

## **4.9 LAND USE AND PLANNING**

### **4.9.1 METHODOLOGY**

This Draft Environmental Impact Report (EIR) section describes the current land uses on the Project site and in the immediate vicinity and discusses potential land use impacts that could result from implementation of the Inglewood Oil Field Specific Plan (Project). Information presented in this section is based on field reconnaissance, review of aerial photographs, and review of relevant planning documents as identified herein. Environmental impacts associated with issues that affect land use compatibility (such as noise, aesthetics, traffic) are addressed in their respective sections of this Draft EIR. Direct, indirect, and cumulative impacts are addressed for each threshold criteria below, and growth-inducing impacts are described in Sections 6.0, CEQA-Mandated Analyses, of this Draft EIR.

As required by Section 65451(b) of the *California Government Code*, “a specific plan shall include a statement of the relationship of the specific plan to the general plan”. Consistency with regional plans and the City of Culver City General Plan are discussed below. The potential environmental impacts to these resources that could result from Project implementation are analyzed at a project-level of detail. Direct, indirect, and cumulative impacts are addressed for each threshold criteria below, and growth-inducing impacts are described in Sections 6.0, CEQA-Mandated Analyses.

Throughout this Draft EIR, the City’s portion of the Inglewood Oil Field (77.8-acres) is referred to as the “Project Site” or the “City IOF.” The entire surface boundary limits of the Inglewood Oil Field, including lands within both the City and County, is referred to as “Inglewood Oil Field.” The off-site portion of the Inglewood Oil Field that is within the jurisdiction of the County of Los Angeles is referred to as the “County IOF.”

### **4.9.2 REGULATORY SETTING**

#### **State**

##### ***Land Use Planning Laws***

The requirements and authority for local municipalities (i.e., counties and cities) in California to prepare and administer General Plans, including Area Plans, are contained in Sections 65300–65404 of the *California Government Code*; the requirements for preparation and implementation of Specific Plans are contained in Sections 65450–65457 of the *California Government Code*. The requirements for the adoption and administration of zoning laws, ordinances, and other regulations by counties and cities are contained in Sections 65800–65912 of the *California Government Code*.

##### ***Senate Bill 375***

The Sustainable Communities and Climate Protection Act of 2008 (Senate Bill [SB] 375) supports the State's climate action goals to reduce greenhouse gas (GHG) emissions through coordinated transportation and land use planning with the goal of more sustainable communities. Under SB 375, the California Air Resources Board (CARB) sets regional targets for GHG emissions reductions from passenger vehicle use. For Los Angeles County, the Southern California Association of Governments (SCAG) must prepare a “sustainable communities strategy” as part of its regional transportation plan, which must contain land use, housing, and transportation strategies to allow the region to meet its GHG emission reduction targets.

## **Regional**

### ***Southern California Association of Governments***

SCAG is the Metropolitan Planning Organization (MPO) for six counties: Los Angeles, Orange, San Bernardino, Riverside, Ventura, and Imperial Counties. The region had a 2015 population exceeding 18 million persons in an area that encompasses more than 38,000 square miles. As the designated MPO, the federal government mandates that SCAG research and draw up plans for transportation, growth management, hazardous waste management, and air quality. The activities SCAG undertakes that are relevant to the Project include, but are not limited to the following:

- Developing a Sustainable Communities Strategy (SCS) to reduce GHG emissions as required by applicable state law (SB 375) as an element of the Regional Transportation Plan (RTP);
- Developing integrated land use, housing, employment, transportation programs and strategies for South Coast Air Quality Management District (SCAQMD), as discussed further in Section 5.12, Air Quality; and
- Reviewing environmental impact reports for projects having regional significance to ensure they are in line with approved regional plans.

The RTP is a long-range transportation plan that is developed and updated by SCAG every four years to guide transportation investments throughout the region. The SCS is a required element of the RTP that integrates land use and transportation strategies to achieve CARB emissions reduction targets pursuant to SB 375.

