Final Draft CAP Comments

SACRAMENTO ASSOCIATION OF REALTORS®

September 16, 2021

Todd Smith
Office of Planning and Environmental Review
Sacramento County
827 7th Street, Room 225
Sacramento, CA 95814

RE: Sacramento County Climate Action Plan Final Draft– Oppose Measure GHG-06 Energy Efficiency and Electrification of Existing Residential Buildings

On behalf of the Sacramento Association of REALTORS® (SAR) and our 7,500+ members, we respectfully oppose the Greenhouse Gas (GHG) Reduction Measure 06 proposed in the Final Draft of the Sacramento County Climate Action Plan that adopts a point-of-sale requirement for mixed fuel single-family homes. Instead, to make a real impact on reducing greenhouse gas emissions in existing homes, SAR would support creating a more equitable policy that Sacramento County does not allow a permit to install a gas appliance after a specific date. This type of strategy will help more homes transition away from gas faster, without penalizing one group of property owners over another.

While there are many reasons our industry opposes point-of-sale mandates, the most compelling as it relates to electrification shows that 1) point-of-sale mandates are a disproportionally inequitable way to achieve a goal and do not promote affordable homeownership; 2) these types of mandates do not help a jurisdiction reach their desired goals promptly; 3) home electrification conversion is expensive, and a forced mandate can complicate the transaction, and 4) point-of-sale mandates create oversight costs for the jurisdiction that enacts them. Overall, if the need to reduce greenhouse emissions is critical, the primary enforcement mechanism should not rely on a homeowner to sell their property every 10-20 years, but one that helps all homeowners shift their behaviors. Instead, the strategy should create a 10-year plan that develops an incentive program, which results in a market transformation with sensitivity to customer bill impacts and supports those that want to make the electrification retrofits now.

Point-of-sale mandates are disproportionally inequitable to achieve a goal and do not promote affordable homeownership. Currently, California's staggering housing costs have become the most significant driver of inequality in California. A point-of-sale mandate that has any related costs affects affordability, making homeownership even more out of reach for current and prospective residents. Additionally, the cost of electrification retrofits for a home above median price costs the homeowner 3-4% of the total home value, while for those that own a median-priced home in Sacramento, the proptional cost is two to three times

greater, typically 11-14% of the homes total value. The cost burden that time of sale mandates puts on those trying to enter the market perpetuates the inequities we currently see in our local homeownership numbers.

The numbers show that point-of-sale mandates do not help a jurisdiction reach its desired goal to reduce greenhouse gas emissions in a timely manner. For example, in 2019, of the 159,129 single-family homes in unincorporated Sacramento County, only 8,643 sold. A five percent turnover rate of homes will not provide the greenhouse gas reduction at a rate that is going to reach local targets. This does not include a home held onto for generations and would never become subject to the mandate. Therefore, a point-of-sale mandate to upgrade one appliance in a home provides an ineffective solution since the turnover rate would take over 20 years to trigger one upgrade in a home.

Currently, without a point-of-sale mandate, a home purchase is typically the most expensive and complicated process of someone's life. Adding another layer to the process that can confuse or delay a transaction will immediately disenfranchise residents from the home buying market. In addition, any additional requirements to a process that is already time-sensitive and requires lots of moving pieces to line up will add an extra burden for the buyer and the seller, and any related cost will be passed on to at least one party in the transaction based on the current market. Ultimately, point-of-sale is not how to keep homeownership affordable or encourage more people to buy in the Sacramento Region.

Additionally, point-of-sale mandates are costly not only for the homeowner but the jurisdiction that implements them. Anytime there is a new regulation, there must be an enforcement mechanism for it to be effective. It does not matter if it is processing a form or an inspection; there is a cost to verify the point-of-sale mandate. The question then becomes who bears the burden of that cost? How is it implemented? What is the timeline needed for compliance? What if there are delays? What does that mean for the transaction? There becomes an additional responsibility for the government department that oversees compliance.

Now more than ever, SAR understands that local jurisdictions need to reduce greenhouse gas emissions. Therefore, we stress more effective ways to reach these targets instead of point-of-sale mandates. A more holistic approach supports all homeowners instead of singling out one subset of property owners where turnover numbers show you will not reach the targets you need to achieve for local greenhouse gas reduction targets. Singling out a particular group who may be potential first-time homeowners looking to invest in their family's future or sellers who need extra cash to take care of medical expenses is not the solution.

One strategy that helps support all homeowners start integrating these new technologies as their current appliances reach the end of their life cycle is a requirement that does not allow for a permit to install a gas appliance after a specific date. This idea is much more effective for several reasons, 1) it allows homeowners to plan out what it will cost to make these upgrades and apply for incentives, 2) provides a

homeowner sufficient time for reasonable recovery on the appliances they already own, and 3) offers the supply chain and workforce development more time to adjust and be responsive to the market.

More importantly, by Sacramento County implementing a point-of-sale mandate that exists only for the unincorporated county creates an unfair market advantage for those that live outside the area. Instead, Sacramento County should be working with the State for action that phases out gas appliances throughout California. Without a statewide strategy, there will be confusion in the region about what rules apply to which areas, or even more concerning, lower marketability of properties in Sacramento County versus other areas in the region. Again, if this strategy is implored, it creates another inequitable approach when there is a more equitable solution.

SAR understands the need to reduce greenhouse gas in our region at a reasonable investment rate for homeowners to protect their more valuable asset, their home. Since 2012, SAR has participated with SMUD and Rebuilding Together Sacramento (RTS), to create a very successful home insulation program for an average cost of $250. RTS was able to help low-income homeowners insulate their homes. That not only helped homeowners save on their energy bills but reduced greenhouse emissions. Programs like this can help homeowners understand the need for reasonable home upgrades that can help clean our air quality and save them money.

We hope to continue to be part of this critical conversation as a stakeholder in Sacramento County and look forward to working closely with staff to help meet the county's climate goals. Please contact Erin Teague with any questions eteague@sacrealtor.org.

Thank you for your consideration,

Erin L. Teague

Erin Teague
Government Affairs Director
Sacramento Association of REALTORS®

cc: County Supervisor Frost, Chair
County Supervisor Nottoli, Vice Chair
County Supervisor Desmond
County Supervisor Kennedy
County Supervisor Serna

SACRAMENTO ENVIRONMENTAL COMMISSION

Transmitted via email to ClimateActionPlan@saccounty.net on 10/5/2021

October 5th, 2021

Sacramento County, Office of Planning and Environmental Review
Attention: Todd Smith, Principal Planner
827 7th Street, Room 225,
Sacramento, CA 95814

Subject: Sacramento Environmental Commission Comments on the Sacramento County Final Draft Climate Action Plan

Dear Mr. Smith,

The Sacramento Environmental Commission (SEC) appreciates the opportunity to review and submit comments on the Final Draft Climate Action Plan (CAP). The SEC met on October 4th, 2021, to discuss and approve submittal of the following comments.

The SEC considers the final draft CAP to be complete but finds that further detailed information is needed. At this time, the CAP consists of a framework and list of actions that the County could implement to reduce these emissions.

For the listed actions to be considered feasible and achievable, information including an action's cost, effectiveness, sources of funding, and the legal and institutional basis for implementation must be determined. Specifically, implementation plans for each CAP action should illustrate how the action will be implemented, who will be responsible for implementation, and what performance measures or standard will determine success. This information would provide substantive evidence consistent with CAP content criteria described in §15183.5(b)(1)[1] of the Guidelines for Implementation of the California Environmental Quality Act.

The SEC recommends that the County immediately proceed to develop implementation plans to determine each action's feasibility and effectiveness. CAP actions should be implemented independently to enable completion of less-complex actions at the earliest practicable date. Government-operations actions should also be implemented as soon as practicable, as allowed by budgetary limits.

Finally, we agree with preparation of a proposed CAP update to achieve the goals of the Sacramento County December 2020 Climate Emergency Declaration. The update should be completed as soon as practicable because further delay will substantially impede meeting the 2030 carbon net neutrality goal.

1 California Code of Regulations Title 14. Natural Resources Division 6. Resources Agency. Chapter 3: *Guidelines for Implementation of the California Environmental Quality Act as amended December 28, 2018*. Section 15183.5(b) Plans for the Reduction of Greenhouse Gas Emissions.

The SEC applauds the efforts of the County to reduce GHG and carbon emissions. As we are all aware, climate change is real and the resulting increases of flooding potential, fire hazard, and sea level rise will have a significant impact on Sacramento County residents and environment. The successful completion of the CAP and subsequent implementation plans will be a key step toward achieving the goals expressed by the Board of Supervisors Climate Emergency Declaration.

Sincerely,

Mark White, SEC Chair
Sacramento Environmental Commission

Comments on the County of Sacramento Climate Action Plan

350 Sacramento Electrification Team, October 2021

The 350 Sacramento Electrification team focuses on community greenhouse gas reduction by advancing the use of heat pumps and induction cooking as replacements to natural gas appliances. We are pleased to note that the County Climate Action Plan (CAP) includes several recommendations which further this goal in new and existing buildings. Our comments address the following areas where we believe these CAP measures could be improved:

1. Replace the gas emissions factor, which overstates GHG savings, with the industry standard.
2. Bolster implementation of building electrification goals with stronger permit compliance and eventual mandatory electric appliance replacement requirements.
3. Provide more detail on the derivation of the emission reduction calculations.

Gas Emission Factor. CAP Measures GHG 04 – GHG-07 all utilize a natural gas reduction conversion factor of ***0.00676*** metric tons of carbon dioxide equivalent ($MTCO_{2e}$[1]) per therm. What is the source for this conversion factor? The industry standard for this natural gas emission factor is actually 22% lower --***0.00531*** $MTCO_{2e.}$ See Figure 1 from PG&E's emission factors[2] fact sheet:

Figure 1. Excerpt, PG&E Greenhouse Gas Emission Factor Info Sheet

Natural Gas Emission Factors

Historical, Current, or Future: Natural gas combustion (such as in a stove, a furnace, or a natural gas-fueled power plant) releases CO_2. Therefore, you can use the emission factor for natural gas that expresses the amount of GHGs emitted per therm of natural gas combusted. Since the composition of PG&E natural gas does not change significantly over time, this factor does not change from year to year.

Emission Type		Emission Factor		Source
	Year	*Lbs CO_2 /therm*	*Metric tons CO_2/therm*	
Historical, Current, or Future	All years	11.7	0.00531	US Energy Information Administration[10]

[1] Sacramento County Climate Plan, Appendix 4.1. The emissions factor is listed under "Calculation Assumptions" for GHG-04 through GHG-7 measures.

[2] https://www.ca-ilg.org/sites/main/files/file-attachments/ghg_emission_factor_guidance.pdf The .00531 value is used by state and federal agencies as well as utilities including SMUD and PG&E. It may be that the larger CAP factor is trying to account for fugitive emissions upstream from the appliance in the natural gas pipeline network. We do not recommend this. Fugitive emissions have not been accurately quantified, particularly within the home; also, it is likely that the leaks will continue in pressurized pipe fittings even after the gas appliance is replaced with electric. To truly address fugitive emissions, you must eliminate all gas use in the building and cap the intake pipe.

We recommend that the CAP re-calculate its gas reduction GHG savings using the industry standard emissions factor. Table 1 provides a summary of the resulting electrification savings from making this switch, showing a 22% reduction with the replacement emissions factor.

Table 1.

Sacramento County Electrification Savings With Alternative Emission Factor

				2030 CAP Savings		Alternative
Type	**CAP Code**	**Sector**	**Measure**	**Therms**	**$MTCO_2e$***	**$MTCO_2e$****
New Construction	**GHG-07**	**Residential**	Single Family	8,831,557	59,716	46,861
			Multi-Family	1,071,862	7,248	5,687
			Total New Residential	***9,903,419***	***66,964***	***52,549***
	GHG-05	**Commercial**	***Efficiency/Upgrades***	***469,780***	***3,177***	***2,493***
Total New Construction				***10,373,199***	***70,141***	***55,041***
Existing Buildings	**GHG-06**	**Residential Single Family**	***Efficiency***	***509,291***	***3,444***	***2,702***
			Heat Pump Water	8,753,148	59,189	46,445
			Heat Pump Space	14,125,450	95,516	74,951
			Induction Cooking	1,111,511	7,516	5,898
			Subtotal	***23,990,109***	***162,221***	***127,294***
		Residential Multi- Family	Heat Pump Water	870,136	5,884	4,617
			Heat Pump Space	685,561	4,636	3,638
			Induction Cooking	149,417	1,010	793
			Subtotal	***1,705,114***	***11,530***	***9,048***
		Total Existing Residential		***34,448,371***	***232,940***	***182,787***
	GHG-04	**Commercial**	Efficiency	28,073	190	149
			Heat pump conversions	2,339,151	15,817	12,412
		Total Existing Commercial		***2,367,224***	***16,007***	***12,561***
Total Existing Construction				***36,815,595***	***248,947***	***195,348***
Total New And Existing Construction				***47,188,794***	***319,088***	***250,390***
* At CAP emissions value of 0.00676 $MTCO_2e$ per therm					***Reduction***	***68,698***
* At industry standard emissions value of 0.00531 $MTCO_2e$ per therm					***Pct Reduction***	***21.5%***

Electrification New Construction. We are pleased to see the County CAP embracing Reach Codes for new construction as a means of requiring all-electric appliances starting in 2023 (GHG-05 and GHG-07). It is also forward-thinking to require all-electric pre-wiring for residential new construction prior to the Reach Code start date[3].

Electrification In Existing Buildings (GH-04 and GH-06). The CAP has set some admirable 2030 goals for gas to electric equipment replacement in existing commercial buildings (25%) and in existing residences (30%). To achieve these goals, the County, for example, must replace up to 3 gas appliances with electric in over 55,000 residences (gas furnace, water heating, and cooking

[3] Even so, these measures fall short of the Sacramento Metropolitan Air Quality Management District (SMAQMD) which calls for eliminating all new gas hook-ups to meet state GHG goals under its Best Management Practice for new large developments. See, Section 5.1, GHG Thresholds for Sacramento County, SMAQMD, March 4, 2020: " BMP 1: No natural gas: Projects shall be designed and constructed without natural gas infrastructure."

equipment).[4] over the next 8 years. If we assume a 15-year lifespan, each of these appliances will be available for replacement at a rate of around 12,250 per year as indicated in Table 2.

Table 2.

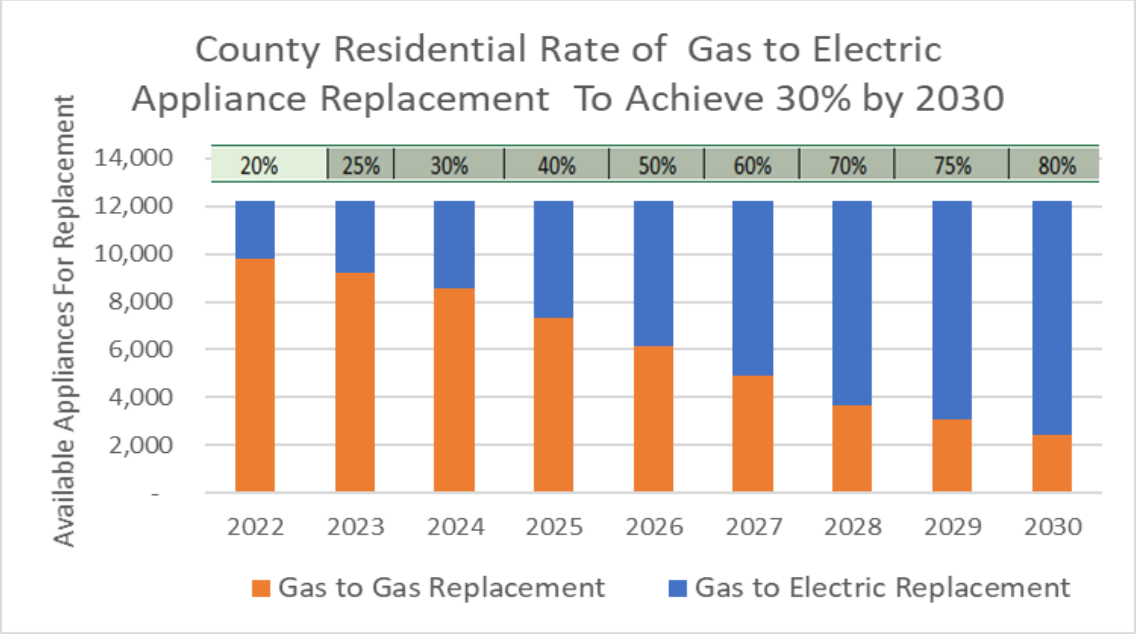
County Appliance Target Dwellings 2030

	Units	30% Target	Annual Available*
Single Family	154,377	46,313	10,292
Multi-family	29,297	8,789	1,953
Total Dwellings	***183,674***	***55,102***	***12,245***

****Based on appliance failure at 15 years of life***

To reach the 55,102 household target, each of the three gas appliance types must be replaced with electric from the available turnover pool at increasingly aggressive rates: from a 20% capture rate in 2022 to 80% equipment replacement on burnout by 2030 (Fig 2, Table 3).

Figure 2.



To achieve these goals most of the CAP measures rely on educational and outreach programs which will have limited impact. The exception is the proposed point of sale requirement for mixed-fuel single family homes to upgrade a minimum of one natural gas appliance or piece of equipment to an electrically-powered equivalent or upgrade an electrical panel or branch circuit to support an electrical appliance or piece of equipment in the future.

[4] The actual number of gas- to -electric conversions required is less than simply multiplying the total household by three, since at least 22% of all SMUD homes already have electric heating, mostly heat pumps. A subset also is completely all-electric for all other end uses.

Table 3.

Electrification Appliance Replacement to Meet County CAP Goal

	Metric	2022	2023	2024	2025	2026	2027	2028	2029	2030
Annual Equipment Replacement	*Equipment Turnover*	12,245	12,245	12,245	12,245	12,245	12,245	12,245	12,245	12,245
	Annual Replacement	2,449	3,061	3,673	4,898	6,122	7,347	8,571	9,184	9,796
	Rate of replacement	20%	25%	30%	40%	50%	60%	70%	75%	80%
Cumulative Stock Replacement	*Remaining Unreplaced*	181,225	178,164	174,490	169,592	163,470	156,123	147,551	138,368	128,572
	Total Replacements	2,449	5,510	9,184	14,082	20,204	27,551	36,123	45,306	55,102
	*Pct of All Dwellings**	1.3%	3.0%	5.0%	7.7%	11.0%	15.0%	19.7%	24.7%	***30.0%***

** Based on initial 183,674 building units*

But this measure alone will be insufficient to reach the residential 2030 goal and it does nothing towards meeting the 25% goal for all-electric commercial buildings. We urge you to consider additional measures that will help speed the transition including the following:

- A Single Family Model Reach Code for existing buildings such as the one currently under development by the California Energy Codes & Standards team[5],
- A Resale Program, similar to that found at the City of Davis[6], which is cost neutral to the city, maintains property values, and achieves 100% permit compliance.
- Similar requirements for commercial buildings.

We want to caution the County about simply adopting an electrification requirement at the equipment's end of life due to permit compliance concerns and time necessary to switch fuel sources. While we are unsure of the County's record on permit compliance, current statewide estimates for HVAC changeout permit compliance is 8%, and even lower for water heating. Without a high level of permit compliance, mandating the replacement of gas appliances upon change out will be ineffective. A resale program as mentioned above, and/or other enforcement mechanisms are needed to be successful.

Emission Reductions From SMUD. Finally, we recommend further clarification on the baseline emission reductions by state and regional agencies specified in the CAP's Table 2, excerpted below in Figure 3. This table quantifies the County's portion of SMUD's 2030 Zero Carbon reduction in 2030 at 1.9 million $MTCO_2e$[7].

[5] https://localenergycodes.com/content/reach-codes/building-efficiency-renewables

[6] https://www.cityofdavis.org/city-hall/community-development-and-sustainability/building/resale-program

[7] Sacramento Climate Action Plan, page 4, September 2021. The CAP table distinguishes between the State's Renewable Standard Portfolio (RPS) goals, (1,059,459 $MTCO_2e$) which apply goals for specific renewable projects with SMUD's Climate Zero goal (825,975 $MTCO_2e$). Here, we combine the two since the SMUD goal supersedes RPS by completely eliminating all emissions.

Figure 3.

Table 2: Legislation or Regional Policies Resulting in County GHG Emissions Reductions by 2030

Policy	Description	GHG Emissions Reductions by 2030 (MT CO_2e)
California Renewables Portfolio Standards	The RPS requires energy utility providers to procure 33 percent of electricity from renewable sources by 2020, 50 percent renewable by 2026, 60 percent renewable by 2030, and 100 percent zero-carbon by 2045.	1,059,458
SMUD 2030 Clean Energy Vision and 2030 Zero Carbon Plan.	Plan adopted in April 2021 outlining SMUD's strategy for region-wide electricity generation to be zero carbon by 2030[1].	852,975
	Total for 2030 SMUD Reductions:	***1,855,433 MT CO_{2e}***

How does the CAP arrive at this County apportionment of SMUD emission reductions? The CAP value comes to around 54% of the utility's original 1990 baseline of 3.5 million $MTCO_{2e}$, yet both the County's unincorporated population and its total housing stock stand at only 38% of the total (see Tables 4 and 5).

Tables 4 and 5.

SMUD 2030 Emission Reductions From 1990

	1990 Base	CAP County	As Pct of Population	Difference
$MTCO_2e$	3,500,000	1,885,433	1,337,052	548,381
Percentage		53.9%	38.2%	-29%

2019 American Community Survey

Area	Population	Housing Units
Galt	26,536	8,122
Citrus Heights city	87,792	37,854
Elk Grove city	174,791	58,532
Folsom city	81,324	28,225
Rancho Cordova city	75,086	25,977
Sacramento city	513,620	200,079
Incorporated cities	959,149	358,789
Unincorporated	592,909	220,177
Total County	**1,552,058**	**578,966**
Pct Unincorporated	***38.2%***	***38.0%***

The County's higher energy value may legitimately result from above-average household or commercial/industrial electricity use. If so, the source for these base assumptions should be clarified. Transparency and accuracy here is significant since the CAP places such a high value on GHG savings achieved by non-County agencies as a partial justification for lowered expectations in its community CAP measures.

