CAPCOA

CALIFORNIA AIR POLLUTION CONTROL OFFICERS ASSOCIATION

CEQA & Climate Change

Evaluating and Addressing Greenhouse Gas Emissions from Projects Subject to the California Environmental Quality Act

January 2008

CAPCOA
CALIFORNIA AIR POLLUTION CONTROL OFFICER'S ASSOCIATION

980 Ninth Street, 16th Floor
Sacramento, CA 95814
(916) 449-9603 (916) 449-9604 FAX
www.capcoa.org

PRESIDENT
Douglas Quetin
Monterey Bay Unified APCD

VICE PRESIDENT
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Santa Barbara County APCD

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San Diego County APCD

W. James Wagoner
Butte County AQMD

Barry Wallerstein
South Coast AQMD

EXEC. DIRECTOR
Melvin D. Zeldin
mel@capcoa.org

January 2, 2008

To: Interested Parties

The California Air Pollution Control Officers Association (CAPCOA) is pleased to release a resource guide to addressing greenhouse gas (GHG) emissions from projects subject to the California Environmental Quality Act (CEQA).

This resource guide has been prepared to support local governments as they develop their programs and policies around climate change issues. It is not a guidance document. It is not intended to dictate or direct how any agency chooses to address GHG emissions. Rather, it is intended to provide a common platform of information about key elements of CEQA as they pertain to GHG, including an analysis of different approaches to setting significance thresholds.

The resource guide also contains an organized review of available tools and models for evaluating GHG emissions, and an overview of strategies for mitigating potentially significant GHG emissions from projects. As we note, these tools need to be updated and improved, however they can be used now. CAPCOA intends to revise the resource guide periodically to include updated tools and models, and the most current mitigation strategies.

Finally, we recognize that this is an evolving policy area, especially in light of the passage of the Global Climate Change Solutions Act of 2006 (AB-32). As the California Air Resources Board and other state agencies and offices develop policies and regulations to address GHG emissions, the interface between CEQA and these other programs may change. This resource guide is offered in the spirit of making tools and information available in a straightforward and useful manner to help us all move forward in a coordinated and collaborative way.

Questions and comments should be directed to John Yu: john@capcoa.org.

Sincerely,

Douglas Quetin
President

Disclaimer

The California Air Pollution Control Officers Association (CAPCOA) has prepared this white paper consideration of evaluating and addressing greenhouse gas emissions under the California Environmental Quality Act (CEQA) to provide a common platform of information and tools to support local governments.

This paper is intended as a resource, not a guidance document. It is not intended, and should not be interpreted, to dictate the manner in which an air district or lead agency chooses to address greenhouse gas emissions in the context of its review of projects under CEQA.

This paper has been prepared at a time when California law has been recently amended by the Global Warming Solutions Act of 2006 (AB 32), and the full programmatic implications of this new law are not yet fully understood. There is also pending litigation in various state and federal courts pertaining to the issue of greenhouse gas emissions. Further, there is active federal legislation on the subject of climate change, and international agreements are being negotiated. Many legal and policy questions remain unsettled, including the requirements of CEQA in the context of greenhouse gas emissions. This paper is provided as a resource for local policy and decision makers to enable them to make the best decisions they can in the face of incomplete information during a period of change.

Finally, this white paper reviews requirements and discusses policy options, but it is not intended to provide legal advice and should not be construed as such. Questions of legal interpretation, particularly in the context of CEQA and other laws, or requests for advice should be directed to the agency's legal counsel.

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Principal Authors

Greg Tholen, BAAQMD
Dave Vintze, BAAQMD
Jean Getchell, MBUAPCD
Matt Jones, YSAQMD
Larry Robinson, SMAQMD
Ron Tan, SBCAPCD

Editor

Barbara Lee, NSAPCD

Reviewers

CAPCOA Climate Protection Committee

Barbara Lee (NSCAPCD), Chair

Larry Allen, SLOCPCD
Bobbie Bratz, SBAPCD
Karen Brooks, SLOCAPCD
Chris Brown, MCAQMD
Tom Christofk, PCAPCD
Jorge DeGuzman, SMAQMD
Mat Ehrhardt, YSAQMD
Jean Getchell, MBUAPCD
Larry Greene, SMAQMD
Henry Hilken, BAAQMD
Alan Hobbs, PCAPCD
Jim Jester, SMAQMD
Dave Jones, KCAPCD
Tom Jordan, SJVUAPCD
Tom Murphy, SBAPCD
Don Price, VCAPCD
Jean Roggenkamp, BAAQMD
Ana Sandoval, BAAQMD
Amy Taketomo, MBUAPCD
Tim Taylor, SMAQMD
Mike Villegas, VCAPCD
David Vintze, BAAQMD
Dave Warner, SJVUAPCD
Jill Whynot, SCAQMD
John Yu, CAPCOA
Mel Zeldin, CAPCOA

CAPCOA Planning Managers: CEQA & Climate Change Subcommittee

Dave Vintze (BAAQMD), Chair
Greg Tholen (BAAQMD), Project Manager

Charles Anderson, SMAQMD
Aeron Arlin Genet, SLOCAPCD
Jean Getchell, MBUAPCD
Melissa Guise, SLOCAPCD
Matt Jones, YSAQMD
Barbara Lee, NSCAPCD
Ryan Murano, NSAQMD
Tom Murphy, SBCAPCD
Susan Nakamura, SCAQMD
Larry Robinson, SMAQMD
Jean Roggenkamp, BAAQMD
Ana Sandoval, BAAQMD
Ron Tan, SBCAPCD
Brigette Tollstrup, SMAQMD
Jill Whynot, SCAQMD

External Reviewers

James Goldstene, CARB
Annmarie Mora, CARB
Terri Roberts, OPR

Proofing & Layout

Jake Toolson, CAPCOA
John Yu, CAPCOA

Contract Support

Jones & Stokes, Sacramento, CA *(analysis of non-zero threshold approaches)*
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List of Acronyms and Abbreviations

Acronym/ Abbreviation	Meaning
AB 32	Assembly Bill 32 Global Warming Solutions Act of 2006
AG	Attorney General
ARB	Air Resources Board
ASTM	American Society of Testing and Material
BAAQMD	Bay Area Air Quality Management District
BAU	Business as Usual
BEES	Building for Environmental and Economic Sustainability
Calfire	California Fire
Caltrans	California Department of Transportation
CAP	Criteria Air Pollutants
CAPCOA	California Air Pollution Control Officers Association
CARB	California Air Resource Board
CAT	Climate Action Team
CCAP	Center for Clean Air Policy
CCAR	California Climate Action Registry
CDFA	California Department of Food and Agriculture
CEC	California Energy Commission
CEQA	California Environmental Quality Act
CF	Connectivity Factor
CH_4	Methane
CIWMB	California Integrated Waste Management Board
CO	Carbon Monoxide
CO_2	Carbon Dioxide
CNG	Compressed Natural Gas
CPUC	California Public Utilities Commission
CUFR	California Urban Forestry
DGS	Department of General Services
DOE	U.S. Department of Energy
DOF	Department of Finance
DPF	Diesel Particulate Filter
DWR	Department of Water Resources
E85	85% Ethanol
EEA	Massachusetts Executive Office of Energy and Environmental Affairs
EERE	Energy Efficiency and Renewable Energy
EIR	Environmental Impact Report
EOE	Encyclopedia of Earth
EPA	U.S. Environmental Protection Agency
ETC	Edmonton Trolley Coalition
EV	Electric Vehicles
FAR	Floor Area Ratio

GHG	Greenhouse Gas
GGEP	Greenhouse Gas Emissions Policy
GGRP	Greenhouse Gas Reduction Plan
GP	General Plan
GWP	Global Warming Potential
IGCC	Integrated Gasification Combined Cycle
IOU	Investor Owned Utility
IPCC	International Panel on Climate Change
IT	Information Technology
ITE	Institute of Transportation Engineers
J&S	Jones & Stokes
km	Kilometer
LandGem	Landfill Gas Emissions Model
LEED	Leadership in Energy and Environmental Design
LNG	Liquefied Natural Gas
MBUAPCD	Monterey Bay Unified Air Pollution Control District
MEPA	Massachusetts Environmental Policy Act
MND	Mitigated Negative Declaration
MMT CO_2e	Million Metric Tons Carbon Dioxide Equivalent
MW	Megawatts
N_2O	Nitrous Oxide
NACAA	National Association Clean Air Agencies
ND	Negative Declaration
NEV	Neighborhood Electric Vehicle
NIST	National Institute of Standards and Technology
NO_X	Oxides of Nitrogen
NREL	National Renewable Energy Laboratory
NSCAPCD	Northern Sonoma County Air Pollution Control District
NSR	New Source Review
OPR	State Office of Planning and Research
PFC	Perfluorocarbon
PG&E	Pacific Gas & Electric
POU	Publicly Owned Utility
PM	Particulate Mater
RoadMod	Road Construction Emissions Model
ROG	Reactive Organic Gas
RPS	Renewable Portfolio Standards
RTP	Regional Transportation Plan
S-3-05	Executive Order S-3-05
SB	Senate Bill
SBCAPCD	Santa Barbara County Air Pollution Control District
SCAQMD	South Coast Air Quality Management District
SCM	Sustainable Communities Model
SIP	State Implementation Plan
SJVAPCD	San Joaquin Valley Unified Air Pollution Control District
SLOCAPCD	San Luis Obispo County Air Pollution Control District

SMAQMD	Sacramento Metropolitan Air Quality Management District
SMUD	Sacramento Municipal Utilities District
SO_X	Sulfur Oxides
SP	Service Population
SRI	Solar Reflectance Index
SWP	State Water Project
TAC	Toxic Air Contaminants
TBD	To Be Determined
TDM	Transportation Demand Management
TMA	Transportation Management Association
THC	Total Hydrocarbon
UC	University of California
ULEV	Ultra Low Emission Vehicle
UNFCCC	United Nations Framework Convention on Climate Change
URBEMIS	Urban Emissions Model
USGBC	U.S. Green Building Council
VMT	Vehicle Miles Traveled
VTPI	Victoria Transit Policy
YSAQMD	Yolo-Solano Air Quality Management District

Introduction

The California Environmental Quality Act (CEQA) requires that public agencies refrain from approving projects with significant adverse environmental impacts if there are feasible alternatives or mitigation measures that can substantially reduce or avoid those impacts. There is growing concern about greenhouse gas emissions[1] (GHG) and recognition of their significant adverse impacts on the world's climate and on our environment. In its most recent reports, the International Panel on Climate Change (IPCC) has called the evidence for this "unequivocal." In California, the passage of the Global Warming Solutions Act of 2006 (AB 32) recognizes the serious threat to the "economic well-being, public health, natural resources, and the environment of California" resulting from global warming. In light of our current understanding of these impacts, public agencies approving projects subject to the CEQA are facing increasing pressure to identify and address potential significant impacts due to GHG emissions. Entities acting as lead agencies in the CEQA process are looking for guidance on how to adequately address the potential climate change impacts in meeting their CEQA obligations.

Air districts have traditionally provided guidance to local lead agencies on evaluating and addressing air pollution impacts from projects subject to CEQA. Recognizing the need for a common platform of information and tools to support decision makers as they establish policies and programs for GHG and CEQA, the California Air Pollution Control Officers Association has prepared a white paper reviewing policy choices, analytical tools, and mitigation strategies.

This paper is intended to serve as a resource for public agencies as they establish agency procedures for reviewing GHG emissions from projects under CEQA. It considers the application of thresholds and offers three alternative programmatic approaches toward

[1] Throughout this paper GHG, CO_2, CO_2e, are used interchangeably and refer generally to greenhouse gases but do not necessarily include all greenhouse gases unless otherwise specified.

determining whether GHG emissions are significant. The paper also evaluates tools and methodologies for estimating impacts, and summarizes mitigation measures. It has been prepared with the understanding that the programs, regulations, policies, and procedures established by the California Air Resources Board (CARB) and other agencies to reduce GHG emissions may ultimately result in a different approach under CEQA than the strategies considered here. The paper is intended to provide a common platform for public agencies to ensure that GHG emissions are appropriately considered and addressed under CEQA while those programs are being developed.

Examples of Other Approaches

Many states, counties, and cities have developed policies and regulations concerning greenhouse gas emissions that seek to require or promote reductions in GHG emissions through standards for vehicle emissions, fuels, electricity production/renewables, building efficiency, and other means. A few have developed guidance and are currently considering formally requiring or recommending the analysis of greenhouse gas emissions for development projects during their associated environmental processes. Key work in this area includes:

- Massachusetts Office of Energy and Environmental Affairs Greenhouse Gas Emissions Policy;
- King County, Washington, Executive Order on the Evaluation of Climate Change Impacts through the State Environmental Policy Act;
- Sacramento AQMD interim policy on addressing climate change in CEQA documents; and
- Mendocino AQMD updated guidelines for use during preparation of air quality impacts in Environmental Impact Reports (EIRs) or mitigated negative declarations.

The following paper evaluates options for lead agencies to ensure that GHG emissions are appropriately addressed as part of analyses under CEQA. It considers the use of significance thresholds, tools and methodologies for analyzing GHG emissions, and measures and strategies to avoid, reduce, or mitigate impacts.

Greenhouse Gas Significance Criteria

This white paper discusses three basic options air districts and lead agencies can pursue when contemplating the issues of CEQA thresholds for greenhouse gas emissions. This paper explores each path and discusses the benefits and disbenefits of each. The three basic paths are:

- No significance threshold for GHG emissions;

- GHG emissions threshold set at zero; or
- GHG threshold set at a non-zero level.

Each has inherent advantages and disadvantages. Air districts and lead agencies may believe the state or national government should take the lead in identifying significance thresholds to address this global impact. Alternatively, the agency may believe it is premature or speculative to determine a clear level at which a threshold should be set. On the other hand, air districts or lead agencies may believe that every GHG emission should be scrutinized and mitigated or offset due to the cumulative nature of this impact. Setting the threshold at zero will place all discretionary projects under the CEQA microscope. Finally, an air district or lead agency may believe that some projects will not benefit from a full environmental impact report (EIR), and may believe a threshold at some level above zero is needed.

This paper explores the basis and implications of setting no threshold, setting a threshold at zero and two primary approaches for those who may choose to consider a non-zero threshold. The first approach is grounded in statute (AB 32) and executive order (EO S-3-05) and explores four possible options under this scenario. The options under this approach are variations of ways to achieve the 2020 goals of AB 32 from new development, which is estimated to be about a 30 percent reduction from business as usual.

The second approach explores a tiered threshold option. Within this option, seven variations are discussed. The concepts explored here offer both quantitative and qualitative approaches to setting a threshold as well as different metrics by which tier cut-points can be set. Variations range from setting the first tier cut-point at zero to second-tier cut-points set at defined emission levels or based on the size of a project. It should be noted that some applications of the tiered threshold approach may require inclusion in a General Plan or adoption of enabling regulations or ordinances to render them fully effective and enforceable.

Greenhouse Gas Analytical Methodologies

The white paper evaluates various analytical methods and modeling tools that can be applied to estimate the greenhouse gas emissions from different project types subject to CEQA. In addition, the suitability of the methods and tools to characterize accurately a project's emissions is discussed and the paper provides recommendations for the most appropriate methodologies and tools currently available.

The suggested methodologies are applied to residential, commercial, specific plan and general plan scenarios where GHG emissions are estimated for each example. This chapter also discusses estimating emissions from solid waste facilities, a wastewater treatment plant, construction, and air district rules and plans.

Another methodology, a service population metric, that would measure a project's overall GHG efficiency to determine if a project is more efficient than the existing statewide average for per capita GHG emissions is explored. This methodology may be more directly correlated to a project's ability to help achieve objectives outlined in AB 32, although it relies on establishment of an efficiency-based significance threshold. The subcommittee believes this methodology may eventually be appropriate to evaluate the long-term GHG emissions from a project in the context of meeting AB 32 goals. However, this methodology will need further work and is not considered viable for the interim guidance presented in this white paper.

Greenhouse Gas Mitigation Measures

Common practice in environmental protection is first to avoid, then to minimize, and finally to compensate for impacts. When an impact cannot be mitigated on-site, off-site mitigation can be effectively implemented in several resource areas, either in the form of offsetting the same impact or preserving the resource elsewhere in the region.

This white paper describes and evaluates currently available mitigation measures based on their economic, technological and logistical feasibility, and emission reduction effectiveness. The potential for secondary impacts to air quality are also identified for each measure. A summary of current rules and regulations affecting greenhouse gas emissions and climate change is also provided.

Reductions from transportation related measures (e.g., bicycle, pedestrian, transit, and parking) are explored as a single comprehensive approach to land use. Design measures that focus on enhancing alternative transportation are discussed. Mitigation measures are identified for transportation, land use/building design, mixed-use development, energy efficiency, education/social awareness and construction.

Purpose

CEQA requires the avoidance or mitigation of significant adverse environmental impacts where there are feasible alternatives available. The contribution of GHG to climate change has been documented in the scientific community. The California Global Warming Solutions Act of 2006 (AB 32) mandates significant reductions in greenhouse gases (GHG); passage of that law has highlighted the need to consider the impacts of GHG emissions from projects that fall under the jurisdiction of the California Environmental Quality Act (CEQA). Because we have only recently come to fully recognize the potential for significant environmental impacts from GHG, most public agencies have not yet established policies and procedures to consider them under CEQA. As a result, there is great need for information and other resources to assist public agencies as they develop their programs.

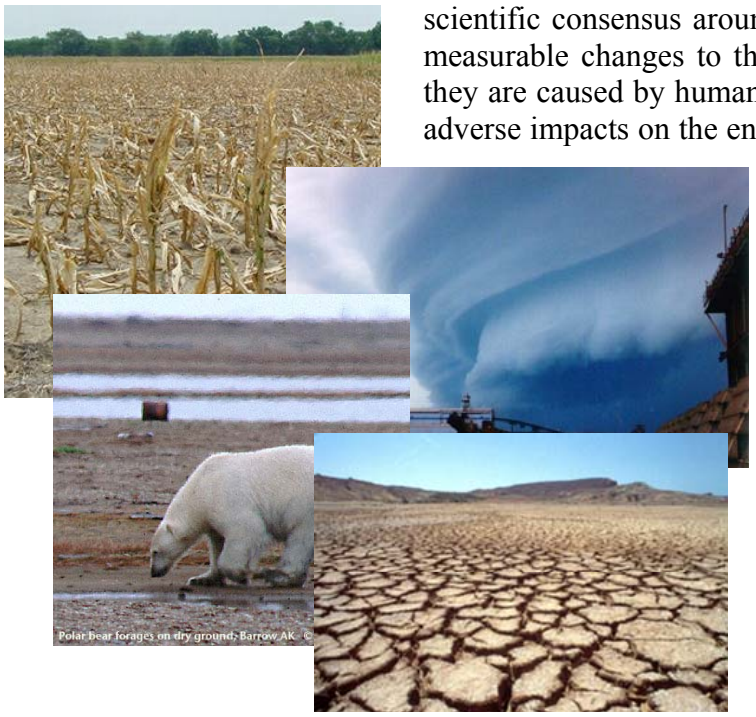
Air districts have historically provided guidance to local governments on the evaluation of air pollutants under CEQA. As local concern about climate change and GHG has increased, local governments have requested guidance on incorporating analysis of these impacts into local CEQA review. The California Air Pollution Control Officers Association (CAPCOA), in coordination with the CARB, the Governor's Office of Planning and Research (OPR) and two environmental consulting firms, has harnessed the collective expertise to evaluate approaches to analyzing GHG in CEQA. The purpose of this white paper is to provide a common platform of information and tools to address climate change in CEQA analyses, including the evaluation and mitigation of GHG emissions from proposed projects and identifying significance threshold options.

CEQA requires public agencies to ensure that potentially significant adverse environmental effects of discretionary projects are fully characterized, and avoided or mitigated where there are feasible alternatives to do so. Lead agencies have struggled with how best to identify and characterize the magnitude of the adverse effects that individual projects have on the global-scale phenomenon of climate change, even more so since Governor Schwarzenegger signed Executive Order S-3-05 and the state Legislature enacted The Global Warming Solutions Act of 2006 (AB 32). There is now a resounding call to establish procedures to analyze and mitigate greenhouse gas (GHG) emissions. The lack of established thresholds does not relieve lead agencies of their responsibility to analyze and mitigate significant impacts, so many of these agencies are seeking guidance from state and local air quality agencies. This white paper addresses issues inherent in establishing CEQA thresholds, evaluates tools, catalogues mitigation measures and provides air districts and lead agencies with options for incorporating climate change into their programs.

Background

National and International Efforts

International and Federal legislation have been enacted to deal with climate change issues. The Montreal Protocol was originally signed in 1987 and substantially amended in 1990 and 1992. In 1988, the United Nations and the World Meteorological Organization established the IPCC to assess the scientific, technical and socioeconomic information relevant to understanding the scientific basis of risk of human-induced climate change, its potential impacts, and options for adaptation and mitigation. The most recent reports of the IPCC have emphasized the scientific consensus around the evidence that real and measurable changes to the climate are occurring, that they are caused by human activity, and that significant adverse impacts on the environment, the economy, and human health and welfare are unavoidable.



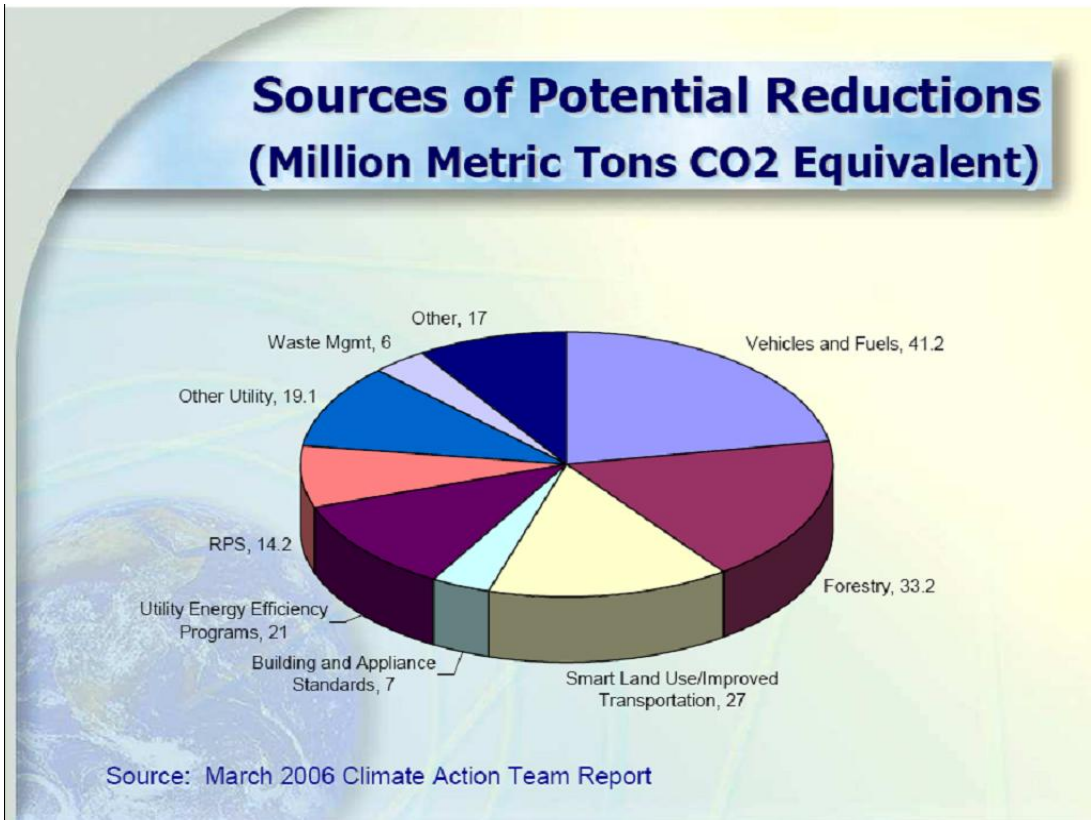
In October 1993, President Clinton announced his Climate Change Action Plan, which had a goal to return greenhouse gas emissions to 1990 levels by the year 2000. This was to be accomplished through 50 initiatives that relied on innovative voluntary partnerships between the private sector and government aimed at producing cost-effective reductions in greenhouse gas emissions. On March 21, 1994, the United States joined a number of countries around the world in signing the United Nations Framework Convention on Climate Change (UNFCCC). Under the Convention, governments agreed to gather and share information on greenhouse gas emissions, national policies, and best practices; launch national strategies for addressing greenhouse gas emissions and adapting to expected impacts, including the provision of financial and technological support to developing countries; and cooperate in preparing for adaptation to the impacts of climate change.

These efforts have been largely policy oriented. In addition to the national and international efforts described above, many local jurisdictions have adopted climate change policies and programs. However, thus far little has been done to assess the significance of the affects new development projects may have on climate change.

Executive Order S-3-05

On June 1, 2005, Governor Schwarzenegger issued Executive Order S-3-05 (S-3-05). It included the following GHG emission reduction targets: by 2010, reduce GHG emissions to 2000 levels; by 2020, reduce GHG emissions to 1990 levels; by 2050, reduce GHG emissions to 80 percent below 1990 levels. To meet the targets, the Governor directed the Secretary of the California Environmental Protection Agency to coordinate with the Secretary of the Business, Transportation and Housing Agency, Secretary of the Department of Food and Agriculture, Secretary of the Resources Agency, Chairperson of the CARB, Chairperson of the Energy Commission and President of the Public Utilities Commission on development of a Climate Action Plan.

The Secretary of CalEPA leads a Climate Action Team (CAT) made up of representatives from the agencies listed above to implement global warming emission reduction programs identified in the Climate Action Plan and report on the progress made toward meeting the statewide greenhouse gas targets that were established in the Executive Order.



SOURCE: ARB 2007

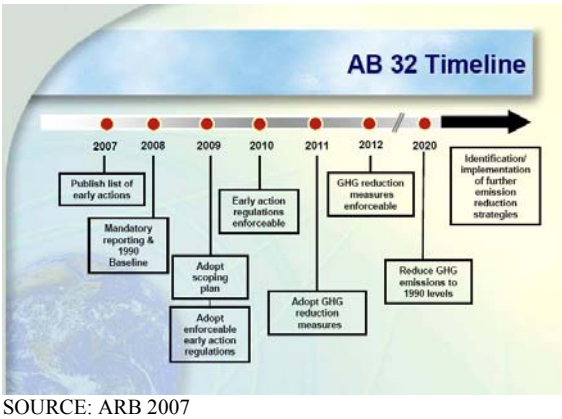
In accord with the requirements of the Executive Order, the first report to the Governor and the Legislature was released in March 2006 and will be issued bi-annually thereafter. The CAT Report to the Governor contains recommendations and strategies to help ensure the targets in Executive Order S-3-05 are met.

California Global Warming Solutions Act of 2006 (AB 32)

In 2006, the California State Legislature adopted the California Global Warming Solutions Act of 2006. AB 32 establishes a cap on statewide greenhouse gas emissions and sets forth the regulatory framework to achieve the corresponding reduction in statewide emissions levels. AB 32 charges the California Air Resources Board (CARB), the state agency charged with regulating statewide air quality, with implementation of the act. Under AB 32, greenhouse gases are defined as: carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride.

The regulatory steps laid out in AB 32 require CARB to: adopt early action measures to reduce GHGs; to establish a statewide greenhouse gas emissions cap for 2020 based on 1990 emissions; to adopt mandatory reporting rules for significant source of greenhouse gases; and to adopt a scoping plan indicating how emission reductions will be achieved via regulations, market mechanisms and other actions; and to adopt the regulations needed to achieve the maximum technologically feasible and cost-effective reductions in greenhouse gases.

AB 32 requires that by January 1, 2008, the State Board shall determine what the statewide greenhouse gas emissions inventory was in 1990, and approve a statewide greenhouse gas emissions limit that is equivalent to that level, to be achieved by 2020. While the level of 1990 GHG emissions has not yet been approved, CARB's most recent emission inventory indicates that California had annual emissions of 436 million metric tons of carbon dioxide equivalent (MMT CO_2e) in 1990 and 497 MMT CO_2e in 2004.



SOURCE: ARB 2007

The regulatory timeline laid out in AB 32 requires that by July 1, 2007, CARB adopt a list of discrete early action measures, or regulations, to be adopted and implemented by January 1, 2010. These actions will form part of the State's comprehensive plan for achieving greenhouse gas emission reductions. In June 2007, CARB adopted three discrete early action measures. These three new proposed regulations meet the definition of "discrete early action greenhouse gas reduction measures," which include the following: a low carbon fuel standard; reduction of HFC-134a emissions from non-professional servicing of motor vehicle air conditioning systems; and improved landfill methane capture. CARB estimates that by 2020, the reductions from those three discrete early action measures would be approximately 13-26 MMT CO_2e.

CARB evaluated over 100 possible measures identified by the CAT for inclusion in the list of discrete early action measures. On October 25, 2007 CARB gave final approval to the list of Early Action Measures, which includes nine discrete measures and 35

additional measures, all of which are to be enforceable by January 1, 2010. AB 32 requires that by January 1, 2009, CARB adopt a scoping plan indicating how emission reductions will be achieved via regulations, market mechanisms and other actions.

Senate Bill 97

Senate Bill (SB) 97, signed in August 2007, acknowledges that climate change is an important environmental issue that requires analysis under CEQA. This bill directs the OPR to prepare, develop, and transmit to the Resources Agency guidelines for the feasible mitigation of GHG emissions or the effects of GHG emissions, by July 1, 2009. The Resources Agency is required to certify or adopt those guidelines by January 1, 2010. This bill also protects projects funded by the Highway Safety, Traffic Reduction, Air Quality and Port Security Bond Act of 2006, or the Disaster Preparedness and Flood Protection Bond Act of 2006 (Proposition 1B or 1E) from claims of inadequate analysis of GHG as a legitimate cause of action. This latter provision will be repealed on January 1, 2010. Thus, this "protection" is highly limited to a handful of projects and for a short time period.

The Role of Air Districts in the CEQA Process

Air districts assume one of three roles in the CEQA process. They may be lead agencies when they are adopting regulations and air quality plans. In some instances, they can also be a lead agency when approving permits to construct or operate for applicants subject to district rules. However, in many cases where an air district permit is involved, another agency has broader permitting authority over the project and assumes the role of lead agency. In these situations, the air district becomes what is referred to as a responsible agency under CEQA. When CEQA documents are prepared for projects that do not involve discretionary approval of a district regulation, plan or permit, the air district may assume the role of a concerned or commenting agency. In this role, it is typical for air districts to comment on CEQA documents where there may be air quality-related adverse impacts, such as projects that may create significant contributions to existing violations of ambient standards, cause a violation of an ambient standard or create an exposure to toxic air contaminants or odors. In some cases, the air district may also act in an "advisory" capacity to a lead agency early on in its review of an application for a proposed development project.

A few air districts in California began developing significance thresholds for use in CEQA analyses in the late 1980's and early 1990's. By the mid-1990's most air districts had developed CEQA thresholds for air quality analyses. Many of the districts have included in their guidance the analysis of rule development and permits that may be subject to CEQA.

What is Not Addressed in this Paper

Impacts of Climate Change to a Project

The focus of this paper is addressing adverse impacts to climate change and the ability to meet statewide GHG reduction goals caused by proposed new land development projects. CEQA also requires an assessment of significant adverse impacts a project might cause by bringing development and people into an area affected by climate change (CEQA Guidelines §15126.2). For example, an area that experiences higher average temperatures due to climate change may expose new development to more frequent exceedances and higher levels of ozone concentrations. Alternatively, a rise in sea level brought on by climate change may inundate new development locating in a low-lying area. The methodologies, mitigation and threshold approaches discussed in this paper do not specifically address the potential adverse impacts resulting from climate change that may affect a project.

Impacts from Construction Activity

Although construction activity has been addressed in the analytical methodologies and mitigation chapters, this paper does not discuss whether any of the threshold approaches adequately addresses impacts from construction activity. More study is needed to make this assessment or to develop separate thresholds for construction activity. The focus of this paper is the long-term adverse operational impacts of land use development.

Introduction

Any analysis of environmental impacts under CEQA includes an assessment of the nature and extent of each impact expected to result from the project to determine whether the impact will be treated as significant or less than significant. CEQA gives lead agencies discretion whether to classify a particular environmental impact as significant. "The determination of whether a project may have a significant effect on the environment calls for careful judgment on the part of the public agency involved," ref: CEQA Guidelines §15064(b) ("Guidelines"). Ultimately, formulation of a standard of significance requires the lead agency to make a policy judgment about where the line should be drawn distinguishing adverse impacts it considers significant from those that are not deemed significant. This judgment must, however, be based on scientific information and other factual data to the extent possible (Guidelines §15064(b)).

CEQA does not require that agencies establish thresholds of significance. Guidelines §15064.7(a) encourages each public agency "…to develop and publish thresholds of significance that the agency uses in the determination of the significance of environmental effects. A threshold of significance is an identifiable quantitative, qualitative or performance level of a particular environmental effect, non-compliance with which means the effect will normally be determined to be significant by the agency and compliance with which normally means the effect will be determined to be less than significant."

Once such thresholds are established, an impact that complies with the applicable threshold will "normally" be found insignificant and an impact that does not comply with the applicable threshold will "normally" be found significant.

Additionally, Guidelines §15064.7(b) requires that if thresholds of significance are adopted for general use as part of the lead agency's environmental review process they must be adopted by ordinance, resolution, rule or regulation, and developed through a public review process and be supported by substantial evidence.

