015 | N/A | 2017 |
| Central Coast | Pittsburg Power Plant | | | | | | | | |
| | Moss Landing Power Plant ^{15,16} | Q4 2009 | Q1 2010 | 2011 | 2013 | N/A | N/A | N/A | 2017 |
| | Morro Bay Power Plant ¹⁶ | Not required | Pre-Plan | complete | complete | N/A | N/A | Q1 2009 ²² | N/A |
| Ventura/Big Creek ¹⁷ | Mandalay Generating Station | Q4 2010 | Q2 2011 | 2013 | 2015 | 2012 | 2016 | N/A | 2020 |
| | Ormond Beach Generating Station | | | | | | | | |
| Los Angeles Basin ¹⁷ (CAISO) | El Segundo Generating Station | | | | | | | | |
| | Huntington Beach Generating Station | Q4 2010 | Q2 2011 | 2013 | 2015 | 2012 | 2016 | N/A | 2020 |
| | Redondo Generating Station | | | | | | | | |
| | Alamitos Generating Station | | | | | | | | |
| Los Angeles Basin ¹⁷ (LADWP) | Haynes Generating Station ¹⁸ | Not under CAISO balancing authority or CPUC jurisdiction. CEC is conferring with LADWP to understand in-basin capacity requirements and processes for accomplishing OTC mitigation. | | | | | | | |
| | Harbor Generating Station ^{15,18} | | | | | | | | |
| | Scattergood Generating Station ¹⁸ | | | | | | | | |
| Nuclear Plants | Diablo Canyon Power Plant | | | | | | | | |
| | San Onofre Nuclear Generating Station | | | | | | | | |

JOINT PROPOSAL OF ENERGY AGENCIES – 06/22/2009

Notes:

- ¹ These infrastructure milestones assume no litigation about facility permits following appropriate agency approvals.
- ² California Independent System Operator Corporation (CAISO) would conduct an enhanced Local Capacity Requirement (LCR) study identifying the impacts of specific OTC retirements or transmission developments on the local area's LCR projections 10 years out. CAISO will use assumptions about load and generation developed jointly with the California Energy Commission (CEC) and the California Public Utilities Commission (CPUC).
- ³ The Infrastructure Replacement Plan developed jointly and updated by the CAISO, CEC, CPUC would identify the complete set of infrastructure needed to make OTC plants/units redundant for grid reliability. It would advise the SWRCB about the reliability designations of specific power plants.
- ⁴ CPUC would modify its Long-Term Procurement Plan (LTPP) proceeding and procurement processes to require the investor-owned utilities (IOUs) to assess replacement infrastructure needs and conduct targeted request for offers (RFOs) to acquire replacement or repowered generation capacity. CPUC also has authority to approve cost-based contracts under AB 1578.
- ⁵ CPUC has authority to order the IOUs to procure new (or repowered) fossil generation for system reliability in the LTPP proceeding. LTPP proceedings are conducted on a biennial cycle and plans are normally approved in odd-numbered years.
- ⁶ Once authorized to procure by a CPUC LTPP decision, it takes 18 months for the IOUs to issue an RFO for generation (new or repowered), sign contracts and submit applications to the CPUC for approval. Approval by the CPUC takes 9 months. If the contract involves a facility already licensed by the CEC, then financing and construction can begin. Generation permitting for thermal technologies >50 MW in capacity is under CEC authority, and may take place before, after or during the CPUC contract approval process. The Warren-Alquist Act authorizes CEC to license certain categories of power plants and related structures. CEC's siting process has been determined to be a certified regulatory program under the California Environmental Quality Act (CEQA) and the functional equivalent of preparing environmental impact reports (EIRs). CEC is the lead agency and consults with other relevant agencies. The standard licensing process is normally conducted in 12 months, but streamlining of the permitting process may be an option so multiple facilities can be considered as a package (planning level EIR). Reviews should be somewhat faster because impacts to water resources are by definition minimized; impacts to the grid reliability are already considered and mitigated; and conformity to state laws and regulation has been considered under the Plan.
- ⁷ Transmission permitting is under CPUC authority. Proposed transmission facilities to meet needs identified in the CAISO Annual Transmission Plan to replace OTC plants/units would be brought to the CPUC for approval.
- ⁸ Transmission solutions (upgrade and/or new addition) that would make specified OTC system redundant would be analyzed in the CAISO Annual Transmission Plan. The CAISO will consider SWRCB directives and schedules limiting or canceling water permits required to operate OTC plants/units in the 2011 and subsequent annual Transmission Planning Process (TPP). The CAISO will conduct analysis as part of its TPP reflecting projected OTC plant/unit retirements as a result of SWRCB directives and schedules, which shall be incorporated in to the CAISO's annual Transmission Plan that serves as the basis for further transmission upgrades or additions.
- ⁹ These compliance dates may change subject to the CAISO-CEC-CPUC Infrastructure Replacement Plan produced in Q1 2010 and updated periodically. All dates assume a generation solution which requires a CEC permit. If a permit has been acquired prior to CPUC contract approval, then an earlier on line date is possible. If transmission solutions are selected, then longer time lines would be expected.
- ¹⁰ Humboldt Repower generation project is approved by the CPUC and expected operational by Q3 2010. This new infrastructure will eliminate OTC at the Humboldt Power Plant.
- ¹¹ Otay Mesa Power Plant is in construction and expected operational by Q4 2009. This new infrastructure is expected to displace a portion of the need for the capacity of the South Bay Power Plant.
- ¹² Sunrise Powerlink transmission project is approved by the CPUC and expected operational in 2012. This new infrastructure is expected to displace the need for remaining South Bay Power Plant capacity.
- ¹³ TransBay Cable transmission project is expected operational by Q1 2010. This new infrastructure is expected to replace the need for Portrero Unit 3.
- ¹⁴ The new Gateway Generating Station became operational in January 2009. This new infrastructure is expected to replace the need for one unit at the Contra Costa Power Plant.
- ¹⁵ Units that have recently been repowered will be addressed separately.
- ¹⁶ Not needed for local network reliability, according to a November 28, 2008 preliminary CAISO Study, although may be needed for system resource adequacy requirements.

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¹⁷ Due to siting/land use and air quality constraints, it is likely that a combination of new generation and transmission infrastructure will be necessary to replace the need for OTC plants/units in the Ventura/Big Creek and L.A. Basin regions.

¹⁸ Owned and operated by the Los Angeles Department of Water and Power, its own balancing authority (not controlled by CAISO).

¹⁹ No further study is required. Existing studies are sufficient to determine reliability designation of specified OTC facilities.

²⁰ Replacement infrastructure sufficient to determine reliability designation of specified OTC facility was identified prior to development of the Infrastructure Replacement Plan.

²¹ Contra Costa Power Plant is under contract to PG&E until 2011.

²² Morro Bay units 3-4 have contracts with SCE through Q4 2011.

APPENDIX D – FINAL EXPERT REVIEW PANEL RESPONSES (JULY 31, 2008)

Final SWRCB OTC Expert Review Panel Responses to Questions Related to "Scoping Document: Water Quality Control Policy on the Use of Coastal and Estuarine Waters for Power Plant Cooling, SWRCB/CEPA March 2008

Responses summarized by Michael Foster, ERP Project Director, from minutes taken at 8 July 2008 ERP meeting in Sacramento. Primary responses in **bold**.

Current "CEQA Baseline" Impacts and Related Issues

1. *Have current statewide and individual power plant impingement and entrainment mortality been correctly estimated?*

Background: It had been determined by some of the ERP, and stated in some of the public comments, that the estimates in the 2008 Scoping Document were incorrect, in some cases not based on the most current data. ERP member John Steinbeck was tasked with providing a report summarizing the most current and accurate information available in order to update these estimates. The other ERP members are asked to deliberate and comment on Steinbeck's report.

