

## **NB-27**

March 22, 2022

HONORABLE MAYOR AND CITY COUNCIL  
City of Long Beach  
California

### RECOMMENDATION:

Authorize the City Manager, or designee, to execute all documents necessary to enter into an Agreement with The Boeing Company, to accept a one-time cash payment of \$2,797,879.50 for the improvement of the Cherry Avenue and San Diego Freeway (I-405) intersection, to allow the City of Long Beach to construct improvements as required by the Douglas Park Development Agreement in lieu of the Boeing Company; and,

Increase appropriations in the Capital Projects Fund Group in the Public Works Department by \$2,797,879.50, offset by funds received from the Boeing Company for the Improvement of the Cherry Avenue/405 Intersection. (District 5)

### DISCUSSION

City Council approval is requested to enter into an Agreement with the Boeing Company and increase appropriation in the Capital Project fund to allow the City of Long Beach (City) to construct improvements of the Cherry Avenue/405 intersection as required by the Douglas Park Development Agreement in lieu of the Boeing Company.

On December 14, 2004, the City Council approved Agreement 29232, the Development Agreement with McDonnell Douglas Corporation, for development of the former McDonnell Douglas manufacturing plant. McDonnell Douglas then expired as a legal entity, being purchased and subsumed by the Boeing Company. Subsequently, on May 4, 2010, the City Council approved the Amended & Restated Development Agreement 31625. Exhibit F under Agreement 31625 defined the improvements required of Boeing to ameliorate the increased traffic generated by the development. Condition of approval No. 140 requires compliance with the "Transportation Improvements and Phasing Program (TIPP)" (Attachment A). Pursuant to the TIPP (Exhibit F under Agreement 31625), The Boeing Company is required to make improvements to the intersection of Cherry Avenue and the San Diego Freeway (I-405) prior to exceeding a peak trip limit per item number MM-V.L-17. The PacifiCenter (Douglas Park) Program Environmental Impact Report (PEIR) was prepared to analyze the potential environmental impacts of the Douglas Park Planned Development District (PD-32). The PEIR found significant and unavoidable transportation impacts as a result of the project and identified improvements to the Cherry Avenue northbound on-ramp as one of the transportation mitigation measures. The TIPP requires that these improvements be completed before the trip generation threshold established under MM-V.L-17 are achieved.

Based on an analysis conducted by the City, it has been determined that trip generation resulting from development in the Douglas Park Planned Development District (PD-32) area is below the trip maximum established and the project can likely be delayed to 2030 without undue impact to traffic operations (Attachment B). As the build-out of the area nears completion, the Boeing Company proposes to satisfy this obligation by paying an in-lieu fee in an amount estimated to fund the cost of the improvement, in exchange for the City taking on the obligation and liability to complete these improvements. The Boeing Company has agreed to make a cash payment of \$2,797,879.50 in lieu of constructing the required improvements. The agreed cash payment is based on a fair estimate of the required improvements, including design and construction management costs and future escalation of the cost of the improvement due to inflation (Attachment C). The cost estimate notes that by 2030, the projected cost of the project will be \$2,600,000, depending on inflation rates. The improvements to the Cherry Ave/405 intersection must be completed before the traffic metrics laid out in Attachment A are achieved.

While the cash payment from Boeing for these improvements appears to be adequate to fully fund the current estimated improvement costs, it is an estimate based on a conceptual design without complete details considered or all design issues remedied or identified. As more time passes before the improvements are completed, there is an increasing likelihood that the actual cost of improvements in the future value of dollars may exceed today's cash payment amount. The Department of Public Works is working collaboratively with other public agencies such as the California Department of Transportation for a more expanded scope of work than is currently mandated for the project and is actively exploring State and Federal grant funding alternatives to fund the expanded scope and any potential future cost overruns.

