

# **NOISE ELEMENT**

**LONG BEACH GENERAL PLAN  
CITY OF LONG BEACH  
PLANNING DEPARTMENT**

**March 25, 1975**



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This document is one of many which together comprise the new comprehensive General Plan for the City of Long Beach, California. It not only complies with California legislation regulating the preparation of official planning documents, but also is expanded beyond the legislation to meet the special needs of Long Beach.

The General Plan is subdivided into a number of different subjects, entitled "elements." Some elements are mandated by State law, while others are optional. The Long Beach General Plan will contain the following elements:

Open Space*	Circulation*
Conservation*	Population
Seismic Safety*	Environmental Management
Noise*	Coastline
Scenic Highways*	Urban Design
Public Safety*	Others, as determined
Housing*	during the course of
Land Use*	the program

Elements identified by a star (\*) are mandated by State law. All of the elements are intimately interrelated and, therefore, none should be viewed entirely alone without reference to other elements.

The elements will be prepared and issued sequentially, on a schedule determined by mandated deadlines, manpower availability, informational needs, and other variables.

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## FOREWORD

Urban noise is a phenomenon closely associated with human activity. Noise has many aspects ranging from a neighbor's party which has gone later than one might have liked, to a jet aircraft flying overhead. These being relatively common occurrences, city dwellers have become accustomed to a certain level of noise during the day and night. In most cases, this background noise (the "ambient") is generated by cars, trucks, buses, motorcycles, and aircraft. It is the absence of this noise that separates most distinctly the tranquility of the country from the rumble of the city. Current and future technology will probably not make it possible to significantly reduce the city's rumble. This is a fact which must be acknowledged at the outset of a study such as this.

Urban noise results from human activity. We who dwell in cities have acknowledged that we are trading country-like tranquility for some of the advantages of urban life, for example, better transportation opportunities. This is not to say that nothing can be done to improve the current situation: *the thrust of this report is that many things can be done to control noise.*

Enforcement measures suggested herein as possible methods for controlling noise must be viewed in the context of their dependence on citizen cooperation. Just as it is impossible to apprehend all speeders on all streets and freeways, so it is and will continue to be impossible to stop all adverse noise conditions. Objectionable noise intrusions will occur as long as there are individuals who, out of lack

of concern for their neighbors or for the environment, will disregard present and future ordinances.

As the reader will see, large scale and repetitious noise intrusions (such as from freeways, aircraft, and industry) are subject to control and are easier to monitor than individual occurrences. It is toward control of these former noise sources that this document is directed.

The underlying philosophy of this element is that no significant increase in the ambient noise levels existing in Long Beach should be permitted; and that efforts should be continued to effect measures which will reduce or minimize existing noise levels. This, we believe, is the line of defense which must be held if we are to be spared the cacophony too often associated with modern technology and with our increasingly liberated and sensate lifestyle.

We recognize that the adoption of this element is only the beginning of an effort to control noise in Long Beach; constant attention must be directed to the problem to assure the level of control necessary for maintenance of a peaceful environment.

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## I. INTRODUCTION

The Noise Element is part of the new General Plan for the City of Long Beach. The Element is comprehensive, generalized, and long range. Where State guidelines require it to be so and technical data were available or developed, it is detailed and site specific. It is closely related to other Elements of the General Plan, particularly Circulation, Land Use and Housing. It is, therefore, subject to amendment upon completion of these and other elements.

The preparation and adoption of the Noise Element is mandated by State law, and it has been completed in response to that mandate. The law (see Appendix A) requires that the Noise Element include analysis of noise generated by highways and freeways, rapid transit systems, airport ground facilities and air operations. This document has been expanded to include other obtrusive noise sources in Long Beach.

The Noise Element serves as a comprehensive program for noise control and abatement in Long Beach and includes an action program consisting of various measures which the City may implement in pursuing its noise control plan. It establishes noise control goals and policies, inventories existing noise sources and levels, identifies potential problem areas, and suggests the outlines of an ordinance for the control and abatement of noise. The element is intended to be an official guide to City agencies and concerned citizens in their efforts to achieve a more amiable environment for both residents of, and visitors to, Long Beach. The element also serves as a guide for the

assessment of environmental impact reports (EIR's) prepared in association with proposed new projects. In order to understand the problems created by noise in the City, a categorization of primary noise sources was designed. Actions necessary in each case to control, abate and reduce noise were developed. The narrative discusses in depth each of four main categories: transportation, industrial, construction, and population noise.

Transportation noise is difficult to abate locally due to pre-emption of regulatory powers by higher levels of government. However, identification of major circulation patterns and their spatial inter-relationships will enable some re-arrangement of existing traffic flow and thus a reduction of noise.

Other control measures are also discussed. In the area of industry, Federal studies are being conducted to produce general regulations concerning noise.

Future regulations should consider the implications of technological advancement and development of equipment that will emit less noise. Although some industrial enclaves in the City are established, it is hoped that future site selection will result in realignment of land uses to help mitigate the problem of adjacent incompatible uses where industries exist individually rather than in enclaves.

Within the construction industry it will be necessary to balance the positive aspects of development against the noise resulting from its activities. Timetables can be developed to mitigate the effects of concentrated construction activity over a long period of time. The most modern equipment and sound barrier technology ought to be employed to reduce noise levels.

Population noise is a result of a variety of human activities. The high level of urbanization within the City and the lack of natural barriers (hills, etc.) to serve as buffers between incompatible land uses magnifies the problem. Affluence results in an accelerated ownership and use of noise appliances and recreational vehicles, perhaps the major sources of noise within this category. In this area, strict measures will be the most effective means for the reduction of noise.

The effectiveness of a noise control program is to a large extent based on the adoption and enforcement of a comprehensive noise ordinance and on citizen cooperation. In recognizing that fact, a model noise ordinance is included as Appendix E; likewise the effectiveness of a Noise Ordinance depends upon the work of a specialized team of technicians equipped with modern instruments and enforcement authority.

The Noise Element recommends a series of actions and policies for the control and reduction of noise. The narrative relating to each of these contains proposals for the abatement of noise and for the enhancement of the environment. These proposals are described in detail in the implementation strategies chapter of this element.

The City of Long Beach has a vital stake in preserving and improving conditions where possible. The goals and objectives related to noise control which currently reflect City policy and the citizen's desires indicate a strong thrust toward the preservation of quiet neighborhoods and the abatement and control of noise throughout the remainder of Long Beach.

It is recommended, therefore, that the Long Beach Planning Commission and the Long Beach City Council utilize the planning principles set forth in the Noise Element as

guides and references for future decisions related to the preservation and improvement of quietness in the City.

## II. GOALS PROGRAM

### Citizen Participation Program

#### Introduction

Coinciding with the development of the Noise Element, a multi-phase citizen participation program was undertaken. Initial contact was made with City departments and public and private institutions considered to be noise generators or receivers of unwanted noise. A brief explanation of the element was mailed and a series of questions were asked of the participants in an attempt to determine their level of involvement in noise-related matters. The answers supplied showed a wide range of relevancy and involvement. They also helped to identify major problem areas and opportunities within the jurisdiction of the participant's organization. These opportunities and problem areas might not have otherwise been so readily identified.

#### Goals Program

A categorized draft of tentative goals and objectives was then mailed to the participants to obtain their responses and reactions in the form of additional goals. This step made the program more comprehensive, and afforded an added opportunity for a wide range of participation. Over 82 agencies and organizations were brought into the goals program in this manner.

#### Field Survey

The Long Beach City Planning Department conducted a survey of residents adjacent to a sound barrier wall erected

by the California Department of Transportation between the Long Beach Freeway and White Avenue in Long Beach. The primary purpose of the field investigation was to determine noise conditions before and after the erection of the wall. A stamped, self-addressed questionnaire was mailed to a group of randomly selected residents (see Appendix B), and the results were computed and are shown in Tables 13, 14, and 15. The most significant result of the inquiry was that 87 per cent of the respondents noticed a significant reduction in freeway noise after the erection of the sound barrier wall.

#### Public Opinion Survey

A public opinion survey was made as a part of the General Plan Program and information was gathered from 602 "in home" interviews with a representative cross-section of adults residing in the City (See Goals Element of the General Plan). The interviewing was completed during the period January 12 to January 20, 1974.

The interviews were conducted by 35 OPINION RESEARCH OF CALIFORNIA Interviewers. The questionnaire administered included several noise-related questions (see Appendix C for details and results). The general subject of this survey was the attitudes of Long Beach residents toward the City's future development.

After analyzing and integrating most of the suggestions made during all the phases of the program, a copy of relevant sections of the first draft of the Noise Element was mailed to all previous participants; this gave every contributor the opportunity to preview the element and to suggest final changes. The conclusive step is public meetings where the general public at large has an opportunity to voice their reactions to the content of the element.

### The Nature of Noise Goals

Ideally, public noise control policy should reflect the high regard that the citizenry has for quietness. This is difficult in practice because noise monitoring in Long Beach is done primarily in answer to specific complaints and because there is no comprehensive noise ordinance. City-wide noise problems are not easily recognized because what is noise to one person may very well be an acceptable sound to another. Further, acoustics is a highly technical subject which is difficult to describe to the layman and oftentimes subjective in nature. Basically, reactions to noise are physically, culturally, and emotionally generated group responses related to modes of behavior and life-styles. These group responses differentiate between what is considered acceptable sound and intolerable noise. The difference between these group responses evolves for each of the groups from actions relevant to their mores and sensitivities.

In addition, there are many competing institutions trying to achieve different goals in the context of the same environment. The community of older retired people is striving for a quiet, subdued lifestyle; the younger, active population seeks the excitement of boat racing, parties and indoor-outdoor socializing; yet another group, namely the industrialist, merchant, and developer, searches for an environment that facilitates production, trade, and growth. Noise control goals have, therefore, developed from a complex cross-section of the City and are often found to be in conflict with each other.

It seems rational, then, that a unifying, all inclusive set of goals should be developed that will be acceptable to the greater number of people and that would achieve improvement of the living environment and continued economic progress.

### Noise Goals and Public Policy

One significant utility of a comprehensive set of goals is that it serves to structure public policy. The sets of goals contained in this document have been developed through the citizen participation program and reflect the desires and aspirations of a broad sampling of the population. Here, the goals have been categorized to obtain a more concrete dimension of the problem of noise pollution. These categorized sets of goals serve to narrow down the scope of recommendations and conclusions reached during the composition of this document. It should be noted that some of the noise control goals included represent extremely high levels of aspirations, in practice probably unattainable because population density and urbanization as they exist in Long Beach will deter their attainment.

Goals are frequently expressed here in terms of a desired direction ("to improve the quietness of the indoor noise level of homes and apartments") instead of a particular result ("to soundproof every dwelling in Long Beach").

The next step is the achievement strategy which defines classifications of actions the City can take to progress toward the goals. In this element, the strategy is presented in a set of recommendations. Finally, there is the objective which selects a specific area of accomplishable City actions, such as the reduction of noise emanating from City-owned equipment.

Noise reduction actions designed to provide progress towards one goal often result in progress toward others; for example, enforcement of state vehicular noise limits laws can reduce the outdoor ambient noise level and in turn improve or preserve the indoor quietness of homes.

Unfortunately, other goals are negatively interrelated, so that movement towards one goal could delay, prevent or

even reverse progress towards others: for instance, to reduce automobile generated noise, more intensive and extensive routes of buses may be introduced to encourage ridership and this in turn may have both a positive and a negative effect: positive because the overall number of vehicles would be reduced and thus the level of ambient noise; negative because each individual bus (unless electrically powered) will generate higher noise level peaks than a car, resulting in intermittent louder events separated by somewhat quieter periods. For these reasons, compromises in the achievement of all goals must often be made, and a careful weighting of priorities must be undertaken. A conflictive form of negative relationships is that between noise goals whose achievement require the expenditure of public funds, and goals that strive for lower taxes. A similar goal conflict has already been referred to above: the public's demand for a quiet environment and the need to continue economic development through noise-generating activities.

#### Source of Goals

A wide range of sources were used to develop the noise goals included in this document. The Citizen Participation Program section of this element explains in detail the chronology of noise goals development. These sources included Planning Department direct mail contacts; surveys related to the construction of sound barrier walls; a public opinion survey of the citizenry at large; other expressions of public noise goals; other adopted elements of the new General Plan (Open Space and Conservation); the Introduction to the New General Plan; the 1961 General Plan; the 1972 Mayor's Conference on Community Affairs; City Planning Task Force Report; the Long Beach Municipal Code; and comments

received from citizens during the preparation of this element and during several public meetings held throughout Long Beach in 1974-1975.

#### General Noise Goals for Long Beach

These goals can be summarized in one statement: the City desires to attain a healthier and quieter environment for all its citizens while maintaining a reasonable level of economic progress and development. Other goals are:

1. To improve and preserve the unique and fine qualities of Long Beach and eliminate undesirable or harmful elements [General Plan, 1961].
2. To develop a well balanced community offering planned and protected residential districts . . . , well distributed commercial districts, planned and restricted industrial districts, and a coordinated circulation system for fast, safe, and efficient movement of people and commodities. [General Plan, 1961].
3. To improve the urban environment in order to make Long Beach a more pleasant place to live, work, play and raise a family. [Civic Beautification Program Application, 1967].
4. To establish noise policy guidelines and promote noise abatement action programs.
5. To develop specific neighborhood noise plans with the participation of resident citizen groups.

#### Goals Related to Land Use Planning

The broad goals which express the aspirations of the City under the above heading are to protect and preserve

both the property rights of owners and the right to quietness of the citizenry at large. Some strategies to achieve this goal include:

1. Provide the City with limited maximum noise levels by judicious land use planning policies.
2. Develop standards for local fixed point<sup>1</sup> noise sources.
3. Set measurable goals for the reduction of noise in problem areas.
4. Propose land uses or activities that would act as buffer zones between incompatible land uses.
5. Consider existing ambient noise levels before establishing specific permitted levels of sound.
6. Locate and mitigate noise impacts from highways and freeways on residential land uses and institutional, recreational and school facilities.
7. Identify and anticipate existing or proposed land uses that cause (directly or indirectly) noise-generating activities.
8. Promote the health and well being of the people of Long Beach by adopting standards for the proper balance, relationship, and distribution of the various types of land uses . . . [General Plan, 1961].
9. Protect business and industrial areas against intrusions of non-business or non-industrial land uses which are highly sensitive to noise.

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<sup>1</sup>Stationary.

Goals Related to the Noise Environment

These can be summarized in one statement: *to make the City a quieter, more pleasant place in which to live.* The following are possible strategies for goal achievement:

1. To prevent the loss of relatively quiet areas of Long Beach by regulating potential noise sources.
2. To encourage citizen participation in the identification of noise sources and in the maintenance and preservation of relatively quiet areas of the City.
3. To foster and promote the cooperation of private organizations and public agencies to upgrade the level of community serenity.
4. To apply zoning, noise ordinance and other legislation to prevent an increase of noise levels and occurrences.
5. To enact a strong anti-noise ordinance [1972 Mayor's Conference Goal #13], including limits on transportation, industrial, construction and population noise.
6. To describe the noise problems areas which are within local control [1972 Mayor's Conference, p. 55].
7. To continue to take restorative measures to remedy and reduce high noise areas within the City.

Goals Related to Transportation Noise

The City's transportation noise reduction goal is to diminish the transportation roar that impacts on the population. Because of State and Federal pre-emption, no one

single action that the City may take can accomplish this, but in moving toward that goal some improvements will occur by:

1. Recommending a plan for compatible land uses for those portions of Long Beach within transportation noise zones.
2. Discouraging within transportation noise zones the development of noise sensitive uses that cannot be sufficiently insulated against externally generated noise at reasonable cost.
3. Developing a long range re-allocation of noise sensitive land uses away from transportation noise impact areas.
4. Providing standards and criteria for noise emissions from transportation facilities.
5. Cooperating with the State and the Long Beach Unified School District in the reduction of traffic noise around school grounds.
6. Reducing the level of noise exposure to the population caused by railroad operations within the City and in problem areas not pre-empted by State and Federal law.
7. Reducing the level of noise exposure from boating activities to shoreline residents in problem areas not pre-empted by State or Federal law.
8. Reducing the level of noise exposure from surface transportation in problem areas not pre-empted by State or Federal law.

9. Reducing the level of noise exposure from air operations and aircraft ground maintenance in problem areas not pre-empted by State and Federal law.

#### Goals Related to Construction and Industrial Noise

These goals can be explained by stating what is already adopted City policy in the area of construction and industrial noise. The overall goal of the City is to respond to demands for a reasonably quiet environment which is compatible with both existing ambient noise levels and continuing building and industrial development. More categorized goals are:

1. To reduce the level of noise exposure to the population caused by demolition and construction activities.
2. To reduce the level of outdoor noise exposure to the population generated by industries.

#### Goals Related to Population and Housing Noise

The population noise goals of Long Beach can be summarized in one statement that delineates two problem areas. That statement is that the City desires to reduce both noise exposure to the population and noise level outputs generated by the population. Strategic proposals are:

1. To reduce the level of outdoor noise exposure the population is subjected to.
2. To achieve greater indoor quietness in multiple dwelling residential buildings.
3. To reduce the level of noise generated by the population into the environment of the City.

4. To reduce the level of noise generated by household appliances by advising the citizenry of reasonable appliance noise level outputs.
5. To stimulate the redevelopment or refurbishment of blighted housing to create quieter neighborhoods and better soundproofed dwellings.
6. To require better sound deadening design on new housing units where acoustical problems could develop.
7. To reduce the level of incoming and outgoing noise into and from residential dwellings within the City.
8. To provide criteria and standards for building construction materials intended to reduce noise levels inside homes.
9. To facilitate wherever feasible, noise standards that shall be employed in a manner consistent with proposed land uses, population densities and building types.

Goals Related to Public Health and Safety

An overall statement that expresses the City's concern with health can only be approximated. It is the attainment of the lowest possible level of harmful effects of noise on the people by the implementation of information, monitoring and advisory programs. More specific concerns are:

1. To inform citizens of real and potential noise hazards, both physical (to the hearing system) and psychological, (to the nervous system).

2. To regulate and control noise which is injurious to health or psychological well-being.
3. To continue to reduce excessive traffic noise in problem areas by the construction of sound barriers, further synchronization of traffic lights, and posting of "Quiet Zone" signs around hospitals and other highly noise sensitive land uses.
4. To establish special control areas to protect noise sensitive land uses such as hospitals, schools, recreational and institutional facilities from encroachment by noise-producing land uses.
5. To continue to adhere to the principles and policies of the Federal Occupational Safety and Health Act and the California - OSHA Act.
6. To monitor and answer complaints in noise-related problem area.
7. To advise citizens on noise-related problems, complaints and to suggest solutions on an individual basis.

#### Goals Related to Other General Plan Elements

The elements of the Long Beach General Plan are all, to some degree, related and interdependent, since together they provide the policy framework to direct development needed to serve the citizens and their activities within the City. The Noise Element is related most closely to the Circulation, Land Use and Housing Elements.

Because of the special nature of noise, it is important that the Noise Element be viewed in conjunction with other elements of the General Plan.

Noise is propagated at different intensities throughout the entire City. Noise is generated from certain land uses and can impact all other adjacent land uses. Noise can prohibit or blight certain land uses. Therefore, coordinating the goals of the Noise Element with goals from other elements of the General Plan is rational in order to develop a consistent plan which will provide guidelines and criteria for an environmentally sound and economically progressive future.

Elements which may impact on the Noise Element goals and programs are cited below, together with an example of the type of noise-related information which could result from each:

Seismic Safety Element. To recognize that areas designated most suitable to remain open owing to some geologic hazard offer noise-attenuating potential.

Public Safety Element. To shield residential land uses from industries and transportation routes which may pose a safety or noise hazard.

Scenic Highways Element. To consider open areas designated to preserve vistas as linear open spaces that may potentially separate incompatible land uses.

Conservation Element. The protection and conservation of natural resources as stated in that element afford an opportunity to mitigate noise at the macro scale. The preservation of the Los Angeles and San Gabriel Rivers flood control channels will continue to provide east and west buffer zones against noise generated in and out of the City.

Circulation Element. Achievement of the goals contained in the Circulation Element will no doubt have an

impact of traffic-generated noise and on the achievement of Noise Element goals. The potential for noise reduction of alternate transportation modes and circulation routes will be most complementary to the goals stated in this document.

Open Space Element. Achievement of many goals of the Open Space Element may be significant to the Noise Element goals because large open areas act as noise attenuators.

Population Element. Some of the goals contained in the Population Element run parallel to Noise Element goals concerning population noise. More specifically, that an unchecked population growth policy will have a detrimental effect on the noise environment simply because: "More people generate more noise."

Environmental Management Element. The goals of this element will be very closely knitted to the Noise Element. The primary purpose of the Environmental Management Element is to serve as basis for the conservation and management of the environment, thus the goals outlined therein are in complete accord with the goals of this Noise Element.

Recreation Element. The preservation of noise-sensitive recreational land uses is a common goal of the two elements: Recreation and Noise.

Shoreline Element. An important goal within the Shoreline Element is to de-emphasize the use of motor vehicles along the coastline. The accomplishment of this goal will undoubtedly complement the transportation noise reduction goals stated in the Noise Element.

Housing Element. Focusing on the housing status of the City will explore potential rehabilitative areas and better dwelling sound transmission control.

Land Use Element. To develop a conciliatory model of incompatible land utilizations.



### III. THE NATURE OF SOUND<sup>1</sup>

#### Introduction

This technical section summarizes the data collected during the course of conducting the research, analytical studies based on these data, and the resulting interpretations and recommendations.

Demands for an environment which is compatible with both acceptable living standards and for the assessment and control of noise in Long Beach continue to increase. A systematic method for evaluating the community noise environment is included in this discussion. The following items are the major components of this noise analysis:

- ° Categorization of major noise sources in Long Beach and description of the noise environment from noise measurement data.
- ° Verification of noise levels through measurements at selected locations.
- ° Assessment of the effect of Federal and State noise legislation on noise abatement and control in Long Beach.
- ° Provision of guidelines for noise criteria for various land uses and human activities in Long Beach.
- ° Development of noise legislation guidelines for the City.

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<sup>1</sup>Prepared by J. H. Wiggins Company. Edited and supplemented by City Planning Department Staff.

The traditional approach to community noise analysis relies most heavily on noise survey data. Some field measurement data is essential in any community noise evaluation. However, in order to arrive at useful planning procedures, it is not sufficient to only measure noise levels at representative stations throughout the community and assume that these levels represent limits for future legislation. A more analytical approach is required to establish factors such as statistical distribution through the day, long-term variability, potential for control through technological innovation, etc. This report summarizes the basic analytical approach.

The organization of methodology for deriving a technical basis for the Noise Element is described in the following sections. These items represent the salient issues which appear to be most directly related to effective planning in Long Beach. In the course of this presentation, descriptive terms related to the measurement and analysis of noise levels in the City will be employed. These terms are defined in the glossary section with references to appropriate technical documentation.

#### Policy Guidelines

The City wishes to limit the intrusion of noise into human activities in the community. Protecting the health and welfare of residents, workers and visitors with respect to high level noise exposure is, of course, a high priority issue.

Beyond this, the amenities of maintaining relatively quiet neighborhoods within the City have a wide appeal. Unfortunately, many communities have, in the past, subverted rational objectives of some vested interests in an attempt to achieve a maximum degree of noise control. This has

brought about conflict between legitimate noise producing interests and those advocating immediate adoption of restrictive noise criteria. As a result, some form of transitional policy should be articulated as a bridge to longer range noise control regulations. (See Appendix D).

The concept of such transitional noise control policies embodies a phased reduction of noise sources characteristics within the limits of available technology and rational economic constraints. Virtually all noise producing activities in the City represent examples of the need for a transitional program for noise control. Roadways, industry and commercial activities have developed and expanded in Long Beach to the point that excessive land areas are currently subjected to undesirable noise exposures. Adoption of strict guidelines for noise environments applicable to new construction and redevelopment would produce an immediate and clear conflict in this area. Accordingly, it is recommended that the City adopt noise control legislation which attempts to reconcile the requirements for a noise environment acceptable to the general population and the need to maintain economic stability.

#### The Nature of Sound

Sound is a rapid, small-scale fluctuation of the instantaneous air pressure usually following a repetitive pattern. This disturbance may be initiated by a vibrating solid object, such as a loudspeaker diaphragm, or by turbulent airflow, such as that from a whistle or the wake of a jet engine. In every case, the sound wave radiates away from the source with a constant speed that depends mostly on the air temperature. Sound travels approximately 740 mph at sea level, in air having a temperature of 32°F.<sup>2</sup>

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<sup>2</sup>Encyclopedia Americana: New York, New York, Americana Corporation, 1974, Volume 25, p. 240.

### Sound Level

The physical measure of sound corresponding to the subjective loudness heard by a listener is the sound level, measured in decibels (dB). It depends on the strength of the pressure fluctuations around the static pressure. It is measured with a sound-level meter, including a microphone, to convert the sound pressure into an electrical voltage, amplifiers and a meter to display the magnitude of the voltage. This device is calibrated so that a given voltage read on the meter always corresponds to the same sound level. The meter is marked to read the sound level directly in decibels.

### Frequency

The physical measure corresponding to the subjective aspect of pitch is the frequency of the sound, that is, the rapidity of the repetitive pressure fluctuations, as expressed in the number of cycles completed per second. The recently adopted international standard unit of frequency, corresponding to cycles per second (cps), is the hertz, abbreviated Hz. A frequency of about 260 Hz corresponds to middle C on the piano keyboard. A healthy young ear can hear sounds with a range of frequencies from about 16 to 20,000 Hz. As people get older, however, the acuity, or hearing for higher frequencies gradually diminishes, so that it is not uncommon for a 50 year-old man to be unable to hear sound with frequencies above 8000 Hz.

### Frequency Analysis

Most noises are made up of a mixture of components having different frequencies: the sound of a diesel tractor/trailer at high speed on the freeway combines the high-pitched whine of the tires and the low-pitched roar of the engine.

and exhaust, both of which the ear readily distinguishes. A landing jet aircraft has a clearly distinguishable whine from the compressor mixed with the roar of the engine exhaust. Depending on how the components of a noise are distributed in frequency, a subjective judgement of quality is obtained. Consequently, it is important to have an objective measure of the frequency distribution.

Such a frequency analysis is obtained by means of a set of filters, tuned to different parts of the frequency range; these are electrical circuits, each of which eliminates all the noise components except those in a more-or-less narrow band of frequencies, so that a meter reading of the sound level in only that one band can be made. Subsequently, readings are made for all the other frequency bands. The end result is that the frequency distribution of the noise is described in terms of a set of "partial" sound-levels in contiguous frequency-bands covering the entire audible range. Usually this set of numbers is plotted on a graph to show an analysis of the noise depending on the bandwidth of the filters.

In order to evaluate the response of human observers to noise, a specific method of frequency-intensity analysis is widely used. This is the so-called A-weighted Sound Pressure Level specified in A-weighted decibels (dBA). This is a single number direct measurement of sound pressure which is weighted or filtered to approximate the response of the human ear. These dBA values have been used extensively in the measurement of intrusive noise and in assessing noise acceptability criteria for a variety of human activities. It is this measure which is recommended to be used in noise elements by the Government Code of the State of California.

### Public Health Significance of Noise<sup>3</sup>

This section contains basic data inputs contributed by the staff of the Environmental Health Division of the Long Beach City Health Department.

A multitude of adverse effects are caused by noise. There are however, only three categories of adverse relationships in which the cause/effect correlation are adequately known and can be justifiably used to identify maximum tolerable noise levels to protect the public's health and welfare. These are: 1) the effect of noise on hearing; 2) the effect of noise on the general mental state as evidenced by annoyance; and 3) the interference of noise with specific activities.<sup>4</sup>

Since a causal link between City noise and extra auditory disease has not been established, related Noise Element objectives are based on the assumption that protection against noise-induced hearing loss is sufficient for defense against extra-auditory effects.

The physiological changes in hearing acuity from excessive noise exposure are well known.<sup>5</sup> By an insidious process, the hair cells in the Organ of Corti<sup>6</sup> are damaged.

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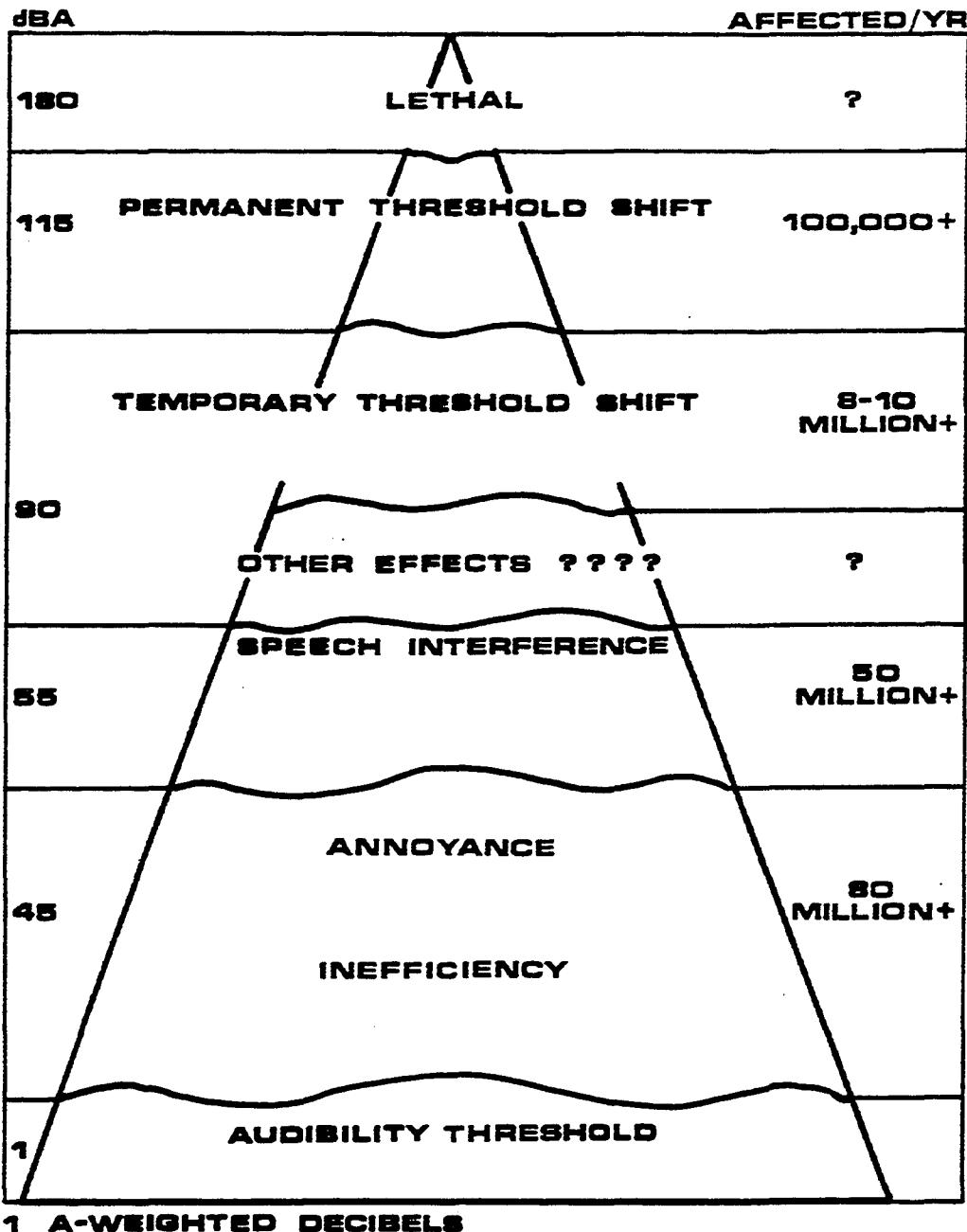
<sup>3</sup>Health, defined by the United Nations, is not merely the absence of disease but also a measure of physical, emotional and social well-being. The First Ten Years of the World Health Organization, (Geneva, World Health Organization, 1958).

<sup>4</sup>U.S. Office of Noise Abatement and Control. Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety. Arlington, Virginia, U.S. Environmental Protection Agency, March, 1974, pp. 3, 29.

<sup>5</sup>(See figure 1), "Noise Levels and the Number of Americans Affected Per Year."

<sup>6</sup>See Glossary of Terms for a complete definition of all medical terms.

FIGURE 1  
**NOISE LEVELS<sup>1</sup>**  
**AND NUMBER OF AMERICANS AFFECTED PER YEAR**



Source: Sound and Vibration Magazine,  
May 1973, p. 10.

Note: Approximately 20,000,000 of us have a measurable hearing impairment.

Loud noises "shock" these hair cells causing temporary threshold shifts. Continued exposure can permanently damage these structures resulting in permanent hearing loss.

Noise-induced hearing loss is found mainly in the occupational environment.<sup>7</sup> The government has established allowable exposure limits, ranging from an 8-hour exposure to 90 dBA over a working lifetime, to 115 dBA for one-quarter of an hour exposure, to protect the American worker. The dBA weighting is specified because it is this setting on a sound level meter that most closely approximates the human ear's response to noise.

Recent research has revealed astounding neural-hormonal changes when people are exposed to sudden bursts of sound. In controlled experiments, sound levels from 75 dBA and above caused "stress reactions" among the patients, such as increases in epinephrine levels, vasoconstriction of arterioles, alteration in salivation, increased heart rate and blood pressure, etc.<sup>8</sup> These physiological changes returned to "normal" pre-noise parameters when the subjects were moved from the noise source. The public health significance is that repetitive exposure to sudden, startling noises may lead to organic disease, such as cardiovascular and gastrointestinal disorders. The list of sound sources capable of triggering such "shock" reactions at a sound pressure level of 75 dBA is alarming; automobile horns; household and gardening appliances; ambulance sirens and many more.<sup>9</sup>

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<sup>7</sup> Glorig, Aram. Non-Auditory Health Effects, "Proceedings of the Sixth Congress on Environmental Health, Chicago (American Medical Association), April 1969, p. 4.

<sup>8</sup> See Figure 2, "How Noise Affects the Human Pulse Rate."

<sup>9</sup> See Table 1, "Automotive, Train and Aircraft Noise Levels."

## HOW NOISE AFFECTS THE HUMAN PULSE AMPLITUDE

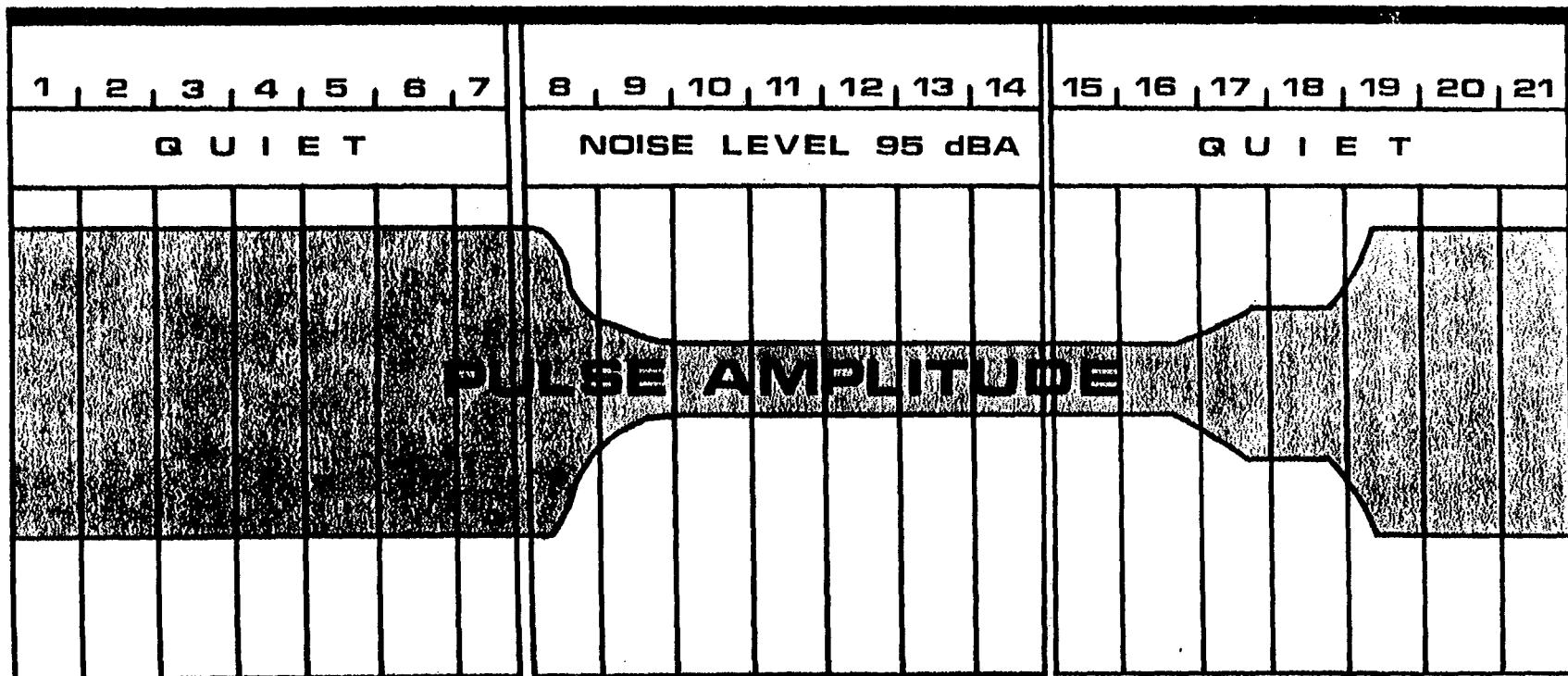


FIGURE 2

Pulse Amplitude - is a display of the strength of the human pulse. This chart shows the steadiness of the amplitude during the quiet period (1-7). Shortly after meaningless noise is introduced (8-10), the amplitude falls rapidly (10-14) illustrating constriction of small blood vessels and arterioles. After the noise ceases, there is a delay in the recovery of the pulse. Then stabilization of the amplitude returns to pre-noise levels (19-21).

Source: Jensen G. Noise Effects During Physical Work. C. Angew. International Journal of Physiology, Number 20, pp. 233-239, 1964.

**TABLE 1**  
**REPRESENTATIVE AUTOMOTIVE, TRAIN, AND**  
**AIRCRAFT NOISE LEVELS**

Source	dBA
Light Automobile Traffic	55
Auto Horn (3 feet)	115
Heavy City Traffic	100
Freeway Traffic (50 feet)	70
Freight Train (50 feet)	90
Train Whistle (500 feet)	90
Jet Take-off (200 feet)	155
Jet Take-off (2000 feet)	120

Note: It is important to notice that these are representative levels. Varying conditions and type of equipment may cause deviations from these levels.

Source: Sperry Technology Magazine, Sperry Rand Corporation, Volume 1, Number 4, December 1973.

In addition to the physiological effects, there are psychological effects of noise on humans. Noise has been cited as contributing to familial conflicts, neighborhood feuds, sleepless nights, speech interference, and decreased work productivity and quality.<sup>10</sup> Because not all people respond the same to one type of noise, psychological effects depend largely on how sensitive people are. For example, it is documented that more than 45 dBA at night disturbs a significant proportion of the population (33%), either by interfering with dream patterns or altering the brainwave patterns. This figure represents a norm, because some individuals are adversely affected at lower sound levels. Noise, especially of a screeching nature such as a descending jetliner, may create a fear syndrome.<sup>12</sup> The sound of the jet engines projects into the minds of some people that the plane may crash. Noise interferes with rest and relaxation, either indoors or outdoors.

Noise poses a serious public health concern, and steps should be initiated to modify existing ambient noise levels for the health and welfare of all concerned.<sup>13</sup>

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<sup>10</sup>Ward, W. Dixon; Fricks, James E. (Editors), Noise As A Public Health Hazard, Proceedings of the Conference, June 13-14, 1968, Washington (American Speech and Hearing Association), February 1969.

<sup>11</sup>Lukas, Jerome S., The Effects of Simulated Sonic Booms and Jet Flyover Noise on Human Sleep, Proceedings of the Sixth Congress on Environmental Health, Chicago (American Medical Association), April 1969.

<sup>12</sup>Kryter, Karl D., Psychological Reactions to Aircraft Noise, Science, Vol. 151, 18 March 1966, pp. 1346-1356.

<sup>13</sup>Staff recommendation of the Long Beach City Health Department.



#### IV. EXISTING NOISE ENVIRONMENT IN LONG BEACH

##### Categories of Major Sources of Noise

The initial step in the community noise analysis is to identify major noise source categories and graphically display the mechanism of sound propagation away from these sources relative to land uses throughout the community. A systematic division of noise sources may then be used as a starting point for incorporating community planning data in the noise analysis procedure.

Transportation Noise. This category includes all land, sea, and air transportation systems. This is a particularly difficult noise source to control because of Federal and State pre-emption of regulatory powers. Also because existing roadway network represent the most extensive source of noise in Long Beach. See Table 2.

The most useful approach to control on a local level is to identify major transportation routes, compute noise exposure characteristics for current and projected conditions and introduce technical and legislative controls where indicated.

