



REPORT TO PLANNING COMMISSION City of Sacramento

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915 I Street, Sacramento, CA 95814-2671

STAFF REPORT
July 14, 2011

Honorable Members of the Planning Commission:

Subject: General Plan Implementation – Green Development (LR11-003)

Council District: Citywide

Recommendation: Review and Comment.

Contact: Greg Sandlund, Associate Planner, (916) 808-8931; Jim McDonald AICP, CFM, Senior Planner, (916) 808-5723.

Presenter: Tom Pace, Principal Planner, (916) 808-6848

Department: Community Development

Division: Planning

Organization Number: 21001222

Description/ Analysis

Issue: The 2030 General Plan included a number of priority implementation measures that will help to create a sustainable, livable, built environment for the City of Sacramento. Three of these measures include:

- A climate action plan (underway);
- A green building ordinance (underway); and
- A comprehensive update to the zoning code (preliminary stages)

These three planning initiatives are essential to carrying out the policies of the 2030 General Plan. The comprehensive update to the zoning code will be informed and directed by the 2030 General Plan and Climate Action Plan. This updated, reorganized code will be called the Green Development Code.

Staff is requesting Commission comments on the following initiatives which will be presented to City Council on August 4, 2011:

- Initiate the Green Development Code project and direct staff to pursue grant funding for it;
- Adopt green house gas emission targets and approve a draft policy and emission reduction measures framework; and
- Adopt CalGreen Tier 1 as the City's green building standard and direct staff to initiate a comprehensive planning and building permit fee study and report back at mid-year.

Policy Considerations: The Climate Action Plan activities, Green Building Ordinance, and Green Development Code described in this report are consistent with the City's goals and policies as established in 2030 General Plan and Sustainability Master Plan. These policies include:

- **Goal LU 2.6 - City Sustained and Renewed.** Promote sustainable development and land use practices in both new development and redevelopment that provide for the transformation of Sacramento into a sustainable urban city while preserving choices (e.g., where to live, work, and recreate) for future generations.
- **Goal LU 2.5 - City Connected and Accessible.** Promote the development of an urban pattern of well-connected, integrated, and accessible neighborhoods corridors, and centers.
- **Goal U 6.1 - Adequate Level of Service.** Provide for the energy needs of the city and decrease dependence on nonrenewable energy sources through energy conservation, efficiency, and renewable resource strategies.
- **Goal ER 6.1 - Improved Air Quality.** Improve the health and sustainability of the community through improved regional air quality and reduced greenhouse gas emissions that contribute to climate change.

All three planning initiatives discussed in this report were identified as priority implementation programs for the 2030 General Plan.

Environmental Considerations: No project is being proposed at this time. Staff is only presenting details about two current and one pending planning initiatives. Environmental review pursuant to the California Environmental Quality Act (CEQA) will be part of each project.

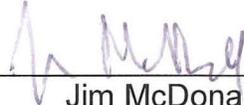
Public Comments: Staff is conducting outreach to key stakeholders and will provide any updates at the Commission meeting. General outreach will be conducted as a part of the public review process for draft policies and ordinances.

Sustainability Considerations:

The Climate Action Plan, Green Building Ordinance, Green Development Code are consistent with the City’s Sustainability Master Plan goals and policies as adopted by the Council in December 2007 by building energy independence, combating global warming, improving public health, and making possible sustainable land use and transportation policies identified in the 2030 General Plan and the Sacramento Blueprint.

Rationale for Recommendation: Staff would like the Commission’s input on three separate but related planning initiatives prior to the Council presentation on August 4, 2011.

Financial Considerations: None

Respectfully submitted by:  _____
Jim McDonald, AICP, CFM
Senior Planner

Recommendation Approved:

