

# CHAPTER 19 – UTILITIES AND SERVICE SYSTEMS

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## INTRODUCTION

This chapter describes the environmental setting (existing conditions and regulatory setting) for the utilities and service systems within the MTP Plan Area. This chapter also presents the federal, state, and local policies and regulations that determine mitigation requirements and identifies impacts on visual resources that may result from implementation of the proposed MTP 2035 projects, and mitigation measures to reduce these impacts where necessary.

The study area consists of transportation routes, including highways, rail alignments, bicycle trails, state routes, roads, and Caltrans right-of-way in the MTP Plan Area. Although public utilities within the MTP Plan Area are operated and maintained by various agencies separately from the transportation system, they often share the right-of-way or are built and maintained in easements adjacent to transportation facilities. This chapter identifies the public utilities that agencies responsible for transportation system construction and maintenance come into contact with on a regular basis, including water supply systems, stormwater and sewer systems, natural gas, electrical, and telecommunications services, solid waste management systems, and petroleum pipelines.

## SETTING

### Environmental Setting

#### Water Supply Systems

Each of the counties is responsible for procuring water for its residents. In Sacramento County, there are at least 28 water purveyors that are coordinated by the Sacramento County Water Agency (SCWA). In Yolo County, the Yolo County Flood Control & Water Conservation District supplies water for the county. In Placer County, the Placer County Water Agency (PCWA) supplies water for the majority of the county. Sutter County residents are served primarily by four major water suppliers - the City of Yuba City, the City of Live Oak, Hillcrest Water Company, and the Sutter Community Service District. In Yuba County, fourteen different public agencies or districts - in addition to several private water companies - provide residential and agricultural water. In El Dorado County, the responsibility for water supply rests with the El Dorado County Water Agency.

#### Stormwater and Sewer Systems

Stormwater is collected in municipal systems within urbanized areas of the region and conveyed to the rivers, in accordance with state water quality regulations. Within the MTP Plan Area, several entities provide stormwater management systems. The Sacramento Stormwater Quality Partnership covers the Sacramento County area - including the Cities of Sacramento, Citrus Heights, Elk Grove, Folsom, Galt, and Rancho Cordova. In Sutter County, the Yuba City-Sutter County Storm Water Management Plan (SWMP) is a combined effort of the City and County, which discharge storm water to the Sutter Bypass and the Feather River through pumping stations located along the levees.

Within the MTP Plan Area, each county operates its own secondary or advanced system of sewage disposal and treatment to recover and properly refine the sewage before disposal. Primary treatment refers to the physical chemical treatment of wastewater; secondary treatment involves continuing the process with biological decomposers to rid the effluent of living organisms. Tertiary treatment, not yet in practice in many areas, consists of stripping the ammonia from the secondary treated outflow. At the completion of the process the former sewage is fit to drink.

The Sacramento Regional County Sanitation District (SRCSD) serves most of Sacramento County residents. SRCSD is responsible for operating the wastewater treatment plant, located in Freeport. This county-wide facility is capable of processing up to 300 million gallons of sewage daily. The plant is designed as a secondary treatment plant at this time. In addition to running this plant, SRCSD is responsible for maintaining large interceptors conveying wastewater from collection points within the city and constructing new interceptors as needed.

In Yolo County, established sewerage exists in the concentrated urban centers of Davis, Winters, and Woodland, though they use septic tanks in the more rural areas. Most of rural Yuba and Sutter County residents are served by individual septic systems as well. The cities of Yuba City and Live Oak operate their own city-wide treatment plants. In Yuba County, there are four small treatment plants that serve the communities of Marysville, Linda, Olivehurst, and Wheatland.

Placer County has at least 37 separate community wastewater systems. In addition, numerous onsite sewage systems serve rural, outlying, and low population density areas.

In El Dorado County, the El Dorado Irrigation District operates and maintains a total of five wastewater systems. The Georgetown Divide Public Utility District operates one community disposal system in the Auburn Lake Trails Subdivision On-Site Wastewater Disposal Zone, and manages on-site disposal for the remaining 950 lots in the zone. The South Lake Tahoe Utility District operates the wastewater systems in the vicinity of South Lake Tahoe. The remainder of the County is sewerred, with individual homes using on-site septic systems.