Submitted by 350 Sacramento Building Electrification Team

Rick Codina, Rosie Yakoub, Kate Wilkins, Karen Jacque, Luke Wilson, Peter Mackin, Jesse Schnell, Chuck Ritchie, Val Farooqui, Lita Brydie

350 sacramento

SACRAMENTO COUNTY FARM BUREAU

PUTTING THE FOOD ON YOUR FORK SINCE 1917

October 8, 2021

VIA ELECTRONIC MAIL ONLY

The Honorable Sue Frost, Chairwoman: SupervisorFrost@saccounty.net
The Honorable Don Nottoli, Vice Chairman: nottolid@saccounty.net
The Honorable Patrick Kennedy: SupervisorKennedy@saccounty.net
The Honorable Phil Serna: SupervisorSerna@saccounty.net
The Honorable Rich Desmond: richdesmond@saccounty.net

Sacramento County Planning and Environmental Review
Email: ClimateActionPlan@saccounty.net

RE: Final Draft Communitywide Action Plan

Dear Chairwoman Frost, Vice Chairman Nottoli, Supervisor Kennedy, Supervisor Serna, Supervisor Desmond and County Planning and Environmental Review Staff,

The Sacramento County Farm Bureau is a non-governmental, non-profit, grassroots organization. Our purpose is to protect and promote agricultural interests throughout Sacramento County and to find solutions to the problems of the farm, the farm home, and rural communities. Farm Bureau strives to protect and improve the ability of farmers and ranchers engaged in production agriculture to provide a reliable supply of food and fiber through responsible stewardship of California's resources.

After reading the published final draft of this communitywide Climate Action Plan, there are several areas of significant concern to the agricultural community. Each of these areas of concern involve lofty goals with little action plans that are feasible for farmers and ranchers within Sacramento County. While we are concerned and committed to being stewards of our land and minimizing our carbon footprint for the wellbeing of all residents in our county, these specific action plans will serve to eliminate the livelihoods of farmers and ranchers in Sacramento County, due to the shear expense of compliance to these mandates. Below are specific examples of the detrimental effects of these proposed actions.

Measure GHG-01: Carbon Farming
This measure only stipulates that a program will be developed to provide education to stakeholders regarding developing carbon sequestration practices. Simply providing educational resources is not enough to service those needing to implement these strategies. This needs to be a tactical approach to identify cropping areas that are most suitable for this type of program and then dedication support and resources to implement these practices to assure that GHG reduction has the potential to be successful. This measure simply passes the burden of compliance onto the farmers, ranchers, and land managers with little follow through from those implementing the mandate. Education is not the key to solving these issues, it's the necessary follow through and securing of resources that is essential to making a program like this viable. This measure simply falls short of addressing the potential of an active carbon sequestration program in this County.

Additionally, in the first bullet point of the target indicators, it is mentioned that compost should be used in place of synthetic fertilizers. Farmers and ranchers would welcome the ability to source quality compost that is local. However, local composting facilities are being driven out of this county due to burdensome environmental regulations, which seems to be a direct contradiction to mandates such as this. So, we are encouraging a complete holistic approach to environmental regulations so that they work together on the various programs in the county not in opposition for farmers and ranchers to wade through to find a pathway to compliance.

These target indicators in general are extremely broad and provide no clear pathway to achieving these goals in the timeline provided. Who will pay the increased costs from switching to compost, which must be sourced outside of our local area, for an extra 113,286? Who determines grazing management practices on 8,275 acres? Regarding fallow frequency and the planting of perennial crops, with the vast implementation of programs like the SSHCP and effects of the Sustainable Groundwater Management Act and reduction of groundwater usage, this goal seems out of touch based on other environmental pressures affecting our region.

Measure GHG-03: Urban-Rural Agricultural Connections
Simply promoting farm to fork concepts through the promotion of CSA and food delivery services does little to support true agricultural connections in this county. Agriculture is the last large manufacturer in this county, and connections should be extended to larger agricultural producers to truly create a connection between our urban and rural areas. Utilize groups like the Farm Bureau and other commodity associations to establish relationships with farming operations that contribute millions of dollars to our local economy and employ thousands of workers as well. Simply only focusing on small CSA based farms is neglecting a huge sector of our agricultural economy in this County, and further illustrates that production agriculture is not a priority industry,

Measure GHG-25: Electric Irrigation Pumps
Programs such as CARB's FARMER program are useful and helpful to all farmers and ranchers looking for financial assistance in pump conversion. However, the vast expense of this mandate, will far exceed available grant funding for this region from the FARMER program. It is our request, that should this become a mandate, that the County, along with SMAQMD, SMUD and other appropriate agencies will source additional funding sources to assist local farmers and ranchers with compliance. Additionally, simply converting all these pumps to electric, will increase the usage of our energy grid and assistance will be needed to address rising electrical costs and other fees associated with the conversion. We believe it is an unattainable goal to convert all remaining stationary diesel- or gas-powered irrigation pumps by 2030, without significant financial assistance. Failure to provide any financial assistance, will result in farmers going out of business and the potential conversion of vital farmland to developed uses, due to their inability to maintain their farming operation.

Measure GHG-26: South Sacramento Habitat Conservation Plan
Preserving 6351 acres of farmland solely under the SSHCP directly contradicts a previous indicator on a conversion to perennial crops, as they are not allowed under SSHCP easements. Other farmland protective easements should be utilized in additional to habitat conservation easements. This cannot be a one size fits all approach.

Measure GHG-28: Reduce or Eliminate Emissions in Agricultural Equipment
This measure will effectively eliminate thousands of acres of productive farmland in this county. The shear expense of a mandated conversion to Tier 4 agricultural equipment in this county, places

farmers at a disadvantage to their counterparts in neighboring counties, thus driving farmers out of business and land out of production in Sacramento County. Specifically, our smaller acreage farmers that simply cannot justify the expense of brand-new equipment for such limited working hours on their small farm or ranch. An expense like this, is simply not economically feasible for many farmers in our local area. This mandate is completely out of touch with the realistic implementation and impact on our agricultural community. Many of our farmers and ranchers are still actively working to covert to Tier 3 engines based on CARB mandates and are struggling to justify those expenses based on their yields. Grant programs like the FARMER program, are not keeping up with the Tier 3 conversions, and would be overwhelmed with a mandate to switch to Tier 4 engines at this point. Additionally, this mandate further puts local farmers at a disadvantage to counterparts in other counties as states as this only increases their cost of production. This mandate alone, signals that the viability of agriculture in this county is not important as an economic contributor.

We ask that you look at additional measures including local land use planning to address climate action concerns. Not one of your measures addresses the constant influx of new housing and urban developments and the increased burden they will place on our overall GHG emissions. Your measures simply focus on those service industries such as construction, landscape and transportation that must comply to address their business practices, thus placing the entire financial burden on those industries for compliance. Additionally, this plan puts all businesses at a disadvantage in this county as measures are vastly stricter than neighboring counties, thus placing a negative incentive for businesses to operate in Sacramento County.

To protect the viability of agriculture and our incredibly productive and important family farms and ranches, we strongly encourage your Board and staff to review the very real implications of these proposed mandates. While we are committed to being environmental stewards and protecting our land, air and surrounding environment, these mandates simply are not feasible as they are stated. They place our local farmers and ranchers and an economic disadvantage, further reducing their ability to produce food and fiber in a sustainable manner, which will drive production further out of this county. We are committed to making steps forward as we address various climate issues plaguing all of us, however the measures and timeline set forth in this plan, do nothing but push farmers and ranchers closer to extinction in Sacramento County. We ask that you pause and re-examine these mandates and address some of the concerns from the agricultural community before it is non-existent.

Thank you for the opportunity to share our concerns.

Sincerely,

Lindsey Liebig
Executive Director

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Phone 916-685-6958 ● www.sacfarmbureau.org

October 8, 2021

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Re: Citizens' Climate Lobby, Sacramento Chapter-Public Comment on Sacramento County Climate Action Plan Final Draft dated September 2021

Dear Supervisors Kennedy, Desmond, Serna, Nottoli and Frost, members of the Sacramento County Planning Commission and Staff at the Office of Planning and Environmental Review:

We are writing on behalf of the Sacramento Chapter of Citizens' Climate Lobby (CCL) in response to the Sacramento County Climate Action Plan Final Draft dated September 2021 (FD CAP) for which the County is seeking public comment.

Our organization submitted comments to the Sacramento County (County) staff on January 17, 2021, regarding the Administrative Draft of the County's Climate Action Plan. In addition, we submitted comments in April 2021 relating to Draft #1 of the CAP. We were clear in our misgivings about the drafts, and offered specific alternatives for the County to consider, however the FD CAP is a disappointment to us. The County spent five months working on this draft but accepted little of the feedback provided by a whole host of public comment. The FD CAP does little to improve the last draft and offers for the first time what is supposed to be a justification for not doing an EIR as well a list of alternatives summarily dismissed in Appendix F. Moreover, we do not find the responses to our comments on the last draft of the CAP posted on the County's website to be substantive nor do they adequately address our concerns. .

The Planning Commission and the Board of Supervisors should reject the FD CAP for the following reasons:

1. It does not meet the requirements in the County's own Final EIR (FEIR) for the General Plan Update in 2010—which required that the CAP have "timelines," "detailed programs and performance measures," and the "estimated amount of reduction expected from each measure."

2. It defies the Board's directive in December 2020 that the CAP explain how the County would reach Carbon Neutrality by 2030 and that it identify funding gaps. The FD CAP ignores the fact that the Board determined it was the responsibility of County staff to determine the path to carbon neutrality when it said, "County staff shall evaluate the resources necessary to achieve carbon neutrality by 2030, and the emergency actions required to eliminate emissions by 2030. Where existing funding or resources do not support the level of action required, County staff shall identify gaps and provide recommendations to the County Executive and Board of Supervisors."

3. It does not meet California's regulatory requirements because it conspicuously lacks:
   "[specific] 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;
   [A] mechanism to monitor the plan's progress toward achieving the level and to require amendment if the plan is not achieving specified levels; and
   [Adoption] in a public process following environmental review."

The lack of substantial evidence in the FD CAP means that the County cannot rely on these measures as a source of mitigation for its 2010 General Plan Update. In addition, the EIR Addendum (included in this draft for the first time), is not compliant with the California Environmental Quality Act (CEQA). The County must do an environmental impact report and cannot rely on the FEIR prepared 10 years ago as a substitute for a full environmental review.

4. The proposed measures in the FD CAP will not result in the necessary reductions in GHG emissions. Instead, as a weak and ineffective plan, it will streamline the approval of development into greenfield areas, which development the County acknowledges will increase GHG emissions beyond their current levels.

5. There was insufficient public outreach. The plan was developed with a scattering of meetings over the past year with a few individuals. Any other meetings regarding the plan occurred 3-4 years ago. Meetings that occurred 3-4 years ago when the FD CAP was not available do not suffice for public engagement . We have waited 10 years for this document, so it seems disingenuous to say there wasn't time to do outreach to let people know what was in the FD CAP.

We took the Board at its word when it stated in December 2020 it intended to address our climate emergency by setting a goal of carbon neutrality in 2030-- which goal was to be realized through the actions in the CAP. The fact is the FD CAP readily acknowledges that it does not explain the County's path to carbon neutrality by 2030 despite the clear directive to do so. Equally significant is that under the FD CAP developers will have an easier time building out greenfield areas creating sprawl, more traffic, and an increase in VMT and emission of GHG.

Our organization cannot support the adoption of the FD CAP without substantial change and the preparation of an EIR prior to the Board adopting any Climate Action Plan.

Our Analysis of the FD CAP is based on the following:

1. County FEIR-Under Mitigation Measure CC-2 of the County FEIR dated April 2010,

B. The County shall adopt a second-phase Climate Action Plan within one year of adoption of the General Plan update **that includes economic analysis and detailed programs and performance measures, including timelines and the estimated amount of reduction expected from each measure.** Emph. Added.
(FEIR at Page I-32)

2. Regulatory Requirements:

14 CCR § 15183.5 sets forth the requirements for a CAP. Under subsection (b) it states:

(b) Plans for the Reduction of Greenhouse Gas Emissions. Public agencies may choose to analyze and mitigate significant greenhouse gas emissions in a plan for the reduction of greenhouse gas emissions or similar document. A plan to reduce greenhouse gas emissions may be used in a cumulative impacts analysis as set forth below. Pursuant to sections 15064(h)(3) and 15130(d), a lead agency may determine that a project's incremental contribution to a cumulative effect is not cumulatively considerable if the project complies with the requirements in a previously adopted plan or mitigation program under specified circumstances.

(1) Plan Elements. A plan for the reduction of greenhouse gas emissions should:
(A) Quantify greenhouse gas emissions, both existing and projected over a specified time period, resulting from activities within a defined geographic area;
(B) 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;
(C) Identify and analyze the greenhouse gas emissions resulting from specific actions or categories of actions anticipated within the geographic area;
(D) 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;
(E) 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;
(F) Be adopted in a public process following environmental review.

3. State Guidelines:

Chapter 8 of the General Plan Guidelines prepared by the Governor's Office of Planning and Research (OPR) (https://opr.ca.gov/) provides clear guidelines for CAPs which can be found at https://www.opr.ca.gov/docs/OPR_C8_final.pdf.

Here are our comments and recommendations regarding the FD CAP:

I. The FD CAP Does Not Meet the Requirements of the County's Own FEIR

Climate Action Plans are not required under state law. The County, however, had to prepare a CAP because it relied on the CAP as the key mitigation measure when it approved its general plan update in 2010. The County acknowledges that its 2010 General Plan Update had adverse environmental impacts. It was the County that identified the preparation of a community wide CAP within a year as a key mitigation measure for its General Plan. In setting forth this mitigation measure the FEIR stated the CAP shall include: "economic analysis," "timelines," "detailed programs and performance measures," and the "estimated amount of reduction expected from each measure." The FD CAP fails on these requirements. .

First, there are no timelines in the FD CAP. There are time frames, which are broadly described as: "Near-term (2020-2023), Mid-term (2024-2026), and Long-term (2027-2030)." See FD CAP at page 4. The dictionary defines a timeline as a schedule of events or procedures; a timetable; a plan that shows how long something will take or when things will happen. A timeline provides a schedule for when and how a task or program will be completed or realized.

A time frame, is in contrast much vaguer and is not intended to set forth a plan to accomplish something but, rather, a period of days, weeks, months, etc. within which an activity is intended to happen.

While comparing these two terms may seem like splitting hairs, it is significant here. The result being that a lack of the required timelines means there are no steps, or deadlines set regarding how the measures in the FD CAP will be achieved.

Hand in hand with the lack of a timeline, is the lack of detailed programs and performance measures for the measures in the FD CAP. To have timelines, the FD CAP measures would need to be fleshed out and explained in detail and include incremental steps to completion and assigned responsibility for each step along with clear timelines. So, there is a domino effect, no details, thus no plan, and therefore no real timeline. In addition, the implementation plans are no more than a few sentences and often speak of education, outreach or posting something on the web.

The measures also do not specify the estimated amount of GHG emission reductions expected from each measure. Of the 29 measures identified in the CAP, twelve (40%) are not quantified. The remainder of the estimated reduction amounts are presented a "Potential GHG Reductions." The assumptions for these reductions in Exhibit E of the FD CAP are arbitrary and no evidence is provided as to why the assumptions are correct. For example, under GHG-04 and GHG-06, there is an assumed participation rate with no evidence as to why that rate is appropriate; GHG-05 assumes targets of 230,00 therms to be avoided by 2026, again with no evidence as to why that

target is appropriate. Another significant example is GHG-01 which assumes reductions from carbon farming with little to no explanation as to why those assumptions are correct.

The Sacramento Metropolitan Air District pointed out the weaknesses in the assumed savings tied to GHG-01 carbon farming when they commented on the Draft CAP:

> Comments on Section 2.1, Community Greenhouse Gas Reduction Measures GHG-01: Carbon Farming (p.8) **The County is relying on this measure to deliver nearly 50 percent of its reductions, but we have concerns with this measure**. **Soil carbon sequestration is inherently uncertain**: a ton of carbon emissions reduced is permanently avoided, but a ton of carbon sequestered can be released in the future due to land use change, development, changes in soil management practices, or other disturbances. The carbon stored in no-till farms are largely lost again, for example, if the land is tilled again; fallowed land, too, will lose its stored carbon if the land returns to agricultural use. For this strategy to be effective, the County must be able to guarantee permanence – that the agricultural lands will not be developed, and that any adopted farming practices be maintained for decades, if not more. We recommend agricultural easements, preserves, or other permanent mechanism to ensure consistent land use in carbon farming areas. Carbon farming comes with other challenges. The costs of measurement and verification of soil carbon storage can be high; the County should consider who will pay for these costs, and the timeframe over which it will be measured, which, again, leads back to the permanence question. What happens if the land is sold, developed, or the farmer or rancher decides to abandon carbon-farming practices at the end of the measurement period? **As carbon sequestration cannot be guaranteed with certainty to be permanent, and no emissions are being reduced, only removed from the atmosphere (temporarily), this should not count as a carbon reduction strategy without significant changes**. **If this is intended as offsets to help meet the County's carbon neutrality goal, note that the California Air Resources Board requires offsets generally to be permanent, real, verifiable, and quantifiable.** See Letter dated April 9, 2021, at page D-111-112 included in Exhibit D to FD CAP.

The FD CAP also does not include the required economic analysis set forth in the FEIR, nor the resource analysis the Board mandated in December 2020. Finally, the FD CAP does not demonstrate when or how the measures will be funded.

The only monetary information provided in the FD Cap is found in Exhibit G in which there is a chart of the measures, and the following explanation: "This analysis includes a high-level assessment of the administrative costs for the County to implement the measures, considering staff time and resources needed to create policies and enforce actions associated with the measure. The total staff time and resources needed are estimated and reported using a ranking of low ($), medium ($$) or high ($$$)…" This does not constitute an economic analysis as required by the FEIRs It has absolutely no actual dollars associated with it, nor does it consider any cost outside of County staff time.

Exhibit G also does not meet the requirements the Board set forth in December 2020:

> County staff shall evaluate the resources necessary to achieve carbon neutrality by 2030, and the emergency actions required to eliminate emissions by 2030**. Where existing funding or**

resources do not support the level of action required, County staff shall identify gaps and provide recommendations to the County Executive and Board of Supervisors." Emph. Added.

Besides not identifying the costs of the measures, the FD CAP identifies no funding sources to pay for such costs. Nor does the CAP identify the gaps in funding and provide recommendations to the Board. An unfunded mitigation measure cannot possibly reach the projected GHG savings. It is not apparent that any effort was made to include a true analysis of the cost to reach the GHG reductions nor are there any recommendations as to how to fund them. As a result, no potential or expected reductions in GHG emissions from the CAP's measures can be relied upon in determining the County's overall GHG emissions reduction.

The 10-year delayed FD CAP does not meet the requirements of the County's own FEIR or the December 2020 Declaration, and the County has failed in its obligation to mitigate the adverse environmental impacts of its 2010 General Plan.

II. FD CAP Defies the Express Instructions of the Board.

In its December 2020 Declaration, the Board committed the County to

> [B]uilding on existing climate action commitments and **taking (sic) significant steps to sustain and accelerate** short term communitywide carbon elimination **and all efforts and actions necessary to eliminate emissions by 2030,** recognizing that such a goal will only be achieved through **regional collaboration between multiple partners; …..The Communitywide Climate Action Plan shall explain the County's approach to reduce greenhouse gas emissions in order to achieve carbon neutrality by 2030**, building on recommendations and analysis from community partners, and suggested mitigation measures from climate experts, urban and regional planners, community members, and economists. Development and implementation of the plan shall be guided by science, data, best practices, and equity concerns. Emph. Added.

In a direct contradiction of this directive, the FD CAP states:

> The GHG reduction measures contained in Sections 2 and 3 of this CAP will allow for additional reductions to be achieved beyond 4.8 MT CO2e per capita forecast, further outpacing the 6 MT CO2e per capita recommended by CARB. Their associated quantified GHG reductions and carbon sequestration benefits will be essential for putting the County on the a path [sic] to achieving the objectives of the community 2030 carbon neutrality goal, established under the Board of Supervisors approved Climate Emergency Resolution, passed in December 2020. The carbon neutrality goal was passed after significant progress had already been made on climate planning activities for the County to adhere to 2030 Scoping Plan and SB 32. Thus, the County's current approach in this CAP is to maintain momentum and get reductions started sooner rather than later, **while providing flexibility for the CAP to be updated later to meet carbon neutrality objectives. Thus, the County's approach to carbon neutrality by 2030 is to proceed with GHG reduction and carbon sequestration measures under this CAP and then expand regional GHG reduction and carbon sequestration programs as part of an overall comprehensive CAP update. The CAP update will coincide with an anticipated update to the County's 2030 General Plan** and availability of further guidance on

> recommended GHG reduction and carbon sequestration measures for carbon neutrality to be included in updates to the California's Climate Change Scoping Plan and Natural and Working Lands Climate Smart Strategy. Emph. Added. Footnotes omitted.

This language demonstrates that the County is not serious about taking meaningful action to address climate change. It follows the same tactic as the FEIR, delay and waiting by stating that it intends to wait to pursue a goal of 2030 carbon neutrality until the CAP and General Plan update in 2030.

Failing to outline a path to carbon neutrality in the FD CAP is at complete odds with the Board's Climate Emergency Declaration which expressly states the CAP will outline the steps that the County will take to achieve carbon neutrality. The Board made clear that the County intended to take strong action on Climate Change in the CAP, but the FD CAP fails to do so.

County Staff also failed to perform the tasks assigned to them by the Board:

In December 2020 the Board directed:

> County staff shall evaluate the resources necessary to achieve carbon neutrality by 2030, and the emergency actions required to eliminate emissions by 2030. Where existing funding or resources do not support the level of action required, County staff shall identify gaps and provide recommendations to the County Executive and Board of Supervisors.

This work has not been done, nor is there any explanation as to when and how the staff intend to fulfill their obligation to do so.

What the FD CAP proposes as a possible "alternative" in Appendix F is that the Board consider in January 2023 a Climate Emergency Response Plan prepared by a Climate Emergency Task Force composed of community volunteers. Yet, this is not an "alternative" since the formation of the Task Force is already required under the December 2020 Resolution. So, this "alternative" would have a report prepared two years after the Emergency Declaration by a volunteer board with follow up thereafter.

