

A. Introduction

The air quality in the City of Yucaipa results from a unique combination of factors. Air flow patterns and emission sources, both local and those located throughout the region, result in some of the worst air quality in the nation. The Yucaipa area sometimes exceeds state and federal air quality standards for ozone (O₃) and particulate matter (PM₁₀). Exceedances are more common during summer months when onshore wind patterns transport pollutants from the western portion of the South Coast Air Basin, notably Los Angeles and Orange Counties, which combine with local sources. The Yucaipa area sometimes records the most severe violations of air quality standards for ozone and PM₁₀ in the summer months relative to the rest of the air basin.

B. Regulatory Framework

The Clean Air Act, promulgated in 1970 and amended twice thereafter (including the ~~recent~~ 1990 amendment) established the framework for modern air pollution control. The Act directs the Environmental Protection Agency (EPA) to establish ambient air standards for six pollutants: ozone, carbon monoxide, lead, nitrogen dioxide, particulate matter and sulphur dioxide. The standards (NAAQS) are divided into primary and secondary standards; the former are set to protect human health within an adequate margin of safety and the latter to protect environmental values such as plant and animal life.

According to the Act, states are required to submit a State Implementation Plan (SIP) for areas that exceed the NAAQS, or nonattainment areas. The SIP, which is reviewed and approved by the EPA, must demonstrate how the federal standards will be achieved. Failure to submit a plan or secure approval could lead to denials of federal funding and permits for improvements such as highway construction and sewage treatment plants. In cases where the SIP is submitted but fails to demonstrate achievement of the standards, the EPA is directed to prepare a Federal Implementation Plan.

In addition to the six pollutants regulated by federal legislation, the California Clean Air Act establishes standards for hydrogen sulphide, sulphates and vinyl chloride. Responsibility for achieving these standards (which are more stringent than federal standards) is placed on the California Air Resources Board and local air pollution control districts. District plans for nonattainment areas must be designed to achieve a five percent (5%) annual reduction in total District emissions. The Air Quality Management Plan (AQMP) is, in turn, incorporated into the SIP.

With the aim of complying with all federal PM 10 standards by the year ~~2007~~, 2006, and the Federal 1-hour ozone Standard by 2010, the SCAQMD and SCAG jointly prepared the ~~1989~~ 2003 AQMP. The plan calls for the implementation of rules and regulations by the Air Resources Board, SCAQMD, the EPA and local jurisdictions.

The AQMP calls upon local governments to take responsibility for eight percent (8%) of the total required reduction region-wide in emissions from reactive organic gases and oxides of nitrogen. Specifically, local governments are asked to implement appropriate control measures contained in the AQMP to achieve this reduction. Several measures direct local government to adopt an Air Quality Element or its equivalent into its General Plan. If all of the applicable control measures are not implemented, the air quality standards cannot be achieved. In this event, the existing moratorium on the location of stationary sources in the basin will continue, and federal funding and other permits may be denied until the standards are met.

In an effort to comply with federal and state regulations and to improve air quality in the county and region, this Air Quality Element has been adopted.

C. Objectives

1. **Air Quality and Economic Growth**
Achieve air quality improvements in such a way that continued economic growth can be sustained.
2. **Market Incentives and Regulations**
Achieve necessary air quality-related lifestyle and economic changes through market incentives where feasible and through regulatory measures where necessary.

D. Goals, Policies and Programs

The following General Plan goals have been identified through a process of community review and were developed in conjunction with City staff, the General Plan Advisory Committee (GPAC), the Planning Commission and the City Council.

- AQ1 Establish a job-housing balance strategy that will reduce the overburdening of the circulation system and resultant vehicular emissions.
- AQ2 Encourage both new and existing developments to decrease emission releases.
- AQ3 Encourage the use of current and future mass transit facilities in order to decrease the use of private vehicles and thereby reduce emissions from mobile sources.
- AQ4 Strive for the attainment of Federal air quality standards through the land use review process.
- AQ5 Maximize the efficiency of current transportation systems through system and demand management strategies.
- AQ6 Design streets and install paths that encourage non-motorized forms of travel to shopping, parks and schools.
- AQ7 Review and incorporate appropriate policies contained in the Regional Air Quality Element.

Because the air quality problem is larger than any one jurisdiction, this Air Quality Element includes goals, policies and programs which have been accepted by the 15 cities in the San Bernardino County portion of the South Coast Air Basin. These consensus goals, policies and programs provide a common foundation for coordinated action. [Those programs marked with an asterisk (*) are programs which further more than one air quality, policy.]

