



## Chapter 1

# INTRODUCTION



Climate Action Plans (“CAPs”) serve as comprehensive roadmaps that outline specific activities a community will take to reduce greenhouse gas (“GHG”) emissions and potential impacts of climate change.

The City’s CAP was developed for the following purposes:

- Build on the City’s previous CAP, adopted in 2013.
- Create an updated GHG emissions inventory of citywide activities.
- Identify reduction targets consistent with state goals.
- Set strategies and measures for sustainable activities and development in the City.
- Streamline CEQA review for projects consistent with CAP goals.

There are many “natural” factors (e.g. volcanic eruptions and solar variations) and “anthropogenic” (human-induced) factors (e.g. emissions from vehicles) that contribute to climate change. Climate fluctuations have always been a part of Earth’s history, which is evident in geological records. However, the rapid rate and the magnitude of climate change occurring now cannot be explained by only natural factors - seasons are shifting, average temperatures are increasing, precipitation levels are changing, and sea levels are rising. These changes have the potential to adversely affect human health and safety, economic prosperity, provision of basic services, and the availability of natural resources. While global climate change is happening worldwide, local efforts to reduce human-induced GHG emissions and build resilience

in the face of adverse climate change effects can make a difference. Local action on climate change cannot be addressed insularly by one agency or community, but requires active and ongoing partnerships between residents, businesses, the City of Escondido (“City”), and other agencies and organizations in the region. By beginning to plan now and engaging in more sustainable practices, communities will be better suited to adapt to climate change and increase resiliency for the future.

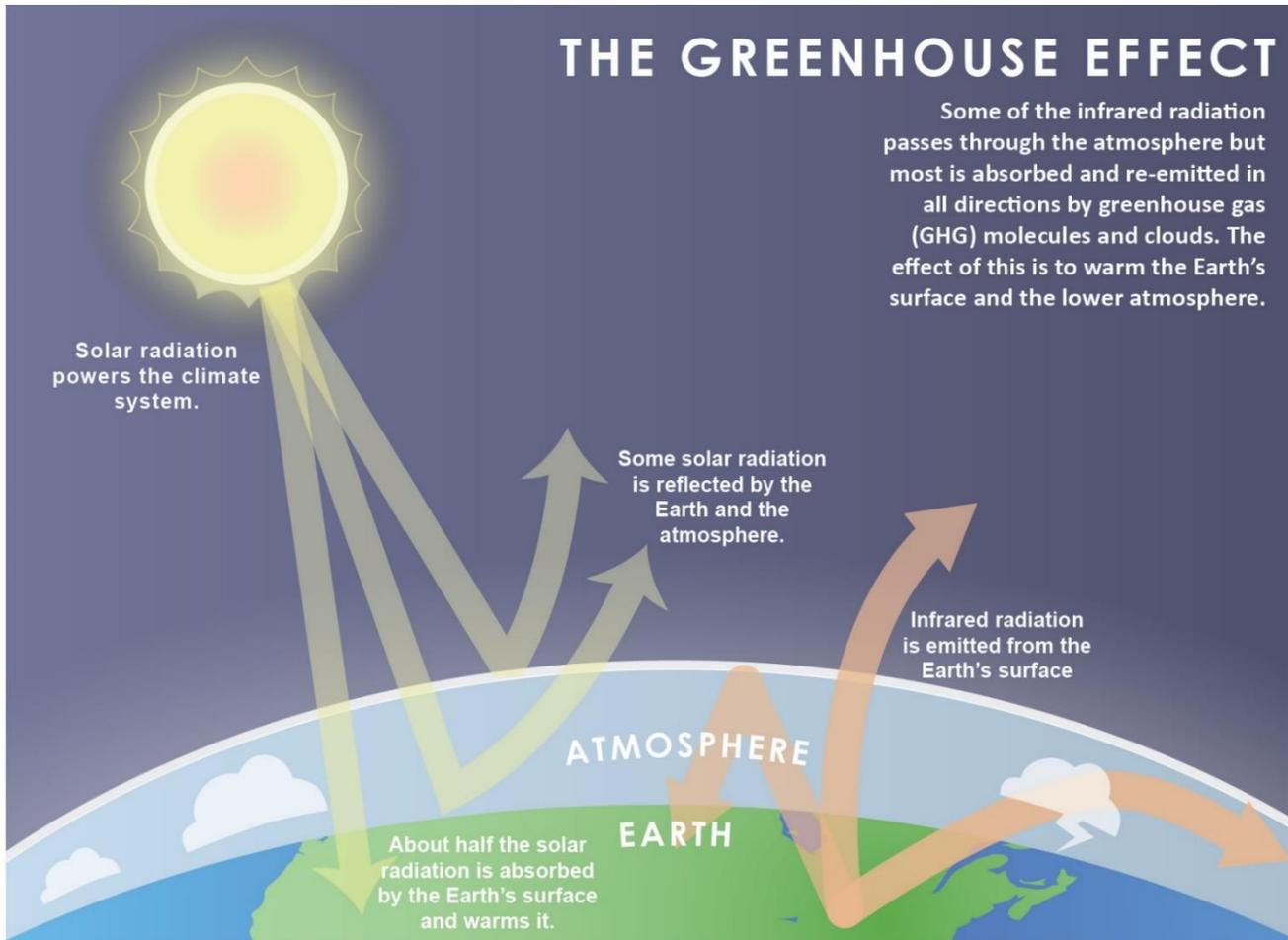
The City is committed to providing a livable, sustainable, equitable, and economically vibrant community. In developing a CAP, jurisdictions evaluate the volume of GHGs emitted during a baseline year (2012 for this CAP) and determine the amount of emissions that need to be reduced to achieve statewide GHG reduction targets. At a local scale, individuals and businesses in the City can work towards reducing their carbon footprint by changing habits to consume less energy, generate less waste through recycling and composting, conserving water, using sustainable transportation modes, and promoting carbon sequestration. Through successful implementation and administration of the CAP, the actions in this document would strengthen the City’s economy, improve risk management, clean the environment, and improve the health and wellness of residents.



