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### Title

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### Permalink

<https://escholarship.org/uc/item/8wg8b64s>

### Journal

Proceedings of the National Academy of Sciences of the United States of America, 112(44)

### ISSN

0027-8424

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### Publication Date

2015-11-03

### DOI

10.1073/pnas.1517656112

Peer reviewed

# Solar energy development impacts on land cover change and protected areas

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Edited by B. L. Turner, Arizona State University, Tempe, AZ, and approved September 16, 2015 (received for review September 4, 2015)

Decisions determining the use of land for energy are of exigent concern as land scarcity, the need for ecosystem services, and demands for energy generation have concomitantly increased globally. Utility-scale solar energy (USSE) [i.e.,  $\geq 1$  megawatt (MW)] development requires large quantities of space and land; however, studies quantifying the effect of USSE on land cover change and protected areas are limited. We assessed siting impacts of  $>160$  USSE installations by technology type [photovoltaic (PV) vs. concentrating solar power (CSP)], area (in square kilometers), and capacity (in MW) within the global solar hot spot of the state of California (United States). Additionally, we used the Carnegie Energy and Environmental Compatibility model, a multiple criteria model, to quantify each installation according to environmental and technical compatibility. Last, we evaluated installations according to their proximity to protected areas, including inventoried roadless areas, endangered and threatened species habitat, and federally protected areas. We found the plurality of USSE (6,995 MW) in California is sited in shrublands and scrublands, comprising 375 km<sup>2</sup> of land cover change. Twenty-eight percent of USSE installations are located in croplands and pastures, comprising 155 km<sup>2</sup> of change. Less than 15% of USSE installations are sited in “Compatible” areas. The majority of “Incompatible” USSE power plants are sited far from existing transmission infrastructure, and all USSE installations average at most 7 and 5 km from protected areas, for PV and CSP, respectively. Where energy, food, and conservation goals intersect, environmental compatibility can be achieved when resource opportunities, constraints, and trade-offs are integrated into siting decisions.

concentrating solar power | conservation | greenhouse gas emissions | land use | photovoltaics

The need to mitigate climate change, safeguard energy security, and increase the sustainability of human activities is prompting the need for a rapid transition from carbon-intensive fuels to renewable energy (1). Among renewable energy systems, solar energy has one of the greatest climate change mitigation potentials with life cycle emissions as low as 14 g CO<sub>2</sub>-eq·kW·h<sup>-1</sup> [compare this to 608 g CO<sub>2</sub>-eq·kW·h<sup>-1</sup> for natural gas (2)]. Solar energy embodies diverse technologies able to capture the sun’s thermal energy, such as concentrating solar power (CSP) systems, and photons using photovoltaics (PV). In general, CSP is economically optimal where direct normal irradiance (DNI) is 6 kW·h·m<sup>-2</sup>·d<sup>-1</sup> or greater, whereas PV, able to use both diffuse and DNI, is economically optimal where such solar resources are 4 kW·h·m<sup>-2</sup>·d<sup>-1</sup> or greater. Solar energy systems are highly modular ranging from small-scale deployments ( $\leq 1$  MW; e.g., residential rooftop modules, portable battlefield systems, solar water heaters) to centralized, utility-scale solar energy (USSE) installations ( $\geq 1$  MW) where a large economy of scale can meet greater energy demands. Nonetheless, the diffuse nature of solar energy necessitates that large swaths of space or land be used to collect and concentrate solar energy into forms usable for human consumption, increasing concern over potential adverse impacts on natural ecosystems, their services, and biodiversity therein (2–5).

Given the wide range of siting options for USSE projects, maximizing land use efficiency and minimizing land cover change is a growing environmental challenge (6–8). Land use efficiency describes how much power or energy a system generates by area (e.g., watts per square meter, watt-hours per square meter, respectively). For example, USSE installations have an average land use efficiency of 35 W·m<sup>-2</sup> based on nameplate capacity under ideal conditions (9). The ratio of the realized generation of an installation to maximum generation under ideal conditions over a period is the capacity factor. Using these two terms, we can quantify land requirements for USSE at larger spatial scales. If up to 500 GW of USSE may be required to meet United States-wide reduction of 80% of 1990 greenhouse gas emissions by 2050, 71,428 km<sup>2</sup> of land may be required (roughly the land area of the state of South Carolina) assuming a capacity factor of 0.20 (an average capacity factor for PV; Table S1). This underscores the possible vast area requirements for meeting energy needs in the United States and elsewhere. Increasing the land use efficiency of each installation—e.g., decreasing space between rows of PV modules or CSP mirrors—and prudent siting decisions that incorporate the weighting of environmental trade-offs and synergies can reduce land cover change impacts broadly (10).

