

LOS ANGELES COUNTY AIRPORT LAND USE COMMISSION

REQUESTED ALUC ACTION

The applicant seeks the Airport Land Use Commission's (ALUC) review of the Los Angeles International Airport (LAX) Specific Plan Amendment Study (SPAS) to determine consistency between the proposed amendments to City of Los Angeles plans associated with the SPAS and the Los Angeles County Airport Land Use Compatibility Plan (ALUCP), formally known as the Comprehensive Land Use Plan (CLUP). Affected City of Los Angeles plans include the LAX Plan, LAX Specific Plan, the Westchester-Playa del Rey Community Plan and the Transportation and Noise Elements of the General Plan.

Note: ALUC review is limited to only the above amendments and not the study of airport improvement alternatives also contained in the SPAS. Should the City want to implement those improvements in the future, such actions would need to come before the ALUC for review.

BACKGROUND

ALUC Role and Responsibility

The State Aeronautics Act, Section 21670 created ALUC's with the authority and responsibility to plan for the orderly development of public use airports through land use compatibility planning. The ALUC accomplishes this by developing and implementing an ALUCP. In 1991, the Los Angeles County ALUC adopted its ALUCP in cooperation with the operators of public use airports and with the cities that are affected by those airports. Whenever local jurisdictions make changes to policy documents, such as general plans, airport master plans or specific area plans, the ALUC is responsible for reviewing those changes against the ALUCP. The intent is that land use planning documents and development regulations related to airports and the communities that surround them are developed in a comprehensive, coordinated way so as to minimize the potential for future incompatibilities or conflicts.

History - LAX and ALUC

Approximately 15 years ago, the City of Los Angeles (City), through its airport department, Los Angeles World Airports (LAWA) embarked on a modernization program for LAX that resulted in a new airport master plan. To implement the new LAX Master Plan, several City documents were created. These included a community level plan, titled the LAX Plan and an implementing ordinance, titled the LAX Specific Plan. The ALUC has been involved at various stages in the development of these plans. The timeline below identifies important events related to LAX and ALUC:

- 1991 The ALUCP for LAX was adopted. The document is titled *Los Angeles County Comprehensive Land Use Plan*.
- 2004 LAWA proposed a new Master Plan for LAX.
- 2004 ALUC reviewed the LAX Master Plan for consistency with the ALUCP and found the two were inconsistent in relation to noise and safety policies.

- 2004 City of Los Angeles City Council overruled the ALUC determination through a process established by the State Aeronautics Act.
- 2005 County of Los Angeles and City of El Segundo filed a request with ALUC to review an impasse situation that had developed between those parties and the City of Los Angeles over certain aspects of the LAX Master Plan. Disagreement was in the areas of measuring airport capacity, the need to develop a regional approach to airports, noise, safety and security.

ALUC heard the impasse at an appeal hearing and upheld the appeal in the areas of measuring airport capacity and the need to develop a regional approach to airports and denied the appeal in the areas of noise, safety and security.

- 2005 The County, a community group, Alliance for a Regional Solution to Airport Congestion (ARSAC) and the Cities of El Segundo, Inglewood, Culver City (petitioners) filed a legal challenge to the City of Los Angeles' California Environmental Quality Act (CEQA) action that approved the Environmental Impact Report (EIR) for the LAX Master Plan.
- 2005 Parties settled the legal challenge/disagreement through a Stipulated Settlement. The Stipulated Settlement required the petitioners to withdraw the impasse appeal and required that future LAX projects that had been identified in the Master Plan as "Yellow Light" project be evaluated through a study, the Specific Plan Amendment Study (SPAS) and that full CEQA review be undertaken at that time. The SPAS is required at certain decision points in the LAX Master Plan implementation process (as defined in the LAX Specific Plan).
- 2006 Preparation began on developing alternatives to be included in the SPAS.
- 2012 The SPAS EIR and Preliminary LAX SPAS Report were made available for public comment. These documents identified nine alternatives for improvements to LAX.
- 2012 LAWA Staff provided a recommendation that a combination of Alternatives 1 and 9 be selected for further study.
- 2013 On February 5, 2013, the LAX Board of Airport Commissioners (BOAC) certified the EIR that had accompanied the SPAS and selected the LAWA staff recommendation as the best solutions to the problems the Yellow Light projects were designed to address. This aspect of the SPAS does not provide project-level approval or authorize construction; it only authorizes more detailed study and is therefore not subject to ALUC review at this time.