Responses:

- A. The primary entrainment data available and reported by Steinbeck are number of fish larvae entrained / flow volume/ individual power plant. Assuming 100% larval mortality, the only "impact" indicated by the data is mortality of larval fish.
- B. Fish larval mortality and other biological and oceanographic data can be used in the Empirical Transport Model (ETM) to estimate the percent of the total larvae lost due to entrainment in the volume of ocean water from which the larvae can be entrained. This estimate may also reflect % losses to organisms in sea water that are not sampled in entrainment studies (e.g., invertebrate larvae and other zooplankton, and phytoplankton) and is thus a more comprehensive measure of entrainment impacts. .
- C. **The number of fish larvae entrained has been correctly estimated** in the Steinbeck report given the available data. Note there are no data for the Pittsburg and Contra Costa Power Plants given the lack of recent, comprehensive 316b studies at these plants. The Ormond Beach Generating Station datum may be an exception as the Average Larval Fish Concentration (0.0446/m³) seems low. This should be checked.
- D. **Adult fish mortality from impingement has been correctly estimated** in the Steinbeck report given the available data.
- E. Data on entrainment and impingement mortality to fish eggs, adult and larval invertebrates, and other planktonic organisms are not available or only available from a few facilities, making it impossible to accurately estimate total mortality to all marine organisms from entrainment and impingement. Modeling using ETM, however, could be used to estimate entrainment mortality for these other groups.

- 1a. For CEQA baseline, is it sufficient to base entrainment impacts only on fish and selected invertebrate larvae? Should other invertebrate meroplankton be considered (and require 200 micron mesh size)? Other groups?

Responses:

- A. Question should be reworded: "For CEQA baseline, are entrainment estimates and associated estimates of impacts sufficient to characterize impacts due to entrainment in the state? Can models such as ETM be used to characterize impacts to species not well sampled?"
- B. **Overall entrainment impacts on fish larvae can be estimated using larval fish data and ETM modeling.**
- C. There are insufficient data to accurately consider meroplankton or other groups. At present general impacts to these can only be estimated using modeling approaches such as ETM.
- D. Entrainment effects on species of special interest (e.g., abalone) could be examined in special studies at power plants where these species may be affected. Very few such studies have been done.

- 1b. Could the I/E be normalized for flow for each of the plants (i.e., I/E per million gallons of flow)?

Response:

Yes for each individual plant but not across all plants due to differences in larval abundance in the water entrained.

- 1c. For entrainment, what are the periods/seasons of greatest larval abundance (i.e., greatest potential impact) for each plant or at least per region: southern Calif. coast, southern Calif. bays, central California, and San Francisco Bay/Delta? For impingement, what are the periods/seasons of greatest potential impact for adult fish?

Responses:

- A. **Temporal variation in the abundance of fish larvae, determined from power plant entrainment studies and by region is provided in the Steinbeck report.** Similar data for invertebrates are not available, but general estimates could be obtained from the literature for particular species.
- B. **Temporal variation in impingement would be very difficult to determine using current sampling methodology.** Seasonality is confounded by numerous factors including the timing of impingement sampling and heat treatments.

- 1d. In a qualitative way, what are the possible effects of I/E on the ecosystem (e.g., selective removal of certain predatory species from impingement or prey species due to entrainment)?

Response: **There are certainly ecosystem effects but these are impossible to accurately estimate directly or by modeling.** There may be effects on trophic

interactions but these are difficult to determine given that both predatory and forage fish are entrained and impinged. Moreover, because of larval dispersal, the effects on adult populations may occur in geographic areas separate from where entrainment occurs.

1e. *Is it possible to accurately consider cumulative impacts? Should they be considered?*

Responses:

- A. **This could be done using ETM based on recent entrainment studies combined with larval dispersal modeling and recently available oceanographic data.** It could be done for the southern California Bight where numerous OTC power plants occur relatively close to each other. A preliminary assessment of OTC power plant cumulative impacts was for the Huntington Beach Generating Station in 2005. The same approach could be used for the San Francisco Bay-Delta if appropriate entrainment studies were available for the Contra Costa and Pittsburg Power Plants.
- B. Prior California OTC power plant cumulative impact analyses other than the Huntington Beach study should be used with caution or disregarded because of questionable accuracy.

1f. *Are reference sites needed to accurately determine entrainment and impingement impacts?*

Responses:

- A. **Because it is recognized that marine populations subject to entrainment and impingement may already be altered by human activities, including those associated with power plants, it would be difficult if not impossible to find comparable, unaltered (reference) sites to assess the magnitude of alteration.** Moreover, entrainment impacts are likely widely distributed, making it extremely difficult to quantify impacts.
- B. It might be possible to assess alteration due to impingement for species with small home ranges by sampling a gradient of similar habitats away from a power plant. It might be possible to assess alterations in more enclosed water bodies using a comparative life history approach.
- C. The concept of reference sites (temporal and spatial) is appropriate for assessing the thermal effects from power plant discharges.

2. *Should possible positive impacts of cooling water flow (e.g., increased circulation through areas with low water flow) be considered in the baseline and the impact assessment?*

Background: Some public comments stated that if cooling water flows are eliminated, this might be considered a negative impact. Certain anthropogenic habitats (harbors and shallow canals) may be benefiting from circulation due to OTC. Stagnation may result from the elimination of OTC. The ERP was informed by SWRCB legal counsel that positive effects must be considered in the context of establishing a baseline under CEQA.

Response:

Determining the original condition of habitats and benefits to them from power plants may be difficult. **Priority should be given to consideration of options other than power plant flows for maintaining or improving water quality.**

Track 2, Calculation Baseline and Related Issues

3. *Should Track 2 compliance be allowed on a plant basis or units within a plant basis? If on a plant basis could a 90 and 95% or better control (entrainment/ impingement) from baseline be achieved?*

Background: Some public comments indicated that Track 2 may be feasible with some combinations of conversion to closed cycle cooling and limited use of remaining OTC units as peakers; another example is the potential for use of treated wastewater as a partial replacement for OTC water.

Response:

Track 2 compliance should be allowed on whatever basis that achieves the required reductions in entrainment and impingement while allowing maximum flexibility in plant operations. This could be by plant, by intake, or by units within a plant. On a larger scale, it could be by plants in a given area cooperating such that they comply as a group versus individually. Compliance, however, needs to be based on reductions in number of larvae entrained or fish impinged, not just flow, as the number of larvae or adult fish /volume varies among plants, and can vary among units or intakes within a plant as well as seasonally (see Steinbeck report).

Note: There are technological limits on using currently available screens to reduce entrainment such that screening out small life stages (anything that would not be excluded or collected by a < ~ 0.5 mm mesh size) is not possible without affecting flow. If compliance included reducing entrainment of these small organisms, then flow reduction would be the only way to comply.

4. *Should the calculation baseline for Track 2 be design (currently permitted), actual (and if so, what averaging period), or generational flow? Alternatively, provide a statement about the pros and cons of each approach.*

Responses:

The ERP decided to list the pros and cons-

**Design flow: Pro -reflects potential entrainment and impingement
Con -entrainment and impingement mortality will be less than if actual flows were used**

**Actual flow: Pro -better characterizes actual entrainment and impingement and will achieve more reduction in mortality.
Con -may not be considered fair for plants that have recently reduced flows -may decrease state-wide generating capacity during peak demand as plants already at very low capacity may not be able to operate.**

Note: One ERP member who was not at the 8 July 08 meeting when these questions were discussed has stated that the baseline for Track 2 should be design flow.

5. *If flow reductions are used to accomplish Track 2, should the reduction be based on simply gallons per day, or should it be weighted by considering seasonal larval abundance for that region?*

Response:

As indicated in responses to question 3., **reductions should be based on larval abundance, not simply flow, and larval abundance should be weighted (monthly?) based on temporal variation** (see responses to 1b, 1c, 3 and 7).

Note: One ERP member was not present at the 8 July 2008 meeting when these questions were discussed. This member previously stated that reductions should be based on simply flow.

6. *Should Track 2 credit be given for existing control technology (e.g., fish returns) above the EPA baseline (= shore intake with opening at or near surface and 3/4 inch mesh traveling screens oriented parallel to shore)?*

Response:

If California chooses to apply the EPA baseline and credit is given for existing technologies, the effectiveness of the technologies should be demonstrated for each facility using them. The SWRCB might provide a list of accepted technologies to help reduce debate over what technologies qualify for potential credit. Currently used technologies to reduce impingement include velocity caps and a fish return system (SONGS). Technologies currently used at some facilities to reduce both impingement and entrainment include variable speed pumps and closed cycle cooling.

7. *Should plants operating at very low % capacity factor (e.g., 10%) be limited to a 90% of their design flow, or current permitted flow, whichever is lower?*

Response:

See response to 4. It is not clear that these plants could continue to operate if actual flow were used. Perhaps with a combination of variable speed pumps and if the reduction were averaged over a permit cycle (~ 5 yrs.). Regulation might be via penalties that escalate with the amount exceeded.

Note: One ERP member suggested it was unlikely that older plants would upgrade with variable speed pumps.