 _____
Thomas S. Pace
Principal Planner

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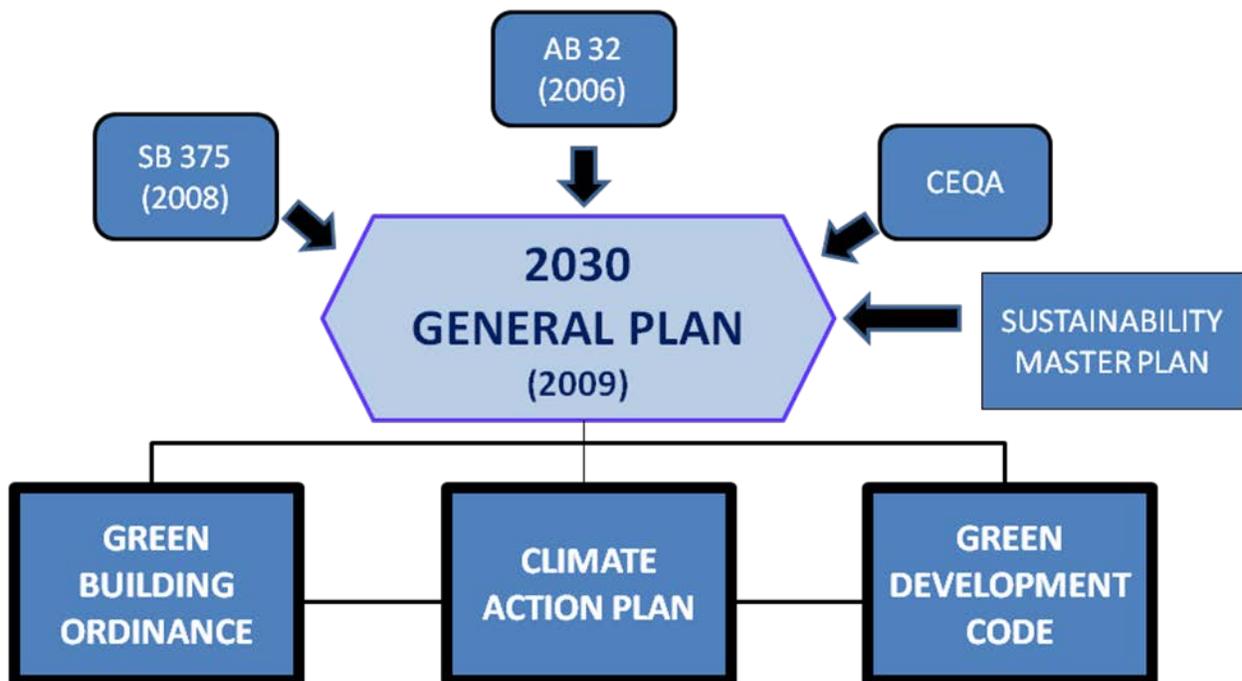
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Attachment 1

Background

On March 3, 2009 the City Council adopted the 2030 General Plan. Many of the sustainability related policies of the general plan were required in order to comply with landmark state legislation to combat global warming (AB 32) and the California Environmental Quality Act and to further the City’s Sustainability Master Plan.

The General Plan included a number of priority implementation measures, including a comprehensive update of the Zoning Code, and adoption of a climate action plan and green building ordinance.



Attachment 2

Climate Action Plan Status Update

Upon adoption of the General Plan in 2009, the City Council directed staff to prepare a Climate Action Plan (CAP) to address communitywide greenhouse gas emissions by July 2011. Staff and consultant work to date has included completion of the following tasks:

- A comprehensive greenhouse gas emissions inventory for the baseline analysis year of 2005;
- Forecasting future greenhouse emissions under a “business-as-usual,” no-action scenario for the 2020, 2030 and 2050 horizon years, commensurate with anticipated growth due to new development under the 2030 General Plan;
- Development of a recommended target (15% below 2005 levels by 2020) for reducing communitywide greenhouse gas emissions, consistent with the City’s stated policies to comply with AB 32 and related statewide policies; and
- Analysis of an initial set of draft greenhouse gas reduction measures to achieve the recommended target. A summary of the proposed draft CAP measures is included in Attachment 3.

Staff completed the first phase of the CAP in February 2010^a, which identified strategies to reduce the City’s greenhouse gas emissions from all sectors in the City’s internal operations to 15% below 2005 levels by 2020. The second phase is underway and focuses on communitywide greenhouse emissions and will identify additional strategies that are communitywide in scope and apply to both existing and future development.

Staff will be presenting an overview of progress to date on the second phase to the City Council on August 4, 2011, and requesting that the Council adopt the recommended communitywide greenhouse gas emission reduction target noted above, and direct staff to incorporate recommended policies and measures into a Draft CAP for public review. Once the Draft CAP has been released, the Planning Commission will be asked to formally review the Draft CAP and make a recommendation to the City Council in the Fall 2011.