Aircraft noise may be specified in terms of both composite and single event values. The former is often required by Federal or State regulation and may utilize any one of several composite rating schemes. These composite ratings are an attempt to sum the effects of multiple flights during the day to obtain a value representing community response to the exposures. These composite descriptions provide general guidelines as to the extent of noise exposure from aircraft operations. The single event values are average noise exposure levels for specific aircraft types on an individual

TABLE 2  
ROADWAY OWNERSHIP IN LONG BEACH

	Local Streets	551.30
City	Arterial Streets	187.60
	Other Roadways	<u>59.40</u>
	Total City Owned Roadways	798.30 Miles
	Norwalk Boulevard	0.50
	Carson Street (East of Lakewood Boulevard)	3.00
State	Lakewood Boulevard	6.50
	7th Street (East of Pacific Coast Highway)	1.50
	Pacific Coast Highway	<u>9.00</u>
	Total State Owned Highways	20.50 Miles
	Long Beach Freeway (7)	8.75
State Freeways	Artesia Freeway (91)	3.50
	Terminal Island Freeway	<u>1.25</u>
	Total State Owned Freeways	13.50 Miles
Inter State Freeways	San Diego Freeway (405)	9.00
	San Gabriel Freeway (605)	<u>1.75</u>
	Total Inter State Freeways	10.75 Miles
	Total State Roadway Miles in Long Beach	44.75
	Total City-Owned Roadway Miles	<u>798.30</u>
	Total Roadway Miles in Long Beach (State and City)	843.05

Source: Long Beach City Traffic Engineering Department

takeoff or landing. Single event values are useful in assessing the potential for speech interference or sleep arousal at specific locations.

Surface vehicle (automobile, truck, train or rapid transit system) noise levels are predicted from computer simulation models and verified through on-site measurement. A-weighted Sound Pressure Levels are employed as descriptive units with dBA values computed and evaluated with respect to land uses in Long Beach. Deviations from predicted noise levels attributable to local terrain or structure shielding can be incorporated in simulation models where such barriers have been identified. This also provides a method for estimating noise reduction which might be achieved through the introduction of barriers adjacent to surface transportation routes or through alternative route selection. This report does not make use of such a variation to these simulation models since projected noise levels were based on generalized roadway conditions and assumed no barriers to sound propagation. These models are more appropriately used in situations where specific localized, conditions are defined, i.e., noise exposures for a specific site.

Industrial Noise. Established industrial sites in Long Beach may represent significant sources of intrusive noise. In addition, selection of locations for new industry must realistically incorporate noise characteristics among the factors relating to operation of the facility. Noise measurements were conducted to establish the prevailing ambient noise levels and to identify, where possible, the sources of noise intrusion into the community. Recommendations for the control of noise from future industrial sources have been proposed as part of the guidelines for recommended noise legislation.

Construction Noise. Construction activity in Long Beach associated with redevelopment or new construction may bring significant noise intrusion into the community. While construction projects are relatively short-lived, the quantity and phasing of this type of activity could well establish a near continuous noise source. Consequently, some realistic controls must be established which will limit the incursion of noise into the community, but at the same time will allow rational progress in the construction industry.

Planning for the control of construction noise may be included in regulatory legislation. Appropriate criteria for daily time limitations and consideration of the effects of concentrated construction activity on residential and commercial land use have been proposed.

Population Noise. This category represents the noises characteristic of human activity in the community. Noise sources associated with residences, e.g., air conditioners, lawn mowers, radio/television, etc. and those related to commercial and entertainment activities would fall into this classification. This type of noise in the community is most amenable to control through rational legislation. This report develops guidelines establishing realistic and enforceable limits for noise associated with a variety of land uses and human activities. The abundance of recreational activities is of particular interest as a part of this noise category.

## TRANSPORTATION NOISE



### Transportation Noise

Surface motor vehicle traffic is the foremost noise pollutant throughout the City. Traffic noise levels were developed from simulation models and verified through on-site measurements. A-weighted Sound Pressure Levels were employed as descriptive units. The noise emanating from roadways or railways is modified as a result of natural terrain or structural barriers obstructing the propagation path. For this reason, it is not practical to depict roadway noise exposures as propagating uniformly from the source. An accurate description of all roadway noise exposures would require documentation on barrier conditions along every section of freeways, surface streets and railways in the City. Since this is clearly impractical, a more rational approach is to provide the methodology for analyzing noise exposures at specific problem locations. This approach to the description of surface vehicle noise is outlined in this section and should provide the basic analytical methods for use by City officials.

Automobile and truck noise is generated by vehicles operating on the Long Beach, Terminal Island, San Diego Artesia and San Gabriel River Freeways and the principal surface streets in Long Beach. Of these roadways, the San Diego Freeway carries the highest traffic volume, between 160,000 and 175,000 vehicles per day. Estimates of traffic volumes for the major roadways in Long Beach used in this study are shown in Tables 3 and 4.



TABLE 3  
AVERAGE DAILY TRAFFIC (ADT) FOR FREEWAYS

Freeway	Two-Way Average Daily Traffic (ADT)	Posted Vehicle Speed (MPH)
San Diego Freeway (West of Lakewood)	174,000	55
San Diego Freeway (East of Lakewood)	178,000	55
San Gabriel River Freeway (North of San Diego Freeway)	91,000	55
Long Beach Freeway (South of San Diego Freeway)	88,000	55
Long Beach Freeway (North of San Diego Freeway)	128,000	55
Artesia Freeway (Cherry to Paramount)	130,000	55
Terminal Island Freeway (At Anaheim Street)	22,032	55

Source: 1972 State of California Division of Highways  
Annual Report.

TABLE 4  
AVERAGE DAILY TRAFFIC (ADT) FOR PRINCIPAL ROADWAYS

Roadway	Two-Way Annual Average Daily Traffic (ADT)	Posted Vehicle Speed (MPH)
Artesia at Orange	18,383	35
South at Atlantic	11,153	30
Wardlow at Clark	6,360	35
Atlantic at Pacific Cst. Hwy.	18,576	30
Willow at Woodruff	17,430	35
Anaheim at Atlantic	25,664	30
Santa Fe at Willow	16,173	35
Cherry at Carson	23,194	40-45
Redondo at Anaheim	19,340	30-35
Clark at Spring	17,947	40
Bellflower at Stearns	26,294	35
Studebaker at Anaheim	14,580	35
Pacific Cst. Hwy. - West of Lakewood	32,000	35
Pacific Cst. Hwy - East of Lakewood	28,000	35
Ocean at Cherry	26,000	35
Ocean at Molino	24,000	35
Seventh - West of Pacific Cst. Hwy.	35,000	35
Seventh - East of Bellflower	40,000	45
Carson at Cherry	20,000	35
Carson at Clark	39,000	40
Long Beach at Willow	26,000	30-35
Lakewood - No. & So. of San Diego Freeway	38,000	40-45
Del Amo at Long Beach Freeway	26,000	40
Spring St. at Cherry to San Gabriel River Freeway	20,000	40

Source: Long Beach City Traffic Counts, 1974.

These ADT figures cover a wide range of traffic volumes between 6,000 and 179,000 vehicles per day. Many of the remaining roadways in Long Beach will vary between 10,000 and 20,000 vehicles per day. Noise exposures for ADT volumes of 10,000 and 15,000 vehicles are shown in Figures 3 and 4 to provide a more complete representative analysis.

Noise generated by vehicles operating on the roadways in Long Beach may be specified either in terms of the noise emission from a single vehicle or as a time-averaged noise level expressed as a composite value. This latter method is also used to determine the noise levels exceeded 90%, 50% and 10% of time, i.e.,  $L_{90}$ ,  $L_{50}$ , and  $L_{10}$ . Both methods have been used to define surface vehicle noise in Long Beach. The single event noise levels are, of course, reasonably constant from one roadway to another with any variability in noise produced by speed changes or condition of the road surface. In order to show an example of freeway noise exposure, the ADT on the freeway systems is broken down into day-hour and night-hour estimates utilizing 8% and 2%, respectively, of the ADT. Typically, 6-7 day-hours, 8 night-hours and 2-4 peak hours are considered. For the day-hour exposures, the volume in vehicles per hour is reduced to an equivalent traffic density assuming an average speed of 60 miles per hour.<sup>1</sup> This produces time averaged  $L_{50}$  noise exposures at a distance of 100 feet from the near traffic lane. The  $L_{50}$  value is the level exceeded 50% of the time. The night-hour volume is also estimated. Under these conditions (still assuming a 60 miles per hour speed) the time averaged  $L_{50}$  is reduced as a function of the decreased traffic volumes.

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<sup>1</sup>This analysis was prepared before reduction in the speed limit to 55 mph was made.

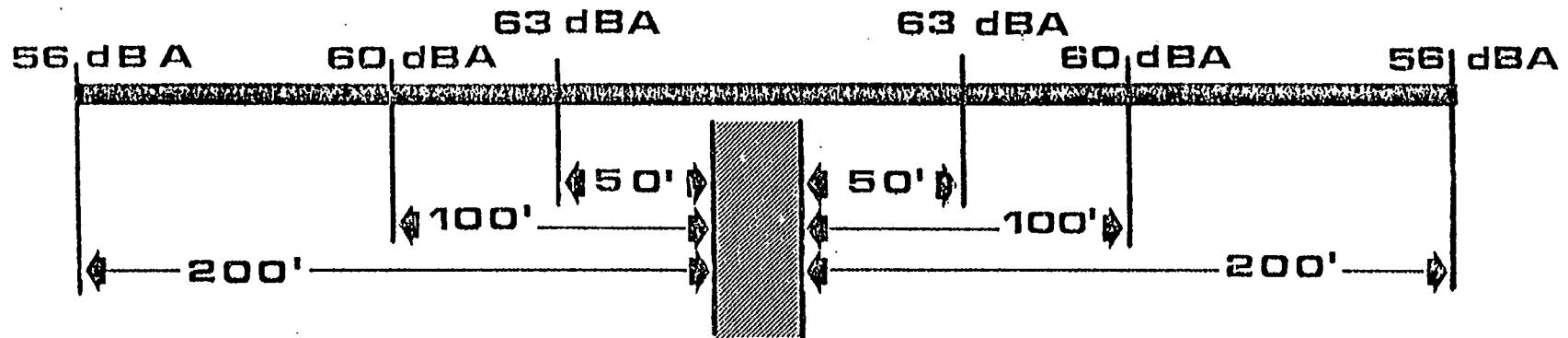


FIGURE 3

Composite Noise Exposure for Streets in Long Beach Carrying  
an Average Traffic Volume of 1,000 Vehicles During Peak Hours  
(ADT of 10,000 Vehicles). Noise Levels are Mean Levels Expected  
for Multiple Vehicle Flow

Source: J. H. Wiggins Company

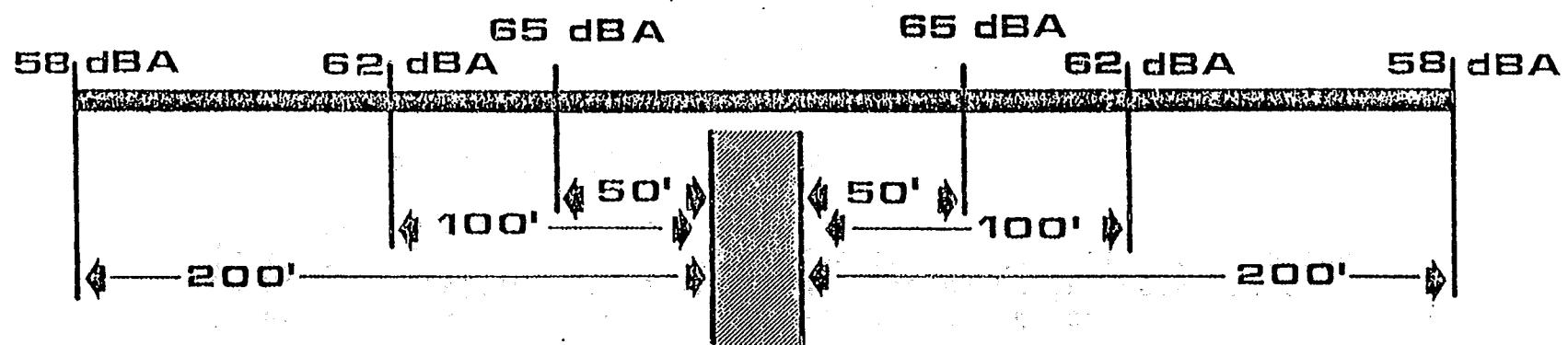


FIGURE 4

Composite Noise Exposure for Streets in Long Beach Carrying  
an Average Traffic Volume of 1500 Vehicles During Peak Hours  
(ADT of 15,000 Vehicles). Noise Levels are Mean Levels  
Expected for Multiple Vehicle Flow

Source: J. H. Wiggins Company

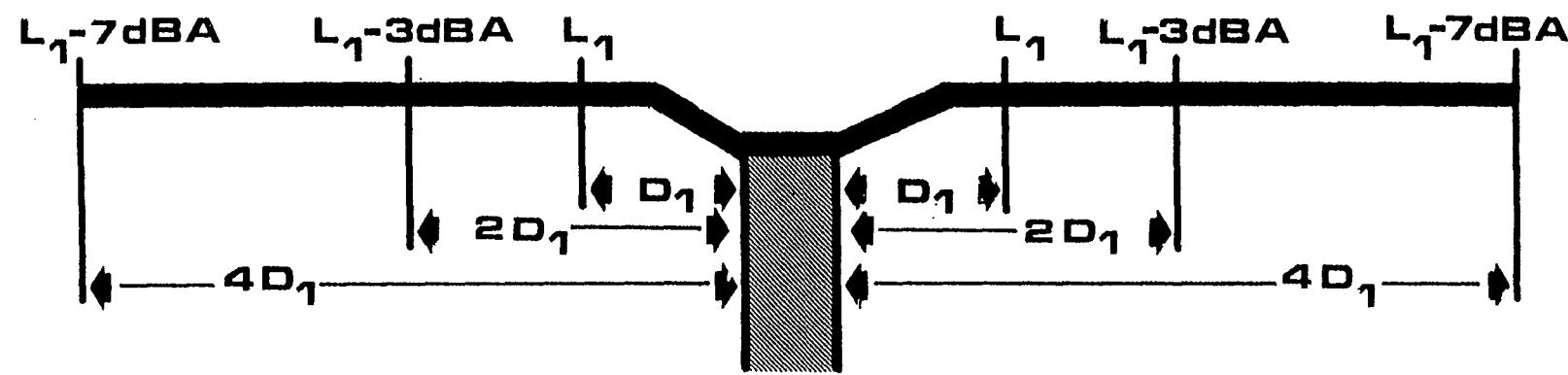


FIGURE 5

Noise Exposure as a Function of Distance from the Roadway.  
Distances (D) Are in Feet and Levels (L) in dBA. These  
Relationships are Representative for Values of D between  
25 and 100 Feet and Traffic Volumes Above 2500 ADT.

Source: J. H. Wiggins Company

Under these assumptions, the noise exposure as a function of distance from the highway is shown in Figure 5. This exposure assumes a grade level roadway along the freeway routes with no significant barriers to sound propagation out to the distances shown. Since local topographic conditions present effective barriers which are continuously varying along the roadway, it is not practical to develop accurate noise exposure isoline contours for the entire length of the roadways in the area. Deviations from parallel isoline noise contours occur continuously with changes in the relative elevations of the roadway and the adjacent terrain. Consequently, it is only practical to illustrate the noise exposure for a general condition.

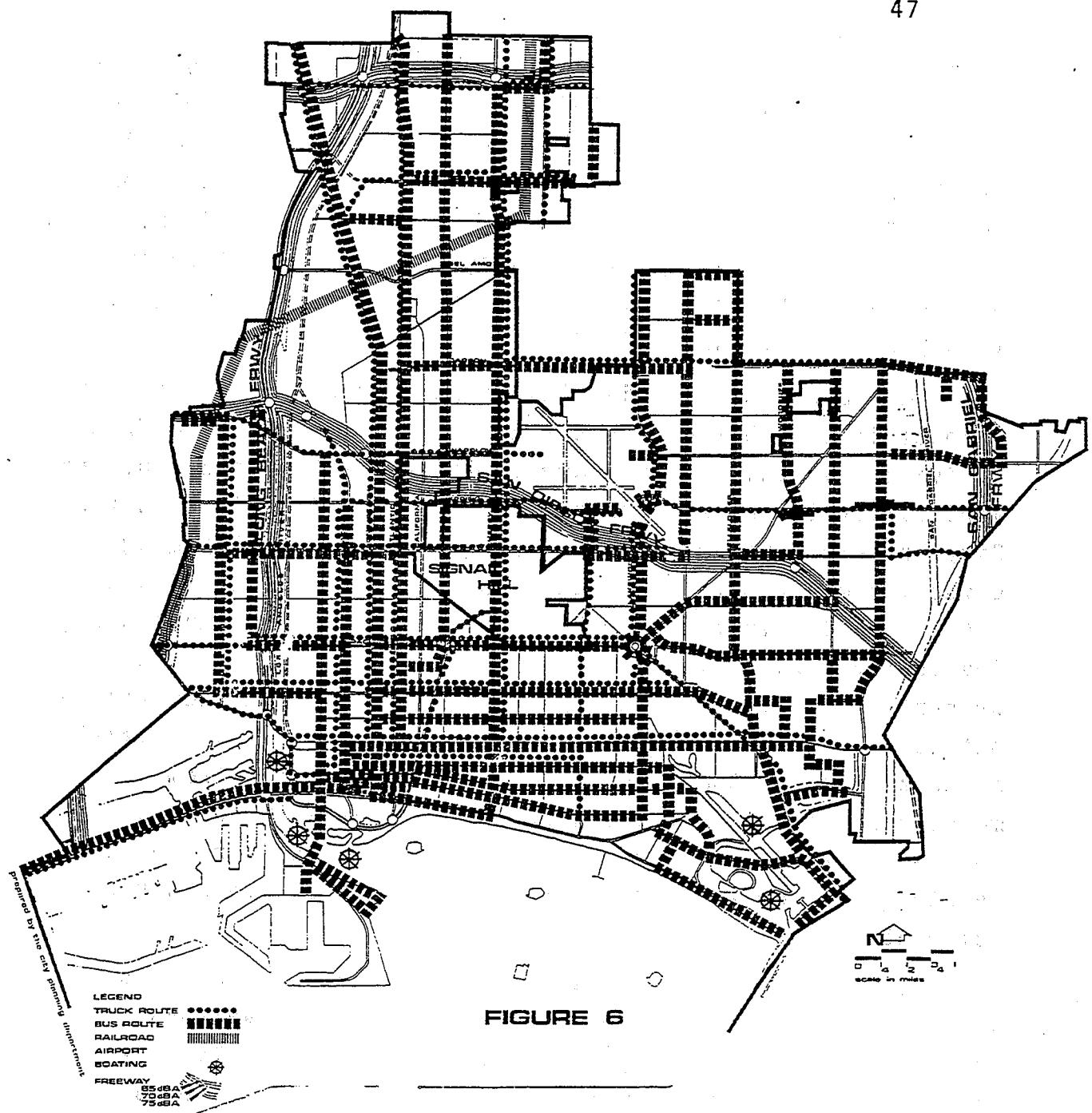
It is recognized that there is a requirement under the State Code to display the noise exposure from roadways for certain land uses (hospitals and convalescent homes). Without an extensive sound survey of each site, this can be done only if the assumption is made that an unimpeded propagation path exists. This was done, and figure 6 shows the noise contours around the freeways in Long Beach. In addition, a better approach to complying with this regulation is to display the noise levels around roadways assuming a completely flat, grade level terrain. This was done for a general street condition (10,000 to 15,000 ADT) in Long Beach in Figures 3 and 4. A general method for computing noise exposures from roadways with varying vehicle volumes, speeds and distances is shown in Figures 7 through 9. These data may be used to compute noise exposures at various distances from the roadway for a specific set of traffic conditions. This appears to be the only rational method for complying with the State Guidelines.

Additional information may be added to this general noise exposure computation by including the noise reduction

from a general barrier condition. The conceptual basis for this procedure is illustrated in Figure 9 with a simplified graphic method for arriving at the dBA reduction for a given set of geometric parameters. This particular illustration represents the barrier as a wall or structure. It is also possible to apply this same methodology to a natural terrain barrier as in the case of an elevated or depressed roadway. This procedure is shown in Figure 10.

Measurements of noise levels were conducted along City streets in Long Beach. As noted previously, the noise from individual vehicles is uniform in different locations and any variability in noise exposure among various locations in the City is determined by local barrier conditions. Assuming effective exhaust muffling and consistent road conditions, data shown in Figure 5 may be used to assess noise exposure levels for various vehicle speeds. A subsequent section will present the ambient noise level measurements conducted throughout Long Beach. These data were obtained without identifiable noise sources (automobiles, trucks, etc.) visible from the measurement locations, i.e., while these vehicles were the sources of the ambient noise, they were shielded from view by structures or terrain and no individual vehicle was predominant in the ambient noise.

The intent in presenting the noise exposure data as individual components, i.e., contributions from various sources, is to allow City officials to realistically construct the noise environment for a specific site based on the prevailing conditions unique to that location. As discussed in an earlier section, it is not practical to generalize the noise exposure from transportation routes and make decisions on the compatibility of land uses without a specific definition of conditions at the land parcel.



## TRANSPORTATION NOISE EXPOSURE

Source: J. H. Wiggins Company and City Planning Department Staff.

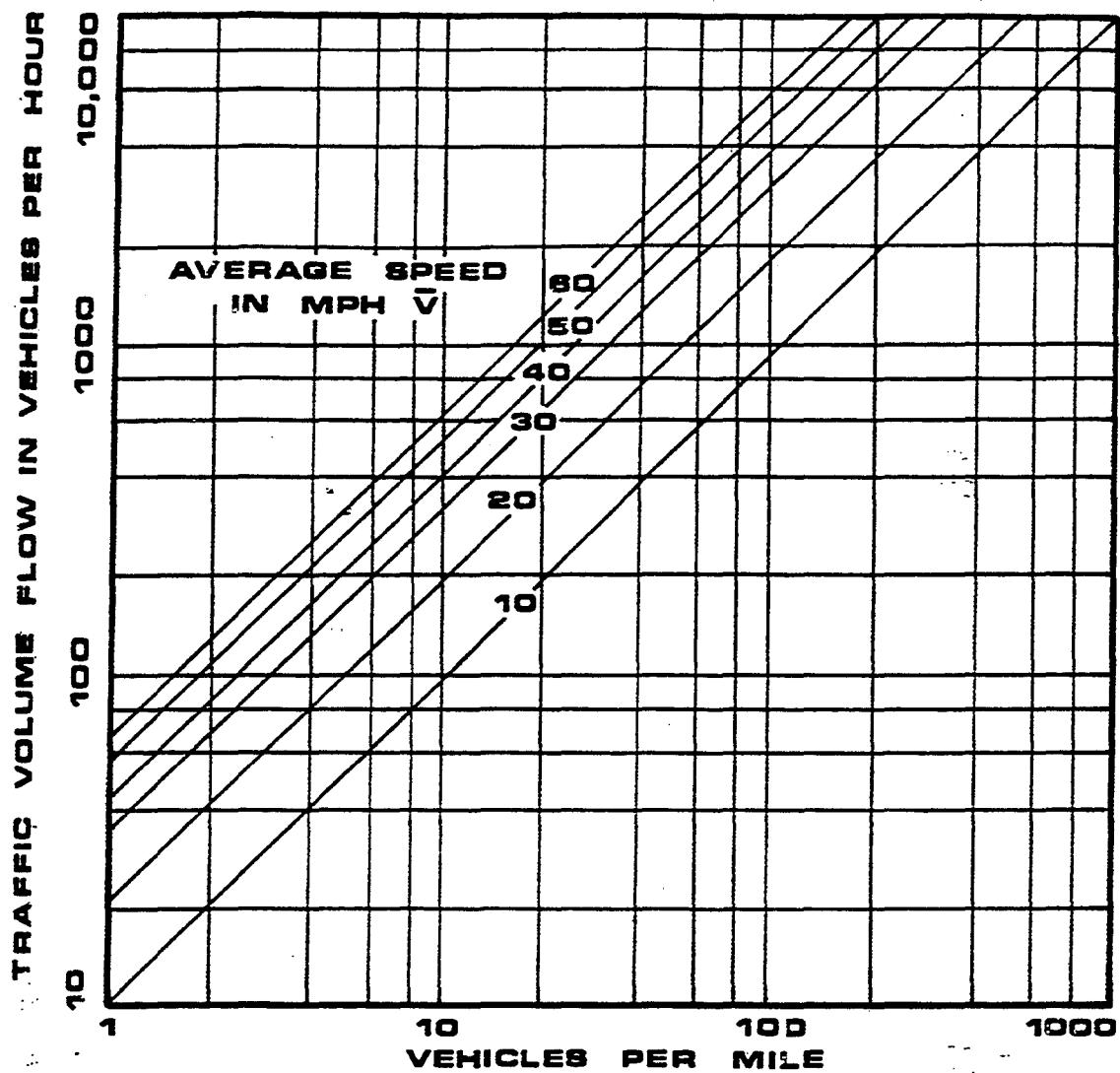


FIGURE 7

Relation between vehicle density, average speed, and traffic flow

Source: Highway Research Board Report No. 78.

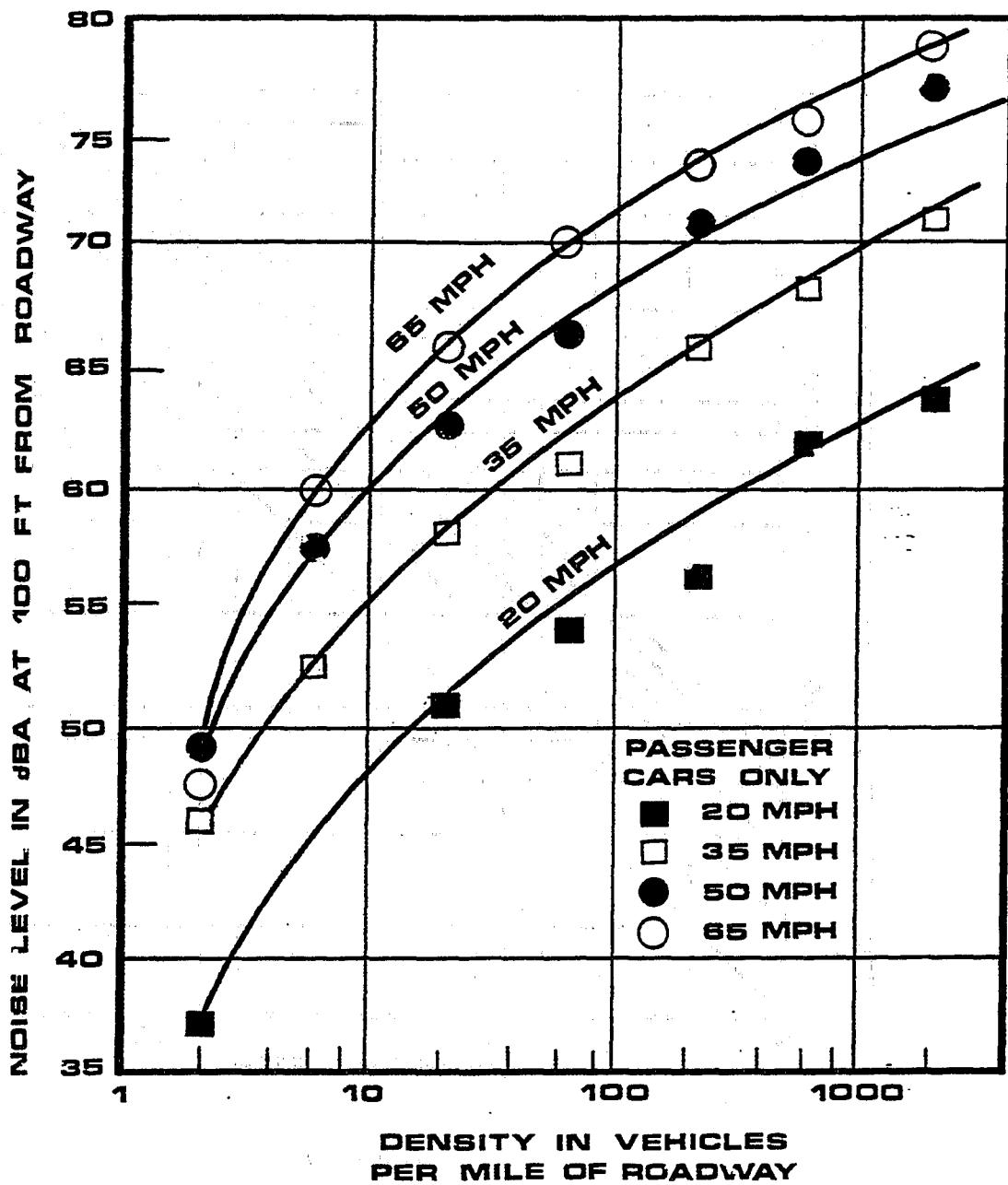


FIGURE 8

Curves for estimation of mean noise level in dBA at 100-ft distance from a lane (or single-lane-equivalent) of passenger car traffic, for four speeds.

Source: Highway Research Board Report No. 78

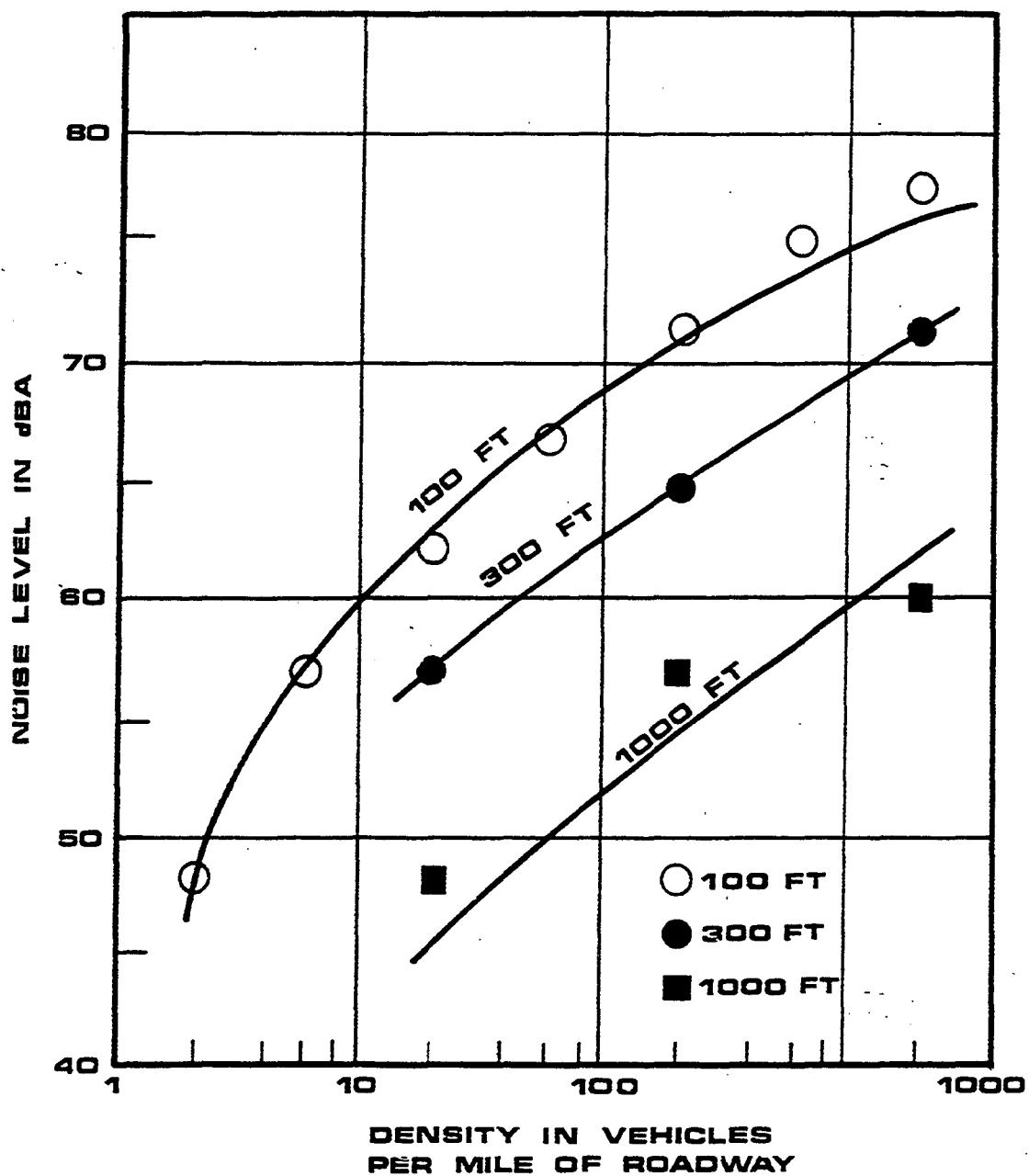


FIGURE 9

Curves for estimation of mean noise level in dBA at three distances from a near lane of passenger car traffic at 50 mph.

Source: Highway Research Board Report No. 78

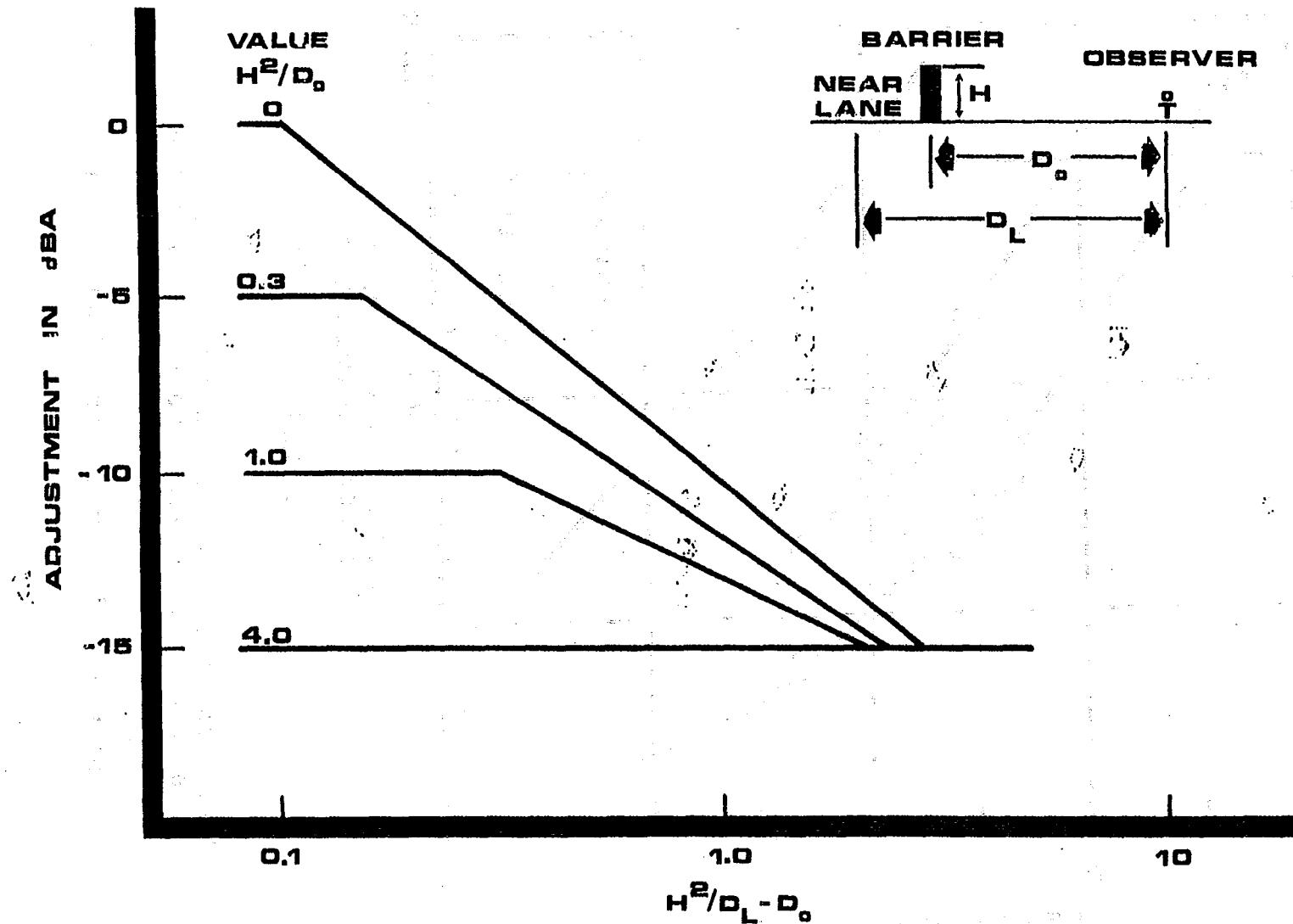


FIGURE 10

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Effect or Roadside Barrier on Noise from Roadways. Appropriate Values for Barrier Height ( $H$ ), Distance from Observer to Near Lane ( $D_2$ ) and Distance from Observer to Barrier ( $D_0$ ) are Used in the Two Expressions,  $H^2/D_0$  and  $H^2/D_L - D_0$ . The  $H^2/D_0$  Value is Interpolated Among the Four Curves and Followed Out to the  $H^2/D_L - D_0$  Value. The Corresponding Value on the Ordinate Gives the Noise Level Adjustment in dBA.

Source: J. H. Wiggins Company

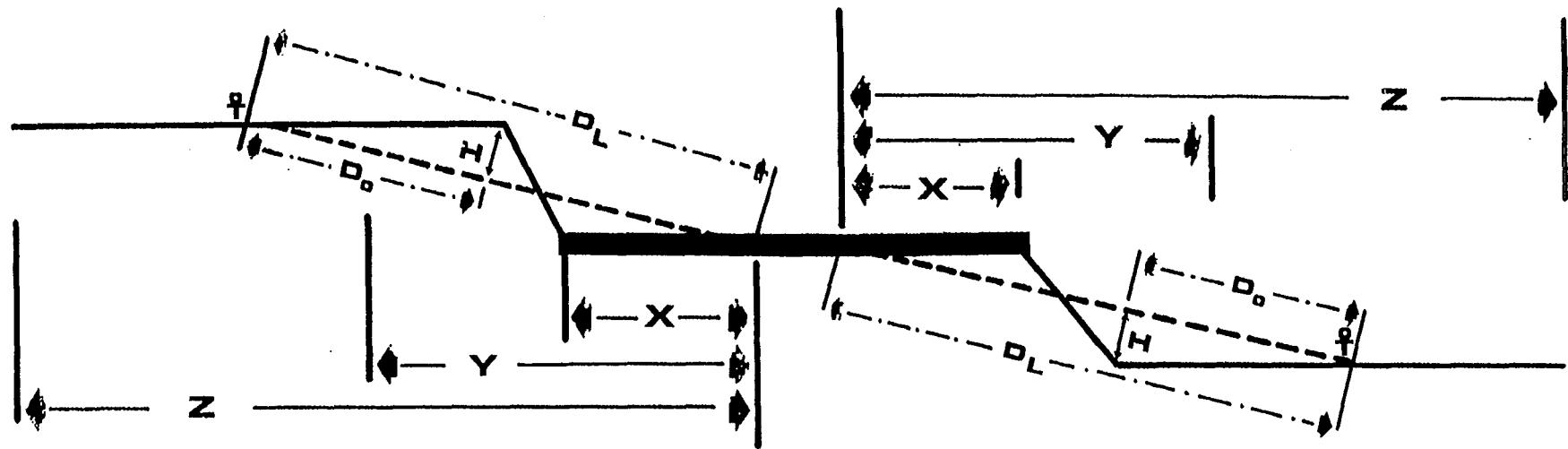


FIGURE 11

Barrier Effect Applied to Elevated or Depressed Roadway  
Calculations are Conducted as in Figure 7.

Note: X equals uncorrected noise exposure value Y and Z  
equals corrected noise exposure value based on effective  
barrier height and distance.

Source: J. H. Wiggins Company

Any analysis of land use compatibility is conducted most effectively on a specific problem basis. In addition to normal growth and expansion in the City, any radical modification of city streets may introduce significant new noise exposures.

A discussion of the noise characteristics of single vehicles is included below to assist in the definition of roadway noise exposures. These observations relate, for the most part, to traffic moving at highway speeds. Noise exposures for streets in the City may be inferred from the data in Figure 12.

On most roadway systems, truck noise is the predominant noise source. In general, trucks generate noise levels 10 to 15 dBA greater than normal passenger traffic. Single trucks on a freeway produce an average level of about 82 dBA at a distance of 100 feet from the edge of the freeway. A substantial number of readings are in the 90 dBA range and maximum readings of approximately 95 dBA are not uncommon. For a freeway at a 100-foot measuring distance, passenger cars produce an average level of about 68 to 70 dBA with a maximum of about 72 dBA. These figures are for single vehicles. For heavy traffic flow at high speeds, this would be increased by 3-4 dBA.

Actual noise levels produced by roadway vehicles depend on a complicated array of factors such as road and tire conditions, speed and the type of muffler used on the vehicles. Some generalizations may be made. For passenger cars, tire noise is predominate over engine noise above about 50 miles per hour. Average noise levels measured for passenger cars at high speeds are greater than those for low speed traffic. Even at very high speeds, existing truck noise is still predominant by a considerable margin. The noise produced by truck traffic shows little dependence on the speed of the

vehicle. Truck noise also depends on other road and traffic factors such as the presence of grades and curves and whether or not the vehicle is accelerating. Each of these factors may serve to increase noise levels over those measured in freely flowing level traffic.

