

Draft

11



# Noise and Safety

## Chapter 11 Noise and Safety Element

The main goal of this chapter is to combine the Goals and Policies of the Noise and Safety Elements of the 2003 General Plan into one Noise and Safety Element supported by detailed recent data in the Environmental analysis that appears in Appendix Five: Environmental Impact Report.

The Noise and Safety Element maps, goals, and policies support the Guiding Principles of the General Plan. Specifically, the Noise and Safety Element ensures that development accounts for physical constraints and the natural hazards of the land. The Noise and Safety Element supports this principle through numerous policies that locate development away from hazardous areas and ensures safety and security for the City of Fontana. Goals and polices of the Noise and Safety Element protect residents and areas from wildland and urban fire, and other natural and manmade disasters. Additionally, the Noise and Safety Element provides policy direction that supports laws and regulations related to safety hazards as well as policies that support the guiding principles established for this General Plan.

The Public Safety component of this plan identifies potential hazards and an approach to reducing risks from hazards. In order to be eligible for federal assistance in case of an emergency, the City of Fontana maintains a Local Hazard Mitigation Plan (LHMP) consistent with the requirements of the Federal Emergency Management Agency (FEMA). The General Plan Noise component identifies potential noise problems and exposure in the community and provides an integrated approach to regulating noise. The City currently regulates noise levels and exposure, consistent, consistent with this Plan, in the Zoning and Development Code.

The Noise and Safety Element addresses the City of Fontana’s natural hazards and human activities that may pose a threat to public safety within the following topic areas:

- Wildfires
- Geological and Seismic Hazards
- Flooding
- Hazardous Materials
- Noise

The Noise and Safety Element provides policy direction that supports laws and regulations related to safety hazards as well as policies that support the guiding principles established for this General Plan.

### Relationship to Other General Plan Elements

Several Safety Element policies are interrelated with mandated topics in the Land Use, Public and Community Services, Circulation and Mobility, and Open Space Elements. For example, Land Use Maps seek to minimize future development in hazardous areas. Policies to minimize the risks of wildland fires, found in the fire hazards section of the Noise and Safety Element, are also found in the Land Use and Conservation and Open Space Elements. References to related polices are provided where appropriate within the Safety Element. It is important to remember, however, that policies in the Safety Element are tailored to address safety-related issues.

Due to the prevalence of unpredictable and unavoidable hazards in and near the City of Fontana, the City must plan to address the safety of residents in times of disaster. This may involve ensuring that all parts of the city are accessible for both evacuation and emergency access, including areas of new development.

The purpose of emergency preparedness is to protect the health, safety and welfare of the general public during and after natural, man-made, or attack-related emergencies. To handle such events effectively requires the coordination of a number of public and private agencies as well as public safety agencies such as the Police, Fire, Emergency Management Services, Municipal Utilities, Public Works and the Engineering Department. The City of Fontana recognizes the importance of emergency preparedness through the design and implementation of the Police and Fire Strategic Operation Plans (SOP) and Hazard Mitigation Plan (HMP). These plans are based on the functions and principles of the Standard Emergency Management System (SEMS), which follows the Incident Command System (ICS) identifying how the City fits into the overall SEMS structure.

The California Emergency Services Act requires the City to manage and coordinate the overall emergency and recovery activities within its jurisdictional boundaries. Under SEMS, the City is responsible at two levels, the field response and local government levels. At the field response level, the City and all other agencies uses the Incident Command System (ICS) to aid in a standardized emergency response. At the local government level, a designated Emergency Operations Center (EOC) is used as the central location for gathering and disseminating information and coordinating all jurisdictional emergency operations within the area. During disasters, the City of Fontana is required to coordinate emergency operations with the San Bernardino County Operational Area and, in some instances, other local governments. Local agencies are a part of a broader Emergency Management System overseen by the State of California's Southern Region Emergency Operations Center.

The State of California Multi-Hazard Mitigation Plan, also known as the State Hazard Mitigation Plan (SHMP), was approved by FEMA in 2013. The SHMP outlines present and planned activities to address natural hazards. The adoption of the SHMP qualifies the State of California for federal funds in the event of a disaster. Locally, the City of Fontana adopted a Local Hazard Mitigation Plan (LHMP) in 2018. The purpose of the HMP is to demonstrate the plan for reducing and/or eliminating risk in the city. The LHMP assesses risks associated with flooding, earthquake, wildfire, hazardous material, and drought hazards, and identifies mitigation goals, objects, and projects to reduce risk.

