Proposed Rules

This section of the FEDERAL REGISTER contains notices to the public of the proposed issuance of rules and regulations. The purpose of these notices is to give interested persons an opportunity to participate in the rule making prior to the adoption of the final rules.

DEPARTMENT OF ENERGY

10 CFR Part 430


Appliance Standards and Rulemaking Federal Advisory Committee: Notice of Intent To Establish a Working Group for Certain Equipment Classes of Refrigeration Systems of Walk-in Coolers and Freezers To Negotiate a Notice of Proposed Rulemaking (NOPR) for Energy Conservation Standards


ACTION: Notice of intent and announcement of public meeting.

SUMMARY: The U.S. Department of Energy (‘‘DOE’’ or, in context, ‘‘the Department’’) is giving notice of a public meeting and that DOE intends to establish a negotiated rulemaking working group under the Appliance Standards and Rulemaking Federal Advisory Committee (‘‘ASRAC’’) in accordance with the Federal Advisory Committee Act (‘‘FACA’’) and the Negotiated Rulemaking Act (‘‘NRA’’) to negotiate proposed amended energy conservation standards for six equipment classes (i.e., the two equipment classes of multiplex condensing refrigeration systems operating at medium and low temperatures and the four equipment classes of dedicated condensing refrigeration systems operating at low temperatures) of walk-in cooler and freezer refrigeration systems. The purpose of the working group will be to discuss and, if possible, reach consensus on a proposed rule regarding amended energy conservation standards for only those aforementioned equipment classes of refrigeration systems of walk-in coolers and freezers, as authorized by the Energy Policy and Conservation Act (EPCA) of 1975, as amended. The working group will consist of representatives of parties having a defined stake in the outcome of the proposed standards, and will consult as appropriate with a range of experts on technical issues. Per the ASRAC Charter, the working group is expected to make a concerted effort to negotiate a final term sheet by December 27, 2015.

DATES: DOE will host the first Working Group meeting, which is open to the public, and will be broadcast via webinar on Thursday, August 27, 2015 from 9:00 a.m. to 5:00 p.m. in Washington, DC.

Written comments and applications (i.e., cover letter and resume) to be appointed as members of the working group are welcome and should be submitted by August 12, 2015.


Interested person may submit comments and an application for membership (including a cover letter and resume), identified by docket number EERE–2015–BT–STD–0016, via the Federal eRulemaking Portal: www.regulations.gov. Follow the instructions for submitting comments.

Email: ASRAC@ee.doe.gov. Include docket number EERE–2015–BT–STD–0016 in the subject line of the message.

Mail: Ms. Brenda Edwards, U.S. Department of Energy, Building Technologies Office, Mailstop EE–5B, 1000 Independence Avenue SW., Washington, DC 20585–0121. If possible, please submit all items on a compact disc (CD), in which case it is not necessary to include printed copies.


No telefacsimiles (faxes) will be accepted.

Docket: The docket is available for review at http://www.regulations.gov/.


SUPPLEMENTARY INFORMATION:

I. Authority

DOE is announcing its intent to negotiate proposed energy conservation standards for the two walk-in cooler and freezer equipment classes applicable to multiplex condensing refrigeration systems operating at medium and low temperatures and the four walk-in cooler and freezer equipment classes applicable to dedicated condensing refrigeration systems operating at low temperatures, under the authority of sections 563 and 564 of the NRA (5 U.S.C. 561–570, Pub. L. 104–320). The regulation of walk-in coolers and freezers standards that DOE is proposing to develop under a negotiated rulemaking will be developed under the authority of EPCA, as amended, 42 U.S.C. 6211 and 42 U.S.C. 6291 et seq.

II. Background

As required by the NRA, DOE is giving notice that it is establishing a working group under ASRAC to discuss proposed energy conservation standards for the two walk-in cooler and freezer equipment classes applicable to multiplex condensing refrigeration systems operating at medium and low temperatures and the four walk-in cooler and freezer equipment classes applicable to dedicated condensing refrigeration systems operating at low temperatures.
A. Negotiated Rulemaking

Consistent with the parties’ settlement agreement in
Lennox v. DOE, No. 14–60535 (5th Cir.), DOE is supporting the
use of the negotiated rulemaking process to discuss and develop
proposed energy conservation standards for the two walk-in cooler and freezer
equipment classes applicable to multiplex condensing refrigeration
systems operating at medium and low temperatures and the four walk-in
cooler and freezer equipment classes applicable to dedicated condensing
refrigeration systems operating at low temperatures. The primary reason for
using the negotiated rulemaking process for this product is that stakeholders
strongly support a consensus rulemaking effort. DOE believes such a
regulatory negotiation process will be less adversarial and better suited to
resolving complex technical issues. An important virtue of negotiated
rulemaking is that it allows expert
dialog that is much better than
direct; that is, each member may
represent the full range of stakeholders to negotiate a consensus on
the terms of a proposed rule.