Note: One ERP member pointed out that the proposed Track 2 compliance is actually ~ 80% reduction, 90% of a 90% effective cooling tower. Another member stated that if flow reductions were set at 80% this would provide a huge reduction in potential OTC impacts and provide industry the necessary flexibility to comply with the new regulations and meet energy needs during peak demand. The 80% level would be especially appropriate if the percentage reduction is based on actual entrainment, not just flow, since this would be

difficult for many of the plants to meet especially in southern California where peak demand coincides with periods of peak larval abundance.

7a. What capacity factor averaging period should be used? 2005, 2005-2007, 2006-2007?

Background: The Energy Commission comments indicated that 2006 and 2007 are more representative of current conditions and should be added to the next staff report.

Response:

Use the most recent flow period (5 yrs.?) if actual flow is used. The five year period is consistent with the duration of NPDES permits.

7b. If flow reductions relative to design flow are used to accomplish Track 2 for very low capacity factor plants, should these become the absolute allowable flows permitted by Regional Water Boards?

Response:

Yes and as mentioned previously, these should be based on entrainment-weighted flows.

7c. Should the limit be based on daily flow restrictions with seasonal restrictions (i.e., 10% of design MGD but only during allowable seasons), or some other method (monthly maximums during allowable seasons)?

Background:

In this scenario, plants would still be required to reduce impingement by reducing the velocity at the intake (for shoreline intakes) to a maximum of 0.5 feet per second and comply with the interim controls (becoming permanent) and restoration fees. If these plants later decide to opt out of this approach, they would be required to re-power or retrofit with closed cycle cooling on a whole plant basis (i.e., Track 1), and the flow restriction would continue until the re-power or retrofit is completed.

Response:

The limit should be based on entrainment-weighted flows over a yearly or perhaps longer period (see previous responses to similar questions).

8. For Track 2, should the policy require monitoring appropriate to determine percent reductions in mortality?

Response:

Previous ERP consensus on this issue was yes, but how this would be done depends on what is done for compliance. For technology, verification that the technology works is required, and this may require monitoring.

8a. If compliance were by flow reduction, would monitoring of flows be sufficient?

Response:

Yes, monitoring by entrainment-weighted flows that will also capture seasonal adjustments where necessary.

8b. If compliance were with new entrainment or impingement reduction technology (e.g., screens or fish returns), how should I/E compliance be determined?

Response:

Compliance should be determined in some scientifically acceptable way, and may include before-after installation measurements, or after measurements made outside versus inside a structure such as a screen. Pilot tests of a technology may be useful, but may not scale up to the full installation.

Interim Controls

- 9. What tetrapod exclusion devices should be required to eliminate wildlife impacts? What have power plants (even out of State) currently installed and how effective are exclusion devices at reducing the take of marine life? a) For offshore intakes can a nine-inch bar spacing be employed with little or no effect on plugging or fish impingement? Would this also exclude large fish? b) Are there Delta T&E or otherwise protected species that would benefit from exclusion devices? Are plugging or incidental impingement when plugged issues in the Delta vs. marine applications?**

Background: Federal law requires protection of marine mammals, and endangered or threatened species. The NMFS is currently considering an incidental take permit with restrictions, including exclusion devices. While some comments received suggest that only federal wildlife authorities should handle this, the NMFS comments supported the State Water Board's preliminary draft policy. Thirteen facilities have applied for NMFS incidental take permits. Dan Lawson of NMFS has reported that he is considering requiring 18" minimum spacing on offshore intake structures, including SONGS. Public comments indicate that some plants with offshore intakes have recently installed exclusion bars. For example DWP Scattergood has installed bars with 9 in. spacing.

Response:

The Steinbeck report summarizes current tetrapod (as "Mammal Exclusion") exclusion devices currently used at California OTC power plants with offshore intakes. The sizes of tetrapods impinged should be reviewed to determine appropriate spacing (9 or 18 in.). The sizes of threatened or endangered fish impinged at San Francisco Bay-Delta plants should be reviewed to determine if there is a feasible screening technology that could reduce entrainment of these fish.

Note: One ERP member not present on 8 July 2008 when these questions were discussed has previously stated that regulation of tetrapod impacts should be left up to the NMFS.

9c. *For onshore intakes, can 4-6" spaced trash racks as currently designed be considered adequate exclusion devices? Are modifications necessary to reduce ability of mammals to enter from the bottom?*

Response:

Some tetrapods become trapped between the face of intakes and the bar racks. Further studies are needed to determine if this can be prevented by requiring modifications to intake structures.

10. *If flow reduction is adopted as an interim control, should the reduction in impacts be evaluated according to yearly flow or as seasonal variation in flow as it interacts with seasonal variation in larval availability?*

Response:

It should be evaluated based on entrainment-weighted flows (see previous responses to similar questions).

11. *What are the pros and cons involving the restriction of flows to <10% of the permitted flow rate if the plants are not generating electricity for two or more consecutive days?*

Response:

The ERP did not have a response to this question.

Interim Restoration

12. *If restoration is adopted as an interim control measure, should it be done on a plant-by-plant basis (with companies having responsibility for restoration projects, monitoring and success)? If plant-by-plant, should restoration fully compensate for all impacts? What approach would be used to determine the amount and kind of restoration? (e.g., Habitat Production Foregone?) **OR** via a mitigation fee based on flow, with the fee going to a restoration committee or State agency involved in coastal restoration? How would the fee be calculated (e.g., based on experience with the "going rate" for existing restoration projects plants like Moss Landing or SONGS, possibly converted to flow or MW production)? For example the fee could go to the California State Coastal Conservancy who could decide how best to use that money for coastal restoration, and how to monitor resulting projects.*

Response:

If restoration is adopted as an interim control measure then, based on experience with determining mitigation on a plant-by-plant basis, **the ERP favors using a mitigation fee based on entrainment-weighted flow.** This fee might best be "pooled" from all power plants and administered by a one institution that collects and allocates funds for projects based on consultation with the Regional Water Quality Control Boards responsible for power plant regulation. The process should include independent technical review of proposed projects and their success. The funds should be used in a timely manner, for

mitigation relevant to impacts, as close to the impact as possible while balancing the need for regional planning, and in a way that involves regional stakeholders. The fee should be based on entrainment-weighted flow. The amount of the fee might be based on existing restoration projects, but this requires further discussion.

12a. *Should the existing "restoration /compensation" done at Moss Landing, Huntington Beach and San Onofre Power Plants be counted towards the interim restoration?*

Response:

If restoration is adopted as an interim control measure, the answer is **Yes**. Because of restoration/mitigation done by these plants, they should be considered in full compliance with interim restoration.

Note: The ERP was informed by SWRCB staff that, for legal reasons, this restoration cannot be considered as compliance for Track 1 or 2.

Track 1

13. *For Track 1, are adverse impacts associated with conversion to closed-cycle cooling adequately considered?*

Response:

No. The energy penalty may be underestimated (especially during summer), there is no estimate of actual increases in air emissions, and no discussion of impacts of noise, land required for dry cooling, and possible heat trapping during inversions. SWRCB should involve appropriate experts to determine and evaluate adverse impacts associated with closed-cycle cooling.

Appendix E – Entrainment and Impingement Estimates (Steinbeck, July 2008)

Compilation of California Coastal Power Plant Entrainment and Impingement Estimates for California State Water Resources Control Board Staff Draft Issue Paper on Once- through Cooling

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Prepared for:

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Introduction

The purpose of this report is to compile the most complete and most recent information on the biological effects of entrainment and impingement by coastal power plants in California that use once-through cooling (OTC). The information will be used by the California State Water Resources Control Board (SWRCB) in developing policy for regulating the use of OTC by power plants in the state. The sources for much of the information presented in this report are 316(b) studies that have been completed at many of the coastal power plants in California in the past five to ten years.

To put the results into context it was necessary to compile accurate information on the actual volume of cooling water used by the plants. The design flows for the systems (i.e., maximum pumping capacity) were compiled from information already provided in the March draft of the SWRCB Scoping Document. These values were checked against information published in the recent 316(b) studies and 316(b) Proposals for Information Collection (PIC). Some of the reported design flow values that differed between sources were also checked with plant staff. It is important to point out that the design flows may not reflect the maximum possible intake volumes for some of the plants, since the values typically include the volumes for the main circulating water pumps, and not the smaller service water pumps in the systems. The total volumes for these smaller pumps are generally less than 5 percent of the main circulating pump capacities. Actual cooling water flows reported to the RWQCBs under the NPDES permits for the plants were used to calculate average daily flows for the six-year period from 2000–2005. The sources used in compiling the flow information are provided in **Appendix A**.