#### Goal 1-

Enhanced public safety and the protection of public and private property.

##### Actions:

- A. Minimize the population exposed to hazards by assigning land use designations and density allowances that reflect site specific constraints and hazards.
- B. Advise, and where appropriate require, new development to locate future public facilities, including new essential and sensitive facilities, with respect to the Local, Regional and State hazardous areas.

- C. Support efforts and programs that reduce the risk of natural and manmade hazards and that reduce the time for responding to these hazards.
- D. Review and update the City of Fontana’s Local Hazard Mitigation Plan (LHMP) every five years.
- E. Participate in the development of programs and procedures that emphasize coordination between appropriate public agencies and private entities to remove debris and promote the rapid reconstruction of the City following a disaster event and facilitate the upgrading of the built environment as expeditiously as possible.

## Goal 2-

Provide effective emergency response to natural or human-induced disasters that minimizes the loss of life and damage to property, while also reducing disruptions in the delivery of vital public and private services during and following a disaster.

### Actions:

- A. Conduct annual training sessions using adopted emergency management systems. Coordinate with other jurisdictions to execute a variety of exercises to test operational and emergency plans.
- B. Maintain participation in local, regional, State, and national mutual aid systems to ensure that appropriate resources are available for response and recovery during and following a disaster.
- C. Ensure that all relevant and pertinent City of Fontana personnel are familiar with the National Incident Management System, the National Response Plan, the State of California Master Mutual Aid Agreement, and any other relevant response plans consistent with their position in the County’s Emergency Management Plan.
- D. Sponsor and support education programs pertaining to emergency/disaster preparedness and response protocols and procedures. Distribute information about emergency preparedness to community groups, schools, religious institutions, and business associations.
- E. Implement flood warning systems and evacuation plans for areas that are already developed within 100-year flood zones.
- F. Develop, implement, and maintain an effective evacuation program for areas of risk in the event of a natural disaster.

## Fire Hazards

The California Department of Forestry and Fire Protection (CAL FIRE) has mapped fire threat potential throughout California. CAL FIRE ranks fire threat according to the availability of fuel and the likelihood of an area burning (based on topography, fire history, and climate). The rankings include little or no fire threat, moderate, high, very high, and extreme fire threat. Within the City of Fontana, fire hazards have been ranked within the range of little to no threat.

### Future Development in High Fire Hazard Severity Zones

The future impacts of wildfire on the City based on anticipated future development are significant. This is because of the fact that, of the existing land that is yet to be developed within the City, a large portion of it is in the High and Very High Fire Hazard Severity Zones (FHSZ.) This will result in many new residential homes and some commercial buildings being exposed to these same wildfire hazards and conditions that have already been discussed.

The type of development that the City anticipates will occur within the FHSZ is predominately residential, both single family dwellings (tract houses) and multi-family dwellings. This creates a greater potential impact because these structures are the least fire resistive in their construction and the population groups that inhabit them are the least prepared to evacuate in a large scale wildfire event. Currently there are two very large master-planned residential developments that lie partially or mostly within the FHSZ, which together are proposing the construction of more than 2,500 residential dwelling units. These and other projects that are slated to be developed in these areas are medium or higher densities, where property setbacks are minimal and construction is extremely lightweight, further increasing the vulnerability from wildfire.

### Water Supply

The County of San Bernardino Fire Department requires a minimum flow of water for fire protection in accordance with the adopted amended California Fire Code and the ISO standards. Fontana adheres to fire infrastructure and flow requirements in accordance with the California Fire Code (2013), National Fire Protection Association standards, and local standards.

### Fire Access Standards

Clear emergency vehicle access to buildings is important. Such access is regulated by the adopted and amended California Fire Code and Fontana Land Development Engineering standards. Under the current Fire Code, all portions of a building shall be within 150 feet of a serviceable fire access road. The City of Fontana has adopted the California Fire Code (CFC) with amendments to address local fire hazard concerns. Specific requirements for fire access include:

- Roadway Design. Access roads and public and private streets shall not exceed a 12 percent grade, shall be capable of supporting 75,000 pounds, and shall be built with all-weather driving capabilities.
- Subdivision Access. Subdivisions must have two points of vehicular ingress and egress from streets, one of which may be used for emergency purposes only.
- Road Widths. Roads shall be at least 26 feet wide citywide and allow for two-way traffic; emergency vehicle access only is required to have a 20-foot minimum width.
- Bridge Design. Per the California Fire Code, access bridges meet nationally recognized design standards, including a capability of supporting 75,000 pounds.
- Project Perimeter. Projects must provide adequate vehicular access for firefighting vehicles to the perimeter of a project that is adjacent to a fuel modified area or fire hazard area.