This contradicts the clear directive of the Board when it said the CAP was to be the roadmap for carbon neutrality and that County staff was to evaluate the emergency actions needed. It seems unlikely that a panel of volunteer community members will be able to prepare a plan that the staff (and its outside consultant paid well over half a million dollars) have failed to complete.

The alternatives listed in Exhibit F 1.2 are:

-Prohibiting issuance of business licenses to companies that provide fuels, equipment, and services that result in the combustion of fossil fuels.

- Adopting an ordinance that requires all existing residential and non-residential buildings to undergo retrofitting to eliminate natural gas consumption when the property is sold to another party (point-of-sale).

-Modified versions of the measures described in section F.2 of this appendix that would allow the measures to become feasible for implementation by the County.

-Implementing toll roads on major County thoroughfares with congestion pricing to reduce GHG emissions from VMT associated with daily commuting.

- Issue a moratorium on new building permits if Countywide emissions are exceeding 2.0 MTCO2e per capita in 2026. This is based on the projection shown in Table 4.2-1 illustrating a linear drawdown of community GHG emissions from an observed baseline of 8.4 MTCO2e in 2015 to a carbon neutral level of 0 MTCO2e per capita in 2030.

These are serious ideas that might result in meaningful GHG reductions. Why weren't these alternatives discussed in depth with any stakeholder groups? Why weren't experts consulted on their feasibility? Why didn't the staff include these in the CAP itself rather than saying a volunteer group of individuals would do the analysis and come up with a plan? Even if the Board adopts this alternative, it is questionable as to whether anything will come to fruition in a timely manner. The section appears to be hollow words included in an attempt to make it seem like there is a plan to reach carbon neutrality by 2030, when it is nothing of the sort.

The FD CAP simply delays and postpones doing the real work on climate change. This approach is consistent with the fact that the 2010 FEIR promised a CAP one year after it was adopted—and here we are 10 years later with that commitment still unfulfilled. The FD CAP once again simply kicks dealing with climate change down the road in favor of continued sprawl development.

If the County accepts the FD CAP or adopts this alternative as is, it is simply sending the message that it does not intend to follow through on its mitigation plan for the environmental impacts of its General Plan update in 2010 or to mitigate the impacts of its General Plan made in 2011 or its recent commitment to go carbon neutral by 2030.

The CAP must be redrafted based on the goal of carbon neutrality by 2030, consistent with directives issued by the Board in December 2020 and include the evaluation the Board mandated in December 2020.

III. The CAP Does Not Provide Substantial Evidence the Measures will Result in GHG Emission Reductions

Under 14 CCR § 15183.5 (B) (1)(B) the plan must: "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…" Emph. Added.

This requirement is also discussed by the OPR guidelines:

> Feasibility and Enforceability CEQA Guidelines sections 15168(b)(4) and 15168(c)(3) recognize that programmatic documents like a general plan or CAP provide an opportunity to develop mitigation plans that will apply on a project-specific basis. As a result, a CAP needs to include measures that will achieve the reduction target**. How the plan achieves those targets, whether through mandatory or a mix of voluntary and mandatory measures, is up to the lead agency, so long as substantial evidence supports the conclusion. When addressing greenhouse gas emissions, like all other technical analysis, the methodology and calculations should be transparent and replicable with**

> **the goal of providing substantial evidence supporting the assumptions, analysis and conclusions. Measures should also be real and verifiable, through either full enforceability or through substantial evidence in the record supporting an agency's conclusion that mitigation will be effective.** A number of published court cases address the need for feasible and enforceable emission reduction measures. (Id. at p. 94).

The mitigation measures in the FD CAP are vague and weak. For example, the County relies on GHG-01 for 50% of its projected reductions. This measure proposes carbon farming will substantially reduce GHG substantially but fails to describe how this will occur. Rather, the proposal is simply that the County will educate farmers about existing resources and somehow this will spontaneously result in the farmers converting over 200,000 acres to carbon farming practices within 9 years as if by magic. This is an example of the lack of evidence in the FD CAP that the proposed reductions will actually materialize. There are no details about the outreach nor is there a discussion of the costs of converting this acreage and impact of the cost on farmers, and whether the conversion will be permanent (which it must be to count the emission reductions).

The Sacramento Metropolitan Air Quality District (Sac Metro Air) recognized this fallacy in the letter it wrote in April about the proposed measure:

> These caveats aside, this measure contains only light actions such as providing education on co-benefits and available resources and is generally lacking in detail. It seems unlikely that without more robust actions – such as direct incentives or prescriptive regulation from the County – that a sufficient scale of farmer participation will be mobilized to achieve the quantity of carbon sequestration currently envisioned. We recommend the County consider augmenting this measure with more direct strategies, such as financial incentives, policies, and ordinances to minimize or eliminate farmland conversion from land use development, and strategies to expand compost use. Farmers and other stakeholders will likely need financial mechanisms to provide compensation for any losses, should any change in practice (e.g., organic composting) result in a decline in yield. This type of insurance can help assuage any hesitancy stakeholders may feel about the risks of adopting new practices. The County should also develop **interim targets** for carbon farming acreages, as well as contingency strategies should participation in carbon farming practices remain low.

The majority of the measures lack any substance and fall far short of the required substantial evidence; there is virtually no evidence in these measures they will result in GHG reductions.

As Sac Metro stated in its April letter:

> While many of the draft CAP's measures can effectively reduce GHGs, the implementation strategies lack detail and instead focus on soft actions such as education, outreach, and promotion. **Most measures do not have concrete, enforceable requirements, policies, ordinances, or other hard mechanisms necessary to achieve quantifiable reductions.** Moreover, for many measures,

> responsibility and leadership are devolved onto partner organizations and programs. Ultimately, these measures rely upon voluntary actions by the community in response to the County's outreach efforts, but behavior change is extremely difficult and requires considerable investment in marketing, public relations agencies, and advertisements to effectively make an impression amidst the inundation of information that surrounds us…. To fully support its declaration of a climate change emergency, the County should develop mandatory strategies that would help deliver real, ambitious reductions. Emph. Added.

Here are a few more examples of measures for which the County predicts GHG reductions but provides no meaningful description of how these reductions will be achieved or what evidence was used to establish the projected reductions:

Measure	**Proposed GHG Reductions[1]**	**Implementation Plan (VERBATIM)**
GHG-01 Carbon Farming 50% of Proposed Reduction	377,692	Implementation: Develop a program by 2024 that, through targeted outreach, provides carbon sequestration **education** and resources to relevant stakeholders (e.g., farmers, ranchers, and land managers). The **program will focus on educating** stakeholders about the co-benefits of implementing carbon sequestration practices and the variety of financial and technical resources that are currently available to assist farmers and ranchers in implementation. This program may be coordinated with industry groups and non-profits.
GHG-02 Urban Forestry	1,681	Implementation: **Partner with the Sacramento Tree Foundation to use existing** programs such as NeighborWoods and NATURE to increase tree canopy, including in redeveloping areas. Priority planting locations shall be in the County's Environmental Justice Communities identified in the Environmental Justice Element. Ensure that trees required to be planted through the Zoning Code are properly maintained to maximize tree health and ensure longevity to realize the benefits of urban trees. Forge partnerships with community cooperatives to organize tree-planting and maintenance events.
GHG-03URBAN-RURAL AGRICULTURAL CONNECTIONS	Not Quantified	Implementation: **Publish on the County website** a directory of local providers of Community Supported Agriculture and food delivery services. Publish information on local Farm to Fork events such as the annual Farm to Form Festival and County restaurants and farms participating in Farm-to-Fork weeks.
GHG-04INCREASE ENERGY EFFICIENCY AND ELECTRIFICATION OF EXISTING COMMERCIAL/NON-RESIDENTIAL BUILDINGS AND FACILITIES	16,006	Implementation: An outreach program will be developed that **provides education** strategies that enable commercial energy conservation and gas-to-electric conversions in non-residential buildings for space and water heating. Develop online videos targeted toward building owners and tenants that are hosted on the County's website or linked to SMUD and PG&E web interfaces. In addition to education, video tutorials can explain to business owners how to enroll in real time energy use monitoring tools to track energy use compared to historic levels and within the community through the EnergyStar™ Portfolio Manager, or other tools offered by third-party providers.

[1] GHG Reductions (MTCO2e/year) in 2030 per FD CAP at page 8

GHG-09ELECTRIC LANDSCAPING EQUIPMENT	Not Quantified	Implementation: **Create a drop-off point** for fossil-fuel powered landscaping equipment at the North Area Recovery Station Household Hazardous Waste Facility, and other appropriate County-operated facilities
GHG-10 ELECTRIC VEHICLE INFRASTRUCTURE PROGRAM	34,687	Implementation: Install EV chargers throughout the community working with third-party EV installers and operators.
GHG-18: IMPROVED FUEL EFFICIENCY STANDARDS	Not Quantified	Implementation: Include language meeting the intent of this measure into the 2022 update to the Federal and State legislative priorities document.18
GHG-24: INCREASE ORGANIC WASTE DIVERSION	Not Quantified	Implementation: Increase local capacity for composting and processing of organic wastes.
GHG-25: ELECTRIC IRRIGATION PUMPS	2205	Implementation: Modeling assumes that there are approximately 100 fossil fuel powered irrigation pumps operating in Sacramento County. All pumps would be converted to electric pumps with zero emissions under this measure.
GHG-26: SOUTH SACRAMENTO HABITAT CONSERVATION PLAN	Not Quantified	Implementation: The County will calculate the carbon sequestration values associated with acres of land located within the County that are preserved as part of the SSHCP. This information will be added to future updates to the Countywide GHG emissions inventory.
GHG-28: REDUCE OR ELIMINATE EMISSIONS IN AGRICULTURAL EQUIPMENT	Not Quantified	Implementation: Send a formal letter request to SMAQMD recommending an update to Rule 215 Agricultural Permit Requirements (last updated in 2010) to require any diesel powered agricultural off-road equipment to be EPA-rated Tier 4 final models by 2030, as feasible. Participate in SMAQMD workshops associated with updates to rules and regulations pertaining to emissions associated with agricultural equipment. Update County's Federal and State Legislative Priorities report to include seeking federal and State assistance with grants that can be used to incentivize the replacement of gas- and gas- or diesel-powered agricultural equipment with electric or sustainably fueled equivalents. Potential agencies to collaborate with include SMAQMD, SMUD, USDA, CARB, and EPA.
GHG-29: ELECTRIC OR SUSTAINABLY FUELED CONSTRUCTION EQUIPMENT	Not Quantified	Implementation: In the CalGreen ordinance prepared for BOS review under GHG-05, include language that requires submitted documentation for applicable construction projects to include information on the use of electric or sustainably fueled construction equipment under the Innovative Concepts and Local Environmental Conditions provisions contained in Section A4.306.1 of the California Green Building Standards Code (CalGreen).

Four other measures (GHG 13, 14, 16, and 17) identify only possible implementation strategies saying the measures "could" be implemented in a certain manner. The uncertainty and lack of any clear path to implementation renders these meaningless. The measures in the FD CAP regarding electrification are the

most concrete. However, even these provide no kind of path to get to the end goal in the timeframes they propose.

The lack of detailed implementation actions that include concrete, enforceable requirements, policies, ordinances, or other hard mechanisms to achieve quantifiable reductions renders these measures ineffective at reaching the proposed reductions. Thus, the FD CAP simply has nowhere near the required substantial evidence mandated by state law. The County cannot, therefore, rely on the calculated savings from these measures and still has not done what it needed to do to offset the environmental impacts of its 2010 General Plan update much less created a document that should replace environmental review of individual projects.

IV. The FD CAP will cause higher rates of GHG emissions because it paves the way for sprawl development.

Land use management is not listed as one of the greenhouse reduction strategies under Section 2 of the FD CAP. It is universally recognized that land use management and a focus on infill vs sprawling development is a key to reduction of GHG. By not including greenhouse reduction strategies the FD CAP fails to utilize one of the most effective tools to reducing GHG. The California Air Resources Board in a paragraph on Cross-Sector Interactions, clarifies: "more compact development patterns reduce per capita energy demands, while less-compact sprawl increases them."[1]

> Senate Bill 375 requires CARB to develop and set regional targets for greenhouse gas (GHG) emission reductions from passenger vehicles. CARB has set regional targets, indexed to years 2020 and 2035, to help achieve significant additional GHG emission reductions from changed land use patterns and improved transportation in support of the State's climate goals, as well as in support of statewide public health and air quality objectives. Metropolitan planning organizations (MPOs) must prepare a sustainable communities strategy (SCS) that will reduce GHG emissions to achieve these regional targets, if feasible to do so.[2]

Not only does smart growth and infill reduce GHG emissions, it promotes improved public health and air quality, something the County should also prioritize.

Other jurisdictions recognize the key role land use plays in addressing climate change and have made land use management one of their key strategies in their Climate Action Plans: Yolo County, Solano County, and City of San Francisco, among others.

[1] https://ww2.arb.ca.gov/sites/default/files/classic//cc/scopingplan/scoping_plan_2017.pdf, pg 67 [2] https://ww2.arb.ca.gov/our-work/programs/sustainable-communities-program/regional-plantargets#:~:text=CARB%20has%20set%20regional%20targets,health%20and%20air%20quality%20objectives

The City of Sacramento recognizes the key role land use policies play in the reduction of GHG. Its first recommendation under Built Environment is Sustainable Land Use. As stated on page 16 of the Final Report of the Mayors' Commission on Climate Change:

Evidence on land use and driving shows that compact development will reduce the need to drive between 20 and 40 percent, as compared with development on the outer suburban edge with isolated homes, workplaces, and other destinations (according to Growing Cooler authors Reid Ewing, Keith Bartholomew, Steve Winkelman, Jerry Walters, and Don Chen).

> They propose it is realistic to assume a 30 percent cut in VMT with compact development. Making reasonable assumptions about growth rates, the market share of compact development, and the relationship between CO2 reduction and VMT reduction, smart growth could, by itself, reduce total transportation-related CO2 emissions from current trends by 7 to 10 percent as of 2050. This reduction is achievable with land-use changes alone. The authors calculate that shifting 60 percent of new growth to compact patterns would save 85 million metric tons of CO2 annually by 2030.

As a result of recognizing the significance of land use in addressing GHG, the Final Report of the Mayors' Commission on Climate Change recommends at page 24:

> Built Environment Recommendation #1: Sustainable Land Use Support infill growth consistent with the regional Sustainable Communities Strategy to ensure: 90% of the cities' growth is in the established and center/corridor communities and is 90% small-lot and attached homes by 2040.

The County CAP must include the same specific measures regarding land use by the City. This would mean the County would prioritize infill through policies, budget priorities and by saying no to greenfield development. This results in not only GHG reductions, but more affordable housing. In addition, any measures regarding land use, must have specific targets and interim measures.

FD CAP offers up GHG 11 and 23 regarding infill development and potential sprawl. These two measures do nothing to address sprawl. Instead, developers may have to pay a fee or offsets if their project cannot meet the required standards. Some developers already say they are not bound to pay such a fee because it was not part of their Development Agreement with the County (See e.g., Letter from Gregory Thatch, at page D-28-30 of Exhibit D to the FD CAP). Offsets are not acceptable.

The County believes that payment of this fee will somehow reduce overall GHG. It is difficult to imagine how such a small fee would discourage developers from pursing their lucrative projects in greenfield areas. And the money obtained through the payment of these fees would do nothing to offset the GHG created by the VMT increases caused by sprawl development. Notably the amount of "potential" GHG reductions from this measure are not quantified; that is because this proposal will cause an increase in GHG if we simply allow sprawl to occur so long as a "fee" is paid.

The County currently plans on approximately 103,000- dwelling units to be located on greenfield sites. These plans are clearly contrary to efforts to curb GHG emissions resulting from VMT. Housing needs in our area can be met without the sprawl and increased GHG created, should these developments go forward. The County's available infill capacity of 33,000 DU is almost enough to

handle all SACOG-projected housing growth to 2040. The available infill capacity could accommodate SACOG's entire Regional Housing Needs Allocation of 27,200 DU for this decade. And it could easily accommodate more than the 10,000 DU the County has proposed for the GHG-reducing Green Zones, which lie within infill areas.[3]

The County should freeze development on greenfield sites and use existing infill capacity to meet housing needs. Only decisive action will cause sustainable land use policies that will address climate change in our region. At a minimum, the CAP should set a specific commitment to infill development and not offer offsets to cure the problem of sprawl.

If the Board adopts the FD CAP as it is prepared, it will be "business as usual" with the developers in the driver's seat and allowed to drive up GHG emissions for the sake of profit. The proposal in the FD CAP concerning infill allows the sprawl and its accompanying GHG to continue so long as the developers pay a minimal fee. (Measure GHG-23)

Our analysis shows the FD CAP is based on assumptions without evidence, lacks specificity, and has no teeth. It is important to recognize that not only does the County want to use the CAP to meet the requirements of the FEIR, but the County also wants the CAP to be a "plan" document that will streamline development projects. Thus, a weak CAP opens the door to more development since meeting its requirements will be very easy for developers and will enable them to move forward more easily with their planned developments.

The County expressly acknowledges its intent to streamline the approval process in the FD CAP:

> These described components are included in the CAP so that it may serve as the County's qualified "plan for the reduction of GHG emissions," in accordance with criteria identified in Section 15183.5 of the California Environmental Quality Act (CEQA) Guidelines. This would allow the CAP to facilitate streamlining of GHG emissions analyses for individual development projects that comply with the requirements in the CAP by utilizing the CAP Consistency Review Checklist (Appendix I).

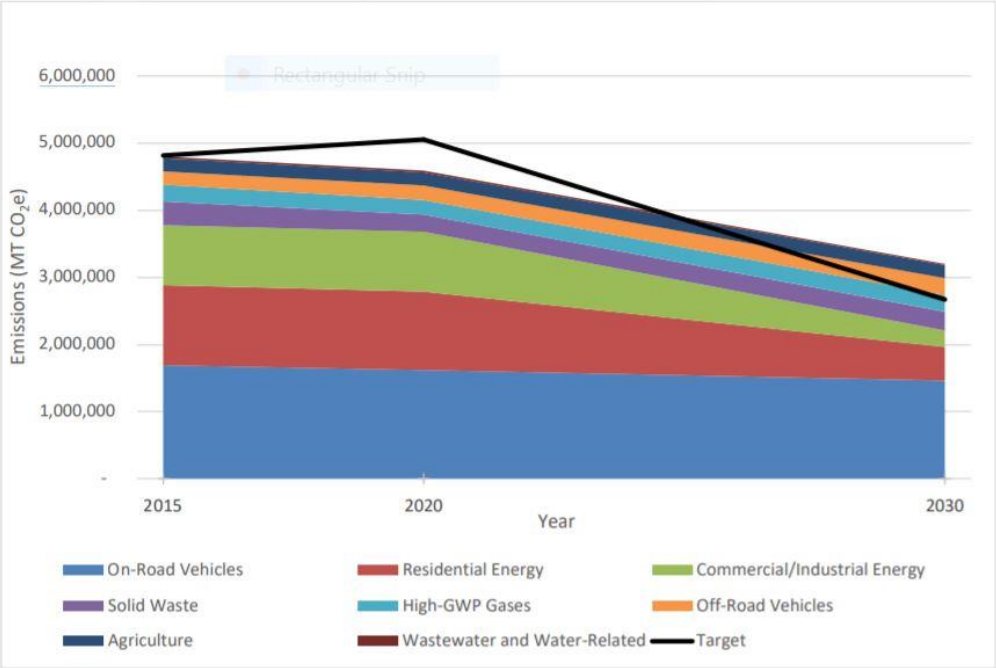
We cannot allow the climate-busting sprawl to continue. The County must have a meaningful CAP to meet the challenge of climate change. The CAP must include measures that will ensure infill development which can provide the affordable housing we need and can help us to provide housing to our homeless population. If we continue to allow a high proportion of greenfield development, not only will GHG worsen, but so will our housing crisis.

V. The CAP Must Include more Specific and Measurable Strategies/Measures to Address GHG Emitted by Vehicles on the Road.

Figure E-7 (found in the final Appendix of FD CAP of the last draft of the CAP) is very telling. It is not clear why it has been left out of the FD CAP, but the information remains accurate. This chart, included below, identifies the sources of GHG starting in 2015 and sets forth the anticipated reductions in each source by 2030. Not surprisingly, on road vehicles are by far the largest source of GHG in 2015. However, the FD CAP shows virtually no reduction in GHG from this source by

2030. This is at the core of what makes the FD CAP so weak. The failure of the CAP to meaningfully address land use and to set forth a comprehensive transportation plan that will take more cars off the road will cause not only a failure to address climate change, but worsening air quality and a negative impact on public health.

Figure 2-3 Sacramento County GHG Proposed Reduction Target



Source: Ascent Environmental 2021.

The CAP must include clear and broad measures to use transportation (both active and shared) to the fullest extent possible in Sacramento County to reduce GHG by taking cars off the road. These measures must be followed up with implementation steps, targets, and methods for monitoring the progress on the measure. In addition, no master plans should be approved until there are meaningful transportation options. Land use and transportation go hand in hand and that is one of many reasons infill makes sense, namely, compact developments near public transportation hubs.

The CAP must include more ambitious and specific strategies and measures to reduce the GHG from vehicles on the road through establishing comprehensive transportation and land use policies that work hand in hand.

[3]

1	Sacramento County 2030 General Plan 2020 Annual Report, ATT 2 - pg. 3. Annual Housing Element Progress Report, Appendix A, Table B Regional Housing Needs
2	Allocation Progress SACOG Green Means Go, Locally Nominated Green Zones, updated 12/4/20
3	SACOG RHNP REGIONAL HOUSING NEEDS PLAN 2013–2021, Executive Summary Table 1 - Allocations - Total and by Income Category, pg. 5
4	SACOG Regional Housing Needs Plan Cycle 6 (2021-2029), Adopted March 2020, pg. ES-3
5	Sacramento County 2030 General Plan 2020 Annual Report, County Growth, Infill, pg. 11

6	SACOG 2020 MTP/SCS, Appendix C: 2020 MTP/SCS Land Use Forecast, pg. 12, Preferred Scenario GROWTH 2016-2040
7	Sacramento County 2030 General Plan 2020 Annual Report, ATT-1,Table 3, Land Use Summary for Approved Growth Areas, pg. 15
8	Sacramento County 2030 General Plan 2020 Annual Report, ATT-1, Table 4 Land Use Summary for Pending Master Plans, pg.15

VI. The CAP Must Include Additional Reduction Targets Beyond 2030.

The FD CAP identifies a target for 2030, with no additional targets beyond 2030. Such an approach does not follow the recommendations of the OPR which points out how setting only one near target can cause inaccurate assessments of the plan. The guidance states:

> **Selecting a single reduction target year does not typically allow an agency to accurately assess the trajectory of the plan.** Given the long-term nature of the effects of climate change, understanding the effects of the plan on long-term emissions reductions is necessary to determine whether the plan will reduce emissions to a less than significant level. Examining the long-term trajectory also allows a lead agency to determine whether the emissions reductions in the plan are sustainable, or will be overtaken by population growth, increased driving, or other shifts in emissions. Take for example, a plan that sets only a near-term target. Such a plan might rely on increasing building energy efficiency to achieve near-term goals. Looking further out, however, might demonstrate that steady increases in vehicle miles traveled will counteract those reductions, and result in an emissions trajectory that increases rather than decreases. Setting targets out to the general plan horizon year or beyond allows a lead agency to consider the full suite of measures that might be necessary to achieve long-term reduction goals. See https://www.opr.ca.gov/docs/OPR_C8_final.pdf at pages 226-227.

