

A STUDY OF THE SANTA MONICA
AIRPORT
(SMO)

League of Women Voters of Santa Monica

2003- 2005

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Present Airport Position

SANTA MONICA AIRPORT: The League of Women Voters of Santa Monica urges master planning of the entire airport area so that it may ultimately be developed in mixed uses. These uses should be confined to the minimum, observing standards required by law and safety, for not later than the year 2015

If any portions are leased before the master plan is put into effect, these should be temporary leases and have termination dates which will not encumber the city in the implementation of the master plan. No residential development should be included before the airport is closed.

SCOPE AND FOCUS OF THIS COMMITTEE: The scope and focus of this committee will be to create an updated assessment of the land use of the Santa Monica Airport area, focusing on:

1. The environmental impact of the airport on the community
2. The uses of residual and/or non-aviation land
3. The security and safety of the airport

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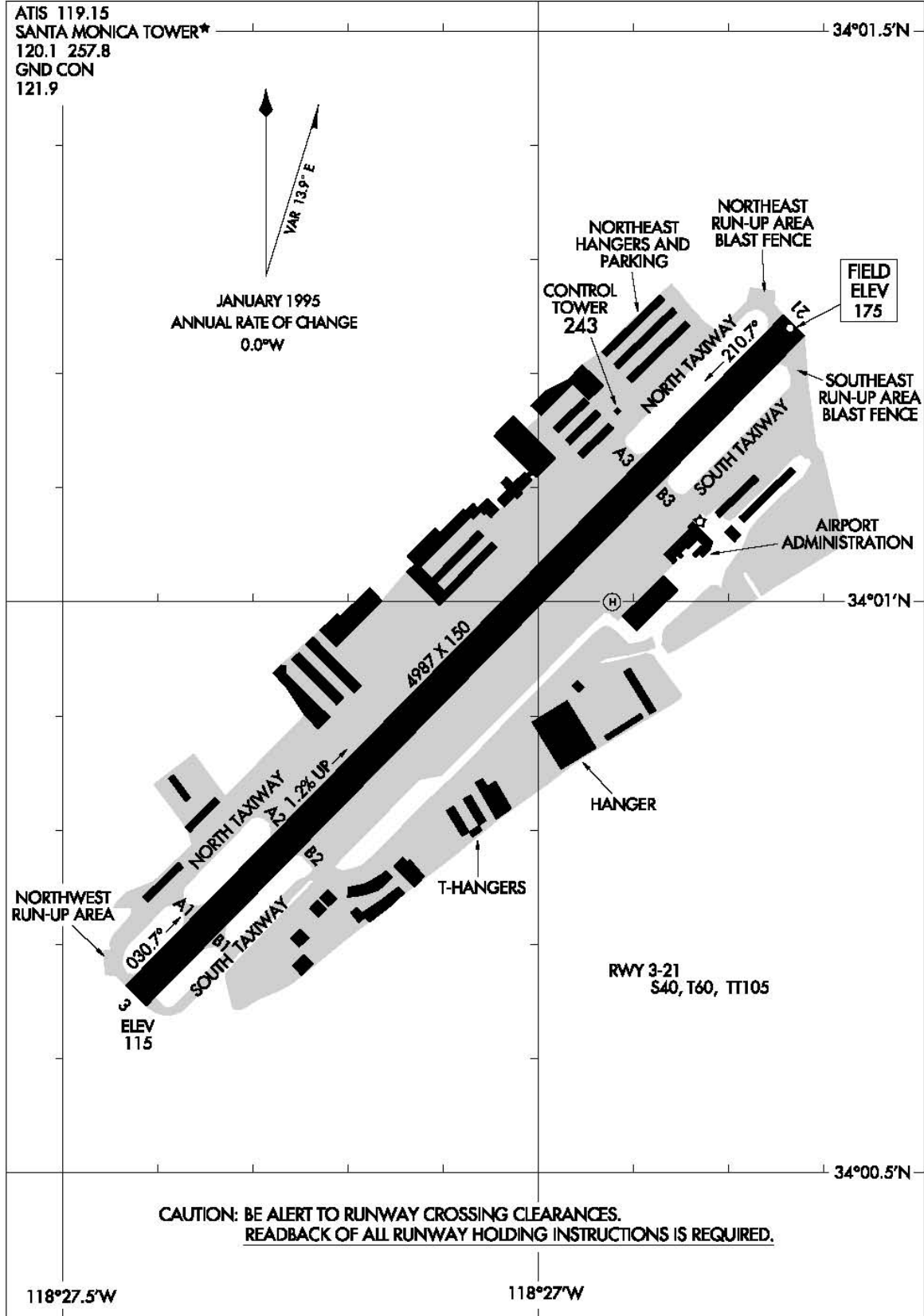
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03359

AIRPORT DIAGRAM

AL-5023 (FAA)

SANTA MONICA MUNI (SMO)
SANTA MONICA, CALIFORNIA



AIRPORT DIAGRAM

03359

SANTA MONICA, CALIFORNIA
SANTA MONICA MUNI (SMO)



History of Santa Monica

There is no single definitive written history of Santa Monica, however the Santa Monica Historical Society/Museum and the Santa Monica Main Library both have interesting information on the early days of the city.

It appears that in 1769, Gaspar de Portola, apparently a Spanish soldier stationed in San Diego, sent scouts to explore the coast north of San Diego. Eventually, the soldiers camped at an Indian village near two springs, most likely the present site of the Veterans Administration site at Wilshire and Sawtelle. According to the legend, the name Santa Monica was given to the spot because a padre traveling with the contingent said the waters of the spring reminded him of the tears shed by St. Monica over her wayward son, St. Augustine, before his conversion to Christianity. Although no one really knows the truth of this legend, it is generally cited as the origin of the city's name.

The actual name 'Santa Monica' first appears in the records in 1827 when Don Francisco Sepulveda and Augustin Machado petitioned for the San Vicente y Santa Monica Land Grant. Another land grant was awarded in 1828 to Francisco Marquez and Ysidro Reyes for Boca de Santa Monica. This grant included Santa Monica Canyon. The boundaries between San Vicente y Santa Monica and Boca de Santa Monica were unclear, and ownership of the land that is present day Santa Monica caused continuing litigation. Boundaries were eventually set, and much of the land was confirmed as that of Francisco Marquez and Ysidro Reyes. Marquez put up the first home in what would later be the city of Santa Monica on the edge of the bluff near where 7th Street ends today. As part of the boundary settlement, Sepulveda was declared owner of the area known as San Vicente y Santa Monica.