### Vegetation Management

A fire protection plan (FPP), approved by the fire code official, is required for all new development within the high fire severity area. FPPs are required to include mitigation measures consistent with the unique problems resulting from the location, topography, geology, flammable vegetation, and climate of the proposed site. FPPs must address water supply, access, building ignition and fire resistance, fire protection systems and equipment, defensible space, and vegetation management, and must be consistent with the requirements of California Building Code Chapter 7A, the International Wildland-Urban Interface Code, and the Fontana Municipal Code.

### Building and Signage Standards and Regulations

Fontana has adopted the latest edition of the California Fire Code, with all appendices, and amended it to address local concerns. The Fire Marshal reviews plans for structures and buildings citywide, including fire-prone areas. Checklists are used to address fire code requirements, including but not limited to: street and building signage, water supply, water infrastructure, sprinkler requirements, building requirements (sprinklers, smoke detectors, roofing, etc.), access roads, and vegetation management, among others. The City enforces uniform building address and street sign letters as found in the California Fire Code, which establishes requirements for the design and display of approved address numbers, building numbers, or approved building identification on new and existing buildings to ensure legibility and visibility from the street or road fronting the property.

**Goal 3- The City of Fontana is a community that implements proactive fire hazard abatement strategies, and as a result, is minimally impacted by wildland and urban fires.**

**Actions:**

- A. Maintain and continuously update the City's fire hazard overlay map for changes in fire hazard severity overlay district consistent with changes in hazard designations by CAL Fire.
- B. Require residential, commercial, and industrial structures to adhere to applicable fire codes for buildings and structures, fire access, and other standards in accordance with Fire Hazard Overlay District, California Fire Code, and City of Fontana Municipal Code, encourage of retrofit of non-conforming land uses.
- C. Continue to provide weed abatement services city-wide in order to curb potential fire hazards.
- D. Require adherence to fuel modification and defensible space requirements to reduce wildfire hazards; work with CAL FIRE to coordinate fuel breaks in very high fire severity zones.
- E. Ensure compliance with the Subdivision Map Act requirements for structural fire protection and suppression services, subdivision requirements for on/off-site improvements, ingress and egress, street standards, and other concerns.
- F. Continue to work with public and private water distribution and supply facilities to ensure adequate water capacity and system redundancy to supply emergency firefighting needs.
- G. Educate the community about fire prevention and suppression; work with other agencies and private interests to educate private landowners on fire-safe measures to achieve low risk conditions.
- H. Work with CAL FIRE, USFS, USGS, and applicable nongovernmental agencies to create a plan to address post-fire recovery activities and projects that allow burned areas to fully recover and minimize repetitive losses and further damage.

### **Geological and Seismic Safety**

Earthquakes are a significant concern to the City of Fontana. The area around City of Fontana is seismically active since it is situated on the boundary between two tectonic plates. Earthquakes can cause serious structural damage to buildings, overlying aqueducts, transportation facilities, utilities, and can lead to loss of life. In addition, earthquakes can cause collateral emergencies including dam and levee failures, fires, and landslides. Seismic shaking is by far the single greatest cause of damage from an earthquake in City of Fontana followed by liquefaction.

The City of Fontana contains both active and potentially active faults. According to the USGS in 2008, “there is a 99% probability in the next 30 years there will be an earthquake 6.7 or larger in California.” Southern California is a seismically active region and commonly experiences ground shaking from earthquakes along active faults. The State Mining and Geology Board define an active fault as one which has “had surface displacement within Holocene time (about the last 11,000 years)”. The three faults that dominate the seismic hazard for the City of Fontana are the San Andreas, San Jacinto and Cucamonga faults.

Protecting Fontana from the threat of geological hazards is achieved through the identification of hazards, mitigation of structures at risk, enforcement of building codes and development standards, and public education and emergency preparedness.

#### Goal 4-

The City shall monitor development or redevelopment in areas where faults have been mapped through the city.

