

TABLE OF CONTENTS

Volume 1

Foreword	v
Preface	vii

CHAPTER 1

Introduction

§ 1.01	Purpose of Text.....	1-1
§ 1.02	Users Guide.....	1-8
§ 1.03	The Federal Statutory Context for State Environmental Regulation.....	1-11
	[1] The Clean Air Act.....	1-11
	[2] The Clean Water Act.....	1-12
	[3] Solid and Hazardous Wastes.....	1-13
	[4] Other Federal Statutes.....	1-14
§ 1.04	Legal Ethics and Environmental Regulation of Real Property.....	1-16

CHAPTER 2

Natural Constraints on Development

§ 2.01	Scope.....	2-2
§ 2.02	The Attorney's Role in Evaluating the Environmental Dimensions of Real Property Development.....	2-3
§ 2.03	Basic Elements of Ecology and Natural Science.....	2-5
	[1] Biosphere and Ecosystems: Mutual Feedback Relationships.....	2-5
	[2] Regulatory Dilemmas.....	2-8
	[a] Land Use Controls in a Legal System Founded on Property Rights.....	2-8

ENVIRONMENTAL REGULATION

- [b] Solving One Problem May Create Other Problems When Natural Cycles Are Overlooked by Regulatory Action 2-13
- [3] The Natural Cycles That Are Instrumental for Effective Environmental Regulation 2-15
 - [a] The Energy Cycle 2-16
 - [b] The Hydrologic Cycle 2-22
 - [c] The Carbon Cycle 2-27
 - [d] The Oxygen Cycle 2-34
 - [e] The Nitrogen Cycle 2-37
 - [f] The Sulphur Cycle 2-38
 - [g] The Phosphorus Cycle 2-40
- [4] Biomes 2-41
 - [a] Tundra 2-42
 - [b] Boreal or Coniferous Forest (Taiga) 2-42
 - [c] Deciduous Forest 2-42
 - [d] Grasslands 2-43
 - [e] Deserts 2-43
 - [f] Chaparral or Mediterranean 2-44
 - [g] Tropical Rain Forests 2-44
 - [h] Marine Aquatic Ecosystems 2-45
 - [i] Inland Aquatic Ecosystems 2-46
- [5] Physical Constraints 2-47
- § 2.04 Thinking Globally, Acting Locally: Protecting Natural Systems by Protecting Local Environments 2-50
- § 2.05 Inventory Techniques for Identifying Ecosystem and Natural Resource Problems 2-52
- § 2.06 Finding the Facts 2-55
 - [1] Literature and Reports 2-55
 - [2] Consultants 2-57
 - [3] Government Sources 2-58

CHAPTER 3

Constitutional Environmental Law

- § 3.01 Scope of Issues 3-2
- § 3.02 The Commerce Clause 3-4
 - [1] Authority for Federal Environmental Law 3-4
 - [2] Invalidating State or Local Environmental Laws as Burdens on Interstate Commerce 3-8
 - [a] Effects on Environmental Laws 3-8

TABLE OF CONTENTS

xi

	[b]	“Flow Control” Ordinances and Municipal Waste Disposal	3-13
§ 3.03		Federal Versus State Jurisdiction	3-18
	[1]	The Supremacy Clause	3-18
	[2]	Abstention; Doctrine of Primary Jurisdiction	3-40
§ 3.03A		Federal Agency Jurisdiction: Legislation, Executive Agencies and Judicial Review	3-46
§ 3.04		Takings Under the Fifth Amendment	3-46.4
	[1]	Introduction	3-46.4
	[a]	Nature of a Taking: Physical Takings; Regulatory Infringements on Real Property	3-46.4
	[b]	Accrual of Takings Claims and Limitations Period	3-72
	[2]	The Evolution of the Supreme Court’s Jurisprudence on Regulatory Takings	3-88
	[a]	Early Decisions: the Constitutional Template of Regulatory Takings Law	3-88
	[b]	<i>Nollan</i> Analysis: Legitimate Nexus Between Public Purpose and a Permit Condition	3-90.6
	[c]	<i>Dolan</i> Analysis: “Rough Proportionality” of Permit Condition to Public Purpose	3-90.9
	[d]	<i>Lucas</i> Analysis: State Common Law Right to Abate Danger or Nuisance	3-90.14
	[e]	Computing the Extent of the Taking	3-93
	[3]	State Appellate Court Jurisprudence	3-98.3
§ 3.05		Due Process and Equal Protection	3-101
	[1]	Notice	3-103
	[a]	Vagueness	3-103
	[b]	Overbreadth	3-104
	[2]	Opportunity to Be Heard	3-105
	[3]	Equal Protection	3-107
§ 3.05A		The Right to Petition Government: Retaliatory Governmental Action and the First Amendments	3-112
§ 3.06		General Welfare	3-114
§ 3.06A		Entry and Search of Private Property in Furtherance of Environmental Regulation and Enforcement	3-115

ENVIRONMENTAL REGULATION

§ 3.07	State Constitutions	3-117
	[1] General Considerations	3-117
	[2] Types of Constitutional Provisions	3-117
	[a] Self-Executing Provisions	3-118
	[i] Protection of Natural Resources.	3-118
	[ii] Establishing Rights and Duties	3-120
	[b] Non-Self-Executing Provisions	3-121
	[3] Environmental Aspects of Housing Equity.	3-124
§ 3.08	Limits Imposed by the Eleventh Amendment.	3-133
§ 3.08A	First Amendment Aspects of Environmental Regulation and Enforcement	3-141
	[1] Aesthetics, Signs and Speech	3-141
	[2] Interference with, or Accommodation of, Religious Practices.	3-146
	[3] The Right to Petition Government: Retaliatory Governmental Actions and the First Amendment	3-151
§ 3.09	Standing.	3-154
	[1] Constitutional Requirements	3-154
	[2] Prudential Considerations.	3-186
	[3] Standing to Intervene	3-189

