COVINA
GENERAL PLAN
NOISE
ELEMENT

PREPARED BY
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PLANNING DIVISION STAFF

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EXECUTIVE SUMMARY

The Noise Element is the component of the comprehensive planning process that addresses noise control. Noise, for purposes of this Element, is defined as excessive or "unwanted" sound that typically comes from transportation systems and certain commercial and industrial operations and that commonly intrudes on inhabitants of residential and other properties. Excessive sound can be disturbing or injurious to public health, safety, and welfare and detrimental to overall community character, image, and vitality.

The entire contents of the Noise Element are based on State planning law requirements (Section 65302(f) of the California Government Code) and the Noise Element Guidelines, an advisory document on Noise chapter formation prepared by the California Department of Health Services (DHS) and the State Office of Planning and Research (OPR). Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their noise issues and problems in a manner tailored to local conditions and circumstances. The Covina Noise Element has therefore been organized and prepared in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City, which possesses a historic downtown that is the social and economic focus of the community, is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified economic base. However, from a land use relationship standpoint, the community's strong economic base has manifested itself, in certain neighborhoods, in the proximity of residential uses with commercial and industrial activities and/or major streets, which makes Covina susceptible to noise problems. But because Covina is well established and almost entirely built-out, large-scale land use changes are impractical. Therefore, in view of this situation and the fact that additional noise in the future is imminent as a result of projected growth and vehicular traffic and train service increases, it is appropriate for the City to maintain reasonable, viable noise control policies and programs. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/ unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

The Covina Noise Element is divided into eight chapters. The first chapter introduces and presents general information on the Element process, as mentioned above, as well as on below-described Element contents.

In section number two, Covina's major noise sources are described and appraised. The major noise sources are:

1. San Bernardino Freeway.
2. Primary and Secondary Arterial Streets (as classified under previous General Plan).
3. Metrolink Commuter Rail Line.
4. Aircraft Overflights.
5. Commercial and Industrial Activities.
6. Various Stationary Sources.

In evaluating the six sources of noise in Covina presented above, the first three factors, the San Bernardino Freeway, the major or primary and secondary arterial streets, and the Metrolink Commuter Rail Line, appear to be the strongest generators in shaping the local noise environment. Therefore, these sources serve as the Noise Element's information-related framework for quantification and detailed analysis, which is presented in the following chapters.

Section number two also discusses noise-sensitive land uses and activities, which warrant inclusion in the Noise Element because they represent the receptors that face the most negative impacts when exposed to noise incursions. Housing is the most predominant and most noise-sensitive land use in Covina. In some areas of the City, as previously indicated, residential uses are adjacent to and inadequately buffered from commercial and industrial businesses and/or major streets or transportation corridors, such as the Metrolink Commuter Rail Line. Other noise-sensitive land uses in Covina include public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches, many of which abut or are near principal noise sources as well. The City faces challenges and constraints in protecting all of the above noise-sensitive activities in view of the facts that Covina is a mature, generally built-out community with well established, basically fixed land uses.

The third chapter quantifies and analyzes the City's primary noise generators, which, as stated above, are three mobile sources: 1) the San Bernardino Freeway, 2) the major or primary and secondary arterial streets, and 3) the Metrolink Commuter Rail Line. In accordance with State planning law, excessive sounds are quantified/described using noise contours, which represent lines of equal noise exposure (just as the contour lines on a topographic map are lines of equal elevation) and thus are oriented around the three key sound generators. These contours represent what are called 60 and 65 decibel demarcations in the Day-Night Average Noise Level (Ldn) scale. The decibel (dB), which ranges from 0 to 140, is the standard unit of the measurement of the loudness of sound, while Ldn is a 24-hour, time-weighted annual average noise level. The noise contours for existing and future conditions have been derived from a special computer program on the basis of figures collected from noise surveys. Because of the long-term nature of the general plan update and implementation processes, future contours (i.e., for 2010, the year of Covina General Plan build-out) are particularly relevant and therefore take precedence over the existing demarcations. Both existing and future noise contours themselves, which are depicted in separate maps and described in tables of the text, are intended to be used as a guide for establishing land use patterns and circulation routes (in the related Land Use Element update) and making day-to-day land use decisions that minimize the exposure of community residents to excessive noise or, particularly regarding the future demarcations, that serve as a basis for noise mitigation policies and programs.

The existing and future contour maps and tables illustrate that Covina's noise conditions vary greatly and will continue to differ, present and projected vehicular traffic and train operations being the primary contributing factors. There are and will continue to be several residential and other noise-sensitive uses located within the 60 and 65 Ldn noise contours of the City's various transportation routes, particularly along Arrow Highway, the Metrolink Rail Line, the San Bernardino Freeway, Grand Avenue, Citrus Avenue, and Azusa Avenue. The City will use the contour information as a guide in exercising, to the greatest extent legally and practically possible, noise mitigation and abatement decisions and actions and in carrying out subsequently listed policies for existing and for new and expanded developments. Because Covina is generally a mature, built-out community with above-noted legal and resource limitations in addressing existing noise-sensitive uses within the contour zones and because many such uses may in fact posses site features that inhibit excessive sound exposure, it is believed that the existing and future contour information will be most applicable to new and expanded developments and uses.

In section number four, the goal and policies of the Noise Element are presented. Goals and policies are important because they serve as the chief tools with respect to private development and public project evaluation and decision-making and overall local direction setting as well as the primary basis for the Element's implementation measures, discussed in the following chapter. A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In applying the two terms to Covina, one goal and several policies are utilized. The goal is:

> An environment in which potential adverse impacts of noise on the City's residents and workers are identified and prevented and mitigated.

The policies are listed within a framework relative to the following four topical areas:

1. Transportation noise sources.

2. Commercial and industrial noise sources.

3. Miscellaneous stationary noise sources.

4. Construction noise sources and general matters.

Key policies call for the City to examine the noise environment of proposed residential or other noise-sensitive uses located within the 60 Ldn noise contour to ensure compatibility and, if applicable, adherence to applicable State noise insulation standards; to attempt to mitigate or eliminate the possible noise problems of proposed residential or other noise sensitive uses located within the 65 Ldn noise contour to also ensure compatibility and, again if applicable, adherence to applicable State noise insulation standards; to ensure the inclusion of noise mitigation measures and features in the design, orientation, and routing of new and improved streets and circulation and transportation facilities, where necessary; and to require noise-reduction techniques and features in site planning, automobile and truck access points, loading/delivery areas, architectural design, project landscaping, building materials, and construction. Furthermore, the City would support and participate with Caltrans in the development of any sound abatement plans for the San Bernardino Freeway; ensure that rail car- and horn-related noises emanating from the Metrolink system, including the Covina Station, meet Federal standards and continue to work with Metrolink officials to adopt specific measures to reduce overall rail car and horn noises to the greatest extent technologically possible; encourage all law enforcement agencies operating within the City limits to enforce State Vehicle Code and related noise standards for cars, trucks, motorcycles, buses, and other vehicles; and discourage the location of noise-sensitive land uses in noisy environments. In addition, the City commits to consider establishing acceptable limits of noise levels for various land uses throughout the community, in accordance with State guidelines; study and consider the existing and potential noise generating characteristics of commercial, industrial, and other businesses that wish to expand or modify their scope of operation; when necessary, encourage existing relatively noisy industrial businesses adjacent to residences to abate their intrusive sounds, to the greatest extent feasible, by taking appropriate measures; discourage the development of new private schools and nightclubs, discotheques, billiard parlors, and other high noise-generating uses adjacent to residential areas, unless it can be demonstrated that adequate measures can be employed; and continue enforcing the Covina Noise Ordinance to prevent potential and to handle existing noise problems in the community.

The fifth chapter discusses the programs/implementation measures, which, along with the goal and policies, serve as the backbone of the Noise Element. Programs supplement and ensure that the Element's goal and policies will reach fruition. The programs and measures are divided into two below-listed subject categories, which are:

1. Transportation and Nontransportation Noise Mitigation and Abatement.

2. General Administration.

Various specific and general programs are presented, which, again, supplement the previously-listed goal and policies.

Section number six discusses the Noise Element's relation to and consistency with other General Plan chapters. The Noise Element is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses. There is a close tie to the Land Use Element because, under State law, the proposed land use development scenario or Land Use Map must reflect the Noise Element's noise exposure information. The Noise Element is also closely related to the Circulation chapter. In addition, under State law, the Noise Element must be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. The City of Covina has met this consistency requirement by updating all General Plan Elements simultaneously, including utilizing one common data and information base and cross-checking all goals, policies, and plans/implementation measures among the various Elements. This inter-Element consistency will also ensure that implementation of the

Noise Element and all other Elements will realize the same results. Moreover, if the Noise Element is amended in the future, the City will verify that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity.

The seventh section lists the various measures that the City has undertaken to guide citizen participation in the General Plan update process. These items include questionnaires; public forums; cable television segments; and flyers, press releases, and articles. In addition, City staff received numerous citizen and business comments on the phone, at the public counter, and in the course of site-specific project reviews and met with and elicited the views of various City advisory bodies involved with noise issues. Public comments elicited from the measures were carefully studied by the City and have been incorporated into the body of data and information that was used in formulating the Noise Element's identification and discussion of major noise sources and, therefore, in developing the noise-related goal, policies, and programs/implementation measures. State planning law places a strong emphasis on citizen participation in the General Plan preparation as well as implementation and amendment processes.

The eighth and final chapter discusses monitoring Noise Element implementation, which is also a State requirement and is important to ensure that the Element fulfills its primary purpose of protecting local residents from excessive noise intrusion. The City will fulfill its obligation to monitor implementation by preparing a State-required annual report on this matter to the Planning Commission and City Council. Any identified underutilized policies or programs will be adequately handled and problems or deficiencies will be carefully studied and appropriately managed to ensure that the desired Noise Element goal is met.

Much of the background information and facts and analysis of data for this Element appear in an accompanying noise study. Though separate, the noise study or Technical Appendix, most of which has been prepared by Covina staff, is legally part of the Noise Element. The City believes that this two-document organization best addresses applicable planning statutes and policies as well as local conditions and needs.

I. INTRODUCTION/BACKGROUND

The Noise Element is the component of the comprehensive planning process that addresses noise control. Noise, for purposes of this Element, is defined as excessive or "unwanted" sound that typically comes from transportation systems and certain commercial and industrial operations and that commonly intrudes on inhabitants of residential and other properties. Excessive sound can be disturbing or injurious to public health, safety, and welfare and detrimental to overall community character, image, and vitality. The Noise chapter of the General Plan identifies major noise sources, areas of sound impact, and noise-sensitive activities for the purposes of developing and maintaining compatible land use patterns and circulation routes as well as appropriate, day-to-day administered policies and programs, such as a noise ordinance and zoning/design standards, to protect local residents from excessive noise intrusion. In addition, the Noise Element serves as a guideline for complying with State noise insulation standards for multiple-family buildings. From the standpoint of the overall General Plan process, the Noise Element is thus closely related to the chapters on Land Use, Circulation, Housing, and Natural Resources and Open Space.

The entire contents of the Noise Element are based on State planning law requirements (Section 65302(f) of the California Government Code) and the Noise Element Guidelines, an advisory document on Noise chapter formation prepared by the California Department of Health Services (DHS) and the State Office of Planning and Research (OPR). Under law, the State establishes the overall data and analysis requirements, while allowing local governments to address their noise issues and problems in a manner tailored to local conditions and circumstances. The Covina Noise Element has therefore been prepared and, as stated below, organized in a manner that the City feels is most appropriate and logical and best suited for carrying out planning activities.

The Covina Noise Element is divided into eight chapters. Following this Background chapter, the second section presents an identification and appraisal of major noise sources in the community, as ascertained by City staff through a survey and from citizen participation activities and resident complaints, and a discussion of noise-sensitive land uses. The third area analyzes and quantifies the principal, continuing generators of the local noise environment, which are the San Bernardino Freeway, the major roads or what are classified under the previous General Plan as primary and secondary arterial streets, and the Metrolink Commuter Rail Line. Here, reference is made to an accompanying communitywide noise study that functions as the Technical Appendix to this Element. Section number four presents the goal and the policies, an important component that bridges the gap between where the City is and what type of community it wishes to become. The fifth chapter describes programs/implementation measures, which supplement and ensure fruition of the goal and policies. Sections six, seven, and eight conclude the Noise Element by discussing, respectively, the relation to and consistency with other General Plan chapters, citizen participation in Element formation, and monitoring Circulation Element implementation.