On April 4, 2012, the SCAG Regional Council adopted the 2012–2035 RTP/SCS, with Amendment No. 1 approved by SCAG’s Transportation Committee on June 6, 2013. The RTP/SCS combines the need for mobility with a “sustainable future” through a reduction in the amount of emissions produced from transportation sources. The RTP/SCS proposes transportation investments in transit; passenger and high-speed rail; active transportation; transportation demand management; transportation systems management; highways; arterials; goods movement; aviation and airport ground access; and operations and maintenance projects. The SCAG 2016–2040 RTP/SCS is in the planning process. The draft 2016–2040 RTP/SCS and accompanying Program EIR (PEIR) was released in December of 2015. Approval of the 2016–2040 RTP/SCS and PEIR are planned for spring 2016 (SCAG 2015).

## **Local**

### ***City of Culver City General Plan***

The intent of the General Plan is to communicate the City’s strategic thinking, philosophies and visions for the future to residential and business communities and to adjacent jurisdictions and agencies who affect, or are affected by, the City. The intent of the General Plan is to provide for the physical, social and economic needs of the City and its people. The Culver City General Plan is comprised of nine elements: Land Use, Circulation, Housing, Open Space, Noise, Conservation, Seismic Safety, Recreation, and Public Safety.

To achieve a balance of quality of life with the economic support necessary to sustain that quality, the following goals have been established:

- Residential neighborhoods that offer residents the qualities of a peaceful, small-town environment.
- Economic vitality that serves the community and protects the quality of life.
- An urban design, urban forest, open space network that links neighborhoods and businesses, and instills civic pride.
- A community that provides recreational, historical, and cultural opportunities.
- Clear and consistent guidance for balanced growth.
- Ample and efficient City services and infrastructure.
- Integrated local and regional transportation systems that serve residential and business needs.
- A peaceful community that minimizes noise disturbance.
- Clean air that provides a healthy environment.
- A safe community.
- A community that minimizes waste and protects its natural resources.

Each Element of the General Plan addresses the Goals or Objectives that pertain to that Element.

- **Circulation** identifies transportation systems and facilities in correlation with the Land Use Element.
- **Conservation** identifies conservation development, and utilization of natural resources.
- **Housing** identifies and prioritizes the housing needs of the City and outlines the goals, policies, and programs to address those needs while balancing community character, objectives, and resources.
- **Land Use Element** articulates the City's vision of protecting and building on the City's strengths of small-town character, peaceful tree-lined neighborhoods, and a diverse economic base, supported by a high level of city services, all while recognizing that future decisions will require constant balancing of the stated goals, objectives, and policies.
- **Noise Element** identifies noise-sensitive land uses and noise sources, and defines areas of noise impact for local decision makers to use in achieving and maintaining land uses that minimize the exposure of the community to excessive noise intrusion.
- **Open Space Element** identifies measures to protect, expand, and enhance visible and usable open space resources.
- **Public Safety Element** identifies and defines programs to protect the community from fire and geologic hazards, and recognizes and defines substantive problem areas of urban fire and geologic hazards.
- **Recreation Element** establishes a set of recreation and park planning guides which will serve as minimum goals and the basis for necessary adjustments in the future; analyzes the City of Culver City, neighborhood by neighborhood and area by area, to determine recreation space needs in light of existing and future demands; and presents a balanced, comprehensive plan of existing and future park and recreation areas.

- **Seismic Safety** analyzes seismic and terrain parameters as they relate directly to future land planning in the City of Culver City and establishes guidelines to reduce, as much as possible, given the state of technology, the harmful effects to life and property which can result from geologic, seismic, and/or tectonic occurrences.

The Project Site is currently designated on the Land Use Element, Land Use Plan Map as “Open Space” and “Industrial”. The majority of the Project Site is located within the Southeastern Sub-Area of the General Plan and in the Focused Special Study Area known as the Blair Hills/Baldwin Hills Area.

### ***City of Culver City Zoning Code***

The City of Culver City Zoning Code is contained in Culver City Municipal Code (CCMC) Title 17, Zoning (Zoning Code). The City’s official zoning map shows the Project Site zoning districts to be R1 (Residential Single Family); OS (Open Space) and IG (Industrial General). While oil and gas production is not a permitted use in these zoning districts, oil and gas production is allowed in the City IOF as a continuing nonconforming use as set forth in Section 17.610.010.D of the Zoning Code. The regulation of continued (nonconforming) oil uses is specifically addressed under CCMC Chapter 11.12, Oil, Gas and Hydrocarbons (see below).