1. Government Organization, Roles and Responsibilities

- a. **Goal**
Effective coordination of air quality improvement within the portion of the South Coast Air Basin in the City of Yucaipa and improved air quality through reduction in pollutants from Orange and Los Angeles counties

b. **Policies**

i. **Establish Coordinated Approach**

Because air quality can best be addressed in a cooperative manner by all affected jurisdictions, the City shall coordinate with other jurisdictions in San Bernardino County to establish parallel air quality plans and implementation programs as follows.

Programs

- (a) Adopt local air quality elements based on the San Bernardino County/Cities Regional Air Quality Plan.
- (b) Establish an on-going air quality implementation and project referral process within the Yucaipa portion of the South Coast Air Basin, adapting it as necessary to local circumstances, resources and procedures.

ii. **Integrate with Related Programs**

Because other mandated programs have similar and conflicting requirements, the City shall coordinate a process to integrate the implementation, monitoring and reporting of related functional programs as follows.

Programs

- (a) Establish a coordination process for relating parallel actions undertaken as part of other regional or countywide plans.
- (b) Participate with the San Bernardino Association of Governments (SANBAG) in defining and implementing a Congestion Management Program for the City of Yucaipa.*
- (c) Establish and maintain an implementation/monitoring system devised as part of the preparation of the Air Quality Plan. Integrate with monitoring and reporting systems required for purposes which overlap with the Air Quality Plan.

iii. **Affect Source Jurisdictions**

Because air quality is a regional problem requiring regional solutions, the City shall actively cooperate with Los Angeles, Orange, San Bernardino and Riverside Counties to comprehensively improve air quality at the emission source as follows.

Program

- (a) Jointly establish a communication network with key elected officials and staff involved in air quality planning in Los Angeles, Orange, San Bernardino and Riverside Counties as the basis for identifying and implementing parallel measures of mutual benefit.

- iv. Encourage Community Participation
Because alleviation of the air quality problem requires action on the part of all City residents, the City shall involve environmental groups, the business community, special interests and the general public in the formulation and implementation of programs which will effectively reduce airborne pollutants as follows.

Program

- (a) Design and conduct efforts to involve the public and effected/interested parties in the adoption of local air quality elements and the implementation of air quality improvement programs through the following means.
- (1) Conduct public forums.
 - (2) Establish communication and education programs.
 - (3) Make written briefs available locally.
 - (4) Conduct Planning Commission/City Council public workshops.
 - (5) Utilize a variety of media forms to maximize citizen involvement.

- v. Support Innovative Approaches
Because utilization of all available means of improving air quality will be necessary to meet attainment requirements, the City shall advocate and support innovative strategies to improve air quality such as the following.

Program

- (a) Support new approaches to improving air quality through the following steps.
- (1) Support legislation.
 - (2) Cooperate with regional bodies
 - (3) Establish pilot programs
 - (4) Fund and/or participate in private/public partnerships.

Potential actions could include the following:

- (5) Support legislation which would authorize the imposition of consumer product emission fees, either at retail outlets or manufacturing points.
- (6) Institute time of day, seasonal and place control measures.
- (7) Implement an auto buy-back program for older makes and/or high emission vehicles.
- (8) Create an emissions reduction trust to administer emission offsets.
- (9) Investigate the feasibility of highway electrification and automation.
- (10) Support state-enabling legislation to reassess the distribution of property and sales tax revenues.

2. Ground Transportation

a. Goal

A diverse and efficiently-operated ground transportation system which generates the minimum feasible amount of pollutants

b. Auto Use Policies

1. Eliminate Vehicle Trips

Because the elimination of vehicle trips (VT) is one of the most effective ways of reducing airborne emissions, the City shall use incentives, regulations and/or Transportation Demand Management (TDM) in cooperation with other jurisdictions in the South Coast Air Basin to eliminate vehicle trips which would otherwise be made.

Programs

- (a) Establish and implement a Transportation Demand Management Program through actions such as the following.
 - (1) ~~Require Encourage~~ Transportation Management Association (TMA) establishment for large employers and commercial/industrial complexes. ~~Apply to new businesses at the project approval or permit stage.*~~
 - (2) Implement employee rideshare and transit incentives in public agencies.
 - (3) ~~Require Encourage~~ employee rideshare and transit incentives for employers with more than 25 employees at a single location. ~~Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.~~
 - (4) Participate in cooperative efforts to establish legislation affording incentives for the purchase of Vanpools.
 - (5) Participate in the design and establishment of incentives which would eliminate vehicle trips.
 - (6) Implement teleconferencing and telecommuting programs in public agencies
 - (7) ~~Require Encourage~~ teleconferencing and telecommuting for private employers with more than 25 employees at a single location. ~~Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.~~
 - (8) Participate with SANBAG to develop a private/public telecommunication center in San Bernardino County.
- (b) Define and implement auto limitation procedures in selected areas and at selected times, provided that alternative transportation modes are available by establishing incentives, regulations and/or procedures to limit direct auto access to special event centers and in auto-free zones during peak periods.*