Land cover change owing to solar energy has received increasing attention over concerns related to conflicts with biodiversity goals (2–4) and greenhouse gas emissions, which are released when

## Significance

Decisions humans make about how much land to use, where, and for what end use, can inform innovation and policies directing sustainable pathways of land use for energy. Using the state of California (United States) as a model system, our study shows that the majority of utility-scale solar energy (USSE) installations are sited in natural environments, namely shrublands and scrublands, and agricultural land cover types, and near ( $<10$  km) protected areas. “Compatible” ( $\leq 15\%$ ) USSE installations are sited in developed areas, whereas “Incompatible” installations (19%) are classified as such owing to, predominantly, lengthier distances to existing transmission. Our results suggest a dynamic landscape where land for energy, food, and conservation goals overlap and where environmental cobenefit opportunities should be explored.

Author contributions: R.R.H. designed research; R.R.H. and M.K.H. performed research; R.R.H. and M.K.H. contributed new reagents/analytic tools; R.R.H. and M.K.H. analyzed data; and R.R.H., M.K.H., M.L.M.-M., G.C.W., and M.F.A. wrote the paper.

The authors declare no conflict of interest.

This article is a PNAS Direct Submission.

Freely available online through the PNAS open access option.

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This article contains supporting information online at [www.pnas.org/lookup/suppl/doi:10.1073/pnas.1517656112/-DCSupplemental](http://www.pnas.org/lookup/suppl/doi:10.1073/pnas.1517656112/-DCSupplemental).

biomass, including soil, is disturbed or removed during the lifetime of a power plant (11, 12). Siting USSE installations in places already impacted by humans (e.g., parking lots, rooftops) reduces the likelihood that adverse environmental impacts will occur and can exceed generation demands for renewable energy goals in places with moderate- to high-quality solar resources (8, 10, 13), including California. When sites within the built environment are inaccessible, siting that minimizes land use and land cover change within areas acting as carbon sinks, avoids extirpation of biodiversity, and does not obstruct the flow of ecosystem services to residents, firms, and communities, can serve to mitigate adverse environmental impacts (2, 3, 9, 10, 14, 15). Siting within the built environment also reduces the need for complex decision making dictating the use of land for food or energy (16).

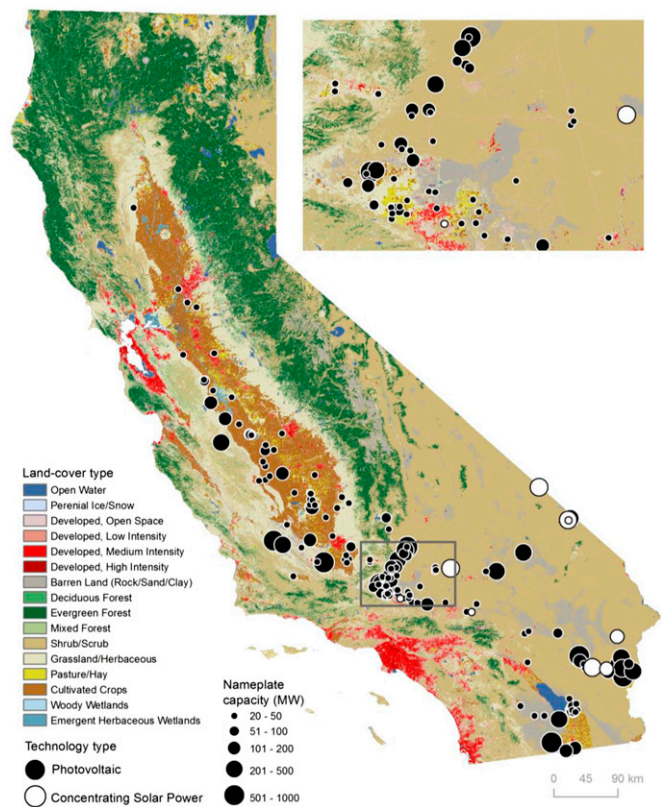
Recent studies have underscored the role that proximity of threats to protected areas plays in meeting conservation goals (16–20). Protected areas may preclude habitat loss within boundaries; however, a prevailing cause of degradation within protected areas is land use and land cover change in surrounding areas. Specifically, protected areas are effective when land use nearby does not obstruct corridor use, dispersion capabilities, nor facilitate invasions of nonnative species through habitat loss, fragmentation, and isolation—including those caused by renewable energy development. Quantifying both internal and external threats is necessary for assessing vulnerability of individual protected areas to conversion and landscape sustainability overall. Siting decisions can be optimized with decision support tools (10, 14) that differentiate areas where direct (e.g., land cover change) and proximate effects (e.g., habitat fragmentation) are lowest on the landscape.

