

## 5. Environmental Analysis

### 5.6 GREENHOUSE GAS EMISSIONS

This section of the Draft Environmental Impact Report (DEIR) evaluates the potential for implementation of the Creekside Specific Plan (Proposed Project) to cumulatively contribute to greenhouse gas (GHG) emissions impacts. Because no single project is large enough to result in a measurable increase in global concentrations of GHG, climate change impacts of a project are considered on a cumulative basis.

This evaluation is based on the methodology recommended by the South Coast Air Quality Management District (South Coast AQMD). GHG emissions modeling was conducted using the California Emissions Estimator Model (CalEEMod), Version 2016.3.2.25 and model outputs are in Appendix C of this DEIR.

#### Terminology

The following are definitions for terms used throughout this section.

- **Greenhouse gases (GHG).** Gases in the atmosphere that absorb infrared light, thereby retaining heat in the atmosphere and contributing to a greenhouse effect.
- **Global warming potential (GWP).** Metric used to describe how much heat a molecule of a greenhouse gas absorbs relative to a molecule of carbon dioxide (CO<sub>2</sub>) over a given period of time (20, 100, and 500 years). CO<sub>2</sub> has a GWP of 1.
- **Carbon dioxide-equivalent (CO<sub>2</sub>e).** The standard unit to measure the amount of greenhouse gases in terms of the amount of CO<sub>2</sub> that would cause the same amount of warming. CO<sub>2</sub>e is based on the GWP ratios between the various GHGs relative to CO<sub>2</sub>.
- **MTCO<sub>2</sub>e.** Metric ton of CO<sub>2</sub>e.
- **MMTCO<sub>2</sub>e.** Million metric tons of CO<sub>2</sub>e.

#### 5.6.1 Environmental Setting

##### 5.6.1.1 GREENHOUSE GASES AND CLIMATE CHANGE

Scientists have concluded that human activities are contributing to global climate change by adding large amounts of heat-trapping gases, known as GHGs, to the atmosphere. The primary source of these GHGs is fossil fuel use. The Intergovernmental Panel on Climate Change (IPCC) has identified four major GHGs—water vapor, carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), and ozone (O<sub>3</sub>)—that are the likely cause of an increase in global average temperatures observed in the 20th and 21st centuries. Other GHGs identified by the IPCC that contribute to global warming to a lesser extent are nitrous oxide (N<sub>2</sub>O), sulfur hexafluoride (SF<sub>6</sub>),

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hydrofluorocarbons, perfluorocarbons, and chlorofluorocarbons (IPCC 2001).<sup>1,2</sup> The major GHGs applicable to the Proposed Project are briefly described.

- **Carbon dioxide (CO<sub>2</sub>)** enters the atmosphere through the burning of fossil fuels (oil, natural gas, and coal), solid waste, trees and wood products, and respiration, and also as a result of other chemical reactions (e.g., manufacture of cement). Carbon dioxide is removed from the atmosphere (sequestered) when it is absorbed by plants as part of the biological carbon cycle.
- **Methane (CH<sub>4</sub>)** is emitted during the production and transport of coal, natural gas, and oil. Methane emissions also result from livestock and other agricultural practices and from the decay of organic waste in landfills and water treatment facilities.
- **Nitrous oxide (N<sub>2</sub>O)** is emitted during agricultural and industrial activities as well as during the combustion of fossil fuels and solid waste.

GHGs are dependent on the lifetime, or persistence, of the gas molecule in the atmosphere. Some GHGs have a stronger greenhouse effect than others. These are referred to as high GWP gases. The GWP of GHG emissions are shown in Table 5.6-1, *GHG Emissions and Their Relative Global Warming Potential Compared to CO<sub>2</sub>*. The GWP is used to convert GHGs to CO<sub>2</sub>-equivalence (CO<sub>2</sub>e) to show the relative potential that different GHGs have to retain infrared radiation in the atmosphere and contribute to the greenhouse effect. For example, under IPCC's Fifth Assessment Report (AR5), GWP values for CH<sub>4</sub>, 10 MT of CH<sub>4</sub> would be equivalent to 280 MT of CO<sub>2</sub>.

**Table 5.6-1 GHG Emissions and Their Relative Global Warming Potential Compared to CO<sub>2</sub>**

GHGs	Carbon Dioxide (CO <sub>2</sub> )	Methane <sup>1</sup> (CH <sub>4</sub> )	Nitrous Oxide (N <sub>2</sub> O)
<b>Second Assessment</b>			
Atmospheric Lifetime (Years)	50 to 200	12 (±3)	120
Global Warming Potential Relative to CO <sub>2</sub> <sup>2</sup>	1	21	310
<b>Fourth Assessment</b>			
Atmospheric Lifetime (Years)	50 to 200	12	114
Global Warming Potential Relative to CO <sub>2</sub> <sup>2</sup>	1	25	298
<b>Fifth Assessment</b>			
Atmospheric Lifetime (Years)	50 to 200	12	121
Global Warming Potential Relative to CO <sub>2</sub> <sup>2</sup>	1	28	265

Source: IPCC 1995; IPCC 2007; IPCC 2013.

<sup>1</sup> The methane GWP includes direct effects and indirect effects due to the production of tropospheric ozone and stratospheric water vapor. The indirect effect due to the production of CO<sub>2</sub> is not included.

<sup>2</sup> Based on 100-year time horizon of the GWP of the air pollutant compared to CO<sub>2</sub>.

<sup>1</sup> Water vapor (H<sub>2</sub>O) is the strongest GHG and the most variable in its phases (vapor, cloud droplets, ice crystals). However, water vapor is not considered a pollutant because it is considered part of the feedback loop rather than a primary cause of change.

<sup>2</sup> Black carbon contributes to climate change both directly, by absorbing sunlight, and indirectly, by depositing on snow (making it melt faster) and by interacting with clouds and affecting cloud formation. Black carbon is the most strongly light-absorbing component of particulate matter (PM) emitted from burning fuels such as coal, diesel, and biomass. Reducing black carbon emissions globally can have immediate economic, climate, and public health benefits. California has been an international leader in reducing emissions of black carbon, with close to 95 percent control expected by 2020 due to existing programs that target reducing PM from diesel engines and burning activities (CARB 2017a). However, state and national GHG inventories do not include black carbon due to ongoing work resolving the precise global warming potential of black carbon. Guidance for CEQA documents does not yet include black carbon.

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#### California's GHG Sources and Relative Contribution

In 2019, the statewide GHG emissions inventory was updated for 2000 to 2017 emissions using the GWPs in IPCC's AR4.<sup>3</sup> Based on these GWPs, California produced 424.10 MMTCO<sub>2</sub>e GHG emissions in 2017. California's transportation sector was the single largest generator of GHG emissions, producing 40.1 percent of the state's total emissions. Industrial sector emissions made up 21.1 percent, and electric power generation made up 14.7 percent of the state's emissions inventory. Other major sectors of GHG emissions include commercial and residential (9.7 percent), agriculture and forestry (7.6 percent) high GWP (4.7 percent), and recycling and waste (2.1 percent) (CARB 2019a).

California's GHG emissions have followed a declining trend since 2007. In 2017, emissions from routine GHG emitting activities statewide were 424 MMTCO<sub>2</sub>e, 5 MMTCO<sub>2</sub>e lower than 2016 levels. This represents an overall decrease of 14 percent since peak levels in 2004 and 7 MMTCO<sub>2</sub>e below the 1990 level and the state's 2020 GHG target. During the 2000 to 2017 period, per capita GHG emissions in California have continued to drop from a peak in 2001 of 14.0 MTCO<sub>2</sub>e per capita to 10.7 MTCO<sub>2</sub>e per capita in 2017, a 24 percent decrease. Overall trends in the inventory also demonstrate that the carbon intensity of California's economy (the amount of carbon pollution per million dollars of gross domestic product (GDP)) is declining, representing a 41 percent decline since the 2001 peak, while the state's GDP has grown 52 percent during this period. For the first time since California started to track GHG emissions, California uses more electricity from zero-GHG sources (hydro, solar, wind, and nuclear energy) (CARB 2019b).