The land was sparsely settled until 1872, when Col. Robert Baker bought the Boca de Santa Monica property from the descendants of Francisco Marquez. On 10 July 1875, Col. Baker and his partner, Senator John P. Jones, recorded the first map of the town of Santa Monica at the Los Angeles County Recorder's office. When Col. Baker died, his wife, Arcadia, the daughter of Juan Bandini, one of the wealthiest and most distinguished Californians of the time, inherited his estate. Arcadia and Senator Jones first envisioned Santa Monica as the 'Port of Los Angeles' and built, in 1891, the long wharf so that trains could reach the ships waiting in the harbor. (Later, the wharf was used primarily for entertainment, and destroyed twice—once by fire and once by storm—and always rebuilt.) San Pedro eventually became the Port of Los Angeles, but Santa Monica grew as a beach town for vacationers. Piers, bath houses and fine hotels were built to attract visitors from the East.

In 1899, the Santa Monica city directory boasted that the city had:

- “Handsome streets and avenues,
- Cement sidewalks in every direction,
- Sewer system recently completed,
- Santa Monica Electric Light and Power,
- Incorporated as a City of the 6th Class, November 1886,
- Two transcontinental lines,
- Three bathing establishments,
- Three wharves,
- Many picturesque drives,
- Two public parks,

Three schoolhouses,
Free Public Library,
A daily newspaper, The Outlook.”
There was also a horse-drawn trolley.

By 1905, Santa Monica had expanded its borders, attracted industries, improved its streets, and built schools and a new library. The City had grown from its original 1875 boundaries (approximately Montana Avenue to the North to 20th Street east and south to Colorado) to the Santa Monica Canyon Northeast, to Centinela East, and South to Marine. More importantly, a census taken in May 1905 showed that Santa Monica had 7,208 residents, enough to qualify as a charter city. And on 28 March 1906, the citizens voted to adopt the first city charter, which was introduced on 15 January 1907.

The first schools opened in March, 1876; more schools were built in 1906; the first high school was organized in 1891; and in 1898, Lincoln High was built at 10th and Oregon (later used as Lincoln Jr. High School). In 1912, the cornerstone was laid for the present high school. And in 1929, the first junior college occupied the second floor of the high school. In 1933, the Board of Education purchased the present junior college site, but temporary structures were used until 1950, when the first new permanent buildings were erected.

Santa Monica’s climate and location attracted more than summer visitors. Donald Douglas built an aircraft factory in 1921. In 1919, the city leased 5 acres of land to be used for aviation, and in 1920 awarded W. T. Kendrick the rights to build hangars and fly passengers from the new ‘flying field’, which was named Clover Field in 1922 to honor Lt. Greayer Clover. The first pilots to fly around the world took off from Clover Field in 1924.

Santa Monica was also known for its automobile races: from 1909 to 1919, racers could challenge the 8.4 mile track that ran in a loop along Ocean Avenue, San Vicente, and Wilshire Blvd. By 1919, however, Santa Monica had had enough of races that drew over 100,000 spectators, and the March 1919 event was the last Santa Monica road race.

The first zoning ordinance passed in 1922; by 1929, a more comprehensive zoning plan was necessary.

Santa Monica also attracted movie makers from the beginning of the industry. In the early 1900’s, Thomas Ince made films in the area, and his Vitagraph Studio later became the home of Douglas Aircraft. Movie stars built homes here, including Cary Grant, and Marion Davies built ‘Oceanhouse’, later the Sand and Sea Club, and presently 415 PCH, bought by the city in 1991.

Gambling was very popular in the ‘20s and ‘30s, and gambling ships were moored past the 3 mile limit to avoid state regulations, with water taxis ferrying people to and from the shore. In 1938, citizens were outraged with this endeavor, and the next year, Earl Warren, then California attorney general, sailed out to the Rex—the gambling ship moored at the time—with an army of deputies to demand the ship’s surrender. The ship, however, held out for 9 days, but in the end capitulated, and that put an end to gambling ships in Santa Monica Bay.

The original Muscle Beach was not planned; by the mid 1930’s, men and women interested in fitness congregated just south of the Santa Monica pier to weight train; by the late 1930’s, crowds were watching. By the 1950’s, crowds and some unfavorable publicity convinced the city that the nature of the beach be changed, and the weight-training equipment and the stage were removed in

1958, with no events or demonstrations allowed except by city permit. The original Muscle Beach no longer existed; a spot was found on Venice Beach, but it never attained the following of the original site.

The third street mall was built in 1965 to encourage business and foot traffic, with the present promenade opening in 1989. The Santa Monica freeway opened in 1961, with the last segment connecting Santa Monica opening in 1966.

Population increased regularly, from 37,146 in 1930, to 53,500 in 1940, 71,595 in 1950, and 83,249 in 1960—where it has stayed fairly consistently to date (the last census), with 84,084 in 2000. Santa Monica has a smaller population of young people under age 20 than the rest of California and Los Angeles county, but has a larger population over the age of 20, especially 20 -59, compared to those two entities. Santa Monica has a larger median income than the rest of California and the United States--\$48,934 in 1998, which was the latest year for which accurate numbers seem to be available, although Los Angeles County appears to have a median income currently of \$55,000. The largest percentage of population occupations is in professional specialties. The largest number of businesses located in Santa Monica in July 2000 were retail and retail goods, health services and business services; the largest number of jobs provided by top business sectors in 1995 – 2000 were in eating and drinking establishments, business services, and health services.

History of the Santa Monica Airport

The Santa Monica Airport (SMO) is one of the oldest continuously operating airports in Los Angeles County, born in 1917. In 1922 the City of Santa Monica leased a portion of a barley field for aviation use. Many pilots were trained in World War One.

In 1923 the US Army established Clover Field at SMO and remained a presence until after WWII. Douglas Aircraft moved to Santa Monica in 1922 and established a factory on Wilshire Blvd to manufacture military aircraft.

In 1926 the City acquired SMO as a park, and the Army moved to the northeast corner; a golf course was laid out in the southern section. The city accepted a grant deed and adopted an ordinance regulating the "Use and Parking of Aircraft in Clover Field".

In 1927 the California Legislature authorized cities to build and maintain airports, specifically providing that existing parklands could be used for that purpose.

As WWII approached, Douglas increased its manufacturing, and requested expansion, and the City allowed expansion east and west of the original field. The day after Pearl Harbor the U.S. Government leased the airfield from the City, the runway was constructed, and air traffic control facilities and hangars were added. Douglas employed 44,000 people, leading to a huge demand for housing.

In 1948 an "Instrument of Transfer" gave control back to the City. This contained a covenant that "no part of the Airport will be sold or used for other than Airport purposes without the consent of the Federal Government".

In the next twenty years SMO became a base for significant general aviation activity. Douglas moved its manufacturing to Long Beach. The City retained an architectural firm (Pereira-Luckman Asso.) to develop a master plan. This plan envisioned projected increased air traffic, and plans were drawn for accommodation to jet planes. In 1962 Phase 1 was approved. Douglas proposed condemning approximately 140 acres of residential property to the north and west of the airport

The Sunset Park residents demanded that they close the airport rather than condemn properties. The City attorney ruled that the City could not close the Airport because of the Instrument of Transfer. Within 10 years, the airport remained, but Douglas closed its factory.

