COUNCIL REPORT

CITY OF MOUNTAIN VIEW

DATE: February 12, 2013

CATEGORY: New Business

DEPT.: Public Works

TITLE: **Climate Action Plan**

RECOMMENDATION

Authorize staff to develop a community-wide and government operations climate action plan through grant funds.

BACKGROUND

Many cities in California have, or are developing, Climate Action Plans (CAP). A CAP is a blueprint for a community's response to the challenges posed by climate change and generally includes actions that a City may take to reduce greenhouse gas (GHG) emissions. In Santa Clara County, the Cities of Cupertino, Gilroy, Los Altos, Los Gatos, Milpitas, Morgan Hill, Sunnyvale, Palo Alto, San Jose, Santa Clara, and Saratoga, as well as the County of Santa Clara, are developing or have already completed CAPs.

In November 2009 and March 2010, the City Council adopted voluntary GHG reduction targets for the community as a whole and for City operations, respectively. Since that time, the City has also developed several other plans and policies to guide its sustainability efforts and GHG reduction strategies, each with a different purpose, level of depth and breadth, time frame, and review/update cycle. However, a comprehensive plan to meet the City's GHG reduction targets has not been developed. A summary of the City's current plans and policies is listed below, and a more detailed description is provided in Attachment 1.

Plan/Policy	Description	Lead Dept.	Time Frame
2008 Environmental Sustainability Task Force Report	Eighty-nine (89) sustainability-related recommendations developed by a Council-appointed community Task Force.	Public Works	Short- and long-term
2009 Environmental Sustainability Action Plan (ESAP-1)	A three-year action plan outlining 25 sustainability-related actions.	Public Works	Short-term (2008-2011)
2009 Community-wide GHG Reduction Targets	Voluntary GHG reduction targets (below 2005 levels) for the community: • 5 percent by 2012; • 10 percent by 2015; • 15 percent to 20 percent by 2020; and • 80 percent by 2050.	Public Works	Long-term (through 2050)
2010 Government Operations GHG Reduction Targets	Voluntary GHG reduction targets (below 2005 levels) for government operations: • 15 percent by 2010; • 20 percent by 2015; • 25 percent by 2020; and • 80 percent by 2050.	Public Works	Long-term (through 2050)
2012 Environmental Sustainability Action Plan 2 (ESAP-2)	A three-year action plan outlining 32 sustainability-related actions.	Public Works	Short-term (2011-2014)
2030 General Plan (and General Plan Action Plan)	A blueprint that guides the City's overall development and preservation efforts through broad goals and policies.	Community Development	Medium-term (through 2030)
2030 Greenhouse Gas Reduction Program (GGRP)	A regulatory plan that mitigates the environmental impacts of the General Plan for CEQA compliance through mandatory GHG reduction targets.	Community Development	Medium-term (through 2030)

Although the City's existing General Plan, GGRP, ESAP-1, and ESAP-2 documents already contain many core components of a CAP, implementation of action items included in these plans will not ensure that the City will meet its adopted GHG emission reduction targets because:

1. The GGRP only seeks to limit the increase in GHG production associated with growth anticipated under the new General Plan, not reduce City operations and community-wide emissions below 2005 levels in alignment with the targets adopted in 2009 and 2010. Also, the actions identified in the GGRP are required under CEQA to implement the General Plan, whereas a Mountain View CAP would be more comprehensive and include potential strategies, policies, and programs the City could adopt that would help it meet its broader City operation and community-wide GHG reduction targets.

2. The ESAP-1 and ESAP-2 include actions that may be included in a CAP but were not developed strategically to meet the City's GHG targets.

In 2012, the County of Santa Clara and Joint Venture Silicon Valley approached Santa Clara County cities with a proposal to collaboratively develop community-wide and government operations climate action plans for each city, using PG&E and Strategic Growth Council grant funds. The project's goal is to help cities develop comprehensive, long-term plans for addressing and mitigating climate change through reducing GHG emissions and integrating sustainability principles into municipal and community-wide planning and operations.