VII. The CAP Must Set Target Indicators between Now and 2030.

Section 15183.5(b) (1) (e) states CAPS should, "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." Emphasis Added.

The very few target indicators in Draft #1 CAP are almost all indicators measured in 2030. To monitor progress towards the 2030 goals, specific target indicators should be set for time periods between now and 2030. If there is no monitoring of the progress made between now and 2030, the County will not know whether the measure is effective or if other actions need to be taken to reach the 2030 goal. Section 15183.5 clarifies these interim measures are needed to determine whether the plan needs amendment if it is not achieving specified levels.

VIII. The County Must Do an EIR Prior to Adopting any CAP

The EIR Addendum created along with the FD CAP purportedly meets the requirements for appropriate environmental review of the CAP. The Public was given its first chance to even review this Addendum when the FD CAP was released; it was not part of prior drafts.

There is no dispute the CAP will cause environmental impacts. But the FD CAP takes the position that the Environmental Impact Report (EIR) done in 2011 adequately evaluated and mitigated the impacts of any current CAP. This claims defies logic. How can a document created 10 years ago provide analysis of the current CAP? It did not exist at the time. In addition, climate events have become more significant and stronger action is required than in 2011. This is demonstrated by the Board's December 2020 Emergency Declaration, which also occurred well after the FEIR prepared in 2011.

The Environmental Impact Report is the heart of CEQA. The EIR is the environmental "alarm bell" whose purpose it is to alert the public and its responsible officials to environmental changes before they have reached ecological points of no return. Why would the County want to forego this important and required part of the process? There is no logical or legal basis for doing so. An EIR must be done prior to adopting any proposed CAP.

IX. The County Relies on Uncertain Reductions by SMUD

SMUD has set an ambitious goal of generating 100 percent clean electricity (e.g., solar, wind) by 2030. This is not a mandated goal, and at this time SMUD has no clear plan to reach it. However, in assessing how much GHG emissions would be reduced by regional actions, the FD CAP assumes the goal will be reached. The FD CAP projects a reduction in GHG of 852,975 (MT CO2e) as a result of SMUD's action (See FD CAP section 1.2 at page 4). This reduction is used by the County to significantly reduce the amount of GHG reductions it must realize through the measures in the CAP. There is no reasonable assurance, and no substantial evidence provided, this in fact will occur. Currently, SMUD has not outlined a clear path towards carbon neutrality by 2030, and SMUD recognizes its goal is aspirational. This uncertainty means the FD CAP cannot rely on SMUD's reductions to offset the amount of GHG emissions reductions the County must realize, nor can the County reduce its own efforts based on the belief or hope that SMUD will reach its own goals.

X. The County Must Prioritize the Climate Change Emergency Through Budget Choices

To implement any plan, the County must make a commitment in terms of resources and staff. Although the County stated there would be a person hired to oversee its Climate Plan, a "Climate Czar" of sorts, what appears to be occurring is that a vacancy for the Sustainability Manager is being filled and implementation of the CAP is included in this individual's workload. The County must hire staff whose time is dedicated to implementing the CAP. This position must directly report to the County Executive. This is the model that worked well in Los Angeles. The City of Sacramento has also committed staff to this purpose. The County should too. An additional responsibility of the position is that the Board must be updated at regular intervals no less frequent than every 60 days on progress on any CAP adopted.

The County must allocate its budget to reflect a focus specifically on infill development and understand and remove any hurdles to its occurrence. Only through making these changes can we attempt to reach the GHG reductions that we need to address our emergency and make Sacramento livable for ourselves and future generations.

In conclusion, we urge the County to act boldly and decisively to address climate change in our region and follow the clear directives provided by the Board in its December 2020 Climate Emergency Declaration. Our future and that of our children depend on it. Do not enact the FD CAP as proposed. It does too little, and it may already be too late.

Sincerely,

/s/

Edith Thacher
Chapter Lead, Sacramento Chapter, CCL

/s/

Jill C. Peterson
Local Issues Lead, Sacramento Chapter, CCL

October 8, 2021

The Honorable Patrick Kennedy: SupervisorKennedy@saccounty.net
The Honorable Rich Desmond: richdesmond@saccounty.net
The Honorable Phil Serna: SupervisorSerna@saccounty.net
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Re: Citizens' Climate Lobby, Sacramento Chapter-Public Comment on Sacramento County Climate Action Plan Final Draft dated September 2021

Dear Supervisors Kennedy, Desmond, Serna, Nottoli and Frost, members of the Sacramento County Planning Commission and Staff at the Office of Planning and Environmental Review:

We are writing on behalf of the Sacramento Chapter of Citizens' Climate Lobby (CCL) in response to the Sacramento County Climate Action Plan Final Draft dated September 2021 (FD CAP) for which the County is seeking public comment.

Our organization submitted comments to the Sacramento County (County) staff on January 17, 2021, regarding the Administrative Draft of the County's Climate Action Plan. In addition, we submitted comments in April 2021 relating to Draft #1 of the CAP. We were clear in our misgivings about the drafts, and offered specific alternatives for the County to consider, however the FD CAP is a disappointment to us. The County spent five months working on this draft but accepted little of the feedback provided by a whole host of public comment. The FD CAP does little to improve the last draft and offers for the first time what is supposed to be a justification for not doing an EIR as well a list of alternatives summarily dismissed in Appendix F. Moreover, we do not find the responses to our comments on the last draft of the CAP posted on the County's website to be substantive nor do they adequately address our concerns. .

The Planning Commission and the Board of Supervisors should reject the FD CAP for the following reasons:

1. It does not meet the requirements in the County's own Final EIR (FEIR) for the General Plan Update in 2010—which required that the CAP have "timelines," "detailed programs and performance measures," and the "estimated amount of reduction expected from each measure."

2. It defies the Board's directive in December 2020 that the CAP explain how the County would reach Carbon Neutrality by 2030 and that it identify funding gaps. The FD CAP ignores the fact that the Board determined it was the responsibility of County staff to determine the path to carbon neutrality when it said, "County staff shall evaluate the resources necessary to achieve carbon neutrality by 2030, and the emergency actions required to eliminate emissions by 2030. Where existing funding or resources do not support the level of action required, County staff shall identify gaps and provide recommendations to the County Executive and Board of Supervisors."

3. It does not meet California's regulatory requirements because it conspicuously lacks:
   "[specific] 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;
   [A] mechanism to monitor the plan's progress toward achieving the level and to require amendment if the plan is not achieving specified levels; and
   [Adoption] in a public process following environmental review."

The lack of substantial evidence in the FD CAP means that the County cannot rely on these measures as a source of mitigation for its 2010 General Plan Update. In addition, the EIR Addendum (included in this draft for the first time), is not compliant with the California Environmental Quality Act (CEQA). The County must do an environmental impact report and cannot rely on the FEIR prepared 10 years ago as a substitute for a full environmental review.

4. The proposed measures in the FD CAP will not result in the necessary reductions in GHG emissions. Instead, as a weak and ineffective plan, it will streamline the approval of development into greenfield areas, which development the County acknowledges will increase GHG emissions beyond their current levels.

5. There was insufficient public outreach. The plan was developed with a scattering of meetings over the past year with a few individuals. Any other meetings regarding the plan occurred 3-4 years ago. Meetings that occurred 3-4 years ago when the FD CAP was not available do not suffice for public engagement . We have waited 10 years for this document, so it seems disingenuous to say there wasn't time to do outreach to let people know what was in the FD CAP.

We took the Board at its word when it stated in December 2020 it intended to address our climate emergency by setting a goal of carbon neutrality in 2030-- which goal was to be realized through the actions in the CAP. The fact is the FD CAP readily acknowledges that it does not explain the County's path to carbon neutrality by 2030 despite the clear directive to do so. Equally significant is that under the FD CAP developers will have an easier time building out greenfield areas creating sprawl, more traffic, and an increase in VMT and emission of GHG.

Our organization cannot support the adoption of the FD CAP without substantial change and the preparation of an EIR prior to the Board adopting any Climate Action Plan.

Our Analysis of the FD CAP is based on the following:

1. County FEIR-Under Mitigation Measure CC-2 of the County FEIR dated April 2010,

B. The County shall adopt a second-phase Climate Action Plan within one year of adoption of the General Plan update **that includes economic analysis and detailed programs and performance measures, including timelines and the estimated amount of reduction expected from each measure.** Emph. Added.
(FEIR at Page I-32)

2. Regulatory Requirements:

14 CCR § 15183.5 sets forth the requirements for a CAP. Under subsection (b) it states:

(b) Plans for the Reduction of Greenhouse Gas Emissions. Public agencies may choose to analyze and mitigate significant greenhouse gas emissions in a plan for the reduction of greenhouse gas emissions or similar document. A plan to reduce greenhouse gas emissions may be used in a cumulative impacts analysis as set forth below. Pursuant to sections 15064(h)(3) and 15130(d), a lead agency may determine that a project's incremental contribution to a cumulative effect is not cumulatively considerable if the project complies with the requirements in a previously adopted plan or mitigation program under specified circumstances.

(1) Plan Elements. A plan for the reduction of greenhouse gas emissions should:
(A) Quantify greenhouse gas emissions, both existing and projected over a specified time period, resulting from activities within a defined geographic area;
(B) 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;
(C) Identify and analyze the greenhouse gas emissions resulting from specific actions or categories of actions anticipated within the geographic area;
(D) 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;
(E) 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;
(F) Be adopted in a public process following environmental review.

3. State Guidelines:

Chapter 8 of the General Plan Guidelines prepared by the Governor's Office of Planning and Research (OPR) (https://opr.ca.gov/) provides clear guidelines for CAPs which can be found at https://www.opr.ca.gov/docs/OPR_C8_final.pdf.

Here are our comments and recommendations regarding the FD CAP:

I. The FD CAP Does Not Meet the Requirements of the County's Own FEIR

Climate Action Plans are not required under state law. The County, however, had to prepare a CAP because it relied on the CAP as the key mitigation measure when it approved its general plan update in 2010. The County acknowledges that its 2010 General Plan Update had adverse environmental impacts. It was the County that identified the preparation of a community wide CAP within a year as a key mitigation measure for its General Plan. In setting forth this mitigation measure the FEIR stated the CAP shall include: "economic analysis," "timelines," "detailed programs and performance measures," and the "estimated amount of reduction expected from each measure." The FD CAP fails on these requirements. .

First, there are no timelines in the FD CAP. There are time frames, which are broadly described as: "Near-term (2020-2023), Mid-term (2024-2026), and Long-term (2027-2030)." See FD CAP at page 4. The dictionary defines a timeline as a schedule of events or procedures; a timetable; a plan that shows how long something will take or when things will happen. A timeline provides a schedule for when and how a task or program will be completed or realized.

A time frame, is in contrast much vaguer and is not intended to set forth a plan to accomplish something but, rather, a period of days, weeks, months, etc. within which an activity is intended to happen.

While comparing these two terms may seem like splitting hairs, it is significant here. The result being that a lack of the required timelines means there are no steps, or deadlines set regarding how the measures in the FD CAP will be achieved.

Hand in hand with the lack of a timeline, is the lack of detailed programs and performance measures for the measures in the FD CAP. To have timelines, the FD CAP measures would need to be fleshed out and explained in detail and include incremental steps to completion and assigned responsibility for each step along with clear timelines. So, there is a domino effect, no details, thus no plan, and therefore no real timeline. In addition, the implementation plans are no more than a few sentences and often speak of education, outreach or posting something on the web.

The measures also do not specify the estimated amount of GHG emission reductions expected from each measure. Of the 29 measures identified in the CAP, twelve (40%) are not quantified. The remainder of the estimated reduction amounts are presented a "Potential GHG Reductions." The assumptions for these reductions in Exhibit E of the FD CAP are arbitrary and no evidence is provided as to why the assumptions are correct. For example, under GHG-04 and GHG-06, there is an assumed participation rate with no evidence as to why that rate is appropriate; GHG-05 assumes targets of 230,00 therms to be avoided by 2026, again with no evidence as to why that

target is appropriate. Another significant example is GHG-01 which assumes reductions from carbon farming with little to no explanation as to why those assumptions are correct.

The Sacramento Metropolitan Air District pointed out the weaknesses in the assumed savings tied to GHG-01 carbon farming when they commented on the Draft CAP:

> Comments on Section 2.1, Community Greenhouse Gas Reduction Measures GHG-01: Carbon Farming (p.8) **The County is relying on this measure to deliver nearly 50 percent of its reductions, but we have concerns with this measure**. **Soil carbon sequestration is inherently uncertain**: a ton of carbon emissions reduced is permanently avoided, but a ton of carbon sequestered can be released in the future due to land use change, development, changes in soil management practices, or other disturbances. The carbon stored in no-till farms are largely lost again, for example, if the land is tilled again; fallowed land, too, will lose its stored carbon if the land returns to agricultural use. For this strategy to be effective, the County must be able to guarantee permanence – that the agricultural lands will not be developed, and that any adopted farming practices be maintained for decades, if not more. We recommend agricultural easements, preserves, or other permanent mechanism to ensure consistent land use in carbon farming areas. Carbon farming comes with other challenges. The costs of measurement and verification of soil carbon storage can be high; the County should consider who will pay for these costs, and the timeframe over which it will be measured, which, again, leads back to the permanence question. What happens if the land is sold, developed, or the farmer or rancher decides to abandon carbon-farming practices at the end of the measurement period? **As carbon sequestration cannot be guaranteed with certainty to be permanent, and no emissions are being reduced, only removed from the atmosphere (temporarily), this should not count as a carbon reduction strategy without significant changes**. **If this is intended as offsets to help meet the County's carbon neutrality goal, note that the California Air Resources Board requires offsets generally to be permanent, real, verifiable, and quantifiable.** See Letter dated April 9, 2021, at page D-111-112 included in Exhibit D to FD CAP.

The FD CAP also does not include the required economic analysis set forth in the FEIR, nor the resource analysis the Board mandated in December 2020. Finally, the FD CAP does not demonstrate when or how the measures will be funded.

The only monetary information provided in the FD Cap is found in Exhibit G in which there is a chart of the measures, and the following explanation: "This analysis includes a high-level assessment of the administrative costs for the County to implement the measures, considering staff time and resources needed to create policies and enforce actions associated with the measure. The total staff time and resources needed are estimated and reported using a ranking of low ($), medium ($$) or high ($$$)…" This does not constitute an economic analysis as required by the FEIRs It has absolutely no actual dollars associated with it, nor does it consider any cost outside of County staff time.

Exhibit G also does not meet the requirements the Board set forth in December 2020:

> County staff shall evaluate the resources necessary to achieve carbon neutrality by 2030, and the emergency actions required to eliminate emissions by 2030**. Where existing funding or**

resources do not support the level of action required, County staff shall identify gaps and provide recommendations to the County Executive and Board of Supervisors." Emph. Added.

Besides not identifying the costs of the measures, the FD CAP identifies no funding sources to pay for such costs. Nor does the CAP identify the gaps in funding and provide recommendations to the Board. An unfunded mitigation measure cannot possibly reach the projected GHG savings. It is not apparent that any effort was made to include a true analysis of the cost to reach the GHG reductions nor are there any recommendations as to how to fund them. As a result, no potential or expected reductions in GHG emissions from the CAP's measures can be relied upon in determining the County's overall GHG emissions reduction.

The 10-year delayed FD CAP does not meet the requirements of the County's own FEIR or the December 2020 Declaration, and the County has failed in its obligation to mitigate the adverse environmental impacts of its 2010 General Plan.

II. FD CAP Defies the Express Instructions of the Board.

In its December 2020 Declaration, the Board committed the County to

> [B]uilding on existing climate action commitments and **taking (sic) significant steps to sustain and accelerate** short term communitywide carbon elimination **and all efforts and actions necessary to eliminate emissions by 2030,** recognizing that such a goal will only be achieved through **regional collaboration between multiple partners; …..The Communitywide Climate Action Plan shall explain the County's approach to reduce greenhouse gas emissions in order to achieve carbon neutrality by 2030**, building on recommendations and analysis from community partners, and suggested mitigation measures from climate experts, urban and regional planners, community members, and economists. Development and implementation of the plan shall be guided by science, data, best practices, and equity concerns. Emph. Added.

In a direct contradiction of this directive, the FD CAP states:

> The GHG reduction measures contained in Sections 2 and 3 of this CAP will allow for additional reductions to be achieved beyond 4.8 MT CO2e per capita forecast, further outpacing the 6 MT CO2e per capita recommended by CARB. Their associated quantified GHG reductions and carbon sequestration benefits will be essential for putting the County on the a path [sic] to achieving the objectives of the community 2030 carbon neutrality goal, established under the Board of Supervisors approved Climate Emergency Resolution, passed in December 2020. The carbon neutrality goal was passed after significant progress had already been made on climate planning activities for the County to adhere to 2030 Scoping Plan and SB 32. Thus, the County's current approach in this CAP is to maintain momentum and get reductions started sooner rather than later, **while providing flexibility for the CAP to be updated later to meet carbon neutrality objectives. Thus, the County's approach to carbon neutrality by 2030 is to proceed with GHG reduction and carbon sequestration measures under this CAP and then expand regional GHG reduction and carbon sequestration programs as part of an overall comprehensive CAP update. The CAP update will coincide with an anticipated update to the County's 2030 General Plan** and availability of further guidance on

> recommended GHG reduction and carbon sequestration measures for carbon neutrality to be included in updates to the California's Climate Change Scoping Plan and Natural and Working Lands Climate Smart Strategy. Emph. Added. Footnotes omitted.

This language demonstrates that the County is not serious about taking meaningful action to address climate change. It follows the same tactic as the FEIR, delay and waiting by stating that it intends to wait to pursue a goal of 2030 carbon neutrality until the CAP and General Plan update in 2030.

Failing to outline a path to carbon neutrality in the FD CAP is at complete odds with the Board's Climate Emergency Declaration which expressly states the CAP will outline the steps that the County will take to achieve carbon neutrality. The Board made clear that the County intended to take strong action on Climate Change in the CAP, but the FD CAP fails to do so.

County Staff also failed to perform the tasks assigned to them by the Board:

In December 2020 the Board directed:

> County staff shall evaluate the resources necessary to achieve carbon neutrality by 2030, and the emergency actions required to eliminate emissions by 2030. Where existing funding or resources do not support the level of action required, County staff shall identify gaps and provide recommendations to the County Executive and Board of Supervisors.

This work has not been done, nor is there any explanation as to when and how the staff intend to fulfill their obligation to do so.

What the FD CAP proposes as a possible "alternative" in Appendix F is that the Board consider in January 2023 a Climate Emergency Response Plan prepared by a Climate Emergency Task Force composed of community volunteers. Yet, this is not an "alternative" since the formation of the Task Force is already required under the December 2020 Resolution. So, this "alternative" would have a report prepared two years after the Emergency Declaration by a volunteer board with follow up thereafter.

This contradicts the clear directive of the Board when it said the CAP was to be the roadmap for carbon neutrality and that County staff was to evaluate the emergency actions needed. It seems unlikely that a panel of volunteer community members will be able to prepare a plan that the staff (and its outside consultant paid well over half a million dollars) have failed to complete.

The alternatives listed in Exhibit F 1.2 are:

-Prohibiting issuance of business licenses to companies that provide fuels, equipment, and services that result in the combustion of fossil fuels.

- Adopting an ordinance that requires all existing residential and non-residential buildings to undergo retrofitting to eliminate natural gas consumption when the property is sold to another party (point-of-sale).

-Modified versions of the measures described in section F.2 of this appendix that would allow the measures to become feasible for implementation by the County.

-Implementing toll roads on major County thoroughfares with congestion pricing to reduce GHG emissions from VMT associated with daily commuting.

- Issue a moratorium on new building permits if Countywide emissions are exceeding 2.0 MTCO2e per capita in 2026. This is based on the projection shown in Table 4.2-1 illustrating a linear drawdown of community GHG emissions from an observed baseline of 8.4 MTCO2e in 2015 to a carbon neutral level of 0 MTCO2e per capita in 2030.

These are serious ideas that might result in meaningful GHG reductions. Why weren't these alternatives discussed in depth with any stakeholder groups? Why weren't experts consulted on their feasibility? Why didn't the staff include these in the CAP itself rather than saying a volunteer group of individuals would do the analysis and come up with a plan? Even if the Board adopts this alternative, it is questionable as to whether anything will come to fruition in a timely manner. The section appears to be hollow words included in an attempt to make it seem like there is a plan to reach carbon neutrality by 2030, when it is nothing of the sort.

The FD CAP simply delays and postpones doing the real work on climate change. This approach is consistent with the fact that the 2010 FEIR promised a CAP one year after it was adopted—and here we are 10 years later with that commitment still unfulfilled. The FD CAP once again simply kicks dealing with climate change down the road in favor of continued sprawl development.

If the County accepts the FD CAP or adopts this alternative as is, it is simply sending the message that it does not intend to follow through on its mitigation plan for the environmental impacts of its General Plan update in 2010 or to mitigate the impacts of its General Plan made in 2011 or its recent commitment to go carbon neutral by 2030.

The CAP must be redrafted based on the goal of carbon neutrality by 2030, consistent with directives issued by the Board in December 2020 and include the evaluation the Board mandated in December 2020.

III. The CAP Does Not Provide Substantial Evidence the Measures will Result in GHG Emission Reductions

Under 14 CCR § 15183.5 (B) (1)(B) the plan must: "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…" Emph. Added.