#### Human Influence on Climate Change

For approximately 1,000 years before the Industrial Revolution, the amount of GHGs in the atmosphere remained relatively constant. During the 20th century, however, scientists observed a rapid change in the climate and the quantity of climate change pollutants in the Earth's atmosphere that is attributable to human activities. The amount of CO<sub>2</sub> in the atmosphere has increased by more than 35 percent since preindustrial times and has increased at an average rate of 1.4 parts per million per year since 1960, mainly due to combustion of fossil fuels and deforestation (IPCC 2007). These recent changes in the quantity and concentration of climate change pollutants far exceed the extremes of the ice ages, and the global mean temperature is warming at a rate that cannot be explained by natural causes alone. Human activities are directly altering the chemical composition of the atmosphere through the buildup of climate change pollutants (CAT 2006). In the past, gradual changes in the earth's temperature changed the distribution of species, availability of water, etc. However, human activities are accelerating this process so that environmental impacts associated with climate change no longer occur in a geologic time frame but within a human lifetime (IPCC 2007).

Like the variability in the projections of the expected increase in global surface temperatures, the environmental consequences of gradual changes in the Earth's temperature are hard to predict. Projections of climate change depend heavily upon future human activity. Therefore, climate models are based on different emission scenarios that account for historical trends in emissions and on observations of the climate

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<sup>3</sup> Methodology for determining the statewide GHG inventory is not the same as the methodology used to determine statewide GHG emissions under Assembly Bill 32 (2006).

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record that assess the human influence of the trend and projections for extreme weather events. Climate-change scenarios are affected by varying degrees of uncertainty. For example, there are varying degrees of certainty on the magnitude of the trends for:

- Warmer and fewer cold days and nights over most land areas.
- Warmer and more frequent hot days and nights over most land areas.
- An increase in frequency of warm spells/heat waves over most land areas.
- An increase in frequency of heavy precipitation events (or proportion of total rainfall from heavy falls) over most areas.
- Larger areas affected by drought.
- Intense tropical cyclone activity increases.
- Increased incidence of extreme high sea level (excluding tsunamis).

### Potential Climate Change Impacts for California

Observed changes over the last several decades across the western United States reveal clear signs of climate change. Statewide, average temperatures increased by about 1.7°F from 1895 to 2011, and warming has been greatest in the Sierra Nevada (CCCC 2012). The years from 2014 through 2016 have shown unprecedented temperatures with 2014 being the warmest (OEHHA 2018). By 2050, California is projected to warm by approximately 2.7°F above 2000 averages, a threefold increase in the rate of warming over the last century. By 2100, average temperatures could increase by 4.1 to 8.6°F, depending on emissions levels (CCCC 2012).

In California and western North America, observations of the climate have shown: 1) a trend toward warmer winter and spring temperatures; 2) a smaller fraction of precipitation falling as snow; 3) a decrease in the amount of spring snow accumulation in the lower and middle elevation mountain zones; 4) advanced shift in the timing of snowmelt of 5 to 30 days earlier in the spring; and 5) a similar shift (5 to 30 days earlier) in the timing of spring flower blooms (CAT 2006). Overall, California has become drier over time, with five of the eight years of severe to extreme drought occurring between 2007 and 2016, with unprecedented dry years occurring in 2014 and 2015 (OEHHA 2018). Statewide precipitation has become increasingly variable from year to year, with the driest consecutive four years occurring from 2012 to 2015 (OEHHA 2018). According to the California Climate Action Team—a committee of state agency secretaries and the heads of agencies, boards, and departments, led by the Secretary of the California Environmental Protection Agency—even if actions could be taken to immediately curtail climate change emissions, the potency of emissions that have already built up, their long atmospheric lifetimes (see Table 5.6-1), and the inertia of the Earth’s climate system could produce as much as 0.6°C (1.1°F) of additional warming. Consequently, some impacts from climate change are now considered unavoidable. Global climate change risks to California are shown in Table 5.6-2, *Summary of GHG Emissions Risks to California*, and include impacts to public health, water resources, agriculture, coastal sea level, forest and biological resources, and energy.

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**Table 5.6-2 Summary of GHG Emissions Risks to California**

Impact Category	Potential Risk
Public Health Impacts	Heat waves will be more frequent, hotter, and longer Fewer extremely cold nights Poor air quality made worse Higher temperatures increase ground-level ozone levels
Water Resources Impacts	Decreasing Sierra Nevada snow pack Challenges in securing adequate water supply Potential reduction in hydropower Loss of winter recreation
Agricultural Impacts	Increasing temperature Increasing threats from pests and pathogens Expanded ranges of agricultural weeds Declining productivity Irregular blooms and harvests
Coastal Sea Level Impacts	Accelerated sea level rise Increasing coastal floods Shrinking beaches Worsened impacts on infrastructure
Forest and Biological Resource Impacts	Increased risk and severity of wildfires Lengthening of the wildfire season Movement of forest areas Conversion of forest to grassland Declining forest productivity Increasing threats from pest and pathogens Shifting vegetation and species distribution Altered timing of migration and mating habits Loss of sensitive or slow-moving species
Energy Demand Impacts	Potential reduction in hydropower Increased energy demand

Sources: CEC 2006; CEC 2009; CCCC 2012; CNRA 2014.

**5.6.1.2 REGULATORY BACKGROUND**

This section describes the federal, state, and local regulations applicable to GHG emissions.

**Federal**

The EPA announced on December 7, 2009, that GHG emissions threaten the public health and welfare of the American people and that GHG emissions from on-road vehicles contribute to that threat. The EPA's final findings respond to the 2007 U.S. Supreme Court decision that GHG emissions fit within the Clean Air Act definition of air pollutants. The findings do not in and of themselves impose any emission reduction requirements but allow the EPA to finalize the GHG standards proposed in 2009 for new light-duty vehicles as part of the joint rulemaking with the Department of Transportation (USEPA 2009).

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To regulate GHGs from passenger vehicles, EPA was required to issue an endangerment finding. The finding identifies emissions of six key GHGs—CO<sub>2</sub>, CH<sub>4</sub>, N<sub>2</sub>O, hydrofluorocarbons, perfluorocarbons, and SF<sub>6</sub>—that have been the subject of scrutiny and intense analysis for decades by scientists in the United States and around the world. The first three are applicable to the project's GHG emissions inventory because they constitute the majority of GHG emissions and, per South Coast AQMD guidance, are the GHG emissions that should be evaluated as part of a project's GHG emissions inventory.

#### *US Mandatory Reporting Rule for GHGs (2009)*

In response to the endangerment finding, the EPA issued the Mandatory Reporting of GHG Rule that requires substantial emitters of GHG emissions (large stationary sources, etc.) to report GHG emissions data. Facilities that emit 25,000 MTCO<sub>2e</sub> or more per year are required to submit an annual report.

#### *Update to Corporate Average Fuel Economy Standards (2017 to 2026)*

The federal government issued new Corporate Average Fuel Economy (CAFE) standards in 2012 for model years 2017 to 2025, which required a fleet average of 54.5 miles per gallon in 2025. However, on March 30, 2020, the USEPA finalized an updated CAFE and GHG emissions standards for passenger cars and light trucks and established new standards, covering model years 2021 through 2026, known as The Safer Affordable Fuel Efficient (SAFE) Vehicles Final Rule for Model Years 2021-2026. Under SAFE, the fuel economy standards will increase 1.5 percent per year compared to the 5 percent per year under the CAFE standards established in 2012. However, consortium of automakers and California have agreed on a voluntary framework to reduce emissions that can serve as an alternative path forward for clean vehicle standards nationwide. Automakers who agreed to the framework are Ford, Honda, BMW of North America and Volkswagen Group of America. The framework supports continued annual reductions of vehicle greenhouse gas emissions through the 2026 model year, encourages innovation to accelerate the transition to electric vehicles, and provides industry the certainty needed to make investments and create jobs. This commitment means that the auto companies party to the voluntary agreement will only sell cars in the United States that meet the CAFE standards established in 2012 for model years 2017 to 2025 (CARB 2019c).