The methods used for compiling the entrainment and impingement estimates presented in **Tables 1 and 2** and are described in the following sections.

Entrainment Estimates

The entrainment data presented in **Table 1** were mostly compiled from recent 316(b) studies of cooling water systems at power plants in California. Entrainment estimates are only presented for larval fishes because this is the only taxonomic group and life stage that was sampled consistently across all of the facilities. Entrainment of the larval stages of some commercially important macroinvertebrates was assessed at some of the plants, but limited to later stage larvae of crabs and lobster, and recently-hatched immature squid. Earlier larval stages of these and other macroinvertebrates are not effectively collected by the mesh of the nets used in the sampling and would have required additional sampling efforts. Many macroinvertebrates have multiple larval stages that have varying periods of development further complicating the planning of an appropriate sampling program and further complicating the assessment. The entrainment assessment method used for most of the studies was the Empirical Transport Model which can be used in assessing the potential entrainment impacts on other macroinvertebrates using assumptions regarding the distribution of the larvae in the source water and the extent and volume of the source water for the populations relative to the cooling water volume. The focus on fish larvae in these studies is appropriate since larval fishes are much more limited in number in the water column and the adults for many species are limited in distribution, increasing the potential for population-level effects.

The table presents two sets of entrainment estimates. The first set is simply calculated using annual average larval concentrations multiplied by annual design and average actual 2000–2005 flows. The other set of entrainment estimates is from the published studies, which takes into account month-by-month differences in larval concentrations and therefore provide more accurate estimates of actual entrainment for the periods of study (**Appendix B**). Some of these studies did not include estimates for both design and actual flows (shown as ‘nc’ in **Table 1**). The only plants where recent representative entrainment data were not available were the Contra Costa and Pittsburg power plants located in the Sacramento-San Joaquin Delta (Delta) system. The table does present annual entrainment estimates for those two plants from studies completed thirty years ago in 1978–1979. No estimates were calculated from the larval concentrations measured during those studies because there have been so many long-term changes in flows and species composition within the Delta system that the historical estimates are unlikely to be representative of current conditions.

The entrainment estimates calculated using the average annual larval concentrations are very similar to the published entrainment estimates for the two nuclear plants (SONGS and DCP) and units at other plants that operate at high capacity factors. There are greater differences between the two sets of estimates for plants and units that operate at low capacity factors. This is due to seasonal changes in larval concentrations that can significantly affect estimates of annual entrainment, especially when peak pumping capacity is occurring during periods with high concentrations of larvae. The seasonality in larval abundances varies between central and southern California, and also between open coast and protected bays and harbors (**Figures 1 and 2**).

Impingement Estimates

Similar to entrainment, the impingement data presented in **Tables 2a** and **2b** were mostly obtained from recent studies (**Appendix B**) at power plants in California using the same flow data used in **Table 1** and documented in **Appendix A**. Impingement estimates are only presented for fishes because this is the only taxonomic group that was sampled consistently across all of the facilities. Data on macroinvertebrate impingement were collected at all the facilities, but the data collected varied among plants. At some facilities all invertebrate groups were counted, and at others only invertebrates that could be characterized as shellfish (e.g., crabs, shrimp, squid, and octopus) were counted, while the other invertebrate categories were only recorded as 'present' when they were collected. At some facilities only shellfish were collected and quantified. Besides the inconsistencies in the sampling among plants, it is sometimes difficult to distinguish the invertebrates that are collected after they are dislodged from the intake conduit walls from organisms that are impinged from the source water. Even crabs, shrimp, and other invertebrates that could be characterized as 'shellfish' that are collected during impingement sampling probably settled in the biofouling community inside the cooling water intake system as larvae. As a result of these issues, only data on fish impingement is summarized in **Tables 2a** and **2b**.

The information in **Tables 2a** and **2b** presents two sets of impingement estimates for both numbers and biomass of fishes. The first set is calculated using the annual average impingement rates during normal operations calculated from the recent studies. The total annual normal operations impingement estimates were calculated by multiplying the impingement rates by the total annual design and average 2000–2005 flows. These impingement estimates for normal operations would be added to the average annual impingement during heat treatments for the plants where heat treatments are used for controlling biofouling inside the cooling system. The other set of impingement estimates is from published studies, which did not in all cases present estimates for both design and actual flows (shown as 'nc' in **Table 2b**). These estimates include both normal operations and heat treatment impingement. As with the entrainment studies, the only plants where recent representative data were not available were the Contra Costa and Pittsburg power plants located in the Delta system. The table does present annual impingement estimates for those two plants from studies completed thirty years ago in 1978–1979.

Intake Structure

Information on the intake structures at the California power plants is presented in **Table 3**. The various fish protection measures in use at each plant are listed and details are provided on the dimensions of screening used at the openings to the cooling water systems. This information could be used in evaluating the potential for entrapment of marine mammals and sea turtles into the systems. Note that the only plants with variable speed drives that allow flow to be adjusted to meet load capacity are installed at the Contra Costa and Pittsburg power plants in the Delta. San Onofre is the only plant with a sophisticated fish return system.

References (see Appendix B)

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- MBC Applied Environmental Sciences and Tenera Environmental. 2008b. Redondo Beach Generating Station Clean Water Act Section 316(b) impingement mortality and entrainment characterization study. Prepared for AES Redondo Beach L.L.C., Redondo Beach, CA.
- MBC Applied Environmental Sciences, Tenera Environmental, and URS Corp. 2008a. Haynes Generating Station Clean Water Act Section 316(b) impingement mortality and entrainment characterization study. Prepared for City of Los Angeles Dept. of Water and Power, Los Angeles, CA.
- MBC Applied Environmental Sciences, Tenera Environmental, and URS Corp. 2008b. Harbor Generating Station Clean Water Act Section 316(b) impingement mortality and entrainment characterization study. Prepared for City of Los Angeles Dept. of Water and Power, Los Angeles, CA.

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- Tenera Environmental. 2007a. Potrero Power Plant. Impingement Mortality Study Data Report. Submitted to Mirant Potrero LLC, San Francisco, CA.
- Tenera Environmental. 2007b. Moss Landing Power Plant Units 1&2 and Units 6&7 Impingement Study Data Report. Prepared for Moss Landing Power Plant, Moss Landing, CA.
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- Tenera Environmental and MBC Applied Environmental Sciences. 2008. El Segundo Generating Station Clean Water Act Section 316(b) impingement mortality and entrainment characterization study. Prepared for El Segundo Power LLC, El Segundo, CA.

Table 1. Entrainment estimates for larval fishes from California coastal power plants. Estimates include calculated values from design and average annual 2000–2005 flows using larval concentrations from recent studies and also estimates from recently published entrainment studies. References used in compiling the information in the table are provided in Appendix B.