CHAPTER 4**Environmental Impact Assessment**

§ 4.01	Scope	4-2
§ 4.02	Uses of Environmental Assessments	4-3
§ 4.03	The Statutory EIS Requirement	4-6
§ 4.04	EIS Regulations.	4-11
	[1] Role of CEQ Regulations	4-11
	[2] CEQ Regulations	4-13
	[3] Function of Agency Regulations.	4-15
	[4] Federal Agency Contacts.	4-16
	[5] SEPA Regulations	4-17
	[a] Conflicts of Interest.	4-18
	[b] EIS Procedures	4-22
	[i] Whether the EISYProcess Applies to a Given Action	4-23
	[ii] The Designation of a Lead Agency	4-26
	[iii] The Decision to Require an EIS.	4-27

TABLE OF CONTENTS

xiii

[iv] The Draft EIS and Consideration of Alternatives 4-28

[v] The Final EIS Proposals for Mitigation 4-30

[vi] Standing and Judicial Review 4-31

[6] Coordinating Federal/State Environmental Reviews 4-35

§ 4.05 Environmental Impact Assessment Procedures 4-38

[1] Threshold Determination: Is an EIS Required? 4-38

[2] Decisions to Prepare an EIS 4-55

[3] Decision to Prepare a Supplemental EIS 4-59

[4] Contents of an EIS 4-62.2

[5] Procedures for Preparing an EIS 4-62.21

§ 4.06 Environmental Permits and EIS Procedures 4-62.30

§ 4.07 NEPA Challenges 4-62.33

[1] Standing to Commence a NEPA Action 4-62.33

[a] Constitutional and Administrative Law Requirements 4-62.33

[b] Intervention as of Right in NEPA Actions 4-62.38

[2] Statute of Limitations for NEPA Actions 4-62.41

[3] Attorney’s Fees 4-62.43

§ 4.08 Comparative and International EIA 4-63

[1] Canada 4-66

[2] Mexico 4-69

[3] International Aspects 4-70

§ 4.09 Further References 4-78

CHAPTER 5

Critical Area Controls

§ 5.01 Scope 5-2

§ 5.02 Environmental Controls Distinguished from Zoning 5-3

§ 5.03 Defining “Critical” 5-5

[1] Physical Constraints 5-5

[2] Ecosystems 5-6

[3] Historic and Cultural 5-6

[4] Combination of Elements 5-6

[5] Buffer Zones 5-7

[6] Bases for Designation 5-7

§ 5.04 Models and Concepts for Critical Area Laws 5-8

ENVIRONMENTAL REGULATION

§ 5.05	State Critical Area Regulatory Programs	5-9
	[1] States Adopting the ALI Model Land Development Code	5-9
	[2] Critical Areas in Regional Planning Authorities	5-10
	[3] The Coastal Metropolis as a Critical Area	5-11
§ 5.06	Critical Areas for Federal Public Lands	5-13
§ 5.07	Critical Areas in Coastal Zones	5-14
	[1] Coastal Zone Management Act Areas	5-14
	[2] Coastal Barrier Resources	5-16
§ 5.08	Environmental Land Use Controls as Critical Area Regulation	5-18

CHAPTER 6**Historic and Archeological Sites**

§ 6.01	Scope	6-2
§ 6.02	Evolution of Controls	6-3
	[1] Background Developments	6-3
	[2] Relationship to Environmental Law	6-6
§ 6.03	Private Land Use Controls	6-9
§ 6.04	Municipal Ordinances	6-12
	[1] Preservation Ordinances	6-12
	[2] Transfer of Development Rights	6-15
	[3] Acquisition and Eminent Domain	6-16
§ 6.05	Federal Laws for Historic, Archeological, and Paleontological Sites	6-19
	[1] National Historic Preservation	6-19
	[a] Historic Properties and Preservation Activities	6-22
	[b] National Register of Historic Places	6-22
	[c] Advisory Council on Historic Preservation	6-23
	[d] National Historic Preservation Fund	6-25
	[e] National Trust for Historic Preservation	6-25
	[2] State and Local Government Roles Under the National Historic Preservation Act	6-26
	[a] Establishing a Federally Approved State or Local Historic Preservation Program	6-26

TABLE OF CONTENTS

xv

	[b] Federal Agencies' Duty to Consult with Local and Tribal Governments	6-29
[3]	Tribal and Native Hawaiian Programs	6-31
[4]	Prehistoric Resources	6-33
	[a] Archeological Resources on Public and Tribal Lands	6-33
	[b] Paleontological Resources on Public and Tribal Lands	6-38
[5]	Preservation Requirements in Other Federal Statutes	6-38
	[a] Transportation Facilities	6-38
	[b] Regulation of Historic and Archeological Sites in Surface Mining Law	6-39
	[c] National Environmental Policy Act	6-40
[6]	Federal Tax Incentives	6-42
[7]	Grants	6-47
§ 6.06	State Historic Preservation Laws	6-49

CHAPTER 7

Aesthetic Controls

§ 7.01	Scope	7-2
§ 7.02	Historical Origins of Regulation of Aesthetics	7-4
§ 7.03	Aesthetic Controls and the Regulation of Signage, Generally	7-12
	[1] Scope of Signage Regulation, Generally	7-12
	[2] State and Local Control	7-14
	[a] Regulation by Police Power	7-14
	[b] Other Authorities for Sign Control	7-21
	[c] Signs Preceding Enactment of Controls	7-21
	[d] Consent Ordinances	7-22
	[e] Lanham Act Constraints	7-23
[3]	Illustrative State Controls:	
	New York State	7-24
	[a] Use of Police Powers	7-24
	[b] Pre-existing Signs	7-26
[4]	Federal Controls	7-26
	[a] Overview of Federal Roles	7-26

