

## **3.6 INDUSTRIAL AND ENERGY DEVELOPMENT**

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### 3.6.1 COASTAL ACT POLICIES

While emphasizing protection, enhancement, and restoration of coastal resources, the Coastal Act also recognizes that certain types of industrial and energy developments may be necessary in the coastal zone. As set forth in Section 30001.2:

*The Legislature further finds and declares that, notwithstanding the fact electrical generating facilities, refineries, and coastal-dependent developments, including ports and commercial fishing facilities, offshore petroleum and gas development, and liquefied natural gas facilities, may have significant adverse effects on coastal resources of coastal access, it may be necessary to locate such development in the coastal zone in order to ensure that inland as well as coastal resources are preserved and that orderly economic development proceeds within the state.*

Specific sections of the Coastal Act which address industrial and energy development are reviewed below.

#### **Coastal-Dependent and Coastal-Related Criteria**

The Coastal Act policies which address industrial development distinguish between coastal-dependent development, coastal-related development, and other types of industrial developments. According to Section 30101 of the Act:

*30101. "Coastal-dependent development or use" means any development or use which requires a site on, or adjacent to, the sea to be able to function at all.*

*30101.3 "Coastal-related development" means any use that is dependent on a coastal-dependent development or use.*

Examples of coastal-dependent development or use may include: some aquaculture, commercial fishing facilities, ports, marine terminals, and development of oil and gas reserves located offshore or in the coastal zone. Not all activities or facilities associated with such developments are necessarily coastal-dependent uses, however. Processing and storage facilities which support oil and gas development, for instance, may not require a site on or adjacent to the sea within the meaning of Section 30101. This point is well illustrated by several examples in the county, including Unocal's Lompoc oil processing facility, Unocal's Battles gas plant, Exxon's Las Flores Canyon oil processing facility and proposed marine terminal, and POPCO's Las Flores Canyon gas processing facility. These four facilities serve the development of offshore oil and gas reserves but do not require a location adjacent to the sea nor in the coastal zone. Such facilities are coastal-related developments, dependent on coastal-dependent facilities such as offshore oil and gas platforms, subsea well completions, onshore well completions, and connecting pipelines. Whether or not the location of such facilities is appropriate in the Coastal Zone is a determination to be made on a case-by-case basis.

Under Section 30255, coastal-dependent development or use, whether industrial or not, is given priority over other development on or near the shoreline.

*30255. Coastal-dependent developments shall have priority over other developments on or near the shoreline. Except as provided elsewhere in this division, coastal-dependent developments shall not be sited in a wetland. When appropriate, coastal-related developments should be accommodated within reasonable proximity to the coastal-dependent uses they support.*

In addition, Section 30260 of the Act establishes special criteria for allowing coastal dependent industrial facilities.

*30260. Coastal-dependent industrial facilities shall be encouraged to locate or expand within existing sites and shall be permitted reasonable long-term growth where consistent with this division. However, where new or expanded coastal-dependent industrial facilities cannot feasibly be accommodated consistent with other policies of this division, they may nonetheless be permitted in accordance with this section and Sections 30261 and 30262 if (1) alternative locations are infeasible or more environmentally damaging; (2) to do otherwise would adversely affect the public welfare; and (3) adverse environmental effects are mitigated to the maximum extent feasible.*

This section of the Act anticipates that coastal-dependent industrial and energy development may not be consistent with other Coastal Act Policies, yet it may be necessary for the public welfare. Additional policies for energy-related industrial development are included in Sections 30232 and 30261 - 30264 of the Act as summarized below.

### **Oil and Gas Development**

Oil and gas development is permitted in the Coastal Zone if found to be consistent with Chapter 3 policies in the Coastal Act. In particular, Section 30232 requires adequate protection against oil spills, stating that:

*30232. Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials. Effective containment and clean up facilities and procedures shall be provided for accidental spills that do occur.*

Coastal-Dependent oil development must also meet the provisions of Section 30262. Section 30262 reads as follows:

*30262. Oil and gas development shall be permitted in accordance with Section 30260, if the following conditions are met:*

*(a) The development is performed safely and consistent with the geologic conditions of the well site.*

*(b) New or expanded facilities related to such development are consolidated, to the maximum extent feasible and legally permissible, unless*

*consolidation will have adverse environmental consequences and will not significantly reduce the number of producing wells, support facilities, or sites required to produce the reservoir economically and with minimal environmental impacts.*

*(c) Environmentally safe and feasible subsea completions are used when drilling platforms or islands would substantially degrade coastal visual qualities, unless use of such structures will result in substantially less environmental risks.*

*(d) Platforms or islands will not be sited where a substantial hazard to vessel traffic might result from the facility or related operations, determined in consultation with the United States Coast Guard and the Army Corps of Engineers.*

*(e) Such development will not cause or contribute to subsidence hazards unless it is determined that adequate measures will be undertaken to prevent damage from such subsidence.*

*(f) With respect to new facilities, all oil field brines are reinjected into oil-producing zones unless the Division of Oil and Gas of the Department of Conservation determines to do so would adversely affect production of the reservoirs and unless injection into other subsurface zones will reduce environmental risks. Exceptions to reinjections will be granted consistent with the Ocean Waters Discharge Plan of the State Water Resources Control Board and where adequate provision is made for the elimination of petroleum odors and water-quality problems.*

*Where appropriate, monitoring programs to record land surface and near-shore ocean floor movements shall be initiated in locations of new large-scale fluid extraction on land or near shore before operations begin and shall continue until surface conditions have stabilized. Costs of monitoring and mitigation programs shall be borne by liquid and gas extraction operators.*

Section 30263 establishes criteria for locating refineries in the coastal zone which, among other things, excludes any location on the Channel Islands.

*30263. (a) New or expanded refineries or petrochemical facilities not otherwise consistent with the provisions of this division shall be permitted if (1) alternative locations are not feasible or are more environmentally damaging; (2) adverse environmental effects are mitigated to the maximum extent feasible; (3) it is found that not permitting such development would adversely affect the public welfare; (4) the facility is not located in a highly scenic or seismically hazardous area, on any of the Channel Islands, or within or contiguous to environmentally sensitive areas; and (5) the facility is sited so as to provide a sufficient buffer area to minimize adverse impacts on surrounding property.*

*(b) In addition to meeting all applicable air quality standards, new or expanded refineries of petrochemical facilities shall be permitted in areas*

*designated as air quality maintenance areas by the State Air Resources Board and in areas where coastal resources would be adversely affected only if the negative impacts of the projects upon air quality are offset by reductions in gaseous emissions in the area by the users of the fuels, or, in the case of an expansion of an existing site, total site emission levels, and site levels for each emission type for which national or state ambient air quality standards have been established do not increase.*

*(c) New or expanded refineries or petrochemical facilities shall minimize the need for once-through cooling by using air cooling to the maximum extent feasible and by using treated waste waters from in plant processes where feasible.*

Section 30265 of the Act addresses the transportation and refining of crude oil, and emphasizes the use of pipeline over marine tanker for crude oil transport.

*30265. The legislature finds and declares all of the following:*

*(a) Offshore oil production will increase dramatically in the next 10 years from the current 80,000 barrels per day to over 400,000 barrels per day.*

*(b) Transportation studies have concluded that pipeline transport of oil is generally both economically feasible and environmentally preferable to other forms of crude oil transport.*

*(c) Oil companies have proposed to build a pipeline to transport offshore crude oil from central California to southern California refineries, and to transport offshore oil to out-of-state refineries.*

*(d) California would need to be retrofitted if California offshore crude oil were to be used directly as a major feedstock. Refinery modifications may delay achievement of air quality goals in the southern California air basin and other regions of the state.*

*(e) The County of Santa Barbara has issued an Oil Transportation Plan which assesses the environmental and economic differences among various methods for transporting crude oil from offshore California to refineries.*

*(f) The Governor should help coordinate decisions concerning the transport and refining of offshore oil in a manner which considers state and local studies undertaken to date, which fully addresses the concerns of all affected regions, and which promotes the greatest benefits to the people of the state.*

In addition, the Act encourages consolidation and multi-company use of marine tanker facilities:

*30261. Multicompany use of existing and new tanker facilities shall be encouraged to the maximum extent feasible and legally permissible, except where to do so*

would result in increased tanker operations and associated onshore development incompatible with the land use and environmental goals for the area. New tanker terminals outside of existing terminal areas shall be situated as to avoid risk to environmentally sensitive areas and shall use a monobuoy system, unless an alternative type of system can be shown to be environmentally preferable for a specific site. Tanker facilities shall be designated to (1) minimize the total volume of oil spilled, (2) minimize the risk of collision from movement of other vessels, (3) have ready access to the most effective feasible containment and recovery equipment for oil spills, and (4) have onshore deballasting facilities to receive any fouled ballast water from tankers where operationally or legally required.