Using negotiated rulemaking to
develop a proposed rule differs fundamentally from the Department-
centered process. In negotiated
rulemaking, a proposed rule is
developed by an advisory committee or working group, charted under FACA,
5 U.S.C. App. 2, composed of members
chosen to represent the various interests that will be significantly affected by the
rule. The goal of the advisory committee
or working group is to reach consensus
on the treatment of the major issues involved with the rule. The process starts with the Department’s careful
identification of all interests potentially
affected by the rulemaking under consideration. To help with this
identification, the Department publishes a notice of intent such as this one in the
Federal Register, identifying a
preliminary list of interested parties and requesting public comment on that list.

Following receipt of comments, the
Department establishes an advisory committee or working group representing the full range of stakeholders to negotiate a consensus on
the terms of a proposed rule.

Representation on the advisory
committee or working group may be
direct; that is, each member may
represent a specific interest, or may be
indirect, such as through trade
associations and/or similarly-situated parties with common interests. The
Department is a member of the advisory
committee or working group and
represents the Federal government’s
interests. The advisory committee or
working group chair is assisted by a
neutral mediator who facilitates the
negotiation process. The role of the
mediator, also called a facilitator, is to
apply proven consensus-building
techniques to the advisory committee or
working group process.

After an advisory committee or
working group reaches consensus on the
provisions of a proposed rule, the
Department, consistent with its legal
obligation, uses such consensus as the
basis of its proposed rule, which then is published in the Federal Register. This
publication provides the required public
notice and provides for a public
comment period. Other participants and
other interested parties retain their
rights to comment, participate in an
informal hearing (if requested), and
request judicial review. DOE anticipates, however, that the pre-
proposal consensus agreed upon by the
advisory committee or working group will
narrow any issues in the
subsequent rulemaking.

C. Proposed Rulemaking for Energy
Conservation Standards Regarding
Certain Equipment Classes of Walk-in
Coolers and Freezers

The NRA enables DOE to establish an
advisory committee or working group if it is determined that the use of the
negotiated rulemaking process is in the
public interest. DOE intends to develop
Federal regulations that build on the
depth of experience accrued in both the public and private sectors in
implementing standards and programs. DOE is supporting the use of the
regulated negotiation process in order to provide for obtaining a diverse array of
in-depth input, as well as an
opportunity for increased collaborative
discussion from both private-sector
stakeholders and government officials
who are familiar with the energy
efficiency of walk-in coolers and
freezers.

D. Department Commitment

In initiating this regulatory
negotiation process to develop
amendments to the energy conservation
standards for the two walk-in cooler and
freezer equipment classes applicable to
multiplex condensing refrigeration
systems operating at medium and low
temperatures and the four walk-in
cooler and freezer equipment classes
applicable to dedicated condensing
refrigeration systems operating at low
temperatures, DOE is making a
commitment to provide adequate
resources to facilitate timely and
successful completion of the process.
This commitment includes making the
process a priority activity for all
representatives, components, officials,
and personnel of the Department who
need to be involved in the rulemaking,
from the time of initiation until such
time as a final rule is issued or the
process is expressly terminated. DOE
will provide administrative support for
the process and will take steps to ensure
that the advisory committee or working
group has the dedicated resources it
requires to complete its work in a timely
fashion. Specifically, DOE will make
available the following support services:

- Properly equipped space adequate for
public meetings and caucuses; logistical support; word processing and distribution of background information; the service of a facilitator; and such additional research and other technical assistance as may be necessary.

To the maximum extent possible consistent with the legal obligations of the Department, DOE will use the consensus of the advisory committee or working group as the basis for the rule the Department proposes for public notice and comment.