In accordance with the California Environmental Quality Act (CEQA) and the State CEQA Guidelines, a Program Environmental Impact Report (PEIR) was prepared to analyze the potential impacts of anticipated levels of development in the Douglas Park Planned Development District (PD-32) area, and a Mitigation Monitoring and Reporting Program (MMRP) identified mitigation measures that would mitigate to the extent feasible the identified environmental impacts associated with build-out of the area. Further analysis conducted by the City provides substantial evidence that neither the trip generation from development in the area nor traffic volumes on the on-ramp are near the allowable maximum and therefore the implementation of the improvement can be delayed. This analysis also concluded that the timing of the improvement can likely be deferred to 2030 or beyond before reaching the allowable trip maximum (Attachment B). The analysis further establishes that the payment of the in-lieu fee to the City so that the City, rather than Boeing, will construct the required improvements as required by the mitigation measure in the MMRP of the PEIR does not constitute "significant new information" that would require recirculation of the EIR, as no new impact would occur and no mitigation improvements are being rejected or replaced (*State CEQA Guidelines* Section 15088.5) (Attachment D). As such, the payment of the proposed in-lieu fee to the City for the City to construct the improvements instead of Boeing is in compliance with CEQA, all the requirements of CEQA have been met and no further environmental review is required.

This matter was reviewed by Deputy City Attorney Erin Weesner-McKinley and Budget Management Officer Nader Kaamoush on March 17, 2022.

TIMING CONSIDERATIONS

City Council action is requested on March 22, 2022, to execute an Agreement with The Boeing Company, to make a one-time cash payment of \$2,797,879.50 for the improvement of the Cherry Avenue and San Diego Freeway (I-405) intersection.

FISCAL IMPACT

The projected cost of the project buildout in 2030 is estimated to be \$2,600,000, inclusive of design, construction, construction management, labor compliance, project oversight, inspections, and accounting for estimated future escalation of the cost of the improvement due to inflation. While the cash payment of \$2,797,879.50 from Boeing for these improvements appears to be adequate to fully fund the current estimated improvement costs, it is an estimate based on a conceptual design without complete details considered or all design issues remedied or identified. Staff anticipates upcoming federal funding opportunities to fund additional needed traffic improvements in the area, which can assist in offsetting any future cost increases that are not currently anticipated.

An appropriation increase in the amount of \$2,797,879.50 is requested in the Capital Projects Fund Group in the Public Works Department, offset by a one-time cash payment from the Boeing Company.

This recommendation has no staffing impact beyond the normal budgeted scope of duties and is consistent with existing City Council priorities. The number of additional local jobs created by this project will not be known until the contractors have completed their hiring and construction has commenced.

SUGGESTED ACTION:

Approve recommendation.

Respectfully submitted,



ERIC LOPEZ  
DIRECTOR OF PUBLIC WORKS

EL:JH:BP:ms:RM

APPROVED:



THOMAS B. MODICA  
CITY MANAGER

ATTACHMENTS:

- A – DOUGLAS PARK TIPP
- B – DOUGLAS PARK MITIGATION REVIEW
- C – PEER REVIEW OF COST ESTIMATES MEMORANDUM
- D – CEQA LETTER OF CONFORMITY FOR DOUGLAS PARK PROJECT

Recording Requested By:

CITY OF LONG BEACH  
CITY CLERK

When Recorded, Mail to:

CITY OF LONG BEACH  
CITY CLERK  
333 W. Ocean Boulevard  
1st Floor  
Long Beach, CA 90802

**31625**

**DOUGLAS PARK**

**AMENDED AND RESTATED**

**DEVELOPMENT AGREEMENT**

**BY AND BETWEEN**

**THE CITY OF LONG BEACH**

**AND**

**THE BOEING COMPANY**

# **EXHIBIT F**

## EXHIBIT F

### DOUGLAS PARK TRANSPORTATION IMPROVEMENTS AND PHASING PROGRAM

The goal of the Transportation Improvements Phasing Program for the Douglas Park project (the "Project") is to mitigate significant Project impacts before they occur during the development of the Project. In order to accomplish this goal, the measures in this program necessary to mitigate a significant Peak Hour (as defined in the Development Agreement) traffic impact being caused at the location by the Project shall be in place, as described below. The procedures described below shall be followed to ensure the timely implementation of these measures.

The project Trip Cap is 5,872 Peak Hour trips, which does not include any adjustments for internal trip reductions, or the Project Transportation Demand Management (TDM) Program. No Project building permit shall be issued if the calculated Project trip generation exceeds this Trip Cap and until otherwise demonstrated by the Company or its designee that any express trips have been adequately reduced or mitigated to the satisfaction of the City Traffic Engineer.