Covina (population 46,452, 1997 estimate) is a mature, suburban community located in the eastern portion of the San Gabriel Valley, approximately twenty-three miles east of downtown Los Angeles. The City, which possesses a historic downtown that is the social and economic focus of the community, is characterized by predominantly low rise/low intensity residential, commercial, and light manufacturing uses. For a suburban city, Covina has a relatively high percentage of commercial and industrial areas, which illustrates a strong, diversified economic base. However, from a land use relationship standpoint, the community's strong economic base has manifested itself, in certain neighborhoods, in the proximity of residential uses with commercial and industrial activities and/or major streets, which makes Covina susceptible to noise problems. But because Covina is well established and almost entirely built-out, large-scale land use changes are impractical. Therefore, in view of this situation and the fact that additional noise in the future is imminent as a result of projected growth and vehicular traffic and train service increases, it is appropriate for the City to maintain reasonable, viable noise control policies and programs. The Covina General Plan covers a ten square mile Planning Area,

which includes seven square miles of incorporated territory and a three square mile Sphere of Influence/ unincorporated area (designated for eventual Covina annexation). Refer to Section "A" of the Land Use Study of the Land Use Element for more information on location, character, and the Covina Planning Area.

II. IDENTIFICATION AND APPRAISAL OF MAJOR NOISE SOURCES

A. Identification and Appraisal of Major Noise Sources

The following section describes and appraises Covina's major noise sources. As stated in the Introduction above, Covina is a low-rise, suburban community that is generally "less noisy" than more intensely developed urban areas. However, Covina's land use relationships and major transportation arteries do at times generate excessive sounds. This noise-related information is based on City staff observations, citizen participation measures (refer to Chapter VII), a communitywide noise survey (explained in the following chapter), and a resident complaint file. It is noted that the quantification of these identified, immoderate sounds and noise level projections (at full implementation of the General Plan) is presented in the following chapter.

The sources of noise in Covina fall into six categories. They are:

1. San Bernardino Freeway
2. Primary and Secondary Arterial Streets (as classified under previous General Plan)
3. Metrolink Commuter Rail Line
4. Aircraft Overflights
5. Commercial and Industrial Activities
6. Various Stationary Sources

Each noise source and its impacts on the noise environment of Covina are summarized below. For proper orientation, refer to Map 1 (City Streets) and Map 2 (City Existing Land Use) in the Technical Appendix.

1. San Bernardino Freeway

One significant noise source in Covina is the San Bernardino Freeway, which, east of Grand Avenue, passes through the southeastern portion of the community in an east-west direction and is both below- and at-grade with adjacent areas. Development along this portion of the Freeway is both residential-single-family and commercial. Although there are minimal sound walls, most of the closest residential properties are situated considerably higher than the Freeway, thus limiting noise for residents.

West of Grand Avenue, the Freeway also varies from below- to at-grade positions, but much of the adjacent territory lies in West Covina. The Covina uses west of Grand that, again, because of minimal sound walls, are susceptible to at least some traffic-related noises include residential-single-family, residential-multiple-family, commercial, and institutional (a church). It is noted, however, that over the years, the City of Covina has not received any citizen complaints pertaining to Freeway noise.

2. Primary and Secondary Arterial Streets (as classified under previous General Plan)

Traffic on major surface streets constitutes another significant source of noise within the community. The principal roadways in Covina, which are classified under the previous General Plan as primary and secondary arterial streets, are illustrated in Maps 1 and 2. (As indicated in other sections of this Element, because the Noise Element serves as a foundation for developing, among other things, future-oriented circulation routes, previously-existing General Plan designations must be utilized as a basis for the new circulation hierarchy. This new hierarchy thus constitutes the Circulation Plan in the accompanying revised Circulation Element.) Noise levels along roadways, which, as mentioned above, are presented in the following section, vary according to and are determined by a number of factors. The most important component is a road's total, 24-hour traffic volume, called Average Daily Traffic or ADT. Additional factors include the percentage of trucks, vehicle speed, the time-related distribution of traffic, and gradient of the roadway. Considering all variables, the busiest/noisiest streets in Covina tend to be the primary north-south running roadways that are directly linked to the San Bernardino Freeway, which include (from east to west) Vincent, Azusa, Citrus, Barranca, and Grand Avenues. Also, in terms of the major east-west streets (from north to south), over the years, Arrow

Highway, San Bernardino Road, and Badillo Street have produced the greatest volume of traffic and therefore noise, too. Besides the proximity to the San Bernardino and other Freeways, these streets prone to greater noise generation have relatively high traffic volumes because of citywide and regional land use patterns as well as truck routes and public transit.

Land uses along the just-mentioned roads with higher traffic volumes typically are commercial and industrial, though there are pockets of residential-single-family and -multiple-family. Referring to the other major streets that generally have less traffic and noise (again, refer to Maps 1 and 2), the land use mix tends to be more varied, with some commercial and industrial activities but more single-family homes and multiple-family dwellings and parks. As was the case with the San Bernardino Freeway, over the years, the City has not received any noise-related complaints pertaining to excessive sounds generated from traffic on major roadways.

3. Metrolink Commuter Rail Line

The San Bernardino route of the Metrolink Commuter Rail Line traverses the middle and northeastern sections of Covina in an east-west direction. There is a Commuter Rail Station and accompanying parking lot in Covina at the northeast corner of the intersection of the Line and Citrus Avenue. Metrolink, a regional-oriented commuter rail system that is based out of Union Station in downtown Los Angeles and that is owned, operated, and maintained by the Southern California Regional Rail Authority (SCRRA), currently operates approximately 18 weekday trains, with the bulk of service occurring during the early morning and late afternoon peak transportation periods. A limited number of trains run on Saturdays. Also, during the late night and pre-dawn hours, freight trains occasionally operate on the tracks, a vestige of the line's original, long-time function.

The entire portion of the Metrolink line running through Covina is at-grade, and there are 12 street crossings equipped with railroad crossing signals and barricades. The land uses adjacent to the track easement are varied in nature, they including residential-single-family and -multiple family, commercial, and industrial. And the track easement is commonly, though not always, separated from adjoining private properties by the rear walls of commercial and industrial buildings or freestanding 4- to 8-foot high block walls. Since Metrolink began service in late 1992, however, the City has received several resident complaints concerning commuter train- and horn-related noise and ground vibration. Although identified noise and vibration readings (refer to Chapter III below) generally comply with applicable Federal standards, train and horn noise is relatively loud and disturbing to many residents living along or near the right-of-way. Therefore, as of this writing, the City is studying the situation and attempting to work with the Metrolink operator to reduce all train-related noise to the greatest degree possible. The infrequent late-night freight trains have not been identified as problematic.

4. Aircraft Overflights

Although there are no airports in or near Covina, as with most suburban municipalities located within an overall metropolitan region (in this case, the greater Los Angeles area), the community is subject to occasional noises from aircraft overflights. Typically, sounds from large, commercial jets tend to be more perceptible than those of small, single engine airplanes, though the jet flyovers are high enough to preclude major disturbances. The City has received no complaints concerning aircraft noise and, it is noted, no protests from occasional helicopter flights or landings and take-offs (which have occurred at Covina's primary hospital and public safety complex). Because of the above reasons and the fact that noises from aircraft overflights are difficult to quantify and regulate, this topic is determined to not constitute a serious problem for the community.

5. Commercial and Industrial Activities

As stated in the previous Chapter, from a land use standpoint, Covina has many areas in which commercial or industrial activities abut residential uses, with little or no sound-reducing design features. These situations, which pervade throughout the community, have evolved over the decades as a result of City growth combined

with previously accepted land use planning and site design standards and policies and annexations from Los Angeles County. Although the City's land use pattern is deemed viable and safe, in a few cases in recent years, residents living within close proximity to commercial and industrial businesses have made noise-related complaints. These protests have generally pertained to a few types of establishments, including manufacturing/ assembly operations, car repair and other activities associated with automobiles, and bars/nightclubs. Other complaints have focused on matters that relate to many kinds of businesses, such as delivery trucks, loading dock operations, outside loudspeakers, venting devices, and mechanical equipment located inside or outside of a building.

The City has, however, been able to resolve all noise complaints through enforcement of the community's Noise Ordinance and/or by working with business managers or property owners (to modify one or more operational aspects of particular enterprises so that compliance with noise standards is achieved). Also, for new developments and land use modification applications bordering different activity types, presently City staff better addresses noise through stronger land use compatibility policies and site design guidelines. Overall, based on City staff observations and analyses, including studies of comparable situations in other communities, while commercial and industrial noises in Covina are at times somewhat excessive or unwarranted, the noises are amenable to mitigation or abatement.

6. Various Stationary Sources

In addition to the previously-mentioned excessive or unwarranted sounds sometimes emanating from certain commercial and industrial activities, noise comes from other stationary sources as well, such as on-site (private land) construction, off-site (public right-of-way) construction, street sweepers, power tools, and gas-powered leaf blowers. However, existing City policies and the Covina Noise Ordinance have given the community sufficient leverage for controlling these sources as well, while allowing for reasonable work/usage. Complaints have been rare.

In evaluating the six sources of noise in Covina presented above, it is apparent that there are no serious-, health-threatening noise problems in Covina. The first three factors, the San Bernardino Freeway, the primary and secondary arterial streets (again, as previously classified and as illustrated in Maps 1 and 2), and the Metrolink Commuter Rail Line, appear to be the strongest generators in shaping the local noise environment. Therefore, these sources shall serve as the Noise Element's information-related framework for quantification and detailed analysis, which is presented in the following chapter.

B. Discussion of Noise-Sensitive Land Uses and Activities

Noise-sensitive land uses and activities warrant discussion in the Noise Element because they represent the receptors that face the most negative impacts when exposed to noise incursions. Housing is the most predominant and most noise-sensitive land use in Covina. As described in the Land Use Element and as illustrated in Map 2 (Existing Land Use), housing pervades throughout the community. The previous section stated that, unfortunately, in some areas of Covina residential uses are adjacent to and inadequately buffered from commercial and industrial businesses and major transportation corridors, such as the Metrolink Commuter Rail Line. Residential is considered particularly noise-sensitive mainly because considerable time is spent by individuals at home and because sleep disturbance is most likely to occur in a residential area.

Other noise-sensitive land uses in Covina include public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches. There are several of the above uses in Covina, and, like residential, many are abutting or near major noise sources. Again, refer to Map 2 for clarification.

Considering that Covina is a mature, generally built-out community with well established, basically fixed land uses, the City faces challenges and constraints in protecting all of the above noise-sensitive activities. Nevertheless, the community is legally obligated to and, as detailed below, this document makes a good faith effort to address the existing and potential (e.g., relating to future growth, redevelopment, and transportation changes) noise-related concerns of Covina residents and others.

C. Listing of Key Existing Major Noise Source Issues

This area of discussion lists the key Covina major noise source issues, which are based on the facts and information presented in the previous sections, related, salient material, and community input (see Chapter VII for clarification). Issues are important because they clarify key noise source matters warranting attention and because, along with a detailed identification and discussion of major noise sources themselves (the preceding section and Technical Appendix), issues form the basis for the below-listed goal and policies and programs/ implementation measures. (Issues of the following segment, Quantification and Analysis of Local Noise Environment, are thus similarly regarded and applied.) Refer to the previous section and to the accompanying Technical Appendix for clarification on this material and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The major noise source issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Documenting, based on City staff observations, citizen participation measures, a communitywide noise survey, and a resident complaint file, that the overall sources of noise in Covina fall into the following six categories: 1) San Bernardino Freeway; 2) primary and secondary arterial streets (as classified under previous General Plan and illustrated in Maps 1 and 2); 3) Metrolink Commuter Rail Line; 4) aircraft overflights; 5) commercial and industrial activities; and 6) various stationary sources (e.g., construction and gardening equipment).

2. Stating that none of the six above-noted noise sources in Covina constitute serious, health-threatening problems for the community.

3. Acknowledging that, based on observations and facts, the first three of the previously-mentioned sources of noise, the San Bernardino Freeway, the primary and secondary arterial streets, and the Metrolink Commuter Rail Line, appear to be the strongest generators in shaping the local noise environment and therefore serve as the Noise Element's information-related framework for quantification and detailed analysis.

4. Documenting that noise-sensitive land uses and activities, particularly housing as well as public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches, warrant discussion in the Noise Element because they represent the receptors that face the most negative impacts when exposed to noise incursions.

5. Dealing with challenges and constraints that the City faces in protecting noise-sensitive activities, considering that Covina is a mature, generally built out community with well established, basically fixed land uses.

