UNDERSTANDING ENVIRONMENTAL LAW

SECOND EDITION

Philip Weinberg Kevin A. Reilly



C LexisNexis

UNDERSTANDING ENVIRONMENTAL LAW

SECOND EDITION

Philip Weinberg

Professor of Law St. John's University School of Law

Kevin A. Reilly

Principal Appellate Court Attorney
New York State Supreme Court
Appellate Division, First Department
Adjunct Professor of Law
St. John's University School of Law &
Pace University Graduate Program
in Environmental Science



Library of Congress Cataloging-in-Publication Data

Weinberg, Philip.

Understanding environmental law / Philip Weinberg, Kevin Reilly - 2nd ed.

p. cm. —

Includes index.

ISBN 978-1-4224-1739-5 (soft cover)

1. Environmental law-United States. I. Reilly, Kevin, 1955-

II Title

KF3775.W45 2007

344.7304'6-dc22

2007038886

This publication is designed to provide accurate and authoritative information in regard to the subject matter covered. It is sold with the understanding that the publisher is not engaged in rendering legal, accounting, or other professional services. If legal advice or other expert assistance is required, the services of a competent professional should be sought.

LexisNexis and the Knowledge Burst logo are trademarks of Reed Elsevier Properties Inc, used under license. Matthew Bender is a registered trademark of Matthew Bender Properties Inc.

Copyright © 2008 Matthew Bender & Company, Inc., a member of the LexisNexis Group.

All Rights Reserved.

No copyright is claimed in the text of statutes, regulations, and excerpts from court opinions quoted within this work. Permission to copy material exceeding fair use, 17 U.S.C. § 107, may be licensed for a fee of 10¢ per page per copy from the Copyright Clearance Center, 222 Rosewood Drive, Danvers, Mass. 01923, telephone (978) 750-8400.

NOTE TO USERS

To ensure that you are using the latest materials available in this area, please be sure to periodically check the LexisNexis Law School web site for downloadable updates and supplements at www.lexisnexis.com/lawschool

Editorial Offices
744 Broad Street, Newark, NJ 07102 (973) 820-2000
201 Mission St., San Francisco, CA 94105-1831 (415) 908-3200
701 East Water Street, Charlottesville, VA 22902-7587 (434) 972-7600

www.lexis.com

UNDERSTANDING ENVIRONMENTAL LAW

SECOND EDITION



LexisNexis Law School Publishing Advisory Board

Charles B. Craver

Freda H. Alverson Professor of Law The George Washington University Law School

Richard D. Freer

Robert Howell Hall Professor of Law Emory University School of Law

Craig Joyce

Andrews Kurth Professor of Law & Co-Director, Institute for Intellectual Property and Information Law University of Houston Law Center

Ellen S. Podgor

Professor of Law & Associate Dean of Faculty Development and Distance Education Stetson University College of Law

Paul F. Rothstein

Professor of Law Georgetown University Law Center

Robin Wellford Slocum

Professor of Law & Director, Legal Research and Writing Program Chapman University School of Law

Charles J. Tabb

Alice Curtis Campbell Professor of Law University of Illinois College of Law

Judith Welch Wegner

Professor of Law

University of North Carolina School of Law

To Mary, Bill, and Matt. —Philip Weinberg

To my children, Kevin and Alanna, who, everyday, make everything worthwhile, and to my wife Mary.

—Kevin A. Reilly

ACKNOWLEDGMENTS

As the historian Barbara Tuchman sagely observed, "the best book is a collaboration between author and reader."* We have endeavored to keep our end of the bargain by furnishing students and practitioners with a concise, direct introduction to the burgeoning field of environmental law.

Environmental law, an increasingly significant area of legal study and practice, encompasses a full range of issues from tort law through property law to constitutional considerations. This volume attempts to present this mosaic, as its title suggests, in an understandable way. We have tried to avoid either undue concentration on the individual titles or an equally inappropriate focus on generalities.

The book covers not only the traditional terrain of air and water quality, solid and hazardous waste, and pesticides, but also the environmental implications of land use, energy generation and use, and the increasingly important area of international environmental law. It also tries to connect environmental law with the political and constitutional bases for the statutes and court decisions it examines.

Environmental law does not presuppose a background in science, and the references in this book to chemistry, biology and hydrogeology are kept simple and, we hope, understandable — a task rendered easier by the authors' own lack of scientific expertise.

As the reader will see, environmental law was not born fully-grown, like Botticelli's Venus, with the advent of the modern regulatory statutes. It stems from tort law, property law and related concepts that trace their roots to the common law. This book attempts to relate those common-law principles to today's regulatory framework, from which modern environmental law directly descends.