#### *EPA Regulation of Stationary Sources under the Clean Air Act (Ongoing)*

Pursuant to its authority under the Clean Air Act, the EPA has been developing regulations for new, large, stationary sources of emissions, such as power plants and refineries. Under former President Obama's 2013 Climate Action Plan, the EPA was directed to develop regulations for existing stationary sources as well. On June 19, 2019, the EPA issued the final Affordable Clean Energy (ACE) rule which became effective on August 19, 2019. The ACE rule was crafted under the direction of President Trump's Energy Independence Executive Order. It officially rescinds the Clean Power Plan rule issued during the Obama Administration and sets emissions guidelines for states in developing plans to limit CO<sub>2</sub> emissions from coal-fired power plants.

### **State**

Current State of California guidance and goals for reductions in GHG emissions are generally embodied in Executive Order S-03-05, Executive Order B-30-15; Assembly Bill (AB) 32; Senate Bill (SB) 32; and SB 375.

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### *Executive Order S-03-05*

Executive Order S-03-05, signed June 1, 2005, set the following GHG reduction targets for the state:

- 2000 levels by 2010
- 1990 levels by 2020
- 80 percent below 1990 levels by 2050

### *Assembly Bill 32, the Global Warming Solutions Act (2006)*

Current State of California guidance and targets for reductions in GHG emissions are generally embodied in AB 32. AB 32 was passed by the California state legislature on August 31, 2006, to place the state on a course toward reducing its contribution of GHG emissions. AB 32 follows the 2020 tier of emissions reduction goals established in Executive Order S-03-05.

### *CARB 2008 Scoping Plan*

The first Scoping Plan was adopted by the California Air Resources Board (CARB) on December 11, 2008. The 2008 Scoping Plan identified that GHG emissions in California are anticipated to be 596 MMTCO<sub>2e</sub> in 2020. In December 2007, CARB approved a 2020 emissions limit of 427 MMTCO<sub>2e</sub> (471 million tons) for the state (CARB 2008). To effectively implement the emissions cap, AB 32 directed CARB to establish a mandatory reporting system to track and monitor GHG emissions levels for large stationary sources that generate more than 25,000 MTCO<sub>2e</sub> per year, prepare a plan demonstrating how the 2020 deadline can be met, and develop appropriate regulations and programs to implement the plan by 2012.

### *First Update to the Scoping Plan*

CARB completed a five-year update to the 2008 Scoping Plan, as required by AB 32. The First Update to the Scoping Plan, adopted May 22, 2014, highlights California's progress toward meeting the near-term 2020 GHG emission reduction goals defined in the 2008 Scoping Plan. As part of the update, CARB recalculated the 1990 GHG emission levels with the updated AR4 GWPs, and the 427 MMTCO<sub>2e</sub> 1990 emissions level and 2020 GHG emissions limit, established in response to AB 32, is slightly higher at 431 MMTCO<sub>2e</sub> (CARB 2014).

As identified in the Update to the Scoping Plan, California is on track to meet the goals of AB 32. However, the update also addresses the state's longer-term GHG goals in a post-2020 element. The post-2020 element provides a high-level view of a long-term strategy for meeting the 2050 GHG goal, including a recommendation for the state to adopt a midterm target. According to the Update to the Scoping Plan, local government reduction targets should chart a reduction trajectory that is consistent with or exceeds the trajectory created by statewide goals (CARB 2014). CARB identified that reducing emissions to 80 percent below 1990 levels will require a fundamental shift to efficient, clean energy in every sector of the economy. Progressing toward California's 2050 climate targets will require significant acceleration of GHG reduction rates. Emissions from 2020 to 2050 will have to decline several times faster than the rate needed to reach the 2020 emissions limit (CARB 2014).

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#### *Executive Order B-30-15*

Executive Order B-30-15, signed April 29, 2015, sets a goal of reducing GHG emissions in the state to 40 percent below 1990 levels by year 2030. Executive Order B-30-15 also directs CARB to update the Scoping Plan to quantify the 2030 GHG reduction goal for the state and requires state agencies to implement measures to meet the interim 2030 goal as well as the long-term goal for 2050 in Executive Order S-03-05. It also requires the Natural Resources Agency to conduct triennial updates of the California adaption strategy, Safeguarding California, in order to ensure climate change is accounted for in state planning and investment decisions.

#### *Senate Bill 32 and Assembly Bill 197*

In September 2016, Governor Brown signed Senate Bill 32 and Assembly Bill 197, making the Executive Order goal for year 2030 into a statewide, mandated legislative target. AB 197 established a joint legislative committee on climate change policies and requires the CARB to prioritize direction emissions reductions rather than the market-based cap-and-trade program for large stationary, mobile, and other sources.

#### *2017 Climate Change Scoping Plan*

Executive Order B-30-15 and SB 32 required CARB to prepare another update to the Scoping Plan to address the 2030 target for the state. On December 24, 2017, CARB approved the 2017 Climate Change Scoping Plan Update, which outlines potential regulations and programs, including strategies consistent with AB 197 requirements, to achieve the 2030 target. The 2017 Scoping Plan establishes a new emissions limit of 260 MMTCO<sub>2e</sub> for the year 2030, which corresponds to a 40 percent decrease in 1990 levels by 2030 (CARB 2017b).

California's climate strategy will require contributions from all sectors of the economy, including enhanced focus on zero- and near-zero emission (ZE/NZE) vehicle technologies; continued investment in renewables such as solar roofs, wind, and other types of distributed generation; greater use of low carbon fuels; integrated land conservation and development strategies; coordinated efforts to reduce emissions of short-lived climate pollutants (methane, black carbon, and fluorinated gases); and an increased focus on integrated land use planning to support livable, transit-connected communities and conserve agricultural and other lands. Requirements for GHG reductions at stationary sources complement local air pollution control efforts by the local air districts to tighten criteria air pollutants and TACs emissions limits on a broad spectrum of industrial sources. Major elements of the 2017 Scoping Plan framework include:

- Implementing and/or increasing the standards of the Mobile Source Strategy, which include increasing ZE buses and trucks;
- Low Carbon Fuel Standard (LCFS), with an increased stringency (18 percent by 2030).
- Implementation of SB 350, which expands the Renewables Portfolio Standard (RPS) to 50 percent RPS and doubles energy efficiency savings by 2030.
- California Sustainable Freight Action Plan, which improves freight system efficiency and utilizes near-zero emissions technology and deployment of ZE trucks.

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- Implementing the Short-Lived Climate Pollutant Strategy, which focuses on reducing methane and hydrofluorocarbon emissions by 40 percent and anthropogenic black carbon emissions by 50 percent by year 2030.
- Post-2020 Cap-and-Trade Program that includes declining caps.
- Continued implementation of SB 375.
- Development of a Natural and Working Lands Action Plan to secure California’s land base as a net carbon sink.

In addition to the statewide strategies listed above, the 2017 Climate Change Scoping Plan also identified local governments as essential partners in achieving the state’s long-term GHG reduction goals and recommended local actions to reduce GHG emissions—for example, statewide targets of no more than 6 MTCO<sub>2e</sub> or less per capita by 2030 and 2 MTCO<sub>2e</sub> or less per capita by 2050. CARB recommends that local governments evaluate and adopt robust and quantitative locally appropriate goals that align with the statewide per capita targets and sustainable development objectives and develop plans to achieve the local goals. The statewide per capita goals were developed by applying the percent reductions necessary to reach the 2030 and 2050 climate goals (i.e., 40 percent and 80 percent, respectively) to the state’s 1990 emissions limit established under AB 32. For CEQA projects, CARB states that lead agencies have discretion to develop evidenced-based numeric thresholds (mass emissions, per capita, or per service population) consistent with the Scoping Plan and the state’s long-term GHG goals. To the degree a project relies on GHG mitigation measures, CARB recommends that lead agencies prioritize on-site design features that reduce emissions, especially from vehicle miles traveled (VMT), and direct investments in GHG reductions within the project’s region that contribute potential air quality, health, and economic co-benefits. Where further project design or regional investments are infeasible or not proven to be effective, CARB recommends mitigating potential GHG impacts through purchasing and retiring carbon credits.

