## Final Mitigated Negative Declaration

# for the Byron Bethany Irrigation District -The West Side Irrigation District Sphere of Influence Update

### Lead Agency:

Byron Bethany Irrigation District

**Responsible Agencies:** 

The West Side Irrigation District and San Joaquin Local Agency Formation Commission

Prepared By:

Baracco and Associates

State Clearinghouse No. 2019059012

Final Document
June 4, 2019

# Chapter 9 - Comments Received and Lead Agency Response to Comments

The Proposed Initial Study and Mitigated Negative Declaration were circulated for public review for a 30-day period from May 3 through June 3, 2019. The following agencies, organizations and individuals received copies of the draft document:

State Clearinghouse (15)

Byron Bethany Irrigation District Board of Directors (7)

The West Side Irrigation District Board of Directors (5)

San Joaquin Local Agency Formation Commission

Alameda Local Agency Formation Commission

Contra Costa Local Agency Formation Commission

San Joaquin County Administrative Office

Alameda County Community Development Agency

Contra Costa County Department of Conservation & Development

City of Tracy

Mountain House Community Services District

California Water Boards

Central Valley Regional Water Quality Control Board

San Luis & Delta-Mendota Water Authority

Power-Water Resources Pooling Authority

United States Bureau of Reclamation

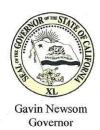
Mid-Pacific Region, South Central California Area Office

Tracy Field Office

Those written comments received on the draft document are presented in this chapter. Each comment is numbered in consecutive order. Following each comment letter are the Lead Agency's responses to the comments with corresponding numbers.

Comments were received from the following:

Agency, Organization or Individual	<b>Date of Comment</b>
State Clearinghouse, Governor's Office of Planning & Research	June 4, 2019
Contra Costa Local Agency Formation Commission	May 10, 2019
California Water Boards Central Valley Regional Water Quality Control Board	May 22, 2019



#### STATE OF CALIFORNIA

## Governor's Office of Planning and Research State Clearinghouse and Planning Unit



June 4, 2019

Rick Gilmore Byron Bethany Irrigation District 7995 Bruns Road Byron, CA 94514

Subject: Byron Bethany Irrigation District--The West Side Irrigation District Sphere of Influence Update

SCH#: 2019059012

Dear Rick Gilmore:

The State Clearinghouse submitted the above named MND to selected state agencies for review. On the enclosed Document Details Report please note that the Clearinghouse has listed the state agencies that reviewed your document. The review period closed on 6/3/2019, and the comments from the responding agency (ies) is (are) available on the CEQA database for your retrieval and use. If this comment package is not in order, please notify the State Clearinghouse immediately. Please refer to the project's ten-digit State Clearinghouse number in future correspondence so that we may respond promptly.

1

Please note that Section 21104(c) of the California Public Resources Code states that:

"A responsible or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency. Those comments shall be supported by specific documentation."

Check the CEQA database for submitted comments for use in preparing your final environmental document: https://ceqanet.opr.ca.gov/2019059012/2. Should you need more information or clarification of the comments, we recommend that you contact the commenting agency directly.

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact the State Clearinghouse at (916) 445-0613 if you have any questions regarding the environmental review process.

Sincerely,

Scott Morgan

Director, State Clearinghouse

cc: Resources Agency

1400 TENTH STREET P.O. BOX 3044 SACRAMENTO, CALIFORNIA 95812-3044 TEL 1-916-445-0613 state.clearinghouse@opr.ca.gov www.opr.ca.gov

Response To:

LETTER FROM STATE CLEARINGHOUSE, GOVERNOR'S OFFICE OF PLANNING AND RESEARCH

 No response required.
 The only response received was from the Central Valley Regional Water Quality Control Board. (Refer to page 35)