Prior to the issuance of each new Project building permit, a calculation shall be made of the total site trip generation. This calculation shall add the trip generation of the new Project building to the total site trip generation calculated for the previously approved Project building permit. The calculations shall be based on the trip generation rates in Table F-1. These rates do not include any adjustments for internal trip reductions or the Project TDM Program. If more current trip generation rates applicable to Project uses are available and have been published in the Institute of Transportation Engineers (ITE) Trip Generation manual, the City Traffic Engineer shall have the option of using the more current ITE rates. Where development flexibility is allowed, such flexibility shall be based on the trip generation equivalency rates in Table F-2, unless the equivalency rates require revision due to the use of more current ITE trip generation rates as previously noted. For allowable Project uses that are difficult to categorize, the City Traffic Engineer shall use reasonable methods to establish the appropriate trip generations or equivalencies for those uses.

Trip generation credit shall also be granted for buildings demolished or removed from the site since October 1, 2000, as documented by the Company or its designee. Such credit, not to exceed 159 trips, shall be granted according to the "Existing Uses" trip generation rate of 0.30 per 1,000 gross square feet in Table F-1. This rate is based on site driveway traffic volumes counted approximately October 1, 2002, which inherently reflect occupied and unoccupied buildings that existed on the site at that time.

Based on the total site trip generation calculated with the inclusion of the new Project building, any applicable transportation improvement measures shall be assigned from

the list below. All applicable measures shall be completed prior to issuance of the final certificate of occupancy for the new Project building, except that such a certificate shall not be withheld if and applicable measure is delayed by circumstances beyond the control of the Company or its designee, or rejected by a jurisdiction where the measure is located. In the event an applicable measure is rejected by a jurisdiction where the measure is located, prior to the construction or installation of that measure, a mitigation measure of reasonably similar cost and effectiveness may be substituted as the City shall direct. If no such measure can be identified, then an in-lieu payment in the amount of the cost of the original measure shall be made to the City's Traffic Mitigation Program Fund. The cost of the original improvement shall be determined by a Project Study Report or equivalent document acceptable to the Director of Public Works. In addition, the Company or its designee shall not be precluded from accelerating the implementation of any of these measures.

**Table F-1****PROJECT TRIP GENERATION RATES FOR PROPOSED AND EXISTING USES**

<b><u>Proposed Use</u></b>	<b><u>Trip Generation Rate</u></b>
Office Park ("Commercial District")	1.25 per 1,000 gsf
Retail	4.96 per 1,000 gsf
Hotel	0.61 per rm
<b><u>Existing Uses To Be Removed</u></b>	
Office, R & D, Warehousing, Manufacturing Mechanical Storage	0.30 per 1,000 gsf

Note: gsf = gross square feet  
rm = room



Table F-2

## PROJECT TRIP GENERATION EQUIVALENCY RATES FOR PROPOSED USES

Proposed Land Use and Unit Measure	Peak Hour Trip Generation Equivalency Rate			
Office Park ("Commercial District"), 1,000 gsf	=	252.016	gsf	Retail
	=	2.049	rm	Hotel
Retail, 1,000 sf	=	3,968.000	gsf	Office Park ("Commercial District")
	=	8.131	rm	Hotel
Hotel, 1 rm	=	488.000	gsf	Office Park ("Commercial District")
	=	122.984	gsf	Retail

## Exhibit F Transportation/Circulation and Parking

### Area-Wide Adaptive Traffic Control System (ATCS) and Intelligent Transportation Systems (ITS) Measures

**MM-V.L-1:** Fund or cause the funding for the design and construction of a state-of-the-art traffic signal system such as Adaptive Traffic Control System (ATCS) for the following eight arterial corridors:

- (1) Del Amo Boulevard, approximately from the Long Beach Freeway (I-710) to the San Gabriel River Freeway (I-605);
- (2) Carson Street, approximately from Long Beach Boulevard – San Antonio Drive to I-605;
- (3) Spring Street, approximately from Atlantic Avenue to I-605;
- (4) Willow Street, approximately from Atlantic Avenue to I-605;
- (5) Atlantic Avenue, approximately from the Artesia Freeway (SR-91) to Willow Street;
- (6) Cherry Avenue, approximately from SR-91 to Pacific Coast Highway;
- (7) Lakewood Boulevard, approximately from SR-91 to Stearn Street; and
- (8) Bellflower Boulevard, approximately from SR-91 to the San Diego Freeway (I-405).<sup>1</sup>

