DOCKETED	
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Document Title:	AB 525 Permit Roadmap
Description:	CEC AB 525 Permit Roadmap June 2, 2023 Workshop Presentations Combined Final
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Docketed Date:	6/8/2023



## Workshop on Assembly Bill 525: Offshore Wind Energy Permitting Roadmap

**June 2, 2023** 



## **Workshop Notes**

- Workshop is being recorded
- Workshop recording and all presentations will be available on Docket #17-MISC-01
- Zoom's closed captioning service has been enabled.
  - Click on the "live transcript" icon
  - Choosing either "show subtitle" or "view full transcript"
- Stop closed captioning
  - exiting "live transcript" or
  - select the "hide subtitle" icon



## **Workshop Schedule**

- 1. Welcome
- 2. Opening Remarks
- 3. Overview of AB 525 and Purpose of Workshop
- 4. Panel 1: Opportunities for a Coordinated, Comprehensive, and Efficient Permitting Process for Offshore Wind Energy Facilities
  - a) Bureau of Ocean Energy Management
  - b) Federal Permitting Improvement Steering Council
  - c) California State Agencies
  - d) Tribal Government
- 5. Panel and Audience Questions
- 6. Break
- 7. Panel 2: Unpacking Approaches and Examples from the Permitting Roadmap
  - a) Renewable Energy Action Team
  - b) The Bay Restoration Regulatory Integration Team
  - c) Joint CEQA/NEPA and Program Environmental Reviews
  - d) Perspectives from stakeholders
- 8. Panel and Audience Questions
- 9. Public Comment



## **Opening Remarks**

### Commissioner Noemí Gallardo



## Overview of AB 525 and Workshop Purpose

**Kristy Chew** 



## **AB 525 Legislative Findings**

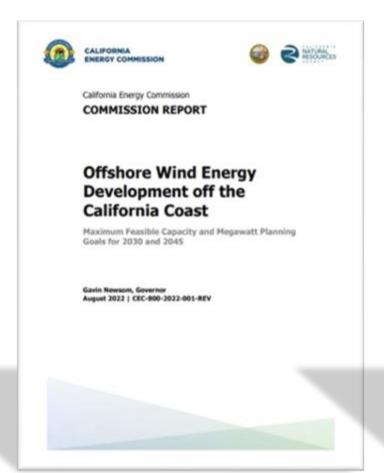
#### If developed at scale, offshore wind can:

- ✓ Provide economic and environmental benefits.
- ✓ Advance progress toward California's renewable and climate goals.
- ✓ Diversify the state's energy portfolio.
- ✓ Realize economic and workforce development benefits.
- ✓ Contribute to renewable resource portfolio that can serve electricity needs and improve air quality in disadvantaged communities.
- ✓ Offer career pathways and workforce training opportunities.

Offshore wind should be developed in a manner that protects coastal and marine ecosystems.

## **AB 525: Offshore Wind Energy Reports**









## **Proposed Permitting Approaches**

#### Six Approaches

#### **Coordinated Approaches**

- 1. State and Federal agency coordination
- 2. One state agency coordinator
- 3. One state application process

#### **Consolidated Permitting Approach**

4. One state permitting authority

## **Coordinated Environmental Review Approaches**

- 5. Joint NEPA and CEQA document
- 6. Program environmental impact report



Source: Principle Power



## **Permitting Roadmap Next Steps**

 Continue discussions with stakeholders, tribal governments, and federal, state, and local agencies.



June workshop to discuss permitting approaches.

 Recommendations for upcoming Offshore Wind Energy Strategic Plan.



# Panel 1: Opportunities for a coordinated, comprehensive, and efficient permitting process for offshore wind energy facilities



### Jennifer Miller

## **Bureau of Ocean Energy Management**



## Federal Offshore Wind Energy Leasing Process

CEC Permitting Workshop June 2, 2023

Jennifer Miller | CEC Permitting Workshop

### **Bureau of Ocean Energy Management (BOEM)**



Mission: Manage the development of U.S. Outer Continental Shelf (OCS) energy and mineral resources in an environmentally and economically responsible way

#### Jurisdiction on the U.S. West Coast

- OCS extends from 3 to 200 nautical miles off the coast of California, Oregon, and Washington
- Excludes National Marine Sanctuaries

### **Today's Presentation**

#### **Federal Offshore Wind Leasing Process**

- Overview
- Timelines and Milestones
- State Specific Examples
- **❖**BOEM Authorization Process After the Sale
- ❖BOEM Updates Guidance and Regulations

### **BOEM's Regulatory Authority**

#### **Energy Policy Act of 2005**

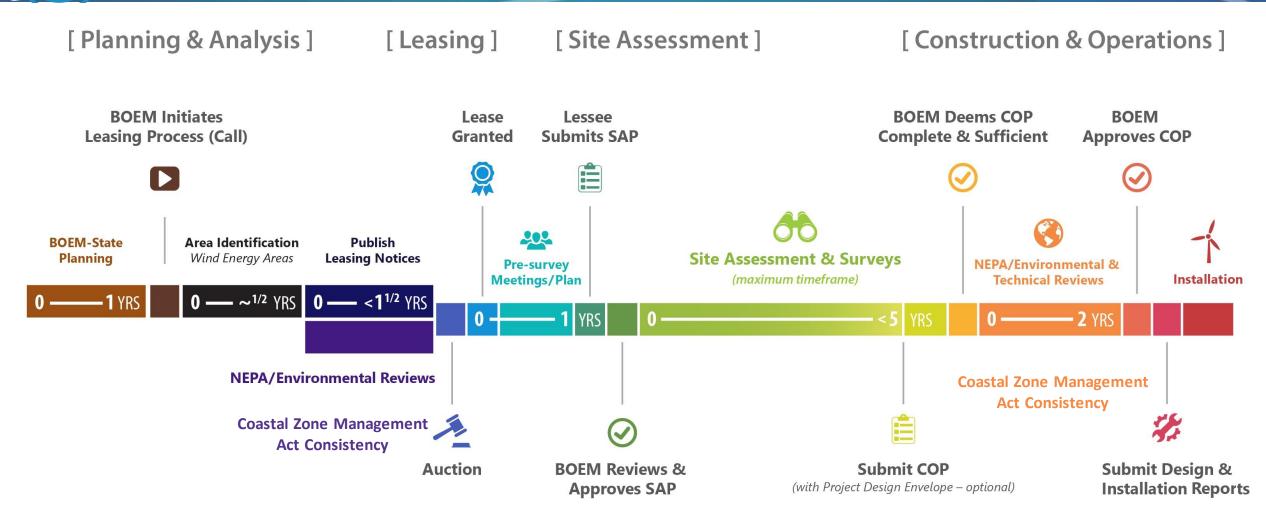
- Amends Outer Continental Shelf Lands Act (OCSLA) to authorize DOI to act as "lead" agency for certain alternative energy and marine-related uses on the OCS
- DOI delegated OCSLA authority to then Minerals Management Service (now BOEM)

#### Requires development of regulatory regime that:

- Ensures consultation with Tribes, states, local government, and other stakeholders
- Grants leases, easements, and rights-of-way
- Enforces regulatory compliance
- Requires financial security
- Provides fair return to the Nation



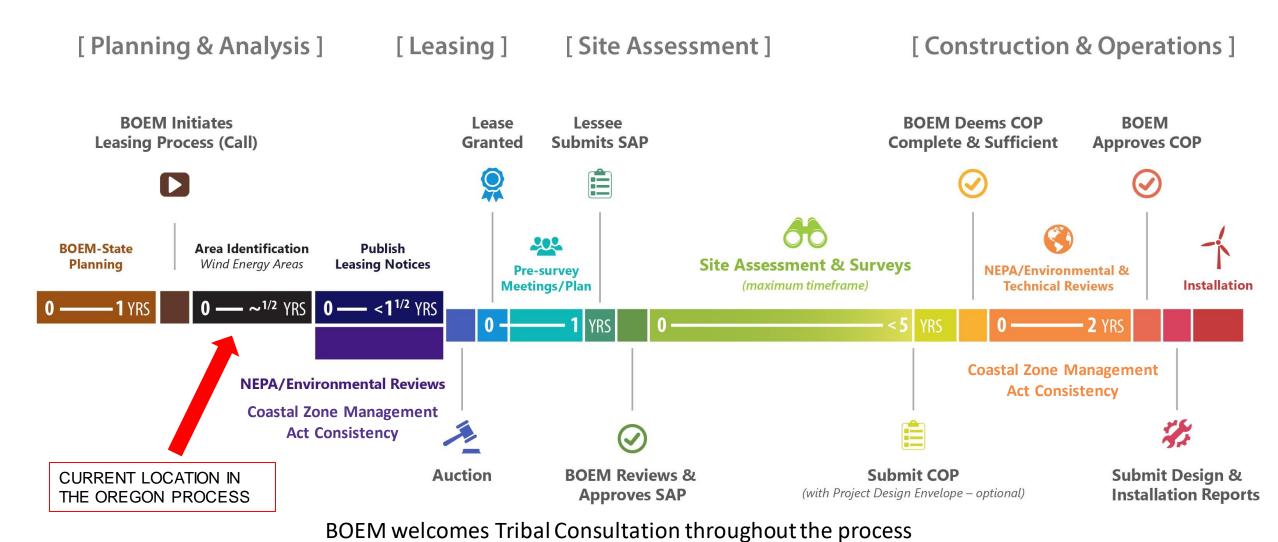
#### **BOEM Offshore Wind Process Milestones**



BOEM welcomes Tribal Consultation throughout the process

## **Oregon Offshore Wind Planning Example**

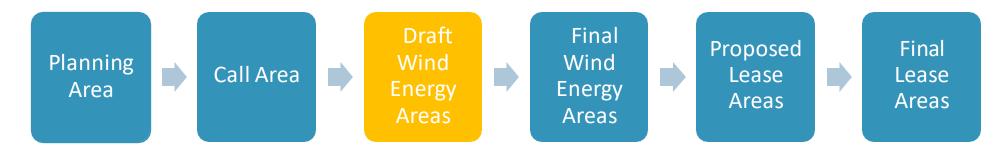
## BOEM Commercial Offshore Wind Authorization Process: Oregon Example