This requirement is also discussed by the OPR guidelines:

> Feasibility and Enforceability CEQA Guidelines sections 15168(b)(4) and 15168(c)(3) recognize that programmatic documents like a general plan or CAP provide an opportunity to develop mitigation plans that will apply on a project-specific basis. As a result, a CAP needs to include measures that will achieve the reduction target**. How the plan achieves those targets, whether through mandatory or a mix of voluntary and mandatory measures, is up to the lead agency, so long as substantial evidence supports the conclusion. When addressing greenhouse gas emissions, like all other technical analysis, the methodology and calculations should be transparent and replicable with**

> **the goal of providing substantial evidence supporting the assumptions, analysis and conclusions. Measures should also be real and verifiable, through either full enforceability or through substantial evidence in the record supporting an agency's conclusion that mitigation will be effective.** A number of published court cases address the need for feasible and enforceable emission reduction measures. (Id. at p. 94).

The mitigation measures in the FD CAP are vague and weak. For example, the County relies on GHG-01 for 50% of its projected reductions. This measure proposes carbon farming will substantially reduce GHG substantially but fails to describe how this will occur. Rather, the proposal is simply that the County will educate farmers about existing resources and somehow this will spontaneously result in the farmers converting over 200,000 acres to carbon farming practices within 9 years as if by magic. This is an example of the lack of evidence in the FD CAP that the proposed reductions will actually materialize. There are no details about the outreach nor is there a discussion of the costs of converting this acreage and impact of the cost on farmers, and whether the conversion will be permanent (which it must be to count the emission reductions).

The Sacramento Metropolitan Air Quality District (Sac Metro Air) recognized this fallacy in the letter it wrote in April about the proposed measure:

> These caveats aside, this measure contains only light actions such as providing education on co-benefits and available resources and is generally lacking in detail. It seems unlikely that without more robust actions – such as direct incentives or prescriptive regulation from the County – that a sufficient scale of farmer participation will be mobilized to achieve the quantity of carbon sequestration currently envisioned. We recommend the County consider augmenting this measure with more direct strategies, such as financial incentives, policies, and ordinances to minimize or eliminate farmland conversion from land use development, and strategies to expand compost use. Farmers and other stakeholders will likely need financial mechanisms to provide compensation for any losses, should any change in practice (e.g., organic composting) result in a decline in yield. This type of insurance can help assuage any hesitancy stakeholders may feel about the risks of adopting new practices. The County should also develop **interim targets** for carbon farming acreages, as well as contingency strategies should participation in carbon farming practices remain low.

The majority of the measures lack any substance and fall far short of the required substantial evidence; there is virtually no evidence in these measures they will result in GHG reductions.

As Sac Metro stated in its April letter:

> While many of the draft CAP's measures can effectively reduce GHGs, the implementation strategies lack detail and instead focus on soft actions such as education, outreach, and promotion. **Most measures do not have concrete, enforceable requirements, policies, ordinances, or other hard mechanisms necessary to achieve quantifiable reductions.** Moreover, for many measures,

> responsibility and leadership are devolved onto partner organizations and programs. Ultimately, these measures rely upon voluntary actions by the community in response to the County's outreach efforts, but behavior change is extremely difficult and requires considerable investment in marketing, public relations agencies, and advertisements to effectively make an impression amidst the inundation of information that surrounds us…. To fully support its declaration of a climate change emergency, the County should develop mandatory strategies that would help deliver real, ambitious reductions. Emph. Added.

Here are a few more examples of measures for which the County predicts GHG reductions but provides no meaningful description of how these reductions will be achieved or what evidence was used to establish the projected reductions:

Measure	**Proposed GHG Reductions[1]**	**Implementation Plan (VERBATIM)**
GHG-01 Carbon Farming 50% of Proposed Reduction	377,692	Implementation: Develop a program by 2024 that, through targeted outreach, provides carbon sequestration **education** and resources to relevant stakeholders (e.g., farmers, ranchers, and land managers). The **program will focus on educating** stakeholders about the co-benefits of implementing carbon sequestration practices and the variety of financial and technical resources that are currently available to assist farmers and ranchers in implementation. This program may be coordinated with industry groups and non-profits.
GHG-02 Urban Forestry	1,681	Implementation: **Partner with the Sacramento Tree Foundation to use existing** programs such as NeighborWoods and NATURE to increase tree canopy, including in redeveloping areas. Priority planting locations shall be in the County's Environmental Justice Communities identified in the Environmental Justice Element. Ensure that trees required to be planted through the Zoning Code are properly maintained to maximize tree health and ensure longevity to realize the benefits of urban trees. Forge partnerships with community cooperatives to organize tree-planting and maintenance events.
GHG-03URBAN-RURAL AGRICULTURAL CONNECTIONS	Not Quantified	Implementation: **Publish on the County website** a directory of local providers of Community Supported Agriculture and food delivery services. Publish information on local Farm to Fork events such as the annual Farm to Form Festival and County restaurants and farms participating in Farm-to-Fork weeks.
GHG-04INCREASE ENERGY EFFICIENCY AND ELECTRIFICATION OF EXISTING COMMERCIAL/NON-RESIDENTIAL BUILDINGS AND FACILITIES	16,006	Implementation: An outreach program will be developed that **provides education** strategies that enable commercial energy conservation and gas-to-electric conversions in non-residential buildings for space and water heating. Develop online videos targeted toward building owners and tenants that are hosted on the County's website or linked to SMUD and PG&E web interfaces. In addition to education, video tutorials can explain to business owners how to enroll in real time energy use monitoring tools to track energy use compared to historic levels and within the community through the EnergyStar™ Portfolio Manager, or other tools offered by third-party providers.

[1] GHG Reductions (MTCO2e/year) in 2030 per FD CAP at page 8

GHG-09ELECTRIC LANDSCAPING EQUIPMENT	Not Quantified	Implementation: **Create a drop-off point** for fossil-fuel powered landscaping equipment at the North Area Recovery Station Household Hazardous Waste Facility, and other appropriate County-operated facilities
GHG-10 ELECTRIC VEHICLE INFRASTRUCTURE PROGRAM	34,687	Implementation: Install EV chargers throughout the community working with third-party EV installers and operators.
GHG-18: IMPROVED FUEL EFFICIENCY STANDARDS	Not Quantified	Implementation: Include language meeting the intent of this measure into the 2022 update to the Federal and State legislative priorities document.18
GHG-24: INCREASE ORGANIC WASTE DIVERSION	Not Quantified	Implementation: Increase local capacity for composting and processing of organic wastes.
GHG-25: ELECTRIC IRRIGATION PUMPS	2205	Implementation: Modeling assumes that there are approximately 100 fossil fuel powered irrigation pumps operating in Sacramento County. All pumps would be converted to electric pumps with zero emissions under this measure.
GHG-26: SOUTH SACRAMENTO HABITAT CONSERVATION PLAN	Not Quantified	Implementation: The County will calculate the carbon sequestration values associated with acres of land located within the County that are preserved as part of the SSHCP. This information will be added to future updates to the Countywide GHG emissions inventory.
GHG-28: REDUCE OR ELIMINATE EMISSIONS IN AGRICULTURAL EQUIPMENT	Not Quantified	Implementation: Send a formal letter request to SMAQMD recommending an update to Rule 215 Agricultural Permit Requirements (last updated in 2010) to require any diesel powered agricultural off-road equipment to be EPA-rated Tier 4 final models by 2030, as feasible. Participate in SMAQMD workshops associated with updates to rules and regulations pertaining to emissions associated with agricultural equipment. Update County's Federal and State Legislative Priorities report to include seeking federal and State assistance with grants that can be used to incentivize the replacement of gas- and gas- or diesel-powered agricultural equipment with electric or sustainably fueled equivalents. Potential agencies to collaborate with include SMAQMD, SMUD, USDA, CARB, and EPA.
GHG-29: ELECTRIC OR SUSTAINABLY FUELED CONSTRUCTION EQUIPMENT	Not Quantified	Implementation: In the CalGreen ordinance prepared for BOS review under GHG-05, include language that requires submitted documentation for applicable construction projects to include information on the use of electric or sustainably fueled construction equipment under the Innovative Concepts and Local Environmental Conditions provisions contained in Section A4.306.1 of the California Green Building Standards Code (CalGreen).

Four other measures (GHG 13, 14, 16, and 17) identify only possible implementation strategies saying the measures "could" be implemented in a certain manner. The uncertainty and lack of any clear path to implementation renders these meaningless. The measures in the FD CAP regarding electrification are the

most concrete. However, even these provide no kind of path to get to the end goal in the timeframes they propose.

The lack of detailed implementation actions that include concrete, enforceable requirements, policies, ordinances, or other hard mechanisms to achieve quantifiable reductions renders these measures ineffective at reaching the proposed reductions. Thus, the FD CAP simply has nowhere near the required substantial evidence mandated by state law. The County cannot, therefore, rely on the calculated savings from these measures and still has not done what it needed to do to offset the environmental impacts of its 2010 General Plan update much less created a document that should replace environmental review of individual projects.

IV. The FD CAP will cause higher rates of GHG emissions because it paves the way for sprawl development.

Land use management is not listed as one of the greenhouse reduction strategies under Section 2 of the FD CAP. It is universally recognized that land use management and a focus on infill vs sprawling development is a key to reduction of GHG. By not including greenhouse reduction strategies the FD CAP fails to utilize one of the most effective tools to reducing GHG. The California Air Resources Board in a paragraph on Cross-Sector Interactions, clarifies: "more compact development patterns reduce per capita energy demands, while less-compact sprawl increases them."[1]

> Senate Bill 375 requires CARB to develop and set regional targets for greenhouse gas (GHG) emission reductions from passenger vehicles. CARB has set regional targets, indexed to years 2020 and 2035, to help achieve significant additional GHG emission reductions from changed land use patterns and improved transportation in support of the State's climate goals, as well as in support of statewide public health and air quality objectives. Metropolitan planning organizations (MPOs) must prepare a sustainable communities strategy (SCS) that will reduce GHG emissions to achieve these regional targets, if feasible to do so.[2]

Not only does smart growth and infill reduce GHG emissions, it promotes improved public health and air quality, something the County should also prioritize.

Other jurisdictions recognize the key role land use plays in addressing climate change and have made land use management one of their key strategies in their Climate Action Plans: Yolo County, Solano County, and City of San Francisco, among others.

[1] https://ww2.arb.ca.gov/sites/default/files/classic//cc/scopingplan/scoping_plan_2017.pdf, pg 67 [2] https://ww2.arb.ca.gov/our-work/programs/sustainable-communities-program/regional-plantargets#:~:text=CARB%20has%20set%20regional%20targets,health%20and%20air%20quality%20objectives

The City of Sacramento recognizes the key role land use policies play in the reduction of GHG. Its first recommendation under Built Environment is Sustainable Land Use. As stated on page 16 of the Final Report of the Mayors' Commission on Climate Change:

Evidence on land use and driving shows that compact development will reduce the need to drive between 20 and 40 percent, as compared with development on the outer suburban edge with isolated homes, workplaces, and other destinations (according to Growing Cooler authors Reid Ewing, Keith Bartholomew, Steve Winkelman, Jerry Walters, and Don Chen).

> They propose it is realistic to assume a 30 percent cut in VMT with compact development. Making reasonable assumptions about growth rates, the market share of compact development, and the relationship between CO2 reduction and VMT reduction, smart growth could, by itself, reduce total transportation-related CO2 emissions from current trends by 7 to 10 percent as of 2050. This reduction is achievable with land-use changes alone. The authors calculate that shifting 60 percent of new growth to compact patterns would save 85 million metric tons of CO2 annually by 2030.

As a result of recognizing the significance of land use in addressing GHG, the Final Report of the Mayors' Commission on Climate Change recommends at page 24:

> Built Environment Recommendation #1: Sustainable Land Use Support infill growth consistent with the regional Sustainable Communities Strategy to ensure: 90% of the cities' growth is in the established and center/corridor communities and is 90% small-lot and attached homes by 2040.

The County CAP must include the same specific measures regarding land use by the City. This would mean the County would prioritize infill through policies, budget priorities and by saying no to greenfield development. This results in not only GHG reductions, but more affordable housing. In addition, any measures regarding land use, must have specific targets and interim measures.

FD CAP offers up GHG 11 and 23 regarding infill development and potential sprawl. These two measures do nothing to address sprawl. Instead, developers may have to pay a fee or offsets if their project cannot meet the required standards. Some developers already say they are not bound to pay such a fee because it was not part of their Development Agreement with the County (See e.g., Letter from Gregory Thatch, at page D-28-30 of Exhibit D to the FD CAP). Offsets are not acceptable.

The County believes that payment of this fee will somehow reduce overall GHG. It is difficult to imagine how such a small fee would discourage developers from pursing their lucrative projects in greenfield areas. And the money obtained through the payment of these fees would do nothing to offset the GHG created by the VMT increases caused by sprawl development. Notably the amount of "potential" GHG reductions from this measure are not quantified; that is because this proposal will cause an increase in GHG if we simply allow sprawl to occur so long as a "fee" is paid.

The County currently plans on approximately 103,000- dwelling units to be located on greenfield sites. These plans are clearly contrary to efforts to curb GHG emissions resulting from VMT. Housing needs in our area can be met without the sprawl and increased GHG created, should these developments go forward. The County's available infill capacity of 33,000 DU is almost enough to

handle all SACOG-projected housing growth to 2040. The available infill capacity could accommodate SACOG's entire Regional Housing Needs Allocation of 27,200 DU for this decade. And it could easily accommodate more than the 10,000 DU the County has proposed for the GHG-reducing Green Zones, which lie within infill areas.[3]

The County should freeze development on greenfield sites and use existing infill capacity to meet housing needs. Only decisive action will cause sustainable land use policies that will address climate change in our region. At a minimum, the CAP should set a specific commitment to infill development and not offer offsets to cure the problem of sprawl.

If the Board adopts the FD CAP as it is prepared, it will be "business as usual" with the developers in the driver's seat and allowed to drive up GHG emissions for the sake of profit. The proposal in the FD CAP concerning infill allows the sprawl and its accompanying GHG to continue so long as the developers pay a minimal fee. (Measure GHG-23)

Our analysis shows the FD CAP is based on assumptions without evidence, lacks specificity, and has no teeth. It is important to recognize that not only does the County want to use the CAP to meet the requirements of the FEIR, but the County also wants the CAP to be a "plan" document that will streamline development projects. Thus, a weak CAP opens the door to more development since meeting its requirements will be very easy for developers and will enable them to move forward more easily with their planned developments.

The County expressly acknowledges its intent to streamline the approval process in the FD CAP:

> These described components are included in the CAP so that it may serve as the County's qualified "plan for the reduction of GHG emissions," in accordance with criteria identified in Section 15183.5 of the California Environmental Quality Act (CEQA) Guidelines. This would allow the CAP to facilitate streamlining of GHG emissions analyses for individual development projects that comply with the requirements in the CAP by utilizing the CAP Consistency Review Checklist (Appendix I).

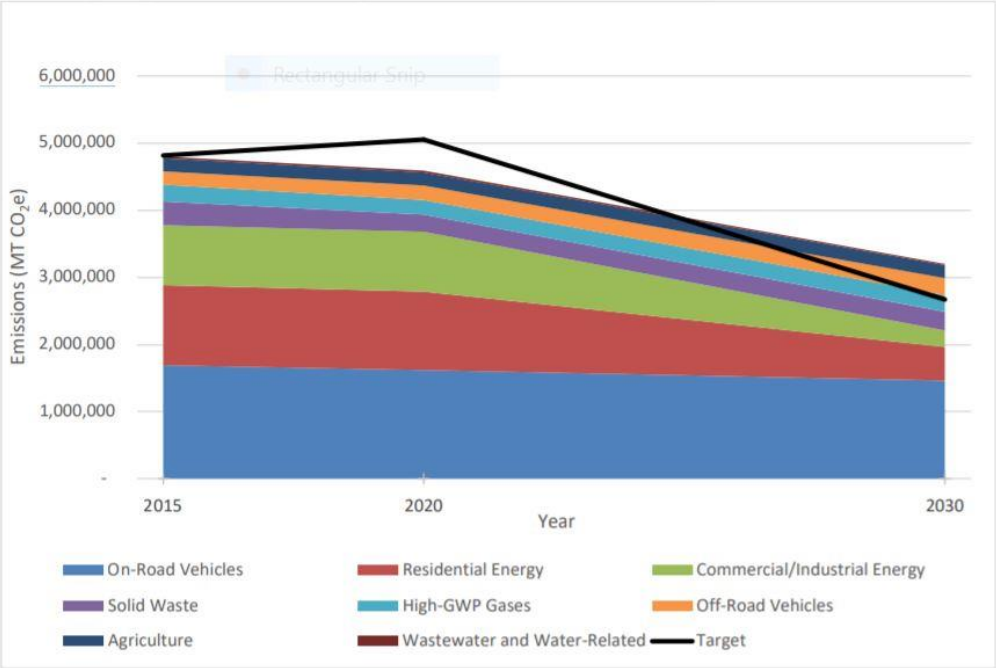
We cannot allow the climate-busting sprawl to continue. The County must have a meaningful CAP to meet the challenge of climate change. The CAP must include measures that will ensure infill development which can provide the affordable housing we need and can help us to provide housing to our homeless population. If we continue to allow a high proportion of greenfield development, not only will GHG worsen, but so will our housing crisis.

V. The CAP Must Include more Specific and Measurable Strategies/Measures to Address GHG Emitted by Vehicles on the Road.

Figure E-7 (found in the final Appendix of FD CAP of the last draft of the CAP) is very telling. It is not clear why it has been left out of the FD CAP, but the information remains accurate. This chart, included below, identifies the sources of GHG starting in 2015 and sets forth the anticipated reductions in each source by 2030. Not surprisingly, on road vehicles are by far the largest source of GHG in 2015. However, the FD CAP shows virtually no reduction in GHG from this source by

2030. This is at the core of what makes the FD CAP so weak. The failure of the CAP to meaningfully address land use and to set forth a comprehensive transportation plan that will take more cars off the road will cause not only a failure to address climate change, but worsening air quality and a negative impact on public health.

Figure 2-3 Sacramento County GHG Proposed Reduction Target



Source: Ascent Environmental 2021.

The CAP must include clear and broad measures to use transportation (both active and shared) to the fullest extent possible in Sacramento County to reduce GHG by taking cars off the road. These measures must be followed up with implementation steps, targets, and methods for monitoring the progress on the measure. In addition, no master plans should be approved until there are meaningful transportation options. Land use and transportation go hand in hand and that is one of many reasons infill makes sense, namely, compact developments near public transportation hubs.

The CAP must include more ambitious and specific strategies and measures to reduce the GHG from vehicles on the road through establishing comprehensive transportation and land use policies that work hand in hand.

[3]

1	Sacramento County 2030 General Plan 2020 Annual Report, ATT 2 - pg. 3. Annual Housing Element Progress Report, Appendix A, Table B Regional Housing Needs
2	Allocation Progress SACOG Green Means Go, Locally Nominated Green Zones, updated 12/4/20
3	SACOG RHNP REGIONAL HOUSING NEEDS PLAN 2013–2021, Executive Summary Table 1 - Allocations - Total and by Income Category, pg. 5
4	SACOG Regional Housing Needs Plan Cycle 6 (2021-2029), Adopted March 2020, pg. ES-3
5	Sacramento County 2030 General Plan 2020 Annual Report, County Growth, Infill, pg. 11

6	SACOG 2020 MTP/SCS, Appendix C: 2020 MTP/SCS Land Use Forecast, pg. 12, Preferred Scenario GROWTH 2016-2040
7	Sacramento County 2030 General Plan 2020 Annual Report, ATT-1,Table 3, Land Use Summary for Approved Growth Areas, pg. 15
8	Sacramento County 2030 General Plan 2020 Annual Report, ATT-1, Table 4 Land Use Summary for Pending Master Plans, pg.15

VI. The CAP Must Include Additional Reduction Targets Beyond 2030.

The FD CAP identifies a target for 2030, with no additional targets beyond 2030. Such an approach does not follow the recommendations of the OPR which points out how setting only one near target can cause inaccurate assessments of the plan. The guidance states:

> **Selecting a single reduction target year does not typically allow an agency to accurately assess the trajectory of the plan.** Given the long-term nature of the effects of climate change, understanding the effects of the plan on long-term emissions reductions is necessary to determine whether the plan will reduce emissions to a less than significant level. Examining the long-term trajectory also allows a lead agency to determine whether the emissions reductions in the plan are sustainable, or will be overtaken by population growth, increased driving, or other shifts in emissions. Take for example, a plan that sets only a near-term target. Such a plan might rely on increasing building energy efficiency to achieve near-term goals. Looking further out, however, might demonstrate that steady increases in vehicle miles traveled will counteract those reductions, and result in an emissions trajectory that increases rather than decreases. Setting targets out to the general plan horizon year or beyond allows a lead agency to consider the full suite of measures that might be necessary to achieve long-term reduction goals. See https://www.opr.ca.gov/docs/OPR_C8_final.pdf at pages 226-227.

VII. The CAP Must Set Target Indicators between Now and 2030.

Section 15183.5(b) (1) (e) states CAPS should, "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." Emphasis Added.

The very few target indicators in Draft #1 CAP are almost all indicators measured in 2030. To monitor progress towards the 2030 goals, specific target indicators should be set for time periods between now and 2030. If there is no monitoring of the progress made between now and 2030, the County will not know whether the measure is effective or if other actions need to be taken to reach the 2030 goal. Section 15183.5 clarifies these interim measures are needed to determine whether the plan needs amendment if it is not achieving specified levels.

VIII. The County Must Do an EIR Prior to Adopting any CAP

The EIR Addendum created along with the FD CAP purportedly meets the requirements for appropriate environmental review of the CAP. The Public was given its first chance to even review this Addendum when the FD CAP was released; it was not part of prior drafts.

There is no dispute the CAP will cause environmental impacts. But the FD CAP takes the position that the Environmental Impact Report (EIR) done in 2011 adequately evaluated and mitigated the impacts of any current CAP. This claims defies logic. How can a document created 10 years ago provide analysis of the current CAP? It did not exist at the time. In addition, climate events have become more significant and stronger action is required than in 2011. This is demonstrated by the Board's December 2020 Emergency Declaration, which also occurred well after the FEIR prepared in 2011.