The Scoping Plan scenario is set against what is called the business-as-usual yardstick—that is, what would the GHG emissions look like if the state did nothing at all beyond the policies that are already required and in place to achieve the 2020 limit, as shown in Table 5.6-3, *2017 Climate Change Scoping Plan Emissions Reductions Gap*. It includes the existing renewables requirements, advanced clean cars, the “10 percent” LCFS, and the SB 375 program for more vibrant communities, among others. However, it does not include a range of new policies or measures that have been developed or put into statute over the past two years. Also shown in the table, the known commitments are expected to result in emissions that are 60 MMTCO<sub>2e</sub> above the target in 2030. If the estimated GHG reductions from the known commitments are not realized due to delays in implementation or technology deployment, the post-2020 Cap-and-Trade Program would deliver the additional GHG reductions in the sectors it covers to ensure the 2030 target is achieved.

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**Table 5.6-3 2017 Climate Change Scoping Plan Emissions Reductions Gap**

Modeling Scenario	2030 GHG Emissions MMTCO <sub>2</sub> e
Reference Scenario (Business-as-Usual)	389
With Known Commitments	320
2030 GHG Target	<b>260</b>
Gap to 2030 Target	<b>60</b>

Source: CARB 2017b.

Table 5.6-4, *2017 Climate Change Scoping Plan Emissions Change by Sector*, provides estimated GHG emissions by sector, compared to 1990 levels, and the range of GHG emissions for each sector estimated for 2030.

**Table 5.6-4 2017 Climate Change Scoping Plan Emissions Change by Sector**

Scoping Plan Sector	1990 MMTCO <sub>2</sub> e	2030 Proposed Plan Ranges MMTCO <sub>2</sub> e	% Change from 1990
Agricultural	26	24-25	-8% to -4%
Residential and Commercial	44	38-40	-14% to -9%
Electric Power	108	30-53	-72% to -51%
High GWP	3	8-11	267% to 367%
Industrial	98	83-90	-15% to -8%
Recycling and Waste	7	8-9	14% to 29%
Transportation (including TCU)	152	103-111	-32% to -27%
Net Sink <sup>1</sup>	-7	TBD	TBD
<b>Sub Total</b>	<b>431</b>	<b>294-339</b>	<b>-32% to -21%</b>
Cap-and-Trade Program	NA	24-79	NA
<b>Total</b>	<b>431</b>	<b>260</b>	<b>-40%</b>

Source: CARB 2017b.

Notes: TCU = Transportation, Communications, and Utilities; TBD = To Be Determined.

<sup>1</sup> Work is underway through 2017 to estimate the range of potential sequestration benefits from the natural and working lands sector.

### Senate Bill 375

In 2008, SB 375, the Sustainable Communities and Climate Protection Act, was adopted to connect the GHG emissions reductions targets established in the 2008 Scoping Plan for the transportation sector to local land use decisions that affect travel behavior. Its intent is to reduce GHG emissions from light-duty trucks and automobiles (excludes emissions associated with goods movement) by aligning regional long-range transportation plans, investments, and housing allocations to local land use planning to reduce VMT and vehicle trips. Specifically, SB 375 required CARB to establish GHG emissions reduction targets for each of the 18 metropolitan planning organizations (MPOs). The Southern California Association of Governments (SCAG) is the MPO for the Southern California region, which includes the counties of Los Angeles, Orange, San Bernardino, Riverside, Ventura, and Imperial.

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Pursuant to the recommendations of the Regional Transportation Advisory Committee, CARB adopted per capita reduction targets for each of the MPOs rather than a total magnitude reduction target. SCAG's targets are an 8 percent per capita reduction from 2005 GHG emission levels by 2020 and a 13 percent per capita reduction from 2005 GHG emission levels by 2035 (CARB 2010). The 2020 targets are smaller than the 2035 targets because a significant portion of the built environment in 2020 has been defined by decisions that have already been made. In general, the 2020 scenarios reflect that more time is needed for large land use and transportation infrastructure changes. Most of the reductions in the interim are anticipated to come from improving the efficiency of the region's transportation network. The targets would result in 3 MMTCO<sub>2e</sub> of reductions by 2020 and 15 MMTCO<sub>2e</sub> of reductions by 2035. Based on these reductions, the passenger vehicle target in CARB's Scoping Plan (for AB 32) would be met (CARB 2010).

#### *2017 Update to the SB 375 Targets*

CARB is required to update the targets for the MPOs every eight years. The latest targets were approved by CARB on March 22, 2018. All SCSs adopted after October 1, 2018 are subject to these new targets. The updated targets consider the need to further reduce VMT, as identified in the 2017 Scoping Plan Update, while balancing the need for additional and more flexible revenue sources to incentivize positive planning and action toward sustainable communities. Like the 2010 targets, the updated SB 375 targets are in units of percent per capita reduction in GHG emissions from automobiles and light trucks relative to 2005. This excludes reductions anticipated from implementation of state technology and fuels strategies and any potential future state strategies such as statewide road user pricing. The updated targets call for greater per capita GHG emission reductions from SB 375 than the 2010 targets, which for 2035, translate into proposed targets that either match or exceed the emission reduction levels in the MPOs' SCSs adopted before October 1, 2018. CARB staff's recommended targets would result in an additional reduction of over 8 MMTCO<sub>2e</sub> in 2035 compared to the 2010 targets. For the next round of SCS updates, CARB's updated targets for the SCAG region are an 8 percent per capita GHG reduction in 2020 from 2005 levels (unchanged from the 2010 target) and a 19 percent per capita GHG reduction in 2035 from 2005 levels (compared to the 2010 target of 13 percent) (CARB 2018).

#### *SCAG's RTP/SCS*

SB 375 requires each MPO to prepare an SCS in their regional transportation plan. For the SCAG region, the 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) was adopted on April 7, 2016, and is an update to the 2012 RTP/SCS (SCAG 2016). SCAG released the 2020-2045 RTP/SCS (Connect SoCal) on November 7, 2019 (SCAG 2019). On May 7, 2020, SCAG adopted Connect SoCal for the limited purpose of federal transportation conformity and will consider full adoption within 120 days (SCAG 2020b). In general, the SCS outlines a development pattern for the region, which, when integrated with the transportation network and other transportation measures and policies, would reduce vehicle miles traveled (VMT) from automobiles and light duty trucks and thereby reduce GHG emissions from these sources.

The 2016-2040 RTP/SCS projects that the SCAG region will meet or exceed the passenger per capita targets set in 2010 by CARB. It is projected that VMT per capita in the region for year 2040 would be reduced by 7.4 percent with implementation of the 2016-2040 RTP/SCS compared to a no-plan year 2040 scenario. Under

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the 2016-2040 RTP/SCS, SCAG anticipates lowering GHG emissions 8 percent below 2005 levels by 2020, 18 percent by 2035, and 21 percent by 2040. The 18 percent reduction by 2035 over 2005 levels represents a 2 percent increase in reduction compared to the 2012 RTP/SCS projection. Overall, the SCS is meant to provide growth strategies that will achieve the aforementioned regional GHG emissions reduction targets. Land use strategies to achieve the region's targets include planning for new growth around high quality transit areas and livable corridors and creating neighborhood mobility areas to integrate land use and transportation and plan for more active lifestyles (SCAG 2016). However, the SCS does not require that local general plans, specific plans, or zoning be consistent with the SCS; instead, it provides incentives to governments and developers for consistency.

Connect SoCal focuses on the continued efforts of the previous RTP/SCSs to integrate transportation and land uses strategies in development of the SCAG region through horizon year 2045 (SCAG 2020a). Connect SoCal forecasts that the SCAG region will meet its GHG per capita reduction targets of 8 percent by 2020 and 19 percent by 2035. Additionally, Connect SoCal also forecasts that implementation of the plan will reduce VMT per capita in year 2045 by 5 percent compared to baseline conditions for that year. Connect SoCal includes a "Core Vision" that centers on maintaining and better managing the transportation network for moving people and goods while expanding mobility choices by locating housing, jobs, and transit closer together, and increasing investments in transit and complete streets (SCAG 2020a).