Lou Ann Texeira

Executive Officer

CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION 651 Pine Street, Sixth Floor • Martinez, CA 94553-1229

e-mail: LouAnn.Texeira@lafco.cccounty.us (925) 335-1094 • (925) 335-1031 FAX

#### **MEMBERS**

Candace Andersen County Member

Public Member
Tom Butt

Tom Butt City Member Federal Glover County Member Michael R. McGill Special District Member Rob Schroder

City Member

Igor Skaredoff
Special District Member

#### **ALTERNATE MEMBERS**

Diane Burgis
County Member
Stanley Caldwell
Special District Member

Charles R. Lewis, IV
Public Member

Sean Wright City Member

May 10, 2019

Rick Gilmore, District Manager Byron Bethany Irrigation District 7995 Bruns Road Byron, CA 94514-1625

SUBJECT: Notice of Preparation - Proposed Mitigated Negative Declaration - Byron Bethany Irrigation District - The West Side Irrigation District Sphere of Influence Update

#### Dear Rick:

Thank you for sending the Contra Costa Local Agency Formation Commission (CCLAFCO) the Notice of Preparation of the Proposed Mitigated Negative Declaration (MND)- Byron Bethany Irrigation District (BBID) — The West Side Irrigation District (TWSID) Sphere of Influence (SOI) Update. As noted in the project description, BBID serves portions of Alameda, Contra Costa and San Joaquin counties.

We understand that the underlying project is consolidation of BBID and TWSID, and that TWSIR is solely within San Joaquin County. The MND also discusses several options for modifying BBID's SOI, including areas within Contra Costa County.

In response, we offer the following general and specific comments and questions.

#### **General Comments/Questions**

We understand that the MND was prepared to support the five options for updating the SOIs
of BBID and TWSID, which include SOI expansions and reductions. As a Responsible
Agency pursuant to the CEQA, a LAFCO, likely San Joaquin as principal LAFCO, may need
to rely on the District's environmental document in consideration of any future SOI changes.

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LAFCO is required to consider a variety of factors when amending a SOI as described in Government Code sections 56425-56434. Including an assessment of these factors in the District's environmental document will facilitate LAFCO's review and the LAFCO process. Deficiencies in the environmental document as required by LAFCO may result in the need for additional CEQA compliance work. In order for LAFCO to rely on the District's environmental document for a future SOI change, the document should specifically 1)

reference the LAFCO action(s) in the Project Description (i.e., SOI amendment), 2) list LAFCO as Other Public Agencies Whose Approval is Required, and 3) most importantly, the LAFCO action(s) and relevant factors should be adequately evaluated in the environmental document.



2. Please provide CCLAFCO with a copy of the complete environmental checklist.



#### **Specific Comments/Questions**

1. The MND includes several SOI options, one of which is to reduce the District's SOI by 480± acres in accordance with CCLAFCO's 2016 approval of detachment of this same area from the Town of Discovery Bay Community Services District (TDBCSD). CCLAFCO supports removal of this area from TDBCSD's SOI.



2. The MND includes an option to expand BBID's SOI in several areas, two of which are in Contra Costa County (Byron/Byron Airport areas). As noted in the MND, the owner of Area 1 (92.8+ acres) has initiated an annexation application. We assume that this application is being processed through San Joaquin LAFCO. Can you provide an update as to the status of the SOI and annexation applications?



3. As noted in the MND, Study Areas No. 1 and No. 2 in Contra Costa County are currently under Williamson Act contracts.



Should CCLAFCO be asked to process the SOI amendments for Study Areas No. 1 and No. 2, please be aware that in 2016 CCLAFCO adopted an Agricultural and Open Space Preservation Policy. The purpose of the policy is policy is 1) to provide guidance to the applicant on how to assess the impacts on prime agricultural, agricultural and open space lands of applications submitted to LAFCO, and enable the applicant to explain how the applicant intends to mitigate those impacts; 2) to provide a framework for LAFCO to evaluate and process in a consistent manner, applications before LAFCO that involve or impact prime agricultural, agricultural and/or open space lands; and 3) to explain to the public how LAFCO will evaluate and assess applications that affect prime agricultural, agricultural and/or open space lands. CCLAFCO's policy applies to SOI amendments as well as annexations.

