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February 21, 2019

Mayor Ly and City Council Members  
Elk Grove City Hall  
8401 Laguna Palms Way  
Elk Grove, CA 95758

*Via email, Christopher Jordan AICP, City Planning*

Dear Mayor Ly and Council Members,

### **CLIMATE ACTION PLAN: SUGGESTED IMPROVEMENTS**

Thank you for the opportunity to comment on the City's draft Climate Action Plan (CAP) update. Our comments present:

- I. Two Measure-Specific Changes
- II. Seven General Suggestions.

350 Sacramento, the Environmental Council of Sacramento, and the Sierra Club Mother Lode Chapter are grass-roots groups concerned with minimizing, adapting to, and reversing the effects of climate change. This letter summarizes and incorporates by reference three previous comment letters to the City Planning Commission<sup>1</sup>, and updates some earlier comments to respond to changes in the Final Draft CAP. The final draft responds to some of our earlier suggestions, but we continue to be concerned that it does not meet mandated requirements for a qualified CAP, and does not adequately respond to the actual threat climate change poses the City.

#### **I. MEASURE-SPECIFIC CHANGES**

We suggest strengthening two specific measures, as proposed by City staff at the December 6, 2018 Planning Commission meeting. These measures anticipate foreseeable State requirements, and although the Commission did not approve them, we believe the Council should. Adopting them would better position the City to adapt to foreseeable changes in both the regulatory environment and physical climate, and would demonstrate the City's willingness to take independent, meaningful climate action. The measures are:

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<sup>1</sup> 350 Sacramento et al. Letters of September 26, 2018; November 11, 2018; December 6, 2018.

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- 1. BE-7, Solar PhotoVoltaic (PV) - Commercial Roofs.** The revised measure would require that new commercial buildings have roofs that could support future PV installations. Commercial buildings with large flat roofs offer excellent opportunities for the City to reduce its net carbon footprint, and would make it easier to achieve future zero net energy goals. The State has mandated rooftop solar on new residential construction effective 2020, and is moving in that direction with commercial construction, by requiring commercial buildings to have a rooftop “solar zone” free of obstructions and un-shaded.<sup>2</sup> The California Energy Commission plans to focus on commercial and high-rise residential buildings in the 2023 codes. Adopting the standard now would allow the City to capitalize on the solar potential of commercial buildings constructed over the next several years. Otherwise that potential will likely be permanently lost.
  - 2. TACM-9, EV Charging Requirements.** Private internal combustion vehicles are the major source of greenhouse gas (GHG) emissions in Elk Grove. Electric vehicles are expected to dominate new car sales in the next few decades and market penetration is accelerating, but lack of charging infrastructure is still a major impediment. Current standards require new construction to provide only basic charging infrastructure. Because retrofitting is difficult and buildings have long lifespans, ensuring that built infrastructure will meet future demand is a good investment. Adopting stronger standards would respond to both the transportation evolution that is underway and the urgent need to phase out GHG emitting vehicles.

## II GENERAL SUGGESTIONS

We recommend the following general CAP improvements:

### 1. Assure Full Implementation

GHG mitigation requirements imposed by a CAP should be as clearly effective and certain of implementation as if developed and enacted through project-specific regulation. As we previously cited<sup>3</sup>, a qualified CAP is subject to CEQA requirements that measures be real and verifiable, through either full enforceability or substantial evidence in the record that mitigation will be effective. Deferral of substantive mitigation to future planning is inappropriate. The CAP indicates the proposed measures, “*if fully implemented*”, would allow the City to reach 2030 emission targets<sup>4</sup>. The CAP does not consistently meet the CEQA standard because full implementation of its measures is not reasonably assured. The CAP presents 20 GHG Reduction Measures, to be implemented by 88 Action Items. With few exceptions, the proposed actions fail to specify enforceable mechanisms, enabling agreements, schedules, staff responsibilities, resource needs, and dedicated funding sources. In some cases,

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<sup>2</sup> CALGreen, Title 24, Part 6, section 110.10.

<sup>3</sup> 350 Sacramento, November 11, 2018 comment letter.

<sup>4</sup> CAP, Chapter 3, page 44. Full implementation is needed because the margin between the CAP-projected 2030 GHG emissions and the mandated per capita target is narrow: 3.8 versus 4.1 MTCO<sub>2e</sub> annually (CAP Figure 4-1).

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indirect language makes it unclear what the CAP is proposing. ATTACHMENT 1, "Measure Specific Comments", details these concerns.

## **2. Identify Needed City Funds**

The CAP's *de facto* policy is to shift GHG mitigation costs from developers to City of Elk Grove taxpayers. By default, GHG mitigation is developed through project-specific CEQA review, enforced through City permit conditions, and implemented as part of the project, all at the project proponents expense. The CAP uses a different approach to GHG reduction, avoiding imposing any requirements on new development except those legislatively mandated, and instead proposing 147 new City staff activities. The CAP's "project streamlining" is thus not only procedural but includes cost-shifting from the private to public sector. In the aggregate, these additional City tasks would require substantial new funding. However costs to accomplish them have not been determined, let alone budgeted.<sup>5</sup> Absent costing information, the City cannot knowledgably commit to proposed CAP implementation; and given the vagaries of City budgeting, implementation funding is not assured, compromising the likelihood that the CAP will meet GHG reduction targets. This concern is further detailed in ATTACHMENT 1.

## **3. Aim for More Than Minimal Compliance**

The CAP responds to State-imposed requirements, but avoids substantial use of its independent City authority. Reducing GHG emissions requires both State and local actions<sup>6</sup> Transportation and building energy are the City and State's major GHG sources, and are most effectively managed through local initiatives. The CAP's proposed local measures are voluntary and of uncertain implementation, and the City's DEIR rejects a more ambitious alternative.<sup>7</sup>

## **4. Update the CAP/DEIR's Outdated Climate Information**

The CAP's description of how climate change will affect Elk Grove is outdated because it does not include the findings of three important reports issued in 2018<sup>8</sup> which show that previous projections of the impacts of climate change were too conservative; that effects at a given average temperature increase will be more severe; that disruptive effects will become evident by 2030 (sooner than thought); that climate change is already intensifying natural disasters; and that the global community

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<sup>5</sup> The proposed process for prioritizing and budgeting GHG Reduction Measures is described in CAP Chapter 5. "Implementation Measure" 3 and 6.