#### *Transportation Sector Specific Regulations*

##### *Assembly Bill 1493*

California vehicle GHG emission standards were enacted under AB 1493 (Pavley I). Pavley I is a clean-car standard that reduces GHG emissions from new passenger vehicles (light-duty auto to medium-duty vehicles) from 2009 through 2016 and is anticipated to reduce GHG emissions from new passenger vehicles by 30 percent in 2016. California implements the Pavley I standards through a waiver granted to California by the EPA. In 2012, the EPA issued a Final Rulemaking that sets even more stringent fuel economy and GHG emissions standards for model years 2017 through 2025 light-duty vehicles (see also the discussion on the update to the Corporate Average Fuel Economy standards under *Federal Laws*, above). In January 2012, CARB approved the Advanced Clean Cars program (formerly known as Pavley II) for model years 2017 through 2025. The program combines the control of smog, soot, and global warming gases with requirements for greater numbers of ZE vehicles into a single package of standards. Under California's Advanced Clean Car program, by 2025 new automobiles will emit 34 percent less global warming gases and 75 percent less smog-forming emissions.

##### *Executive Order S-01-07*

On January 18, 2007, the state set a new LCFS for transportation fuels sold in the state. Executive Order S-01-07 sets a declining standard for GHG emissions measured in CO<sub>2e</sub> gram per unit of fuel energy sold in California. The LCFS requires a reduction of 2.5 percent in the carbon intensity of California's transportation fuels by 2015 and a reduction of at least 10 percent by 2020. The standard applies to refiners, blenders, producers, and importers of transportation fuels, and would use market-based mechanisms to allow

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these providers to choose how they reduce emissions during the “fuel cycle” using the most economically feasible methods.

### *Executive Order B-16-2012*

On March 23, 2012, the state identified that CARB, the California Energy Commission (CEC), the Public Utilities Commission, and other relevant agencies worked with the Plug-in Electric Vehicle Collaborative and the California Fuel Cell Partnership to establish benchmarks to accommodate ZE vehicles in major metropolitan areas, including infrastructure to support them (e.g., electric vehicle charging stations). The executive order also directed the number of ZE vehicles in California’s state vehicle fleet to increase through the normal course of fleet replacement so that at least 10 percent of fleet purchases of light-duty vehicles are ZE by 2015 and at least 25 percent by 2020. The executive order also establishes a target for the transportation sector of reducing GHG emissions 80 percent below 1990 levels.

### *Renewables Portfolio – Carbon Neutrality Regulations*

#### *Senate Bills 1078, 107, X1-2, and Executive Order S-14-08*

A major component of California’s Renewable Energy Program is the renewables portfolio standard established under Senate Bills 1078 (Sher) and 107 (Simitian). Under the RPS, certain retail sellers of electricity were required to increase the amount of renewable energy each year by at least 1 percent in order to reach at least 20 percent by December 30, 2010. Executive Order S-14-08, signed in November 2008, expanded the state’s renewable energy standard to 33 percent renewable power by 2020. This standard was adopted by the legislature in 2011 (SB X1-2). Renewable sources of electricity include wind, small hydropower, solar, geothermal, biomass, and biogas. The increase in renewable sources for electricity production will decrease indirect GHG emissions from development projects, because electricity production from renewable sources is generally considered carbon neutral.

#### *Senate Bill 350*

Senate Bill 350 (de Leon) was signed into law September 2015 and establishes tiered increases to the RPS—40 percent by 2024, 45 percent by 2027, and 50 percent by 2030. SB 350 also set a new goal to double the energy-efficiency savings in electricity and natural gas through energy efficiency and conservation measures.

#### *Senate Bill 100*

On September 10, 2018, Governor Brown signed SB 100. Under SB 100, the RPS for public owned facilities and retail sellers consist of 44 percent renewable energy by 2024, 52 percent by 2027, and 60 percent by 2030. Additionally, SB 100 also established a new RPS requirement of 50 percent by 2026. Furthermore, the bill also establishes a state policy that eligible renewable energy resources and zero-carbon resources supply 100 percent of all retail sales of electricity to California end-use customers and 100 percent of electricity procured to serve all state agencies by December 31, 2045. Under the bill, the state cannot increase carbon emissions elsewhere in the western grid or allow resource shuffling to achieve the 100 percent carbon-free electricity target.

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#### *Executive Order B-55-18*

Executive Order B-55-18, signed September 10, 2018, sets a goal “to achieve carbon neutrality as soon as possible, and no later than 2045, and achieve and maintain net negative emissions thereafter.” Executive Order B-55-18 directs CARB to work with relevant state agencies to ensure future Scoping Plans identify and recommend measures to achieve the carbon neutrality goal. The goal of carbon neutrality by 2045 is in addition to other statewide goals, meaning not only should emissions be reduced to 80 percent below 1990 levels by 2050, but that, by no later than 2045, the remaining emissions be offset by equivalent net removals of CO<sub>2</sub>e from the atmosphere, including through sequestration in forests, soils, and other natural landscapes.

#### *Energy Efficiency Regulations*

##### *California Building Code: Building Energy Efficiency Standards*

Energy conservation standards for new residential and non-residential buildings were adopted by the California Energy Resources Conservation and Development Commission (now the CEC) in June 1977 (Title 24, Part 6, of the California Code of Regulations [CCR]). Title 24 requires the design of building shells and building components to conserve energy. The standards are updated periodically to allow for consideration and possible incorporation of new energy efficiency technologies and methods. The 2019 Building Energy Efficiency Standards were adopted on May 9, 2018, and went into effect on January 1, 2020.

The 2019 standards move toward cutting energy use in new homes by more than 50 percent requires installation of solar photovoltaic systems for single-family homes and multifamily buildings of three stories and less. The 2019 standards focus on four key areas: 1) smart residential photovoltaic systems; 2) updated thermal envelope standards (preventing heat transfer from the interior to exterior and vice versa); 3) residential and nonresidential ventilation requirements; 4) and nonresidential lighting requirements (CEC 2018a). Under the 2019 standards, nonresidential buildings are 30 percent more energy efficient compared to the 2016 standards, and single-family homes are 7 percent more energy efficient (CEC 2018b). When accounting for the electricity generated by the solar photovoltaic system, single-family homes would use 53 percent less energy compared to homes built to the 2016 standards (CEC 2018b).

##### *California Building Code: CALGreen*

On July 17, 2008, the California Building Standards Commission adopted the nation’s first green building standards. The California Green Building Standards Code (24 CCR, Part 11, known as “CALGreen”) was adopted as part of the California Building Standards Code. CALGreen established planning and design standards for sustainable site development, energy efficiency (in excess of the California Energy Code requirements), water conservation, material conservation, and internal air contaminants.<sup>4</sup> The mandatory provisions of the California Green Building Code Standards became effective January 1, 2011, and were last updated in 2019. The 2019 CALGreen standards became effective January 1, 2020.

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<sup>4</sup> The green building standards became mandatory in the 2010 edition of the code.

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#### *2006 Appliance Efficiency Regulations*

The 2006 Appliance Efficiency Regulations (20 CCR §§ 1601–1608) were adopted by the CEC on October 11, 2006 and approved by the California Office of Administrative Law on December 14, 2006. The regulations include standards for both federally regulated appliances and non–federally regulated appliances. Though these regulations are now often viewed as “business as usual,” they exceed the standards imposed by all other states, and they reduce GHG emissions by reducing energy demand.

#### *Solid Waste Diversion Regulations*

##### *AB 939 – Integrated Waste Management Act of 1989*

California’s Integrated Waste Management Act of 1989 (AB 939, Public Resources Code §§ 40050 et seq.) set a requirement for cities and counties throughout the state to divert 50 percent of all solid waste from landfills by January 1, 2000, through source reduction, recycling, and composting. In 2008, the requirements were modified to reflect a per capita requirement rather than tonnage. To help achieve this, the act requires that each city and county prepare and submit a source reduction and recycling element. AB 939 also established the goal for all California counties to provide at least 15 years of ongoing landfill capacity.