Motorcycles also present a problem although they are not as frequent, in most cases, as trucks on the freeways. But on City streets, motorcycle noise is one of the most annoying manifestations of transportation noise. As previously mentioned, the California Motor Vehicle Code regulates the maximum level of noise output allowed to be generated by all motor vehicles in use in public streets and highways. The Long Beach authority can and does issue citations to violators of the code during normal patrolling. Enforcement of the code is somewhat difficult because loud motorcycles must be cited while operating on public streets. Police Department officers do respond to citizen's complaints regarding noisy motorcycles and actually dispatch a patrol car to the scene of alleged violations.

New motorcycles sold in California are certified by the State and the muffling system is sealed by the California Highway Patrol. Unfortunately, many seals are broken and muffling systems are illegally tampered with and modified, the result being the generation of excessive noise levels.

The mix of vehicle types on a roadway, in terms of both percentage and absolute volumes, should be closely analyzed in assessing roadway noise exposure. It is also recommended that, in any cases where there is reason to predict that trucks will comprise over 5 to 10 per cent of the total traffic flow on a roadway, noise produced by these vehicles should be used in the establishment of noise acceptability criteria for location and design of adjacent land uses.

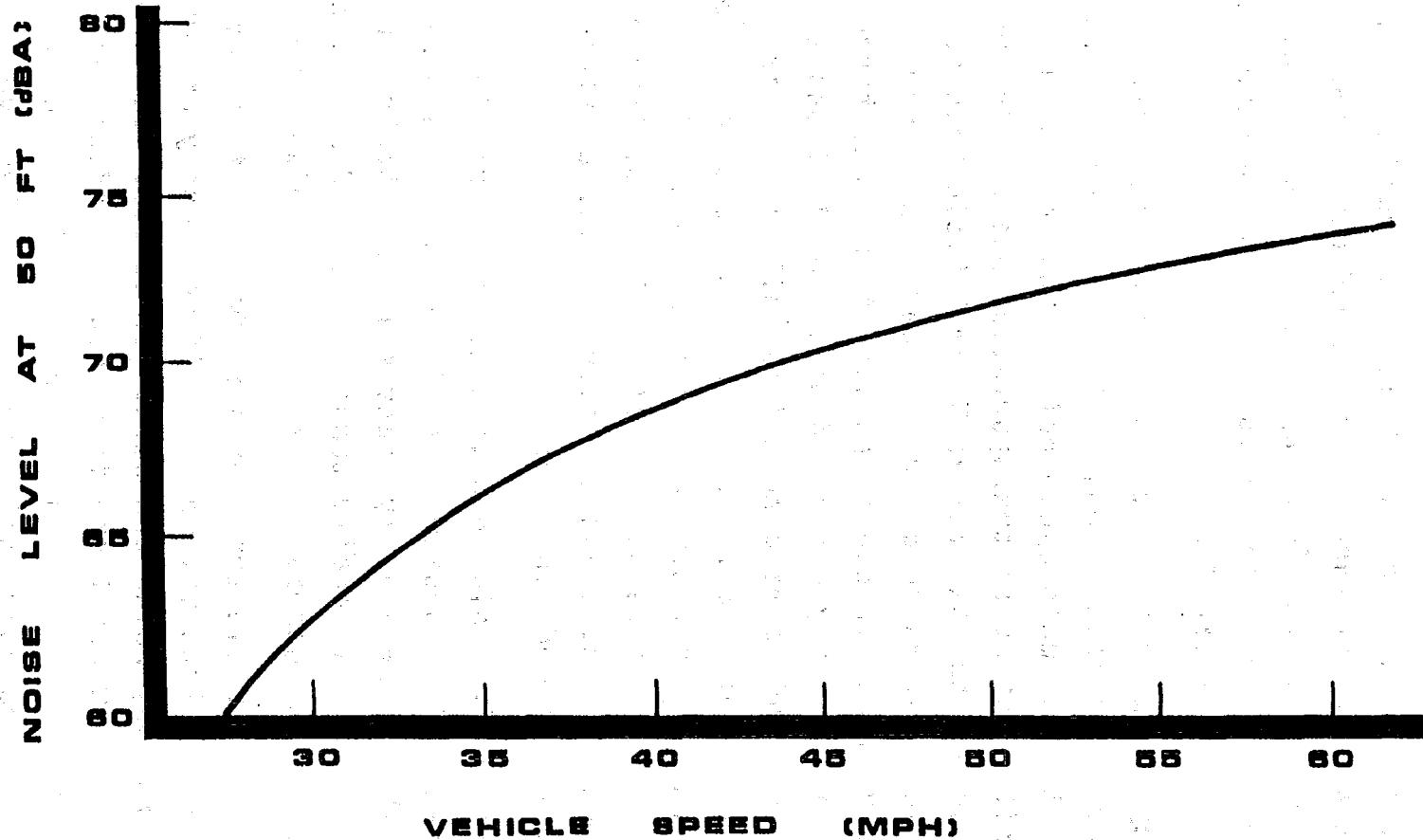


FIGURE 12

Noise Exposure from Automobiles on City Streets Operated at Various  
Speeds. Values May be Adjusted to 100 Feet by Subtracting 3 dBA

Source: U. S. Department of Transportation

An assessment of the time-averaged noise exposures from freeways may be readily obtained from computer simulation models. These models require data on the operating characteristics of the vehicles, the roadway geometry and the observer locations. From these data, the program computes noise exposures on several measurement scales including  $L_{10}$ ,  $L_{50}$ , and  $L_{90}$  as well as defining discrete octave band sound pressure levels for use in design of structures for noise control.

#### Sirens and Alarms on Motor Vehicles

One of the most intensive sources of noise in Long Beach is that of sirens, bells, and alarms mounted on motor vehicles. The control, certification and regulation of this type of equipment is pre-empted by State law.<sup>2</sup>

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<sup>2</sup>California Motor Vehicle Code Sections 27000-27003.

**RAILROAD NOISE**

Railroad Noise

Railways in Long Beach serve the industrial sites located in the northwest and southwest sectors of the community. This section will outline the principal noise sources in a rail system and present characteristic noise levels for trains operating at 20-30 mph.

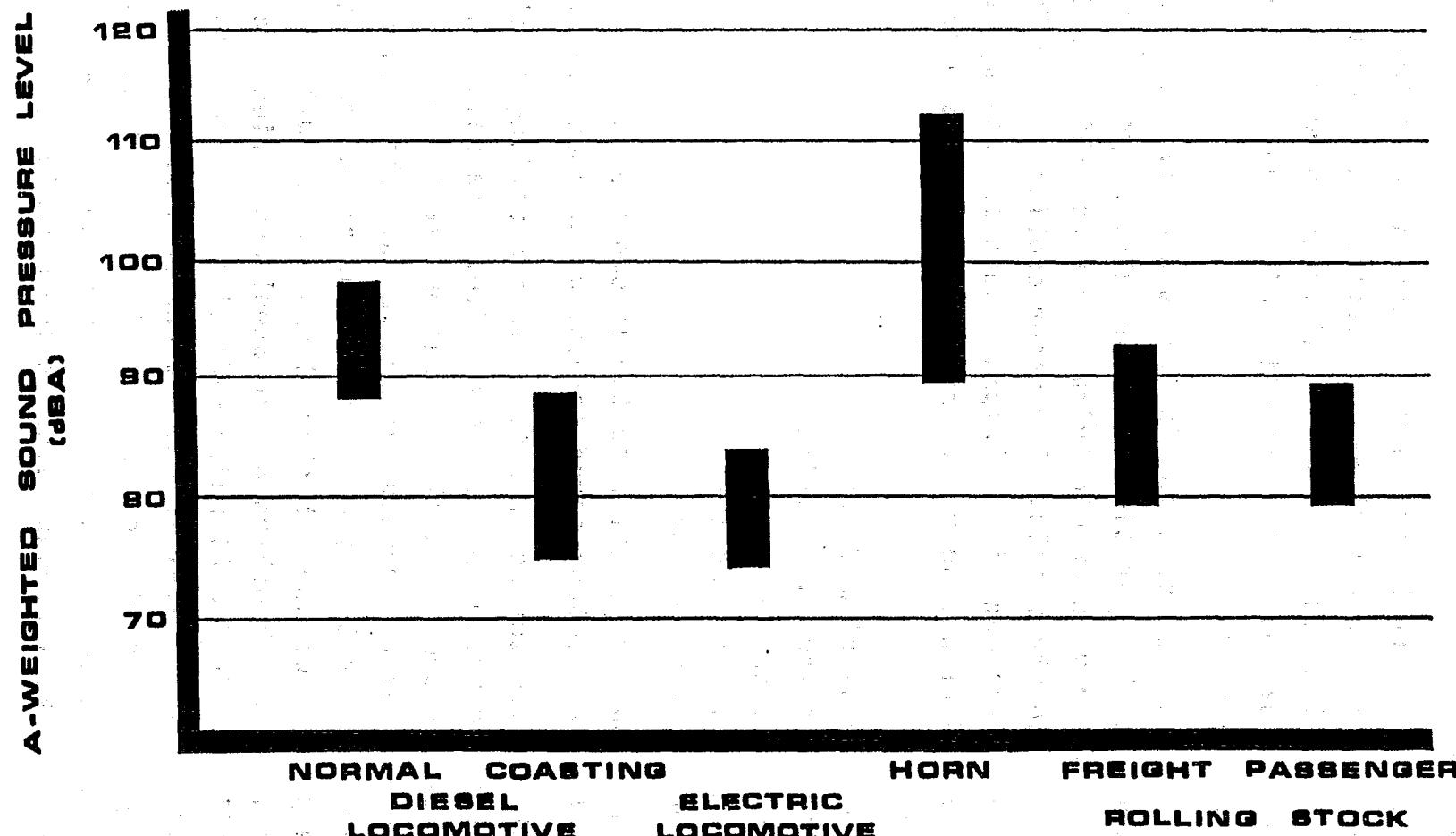
The major source of noise in trains operating in Long Beach is the diesel locomotive. The propulsion system includes a diesel engine driving an electrical generator which in turn provides power to the wheels. The water cooling system for the engine requires auxiliary equipment such as cooling fans which are an additional source of noise. The separate sources of noise are:

- ° diesel exhaust muffler
- ° diesel engine and housing
- ° cooling fans
- ° wheel-rail interaction
- ° electrical generator

A unique source of noise in the locomotive is the horn which produces the highest sound levels, up to about 115 dBA.

Another noise source in a train is the rolling stock or vehicles being pulled by the locomotive. The noise exposures produced by these vehicles is due primarily to the interaction between the wheels and the rails. This noise will be dependent on the type and condition of the railway and the suspension of the vehicle. Items such as welded track and hydraulic shock absorbers on the wheel assemblies can produce significant (5-10 dBA) noise reductions. Noise exposures representative of a diesel locomotive and rail cars passing at a distance of 50 feet are shown in Figure 13. Other types of surface tracked vehicles, such as those used for rapid transit systems, will produce lower noise emissions.

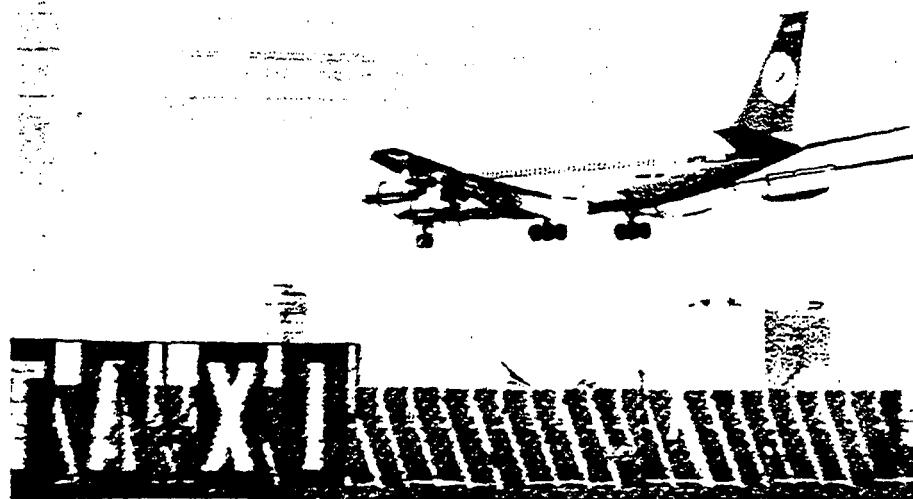
FIGURE 13  
RAILROAD EQUIPMENT NOISE



Noise Exposure Levels in dBA for Train Operating at 20 - 30 MPH and  
Passing at a Distance of 50 Feet.

Source: Environmental Protection Agency Report PB 208-660

AIRCRAFT NOISE



### Aircraft Noise

The City is subject to noise exposure from aircraft operations from Long Beach Airport located in the central section of the community. Both landing and takeoff operations overfly the City, producing noise exposures principally on a southeast to northwest track. Flights operating to and from the airport are under the jurisdiction of the Federal Aviation Administration while ground maintenance activity may be regulated by the City as the airport proprietor.

As discussed at the outset of this report, the Guidelines Document for State Code Section 65302(g) requires noise exposure contours for ground maintenance facilities associated with the airport. Such activities are, for the most part, associated with the McDonnell Douglas plant and various other lease-hold facilities at the airport. The principal noise sources encountered in ground maintenance are run-ups of jet engines for short time periods, McDonnell Douglas ground operations consist of final operational checks on DC9 and DC10 production aircraft. These ground run-ups are conducted in front of blast shields located at the west end of the production facilities. All ground testing is conducted between 6:30 a.m. and 10:00 p.m.<sup>3</sup> No testing is conducted on Sundays or Holidays. Other operators make pre-take-off and maintenance checks on general aviation aircraft engines, and the normal pre-flight engine checks are made by air carriers.

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<sup>3</sup>Some departures from this schedule have occasionally occurred owing to international trade and time constraint considerations.

Annual operations at Long Beach Airport are at a level of approximately 560,000. The majority of operations are general aviation aircraft with business jets and large jet operations constituting the remainder. These large jet operations are divided between commuter jets operated by PSA (Western Airlines initiated a three year suspension of operations in 1973) and test and delivery flights of McDonnell Douglas aircraft. The latter group includes mostly DC10 and DC9 aircraft.

There are a small number of itinerant military operations (less than 2%) including some jet aircraft. In addition to the fixed wing aircraft there are approximately 65,000 annual helicopter operations from the airport.

Of the commercial operations, there are currently 5 landings and 5 takeoffs daily of jet aircraft, all Boeing 727's. The remainder of the commercial operations are twin engine propellor aircraft operating to Catalina Island. There are five runways in operation at Long Beach Airport, with most general aviation operations on Runways 25L and 25R and virtually all jet activity on Runway 30. These operations are summarized in Table 5.

The operations and runway use shown in Table 5 are totals for the entire year. These vary with seasonal wind conditions and traffic demand so that certain runways or certain aircraft types may be used more intensively during different time periods. An example of this is the use of Runways 16L and R during afternoon periods in the summer.

Jet aircraft operations are the principal sources for noise exposures in the community surrounding the airport. As seen in Table 5, essentially all large jet operations are conducted on Runway 30. These aircraft execute a straight-in approach over the Alamitos Steam Plant location. On departure, the jets climb as rapidly as possible to an altitude of 1,500 feet prior to executing any turns over the community. This

TABLE 5

## OPERATIONS AT LONG BEACH AIRPORT

	General Aviation	Commercial Operations	Business Jets	McDonnell-Douglas Operations
	544,000	11,500	2,500	3,000
<u>Runway</u>				
25L	326,400			
25R	136,000			
30	27,200	1,500	2,500	3,000
12		(No data was given for this runway)		
16L	8,160			
16R	8,160			
34L	8,160			
34R	8,160			
7L	8,160			
7R	8,160			
Helicopter Operations: 65,000 Annual				

Source: Federal Aviation Administration Air Traffic Control Office, Long Beach Airport.

climb to 1,500 feet on departure is accomplished at a different rate by different aircraft. Consequently, the left turn to a heading of 250° is accomplished above different points on the ground. Virtually all jet aircraft departing in Runway 30 leave the area on this 250° heading, as the Los Angeles control zone boundary lies immediately to the north.

Aircraft noise exposures from flight operations may be specified either in terms of single events, i.e., the noise generated by a specific aircraft during a landing and takeoff, or as a composite measure of multiple operations. Since the advent of jet aircraft flight in the late 1950's, several composite methods have been devised for ostensibly assessing the impact of noise from multiple flight operations.

Composite Noise Rating (CNR), Noise Exposure Forecast (NEF) and Community Noise Equivalent Level (CNEL) are all methods used in this country for expressing weighted cumulative aircraft noise exposures. Each method incorporates a summation of a series of noises from aircraft flyovers using a frequency weighted sound pressure level as a physical index of the noise. These energy summations are then further weighted by adding penalties for night events. The original methods, CNR and NEF, utilize maximum Perceived Noise Level (PNL) and Effective Perceived Noise Level (EPNL), respectively, as the basic aircraft noise scale. Each method separates flyovers into day (7:00 a.m. to 10:00 p.m.) and night (10:00 p.m. to 7:00 a.m.) events.

#### Adopted Noise Regulations for California Airports

California Assembly Bill 645, passed in 1969, directed the Department of Aeronautics to develop and adopt noise standards for California airports. These standards would control aircraft engine noise at all airports operating under

the aegis of the State Division of Aeronautics. A proposed noise standard was developed and subsequently adopted in November 1970 by the California Aeronautics Board.

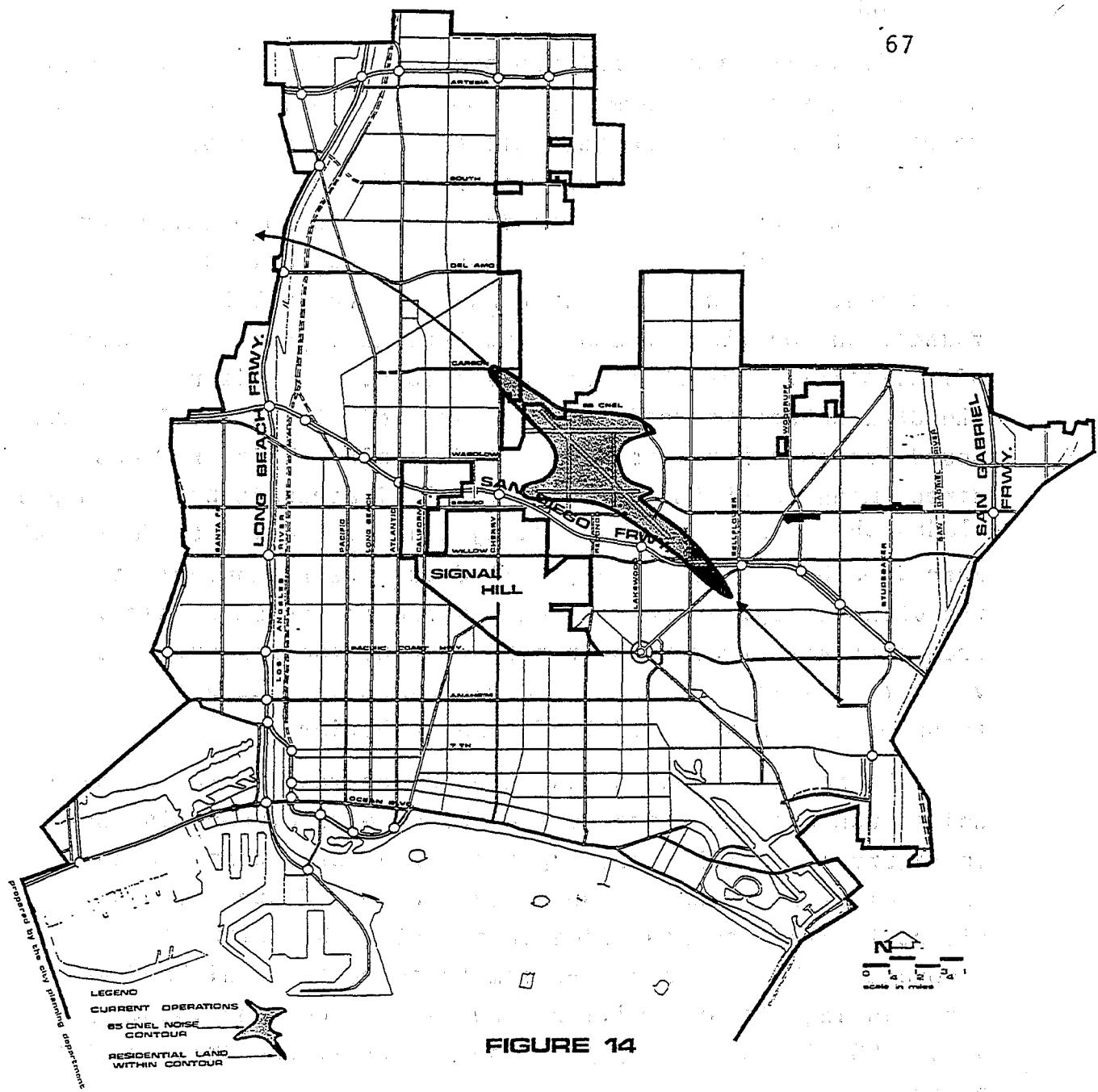
This proposed noise standard developed for California airports incorporates a new concept for assessing community noise exposure, the Community Noise Equivalent Level (CNEL). This scheme utilizes a time-averaged A-weighted Sound Pressure Level as an index of cumulative noise exposure in the community. In effect, the total acoustic energy from all aircraft flyovers is summed and averaged over a 24-hour period, then added to the noise existing in the community (exclusive of aircraft noise) to give an equivalent or effective value for ambient noise in the area. Also inherent in this procedure is a weighting factor of 10 : 3 : 1 for daytime, evening and nighttime operations, respectively.

Given this procedure for measuring noise levels, the standard also specifies acceptability criteria. The principal component of these criteria for new airports dictates that residential land use shall be prohibited within areas exposed to aircraft noise exceeding CNEL=65 dB. This criterion was to become effective in 1985, but was postponed to 1987. Existing airports shall be subject to an interim criterion of CNEL=70 dB. In addition, there are provisions for yearly variances for existing airports. These variances are to be granted if the airport proprietor can demonstrate reasonable efforts toward achieving compliance with the standard as administered by the State Division of Aeronautics. Airports in California with 65 CNEL contours that impact 1,000 residential parcels or more are required to plan and implement a program of full-time noise monitoring and abatement. Fortunately, that is not the case at Long Beach Airport where approximately 188 parcels fall under the 65 CNEL impact zone. (See page 67).

It would appear that the prime objective in any composite noise rating scheme should be validity in terms of human response to aircraft noise. All of the existing procedures provide, at best, an approximation of human response. Estimates of the effect of increasing numbers of operations or the relative effect of night versus day operations are largely intuitive. Lacking any proven model of human behavior as a foundation for these factors, it becomes important to trade off simplicity for these approximations. In this respect, the CNEL scheme is desirable in terms of its use of A-weighted Sound Pressure Level as a magnitude scale. This provides a direct measure of the loudness level of aircraft noise and precludes the procedure of analyzing and calculating to derive the Perceived Noise Level (PNL). It does appear, however, that the CNEL concept of summing and averaging acoustic energy from aircraft flyovers over a 24-hour period has only face validity. Again, there are no experimental data available to support this as a model of human behavior.

Using the composite noise exposure method, the combined noise from current operations at Long Beach Airport is shown in Figure 14. CNEL noise exposure areas were computed on the basis of average annual operations, runway distributions and flight tracks. As specified in the State Division of Aeronautics Regulations, the limits on residential land use for existing airports will be the CNEL 70 contour boundary until 1985 (subsequently postponed to 1987) and CNEL 65 thereafter.

The CNEL 70 (and subsequently, CNEL 65) represent the recommended limits for residential land use around airports. Since the CNEL 65 will ultimately control these uses, this contour was chosen as shown in Figure 14. It is clear that some residential sites in Long Beach are, and will continue to be, included in these restricted areas. It is apparent from this that there will continue to be some significant conflicts between prevailing land uses and the State Regulations. This is occurring because no assessment



## RESIDENTIAL LAND USES WITHIN THE 65 CNEL NOISE CONTOUR

Source: Noise Analysis City of Long Beach, J. H. Wiggins Company, October 29, 1973, p. 36.

of the extent of the impact of the Regulations or any transitional policies were included in development of the CNEL evaluation method.

A more direct method for evaluating the impact of aircraft noise is to assess the single event exposure levels. Operations at Long Beach Airport produce single event levels over residential areas of approximately 70-88 dBA. The higher values are in those areas lying closest to the airport. Strong objections to aircraft noise tend to appear in residential areas when the noise levels exceed about 77 dBA. This is an approximate criterion based on community surveys around airports in metropolitan locations. In referring to these single event levels, the dBA value represents the average maximum or peak level of the flyover noise. This maximum level persists only for a short time and drops in level before and after the maximum. One measure of intrusion is the speech interference caused by the noise. This may be inferred from Figure 15, noting at the same time that an individual flyover at the nearest residential sites may exceed 70 dBA for 15-20 seconds. With a total of about 12-15 jet operations each day, this amounts to approximately 3 minutes per day above 65 dBA.

#### Long Beach Airport Land Use Compatibility

The Long Beach Airport is surrounded with various land use types. These have been evaluated under the following headings: (See Figure 16).

- ° Residential
- ° Institutional
- ° Industrial
- ° Recreational
- ° Commercial
- ° Mixed Industrial-Commercial

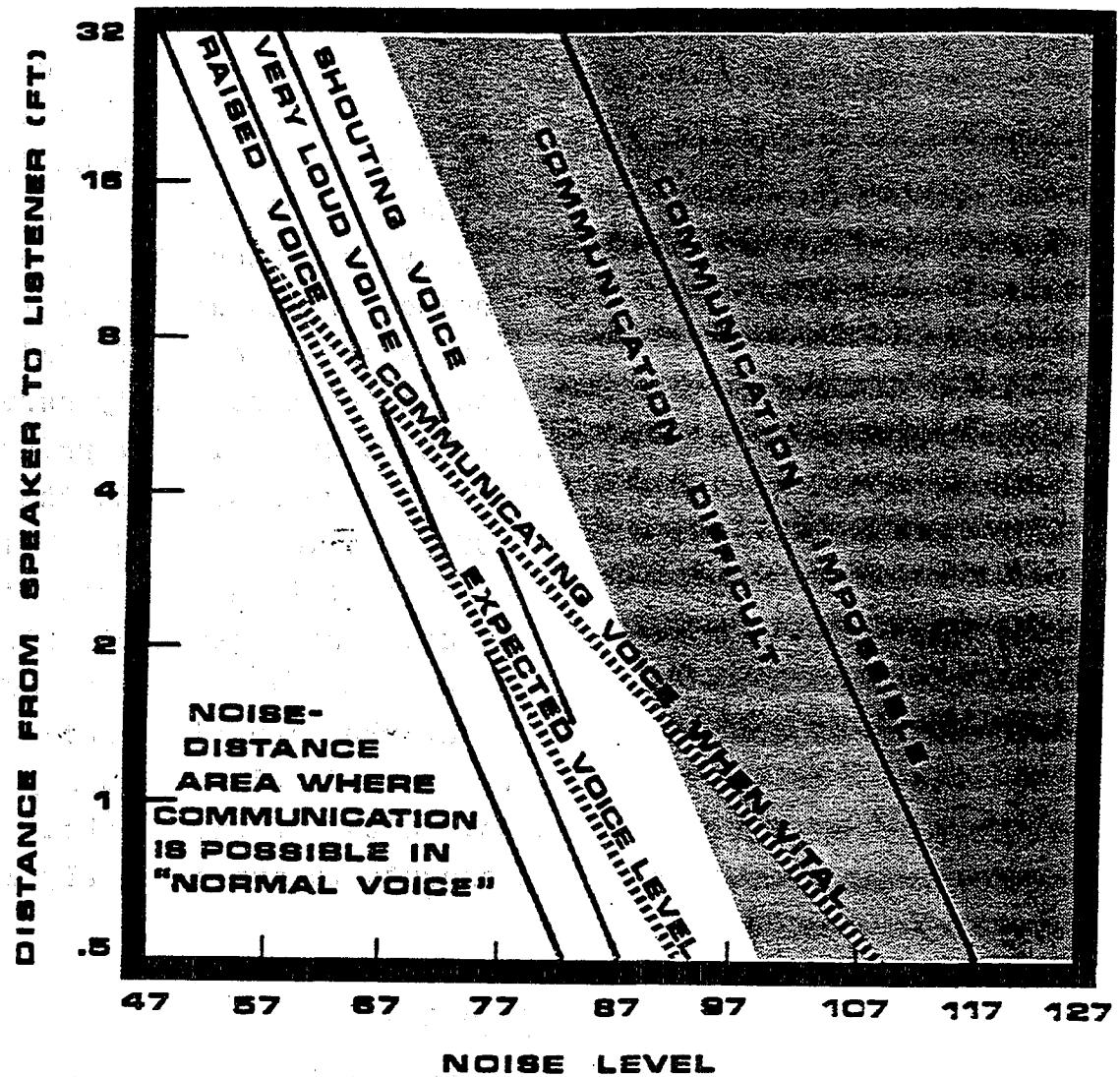


FIGURE 15

Distances for Effective Speech Communication for Various Noise Levels.

Source: J. C. Webster in Transportation Noises  
J. Chalupnik, ed. Washington University Press, 1970.

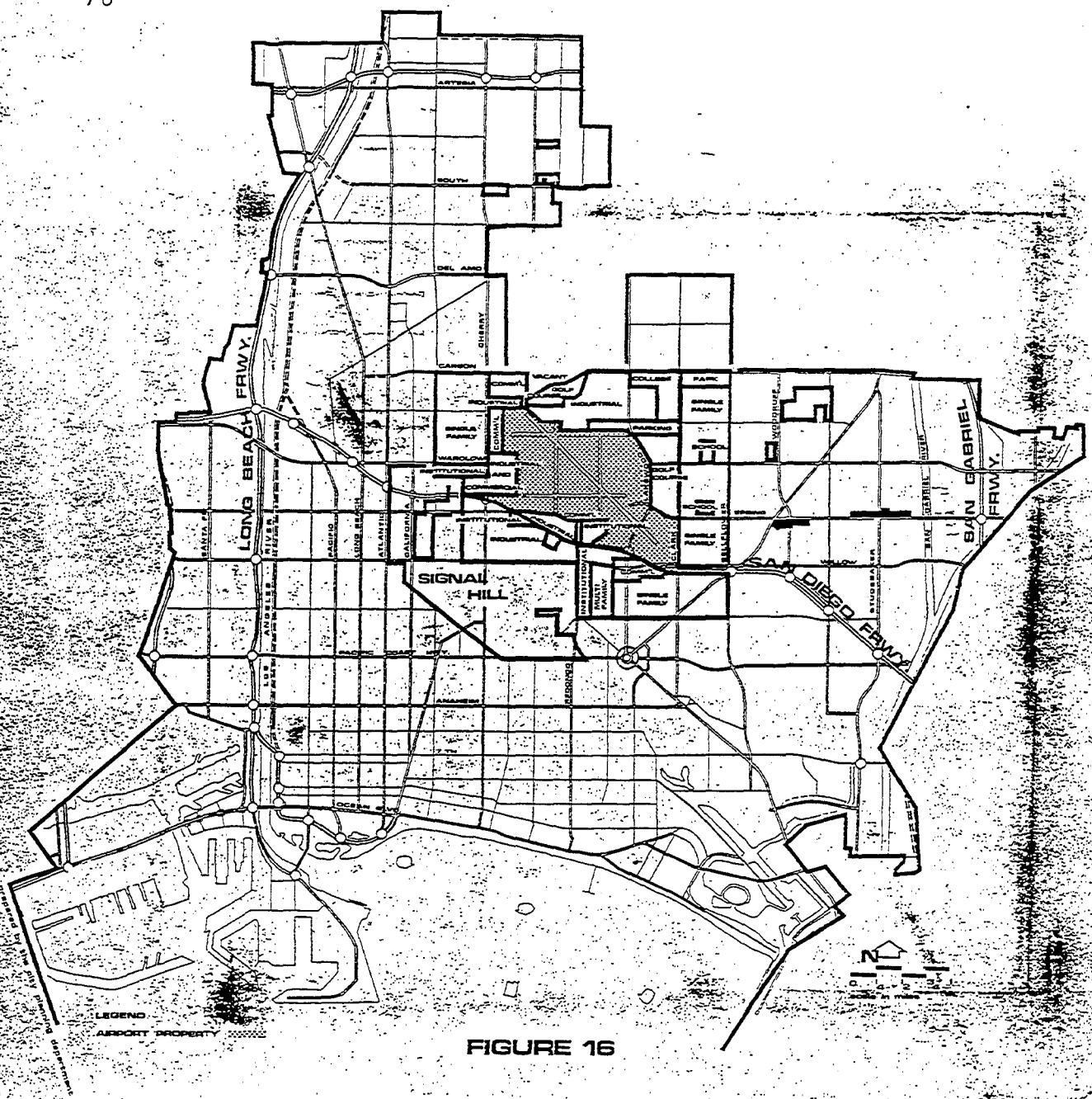


FIGURE 16

## LONG BEACH AIRPORT ADJACENT LAND USE

The airport property includes various land use types. They have been analyzed under the following major headings: FAA, sales, services, manufacturing, industrial, commercial, military, and recreational.

All parcels leased or rented by the Department of Aero-nautics are in land uses compatible with each other and with airport operations. The noise emanating from the Long Beach airport is generated by several activities, all related to air operations and aircraft ground maintenance and industries. The following are the main sources of noise:

1. Aircraft take-offs and landings, and operations in the traffic patterns;
2. Aircraft undergoing engine maintenance run-ups;
3. Engine test stands (for major overhaul);
4. Various ground power units, machinery, and people; and
5. Miscellaneous noise sources connected directly or indirectly with the operation of the airport.

Noise impact of air and ground operations at the Long Beach Airport is felt in residential land uses. Approximately 188 residential parcels fall under the 65 CNEL noise contour. (See Figure 14). The total residential land area affected is approximately forty-two acres.

For indoor noise abatement, housing can be made acceptable in most cases through adequate soundproofing. Outdoor living, however, engenders a critical noise problem because of the climate-determined outdoor living orientation of Long Beach.

There is a need for continued city-wide land use planning including the Long Beach Airport. Coordination of city-wide

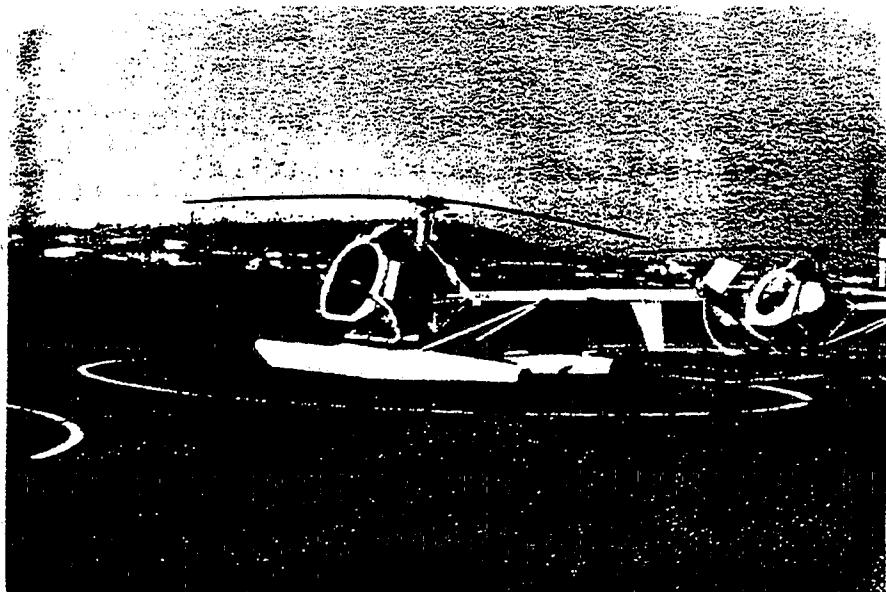
airport land use planning can be mutually advantageous to airport tenants and airport-area residents. Land in and around the Long Beach Airport can be used to satisfy community requirements, and at the same time land uses can be regulated so that they are compatible with airport activities.

The land area surrounding the City's airport falls under the jurisdiction of several municipalities (the cities of Signal Hill and Lakewood) and the County of Los Angeles. It will be in the best interest of all concerned jurisdictions to plan and work together in all future development in and around the Long Beach Airport.

There is a need for the development of model housing and building codes that specify noise construction standards for structures around the Long Beach Airport. Such codes could be made part of the City zoning ordinance.

The regulation of land uses around the Long Beach Airport can be achieved with the least cost to the Community through zoning, and the use of housing and building codes. When it is not possible to use the above procedures, more compatible land uses should be considered, such as open spaces and recreational facilities. No additional housing units should be recommended in areas impacted by the CNEL - 65 contour. The possibility of technological advances in the form of quieter aircraft engines such as are being developed now will significantly affect airport noise problems. When it is not possible to use the above procedures, the City could consider the purchase of easements, or the conversion or redevelopment of property to compatible land uses. No additional housing units should be approved in areas impacted by the CNEL - 65 contour.

## HELICOPTER NOISE

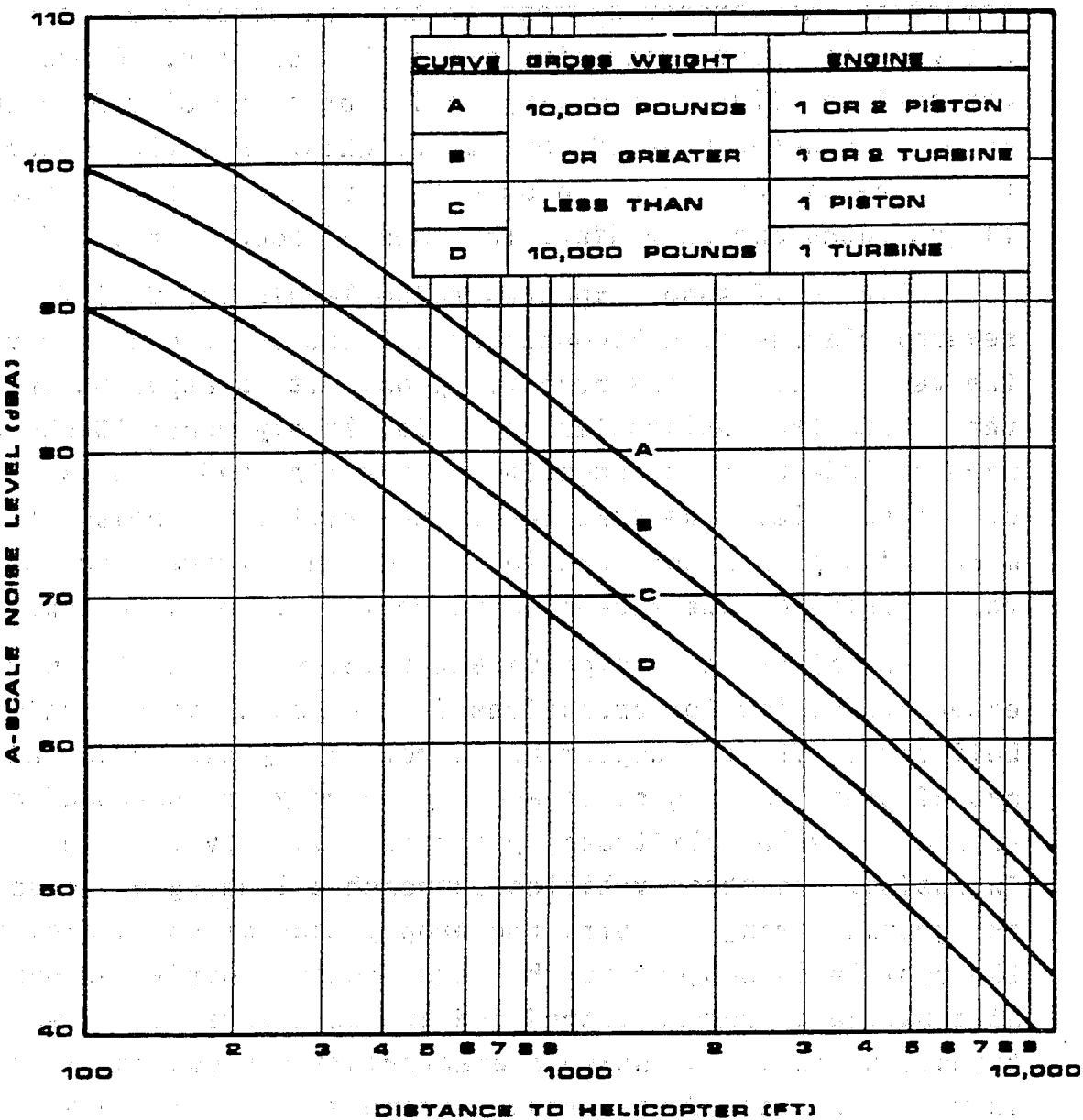


### Helicopter Noise

The noise source in this category with a potential for affecting the largest segment of the inhabitants of Long Beach may well be rotary-wing aircraft or helicopters. Operations can include flights involving police or other City Departments as well as non-scheduled private flights. All these operations are not discussed in detail because of the irregular flight paths and unpredictable times of occurrence.