### **Natural Gas and Electric Services**

Several gas and electric service providers operate within the MTP Plan Area:

- Pacific Gas and Electric Company (PG&E) is one of the largest combination natural gas and electric utilities in the United States. The company, a subsidiary of PG&E Corporation, serves approximately 15 million people in northern and central California. Within the MTP Plan Area, PG&E provides electric service to El Dorado, Yolo, Yuba, Sutter, and large portions of Placer County west of the Tahoe Basin; PG&E also provides gas service to the entire Sacramento metropolitan area. Within Placer County, the main transmission facility for the PG&E gas distribution system is located along the State Route 65 and Interstate 80 corridors.
- The Sacramento Municipal Utilities District (SMUD) supplies electric service to Sacramento County and to a five-square-mile area in the Dry Creek/West Placer area west of the City of Roseville in Placer County. SMUD is the sixth largest publicly owned utility in the United States, in terms of the number of customers served. SMUD generates approximately 50 percent of the power demand of its customers and purchases the remainder.
- The City of Roseville supplies its own electrical service to its residents with power purchased from the Western Area Power Administration (WAPA). Roseville Electric serves 41,883 residential and 5,410 commercial customers.

### **Telecommunications Services**

Local phone service is provided primarily by AT&T, Inc. (AT&T), although a number of independent telephone companies operate in the metropolitan area as well, including Citizens Telecommunications of California and SureWest Communications. Long distance telephone service is provided by several

carriers, including AT&T, and Sprint, among others. AT&T, Sprint, T-Mobile, and Verizon Wireless are among the multiple cellular telephone providers to the Sacramento metropolitan area. Cable television is primarily provided by Comcast Cable, AT&T, and SureWest Communications.

### **Solid Waste Management**

Each county provides for its own solid waste facility needs. Sacramento County has nine active solid-waste facilities, including three transfer stations and two landfills. Yolo County operates one landfill located about five miles northeast of Davis. Yuba-Sutter Disposal Inc. operates the largest landfill within Sutter and Yuba Counties, although smaller facilities existing in more remote areas of Yuba County. Beale Air Force Base operates its own solid-waste facility for base operations only. El Dorado County owns the Union Mine Disposal Site and leases the operation of the facility to El Dorado Landfill Inc. In Placer County, the Western Placer Waste Management Authority (WPWMA) is a regional agency comprised of the Cities of Lincoln Rocklin and Roseville, and the County of Placer. WPWMA provides recycling and waste disposal services to these communities as well as the City of Auburn, and the Town of Loomis. Placer County operates the Western Regional Sanitary Landfill near State Route 65 between Roseville and Lincoln, and another landfill outside of the metropolitan area north of Tahoe City.

### **Petroleum Pipelines**

Within the MTP Plan Area, there is a petroleum oil transmission pipeline located adjacent to the Union Pacific Railroad right of way near Interstate 80 and State Route 65 in Placer County. There are no petroleum refineries located within the MTP Plan Area, as the majority of the state's refineries are located in the San Francisco Bay Area, Los Angeles, and other parts of the Central Valley.

## **Regulatory Setting**

### **Federal Regulations**

#### ***Clean Water Act (CWA)***

Enacted in 1972, this federal legislation completely revised the pre-existing Water Pollution Control Act. Section 304 of the Clean Water Act established primary drinking water standards. States are required to ensure that potable water retailed to the public meets these standards. State primary and secondary drinking water standards are promulgated in CCR Title 22 Section 64431-64501. Secondary drinking water standards incorporate non-health risk factors including taste, odor, and appearance.

The National Pollutant Discharge Elimination System (NPDES) regulates the discharge of drainage to surface waters. Federal NPDES regulations are administered by the California State Water Resources Control Board and through the Regional Water Quality Control Boards. Municipal storm drainage is required to meet Board standards under waste discharge regulations/NPDES permits.

#### ***Federal Power Act of 1935***

In the Federal Power Act of 1935 (49 Stat. 803), created the Federal Power Commission, an independent regulatory agency with authority over both the interstate transmission of electricity and the sale of hydroelectric power at the wholesale level. The act requires the commission to ensure that electricity rates are "reasonable, nondiscriminatory and just to the consumer." The Federal Power Act of 1935 also amended the criteria that the commission must apply in deciding whether to license the construction and operation of new hydroelectric facilities.

#### ***Federal Safe Drinking Water Act (as amended)***

The Safe Drinking Water Act (SDWA), promulgated by Congress in 1974, amended in 1986 and 1996, establishes a Federal program to monitor and increase the safety of the nation's drinking water supply.

The SDWA authorizes the U.S. Environmental Protection Agency (EPA) to set and implement health-based standards to protect against both naturally occurring and man-made contaminants in drinking water. The EPA is also responsible for assessing and protecting drinking water sources; protecting wells and collection systems; making sure water is treated by qualified operators; ensuring the integrity of distribution systems; and making information available to the public on the quality of their drinking water.