Readers should know that Philip Weinberg wrote chapters one through four and nine through thirteen, as well as minor portions of chapters five, six, and eight. Kevin Reilly wrote chapters seven and fourteen and the bulk of chapters five, six, and eight.

^{*}Barbara Tuchman, Practicing History 24.

The authors are deeply indebted to Heidi Luna (St. John's Law School 1999) for invaluable research assistance in preparing the book. We earnestly hope this book will prove useful to the reader in achieving precisely what its title proffers: understanding environmental law.

Philip Weinberg Kevin A. Reilly New York, NY October 2007

TABLE OF CONTENTS

			Page
A		1 STRATIVE, JUDICIAL, AND CONSTITUTIONAL S OF ENVIRONMENTAL LAW	1
§	1.01	Administrative Decision-Making and Judicial Review	2
		(11 P. 11 - 35 11	2
			3
		[B] Judicial Review	4
e	1.00	[C] Rule-Making	
8	1.02	Standing and Related Issues	5
		[A] Standing	5
		[1] Introduction	5
		[2] Economic Injury Not Required	5
		[3] Actual Injury Required	6
		[4] Standing Is Determined on Case-by-Case Basis	6
		[B] Exhaustion of Administrative Remedies	7
		[C] Ripeness	8
8	1.03	Citizen Suit Provisions	8
	1.04	Constitutional Basis for Environmental Law	10
3	1.01	[A] Commerce Power	10
		[B] Other Congressional Powers	10
		[C] The Treaty Power	11
			11
8	1.05	[D] The States' Police Power	12
8	1.05		12
		[A] Preemption	
			13
		[1] "Dormant Commerce Clause"	13
		[2] When State Is a Market Participant	14
		[C] Takings of Property	14
		[1] Excessive Regulation of Property Deemed a "Taking" Requiring Just Compensation	14

			Page
	[2]	There Are Two Categories of Takings	15
	[3]	Factors Used in Determining Whether a Taking Has Occurred	15
		[a] No Taking If Owner Retains Reasonable Value	15
		[b] Landmark Preservation Laws and the Free Exercise Clause	16
		[c] No Taking if Regulation Tantamount to Abating a Nuisance	17
		[d] Reasonable Expectations Measured as of Date of Purchase	17
		[e] Regulation Must Have Nexus with Intended Purpose	18
		[f] Need for "Rough Proportionality" Between Regulation and Purpose	18
		[g] Parcel Viewed as a Unitary Tract; Partial Restriction Not a Taking	18
		[h] Physical Invasion May Be a Taking	19
	[D] Sta	ates' Reserved Powers	19
		vereign Immunity and the Eleventh	20
	[1]	Federal Sovereign Immunity Is Limited by Congress	20
	[2]	States' Sovereign Immunity and the Eleventh Amendment's Limits on Suits Against States in	
		Federal Courts	21
Chapter		_	
POLICY	ISSUE	is	23
§ 2.01		and Benefits: Balancing Environmental nic Factors; Risk Assessment	23
	[A] We	eighing Economic and Environmental Costs	23
		sk Assessment: Pro and Con	24
		st-Benefit Analysis	25
	[D] En	vironmental Regulation Adopts Risk	25
§ 2.02		ology: Conflict Between Setting High ological Standards and the Availability of the	_3
		plogy to Meet Those Standards	26

			Page
		[A] Mandating Technological Improvements	26
		[B] Cost-Benefit Approach to Hazardous Waste	
		Cleanup	27
§	2.03	The Carrot or the Stick? "Command and Control"	
		Regulation versus Incentives to Foster Voluntary	07
•	0.04	Compliance	27
§	2.04	Criminal and Civil Sanctions	28
		[A] Both Criminal and Civil Penalties Employed	28
		[B] Criminal Penalties Raise Constitutional	20
		Issues	29
		[C] Criteria for Civil Penalties and Abatement	200
•		Orders	30
Š	2.05	Federal versus State and Local Enforcement	31
		[A] Congress Generally Has Not Preempted State	0.1
		Regulation	31
		[B] Factors Governing Federal or State	01
		Enforcement	31
•		[C] Land Use Regulation Chiefly Local	32
•	2.06	Environmental Justice	32
§	2.07	SLAPP Suits (Strategic Lawsuits Against Public	0.4
		Participation)	34
		[A] Suits Aimed at Deterring Opponents of Projects	34
			34
		[B] First Amendment Protection for Project Opponents	34
		[C] State Statutes Restricting SLAPP Suits	35
		[O] State Statutes Restricting SLAFF Suits	აა
	hapter		
C	оммо	N LAW REMEDIES	37
§	3.01	Nuisance	38
		[A] Introduction	38
		[B] Public and Private Nuisance	38
		[C] Liability	40
		[1] Nuisance Is an Unreasonable Interference with	40
		Rights in Land	40
		[2] Private Nuisance and the Requirement of	20
		Fault	40