ENVIRONMENTAL REGULATION

§ 7.04	Recycling Beverage Containers	7-29
	[1] Litter Controls	7-29
	[2] Local Ordinances	7-30
	[3] Constitutional Challenges.	7-31
	[4] State Statutes	7-33
	[a] Massachusetts.	7-33
	[b] New York	7-34
	[c] Oregon	7-35
	[d] Vermont	7-35
§ 7.05	Tree Protection Ordinances	7-37
	[1] Aesthetic Goals in a Land Use Context	7-37
	[2] The Interplay of Environmental Goals and Land Use Principles.	7-38
	[3] Tree Protection Codes and Ordinances: Illustrative Examples	7-41
	[4] Generic Characteristics of Tree Ordinances	7-48
§ 7.06	Environmental Impact Assessment of Shadows	7-53
§ 7.07	Green Infrastructure	7-55
§ 7.08	Siting Telecommunications Towers.	7-65

CHAPTER 8**Noise Controls**

§ 8.01	Scope	8-1
§ 8.02	Noise Regulation in Land Use Controls	8-3
§ 8.03	Reasons for Regulating Noise as an Environmental Pollutant.	8-9
	[1] The Effects of Excessive Sound on Human Health	8-9
	[2] Economic Effects of Excessive Sound	8-10
	[3] Remedies for Excessive Noise	8-10
	[4] Defining Noise as a Basis for Regulation	8-11
§ 8.04	Substantive Law of Noise Pollution	8-14
	[1] Common Law.	8-14
	[2] Federal Regulation.	8-15
	[a] Noise Control Act of 1972.	8-15
	[b] Other Federal Laws.	8-21
	[3] State Regulation.	8-21
	[a] Overview of State Regulation of Noise.	8-21
	[b] Illustrations of State Noise Laws	8-22

TABLE OF CONTENTS

xvii

	[4] Local Regulation	8-28
	[a] Overview of Local Regulation	8-28
	[b] Illustrations of Local Noise Laws	8-30
§ 8.05	Environmental Impact Assessment of Noise	8-40

CHAPTER 9

Solar Energy Access

§ 9.01	Scope	9-1
§ 9.02	Physical Requirements for Solar Access	9-3
	[1] Active Solar Systems	9-4
	[2] Passive Solar Systems	9-5
	[3] Land Use Implications of Solar Energy Use	9-6
§ 9.03	Providing for Solar Access	9-7
	[1] Private Property Restrictions	9-7
	[2] Title Insurance for Private Solar Access Property Interests	9-9
§ 9.04	Governmental Controls	9-11
	[1] State Provisions for Solar Access	9-11
	[a] Evolving Controls	9-11
	[b] Comprehensive Plans	9-15
	[2] Local Government Controls	9-17
	[a] Zoning	9-17
	[b] Building Design Review	9-18
	[c] Shade Tree Controls	9-19
§ 9.05	Tax Incentives and Implications	9-21

CHAPTER 10

Flood Plain Controls

§ 10.01	Scope	10-2
§ 10.02	Historical Development Patterns and Meteorological Circumstances Giving Rise to the Need for Flood Controls	10-5
§ 10.03	Historical Background of Federal Flood Controls	10-9
§ 10.04	The National Flood Insurance Act	10-14
	[1] Congressional Goals	10-14
	[2] The National Flood Insurance Program	10-16
	[a] Identification of Flood Hazard Areas	10-16
	[b] Communities for Which Flood Insurance Is Available	10-18
	[c] Persons and Properties Regulated	10-19

ENVIRONMENTAL REGULATION

[3]	Federal Agency Flood Plain Management Procedures	10-21
[a]	Emergency Provisions of the National Flood Insurance Program	10-21
[b]	Land Use Controls: Flood Plain Management Criteria and Building Design Requirements	10-22
[i]	Flood Prone Areas	10-22
[ii]	Mudslide Prone Areas	10-26
[iii]	Flood-Related Erosion Prone Areas	10-27
[c]	Special Housing Types	10-28
[i]	Non-Primary Residences: Vacation and Secondary Homes	10-28
[ii]	Mobile Homes	10-29
[4]	Community Probation and Suspension	10-29
[5]	Sanctions in Identified Flood Hazard Areas Not Covered by the National Flood Insurance Program	10-29
[6]	Appeal Procedure	10-30
[7]	State Implementation	10-31

CHAPTER 11**Wetlands**

§ 11.01	Scope	11-2
§ 11.02	Federal Wetlands Controls under the Clean Water Act	11-4
[1]	Constitutional and Statutory Background	11-4
[a]	Early Federal Wetlands Protections	11-4
[b]	Connection between a Wetland and Waters of the United States for Federal Jurisdiction under the Clean Water Act	11-8
[2]	Federal Permitting	11-18
[a]	Requirements and Exemptions	11-18
[b]	General or Nationwide Permitting	11-24
[c]	Permitting for Locations That Are Not Water Dependent	11-27
[3]	Ascertaining Federal Jurisdiction in Particular Cases	11-29
[a]	Jurisdictional determinations	11-29
[b]	Pre-Enforcement Review	11-30
[c]	Challenging Federal 404 Permits	11-33

TABLE OF CONTENTS

xix

	[4] Relationship Between Army Corps and EPA Authority Over Federally Regulated Wetlands	11-33
	[5] Denial of Permit: Compensable Taking; Basis for Determining Amount of Award	11-35
§ 11.03	State Wetlands Acts	11-39
	[1] General Characteristics of State Wetlands Laws	11-39
	[2] Particular State Examples	11-41
	[a] New York's Regulation of Tidal Wetlands and Freshwater Wetlands	11-41
	[b] Michigan	11-48
	[c] Connecticut	11-53
	[d] California	11-61
§ 11.04	Additional Federal Wetlands Protections	11-69
	[1] Mitigation Banks	11-69
	[2] "Swampbuster" Provisions: the Conversion of Wetlands to Farmland	11-74
	[3] Wetlands Protections for the Conservation of Migratory Waterfowl	11-78