The 1960's showed a dynamic growth in general aviation, peaking at 374,000 operations per year. Noise became a factor. The City entered into a lease with Janss Development Corporation for construction of an office building/terminal

Many of the previous grant agreements and former leases contain language that SMO must be operated as a public use airport

In 1966 the citizens asked for a ban on the jets, the City imposed some regulations, but did not ban the jets. 232 homeowners filed suit against the City. The case reached the California Supreme Court which affirmed the City's immunity on condemnation, but held the City was liable for nuisance.

Since then planning studies have been done on maximizing the income. The airport and Parks and Recreation Dept. evaluated proposals on the Douglas site. This renewed controversy over closing the airport. The State Attorney ruled it could not be closed due to various legal obligations. In 1982 The Arroyo Group was retained to study alternative physical plans, and this resulted in an assessment of various land use alternatives. Since then suits and counter suits have gone through the courts with the result that the City Attorney agreed that the City had a legal obligation to maintain SMO.

Finally the FAA and the City came to an agreement. In November of 1983 a settlement agreement was reached. These documents are in effect until July 2015.

Today the airport has about 150,000 flight operations (takeoffs or landings) per year. It can store 408 planes (inside & outside). The administrative staff is working with the community and the City to both increase safety, and decrease pollution.

The staff sponsored Fly Neighborly Program encourages pilots to minimize noise impact by the use of techniques in landing and take-off in the quietest manner safety will allow. Techniques include night departure curfew, reverse thrust usage and shorter engine starting time while awaiting take-off.

Today, the facility is one of the busiest single runway airports in the nation. The airport also provides for numerous aviation related businesses including fixed based operators, supply services and aircraft maintenance. In addition, the airport offers restaurant dining, a world-class museum of flying (currently closed) and art studios. Various non-aviation commercial businesses are also located throughout the facility.

The airport occupies approximately 227 acres situated at the southeastern portion of the City of Santa Monica. The City's southern boundary coincides with the airport's southern property line. A triangular portion (approximately 34 acres) of the site's eastern boundary lies within the City of Los Angeles. This land is owned in fee (restricted) by the City of Santa Monica.

The site is well served by arterial streets with primary access via Bundy Drive which borders the airport's eastern boundary. Twenty-third Street, which borders the airport on the west and connects Ocean Park and Venice Boulevards. Airport access to the north is accomplished by traversing south from Ocean Park Boulevard via Twenty-eighth or Thirty-first Street. Airport Avenue, which parallels the site's southern boundary, provides internal access to the airport.

Santa Monica Airport Safety

A. Situation

- Federal Aviation Agency (FAA) sets safety standards for airports, aircraft, and pilot training

B. National Safety Measures in Place

- * Regular maintenance required for aircraft
- * Extensive training for pilots
 1. Additional training is required for Instrument Flight Rules (IFR-Aircraft that use navigational devices that allow them to fly in cloud cover)
 2. Additional training is required for commercial pilots
 3. Training is required dependent on aircraft type (propeller, jet, etc.)
- Minimum separation of 1000' required between aircraft in the air
- Minimum elevation 1000' in urban areas, 500' in rural areas except when taking off and landing
- Instrument Flight Rules (IFR) aircraft must file a flight plan including number of occupants
- Department of Transportation is responsible for accident investigation

C. Local Safety Measures in Place

- City of Santa Monica as Operator of the Airport maintains runway pavement, markings, lighting and associated infrastructure
- 24 hour security personnel on duty
- Airport Office staffed six days a week during business hours
- Federal Aviation Administration (FAA) maintains Air Traffic Control Tower 7:00am-9:00pm weekdays and 8:00am-9:00pm weekends. Very few general aviation airports have Air Traffic Control Towers. FAA employees direct the air traffic at Santa Monica Airport (SMO) and co-ordinate with LAX traffic
- Fire Station No. 5 located adjacent to the airport with direct airport access
- Emergency Response Plan in place to react to emergencies, accidents, and disasters This includes Emergency Volunteer Air Corps (EVAC)

D. Safety Inadequacies

- SMO is one of the busiest single runway airports in the nation. It has the distinction of having residents very close to the runway ends, it does not have runway safety areas (buffer zones at runway ends).
- There is a gas station directly across Bundy Dr. from the eastern runway end
- Class C and D (basically the larger aircraft classified by wing span and approach speed) aircraft utilize this Airport even though they are not compliant with FAA established design standards for the Santa Monica Airport
- No registration required for aircraft occupants (subject to Federal Pre-emption) (FP)
- No screening of baggage or cargo (FP)
- Airport open 24 hours but the Air Traffic Control Tower is not staffed between 9:00pm-7:00am weekdays and 9:00pm-8:00am weekends (FP)

E. Proposed Safety Measures

- On May 26, 2000, Congressman Henry Waxman requested that the FAA designate a Runway Safety Area at SMO
- Santa Monica City Staff formulated a proposal to the FAA for Safety Area implementation and an Aircraft Conformance Program. This plan proposes to eliminate Class C and D aircraft because they are safety inappropriate to the design standards of the airport as set by the FAA. Even though these requests are to make the airport compliant with the FAA's own Safety Standards, the FAA has exhibited reluctance to allow the City to implement this proposal. The city of Santa Monica officially submitted this proposal to the FAA for approval on September 8, 2004. A decision is pending
- Homeland security just issued recommendations for general aviation airports. Staff reviewed the report and gave a report to the Airport Commission at the June 28, 2004 Commission meeting. Staff reports the airport is already compliant with many of the recommendations

F. Potential Safety Measures

- City of Santa Monica could more aggressively pursue their Safety Zone Implementation and Aircraft Conformance Plan
- Require security clearance for aircraft, cargo, baggage, and passengers (FP)
- Require flight plans for Visual Flight Rules (VFR) Aircraft (FP)
- Extend air traffic control hours (FP)
- Any proposed access restrictions, i.e., no night time landings, would fall under Airport Noise Capacity Act (ANCA) and require a Part 161 study. (see Environmental Outline for clarification)

Santa Monica Airport Security

A. Situation

- Santa Monica Airport is a General Aviation Airport (GA). General Aviation Airports are governed under different federal regulations than commercial airports; plus they have State and local regulations placed on them.

