

CITY OF SAN MATEO

CLIMATE ACTION PLAN

PUBLIC REVIEW DRAFT ADDENDUM TO THE CITY OF SAN MATEO
GENERAL PLAN UPDATE
FINAL ENVIRONMENTAL IMPACT REPORT

SCH# 2009032099

Prepared for:

CITY OF SAN MATEO
330 WEST 20TH AVENUE
SAN MATEO, CA 94403

Prepared by:



2729 PROSPECT PARK DRIVE, SUITE 220
RANCHO CORDOVA, CA 95670

JANUARY 2015

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1.0 INTRODUCTION

This document is an Addendum to the City of San Mateo General Plan Update EIR ([EIR], State Clearinghouse No. 2009032099), adopted by the San Mateo City Council in 2010. The San Mateo General Plan Update EIR includes an analysis of the City's previous greenhouse gas reduction plans, including the 2007 Sustainable Initiative Plan, the 2009 Climate Action Plan for Operations & Facilities, and the 2010 Greenhouse Gas Emissions Reduction Program. The City of San Mateo (City) now proposes adoption of a Climate Action Plan (CAP), which consolidates these existing plans and provides updated data but does not change the City's adopted greenhouse gas emissions reduction target. The CAP carries forward existing greenhouse gas (GHG) measures with some revisions and provides new strategies to help address areas not covered by these previous plans to aid the City in achieving its reduction targets. These proposed changes trigger the need for additional environmental analysis pursuant to the California Environmental Quality Act (CEQA). This Addendum addresses the potential for changes to the anticipated environmental impacts analyzed in the adopted Final Environmental Impact Report (FEIR).

BACKGROUND

In December 2007, the City approved the Sustainable Initiative Plan developed for the City Council by the Sustainability Advisory Committee. This plan contains a number of policy recommendations as well as an emissions target reduction goal. In January 2009, the City adopted the Climate Action Plan for Operations & Facilities, which has the following goal: "Reduce greenhouse gas emissions each year, beginning with 2009 emissions being less than the 2006 baseline and then exceed the 2020 state target (emissions at 1990 levels in 2020) and meet the 2050 state target (emissions at 80% below 1990 level)." State emissions targets are defined by Assembly Bill (AB) 32, the Global Warming Solutions Act of 2006, and Governor's Order S-03-05. In addition, the Climate Action Plan for Operations & Facilities contains numerous policy recommendations intended to reduce GHG emissions from municipal sources. The Sustainable Initiative Plan and Climate Action Plan for Operations & Facilities were incorporated in their entirety into the San Mateo General Plan Update and were evaluated as part of that project in the San Mateo General Plan Update EIR (San Mateo 2009, p. 4.13-18).

In June 2010, during preparation of the San Mateo General Plan Update Final EIR, a Greenhouse Gas Emissions Reduction Program was prepared for the City. This report was prepared in order to summarize the City of San Mateo's greenhouse gas emissions and the actions being taken to reduce those emissions. The emissions reduction program developed by the City was designed to meet the requirements of the Bay Area Air Quality Management District's (BAAQMD) CEQA Guidelines and the corresponding criteria for a Qualified Greenhouse Gas Emissions Reduction Program as defined by the district. The analysis contained in the report demonstrates that the City would meet its emissions reduction targets by 2020, consistent with AB 32 and BAAQMD recommendations. The City determined that no changes to the original General Plan Update Draft EIR or Revised Draft EIR were necessary as a result of the Greenhouse Gas Emissions Reduction Program (San Mateo 2010b, p. 1.0-2).