The core strategies in the Draft CAP will be contingent upon continuing to implement existing General Plan and Sustainability Master Plan policies or programs that are already underway and are helping to reduce emissions, as well as implementation of new programs or applying specific standards to existing or new development. Both the Green Development Code and the Green Building Ordinance will play key roles in implementing many of the CAP strategies that will apply to development.

^a Phase I of the Climate Action Plan is available at http://www.sacgp.org/documents/Phase-1-CAP_2-11-10.pdf

Attachment 3

Climate Action Plan Overview

Purpose: reduce Sacramento’s greenhouse gas emissions to 1990 levels by 2020, and identify climate adaptation strategies, consistent with the goals and policies of the General Plan and Sustainability Master Plan.

2020 Emission Reduction Target (minimum recommended): 15% below 2005 levels (or, 28% below 2020 “No Action” levels) (see chart on reverse side).

Proposed Action Measure Categories (with example action measures):

- **Energy Efficiency & Renewable Energy** (e.g. Net Zero by 2030 goal, SmartGrid, incentive/rebate programs, RECO/CECO, min solar standards, cool roof & cool pavement standards, 15% increase in efficiency, etc)
- **Sustainable Land Use & Mobility** (e.g. 2030 General Plan smart growth benefits through infill & mixed use, reducing vehicle miles travelled & reducing idling, lower parking requirements, parking pricing, increasing ped/bike/transit, commute trip reduction, electric vehicle infrastructure, etc.)
- **Water Conservation & Wastewater** (e.g. 20% per capita by 2020 conservation goal, metering/AMI/pricing, water conservation ordinance & enforcement, water-wise house calls, water-efficient landscaping incentives, mandatory retrofits, etc)
- **Waste & Recycling** (e.g. 75% solid waste diversion by 2020, community education/outreach/incentives, increased construction & demolition diversion, commercial & multifamily recycling, organics/food waste programs, etc.)

Gap Analysis:

- Proposed action measures have been quantified, measured against citywide reduction target
- Remaining gap needs to be closed (see chart on reverse side).
- Removal of controversial measures will require identification of additional measures, or altering the targets.

Major Issues:

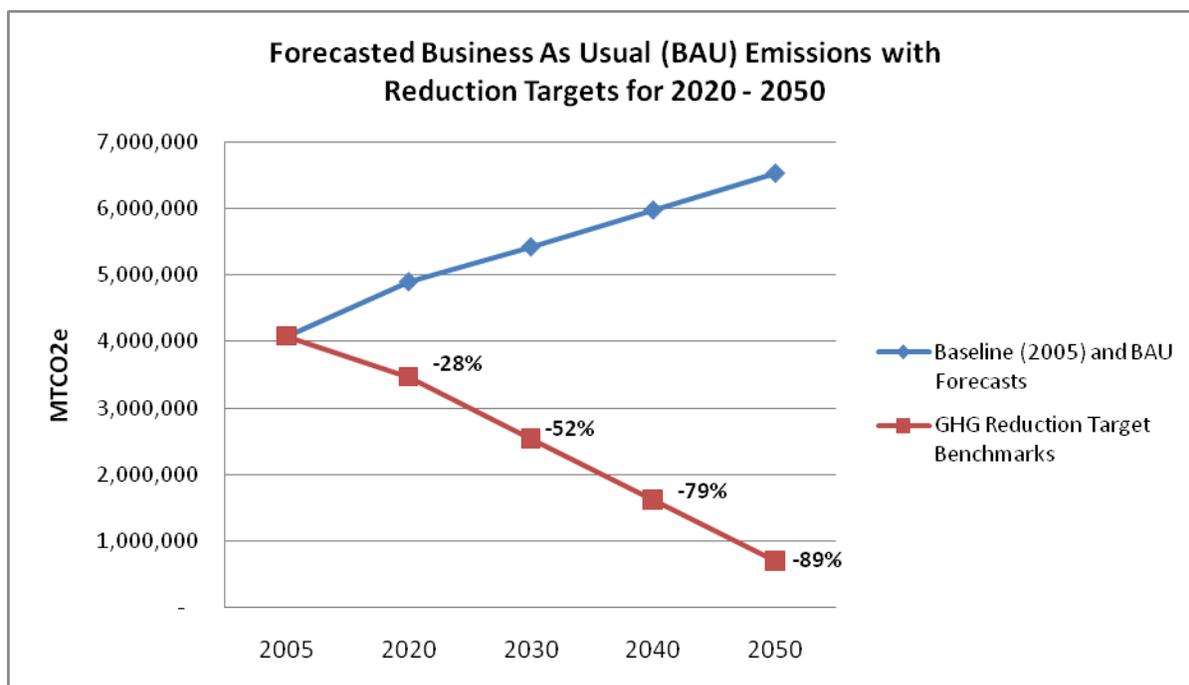
- Cost/Benefit analysis underway: “first cost” impacts, but long-term savings may provide significant benefits
- Long-Term Impacts of Deferring Action: potential future costs of inaction may exceed costs of action
- Regulatory burden/timing during recession: Immediate action vs phasing in changes over time
- Green Tech / Clean Economy: opportunity to create jobs, help residents & businesses save money