Source: City of Escondido

## 1.1 Introduction to Climate Change Science

The greenhouse effect, as outlined below in **Figure 1-1**, results from a collection of atmospheric gases called GHGs that insulate the Earth and help regulate its temperature. These gases, consisting of mainly water vapor, carbon dioxide (“CO<sub>2</sub>”), methane (“CH<sub>4</sub>”), nitrous oxide (“N<sub>2</sub>O”), ozone (“O<sub>3</sub>”), and chlorofluorocarbons (“CFCs”) all act as effective global insulators, reflecting Earth’s visible light and infrared radiation to keep temperatures on Earth conducive to life as we know it. The greenhouse effect is essential for the planet to support life when not exacerbated.



Source: Ascent Environmental 2019.

**Figure 1-1**

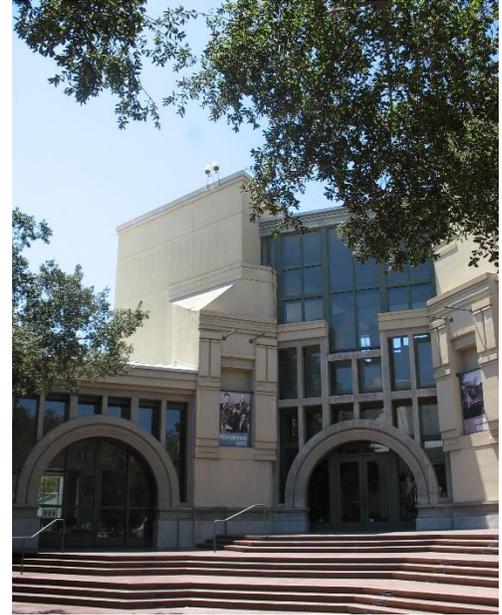
### The Greenhouse Effect

In recent decades, human activities (e.g., burning of fossil fuels for transportation and energy, increasing rates of deforestation and development) have contributed to an elevated concentration of GHGs in the atmosphere. Human-caused (i.e., anthropogenic) emissions of GHGs above natural ambient concentrations are responsible for intensifying the greenhouse effect and leading to a trend of unnatural warming of the Earth's climate, known as global climate change, or global warming. There is strong scientific consensus that it is "extremely likely" that most of the changes in the world's climate during the last 50 years are a result of anthropogenic (i.e. human caused) GHG emissions (IPCC 2014). Global climate change, in turn, is the driver behind changes in precipitation patterns, shrinking polar ice caps, an increase in sea level, and other impacts to biological resources and humans.

Global climate change may lead to rising temperatures and changes in precipitation patterns impacting average temperatures and water supply at the local level.

Short-lived climate pollutants ("SLCPs"), which are GHGs that remain in the atmosphere for a much shorter period than long-lived climate pollutants (e.g., CO<sub>2</sub> and N<sub>2</sub>O), are also powerful climate forcers that have an outsized impact on climate change in the near term. Despite their relatively shorter atmospheric lifespan, their relative potency in terms of how they heat the atmosphere (i.e., global warming potential ["GWP"]) can be tens, hundreds, or even thousands of times greater than that of CO<sub>2</sub>. SLCPs include CH<sub>4</sub>; fluorinated gases ("F-gases"), including hydrofluorocarbons ("HFCs"), perfluorocarbons ("PFCs"), and sulfur hexafluoride ("SF<sub>6</sub>"); and black carbon.

Climate change is a global problem that can lead to significant fluctuations in regional climates. It is the driver behind rising average temperatures and changes in precipitation patterns globally, resulting in increased extreme heat events, reduced water supplies, and extended droughts. This CAP represents an important step in acknowledging global climate change effects on the city. The document is organized into five chapters. **Chapter 2** summarizes the City’s GHG emissions that are contributing to climate change. **Chapter 3** includes a description of strategies and measures the City will take to reduce local GHG emissions. **Chapter 4** provides an outline for how the City will implement these reduction strategies and includes guidelines for monitoring and updating the CAP. **Chapter 5** provides strategies the City is and will be implement to adapt to climate change impacts and ensure all populations in the city prepared for future changes in climate patterns.



Source: City of Escondido

## 1.2 Regulatory Framework

In response to the increase in human-caused GHG emissions and the threat of global climate change, the federal and State governments have already taken several steps to both reduce GHG emissions and adapt to climate change. The following section provides a summary of the policies which provide context for this CAP.

### 1.2.1 Federal and State Regulations

In 2005, Governor Arnold Schwarzenegger signed Executive Order S-3-05, which directed California to reduce GHG emissions to 1990 levels by 2020, and to 80 percent below 1990 levels by 2050. A year later, in 2006, the Global Warming Solutions Act (Assembly Bill [“AB”] 32) was passed, establishing regulatory, reporting, and market mechanisms to achieve quantifiable reductions in GHG emissions. AB 32 put a cap on GHG emissions, setting a target of reducing GHG emissions to 1990 levels by 2020. As part of its implementation of AB 32 and Executive Order S-3-05, the California Air Resources Board (“CARB”) developed a Scoping Plan in 2008. The Scoping Plan, along with its Update in 2014, described the approach California will take to reduce GHGs to achieve the 2020 reduction target. California is currently on track to meet or exceed the AB 32 current target of reducing GHG emissions to 1990 levels by 2020.

As directed by AB 32, SB 32, and Executive Orders B-30-15 and S-3-05, the state aims to reduce annual GHG emissions to:

- 1990 levels by 2020;
- 40 percent below 1990 levels by 2030; and
- 80 percent below 1990 levels by 2050.

On April 20, 2015, Governor Edmund G. Brown Jr. signed Executive Order B-30-15, establishing a new GHG emissions reduction target of 40 percent below 1990 levels by 2030. This target aligns with those of leading international governments such as the 28-nation European Union which adopted the same target in October 2014. Executive Order B-30-15 also directed CARB to update the AB 32 Scoping Plan

to reflect the path to achieving the 2030 target. In September 2016, Governor Brown also signed Senate Bill (“SB”) 32, which codified into statute the mid-term 2030 target established by Executive Order B-30-15. The new 2030 GHG emissions reduction target places California on a trajectory towards meeting the goal of reducing statewide emissions to 80 percent below 1990 levels by 2050.