<sup>6</sup> California Air Resources Board. *The 2017 Climate Change Scoping Plan Update*. January 20, 2017.

<sup>7</sup> DEIR Alternative 2, Additional Climate Action Plan Measures.

<sup>8</sup> State of California, Resources Agency. 2018. *California's Fourth Climate Change Assessment*; U.S. Global Change Research Program. 2018. *Impacts, Risks, and Adaptation in the United States: Fourth National Climate Assessment, Volume II*;

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has perhaps a dozen years to avoid unmanageable adverse effects. Because the CAP and the DEIR do not reference these studies, they do not present current knowledge about how and when climate change will adversely affect health, safety, and economic well-being in the City. They therefore do not provide an adequate basis for action and should be updated.

#### **5. Adopt a Municipal Operations CAP**

The CAP deals with community-level actions, with no proposals to de-carbonize City municipal operations. The City's operational emissions are significant and reductions could be initiated quickly. By promptly developing and implementing a municipal operations CAP, the City could lead by example. For example, the City should expeditiously electrify the municipal fleet during normal vehicle replacement. Reducing the City's own emissions as quickly as possible would signal that Elk Grove is serious about doing its fair share to combat climate change.

#### **6. Embrace a Bright Future in the New Normal**

Significant climate change is now unavoidable and poses unprecedented challenges, but ones which can be overcome and turned to advantage. Cities that accept and prepare for coming changes in technology, automation, and climate will be able to attract people, jobs, and investments; while others won't. Regional job centers of the future will rely on young, educated workers who know about climate change and will demand to be part of the solution, and employers will locate where they can attract such workers. Measures to reduce GHG emissions also improve air quality and protect public health; reduce traffic congestion and improve local mobility; bring green-economy jobs, quiet streets, and more livable neighborhoods; and could help reduce social inequities. California cities, including in the Sacramento region, are adopting aggressive climate goals because they know it's good for their residents, good for business, and good for their future prospects.

#### **7. Address Moral/Ethical Concerns**

Climate change will exacerbate existing environmental inequities and create new ones. Youth, the elderly, the infirm, the homeless, the disadvantaged, and construction, agricultural, and other outdoor workers, are most vulnerable. Those with the smallest carbon footprints will have fewest resources to adapt; and those most severely affected will be our children and future grandchildren. The actions of any one jurisdiction can have only a minimal effect on climate change, but absent action by all, all will suffer. Balancing present inconvenience against reducing great harm to people, most of whom we will never know, poses profound moral and ethical choices which we cannot avoid.

#### **8. Clarify Reporting Process**

Annual reports would consider the status of CAP implementation and whether the City is meeting reduction targets, allowing the City to take needed corrective actions<sup>9</sup>. The City already meets the 2020 target, so the next meaningful milestone is the 2030 goal.

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<sup>9</sup> CAP, Chapter 5

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Most CAP measures support voluntary programs and will likely take some time to show results, so their possible failure in reducing emissions would be difficult to discern, making timely correction impossible. The more immediately significant metric is the status of implementation of the CAP's 88 GHG Reduction Measure Action Items, which according to the CAP is to be determined quarterly and reported annually with an "implementation and monitoring tool"<sup>10</sup>; however this tool does not yet exist, so is not available for review. To help focus implementation and enhance confidence in the reporting, we request that the reporting tool track the status of all of the CAP's 88 Action Items, and that the City promptly set a date certain for the first annual report, e.g., February 2020. ATTACHMENT 1 details this concern.

We very much appreciate the unique challenge climate change poses to local leaders, who are after all elected to focus on community issues. The threat is global and unprecedented, and has perhaps seemed geographically remote and far in the future. The hard truth is that we now know, with scientific certainty beyond rational dispute, that we are all in grave danger, that damage is already happening and risks are accumulating, that substantial impacts in coming decades are unavoidable, and that as a society we must act quickly and decisively to forestall more severe and unmanageable changes, from which we may not recover. We ask that you act boldly and with vision to ensure a bright future for Elk Grove, and the greater community.

Thank you very much,



Laurie Litman, President  
350 Sacramento



Ralph Propper, President  
Environmental Council of Sacramento



Barbara Leary, Chairperson  
Sacramento Group, Sierra Club

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<sup>10</sup> CAP Chapter, pages 110, 115.



# ATTACHMENT 1

## ELK GROVE CAP - FINAL DRAFT MEASURE-SPECIFIC COMMENTS

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### Introduction

Elk Grove's CAP presents 20 "GHG Reduction Measures", implemented through 88 *Action Items*. Each reduction Measure is assigned *Target Indicators* - goals to be reached by years 2030 and 2050 and which, "serve to monitor progress towards achieving measure implementation". The CAP also presents six "Implementation Measures" describing CAP-related management, administrative, and funding functions.

The City already meets its mandated 2020 GHG reduction goal through State-legislated programs and mandates; and does not claim to be on track to meet the 2050 goals, asserting unknowns regarding future changes in technology and legislation make this impractical. So progress towards reaching the 2030 goal is of primary concern.

It's critical that implementation be closely monitored so that if progress is inadequate, corrective action can be promptly taken. The longer that actual GHG reductions are delayed, the less likely the time-delimited reduction goals will be attained; and current science emphasizes the urgency of reducing GHG emissions quickly.

The CAP proposes annual implementation reporting, but does not identify interim milestones or other protocol to annually determine whether or not progress towards the 2030 Target Indicators is on-track. The Target Indicators are desired 2030 end-points. The CAP does not explain how they could serve to measure interim progress.

