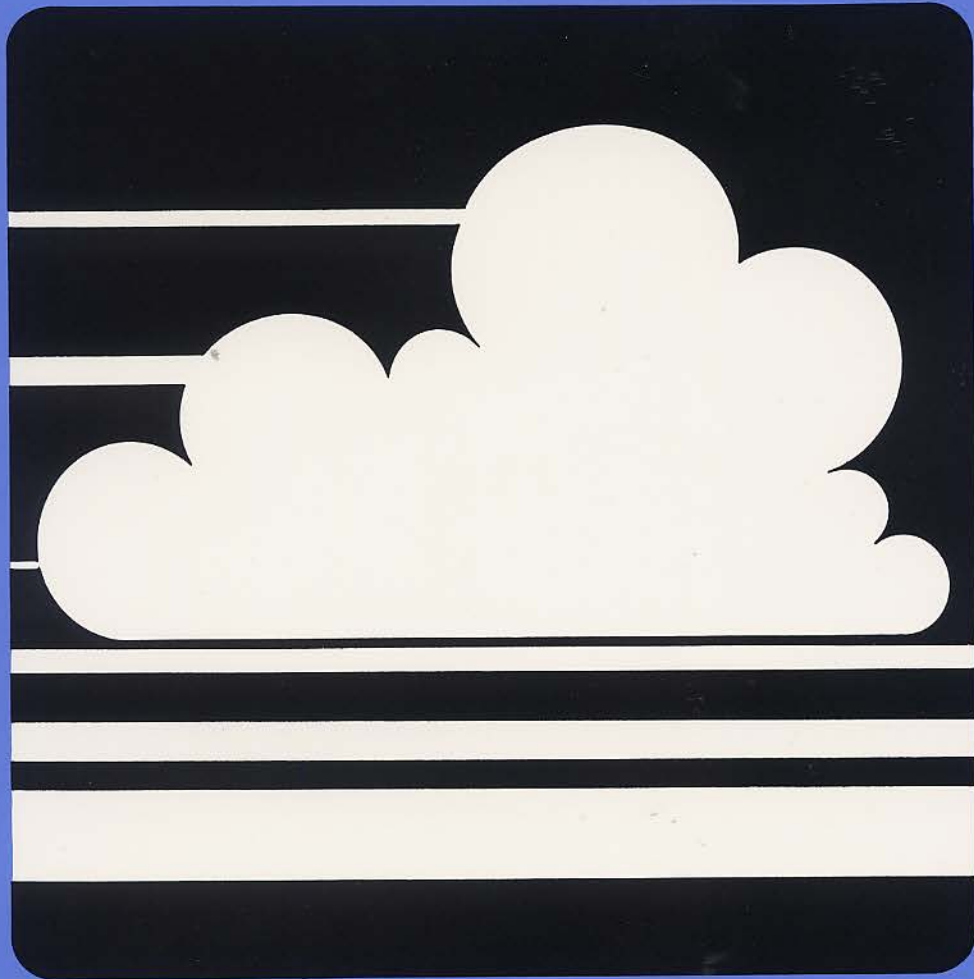


AIR QUALITY ELEMENT



City Plan Case No. 89 - 0034
Council File No. 91 - 2003

AIR QUALITY ELEMENT

AN ELEMENT OF THE GENERAL PLAN OF THE CITY OF LOS ANGELES

Approved by
the City Planning Commission
June 20, 1991

Adopted by
the City Council
November 24, 1992

CERTIFICATION

STATE OF CALIFORNIA,

1 ss.

COUNTY OF LOS ANGELES,

I, Elias Martinez, City Clerk of the City of Los Angeles and ex-officio Clerk of the City of Los Angeles, do hereby certify and attest the foregoing to be a full, true and correct copy of the Resolution attached to Council File 91-2003, adopted in Council on November 24, 1992, relative to the 1992 Air Quality Element of the General Plan to be the City of Los Angeles' Air Quality Policy Document, on file in my office, and that I have carefully compared the same with the original.

In Witness Whereof, I have hereunto set my hand and affixed the Seal of the City of Los Angeles, this 25th day of November, 1992.

City Clerk of the City of Los Angeles

By Baibara Thosches
Deputy

CITY OF LOS ANGELES

CALIFORNIA

ELIAS MARTINEZ
City Clerk

J. Michael Carey
Executive Officer

When making inquiries
relative to this matter
refer to File No.

91-2003



TOM BRADLEY
MAYOR

Office of
CITY CLERK
Council and Public Services
Room 395, City Hall
Los Angeles, CA 90012
Council File Information - 485-5703
General Information - 485-5705

Pat Letcher
Chief Legislative Assistant

November 25, 1992

✓ Jimmy Liao - Planning Department
Stop 397, 3rd & Figueroa
(w/certified copy of resolution)

Planning Commission
Planning Department - PPR Unit
Department of Transportation,
Traffic/Planning Sections
Water and Power Department
City Attorney

Director of Planning
Planning Department,
Neighborhood Planning Section
Department of Building & Safety,
c/o Zoning Coordinator
Environmental Affairs Department

RE: THE 1992 AIR QUALITY ELEMENT OF THE GENERAL PLAN TO BE THE CITY OF
LOS ANGELES' AIR QUALITY POLICY DOCUMENT

At the meeting of the Council held November 24, 1992, the following
action was taken:

Attached resolution adopted.....	X
Ordinance adopted.....	
Motion adopted to approve attached report.....	
" " " " communication.....	
To the Mayor for concurrence.....	
To Concerned Departments FORTHWITH.....	X
Mayor concurred.....	
Appointment confirmed.....	
Findings adopted.....	
Negative Declaration adopted.....	
Categorically exempt.....	
Generally exempt.....	
EIR certified.....	
Tract map approved for filing with the County Recorder.....	
Parcel map approved for filing with the County Recorder.....	
Bond approved is No. _____ of Contract.....	
Resolution of acceptance of future street to be known as _____ adopted.....	
Attach a copy of follow-up Department Report to file.....	
Agreement mentioned therein is/are No. _____ of contracts.....	

Elias Martinez
City Clerk
DEM

memo 912003

RESOLUTION No. _____

A Resolution of the City Council of the City of Los Angeles adopting the 1992 Air Quality Element of the General Plan.

WHEREAS, the existing Air Quality Management Plan, an Element of the General Plan, was adopted in 1979; and

WHEREAS, the City Council, in 1988, directed an updated Air Quality Element be prepared; and

WHEREAS, the South Coast Air Quality Management District and the Southern California Association of Governments adopted an Air Quality Management Plan (AQMP) in 1989 and a Revision to the AQMP in 1991; and

WHEREAS, both the 1989 AQMP and the 1991 Revision contain measures for local government implementation; and

WHEREAS, the 1991 agreement with the Southern California Association of Governments relative to the City's Wastewater Facilities Plan update required the City of Los Angeles to develop an Air Quality Element; and

WHEREAS, the 1992 Air Quality Element is the result of four years of work, public workshops and has been revised in response to other city Departments, public agencies and public comments; and

WHEREAS, the City of Los Angeles is committed to comply with the requirements of the California Clean Air Act; and

WHEREAS, the City of Los Angeles is committed to show a good faith effort to achieve clean air; and

WHEREAS, the City of Los Angeles is committed to assuming a leadership role in the efforts to attain clean air goals; and

WHEREAS, the City of Los Angeles finds and determines that the 1992 Air Quality Element is considered a "project" pursuant to the terms of the California Environmental Quality Act (CEQA); and

WHEREAS, the City of Los Angeles has prepared a tiered Program Environmental Assessment document, pursuant to CEQA; and

WHEREAS, the implementation programs and monitoring procedures are contained in the Clean Air Program (CAP);

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Los Angeles adopts the 1992 Air Quality Element of the General Plan to be the City of Los Angeles' air quality policy document.

RESOL.
ADOPTED

NOV 24 1992

LOS ANGELES CITY COUNCIL

Forthwith to concerned Depts



AIR QUALITY ELEMENT - 1992

CITY OF LOS ANGELES

Tom Bradley, Mayor

CITY COUNCIL

- 1st District - Mike Hernandez
- 2nd District - Joel Wachs
- 3rd District - Joy Picus
- 4th District - John Ferraro, President
- 5th District - Zev Yaroslavsky
- 6th District - Ruth Galanter
- 7th District - Ernani Bernardi
- 8th District - Mark Ridley-Thomas
- 9th District - Rita Walters
- 10th District - Nate Holden
- 11th District - Marvin Braude
- 12th District - Hal Bernson
- 13th District - Michael Woo
- 14th District - Richard Alatorre
- 15th District - Joan Milke Flores

CITY PLANNING COMMISSION

- Theodore Stein Jr., President
- Fernando Torres-Gil, Vice President
- Lydia H. Kennard
- David W. Louie
- Suzette Neiman

DEPARTMENT OF CITY PLANNING

Con Howe, Director of Planning
Melanie S. Fallon, Deputy Director
Franklin P. Eberhard, Deputy Director
Robert H. Sutton, Deputy Director
Kenneth C. Topping, Former Director of Planning

CITYWIDE PLANNING DIVISION

R. Ann Siracusa, Principal City Planner
Charles Montgomery, Senior City Planner
Michael Feldman, Former Senior City Planner
Alta Shigeta, Former Senior City Planner
Emily Gabel, Former Principal City Planner

PROJECT STAFF

Jimmy Liao, City Planner/Project Manager
Srimal Hewawitharana, Environmental Associate II
P.L. Ryland, Environmental Associate II

Former Project Staff

Glenn Blossom, City Planning Officer
Jeffery Ford, Environmental Associate II
Barry Ottmann, Management Assistant
Alex Rabrenovich, Management Assistant

CITYWIDE GRAPHICS

Rey Hernandez, Graphic Designer III

Former Graphic Staff

Mort Meyerson, Planning Graphics Supervisor
Robert Sanchez, Graphic Designer III
Luis Quinones, Graphic Designer II