**MM-V.L-2:** Fund or cause the funding for the design and construction of an area-wide ITS program to improve capacity at both corridor and non-corridor signalized intersections. The ITS program shall include interconnect, traffic detectors, surveillance cameras, message signs, and other means that connect the arterial traffic signal system with adjacent freeway on- and off-ramps meters and signals. Such connectivity and linkage with the freeway system will provide feedback to the surface street signal system and allow further adjustments in signal operations to enhance area-wide system capacity.

ATCS and the affiliated ITS program measures affecting the following intersections shall be installed no later than the triggering of the corresponding peak-hour trips:

<sup>1</sup> *The capacity of the signalized intersections along the eight arterials being implemented with the ATCS and supportive ITS measures were assumed to improve by ten percent, which is consistent with that experienced in other jurisdictions with ATCS/ITS programs, such as the Cities of Los Angeles, Pasadena, and Glendale. Signalized intersections in the study area not directly along the ATCS/ITS routes would also benefit and experience improved traffic flow overall due to ITS technology informing motorists of traffic conditions in the area. Motorists can use this information to seek better routes and thereby better balance traffic demand with capacity. It was assumed that this betterment is commensurate with an approximately three percent improvement in capacity at these other intersections.*

Corridors and Study Intersections	Corridor Trigger Value
o Lakewood Corridor (A):	1,081
- Lakewood Blvd./Carson St. (I/S #45; 1,081*)	
- Lakewood Blvd./Spring St. (I/S #78; 1,113*)	
- Lakewood Blvd./South St. (I/S #17; 1,332*)	
- Lakewood Blvd./Stearns St. (I/S #95; 1,499*)	
- Lakewood Blvd./Willow St. (I/S #89; 1,772*)	
o Bellflower/Spring Corridor	1,257
- Bellflower Blvd./Wardlow Rd. (I/S #68; 1,257*)	
- Bellflower Blvd./Spring St. (I/S #80; 3,559*)	
- Spring St./Clark Ave. (I/S #79; 3,866*)	
- Spring St./Cherry Ave. (I/S #74; 5,073*)	
o Carson Corridor (A)	1,449
- Carson St./Clark Ave. (I/S #47; 1,449*)	
- Carson St./Woodruff Ave. (I/S #49; 2,002*)	
- Carson St./Cherry Ave. (I/S #43; 2,183*)	
- Carson St./Palo Verde Ave. (I/S #50; 2,559*)	
o Paramount Corridor (A)	1,507
- Paramount Blvd./Del Amo Blvd. (I/S #31; 1,507*)	
o Redondo/Pacific Corridor	2,223
- Redondo Ave./Willow St. (I/S #88; 4,135*)	
- Redondo Ave./Spring St. (I/S #77; 4,403*)	
o Lakewood Corridor (B)	2,402
- Lakewood Blvd./Artesia Blvd. (I/S #13; 2,402*)	
- Lakewood Blvd./Candlewood St. (I/S #23; 3,307*)	
- Lakewood Blvd./Del Amo Blvd. (I/S #32; 3,766)	
- Wardlow Rd./Douglas Rd./Lakewood Blvd. (I/S #66; 4,584*)	
- Lakewood Blvd./Conant St. (I/S #60; 4,610*)	
o Del Amo Corridor	3,194
- Del Amo Blvd./Clark Ave. (I/S #33; 3,194*)	
- Del Amo Blvd./Woodruff St. (I/S #35; 3,194*)	
- Del Amo Blvd./Orange Ave. (I/S #29; 3,718*)	
- Del Amo Blvd./Palo Verde Ave. (I/S #36; 4,459*)	
o Carson Corridor (B)	3,981
- Carson St./Los Coyotes Diagonal (#51; 3,981*)	
- Carson St./605 Fwy. SB Off-Ramp (#52; 4,646*)	
- Carson St./Paramount Blvd. (#44; 4,891*)	
o Atlantic Corridor	4,459
- Atlantic Ave./Carson St. (I/S #41; 4,459*)	
- Wardlow Rd./Atlantic Ave. (I/S #63; 4,850*)	

\* Individual intersection (I/S) trigger value.