Figure 17 shows expected noise levels (in dBA) for several classes of helicopter as a function of distance from the vehicle to the observer location. It is apparent from these data that helicopter noise levels may reach 90 dBA or more at 100-500 feet depending on the size and power system of the vehicle. The duration of the helicopter noise is a more odious phenomenon than for fixed wing aircraft due to the capacity of the former to hover in a fixed location.

One of the most significant problems associated with extensive helicopter operations is the judicious siting of heliports. The helicopter moves relatively slowly in and out of these landing sites and may overfly the surrounding area at very low altitudes, producing high level noise intrusion. As these vehicles approach a landing or leave the ground during takeoff, the propagation of sound away from the vehicle is subject to the same excess ground-to-ground attenuation phenomena introduced in the discussion of surface transportation. The noise characteristics shown in Figure 18 may be corrected for these extremely low altitude noise exposures by adding the reductions plotted in Figure 18. Corrections for ground to ground propagation of helicopter noise mitigation of helicopter noise impact in Long Beach will depend most heavily on operational controls, e.g., controlling the number of daily flights along a particular route or the altitude of the overflights. These controls



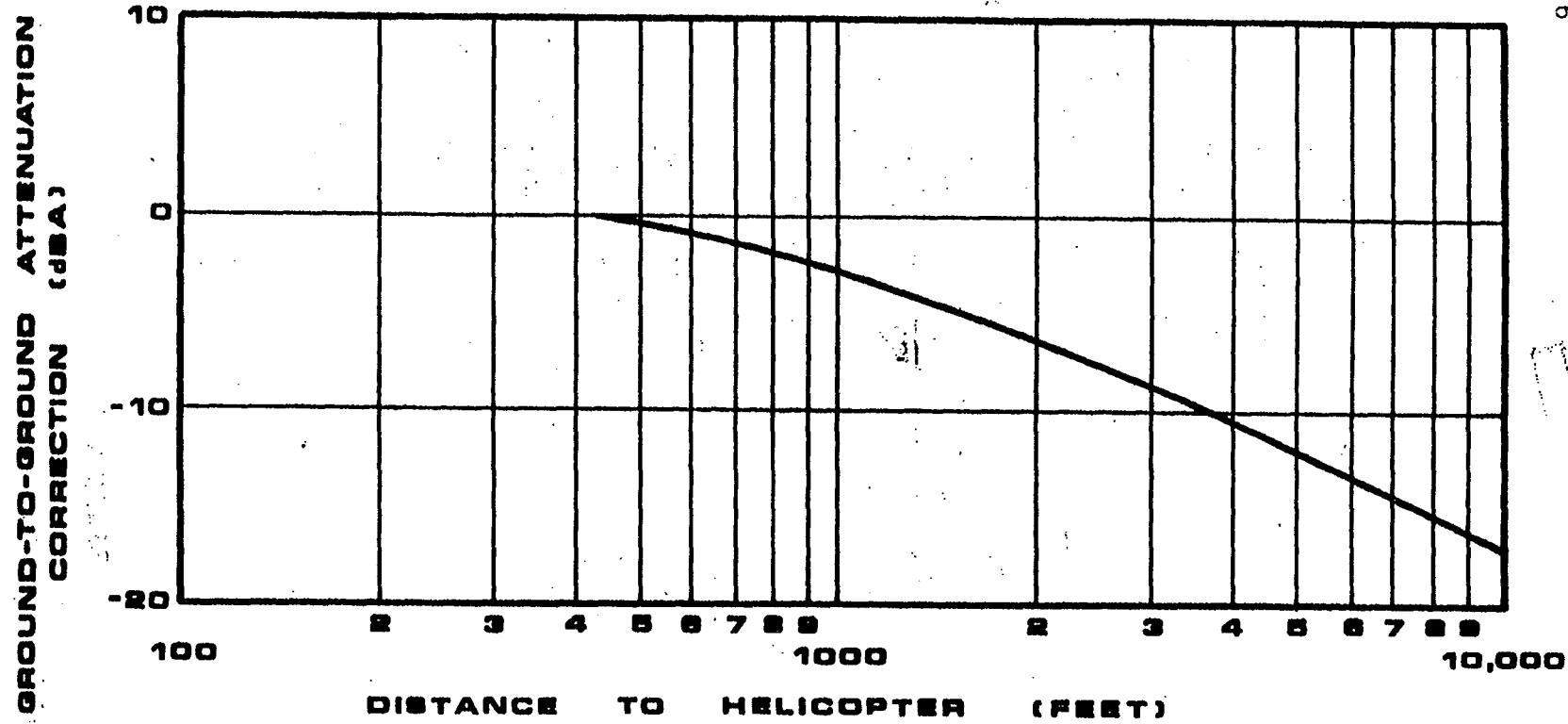


FIGURE 18

Corrections for Ground-to-Ground Propagation of Helicopter Noise.

Source: Federal Housing Administration Report "Literature Survey on Urban Noise," FH-954, Jan. 1967.

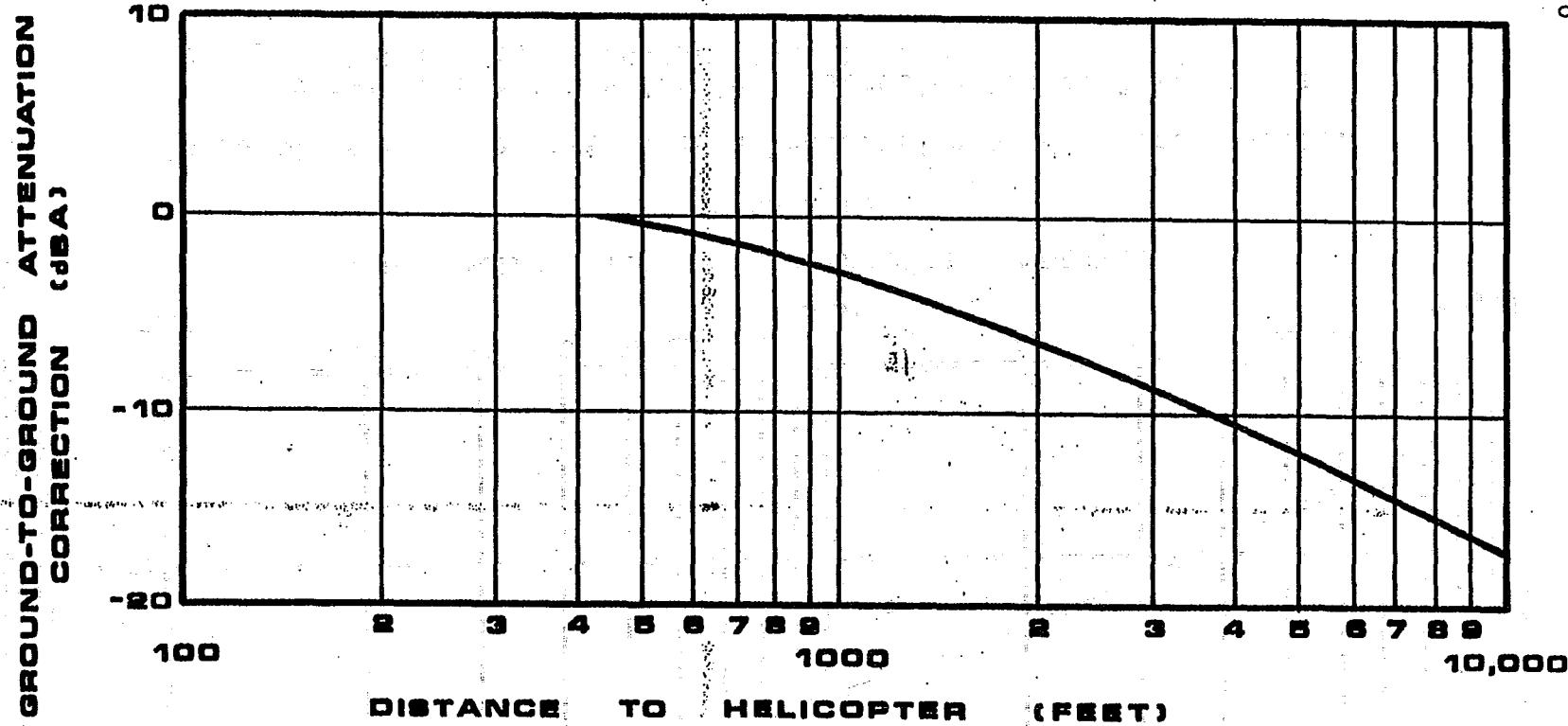


FIGURE 18

Corrections for Ground-to-Ground Propagation of Helicopter Noise.

Source: Federal Housing Administration Report "Literature Survey on Urban Noise," FH-954, Jan, 1967.

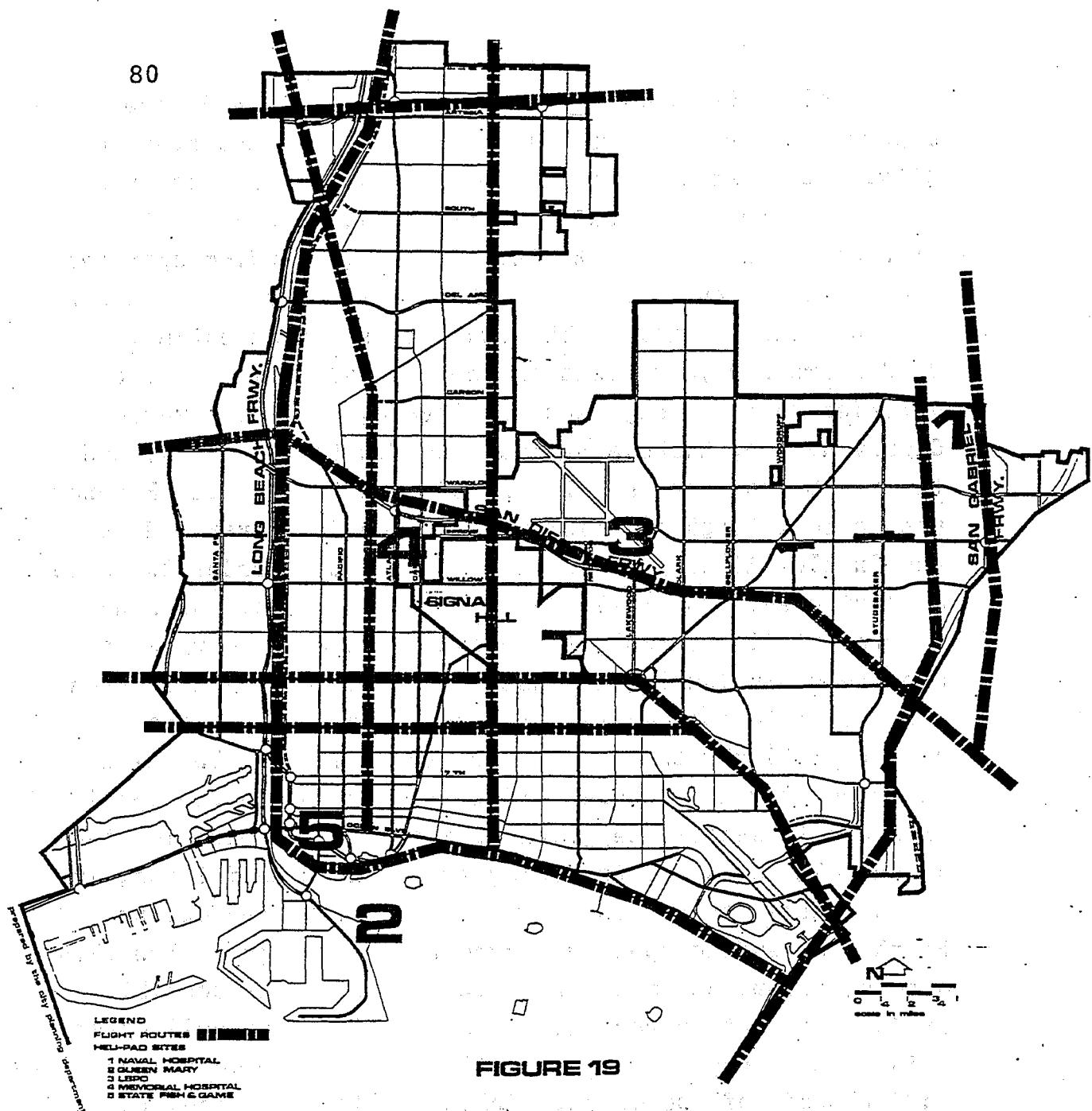
may be further enhanced through careful analyses of potential heliports relative to flight destinations, approach and departure routes and time of operation.

POLICE HELICOPTER NOISE



Police Helicopter Noise. The Long Beach Police Department operates two Bell 47G5-A helicopters over the City. It is an established police helicopter procedure to fly no lower than 500 feet unless it is a case of emergency, and, during the night time (depending upon the area), to fly no lower than 750 feet to reduce the possibility of sleep arousal. The two crafts fly an estimated 3600 hours per year along the beach, over main traffic arteries such as Long Beach Boulevard, Atlantic Avenue, Cherry Avenue, Anaheim Street, Pacific Coast Highway and the San Diego, Long Beach, Artesia and San Gabriel Freeways. Less often, flights follow the San Gabriel River and the Los Angeles River Flood Control Channels in order to cause as little noise pollution as possible. During the hours of preventative patrol, there are times when they do not use these previously designated channels of flight. When responding to emergency calls from ground units, the helicopters will fly the shortest route from their location to where they are needed. If they have to use the spotlight in order to assist the ground units in the identification of vehicles or suspects during the night time flights, it may be necessary for them to fly lower than the authorized height, depending upon the surrounding terrain. When this occurs, the pilots make the flight as short as possible. It is important to recognize that the level of helicopter noise output depends to a great extent on the maneuverability and attitude of the craft. Orbiting, for instance, causes much more noise than level flights at cruising speeds. Likewise, routine City-wide patrolling is less noisy than the pursuit of a suspect or spot surveillance missions.

The Long Beach Police Department heli-pad is located near Spring Street and Redondo Avenue in the Emergency Operating Center area (see Figure 19). This area is ideal for landings and takeoffs because there are neither businesses



## LONG BEACH POLICE HELICOPTER FLIGHT ROUTES

Source: Long Beach Police Department.

nor homes nearby. The aircraft are several hundred feet high before they are over a residential district.

The Police Department is well aware of the problem of noise pollution which might be attributed to the use of police helicopters and all helicopter pilots are continually advised not to fly low over residential areas of the City for extended periods of time because it might disturb people in the area.

The Police Department permits no personnel to perform any training exercises over residential areas. All of their practice is done over non-populated portions of the City.

In order to keep the noise pollution to a minimum, the City recently purchased two new mufflers for their helicopters which are the latest in the state-of-the-art for this type of equipment. They have been installed at the cost of \$2,600.

The helicopter has proven itself as being very effective assistance to ground units in apprehending criminals and in the prevention of crime. There are instances when it may be necessary to cause noise pollution. It then becomes necessary to decide whether it is more important to accomplish the police mission or pollute the air with noise for a short period of time.

Table 6 shows measured noise emission levels from Bell 47G5-A helicopters in use by the Long Beach Police Department before and after muffler system modifications.

TABLE 6

## NOISE EMISSION LEVELS FROM LONG BEACH

POLICE HELICOPTERS

(Before and After Muffler Modification)

Altitude Above Ground	Indicated Speed (MPH)	Maneuver or Attitude	Noise Levels in dBA			Perceived Loudness (2)
			Before Modification	After	Net Reduction	
00 ft.	0(1)	Hover	80	76	4	(24%)
00 ft.	0(1)	Orbit	72	71	1	(6%)
600 ft.	60	Flyover	70	68	2	(14%)
700 ft.	60	Flyover	66	63	3	(19%)

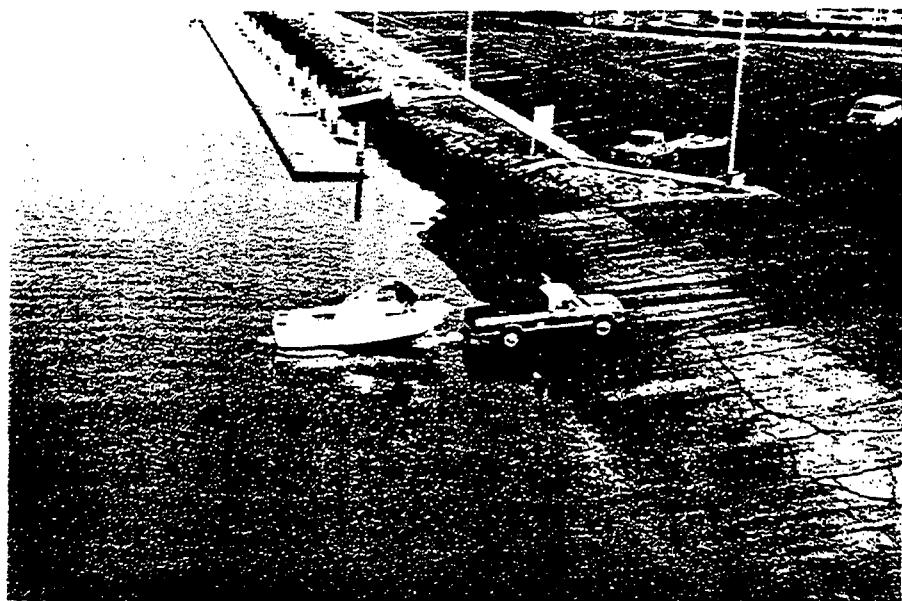
Note: Ambient level: 49-52 dBA. Wind direction and velocity: S.E., gusty 15-20 knots. Air temperature: 64° F.

(1) Orbit around and hover directly over the microphone.

(2) The noise output of two different aircrafts is unequal, therefore the reduction in perceived loudness cannot be assumed to be precise but rather an approximation.

Sources: Long Beach Transportation Division, Long Beach Building and Safety Department. J. H. Wiggins Company, Acoustical Consultants.

## WATERCRAFT NOISE



Watercraft Noise:

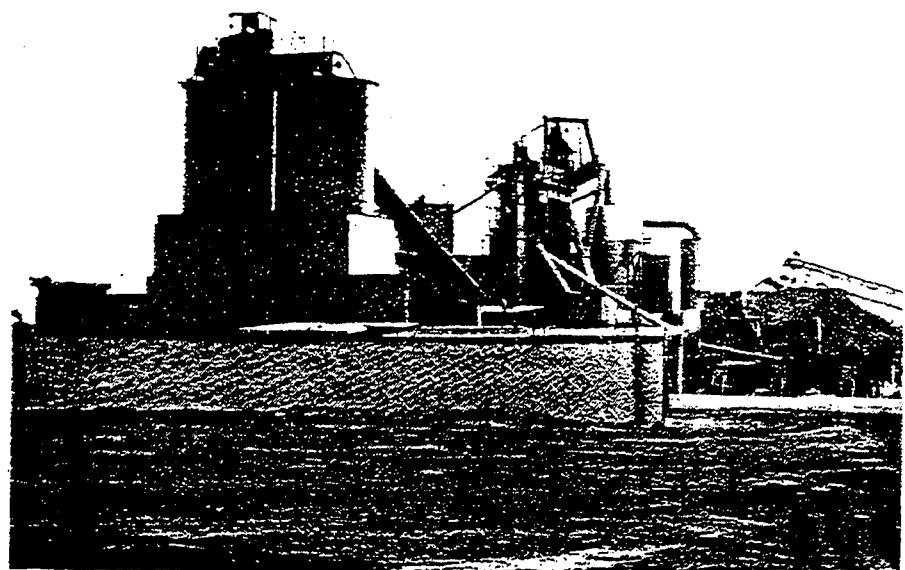
Watercraft noise is also a concern. The highest levels of noise in this category are produced by inboard-powered ski boats, with unmuffled exhausts. Lower levels are generated by small crafts (with 6 to 10 horsepower engines).

The Long Beach Marine Department has the responsibility of enforcing Section 654.05 of the California Harbors and Navigation Code. The Code regulates the maximum allowable noise level generated by motor boats operating in or upon the inland waters of the State. Boat-generated noise complaints are received occasionally by the Marine Department from waterfront homeowners along Los Cerritos Channel and the Golden Avenue launching ramp area. Watercraft noise is also annoying to those who want to enjoy the water in quiet ways such as sailing, canoeing or swimming. Most habitual infractions are by inboard motor and water-skiing boats. The most common cause of excessive boat noise in Long Beach is lack of proper muffling.

Motor boat-generated noise is not a widespread problem. The maximum boat speed limit allowed along highly developed waterfront lots is 15 mph. The length of existing water channels is too short to allow for sustained high speeds or long distance runs.

The problem of boat noise in Marine Stadium is the subject of a separate report prepared by the City Planning Department.

## INDUSTRIAL NOISE



Industrial Noise

Industrial operations in the City cover a wide variety of noise producing functions. The principal noise sources in industry are impact, reciprocation or vibration, friction, and turbulence in air or gas streams. These sources appear in a variety of industries in Long Beach including oil production, metal forming, shipping and others. For the most part, the older industrial installations will prove to be the most significant noise producers. This derives from both the lack of technology for machine and building noise control at the time of installation and the absence of restrictive criteria for city planning. More recent industrial installations incorporate suitable noise control in the facility and modern planning criteria allow for rational site locations. The approach to the analysis and control of industrial noise in Long Beach will be to provide recommended methods which may be utilized for specific sites. Some examples of particular industrial noise areas in the City are cited at the end of this sub-section.

Two approaches to industrial noise problems are available. The City may implement a systematic sound survey of all industrial sites in the community to identify problem areas. (See Figure 20). This is a substantial undertaking and probably would not be justified in terms of expenditures. The second, and more pragmatic approach, is to assess each site on the basis of complaints. As the community becomes aware of the efforts on the part of the City Planning Department to identify and control noise problems, existing industrial noise intrusions in residential areas will be reported.

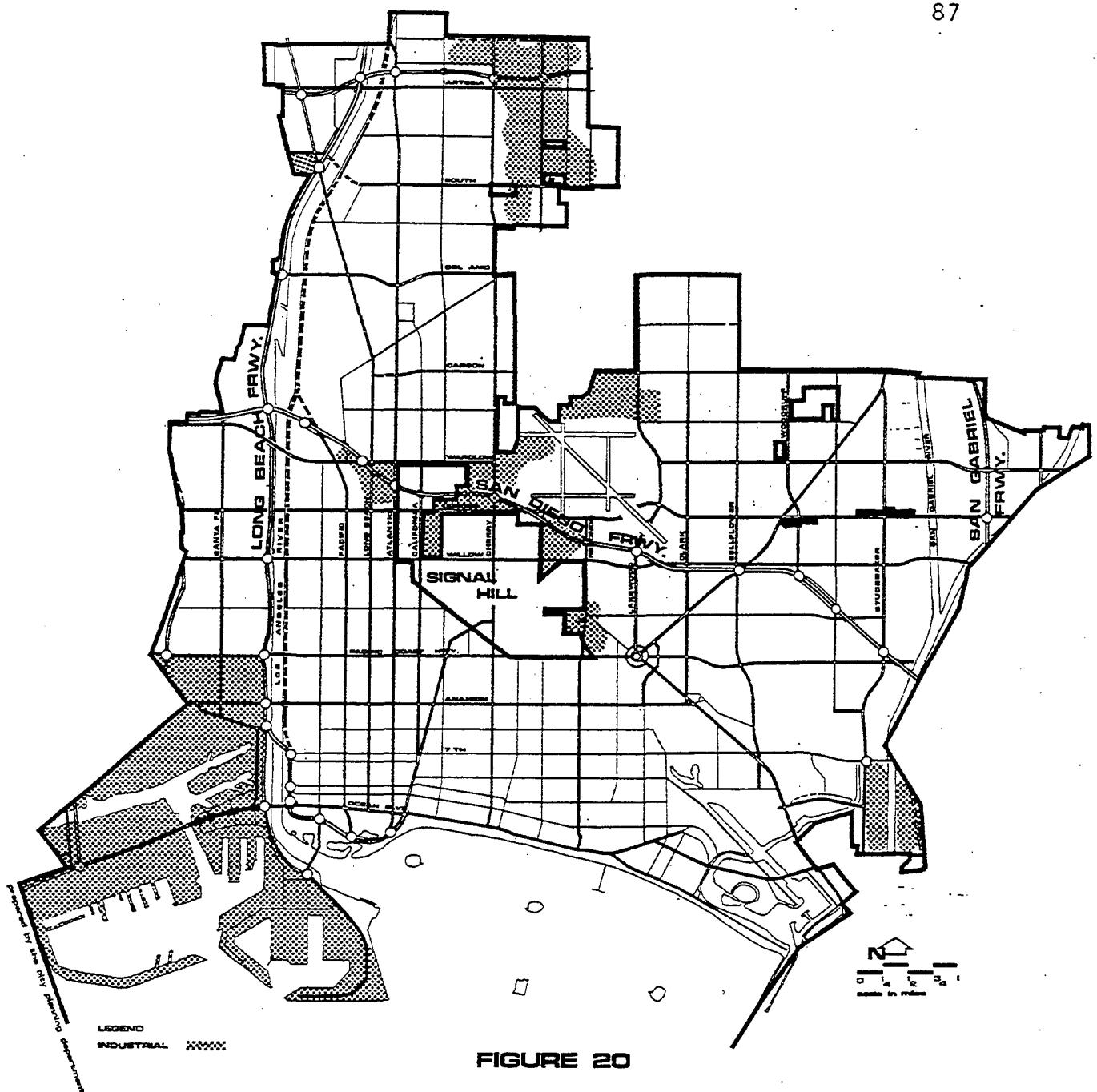


FIGURE 20

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**INDUSTRIAL LAND USE**

Source: Long Beach Community Analysis Program,  
Gruen Associates. p. 1:8. Long Beach,  
1972.

Annoyance from industrial noise is a subjective phenomenon affected by many factors such as background noise levels in the area. Also, whether the noise is continuous or only exists during a portion of the day. Other factors such as the presence of impulsive or irregular noises and the spectrum shape or frequency distribution of the noise enter into people's responses. Assessment of the physical attributes of the noise may be carried out through a straightforward series of measurements of the A-Weighted Sound Pressure Level conducted by City Personnel. These measurements should be conducted around the periphery of the facility and along adjacent residential property lines. Characterization of the time duration and subjective quality of the noise will be equally important. These data may then be evaluated against City noise regulations and prevailing Federal and State criteria.

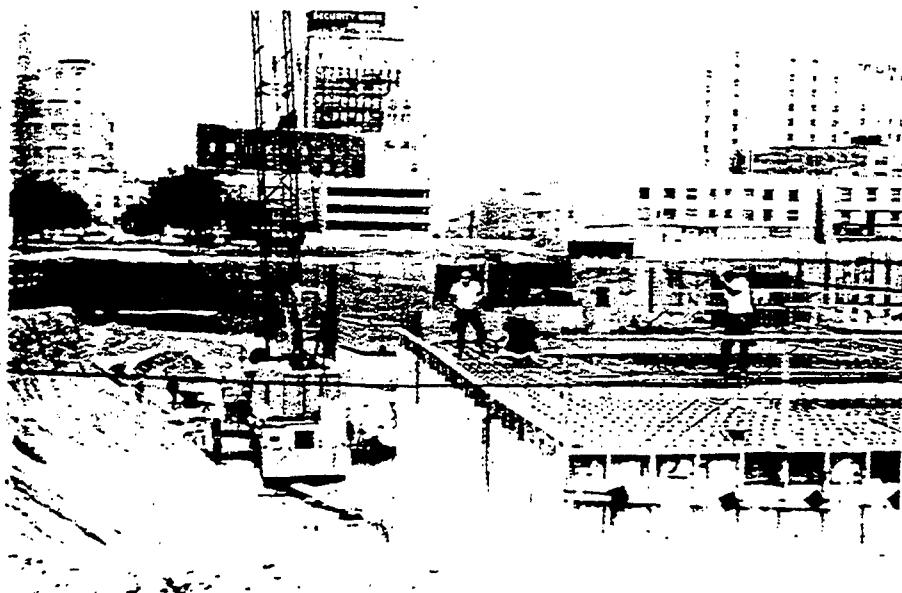
One of the sources of noise in this category are the oil pumping stations located within the City. These installations are powered by either diesel or electric motors with the latter producing a quieter operation. A sampling of noise levels for these pumping stations (measured at 100') showed values ranging between 62 dBA for the electric motors with enclosures to 83 dBA for some older diesel units.

Other industrial areas in the City produced the following noise levels:

1. East of Henry Ford Avenue, 1 mile south of Pacific Coast Highway. Site adjacent to oil refinery showed levels between 56 and 58 dBA.
2. Oil well locations approximately 1/4 mile south of Colorado and west of Pacific Coast Highway. Levels in this area measured between 57 and 60 dBA.

3. Near the intersection of Desmond Bridge and Ocean, noise from oil wells ranged between 65 and 68 dBA.
4. East of intersection of Cherry Avenue and Hungerford. Traffic is principal noise source with levels between 54 and 59 dBA.
5. Near intersection of Paramount and Coolidge. Noise levels ranged between 52 and 60 dBA.
6. Near the intersection of Cherry Avenue and 65th Street, Industrial and oil operation, noise measured 48-56 dBA.
7. 60th Street and Walnut Avenue, a residential area one-fourth mile from Cherry Industrial Area 52-54 dBA. 46-49 dBA.
8. Near the intersection of 56th Street and Walnut Avenue, one-quarter mile from Cherry Industrial Area 55-56 dBA.
9. Atlantic Avenue and Wardlow Road north of warehousing and trucking area. Noise range 48-51 dBA.
10. Near intersection of 12th Street and Caspian Avenue. Noise level close to railroad storage yard 52-59 dBA.
11. Water Street and Ontario Avenue oil refinery, warehousing and trucking area noise level 56-66 dBA.
12. Panorama Drive and Pier A Avenue. Oil refinery, warehousing and trucking area. Noise level 50-54 dBA.
13. Intersection of Harbor Scenic Drive and Queen's Highway on fringe of port operations, noise level 50-54 dBA.

14. Wardlow Road and Rose Avenue residential area near to industrial and airport areas, noise level 54-56 dBA.
15. Intersection of Redondo Avenue and Stearns Street near to oil properties. Noise level 48-53 dBA.
16. Studebaker Road and 7th Street near Edison power generation facilities. Noise levels 45-49 dBA.
17. Near intersection of Hanbury Road and Greenbrier Street, Single family residential, one-half mile east of McDonald Douglas Aircraft. Noise level 49-52 dBA.

**CONSTRUCTION NOISE**

Construction Noise

As noted in a previous section, construction noise is an increasing by-product of new construction and urban redevelopment. This produces special problems of noise control compared with other industrial types. Work is conducted in unenclosed areas and is of a temporary nature. The frequency and intensity of the noise may vary greatly during different phases of the work. Finally, the noise cannot be controlled through land use restrictions as with industrial sites.

Most noise from construction and demolition sites is produced by machinery. The most prominent noise source is equipment fitted with diesel engines. Many of these, but not all, have exhaust silencers or mufflers. With unmuffled diesel equipment producing noise levels of 90 dBA at 100 feet, the introduction of silencers can result in significant noise reductions of the order of 15-18 dBA.

This will apply to graders, scrapers, other excavation equipment, motor generators and diesel trucks. If electrical power is available on a site, the use of electric motors rather than diesels is desirable whenever possible.

Air compressors and other machinery powered by internal combustion engines may be subject to the same muffling requirements and may further be controlled by ensuring that the manufacturer's enclosure is intact and by using enclosed housing where possible.

An overview of the range of noise levels produced by representative construction equipment is shown in Figure 21.

Some numerical criteria should be available by which local authorities and, perhaps, courts could judge whether noise from construction and demolition sites is reasonable or not.

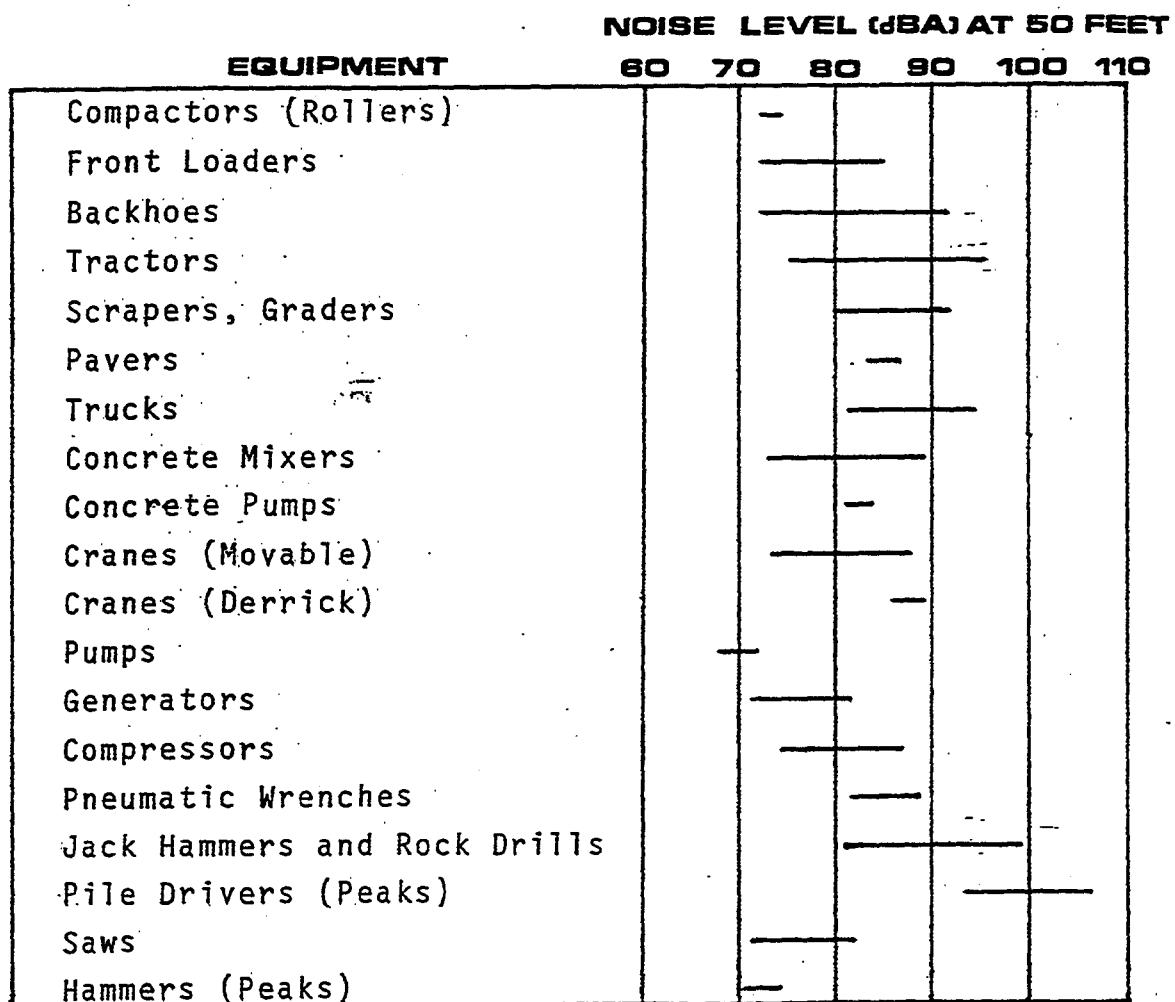


FIGURE 21

Noise Levels for Construction Equipment.

Source: "Engineering and Zoning Regulation of Outdoor Industrial Noise," NOISE Control, 3, 32-38, May 1959. "City Noise-Los Angeles," NOISE Control, 2, 14-19, July 1958.

In considering what criteria would be appropriate in the daytime, most weight is given to the following factors:

1. The noise should not interfere unduly with lives and the work of people in nearby buildings.
2. The work on most construction and demolition sites does not last very long, usually for some weeks or months at most.
3. A great deal of building is done in urban areas where there is noise from other sources, such as traffic.
4. The efficiency of the building industry depends upon the use of machines.
5. Any criterion must be economically and operationally practicable for contractors.

It is concluded that the simplest and most objective criterion is that the noise between 7 a.m. and 7 p.m. should not exceed the level at which conversation to the nearest building would be difficult with the windows shut. Most buildings have single windows which, if new and well fitting, can reduce outside noise levels by 15 dBA. The exterior walls of many existing buildings have ill-fitting windows and provide only about 5 dBA reduction. Moreover, the reduction at low frequencies is less than at high frequencies, thus emphasizing the low frequency components of the intruding noise and tending to make conditions for speech less acceptable. In these circumstances, with a noise level of about 50-55 dBA inside a building, a telephone could be used with some difficulty, and normal conversation carried out at a distance of several feet. This inside level corresponds to a level outside the building, with closed conventional single windows, of 65-70 dBA. To achieve this level of noise, would require the construction industry to restrict noise to a level which is below the

level already produced at times by traffic alone, busy roadways of Long Beach, and below the level existing in some heavy industrial areas. These levels must be practicable and fair to the construction and demolition industries as well as to their neighbors. It is suggested that, at present, average maximum noise levels outside the nearest building at the window of the occupied room closest to the site boundary, should not exceed:

- ° 70 dBA in areas away from main roads and sources of industrial noise.
- ° 75 dBA in areas near main roads and heavy industries.

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POPULATION NOISE



Population Noise

This category will encompass the most diverse noise sources in the City ranging from the noise of typical residential activities to such intrusive sounds as recreational vehicle activities. Many of these sounds are predictable, occur regularly and the source may be readily identified with the potential for mitigating the intrusive noise at a stationary location. (See Figure 22). Conversely, other noise sources tend to appear at random times and locations such that an alternative approach to noise control, i.e. reduction of the sound power levels at the source or limiting operations, is required. Since these population noise sources are so diverse (see Tables 7 and 8) this discussion will cite specific examples of noise sources, present typical sound levels associated with these sources and suggest methods for implementing some rational program of noise reduction.

Equipment Using Gasoline Engines. Another significant source of intrusive noise throughout the City is recreational and residential power equipment. The sounds of power lawnmowers, motorcycles and power boats in some areas of the City are sufficiently common to warrant continuous monitoring and control. Activities associated with these sources may occur virtually any time during the day and, in the case of recreation vehicles, may move past a relatively large number of people. Some typical noise levels associated with devices powered by gasoline engines are shown in Table 8.

These data have been supplied by manufacturers of the devices and probably reflect performance of units in good repair. Data for units operated at varying engine speeds are not available. The levels in Table 8 show improvements in noise levels over the past few years with projections for future noise reduction associated with each item. Average

noise levels from household appliances are shown in Table 7. Mitigation procedures for the equipment described in this section are best carried out within the context of the nature of activities associated with each item. Motorcycles produce the greatest noise exposures when mufflers have been removed or are in poor condition. Most other power equipment cited also require exhaust mufflers in good condition to achieve the lowest possible noise emissions. Beyond this requirement, the best available noise control procedure is to limit the allowable hours of operation to those deemed rational by City officials in response to the interests of the general population. Also, some limit on continuous operation at a specific site might be considered. In this latter context, some particular attention might be directed to certain recreational activities such as model airplane or boat operations. These devices produce noise levels in the 70-90 dBA range depending on the distance from the observer. The model airplanes are operated at various heights above the ground, up to several hundred feet. At a distance of 100 feet, measurements showed levels of 80-85 dBA for these devices. The most practical mitigation procedure is to limit these activities to specified locations and hours of the day.

#### Categorization of Major Impact and Noise and Vibration Sources: Introduction and Concepts

Because impact noise, and vibration are so closely related and because the phenomena are manifest in Long Beach, it is relevant to discuss impact noise and vibration within the scope of this Element.

Intensive impact noise, (or vibration) can be as annoying or more annoying than noise. It is, in some cases, a more unmanageable phenomenon to control than noise, but in Long Beach, it occurs less frequently. Four primary categories

TABLE 7  
AVERAGE NOISE LEVELS FOR HOME APPLIANCES

Appliances	Levels in dBA at 3 feet							
	30	40	50	60	70	80	90	100
Freezer		●						
Refrigerator		●						
Heater, Electric			●					
Hair Clipper				●				
Toothbrush, Electric				●				
Humidifier				●				
Fan				●				
Dehumidifier				●				
Clothes Dryer				●				
Air Conditioner				●				
Shaver, Electric					●			
Water Faucet					●			
Hair Dryer					●			
Clothes Washer					●			
Toilets					●			
Dishwasher					●			
Can Opener, Electric					●			
Food Mixer					●			
Knife, Electric						●		
Knife Sharpener, Electric						●		
Sewing Machine						●		
Oral Lavage						●		
Vacuum Cleaner						●		
Food Blender						●		
Coffee Mill						●		
Food Waste Disposer						●		
Edger and Trimmer							●	
Home Shop Tools							●	
Hedge Clippers							●	
Lawn Mower, Electric							●	

Source: Sound and Vibration Magazine, May 1973, p. 36.