While many public agencies adopt regulatory standards as thresholds, the standards do not substitute for a public agency's use of careful judgment in determining significance. They also do not replace the legal standard for significance (i.e., if there is a fair argument, based on substantial evidence in light of the whole record that the project may have a significant effect, the effect should be considered significant) (Guidelines §15064(f)(1). Also see *Communities for a Better Environment v. California Resource Agency* 103 Cal. App. 4th 98 (2002)). In other words, the adoption of a regulatory standard does not create an irrebuttable presumption that impacts below the regulatory standard are less than significant.

Summary of CEQA Thresholds at Air Districts

This section briefly summarizes the evolution of air district CEQA significance thresholds. Ventura County APCD, in 1980, was the first air district in California that formally adopted CEQA significance thresholds. Their first CEQA assessment document contained impact thresholds based on project type: residential, nonresidential, and government. Then, as now, the District's primary CEQA thresholds applied only to ROG and NO_x. The 1980 Guidelines did not address other air pollutants.

Santa Barbara County APCD and the Bay Area AQMD adopted thresholds in 1985. The South Coast AQMD recommended regional air quality thresholds in 1987 for CO, SO_2, NO_2, particulates, ROG, and lead. Most of the other California air districts adopted CEQA guidance and thresholds during the 1990's. Air districts have updated their thresholds and guidelines several times since they were first published.

Originally, most districts that established CEQA thresholds focused on criteria pollutants for which the district was nonattainment and the thresholds only addressed project level impacts. Updates during the 1990's began to add additional air quality impacts such as odors, toxic air contaminants and construction. Several air districts also developed thresholds for General Plans that relied on an assessment of the plan consistency with the district's air quality plans. A consistency analysis involves comparing the project's land use to that of the general plan and the population and employment increase to the forecasts underlying the assumptions used to develop the air quality plan.

Most air district thresholds for CEQA are based on the threshold for review under the New Source Review (NSR). The NSR threshold level is set by district rule and is different depending on the nonattainment classification of the air district. Areas with a less severe classification have a higher NSR trigger level while the most polluted areas have the lowest NSR trigger level. Some districts, such as Ventura County APCD, have significantly lower CEQA thresholds that are not tied to the NSR requirements. In Ventura, one set of CEQA thresholds is 25 pounds per day for all regions of Ventura County, except the Ojai Valley. The second set of CEQA thresholds was set at 5 pounds per day for the Ojai Valley.

The Sacramento Metropolitan AQMD bases its thresholds for ozone precursors on the projected land use share of emission reductions needed for attainment. The emission reductions needed to reach attainment are based on commitments made in the state implementation plan (SIP) prepared for the federal clean air act.

CEQA Considerations in Setting Thresholds

Public agencies use significance thresholds to disclose to their constituents how they plan on evaluating and characterizing the severity of various environmental impacts that could be associated with discretionary projects that they review. Significance thresholds are also used to help identify the level of mitigation needed to reduce a potentially significant impact to a less than significant level and to determine what type of an environmental document should be prepared for a project; primarily a negative declaration, mitigated negative declaration or an environmental impact report.

While public agencies are not required to develop significance thresholds, if they decide to develop them, they are required to adopt them by ordinance, resolution, rule or regulation through a public process. A lead agency is not restrained from adopting any significance threshold it sees as appropriate, as long as it is based on substantial evidence. CEQA Guidelines §15064.7 encourages public agencies to develop and publish significance thresholds that are identifiable, quantitative, qualitative or performance level that the agency uses in the determination of the significance of environmental effects. The courts have ruled that a "threshold of significance" for a given environmental effect is simply that level at which the lead agency finds the effects of the project to be significant.

Before an agency determines its course with regard to climate change and CEQA, it must be made clear that a threshold, or the absence of one, will not relieve a lead agency from having to prepare an EIR or legal challenges to the adequacy of an analysis leading to a conclusion, or lack of a conclusion, of significance under CEQA. CEQA has generally favored the preparation of an EIR where there is any substantial evidence to support a fair argument that a significant adverse environmental impact may occur due to a proposed project. This paper explores three alternative approaches to thresholds, including a no threshold option, a zero threshold option and a non-zero threshold option.

<u>Fair Argument Considerations</u>

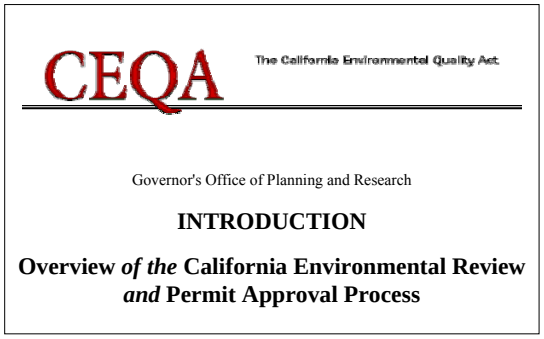
Under the CEQA fair argument standard, an EIR must be prepared whenever it can be fairly argued, based on substantial evidence in the administrative record, that a project may have a significant adverse effect on the environment. "Substantial evidence" comprises "enough relevant information and reasonable inferences from this information that a fair argument can be made to support a conclusion, even though other conclusions might also be reached." (Guidelines §15384) This means that if factual information is presented to the public agency that there is a reasonable possibility the project could have

a significant effect on the environment, an EIR is required even if the public agency has information to the contrary (Guidelines §15064 (f)).

The courts have held that the fair argument standard "establishes a low threshold for initial preparation of an EIR, which reflects a preference for resolving doubts in favor of environmental review." (*Santa Teresa Citizen Action Group v. City of San Jose* [2003] 114 Cal.App.4th 689) Although the determination of whether a fair argument exists is made by the public agency, that determination is subject to judicial scrutiny when challenged in litigation. When the question is whether an EIR should have been prepared, the court will review the administrative record for factual evidence supporting a fair argument.

The fair argument standard essentially empowers project opponents to force preparation of an EIR by introducing factual evidence into the record that asserts that the project may have a significant effect on the environment. This evidence does not need to be conclusive regarding the potential significant effect.

In 1998, the Resources Agency amended the State CEQA Guidelines to encourage the use of thresholds of significance. Guidelines §15064 (h) provided that when a project's impacts did not exceed adopted standards, the impacts were to be considered less than significant. The section went on to describe the types of adopted standards that were to be considered thresholds. Guidelines § 15064.7 provided that agencies may adopt thresholds of significance to guide their determinations of significance. Both of these sections were challenged when environmental groups sued the Resources Agency in 2000 over the amendments. The trial court concluded that §15064.7 was proper, if it was applied in the context of the fair argument standard.



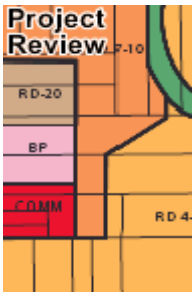
At the appellate court level, §15064(h) was invalidated.[2] Establishing a presumption that meeting an adopted standard would avoid significant impacts was "inconsistent with controlling CEQA law governing the fair argument approach." The Court of Appeal explained that requiring agencies to comply with a regulatory standard "relieves the agency of a duty it would have under the fair argument approach to look at evidence beyond the regulatory standard, or in contravention of the standard, in deciding whether an EIR must be prepared. Under the fair argument approach, any substantial evidence supporting a fair argument that a project may have a significant environmental effect would trigger the preparation of an EIR." (*Communities for a Better Environment v. California Resources Agency* [2002] 103 Cal.App.4th 98)

[2] Prior §15064(h) has been removed from the State CEQA Guidelines. Current §15064(h) discusses cumulative impacts.

In summary, CEQA law does not require a lead agency to establish significance thresholds for GHG. CEQA guidelines encourage the development of thresholds, but the absence of an adopted threshold does not relieve the agency from the obligation to determine significance.

Defensibility of CEQA Analyses

The basic purposes of CEQA, as set out in the State CEQA Guidelines, include: (1) informing decision makers and the public about the significant environmental effects of proposed projects; (2) identifying ways to reduce or avoid those impacts; (3) requiring the implementation of feasible mitigation measures or alternatives that would reduce or avoid those impacts; and (4) requiring public agencies to disclose their reasons for approving any project that would have significant and unavoidable impacts (Guidelines §15002). CEQA is enforced through civil litigation over procedure (i.e., did the public agency follow the correct CEQA procedures?) and adequacy (i.e., has the potential for impacts been disclosed, analyzed, and mitigated to the extent feasible?).



The California Supreme Court has held that CEQA is "to be interpreted in such manner as to afford the fullest possible protection to the environment within the reasonable scope of the statutory language." (*Friends of Mammoth v. Board of Supervisors* [1972] 8 Cal.3d 247, 259) Within that context, the role of the courts is to weigh the facts in each case and apply their judgment. Although the court may rule on the adequacy of the CEQA work, the court is not empowered to act in the place of the public agency to approve or deny the project for which the CEQA document was prepared. Further, the court's review is limited to the evidence contained in the administrative record that was before the public agency when it acted on the project.

Putting aside the issue of CEQA procedure, the defensibility of a CEQA analysis rests on the following concerns:

- whether the public agency has sufficiently analyzed the environmental consequences to enable decision makers to make an intelligent decision;
- whether the conclusions of the public agency are supported by substantial evidence in the administrative record; and
- whether the agency has made a good faith effort at the full disclosure of significant effects.

CEQA analyses need not be perfect or exhaustive -- the depth and breadth of the analysis is limited to what is "reasonably feasible." (Guidelines §15151) At the same time, the analysis "must include detail sufficient to enable those who did not participate in its preparation to understand and to consider meaningfully the issues raised by the proposed

project." (Laurel Heights Improvement Assn. v. Regents of University of California (1988) 47 Cal.3d 376)

By itself, establishment of a GHG threshold will not insulate individual CEQA analyses from challenge. Defensibility depends upon the adequacy of the analysis prepared by the lead agency and the process followed. However, the threshold can help to define the boundaries of what is a reasonable analysis by establishing when an analysis will be required and the basic scope of that analysis. The threshold would attempt to define the point at which an analysis will be required and when a level of impact becomes significant, requiring preparation of an EIR. If the threshold includes recommendations for the method or methods of analysis, it can establish the minimum level of analysis to address this issue.

Considerations in Setting Thresholds for Stationary Source Projects

In many respects, the analysis of GHG emissions from stationary sources is much more straightforward than the analysis of land use patterns, forecasted energy consumption, and emissions from mobile sources. The reason is that, for the most part, the latter analyses depend largely on predictive models with myriad inputs and have a wider range of error. Emissions from stationary sources involve a greater reliance on mass and energy balance calculations and direct measurements of emissions from the same or similar sources. Energy demand is more directly tied to production, and even associated mobile source emissions will likely fall within narrower predictive windows.

Implementing CEQA Without a Threshold

A lead agency is not required to establish significance thresholds for GHG emissions from stationary sources. The lead agency may find that it needs more information or experience evaluating GHG from these types of projects to determine an appropriate significance threshold. As with other project types, the lead agency could conduct a project specific analysis to determine whether an environmental impact report is needed and to determine the level of mitigation that is appropriate. The agency might also rely on thresholds established for criteria pollutants as a screening method, and analyze GHG emissions (and require mitigation) from projects with emissions above the criteria pollutant thresholds. Over time, the agency could amass information and experience with specific project categories that would support establishing explicit thresholds. The lead agency may also choose to base local CEQA thresholds on state guidelines or on the category-specific reduction targets established by ARB in its scoping plan for implementing AB32. Resource constraints and other considerations associated with implementing CEQA without GHG thresholds for stationary sources would be similar to those outlined for other types of projects (see Chapter 5 – No Threshold Option).

Implementing CEQA with Threshold of Zero

A lead agency may find that any increase in GHG emissions is potentially significant under CEQA. The resources and other considerations for implementing a threshold of zero for stationary sources are the same as those outlined for other types of projects (see Chapter 6 – Zero Threshold Option).

Implementing CEQA with a Non-Zero Threshold

A lead agency may identify one or more non-zero thresholds for significance of emissions of GHG from stationary sources. The agency could elect to rely on existing thresholds for reviewing new or modified stationary sources of GHG, if the state or local air district has established any. The agency could also apply the threshold(s) established for non-stationary sources to GHG emissions from stationary sources. Significance thresholds could also be established by ordinance, rule, or policy for a given category of stationary sources; this approach is especially conducive to a tiered threshold approach. For example, the agency could establish significance and mitigation tiers for stationary compression-ignition diesel-fueled generators. Under such an approach, the project proponent could be first required to use a lower GHG-emitting power source if feasible, and if not, to apply mitigation based on the size of the generator and other defined considerations, such as hours of operation. Certain classes of generators could be found to be insignificant under CEQA (e.g., those used for emergency stand-by power only, with a limit on the annual hours of use). As with non-stationary projects, the goal of establishing non-zero thresholds is to maximize environmental protection, while minimizing resources used. Resource and other considerations outlined for non-stationary projects are applicable here (see Chapter 7 – Non-Zero Threshold Options).

Implementing CEQA with Different Thresholds for Stationary and Non-stationary Projects

Although a lead agency may apply the same thresholds to stationary and non-stationary projects, it is not required to do so. There are, in fact, some important distinctions between the two types of projects that could support applying different thresholds. The lead agency should consider the methods used to estimate emissions. Are the estimates a "best/worst reasonable scenario" or are they based on theoretical maximum operation? How accurate are the estimates (are they based on models, simulations, emission factors, source test data, manufacturer specifications, etc.)? To what extent could emissions be reduced through regulations after the project is constructed if they were found to be greater than originally expected (i.e., is it possible to retrofit emissions control technology onto the source(s) of GHG at a later date, how long is the expected project life, etc.)? Are there emission limits or emissions control regulations (such as New Source Review) that provide certainty that emissions will be mitigated? Generally, stationary source emissions are based on maximum emissions (theoretical or allowed under law or regulation), are more accurate, and are more amenable to retrofit at a later time than non-stationary source emissions. It is also more likely that category specific

rules or some form of NSR will apply to stationary sources than non-stationary projects. Notwithstanding, it is almost always more effective and cost-efficient to apply emission reduction technology at the design phase of a project. There are, therefore, a number of considerations that need to be evaluated and weighed before establishing thresholds – and which may support different thresholds for stationary and non-stationary projects. Furthermore, the considerations may change over time as new regulations are established and as emissions estimation techniques and control technology evolves.

Direct GHG Emissions from Stationary Sources

The main focus of this paper has been the consideration of projects that do not, in the main, involve stationary sources of air pollution, because stationary source projects are generally a smaller percentage of the projects seen by most local land use agencies. That said, some discussion of stationary sources is warranted. As the broader program for regulating GHG from these sources is developed, the strategies for addressing them under CEQA will likely become more refined.

The primary focus of analysis of stationary source emissions has traditionally been those pollutants that are directly emitted by the source, whether through a stack or as fugitive releases (such as leaks). CAPCOA conducted a simplified analysis of permitting activity to estimate the number of stationary source projects with potentially significant emissions of greenhouse gases that might be seen over the course of a year. This analysis looked only at stationary combustion sources (such as boilers and generators), and only considered direct emissions. A lead agency under CEQA may see a different profile of projects than the data provided here suggest, depending on what other resources are affected by projects. In addition, air districts review like-kind replacements of equipment to ensure the new equipment meets current standards, but such actions might not constitute a project for many land use agencies or other media regulators. The data does provide a useful benchmark, however, for lead agencies to assess the order of magnitude of potential stationary source projects. A similar analysis is included for non-stationary projects in Chapter 7.

Table 1: Analysis of GHG Emissions from Stationary Combustion Equipment Permits[3]

	BAAQMD	SMAQMD	SJVUAPCD	SCAQMD
Total Applications for Year	1499	778	1535	1179
Affected at threshold of:				
900 metric tons/year	26	43	63	108
10,000 metric tons/year	7	5	26	8
25,000 metric tons/year	3	1	11	4

[3] District data varies based on specific local regulations and methodologies.

Emissions from Energy Use

In addition to the direct emissions of GHG from stationary projects, CEQA will likely need to consider the project's projected energy use. This could include an analysis of opportunities for energy efficiency, onsite clean power generation (e.g., heat/energy recovery, co-generation, geothermal, solar, or wind), and the use of dedicated power contracts as compared to the portfolio of generally available power. In some industries, water use and conservation may provide substantial GHG emissions reductions, so the CEQA analysis should consider alternatives that reduce water consumption and wastewater discharge. The stationary project may also have the opportunity to use raw or feedstock materials that have a smaller GHG footprint; material substitution should be evaluated where information is available to do so.

Emissions from Associated Mobile Sources

The stationary project will also include emissions from associated mobile sources. These will include three basic components: emissions from employee trips, emissions from delivery of raw or feedstock materials, and emissions from product transport. Employee trips can be evaluated using trip estimation as is done for non-stationary projects, and mitigations would include such measures as providing access to and incentives for use of public transportation, accessibility for bicycle and pedestrian modes of transport, employer supported car or vanpools (including policies such as guaranteed rides home, etc). Upstream and downstream emissions related to goods movement can also be estimated with available models. The evaluation will need to determine the extent of the transport chain that should be included (to ensure that all emissions in the chain have been evaluated and mitigated, but to avoid double counting). Mitigations could include direct actions by operators who own their own fleet, or could be implemented through contractual arrangements with independent carriers; again, the evaluation will need to consider how far up and down the chain mitigation is feasible and can be reasonably required.

Comparing Emissions Changes Across Pollutant Categories

The potential exists for certain GHG reduction measures to increase emissions of criteria and toxic pollutants known to cause or aggravate respiratory, cardiovascular, and other health problems. For instance, GHG reduction efforts such as alternative fuels and methane digesters may create significant levels of increased pollutants that are detrimental to the health of the nearby population (e.g.; particulate matter, ozone precursors, toxic air contaminants). Such considerations should be included in any CEQA analysis of a project's environmental impacts. While there are many win-win

strategies that can reduce both GHG and criteria/toxic pollutant emissions, when faced with situations that involve tradeoffs between the two, the more immediate public health concerns that may arise from an increase in criteria or toxic pollutant emissions should take precedence. GHG emission reductions could be achieved offsite through other mitigation programs.

Introduction

Under state law, it is the purview of each lead agency to determine what, if any, significance thresholds will be established to guide its review of projects under CEQA. While the state does provide guidelines for implementing CEQA, the guidelines have left the decision of whether to establish thresholds (and if so, at what level) to individual lead agencies. Frequently, lead agencies consult with resource-specific agencies (such as air districts) for assistance in determining what constitutes a significant impact on that specific resource.

With the passage of AB 32, the ARB has broad authority to regulate GHG emissions as necessary to meet the emission reduction goals of the statute. This may include authority to establish emission reduction requirements for new land use projects, and may also enable them to recommend statewide thresholds for GHG under CEQA.

In developing this white paper, CAPCOA recognizes that, as the GHG reduction program evolves over time, GHG thresholds and other policies and procedures for CEQA may undergo significant revision, and that uniform statewide thresholds and procedures may be established. This paper is intended to serve as a resource for public agencies until such time that statewide guidance is established, recognizing that decisions will need to be made about GHG emissions from projects before such guidance is available. This paper is not, however, uniform statewide guidance. As stated before, it outlines several possible approaches without endorsing any one over the others.

Some air districts may choose to use this paper to support their establishment of guidance for GHG under CEQA, including thresholds. This paper does not, nor should it be construed to require a district to implement any of the approaches evaluated here. Decisions about whether to provide formal local guidance on CEQA for projects with GHG emissions, including the question of thresholds, will be made by individual district boards.

Each of the 35 air districts operates independently and has its own set of regulations and programs to address the emissions from stationary, area and mobile sources, consistent with state and federal laws, regulations, and guidelines. The independence of the districts allows specific air quality problems to be addressed on a local level. In addition, districts have also established local CEQA thresholds of significance for criteria pollutants – also to address the specific air quality problems relative to that particular district.

The overall goal of air district thresholds is to achieve and maintain health based air quality standards within their respective air basins and to reduce transport of emissions to other air basins. In establishing recommended thresholds, air districts consider the existing emission inventory of criteria pollutants and the amount of emission reductions needed to attain and maintain ambient air quality standards.

However, unlike criteria pollutants where individual districts are characterized by varying levels of pollutant concentrations and source types, greenhouse gases (GHG) and their attendant climate change ramifications are a global problem and, therefore, may suggest a uniform approach to solutions that ensure both progress and equity.

Under SB97, the Office of Planning and Research is directed to prepare, develop, and transmit to the Resources Agency guidelines for the feasible mitigation of GHG emissions or the effects of GHG emissions through CEQA by July 1, 2009. Those guidelines may recommend thresholds. As stated, this paper is intended to provide a common platform of information and tools to support local decision makers until such time that statewide guidance or requirements are promulgated.

Local Ability to Promulgate District-Specific GHG Thresholds

One of the primary reasons behind the creation of air districts in California is the recognition that some regions within the state face more critical air pollution problems than others and, as has often been pointed out – one size does not fit all. For example, a "Serious" federal nonattainment district would need greater emission reductions than a district already in attainment – and, therefore, the more "serious" district would set its criteria pollutant CEQA thresholds of significance much lower than the air district already in attainment.

The action of GHGs is global in nature, rather than local or regional (or even statewide or national). Ultimately there may be a program that is global, or at least national in scope. That said, actions taken by a state, region, or local government can contribute to the solution of the global problem. Local governments are not barred from developing and implementing programs to address GHGs. In the context of California and CEQA, lead agencies have the primary responsibility and authority to determine the significance of a project's impacts.

Further, air districts have primary authority under state law for "control of air pollution from all sources, other than emissions from motor vehicles." (H&SC §40000) The term air contaminant or "air pollutant" is defined extremely broadly, to mean "any discharge, release, or other propagation into the atmosphere" and includes, but is not limited to, soot, carbon, fumes, gases, particulate matter, etc. Greenhouse gases and other global warming pollutants such as black carbon would certainly be included in this definition, just as the U.S. Supreme Court held in Massachusetts v. EPA that greenhouse gases were air pollutants under the federal Clean Air Act. Therefore, air districts have the primary authority to regulate global warming pollutants from nonvehicular sources. AB 32 does not change this result. Although it gives wide responsibility to CARB to regulate greenhouse gases from all sources, including nonvehicular sources, it does not preempt the districts. AB 32 specifically states That "nothing in this division shall limit or expand the existing authority of any district..."(H&SC § 38594). Thus, districts and CARB retain concurrent authority over nonvehicular source greenhouse gas emissions.

Introduction

The CEQA statutes do not require an air district or any lead agency to establish significance thresholds under CEQA for any pollutant. While there are considerations that support the establishment of thresholds (which are discussed in other sections of this document), there is no obligation to do so.

An air district or other lead agency may elect not to establish significance thresholds for a number of reasons. The agency may believe that the global nature of the climate change problem necessitates a statewide or national framework for consideration of environmental impacts. SB 97 directs OPR to develop "guidelines for the mitigation of greenhouse gas emissions or the effects of greenhouse gas emissions by July 1, 2009," and directs the California Resources Agency to certify and adopt the guidelines by June 30, 2010.

An agency may also believe there is insufficient information to support selecting one specific threshold over another. As described earlier, air districts have historically set CEQA thresholds for air pollutants in the context of the local clean air plan, or (in the case of toxic air pollutants) within the framework of a rule or policy that manages risks and exposures due to toxic pollutants. There is no current framework that would similarly manage impacts of greenhouse gas pollutants, although the CARB is directed to establish one by June 30, 2009, pursuant to AB 32. A local agency may decide to defer any consideration of thresholds until this framework is in place.

Finally, an agency may believe that the significance of a given project should be assessed on a case-by-case basis in the context of the project at the time it comes forward.

Implementing CEQA Without Significance Thresholds for GHG

The absence of a threshold does not in any way relieve agencies of their obligations to address GHG emissions from projects under CEQA. The implications of not having a threshold are different depending on the role the agency has under CEQA – whether it is acting in an advisory capacity, as a responsible agency, or as a lead agency.

<u>Implications of No Thresholds for an Agency Acting in an Advisory Capacity</u>

Air districts typically act in an advisory capacity to local governments in establishing the framework for environmental review of air pollution impacts under CEQA. This may include recommendations regarding significance thresholds, analytical tools to assess emissions and impacts, and mitigations for potentially significant impacts. Although districts will also address some of these issues on a project-specific basis as responsible agencies, they may provide general guidance to local governments on these issues that

are program wide, and these are advisory (unless they have been established by regulation).

An air district that has not established significance thresholds for GHG will not provide guidance to local governments on this issue. This does not prevent the local government from establishing thresholds under its own authority. One possible result of this would be the establishment of different thresholds by cities and counties within the air district. Alternatively, the air district could advise local governments not to set thresholds and those jurisdictions may follow the air district's guidance.

It is important to note here (as has been clearly stated by the Attorney General in comments and filings) that lack of a threshold does *not* mean lack of significance. An agency may argue lack of significance for any project, but that argument would have to be carried forth on a case-by-case, project specific basis. By extension then, a decision not to establish thresholds for GHG is likely to result in a greater workload for responsible and lead agencies as they consider individual projects under CEQA.

Implications of No Thresholds for a Responsible Agency

If there are no established thresholds of significance, the significance of each project will have to be determined during the course of review. The responsible agency (e.g., the air district) will review each project referred by the lead agency. The review may be qualitative or quantitative in nature. A qualitative review would discuss the nature of GHG emissions expected and their potential effect on climate change as the district understands it. It could also include a discussion of the relative merits of alternative scenarios. A quantitative analysis would evaluate, to the extent possible, the expected GHG emissions; it would also need to evaluate their potential effect on climate change and might include corresponding analysis of alternatives. The air district, as a responsible agency, may also identify mitigation measures for the project.

The lack of established thresholds will make the determination of significance more resource intensive for each project. The district may defer to the lead agency to make this determination, however the district may be obligated, as a responsible agency, to evaluate the analysis and determination.

Implications of No Thresholds for a Lead Agency

The main impact of not having significance thresholds will be on the primary evaluation of projects by the lead agency. Without significance thresholds, the agency will have to conduct some level of analysis of every project to determine whether an environmental impact report is needed. There are three fundamental approaches to the case-by-case analysis of significance, including presumptions of significance or insignificance, or no presumption:

1. The agency can begin with a presumption of significance and the analysis would be used to support a case-specific finding of no significance. This is similar to establishing a threshold of zero, except that here, the "threshold" is rebuttable. This approach may result in a large number of projects proceeding to preparation of an environmental impact report. Because of the attendant costs, project proponents may challenge the determination of significance, although formal challenge is less likely than attempts to influence the determination.

2. The agency can begin with a presumption of insignificance, and the analysis would be used to support a case-specific finding of significance. A presumption of insignificance could be based on the perspective that it would be speculative to attempt to identify the significance of GHG emissions from a project relative to climate change on a global scale. This approach might reduce the number of projects proceeding to preparation of environmental impact reports. It is likely to have greater success with smaller projects than larger ones, and a presumption of *insignificance* may be more likely to be challenged by project opponents.

3. It is not necessary for the lead agency to have any presumption either way. The agency could approach each project from a *tabula rasa* perspective, and have the determination of significance more broadly tied to the specific context of the project; this approach is likely to be resource intensive, and creates the greatest uncertainty for project proponents. To the extent that it results in a lead agency approving similar projects based on different determinations of significance for GHG emissions, it may be more vulnerable to challenge from either proponents or opponents of the project. Alternatively, in the absence of either thresholds or presumptions, the lead agency could use each determination of significance to build its approach in the same way that subsequent judgments define the law.

Relevant Citations

The full text of relevant citations is in Appendix A.

Public Resources Code – §21082.2, Significant Effect on Environment; Determination; Environmental Impact Report Preparation.

State CEQA Guidelines – §15064, Determining the Significance of the Environmental Effects Caused by a Project.

Introduction

If an air district or lead agency determines that any degree of project-related increase in GHG emissions would contribute considerably to climate change and therefore would be a significant impact, it could adopt a zero-emission threshold to identify projects that would need to reduce their emissions. A lead agency may determine that a zero-emission threshold is justified even if other experts may disagree. A lead agency is not prevented from adopting any significance threshold it sees as appropriate, as long as it is based on substantial evidence.

If the zero threshold option is chosen, all projects subject to CEQA would be required to quantify and mitigate their GHG emissions, regardless of the size of the project or the availability of GHG reduction measures available to reduce the project's emissions. Projects that could not meet the zero-emission threshold would be required to prepare environmental impact reports to disclose the unmitigable significant impact, and develop the justification for a statement of overriding consideration to be adopted by the lead agency.

Implementing CEQA With a Zero Threshold for GHG

The scientific community overwhelmingly agrees that the earth's climate is becoming warmer, and that human activity is playing a role in climate change. Unlike other environmental impacts, climate change is a global phenomenon in that all GHG emissions generated throughout the earth contribute to it. Consequently, both large and small GHG generators cause the impact. While it may be true that many GHG sources are individually too small to make any noticeable difference to climate change, it is also true that the countless small sources around the globe combine to produce a very substantial portion of total GHG emissions.

A zero threshold approach is based on a belief that, 1) all GHG emissions contribute to global climate change and could be considered significant, and 2) not controlling emissions from smaller sources would be neglecting a major portion of the GHG inventory.

CEQA explicitly gives lead agencies the authority to choose thresholds of significance. CEQA defers to lead agency discretion when choosing thresholds. Consequently, a zero-emission threshold has merits.

The CEQA review process for evaluating a project's impact on global climate change under the zero threshold option would involve several components. Air quality sections would be written by lead agencies to include discussions on climate change in CEQA documents, GHG emissions would be calculated, and a determination of significance would be made. The local air districts would review and comment on the climate change discussions in environmental documents. Lead agencies may then revise final EIRs to accommodate air district comments. More than likely, mitigation measures will be specified for the project, and a mitigation monitoring program will need to be put in place to ensure that these measures are being implemented.

Since CEQA requires mitigation to a less than significant level, it is conceivable that many projects subjected to a zero threshold could only be deemed less than significant with offsite reductions or the opportunity to purchase greenhouse gas emission reduction credits. GHG emission reduction credits are becoming more readily available however the quality of the credits varies considerably. High quality credits are generated by actions or projects that have clearly demonstrated emission reductions that are real, permanent, verifiable, enforceable, and not otherwise required by law or regulation. When the pre- or post-project emissions are not well quantified or cannot be independently confirmed, they are considered to be of lesser quality. Similarly, if the reductions are temporary in nature, they are also considered to be poor quality. Adoption of a zero threshold should consider the near-term availability and the quality of potential offsets.

There are also environmental justice concerns about the effects of using offsite mitigations or emission reduction credits to offset, or mitigate, the impacts of a new project. Although GHGs are global pollutants, some of them are emitted with co-pollutants that have significant near-source or regional impacts. Any time that increases in emissions at a specific site will be mitigated at a remote location or using emission reduction credits, the agency evaluating the project should ensure that it does not create disproportionate impacts.

Administrative Considerations

If electing to pursue a zero threshold, an air district or lead agency should consider the administrative costs and the environmental review system capacity. Some projects that previously would have qualified for an exemption could require further substantial analysis, including preparation of a Negative Declaration (ND), a Mitigated Negative Declaration (MND) or an EIR. Moreover, the trade-offs between the volume of projects requiring review and the quality of consideration given to reviews should be considered. It may also be useful to consider whether meaningful mitigation can be achieved from smaller projects.

Consideration of Exemptions from CEQA

A practical concern about identifying GHG emissions as a broad cumulative impact is whether the zero threshold option will preclude a lead agency from approving a large set of otherwise qualified projects utilizing a Categorical Exemption, ND, or MND. The results could be a substantial increase in the number of EIR's. This is a valid and challenging concern, particularly for any threshold approach that is based on a zero threshold for net GHG emission increases.

CEQA has specified exceptions to the use of a categorical exception. Specifically, CEQA Guidelines §15300.2 includes the following exceptions:

"(b) Cumulative Impact. All exemptions for these classes are inapplicable when the cumulative impact of successive projects of the same type in the same place, over time is significant."

(c) Significant Effect. A categorical exemption shall not be used for an activity where there is a reasonable possibility that the activity will have a significant effect on the environment due to unusual circumstances."

These CEQA Guidelines sections could be argued to mean that any net increase in GHG emissions would preclude the use of a categorical exemption. However, as described below, if the following can be shown, then the exceptions above could be argued not to apply:

(1) Cumulative local, regional and/or state GHG emissions are being reduced or will be reduced by adopted, funded, and feasible measures in order to meet broader state targets.

(2) Mandatory state or local GHG reduction measures would apply to the project's emissions such that broader GHG reduction goals would still be met and the project contributions would not be cumulatively considerable.

(3) Project GHG emissions are below an adopted significance threshold designed to take into account the cumulative nature of GHG emissions.

A similar argument could be made relative to the use of a ND (provided no additional mitigation (beyond existing mandates) is required to control GHG emissions) and to the use of a MND instead of an EIR. However, due to the "fair argument" standard, which is discussed in Chapter 3, caution is recommended in use of a ND or MND unless all three elements above can be fully supported through substantial evidence and there is no substantial evidence to the contrary. Establishing a significance threshold of zero is likely to preclude the use of a categorical exemption.

Relevant Citations

The full text of relevant citations is in Appendix A.

Public Resources Code – §21004, Mitigating or Avoiding a Significant Effect; Powers of Public Agency.

State CEQA Guidelines – §15064, Determining the Significance of the Environmental Effects Caused by a Project.