TABLE OF CONTENTS

CHAPTER I - INTRODUCTION

PURPOSE OF THE GENERAL PLAN	I - 1
STATE REQUIREMENTS	I - 1
ORGANIZATION AND CONTENT OF THE PLAN	I - 1
Citywide General Plan Framework	
Primary Citywide Elements	
Secondary Citywide Elements	
INTERNAL CONSISTENCY	I - 3
COUNCIL ADOPTION PROCEDURES	I - 3
Preparation	
GPAB Review	
Hearing-Date-Notice	
Commission Approval	
Action by Council and Mayor	
Initiation of Amendments by Council	
Council Adoption	
CITIZEN PARTICIPATION	I - 4
REGIONAL CONTEXT	I - 5
RELATIONSHIP TO OTHER DOCUMENTS	I - 5

CHAPTER II - BACKGROUND

STATUTORY REQUIREMENTS	II - 1
Federal Clean Air Act	
State Legislation	
Regional Air Quality Management Plan	
PLANNING AREA	II - 1
DEMOGRAPHICS	II - 1
EXISTING CONDITIONS	II - 2
HISTORICAL CONTEXT	II - 2
INTERGOVERNMENTAL COORDINATION	II - 3

CHAPTER III - ISSUES

AIR QUALITY STANDARDS ATTAINMENT PROBLEM	III - 1
Ambient Air Quality Standards	
Attainment and Measurement Issues	

HEALTH AND ECONOMIC EFFECTS OF POLLUTED AIR	III - 1
CURRENT STATUS OF THE AIR POLLUTION PROBLEMS	III - 2
Ozone	
Carbon Monoxide	
Nitrogen Dioxide	
Particulate Matter	
CONSTRAINTS IN ACHIEVING STANDARDS	III - 2
Environmental Settings	
Emission Sources	
Density and Land Use Patterns	
Transportation System	
Economic and Population Growth	
CONGESTION MANAGEMENT PLAN	III - 3
PUBLIC PARTICIPATION AND IMPLEMENTATION	III - 4
EPA ENFORCEMENT AND LEGAL ISSUES	III - 4
EPA Sanctions	
The Abramowitz Case	
Coalition for Clean Air vs. EPA	
CHAPTER IV - GOALS, OBJECTIVES, AND POLICIES	IV - 1
 CHAPTER V - IMPLEMENTATION PROGRAMS	 V - 1
 TABLES	
TABLE 3.1 NATIONAL AND STATE AIR QUALITY STANDARDS	III - 1
TABLE A LIST OF ACRONYMS USED IN THE AIR QUALITY ELEMENT	A - 1
TABLE B MEMBERS OF THE AIR QUALITY COMMITTEE OF THE GENERAL PLAN ADVISORY BOARD	B - 1

CHAPTER I - INTRODUCTION

PURPOSE OF THE GENERAL PLAN

California state law requires each city and county to adopt a long-term comprehensive general plan which must be an integrated, internally consistent and compatible statement of goals, objectives, policies, and implementation programs which provides a basis for rational decision making regarding the City's long-term physical development. Preparing, adopting, and maintaining a general plan serves to:

- Identify the community's environmental, social, and economic goals.
- State the local government's policies on existing and future development needed to achieve community goals.
- Establish within local government the ability to respond to problems and opportunities concerning community development in a way consistent with local, regional, and state goals and policies.
- Inform citizens about their community and allow for opportunities to participate in the planning and decision-making process of local government.
- Identify the need for and methods of improving the coordination of community development activities among all units of government.
- Create a basis for subsequent planning efforts, such as the preparation of specific plans and special studies.

In 1971, a law was passed requiring zoning and subdivision approvals to be consistent with the General Plan, giving it more of a legal status and causing city officials to seriously consider the general plan when adopting policies.

Through use of short-term implementation programs, local governments have the ability to direct zoning and subdivision actions more closely without a need for constant monitoring and revision. Because of the socio-economic impacts certain programs may have, it is important to consider their effects while still in the developmental stage. The General Plan should be reviewed every five years.

The City's principal objectives in revising the Air Quality Element of the General Plan are to aid the region in attaining and maintaining the National and State Ambient Air Quality Standards while continuing

economic growth and improvement in the quality of life afforded to City residents and to document how the City plans to implement local programs contained in the regional plan.

STATE REQUIREMENTS

Government Code Section 65302 and others establish a minimum list of issues a general plan must cover. While the general plan must meet the minimum requirements of the law, the individual elements need be addressed only if it is relevant to the city's or county's planning area (Government Code Sections 65300.7 and 65302.1).

In assessing the relevance of the state-mandated issues, several points should be kept in mind:

- When a state-mandated issue is eliminated due to irrelevance to a planning area, the basis of this action should be documented in the general plan.
- An issue which may seem irrelevant in the short term, but may be important in the long term should be addressed in the general plan.
- When a previously excluded issue becomes relevant, the general plan must be revised to include that issue.

ORGANIZATION AND CONTENT OF THE PLAN

The general plan expresses the community development goals and policies relative to the distribution of future land use, both public and private. The plan integrates the citywide elements, community plans and neighborhood plans, and gives policy direction to the planning regulatory and proactive implementation programs.

The Comprehensive General Plan consists of a hierarchy of components in which each component guides the subsequent level and makes the policy direction more specific.

The five components of the Comprehensive General Plan include: 1) Citywide General Plan Framework, 2) Primary Citywide Elements, 3) Secondary Citywide Elements, 4) Community Plans, and 5) Neighborhood Plans.

Citywide General Plan Framework

Increasing population and economic growth, if left unchecked, could have serious impacts on the environmental quality of the City.

The Citywide General Plan Framework is the first component of the Comprehensive General Plan. This component brings the demands on the urban systems into equilibrium with the systems' capacities and maintains that balance in the future.

In 1974, the Los Angeles City Council adopted the Concept Los Angeles Plan ("Centers Concept") to achieve balanced growth through a multi-centered urban form. This plan has yet to be implemented, but is a reference point for the development of the Citywide General Plan Framework.

The Citywide General Plan Framework is the umbrella concept of the General Plan which ties all of the components together by:

1. Establishing the inter-relationships between the many aspects of the urban ecological system;
2. Providing the policy framework for directing, achieving and maintaining balance between the parts; i.e. managing growth;
3. Balancing the City's growth potential with its growth constraints;
4. Providing the linkage between land use, transportation, infrastructure (utility systems, sewer systems) economic vitality, urban form, revitalization, and capital improvements (street improvements, public facilities) programming; and
5. Establishing guidelines and mechanisms for a) managing the timing, phasing, financing and location of growth, b) assuring the City's ability to serve development, in terms of infrastructure needs and human services, c) assuring the quality of development, and d) monitoring, evaluating and adjusting the processes so the system can be dynamic and responsive to change.

The Citywide General Plan Framework will address the following interrelated factors and their interaction: centers/urban form, jobs/housing balance, growth/infrastructure balance, economic strategy, revitalization strategy, and capital improvements programming strategy.

Primary Citywide Elements

The second component of the Comprehensive General Plan provides longrange citywide policy direction, taking into account citywide goals and needs. This component also guides the more detailed Community and Neighborhood Plans. The City of Los Angeles' Plan organizes the seven State-mandated elements and other optional elements into two categories, primary and secondary.

The Primary Citywide Elements interact to affect the type, location, and intensity of land uses and the timing and phasing of development. For example, the ability of any particular circulation system to move goods and people through the City sets limits on the amount and type of land uses that can be accommodated. Increasing the capacity of the system or changing its physical configuration can change the locations, amount, and type of land uses that can be served. Changes in land use distribution change the demands put on the circulation systems.

The elements in this component include: Air Quality, Transportation, Housing, Infrastructure Systems (such as water, sewer, and waste management systems), Conservation, Open Space, and unique plans with citywide impacts (such as the LAX Master Plan and the Port of Los Angeles Master Plan).

Secondary Citywide Elements

The Secondary Citywide Elements, which comprise the third component of the plan, are those which respond to but do not dictate the type, location, and intensity of the land uses. The term secondary is not intended to describe the relative importance of these elements, but rather to describe the kind of interaction they have with other parts of the system.

For example, the amount and location of residential development dictate the need for schools to serve that development. Those schools are planned to serve the projected population based on criteria established in the Public Facilities Element of the Plan. However, the absence of school capacity in a particular area of the City will not by itself preclude residential development in that area. Similarly, the Design Element may establish the quality and design characteristics of commercial development, but will not determine where commercial development should occur or how much is appropriate.

The Secondary Elements include: Noise, Public Facilities, Cultural and Urban Design, and Safety.

INTERNAL CONSISTENCY

The internal consistency requirement (Government Code Section 65300.5) has several implications of importance to the structure and content of the general plan. First, it implies that all elements of the general plan have equal legal status. For instance, the land use element and the open space element cannot contain different land use intensity standards rationalized by statements such as "if in any instance there is a conflict between the land use element and open-space element, the land use element controls" (*Sierra Club v. Board of Supervisors of Kern County* (1981) 126 Cal. App. 3d 698). Any conflicts between elements must be resolved within the general plan itself. Similarly, all goals, objectives, policies, principles, standards, and plan proposals in the general plan must be consistent; the implementation programs set out in the plan must be true to and follow logically from the plan goals and policies.

Information, such as projections and assumptions, used between elements within the general plan must be consistent and uniform since neither is subordinate to the other. Population projections in the land use element, for example, must be consistent with population projections in the housing element. When a new element is adopted or a part of the plan amended, the rest of the plan must be changed to eliminate any inconsistencies created by the new element or amendment.

COUNCIL ADOPTION PROCEDURES

Preparation

The General Plan shall be prepared so that the City Planning Commission may approve it and the Council may adopt it as follows: as a whole; by complete subject elements; by substantial geographical areas; or by portions of subject elements, provided that any such area or portion has significant social, economic, or physical identity.

GPAB Review

Under Ordinance Number 150048, the General Plan Advisory Board was formed to be composed of the Director of Planning, the Mayor, a member of the Council (designated by the President of the Council), the City Administrative Officer, the City Engineer, the Executive Director of the Housing Authority, the Executive Director of the Community Redevelopment Agency, and the General Managers of each of the following departments: Building and Safety, Fire, Police (or the bureaus thereof), Public Utilities and Transportation,

Recreation and Parks, Traffic, and Water and Power (or the bureaus thereof), together with such other officers of the City as the Mayor may from time to time designate.