CHAPTER 12

Watercourses

§ 12.01	Scope	12-3
§ 12.02	Water Systems and Typical Controls	12-5
	[1] Water Quality Standards	12-6
	[a] Implementation as Part of the Permitting Process	12-6
	[b] Federal Energy Projects	12-14
	[2] Effluent Limitations for Water Bodies Regulated Under the Clean Water Act: The National Pollution Discharge Elimination Program	12-16
	[a] Application of the NPDES Program to States; Relationship with State Water Quality Standards	12-16
	[b] Jurisdictional Preconditions for Issuance of a Permit Under the Clean Water Act	12-24
	[i] Discharge	12-24
	[ii] Pollutant	12-37

ENVIRONMENTAL REGULATION

	[iii]	Point Source	12-40
	[iv]	Navigable Waters of the United States.	12-52
	[c]	Activities for Which a Permit Is Prohibited.	12-65
	[d]	Issuance of an NPDES Permit	12-66
	[i]	General Permit Versus Individual Permit	12-66
	[ii]	Public Notice and an Opportunity for Public Commentary on the Permit	12-67
	[e]	Discharge of Unlisted Pollutants	12-70
	[f]	State Certification of Federal Permit's Compliance with State Water Quality Standards.	12-73
	[g]	EPA Approval of State Permits	12-80
	[h]	Relation to Other Laws.	12-84
	[3]	Publicly Owned Treatment Works (POTWs)	12-85
	[4]	Area-Wide Controls	12-86.1
	[5]	Shore Stabilization	12-86.2
	[6]	Stream Protection	12-86.2
	[7]	Wild and Scenic Rivers	12-86.2
	[8]	Water Bodies and Wilderness Areas.	12-86.5
	[9]	Oil Pollution	12-86.7
	[a]	The Oil Pollution Act	12-86.7
	[b]	Oil and Hazardous Substance Liability	12-86.10
§ 12.03		Areawide Controls on Land-Based Water Contaminants	12-86.15
	[1]	Urban Storm Runoff	12-86.18
	[2]	Agriculture/Silviculture	12-86.26
	[3]	Animal Feeding Operations	12-86.27
	[4]	Ground Water Contamination	12-86.30
	[5]	Construction Runoff.	12-86.31
	[6]	Mining.	12-86.32
	[7]	Small Alternative Wastewater Systems.	12-86.32
§ 12.04		Industrial Siting and Discharges	12-86.33
	[1]	Stormwater	12-86.33
	[2]	Pretreatment of Liquid Wastes	12-86.35
	[3]	Access to Premises and Information.	12-86.38
	[4]	Restrictions on Disclosure of Confidential Information by EPA	12-86.39
§ 12.05		Utilities and Powerplants	12-86.42
§ 12.06		Septic System Controls.	12-86.49

TABLE OF CONTENTS

xxi

§ 12.07	Citizen Suits in Connection with Violations of NPDES or SPDES Permits . . .	12-86.50
§ 12.08	Suing EPA: Distinction Between EPA's Exercise of Discretion and a Mandatory Duty.	12-87
§ 12.09	Enforcement by EPA for CWA Violations	12-89
	[1] Civil Enforcement	12-89
	[2] Pre-Enforcement Review of Compliance Orders.	12-91
	[3] Administrative Penalties.	12-93
	[4] Criminal Liability.	12-93

CHAPTER 13

Aquifer Protection

§ 13.01	Scope	13-1
§ 13.02	Ground Water Contamination.	13-2
§ 13.03	Ground Waters as Property Rights	13-3
§ 13.04	Government Regulation of Ground Waters. . . .	13-5
	[1] Indirect Regulation: The Environmental Review Process.	13-6.1
§ 13.05	Remedies for Aquifer Contamination	13-7
	[1] Toxic Dump Contamination	13-7

CHAPTER 14

Drinking Water Quality Regulation

§ 14.01	Scope	14-1
§ 14.02	Historical Background	14-3
§ 14.03	Generic Drinking Water Quality Issues to Be Considered for Development of Real Estate.	14-9
§ 14.04	Safe Drinking Water Act	14-10
	[1] Overview.	14-10
	[2] Persons Regulated	14-17
	[3] Implementation of the Safe Drinking Water Act.	14-18.1
	[a] Regulation of the Public Water System	14-18.2
	[b] Land Use Controls: Sole Source Aquifer, Wellhead Protections and Injection Wells.	14-19

ENVIRONMENTAL REGULATION

	[i]	Sole Source Aquifers; Critical Aquifer Protection Areas . . .	14-19
	[ii]	Wellhead Protection Areas . . .	14-21
	[iii]	Underground Injection	14-22
	[c]	Emergency Powers	14-26
	[d]	Tampering	14-26.1
	[e]	Citizen Suits	14-26.1
§ 14.05		Other Federal Laws Governing Drinking Water	14-27
§ 14.06		Land Use Implications	14-29
§ 14.07		Common Law Remedies for Contamination of Drinking Water Sources	14-32

TABLE OF CONTENTS

Volume 2

CHAPTER 15

Prime Agricultural Land

§ 15.01	Scope	15-1
§ 15.02	Loss of Prime Agricultural Lands: the Early Recognition of the Problem.	15-3
§ 15.03	State and Local Methods For Maintaining Agricultural Lands and Encouraging the Expansion of Agricultural Uses.	15-5
§ 15.04	State Law Examples	15-8
	[1] Vermont	15-8
	[2] New York	15-9
	[3] New Jersey	15-13
	[4] California	15-17
§ 15.05	Federal Protections and Benefits Relating to Agricultural Lands	15-21
	[1] Conservation of Farmland	15-21
	[2] Soil Conservation	15-24
	[3] Financial Penalties for Conversion of Wetlands on Agricultural Lands	15-27
	[4] Mitigation Banks as Compensatory Devices for the Conversion of Wetlands on Agricultural Lands	15-30
	[5] Trees and Shrubbery on Agricultural Lands	15-31
	[6] Funding and Penalties	15-31