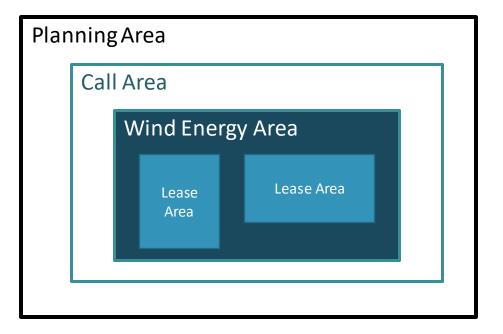






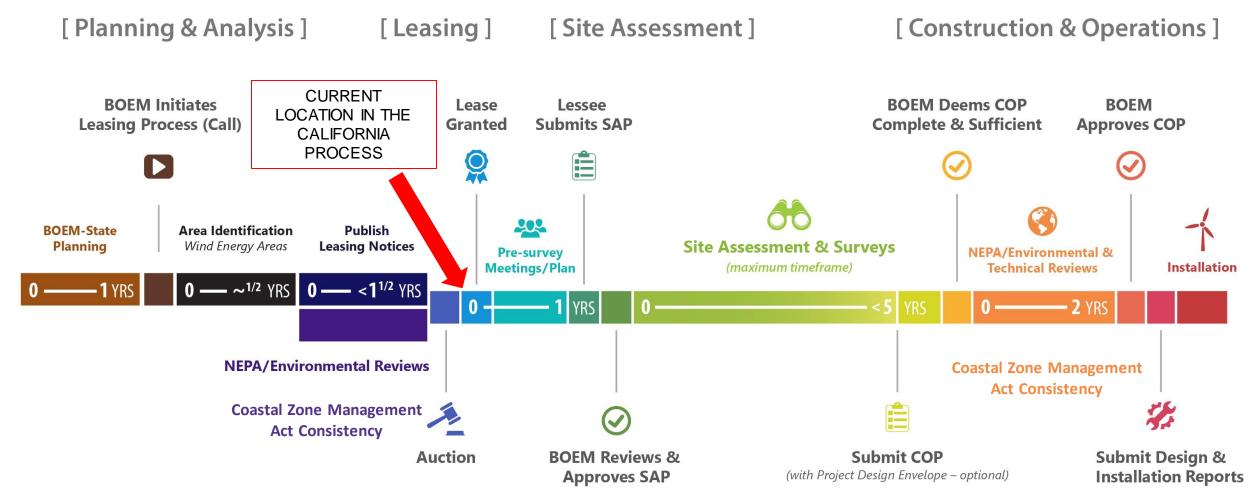
## New Step in BOEM Oregon Planning Process – Draft Wind Energy Area





## California Offshore Wind Planning Example

**BOEM Commercial Offshore Wind Authorization Process:** California Example



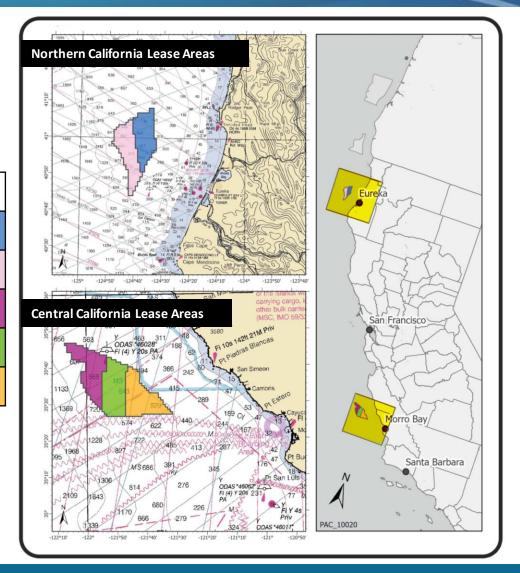
BOEM welcomes Tribal Consultation throughout the process



#### **California Lease Sale Results**

#### \$757,100,000 Million in High Bids

Lease Number	Lessee	Total Bid
OCS-P 0561	RWE Offshore Wind Holdings LLC	\$157,700,000
OCS-P 0562	California North Floating LLC	\$173,800,000
OCS-P 0563	Equinor Wind US LLC	\$130,000,000
OCS-P 0564	Golden State Wind LLC	\$150,300,000
OCS-P 0565	Invenergy California Offshore LLC	\$145,300,000



## C

### **California Offshore Wind Auction: Bidding Credits**

Workforce training and/or supply chain development: 20% bidding credit for commitments to support workforce training programs for the U.S. floating offshore wind industry, development of a U.S. domestic supply chain for the floating offshore wind industry, or both.

**Lease Area Use CBA**: 5% bidding credit for executing a community benefit agreement with one or more communities, stakeholder groups, or Tribal entities whose use of the geographic space of the Lease Area, or whose use of resources harvested from that geographic space, is expected to be impacted by the Lessee's potential offshore wind development.

**General CBA**: 5% bidding credit for executing a community benefit agreement with one or more communities, Tribes, or stakeholder groups that are *expected to be* affected by the potential impacts on the marine, coastal, and/or human environment (such as impacts on visual or cultural resources) from activities resulting from lease development that are not otherwise addressed by the Lease Area Use CBA.



## California Lease Requirements for Communications, Engagement, and Reporting

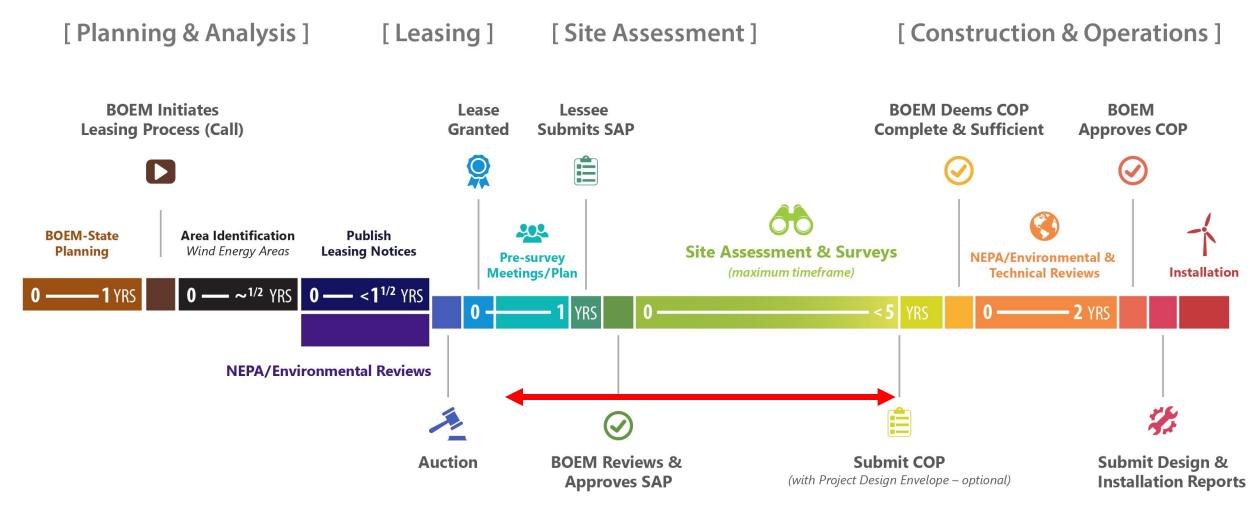
- Three required communications plans:
  - Native American Tribes Communications Plan (Lease Addendum C, 3.1.2)
  - Agency Communications Plan (3.1.3)
  - Fisheries Communications Plan (6.2)
- Engagement (3.1.1): The Lessee will make reasonable efforts to engage with Tribes and parties that may be potentially affected by the Lessee's project activities on the OCS, including, but not limited to:
  - Coastal communities
  - Commercial and recreational fishing industries and stakeholders
  - Educational and research institutions
  - Environmental and public interest nongovernmental organizations
  - Federal, state, and local agencies

- Tribes
- Mariners and the maritime industry
- Ocean users
- Submarine cable operators
- Underserved communities, as defined in Section 2 of Executive Order 13985
- Coordinated Engagement (3.1.4): To the maximum extent practicable, the Lessee must coordinate engagement activities with other regional lessees...to decrease the communication and consultation burden
- o Progress Report (3.1): Every 6 months, describe overall progress, document engagement

## **BOEM Authorization Process – After the Lease Sale**



## **BOEM Commercial Offshore Wind Authorization Process: Survey and Site Assessment Activities**



BOEM welcomes Tribal Consultation throughout the process



### Post Lease Site Assessment: Surveys and Site Assessment



**Communications Plans:** Native American Tribes Communications Plan, Agency Communications Plan, Fisheries Communications Plan, Progress Reports

**Survey Plans:** Reviewed by BOEM prior to survey operations.

**Site Assessment Plan (SAP):** Describes resource assessment activities and technology, site assessment covers resource assessment facility area of potential effect.

The Site Assessment Phase often includes multiple survey mobilizations, purpose specific activities (such as geophysical, geotechnical, benthic habitat, and unexploded ordinance surveys) and covers the offshore wind facility area of potential effect (vertical and horizontal).



## BOEM Commercial Offshore Wind Authorization Process: Construction and Operations Plan Submission

[ Planning & Analysis ] [Leasing] [ Site Assessment ] [ Construction & Operations ] **BOEM Initiates BOEM Deems COP BOEM** Lease Lessee **Leasing Process (Call) Granted Submits SAP Complete & Sufficient Approves COP** Area Identification **Publish BOEM-State Planning** Wind Energy Areas **Leasing Notices Site Assessment & Surveys Pre-survey** NEPA/Environmental & Meetings/Plan (maximum timeframe) **Technical Reviews** Installation  $0 - \sim 1/2 \text{ YRS} = 0 - < 1^{1/2} \text{ YRS}$ **NEPA/Environmental Reviews Auction BOEM Reviews & Submit COP Submit Design &** (with Project Design Envelope - optional) **Installation Reports Approves SAP** BOEM welcomes Tribal Consultation throughout the process





### A Construction and Operations Plan Must Demonstrate

Conform to applicable laws, regulations, and lease provisions 30 CFR 585.621(a)

Does not unreasonably interfere with other uses of the OCS, including national security 30 CFR 585.621(c)

Uses best available and safest technology 30 CFR 585.621(e)

Uses properly trained personnel 30 CFR 585.621(g)



Adherence to safety

30 CFR 585.621(b)

Does not cause undue harm or damage to natural resources; life; property; the marine, coastal, or human environment
30 CFR 585.621(d)

Uses best management practices

30 CFR 585.621(f)

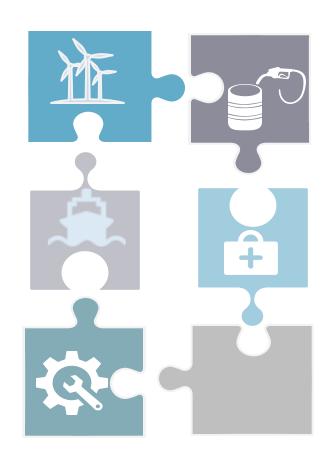
## **Contents of a Construction and Operations Plan**

30 CFR 585.626 and 585.627

**Project Information** 

Describes all planned facilities and proposed activities, including onshore and support facilities, and the construction, operations, and the conceptual decommissioning plans, including project easements

- **Survey Results** Results and data derived from site characterization surveys performed by the Lessee
- **Certification Verification Agent** (CVA) Nomination For Reports required in 30 CFR 585 Subpart G



Oil Spill Response Plan (OSRP)