### **Thermal Power Generating Plants**

Siting of new or expanded thermal electric generating plants is addressed in Section 30264 of the Coastal Act:

*30264. Notwithstanding any other provision of this division, except subdivisions (b) and (c) of Section 30413, new or expanded thermal electric generating plants may be construed in the coastal zone if the proposed coastal site has been determined by the State Energy Resources Conservation and Development Commission to have greater relative merit pursuant to the provisions of Section 25516.1 than available alternative sites and related facilities for an applicant's service area which have been determined to be acceptable pursuant to the provisions of Section 25516.*

In this section, the legislators recognized that the State Energy Resources and Development Commission (California Energy Commission) may decide to select sites in the Coastal Zone upon a showing that these sites have more relative merit than available alternative sites. This siting authority is limited within the Coastal Zone to areas not designated by the California Coastal Commission under Section 30413(b), which states that:

*The [Coastal] commission shall, prior to January 1, 1978, and after one or more public hearings, designate those specific locations within the coastal zone where the location of a facility as defined in Section 25110 would prevent the achievement of the objectives of this division; provided, however, the specific locations that are presently used for such facilities and reasonable expansion thereof shall not be so designated. Each such designation shall include a description of the boundaries of such locations, the objectives of this division which would be so affected, and detailed findings concerning the significant adverse impacts that would result from development of a facility in the designated area. The commission shall consider the conclusions, if any, reached by the State Energy Resources Conservation and Development Commission in its most recently promulgated comprehensive report issued pursuant to this subdivision to the State Energy Resources Conservation and Development Commission.*

### **Energy Facility Amendments**

In certain instances amendments to the Local Coastal Program may be necessary to satisfy the general welfare of the public. Section 30515 addresses the basis for amending the Local Coastal Program for development of energy facilities.

*30515. Any person authorized to undertake a public works project or proposing an energy facility development may request any local government to amend its certified local coastal program, if the purpose of the proposed amendment is to meet public needs of an area greater than that included within such certified local coastal program that had not been anticipated by the person making the request at the time the local coastal program was before the commission for certification. If, after review, the local government determines that the amendment requested would be in conformity with the policies of this division, it may amend its certified local coastal program as provided in Section 30514.*

*If the local government does not amend its local coastal program, such person may file with the commission a request for amendment which shall set forth the reasons why the proposed amendment is necessary and how such amendment is in conformity with the policies of this division. The local government shall be provided an opportunity to set forth the reasons for its action. The commission may, after public hearing, approve and certify the proposed amendment it finds, after a careful balancing of social, economic, and environmental effects, that to do otherwise would adversely affect the public welfare, that a public need of an area greater than that included within the certified local coastal program would be met, that there is no feasible, less environmentally damaging alternative way to meet such need, and that the proposed amendment is in conformity with the policies of this division.*

### **Other Coastal-Dependent Industrial Uses**

The Coastal Act recognizes that other industrial uses are also coastal dependent. Those that the Act mentions specifically include ports and commercial fishing facilities. Related activities, such as kelp harvesting and processing, aquaculture, fish hatcheries, and desalinization plants, may or may not be considered coastal dependent. Such uses, because they are coastal dependent, are given priority over other land uses on oceanfront lands (Section 30255). Other types of industrial uses (e.g., mineral extraction), which are dependent on resources located within the Coastal Zone as well as elsewhere, would be coastal dependent under circumstances in which the development requires a site on, or adjacent to, the sea to be able to function at all.

### **3.6.2 SUMMARY OF COASTAL PLANNING ISSUES IN SANTA BARBARA COUNTY**

The issues involved with siting and permitting industrial and major energy facilities in the Coastal Zone are complex. The principal concerns that development may adversely impact coastal resources include:

- **Shoreline Access and Recreational Opportunities:** Facilities and associated operations may impose barriers due to structures, fencing around the site, pier facilities across the

beach, pipeline rights-of-way, and hazard zones. These barriers may impede lateral or vertical access to the shoreline, block views, or consume limited oceanfront land.

- **Oil Spills:** Critical concerns focus on: (1) preventing oil spills in all aspects of oil and gas exploration, development, and transportation, and (2) providing efficient response and cleanup which entails containment and fast clean up at the source of the spill while protecting critical resource areas such as beaches, estuaries, and wetlands. A major oil spill either onshore in the coastal zone or offshore in State Tidelands or Federal Outer Continental Shelf (OCS) waters would have adverse impacts on the coastal environment, commercial fishing, and recreational beach activities.
- **Land Resources:** Industrial and energy development, including pipelines, unless carefully sited, can result in destruction or adverse impacts on recreational sites, coastal habitats, agricultural lands, and archaeological sites, as well as the overall rural character of the county's coastline. Consolidation of facilities can reduce impacts on land resources by bringing impacts from many different sites to a centralized location.
- **Air Pollution:** The effect of emissions from industrial and energy development on local air quality may cause significant adverse environmental effects and are of considerable concern locally. Emissions from these facilities are regulated by the Santa Barbara County Air Pollution Control District and State and Federal law.
- **Visual Resources:** Industrial and energy facilities, particularly when sited within view corridors, may represent major impacts on scenic and visual resources. Electric transmission lines, for example, have long-term effects on visual resources. Some impacts can be mitigated through proper siting, screening, undergrounding, and landscaping. Abandonment of an industrial or energy facility must include removal of above ground equipment to reduce impacts on visual resources.
- **Marine Resources:** Industrial and energy facilities that may require ocean water for cooling or heating purposes (i.e., power plants) can have major adverse impacts on marine resources through entrainment of organisms by water intake systems, through discharge of water at a different temperature, and through use of biocides. The impacts to the marine environment from the placement of platforms, drilling of wells, discharge of drilling muds and cuttings, laying marine pipeline, and anchoring of barges include both acute and chronic mortality, and burial from turbidity and redistribution of bottom sediments. These activities also restrict commercial fishing activities in the immediate and surrounding areas.
- **Public Health and Safety:** The general health and safety may be in jeopardy if industrial and energy developments are not wisely located, designed and regulated. Transportation of hazardous material by truck, train, marine tanker, barge, or pipeline, exemplify activities that can pose a danger to surrounding populations. Sites contaminated during operation need to be restored to prevent adverse effects on public health.

The following sections consider each category of energy and industrial facilities separately, and outline the issues and objectives which are addressed in the land use plan. Due to the significance of projects and the increased levels of impacts, recommendations made for oil and gas

development in Santa Barbara County are far more detailed than for other types of industrial and energy developments.

### **3.6.3 OIL AND GAS DEVELOPMENT**

#### **Background**

Santa Barbara County has a history of oil and gas, and related development which continues to be the principal industrial activity in the Santa Barbara County Coastal Zone. Oil and gas development in Santa Barbara County does not come without potential risks to the public health, safety, welfare, and the environment. Some potential catastrophes are tanker collision with another vessel or with a platform, tanker grounding, platform blowout, oil or gas pipeline rupture, processing facility malfunction, and release of liquefied petroleum gas during loading or shipment. A prime example of an oil related catastrophe was the blowout of Union Oil Company's Platform A on January 28, 1969. The blowout spilled approximately 70 thousand barrels of crude oil into Santa Barbara Channel waters. The oil slick covered up to 660 square miles of the ocean and impacted over 150 miles of coastline. The ecology of the entire area was adversely affected with bird populations suffering the most. Recovery for intertidal areas took nearly two years after the spill to return to their normal population status. Accidents such as this will continue to be a risk as long as there is oil and gas development in the Santa Barbara area.

Facilities related to potential future development may include offshore platforms, onshore wells, onshore processing facilities, onshore storage facilities, transportation terminals, pipelines, and supply bases. To mitigate for impacts from such facilities, policies for oil and gas development should address strategies such as consolidation of facilities and shipping crude oil via the environmentally superior mode of transportation.

Local planning for energy facilities is hampered to some extent by lack of precise data regarding future development. Oil companies are unable to anticipate their future activities and facility needs beyond three years with any given certainty. Increases in the market price, however, could make some oil fields profitable that were previously uneconomical to produce. Evolution in technology also affects both the location of wells and the efficiency of production, processing, and transportation methods. All of these factors suggest that long range planning must occur within a framework of much uncertainty with respect to the anticipated development of reserves.

#### **Production Areas**

Oil and gas is produced from onshore fields, State Tidelands fields, and the Federal Outer Continental Shelf (OCS). OCS production is the largest and has the greatest potential for future expansion. State Tidelands production is relatively small by comparison. Onshore production within the coastal zone is declining and is relatively insignificant in comparison to offshore production or to North County inland production. Issues surrounding each of these producing areas are examined separately.

#### **1. Onshore Fields**

Production from onshore fields in the Coastal Zone is presently limited to the Guadalupe field wells, Unocal wells in the Santa Maria Valley field, the Shell Western wells near El Capitan and the Ellwood/Dos Pueblos wells. In contrast with levels of production from State and Federal waters, production from onshore wells within the coastal zone is low and declining.