The SPAS also included a number of administrative amendments to the LAX Plan and LAX Specific Plan and other City of Los Angeles General Plan elements. The amendments to these documents are the subject of this ALUC review.

On February 14, 2013 the Los Angeles City Planning Commission (CPC) reviewed the project that went before BOAC as it relates to the City of Los Angeles planning documents.

THE PROJECT TO BE REVIEWED BY ALUC

Both BOAC and CPC approved the SPAS related actions that have recently been before them. The project will next go to the City Council for final consideration. The project includes the

approval of further, more detailed study of the staff recommended, and Board approved alternative and the series of amendments to plan documents.

Before the ALUC at this time are proposed amendments to the City of Los Angeles General Plan, including the LAX Plan, and amendments to the LAX Specific Plan. Review of these general plan amendments is required by State law. (Public Utilities Code Section 21676(b))

Method and Presentation of the Analysis

This report provides a summary of the amendments and how they relate to the ALUCP. This section follows with the specific action considered by the BOAC and CPC and how that relates to the ALUC findings that must be made. Attachment D includes a matrix with the ALUCP policies and relates those policies to the proposed amendments.

General Summary of the Proposed Amendments

The amendments to the LAX Specific Plan and LAX Plan include standardizing definitions/terminology and deleting references to facilities that are no longer being proposed. Amendments also add new facilities and delete those that are no longer being considered. These changes are needed to ensure consistency among planning documents. An example of these changes is that the Ground Transportation Center is no longer included in the Board-approved alternative and therefore references to it would be removed. The label used for the Intermodal Transportation Center will be replaced with the label Intermodal Transportation Facility (see Attachment B).

The Westchester-Playa del Rey Community Plan and LAX Plan would be amended by deleting areas from plan maps for properties that will no longer be acquired by LAWA because they are no longer needed for development of the airport. The amendments would remove those properties from the LAX Plan and transfer them to the Westchester-Playa del Rey Community Plan (see Attachment B).

In summary, the amendments relevant to ALUC can be characterized as two types:

- Revisions to definition of proposed facilities
- Plan map revisions for individual properties switching from one plan area to another

The plan amendments are contained in the:

- LAX Specific Plan
- Land Use Element (General Plan)
 - LAX Plan
 - Westchester-Playa del Rey Community Plan
- Transportation Element (General Plan)
- Noise Element (General Plan)

Specific Action of the BOAC

To ensure that ALUC is sufficiently aware of the project that went before the two City commissions, the entitlement requests section of the LAWA staff report to BOAC is provided below with an explanation of how this request applies to the ALUC.

Entitlements Requested

- Development of the Staff-Recommended Alternative [LAWA staff], or any of the potential SPAS alternatives, would require various administrative amendments to the LAX

Specific Plan to ensure precise land use and zoning consistency with the physical and operational configuration of that alternative, as well as new provisions to comply with the LAX Master Plan Stipulated Settlement (Attachment E-Report to BOAC, 2/5/2013, page 11).

ALUC Staff Comment

The projects related to the selection of an alternative are not before the ALUC at this time. The ALUC has no jurisdiction over the selection decision itself. The ALUC does review the resultant general plan amendments. The specific amendments are identified in Attachment B.

- An amendment to the LAX Specific Plan that would introduce a new requirement that LAWA initiate an LAX Domestic Passenger and Airline Market Survey/Study if the annual passenger activity analysis in a given year forecasts that annual passengers for that year will exceed 75 Million Annual Passengers (MAP). LAWA would also be required to conduct another Specific Plan Amendment Study if the annual aviation analysis forecasts that LAX annual passengers for that year are expected to exceed 78.9 MAP. The purpose of this amendment is to better position LAWA to find policies and practices that would encourage airlines to go to other airports in the region (Attachment E-Report to BOAC, 2/5/2013, page 11).