TABLE 8

## NOISE LEVELS IN DECIBELS FROM RESIDENTIAL AND RECREATIONAL POWER EQUIPMENT

Noise Source	Measurement Location	Feasible Goals* (Model Year)			
		1970	1973	1978	1983
Pleasure Boats					
Outboard	8' directly forward of engine center line	95	95	90	88
	50' from boat	80	78	74	70
Motorcycles	At user's ear	105	103	99	95
Less than 240 cc	50' from vehicle	89	87	83	76
More than 240 cc	At user's ear	112	110	105	100
	50' from vehicle	92	90	86	77
All Terrain Vehicles	At user's ear	105	100	95	90
	50' from vehicle	85	80	75	70
Rotary Power Mowers	At user's ear	92	88	85	82
	50' from mower	68	68	65	62
Riding Mowers	At user's ear	95	90	85	82
	50' from mower	78	73	68	65
Chain Saws	At user's ear	115	115	110	105
	50' from saw	86	86	84	76
Edgers	At user's ear	95	90	85	82
	50' from edger	78	72	68	65
Leaf Blowers	At user's ear	85	85	84	80
	50' from blower	76	76	72	68

\* Industry Estimates

Source: National Industrial Pollution Control Council  
 Sub-Council Report and Leisure Time Product  
 Noise, May 1971.

of major sources will be discussed briefly; Transportation, industrial, construction, and population impact noise and vibration.

Transportation-generated impact noise and vibration in Long Beach is caused primarily by heavy surface vehicles (trucks, buses, trains) and low-flying heavy aircraft.

Heavy surface vehicles (trucks, buses, trains, locomotives, rapid transit systems) cause considerable vibration on adjacent land uses. This problem is most serious in residential areas that adjoin major roadways (and railways) at grade (see Figure 22), where dwellings sometimes rattle with the passing of tanker trucks, buses or trains. Equally annoying is the inter-car impact noise caused by coupling and uncoupling and by the stop-and-go movement of train components. Railway vibration in Long Beach is caused by trains moving over jointed rails and overpass bridgeworks. These railway impact noises and vibrations are less extensive than vehicular traffic because trains run slower, less frequent and are confined to some half a dozen interconnecting tracks in the City. (See Figure 6).

Low-flying heavy aircraft cause high levels of noise which in turn can make dwellings seem to "vibrate off the foundation." Again this phenomenon is confined to a few structures located under or very near the flight path of runway 30 at Long Beach Airport.

Impact noise and vibration caused by transportation systems are difficult to control and mitigate both technically and legally. It is difficult technically, because impact noise and vibration reduction measures sometimes require drastic steps to achieve results. Vibration is the most difficult of the two phenomena to mitigate because vibration waves radiate in all directions through ground surface and sub-surface. Furthermore, the noise barrier approach to reduce impact noise is not effective in controlling vibration.

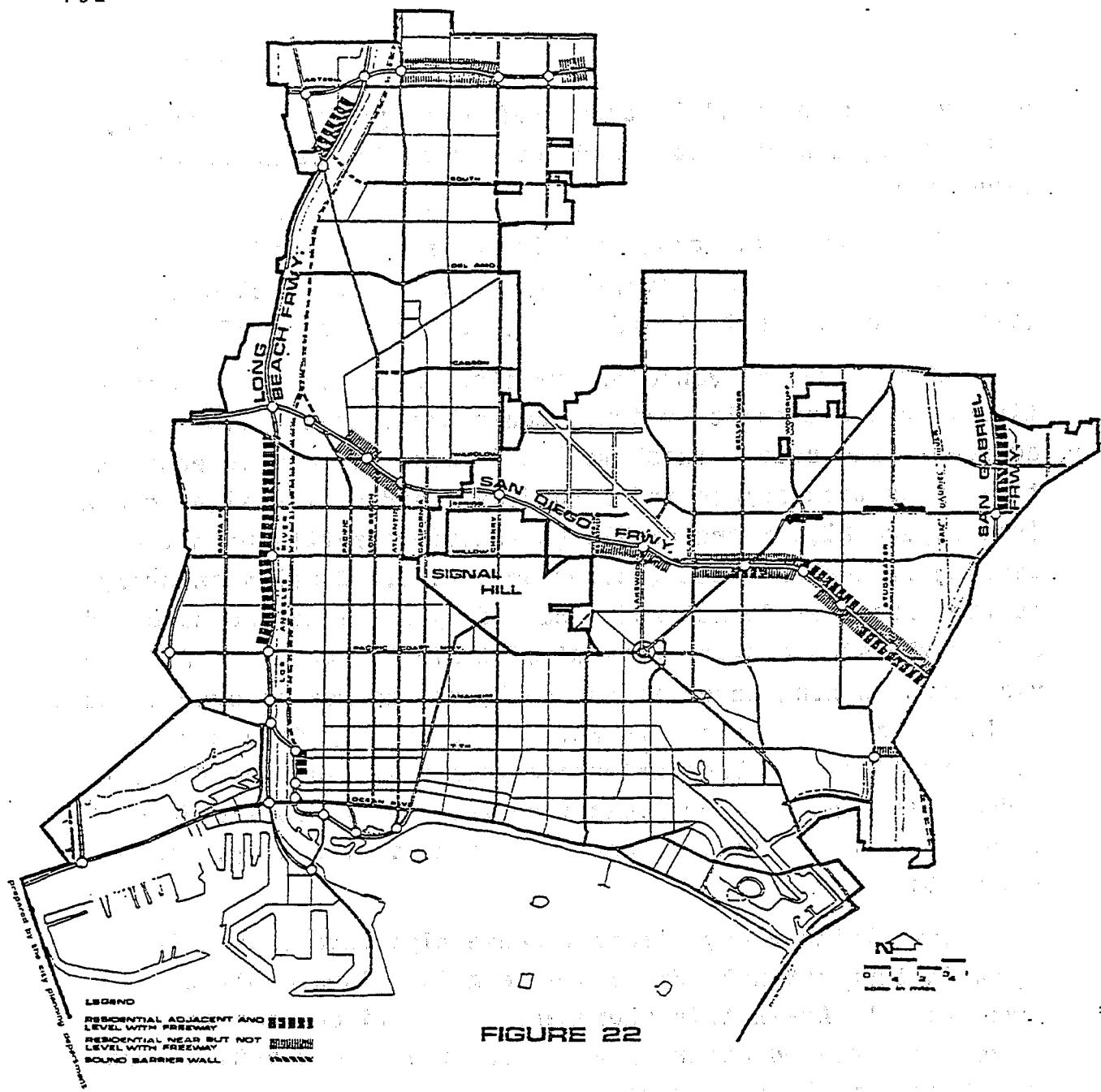


FIGURE 22

## RESIDENTIAL LAND USES IMPACTED BY FREEWAYS

Legally, it is difficult to control impact noise and vibration because the operation of motor vehicles, railroads, and airports is regulated by Federal or State laws.

Industrial impact noises and vibrations are more serious phenomena because of their intensity. They include a wide range of machinery used in the extracting, manufacturing, and construction industries. Extracting-industry impact noises and vibrations in Long Beach are caused primarily by a large number of oil pumps and derricks located throughout the City.<sup>4</sup> Manufacturing activities that utilize heavy equipment, i.e. metal forming presses, sometimes cause "vibration waves" that radiate for several blocks affecting surrounding land uses. This problem is more likely to affect residential areas located adjacent to industrial zones. (See Figure 20). Some of the most intensive vibration and impact noise in the community is caused by heavy construction equipment.

#### Population Impact Noise and Vibration

In a building, impact noise is caused by footsteps, moving furniture, use of bathtubs,<sup>5</sup> and other similar sources. Because of the complex nature of impact noise, there is no nation-wide "official" impact noise criteria in this country. Practically every state adopts arbitrarily its sound transmission control rating.

#### Impact Sound Insulation and Transmission Control

The California Legislature has recognized the importance of impact sound insulation and transmission control in multiple dwelling units and has passed Title 25, Article 4, Section 1092 of the State Administrative Code (Noise

<sup>4</sup> See Figure 23.

<sup>5</sup> See Figure 24.

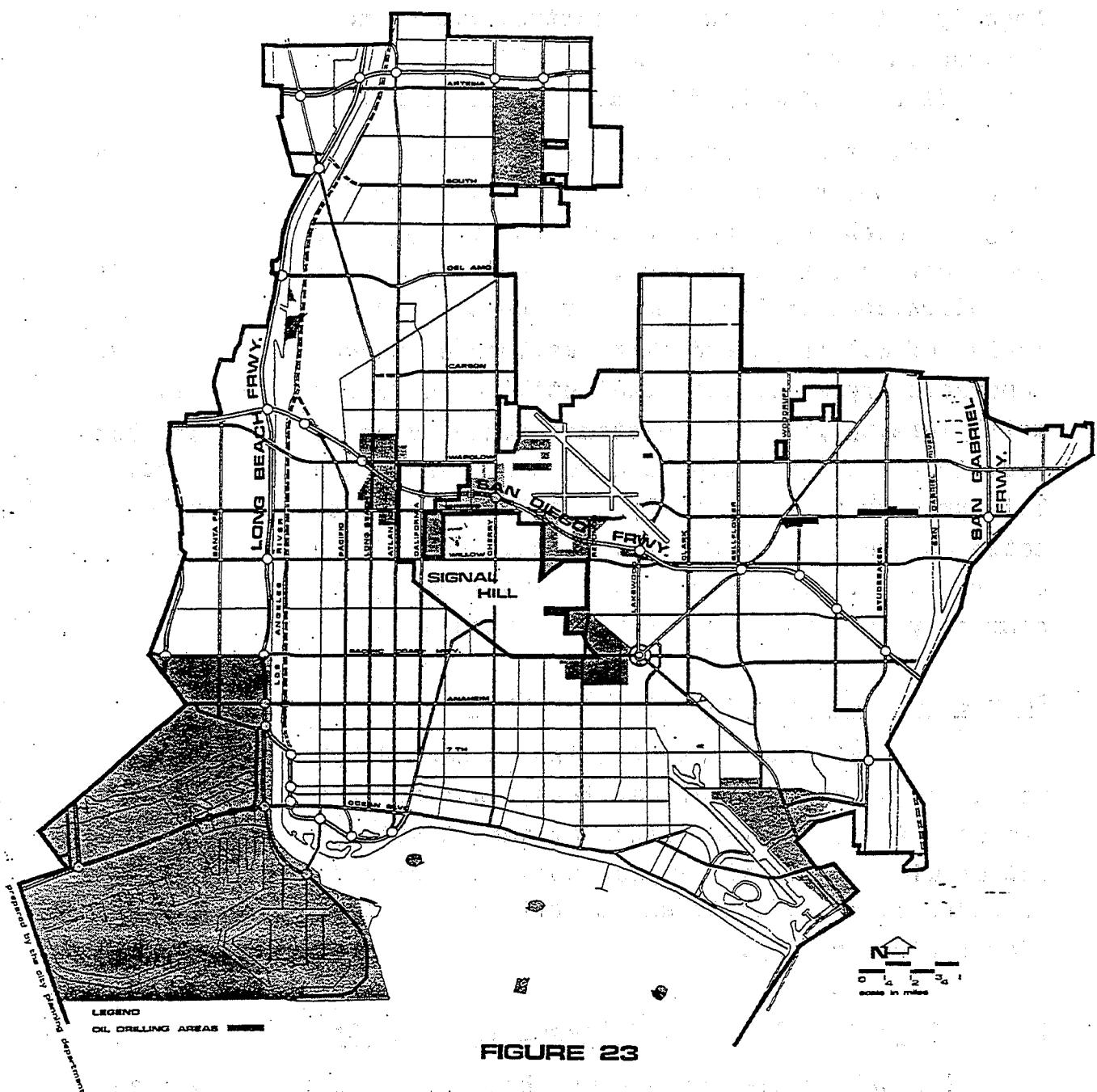


FIGURE 23

## LONG BEACH OIL FIELDS

Source: Long Beach Department of Oil Properties.

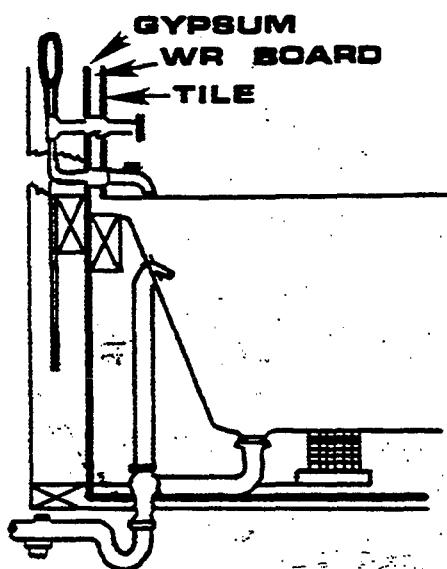


FIGURE 24

Soundproofing of Bathtubs. A source of noise in multi-apartment complexes is the bathtub. This sketch suggests some soundproofing measures to reduce noise transmission that may be applied, preferably during construction. Gypsum boards should be installed over all wall surfaces behind ends and sides of tubs, when on party walls. This is especially vital if tubs are back-to-back.

Source: Walter Pruter, "Sound Control to Increase Builders Cost," Western Building Design, November 1972, page 15.

Insulation Standards) which requires all new construction of hotels, motels, apartment houses and residential dwellings other than detached single family dwellings to have: 1) sound transmission control; 2) impact insulation control; 3) exterior intrusive noise control; 4) limited interior noise levels; and 5) acoustical analysis made if located within airports, freeways, highways, or industrial noise sources where the exterior exposure exceeds annual community noise equivalent level (CNEL) of 60 dBA. (See Appendix F for a more detailed summary of the law).

#### Population Vibration (including appliance vibration)

These vibrations are more acute in multi-story and apartment buildings than in single-family homes. Figure 25 shows the wide diversity of noise and vibration-generating equipment found in some multi-story buildings. In addition, apartment building residents have a concentration of noisy vibrating equipment and appliances that are used in the home daily. (See Table 9). Some of the worst apartment noise-generators are food waste disposers (78);<sup>6</sup> food blenders, (75);<sup>6</sup> vacuum cleaners (72),<sup>6</sup> and can opener (65).<sup>6</sup> There is little that can be done to mitigate impact noise and vibration from manufactured appliances already in use in homes and apartments. The consumer has an opportunity, when purchasing a new appliance, to let manufacturers know of the increasing preference for lower noise level outputs by selecting quieter appliances.

This discussion of impact noise and vibration as manifested in Long Beach has been a brief attempt to identify the problem. Recommendations to mitigate impact noise and

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<sup>6</sup>Typical sound levels in dBA. Different output levels are generated by other types and makes of appliances.

**CROSS-SECTION OF A TYPICAL MULTISTORY STRUCTURE  
SHOWING BUILDING UTILITY EQUIPMENT**

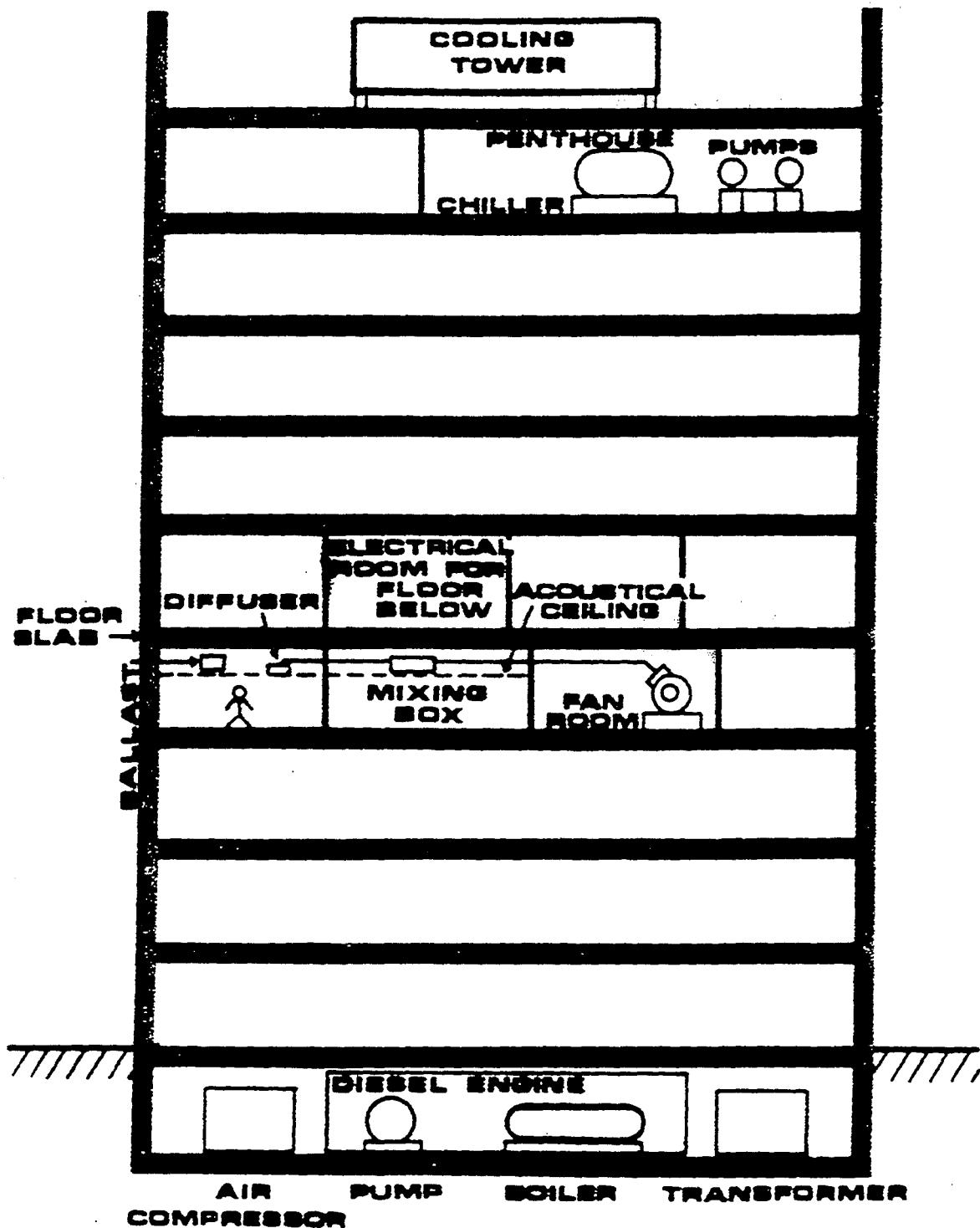
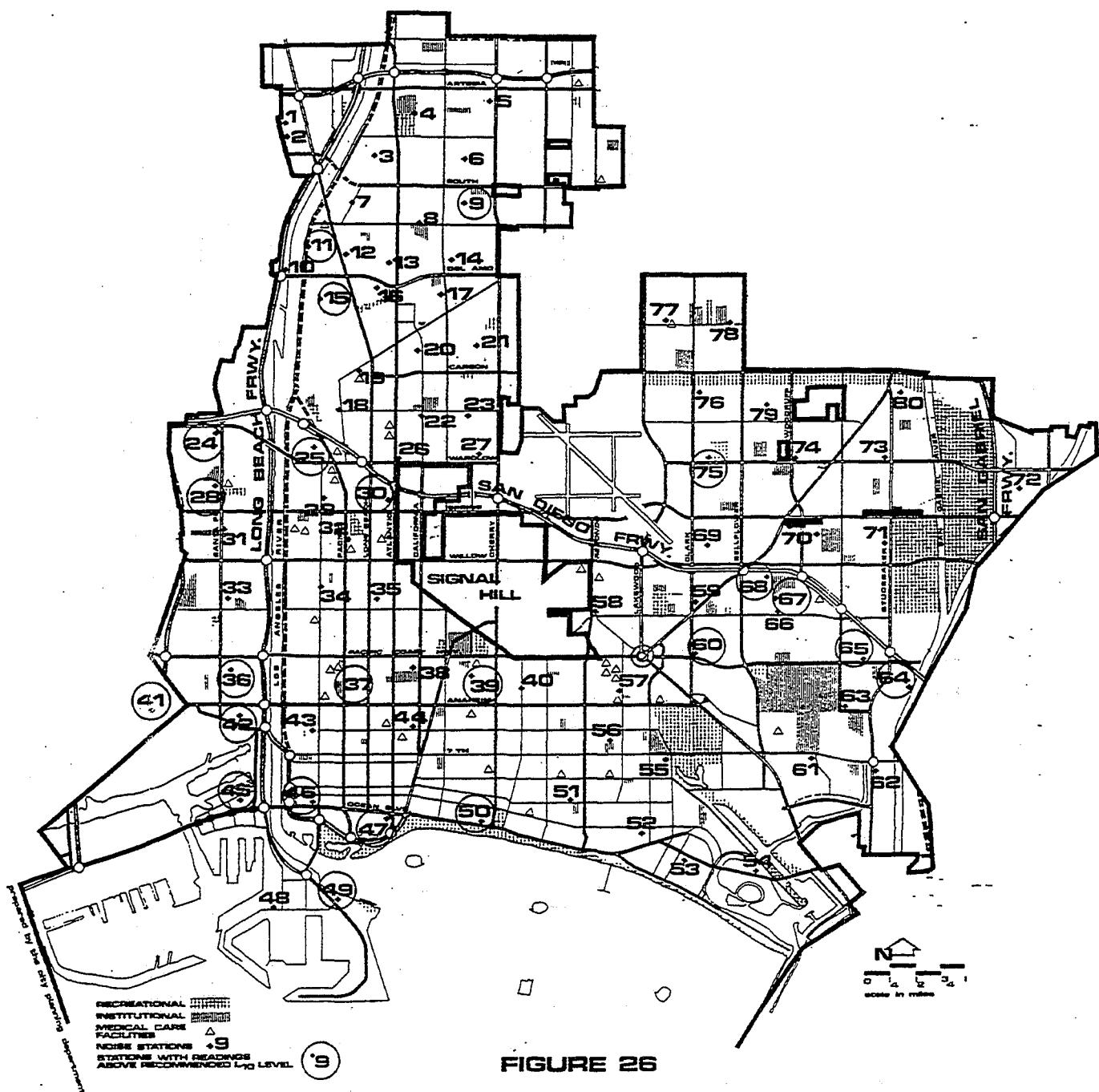


FIGURE 25

Source: Sound and Vibration Magazine,  
May 1973, p. 38.



## LOCATION OF NOISE MEASUREMENT STATIONS

Source: J. H. Wiggins Company.

vibration are much more difficult to draw than recommendations to mitigate noise. Furthermore, a comprehensive treatment of impact and vibration problems is beyond the scope of this element. To date, there are no nationally or internationally accepted standards adopted and enforced in any known municipality regarding impact and vibration in party walls and ceiling-floors in existing multiple dwelling units. Nevertheless, the problem of impact and vibration continues to adversely affect those who are closest to the source. Further research is needed in this area.

#### Field Measurements of Noise Levels in Long Beach

A series of sound measurements were carried out at selected locations in the City to provide a survey of the relative noise exposures existing through Long Beach. The measurement locations are shown in Figure 26 and described in this Section. All measurements were recorded as A-weighted Sound Pressure Levels. Each measurement location represents between 3 and 7 individual readings obtained within the surrounding few blocks. The range of maximum ambient noise levels for these locations are included with the descriptions of each site.

It is most important to recognize that these measurement data represent the sound levels existing at a specific location on a particular day. This is emphasized to convey the fact that readings obtained 50 feet apart may differ by 5 dBA or more, depending on the nature of the source and the propagation path. There was an attempt to exclude any unusual shielding conditions at each location.

The sound levels described in this section were obtained during daytime hours (9:00 a.m. to 4:00 p.m.), and during nighttime hours (8:00 p.m. to 12:00 a.m.). A check of several of the locations showed reductions of 4-10 dBA during night

hours. This was attributable to the decrease in traffic volumes and, in some instances, to reduced commercial activity. Any attempt to characterize the noise at a particular location should incorporate 24-hour sound monitoring at a sufficient number of stations to accurately describe the noise environment.

TABLE 9  
AVERAGE RANGE OF NOISE LEVELS FOR HOME APPLIANCES

Appliances	Level in dBA
Food Blender	68-85
Vacuum Cleaner	69-85
Electric Knife	65-75
Air Conditioner	50-68
Electric Fan	38-68
Food Mixer	48-78
Can Opener	54-75
Clothes Dryer	55-65
Hair Dryer	61-65
Electric Shaver	52-68
Electric Toothbrush	48-53
Hair Clipper	48-50
Refrigerator	38-52

Source: City Planning Department Staff Research

TABLE 10  
FIELD MEASUREMENTS OF NOISE LEVELS

Map Location Number	Street Location	A-Weighted Sound Level Ranges in Decibels (dBA)	
		Day	Night
1	Las Hermanas St. & Susana Rd.	52-56	48-50
2	Susana Rd. & Harcourt St.	49-53	50-52
3	Elm Ave. & Adair St.	52-57	49-52
4	64th St. & Myrtle Ave.	51-53	47-51
5	Cherry Ave. & 65th St.	48-56	49-52
6	60th St. & Walnut Ave.	52-54	46-49
7	56th St. & Daisy Ave.	53-56	50-52
8	Market St. & California Ave.	44-46	41-43
9	56th St. & Walnut Ave.	55-56	49-50
10	Del Amo Blvd. & Susana Rd.	46-49	47-48
11	52nd St. & De Forest Ave.	56-59	51-55
12	Cedar Ave. & Morningside St.	49-55	46-50
13	51st St. & Linden Ave.	44-48	42-47
14	Hardwick St. & Boyar Ave.	52-56	47-50
15	48th St. & Pacific Ave.	56-58	51-53
16	Elm Ave. & Arbor St.	46-48	44-47
17	Orange Ave. & 45th Way	51-54	47-49
18	Bixby Rd. & Pacific Ave.	46-48	44-45
19	Virginia Rd. & Claiborne Pl.	44-46	42-43
20	California Ave. & Tehachapi Dr.	43-48	41-44
21	Tehachapi Dr. & Keever Ave.	52-55	47-49
22	California Ave. & Bixby Rd.	46-50	43-47
23	Bixby Rd. & Walnut Ave.	53-57	49-51
24	Wardlow Rd. & Santa Fe Ave.	54-58	51-54

TABLE 10--Continued

Map Location Number	Street Location	A-Weighted Sound Level Ranges in Decibels (dBA)	
		Day	Night
25	36th St. & Magnolia Ave.	57-60	55-59
26	Atlantic Ave. & Wardlow Rd.	48-51	46-49
27	Wardlow Rd. & Rose Ave.	54-56	50-52
28	Santa Fe Ave. & 32nd St.	55-57	53-56
29	31st St. & Eucalyptus Ave.	49-55	47-50
30	31st St. & Linden Ave.	56-60	52-54
31	Santa Fe Ave. & Columbia St.	49-56	46-50
32	28th St. & Pacific Ave.	48-53	45-49
33	23rd St. & Adriatic Ave.	46-49	44-46
34	Burnett St. & Magnolia Ave.	47-51	46-46
35	23rd St. & Elm Ave.	47-50	44-45
36	17th St. & Canal Ave.	54-59	51-53
37	15th St. & Cedar Ave.	53-59	50-52
38	17th St. & California	53-57	49-54
39	16th St. & Walnut Ave.	55-57	50-52
40	Spaulding & Junipero	48-53	46-49
41	Anaheim St. & Terminal Is. Fwy.	53-58	50-52
42	12th St. & Caspian Ave.	52-59	48-56
43	10th St. & Daisy Ave.	48-53	46-50
44	10th St. & California Ave.	50-54	47-51
45	Water St. & Broadway	56-66	55-59
46	1st St. & Daisy Ave.	53-59	50-54
47	Ocean Blvd. & Atlantic Ave.	55-62	51-56
48	Panorama Dr. & Pier A Ave:	50-54	50-53
49	Harbor Scenic Dr. & Queen's Hwy.	55-62	53-60
50	Ocean Blvd. & Hermosa Ave.	54-59	52-54
51	3rd St. & Obispo Ave.	47-53	46-47
52	Shaw St. & Bennett Ave.	49-55	46-50
53	2nd St. & Corona Ave.	51-54	47-49

TABLE 10--Continued

Map Location Number	Street Location	A-Weighted Sound Level Ranges in Decibels (dBA)	
		Day	Night
54	2nd St. & Attica Dr.	49-53	44-46
55	7th St. & Roycroft Ave.	50-54	47-49
56	8th St. & Grand Ave.	47-51	44-48
57	14th St. & Termino Ave.	49-51	45-47
58	Redondo Ave. & Stearns St.	48-53	46-50
59	Clark Ave. & Los Coyotes Diagonal	52-55	50-53
60	Clark Ave. & Pac. Cst. Hwy.	52-59	50-54
61	7th St. & Margo Ave.	50-56	46-48
62	Studebaker Rd. & 7th St.	45-49	44-47
63	Anaheim Rd. & Hackett Ave.	48-53	44-46
64	Studebaker Rd. & Goldcrest St.	55-62	53-58
65	Atherton St. & Knoxville Ave.	56-60	53-56
66	Stearns St. & Radnor Ave.	49-54	47-49
67	Los Arcos Ave. & Albury St.	53-60	50-54
68	Ocana Ave. & Vernon St.	64-66	59-63
69	28th St. & Heather Rd.	51-54	49-52
70	Benmore St. & Vuelta Grande Ave.	47-50	43-47
71	Barrios St. & Petaluma	47-52	44-46
72	Lowe St. & Julian Ave.	46-49	44-45
73	Wardlow Rd. & Studebaker Rd.	46-48	42-45
74	Wardlow Rd. & Woodruff Ave.	45-49	43-45
75	Wardlow Rd. & Charlemagne	54-57	52-54
76	Hisbury Rd. & Greenbrier St.	49-52	47-48
77	Centralia St. & Graywood Ave.	48-53	46-47
78	Centralia St. & Stanbridge	47-51	45-47
79	Hanco St. & San Anseline Ave.	46-48	45-47
80	Parkcrest St. & Karen Ave.	47-51	44-56

Summary of Field Measurements<sup>7</sup> of Noise Levels  
in Long Beach

The following detailed description is intended to explain the existing land use and major determinants of the noise environment at each measured station.

1. Las Hermanas Street and Susana Street - one-half mile west of the Long Beach Freeway. Industrial and manufacturing area. Heavy trucking and medium density traffic, 52-56 dBA. [48-50 dBA].
2. Las Hermanas Street and Trafford Street - one-half mile west of Long Beach Freeway. Industrial area with medium low traffic density, 49-53 dBA. [50-52 dBA].
3. Elm Avenue and Adair Street - one-half mile east of Long Beach Freeway. Older single family residential with low density traffic, 52-57 dBA. [49-52 dBA].
4. Myrtle Avenue and 64th Street - one-half mile east of Long Beach Freeway. Multi-family residential near Jordan High School and Houghton Park, 51-53 dBA. [47-51 dBA].
5. Cherry Avenue and 65th Street - oil extraction and industrial area. Heavy traffic on Cherry Avenue, 48-56 dBA. [49-52 dBA].
6. Walnut Avenue and 60th Street - Single family residential area, one-quarter mile west of Cherry Industrial area, 52-54 dBA. [46-49 dBA].

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<sup>7</sup> Nighttime measurements are shown in brackets.

7. Daisy Avenue and 56th Street - single family residential neighborhood, one-half mile east of Long Beach Freeway and Long Beach Boulevard, 53-56 dBA, [50-52 dBA].
8. Market Street and California Avenue - single and multiple family residential adjacent to Lindberg School and near to Carmelitos Housing Project, medium traffic, 44-46 dBA. [41-43 dBA].
9. Walnut Avenue and 56th Street - single family residential with light population density and light traffic, 55-56 dBA. [49-50 dBA].
10. Del Amo Boulevard and Susana Road - industrial area, near freeway on-ramp with heavy truck traffic, 46-49 dBA. [47-48 dBA].
11. De Forest Avenue and 52nd Street - single family residential near Los Angeles River Channel and one-quarter mile east of Long Beach Freeway, medium traffic, 56-59 dBA. [51-55 dBA].
12. Cedar Avenue and Morningside Avenue - single family residential, one block east of Long Beach Boulevard, light traffic, light density, 49-55 dBA. [46-50 dBA].
13. Linden Avenue and 51st Street - single family and multifamily residential with medium population density, adjacent to motorcycle shop, medium traffic, medium density, 44-48 dBA. [42-47 dBA].
14. Hardwick Street and Boyar Street - single family residential near to railroad tracks and Barton School, 52-56 dBA. [47-50 dBA].

15. Pacific Avenue and 48th Street - single family residential near Virginia Country Club and Long Beach Freeway, light density, light traffic, 56-58 dBA. [51-53 dBA].
16. Elm Avenue and Arbor Street - trailer home park near railroad tracks and Scherer Park. Medium population density, light traffic density, 46-48 dBA. [44-47 dBA].
17. Orange Avenue and 45th Street - single family residential with light population density, traffic medium to heavy on Orange Avenue, 43-48 dBA. [47-49 dBA].
18. Bixby Road and Pacific Avenue--single family residential, one-quarter mile north of San Diego Freeway, 46-48 dBA. [44-45 dBA].
19. Virginia Road and Claiborne Avenue - low density single family, one block west of Long Beach Boulevard, light traffic density, 44-46 dBA. [42-43 dBA].
20. California Avenue and Tehachapi Drive - single family residential with light traffic, 43-48 dBA. [41-44].
21. Tehachapi Drive and Keever Avenue - single family residential, one and one-quarter mile from end of Long Beach Airport runway, medium to light traffic, 52-55 dBA. [47-49 dBA].
22. California Avenue and Bixby Road - single family residential, near Hughes and Longfellow schools with light traffic, 46-50 dBA. [43-47].

23. Bixby Road and Walnut Avenue - single family residential, one mile west of Long Beach Airport. runway, medium density, medium traffic, 53-57 dBA. [49-51 dBA].
24. Wardlow and Santa Fe Avenue - mixed commercial uses (gas station, construction equipment yard, drive-in theater) adjacent to San Diego Freeway. Heavy truck and auto traffic. Three-quarters mile west of intersection of Long Beach Freeway and San Diego Freeway near Wardlow on-ramp, 54-58 dBA. [51-54 dBA].
25. Magnolia Avenue and 36th Street - single family residential with low density population. Heavy background noise from San Diego Freeway, light traffic, 48-51 dBA. [46-49 dBA].
26. Atlantic Avenue and Wardlow Road - commercial use surrounded by single family residential 10-15 years old, medium to heavy density traffic, 48-51 dBA. [46-51 dBA].
27. Wardlow Avenue and Rose Avenue - multi-family residential, near Long Beach Water Department, medium to heavy background noise due to nearby Long Beach Airport and heavy traffic on Cherry Avenue, 54-56 dBA. [50-52 dBA].
28. Santa Fe Avenue and 32nd Street - strip commercial, single and multi-family residential, adjacent to Silverado Park and school. Medium traffic density, 55-57 dBA. [53-56 dBA].
29. Eucalyptus Avenue and 31st Street - single family and multi-family residential area with some residential use. Light to medium traffic, 49-55 dBA. [47-50 dBA].

30. Linden Avenue and 31st Street - single family and multi-family residential with some nearby commercial, light to medium traffic, 56-60 dBA. [52-54 dBA].
31. Santa Fe Street and Columbia Street - mixed residential and commercial uses near to Stephen School. Traffic medium density, 49-56 dBA. [46-50 dBA].
32. Pacific Avenue and 28th Street - single family and multi-family residential use, near Veteran's Memorial Park and Long Beach School District Maintenance Yard. Medium density, medium traffic.
33. 23rd Street and Adriatic Avenue - single family and multi-family residential use near Garfield and Elizabeth Hudson Schools. One-half mile west of Long Beach Freeway and one-half mile east of Terminal Island Freeway. Medium to heavy traffic, 46-49 dBA. [44-46 dBA].
34. Magnolia Avenue and Burnett Avenue - single family and multi-family residential with some commercial uses. Light traffic density, 47-51 dBA. [46-46 dBA].
35. Elm Avenue and 23rd Street - single family residential, near fire station and one block east of heavy traffic on Long Beach Boulevard, 47-50 dBA. [44-45 dBA].
36. 17th Street and Canal Avenue - residential use one-half mile west of Long Beach Freeway, light traffic, 51-53 dBA. [48-50 dBA].

37. 15th Street and Cedar Avenue - multi-family and single family use near to Washington School, medium density traffic, 53-59 dBA. [50-52 dBA].
38. 17th Street and California Avenue - Poly High School, residential area, medium density, medium traffic, 53-57 dBA. [49-54 dBA].
39. 16th Street and Walnut Avenue - multi-family and single family residential near Whittier School, 55-57 dBA. [50-52 dBA].
40. Spaulding Street and Junipero Avenue - single-and multi-family residential, medium to heavy traffic, medium density, 48-53 dBA, [46-49 dBA].
41. Anaheim Street and Terminal Island Freeway - oil, industrial, warehouse area, truck traffic, 53-58 dBA. [50-52 dBA].
42. 12th Street and Caspian Avenue - residential area one-eighth mile from railroad storage yard, 52-59 dBA. [48-56 dBA].
43. Daisy Avenue and 10th Street - strip commercial, single family, and multi-family near Drake Park, light traffic, light density, 48-53 dBA. [46-50 dBA].
44. 10th Street and California Avenue - single family residential, one-quarter mile east of St. Mary's Hospital, 50-54 dBA. [47-57 dBA].
45. Water Street and Ontario Avenue - oil refinery area, truck traffic area, 56-66 dBA. [55-59 dBA].
46. 1st Street and Daisy Avenue - multi-family and commercial uses, 53-59 dBA. [50-54 dBA].

47. Ocean Boulevard and Atlantic Avenue commercial and highrise residential - heavy traffic, 55-62 dBA. [51-56 dBA].
48. Panorama Drive and Pier A Avenue - industrial area and oil equipment, truck traffic, 50-54 dBA. [50-53 dBA].
49. Harbor Scenic Drive and Queen's Highway - commercial area near site of Queen Mary, 55-62 dBA. [53-60 dBA].
50. Ocean Boulevard and Hermosa Avenue - multi-family residential, medium traffic, 54-59 dBA. [52-54 dBA].
51. 3rd Street and Obispo Avenue, multi-family and single family dwellings near Harvey Mann School, light traffic, 47-53 dBA. [46-47 dBA].
52. Shaw Street and Bennett Avenue - single family and multi-family uses, medium traffic 49-55 dBA. [46-50 dBA].
53. 2nd Street and Corona Avenue - commercial use with single family and multi-family dwellings adjacent, 51-54 dBA. [47-49 dBA].
54. 2nd and Attica Drive - commercial with adjacent single family uses, 49-53 dBA. [44-46 dBA].
55. 7th Street and Roycroft Avenue - strip commercial and single family and multi-family residential, near to Wilson High School and Recreation Park, medium to heavy traffic, 50-54 dBA. [47-49 dBA].
56. 8th Street and Grand Avenue - single family residential across from Jefferson School, light traffic, 47-51 dBA. [44-48 dBA].

57. 14th Street and Termino Avenue - single family and multi-family use, medium traffic 49-51 dBA. [45-47 dBA].
58. Redondo Avenue and Stearns Street - Industrial use and oil property, near Army Reserve Station, 48-53 dBA. [46-50 dBA].
59. Clark Avenue and Los Coyotes Diagonal - residential use near Stearns Park. Fire Department training facilities 52-54 dBA. [50-53 dBA].
60. Clark and Pacific Coast Highway - strip commercial and multi-family residential use, heavy traffic on Pacific Coast Highway, moderate traffic on Clark Avenue, 52-59 dBA. [50-54 dBA].
61. 7th Street and Margo Avenue - institutional use, Veterans Hospital and California State University at Long Beach, heavy traffic on 7th Street, 50-56 dBA. [46-48 dBA].
62. Studebaker Road and 7th Street near Edison Power Plant and Los Cerritos Channel, some single family residential, heavy traffic on Studebaker and 7th Street, one-half mile from San Diego and San Gabriel freeways, 45-49 dBA. [44-47 dBA].
63. Anaheim Road and Hackett Avenue - single family residential near Walter Hill School. Medium traffic, 48-53 dBA. [44-46 dBA].
64. Studebaker Road and Goldcrest Street - single family residential across from California State University at Long Beach, medium traffic, 55-62. dBA. [53-58 dBA].

65. Atherton Street and Knoxville Avenue - single family residential near Eugene Tincher School, one-half mile from intersection of San Diego and San Gabriel freeways, 56-60 dBA. [53-56 dBA].
66. Stearns Street and Radnor Avenue - single family residential, with medium density population, medium to heavy traffic density, 49-54 dBA. [47-49 dBA].
67. Los Arcos Avenue and Albury Street near Stanford and Prisk Schools, one-quarter mile south of San Diego Freeway, 53-60 dBA. [53-58 dBA].
68. Ocana Avenue and Vernon Street - single family residential adjacent to Stanford School and San Diego Freeway 64-66 dBA. [59-63 dBA].
69. 28th Street and Heather Road - single family residential, one-quarter mile north of San Diego Freeway, 51-54 dBA. [49-52 dBA].
70. Benmore Street and Vuelta Grande - residential, across from Millikan High School, medium traffic, 47-50 dBA. [43-47 dBA].
71. Barrios Street and Petaluma - single family residential, across from Eldorado Park, 47-52 dBA. [44-46 dBA].
72. Lowe Street and Julian Avenue - single family residential, near Newcomb School, and one-quarter mile east of San Gabriel Freeway 46-49 dBA. [44-45 dBA].
73. Wardlow Road and Studebaker Road - residential and some commercial use, 46-48 dBA. [42-45 dBA].