The following alternative traffic flow enhancements will be completed if approved and accepted by the appropriate governing jurisdiction by or before 2,265 peak hour trips are generated from the development:

- o Paramount Boulevard & Alondra Boulevard (City of Paramount): Upgrade the traffic controller and software to provide for enhanced peak period traffic management capabilities through the implementation of an automatic split adjustment algorithm.
- o Norwalk Boulevard & Carson Street (City of Hawaiian Gardens): Upgrade the intersection to provide right-turn overlap operation for westbound, eastbound, and northbound traffic.

**MM-V.L-3:** Fund or cause the funding for the design and construction of a centralized ATCS/ITS command center to operate and manage the area-wide ATCS and affiliated ITS measures.

- o Trigger Value: 1,081 peak-hour trips

#### **Intersection Improvements**

**MM-V.L-4:** Del Amo Boulevard and Lakewood Boulevard (Intersection 32, Cities of Lakewood and Long Beach):

Widen on the east and west sides of the north leg of Lakewood Boulevard; remove the nose islands and modify the remaining raised islands on the north and south legs; and restripe the north and south legs to provide a second southbound left-turn and three through lanes in each direction on Lakewood Boulevard.

- o Trigger Value: 891 peak-hour trips

**MM-V.L-5:** Carson Street and Paramount Boulevard (Intersection 44, City of Lakewood):

Widen on the east side of the south leg of Paramount Boulevard; modify and shift the raised island on the north leg; remove the raised island on the south leg; and restripe the north and south legs to provide a northbound right-turn-only lane on Paramount Boulevard.

- o Trigger Value: 618 peak-hour trips

**MM-V.L-6:** [This mitigation measure, originally set forth in the MMRP included in the Certified EIR and revised in the Addendum, has been completed.]

**MM-V.L-7:** [This mitigation measure as set forth in the MMRP included in the Certified EIR has been completed.]

**MM-V.L-8:** Cover Street and Paramount Boulevard (Intersection 56, City of Lakewood); Cover Street from Paramount Boulevard to Industry Avenue (Cities of Long Beach and Lakewood):

Construct and stripe the east leg of Cover Street approaching Paramount Boulevard to provide two through lanes in each direction and a separated bike path easterly of Paramount Boulevard.

Restripe Paramount Boulevard north of Cover Street to provide one southbound left-turn lane onto eastbound Cover Street, two southbound right-turn-only lanes onto westbound, Cover Street, and two northbound through lanes.

Reconstruct Cover Street, as necessary, from Paramount Boulevard to Industry Avenue, remove the raised median island, and restripe to provide modified left-turn channelization and two through lanes and a bike lane in each direction.

Restripe Industry Avenue between Cover Street and Bixby Road-direction to provide one northbound left-turn lane onto westbound Cover Street, one northbound right-turn-only lane onto eastbound Cover Street, and one southbound through lane.

**(Note: These improvements are designed to enhance Project access via the Cover Street – Cherry Avenue route and should be implemented with Mitigation Measure V.L-14.)**

- o Trigger Value: Pursuant to Section 2.4.2(c) of Development Agreement.

**MM-V.L-9:** **[This mitigation measure has been replaced with Mitigation Measure V.L-14.]**

**MM-V.L-10:** **[This mitigation measure, originally set forth in the MMRP included in the Certified EIR and revised in the Addendum, has been completed.]**

**MM-V.L-11:** **[This mitigation measure, originally set forth in the MMRP included in the Certified EIR and revised in the Addendum, has been completed.]**

**MM-V.L-12:** Douglas Center Drive/McGowen Street and Lakewood Boulevard (Intersection 105, City of Long Beach):

Construct McGowen Street as a fully improved public street with a curb-to-curb width of no less than 36 feet, exclusive of any raised median, between proposed Worsham Avenue and Lakewood Boulevard; modify

the raised island on Lakewood Boulevard for left-turn channelization; and restripe to provide a northbound left-turn lane accessing McGowen Street. Modify the existing traffic signal at Douglas Center Drive as necessary to control this expanded intersection.