### Monitoring Difficulties

Using Target Indicators to monitor progress as proposed is unlikely to detect problems in time to allow early correction. The CAP's proposed funding and implementation process<sup>11</sup> introduces uncertainties about when or if implementation of all, or any, Measures will be initiated. Most or all of the Reduction Measures have long lead times and will not yield early results. Any problems would be deduced from the triennial GHG Inventory updates, so three, six, or more years might pass before problems are recognized. Corrective action will then be difficult, and if the City is reluctant to adopt strong measures now, it would likely be more reluctant to adopt necessarily stronger ones later, compromising attainment of State goals.

### Action Items

The most direct and certain parameter for assessing implementation over time is the status of the Action Items - the actual implementing actions identified for each Measure. If Action Items are being implemented the Measure is being implemented; otherwise it is not. Tracking Action Item status would provide policy makers and the public timely, meaningful feedback otherwise lacking and the possibility of timely correction as needed.

Because the Action Items are central to implementing and assessing the status of the GHG Reduction Measures, the below tables characterize each Action by the following eight parameters, which relate to its implementability.

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<sup>11</sup> CAP, Chapter 5, "Implementation Measures"

### Action Item Parameters

The parameters, and their abbreviations as used in the following tables, are:

- ENF **Enforceable.** The Action is not enforceable.
- GNR **Generic.** The Action is described in generic, aspirational language too undefined to clearly describe what is to be done (e.g., “work with”, “promote”, “encourage”, “explore”, “strategies”, “tools”); or to allow evaluation of whether implementation is occurring adequately to achieve the Measure’s targets.
- PRT **Partner.** The action proposes a partnership with some entity without indicating the nature of the partnership, what the City’s contribution will be, and/or that entity’s ability and willingness to participate.
- AMB **Ambiguous.** The Action is described ambiguously, making it difficult to determine exactly what is proposed, e.g., “compliance...may be required...unless...”
- SCD **Schedule.** The Action does not indicate any schedule of performance, making it difficult to determine whether timely implementation is occurring.
- RSC **Resource Need.** The Action proposes City staff work outside of routine municipal operations without identifying the required funding/staff time, inhibiting organizational adoption and making it difficult for the public and decision-makers to evaluate its feasibility or its cost-effectiveness.
- FND **Funding.** The Action proposes City staff work outside of routine municipal operations without identifying a funding source or budget, making near-term implementation highly unlikely and deferring possible implementation to a future discretionary budgeting process.
- FUT **Future Planning.** The Action defers implementation of substantive GHG mitigation to a future (non-budget-related) discretionary process.

### GHG Reduction Measures

Note: In addition to the tabular analysis, 350/ECOS/Sierra Club comments appear below some of the following summary tables

In the CAP Action Items are demarcated by bullets. They are assigned numbers in the following tables to facilitate referencing.

The projected GHG reductions are noted in the heading of each measure

<b>BE-1. Building Stock: Promote Energy Conservation</b> 790 MTCO <sub>2e</sub>	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Work closely with SMUD, PG&E, and other private partners to support widespread marketing strategies and prepare tools to encourage conservation and greater energy efficiency in homes	X	X			X	X	X	

and businesses							
2. Partner with the Chamber of Commerce, utility providers, and other local and regional partners to launch an energy efficiency marketing program for local businesses that promotes energy efficient business practices that result in cost savings.	X		X		X	X	X
3. Promote and leverage the CEC Building Energy Benchmarking Program (AB 802) to help benchmark and monitor energy use for participating businesses seeking to increase energy efficiency and realize cost savings.	X	X			X	X	X
4. Provide educational materials to encourage participation in energy monitoring programs at large multi-tenant commercial developments through SMUD and PG&E programs or via the Energy Star Portfolio Manager.	X				X	X	X

<b>BE-2. Building Stock: Upgrade Residential Appliances in Existing Development</b> <i>1,593 MTCO<sub>2e</sub></i>	ENF	GNR	PRT	AMB	SCD	RSC	END	FUT
1. Educate City residents via the City website, newsletters, and handouts at community events about appliance and equipment incentives and rebates offered by utility providers, the CEC, and the Sacramento Metropolitan Air Quality Management District.	X				X	X	X	
2. During permitting process for residential and commercial development, provide informational material regarding energy efficiency strategies and resources. Materials should include information about energy efficient appliances and available rebates offered by SMUD, home and business energy conservation strategies, and information on the Property Assessed Clean Energy (PACE) program providers offered in the City.	X				X	X		
3. Work with SMUD, PG&E and Sacramento County to conduct targeted mailing campaigns to homeowners with pools to promote financial incentives for upgrades of residential pool pumps to more efficient, variable-speed pumps. Pool owners will be identified with County assessors parcel data and GIS files.	X	X			X	X	X	
4. Promote existing home energy assessment programs offered by SMUD and PG&E which include rebates for appliances and HVAC units and Leverage existing programs such as the City's Home Repair and Rehabilitation Program and PG&E's Energy Savings Assistance Program to target energy efficiency improvements for low-income residents in the City.	X	X			X	X	X	
5. Partner with SMUD and PG&E to promote the energy and cost saving benefits of solar hot water heating systems for businesses and residents in the City through the City website, newsletter, and handouts.	X				X	X	X	