The GPAB advises the Director of Planning on matters concerning the formulation of the General Plan and its various elements, as well as specific plans and other planning related issues prior to the preparation of the Planning Director's final recommendation to the Planning Commission.

Hearing - Date - Notice

Prior to the approval of the General Plan or any amendments to it, a public hearing shall be held before the Commission or an examiner designated by the Commission.

A notice to the public regarding the hearing will be published to protect public interest. A report of the hearing shall be submitted to the Commission within a period of time as dictated by the Commission.

Commission Approval

Upon approval of the General Plan by the City Planning Commission, or any amendments, the General Plan shall be presented to the Mayor and the City Council by the Director of Planning, together with the Commission's report and recommendations.

Action by Council and Mayor

After receipt of the General Plan, or any amendments as approved by the City Planning Commission, and upon receipt of the recommendations by the Mayor or the passage of 30 days, whichever first occurs, the Council shall conduct a public hearing before taking any action. Notice of the time and place of such hearing shall be given.

If the Council proposes any change from that which is approved by the City Planning Commission, the proposed change must be referred to the Director of Planning, the City Planning Commission and the Mayor for recommendation. The Commission and the Mayor must act within 60 days unless given an extension of time by the Council. Final action by the Council shall be taken within 90 days after conclusion of its public hearing if no changes are made, or within 120 days after the receipt of both the Mayor's and the City Planning Commission's recommendations on any proposed change, or upon the expiration of their time to act. Failure of the Council to act within such time limitations shall be deemed a disapproval of the plan or any amendments to it.

Initiation of Amendments by Council

The City Council may propose amendments to the General Plan and refer proposed amendment to the Director of Planning, the City Planning Commission and the Mayor for recommendation. The Director of Planning shall prepare and make recommendations on the proposed amendment to the Mayor, the City Council and the City Planning Commission. After notice and a hearing, the Commission shall, within 180 days after receipt of said amendment, make and file its report and recommendations approving or disapproving the proposed amendment, during which time, the Mayor shall also approve or disapprove the proposed amendment. After approval or disapproval, the Commission and Mayor shall pass along the proposed amendment, together with their respective actions, to the City Council.

The Council shall then consider and act upon the proposed amendment in the manner set forth in Subsection D of this section, including the proposing of changes from the proposed amendment.

Council Adoption

The General Plan or any amendment shall be adopted by majority vote of the entire Council. A two-thirds vote shall be required if contrary to the recommendations of either the City Planning Commission or of the Mayor, and a three-fourths vote shall be required if action of the Council is contrary to the recommendations of both the City Planning Commission and the Mayor.

CITIZEN PARTICIPATION

State law specifies that in preparing a general plan, "the planning agency shall consult and advise with ... civic, educational, professional and other organizations, and citizens generally to the end that maximum coordination of plans may be secured and properly located sites for all public purposes may be indicated on the general plan" (Government Code Section 65304). Other sections of the Government Code require that, prior to adopting a general plan, element, or amendment, the planning commission and legislative body each hold at least one public hearing (Government Code Sections 65351 and 65355). In preparing the housing element, the law requires local governments to "make a diligent effort to achieve public participation of all economic segments of the community" (Government Code Section 65583). Following the adoption of the general plan, the planning agency must also "consult and advise with ...civic,

educational, professional and other organizations, and citizens generally with relation to carrying out the general plan" (Government Code Section 65400(d)). All these are minimum requirements. As a practical matter, the general plan will be an effective guide for future development only if it has been prepared with the active involvement of the public and adopted with their support.

A program designed to secure citizen participation should address at least four objectives:

- Identify community values and goals to use as the foundation of the plan.
- Educate the public about the major issues, problems, and opportunities to be addressed in the plan.
- Give the public opportunities to participate in evaluating and selecting alternatives.
- Create an atmosphere which resolves conflicts in demands for limited community resources.

In an attempt to satisfy the various objectives of the community, always keep in mind the following:

- Citizens should be involved, particularly when it is time to make important decisions, such as the selection of goals and objectives, the evaluation of alternatives, and the final approval of the plan.
- Work items and publications need to be scheduled carefully to maintain public interest.
- People will only participate to the extent they feel they will be affected. In small communities, citizen participation can usually be organized on a community wide basis. In larger or more populous jurisdictions, participation should be geared to smaller geographic areas, as well as to the entire jurisdiction.
- The extent of citizen involvement should reflect both the scale of the work undertaken and the amount of interest or controversy expected. Larger projects, such as preparing an entire general plan, call for more participation than smaller ones, for which only public hearings may be necessary.
- The City Council or Board of Supervisors has to make its expectations clear in its charge to committees and must give the committees' recommendations careful consideration.

- It is important to identify early those groups expected to be most affected by the general plan.
- Select the mix of techniques that will be most effective in involving various income and ethnic groups, the handicapped, the elderly, and businesses.
- Maintain a program of public participation to monitor and evaluate the progress in implementing the General Plan.

REGIONAL CONTEXT

With increasing urbanization and the growing interdependence of local governments the concept of community, particularly in metropolitan areas, has expanded in recent years to include a regional perspective. The federal government has recognized that effective management of urban facilities and natural resources must transcend political boundaries by funding councils of governments and creating such regional programs as the 208 Water Quality Planning Program and the A-95 review process (revised in 1982 by Executive Order 12372). The State has similarly institutionalized the regional perspective by creating regional transportation planning agencies and water quality control boards and by designating regional air quality planning agencies.

Regional plans prepared by councils of governments and other designated regional agencies provide the legal basis for allocating state and federal funds, as in the case of transportation and water quality facilities. Other regional plans, such as air quality plans, spell out measures which local governments must institute in order for the region to meet state and federal standards. Still others, such as regional housing needs assessments, provide a measure of each local government's responsibility for satisfying a reasonable share of the region's needs.

When preparing or revising a general plan, cities and counties should carefully analyze the implications of regional plans for their planning area. Further, if regional needs are to be satisfied, federal and state standards met, and coordination achieved in the location of public facilities, local general plans should be consistent with adopted regional plans. Accordingly, general plans should include an analysis of the extent to which the general plan's policies, standards, and proposals conform to regional plans. Naturally, there will have to be some balancing of local and regional needs in the selection of policies. But, where

the local general plan deviates from regional plans, the local government should carefully document the basis of this difference in policy.

RELATIONSHIP TO OTHER DOCUMENTS

The primary framework for addressing air quality issues in the South Coast Air Basin is the Regional Air Quality Management Plan (AQMP). The 1991 AQMP was prepared by the South Coast Air Quality Management District (SCAQMD) and the Southern California Association of Governments (SCAG) and adopted on July 12, 1991. State law requires that the AQMP identify how the state and national ambient air quality standards will be achieved and maintained.

In addition, transportation and land use control measures in the AQMP also appear in the Regional Mobility Plan (RMP). The RMP serves as the Federal and State required Regional Transportation Plan for a six-county region that includes the smaller South Coast Air Basin. (While the RMP covers all of Los Angeles, Orange, Riverside, San Bernardino, Ventura, and Imperial Counties, the AQMP covers all of Orange County and the most urbanized portions of Los Angeles, Riverside, and San Bernardino Counties.)

Land use measures in the AQMP are also implementation strategies included in the Regional Growth Management Plan (GMP). The AQMP, RMP, and GMP were developed on a cooperative basis and can be seen as individual components in a broader regional plan. A separate guidance document has been prepared for the implementation of the RMP and GMP in those areas of the six-county SCAG region outside the boundaries of the South Coast Air Basin.

CHAPTER II- BACKGROUND

STATUTORY REQUIREMENTS

Federal Clean Air Act

The Clean Air Act (Act) was first enacted in 1955 and has been amended in subsequent years - 1963, 1965, 1967, 1970, 1977, and 1990. The Act requires that each state submit to the Environmental Protection Agency (EPA) a State Implementation Plan (SIP) that describes the methods to be used to attain federal ambient air quality standards. The Act also establishes local air quality planning processes requiring separate plans for each local area that had not attained the standards. These plans, called non-attainment plans, were to be prepared by local agencies designated by the governor of each state and incorporated into the SIP. The City of Los Angeles was included in the South Coast Air Basin (Basin), a nonattainment area, which has the South Coast Air Quality Management District (AQMD) as its local air pollution control agency.

State Legislation

The AQMD was established by the Lewis Air Quality Act of 1976, which also mandated a planning process. In addition to requiring preparation of an Air Quality Management Plan (AQMP) consistent with federal planning requirements, the act also set up a process in which the AQMP was to be reviewed every two years and revised as necessary. This Plan was to be developed in a joint effort with the Southern California Association of Governments (SCAG). SCAG would prepare those portions of the plan dealing with demographics projections as well as regional land use, housing, employment, and transportation programs.

Before the passage of California Senate Bill 151 in 1978, the AQMD's authority was limited to stationary sources of pollution. Under SB 151, the AQMD may now adopt rules and regulations affecting mobile and area emissions sources. SB 151 also altered the governing board of the AQMD and strengthened the AQMD's regulatory powers over stationary sources.

The California Clean Air Act of 1988, also known as the Sher Bill (AB 2595), requires the AQMD to prepare a plan by the end of 1990 for attaining the state ambient air quality standards. State air standards are generally more stringent than their federal equivalent

and attaining them will require encompassing and effective plan measures. Every three years the Basin Plan must be revised and updated.

Regional Air Quality Management Plan

On March 17, 1989, the AQMD and SCAG adopted a plan which would bring the region into compliance with the National Ambient Air Quality Standards (NAAQS) by December 31, 2007. This Plan was revised in 1991. The AQMP has recommended control measures categorized into three technological tiers, based upon their readiness for implementation. The three categories are:

Tier I:

Full implementation of known control technologies and management practices.

Tier II:

Significant advancement of today's technological applications and vigorous regulatory intervention.

Tier III:

Development of new technology.

The Plan's control measures will reduce air emissions by altering travel, work scheduling, surface coating and solvent use, petroleum and gas production, commercial and industrial processes, residential and public activity, agricultural processes, the use of off road vehicles, stationary sources, motor vehicle operation and inspection, transportation systems including airports and ports, and land use and zoning decisions.