Key Implementation Strategies:

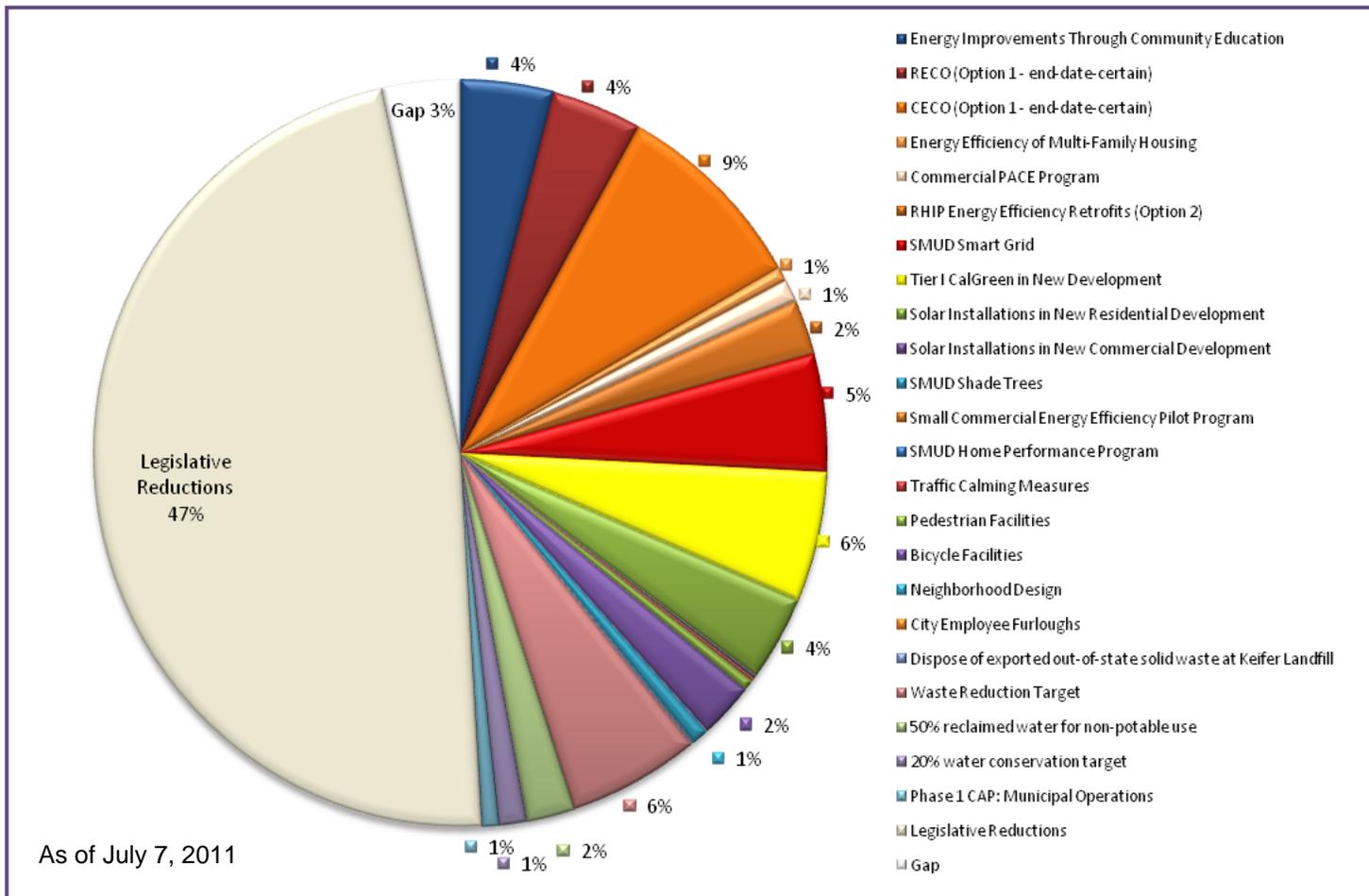
- CalGreen + Tier 1 for new development, beginning in 2012
- Green Development Code Update (zoning, subdivision, etc): initiate in 2012, complete in 2014
- Financing & Incentives
- Community Partnerships & Public Involvement
- City-Initiated Projects