E. Negotiating Consensus

As discussed above, the negotiated rulemaking process differs fundamentally from the usual process for developing a proposed rule. Negotiation enables interested and affected parties to discuss various approaches to issues rather than asking them only to respond to a proposal developed by the Department. The negotiation process involves a mutual education of the various parties on the practical concerns about the impact of standards. Each advisory committee or working group member participates in resolving the interests and concerns of other members, rather than leaving it up to DOE to evaluate and incorporate different points of view.

A key principle of negotiated rulemaking is that agreement is by consensus of all the interests. Thus, no one interest or group of interests is able to control the process. The NRA defines consensus as the unanimous concurrence among interests represented on a negotiated rulemaking committee or working group, unless the committee or working group itself unanimously agrees to use a different definition. 5 U.S.C. 562. In addition, experience has demonstrated that using a trained mediator to facilitate this process will assist all parties, including DOE, in identifying their real interests in the rule, and thus will enable parties to focus on and resolve the important issues.

III. Proposed Negotiating Procedures

A. Key Issues for Negotiation

The following issues and concerns will underlie the work of the Negotiated Rulemaking Committee for walk-in coolers and freezers and be limited to the items specified below:

- Proposed energy conservation standards for the two walk-in cooler and freezer equipment classes applicable to multiplex condensing refrigeration systems operating at medium and low temperatures and the four walk-in cooler and freezer equipment classes applicable to dedicated condensing refrigeration systems operating at low temperatures. See 10 CFR 431.306(e); and
- As part of the analysis considered underlying the proposed energy conservation standards mentioned, DOE will consider any comments (including any accompanying data) regarding the potential impacts of these six proposed standards on installers.

To examine the underlying issues outlined above, all parties in the negotiation will need DOE to provide data and an analytic framework complete and accurate enough to support their deliberations. DOE’s analyses must be adequate to inform a prospective negotiation—for example, DOE published the technological and economic spreadsheets associated with the June 3, 2014 final rule along with a technical support document detailing those analyses. See http://www.regulations.gov/#!documentDetail;D=EERE-2008-BT-STD-0015-0131. DOE expects to start the Working Group discussions with a list of analytical issues that should be considered for revision based on the June 2014 analysis for the six equipment classes of refrigeration walk-in cooler and freezer refrigeration systems subject to the negotiations and encourages interested parties to submit any new data to be considered to the Working Group.

B. Formation of Working Group

A working group will be formed and operated in full compliance with the requirements of FACA and in a manner consistent with the requirements of the NRA. DOE has determined that the working group shall not exceed 25 members. The Department believes that more than 25 members would make it difficult to conduct effective negotiations. DOE is aware that there are many more potential participants than there are membership slots on the working group. The Department does not believe, nor does the NRA contemplate, that each potentially affected group must participate directly in the negotiations; nevertheless, each affected interest can be adequately represented. To have a successful negotiation, it is important for interested parties to identify and form coalitions that adequately represent significantly affected interests. To provide adequate representation, those coalitions must agree to support, both financially and technically, a member of the working group whom they choose to represent their interests.

DOE recognizes that when it considers adding covered products and establishing energy efficiency standards for residential products and commercial equipment, various segments of society may be affected in different ways—in some cases, producing unique “interests” in a proposed rule based on income, gender, or other factors. The Department will pay attention to providing that any unique interests that have been identified, and that may be significantly affected by the proposed rule, are represented.

FACA also requires that members of the public have the opportunity to attend meetings of the full committee and speak or otherwise address the committee during the public comment period. In addition, any member of the public is permitted to file a written statement with the advisory committee. DOE plans to follow these same procedures in conducting meetings of the working group.

C. Interests Involved/Working Group Membership

DOE anticipates that the working group will comprise no more than 25 members who represent affected and interested stakeholder groups, at least one of whom must be a member of the ASRAC. As required by FACA, the Department will conduct the negotiated rulemaking with particular attention to ensuring full and balanced representation of those interests that may be significantly affected by the proposed rule governing standards for the two walk-in cooler and freezer equipment classes applicable to multiplex condensing refrigeration systems operating at medium and low temperatures and the four walk-in cooler and freezer equipment classes applicable to dedicated condensing refrigeration systems operating at low temperatures. Section 562 of the NRA defines the term “interest” as “with respect to an issue or matter, multiple parties which have a similar point of view or which are likely to be affected in a similar manner.” Listed below are parties the Department to date has identified as being “significantly affected” by a proposed rule regarding the energy efficiency of walk-in coolers and freezers:

- The Department of Energy;
- Trade Associations representing refrigeration system manufacturers of walk-in coolers and freezers;
- Manufacturers of refrigeration systems of walk-in coolers and freezers;
- Manufacturers of walk-in coolers and freezer refrigeration system components and related suppliers;
- Distributors or contractors selling or installers of refrigeration systems of walk-in coolers and freezers;
- Utilities;


- Energy efficiency/environmental advocacy groups; and
- Commercial customers.