74. Wardlow Road and Woodruff Avenue - single family residential, light population density. Heavy automobile traffic, 45-49 dBA. [43-45 dBA].
75. Wardlow Road and Charlemagne - single family residential, near Wardlow Park, one-half mile east of Long Beach Airprot, 54-57 dBA. [52-54 dBA].
76. Hanbury Road and Greenbrier Street - single family residential, near Heartwell Park and Veteran's Memorial Stadium, 49-52 dBA. [47-48 dBA].
77. Centralia Street and Graywood Avenue - single family residential, near Long Beach City College, 48-43 dBA. [46-47 dBA].
78. Centralia Street and Stanbridge Avenue - single family residential, near Bancroft School, light traffic, 47-51 dBA. [45-47 dBA].
79. Harco Street and San Anseline Avenue - single family residential, low density population. Low traffic, low density, 46-48 dBA. [45-47 dBA].
80. Parkcrest Street and Karen Avenue - single family residential, adjacent to school. Light traffic density, 47-51 dBA. [44-46 dBA].

Display of Relation Between Noise Exposure  
and Land Use

The analysis of noise sources in Long Beach and the resultant noise intrusion into the community are presented in graphic display. (See Figures 6, 14, 20). The California State Code requires that noise exposure be displayed in a series of contours decreasing in level from the noise source down to certain criterion levels, e.g., 65 or 45 dBA, depending on the land use in question. This has been done in response

to these requirements.<sup>8</sup> This approach presumes a more predictable propagation of noise away from the source than is actually encountered in a typical environment. The propagation of noise from a source such as a roadway is usually affected by intervening terrain or structural barriers, atmospheric conditions or other factors influencing sound pathways. For this reason, it is mandatory to qualify any noise contour with this caveat and to rely on specific site analyses utilizing field measurement data to establish a realistic noise exposure environment.

This documentation and display of noise exposure was employed as the procedure for establishing the nature and extent of existing and potential noise problems in Long Beach. It is most important to note that only general inferences may be drawn from any community-wide evaluation of noise exposure conditions. Regions of possible incompatible land use may be identified, but caution should always be exercised in making judgements concerning specific land parcels with respect to compatibility with the noise environment. Experience with analyses of community noise exposure has consistently shown that specific sites must be evaluated in terms of a variety of relevant factors in addition to the basic exposure level. The type of land use, the condition of the structure, noise acceptability criteria as a function of time of day and relative priorities for the land use and the noise source are examples of the contingencies which must be considered for a particular location.

It is concluded, therefore, that any determination of land use incompatibility resulting from noise exposure must be made on a site-by-site basis rather than being presented

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<sup>8</sup> Noise contours around major traffic routes were not carried down to 45 dBA owing to the fact that the ambient noise levels for the City as a whole are higher than this at most measurement stations.

as a conclusion of this report. On many occasions, community agencies have been advised that certain land uses within the City are unacceptable as a result of adverse noise conditions. Such conclusions and ensuing recommendations may then be judged untenable by City officials because of overriding considerations such as vested economic or social interests, future development plans or available resources within the community. The point to be made is that the range of factors affecting land use are known only by City officials responsible for this function and they are unique for each site.

Given these considerations, the intent of this document, with respect to existing noise exposure conditions, is to present:

- ° General noise exposure patterns from established transportation routes.
- ° Examples of specific noise level measurements within the City.
- ° Methodology, information sources and interpretations which will allow the City to assess noise impact conditions for specific sites.

#### Current Actions to Control Noise

##### Monitoring

The City presently operates two separate systems for monitoring the noise environment. One system is conducted by the Long Beach Building and Safety Department and consists of two staff members working part-time on noise problems. Their effectiveness is somewhat lessened by the absence of a noise ordinance. The only noise regulation that authorizes enforcement at the present time is Section 3300.78 of the Oil Regulations of the Long Beach Municipal Code. (See Appendix F).

On occasions, the Department receives complaints regarding noise from machinery and equipment used in connection with an oil well. These complaints are investigated and noise level readings are taken by the Building Inspector assigned the responsibility of enforcement of the Oil Regulations to determine compliance with the above section. The equipment used by the Department to take these readings consists of two meters--a noise level meter and an impact noise analyzer.

#### Procedures

The Department only becomes involved when a complaint is received. These inspections generally require two site visits to establish the ambient noise level which in many cases must be at night; and day monitoring during the peak hours. Due to the lack of an ordinance and limited personnel, the Department's activities are very restricted. Upon completion of the inspection those persons found to be responsible are generally contacted to seek their cooperation. The Department has monitored noise of City vehicles for other City departments: trucks operated by Public Service; siren noise of the Fire Department; and Police Department monitoring of noise from aircraft for the Planning Department; helicopter noise for the Budget and Research Division of the Department of Administrative Management, etc.

The second monitoring system is conducted by the Environmental Health Division of the Long Beach Health and Sanitation Department and consists of two Occupational Health Sanitarians equipped with a General Radio, type 1565-A, Sound Level Meter with A, B, and C sound level weightings.

The General Sanitarians enforce Municipal Code Section 5620.5,<sup>9</sup> Crowing Fowl Prohibited. Other than this noise source, the Sanitarians investigate citizen's complaints and make suggestions where appropriate on a consultative level of techniques to alleviate problems.

Current activities deal mainly in occupational health noise problems. Under Cal-OSHA, the City Health Department may provide consultative and technical assistance upon request by the State Division of Industrial Safety. Both systems monitor noise levels and sources which have resulted in citizen complaints.

#### Enforcement

Statutes currently in effect which may be invoked to help solve a noise problem that causes complaints or causes the noise standards to be exceeded are as follows:

Truck Route Ordinance. Section 3410.125 of the Long Beach Municipal Code specifies which routes trucks must use within the City.

City Equipment Specifications. Wherever possible purchase of equipment for City use will contain specifications for the maximum allowable noise emissions. Acceptance testing and periodic testing is used to assure compliance with these specifications.

Conditional Use Permits. Where appropriate and warranted, conditional use permits granted by the City contain noise restrictions.

<sup>9</sup>Section 5620.5-Crowing Fowl Prohibited. No person shall keep or maintain, or cause to be kept or maintained, any crowing fowl. Long Beach Municipal Code, Article V, Section 5620.5, June 23, 1961.

Motor Vehicle Code. The California Motor Vehicle Code specifies the maximum noise that may be created by vehicles on the highway. These Codes are enforced by the Long Beach Police Department to the extent of their authority.

The two noise monitoring systems and other current City actions are inadequate to control and reduce noise. The lack of a comprehensive noise ordinance and a team of specialized technical monitors to implement it makes it virtually impossible to carry out a rational, effective noise control program.

#### Noise Control through Purchasing

The Long Beach City Department of Finance through its Purchasing Division has long since recognized the fact that noise pollution is a vital and important factor affecting the health and environmental quality of the City. The Division has been actively involved on a national, state and local level for the last three years in the improvement of safety, health and general quality of living. Through membership of the Purchasing Agent in the President's Advisory Panel, Long Beach has been able to implement through the Federal Supply Services and General Services Administration specifications to reduce the environmental impact of a wide variety of products and equipment. It has been nationally recognized that through procurement officers of governmental agencies, there exists a tremendous force to improve the ecology and environment of our cities. As a result of these and other similar involvements, Long Beach has been regarded a leader in the equipment procurement area. All the City specifications for equipment make provisions for compliance with the Occupational Safety and Health Act (OSHA) of 1970 and the Cal-OSHA Act. The City Purchasing Agent recognizes procurement as a forceful tool to achieve new equipment noise output

reduction, as well as a vehicle to improve environmental quality by stimulating manufacturers to develop new, quieter products which contribute thereto.

#### Environmental Impact Studies

Pursuant to Section 21151 of the California Public Resources Code, the City has adopted a policy of requiring Environmental Impact Studies to be conducted for all City projects. The policy also includes private projects for which a building permit or other entitlement for use is required. Public hearings are held wherever a project may have a significant effect on the environment.

#### Advocacy

As discussed in other sections, much of the authority to control Long Beach's noise environment is pre-empted by higher level government. Therefore, the City maintains a program of advocacy briefly described below:

Local and Regional. Through the Los Angeles Division of the League of California Cities and through the Southern California Association of Governments (SCAG), Long Beach works with other agencies in the region to develop solutions to mutual noise problems.

Statewide. Through its elected representative to the California State Government the City works to improve or add new laws to help reduce noise pollution. The City staff maintains liaison with State agencies which have the power to affect Long Beach's noise environment.

National. Long Beach fully uses a multitude of avenues to affect Federal legislation, regulations, and policies. Some of these are: elected representatives, the National League of Cities, and direct staff contact with Federal agencies.

## V. PROPOSED NOISE ENVIRONMENT IN LONG BEACH

### Recommended Criteria for Maximum Acceptable Noise Levels by Major Land Use Categories

#### Introduction and Concepts

The noise criteria recommended below was developed to reach three basic objectives. These objectives are prioritized as follows: 1) where the existing level of noise threatens the health and or welfare of the public, the objective of the criteria is to recommend the reduction of noise to a harmless level; 2) where the existing noise degrades the environment, the criteria's objective is to recommend the elimination (or at least the reduction) of that environmental degradation; and 3) where the existing ambient level is low, the objective of the criteria is to serve as a guideline in preserving the quietness of the environment.

Acceptable noise limits are dictated by human tolerance,<sup>1</sup> preference levels, and economic pressures. The quasi-random development of land use patterns prior to the adoption of strong planning policies has created established economic interests throughout Long Beach. Some of these investments represent significant noise sources, e.g., transportation corridors, industry and commercial sites. It is essential to recognize the urgent necessity of reaching

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<sup>1</sup> Any outdoor level exceeding 65-70 dBA is likely to generate vigorous public complaints. Peterson, Arnold P.G. and Gross, Ervin E. Jr., Handbook of Noise Measurement, Seventh Edition, Concord Mass., General Radio Company, 1972, p. 47.

a compromise for the co-existence of noise-sensitive land uses with noise generators. In addition to creating an acceptable noise environment that all vested interests can live with, some decision is required as to the relative priorities to be set for future development in the City. The extent to which an acceptable noise environment is sought MUST be balanced against the optimum economic development in Long Beach. The recommended noise criteria can be instrumental in the decision making process and in reaching a more rational balance.

#### Parameters of the Recommended Criteria

The criteria are based on three different parameters as follows:

Existing Ambient Levels. As indicated in a previous section, a City-wide survey of noise levels was made in Long Beach and measurements were taken at eighty different locations both during daytime and nighttime hours. The readings taken ranged from a low of 41 dBA to a high of 66 dBA. This is not, however, to be construed as absolute minimum and maximum levels in Long Beach. There may be small sections not surveyed with levels lower or higher than the ones monitored during the study. In addition, noise limits recommended may be lower or higher than those recorded during the field test for the land use type in question.

Existing Land Use Patterns. Industrial, Commercial, and residential land uses in Long Beach are oftentimes mixed and widespread. In developing compromising noise limits that could be recommended rationally, the standards and ratios of the United States Environmental Protection Agency were

used.<sup>2</sup> This was done to allow reasonable limits to noise-generating economic activities adjacent to noise-sensitive land uses, while protecting the citizenry from harmful noise exposure with an adequate margin of safety.

#### Existing Health, Communication, and Physical Setting

Needs. As mentioned in the "Public Health Significance of Noise" section, the health-related considerations within this document are based on the assumption that protection against the direct effect of noise-induced hearing loss is sufficient for defense against extra-auditory effects.<sup>3</sup>

This direct effect of noise has been one major consideration in the identification of recommended maximum noise limits.

In addition, interference by noise with various human activities, (sleep, speech, and thought) can lead to annoyance and indirect effects on well-being. This indirect effect has been a secondary consideration. Finally, there is the consideration that deals with the physical setting in which noise exposure takes place. The Long Beach climate determines much of the City's lifestyle. The population here is more outdoor oriented than in communities with severe climates. Air conditioners in summer and heaters in winter are minimally used. Open windows prevail in houses as well as in apartments throughout the City. Consequently, the exposure to outdoor noise is longer in duration and

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<sup>2</sup>U.S. Office of Noise Abatement and Control, Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare With an Adequate Margin of Safety, Arlington, Va., U.S. Environmental Protection Agency, March 1974, pp. 3, 29.

<sup>3</sup>At this time there is insufficient scientific evidence that non-auditory diseases are caused by noise levels lower than those that cause noise-induced hearing loss. In the event that future research proves otherwise, this Element must be revised accordingly.

significant reduction of indoor noise is more difficult in Long Beach than in other cities. Although small amounts of outdoor speech interference is not detrimental to public health and welfare, the same is not true for most indoor environments. For these reasons, the difference between the recommended maximums for prolonged indoor and outdoor noise limits has to be less in Long Beach because the noise reduction afforded by structures is less effective due to the tendency of residents to keep windows open. Based on this reasoning, adequate recommendations to protect the citizenry against involuntary exposure to environmental noise required the special considerations cited above.

#### Explanation of Table 11

The table on page 137 classifies three major land use types in Long Beach according to the primary activity most likely to occur in each. The following is a brief description of each classification:

Residential Land Uses. (Day and night). These are areas of human habitation. They include single and multiple family homes, apartments, seasonal residences, hotels and mobile homes. The lowest recommended noise limits are within this category. They are necessarily low in order to prevent sleep arousal, activity interference, annoyance, and to permit the hearing mechanism to recuperate if it is exposed to higher levels of noise at anytime elsewhere. The noise levels recommended are restrictive enough to protect every type of noise-sensitive land use, such as schools, hospitals, libraries, etc., which are also included in this category.

Commercial Land Uses. Included in the commercial categories are shopping centers and shopping areas, Downtown Long Beach, and all strip commercial zones of the City.

TABLE 11

RECOMMENDED CRITERIA FOR MAXIMUM ACCEPTABLE NOISE  
 LEVELS<sup>1</sup> IN A-WEIGHTED DECIBELS (dba)  
 (decibels levels for noise monitoring purposes only,  
 for frequency and band restrictions see Section 100.02  
 (c) of Proposed Model Noise Ordinance, Appendix E)

Major Land Use Type	Outdoor			Indoor L <sub>dn</sub>
	Maximum Single Hourly Peak	L <sub>10</sub> (2)	L <sub>50</sub> (3)	
Residential <sup>5</sup> 7 a.m.-10 p.m.	70	55	45	45
Residential <sup>5</sup> 10 p.m.-7 a.m.	60	45	35	35
Commercial (anytime)	75	65	55	(6)
Industrial (anytime)	85	70	60	(6)

(1) Based on existing ambient level ranges in Long Beach and recommended U.S. Environmental Protection Agency ratios and standards for interference and annoyance.

(2) Noise levels exceeded ten per cent of the time.

(3) Noise levels exceeded fifty-per cent of the time.

(4) Day-night average sound level. The 24-hour A-weighted equivalent sound level with a 10 decibel penalty applied to nighttime levels.

(5) Includes all residential categories and all noise sensitive land uses such as hospitals, schools, etc.

(6) Since different types of commercial and industrial activities appear to be associated with different noise levels, identification of a maximum indoor level for activity interference is unfeasible.

Source: U.S. Office of Noise Abatement and Control; Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety, Arlington, Virginia; U.S. Environmental Protection Agency, March, 1974, pp. 3, 29.

Excluded are commercial living accommodations such as hotels, inns, etc. These facilities are included in the residential category since they are places where people sleep and sometimes spend long periods of time. New hotels in Long Beach are now required by State Law to comply with very strict indoor noise reduction and sound transmission control standards.

Industrial Land Uses. Include such facilities as factories, warehouses, storage and distribution areas, oil fields and rigs, the Long Beach Harbor, the Long Beach Airport, the West Side Industrial Park, the South-East Industrial Lands, and other smaller but similar areas.

Recommended Indoor-Outdoor Levels. The decibel noise levels ( $L_{10}$ ,  $L_{50}$ ,  $L_{dn}$ ) were chosen to statistically describe the noise environment.  $L_{10}$  is the recommended noise level to be exceeded only ten per cent of the time,  $L_{50}$  is the limit recommended to be exceeded no more than fifty per cent of the time, and  $L_{dn}$  is the recommended day-night average sound level not to be exceeded in a 24-hour period. Using these three parameters as well as an absolute maximum limit for noise peaks, it is possible to control the background noise, extended duration of noise, frequency of repetition of peaks and exceptionally high noise peaks. Different standards for the different land use types, for daytime and nighttime, in residential areas and for indoor and outdoor environments, account for the variation in sensitivity of people with type of activity and time of day.

Uses of the Recommended Noise Criteria. A major purpose of this criteria is to recommend a numerical basis to protect public health and well-being. It is also intended to reconcile the continuation of economic activity with the desire to maintain an acceptable noise environment. The information and

maximum limits recommended in the criteria MUST be utilized along with other relevant data. These data include knowledge of the balance between costs and benefits associated with chosen noise limits, the existing ambient level, the neighborhood aspirations, and current state-of-the-art means available to control and abate noise. The levels recommended were identified irrespective of the nature of any one individual noise source. The utility of this criteria is to provide a basis by which noise regulations, exposure levels, land use planning, and zoning and building codes may be assessed. These criteria and the explanations that complement them attempt to avoid misinterpretations regarding the meaning of "desired maximum noise levels by land use categories" called for by the State guidelines. The City Planning Department Staff interpreted this subsection of the guidelines to be a requirement for a scientific recitation of available knowledge, rather than a compulsory prescription of recommended levels for noise exposure limitations. Likewise, an attempt is hereby made to avoid the misunderstanding that this document would be prescriptive of maximum levels of noise that could not be exceeded on a legal basis, but rather that it would state, as called for in the guidelines, data as to the kind and extent of all identifiable effects on the public health and welfare, which might be expected from different quantities and qualities of noise. Likewise, it is extremely important to point out that the limits recommended are not designed to deal with land use incompatibility. Finally, the City should evaluate the recommended limits more extensively prior to using them as a basis for the development of a noise ordinance. Due to the dynamic nature of the noise environment, the recommended maximum limits should be reviewed on a regular basis to determine their validity.

### Implementation Strategies

The ultimate intent of the Noise Element is the implementation of the recommendations set forth in the document. Even the most innovative and comprehensive plan cannot succeed unless appropriate actions are taken to reduce or at least prevent the increase of noise in the community. Additionally, it is paramount that flexible and enforceable methods of noise control and monitoring be employed. The latter is especially true in an urbanized area such as Long Beach where the population continues to grow and large tracts of unoccupied land are almost non-existent.

If achieving a quieter environment were based upon a Noise Control Ordinance or other regulations passed by our governing bodies, or if it were determined by the number of public pronouncements, public hearings and associated rhetoric, then the ultimate objective of a quieter environment would be at hand. Unfortunately it is not, for a variety of reasons, including the difficulties associated with implementation and enforcement of noise programs and noise control laws. One of the most disabling factors in effective local noise control is the pre-empting of City regulations by State and Federal laws. The California Motor Vehicle Noise Standards and the Federal Aviation Agency Noise Standards are typical examples.

### Identification and Ranking of Priorities

The noise problem areas identified in the Noise Element have been defined as the sectors that are of principal significance in Long Beach. These major areas are:

- ° Transportation noise (including all land, water, and air transportation).

- ° Industrial Noise
- ° Construction Noise
- ° Population Noise
- ° Impact Noise and Vibration

The recommendations contained in this Noise Element are concerned primarily with preventing increases in the level of noise, reducing noise where possible, and outlining the opportunities and problems in so doing. However, because State laws and Federal regulations pre-empt locally ordinances in airports, freeways, and motor vehicles operation, immediate implementation of each of the recommendations in these areas is readily acknowledged to be unfeasible. Furthermore, the enforcement of the proposed noise ordinance depends entirely on its being approved and officially adopted by the Long Beach City Planning Commission and City Council. Therefore, primary consideration must be given to preventing further increases in noise and recommending control measures that can be readily taken to alleviate the situation in the most critical problem areas.

#### The Action Plan

To achieve the goals and objectives of the General Plan Noise Element the following implementation measures are proposed. They comprise a comprehensive program of noise control and abatement procedures embodying the following principles:

Noise Criteria. The recommended noise criteria given in the preceding section cover the entire spectrum of problems areas and noise sources. These noise criteria should be established and maintained for all areas of the City. They are set at those levels required to adequately protect the public's health and welfare, and to preserve and enhance the lifestyles of Long Beach.

Monitoring. Monitoring of the Noise environment is being conducted in Long Beach by several City departments. With the advent of this element, increased coordination will be achieved and additional monitoring will take place to assure that progress is made toward meeting the noise criteria.

Code Enforcement and Revision. Where monitoring shows that the noise criteria are being exceeded or where complaints indicate that a noise problem exists, enforcement action should be taken. City ordinance and regulations currently in effect as well as specific sections of the proposed Noise Ordinance should be invoked to assure that the objectives and noise standards contained herein are met.

Environmental Impact Studies. The City should continue to require environmental impact studies as dictated by State law, on all projects (private and public) which may have a significant effect on the environment.

Advocacy. Much of the noise impact on Long Beach results from action of agencies outside the control of City government. In particular, the regulation of aircraft noise is largely pre-empted by the Federal Government and the regulation of traffic noise is largely pre-empted by the State Government. Therefore, the City should use all of its influence to change the policies of other levels of government so as to improve the noise environment in Long Beach.

Legal Actions. The City should initiate legal proceedings wherever appropriate and necessary to protect and enhance the Noise Environment.

TABLE 12

## ACTION PLAN SUMMARY TABLE

Problem Noise Area	Potential Solution(s)
Surface Transportation	Muffling, sound barrier walls, depressed roadways, speed limit and motor vehicle code enforcement.
Air Transportation	Routing, activity level, and time of day restrictions.
Water Transportation	Engine muffling, harbors and navigation code and speed limit enforcement.
Industrial Sites	Buffer zones, operating hours restrictions, soundproofing, barrier walls.
Construction Sites	Equipment noise limitations, operating hours restrictions, soundproofing, temporary barrier walls.
Commercial Sites	Buffer zones, operating hours restrictions, soundproofing.
Recreational Sites	Buffer zones, operating hours and date restrictions, soundproofing.
Residential Sites	Setbacks, soundproofing, building, sound transmission control, and municipal codes enforcement.
Multi-dwelling Sites	Setbacks, open space allocation, walls and floors soundproofing, sound transmission control.
Ambient Noise	All of the above.

Source: Long Beach Planning Department Staff.

### Categorical Recommendations

Introduction to Recommendations. Adherence to the principles and guidelines contained in this category should assure that progress is made, within the limit of existing laws and economic capabilities of the City, toward achieving a quieter environment.

During the preparation of the Noise Element a set of goals and objectives was developed in an effort to categorize different problem areas and then better recommend corrective measures. The following categorical recommendations were made to achieve the goal and objectives previously set.

#### 1. Recommendations Related to Overall Goals of the City

- 1.1. That the Long Beach Planning Commission and the Long Beach City Council continue to take affirmative action to preserve the City's quietness and to reduce and control noise..
- 1.2. That the Long Beach City Council adopt this Noise Element and the policies and action programs outlined herein.

#### 2. Recommendations Related to Zoning Changes

- 2.1. Where appropriate, that zone changes be effected to create land uses compatible with the noise environment.

#### 3. Recommendations Related to Redevelopment

- 3.1. Where appropriate, that the City redevelopment process be used to improve the noise environment in Long Beach.

#### 4. Recommendations Related to Development Policies

That any development, present or future, be considered incompatible with its noise environment if any of the standards or criteria listed in this document are exceeded. The following policies shall guide development action:

- 4.1. Where incompatibility exists at present, action shall first be taken to change the noise environment.
- 4.2. Where incompatibility exists at present and future projections indicate that the noise environment cannot be reduced to create compatibility, every effort shall be made to change the development to achieve compatibility.
- 4.3. No future development shall be allowed which is incompatible with the existing or future noise environment unless the developer can show:
  - a. The development can reasonably be expected to be compatible at some time in the near future; and
  - b. Other factors favoring the development (social, environmental, for example) outweigh factors against the development.
- 4.4. No future development shall be allowed which causes other developments to become incompatible with their noise environments.

5. Recommendations Related to Noise Reduction and Control

That noise be controlled and reduced more effectively through the adoption of abatement policies by various City departments. And that City residents be encouraged to adopt "more serene" lifestyles through an informative campaign geared to expose the harmful effects of noise. The following noise control recommendations are also made:

- 5.1. Increase community awareness of ambient and noise level exposures throughout the City and their consequences for zoning, subdivision, environmental and land use planning decisions.
- 5.2. Provide a technical noise assessment manual and supplemental guidance on noise measurement.
- 5.3. Continue the present cooperation with Federal, State, and local regulatory agencies when adopting noise standards; and make all such standards consistent with Federal and State statutory requirements and pre-emptions as well as Municipal and County ordinances.
- 5.4. Urge the City to deny a building permit if the adverse environmental impact of noise to be generated by a proposed project or received from a noise source outweighs its anticipated benefits. (Long Beach Municipal Ordinance Number C-5119, "Denial of Building Permits on Environmental Grounds").

- 5.5. Adopt and enforce a comprehensive noise ordinance.
  - 5.6. Urge the City to review the feasibility of developing a noise control team equipped with all the necessary instruments and entrusted with the responsibility of monitoring noise complaints, advising and recommending corrective measures, and enforcing all existing noise laws and regulations.
  - 5.7. Urge the City to create a noise variance board to review cases involving non-compliance with the noise control ordinance.
  - 5.8. Urge the City to enforce more strictly existing Motor Vehicle and Municipal Code sections related to noise.
  - 5.9. Urge the City to encourage consumers to demand quieter and less vibrating appliances from manufacturers.
6. Recommendations Related to Transportation Noise
- That the City Departments connected with transportation-related matters will make full use of the standards and criteria outlined in this element and that the City, as well as the Long Beach Unified School District, will continue to undertake noise studies and carry out corrective measures such as the Sound Barrier Wall Program.

That the Circulation and Transportation studies of the General Plan pay particular attention to the possibility of restructuring truck routes and diverting through traffic away from residential streets.

It is hoped that a combination of several actions and events will be taken to mitigate noise in Long Beach. The following enumeration outlines some specific solutions:

- 6.1. Encourage privately and federally funded research in progress which is intended to reduce jet aircraft engine noise emissions. (As previously mentioned, jet engine modifications are being carried out in an effort to quiet down several types of aircrafts already in use. The prospect of quieter engines to be built in the future is much more promising now than ever before.)
- 6.2. Support a permanent 55 m.p.h. speed limit on major travel routes. (Because lower speeds result in less noise impact on land-uses adjacent to freeways.)

The following set of recommendations is made to suggest new measures or in the case of existing policies to encourage their continuation.

- 6.3. It is urged that a number of on going studies and programs related to circulation, traffic and transportation (such as the Parking

Management Plan), be completed since they will undoubtedly improve the vehicular flow throughout the City and thus reduce vehicular noise.

- 6.4. Keep the number of painted pedestrian cross-walks down to an essential minimum due to their tendency to increase stop-and-go traffic, and thereby increase noise.
- 6.5. Continue to synchronize traffic lights to improve vehicular flow and reduce unnecessary stop-and-go traffic.
- 6.6. Evaluate and analyze all bus and truck routes, their spatial relationships and proximity to noise sensitive land uses.
- 6.7. Lower or raise existing speed limits to better fit neighborhood driving conditions and improve circulation and safety.
- 6.8. Limit by ordinance the use of horns, bells, or sirens, used by private and city vehicles, to emergency situations to eliminate particularly annoying noises.
- 6.9. Require that residential projects near freeways be built with adequate soundproofing considerations.
- 6.10. Encourage the Long Beach Transportation Company to purchase quieter buses and thus gradually reduce the noise generated by that particular type of vehicle, when such equipment is available.

- 6.11. Encourage the City to enter into additional cooperative agreements with the California Transportation Department (CALTRANS) for the erection of sound barrier walls to protect freeway-adjacent residential land uses.
- 6.12. Urge the City to assess all new residential projects which could be impacted by freeway noise, taking under consideration the high noise potential of that environment.
- 6.13. Require that new residential construction adjacent to railroad tracks be soundproofed, with additional consideration being given to groundborne vibrations that are transmitted from railroad tracks to houses.
- 6.14. Urge the City in future purchases of police helicopters to take aircraft noise output level into consideration.
- 6.15. Urge that police helicopter training flight paths continue to be directed away from noise-sensitive areas. (To minimize disturbance over the City).
- 6.16. Urge that cruising helicopters operate without "blade slap"<sup>4</sup> over noise-sensitive areas, even though this might result in decreased speed or operating efficiency (except in emergency situations).

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<sup>4</sup>A major source of helicopter disturbance caused when rotor tips exceed the speed of sound and produce localized sonic booms.

- 6.17. Require that new buildings near the airport be made more adequately soundproofed by the use of noise absorbent materials, special construction techniques such as double windows, and air conditioning.
- 6.18. Reserve near-airport sites for warehouses, factories, light industries and other noise insensitive land uses that would confine and absorb aircraft noise.
- 6.19. Assess carefully all new residential projects within the Long Beach Airport Noise Impact Zone, taking under consideration the high noise potential of that environment.
- 6.20. Recommend that the Long Beach Police Department continue to strictly enforce Section 3410.125 "Designated Truck Routes" of the Long Beach Municipal Code to confine through-truck traffic noise to those designated routes.
- 6.21. Encourage residents to use alternate modes of transportation, such as bicycling and mass transit, which will reduce traffic generated noise throughout the City.

## 7. Recommendations Related to Industrial Noise

It is recommended that all industrial related activities in the City comply with existing sections of the Municipal Code and that recent studies be consulted before establishing standards for noise

regulation. In cases where noise cannot be effectively contained, muffled or directed away from schools, hospitals and housing, it is recommended that land use planning make a more advantageous use of existing sound barriers. It is recommended that new industrial equipment designed to emit less noise be chosen whenever possible. More detailed recommendations are:

- 7.1. Require that engines used in connection with the drilling of any oil well be equipped with an effective exhaust muffler [Long Beach Municipal Code Section No. 3300.78] to suppress their noise level.
- 7.2. Confine the noise level output of automotive repairs to within buildings intended, constructed, or arranged for that purpose. [Long Beach Municipal Code Section No. 9120.10 (c-1)].
- 7.3. Determine appropriate schedule control for industrial operations whose noise level outputs are greater than those recommended herein (see table 11).
- 7.4. Require that industrial plants' walls be constructed of sound absorbent materials, providing a sound barrier for the community; and that all wall openings be either muffled or directed away from adjacent residents.<sup>5</sup>

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<sup>5</sup> Long Beach Municipal Code Section 9120.10 (c-1) requires blank walls or stationary windows on commercial or manufacturing building sides that adjoin residential lots.

- 7.5. Require that industrial noise sources that cannot be kept indoors be placed so as to take advantage of existing sound barriers, or directed toward non-sensitive uses.
- 7.6. Establish local codes and pass zoning laws to prohibit the operation of excessively noisy plants on sites that are adjacent to Long Beach schools, hospitals, and housing.
- 7.7. Require adequate exhaust and intake mufflers and soundproofed enclosures to restrict the noise level output and the duration of noise exposures generated by heavy construction equipment.
- 7.8. Recommend that vibration-driven piles be used where impact pile drivers may cause an unusual nuisance.
- 7.9. Require the erection of temporary sound barriers to reduce the level of noise exposure generated by small construction projects.
- 7.10. Establish noise codes setting forth permissible noise levels for construction equipment and insuring means for enforcing these codes.
- 7.11. Recommend the replacement of noisy diesel powered oil pumps with quieter electric ones as the former become worn out.

- 7.12. Consider the establishment of buffer zones around industrial areas in order to minimize the noise impact on other adjacent land uses.
- 7.13. Grant variances in the form of time extensions on individual cases where existing industrial and construction operations exceed maximum recommended noise levels set forth in this element but where the excessive noise is justified.
- 7.14. Encourage the demolition of structures, and the excavation and channelization of projects by use of implosive techniques<sup>6</sup> rather than by conventional heavy equipment.
- 7.15. Warn the City to use OSHA industrial noise standards with caution since the standards (indoor) may induce excessive outdoor noise levels.

#### 8. Recommendations Related to Public Health

The section dealing with the significance of noise and the public's health has brought into focus the urgency of noise related matters to the physical

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<sup>6</sup>The use of highly directional explosives applied to structural foundations or to ground areas which causes a building to collapse or the ground to be easily dug out without delay and with minimum-duration noise disturbance.

and psychological well-being of Long Beach residents. The Environmental Health Division of the Long Beach City Health Department is currently conducting a program of monitoring and corrective, advisory service. It is most urgently advised that the program be continued and/or be expanded to fully respond to the threat that noise poses to the public at large. It is further hoped that the information, standards and graphics included herein will serve to alert both citizens and City officials to this fact. More defined recommendations follow:

- 8.1. That the City continue to regulate and control noise which is injurious to the public's health or well-being through the Environmental Health Division of the Long Beach City Health Department.
- 8.2. That the City authorize the Environmental Health Division of the City's Health Department to issue citations in health related noise cases which are found to be in clear violation of existing ordinances, regulations and laws.
9. Recommendations Related to Population and Housing Noise
  - 9.1. It is strongly recommended that a population growth policy be adopted by the City as suggested in the Population and Growth Policy document of the General Plan. (Any increase in population can potentially increase the

level of Noise). Table 7 and 9 show the average noise levels generated by a variety of equipment and appliances used in modern homes. It is hoped that this chart will further contribute to increase a public awareness regarding noise exposures in homes. Apartment home builders around the country are paying more attention and investing more money to control sound transmission in their projects. The Long Beach Building Code and the California Administrative Code<sup>7</sup> had adopted legislation that affects multiple unit dwellings. The portion of the implementation strategies that deals with structural modifications already identifies the necessary alteration to floors, walls, ceilings, windows, and doors. In addition, a cost estimate is given to carry out such modifications. To control and reduce noise in housing, the Long Beach Community Development Department is urged to take advantage of urban renewal projects as said projects afford an excellent opportunity to develop and rehabilitate structures, thus creating better soundproofed dwellings. More specific recommendations are:

- 9.2. Require some form of damping treatment in quieting noise from multi-story apartment building equipment.

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<sup>7</sup> Long Beach Municipal Code, Article 8, Section 8100.101, to 8100.4621, March 1973. California Administrative Code, Title 25, Article 4, Section 1092 (Noise Insulation Standards).

- 9.3. Require stationary noise generating equipment to be enclosed with sound-absorbing materials.
- 9.4. Place curfew rules on noisy airconditioning units and noisy mechanical appliances such as washing and drying machines when such measures will not constitute an infringement upon individual freedom.
- 9.5. Continue on-site supervision of party walls and floor-ceiling construction in multi-dwelling structures.
- 9.6. Encourage the utilization of noise control measures in residential projects such as resilient-structured walls, increased mass in walls and floors, and inclusion of damping materials, such as fiber glass, in partitions.
- 9.7. Help reduce the impact noise from "the apartment above" by encouraging the use of padding, carpeting, and suspended ceilings.
- 9.8. Amend the Long Beach Building Code to include standards for airborne and impact noise and vibration control.
- 9.9. Using the Noise Element as a guide, advise homeowners and apartment dwellers on reasonable ranges of noise level outputs generated by household appliances.

- 9.10. Through an information campaign, encourage the improvement of quietness of homes and apartments.
- 9.11. That the City adopt Chapter 35, "Sound Transmission Control" of the 1973 Uniform Building Code.
- 9.12. Identify physical soundproofing alterations to structures in order to reduce noise levels in problem areas.
- 9.13. Enforce soundproofing standards applicable to all apartment buildings.
- 9.14. Encourage consumers to choose and buy new appliances that make the least noise thus letting manufacturers know that this is an important factor in purchasing habits.
- 9.15. Urge residents, whenever possible, to avoid using noisy appliances during periods of sleep or television viewing.

10. Recommendations Related to Land Use

Vacant land use planning offers an opportunity for noise control. Unfortunately, because Long Beach is almost entirely built up, land use planning for noise control is feasible primarily when land is recycled through demolition and redevelopment.

The recommended noise criteria for the various land uses shown in Table 11 serve as ready

reference regarding noise exposure and land use questions. The following additional recommendations are also made:

- 10.1. Require that all new industrial buildings be constructed with outside wall materials that absorb rather than reflect noise.
- 10.2. Update the Zoning Ordinance to provide proper spacing of buildings and thus lessen the propagation of noise to adjacent properties.
- 10.3. Increase yard area requirements in certain zones and introduce yard area requirements in others with the intent of reducing the propagation of noise.
- 10.4. Establish ample yard area requirements in R-4 zones to provide adequate light, ventilation, emergency access and noise buffering between adjacent properties.
- 10.5. Require through the Zoning Ordinance the provision of essential open space per dwelling unit ratios in multiple residential developments.
- 10.6. Create mutually exclusive zones wherein only compatible land uses would be permitted.

- 10.7. Utilize redevelopment projects to realign the zoning and reduce land use incompatibility.
- 10.8. Study land owned by the City or other agencies which is considered surplus for its open space and buffering potential.

11. Recommendations Related to Other Elements of the General Plan

The development of other General Plan Elements afford an additional opportunity for the drafting of recommendations related to noise control and abatement. The following discussion suggests dual recommendations that ought to be considered within the context of the subject element.

- 11.1. Circulation Element. It is recommended that the transportation portion of this element analyze in detail existing truck routes and heavily travelled streets, and that it develop alternative routes away from noise-sensitive land uses. It is also suggested that the Transportation Element encourage the creation of alternate modes of travel, such as people movers, mass transit, and bicycle paths.
- 11.2. Land Use Element. It is strongly recommended that the Land Use Element recognize noise level/land use relationships as proposed in the land use acceptability criteria and the Long Beach Airport Land Use Compatibility sections of the Noise Element.

11.3. Housing Element. Since this element deals with the characteristics of the housing stock, it is recommended that the housing goals and recommendations stated in the Noise Element serve as inputs in such areas as soundproofing, and housing density and location. It is urged that the City of Long Beach recognize and take advantage of the opportunity for improving the noise environment that renewal and rehabilitation work have to offer.

11.4. Public and Seismic Safety Elements. Recognizing these two elements as key inputs to the Land Use and Transportation Elements because they define suitable areas for density and urbanization, it is recommended that the City adopt the Public Safety Element proposals regarding the physical separation of incompatible land uses. This separation oftentimes help in the attenuation of noise. It is also recommended that the City adhere to suitability indicators drafted in the Seismic Safety Element which identify potential areas to remain open owing to some geologic hazard. These areas, depending on their location, could act as noise attenuators.

11.5. Open Space Element. It is recommended that the areas proposed in the Open Space Element be recognized as having significant noise abatement potential and that implementation should reflect the beneficial duality of open areas.

- 11.6. Population Element. The City is urged to follow the recommendations made in the Population and Growth document regarding a moderate rate of growth.
- 11.7. Scenic Highways. The creation of scenic highways and the preservation and enhancement of the existing view corridors offers potential for creating a psychological effect of calmness and tranquility. It is, therefore, recommended that the City landscape and beautify as many areas as possible to create this positive psychological effect of serenity.
- 11.8. Recreation Element. It is recommended that recreational facilities and programs continue to afford a wider opportunity to all citizens for a pleasureable escape from noise environments.
- 11.9. Environmental Management Element. It is recommended that this element, to which noise is a basic input, emphasize noise reduction as an essential consideration in improving the environment.
- 11.10. Conservation Element. Some recommendations made in the Conservation Element are complementary to the proposals of the Noise Element. It is recommended that the proposal be implemented that urges the preservation of inland water areas will insure that those zones will continue to act as noise buffers in their locations.

### Transportation Noise Reduction Measures

Introduction and Concepts. This section will examine briefly some major noise reduction measures. The emphasis is placed on problems and solutions as they relate primarily to surface transportation noise since it is from this source that most urban noise emanates.

Noise generated by vehicles travelling on major roadways in Long Beach has a considerable effect on adjacent land uses. The effect varies with the type and volume of vehicles, the distance from the highway to inhabited areas, the type of land use, and the amount of noise originating in the area<sup>8</sup> as compared to that originating on the highway. Combinations of these factors can be quite disagreeable and often intolerable when noise sensitive land uses are located immediately adjacent to a heavily travelled roadway.

### Noise Control Measures

The first and most rational step in noise control is the recognition and numerical identification of the problem. This can be done by comparing the measured noise levels with the acceptable or recommended levels, which often can be estimated by using one of the criteria given in Table 11. The next step is to find out how this reduction can be achieved most satisfactorily. A more comprehensive discussion of this problem is not feasible within this element because: 1) the alternate methods are innumerable, and

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<sup>8</sup> Existing ambient noise.

2) technological developments continually afford new methods. However, a few introductory statements on the subject are well justified and will be made herein.

Alternate Measures. Several alternative methods of surface transportation noise control are available, each of which by itself provides only a partial solution to the total problem. Consequently, a combination of several methods may be required to achieve effective noise control. The general approach to most noise control measures can be classified in three basic approaches: 1) Noise reduction at the source; 2) Noise reduction in the transmission path; and 3) noise reduction at the receiver.