Future SOI and boundary change applications involving agricultural lands may require mitigation under CCLAFCO's policy.



Thank you for the opportunity to provide comments. Please contact CCLAFCO if you have any questions regarding our comments.

Sincerely, Lou Ann Texeira

Executive Officer

c: LAFCO Planner

Response To:

#### CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION

2. LAFCo As A Responsible Agency

Byron Bethany Irrigation District (BBID), as Lead Agency for this environmental document has been advised by James Glaser, Executive Officer of San Joaquin LAFCo, that San Joaquin LAFCo will be a responsible agency and will utilize this Mitigated Negative Declaration in consideration of future SOI changes.

LAFCo Actions, LAFCo as an Other Public Agency, and LAFCo Factors
 LAFCo actions under this proposed project are detailed in pages 3 through 5 of the
 Proposed Mitigated Negative Declaration. Project alternatives with respect to SOI
 options are evaluated on page 4 of the Proposed Mitigated Negative Declaration.

San Joaquin LAFCo as a Public Agency Whose Approval is Required is indicated on page 5 of the Proposed Mitigated Negative Declaration.

Pursuant to Section 54625(e) of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, LAFCo must consider five factors in considering a Sphere of Influence Amendment or Update. These factors (determinations) are evaluated in the Public Review Draft Municipal Service Review and Sphere of Influence Update dated March 22, 2019, and incorporated herein by reference. Please refer to pages 8-13 through 8-21 of the MSR/SOI, attached hereto as Exhibit A.

- 4. Contra Costa LAFCo has been provided with the complete environmental document.
- No response required.
- 6. Status of Study Area No. 1 Annexation Because San Joaquin LAFCo policies preclude the annexation of territory to a special district until a current Municipal Service Review and current Sphere of Influence have been adopted by the Commission, this potential annexation has been on 'hold.' It is expected that a formal application for annexation will be filed upon completion of the BBID-TWSID Consolidation.
- Any proposed annexation of territory to BBID involving property in Contra Costa County will need to evaluate the annexation proposal in light of the Contra Costa LAFCo Agricultural and Open Space Policy.

At this juncture, it is anticipated that there will not be any conflicts with this policy, as the properties are in agricultural production with no changes in land use anticipated.

8. Mitigation under the Agricultural and Open space Policy So noted.







#### Central Valley Regional Water Quality Control Board

22 May 2019

Rick Gilmore Byron Bethany Irrigation District 7995 Bruns Road Byron, CA 94514

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COMMENTS TO REQUEST FOR REVIEW FOR THE MITIGATED NEGATIVE DECLARATION, THE WEST SIDE IRRIGATION DISTRICT SPHERE OF INFLUENCE UPDATE PROJECT, SCH#2019059012, SAN JOAQUIN, ALAMEDA, AND CONTRA COSTA COUNTIES

Pursuant to the State Clearinghouse's 3 May 2019 request, the Central Valley Regional Water Quality Control Board (Central Valley Water Board) has reviewed the *Request for Review for the Mitigated Negative Declaration* for the West Side Irrigation District Sphere of Influence Update Project, located in San Joaquin, Alameda, and Contra Costa Counties.

Our agency is delegated with the responsibility of protecting the quality of surface and groundwaters of the state; therefore our comments will address concerns surrounding those issues.