One purpose of this notice of intent is to determine whether Federal regulations for the two walk-in cooler and freezer equipment classes applicable to multiplex condensing refrigeration systems operating at medium and low temperatures and the four walk-in cooler and freezer equipment classes applicable to dedicated condensing refrigeration systems operating at low temperatures will significantly affect interests that are not listed above. DOE invites comment and suggestions on its initial list of significantly affected interests.

Members may be individuals or organizations. If the effort is to be fruitful, participants in the working group should be able to fully and adequately represent the viewpoints of their respective interests. This document gives notice of DOE’s process to other potential participants and affords them the opportunity to request representation in the negotiations. Those who wish to be appointed as members of the working group, should submit a request to DOE, in accordance with the public participation procedures outlined in the DATES and ADDRESSES sections of this notice of intent. Membership of the working group is likely to involve:

- Attendance at approximately eight (8), one (1)- to two (2)-day meetings (with the potential for two (2) additional one (1)- or two (2)-day meetings);
- Travel costs to those meetings; and
- Preparation time for those meetings.

Members serving on the working group will not receive compensation for their services. Interested parties who are not selected for membership on the working group may make valuable contributions to this negotiated rulemaking effort in any of the following ways:

- The person may request to be placed on the working group mailing list and submit written comments as appropriate.
- The person may attend working group meetings, which are open to the public; caucus with his or her interest’s member on the working group; or even address the working group during the public comment portion of the working group meeting.
- The person could assist the efforts of a workgroup that the working group might establish.

A working group may establish informal workgroups, which usually are asked to facilitate committee deliberations by assisting with various technical matters (e.g., researching or preparing summaries of the technical literature or comments on specific matters such as economic issues). Workgroups also might assist in estimating costs or drafting regulatory text on issues associated with the analysis of the costs and benefits addressed, or formulating drafts of the various provisions and their justifications as previously developed by the working group. Given their support function, workgroups usually consist of participants who have expertise or particular interest in the technical matter(s) being studied. Because it recognizes the importance of this support work for the working group, DOE will provide appropriate technical expertise for such workgroups.

D. Good Faith Negotiation

Every working group member must be willing to negotiate in good faith and have the authority, granted by his or her constituency, to do so. The first step is to ensure that each member has good communications with his or her constituencies. An intra-interest network of communication should be established to bring information from the support organization to the member at the table, and to take information from the table back to the support organization. Second, each organization or coalition, therefore, should designate as its representative a person having the credibility and authority to ensure that needed information is provided and decisions are made in a timely fashion. Negotiated rulemaking can require the appointed members to give a significant sustained for as long as the duration of the negotiated rulemaking. Other qualities of members that can be helpful are negotiating experience and skills, and sufficient technical knowledge to participate in substantive negotiations.

Certain concepts are central to negotiating in good faith. One is the willingness to bring all issues to the bargaining table in an attempt to reach a consensus, as opposed to keeping key issues in reserve. The second is a willingness to keep the issues at the table and not take them to other forums. Finally, good faith includes a willingness to move away from some of the positions often taken in a more traditional rulemaking process, and instead explore openly with other parties all ideas that may emerge from the working group’s discussions.

E. Facilitator

The facilitator will act as a neutral in the substantive development of the proposed standard. Rather, the facilitator’s role generally includes:

- Impartially assisting the members of the working group in conducting discussions and negotiations; and
- Impartially assisting in performing the duties of the Designated Federal Official under FACA.

F. Department Representative

The DOE representative will be a full and active participant in the consensus building negotiations. The Department’s representative will meet regularly with senior Department officials, briefing them on the negotiations and receiving their suggestions and advice so that he or she can effectively represent the Department’s views regarding the issues before the working group. DOE’s representative also will ensure that the entire spectrum of governmental interests affected by the standards rulemaking, including the Office of Management and Budget, the Attorney General, and other Departmental offices, are kept informed of the negotiations and encouraged to make their concerns known in a timely fashion.