##### *AB 341*

AB 341 (Chapter 476, Statutes of 2011) increased the statewide goal for waste diversion to 75 percent by 2020 and requires recycling of waste from commercial and multifamily residential land uses. Section 5.408 of the CALGreen also requires that at least 65 percent of the nonhazardous construction and demolition waste from nonresidential construction operations be recycled and/or salvaged for reuse.

##### *AB 1327*

The California Solid Waste Reuse and Recycling Access Act (AB 1327, Public Resources Code §§ 42900 et seq.) requires areas to be set aside for collecting and loading recyclable materials in development projects. The act required the California Integrated Waste Management Board to develop a model ordinance for adoption by any local agency requiring adequate areas for collection and loading of recyclable materials as part of development projects. Local agencies are required to adopt the model or an ordinance of their own.

##### *AB 1826*

In October of 2014, Governor Brown signed AB 1826, requiring businesses to recycle their organic waste on and after April 1, 2016, depending on the amount of waste they generate per week. This law also requires that on and after January 1, 2016, local jurisdictions across the state implement an organic waste recycling program to divert organic waste generated by businesses and multifamily residential dwellings that consist of five or more units. Organic waste means food waste, green waste, landscape and pruning waste, nonhazardous wood waste, and food-soiled paper waste that is mixed in with food waste.

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#### *Water Efficiency Regulations*

##### ***SBX7-7***

The 20x2020 Water Conservation Plan was issued by the Department of Water Resources (DWR) in 2010 pursuant to Senate Bill 7, which was adopted during the 7th Extraordinary Session of 2009–2010 and therefore dubbed “SBX7-7.” SBX7-7 mandated urban water conservation and authorized the DWR to prepare a plan implementing urban water conservation requirements (20x2020 Water Conservation Plan). In addition, it required agricultural water providers to prepare agricultural water management plans, measure water deliveries to customers, and implement other efficiency measures. SBX7-7 requires urban water providers to adopt a water conservation target of 20 percent reduction in urban per capita water use by 2020 compared to 2005 baseline use.

##### ***AB 1881 – Water Conservation in Landscaping Act***

The Water Conservation in Landscaping Act of 2006 (AB 1881) requires local agencies to adopt the updated DWR model ordinance or an equivalent. AB 1881 also requires the CEC to consult with the DWR to adopt, by regulation, performance standards and labeling requirements for landscape irrigation equipment, including irrigation controllers, moisture sensors, emission devices, and valves to reduce the wasteful, uneconomic, inefficient, or unnecessary consumption of energy or water.

#### *Short-Lived Climate Pollutant Reduction Strategy*

##### ***Senate Bill 1383***

On September 19, 2016, the Governor signed SB 1383 to supplement the GHG reduction strategies in the Scoping Plan to consider short-lived climate pollutants, including black carbon and CH<sub>4</sub>. Black carbon is the light-absorbing component of fine particulate matter produced during incomplete combustion of fuels. SB 1383 requires the state board, no later than January 1, 2018, to approve and begin implementing that comprehensive strategy to reduce emissions of short-lived climate pollutants to achieve a reduction in methane by 40 percent, hydrofluorocarbon gases by 40 percent, and anthropogenic black carbon by 50 percent below 2013 levels by 2030, as specified. The bill also establishes targets for reducing organic waste in landfill. On March 14, 2017, CARB adopted the “Final Proposed Short-Lived Climate Pollutant Reduction Strategy,” which identifies the state’s approach to reducing anthropogenic and biogenic sources of short-lived climate pollutants. Anthropogenic sources of black carbon include on- and off-road transportation, residential wood burning, fuel combustion (charbroiling), and industrial processes. According to CARB, ambient levels of black carbon in California are 90 percent lower than in the early 1960s despite the tripling of diesel fuel use (CARB 2017b). In-use on-road rules are expected to reduce black carbon emissions from on-road sources by 80 percent between 2000 and 2020. South Coast AQMD is one of the air districts that requires air pollution control technologies for chain-driven broilers, which reduces particulate emissions from these char broilers by over 80 percent (CARB 2017b). Additionally, South Coast AQMD Rule 445 limits installation of new fireplaces in the SoCAB.

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### 5.6.1.3 EXISTING CONDITIONS

The Project Site includes the former Endevco Corporation manufacturing facility. However, as the building has been vacant, the land use does not currently generate GHG emissions.

### 5.6.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- GHG-1 Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment.
- GHG-2 Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of greenhouse gases.

#### South Coast Air Quality Management District

South Coast AQMD has adopted a significance threshold of 10,000 MTCO<sub>2</sub>e per year for permitted (stationary) sources of GHG emissions for which South Coast AQMD is the designated lead agency. To provide guidance to local lead agencies on determining significance for GHG emissions in their CEQA documents, South Coast AQMD convened a GHG CEQA Significance Threshold Working Group (Working Group). Based on the last Working Group meeting (Meeting No. 15) in September 2010, South Coast AQMD identified a tiered approach for evaluating GHG emissions for development projects where South Coast AQMD is not the lead agency (South Coast AQMD 2010a). This following tiered approach has not been formally adopted by South Coast AQMD.

- **Tier 1.** If a project is exempt from CEQA, project-level and contribution to significant cumulative GHG emissions are less than significant.
- **Tier 2.** If the project complies with a GHG emissions reduction plan or mitigation program that avoids or substantially reduces GHG emissions in the project's geographic area (e.g., city or county), project-level and contribution to significant cumulative GHG emissions are less than significant.
- **Tier 3.** If GHG emissions are less than the screening-level criterion, project-level and contribution to significant cumulative GHG emissions are less than significant.

For projects that are not exempt or where no qualifying GHG reduction plans are directly applicable, South Coast AQMD requires an assessment of GHG emissions. Project-related GHG emissions include on-road transportation, energy use, water use, wastewater generation, solid waste disposal, area sources, off-road emissions, and construction activities. The South Coast AQMD Working Group identified that because construction activities would result in a "one-time" net increase in GHG emissions, construction activities should be amortized into the operational phase GHG emissions inventory based on the service life of a building. For buildings in general, it is reasonable to look at a 30-year time frame, since this is a typical interval before a new building requires the first major renovation. South Coast AQMD identified a

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screening-level threshold of 3,000 MTCO<sub>2</sub>e annually for all land use types. The bright-line screening-level criteria are based on a review of the Governor's Office of Planning and Research database of CEQA projects. Based on their review of 711 CEQA projects, 90 percent of CEQA projects would exceed the bright-line thresholds. Therefore, projects that do not exceed the bright-line threshold would have a nominal, and therefore, less than cumulatively considerable impact on GHG emissions. South Coast AQMD recommends use of the 3,000 MTCO<sub>2</sub>e interim bright-line screening-level criterion for all project types (South Coast AQMD 2010b).

- **Tier 4.** If emissions exceed the screening threshold, a more detailed review of the project's GHG emissions is warranted.<sup>5</sup>

The South Coast AQMD Working Group has identified an efficiency target for projects that exceed the screening threshold of 4.8 MTCO<sub>2</sub>e per year per service population (MTCO<sub>2</sub>e/year/SP) for project-level analyses and 6.6 MTCO<sub>2</sub>e/year/SP for plan level projects (e.g., program-level projects such as general plans) for the year 2020.<sup>6</sup> The per capita efficiency targets are based on the AB 32 GHG reduction target and 2020 GHG emissions inventory prepared for CARB's 2008 Scoping Plan.<sup>7</sup>

For purposes of this analysis, because the City of San Juan Capistrano has not developed its own numeric GHG significance threshold, the South Coast AQMD Working Group's bright-line screening-level criterion of 3,000 MTCO<sub>2</sub>e per year is used as the significance threshold for this project. If the project operation-phase emissions exceed this criterion, GHG emissions would be considered potentially significant in the absence of mitigation measures.