III. QUANTIFICATION AND ANALYSIS OF LOCAL NOISE ENVIRONMENT

A. Noise Measurement Criteria and Methodology

The preceding chapter identified and discussed Covina's six major mobile and stationary noise sources. It has been determined that the three mobile sources, 1) the San Bernardino Freeway, 2) the major or (as defined under the previous General Plan and illustrated in Maps 1 and 2 of the Technical Appendix) the primary and secondary arterial streets, and 3) the Metrolink Commuter Rail Line, are the primary generators that shape the local noise environment and therefore should serve as the basis for communitywide noise quantification and analysis.

In accordance with State planning law, excessive sounds are quantified/described using noise contours, which represent lines of equal noise exposure (just as the contour lines on a topographic map are lines of equal elevation). The standard unit of the measurement of the loudness of sound is the decibel (dB). Decibel levels, in theory, numerically range from 0 to 140, though, in Covina, typical readings along a major street will vary, depending on the time of day, location, traffic volume, and outside activities, from approximately 40 to 90 dB. (For further information on noise theory and a listing of decibel levels associated with common noise environments, refer to the Technical Appendix.) Following State guidelines, accompanying maps of this Element depict noise contours at 60 and 65 decibel demarcations in the Day-Night Average Noise Level (Ldn) scale. Ldn is a 24-hour, time-weighted annual average noise level. "Weighted" means that noise occurring in the generally late night and early morning hours is penalized to account for greater human sensitivity to excessive sounds during this time period. The noise contours, as previously stated, are oriented around Covina's three primary sound generators, the San Bernardino Freeway, the major or primary and secondary arterial streets, and the Metrolink Commuter Rail Line, and the contours have been derived from a special computer program on the basis of figures collected from a communitywide noise survey and applicable data. Regarding the survey, City staff utilized an automatic sound level meter to record 24-hour noise readings, first of all, along the Freeway and all major or primary and secondary arterial streets. Sections of streets with the greatest identified traffic volumes were selected for measurement to ensure that later-prepared noise contours would be based on the highest or most conservative sound readings (to provide residents with maximum "noise protection"). And because of the noise-sensitive nature of housing, the City took sound level readings in a few residential neighborhoods for general identification purposes. All noise monitoring locations associated with this survey are illustrated on Map 3 in the Technical Appendix. Noise conditions for the Metrolink Commuter Train Line were taken from a special, consultant-prepared study, the Commuter Train not having begun operating when the City's noise survey was conducted. It is noted that the noise readings documented here were also obtained through direct monitoring of typical train operations.

As stated above, based on ascertained noise readings from the citywide survey and documented Commuter Train-related sound levels from the consultant-prepared study, City staff utilized a special computer program to create noise contours for existing conditions around the Freeway, all major streets, and the Commuter Train Line. In addition, as required by planning law, based on estimated future noise figures derived from projected increases in traffic and Train service, City personnel used the same computer system to develop noise contours for 2010, the year of General Plan build-out. Because of the long-term nature of the General Plan update and implementation processes, future contours are particularly relevant. Both existing and future noise contours themselves, which are presented and analyzed below, are intended to be used as a guide for establishing and maintaining land use patterns and circulation routes (in the related Land Use Element update) and making day-to-day land use and other decisions that minimize the exposure of community residents to excessive noise or, particularly regarding the future demarcations, that serve as a basis for noise mitigation policies and programs. Again, see the accompanying Technical Appendix for more information on contours, on the City's noise monitoring activities, on the Metrolink study, and on related computer applications.

B. Presentation of Existing and Future Noise Contours

Existing and future noise contours for Covina are depicted in, respectively, Map 4 and Map 5 (see attachments). As described in the previous section, noise contours represent lines of equal sound exposure, are intended to guide land use planning by minimizing resident exposure to excessive sounds, and are illustrated around Covina's principal sound generators, which are the San Bernardino Freeway, the major or (as defined under the previous General Plan and illustrated in Maps 1 and 2 of the Technical Appendix) the primary and secondary arterial streets, and the Metrolink Commuter Train Line. And as also described above, contours for both Maps are depicted in terms of 60 and 65 decibel demarcations in the Day-Night Average Noise Level (Ldn) scale, which represents daily levels of noise exposure averaged on an annual basis.

The previous area of discussion further clarified that the existing 60 and 65 decibel noise contours for the primary sound generators, in accordance with applicable State guidelines, were based on traffic levels and train operations. Future contours, for the General Plan build-out year of 2010, were additionally established considering projected increases in traffic and Train service. Refer to the accompanying Technical Appendix and related Circulation Element for clarification on the transportation-related figures that have been utilized in computing the two sets of contours.

The following discusses the significance of the 60 and 65 Ldn decibel contours*:

60 Ldn: The 60 Ldn contour defines the Noise Study Zone, where, in recognition of the need to provide acceptable habitation environments, State law requires noise insulation of new multiple-family dwelling units. Moreover, the City may also wish to evaluate other proposed sensitive uses within this area (such as hospitals, primary and secondary schools, and churches) on a project-by-project basis to ensure noise level acceptability. It is noted that some sites may already be sufficiently buffered by existing walls, landscaping, and/or berms to the extent that no further sound analyses are necessary.

65 Ldn: The 65 Ldn counter delineates the Noise Mitigation Zone. Within this contour, new or expanded noise-sensitive developments should be permitted only if appropriate mitigation measures, such as barriers or additional sound insulation, are included and City and/or State noise standards are achieved. In some instances, it may be possible to show that current walls, landscaping, berms, and/or screening exist such that desired mitigation is already in place.

* It is noted that in carrying out policies and programs associated with these demarcations, particularly related to multiple-family insulation, the future contours shall take precedence. This determination conforms to the long-term nature of the General Plan implementation process. However, it must also be stated that given the relative scarcity of available sites for future development/redevelopment and the projected moderate growth that will occur, construction of residential and other sound-sensitive uses in high noise areas may sometimes be necessary. But such projects will be attenuated to the greatest extent feasible through site, architectural, and building design features, as stated in the policy and program sections.

The existing and future noise contours for Covina, again, are illustrated in, respectively, Map 4 and Map 5. Distances to contour values (as measured from the centerlines of the sound generators or transportation routes) are presented in the Technical Appendix and listed below in Tables 1 and 2 in tabular format. The two tables utilized here also highlight general land use conditions and the major noise sources of the various transportation courses. It is noted that variations in contour distances are manifestations of the fact that topography and intervening buildings or barriers have a complex effect on the propagation of noise.

TABLE 1. EXISTING LDN NOISE CONTOURS

TRANSPORTATION ROUTE	ADJACENT LAND USES (1)	DISTANCE TO NOISE CONTOUR (2) 65 Ldn	60 Ldn	MAJOR NOISE SOURCES
I. EAST-WEST				
A. Arrow Highway	SFR, MFR, MHP, C, I, S, U	242.2'	521.8'	Regional & Local Traffic
B. Cienega Street	SFR, MFR, C, I, G, S, P	47.8'	102.9'	Local Traffic
C. Covina Boulevard	SFR, MFR, IN, S, P	51.0'	109.8'	Local Traffic
D. Cypress Street	SFR, MFR, MHP, C, I, S	93.3'	201.0'	Regional & Local Traffic
E. Metrolink Rail	SFR, MFR, MHP, C, I, G, S, P	162.5'	350.0'	Rail Cars & Horn
F. San Bernardino Road	SFR, MFR, MHP, C, I, IN, G, S, P	133.2'	287.0'	Regional & Local Traffic
G. Badillo Street	SFR, MFR, C, IN, G, S, U	130.6'	281.4'	Regional & Local Traffic
H. Puente Street (2)	SFR, MFR, C, S	62.3'	134.3'	Local Traffic
I. Puente Street (4)	SFR, P	23.8'	51.3'	Local Traffic
J. Rowland Street	SFR, MFR, C, IN	88.0'	189.7'	Regional & Local Traffic
K. Covina Hills Road	SFR, IN	24.0'	51.7'	Local Traffic
L. Workman Street	SFR, MFR, C, IN, S	N/A (5)	N/A (5)	Regional/Freeway & Local Traffic
M. Holt Avenue	SFR, C	70.3'	151.5'	Local Traffic
N. San Bernardino Freeway	SFR, MFR, C, IN, S	718.1'	1,547.0'	Regional/Freeway Traffic
II. NORTH-SOUTH				
A. Vincent Avenue	SFR, MFR, C, I, U	134.7'	290.3'	Regional & Local Traffic
B. Lark Ellen Avenue	SFR, MFR, C, IN, S	115.6'	249.0'	Local Traffic
C. Azusa Avenue	SFR, MFR, MHP, C, I, S	236.1'	508.7'	Regional & Local Traffic
D. Hollenbeck Avenue	SFR, MFR, C, IN, S, P	66.6'	143.6'	Local Traffic
E. Citrus Avenue	SFR, MFR, MHP, C, G, MU, P	188.8'	406.8'	Regional & Local Traffic
F. Second Avenue	SFR, MFR, C, I, IN, G	49.2'	106.0'	Local Traffic
G. Barranca Avenue	SFR, MFR, C, I, IN, G, S, P	108.1'	232.9'	Regional & Local Traffic
H. Grand Avenue	SFR, MFR, MHP, C, I, IN, S	236.7'	509.9'	Regional & Local Traffic
I. Glendora Avenue	SFR, MFR, MHP, C, I, IN, S, P	56.0'	120.5'	Local Traffic
J. Bonnie Cove Avenue	SFR, MFR, C, IN, S	35.0'	75.4'	Local Traffic
K. Reeder Avenue	SFR, S, MU	23.8'	51.3'	Local Traffic
L. Sunflower Avenue	SFR, MFR, C, IN, S	59.2'	127.6'	Local Traffic
M. Valley Center Avenue	SFR, C, IN	61.8'	133.2'	Local Traffic

Notes:

(1) Refers to uses in Covina Planning Area. Land use designations are defined as follows: SFR—single family residential; MFR—multiple family residential or condominium; MHP—mobile home park; C—commercial; I—industrial; IN—institutional; G—governmental; S—school; U—utility; MU—mixed use; and P—park.

(2) Noise contours are measured from the centerline of the various noise generators (for all three generator types).

(3) This section is from the western City limits to Glendora Avenue.

(4) This stretch of the street is from Reeder Avenue to the eastern City limits. Because Puente Street in this area is essentially an extension of Reeder Avenue and because both routes are surrounded almost entirely by single-family detached properties, the City determined that it would be acceptable to use the same contour information on Puente as on Reeder.

(5) Noise contours for Workman Avenue were not needed because sounds and corresponding contours from the southerly San Bernardino Freeway transcend the noise environment of this route.

TABLE 2. FUTURE LDN NOISE CONTOURS (1)

TRANSPORTATION ROUTE	ADJACENT LAND USES (2)	DISTANCE TO NOISE CONTOUR (3) 65 Ldn	60 Ldn	MAJOR NOISE SOURCES
I. EAST-WEST				
A. Arrow Highway	SFR, MFR, MHP, C, I, S, U	319.3'	687.8'	Regional & Local Traffic
B. Cienega Street	SFR, MFR, C, I, G, S, P	56.6'	122.0'	Local Traffic
C. Covina Boulevard	SFR, MFR, I, IN, S, P	61.7'	132.9'	Local Traffic
D. Cypress Street	SFR, MFR, MHP, C, I, S	110.6'	238.3'	Regional & Local Traffic
E. Metrolink Rail	SFR, MFR, MHP, C, I, G, S, P	300.2'	646.7'	Rail Cars & Horn
F. San Bernardino Road	SFR, MFR, MHP, C, I, IN, G, S, P	165.1'	355.8'	Regional & Local Traffic
G. Badillo Street	SFR, MFR, C, IN, G, S, U	158.0'	340.3'	Regional & Local Traffic
H. Puente Street (4)	SFR, MFR, C, S	71.5'	154.1'	Local Traffic
I. Puente Street (5)	SFR, P	26.9'	57.9'	Local Traffic
J. Rowland Street	SFR, MFR, C, IN	97.7'	210.6'	Regional & Local Traffic
K. Covina Hills Road	SFR, IN	26.8'	57.7'	Local Traffic
L. Workman Street	SFR, MFR, C, IN, S	N/A (6)	N/A (6)	Regional/Freeway & Local Traffic
M. Holt Avenue	SFR, C	79.0'	170.2'	Local Traffic
N. San Bernardino Freeway	SFR, MFR, C, IN, S	997.3'	2,148.6"	Regional/Freeway Traffic
II. NORTH-SOUTH				
A. Vincent Avenue	SFR, MFR, C, I, U	157.6'	339.5'	Regional & Local Traffic
B. Lark Ellen Avenue	SFR, MFR, C, IN, S	129.1'	278.1'	Regional & Local Traffic
C. Azusa Avenue	SFR, MFR, MHP, C, I, S	300.9'	648.4'	Regional & Local Traffic
D. Hollenbeck Avenue	SFR, MFR, C, IN, S, P	78.5'	169.2'	Regional & Local Traffic
E. Citrus Avenue	SFR, MFR, MHP, C, G, MU, P	230.5'	496.6'	Regional & Local Traffic
F. Second Avenue	SFR, MFR, C, I, IN, G	58.7'	126.4'	Regional & Local Traffic
G. Barranca Avenue	SFR, MFR, C, I, IN, G, S, P	139.5'	300.5'	Regional & Local Traffic
H. Grand Avenue	SFR, MFR, MHP, C, I, IN, S	288.5'	621.5'	Regional & Local Traffic
I. Glendora Avenue	SFR, MFR, MHP, C, I, IN, S, P	61.4'	132.4'	Local Traffic
J. Bonnie Cove Avenue	SFR, MFR, C, IN, S	41.5'	89.4'	Local Traffic
K. Reeder Avenue	SFR, S, MU	26.9'	57.9'	Local Traffic
L. Sunflower Avenue	SFR, MFR, C, IN, S	67.6'	145.6'	Local Traffic
M. Valley Center Avenue	SFR, C, IN	71.5'	154.1'	Local Traffic

Notes:

(1) Refers to conditions in 2010, the General Plan horizon year—or year of Plan build-out.