State CEQA Guidelines – §15130, Discussion of Cumulative Impacts.

State CEQA Guidelines – §15064.7, Thresholds of Significance.

Introduction

A non-zero threshold could minimize the resources spent reviewing environmental analyses that do not result in real GHG reductions or to prevent the environmental review system from being overwhelmed. The practical advantages of considering non-zero thresholds for GHG significance determinations can fit into the concept regarding whether the project's GHG emissions represent a "considerable contribution to the cumulative impact" and therefore warrant analysis.

Specifying a non-zero threshold could be construed as setting a *de minimis* value for a cumulative impact. In effect, this would be indicating that there are certain GHG emission sources that are so small that they would not contribute substantially to the global GHG budget. This could be interpreted as allowing public agencies to approve certain projects without requiring any mitigation of their GHG. Any threshold framework should include a proper context to address the *de minimis* issue. However, the CEQA Guidelines recognize that there may be a point where a project's contribution, although above zero, would not be a *considerable contribution* to the cumulative impact and, therefore, not trigger the need for a significance determination.

GHG emissions from all sources are under the purview of CARB and as such may eventually be "regulated" no matter how small. Virtually all projects will result in some direct or indirect release of GHG. However, a decision by CARB to regulate a class of sources does not necessarily mean that an individual source in that class would constitute a project with significant GHG impacts under CEQA. For example, CARB has established criteria pollutant emission standards for automobiles, but the purchase and use of a single new car is not considered a project with significant impacts under CEQA. At the same time, it is important to note that it is likely that all meaningful sources of emissions, no matter how small are likely to be considered for regulation under AB 32. It is expected that projects will have to achieve some level of GHG reduction to comply with CARB's regulations meant to implement AB 32. As such all projects will have to play a part in reducing our GHG emissions budget and no project, however small, is truly being considered *de minimis* under CARB's regulations.

This chapter evaluates a range of conceptual approaches toward developing GHG significance criteria. The air districts retained the services of J&S an environmental consulting, firm to assist with the development of a Statute and Executive Order-based threshold (Approach 1) and a tiered threshold (Approach 2) based on a prescribed list of tasks and deliverables. Time and financial constraints limited the scope and depth of this analysis, however, the work presented here may be useful in developing interim guidance while AB 32 is being implemented. J&S recognized that approaches other than those described here could be used.

As directed, J&S explored some overarching issues, such as:

- what constitutes "new" emissions?

- how should "baseline emissions" be established?
- what is cumulatively "considerable" under CEQA?
- what is "business as usual" ? and
- should an analysis include "life-cycle" emissions?

The answers to these issues were key to evaluating each of the threshold concepts.

Approach 1 – Statute and Executive Order Approach

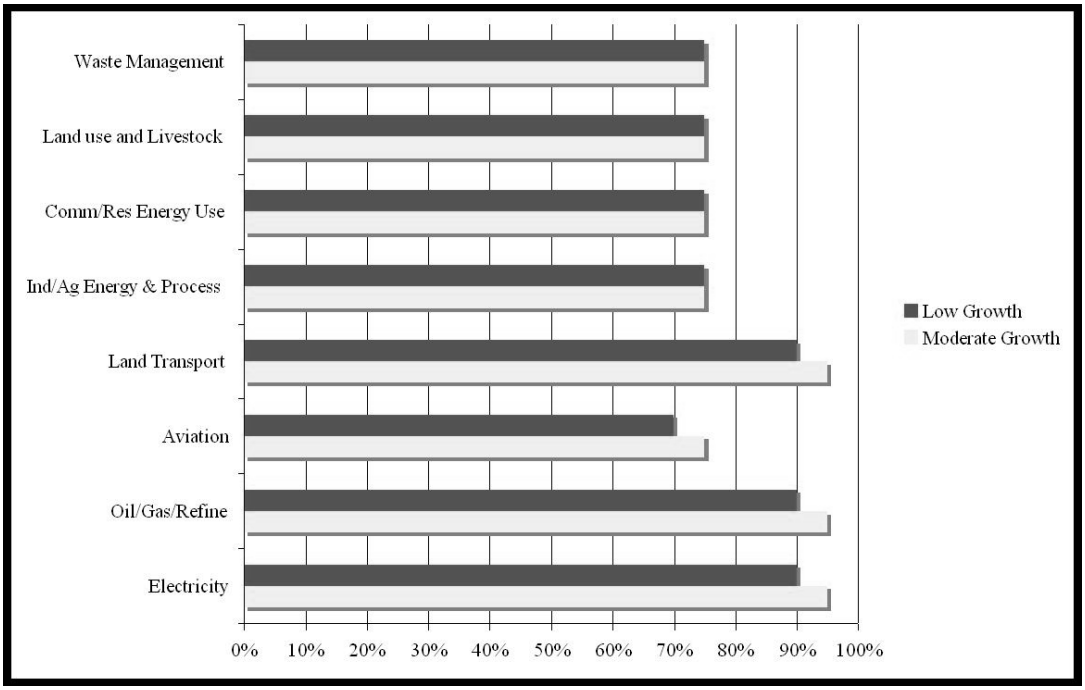
Thresholds could be grounded in existing mandates and their associated GHG emission reduction targets. A project would be required to meet the targets, or reduce GHG emissions to the targets, to be considered less than significant.

AB 32 and S-3-05 target the reduction of statewide emissions. It should be made clear that AB 32 and S-3-05 do not specify that the emissions reductions should be achieved through uniform reduction by geographic location or by emission source characteristics. For example, it is conceivable, although unlikely, that AB 32 goals could be achieved by new regulations that only apply to urban areas or that only apply to the transportation and/or energy sector. However, this approach to evaluating GHG under CEQA is based on the presumption that a new project must at least be consistent with AB 32 GHG emission reduction mandates.

The goal of AB 32 and S-3-05 is the significant reduction of future GHG emissions in a state that is expected to rapidly grow in both population and economic output. As such, there will have to be a significant reduction in the per capita GHG output for these goals to be met. CEQA is generally used to slow or zero the impact of new emissions, leaving the reduction of existing emission sources to be addressed by other regulatory means. With these concepts in mind, four options were identified for statute/executive order-based GHG significance thresholds and are described below.

<u>Threshold 1.1: AB 32/S-3-05 Derived Uniform Percentage-Based Reduction.</u> AB 32 requires the state to reduce California-wide GHG emissions to 1990 levels by 2020. Reducing greenhouse gas emission levels from 2020 to 1990 levels could require a 28 to 33 percent reduction of business-as-usual GHG emissions depending on the methodology used to determine the future emission inventories. The exact percent reduction may change slightly once CARB finalizes its 1990 and 2020 inventory estimates. In this context, business-as-usual means the emissions that would have occurred in the absence of the mandated reductions. The details of the business-as-usual scenario are established by CARB in the assumptions it uses to project what the state's GHG emissions would have been in 2020, and the difference between that level and the level that existed in 1990 constitutes the reductions that must be achieved if the mandated goals are to be met.

This threshold approach would require a project to meet a percent reduction target based on the average reductions needed from the business-as-usual emission from all GHG sources. Using the 2020 target, this approach would require all discretionary projects to achieve a 33 percent reduction from projected business-as-usual emissions in order to be considered less than significant. A more restrictive approach would use the 2050 targets. S-3-05 seeks to reduce GHG emissions to 80 percent below 1990 levels by 2050. To reach the 2050 milestone would require an estimated 90 percent reduction (effective immediately) of business-as-usual emissions. Using this goal as the basis for a significance threshold may be more appropriate to address the long-term adverse impacts associated with global climate change. Note that AB 32 and S-3-05 set emission inventory goals at milestone years; it is unclear how California will progress to these goals in non-milestone years.



SOURCE: ARB 2007

<u>Threshold 1.2: Uniform Percentage-Based (e.g.50%) Reduction for New Development</u>. This threshold is based on a presumption that new development should contribute a greater percent reduction from business-as-usual because greater reductions can be achieved at lower cost from new projects than can be achieved from existing sources. This approach would establish that new development emit 50 percent less GHG emissions than business-as-usual development. This reduction rate is greater than the recommended reduction rate for meeting the Threshold 1.1 2020 target (33 percent) but is significantly less restrictive than the Threshold 1.1 2050 target reduction rate (90 percent). If a 50 percent GHG reduction were achieved from new development, existing emissions would have to be reduced by 25 to 30 percent in order to meet the 2020 emissions goal depending on the year used to determine the baseline inventory. Although this reduction goal is reasonable for achieving the 2020 goal, it would not be possible to

reach the 2050 emissions target with this approach even if existing emissions were 100 percent controlled.

Threshold 1.3: Uniform Percentage-Based Reduction by Economic Sector. This threshold would use a discrete GHG reduction goal specific to the economic sector associated with the project. There would be specific reduction goals for each economic sector, such as residential, commercial, and industrial development. Specifying different reduction thresholds for each market sector allows selection of the best regulatory goal for each sector taking into account available control technology and costs. This approach would avoid over-regulating projects (i.e. requiring emissions to be controlled in excess of existing technology) or under-regulating projects (i.e. discouraging the use of available technology to control emissions in excess of regulations). This approach requires extensive information on the emission inventories and best available control technology for each economic sector. This data will be compiled as CARB develops its scoping plan under AB 32 and its implementing regulations; as a result, this approach will be more viable in the long term.

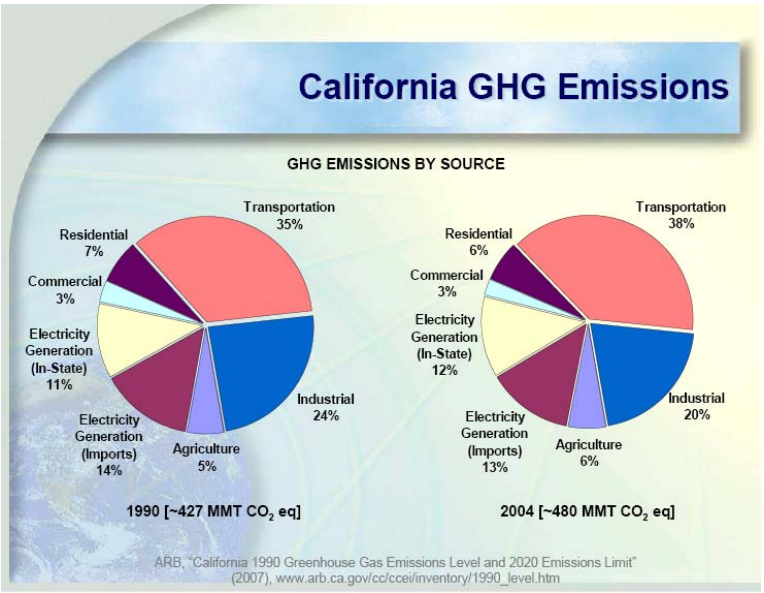
Threshold 1.4: Uniform Percentage-Based Reduction by Region. AB 32 and S-3-05 are written such that they apply to a geographic region (i.e. the entire state of California) rather than on a project or sector level. One could specify regions of the state such as the South Coast Air Basin, Sacramento Valley, or Bay Area which are required to plan (plans could be developed by regional governments, such as councils of governments) and demonstrate compliance with AB 32 and S-3-05 reduction goals at a regional level. To demonstrate that a project has less than significant emissions, one would have to show compliance with the appropriate regional GHG plan. Effectively this approach allows for analysis of GHG emissions at a landscape scale smaller than the state as a whole. Specifying regions in rough correlation to existing air basins or jurisdictional control allows for regional control of emissions and integration with regional emission reduction strategies for criteria and toxic air pollutants. Although differing GHG reduction controls for each region are possible, it is likely that all regions would be

required to achieve 1990 emission inventories by the year 2020 and 80 percent less emissions by 2050. Threshold 1.4 is considered viable long-term significance criteria that is unlikely to be used in the short term.

Implementing CEQA Thresholds Based on Emission Reduction Targets

Characterizing Baseline and Project Emissions

While the population and economy of California is expanding, all new projects can be considered to contribute new emissions. Furthermore, GHG impacts are exclusively cumulative impacts; there are no non-cumulative GHG emission impacts from a climate change perspective. "Business-as-usual" is the projection of GHG emissions at a future date based on current technologies and regulatory requirements in absence of other reductions. For example to determine the future emissions from a power plant for "business-as-usual" one would multiply the projected energy throughput by the current emission factor for that throughput. If adopted regulations (such as those that may be promulgated by CARB for AB 32) dictate that power plant emissions must be reduced at some time in the future, it is appropriate to consider these regulation standards as the new business-as-usual for a future date. In effect, business-as-usual will continue to evolve as regulations manifest. Note that "business-as-usual" defines the CEQA No Project conditions, but does not necessarily form the baseline under CEQA. For instance, it is common to subtract the future traffic with and without a project to determine the future cumulative contribution of a project on traffic conditions. However, existing conditions at the time of issuance of the notice of preparation is normally the baseline.



SOURCE: ARB 2007

Establishing Emission Reduction Targets

One of the obvious drawbacks to using a uniform percent reduction approach to GHG control is that it is difficult to allow for changes in the 1990 and future emission inventories estimates. To determine what emission reductions are required for new projects one would have to know accurately the 1990 budget and efficacy of other GHG promulgated regulations as a function of time. Since CARB will not outline its

regulation strategy for several more years, it is difficult to determine accurately what the new project reductions should be in the short term. Future updates to the 1990 inventory could necessitate changes in thresholds that are based on that inventory. It is important to note that it is difficult to create near term guidance for a uniform reduction threshold strategy since it would require considerable speculation regarding the implementation and effectiveness of forthcoming CARB regulations.

Of greater importance are the assumptions used to make the projected 2020 emission inventories. Projecting future inventories over the next 15-50 years involves substantial uncertainty. Furthermore, there are likely to be federal climate change regulations and possibly additional international GHG emission treaties in the near future. To avoid such speculation, this paper defines all future emission inventories as hypothetical business-as-usual projections.

This white paper is intended to support local decisions about CEQA and GHG in the near term. During this period, it is unlikely that a threshold based on emission reduction targets would need to be changed. However, it is possible that future inventory updates will show that targets developed on the current inventory were not stringent enough, or were more stringent than was actually needed.

Approach 2 – Tiered Approach

The goal of a tiered threshold is to maximize reduction predictability while minimizing administrative burden and costs. This would be accomplished by prescribing feasible mitigation measures based on project size and type, and reserving the detailed review of an EIR for those projects of greater size and complexity. This approach may require inclusion in a General Plan, or adoption of specific rules or ordinances in order to fully and effectively implement it.

A tiered CEQA significance threshold could establish different levels at which to determine if a project would have a significant impact. The tiers could be established based on the gross GHG emission estimates for a project or could be based on the physical size and characteristics of the project. This approach would then prescribe a set of GHG mitigation strategies that would have to be incorporated into the project in order for the project to be considered less than significant.

The framework for a tiered threshold would include the following:

- disclosure of GHG emissions for all projects;
- support for city/county/regional GHG emissions reduction planning;
- creation and use of a “green list” to promote the construction of projects that have desirable GHG emission characteristics;
- a list of mitigation measures;

- a decision tree approach to tiering; and
- quantitative or qualitative thresholds.

Decision-Tree Approach to Tiering

CEQA guidance that allows multiple methodologies to demonstrate GHG significance will facilitate the determination of significance for a broad range of projects/plans that would otherwise be difficult to address with a single non-compound methodology. Even though there could be multiple ways that a project can determine GHG significance using a decision-tree approach, only one methodology need be included in any single CEQA document prepared by the applicant. The presence of multiple methodologies to determine significance is designed to promote flexibility rather than create additional analysis overhead. Figure 1 shows a conceptual approach to significance determination using a tiered approach that shows the multiple routes to significance determination.

Figure 1 Detail Description

Figure 1 pictorially represents how an agency can determine a project's or plan's significance for CEQA analysis using the non-zero threshold methodology. The emissions associated with a project/plan are assumed to have a significant impact unless one can arrive at a less-than-significant finding by at least one of the methodologies below.

1. Demonstrate that a General Plan (GP) or Regional Plan is in Compliance with AB32

   - For most GPs or RPs this will require demonstration that projected 2020 emissions will be equal to or less than 1990 emissions.
   - GPs or RPs are expected to fully document 1990 and 2020 GHG emission inventories.
   - Projection of 2020 emissions is complicated by the fact that CARB is expected to promulgate emission reductions in the short term. Until explicit CARB regulations are in place, unmitigated GP 2020 emission inventories represent business-as-usual scenarios.
   - EIRs for GPs or RPs which demonstrate 2020 mitigated emissions are less than or equal to 1990 emissions are considered less than significant.

2. Demonstrate the Project is Exempt Based on SB 97

   - As specified in SB 97, projects that are funded under November 2006 Proposition 1B (Highway Safety, Traffic Reduction, Air Quality and Port Security Bond Act) and 1C (Disaster Preparedness and Flood Prevention Bond Act) may be exempt from analysis until January 1, 2010.

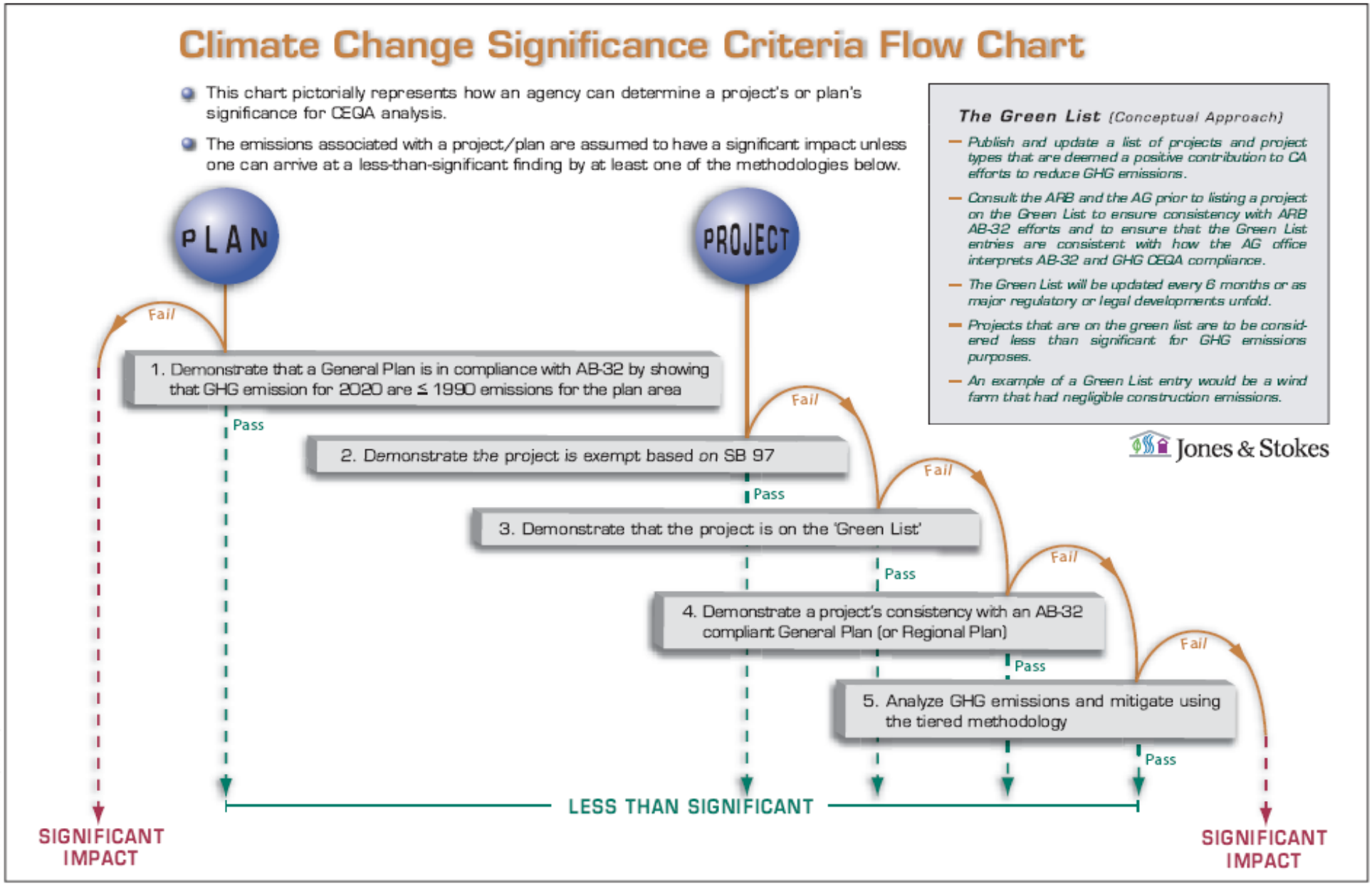


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Figure 1
Climate Change Significance Criteria Flow Chart

- An exemption can be used in an ND, MND, or EIR to support a less than significant finding for GHG impacts.

3. Demonstrate that the Project is on the 'Green List'

- This list would include projects that are deemed a positive contribution to California efforts to reduce GHG emissions. If the project is of the type described on the Green List it is considered less than significant.
- If the Green List entry description requires mitigation for impacts other than GHG, this methodology can be used in MNDs or EIRs; if the Green List entry does not require mitigation this methodology can be used in NDs, MNDs, or EIRs.

4. Demonstrate a Project's Compliance with a General Plan

- If a project is consistent with an appropriate General Plan's Greenhouse Gas Reduction Plan (GGRP), a project can be declared less than significant.
- Note that at this time there are no known jurisdictions that have a GGRP that has been fully subject to CEQA review. While Marin County has adopted a forward-thinking GGRP and it is described in the most recent GP update, the associated EIR does not analyze the secondary environmental impacts of some of the GGRP measures such as tidal energy. While one can reference GGRPs that have not been reviewed fully in CEQA, to attempt to show a project's compliance with such a plan as evidence that the project's GHG emission contributions are less than significant may not be supported by substantial evidence that cumulative emissions are being fully addressed in the particular jurisdiction.
- Compliance with a CEQA-vetted GGRP can be cited as evidence for all CEQA documents (Categorical Exemption, ND, MND, and EIR).

5. Analyze GHG Emissions and Mitigate using the Tiered Methodology

- Guidance and mitigation methodology for various development projects (residential, commercial, industrial) are listed in the form of tiered thresholds. If a project incorporates the mitigation measures specified in the tiered threshold tables the project is considered less than significant.
- All project emissions are considered less than significant if they are less than the threshold(s).
- If the tiered approach requires mitigation, this methodology can be used in MNDs or EIRs; if the tiered approach does not require mitigation this methodology can be used in NDs, MNDs, or EIRs.

The Green List

- The Green List would be a list of projects and project types that are deemed a positive contribution to California's efforts to reduce GHG emissions.
- If this approach is followed, it is suggested that CARB and the Attorney General (AG) are consulted prior to listing a project on the Green List to ensure consistency with CARB AB 32 efforts and to ensure that the Green List entries are consistent with how the AG office interprets AB 32 and GHG CEQA compliance.
- The Green List should be updated every 6 months or as major regulatory or legal developments unfold.
- Projects that are on the Green List are to be considered less than significant for GHG emissions purposes.
- A tentative list of potential Green List entries is presented below. Actual Green List entries should be far more specific and cover a broad range of project types and mitigation approaches. The list below is merely a proof-of-concept for the actual Green List.

    1. Wind farm for the generation of wind-powered electricity
    2. Extension of transit lines to currently developed but underserved communities
    3. Development of high-density infill projects with easily accessible mass transit
    4. Small hydroelectric power plants at existing facilities that generate 5 mw or less (as defined in Class 28 Categorical Exemption)
    5. Cogeneration plants with a capacity of 50 mw or less at existing facilities (as defined in Class 29 Cat Exemption)
    6. Increase in bus service or conversion to bus rapid transit service along an existing bus line
    7. Projects with LEED "Platinum" rating
    8. Expansion of recycling facilities within existing urban areas
    9. Recycled water projects that reduce energy consumption related to water supplies that services existing development
    10. Development of bicycle, pedestrian, or zero emission transportation infrastructure to serve existing regions

There are also several options for tiering and thresholds, as shown in Table 2 below. One could establish strictly numeric emissions thresholds and require mitigation to below the specific threshold to make a finding of less than significant. One could establish narrative emissions threshold that are based on a broader context of multiple approaches to GHG reductions and a presumption that projects of sufficiently low GHG intensity are less than significant.

In Concept 2A, a zero threshold would be applied to projects and thus only projects that result in a reduction of GHG emissions compared to baseline emissions would be less than significant absent mitigation. All projects would require quantified inventories. All projects that result in a net increase of GHG emissions would be required to mitigate their emissions to zero through direct mitigation or through fees or offsets or the impacts

Table 2: Approach 2 Tiering Options

	Concept 2A Zero	Concept 2B Quantitative	Concept 2C Qualitative
Tier 1	Project results in a net reduction of GHG emissions *Less than Significant*	Project in compliance with an AB 32-compliant General/Regional Plan, on the Green List, or below Tier 2 threshold. Level 1 Reductions (Could include such measures as: bike parking, transit stops for planned route, Energy Star roofs, Energy Star appliances, Title 24, water use efficiency, etc.) *Less than Significant*	Project in compliance with an AB 32-compliant General/Regional Plan, on the Green List, or below Tier 2 threshold. Level 1 Reductions (See measures under 2B) *Less than Significant*
Tier 2	Project results in net increase of GHG emissions Mitigation to zero (including offsets) *Mitigated to Less than Significant*	Above Tier 2 threshold Level 2 Mitigation (Could include such measures as: Parking reduction beyond code, solar roofs, LEED Silver or Gold Certification, exceed Title 24 by 20%, TDM measures, etc.) *Mitigated to Less than Significant*	Above Tier 2 threshold Level 2 Mitigation (See measures under 2B) *Mitigated to Less than Significant*
Tier 3	Mitigation infeasible to reduce emissions to zero (e.g., cost of offsets infeasible for project or offsets not available) *Significant and Unavoidable*	Above Tier 2 threshold With Level 1, 2 Mitigation Level 3 Mitigation: (Could include such measures as: On-site renewable energy systems, LEED Platinum certification, Exceed Title 24 by 40%, required recycled water use for irrigation, zero waste/high recycling requirements, mandatory transit passes, offsets/carbon impact fees) *Mitigated to Less than Significant*	Above Tier 3 thresholds Quantify Emissions, Level 3 Mitigation (see measures under 2B), and Offsets for 90% of remainder *Significance and Unavoidable*

would be identified as significant and unavoidable. This could be highly problematic and could eliminate the ability to use categorical exemptions and negative declarations for a wide range of projects.

In Concepts 2B and 2C, the first tier of a tiered threshold includes projects that are within a jurisdiction with an adopted greenhouse gas reduction plan (GGRP) and General Plan/Regional Plan that is consistent with AB 32 (and in line with S-3-05), or are on the Green List, or are below the Tier 2 threshold. All Tier 1 projects would be required to implement mandatory reductions required due to other legal authority (Level 1 reductions) such as AB 32, Title 24, or local policies and ordinances. With Level 1

reduction measures, qualifying Tier 1 projects would be considered less than significant without being required to demonstrate mitigation to zero.

In Concept 2B, the Tier 2 threshold would be quantitative, and quantified inventories would be required. Several quantitative threshold options are discussed below. A more comprehensive set of Level 2 mitigation would be required. If the project's emissions still exceed the Tier 2 threshold, an even more aggressive set of Level 3 mitigation measures would be required including offsets (when feasible) to reduce emissions below the Tier 2 threshold.

In Concept 2C, there would be two thresholds, a lower Tier 2 threshold (the "low bar") and a higher Tier 3 threshold (the "high bar"). The Tier 2 threshold would be the significance threshold for the purposes of CEQA and would be qualitative in terms of units (number of dwelling units, square feet of commercial space, etc.) or a per capita ratio. Projects above the Tier 2 threshold would be required to implement the comprehensive set of Level 2 mitigation. Projects below the Tier 2 threshold would not be required to quantify emissions or reductions. The Tier 3 threshold would be a threshold to distinguish the larger set of projects for which quantification of emissions would be required. Level 3 mitigation would be required and the project would be required to purchase offsets (when feasible) in the amount of 90 percent of the net emissions after application of Level 1 reductions and Level 2 and 3 mitigation. A variant on Concept 2C would be to require mandatory Level 3 mitigation without quantification and offsets.

Approach 2 Threshold Options

Seven threshold options were developed for this approach. The set of options are framed to capture different levels of new development in the CEQA process and thus allow different levels of mitigation. Options range from a zero first-tier threshold (Threshold 2.1) up to a threshold for GHG that would be equivalent to the capture level (i.e., number of units) of the current criteria pollutant thresholds used by some air districts (Threshold 2.4). The decision-based implementation approach discussed above could be used for any of these options. Table 3 below compares the results of each of the approaches discussed here.

Threshold 2.1: Zero First Tier Tiered Threshold.

This option would employ the decision tree concept and set the first tier cut-point at zero. The second tier cut-point could be one of the qualitative or quantitative thresholds discussed below. First-tier projects would be required to implement a list of very feasible and readily available mitigation measures.

Threshold 2.2: Quantitative Threshold Based on Market Capture

A single quantitative threshold was developed in order to ensure capture of 90 percent or more of likely future discretionary developments. The objective was to set the emission

threshold low enough to capture a substantial fraction of future residential and non-residential development that will be constructed to accommodate future statewide population and job growth, while setting the emission threshold high enough to exclude small development projects that will contribute a relatively small fraction of the cumulative statewide GHG emissions.

The quantitative threshold was created by using the following steps:

- Reviewing data from four diverse cities (Los Angeles in southern California and Pleasanton, Dublin, and Livermore in northern California) on pending applications for development.

- Determining the unit (dwelling unit or square feet) threshold that would capture approximately 90 percent of the residential units or office space in the pending application lists.

- Based on the data from the four cities, the thresholds selected were 50 residential units and 30,000 square feet of commercial space.

- The GHG emissions associated with 50 single-family residential units and 30,000 square feet of office were estimated and were found to be 900 metric tons and 800 metric tons, respectively. Given the variance on individual projects, a single threshold of 900 metric tons was selected for residential and office projects.

- A 900 metric ton threshold was also selected for non-office commercial projects and industrial projects to provide equivalency for different projects in other economic sectors.

- If this threshold is preferred, it is suggested that a more robust data set be examined to increase the representativeness of the selected thresholds. At a minimum, a diverse set of at least 20 cities and/or counties from throughout the state should be examined in order to support the market capture goals of this threshold. Further, an investigation of market capture may need to be conducted for different commercial project types and for industrial projects in order to examine whether multiple quantitative emissions thresholds or different thresholds should be developed.

The 900-ton threshold corresponds to 50 residential units, which corresponds to the 84th percentile of projects in the City of Los Angeles, the 79th percentile in the City of Pleasanton, the 50th percentile in the City of Livermore and the 4th percentile in the City of Dublin. This is suggestive that the GHG reduction burden will fall on larger projects that will be a relatively small portion of overall projects within more developed central cities (Los Angeles) and suburban areas of slow growth (Pleasanton) but would be the higher portion of projects within moderately (Livermore) or more rapidly developing areas (Dublin). These conclusions are suggestive but not conclusive due to the small sample size. The proposed threshold would exclude the smallest proposed developments

from potentially burdensome requirements to quantify and mitigate GHG emissions under CEQA. While this would exclude perhaps 10 percent of new residential development, the capture of 90 percent of new residential development would establish a strong basis for demonstrating that cumulative reductions are being achieved across the state. It can certainly serve as an interim measure and could be revised if subsequent regulatory action by CARB shows that a different level or different approach altogether is called for.

The 900-ton threshold would correspond to office projects of approximately 35,000 square feet, retail projects of approximately 11,000 square feet, or supermarket space of approximately 6,300 square feet. 35,000 square feet would correspond to the 46th percentile of commercial projects in the City of Los Angeles, the 54th percentile in the City of Livermore, and the 35th percentile in the City of Dublin. However, the commercial data was not separated into office, retail, supermarket or other types, and thus the amount of capture for different commercial project types is not known. The proposed threshold would exclude smaller offices, small retail (like auto-parts stores), and small supermarkets (like convenience stores) from potentially burdensome requirements to quantify and mitigate GHG emissions under CEQA but would include many medium-scale retail and supermarket projects.

The industrial sector is less amenable to a unit-based approach given the diversity of projects within this sector. One option would be to adopt a quantitative GHG emissions threshold (900 tons) for industrial projects equivalent to that for the residential/commercial thresholds described above. Industrial emissions can result from both stationary and mobile sources. CARB estimates that their suggested reporting threshold for stationary sources of 25,000 metric tons accounts for more than 90 percent of the industrial sector GHG emissions (see Threshold 2.3 for 25,000 metric ton discussion). If the CARB rationale holds, then a 900 metric ton threshold would likely capture at least 90 percent (and likely more) of new industrial and manufacturing sources. If this approach is advanced, we suggest further examination of industrial project data to determine market capture.

This threshold would require the vast majority of new development emission sources to quantify their GHG emissions, apportion the forecast emissions to relevant source categories, and develop GHG mitigation measures to reduce their emissions.

<u>Threshold 2.3: CARB Reporting Threshold</u>

CARB has recently proposed to require mandatory reporting from cement plants, oil refineries, hydrogen plants, electric generating facilities and electric retail providers, cogeneration facilities, and stationary combustion sources emitting $\geq$ 25,000 MT CO_2e/yr. AB 32 requires CARB to adopt a regulation to require the mandatory reporting and verification of emissions. CARB issued a preliminary draft version of its proposed reporting requirements in August 2007 and estimates that it would capture 94 percent of the GHG emissions associated with stationary sources.