B. Security Currently in Place

- 24 hour security staff. 1-3 persons constantly on duty depending on time of day and events
- Security gates for vehicle access to the tarmac that require a card key. Holders must demonstrate a need to have access with a vehicle. Photo identification required. Ingress and egress is tracked
- Pedestrian access gates on the southern side have “only authorized personnel” warning signs
- Pedestrian access on the northern side requires entrance through business buildings of fixed based operators
- 23rd St. access to Airport Ave is closed after 11:00pm
- Staff keeps records of Base Aircraft (aircraft who call SMO their “home”)
- Transient Aircraft (aircraft that are not based at Santa Monica Airport) are required to register upon arrival
- Santa Monica (SM) has an Air Traffic Control tower. Very few general aviation airports do. FAA employees direct the air traffic at SMO and co-ordinates with LAX traffic. Tower Operation hours are 7:00am to 9:00pm weekdays, 8:00am to 9:00pm weekends
- IFR (Instrument Flight Rules – aircraft that use navigational devices) flight plans required to be filed. VFR (Visual Flight Rules – aircraft that fly without the aid of navigational devices) flight plans are encouraged. Flight plans are created by contacting the flight service station with the following information: pilot’s name, aircraft type, aircraft colors, number of people on board, estimated time of departure, your route and destination. The Tower then receives the information electronically. When the aircraft reaches its destination, the flight service station is contacted to close the flight plan

C. Vulnerable Security Issues (all FP)

- Federal Laws do not require security clearances for general aviation aircraft and passengers
- Tower Operation hours are not 24 hours a day even though the airport is open for traffic 24 hours a day. Santa Monica Airport is one of the busiest single runway airports in the nation. LAX Air Traffic Control assumes the IFR Traffic during curfew hours. VFR Traffic make a verbal radio declaration of intentions
- Flight plans not required for VFR Aircraft
- No registration is required for aircraft occupants
- No security screening for baggage or cargo

D. Proposed plans by Santa Monica Airport Staff

- Card key access for pedestrian gates

E. Potential Additional Security Measures (all FP)

- City of Santa Monica could require security clearances for aircraft and passengers
- Flight plans could be required for all aircraft, VFR as well IFR
- The Transportation Security Administration (TSA) issued recommended security guidelines for General Aircraft (GA) Airports in May 2004. Unfortunately, these guidelines are only advisory in nature. There are 19,000 GA airports in the nation ranging from remote dirt landing strips to busy urban facilities. The Transportation Security Administration (TSA) guidelines didn't identify parameters that would qualify a GA airport as a vulnerable facility and therefore "require" instead of "recommend" compliance to their guidelines

Santa Monica Airport Environmental Issues

I. Aircraft Emissions (federally controlled through EPA)

A. Situation at Santa Monica Airport

- Fleet mix (percentage of different classes of aircraft i.e., single engine propeller, dual engine, turbo propeller, jet, helicopter etc.) change over the past several years has included a substantial increase of jet traffic (up 69% since 1999). This type of aircraft significantly impacts the surrounding neighborhoods and has increased public outcry over potential health risks associated with exposure to exhaust fumes
- Santa Monica Airport has residents very close to the runway ends
- Aircraft have to wait, idling their engines for clearance from air traffic control because their flight paths have to coordinate with the flight patterns at LAX. Aircraft engines produce more pollution when idling than when in flight, because the engines are less efficient therefore producing more noxious byproducts due to incomplete combustion
- Larger Aircraft need to back up to the eastern fence (along Bundy Dr.) to allow enough room to take off. They have to power up engines prior to departure, which directly impacts the residents living across the street

B. Local Mitigation measures currently in place

- Blast wall on the east end of the runway
- Stage II Aircraft (older, louder, and more polluting) are not permitted at SMO .
- 30 minute maximum usage of Auxiliary Power Units (APU). These jet fueled or diesel fueled generators are used to run aircraft internal systems when aircraft are parked
- More environmentally friendly Ground Power Units (GPU) are available to run aircraft internal systems in the place of Auxillary Power Units (APU's). Most of these are run on electricity. Some are gas powered. These units are mobile to be utilized where needed
- Santa Monica's building at 3200 Airport Ave has a large array of photovoltaic solar power cells
- Storm Water Pollution Prevention Plan is in place for water run off . Regular inspections are conducted of water that goes into the storm drains when it is not raining and when it is raining
- Remediation project for underground fuel tank storage. All pollution is contained in the upper 20ft of the ground with no seepage into the water table
- Santa Monica Airport provides triple walled oil recycling stations and oil filter recycling receptacles

C. City of Santa Monica Proposed mitigation measures

- * City representatives have met with representatives of California Air Resources Board (responsible for the whole state) and Air Quality Management District (AQMD) (responsible for districts in the state) to convince them to take a look at General Aviation (GA) Airports, especially those embedded in Urban Areas (i.e. Santa Monica)

*The City of Santa Monica has approached Southern California Association of Governments (SCAG) to create a coalition to address the environmental impact of urban GA Airports

D. Aircraft Emission Regulations

- Aircraft Emission Standards are set by International Civil Aviation Organization (ICAO). These standards become international treaty. The FAA is the United States representative to the ICAO and is on the Committee on Aviation Environmental Protection (CAEP) which sets these emissions standards for the ICAO. This Committee has members and observers
- FAA certifies engines and is responsible for enforcement
- State and local agencies regulate ground equipment, vehicles, physical plant
- Federal Clean Air Act (1970):
 1. Gives EPA authority to regulate aircraft emissions and gives FAA responsibility for enforcement. It prohibits state and local governments from implementing local regulations.
 2. Allows EPA to set aircraft emission standards but the FAA is allowed to reject these standards for safety or economic reasons.
 3. Established National Ambient Air Quality Standards (NAAQS) which sets levels for seven components of air pollution i.e. ozone, carbon monoxide (CO), Particulate Matter (PM) 2.5 and 10 microns, lead, hydrocarbons, nitrogen oxides (NOx), and sulfur dioxides. Every state is required to develop a State Implementation Plan (SIP) approved by EPA to meet these levels.

E. Problems with Regulations

- Lack of transparency: ICAO's processes are not public. There is no requirement for the FAA to have a public comment period on the position they present to the Committee on Aviation Environmental Protection (CAEP)
- At the most recent ICAO Conference on Aircraft Emissions (2000), the FAA lobbied for standards that current technology can already meet instead of an agenda that would push technology to create cleaner more efficient aircraft engines
- California has the most non-attainment areas as described by the National Ambient Air Quality Standards (NAAQS) especially in Ozone, but the Federal Clean Air Act will not allow California to implement stricter standards for aircraft, ships, trains—only autos

F. Problems with Science

- New Engines are more efficient (less CO₂, PM, Noise) but produce higher levels of NO_x especially during take off and landing (see GAO recommendation below)
- The only emission studies available on jet engines were done on older engines
- Funding is not available to NASA to do the emission research they feel is required

G. Other Factors

- Emissions of General Aviation (GA) Aircraft are not being addressed. The focus has been on Commercial Aircraft. Santa Monica is a GA airport
- General Aviation Traffic is increasing, especially business jet traffic fleeing from the inconvenience of commercial airports. Many GA Airports are urbanly imbedded in close proximity to residential areas.