<b>BE-3. Building Stock: Nonresidential Appliances in Existing Development</b> <i>291 MTCO<sub>2e</sub></i>	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Work with SMUD and PG&E to promote free appliance improvements and rebate programs, including rebates for lighting, motors, office equipment, and heating and cooling systems via the City website, newsletter, and handouts	X	X			X	X	X	
2. Integrate materials on energy efficiency resources and opportunities into the City's economic development resources and programs.	X				X	X	X	
3. Develop a standardized tenant improvement checklist and informational materials to encourage the installation of energy-efficient appliances such as Energy Star through the tenant-improvement process.	X				X	X	X	
4. Partner with SMUD to promote their Energy Management Solutions Program for small and mid- sized commercial customers. This program focuses on energy system efficiency optimization of information technology systems, allowing businesses improved control of HVAC and lighting schedules for their businesses.	X		X		X	X	X	
5. Promote SMUD's custom and prescriptive lighting standards and rebates for qualifying commercial lighting systems, and support outreach efforts through targeted mailing campaigns and direct outreach to the business community through the Chamber of Commerce and other networks.	X	X	X		X	X	X	
6. Continue to promote the City's current Property Assessed Clean Energy (PACE) programs including Home Energy Renovation Opportunity, Clean Energy Sacramento, California Enterprise Development Authority, and California First. Work to expand PACE program options for City residents and continue to promote the programs to Elk Grove property owners seeking to obtain low-interest financing for energy efficiency improvements.	X	X			X		X	
7. Continue to connect businesses and residents with programs that provide free or low-cost energy efficiency audits and retrofits	X				X		X	

Actions 6 -7: Would continue existing City actions without indicating expanded effort or explaining how the continuing programs will add new GHG reductions.

<b>BE-4. Building Stock: Encourage or Require Green Building Practices in New Construction</b> <i>192 MTCO<sub>2e</sub></i>	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Encourage compliance with CALGreen Tier 1 standards, along with exceeding the Title 24, Part 6 Building Energy Efficiency Standards, for all new construction projects	X	X			X	X	X	
2. For projects that the City determines are not exempt from CEQA (i.e., an environmental document is required) and that qualify for project-level GHG analysis streamlining under CEQA Guidelines Section 15183.5, compliance with CALGreen Tier 1 may be	X			X	X	X	X	X

required as a mitigation measure, unless other measures are determined by the City to achieve equivalent GHG reductions such that the CAP remains on track to achieving the overall GHG reduction target (see discussion regarding 2019 Building Energy Efficiency Standards above). See Chapter 5, Implementation Measure 2: CAP Checklist, for a full discussion of how the CAP consistency review process would be implemented during environmental review for eligible projects seeking streamlined review								
3. Analyze future Title 24 updates released by the CEC and encourage the level of efficiency above minimum standards necessary to achieve the energy reduction potential outlined in the CAP.	X	X			X	X	X	
4. Partner with local energy provider(s) to develop a pilot program to demonstrate energy-efficient techniques and products in new municipal buildings	X		X		X	X	X	
5. Support the use of innovative and alternative building materials and designs to improve efficiency, encouraging voluntary action such as compliance with Leadership in Energy and Environmental Design or Build It Green GreenPoint rating systems.	X				X	X	X	
6. Update the City’s website and proactively work with applicants to make compliance with the energy efficiency standards as effective and efficient as possible.	X				X	X	X	
7. Partner with SMUD to promote the Savings By Design program, which provides cash incentives and technical assistance to help new commercial projects to maximize energy efficiency.	X				X	X	X	
8. Collaborate with the Northern California Chapter of the U.S. Green Building Council, SMUD and PG&E to provide local training and workshops for energy efficiency and green building training.	X		X		X	X	X	
9. Continue to enforce zoning provisions that require outdoor lighting fixtures in parking areas to be energy efficient	X							

Action 2: This Action refers to a Checklist which is not presented in the CAP; it will be developed through future discretionary staff determinations (per CAP “Implementation Measure 2”).

Action 2 ambiguously indicates, “*compliance...may be required...unless...other measures are determined...*” (emphases added), without clearly indicating how that determination will be made. Per below, the CAP stipulates that its application to any given project would be discretionary, focusing on the CAP’s “CEQA benefits” rather than on GHG reduction, rendering mitigation uncertain:

*The City will...[maintain] the prerogative to use both mandatory and voluntary measures as standards for new development, as appropriate. The City will work with applicants on a project-by-project basis to determine appropriate use of the CEQA benefits of the CAP...* (Chapter 5, “Plan Implementation and Integration”, page 77).

Action 9: Would continue existing City action without indicating expanded effort or explaining how the continuing program will add new GHG reductions.

<b>BE-5. Building Stock: Phase in Zero Net Energy Standards in New Construction</b> 5,804 <i>MTCO<sub>2e</sub></i>	ENF	GNR	PRT	AMB	SCD	RSC	END	FUT
1. Analyze future Title 24 updates released by the CEC, and amend the City Code as appropriate to ensure consistency with future ZNE standards. Begin the process of phasing in requirements of ZNE standards for all new residential development to ensure that all new residential development meets ZNE requirements by 2025.	X					X	X	
2. For projects that the City determines are not exempt from CEQA (i.e., an environmental document is required) and that qualify for project-level GHG analysis streamlining under CEQA Guidelines section 15183.5, compliance with BE-5 may be required as a mitigation measure, as determined by the City, unless other measures are determined by the City to achieve equivalent GHG reductions such that the CAP remains on track to achieving the overall GHG reduction target. (See Chapter 5, Implementation Measure 2 for additional details)	X			X	X	X	X	X
3. Update the City's website and proactively work with applicants to make compliance with future ZNE standards as effective and efficient as possible.	X	X			X	X	X	
4. Use resources in California's ZNE Action Plan to assist with developing ZNE standards for new development	X				X	X	X	X

Action 1: Potential future adoption of currently undefined standards (future Title 24 updates) is not substantive mitigation. The reference to phasing in ZNE standards is uncertain because not supported by reference to needed City code changes or other mechanisms.

Action 2: See comments for Action BE-4.2. The proposal that, "[for] projects that qualify for project level streamlining... compliance with BE-5 may be required", is difficult to parse because such streamlining is itself contingent on compliance with measures presented in a qualified CAP; and because BE-5 identifies only potential City actions - it offers no substantive mitigation measures with which an applicant could comply.