PLANNING AREA

The planning area of the Air Quality Element covers the entire city of Los Angeles which encompasses an area of about 465 square miles, of which approximately 150 square miles are hills and mountains and 22 square miles are parklands. The City is bordered by the San Gabriel Mountains on the north, developed communities on the east, the Santa Monica Mountains on the northwest (which extend into the City), and Santa Monica Bay and the Pacific Ocean on the south and west.

DEMOGRAPHICS

According to the 1990 Federal Census of Population and Housing, the City of Los Angeles has a population of 3,485,398. Between 1980 and 1990, the population grew by 518,548 persons, or 17.5%, representing an annual growth of 1.7%.

Although per capita emissions have been brought down substantially in the past decade, increases in the population over that time have made substantial emission reductions more difficult. Many sources, such as automobiles, have been significantly controlled. However, increases in the number of such sources, particularly those growing proportionately to population, reduce the potential air quality benefits of new controls.

EXISTING CONDITIONS

Existing levels of ambient air quality and historical air quality trends in the City of Los Angeles are well documented by measurements made by the South Coast Air Quality Management District (SCAQMD) at a number of Los Angeles area air quality monitoring stations. There are six ambient air quality monitoring stations within the SCAQMD's system that cover most of the City's individual communities, although only three stations are within City limits. The six air quality monitoring stations representative of conditions in the City of Los Angeles are:

- Central Los Angeles (North Main Street)
- West Los Angeles (VA Hospital)
- South Central Los Angeles (Lynwood)
- LAX Airport Area (Hawthorne)
- East San Fernando Valley (Burbank)
- West San Fernando Valley (Reseda)

Small portions of East Los Angeles and Northeast Los Angeles (Sunland/Tujunga) are in adjacent SCAQMD Source-Receptor Areas (SRAs) in El Monte, Pico Rivera, and Pasadena.

Air Pollution Patterns

Ozone

Ozone levels are generally lowest near the coastline, increase toward the Civic Center, and then increase again toward the Valley. First stage smog alerts (1 hour ozone concentrations ≥ 0.20 ppm) follow the same general pattern as violations of the hourly

standard. The fewest smog alerts occur around the LAX Airport area, San Pedro, and South Central Los Angeles. The number of smog alerts increases on the north side of the Santa Monica Mountains, with a moderate number of alerts in the downtown area, and a maximum number in the Eastern San Fernando Valley.

Although the number of days exceeding ozone standards increases as distance from the coast increases, the annual one-hour maximum concentrations do not necessarily follow a similar pattern. The maximum annual ozone concentrations in the last five years have occurred at a variety of locations in the City, including West Los Angeles.

While ozone concentrations are still well in excess of allowable levels, there has been a substantial improvement in summer air quality over the last 35 years. In 1955, the maximum hourly downtown ozone level was 0.68 ppm, or more than three times the maximum in 1987. From 1955-1965, downtown Los Angeles had the worst smog levels in the basin in 10 out of 11 years. In 1965, maximum smog levels were 0.58 ppm, still 2.6 times 1987 levels. Throughout the 1980's, Los Angeles area monitoring stations have shown continued improvement in ozone levels with the almost complete elimination of second stage alerts (1 hour ozone concentrations ≥ 0.35 ppm) and a significant reduction in first stage alerts.

Carbon Monoxide

While the coastal corridor is among the least polluted areas in summer, the offshore flow and low level trapping inversions in winter create unhealthful levels of carbon monoxide (CO) throughout the coastal plain. The area around South Central Los Angeles has the worst CO levels in the basin.

Nitrogen Dioxide

Nitrogen Dioxide (NO_2), which is emitted mainly as Nitric Oxide (NO) from automobiles, reaches a maximum in the downtown area after the NO has had time to convert to NO_2 during airborne transport.

HISTORICAL CONTEXT

The seriousness of the local air pollution problem was recognized in the early 1940's. In 1946, the Los Angeles County Board of Supervisors established the first air pollution control district in the nation to address the problems of industrial air pollution. In the mid-1950s, California established the first state pollution agency to control motor vehicle emissions. Countywide

or regional air pollution districts were required throughout the state by 1970. Many of the controls originated in California became the basis for the federal control program which began in the 1960s.

Nearly all control programs developed to date have relied on development and application of cleaner technology and add-on emission control devices. Sources affected by this technology have been industrial and vehicular. Only recently have efforts been directed at how emission sources are used, e.g. the Inspection and Maintenance Program, HOV Lanes, and mandatory maintenance procedures on industrial sources.

In the 1970s it became apparent at both the state and federal levels that local programs were not enough to solve a problem that was regional in nature and did not stay within jurisdictional boundaries. Instead, air basins, defined by geographical boundaries, became the basis for regulatory programs.

In 1976, the California Legislature adopted the Lewis Air Quality Management Act which created the South Coast Air Quality Management District from a voluntary association of air pollution districts in Los Angeles, Orange, Riverside, and San Bernardino counties. The new agency was charged with developing uniform plans and programs for the region to attain federal standards by the dates specified in federal law. It was also mandated to meet federal and state standards by the earliest date achievable, using reasonably available control measures.

Because so many planning issues transcend political boundaries, state law requires cooperation among neighboring cities and counties. Jurisdictions must send copies of their proposed general plans to their neighbors: a city to adjoining cities and counties and to the county in which it is located; a county to adjoining cities and counties and to cities within the county (Government Code Sections 65305 and 65306). The same must be done upon adoption of a general plan or other general plan document (Government Code Section 65360). Further, when a city or county proposes a public works project (including acquisition and disposal of land) within another city's or county's jurisdiction, it must submit the proposed project to the appropriate planning agency for review of its conformity to the adopted general plan (Government Code Section 65402(b)).

INTERGOVERNMENTAL COORDINATION

State law requires local governments to work not only with citizens, but also with other governmental agencies and public utility companies in preparing and implementing their general plans (Government Code Sections 65304 and 65400(d)). Intergovernmental coordination involves more than a formal exchange of information and plans. In the planning process, legitimate conflicts arise between agencies with different responsibilities, constituencies, and viewpoints. To resolve these conflicts, cities and counties should vigorously pursue a full understanding of the other agencies' positions and be prepared to negotiate on the issues at conflict.

CHAPTER III- ISSUES

AIR QUALITY STANDARDS ATTAINMENT PROBLEM

Ambient Air Quality Standards

The Environmental Protection Agency (EPA) was given the authority to formulate National Ambient Air Quality Standards (NAAQS) by the Clean Air Act. The State of California has set standards for the six federal criteria pollutants and also for ethylene, hydrogen sulfide, sulfates, benzene, and vinyl chloride. The State has also set a visibility standard. These standards are periodically reviewed and adjusted according to developing scientific knowledge. The National and State Ambient Air Quality Standards are listed in Table 3.1.

Attainment and Measurement Issues

Air basins are the geographical units used for the purpose of measuring air quality. These air basins often cross local political boundaries; because of this, the states were required to establish regional air quality management districts whose boundaries reflect the air basin in question. The City of Los Angeles lies within the South Coast Air Basin where air quality is monitored by the South Coast Air Quality Management District (SCAQMD).

In spite of decades of efforts to manage air quality, the South Coast Air Basin continues to exceed the NAAQS

for ozone, carbon monoxide, oxides of nitrogen, and particulate matter, and also violates state standards for sulfates and visibility. Since the AQMD began to monitor ambient pollutant levels, the South Coast Air Basin has had the highest ozone and nitrogen levels in the nation.

HEALTH AND ECONOMIC EFFECTS OF POLLUTED AIR

A multitude of scientific studies have documented the adverse human health effects of smog. Minor health effects include: eye irritation, shortness of breath, headache, increased fatigue, and chest tightness or pain. Major health effects are: worsening of cardiovascular disorders, more respiratory tract infections, changes in the rate of lung growth and function in children, accelerated decline in lung function in adults and chronic lung disease. The AQMD has indicated that the continuation of present air quality levels will expose more than 9 million people to air pollution at levels 200% to 300% above the federal clean air standards each year. The AQMD has also estimated that the medical expenses for the various respiratory ailments caused or aggravated by smog alone run

The National and State Ambient Air Quality Standards

TABLE 3.1

POLLUTANT	NAAQS STANDARD	STATE STANDARD	AVERAGING PERIOD
Ozone (O ₃)	0.12 ppm	0.09 ppm	1 hour
Carbon Monoxide (CO)	9.00 ppm	9.00 ppm	8 hours
Particulate Matter (PM ₁₀)	50 ug/m ³ 150 ug/m ³	30 ug/m ³ 50 ug/m ³	annual 24 hours
Nitrogen Dioxide (NO ₂)	0.05 ppm	0.25 ppm	annual 1 hour
Sulfur Dioxide (SO ₂)	0.03 ppm 365 ug/m ³	0.053 ppm 0.25 ppm	annual 24 hours 1 hour
Lead (Pb)	1.5 ug/m ³	1.5 ug/m ³	30 day 3 month

ppm = parts per million
ug/m³ = micrograms per cubic meter

upwards of \$11 billion annually or over two dollars per capita daily in the basin. The levels of air pollution occurring in the South Coast Air Basin also cause hundreds of millions of dollars in damage to agriculture and property each year.

Some of the benefits of cleaner air cannot have a dollar value placed upon them, for instance: visibility is only one half to one third of what it should be in the absence of pollution; ornamental horticulture around homes, buildings and parks would benefit greatly from reduced ozone levels; and forests and animal life in nearby recreation areas would be more robust. Some minor medical effects of smog such as headaches and burning eyes are not associated with high dollar costs, but the elimination or reduction of such symptoms would have high value to anyone who must endure them.

CURRENT STATUS OF THE AIR POLLUTION PROBLEMS

Ozone levels in the basin are nearly three times the federal standard. Ozone is formed by photochemical reactions between directly emitted oxides of nitrogen and reactive organic gases. Oxides of nitrogen are produced by combustion at high temperatures and reactive organic gases are formed from combustion of fuels as well as the evaporation of organic solvents.

Carbon Monoxide

Carbon monoxide is formed by incomplete combustion of fossil fuels in vehicles and tends to be an acute problem near major highways and intersections. Despite the localized nature of the problem, ambient levels of carbon monoxide still reach over two times the federal and state standards.