(2) Refers to uses in Covina Planning Area. Land use designations are defined as follows: SFR—single family residential; MFR—multiple family residential or condominium; MHP—mobile home park; C—commercial; I—industrial; IN—institutional; G—governmental; S—school; U—utility; MU—mixed use; and P—park.

(3) Noise contours are measured from the centerline of the various noise generators (for all three generator types).

(4) This section is from the western City limits to Glendora Avenue.

(5) This stretch of the street is from Reeder Avenue to the eastern City limits. As stated in Table 1 above, because Puente Street in this area is essentially an extension of Reeder Avenue and because both routes are surrounded almost entirely by single-family detached properties, the City determined that it would be acceptable to use the same contour information on Puente as on Reeder.

(6) Noise contours for Workman Avenue were not needed because sounds and corresponding contours from the southerly San Bernardino Freeway transcend the noise environment of this route.

C. Analysis of Existing and Future Noise Contours

The existing and future noise contours for Covina are illustrated in, respectively, Map 4 and Map 5, and the distances to contour values are presented in the Technical Appendix and listed in tabular format in Tables 1 and 2. For background information on noise contours, refer to Sections A and B of this chapter above.

The applicable existing and future contour maps and tables illustrate that Covina's noise conditions vary greatly and will continue to differ, present and projected Freeway and street traffic and train operations being the primary contributing factors. There are and will continue to be several residential and other noise-sensitive uses located within the 60 and 65 decibel demarcations. Under both existing and future conditions, the six transportation routes with the farthest-reaching contour distances include the San Bernardino Freeway, the Metrolink Commuter Rail Line, and the following roads: Arrow Highway, Azusa Avenue, Citrus Avenue, and Grand Avenue. However, all 60 and 65 decibel zones of each and every transportation corridor noted in the tables warrant equal consideration in the noise analysis process. Although the inclusion of an area within either contour indicates that noise levels are high enough to be of potential concern, such designation does not imply that excessive noise levels are present uniformly on all sites within the contour areas. The location of buildings as well as doors and windows, walls, landscaping, and changes in topography affect noise levels. Some locations may be screened from noise impact by the presence of one or more of these features.

Notwithstanding the previous comments, the City will use the contour information as a guide in exercising, to the greatest extent legally and practically possible, noise mitigation and abatement decisions and actions and in carrying out applicable policies (listed in Chapter IV below) for existing and for new and expanded developments. Because Covina is generally a mature, built out community with above-noted legal and resource limitations in addressing existing noise sensitive uses within the contour zones and because many such uses may in fact possess site features that inhibit excessive sound exposure, it is believed that the existing and future contour information will be most applicable to new and expanded developments and uses. Refer to the following chapters on policies and programs for specific documentation of the means and approaches the City will use in handling the noise contours.

D. Listing of Key Noise Quantification and Analysis Issues

This area of discussion lists the key issues concerning noise quantification and analysis and is based on the facts and information presented in the previous sections, related salient material, and community input (see Chapter VII for clarification). As stated in Chapter II (Identification and Appraisal of Major Noise Sources), issues are important because they clarify key matters warranting attention and because, along with the detailed quantification and analysis of the local noise environment (in the preceding sections and Technical Appendix), issues form the basis for the below-listed goal and policies and programs/implementation measures. (Issues

of Chapter II are thus similarly regarded and applied.) Refer to the previous sections and to the accompanying Technical Appendix for clarification on this material and for underlying data and information. (In addition, see the Land Use Element and Land Use Study for an expanded discussion on matters relating to land use.)

The major noise source issues are listed below in no particular order. It should be noted that the issues are not necessarily mutually exclusive.

1. Acknowledging that, based on observations and facts, the San Bernardino Freeway, the major or (as defined under the previous General Plan) the primary and secondary arterial streets, and the Metrolink Commuter Rail Line are the principal generators that shape the local noise environment and therefore serve as the basis for communitywide noise quantification and analysis.

2. Stating that, based on applicable data, existing and future noise conditions in Covina vary greatly and will continue to differ, present and projected vehicular traffic and train operations being the primary contributing factors.

3. Dealing with several residential and other noise-sensitive uses located within "noisy zones" or what are called the 60 and 65 decibel noise contours (areas of similar sound exposure) that run parallel to the City's various transportation routes, particularly along Arrow Highway, the Metrolink Rail Line, the San Bernardino Freeway, Azusa Avenue, Citrus Avenue, and Grand Avenue.

4. Because of the long-term nature of the General Plan update and implementation processes, paying particular attention to the future noise conditions or contours (i.e., for 2010, the year of Covina General Plan build out).

5. Acknowledging that because Covina is generally a mature, built-out community with above-noted legal and resource limitations in addressing existing noise sensitive uses within the "noisy zones" or sound contour areas and because many such uses may in fact possess site features that inhibit excessive sound exposure, the existing and future noise contour information would be most applicable to new and expanded developments and uses.

6. Committing to use the noise-related data and information in this chapter as a guide in exercising, to the greatest extent legally and practically possible, noise mitigation and abatement decisions and actions or in carrying out applicable, below-listed policies and programs/implementation measures.

IV. GOAL AND POLICIES

A. General

As stated in the Introduction above, the goal and policies of this General Plan chapter are important because, along with the below-presented implementation measures, they serve as the chief tools with respect to local decisions and actions in evaluating private developments and public projects. The goal and policies, again as previously indicated, are based on the community's key noise-related conditions and issues (described in Chapters II and III above), which were ascertained by City staff generally by official survey and through public comment. In theory, then, the goal and policies presented here (and accompanying implementation measures) bridge the gap between where the community is and what type of city it wishes to become.

A goal is defined as a general expression of an ideal future condition or state toward which the community wishes to advance. A policy, on the other hand, is a statement that most directly guides decision-making and actions. In order for policies to be meaningful and useful, they must be clear and unambiguous, a guideline that this Element has followed. Policies should also indicate local government commitment. Therefore, all below policies are listed within the context of "The City shall . . ." and are worded in plain English.

B. Goal and Policies

In applying the two terms to Covina, one goal and several policies are utilized. The policies are listed within a framework relative to four topical areas. The goal is:

> An environment in which potential adverse impacts of noise on the City's residents and workers are identified and prevented and mitigated.

The remainder of this chapter is devoted to the policies, the four underlying topical areas of which are based on different noise source types. This organization is determined to be most logical and best suited for the City of Covina in controlling and abating excessive sounds. Under each topical area, policies are listed in no particular order. The four topical areas are:

1. Transportation noise sources.

2. Commercial and industrial noise sources.

3. Miscellaneous stationary noise sources.

4. Construction noise sources and general matters.

The topical areas are not entirely mutually exclusive, and, therefore, several policies from different groupings are similar. Also, the goal and policies are applied on a citywide basis, unless expressly stated otherwise. In terms of the nature of the below listed policies, it is noted that the City generally has limited regulatory control over the transportation noise sources, the first grouping that includes cars, trucks, buses, and other vehicles on streets, rail operations, and aircraft overflights. State and Federal agencies have the responsibility to control noises associated with these sources. Nevertheless, the City can deal with transportation sounds in various ways, such as by encouraging and administering proper, noise-reducing land use compatibility and site planning principles as well as, when appropriate, by working with transportation providers to resolve problems. A local government's greatest leverage in regulating excessive noise pertains to nontransportation sources, which would include the noises identified under the second through fourth groupings, commercial and industrial uses, miscellaneous activities, and construction. Typically, noise levels associated with these sources are enforced through a local noise ordinance. Some of the strategies employed in handling the transportation sources, such as encouraging appropriate land use compatibility and site planning as well as following various related procedures, are used in this area to facilitate noise abatement and mitigation.

C. Policy Area 1

Transportation Noise Sources

The City shall:

1. Examine the noise environment of proposed residential or other noise-sensitive uses located within all 60 Ldn noise contours to ensure compatibility and, pertaining to residential activities, adherence to applicable State noise insulation standards.

2. Attempt to mitigate or eliminate the possible noise problems of proposed residential or other noise-sensitive uses located within all 65 Ldn noise contours to ensure compatibility and, pertaining to residential activities, adherence to applicable State noise insulation standards.

3. Consider "noise-sensitive uses" to include, but not be limited to, all residential housing types, public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches.

4. Consider establishing acceptable limits of noise levels for various land uses throughout the community, in accordance with State guidelines, as a means of determining noise-compatible land uses.

5. Ensure the inclusion of noise-mitigation measures and features in the design, orientation, and routing of new and improved streets and circulation and transportation facilities, where necessary and consistent with funding capability.

6. Require noise-reduction techniques and features in site planning, architectural design, project landscaping, building materials, and/or construction, where necessary or required by law.

7. Support and participate with Caltrans in the development of any sound abatement plans for the San Bernardino Freeway, particularly relating to residential or other noise-sensitive uses.

8. Provide for the continued evaluation of truck movements and routes to provide effective separation from residential or other noise-sensitive land uses, and, where appropriate, consider truck route changes.

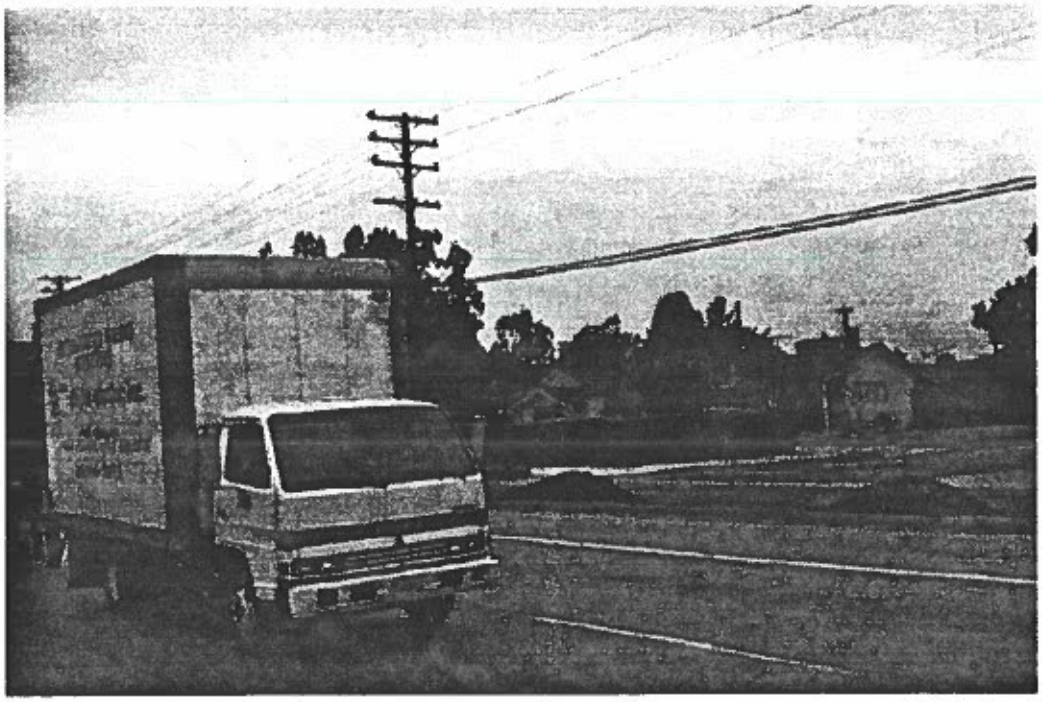
9. Ensure that any future major truck distribution facilities are located, designed, and oriented to impose minimal noise-related incursions on noise sensitive activities.