### ***Natural Gas Act of 1938***

Together with the Federal Power Act of 1935, the Natural Gas Act of 1938 (NGA) (P.L. 75-688, 52 Stat. 821) was an essential piece of energy legislation in the first half of the twentieth century. These statutes regulated interstate activities of the electric and natural gas industries, respectively. The acts are similarly structured and constitute the classic form of command-and-control regulation authorizing the federal government to enter into a regulatory compact with utilities. In short, the Natural Gas Act enabled federal regulators to set prices for gas sold in interstate commerce in exchange for exclusive rights to transport the gas.

### ***Natural Gas Policy Act of 1978***

The Natural Gas Policy Act of 1978 (NGPA) granted the Federal Energy Regulatory Commission (FERC) authority over intrastate as well as interstate natural gas production. The NGPA established price ceilings for wellhead first sales of gas that vary with the applicable gas category and gradually increase over time.

### ***Resource Conservation and Recovery Act of 1976***

40 CFR, Part 258 Subtitle D of the Resource Conservation and Recovery Act (RCRA) establishes minimum location standards for siting municipal solid waste landfills. Because California laws and regulations governing the approval of solid waste landfills meet the requirements of Subtitle D, the EPA has delegated the enforcement responsibility to the State of California. California laws and regulations governing these facilities are summarized in the section below.

### ***Telecommunications Act of 1996***

The Telecommunications Act of 1996 was the first major overhaul of United States telecommunications law in nearly 62 years, amending the Communications Act of 1934. It was approved by Congress on January 3, 1996. Telecommunications legislation passed by the U.S. Congress in 1996. The Act deregulates local phone service, and allows long-distance carriers and cable television companies to provide local phone service, as well allowing local telephone companies to provide long distance service.

## **State Regulations**

### ***Safe Drinking Water and Toxic Enforcement Act of 1986***

Proposition 65, the Safe Drinking Water and Toxic Enforcement Act of 1986, was enacted as a ballot initiative in November 1986. The Proposition was intended by its authors to protect California citizens and the State's drinking water sources from chemicals known to cause cancer, birth defects or other reproductive harm, and to inform citizens about exposures to such chemicals.

### ***California Water Recycling Act***

Enacted in 1991, the California Water Recycling Act (California Water Code 13577) established water recycling as a priority in California. The Act encourages municipal wastewater treatment districts to implement recycling programs to reduce local water demands. The Act set recycling goals of 700,000 acre-feet of water annually by year 2000 and 1 million acre-feet annually by 2010.

***Porter-Cologne Water Quality Control Act (Section 13000 et seq.)***

The Porter Cologne Act directs the State Water Resources Control Board (SWRCB) and Regional Water Quality Control Boards (RWQCBs) to prepare Water Quality Control Plans (Basin Plans), establishing water quality objectives and beneficial uses for each body of water within the regional boundaries including groundwater basins. The RWQCB issues waste discharge requirements (WDRs) for discharges of privately or publicly treated domestic wastewater to locations other than surface water. These WDRs are usually designed to protect beneficial uses of groundwater basins but can be issued to protect surface waters in areas where groundwater is known to infiltrate into surface waters. Many municipal wastewater treatment facilities do not have NPDES permits, but rather are issued WDRs for discharges to surface impoundments and percolation ponds. The RWQCB also issues waste reclamation requirements (WRRs) for treated wastewater used exclusively for reclamation projects such as irrigation and groundwater recharge.

The Porter Cologne Act empowers the SWRCB and RWQCBs to protect the beneficial use of California waters. Thereby, it provides broader authority than offered by the Federal CWA alone.

***Regional Water Quality Control Boards (RWQCB)***

New or expanded landfills must submit Reports of Waste Discharge to RWQCBs prior to landfill operations. In conjunction with the CIWMB approval of SWFPs, RWQCBs issue Waste Discharge Orders, which regulate the liner, leachate control and removal, and groundwater monitoring systems at Class III landfills. While Waste Discharge Orders only apply to landfills, RWQCBs also regulate surface water runoff for all solid waste facilities by issuing stormwater discharge permits under the NPDES program. Separate NPDES permits are issued for the construction and operation of these facilities.