In November 2017, CARB published the 2017 Climate Change Scoping Plan (“2017 Scoping Plan”), which lays out the framework for achieving the 2030 reductions as established in Executive Order B-30-15 and SB 32. The 2017 Scoping Plan identifies GHG reductions by emissions sector to achieve a statewide emissions level that is 40 percent below 1990 levels by 2030.

In addition to legislation setting statewide GHG reduction targets, SB 375, signed by Governor Schwarzenegger in 2008, better aligned regional transportation planning efforts, regional GHG emissions reduction targets, and land use and housing allocations. SB 375 requires Metropolitan Planning Organizations (“MPOs”) to adopt a Sustainable Communities Strategy (“SCS”) or Alternative Planning Strategy, showing prescribed land use allocations in each MPO’s Regional Transportation Plan (“RTP”). CARB, in consultation with the MPOs, provides each affected region with reduction targets for GHGs emitted by passenger cars and light trucks in their respective regions for 2020 and 2035.

To effectively address the challenges that a changing climate will bring, the State also prepared the 2009 California Climate Adaptation Strategy, which highlights climate risks and outlines possible solutions that can be implemented throughout the State. This Strategy was updated in both 2014 and 2018, and is now known as Safeguarding California. In 2015, the State also developed the Safeguarding California Implementation Action Plans.

Other relevant federal and State regulations relevant to the CAP are identified below in **Table 1-1**:

<b>Table 1-1 Relevant Federal and State Regulations</b>		
Federal	Federal Clean Air Act (“CAA”)	The CAA, enacted in 1975 and most recently amended in 1990, regulates air emissions from stationary and mobile sources to protect public health and regulate hazardous air pollutants. In 2007, the U.S. Supreme Court ruled that carbon dioxide (“CO <sub>2</sub> ”) is an air pollutant as defined under the CAA, and the U.S. Environmental Protection Agency has the authority to regulate emissions of GHGs.
Federal	Corporate Average Fuel Economy (“CAFE”) Standards <sup>1</sup>	The federal CAFE Standards specify the fuel economy of certain vehicle classes in the U.S.
Federal	Fuel Efficiency Standards for Medium- and Heavy-Duty Vehicles	Establishes fuel economy standards for medium- and heavy-duty engines and vehicles.
State	SB 97	The State Office of Planning and Research prepared and the Natural Resources Agency adopted amendments to the California Environmental Quality Act (“CEQA”) Guidelines for the feasible mitigation of GHG emissions or the effects of GHG emissions. Effective as of March 2010, the revisions to the CEQA Environmental Checklist Form (Appendix G) and the Energy Conservation Appendix (Appendix F) provide a framework to address global climate change impacts in the CEQA process; state CEQA Guidelines Section 15064.4 was also added to provide an approach to assess impacts from GHGs.
State	Executive Order S-21-09	Executive Order S-21-09 directed CARB, under its AB 32 authority, to adopt a regulation by July 31, 2010 that sets a 33 percent renewable energy target as established by Executive Order S-14-08.
State	Executive Order S-01-07	Executive Order S-01-07 set forth a low carbon fuel standard for California, whereby the carbon intensity of California’s transportation fuels is to be reduced by at least 10 percent by 2020.

State	California Building Efficiency Standards Title 24 Part 6	The California Code of Regulations Title 24 Part 6: California’s Energy Efficiency Standards for Residential and Nonresidential Buildings are updated periodically to allow consideration and possible incorporation of new energy efficiency technologies and methods.
State	AB 1493	AB 1493 (Pavley) required, signed into law in 2002, required CARB to develop and adopt regulations that reduce GHGs emitted by passenger vehicles and light-duty trucks.
State	AB 197	AB 197 (Garcia), signed into law in 2016, creates a legislative committee to oversee CARB and requires CARB to take specific actions when adopting plans and regulations pursuant to SB 32 related to disadvantaged communities, identification of specific information regarding reduction measures, and information regarding existing GHGs at the local level.
State	SB 350	SB 350, signed into law in 2015, requires the state to set GHG emission reduction targets for the load serving entities through Integrated Resource Planning. SB 350 requires an increase in the Renewables Portfolio Standard to 50 percent by 2030 and doubling energy savings in electricity and natural gas end uses.
State	Advanced Clean Cars Program <sup>1</sup>	In January 2012, CARB approved the Advanced Clean Cars program, which combines the control of GHG emissions and criteria air pollutants, as well as requirements for greater numbers of zero-emission vehicles, into a single package of standards for vehicle model years 2017 through 2025.
State	SB X1-2	SB X1-2 of 2011 requires all California utilities to generate 33 percent of their electricity from renewables by 2020. SB X1-2 mandates that renewables supplied to the California grid from sources within, or directly proximate to, California make up at least 50 percent of the total renewable energy for the 2011-2013 compliance period, at least 65 percent for the 2014-2016 compliance period, and at least 75 percent for 2016 and beyond.
State	SB 100	SB 100, signed into law in 2018, provides an update to SB X1-2 and requires California’s renewable energy and zero-carbon resources supply 100 percent of electric retail sales to end-use customers and 100 percent of electricity procured to serve state agencies by 2045.

Notes:

<sup>1</sup> In September 2019, the U.S. EPA issued the final rule for Part 1 of the Safer Affordable Fuel-Efficient Vehicle Rule (SAFE Rule). Part 2 of the SAFE Rule, expected issuance in mid-2020, will set revised federal CAFE standards and replace California’s Advanced Clean Cars program. During the preparation of this CAP, these new standards have not taken effect.

## California Environmental Quality Act Streamlining

The California Environmental Quality Act (“CEQA”) is a statute that requires local agencies to identify significant environmental impacts of their actions and avoid or mitigate those impacts, if feasible. In 2007, California’s lawmakers enacted SB 97, which expressly recognizes the need to analyze GHG emissions as part of the CEQA process. SB 97 required the Governor’s Office of Planning and Research (“OPR”) to develop recommended amendments to address GHG emissions as an environmental effect. In response to the mandate of SB 97,

Projects that are consistent with the strategies and measures provided in this CAP and the City’s General Plan can avail streamlining benefits in addressing potential project impacts related to climate change.

the CEQA Guidelines (Section 15183.5) establish standards for the content and approval process of plans to reduce GHGs.