CHAPTER 16

Air Resources and Land Use

§ 16.01	Scope	16-2
§ 16.02	Air Pollution Problems and Controls.	16-7

ENVIRONMENTAL REGULATION

	[1]	Statutory Goals and Structure	16-7
		[a] The Role of Public Health	16-7
		[b] EPA Standards and the Role of the State: Implementation of the Clean Air Act	16-8
		[c] The Regulation of Visibility Under the Clean Air Act: EPA's Regional Haze Rule	16-23
		[d] Enforcement of the Clean Air Act to Address Climate Change: The Primacy of the EPA	16-26
	[2]	Air Quality Control Areas	16-31
	[3]	Particular Pollutants Designated for Stricter Controls in Non-Attainment Areas: Methods, Standards and Challenges	16-32.1
		[a] Carbon Monoxide Non-Attainment	16-34
		[b] Ozone Non-Attainment	16-35
		[c] Particulate Matter Non-Attainment	16-39
		[d] Sulfur Oxides, Nitrogen Oxides and Lead Non-Attainment	16-40
	[4]	Interstate Transport Regions	16-41
	[5]	Rural Transport Areas	16-46
	[6]	CFC/Stratospheric Ozone Controls	16-46
§ 16.03		Land Use Controls	16-47
	[1]	Emission Sources, Definitions and Regulation	16-47
	[2]	Requirements for Non-Attainment Areas; Procedures and Permitting Requirements	16-55
		[a] In General	16-55
		[b] Designation of Area as Non-Attainment	16-58.1
		[c] Redesignation of Area as Attainment	16-59
		[d] Exceptional Events That May Excuse Pollutant Exceedances	16-60
	[3]	Toxic Emissions and Hazardous Air Pollutants	16-62
	[4]	Acid Rain Controls	16-68
		[a] Opt-In Rule For Sources Not Regulated Under the Acid Rain Program	16-70
	[5]	Stratospheric Ozone	16-72
	[6]	Organic Air Emissions from Tanks, Surface Impoundments and Containers	16-74

TABLE OF CONTENTS

vii

§ 16.04	Transportation Control Plans	16-75
§ 16.05	Prevention of Significant Deterioration	16-77
§ 16.06	Marketable Emissions Permits	16-88
§ 16.07	Access to Premises and Information	16-90
§ 16.08	Industrial Facilities Checklist	16-91

CHAPTER 17

Coastal Zone Management

§ 17.01	Scope	17-2
§ 17.02	Coastal Issues	17-3
§ 17.03	Environmental Coastal Land Use	17-4
§ 17.04	Coastal Zone Management Law	17-5
	[1] Overview of the Coastal Zone Management Act of 1972	17-5
	[2] Management Program Development Grants	17-6
	[3] Administrative Grants	17-10
	[4] Coastal Zone Management Fund	17-11
	[5] Coastal Zone Management Improvement Act of 1980	17-12
	[6] Coastal Zone Act Reauthorization Amendments of 1990	17-13
	[7] Federal Approval of State Programs	17-14
§ 17.05	State of Implementation of Coastal Laws	17-15
	[1] State Coastal Legislation	17-15
	[2] California's Coastal Act of 1976	17-15
	[3] Connecticut	17-16.2
	[4] New Jersey	17-16.2
	[5] New York	17-16.3
	[6] North Carolina	17-16.4
	[7] South Carolina	17-16.5
§ 17.06	Coastal Erosion	17-17
	[1] Scientific Basis for Coastal Erosion Controls	17-18
	[2] Coastal Controls in Response to Erosion	17-23
	[3] Development Controls on Coastal Natural Features	17-27
§ 17.07	Coastal Nonpoint Source Pollution Controls	17-32

CHAPTER 18

Regional Land Use Controls

§ 18.01	Scope	18-2
§ 18.02	Patterns of Regional Controls	18-3
	[1] Regions Within States	18-4
	[2] State-Wide Controls	18-6
	[3] Interstate Regional Controls	18-6.2
§ 18.03	The Adirondack Mountains (New York)	18-7
	[1] Creation of the Adirondack Park Agency	18-7
	[2] Judicial Acceptance of the Adirondack Land Use Controls	18-13
§ 18.04	The Pinelands (New Jersey)	18-21
	[1] Description of the Pine Barrens	18-21
	[2] Federal Legislation: The National Parks and Recreation Act of 1978	18-24
	[3] State Legislation: Pinelands Protection Act of 1979	18-26
	[4] Land Use Management Programs	18-28
§ 18.05	Regulation of Land to Control Water Quality	18-34
	[1] Lake George Commission	18-34
	[2] Lake Tahoe Commission	18-36
	[3] Great Lakes Water Quality Agreement	18-38.1
	[a] Great Lakes Critical Programs Act	18-39
	[b] Pollutants Subject to the Great Lakes Initiative	18-39
	[c] The GLI Water Quality Standards Process	18-41
	[d] The GLI Implementation Program	18-42
	[i] Applicability	18-42
	[ii] State Modification of Standards	18-42
	[iii] Determination of Water Quality Based Effluent Limitations into “Water Quality Based Effluent Limitations”	18-42
	[iv] Compliance Determination for WQBELs Below the Level of Detection	18-48
	[v] “Additivity” in Determining Compliance with WQBELs That Are Carcinogens	18-48
	[vi] Whole Effluent Toxicity Requirements	18-49