Nitrogen Dioxide

Nitrogen dioxide in addition to being a precursor to ozone, is also a pollutant in its own right. Nitrogen dioxide decreases lung function and may reduce resistance to infection. It also gives polluted air its brown color, reduces visibility and contributes to acid deposition. Although the federal nitrogen dioxide standard was exceeded by only 2 percent in 1987, the South Coast Air Basin is the only region in the United States that has not attained the standard.

Particulate Matter (PM₁₀)

Particulates are small suspended particles less than 10 microns in diameter (a micron is one-millionth of a meter in length), which can bypass the body's defenses and enter the lungs. Particles may carry carcinogens and other toxic compounds, which ad-

here to the particle surfaces and cause damage once in the lungs. These are created as a byproduct of fuel combustion, wear on tires or brake linings or through wind erosion of soil. The basin has particulate levels about 80 percent above the federal standard.

CONSTRAINTS IN ACHIEVING STANDARDS

Environmental Setting

Los Angeles' air pollution is largely due to the mixture of physical attributes that makes the city so attractive: the warm desert climate, the cool sea breezes, and the surrounding mountains. Cool air flows into the basin from the ocean and underlies the warmer desert air above it. This forms an "inversion layer," which prevents pollutants from rising and being dispersed into the upper atmosphere. The mountains, and the winds associated with them, form a similar barrier which prevents the diluting of pollutants along the horizontal surface. Emissions from both mobile and industrial sources are trapped beneath generally warm, clear skies which allow photochemical reactions to occur. The resulting pollutants remain in the basin until the inversion lifts sufficiently to allow adequate mixing of clean and polluted air. This generally does not occur until the late afternoon.

Emission Sources

For each of the criteria pollutants, the source of responsible emissions varies. For some pollutants, such as carbon monoxide, the emissions are overwhelmingly due to mobile sources. For other pollutants, such as reactive organic gases and oxides of nitrogen (the precursors of ozone), the sources of emissions are more diverse.

The major contributors to Los Angeles smog include passenger cars, trucks and other mobile sources, and large stationary sources such as landfills, power plants, manufacturing and petroleum industries. A considerable amount of smog also derives from the cumulative effect of much smaller stationary sources, such as construction, dry cleaners, bakeries, paints, solvents, spray deodorant, gas-powered garden equipment, or barbecues. Emissions from mobile sources represent the largest source, approximately 60%, of emissions in the South Coast Air Basin. Much progress has been made in controlling stationary sources of pollution, but they nevertheless contribute 40% of all emissions in the basin.

Ozone, the key component of smog, is formed through complex chemical reactions between reactive organic gases (ROG's) and oxides of nitrogen (NO_x) in the

presence of sunlight. NO_x is emitted as a result of high-temperature fuel combustion and its sources are primarily of transportation and industrial origin. ROG's originate from sources as diverse as automobiles, construction equipment, dry cleaning establishments, bakeries, auto body paint shops, and other users of solvents.

Carbon monoxide (CO) is a by-product of incomplete combustion of hydrocarbon based fuels. CO is a health threat because of its ability to successfully compete with oxygen in the bloodstream. CO tends to concentrate in the early mornings when a meteorological phenomena known as a "surface inversion" exists. This inversion is a very shallow layer of cold air which exists before sunlight can heat the surface of the earth. This layer of colder air traps pollutants so that CO levels around busy intersections or freeways can rise to twice the federal standard. Los Angeles currently has the fourth highest number of violation days in the nation for CO.

Particulates are a more localized form of air pollution. Some areas of the air basin are fifty to one hundred percent above the federal standard. The pollutants causing these violations are sulfates, nitrates, and carbon particulates originating from the same mobile and stationary sources which emit NO_x, CO and ROG's. Particulates of less than 10 microns (PM₁₀) in diameter are of most concern because they bypass the lung's defensive mechanisms. Particulates are also responsible for the bulk of the visibility reductions experienced in the basin.

Density and Land Use Patterns

Presently, the land use patterns in the basin make efficient travel difficult. The high cost of housing near employment centers forces employees to locate long distances from their work. Unbalanced distribution of housing and jobs within the region contributes to increased transportation demand. Each year more people travel long distances from their residences in areas such as San Bernardino, Riverside and Northern Los Angeles Counties to their place of work in Southern Los Angeles and Orange Counties. This also contributes to highway congestion, slower average speeds and, therefore, greater amounts of emissions.

Transportation System

The current transportation system relies heavily upon single-occupant autos as the primary form of travel. This also causes far more air pollution than would be by a system which would use high occupancy vehicles/cleaner fuels. Perhaps, the cleanest transporta-

tion system would use some form of mass transit, but such a modern system is only now starting to evolve in the basin and is not expected to draw significant patronage, thereby reducing emissions, until the turn of the century. Greater numbers of drivers using the current system will result in higher congestion, thereby slowing down travel rates and increasing emissions until viable alternatives are fully operational. In the interim a combination of trip reduction incentives and disincentives have been developed.

Economic and Population Growth

The air pollution problem is further compounded by the explosive regional economic and population growth of Southern California, and its impact on increased air emissions from motor vehicles and industrial growth. The area's growth in business and industry has resulted in increased employment opportunities, which has been a key factor in attracting people to Los Angeles. The population in the Southern California air basin is now approaching 12 million people. From 1980 to 1990, the population growth of the City of Los Angeles alone increased 17.5 percent. Due to the lack of affordable housing, many residents have chosen to purchase homes at a great distance from their place of employment. This jobs/housing imbalance increases pollutant emissions by lengthening commutes and slowing down traffic region wide.

Efforts to reduce air pollution can be overwhelmed by continued regional growth. Almost all the emission reductions expected through the year 2010 as a result of the air quality rules currently in effect will be lost to the impact of the projected increase in population in the air basin and the related increases in jobs, housing and traffic.

CONGESTION MANAGEMENT PLAN

The CMP is a state mandated countywide program to reduce traffic congestion and improve air quality in California's urbanized areas. The CMP was established by the state to: increase the effectiveness of all transportation modes; increase the responsibility of local jurisdictions for the impact of their land use decisions on the regional transportation system; promote transportation solutions that are also good air quality measures; and to better coordinate transportation and land use planning. The CMP is State statutory recognition that transportation, air quality and land use decisions have interactive impacts, and that to the extent that planning efforts can be integrated, the goals of mobility, clean air and appropriate land uses

can be achieved. The Los Angeles County Metropolitan Transportation Authority (MTA) is the designated Congestion Management Agency (CMA) for Los Angeles County.

For Air Quality purposes, the CMP will assist in achieving the transportation performance standards of the California Clean Air Act, which include reduced trips, reduced vehicle miles traveled, decreases in vehicle emissions, and increases in average vehicle ridership. Like the comprehensive and regional emphasis of the AQMP, the CMP is based on regional air quality objectives and the interactive relationship among the control measures. Air quality measures must be consistent with the AQMP and local compliance is mandatory.

The integration of land use, transportation, and air quality objectives and strategies prepared by distinct regional agencies, and coordination for implementation at the local level, are a complex undertaking. Many of the control measures outlined in the regional plans reflect the overlapping objectives of separate regulatory requirements. In recognition of this concern, the AQMD created a Transportation Control Working Group to review measures contained in the AQMP and CMP. For regional and City efforts to be effective and expedient, they must be coordinated and collectively assessed for cumulative impacts.

PUBLIC PARTICIPATION AND IMPLEMENTATION

The air pollution challenge in Los Angeles needs to be supported with every possible type of emission-reduction tool available, including the kinds of education programs which increase public awareness and result in behavior modification. Implementation of local air quality control measures can be accomplished through adoption of ordinances, regulations, laws, market incentives and/or other techniques which are legally enforceable. However, in order to achieve clean air standards, the residents of the City must understand the true costs of air pollution and reflect clean air goals in their choices and behavior. The citizens of Los Angeles must be willing to participate voluntarily in implementation of local measures above and beyond what may legally be required. Measures such as energy conservation, recycling, trip reduction and teleshopping can be enhanced through public education. This education process must reflect the cultural diversity of the City and reach all citizens in order to be effective. Public participation can be a powerful low-cost implementation tool within the City of Los Angeles, and it must be a priority.

EPA ENFORCEMENT AND LEGAL ISSUES

EPA Sanctions

The EPA may impose a number of sanctions on regions that do not attain clean air standards. Some of these sanctions include:

- discretionary withholding of sewage treatment grants for failure to implement an approved State Implementation Plan (SIP) which demonstrates compliance with the NAAQS;
- construction bans for new sources and major modification bans for existing sources if a state fails to implement its SIP;
- a ban on federal Department of Transportation grants for highway projects;
- a ban on federal EPA grants for air quality programs.

The EPA has already banned the construction of major air pollution sources in the basin.

The Abramowitz Case

Mark Abramowitz, the Executive Director of the Coalition for Clean Air, sued the EPA for approving the 1982 AQMP for the South Coast Air Basin. It was reasoned that the EPA had no authority to approve any air quality plan which did not show attainment of NAAQS by December 31, 1987. In November 1987, the 9th Circuit U.S. Court of Appeals agreed with Mr. Abramowitz and ordered the EPA to disapprove the plan. This decision compelled both AQMD and SCAG to formulate a new plan which would show attainment of all federal standards.

Coalition for Clean Air vs. EPA

The Coalition for Clean Air brought suit again to force the U.S. Environmental Protection Agency (EPA) to prepare a Federal Implementation Plan for the South Coast Air Basin. It was the Coalition's contention that since a portion of the SIP was rejected (the 1982 AQMP), the EPA was charged with preparing an attainment plan for the air basin. On July 31, 1990, the EPA proposed a federal plan to clean up the air in the Los Angeles area that builds on local and state efforts to reduce these staggering levels of air pollutants and to achieve healthy air.

The implementation of either additional sanctions or a federal implementation plan will hopefully be prevented by an adequate regional AQMP showing attainment of NAAQS by a new deadline determined by Congress.

CHAPTER IV - GOALS, OBJECTIVES AND POLICIES

The Air Quality Element of the City of Los Angeles sets forth the goals, objectives and policies which will guide the City in the implementation of its air quality improvement programs and strategies. Numerous efforts are underway at the regional, county, and city levels addressing clean air concerns. Coordination of these various efforts, and the involvement of the area's residents, are crucial to the achievement of state and federal air quality standards.