H. Current actions

- States have protested that the Federal Government requires them to meet National Ambient Air Quality Standards (NAAQS) standards the States can't meet without additional regulations. The States are not allowed to implement new regulations because of the Federal Clean Air Act
- The parties involved, the States, NASA, Dept. of Defense, Airlines, Airports, etc., have agreed to Voluntary Stakeholders Process to address aircraft emissions

I. Potential actions

- According to the General Accounting Office (GAO) Report Feb. 2003 (pg. 4) "We recommend the FAA develop a strategic framework that examines the extent and impact of nitrogen oxides and other aviation-related emissions; considers the interrelationship among emissions and between emissions and noise; includes goals, time frames, and options for achieving emission reductions; and specifies the roles of other government agencies and the aviation industry in developing and implementing emission reduction programs. FAA, EPA, and NASA generally agreed with our findings, and FAA agreed with our recommendation."
- Southern California Air Quality Management District (SCAQMD) asking EPA to implement more stringent Aircraft emission standards
- Call to develop and install NOx reduction retrofit kits
- Reformulate jet fuel to have less toxic byproducts
- Require single engine instead of multi engine runway taxiing to and from arrival and departure points at airports
- Reduce gate holds and space departure to minimize engine idle time
- Use alternative energy sources to power stationary aircraft instead of jet fueled APU's
- Aircraft Conformance Program first proposed in May 2002 , approved by the City Council in Dec. 2002, and submitted to the FAA for approval on September 8, 2004 will prohibit safety inappropriate larger Class C and D Aircraft from utilizing Santa Monica Airport because they do not meet the Airport's design standards. According to Airport Staff, C and D Class Aircraft make up approximately 50% of the jets currently using the SM Airport. Reduction of these aircraft would reduce their emission impacts
- When the 1984 Agreement expires in 2015, the City as proprietor could attempt to:
 1. Redesign the Airport to make it more neighborhood friendly
 2. Close it.

These options would surely spark controversy among all parties interested in the SM Airport's future.

J. Other Influences: Court Cases

- American Trucking vs. Browner (EPA head) 1997-2003

1. Supreme court upheld Federal standards but not states efforts to implement additional standards
2. EPA set stricter standards for particulate Matter (PM) (especially 2.5) and Ozone
3. By 2007 states have to have a plan to meet these standards
4. Need to reach attainment by 2010

Problem: States can't meet these new standards without the Federal government allowing them to create stricter emission standards on contributing sources.

- American Lung Assoc vs. Whitman (EPA head) and Sierra Club vs. EPA (resolved in 2003)
 1. EPA must carry out law not just give extensions for attainment

II. Noise

A. Situation at Santa Monica Airport

- Residents are very close to the runway
- Arrival and Departure flight paths go directly over residential neighborhoods
- City registers Noise at 4 noise meters but only two (1500ft from the runway ends) are used for enforcement
- Departure curfew required 11:00pm-7:00am weekdays, 11:00pm-8:00am weekends. Arrival curfew requested during curfew hours but cannot be enforced or required because of existing laws
- Reverse thrust (landing technique that reverses the engines to stop larger planes) impacts residents closest to the airport on the east, south, and west sides. There are no regulations governing usage of reverse thrust or its volume due to the safety of flight determination (FP)
- Increase of jet traffic has caused larger noise impacts on neighborhoods. Since 1999 jet operations have increased 69%
- In 2003, jet traffic comprised 11% of the operations at SMO but was responsible for 44% of the nighttime arrivals (arrivals during curfew hours) and 80% of the noise violations

B. Local mitigation measures currently in place (SMO has some of the strictest in the nation)

- 95 decibel maximum set forth in the 1984 Agreement (a legal Agreement between the FAA and the City of Santa Monica as a compromise resolution to multiple lawsuits) as measured at the two noise monitors 1500ft from the ends of the runways They are some of the nation's strictest. Violations incur fines:
 1. 1st violation: warning
 2. 2nd violation: \$2000 fine
 3. 3rd violation: \$5000 fine
 4. 4th violation: \$10,000 fine
 5. 5th violation: 6 month suspension
 6. 6th violation: ban

Since these stricter penalties were instigated in Dec. 2001 after community outcry, violations have decreased 48%

- Airport Staff will offer guidance on departure procedures to all aircraft operators requesting it to enable them to meet the 95db limit
- Departure curfew hours give residents in the departure path a break from 11:00pm-7:00am weekdays 11:00pm-8:00am weekends
- Touch and go's (continuous circular departure and arrival procedure) not allowed after sunset or on weekends

C. Proposed mitigation measures

- City has plans to build a sound attenuation wall on the south perimeter. Est. cost \$1 million. No projected date yet

D. Noise Regulations

- 1984 Agreement sets 95db limit as measured at two noise monitors 1500ft from the runway ends
- 1984 Agreement sets curfew hours 11:00pm-7:00am weekdays, 11:00pm-8:00am weekends
- ICAO sets international goals for newly manufactured aircraft engines to meet (Stage IV)

E. Problems with Regulations

- International Civil Aviation Organization (ICAO's) last meeting in 2002, Europeans lobbied for a 14db reduction standard, the US representative (FAA) lobbied for 8db reduction and the FAA won.
- Basically, all currently manufactured aircraft can already meet this 8db reduction from the previous Stage III Aircraft standards
- Airport Noise and Capacity Act (ANCA) prevents local governments and municipalities from instigating access restrictions (noise restrictions are considered access restrictions) without first doing a Part 161 Study. A Part 161 Study must access economic impacts not just locally but nationally of any proposed changes. A Part 161 Study is so complicated, no Airport has successfully completed one since the law's instigation in the early 1990's. Fortunately, Santa Monica's 1984 Agreement "grandfathered" in the local 95db maximum

F. Problems with Science

- Newer engine technology reduces noise and most emissions but raises NOx levels

G. Other: Court Case

- Santa Monica Airport Association (SMAA), an organization established for the purpose of "planning and conducting activities and projects which will serve to improve, directly or indirectly, the Santa Monica Municipal Airport and General Aviation" sued the city of Santa Monica, challenging the 95db limit. SMAA lost, and currently have an appeal filed

H. Potential Actions

- Lobby to have the FAA's position at ICAO conference include public process
- Lobby to have ANCA revised
- Aircraft conformance program first proposed in May 2002, approved by the City Council in Dec. 2002, and submitted to the FAA for approval on September 8, 2004 will prohibit safety inappropriate larger Class C and D Aircraft from utilizing