<b>BE-6. Building Stock: Electrification in New and Existing Residential Development</b> 19,259 <i>MTCO<sub>2e</sub></i>	ENF	GNR	PRT	AMB	SCD	RSC	END	FUT
1. Promote electric appliance and HVAC system retrofits in existing homes, as well as all-electric new homes, by promoting the existing SMUD All-Electric Smart Homes program and other incentive programs for existing building retrofits on the City's website as well as at the planning and permitting counters in the City's planning department	X	X			X	X	X	

2. Develop a program to reduce or waive planning, permitting and inspection fees and streamline the development review process for homebuilders who commit to developing all-electric homes as part of new residential development projects.	X				X	X	X	
3. Update the City's website and proactively work with applicants to make the design and construction of all-electric homes as effective and efficient as possible.	X				X	X	X	
4. Analyze future Title 24 updates released by the CEC and encourage standards which promote the transition to all-electric homes. If determined to be feasible after further study, phase in minimum standards for all-electric homes for certain types of new developments	X	X			X	X	X	
5. Partner with SMUD to develop a pilot program to demonstrate all-electric appliances in new municipal buildings.	X		X		X	X	X	

<b>BE-7. Building Stock: Solar Photovoltaics in New and Existing Residential and Commercial Development</b> <i>2,918 MTCO<sub>2e</sub></i>	ENF	GNR	PRT	AMB	SCD	RSC	END	FUT
1. Promote SMUD's solar incentive programs on the City's website and at the planning and permitting counters in the City's Planning Department.	X				X	X	X	
2. Partner with private developers and SMUD to incentivize new developments to participate in design assistance and incentive programs to both increase efficiency and maximize renewable energy generation potential.	X	X	X		X	X	X	
3. Develop a program to reduce or waive planning, permitting, and inspections fees for the solar portion of permit fees; and, streamline the development review process for new commercial projects who commit to including solar PV systems as part of the project	X				X	X	X	
4. Work with SMUD and private developers to prepare locally-specific preapproved single-family plans aligned with current solar or other relevant design assistance and incentive programs	X	X			X	X	X	
5. Work with SMUD and non-profit community organizations to identify locations for large-scale solar installations that would benefit low income communities in Elk Grove	X				X	X	X	
6. Review and update the Citywide Design Guidelines and the Zoning Code to remove impediments to the installation of renewable energy facilities.	X				X	X	X	
7. Promote and provide additional incentives for SMUD's Commercial Battery Storage program for commercial projects that are including solar PV systems in the project design.	X	X			X	X	X	
8. Develop strategies to overcome barriers to PV solar system installation in non-residential buildings which are leased to multiple-tenants. The City will identify barriers expressed by building owners for installing PV solar systems in non-residential	X	X			X	X	X	

buildings and design incentives to overcome identified barriers. Common strategies used to overcome this barrier could include:								
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<b>BE-8. SMUD Greenergy and SolarShares Programs</b> 10,755 MTCO <sub>2e</sub>	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Promote participation in SMUD’s Greenergy program, which allows all electricity customers to pay low monthly fees to meet electricity needs from either 50 percent or 100 percent renewable sources.	X	X			X	X	X	
2. Promote participation in SMUD’s SolarShares program, which allows all account holders to pay a fixed monthly fee to purchase solar electricity produced a local solar facility	X	X			X	X	X	
3. Update the City’s website and materials for residents and businesses to promote SMUD’s green electricity source options	X				X	X	X	
4. Work closely with SMUD to conduct local outreach, events, and promotions for SMUD’s clean energy programs	X	X			X	X	X	

<b>BE-9. Increase City Tree Planting</b> 273 MTCO <sub>2e</sub>	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Work with the Sacramento Tree Foundation or similar organization to organize tree plantings and determine areas that could benefit from shade coverage	X	X	X		X	X	X	
2. Use the Sacramento Tree Foundation’s Greenprint Toolkit to guide implementation of this measure.	X				X	X	X	
3. Use data collected in the Urban Forest Canopy Assessment to guide targeted tree planting efforts and continued implementation of this measure	X				X	X	X	
4. Review and consider updates to the City’s development standards to support annual tree planting targets and implementation of this measure	X				X	X	X	X

<b>RC-1. Waste Reduction</b> 15,442 MTCO <sub>2e</sub>	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Continue to provide curbside greenwaste opportunities for residents and businesses	X			X	X			
2. Expand the types of material accepted for curbside recycling.	X				X	X	X	
3. Encourage and create incentives for the use of recycled concrete in all base material used in City and private road construction.	X	X			X	X	X	

Action 1: Proposing to “Continue to provide curbside greenwaste opportunities for... businesses” is ambiguous because “greenwaste opportunities” is not defined, and City collection is not currently offered.

Acton 2: Expanding the types of material accepted for curbside recycling may be unrealistic because many material types have no markets at this time; and no marketing analysis is provided. The Target Indicator, “diversion” is not an appropriate parameter for climate change mitigation because cities can receive “diversion credit” for redirecting waste from landfills to incineration, or (until Jan 1, 2020) using green material as Alternative Daily Cover (ADC). These practices result in CO<sub>2</sub> and methane emissions.

<b>RC-2. Organic Waste Reduction</b>	10,000 MTCO <sub>2e</sub>	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Create a curbside organic waste collection program for residents		X				X	X	X	
2. Provide businesses with a means to collect or drop off organic waste		X			X	X	X	X	
3. Develop process to monitor progress towards organic waste disposal reduction targets that is consistent with forthcoming reporting requirements for AB 1826 compliance and new forthcoming statewide regulations pursuant to SB 1383		X					X	X	
4. Explore options for the diversion of organic waste collected through these programs for delivery to a regional anaerobic digestion, compost, or biomass energy facility		X	X			X	X	X	

Action 2: The statement, “...provide businesses with a means to collect or drop off organic waste” is ambiguous because commercial means are already available, and the CAP does not commit to City service.

Action 4: Diversion to biomass energy is not appropriate for climate change mitigation because it results in CO<sub>2</sub> emissions.