10. Provide for the continued evaluation of public bus movements and routes, to the greatest extent possible, to attain effective separation from residential or other noise-sensitive land uses, and, where feasible, work with bus service providers in considering route changes.

11. Ensure that any new or expanded major bus depots are located, designed, and oriented to impose minimal noise-related incursions on adjacent activities, particularly noise-sensitive uses, and work with bus providers to resolve any existing or potential problems.

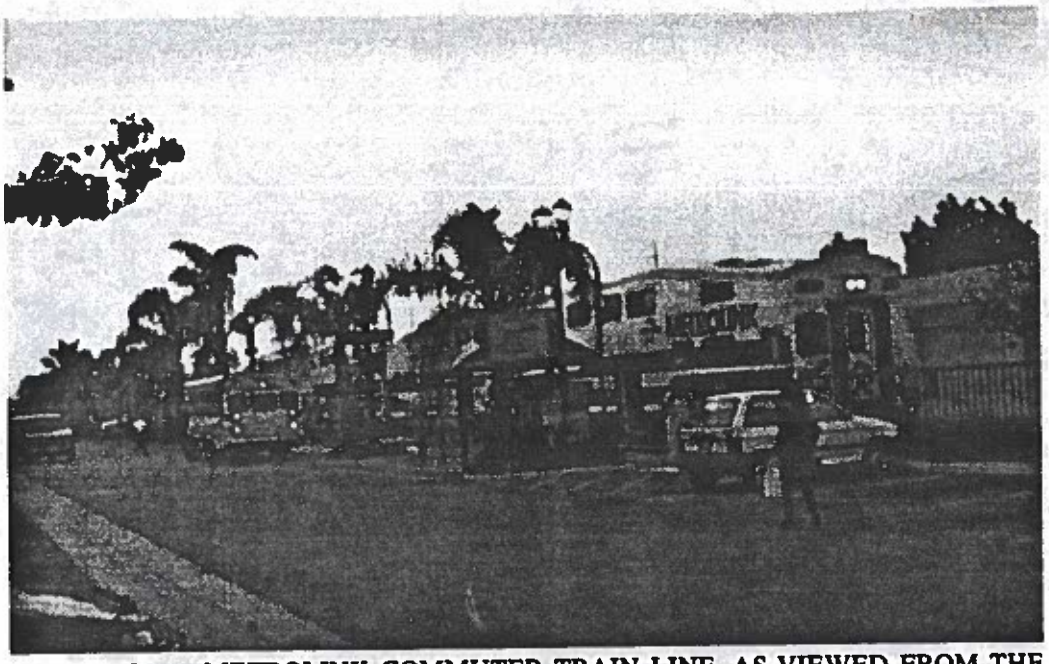
12. Discourage high speed, through traffic in residential neighborhoods by means of proper street design, including, but not limited to, the use of cul-de-sacs, knuckles, and curvilinear roads, speed control, and, if necessary, by incorporating one-way orientations.

13. If necessary and feasible, incorporate traffic calming measures, including, but not limited to, speed bumps or humps, traffic circles, and/or chockers in residential neighborhoods.

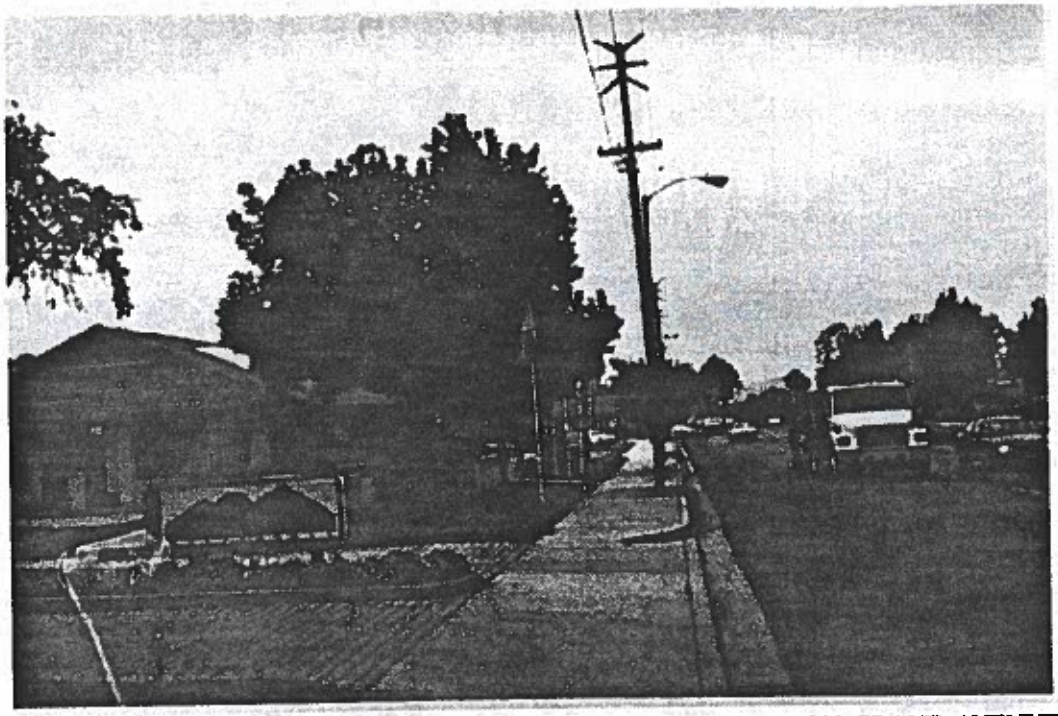


PICTURE 1. TRUCK ON GRAND AVENUE, LOOKING NORTH FROM BADILLO STREET. NOISE ELEMENT POLICIES ADDRESS SOUNDS EMANATING FROM MAJOR STREETS, WHICH CONSTITUTE MUCH OF THE OVERALL NOISE IN THE COMMUNITY.

PICTURE 2. TYPICAL SINGLE-FAMILY RESIDENTIAL NEIGHBORHOOD, NEAR GLENDORA AVENUE AND BADILLO STREET. THE NOISE ELEMENT EMPLOYS SEVERAL VIABLE STRATEGIES FOR PROTECTING RESIDENTIAL AREAS FROM SIGNIFICANT NOISE INTRUSION.



PICTURE 3. METROLINK COMMUTER TRAIN LINE, AS VIEWED FROM THE COVINA STATION. CONSIDERING THE FACT THAT THE METROLINK SYSTEM GENERATES A GREAT AMOUNT OF NOISE IN AREAS ALONG AND NEAR THE TRAIN TRACKS, IT IS IMPERATIVE FOR THE CITY TO WORK WITH METROLINK OFFICIALS TO ENSURE THAT ALL SUCH NOISES MEET APPLICABLE STANDARDS AND IN FACT ARE REDUCED TO THE GREATEST EXTENT TECHNOLOGICALLY POSSIBLE.



PICTURE 4. ENTRANCE TO SHADOW HILLS APARTMENTS, ON GRAND AVENUE NEAR ARROW HIGHWAY. UNDER STATE LAW AND COVINA GENERAL PLAN POLICY, MULTIPLE-FAMILY STRUCTURES IN PARTICULAR AREAS MUST MEET SPECIFIC NOISE INSULATION STANDARDS.

14. Require that new or expanded developments minimize the noise impacts of trips that they generate on residential neighborhoods by controlling the location of driveways and parking.

15. Continue to monitor existing operations of and expansion plans for the Metrolink Commuter Train Line and Covina Station pertaining to noise-related impacts on residential uses and noise-sensitive activities and discourage any proposals that unreasonably increase communitywide noise levels.

16. Ensure that rail car- and horn-related noises emanating from the Metrolink system, including the Covina Station, meet Federal standards, and continue to work with Metrolink officials to adopt specific measures to reduce overall rail car and horn noises to the greatest extent technologically possible and to the degree that local residents, particularly those directly adjacent to or within close proximity of the track, are least impacted.

17. Continue to permit higher than normal block walls along the rear property lines of residential parcels that back up to the Metrolink right-of-way to mitigate train-related noises, and consider other appropriate concessions.

18. Encourage all law enforcement agencies operating within the City limits to enforce State Vehicle Code and related noise standards for cars, trucks, motorcycles, buses, and other vehicles to control, among other things, offensive sounds from modified engine, exhaust or horn systems, high-wattage stereos, and general amplification devices.

19. Consider supporting State or Federal legislation for the reduction of the levels of noise generated by cars, trucks, motorcycles, buses, and trains.

20. Support ongoing efforts by Covina Police personnel to use applicable portions of the City Code to handle and control operating, unmonitored vehicle alarms.

21. Restrict the use of trail bikes, mini-bikes, and other off-road motor vehicles, except where designated for that purpose.

22. Consider requiring that new vehicles and equipment used by the City, contractors, or permittees comply with all applicable noise standards.

23. Allow the development of heliports or helipads only when it can be demonstrated that noise impacts on adjacent or nearby residential uses can be adequately mitigated.

24. Require that helicopter takeoff and landing patterns be limited to government, commercial, and industrial areas, except in emergencies.

25. Consider establishing the City's major streets and the San Bernardino Freeway as the principal helicopter flight corridors and consider requiring the use of these zones, except when alternative corridors are needed for safety or emergency purposes.

26. Require that helicopters utilizing Covina airspace fly in compliance with Federal regulations, maintain noise alleviating altitudes until landing, and follow noise-minimizing flight procedures.

27. Discourage helicopter training flights over the City between 11 p.m. and 7 a.m.

28. Monitor existing operations at and any expansion plans for local airports that could impact the Covina noise environment.

29. Raise in environmental reviews and oppose any actions implemented by local airports, including, but not limited to, flight path changes in Covina airspace, that noticeably increase the overall level of noise in the community.

30. Balance the City's obligation to protect local residents from excessive transportation noise with Covina's need to accommodate moderate growth and to continue with ongoing communitywide construction, economic development, code enforcement, neighborhood preservation, and affordable housing activities/programs.

D. Policy Area 2

Commercial and Industrial Noise Sources

The City shall:

1. Consider establishing acceptable limits of noise levels for various land uses throughout the community, in accordance with State guidelines, as a means of determining noise-compatible land uses.

2. Discourage the location of noise-sensitive land uses in noisy environments.

3. Consider "noise-sensitive uses" to include, but not be limited to, all residential housing types, public and private primary and secondary schools, libraries, parks/recreation areas, hospitals/medical facilities, nursing homes, and churches.

4. Require noise-reduction techniques and features in site planning, architectural design, project landscaping, building materials, and/or construction, where necessary or required by law.

5. Require that parking lots and structures and loading areas be designed to minimize on-site noise impacts and off-site incursions by calling for the use of appropriate walls, buffers, and materials and by insisting upon the configuration of on-site or interior spaces that minimize sound amplification and transmission.

6. Require that automobile and truck access to a commercial or industrial property situated adjacent to residential parcels be located at the maximum practical distance from the residential properties.

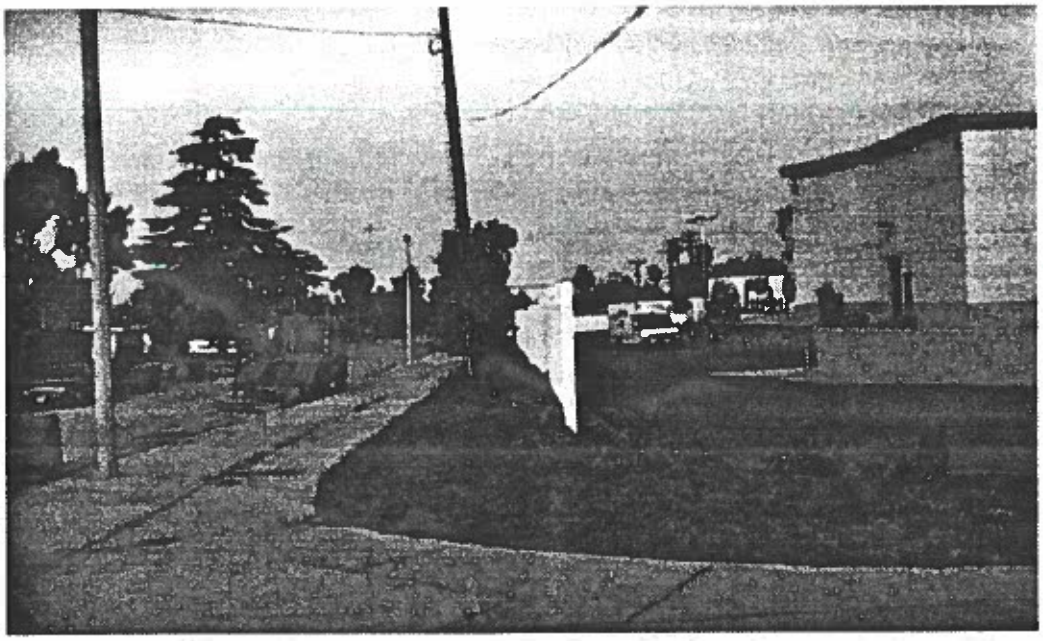
7. Consider prohibiting truck deliveries to commercial and industrial properties abutting residential uses before 7:00 a.m. and after 11:00 p.m., unless there is no feasible alternative or there are overriding transportation benefits of scheduling deliveries at the other hours.