| Plant | Design Flow (mgd) | Average Flow (mgd) based on 2000-2005 data | Average Larval Fish Concentration (# per million gallons) | Average Concentration and Design Flow Entrainment Estimate | Average Concentration and Average Flow Entrainment Estimate | Study Result Entrainment Estimate (Design flow) | Study Result Entrainment Estimate (Actual flow) |
|---|-------------------|--|---|--|---|---|---|
| Alamitos Generating Station Units 1&2 | 207 | 121 | 9880.6 | 748,306,544 | 437,854,835 | nc | 121,970,937 |
| Alamitos Generating Station Units 3&4 | 392 | 281 | 9880.6 | 1,414,971,165 | 1,013,733,478 | 1,109,972,442 | 728,944,910 |
| Alamitos Generating Station Units 5&6 | 674 | 413 | 9972.2 | 2,455,020,121 | 1,503,394,233 | nc | 835,841,962 |
| Contra Costa Power Plant Units 6&7 | 440 | 257 | no recent representative data available | | | nc | 95,110,000 |
| Diablo Canyon Power Plant | 2,528 | 2,287 | 1912.5 | 1,765,916,778 | 1,597,319,020 | nc | 1,481,948,383 |
| El Segundo Generating Station Units 1&2 | 207 | 69 | 1953.7 | 147,969,610 | 49,437,254 | nc | 35,743,328 |
| El Segundo Generating Station Units 3&4 | 399 | 265 | 1953.7 | 284,430,472 | 189,290,759 | 276,934,913 | 186,532,003 |
| Encina Power Plant | 857 | 621 | 13950.2 | 4,366,667,796 | 3,162,648,118 | 4,494,849,115 | 3,627,641,744 |
| Harbor Generating Station | 108 | 59 | 3961.9 | 156,285,731 | 85,447,634 | 153,331,013 | 65,298,000 |
| Haynes Generating Station | 968 | 258 | 12305.3 | 4,349,235,947 | 1,159,662,085 | 4,527,644,084 | 3,649,208,392 |
| Huntington Beach Generating Station | 514 | 179 | 1596.1 | 299,647,084 | 104,339,074 | 344,570,635 | nc |
| Mandalay Generating Station | 253 | 234 | 1514.5 | 140,195,151 | 129,201,071 | 141,736,337 | 33,422,317 |
| Morro Bay Power Plant | 668 | 257 | 3404.0 | 830,540,168 | 318,942,511 | 859,337,744 | nc |
| Moss Landing Power Plant Units 1&2 | 361 | 193 | 4429.9 | 584,101,411 | 311,537,103 | 522,319,740 | nc |
| Moss Landing Power Plant Units 6&7 | 865 | 387 | 2958.3 | 934,658,478 | 418,350,825 | 888,204,836 | nc |
| Ormond Beach Generating Station | 685 | 521 | 168.9 | 42,276,804 | 32,133,537 | 40,810,043 | 6,351,783 |
| Pittsburg Power Plant Units 5&6 | 462 | 274 | no recent representative data available | | | nc | 175,230,000 |
| Potrero Power Plant | 231 | 193 | 3593.3 | 303,519,077 | 252,843,159 | 289,731,811 | nc |
| Redondo Generating Station Units 5&6 | 217 | 51 | 4485.6 | 354,702,404 | 83,037,227 | 356,000,276 | 101,659,379 |
| Redondo Generating Station Units 7&8 | 675 | 254 | 3133.5 | 772,198,644 | 290,801,357 | 744,808,585 | 189,537,344 |
| San Onofre Nuclear Generating Station U | 1,219 | 1,139 | 7439.6 | 3,311,307,168 | 3,095,251,683 | nc | 3,555,787,272 |
| San Onofre Nuclear Generating Station U | 1,219 | 1,154 | 7439.6 | 3,311,307,168 | 3,136,923,690 | nc | 3,261,783,562 |
| Scattergood Generating Station | 495 | 309 | 2796.9 | 506,083,227 | 315,634,578 | 524,202,652 | 365,258,133 |
| South Bay Power Plant | 601 | 417 | 10951.6 | 2,404,046,574 | 1,667,406,878 | 2,420,527,779 | nc |
| Totals | 15,245 | 10,191 | 119682.2 | 29,483,387,521 | 19,355,190,108 | | |
| Average | | | 5440.1 | | | | |

nc = not calculated

Table 2a. Impingement estimates for fish numbers and biomass (lb) from California coastal power plants. Estimates include calculated values for normal operations for design and average annual 2000–2005 flows using impingement rates from recent studies. These estimates are combined with estimates of impingement during heat treatments to estimate total impingement. References used in compiling the information in the table are provided in Appendix B.

| Plant | Design Flow (mgd) | Average Flow (mgd) based on 2000-2005 data | Average # fish per million gal | Average Biomass (lbs) fish per million gal | Annual Normal Operations Impingement | | | | Heat Treatments (HT) | | | Total Estimated Impingement | | | |
|--|-------------------|--|---|--|--------------------------------------|--|---------------------------------|---|----------------------|-----------------------------|---|------------------------------|---|------------------------------|---|
| | | | | | Based on Count and Design Flow | Based on Biomass (lbs) and Design Flow | Based on Count and Average Flow | Based on Biomass (lbs) and Average Flow | Average # per HT | Average Biomass (lb) per HT | Average Number of HT per year (2000-2005) | Design Flow Total # Estimate | Design Flow Total Biomass (lb) Estimate | Actual Flow Total # Estimate | Actual Flow Total Biomass (lb) Estimate |
| Alamitos Generating Station Units 1&2 | 207 | 121 | | | | | | | n/a | n/a | n/a | | | | |
| Alamitos Generating Station Units 3&4 | 392 | 261 | 0.1750 | 0.0076 | 81,419 | 3,514 | 52,106 | 2,249 | n/a | n/a | n/a | 81,419 | 3,514 | 52,106 | 2,249 |
| Alamitos Generating Station Units 5&6 | 674 | 413 | | | | | | | n/a | n/a | n/a | | | | |
| Contra Costa Power Plant Units 6&7 | 440 | 257 | no recent representative data available | | | | | | n/a | n/a | n/a | — | — | — | — |
| Diablo Canyon Power Plant | 2,526 | 2,267 | 0.0058 | 0.0009 | 5,330 | 785 | 4,821 | 710 | n/a | n/a | n/a | 5,330 | 785 | 4,821 | 710 |
| El Segundo Generating Station Units 1&2 | 207 | 69 | 0.0103 | 0.0035 | 779 | 265 | 260 | 69 | 227.25 | 72.18 | 1.3 | 1,074 | 359 | 556 | 182 |
| El Segundo Generating Station Units 3&4 | 399 | 265 | 0.0220 | 0.0068 | 3,209 | 995 | 2,136 | 662 | 229.00 | 94.60 | 3.7 | 4,057 | 1,345 | 2,963 | 1,012 |
| Encina Power Plant | 857 | 621 | 0.6126 | 0.0256 | 191,824 | 8,016 | 136,932 | 5,806 | 15,831.63 | 747.70 | 6 | 266,815 | 12,502 | 233,923 | 10,292 |
| Harbor Generating Station | 106 | 59 | 0.4945 | 0.1622 | 19,506 | 6,399 | 10,666 | 3,498 | n/a | n/a | n/a | 19,506 | 6,399 | 10,666 | 3,498 |
| Haynes Generating Station | 966 | 256 | 0.1893 | 0.0041 | 66,901 | 1,462 | 17,636 | 390 | n/a | n/a | n/a | 66,901 | 1,462 | 17,636 | 390 |
| Huntington Beach Generating Station | 514 | 179 | 0.4079 | 0.0227 | 76,582 | 4,270 | 26,666 | 1,467 | 5,667.00 | 336.70 | 4.6 | 104,640 | 5,695 | 54,924 | 3,112 |
| Mandalay Generating Station | 253 | 234 | 0.7940 | 0.0269 | 73,497 | 2,771 | 67,733 | 2,553 | 101.90 | 4.20 | 1.4 | 73,640 | 2,776 | 67,676 | 2,559 |
| Morro Bay Power Plant | 666 | 257 | 0.3467 | 0.0140 | 85,315 | 3,419 | 32,763 | 1,313 | n/a | n/a | n/a | 85,315 | 3,419 | 32,763 | 1,313 |
| Moss Landing Power Plant Units 1&2 | 361 | 193 | 0.5804 | 0.0056 | 76,526 | 762 | 40,616 | 406 | n/a | n/a | n/a | 76,526 | 762 | 40,616 | 406 |
| Moss Landing Power Plant Units 6&7 | 665 | 367 | 1.7695 | 0.0267 | 565,390 | 9,071 | 253,067 | 4,060 | n/a | n/a | n/a | 565,390 | 9,071 | 253,067 | 4,060 |
| Ormond Beach Generating Station | 665 | 521 | 0.0711 | 0.0164 | 17,606 | 4,094 | 13,534 | 3,112 | 677.80 | 67.20 | 4.5 | 20,656 | 4,467 | 16,564 | 3,504 |
| Pittsburg Power Plant Units 5&6 | 462 | 274 | no recent representative data available | | | | | | n/a | n/a | n/a | — | — | — | — |
| Potrero Power Plant | 231 | 193 | 1.5090 | 0.0337 | 127,464 | 2,647 | 106,162 | 2,371 | n/a | n/a | n/a | 127,464 | 2,647 | 106,162 | 2,371 |
| Redondo Generating Station Units 5&6 | 217 | 51 | 0.0075 | 0.0034 | 593 | 266 | 139 | 63 | 10.06 | 7.32 | 2 | 613 | 262 | 159 | 77 |
| Redondo Generating Station Units 7&8 | 675 | 254 | 0.0240 | 0.0065 | 5,913 | 2,064 | 2,227 | 765 | 157.50 | 37.60 | 4.8 | 6,669 | 2,266 | 2,963 | 967 |
| San Onofre Nuclear Generating Station Unit 2 | 1,219 | 1,139 | 1.5767 | 0.0335 | 1,405,342 | 29,654 | 1,322,490 | 26,064 | 2,494.00 | 627.80 | 7.5 | 1,424,047 | 34,563 | 1,341,195 | 32,602 |
| San Onofre Nuclear Generating Station Unit 3 | 1,219 | 1,154 | | | | | | | | | 7.6 | | | | |
| Scattergood Generating Station | 495 | 309 | 0.6226 | 0.0614 | 146,640 | 14,727 | 92,629 | 9,165 | 10,155.00 | 766.40 | 5.2 | 201,646 | 16,627 | 145,635 | 13,265 |
| South Bay Power Plant | 601 | 417 | 1.5921 | 0.0049 | 349,490 | 1,062 | 242,401 | 751 | n/a | n/a | n/a | 349,490 | 1,062 | 242,401 | 751 |
| Totals | 16,246 | 10,191 | | | 3,301,730 | 96,685 | 2,427,607 | 67,564 | | | | | | | |

nc = not calculated

Table 2b. Impingement estimates for fish numbers and biomass (lb) from California coastal power plants. The impingement estimates from recently published impingement mortality studies include impingement during heat treatment. Studies where impingement estimates were not calculated for design or actual flow conditions during the study are indicated as “nc”. References used in compiling the information in the table are provided in Appendix B.