***California Code of Regulations***

Title 23, Division 3, Article 2 (Waste Classification and Management), Article 3 (Waste Unit Classification and Siting), and Class III (municipal solid waste) establish criteria for the siting of landfills. These regulations address design, construction, operation, and groundwater monitoring requirements of solid waste landfills. Title 14 CCR Chapter 3 establishes minimum standards for solid waste handling and disposal. Article 6.0 of Chapter 3 establishes minimum standards for solid waste transfer stations. Composting facility operating requirements are found in Chapter 3.1. Both of these chapters establish different standards for different size facilities. Standards found in these chapters relate to the cleaning of these facilities, drainage control, dust control, the detection of household hazardous waste, litter control, noise control, vectors, odors and other potential impacts resulting from the operation of these facilities.

***Integrated Waste Management Act of 1989 (Assembly Bill 939)***

Assembly Bill (AB) 939 established the California Integrated Waste Management Board (CIWMB), and set forth aggressive solid waste diversion requirements. Under AB 939, every city and county in California is required to reduce the volume of waste sent to landfills by 50%, through recycling, reuse, composting, and other means. AB 939 requires counties to prepare a Countywide Integrated Waste Management Plan (CIWMP). An adequate CIWMP contains a summary plan that includes goals and objectives, a summary of waste management issues and problems identified in the incorporated and unincorporated areas of the county, a summary of waste management programs and infrastructure, information about existing and proposed solid waste facilities, and an overview of specific steps that will be taken to achieve the goals outlined in the components of the CIWMP.

***Senate Bill 610 Water Supply Assessment***

Senate Bill 610 of 2001 (enacting Water Code Section 10910, et seq.) provides that before a city or county can consider a large project (typically defined as a residential project of 500 or more units, or its equivalent) it must request of the prospective water supplier a water supply assessment (WSA). The

purpose of the WSA is to disclose the availability of short-term and long-term water supplies, in normal, dry, and multiple dry years, to serve the project. This information must be included in the EIR or Negative Declaration being prepared for the project. It will be considered by the city or county when deciding whether to approve the project.

A companion measure, Senate Bill 221 of 2001, similarly requires preparation of a water supply sufficiency analysis for proposed subdivisions creating 500 lots or more. It provides that no such subdivision is to be approved by a city or county in the absence of a secure water supply, absent specific findings. The findings must specify those means that the water supply is to be secured in the future.

### ***California Environmental Quality Act***

CEQA (Public Resources Code Section 21000 et seq.) requires the environmental analyses prepared for projects to disclose the availability of water to serve those projects, identify feasible mitigation measures to ensure water is available, and to disclose any impacts that may arise from providing water, if current supplies are insufficient. Neither SB 610 nor SB 221 obviates the responsibility of local agencies under CEQA to assess the water needs of projects involving fewer than 500 residents.

### ***Urban Water Management Planning Act***

The Urban Water Management Planning Act (Water Code Sections 10610 - 10656) mandates that every urban water supplier providing water to 3,000 or more customers, or that provides over 3,000 acre-feet of water annually, should make every effort to ensure the appropriate level of reliability in its water service sufficient to meet the needs of its various categories of customers during normal, dry, and multiple dry years. Typically, these suppliers include water districts, irrigation districts, and cities. The Act requires each such agency to prepare an Urban Water Management Plan on a regular basis and establishes the contents of those plans. The Urban Water Management Plans are submitted to the Department of Water Resources every five years. The Urban Water Management Plan can be used as the basis for WSAs for individual projects, as well as background information for the preparation of city and county general plans. The intention of the Act is to foster better awareness among local governments of the water supply available to support future growth.

## **Local Regulations**

Local general plans have goals and policies related to utility infrastructure and services. Utility services are also governed by local ordinances for cable television, wastewater treatment facilities, water supply, and solid waste services. Cities and counties are also subject to the SB 610 and SB 221 requirements noted above, and will impose them on qualifying projects.

## **IMPACTS AND MITIGATION MEASURES**

### **Methods and Assumptions**

This utilities and service systems analysis evaluates those utilities and services most likely to be affected by the construction and implementation of the various types of projects identified in the MTP for 2035.

### **Criteria for Determining Significance**

According to the State CEQA Guidelines, significant impacts to utilities and service systems would occur if the plan would:

- Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;
- Not have sufficient water supplies available to serve the project from existing entitlements and resources, or require new or expanded entitlements;
- Be served by a landfill without sufficient permitted capacity to accommodate the project's solid waste disposal needs; or

## **Environmental Impacts of the Proposed Project**

This section describes potential impacts on utilities issues that could result from the MTP 2035. Some projects within the MTP 2035 could significantly affect utilities issues. However, prior to final approval of each project considered in the MTP 2035, the implementing agency will conduct the appropriate project-specific environmental review.