This threshold would use 25,000 metric tons per year of GHG as the CEQA significance level. CARB proposed to use the 25,000 metric tons/year value as a reporting threshold, not as a CEQA significance threshold that would be used to define mitigation requirements. CARB is proposing the reporting threshold to begin to compile a statewide emission inventory, applicable only for a limited category of sources (large industrial facilities using fossil fuel combustion).

A 25,000 metric ton significance threshold would correspond to the GHG emissions of approximately 1,400 residential units, 1 million square feet of office space, 300,000 square feet of retail, and 175,000 square feet of supermarket space. This threshold would capture far less than half of new residential or commercial development.

As noted above, CARB estimates the industrial-based criteria would account for greater than 90 percent of GHG emissions emanating from stationary sources. However, industrial and manufacturing projects can also include substantial GHG emissions from mobile sources that are associated with the transportation of materials and delivery of products. When all transportation-related emissions are included, it is unknown what portion of new industrial or manufacturing projects a 25,000-ton threshold would actually capture.

An alternative would be to use a potential threshold of 10,000 metric tons considered by the Market Advisory Committee for inclusion in a Greenhouse Gas Cap and Trade System in California. A 10,000 metric ton significance threshold would correspond to the GHG emissions of approximately 550 residential units, 400,000 square feet of office space, 120,000 square feet of retail, and 70,000 square feet of supermarket space. This threshold would capture roughly half of new residential or commercial development.

Threshold 2.4: Regulated Emissions Inventory Capture

Most California air districts have developed CEQA significance thresholds for NOx and ROG emissions to try to reduce emissions of ozone precursors from proposed sources that are not subject to NSR pre-construction air quality permitting. The historical management of ozone nonattainment issues in urbanized air districts is somewhat analogous to today's concerns with greenhouse gas emissions in that regional ozone concentrations are a cumulative air quality problem caused by relatively small amounts of NOx and ROG emissions from thousands of individual sources, none of which emits enough by themselves to cause elevated ozone concentrations. Those same conditions apply to global climate change where the environmental problem is caused by emissions from a countless number of individual sources, none of which is large enough by itself to cause the problem. Because establishment of NOx/ROG emissions CEQA significance thresholds has been a well-tested mechanism to ensure that individual projects address cumulative impacts and to force individual projects to reduce emissions under CEQA, this threshold presumes the analogy of NOx/ROG emission thresholds could be used to develop similar GHG thresholds.

The steps to develop a GHG emission threshold based on the NOx/ROG analogy were as follows:

- For each agency, define its NOx/ROG CEQA thresholds.
- For each agency, define the regional NOx/ROG emission inventory the agency is trying to regulate with its NOx/ROG thresholds.
- For each agency, calculate the percentage of the total emission inventory for NOx represented by that agency's CEQA emission threshold. That value represents the "minimum percentage of regulated inventory" for NOx.
- The current (2004) California-wide GHG emission inventory is 499 million metric tons per year of CO_2 equivalent (MMT CO_2e). Apply the typical "minimum percentage of regulated inventory" value to the statewide GHG inventory, to develop a range of analogous GHG CEQA thresholds.

The preceding methodology was applied to two different air quality districts: the Bay Area Air Quality Management District (BAAQMD), a mostly-urbanized agency within which most emissions are generated from urban areas; and the San Joaquin Valley Air Pollution Control District (SJVAPCD), which oversees emissions emanating in part from rural areas that are generated at dispersed agricultural sources and area sources. For example, in the Bay Area the NOx threshold is 15 tons/year. The total NOx inventory for 2006 was 192,000 tons/year (525 tons/day). The threshold represents 0.008 percent of the total NOx inventory. Applying that ratio to the total statewide GHG emissions inventory of 499 MMT CO_2e (2004) yields an equivalent GHG threshold of 39,000 MMT CO_2e.

The range of analogous CEQA GHG thresholds derived from those two agencies is tightly clustered, ranging from 39,000 to 46,000 tons/year. A 39,000 to 46,000 metric ton threshold would correspond to the GHG emissions of approximately 2,200 to 2,600 residential units, 1.5 to 1.8 million square feet of office space, 470,000 to 560,000 square feet of retail, and 275,000 to 320,000 square feet of supermarket space. This threshold would capture far less than half of new residential or commercial development. Similarly, this threshold would capture less of new industrial/manufacturing GHG emissions inventory than Thresholds 2.2 or 2.3.

<u>Threshold 2.5: Unit-Based Thresholds Based on Market Capture</u>

Unit thresholds were developed for residential and commercial developments in order to capture approximately 90 percent of future development. The objective was to set the unit thresholds low enough to capture a substantial fraction of future housing and commercial developments that will be constructed to accommodate future statewide population and job growth, while setting the unit thresholds high enough to exclude small development projects that will contribute a relatively small fraction of the cumulative statewide GHG emissions. Sector-based thresholds were created by using the same steps

and data used to create Threshold 2.2- Quantitative Threshold Based on Market Capture above.

The distribution of pending application data suggests that the GHG reduction burden will fall on larger projects that will be a relatively small portion of overall projects within more developed central cities and suburban areas of slow growth but would be the higher portion of projects within moderately or rapidly developing areas. The proposed threshold would exclude the smallest proposed developments from potentially burdensome requirements to quantify and mitigate GHG emissions under CEQA. While this would exclude perhaps 10 percent of new residential development, the capture of 90 percent of new residential development would establish a strong basis for demonstrating that cumulative reductions are being achieved across the state. It can certainly serve as an interim measure and could be revised if subsequent regulatory action by CARB shows that a different level or different approach altogether is called for.

A similar rationale can be applied to the development of a commercial threshold. Threshold 2.5 would exclude many smaller businesses from potentially burdensome requirements to quantify and mitigate GHG emissions under CEQA. It should be noted that the GHG emissions of commercial projects vary substantially. For example, the carbon dioxide emissions associated with different commercial types were estimated as follows:

- 30,000 square-foot (SF) office = 800 metric tons/year CO_2
- 30,000 SF retail = 2,500 metric tons/year CO_2
- 30,000 SF supermarket = 4,300 metric tons/year CO_2

Thus, in order to assure appropriate market capture on an emissions inventory basis, it will be important to examine commercial project size by type, instead of in the aggregate (which has been done in this paper).

The industrial sector is less amenable to a unit-based approach given the diversity of projects within this sector. One option would be to use a quantitative threshold of 900 tons for industrial projects in order to provide for rough equivalency between different sectors. Industrial emissions can result from both stationary and mobile sources. However, if the CARB rationale for > 90 percent stationary source capture with a threshold of 25,000 metric tons holds, then a 900 metric ton threshold would likely capture at least 90 percent (and likely more) of new industrial sources. Further examination of unit-based industrial thresholds, such as the number of employees or manufacturing floor space or facility size, may provide support for a unit-based threshold based on market capture.

This threshold would require the vast majority of new development emission sources to quantify their GHG emissions, apportion the forecast emissions to relevant source categories, and develop GHG mitigation measures to reduce their emissions.

Threshold 2.6. Projects of Statewide, Regional, or Areawide Significance

For this threshold, a set of qualitative, tiered CEQA thresholds would be adopted based on the definitions of "projects with statewide, regional or areawide significance" under the Guidelines for California Environmental Quality Act, CCR Title 14, Division 6, Section 15206(b).

Project sizes defined under this guideline include the following:

- Proposed residential development of more than 500 dwelling units.
- Proposed shopping center or business establishment employing more than 1,000 persons or encompassing more than 500,000 square feet of floor space.
- Proposed commercial office building employing more than 1,000 persons or encompassing more than 250,000 square feet of floor space.
- Proposed hotel/motel development of more than 500 rooms.
- Proposed industrial, manufacturing or processing plant or industrial park planned to house more than 1,000 persons, or encompassing more than 600,000 square feet of floor space.

These thresholds would correspond to the GHG emissions of approximately 9,000 metric tons for residential projects, 13,000 metric tons for office projects, and 41,000 metric tons for retail projects. These thresholds would capture approximately half of new residential development and substantially less than half of new commercial development. It is unknown what portion of the new industrial or manufacturing GHG inventory would be captured by this approach.

Threshold 2.7 Efficiency-Based Thresholds

For this approach, thresholds would be based on measurements of efficiency. For planning efforts, the metric could be GHG emissions per capita or per job or some combination thereof. For projects, the metric could be GHG emission per housing unit or per square foot of commercial space. In theory, one could also develop metrics for GHG emissions per dollar of gross product to measure the efficiency of the economy.

This approach is attractive because it seeks to benchmark project GHG intensity against target levels of efficiency. The thresholds would need to be set such that there is reasonably foreseeable and sufficient reductions compared to business as usual to support meeting AB 32 and S-3-05 goals in time (in combination with command and control regulations). Because this approach would require substantial data and modeling to fully develop, this is a concept considered as a potential future threshold and not appropriate

for interim guidance in the short term. Thus, it is not evaluated in the screening evaluation in the next section.

Table 3 compares the results for each of the approaches.

Table 3: Comparison of Approach 2 Tiered Threshold Options

Threshold	GHG Emission Threshold (metric tons/year)	Future Development Captured by GHG Threshold
2.1: Zero Threshold	0 tons/year	All
2.2: Quantitative Threshold Based on Market Capture	~900 tons/year	Residential development > 50 dwelling units Office space > 36,000 ft^2 Retail space >11,000 ft^2 Supermarkets >6.300 ft^2 small, medium, large industrial
2.3: CARB GHG Mandatory Reporting Threshold OR Potential Cap and Trade Entry Level	25,000 metric tons/year OR 10,000 metric tons/year	Residential development >1,400 dwelling units OR 550 dwelling units Office space >1 million ft^2 OR 400,000 ft^2 Retail space >300,000 ft^2 OR 120,000 ft^2 Supermarkets >175,000 ft^2 OR 70,000 ft^2 medium/larger industrial
2.4: Regulated Inventory Capture	40,000 – 50,000 metric tons/year	Residential development >2,200 to 2,600 dwelling units Office space >1.5 to 1.8 million ft^2 Retail space >470,000 to 560,000 ft^2 Supermarkets >270,000 to 320,000 ft^2 medium/larger industrial
2.5: Unit-Based Threshold Based on Market Capture	Not applicable.	Residential development >50 dwelling units Commercial space >50,000 ft^2 > small, medium, large industrial (with GHG emissions > 900 tonsCO2e)
2.6: Projects of Statewide, Regional, or Areawide Significance	Not applicable.	Residential development >500 dwelling units Office space >250,000 ft^2 Retail space >500,000 ft^2 Hotels >500 units Industrial project >1,000 employees Industrial project >40 acre or 650,000 ft^2
2.7: Efficiency-Based Thresholds	TBD tons/year/person TBD tons/year/unit	Depends on the efficiency measure selected.

Implementing CEQA With Tiered Thresholds

Several issues related to Approach 2 are addressed below:

1. *Some applications of this approach may need to be embodied in a duly approved General Plan, or in some other formal regulation or ordinance to be fully enforceable.* Because CEQA does not expressly provide that projects may be deemed insignificant based on implementation of a set of mitigations, this approach may need to be supported with specific and enforceable mechanisms adopted with due public process.

2. *How would this concept affect adoption of air district rules and regulations?* Proposed air district rules and regulations may be subject to CEQA like other projects and plans. Thus, if significance thresholds were adopted by an APCD or AQMD, then they could also apply to air district discretionary actions. If GHG emissions would be increased by a rule or regulation for another regulated pollutant, that would be a potential issue for review under CEQA.

3. *Mitigation measures may not be all-inclusive; better measures now or new future technology would make these measures obsolete.* The mandatory mitigation measures could be periodically updated to reflect current technology, feasibility, and efficiency.

4. *Total reduction may not be quantified or difficult to quantify.* CEQA only requires the adoption of feasible mitigation and thus the reduction effectiveness of required mitigation should not be in question. However, the precise reduction effectiveness may indeed be difficult to identify. As described above, if a quantitative threshold is selected as the measure of how much mitigation is mandated, then best available evidence will need to be used to estimate resultant GHG emissions with mitigation adoption. If a qualitative threshold is selected, then it may not be necessary to quantify reductions.

5. *Difficult to measure progress toward legislative program goals.* One could require reporting of project inventories to the Climate Action Registry, air district, or regional council of governments, or other suitable body. Collection of such data would allow estimates of the GHG intensity of new development over time, which could be used by CARB to monitor progress toward AB 32 goals.

6. *Measures may have adverse impacts on other programs.* The identification of mandatory mitigation will need to consider secondary environmental impacts, including those to air quality.

7. *Consideration of life-cycle emissions.* In many cases, only direct and indirect emissions may be addressed, rather than life-cycle emissions. A project applicant has traditionally been expected to only address emissions that are closely related and within the capacity of the project to control and/or influence. The long chain

8. of economic production resulting in materials manufacture, for example, involves numerous parties, each of which in turn is responsible for the GHG emissions associated with their particular activity. However, there are situations where a lead agency could reasonably determine that a larger set of upstream and downstream emissions should be considered because they are being caused by the project and feasible alternatives and mitigation measures may exist to lessen this impact.

Approach 2 Tiered Threshold with Mandatory Mitigation

As shown in Table 2, due to the cumulative nature of GHG emissions and climate change impacts, there could be a level of mandatory reductions and/or mitigation for all projects integrated into a tiered threshold approach. In order to meet AB 32 mandates by 2020 and S-3-05 goals, there will need to be adoption of GHG reduction measures across a large portion of the existing economy and new development. As such, in an effort to support a determination under CEQA that a project has a less than considerable contribution to significant cumulative GHG emissions, mitigation could be required on a progressively more comprehensive basis depending on the level of emissions.

- Level 1 Reductions – These reduction measures would apply to all projects and would only consist of AB 32 and other local/state mandates. They would be applied to a project from other legal authority (not CEQA). Level 1 reductions could include such measures as bike parking, transit stops for planned routes, Energy Star roofs, Energy Star appliances, Title 24 compliance, water use efficiency, and other measures. All measures would have to be mandated by CARB or local regulations and ordinances.

- Level 2 Mitigation – Projects that exceed the determined threshold would be required to first implement readily available technologies and methodologies with widespread availability. Level 2 Mitigation could include such measures as: parking reduction below code minimum levels, solar roofs, LEED Silver or Gold Certification, exceed Title 24 building standards by 20 percent, Traffic Demand Management (TDM) measures, and other requirements.

- Level 3 Mitigation - If necessary to reduce emissions to the thresholds, more extensive mitigation measures that represent the top tier of feasible efficiency design would also be required. Level 3 Mitigation could include such measures as: on-site renewable energy systems, LEED Platinum certification, exceed Title 24 building requirements by 40 percent, required recycled water use for irrigation, zero waste/high recycling requirements, mandatory transit pass provision, and other measures.

- Offset Mitigation – If, after adoption of all feasible on-site mitigation, the project is still found to exceed a Tier 2 quantitative threshold, or exceed a Tier 3 qualitative threshold, or if a project cannot feasibly implement the mandatory on-site mitigation, then purchases of offsets could be used for mitigation. In the case

of a quantitative threshold, the amount of purchase would be to offset below the Tier 2 significance threshold. In the case of a qualitative threshold, the amount of purchase could be to offset GHG emissions overall to below the lowest equivalent GHG emissions among the Tier 2 qualitative thresholds. With Threshold 2.5, this would be approximately 900 tons of GHG emissions (corresponding to 50 residential units). With Threshold 2.6, this would be approximately 9,000 tons (corresponding to 500 residential units). Alternatively, one could require purchase of offsets in the amount of a set percentage (such as 90% or 50% for example) of the residual GHG emissions (after other mitigation). As discussed earlier, any decision to include or require the use of emission reduction credits (or offsets) must consider issues of availability, quality, and environmental justice.

Substantial Evidence Supporting Different Thresholds

If a project can be shown by substantial evidence not to increase GHG emissions relative to baseline emissions, then no fair argument will be available that the project contributes considerably to a significant cumulative climate change impact.

It is more challenging to show that a project that increases GHG emissions above baseline emissions does not contribute considerably to a significant cumulative climate change impact. It is critical therefore, to establish an appropriate cumulative context, in which, although an individual project may increase GHG emissions, broader efforts will result in net GHG reductions.

Approach 1-based thresholds that by default will require an equal level of GHG reductions from the existing economy (Thresholds 1.1, 1.3, and 1.4) may be less supportable in the short run (especially before 2012) than Approach 1.2 (which requires new development to be relatively more efficient than a retrofitted existing economy). This is because, prior to 2012, there will only be limited mandatory regulations implementing AB 32 that could address the existing economy in a truly systematic way that can be relied upon to demonstrate that overall GHG reduction goals can be achieved by 2020. Approach 1.2 will still rely on substantial reductions in the existing economy but to a lesser degree.

Approach 1-based thresholds that would spread the mitigation burden across a sector (Threshold 1.3) or across a region (Threshold 1.4) will allow for tradeoffs between projects or even between municipalities. In order to demonstrate that a sector or a region is achieving net reductions overall, there would need to be feasible, funded, and mandatory requirements in place promoting an overall reduction scheme, in order for a project to result in nominal net increased GHG emissions.

Approach 2-based thresholds that capture larger portions of the new development GHG inventory (Thresholds 2.2 and 2.5) would promote growth that results in a smaller increase in GHG emissions; they may therefore be more supportable than thresholds that do not and that have a greater reliance on reductions in the existing economy (Thresholds

2.3, 2.4, and 2.6), especially in the next three to five years. With an established cumulative context that demonstrates overall net reductions, all threshold approaches could be effective in ensuring growth and development that significantly mitigates GHG emissions growth in a manner that will allow the CARB to achieve the emission reductions necessary to meet AB 32 targets. In that respect, all of these thresholds are supported by substantial evidence.

Evaluation of Non-Zero Threshold Options

Overarching issues concerning threshold development are reviewed below. Where appropriate, different features or application of the two conceptual approaches and the various options for thresholds under each conceptual approach described above are analyzed. The screening evaluation is summarized in Tables 4 (Approach 1) and 5 (Approach 2). The summary tables rate each threshold for the issues discussed below based on the level of confidence (low, medium or high) ascribed by J&S. The confidence levels relate to whether a threshold could achieve a particular attribute, such as emission reduction effectiveness. For example, a low emission reduction effectiveness rating means the threshold is not expected to capture a relatively large portion of the new development inventory.

As described above, Threshold 2.7 is not included in this evaluation because the data to develop an efficiency-based threshold has not been reviewed at this time and because this threshold is not considered feasible as an interim approach until more detailed inventory information is available across the California economy.

<u>What is the GHG Emissions Effectiveness of Different Thresholds?</u>

Effectiveness was evaluated in terms of whether a threshold would capture a large portion of the GHG emissions inventory and thus require mitigation under CEQA to control such emissions within the larger framework of AB 32. In addition, effectiveness was also evaluated in terms of whether a threshold would require relatively more or less GHG emissions reductions from the existing economy verses new development. This is presumptive that gains from the existing economy (through retrofits, etc.) will be more difficult and inefficient relative to requirements for new development.

Approach 1-based thresholds that require equivalent reductions relative to business-as-usual (Thresholds 1.1, 1.3, and 1.4) for both the existing and new economy will be less effective than thresholds that support lower-GHG intensity new development (Approach 1.2). However, since Approach 1-based thresholds do not establish a quantitative threshold below which projects do not have to mitigate, the market capture for new development is complete.

Approach 2-based thresholds can be more or less effective at capturing substantial portions of the GHG inventory associated with new development depending on where the quantitative or qualitative thresholds are set. Lower thresholds will capture a broader range of projects and result in greater mitigation. Based on the review of project data for

the select municipalities described in the Approach 2 section above, thresholds based on the CARB Reporting Threshold/Cap and Trade Entry Level (Threshold 2.4) or CEQA definitions of "Statewide, Regional or Areawide" projects (Threshold 2.6) will result in a limited capture of the GHG inventory. Lower quantitative or qualitative thresholds (Thresholds 2.1, 2.2 and 2.5) could result in capture of greater than 90 percent of new development.

Are the Different Thresholds Consistent with AB 32 and S-3-05?

Thresholds that require reductions compared to business-as-usual for all projects or for a large portion of new development would be consistent with regulatory mandates. In time, the required reductions will need to be adjusted from 2020 (AB 32) to 2050 (S-3-05) horizons, but conceptually broad identification of significance for projects would be consistent with both of these mandates. Thresholds that exclude a substantial portion of new development would likely not be consistent, unless it could be shown that other more effective means of GHG reductions have already been, or will be adopted, within a defined timeframe.

All Approach 1-based thresholds would be consistent with AB 32 and S-3-05 if it can be demonstrated that other regulations and programs are effective in achieving the necessary GHG reduction from the existing economy to meet the overall state goals.

Approach 2-based thresholds that include substantive parts of the new development GHG inventory (Thresholds 2.1, 2.2 and 2.5) will be more consistent with AB 32 and S-3-05 than those that do not (Thresholds 2.3, 2.4, and 2.6) unless it can be demonstrated that other regulations and programs are effective in achieving the necessary GHG reduction from the existing economy to meet the overall state goals.

What are the Uncertainties Associated with Different Thresholds?

All thresholds have medium to high uncertainties associated with them due to the uncertainty associated with the effectiveness of AB 32 implementation overall, the new character of GHG reduction strategies on a project basis, the immaturity of GHG reduction technologies or infrastructure (such as widespread biodiesel availability), and the uncertainty of GHG reduction effectiveness of certain technologies (such as scientific debate concerning the relative lifecycle GHG emissions of certain biofuels, for example).

In general, Approach 1-based thresholds have higher uncertainties than Approach 2 thresholds because they rely on a constantly changing definition of business-as-usual. Threshold 1.2, with its relatively smaller reliance on the existing economy for GHG reductions has relatively less uncertainty than other Approach 1 thresholds. Thresholds that spread mitigation more broadly (Thresholds 1.3 and 1.4) have less uncertainty by avoiding the need for every project to mitigate equally.

Approach 2 thresholds with lower quantitative (2.1 and 2.2) or qualitative (2.5) thresholds will have uncertainties associated with the ability to achieve GHG reductions

from small to medium projects. Approach 2 thresholds with higher quantitative (2.3, 2.4) or qualitative (2.6) thresholds will have uncertainties associated with the ability to achieve relatively larger GHG reductions from the existing economy.

What are Other Advantages/Disadvantages of the Different Thresholds?

Thresholds with a single project metric (Thresholds 1.1, 1.2, 2.1, 2.2, 2.3, 2.4, 2.5, and 2.6) will be easier to apply to individual projects and more easily understood by project applicants and lead agencies broadly. Thresholds that spread mitigation across sectors (1.3) or regions (1.4), while simple in concept, will require adoption of more complicated cross-jurisdictional reduction plans or evaluation of broad sector-based trends in GHG intensity reduction over time. Approach 1 options would require all projects to quantify emissions in order to determine needed reductions relative to business-as-usual (which will change over time as described above). Concepts that are unit-based (Threshold 2.5 and 2.6) will not result in thresholds that have equal amount of GHG emissions, and thus equity issues may arise.

Table 4: Non-Zero Threshold Evaluation Matrix – Approach 1

Approach 1	**1.1**	**1.2**	**1.3**	**1.4**
	28% - 33% Reduction from BAU by 2020 by Project	**50% Reduction from BAU by 2020 by Project**	**28% - 33% Reduction by 2020 by Sector**	**28% - 33% Reduction by 2020 by Region**
GHG Emissions Reduction Effectiveness	**Low** - Captures all new projects but relies on a high level of reductions from the existing economy.	**Medium** - Captures all new projects and has a more realistic level of reductions from the existing economy.	**Low** - Captures all new projects but relies on a high level of reductions from the existing economy.	**Low** - Captures all new projects but relies on a high level of reductions from the existing economy.
Economic Feasibility	**Low** - Some projects will not be able to afford this level of reduction without effective market-based mechanisms like offsets.	**Low** - Some projects will not be able to afford this level of reduction without effective market-based mechanisms like offsets.	**Medium** - Sectors as a whole will be better able to achieve reductions than individual projects.	**Low** - Some regions and newly developed areas may not be able to afford this level of reduction without effective market-based mechanisms like offsets.
Technical Feasibility	**Medium** - Some projects will not be able to achieve this level of reduction without effective market-based mechanisms like offsets	**Low** - Relatively larger set of projects will not be able to achieve this level of reduction without effective market-based mechanisms like offsets	**High** - Some projects will not be able to achieve this level of reduction without effective market-based mechanisms like offsets	**Medium** - Some regions and newly developed areas may not be able to afford this level of reduction without effective market-based mechanisms like offsets.
Logistical Feasibility	**Low** - Absent broader reductions strategies, each project may reinvent the wheel each time to achieve mandated reductions.	**Low** - Absent broader reductions strategies, each project may reinvent the wheel each time to achieve mandated reductions.	**Low** - Absent broader reductions strategies, each project may reinvent the wheel each time to achieve mandated reductions.	**Low** - Absent broader reductions strategies, each project may reinvent the wheel each time to achieve mandated reductions.
Consistency with AB-32 and S-03-05	**Medium** - Would require heavy reliance on command and control gains.	**High**	**Medium-High** - Would rely on command and control gains, but would allow sectoral flexibility.	**Medium-High** - Would rely on command and control gains, but would allow regional flexibility.
Cost Effectiveness	**Low** - Will require all types of projects to reduce the same regardless of the cost/ton of GHG reductions.	**Low** - Will require all types of projects to reduce the same regardless of the cost/ton of GHG reductions.	**Low/Medium** - Allows tradeoffs within sector between high and low cost reduction possibilities but not between sectors.	**Low/Medium** - Allows tradeoffs within region between high and low cost reduction possibilities, but not between regions.
Uncertainties	**High** - BAU changes over time. Ability to reduce GHG emissions from existing economy will take years to demonstrate. Ability to limit GHG emissions from other new development will take years to demonstrate.	**Medium/High** - BAU changes over time. Ability to limit GHG emissions from other new development will take years to demonstrate.	**High** - BAU changes over time. Ability to reduce GHG emissions from existing economy will take years to demonstrate. Ability to limit GHG emissions from other new development will take years to demonstrate.	**High** - BAU changes over time. Ability to reduce GHG emissions from existing economy will take years to demonstrate. Ability to limit GHG emissions from other new development will take years to demonstrate.
Other Advantages	Simple/easy to explain.	Simple/easy to explain.	Spreads mitigation broadly	Spreads mitigation broadly
Other Disadvantages	Requires all projects to quantify emissions.	Requires all projects to quantify emissions.	Requires all projects to quantify emissions.	Requires all projects to quantify emissions.

Table 5: Non-Zero Threshold Evaluation Matrix – Approach 2

Approach 2	**2.1**	**2.2**	**2.3**	**2.4**	**2.5**	**2.6**
	Zero Threshold	**Quantitative (900 tons)**	**Quantitative CARB Reporting Threshold/Cap and Trade (25,000 tons/ 10,000 tons)**	**Quantitative Regulated Inventory Capture (~40,000 - 50,000 tons)**	**Qualitative Unit-Based Thresholds**	**Statewide, Regional or Areawide (CEQA Guidelines 15206(b)).**
GHG Emissions Reduction Effectiveness	**High** - Captures all sources.	**High** - Market capture at >90%. Captures diverse sources.	**Medium** - Moderate market capture.	**Low** - Low market capture.	**High** - Market capture at ~90%. Captures diverse sources; excl. smallest proj.	**Medium** - Moderate market capture. Excludes small and med. projects.
Economic Feasibility	**Low** - Early phases will be substantial change in BAU, esp. for smaller projects; may be infeasible to mitigate.	**Medium** - Early phases will be substantial change in BAU, esp. for smaller projects; may be infeasible to mitigate.	**High** - Large projects have greater ability to absorb cost.	**High** - Large projects have greater ability to absorb cost.	**Medium** - Early phases will be substantial change in BAU, esp. for smaller projects; may be infeasible to mitigate.	**High** - Large projects have greater ability to absorb cost.
Technical Feasibility	**Low** - Early phases will be substantial change in BAU, esp. for smaller projects; may be infeasible to mitigate.	**Medium** - Early phases will be substantial change in BAU, esp. for smaller projects; may be inefficient to mitigate.	**High** - Greater opportunities for multiple reduction approaches.	**High** - Greater opportunities for multiple reduction approaches.	**Medium** - Early phases will be substantial change in BAU, particularly for smaller projects may be inefficient to mitigate.	**High** - Greater opportunities for multiple reduction approaches.
Logistical Feasibility	**Low** - Unless fee or offset basis,very difficult to mitigate all projects.	**Medium** - BMPs broadly written to allow diversity; new req. will take time to integrate into new dev.	**High** - Less mitigation.	**High** - Less mitigation.	**Medium** - BMPs broadly written to allow diversity; new req. will take time to integrate into new dev.	**High** - Less mitigation.
Consistency with AB-32 and S-03-05	**High** - Market capture.	**High** - Market capture at >90%.	**Low** - Would rely on command and control success heavily.	**Low** - Would rely on command and control success heavily.	**Medium** - Need to demonstrate adequate market capture over time.	**Low** - Would rely on command and control success heavily.
Cost Effectiveness	**Low** - Will result in inefficient mitigation approaches. Efficiency will improve in time.	**Medium** - Emphasis is on new dev., req. for mitigation will result in inefficient mitigation approaches in early phases. Efficiency will improve in time.	**Medium** - Relies on command and control reductions for existing economy more heavily. With focus on larger projects, eff. of mitigation for new dev. high.	**Medium** - Relies on command and control reductions for existing economy more heavily. With focus on larger projects, eff. of mitigation for new dev. high.	**Medium** - Emphasis is on new dev.; req. for mitigation will result in inefficient mitigation approaches in early phases. Efficiency will improve in time.	**Medium** - Relies on command and control reductions for existing economy more heavily. With focus on larger projects, eff. of mitigation for new dev. high.
Uncertainties	**High** - Time to adapt for res. and comm.. sectors. Ability to mitigate without market-based mechanism for smaller projects unlikely.	**Medium/High** - Time to adapt for res. and comm.. sectors. Ability to mitigate without market-based mechanism for smaller projects uncertain.	**High** - Gains from command and control likely longer to be realized.	**High** - Gains from command and control likely longer to be realized.	**Medium/High** - Time to adapt for res. and comm.. sectors. Ability to mitigate without market-based mechanism for smaller projects uncertain.	**High** - Gains from command and control likely longer to be realized.
Other Advantages	Single threshold.	Single threshold. BMPs can be updated. Greenlist can be updated.	Single threshold. Does not change CEQA processing for most projects. CARB inventory = project inv.. All projects treated same.	Single threshold. Does not change CEQA processing for most projects. Follows established SIP practice.	BMPs can be updated. Greenlist can be updated. Unit-Based thresholds can be updated.	Existing guideline. Does not change CEQA processing for most projects. Endorsed by Cal. Chapter of the APA.
Other Disadvantages	Requires all projects to quantify emissions.	Requires nearly all projects to quantify emissions.			Sectoral projects have different GHG emis. Only largest projects to quantify emis.	Sectoral projects have different GHG emissions.

Introduction

This chapter evaluates the availability of various analytical methods and modeling tools that can be applied to estimate the greenhouse gas emissions from different project types subject to CEQA. This chapter will also provide comments on the suitability of the methods and tools to accurately characterize a projects emissions and offer recommendations for the most favorable methodologies and tools available. Some sample projects will be run through the methodologies and modeling tools to demonstrate what a typical GHG analysis might look like for a lead agency to meet its CEQA obligations. The air districts retained the services of EDAW environmental consultants to assist with this effort.

Methodologies/Modeling Tools

There are wide varieties of discretionary projects that fall under the purview of CEQA. Projects can range from simple residential developments to complex expansions of petroleum refineries to land use or transportation planning documents. It is more probably than not, that a number of different methodologies would be required by any one project to estimate its direct and indirect GHG emissions. Table 10 contains a summary of numerous modeling tools that can be used to estimate GHG emissions associated with various emission sources for numerous types of project's subject to CEQA. The table also contains information about the models availability for public use, applicability, scope, data requirements and its advantages and disadvantages for estimating GHG emissions.

In general, there is currently not one model that is capable of estimating all of a project's direct and indirect GHG emissions. However, one of the models identified in Table 9 would probably be the most consistently used model to estimate a projects direct GHG emissions based on the majority of projects reviewed in the CEQA process. The Urban Emissions Model (URBEMIS) is designed to model emissions associated with development of urban land uses. URBEMIS attempts to summarize criteria air pollutants and CO_2 emissions that would occur during construction and operation of new development. URBEMIS is publicly available and already widely used by CEQA practitioners and air districts to evaluate criteria air pollutants emissions against air district-adopted significance thresholds. URBEMIS is developed and approved for statewide use by CARB. The administrative reasons for using URBEMIS are less important than the fact that this model would ensure consistency statewide in how CO_2 emissions are modeled and reported from various project types.

One of the shortfalls of URBEMIS is that the model does not contain emission factors for GHGs other than CO_2, except for methane (CH_4) from mobile-sources, which is converted to CO_2e. This may not be a major problem since CO_2 is the most important GHG from land development projects. Although the other GHGs have a higher global warming potential, a metric used to normalize other GHGs to CO_2e, they are emitted in far fewer quantities. URBEMIS does not calculate other GHG emissions associated with

off-site waste disposal, wastewater treatment, emissions associated with goods and services consumed by the residents and workers supported by a project. Nor does URBEMIS calculate GHGs associated with consumption of energy produced off-site. (For that matter, URBEMIS does not report criteria air pollutant emissions from these sources either).

