

TEHAMA COUNTY AIR POLLUTION CONTROL DISTRICT

**RULE 2:3B - EMISSION REDUCTION CREDIT AND BANKING RULE**

*(Adopted 6/7/1994; Amended 4/21/1998, 6/19/2001)*

- A. Applicability: The provisions of this Rule apply to the deposit, transfer, and use of emission reduction credits (ERCs) from stationary sources and open biomass burning sources of air pollution emissions. References in this rule to non-permitted source, permit exempt, shutdown, curtailment, authority to construct and permit to operate do not apply to open biomass burning sources. Additional details and procedures covering open biomass burning sources can be found in the Manual of Procedures (MOP) for this rule.
- B. Purposes:
1. To provide a mechanism for permitted and non-permitted emission sources to deposit, transfer, and use ERCs as offsets as allowed by applicable laws and regulations. To ensure that all emission reductions are transferred through the District's emission reduction credit bank pursuant to the Health and Safety Code. All transfers and uses of emission reductions that are required under the District's New Source Review (NSR) Rule shall be processed in accordance with this rule.
  2. To define ERC eligibility standards, quantitative procedures, and administrative practices and to ensure that ERCs are real, permanent, quantifiable, surplus, and enforceable.
  3. To provide a mechanism for intra-basin transfer and use of banked ERCs.
  4. To ensure that open biomass burning emissions are restricted or prohibited for a parcel(s) for which an ERC exists.
  5. To ensure that phase down emission reductions qualify as air quality offsets and emission reduction credits.
- C. Definitions: Unless otherwise defined, terms as used in this Rule are defined in Regulation I, General Provisions or Regulation II - New Source Review (NSR).
1. Actual Emissions: Measured or estimated emissions that most accurately represent the emissions from an emissions unit.
  2. Actual Emission Reductions: A reduction in actual emissions from an emissions unit. Actual emission reductions shall be calculated on a quarterly basis, pursuant to Sections K. or L. of this rule, and shall meet the following requirements:
    - a. Emission reductions shall be real, enforceable, quantifiable, and permanent.

- b. Emission reductions shall be in excess of any emission reductions that are:
    - 1) Required or encumbered by any laws, rules, regulations or orders; or
    - 2) Attributed to a control measure proposed or contained in a State Implementation Plan; or
    - 3) Contained as measures in the adopted District Air Quality Attainment Plan for attaining annual reductions required for the California Clean Air Act (CCAA) and the Federal Clean Air Act. Actual emission reductions attributed to a proposed control measure, may be re-eligible as actual emission reduction in the following circumstances:
      - a) For control measures identified in the District Air Quality Attainment Plan or State Implementation Plan, no rule has been adopted within two (2) years from the scheduled adoption date provided, however, the Air Pollution Control Officer (APCO) has not extended the scheduled adoption date:
      - b) For control measures not identified in the District Air Quality Attainment Plan or State Implementation Plan, no rule has been adopted within two (2) years from the date of the latest public workshop notice.
  - c. Notwithstanding paragraph C.2.b.1, emission reductions due to the decreased open burning of rice fields that were planted prior to the Connelly-Areias-Chandler Rice Straw Burning Reduction Act of 1991 shall qualify as actual emission reductions in accordance with Health and Safety Code Section 41865(r) (1).
- 3. Affected Pollutants: All air pollutants for which an ambient air quality standard has been established by the U.S. Environmental Protection Agency (EPA) or the California Air Resources Board (CARB), and the precursors to such pollutants.
  - 4. Applicable Requirements: Air quality requirements with which a facility must comply pursuant to the State Implementation Plan, the Federal Clean Air Act as amended in 1990 and implementing regulations, and other provisions of the United States Code of Federal Regulations, and District rules, regulations or permit requirements.
  - 5. Applicant: The person, entity, landowner or their designee applying for an ERC

certificate.