The Air Quality Element and the Clean Air Program acknowledge the interrelationships among transportation and land use planning in meeting the City's mobility and clean air goals. Mutually reinforcing strategies need to be developed which work to reduce the use of single occupant vehicles, and which work to reduce vehicle trips and vehicle miles traveled. It is recognized that air quality strategies must be integrated into land use and transportation decisions. With adoption of the Air Quality Element and the Clean Air Program, the City is seeking to achieve consistency with regional Air Quality, Growth Management, Mobility and Congestion Management Plans.

To accommodate State General Plan Guidelines and provide flexibility in the implementation of clean air strategies within the City of Los Angeles, the following objectives specify performance based standards, i.e. actions to be taken, rather than target emission reductions.

GOAL 1

Good air quality and mobility in an environment of continued population growth and healthy economic structure.

Objective 1.1

It is the objective of the City of Los Angeles to reduce air pollutants consistent with the Regional Air Quality Management Plan (AQMP), increase traffic mobility, and sustain economic growth citywide.

Policies

- 1.1.1 Encourage demonstration projects which involve creative and innovative uses of market incentive mechanisms to achieve air quality objectives.

Objective 1.2

It is the objective of the City of Los Angeles to demonstrate the City's commitment to air quality improvement through the development and revision of the City's General Plan Elements as appropriate, and to work cooperatively with federal, state, regional, and other local jurisdictions in attaining clean air.

Policies

- 1.2.1 Implement the Air Quality Element policies set forth in this Chapter through adoption of the Clean Air Program which shall be amended as Council sees necessary without General Plan Amendment.
- 1.2.2 Pursue the City's air quality objectives in cooperation with regional and other local jurisdictions.
- 1.2.3 Monitor and assess the progress of the City's air quality improvement programs.

Objective 1.3

It is the objective of the City of Los Angeles to reduce particulate air pollutants emanating from unpaved areas, parking lots, and construction sites.

Policies

- 1.3.1 Minimize particulate emissions from construction sites.
- 1.3.2 Minimize particulate emissions from unpaved roads and parking lots which are associated with vehicular traffic.

GOAL 2

Less reliance on single-occupant vehicles with fewer commute and non-work trips.

Objective 2.1

It is the objective of the City of Los Angeles to reduce work trips as a step towards attaining trip reduction objectives necessary to achieve regional air quality goals.

Policies

- 2.1.1 Utilize compressed work weeks and flextime, telecommuting, carpooling, vanpooling, public transit, and improve walking/bicycling related facilities in order to reduce Vehicle Trips and/or Vehicle Miles Traveled (VMT) as an employer and encourage the private sector to do the same to reduce work trips and traffic congestion.
- 2.1.2 Facilitate and encourage the use of telecommunications (i.e. telecommuting), in both the public and private sectors, in order to reduce work trips.

Objective 2.2

It is the objective of the City of Los Angeles to increase vehicle occupancy for non-work trips by creating disincentives for single passenger vehicles, and incentives for high occupancy vehicles.

Policies

- 2.2.1 Discourage single-occupant vehicle use through a variety of measures such as market incentive strategies, mode-shift incentives, trip reduction plans and ridesharing subsidies.
- 2.2.2 Encourage multi-occupant vehicle travel and discourage single-occupant vehicle travel by instituting parking management practices.
- 2.2.3 Minimize the use of single-occupant vehicles associated with special events or in areas and times of high levels of pedestrian activities.

GOAL 3

Efficient management of transportation facilities and system infrastructure using cost-effective system management and innovative demand-management techniques.

Objective 3.1

It is the objective of the City of Los Angeles to increase the portion of work trips made by transit to levels that are consistent with the goals of the Air Quality Management Plan and the Congestion Management Plan.

Policies

- 3.1.1 Implement programs to finance and improve public transit facilities and service.
- 3.1.2 Address public safety concerns as part of transit improvement programs, such as guarded and/or well lit transit facilities, emergency equipment and safe-driving training for operators, in order to increase transit ridership.

- 3.1.3 Cooperate with regional transportation agencies in expediting the development and implementation of regional transit systems.

Objective 3.2

It is the objective of the City of Los Angeles to reduce vehicular traffic during peak periods.

Policies

- 3.2.1 Manage traffic congestion during peak hours.

Objective 3.3

It is the objective of the City of Los Angeles to install Automated Traffic Surveillance and Control Systems, utilize channelization of streets and other capital programs commensurate with the City's portion of regional goals.

Policies

- 3.3.1 Implement the best available system management techniques, and transportation management and mobility action plans to improve the efficiency of existing transportation facilities, subject to availability of funding.

GOAL 4

Minimal impact of existing land use patterns and future land use development on air quality by addressing the relationship between land use, transportation, and air quality.

Objective 4.1

It is the objective of the City of Los Angeles to include the regional attainment of ambient air quality standards as a primary consideration in land use planning.

Policies

- 4.1.1 Coordinate with all appropriate regional agencies the implementation of strategies for the integration of land use, transportation, and air quality policies.
- 4.1.2 Ensure that project level review and approval of land use development remain at the local level.

Objective 4.2

It is the objective of the City of Los Angeles to reduce vehicle trips and vehicle miles traveled associated with land use patterns.

Policies

- 4.2.1 Revise the City's General Plan/Community Plans to achieve a more compact, efficient urban form and to promote more transit-oriented development and mixed-use development.
- 4.2.2 Improve accessibility for the City's residents to places of employment, shopping centers and other establishments.
- 4.2.3 Ensure that new development is compatible with pedestrians, bicycles, transit, and alternative fuel vehicles.
- 4.2.4 Require that air quality impacts be a consideration in the review and approval of all discretionary projects.
- 4.2.5 Emphasize trip reduction, alternative transit and congestion management measures for discretionary projects.

Objective 4.3

It is the objective of the City of Los Angeles to ensure that land use plans separate major sources of air pollution from sensitive receptors such as schools, hospitals and parks.

Policies

- 4.3.1 Revise the City's General Plan/Community Plans to ensure that new or relocated sensitive receptors are located to minimize significant health risks posed by air pollution sources.
- 4.3.2 Revise the City's General Plan/Community Plans to ensure that new or relocated major air pollution sources are located to minimize significant health risks to sensitive receptors.

GOAL 5

Energy efficiency through land use and transportation planning, the use of renewable resources and less-polluting fuels, and the implementation of conservation measures including passive methods such as site orientation and tree planting.

Objective 5.1

It is the objective of the City of Los Angeles to increase energy efficiency of City facilities and private developments.

Policies

- 5.1.1 Make improvements in Harbor and airport operations and facilities in order to reduce air emissions.
- 5.1.2 Effect a reduction in energy consumption and shift to non-polluting sources of energy in its buildings and operations.
- 5.1.3 Have the Department of Water and Power make improvements at its in-basin power plants in order to reduce air emissions.
- 5.1.4 Reduce energy consumption and associated air emissions by encouraging waste reduction and recycling.

Objective 5.2

It is the objective of the City of Los Angeles to have a portion of the City's service fleet be comprised of alternative fuel powered vehicles, subject to availability of funding, and practical feasibility.

Policies

- 5.2.1 Reduce emissions from its own vehicles by continuing scheduled maintenance, inspection and vehicle replacement programs; by adhering to the State of California's emissions testing and monitoring programs; by using alternative fuel powered vehicles wherever feasible, in accordance with regulatory agencies and City Council policies.

Objective 5.3

It is the objective of the City of Los Angeles to reduce the use of polluting fuels in stationary sources.

Policies

- 5.3.1 Support the development and use of equipment powered by electric or low-emitting fuels.

GOAL 6

Citizen awareness of the linkages between personal behavior and air pollution, and participation in efforts to reduce air pollution.

Objective 6.1

It is the objective of the City of Los Angeles to make air quality education and citizen participation a priority in the City's effort to achieve clean air standards.

Policies

- 6.1.1 Raise awareness through public information and education programs of the actions that individuals can take to reduce air emissions.

CHAPTER V - IMPLEMENTATION PROGRAMS

The City of Los Angeles has developed a Clean Air Program (CAP). The CAP is the City's blueprint for achieving federal, state, regional and local air quality goals and serves as the implementing document for the Air Quality Element.

The CAP presents over 100 implementation programs. These programs are categorized into four major areas: energy, land use, transportation, and dust suppression. Many of the programs are already ongoing, others are being recommended for implementation, and still others require more definition prior to further action.

Coordination of the City's CAP will be under the leadership of the Environmental Affairs Department. Twice each year the Environmental Affairs Department, in cooperation with the various lead city departments, will provide a progress report to the Mayor and City Council on CAP activities. These reports will include recommended changes to the CAP based on evaluations of program effectiveness, feasibility, equity, and the changing regulatory and legislative framework.

It is the intent that the AQE address broad air quality policies and goals and that specific implementation program be housed in a document outside the AQE, such as the CAP, which can be amended much more efficiently and allow the City flexibility in meeting its air quality goals. As such, the CAP can be amended as frequently as Council sees necessary without a General Plan amendment to respond to local needs and to comply with state and federal law.

The attached CAP lists the programs to implement the Goals, Objectives, and Policies contained in Chapter IV of the Air Quality Element. CAP references to the AQE include the AQE policy addressed by the program and the program Environmental Impact Report (EIR) for the Regional AQMP, or other environmental clearance/mitigation, where applicable, to provide CEQA compliance.

Each CAP program contains the following information:

AQE Policy Addressed

This notation cross references the CAP implementation measure with the major Air Quality Element policy

addressed by that measure. More than one policy may be addressed by a given measure, but only the major policy addressed is noted.

Lead Agency

The City agency, department or bureau designated as having responsibility for the implementation of a given measure. In some instances more than one department may act as co-lead agencies. The lead agency works with other co-lead agencies and/or other City departments towards the implementation of the measure. The lead agency shall have the responsibility of considering effects, both individual and collective, of all activities involved in the implementation of the measure.

Financing

The designation of a financing source represents the lead agency's best recommendation for funds to implement the measure. This designation does not imply that funds have been officially allocated for the measure from the source(s) cited.