TABLE OF CONTENTS

[vii] Antidegradation 18-49
[e] EPA Final Guidance 18-51
§ 18.06 Nonmandatory Regional Planning: Hudson
River Valley Greenway (New York). 18-52.1
§ 18.07 Regional Controls and the Need for a Master
Plan: The Long Island Pine Barrens
(New York). 18-55

CHAPTER 19

**Real Property Taxes and
Environmental Land Use Controls**

§ 19.01 Scope 19-1
§ 19.02 Assessing Realty Under Environmental
Controls. 19-2
[1] New York Assessments 19-3
§ 19.03 Environmental Exemptions from Real
Property Taxation 19-9
[1] Exemptions in New York State. 19-9
§ 19.04 Pollution Taxes and Land Use. 19-15

CHAPTER 20

Energy Implications

§ 20.01 Scope 20-1
§ 20.02 Overview of Energy Policy 20-3
§ 20.03 Siting Electric Power Plants and
Transmission Lines. 20-11
[1] Regulatory Considerations in General. 20-11
[2] Effects on Property Values 20-12
§ 20.04 State Utility Commission Efficiency Rulings 20-13
[1] Regulatory Methods for Incorporation
Environmental Costs 20-14
[a] Quantified Consideration. 20-14
[b] Qualitative Consideration 20-16
[c] Rate of Return Consideration 20-16
[d] Avoided Cost Consideration 20-17
[e] Ranking Consideration 20-18
[f] Collaborative Consideration 20-20
[g] Proposed Methods 20-20
[2] State Regulatory Programs 20-23
[a] Wisconsin. 20-23
[b] New York 20-26
[c] Vermont 20-39

ENVIRONMENTAL REGULATION

CHAPTER 21

Siting New Developments and Modifying
or Expanding Existing Uses

§ 21.01	Scope	21-1
§ 21.02	Natural Resource Inventory	21-3
§ 21.03	Design with Nature	21-5
	[1] Guiding Principles for Development	21-5
	[2] Residential	21-10
	[3] Office Parks	21-13
	[4] Retail Commercial and Shopping Centers	21-14
	[5] Industrial Siting	21-15
	[6] Highway Siting and Construction	21-18
§ 21.04	Integrating Independent Environmental Regulations Through Impact Assessment Procedures	21-20.1
§ 21.05	State Siting Laws	21-22
§ 21.06	Disclosures and Opinion Letters for Development Financing	21-25
§ 21.07	Environmental Audits	21-40
§ 21.08	The Use of RICO to Create Civil Liability in Environmental Regulation Cases	21-42

CHAPTER 22

Hazardous Materials and Wastes

§ 22.01	Scope	22-4
§ 22.02	Hazardous Waste Treatment, Storage and Disposal Facilities: Regulations	22-7
	[1] General Overview of Federal Hazardous Waste Regulation	22-7
	[2] Definition of Hazardous Waste	22-12
	[a] Listed and Characteristic Hazardous Wastes	22-12
	[b] Mixing Non-Hazardous Materials with Hazardous Wastes; Substances Derived from Hazardous Wastes	22-16
	[c] De-Listing	22-18
	[d] Wastes Excluded from RCRA Regulation	22-18
	[3] Generators	22-22
	[4] Transporters	22-23
	[5] Treatment, Storage and Disposal Facilities	22-26
	[a] Treatment of Hazardous Wastes	22-26

TABLE OF CONTENTS

	[b]	Storage of Hazardous Wastes	22-27
	[i]	Environmental Considerations	22-29
	[ii]	Underground Storage Tanks.	22-31
	[c]	Disposal of Hazardous Wastes	22-36
	[i]	Legal Disposal	22-36
	[ii]	Prohibited Disposal Methods and Locations: RCRA’s “Land Ban”.	22-36.1
	[d]	TSD Permits	22-36.3
	[e]	TSD Operating Standards	22-36.4
	[f]	Closure and Post-Closure	22-36.7
§ 22.03		Enforcement Against RCRA-Regulated Facilities	22-37
	[1]	Violations	22-37
	[2]	Imminent Hazards: Abatement Orders; Injunctions Requiring Cleanups Under RCRA	22-39
	[3]	RCRA’s Enforcement May Not Duplicate or Be Applied Inconsistently with Certain Other Statutes.	22-40.2
§ 22.04		Oil Spills and Petroleum Contamination	22-41
	[1]	The Clean Water Act	22-42
	[2]	The Oil Pollution Act	22-43
	[3]	State Legislation.	22-46
§ 22.05		CERCLA Liability and Response	22-48
	[1]	Statutory Liens on Title to Contaminated Realty	22-48
	[2]	Responding to Hazardous Waste Sites	22-50
	[a]	National Priorities List	22-50
	[b]	Initiation of a Cleanup	22-55
	[c]	Removal Versus Remediation.	22-58.1
	[d]	Cost Recovery Versus Contribution	22-66
	[e]	Contaminating Events and Cleanup Requirements: Disposals and Releases	22-70.11
	[f]	Recoverable Costs	22-70.18
	[g]	Reimbursement of Non-Responsible Party.	22-70.25
§ 22.06		Responsible Parties Under CERCLA.	22-70.28
	[1]	Generators.	22-70.29
	[a]	Generally	22-70.29
	[b]	Municipal Generators of Solid Waste	22-70.30
	[c]	Small Quantity Generators	22-70.30