### ***Culver City Municipal Code Oil Drilling Regulations***

Culver City’s current oil drilling regulations, set forth in Chapter 11.12 of the CCMC were last updated in 2003 and regulate nonconforming oil and gas production uses within the City limits. The sole area of the City within which such uses are allowed as nonconforming uses is the City IOF. In April 2013, Culver City released to the public the Discussion Draft Regulations Relating to Oil Drilling Operations in the Inglewood Oil Field (Discussion Draft Regulations) for public review and comment (City of Culver City 2013), with the intent to adopt a comprehensive and updated set of regulations for the City IOF to replace the current regulations.

### ***Other Planning Considerations***

In October 2008, the Los Angeles County Board of Supervisors adopted the Baldwin Hills Community Standards District (CSD) establishing regulations for oil and gas production activities in the unincorporated County portion of the Inglewood Oil Field (County IOF). A CSD is a supplemental district used by the County to address special issues that are unique to certain geographical areas within the unincorporated area of the County. At that time, the County also certified the related Environmental Impact Report (CSD EIR) analyzing the existing (as of 2007) and future environmental impacts from the anticipated operations at the Inglewood Oil Field subject to the CSD. The City IOF is not subject to the CSD regulations.

Following the approval actions of the County Board of Supervisors, the City of Culver City and other parties joined together in a lawsuit challenging the adequacy of the CSD EIR and its mitigation measures. In July 2011, a settlement of the litigation (Settlement Agreement) was reached, which provided supplementary mitigation measures for the CSD and provided for enhanced regulations to protect the public health and safety and the environment of the communities surrounding the Inglewood Oil Field. The regulations set forth in the CSD and in the Settlement Agreement are only applicable to the County IOF, and do not apply to the City IOF (Community Health Councils et. al. 2011).

It should be noted that approximately one half of the County IOF (i.e., that ±370 acres immediately south of the City IOF) lies within the City of Culver City sphere-of-influence and is designated by

the Culver City General Plan as “Open Space” and “Baldwin Hills/Blair Hills Focused Special Study Area,” similar to the designation for much of the City IOF. Because this portion of the County IOF is not currently located within the Culver City corporate limit, the City’s General Plan land use designations and guiding goals, objectives and policies are only guidelines as to how this area might related to the rest of Culver City were it to be annexed and incorporated at some future date. However, at this time the City of Culver City has no jurisdictional ability to regulate land uses within the County IOF area, including that portion that lies within the City’s sphere of influence.

#### **4.9.3 ENVIRONMENTAL SETTING**

The environmental setting for the Project Site as it relates to on-site and surrounding land uses is comprehensively described in Section 2.0, Environmental Setting. The Project Site includes active oil and gas production activities intermittently throughout the 77.8-acre City IOF.

Exhibit 4.9-1, General Plan Land Use Designation, and Exhibit 4.9-2, Project Site Zoning, provides graphical depictions of the designated land uses and zone districts on the Project Site, respectively.

#### **4.9.4 SPECIFIC PLAN AND REGULATORY REQUIREMENTS**

##### **Specific Plan Drilling Regulations**

**Section 11. C. Compliance with Laws and Regulations.** The Operator, including Operator’s employees, contractors and other personnel who administer, conduct and/or carry out the Oil Field operations, shall comply with this Specific Plan, the approved Condition Compliance Plan (per Section 7.A), the adopted MMRP, and all applicable laws, regulations, and standards of any local, State, or federal agency related to drilling, redrilling, reworking, maintenance and production operations. In the event there are any inconsistencies between any such regulations and the provisions of this Specific Plan, the more stringent requirement shall apply.