To effectively plan for oil and gas development, the county has established three oil and gas planning regions as illustrated in Figure 3-1:

- a)** The Carpinteria Valley Consolidation Planning Area (CVCPA): an oil and gas planning region that is bounded by the Santa Barbara County - Ventura County boundary to the east, the three-mile offshore limit line to the south, the City of Santa Barbara eastern boundary to the west, and to the north ridge of the Santa Ynez Mountains.
  
- b)** The South Coast Consolidation Planning Area (SCCPA): an oil and gas planning region that is bounded by the City of Santa Barbara to the east, the three-mile offshore limit line to the south, Point Arguello to the west, and the ridge of the Santa Ynez Mountains to the north.



c) The North County Consolidation Planning Area (NCCPA): an oil and gas planning area that is bounded by the Santa Barbara County - San Luis Obispo County boundary to the north, the three-mile offshore limit line to the west, the ridge of the Santa Ynez Mountains to the south, and to the east U.S. 101 north to CA 154; east to CA 176; north until it turns in a northwesterly direction, east to the Los Padres National Forest boundary just south of Lookout Mountain, and National Forest boundary north to the County line.

The CVCPA has experienced considerable activity in the early days of oil exploration and development, from 1896 into the 1960s. Summerland in particular was an extremely active area. The older fields have been depleted to the extent that technology of that period allowed. With urbanization and changes in land use patterns over the past 30 years, oil drilling came under increasing restrictions and prohibitions. Neither the Cities of Santa Barbara, Carpinteria, or the unincorporated area of Montecito allow oil drilling under existing zoning.

The SCCPA, which includes the Coastal Zone between the City of Santa Barbara and Point Arguello is where the bulk of the oil and gas facilities in the Santa Barbara County coastal area are located. These facilities mainly serve offshore fields. Onshore oil fields currently under production from this area are the El Capitan field and the Ellwood/Dos Pueblos field which traverses the coastline.

The NCCPA, which includes the Coastal Zone between Point Arguello and the Santa Maria River, contains the county's largest onshore production, although most of this production occurs outside the Coastal Zone. Much of this planning area is covered by Vandenberg Air Force Base.

## **2. State Tidelands Fields**

Several State Tidelands leases exist offshore Santa Barbara County on parcels between Point Conception and the Ventura County line. State Tidelands consists of ocean waters from the mean high tide line to three miles offshore. The principal agency responsible for managing these waters and subsea mineral resources is the State Lands Commission.

Many areas within the State Tidelands offshore Santa Barbara County are included in the State Oil and Gas Sanctuary. The State Lands Commission has prohibited oil and gas leasing and development in these areas. The State Oil and Gas Sanctuary offshore Santa Barbara County consists of State Tidelands waters from Summerland to Goleta Point, from Point Conception north, and a few previously active offshore leases between Ellwood and Point Conception that have been quitclaimed to the state as illustrated in Figure 3-2.

Oil and gas extraction has been declining in the State Tidelands, though it could increase with improved market conditions, use of enhanced recovery techniques and future leasing. Oil and gas extraction in the State Tidelands can come from many types of production methods. Technology exists that allows production of some offshore hydrocarbon fields from wells situated at an onshore location, by using directional drilling techniques. Although directional drilling is not new, constantly improving technology allows industry to reach further distances offshore, in some cases avoiding the need for offshore



platforms to recover resources. Unocal is using directional drilling technology to produce offshore reserves from onshore wellheads at Government Point.

ARCO also employs directional drilling techniques to produce offshore oil from wellheads in the Dos Pueblos and Ellwood areas.

Subsea wells, located on the sea floor, are used to extract hydrocarbons below the sea surface and then the product is shipped by pipeline to a processing facility onshore. Subsea wells offshore Santa Barbara County are used by Phillips Petroleum to produce gas from State Tideland Lease PRC-2933 and by ARCO to produce oil from State Tideland Lease PRC-2793.

Platform production is achieved by drilling from an immobile, offshore structure for oil and gas. Piers and manmade islands are used in situations where the hydrocarbon field is near the coastline, directional drilling techniques could make pier and offshore island production obsolete.

Offshore oil development in the State Tidelands is most intense in the CVCPA, with four platforms: Hope, Hilda, Hazel and Heidi, all operated by Chevron. Chevron's Carpinteria processing facilities receives and processes production from these four platforms for shipment to the Los Angeles area via pipeline.

The State Tidelands of the SCCPA contain ARCO's platform Holly offshore Ellwood, this is the only other existing platform in State Tidelands waters off Santa Barbara County. Two platforms have been removed from this planning area, they are Texaco's platforms Herman and Helen.

There has been no development of oil and gas reserves in State Tidelands in the NCCPA and none is expected since the area is part of the State Oil and Gas Sanctuary.

### **3. Federal Fields in the Pacific Outer Continental Shelf (OCS)**

Oil and gas production is estimated to increase substantially in the Federal OCS and is estimated to reach peak production towards the end of the century according to the Department of the Interior, Minerals Management Service (MMS), which is the managing agency for development of oil and gas fields in Pacific OCS waters.

In Pacific OCS waters offshore of Santa Barbara County area there are 15 production units that are used for planning production strategies of hydrocarbon fields (see Figure 3-3). A production unit is an area of pooled interests, ownership, and control in a producing field or part of a field by two or more companies, but explored and/or produced by one operator. Unitization serves to protect environmental resources, to eliminate duplication of operations, and to maximize resources recovered. The designation of units is controlled by the MMS, who formulates units and encourages voluntary unitization between lease holders.

The eastern part of the Santa Barbara Channel contains a majority of the oil/gas production platforms in the Pacific OCS waters. Production from this area is sent onshore for processing at Chevron's facility in Carpinteria or to either the Phillips, Mobil, or Unocal processing facilities located in Ventura County.



The western portion of the Santa Barbara Channel has less production occurring in Federal waters. Future development sources in the Santa Barbara Channel include Exxon's Platforms Heather, Heritage, and Harmony in the Santa Ynez Unit of the western part of the Channel. Exxon will send production to its onshore consolidated facility in Las Flores Canyon for processing.

In 1988 the entire Santa Maria Basin produced over six million barrels of oil and close to one billion cubic feet of gas from one platform (Irene) that lies in the central Santa Maria Basin. Unocal transports oil from Platform Irene via pipeline to its onshore oil processing facility, located northeast of Lompoc, and then sends the processed oil via pipeline to its upgrader facility in San Luis Obispo County. Gas produced from Platform Irene is processed at the Battles Gas Plant located east of Santa Maria.

Chevron, Texaco, and partners have three platforms in the southern Santa Maria Basin that could begin production in late 1990 or early 1991. Chevron will process its production at its consolidated facility at Gaviota. The northern Santa Maria Basin does not contain any offshore oil development as of 1990. Further development in the Santa Maria Basin has been projected and the total production from the Santa Maria Basin may rise considerably.

For the production occurring in the Santa Barbara Channel, adequate processing capacity exists. For production in the Santa Maria Basin the availability of gas processing capacity is not certain. One or more new processing facilities may be proposed by industry to accommodate the expected production increases in the Santa Maria Basin.

### **Oil Transportation**

Oil emulsion (that is, a mixture of oil and water where the two components have emulsified and cannot be easily separated) is transported from the point of production to a processing facility by pipeline. At the processing facility, the emulsified oil is treated by separating the gas, oil, water, and other impurities. This separating process produces sales quality crude oil. After processing, crude oil can be transported to refineries by various methods, including pipelines, marine tanker or barge, train, and truck.

In 1985, the county adopted policies which, for environmental and safety reasons, identify pipeline transportation is the preferred method of transporting oil from Santa Barbara County. These policies resulted from a rigorous examination of alternative modes for transporting crude oil from the county, including pipeline, marine tanker and barge, and train. The examination, *Oil Transportation Plan and Draft Environmental Impact Report* which was finalized in 1985, concluded that pipelines relieve congestion of tanker and other marine vessel traffic, reduce air emissions, and reduce the risk of a major oil spill, particularly offshore, where containment and cleanup are the most difficult.

Three major pipelines that move crude oil from Santa Barbara County to refineries outside the county are as follows (this is not a complete list of pipelines in Santa Barbara County):

- Celeron/All American pipeline -- Travels from Las Flores Canyon and Gaviota north to the Santa Barbara/San Luis Obispo county line and then east through Cuyama to Kern County where oil can

continue on to Texas or go into other pipeline systems for delivery elsewhere. This pipeline has a capacity of 300 thousand barrels per day, although additional heater stations can increase the capacity.

- Unocal Crude Oil pipeline -- Travels from Lompoc Dehydration Facility north to Unocal's Santa Maria refinery near Nipomo in San Luis Obispo County and then on to the Bay Area refining center or to marine terminals. This pipeline has a capacity of 50 thousand barrels per day.
- Chevron Carpinteria pipeline -- Travels from Chevron's Carpinteria processing facility south and feeds into Mobil's Rincon pipeline in Ventura County which connects with refineries in Los Angeles.