		Page
	[3] Nuisance Must Reach the Property	41
	[D] Defenses	41
	[1] Objective Standard	41
	[2] Limitations and Laches	41
	[3] Coming to the Nuisance	42
	[4] Effect of Regulatory Statutes	42
	[E] Remedies	43
	[1] Damages for Permanent or Temporary Nuisance	43
	[2] Punitive Damages and Their Limits	43
	[3] Injunction Available to Abate Nuisance	44
	[4] Courts Balance the Equities in Issuing Injunctions	44
	[F] Federal Nuisance	45
	[1] Federal Nuisance Approved in 1972 Supreme Court Decision	45
	[2] Supreme Court Later Held Federal Nuisance Preempted	46
§ 3.02	Trespass	47
§ 3.03	Strict Liability in Tort	47
§ 3.04	Negligence	48
§ 3.05	Riparian Rights	49
	[A] Common Law Riparian Rights	49
	[1] Riparian Right to Reasonable Flow	49
	[2] No Riparian Right to Pollute	49
	[B] Prior Appropriation	50
	[C] Rights to Groundwater	51
§ 3.06	Public Trust Doctrine	51
	[A] Public Has Right to Underwater Lands	51
	[B] Any Citizen of State Has Standing	52
	[C] Statutes Codify Public Trust Doctrine	52
	[D] Regulation Under Public Trust Not a Taking	53
Chapter		
ENVIR	ONMENTAL QUALITY REVIEW	55
§ 4.01	National Environmental Policy Act (NEPA)	56

				Page
	[A] Imj	portance and Origins	56
		[1]	Act Requires Federal Agencies to Weigh	
			Impacts	56
		[2]	Origins of Act in Earlier Court Decisions	57
	[B] En	vironmental Impact Statement (EIS)	58
		[1]	Draft and Final EIS	58
		[2]	Environmental Assessment to Decide Need for EIS	59
		[3]	Context and Intensity of Impacts Determine Whether EIS Is Necessary	59
		[4]	Some Actions Fall Outside NEPA	61
		[5]	Programmatic and Site-Specific EISs	63
		[6]	EIS Limited to Reasonably Foreseeable Impacts	63
		[7]	Lead Agency Responsible for EIS	64
			[a] Preparation of EISs	64
			[b] Timing of EISs	64
	[C	Pro	ocedures in Preparing EIS	65
			Publication of Notice of Intent	65
		[2]	Scoping	65
		[3]	Draft EIS; Time Limits; Other Requirements	65
		[4]	Record of Decision	66
	ſΣ		ernatives	66
	ſΕ] Mi	tigation Measures	67
			Agency Must Discuss, But Need Not Adopt, Mitigation Measures	67
		[2]	Criticism of Act's Limitation to Procedural Requirements	68
	[F] Ju	dicial Review	69
			Available Under Administrative Procedure Act; Standing	69
		[2]	Standard of Review	69
			Injunctive Relief	70
8	4.02 St		Environmental Quality Review Statutes	70
9			pad Adoption of Statutes Patterned on	. 0
	į.		PA	70

		Page
	[B] Examples	71
	[1] New York	71
	[2] California	72
§ 4.03	Environmental Audits	72
	[A] Purpose of Audits	72
	[B] Common Law Privileges Inapplicable	73
	[C] State Privilege Statutes and EPA Ruling	73
Chapte AIR QU	or 5 JALITY	75
§ 5.01	The Clean Air Act: Standards	77
0	[A] Overview of Act	77
	[1] Reasons for Federal Legislation	77
	[2] Federal and State Tandem Regulation	77
	[B] Federal Criteria and Standards	78
§ 5.02	State Implementation Plans	79
	[A] Requirement to Prepare Plans	79
	[B] Contents of State Plans	80
	[C] Submission of Plans	80
	[D] Time for Attaining Primary Standard	80
	[E] Revisions of State Plans	80
§ 5.03	Stationary Sources	81
	[A] New Source Regulation	81
	[1] New Sources Subject to Stringent Controls	81
	[2] Permit Requirements	82
	[3] Performance Standards	82
	[4] Prevention of Significant Deterioration of Air	
	Quality	82
	[B] Existing Sources and the Bubble Concept	83
	[C] Acid Rain	84
	[1] Origins of Acid Rain	84
	[2] Effects of Acid Rain; Causes	84
	[3] Attempts to Reduce Acid Rain	84
	[D] Hazardous Air Pollutants	85