This CAP has been prepared consistent with the standards of CEQA Guidelines Section 15183.5 (“Qualified Plan”). Pursuant to the Section, the CAP affords development applicants the opportunity to use CEQA streamlining tools for analysis of GHG emissions and related impacts for projects that are consistent with the CAP. Details on how projects can achieve consistency with the CAP are provided in a separate *Guidance for Demonstrating Consistency with the City of Escondido Climate Action Plan for Discretionary Projects Subject to CEQA*, prepared by Ascent Environmental in 2020.

## 1.2.2 San Diego Association of Governments

The San Diego Association of Governments (“SANDAG”) is the MPO for the San Diego region. At the regional level, SANDAG has identified land use, transportation, and related policy measures that can reduce GHGs from passenger cars and light-duty trucks as part of the *San Diego Forward: The Regional Plan* (“Regional Plan”) in compliance with SB 375. The Regional Plan, adopted by SANDAG in October 2015, integrates the RTP and SCS.

SANDAG is currently working with local jurisdictions to help identify opportunities to save and reduce GHGs related to local operations through the Roadmap Program. Since 2010, the Roadmap Program has provided member agencies with voluntary, no-cost energy assessments known as “Energy Roadmaps”. Each Energy Roadmap provides strategies unique to each local government, to reduce energy use in municipal operations and in the community. The Roadmap Program is primarily funded through a Local Government Partnership with San Diego Gas & Electric (“SDG&E”). In 2016, the Roadmap Program was expanded to include climate planning.

City and SANDAG staff have worked collaboratively in developing this CAP to ensure that measures are consistent with SANDAG’s Regional Climate Action Planning Framework (“ReCAP”) and will reduce GHG emissions locally, while assisting the region in achieving its climate goals.

In March 2012, the City approved the City of Escondido Energy Roadmap (“City’s Energy Roadmap”), which identifies ways to save energy in government operations and in the community, that would result in municipal cost savings and benefits to the environment. The City’s Energy Roadmap includes wide-ranging, cost-effective opportunities to save electricity, natural gas, and transportation fuels, and was used as a resource for implementing goals and policies laid out in the City’s General Plan and the 2013 CAP. The Energy Roadmap identifies ways the City could improve energy efficiency through government operations and within the community through the following eight measures:

- Save energy in City buildings and facilities
- Demonstrate emerging energy technologies
- Green the City vehicle fleet
- Develop employee knowledge of energy efficiency
- Promote commuter benefits to employees
- Leverage planning and development authority
- Market energy programs to local residents, schools, and businesses
- Support green jobs and workforce training

## 1.2.3 San Diego County

### San Diego County Office of Emergency Services

The County of San Diego Office of Emergency Services (“OES”) has the primary responsibility for preparedness and response activities and addresses disasters and emergency situations within the unincorporated area of San Diego County. The OES serves as staff to the Unified Disaster Council, the governing body of the Unified San Diego County Emergency Services Organization. Emergency response and preparedness plans include the Operational Area Emergency Response Plan and the San Diego County Multi-Jurisdictional Hazard Mitigation Plan. These plans provide for regionwide coordination during hazard events and identify processes and staff needs for which the City would apply to respond to an emergency.

#### Multi-Jurisdictional Hazard Mitigation Plan

The City of Escondido Hazard Mitigation Plan was prepared by OES as part of the Multi-Jurisdictional Hazard Mitigation Plan (“MHMP”). The purpose of the plan is to inform residents of the natural and manmade hazards that threaten the city’s public health, safety, and welfare and provide solutions to help mitigate vulnerabilities to future disasters. Though the MHMP does not directly address climate change, it provides adaptation measures for cities to implement to reduce the impacts of hazards that would be exacerbated by climate change. According to the MHMP, the most destructive hazards to the City include wildland fire, earthquakes, hazardous materials, flooding and dam failure, and terrorism or other anthropogenic hazards. The MHMP sets forth a variety of objectives and actions based on a set of broad goals including: (1) promoting disaster-resistant future development; (2) increasing public understanding and support for effective hazard mitigation; (3) building support of local capacity and commitment to become less vulnerable to hazards; (4) enhancing hazard mitigation coordination and communication with federal, State, local and tribal governments; and (5) reducing the possibility of damage and losses to existing assets, particularly people, critical facilities or infrastructure, and County-owned facilities, due to dam failure, earthquake, coastal storm, erosion, tsunami, landslides, floods, structural fire/wildfire, and manmade hazards.



Source: City of Escondido

### San Diego County Department of Environmental Health

The San Diego County Department of Environmental Health (“DEH”) protects public health and safeguards environmental quality, informs the public to increase environmental awareness, and implements and enforces local, state, and federal environmental laws. DEH regulates the following: retail food safety; public housing; public swimming pools; small drinking water systems; mobile-home parks; on-site wastewater systems; recreational water; aboveground/underground storage tank and cleanup oversight; and the disposal of medical and hazardous materials and waste. In all development projects, specifically those related to water, wastewater, and solid waste systems, the City coordinates with DEH to ensure activities meet public health and safety requirements.

## San Diego County Site Assessment and Mitigation Program

DEH maintains the Site Assessment and Mitigation (“SAM”) list of contaminated sites that have previously or are currently undergoing environmental investigations and/or remedial actions. The San Diego County SAM Program’s primary purpose is to protect human health, water resources, and the environment within San Diego County by providing oversight of assessments and cleanups in accordance with the California Health and Safety Code and the California Code of Regulations. The SAM’s Voluntary Assistance Program (“VAP”) also provides staff consultation, project oversight, and technical or environmental report evaluation and concurrence (when appropriate) on projects pertaining to properties contaminated with hazardous substances. As the City implements new development and redevelopment projects, and develops plans to restore natural systems, it will coordinate with DEH to address existing site contamination issues to improve public health.