8. Minimize the noise impacts of commercial-, industrial-, institutional-, or transportation system-related parking overflow in residential areas by continuing the existing and, where applicable, expanding the residential parking permit system and by employing other methods.

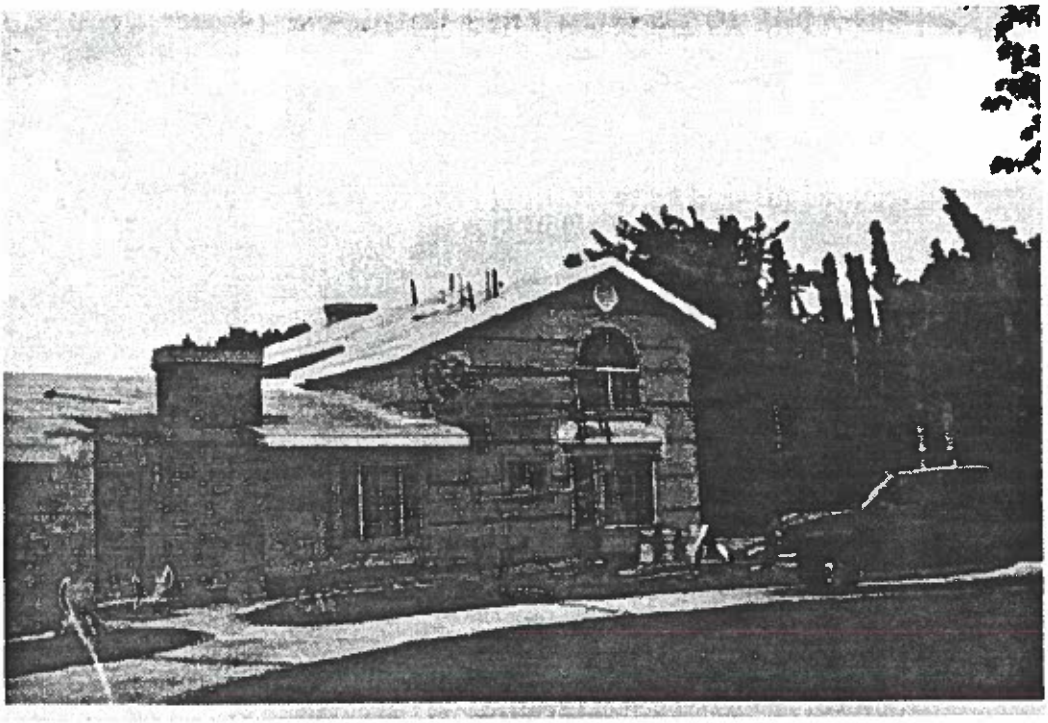
9. Study and consider the existing and potential noise-generating characteristics of commercial, industrial, and other businesses that wish to expand or modify their scope of operation.

10. When necessary, encourage existing relatively noisy or code-violating industrial businesses adjacent to residences to abate their intrusive sounds, to the greatest extent feasible, by taking appropriate measures, such as utilizing new, technologically advanced equipment, closing front or rear doors during business hours, modifying work/production schedules, or changing the interior location of machinery/equipment.

11. When necessary, encourage public agencies and institutions located in the City to incorporate appropriate measures to contain noises generated by their on-site activities.



PICTURE 5. BORDER AREA BETWEEN RESIDENTIAL AND NONRESIDENTIAL USES, ON CITRUS AVENUE NEAR ARROW HIGHWAY. THE NOISE ELEMENT CALLS FOR APPROPRIATE DESIGN STANDARDS TO BE INCORPORATED INTO COMMERCIAL AND INDUSTRIAL DEVELOPMENTS THAT ARE ADJACENT TO RESIDENTIAL AREAS TO MINIMIZE OFF-SITE NOISE AND OTHER INCURSIONS.



PICTURE 6. TYPICAL CONSTRUCTION ACTIVITY. THE GENERAL PLAN AND RELATED NOISE ORDINANCE WILL CONTINUE TO REGULATE THE HOURS OF OPERATION OF NOISE-GENERATING CONSTRUCTION AS WELL AS OTHER ACTIVITIES TO BEST PROTECT THE COMMUNITY.

PICTURE 7. INDUSTRIAL DEVELOPMENT CONTIGUOUS WITH RESIDENTIAL PROPERTIES. NOISE ELEMENT POLICY ATTEMPTS TO RESOLVE NOISE CONFLICTS RESULTING FROM THIS AND SIMILAR SITUATIONS.

PICTURE 8. NEWER SINGLE-FAMILY DETACHED RESIDENTIAL DEVELOPMENT, AT SUNFLOWER AVENUE AND COVINA BOULEVARD. AN EXAMPLE OF AN APPROPRIATE NOISE-INHIBITING DESIGN STANDARD COMMONLY INCORPORATED INTO RESIDENTIAL PROJECTS ON MAJOR STREETS, DECORATIVE BLOCK WALLS SERVE AN IMPORTANT PURPOSE, AND, THEREFORE, THE GENERAL PLAN ADVOCATES THE CONTINUED USE OF THIS AND SIMILAR DESIGN FEATURES.

12. Ensure that commercial or industrial buildings are constructed soundly to prevent adverse noise transmission onto adjacent businesses.

13. Ensure that condominium/townhouse and apartment structures are constructed soundly to prevent adverse noise transmission onto adjacent dwelling units.

14. Where necessary or where in or adjacent to residential neighborhoods or particular nonresidential areas, require private schools and entertainment uses, restaurants, bars, and similar activities to provide for increased security resources and to monitor the activities of patrons who are waiting in line or loitering outside of the establishment.

15. Require that private schools and entertainment uses, restaurants, bars, and similar activities control the activities of their patrons on-site and within reasonable and legally-justifiable proximity thereon to minimize noise impacts on adjacent residences as well as on businesses.

16. Discourage the development of new nightclubs, discotheques, billiard parlors, and other high noise-generating uses adjacent to residential areas, unless it can be demonstrated that adequate measures can be employed to mitigate the impacts of on-site operations and off-site customer access.

17. Prohibit the development of new nightclubs, discotheques, billiard parlors, and other high noise-generating uses adjacent to senior citizen housing, schools, health care facilities, and other noise-sensitive uses, unless it can be demonstrated that adequate measures can be employed to mitigate the impacts of on-site operations and off-site customer access.

18. Periodically review and, if necessary, revise Covina's existing Noise Ordinance to better regulate high noise-generating uses and to ensure that the Ordinance establishes standards for all types of noise not already governed by local regulation or preempted by State or Federal law.

19. Continue enforcing the Covina Noise Ordinance and maintaining coordination among City departments/ divisions involved in noise abatement.

20. Periodically monitor and update data regarding the City's current and projected sound levels to acknowledge changes in noise conditions arising from future development and alterations in land use, traffic patterns, and train schedules.

21. In enforcing the Covina Noise Ordinance, pay particular attention to a resident complaint in which there is an adjacent commercial or industrial activity generating a high and unreasonable level of noise onto the residential property.

22. Evaluate and make recommendations on potential noise impacts of permanent developments and uses through environmental or noise-related studies or analyses and, for minor work, by observing project plans as well as the potential noise impacts of temporary activities and special events.

23. Balance the City's obligation to protect local residents and workers from excessive noise exposure with Covina's need to accommodate moderate growth and to continue with ongoing communitywide economic development, commercial revitalization, public improvement enhancement, residential construction, neighborhood preservation, code enforcement, and affordable housing activities/programs.

24. Require that commercial uses developed as part of a mixed use project (e.g., residential dwelling units situated above commercial businesses) not be noise-intensive, except where determined to be appropriate through appropriate features and mitigation.

25. Require that mixed use structures be designed to prevent the transfer of noise and vibration from the commercial activity to the residential use.

26. Require that common walls and doors between commercial and residential uses be constructed so as to minimize the transmission of noise and vibration.

27. Orient mixed use residential units away from major noise sources, to the greatest degree possible.

28. Locate balconies and openable windows of residential units in mixed use projects away from major noise sources, to the greatest degree possible.

29. Evaluate and appropriately handle potential noise incursions of new or expanded child day care or group home facilities, particularly relating to residential and other sensitive uses.

30. Where necessary, work with the appropriate State agencies to prevent or resolve noise disturbances arising out of small child day care or group home facilities that exist in residential neighborhoods.

31. Continue supporting and enforcing City Zoning provisions pertaining to limitations on in-home businesses to ensure that such activities will function peacefully and harmoniously in residential neighborhoods.

32. Continue supporting Federal and State standards pertaining to interior noise levels of commercial and industrial businesses.

E. Policy Area 3

Miscellaneous Stationary Noise Sources

The City shall:

1. Continue implementing the Covina Noise Ordinance to regulate the hours of operation for, among other things, lawn equipment, domestic power tools, garbage trucks, and miscellaneous repair or maintenance equipment, when in or within 500 feet of a residential area.

2. Encourage the installation of quiet residential air conditioners and outside appliances and devices, with proper installation procedures.

3. Continue working with the City's trash collection service to minimize adverse noise impacts on residents.

4. Consider adoption of an ordinance to control excessive noise from leaf blowers or any other lawn equipment, machinery, maintenance vehicles or equipment, or items that the City determines generates particularly high noise levels.

5. Continue following its "loud party provision" of the Noise Ordinance to effectively handle and abate disturbances in residential areas resulting from unruly social gatherings.

6. Continue supporting applicable sections of the City Code and efforts of animal control personnel to effectively handle and abate discomforting or annoying sounds emanating from any animal or fowl.

F. Policy Area 4

Construction Noise Sources and General Matters

The City shall:

1. Continue implementing the Covina Noise Ordinance to regulate the hours of operation and excessive noise associated with on-site construction activities, particularly activities occurring in or near residential uses, permitting exceptions only under special circumstances.

2. Where necessary, require the construction of barriers to shield noise-sensitive uses from intrusive, construction-related noise.

3. Require that construction activities incorporate feasible and practical techniques, measures, and procedures that minimize the noise impacts on all adjacent uses.

4. Consider requiring sound attenuation devices on construction equipment to reduce noises associated with building activities.

5. On a citywide basis, continue, where appropriate, accommodating vibrant, quality, and attractive commercial and industrial businesses that strengthen the City's economic base, image, and character, while minimizing adverse noise impacts.

6. Attempt to reasonably monitor and handle potential and actual negative noise-related incursions from projects in adjoining jurisdictions.

7. Best implement the Noise Element through the Zoning Ordinance and Design Guidelines, Capital Improvement Program, Subdivision Ordinance, Building and Safety and Police provisions, general Code Enforcement, and any related Covina Municipal Code sections, City policies, plans, or proposals or through other matters.

8. Observe the requirements imposed by the California Environmental Quality Act (CEQA) when reviewing any public or private proposals, including, but not limited to, infrastructure alterations or the development, redevelopment, modification, or expansion/remodeling of properties, to address all applicable potential noise impacts.

9. Ensure, to the greatest extent possible, that properties, buildings, and uses of which the Federal or State government or another entity has permitting authority over, such as post offices, public schools, hospitals, mobile home parks, utility company sites, and miscellaneous administrative facilities, comply with all applicable Covina noise and related codes and standards and address any City concerns.