The Environmental Impact Report is the heart of CEQA. The EIR is the environmental "alarm bell" whose purpose it is to alert the public and its responsible officials to environmental changes before they have reached ecological points of no return. Why would the County want to forego this important and required part of the process? There is no logical or legal basis for doing so. An EIR must be done prior to adopting any proposed CAP.

IX. The County Relies on Uncertain Reductions by SMUD

SMUD has set an ambitious goal of generating 100 percent clean electricity (e.g., solar, wind) by 2030. This is not a mandated goal, and at this time SMUD has no clear plan to reach it. However, in assessing how much GHG emissions would be reduced by regional actions, the FD CAP assumes the goal will be reached. The FD CAP projects a reduction in GHG of 852,975 (MT CO2e) as a result of SMUD's action (See FD CAP section 1.2 at page 4). This reduction is used by the County to significantly reduce the amount of GHG reductions it must realize through the measures in the CAP. There is no reasonable assurance, and no substantial evidence provided, this in fact will occur. Currently, SMUD has not outlined a clear path towards carbon neutrality by 2030, and SMUD recognizes its goal is aspirational. This uncertainty means the FD CAP cannot rely on SMUD's reductions to offset the amount of GHG emissions reductions the County must realize, nor can the County reduce its own efforts based on the belief or hope that SMUD will reach its own goals.

X. The County Must Prioritize the Climate Change Emergency Through Budget Choices

To implement any plan, the County must make a commitment in terms of resources and staff. Although the County stated there would be a person hired to oversee its Climate Plan, a "Climate Czar" of sorts, what appears to be occurring is that a vacancy for the Sustainability Manager is being filled and implementation of the CAP is included in this individual's workload. The County must hire staff whose time is dedicated to implementing the CAP. This position must directly report to the County Executive. This is the model that worked well in Los Angeles. The City of Sacramento has also committed staff to this purpose. The County should too. An additional responsibility of the position is that the Board must be updated at regular intervals no less frequent than every 60 days on progress on any CAP adopted.

The County must allocate its budget to reflect a focus specifically on infill development and understand and remove any hurdles to its occurrence. Only through making these changes can we attempt to reach the GHG reductions that we need to address our emergency and make Sacramento livable for ourselves and future generations.

In conclusion, we urge the County to act boldly and decisively to address climate change in our region and follow the clear directives provided by the Board in its December 2020 Climate Emergency Declaration. Our future and that of our children depend on it. Do not enact the FD CAP as proposed. It does too little, and it may already be too late.

Sincerely,

/s/

Edith Thacher
Chapter Lead, Sacramento Chapter, CCL

/s/

Jill C. Peterson
Local Issues Lead, Sacramento Chapter, CCL

October 8, 2021

To: Todd Smith
Principal Planner, Office of Planning and Environmental Review
Sacramento County
827 7th Street, Room 225
Sacramento, CA 95814

From: North State Building Industry Association
Sacramento Regional Builders Exchange
Plumbing Heating Cooling Contractors Association
Associated Builders and Contractors, Northern California Chapter
Sacramento Association of Realtors

This letter offers comments from the above listed industry trade associations on the Sacramento County Climate Action Plan (CAP) September Draft. We appreciate the opportunity to provide comments on prior CAP drafts, and we would like to state that this letter adds to (and does not supplant) our prior comments on items not specifically listed here.

We appreciate the opportunity to work closely and collaboratively with the county and other stakeholders on this important issue. We continue to urge the county to look at adopting a wide range of mitigation measures as potential alternatives and to allow flexibility for applicants seeking to use the CAP.

The construction industry would ask that applicants be granted the flexibility to demonstrate compliance with the CAP through a combination of the alternatives described in the September Draft or through yet-to-be-defined technologies or options that applicants may wish to present to the county as alternatives after adoption of the CAP in 2021.

As stated in our previous letters, we are pleased that the report recognizes SMUD's substantial work to meet the state's ambitious 2030 GHG reduction goals. The ASCENT report states that no additional mitigation measures are technically necessary to meet the county's proportionate share of the state's 2030 climate action goal because SMUD's already-adopted climate emergency resolution and incentives.

With that fact in mind, we would make the following additional observations on the specific mitigation measures, which are prioritized based on areas of greatest concern.

GHG 06 Electrification of Existing Residential

The industry is deeply concerned that a requirement for point-of-sale electrification is being considered because it will more than likely inhibit the mobility of residents into new housing units and would have a chilling effect on the housing market. This measure would create enormous burdens on families looking to sell a home due to a divorce, a job change or attempting to sell a family home previously owned by a deceased relative. It would also have a disparate impact on poorer households without the means to undertake a costly and time consuming home renovation project. As an alternative, investments in conversions to all electric components should continue to be strongly incentivized financially so that component changes can occur in a timelier fashion (rather than waiting years before conversion) and on a timetable that aligns with the time and priorities of residents.

GHG-07. Energy Efficiency in New Residential

This measure requires a phase out of natural gas by 2023 in buildings of less than 4 stories subject to feasibility and cost effectiveness analysis. We appreciate the fact that feasibility criteria has been added to this mitigation measure. It is our recommendation that the feasibility analysis include considerations of supply chain availability of parts, price of component parts and recognition and consideration of projects where natural gas lines may already be constructed or approved in an architectural master plan or improvement plans. (Please see specific recommendations below). In each of these cases, converting to all-electric infrastructure would be duplicative and/or very costly given the existing investment in actual construction or planning and approvals by the county and applicants.

GHG 11 – VMT

The VMT offset measure states that: Where the target reduction is infeasible for individual projects as determined through the CEQA process, participation in a VMT mitigation program *shall be required* to offset VMT impacts. The language included in this measure could lead to substantial and untenable costs that could make housing infeasible. Recently in San Diego, planners proposed fees of $50,000 to $900,000 per home as a VMT offset, which would render all housing infeasible if adopted. It is our recommendation that this mitigation measure be "encouraged" and not mandated, and that project feasibility be a part of this mitigation measure to guard against unintended consequences and costs.

Thank you for your consideration of our feedback. We look forward to continuing to provide input on the alternatives as they are developed in the coming months.

Proposed Feasibility Criteria for All-Electric Requirement

Residential housing will not be subject to the all-electric requirement when:

1. Grandfathering Clause
    a. New subdivisions or planned unit development have existing natural gas infrastructure that is already substantially built on January 1, 2023
    b. Natural gas infrastructure is assumed for the subdivision, for which architectural master plans have been submitted to the county prior to June 1, 2022.

2. Cost Feasibility
    a. Where a builder or developer can reasonably demonstrate that the cost of providing an all-electric home would add $5,000 to the cost of the component parts above the costs of installing natural gas appliances.

3. Supply Chain Feasibility
    a. Where a builder or developer can reasonably demonstrate that all-electric home parts required for home sale cannot be acquired from a manufacturer within 60 days.

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SACRAMENTO METROPOLITAN
AIR QUALITY
MANAGEMENT DISTRICT

Todd Smith, Principal Planner
Sacramento County Office of Planning and Environmental Review
727 7th Street, Room 225
Sacramento, CA 95814
smithtodd@saccounty.net

Re: Sacramento County Draft Communitywide Climate Action Plan

Mr. Smith,

Sacramento County released the Final Draft Communitywide Climate Action Plan (draft CAP or CAP) for public review on September 7, 2021. The draft CAP represents the County's commitment to implement Mitigation Measures CC-1 and CC-2 of the 2030 General Plan, and to respond to the County's adoption of a Climate Emergency Resolution in December 2020. The draft CAP focuses on reducing greenhouse gas (GHG) emissions from communitywide activities and government operations through a suite of policies, programs and aspirations. The draft CAP also contains a Climate Adaptation Strategy to address vulnerabilities to climate change impacts such as the effects of extreme heat and sea level rise.

The Sacramento Metropolitan Air Quality Management District (Sac Metro Air District) commends the County for undertaking the momentous task of developing a climate action plan, and we are pleased to provide the following comments and suggestions.

General Comments

We commend the County for making multiple improvements and changes in this draft in response to public comments received on the March 2021 draft CAP. In particular, we welcome the County for taking the bold step to require all-electric construction for commercial and non-residential buildings, in alignment with many other California jurisdictions. We also applaud the County in establishing interim target indicators for its measures. We make the following comments in the spirit of encouragement to help the County improve and strengthen its CAP for the protection of the health and safety of all Sacramento County residents, consistent with the stated goals of the Climate Emergency Resolution.

Specific Comments

- **Table 2, Legislation or Regional Policies p4:** Note that the Federal SNAP rule is for reducing high-GWP refrigerants, not ozone-depleting substances.
- **Section 2, Reduced Driving and Alternative Transportation Modes,** p6: This should focus not only on *sustainable* transportation modes but also call out the land use designs and plans that enable people to walk, bike, and use transit, thereby reducing trips. This is not limited to transit-oriented development alone – as is already stated here – but also infill, smart growth, and the use of complete streets designs to create walkable neighborhoods with nearby amenities.

Section 2.1

- **GHG-01, Carbon Farming**
  - **Target indicators and crop acreage:** Please clarify if the target acres for application of carbon farming practices are inclusive or exclusive of each other; e.g. are the acres that will receive compost completely separate from the acres where grazing will be managed, fallowing reduced, and where tilling will be reduced, eliminated, or changed?

    If the croplands receiving these techniques overlap, the County needs to verify that there are no diminishing effects from applications of multiple types of carbon-farming strategies and practices. Please consult scientific literature to understand whether layering multiple carbon-sequestration practices has an additive or multiplicative effect, or if there are diminishing returns on the amount of carbon stored.

    If the croplands receiving these techniques are completely independent of each other, this would assume that carbon-farming practices would be applied to 202,384 acres, or nearly a third of the County's area. According to the Sacramento County Crop and Livestock Report 2019, Sacramento County had about 211,482 acres devoted to field crops, grazing, fruits, vegetables, and nuts in 2019. This is down from 224,673 acres in 2018, according to the same report, and reflects a one-year decline in agricultural acreage of 13,191 acres. This draws the question of whether the County would be able to prevent a smaller loss of agricultural lands in the next 9 years than has occurred in one year. For the carbon farming numbers to hold true, the County would have to limit the loss of agricultural lands to development or other conversion to no more than 9,098 acres to ensure that climate targets can be met. Any conversion of agricultural lands to housing or other land uses, for example, would void previous soil carbon sequestration.

    At the same time, drought, extreme heat, wildfires, and other hazards are driving up operational costs and business risks for farmers, ranchers, and vineyards, and making it much more difficult to make a living in agriculture. The cost of insurance is skyrocketing, risking many farmers, ranchers, and vineyards leaving the industry altogether.[1]

    Thus, the County should adopt policies, programs, incentives, or other measures to support the resilience of the local agricultural industry and guarantee that there will be sufficient agricultural acreage in 2030 to fulfill these carbon farming targets upon which the success of the climate action plan depends. The County should consider adopting complementary policies to reduce the loss of agricultural lands through prioritizing infill development and avoiding all new greenfield development. Moreover, the County should consider providing financial support, assistance, education, and other support for farmers and ranchers to increase their resilience in a climate changed-world, not only to fulfill its carbon farming targets but also to protect agricultural livelihoods and Sacramento County's vibrant agricultural heritage.

[1] July 28, 2021. As wildfires worsen, more California farms are deemed too risky to insure. https://grist.org/agriculture/as-wildfires-worsen-more-california-farms-are-deemed-too-risky-to-insure/

  - **Tracking and verification:** A clear, transparent tracking system is critical to help document carbon sequestration as a result of natural and working land-related measures. The County will need to provide detailed information on how it plans to track and verify application of carbon farming practices, total acreage, and resulting GHG reductions. The tracking system should also clearly document any conversion or other disturbance (e.g., brushfire or wildfire) of land that has received carbon farming practices; the resulting loss in carbon sequestered should be voided from total reductions. The proposed tracking system and its details should be made available for public review and comment to ensure transparency.
  - **Fallback mechanisms:** Due to the inherent uncertainties in GHG-01, ranging from the loss of agricultural lands, to potential land disturbances, to lack of uptake from agricultural stakeholders, we request the County to set mandatory fallback mechanisms and measures that would take effect should the 2026 target indicators for acreages not be realized. These measures should not be limited to the natural and working lands sector, and indeed should encompass mandatory reductions in transportation, energy, high-GWP gases, and other sectors. The establishment of provisional fallback mechanisms and measures should be determined in advanced and provided for public review. Establishing a performance-based mechanism would help to increase the legal defensibility of the County's CAP and ensure it can re-calibrate and course-correct as necessary.
- **GHG-02, Urban Forestry:**
  - Based on the quantification methodology for this measure (Appendix E), the use of the number of new homes as a proxy for new trees seems to imply that the number of trees planted is solely tied to new development and not any additional actions the County itself might take independently. This would appear to suggest that the County is only planning for tree plantings in new development – not in its existing neighborhoods – which, if true, we strongly urge the County to reconsider. Indeed, the quantification methodology's assumptions bely the measure text, which notes that the County will be prioritizing tree plantings in environmental justice communities and organizing additional tree-planting events. If the County is only planning to meet its tree-planting targets through new development, the text should be updated to reflect this. Conversely, if the County plans to initiate and support additional tree-planting in its existing neighborhoods, including its environmental justice communities – the scenario preferred by the District – we urge the County to update its quantification to fully take credit for its efforts.
  - Additionally, we recommend that the County clarify the measure description to note that quantified GHG reductions are based on carbon sequestration by planted trees, not resulting energy savings in the adjacent dwelling.
- **GHG-04, Energy Efficiency and Electrification of Existing Commercial/Non-Residential Buildings,** p10
  - We recommend that the County provide educational materials on energy efficiency and building electrification (including trainings, factsheets, and/or information on available incentives) to businesses as part of routine regulatory processes, such as applying or renewing for licenses or permits and undergoing health and safety inspections. This will

help to ensure that educational information will reach businesses as part of mandatory, routine practices, guaranteeing some amount of attention. The current proposed method, online videos, depend upon their quality, marketing and outreach, and intrinsic viral qualities to reach a large audience, and the cost of production may not pay off in viewer numbers. Consider partnering with BERC (Business Environmental Resource Center) to help distribute information to new and existing businesses.

- **GHG-05, Energy Efficiency and Electrification of New Commercial/Non-Residential Buildings,** p10:
    - The County should re-evaluate the exception for affordable housing on heat pump water heaters based on the current prices for residential natural gas, which increased 13.42% this year.[2] Heat pump water heaters may cost more upfront, but they are more efficient in their lifetime operations. Moreover, they are not more expensive compared to other electric appliances for which there are no exceptions. Heat pump water heaters also reduce emissions of NOx and other air pollutants on site, reducing air pollution exposure for low-income and vulnerable residents.
    - Co-benefit: Please add an additional co-benefit for air quality due to reductions in NOx, PM, and ozone precursors, as a result of reductions in natural gas combustion. Because natural gas appliances combust directly in the home, electrification can help to reduce air pollutants inside the home, benefiting residents, especially children and those with existing respiratory conditions.
- **GHG-06, Energy Efficiency and Electrification of Existing Residential Buildings,** p11:
    - We commend the County for introducing a point-of-sale requirement for the electrification of at least one appliance or the upgrade of electric panels/circuitry. Existing buildings are a sizable source of GHG emissions from natural gas that are unlikely to decrease without further action; moving to electrification is a clear solution as SMUD aims for zero-carbon electricity by 2030. Moreover, sales time is one of the best times to make home retrofits with minimal disruption to daily life; many homeowners already choose to make renovations or repairs prior to selling to increase sales price, while many buyers also make improvements before moving in. Available incentives from SMUD – up to $3,000 – would decrease the cost which are likely to be 1%-3% of a median resale home (which was $350,000 in 2019).

      As all retrofits will be complete before the house goes on the market, this will not add paperwork, delays, or other processes from the perspective of prospective buyers. Furthermore, new buyers will benefit from operational cost savings due to the greater efficiencies of heat pump water heaters, heat pump heaters (furnaces), and induction stoves, saving them money over time. They will also benefit from improved indoor air quality, as natural gas combustion in the home – via stoves, water heaters, and furnaces – generate emissions of NOx, particulate matter, carbon monoxide, sulfur dioxide, and volatile organic compounds such as formaldehydes. Some of these emissions can lead to or exacerbate asthma, while others are known carcinogens or contribute to other serious health conditions; as low-income and disadvantaged communities are generally

[2] Year over year, the average residential natural gas rate in Sacramento increased 13.42 percent, from $13.93 per thousand cubic feet in July 2020 to $15.80 per thousand cubic feet in July 2021. https://naturalgaslocal.com/states/california/sacramento/#ref

more vulnerable to air pollution and their health impacts, electrifying existing buildings would help to support health equity.

- We have concerns about fireplace removal as a qualifying action, however, as the lion's share of natural gas use in the home is due to HVAC and water heating systems; gas fireplace use tends to be minimal.

  We recommend that the measure take a tiered approach to eligible upgrades to account for the amount of fossil fuels reduced from each type of appliance. Appliances that displace a relatively small amount of fossil fuel should be bundled together – thus, if the property owner chooses to replace a fireplace with an electric insert or remove it altogether, they must also choose a second appliance from the less-reductions category, such as an induction cooktop or installation of a 220-volt dryer outlet. If the property owner chooses to electrify an appliance that consumes relatively more fossil fuels, that alone would suffice. We propose the following tiered structure for consideration and discussion:
  - Tier 1 (less reductions – choose 2): Induction cooktops, electric fireplace insert, electric panel and branch circuit upgrades, 220-volt dryer outlet installation, and/or hard-wired Level 2 or higher electric vehicle chargers.
  - Tier 2 (more reductions – choose 1): Heat pump water heaters, heat pump space heaters, rooftop solar, and heat pump pool heaters.
- In addition, marketing and educational information should include all applicable incentives and rebates from SMUD or other utilities.
- The County may also wish to investigate implementing additional methods for the electrification of existing buildings.
  - The end-of-life of appliances is also a good opportunity for electrification, and the County could require that certain new appliances must be electric. This could be enforced at the building permit stage, as permits are required for HVAC and water heater replacement.
  - The County could encourage conversion away from natural gas use through increasing the utility user tax on natural gas sales[3] within unincorporated Sacramento County, potentially using proceeds to assist low-income or affordable property owners to electrify their buildings.

- **GHG-07, Eliminate Fossil Fuel Consumption in New Residential Buildings,** p12:
  - Please specify the start date for the requirement to pre-wire all new residential buildings for building electrification prior to January 1, 2023. We recommend that this start with the adoption of the CAP.
- **GHG-08, Tier 4 Final Construction Equipment,** p13:
  - We consider this measure to be too technology-specific. We recommend the County to recommend the use of electric, hybrid, and sustainably fueled (such as renewable diesel) construction equipment before Tier 4 final construction equipment.
  - We also note that our concerns from the administrative draft have not been fully addressed. We reiterate our comment here:

[3] Sacramento County Code 3.40.080 - Gas User Tax

This measure intends to reduce emissions from diesel-powered construction equipment by requiring EPA-rated Tier 4 final diesel engines in new construction projects, where feasible, and directs project applicants to provide a list of equipment prior to building permits. Because engine technologies and EPA classifications may evolve over time, we caution against constraining the measure to Tier 4 engines. We also recommend that the construction lists be required prior to approval of grading or improvement plans instead of prior to building permits, since grading is usually the most emissive construction activity.

Our concerns could be resolved with the following suggested revisions shown in underline and strikeout:

> "EPA-rated Tier 4 final diesel engines or cleaner required in new construction projects when electric-powered, hybrid, or alternatively fueled construction equipment is infeasible or unavailable. Applicants will include Tier 4 final engines or cleaner in construction lists prior to approval of grading or improvement plans ~~building permits~~."

- **GHG-11**, **Reduce Emissions From New Residential and Office/Business Professional Development Vehicle Miles Traveled,** p14:
  - Please clarify what is included in the "office/business professional development" land use type, as this term lacks specificity. Please clarify if this also includes commercial, retail, entertainment, or industrial land use types.
- **GHG-19, EV Parking Code,** p19:
  - We recommend that GHG-19 align itself with the Tier 2 EV charging requirements outlined in the 2022 edition of CalGreen, rather than the 2019 edition. The 2022 edition of CalGreen is scheduled to take effect on January 1, 2023, the same starting date as many measures in this CAP. Scheduled for adoption in December 2021-January 2022, the draft 2022 CalGreen contains no surprising or dramatic changes; the currently proposed levels can be found here. We recommend that the implementation section refrain from discussing specific target numbers (such as 20%) but instead reference the 2022 CalGreen Tier 2 requirements. As the measure currently calls for Sacramento County to amend its building code and development standards no later than 2023, this is well in alignment with the current timeline. Moreover, this will allow Sacramento County to be current with the latest standards rather than one cycle behind.
- **GHG-22, Connecting Key Destinations,** p20, and Measure TEMP-03, p37:
  - People receive aid and comfort from mosques, temples, synagogues, and gurdwaras, to name just a few examples. We respectfully ask that the County replace all uses of the word church with "religious land uses" to be more inclusive.
- **GHG-23, Incentivize Infill Development,** p21:
  - We support the County in its inclusion of this measure to incentivize infill by leveraging a fee on approved, pending, and future Master Plans, including those listed in Table 4. We recommend including necessary water, sewer, wastewater, and other infrastructure upgrades as an eligible activity to facilitate infill. These costs can be substantial barriers

for proposed new development in older neighborhoods that would trigger required upgrades to wastewater and water infrastructure.
    - The Implementation statement for this measure does not appear to offer any information on implementation details, but rather to be a problem statement instead. The text under Target Indicators does provide implementation details, and bringing some of it into Implementation may make more sense. Furthermore, there does not seem to be any target indicators for this measure; one suggested target indicator would be the number of infill projects that have received assistance from collected infill fees by 2026.
- **GHG-24, Increase Organic Waste Diversion,** p22:
    - This measure is lacking in implementation detail. The County should also consider the Food Recovery Hierarchy Pyramid in diverting landfilled organic waste to ensure that waste is reduced at the source, and that people are fed first before wasted food is composted and recycled. The County should also consider partnering with local partners that have been active in food waste previously, such as SMUD, Sacramento State University, local waste hauling organizations, UC Davis, and other local innovators.
- **GHG-27, Shared Electric Vehicles at Affordable Housing Projects,** p23:
    - This should be focused on not only all new affordable housing sites, but also existing affordable housing sites that currently lack EV car share.
    - In addition to EV car share, electric bike libraries and shared electric bikes should also be available to residents.
- **GHG-28, Reduce or Eliminate Emissions in Agricultural Equipment,** p24:
    - We note that moving to Tier 4 final models for agricultural off-road equipment may not result in GHG reductions, as Tier 4 engines may actually increase fuel use and GHG emissions in order to achieve cleaner exhaust. Air District authority under Rule 215 is also limited to only a small share of total off-road agricultural equipment. Thus, requesting the Air District to update Rule 215 may not be the most effective way for the County to achieve its goals. If the County's aim is to reduce fossil fuel use in off-road agricultural equipment, we recommend pursuing other strategies to increase hybrid, electric, and sustainably fueled engines.
- **GHG-29, Electric or Sustainably Fueled Construction Equipment,** p24:
    - We recommend that the measure description also include sustainably fueled, in addition to electric, to be consistent with the title.
    - We recommend that this measure be combined with GHG-08
- **GOV-FL-01**, **Fleet Conversion Program,** p27:
    - The implementation actions here do not cover all aspects of fleet conversion, only installing EV charging infrastructure. To be consistent with the proposed measure description, the implementation section should be updated to include vehicle purchases and other related actions.
- GOV-BE-04, **Electrification of Existing Buildings,** p29:
    - Please clarify the start date for all new county buildings and major renovations to be all-electric. We recommend January 1, 2023, to be consistent with other building electrification measures in this CAP.
    - This measure could be quantified.