##### **Regulatory Requirements**

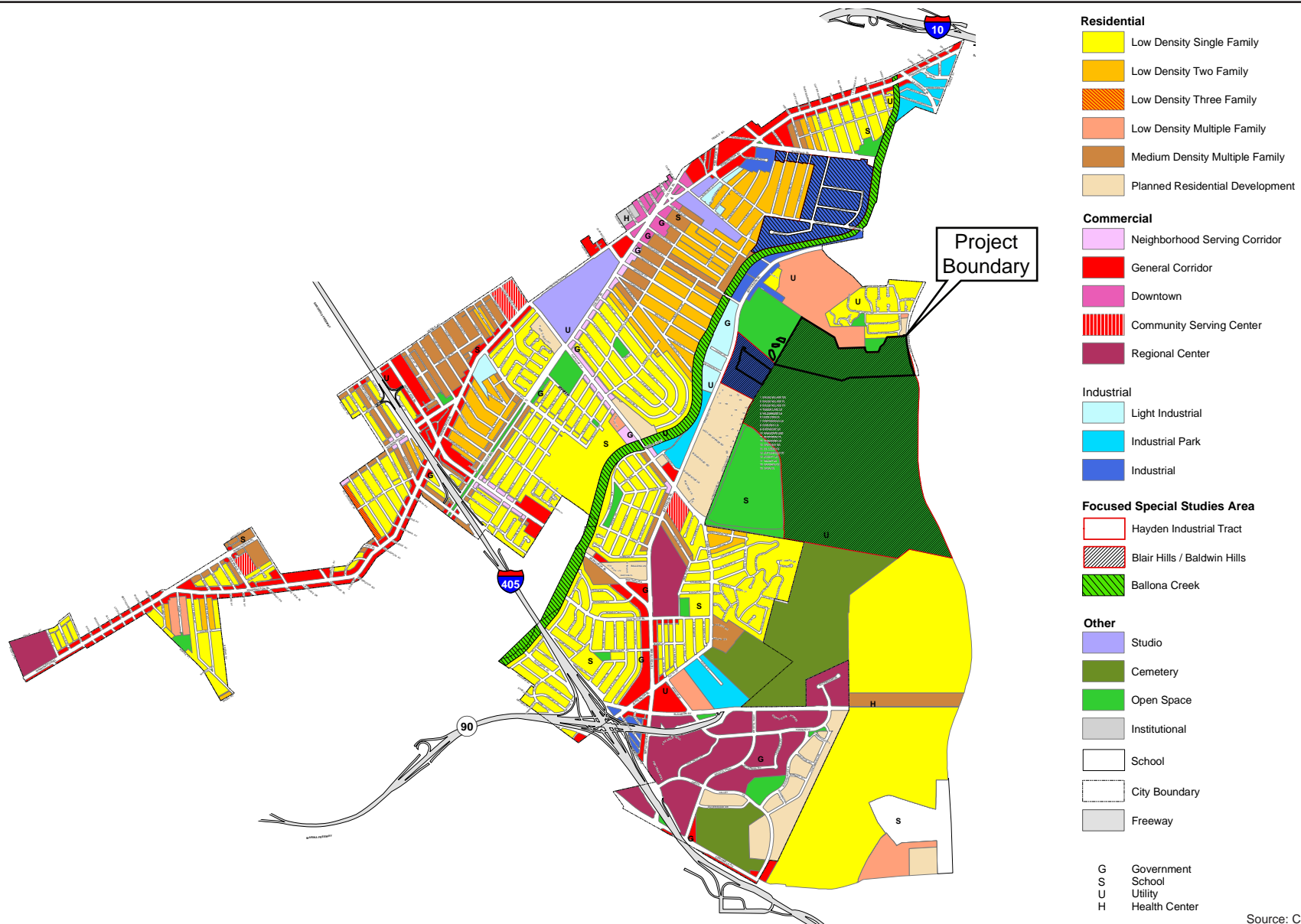
**RR USE-1** CCMC Chapter 11.12 currently regulates oil and gas uses within the City IOF. Upon adoption of the Inglewood Oil Field Specific Plan and its related Drilling Regulations, the new regulations as set forth in the Specific Plan will replace the regulatory requirements under CCMC Chapter 11.12.

#### **4.9.5 THRESHOLDS OF SIGNIFICANCE**

##### **Thresholds Addressed in the Initial Study**

The Initial Study prepared for the Project (included in Appendix A-1) concludes that the Project would have no impact on the following threshold, and further analysis of this threshold is not required in the Draft EIR:

- Would the Project physically divide an established community?