DOCUMENT AND PURPOSE

CEQA Guidelines Section 15162 specifies the type of documentation required when changes are proposed to a project for which a prior EIR or Negative Declaration has been prepared. CEQA Guidelines Section 15162 states:

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- (a) *When an EIR has been certified or a negative declaration adopted for a project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in the light of the whole record, one or more of the following:*
- (1) *Substantial changes are proposed in the project which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;*
 - (2) *Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or*
 - (3) *New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete or the negative declaration was adopted, shows any of the following:*
 - (A) *The project will have one or more significant effects not discussed in the previous EIR or negative declaration;*
 - (B) *Significant effects previously examined will be substantially more severe than shown in the previous EIR;*
 - (C) *Mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or*
 - (D) *Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.*
- (b) *If changes to a project or its circumstances occur or new information becomes available after adoption of a negative declaration, the lead agency shall prepare a subsequent EIR if required under subdivision (a). Otherwise the lead agency shall determine whether to prepare a subsequent negative declaration, an addendum, or no further documentation.*
- (c) *Once a project has been approved, the lead agency's role in project approval is completed, unless further discretionary approval on that project is required. Information appearing after an approval does not require reopening of that approval. If after the project is approved, any of the conditions described in subdivision (a) occurs, a subsequent EIR or negative declaration shall only be prepared by the public agency which grants the next discretionary approval for the project, if any. In this situation no other responsible agency shall grant an approval for the project until the subsequent EIR has been certified or subsequent negative declaration adopted.*

(d) A subsequent EIR or subsequent negative declaration shall be given the same notice and public review as required under Section 15087 or Section 15072. A subsequent EIR or negative declaration shall state where the previous document is available and can be reviewed.

Section 15164 of the CEQA Guidelines authorizes preparation of a CEQA Addendum when a subsequent or supplemental EIR is not required. CEQA Guidelines Section 15164 states:

- (a) The lead agency or responsible agency shall prepare an addendum to a previously certified EIR if some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred.*
- (b) An addendum to an adopted negative declaration may be prepared if only minor technical changes or additions are necessary or none of the conditions described in Section 15162 calling for the preparation of a subsequent EIR or negative declaration have occurred.*
- (c) An addendum need not be circulated for public review but can be included in or attached to the final EIR or adopted negative declaration.*
- (d) The decision making body shall consider the addendum with the final EIR or adopted negative declaration prior to making a decision on the project.*
- (e) A brief explanation of the decision not to prepare a subsequent EIR pursuant to Section 15162 should be included in an addendum to an EIR, the lead agency's findings on the project, or elsewhere in the record. The explanation must be supported by substantial evidence.*

The City has determined that an Addendum to the FEIR is appropriate in this case because the project modifications do not meet any of the following conditions, as described in CEQA Guidelines Section 15162:

- No new significant impacts would result from implementation of the modifications to the project.
- There would be no substantial increase in the severity of any environmental impact previously addressed in the certified FEIR.

This Addendum addresses the potential environmental impacts that would be associated with implementation of the proposed CAP and the extent to which any new analysis is required beyond that contained in the San Mateo General Plan Update EIR. The Addendum does not reevaluate impacts that have already been addressed and/or mitigated by the certified FEIR. Impacts that would remain the same or would not increase the level of severity with implementation of the proposed modifications to the project are assumed to be fully analyzed by and consistent with the certified FEIR and are not analyzed in this Addendum.

1.0 INTRODUCTION

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2.0 PROJECT DESCRIPTION

PROJECT LOCATION AND SETTING

The City of San Mateo is located 15 miles south of the City and County of San Francisco and is situated on the shores of San Francisco Bay in San Mateo County. Surrounding communities include the unincorporated areas of Baywood Park and Highlands (Western Hills) and the cities of Belmont, Burlingame, Hillsborough, and Foster City.

The City is set between two dominant physical features: San Francisco Bay and the ridge of hills along the western border. San Mateo Creek forms the northern boundary of the City with Hillsborough, and Laurel Creek runs along the southern city boundary with Belmont. Much of the historic native vegetation in the area has been converted to urban and suburban uses, including parks and some open space on Sugarloaf Mountain. The City is largely built out with opportunities only for infill housing and commercial development. The existing land use pattern is a mix of residential neighborhoods and commercial centers, combined with parks and open spaces both in the hill areas and along the baylands. The City is crossed by US 101 and State Route (SR) 92. The Caltrain rail line between San Francisco and Gilroy passes through the city.