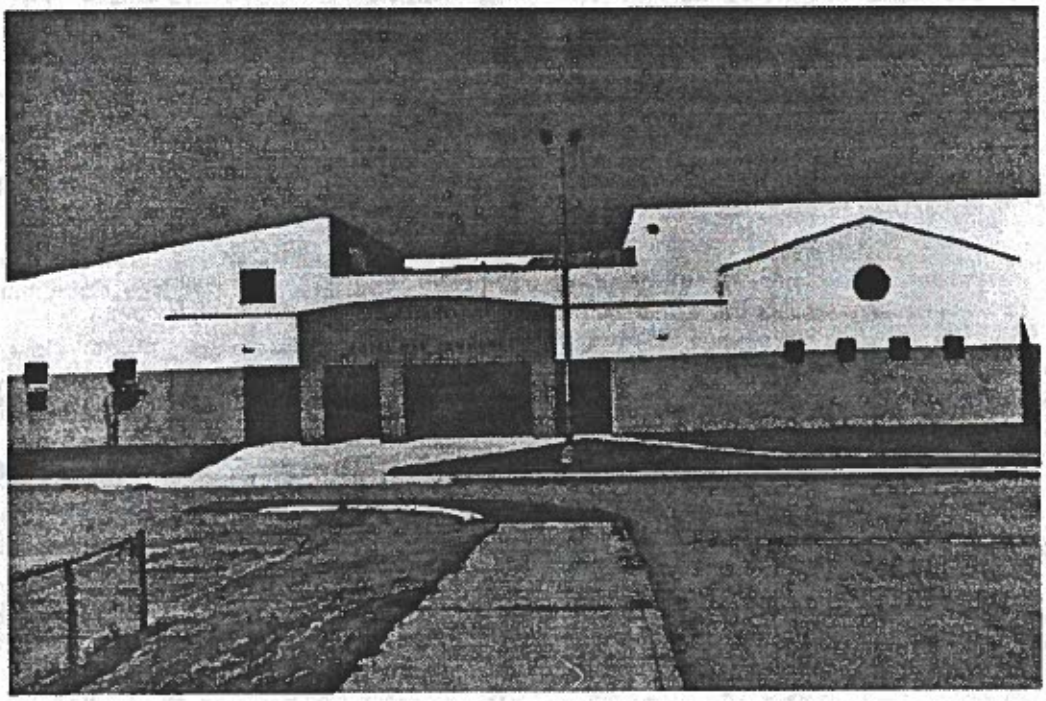
10. Appropriately monitor and, under State law, annually report to the Planning Commission and City Council on progress in General Plan implementation to ensure the viability, effectiveness, and coordination of all adopted goals, objectives (if applicable), policies, and land use, circulation, noise, and other plan components.

11. Maintain a coordinated, cooperative, and inter-departmental approach in handling various noise-related issues and problems.

12. Endeavor to promote the importance of the General Plan and its implementation to the public, businesses, developers, Covina employees, and other interested parties through appropriate channels.

13. Implement the Noise Element in a manner consistent with the desired implementation/administration of all other General Plan Elements, as presented in those chapters, and applicable City and Redevelopment Agency plans and community goals.

14. Maintain departments/divisions to carry out the Noise Element's various noise control-related responsibilities and obligations.



PICTURE 9. BUILDING AT ROYAL OAK INTERMEDIATE SCHOOL, AT GLENDORA AVENUE AND BADILLO STREET. UNDER THE NOISE ELEMENT, PRIMARY AND SECONDARY SCHOOLS ARE CONSIDERED NOISE-SENSITIVE AND THEREFORE WARRANT SPECIAL ATTENTION IN EVALUATING CERTAIN DEVELOPMENT PROPOSALS.

V. PROGRAMS/IMPLEMENTATION MEASURES

Under State law, a noise element must contain programs/implementation measures. Programs supplement goals and policies and serve as a key implementation mechanism. In other words, as stated in the Introduction, programs ensure that this Noise Element's goal and policies will reach fruition. For clarification on the goal and policies and how they have shaped the development of this section, refer to Chapter IV.

The Covina Noise Element programs/implementation measures are listed below. Some of the programs/ measures are currently active, though many would commence upon Element adoption. Programs that are proposed are believed best suited and viable for the City.

For reasons of simplicity and clarity, the programs/measures are divided into two below-listed subject areas. Although the policy chapter established different groupings for the various noise sources, it was believed that such an organization would not function clearly here because of excessive overlapping of programs. Within each topical area, the programs are listed in no particular order. The two subject areas are:

A. Transportation and Nontransportation Noise Mitigation and Abatement

B. General Administration

A. Transportation and Nontransportation Noise Mitigation and Abatement

1. State Noise Insulation Standards

Under Title 24 of the California Administrative Code, which is administered by the City Building and Safety Division, the construction of all new attached dwelling unit complexes (i.e., apartments and condominiums/ townhomes) and transient lodging facilities (e.g., motels and hotels) located within the 60 decibel Ldn contour must incorporate features that reduce interior noise levels to 45 decibels. Verification of this standard shall be achieved through submittal of an acoustical design report. The City may also wish to apply the interior noise level provision to new single-family detached dwelling units as well, and it is recommended that the community examine the sound environment of all proposed nonresidential noise-sensitive uses within the 60 decibel contour.

2. State Vehicle Code Standards

The State Vehicle Code is the body of provisions that regulates all vehicle-related noises, including excessive sounds from modified engine and exhaust systems, on public streets and on private properties. Covina Planning and related officials will encourage all law enforcement agencies operating within the City limits to enforce this Code.

3. City Vehicle Car Alarm Provisions

Under the Covina Municipal Code, the City has some authority to deal with operating, unmonitored car alarms that can be quite disturbing to residents and others. The Police Department will continue to follow and, when necessary, expand these provisions.

4. City Noise Ordinance and Related Provisions

The City Planning Division and other City entities will continue to follow and enforce its adopted Noise Ordinance and related provisions of the City Municipal Code on private properties. The Ordinance, which is the primary tool used to implement noise policy, establishes noise level standards citywide for most nonvehicle or point source sounds of an obnoxious or offensive nature, including music, machinery, building exhaust systems, animals, certain commercial or industrial operations, parties or assemblages, and construction activities.

For construction, there are also restricted hours of operation. A key intent of this tool is to address potential noise complaints typically made by persons in residential and other noise sensitive properties. The City should from time to time review the Ordinance to ensure continued suitability and viability and revise the measure to reflect changes in public consciousness concerning noise.

5. Noise/Land Use Compatibility Guidelines

The Planning Division will use the noise/land use compatibility guidelines illustrated in the State General Plan Guidelines in considering whether to establish acceptable limits of noise levels for various land uses throughout the community. These noise level limits, if followed, would be utilized to determine noise-compatible land uses relating to mitigating existing noise problems and to guiding future development decisions.

6. Zoning Ordinance and Design Guidelines

The Planning Division will continue to utilize the various development standards and provisions of the Zoning Ordinance and Design Guidelines to require noise-reduction techniques and features in site planning, architectural design, project landscaping, parking and loading orientation and design, building materials, and/or construction, where necessary or required by law. These noise reduction features shall be particularly applicable to new or expanded or remodeled properties or activities that may generate noise incursions onto adjacent residential and other noise-sensitive uses. The Zoning Ordinance also regulates in-home businesses to ensure compatibility with neighborhood environments. When necessary, standards and provisions shall be revised to better serve the public.

7. Site Plan Review Process

This process is part of the Zoning Ordinance and serves as the chief mechanism by which development proposals are reviewed and, accordingly, Zoning Ordinance and Design Guidelines provisions are applied. The Planning Division will continue to use Site Plan Reviews to ensure that necessary and/or required noise reduction techniques and features are included in development plans.

8. Conditional Use Permit Process

Through the Zoning-related Conditional Use Permit process, the Planning Division will work with the Police Department and other entities to control and minimize in residential neighborhoods, nonresidential areas, and public places potential noise problems emanating from properties with uses characterized by moderate to high levels of nighttime patronage, including, but not limited to, restaurants, night clubs, bars, billiard parlors, and theatres, as well as certain private schools. Under the Conditional Use Permit process, proposals undergo staff and Planning Commission (or public hearing) review and evaluation.

9. Uniform Building Code

The Building and Safety Division will continue to follow the standards and requirements of this and related structural codes to prevent or minimize noise impacts both within the limits of properties and onto adjacent noise-sensitive uses. When necessary, standards and provisions shall be revised to better serve the public.

10. Street Design Standards

The City Planning and Engineering Divisions will continue to ensure the inclusion of noise mitigation standards, measures, and features in the design, orientation, and routing of new, improved, and modified streets and circulation and transportation facilities. Important parts of this effort shall be to develop a viable circulation plan for the revised General Plan Land Use Map and to discourage high speed, through traffic in residential neighborhoods. When necessary, standards will be revised to better serve the public.

11. Traffic Calming Measures

If necessary and feasible, the Planning and Engineering Divisions will consider to incorporate in residential neighborhoods traffic calming measures, including, but not limited to, speed bump or humps, traffic circles, and/or chockers.

12. Freeway Sound Abatement

All City departments/divisions will support efforts by Caltrans and/or other agencies to develop any sound abatement plans and measures for the San Bernardino Freeway, particularly relating to residential or other noise-sensitive uses.

13. Truck Movements and Routes

The Planning and Engineering Divisions will continue to maintain and evaluate truck movements and routes to provide effective separation from residential or other noise sensitive land uses and, where appropriate, consider truck route changes.

14. Bus Movements, Routes, and Major Depots

Where necessary and appropriate, the Planning and other applicable departments/divisions will continue to provide the maximum feasible input to local bus providers on bus movements, routes, and major depots to provide effective separation from residential or other noise sensitive uses and to perform system improvements.

15. Metrolink Commuter Rail Line and Covina Station

The Planning and other applicable departments/divisions will continue to monitor all noise-related aspects of the Metrolink Commuter Rail Line and Covina Station pertaining to the community to ensure conformity with applicable standards and will continue to work with Metrolink officials to adopt specific measures to reduce overall rail car and horn noises to the greatest extent technologically possible and to a degree acceptable by residents living adjacent to the Line.

16. Aircraft Noise

The City will consider developing a program to coordinate with the appropriate agencies the control and mitigation of noise from aircraft, particularly helicopters.

17. City-Owned Vehicles and Construction and Maintenance Equipment

The City will consider requiring all construction- and maintenance-related vehicles and equipment used by the City, contractors, and permittees to comply with all applicable noise standards.

18. Environmental Impact Review Process

The Planning Division will continue to use this process, which runs with the Site Plan Review procedure, to determine whether any aspects of new or expanded permanent developments or uses would generate excessive noise levels. Should noise abatement be necessary, the City may wish to require submittal of a technical report containing a detailed evaluation of existing and/or projected noise problems and suggested measures to mitigate impacts to acceptable levels. Included in this process, where necessary, the City will consider requiring sponsors of commercial, industrial, and other projects to conduct special studies addressing traffic, circulation, and parking impacts, particularly relating to residential neighborhoods and noise-sensitive projects, and providing suggested mitigation.

19. Administrative Conditional Use Permit Process

Many temporary or occasional activities, such as fairs, carnivals, outdoor commercial promotional activities, or seasonal sales events, require an Administrative Conditional Use Permit. The Planning Division will continue to control or mitigate potential noise problems associated with such events through this staff-involved process, where applicable.

20. Special Construction (Noise) Permit Process

To best control the hours of operation and excessive noise associated with on-site construction activities, the Planning Division will continue to require a Special Construction Permit for early morning, evening, and Sunday building activities. The Permit shall be issued only in special, justifiable, or hardship cases.

21. Residential Parking Permit System

The City presently operates a parking permit system in the residential neighborhood adjoining the Covina Metrolink Commuter Train Station to prevent the parking of cars by and accompanying noises of Commuter Train riders. The City may wish to expand this system, where now existing or in separate areas, to preclude parking spillover/noises arising out of future commercial, industrial, or other developments or expansions.

22. Mixed Use Accommodation

The Planning and Building Divisions will require that mixed use developments (e.g., residential dwellings above commercial businesses) be designed and constructed in accordance with applicable codes, standards, and policies and such that noise levels inside residential dwellings are as low as possible.

23. Code Enforcement Process

The Planning and Building Divisions as well as the Police Department will continue to enforce noise abatement provisions of the Covina Noise Ordinance and, unless stated otherwise, additional noise control measures through the Code Enforcement processes of the Community Development Department and other involved entities.

24. Monitoring of Noise Environment

The Planning Division will periodically monitor the noise environment to note any changes in sound levels arising from future development, modifications in land use, traffic patterns, and Commuter Train or bus schedules. Where necessary, appropriate action shall be taken, such as following new General Plan policies and/or considering to incorporate additional implementation measures.

25. Reconciling Noise Abatement and Mitigation With Other General Plan Obligations

This noise exposure-related Element is one chapter of a comprehensive General Plan that addresses various other topics, including land use, circulation, housing, and natural resources and open space. Under State law, all Elements must be consistent with one another in preparation and revision (see Chapter VI), a requirement that the City has met and will continue to achieve. However, in the course of implementing a general plan, proposals that strongly fulfill plan goals and policies in one area may be inconsistent with another chapter. For example, the Covina Housing Element, among other things, identifies various sites for potential apartment-oriented affordable housing development, though some of the properties fall within the 60 decibel corridor. Although the identification of affordable housing locations in a noise analysis zone does not constitute an inconsistency or problem per se, the State noise insulation requirement would be triggered, thus influencing the design and cost of this type of housing in the effected areas. Moreover, in some cases, the noise environment

could possibly interfere with important community goals, such as economic development, commercial revitalization, neighborhood preservation, and public improvement enhancement. Therefore, in implementing the Noise Element, the City will endeavor to reconcile, to the greatest degree possible, noise abatement and mitigation efforts with all other General Plan obligations, including, but not limited to, those mentioned above. In some situations, however, reconciliation will be facilitated by the fact that particular sites located within the 60 or even 65 decibel corridor may not be in need of sound mitigation because of noise-deafening physical features. (Refer to Section III for clarification.)