ANALYSIS

The City's participation in this joint CAP development process would include:

- Analysis of energy usage across the community and as part of City operations;

- Discussion of potential high-level impacts of climate change to the local region (e.g., extreme weather days, more frequent flooding, sea level rise);

- Identification of potential strategies, policies, and programs the City could implement to reduce GHG emissions to meet its current community-wide and City operations GHG reduction targets; and

- An opportunity for the City to consolidate its existing sustainability strategies and actions into an overarching document containing both short- and long-term strategies for reaching the City's reduction targets.

The resulting CAP will identify GHG reduction strategies the City could implement to address the gap between the City's adopted reduction targets and the reductions likely to be achieved through the GGRP's reduction strategies.

The CAP would include the following major content areas:

- *Introduction:* Background on climate science, projected Bay Area climate change impacts, regulatory issues, and State/regional/local efforts to address climate change.

- *GHG Inventory and Forecast:* An inventory of the City's 2010 community-wide and City operations GHG emissions and a forecast of 2020 emissions.

- *Climate Action Strategies, Policies, and Programs:* A menu of strategies, policies, and programs the City could take to achieve its short- and long-term GHG reduction targets, including GHG reduction estimates at the strategy level. The strategies would focus on reducing the major GHG emission sources in the community and mitigating emissions through carbon sequestration. The major GHG emission sources to be addressed include:

  - Building Energy Use
  - Energy Generation
  - Transportation
  - Land Use
  - Solid Waste Management
  - Water Processing and Transportation

- *Implementation:* Guidance on how to prioritize the strategies, policies, and programs and engage the community.

- *Monitoring and Improvement:* Guidelines for how to monitor progress and adjust activities, as necessary.

An example of a strategy and supporting policies that *could* be included in the CAP to address GHG emissions from building energy use is:

- Encourage Energy-Efficiency Retrofits in Existing Buildings
  - General Focused Policies:
    - Promote PACE financing (low-interest financing for energy and water efficiency and renewable-energy retrofits).
    - Advocate for on-bill financing for residential customers (interest-free financing from PG&E for home energy-efficiency upgrades).
  - Single-Family Residential Focused Policy:
    - Require point-of-sale home energy-efficiency rating.
  - Multi-Family Residential and Commercial Focused Policy:
    - Require owners to disclose the energy efficiency of their buildings annually.

Some of the GHG reduction strategies identified in the CAP may already exist in the GGRP, but would need to be implemented more comprehensively throughout the entire community to meet the City's adopted GHG reduction targets.

Implementing CAP Actions

The identification of potential GHG reduction strategies, policies, and programs in the CAP will serve as the foundation for subsequent Council and community discussions regarding what actions the City will take in the coming years to reach its adopted GHG reduction targets.

The implementation of future CAP actions, including any policies, ordinances, or programs, would be developed and vetted through City staff and a community-wide engagement process.

Grant Opportunity with County

Through grant funds secured by the County of Santa Clara, the City has an opportunity to participate in a multi-agency, collaborative process that will:

- Create a CAP template for the participating agencies;
- Update each agency's community-wide and government operations GHG inventories; and
- Develop a customized CAP for each agency.

These services have a value of approximately $150,000 per agency. The County and the Cities of Cupertino, Gilroy, Morgan Hill, San Jose, and Saratoga are participating in this project.

The collaborative CAP development process is already under way, but there is still time for the City of Mountain View to join in. A schedule for the development of CAPs for participating agencies is provided below.

TASK	ESTIMATED TIME LINE*	STATUS
Pre-CAP Development		
1. Develop 2010 Government Operations GHG Inventory	Feb 2012 – Feb 2013	Under way
2. Develop 2010 Community-Wide GHG Inventory	May 2012 – Feb 2013	Under way
3. Develop Customizable CAP Template	June 2012 – June 2013	Under way
CAP Development		
4. Conduct Engagement Meetings with City Staff, Community, Environmental Planning Commission, and City Council	Feb – Nov 2013	Not started
5. Develop Implementation and Monitoring Tool Kit for Agencies	June – Nov 2013	Not started
6. Draft Customized CAP for Mountain View and Bring to Council for Adoption	May – Dec 2013	Not started

* The listed time line is approximate and can be adjusted based on availability of City resources and other constraints.