### 5.6.3 Plans, Programs, and Policies

Plans, programs, and policies (PPP), including applicable regulatory requirements and conditions of approval for GHG emissions are identified below.

PPP GHG-1 New buildings are required to achieve the current California Building Energy Efficiency Standards (Title 24, Part 6) and California Green Building Standards Code (CALGreen) (Title 24, Part 11). The 2019 Building Energy Efficiency Standards were effective on January 1, 2020. The Building Energy Efficiency Standards and CALGreen are updated tri-annually with a goal to achieve zero net energy for residential buildings by 2020 and non-residential buildings by 2030. The 2019 Building Energy Efficiency Standards require installation of solar photovoltaic systems for new single-family homes and multifamily buildings of three stories and less (see Section 150.1(c)14).

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<sup>5</sup> South Coast AQMD had identified an efficiency target for projects that exceed the bright-line threshold: a 2020 efficiency target of 4.8 MTCO<sub>2</sub>e per year per service population (MTCO<sub>2</sub>e/year/SP) for project-level analyses and 6.6 MTCO<sub>2</sub>e/year/SP for plan-level projects (e.g., general plans). Service population is generally defined as the sum of residential and employment population of a project. The per capita efficiency targets are based on the AB 32 GHG reduction target and 2020 GHG emissions inventory prepared for CARB's 2008 Scoping Plan.<sup>5</sup>

<sup>6</sup> It should be noted that the Working Group also considered efficiency targets for 2035 for the first time in this Working Group meeting.

<sup>7</sup> South Coast AQMD took the 2020 statewide GHG reduction target for land use only GHG emissions sectors and divided it by the 2020 statewide employment for the land use sectors to derive a per capita GHG efficiency metric that coincides with the GHG reduction targets of AB 32 for year 2020.

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- PPP GHG-2 New one- and two-family dwellings and townhouses with attached private garages are required to adhere to the California Green Building Standards Code (CALGreen) requirement to provide a raceway for a dedicated 208/240-volt branch circuit from the service panel to an enclosure near the charger, service panels capable of receiving a 40-ampere dedicated branch circuit, and space for an overcurrent protective device (CALGreen Section 4.106.4.1).
- PPP GHG-3 New buildings are required to adhere to the California Green Building Standards Code and Water Efficient Landscape Ordinance requirements to increase water efficiency and reduce urban per capita water demand.
- PPP GHG-4 California's Green Building Standards Code (CALGreen) requires the recycling and/or salvaging for reuse at minimum of 65 percent of the nonhazardous construction and demolition waste generated during most "new construction" projects (CALGreen Sections 4.408 and 5.408). Construction contractors are required to submit a construction waste management plan that identifies the construction and demolition waste materials to be diverted from disposal by recycling, reuse on the project, or salvaged for future use or sale and the amount (by weight or volume).
- PPP GHG-5 Construction activities are required to adhere to Title 13 California Code of Regulations Section 2499, which requires that nonessential idling of construction equipment is restricted to five minutes or less.

### 5.6.4 Environmental Impacts

#### 5.6.4.1 METHODOLOGY

This GHG emissions evaluation was prepared in accordance with the requirements of CEQA to determine if significant GHG emissions impacts are likely in conjunction with the type and scale of development associated with the Proposed Project. Air pollutant emissions are calculated using the California Emissions Estimator Model (CalEEMod), Version 2016.3.2.25. CalEEMod compiles an emissions inventory of construction (fugitive dust, off-gas emissions, on-road emissions, and off-road emissions), area sources, indirect emissions from energy use, mobile sources, indirect emissions from waste disposal (annual only), and indirect emissions from water/wastewater (annual only) use. The following provides a summary of the assumptions utilized for the Proposed Project analysis. GHG emissions modeling datasheets are in Appendix C.

#### Construction Phase

Construction would entail demolition of existing structures and asphalt, site preparation, grading, off-site hauling of demolition debris and earthwork material, construction of the proposed structures and buildings, architectural coating, and asphalt paving on 15.58 acres of the approximately 16.88-acre Project Site. The Proposed Project is anticipated to be constructed over a period of up to 39 months, from February 2021 to May 2024. Construction GHG emissions are based on the preliminary information provided or verified by

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the City. In addition, implementation of the Proposed Project would also result in the realignment of Rancho Viejo Road. For purposes of this analysis, it is anticipated the proposed realignment would occur concurrently with the main project site and would be completed over a two-month duration from February 2021 to April 2021.

#### Operational Phase

- **Transportation:** The primary source of mobile GHG emissions is tailpipe exhaust emissions from the combustion of fuel (i.e., gasoline and diesel). The average daily trip (ADT) generation for weekend trips and vehicle miles travelled (VMT) were provided by Urban Crossroads (see Appendix I and Appendix L). Saturday and Sunday trips were calculated based on the rates provided in the ITE Trip Manual 10th Edition while VMT was assumed to be 80 percent of miles travelled during the weekdays. Project-related on-road criteria air pollutant emissions are based on calendar year 2024 emission rates from EMFAC2017 (v. 1.0.2) for the project buildout year.
- **Area Sources.** Area sources generated from use of consumer products and cleaning supplies are based on CalEEMod default emission rates and on the assume building square footages.
- **Energy:** GHG emissions from energy use (i.e., natural gas and electricity) are based on the CalEEMod default natural gas and electricity usage rates. New non-residential buildings are modeled to comply with the 2019 Building Energy Efficiency Standards, which are 30 percent more energy efficient for non-residential buildings than the 2016 Building Energy Efficiency Standards. Detached single-family housing would be 7 percent more energy efficient than the 2016 Building Energy Efficiency Standards. Under the California Building and Energy Standards, residential buildings that are four stories and higher fall under the non-residential standards. The townhomes would not be higher than four stories and would not be considered detached single-family housing. Therefore, modeling for the townhomes would not include additional energy efficiency improvements over the 2016 Building Energy Standards.
- **Solid Waste Disposal:** Indirect emissions from waste generation are based on the CalEEMod defaults.
- **Water/Wastewater:** Emissions of GHG are associated with the embodied energy used to supply, treat, and distribute water. Total water demand and wastewater generation are based on data provided by the project engineer.

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Life cycle emissions are not included in the GHG analysis consistent with California Resources Agency directives.<sup>8</sup> Black carbon emissions are not included in the GHG analysis because CARB does not include this pollutant in the state's AB 32/SB 32 inventory and treats this short-lived climate pollutant separately.<sup>9</sup>

#### 5.6.4.2 IMPACT ANALYSIS

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

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**Impact 5.6-1: Implementation of the Proposed Project would not generate a net increase in GHG emissions, either directly or indirectly, that would have a significant impact on the environment. [Threshold GHG-1]**

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Global climate change is not confined to a particular project area and is generally accepted as the consequence of global industrialization over the last 200 years. A typical project, even a very large one, does not generate enough greenhouse gas emissions on its own to influence global climate change significantly; hence, the issue of global climate change is by definition a cumulative environmental impact.

Implementation of the Proposed Project would result in 188 new residential units. The Proposed Project would generate 1,606 weekday vehicle trips, 1,680 Saturday vehicle trips, and 1,424 Sunday vehicle trips. Furthermore, operation of the Proposed Project would result in an increase in water demand, wastewater and solid waste generation, area sources (e.g., consumer cleaning products), and energy usage (i.e., natural gas and electricity). The project emissions and construction-related emissions are quantified and shown in Table 5.6-5, *Project GHG Emissions Inventory*. As shown in the table, GHG emissions from the Proposed Project would not exceed South Coast AQMD's bright-line significance threshold. As a result, GHG emissions associated with the Project are considered less than significant.

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<sup>8</sup> Life cycle emissions include indirect emissions associated with materials manufacture. However, these indirect emissions involve numerous parties, each of which is responsible for GHG emissions of their particular activity. The California Resources Agency, in adopting the CEQA Guidelines Amendments on GHG emissions found that lifecycle analysis was not warranted for project-specific CEQA analysis in most situations, for a variety of reasons, including lack of control over some sources, and the possibility of double-counting emissions (see Final Statement of Reasons for Regulatory Action, December 2009). Because the amount of materials consumed during the operation or construction of the proposed project is not known, the origin of the raw materials purchased is not known, and manufacturing information for those raw materials is also not known, calculation of life cycle emissions would be speculative. A life-cycle analysis is not warranted (OPR 2008).