- (c) Define and implement auto limitation procedures in selected areas and at selected times, provided that alternative transportation modes are available, through such actions as the following.*
 - (1) Establish regulations and/or procedures to limit direct auto access to special event centers and in auto-free zones during peak periods.

a. **Congestion Management Policies**

i. **Modify Work Schedules**

Because increased traffic congestion results in increased emissions, the City shall promote and establish modified work schedules which reduce peak period auto travel.

Program

- (a) Establish incentives and/or regulations to spread work trips over a longer period to reduce peak period congestion.*
 - (1) Implement staggered, flexible and compressed work schedules in public agencies.
 - (2) ~~Require~~ Encourage work schedule flexibility programs for employers with more than 25 employees at a single location. ~~Apply to existing businesses at license renewal time and to new businesses at the project approval or permit stage.~~

ii. **Establish High Occupancy Vehicle (HOV) Lanes**

Because HOV lanes help to reduce traffic congestion, the City shall participate in efforts to achieve increased designation, construction and operation of HOV lanes on freeways in Los Angeles, Orange, Riverside and San Bernardino Counties.

Program

- (a) Jointly, through the County, SANBAG and SCAG, participate with adjacent counties in expanding HOV lanes on the freeway system within those counties by initiating an HOV task force to work with CALTRANS in implementing HOV lanes within the urbanized and urbanizing portions of San Bernardino, Orange, LA and Riverside Counties.

iii. **Integrate Congestion Management Program**

Because many of the provisions of the Congestion Management Program are the same or complementary to air quality programs, the City shall coordinate overlapping components of the State-mandated Congestion Management Program and the Air Quality Element.

Program

- (a) Participate with SANBAG in defining and implementing a Congestion Management Program for the County of San Bernardino to insure appropriate coordination with air quality planning.
- iv. **Establish Congestion Fees**
Because congestion fees can discourage vehicle trips, thereby reducing vehicle emissions, the City may promote market-based incentives and disincentives to relieve peak hour/peak direction congestion within highly congested travel corridors.

Program

- (a) Cooperatively initiate a pilot program to explore, jointly with Los Angeles, Orange, San Bernardino and Riverside Counties, methods and workability of congestion fees for peak hour/peak direction use to be levied within highly congested travel corridors, particularly those which exceed Service Level "E" volumes and which generate emissions transported to the City of Yucaipa from elsewhere.
- d. **Expanded Transit System and Services Policies**
- i. **Expand Transit in the County**
Because alternative forms of transit are now required to encourage or allow the reduction of low occupant vehicle use, the City shall cooperate in efforts to expand bus, rail and other forms of transit in the portion of the South Coast Air Basin within the City and surrounding area.

Programs

- (a) Participate with public transit providers serving the City of Yucaipa in a cooperative program to increase transit services with existing equipment and expand services through transit facility improvements.
 - (b) Coordinate with public transit providers to increase funding for transit improvements to supplement other means of travel.*
 - (c) Plan for intra-regional commuter and main line rail service development, including convenience facilities at rail stops through the intensification of planned land uses in the vicinity of transit stops and the consolidation of parking facilities to support transit as well as adjacent uses.
 - (d) Develop design standards that promote access to transit facilities.
- ii. **Expand Transit in the Air Basin**
Because the reduction of interregional trips will reduce vehicle trips and thereby reduce mobile emissions, the City shall promote the expansion of all forms of transit in the urbanized portions of San Bernardino, Orange, Los Angeles and Riverside Counties.

Programs

- (a) Influence the expansion of intra-regional commuter and main line rail services, particularly those linking with destinations in Yucaipa and the surrounding area.
- (b) Support public transit providers in efforts to increase funding for transit improvements to supplement other means of travel.*
- (c) Jointly support efforts to establish a region-wide bus pass.

e. **Non-Motorized Means of Transportation Policies**

- i. **Promote Non-motorized Transportation**
Because reduced emissions are promoted by the use of bicycles and pedestrian facilities as alternative forms of transportation, the City shall provide bicycle and pedestrian pathways to encourage non-motorized trips.

Program

- (a) Develop standards and guidelines for support facilities to incorporate into development plans for increased bicycle and pedestrian routes to link appropriate activity centers to nearby residential development.

f. **Parking Management Policies**

- i. **Manage Parking Supply**
Because the reduction of parking discourages low occupancy vehicle use, the City shall manage parking supply to discourage auto use, while ensuring that economic development goals will not be sacrificed.