Noise Reduction at the Source. The most effective noise reduction measure is one applied at the source. In surface transportation vehicles, a different type of motor or more efficient intake and exhaust mufflers afford great reductions. In other words when modification of a source is attempted, a decrease in the radiated power is usually the most important change that can be made. One of the most common complaints against highway-generated noise is caused by diesel trucks. In many cases, the complaints continue to flow even after the erection of a costly and otherwise effective ten-foot high sound barrier wall. This negative effect is sometimes caused by the design of the muffling system which in many trucks is located vertically to a height of eleven or more feet, with the tailpipe exhaust opening at that height. Obviously, these trucks can render a ten-foot high sound barrier wall ineffective. When streams of exhaust gases come out of the top of the vertical tailpipes, they radiate sound that may be highly directional at high frequencies. Changing the direction of flow (or in this case lowering the height of the muffling system) can shift this pattern.

It may be possible to direct the exhaust pipe in such a way that noise in certain directions (towards the median divider, for instance) is considerably reduced.

The most direct approach to minimizing road-generated noise is to reduce the legally allowable noise emission from motor vehicles. Enforcement of the 1973 California Motor Vehicle Code, Section 23130 shown in Appendix F is an example.

In addition to the statutory approach mentioned above, techniques can be applied in the location and design of highways to mitigate noise effects on surrounding areas. A previous section, ("Noise Control for Transportation Systems"), explores the acoustical potential of road design, suggests that highways may be depressed to alter the propagation of noise and outlines some of the avenues available to the City in reducing roadway noise.

Noise Reduction in the Transmission Path. The available means of controlling the transmission path of noise are innumerable. In addition to the discussion on sound reduction in previous sections, a more specific treatment will be made here of the sound barrier wall approach.

The sound attenuation due to a noise barrier depends on its distance from both the source of sound and the receiver, the height of the barrier above a straight line joining the sound source and the receiver, and on the frequency spectrum of the sound: the higher the frequency of the sound the greater the sound attenuation due to a barrier.<sup>9</sup>

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<sup>9</sup> Milton D. Harmelink and Jerry J. Hajek; "Highway Noise Control," Traffic Engineering Magazine, September, 1973, Page 48.

For new freeway construction, the California Department of Transportation (Caltrans) has outlined its basic criteria and policies in site location of sound barrier walls in Circular Letter 72-33 as follows:

Initial Construction. "Except for separate criteria stated for outside widening on existing freeways, erection of noise attenuating appurtenances should be considered in situations where all of the following conditions usually exist:

1. New freeway construction.
2. Development existing at time of route adoption,  
(Examples: dwellings, churches, schools, libraries, and hospitals.)
3. Ambient noise level is 65 dBA or less.
4. Depressed section is not feasible.
5. Anticipated noise radiation would be a problem  
(based on maximum noise level source of 86 dBA at 50 feet) if corrective measures are not taken.

"Purchase of additional right-of-way to provide a buffer zone may be considered when it is the most economical solution to a particular noise problem. Joint use of a buffer zone by compatible noise tolerant developments should be investigated."<sup>10</sup>

For existing roads, "Caltrans" is constructing sound barrier walls between freeways and adjacent schools as mandated by Section 216 of the California Highway Code.<sup>11</sup> Such a project has been undertaken at the Newcomb School

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<sup>10</sup> State of California Department of Transportation, Project Development Design No. 173, Circular Letter 72-33, May 31, 1972, p.2.

<sup>11</sup> Section 216 stipulates that if the noise level, after the freeway is completed, exceeds 51 dBA, the State is required to accomplish a reduction down to that level.

on the San Gabriel Freeway (605) at Wardlow Road. The sound barrier wall is scheduled to be completed in early 1975.

"Caltrans" has completed a sound barrier wall between the Long Beach Freeway and White Avenue in Long Beach, north of Long Beach Boulevard, the project resulted from the widening of the Freeway at that location. The reduction in distance between the roadway and adjacent homes in the west end caused the noise to increase to the level of 78 dBA. After the erection of the wall the noise decreased to 66 dBA, a total reduction of 12 dBA.

Prompted by the construction of the sound barrier wall between Long Beach Freeway and White Avenue, the City Planning Department conducted a field survey early in 1974. The project was included in the Citizen Participation Program of this element and was explained therein. The field survey and the numerical noise reduction clearly indicate the effectiveness of the sound barrier wall at that location.

#### Noise Reduction Measures at the Receiver

Of the three noise reduction approaches outlined above, sound reduction measures applied at the receiver are the least desirable. In cases where structural modifications are being applied, the actual noise reduction achieved is conditioned to having windows and doors closed. These acoustical modifications are less effective in Long Beach because the City enjoys a very favorable year-round climate and weather conditions which encourage outdoor living and activities and de-emphasize the need for artificially controlled environments.

In another section of this report, cost estimates of acoustical modifications for noise reduction clearly show the high cost of soundproofing. In addition to the disadvantages listed therein, soundproofing sometimes requires some structural modifications which can be very expensive also.

The three noise reduction measures discussed above afford both advantages and disadvantages. In most cases, application of one or two of the approaches explained will mitigate noise levels. In more serious cases, application of all three approaches may be the only solution. Noise control at the source is most desirable while soundproofing is less costly and more feasible during initial construction than acoustical modifications done to old structures.

#### Vehicular Noise Reduction Measures

As noted previously, limits on noise emission levels from individual surface vehicles are prescribed in the State Motor Vehicle Code and this preempts any local control legislation. The State requirements are directed to noise limits for new vehicles. The worst vehicle noise exposures come from older cars and trucks with poor muffling. In terms of controlling the sources of motor vehicle noise, some method of controlling the muffling condition, along with vehicle speed limits are the avenues available to the City.

Another potential source of local control of motor vehicle noise is enforcement of vehicle speed limits past noise sensitive areas. The relationship between vehicle speeds and noise levels on surface streets and freeways was shown in a previous section. From the data presented, it is seen that a speed increase from 35 to 50 mph may add 5 dBA to the noise exposure. Conversely, reducing speeds to 25 mph past noise sensitive areas could only reduce noise exposures by 8-10 dBA.

In the matter of controlling aircraft noise, the City has jurisdiction over ground maintenance activities where there should be a requirement for use of jet engine ground noise suppressors in those locations where there is noise intrusion into the community beyond established limits.

The City has exercised one avenue for controlling noise from aircraft overflights by limiting the hours of commercial operations at Long Beach Airport. This has the important effect of eliminating any heavily weighted night operations from the composite noise exposure. Beyond this measure, the City can work with the FAA Air Traffic Controllers and the airlines to possibly alter operations when a significant noise problem is identified.

Other surface transportation noise sources may be treated in much the same way, analytically, as motor vehicles. Trains and rapid transit systems will encounter similar routing and sound propagation considerations.

#### Potential For Noise Control Through Structural Modifications

This section will present an assessment of the costs of introducing noise reduction treatment into a variety of structures in areas subject to excessive noise exposure. Four major structural categories are considered:

- Single-Family residential
- Multiple-Family residential
- Office structures
- Educational facilities

Estimates for costs of structural treatment in multiple-family residential structures and office buildings were developed following an appraisal of noise reduction requirements in various noise exposure environments and the architectural and construction constraints imposed by these requirements.

It is appropriate to preface a discussion of noise control in residential structures by noting that there are costs other than economic, i.e., social costs, which must be considered when contemplating structural modifications in a high noise impact residential area. These social costs reflect the fact that structural noise control treatment will accomplish very little toward alleviating outdoor noise exposure conditions.

Three studies deemed pertinent to the determination of these costs will be considered. The first study was completed about seven years ago for NASA. This study estimated the costs of soundproofing existing single-family residences to be about one per cent of building cost per dB of additional noise reduction required up to about 10 dB additional NR. No discussion of spectral weighting, i.e., type of dB units, was provided. Storm windows were estimated so to be an additional two per cent of the basic costs. It was noted that additional noise reductions greater than 10 dB involved major structural changes and would cost more than one per cent per additional dB. For new homes, soundproofing would again cost about one per cent of basic cost per dB additional NR. The addition of central air-conditioning, where required, would add another ten per cent

to basic building cost, whereas a minimal air circulation system would cost approximately one per cent. Utilizing these estimates, an approximate cost of \$6,000 is required to provide an additional NR of 10 dB for a \$30,000 residence where air-conditioning is required.

The second study was performed for the Federal Housing Administration. Three major stages of soundproofing were discussed; 5-10 PNdB, 10-15 PNdB, and 15-20 PNdB additional NR figures. Modifications to achieve 5-10 PNdB additional NR include: storm windows with 1/4" panes, weatherstripping on all doors, and, in some cases installing new ceilings and caulking and sealing of any air gaps. The 10-15 PNdB modifications included installation of double windows, separate storm doors with heavy weatherstripping in addition to the other steps as noted above. The 15-20 PNdB modifications were extensive, including double windows, storm doors with weatherstripping or heavy solid core doors, installation of new ceilings or gypsum board on ceiling joists, and brick or concrete veneer on exterior walls as well as the usual caulking and sealing of any air gaps in the structure. Their costs were somewhat conservative: \$260-\$820 for the 5-10 PNdB group, \$1,600-\$2,400 for the 10-15 PNdB group, and \$3,000-\$4,500 for the 15-20 PNdB group, assuming a small residence of 1,000 square feet floor area. Costs of air-conditioning were extra; the costs estimated to be from \$0.50-\$0.60 per square foot of floor area for room units to \$1.20-\$1.60 per square foot for central air-conditioning installations where new duct work had to be installed.

The final study was performed for the Los Angeles Department of Airports. This report also considers three stages of soundproofing, with noise reductions expressed as reductions in the speech interference levels inside the

structure. The exact relationship between NR expressed in dBA units and NR expressed in dB (SIL)<sup>12</sup> units depends on the incident noise spectrum and the transmission loss characteristics of the structure. However, for transportation noise and typical residential construction, a working relationship is that NR in PNdB units = NR in SIL units, to a first approximation and with uncertainty of several dB. This report considered three stages of modifications: those that produced a minimum total of 25 dB (SIL) NR, 35 dB (SIL) NR, and 45 dB (SIL) or greater NR. For the first stage, windows and doors were modified and forced air ventilation installed if not already in the house. For the second stage, major changes to windows and doors were implemented as well as modification of beam ceilings in some cases. Stage 3 required modification of the external walls, ceilings, and floors, forced air ventilation and modification of windows and exterior doors. These modifications were actually carried out on a selected number of existing homes.

The average costs for these modifications were the following:

	<u>Average Cost Per House</u>	<u>Average Cost/Square Foot Floor Area</u>
Stage 1 (25 dB SIL)	\$ 3,210	\$ 2.10
Stage 2 (35 dB SIL)	4,820	3.15
Stage 3 (45 dB SIL)	12,500	8.20

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<sup>12</sup>SIL-Speech Interference Level. This is the arithmetic average of the frequency octave bands centered at 500, 1000 and 2000 Hz. It is used as a single number measure of the difficulty in communicating in a noisy environment.

Noise reduction costs per house were compiled on the basis of a normalized 1,500-square foot residence. It should be noted that these costs are considerably higher than those estimated in the FHA report. For the most part, one might express more confidence in the estimates provided in the Los Angeles Department of Airports Study, since house modifications were carried out under this program and actual costs incurred were reported. However, an examination of the report reveals that, under certain of the Stage 1 residence modification programs, construction work beyond that required for noise control was performed. Thus, the average costs reported for these Stage 1 modifications are probably inflated. In a large-scale noise-proofing project, as noted in the report, it should be possible to reduce all the above costs by 10-20 per cent.

Very little work has been done to assess the costs involved in the soundproofing of apartments. Consequently, it was necessary to develop some estimates for these costs based on experience with noise control requirements. The greatest factor limiting structural noise reduction (for NR values up to about 35 dBA) is the combination of inadequate doors and windows. In some cases, wall construction will also limit NR, especially stucco construction with poor low frequency attenuation. For any area where from 35-40 dBA NR is required, it will be necessary to sound-treat exposed exterior walls. A final factor is the type of ventilation. Since doors and windows must be closed at all times if maximum NR values are to be achieved, at least a minimal ventilation system will be required. Any air intake for either this minimal system or for a more elaborate air-conditioning system should also be sound treated.

Extra costs to be added to normal new construction figures are estimated below, assuming that we wish to achieve from 35-40 dBA total NR:

- ° Acoustical window systems (double glazing or commercial system) \$4 per square foot
- ° Sound-retardant (non-sliding) doors \$150-200 per opening
- ° External wall treatment \$2 per square foot for for exposed exterior wall
- ° Air-conditioning inlet duct \$150 per square foot opening

Normal sliding glass doors, such as are often found in apartments, must be eliminated entirely or replaced by a double sliding glass door. The estimated cost of this is from \$250-\$300 per door.

Normal construction for modern multi-story office buildings will yield slightly better noise reduction figures than single or multi-family residential structures. Normal window construction will again, however, limit the maximum NR to between 25 and 30 dBA. Maximum NR can be increased to between 35 and 40 dBA by installation of a suitable commercial window system. Again, an estimate of the additional new construction costs is \$4.00 per square foot of external glass area. Other noise reduction steps may have to be taken in some instances (such as sound treatment of ventilation openings) with costs equivalent to those previously indicated. Depending upon the building size and configuration, including the extent to which the external portion of the building is glass, an estimate of the cost to be added to new construction figures is from \$1.25 to \$2.10 per square foot of floor space.

It is estimated that soundproofing can be provided for schoolrooms so that adequate speech communication can be

carried out in areas where external noise levels approach and in some cases, exceed 85 dBA. Soundproofing for these structures must be performed very carefully, however, since the ability to understand speech is quite important. Estimates indicate the costs of noise control to be an average of \$8,000 per treated room. These costs are for modification of existing structures. The costs of providing this amount of noise reduction in new structures will be less.

#### Updating the Noise Element

The Advanced Planning Division of the City Planning Department will prepare an annual report, to be completed by October 1st of each year. The report will update the Noise Element by stating progress which has taken place towards controlling and abating noise. The report will contain at least, the following:

- 1) Code enforcement actions which have taken place during the year.
- 2) Code revisions which have taken place during the year.
- 3) A list of Environmental Impact Reports containing noise related statements and the action taken.
- 4) The results of advocacy at all levels of government in terms of new laws, regulations, ordinances, or policies which were adopted during the year, and affect the City environment. The report will also contain, where applicable, proposals for changing the following:
  - a. Numerical noise standards.
  - b. Monitoring procedures
  - c. Any of the codes related to noise control.

- d. Noise enforcement procedures.
- e. Environmental Impact Studies.
- f. Advocacy programs.
- g. Specific action program.
- h. Other relevant policies

## APPENDIX A

### Noise Element Guidelines

State guidelines for the preparation of General Plan Noise Elements are presented below, verbatim:

#### 1. AUTHORITY

Government Code Section 65302(g) requires a noise element of all city and county general plans, as follows:

A noise element in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include but are not limited to the following:

- (1) Highways and freeways
- (2) Ground rapid transit systems
- (3) Ground facilities associated with all airports operating under a permit from the State Department of Aeronautics.

These noise contours may be expressed in any standard acoustical scale which includes both the magnitude to noise and frequency of its occurrence. The recommended scale is sound level A, as measured with A-weighting network of a standard sound level meter, with corrections added for the time duration per event and the total number of events per 24-hour period.

Noise contours shall be shown in minimum increments of five decibels and shall be continued down to 65 db(A). For regions involving hospitals, rest homes, long-term medical or mental care, or outdoor recreational areas, the contours shall be continued down to 45 db(A).

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Council on Intergovernmental Relations: Guidelines for Local General Plans. Sacramento, California, State of California, September 20, 1973, pp. IV, 29, 30, 31, and 32.

Conclusions regarding appropriate site or route selection alternatives or noise impact upon compatible land uses shall be included in the general plan.

The state, local, or private agency responsible for the construction or maintenance of such transportation facilities shall provide to the local agency producing the general plan, a statement of the present and projected noise levels of the facility, and any information that was used in the development of such levels.

## 2. THE SCOPE AND NATURE OF THE NOISE ELEMENT

- A. A statement of general policy indicating the local jurisdiction's general intentions regarding noise and noise sources in the community.
- B. Desired maximum noise levels by land use categories.
- C. Standards and criteria for noise emissions from transportation facilities. (It should be noted that control of some noise sources has been pre-empted by State and Federal governments).
- D. Standards and criteria for compatible noise levels for local 'fixed-point' noise sources.
- E. Guide to implementation.
- F. Appendix describing methodology of preparation and sources of data.

## 3. METHODOLOGY

- A. Preliminary identification of problem noise areas.
- B. Collect data on existing and proposed transportation noise sources. Such transportation noise data is to be provided by the agency constructing and operating the facilities. Such data may be expressed in the

acoustical scale recommended in Section 65302(g), or any professionally acceptable acoustical scale used consistently throughout the preparation of the noise element.

- C. Collect data on general noise levels throughout the community related to types of use. In collecting data, the differences among kinds of noises should be recognized. The impact of noise on the individual varies with its frequency, pitch, duration and cyclic consistency; the presence of masking noises in the environment; and the sound's familiarity.
- D. Review information from published sources regarding effects of noise on people's activities, health and well being.
- E. Establish committees or other procedures for developing citizen input and awareness of problems, issues and opportunities.
- F. Survey noise control regulations from other jurisdictions giving special attention to regulations from jurisdictions with characteristics similar to the local community.
- G. Formulate general policy statements responsive to local issues and problems.
- H. Prepare standards and criteria relating noise levels to types of use and environmental factors.
- I. Set measurable goals for the reduction of noise in problem areas.

#### 4. DEFINITION OF TERMS

Sound intensity: A measure of the loudness of sound.

Noise contour: A line on passing through points where the same sound intensity level prevails. Contours form bands of varying width emanating from a noise source.

Decibel: A unit for measuring the relative loudness of sounds detectable by the human ear.

#### 5. RELATIONSHIP OF THE NOISE ELEMENT

##### A. To other elements:

The noise element is related most clearly to the circulation, land use and housing elements, since it provides noise level standards related to the compatibility of land use, of which residential use will be a highly important component. Noise level standards thus can be the decisive factor in locating transportation facilities (or their design) in relation to existing or planned land use. Consideration should be given to the adverse effects of noise on activities taking place both in the out-of-doors and in structures not insulated against sound. The noise element is also closely related to the open space element since noise can adversely affect the enjoyment of quiet pursuits in open space. Conversely, open space can be employed to buffer noise sources from sensitive uses through distance and extensive tree planting.

B. To environmental impact questions:

Social: Excessive noise is socially disruptive, and may be physically and psychologically damaging.

Economic: Excessive noise adversely affects property values and levels of productivity. In the past the costs of excessive noise from transportation facilities have been passed on to those in the vicinity rather than being borne by the producer of the noise.

C. To other agencies:

The law requires state, local or private agencies responsible for the construction and maintenance of major transportation facilities, provide present and projected noise levels for their facilities. This includes (but is not limited to):

State Department of Transportation  
Regional Transit Authorities  
Local Public Works Departments  
Rapid Transit Districts  
Airport Ground Facilities  
Private Air Carriers  
Private Freight Carriers  
Railroad Companies.

6. IMPLEMENTATION

A. Noise ordinances and regulations. The zoning ordinance may be utilized since it can vary levels of permissible noise by zoning district-relating noise level to type of use and situation.

- B. Maintain liaison with transportation agencies regarding reduction in noise from existing facilities and control of noise through design and location and new facilities.
- C. Revise other elements of general plan as appropriate to give recognition to noise level/land use relationships and other relevant matters. Revise circulation element to divert through traffic from residential streets.
- D. Revise building code to reduce noise transmission in or from building and provide for additional sound insulating in high noise areas.
- E. Liaison with health departments in the preparation of standards and ordinances and for assistance in on-site measurements of noise level.
- F. Construct sound barriers, particularly surrounding noise intolerant areas such as between residential areas and freeways.

## NOISE REDUCTION SURVEY - PERCENTAGES

- A noise barrier between your neighborhood and the Long Beach Freeway has just been erected by the State Department of Transportation. Your answers to the following questions will help the City measure the effectiveness of the barrier.
- Length of residence? \_\_\_\_\_ years. Age bracket? Less than 21 years  21-29 yrs.  8% 30-39 yrs.  8% 40-49 yrs.  20% More than 50 yrs.  66%
- Would you please indicate how the freeway noise prior to construction of the sound barrier affected your life style? (Please choose as many of the following that pertain to your situation.)
 

Interfered with speech	<input type="checkbox"/> 29%	Interfered with relaxation	<input type="checkbox"/> 52%
Made sleeping difficult	<input type="checkbox"/> 60%	Interfered with television, etc.	<input type="checkbox"/> 45%
Interfered with sense of privacy	<input type="checkbox"/> 29%	Curtailed outdoor enjoyment	<input type="checkbox"/> 45%
Made tense, irritable	<input type="checkbox"/> 25%	No adverse effect	<input type="checkbox"/> 25%
Other (Please explain)			
- If adversely affected by the noise: Was the noise worse during the night or day hours? Night  32% Day  16% No Difference  41%
- During which season or seasons were you disturbed the most? (Please choose as many of the following that pertain to your situation.)
 

Winter	<input type="checkbox"/> 8%	Spring	<input type="checkbox"/> 29%	Summer	<input type="checkbox"/> 50%	Fall	<input type="checkbox"/> 20%	No Difference	<input type="checkbox"/> 45%
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- Did any special weather conditions make the noise more noticeable? Yes  No
- Were you disturbed more by:
 

Low, roaring sounds	<input type="checkbox"/> 66%	High, screeching sounds	<input type="checkbox"/> 16%	No Difference	<input type="checkbox"/> 12%
---------------------	------------------------------	-------------------------	------------------------------	---------------	------------------------------
- What measures, if any, did you take to reduce freeway noise interference prior to the erection of the sound barrier? (Please choose as many of the following that pertain to your situation.)
 

Complained to government agencies	<input type="checkbox"/> 8%	Keep windows closed	<input type="checkbox"/> 79%
Soundproofed home	<input type="checkbox"/>	Stayed indoors most of the time	<input type="checkbox"/> 41%
Air conditioned home	<input type="checkbox"/> 29%	Other (please explain)	
None	<input type="checkbox"/> 16%		
- If complained to government agencies, which one or ones did you contact?
- Have you noticed any reduction in freeway noise after the completion of the sound barrier? Yes  87% No  12%
- If yes, would you indicate what effect the reduction of noise has had in/on your home life style?
 

Sleep better	<input type="checkbox"/> 58%	Enjoy television more	<input type="checkbox"/> 32%
Speech is easier	<input type="checkbox"/> 29%	Keep air conditioner off, windows open	<input type="checkbox"/> 29%
More relaxed	<input type="checkbox"/> 41%	Enjoy outdoors more	<input type="checkbox"/> 50%
More sense of privacy	<input type="checkbox"/> 32%	Other (please explain)	
None	<input type="checkbox"/> 12%		
- Which type of noise from vehicles disturbs you the most?
 

Tire tread noise	<input type="checkbox"/> 70%	Blowing horns	<input type="checkbox"/> 8%
Exhaust noise from vehicle mufflers	<input type="checkbox"/> 50%	Other, (please explain)	
- Which type of vehicle disturbs you the most? Motorcycle  25% Bus  4%
 

Automobile	<input type="checkbox"/> 16%	Diesel Truck	<input type="checkbox"/> 87%	Emergency	<input type="checkbox"/> 16%
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- What other noises if any, still continue to annoy you at the present time?

TABLE 13  
NOISE BARRIER WALL SURVEY RESPONSES  
(Before Construction)

Question and Multiple Choices	Yes	No	Comments
1. Does Any Special Weather Condition Make the Noise More Noticeable?	4	9	11-Not Noticed
2. Did You Take Any Measures to Reduce or Eliminate Noise?			
a) Complained to Government Agency	2	22	
b) Soundproofed Home	--	--	
c) Air-Conditioned Home	7	17	
d) Kept Windows Closed	19	5	
e) Stayed Indoors	10	14	
(After Construction)			
1. Have You Noted Any Reduction in Noise Since the Sound Barrier Completion?	21	3	See Figure 27
2. If Yes, What Effect has the Noise Reduction had on your Home Lifestyle?(1)			
a) Speech is Easier	7		
b) Sleep is Better	14		
c) More Sense of Privacy	9		
d) More Relaxed	10		
e) More Enjoyment of Television	9		
f) Keep Air-Conditioner Off, Windows Open	7		
g) More Outdoors Enjoyment	12		

(1) This distribution does not total twenty-four because several respondents either chose not to check all the multiple choices offered or checked more than one choice.

Source: Long Beach City Planning Department, Research at Long Beach Freeway and Long Beach Boulevard, February 1974.

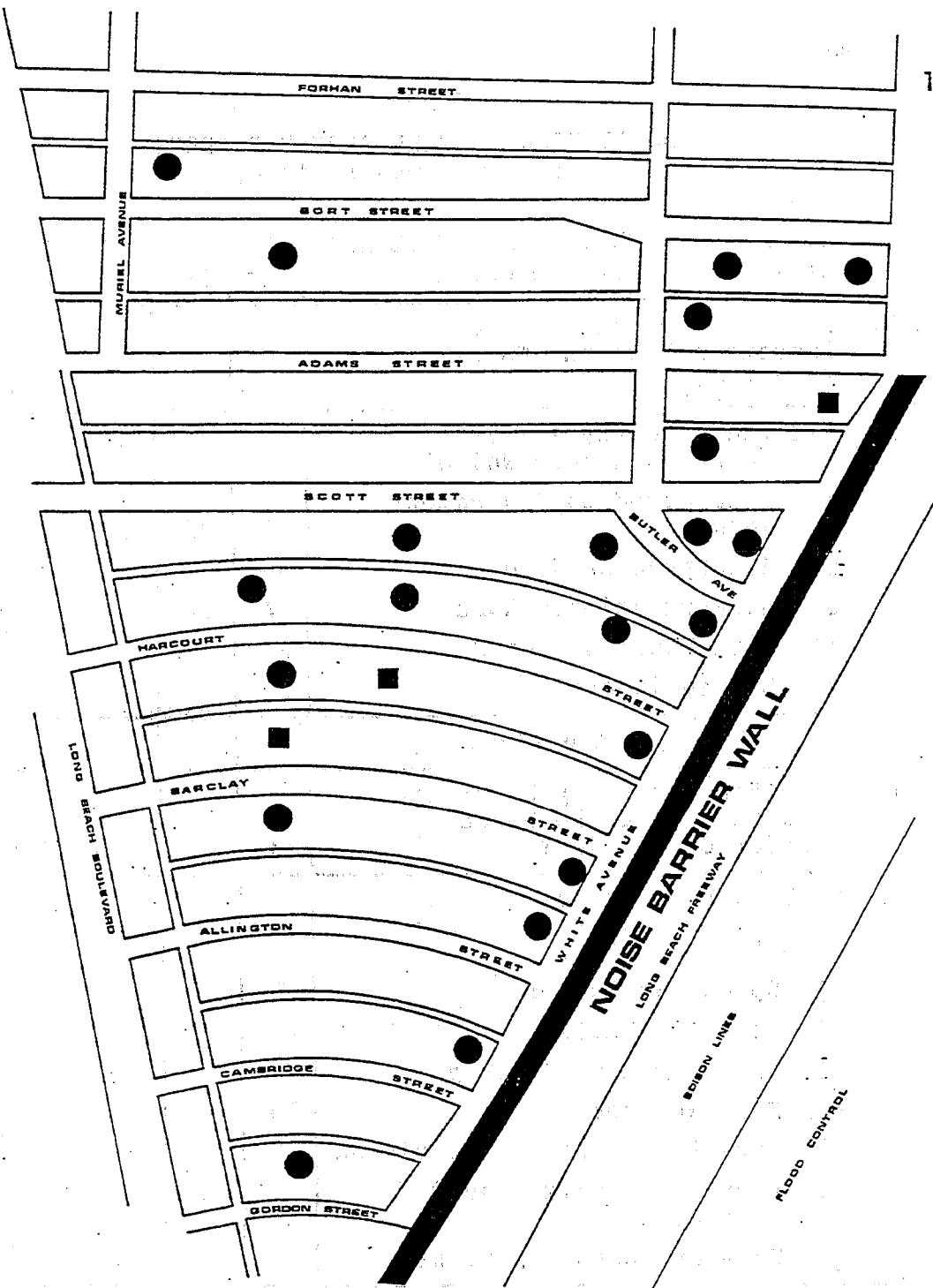


FIGURE 27

LEGEND  
● AFFECTION  
■ UNAFFECTED

## NOISE BARRIER WALL SURVEY

Source: Long Beach Planning Department Staff  
field research, February 1974.

TABLE 14

## NOISE BARRIER WALL SURVEY

(Comparison of 24 Responses Before and After Sound Barrier Erection)

Question and Multiple Choices	Before Yes	No	After Yes	No	Other Explanation
1. How Does Freeway Noise Affect You?					
A. Interfered with Speech?	7			7	
B. Made Sleeping Difficult?	17			14	
C. Interfered with Sense of Privacy?	7			9	
D. Made Tense, Irritable?	6			10	
E. Interfered with Relaxation?	13			10	
F. Interfered with Television?	11			9	
G. Curtailed Outdoor Enjoyment?	11			12	
H. No Adverse Effect?	6			21	No Response (3)
I. Keep Air Conditioner Off, Windows Open?	14	7			No Response (3)
2. Which Vehicle Type Noise Disturbs You Most?					
A. Tire Tread?	17			1	
B. Exhaust from Mufflers?	12			1	
C. Blowing Horns?	2			1	
D. Automobile?	4				
E. Diesel Truck?	21			3	
F. Motorcycle?	6			1	
G. Emergency Vehicle?	4				
H. Bus?	1				
3. Considered Moving Due to Noise?	9	11	4	9	N/A=5

(1) This distribution does not total twenty-four because several respondents either chose not to check all the multiple choices offered or checked more than one choice.

Source: Long Beach City Planning Department, Research at Long Beach Freeway and Long Beach Boulevard, February 1974.

**TABLE 15**  
**NOISE BARRIER WALL SURVEY**  
**(Sensitivity to Types of Noise)**

Question and Multiple Choices	Responses
5. What Type of Noise Disturbs You Most?	
A. Low Roaring Sounds	16
B. High Screeching Sounds	4
C. No Difference	4

Source: Long Beach City Planning Department, Research at Long Beach Freeway and Long Beach Boulevard, February 1974.

APPENDIX C  
TABLE 16

PUBLIC OPINION SURVEY RELATED QUESTIONS AND  
RESPONSES

Q.23- WHAT DO YOU THINK THE MOST PRESSING ENVIRONMENTAL  
PROBLEMS FACING THE CITY OF LONG BEACH ARE?

	TOTAL	AGE			INCOME			OWN/RENT HOME		RACE				
		UNDER 30		30-59	OVER 60	LESS THAN \$7,500	\$7,500 TO \$15,000	OVER \$15,000	OWN	RENT	CAPCA	ASIAN	BLACK	MEXICAN AMER.
														OTHER
BASE = TOTAL SAMPLE	602	133	211	166	176	206	187	412	189	535	39	15	13	
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
SMOG	214	64	104	46	40	73	86	152	62	189	11	9	5	
	35.5	39.3	39.4	27.1	21.3	35.4	46.0	36.9	32.8	35.3	28.2	60.0	38.5	
OCEAN POLLUTION	55	31	22	6	9	22	26	39	20	54	3	1	1	
	9.8	19.0	8.1	3.6	5.1	10.7	13.9	9.5	10.6	10.1	7.7	6.7	7.7	
OVERPOPULATION	143	15	21	3	13	14	12	26	17	39	2	2		
	7.1	11.7	7.7	1.0	7.3	6.8	6.4	6.3	9.0	7.3	5.1	13.3		
CRIME	34	6	17	11	12	9	11	24	10	24	6	2	2	
	5.6	3.7	6.0	6.6	6.0	4.4	5.9	5.8	5.3	4.5	15.4	13.3	15.4	
DETERIORATION OF DOWNTOWN	34	4	17	12	12	11	10	26	0	32	2			
	5.6	2.5	6.3	7.2	6.8	5.3	5.3	6.3	4.2	6.0	5.1			
OVER BUILDING	33	12	15	6	9	13	11	22	11	32	1			
	5.5	7.4	5.5	3.6	5.1	6.3	5.9	5.3	5.8	6.0	2.6			
TOO MANY VEHICLES	32	11	9	12	10	9	13	22	10	31				
	5.3	6.7	3.3	7.2	5.7	3.9	7.0	5.3	5.3	5.0				
oil REFINRIES	29	7	18	4	2	9	16	24	5	27	1			
	4.8	4.3	6.6	2.4	1.1	4.4	8.6	5.8	2.6	5.0	2.6		7.7	
NOISE POLLUTION	16	6	9	1	3	4	8	11	5	14	2			
	2.7	3.7	3.3	.6	1.7	1.9	4.3	2.7	2.6	2.6	5.1			
STREET LITTERING	16	4	4	0	3	7	4	10	6	14	1			
	2.7	2.5	1.5	4.8	1.7	3.4	2.1	2.4	3.2	2.6	2.6		7.7	
GITY BEACHES	16	7	9	4	5	4	6	12	4	16				
	2.7	4.3	1.9	2.4	2.0	1.9	3.2	2.9	2.1	3.0				
OFF SHORE DRILLING	13	5	5	3	2	4	6	9	4	12	1			
	2.2	3.1	1.9	1.8	1.1	1.9	3.2	2.2	2.1	2.2	2.6			
LACK OF GREEN AREAS/ OPEN SPACES	13	4	5	4	4	4	4	11	2	12	1			
	2.2	2.5	1.8	2.4	2.3	1.9	2.1	2.7	1.1	2.2	2.6			
PUBLIC TRANSPORTATION	11	4	2	5	3	6	2	7	4	10	1			
	1.8	2.5	.7	3.0	1.7	2.9	1.1	1.7	2.1	1.9	2.6			

**APPENDIX C -- Cont.**

**C.27A- REGULATIONS TO REDUCE NOISE ARE NEEDED IN LONG BEACH**

		AGE			INCOME			OWN/RENT HOME			RACE					
		UNDER		OVER	LESS THAN		TO		OVER		OWN		RENT		CAUCA	MEXICAN
		TOTAL	30		7,500	15,000	15,000	OVER	100.0	100.0	100.0	100.0	100.0	100.0	BLACK	AMER.
BASE = TOTAL SAMPLE		602	163	271	166	176	206	107	412	189	535	39	15	13		
		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
STRONGLY AGREE	-1-	249	62	102	84	90	67	77	165	84	222	16	7	4		
		41.4	38.0	37.6	50.6	51.1	32.5	41.2	40.0	44.4	41.5	41.0	46.7	30.8		
TEND TO AGREE	-2-	202	49	106	46	40	80	73	146	55	184	10	4	4		
		33.6	30.1	39.1	27.7	22.7	30.0	39.0	35.4	29.1	34.4	25.6	26.7	30.8		
TEND TO DISAGREE	-3-	100	38	44	26	31	46	25	76	32	93	9	2	4		
		17.9	23.3	16.2	15.7	17.6	22.3	13.4	18.4	16.9	17.4	23.1	13.3	30.8		
STRONGLY DISAGREE	-4-	29	11	12	6	11	9	9	15	14	26	2	2	1		
		4.8	6.7	4.4	3.6	6.3	4.4	4.8	3.6	7.4	4.5	5.1	13.3	7.7		
DON'T KNOW/REFUSED		14	3	7	4	4	4	3	10	4	12	2				
		2.3	1.0	2.6	2.4	2.3	1.9	1.6	2.4	2.1	2.2	5.1				
MEAN BASE		1.86	1.99	1.87	1.72	1.78	1.99	1.82	1.85	1.87	1.85	1.92	1.93	2.15		
		588	160	264	162	172	202	184	402	185	523	37	15	13		

**APPENDIX C -- Cont.**

A APPENDIX C  
TABLE 16

PUBLIC OPINION SURVEY RELATED QUESTIONS AND RESPONSES

Q.23- WHAT DO YOU THINK THE MOST PRESSING ENVIRONMENTAL PROBLEMS FACING THE CITY OF LONG BEACH ARE?

	AGE				INCOME				OWN/RENT HOME				RACE					
	UNDER 30		30-59		60 & OVER		LESS THAN 7,500		7,500 TO 15,000		15,000 & OVER		OWN		RENT		CAUCASIAN	
	TOTAL	30	30-59	60 & OVER	7,500	15,000	15,000	& OVER	7,500	15,000	15,000	& OVER	OWN	RENT	CAUCASIAN	BLACK	AMER.	OTHER
ENERGY CRISIS	10	3	3	4	2	4	3	3	2	4	3	3	9	1	0	1	6.7	7.7
GUTTING/SLUM AREAS	10	4	4	2	3	2	5	5	6	2	5	5	6	3	0	1	1	6.7
PRIORITY INFLEX	7	1	4	2	3	1	3	5	5	2	2	2	2	7				
AIRPORT NOISE	5		3	2	1	1	2	2	4	4	4	4	1	5				
POWER PLANTS	5	1	4		3	2	2	2	4	4	4	4	1	5				
INDIVIDUAL PROPERTY TAXES	4		2	2	1	1	3	3	1	1	3	3	1	4				
MISCELLANEOUS	83	23	38	22	29	32	23	23	50	33	72	6	1	4				
CAN'T KNOW	111	20	44	46	40	35	19	71	40	93	12	2	2	4				
	18.4	12.3	16.2	27.7	27.0	17.0	10.2	17.2	21.2	17.4	30.8	13.3	30.8					

**APPENDIX C - Cont.**

C.277- REGULATIONS TO REDUCE NOISE ARE NEEDED IN LONG BEACH

		G E O G R A P H I C A R E A						L E N G T H O F R E S I D E N C E						A N T I C I P A T E D L E N G T H I N R E S I D E N C E			
		N O R T H		S O U T H		E A S T		L E S S T H A N 2 Y R		3-5 Y E A R S		6-20 Y E A R S		P E R C	L E S S T H A N 20	3-10 Y E A R S	A N T I- C I P A T E R O V I N G
		T O T A L	W E S T	S U D O M	W E S T	N O R T H	E A S T	2	Y R	Y E A R S	Y E A R S	Y E A R S	2	Y R	Y E A R S	Y E A R S	
B A S E = T O T A L S A M P L E		602	129	129	114	161	87	74	203	234	97	99	398				
		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
S T R O N G L Y A G R E E	-1-	249	49	87	77	36	34	31	87	95	91	43	159				
		41.4	36.0	63.9	44.3	35.6	39.1	41.9	42.4	40.6	42.3	43.4	39.9				
F E W T O A G R E E	-2-	202	49	52	54	40	31	22	72	77	31	29	141				
		33.6	30.0	29.0	31.0	39.6	35.6	29.7	35.1	32.9	32.0	29.3	35.4				
F E W T O C I S A G R E E	-3-	108	21	37	31	19	17	14	33	44	21	20	67				
		17.9	16.2	16.7	17.8	18.6	19.5	18.9	16.1	18.8	21.6	20.2	16.8				
S T R O N G L Y C I S A G R E E	-4-	29	7	0	9	5	3	6	9	11	2	7	20				
		4.8	5.4	4.0	5.2	5.0	3.4	8.1	6.4	4.7	2.1	7.1	5.0				
D O N T K N O W / R E F U S E C		14	3	7	3	1	2	1	4	7	2	1	11				
		2.3	2.3	3.5	1.7	1.0	2.3	1.4	2.0	3.0	2.1	2.0	2.0				
M E A N B A S E		1.06	1.09	1.02	1.04	1.03	1.07	1.03	1.02	1.07	1.03	1.01	1.07				
		580	126	131	171	100	85	73	201	227	95	99	307				

**APPENDIX C - Cont.**

## APPENDIX D

### Proposed Noise Legislation

#### Policy Guidelines

The City of Long Beach wishes to limit the intrusion of noise into human activities in the community. Protecting the health and welfare of residents, workers and visitors with respect to high level noise exposures in the City is, of course, a high priority issue.

Beyond this, the amenities of maintaining relatively quiet neighborhoods within the City have a wide appeal. Unfortunately, many communities have, in the past, subverted rational objectives of some vested interests in an attempt to achieve a maximum degree of noise control. This has brought about conflict between legitimate noise producing interests and those advocating immediate adoption of restrictive noise criteria. As a result, some form of transitional policy should be articulated as a bridge to longer range noise control regulations.

The concept of such transitional noise control policies embodies a phased reduction of noise source characteristics within the limits of available technology and rational economic constraints. Virtually all noise producing activities in the City represent examples of the need for a transitional program for noise control. Roadways, industry and commercial activities have developed and expanded in Long Beach to the point that extensive land areas are currently subject to undesirable noise exposures. Adoption of contemporary guidelines for noise environments applicable to new

construction and redevelopment shows an immediate and clear conflict in this area. Accordingly, it is recommended that the City adopt noise control legislation which attempts to reconcile the requirements for a noise environment acceptable to the general population and the need to maintain the economic stability of Long Beach.

Preparation of legislative guidelines for the identification and control of noise in communities has emerged as a high priority item as a result of expanding mechanization in contemporary society. Historically, noise intrusion has been covered by legislation in the areas of "disturbing the peace" or "public nuisance." Neither of these categories has proved to be particularly useful in controlling the increase in noise levels in municipalities in the United States. In reviewing the lack of success in arresting the increase in noise intrusion in urban areas, it appears that the implementation and enforcement phases of noise control legislation are the weak links in the process. Accordingly, increased effort should be devoted to these functions in the course of drafting meaningful legislation.