Four marine terminals, located on the South Coast, provide tanker transport of Santa Barbara County's oil and gas production. These terminals are Unocal's Government Point marine terminal, Gaviota interim marine terminal, Arco's Ellwood marine terminal, which are located in the SCCPA, and the Carpinteria marine terminal located in the CVCPA. Also, Exxon's offshore storage and treatment vessel serves as a marine terminal for shipping crude produced offshore of Santa Barbara County.

### **Gas Transportation**

Typically, raw gas is shipped by pipeline from the wellhead to a processing facility to separate out wanted and unwanted components such as: water and unwanted carbon dioxide, gas liquids, and sulfur. After separation, the gas is either used onsite to fuel equipment or delivered to a public utility for sale.

Raw gas extracted from wells in Santa Barbara County, state tidelands, and OCS often contains hydrogen sulfide (H<sub>2</sub>S). This substance is considered lethal and any pipeline carrying it should be routed to insure minimal risk to surrounding populations.

Further information discussing gas transportation is found in the County of Santa Barbara, Siting Gas Processing Facilities Study which is incorporated into this Local Coastal Plan under Policy #6-6B.

### **Existing County Regulations for Oil and Gas Development in the Coastal Zone**

Currently, the County regulates oil and gas production facilities with the Coastal Plan, the Coastal Zoning Ordinance, Chapter 25 of the Santa Barbara County Code (the Petroleum Ordinance), and through regulations on specific project permits.

**The Coastal Zoning Ordinance** sets forth specific regulations and development standards for the permitted locations for drilling and processing of oil, gas, and other hydrocarbons. In general, production shall be permitted in the "Agriculture II" (AG-II) District and "Coastal Dependent Industry (M-CD) District. Oil production may be permitted subject to securing a permit from the County Planning Commission. A processing facility for offshore oil and gas

development is permitted only in Coastal-Dependent Industry (M-CD) or Coastal-Related Industry (M-CR) zone districts.

**Petroleum Ordinance No. 2795** and its amendment (Ordinance No. 2832) contain technical standards for oil drilling activities in the County. The Ordinance regulates drilling, producing, operating, and abandoning wells, pipelines, tanks, and associated equipment; requires a performance bond; and establishes requirements for erosion, pollution, fire, and safety hazards. In addition Ordinance No. 2832 defines standards for emissions and for monitoring emissions, including alert and emergency shutdown procedures.

The Energy Facility Siting Management Plan for the Mussel Rock Dunes was adopted by the County on January 26, 1981 to prevent potential conflicts over sensitive habitats and impacts caused by the location of additional drilling on existing fields. The plan, which contains policies and standards for oil development in the Dunes area, is incorporated by reference into the Coastal Plan.

In 1990, the county adopted the study entitled, *Siting Gas Processing Facilities, Siting and Screening Criteria*, which is not incorporated into the Coastal Plan. That study establishes criteria for siting a major gas processing facility in the North County Consolidation Planning Area to support current and future gas production.

### **3.6.4 LAND USE PLAN PROPOSALS**

The land use plan must specify where, when, and under what conditions industrial and energy development, whether coastal-dependent or coastal-related, may locate within the County's coastal zone. The locational issues are resolved in two ways. A separate land use designation, Coastal-Dependent Industry, handles uses which require locations on or adjacent to the sea to be able to function at all. Another land use designation, Coastal-Related Industry, handles uses which are dependent on a coastal-dependent development or use. As is current County practice, the land use plan also permits many energy related facilities such as pipelines, transmission lines, and oil wells under other land use designations. Table 3-1 shows which facilities are permitted in each of the land use designations.

Phasing of energy facilities could result in increased protection of coastal resources through use of consolidated facilities coupled with a more even resource recovery schedule. This would lead to an overall reduction in oil spill potential, less air pollution, and fewer facilities. To better protect coastal resources, Santa Barbara County has established policies for consolidating oil and gas processing facilities, pipelines, and marine terminals.

Finally, the land use plan must specify conditions under which industrial and energy development, whether coastal-dependent or coastal-related, will be permitted. As Santa Barbara County agencies have developed experience over the years with oil and gas operations, relatively few modifications are needed to make local regulations consistent with the Coastal Act. In the following sections, policies are recommended for most categories of coastal dependent and coastal related industrial uses. Discussion of issues and recommendations for thermal power plants is included in Section 3.6.5. In addition to conformance with the specific energy and industrial policies in the following sections, all coastal-dependent and coastal-related development will have to meet the standards set forth in all other applicable policies of the land use plan.



## **Oil and Gas Wells**

Oil and gas production is regulated under the County's Petroleum Ordinance No. 2795 (as amended by Ordinance No. 2832). This Ordinance incorporates provisions of other administrative units, including the Division of Oil and Gas and the Water Quality Control Board. Regulations cover drilling, producing, operating and abandonment; petroleum wells, pipelines, tanks, and associated equipment; erosion; pollution; fire hazards; and, finally, require a performance bond.

Operations on the site and impacts of operation on adjoining land uses are covered by the County Zoning Ordinance No. 661, under several sections. These sections regulate setbacks, well density, removal of equipment, piers, safety equipment, erosion, plantings, dust and other emissions, color of structures, duration of daily operation, and general appearance. While the existing ordinances are generally consistent with the Coastal Act, they need to be clarified in a few instances to sharpen their protection of resources located in the coastal zone.

The Petroleum Ordinance does not distinguish between exploratory wells and production wells. However, the cumulative impacts due to production wells spread over an area are different than those of one exploratory well. It makes little sense to permit an exploratory well at a site where, for a variety of reasons, production wells would not be desirable. An assessment of whether development would be acceptable requires an analysis of the site, other facilities, coastal resources, and potential buildout. In short, a preliminary assessment of potential impacts needs to begin at the point of exploration, as the exploratory well could end up being a production well and, potentially, part of a clustered or other development, if oil were found in paying quantities.

This initial assessment could be handled by a preliminary plan, submitted at the time of application for permit to drill an exploratory well. If additional wells are drilled in the same lease area, a detailed development plan could then be required. Should any of the projects under the lease be subject to CEQA, the development plan would serve as an important source of information.

### Where

Oil and gas wells are permitted in Coastal Dependent Industry and Agriculture II designations and are conditionally permitted uses in Mountainous Areas, Open Lands, Rural Residential, and all other Industrial classifications (refer to Table 3-1).

### Policies

The existing Petroleum Ordinance is generally consistent with the Coastal Act, and shall be incorporated, with some modifications, within the land use plan. The following modifications are proposed:

Policy 6-1: To assist the Petroleum Administrator in granting permits for petroleum wells in the coastal zone, a plan shall be prepared by the applicant and approved by the County. This plan shall consist of an Exploratory Plan for an exploratory well and a Development Plan for development wells. The purpose of the Exploratory Plan is to enable the Petroleum Administrator to make a

preliminary assessment of potential coastal resource impacts, since the presence of oil or gas, and its depth and location, would be unknown. The Exploratory Plan would be less detailed than the Development Plan, but would address the same issues as the Development Plan.

Policy 6-2: The Development Plan shall accompany the application for permit filed with the Petroleum Administrator. It shall be reviewed annually by the Petroleum Administrator and updated as needed or when additional changes in facilities or operating conditions are proposed and accepted. The Development Plan shall consist of the following:

- a. A plot plan of the entire area under lease or ownership, showing relationship of proposed facilities, including location of well(s) to ultimate potential development.
- b. A map (1" = 50') showing relationship of proposed facilities to other buildings, structures, and/or natural or artificial features, including habitats, prime agricultural land, recreational areas, scenic resources, and archaeological sites within 1,000 feet of the well(s).
- c. A plan for eliminating or substantially mitigating adverse impacts on habitat areas, prime agricultural lands, recreational areas, scenic resources, and archaeological sites due to siting, construction, or operation of facilities.
- d. An oil spill contingency plan indicating location and type of cleanup equipment, designation of responsibilities for monitoring cleanup, disposition of wastes, and reporting of incident.
- e. An analysis of the potential for consolidation of facilities, including clustering of wells on production islands, but especially for consolidation with other operators.
- f. A phasing plan for the staging of development which indicates the approximate anticipated timetable for project installation, completion, consolidation, and decommissioning.

Policy 6-3: All oil and gas development in areas designated as environmentally sensitive habitats in the land use plan shall be subject to environmental review.

Policy 6-4: Upon completion of production, the area affected by the drilling, processing, or other related petroleum activity, shall be appropriately contoured, reseeded, and landscaped to conform with the surrounding topography and vegetation.

Policy 6-5: Future projects for increasing or modifying production at the Shell Capitan or Thriftway oil wells shall be permitted only if the net overall impact of production on coastal visual resources is improved. In particular, the impact of storage tanks

and pumping equipment on visual resources shall be mitigated by appropriate measures such as siting, depression below grade, and vegetative screening.