##### Actions:

- A. Maintain and continuously update the City’s geologic and seismic hazards map in concert with updates from the California Geological Survey and local surveys.
- B. Enforce development requirements, such as seismic study analyses, project siting, and project design features for proposed development near active faults pursuant to the Alquist-Priolo Act.

#### Goal 5-

The City shall continue to ensure that current geologic knowledge and peer (third party) review are incorporated into the design, planning, and construction stages of a project and that site-specific data are applied to each project.

##### Actions:

- A. Require adherence to the latest California Building Code regulations; update codes and ordinances periodically for latest advances.
- B. The Building Official shall require development proposals to include a geotechnical hazard analysis as applicable.

#### Goal 6-

The City shall continue to ensure to the fullest extent possible that, in the event of a major disaster, essential structures and facilities remain safe and functional as required by current law. Essential facilities include hospitals, police stations, fire stations, emergency operation centers, communication centers, generators and substations, and reservoirs.

##### Actions:

- A. The City shall continue to work cooperatively with the utility agencies to strengthen and provide back-up to essential services, such as water, sewer, electricity, and natural gas pipelines and connections throughout the city.
- B. Locate, design, maintain, and upgrade critical facilities to minimize susceptibility to seismic and geological hazards.
- C. The City shall continue to participate in regional programs designed to protect groundwater resources and to protect the area from the hazard of regional ground subsidence through careful management of the regional groundwater basin that underlies the area.

## Flood Hazards

Floods are natural and recurrent events that generally do not pose a hazard in an undeveloped area; it is only when floods interact with the built environment, typically, structures built in the floodplain where they obstruct floodwaters, that they become hazardous to property, structures, and people. Streamflow in the Fontana area is negligible, other than during and immediately after rains, because climate and basin characteristics are not conducive to continuous flow. The City of Fontana has participated in the National Flood Insurance Program (NFIP) since June 1987 and it has invested in the construction and retrofitting of flood-control structures. The City has established regulations to limit development and/or require mitigation within flood zones as established by FEMA.

## Protecting Our Community

Fontana protects the community from flooding hazards through the identification of hazards, enforcement of building codes and development standards, and implementation of a master plan of drainage and capital improvements.

### Goal 7-

The City Shall discourage new development in flood-hazard areas and implement mitigation measures to reduce the hazard to existing developments located within the 100 and 500 year flood zones.

#### Actions:

- A. Continue to implement guidelines and regulations to mitigate flood hazards and meet FEMA standards and requirements.
- B. Prioritize and fund maintenance and construction of improvements to drainage and facilities and roadways identified in the City's Drainage Master Plan.
- C. Maintain and continuously update the City's floodplain safety hazards map in concert with FEMA map amendments and improvements to local drainage facilities.
- D. Projects must comply with requirements of the National Flood Insurance Protection Floodplain Management program.
- E. Require new developments that add substantial amounts of impervious surfaces to integrate low impact development best management practices to reduce storm water runoff.
- F. Collaborate with the San Bernardino County Flood Control District to maintain and improve the City's flood control channels and detention basins.

## Chemical and Household Hazards and Hazardous Waste

There are no Superfund sites in Fontana. Two listed sites in adjacent municipalities, one in Rialto (BF Goodrich) and one in Jurupa Hills (Stringfellow) were undergoing cleanup as of 2015. Listings of Fontana sites with a history of hazardous waste spills or other incidents and the cleanup outcome are available and mapped in Appendix Five: EIR. Additionally, the City's solid waste contractor maintains a Household Hazardous Waste Facility where residents can drop off items.

## Noise

Noise is defined as unwanted sound. From the rumbling of trucks on the roadways to the sound of leaf blowers on a quiet morning, noise and vibration can interrupt our conversations, thoughts, and leisure. Many excessive sources of noise (e.g., freeways) are also often accompanied by vibration. Noise and vibration sensitivity varies throughout the day or evening, at different locations, and among receptors. Despite these variations, most people agree that noise and vibration adversely affect health and well-being.

**Noise standards.** The City Zoning and Development Code includes specific noise standards. As of March 2017 they can be found in Article II, Sections 18 and 30.