Time Frame

The time frame noted for each measure represents the City's best estimate or target for implementation of the measure. These time frames are based on deadlines promulgated by the SCAQMD and/or the California Air Resources Board (CARB) as well as recommendations from the various lead agencies. Thus, the time frames may be revised based on the changing regulatory framework, program effectiveness, feasibility, and equity of the measure.

AQMP Reference

This notation allows the reader to correlate the 1991 AQMP strategy addressed by a given CAP measure. A CAP measure may address more than one AQMP strategy, but only the major strategy is noted. Some CAP measures are based on initiatives from various

TABLE A

LIST OF ACRONYMS USED IN THE AIR QUALITY ELEMENT

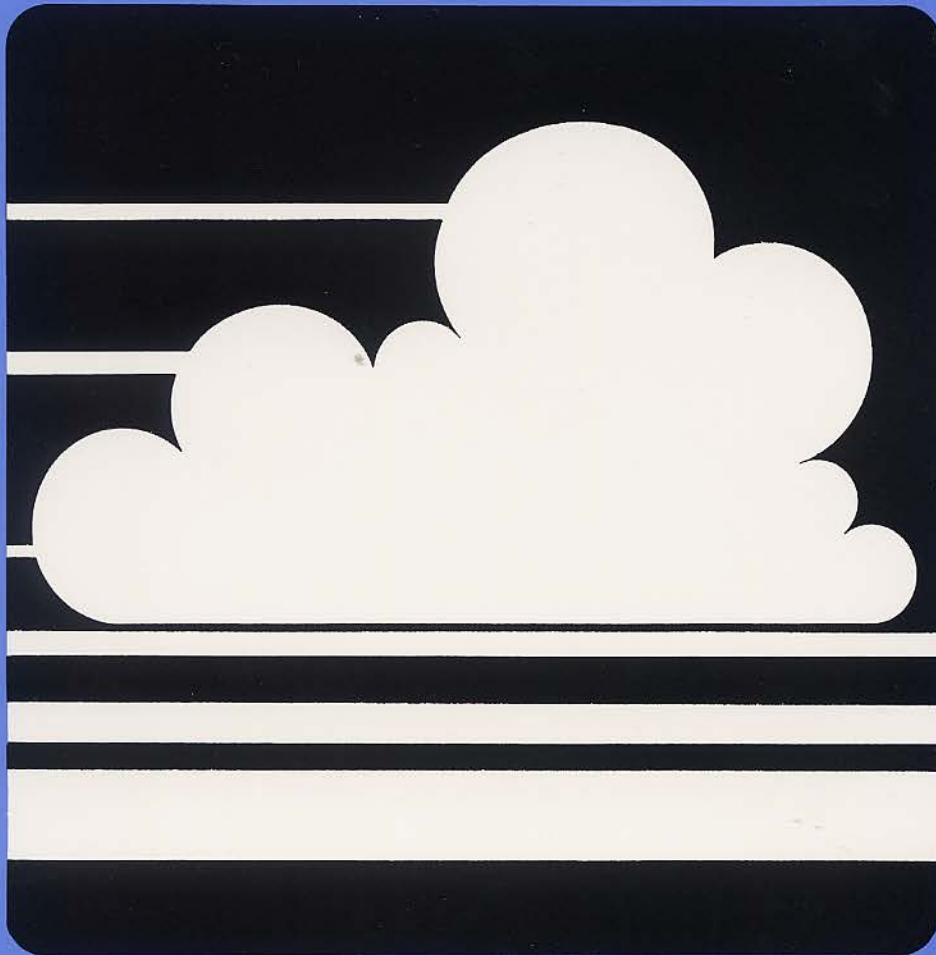
AB	Assembly Bill
AQE	Air Quality Element
AQMD	Air Quality Management District
AQMP	Air Quality Management Plan
CAP	Clean Air Programs
CARB	California Air Resource Board
CEQA	California Environmental Quality Act
CMA	Congestion Management Agency
CMP	Congestion Management Plan
CO	Carbon Monoxide
EIR	Environmental Impact Report
EPA	Environmental Protection Agency
GMP	Growth Management Plan
GPAB	General Plan Advisory Board
HOV	High Occupancy Vehicle
LAX	Los Angeles International Airport
MTA	Metropolitan Transportation Authority
NAAQS	National Ambient Air Quality Standards
NO	Nitric Oxide
NO ₂	Nitrogen Dioxide
NO _x	Oxides of Nitrogen
O ₃	Ozone
PM ₁₀	Particulate Matter
PPM	Parts Per Million
RMP	Regional Mobility Plan
ROG	Reactive Organic Gases
SB	Senate Bill
SCAG	Southern California Association of Governments
SCAQMD	South Coast Air Quality Management District
SIP	State Implementation Plan
SO ₂	Sulfur Dioxide
SRA	Source-Receptor Areas
VMT	Vehicle Miles Traveled

TABLE B
Members of the Air Quality Committee of the
General Plan Advisory Board

Department	Representative	Alternate	Office Room No.	Mail Stop	Phone No. Extension
General Services	Joe Trevigoda	Jim Mergens Bill Creitz	800 CHE 2310 E. 7th 800 CHE	508 900 900	5-5811 5-4992 5-5846
CLA	Ron F. Deaton	Chris O'Donnell Paul Smith	255 CH	136	5-6622 5-6618
Building & Safety	Tim Taylor	Bob Harder	406 CH	115	346-7718
Harbor	Donald Rice			260	519-3675
Environmental Affairs	Lillian Kawasaki	Dee Allen	2403 CH	177	7-0462
Telecommunications	Dora Marshall			131	5-7963
Engineering	Ara Kasparian		807 CH	490	5-6556
Transportation	Allyn Rifkin	Phil Aker	1200 CH	725	5-7201
Airports	Maurice Laham	Steve Crowther		101	646-7614
CAO	Dee Carey		300 CHE	130	5-2831
DWP	Charles Chang	Jodean Igawa		800	481-3235
CRA	Richard Rowe	Kipp Rudd		182	977-1747
Planning	Ann Siracusa	Chick Montgomery Jimmy Liao	3rd/Fig.	397	7-0124 7-0127
Mayor's Office	Cecillia Estolano		M-1 CH	370	5-6301
Fire	Norman Pate		990B CH	250	5-7001
SCAG	Glenn Blossom	818 W. 7th St. 12th floor Los Angeles, CA 90017			236-1876
SCAQMD	Barry Wallerstein	21865 E. Copley Drive, Diamond Bar, CA 91765-4182			(909)396-2000

ENVIRONMENTAL ASSESSMENT

For the Air Quality Element



COUNTY CLERK'S USE
ORIGINAL REC'D

DEC 15 1992

COUNTY CLERK
BY [Signature] DEPUT

CITY OF LOS ANGELES
CALIFORNIA ENVIRONMENTAL QUALITY ACT

**NOTICE OF
DETERMINATION**

(Article V, Section 7; Article VI, Section 11
City CEQA Guidelines)

CITY CLERK'S USE	
NOV 30 1992	92-157
City Clerk's Office	DOCUMENT FILED

Public Resources Code Section 21152(a) requires local agencies to submit this information to the County Clerk. The filing of the notice starts a 30-day statute of limitations on court challenges to the approval of the project pursuant to Public Resources Code Section 21167. Failure to file the notice results in the statute of limitations being extended to 180 days.

LEAD CITY AGENCY AND ADDRESS (Bldg, Street, City, State) Los Angeles City Planning Department 200 North Spring Street, Los Angeles, CA 90012		COUNCIL DISTRICT All
PROJECT TITLE (INCLUDING ITS COMMON NAME, IF ANY) Air Quality Element - An Element of the General Plan		CASE NO. ND-90-0925-CW
PROJECT DESCRIPTION AND LOCATION Update of City's Air Quality Element to comply with the Regional Air Quality Management Plan		
CONTACT PERSON Jimmy C. Liao	STATE CLEARING HOUSE NUMBER SCH 91031022	TELEPHONE NUMBER (213) 237-0127

This is to advise that on 11/24/92 the City Council of the City of Los Angeles has approved the above described project and has made the following determinations:

SIGNIFICANT EFFECT	☐ Project will have a significant effect on the environment. ☐ Project will not have a significant effect on the environment.	
MITIGATION MEASURES	☐ Mitigation measures were made a condition of project approval. ☐ Mitigation measures were not made a condition of project approval.	
OVERRIDING CONSIDERATION	☐ Statement of Overriding Considerations was adopted. ☐ Statement of Overriding Considerations was not adopted. ☐ Statement of Overriding Considerations was not required.	
ENVIRONMENTAL IMPACT REPORT	☐ An Environment Impact Report was prepared for project and may be examined at the Office of the City Clerk.* ☐ An Environmental Impact Report was not prepared for the project.	
NEGATIVE DECLARATION	☒ A Negative Declaration or Mitigated Negative Declaration was prepared for the project and may be examined at the Office of the City Clerk.* ☐ A Negative Declaration or Mitigated Negative Declaration was not prepared for the project.	
SIGNATURE <u>R. Ann Siracusa</u> <u>[Signature]</u>	TITLE Principal City Planner	DATE OF PREPARATION 11/30/92

DISTRIBUTION:
Part 1 — County Clerk
Part 2 — City Clerk
Part 3 — Agency Record
Part 4 — Resp. State Agency (if any)

• OFFICE OF THE CITY CLERK
Room 395, City Hall
200 N. Main Street
Los Angeles, California 90012

CITY OF LOS ANGELES

CITY CLERK'S USE

OFFICE OF THE CITY CLERK

ROOM 395, CITY HALL

LOS ANGELES, CALIFORNIA 90012

CALIFORNIA ENVIRONMENTAL QUALITY ACT

NEGATIVE DECLARATION

(Article V — City CEQA Guidelines)