Policy 6-5A: The County's oil transportation policies shall be periodically reviewed and adjusted, if necessary. The first such review by the Planning Commission and Board of Supervisors shall take place no later than July 31, 1986. (Adopted by B/S 6/18/84, Resol. #84-284)

### **Oil and Gas Processing Facilities**

The County currently has eight oil and gas processing facilities located in the coastal zone, two of which are not in operation (Shell Western--Molino and Texaco--Gaviota). The remaining six facilities process oil only, gas only, or both oil and gas from offshore fields (Unocal--Government Point, ARCO--Gaviota, Chevron--Gaviota, Phillips--Tajiguas, ARCO Dos Pueblos, and ARCO Ellwood). Other processing facilities that support offshore oil and gas development are located outside the Coastal Zone; they include Exxon's oil and gas processing facility in Las Flores Canyon, POPCO's gas processing facility in Las Flores Canyon, Unocal's oil processing facility north of Lompoc, and Unocal's Battles gas plant near Santa Maria. Although somewhat lower than previously anticipated, production forecasts in 1990 continue to indicate that offshore oil and gas production will increase considerably above historic levels, possibly peaking during the mid-1990s and perhaps again sometime after year 2000. The associated demand to develop onshore processing, storing, and transporting facilities requires a special planning focus to address long-term, land-use, public safety, and environmental management concerns. The coastal zone area west of the City of Santa Barbara to Point Arguello is expected to be most affected by increased oil and gas production offshore. Consequently, this area plus a parallel strip of land outside of the coastal zone, has been designated as the South Coast Consolidation Planning Area (SCCPA). Another parallel strip of land which follows to the east and has experienced much oil and gas development in the past has been designated as the Carinteria Valley Consolidation Planning Area (CVCPA). Lastly, a larger area that runs north from the South Coast Consolidation Planning Area has been designated as the North County Consolidation Planning Area (NCCPA). Such designations allow the County to focus policies on reducing the proliferation of oil and gas processing facilities in the area, according to the particular characteristics of each area.

Oil transportation is one of the key issues associated with oil development in Santa Barbara County. Pipelines have been found to be environmentally superior to tankers. Tanker transportation presents greater impacts to marine, visual, recreation and air resources than do pipelines. General pipeline "feasibility" will be determined through the market based on producer choice of refining center, refining capacity in that center, and economic feasibility being tested through ability to obtain financing and the choice to build and operate the pipeline. Once constructed and operational to the refining center of a producer's choice (e.g. Houston, San Francisco, Los Angeles), pipelines shall be the required mode of transportation because they are less environmentally damaging than other modes of transportation. This requirement is based on the assumption that, when operational, pipelines serving various refining centers will have adequate capacity and that the tariffs and costs of transporting the oil to its ultimate refining destination will be reasonable. This "reasonableness" will be based on the balancing of public and private interests in economic and environmental factors. (Adopted by B/S 6/18/84, Resol. #84-284).

The County should assure that producers have access to competitive markets, however, the County need not provide unlimited flexibility to all producers. Since pipelines are not yet in place and may not be constructed to all refining centers, other methods of oil transportation are needed for production that precedes pipeline construction and operation and for refining centers not served by pipeline. (Adopted by B/S 6/18/84, Resol. #84-284).

The County recognizes the potential for transportation demand to exceed system capacity and should take affirmative measures to ensure equitable, pro-rata access to the transportation system by all shippers consistent with the County's goals of consolidation. (Adopted by B/S 6/18/84, Resol. #84-284).

Because of uncertainty regarding crude oil production volumes, industry economics, and permits, there is a need for periodic review of the County's oil transportation policies. (Adopted by B/S 6/18/84, Resol. #84-284).

### Where

For areas inside the South Coast Consolidation Planning Area (as defined in Policy 6-6B below, the County has designated Las Flores Canyon and Gaviota as consolidated oil and gas processing sites to minimize the industrialization of the South Coast.

In accordance with existing County procedures and regulations, processing facilities required for production from onshore oil wells are permitted in Agriculture II as well as on sites designated as Coastal Dependent Industry, and are conditionally permitted uses in several other land use classifications (refer to Table 3-1).

Policy 6-6A applies to oil and gas processing facilities and sites that serve offshore producers. Policy 6-6B applies to all oil and gas processing facilities located outside the South Coast Consolidation Planning Area. Policies 6-6C through 6-6G, which comprise the County's South Coast Consolidation Policies, apply to oil and gas facilities located within the South Coast Consolidation Planning Area (SCCPA).

### Policies<sup>1</sup>

Policy 6-6A: If upper throughput limits exist in any new oil transportation system, the County shall, to the maximum extent feasible and legally permissible, assure equitable, pro-rata access for all shippers. Permits for oil transportation systems shall require the permittee to achieve County's goals for consolidation. County shall retain continuing permit jurisdiction to assure that these goals are met. For the purposes of this plan, "shipper" shall refer to the entity in legal ownership of the oil to be transported. (Added 7/88).

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<sup>1</sup> After certification of the LCP, any new processing facility for offshore oil or gas, not on a site designated for Coastal Dependent Industry, will require an amendment to the LCP.

Policy 6-6B: Except for facilities not-directly related to oil and gas processing as referenced in Policy 6-11B (Marine Terminals), this policy applies to areas of the coastal zone that are outside the South Coast Consolidation Planning Area (SCCPA). The SCCPA is the unincorporated area from Point Arguello to the western boundary of the City of Santa Barbara, and from the ridge of the Santa Ynez Mountains to the three-mile offshore limit. (Added 12/14/87, B/S Resol. #87-616)

If new sites for processing facilities to serve offshore oil and gas development are needed, expansion of facilities on existing sites or on land adjacent to existing sites shall take precedence over opening up additional areas, unless it can be shown that the environmental impacts of opening up a new site are less than the impacts of expansion on or adjacent to existing sites. Consideration shall also be given to economic feasibility.

Policies 6-6C through 6-6G (applicability). The intent and purpose of Policies 6-6C through 6-6G apply to the South Coast Consolidation Planning Area (SCCPA), delineated as the unincorporated area from Point Arguello to the City of Santa Barbara, and from the ridge of the Santa Ynez Mountains to the three-mile offshore limit line. (Added 12/14/87, B/S Resol. #87-616)

The terms "new production" and "new oil and gas production" and "new gas production" are used to refer to:

1. The development of any oil and/or gas after the adoption of these policies which requires new discretionary local, state, or federal permits unless its from an existing well or platform; or
2. The development of any oil and/or gas which, after the adoption of these policies, requires approval of a new platform, or a new subsea or onshore well completion.

If the operator contends that a Constitutionally-protected vested right exists within the context of existing permits to process new production at a facility which is not at a County-designated consolidated site, the operator may file a request for a determination to allow processing of that production at the nonconsolidated site. (Added 12/14/87, B/S Resol. #87-616)

Policy 6-6C: Consolidation of Oil and Gas Processing Facilities in the South Coast Consolidation Planning Area. (Added 12/14/87, B/S Resol. #87-616)

New oil and gas production from offshore reservoirs or zones shall be processed at facilities approved for consolidated processing to the maximum extent technically and environmentally feasible. Commingled processing shall be required to avoid or reduce project and cumulative impacts -- considering environmental, socioeconomic, safety, and land use concerns -- that otherwise would result from construction and/or operation of redundant processing capacity, redundant pipelines, or redundant ancillary facilities. Construction of new

processing facilities at consolidated sites will be considered only if the Planning Commission determines that said facilities are not redundant, finding that one or more of the following conditions apply:

Condition 1: Existing and approved processing capacity at the sites designated for consolidation is insufficient to accommodate proposed new production for a period of time that would render development of the offshore reservoir(s) infeasible. In making the determination that existing and approved capacity is insufficient, the County shall consider feasible delays in development of the offshore reservoir(s) to maximize use of existing and approved processing capacity. The County also shall consider expansion of facilities at consolidated sites to provide sufficient processing capacity for the new production.

Condition 2: The specific chemical characteristics and physical properties of oil or gas from a particular reservoir would render development of the resource technically infeasible unless specialized units can be built. Specialized units may include partial dehydration equipment if it is required to adapt a resource to the technical requirements of a processing facility. Modifications or additions to existing units at consolidated sites shall be favored over construction of an entire separate processing facility insofar as such modifications or additions render the resource characteristics and the technical processing requirements of a facility compatible with one another.

Condition 3: Commingling the production in currently approved facilities at consolidated sites is environmentally unacceptable.

### Policy Implementation

Approval of a new processing facility at a consolidated site shall be contingent upon shared use of existing ancillary facilities to the maximum extent feasible.

Policy 6-6D: Consolidation of Oil and Gas Processing Sites in the South Coast Consolidation Planning Area. (Added 7/14/87, B/S Resol #87-616)

The oil and gas processing sites at Gaviota (APNs 81-130-07, 81-130-52, and 81-130-53) and Las Flores Canyon (APNs 81-220-14 and 81-230-19) are designated as consolidated sites for processing oil and gas production from offshore reservoirs and zones. Any new oil and gas production from offshore reservoirs or zones that is processed within the SCCPA shall be processed at these two sites. (Added 7/14/87, B/S Resol #87-616)

Policy 6-6E: Equitable, Nondiscriminatory Access to Consolidated Facilities and Sites.