ENVIRONMENTAL REGULATION

	[2]	Owners and Operators	22-70.31
		[a] Statutory Definitions	22-70.31
		[b] Past Owners and Operators.	22-72
		[c] Possessory Interests and the Liability of Lessees.	22-74
		[d] Corporations and CERCLA Liability	22-76
		[i] Shareholders, Officers and Directors	22-76
		[ii] Successor Corporations	22-77
		[iii] Parent Corporations and Subsidiaries.	22-81
		[e] Partnerships and Limited Partnerships	22-87
		[f] "Owners" Holding Only Bare Title: Trustees; Conservators	22-87
		[g] The United States Government.	22-88
	[3]	Transporters	22-90
	[4]	Parties That "Arranged for" Disposal, Treatment or Transport of Hazardous Substances	22-91
	[5]	Persons Who Arrange for Recycling; Exemption	22-98.2
	[6]	Liability of Fiduciaries.	22-104
	[7]	Lender Liability	22-105
§ 22.07		Extent of CERCLA's Reach	22-107
	[1]	Strict, Joint and Several Liability	22-107
	[2]	Superfund Cleanups, the National Contingency Plan.	22-112.1
	[3]	Retroactivity of CERCLA	22-114
§ 22.08		CERCLA Litigation Among Responsible Parties	22-115
	[1]	Contribution	22-115
	[2]	Equitable Allocation of Costs	22-124
	[3]	Settling Party's Protection Against Contribution Claims.	22-134
	[4]	Indemnification Agreements: Effective as Contracts, but Ineffective as CERCLA Defense	22-138
§ 22.09		CERCLA Defenses	22-142.4
	[1]	Generally.	22-142.4
	[2]	Governmental Operations.	22-142.6
	[3]	Innocent Purchasers and Innocent Landowners	22-142.7
	[4]	Prospective Purchasers and developers: Participation in Brownfields Programs as a Protection from Future Liability.	22-142.13
	[5]	Defenses for Lenders and Recyclers.	22-142.16

TABLE OF CONTENTS

§ 22.10 Emergency Preparedness and Community
Right to Know 22-142.18

§ 22.11 Citizen Suits 22-150

[1] Basis for Citizen Suits 22-152

[a] Suits Involving a Direct Violation of
a Permit, Regulation or Order 22-152

[b] Storage, Treatment or Disposal
That Presents Imminent and
Substantial Danger 22-152

[c] Actions Against EPA 22-156

[2] Available Relief 22-158

[a] Venue 22-158

[b] Remedies 22-158

[3] Citizen Suits Barred 22-159

[a] Notice 22-159

[b] Enforcement Action Already
Commenced 22-161

[c] Pre-Enforcement Review of EPA’s
Selection of Remediation
Strategy 22-164

[d] RCRA Citizen Suits are Barred
During a CERCLA Action 22-166.1

§ 22.12 State Statutory Law and Common Law
Liability 22-166.3

[1] General Considerations 22-166.3

[2] State Hazardous Waste Laws;
Federal Court Abstention 22-176

[3] Common Law Liability and Punitive
Damages 22-178

[a] Standards in General 22-178

[b] “Love Canal” Case 22-180

[4] Federal Governmental Responsibility
for Environmental Torts 22-182

§ 22.13 Natural Resource Damages 22-187

CHAPTER 22A

**Toxic and Hazardous Materials
Affecting Use of Real Property**

§ 22A.01 The Toxic Substances Control Act 22A-2

[1] Regulated Substances 22A-3

[2] Informational Requirements 22A-5

[3] Testing Requirements 22A-6

[4] Notice Requirements: New Chemical
Substances or New Uses 22A-8

ENVIRONMENTAL REGULATION

	[5] Regulatory Options	22A-8
	[6] Imminently Hazardous Substances	22A-8.1
	[7] Adverse Effects on Health or the Environment	22A-8.2
	[8] Enforcement	22A-8.2
	[a] Citizen Actions Against Violators	22A-8.2
	[b] Citizen Petitions to EPA	22A-8.3
	[c] EPA Enforcement	22A-8.4
§ 22A.02	Asbestos in Schools and Other Buildings	22A-9
	[1] Hazardous Attributes of Asbestos	22A-9
	[2] Schools: TSCA Regulation	22A-13
	[3] Abatement Requirements at Asbestos-Contaminated Sites	22A-17
	[4] Work Environments: OSHA Regulation	22A-18
	[5] State and Local Regulation of Asbestos	22A-18.1
	[6] Recommendations for Property Owners and Employers	22A-18.1
§ 22A.03	Polychlorinated Biphenyls	22A-19
§ 22A.04	Radon	22A-23
§ 22A.05	Lead	22A-26
	[1] Hazardous Attributes of Lead	22A-26
	[2] The Ban on Leaded Gasoline: the Clean Air Act	22A-28
	[3] Lead as a Toxic Substance: TSCA Regulation	22A-29
	[4] Residential Lead-Based Hazard Reduction Act	22A-30
	[a] Interaction of EPA, HUD, CDC and Department of Labor	22A-30
	[b] Disclosure Obligations for Sellers and Real Estate Brokers	22A-32
	[c] Lead Abatement: Accreditation, Compliance and Reporting Requirements	22A-32.1
	[d] Occupational Exposure	22A-32.1
	[e] State and Tribal Abatement Programs	22A-32.1
§ 22A.06	Pesticides	22A-33
	[1] Background and Relation with Other Laws	22A-33
	[2] Registration and Recordkeeping Requirements	22A-37
	[3] Labeling and Label Modifications	22A-43
	[4] Applicators	22A-44
	[5] Remedies and Penalties	22A-45
	[6] State Pesticide Laws	22A-45

CHAPTER 23

Solid Waste

§ 23.01	Scope	23-2
§ 23.02	Solid Waste and Land Use	23-3
§ 23.03	Solid Waste Management Plans	23-4.1
	[1] Federal Plans	23-4.1
	[2] State Plans	23-6
	[3] Antitrust Law Elements	23-7
§ 23.04	Garbage and Landfills	23-11
	[1] Local Regulatory Authority	23-11
	[2] Local Regulation of Solid Waste Disposal: Effect of the Commerce Clause	23-12
	[3] Flow Control Ordinances and Their Impact on Interstate Commerce	23-16
	[4] Federal Regulation of Municipal Solid Waste Landfills	23-26.2
§ 23.05	Recycling	23-31
	[1] In General	23-31
	[2] New York City’s Recycling Law: A Model for Large Municipalities	23-32
	[3] Recycling of Electronic Equipment	23-36
	[4] Deposit Redemption and Recycling of Beverage Containers	23-40
§ 23.06	Incineration and Resource Recovery	23-44
	[1] Air Emission Requirements	23-45
	[2] Environmental Impact Assessment	23-46
	[3] Solid Waste Controls	23-47
§ 23.07	Coal Ash	23-49