Santa Monica Airport because they do not meet the Airport's design standards. According to Airport Staff, C and D Class Aircraft make up approximately 50% of the jets currently using the SM Airport. This proposal would reduce the noise impact to the surrounding neighbors

- When the 1984 Agreement expires in 2015, the City of Santa Monica as proprietor could attempt to
 1. Renegotiate a lower decibel maximum. This potential action may be prevented by ANCA's access restriction unless a Part 161 study was completed
 2. Redesign the Airport to make it more neighborhood friendly.
 3. Close the AirportThese options would surely spark controversy among all parties interested in the SM Airport's future
- In a special Congressional action, Jackson Hole Airport circumvented the ANCA Access Restriction clause by having an amendment inserted in a House reauthorization bill for the FAA. This amendment restricts louder Stage II Aircraft at any airport within a national park. Jackson Hole is the only airport within a national park. Because this became Federal Law, a Part 161 Study (see above) was circumvented. A similar tactic could be attempted on behalf of the SM Airport to achieve a noise reduction goal

Residual and Other Land Use at the Santa Monica Airport (SMO)

The 227 acres of airport land is used for a variety of aviation and non-aviation uses, creating issues which have evolved over time. The 1984 Agreement set out certain uses of the airport land, so that aviation uses would not be compromised, but allowed for non aviation use of residual land. The city of Santa Monica determines the use of residual land and most recently (October 2003) has approved the formation of a park on the southeast side of SMO. It will be 8.3 acres and will contain two youth soccer/t-ball fields, a children's play area, picnic area, restroom and storage facilities and a dog park.

There is a single 5000' x150' runway, 54 buildings/structures, the FAA air control tower and transmitters. Also, there are two main roads: Airport Avenue and Donald Douglas Loop. Twelve parking lots are provided for the needs of the airport and its tenants (the present 116 leases are administered by the city.)

The city decides the use of the facilities at the airport. They have established an enterprise fund for SMO and all revenues from the airport go into this fund. The city requires that SMO be self-sustaining; therefore, the Airport Fund is restricted to airport operations and improvements and cannot be used for other city expenses.

On the southeast side, between Bundy Drive and Donald Douglas Loop there is an unpaved area that is used to store new cars and plants from two landscaping companies. The paved area here is used during the week by Santa Monica College as a transfer lot for students going to the main campus and on Saturdays for the Farmers Market. There is a monthly Antique Mart on this site as well and the area is sometimes rented for event parking. The future airport park mentioned above will be in this area. Another future plan will be to place a DC-3 aircraft near the intersection of Airport Avenue and DD Loop South as part of a historical and artistic monument and to create a plaza area where airport and community events can be held.

The Airport Administration building is located on Donald Douglas Loop South, southeast side of the airport. This building contains the airport administration offices, airport security facilities, a pilots' lounge, a public observation deck and picnic area, 2 restaurants and 8 tenants. The Small Business Development Center of SM is here, as well as other professional, general and non-profit offices. A specialty hangar is located in this area also.

Many general aviation service businesses are located on Donald Douglas Loop South. A brief listing:

- Justice Aviation – flight school; pilot supplies; aircraft rental
- FNG Aviation – aircraft storage; charter service
- Bill's Air Center – aircraft mechanics/repair
- Skyward Aviation – flight and ground school
- Santa Monica Aviation – aircraft mechanics/repair; flight school;
sight-seeing flights
- Santa Monica Propeller Service, Inc. – propeller sales/service;
Aircraft storage
- Berlin Avionics – avionics sales/installation/service; FAA repair
station; aircraft storage

The following businesses are located on Donald Douglas Loop North:

Gunnell Properties – FBO; fueling; aircraft sales/service/rental
aircraft storage; flight instruction; special events

Supermarine – FBO; fueling; aircraft rental/leasing; aircraft
storage; engine repair; transportation/visitor services

Trans-Exec – aircraft rental/leasing; charter service

Turbo Power – engine repair; aircraft storage

Museum of Flying – (temporarily closed) aviation special events;
children’s interactive aviation activities; aviation displays and
exhibits; aviation art and memorabilia; aircraft storage

The south side of Airport Avenue has many buildings of varying sizes, with a variety of tenants. Three buildings have been designated by the city to be used for art usage (artist studios, media and art offices). Listed here are some of the tenants, starting on the Bundy side of the airport:

Air Spacers – flying club and flight instruction

Spitfire Grill – restaurant and catering

Santa Monica College – uses 2 buildings & 3 parking lots for
this satellite campus

The north side of Airport Avenue, starting in the middle area and going west, has the following:

Santa Monica Air Center, which includes Barker Hangar* – aircraft
storage/rentals; flight school; aircraft manufacturing; pilot
supplies; sight-seeing flights; special events

City Community and Cultural Services

Krueger Aviation – aircraft mechanics/repair; aircraft sales and
storage; charter service

Kim Davidson Aviation – aircraft mechanics/repair

American Flyers – FBO; truck & self-service fueling; flight
school; aircraft storage/rental/maintenance

Whitewater Creek – charter service; aircraft washing/detailing

*Barker Hanger is used annually for several charitable events: PAL Halloween Carnival, Passport AIDS event, Make-a-Wish Foundation event, as well as non-charitable ones such as the Barneys sale.

Many leaseholds at SMO are also used for film shoots. Non-retail leases are encouraged in order to minimize traffic to the airport. The airport does not have a vacancy problem, however, there is a waiting list for art usage spaces.

Community Safety And Action Activities

The Santa Monica Airport is not just a runway. Although the primary use is for aircraft and their mobility, storage, care/upkeep and service there are a variety of operations that take place at the Airport. Some of the diversity of usage is discussed on pages 24 and 25 under Land Use. The discussion in this section is directed to the interaction with the community and the many safety activities the airport provides.

These activities include Angel Flight, Civil Air Patrol (CAP), Disaster Communications Service (DCS), Emergency Volunteer Air Corps (EVAC), Standardized Emergency Management System (SEMS), Community Emergency Response Team (CERT), Cardio Pulmonary Resuscitation (CPR)/ First Aid Classes, and Young Eagles (EAA).

Angel Flight:

“Angel Flight West is a volunteer organization which assists with free air transportation services in response to health care and other compelling human needs. We have transported patients to hospitals, families when loved ones are in need, and donor tissue throughout the western United States. The SoCal wing of Angel Flight West is the subgroup that serves Southern California”.

Angelflight.org/californiasouth/sc-about.html

Civil Air Patrol:

“The Civil Air Patrol is the official United States Air Force Auxiliary. (Nation wide) with more than 60,000 members, 1700 units, and over 4,700 active aircraft it is by far the largest organization of its kind. For the past 60 years, CAP has performed its missions of Emergency Service (search & rescue: disaster relief): Aerospace Education and Cadet Programs (skill and leadership classes). CAP was in the air on 9/11 taking photos of the towers. Much of the activity today is increasingly in connection with Homeland Security.”