Source: City of Culver City 2007

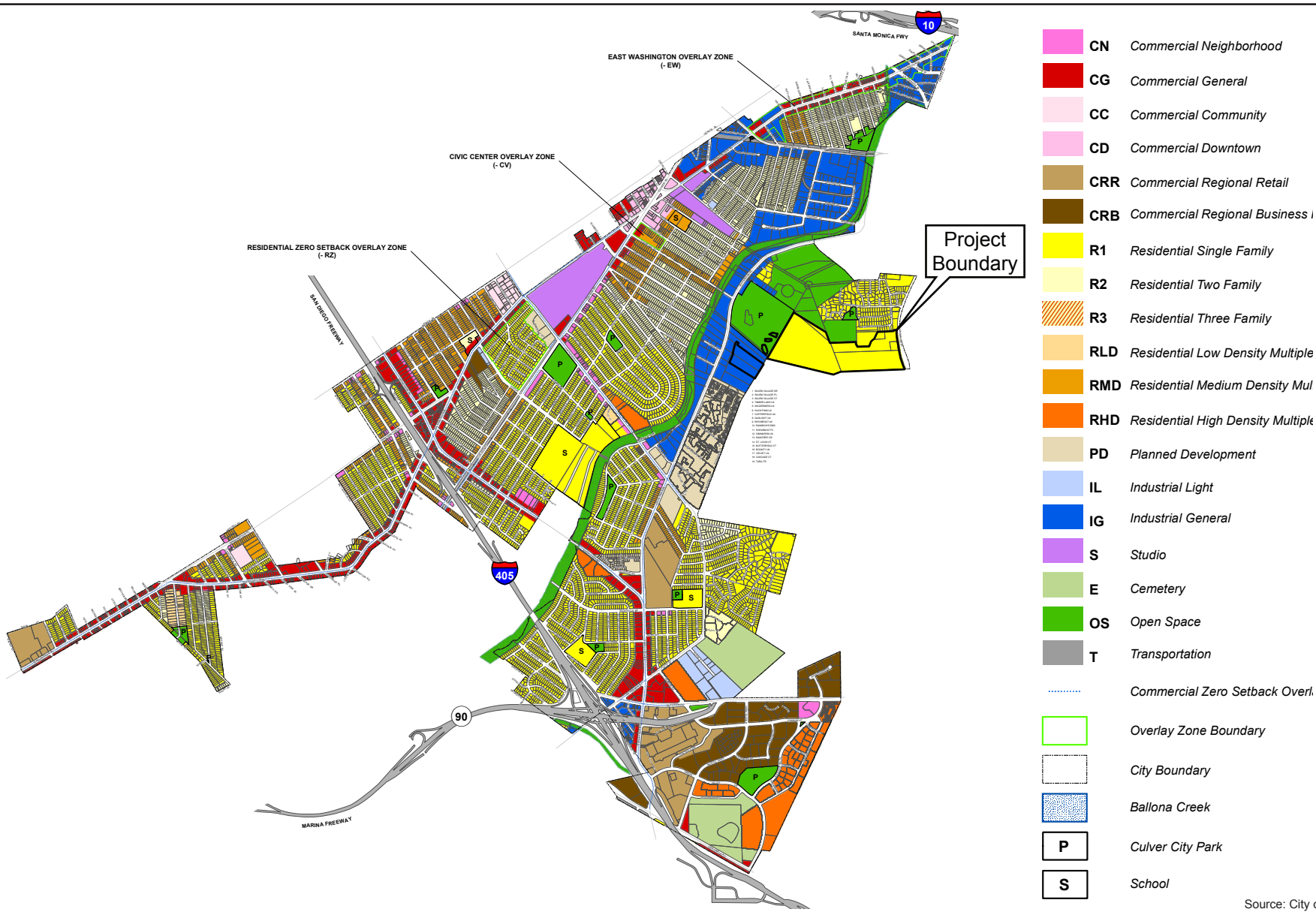
## General Plan Land Use Designation

*Inglewood Oil Field Specific Plan Project*

Exhibit 4.9-1



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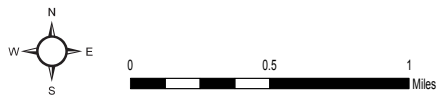


Source: City of Culver City 2007

# Project Site Zoning

Inglewood Oil Field Specific Plan Project

## Exhibit 4.9-2



## **Thresholds Addressed in this Environmental Impact Report**

The Initial Study for the Project concludes that additional project-level analysis of the following thresholds of significance is required in this EIR. According to Appendix G of the California Environmental Quality Act (CEQA) Guidelines, a project would have a significant adverse environmental impact on land use if it would:

**Threshold 9-1:** Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the Project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