#### I. Regulatory Setting

#### Basin Plan

The Central Valley Water Board is required to formulate and adopt Basin Plans for all areas within the Central Valley region under Section 13240 of the Porter-Cologne Water Quality Control Act. Each Basin Plan must contain water quality objectives to ensure the reasonable protection of beneficial uses, as well as a program of implementation for achieving water quality objectives with the Basin Plans. Federal regulations require each state to adopt water quality standards to protect the public health or welfare, enhance the quality of water and serve the purposes of the Clean Water Act. In California, the beneficial uses, water quality objectives, and the Antidegradation Policy are the State's water quality standards. Water quality standards are also contained in the National Toxics Rule, 40 CFR Section 131.36, and the California Toxics Rule, 40 CFR Section 131.38.

The Basin Plan is subject to modification as necessary, considering applicable laws, policies, technologies, water quality conditions and priorities. The original

KARL E. LONGLEY SCD, P.E., CHAIR | PATRICK PULUPA, ESQ., EXECUTIVE OFFICER

Basin Plans were adopted in 1975, and have been updated and revised periodically as required, using Basin Plan amendments. Once the Central Valley Water Board has adopted a Basin Plan amendment in noticed public hearings, it must be approved by the State Water Resources Control Board (State Water Board), Office of Administrative Law (OAL) and in some cases, the United States Environmental Protection Agency (USEPA). Basin Plan amendments only become effective after they have been approved by the OAL and in some cases, the USEPA. Every three (3) years, a review of the Basin Plan is completed that assesses the appropriateness of existing standards and evaluates and prioritizes Basin Planning issues.

For more information on the Water Quality Control Plan for the Sacramento and San Joaquin River Basins, please visit our website: http://www.waterboards.ca.gov/centralvalley/water\_issues/basin\_plans/

#### **Antidegradation Considerations**

All wastewater discharges must comply with the Antidegradation Policy (State Water Board Resolution 68-16) and the Antidegradation Implementation Policy contained in the Basin Plan. The Antidegradation Implementation Policy is available on page 74 at:

https://www.waterboards.ca.gov/centralvalley/water\_issues/basin\_plans/sacsjr\_201 805.pdf

#### In part it states:

Any discharge of waste to high quality waters must apply best practicable treatment or control not only to prevent a condition of pollution or nuisance from occurring, but also to maintain the highest water quality possible consistent with the maximum benefit to the people of the State.

This information must be presented as an analysis of the impacts and potential impacts of the discharge on water quality, as measured by background concentrations and applicable water quality objectives.

The antidegradation analysis is a mandatory element in the National Pollutant Discharge Elimination System and land discharge Waste Discharge Requirements (WDRs) permitting processes. The environmental review document should evaluate potential impacts to both surface and groundwater quality.

#### II. Permitting Requirements

#### **Construction Storm Water General Permit**

Dischargers whose project disturb one or more acres of soil or where projects disturb less than one acre but are part of a larger common plan of development that in total disturbs one or more acres, are required to obtain coverage under the

General Permit for Storm Water Discharges Associated with Construction Activities (Construction General Permit), Construction General Permit Order No. 2009-009-DWQ. Construction activity subject to this permit includes clearing, grading, grubbing, disturbances to the ground, such as stockpiling, or excavation, but does not include regular maintenance activities performed to restore the original line, grade, or capacity of the facility. The Construction General Permit requires the development and implementation of a Storm Water Pollution Prevention Plan (SWPPP).

For more information on the Construction General Permit, visit the State Water Resources Control Board website at:

http://www.waterboards.ca.gov/water\_issues/programs/stormwater/constpermits.sht ml

#### Phase I and II Municipal Separate Storm Sewer System (MS4) Permits<sup>1</sup>

The Phase I and II MS4 permits require the Permittees reduce pollutants and runoff flows from new development and redevelopment using Best Management Practices (BMPs) to the maximum extent practicable (MEP). MS4 Permittees have their own development standards, also known as Low Impact Development (LID)/post-construction standards that include a hydromodification component. The MS4 permits also require specific design concepts for LID/post-construction BMPs in the early stages of a project during the entitlement and CEQA process and the development plan review process.