### 1.2.4 City of Escondido

#### General Plan

The City’s General Plan, most recently updated in May 2012, guides the City’s future growth through a series of goals and policies. The General Plan discusses the City’s vision in the following areas: Economic Prosperity, Growth Management, Land Use and Community Form, Housing, Community Health and Services, Community Protection, Mobility and Infrastructure, and Resource Conservation. Multiple elements of the City’s General Plan include goals and policies that would be supported by the implementation of this CAP. Below is a summary of the GHG-related goals and policies from these elements. The relationship between General Plan policies and CAP measures is included in [Appendix C](#).



Source: City of Escondido

#### Land Use and Community Form

The Land Use and Community Form element guides citizens, planners, and decision makers on the desired growth pattern, development, and change in the community. The goals of the element emphasize the City’s role in being an urban center, while promoting sustainable and economically viable development. Land Use and Community Form policies related to GHGs include promoting compact infill development to increase walkability and alternative modes of transportation; preserving open space; and creating new and maintaining existing recreational opportunities.

#### Mobility and Infrastructure

The Mobility and Infrastructure element provides goals and policies for the efficient movement of residents, goods, and services and developing and maintaining safe and reliable infrastructure. This element includes transportation goals and policies to develop a sustainable transportation system through enhanced safety, complete streets, and an



Source: City of Escondido

interconnected pedestrian and multimodal transportation system. This element also promotes sustainable and efficient utilities by encouraging water conservation efforts, increasing water supply and supply diversity, reducing and managing waste disposal, and increasing energy efficiency to reduce the subsequent demand of a growing City.

## Housing

The Housing element assesses housing needs in the City and provides goals and policies addressing the development of new housing and the improvement of existing housing supply. Goals and policies provided in the element guide encourage sustainable housing development that improve public health and housing affordability. The City’s goals and policies emphasize the need to incorporate affordability for balanced jobs-to-housing growth while incorporating efficient urban form to promote accessibility.

## Community Health and Services

The Community Health and Services element addresses how the quality and condition of the built environment affects resident’s public health. GHG-related goals and policies in this element are directed towards increasing public health by increasing access to healthier foods through community gardens, creating walkable neighborhoods, and providing access to medical facilities. Additional efforts to reduce GHGs include reducing energy and water use in landscaping and developing and maintaining open space areas.

## Resource Conservation

The Resource Conservation element guides the City to improve air, water, and natural resources through the expansion of a City trail system and conservation of open space areas. The element provides guidance for new development to be consistent with air quality standards and reduce GHG emissions through use of efficient construction equipment, promotion of efficient land use development patterns, use of clean and efficient alternative modes of transportation, and carbon sequestration.

Measures in this CAP can improve economic prosperity through:

- the creation of local “green jobs,”
- improved building efficiency reducing cooling and heating costs, and
- reduced water consumption resulting in lower costs to transport water.

## Economic Prosperity

The Economic Prosperity element provides guidance on maintaining a sustainable local economy that provides a jobs-to-housing balance. In this element the City establishes efforts to work with local service providers to provide infrastructure that supports technologically advanced and “green” businesses and reduces commute distances by providing employment near housing.

## Environmental Quality Regulations

The City’s Environmental Quality Regulations (“EQR”) were established in the City’s Municipal Code Chapter 33, Article 47 to provide guidelines on implementing CEQA for developments within the City. The EQR established screening thresholds to evaluate if additional analysis is required to determine whether a project would result in significant impacts under CEQA. City standards related to the CAP are provided in Division 1, Section 33-924 for air quality, GHG emissions, and water and wastewater. The EQR outlines criteria for CEQA projects regarding consistency with the City’s Public Facilities Master Plans and General Plan.

## 2013 Climate Action Plan

In December 2013, the City approved the 2013 CAP to reduce GHG emissions from City government operations and community activities and to support achievement of statewide reduction targets. The 2013 CAP provided an update to the City's previous emissions inventory. The previous inventory, with a baseline year of 2005, was updated based on revised methodology and updated data. Along with this revised 2005 inventory, the 2013 CAP included an inventory with a baseline year of 2010 from which citywide emissions were projected for the years 2020 and 2035, consistent with the City's General Plan horizon years. The 2005 inventory and 2010 baseline emissions level included activities that took place in the City transportation, energy use, area sources, water and wastewater, solid waste, and construction categories. In line with AB 32, the 2013 CAP established a reduction target to reduce emissions to 1990 levels by 2020. Based on methodologies provided by CARB, the City developed a local target, consistent with the State target and based on the 2005 inventory, to reduce emissions to 15 percent below 2005 levels by 2020.



Source: City of Escondido

The City has been implementing the measures identified in the 2013 CAP since its adoption through utilizing screening tables during development project review and conducting GHG inventory updates. The City has retained completed screening tables for development projects to maintain records of the types and levels of implementation of measures. City staff have continuously monitored the implementation of these measures, and have coordinated with SANDAG to provide updated GHG inventories. As shown in **Table 2-3** of **Chapter 2**, the actions to date have reduced GHG emissions in the City to an estimated 789,000 metric tons of carbon dioxide equivalent (“MTCO<sub>2e</sub>”) and is nearly missing the targets adopted in the 2013 CAP. (The 2020 emissions target in 2013 was 788,176 MTCO<sub>2e</sub>).

## Master and Specific Plans

### Downtown Specific Plan

In August 2013, the City adopted the Escondido Downtown Specific Plan (“DSP”). The DSP provides a comprehensive strategy to transition to a more urbanized city center while ensuring that its unique character is upheld and enhanced. The DSP includes nine strategic goals that promote a balanced variety of uses, design techniques, and pedestrian features. The DSP provides land use changes and goals that encourage mixed-use development, pedestrian friendly design, and increased use of alternative transportation modes.

**The City's Downtown Specific Plan envisions development in the city center to provide for safer streets, wider sidewalks, and access to transit. This vision would assist the City in reducing GHG emissions by increasing walkability and reducing the need for vehicular travel to access destinations.**

## South Center City Specific Plan

Revised in August 2018, the South Centre City Specific Plan (“SCCSP”) promotes improved public health, safety, sustainability, and economic prosperity in the South Centre City area. The SCCSP identifies changes in land use patterns in the area to allow for greater opportunities for strategic growth for both residents and business owners. Sustainability efforts of the SCCSP include supporting implementation of the City’s CAP and the protecting water resources through conservation.