CHAPTER 24

**Regulation and Conservation of
Wildlife and Their Habitats**

§ 24.01	Scope	24-3
§ 24.02	Jurisdiction Over Wildlife	24-5
	[1] Primary Jurisdiction Reserved to States	24-10
	[2] Tribal Jurisdiction	24-15
§ 24.03	State Urban/Suburban Wildlife Programs	24-20.1
§ 24.04	Regulation of Conduct and Habitat	24-22
	[1] Fish and Game Laws	24-22
	[a] State and Local Regulation	24-22
	[b] Federal Enforcement Under the Lacey Act	24-23
	[c] Native American Treaty Rights	24-27

ENVIRONMENTAL REGULATION

[2]	Endangered Species	24-27
	[a] Endangered Species Act, Generally	24-27
	[i] Defining Species and Populations Covered by the Act	24-29
	[ii] Basis for Protection: Listing and Delisting.	24-33
	[iii] Strategies for Protection: Recovery Plans; FWS Discretion In Apportioning its Resources; State Species Conservation Laws.	24-38
	[iv] Conflicts with States or Other Agencies	24-44
	[v] Duty of Federal Agencies to Consult with FWS; Requirements for Biological Opinions	24-48
	[vi] Consultation by Federal Agencies and Incidental Take Statements	24-62.6
	[vii] FWS Database	24-62.10
	[b] Critical Habitat	24-62.11
	[c] “Taking” A Protected Species.	24-62.22
	[i] Conduct that Violates the Act.	24-62.22
	[ii] Incidental Take Permits; Application Process and Compliance	24-62.29
	[d] Reintroduction of Endangered Species to Former Habitat and Introduction of “Experimental Populations”.	24-62.32
	[e] Litigation	24-62.36
	[i] Standing	24-62.37
	[ii] Citizen Plaintiff Litigation challenging listing decisions	24-62.46
	[iii] Attorney and Expert Witness Fees.	24-62.51
[3]	Migratory Birds	24-62.55
[4]	Other Federal Wildlife Preservation Laws	24-62.65
	[a] Bald and Golden Eagle Protection Act	24-62.65

TABLE OF CONTENTS

[i] Prosecution for Takes,
Commerce or Possession . . . 24-62.65

[ii] Permits for Native American
Religious Purposes 24-62.67

[b] Wild Free-Roaming Horses and
Burros Act 24-62.70

[c] Protection of Marine Mammals 24-62.75

[d] Fishery Conservation and
Management Act 24-62.80

[5] Invasive Species 24-62.83

§ 24.05 Habitat Evaluation and Protection 24-62.86

[1] Environmental Impact Assessment 24-62.86

[2] Pollution Control 24-62.86

§ 24.06 Habitat Management 24-62.88

[1] Ecosystem Management 24-62.88

[a] Generally 24-62.88

[b] The Yellowstone Region:
A Model 24-65

[2] Incentives for Voluntary Conservation
of Wildlife Habitat 24-67

§ 24.07 Federally Protected Wilderness Areas,
Wildlife Refuges and Other Preserves
and Sanctuaries 24-70

[1] National Wildlife Refuges 24-72

[2] Wildlife Restoration Projects 24-75

[3] Game and Bird Preserves 24-76

[4] National Wilderness Preservation
System 24-76

[5] Marine Sanctuaries 24-83

CHAPTER 25

**Environmental Due Diligence
for Real Estate Transactions**

§ 25.01 Introduction 25-2

§ 25.02 The Rational for Due Diligence Review
and Environmental Audits 25-3

§ 25.03 Legal Objectives 25-9

[1] Hazardous Waste Cleanup Liability 25-9

[2] Innocent Purchaser Defense 25-9

[3] Criminal Liability 25-11

[4] State Notification Requirements 25-12

[a] Massachusetts 25-12

[b] Minnesota 25-12

[c] Missouri 25-13

ENVIRONMENTAL REGULATION

	[d] New York	25-13
	[e] Pennsylvania	25-13
	[f] West Virginia.....	25-14
	[5] Federal and State Resource Conservation and Recovery Act Notification Requirements	25-14
	[6] Liens	25-16
	[a] Arkansas.....	25-17
	[b] Connecticut	25-17
	[c] Louisiana	25-18
	[d] Maryland	25-18
	[e] Massachusetts.....	25-18
	[f] New Hampshire.....	25-18
	[g] New Jersey.....	25-19
	[h] Ohio	25-19
	[i] Tennessee.....	25-20
	[j] Texas	25-20
	[7] Common Law Liability	25-20
	[8] Environmental Use Constraints.....	25-21
	[9] Valuation.....	25-22
§ 25.04	Conducting Due Diligence Reviews and Environmental Audits.....	25-24
	[1] Pre-Audit Procedures	25-25
	[2] Phase I Review.....	25-25
	[a] Environmental Questionnaire and Disclosure Statement	25-27
	[3] Phase II Reviews	25-37
	[4] Environmental Audits.....	25-37
	[a] General Purposes of an Audit.....	25-37
	[b] Voluntary Audits and Self-Policing: A Means of Reducing Regulatory Penalties	25-39
	[5] Risk Allocation.....	25-41
	TABLE OF ABBREVIATIONS.....	TA-1
	INDEX	I-1