**Threshold 9-2:** Conflict with any applicable habitat conservation plan or natural community conservation plan.

### **4.9.6 IMPACT ANALYSIS**

**Threshold 9-1: Would the Project conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the Project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?**

The following is a summary of discretionary actions the City of Culver City will consider:

- Certification of Environmental Impact Report (EIR), P2015-0086-EIR;
- Adoption of the Inglewood Oil Field Specific Plan (SP), P2015-0086-SP;
- Adoption of Culver City Zoning Code Amendment (ZCA), P2015-0086-ZCA, which would (1) amend Zoning Code Section 17.610.010.D to specify that the Specific Plan regulations will apply to oil and gas production uses in the City IOF and (2) amend Zoning Code Chapter 17.570 to add new Section 17.570.030, which would identify the Inglewood Oil Field (City IOF) Specific Plan as an adopted and established specific plan; and
- Adoption of the following CCMC Amendments: (1) Repeal CCMC Chapter 11.12, Oil, Gas and Hydrocarbons which will be updated and superseded by the “Drilling Regulations for the Culver City Portion of the Inglewood Oil Field” contained in the Inglewood Oil Field Specific Plan; and (2) Amend the CCMC Section 9.07.060 (Noise Regulations, Exemption from Provisions) to add that oil operations within the City IOF are exempt from the provisions of the Chapter 9.07 Noise Regulations, and instead shall comply with the provisions of the Inglewood Oil Field Specific Plan.

No amendments or changes to the Culver City General Plan would be required to enact the City IOF or related Drilling Regulations. Many of the goals and policies contained within the General Plan are related to land development projects that have the potential to generate population growth and create demands for City services, or are related to establishment of development standards that are not directly applicable to the Inglewood Oil Field Specific Plan Project. The consolidated set of oil drilling and production regulations under the Specific Plan would implement, with greater specificity, the intent of, and is consistent with, the land use policies and objectives of the Culver City General Plan. An analysis of the Specific Plan’s consistency with applicable goals, objectives, and policies of the General Plan is provided as Appendix B to the Inglewood Oil Field Specific Plan (attached as Appendix B-1 of this Draft EIR).



Consistent with Government Code Section 65456, any future development (including drilling, redrilling, well reworking and other related oil uses), that is otherwise consistent with implementing the Inglewood Oil Field Specific Plan, would be considered consistent with the Culver City General Plan. Therefore, adoption of the Specific Plan and implementation of oil uses in accordance with the Specific Plan would not be in conflict with applicable land use plans or policies for the City of Culver City.

### **City of Culver City Zoning Code and Municipal Code**

The Zoning Code (Section 17.61.010.D) allows oil production activities to continue within the City IOF as an established nonconforming use because oil production activities have occurred continuously at the Project Site. The Specific Plan, and the Drilling Regulations in particular, are intended to update and replace the current City regulations applicable to the continuation of the nonconforming oil production use.

Implementation of the Specific Plan to govern the continuation of the oil production use will be accomplished through several related discretionary actions, as described above, and would not change the zoning designations governing the long-term uses of the City IOF land.

### **Other Plans**

The RTP/SCS combines the need for mobility with a “sustainable future” through a reduction in the amount of emissions produced from transportation sources. The RTP/SCS proposes transportation investments in transit; passenger and high-speed rail; active transportation; transportation demand management; transportation systems management; highways; arterials; goods movement; aviation and airport ground access; and operations and maintenance projects. Because the Project is not a land development project that would generate a population or create a demand for transit or transportation facilities, the goals and objectives of the RTP/SCS are not applicable to the Project. Environmental impacts associated with air pollutants are described in Section 4.2, Air Quality, and impacts associated with climate change are described in Section 4.6, Greenhouse Gas Emissions.

### **Land Use Compatibility**

The issue of land use compatibility involves several interrelated topics that relate to a project's effect on surrounding land uses, in particular aesthetics, air quality, hazards and hazardous materials, noise, and transportation/traffic. The environmental effects of a project are one of many factors that a Lead Agency, in this case the City of Culver City, will consider in order to determine if a project is compatible with existing surrounding land uses and activities. The analyses in Sections 4.1 through 4.15 of this Draft EIR indicate the proposed Project would result in significant and unavoidable environmental effects after mitigation to Air Quality (Section 4.2); Geology, Soils, and Seismicity (Section 4.5); Greenhouse Gas Emissions (Section 4.6); and Noise (Section 4.10). However, mitigation measures are recommended in those Draft EIR sections to reduce those impacts, which in turn minimize environmental effects indirectly related to land uses and land use compatibility.