Sq51.org/who_content.html

Disaster Communications Service:

“The DCS is a volunteer organization administered by the Sheriff’s department for LA County Board of Supervisors. The responsibility of DCS as authorized under County Ordinance is to provide volunteer disaster relief communication for the citizens of L.A. County. For example Amateur Radio Operators. It was first formed in 1951, and has continued in service ever since, participating in many County disasters – such as the Northridge Earthquake”.

Lacdes.org/history.htm

Emergency Volunteer Air Corps:

“EVAC in Santa Monica is comprised of both pilots and non-pilots who work together to assist the community in times of need. Their primary mission is to fly the City’s emergency personnel to SMO from airports surrounding the LA area. They also provide surveillance and Ham radio communication. In case of catastrophe, EVAC would have a radio station aloft, allowing communication of damages, road closure, and initial coordination of relief actions.”

EVAC Brochure *more information @ rol.murrow@wolf-aviation.org*

Standardized Emergency Management System:

“SEMS is the system required by Chapter 7 of Division 2 of the Government Code 8607. It was developed by the fire department to give them a common language when requesting personnel and equipment from other agencies, and to give them common tactics responding to emergencies. It minimizes the problem of duplication of activities, assigning each person a particular task and response effort.”

Standardized Emergency Management System Guidance for special Districts 1999

Community Emergency Response Team:

“The Community Emergency Response Team offers an all-risk, all-hazard training designed to help you protect yourself, your family, your neighbors and your neighborhood in an emergency situation. It is a positive and realistic approach to emergency and disaster situations where individuals may be on their own for many hours”.

Cert-la.com/what is cert.htm

Cardio Pulmonary Resuscitation and First Aid Classes:

“Thanks to Ms. Barker, the Barker Hanger is available at no charge for training classes in CPR. This hanger has many uses. It is owned by the Barker family although they do not own the land it is on. Barker Hanger is also available for free first aid instruction – particularly in the importance of creating an individual disaster kit – what is necessary, what to look for in an injured person, etc.”.

Earthquake Survival Booklet County of Los Angeles office of Emergency Management

Young Eagles:

“The Young Eagles Program has been developed to welcome young people into the world of aviation. Each child will experience a safe and enjoyable flight that will give new perspectives on the world and life in general. Participation in Young Eagles will help them understand that an individual’s potential is unlimited.”

Young Eagles- guidelines for participants and parents
(more information @ youngeagles.org)

Many of these activities (for example, drills and rescue simulations) require large areas in which to do their training. The airport offers such open spaces. A shut down of the near by freeways and/or PCH would cause many evacuation and rescue problems as demonstrated by the Northridge earthquake. Evacuations in dangerous areas, sea rescue, and unexpected consequences such as the failure of the Police Department building in the earthquake, simply reminds us of this danger. The Airport offers unique and vital services to the community in ways that the general public is often unaware of.

Basic Laws – Rules - Regulations Pertaining to SMO

The following Laws have pertinence to the structure and operation of the Santa Monica Airport:

- The Instrument of Transfer (dated August 10,1948) returned the Santa Monica Airport to the city at the end of World War II to be “used for public airport purposes for the use and benefit of the public.”
- The 1984 Agreement between the FAA and the City of Santa Monica which sets forth operational standards, a noise limit, departure curfew hours, aircraft tie down spaces, and residual land use.
- Jurisdiction over SMO is divided between Santa Monica City and the FAA. Generally FAA has jurisdiction in the air – the City on land, and over the facility itself
- Under the Airport Noise & Capacity Act of 1990 (ANCA) no airport can adopt new access restrictions, but since SMO had the 1984 Agreement in place, its noise restrictions and departure curfew hours were grandfathered in.
- Important lawsuits: (a) Nestle Case in 1967 brought forth by the airport neighbors, challenging aircraft noise, fumes and dust. This lawsuit set a precedent that allowed entities to sue on grounds of public nuisance. (b) Cole Case in 2001-2002. The Cole jury made nominal monetary settlements with three of the 19 plaintiffs regarding loss of property values due to environmental impacts (c) The Santa Monica Airport Association (SMAA) case filed in 1999 which came to trial in 2003 and is now on appeal.
- There is currently no Master Plan for the airport in place. A new park with playing fields and a dog park has been approved and the EIR is complete. The City is currently studying options for traffic circulation for the Santa Monica College Bundy Campus adjacent to the southeastern border of the airport property.

Consensus Questions:

This study focused on three aspects of the airport:

- A. The environmental impact
- B. The uses of residual/non-aviation land
- C. Security and Safety at the airport.

Should LVWSM Support Any/All of the following?

A Environmental Measures:

1. Maintain current curfew hours or their expansion after 2015
2. Maintain current noise level limit or its reduction after 2015
3. Continuation of staff education programs for pilot cooperation programs such as noise level reduction procedures
4. Strict enforcement of safety and environmental rules/regulations which are under the auspices of the City or Airport control.
5. Increased monitoring of emissions and research into aircraft emissions and their impacts

B. Residual/Non Aviation Land Use Measures

1. Use of available land to be used as park and recreation areas as much as possible, keeping public safety in mind
2. Continuation of programs aimed at public safety and education
3. Land use proposals should take into consideration the impact of traffic flow and parking availability
4. If, for whatever reason, the airport is ever closed, we recommend it revert to original purchase and intent, that it be parkland.

C. Safety and Security Measures

1. Support for City and FAA to aggressively pursue Safety Zone Implementation
2. Support for security measures such as the filing of flight plans, increase of tower operation hours and other precautions the airport personnel deem necessary to maintain a high level of both personal and aircraft security

Pros and Cons

The Airport Study Committee focused on the following three aspects:

- A. The environmental impact/measures of/at SMO
- B. The uses of residual/non-aviation land
- C. Security & Safety at SMO

Should LVWSM Support Any/All of the following?

A Environmental Measures:

1. Maintain current curfew hours or their expansion after 2015
2. Maintain current noise level limit or its reduction after 2015
3. Continuation of staff education programs for pilot cooperation programs such as noise level reduction procedures
4. Strict enforcement of safety and environmental rules/regulations which are under the auspices of the City or Airport control.
5. Increased monitoring of emissions and research into aircraft emissions and their impacts

PROS

- 1/2 Improves quality of life for residents in the neighborhood
Those residents in the flight path are benefited by the current weekend departure curfew between 11:00 p.m. and 8:00 a.m. and 11:00 p.m. week days. There is no existing landing curfew
3. Increases likelihood of pilots meeting noise standards
4. Improves quality of life for residents near the airport (such as air quality).
5. Factual data compilations leading to better decisions regarding emissions and their impact on SMO, the City and the neighbors.