As required by 30 CFR Part 254

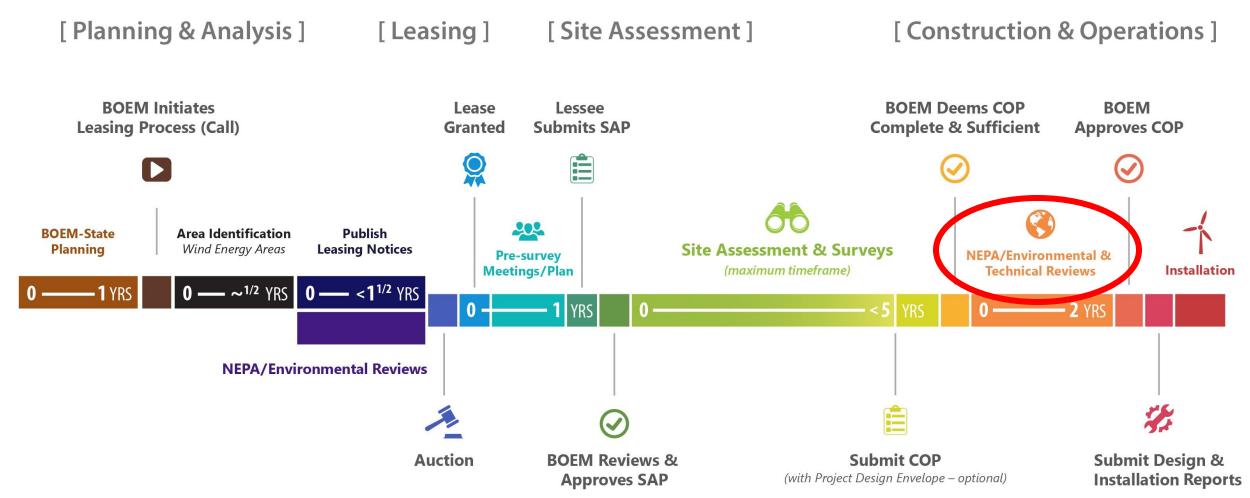
Safety Management System (SMS) As required in 30 CFR 585.810

Other Information & Certifications Information needed to conduct process for NEPA & other relevant laws

Guidelines: www.https://www.boem.gov/renewable-energy/national-and-regional-guidelines-renewable-energy-activities



## BOEM Commercial Offshore Wind Authorization Process: Construction and Operations Plan Submission



BOEM welcomes Tribal Consultation throughout the process





### **Environmental Review and Approval Process for COP**

BOEM Seeks Public Comment on Proposed Guidance for Submission of Offshore Wind Project Plans by December 12, 2022 https://www.boem.gov/newsroom/notes-stakeholders/boem-seeks-public-comment-proposed-guidance-submission-offshore-wind

~2 YEARS

#### **COP Submittal**

 Completeness and sufficiency review

#### **Public Scoping**

- Publish Notice of Intent in Federal Register
- 30-day public comment period
- Hold public meetings
- Receive input on issues and alternatives

#### **Draft EIS**

- Prepare with cooperating agencies
- Publish Notice of Availability in Federal Register
- 45-day public comment period
- Hold public hearings

#### Final EIS

- Address public comments with cooperating agencies
- Publish Notice of Availability in Federal Register

#### Record of Decision

Minimum 30-day waiting period

**24 MONTHS** 

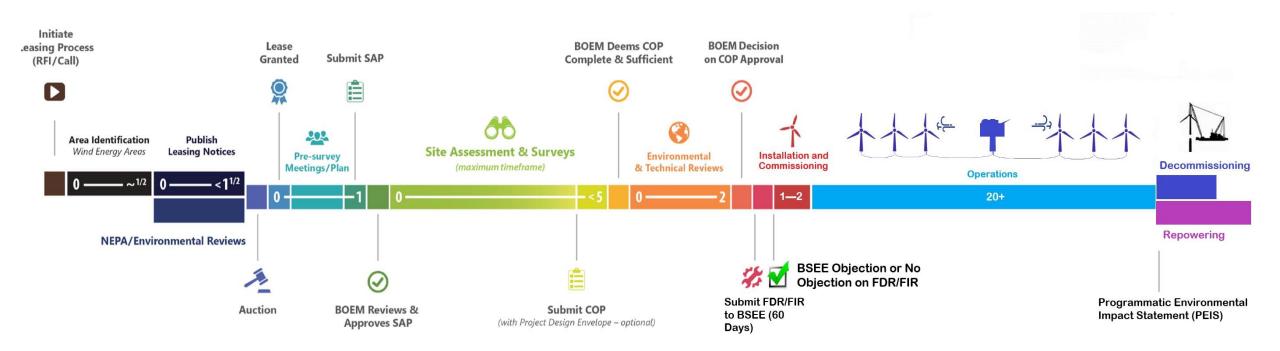


#### **BOEM COP Decision**

#### After completing COP review, BOEM may:

- Approve the plan(s)
- Approve the plan(s) with modifications
- Disapprove the plan(s)
- The lessee must also submit both the Facility Design Report and Fabrication and Installation Report to BSEE prior to conducting installation activities.
- Facilities proposed in a COP also require the use of a Certified Verification Agent.
- If BSEE does not object to the Facility Design Report and a Fabrication and Installation Report, the lessee may begin construction and operation of their planned facility.

### Offshore Wind Authorization Process and Lifecycle Milestones



## **BOEM Updates: Guidelines and Regulations**



## Renewable Energy Regulations and Guidance

- Current Renewable Energy Guidance
  - www.boem.gov/guidance under "Renewable Energy Guidance" tab
- Final Rule on Reorganization of Title 30—Renewable Energy and Alternate Uses of Existing Facilities on the Outer Continental Shelf ("BOEM/BSEE split")
  - o Final Rule 88 FR 6376: <a href="https://www.federalregister.gov/documents/2023/01/31/2023-00871/reorganization-of-title-30-renewable-energy-and-alternate-uses-of-existing-facilities-on-the-outer">https://www.federalregister.gov/documents/2023/01/31/2023-00871/reorganization-of-title-30-renewable-energy-and-alternate-uses-of-existing-facilities-on-the-outer</a>
  - Notice to Lessees: <a href="https://www.bsee.gov/sites/bsee.gov/files/notices-to-lessees-ntl/ntl-2023-n01.pdf">https://www.bsee.gov/sites/bsee.gov/files/notices-to-lessees-ntl/ntl-2023-n01.pdf</a>
  - Press Release: <a href="https://www.doi.gov/pressreleases/interior-department-finalizes-offshore-wind-safety-and-environmental-responsibilities">https://www.doi.gov/pressreleases/interior-department-finalizes-offshore-wind-safety-and-environmental-responsibilities</a>
- Proposed Renewable Energy Modernization Rule
  - Rulemaking Docket BOEM-2023-0005: <a href="https://www.regulations.gov/docket/BOEM-2023-0005">https://www.regulations.gov/docket/BOEM-2023-0005</a>
  - Press Release: <a href="https://www.doi.gov/pressreleases/interior-department-takes-steps-strengthen-offshore-clean-energy-development">https://www.doi.gov/pressreleases/interior-department-takes-steps-strengthen-offshore-clean-energy-development</a>
- Forthcoming Guidance on Information Needed for Issuance of a Notice of Intent (NOI) Under the National Environmental Policy Act (NEPA) for a Construction and Operations Plan (COP) ("NOI Checklist")
  - Docket BOEM-2022-0056: <a href="https://www.regulations.gov/document/BOEM-2022-0056-0001">https://www.regulations.gov/document/BOEM-2022-0056-0001</a>
- o Forthcoming Guidelines for Mitigating Impacts to Commercial and Recreational Fisheries on the Outer Continental Shelf
  - o Relevant materials: https://www.boem.gov/renewable-energy/reducing-or-avoiding-impacts-offshore-wind-energy-fisheries





## Proposed Renewable Energy Modernization Rule

#### The proposed rule contains eight major components:

- 1. Eliminating unnecessary requirements for the deployment of meteorological buoys
- 2. Increasing survey flexibility
- 3. Improving the project design and installation verification process
- 4. Establishing a public Renewable Energy Leasing Schedule
- 5. Reforming BOEM's renewable energy auction regulations
- 6. Tailoring financial assurance requirements and instruments
- 7. Clarifying safety management system regulations
- 8. Revising other provisions and making technical corrections

### **Guidance on Information Needed for Issuance of a Notice of Intent**

- Guidance on Information Needed for Issuance a Notice of Intent (NOI) Under NEPA for a COP ("NOI Checklist")
- Describes how BOEM will process incomplete COP submissions to:
  - o (1) improve the efficiency of reviews; and
  - (2) provide clarity to COP applicants and cooperating agencies participating in BOEM's environmental reviews.
- Identifies the minimum threshold for a partial COP submission that an applicant is expected to meet before BOEM will initiate the formal environmental and technical review process through publication of a NOI to prepare a NEPA document for the project.
- BOEM will consider conformance with the NOI Checklist when considering acceptance of FAST-41 Initiation notices, where applicable.

## **BOEM/BSEE Split Rule - Background**

- In December 2020, the Principal Deputy ASLM, determined that the increased level of development activity . . . has reached the threshold envisioned by S.O. 3299 as amended, and direct[ed] the transfer of safety and environmental compliance responsibilities from BOEM to BSEE.
- That transfer of authority was effectuated in September 2022, through revised chapters in the Departmental Manual.
- BOEM/BSEE "Split Rule" (AA03): This final rule transfers certain safety and environmental oversight, compliance, and enforcement regulations for the Department's Offshore Renewable Energy Program from BOEM (30 CFR 585) to BSEE (30 CFR 285), with no substantive changes.
- AA03 also reorganizes certain sections pertaining to Alternate Use RUEs in BOEM's regulations, transferring them from 30 CFR part 585 to a new 30 CFR part 586. In BSEE's regulations, Alternate Use is covered in the new 30 CFR 285 regulations.



BOEM.gov f



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# Christine Harada and Jennifer Mallard

**Federal Permitting Improvement Steering Council** 



## FAST-41 and the Permitting Council



## What is FAST-41?





#### The Goals of FAST-41 and the Permitting Council

Permitting Council & FAST-41

Permitting Predictability

Efficient Issue Resolution

Transparency and Accountability

Federal Agency Collaboration and Coordination

## **The Permitting Council**



Office of Management and Budget



Permitting Council
Office of the Executive Director
(Council Chair)



Council on Environmental Quality



Advisory Council on Historic Preservation



**Department of Agriculture** 



**Department of Army** 



**Department of Commerce** 



**Department of Defense** 



**Department of Energy** 



Department of Housing and Urban Development



Department of Homeland Security



Department of the Interior



**Department of Transportation** 



Environmental Protection Agency



**Nuclear Regulatory Commission** 



Federal Energy Regulatory
Commission

## **Benefits of FAST-41 Coverage**



Increased predictability: Federal agencies required to collaborate on the creation and management of the permitting timetable.



Focused attention of agency leadership: to drive issue resolution, direct resources, and maintain internal accountability.



