



Planning Commission Staff Report

January 11, 2012
Item 6.b.

- SUBJECT:** P11-0997
- APPLICANT:** City of Pleasanton
- PURPOSE:** Recommend approval to the City Council of an amendment to the City of Pleasanton General Plan Air Quality and Climate Change Element to adopt a Climate Action Plan by reference
- EXHIBITS:**
- A. Draft Climate Action Plan (dated February 2012)
 - B. General Plan Amendment to the Air Quality and Climate Change Element of the General Plan
 - C. City Council Agenda Report and excerpt of minutes, dated August 16, 2011
 - D. Planning Commission Minutes of October 17, 2011
 - E. Letter from BAAQMD, dated January 6, 2012

BACKGROUND

In July 2010, City staff, in cooperation with the Committee on Energy and the Environment and assistance from ESA (the City's consultant), began developing a Climate Action Plan (CAP) to address the issue of greenhouse gas (GHG) reduction. As well as providing a roadmap to achieving a more sustainable community, the CAP also fulfills the City's obligations as outlined in the Urban Habitat Settlement Agreement. In addition, the adoption of a "qualified"¹ Climate Action Plan would allow new development consistent with that plan to move forward without the need for additional GHG analysis for individual projects. The Climate Action Plan includes a number of greenhouse gas reduction strategies some of which will require changes to land use planning policies, regulations, or guidelines. The Planning Commission previously discussed the Draft Climate Action Plan on October 17, 2011, when Commissioners generally expressed support of the plan. The Planning Commission is now being asked to make a formal recommendation on the General Plan amendment that would adopt the Climate Action Plan by reference.

¹ A "qualified" climate action plan must meet a number of criteria outlined by the Bay Area Air Quality Management District (BAAQMD) in its CEQA Air Quality Guidelines, including an adopted goal for GHG reduction consistent with AB32 and procedures for monitoring progress and adjusting implementation.

DRAFT CLIMATE ACTION PLAN

The attached City Council Agenda Report (Exhibit C) provides an overview of the Climate Action Plan as proposed, including the City’s inventory of GHG emissions, reduction targets and strategies. As shown in Table 3-2 on p. 30, Land Use and Transportation Strategies could account for a reduction of 33,345 metric tons of CO₂ equivalents, or approximately 28 percent of the total reduction in CO₂ needed to meet the City’s GHG reduction target. Of that reduction, Land Use Strategies account for about 14,945 metric tons of CO₂ equivalents. These reductions are achieved through several means including supporting higher density, mixed-use, infill development, supporting new development near local-serving commercial areas, and improving transportation efficiency through design improvements (p. 39 through 42). These reductions would be implemented through a number of supporting actions, some of which would require changes in land use regulations and policies. The tables that follow are from p. 40 through 42 of the CAP, with the column to the right added to show some potential implementing actions that would require Planning Commission consideration and action in the future.

LU1: Support Infill and High Density Development

Annual GHG Reduction Potential (MT CO₂e): 6,898
 Estimated Annual Cost to the City: \$1,050
 Estimated Cost per MT: \$0.15

Supporting Actions		Timeframe	Potential Implementing Action
LU1-1	Modify municipal development codes to incentivize the reuse of residential and non-residential vacant and underutilized parcels. Development within the existing urban fabric can help complete, reinforce, and repair the surrounding area.	Since 2002; upgrade in 2012	Rezoning to encourage residential and mixed use development per the Housing Element
LU1-2	Modify municipal development codes where feasible to incentivize residential in-fill, such as the zoning standards and opportunities to improve pedestrian amenities, since their absence presents a barrier to infill residential development. Infill development within the existing urban fabric helps complete, reinforce, and repair the surrounding area.	2012	Preparing development standards and design guidelines for multifamily development.
LU1-3	In the downtown area, modify municipal development codes where feasible to implement mixed-use development which incorporates higher density and affordable residential units consistent with the Downtown Specific Plan.	2012	Modify the Core Area Overlay District or the DTSP
LU1-4	Modify municipal development codes as necessary to incentivize transit-oriented development near BART stations, along transportation corridors, in business parks and the downtown area.	2012	Hacienda TOD Standards and Design Guidelines
LU1-5	Modify municipal development codes where feasible to incentivize higher density development near and around transportation hubs and employment centers.	2012	Adopt rezonings per the Housing Element
LU1-6	Modify City land-use policies, programs, and related development codes to increase transit oriented development around commuter rail, BART, and other transportation hubs.	2012	Review the General Plan to add additional policies related to TOD
LU1-7	Modify municipal development codes where feasible to increase densities at vacant infill sites to facilitate development, including affordable housing, while protecting the character of surrounding uses.	2012	Adopt rezonings per the Housing Element

LU2: Support Mixed-use Infill and New Development near Local-serving Commercial Areas