If authorized by the City Council, staff in the Public Works and Community Development Departments would jointly manage the CAP development process with support from key staff in other departments at specific points along the time line. If a CAP is developed, staff estimates the following impacts to workload and projects:

Public Works Department (PWD)

- *Estimated Staff Time Required:* 900 hours over 11 months.
    - Environmental Sustainability Coordinator (300 hours): Lead the CAP development process overall, interacting with the consultant, County, City staff, and community to coordinate and participate in meetings and document-review cycles.

- All other Public Works staff (600 hours): Assist the consultant in the development of potential strategies, policies, and programs to be included in the Mountain View CAP.

- *Impact to Existing Projects:* The development of a CAP was not under consideration when the ESAP-2 was reviewed and approved by the City Council last year. The staff time that would be needed to develop a CAP will require work on the following Fiscal Year 2012-13 and Fiscal Year 2013-14 ESAP-2 action items to be delayed:

  - Fiscal Year 2012-13

    - Identify and implement additional green building technologies in City facilities.

    - Investigate feasibility of conducting a green roofs pilot program.

    - Investigate establishing a fee for use of electric vehicle charging stations at City facilities.

  - Fiscal Year 2013-14

    - Identify and implement additional green building technologies at City facilities.

  Additionally, there will be limited capacity for staff to take on/respond to new projects or initiatives that might arise during the 11 months the CAP development process is under way.

Community Development Department (CDD)

- *Estimated Staff Time Required:* 275 hours over 11 months.

- *Impact to Existing Projects:* In Fiscal Year 2012-13 and Fiscal Year 2013-14, the primary focus for the long-range planning staff will be to continue major work tasks to implement the new General Plan. This includes developing new Precise Plans for the North Bayshore, El Camino Real, and San Antonio areas. CDD long-range planning staff can devote a limited number of resources to assist with development of the CAP. However, CDD staff would have fewer resources to

promptly respond to unprogrammed, long-range plans or studies that require staff analysis and/or responses.

Benefits of Developing a CAP

Benefits of developing a CAP for the City of Mountain View include:

- Consolidating the City's core sustainability strategies, processes, and actions into an overarching document which will enable the City to reduce its GHG emissions in a more methodical way.

- Aligning the review and update cycles of the different CAP components.

- Understanding what will be involved in pursuing the more ambitious strategies, policies, and programs that will be required for the City to reach the GHG reduction targets it adopted in Fiscal Year 2009-10. This understanding will help inform future policy and program decisions related to how aggressively the City wants to address climate change and GHG reductions.

- Becoming more knowledgeable about and responsive to the potential impacts of climate change (e.g., extreme weather days, more frequent flooding, sea level rise).

- Potentially reducing municipal operating expenses and helping residents and businesses save money through increased efficiency and conservation.

FISCAL IMPACT

There is no direct fiscal impact of participating in this collaborative CAP development process other than the staff coordination time identified above. Minimal expenses associated with the engagement process may be incurred, but will be absorbed in existing sustainability program budgeted funds. Santa Clara County secured grant funding for participating agencies to develop a CAP, the value of which is approximately $150,000 per agency.

ALTERNATIVE

Do not to pursue the development of a community-wide and government operations CAP at this time.

PUBLIC NOTICING—Agenda posting.

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Attachment: 1. Existing City Sustainability Plans and Policies

EXISTING CITY SUSTAINABILITY PLANS AND POLICIES

2008 Environmental Sustainability Task Force Report

In October 2008, the City Council accepted the final report of the Environmental Sustainability Task Force containing 89 recommendations outlining policies, strategies, and actions to conserve resources and reduce the community's carbon footprint. The recommendations are prioritized within 11 topic areas, from short-term to long-term, and include approximate implementation costs and greenhouse gas (GHG) reduction potentials.