### **Impact USS - 1: Exceedances of capacity of regional landfills due to solid waste generated by construction and implementation of MTP projects**

During the construction phase, projects included in the MTP 2035 could generate solid waste due to demolition, grading, excavation and other construction activities. Design information, specific construction waste generation volumes, and locations of probable disposal facilities is not available for the projects identified in the MTP 2035. As a result, attempting to estimate the volume of solid waste generated by construction and its effects on any specific disposal facility's capacity would be speculative. Within the MTP Plan Area, several landfill facilities have capacity to absorb solid waste generated by the construction of MTP projects. The largest landfill in Sacramento County, Kiefer Landfill, is 660 acres in size, and receives about 2, 200 pounds of solid waste per day. However, the landfill is currently only using 3.8% of capacity. In Yolo County, the Yolo County Central Landfill has 64.5% capacity remaining, and in Placer County, the Western Regional Landfill is at 20% of capacity. Due to the availability of capacity in regional landfill facilities, this impact is less than significant and no mitigation is required.

### **Impact USS - 2: Disruption of or Interference with the Provision of Utility Services i.e., Electricity, Natural Gas, Telephone Service, and Cable and Satellite Television) due to construction and implementation of MTP projects**

Construction of projects included in the MTP 2035 that are adjacent to underground or overhead utility distribution facilities could result in disruption of service. Overhead facilities may be relocated if projects are in proximity to existing support poles or towers, or replaced, if necessary to meet minimum clearance requirements. Any groundbreaking within the MTP Plan Area has the potential to encounter underground utility lines as a result of grading, paving or other construction activities. This infrastructure could potentially sustain damage during construction activities. As a result, residential and commercial customers within the project area could experience service disruptions. Although temporary, these disruptions could result in inconvenience to residents, and, as such, would represent a potentially significant impact

Based upon the general planning nature of the MTP 2035, development of detailed, site-specific information on this impact at the program level is not feasible. As a result, SACOG does not have sufficient reliable data to permit preparation of a meaningful and accurate report on the impact and no significance determination can be reasonably made. The implementing agency

will conduct appropriate project-level environmental review and will be responsible for consideration of mitigation measures for significant effects on the environment. The following mitigation measure could be used by implementing agencies to address potential impacts during project-level review:

**Mitigation Measure USS - 1: Coordinate with utility service providers to locate and avoid impacts to utility lines**

Conduct specific environmental reviews to evaluate the potential for impacts to utilities during the construction phase. Construction contractors should coordinate with utility service providers before project construction starts to ensure the continuation of services to the maximum degree feasible. Avoid all utility infrastructure during construction efforts. If existing infrastructure cannot be avoided, the construction contractor(s) should consult with the applicable service provider(s) prior to construction to coordinate the rerouting and/or relocation of these facilities. In addition, the utility service providers will be notified in advance of all service interruptions and will be given sufficient time to notify customers.

**Impact USS - 3: Incremental increase in demand for potable water due to construction and implementation of MTP projects**

New development will be required to disclose and mitigate, if feasible, impacts on water supply as provided in CEQA and SB 610/221. These requirements will fall to any county or city contemplating approval of projects, whether large or small. Implementation of projects included in the MTP 2035 are anticipated to require potable or reclaimed water for landscaping purposes. Depending on the level of landscaping necessary per project, the amount of potable or reclaimed water necessary for the maintenance of the landscaping would differ. Any increase in the demand for potable water service caused by landscaping is anticipated to be minimal and less than significant. Based upon the general planning nature of the MTP 2035, development of detailed, site-specific information on this impact at the program level is not feasible. As a result, SACOG does not have sufficient reliable data to permit preparation of a meaningful and accurate report on the impact and no significance determination can be reasonably made. The implementing agency will conduct appropriate project-level environmental review and will be responsible for consideration of mitigation measures for significant effects on the environment. The following mitigation measure could be used by implementing agencies to address potential impacts during project-level review:

**Mitigation Measure USS - 2: Ensure Adequate Water Supply Services Are Provided for MTP Projects**

For MTP 2035 projects that require potable water service, project proponents should coordinate with water supply system operators to ensure that the existing water supply systems have the capacity to handle the increase. If the current infrastructure servicing the project site is found to be inadequate, infrastructure improvements for the appropriate public service or utility should be provided by the project proponent. In addition, wherever feasible, reclaimed water should be used for landscaping purposes instead of potable water.