LEAD CITY AGENCY LOS ANGELES CITY PLANNING DEPARTMENT		COUNCIL DISTRICT All
PROJECT TITLE ND-90-0925-CW		CASE NO. CPC 89-0034
PROJECT LOCATION City of Los Angeles; Citywide		
PROJECT DESCRIPTION: Update of City's Air Quality Element to comply with the Regional Air Quality Management Plan.		
NAME AND ADDRESS OF APPLICANT IF OTHER THAN CITY AGENCY		
FINDING: ► The <u>City Planning Department Environmental Review Committee</u> of the City of Los Angeles has proposed that a mitigated negative declaration be adopted for this project because the mitigation measure(s) outlined on the attached page(s) will reduce any potential significant adverse effects to a level of insignificance. The adoption of the revised Air Quality Element does not have any environmental impacts of potential significance that can not be mitigated. The project could have a significant effect on the environment when the individual programs are adopted and implemented. However, there will not be a significant effect in this case, because only the revised Air Quality Element is being adopted. (See attached Air Quality Element Environmental Assessment for full explanation). The ERC initial study indicates that no significant impacts are apparent which might result in this project's implementation. This action is based on the project description above.		
► SEE ATTACHED SHEET(S) FOR ANY MITIGATION MEASURES IMPOSED.		
Any written comments received during the public review period are attached together with the responses of the Lead City Agency. The project decisionmaker may adopt this mitigated negative declaration, amend it, or require preparation of an EIR. Any changes made should be supported by substantial evidence in the record and appropriate findings made.		
187 THE INITIAL STUDY PREPARED FOR THIS PROJECT IS ATTACHED.		
NAME OF PERSON PREPARING THIS FORM David Kuntzman	TITLE City Planner	TELEPHONE NUMBER (213) 485-5776
ADDRESS 200 N. Spring Street, Room 655 Los Angeles, CA 90012	SIGNATURE (Official) Michael D. Feldman Chairman ERC	DATE 11/14/90

CALIFORNIA DEPARTMENT OF FISH AND GAME
CERTIFICATE OF FEE EXEMPTION

De Minimis Impact Finding

ORIGINAL REC'D

DEC 15 1992

COUNTY CLERK

BY [Signature] DEPUT

PROJECT TITLE (INCLUDING ITS COMMON NAME, IF ANY)

IMND NO.

Air Quality Element
An Element of the General Plan

ND-90-0925-CW

PROJECT DESCRIPTION

Update of City's Air Quality Element to comply with the Regional Air Quality Management Plan

PROJECT ADDRESS

City of Los Angeles; Citywide COUNTY OF LOS ANGELES

APPLICANT NAME AND ADDRESS

Los Angeles City Planning Department 200 N. Spring St. Los Angeles CA 90012

FINDINGS OF EXEMPTIONS

Based on the Initial Study prepared by the City Planning Department and all evidence in the record, on November 24, 1992

it is determined that the subject project, which is located in Los Angeles County, WILL NOT have an adverse impact in wildlife resources or their habitat as defined by Fish and Game Code Section 711.2 of the Fish and Game Code, Because:

- ☒ The Initial Study prepared for the project identifies no potential adverse impact on fish or wildlife resources as far as earth, air, water, plant life, animal life, or risk of upset are concerned.
- ☐ Measures are required as part of this approval which will mitigate the above mentioned impacts, to a level of insignificance.
- ☐ The project site, as well as the surrounding area (is presently) (was) developed with residential structures and does not provide a natural habitat for either fish or wildlife.

CERTIFICATION

I hereby certify that the Los Angeles Planning Department has made the above findings of fact and that based upon the initial study and hearing record the project will not individually or cumulatively have an adverse effect on wildlife resources, as defined in Section 711.2 of the Fish and Game Code.

CHIEF PLANNING OFFICIAL

Principal City Planner, Citywide Division
Department of City Planning

SIGNATURE

[Signature]

DATE OF PREPARATION

November 30, 1992

PRINT NAME

R. Ann Siracusa

LEAD CITY AGENCY

LOS ANGELES CITY PLANNING DEPARTMENT, 200 N. SPRING ST.
COUNTY OF LOS ANGELES

LOS ANGELES, CA 90012

(FORM 4/92)

ENVIRONMENTAL ASSESSMENT

This environmental assessment has been prepared to assess the potential environmental impacts of the revised Air Quality Element of the Comprehensive General Plan of the City of Los Angeles and to assist the Mayor and the City Council in their decision making.

The project under review is the City of Los Angeles Air Quality Element. The purpose of the Element is to identify the goals, objectives, and policies that will reduce air pollution and guide the City's efforts to attain the state and national Ambient Air Quality Standards.

An implementation program that details how the goals, objectives, and policies of the Air Quality Element are to be accomplished is required under State Planning law and the General Plan Guidelines. The City of Los Angeles Clean Air Program, a separate document, contains the individual implementation measures for the Air Quality Element. The Clean Air Program is designed to be a working document which can be modified to reflect the rapidly changing regulatory, technological, legislative, and economic conditions of air pollution control.

On July 12, 1991, the South Coast Air Quality Management District (SCAQMD) and the Southern California Association of Governments (SCAG) adopted the 1991 Revision to the Air Quality Management Plan (AQMP). The 1991 AQMP is the region's program to attain all federal and state air quality standards by 2010 and forms the framework for all subsequent air pollution controls efforts. Under this plan, by December 31 1992, the City of Los Angeles is required to revise the existing Air Quality Element of its Comprehensive General Plan to address air quality issues.

The control measures recommended in the 1991 AQMP are expected to result in far-reaching changes in the Basin's environment. Therefore, the SCAQMD and SCAG prepared a comprehensive Environmental Impact Report (EIR) which consisted of the following documents:

1. Notice of Preparation of a Draft Environmental Impact Report for: 1991 Revision to the Air Quality Management Plan;
2. Final Draft Environmental Impact Report for 1991 Revision to the Air Quality Management Plan (State Clearinghouse No. 90010869), including comments received on the Notice of Preparation and responses to these comments;
3. Addendum to the Final Draft Environmental Impact Report for 1991 Revision to the Air Quality Management Plan, including responses to comments on the Final Draft Environmental Impact Report; and,
4. Statements of Findings and Overriding Considerations and Mitigation Monitoring Plan.

A copy of the AQMP EIR is available for review at the City of Los Angeles Planning Department, 221 South Figueroa Street, 4th Floor, Los Angeles, CA, Monday through Friday, between the hours of 8 a.m. and 5 p.m.

The AQMP EIR is a program EIR, as defined by the California Environmental Quality Act (CEQA), because it examines the environmental effects of a series of programs that may be characterized as one large project and are related in the manner set forth in the State CEQA guidelines, Section 15168 (a).

The AQMP requires the City to adopt certain control measures to improve air quality. The Clean Air Program contains many of these programs. Because the AQMP EIR has already assessed the environmental effects of these programs, CEQA does not require the City to reassess these programs for their environmental effects for the purpose of including them as the implementation for its Air Quality Element. If the measures in the Clean Air Program are within the scope of the AQMP and its EIR, the City can incorporate the recommended mitigation measures in its Air Quality Element, since these programs would not result in any new effects or require any mitigation measures not already covered by the EIR for the AQMP. Thus, the AQMP EIR simplifies the environmental assessment of programs developed by the City. The SCAQMD and SCAG intended the AQMP EIR to be used to eliminate redundant environmental assessments when a proposed program was within its scope.

The City's Environmental Assessment Form was not used for this environmental assessment since it was not designed to evaluate projects or policies which are not site specific, such as the City's Clean Air Program or Air Quality Element. However, the present narrative environmental assessment addresses the same issues that the standard evaluation form would address.

The City of Los Angeles is in the process of preparing the Citywide General Plan Framework and revising other Citywide Elements, including the Transportation Element and the Housing Element, to achieve internal consistency among the various elements of the General Plan. Until these revisions are completed, the Air Quality Element, which uses the regional and sub-regional policy forecasts for population, housing, and employment from the 1991 Regional Growth Management Plan, is technically inconsistent with the rest of the elements. This inconsistency is considered temporary and will be resolved when the other updated Citywide elements are finalized.

FINDINGS

1. The project under review is the City of Los Angeles Air Quality Element.
2. The purpose of the Air Quality Element is to identify the goals, objectives, and policies to reduce air pollution and guide the City's efforts in attainment of state and national Ambient Air Quality Standards.
3. The implementation program for the Air Quality Element is the City of Los Angeles' Clean Air Program.
4. Project specific environmental assessments shall be required prior to the implementation of the Clean Air Program measures not within the scope of the program EIR for the 1991 AQMP or in a previous environmental assessment.
5. The Air Quality Element is technically inconsistent with the Comprehensive General Plan at this time, because the revisions of the other Citywide Elements have not yet been completed.

CONCLUSIONS

1. The intent of the Air Quality Element through implementation of the policies is to relieve congestion, improve mobility, manage growth, create appropriate job/housing relationships, reduce vehicle miles travelled and conserve energy while meeting clean air criteria.
2. The Air Quality Element is the City's statement of goals, objectives, and policies for clean air which guide the air quality measures contained in the Clean Air Program.
3. The City can make the Air Quality Element consistent with the Comprehensive General Plan by revising the other Citywide Elements. Such revisions would also make the Comprehensive General Plan consistent with the regional plans.
4. The adoption of the revised Air Quality Element itself does not have any environmental impacts of potential significance.

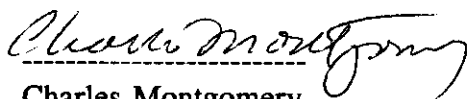
DETERMINATION

On November 14, 1990, the City Planning Department Environmental Review Committee (ERC) of the City of Los Angeles proposed that a mitigated negative declaration be adopted for this project because the mitigation measures proposed in the draft Air Quality Element would reduce any potential significant adverse effects to a level of insignificance. The ERC initial study indicated that no significant impacts were apparent which might result in this project's implementation and a Negative Declaration was prepared.

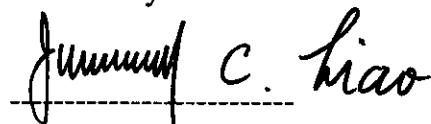
The project could have a significant effect on the environment when the individual programs contained in the Clean Air Program are adopted and implemented. However, the project specific environmental assessments and mitigation measures required prior to implementation of the individual programs would mitigate any potential significant adverse effects to a level of insignificance.

It was determined that the project as proposed was not substantially different from the ERC initial study in November 1990 and the determination for a Negative Declaration remains unchanged.

Reviewed by:



Charles Montgomery
Senior City Planner



Jimmy Liao
City Planner

Prepared by:



Srimal Hewawitharana
Environmental Associate II