Importantly, URBEMIS does not fully account for interaction between land uses in its estimation of mobile source operational emissions. Vehicle trip rates are defaults derived from the Institute of Transportation Engineers trip generation manuals. The trip rates are widely used and are generally considered worst-case or conservative. URBEMIS does not reflect "internalization" of trips between land uses, or in other words, the concept that a residential trip and a commercial trip are quite possibly the same trip, and, thus, URBEMIS counts the trips separately. There are some internal correction settings that the modeler can select in URBEMIS to correct for "double counting"; however, a project-specific "double-counting correction" is often not available. URBEMIS does allow the user to overwrite the default trip rates and characteristics with more project-specific data from a traffic study prepared for a project.

Residential, Commercial, Mixed-Use Type Projects/ Specific Plans

Direct Emissions

URBEMIS can be used to conduct a project-specific model run and obtain CO_2e emissions for area and mobile sources from the project, and convert to metric tons CO_2e. When a project-specific traffic study is not available, the user should consult with their local air district for guidance. Many air district staff are experienced practitioners of URBEMIS and can advise the lead agency or the modeler on how to best tailor URBEMIS default input parameters to conduct a project-specific model run. When a traffic study has been prepared for the project, the user must overwrite default trip length and trip rates in URBEMIS to match the total number of trips and vehicle miles traveled (VMT) contained in the traffic study to successfully conduct a project-specific model run. URBEMIS is recommended as a calculation tool to combine the transportation study (if available) and EMFAC emission factors for mobile-sources. Use of a project-specific traffic study gets around the main shortfall of URBEMIS: the lack of trip internalization. URBEMIS also provides the added feature of quantifying direct area-source GHG emissions.

Important steps for running URBEMIS

1. Without a traffic study prepared for the project, the user should consult with the local air district for direction on which default options should be used in the modeling exercise. Some air districts have recommendations in the CEQA guidelines.

2. If a traffic study was prepared specifically for the project, the following information must be provided:

a. Total number of average daily vehicle trips *or* trip-generation rates by land use type per number of units; and,

b. Average VMT per residential *and* nonresidential trip.

c. The user overwrites the "Trip Rate (per day)" fields for each land use in URBEMIS such that the resultant "Total Trips" and the "Total VMT" match the number of total trips and total VMT contained in the traffic study.

d. Overwrite "Trip Length" fields for residential and nonresidential trips in UBEMIS with the project-specific lengths obtained form the traffic study.

3. Calculate results and obtain the CO_2 emissions from the URBEMIS output file (units of tons per year [TPY]).

Indirect Emissions

URBEMIS does estimate indirect emissions from landscape maintenance equipment, hot water heaters, etc. URBEMIS does not however, provide modeled emissions from indirect sources of emissions, such as those emissions that would occur off-site at utility providers associated with the project's energy demands. The California Climate Action Registry (CCAR) Protocol v.2.2 includes methodology, which could be used to quantify and disclose a project's increase in indirect GHG emissions from energy use. Some assumptions must be made for electrical demand per household or per square foot of commercial space, and would vary based on size, orientation, and various attributes of a given structure. An average rate of electrical consumption for residential uses is 7,000 kilowatt hours per year per household and 16,750 kilowatt hours per thousand square feet of commercial floor space. Commercial floor space includes offices, retail uses, warehouses, and schools. These values have been increasing steadily over the last 20 years. Energy consumption from residential uses has increased due to factors such as construction and occupation of larger homes, prices of electricity and natural gas, and increased personal income allowing residents to purchase more electronic appliances. Commercial energy consumption is linked to factors such as vacancy rates, population, and sales.

The modeler will look up the estimated energy consumption for the project's proposed land uses under year of project buildout, or use the values given in the previous paragraph for a general estimate. The CCAR Protocol contains emission factors for CO_2, CH_4, and nitrous oxide. The "CALI" region grid serves most of the State of California. If a user has information about a specific utility provider's contribution from renewable sources, the protocol contains methodology to reflect that, rather than relying on the statewide average grid. The incremental increase in energy production associated with project operation should be accounted for in the project's total GHG emissions for inclusion in the environmental document.

The incremental increase in energy production associated with project operation should be accounted for in the project's total GHG emissions, but it should be noted that these emissions would be closely controlled by stationary-source control-based regulations and additional regulations are expected under AB 32. However, in the interest of disclosing project-generated GHG emissions and mitigating to the extent feasible, the indirect emissions from off-site electricity generation can be easily calculated for inclusion in the environmental document.

Example Project Estimates for GHG Emissions

Residential Project

Project Attributes:

- 68 detached dwelling units
- 15.9 acres
- 179 residents
- 0 jobs
- Located in unincorporated Placer County (PCAPCD jurisdiction)
- Analysis year 2009

As shown in Table 6, the project's direct GHG emissions per service population (SP) would be approximately 8 metric tons CO_2e/SP/year.

Table 6: Residential Project Example GHG Emissions Estimates

URBEMIS Output (Project Specific)	Metric Tons/Year CO_2e	Demographic Data	
Area-source emissions	251	Residents	179
Mobile-source emissions	1,044	Jobs	0
Indirect emissions (from CCAR Protocol)	174		
Total operational emissions	**1,469**	Service population	179
Operational emissions/SP	**8.2**		

Notes:
CO_2e = carbon dioxide equivalent; CCAR = California Climate Action Registry; SP = service population(see definition of service population below in discussion of Normalization/Service Population Metric).

Sources: EDAW 2007, ARB 2007b, CCAR 2007, CEC 2000

Commercial Project

Project Attributes:

- Free Standing Discount Superstore: 241 thousand square feet (ksf)
- 0 residents

- 400 jobs
- Located in the San Joaquin Valley Air Pollution Control District's (SJVAPCD) jurisdiction
- Analysis year 2009

Table 7: Commercial Project Example GHG Emissions Estimates

URBEMIS Output (Project Specific)	Metric Tons/Year CO_2e	Demographic Data	
Area-source emissions	464	Residents	0
Mobile-source emissions	13,889	Jobs	400
Indirect emissions (from CCAR Protocol)	1,477		
Total operational emissions	**15,830**	Service population	400
Operational emissions/SP	**39.6**		

Notes:
CO_2e = carbon dioxide equivalent; CCAR = California Climate Action Registry; SP = service population (see definition of service population below in discussion of Normalization/Service Population Metric).

Sources: EDAW 2007, ARB 2007b, CCAR 2007, CEC 2000

Specific Plan

If used traditionally with default trip rates and lengths, rather than project-specific (Traffic Analysis Zone-specific) trip rates and lengths, URBEMIS does not work well for specific plan or general plan-sized projects with multiple land use types proposed. However, in all instances, projects of these sizes (several hundred or thousand acres) would be accompanied by a traffic study. Thus, for large planning-level projects, URBEMIS can be used as a calculation tool to easily obtain project-specific mobile-source emissions. The user should follow the steps discussed above; wherein he/she overwrites the default ITE trip rates for each land use type with that needed to make total VMT match that contained in the traffic study. The URBEMIS interface is a simple calculator to combine the traffic study and EMFAC emissions factors for mobile-source CO_2.

Project Attributes:

- 985 acres
- Total dwelling units: 5,634
- Commercial/Mixed Use: 429 ksf
- Educational: 2,565 ksf
- 14,648 residents
- 3,743 jobs
- Located in Sacramento County (SMAQMD jurisdiction)
- Analysis year 2009

Table 8: Specific Plan Example GHG Emissions Estimates

URBEMIS Output (Project Specific)	Metric Tons/Year CO_2e	Demographic Data	
Area-source emissions	23,273	Residents	14,648
Mobile-source emissions	73,691	Jobs	3,743
Indirect emissions (from CCAR Protocol)	32,744		
Total operational emissions	**129,708**	Service population	18,391
Operational emissions/SP	**7.1**		

Notes:
CO_2e = carbon dioxide equivalent; CCAR = California Climate Action Registry; SP = service population (see definition of service population below in discussion of Normalization/Service Population Metric).

Sources: EDAW 2007, ARB 2007b, CCAR 2007, CEC 2000

The specific plan example, when compared to the residential or commercial examples, illustrates the benefit of a mixed-use development when you look at CO_2e emissions per resident or job (service population) metric (see definition of service population below in discussion of Normalization/Service Population Metric). Though this particular specific plan is not an example of a true jobs/housing balance, the trend is clear: accommodating residents and jobs in a project is more efficient than residents or jobs alone.

Stationary- and Area-Source Project Types

GHG emissions from stationary or area sources that require a permit to operate from the air district also contain both direct and indirect sources of emissions. Examples of these types of sources would be fossil fuel power plants, cement plants, landfills, wastewater treatment plants, gas stations, dry cleaners and industrial boilers. All air districts have established procedures and methodologies for projects subject to air district permits to calculate their regulated pollutants. It is anticipated that these same procedures and methodologies could be extended to estimate a permitted facility's GHG calculations. For stationary and area sources that do not require air district permits, the same methodologies used for permitted sources could be used in addition to URBEMIS and CCAR GRP to calculate GHG emissions from these facilities.

Wastewater Treatment Facilities

Direct GHG emissions associated with a proposed waste water treatment plant can be calculated using AP-42 emission factors from Chapter 4.3.5 Evaporative Loss Sources: Waste Water-Greenhouse Gases and the CCAR methodology. In general, most wastewater operations recover CH_4 for energy, or use a flare to convert the CH_4 to CO_2. There are many types of wastewater treatment processes and the potential for GHG emissions from different types of plants varies substantially. There is not one standard set of emission factors that could be used to quantify GHG emissions for a state

"average" treatment plant. Thus, research will need to be conducted on a case-by-case basis to determine the "Fraction Anaerobically Digested" which is a function of the type of treatment process. Indirect emissions from these facilities can be calculated using the CCAR energy use protocols and URBEMIS model for transportation emissions.

Solid Waste Disposal Facilities

Air districts will have emission estimate methodologies established for methane emissions at permitted landfills. In addition, EPA's Landfill Gas Emissions Model (LandGem) and the CCAR methodology could also be used to quantify GHG emissions from landfill off gassing; however, this model requires substantial detail be input. The model uses a decomposition rate equation, where the rate of decay is dependent on the quantity of waste in place and the rate of change over time. This modeling tool is free to the public, but substantial project detail about the operation of the landfill is needed to run the model. Indirect emissions from these facilities can be calculated using the CCAR energy use protocols and URBEMIS model for transportation emissions.

Construction Emissions

GHG emissions would occur during project construction, over a finite time. In addition, a project could result in the loss of GHG sequestration opportunity due primarily to the vegetation removed for construction. URBEMIS should be used to quantify the mass of CO_2 that would occur during the construction of a project for land development projects. Some construction projects would occur over an extended period (up to 20–30 years on a planning horizon for general plan buildout, or 5–10 years to construct a dam, for example). OFFROAD emission factors are contained in URBEMIS for CO_2 emissions from construction equipment. For other types of construction projects, such as roadway construction projects or levee improvement projects, SMAQMD's spreadsheet modeling tool, the Road Construction Emissions Model (RoadMod), should be used. This tool is currently being updated to include CO_2 emissions factors from OFFROAD.

The full life-cycle of GHG emissions from construction activities is not accounted for in the modeling tools available, and the information needed to characterize GHG emissions from manufacture, transport, and end-of-life of construction materials would be speculative at the CEQA analysis level. The emissions disclosed will be from construction equipment and worker commutes during the duration of construction activities. Thus, the mass emissions in units of metric tons CO_2e/year should be reported in the environmental document as new emissions.

General Plans

In the short-term, URBEMIS can be used as a calculation tool to model GHG emissions from proposed general plans, but only if data from the traffic study is incorporated into model input. The same methodology applied above in the specific plan example applies to general plans. The CCAR GRP can be used to approximate indirect emissions from

increased energy consumption associated with the proposed plan area. The same models and methodologies discussed previously for wastewater, water supply and solid waste would be used to estimate indirect emissions resulting from buildout of the general plan.

In the longer-term, more complex modeling tools are needed, which would integrate GHG emission sources from land use interaction, such as I-PLACE^{3}S or CTG Energetics' Sustainable Communities Custom Model attempt to do. These models are not currently available to the public and only have applicability in certain areas of the state. It is important that a tool with statewide applicability be used to allow for consistency in project treatment, consideration, and approval under CEQA.

Scenarios

At the general plan level, the baseline used for analyzing most environmental impacts of a general plan update is typically no different from the baseline for other projects. The baseline for most impacts represents the existing conditions, normally on the date the Notice of Preparation is released. Several comparative scenarios could be relevant, depending on the exact methodological approach and significance criteria used for GHG assessment:

- Existing Conditions. The GHG emissions associated with the existing, on-the-ground conditions within the planning area.

- 1990 conditions. The GHG emissions associated with the general plan area in 1990. This is relevant due to the state's AB 32 GHG emission reduction goals' benchmark year of 1990. The GHG-efficiency of 1990 development patterns could be compared to that of the general plan buildout.

- Buildout of the Existing General Plan. The GHG emissions associated with buildout of the existing general plan (without the subject update). This is the no project alternative for the purposes of general plan CEQA analysis.

- Buildout of the Updated General Plan. The GHG emissions associated with buildout of the general plan, as proposed as a part of the subject update. This would include analysis of any changes included as a part of the general plan update for the existing developed portions of the planning area. Many communities include redevelopment and revitalization strategies as a part of the general plan update. The general plan EIR can include assumptions regarding what level and type of land use change could be facilitated by infill and redevelopment. Many jurisdictions wish to provide future projects consistent with these land use change assumptions with some environmental review streamlining. In addition, many communities include transit expansions, pedestrian/bicycle pathway improvements, multi-modal facility construction, travel demand policies, energy efficiency policies, or other measures that could apply to the existing developed area, just as they may apply to any new growth

areas. Such policies could affect the overall GHG emissions of the built out general plan area.

- Increment between Buildout of Updated General Plan and Existing General Plan Area. There are many important considerations associated with the characterization of the impact of the General Plan update. The actual GHG emissions impact could be described as the difference between buildout under the existing and proposed land use plan (No-Build Alternative). However, the courts have held that an EIR should also analyze the difference between the proposed General Plan and the existing environment (*Environmental Planning & Information Council v. County of El Dorado* (EPIC) (1982) 131 Cal.App.3d 350). At the General Plan level, over the course of buildout, some new land uses are introduced, which could potentially add operational GHG emissions and potentially remove existing sequestration potential. Some properties become vacant and are not redeveloped. Other properties become vacant and then are redeveloped. Communities cannot pretend to understand fully in advance each component of land use change. The programmatic document is the preferred method of environmental analysis. Through this programmatic framework, communities develop buildout assumptions as a part of the General Plan that are normally used as a basis of environmental analysis. For certain aspects of the impact analysis, it becomes important not just to understand how much "new stuff" could be accommodated under the updated General Plan, but also the altered interactions between both "new" and "existing" land uses within the planning area. As addressed elsewhere, there are tools available for use in understanding land use/transportation interactions at the General Plan level. Without the GHG targets established by AB 32, a simple mass comparison of existing conditions to General Plan buildout might be appropriate.

However, within the current legal context, the GHG efficiency of the updated General Plan becomes the focus of analysis. Some options in this regard include:

- Estimate the GHG emissions associated with all the land uses included within the planning area upon buildout of the General Plan using no project specific information (regional, countywide, or statewide defaults). Estimate GHG emissions using project specific information from the transportation engineer, transportation demand policies, community design elements, energy efficiency requirements, wastewater treatment and other public infrastructure design changes, and other components. Compare these two calculations. Is the second calculation reduced by the percent needed to meet AB 32 goals compared to the first calculation?

- Estimate the GHG emissions associated with the 1990 planning area and the per-capita or per-service population GHG associated with the 1990 planning area. (Many communities are establishing GHG inventories using different tools). Estimate the GHG emissions associated with buildout of the proposed General Plan update and the resulting per-capita or per-service population GHG

emissions. Compare the two calculations. Is the General Plan buildout per-capita or per-service population level greater than the 1990 estimate?

Example General Plan Update: Proposed new growth area

Project Attributes:

- 10,050 single family dwelling units
- 652 multi-family dwelling units
- 136 acres parks
- 2,047 ksf commercial (regional shopping center)
- 2,113 ksf office
- 383 acres industrial park
- 31,293 new residents
- 4,945 new jobs
- Located in Stanislaus County (SJVAPCD jurisdiction)
- Analysis year 2025

Table 9: General Plan Example GHG Emissions Estimates

URBEMIS Output (Project Specific)	Metric CO_2e Tons/Year	Demographic Data	
Construction emissions	12,083*	Residents	31,293
Area-source emissions	45,708		
Mobile-source emissions	263,954	Jobs	4,945
Indirect emissions (from CCAR Protocol)	78,385		
Total operational emissions	**388,046**	Service population	36,238
Operational emissions/SP	**10.7**		

* Approximately 241,656 metric tons CO_2e total at general plan buildout (assumes 20-year buildout period). Construction emissions were not included in total operational emissions.
Notes:
CO_2e = carbon dioxide equivalent; CCAR = California Climate Action Registry; SP = service population (see definition of service population below in discussion of Normalization/Service Population Metric).
Sources: EDAW 2007, ARB 2007b, CCAR 2007, CEC 2000

Due to the programmatic level of analysis that often occurs at the general plan level, and potential for many relevant GHG emission quantities, it could be preferable to use a qualitative approach. Such an analysis could address the presence of GHG-reducing policy language in the general plan.

Three possible tiers of approaches to addressing GHG mitigation strategies, either as general plan policy, general plan EIR mitigation measures, or both, include:

- Forward planning
- Project toolbox
- Defer to GHG reductions plan

The three basic approaches are described below.

1. Bring reduction strategies into the plan itself. The most effective way for local jurisdictions to achieve GHG emissions reductions in the medium- and long-term is through land use and transportation policies that are built directly into the community planning document. This involves creating land use diagrams and circulation diagrams, along with corresponding descriptive standards, that enable and encourage alternatives to travel and goods movement via cars and trucks. The land use and circulation diagrams provide a general framework for a community where people can conduct their everyday business without necessarily using their cars. The overall community layout expressed as a part of the land use and circulation diagrams is accompanied by a policy and regulatory scheme designed to achieve this community layout. Impact fees, public agency spending, regulations, administrative procedures, incentives, and other techniques are designed to facilitate land use change consistent with the communities' overall vision, as expressed in policy and in the land use diagram. There are many widely used design principles that can be depicted in land use and circulation diagrams and implemented according to narrative objectives, standards, and policies:

- Connectivity. A finely-connected transportation network shortens trip lengths and creates the framework for a community where homes and destinations can be placed close in proximity and along direct routes. A hierarchical or circuitous transportation network can increase trip lengths and create obstacles for walking, bicycling, and transit access. This policy language would likely be found in the Circulation Element.

- Compactness. Compact development, by its nature, can increase the efficiency of infrastructure provision and enable travel modes other than the car. If communities can place the same level of activity in a smaller space, GHG emissions would be reduced concurrently with VMT and avoid unnecessary conversion of open space. This policy language would likely be found in the Land Use Element.

- Diversity. Multiple land use types mixed in proximity around central "nodes" of higher-activity land uses can accommodate travel through means other than a car. The character and overall design of this land use mix is, of course, different from community to community. This policy language would likely be found in the Land Use Element.

- Facilities. Pedestrian, bicycle, and public transportation improvements, planning, and programming are sometimes an afterthought. To get a more GHG-efficient mode share, safe and convenient bike lanes, pedestrian pathways, transit shelters, and other facilities are required to be planned along with the vehicular travel network. This policy language would likely be found in the Circulation Element.

- Redevelopment. One way to avoid GHG emissions is to facilitate more efficient and economic use of the lands in already-developed portions of a community. Reinvestment in existing neighborhoods and retrofit of existing buildings is appreciably more GHG efficient than greenfield development, and can even result in a net reduction in GHG emissions. This policy language would likely be found in the Conservation or Land Use Element.

- Housing and Employment. Most communities assess current and future economic prospects along with long-range land use planning. Part of the objective for many communities is to encourage the coalescence of a labor force with locally available and appropriate job opportunities. This concept is best known as "jobs-housing balance." This policy language would likely be found in the Housing Element.

- Planning Level Versus Project Level. For transportation-related GHG emissions that local governments can mitigate through land use entitlement authority, the overall community land use strategy and the overall transportation network are the most fruitful areas of focus. The reduction capacity of project-specific mitigation measures is greatly limited if supportive land use and transportation policies are lacking at the community planning level. The regional economic context, of course, provides an important backdrop for land use and transportation policy to address GHG emissions. Within this context, the general plan is the readily available tool for local governments to establish such land use and transportation strategies. This policy language would likely be found in the Land Use and Circulation Elements.

- Shipping Mode Shift. Locate shipping-intensive land uses in areas with rail access. Some modes of shipping are more GHG-intensive than others. Rail, for example, requires only about 15 to 25 percent of the energy used by trucks to ship freight equivalent distances and involves reduced transportation-related GHG emissions. Cities and counties have little direct control over the method of shipment that any business may choose. Nevertheless, as a part of the general planning process, cities and counties can address constraints on the use of rail for transporting goods. This policy language would likely be found in the Land Use and Circulation Elements.

2. Provide a "toolbox" of strategies after the project site has been selected. In addition to the examples of design principles that are built into the community planning process, communities can offer project applicants a range of tools to reduce GHG emissions. Mitigation strategies are elaborated in detail in Chapter 9.

3. Defer to General Plan implementation measure. Develop and implement a GHG Emissions Reduction Plan. Another option for local governments would be development of an implementation measure as a part of the general plan that outlines an enforceable GHG reduction program. Perhaps the most well known example of this approach is the result of California's Attorney General settlement of the lawsuit brought against San

Bernardino County. The County has agreed to create a 1990 GHG inventory and develop measures to reduce such emissions according to the state's overall goals. Other communities have pursued similar programs (i.e., the City of San Diego, Marin County). Along with the inventories, targets, and example reduction measures, these programs would include quantitative standards for new development; targets for reductions from retrofitting existing development; targets for government operations; fee and spending program for GHG reduction programs; monitoring and reporting; and other elements. The local government itself should serve as a model for GHG reduction plan implementation, by inventorying emissions from government operations and achieving emission reductions in accordance with the plan's standards. An optional climate change element could be added to contain goals, policies, and this implementation strategy, or this could belong in an optional air quality element.

Other Project Types

Air District Rules, Regulations and Air Quality Plans

Air district air quality plans, rules and regulations could have the potential to increase or decrease GHG emissions within their respective jurisdiction. In general, air district air quality plans, rules and regulations act to reduce ozone precursors, criteria air pollutant and toxic air contaminant emissions, which would almost always act to reduce GHG emissions simultaneously. However, this may not always be the case.

Air Quality Plans

Air districts will have to include GHG emissions analysis as part of their criteria air pollutant and toxic air contaminant air pollutant analysis when considering the adoption of air quality plans and their subsequent rules and regulations needed to implement the plans. Multiple models and methodologies will be needed to accomplish this analysis.

Regional Transportation Plans

Regional transportation plans would also need to be evaluated on a case-by-case basis to determine if a net increase or decrease in GHG emissions would occur. Complex interactions between the roadway network, operating conditions, alternative transportation availability (such as public transit, bicycle pathways, and pedestrian infrastructure), and many other independent parameters specific to a region should be considered. Regional transportation models exist to estimate vehicular emissions associated with regional transportation plans, which includes the ability to estimate GHG emissions.

Normalization/Service Population Metric

The above methodology would provide an estimate of the mass GHG emissions generated by a proposed project, which could be compared to a mass emission threshold. EDAW developed a methodology that would measure a project's overall GHG efficiency

in order to determine if a project is more efficient than the existing statewide average for per capita GHG emissions. The following steps could be employed to estimate the GHG-"efficiency," which may be more directly correlated to the project's ability to help obtain objectives outlined in AB 32, although it relies on establishment of an efficiency-based significance threshold. The subcommittee believes this methodology may eventually be appropriate to evaluate the long-term GHG emissions from a project in the context of meeting AB 32 goals. However, this methodology will need substantially more work and is not considered viable for the interim guidance presented in this white paper.

- Divide the total operational GHG emissions by the Service Population (SP) supported by the project (where SP is defined as the sum of the number of residents and the number of jobs supported by the project). This value should be compared to that of the projected statewide GHG emissions inventory from the applicable end-use sectors (electricity generation, residential, commercial/institutional, and mobile-source) in 1990 divided by the projected statewide SP for the year 2020 (i.e., AB 32 requirements), to determine if the project would conflict with legislative goals.

    - If the project's operational GHG/SP falls below AB 32 requirements, then the project's GHG emissions are less than cumulatively considerable.

    - If the project's operational GHG/SP exceed AB 32 requirements (a substantial contribution), then the project's GHG emissions would conflict with legislative requirements, and the impact would be cumulatively considerable and mitigation would be required where feasible.

- New stationary and area sources/facilities: calculate GHG emissions using the CCAR GRP. All GHG emissions associated with new stationary or area sources should be treated as a net increase in emissions, and if deemed significant, should be mitigated where feasible.

- Road or levee construction projects or other construction-only projects: calculate GHG emissions using the RoadMod, which will be updated to contain GHG emission factors from EMFAC and OFFROAD. All construction-generated GHG emissions should be treated as a net increase, and if deemed significant, should be mitigated to the extent feasible.

- Air District rulemaking or air quality management plan-type projects should be evaluated on a case-by-case basis for secondary impacts of increased GHG emissions generation. In most cases, the types of projects that act to reduce regional air pollution simultaneously act to reduce GHG emissions, and would be beneficial, but should be evaluated for secondary effects from GHG emissions.

- Regional transportation plans should also be evaluated on a case-by-case basis for potential to either reduce or increase GHG emissions from the transportation sector. EMFAC can be utilized to determine the net change in GHG emissions

associated with projected vehicle VMT and from operating speed changes associated with additional or alleviated congestion.

To achieve the goals of AB 32, which are tied to GHG emission rates of specific benchmark years (i.e., 1990), California would have to achieve a lower rate of emissions per unit of population and per unit of economic activity than it has now. Further, in order to accommodate future population and economic growth, the state would have to achieve an even lower rate of emissions per unit than was generated in 1990. (The goal to achieve 1990 quantities of GHG emissions by 2020 means that this will need to be accomplished in light of 30 years of population and economic growth in place beyond 1990.) Thus, future planning efforts that would not encourage new development to achieve its fair share of reductions in GHG emissions would conflict with the spirit of the policy decisions contained in AB 32, thus impeding California's ability to comply with the mandate.

Thus, if a statewide context for GHG emissions were pursued, any net increase in GHG emissions within state boundaries would be considered "new" emissions. For example, a land development project, such as a specific plan, does not necessarily create "new" emitters of GHG, but would theoretically accommodate a greater number of residents in the state. Some of the residents that move to the project could already be California residents, while some may be from out of state (or would 'take the place' of in-state residents who 'vacate' their current residences to move to the new project). Some may also be associated with new births over deaths (net population growth) in the state. The out-of-state residents would be contributing new emissions in a statewide context, but would not necessarily be generating new emissions in a global context. Given the California context established by AB 32, the project would need to accommodate an increase in population in a manner that would not inhibit the state's ability to achieve the goals of lower total mass of emissions.

The average net influx of new residents to California is approximately 1.4 percent per year (this value represents the net increase in population, including the net contribution from births and deaths). With population growth, California also anticipates economic growth. Average statewide employment has grown by approximately 1.1 percent over the last 15 years. The average percentage of population employed over the last 15 years is 46 percent. Population is expected to continue growing at a projected rate of approximately 1.5 percent per year through 2050. Long-range employment projection data is not available from the California Department of Finance (DOF) and can be extrapolated in different ways (e.g., linear extrapolation by percentage rate of change, percentage of population employed, mathematical series expansion, more complex extrapolation based on further research of demographic projections such as age distribution). Further study would be needed to refine accurate employment projections from the present to 2050. For developing this framework, employment is assumed to have a constant proportionate relationship with the state's population. The projected number of jobs is assumed to be roughly 46 percent of the projected population.

In light of the statewide context established by California law, consistency is most important for evaluating GHG emissions from projects. Thus, URBEMIS and the CCAR GRP are the recommended tools for quantification of GHG emissions from most project types in the short term. Over the long term, more sophisticated models that integrate the relationship between GHG emissions and land use, transportation, energy, water, waste, and other resources, and have similar application statewide would have better application to the problem, but may not currently be as accessible or as easily operable. I-PLACE^{3}S and CTG Energetics' Sustainable Communities Model (SCM) are two examples of such models that contain emission factors for GHGs, which could be refined to have applicability statewide and made available to CEQA practitioners. Other models are likely to be developed, given the importance of this issue.

Short-Term and Long-Term Methodologies

The following tools can be used to quantify a project's GHG emissions until tools that are more comprehensive become available statewide:

1. Land development projects: URBEMIS 2007 v. 9.2 and the CCAR GRP v. 2.2 (short-term); further development of I-PLACE^{3}S or CTG's Sustainable Communities Model (long-term).
2. New stationary and area sources/facilities: AP-42 Chapter 4.3, LandGem v. 3.02, and/or CCAR GRP v. 2.2.
3. Road or levee construction projects or other construction-only projects: RoadMod/OFFROAD 2007.

Ideally, I-PLACE^{3}S or CTG's Sustainable Communities Model would be expanded to apply to all regions of the state. These types of models use an integrated approach, which is the best approach for reasonably approximating the emissions that result from interaction between land uses, but neither is available to the public and would create consistency problems in reporting emissions from projects across the state if these were used today. However, a similar model with statewide applicability will likely be developed due to the importance of the issue.Table 10 Summary of Modeling Tools for Estimating GHG Emissions and Project Applicability

Table 10: Summary of Modeling Tools for GHG Emissions

Method/Tool Description	Availability	Applicability	Scope	Ease of Use	Data Input (Requirements and Guidance)	Data Output	Recommendation Comments	Advantages/ Disadvantages
URBEMIS 2007	*Public domain -Download (www.urbemis.com) free of charge*	*Land development and construction projects (construction, mobile- and area-source emissions)*	*Local*	*Fairly Easy*	*Land use information, construction and operational data and assumptions (e.g., jurisdiction, acres of land use type, year of operation, etc.)*	*Mobile-source Construction & Operational CO_2 (lb/day or tons/year)*	*-Recommended for land use development and construction projects -Also recommended for net change in land use (zoning changes)*	*-Does not quantify indirect emissions from energy consumption or other GHGs (except methane from mobile-sources) -Free, available to public, and applicable statewide -Widely used for assessment of other air quality impacts*
California Climate Action Registry General Reporting Protocol v. 2.2	*Public guidance document*	*Indirect emissions from land development projects, stationary- and area-source facilities regulated under AB 32*	*State*	*Easy*	*Energy consumption*	*CO_2e (Metric tons/year)*	*-Recommended for indirect emissions from energy consumption for land use development projects, and for new stationary- or area- sources to be regulated*	*-Contains emission factors for CH_4 and N_2O in addition to CO_2 -Does not contain emission factors broken down by utility provider (statewide average grid only)*
Clean Air and Climate Projection (CACP) Software	*Public agencies (members of ICLEI, NACAA, or similar)*	*Local governments used for emissions inventories*	*Local*	*N/A*	*Energy usage, waste generation/disposal transportation*	*CO_2e (tons/year)*	*-Recommended for inventories of local government entities activities (must be a member of affiliated agency or group)*	*-Not available to public*
CTG Sustainable Communities Model	*Custom model*	*Land development*	*Regional, scalable*	*N/A*	*Land use information, operational (mobile, energy, economic, infrastructure) assumptions*	*CO_2e (tons/year)*	*-An integrated and comprehensive modeling tool, but cannot obtain*	*-Not available to public*

Method/Tool Description	Availability	Applicability	Scope	Ease of Use	Data Input (Requirements and Guidance)	Data Output	Recommendation Comments	Advantages/ Disadvantages
I-PLACE^{3}S	*Access fee through local COG* *Only available for eight California counties*	*Land use change*	*Regional, scalable*	*Fairly Easy*	*Parcel information*	*CO_2 (lb/day or tons/year)*	*-Recommended for land use development projects and land use changes* *-Especially good for general plans*	*-Not freely available to public* *-Not applicable statewide* *-Actually provides insight into land use interaction* *-Can include very specific project attributes* *-Trip rates are from behavioral survey data, instead of ITE*
EMFAC 2007	*Public domain*	*On-road mobile-sources*	*Statewide, regional*	*Fairly Easy*	*Vehicle fleet information*	*CO_2 (grams/mile)*	*-Not recommended for most projects (URBEMIS preferred)* *-Could be used for certain Air District Rulemaking applications*	*-Can compare emissions based on speed-distribution* *-Emission factors contained in URBEMIS* *-Not a stand-alone model*
OFFROAD 2007	*Public domain*	*Off-road mobile sources (construction equipment)*	*Statewide, regional*	*Fairly Easy*	*Construction fleet information*	*CO_2 (lb/day)*	*-Not recommended (URBEMIS preferred)* *-could be used for certain Air District Rulemaking applications (re: construction equipment)*	*-Emission factors contained in URBEMIS*
RoadMod (to be updated to include CO_2)	*Public domain*	*Off-road and on-road mobile sources (construction equipment and material haul trucks)*	*Statewide*	*Easy*	*Construction information*	*CO_2 (lb/day or tons/project)*	*-Recommended for construction-only projects (linear in nature; i.e., levees, roads, pipelines)*	*-To be updated to support emissions factors from OFFROAD 2007*

Method/Tool Description	Availability	Applicability	Scope	Ease of Use	Data Input (Requirements and Guidance)	Data Output	Recommendation Comments	Advantages/ Disadvantages
DTIM	*Public domain*	*On-road mobile-sources*	*Statewide, regional*	*Difficult (consists of a series of three programs and requires input files from traffic and emissions modeling)*	*-EMFAC files* *-Traffic model output files (e.g., link, interzonal, and trip end data)* *-User options file* *-Optional files*	*CO_2 (tons/year)*	*-Not recommended*	*-Not updated to support EMFAC 2007 emission factors* *-Input files include output files from regional transportation models which more accurately reflect VMT*
Southeast Climate Change Partnership Spreadsheet Model (UK)	*Public domain http://www.climatesoutheast.org.uk/*	*UK Local government/ agencies/ organizations used for emissions inventories*	*Local, county, regional*	*Fairly easy*	*Energy usage, waste generation/disposal, transportation*	*CO_2 (tonnes/year)*	*-Not recommended for use in California, but could be a valuable source for building an applicable spreadsheet model*	*-Applicability for UK, but could be updated with CA-specific emission factors*
EPA AP-42; Evaporation Loss Sources Chapter 4.3.5	*Public reference document*	*GHG emissions from waste water treatment facilities*	*Facility level*	*Easy equation; substantial research needed to use*	*Biochemical oxygen demand (BOD) loading, Fraction anaerobically digested*	*CH4 (lb/year)*	*-Recommended for Publicly owned treatment works (POTW) projects*	*-Substantial research needed to determine the "fraction anaerobically digested" parameter, which is dependent on the type of treatment plant/process*
LandGem v. 3.02	*Public domain http://www.epa.gov/ttn/catc/dir1/landgem-v302.xls*	*GHG emissions from anaerobic decomposition associated with landfills*	*Facility Level*	*Moderate*	*Solid waste processing, year of analysis, lifetime of waste in place*	*CO_2, CH_4 (Mega grams/year)*	*-Recommended for landfill emissions*	*-Emission rates change dependent on years of decomposition, waste in place rates of change.* *-Complex decomposition rate equation, but good first approximation*

Method/Tool Description	Availability	Applicability	Scope	Ease of Use	Data Input (Requirements and Guidance)	Data Output	Recommendation Comments	Advantages/ Disadvantages
CARROT	*Registry members*	*Stationary source emissions, vehicle fleet mobile sources*	*Facility level*	*Moderate*	*Facility-specific information*	*All GHGs*	*-Recommended for reporting facilities under AB 32 and for indirect emissions from energy consumption (CCAR Protocol)*	*-Estimates all GHGs and normalizes to CO_2e* *-Not publicly available*

Notes:

GHG = greenhouse gas; AB = assembly bill; CO_2e = carbon dioxide equivalent; CH_4 = methane; N_2O = nitrous oxide; COG = council of governments ; ITE = Institute of Transportation Engineers; CCAR = California Climate Action Registry

Source: Data compiled by EDAW and the California Air Pollution Control Officers Association in 2007

Introduction

This chapter (and Appendix B) identifies existing and potential mitigation measures that could be applied to projects during the CEQA process to reduce a project's GHG emissions that would be identified using the analytical methodologies included in this white paper. The Subcommittee retained the services of EDAW to assist with this effort. EDAW performed a global search of mitigation measures currently in practice and under study that would reduce GHG emissions.