| Plant | Design Flow (mgd) | Average Flow (mgd) based on 2000-2005 data | Reported Total Impingement Estimates | | | |
|--|-------------------|--|--------------------------------------|---|------------------------------|---|
| | | | Design Flow Total # Estimate | Design Flow Total Biomass (lb) Estimate | Actual Flow Total # Estimate | Actual Flow Total Biomass (lb) Estimate |
| Alamitos Generating Station Units 1&2 | 207 | 121 | | | | |
| Alamitos Generating Station Units 3&4 | 392 | 281 | nc | nc | 29,013 | 1,252 |
| Alamitos Generating Station Units 5&6 | 674 | 413 | | | | |
| Contra Costa Power Plant Units 6&7 | 440 | 257 | — | — | 107,621 | 2,741 |
| Diablo Canyon Power Plant | 2,528 | 2,287 | nc | nc | nc | nc |
| El Segundo Generating Station Units 1&2 | 207 | 69 | nc | nc | 186 | 63 |
| El Segundo Generating Station Units 3&4 | 399 | 265 | 2,521 | 542 | 1,527 | 473 |
| Endina Power Plant | 857 | 621 | 289,562 | 12,878 | 215,583 | 9,609 |
| Harbor Generating Station | 108 | 59 | 19,861 | 6,478 | 8,851 | 2,903 |
| Haynes Generating Station | 968 | 258 | 56,613 | 1,227 | 53,442 | 1,168 |
| Huntington Beach Generating Station | 514 | 179 | nc | nc | 51,082 | 2,848 |
| Mandalay Generating Station | 253 | 234 | 30,347 | 1,308 | 8,979 | 199 |
| Morro Bay Power Plant | 668 | 257 | nc | nc | 78,139 | 2,957 |
| Moss Landing Power Plant Units 1&2 | 361 | 193 | 75,133 | 804 | 57,554 | 600 |
| Moss Landing Power Plant Units 6&7 | 865 | 387 | 135,699 | 2,297 | 118,778 | 2,033 |
| Ormond Beach Generating Station | 685 | 521 | 7,821 | 844 | 517 | 76 |
| Pittsburg Power Plant Units 5&6 | 462 | 274 | nc | nc | 220,364 | 2,580 |
| Potrero Power Plant | 231 | 193 | 146,098 | 3,035 | 108,727 | 2,446 |
| Redondo Generating Station Units 5&6 | 217 | 51 | 263 | 71 | 133 | 60 |
| Redondo Generating Station Units 7&8 | 675 | 254 | 2,910 | 1,315 | 1,101 | 388 |
| San Onofre Nuclear Generating Station Unit 2 | 1,219 | 1,139 | nc | nc | 1,353,158 | 28,746 |
| San Onofre Nuclear Generating Station Unit 3 | 1,219 | 1,154 | | | | |
| Scattergood Generating Station | 495 | 309 | 108,843 | 11,619 | 95,241 | 9,422 |
| South Bay Power Plant | 601 | 417 | 365,588 | 1,226 | nc | nc |
| Totals | 15,245 | 10,191 | | | | |

nc = not calculated

Table 3. Information on cooling water intake system design at California power plants. Acronyms used for the various intake components and fish protection systems and provided below the table.

| Region | Plant | Intake Location | Type of Intake | Screening or Fish Protection Devices* | Size of openings at Entrance to Intake | Vertical | |
|--------|--|-----------------|----------------|---------------------------------------|--|---------------------------|---------------------------------|
| | | | | | | Distance from Riser to VC | Mammal Exclusion Bars Offshore? |
| NoCal | Contra Costa Power Plant | tidal river | shoreline | BR-TS-VFD | Bar racks 3.5" spacing | n/a | n/a |
| NoCal | Pittsburg Power Plant | tidal river | shoreline | BR-TS-VFD | Bar racks 3.5" spacing | n/a | n/a |
| NoCal | Potrero Power Plant | bay/harbor | shoreline | BR-TS | Bar racks 3.5" spacing | n/a | n/a |
| NoCal | Moss Landing Power Plant Units 1&2 | bay/harbor | shoreline | BR-TS | Bar racks 3.5" spacing | n/a | n/a |
| NoCal | Moss Landing Power Plant Units 6&7 | bay/harbor | shoreline | BR-TS | Bar racks 3" spacing | n/a | n/a |
| NoCal | Moro Bay Power Plant | bay/harbor | shoreline | BR-TS | bar racks 4" on center | n/a | n/a |
| NoCal | Diablo Canyon Power Plant | ocean | shoreline | BR-TS | bar racks 3" on center | n/a | n/a |
| SoCal | Mandalay Generating Station | bay/harbor | canal | BR-SS | bar racks 2.5" spacing | n/a | n/a |
| SoCal | Ormond Beach Generating Station | ocean | offshore | VCap-BR-TS | 4' at VCap with bars every 18" | 4' | 18" spacing |
| SoCal | Scattergood Generating Station | ocean | offshore | VCap-BR-TS | 5' at VCap with bars every 9" | 5' | 9" spacing |
| SoCal | El Segundo Generating Station Units 1&2 | ocean | offshore | VCap-BR-TS | 2' at VCap | 2' | ? |
| SoCal | El Segundo Generating Station Units 3&4 | ocean | offshore | VCap-BR-TS | 3' at VCap | 3' | ? |
| SoCal | Redondo Generating Station Units 5&6 | bay/harbor | offshore | VCap-BR-TS | 4' at VCap with bars every 18" | 4' | 18" spacing |
| SoCal | Redondo Generating Station Units 7&8 | bay/harbor | offshore | VCap-BR-TS | 4' at VCap with bars every 18" | 4' | 18" spacing |
| SoCal | Harbor Generating Station | bay/harbor | shoreline | BR-TS | bar racks 4.5" on center | n/a | n/a |
| SoCal | Haynes Generating Station | tidal river | canal | BR-TS/SS | bar racks 6" on center | n/a | n/a |
| SoCal | Alamitos Generating Station Units 1&2 | bay/harbor | shoreline | BR-TS | bar racks 3" spacing | n/a | n/a |
| SoCal | Alamitos Generating Station Units 3&4 | bay/harbor | shoreline | TS | no bar racks | n/a | n/a |
| SoCal | Alamitos Generating Station Units 5&6 | bay/harbor | shoreline | BR-TS | bar racks 3" spacing | n/a | n/a |
| SoCal | Huntington Beach Generating Station | ocean | offshore | VCap-BR-TS | 5' at VCap with bars every 18" | 5' | 18" spacing |
| SoCal | San Onofre Nuclear Generating Station Unit 2 | ocean | offshore | VCap-Vanes-Fish Elevator-BR-TS | 7' at VCap | 7' | No |
| SoCal | San Onofre Nuclear Generating Station Unit 3 | ocean | offshore | VCap-Vanes-Fish Elevator-BR-TS | 7' at VCap | 7' | No |
| SoCal | Encina Power Plant | bay/harbor | shoreline | BR-TS | bar racks 3.5" on center | n/a | n/a |
| SoCal | South Bay Power Plant | bay/harbor | shoreline | BR-TS | bar racks 3" spacing | n/a | n/a |

* - VCap = velocity cap, BR = bar racks, TS = traveling screens, SS = Slide screens, Vanes = structures inside intake to divert fishes, VFD = variable frequency drive pumps