Schedule:

- January-June: identified preliminary draft action measures and completed “gap analysis”
- July: Targeted stakeholder group outreach, Planning Commission review/comment
- **August 4: Council staff report - status update, adopt GHG reduction targets and policy framework**
- September-October: official Public Review Draft released and broader public outreach
- Late 2011: Final Climate Action Plan adopted



Preliminary Draft GHG Reduction Measures and Comparison with 2020 Target



NOTE: The total Pie Chart area above represents 100% of the reductions needed to meet the 2020 target (28% below 2020 Business As Usual forecast). All quantifiable action measures are represented as colored wedges, showing relative contribution in meeting the target

PRELIMINARY DRAFT			
Proposed Greenhouse Gas Reduction Strategy and Gap Analysis Summary			
	2020 (MT CO₂e/yr)	2030 (MT CO₂e/yr)	2050 (MT CO₂e/yr)
Energy Efficiency Strategies			
Energy Improvements Through Community Education	55,937	64,419	81,384
RECO (Option 1: end-date-certain) ¹	54,300	54,300	54,300
CECO (Option 1: end-date-certain) ¹	118,426	118,426	118,426
Energy Efficiency of Multi-Family Housing	8,474	25,894	88,983
Commercial PACE Program	12,979	12,979	12,979
RHIP Energy Efficiency Retrofits (Option 2) ¹	32,887	64,269	113,212
SMUD Smart Grid	69,215	79,498	100,064
CalGreen Tier 1 Energy Efficiency in New Development	76,339	127,231	229,017
Solar Installations in New Residential Development	50,657	92,118	175,040
Solar Installations in New Commercial/Industrial Development	1,717	2,862	5,152
SMUD Shade Trees	112	112	112
Small Commercial Energy Efficiency Pilot Program	868	868	868
SMUD Home Performance Program	16	16	16
<i>Subtotal (Energy Efficiency Strategies)</i>	481,928	642,993	979,553
Transportation and Land Use Strategies			
Traffic Calming Measures	1,097	1,157	1,376
Pedestrian Facilities	6,582	6,942	8,255
Bicycle Facilities	32,909	34,708	41,277
Neighborhood Design	9,897	16,496	29,692
City Employee Furloughs	223	223	223
Dispose of exported out-of-state solid waste at Keifer Landfill	1,804	1,804	1,804
<i>Subtotal (Transportation and Land Use Strategies)</i>	52,512	61,330	82,628
Solid Waste Strategies			
Waste Reduction Target	79,404	129,834	194,711
<i>Subtotal (Solid Waste Strategies)</i>	79,404	129,834	194,711
Water & Wastewater Strategies			
50% Reclaimed Water for Non-potable Uses	28,776	32,741	39,673
20% Water Conservation Target	17,267	19,647	23,806
<i>Subtotal (Water & Wastewater Strategies)</i>	46,043	52,388	63,479
Phase 1 CAP: Municipal Operations ²	10,075	10,075	10,075
Total (all strategies, reduction from projected)	669,962	896,620	1,330,446
Legislative Reductions (reduction from projected)	647,933 (13.4%)	718,016 (13.5%)	870,646 (13.7%)
Total (all strategies plus legislative, reduction from projected)	1,317,894	1,614,636	2,201,092
GHG Emissions Reduction Target/Goal (from Tables 2 and 3, reduction from projected)			
	1,364,924	2,792,470	5,653,713
Gap	47,029	1,177,834	3,452,621
Notes: ¹ If a different option is chosen, the resulting GHG reduction, in general, would be less than shown; ² City of Sacramento CAP: Phase 1 Internal Operations. February 2010; MT CO ₂ e/yr = metric tons carbon dioxide equivalent per year; subtotal and totals may not sum exactly due to rounding. Source: Data compiled by Ascent in 2011			

Attachment 4

Green Building Ordinance Overview

In 2010, both City and County of Sacramento staff retained Valley Vision to conduct a stakeholder involvement process known as the Green Building Task Force. The Task Force considered both mandatory and voluntary measures to improve the sustainability of both new and existing buildings. Staff presented the Task Force recommendations^b to the City Council in March 2011, at which time the Council directed staff to return with a draft ordinance to put the City in a leadership position in the region and require green building standards that go beyond the minimum statewide green building standards, known as “CalGreen”.