Program

- (a) Establish short and long-term parking management strategies at governmental and private facilities in ways that discourage single occupancy vehicle usage and reward high vehicle occupancy rates without placing the county at a competitive disadvantage through such means as the reduction or redirection of parking supply and the creation of parking "banks" of landscaping and other less intensive land uses which could be used for parking in the future or could be developed with a more intensive land use provided the tenant/owner effectively reduces the demand for parking (through Transportation Demand Management, Regulation XV programs, increased parking cost, etc.).*
- ii. **Encourage Market Incentives and Disincentives**
Because charging the market value for parking discourages vehicle usage, the City shall promote a regional approach to increasing parking costs in order to discourage low vehicle occupancy.

Program

- (a) Establish parking management strategies for governmental and private facilities in ways that discourage single occupancy vehicle usage and reward high vehicle occupancy rates without placing the City at an economic disadvantage in enticing jobs by such means as the recapturing of parking costs through fees, single occupant surcharges, reduced employee subsidized parking and increased parking enforcement.*

g. **Cleaner Fuels Policies**

i. Support Legislation

Because auto emissions from fossil fuels cause a significant proportion of the area's air quality degradation, the City shall promote state and federal legislation which would improve vehicle/transportation technology and which would establish differential pricing mechanisms to assess the true cost of emissions.

Programs

- (a) Support legislation to stimulate the development of practical clean fuel vehicles.
- (b) Support state legislation which would establish emission fees on gasoline products and differential registration fees on motor vehicles according to the emission levels that they are designed to produce, including the exploration of an option that imposes pollution fees on individual vehicles at the time of mandated smog inspections, based on actual vehicle performance.
- (c) Support legislation which tightens the existing vehicle inspection program, both in terms of standards to be met and requirements for compliance.

ii. Institute Clean Fuel Systems

Because government vehicles contribute to vehicle trips and vehicle miles traveled, the City shall invest in clean fuel systems on new local government fleet vehicles.

Program

- (a) Institute clean fuel systems on new local government fleet vehicles: whenever possible.

3. **Air Transportation**

a. **Goal**

The minimum feasible amount of emissions from air carrier airports

b. **Policies**

- i. **Promote Improved Technology**
Because aircraft fuels result in a significant amount of air emissions, the City shall promote the requirement of the best available technology to reduce emissions in aircraft fleets.

Programs

- (a) Adopt/urge the establishment of the best available technology and operational measures for aircraft and ground service vehicles.
- (b) Support the phasing out of Stage II aircraft and the earliest possible transition to Stage II aircraft for operation within the Air Basin.

- ii. **Promote Centralized Ground Power**
Because airports cause a significant portion of the Basin's air quality degradation, the City shall promote the installation of centralized ground power systems at existing air carrier airports.

Program

- (a) Adopt/urge the establishment of requirements for centralized ground power systems to be installed and used as soon as practicable at existing air carrier airports.

- iii. **Promote Improved Ground Access**
Because traffic congestion can be significant in proximity to airports, the City shall promote the conditioning of air carrier airports upon the inclusion of plans for improved ground access.

Program

- (a) Adopt/urge the establishment of an ordinance requiring air carrier airport operators to obtain permits based on approved plans for trip reduction, facility design and access improvements.

4. **Land Use**

a. **Goal**

A pattern of land uses which can be efficiently served by a diversified transportation system and land development projects which directly and indirectly generate the minimum feasible amount of air pollutants

b. **Policies**

- i. **Manage Growth**
Because congestion resulting from increased growth is expected to result in a significant increase in the air quality degradation of the air basin, the City may manage growth by insuring the timely provision of infrastructure to serve new development.

Program

- (a) Incorporate phasing policies and requirements in general plans and development plans to achieve the timely provision of infrastructure (particularly transportation facilities) to serve development through tying growth to Level of Service (LOS) standards and using Urban Limit Lines or phasing areas to manage growth.

ii. Balance Growth

Because a more even distribution between jobs and housing will result in fewer vehicle trips and vehicle miles traveled, the City shall manage growth in order to create a more efficient urban form.