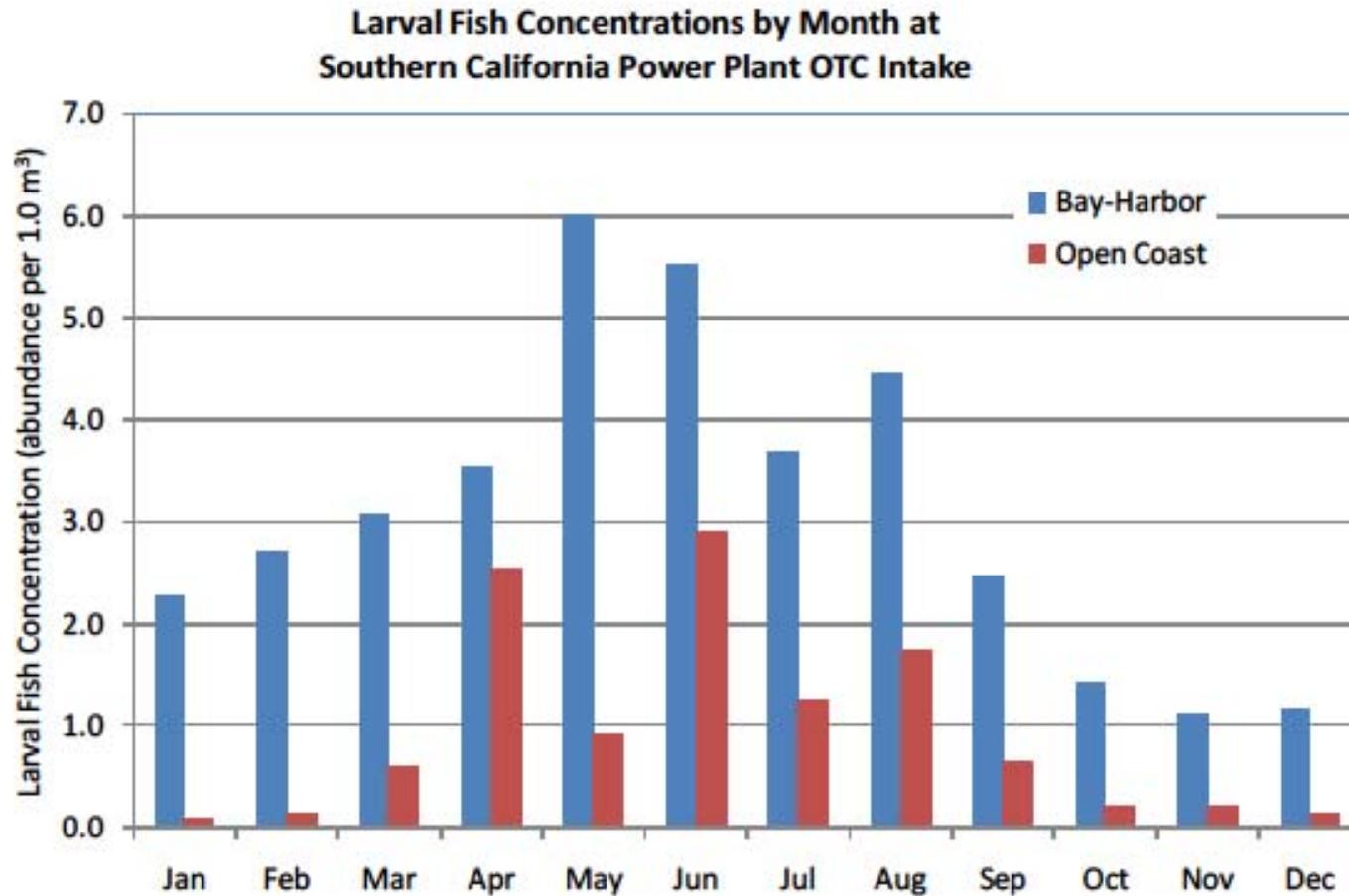


Figure 1. Total concentration of larval fishes by month at OTC intakes in southern California. Data sources based on most recent 316(b) sampling conducted at each power facility. Plants combined for bay-harbor concentrations were South Bay, Encina, Haynes, Alamitos, and Harbor, and the plants combined for the open coast concentrations were San Onofre, Huntington Beach, Redondo Beach, El Segundo, and Scattergood.

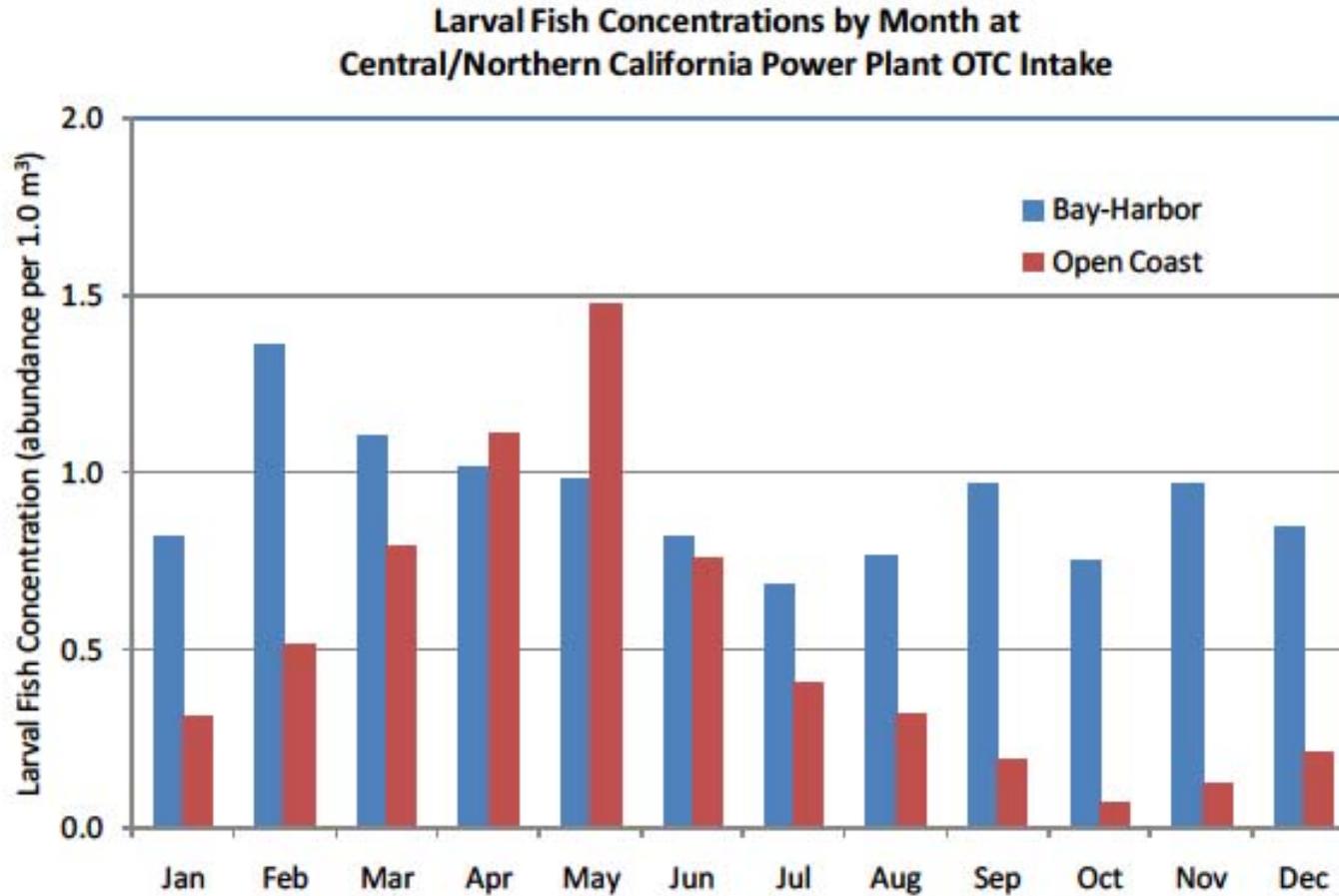


Figure 2. Total concentration of larval fishes by month at OTC intakes in central California. Data sources based on most recent 316(b) sampling conducted at each power facility. Plants combined for bay-harbor concentrations were Morro Bay, Moss Landing, and Potrero, and the plants used for the open coast concentrations was Diablo Canyon.