**(Note: This improvement is designed to enhance Project access capacity on Lakewood Boulevard.)**

- o Trigger Value: Certificate of occupancy for first Project building along McGowen Street between Worsham Avenue and Lakewood Boulevard

**MM-V.L-13:** [This mitigation measure, originally set forth in the MMRP included in the Certified EIR and revised in the Addendum, has been completed.]

**MM-V.L-14:** Cover Street and Cherry Avenue (Intersection 108, Cities of Long Beach and Lakewood); Cover Street from Cherry Avenue to Industry Avenue (Cities of Long Beach and Lakewood):

Widen on the north side of Cover Street from Cherry Avenue to Industry Avenue; remove the raised median island on Cherry Avenue opposite Cover Street; and remove on-street parking on the east side of Cherry Avenue south of Cover Street (up to approximately 3 spaces) and on both sides of Cover Street east of Cherry Avenue (up to approximately 24 spaces). Restripe Cherry Avenue to provide a southbound left-turn lane and a northbound right-turn only lane onto eastbound Cover Street.

Restripe Cover Street to provide two westbound left-turn lanes onto southbound Cherry Avenue, one westbound right-turn-only lane onto northbound Cherry Avenue, one eastbound through lane, and one eastbound right-turn-only lane onto southbound Industry Avenue.

**(Note: This improvement is designed to enhance Project access via the Cover Street – Cherry Avenue route and should be implemented with Mitigation Measure V.L-8.)**

- o Trigger Value: Construction of Mitigation Measure V.L-8 above

**MM-V.L-15:** [This mitigation measure, originally set forth in the MMRP included in the Certified EIR and revised in the Addendum, has been completed.]

#### **Project Transportation Demand Management (TDM) Program**

**MM-V.L-16:** Prior to the issuance of the first building permit for any Office Park ("Commercial District") use, the Applicant shall submit for City approval a

Transportation Demand Management (TDM) Program. The TDM Program shall be designed to achieve a 20 percent reduction in P.M. peak-hour trips generated by the Office Park ("Commercial District") uses. The employee commute mode choice shall be annually monitored and the TDM Program adjusted, if necessary, to achieve a 20 percent trip reduction. The City shall determine, based on actual performance, whether the TDM Program will reasonably achieve a 20 percent reduction in P.M. peak-hour trips. The City shall not issue building permits for Office Park ("Commercial District") uses beyond 3,000,000 square feet, except to the degree to which actual reductions have been achieved and subject to any adjustments for equivalency conversion between uses. The following formula shall be used for this determination:

$$\text{Allowable Office Park ("Comm. Distr.") Building Area} = (80 \text{ percent} \times 3,750,000 \text{ gsf}) + (\text{percent actual trip reduction achieved} \times 3,750,000 \text{ gsf})$$

The issuance of building permits for Office Park ("Commercial District") uses shall be subject to the limitation that the Office Park ("Commercial District") building area shall not exceed 3,750,000 gross square feet unless other uses are reduced in size by the equivalency procedures. In the event that the equivalency procedures are used, the 3,750,000 gross square-foot limits described above shall all be adjusted accordingly.

The TDM program may include but not be limited to the following measures:

- On-Site Employee Transportation Coordinator (ETC) – The ETC would be a full-time position. The ETC would be responsible for maintaining the transportation displays and providing services such as on-site monthly transit pass sales, assistance with carpool/vanpool matching, oversight of the carpool/vanpool program and other ridesharing related services. The ETC would also coordinate resources and ideas with other transportation management organizations.
- On-Site Transportation Management Office – This facility would be a dedicated office for the ETC and any support personnel. It would serve as a tangible focal point for the TDM program. The location and contact number of this office would be well publicized so that employees could conveniently call or come in for assistance.
- Preferential Parking Management – The ETC would oversee a preferred employee carpool/vanpool parking program. This program would assign preferential parking spaces (i.e., the more desirable and convenient spaces) to eligible employee carpools and vanpools, and monitor the use of the identified spaces to ensure that they are being properly used.