Several studies have made predictions regarding which specific land cover types may be impacted by solar energy development (7, 21); however, few studies have evaluated actual siting decisions and their potential or realized impact on land cover change (9, 11). In this study, our objectives were to (i) evaluate potential land cover change owing to development of utility-scale PV and CSP within the state of California (United States) and describe relationships among land cover type and the number of installations, capacity, and technology type of USSE; (ii) use the decision support tool, the Carnegie Energy and Environmental Compatibility (CEEC) model (10), to develop a three-tiered spatial environmental and technical compatibility index (hereafter called Compatibility Index; “Compatible,” “Potentially Compatible,” and “Incompatible”) for California that identifies environmentally low-conflict areas using resource constraints and opportunities; and (iii) compare utility-scale PV and CSP installation locations with the Compatibility Index and their proximity to protected areas to quantify solar energy development decisions and their impact on land cover change (see [Supporting Information](#) for details).

We selected the state of California as a model system owing to its relatively early, rapid, and ambitious deployment of solar energy systems, 400,000 km<sup>2</sup> of land area (greater than Germany and 188 other countries), large human population and energy demands, diverse ecosystems comprising 90% of the California Floristic Province biodiversity hot spot, and its long-standing use in elucidating the interrelationship between land and energy (9, 10, 22, 23).

## Results

We identified 161 planned, under construction, and operating USSE installations throughout 10 land cover types (Figs. 1 and 2) among 16 total in the state of California (Table S2). Broadly, PV installations are concentrated particularly in the Central Valley and the interior of southern California, whereas CSP power plants are sited exclusively in inland southern California (Figs. 1 and 2). For all technology types, the plurality of capacity (6,995 MW) is found in shrubland and scrubland land cover type,



**Fig. 1.** Map showing land cover types across California and the size and location of USSE installations.

necessitating 375 km<sup>2</sup> of land (Table 1). This area is approximately two times greater than USSE development occurring within cultivated croplands, representing 4,103 MW of capacity within 118 km<sup>2</sup>. Over 2,000 MW of existing or proposed USSE capacity is sited within the built environment, particularly within relatively lower density areas.

PV power plants are found in 10 land cover types; the plurality of capacity is sited within shrubland/scrublands (6,251 MW; Table 1), representing 26.0% of all PV installations (Fig. 2). Capacity for utility-scale PV installations is also represented within cultivated croplands (3,823 MW), barren land (2,102 MW), developed (2,039 MW), and grassland/herbaceous (1,483 MW) land cover types. Within the developed land cover types, open space is most used (1,205 MW) for utility-scale PV capacity. For CSP, 1,000 MW are located within 34 km<sup>2</sup> of barren land land cover types, and jointly within shrubland/scrublands (744 MW, 32 km<sup>2</sup>).

Using the decision support tool, CEEC (Fig. 3), we identified 22,028 and 77,761 km<sup>2</sup> of Compatible and Potentially Compatible area, respectively, in California for developing PV (Fig. S1). Generation-based potential within Compatible areas—comprising 5.4% of California’s area—is 8,565 TW·h·y<sup>-1</sup> for fixed-tilt modules and up to 11,744 TW·h·y<sup>-1</sup> for dual-axis modules. For CSP technologies, we found 6,274 and 33,489 km<sup>2</sup> of Compatible and Potentially Compatible area. Generation-based potential for CSP within Compatible areas—comprising 1.5% of California’s area—is 5,947 TW·h·y<sup>-1</sup>.