Table 16 (Appendix B) provides a brief description of each measure along with an assessment of their feasibility (from a standpoint of economical, technological, and logistical feasibility, and emission reduction effectiveness), and identifies their potential for secondary impacts to air quality. During the global search performed, EDAW also took note of GHG reduction strategies being implemented as rules and regulation (e.g., early action items under AB 32), which are summarized in Table 18 (Appendix C). It is important to note that though compliance with such would be required by regulation for some sources, such strategies may be applicable to other project and source types.

The recurring theme that echoes throughout a majority of these measures is the shift toward New Urbanism, and research has consistently shown that implementation of Neotraditional Development techniques reduces VMT and associated emissions. The material reviewed assessed reductions from transportation-related measures (e.g., bicycle, pedestrian, transit, and parking) as a single comprehensive approach to land use. This comprehensive approach focuses on development design criteria conducive to enhancing alternate modes of transportation, including transit, walking, and bicycling. Transportation Demand Management (TDM) programs are viewed as a mechanism to implement specific measures. TDM responsibilities may include offering incentives to potential users of alternative modes of transportation and monitoring and reporting mode split changes.

The comprehensive approach makes it more difficult to assess reductions attributable to each measure. Nevertheless, there is a strong interrelationship between many of the measures, which justifies a combined approach. Consider the relationship between bike parking nonresidential, bike parking residential, endtrip facilities, and proximity to bike path/bike lane measures. In reality, these measures combined act as incentives for one individual to bike to work, while implementation of a single measure without the others reduces effectiveness.

The global nature of GHG emissions is an important feature that enables unique mitigation: abatement. When designing a project subject to CEQA, the preferred practice is first to avoid, then to minimize, and finally to compensate for impacts. Where the impact cannot be mitigated on-site, off-site mitigation is often and effectively implemented in several resource areas, either in the form of offsetting the same impact or preserving the resource elsewhere in the region. Frequently, mitigation fee programs or funds are established, where the proponent pays into the program and fees collected

throughout the region or state are used to implement projects that, in turn, proportionately offset the impacts of the projects to the given resource. It may be more cost-effective to reduce as much GHG on-site as feasible (economically and technologically). Then the proponent would pay into a "GHG retrofit fund" to reduce equivalent GHG emissions off-site. In contrast to regional air pollutant offset programs such as the Carl Moyer Program, it matters greatly where reductions of ozone precursors occur, as ozone affects regional air quality. The GHG retrofit fund could be used to provide incentives to upgrade older buildings and make them more energy efficient. This would reduce demand on the energy sector and reduce stationary source emissions associated with utilities. This program has been successfully implemented in the United Kingdom where developments advertise "carbon neutrality." Of course, some GHG emissions occur associated with operation of the development, but the development would offset the remainder of emissions through off-site retrofit. Avoiding emissions that would otherwise continue to occur at existing development would be a unique opportunity for mitigation of GHG emissions. Reduction of GHG emissions also may have important side benefits including reduction of other forms of pollution.

Depending on the significance threshold concept adopted, projects subject to the CEQA process would either qualitatively or quantitatively identify the amount of GHG emissions associated with their project using the analytical methodologies identified in the previous chapter. The analysis would then apply the appropriate number of mitigation measures listed in Appendix B to their project to reduce their GHG emissions below the significance level. Calculating the amount of GHG emission reductions attributable to a given mitigation measure would require additional research. The examples below illustrate how a project would be mitigated using this approach.

Residential Project Example

Project Attributes:

- 68 detached dwelling units
- 15.9 acres
- Located in unincorporated Placer County PCAPCD jurisdiction)
- Assume URBEMIS defaults for a rural project in Placer County, in absence of a traffic study (This is contrary to the recommendations contained under Task 1; a traffic study is necessary to asses project-specific GHG emissions).
- Analysis year 2009

Table 11: Residential Project Example GHG Emissions Estimates with Mitigation

URBEMIS Output (Unmitigated)	Metric Tons/Year CO_2e	URBEMIS Output (Mitigated)	Metric Tons/Year CO_2e	Percent Reduction
Area-source emissions	252	Area-source emissions	215	14.6
Mobile-source emissions	1,047	Mobile-source emissions	916	12.5
Total direct operational emissions (area + mobile)	1,299	Total operational emissions (area + mobile)	1,131	12.9

Notes:
CO_2e = carbon dioxide equivalent

Sources: Data compiled by EDAW in 2007

Using URBEMIS 2007 and assuming the project would implement the mitigation measures listed below, yearly project-generated emissions of CO_2e would be reduced by approximately 13 percent. Implementation of the following mitigation measures is assumed:

- 100 housing units within one-half-mile radius of project's center, including this project's 68 residential units;
- provision of 80 jobs in the study area;
- retail uses present with one-half-mile radius of project's center;
- 10 intersections per square mile;
- 100% of streets with sidewalks on one side;
- 50% of streets with sidewalks on both sides;
- 30% of collectors and arterials with bike lanes, or where suitable, direct parallel routes exist;
- 15% of housing units deed restricted below market rate;
- 20% energy efficiency increase beyond Title 24; and
- 100% of landscape maintenance equipment electrically powered and electrical outlets in front and rear of units.

Example Project Methodology and Mitigation

Table 12 –Residential Projects Example Methodology and Mitigation

Source	Methodology	Mitigation
Direct Emissions		
Construction	URBEMIS (OFFROAD emission factors)	MM C-1→MM C-4
Mobile Sources	URBEMIS (EMFAC emission factors)	MM T-3→MM T-8, MM T-10→ MM T-14, MM T-16, MM T-19→ MM T-21 MM D-2→MM D-8, MM D-10→ MM D-15, MM D-17 MM S-1→MM S-2 MM M-1→MM M-2
Area Sources	URBEMIS	MM D-13→MM D-15, MM D-17 MM E-1→MM E-8, MM E-10, MM E-12→MM E-23 MM S-1→MM S-2 MM M-1→MM M-2
Indirect Emissions		
Energy Consumption	CCAR GRP & CEC	

Table 13 –Commercial Projects Example Methodology and Mitigation

Source	Methodology	Mitigation
Direct Emissions		
Construction	URBEMIS (OFFROAD emission factors)	MM C-1→MM C-4
Mobile Sources	URBEMIS (EMFAC emission factors)	MM T-1→MM T-2, MM T-4→ MM T-15, MM T-17→MM T-21 MM D-1→MM D-3, MM D-5→ MM D-6, MM D-10, MM D-12, MM D-14→MM D-17 MM E-24 MM S-1→MM S-2 MM M-1→MM M-2
Area Sources	URBEMIS	MM D-14→MM D-17 MM E-1, MM E-4→MM E-13, MM E-16→MM E-24 MM S-1→MM S-2 MM M-1→MM M-2
Indirect Emissions		
Energy Consumption	CCAR GRP & CEC	

Table 14 –Specific Plans Example Methodology and Mitigation

Source	Methodology	Mitigation
Direct Emissions		
Construction	URBEMIS (OFFROAD emission factors)	MM C-1→MM C-4
Mobile Sources	Short-term: URBEMIS (EMFAC emission factors). Long-term: I-PLACE^{3}S/CTG SCM	MM T-1→MM T-21 MM D-1→MM D-12, MM D-18→ MM D-19 MM E-24 MM S-1→MM S-2 MM M-1→MM M-2
Area Sources	Short-term: URBEMIS (EMFAC emission factors). Long-term: I-PLACE^{3}S/CTG SCM	MM D-13→MM D-19 MM E-1→MM E-24 MM S-1→MM S-2 MM M-1→MM M-2
Indirect Emissions		
Energy Consumption	Short-term: CCAR GRP & CEC. Long-term: I-PLACE^{3}S/CTG SCM	

General Plans

- Include a general plan policy to reduce emissions within planning area to a level consistent with legislative requirements.
- Implementation strategies include preparation of a GHG reduction plan.
- Projects consistent with a general plan could be responsible for complying with such a policy.

Table 15 –General Plans Example Methodology and Mitigation

Source	Methodology	Mitigation
Direct Emissions		
Construction	URBEMIS (OFFROAD emission factors).	MS G-1 MM G-15
Mobile Sources	Short-term: URBEMIS (EMFAC emission factors). Long-term: I-PLACE^{3}S/CTG SCM	MS G-1 MS G-2→MS C-7, MS G-9, MS G-12, MS-13→MS-14, MS-16→MS-23
Area Sources	Short-term: URBEMIS (EMFAC emission factors). Long-term: I-PLACE^{3}S/CTG SCM	MS G-1 MS G-8→MS C-11, MS G-134, MS G-12, MS-15, MS-17, MS-22
Indirect Emissions		
Energy Consumption	Short-term: CCAR GRP & CEC. Long-term: I-PLACE^{3}S/CTG SCM	

Other Project Types

Air District Rules and Regulations

Air district rules and regulations could have the potential to increase or decrease GHG emissions within the respective jurisdiction. In general, air district rules and regulations act to decrease criteria air pollutant or toxic air contaminant emissions, which would usually act to reduce GHG emissions simultaneously. However, this may not always be the case and air district rules and regulations could address emissions from a large variety of different source types. Reductions of GHG emissions associated with implementation of applicable mitigation, which could also vary greatly, would need to be evaluated on a case-by-case basis. However, once applicable mitigation measures are identified, percent reductions based on the best available research to date, such as those specified in Table 15, could be applied to determine mitigated emissions.

Air Quality Plans

Similarly to air district rules and regulations, air quality plans could have the potential to increase or decrease GHG emissions because of criteria air pollutant reduction strategies. In general, strategies implemented by air districts to reduce criteria air pollutants also act to reduce GHG emissions. However, this may not always be the case. Reductions of GHG emissions associated with implementation of applicable mitigation would need to be evaluated on a case-by-case basis. The methodology identified above for determining whether the strategies contained within the GHG reduction plan would adhere to the level specified in general plan policy could also be used to determine the reductions associated with CAP strategies.

Regional Transportation Plans

Regional transportation plans and reductions of GHG emissions associated with implementation of applicable mitigation would also need to be evaluated on a case-by-case basis to determine if a net increase or decrease in GHG emissions would occur. Complex interactions between the roadway network, operating conditions, alternative transportation availability (such as public transit, bicycle pathways, and pedestrian infrastructure), and many other independent parameters specific to a region should be considered. EMFAC 2007 can be used with VMT from the RTP to create an inventory of GHG emissions. Reductions associated with implementation of applicable measures contained in Table 16 could be accomplished by accounting for VMT reductions in the traffic model.

Many states, counties, and cities have developed policies and regulations concerning greenhouse gas emissions that seek to require or promote reductions in GHG emissions through standards for vehicle emissions, fuels, electricity production/renewables, building efficiency, and other means. However, we could only identify three public agencies in the United States that are considering formally requiring the analysis of greenhouse gas emissions and climate change for development projects during their associated environmental processes. There may be others, but they were not identified during research conducted during preparation of this paper.

The following is a summary of those three efforts.

Commonwealth of Massachusetts - MEPA Greenhouse Gas Emissions Policy and Protocol

The Massachusetts Executive Office of Energy and Environmental Affairs (EEA) has determined that the phrase "damage to the environment" as used in the Massachusetts Environmental Policy Act (MEPA) includes the emission of greenhouse gases caused by projects subjects to MEPA Review. EEA has published a Greenhouse Gas Emissions Policy (GGEP) to fulfill the statutory obligation to take all feasible measurers to avoid, minimize or mitigate damage to the environment.

The GGEP concerns the following projects only:

- The Commonwealth or a state agency is the proponent;
- The Commonwealth or a state agency is providing financial assistance;
- The project is privately funded, but requires an Air Quality Permit from the department of Environmental Protection;
- The project is privately funded, but will generate:
    - 3,000 or more new vehicle trips per day for office projects;
    - 6,000 or more new vehicle trips per day for mixed use projects that are 25% or more office space; or
    - 10,000 or more new vehicle trips per day for other projects.

As a comparison, the trip generation amounts correspond as follows:

- 3,000 vehicle trips per day = approximately 250,000 square foot office development;
- 6,000 or more new vehicle trips per day for mixed use projects that are 25% or more office space = if 25% office space, then equivalent to approximately 130,000 square feet of office and either 100,000 square feet of retail or 450 single-family residential units or some combination thereof.
- 10,000 or more new vehicle trips per day = approximately 1,000 single family residential units or 250,000 square feet retail.

The draft policy states it is not intended to create a numerical GHG emission limit or a numerical GHG emissions reduction target, but rather to ensure that project proponents and reviewers have considered the GHG emissions impacts of their projects and taken all feasible means and measure to reduce those impacts.

The draft policy notes that some projects within these categories will have little or no greenhouse gas emission and the policy will not apply to such projects. EEA intends to identify in the scoping certificate whether a project falls within this *de minimis* exception.

The GGEP requires qualifying projects to do the following:

- to quantify their GHG emissions;
- identify measures to minimize or mitigate such emissions;
- quantify the reduction in emissions and energy savings from mitigation.

Emissions inventories are intended to focus on carbon dioxide, but analysis of other GHGs may be required for certain projects. EEA will require analysis of direct GGH emissions and indirect (electricity and transportation) emissions. The GGEP references the protocols prepared by the World Resource Institute as guidance for inventory preparation.

The policy is still in draft form, but the comment period closed on August 10, 2007.

King County, Washington - Executive Order on the Evaluation of Climate Change Impacts through the State Environmental Policy Act (SEPA)

On June 27, 2007, the King County Executive Ron Sims directed all King County Departments, as follows:

> *"…effective September 1, 2007 to require that climate impacts, including, but not limited to those pertaining to greenhouse gases, be appropriately identified and evaluated when such Departments are acting as the lead agency in reviewing the environmental impacts of private or public proposals pursuant to the State Environmental Policy Act".*

The Executive Order does not define what a "climate impact" is. Based on statements of the County Deputy Chief of Staff[*]

- County agencies will ask project proponents to supply information on transportation, energy usage and other impacts of proposed projects using the County's existing SEPA checklist.

[*] Marten Law Group: Environmental News, August 1, 2007, "King County (WA) First in Nation to Require Climate Change Impacts to be Considered During Environmental Review of New Projects".

- There is no current plan to require project proponents to take action to mitigate the impacts identifies.
- Development of emissions thresholds and mitigation requirements will be undertaken in connection with the County's upcoming 2008 update of its Comprehensive Plan.

Sacramento Metropolitan Air Quality Management District

The Sacramento Metropolitan Air Quality Management District released an interim guidance on addressing climate change in CEQA documents on September 6, 2007. While very general in nature, the District recommends that CEQA environmental documents include a discussion of anticipated GHG emissions during both the construction and operation phases of the project. This includes assessing the GHG emissions from projects (using readily available models) to determine whether a project may have a significant impact. If so, then the District recommends addressing all of the District's GHG mitigation measures (drawn from comments made by the California Attorney General) – with explanations on how the mitigation will be implemented or providing rationale for why a measure would be considered infeasible. The District provides assistance to agencies in their analysis of GHG emissions and the applicability of specific mitigation measures. The District's guidance can be found at: http://64.143.64.21/climatechange/ClimateChangeCEQAguidance.pdf

Mendocino Air Quality Management District – CEQA Guidelines

The Mendocino AQMD updated its "Guidelines for Use During Preparation of Air Quality Impacts in EIRs or Mitigated Negative Declarations" in May 2007. The guidelines call for preparing estimates of the increased emissions of air contaminations (including GHG) for projects.

The guidelines state that GHG emissions should be presumed to have a significant impact if CO emissions from District-approved modeling exceed either of the following:

- 80% of the level defined as significant for stationary sources in Regulation1, Rule 130 (s2) of the District (which is 550 lbs/day for CO, meaning a threshold of 440 lbs/day for CO for stationary sources); or
- levels established in District Regulation 1 Rule 130 (i2) for indirect sources (which is 690 lbs/day for CO for indirect sources).

If an average passenger vehicle emits 22 grams of CO/mile and 0.8 lb/mile of CO_2, then the 690-lb/day threshold for CO corresponds to approximately 11,400 lb/day CO_2 threshold for passenger vehicle-related emissions. If one assumes that the average passenger vehicle goes 12,500 miles/year (about 35 miles/day), then this is a threshold equivalent to about 420 vehicles. Using an average in California of about 1.77 vehicles/household, this would correspond to about 250 households/dwelling units.

Appendix A

Relevant Citations

Citations from the Public Resources Code (Division 13, §21000 et seq.) as amended through January 1, 2005.

Public Resources Code – Section 21004, MITIGATING OR AVOIDING A SIGNIFICANT EFFECT; POWERS OF PUBLIC AGENCY:

"In mitigating or avoiding a significant effect of a project on the environment, a public agency may exercise only those express or implied powers provided by law other than this division. However, a public agency may use discretionary powers provided by such other law for the purpose of mitigating or avoiding a significant effect on the environment subject to the express or implied constraints or limitations that may be provided by law."

Public Resources Code – Section 21082.2, SIGNIFICANT EFFECT ON ENVIRONMENT; DETERMINATION; ENVIRONMENTAL IMPACT REPORT PREPARATION:

(a) The lead agency shall determine whether a project may have a significant effect on the environment based on substantial evidence in light of the whole record.
(b) The existence of public controversy over the environmental effects of a project shall not require preparation of an environmental impact report if there is no substantial evidence in light of the whole record before the lead agency that the project may have a significant effect on the environment.
(c) Argument, speculation, unsubstantiated opinion or narrative, evidence which is clearly inaccurate or erroneous, or evidence of social or economic impacts which do not contribute to, or are not caused by, physical impacts on the environment, is not substantial evidence. Substantial evidence shall include facts, reasonable assumptions predicated upon facts, and expert opinion supported by facts.
(d) If there is substantial evidence, in light of the whole record before the lead agency, that a project may have a significant effect on the environment, an environmental impact report shall be prepared.
(e) Statements in an environmental impact report and comments with respect to an environmental impact report shall not be deemed determinative of whether the project may have a significant effect on the environment.

Citations from the Guidelines for California Environmental Quality Act, CCR, Title 14, Division 6 (§15000 et seq.) as amended through July 27, 2007.

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State CEQA Guidelines – Section 15064, DETERMINING THE SIGNIFICANCE OF THE ENVIRONMENTAL EFFECTS CAUSED BY A PROJECT:

(a) Determining whether a project may have a significant effect plays a critical role in the CEQA process.

(1) If there is substantial evidence, in light of the whole record before a lead agency, that a project may have a significant effect on the environment, the agency shall prepare a draft EIR.

(2) When a final EIR identifies one or more significant effects, the Lead Agency and each Responsible Agency shall make a finding under Section 15091 for each significant effect and may need to make a statement of overriding considerations under Section 15093 for the project.

(b) The determination of whether a project may have a significant effect on the environment calls for careful judgment on the part of the public agency involved, based to the extent possible on scientific and factual data. An ironclad definition of significant effect is not always possible because the significance of an activity may vary with the setting. For example, an activity which may not be significant in an urban area may be significant in a rural area.

(c) In determining whether an effect will be adverse or beneficial, the Lead Agency shall consider the views held by members of the public in all areas affected as expressed in the whole record before the lead agency. Before requiring the preparation of an EIR, the Lead Agency must still determine whether environmental change itself might be substantial.

(d) In evaluating the significance of the environmental effect of a project, the Lead Agency shall consider direct physical changes in the environment which may be caused by the project and reasonably foreseeable indirect physical changes in the environment which may be caused by the project.

(1) A direct physical change in the environment is a physical change in the environment which is caused by and immediately related to the project. Examples of direct physical changes in the environment are the dust, noise, and traffic of heavy equipment that would result from construction of a sewage treatment plant and possible odors from operation of the plant.

(2) An indirect physical change in the environment is a physical change in the environment which is not immediately related to the project, but which is caused indirectly by the project. If a direct physical change in the environment in turn causes another change in the environment, then the other change is an indirect physical change in the environment. For example, the construction of a new sewage treatment plant may facilitate population growth in the service area due to the increase in sewage treatment capacity and may lead to an increase in air pollution.

(3) An indirect physical change is to be considered only if that change is a reasonably foreseeable impact which may be caused by the project. A change which is speculative or unlikely to occur is not reasonably foreseeable.

(e) Economic and social changes resulting from a project shall not be treated as significant effects on the environment. Economic or social changes may be used, however, to determine that a physical change shall be regarded as a significant effect on the environment. Where a physical change is caused by economic or social effects of a

project, the physical change may be regarded as a significant effect in the same manner as any other physical change resulting from the project. Alternatively, economic and social effects of a physical change may be used to determine that the physical change is a significant effect on the environment. If the physical change causes adverse economic or social effects on people, those adverse effects may be used as a factor in determining whether the physical change is significant. For example, if a project would cause overcrowding of a public facility and the overcrowding causes an adverse effect on people, the overcrowding would be regarded as a significant effect.
(f) The decision as to whether a project may have one or more significant effects shall be based on substantial evidence in the record of the lead agency.
(1) If the lead agency determines there is substantial evidence in the record that the project may have a significant effect on the environment, the lead agency shall prepare an EIR (Friends of B Street v. City of Hayward (1980) 106 Cal.App.3d 988). Said another way, if a lead agency is presented with a fair argument that a project may have a significant effect on the environment, the lead agency shall prepare an EIR even though it may also be presented with other substantial evidence that the project will not have a significant effect (No Oil, Inc. v. City of Los Angeles (1974) 13 Cal.3d 68).
(2) If the lead agency determines there is substantial evidence in the record that the project may have a significant effect on the environment but the lead agency determines that revisions in the project plans or proposals made by, or agreed to by, the applicant would avoid the effects or mitigate the effects to a point where clearly no significant effect on the environment would occur and there is no substantial evidence in light of the whole record before the public agency that the project, as revised, may have a significant effect on the environment then a mitigated negative declaration shall be prepared.
(3) If the lead agency determines there is no substantial evidence that the project may have a significant effect on the environment, the lead agency shall prepare a negative declaration (Friends of B Street v. City of Hayward (1980) 106 Cal.App. 3d 988).
(4) The existence of public controversy over the environmental effects of a project will not require preparation of an EIR if there is no substantial evidence before the agency that the project may have a significant effect on the environment.
(5) Argument, speculation, unsubstantiated opinion or narrative, or evidence that is clearly inaccurate or erroneous, or evidence that is not credible, shall not constitute substantial evidence. Substantial evidence shall include facts, reasonable assumptions predicated upon facts, and expert opinion support by facts.
(6) Evidence of economic and social impacts that do not contribute to or are not caused by physical changes in the environment is not substantial evidence that the project may have a significant effect on the environment.
(7) The provisions of sections 15162, 15163, and 15164 apply when the project being analyzed is a change to, or further approval for, a project for which an EIR or negative declaration was previously certified or adopted (e.g. a tentative subdivision, conditional use permit). Under case law, the fair argument standard does not apply to determinations of significance pursuant to sections 15162, 15163, and 15164.
(g) After application of the principles set forth above in Section 15064(f)(g), and in marginal cases where it is not clear whether there is substantial evidence that a project may have a significant effect on the environment, the lead agency shall be guided by the following principle: If there is disagreement among expert opinion supported by facts

over the significance of an effect on the environment, the Lead Agency shall treat the effect as significant and shall prepare an EIR.
(h)(1) When assessing whether a cumulative effect requires an EIR, the lead agency shall consider whether the cumulative impact is significant and whether the effects of the project are cumulatively considerable. An EIR must be prepared if the cumulative impact may be significant and the project's incremental effect, though individually limited, is cumulatively considerable. "Cumulatively considerable" means that the incremental effects of an individual project are significant when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.
(2) A lead agency may determine in an initial study that a project's contribution to a significant cumulative impact will be rendered less than cumulatively considerable and thus is not significant. When a project might contribute to a significant cumulative impact, but the contribution will be rendered less than cumulatively considerable through mitigation measures set forth in a mitigated negative declaration, the initial study shall briefly indicate and explain how the contribution has been rendered less than cumulatively considerable.
(3) A lead agency may determine that a project's incremental contribution to a cumulative effect is not cumulatively considerable if the project will comply with the requirements in a previously approved plan or mitigation program which provides specific requirements that will avoid or substantially lessen the cumulative problem (e.g., water quality control plan, air quality plan, integrated waste management plan) within the geographic area in which the project is located. Such plans or programs must be specified in law or adopted by the public agency with jurisdiction over the affected resources through a public review process to implement, interpret, or make specific the law enforced or administered by the public agency. If there is substantial evidence that the possible effects of a particular project are still cumulatively considerable notwithstanding that the project complies with the specified plan or mitigation program addressing the cumulative problem, an EIR must be prepared for the project.
(4) The mere existence of significant cumulative impacts caused by other projects alone shall not constitute substantial evidence that the proposed project's incremental effects are cumulatively considerable.

State CEQA Guidelines – Section 15130, DISCUSSION OF CUMULATIVE IMPACTS:
(a)(3). "An EIR may determine that a project's contribution to a significant cumulative impact will be rendered less than cumulatively considerable and thus is not significant. A project's contribution is less than cumulatively considerable if the project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact. The lead agency shall identify facts and analysis supporting its conclusion that the contribution will be rendered less than cumulatively considerable.

State CEQA Guidelines – Section 15064.7, THRESHOLDS OF SIGNIFICANCE:
"Each public agency is encouraged to develop and publish thresholds of significance that the agency uses in the determination of the significance of environmental effects. A threshold of significance is an identifiable quantitative, qualitative or performance level

of a particular environmental effect, non-compliance with which means the effect will normally be determined to be significant by the agency and compliance with which means the effect normally will be determined to be less than significant."

Appendix B

Mitigation Measure Summary

Table 16
Mitigation Measure Summary

Mitigation Measure	Applicable Project/Source Type[1]	Effective		Feasible (Yes/No)		Secondary Effects (Yes/No)	Agency/Organization/Other[6]	Description/Comments
		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
Transportation								
Bicycle/Pedestrian/Transit Measures								
MM T-1: Bike Parking	LD (C, M), I, SP, TP, AQP, RR, P/Mobile	1%-5%/High: CCAP presents combined % reductions for a range of mitigation measures (Dierkers et al. 2007). SMAQMD allocates combined reductions among individual measures (e.g., 2.5% reduction for all bicycle-related measures and one-quarter of 2.5% for each individual measure) (TIAX 2005, EDAW 2006, SMAQMD 2007). VTPI presents % reductions for showers and combined measures in the TDM encyclopedia (VTPI	Yes: Lockers ($1,200-$2,950, $700/bike on average), Racks ($70-$2,000, $70/bike on average).	Yes (Caltrans 2005, Dierkers et al. 2007, VTPI 2007)	Yes (Caltrans 2005, Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs	Caltrans, Portland Bicycle Master Plan (City of Portland 1998), CCAP Transportation Emissions Guidebook (Dierkers et al. 2007), SMAQMD Recommended Guidance for Land Use Emission Reductions (SMAQMD 2007), VTPI, CA air quality management and control districts, and cities/counties.	Nonresidential projects provide plentiful short- and long-term bicycle parking facilities to meet peak season maximum demand (e.g., one bike rack space per 20 vehicle/employee parking spaces.
MM T-2: End of Trip Facilities	LD (C, M), I, SP, TP, AQP, RR, P/Mobile		Yes	Yes (Caltrans 2005, Dierkers et al. 2007, VTPI 2007)	Yes (Caltrans 2005, Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs		Nonresidential projects provide "end-of-trip" facilities including showers, lockers, and changing space (e.g., four clothes lockers and one shower provided for every 80 employee parking spaces, separate facilities for each gender for projects with 160 or more employee parking spaces).
MM T-3: Bike-Parking at Multi-	LD (R, M), SP, AQP, RR,		Yes: Lockers ($1,200-	Yes (Caltrans 2005,	Yes (Caltrans	Adverse: No Beneficial:		Long-term bicycle parking is provided at apartment

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
Unit Residential	P/Mobile	2007). JSA bases estimates on CCAP information (JSA 2004).	$2,950, $700/bike on average), Racks ($70-$2,000, $70/bike on average).	Dierkers et al. 2007, VTPI 2007)	2005, Dierkers et al. 2007, VTPI 2007)	CAPs, TACs		complexes or condominiums without garages (e.g., one long-term bicycle parking space for each unit without a garage). Long-term facilities shall consist of one of the following: a bicycle locker, a locked room with standard racks and access limited to bicyclists only, or a standard rack in a location that is staffed and/or monitored by video surveillance 24 hours per day.
MM T-4: Proximity to Bike Path/Bike Lanes	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile		Yes	Yes (Caltrans 2005, Dierkers et al. 2007, VTPI 2007)	Yes (Caltrans 2005, Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs		Entire project is located within one-half mile of an existing/planned Class I or Class II bike lane and project design includes a comparable network that connects the project uses to the existing offsite facility. Project design includes a designated bicycle route connecting all units, on-site bicycle parking facilities, offsite bicycle facilities, site entrances, and primary building entrances to existing Class I or Class II bike lane(s) within one-half mile. Bicycle route connects to all streets contiguous with project site. Bicycle route has minimum conflicts with automobile parking and circulation

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
								facilities. All streets internal to the project wider than 75 feet have Class II bicycle lanes on both sides.