**Enhanced coordination:** Permitting timetable is a one-stop shop for project sponsors and Federal agencies to coordinate on project progress and timeline extensions.



Increased transparency & accountability:
Permitting timetables and Federal decisions
are accessible to the public. Timetable
oversight from Permitting Council and annual
report to Congress on compliance of agencies.

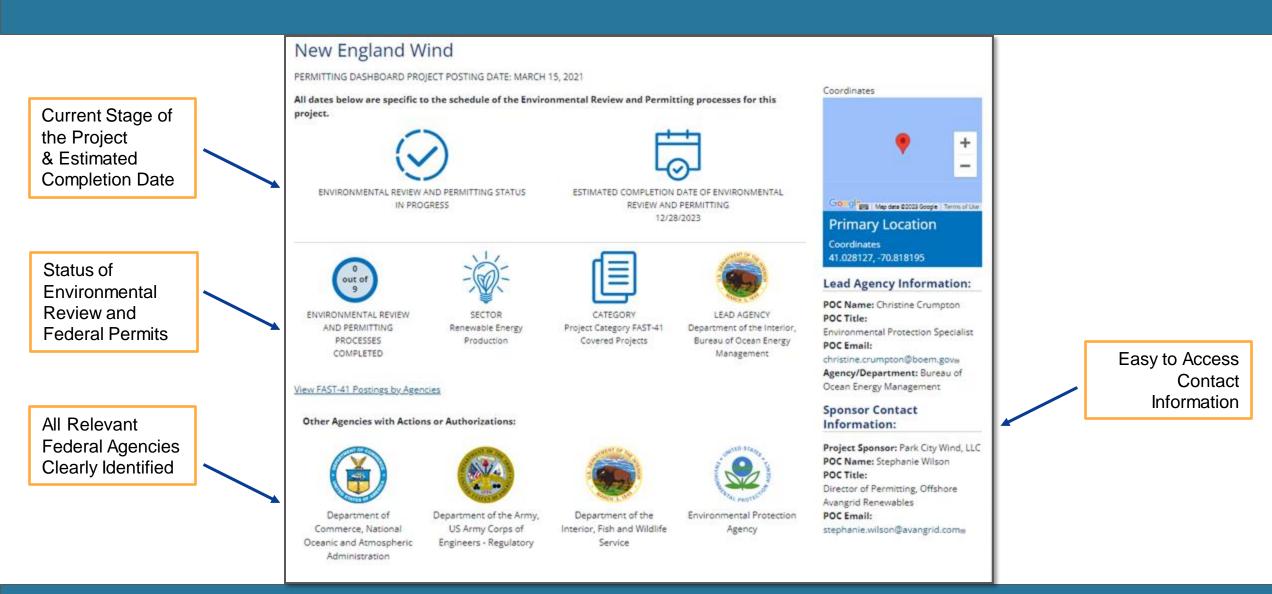


**Resources:** Funding can be transferred to Federal, state, local government agencies, and Tribes to support work related to federal environmental authorizations.



**Dispute resolution:** Clearly defined escalation procedures for resolving permitting timetable issues (roadblocks).

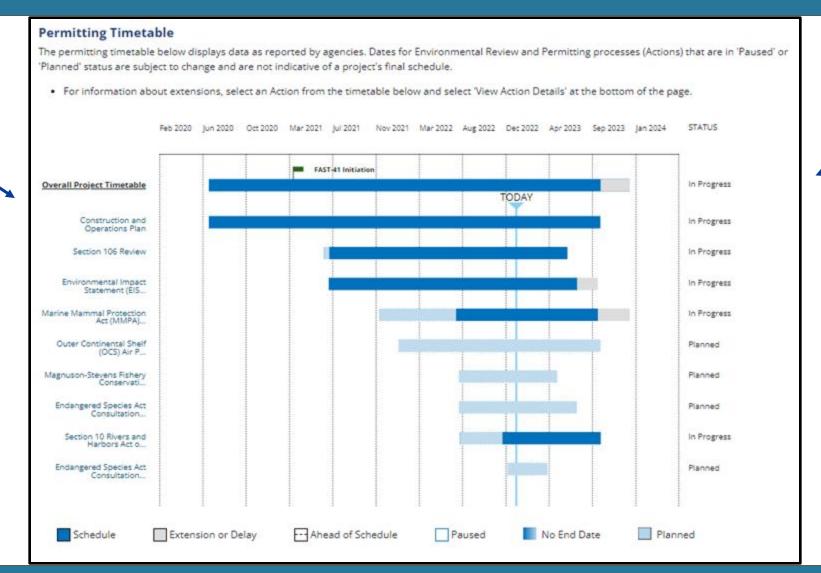
## How FAST-41 Increases Predictability & Accountability



## How FAST-41 Increases Predictability & Accountability



Each authorization or review hyperlinks to a list of actions needed to complete the overall authorization or review, and describes the progress of each action.



Status

Executive Director provides oversight and coordination through the administration of the permitting timetable.

#### FAST-41 Sectors

- Renewable energy production
- Conventional energy production
- Electricity transmission
- Surface transportation
- Aviation
- Ports and waterways
- Water resource
- Broadband
- Pipelines
- Manufacturing
- Mining
- Carbon capture
- Semiconductors
- Artificial intelligence and machine learning
- High-performance computing and advanced computer hardware and software
- Quantum information science and technology
- Data storage and data management
- Cybersecurity

(\*) WRDA funded and DOT-led projects are excluded from FAST-41.







## Eligibility: FAST-41 Project Criteria

Criteria Category	Definition	Examples
Objective	<ul> <li>Subject to NEPA</li> <li>Requires investment of \$200M+</li> <li>Project not eligible for abbreviated environmental review or authorization</li> </ul>	<ul><li>Offshore Wind projects</li><li>Interstate Electricity Transmission Lines</li><li>Utility-Scale Solar Fields</li></ul>
Tribal	<ul> <li>Subject to NEPA</li> <li>Sponsored by Tribe &amp; located at least partially on land within their jurisdiction</li> <li>\$200M threshold does not apply</li> </ul>	<ul><li>Tribal broadband</li><li>Tribal energy projects</li><li>Tribal water infrastructure</li></ul>
		5 11 11 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
Discretionary	<ul> <li>\$200M threshold does not apply</li> <li>Council determines that project is of size and complexity that would benefit from coverage</li> </ul>	<ul> <li>Rural broadband projects that require an EIS that are not valued at \$200 million or more</li> <li>Middle Mile Broadband Infrastructure</li> </ul>
Carbon Capture	<ul> <li>Includes construction of: any facility, technology, or system that captures, utilizes, or sequesters carbon dioxide emissions, including projects for direct air capture and carbon dioxide pipelines.</li> <li>Project is covered by a programmatic plan or environmental review development for the primary purpose of facilitating development of carbon dioxide pipelines.</li> <li>No NEPA requirement.</li> </ul>	<ul> <li>Subsurface injection &amp; storage projects</li> <li>Coal plant capture &amp; injection</li> <li>Refinery capture &amp; injection</li> </ul>

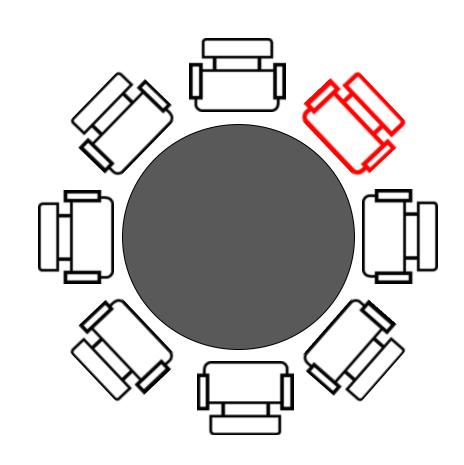
## Seat at the Decision Making Table

#### **Project Sponsors Consulted:**

- in creating the permitting timetable
- on all permitting timetable modifications

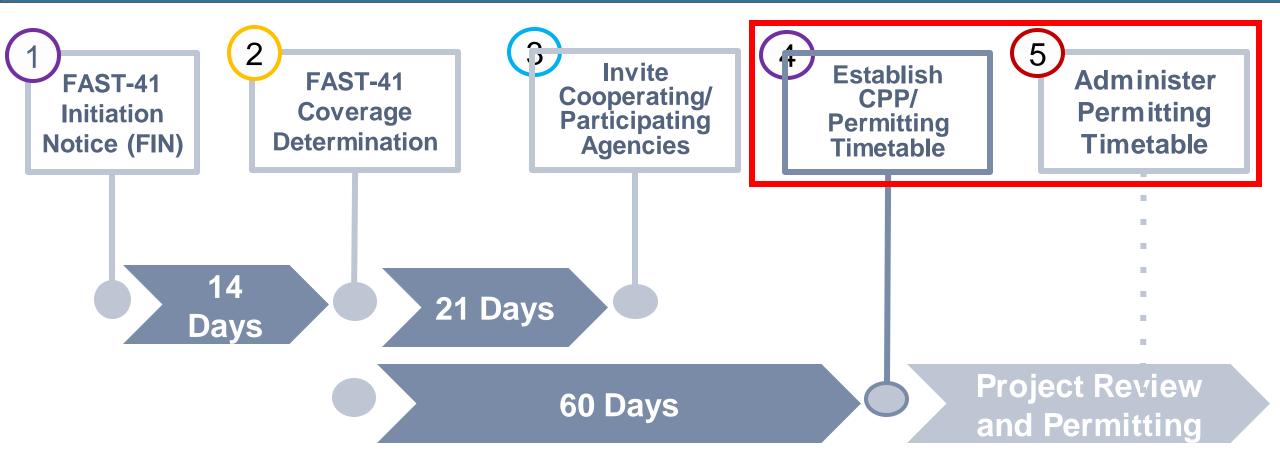
#### Permitting Timetable Modifications Require:

- Executive Director approval for certain date changes in excess of 30 days.
- OMB approval for extensions by more than 150% of original length, and notification to Congress.





## FAST-41 Process Covered Project Stages

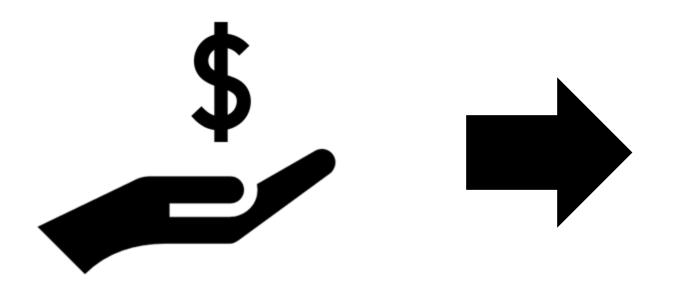


Compliance Report to Congress issued quarterly

## **Funding to Support FAST-41 Projects**

### **Environmental Review Improvement Fund (ERIF)**

The Executive Director may transfer funds to facilitate timely and efficient environmental reviews and authorizations for FAST-41 covered projects.