Appendix A. Sources for cooling water data used in calculations of entrainment and impingement estimates.

| Plant | Design Flow (mgd) | Average Flow | Data Sources |
|--|----------------------|-----------------------------|---|
| | | (mgd) based on 2000-2006 | |
| Alamitos Generating Station Units 1&2 | 207 | 121 | data from SWRCB staff - 2000-05 actual monthly flows |
| Alamitos Generating Station Units 3&4 | 392 | 281 | data from SWRCB staff - 2000-05 actual monthly flows |
| Alamitos Generating Station Units 5&6 | 674 | 413 | data from SWRCB staff - 2000-05 actual monthly flows |
| Contra Costa Power Plant Units 6&7 | 440 | 257 | data from plant staff - daily flows for 2000-2005 |
| Diablo Canyon Power Plant | 2,528 | 2,287 | flows from plant source complete for 2000-05 |
| El Segundo Generating Station Units 1&2 | 207 | 69 | data from SWRCB staff - daily flows for 2000-2005 |
| El Segundo Generating Station Units 3&4 | 399 | 265 | data from SWRCB staff - daily flows for 2000-2005 |
| Encina Power Plant | 857 | 621 | flows from plant source complete for 2000-05 |
| Harbor Generating Station | 108 | 59 | data from SWRCB staff - 2000-01 actual monthly flows, 2002-05 daily flows |
| Haynes Generating Station | 958 | 258 | data from SWRCB staff - 2000-01 actual monthly flows, 2002-05 daily flows, 2005 missing for Units 3&4 |
| Huntington Beach Generating Station | 514 | 179 | data from SWRCB staff - 2004-05 actual monthly flows, 2000-03 calculated from megawatt output |
| Mandalay Generating Station | 253 | 234 | data from SWRCB staff - 2000-05 actual monthly flows |
| Moro Bay Power Plant | 668 | 257 | flows from plant source complete for 2000-05 |
| Moss Landing Power Plant Units 1&2 | 361 | 193 | flows from plant source complete for 2000-05 |
| Moss Landing Power Plant Units 6&7 | 865 | 387 | flows from plant source complete for 2000-05 |
| Ormond Beach Generating Station | 685 | 521 | data from SWRCB staff - 2000-05 actual monthly flows |
| Pittsburg Power Plant Units 5&6 | 462 | 274 | data from plant staff - 2000-05 daily flows |
| Potrero Power Plant | 231 | 193 | data from SWRCB staff - 2000-05 actual monthly flows - also plant data provided same average |
| Redondo Generating Station Units 5&6 | 217 | 51 | data from SWRCB staff - daily flows for 10/1/01-9/30/02 and 1/1/03-12/31/05 |
| Redondo Generating Station Units 7&8 | 675 | 254 | data from SWRCB staff - daily flows for 10/1/01-9/30/02 and 1/1/03-12/31/05 |
| San Onofre Nuclear Generating Station Unit 2 | 1,219 | 1,139 | data from SWRCB staff - 2004-05 actual monthly flows, 2000 and 2003 calculated from megawatt output |
| San Onofre Nuclear Generating Station Unit 3 | 1,219 | 1,154 | data from SWRCB staff - 2004-05 actual monthly flows, 2000 and 2003 calculated from megawatt output |
| Scattergood Generating Station | 495 | 309 | data from SWRCB staff - 2000 -2005 actual monthly flows |
| South Bay Power Plant | 601 | 417 | flows from plant source complete for 2000-05 |

Appendix B. References and information on studies used in compiling the data presented in Tables 1 and 2.

| Plant | Entrainment collection period & frequency / Reference | Impingement collection period & frequency / Reference |
|--|---|---|
| Alamitos Generating Station Units 1&2 | Jan-Dec 2006, bi-weekly / MBC and Tenera 2008a | Jan 2006 - Dec 2006; weekly / MBC and Tenera 2008a |
| Alamitos Generating Station Units 3&4 | Jan-Dec 2006, bi-weekly / MBC and Tenera 2008a | Jan 2006 - Dec 2006; weekly / MBC and Tenera 2008a |
| Alamitos Generating Station Units 5&6 | Jan-Dec 2006, bi-weekly / MBC and Tenera 2008a | Jan 2006 - Dec 2006; weekly / MBC and Tenera 2008a |
| Contra Costa Power Plant | Apr 1978 - Apr 1979, weekly / Ecological Analysis 1981a | Apr 1978 - Apr 1979; weekly sampling / Ecological Analysts 1981a |
| Diablo Canyon Power Plant | Oct 1996 - Jun 1999, weekly / estimates from Oct 96-Oct 98 Tenera 2000a | Feb 1985 - Mar 1986; weekly sampling / Tenera 1988 |
| El Segundo Generating Station Units 1&2 | Jan-Dec 2006, monthly / Tenera and MBC 2008 | Jan 2006 - Dec 2006; monthly / Tenera and MBC 2008 |
| El Segundo Generating Station Units 3&4 | Jan-Dec 2006, monthly / Tenera and MBC 2008 | Jan 2006 - Dec 2006; monthly / Tenera and MBC 2008 |
| Encina Power Plant | Jun 2004 - May 2005, monthly / Tenera 2008 | Jun 2004 - Jun 2005; weekly / Tenera 2008 |
| Harbor Generating Station | Jan-Dec 2006, bi-weekly / MBC, Tenera, and URS 2008b | Jan 2006 - Dec 2006; weekly / MBC, Tenera, and URS 2008b |
| Haynes Generating Station | Jan-Dec 2006, bi-weekly / MBC, Tenera, and URS 2008a | Jan 2006 - Dec 2006; weekly / MBC, Tenera, and URS 2008a |
| Huntington Beach Generating Station | Sep 2003 - Aug 2004, weekly / MBC and Tenera 2005 | Jul 2003 - Jul 2004; weekly / MBC and Tenera 2005 |
| Mandalay Generating Station | Feb 2006 - Feb 2007; biweekly / ENSR Corp. 2008a | Feb 2006 - Feb 2007; biweekly / rates and totals from ENSR Corp. 2008a; average rates and HT data from NPDES data supplied by MBC |
| Morro Bay Power Plant | Jan 2000 - Dec 2000, weekly / Tenera 2001 | Sep 1999 - Sep 2000; weekly / Tenera 2001 |
| Moss Landing Power Plant Units 1&2 | Mar 1999 - Feb 2000, weekly / Tenera 2000b | Nov 2005 - Nov 2006; weekly / Tenera 2007b |
| Moss Landing Power Plant Units 6&7 | Mar 1999 - Feb 2000, weekly / Tenera 2000b | Nov 2005 - Nov 2006; weekly / Tenera 2007b |
| Ormond Beach Generating Station | Feb 2006 - Feb 2007; biweekly / ENSR Corp. 2008b | Feb 2006 - Feb 2007; biweekly / rates and totals from ENSR Corp. 2008b; average rates and HT data from NPDES data supplied by MBC |
| Pittsburg Power Plant Units 5&6 | Mar 1978 - Mar 1979, weekly; Ecological Analysis 1981b | Mar 1978 - Mar 1979; weekly sampling / Ecological Analysts 1981b |
| Potrero Power Plant | Jan 2001 - Feb 2002, weekly (Dec-Mar) or monthly Apr-Nov / Tenera 2007a | May 2006 - May 2007; weekly / Tenera 2007a |
| Redondo Generating Station Units 5&6 | Jan 2006 - Jan 2007, monthly / MBC and Tenera 2008b | Jan 2006 - Jan 2007; weekly / MBC and Tenera 2008b |
| Redondo Generating Station Units 7&8 | Jan 2006 - Jan 2007, bi-weekly / MBC and Tenera 2008b | Jan 2006 - Jan 2007; weekly / MBC and Tenera 2008b |
| San Onofre Nuclear Generating Station Unit 1 | Mar 2006 - Apr 2007; biweekly inside plant, monthly at offshore intakes / | Mar 2006 - May 2007; biweekly / MBC 2008 |
| San Onofre Nuclear Generating Station Unit 2 | Mar 2006 - Apr 2007; biweekly inside plant, monthly at offshore intakes / MBC | Mar 2006 - May 2007; biweekly / MBC 2008 |
| Scattergood Generating Station | Jan 2006 - Jan 2007, bi-weekly / MBC, Tenera, and URS 2008c | Jan 2006 - Jan 2007; weekly / MBC, Tenera, and URS 2008c |
| South Bay Power Plant | Feb 2001 - Jan 2002, monthly / Tenera 2004 | Dec 2002 - Nov 2003; weekly / Tenera 2004 |