6. Bankable Emissions: Reductions in affected pollutants which meet the applicable provisions of the District's Banking and NSR Rules.
7. Banking System: The procedures of quantifying, certifying, recording, and storing ERCs for future use or transfer.
8. Banking Register: The document that records all ERC applications, deposits, withdrawals, transfers, and other transactions including the claiming of open biomass burning offset credits by stationary sources existing prior to first adoption of this Rule.
9. Biomass: Material derived from the harvesting of crops or removal of vegetation, including timber, except for material from processed dimensional timber.
10. Control Efficiency: The ratio of controlled emissions to uncontrolled emissions of the proposed air pollution control technology which will be incorporated, by means of enforceable permit conditions, in the authority to construct and permit to operate. Emission reductions attributed to lowering throughput rates or operating hours shall not be considered in determining control efficiency.
11. Emission Reduction Credits: Reductions of actual emissions from an emission source that are registered with the District in accordance with this banking rule. Reductions will be specified by pollutant, by location, and in units of pounds per calendar quarter.
12. Emissions Unit: An identifiable operation, parcel(s), process or control equipment, such as an article, machine, or other contrivance, which emits, may emit, or results in the emissions of any affected pollutant directly or as fugitive emissions.
13. Enforceable: Real, quantifiable, permanent, verifiable and legally binding.
14. ERC Certificates: A document certifying title to defined quantities and types of emission reductions issued by the District to the owner(s) identified on the certificate.
15. Historic actual emissions: Actual emissions from an existing emissions unit averaged over the two consecutive years immediately preceding the date of application. If the last two years are unrepresentative of normal operations as determined by the APCO, then two consecutive years of the last five years may be used. Where an emissions unit has been in operation for less than two years, a shorter averaging period of at least one year may be used, providing it represents the full operational history of the emissions unit. For rice straw

burning the phase down emissions baseline years will be a five year period (1988 through 1992).

16. No-Burn List: A list of parcels for which ERCs exist and which will not receive burn permits.
17. Non-Permitted Emissions: Emissions of pollutants into the atmosphere from sources that do not have air pollution operating permits. Non-permitted sources include exempt facilities.
18. Offsets: The use of an emission decrease from one or more sources to compensate for an emission increase in a non-attainment pollutant or its precursor from a new or modified source subject to the requirements of the District's NSR rule.
19. Parcel(s): A legally identifiable piece of land, a portion of that land, or combined lands, under common ownership and as registered with the County Assessor's office for property tax purposes.
20. Permanent: Verifiable, real, quantifiable and legally binding emission reductions which continue or endure without fundamental or marked change.
21. Phase Down: Refers to any parcel(s) that was planted with rice during the years 1988 – 1992.
22. Potential to Emit: The maximum daily capacity of a stationary source or emissions unit to emit affected pollutants under its physical and operational design. Any physical or operational limitation on the daily capacity of the source or unit to emit a pollutant, including pollution control equipment and restrictions in hours of operation, type of material combusted, stored, or processed, shall be treated as part of its design limitation if they are incorporated into the applicable permit as enforceable permit conditions.
23. Proposed Emissions: The potential to emit for a new or post-modification emissions unit.
24. Quantifiable: The ability to estimate emission reductions in terms of both their amount and characteristics. The same method of estimating emissions should generally be used to quantify the emission levels before and after the reduction.
25. Quarterly: Calendar quarters beginning in January, April, July and October.
26. Real: Emission reductions that are not artificial, fraudulent or illusory.
27. Registered Owner: The person, entity, landowner or their designee in whose name the ERC certificate is issued and listed in the banking register.

28. Restricted burn list: A list of parcels for which ERC's exist and can receive a restricted burn permit.
  29. Restricted Burn Permit: A permit to burn specific fields within an emission unit or parcel of land for which an ERC certificate has been issued. The restricted burn permit ensures that the actual emissions are less than or equal to the amount allotted to the permit holder.
  30. Source: Any building, structure, facility, or emission unit which emits or may emit any affected pollutant directly or as a fugitive emission. A source may have a permit to operate or be exempt from permit. For purposes of this rule open biomass burning will be considered a source and such activity requires an annual burning permit.
  31. Shutdown: Either the earlier of the permanent cessation of emissions from a source or an emission unit or the surrender of that unit's or source's operating permit. If prior to the surrender of the operating permit, the APCO determines that the source or emission unit has been removed or fallen into an inoperable and unmaintained condition, the APCO may notify the owner of the intent to cancel the permit. If the owner cannot demonstrate to the satisfaction of the APCO, or does not respond within 60 days from the District's notice to cancel the permit, that the owner intended to operate again, then the APCO may cancel the permit and deem the source shutdown as of the date of the last emissions.
  32. Surplus: Emission reductions that are in excess of any emissions reduction which are proposed or contained in a District air quality attainment plan for attaining reductions required to attain and maintain Federal and State ambient air quality standards. Emission reductions due to the decreased open burning of rice fields that were planted prior to the Connelly-Areias-Chandler Rice Straw Burning Reduction Act of 1991 shall qualify as surplus emission reductions in accordance with Health and Safety Code Section 41865(r) (1).
  33. Transfer: The conveyance of an ERC certificate from one entity to another by the District.
- D. Eligibility Of Emissions Reductions For Credits: Upon application to the District within 365 days after the emission reductions occurred the following emission reductions may qualify for ERC certificates. Emission reductions will be deemed to have occurred on the date when emissions actually decreased. The District may claim emission reductions not applied for as ERCs under this rule, from any source, and use such emission reductions toward attainment of air quality standards or deposit the emission reductions into the community bank.
1. For non-permitted sources the following additional requirements shall apply:

- a. Emissions must have been included in the 1987 emissions inventory.
  - b. The applicant for the ERCs must apply for and obtain a Permit to Operate from the District or execute a legally binding contract with the District or through other enforceable means.
  - c. An applicant who proposes to bank emissions from permit exempt sources must relinquish the exempt status and obtain permits for any new or modified sources of the same type.
  - d. If the emission reduction is due to the shutdown of a non-permitted source, the applicant must demonstrate to the satisfaction of the APCO that the emissions reductions from the source meet all applicable requirements of this rule. The source can no longer be operated within the District unless and until a Permit to Operate is obtained from the District.
2. Under no circumstances shall any emissions reductions occurring before (date of rule adoption), other than as described in subsection D.3. be eligible for ERC certificates.
  3. Emissions reductions occurring after December 31, 1987 and before date of rule adoption).
    - a. Emission reductions formally recognized by the District (in written form, emission databases, etc) shall be deemed eligible emission reductions, provided the APCO determines that such emission reductions comply with the definition of actual emission reduction.
  4. A stationary source which obtained offsets pursuant to the District's New Source Review Rule and was issued an Authority to Construct after December 31, 1987, may apply to bank such offsets if the Authority to Construct is canceled or if the Permit to Operate is voluntarily modified or surrendered or is revoked by the District.
  5. The following emission reductions are not eligible for ERCs for banking:
    - a. Emission reductions from the shutdown or curtailment of retail gasoline dispensing or retail dry cleaning operations. These facilities may be eligible if they can demonstrate to the satisfaction of the APCO that their emission reductions are not offset by increases in demand and emissions from other similar sources within the District.
    - b. Emission reductions occurring from the shutdown or curtailment of a stationary source for which the offsets originally provided are no longer enforceable by the District.

- c. Emission reductions occurring from the shutdown or curtailment of a stationary source for which the District originally provided the required offsets.
- d. Emission reduction credits resulting from shutdowns or curtailment of sources shall not be more than the quantity of emissions that would have been emitted had the source operated in compliance with rules and regulations applicable to the source at the time of shutdown or curtailment.
- e. Shutdowns or curtailments must have occurred after December 31, 1987 for State requirements, and November 15, 1990 for Federal requirements applicable to major stationary sources and major modifications; or
- f. The emissions from the emissions unit to be shutdown or curtailed are included in the District's 1987 emission inventory for State requirements, and in the 1990 emission inventory for federal requirements applicable to major sources and major modifications; and
- g. Applicants for ERCs due to the shutdown of permitted or non-permitted emissions units shall demonstrate to the satisfaction of the APCO that such equipment will no longer operate within the district, except as provided in paragraph A.1.d of this Section.

E. Application Procedures For Emission Reduction Credits:

- 1. Any person, entity, landowner, or authorized agent, which owns or operates a source at which an eligible emission reduction has occurred or will occur may apply for an ERC certificate in accordance with the requirements of this Rule. If the applicant is not the landowner, written authorization from the landowner must be included with the application for an ERC certificate.
- 2. The person or entity requesting the ERC certificate shall make an application on forms supplied by the District.
- 3. The application may be for reductions in one or more affected pollutants.
- 4. In accordance with the provisions of the Federal Clean Air Act, Government Code, and the Health and Safety Code, applicants may claim confidentiality of information contained in the application.