#### Who's Eligible?

- Federal agencies
- Tribal Governments
- State agencies
- Local governments



## **FAST-41 MythBusting**



#### FAST-41 does not:

- Cut corners or reduce the quality of project review and permitting processes.
- Dictate the outcome of any environmental review or authorization process.
- Reduce engagement with Tribes and other stakeholders.
- Prescribe deadlines.
- Modify or set rigid timeframes for NEPA or other processes.

## The Office of the Executive Director does not play a role in:

- Substantive aspects of decision making in the project review processes.
- Selecting or prioritizing certain types of projects for FAST-41 coverage or agency review.
- Advocating for a project.
- Underlying environmental review and authorization processes, which is administered by the relevant agencies pursuant to applicable law.



## How to become a FAST-41 project?

- To join this voluntary program, interested project sponsors for potential covered projects should submit the following information by email or <u>online form</u> required under FAST-41:
  - Project Information: Title, Sector, Type, Location
  - Project Sponsor Name and Contact Information
  - Statement of the purposes and objectives of the project
  - Concise description including general location and/or a summary of geospatial information, if available, and the locations, if any, of environmental, cultural, and historic resources
  - Statement regarding the technical and financial ability of the project sponsor to construct the proposed project
  - Statement of any Federal Financing, environmental reviews, and authorizations anticipated to be required; and
  - Assessment that the project meets the definition of a covered project as defined in 42 U.S.C. §4370m(6)(A) and a statement of reasons supporting the assessment.
- The FIN should be emailed to both FAST.FortyOne@fpisc.gov and the appropriate facilitating agency.
- Open for pre-application consultations or any questions

## Appendix





## **FAST-41 Policy Context**

	Action	
1995	Reinventing Environmental Regulation	
2002	Executive Order on Environmental Stewardship and Transportation Infrastructure Project Reviews (Executive Order 13274)	
2005	Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)	
2011	Presidential Memorandum on Speeding Infrastructure Development through More Efficient and Effective Permitting and Environmental Review	
2011	Interagency Rapid Response Teams launched	
2012	Executive Order on Improving Performance of Federal Permitting and Review of Infrastructure Projects	
2012	Moving Ahead for Progress in the 21st Century Act (MAP-21)	
2015	Title 41 of the Fixing America's Surface Transportation Act (FAST-41) establishes the Permitting Council	
2017	Executive Order 13766, Expediting Environmental Reviews and Approvals for High Priority Infrastructure Projects (Rescinded)	
2017	Executive Order 13807, Establishing Discipline and Accountability in the Environmental Review and Permitting Process for Infrastructure Projects (a.k.a., "One Federal Decision") (Rescinded)	
2021	Infrastructure Investment and Jobs Act Permanently reauthorizes Permitting Council, updates FAST-41	
2022	S.3451 signed into law. Six technology-related infrastructure sectors added to FAST-41	



## Permitting and Environmental Review Process

#### **National Environmental Policy Act (NEPA):**

- "Major" projects: Environmental Impact Statement (EIS) or a complex Environmental Assessment (EA); Many of these added to FAST-41 process.
  - ~1% of all projects require an EIS
  - ~5% of all projects require an EA (and many of these are not "major/complex")
- Remaining ~95% are categorical exclusions (CatEx/CE)

#### **Duration of Environmental Review Process:**

- From 2010-2018, an EIS took an average of 4.5 years (median = 3.5 years). Wide variation, with some taking 10+ years, some taking <2 year.</li>
- EAs generally take less time; CEs often take just a few months. But wide variation here too.

**Federal Permitting:** 60+ Federal permitting/review processes across 15+ federal agencies (e.g. Endangered Species Act; Section 106 historic properties review; Section 404 Clean Water Act; rights-of-way authorizations; special use permits; etc.)



### **FAST-41 Best Practices Recommendations**

- At least annually, the Permitting Council issues recommendations for infrastructure permitting best practices in eleven categories, including:
  - Enhancing early stakeholder engagement, including engaging with Native American stakeholders to ensure that project sponsors and agencies identify potential natural, archeological, and cultural resources and locations of historic and religious significance in the area of the covered project.
  - Improving coordination between Federal and non-Federal government entities.
  - Increasing transparency.
  - Creating and distributing training materials useful to Federal,
     State, Tribal, and local permitting officials.
- Agencies must report to Congress annually re agency progress implementing Permitting Council best practices



## www.permitting.gov

## **California State Agencies**

Jennifer Mattox
State Lands Commission

California Coastal Commission

**Holly Wyer** 

Jay Staton **Department of Fish and Wildlife** 

Yi-Hui Wang
Ocean Protection Council



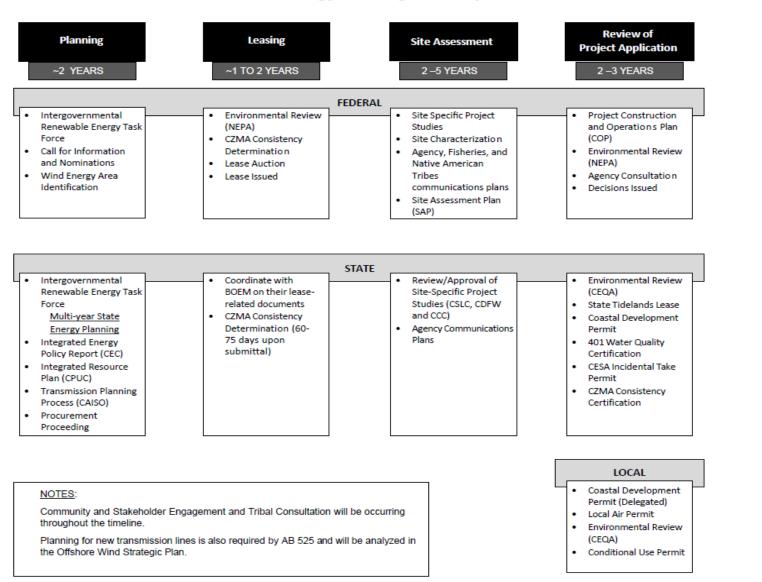




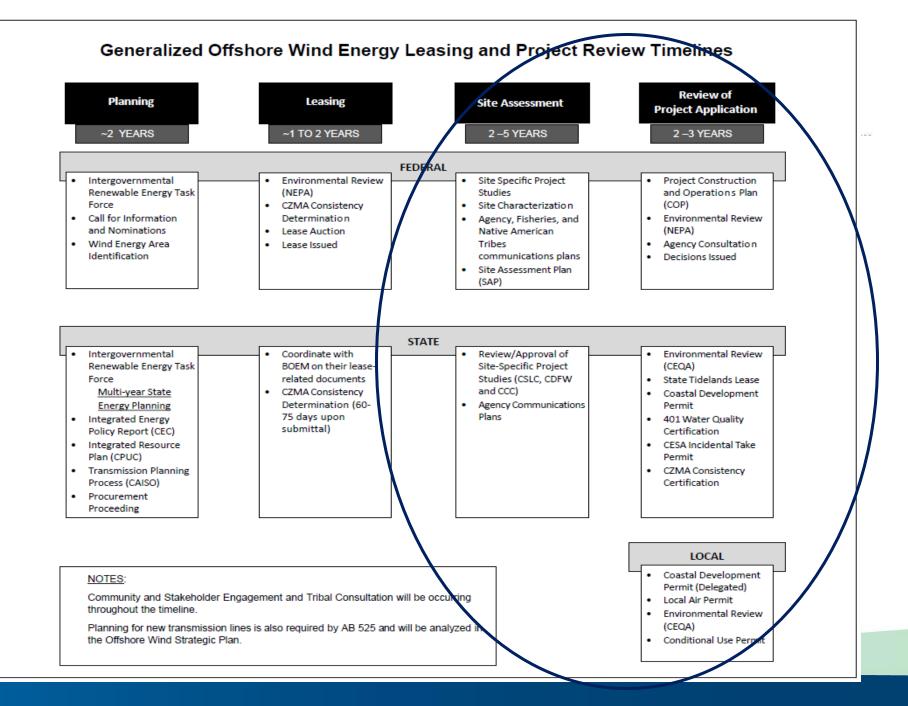




#### Generalized Offshore Wind Energy Leasing and Project Review Timelines









## **Generalized Timeline for Leased Area Phases**

#### Site Assessment Phase: 2 to 5 years

#### **Federal**

- Site Specific Project Studies
- Site Characterization
- Agency, Fisheries, and Native American Tribes communications plans
- Site Assessment Plan (SAP)

#### State/Local

- Review/Approval of Site-Specific Project Studies (CSLC, CDFW and CCC)
- Agency Communications Plans

## Review of Project Application Phase: 2 to 3 years

#### **Federal**

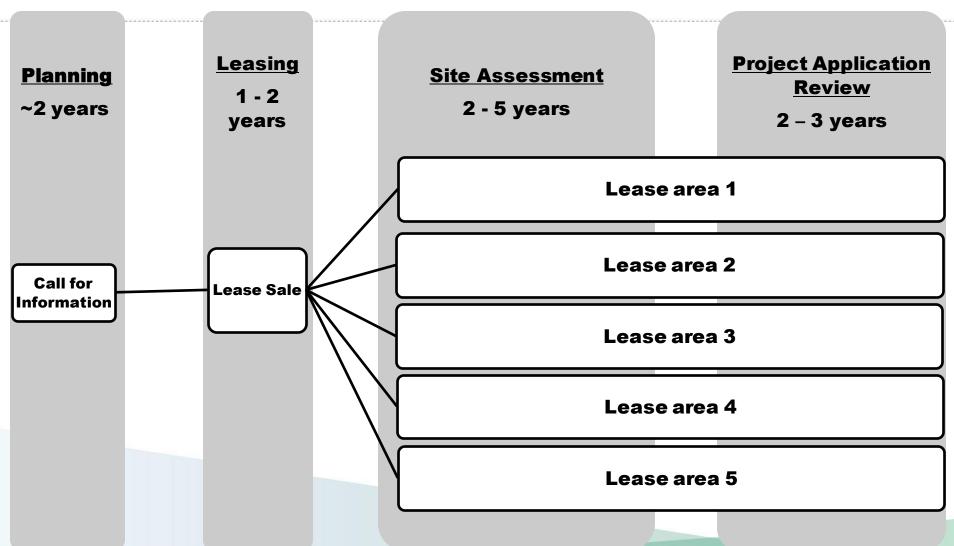
- Project Construction and Operations Plan (COP)
- Environmental Review (NEPA)
- Agency Consultation
- Decisions Issued

#### State/Local

- Environmental Review (CEQA)
- State Tidelands Lease
- Coastal Development Permit
- 401 Water Quality Certification
- CESA Incidental Take Permit
- Lake and Streambed Alteration Agreement
- CZMA Consistency Certification



## **Illustration of Phases for PACW-1 Leases**



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Jay Staton **Department of Fish and Wildlife** 