CONS

1. Inconvenience and potential loss of legitimate income caused by a curfew for charter/fractional aircraft users
2. Certain aircraft cannot meet noise level laws and therefore may be fined or denied access to SMO
3. Cost
4. Pilot inconvenience and some expense to the airport fund
5.
 - a) Inconvenience to aircraft operators
 - b) Cost of SMO's staff time and cost of monitoring equipment
 - c) Resistance of Federal government to monitoring

Pros and Cons continued

B. Residual/Non Aviation Land Use Measures

1. Use of available land to be used as park and recreation areas as much as possible, keeping public safety in mind
2. Continuation of programs aimed at public safety and education
3. Land use proposals should take into consideration the impact of traffic flow and parking availability
4. If, for whatever reason, the airport is ever closed, we recommend it revert to original purchase and intent, that it be parkland.

PROS

1. More park space for public activities and youth programs
 - Encourages healthy life style
 - Relieves overuse of existing public facilities
2. SMO is a training site for unique educational programs, youth programs and city wide disaster drills by the police and fire departments
 - Encourages career exploration in the field of aviation
3. Minimize traffic impact on surrounding neighborhoods
4.
 - a) Small amount of existing parkland in Santa Monica
 - b) Allows for demonstrated needs for open space/playing fields

CONS

1.
 - a) Potential loss of income to airport fund
 - b) Health risk due to air quality
2. Maintenance costs for facilities
3. Inconvenient to airport facility users
4.
 - a) Land not available for income producing uses
 - b) Land not available for residential purposes

Pros and Cons continued

C. Safety and Security Measures

1. Support for City and FAA to aggressively pursue Safety Zone Implementation and Aircraft Conformance Program
2. Support for security measures such as the filing of flight plans, increase of tower operation hours and other precautions the airport personnel deem necessary to maintain a high level of both personal and aircraft security

PROS

1. Promote airport safety in respect to surrounding neighborhoods
2.
 - a) Increases safety and security of neighbors, aircraft, and occupants of aircraft
 - b) Provides information in emergency situations

CONS

1.
 - 1a) Current class C and D aircraft would no longer be able to use airport
 - 1b) Potential loss of business and income and puts additional limits on aircraft size that can use SMO.
2. Cost of implementation e.g. navigational recalibration devices, re-striping of runway, additional personnel and inconvenience of further regulations

Airport Study Report – 2005

Position approved by the Board

The updated position of the Santa Monica Airport is:

The League of Women Voters of Santa Monica urges the master planning of the entire airport area. Whether or not a master plan is implemented, the LWVSM urges support of the following:

a. Environmental Measures:

- 1. Maintain current curfew hours or their expansion after 2015*
- 2. Maintain noise level limit or its reduction after 2015*
- 3. Continuation and expansion of staff education programs for pilot programs such as noise level reduction procedures*
- 4. Strict enforcement of safety and environmental rules/regulations subject to periodic review*
- 5. Monitor emissions and noise, increase research into their impact and support steps to mitigate those impacts as they become known*

b. Residual/Non Aviation Land Use Measures

- 1. Continuation of programs aimed at public safety and education*
- 2. Land use proposals should take into consideration the impact of traffic and parking availability, impact of noise and emissions on land users*
- 3. If the airport is closed, we recommend primary consideration be given to the original intent, which is park land*

c. Safety and Security Measures

- 1. Active pursuit of Safety Zone Implementation and the Airport conformance Program*
- 2. Support for increased safety and appropriate security measures*

The current wording of the B2 consensus position as approved by the LWVSM Board is:

“Land use proposals should take into consideration the impact of traffic and parking availability, impact of noise and emissions on land users”

The proposed Board approved language to clarify this position is:

“Land use proposals should take into consideration the impacts of traffic, parking, noise, and emissions.”

GLOSSARY OF ACRONYMS

APU: Auxiliary Power Unit

AQMD: Air Quality Management District

ANCA: Airport Noise Capacity Act

CAA: Clean Air Act

CAEP: Committee on Aviation Environmental Protection. It is under the umbrella of the ICAO. (Look below for ICAO definition and role).

CAP: Civil Air Patrol

CCAA: California Clean Air Act

CERT: Community Emergency Response Team

CNEL: Cumulative Noise Exposure Level

CPR: Cardio Pulmonary Resuscitation

DCS: Disaster Communications Service

EAA: Experimental Aircraft Association

EDMS: Emissions and Dispersion Modeling System

Enterprise Fund: Revenue from the airport (i.e. leases, fuel flowage taxes, etc.) is put in an Enterprise Fund which is only used to fund Airport Operations (including salaries), improvements, studies, etc. No funds are exchanged with the City's General Fund. The City doesn't use the airport as an income generator. The goal is to break even.

EPA: Environmental Protection Agency

EVAC: Emergency Volunteer Air Corps

EVR: Visual Flight Rules

FAA: Federal Aviation Administration. It is also the representative of the USA in ICAO (look below for ICAO definition and role)

FBO: Fixed Based Operator

FP: Federal Pre-empt

GA: General Aviation

GAO: General Accounting Office

GAV: Ground Access Vehicles- passenger vehicles, buses, taxis, delivery and cargo vehicles, etc.

GSE: Ground Support Equipment-aircraft tugs, cargo loaders, baggage tractors, etc.

ICAO: International Civil Aviation Organization. A United Nations entity that has 108 members countries which have agreed to adopt through international treaty standards set by the ICAO.

IFR: Instrument Flight Rules

LAX: Los Angeles International Airport

NAAQS: National Ambient Air Quality Standards

PM: Particulate Matter

SAAQS: State Ambient Air Quality Standards

SCAQMD: Southern California Air Quality Management District

SCAG: Southern California Association of Governments

SEMS: Standardized Emergency Management System

SIP: State Implementation Plans

SMO: Santa Monica Airport (note the O instead of the A)

SNEL: Single Noise Exposure Level

TSA: Transportation Security Administration.

VFR: Visual Flight Rules

Sources

BROCHURES

From Barley Field to Commercial Success, A History of Santa Monica Airport 1917 –1977
Santa Monica Airport Association

Santa Monica Airport Operations and Noise Abatement Procedures “ Fly Neighborly Program”

INTERVIEWS

Interviews with Airport Personnel

Bob Trimborn, CAE, airport manager (2)

Rod Merl, Resource Management

Matt Majoli, airport operations/noise abatement supervisor

Marty Tachiki Deputy City Attorney

PUBLIC MEETINGS

Friends of Sunset Park Meeting with Matt Majoli

PUBLIC RECORDS/STAFF REORTS

Airport Staff Report “Airport Property Management Overview” February 23, 2004

Santa Monica Historical Museum

WEB SITES/INTERNET

Santa Monica Web site under “Current Park Projects”