It is possible to set approximate limits of acceptability on noise in the community. Experience with the tolerance limits for noise for a variety of land uses and contextual conditions has led to the identification of desirable criteria in this area. However, it is important to note that any such criteria must also be implemented and enforced if they are to be effective. In order to be implemented, they must be acceptable to a variety of special interest groups. In order to be enforced, the legislation must be based on accurate technical data which will be supportable in the courts.

The most effective approach to establishing regulatory limits on noise is to separate land use noise criteria from limits

on noise emission from manufactured products. The concept of noise criteria for land use, i.e., residential, commercial or industrial, has proved more effective than attempting to zone an urban area for noise.

Most noise producing manufactured products are inherently portable and may best be regulated by setting limits on the noise output of the device as manufactured. Such regulation by the Federal government is an immediate possibility. Local legislation should employ compatible criteria where in terms of acceptable noise levels for the wide range of land uses extant in the community.

For those land development or redevelopment projects requiring Federal financing, at least two specific guidelines have been formulated. First, the U. S. Department of Housing and Urban Development has issued noise standards for projects involving DHUD funds. A second Federal control is imposed by the Federal Highway Act of 1970 which requires compatibility between highways and different land uses. In addition to these specific standards, the National Environmental Policy Act requires the preparation of environmental impact statements on proposals for legislation and Federal projects affecting the quality of the human environment.

As noted previously, there is a useful distinction to be drawn between land use noise criteria and limits on noise emission from manufactured products. The Federal Noise Control Act of 1972 defines noise standards for equipment manufactured after 1 July 1973. Any ordinance governing equipment noise which may be adopted by the City should be in agreement with these proposed Federal Standards. Recognizing the practical time limitations associated with the promulgation of a noise ordinance level at the local level, some interim

model ordinance for noise abatement and control is presented in the following section.

## APPENDIX E

### Proposed Model Noise Ordinance

The model noise ordinance prepared by the Quiet City Committee, Los Angeles County Division of the League of California Cities is presented below, verbatim.

#### Sec. 100.00 Declaration of Policy

This section should contain a declared intent to achieve a noise environment conducive to residential and recreational activities in accordance with the regulatory powers of the City. While the health and welfare of the community should form a basis for the legislation, existing industrial and commercial interests must be considered concurrently.

#### Sec. 100.01 Definition of Legal and Technical Terminology

(a) Ambient Noise. "Ambient noise" is the all-encompassing noise associated with a given environment, being usually a composite of sounds from many sources near and far. For the purpose of this ordinance, ambient noise level is the level obtained when the noise level is averaged over a period of at least 15 minutes without inclusion of noise from occasional or occasional and transient sources, at the location and time of day near that at which a comparison is to be made.

(b) Decibel, (dB) shall mean a unit of level which denotes the ratio between two (2) quantities which are proportional to pressure; the number of decibels corresponding to the ratio of two (2) pressures is twenty (20) times the logarithm to the base (10) of this ratio.

(c) Emergency Work. "Emergency Work" shall mean work made necessary to restore property to a safe condition following a public calamity or work required to protect persons or property from an imminent exposure to danger or work by private or public utilities when restoring utility service.

(d) Motor Vehicles. "Motor vehicles" shall include, but not be limited to, automobiles, trucks, motorcycles, minibikes and go-carts.

(e) Person. "Person" shall mean a person, firm, association, co-partnership, joint venture, corporation, or any entity, private or public in nature.

(f) Octave Band Noise Analyzer. "Octave band noise analyzer" shall mean an instrument for measurement of sound levels in octave frequency bands which satisfies the pertinent requirements for Class II Octave Band Analyzers of the American National Standard Specifications for Octave, Half-Octave, and Third-Octave Band Filters, S1.11-1966 or the most recent revision thereof.

- (g) Commercial Purpose. "Commercial Purpose" shall mean and include the use, operation, or maintenance of any sound amplifying equipment for the purpose of advertising any business, or any goods, or any services, or for the purpose of attracting the attention of the public to, or advertising for, or soliciting patronage or customers to or for any performance, show, entertainment, exhibition, or event, or for the purpose of demonstrating such sound equipment.
- (h) Noncommercial Purpose. "Noncommercial purpose" shall mean the use, operation, or maintenance of any sound equipment for other than a "commercial purpose." "Non-commercial purpose" shall mean and include, but shall not be limited to, philanthropic, political, patriotic, and charitable purposes.
- (i) Sound Amplifying Equipment. "Sound amplifying equipment" shall mean any machine or device for the amplification of the human voice, music or any other sound, but shall not include:
1. Automobile radios, stereo players or television receivers when used and heard only by the occupants of the vehicle in which the same is installed.
  2. Radio, stereo, phonograph and television receiving sets used in any house or apartment within any residential zone or within 500 feet thereof;

3. Warning devices on emergency vehicles;
  4. Horns or other warning devices authorized by law on any vehicle when used for traffic purposes.
- (j) Sound Level. "Sound Level" (noise level), in decibels (dB) is the sound measured with the "A" weighting and slow response by a sound level meter, except for impulsive or rapidly varying sounds, the fast response shall be used.
- (k) Sound Level Meter. "Sound level meter" shall mean an instrument including a microphone, an amplifier, an output meter, and "A" frequency weighting network for the measurement of sound levels which satisfies the pertinent requirements for Type S2A meters in American Standard Specifications for sound level meters S1.4-1971 or the most recent revision thereof.
- (l) Sound Truck. "Sound truck" shall mean any motor vehicle, or any other vehicle regardless of motive power, whether in motion or stationary, which carries, is equipped with, or which has mounted thereon, or attached thereto any sound amplifying equipment.
- (m) Supplementary Definitions of Technical Terms  
Definitions of technical terms not defined herein shall be obtained from American Standard Acoustical Terminology S1-1-1971 or any revised version thereof.

## Sec. 100.02 Specifications for Conducting Sound Measurements.

(a) Any sound level measurement made pursuant to the provisions of this chapter shall be measured with a sound level meter using the "A" weighting and response as indicated in Sec. 100.01 (j) of this article.

(b) Where the sound alleged to be offending is of a type of character set forth below, the following values shall be added to the sound level measurement of the offending noise.

1. Except for noise emanating from any electrical transformer or gas metering and pressure control equipment existing and installed prior to the effective date of this ordinance, any steady tone with audible fundamental or overtones above 200 Hz. +5
2. Repeated impulsive noise. +5
3. Noise occurring more than 5 but less than 15 minutes per hour. -5
4. Noise occurring more than 1 but less than 5 minutes per hour. -10
5. Noise occurring less than 1 minute per hour. -20

(c) For those cases where an objectionable noise is clearly audible, but where the level of ambient noise does not permit direct quantitative sound level "A" measurements of the objectionable noise, sound measurements may be performed utilizing an

Octave Band Sound Analyzer to determine sound level "A" limits as indicated in the table below. This table is used to convert the sound pressure level meter readings in dB for each band to SPL in dB (A) for each band.

OCTAVE BAND NOISE VALUES CORRESPONDING  
TO SOUND LEVEL "A" VALUES

Sound Level "A"	Octave Band Sound Pressure Level, dB re .0002 dyne/cm <sup>2</sup>								
	31.5	63	125	250	500	1000	2000	4000	8000
35	58	50	42	35	32	29	26	23	20
40	61	54	46	40	37	34	31	28	25
45	64	58	51	45	42	39	36	33	30
50	67	61	55	50	47	44	41	38	35
55	70	65	60	55	52	49	46	43	40
60	73	68	64	60	57	54	51	48	45
65	76	72	68	65	62	59	56	53	50
70	79	76	73	70	67	64	61	58	55
75	84	81	78	75	72	69	66	63	60

Sec. 100.03 Reference Ambient Noise Level

Where the ambient noise level is less than designated in this section the respective presumed ambient noise level in this section shall be deemed to be the minimum ambient noise level for purposes of this chapter.

At the boundary line between two zones, the presumed ambient noise level of the quieter zone shall be used.

Sec. 100.04 Violations: Misdemeanors.

Any person violating any of the provisions of this chapter shall be deemed guilty of a misdemeanor and upon conviction thereof, shall be fined in an amount not exceeding \_\_\_\_\_ or be imprisoned in the City or County Jail for a period not exceeding \_\_\_\_\_, or by both such fine and imprisonment.

Each day such violation is committed or permitted to continue shall constitute a separate offense and shall be punishable as such.

Sec. 100.05 Violations: Additional Remedies.

As an additional remedy, the operation or maintenance of any device, instrument, vehicle or machinery in violation of any provision of this chapter, which operation or maintenance cause discomfort or annoyance to reasonable persons of normal sensitiveness or which endangers the comfort, repose, health, or peace of residents in the area, shall be deemed and is declared to be, a public nuisance and may be subject to abatement summarily by a restraining order or injunction issued by a court of competent jurisdiction.

Sec. 100.06. Severability of Ordinance Provisions

If any provision, clause, sentence, or paragraph of this chapter or the application thereof to any person or circumstances, shall be held invalid, such invalidity shall not effect the other provisions or applications of the provisions of this chapter which can be given without the invalid provisions or application and, to this end, the provisions of this chapter are hereby declared to be severable.

SPECIFIC NOISE SOURCES

Sec. 101.01 Radios, Television Sets, and Similar Devices

- (a) It shall be unlawful for any person within any residential zone of the City or within 500 feet thereof, to use or operate any radio receiving set, musical instrument, phonograph, television set, or other machine or device for the producing or reproducing of sound, between the hours of 10:00 p.m. of one day and 7:00 a.m. of the following day in such a manner as to disturb the peace, quiet, and comfort of neighboring residents or any reasonable person of normal sensitiveness residing in the area.
- (b) Any noise level exceeding the ambient base level at the property line of any property or, if a condominium or apartment house, within any adjoining apartment, by more than five (5) decibels shall be a violation of the provisions of this section.

Sec. 101.02 Air Conditioning, Refrigeration, Heating Pumping, Filtering Equipment

- (a) It shall be unlawful for any person, within any residential zone of the City, or within 500 feet thereof, to operate any airconditioning, refrigeration or heating equipment for any residence or other structure, or to operate any pumping, filtering or heating equipment for any pool or reservoir in such a manner as to create any noise which could cause the noise level at the property line of any residential property or if a condominium or apartment house, within any adjoining apartment to exceed the ambient noise level by more than five (5) decibels.

(b) The noise level created by equipment installed prior to the effective date of this ordinance may exceed the presumed ambient noise levels by eight (8) decibels for a period not exceeding two years from the effective date of this ordinance.

(c) This section shall not be applicable to emergency work, as defined in Sec. 100.01 (c) of this chapter, or to periodic maintenance or testing of such equipment reasonably necessary to maintain such equipment in good working order.

**Sec. 101.03. Construction Noise**

(a) Between the hours of 9:00 p.m. and 7:00 a.m. of the following day, noise due to construction or repair work of any kind upon, or excavation for any building or structure shall be regulated or prohibited as provided by Sections of this code.

(b) Between 7:00 p.m. and 9:00 a.m. of any day, in any residence of the City or within 500 feet thereof, no person shall perform any construction or repair work on any building or structure, or perform any excavation work, which work entails the use of any power driven hoist, scraper or shovel, pneumatic hammer, pile driver or other construction type device in such manner that the noise created thereby is loud, unnecessary and unusual and substantially exceeds the noise customarily and necessarily exceeds the noise customarily and necessarily attendant to the reasonable and efficient performance of such work.

**Sec. 101.04 Other Machinery, Equipment, Devices**

Except as to the equipment and operations specifically mentioned and regulated elsewhere in this chapter, and except as to aircraft, tow tractors, aircraft auxiliary power units, trains and motor vehicles in their respective operations governed by state or federal regulations, no person shall operate or cause to be operated any machinery, equipment or other mechanical or electrical device in such manner as to create any noise which would cause the noise level at the property line, of any occupied residential property, or if a condominium or apartment house, within any adjoining apartment to exceed the ambient noise level by more than five (5) decibels.

**Transitional Policies for Noise Legislation**

The immediate adoption of rigorous noise limits within the City, via a Community Noise Ordinance, will place numerous commercial and industrial activities in a position of being in violation of the statute. Compliance with a restrictive ordinance would place these businesses in an untenable economic posture. In order to arrive at a rational position on this issue, the City should recognize the inherent conflicts and develop policies which would reduce noise levels but would allow this to be done within the technological and economic constraints imposed upon any particular operation.

It is apparent that any such policies must be flexible and subject to individual interpretations. Some possibilities for accomplishing these objectives are outlined below.

- Any control the City has in the form of land use permits or leases may carry a stipulation for noise control modifications as a requisite for renewal.

- ° The normal longevity of industrial or commercial structures may be determined to establish a time requirement for construction of new noise controlled structures. This would allow the original capital investment to be amortized over the expected life of the building(s) and not place a disproportionate economic burden on the business.
- ° Noise reduction requirements should be keyed to technological innovations applicable to each land use. As new noise control procedures become available, acceptable noise limits could be reduced.
- ° The optimum method for dealing with commercial and industrial noise sources is through identification as noise problems. Two identical sources may produce the same noise levels but one may be a problem because of more noise sensitive land uses in the immediate vicinity.

## APPENDIX F

### Legal Framework

#### Introduction

Demands for an environment which is compatible with both acceptable living standards and continuing urban development have increased the City's concern about the ever growing problem of noise pollution. Over the past twenty-five years noise levels in the United States have grown at a rate of one decibel per year. Indeed the noise level for the country has doubled in the last fifteen years! The requirement that a Noise Element be made a part of the General Plan emphasizes the commitment on the part of the California Legislature to deal with the problems created by the increased levels of noise.

The Noise Element, as prepared, conforms to California Government Code, Article 5, Section 65302 (g). (See Appendix A). This legislation requires all cities and counties to prepare a noise element as part of the General Plan, to include: noise levels around major ground and air transportation systems; maximum noise levels for land use categories; noise emission standards for transportation systems (where not pre-empted by other agencies); and standards and criteria for compatible noise levels for local "fixed point" noise sources.

#### Local, State, and Federal Jurisdictions

Before considering local noise planning within Long Beach, it is essential to note the impact of Federal and State pre-emptory legislation. Even though most noise in Long Beach is generated locally, much of this noise is associated with regional transportation systems. State and

Federal legislation regulate and control these noise sources at different levels. In addition, residential construction utilizing Federal funds carries certain restrictions as to noise generation. A review of both State and Federal Law is necessary in order to point out areas of conflict or omission with local noise regulations as well as to identify areas needing revision.

#### Local Regulations

This Noise Element has been developed on the premise that soon after its completion, a comprehensive Noise Ordinance will be adopted by the Long Beach City Council. The importance of such an adoption cannot be overemphasized here. The existing sections of the Long Beach Municipal Code that relate to noise control are inadequate at the present time in that they fail to encompass all the different manifestations of noise now present in the community. A brief survey of these regulations appears herein.

The sound monitoring and the handling of complaints related to noise in Long Beach is conducted primarily by two City departments: Public Health; and Building and Safety. In addition, the Long Beach Police Department responds to complaints related to City ordinances dealing with disturbing the peace sections. Other ordinances related to noise are:

Section 3410.125 (Truck Routes Designated) - Regulates the flow of truck traffic throughout the City.

Section 9120.25 (Special Permits for Nonconforming Uses) - Deals with the issuance of special permits which in some cases include noise level emission limitations.

Section 8100.314 (Building Permits--Denial on Environmental Grounds). Is an official tool to control projects which may be detrimental to the environment. This control can apply to new projects with excessive noise emissions in relatively quiet neighborhoods.

Section 4611.7 (Certain Acts Declared a Public Nuisance). Anything that is injurious to health, offensive to the senses, or interferes with the comfortable enjoyment of life by a neighborhood or by any considerable number of persons may be declared to be a public nuisance and unlawful.

Section 5610.3 (Dogs Barking or Howling). No person shall permit any dog under his control to bark, howl, or whine so as to annoy the neighborhood or persons residing immediately surrounding the habitation of the same.

Section 5610.24. No persons shall tie up or confine a dog as to cause the dog to make noise.

Section 6254.2 (Noisy Advertising). Prohibits use of megaphones, electrical amplifiers, horns, drums, and bells for the purpose of advertising.

Section 9120.2. Defines trailer park as an area designed, used, or intended to be used for living purposes by two or more trailer coaches.

Section 9120.11 (Trailer and House Car District). Prohibits the location of trailers for residential purposes in any zone other than trailer or house car district.

Section 3300.78. Muffling Exhausts -- Permissible Noise Levels--The engines used in connection with the drilling of any oil well and/or any production equipment shall be equipped with an exhaust muffler, or mufflers, or an exhaust muffler box, sufficient to suppress noise and to prevent the escape of obnoxious gases, fumes or sparks or ignited carbon or soot. The type and design of any muffler box shall be approved by the Building Inspector and by the Bureau of Fire Prevention.

Section 3410.119 (Sound Cars Prohibited) excludes any advertising vehicle equipped with sound amplifying or loud speaker device within the Central Traffic District.

Section 4620.2 (Operating Vehicles on Private Property).

Prohibits driving motorcycle, trail bike, minibike, dune buggy, motor scooter, jeep, or other motor vehicles on public land or private property without written consent of the owner.

Section 7534.06 (Railroad Equipment). Prohibits use of bells, or blowing of whistles when not in motion or necessary for safety.

Long Beach City Council Resolution C-21599. Established procedural guidelines for the evaluation of projects and the preparation of environmental impact reports. Section 9 B (6) of this Resolution outlines the content of the environmental impact report as it relates to noise.

Long Beach City Council Resolution No. C-20024. Requested the League of California Cities to undertake an in-depth study of the excessive noise problem. In so doing, the Council recognized the problem of excessive noise in the community as well as in the State and hoped that the League of California Cities would develop a model noise ordinance which is included herein as Appendix E.

State Regulations

Aside from the requirement for a General Plan-Noise Element, the State monitors other areas affected by noise. Motor vehicles operating on the streets and freeways in Long Beach are governed by the State of California Motor Vehicle Code. The State Motor Vehicle Laws include muffling

requirements and associated specific noise emission limits in decibels for all motor vehicles.

AB 1803 ch. 741-1957 (Mufflers Required). Motor vehicles registered in California must be equipped with a muffler system.

SB 59 ch. 1097. Authorized State Highway Commission to consider noise impact when locating State highways and freeways.

	Speed Limit of 35 mph or less	Speed Limit of more than 35 mph
1. Any motor vehicle with a manufacturer's gross vehicle weight rating of 6,000 pounds or more and any combination of vehicles towed by such motor vehicle:		
(A) Before January 1, 1973-----	88 dBA	90 dBA
(B) On and after January 1, 1973-----	86 dBA	90 dBA
2. Any motorcycle other than a motor-driven cycle-----	82 dBA	86 dBA
3. Any other motor vehicle and any combination of vehicle towed by such motor vehicle-----	76 dBA	82 dBA

Motor Vehicle Code Section 27150.1. No person shall offer for sale, sell, or install, a motor vehicle exhaust system, or part thereof, including, but not limited to, a muffler, unless it meets state standards.

Motor Vehicle Code

Section 27150. (a) Every motor vehicle subject to registration shall at all times be equipped with an adequate muffler in constant operation and properly maintained to prevent any excessive or unusual noise, and no muffler or exhaust system shall be equipped with a cutout, bypass, or similar device.

(b) Subdivision (a) shall also apply to motorcycles operated off the highways, except motorcycles being operated in an organized racing or competitive event conducted on a closed course. For the purposes of this subdivision, "closed course" means a permanent motor racing facility which has one or more of the following:

- (1) Safety crash walls.
- (2) Grandstands which seat 500 persons or more.
- (3) Sanitation facilities for persons attending events.
- (4) A business license or permit from a local authority to conduct motor racing or competition events.

Motor Vehicle Code Section 27160.

Section 27160. (a) No person shall sell or offer for sale a new motor vehicle which produces a maximum noise exceeding the following noise limit at a distance of 50 feet from the centerline of travel under test procedures established by the department:

- (1) Any motorcycle manufactured before 1970-----92 dBA
- (2) Any motorcycle, other than a motor-driven cycle, manufactured after 1969, and before 1973-----88 dBA

- (3) Any motorcycle, other than a motor-driven cycle, manufactured after 1972, and before 1975-----86 dBA
- (4) Any motorcycle, other than a motor-driven cycle, manufactured after 1974, and before 1978-----80 dBA
- (5) Any motorcycle, other than a motor-driven cycle, manufactured after 1977, and before 1988-----75 dBA
- (6) Any motorcycle, other than a motor-driven cycle, manufactured after 1987-----70 dBA
- (7) Any snowmobile manufactured on or after January 1, 1973, and before January 1, 1975-----82 dBA
- (8) Any motor vehicle with a gross vehicle weight rating of 6,000 pounds or more manufactured after 1967 and before 1973---88 dBA
- (9) Any motor vehicle with a gross vehicle weight rating of 6,000 pounds or more manufactured after 1972, and before 1975---86 dBA
- (10) Any motor vehicle with a gross weight rating of 6,000 pounds or more manufactured after 1974, and before 1978-----83 dBA
- (11) Any motor vehicle with a gross weight rating of 6,000 pounds or more manufactured after 1977, and before 1988-----80 dBA
- (12) Any motor vehicle with a gross vehicle weight rating of 6,000 pounds or more manufactured after 1987-----70 dBA

- (13) Any other motor vehicle manufactured after 1967, and before 1973-----86 dBA
- (14) Any other motor vehicle manufactured after 1972, and before 1975-----84 dBA
- (15) Any other motor vehicle manufactured after 1974, and before 1978-----80 dBA
- (16) Any other motor vehicle manufactured after 1977 and before 1988-----75 dBA
- (17) Any other motor vehicle manufactured after 1987-----70 dBA

Motor Vehicle Code 38275. Requires off the road vehicles to comply to noise standards and muffler requirements, except when participating in organized racing events.

Motor Vehicle Code 27503. Provides for testing and public hearings to adopt regulations setting noise standards for pneumatic tires.

Harbors and Navigation Code Section 654. Requires exhaust from internal combustion engines used in motorboats to be muffled except for those participating in organized racing.

Harbors and Navigation Code Section 654.05 (Maximum Noise Levels)

(a) For engines manufactured on or after January 1, 1974, and before January 1, 1976, a noise level of 86 dBA measured at a distance of 50 feet from the motorboat.

(b) For engines manufactured on or after January 1, 1976, and before January 1, 1978, a noise level of 84 dBA measured at a distance of 50 feet from the motorboat.

(c) For engines manufactured on or after January 1, 1978, a noise level of 82 dBA measured at a distance of 50 feet from the motorboat.

SB 268 ch. 658. Authorized the Department of Public Works to undertake specific action to protect schools, libraries, and multi-purpose rooms constructed prior to freeway route adoption when noise levels within closed rooms exceed 50 dBA.

SB 1220 (California Noise Control Act 1973) creates Office of Noise Control in State Department of Health. The policy of the state will be to provide an environment free from noise that jeopardizes the health and welfare of Californians. Requires the office to maintain a program of noise control, make recommendations for future noise control legislation, coordinate federal, state, and local noise control programs, and assist in acquisition of federal funds.

SB 1249 ch. 1424. Required Commission of Housing and Community Development to adopt noise performance standards for new hotels, motels, and apartment houses.

California Administrative Code, Title 25 Housing Law and Earthquake Protection, Article 4, Section 1092. (Noise Insulation Standards) applies to all new construction of hotels, motels, apartment houses and dwellings other than detached single family dwellings.

- Requires sound transmission control between dwelling units equal to that required to meet a Sound Transmission Class (STC) of 50 (45 if field tested) as defined in Unified Building Code Standards No. 35-1.

- ° Recommends use of insulation for walls, floors, and ceilings. Recommends sealing of penetrations and openings necessary for plumbing and electrical devices to maintain required ratings. Entrance doors from interior corridors are required to maintain a STC rating not less than 30.
- ° Requires all separating floor-ceiling assemblies between separate units to have insulation equal to that required to meet Impact Insulation Class (IIC) of 50 (45 if field tested) as defined in Uniform Building Code Standard No. 35-2. Permits the use of laboratory or field tested wall or floor-ceiling designs having an STC or IIC of 50 or more as determined by Unified Building Code Standard 35-1, 35-2, and 35-3.
- ° Requires noise insulation from exterior sources for residential structures located in noise critical areas such as proximity to major transportation routes, industrial areas and airports.
- ° Specific interior community noise equivalent levels (CNEL) with windows closed shall not exceed an annual CNEL of 45 dB in any habitable room.
- ° Requires an acoustical analysis for new residential structures located within airport's annual CNEL contour 60 or for new structures located near to freeways, highways or industrial noise sources where the exterior exposure exceeds annual community noise equivalent level of 60 dB.

An acoustical analysis report, prepared by a person experienced in the field of acoustical engineering is required for compliance with these regulations.

Uniform Building Code Standard No. 35-1 (Airborne Sound Transmission Class) Laboratory measurement of airborne sound transmission loss of building partitions such as walls, floor-ceiling assemblies, door and other space dividing elements.

Uniform Building Code Standard No. 35-2 (Noise Control in Multi-family dwellings) Method for measurement of impact sound transmission through floor-ceiling assemblies, and establishes a method of determining an Impact Insulation Class (IIC) as a single figure rating.

Uniform Building Code Standard No. 35-3 (Airborne Sound Insulation Field Test) Procedure for determination of the extent of airborne sound insulation provided by partitions in existing buildings.

AB 645 - 1969 Authorizes Department of Aeronautics to adopt noise standards.

California Administrative Code, Title Four, Noise Standards for California Department of Aeronautics) Requires counties to determine airports with significant noise problems, and specifies criteria and standards for implementation of noise monitoring programs.

° Requires airport proprietor to maintain a continuing statistical sampling plan and submit to the county;

- 1) Impact Area Map - boundaries are based on existing evidence of community noise reaction, interference with speech and sleep and noise induced hearing loss. The noise level acceptable to a reasonable person residing in the vicinity of an airport is established as a Community Noise Equivalent Level (CNEL) value of 65 for the regulations.

- 2) CNEL daily measurement records - airports with one thousand or more homes in the noise impact area must maintain a continuous monitoring program (48 weeks per year).
- 3) Monthly list of Single Event Noise Exposure Level (SENEL) violations together with identification of aircraft operator. Violations are punishable as prescribed in Public Utilities Code Section 21669.4.
  - Defines and specifies measurement method for Single Event Noise Exposure Levels (SENEL). Requires the airport proprietor to recommend appropriate SENEL for his airport.
  - Specifies use of A-weighted noise level for easy monitoring.

#### Federal Regulations

The Federal government has shown slightly more interest in noise control. The Environmental Protection Agency (E.P.A.), under provisions of the Noise Control Act of 1972, moved to curb noise levels coming from inter-state trucks and buses. The Act also allowed E.P.A. to outline proposed remedies for aircraft noise around airports by means of changed take-off and landing procedures and modified, quieter engines. Such regulations would have to be approved by the Federal Aviation Agency (F.A.A.)

Presently, limits on aircraft noise exposures [relating to take-offs and landings] are published in Federal Aircraft Regulations, (F.A.R.) Part 36. Authority to set standards for noise emissions from aircraft and aircraft engines is published in FAR volume III, Appendix III, Section 611.

On May 20, 1969, new Federal standards for industrial noise, known as the Walsh-Healy Health and Safety Regulations, became effective. These standards, which are enforced by the Department of Labor, apply only to firms which have Federal contracts of \$10,000 or more during the course of one year. The regulations establish a maximum allowable sound pressure level of 90 dBA for a continuous eight hour per day exposure, with shorter permissible times for higher sound pressure level exposures.

William-Steiger Occupational Safety and Health Act of 1970 (OSHA Industrial Noise Exposure Limits) Requires that no worker be subject to 115 dBA for more than 15 minutes or to 90 dBA for more than 8 hours.

The Federal government, through the Department of Housing and Urban Development, has developed guidelines for residential developments involving FHA loan guarantees. The acceptable noise environment for residential construction involving federal financing is specified in U. S. Department of Housing and Urban Development Advisory Circular 1390.2

Federal Housing Administration Advisory Circular No. 2600, August 1964. (Quasi-law for building construction) recommendation for builders who apply for FHA mortgages.

Federal Highway Act 1970 (Noise Standards) Guidelines of the Federal Highway Administration for noise control along roadways.

Environmental Noise Control Act of 1972 (Federal Noise Laws) General statement recognizing noise pollution as a serious national problem responsible for psychic and physiological effects on the human body that range from deafness to enhanced risk of cardio-vascular disease. Noise has a

significant impact on eighty million Americans. The severity of which depends on intensity and character of noise, the total exposure time, and the activity (such as conversation or rest) affected.

- ° Requires the Administrator of the Environmental Protection Agency to establish noise emission standards for newly manufactured products. Control of noise at the source is considered the most effective Federal action, in that major noise sources such as construction and transportation equipment move so commonly in interstate commerce.
- ° Standards to regulate all new manufactured products except airplanes. Provides for extensive research and investigation of products noise and its effect on humans.
- ° Aircraft noise research and standards will be determined in cooperation with the Federal Aviation Administration.
- ° Promotes the concept of an Audiological Data Bank to use as a research tool.
- ° Requires the Administrator to formulate and issue criteria for public health and standards for manufactured products.

Any areas of conflict between local noise regulations and those covered by State or Federal law must be identified together with the need for changes in those statutes. Proposed Federal and State legislation affecting noise sources in the community should be incorporated in local planning procedures. The question of Federal control over aircraft noise regulations will be decided in the courts. There is an obvious requirement for consistent regulation in this area since varying local controls would be impractical.

However, the issues of residential construction and U.S. Department of Housing and Urban Development noise requirements is an immediate concern. Since many residential developments involve FHA loan guarantees, these guidelines must be compatible with local ordinances.

Another area of concern is regulation of noise from motor vehicles. Noise generated by vehicles operating on streets and highways is currently covered in the State Motor Vehicle Code. Consequently, local control is typically confined to vehicles operating on private property. This latter consideration has become increasingly important with the advent of off-road vehicle use. New Federal regulations governing noise exposure are currently being developed by the Environmental Protection Agency (EPA). These regulations are directed primarily at controlling noise emission from manufactured products and will have the effect of reducing noise at the source.

## GLOSSARY OF TERMS<sup>1</sup>

### Acoustics

- (1) Acoustics is the science of sound, including its production, transmission, and effects.
- (2) The acoustics of a room are those qualities that together determine its character with respect to distinct hearing.

### Acoustic, Acoustical

The qualifying adjectives "acoustic" and "acoustical" mean containing, producing, arising from, actuated by, related to, or associated with sound. Acoustic is used when the term being qualified designates something that has the properties, dimensions, or physical characteristics associated with sound waves; acoustical is used when the term being qualified does not designate explicitly something that has such properties, dimensions, or physical characteristics.

### Ambient Noise

Ambient noise is the all encompassing noise associated with a given environment, being usually a composite of sounds from many sources near and far.

### Absorption Loss

Absorption loss is that part of the transmission loss due to the dissipation or conversion of sound energy into other forms of energy (e.g., heat), either within the medium or attendant upon a reflection.

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<sup>1</sup>Sources: American Standards Association, "Acoustical Terminology," May, 1960; and, Taber, Clarence W., Taber's Cyclopedic Medical Dictionary, 11th Edition, Philadelphia, Pennsylvania, F.A. Davis Company, 1970.

Amplitude

The strength or magnitude of a sound wave.

Arterioles

Smallest blood vessels in the circulatory system.

Audible Spectrum

The frequency range normally associated with human hearing. For noise control purposes, this range is usually taken to include frequencies between 20 Hz and 10,000 Hz.

Audio Frequency

An audio frequency is any frequency corresponding to a normally audible sound wave.

Background Noise

Background noise is the total of all sources of interference in a system used for the production, detection, measurement, or recording of a signal, independent of the presence of the signal.

Bel

The bel is a unit of level when the base of the logarithm is 10. Use of the bell is restricted to levels of quantities proportional to power.

Band Pressure Level

The band pressure level of a sound for a specified frequency band is the sound pressure level for the sound contained within the restricted band. The reference pressure must be specified.

Cardio-Vascular Disorders

Disorders of the cardiac and blood system.

Cycle

A cycle is the complete sequence of values of a periodic quantity that occur during a period.

Damping

Damping is the dissipation of energy with time or distance.

dB

One-tenth of a Bel

dBA

The sound pressure levels in decibels measured with a frequency weighting network corresponding to the A-scale on a standard sound level meter. The A-scale tends to suppress frequencies, above and below 1000 Hz.

Echo

An echo is a wave that has been reflected or otherwise returned with sufficient magnitude and delay to be detected as a wave distinct from that directly transmitted.

Epinephrine Levels

Adrenaline levels, stress-producing chemical which causes vasoconstriction of arterioles and cardiac stimulation.

Frequency

The rate of change of a variable such as sound pressure with unit time. The unit of frequency is called the Hertz, abbreviated as Hz, or the cycle per second.

Harmonic

A harmonic is a partial whose frequency is an integral multiple of the fundamental frequency.

Hearing Loss (Hearing Level) (Hearing-Threshold Level)

The hearing loss of an ear at a specified frequency is the amount, in decibels, by which the threshold of audibility for that ear exceeds a standard audiometric threshold.

Hz

The abbreviation for frequency in Hertz.

Impact

An impact is a single collision of one mass in motion with a second mass which may be either in motion or at rest.

Impact Noise

The noise created by an impact and resulting in impulse sound.

Impulse Sound

When the overall sound pressure level changes at least 15 decibels during any one-half second interval of time at a rate of 40 or more decibels per half-second, the sound during the interval is called impulsive.

Inverse First Power

The diminution of sound amplitude due to geometric effects as the observation point increases in distance from an infinite line or cylindrical source. The sound pressure level  $SPL_1$  at distance  $r_1$  is related to the sound pressure level  $SPL_2$  at distance  $r_2$  by the equation:

$$SPL_1 - SPL_2 = 10 \log_{10} \frac{r_1}{r_2}$$

which indicates cylindrical divergence.

Inverse Square

The diminution of sound amplitude due to geometric effects as the observation point increases in distance from a point source. The sound pressure level  $SPL_1$  at one distance is related to the sound pressure level  $SPL_2$  at a second distance  $r_2$  by the equation:

$$SPL_1 - SPL_2 = 10 \log_{10} \frac{r_1^2}{r_2^2}$$

which indicates spherical divergence.

L

See Level

Level

An adjective used to indicate that the quantity referred to is in the logarithmic notation of decibels, with a standardized reference quantity used as the denominator in the decibel ratio expression.

Loudness

The intensive attribute of an auditory sensation, measured in units of sones. By definition, a pure tone of 1000 Hz. 40 db above a normal listener's threshold, produces a loudness of 1 sone.

Loudness Level

The loudness level of any sound is defined as the sound pressure level of a 1000 Hz tone that sounds as loud to a listener as the sound in question. Described in units of phons.

Maximum Sound Pressure

The maximum sound pressure for any given cycle of a periodic wave is the maximum absolute value of the instantaneous sound pressure occurring during that cycle.

Neural-hormonal changes

Changes which are conveyed from the central nervous system through the blood to other parts of the body, stimulating an increase in functional activity and hormonal secretion.

Noise

(1) Noise is any undesired sound. By extension, noise is any unwanted disturbance within a useful frequency band, such as undesired electric waves in a transmission channel or device.

(2) Noise is an erratic, intermittent, or statistically random oscillation.

Noise Level

Noise level is the level of noise, the type of which must be indicated by further modifier or context.

Noise Sensitive Land Uses

Dwellings, schools, hospitals, hotels, and health institutions.

Noisiness

Analogous to loudness, but referred to a frequency weighting function in which observers judge the unwantedness or unacceptability of the sound as compared to a reference standard consisting of an octave band of random noise centered at 1000 Hz.

Octave

(1) An octave is the interval between two sounds having a basic frequency ratio of two.

(2) An octave is the pitch interval between two tones such that one may be regarded as duplicating the basic musical import of the other tone at the nearest possible higher pitch.

One-third Octave

A frequency ratio of 1:1-1/3. Three contiguous one-third bands cover the same frequency range as one octave band.

Organ of Corti

An elongated spiral structure running the entire length of the cochlea in the floor of the cochlear duct and resting on the basilar membrane. The end organ of hearing containing hair cells, supporting cells and neuroepithelial receptors which are stimulated by sound waves.

Peak Sound Pressure

The peak sound pressure for any specified time interval is the maximum absolute value of the instantaneous sound pressure in that interval.

Per cent Impairment of Hearing (Percent Hearing Loss)

Per cent impairment of hearing is an estimate of a person's ability to hear correctly. It is usually based, by means of an arbitrary rule, on the pure-tone audiogram. The specific rule for calculating this quantity from the audiogram now varies from state to state according to a rule or law.

Physical Measure of Sound

Any quantity describing a sound which can be read directly or an electrical instrument, e.g., sound pressure level.

Psychological Measure of Sound

Any quantity describing a sound which can be compared by subjective judgements of the sound. Usually computed from some empirically derived rule which uses sound pressure level in frequency bands as input data. Examples are loudness, perceived noise level, etc.

Response

The response of a device or system is the motion (or other output) resulting from an excitation (stimulus) under specified conditions.

Rate of Decay

The rate of decay is the time rate at which the sound pressure level (or other stated characteristic) decreases at a given point and at a given time. A commonly used unit is the decibel per second.

Reverberation

(1) Reverberation is the persistence of sound in an enclosed space, as a result of multiple reflections after the sound source has stopped.

(2) Reverberation is the sound that persists in an enclosed space, as a result of repeated reflection or scattering, after the source has stopped.

Sound

(1) Sound is an oscillation in pressure, stress, particle displacement, particle velocity, etc., in a medium with internal forces (e.g., elastic, viscous), or the superposition of such propagated oscillations.

(2) Sound is an auditory sensation evoked by the oscillation described above.

Sound Pressure:

The sound pressure at a point is the total instantaneous pressure at that point in the presence of a sound wave minus the static pressure at that point.

Signal:

A signal is (1) a disturbance used to convey information; (2) the information to be conveyed over a communication system.

Sound Intensity (Sound-Energy Flux Density) (Sound-Power Density)

The sound intensity in a specified direction at a point is the average rate of sound energy transmitted in the specified direction through a unit area normal to this direction at the point considered.

Sound Absorption

Sound absorption is the change of sound energy into some other form, usually heat, in passing through a medium or on striking a surface.

Sound Pressure Level

The sound pressure level, in decibels, of a sound is 20 times the logarithm to the base 10 of the ratio of the pressure of this sound to the reference pressure. The reference pressure shall be explicitly stated.

Sound Analyzer

A sound analyzer is a device for measuring the band-pressure level or pressure-spectrum level of a sound as a function of frequency.

Sound Level Meter

A sound-level meter is an instrument including a microphone, an amplifier, an output meter, and frequency weightings networks for the measurement of noise and sound levels in a specified manner.

Tectorial Membrane

Corti's membrane, roof or covering of the Organ of Corti.

Transmission Loss

Transmission loss is the reduction in the magnitude of some characteristic of a signal, between two stated points in a transmission system.

Threshold of Pain

The threshold of pain for a specified signal is the minimum effective sound pressure level of that signal which, in a specified fraction of the trials, will stimulate the ear to a point at which the discomfort gives way to definite pain that is distinct from mere non-noxious feeling of discomfort.

Vaso-constriction of Arterioles

Reduction in the diameter of the smallest blood vessels.

Vibration

Vibration is an oscillation wherein the quantity is a parameter that defines the motion of a mechanical system.

### List of Abbreviations

ADT

Average Daily Traffic.

ANSI

American National Standards Institute

ASA

American Standards Association

ASDS

Aircraft and Sound Description System

C-2

Commercial Zoning

CNEL

Community Noise Equivalent Level

CNR

Composite Noise Rating

CPS

Cycles Per Second

CVC

California Vehicle Code

dB

Decibel

dBA

Decibels in the "A" Scale

DHUD

Department of Housing and Urban Development

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EIR

Environmental Impact Report

EPA

Environmental Protection Agency

EPNdB

Equivalent Perceived Noise in Decibels

EPNL

Effective Perceived Noise Level

FAA

Federal Aviation Agency

FAR

Federal Aircraft Regulation

FHA

Federal Housing Act

HNEL

Hourly Noise Equivalent Level

Hz

Hertz, Unit of Cycles Per Second

IIC

Impact Insulation Class

L<sub>EA</sub>

Mean Sound Level

L<sub>EQ</sub>

Equivalent Sound Level

L<sub>DN</sub>

Day-Night Exposure Level

L<sub>10</sub>

Level of Noise exceeded ten per cent of the time.

L<sub>50</sub>

Level of Noise exceeded fifty per cent of the time.

L<sub>90</sub>

Level of Noise exceeded ninety per cent of the time.

MPH

Miles Per Hour

NASA

National Aeronautics and Space Administration

NEF

Noise Exposure Forecast

NHRB

National Highway Research Board

NNI

Noise and Number Index

NR

Noise Reduction

OSHA

Occupational Safety and Health Act

PNdB

Perceived Noise in Decibels

PNL

Perceived Noise Levels

PSA

Pacific Southwestern Airlines

RTD

Rapid Transit District

SAE

Society of Automotive Engineers

SCAG

Southern California Association of Governments

SENEL

Single Event Noise Equivalent Level

SI

Situation Index

SIL

Speech Interference Level

UBC

Uniform Building Code

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