B. General Administration

1. Inter-governmental Coordination

To most fairly and best deal with noise and related issues at or near Covina's border areas, the City will continue routing various plans and documents to and reviewing development proposals from neighboring communities and Los Angeles County. When necessary, Covina will also be in contact with other governmental entities and/or relevant groups. This activity will, among other things, acknowledge City intentions, desires, and/or concerns over particular developments, proposals, and related actions in an atmosphere of respect and cooperation. The City will also deal with the State and regional transportation agencies in addressing noise problems.

2. Intra-governmental Coordination

In carrying out its various noise-related and planning activities and programs/measures, where appropriate and feasible, the Planning Division will work with other City departments/divisions, particularly the Building and Safety Division and Police Department, to best approach and handle or abate various issues and problems. In light of changing Covina demographic, social, economic, and housing conditions as well as other trends, it is believed that this holistic orientation is essential and thus will best implement General Plan goals, objectives (where applicable), and policies.

3. Public Involvement

In compliance with State planning law, the City will endeavor to promote the importance of the General Plan as well as implementing programs/measures, such as noise mitigation matters, to the public, businesses, developers, Covina employees, and other interested parties and groups at the public counter, on the phone, at meetings, at City-sponsored events, and at other available opportunities through information handouts, brochures, press releases, and any other mediums deemed appropriate. When General Plan updates are done, persons, groups, and organizations shall be notified by way of State-defined public hearings and, if appropriate, through other means. Frequent public education is an important ingredient in successful general plan implementation.

4. General Plan Review and Revisions

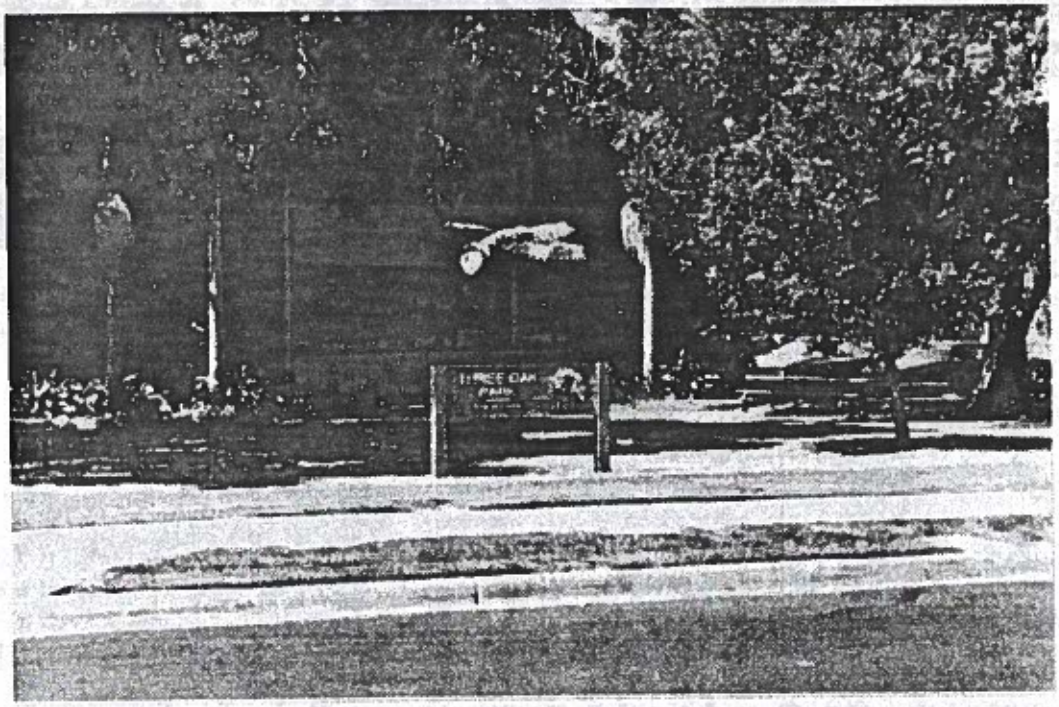
State planning law requires the City to annually report to the Planning Commission and City Council on progress in General Plan implementation (with an emphasis on Housing Element-defined needs accommodation). The report must then be filed with the State Office of Planning and Research (OPR). The intent of this process is to ensure the viability, effectiveness, and coordination of adopted General Plan goals, objectives (where applicable), policies, and programs/implementation measures, which impact not only the community but, technically, the State as well. The City of Covina will continue with this activity and, when an amendment to the revised General Plan is made, will review the change in relation to the entire Plan to ensure inter-Element consistency. Also, appropriate, occasional monitoring of the General Plan components shall occur. Lastly, no later than five years following adoption of the last phase of the General Plan update, a detailed analysis of the entire Plan will be conducted.

5. Noise Element Implementation

In accordance with the State planning law/Government Code criteria, the City will implement the Covina Noise Element in a manner compatible to the implementation/administration of all other General Plan Elements, City and Redevelopment Agency plans, and community goals and, in a fashion consistent with the intent of this chapter, monitor all facets of Element implementation, conduct necessary tasks so as to best prepare for future versions, annually report its findings to the Planning Commission and City Council, and, when legally required, necessary, and/or in the public interest, update the Element.

6. Maintenance of City Departments/Divisions Responsible for Noise Matters

In order to carry out its various noise mitigation, abatement, and enforcement responsibilities and obligations, the City will maintain departments/divisions to, among other things, appropriately administer General Plan, Zoning, Site Plan Review, Environmental Impact Review, and other matters and various non-Planning Codes, to coordinate and monitor City noise-related programs, and to disseminate applicable information and provide assistance to the public.



PICTURE 10. THREE OAK PARK IN THE VILLAGE OAKS OFFICE PARK, NEAR HOLT AVENUE AND THE SAN BERNARDINO FREEWAY. LIKE SCHOOLS, LIBRARIES, HOSPITALS, AND OTHER USES, PARKS ARE CLASSIFIED AS NOISE-SENSITIVE UNDER THE GENERAL PLAN PROCESS, A MATTER THAT WILL BE CONSIDERED IN PARTICULAR CONSTRUCTION APPLICATIONS.

VI. RELATION TO AND CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

This Noise chapter of the General Plan is most closely related to the Land Use Element, the central chapter that focuses on the long-term general distribution/location and development intensity of residential, commercial, industrial, and other uses, as well as the Circulation and Housing Elements. There is a close tie to the Land Use chapter because, under State law, the proposed land use development scenario or Land Use Map must reflect the Noise Element's noise exposure information. In other words, when integrated with the Noise Element, the Land Use Map should show acceptable land uses in relation to existing and future noise contours. Concerning the Noise Element's connection to the Circulation chapter, which focuses on circulation and transportation systems and the movement of people and goods, because the circulation network must be correlated with the Land Use Element and is one of the major sources of noise, noise exposure is intended to be a key consideration in the location and design of new and improved transportation facilities as well as retention of existing facilities in relation to existing and planned land uses.

The Housing Element, which this chapter also bears a strong relationship to, among other things, serves as a tool for addressing housing needs and providing adequate sites for new housing and standards for the housing stock. Because, as stated above, residential land use is among the most noise sensitive, the noise exposure information provided in the Noise Element must be considered when planning the location of new housing. Specifically, as also previously explained, State law requires special noise insulation of new apartments and condominium/townhouse complexes built within the 60 decibel noise contour. The Noise Element is also most directly related to the Natural Resources and Open Space chapter.

It is also important for the Noise Element to be consistent with all other chapters, and vice versa, in terms of everything from supporting data and information to policy orientation to implementation. This necessity for overall congruence is underscored by State law as well. Section 65300.5 of the California Government Code states that "the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

The City of Covina has met this consistency requirement. Because the City has updated all General Plan Elements simultaneously, one common data and information base, with the same community input, has been used for the entire project. This means that the goals, objectives (if applicable), and policies for all Elements will have been (when all Elements are completed) prepared based on the same foundation and according to the same or similar methodology, thus ensuring consistency. Also, and perhaps most importantly, revising all General Plan Elements together guarantees inter-Element program conformity because, according to planning law, implementation measures or circulation/infrastructure, land use, and other plans must be developed upon the existing conditions/data and issues plus the stated goals, objectives (if applicable), and policies in question. In sum, the nature of the Covina General Plan update process has greatly facilitated consistency among all Elements. During Noise Element preparation, the topical goal and policies and programs/implementation measures have been cross-checked with those in other Elements, particularly Land Use, Circulation, and Housing, the other key General Plan chapters, to maintain and verify this necessary congruence.

The above-noted inter-Element consistency will also ensure that implementation of the Noise and each and every Element will realize the same results. Furthermore, if the Noise Element is amended in the future, the City will confirm that the change is consistent with other chapters and/or modify the accompanying Elements to maintain overall conformity. Moreover, as stated in Program "B4," the City will monitor all major aspects of Noise Element implementation through decision-making activities and other processes to verify this consistency. In other words, the City regards all Elements as having equal legal status and is therefore committed to appropriate Noise chapter implementation, particularly with respect to inter-Element unity and coherence.

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VII. CITIZEN PARTICIPATION IN NOISE ELEMENT FORMATION

State planning law (Government Code Section 65351) requires local governments, during the amendment of a general plan, to "provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the city or county deems appropriate." In fulfilling its citizen participation obligations and in identifying issues for the Noise as well as for all other Elements, the City has:

1. Prepared and distributed a "short" questionnaire to all Covina households.

2. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.

3. Conducted "town hall meetings" and public forums.

4. Prepared a cable television commercial on the General Plan update and public forums and had a staff member appear on the local cable television station to discuss the General Plan update process and answer public questions.

5. Prepared and distributed several General Plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.

6. Received numerous comments from the public (in this case regarding noise) on the phone, at the counter, and in the course of site-specific project reviews.

7. Reviewed and analyzed the City's noise complaint file.

8. Organized, met with, and elicited the views of a subcommittee of Covina's General Plan Update Committee that addressed noise and related issues.

9. Met with and elicited the views of City of Covina employees who deal with noise abatement and mitigation issues.

10. Received numerous comments from representatives of other public or quasi-public agencies, such as school districts, transit agencies, utility companies, regional organizations, and adjacent municipalities as well as local civic organizations.

The public comments elicited from measures 1 through 10 have been carefully studied by the City and have been incorporated into the body of data and information that was used in formulating the Noise Element's identification and quantification of major noise sources and, therefore, in developing the related goal, policies, and programs/implementation measures as well. All material and information and specific input received pertaining to these items are on file in the City Planning Division. Thus, Covina has made a reasonable effort to reach out to the important segments, views, and organizations in drafting this Noise Element.

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VIII. MONITORING NOISE ELEMENT IMPLEMENTATION

In order for the General Plan Noise Element's goal, policies, and programs/implementation measures to be realized, or to ensure that the Element serves to maintain and, where necessary, improve Covina's noise environment and quality of life, the Element must be implemented as proposed through effective decision-making and actions. Also, to ensure that implementation is achieved to the maximum degree possible, consistent Noise Element monitoring must also occur. This subject is addressed by Section 65400(b) of the Government Code, which states that following general plan adoption or revision, a city shall "provide an annual report to the legislative body on the status of the plan and progress in its implementation . . ." Because the Noise Element is an important chapter and is, as previously stated, closely tied to the central Land Use Element, monitoring is particularly relevant here.

The City of Covina will fulfill its obligation to monitor implementation by preparing the State-required report for the Planning Commission and for the City Council. This procedure, in fact, has been incorporated into the Noise Element implementation framework as Program "B4," which calls for the monitoring of all aspects of the implementation effort, including, as stated in Section VI, assurances that inter-Element consistency is achieved. One such facet of the monitoring process is ensuring that any underutilized policies or programs are adequately handled. Also, any identified problems or deficiencies will be carefully studied and appropriately managed to ensure that desired Noise Element results are met. The City believes that many potential problems should be avoided by maintaining a commitment to appropriate Element implementation through the decision-making process. Besides, then, furthering the established noise-related goal, this approach will facilitate preparing General Plan amendments.

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