Operators and owners of County-designated consolidated facilities and sites shall make their facilities and property available for commingled processing and consolidation of oil and gas facilities on an equitable and nondiscriminatory basis.

If existing processing capacity is insufficient to accommodate proposed production and new facilities are not permissible pursuant to the County's consolidation policies, operators of consolidated facilities shall reduce throughput on a pro-rata basis to accommodate other developers.

Policy 6-6F: Review of Oil and Gas Facility Permits. (Added 12/14/87, B/S Resol #87-616)

The Planning Commission shall review permits that are approved after August 12, 1985 for new or modified oil and gas facilities when throughput, averaged (arithmetic mean) over any twelve (12) consecutive months, does not exceed 3 percent of the facility's maximum permitted operating capacity. The review shall be conducted in a duly-noticed public hearing to determine if facility abandonment or facility modifications are appropriate.

Policy 6-6G: Review of South Coast Consolidation Policies. (Added 12/14/87, B/S Resol #87-616)

The County shall periodically review the South Coast Consolidation policies in view of new or updated information such as: revised production forecasts, revised air quality data, advancements in technology for reduction of air emissions, and results of impact monitoring programs. The results of the policy review shall be presented in a duly-noticed public hearing, and appropriate revisions in the policies shall be pursued as deemed necessary by the County.

Policy 6-7: The sections of the Petroleum Ordinance, Ordinance No. 661, and "Statement of Policy Relative to the Location of On-shore Facilities" (Statement) that address oil and gas processing facilities are hereby incorporated by reference in the land use plan. The Statement does not apply, however, to the South Coast Consolidation Planning Area, which is defined in Policy 6-6B. (Revised 12/14/76, B/S Resol #87-616)

Policy 6-8: If an onshore pipeline for transporting crude oil to refineries is determined to be technically and economically feasible, proposals for expansion, modification, or construction of new oil and gas processing facilities shall be conditioned to require transportation of oil through the pipeline when constructed, unless such condition would not be feasible for a particular shipper. (Revised 6/18/84, B/S Resol #84-284; 11/19/91, B/S Resol #91-670).

a) Pipeline transportation of crude oil to a refining center served by a pipeline is presumed to be technically and economically feasible and the required method of transportation to that center. (Revised 6/18/84, B/S Resol #84-284).

b) Pipeline transportation of crude oil is presumed feasible for a particular shipper if a pipeline is in operation to the refining center of the shipper's choice. (Revised 6/18/84, B/S Resol #84-284).

c) Crude oil processing facilities shall be conditioned to require that each shipper's oil leaving those facilities be transported by pipeline when a pipeline is in operation to the refining center of the shipper's choice. (Revised 6/18/84, B/S Resol #84-284).

d) Until pipelines become available, and for refining centers not served by pipeline, other modes of oil transportation are allowed consistent with County policies. Rail is not preferred for large volume shipments of oil. (Revised 6/18/84, B/S Resol #84-284).

e) For refining centers served by pipeline, other modes of transportation up to the limits of permitted capacity for those modes, and with assurances that the shipper or transportation facility operator can and will mitigate the environmental impacts caused by the alternate transportation mode, are allowed only under the following circumstances:

1) Pipeline unavailability or inadequate capacity; or

2) A refinery upset lasting no longer than two (2) months and only where the alternate refining center is not served by pipeline; or

3) An emergency which may include a national state of emergency. (Revised 6/18/84, B/S Resol #84-284).

Policy 6-9: Applicants for oil and gas processing facilities shall prepare and keep updated emergency response plans to deal with the potential consequences of hydrocarbon leaks or fires. These emergency response plans shall be approved by the County's Emergency Services Coordinator and Fire Department.

### **Marine Terminals**

The County has permit jurisdiction over those portions of a marine terminal that are on land (i.e., pipelines, storage tanks) except where the County has been granted jurisdiction over State Tidelands.<sup>2</sup> Those portions of a marine terminal which are seaward of the mean high tide line are regulated by the Coast Guard and the State Lands Commission. Further, the County's "Statement of Policy Relative to the Location of On-Shore Oil Facilities" favors no more than one additional marine terminal along the South Coast.

While the existing policies and regulations appear consistent with the policies of the Coastal Act, policies addressing the location of new marine terminals need to be clarified in two aspects: (1) the status of marine terminals if an onshore pipeline proves to be feasible, and (2) the impact of lease sale #53 on the need for marine terminals between Point Conception and the Santa Maria River.

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<sup>2</sup> The County's only granted Tidelands are in Carpinteria. The existing Chevron marine terminal in Carpinteria is under the jurisdiction of the City.

The County recognizes the potential for transportation demand to exceed system capacity and should take affirmative measures to ensure equitable access to the transportation system by all shippers entitled to use it consistent with the County's goals of consolidation. Equitable access is intended to prevent non-owners of a facility from being forced out of, or not allowed into, transportation facilities. (Added 6/18/84, B/S Resol #84-284).

The County does not wish to encourage the long term use of marine transportation facilities which are incompatible with surrounding land uses or which possess technological limitations significantly affecting or potentially affecting public health and safety and the environment. (Added 6/18/84, B/S Resol #84-284).

### Where

Landward support facilities for the Gaviota Interim Marine Terminal are designated as Coastal Dependent Industry on the land use plan maps.

Oil storage sites (tank farms) for transportation facilities should be consolidated and serve the entire oil transportation system (pipeline, marine, rail, other). A siting study was conducted in 1984 which identified the preferred environmental characteristics for an oil storage site on the Gaviota coast. These characteristics are based on those of Canada de la Pila for all attributes except geology and soils, which must meet standard County requirements through engineering and design review. Present County policy precludes the use of Canada de la Pila as a tank farm site. Proposed oil storage sites should meet these standards through project design and on-and off-site mitigation, though the County recognizes that environmental trade-offs may be required to ensure that an environmentally preferable site is used.

### Policies

- Policy 6-10: All relevant sections of Ordinance No. 661, the Petroleum Ordinance, and "Statement of Policy Relative to the location of On-Shore Oil Facilities" are hereby incorporated by reference.
- Policy 6-11: If an onshore pipeline is determined to be technically and economically feasible existing marine terminals shall become, after a specified period, non-conforming uses. Crude oil shall be transported by pipeline, unless the County makes the finding that transportation of oil by pipeline is not feasible for a particular shipper according to the provisions of Policies 6-8 and 6-8A. (Revised 6/18/84, B/S Resol #84-284).
- Policy 6-11B: Policies 6-6 and 6-6A regarding consolidation of oil and gas processing facilities shall be applied to all oil and gas facilities. Consolidated storage facilities shall be designed to support a complete oil transportation system including one or more transportation modes. Facilities approved by the County shall be sited to provide for reasonable expansion. (Added 6/18/84, B/S Resol #84-284).

Policy 6-12: Due to scenic and natural resources in areas between Point Conception and the Santa Maria River, marine terminals are not considered at present as appropriate development in that area. If activity under lease sale #53 results in a need for marine terminal(s) in the North County, detailed studies shall be undertaken to determine appropriate location(s). No onshore facilities, except pipelines, shall be located on any environmentally sensitive habitat areas.

Policy 6-13: The onshore facilities associated with the Exxon--Capitan marine terminal shall have legal non-conforming use status. Above-ground facilities shall be moved to the Las Flores site when this site begins operation for oil processing and existing structures removed.

Policy 6-13A: In considering applications for oil storage facilities required for oil transportation, alternative sites shall be considered and evaluated and compared on environmental attributes including, but not limited to, the following (as listed alphabetically):

- 1) Air Quality;
- 2) Cultural Resources;
- 3) Geology and Soils;
- 4) Habitat Quality;
- 5) Land Use;
- 6) Marine Ecology;
- 7) Noise;
- 8) Safety;
- 9) Species of Special Concern; and
- 10) Visual

Policy 6-13B: The oil storage facility site shall meet or exceed each of the environmental performance standards described below. Where the best available siting and project design alternatives including on-site mitigation do not meet these standards, compensating off-site mitigation may be allowed, except for on-site factors directly affecting public health and safety. Sites and facilities which do not require off-site mitigation are preferred to those that do, except in those cases in which an off-site mitigation program in combination with the proposed facility configuration is more environmentally preferable than reasonable alternatives.

Oil Storage Facility Environmental Performance Standards:

- 1) The facility shall not have a significant visual impact.
- 2) No known or potential significant habitat for locally rare or regionally endemic species shall be adversely affected by the facility.

Policy 6-13C: The oil storage facility site shall further meet or exceed each of the environmental goals described below. Where the best available siting and project design

alternatives do not meet these goals, compensating offsite mitigation may be allowed except for on-site factors directly affecting public health and safety. Sites and facilities which do not require offsite mitigation are preferred to those that do, except in those cases in which an offsite mitigation program in combination with the proposed facility configuration is more environmentally preferable than reasonable alternatives.