## Bicycle Master Plan

The City’s Bicycle Master Plan, adopted in October 2012, is a policy document that identifies existing circulation patterns for bicyclists, problem areas, and safety concerns. The plan identifies potential efforts the City should undertake to create an interconnected network of bicycle facilities within the city. The Bicycle Master Plan includes bikeway design standards based on California Department of Transportation (“Caltrans”) recommendations, conceptual designs for bicycle paths and trails, maps of existing and proposed bicycle facilities, a phasing plan for improvements, potential funding sources, and an implementation plan. Areas of improvement include establishing a multi-modal network by connecting mass transit and bikeways through the development of complete streets. Implementation of the plan will reduce the need for automobile travel and improve air quality and public health.

## Master Plan for Parks, Trails, and Open Space

Updated in September 1999, the City of Escondido Master Plan for Parks, Trails, and Open Space sets forth a comprehensive plan to develop an integrated open space and trail system. The plan acknowledges that development is likely to occur within the City and provides policy direction on how to develop land more efficiently while maintaining and increasing open space. Specific planning efforts provided in the plan include increasing outdoor recreational activities, preservation of biodiversity, discouraging sprawl, and improving quality of life.



Source: City of Escondido

## City Municipal Code and Ordinances

### Historical Resources Ordinance

Article 40 of the City’s Municipal Code establishes it as unlawful to tear down, demolish, construct, alter, remove or relocate any historical resource. A Certificate of Appropriateness is required for any new construction, and/or alteration that would affect the exterior appearance of an historical resource listed on the local register or located within an historical overlay district. Additional permits, as well as review by the planning commission, may also be required. Improvements and alterations to properties listed on the Escondido Historic Sites Survey outside a historical overlay district are also subject to staff administrative review to ensure that improvements and alterations do not preclude future listing in the local register. Further, Article 40 requires that all repairs, alterations, constructions, restorations or changes in use of applicable historical resources shall conform to the requirements of the state Historical Building Code and the Secretary of the Interior’s Standards for Rehabilitation. Demolitions to such resources would require a permit acquired in accordance with Article 40.

## Mature and Protected Tree Ordinance

The City's Mature and Protected Tree ordinance establishes regulations and standards for the preservation, protection, and selected removal of mature and protected trees to conserve the City's tree cover. A City-issued permit is required before clearing, pruning, or destroying vegetation and before any encroachments by construction activities that disturb the root system. Issuance of a vegetation removal permit requires the submittal of a tree survey and, as applicable, a tree protection and/or replacement mitigation plan. Tree protection, removal, and replacement standards are outlined in the City's General Plan and the City's Municipal Code. As directed under the City's General Plan, any oak tree species and other mature trees are considered a significant aesthetic and ecological resource deserving protection within the boundaries of the city.

Urban trees provide benefits to everyone in the City. In addition to improving community character and reducing the urban heat island effect, trees play an important role in reducing local GHG emissions by "sequestering" carbon dioxide.

## Local Emergency Code

Chapter 7 of the City's Municipal Code provides plans for the protection of persons and property within the City in the event of an emergency. It also discusses coordination of the emergency functions of the City with all other public agencies, corporations, organizations, and affected private persons. The code includes the forming of the City of Escondido Disaster Council, which is for the development of the City's Emergency Action Plan for City employees. The Emergency Action Plan identifies effective mobilization strategies for all City resources, both public and private, to meet any condition constituting a local emergency, state of emergency, or state of war emergency, and to defines the organizational framework, powers and duties, services, and emergency organization staff.

## Weed and Rubbish Abatement Program

The City's Municipal Code, Chapter 11, Article 2, Division 2, establishes the Weed and Rubbish Abatement Program. The purpose of this ordinance is to allow property owners to eliminate public nuisance created by weeds, rubbish and refuse on or around their property, and defines the threshold at which weeds and rubbish are considered a fire hazard.

## Wastewater, Stormwater, and Related Matters

Chapter 22 of the Municipal Code establishes regulations related to stormwater management and discharge control, harmful waters and wastes, sewer service charges, private sewage disposal systems, sewer connection fees, sewer-connection laterals, and industrial wastewater. The purpose of the stormwater management and discharge control regulations (Article 2) is to:

- Ensure the health, safety, and general welfare of the citizens of the City by controlling non-stormwater discharges to the stormwater conveyance system;
- Eliminate discharges to the stormwater conveyance system from spills, dumping, or disposal of solid or liquid waste other than stormwater; and
- Prevent, eliminate, or reduce pollutants in urban stormwater discharges to the maximum extent practicable.

Article 5 of Chapter 22 requires all subsurface sewage disposal units and systems to be designed, placed, and maintained in accordance with the rules and regulations of the County of San Diego. The County of San Diego DEH is the primary agency charged with regulating the design, construction, and maintenance of

septic tanks, leach lines, seepage pits, and alternative on-site wastewater treatment systems throughout the county through a delegation from the San Diego Regional Water Quality Control Board.

Article 8 sets industrial water regulations to provide for the maximum possible beneficial public use of the City's wastewater collection and treatment facilities. This article includes regulations and permit requirements governing nonresidential discharges, sets policies to provide for equitable distribution of the City's costs, and defines procedures for complying with requirements placed upon the City by other regulatory agencies.

## Street and Sidewalks Code

Chapter 23 of the Municipal Code establishes street and sidewalk standards. This chapter defines standards for:

- public dedication of rights-of-way;
- arrangement for relocation of public utility facilities within sidewalks or streets;
- issuance of building permits for construction in setback areas and rights-of-way; and
- locating pumps, tanks, and fire hydrants within sidewalks, streets, or rights-of-way.

## Grading and Erosion Control Ordinance

Article 55 of the City's Municipal Code establishes the grading and erosion control regulations for the City. The article ensures that development occurs in a manner that protects:

- the natural and topographic character and identity of the environment;
- visual integrity of hillsides and ridgelines;
- sensitive species and unique geologic/geographic features; and
- the health, safety, and welfare of the public.

Article 55 regulates grading on private and public property and provides standards and design criteria to control stormwater and erosion during construction activities. The ordinance sets forth rules and regulations to: control excavation, grading, earthwork construction (including fills and embankments), and development on hillsides and along ridgelines; establishes the administrative procedures for the issuance of permits; and provides for approval of plans and inspection of grading construction in compliance with stormwater management requirements.