Yi-Hui Wang
Ocean Protection Council











## **Sam Cohen**

## **Santa Ynez Band of Chumash Indians**



## **Questions and Answers**



## Break



# Panel 2: Unpacking Approaches and Examples from the Permitting Roadmap



## **Proposed Permitting Approaches**

## **Six Approaches**

## **Coordinated Approaches**

- 1. State and Federal agency coordination
- 2. One state agency coordinator
- 3. One state application process

## **Consolidated Permitting Approach**

4. One state permitting authority

## **Coordinated Environmental Review Approaches**

- 5. Joint NEPA and CEQA document
- 6. Program environmental impact report



Source: Principle Power



## **Background and Description of the Renewable Energy Action Team**

Scott Flint
California Energy Commission



## Luisa Valiela and Sahrye Cohen

## **U.S. Environmental Protection Agency**

# Bay Restoration Regulatory Integration Team (BRRIT)

Facilitating multi-benefit restoration projects in San Francisco Bay through enhanced agency collaboration

Offshore Wind Energy Permitting Workshop

June 2, 2023

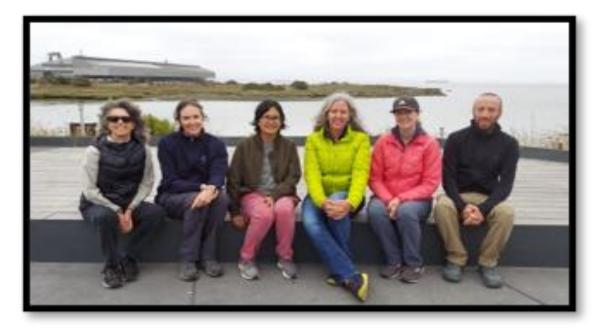
Luisa Valiela, EPA Region 9 San Francisco Bay Program Lead Sahrye Cohen. EPA Region 9 Wetlands and Oceans Section Manager

## **BRRIT Basics**

"Tidal marshes that are established by 2030 are more likely to provide ongoing benefits when sea level rise accelerates at mid-century. To achieve this goal, the planning, permitting, and construction of restoration projects must be accelerated."

- Baylands Ecosystem Habitat Goals Science Update, 2015

- WHO: Seven state and federal regulatory agencies
- PURPOSE: Improve permitting process for multi-benefit tidal restoration projects along shoreline of the San Francisco Bay

















## **BRRIT Budget**

- 5 years of funding: 2019 2024 = \$6M
- All agency agreements are set to expire at the end of 2024
- Funders: Measure AA (SF Bay Restoration Authority), State Coastal Conservancy, Bay Toll Authority, East Bay Regional Park District, and Santa Clara Valley Water District
- Policy & Management Committee (PMC) representatives of each agency meet monthly





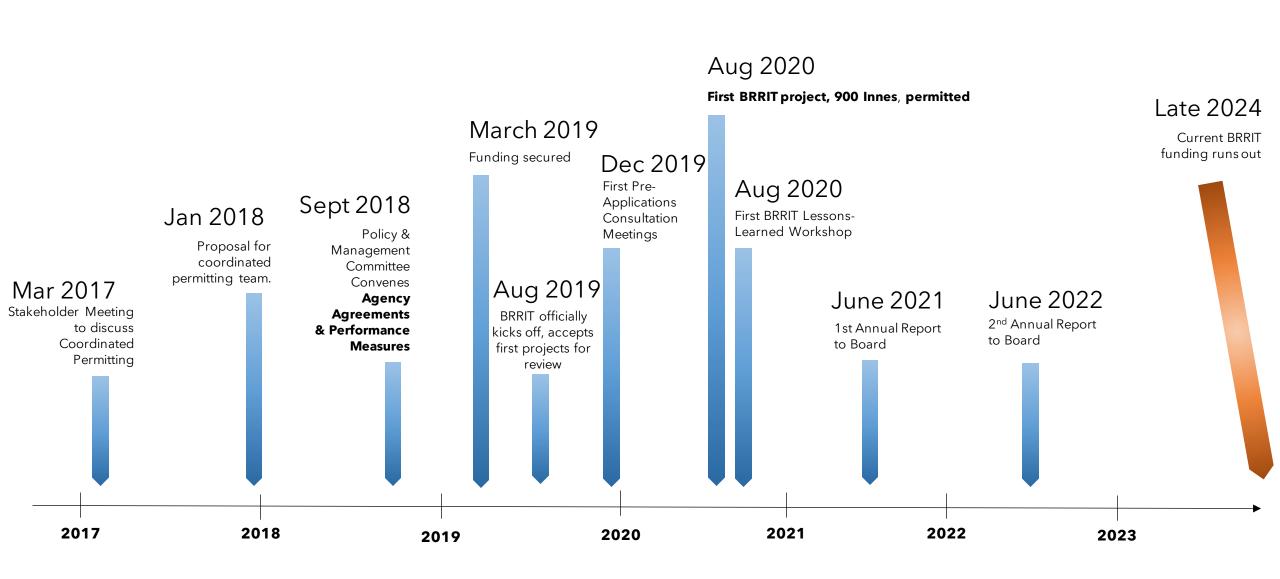












## Regulatory Context



Breaching of levee at the Lower Walnut Creek Restoration Project, Martinez, CA Oct. 2021

#### **Complex environment and regulations**

- Many agencies, many regulations
- Agencies have differing mandates
- Regulations were not developed with restoration in mind
- Innovation/Uncertainty increases cost
- SLR and Infrastructure Constraints



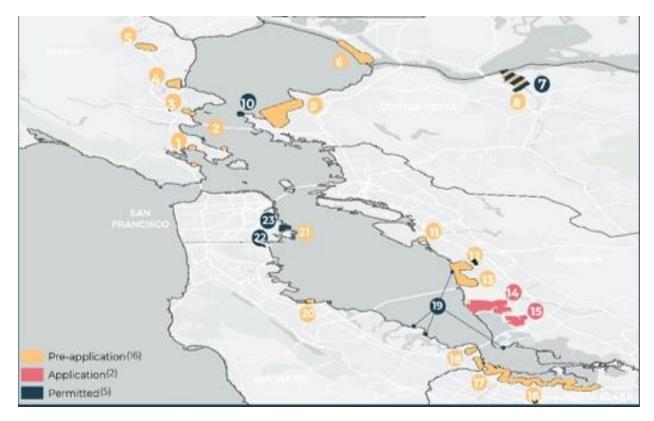








## **BRRIT Successes**





#### **Improved Permitting EFFICIENCY**

- Identify conflicts BEFORE design is fixed (Pre-application meetings)
- Agencies and applicants work collaboratively to resolve issues
- Dedicated permit managers

## Challenges & Lessons Learned

**Challenge**: Perceptions and expectations

#### **Response:**

- Increased outreach to restoration community, open discussions of constraints in regulations and policies
- Encouraging feedback to improve coordination

**Challenge**: Statutes and Regulations do not reflect current needs – e.g., CA Fully Protected species

#### **Response:**

- Developed Elevation Process with Policy and Management Committee (PMC)
- Elevation of issues from BRRIT to PMC for discussion and resolution; policy improvements; identification if legislative fixes are needed
- CDFW representatives worked internally with their agency to resolve and develop Restoration RMP



## Challenges & Lessons Learned

**Challenge**: Post-Construction Monitoring Requirements – perceived as a burden by project proponents

#### **Response:**

- Discuss monitoring needs with applicants early to avoid surprises
- Work collaboratively to align monitoring requirements across agencies and to find solutions that meet mandates but allow flexibilities and affordability

**Challenge:** Improving Coordination with other agencies

#### **Response:**

- Addition of CDFW Marine Region to PMC
- Need for coordination with agencies that may intersect with restoration projects (flood control districts, utilities, etc.)
- Interaction and incorporation of other programmatic efforts (Cutting the Green Tape, Statewide Restoration Order, etc.) with BRRIT projects



## Take-home messages

#### Key to BRRIT's success is...

- Close coordination with applicants early and often
- Close collaboration between BRRIT members
- PMC to work on policy-level issues
- Dedicated funding, staff and management!





#### **Susan Lee**

## **Aspen Environmental Group**

# AB 525 Permitting Roadmap Joint & Programmatic Environmental Documents

CEC Workshop June 2, 2023

**Prepared by: Susan Lee** 

Slee@Aspeneg.com

Date: June 2, 2023



## Joint CEQA/NEPA Environmental Documents



## What is a Joint Document?

- A single document that meets both CEQA and NEPA requirements
  - Agencies collaborate to prepare one document rather than two separate documents
- Major projects are generally evaluated using a combined Environmental Impact Report (CEQA) and Environmental Impact Statement (NEPA) > EIR/EIS
  - Options to combine CEQA and NEPA compliance in other forms
  - Joint Initial Study/Mitigated Negative Declaration (IS/MND) or EIR under CEQA, with an Environmental Assessment (EA) or EIS (under NEPA)



## Joint Environmental Review: Statutes

Joint processes are encouraged by both CEQA and NEPA statutes

- ◆ CEQA Guidelines (PRC 15226): State and local agencies should cooperate with federal agencies to the fullest extent possible to reduce duplication between the California Environmental Quality Act and the National Environmental Policy Act.
- ◆ **NEPA** (40 C.F.R. § 1506.2) encourages cooperation with state and local agencies in an effort to reduce duplication in the NEPA process.
- Both statutes support streamlining of the environmental review process by encouraging joint planning processes, sharing of research and studies, holding joint public meetings and hearings, and publishing a shared environmental document.



## Joint Environmental Review: Purpose

#### When Should a Joint Document be Prepared?

- The project is jointly carried out by a local or State agency and a federal agency
- The project requires federal permits or other entitlements, or receives federal funds
- The project will occur on federal land, or will require a lease or right-of-way from a federal agency

#### What is the Purpose of a Joint Document?

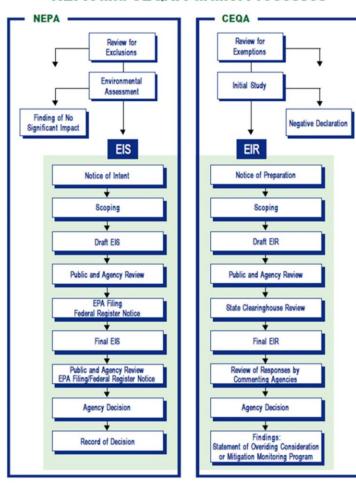
- Improve efficiency and interagency cooperation; avoids duplication of effort
- Simplify and facilitate public involvement
- Create consistency in addressing issues



### Joint Environmental Review: Process

- Define agencies with jurisdiction and permitting responsibilities
- Align key process steps and schedules
- Develop a Memorandum of Understanding (MOU)
  - Define management team (e.g., Joint Review Panel) for EIR/EIS preparation
  - Develop outline that meets all agencies' requirements

#### **NEPA** and **CEQA**: Parallel Processes





## Major Differences Between CEQA and NEPA

CEQA	NEPA
Defining significance of impacts is required	Impacts must be disclosed, but no significance determination should be made
Mitigation must be implemented	Mitigation must be identified
Alternatives can be analyzed in less detail than proposed project	Alternatives must be analyzed at equal level of detail
❖ Details driven by case law	Details driven by agency-specific guidelines/directives



## **Challenges with Joint Environmental Reviews**

- Aligning schedules
  - Federal Register noticing is required at 3 points: Notice of Intent to Prepare, publication of Draft EIS and Final EIS
- Developing outline and terminology to align alternatives, impact descriptions, significance conclusions, and mitigation approaches
- Implementing different requirements for consultation with Native American tribes
- Working with Joint Review Panels (JRPs; used for offshore oil and gas in the 1980's-1990's) can be cumbersome and time-consuming due to the large number of state and federal agencies involved (BOEM, NMFS, USFWS, CSLC, CCC, Counties, etc.)