Annual GHG Reduction Potential (MT CO₂e): 5,845

Estimated Annual Cost to the City: \$9,160

Estimated Cost per MT : \$1.57

Supporting Actions		Timeframe	Potential Implementing Action
LU2-1	Modify municipal development codes where feasible to locate work, residences, and services within a convenient walking distance of each other.	2012	Adopt rezonings per the Housing Element
LU2-2	Modify municipal development codes where feasible to locate new housing and/or new employment within ½-mile walking/biking proximity of complementary land uses, including retail, employment, institutional, or recreational.	2012	Adopt rezonings per the Housing Element
LU2-3	Modify municipal development codes to incentivize an expansion of mixed use and employment in appropriate infill locations.	2012	Consider a mixed use overlay in certain infill locations
LU2-4	Modify municipal development codes where feasible to provide Mixed Use/Business Park, and Mixed Use land use designations for the Hacienda Business Park, portions of Stoneridge Mall, and other areas. Allow new building types and mix of appropriate zoning-uses and densities; reconnect streets and add streets; minimize parking requirements; and include attractive and functional urban plazas.	2012	Hacienda TOD Standards and Design Guidelines
LU2-5	Modify City land-use policies, programs, and related development codes to increase transit oriented development around commuter rail, BART, and other transportation hubs.	2012	Consider adopting standards and guidelines similar to Hacienda in other areas
LU2-6	Modify municipal development codes to incentivize or help establish a well-planned mixture of land uses around the BART stations.	2012	Hacienda TOD Standards and Design Guidelines
LU2-7	Create a comprehensive planned unit development amendment for the Hacienda Business Park with special emphasis on creating a mixed-use, pedestrian-friendly area around the East Pleasanton/Dublin BART station.	2012	Hacienda TOD Standards and Design Guidelines
LU2-8	Create incentives program(s) that attract and support local-serving shopping opportunities and services, including programs for business attraction; training and education for desired employee and managers; review and modification or elimination of city business rules and regulations where value does not exceed short and long-term cost; and a program to review and assess incentives from other successful communities.	2012	
LU2-9	Create incentive program(s) and modify municipal development codes where feasible to allow an expansion of live-work and work-live uses in existing and future residential developments.	2012	Consider adding live-work uses in certain zoning districts
LU2-10	Promote use of <i>LEED for Neighborhood Development</i> (LEED ND) as an incentive for developers seeking better market appeal and municipal support; or for municipal leaders looking to create tax and zoning incentives; or for community members trying to assess a new development; Consider getting LEED ND adopted into municipal code.	2012	

LU3: Improve Transportation Efficiency through Design Improvements

Annual GHG Reduction Potential (CO₂e): 2,202
 Estimated Annual Cost to the City: \$127,450
 Estimated Cost per MT : \$57.87

Supporting Actions		Timeframe	Potential Implementing Action
LU3-1	Modify the development codes to encourage the location of key services within ½ mile of walking distance of residential clusters or areas.	2012	Adopt rezonings per the Housing Element
LU3-2	Incorporate building, landscape, and streetscape development design features that encourage transit, bicycle, and pedestrian access.	2013	Review and modify parking ordinance
LU3-3	Create incentive program(s) to assure adequate transit service and pedestrian and bicycle facilities at new and existing major commercial, office, and institutional centers.	2013	
LU3-4	Require that new projects that include two or more seated bus shelters to include infrastructure to incorporate 'NextBus' technologies for tracking buses and predicting arrival times.	2014	Add General Plan policy
LU3-5	Modify the municipal street standards to incorporate AB 1358 Complete Streets to increase the safety, convenience, and efficiency of pedestrians, bicyclists, motorists, and transit riders.	2013	
LU3-6	Modify the municipal development codes to require that new projects include pedestrian and bicycle access through cul-de-sacs in new projects, except where prohibited by topography.	2013	Modify subdivision ordinance
LU3-7	Implement neighborhood traffic calming projects to slow traffic speeds, reduce cut-through traffic and traffic-related noise, improve the aesthetics of the street, and increase safety for pedestrians, bicyclists, and vehicles.	2013	

There have been some minor revisions to the Climate Action Plan since the Planning Commission reviewed the July 2010 draft. The Bay Area Air Quality Management District (BAAQMD) reviewed the July 2010 version and commented that the plan may have double-counted the GHG reductions related to fuel price increases. BAAQMD recommended the City revise the Plan to clarify exactly how future fuel prices and state regulations will affect vehicle miles traveled (VMT) and transportation GHG emissions. Staff and the City’s consultants were able to offset the loss from the fuel price analysis (estimated to be 18,729 MT CO₂e) by modifying TDM2-9 related to employee trip reductions, EC1-2 related to the *Green Building Ordinance*, EC2-2, related to PG&E’s Partnership Program, and ER2-2, related to participation in the Solar Cities Program. With the changes incorporated in the new document, BAAQMD has indicated it believes the City’s CAP meets the standard elements laid out in the District’s CEQA Guidelines for a Qualified GHG Reduction Strategy, thus allowing subsequent development projects consistent with the CAP to move forward without additional GHG emission analysis. The City Council will make the final determination that the City’s CAP is a Qualified GHG Reduction Strategy when it acts on the Plan on February 7, 2012.