Overall, impacts to land use would be less than significant and no mitigation is required.

**Threshold 9-2: Would the Project conflict with any applicable habitat conservation plan or natural community conservation plan?**

The Project Site is not subject to any adopted Habitat Conservation Plan or Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan, and therefore no mitigation would be required. Section 4.13, Recreation, includes a discussion of the Baldwin Hills Regional Conservation Authority (BHRCA), which owns the surface property rights within the northern portion of the Specific Plan area, and the Baldwin Hills Conservancy (BHC), which was formed as a State-appointed board to acquire open space in the Baldwin Hills Area. These two State-level agencies are separate, but complementary, in their activities. The BHA's *Baldwin Hills Park Master Plan* and *2013 Updated Strategic Plan*, and their relationship to the Project, is addressed in Section 4.13, Recreation, of this Draft EIR. These documents discuss desired conservation activities, including land acquisition, improvement, and/or habitat restoration. However, these are not the same as a Habitat Conservation Plan or Natural Community Conservation Plan. The BHRCA/BHC land is designed as Open Space and zoned R1 (Single Family Residential). Open space, recreation, conservation and habitat management uses are compatible uses within the Open Space designation and the R1 zone. As discussed in Section 4.13, the City IOF includes a small portion of the area in the *Baldwin Hills Park Master Plan* that is currently being used for active oil extraction. The length of time that surface rights for oil extraction can continue within the Inglewood Oil Field is subject to the lease agreements between the landowners and the lessee and regulatory representatives. The BHC's *Baldwin Hills Park Master Plan* anticipates the continued interim use of the City IOF for oil and gas activities.

**4.9.7 CUMULATIVE IMPACTS**

As discussed in Section 2.6.3, Regional Growth and Development, the impacts of the Inglewood Oil Field Specific Plan Project would be incremental and would occur over the course of many years. With this in mind, the cumulative evaluation considers the impacts of the Project with regional growth and development in the surrounding area (in the City of Culver City and the adjacent areas of Los Angeles County and the City of Los Angeles), in particular, the buildout of the Los Angeles County portion of the Inglewood Oil Field as described in the Baldwin Hills CSD and related EIR, and the Settlement Agreement (LACDRP 2008, Community Health Councils et. al. 2011).

Cumulative projects that could impact the current analysis include the commercial, industrial, and residential projects listed in Table 2-5, Cumulative Projects, in Section 2.0 of this Draft EIR. Within the City of Culver City, cumulative development in accordance with the General Plan will continue to convert undeveloped and/or underutilized land to urban uses, with resulting land use impacts. As with the Project, previously approved and future development within the City is required to comply with the adopted land use plans, policies, and ordinances set forth in the General Plan and the CCMC. Implementation of the Project would be in compliance with the City's land use standards and impacts to land use would not be cumulatively considerable.

**4.9.8 MITIGATION MEASURES**

No significant adverse impacts on land uses have been identified, and no mitigation measures are required.

#### 4.9.9 LEVEL OF SIGNIFICANCE

There are no impacts related to an applicable land use plan, policy, or regulation of an agency with jurisdiction over the Project and no conflicts with any applicable habitat conservation plan or natural community conservation plan. Therefore, land use impacts are less than significant. Table 4.9-1 below summarizes the significance finding of each threshold addressed in this section before and after mitigation, where applicable.

**TABLE 4.9-1  
SIGNIFICANCE SUMMARY**

| Threshold                                                                                                                                                                                                                                                                                                           | Project Level of Significance | Mitigation Measure(s) | Level of Significance after Mitigation |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|-----------------------|----------------------------------------|
| <b>9-1</b> Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the Project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect. | Less than Significant         | N/A                   | Less than Significant                  |
| <b>9-2</b> Conflict with any applicable habitat conservation plan or natural community conservation plan.                                                                                                                                                                                                           | Less than Significant         | N/A                   | Less than Significant                  |
| N/A: not applicable                                                                                                                                                                                                                                                                                                 |                               |                       |                                        |

#### 4.9.10 REFERENCES

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