<b>TACM-1. Local Goods</b>	2,336 MTCO <sub>2e</sub>	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Support efforts that encourage Elk Grove residents and businesses to buy goods and services locally.		X	X			X	X	X	
2. Support strategies to increase business-to-business commerce in the City		X	X			X	X	X	
3. Create a program to recognize employers that contribute to the quality of life in the community.		X				X	X	X	
4. Actively promote revitalization of Old Town as well as major commercial corridors		X	X			X	X	X	
5. Support strategies to increase business-to-business commerce in the City.		X	X			X	X	X	

The projected GHG reductions for this Measure are speculative because its are based on a single case study, which posits that “farm-to-fork” farming models -- for example marketing

directly to consumers through community-supported agriculture (CSA) enterprises instead of transporting food thousands of miles to be sold by national chains -- would reduce long-haul truck travel and GHG emissions. The CAP does not propose increasing such “farm to fork” enterprises/outlets, which presume local agricultural production and which are inconsistent with the City’s history of municipal annexations taking adjacent agricultural lands out of production (see our related November 8, 2018 comments, Attachment 1).

<b>TACM-2. Transit-Oriented Development</b>	1,984 <i>MTCO<sub>2e</sub></i>							
	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Identify and designate opportunity areas for transit-oriented development.	X				X	X	X	X
2. Per the General Plan Update and updated zoning maps and standards, promote infill projects on TOD opportunity sites.	X				X	X	X	X

Both Actions of this Measure would defer implementation of substantive GHG mitigation to future discretionary planning processes; only actually requiring or otherwise ensuring transit-oriented and infill development would be substantive. Recent City land-use decisions do not indicate commitment to such policies.

<b>TACM-3. Intracity Transportation Demand Management</b>	16,880 <i>MTCO<sub>2e</sub></i>							
	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Implement policies and actions in the Mobility Element which seek to encourage active transportation modes (biking and walking) in the City	X	X			X	X	X	
2. The City will support positive incentives such as carpool and vanpool parking, bus turnouts, and pedestrian-friendly project designs to promote the use of transportation alternatives.	X	X			X	X	X	
3. The City shall participate in the preparation and implementation of a Congestion Management Plan (CMP) consistent with legal requirements which gives priority to air quality goals, alternatives to automobile travel, and the development of demand reduction measures over additional road capacity.	X			X	X	X	X	X
4. Implement the requirements for designated carpool and vanpool parking for all new office developments and update standards to meet VMT reduction targets (note: implementation of this item would also be required for discretionary projects seeking to qualify for GHG analysis streamlining by demonstrating consistency with the CAP. To be determined during project review)				X	X	X	X	
5. Facilitate SACOG partnerships with community and employer organizations that are intended to support proactive and innovative transportation demand management programs covering all parts of the urbanized area, to offer a variety of choices to driving alone.	X	X		X	X	X	X	

6. Create a standard for shopping center carpool parking spaces near store entries to encourage multiple occupant vehicle visitors.	X				X	X	X	
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Acton 1: Refers to unspecified General Plan policies.

Action 3: Defers implementation of substantive GHG mitigation to a future discretionary planning process, and is described ambiguously, e.g., how would the City “participate”, in the CMP, what agency is preparing it, how would it be implemented?

Action 4: Is described ambiguously, purportedly applying to “all” new office construction; but such construction would almost certainly be subject to CEQA and seek CAP streamlining, and application of the requirement would then “be determined during project review”.

Action 6: Appears not implementable because not practically enforceable.

<b>TACM-4. Pedestrian and Bicycle Travel</b>	418 MTCO <sub>2e</sub>		ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Commercial parking standards will be revised to require a ratio of one bicycle parking space per 20 vehicle parking spaces. Multi-family parking standards will be revised to require one long-term bicycle storage space per unit. Storage options may include a multitude of options that provide secured storage.							X	X	X	
2. Revise standards to require the provision of bicycle support facilities (e.g., lockers, shower rooms) for appropriate development.				X		X	X	X	X	
3. New multi-family development constructed by the measure target years will be characterized by internal and off-site pedestrian and bicycle connections that are in excess of those called for in the Bicycle, Pedestrian and Trails Master Plan.			X			X	X	X	X	
4. Ensure that applications for new office and mixed-use developments analyze the project's connection and orientation to pedestrian paths, bicycle paths, and existing transit stops within 1/2 mile of the project site. To the extent feasible, the project should be oriented toward an existing transit, bicycle, or pedestrian corridor with minimum setbacks. Exceptions may be considered for site-specific project constraints or projects that support equivalent pedestrian, bicycle, or alternative transportation through other methods.			X				X	X	X	
5. Require applications for new office and mixed-use development to minimize setbacks from the street and provide pedestrian pathways. City staff shall work with project applicants to ensure that entrance locations and parking lot designs encourage pedestrian access and safety, using design features such as clearly marked and shaded pedestrian pathways between transit facilities and building entrances.			X	X		X	X	X	X	

6. Encourage pedestrian-oriented plazas, walkways, bike trails, bike lanes, and street furniture and connections to other community areas.	X	X			X	X	X	
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Action 2: Ambiguously states the revised standard will be applied where “appropriate”.

Action 3: Ambiguously states a future outcome without indicating how it will be achieved.

Action 4: Ambiguously postulates that specified development “should” integrate active transportation, but makes no reference to code revision or other enforceable mechanism.

Action 5: Ambiguously asserts staff City staff shall “require” and “ensure” pedestrian-friendly features for specified development, without referencing an enforceable mechanism.

<b>TACM-5. Affordable housing</b>	2,550 <i>MTCO<sub>2e</sub></i>		ENF	GNR	PRT	AMB	SCD	RSC	END	FUT
1. Provide for affordable housing development in Elk Grove consistent with the goals and actions of the Housing Element, as well as SACOG's Regional Housing Needs Allocation.	X	X					X	X	X	
2. Apply for affordable housing grant funding to help reach SACOG's Regional Housing Needs Allocation for the City.	X						X	X	X	X

Action 2: Such grant funding is speculative.