## Waste and Water Plans and Programs

### Recycling and Waste Reduction

The City provides multiple programs and partnerships aimed at diverting waste from landfills. Some of these programs include resident and business recycling education, "how to" composting workshops, Christmas tree recycling, and local waste clean-ups. State-advised waste reduction programs adopted by the City include AB 341, requiring commercial and multi-family units to have recycling services, and AB 1826, requiring businesses that generate organic waste to provide organic waste recycling.

Though solid waste is only a small fraction of the City's total GHG emissions, residents and business owners can significantly reduce individual contributions to these emissions by recycling and composting waste instead of sending it to a landfill.

## Water Conservation Plan

The City's Water Conservation Plan, most recently updated in 2015, establishes priorities and restrictions during various levels of water shortages, including up to greater than 40 percent reduction in water use. The City's Water Conservation Plan sets forth the following objectives:

- To prevent water supply shortages through aggressive and effective water management programs such as water conservation, water education, and use restrictions and penalties.
- To minimize the impact of a water supply shortage on the City's population and economy.
- To provide first for public health and fire protection and other essential services, then to provide for the economic health of the City, and then to provide for other uses of water.
- To ensure that water users who have implemented exemplary conservation practices during normal-year hydrology and wet-year hydrology are not disadvantaged by the plan during shortages, a "lifeline allowance" will be established by the City Council to reflect the minimum amount necessary to sustain an average household.

The City's Water Conservation Plan includes measures that continuously apply to reduce citywide water consumption, and additional measures that take effect during water shortage conditions. The plan identifies four stages of drought conditions that are set by the City Council in accordance with drought response levels determined by the San Diego County Water Authority.

## Water Reclamation Plan

Municipal Code Chapter 31, Article 6 establishes the policy that recycled water shall be used within the jurisdiction wherever its use is economically justified; financially and technically feasible; and consistent with legal requirements and with preservation of the environment and of public health, safety, and welfare. As appropriate, Article 6 designates the City to mandate construction of recycled water distribution systems or other facilities in new and existing developments for current or future recycled water use as a condition of any development approval or continued water service if future reclamation facilities could adequately serve the development.

## Urban Water Management Plan

In 1983, the State Legislature enacted the Urban Water Management Planning Act (California Water Code Sections 10610–10656), which requires specified urban water suppliers within California to prepare an Urban Water Management Plan ("UWMP") and update it every five years. Urban water suppliers also must prepare such plans, pursuant to the Urban Water Management Planning Act, to be eligible for State funding and drought assistance. The City most recently updated its UWMP in 2015 using the best available data. The 2015 UWMP includes policies and projects from various divisions of the City's Utilities department and addresses the City's water supply sources, including recycled water, groundwater, surface water, water conservation activities, and projected water demands. The 2015 UWMP presents a comparison of projected water supplies to water demands during normal years, single dry water-years, and multiple dry water-years; provides the framework for long-term water planning within the City; and helps to support regional long-term planning.

## 1.3 Purpose and Objectives of a Climate Action Plan

The purpose of this CAP is to set future targets for the City to reduce GHG emissions, identify strategies and measures to achieve these targets, develop a framework to successfully implement these measures and monitor progress towards the reduction targets, and identify measures the City can take to adapt to future climate change impacts.

The purpose of this CAP is to reduce GHG emissions locally and adapt to climate change.

The City's 2013 CAP was adopted to support goals, policies, and actions presented in the City's General Plan. The 2013 CAP provided the City with recommended policies and actions that would assist in meeting state and federal reduction targets for GHG emissions, an implementation timeline, and a strategy for tracking and reporting progress towards reduction goals. An example of GHG emissions reducing actions adopted as a component of the 2013 CAP can be found in the City's Bicycle Master Plan.

Emission source categories evaluated in the 2013 CAP have been modified for this CAP to be consistent with the regional emissions categories identified in SANDAG's Regional Climate Action Planning Framework ("ReCAP"). The 2012 baseline year GHG emissions inventory reported in this CAP covers communitywide emissions sources in electricity, natural gas, on-road transportation, off-road transportation, solid waste, water, and wastewater. This CAP also provides communitywide GHG emission reduction targets, to be achieved through local measures implemented by public agencies, businesses, and residents.

The strategies and measures identified in this CAP were developed to meet the City's reduction targets and incorporate input from community members on important actions the City should take to combat climate change.

This CAP provides a comprehensive update to the City's 2013 CAP. Through the preparation of this CAP, the City has established a baseline emissions inventory year of 2012, consistent with best available regional data.

In order to reduce emissions and meet statewide targets, the CAP has established local reduction targets consistent with CARB's 2017 Scoping Plan. To support the achievement of statewide GHG reduction targets and reduce emissions locally, the CAP sets the following emission reductions targets using 2012 levels as a reference point:

- 4 percent below 2012 levels by 2020;
- 42 percent below 2012 levels by 2030; and,
- 52.5 percent below 2012 levels by 2035.

The CAP provides a summary of baseline GHG emissions and the potential growth in these emissions over time. A summary of the City's emissions inventory, emissions projections, and methodology for setting GHG reduction targets is discussed further in [Chapter 2](#). The strategies and measures that the City will implement to achieve these targets is discussed in [Chapter 3](#).

As part of CAP implementation, each strategy and measure should be continually assessed and monitored. Reporting on the status of implementation of these strategies, periodic updates to the GHG emissions inventory, and other monitoring activities will help ensure that the CAP is making progress towards the identified targets. More information on administering, implementing, and monitoring the CAP is included in [Chapter 4](#).

Climate change impacts are already occurring and projected to continue even as the City implements strategies and measures to reduce local GHG emissions. Climate change impacts have the potential for

a wide variety of impacts such as increased average temperatures, increased frequency of extreme weather events, and increased intensity of precipitation. The strategies the City will implement to adapt to climate change impacts are included in **Chapter 5**; however, it is important to note that the GHG emissions reduction measures listed in **Chapter 3** also identify ways to adapt to climate change. By including new cross-cutting priorities in both emissions reductions and adaptation to advance social equity and environmental justice, the chapter(s) also evaluates the ability of the City to build community capacity, address historical under-investment, and mitigate the disproportionate harm faced by the most vulnerable populations.