For more information on which Phase I MS4 Permit this project applies to, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/water\_issues/storm\_water/municipal\_p ermits/

For more information on the Phase II MS4 permit and who it applies to, visit the State Water Resources Control Board at:

http://www.waterboards.ca.gov/water\_issues/programs/stormwater/phase\_ii\_municipal.shtml

#### **Industrial Storm Water General Permit**

Storm water discharges associated with industrial sites must comply with the regulations contained in the Industrial Storm Water General Permit Order No. 2014-0057-DWQ.

<sup>&</sup>lt;sup>1</sup> Municipal Permits = The Phase I Municipal Separate Storm Water System (MS4) Permit covers medium sized Municipalities (serving between 100,000 and 250,000 people) and large sized municipalities (serving over 250,000 people). The Phase II MS4 provides coverage for small municipalities, including non-traditional Small MS4s, which include military bases, public campuses, prisons and hospitals.

22 May 2019

For more information on the Industrial Storm Water General Permit, visit the Central Valley Water Board website at:

http://www.waterboards.ca.gov/centralvalley/water\_issues/storm\_water/industrial\_g eneral permits/index.shtml

#### **Clean Water Act Section 404 Permit**

If the project will involve the discharge of dredged or fill material in navigable waters or wetlands, a permit pursuant to Section 404 of the Clean Water Act may be needed from the United States Army Corps of Engineers (USACE). If a Section 404 permit is required by the USACE, the Central Valley Water Board will review the permit application to ensure that discharge will not violate water quality standards. If the project requires surface water drainage realignment, the applicant is advised to contact the Department of Fish and Game for information on Streambed Alteration Permit requirements.

If you have any questions regarding the Clean Water Act Section 404 permits, please contact the Regulatory Division of the Sacramento District of USACE at (916) 557-5250.

Clean Water Act Section 401 Permit - Water Quality Certification

If an USACE permit (e.g., Non-Reporting Nationwide Permit, Nationwide Permit, Letter of Permission, Individual Permit, Regional General Permit, Programmatic General Permit), or any other federal permit (e.g., Section 10 of the Rivers and Harbors Act or Section 9 from the United States Coast Guard), is required for this project due to the disturbance of waters of the United States (such as streams and wetlands), then a Water Quality Certification must be obtained from the Central Valley Water Board prior to initiation of project activities. There are no waivers for 401 Water Quality Certifications.

For more information on the Water Quality Certification, visit the Central Valley Water Board website at:

https://www.waterboards.ca.gov/centralvalley/water\_issues/water\_quality\_certification/

Waste Discharge Requirements - Discharges to Waters of the State

If USACE determines that only non-jurisdictional waters of the State (i.e., "non-federal" waters of the State) are present in the proposed project area, the proposed project may require a Waste Discharge Requirement (WDR) permit to be issued by Central Valley Water Board. Under the California Porter-Cologne Water Quality Control Act, discharges to all waters of the State, including all wetlands and other waters of the State including, but not limited to, isolated wetlands, are subject to State regulation.

For more information on the Waste Discharges to Surface Water NPDES Program and WDR processes, visit the Central Valley Water Board website at: https://www.waterboards.ca.gov/centralvalley/water\_issues/waste\_to\_surface\_water/

#### **Dewatering Permit**

If the proposed project includes construction or groundwater dewatering to be discharged to land, the proponent may apply for coverage under State Water Board General Water Quality Order (Low Risk General Order) 2003-0003 or the Central Valley Water Board's Waiver of Report of Waste Discharge and Waste Discharge Requirements (Low Risk Waiver) R5-2013-0145. Small temporary construction dewatering projects are projects that discharge groundwater to land from excavation activities or dewatering of underground utility vaults. Dischargers seeking coverage under the General Order or Waiver must file a Notice of Intent with the Central Valley Water Board prior to beginning discharge.