2009 and 2012 Environmental Sustainability Action Plans

The City's two Environmental Sustainability Action Plans (ESAPs) represent short-term "road maps" for strategic investment in environmental sustainability initiatives. They contain numerous actions across different topic areas, but lack detailed GHG reduction estimates. They are reviewed periodically and updated by the Council Environmental Sustainability Committee and City Council to include additional Task Force recommendations, to address new regulatory requirements, and to track the City's progress in achieving its GHG reduction targets. They contain both quick payback actions that reduce the City's operational expenses and bigger, longer-term projects that will reduce community GHG emissions. The ESAPs also set forth actions that establish a policy framework to embed sustainability practices in the community and City organization.

2009 and 2010 GHG Reduction Targets

On November 3, 2009, the City Council adopted the following voluntary, community-wide GHG reduction targets, consistent with the policies of most other local cities and efforts worldwide to address climate change. These targets do not consider growth in employment and population, as mitigating climate change requires a stabilization of, and ultimately a reduction in, global emissions.

- 5 percent below 2005 levels by 2012;
- 10 percent below 2005 levels by 2015;
- 15 percent to 20 percent below 2005 levels by 2020; and
- 80 percent below 2005 levels by 2050.

On March 9, 2010, the City Council adopted the following voluntary government operations GHG reduction targets:

- 15 percent below 2005 levels by 2010;
- 20 percent below 2005 levels by 2015;
- 25 percent below 2005 levels by 2020; and
- 80 percent below 2005 levels by 2050.

2030 General Plan

A General Plan describes a community's vision and identifies strategies for managing the City's development and preservation in order to guide future growth. At a broad level, the 2030 General Plan establishes goals, policies, and actions related to climate change. The 2030 General Plan Action Plan (GPAP) includes actions that will help implement the General Plan's goals and policies.

Greenhouse Gas Reduction Program

The City's Greenhouse Gas Reduction Program (GGRP) implements General Plan policies relating to climate change, sustainability, and GHG emissions. A key purpose of the GGRP is to describe how to mitigate the 2030 General Plan GHG impacts to meet CEQA requirements.

A limitation of the GGRP is that it is primarily a mitigation strategy in order to be considered a "qualified plan" by the Bay Area Air Quality Management District (BAAQMD) and comply with CEQA requirements. As a mitigation strategy, the policies and actions need to be realistic, quantifiable, and achievable. Therefore, some actions identified in the General Plan have not been included in the GGRP because there is not enough information to forecast their GHG emissions reduction potential at this time. Examples include a City-wide shuttle system, an updated Transit-Oriented Zoning Designation, or a district-level approach to achieving higher sustainability in the North Bayshore Area. The GGRP will be updated every three to five years to include GPAP actions, to assess if it is achieving its goal of reducing GHG emissions, and to review the City's overall strategy for GHG emissions reductions.

GGRP Development and Core Elements

The GGRP's core elements follow BAAQMD's Air Quality Guidelines and include a baseline community-wide GHG emissions inventory, emissions projections, GHG

reduction targets, GHG reduction strategies to reach the targets, and a monitoring program.

GGRP Efficiency-Based GHG Reduction Targets

The GGRP's 2020 and 2030 reduction targets are based on "service population" (a per-capita approach that includes both residents and employees) and, as such, do not meet the voluntary, absolute reduction targets adopted by the Council in 2009-10. This means that Mountain View may continue to grow and increase its overall absolute emissions while striving to reduce its "per-capita" emissions. The "service population" approach is in compliance with BAAQMD's Air Quality Guidelines and the State's AB 32 legislation (2006 Global Warming Solutions Act), which established State-wide GHG reduction goals. BAAQMD's "service population" approach was developed so as not to penalize well-planned growth.

The service population approach is consistent with the 2030 General Plan's sustainable vision to increase land-use intensities in "change" areas, primarily along transportation corridors. Essentially, more employees and residents will have opportunities to live or work near transit, goods, and services, but they will also drive, use electricity, produce waste, and consume water. Land-use policies increasing growth along transportation corridors lead to a decrease in per-service population (residents and employees) emissions and assist in regional GHG reduction efforts. However, increased overall growth makes it difficult to meet the City's absolute emissions reduction targets.

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