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Mitigation Measure	Applicable Project/Source Type[1]	Effective	Feasible (Yes/No)			Secondary Effects (Yes/No)	Agency/Organization/Other[6]	Description/Comments
		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
MM T-5: Pedestrian Network	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	1%-10%/High: CCAP presents combined % reductions for a range of mitigation measures (Dierkers et al. 2007). SMAQMD allocates 1% for each individual measure (TIAX 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs	CCAP Transportation Emissions Guidebook (Dierkers et al. 2007), SMAQMD Recommended Guidance for Land Use Emission Reductions (SMAQMD 2007), VTPI, CA air quality management and control districts, and cities/counties.	The project provides a pedestrian access network that internally links all uses and connects to all existing/planned external streets and pedestrian facilities contiguous with the project site. Project design includes a designated pedestrian route interconnecting all internal uses, site entrances, primary building entrances, public facilities, and adjacent uses to existing external pedestrian facilities and streets. Route has minimal conflict with parking and automobile circulation facilities. Streets (with the exception of alleys) within the project have sidewalks on both sides. All sidewalks internal and adjacent to project site are minimum of five feet wide. All sidewalks feature vertical curbs. Pedestrian facilities and improvements such as grade separation, wider sidewalks, and traffic calming are implemented wherever feasible to minimize pedestrian barriers. All site entrances provide pedestrian access.
MM T-6: Pedestrian	LD (R, C, M), I, SP, TP,		Yes	Yes (Dierkers et al. 2007,	Yes (Dierkers et	Adverse: No Beneficial:		Site design and building placement minimize barriers to

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
Barriers Minimized	AQP, RR, P/Mobile			VTPI 2007)	al. 2007, VTPI 2007)	CAPs, TACs		pedestrian access and interconnectivity. Physical barriers such as walls, berms, landscaping, and slopes between residential and nonresidential uses that impede bicycle or pedestrian circulation are eliminated.
MM T-7: Bus Shelter for Existing/Planned Transit Service	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	1%-2%/High: CCAP presents these % reductions (Dierkers et al., 2007). SMAQMD assigns from .25%-1%, depending on headway frequency (TIAX 2005, EDAW 2006, SMAQMD 2007).	Yes: $15,000-$70,000.	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs	CCAP Transportation Emissions Guidebook (Dierkers et al. 2007), SMAQMD Recommended Guidance for Land Use Emission Reductions (SMAQMD 2007), VTPI, City of Calgary (City of Calgary 2004), CA air quality management and control districts, and cities/counties.	Bus or streetcar service provides headways of one hour or less for stops within one-quarter mile; project provides safe and convenient bicycle/pedestrian access to transit stop(s) and provides essential transit stop improvements (i.e., shelters, route information, benches, and lighting).

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
MM T-8: Traffic Calming	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	1%-10%/High: CCAP presents combined % reductions for a range of mitigation measures (Dierkers et al. 2007). SMAQMD allocates .25%-1.0% for each individual measure depending on percent of intersections and streets with improvements (TIAX 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs	CCAP Transportation Emissions Guidebook (Dierkers et al. 2007), SMAQMD Recommended Guidance for Land Use Emission Reductions (SMAQMD 2007), VTPI, CA air quality management and control districts, and cities/counties.	Project design includes pedestrian/bicycle safety and traffic calming measures in excess of jurisdiction requirements. Roadways are designed to reduce motor vehicle speeds and encourage pedestrian and bicycle trips by featuring traffic calming features. All sidewalks internal and adjacent to project site are minimum of five feet wide. All sidewalks feature vertical curbs. Roadways that converge internally within the project are routed in such a way as to avoid "skewed intersections;" which are intersections that meet at acute, rather than right, angles. Intersections internal and adjacent to the project feature one or more of the following pedestrian safety/traffic calming design techniques: marked crosswalks, count-down signal timers, curb extensions, speed tables, raised crosswalks, raised intersections, median islands, tight corner radii, and roundabouts or mini-circles. Streets internal and adjacent to the project feature pedestrian safety/traffic calming measures such as on-street parking, planter strips with street trees,

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
								and chicanes/chokers (variations in road width to discourage high-speed travel).
Parking Measures								
MM T-9: Paid Parking (Parking Cash Out)	LD (C, M), I, SP, TP, AQP, RR, P/Mobile	1%-30%/High: CCAP presents a range of 15%-30% reduction for parking programs (Dierkers et al. 2007). SMAQMD presents a range of 1.0%-7.2%, depending on cost/day and distance to transit (TIAX 2005, EDAW 2006, SMAQMD 2007). Shoupe presents a 21% reduction [$5/day for commuters to downtown LA, with elasticity of -0.18 (e.g., if price increases 10%, then solo driving goes down by 1.8% more)] (Shoupe 2005). Urban Transit Institute	Yes: Vary by location and project size.	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs	CCAP Transportation Emissions Guidebook (Dierkers et al. 2007), SMAQMD Recommended Guidance for Land Use Emission Reductions (SMAQMD 2007), VTPI, CA air quality management and control districts, and cities/counties.	Project provides employee and/or customer paid parking system. Project must have a permanent and enforceable method of maintaining user fees for all parking facilities. The facility may not provide customer or employee validations. Daily charge for parking must be equal to or greater than the cost of a transit day/monthly pass plus 20%.

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
		presents a range of 1%-10% reduction in trips to central city sites, and 2%-4% in suburban sites (VTPI 2007).						
MM T-10: Minimum Parking	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	1%-30%/High: CCAP presents a range of 15%-30% reduction for parking programs (Dierkers et al. 2007). SMAQMD presents a maximum of 6% (Nelson/Nygaard Consulting Associates, 2005, TIAX 2005, EDAW 2006).	Yes	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007), Note that in certain areas of the state, the minimum parking required by code is greater than the peak period parking demand for most land uses. Simply meeting minimum code requirements in these areas would not result in an emissions reduction.	Adverse: No Beneficial: CAPs, TACs	CCAP Transportation Emissions Guidebook (Dierkers et al. 2007), SMAQMD Recommended Guidance for Land Use Emission Reductions (SMAQMD 2007), VTPI, Governor's Office of Smart Growth (Annapolis, Maryland) (Zimbler), CA air quality management and control districts, and cities/counties.	Provide minimum amount of parking required. Once land uses are determined, the trip reduction factor associated with this measure can be determined by utilizing the ITE parking generation publication. The reduction in trips can be computed as shown below by the ratio of the difference of minimum parking required by code and ITE peak parking demand to ITE peak parking demand for the land uses multiplied by 50%. Percent Trip Reduction = 50 * [(min parking required by code – ITE peak parking demand)/ (ITE peak parking demand)]

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Mitigation Measure	Applicable Project/Source Type[1]	Effective	Feasible (Yes/No)			Secondary Effects (Yes/No)	Agency/Organization/Other[6]	Description/Comments
		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
MM T-11: Parking Reduction Beyond Code/Shared Parking	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	1%-30%/High: CCAP presents a range of 15%-30% reduction for parking programs (Dierkers et al. 2007). SMAQMD presents a maximum of 12% (Nelson/Nygaard, 2005, TIAX 2005, EDAW 2006).	Yes	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs		Provide parking reduction less than code. This measure can be readily implemented through a shared parking strategy, wherein parking is utilized jointly among different land uses, buildings, and facilities in an area that experience peak parking needs at different times of day and day of the week.
MM T-12: Pedestrian Pathway Through Parking	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	1%-4%/Moderate: CCAP presents combined % reductions for a range of mitigation measures (Dierkers et al. 2007). SMAQMD allocates 0.5% reduction for this measure (TIAX 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs		Provide a parking lot design that includes clearly marked and shaded pedestrian pathways between transit facilities and building entrances.

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
MM T-13: Off - Street Parking	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	1%-4%/Moderate: CCAP presents combined % reductions for a range of mitigation measures (Dierkers et al. 2007). SMAQMD allocates a range of 0.1%-1.5% for this measure (TIAX 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs		Parking facilities are not adjacent to street frontage.
MM T-14: Parking Area Tree Cover	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	Annual net CO_2 reduction of 3.1 kg/m^2 canopy cover/Moderate (McPherson 2001).	Yes: $19 per new tree for CA, cost varies for maintenance, removal and replacement (McPherson 2001).	Yes	Yes	Adverse: VOCs Beneficial: CAPs, TACs	AG, State of CA Department of Justice (Goldberg 2007) and cities/counties (e.g., parking lot ordinances in Sacramento, Davis, and Los Angeles, CA).	Provide parking lot areas with 50% tree cover within 10 years of construction, in particular low emitting, low maintenance, native drought resistant trees. Reduces urban heat island effect and requirement for air conditioning, effective when combined with other measures (e.g., electrical maintenance equipment and reflective paving material).
MM T-15: Valet Bicycle Parking	LD (C, M), SP, AQP, TP, RR, P/Mobile	NA/Low	Yes	Yes	Yes: Raley Field (Sacramento, CA)	Adverse: No Beneficial: CAPs, TACs	Raley Field (Sacramento, CA).	Provide spaces for the operation of valet bicycle parking at community event "centers" such as amphitheaters, theaters, and stadiums.
MM T-16: Garage Bicycle Storage	LD (R, M), SP, AQP, TP, RR, P/Mobile	NA/Low	Yes: Less than $200/multiple bike rack.	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	City of Fairview, OR	Provide storage space in one-car garages for bicycles and bicycle trailers.

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
MM T-17: Preferential Parking for EVs/CNG Vehicles	LD (C, M), I, SP, TP, AQP, RR, P/Mobile	NA/Low	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	USGBC, CA air quality management and control districts and cities/counties (e.g., BAAQMD).	Provide preferential parking space locations for EVs/CNG vehicles.
MM T-18: Reduced/No Parking Fee for EVs/CNG Vehicles	LD (C, M), I, SP, TP, AQP, RR, P/Mobile	NA/Low	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	Hotels (e.g., Argonaut in San Francisco, CA)	Provide a reduced/no parking fee for EVs/CNG vehicles.

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
Miscellaneous Measure								
MM T-19: TMA Membership	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	1%-28%/High: CCAP presents a range of 3%-25% for TDMs with complementary transit and land use measures (Dierkers et al. 2007). VTPI presents a range of 6%-7% in the TDM encyclopedia (VTPI 2007). URBEMIS offers a 2%-10% range in reductions for a TDM that has 5 elements that are pedestrian and transit friendly and 1%-5% for 3 elements. SMAQMD presents a reduction of 5% (TIAX 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007, VTPI 2007)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Include permanent TMA membership and funding requirement. Funding to be provided by Community Facilities District or County Service Area or other nonrevocable funding mechanism. TDMs have been shown to reduce employee vehicle trips up to 28% with the largest reductions achieved through parking pricing and transit passes. The impact depends on the travel alternatives.
MM T-20: ULEV	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	NA/Low	Yes: Higher than corresponding gasoline models.	Yes	Yes: Fueling stations might not be readily available depending on location. More than 900 E85 fueling	Adverse: No Beneficial: CAPs, TACs	DGS, CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Use of and/or provide ULEV that are 50% cleaner than average new model cars (e.g., natural gas, ethanol, electric).

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
					stations in the U.S., 5 in CA. Vehicles available in select regions only			
MM T-21: Flex Fuel Vehicles	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	5466.97 lb GHG/year/Low (DOE Fuel Economy)	Yes: E85 costs less than gasoline per gallon, but results in lower fuel economy.	Yes	Yes: More than 900 E85 fueling stations in the U.S., 5 in CA. Vehicles available in select regions only	Adverse: Yes Issues with the energy intensive ethanol production process (e.g., wastewater treatment requirements). Beneficial: CAPs, TACs	DGS, CA air quality management and control districts and cities/counties (e.g., SJVAPCD).	Use of and/or provide vehicles that utilize gasoline/ethanol blends (e.g., E85).
Design								
Commercial & Residential Building Design Measures								
MM D-1: Office/Mixed Use Density	LD (C, M), SP, TP, AQP, RR, P/Mobile	0.05%-2%/Moderate: This range is from SMAQMD, depending	Yes	Yes (VTPI 2007)	Yes (VTPI 2007)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties	Project provides high density office or mixed-use proximate to transit. Project must provide

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Mitigation Measure	Applicable Project/Source Type[1]	Effective	Feasible (Yes/No)			Secondary Effects (Yes/No)	Agency/Organization/Other[6]	Description/Comments
		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
		on FAR and headway frequencies (Nelson/Nygaard Consulting Associates 2005, EDAW 2006, SMAQMD 2007).					(e.g., SMAQMD).	safe and convenient pedestrian and bicycle access to all transit stops within one-quarter mile.
MM D-2: Orientation to Existing/Planned Transit, Bikeway, or Pedestrian Corridor	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	0.4%-1%/Moderate: CCAP attributes a 0.5% reduction per 1% improvement in transit frequency (Dierkers et al. 2007). SMAQMD presents a range of 0.25%-5% (JSA 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (Dierkers et al. 2007)	Yes (Dierkers et al. 2007)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project is oriented towards existing transit, bicycle, or pedestrian corridor. Setback distance between project and existing or planned adjacent uses is minimized or nonexistent. Setback distance between different buildings on project site is minimized. Setbacks between project buildings and planned or existing sidewalks are minimized. Buildings are oriented towards existing or planned street frontage. Primary entrances to buildings are located along planned or existing public street frontage. Project provides bicycle access to any planned bicycle corridor(s). Project provides pedestrian access to any planned pedestrian corridor(s).
MM D-3: Services Operational	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	0.5%-5%/Moderate	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project provides on-site shops and services for employees.

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
MM D-4: Residential Density (Employ Sufficient Density for New Residential Development to Support the Use of Public Transit)	LD (R, M), SP, TP, AQP, RR, P/Mobile	1%-40%/High: #7, EPA presents a range of 32%-40% (EPA 2006). SMAQMD presents a range of 1%-12% depending on density and headway frequencies (Nelson/Nygaard Consulting Associates 2005, JSA 2005, EDAW 2006, SMAQMD 2007). Nelson/Nygaard presents a trip reduction formula: Trip Reduction = 0.6*(1-(19749*((4.814+ households per residential acre)/(4.814+7.14))^-06.39)/25914).	Yes	Yes (VTPI 2007, Holtzclaw 2007)	Yes (VTPI 2007, Holtzclaw 2007)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project provides high-density residential development. Transit facilities must be within one-quarter mile of project border. Project provides safe and convenient bicycle/pedestrian access to all transit stop(s) within one-quarter mile of project border.
MM D-5: Street Grid	LD (R, C, M), I, SP, TP, AQP, RR,	1%/Moderate: SMAQMD presents this % reduction (JSA	Yes	Yes (Dierkers et al. 2007, VTPI 2007)	Yes (Dierkers et al. 2007,	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties	Multiple and direct street routing (grid style). This measure only applies to projects

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
	P/Mobile	2005, EDAW 2006, SMAQMD 2007).			VTPI 2007)		(e.g., SMAQMD).	with an internal CF >/= 0.80, and average of one-quarter mile or less between external connections along perimeter of project. [CF= # of intersections / (# of cul-de-sacs + intersections)]. Cul-de-sacs with bicycle/pedestrian through access may be considered "complete intersections" when calculating the project's internal connectivity factor. External connections are bike/pedestrian pathways and access points, or streets with safe and convenient bicycle and pedestrian access that connect the project to adjacent streets, sidewalks, and uses. If project site is adjacent to undeveloped land; streets, pathways, access points, and right-of-ways that provide for future access to adjacent uses may count for up to 50% of the external connections. Block perimeter (the sum of the measurement of the length of all block sides) is limited to no more than 1,350 feet. Streets internal to the project should connect to streets external to the project whenever possible.

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
MM D-6: NEV Access	LD (R, C, M), SP, TP, AQP, RR, P/Mobile	0.5%-1.5%/Low: SMAQMD presents this % reduction (EDAW 2006, SMAQMD 2007).	Yes	Yes (Litman 1999, Sperling 1994)	Yes (Litman 1999, Sperling 1994)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Make physical development consistent with requirements for neighborhood electric vehicles. Current studies show that for most trips, NEVs do not replace gas-fueled vehicles as the primary vehicle.
MM D-7: Affordable Housing Component	LD (R, M), SP, TP, AQP, RR, P/Mobile	0.4%-6%/Moderate: SMAQMD presents this % reduction (Nelson/Nygaard Consulting Associates 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Residential development projects of five or more dwelling units provide a deed-restricted low-income housing component on-site (or as defined in the code). Developers who pay into In-Lieu Fee Programs are not considered eligible to receive credit for this measure. The award of emission reduction credit shall be based only on the proportion of affordable housing developed on-site because in-lieu programs simply induce a net increase in development. Percentage reduction shall be calculated according to the following formula:

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		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
								% reduction = % units deed-restricted below market rate housing * 0.04
MM D-8: Recharging Area	LD (R, M), SP, TP, AQP, RR, P/Mobile	NA/Low	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs		Provide residential buildings with a "utility" room or space for recharging batteries, whether for use in a car, electric lawnmower, other electric landscaping equipment, or even batteries for small items such as flashlights.
Mixed-Use Development Measures								
MM D-9: Urban Mixed-Use	LD (M), SP, TP, AQP, RR, P/Mobile	3%-9%/Moderate: SMAQMD presents this % reduction (TIAX 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (EPA 2006)	Yes (EPA 2006)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Development of projects predominantly characterized by properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with functional interrelationships and a coherent physical design.
MM D-10: Suburban Mixed-Use	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	3%/Moderate: SMAQMD presents this % reduction (TIAX 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (EPA 2006)	Yes (EPA 2006)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Have at least three of the following on site and/or offsite within one-quarter mile: Residential Development, Retail Development, Park, Open Space, or Office.
MM D-11: Other Mixed-Use	LD (R, M), SP, TP, AQP, RR, P/Mobile	1%/Moderate: SMAQMD presents this % reduction (TIAX 2005, EDAW	Yes	Yes (EPA 2006)	Yes (EPA 2006)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	All residential units are within one-quarter mile of parks, schools or other civic uses.

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		2006, SMAQMD 2007).						
MM D-12: Infill Development	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	3%-30%/High: Infill development reduces vehicle trips and VMT by 3% and 20%, respectively (Fehr & Peers 2007). CCAP identifies a site level VMT reduction range of 20%-30% (Dierkers et al. 2007).	Yes	Yes (Dierkers et al. 2007)	Yes (Dierkers et al. 2007)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project site is on a vacant infill site, redevelopment area, or brownfield or greyfield lot that is highly accessible to regional destinations, where the destinations rating of the development site (measured as the weighted average travel time to all other regional destinations) is improved by 100% when compared to an alternate greenfield site.
Miscellaneous Measures								
MM D-13: Electric Lawnmower	LD (R, M), SP, AQP, RR, P/Area	1%/Low: SMAQMD presents this % reduction (EDAW 2006, SMAQMD 2007).	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Provide a complimentary electric lawnmower to each residential buyer.

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MM D-14: Enhanced Recycling/Waste Reduction, Reuse, Composting	LD (R, C, M), I, SP, AQP, RR, P/Stationary & Area	NA/Low	Yes	Yes	Yes: Association with social awareness.	Adverse: No Beneficial: CAPs, TACs	CIWMB	Provide infrastructure/education that promotes the avoidance of products with excessive packaging, recycle, buying of refills, separating of food and yard waste for composting, and using rechargeable batteries.
MM D-15: LEED Certification	LD (R, C, M), I, SP, AQP, RR, P/Stationary & Area	NA/Moderate	Yes: Receive tax rebates, incentives (e.g., EDAW San Diego office interior remodel cost $1,700,000 for 32,500 square feet) (USGBC 2007)	Yes	Yes: More than 700 buildings of different certifications in CA (USGBC 2007).	Adverse: No Beneficial: CAPs, TACs	USGBC, CA air quality management and control districts and cities/counties (e.g., BAAQMD).	LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.
MM D-16: Retro-Commissioning	LD (C, M), I, SP, AQP, RR, P/Stationary & Area	8%-10% reduction in energy usage/Moderate: (Mills et al. 2004)	Yes: Average $0.28/square feet, varies with building size (Haasl and Sharp 1999).	Yes	Yes: 27 projects underway in CA, 21 more to be completed in 2007, mostly state buildings owned by DGS (DGS 2007).	Adverse: No Beneficial: CAPs, TACs	DGS, CA air quality management and control districts and cities/counties (e.g., BAAQMD).	The process ensures that all building systems perform interactively according to the contract documents, the design intent and the owner's operational needs to optimize energy performance.
MM D-17 Landscaping	LD (R, C, M), I, SP, AQP, RR,	NA/Low	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	Alliance for the Chesapeake Bay, EPA Green Landscaping	Project shall use drought resistant native trees, trees with low emissions and high carbon

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	P/Stationary & Area						Resources	sequestration potential. Evergreen trees on the north and west sides afford the best protection from the setting summer sun and cold winter winds. Additional considerations include the use of deciduous trees on the south side of the house that will admit summer sun; evergreen plantings on the north side will slow cold winter winds; constructing a natural planted channel to funnel summer cooling breezes into the house. Neighborhood CCR's not requiring that front and side yards of single family homes be planted with turf grass. Vegetable gardens, bunch grass, and low-water landscaping shall also be permitted, or even encouraged.
MM D-18: Local Farmers' Market	LD (M), SP/Mobile, Stationary, &	NA/Low	Yes	Yes	Yes: Associated with social	Adverse: No Beneficial: CAPs, TACs	Cities/counties (e.g., Davis, Sacramento)	Project shall dedicate space in a centralized, accessible location for a weekly farmers' market.

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	Area				choice and public awareness.			
MM D-19: Community Gardens	LD (M), SP/Mobile, Stationary, & Area	NA/Low	Yes	Yes	Yes: Associated with social choice and public awareness.	Adverse: No Beneficial: CAPs, TACs	Cities/counties (e.g., Davis)	Project shall dedicate space for community gardens.
Energy Efficiency/Building Component								
MM E-1: High-Efficiency Pumps	LD (R, C, M), SP, AQP, RR, P/Stationary & Area	NA/Low	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., BAAQMD).	Project shall use high-efficiency pumps.
MM E-2: Wood Burning Fireplaces/Stoves	LD (R, M), SP, AQP, RR, P/Stationary & Area	NA/Low: EDAW 2006	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project does not feature fireplaces or wood burning stoves.
MM E-3: Natural Gas Stove	LD (R, M), SP, AQP, RR, P/Stationary & Area	NA/Low: EDAW 2006	Yes: Cost of stove—$350 (gas) and $360 (electric) same brand, total yearly cost of $42.17 as opposed to $56.65 for electric (Saving Electricity 2006).	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project features only natural gas or electric stoves in residences.

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MM E-4: Energy Star Roof	LD (R, C, M), I, SP, AQP, RR, P/Stationary & Area	0.5%-1%/Low: SMAQMD presents this % reduction (EDAW 2006, SMAQMD 2007).	Yes	Yes	Yes: 866 Energy Star labeled buildings in California (Energy Star 2007)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project installs Energy Star labeled roof materials.
MM E-5: On-site Renewable Energy System	LD (R, C, M), I, SP, AQP, RR, P/Stationary & Area	1%-3%/Moderate: SMAQMD presents this % reduction (USGBC 2002 and 2005, EDAW 2006, SMAQMD 2007).	Yes	Yes (USGBC 2002 and 2005)	Yes (USGBC 2002 and 2005)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project provides onsite renewable energy system(s). Nonpolluting and renewable energy potential includes solar, wind, geothermal, low-impact hydro, biomass and bio-gas strategies. When applying these strategies, projects may take advantage of net metering with the local utility.

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MM E-6: Exceed Title 24	LD (R, C, M), I, GSP, AQP, RR, P/Stationary & Area	1%/Moderate: SMAQMD presents this % reduction (EDAW 2006, SMAQMD 2007).	Yes	Yes (PG&E 2002, SMUD 2006)	Yes (PG&E 2002, SMUD 2006)	Adverse: No Beneficial: CAPs, TACs	PG&E, SMUD, CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project exceeds title 24 requirements by 20%.
MM E-7: Solar Orientation	LD (R, C, M), I, SP, AQP, RR, P/Stationary & Area	0.5%/Low: SMAQMD presents this % reduction (EDAW 2006, SMAQMD 2007).	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project orients 75% or more of homes and/or buildings to face either north or south (within 30° of N/S). Building design includes roof overhangs that are sufficient to block the high summer sun, but not the lower winter sun, from penetrating south facing windows. Trees, other landscaping features and other buildings are sited in such a way as to maximize shade in the summer and maximize solar access to walls and windows in the winter.
MM E-8: Nonroof Surfaces	LD (R, C, M), I, GSP, AQP, RR, P/Stationary & Area	1.0%/Low: SMAQMD presents this % reduction (EDAW 2006, SMAQMD 2007).	Yes	Yes (USGBC 2002 and 2005)	Yes (USGBC 2002 and 2005)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Provide shade (within 5 years) and/or use light-colored/high-albedo materials (reflectance of at least 0.3) and/or open grid pavement for at least 30% of the site's nonroof impervious surfaces, including parking lots, walkways, plazas, etc.; OR place a minimum of 50% of parking spaces underground or covered by structured parking; OR use an open-grid pavement system (less than 50% impervious) for a minimum of

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								50% of the parking lot area. The mitigation measure reduces heat islands (thermal gradient differences between developed and undeveloped areas to minimize impact on microclimate and human and wildlife habitats. This measure requires the use of patented or copyright protected methodologies created by the ASTM. The SRI is a measure of the constructed surface's ability to reflect solar heat, as shown by a small rise in temperature. It is defined so that a standard black (reflectance 0.05, emittance 0.90) is "0" and a standard white (reflectance 0.80, emittance 0.90) is 100. To calculate SRI for a given material, obtain the reflectance value and emittance value for the material. SRI is calculated according to ASTM E 1980-01. Reflectance is measured

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								according to ASTM E 903, ASTM E 1918, or ASTM C 1549. Emittance is measured according to ASTM E 408 or ASTM C 1371. Default values for some materials will be available in the LEED-NC v2.2 Reference Guide.
MM E-9: Low-Energy Cooling	LD (C, M), I, SP, AQP, RR, P/Stationary & Area	1%-10%/Low: EDAW presents this percent reduction range (EDAW 2006).	Yes	Yes (USGBC 2002 and 2005)	Yes (USGBC 2002 and 2005)	Adverse: No Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Project optimizes building's thermal distribution by separating ventilation and thermal conditioning systems.
MM E-10: Green Roof	LD (R, C, M), I, SP, AQP, RR, P/Stationary & Area	1.0%/Moderate: SMAQMD presents this % reduction (EDAW 2006, SMAQMD 2007).	Yes	Yes (USGBC 2002 and 2005)	Yes (USGBC 2002 and 2005)	Adverse: Increased Water Consumption Beneficial: CAPs, TACs	CA air quality management and control districts and cities/counties (e.g., SMAQMD).	Install a vegetated roof that covers at least 50% of roof area. The reduction assumes that a vegetated roof is installed on a least 50% of the roof area or that a combination high albedo and vegetated roof surface is installed that meets the following standard: (Area of SRI Roof/0.75)+(Area of vegetated roof/0.5) >= Total Roof Area. Water consumption reduction measures shall be considered in the design of the green roof.
MM E-11: EV Charging Facilities	LD (C, M), SP, AQP, RR, P/Stationary & Area	NA/Low	Yes: $500-$5000/ vehicle site (PG&E 1999)	Yes	Yes: 381 facilities in CA (Clean Air Maps 2007).	Adverse: No Beneficial: CAPs, TACs	DOE, EERE, CA air quality management and control districts and cities/counties (e.g., BAAQMD).	Project installs EV charging facilities.
MM E-12:	LD (R, C, M),	NA/Low: Increasing	Yes: Light	Yes	Yes: Apply	Adverse: No		Project provides light-colored

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Light-Colored Paving	I, SP, AQP, RR, P/Stationary & Area	the albedo of 1,250 km of pavement by 0.25 would save cooling energy worth $15M per year.	colored aggregates and white cement are more expensive than gray cement. Certain blended cements are very light in color and may reflect similarly to white cement at an equivalent cost to normal gray cement.		natural sand or gravel colored single surface treatments to asphalt (EOE 2007).	Beneficial: CAPs, TACs		paving (e.g., increased albedo pavement).
MM E-13: Cool Roofs	LD (R, C, M), I, SP, AQP, RR, P/Stationary & Area	NA/Low	Yes: 0.75–1.5/square feet coating (EPA 2007a)	Yes	Yes: Over 90% of the roofs in the United States are dark colored	Adverse: No Beneficial: CAPs, TACs	CEC	Project provides cool roofs. Highly reflective, highly emissive roofing materials that stay 50-60°F cooler than a normal roof under a hot summer sun. CA's Cool Savings

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					(EPA 2007a).			Program provided rebates to building owners for installing roofing materials with high solar reflectance and thermal emittance. The highest rebate went to roofs on air conditioned buildings, while buildings with rooftop ducts and other nonresidential buildings were eligible for slightly less. The program aimed to reduce peak summer electricity demand and was administered by the CEC.
MM E-14: Solar Water Heaters	LD (R, M), SP, AQP, RR, P/Stationary & Area	20%–70% reduction in cooling energy needs/Moderate	Yes: $1675/20 square feet, requires a 50 gallon tank, annual operating cost of $176 (DOE 2007).	Yes	Yes: Based on solar orientation, building codes, zoning ordinances.	Adverse: No Beneficial: CAPs, TACs	Europe	Project provides solar water heaters.
MM E-15: Electric Yard Equipment Compatibility	LD (R, M), SP, AQP, RR, P/Stationary & Area	NA/Low	Yes: $75–$250/outlet from existing circuit (Cost Helper 2007).	Yes	Yes	Adverse: No Beneficial: CAPs, TACs		Project provides electrical outlets at building exterior areas.
MM E-16: Energy Efficient Appliance Standards	LD (R, C, M), SP, AQP, RR, P/Stationary & Area	NA/Low	Yes: Varies for each appliance—higher capital costs, lower operating costs (Energy	Yes	Yes: Major retail stores.	Adverse: No Beneficial: CAPs, TACs		Project uses energy efficient appliances (e.g., Energy Star).

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			Star 2007).					
MM E-17: Green Building Materials	LD (R, C, M), SP, AQP, RR, P/Stationary & Area	NA/Low: 25-30% more efficient on average.	Yes	Yes: BEES software allows users to balance the environmental and economic performance of building products; developed by NIST (NIST 2007).	Yes	Adverse: No Beneficial: CAPs, TACs		Project uses materials which are resource efficient, recycled, with long life cycles and manufactured in an environmentally friendly way.
MM E-18: Shading Mechanisms	LD (R, C, M), I, SP, AQP, RR, P/Stationary, & Area	NA/Low: Up to $450 annual energy savings (Energy Star 2007).	Yes: Higher capital costs, lower operating and maintenance costs (Energy Star 2007).	Yes	Yes: Major retail stores.	Adverse: No Beneficial: CAPs, TACs		Install energy-reducing shading mechanisms for windows, porch, patio and walkway overhangs.

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MM E-19: Ceiling/Whole-House Fans	LD (R, C, M), I, SP, AQP, RR, P/Stationary, & Area	NA/Low: 50% more efficient than conventional fans (Energy Star 2007).	Yes: $45-$200/fan, installation extra (Lowe's 2007).	Yes	Yes: Major retail stores.	Adverse: No Beneficial: CAPs, TACs		Install energy-reducing ceiling/whole-house fans.
MM E-20: Programmable Thermostats	LD (R, C, M), I, SP, AQP, RR, P/Stationary, & Area	NA/Low: $100 annual savings in energy costs (Energy Star 2007).	Yes: $60/LCD display and 4 settings for typical residential use (Lowe's 2007).	Yes	Yes: Major retail stores.	Adverse: Yes, Mercury Beneficial: CAPs, TACs		Install energy-reducing programmable thermostats that automatically adjust temperature settings.
MM E-21: Passive Heating and Cooling Systems	LD (R, C, M), I, SP, AQP, RR, P/Stationary, & Area	NA/Low	Yes: $800 (wall heaters) to $4,000+ (central systems)	Yes	Yes	Adverse: No Beneficial: CAPs, TACs		Install energy-reducing passive heating and cooling systems (e.g., insulation and ventilation).
MM E-22: Day Lighting Systems	LD (R, C, M), I, SP, AQP, RR, P/Stationary, & Area	NA/Low	Yes: $1,300 to $1,500 depending upon the kind of roof (Barrier 1995), installation extra.	Yes	Yes: Work well only for space near the roof of the building, little benefit in multi-floor buildings.	Adverse: No Beneficial: CAPs, TACs		Install energy-reducing day lighting systems (e.g., skylights, light shelves and interior transom windows).
MM E-23: Low-Water Use Appliances	LD (R, C, M), I, SP, AQP, RR, P/Stationary, & Area	NA/Low: Avoided water agency cost for using water-efficient kitchen pre-rinse spray valves of $65.18 per acre-foot.	Yes: Can return their cost through reduction in water consumption,	Yes	Yes	Adverse: No Beneficial: CAPs, TACs		Require the installation of low-water use appliances.