REGULATORY BACKGROUND

A number of regulatory documents intended to address the environmental effects of climate change through reductions in GHG emissions have guided the creation of the City's Climate Action Plan. The CAP was prepared to be consistent with all of the GHG regulatory provisions, which include the following:

- Executive Order S-3-05 (2005)
- Assembly Bill 32, the California Climate Solutions Act of 2006
- Assembly Bill 1493, automobile CO₂ reduction requirements (introduced 2002)
- Senate Bill 97, modification to the Public Resources Code (2007)
- Senate Bill 375, California's regional transportation and land use planning efforts (2008)
- Senate Bill 1368, emissions performance standards (2008)
- CEQA Guidelines Amendments concerning GHG emissions (2010)
- BAAQMD development of GHG significance thresholds¹

The emissions reduction program developed by the City was designed to meet the requirements of the BAAQMD's Draft CEQA Guidelines and the corresponding criteria for a Qualified Greenhouse Gas Emissions Reduction Program as defined by the BAAQMD. A Qualified Greenhouse Gas Emissions Reduction Program adopted by a local jurisdiction should include the elements below, as described in CEQA Guidelines Section 15183.5. The BAAQMD's revised CEQA

¹ Although these guidelines are effectively set aside pursuant to a legal challenge (*California Building Industry Association v. Bay Area Air Quality Management District*, Alameda County Superior County, Docket No. RG10548693, January 16, 2012), these guidelines are used as GHG emissions thresholds for stationary and non-stationary sources provided in Table 5-1 of the BAAQMD CEQA Guidelines.

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Guidelines provide the methodology to determine whether a greenhouse gas reduction program meets these requirements.

- Quantify greenhouse gas emissions, both existing and projected over a specified time period, resulting from activities within a defined geographic area.
- Establish a level, based on substantial evidence, below which the contribution to greenhouse gas emissions from activities covered by the plan would not be cumulatively considerable.
- Identify and analyze the greenhouse gas emissions resulting from specific actions or categories of actions anticipated within the geographic area.
- Specify measures or a group of measures, including performance standards, that substantial evidence demonstrates, if implemented on a project-by-project basis, would collectively achieve the specified emissions level.
- Establish a mechanism to monitor the plan's progress toward achieving the level and to require amendment if the plan is not achieving specified levels.
- Be adopted in a public process following environmental review.

PROJECT CHARACTERISTICS

The proposed City of San Mateo Climate Action Plan is a comprehensive strategy to reduce GHG emissions and streamline the environmental review of future development projects in the City of San Mateo consistent with CEQA Guidelines Section 15183.5(b) and the BAAQMD CEQA Air Quality Guidelines. The CAP identifies a strategy, reduction measures, and implementation strategies the City will use to achieve the State-recommended GHG emissions reduction target of 15% below 2005 emissions levels by 2020 and to establish a clear path for future and continued emissions reductions beyond 2020. The CAP is available for review at 330 West 20th Avenue in San Mateo or online at www.cityofsanmateo.org.

The proposed CAP consolidates the City's existing greenhouse gas reduction plans and includes updates to some of the data contained in these plans, consistent with the General Plan policy direction to update the greenhouse gas reduction program every five years. The CAP carries forward the reduction measures in the 2007 Sustainable Initiatives Plan, 2009 Climate Action Plan for Operations & Facilities, and 2010 Greenhouse Gas Reduction Program, some of which have been revised and expanded to improve their effectiveness. Where the City has successfully implemented existing reduction measures, the CAP analyzes implementation progress achieved to date. For some existing measures, the CAP presents modifications to build on new opportunities, programs, or resources. The CAP also contains new strategies to help address areas not covered by these previous plans to aid the City in achieving its reduction targets. The City's adopted greenhouse gas emissions reduction targets have not been changed.

The CAP identifies a strategy, reduction measures, and implementation actions the City will use to achieve the State-recommended GHG emissions reduction target of 15% below 2005 emissions levels by 2020. Continued implementation of the CAP is projected to achieve a reduction of approximately 57,860 metric tons of carbon dioxide equivalent (MTCO_{2e}) by 2020. Together with local and State actions, reduction measures exceed a 15% reduction below baseline 2005 levels by 2020. The CAP also demonstrates continued implementation of measures beyond 2020 consistent with long-term State planning objectives.