CalGreen enables local governments to set higher standards, known as Tier 1 and Tier 2, which are voluntary in the code unless a local government takes action to make them mandatory. Currently, as of January 1, staff is already required to enforce the minimum mandatory set of CalGreen standards that are in effect statewide.

Based on the Council’s direction, staff is proposing to implement a mandatory green building policy through raising the base level of CalGreen requirements to Tier 1. Upon adoption of the proposed ordinance, the additional CalGreen Tier 1 standards would become mandatory on or around January 1, 2012. The Tier 1 standards will play a key role in achieving the Climate Action Plan goals and targets. Some examples of the Tier 1 requirements include:

- 15% increase in energy efficiency, compared to current minimum Title 24 Energy Code requirements
- 15% increase in construction & demolition waste diversion (total of 65%, compared to 50% CalGreen minimum standard)
- 10% increase in water conservation and efficiency (total of 30%, compared to 20% CalGreen minimum standard)

^b The Green Building Task Force’s final recommendations are available at <http://www.cityofsacramento.org/dsd/building/green-building/>

Attachment 5

The Green Development Code

The award-winning land-use policies of the 2030 General Plan cannot change long-entrenched development patterns when paired with outdated development regulations. The City needs a development code that can easily facilitate sustainable, transit-oriented, infill development. A key implementation measure of the general plan is to comprehensively update to the zoning code, which has not been done in over 50 years. The proposed project, referred to as the “Green Development Code,” will address general plan implementation and will help implement the Climate Action Plan.

The Green Development Code will result in a user-friendly document that provides predictable, clear and consolidated direction for development, while addressing the three E’s of sustainability: Economy, Environment and Equity.

Green Development Code Scope/Proposal

Given the scope of this effort, staff proposes implementing the Green Development Code in three phases to occur over the next three years:

Phase I (FY 2011-2012)

- Clarify and improve the permit review process
- Restructure the development code to improve use and interpretation
- Add flexibility to the review process for site development standards
- Simplify and update use categories
- Establish incentives for green development by improving site plan and design review and adding a floor area bonus for qualifying green projects
- Reduce the car orientation of the code with updated parking requirements that can reduce neighborhood impacts while encouraging development
- Update citywide housing programs to reflect changes in the economy, new development patterns and changes in state law

Phase II (FY 2011/2013)

- Improve energy efficiency of new development
- Consolidate and update site development standards to improve public health and safety

Phase III (FY 2012/2014)

- Facilitate sustainable land use and mobility through neighborhood design criteria, adaptive reuse of existing structures, and connectivity standards.
- Consolidate and add standards to improve water quality
- Incorporate Crime Prevention Through Environmental Design in design standards and guidelines
- Update landscaping requirements to reduce water usage
- Update urban park requirements

Outreach

The general plan update resulted in significant community outreach and stakeholder participation. The Green Development Code was identified as a key implementation measure in the general plan and will be updated based on adopted policies. Building on the comprehensive general plan outreach conducted to date, staff proposes a comprehensive, but moderately-scaled outreach effort that will include:

- Initial stakeholder interviews
- Meetings with a code users advisory group consisting of community members that have experience working with the City's development regulations;
- Neighborhood Services Area Leadership group updates;
- Commission and Council workshops

The above outreach will occur for each of the three anticipated phases of implementation over the next three years.

Funding

While most of the code work is anticipated to be conducted by City staff, there are optional components that would require the assistance of consultant services. These services might include a number of tasks including: graphic design, peer review, and economic analysis. In anticipation of these and other services, and to recover staff costs where possible, staff is requesting approval to pursue grant funding to supplement the zoning code update effort.

Staffing required for this effort will be funded through the Community Development Department general fund budget. It is anticipated to require a staffing commitment of approximately 4 FTE per year over a three year period. No additional City funding is being requested at this time.

Process