## **Examples of Joint Environmental Reviews**

- Oil and Gas Development in the Santa Barbara Channel
  - Minerals Management Service (now BOEM), CA State Lands Commission, CA Coastal Commission, and Santa Barbara or San Luis Obispo County
    - Point Arguello Field and Gaviota Processing Facility Area Study and Chevron/Texaco Development Plans EIR/EIS
    - San Miguel Project and Northern Santa Maria Basin Area Study EIS/EIR
- Electric Transmission
  - CPUC and BLM and/or USDA Forest Service
  - Sunrise Powerlink EIR/EIS, Devers-Palo Verde No. 2
- Water Conveyance (Bureau of Reclamation & Water Districts)
  - Delta-Mendota Canal EA/IS
  - North Drainage Canal Lift Pump Station Project IS/MND and EA



## **Programmatic Environmental Documents**



## What is a Programmatic Environmental Document?

- ◆ A Program EIR (PEIR) or Program EIS is an environmental document that broadly describes the effects of a series of related activities such as a plan or program with multiple components
- Subsequent project-specific environmental documents would tier from the programmatic document
- Tiering can reduce the scope and complexity of the subsequent documents (resulting in shorter documents and shorter review processes)



## **Programmatic Environmental Reviews**

- Programmatic document preparation is defined in both CEQA and NEPA statutes:
  - CEQA Guidelines (PRC 15168): A program EIR may be prepared on a series of related actions that can be characterized as one large project
  - Under NEPA (40 CFR 1502.4[b]), a Programmatic EIS is prepared to consider "broad federal actions such as the adoption of new agency programs or regulations... timed to coincide with meaningful points in agency planning and decision making"
- Programmatic documents do not usually support project-level approval, but they can streamline future project approvals



## **Project Types Covered by Programmatic Documents**

#### **CEQA**

- (1) Projects grouped geographically
- (2) Projects that are logical parts in a chain of contemplated actions
- (3) Rules, regulations, plans, or other general criteria to govern the conduct of a continuing program
- (4) Individual activities carried out under the same authority and with environmental effects that can be mitigated in similar ways

#### **NEPA**

- (1) Proposals grouped geographically, including actions occurring in the same general location, such as body of water or region
- (2) Proposals with similarities in timing, impacts, alternatives, methods of implementation, media, or subject matter
- (3) Proposals in similar stages of technological development, including research, development or demonstration programs for new technologies



## Advantages to Use of Programmatic Documents

- Provide for a more exhaustive consideration of effects and alternatives than would be practical in an EIR on an individual proposed action
- Ensure consideration of cumulative impacts on a broad scale
- Allow consideration of broad policy alternatives and program-wide mitigation measures
- Avoid duplicative reconsideration of basic policy considerations in subsequent project-specific documents



## **Program EIRs for Offshore Wind**

- A PEIR for offshore wind could define :
  - A range of construction activities and facilities that may be developed, and the range of potential impacts
  - Consideration of a range of components of offshore wind development
  - Mitigation approaches for anticipated impacts
  - Description of cumulative effects from defined development scenarios (alternatives)
- Even given current uncertainties in floating turbine technology and transmission interconnections, a PEIR could define a range of impact parameters that are known at the time of its writing
- A PEIR can provide efficiencies (saving permitting time) during projectlevel reviews



## **Challenges with Programmatic Documents for OSW**

- Multiple agencies with permitting/approval authority would likely require a potentially cumbersome JRP-like management process
- Complexity of impact analysis driven by the varied areas affected:
  - Offshore:
    - Construction and operation of turbines, cables, vessel traffic
    - Multiple agencies involved given state and federal jurisdictions
  - Ports and harbors: construction of ports, assembly of turbines, vessel traffic for construction and O&M
  - Onshore: construction of transmission lines, use of transportation corridors, development of O&M and manufacturing facilities



## **Examples of Programmatic Environmental Reviews**

- BOEM Programmatic EIS for New York Bight (offshore wind)
  - Impacts of wind energy development, and impacts that could result from programmatic avoidance, minimization, mitigation, and monitoring measures
- ◆ BOEM Programmatic EIS for Decommissioning of Oil and Gas Platforms off Southern California
  - Draft published October 2022; Final in preparation
- Desert Renewable Energy Conservation Plan Draft EIR/EIS and Final EIS and Land Use Plan Amendment
  - Adopted by the BLM in 2016
- General Plan EIRs for Counties and Cities





**Whitney Fiore** 

**Denise Toombs** 

**SWCA Environmental Consultants** 

**AECOM** 



### MEETING CA OFFSHORE WIND TARGETS

An effective Permitting Roadmap provides:

- Specificity and details
- Industry, Tribes and stakeholders with a predictable process
- Transparency and opportunities for meaningful input
- Pathway for good environmental outcomes

#### **California Offshore Wind Development Permitting Framework**

BOEM OCS Lease	COP Surveys, Reports and Studies		Project-Level Federal and State Permits		
	Υ		<u> </u>		
· ·	'		· ·		
Federal Permits/Consultations	Surveys, Reports, and Studies to comply with federal and CA State Requirements		Federal Permits/Consultations		
BOEM NEPA EA/Finding of No Significant Impact	Site Assessment Plan	Hydrodynamic and Sediment Transport Modeling Report	BOEM NEPA EIS Record of Decision	Endangered Species Act (ESA) Section 7 Consultation	
*	COP Survey Plan	Acoustic Assessment Reports –	Federal Aviation Administration (FAA)		
USFWS/NMFS Endangered Species Act (ESA) Section 7 Consultation	Geophysical and Geotechnical (G&G) Survey Reports and Site	Underwater, In Air, and onshore	Obstruction Evaluation / Airport Airspace Analysis	NMFS Magnuson-Stevens Fishery Conservation and Management Act	
NMFS Magnuson-Stevens Fishery	Characterization Report	Munitions and Explosives of Concern Desktop Study	Individual Clean Water Act (CWA)	(MSFCMA) Section 305(b) EFH Consultation	
Conservation and Management Act (MSFCMA) Section 305(b) EFH Consultation	Sediment Profile Imaging and Benthic Survey Report	Marine and Onshore Archaeological	Section 404 Permit	Bald and Golden Eagle Protection Act (BGEPA) Incidental Take Permit, Migratory	
National Historic Preservation Act	Benthic Assessment Report and	Resources Assessment	Individual Permit pursuant to Section 10 of the Rivers and Harbors Act of 1899	Bird Treaty Act (MBTA) Compliance	
(NHPA) Section 106 Consultation	Post-Construction Monitoring Offshore and Onshore	Historic Architectural Resources Survey and Historic Resources Visual Impact		Marine Mammal Protection Act (MMPA) Authorization	
CCC Federal Consistency Determination Concurrence	Electromagnetic Frequency (EMF)	Assessment	US Coast Guard Private Aids to Navigation Application	(MMPA) Authorization	
Social materior content one	Assessment	Visual Resource and Visual Impact Assessments	Clean Air Act (CAA) Outer Continental	USFWS Incidental Take Authorization (IHA) or Letter of Authorization	
	Air Emissions Inventory	MetOcean Report	Shelf Air Permit		
	Fisheries Technical Report and	VALUE TO A TO THE TO SEE THE TO THE T		National Historic Preservation Act (NHPA)	
	Communication and Outreach Plan	Commercial and Recreational Fisheries Technical Report		Section 106 Consultation	
	Essential Fish Habitat (EFH)		State Permits/Consultations		
	Assessment	Economic Development Analysis			
	Avian and Bat Risk Assessment	Coastal Zone Management (CZM) Federal Consistency Certification	State Lands Commission State Tidelands Lease	CCC CZM Consistency Certification and Coastal Development Permit	
	Biological Resources Reports: Marine Mammals, Sea Turtles Gish,	Documentation	California Environmental Quality Act (CEQA)	Assembly Bill (AB) 52 Tribal Consultation	
	Habitat, Wetlands, Rare/Protected Species, Invasive Species	Safety Management Systems – Construction and Operations	EIR Notice of Determination	CDFW California Endangered Species Act	
	Animal Exposure Modeling/Assessment		CPUC Permit to Construct (possibly needed by IOU)	(CESA) Consultation and Incidental Take Permit	
	Navigational Risk Assessment Waste/Spill Prevention Plans		CDFW Section 1600 Streambed Alteration Agreement	National Pollutant Discharge and Elimination System (NPDES) Construction General Permit	
			CA Department of Transportation (CalTrans) Encroachment Permit (if needed)	Regional Water Quality Control Board CWA Section 401 Water Quality Certification	
			Regional/Loca	Regional/Local Permits	
			Local Review and Approvals including Conditional Use, Zoning, Building Permit, etc.		