## 1.4 Co-Benefits

While the actions and supporting measures included in the CAP are generally geared towards reducing GHG emissions, many will also result in environmental or economic “co-benefits.” Environmental co-benefits include improvements to air quality, water supply, or biological resources, and improved public health outcomes. The strategies identified in **Chapter 3** of this CAP would provide a range of co-benefits within the city and region. Co-benefits associated with strategies in this CAP include:



In addition to these co-benefits, this CAP would provide other benefits to the City. This CAP allows the City to identify and implement GHG reduction strategies that are most advantageous to the City, while also promoting economic competitiveness. The CAP also demonstrates that the City is aligned with State targets for reducing GHG emissions and is consistent with the projections to meet reduction targets consistent with current mandates.

## 1.5 Community Action and Public Involvement

### Community Action

At the local scale, individuals and businesses play an important role in combating climate change. By changing habits to reduce energy consumption, produce less waste, conserve water, and drive less, individuals and businesses can work towards reducing their carbon footprint. The combination of these small, individual efforts can lead to better outcomes for the environment and the community.

Effective and long-term climate action and resiliency in the City can only be achieved through efforts that continue to change the way individuals interact with the environment. This CAP serves as a resource to support long-term sustainability efforts and to ensure measure implementation and benefits are inclusive for all City residents.

Individual actions can play a big role in reducing local GHG emissions. Examples include, but are not limited to:

- Recycling and composting waste
- Driving less
- Conserving water
- Purchasing and consuming local products

### Community Outreach Plan

The City was committed to hosting community outreach and engagement events providing residents, stakeholders, interested parties, and other agencies and/or individuals with the opportunity to participate in the climate action planning process in two phases. The goals of CAP outreach were to: (1) raise awareness of this CAP's development; (2) inform the public and other organizations about the CAP; (3) provide opportunities for input at the various steps of CAP development; and (4) provide opportunities to influence decision-making.

In preparation of the CAP, the City has prioritized public engagement and outreach to ensure that the CAP provides feasible, equitable, and implementable measures. To engage residents, businesses, and nonprofits, the City intended to follow outreach best practices by:

- Harnessing the networks and reach of existing community organizations such as local school districts, CAFE, Escondido Education COMPACT, and the Escondido Bike/Walk Committee;
- Going to where the people are (e.g., tables at community events or reserved time during existing Home Owner's Association ("HOA") and Neighborhood Association meetings);
- Creating multiple levels and forms of engagement; and
- Crafting creative methods to elicit input.

Through implementation of these best practices, the City developed a series of tools to help engage different parties, such as notification lists, CEQA notices, a dedicated project website, electronic mail notifications, press releases, and handouts. Additional outreach initiatives included establishing a CAP workgroup with City staff, hosting community workshops to engage the public in the planning process, hosting mobile community workshops at public events, informing Planning Commission and City Council through informational meetings, and scheduling Planning Commission and City Council public hearings.



Source: City of Escondido

## Summary of Phase 1 Outreach

During the first phase of public involvement, there was a two-month public engagement period, and the City hosted multiple community outreach and engagement events to provide opportunities for residents, business owners, workers, and interested parties to participate in the climate action planning process. Throughout the ongoing outreach process, the City offered online engagement opportunities for all interested parties to provide feedback through surveys if unable to attend an outreach event. A summary of the hosted community outreach event is provided in **Table 1-2**. Other, less formalized, outreach events and activities were also conducted. A detailed summary of community input and involvement in the climate action planning process is included in **Appendix D**. In addition, a public committee was formed to discuss adaptation and social equity issues in the CAP.

**Table 1-2 Community Engagement Event Summary**

Meeting Date	Location
May 8, 2018	Planning Commission presentation
June 20, 2018	City Council presentation
July 10, 2018	Planning Commission presentation
July 12, 2018	Presentation to Traffic Commission
July 19, 2018	Presentation to Historic Preservation Commission
July 26, 2018	Neighborhood Leadership Group Meeting
July 30, 2018	Public Workshop
August 28, 2018	Planning Commission presentation
October 25, 2018	Neighborhood Leadership Group Meeting

Notes: City = City of Escondido; SDG&E = San Diego Gas & Electric  
Source: City of Escondido 2018

## Workshop Summary

As a culmination of the CAP public engagement period, the City hosted a public workshop on July 30, 2018 at City Hall. The workshop was designed to inform residents, businesses, and community members about the CAP and gather community input on proposed CAP measures and climate change issues. Input was provided through a “dot” or “tally” exercise where attendees placed green sticker dots on measures they generally supported and red sticker dots on measures they generally did not support. Additional feedback was provided in written form through the “CAP Passport”, through which attendees provided additional details for measures they generally supported or did not support, and asked additional questions about measures that were not clear. In total, nearly 50 people provided input at this workshop, and additional responses to the CAP Passport were gathered online. The comments provided at the workshop and online were incorporated into this CAP. Examples of the station boards presented at this workshop and the CAP Passport are provided in **Appendix D**.



Source: City of Escondido

## Summary of Phase 2 Outreach

After a far-reaching public outreach effort in 2018, significant progress was made to develop the draft CAP content. During the second phase of public outreach, the City focused more continuing to engage the public to both share how the public feedback provided in the first phase of outreach was used to develop the draft CAP; and to gain additional input. Phase 2 began on June 24, 2020, with the release of the draft CAP. Input on the draft CAP was solicited from the general public and stakeholders, mostly building off of previous efforts and existing networks. Detailed input was also provided by the Escondido Environmental Community Advisory Group. City staff also facilitated eight informational work sessions with the Planning Commission to integrate the commission directly into the steps of the decision making process and broaden project awareness and additional participation opportunities. After all input on the draft CAP was collected, reviewed, and considered, City staff made modifications to incorporate many of the comments. A revised draft CAP was prepared and circulated for additional public review and comment, with this step being advertised as an early release document prior to initiating the decision-making process. Phase 2 also consisted of formal public hearings with the Planning Commission and City Council.