<sup>9</sup> Particulate matter emissions, which include black carbon, are analyzed under *Air Quality*. Black carbon emissions have sharply declined due to efforts to reduce on-road and off-road vehicle emissions, especially diesel particulate matter. The State's existing air quality policies will virtually eliminate black carbon emissions from on-road diesel engines within 10 years (CARB 2017a).

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**Table 5.6-5 Project GHG Emissions Inventory**

Source	GHG Emissions	
	MTCO <sub>2</sub> e Per Year	Percent Proportion
Area	49	2%
Energy <sup>1,2</sup>	659	23%
Mobile <sup>3</sup>	1,831	65%
Solid Waste	144	3%
Water	104	4%
Amortized Construction Emissions <sup>4</sup>	94	3%
<b>Total All Sectors</b>	<b>2,881</b>	<b>100%</b>
Proposed South Coast AQMD Bright-Line Threshold	3,000 MTCO <sub>2</sub> e	NA
<b>Exceeds Threshold?</b>	<b>No</b>	<b>NA</b>

Source: CalEEMod, Version 2016.3.2.25.

Notes: Totals may not equal 100 percent due to rounding.

<sup>1</sup> Model accounts for total energy use associated with implementation of the Proposed Project.

<sup>2</sup> For purposes of the analysis, the emissions benefits from onsite photovoltaic systems required for single-family homes and residential buildings of three stories and less under the 2019 Building Energy Efficiency Standards (See PPP GHG-1) are not accounted. Thus, the energy sector emissions shown in the table is a conservative estimate.

<sup>3</sup> Model accounts for net increase in trips associated with implementation of the Proposed Project.

<sup>4</sup> Construction emissions are amortized over a 30-year project lifetime per recommended South Coast AQMD methodology.

*Level of Significance Before Mitigation:* Less than Significant.

#### **Impact 5.6-2: Implementation of the Proposed Project would conflict with the SCAG RTP/SCS. [Threshold GHG-2]**

Applicable plans adopted for the purpose of reducing GHG emissions include CARB's Scoping Plan and SCAG's RTP/SCS. A consistency analysis with these plans is presented below.

#### **CARB Scoping Plan**

CARB's Scoping Plan is California's GHG reduction strategy to achieve the state's GHG emissions reduction target established by AB 32, which is to return to 1990 emission levels by year 2020, and SB 32, which is to reduce emissions 40 percent below 1990 levels by 2030. The CARB Scoping Plan is applicable to state agencies and is not directly applicable to cities/counties and individual projects. Nonetheless, the Scoping Plan has been the primary tool that is used to develop performance-based and efficiency-based CEQA criteria and GHG reduction targets for climate action planning efforts.

Since adoption of the Scoping Plan, state agencies have adopted programs identified in the plan, and the legislature has passed additional legislation to achieve the GHG reduction targets. Statewide strategies to reduce GHG emissions include the Low Carbon Fuel Standard, California Appliance Energy Efficiency regulations, California Renewable Energy Portfolio standard, changes in the Corporate Average Fuel Economy standards, and other early action measures as necessary to ensure the state is on target to achieve the GHG emissions reduction goals of AB 32 and SB 32. Also, new buildings are required to comply with the current Building Energy Efficiency Standards and California Green Building Code. While measures in the Scoping Plan apply to state agencies and not the Proposed Project, the project's GHG emissions would be

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reduced from compliance with statewide measures that have been adopted since AB 32 and SB 32 were adopted. Therefore, as with the approved project, the Proposed Project would not obstruct implementation of the CARB Scoping Plan.

#### **SCAG's Regional Transportation Plan/Sustainable Communities Strategy**

SCAG recently adopted the Connect SoCal plan in May 2020. The Connect SoCal plan identifies that land use strategies that focus on new housing and job growth in areas rich with destinations and mobility options would be consistent with a land use development pattern that supports and complements the proposed transportation network. The overarching strategy in Connect SoCal is to provide for a plan that allows the southern California region to grow in more compact communities in transit priority areas and priority growth areas, provide neighborhoods with efficient and plentiful public transit, establish abundant and safe opportunities to walk, bike and pursue other forms of active transportation, and preserve more of the region's remaining natural lands and farmlands (SCAG 2020b). The Connect SoCal plan contains transportation projects to help more efficiently distribute population, housing, and employment growth, as well as forecasted development that is generally consistent with regional-level general plan data so as to promote active transport and reduce GHG emissions. The projected regional development, when integrated with the proposed regional transportation network identified in Connect SoCal, would reduce per capita vehicular travel-related GHG emissions and achieve the GHG reduction per capita targets for the SCAG region.

The SCS does not require that local general plans, specific plans, or zoning be consistent with the SCS, but provides incentives for consistency for governments and developers. The Proposed Project is an infill development project that would provide new residential housing on the Project Site. As discussed in Impact 5.8-1 and Impact 5.11-1 for this DEIR, the Proposed Project is not considered a regional significant project. Additionally, the growth associated with the Proposed Project would be within SCAG's population growth forecast for the City. However, while the Proposed Project would be within the growth projections, as discussed in Section 5.13, *Transportation* (see Impact 5.13-1), the Project would result in a higher VMT per service population (SP) compared to the areawide baseline. Additionally, under cumulative year 2040 conditions, implementation of the Proposed Project would result in a VMT/SP of 14.663 VMT/SP, which would represent a slight net increase of 0.004 VMT/SP within Orange County (see Appendix L of this DEIR). Therefore, the Proposed Project would be inconsistent with the RTP/SCS goal of reducing VMT.

***Level of Significance Before Mitigation:*** Potentially Significant.

#### **5.6.5 Cumulative Impacts**

Project-related GHG emissions are not confined to a particular air basin but are dispersed worldwide. Therefore, impacts under Impact 5.6-1 are not project-specific impacts to global warming, but the Proposed Project's contribution to this cumulative impact. As discussed under Impact 5.6-1, implementation of the Proposed Project would not result in annual emissions that would exceed South Coast AQMD's bright-line threshold. Therefore, project-related GHG emissions and their contribution to global climate change would not be cumulatively considerable.

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#### 5.6.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements and standard conditions of approval, the following impact would be less than significant: 5.6-1.

Without mitigation, the following impact would be **potentially significant**:

- **Impact 5.6-2** Implementation of the Proposed Project would conflict with the SCAG RTP/SCS.

#### 5.6.7 Mitigation Measures

##### Impact 5.6-2

No additional measures beyond the PPPs (see PPP GHG-1 and PPP GHG-2) identified in Section 5.6.3 above are available.

#### 5.6.8 Level of Significance After Mitigation

##### Impact 5.6-2

As stated, no additional measures beyond PPP GHG-1 and PPP GHG-2 are available to contribute in reducing the increase in VMT/SP that would result from implementation of the Proposed Project. As identified in PPP GHG-2, the Proposed Project would be subject to the CALGreen electric vehicle charging infrastructure requirements that requires installation of a raceway, electrical panel capacity, wire and termination point supporting a 208/240 volt 40 ampere circuit. In addition, as identified in PPP GHG-1, the Proposed Project would also be subject to the requirements under the 2019 Building Energy Efficiency Standards regarding installation of a photovoltaic system for single-family homes and residential buildings of three stories and less. These requirements identified under PPP GHG-1 and PPP GHG-2 could encourage residents to opt for an electric vehicle. While use of electric vehicles may not necessarily reduce VMT, it would contribute in reducing mobile-source GHG emissions in the SCAG region. Reduction of mobile-source emissions would be in line with the intent of the RTP/SCS goal of reducing VMT in the region. However, while these requirements could encourage use of electric vehicles over gasoline-powered vehicles, there is no guarantee that residents would opt for an electric vehicle. Therefore, Impact 5.6-2 is considered to be significant and unavoidable.

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