G. Working Group and Schedule

After evaluating the comments submitted in response to this notice of intent and the requests for nominations, DOE will either inform the members of the working group that they have been selected or determine that conducting a negotiated rulemaking is inappropriate.

Per the ASRAC Charter, the working group is expected to make a concerted effort to negotiate a final term sheet by December 27, 2015.

DOE will advise working group members of administrative matters related to the functions of the working group before beginning. While the negotiated rulemaking process is underway, DOE is committed to performing much of the same analysis as it would during a normal standards rulemaking process and to providing information and technical support to the working group.

IV. Comments Requested

DOE requests comments on which parties should be included in a negotiated rulemaking to develop draft language pertaining to the energy efficiency of walk-in coolers and freezers and suggestions of additional interested and/or stakeholders that should be represented on the working group. All who wish to participate as members of the working group should submit a request for nomination to DOE.

V. Public Participation

Members of the public are welcome to observe the business of the meeting and, if time allows, may make oral
DEPARTMENT OF TRANSPORTATION
Federal Aviation Administration
14 CFR Part 71


Proposed Establishment of Class E Airspace, Cottonwood, AZ

AGENCY: Federal Aviation Administration (FAA), DOT.

ACTION: Notice of proposed rulemaking (NPRM).

SUMMARY: This action proposes to establish Class E airspace at Cottonwood Airport, Cottonwood, AZ, to accommodate new Standard Instrument Approach Procedures at the airport. The FAA found establishment of controlled airspace necessary for the safety and management of Instrument Flight Rules (IFR) operations.

DATES: Comments must be received on or before September 21, 2015.

ADDRESSES: Send comments on this proposal to the U.S. Department of Transportation, Docket Operations, M–30, West Building Ground Floor, Room W12–140, 1200 New Jersey Avenue SE., Washington, DC 20590; Telephone (202) 366–9826. You must identify FAA Docket No. FAA–2015–2270; Airspace Docket No. 12–AWP–11, at the beginning of your comments. You may also submit comments through the Internet at http://www.regulations.gov. You may review the public docket containing the proposal, any comments received, and any final disposition in person in the Dockets Office between 9:00 a.m. and 5:00 p.m., Monday through Friday, except Federal holidays. The Docket Office (Telephone 1–800–647–5527), is on the ground floor of the building at the above address.

FAA Order 7400.9Y, Airspace Designations and Reporting Points, is published yearly and effective on September 15. For further information, you can contact the Airspace Policy and Regulations Group, Federal Aviation Administration, 800 Independence Avenue SW., Washington, DC 20591; Telephone: (202) 267–8783.

FOR FURTHER INFORMATION CONTACT: Rob Riedl, Federal Aviation Administration, Operations Support Group, Western Service Center, 1601 Lind Avenue SW., Renton, WA 98057; Telephone (425) 203–4534.

SUPPLEMENTARY INFORMATION:

Authority for This Rulemaking

The FAA’s authority to issue rules regarding aviation safety is found in Title 49 of the United States Code. Subtitle I, Section 106 describes the authority of the FAA Administrator. Subtitle VII, Aviation Programs, describes in more detail the scope of the agency’s authority. This rulemaking is promulgated under the authority described in Subtitle VII, Part A, Subpart I, Section 40103. Under that section, the FAA is charged with prescribing regulations to assign the use of airspace necessary to ensure the safety of aircraft and the efficient use of airspace. This regulation is within the scope of that authority as it would establish controlled airspace at Cottonwood Airport, Cottonwood, AZ.

Comments Invited

Interested parties are invited to participate in this proposed rulemaking by submitting such written data, views, or arguments, as they may desire. Comments that provide the factual basis supporting the views and suggestions presented are particularly helpful in developing reasoned regulatory decisions on the proposal. Comments are specifically invited on the overall regulatory, aeronautical, economic, environmental, and energy-related aspects of the proposal.

Communications should identify both docket numbers and be submitted in triplicate to the address listed above. Commenters wishing the FAA to acknowledge receipt of their comments on this notice must submit with those comments a self-addressed, stamped postcard on which the following statement is made: “Comments to Docket No. FAA–2015–2270/Airspace Docket No. 12–AWP–11.” The postcard will be date/time stamped and returned to the commenter.