F. Eligibility of Emissions Reductions for Credits: Except as noted below, emission reductions must comply with the definition of historic actual emission reductions, and will be deemed to have occurred when the parcel(s) has been placed on the no burn list or restricted burn list. An applicant may apply for ERC's for the amount calculated

using Section L. requirements. Applicants that have been required to phasedown rice straw burning emissions under the Connelly Areas Chandler Rice Straw Burning Reduction Act of 1991 are eligible for the actual emission reductions that have occurred from the time that the field was initially planted with rice, subject to the following:

1. Emission reductions from decreased open burning of rice fields that were planted prior to the Connelly Areas Chandler Rice Straw Burning Reduction Act of 1991, and burned any one of the years 1988–1992 are eligible for banking 100% of the actual emission reductions able to be quantified respective to any one (1) of the five (5) baseline years.
2. Emission reductions from decreased open burning of rice fields that were planted after 1992 are eligible for banking those reductions calculated based on the historic actual emissions, subject to the calculation procedures of Section. L..

G. Administrative Procedures And Timetable:

1. The APCO shall prepare the administrative procedures and time table for open biomass burning ERC's in the manual of procedures (MOP)

H. Registration Of Emission Reduction Credits:

1. The District shall maintain a bank register, which shall consist of the following:
  - a. A record of all deposits, withdrawals, and other transactions with regard to the District's banking system.
  - b. A record of all open biomass burning offset credits derived from reduced burning within the District which credits are claimed by stationary sources existing prior to the adoption of this rule (pre-existing source).
2. In the event that open burning biomass emission credits are claimed by a new or modified stationary source as offsets and obtained from outside the District, the District shall report the claiming of such offset credits to the District of origin of the biomass material.
3. The APCO may only grant an ERC certificate after the emission reductions have actually occurred and upon satisfaction of the following applicable provisions:
  - a. If the emission reductions were created as a result of greater operating efficiencies, reduced throughput, shortened operating hours, or from the application of more efficient control technology a revised Permit to Operate must be issued. This revised permit must include specific quantifiable emission limits reflecting the reduced emissions.
  - b. If the emission reductions were created as a result of the shutdown of a

permitted source or emitting unit, the Permit to Operate has been surrendered and voided or modified to ensure that the emissions reductions are permanent.

4. When all the requirements of this rule have been satisfied and the emission reduction has actually occurred, the APCO shall issue the ERC certificate. After granting an ERC certificate, title to such certificate shall be entered into the banking register. Such information may be made available for public inspection.
5. All ERC certificate information concerning titles, interests, liens, restrictions, encumbrances, and other changes of record shall be identified in the District's banking register until the certificate is canceled or nullified by operation of law.
6. Each ERC certificate shall be numbered, bear the date of issuance, be signed by the APCO, bear the seal of the District, and contain information regarding the quantity and type of ERCs. One copy of the ERC certificate shall be retained by the District and the original shall be delivered to the applicant. Transmittal of the ERC certificate to the owner shall be accomplished in person or by registered mail. The person accepting the ERC certificate shall sign a receipt therefor and provide such proof of identity as the APCO may require.
7. ERC certificates issued pursuant to Section L. of this rule shall be valid and effective only after, and on the condition, that the ERC certificate is recorded as a condition of the parcel deed. The notice of recording shall be in a form approved by the District, and include the following information at a minimum: owner of the ERC certificate, Assessor Parcel Number, owner of the property, notice of open burning restriction and date of recording.
8. At the option of joint owners of ERCs, such persons may receive one ERC certificate for the entirety or separate ERC certificates reflecting each proportional share. The District's bank shall reflect the consolidation or separation of the ERCs.
9. Title to an ERC certificate shall be deemed registered at the time the required information concerning the ERC is entered into the banking register. Title will be vested in the applicant's name or his/her designee and shall inure to the benefit of his or her heirs. In the case of ERCs granted for open burning of biomass, title will be vested with the landowner or landowner's designee.
10. All dealings with ERCs and all liens, restrictions, encumbrances, and changes subsequent to the first registration shall be deemed to be subject to the terms of this regulation, and to such amendments and alterations as may hereafter be made.
11. The APCO may reissue lost or destroyed ERC certificates after the registered owner certifies in writing that the original has been lost or destroyed.