GENERAL PLAN AMENDMENT

Adoption of the Climate Action Plan will put the City of Pleasanton on a path to achieving a more sustainable community. By adopting the Climate Action Plan (CAP) by reference in the Pleasanton General Plan, future development will be subject to the provisions of the CAP, while the CAP can be updated as needed to meet the City's greenhouse gas reduction targets without being subject to the State Planning Law requirements related to General Plan amendments.

The General Plan amendment shown below (and as Exhibit B) replaces Program 6.1 of the General Plan Air Quality and Climate Change Element which had previously required preparation of a Climate Action Plan, with language to adopt the Climate Action Plan by reference. Program 6.2 is eliminated as greenhouse gas reduction strategies and targets are now included in the CAP. Program 6.2 (formerly program 6.3) is amended to recognize that the *Construction and Demolition Debris Ordinance* has been adopted. However, most of the language of this program is retained pending adoption of various new policies or regulations as outlined in the CAP supporting actions. When these actions are completed, staff will make additional recommendations to amend this section of the Air Quality and Climate Change Element.

- Program 6.1: ~~Develop a Greenhouse Gas (GHG) Emissions Reduction Plan and/or Climate Action Plan for the City to control and reduce net GHG emissions and the effects of climate change. Development of this plan(s) shall include the following steps: (1) conduct a baseline analysis (GHG emissions inventory); (2) adopt an emissions reduction target; (3) develop strategies and actions for reducing emissions; (4) develop strategies and actions for adapting to climate change; (5) implement strategies and actions; and (6) monitor emissions and verify results a minimum of every five years starting in 2015. Implement the City of Pleasanton Climate Action Plan dated February 7, 2012, and as subsequently amended.~~
- ~~Program 6.2: Adopt standard methodology for estimating greenhouse gas emissions from development projects and utilize this methodology as part of the project review process.~~
- Program 6.3~~2~~: For development approved prior to adoption of a implementation of the City's Climate Action Plan, require the following Best Management practices:²
- BMP #1: Single- and multi-family residential and commercial development to comply with the City of Pleasanton's *Green Building Ordinance*. As far as feasible, residential projects should incorporate: resource efficient landscaping, energy efficient hot water distribution systems; high efficiency toilets and other low flow

² For the purposes of Program 6.2, development is defined as all multi-family residential development with more than eight units, single-family homes with more than 2,000 square feet, commercial development with more than 20,000 square feet, and public projects.

plumbing fixtures; high efficiency heating and cooling systems; pre-plumbing for solar water heating; installation of wiring conduit for future photovoltaic systems; installation of Energy Star appliances; and Green Points in the Community Design and Planning category.

- BMP#2: Development shall incorporate energy efficient appliances and systems that meet Energy Star standards.
- BMP#3: Where feasible, incorporate solar roofs (or other alternative energy measures) into commercial development sufficient to meet 12.5 percent of the building's annual energy usage. Calculations of energy savings may be prepared at the construction drawing stage. Where feasible, residential development to be solar-ready, including proper solar orientation, electrical conduit installed for solar electric system wiring, plumbing installed for solar hot water system, and space provided for solar hot water storage tank.
- BMP#4: Require transit and bicycle/pedestrian connections in new development, where feasible.
- BMP#5: For commercial/industrial projects, prepare and implement a voluntary Trip Reduction Plan, using the resources available through the City of Pleasanton's Transportation Systems Management program as described in Chapter 17.24 of the *Pleasanton Municipal Code*. Trip reduction goal of 15 percent within five years and 25 percent within 10 years, compared to "business as usual."
- BMP#6: Require priority facilities for alternative-fueled vehicles, such as priority parking and recharging facilities, where feasible.
- BMP#7: Development and demolition to comply with the City's *Construction and Demolition Debris Ordinance* (~~ordinance currently in draft form~~)
- BMP#8: In new commercial and multifamily projects, include facilities to accommodate recycling consistent with the City's programs.
- BMP#9: Incorporate "heat island" treatments that include cool roofs, cool pavements, and/or strategically placed shade trees.

Implement programs from the Energy Element including those related to green building, such as encouraging passive-solar construction, as well as those related to reducing energy from appliances, equipment and lighting.

Implement programs from the Public Facilities and Community Programs Element to reduce solid waste.

Also implement the program in the Water Element to conserve Pleasanton's urban forest as well as programs in the Community Character Element to replace and protect street trees. Tree shade not only helps lower energy use during hot months, most tree species remove air pollutants from the environment.

PUBLIC NOTICE

A public notice regarding the subject application and related public hearing was published in *The Valley Times*. At the time this report was prepared, staff had not received any comments or concerns.

ENVIRONMENTAL ASSESSMENT

The adoption of the Draft Climate Plan was part of the project described in the Final Supplemental Environmental Impact Report certified by the City Council on January 4, 2012.

STAFF RECOMMENDATION

Staff recommends that the Commission provide feedback as appropriate on the scope and implementation of the Draft Climate Action Plan.

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