- Water efficiency measures GOV-WA-01, GOV-WA-02, and GOV-WA-03, p30-31
    - As drought is likely to become an increasingly serious climate impact for California, we recommend the County to increase the ambition of its actions for its water policies. Possible actions include a higher target in water use reduction below 2015 levels for all County buildings, demonstration greywater projects, and the replacement of all non-functional grass turf with drought-tolerant, native landscaping. Though the GHG reductions are likely smaller, these actions will be critical for climate resilience.
- **GOV-ST-01, Streetlight Conversion,** p31
    - If the County has not yet done so, we recommend including other opportunities for LED conversion, such as traffic lights, exterior lighting on County buildings, parks, and parking areas.
- **Section 2.3 Carbon Offset Program,** p32
    - Carbon offsets should be real, quantifiable, verified, additional, and permanent (for 100 years). The CAP should require any offset program approved by the County to meet this standard and include appropriate fallback mechanisms should a carbon offset project fail on any of these criteria or generate less emissions than predicted.
    - We recommend the County prioritize projects that deliver local co-benefits, including job development and economic resilience, climate resilience, improved public health and safety outcomes, and enhanced biodiversity and habitat. As these projects are likely to have a higher cost per ton when compared to projects with fewer co-benefits or generated out of state, the County should fully quantify the value of these co-benefits to recognize the total value brought by local offset projects.
- **TEMP-02, Partner with Local Agencies and Utilities on Heat-Related Efforts,** p36
    - We recommend providing a more complete definition of the urban heat island effect (UHIE). It is the additional artificial heat gain in our towns and cities as a result of heat absorbed by roofs, pavements, and other components of the built environment.
    - We recommend providing a more thorough explanation of the benefits of reducing the UHIE – the benefits in this sentence ("Reducing the UHIE results in less reliance on air conditioning, which decreases energy use, susceptibly to heat-borne illness, and exposure to poor air quality") do not result from the reduction in air-conditioning use but rather directly from reduced temperatures. We recommend replacing this sentence with:

        > "Reducing the UHIE provides a range of co-benefits, including lowered risk of heat-related illnesses, heat stroke, and heat-related fatalities; improved air quality through reduced ozone formation; energy savings for building occupants; and greater grid resilience. If urban forestry is part of the strategy, additional benefits include carbon sequestration, stormwater filtration, neighborhood beautification, reduced particulate matter, improved habitat, increased property values, and improvements to mental health and cognitive function."
- **TEMP-03, Educate Residents of Disadvantaged Communities on Heat,** p37:
    - We applaud the County in its desire to communicate to the public on the dangers of heat-related illness, cooling center locations, and practical solutions. We encourage the County to partner with additional partners beyond the National Weather Service in this

goal to better reach underserved communities. Potential partners include community-based organizations, trusted service providers (e.g., Meals on Wheels, social service workers), schools, and other race-, culture-, or language-based community groups serving, for example, the local Black, Latinx, or Vietnamese communities. It is critical also to compensate community partners for their time and work. Beyond outreach materials across various media, the development of informal, in-person networks at the neighborhood level may be most effective at communicating with vulnerable residents.

- The first step in building resilience to extreme heat should be not cooling centers but the development of physical and social resilience and community-building, which is by nature a long-term, continuous process. The County should implement passive resilience strategies for low-income and affordable housing to enable residents to *stay cool at home*. The County should also embed heat-related education and information in its other activities, investments, and partnership work in disadvantaged and vulnerable communities. Research has shown that communities with social public spaces such as parks are more likely to form the social connections and friendships that lead to neighbors checking in on one another during heat waves, which decreases heat deaths.[4] Thus, the County should prioritize in investing in parks, sidewalks, and community organizations in vulnerable, under resourced, and environmental justice communities to build resilience.
- That said, cooling centers remain an important part of emergency response to extreme heat to assist those who are unable to cool at home or those who are unhoused. However, many people resist visiting cooling centers due to the discomfort and boredom of spending hours in a gymnasium, school, or community center with little to do; given the choice, many people prefer the relative freedom and psychological comforts of home, despite its greater dangers. Thus, it is important to improve the attractiveness and welcoming nature of cooling centers. The County should explore the potential of providing activities and programming at community centers, as well as public-private partnerships involving movie theaters, museums, shopping malls, libraries, and other venues. Cooling centers that are not explicitly government-run or institutional but simply attractive places providing a service or leisure activity (that happen to be cool) may be the most effective and reduce stigma for undocumented people. The County should also explore with Sacramento RT the option of providing free public transportation during extreme heat days.
- Finally, many of these strategies can be deployed for wildfire smoke events, provided the facilities have installed MERV-13 or higher air filters or have portable, CARB-certified air cleaners.

- **TEMP-04, Encourage Use/Installation of Cool Roofs, Passive Solar Home Design, Green Roofs, and Rooftop Gardens,** p37
  - We welcome the County's proposal to adopt a mandatory cool roof strategy for new roofs consistent with the 2016 Building Code and want to confirm that the recommendations for a cool roof hold true despite the Sacramento climate zone not being one of the regions recommended for cool roof implementation in the 2016

[4] https://www.wired.com/2016/10/klinenberg-transforming-communities-to-survive-climate-change/

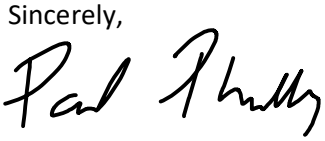
edition of the Building Code. (We hold this recommendation to be overly cautious as the Sacramento region faces increasingly warmer temperatures each summer, and relatively warm winters.)
    - We also recommend cool roofs to become mandatory for retrofits exceeding 50 percent of the total roof area.
    - We recommend adopting the broader term *passive house* design rather than passive solar home design instead. Passive house design broadly aims to minimize building energy use through balanced solar gain (increase heat gain in the winter, and reduced heat gain in the winter), insulation, ventilation, and other features. Passive house designs can support net zero goals as well as climate resilience.
    - The co-benefits should also discuss considerable benefits to public health and increased grid resilience due to peak load reductions. While reduced UHIE can improve local air quality through reduced ozone formation, it will not address air quality impacts from wildfires.
- **TEMP-05, Increase Participation in Sacramento Area Sustainable Business Program,** p38
    - It's unclear why this is in the temperature and extreme heat category. This measure should be expanded in scope to address overall business resilience to all climate hazards, as well as GHG reduction (as is noted in the co-benefit section). The measure could be moved into Section 3.1.6 Prepare for All Threats. BERC could help provide education to businesses on building electrification, business resilience planning, sustainable water use, health impacts of climate change, and other topics to increase the overall sustainability and resilience of the local economy.
- **TEMP-06, Partner with Valley Vision to Expand Business Resiliency Initiative,** p38
    - Similar to the measure above, it is unclear why this is in the temperature and extreme heat category. Suggest moving it to Section 3.1.6.
- **TEMP-08, Increase Parking Lot Shading, Landscaping, and Urban Greening,** p40
    - Tree planting is a critical part of this strategy, and we recommend the County to consider allocating funding to support tree planting, tree maintenance, community gardens, and other green infrastructure in the underserved and disadvantaged communities of Sacramento County, other areas lacking in tree canopy, and other areas facing higher heat exposure, such as in the north county.
- **TEMP-09, Understand Tolerance of Current Crop Mixes to Increased Temperatures,** p41
    - The vulnerability of dairy cows, horses, and other livestock to heat should also be considered as part of this assessment.
- **Section 3.1.2, Prepare for Increased Risk of Wildfire,** p41
    - An additional measure here could consider the adoption of the Wildland-Urban Interface Fire Area Building Standards for new homes built in Moderate or High Fire Hazard Severity Zones (FHSZ) in the Local Responsibility Area, not just Very High FHSZs as is currently required. As demonstrated in recent wildfires, homes built in accordance to the Wildland-Urban Interface Fire Area Building Standards were more likely to survive wildfires intact than homes built without such standards.
- **WATER-02**, **Increase On-Site Greywater and Rainwater Reuse, Stormwater Reuse, and Recycled Water Systems,** p44

  - We recommend that the County also develop incentive programs or other supportive mechanisms to increase the installation of greywater systems for residential and non-residential buildings.
- **FLOOD-05**, **Invest in Pervious Pavements and Landscaping in Developed Areas,** p48
  - We recommend the addition of urban heat island reduction as another co-benefit from increasing pervious pavements and landscaped areas.
- **FLOOD-15**, **Improve Flood Warning and Dissemination,** p52, and ALL-01, **Create a Comprehensive Outreach Strategy,** p54
  - Similar to our comment for TEMP-03, these measures should consider partnering with community-based organizations and trusted service providers to better communicate with under-served and disadvantaged communities, especially undocumented residents. It will be essential to establish a trusted network to provide information on climate hazards in the community's preferred language, through preferred media, and in a timely basis. Translations of key information should be prepared in advance, and interpreters should also be identified in advance of any emergencies.
- **Suggestions for new measures:**
  - **Clean air centers:** Establish clean air centers (similar to cooling centers) to protect vulnerable community members from the impacts of wildfire smoke. Provide additional resources to help protect residents from wildfire smoke, such as helping to provide air cleaners or upgrade air filters for affordable housing sites, schools, community centers, multifamily apartment buildings, and other sites as identified by community members.
  - **Climate resilience protections for outdoor workers**: Provide educational materials, guidance, and reminders to all businesses with outdoor workers, including agricultural enterprises, on California's regulation on extreme heat and heat illness prevention (California Code of Regulations Section 3395) and wildfire smoke (California Code of Regulations Section 5141.1). Make compliance with these regulations part of any routine business inspections, permitting or licensing, checklists, and other communications. Ensure that information on these requirements in plain, simple English, Spanish, and other languages are publicly posted at offices and at any work sites.

We would like to thank Sacramento County for your hard work and dedication in preparing this climate action plan, for your willingness to listen to stakeholders, and for laying the groundwork for ambitious actions needed to achieve climate neutrality by 2030. We appreciate the efforts made to strengthen many of the measures in this CAP in response to public comments. Developing the plan is only the first, and easiest step; next comes all the hard work to realize these commitments. There still remains much to do – not just for Sacramento County but for all California communities – and we look forward to working with the County over the next decade to achieve its 2030 climate neutrality target while building climate resilience, protecting public health and the environment, and supporting the local economy and quality of life.

We appreciate your attention to these comments. If you have any questions, please contact Shelley Jiang at sjiang@airquality.org or (279) 207-1132.

Sincerely,



Paul Philley, AICP
Program Supervisor, CEQA and Land Use Section
Sac Metro Air District

ECOS
ENVIRONMENTAL
COUNCIL
OF SACRAMENTO

Post Office Box 1526 | Sacramento, CA 95812-1526

October 8, 2021

Todd Smith, Principal Planner
Office of Planning and Environmental Review County of Sacramento
700 H Street, Suite 1450, Sacramento, CA 95814

Sent via email to ClimateActionPlan@saccounty.net smithtodd@saccounty.net

RE: Sacramento County Climate Action Plan, Final Draft, September 2021, referred to as "CAP"

Dear Todd,

Thank you for the opportunity to comment. Please consider our comments on the following pages.

Sincerely,

Ralph Propper,
ECOS President

cc: Board of Supervisors via email to BoardClerk@saccounty.net
Ann Edwards, Interim County Executive CountyExecutive@saccounty.net
Leighann Moffitt, Planning Director moffittl@saccounty.net
John Lundgren, Senior Planner lundgrenj@saccounty.net

1) Overview

Having participated on the County's climate action plan (CAP) stakeholder group process since July of 2020 and having commented on CAP drafts in January and April 2021, we hoped the Final Draft, released a month ago, would not disappoint. However, it is disappointing. Here's why:

- The CAP doesn't take on the whole project, that is, getting from 5 million metric tons of carbon dioxide equivalent emissions per year (MTCO2e) to carbon neutrality. Instead it concentrates on the nine years between now to 2030, and over-optimistically depends on reductions from State legislation and regional policies.

- The CAP does not have a transit-oriented infill development strategy, despite the fact that for nearly twenty years, State law has called for the integration of regional land use, housing, transportation, and climate change planning in long range transportation plans in a Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS), as a means to achieve greenhouse gas (GHG) reduction targets, among other benefits.

- The CAP amazingly sets up implementation of large agriculture/ranchland master plan projects as the way to generate funding for infill development, under the heading "GHG-23: Incentivize Infill Development." Transit-oriented infill development should be among the top three or four strategies in the CAP, and not made dependent upon climate-busting sprawl master plan projects.

- Many CAP measures are undetailed and/or unenforceable.

- In the CAP's Appendix F, however, there appears to be an attempt to reckon with the whole challenge. Appendix F strategies, and others, need to be incorporated into the CAP body.

We suggest the CAP be modified. We believe it is counterproductive and unreasonably restrictive to base a climate action plan today on old information and assumptions. Climate scientists have determined that the effects of climate change are happening much faster than expected in 2010/11, when the General Plan EIR was adopted. Therefore:

- The modified CAP should include strategies and measures that may indeed *"entail changes to the underlying assumptions used to prepare the CAP, such as modified land uses or setting targets for GHG reduction that were not identified as part of the Phase 1 Strategy and Framework document and General Plan [environmental impact report] EIR mitigation which served as the basis for preparing this Phase 2 CAP."*[1]

- The modified CAP should incorporate Appendix F strategies, as well as the land use development strategy described below to prioritize infill development and accelerate GHG emissions reductions particularly in the transportation sector.

- For the modified CAP, a California Environmental Quality Act (CEQA) compliant environmental document should be developed so that it provides the public and decisionmakers with adequate information and analyses.

[1] Section F.1, Appendix F, Sacramento County Climate Action Plan, Final Draft Sept 2021

2) How much does the CAP reduce GHG emissions?

The CAP says the combination of reductions from state legislation/regional policies and Sacramento County GHG reduction measures will put "the County on a path toward meeting a 2030 carbon neutrality goal."[2] This is questionable.

Honestly, the numbers are unclear. In the most optimistic scenario, if all reductions are realized, then some amount less than 50 percent of the County's 5M MTCO2e would be reduced by 2030.[3] Emissions continue to grow on the order of 1M by 2030, although the source of growth is not explained. It is not clear the County will be on a path by 2030 but it is certainly true that the harder part will remain to be done.

So that everyone understands the numbers, the CAP should include simple tables like this:

CAP Scenario		M MTCO2e
Starting point	2015 Inventory (Com + Gov)	4.977
Reduction	measure description	x.xxx
Reduction	measure description	x.xxx
Reduction	measure description	x.xxx
Reduction	measure description	x.xxx
Reduction	measure description	x.xxx
Reduction	measure description	x.xxx
Addition	GHG growth / why?	x.xxx
Amount remaining	GHG emissions - Year XXXX	x.xxx

The current CAP amounts to "sticking a toe in the water." It is a half-hearted attempt that depends on State legislative and regional policies to do the heavy lifting.

Only in Appendix F is there any recognition of the scale of change required. But Appendix F strategies and measures have been excluded because they "entail changes to the underlying assumptions used to prepare the CAP, such as modified land uses or setting targets for GHG reduction . . ."

We suggest the CAP be modified to be a complete, detailed, and realistic plan leading to carbon neutrality. The CAP should incorporate new strategies and measures that aim for carbon neutrality in 2030 and as well, provide for the likelihood of many more years before the goal is reached, because of optimism bias and the complexity and scope of the work.

The CAP should be treated like the megaproject that it is. The County should conduct all-hands-on-deck sessions with staff and the community to let everyone know a new way of working and thinking is required. The work should be divided into phases, with interim milestones, and with real cost estimates, unlike Appendix G. The work should be properly staffed, budgeted, funded, and bolstered with contingency plans.

[2] Section 1.3 Greenhouse Gas Reduction Targets for 2030
[3] Five million (4.977) is the total metric tons of CO2 emissions produced in the County, based on the 2015 Inventory, the starting point for the CAP.

3) What about transportation and land use?

The CAP inadequately responds to the largest sector of emissions in the County, On-Road Vehicles, at 1.7M of the entire 4.97M MTCO2e/yr.[4]

Reductions are offset by emissions growth so that after 2030, 88 percent of the emissions from the On-Road Vehicle sector remain to be reduced.

The County's 2011 document said "in 2005, over 40 percent of GHG emissions came from on-road transportation-related energy use. . ."[5] Today, 40 percent is still accurate. This is a very difficult problem and a radically different approach to development must be taken to stop the growth in VMT and related GHG emissions.

Sector	2015 Baseline GHG Emissions (MTCO2e/year)	Reductions from Leg or Regional Policies	Reductions from SacCounty Measures	Total Reductions	Percentage Reduced	Balance after reductions	2030 Forecast GHG Emissions (MTCO2e/year)	Amount remaining
On-Road Vehicles	**1,671,596**	491,758	81,627	573,385	34%	1,098,211	**1,468,071**	**88%**

The CAP recognizes that construction of the large master plan projects are "in locations that contribute to increased VMT and associated greenhouse gas emissions."[6] And yet, incredibly, the CAP makes infill development dependent upon construction of these master plan projects! This is backward.

Infill development in transit areas are more affordable, more serviced in terms of public and private opportunities for jobs, shopping, community meeting. With transit conveniently nearby, the cost of a car, insurance, maintenance, and parking can be avoided.

The CAP should make transit-oriented development (TOD) one of its top strategies. Here's how:

- The CAP should identify infill corridors and nodes along major bus routes and at light rail stations. In these areas, the CAP should call for the development of TOD Specific Plans containing zoning for mixed income and mixed use at high densities, and for incentive funding and fee waivers for development projects.

- The CAP should call for the planning, design, and construction of sewer, water, and other utilities, as well as surface improvements in the public right-of-way such as wider sidewalks and bikeways, to be adequate and accommodating of dense infill development. The CAP should apply Measures GHG-12, 13, 14, 15, 16, 17, 19, 20, 21, 22, and 27 only to TOD Specific Plan areas to radically improve the sense of place and community in these areas, and avoid spreading efforts so thin that they are meaningless.

- The CAP should provide funding for transit improvements, better transit facilities, in TOD Specific Plan areas.

[4] See Section 1.2, Table 1: Sac County GHG emissions by sector; also Table 2; and Section 2 Greenhouse Gas Reduction Strategy
[5] Climate Action Plan Strategy and Framework Document from Nov. 2011, pg. 3
[6] See Section 2 Greenhouse Gas Reduction Strategy Measure GHG-23: Incentivize Infill Development

In an Appendix F scenario, the CAP clearly recognizes the key link between large scale master plan projects and GHG emission production, in the action to be taken if emissions do not drop at the anticipated rate: "Issue a moratorium on new building permits . . ."[7]

So, how should the CAP deal with the master plan projects? We suggest it should commit to a strategy of "Slow-Down Greenfield Development and Respect the Habitat." This strategy would include:

- A commitment to not breach the County's Urban Services Boundary, based on natural conditions including habitat, watersheds, etc.

- A commitment to not ignore the Natomas Basin Habitat Conservation Plan area for endangered species

- A return to a phased approach, that is, building from the core outward, step by step

- A required demonstration of transit service, of adequate water supply, before consideration of development is made.

[7] Appendix F, pg F-2

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October 8, 2021

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RE: Final Draft Sacramento County Climate Action Plan (CAP)

Dear Staff and Supervisors,

The Sierra Club Sacramento Group is taking this opportunity to submit additional commentary on the Final Climate Action Plan (CAP). The CAP fails to satisfy the objectives set by the County's 2011 General Plan Update (GPU) for a climate action plan, and falls dismally short of the County's responsibility to take action in response to the current climate change emergency. Without major changes, the county cannot adopt the CAP based on an addendum to the environmental impact statement of the GPU. Without major changes, reliance on the CAP will have significant adverse environmental impacts, and the CAP and addendum fail to address significant new information, including new information highlighting the urgency of measures to combat climate change, not available when the environmental documentation of the GPU was certified.

We are dismayed to see that many of our previously submitted recommendations for strengthening the CAP through the addition of more specific actions, and timelines as noted in our letters addressing the CAP's administrative draft, dated January 18, 2021, Public Draft dated April 9, 2021, and additional commentary provided on July 2, 2021, were not included in the final version. Those letters are available for your review in the appendix to the current document and we are requesting that further consideration be given to all of the elements that were excluded.

It remains clear that there is a need for identified legislation, changes in county policies, planning protocols, and codes in order to enforce the Climate Action Plan.

The Sacramento Group of the Sierra Club has expressed ongoing concerns regarding land use and conservation, and the importance of addressing the negative climate change effects that will result if there is insufficient support for existing goals in the County General Plan. A better path to to reduce greenhouse gas emissions by managing development and improving carbon sequestration by the protection of valuable undeveloped land is critical.

We are intrigued and support some of the Strategy Options in Appendix F of the document. We are very concerned that they are only listed as possible "strategy options" for the CAP with no clear recommendation for incorporation into the final document. Board direction to staff to refine, augment, and incorporate these items into the CAP is needed. There is urgency to incorporate these measures into the decision-making process as a number of projects are already in the pipeline for evaluation and potential approval; we believe many of these should be more closely evaluated for their negative impacts on carbon production and associated loss of carbon sequestration before proceeding.