I. Adjustments To Emission Reduction Credits:

1. Except as provided in I. 2. below, the District shall take five percent (5%) of the emissions reductions before the ERCs are granted and apply the emissions toward attainment of the air quality standards or place the emissions into a community bank controlled by the District for use by essential public services, such as sewage treatment, schools, hospitals, fire fighting, police, jail, water delivery, and mandated cleanup operations.
2. An applicant may restrict use of the ERCs only for applicants own future use, at the same parcel or site, in which case the District will not adjust the ERCs. The applicant may have the restriction removed by the District upon payment of costs incurred by the District to re-issue an unrestricted ERC certificate.
3. Deposits are permanent until used by the depositor or any party to whom the ERC certificate has been transferred. After issuance of the certificate, subsequent changes in regulations to require the type of emission reduction which has been banked shall not reduce or eliminate the ERC.
4. Owners of ERC certificates may donate their ERCs to the District for purposes of assisting the District towards attainment of the air quality standards.

J. Transfer And Use Of Emission Reduction Credits:

1. The ERCs may be used at the time of, or anytime after deposit into the District's banking system by the registered owner, or owner's designee of the ERC certificate to provide offsets for increase in emissions from new or modified sources subject to the District NSR Rule.
2. Transfer in whole or in part of an ERC certificate shall be done by the registered owner in accordance with applicable procedures of this rule. Upon payment of a transfer fee a new ERC certificate, certifying the title or interest in the ERC, shall be issued and the original certificate shall be canceled. Such cancellation shall be recorded in the banking register.
3. Nothing in this rule prevents the lease or temporary transfer, in whole or in part, of ERCs represented by certificates to be used as offsets, provided the District has procedures for adjusting the ERC at the end of the lease period to account for the facility historic actual emissions. However, no transfers shall be made until application is made to the District and approval given by the APCO.
4. Except as provided below, all emissions reductions to be used as offsets under the new source review rule must first be processed through this rule and receive an ERC certificate in accordance with the requirements of this rule. Onsite reductions in emissions which are contemporaneous with onsite increases in

emissions from other emission units and meet the requirements of the District NSR Rule are not required to go through this ERC/Banking Rule.

5. ERCs which result from stationary source shutdowns and curtailments shall not be used as offsets for a new or modified stationary source where permitted emissions would exceed emissions thresholds established for the District in the Federal Clean Air Act for major source modifications, unless the applicant can establish the following:
  - a. The proposed new source or modification is a replacement, and the shutdown or curtailment occurred after August 7, 1977; or
  - b. An application for credit was filed with the District within 180 days of the date last emission; and
    - 1) The crediting of shutdown emissions complies with the most recent emission trading policy or regulations of the US Environmental Protection Agency; and
    - 2) The District has met statutory planning mandates and air quality improvement milestones.
6. On transfer of ownership of ERCs to a stationary source for use as offsets the registered owner shall provide information to the District on costs, if any, in dollars per ton, of emission offsets purchased for, or acquired by, the new or modified source.

K. Stationary Source ERC Calculations:

1. Calculations of emission reductions shall be determined by the methods described in the District's NSR Rule.

L. Open Biomass Burning ERC Calculations: The MOP contains emission factors (EF), Fuel Loading factors (FL), default historical burn fractions (HBF), and default quarterly burn fractions (QBF). Default HBFs and QBFs should shall be used to calculate the ERCs. The following information will be used in the calculation of ERCs, however, when using default HBF and QBF factors, Sections L. 3. and L. 4. below do not apply:

1. Basic information: The applicant shall provide data on the crop type, exact location of the parcel including assessor's parcel number and other information regarding parcel location required in the MOP, acreage burned (AB), during the eligibility period. The applicant shall use county burn permit/authorization records or other verifiable records to validate the information as specified in the MOP. The type of biomass residue and the acreage burned (AB) will be used in the ERC calculation.