## BOEM HAS DEVELOPED GUIDANCE TO LEASEHOLDERS TO SUPPORT CONSISTENCY IN DATA GATHERING AND ANALYSIS

30 CFR part 585
Renewable Energy and
Alternate Uses of Existing
Facilities on the Outer
Continental Shelf (OCS)

Guidelines for Providing
Benthic Habitat Survey
Information for Renewable
Energy Development

Guidelines for Providing Information on Fisheries for Renewable Energy Development Guidelines for Providing
Information on Marine
Mammals and Sea Turtles
for Renewable Energy
Development on the
Atlantic Outer

Guidelines for Providing
Avian Survey Information
for Renewable Energy
Development

Guidelines for Providing
Archaeological and
Historic Property
Information

Guidelines for Information Requirements for a Renewable Energy Construction and Operations Plan (COP) and GAP

Recent Guidelines for Mitigating Impacts on Fisheries

## STATE AGENCIES WITH OVERSIGHT IN MARINE ENVIRONMENT RELATED TO DATA COLLECTION

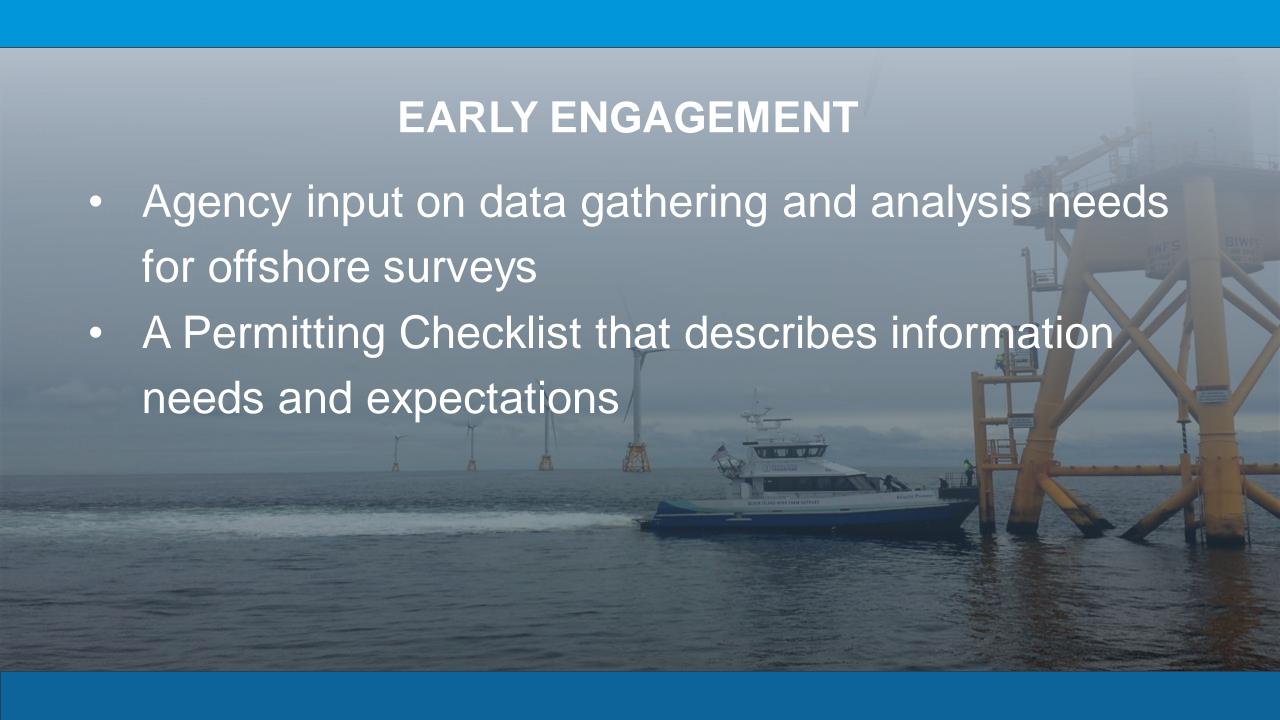
California State
Lands Commission
(lease of state
submerged lands)

California Coastal
Commission
(Federal
Consistency and
CDP)

California Office of Historic Preservation (Section 106 consultation)

Regional Water Quality Control Board (WQ Certification)

California
Department of Fish
and Wildlife (ITP)



## **DESIGNATED OVERSEEING ENTITY**

- The Permitting Roadmap should identify an entity or agency that will:
  - Coordinate agencies with jurisdiction over some part of offshore wind
  - Have authority to require schedules for agency input and participation are met
  - Provide agency dispute resolution or other communication facilitation needs

## TIMELINES AND SCHEDULES

- State permitting timelines should be closely coordinated with the federal permitting timeline
- A detailed schedule that includes:
  - Gantt chart that depicts developer/agency early and ongoing engagement
  - Coordinated agency reviews
  - Sequencing
  - Milestones

## **TRANSPARENCY**

- An Offshore Wind Permitting Dashboard that:
  - Shows the public where a project is in the permitting process
  - Includes milestones and public participation opportunities
- The Offshore Wind Permitting Dashboard should be maintained by the designated state entity/agency responsible for coordinating offshore wind permitting

## **FUNDING AND RESOURCES**

- State-level Offshore wind permitting requires resources
  - Long-term funding is required to support the agencies with permitting authority
  - Data necessary for offshore wind permitting is highly technical and crosses many areas of expertise
  - Agencies need staff that has the expertise to review this information and provide feedback to applicants



#### Rikki Eriksen

## **California Marine Sanctuary Foundation**



## **Daniel Chandler**

## 350 Humboldt

# AB 525 Strategic Plan Workshop on Permitting

Daniel Chandler, Ph.D. 350 Humboldt

# Why 2030?

"The residual global carbon budget to remain within 1.5°C of global warming with 67% probability is given as 400 billion tonnes CO2 from the start of 2020.

Global CO2 emissions are about 36 billion tonnes per year, and so the 400 billion tonnes CO2 will last just 11 years if no reductions are made, i.e. the global CO2 budget runs out at the end of 2030."

[Summary by Carbon Independent.org of Climate Change 2021: The Physical Science Basis. Working Group I Contribution to the IPCC Sixth Assessment Report, page 98.]

## What happens if we exceed 1.5°C warming?

## Island nations disappear:

- o Lennox Island
- o Deal Island
- Republic of Cabo VerdeBissagos Islands
- Democratic Republic of São Tomé and Príncipe
- Kingdom of Bahrain
- Union of the Comoros
- o Republic of Mauritius
- Republic of Seychelles

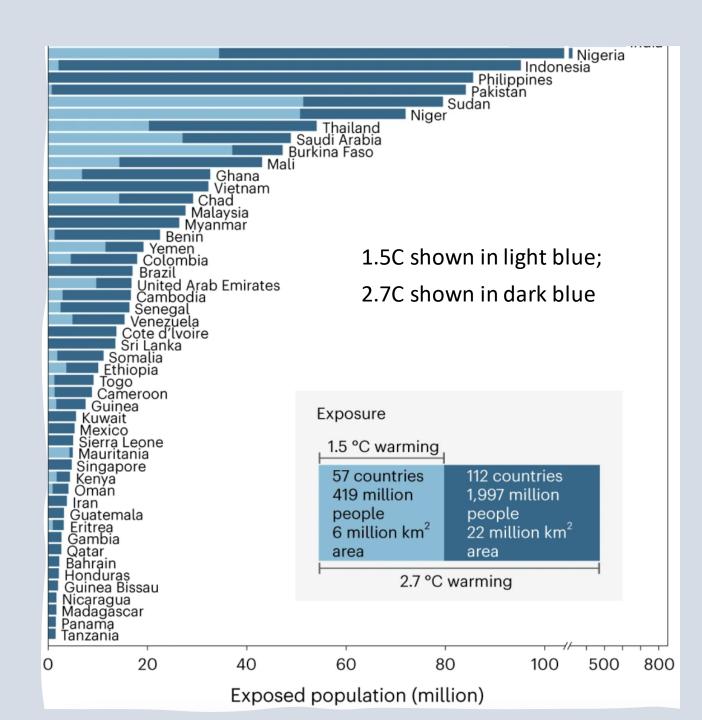
- o Bhasan Char and Sandwip
- o Republic of Singapore
- o South China Sea Islands
- Commonwealth of Northern
   Mariana Islands
- o Guahan
- o Republic of Palau
- Federated States of Micronesia
- Republic of Maldives

What happens if we follow our current path toward 2.7 °C?

2 billion people experience average heat over 81 degrees F:

1.5 ° C = 419 million people

2.7 ° C= 2 billion people



## What happens if we exceed 1.5°C?

## Tipping points are far more likely at 2 °C than 1.5 °C

- o Greenland Ice Sheet
- o Arctic Sea Ice
- West Antarctic ice sheet
- o East Antarctic sub-glacial basins
- East Antarctic ice sheet
- North Atlantic sub-polar gyre / Labrador Sea convection

- Atlantic meridional overturning circulation
- o Boreal Forest dieback
- Extinction of low-latitude coral reefs
- Amazon sequestration
- CO2 and methane release from melting permafrost\*

<sup>\*</sup> Already irreversible

Again, why 2030?

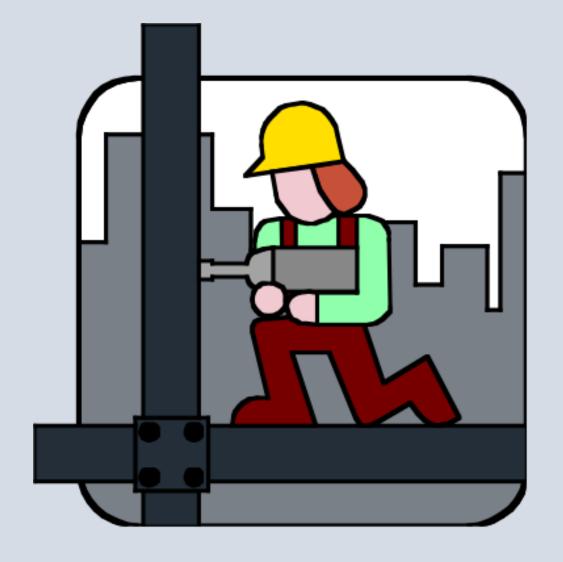
Bezos Earth Fund CEO, Andrew Steer: "This is the decisive decade....if we don't get it right this decade, actually next decade it will be impossibly expensive to do anything and will quite frankly be too late."

# Current best case vs. 1.5°C compatible 2030 goal

- Current: Elizabeth Huber, Director of the CEC Climate Initiatives Branch, has stated that California's goal is to get 4.5 GW operating by 2030 and reduce the 7-10 years permitting processes to under 7 years.
- 1.5°C Compatible Goal: At least the CPUC "sensitivity portfolio" of 5 GWs on the central coast and 8 on the north coast, for a total of 13.4 GWs by 2030 is needed. Shoot for 25 GWs by 2035.

# Permitting recommendations

- Emulate the European Union's REPowerEU Action Plan, which adopted language of "overriding public interest"
- Integrated permitting should include ports, transmission and all federal state and local agencies not just the turbines.
- Permitting should be centralized one-stop shopping for all developers with a lead state agency.
- The accelerated timeline will require legislative and budget actions.
- To ensure buy in, community benefits should include a reliable power grid for coastal areas and involvement and equity for Tribal nations, fishers, and the smaller communities that will be transformed by building new ports and turbines.



Thank you.



### **Eddie Ahn**

## **Brightline Defense**



## **Mike Conroy**

## Responsible Offshore Development Alliance



# **Questions and Answers**



# **Next Steps for Permitting Roadmap**



- Written comments due June 19, 2023
- Staff is preparing a chapter to address permitting as part of a draft offshore wind energy strategic plan



## **Public Comment Instructions**

#### **Rules**

• 3 minutes per person

#### Zoom

• Click "raise hand" ("">



#### Telephone

- Press \*9 to raise hand
- Press \*6 to (un)mute

#### When called upon

 Unmute, spell name, state affiliation, if any

#### **Written Comments:**

- Due: June 19, 2023 by 5:00 p.m.
- Docket: 17-MISC-01
- Submit at: https://efiling.energy.ca.gov/Ecomment/Ecom ment.aspx?docketnumber=17-MISC-01

#### **3-MINUTE TIMER**