For the purpose of defining “existing” emissions levels, the City chose the emissions in the year 2005 as a benchmark for existing emissions conditions. **Table 1** provides a comparison of the 2005 existing emission levels, the business-as-usual (BAU) 2020 forecast, and the 2020 forecast with projected reductions associated with implementation of State GHG reduction programs as well as local efforts to reduce GHG emissions. The local reductions include the City’s progress in implementing existing reduction measures from existing greenhouse gas reduction plans. Additionally, local reductions capture credits from the community’s behavioral changes to more efficient use of energy and lower waste disposal rates, which cannot be attributed to specific State, regional, or local programs.

TABLE 1
REDUCTIONS FROM LOCAL ADJUSTMENT AND STATE ACTIONS

	GHG Emissions (MTCO_{2e})	Change in GHG Emissions (MTCO_{2e})
2005 baseline	804,290	
2020 BAU forecast	937,310	+ 133,020
2020 forecast with local adjustment	899,070	-38,240
2020 forecast with local adjustment and state actions	725,850	-173,220
2020 forecast with local adjustment, state actions, and existing and planned local accomplishments	716,340	-9,520
2020 target	683,650	-32,690

Source: San Mateo 2014

Proposed GHG Emissions Reduction Measures

The CAP includes 28 measures and associated actions to reduce GHG emissions in the City in the categories of renewable energy, community-wide and municipal energy efficiency and conservation, alternative fuels, alternative transit, solid waste, water and wastewater, and off-road equipment. These measures require, encourage, or incentivize actions that would result in the reduction of GHG emissions in the City, but they do not require or result in actions that would result in physical effects that were not previously considered in the General Plan Update EIR.

2.0 PROJECT DESCRIPTION

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3.0 ENVIRONMENTAL ANALYSIS

INTRODUCTION

As described previously, this Addendum has been prepared pursuant to CEQA Guidelines Sections 15162 and 15164 to determine whether implementation of the proposed CAP would result in any new impacts or increase the severity of significant environmental impacts than previously analyzed in the certified City of San Mateo General Plan Update EIR. This Addendum only considers the extent to which the proposed CAP could result in new or more severe impacts than previously disclosed; it does not reevaluate impacts that would remain consistent with the analysis in the General Plan FEIR.

ENVIRONMENTAL ANALYSIS

The proposed CAP is a policy-level document; it does not include any site-specific designs or proposals, nor does it grant any entitlements for development that would have the potential to result in physical impacts on the environment. Any future development project that would implement CAP measures and actions would be subject to applicable City regulations and requirements, as well as be subject to further CEQA analysis of project-specific impacts.

The majority of the proposed CAP measures and associated actions would have no potential to result in physical impacts on the environment, as they are limited in scope to public education efforts, administrative actions, participation in existing programs, minor retrofits to existing buildings, and the incorporation of measures into new development projects that would not increase the building footprint. As discussed below, other proposed CAP measures would require minor surface improvements in developed areas and would not result in significant environmental effects. The potential environmental impacts resulting from the proposed CAP measures are discussed in greater detail below.

Many of the proposed measures have corresponding actions that are intended to educate the public about existing renewable energy programs, available funding sources for renewable energy systems, energy retrofits, electric vehicles, shuttle and vanpool options, ways to reduce vehicle miles traveled, pedestrian safety, composting programs, water conservation, drought-tolerant landscaping, recycled water, and hybrid and alternatively fueled landscaping equipment. These measures would result in activities that would not result in substantial physical effects, such as distributing informational pamphlets and electronic mail, conducting classes, and hosting outreach events. The proposed CAP also includes several measures that would require administrative actions by the City, such as conducting feasibility studies, adopting a new water-efficient landscaping ordinance, creating permitting procedures for renewable energy development, and evaluating ongoing programs to ensure compliance. Such activities would not have a physical impact on the environment.

Other proposed measures would encourage or incentivize participation in existing programs, requiring no or minor upgrades in existing development. For example, community shared solar programs and Community Choice Aggregation (CCA) programs distribute renewable energy utilizing existing infrastructure and would not require any upgrades to participate. Participation in curbside or off-site composting programs would require only storage and access to collection bins and would be encouraged only where adequate on-site space currently exists. Therefore, these measures would have no physical impact on the environment.