ALUC Staff Comment

No ALUC action needed. This is only a request to authorize further study.

- Development of the Staff-Recommended Alternative, or any of the potential SPAS alternatives except Alternative 3, would require amendments to the LAX Plan, as a component of the Land Use Element of the General Plan, to ensure precise land use and policy consistency with the physical and operational configuration of that alternative (Attachment E-Report to BOAC, 2/5/2013, page 11).

ALUC Staff Comment

ALUC action is limited to the general plan amendments described above.

- Development of the Staff-Recommended Alternative, or any of the potential SPAS alternatives except Alternative 3, would require amendments to the Westchester-Playa del Rey Community Plan, Transportation Element, and Noise Element of the General Plan to ensure internal consistency with the amended LAX Plan and reflect the physical and operational configuration of that alternative (Attachment E-Report to BOAC, 2/5/2013, page 11).

ALUC Staff Comment

ALUC action is limited to the general plan amendments described above.

ENVIRONMENTAL DOCUMENTATION

ALUC action is not subject to CEQA as the ALUC does not have approval authority over the project. The ALUC will provide a determination of consistency with the ALUCP and offer any recommendations necessary or appropriate for the project given the ALUC's responsibilities.

The City of Los Angeles EIR for the SPAS project may be found at:
<http://www.lawa.org/laxspas/Reports.aspx>

LEGAL NOTIFICATION AND PUBLIC OUTREACH

Pursuant to the provisions contained in the Review Procedures, notice of the public hearing was provided by placing an advertisement in The Daily Breeze and La Opinion newspapers a minimum of ten days prior to the hearing.

PUBLIC COMMENTS

Comments were received from ARSAC immediately prior to release of this report and are included as Attachment F.

ALUC ACTION CHOICES

Section 2.2.3 of the Review Procedures identifies the Commission's action choices when reviewing a general plan and specific plan.

- 1) Find the plan consistent with ALUCP and makes findings
- 2) Find the plan consistent with ALUCP subject to conditions
- 3) Find the plan inconsistent with the ALUCP and provide findings to explain reasons

To find plans consistent, the ALUC must find that no direct conflict exists between the two plans (Section 3.2.1).

STAFF RECOMMENDATION

The following recommendation is made prior to the public hearing and is subject to change based upon testimony and/or documentary evidence presented at the public hearing:

Staff has found no evidence that the proposed plan amendments relevant to ALUC review authority are in direct conflict with the policies of the ALUCP. Staff therefore recommends using Action Choice 1 and **Find the plan amendments consistent with ALUCP** and make findings that the proposed amendments to the LAX Plan, LAX Specific Plan, Westchester-Playa del Rey Community Plan, Transportation and Noise Elements of the City of Los Angeles reviewed as Project Number R2013-00396 and Aviation Permit Number 201300001 are **consistent** with the Los Angeles County Airport Land Use Compatibility Plan.

SUGGESTED MOTION:

I MOVE THAT THE AIRPORT LAND USE COMMISSION FIND THE PROPOSED AMENDMENTS TO THE LOS ANGELES CITY GENERAL PLAN INCLUDING, LAX PLAN AND THE LAX SPECIFIC PLAN REVIEWED AS PROJECT NUMBER R2013-00396 AND AVIATION PERMIT NUMBER 201300001 CONSISTENT WITH THE LOS ANGELES COUNTY AIRPORT LAND USE COMPATIBILITY PLAN.

Prepared by Mark Child, Assistant Administrator, Current Planning Division
Reviewed by Jon Sanabria, Deputy Director, Advance Planning Division

Attachments:

- A** - Draft Findings
- B** – Determination of CPC, Proposed LAX Specific Plan Amendments, Proposed LAX Plan Amendments, Proposed General Plan Amendments Matrix
- C** - Policies and Programs, CLUP (ALUCP) 1991, Relevant Excerpts from ALUC Review Procedures
- D** - Consistency of 1991 CLUP (ALUCP) Goals and Policies with Proposed Amendments Per LAX Specific Plan Amendment Study
- E** - Report to BOAC, February 5, 2013, BOAC Resolution No. 25022
- F** - Correspondence

MC
3/14/2013