Oil Storage Facility Environmental Goals:

- 1) To ensure public health and safety, human exposure to risk of an accident at the tank farm shall be limited to an aggregate of 240 person-hours per day on average, exclusive of facility employees within one half (1/2) mile of the proposed facility;
- 2) Not more than 1.6 acres or their equivalent of high productivity terrestrial habitat (equivalent to 1025 acres of industrial use land) shall be disturbed;
- 3) Not more than 0.064 acres or their equivalent of high productivity marine habitat (equivalent to 1.19 acres of sandy beach) shall be disturbed by a ballast water treatment outfall associated with a marine terminal;
- 4) The facility shall comply with all standards established in the Noise Element of the Comprehensive Plan and no residents or educational facility shall be subject to greater than a 9dB increment above baseline in ambient noise level.
- 5) No significant cultural resources shall be adversely affected.

The interpretation of the Coastal Zoning Ordinance shall not result in less resource protection than mandated by Environmentally Sensitive Habitat Areas (ESHA) protection policies and other policies contained within this Coastal Plan.

Oil storage facilities at a capacity to accommodate oil transportation requirements shall be consolidated to the maximum extent feasible within one site unless it can be shown that the environmental impacts of such a facility are greater than providing such storage facility capacity at multiple sites.

In the event that attainment of one or more of these goals is not feasible, a facility may be approved if the County finds that the aggregate facility impacts are less environmentally damaging than any reasonably available alternatives and that the project is fully consistent with other County policies.

Policy 6-13D: No lands designated for recreational, educational, commercial, resort/visitor serving commercial, or residential use shall be redesignated for use as an oil storage facility site. Any redesignation from uses other than those prohibited

shall be accompanied by mitigation to fully offset the land use impacts of that redesignation.

## **Pipelines**

Technical performance for oil and gas pipelines is governed by Federal regulations administered through the Federal Department of Transportation. However, in California the Public Utilities Commission has the responsibility for administering the Federal regulations covering public utility pipelines. County Zoning Ordinance #661 currently exempts minor pipelines from permit requirements except in areas zoned "BD"--Beach Development. Major pipelines are permitted with a Conditional Use Permit.

After certification, all pipelines will need to be reviewed for conformance to the land use plan policies. However, permits shall not be required for pipelines exempted from Coastal Development Permits under Section 30610(c) and (e) of the California Coastal Act of 1976 as defined by the Interpretive Guidelines on Exclusions from Permit Requirements adopted by the State Coastal Commission on September 5, 1978.

Pipeline routing poses a number of problems which may threaten coastal resources, particularly if the pipeline must be routed through habitat or recreation areas. Here, the threat is twofold: damage may occur during construction arising from habitat loss, erosion, disruption of nesting or other biological cycles; or from damage occurring during operation, due to spills caused by breaching of the line. Measures to prevent and reduce environmental damage shall: (1) require the use of available common carrier and multiple-user pipelines where feasible to reduce cumulative environmental impacts associated with pipeline construction, (2) require all new pipelines to be common carrier or multiple-user pipelines where feasible, thereby reducing the need for future pipeline construction, and (3) restrict new pipeline construction to approved corridors that have undergone comprehensive environmental review when such corridors are available, safe, technically feasible, and the environmentally preferred route. (Revised 7/28/86, B/S Resol #86-380)

### Where

Pipelines are permitted uses in most land use classifications. Refer to Table 3-1.

### Policies

The following policies shall apply to all pipelines on land and associated facilities (i.e., pump stations) except that Policies 6-18 and 6-19 shall not apply to gas pipelines.<sup>3</sup>

Policy 6-14: Except for pipelines exempted from coastal development permits under Section 30610(c) and (e) of the Coastal Act as defined by the State Coastal Commission's Interpretive Guidelines, a survey shall be conducted along the route of any pipeline in the coastal zone to determine what, if any, coastal

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<sup>3</sup> The gas transmission line proposal to carry gas inland from the LNG terminal at Pt. Conception is exempted from Coastal Commission and County approvals by the LNG Terminal Act of 1977.

resources may be impacted by construction and operation of a pipeline. The costs of this survey shall be borne by the applicant. (This survey may be conducted as a part of environmental review if an E.I.R. is required for a particular project.) The survey shall be conducted by a consultant selected jointly by the applicant, the County and the Department of Fish and Game. If it is determined that the area to be disturbed will not revegetate naturally or sufficiently quickly to avoid other damage, as from erosion, the applicant shall submit a revegetation plan. The plan shall also include provisions for restoration of any habitats which will be disturbed by construction or operation procedures.

For projects where a revegetation plan and/or habitat restoration plan has been deemed necessary, one year after completion of construction, the area crossed by the pipeline shall be resurveyed to assess the effectiveness of the revegetation and restoration plan. This survey shall continue on an annual basis to monitor progress in returning the site to pre-construction conditions or until the County feels no additional progress is possible.

The County may require the posting of a performance bond by the applicant to ensure compliance with these provisions.

Policy 6-14A: Impacts of new pipelines outside of industry facilities shall be minimized by requiring the use of available or planned common carrier or multiple-user pipelines to the maximum extent feasible. New pipeline construction shall be permitted only if the Planning Commission determines that the use of available common carrier or multiple-user pipelines is not feasible or is not the environmentally preferred alternative. New pipelines that are permitted shall be constructed, operated, and maintained as common carrier or multiple-user pipelines unless the Planning Commission determines that it is not feasible. New multiple-user pipelines shall provide equitable access to all shippers with physical compatible stock on a nondiscriminatory basis. To determine physical compatibility of stocks, the Planning Commission shall consider available information on the physical and chemical characteristics of the stocks, including but not limited to API gravity, sulfur and water content, viscosity, and pour point. (Added 7/28/86, B/S Resol 86-380; Revised 12/22/86, B/S Resol #86-656)

All new pipelines shall be restricted to approved corridors that have undergone comprehensive environmental review unless the Planning Commission determines that such corridors are not available, safe, technically feasible, or the environmentally preferred route. The required environmental review for proposed pipelines shall include analysis to determine what cumulative impacts might result in adding pipelines to that corridor in the future. (Added 7/28/86, B/S Resol 86-380)

The design of new common carrier and multiple-user pipelines shall take into account the reasonable, foreseeable needs of other potential shippers. If other pipeline projects are expected to be permitted in the same corridor, the proposed

project shall be required to coordinate concurrent or "shadow" construction with the other projects where practical. (Added 7/28/86, B/S Resol 86-380)

Permits for new pipeline construction shall require engineering of pipe placement and burial to minimize incremental widening of the corridor during subsequent pipeline projects, unless the proposed route is determined to be unacceptable for additional pipelines. (Added 7/28/86, B/S Resol 86-380)

Policy 6-15: Herbicides shall not be used during pipeline construction and sidecasting of soil may be restricted, when deemed necessary by removal of excess soil to an approved dumping site after the excavation has been backfilled and compacted.

Policy 6-16: The pipeline shall be sited and constructed in such a manner as to inhibit erosion.

Policy 6-17: When feasible, pipelines shall be routed to avoid important coastal resources, including recreation, habitat, and archaeological areas.

Policy 6-18: For pipeline segments passing through important coastal resource areas, including recreation, habitat, and archaeological areas, the segment, in the case of a break, shall be isolated by automatic shutoff valves.

Policy 6-19: Unavoidable routing through recreation, habitat, or archaeological areas, or other areas of significant coastal resource value, shall be done in a manner that minimizes the impacts of a spill, should it occur, by considering spill volumes, durations, and trajectory. Appropriate measures for cleanup or structures such as catch basins to contain a spill shall be included as part of an oil spill contingency plan.

Policy 6-19A: Policies 6-11A and 6-13A through 6-13D regarding consolidation and siting of oil storage facilities shall be applied to pipeline storage facilities.

### **Electric Transmission Lines**<sup>4</sup>

The California Public Utilities Commission and California Energy Commission are the agencies responsible in the area of electric transmission lines which includes technical and safety performance and environmental concerns. All electric transmission lines proposed for the coastal zone are developments under the Coastal Act, thus the County will have permit review over them after certification. The only exception is electric transmission lines proposed as part of a new electric power plant being reviewed by the California Energy Commission. The Warren-Alquist Energy Resources Conservation and Development Act of 1975 exempts new power plants with capacity greater than 50 megawatts and electric transmission lines connecting such plants to the existing electricity transmission system from local government permit authority, and the Coastal Act exempts them from Coastal Commission permit authority (Section 30264).

While impacts from erosion, grading, and the operation of equipment may occur during construction and result in damage to coastal land resources and habitat areas, the primary concerns are associated with overhead electric transmission lines and their long-term impacts on views and visual resources. Visual impacts are particularly severe in undeveloped areas, especially the foothills and upland areas, and along the coastal terrace. Mitigating measures are limited at this time to alternate route locations and undergrounding of lines, which is expensive.

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<sup>4</sup> Refer to Sections 3.3 and 3.4 for policies regarding electric distribution lines.

### Where

Refer to Table 3-1.