USSE installations vary in the environmental compatibility of their actual or proposed site (Fig. 4 A and B). The majority (71.7%) of PV USSE installations are in Potentially Compatible areas, whereas 11.2% are located in Compatible areas. PV installations classified as Incompatible are due to distances from existing transmission infrastructure exceeding 10 km (45.9%), slope exceeding the recommended threshold (41.9%), and to a







To evaluate land cover change by USSE development, we compared the point location of each USSE power plant from our dataset (by their latitude and longitude) to the land cover type according to the National Land Cover Dataset (NLCD) (30-m resolution) and allocated the reported total footprint of the installation as land cover change within this land cover type. All 16 land cover types, as described by the NLCD, are represented in California, including developed areas within the built environment (Table S3). Developed areas are further classified according to imperviousness of surfaces: open-space developed (<20% disturbed surface cover; e.g., large-lot single-family housing units, golf courses, parks), low-intensity developed (20–49% disturbed cover), medium-intensity developed (50–79% disturbed cover), and high-intensity developed (80–100% disturbed cover; e.g., apartment complexes, row houses, commercial and industrial facilities).

The CEEC model (10) is a decision support tool used to calculate the technical potential of solar electricity generation and characterize site suitability by incorporating user-specified resource opportunities and constraints (Fig. 3 and Tables S2–S5). The CEEC model uses the National Renewable Energy Laboratory's satellite-based diffuse/direct normal radiation and direct normal radiation models, which estimate average daily insolation (in kilowatt-hours per square meter per day) over 0.1° surface cells (~10 km in size), to identify areas with annual average solar resources adequate for PV ( $\geq 4 \text{ kW}\cdot\text{h}\cdot\text{m}^{-2}\cdot\text{d}^{-1}$ ) and CSP ( $\geq 6 \text{ kW}\cdot\text{h}\cdot\text{m}^{-2}\cdot\text{d}^{-1}$ ) technologies, respectively (Table S1).

Among these areas, bodies of open water and perennial ice and snow were excluded as potential sites. We indexed the resulting area for solar energy infrastructure—independently for PV and CSP—as follows: Compatible, Potentially Compatible, and Incompatible (Supporting Information). Because solar energy potential within California's developed areas can meet the state's current energy consumptive demand 2.7 times over, decrease or eliminate land cover change, and reduce environmental impacts (10), we defined all four developed land cover classes as Compatible, excepting CSP in high and medium intensity as, to date, CSP technologies have not been deployed there owing to the relatively lower modularity of CSP.

Potentially Compatible areas augment site selections beyond Compatible areas. As slopes of 3% and 5% or less are most suitable for CSP and PV installations, respectively—owing to reduced costs and impact associated with surface grading—we used the National Elevation Dataset (varies from 3- to

30-m resolution; US Geological Survey) to exclude areas without these criteria. To minimize costs and impacts linked to new construction activities and materials, Potentially Compatible areas were also restricted to areas within 10 and 5 km of transmission lines (California Energy Commission) and roads (TIGER), respectively (Supporting Information, Fig. 3, and Table S4). We excluded areas where road construction is prohibited (“Federal Roadless Areas”; US Department of Forest and Agriculture), critical habitat of threatened and endangered species (US Fish and Wildlife Service), and federally protected areas (i.e., GAP Statuses 1 and 2, Protected Areas Database of the United States, US Geological Survey; Table S1). We reported generation-based potential for PV and CSP at the utility-scale, i.e., within areas identified as Compatible and Potentially Compatible and within areas meeting a minimum parcel size as needed for a 1-MW installation. Incompatible areas are not classified as Compatible and Potentially Compatible areas. To quantify impacts of solar energy development decisions, we spatially characterized the number, capacity, technology type, and footprint of USSE power plants dataset within the Compatibility Index and analyzed the reasons for incompatibility.

To quantify impact of proximity to protected areas from USSE development, we calculated the distance between each USSE facility data point (by technology type) to the nearest protected area by type (i.e., inventoried roadless areas, critical habitat of threatened and endangered species, and federally protected areas) using the “Near (Analysis)” in ArcGIS, and subsequently calculated the average of all distances (by protected area type) and 95% confidence intervals. For “all” protected area types, we used the shortest distance between each USSE facility data point and the three protected area types, and subsequently calculated the average of these shortest distances and 95% confidence intervals.

**ACKNOWLEDGMENTS.** We thank Morvarid Tavassoli, who assisted with data collection, and Noemi Alvarez, who assisted with spatial analyses. We thank Leslie White, who contributed to graphic design. The McGee Research Grant of the Stanford's School of Earth Sciences, the TomKat Center for Sustainable Energy, the Jean Langenheim Research Fellowship of Graduate Women in Science Society, the Hispanic Scholarship Fund's William Randolph Hearst Fund Scholarship, and the Vice Provost Office of Graduate Education's Diversifying Academia, Recruiting Excellence Program, provided funding for this study.

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