		Page
	[1] Background	85
	[2] Act's Current Approach	86
	[3] Work Practice Standards	86
	[4] Accidental Releases	87
§ 5.04	Mobile Sources	87
	[A] Introduction	87
	[B] Emission Standards for New Vehicles and	
	Engines	88
	[1] Requirements Generally Applicable	88
	[a] Vehicle Categories	88
	[b] Pollutants Regulated	88
	[c] Averaging of Emissions Among a Manufacturer's Vehicle Classes	89
	[d] Time Period Before Revised Standards	
	Apply	89
	[e] Temporary Waiver of Standards	89
	[2] Light-Duty Vehicles	90
	[3] Heavy-Duty Vehicles and Engines	90
	[4] Manufacturers Have a Four Year Lead Time to Comply with New Standards	90
	[C] Ensuring Manufacturers' Compliance	91
	[1] Testing and Certification for New Vehicles and Engines	91
	[2] Testing and Certification for Older Vehicles and Resales	91
	[3] Hearing Requirement for Vehicles or Engines	
	That Fail to Comply	91
	[4] Testing of Emission Control Systems	92
	[5] Recall of Noncomplying Vehicles	92
	[6] Warranties and Certifications by Industry	92
	[7] Manufacturer Is Required to Provide Information	92
	[8] Site Inspections	93
	[D] State Standards	93
	[E] Regulation of Fuel	94
	[1] Regulation of Fuels by EPA	94

		Page
	[a] EPA May Prohibit Commerce in Harmful	
	Fuels	94
	[b] Lead	94
	[c] Reformulated Gasoline in Ozone Nonattainment Areas	95
	[d] Carbon Monoxide Nonattainment Areas	95
	[2] New Fuels	96
	[3] Preemption of State Regulation	96
	[F] Urban Buses	96
	[G] Clean Fuel Vehicles	97
	[1] Types of Clean Fuels; Standards	97
	[2] California's Pilot Program	97
	[3] Conversion of Vehicle Fleets	97
§ 5.05	Enforcement	98
	[A] Air Quality and Emission Limitations	98
	[B] Prevention of Significant Deterioration	98
	[C] Mobile Sources	98
	[1] Violations, Generally	98
	[2] Violations for Vehicles Imported and Exported	99
	[3] Exemptions	99
	[4] Injunctive Relief	99
	[5] Civil Penalties	99
	[D] Emergency Powers	100
	[E] Citizen Suits	100
	[1] Introduction	100
	[2] Types of Citizen Suits	100
	[3] Disposition of Penalties	101
	[4] Notice Requirements	101
	[5] Costs and Fees	101
	[6] No Preemption of Other Statutory or Common Law Claims	102

		1 age
Chapter WATER	6 POLLUTION	103
§ 6.01	Overview of Provisions Regulating Water	
	Pollution	110
§ 6.02	Legislative History of Federal Water Pollution Statutes	110
	[A] Early Federal Attempts to Control Water	110
	Pollution	110
	[1] Historical Background	110
	[2] Rivers and Harbors Act	111
	[a] Overview of the Act	111
	[b] Supreme Court Cases Construing the Rivers and Harbors Act: Antecedents to Enactment of Federal Water Pollution Policy	112
	[c] Permitting Scheme	113
	[3] Congressional Preferences for State Regulation of Water Pollution	114
	[4] Water Pollution Control Act	114
	[5] Water Quality Improvement Act of 1965	114
	[B] Early State Attempts to Control Water Pollution — Promulgation of Water Quality Standards for Different Classifications of Water Bodies	115
	[C] Delay in Enacting National Policy Can Have Serious Consequences	116
	[D] Federal Water Pollution Control Act of 1977 — Modern Clean Water Act (CWA)	116
§ 6.03	Clean Water Act (CWA)	118
	[A] Scope and Legislative Background of CWA	118
	[1] CWA Regulates Discharges of Pollutants into Surface Waters	118
	[2] Legislative Purposes of the CWA	118
	[3] International Aspirations of the CWA	120
	[4] The EPA's Authority Under the CWA	120
	[B] Basic Terms Defined	120
	[1] Terms Triggering Applicability of the CWA	120