### Policies

Policy 6-20: Transmission line rights-of-way shall be routed to minimize impacts on the viewshed in the coastal zone, especially in scenic rural areas, and to avoid locations which are on or near habitat, recreational, or archaeological resources, whenever feasible. Scarring, grading, or other vegetative removal shall be repaired, and the affected areas revegetated with plants similar to those in the area to the extent safety and economic considerations allow.

Policy 6-21: In important scenic areas, where above-ground transmission line placement would unavoidably affect views, undergrounding shall be required where it is technically and economically feasible unless it can be shown that other alternatives are less environmentally damaging. When above-ground facilities are necessary, design and color of the support towers shall be compatible with the surroundings to the extent safety and economic considerations allow.

### **Piers and Staging Areas**

For the purpose of these policies, staging areas are defined as minor coastal facilities used for temporary storage and handling of equipment and materials necessary for construction of a specific oil and gas development project. Staging areas are to be at a scale of development not detrimental to the surrounding land uses and character.

Supply bases are defined to represent major onshore and near-shore facilities which provide multi-company warehousing and handling services for supplies associated with short- and long-term offshore oil and gas industrial operations.

Chevron maintains a staging area, including a pier, near its treatment facility in the City of Carpinteria, which it shares with Union, Sun, and Phillips. ARCO and Exxon use the Aminoil pier at Ellwood for personnel transfer to platforms Holly and Hondo. The State Lands Commission, which has jurisdiction over this pier, has agreed to a plan developed by ARCO and Exxon to remove part of the pier and rehabilitate the remainder.

### Where

Piers and staging areas are permitted uses in areas designated for Coastal Dependent Industry and conditionally permitted uses in Agriculture 11 and Rural Residential classifications. Supply bases are permitted uses only in areas designated for Coastal Dependent Industry.

## Policies

Policy 6-22: All existing piers and staging areas shall be permitted to function where they currently exist. Expansion on adjacent sites and/or upgrading of facilities shall take precedence over construction of new facilities.

Policy 6-23: The piers at Goleta Beach County Park and Gaviota State Park are intended primarily for recreational use. Other uses may be allowed subject to a conditional use permit if they do not conflict with recreational use.

Policy 6-24: At such time as piers including those piers associated with supply bases are no longer needed for petroleum operations, the County shall be given the right of first refusal. The piers shall not be dismantled or sold to private parties unless the County Board of Supervisors has determined that the pier is not needed for recreational uses in the foreseeable future, or decides not to purchase it.

Policy 6-25: If it is proven that there is a need for a supply base to service offshore oil and gas development in the Santa Barbara Channel and the Santa Maria Basin, such a supply base may be located in Santa Barbara County provided that:

1. After full environmental review of a supply base application, the County determines that the proposed site in Santa Barbara County is the least environmentally damaging alternative, taking into account land use considerations at the site and at adjacent properties:
2. The project location, design configuration, and County requirements mitigate the adverse environmental effects to the maximum extent feasible; and
3. Said supply base shall be available to all users on a fair and equitable basis as a multiple service facility to alleviate the need for additional supply bases.

## **Other Coastal Facilities**

Aquaculture has become an increasingly important coastal industry. Aquacultural activities range from oyster and abalone culture to fish hatcheries and fish farms. Significant contributions from both private and public sector enterprises to the State's economy are currently resulting from the production of salmon, trout, catfish, baitfish, and oysters. The importance of this industry is expected to increase because of expanding demand for food in general and because of declining yields of the world's fisheries.

Aquaculture systems can be characterized as either extensive or intensive. Extensive aquaculture describes the cultivation of low density populations of aquatic animals in large aquatic systems that naturally meet nutritional and environmental needs. Intensive aquaculture usually refers to an artificial growing system such as ponds, raceways, or tanks where supplemental feeding and environmental manipulation is necessary. The facilities can range from simple ponds

or suspending shellfish on strings in the water from rafts to mass intensive production operations involving algae ponds, raceways with thousands of trays of shellfish in them and processing buildings and laboratories. Access to salt water can be by dikes, channels or wells, The acreage required can range from one or two to about one hundred if many large ponds are needed as in the raising of prawns. At present, the only commercially viable intensive marine aquaculture practice in California is in the production of molluscan seed stock such as oysters and clams. However, abalone and salmon culture and other species undergoing research and development may become commercially important in the near future.

Aquaculture is subject to multiple regulations governing food, health, effluent discharge, water quality, and navigable waters. Most of these regulations were intended to control other activities and pre-date the development of a viable aquaculture industry. In some cases, it can be demonstrated that these regulations have deterred the growth of the industry. Government agencies at the regional, State, and Federal levels are beginning to respond to some of the problems facing the industry and legislation is being enacted that will clarify some of these regulatory problems. Senate Bill 52, the California Aquaculture Development Act, is a State response to investigate the current and future status of the industry within the State.

The Coastal Act recognizes the importance of coastal dependent activities, and gives priority to uses which require sites on or adjacent to the sea (Section 30255), such as certain aquacultural operations. However, the Act also encourages both non-coastal-dependent and coastal-dependent industrial activities to locate or expand within existing sites (Sections 30250 and 30260, respectively). Within the unincorporated area of Santa Barbara County coastal zone, there are no aquaculture facilities at present. At one time there was a facility near Tajiguas but it has been closed down.

### Where

Aquaculture that is coastal dependent is a permitted use in the Coastal Dependent Industry and other industrial classifications. Aquaculture that is not coastal dependent is a permitted use in the Coastal Related Industry classification. It is a conditionally permitted use in several other land use classifications (refer to Table 3-1).

### Policies

Policy 6-26: Aquaculture facilities located in areas designated as rural on the land use plan maps shall be sited and designed to be compatible with the natural surroundings. To minimize impacts on coastal visual resources, structures shall be well-screened, and depressed below grade when feasible. Intake and outfall lines for ocean water shall be underground unless not feasible for a particular operation, i.e., salmon culture. If above-ground channels or pipes are necessary, adequate provisions for lateral beach access shall be required.

### 3.6.5 THERMAL POWER PLANTS

There are many issues associated with siting power plants in the coastal zone. Power plants have significant environmental impacts associated with their construction and operation. Power plants require considerable land for siting and have impacts on visual resources due to their size. Cooling water intake and outfall systems affect organisms through entrainment and changes in ambient water temperatures. Labor requirements during construction have impacts on the local economy, housing, roads, and other public services.

The California Energy Commission (CEC) has siting authority for thermal power plants in California. However, the CEC may not locate new or expanded power plants in the coastal zone in areas designated for exclusion by the Coastal Commission without first obtaining approval from the Coastal Commission.

Section 30413.b of the Coastal Act requires the Coastal Commission to designate specific locations in the Coastal Zone where siting of a power plant would prevent achievement of coastal resource protection goals. Commission staff conducted a siting study in an effort to ensure protection of areas with significant coastal resources. Factors considered in the Commission siting study include: parks and proposed land acquisition areas, cultivated prime agricultural land, wetlands, marine resources, environmentally sensitive habitat areas, areas of scenic and visual quality, and areas with inadequate public services. Other factors, such as air quality, and seismicity, which affect the coast in general, were not used as criteria in rejecting specific areas of the coastal zone. The Coastal Commission adopted designations on September 5, 1978. Under the provisions of Section 30413.c, these designations are required to be updated every two years. The maps showing the areas designated for exclusion are on file at the Coastal Commission.

The Coastal Commission has designated most of the County's Coastal Zone for protection from power plant siting. However, most of the coastal terrace north of Highway 101 between Gaviota and Ellwood remains undesignated.

In addition to designating areas for power plant exclusions, the Coastal Commission still retains authority under Sections 30413.d and e of the Coastal Act to participate with the CEC in sitings of coastal power plants outside the exclusion zones. Here the Coastal Commission must analyze applications and file a suitability report regarding siting at the selected location. Factors which the Coastal Commission must consider are defined in Section 30413.d of the Act.

#### NOTE:

1. Under the Federal Coastal Zone Management Act, the State Coastal Commission now has "consistency" review over Federal activities: permits, OCS plans, licenses and grants that affect land and water uses in the California coastal zone. A Federal agency or applicant for a Federal permit must first certify to the Commission that the proposed development is consistent with the California Coastal Management Program (CCMP) as approved by the Secretary of Commerce. If the Commission objects to specific parts of the development as not being consistent with the Program: then Federal activity cannot take place unless the

Coastal Commission's objections are overridden through a special procedure. The Coastal Management Program consists primarily of the California Coastal Act of 1976. The Program states that LCPs, when certified, will serve as one basis for the Coastal Commission's consistency determination, but that the State Coastal Commission will retain the primary authority for evaluating projects and activities subject to the Federal consistency determinations (page 85, CCMP).

2. Under the provisions of Section 30603.a (5) of the Coastal Act, any action taken by a local government on a coastal development permit application for a major public works project or major energy facility is appealable to the State Coastal Commission. A "major" facility is defined as one costing more than \$50,000.