**Traffic noise.** The greatest source of noise in Fontana is from vehicles—cars, trucks, and buses—on city streets, especially arterials. Data from the National Transportation Noise Map, which includes road and aviation noise and was issued March 28, 2017, shows the highest noise on the I-10 and I-15 freeways and portions of SR-210. The City’s major streets, such as Sierra Avenue, Foothill Boulevard and other arterials have higher noise levels than residential blocks. South Fontana is subject to more noise than other parts of the city, but the highest levels are less than 60 dBA, below the City’s 65dBA threshold for external noise impacts on residential areas.

**Airport noise impacts.** The LA/Ontario International Airport Land Use Compatibility Plan adopted in 2011 found for Fontana: “There were no areas identified as having a residential land use designation within the noise impact zones. Therefore, there is no potential for displacement of future residential development... the land uses that fall within the noise impact zone are industrial land uses.” The 65 dB line extended to the intersection of Santa Ana Avenue and Live Oak Avenue, located with the Southwest Industrial Park. The FAA considers noise levels below 65 dB CNEL (Community Noise Equivalent Level) to be acceptable for all land uses.

**The Noise Impact Map of the Ontario Airport,** which was in effect at the time of the 2003 General Plan, has been updated. The updated map (September 2015) modified the noise contours considerably. The map of projected 2020 conditions shows the 65-decibel contour extending to the intersection of E. Santa Ana Street and S. Wineville Road, located in Ontario near the western edge of Fontana.

#### Goal 8:

The City of Fontana protects sensitive land uses from excessive noise by diligent planning through 2035.

##### Policies:

- New sensitive land uses shall be prohibited in incompatible areas.
- Noise-tolerant land uses shall be guided into areas irrevocably committed to land uses that are noise-producing, such as transportation corridors.
- Where sensitive uses are to be placed along transportation routes, mitigation shall be provided to ensure compliance with state-mandated noise levels.
- Noise spillover or encroachment from commercial, industrial and educational land uses shall be minimized into adjoining residential neighborhoods or noise-sensitive uses.

##### Actions:

- A. The following uses shall be considered noise-sensitive and discouraged in areas in excess of 65 dBA CNEL (Community Noise Equivalent Level): Residential Uses; Hospitals; Rest Homes; Long Term Care Facilities; and Mental Care Facilities.
- B. The following uses shall be considered noise-sensitive and discouraged in areas in excess of 65 Leq(12) (Equivalent Continuous Sound Level): Schools; Libraries; Places of Worship; and Passive Recreation Uses.

C. The State of California Office of Planning and Research General Plan Guidelines shall be followed with respect to acoustical study requirements.

#### Goal 9:

The City of Fontana provides a diverse and efficiently operated ground transportation system that generates the minimum feasible noise on its residents through 2035.

##### Policies

- All noise sections of the State Motor Vehicle Code shall be enforced.
- Roads shall be maintained such that the paving is in good condition and free of cracks, bumps, and potholes.
- Noise mitigation measures shall be included in the design of new roadway projects in the city.

##### Actions

- A. On-road trucking activities shall continue to be regulated in the City to ensure noise impacts are minimized, including, including the implementation of truck-routes based on traffic studies.
- B. Development that generates increased traffic and subsequent increases in the ambient noise level adjacent to noise-sensitive land uses shall provide appropriate mitigation measures.
- C. Noise mitigation practices shall be employed when designing all future streets and highways, and when improvements occur along existing highway segments.
- D. Explore the use of “quiet pavement” materials for street improvements.

#### Goal 10:

Fontana’s residents are protected from the negative effects of “spillover” noise.

##### Policy

- Residential land uses and areas identified as noise-sensitive shall be protected from excessive noise from non-transportation sources including industrial, commercial, and residential activities and equipment.

##### Actions

- A. Projects located in commercial areas shall not exceed stationary- source noise standards at the property line of proximate residential or commercial uses.
- B. Industrial uses shall not exceed commercial or residential stationary source noise standards at the most proximate land uses.
- C. Non-transportation noise shall be considered in land use planning decisions.
- D. Construction shall be performed as quietly as feasible when performed in proximity to residential or other noise sensitive land uses.

#### SYNOPSIS

- The City maintains a **local hazard mitigation plan (LHMP)** consistent with the requirements of the Federal Emergency Management Agency (FEMA) in order to be eligible for FEMA assistance.
- **Maps of hazards and constraints**, including contours (slopes), fault lines,

flood zones, water wells, pipelines, power lines, and hazardous waste sites are available in the Environmental Analysis in Appendix Five: Environmental Impact Report.

- **Information on public safety departments** (police and fire) can be found in Chapter 8.