For more information regarding the Low Risk General Order and the application process, visit the Central Valley Water Board website at: http://www.waterboards.ca.gov/board\_decisions/adopted\_orders/water\_quality/200 3/wqo/wqo2003-0003.pdf

For more information regarding the Low Risk Waiver and the application process, visit the Central Valley Water Board website at: http://www.waterboards.ca.gov/centralvalley/board\_decisions/adopted\_orders/waivers/r5-2013-0145\_res.pdf

#### Regulatory Compliance for Commercially Irrigated Agriculture

If the property will be used for commercial irrigated agricultural, the discharger will be required to obtain regulatory coverage under the Irrigated Lands Regulatory Program.

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There are two options to comply:

1. Obtain Coverage Under a Coalition Group. Join the local Coalition Group that supports land owners with the implementation of the Irrigated Lands Regulatory Program. The Coalition Group conducts water quality monitoring and reporting to the Central Valley Water Board on behalf of its growers. The Coalition Groups charge an annual membership fee, which varies by Coalition Group. To find the Coalition Group in your area, visit the Central Valley Water Board's website at: https://www.waterboards.ca.gov/centralvalley/water\_issues/irrigated\_lands/regulatory\_information/for\_growers/coalition\_groups/ or contact water board staff at (916) 464-4611 or via email at IrrLands@waterboards.ca.gov.

2. Obtain Coverage Under the General Waste Discharge Requirements for Individual Growers, General Order R5-2013-0100. Dischargers not participating in a third-party group (Coalition) are regulated individually. Depending on the specific site conditions, growers may be required to monitor runoff from their property, install monitoring wells, and submit a notice of intent, farm plan, and other action plans regarding their actions to comply with their General Order. Yearly costs would include State administrative fees (for example, annual fees for farm sizes from 11-100 acres are currently \$1,277 + \$8.53/Acre); the cost to prepare annual monitoring reports; and water quality monitoring costs. To enroll as an Individual Discharger under the Irrigated Lands Regulatory Program, call the Central Valley Water Board phone line at (916) 464-4611 or e-mail board staff at IrrLands@waterboards.ca.gov.

#### **Limited Threat General NPDES Permit**

If the proposed project includes construction dewatering and it is necessary to discharge the groundwater to waters of the United States, the proposed project will require coverage under a National Pollutant Discharge Elimination System (NPDES) permit. Dewatering discharges are typically considered a low or limited threat to water quality and may be covered under the General Order for *Limited Threat Discharges to Surface Water* (Limited Threat General Order). A complete Notice of Intent must be submitted to the Central Valley Water Board to obtain coverage under the Limited Threat General Order.

For more information regarding the Limited Threat General Order and the application process, visit the Central Valley Water Board website at: https://www.waterboards.ca.gov/centralvalley/board\_decisions/adopted\_orders/general\_orders/r5-2016-0076-01.pdf

#### **NPDES Permit**

If the proposed project discharges waste that could affect the quality of surface waters of the State, other than into a community sewer system, the proposed project will require coverage under a National Pollutant Discharge Elimination System (NPDES) permit. A complete Report of Waste Discharge must be submitted with the Central Valley Water Board to obtain a NPDES Permit.

For more information regarding the NPDES Permit and the application process, visit the Central Valley Water Board website at: https://www.waterboards.ca.gov/centralvalley/help/permit/

22 May 2019

If you have questions regarding these comments, please contact me at (916) 464-4812 or Jordan. Hensley@waterboards.ca.gov.

Jordan Hensley

**Environmental Scientist** 

cc: State Clearinghouse unit, Governor's Office of Planning and Research, Sacramento

Response To:

#### CENTRAL VALLEY WATER QUALITY CONTROL BOARD

Regulatory Compliance for commercially Irrigated Agriculture
 In order to obtain regulatory compliance under the Irrigated Lands Regulatory Program,
 any annexation of land to the District for commercially irrigated agriculture would need to
 meet one of two options.

These options are hereby added to the Mitigated Negative Declaration as mitigation measures.