The *Target Indicator* for this Measure seems unreasonably optimistic. It sets a goal of building about 2,270 units of affordable housing by 2030, equal to 19 percent of all units built. In the four-year period 2013-2016, the city added 63 units of low-income housing, comprising less than three percent of the units built.<sup>12</sup> At that rate, in the eleven-year 2019-2030 period, the City would add only 693 such units. There is no discussion of how the City will accelerate the building rate for low income units.

<b>TACM-6. Limit Vehicle Miles Traveled</b>	<i>MTCO<sub>2e</sub> not quantified</i>		ENF	GNR	PRT	AMB	SCD	RSC	END	FUT
1. Develop and adopt mitigation measures which achieve VMT reductions for new land use and transportation projects and support the TACM measures included in this CAP	X						X	X	X	X
2. Develop and implement incentives, through the development review process, for projects which demonstrate VMT reductions above the established VMT thresholds and support implementation of other TACM measures in this C <i>MTCO<sub>2e</sub></i> AP.	X						X	X	X	X

<sup>12</sup> City of Elk Grove, *General Plan Annual Progress Report – 2016 Plan Year*, Table B, “Permitted Units Issued by Affordability”

3. Develop and adopt a fee based mitigation program to offset project-level and cumulative VMT impacts from projects with funding allocated towards implementation of the City’s Bicycle, Pedestrian, and Trails Master Plan.	X				X	X	X	X
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Inclusion of this measure in the CAP seems anomalous because, “*This...measure has not been quantified for GHG...but may be on a project...basis in the future*”.

Action 1: No document states the legal means the City would use to implement TACM-6, calling into question its implementability (see our detailed analysis, 350 Sacramento et al, December 6, 2019).

Action 1-3: Would defer implementation of substantive GHG mitigation to future discretionary processes (the unspecified measures, incentives

Action 3: If the intent of a fee-based mitigation program is to provide an alternative to VMT reduction through funding active transportation infrastructure, the likelihood of achieving equivalent GHG reduction benefits has not been demonstrated or subject to CEQA review; such fees would likely be controversial and of uncertain adoption.

<b>TACM-7. Traffic Calming Measures</b>	802 <i>MTCO<sub>2e</sub></i>							
	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Install a variety of traffic calming measures on streets and intersections, prioritizing measures proven to promote trips by active transportation modes.	X				X	X	X	
2. Review and consider updates to City development standards for new roadways and existing roadway improvements to include traffic calming measure.	X				X	X	X	

<b>TACM-8. Tier 4 Final Construction Equipment</b>	664 <i>MTCO<sub>2e</sub></i>							
	ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Work with Sacramento Metropolitan Air Quality Management District to ensure grading permits are not issued until project applicants verify construction will use Tier 4 Final diesel engines where applicable.	X	X		X	X	X	X	
2. Encourage the use of electrified construction equipment where feasible in all construction activity occurring in the City	X	X		X	X	X	X	

Action 2 ambiguously does not state what authority will be exercised by what agency to “ensure” Tier 4 engines, or define the phrase “where applicable”.

<b>TACM-9. EV Charging Requirements</b>	<i>2,737 MTCO<sub>2e</sub></i>							ENF	GNR	PRT	AMB	SCD	RSC	FND	FUT
1. Adopt an ordinance establishing minimum requirements for electric vehicle supply equipment (EVSE), as defined by Article 625 of the California Electrical Code, in all new residential and non-residential development. The following requirements shall be included in the ordinance: ....					X	X	X								
2. Develop guidelines for the design of EV charging stations for incorporation into the City's development code as part of the EV charging station ordinance process. Use the Governor's Office of Planning and Research's "Zero-Emission Vehicle Community Readiness Guidebook" to help guide development of the EV charging stations guidelines.					X	X	X								
3. Promote residential and non-residential EV charger incentives offered by SMUD during the permitting process for all new residential and non-residential developments.	X				X										
4. Provide promotional material regarding EV charger incentives offered by SMUD at the City's planning counter.	X				X										
5. Promote State rebates (e.g., California Clean Vehicle Rebate Program), federal EV tax credits and SMUD's EV charger incentive program incentives to all new homeowners in Elk Grove through the City's website.	X				X	X	X								
6. Install a minimum of two EV charging stations at all major municipal facilities.	X				X	X	X								
7. Develop a strategy to work with Transportation Network Companies (e.g., Uber, Lyft), carsharing services, and other transportation service companies to provide EV charging stations at strategic locations to promote EV usage by drivers employed by these businesses in the City	X	X			X	X	X	X							

Action 7 defers implementation of substantive GHG mitigation to a future discretionary process.

## Plan Implementation and Integration

The CAP's six "Implementation Measures", are below characterized by a subset of the parameters used in the preceding, and an additional one:

MGT Management, coordination, or administrative function, not directly related to any substantive mitigation measure or outcome.

<b>Implementation Measure 1: Climate Action Team</b>	MGT	SCD	RSC	FND	FUT
Action 1.1: Identify a "CAP Liaison" within the City staff who will serve as the key point person for the CAT.	X	X	X	X	

Action 1.2: Review and identify all GHG reduction measures which include responsibility for City Departments.	X	X	X	X	
Action 1.3: Identify key staff within each participating City department to include on the CAT.	X	X	X	X	
Action 1.4: Establish CAT membership from participating City departments and establish scheduled meetings to discuss GHG reduction measure implementation and CAP monitoring responsibilities.	X	X	X	X	

Actions 1.1-1.3 seem to indicate the CAP was not developed in full consultation with implementing City departments, indicating uncertainty as to operational feasibility and internal acceptability of the GHG Reduction Measures.