Programs

- (a) Manage growth through new development and redevelopment project reviews and actions such as the following.
 - (1) Project review procedures which ensure that individual projects have a positive or neutral impact on VT/VMT
 - (2) Revision of the General Plan land use designations
 - (3) Revision of the Development Code
 - (4) Imposition of exactions or linkage fees on projects which negatively impact VT/VMT
 - (5) Project review procedures which ensure that site design allows for alternative modes of transportation (bus stops, bus turnouts, bikeways, pedestrian routes, etc.)
 - (6) Phasing of growth to ensure that job expansion and housing production occur at a targeted pace
 - (7) Indexing of residential development in housing-rich areas to commercial/industrial construction or availability
 - (8) Encouragement of mixed use development
 - (9) Provision of density/intensity bonuses to projects which improve the housing/jobs balance
 - (10) Encouragement of Planned Unit Development
 - (11) Incentives for employer-provided housing
 - (12) Provision of subsidies to attract new businesses
 - (13) Utilization of tax-exempt bond financing to encourage job-creating businesses
 - (14) Provision of infrastructure improvements and/or land for industrial and commercial development
- (b) Improve growth management at a sub-regional level in relation to major activity centers as new development occurs by allowing/encouraging intensified development around transit nodes and along transit corridors and using urban limit lines or phasing areas to manage growth.
- (c) Continue and consider expanded support for demonstration projects such as Baldy View Public/Private Coalition (Clout) to incorporate incentive-oriented tax credits, loan programs, small business

development programs and complementary land use policies, all aimed at the improvement of the jobs/housing balance in Yucaipa and the surrounding counties.

- (d) Develop and adopt an agreement among the participating jurisdictions as to mutually acceptable approaches to improve and maintain the jobs/housing balance.

iii. **Protect Sensitive Receptors**

Because some land uses support populations that are especially sensitive to air contaminants (such as schools and hospitals), the City shall support a regional approach to regulating the location and design of land uses which are especially sensitive to air pollution.

Program

- (a) Participate with SCAQMD in jointly formulating appropriate standards for regulating the location and protection of sensitive receptors (schools, day care facilities, hospitals and the like) from excessive and hazardous emissions.

iv. **Integrate Planning Process**

Because the interrelationship of land use and transportation has a significant effect on air quality, the City shall integrate air quality planning with the land use and transportation process.

Program

- (a) Locate and design new development in a manner that will minimize direct and indirect emission of air contaminants through such means as the following.
 - (1) Promote mixed use development to reduce the length and frequency of vehicle trips.
 - (2) Provide for increased intensity of development along existing and proposed transit corridors.
 - (3) Provide for the location of ancillary employee services (including, but not limited to, child care, restaurants, banking facilities and convenience markets) at major employment centers for the purpose of reducing mid-day vehicle trips.

5. Particulate Emissions

a. **Goal**

The minimum practicable amount of particulate emissions from the construction and operation of roads and buildings

b. **Policies**

- i. Control Dust

Because particulate emissions exceed federal and state standards in the air basin, the City shall reduce particulate emissions from roads, parking lots, construction sites and agricultural lands.

Programs

- (a) Adopt incentives, regulations and/or procedures to manage paved roads so they produce the minimum practicable level of particulates.
 - (b) Adopt incentives, regulations and/or procedures to minimize particulate emissions during road, parking lot and building construction.
 - (c) Adopt incentives, regulations and/or procedures to control particulate emissions from unpaved roads, drives, vehicle maneuvering areas and parking lots.
 - (d) Adopt incentives, regulations and/or procedures to limit dust from agricultural lands and operations (where applicable).
- ii. Reduce Emissions from Building Materials and Methods Because particulate emissions are affected by the type of materials and methods utilized, the City shall reduce emissions from building materials and methods which generate excessive pollutants.

Program

- (a) Adopt incentives, regulations and/or programs to prohibit the use of building materials and methods which generate excessive pollutants.

6. Energy Conservation

a. **Goal**

Reduced emissions through reduced energy consumption

b. **Policies**

i. **Conserve Energy**

Because energy sources produce significant amounts of air pollution, the City shall reduce energy consumption through conservation improvements and requirements.

Programs

- (a) Implement plans and programs to phase in energy conservation improvement through the annual budget process.
 - (b) Adopt incentives and/or regulations to enact energy conservation requirements for private development.
- ii. **Limit Water Heater Emissions**

Because heaters emit air pollutants, the City shall reduce water heating emissions resulting from swimming pool heaters and residential and commercial water heaters.

Programs

- (a) Adopt incentives and/or regulations to reduce emissions from swimming pool heaters.
- (b) Adopt incentives and/or regulations to reduce emissions from residential and commercial water heating.

iii. Recycle Wastes

Because recycling can reduce the pollutants emitted from the generation of new materials, the City shall promote the local recycling of wastes and the use of recycled materials.

Program

- (a) Implement the provisions of AB 939, and adopt incentives, regulations and/or procedures to specify local recycling requirements.