2. Acreage Burned: The applicant for emission reductions from open biomass burning shall provide the acreage burned for each parcel(s) of land for which ERCs are applied. Phasedown Acreage must have been burned for at least one of the five (5) baseline years of 1988 through 1992. The applicant shall use county burn permit/authorization records or other verifiable records to determine the acreage.
3. Historical burn fraction (HBF): The applicant shall provide available data on historical biomass burn percentage for the parcel(s). The historical burn fraction (0-1) is an adjustment to the amount of ERC available. The applicant may use county burn permit authorization records or other verifiable records to determine the amounts of prior burning. For rice straw burning an historical burn fraction of one (1) will be used for the parcel(s) burn during the phasedown period.
4. Quarterly burn fraction (QBF): The applicant shall provide available data on quarterly biomass burning for the parcel(s). The applicant may use county burn permit authorization records or other verifiable records to determine the date(s) of burning.
5. The biomass Fuel Loading (FL) and emission factors (EF) set forth in the MOP or other best available data as approved by the APCO shall be used for the crops indicated.
6. Discount acreage (DA): The applicant may reduce the total acreage covered by the ERC certificate to allow for continued burning of a portion of the total acreage of the parcel(s). This reduction in the total acreage covered will be reflected in the emission credits applicable to the parcel(s). The District shall
  - a. Identify the portion(s) of the parcels(s) covered by the discount acreage (i.e. the acreage eligible for a burn permit) and place the remaining acreage on a no-burn list. This portion will not be allowed to change without prior District notification and approval; or,
  - b. Place the parcel(s) covered by the ERC certificate on a restricted burn list. Burning can only occur on specified fields within the parcel(s) after the district has issued a restricted burn permit for the emissions unit (parcel(s)).
7. The District will determine a quarterly ERC value for each pollutant based on the following calculation:

$$\text{ERCs} = (\text{AB}-\text{DA}) * \text{HBF} * \text{FL} * \text{EF} * \text{QBF}$$

M. District Enforcement Considerations:

1. Revision or cancellation of ERC certificates: At the request of the registered

owner to allow burning of a parcel(s) for which ERCs have been granted may be handled as follows, with prior written approval from the APCO.

- a. The registered owner may request that the District reduce the quantities of the emissions covered by the ERC certificate by the amount of emissions associated with the reduced acreage requested. After the District revises the ERC certificate that portion of the parcel may be burned in accordance with current agricultural burning regulations. The portion of the parcel that is covered by the discount acreage (i.e the acreage eligible for a burn permit) must be clearly identified. This portion will not be allowed to change without prior District notification and approval.
  - b. The registered owner may surrender the ERC certificate to the District for cancellation and burn the parcel(s) pursuant to current agricultural burning regulations.
2. District enforcement considerations related to ERCs are the following:
- a. To meet the requirement of enforceability, a contract, permit conditions, no burn list, and/or other means shall be utilized.
    - 1) The primary means of enforcing open biomass burning ERCs will be by placing the parcels on a no burn list or restricted burn list. Based on the air pollution control district or air quality management district's enforcement and tracking policy for biomass ERCs, a restricted burn permit or no burn list will be issued for a parcel(s) if an ERC is currently in effect for that parcel unless the registered owner applies for cancellation, modification or substitution of the ERC under Section M. .1. of this Rule.
    - 2) At the time of application, the applicant for ERCs for reduced open biomass burning must provide information to the District on the disposition of the biomass.
    - 3) Emission reduction credits used to offset project emissions in another district shall be implemented through an inter-district agreement to ensure their enforceability and permanence.
  - b. Prior to the issuance of an ERC certificate, the registered owner of ERC-designated parcel(s)/field(s) shall provide notification by certified mail to all growers leasing land covered by the certificate that open biomass burning is restricted. A copy of the certified letter and receipt shall be provided to the District and maintained in the District files.
  - c. Facilities that claim open burning emission reduction offsets pursuant to Health & Safety Code Sections 42314.5 must keep a daily log of biomass received by type, origin, quantity, and date. Such facilities will also be required to prepare and submit to the District a quarterly report on their emissions and corresponding biomass off-sets. The District will further require an annual status report on biomass contracts for next year prior to re-issuance of the annual Permit to Operate.
3. To further ensure enforceability of this Rule refer to the Manual of Procedures which contains ERC and offset tracking, open biomass burn permitting, and other procedures related to the implementation of the Rule.

N. Fees: Fees shall be required for application, analysis, transfer and replacement of an ERC certificate, as specified in District Rule 2:11B Emission Reduction Credit Banking Fee.