<b>Implementation Measure 2: CAP Checklist</b>	MGT	SCD	RSC	FND	FUT
Action 2.1: Review all GHG reduction measures related to new development for inclusion in the final CAP Development Review Checklist.	X	X	X	X	X
Action 2.2: Develop CAP Development Review Checklist. Adopt CAP Checklist and integrate checklist into the City's development review process within six months of the CAP's adoption date.	X		X	X	X
Action 2.3: Monitor the implementation and use of the CAP Development Review Checklist in the City's current planning and environmental review processes for inclusion in annual CAP monitoring report.	X	X	X	X	
Action 2.4: Review implementation and use of the CAP Development Review Checklist and, if necessary, update the Checklist for improvements on a regular basis.	X		X	X	

Action 2.1: This indicates that not all Measures applying to new development will necessarily be included in the Development Review Checklist. In effect the CAP presents a menu of options from which City staff will choose; it thus defers substantive mitigation to future discretionary determinations without public review.

Actions 2.2-2.4: Specifically limit implementation reporting to measures included on the Checklist; apparently the bulk of the Measures, which do not apply to new development or are otherwise excluded, would not be reported.

<b>Implementation Measure 3: CAP Implementation and Monitoring</b>	MGT	SCD	RSC	FND	FUT
Action 3.1: Update the monitoring and reporting tool to assist with annual reports, which will include an implementation matrix for consolidated tracking and reporting on measure-by-measure progress.	X	X	X	X	

Action 3.2: Facilitate implementation of measures and actions from the three policy topics. Prioritize implementation of the GHG reduction measures based on funding, feasibility, and alignment with other City objectives identified in the City's General Plan Update.	X	X	X	X	X
Action 3.3: Provide support to City staff within the CAT to facilitate implementation of measures and actions.	X	X	X	X	
Action 3.4: Monitor progress of CAP implementation on a quarterly basis. Integrate quarterly monitoring into annual progress report for review and consideration by the City Council, Planning Commission, and other applicable advisory bodies.	X	X	X	X	
Action 3.5: Include annual updates on CAP implementation progress on the City's new Sustainability and Climate Change web page to be developed as part of the General Plan Update process. Include mechanism on the Sustainability and Climate Change web page to receive feedback on CAP implementation progress from Elk Grove residents.	X	X	X	X	
Action 3.6: Integrate the results of the annual monitoring and reporting into the General Plan annual report or other annual monitoring exercises.	X	X	X	X	

Action 3.1: This tool does not exist; the CAP elsewhere says it is to be developed (Chapter 5, "Implementation", p. 19)

Action 3.2: This Action indicates that the CAP's proposed Measures have not yet been evaluated for, "funding, feasibility, and alignment with other City objectives", and that they will be "prioritized" through staff determination. This prioritization may result in an unknown number of measures being dropped from implementation planning for opaque reasons, particularly since no funding has been identified for any. In effect the CAP is considered as a menu of options from which the City may choose in trying to reach the 2030 goals. It defers selection of substantive mitigation measures to future discretionary determinations, free of public review.

This approach also conflicts with the CAP's statement that, "*Through implementation of MTCO<sub>2e</sub> proposed measures...the City would achieve...its reduction target...by 2030*" (emphasis added). The need to implement all measures is based on the narrow margin between the CAP's 2030 projected GHG emissions and the mandated per capita target (3.8 versus 4.1 MTCO<sub>2e</sub> annually, per CAP Figure 4-1).

Action 3.3: Recognizes that no staff time/contract funds have been ear-marked (or as yet identified) for implementation.

Action 3.5: Actually developing the Sustainability and Climate Change web page is not proposed anywhere in the CAP.

<b>Implementation Measure 4: Update GHG Inventory and CAP</b>	<b>MGT</b>	<b>SCD</b>	<b>RSC</b>	<b>FND</b>	<b>FUT</b>
Action 4.1: Update the City's GHG Inventory every three years beginning in 2018	X	X	X	X	
Action 4.2: Update the CAP no later than 2024 to incorporate new technology, new State programs and legislative reductions, and new or updated local measures to reduce GHG emissions.	X	X	X	X	
Action 4.3: Should the annual reporting and monitoring actions (Actions 1.1 through 1.6) identify that the reduction measures included herein are not collectively meeting the GHG reduction targets for 2020 and 2030, City staff shall prepare and present to the City Council recommended revisions to the CAP that would modify or replace measures to the extent necessary to achieve the GHG reduction targets.	X	X	X	X	

Action 4.3: As noted earlier, the proposed monitoring approach is unlikely to provide timely input for CAP revisions. (The reference to Actions 1.1-1.6 appears to be a typo; the correct reference is probably to Action 3.1-3.6).

<b>Implementation Measure 5: Collaborative Partnerships</b>	<b>MGT</b>	<b>SCD</b>	<b>RSC</b>	<b>FND</b>	<b>FUT</b>
Action 5.1: Continue formal memberships and participation in local and regional associations or collaboratives and partner with local agencies that provide tools and support for energy efficiency, energy conservation, greenhouse gas emissions reductions, adaptation, education, and implementation of this CAP. Key partnering agencies, organizations and collaboratives include: ....	X	X	X	X	

Action 5.1 This aspirational measure generally reiterates a number of above-listed GHG Reduction Measures which, as previously noted, propose partnerships with some entity without indicating the nature of the partnership, what the City's contribution will be, and/or that entity's ability and willingness to participate.

<b>Implementation Measure 6: Funding Sources</b>	<b>MGT</b>	<b>SCD</b>	<b>RSC</b>	<b>FND</b>	<b>FUT</b>
Action 6.1: Identify all relevant federal, regional, and local funding sources for each GHG reduction measures.	X	X	X	X	
Action 6.2: Prioritize GHG reduction measures with the CAT and ensure implementation through the inclusion of emissions reduction and adaptation measures in department budgets, the capital improvement program, and other plans as appropriate.	X	X	X	X	X
Action 6.3: Pursue local, regional, state, and federal grants as appropriate to support implementation.	X	X	X	X	

- Action 6.1: As previously noted, resource needs and funding to implement the CAP have not been identified.
- Action 6.2: This largely reiterates the work proposed under Action 3.2, and our previous comments apply. This Action further notes the need to budget funds and, given the vagaries of future City budget priorities, highlights the uncertainty of funding, and therefor of implementation.
- Action 6.3: Relying on grant funding is of course speculative.