We believe that the strongest Strategy Options are the following:

F.1.1 Infill Development Focus includes measures to incentivize infill, provide a funding mechanism, incentives and amendments to the zoning codes, and amendments to language in the CAP. An infill development focus should be included in the CAP before it is adopted—not just listed as an additional option for consideration—but this strategy also needs to be strengthened. The most important economic incentive needed to promote infill development is adoption and implementation of smart growth land use and transportation policies that prevent further leapfrog and urban fringe development. The CAP's failure to include appropriate land use policies as part of the CAP amounts to a failure to incorporate the factors contributing to climate change over which the County has the most control.

F.1.2 Communitywide Carbon Neutrality supports a more immediate transition to carbon neutrality, consistent with the Climate Emergency Response Plan (CERP). It outlines many measures that must be taken, with the suggestion that additional actions should be considered, in order to close the emissions gap to carbon neutral. To be effective the Climate Emergency Task Force needs to be established and act immediately; a delayed process to implement these actions would not accomplish the goals of the CERP.

F.1.3 Carbon Neutral New development would involve a more comprehensive analysis of the effects of proposed projects on GHG production and the loss of the carbon sequestration value of impacted open space. We strongly encourage the Supervisors to establish a carbon neutral development standard which must be met prior to Board approval of a project. This evaluation should be accomplished, along with consideration of other environmental impacts, prior to the submission of a full application for development of lands outside of the UPA or USB.

The section on Carbon Offsets in the CAP lacks any substantial path to how these might be identified and used, and extends the possible mitigation sites to areas outside of our region. We specifically noted, in our prior communications, that carbon offsets must be local – offsets distant to Sacramento County would have little benefit for our area. The development of a feasible plan on how to identify, measure, financially support, and track any carbon offsets is missing from the plan.

Carbon Farming is thoroughly addressed in the letter submitted by the Sacramento Metro Air Quality Management District dated April 9, 2021 and we agree with their concerns and strategy proposals for minimizing or eliminating farmland conversion to development, and maintaining

and enhancing the urban forest. If Carbon Farming is to be seriously considered as an enhanced method of carbon sequestration in the future the specific methods, targets, goals, and methods of monitoring must be outlined in the CAP. We believe that Carbon Farming would not address the immediate need for carbon reduction, could likely be ineffective, with any potential benefits delayed until decades into the future.

We are also concerned about the handling of the following items noted in Appendix F.2 as Measure Options and are noted in italics. We have noted our concerns below each measure.

F.2.29 South Sacramento Habitat Conservation Plan *the County will implement the SSHCP to preserve 6,351 acres of land that would otherwise be developed for urban uses. REASONS FOR DISMISSAL This measure was initially dismissed because it captures the County's existing preservation commitment. Further, the preservation strategy of the SSHCP was intended to maximize the preservation of vernal pool habitat while minimizing edge effects. Following further discussion, this measure was included as Measure GHG-26 in the Final Draft CAP.*

We find it very odd that this would be included in the CAP. The 6,351 acres are hardline preserves to be established by the SSHCP for impacts to vernal pools within the UDA. The bulk of the mitigation for those impacts will occur outside of the UDA, but these areas inside the UDA were "avoided" due to the high-quality vernal pool habitat there. If the SSHCP did not exist, there would likely be MORE "avoidance" inside the UDA because of pushback from the environmental community and stricter permitting on the part of USFWA and the Army Corps in the absence of an HCP.

The 6,351 acres of avoidance is mitigation for CESA and FESA, not GHG. Tens of thousands of acres of development are permitted through the SSHCP and the vast majority of the mitigation will be occurring outside the UDA. Claiming that the 6,351 acres of avoidance somehow is a net positive for GHG reduction for the CAP is COMPLETELY inaccurate. If the 6,351 acres inside the UDA were not avoided, they would need to be mitigated for and the ratio for vernal pool mitigation is 2:1 plus an additional acre for satisfying the Corps compensatory mitigation requirement for no net loss of wetlands, making it functionally a 3:1 ratio for vernal pools, which is three times the amount of venal pool mitigation than one would get if they are "avoided." As well, since that avoided 6,351 acres is also being used as mitigation for the destruction of other vernal resources inside the UDA, it would be accurate to say that 4 times the amount of vernal pool resources would be conserved in perpetuity if that land was developed and not avoided. The reason that it was avoided was because of their importance for the conservation of listed vernal pool species.

Highlighting the 6,351 acres as a positive for the CAP ignores the real reality of the development that necessitated the avoidance of that acreage in the first place. Namely that tens of thousands of acres in the UDA are going to be developed and all of ecosystem services provided by that land will be lost, including carbon sequestration. Highlighting that 6,351 acres is akin to saying: "we are going to lose tens of thousands of acres of excellent carbon sequestration habitat inside the UDA, which we are not going to mitigate for, but we are going to claim that avoiding the destruction of an additional 6,351 is a positive to be highlighted since that could have been developed as well." Beyond the fact that the statement is untrue because of the reasons stated above, what is the county doing to replace the tens of thousands of acres of sequestration habitat that is going to be lost? That 6,351 acres of avoidance, which have been larger in the absence of the SSHCP, is a distraction for the real issue here, which is the

county is allowing for massive losses of carbon sequestration with no mitigations required to replace it.

F.2.30 Preserve Lands Identified in the SSHCP Voluntary Conservation Targets *Prioritize work to ensure that the blue oak woodland and associated habitats conservation goal in the northeast portion of the SSHCP Plan area laid out in the Appendix J "above and beyond" conservation" targets are realized. This will have the benefit of preserving important GHG sequestration resources while also providing protection for the only large remaining connectivity corridor to join the south and the north county in the eastern portion of the county. Sacramento County Climate Action Plan - Appendix F F-13 REASONS FOR DISMISSAL This measure was dismissed from further consideration due to feasibility and cost.*

The county is signatory to and permit holder for the SSHCP. By definition the county is supposed to help implement the SSHCP, which includes the voluntary targets that were dismissed "due to feasibility and cost." So, the county has already agreed to do this. The feasibility and cost excuses are not legitimate because the measure is not requiring additional action on the part of the county, but rather acknowledging what they are already supposed to be doing. And, the voluntary targets are something that the county could legitimately claim as a positive for the CAP, unlike the 6,351 acres in F2.29.

F.2.31 Connected Open Space System *The County will ensure that new development increases connections and removes barriers to open space, and increases green and open spaces including trails, in all new communities, connecting with existing communities through Policies OS-11 and OS-12 of the General Plan Open Space Element and associated implementation measures. REASONS FOR DISMISSAL General Plan Policies OS-11 and OS-12 currently require that the County establish trail connections and linkages within the County and across jurisdictional boundaries that are compatible with existing land uses and seek to establish greenbelts to serve as habitat corridors and community separators. This measure would not provide any enhanced potential for the County to enforce these existing requirements and was dismissed from further consideration.*

The reason to have this in the CAP is an acknowledgement of the importance of wild and agricultural lands for carbon sequestration and the commensurate need to ensure that as mitigation for carbon sequestration loss becomes more of a necessity that it is done in a way that maximizes co-benefits for species and communities.

Other groups, including the Environmental Council of Sacramento, 350 Sacramento, the 350 Electrification team, the Citizens Climate Lobby, and SMAQMD have submitted comments that we support. We incorporate their comments into this letter by reference.

We look forward to seeing significant changes made to this document prior to its adoption. Absent major changes we do not believe it acceptable to adopt the CAP without new or subsequent environmental documentation.

Sincerely,

Barbara Leary, Chairperson

October 8, 2021

To: Sacramento County Long-Range Planning Dept.
Supervisor Phil Serna

From: Muriel Strand, P.E.

Re: Sacramento County Draft Climate Action Plan (CAP)

It is not surprising that the Draft CAP presents short-sighted solutions. The political discussion is mostly stuck between progressives who believe we can graft our fossil fuel lifestyles onto PVs and windmills; and 'conservatives' who fear tomorrow's loss of fossil energy more than they fear increasing and long-term drought and lack of clean water, increasing flooding, deterioration of farming, etc. While replacing fossil fuels with electrical energy from nonrenewable harvesters of renewable energy might be possible for California, it doesn't scale globally and it's not a long-term solution.
https://www.researchgate.net/publication/256048802_Sustainable_Investment_Means_Energy_Independence_From_Fossil_Fuels

Simply replacing fossil fuels with electrical energy from PVs, windmills, and battery storage also does nothing to address the widespread ecological damage caused by what we have been using the fossil fuels for, such as clear-cutting and open-pit mining. So either approach means that there will be climate refugees arriving here and there to join the increasing numbers of homeless.

My attempts to offer a realistic long-term vision in my previous comments in April seem to have been futile. What would civilization look like had humanity never gotten addicted to fossil fuels and the engines, motors, chemicals, etc., that now burden us? A reliable climate solution must be based on—grounded upon—the ecology of our planet, the soil, water, sun, etc. and NOT on the fickle fossil fuels that now support the economic system.

Also widely lacking is any consideration or description of the jobs of the future. The general assumption seems to be that they will be the same jobs as if we continued to use fossil fuels according to ongoing upward trends. Sadly, the Draft CAP also contains no such discussion. With no notion of the actual tasks involved, the future locations of residences, workshops and the products of workshops, plans for various mobility options are unfounded. Moreover, people do not need mobility so much as **access**. That means we need to relocalize, and shrink our supply chains. Again, here is a link to an initial outline of the practicalities of rearranging the built environment in a more humane and durable way:
https://www.researchgate.net/publication/333581837_Is_it_true_that_'Small_Is_Beautiful'

Consistent with this outline is a different notion of what defines a "high-quality" job. While these are generally defined as offering middle-class incomes and security, designing and investing in tools and jobs that are truly practical as well as sustainable offers far greater potential for providing economic security for low-income workers, and climate security for everyone, in a very thrifty way. Traditional crafts and trades such as farming, spinning, weaving, sewing, shoemaking, carpentry, etc., were traditionally all accomplished with manual tools. We can do it again, but only if we decide to.

There's no denying the fact that we all face strong economic headwinds in our transition to ecological equilibrium. In addition to the fact that fossil fuel energy is hundreds of times cheaper than human muscular energy, the USA spends $600 billion/year on fossil fuel subsidies that come from our taxes. I believe that California represents more than our share of that $600 billion/year. So there is already a carbon tax that we don't notice, but we are paying it to the fossil fuel corporations rather than to a transition investment fund. One countermeasure should be to require that all prices be parallel, not just dollars but also embedded kwhr and GHGs. This would help consumers understand much more precisely the implications of their purchases and choose more wisely. Such consumer choices are the most effective way to really move the market, because profit-priority corporations can't be expected to do it for us.

Various other practical measures would be helpful and should be added, including but not limited to:
- mandate 'no net new pavement'
- ban traffic calming measures that narrow the roadway and are hazardous for cyclists
- make composting privies permittable in the building code
- require passive solar and natural thermal building designs for new construction
- require graywater irrigation as standard for new construction and renovation
- require energy conservation retrofits for rental properties
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- add to LAFCOs' responsibilities the assurance of sufficient nearby farmland to feed new real estate developments
- shrink our supply chains in both length and volume
- legalize beaver transfer and reintroduction to help keep winter rains in the high country after it stops snowing
- support bicycle taxis and delivery services
- ban leafblowers: http://motherearthhome.blogspot.com/

Banning all leafblowers is a good way for everyone to practice adapting, because they are really not necessary. If we can't even stop using leafblowers, which many people despise, we deserve to be toast.

One major problem with offsets is that their complexity is an invitation to game the system. Another major problem with them is that some key indicators of progress, such as soil carbon concentrations and other ecological factors, are not amenable to precise quantification. The measure we need is qualitative—what would civilization look like had we never started using engines and motors? Or even fossil fuels at all? Our supply chains would be very different, and no trains or trucks would be needed. Here is another way of envisioning the change in paradigm: https://bio-paradigm.blogspot.com/

A great foundation for envisioning that hypothetical counterfactual civilization is Charles Eisenstein's recent book, "Climate – A New Story." Deeply researched, he describes in detail the many ways that we have used fossil fuels which continue to compromise the planet's ability to buffer climate chaos. He ends the book with a list of 18 key societal/global actions (pp. 273-4, quoted verbatim below) that outline a reliable foundation that would right our earthship.

1. Promote land regeneration as a major new category of philanthropy: fund demonstration projects, connect young farmers to land, and help farms transition to regenerative practices. Provide public funding and government support for this transition as well by shifting agricultural subsidies away from conventional crops.

2. Institute a global moratorium on logging, mining, drilling, and development of all remaining primary forests, wetlands, and other ecosystems.

3. Expand the land protected in wildlife refuges and other reserves. When possible, enlist local and indigenous people n protection efforts to align their livelihood with ecological health.

4. Establish new ocean marine reserves and expend existing ones, with the goal of placing a third to half of all oceans, estuaries, and coastline into no-take/no-drill/no-develop sanctuaries.

5. In the rest of the oceans, establish strict bans on driftnets and bottom trawling

6. Ban disposable plastic bags for retail purchases. Phase out plastic beverage containers in favor of a refillable bottle infrastructure.

7. Reconstitute the World Bank to serve ecological healing rather than development. Start by declaring the amazon and Congo rainforests global treasures, purchasing the external debt of countries where the rainforests grow, and canceling the debt at a rate equivalent to the potential income from now-banned logging, mining, and drilling in those areas.

8. Promote afforestation and reforestation projects globally with an emphasis on ecologically appropriate native species.

9. Establish an “eco-corps” to address youth unemployment and restore ecological health by planting trees building water retention features on public land, deconstructing dams, etc.

10 Change building codes, sanitation codes, and zoning regulations to allow high density development tiny homes composting toilets, aquaculture wastewater treatment, etc. Nullify all land use covenants that prohibit vegetable gardens

11. Reintroduce and protect keystone species such as beavers, wolves, and cougars.

12. Carry out water restoration projects worldwide through water retention landscapes (swales, ponds, check dams, etc.), regenerative grazing and horticulture, and the strategic removal of dams, canals, and levees.

13. Relocalize food the system and promote economic localization generally, first by nullifying free trade treaties and replacing them with “fair trade treaties” that protect local economic sovereignty.

14. Institute a negative-interest financial system through international agreement to impose liquidity fees on bank reserves, along with complementary measures such as Georgist land taxes and other anti-speculative taxes.

15. Apply pollution taxes to make companies internalize the social and ecological costs of toxic waste, radioactive waste, air pollution, and water pollution.

16. Impose a deposit system for most manufactured goods so that manufacturers have an incentive to create durable, repairable products with easily recoverable materials.

17. Turn away from pesticides.

18. Demilitarize society.

Now these wonderful goals are systemic. The local and individual actions most suited to achieving these goals are unfortunately not that obvious. But here, at the grassroots local level, is where we must figure it out. We all have to be creative, critical, and cooperative to succeed.

Thank-you for the opportunity to comment.

October 8, 2021

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13. Relocalize food the system and promote economic localization generally, first by nullifying free trade treaties and replacing them with “fair trade treaties” that protect local economic sovereignty.

14. Institute a negative-interest financial system through international agreement to impose liquidity fees on bank reserves, along with complementary measures such as Georgist land taxes and other anti-speculative taxes.

15. Apply pollution taxes to make companies internalize the social and ecological costs of toxic waste, radioactive waste, air pollution, and water pollution.

16. Impose a deposit system for most manufactured goods so that manufacturers have an incentive to create durable, repairable products with easily recoverable materials.

17. Turn away from pesticides.

18. Demilitarize society.

Now these wonderful goals are systemic. The local and individual actions most suited to achieving these goals are unfortunately not that obvious. But here, at the grassroots local level, is where we must figure it out. We all have to be creative, critical, and cooperative to succeed.

Thank-you for the opportunity to comment.

Sacramento County Carbon Action Plan
September 27, 2021
Comments by Wesley Lum
1437 El Nido Way, Sacramento, CA 95864

General Statement

This is an improvement to the March 8, 2021, Draft Carbon Action Plan. However, the Summary of Comments and County Responses from that Draft does not adequately respond to important questions raised in comment letters. It misses key points, and gives ambiguous answers for points recognized. However, it does provide instructions to read Appendix E for details. Unfortunately, Appendix E raises many questions. Appendix F proposes options that should be included in the CAP.

Most importantly, the CAP's lack of a specific, proactive public involvement process — including education of children in all levels of schools — makes this a hidden activity. This program should have all citizens aware, concerned, and active in the climate lifestyle changes they will be required to live. Lastly, there is no regard for climate needs beyond 2030. These issues will be significant in our daily lives. The future beyond 2030 must be recognized.

The following are specific comments and questions on elements of the Final CAP and its Appendices. Please note I support much of what's included in the CAP and am generally silent on them.

1.2 Baseline and Forecast Greenhouse Gas Emissions

The County CAP believes that by adopting the strategies of national, state, and other regulatory agencies that it can achieve an emissions rate of 4.8 MT CO2e per capita per year. Realistically, much of the mandates and strategies are cutting edge, budget constrained, and politically volatile. These make the payoff from them uncertain. I commend the County for going forward with additional measures. However, I would strongly support including measures from Appendix F.1.1, F.1.2, and F.1.3. Leaving these measures for a later adoption will make it more difficult to achieve the longer term goals of 2050 and beyond.

2 Greenhouse Gas Reduction Strategy

GHG-13: Revise Parking Standards

What incentives or mandates are in-place or can be established for parking standards for existing non-residential land uses and for multi-dwelling residential?

GHG-14: Improved Transit Access

I'm pleased the CAP recognizes the need for various modal infrastructure to safely access transit. I suggest bike infrastructure should not be limited to one-half mile and should be part of the overall Bikeway network.

Also, I hope improvements to reduce transit travel time include consideration of signal timing and override for buses and special lanes on arterials for buses and carpools.

GHG-19: EV parking code

Why target only 20% for multi family and commercial? In the near future auto manufactures will produce mostly Electric Vehicles and by 2035 California regulation requires all new cars and passenger trucks be zero-emission. Parking in these facilities will need to address the higher demand for EV charging and parking.

GHG-22: Connecting Key Destinations

I don't understand what a new development would do to accomplish this measure. Build pedestrian and bike facilities off their property?

2.2 Government Operations reductions

GOV-EC-01: Employee Transportation Program

This should include incentives like secure and safe bike parking as well as locker/ shower facilities.

GOV-EC-03: Employee Shuttle System

Include cooperation and coordination with Sacramento Regional Transit.

GOV-EC-04: Secure Bicycle Storage Facilities

Include locker/shower facilities.

GOV-EC-05: Carpool-at-Work Incentives

Include bikes for official business.

FIRE-04: Coordinate and Improve Emergency Preparedness System

Add training and rehearsal with all appropriate agencies and media.

Add Caltrans, city public works, and law enforcement, unless they are included in CalOES.

FLOOD-04: Coordinate with ….Agencies to Improve Emergency Evacuation … Routes

Add Caltrans, city public works, and law enforcement, unless they are included in CalOES.

4 IMPLEMENTING AND MONITORING STRATEGY

ADD PUBLIC OUTREACH AND EDUCATION THAT INCLUDES SCHOOLS AT ALL LEVELS.

ADD EFFORTS TO ADDRESS CLIMATE POLICIES AND ACTIONS BEYOND 2030

ADD ADDITIONAL TRAINED STAFF AND AN ORGANIZATION RESPONSIBLE FOR CAP

CONDUCT SENSITIVITY ANALYSIS IN ANNUAL REVIEWS TO CONFIRM OR ADJUST PRIORITY OF POLICIES. AND PROGRAMS.

Appendix E

E.2 Forecasts

Where are calculations and assumptions for more telecommuting that results in less auto commutes and office use and more energy for home office use?

GHG-07: How do you justify increased population growth when Calif population is shrinking?

GHG-06: How do you arrive at 30% of existing residential becoming electric by 2030? Where do heat pump water heater (189), space heater (305), electric oven, and Induction cooktop (24) come from?

GHG-10: Where are assumptions for electric (non-gas passenger) vehicle ownership?

Where would new chargers be located? Will any be on streets that have multi-family units that can't provide chargers for indoor parking? Research shows residents of multi-family units have difficulty charging their EVs.

GHG-11: I like what is said in GHG-11, emissions from new residential and office VMT. But if the County allows development outside existing infrastructure this will be VERY difficult and the General Plan will need amending as stated.

GHGs-16 &17: Traffic calming and bike facilities can be effective considering the recent increase in bicycling. Safe streets and safe/secure bike parking facilitates more bike use.

Gov-FI-01 Fleet conversion Program: How do you arrive at replacement of 628 LDAs? That is less than 10% over 15 years. Why couldn't it be greater, especially since climate is so important? Is this contrary to what's stated on page 27?

It is most important to have enough chargers so queues don't form. Calculations on the number of chargers needed per EVs should be used to guide the County's program.

Appendix F

F.1 Strategy options

F.1.1 Infill Development Focus. I STRONGLY SUPPORT THIS OPTION. But, why increase fees for infill units that makes cost for desired development higher. Why not increase fee for development in outer areas?

F.1.2 Communitywide Carbon Neutrality — I SUPPORT ELEMENTS OF THIS PROGRAM AND STRATEGIES, especially the ordinance on retrofitting to eliminate natural gas consumption point-of-sale; modified versions of measures in F.2; and moratorium on new building permits if Countywide emissions exceed 2.0 MTCO2e per capita in 2026.

F.1.3 Carbon Neutral new development. I SUPPORT THIS.

F.2 Measured options

F.2.5 Park-and-Ride Lots. I disagree with the reason for dismissal since the argument uses transit hubs and is limited in thinking for providing destination parking for ride-sharing vehicles.

F.2.6 Improve Bus Infrastructure. I disagree with reasons for dismissal. Bus infrastructure is also the pavement on which the bus travels and is a County responsibility. Major County arterials should be considered for Bus Priority via special lanes and signal timing/preemption. This could also feed the Caltrans ramp metering and HOV facilities.

F.2.9 Drought Tolerant Landscaping. I disagree with reasons for dismissal since the County had this program and participated in costs for converting our existing home landscaping to drought tolerant. The application and inspection was appropriate. The program clearly was an incentive for our decision. The majority of existing homes have lawns that require much more water than drought tolerant landscaping. The typical water use can be 30-60% (depending on climate) for a home. Per year the average size lawn uses as much water as a typical family uses for showers per year.