Table 16 Mitigation Measure Summary								
Mitigation Measure	Applicable Project/Source Type[1]	Effective		Feasible (Yes/No)		Secondary Effects (Yes/No)	Agency/Organization/Other[6]	Description/Comments
		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
			pumping, and treatment.					
MM E-24: Goods Transport by Rail	LD (C, M), I, SP, AQP, RR, P/Mobile	NA/Moderate	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs	ARB Goods Movement Plan (ARB 2007)	Provide a spur at nonresidential projects to use nearby rail for goods movement.
Social Awareness/Education								
MM S-1: GHG Emissions Reductions Education	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile, Stationary, & Mobile	NA/Low	Yes	Yes	Yes: Similar programs currently exist in CA.	Adverse: No Beneficial: CAPs, TACs		Provide local governments, businesses, and residents with guidance/protocols/information on how to reduce GHG emissions (e.g., energy saving, food miles).
MM S-2: School Curriculum	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile, Stationary, & Mobile	NA/Low	Yes	Yes	Yes: Similar programs currently exist in CA.	Adverse: No Beneficial: CAPs, TACs		Include how to reduce GHG emissions (e.g., energy saving, food miles) in the school curriculum.
Construction								
MM C-1: ARB-Certified Diesel Construction Equipment	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	NA/Low	Yes: Oxidation Catalysts, $1,000-	Yes	Yes	Adverse: Yes, NO_x Beneficial: CAPs, TACs	AG, EPA, ARB, and CA air quality management and pollution control districts.	Use ARB-certified diesel construction equipment. Increases CO_2 emissions when trapped CO and carbon particles

AG=Attorney General; ARB=California Air Resources Board; ASTM=American Society for Testing and Material; BAAQMD=Bay Area Air Quality Management District; BEES= Building for Environmental and Economic Sustainability; CA=California; Caltrans=California Department of Transportation; CAPs=Criteria Air Pollutants; CCAP=Center for Clean Air Policy; CF=Connectivity Factor; CIWMB=California Integrated Waste Management Board; CO= Carbon Monoxide; CO_2=Carbon Dioxide; DGS=Department of General Services; DOE=U.S. Department of Energy; DPF=Diesel particulate Filter; E85=85% Ethanol; EERE=Energy Efficiency and Renewable Energy; EOE=Encyclopedia of Earth; EPA=U.S. Environmental Protection Agency; ETC=Edmonton Trolley Coalition; EVs/CNG=Electric Vehicles/Compressed Natural Gas; FAR=Floor Area Ratio; GHG=Greenhouse Gas; ITE=Institute of Transportation Engineers; kg/m^2=kilogram per square meter; km=Kilometer; lb=pound; LEED=Leadership in Energy and Environmental Design; M=Million; NA=Not Available; NEV=Neighborhood Electric Vehicle; NIST=National Institute of Standards and Technology; NO_X=Oxides of Nitrogen; NREL=National Renewable Energy Laboratory; N/S=North/South; PG&E=Pacific Gas and Electric; PM=Particulate Matter; SJVAPCD=San Joaquin Valley Air Pollution Control District; SMAQMD=Sacramento Metropolitan Air Quality Management District; SMUD=Sacramento Municipal Utilities District; SO_x=Sulfur Oxides; SRI=Solar Reflectance Index; TACs=Toxic Air Contaminants; TDM=Transportation Demand Management; TMA=Transportation Management Association; THC=Total Hydrocarbon; ULEV=Ultra Low Emission Vehicle; USGBC=U.S. Green Building Council; and VTPI=Victoria Transit Policy.

Table 16 Mitigation Measure Summary								
Mitigation Measure	Applicable Project/Source Type[1]	Effective		Feasible (Yes/No)		Secondary Effects (Yes/No)	Agency/Organization/Other[6]	Description/Comments
		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
			$2,000. DPF, $5000-$10,000; installation extra (EPA 2007b).					are oxidized (Catalyst Products 2007, ETC 2007).
MM C-2: Alternative Fuel Construction Equipment	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	NA/Low	Yes	Yes	Yes	Adverse: Yes, THC, NO_x Beneficial: CO, PM, SO_x	AG, EPA, ARB, and CA air quality management and pollution control districts.	Use alternative fuel types for construction equipment. At the tailpipe biodiesel emits 10% more CO_2 than petroleum diesel. Overall lifecycle emissions of CO_2 from 100% biodiesel are 78% lower than those of petroleum diesel (NREL 1998, EPA 2007b).
MM C-3: Local Building Materials	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	NA/Low	Yes	Yes	Yes: Depends on location of building material manufacture sites.	Adverse: No Beneficial: CAPs, TACs		Use locally made building materials for construction of the project and associated infrastructure.
MM C-4: Recycle Demolished Construction Material	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile	NA/Low	Yes	Yes	Yes	Adverse: No Beneficial: CAPs, TACs		Recycle/Reuse demolished construction material. Use locally made building materials for construction of the project and associated infrastructure.

Table 16
Mitigation Measure Summary

Mitigation Measure	Applicable Project/Source Type[1]	Effective	Feasible (Yes/No)			Secondary Effects (Yes/No)	Agency/Organization/Other[6]	Description/Comments
		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
Miscellaneous								
MM M-1: Off-Site Mitigation Fee Program	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile & Area	NA/Moderate-High: Though there is currently no program in place, the potential for real and quantifiable reductions of GHG emissions could be high if a defensible fee program were designed.	Yes	Yes	No: Program does not exist in CA, but similar programs currently exist (e.g., Carl Moyer Program, SJVAPCD Rule 9510, SMAQMD Off-Site Construction Mitigation Fee Program).	Adverse: No Beneficial: CAPs, TACs		Provide/Pay into an off-site mitigation fee program, which focuses primarily on reducing emissions from existing development and buildings through retro-fit (e.g., increased insulation).
MM M-2: Offset Purchase	LD (R, C, M), I, SP, TP, AQP, RR, P/Mobile, Stationary, & Area	NA/Low	Yes	Yes	No: ARB has not adopted official program, but similar programs	No		Provide/purchase offsets for additional emissions by acquiring carbon credits or engaging in other market "cap and trade" systems.

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Table 16
Mitigation Measure Summary

Mitigation Measure	Applicable Project/Source Type[1]	Effective	Feasible (Yes/No)			Secondary Effects (Yes/No)	Agency/Organization/Other[6]	Description/Comments
		Emissions Reduction/Score[2]	Cost (Yes/No)[3]	Technical[4]	Logistical[5]			
					currently exist.			
Regional Transportation Plan Measures								
MM RTP-1: Dedicate High Occupancy Vehicle (HOV) lanes prior to adding capacity to existing highways.	RTP		Yes	Yes	Yes	Adverse: possible local CO Beneficial: regional CAPs, TACs	Caltrans, local government	Evaluate the trip reduction (and GHG reduction) potential of adding HOV lanes prior to adding standard lanes.
MM RTP-2: Implement toll/user fee programs prior to adding capacity to existing highways.	RTP		Yes	Yes	Yes	Adverse: possible local CO. Beneficial: regional CAPs, TACs	Caltrans	Evaluate price elasticity and associated trip reduction (and GHG reduction) potential with adding or increasing tolls prior to adding capacity to existing highways.

Note:
[1] Where LD (R, C, M) =Land Development (Residential, Commercial, Mixed-Use), I=Industrial, GP=General Plan, SP=Specific Plan, TP=Transportation Plans, AQP=Air Quality Plans, RR=Rules/Regulations, and P=Policy. It is important to note that listed project types may not be directly specific to the mitigation measure (e.g., TP, AQP, RR, and P) as such could apply to a variety of source types, especially RR and P.
[2] This score system entails ratings of high, moderate, and low that refer to the level of the measure to provide a substantive, reasonably certain (e.g., documented emission reductions with proven technologies), and long-term reduction of GHG emissions.
[3] Refers to whether the measure would provide a cost-effective reduction of GHG emissions based on available documentation.
[4] Refers to whether the measure is based on currently, readily available technology based on available documentation.
[5] Refers to whether the measure could be implemented without extraordinary effort based on available documentation.
[6] List is not meant to be all inclusive.
Source: Data complied by EDAW in 2007

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
MS G-1: Adopt a GHG reduction plan	GP/ Mobile, Stationary, & Area	City of San Bernardino	- Adopt GHG reduction targets for the planning area, based on the current legislation providing direction for state-wide targets, and update the plan as necessary. -The local government agency should serve as a model by inventorying its GHG emissions from agency operations, and implementing those reduction goals.
Circulation			
MS G-2: Provide for convenient and safe local travel	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	- Create a gridded street pattern with small block sizes. This promotes walkability through direct routing and ease of navigation. -Maintain a high level of connectivity of the roadway network. Minimize cul-de-sacs and incomplete roadway segments. -Plan and maintain an integrated, hierarchical and multi-modal system of roadways, pedestrian walks, and bicycle paths throughout the area. -Apply creative traffic management approaches to address congestion in areas with unique problems, particularly on roadways and intersections in the vicinity of schools in the morning and afternoon peak hours, and near churches, parks and community centers. -Work with adjacent jurisdictions to address the impacts of regional development patterns (e.g. residential development in surrounding communities, regional universities, employment centers, and commercial developments) on the circulation system. -Actively promote walking as a safe mode of local travel, particularly for children attending local schools. -Employ traffic calming methods such as median landscaping and provision of bike or transit lanes to slow traffic, improve roadway capacity, and address safety issues.
MS G-3: Enhance the regional transportation network and maintain effectiveness	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Encourage the transportation authority to reduce fees for short distance trips. -Ensure that improvements to the traffic corridors do not negatively impact the operation of local roadways and land uses.

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
			-Cooperate with adjacent jurisdictions to maintain adequate service levels at shared intersections and to provide adequate capacity on regional routes for through traffic. -Support initiatives to provide better public transportation. Work actively to ensure that public transportation is part of every regional transportation corridor. - Coordinate the different modes of travel to enable users to transfer easily from one mode to another. -Work to provide a strong paratransit system that promotes the mobility of all residents and educate residents about local mobility choices. - Promote transit-oriented development to facilitate the use of the community's transit services.
MS G-4: Promote and support an efficient public transportation network connecting activity centers in the area to each other and the region.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Promote increased use of public transportation and support efforts to increase bus service range and frequency within the area as appropriate. -Enhance and encourage provision of attractive and appropriate transit amenities, including shaded bus stops, to encourage use of public transportation. -Encourage the school districts, private schools and other operators to coordinate local bussing and to expand ride-sharing programs. All bussing options should be fully considered before substantial roadway improvements are made in the vicinity of schools to ease congestion.
MS G-5: Establish and maintain a comprehensive system, which is safe and convenient, of pedestrian ways and bicycle routes that provide viable options to travel by automobile.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Improve area sidewalks and rights-of-way to make them efficient and appealing for walking and bicycling safely. Coordinate with adjacent jurisdictions and regional agencies to improve pedestrian and bicycle trails, facilities, signage, and amenities. -Provide safe and convenient pedestrian and bicycle connections to and from town centers, other commercial districts, office complexes, neighborhoods, schools, other major activity centers, and surrounding communities. -Work with neighboring jurisdictions to provide well-designed pedestrian and bicycle crossings of major roadways. -Promote walking throughout the community. Install sidewalks where missing and make improvements

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
			to existing sidewalks for accessibility purposes. Particular attention should be given to needed sidewalk improvement near schools and activity centers. -Encourage businesses or residents to sponsor street furniture and landscaped areas. - Strive to provide pedestrian pathways that are well shaded and pleasantly landscaped to encourage use. - Attract bicyclists from neighboring communities to ride their bicycles or to bring their bicycles on the train to enjoy bicycling around the community and to support local businesses. - Meet guidelines to become nationally recognized as a Bicycle-Friendly community. - Provide for an education program and stepped up code enforcement to address and minimize vegetation that degrades access along public rights-of-way. -Engage in discussions with transit providers to increase the number of bicycles that can be accommodated on buses
MS G-6: Achieve optimum use of regional rail transit.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Support regional rail and work with rail authority to expand services. - Achieve better integration of all transit options. -Work with regional transportation planning agencies to finance and provide incentives for multimodal transportation systems. - Promote activity centers and transit-oriented development projects around the transit station.
MS G-7: Expand and optimize use of local and regional bus and transit systems.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Encourage convenient public transit service between area and airports. -Support the establishment of a local shuttle to serve commercial centers. -Promote convenient, clean, efficient, and accessible public transit that serves transit-dependent riders and attracts discretionary riders as an alternative to reliance on single-occupant automobiles.

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
			- Empower seniors and those with physical disabilities who desire maximum personal freedom and independence of lifestyle with unimpeded access to public transportation. -Integrate transit service and amenities with surrounding land uses and buildings.
Conservation, Open Space			
MS G-8: Emphasize the importance of water conservation and maximizing the use of native, low-water landscaping.	GP/Stationary & Area	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Reduce the amount of water used for landscaping and increase use of native and low water plants. Maximize use of native, low-water plants for landscaping of areas adjacent to sidewalks or other impermeable surfaces. -Encourage the production, distribution and use of recycled and reclaimed water for landscaping projects throughout the community, while maintaining urban runoff water quality objectives. -Promote water conservation measures, reduce urban runoff, and prevent groundwater pollution within development projects, property maintenance, area operations and all activities requiring approval. -Educate the public about the importance of water conservation and avoiding wasteful water habits. -Work with water provider in exploring water conservation programs, and encourage the water provider to offer incentives for water conservation.
MS G-9: Improve air quality within the region.	GP/ Mobile, Stationary, & Area	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Integrate air quality planning with area land use, economic development and transportation planning efforts. -Support programs that reduce air quality emissions related to vehicular travel. -Support alternative transportation modes and technologies, and develop bike- and pedestrian-friendly neighborhoods to reduce emissions associated with automobile use. -Encourage the use of clean fuel vehicles. -Promote the use of fuel-efficient heating and cooling equipment and other appliances, such as water

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
			heaters, swimming pool heaters, cooking equipment, refrigerators, furnaces, and boiler units. - Promote the use of clean air technologies such as fuel cell technologies, renewable energy sources. UV coatings, and alternative, non-fossil fuels. -Require the planting of street trees along streets and inclusion of trees and landscaping for all development projects to help improve airshed and minimize urban heat island effects. - Encourage small businesses to utilize clean, innovative technologies to reduce air pollution. - Implement principles of green building. - Support jobs/housing balance within the community so more people can both live and work within the community. To reduce vehicle trips, encourage people to telecommute or work out of home or in local satellite offices.
MS G-10: Encourage and maximize energy conservation and identification of alternative energy sources.	GP/ Stationary & Area	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Encourage green building designs for new construction and renovation projects within the area. -Coordinate with regional and local energy suppliers to ensure adequate supplies of energy to meet community needs, implement energy conservation and public education programs, and identify alternative energy sources where appropriate. -Encourage building orientations and landscaping that enhance natural lighting and sun exposure. -Encourage expansion of neighborhood-level products and services and public transit opportunities throughout the area to reduce automobile use. - Incorporate the use of energy conservation strategies in area projects. - Promote energy-efficient design features, including appropriate site orientation, use of light color roofing and building materials, and use of evergreen trees and wind-break trees to reduce fuel consumption for heating and cooling.

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
			-Explore and consider the cost/benefits of alternative fuel vehicles including hybrid, natural gas, and hydrogen powered vehicles when purchasing new vehicles. -Continue to promote the use of solar power and other energy conservation measures. - Encourage residents to consider the cost/benefits of alternative fuel vehicles. - Promote the use of different technologies that reduce use of non-renewable energy resources. -Facilitate the use of green building standards and LEED in both private and public projects. -Promote sustainable building practices that go beyond the requirements of Title 24 of the California Administrative Code, and encourage energy-efficient design elements, as appropriate. -Support sustainable building practices that integrate building materials and methods that promote environmental quality, economic vitality, and social benefit through the design, construction, and operation of the built environment. - Investigate the feasibility of using solar (photovoltaic) street lights instead of conventional street lights that are powered by electricity in an effort to conserve energy. - Encourage cooperation between neighboring development to facilitate on-site renewable energy supplies or combined heat and power co-generation facilities that can serve the energy demand of contiguous development.

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
MS G-11: Preserve unique community forests, and provide for sustainable increase and maintenance of this valuable resource.	GP/Stationary & Area	Cities/Counties (e.g., Aliso Viejo, Claremont)	- Develop a tree planting policy that strives to accomplish specific % shading of constructed paved and concrete surfaces within five years of construction. -Provide adequate funding to manage and maintain the existing forest, including sufficient funds for tree planting, pest control, scheduled pruning, and removal and replacement of dead trees. -Coordinate with local and regional plant experts in selecting tree species that respect the natural region in which Claremont is located, to help create a healthier, more sustainable urban forest. - Continue to plant new trees (in particular native tree species where appropriate), and work to preserve mature native trees. -Increase the awareness of the benefits of street trees and the community forest through a area wide education effort. -Encourage residents to properly care for and preserve large and beautiful trees on their own private property.
Housing			
MS G-12: Provide affordability levels to meet the needs of community residents.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Encourage development of affordable housing opportunities throughout the community, as well as development of housing for elderly and low and moderate income households near public transportation services. -Ensure a portion of future residential development is affordable to low and very low income households.
Land Use			
MS G-13: Promote a visually-cohesive urban form and establish connections between the urban core and outlying portions of the	GP/ Mobile, Stationary, & Area	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Preserve the current pattern of development that encourages more intense and higher density development at the core of the community and less intense uses radiating from the central core. -Create and enhance landscaped greenway, trail and sidewalk connections between neighborhoods and to commercial areas, town centers, and parks.

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
community.			-Identify ways to visually identify and physically connect all portions of the community, focusing on enhanced gateways and unifying isolated and/or outlying areas with the rest of the area. -Study and create a diverse plant identity with emphasis on drought-resistant native species.
MS G-14: Provide a diverse mix of land uses to meet the future needs of all residents and the business community.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Attract a broad range of additional retail, medical, and office uses providing employment at all income levels. -Support efforts to provide beneficial civic, religious, recreational, cultural and educational opportunities and public services to the entire community. -Coordinate with public and private organizations to maximize the availability and use of parks and recreational facilities in the community. -Support development of hotel and recreational commercial land uses to provide these amenities to local residents and businesses.
MS G-15: Collaborate with providers of solid waste collection, disposal and recycling services to ensure a level of service that promotes a clean community and environment.	GP/ Stationary, & Area	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Require recycling, composting, source reduction and education efforts throughout the community, including residential, businesses, industries, and institutions, within the construction industry, and in all sponsored activities.
MS G-16: Promote construction, maintenance and active use of publicly- and privately-operated parks, recreation programs, and a community center.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Work to expand and improve community recreation amenities including parks, pedestrian trails and connections to regional trail facilities. -As a condition upon new development, require payment of park fees and/or dedication and provision of parkland, recreation facilities and/or multi-use trails that improve the public and private recreation system. -Research options or opportunities to provide necessary or desired community facilities.

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
MS G-17: Promote the application of sustainable development practices.	GP/ Mobile, Stationary, & Area	Cities/Counties (e.g., Aliso Viejo, Claremont)	- Encourage sustainable development that incorporates green building best practices and involves the reuse of previously developed property and/or vacant sites within a built-up area. - Encourage the conservation, maintenance, and rehabilitation of the existing housing stock. -Encourage development that incorporates green building practices to conserve natural resources as part of sustainable development practices. -Avoid development of isolated residential areas in the hillsides or other areas where such development would require significant infrastructure investment, adversely impact biotic resources. - Provide land area zoned for commercial and industrial uses to support a mix of retail, office, professional, service, and manufacturing businesses.
MS G-18: Create activity nodes as important destination areas, with an emphasis on public life within the community.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Provide pedestrian amenities, traffic-calming features, plazas and public areas, attractive streetscapes, shade trees, lighting, and retail stores at activity nodes. -Provide for a mixture of complementary retail uses to be located together to create activity nodes to serve adjacent neighborhoods and to draw visitors from other neighborhoods and from outside the area.
MS G-19: Make roads comfortable, safe, accessible, and attractive for use day and night.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Provide crosswalks and sidewalks along streets that are accessible for people with disabilities and people who are physically challenged. -Provide lighting for walking and nighttime activities, where appropriate. -Provide transit shelters that are comfortable, attractive, and accommodate transit riders.
MS G-20: Maintain and expand where possible the system of neighborhood connections that attach neighborhoods to larger roadways.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	- Provide sidewalks where they are missing, and provide wide sidewalks where appropriate with buffers and shade so that people can walk comfortably. -Make walking comfortable at intersections through traffic-calming, landscaping, and designated crosswalks.

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
			-Look for opportunities for connections along easements & other areas where vehicles not permitted.
MS G-21: Create distinctive places throughout the area.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	-Provide benches, streetlights, public art, and other amenities in public areas to attract pedestrian activities. -Encourage new developments to incorporate drought tolerant and native landscaping that is pedestrian friendly, attractive, and consistent with the landscaped character of area. -Encourage all new development to preserve existing mature trees. -Encourage streetscape design programs for commercial frontages that create vibrant places which support walking, bicycling, transit, and sustainable economic development. -Encourage the design and placement of buildings on lots to provide opportunities for natural systems such as solar heating and passive cooling. - Ensure that all new industrial development projects are positive additions to the community setting, provide amenities for the comfort of the employees such as outdoor seating area for breaks or lunch, and have adequate landscape buffers.
MS G-22: Reinvest in existing neighborhoods and promote infill development as a preference over new, greenfield development	GP/ Mobile, Stationary, & Area	Cities/Counties (e.g., Aliso Viejo, Claremont)	- Identify all underused properties in the plan area and focus development in these opportunity sites prior to designating new growth areas for development. - Implement programs to retro-fit existing structures to make them more energy-efficient. -Encourage compact development, by placing the desired activity areas in smaller spaces.

Table 17 General Planning Level Mitigation Strategies Summary			
Strategy	Source Type[1]	Agency/Organization[2]	Description/Comments
Public Safety			
MS G-23: Promote a safe community in which residents can live, work, shop, and play.	GP/ Mobile	Cities/Counties (e.g., Aliso Viejo, Claremont)	- Foster an environment of trust by ensuring non-biased policing, and by adopting policies and encouraging collaboration that creates transparency. - Facilitate traffic safety for motorists and pedestrians through proper street design and traffic monitoring.

Note:
[1] Where GP=General Plan.
[2] List is not meant to be all inclusive.
Source: Data complied by EDAW in 2007

Appendix C

Rule and Regulation Summary

Table 18 Rule and Regulation Summary					
Rule/Regulation	Reduction	Implementation Date	Agency	Description	Comments
Low Carbon Fuel Standard	10-20 MMT CO_2e by 2020	January 1, 2010	ARB	This rule/regulation will require fuel providers (e.g., producers, importers, refiners and blenders) to ensure that the mix of fuels they sell in CA meets the statewide goal to reduce the carbon intensity of CA's transportation fuels by at least 10% by the 2020 target.	ARB Early Action Measure
Reduction of HFC-134a Emissions from Nonprofessional Servicing of Motor Vehicle Air Conditioning Systems	1-2 MMT CO_2e by 2020	January 1, 2010	ARB	This rule/regulation will restrict the use of high GWP refrigerants for nonprofessional recharging of leaky automotive air conditioning systems.	ARB Early Action Measure
Landfill Gas Recovery	2-4 MMT CO_2e by 2020	January 1, 2010	IWMB, ARB	This rule/regulation will require landfill gas recovery systems on small to medium landfills that do not have them and upgrade the requirements at landfills with existing systems to represent best capture and destruction efficiencies.	ARB Early Action Measure
Vehicle Climate Change Standards (AB 1493 Pavley, Chapter 200, Statutes of 2002)	30 MMT CO_2e by 2020	2009	ARB	This rule/regulation will require ARB to achieve the maximum feasible and cost effective reduction of GHG emissions from passenger vehicles and light-duty trucks.	ARB Early Action Measure
Reduction of PFCs from the Semiconductor Industry	0.5 MMT CO_2e by 2020	2007–2009	ARB	This rule/regulation will reduce GHG emissions by process improvements/source reduction, alternative chemicals capture and beneficial reuse, and destruction technologies	Underway or to be initiated by CAT members in 2007-2009 period

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Table 18 Rule and Regulation Summary					
Rule/Regulation	Reduction	Implementation Date	Agency	Description	Comments
Restrictions on High GWP Refrigerants	9 MMT CO_2e by 2020	2010	ARB	This rule/regulation will expand and enforce the national ban on release of high GWP refrigerants during appliance lifetime.	ARB Early Action Measure
Cement Manufacture	<1 MMT CO_2e per year (based on 2004 production levels)	2010	Caltrans	This rule/regulation will allow 2.5% interground limestone concrete mix in cement use.	CAT Early Action Measure
Hydrogen Fuel Standards (SB 76 of 2005)	TBD	By 2008	CDFA	This rule/regulation will develop hydrogen fuel standards for use in combustion systems and fuel cells.	CAT Early Action Measure
Regulation of GHG from Load Serving Entities (SB 1368)	15 MMT CO_2e by 2020	May 23, 2007	CEC, CPUC	This rule/regulation will establish a GHG emission performance standard for baseload generation of local publicly owned electric utilities that is no higher than the rate of emissions of GHG for combined-cycle natural gas baseload generation.	CAT Early Action Measure
Energy Efficient Building Standards	TBD	In 2008	CEC	This rule/regulation will update of Title 24 standards.	CAT Early Action Measure
Energy Efficient Appliance Standards	TBD	January 1, 2010	CEC	This rule/regulation will regulate light bulb efficiency	CAT Early Action Measure
Tire Efficiency (Chapter 8.7 Division 15 of the Public Resources Code)	<1 MMT CO_2e by 2020	January 1, 2010	CEC & IWMB	This rule/regulation will ensure that replacement tires sold in CA are at least as energy efficient, on average, as tires sold in the state as original equipment on these vehicles.	CAT Early Action Measure
New Solar Homes Partnership	TBD	January 2007	CEC	Under this rule/regulation, approved solar systems will receive incentive funds based on system performance above building standards.	CAT Early Action Measure

Table 18 Rule and Regulation Summary					
Rule/Regulation	Reduction	Implementation Date	Agency	Description	Comments
Water Use Efficiency	1 MMT CO_2e by 2020	2010	DWR	This rule/regulation will adopt standards for projects and programs funded through water bonds that would require consideration of water use efficiency in construction and operation.	CAT Early Action Measure
State Water Project	TBD	2010	DWR	This rule/regulation will include feasible and cost effective renewable energy in the SWP's portfolio.	CAT Early Action Measure
Cleaner Energy for Water Supply	TBD	2010	DWR	Under this rule/regulation, energy supply contracts with conventional coal power plants will not be renewed.	CAT Early Action Measure
IOU Energy Efficiency Programs	4 MMT CO_2e by 2020	2010	CPUC	This rule/regulation will provide a risk/reward incentive mechanism for utilities to encourage additional investment in energy efficiency; evaluate new technologies and new measures like encouraging compact fluorescent lighting in residential and commercial buildings	CAT Early Action Measure
Solar Generation	TBD	2007–2009	DGS	3 MW of clean solar power generation implemented in CA last year, with another 1 MW coming up. The second round is anticipated to total additional 10 MW and may include UC/CSU campuses and state fairgrounds.	Underway or to be initiated by CAT members in 2007-2009 period

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Table 18 Rule and Regulation Summary					
Rule/Regulation	Reduction	Implementation Date	Agency	Description	Comments
Transportation Efficiency	9 MMT CO_2e by 2020	2007–2009	Caltrans	This rule/regulation will reduce congestion, improve travel time in congested corridors, and promote coordinated, integrated land use.	Underway or to be initiated by CAT members in 2007-2009 period
Smart Land Use and Intelligent Transportation	10 MMT CO_2e by 2020	2007–2009	Caltrans	This rule/regulation will integrate consideration of GHG reduction measures and energy efficiency factors into RTPs, project development etc.	Underway or to be initiated by CAT members in 2007-2009 period
Cool Automobile Paints	1.2 to 2.0 MMT CO_2e by 2020	2009	ARB	Cool paints would reduce the solar heat gain in a vehicle and reduce air conditioning needs.	ARB Early Action Measure
Tire Inflation Program	TBD	2009	ARB	This rule/regulation will require tires to be checked and inflated at regular intervals to improve fuel economy.	ARB Early Action Measure
Electrification of Stationary Agricultural Engines	0.1 MMT CO_2e by 2020	2010	ARB	This rule/regulation will provide incentive funding opportunities for replacing diesel engines with electric motors.	ARB Early Action Measure
Desktop Power Management	Reduce energy use by 50%	2007–2009	DGS, ARB	This rule/regulation will provide software to reduce electricity use by desktop computers by up to 40%.	Currently deployed in DGS
Reducing CH_4 Venting/Leaking from Oil and Gas Systems (EJAC-3/ARB 2-12)	1 MMT CO_2e by 2020	2010	ARB	This rule/regulation will reduce fugitive CH_4 emissions from production, processing, transmission, and distribution of natural gas and oil.	ARB Early Action Measure
Replacement of High GWP Gases Used in Fire Protection Systems with Alternate Chemical (ARB 2-10)	0.1 MMT CO_2e by 2020	2011	ARB	This rule/regulation will require the use of lower GWP substances in fire protection systems.	ARB Early Action Measure
Contracting for Environmentally Preferable Products	NA	2007–2009	DGS	New state contracts have been or are being created for more energy and resource efficient IT goods, copiers, low mercury fluorescent lamps, the CA Gold Carpet Standard and office furniture.	Underway or to be initiated by CAT members in 2007-2009 period
Hydrogen Fuel Cells	NA	2007–2009	DGS	This rule/regulation will incorporate clean hydrogen fuel cells in stationary applications	Underway or to be initiated by CAT members in 2007-2009

Table 18 Rule and Regulation Summary					
Rule/Regulation	Reduction	Implementation Date	Agency	Description	Comments
				at State facilities and as back-up generation for emergency radio services.	period
High Performance Schools	NA	2007–2009	DGS	New guidelines adopted for energy and resource efficient schools; up to $100 million in bond money for construction of sustainable, high performance schools.	Underway or to be initiated by CAT members in 2007-2009 period
Urban Forestry	1 MMT CO_2e by 2020	2007–2009	Calfire, CUFR	This rule/regulation will provide five million additional trees in urban areas by 2020.	Underway or to be initiated by CAT members in 2007-2009 period
Fuels Management/Biomass	3 MMT CO_2e by 2020	2007–2009	Calfire	This rule/regulation will provide biomass from forest fuel treatments to existing biomass utilization facilities.	Underway or to be initiated by CAT members in 2007-2009 period
Forest Conservation and Forest Management	10 MMT CO_2e by 2020	2007–2009	Calfire, WCB	This rule/regulation will provide opportunities for carbon sequestration in Proposition 84 forest land conservation program to conserve an additional 75,000 acres of forest landscape by 2010.	Underway or to be initiated by CAT members in 2007-2009 period
Afforestation/Reforestation	2 MMT CO_2e by 2020	2007–2009	Calfire	This rule/regulation will subsidize tree planting.	Underway or to be initiated by CAT members in 2007-2009 period
Dairy Digesters	TBD	January 1, 2010	CDFA	This rule/regulation will develop a dairy digester protocol to document GHG emission reductions from these facilities.	ARB Early Action Measure

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Table 18 Rule and Regulation Summary					
Rule/Regulation	Reduction	Implementation Date	Agency	Description	Comments
Conservation Tillage and Enteric Fermentation	1 MMT CO_2e by 2020	2007–2009	CDFA	This rule/regulation will develop and implement actions to quantify and reduce enteric fermentation emissions from livestock and sequester soil carbon using cover crops and conservation tillage.	Underway or to be initiated by CAT members in 2007-2009 period
ULEV	TBD	2007–2009	DGS	A new long term commercial rental contract was released in March 2007 requiring a minimum ULEV standard for gasoline vehicles and requires alternative fuel and hybrid-electric vehicles.	Underway or to be initiated by CAT members in 2007-2009 period
Flex Fuel Vehicles	370 metric tons CO_2, 0.85 metric tons of CH_4, and 1.14 metric tons of N_2O	2007–2009	DGS	Under this rule/regulation, DGS is replacing 800 vehicles with new, more efficient vehicles.	Underway or to be initiated by CAT members in 2007-2009 period
Climate Registry	TBD	2007–2009	DGS	Benchmarking and reduction of GHG emissions for state owned buildings, leased buildings and light duty vehicles.	Underway or to be initiated by CAT members in 2007-2009 period
Municipal Utilities Electricity Sector Carbon Policy	Included in SB 1368 reductions	2007–2009	CEC, CPUC, ARB	Under this rule/regulation, GHG emissions cap policy guidelines for CA's electricity sector (IOUs and POUs).	Underway or to be initiated by CAT members in 2007-2009 period
Alternative Fuels: Nonpetroleum Fuels	TBD	2007–2009	CEC	State plan to increase the use of alternative fuels for transportation; full fuel cycle assessment.	Underway or to be initiated by CAT members in 2007-2009 period
Zero Waste/High Recycling Strategy	5 MMT CO_2e by 2020	2007–2009	IWMB	This rule/regulation will identify materials to focus on to achieve GHG reduction at the lowest possible cost; Builds on the success of 50% Statewide Recycling Goal.	Underway or to be initiated by CAT members in 2007-2009 period
Organic Materials Management	TBD	2007–2009	IWMB	This rule/regulation will develop a market incentive program to increase organics diversion to the agricultural industry.	Underway or to be initiated by CAT members in 2007-2009 period
Landfill Gas Energy	TBD	2007–2009	IWMB	Landfill Gas to Energy & LNG/biofuels	Underway or to be initiated by CAT members in 2007-2009 period

Table 18 Rule and Regulation Summary					
Rule/Regulation	Reduction	Implementation Date	Agency	Description	Comments
Target Recycling	TBD	2007–2009	IWMB	This rule/regulation will focus on industry/public sectors with high GHG components to implement targeted commodity recycling programs.	Underway or to be initiated by CAT members in 2007-2009 period
Accelerated Renewable Portfolio Standard	Included in SB 1368 reductions	2007–2009	CPUC	This rule/regulation will examine RPS long term planning and address the use of tradable renewable energy credits for RPS compliance.	Underway or to be initiated by CAT members in 2007-2009 period
CA Solar Initiative	1 MMT CO_2e by 2020	2007–2009	CPUC	Initiative to deliver 2000 MWs of clean, emissions free energy to the CA grid by 2016.	Underway or to be initiated by CAT members in 2007-2009 period
Carbon Capture and Sequestration	TBD	2007–2009	CPUC	Proposals for power plants with IGCC and/or carbon capture in the next 18 months.	Underway or to be initiated by CAT members in 2007-2009
Source: Data complied by EDAW in 2007					

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