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Numerous proposed CAP measures would incentivize and encourage renewable energy use, on-site renewable energy system development, trip reduction, the use of alternative transportation and alternative fuel vehicles, and water conservation in existing development. The CAP proposes to implement these measures through financial incentives and streamlined permitting procedures as well as through direct requirements. The physical effects of these measures would be limited to minor upgrades in existing buildings, parking lots, and landscaped areas (e.g., installing rooftop solar panels, electric vehicle charging stations, and bicycle racks, and retrofitting City-owned landscapes to increase drought-resistant native plants or synthetic turf). These measures would require only minor improvements to developed properties and would have no physical impact on the environment.

The proposed CAP would also encourage the incorporation of measures into new development projects. These measures would include incentives for developers of future projects to install or prewire for renewable energy systems, install or prewire for electric vehicle charging stations, implement trip reduction programs, incorporate pedestrian-friendly streetscapes, and implement composting programs. These measures would be incorporated into new development projects at the design stage and would not increase project footprints or result in greater impacts than those associated with the overall development of a site without these measures. As part of new development projects, these measures would be subject to applicable City regulations and requirements and, where applicable, further CEQA analysis of project-level impacts.

Proposed CAP Measure Renewable Energy (RE) 3 requires the City to revise the San Mateo urban design guidelines to allow nontraditional building design elements, if necessary, to support on-site renewable energy systems, such as rooftop solar panels. These revisions would likely include minor changes to design standards such as roof height, form, and articulation and would be subject to approval by City staff and/or the Planning Commission. New development, major additions, or renovations to existing development would continue to be subject to the City's established design review process ensuring visual quality and compatibility.

Proposed CAP Measure Alternative Fuels (AF) 1 would require the installation of electric vehicle (EV) charging stations on public property in the City. Proposed CAP Measure Alternative Transportation (AT) 4 calls for the City to make improvements to pedestrian and bicycle routes to local schools. Because specific improvements and locations are not currently known, it would be speculative to determine the potential environmental impacts of these improvements at this time. However, future EV stations would be constructed in developed areas, such as public parking lots and garages and other properties. Similarly, pedestrian and bicycle improvements would be constructed in developed areas of the City such as existing residential neighborhoods and transit centers. Because these improvements would occur in currently developed areas and would include surface improvements (e.g., sidewalks, street lighting, and striping), significant environmental effects would not be anticipated. However, as noted above, because the proposed CAP does not grant entitlements for any development, these improvements would be subject to applicable City regulations and requirements, and where applicable, further CEQA review of project-level impacts may be required prior to implementation.

Proposed CAP Alternative Transportation (AT) 5 would support implementation of the infrastructure improvements identified in the City's adopted Pedestrian Master Plan. These improvements would be constructed in developed areas of the City and would largely involve surface improvements (e.g., sidewalks, street lighting, and striping). Furthermore, the potential environmental effects of constructing the improvements identified in the City's Pedestrian Master Plan were addressed in the City of San Mateo Pedestrian Master Plan Initial Study/Mitigated Negative Declaration (2012).

CONCLUSION

Based on the information provided in this Addendum, implementation of the proposed CAP would not result in any new impacts or increase the severity of previously identified significant impacts analyzed in the certified FEIR. The proposed modifications to the project would not result in a substantial change to the project, so additional environmental review is not necessary.

3.0 ENVIRONMENTAL ANALYSIS

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4.0 REFERENCES

- San Mateo, City of. 2007. *City of San Mateo Sustainable Initiatives Plan*.
- . 2008. *Climate Action Plan for Operations & Facilities*.
- . 2009. *City of San Mateo General Plan EIR Draft Environmental Impact Report*. SCH No. 2009032099.
- . 2010a. *City of San Mateo General Plan EIR Revised Draft Environmental Impact Report*. SCH No. 2009032099.
- . 2010b. *City of San Mateo General Plan Final Environmental Impact Report*. SCH No. 2009032099.
- . 2010c. *City of San Mateo Greenhouse Gas Reduction Program*.
- . 2012. *City of San Mateo Pedestrian Master Plan Initial Study/Mitigated Negative Declaration*. SCH No. 2012022028.
- . 2014. *City of San Mateo Climate Action Plan Public Review Draft, December 2014*.

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