- Carpool/Vanpool Matching – A ride matching service would be made available to help employees seek carpool and vanpool partners. The ETC would facilitate employee ride matching, with the primary emphasis on matching project employees with one another. The availability of this service would be advertised on on-site transportation displays.
- Vanpool Start-Up Assistance – The ETC would assist employers or employees attempting to initiate vanpool service at the project. This assistance could include research of van leasing arrangements, research of applicable tax credits, increased marketing activity and developing vanpool routes.
- Vanpool Staging Areas – Special vanpool passenger loading/unloading areas would be established at one or more locations on-site. This incentive would make it more convenient and safer for commuters to load and unload their vanpools outside the normal flow of traffic.
- On-Site Transit Pass Sales – Monthly LBT, joint LBT/MTA, and MTA passes would be available for purchase through the on-site transportation management office (TMO).
- Centralized Information Board – A centralized bulletin board or kiosk with information on alternative transportation modes, including transit, would be provided on-site.
- New Business/Employee Commuter Benefits/Flier Packet – The ETC would prepare fliers and/or packets outlining key TDM amenities and services that are made available by the project in support of alternative transportation modes. The fliers/packets would be distributed to employers for their dissemination to employees.
- Guaranteed Ride Home Program – This program would provide the means to those employees who carpool, vanpool, bus or bicycle to work to have a guaranteed ride home in the event of an emergency or unexpected overtime.
- Compressed Work Week Schedule - Implement compressed work week schedules where weekly work hours are compressed into fewer than five days.
- Other Marketing – The annual state- and regional-level events of California Rideshare Week and Southern California Bike-to-Work Day would be advertised and potentially used as the setting for a site-specific marketing event or transportation fair.



- Shuttle System – This shuttle system would be implemented through a joint arrangement with the City of Long Beach and/or Long Beach Transit, whereby the project would supply the shuttle vehicles and other capital needed to operate the service, and the City agencies would operate the service. It is anticipated that the shuttle system would provide limited stop service to the Metro Blue Line and intersecting bus lines that are en route during the morning and afternoon commute periods, and would operate as a free project circulator during non-commute periods to provide an alternative to walking or short driving trips within the Douglas Park site.
- Fleet Vehicles - Develop a program to minimize the use of fleet vehicles during smog alerts for businesses not subject to Rule 2202 or Regulation XII.
  - o Trigger Value: First Project building permit for Office Park ("Commercial District") use

**Regional Transportation Improvements**

- MM-V.L-17:** I-405 (San Diego Freeway) Northbound On-Ramp from Southbound Cherry Avenue: Widen the two northbound on-ramps in the area where these ramps merge to provide an elongation of the merge section for a smoother and safer merge. Additionally, the ramp metering location for southbound traffic from Cherry Avenue could be relocated to provide added queuing length between the meter and Cherry Avenue.
- o Trigger Value: No later than 5,000 P.M. peak-hour trips

**Residential Street Measures**

**MM-V.L-18:** The Applicant or its designee shall make an initial lump sum payment of \$250,000 to the City of Long Beach, which the City shall administer for the study, design and implementation of neighborhood traffic management measures to deter potential Project traffic intrusion into the residential areas analyzed in the Draft EIR. The City shall coordinate with the City of Lakewood and other neighborhood groups in residential areas that may be significantly affected by such traffic intrusion. Potential neighborhood traffic management measures may include, but not be limited to, the following: additional Stop signs; speed bumps; turn restrictions; signal timing strategies; signalization prohibiting through traffic movements; parking restrictions; diverters; chokers; cul-de-sacs; partial cul-de-sacs; median islands; woonerfs ("chicanes"); traffic circles; one-way streets; and residential identity signs, gates, or monuments.

If requested by the City, and no sooner than 3,000 P.M. peak-hour trips, and provided that the initial \$250,000 payment has been spent and a complete accounting thereof is submitted to the Applicant or its designee,

the Applicant or its designee shall make an additional lump sum payment of \$250,000 to the City for additional design and implementation of neighborhood traffic management measures for the above-described residential areas. Any unused portion of this payment shall be returned to the Applicant or its designee within one year after the expiration of the Development Agreement.

- o Trigger Value: First Project building permit for initial \$250,000 payment; 3,000 P.M. peak-hour trips, provided that the initial \$250,000 has been spent and accounted for.

#### **Public Transit Measures/Improvements**

**MM-V.L-19:** The Applicant shall consult with Long Beach Transit (LBT) to address the projects anticipated transit demand needs.

#### **Bicycle Facility Improvements**

**MM-V.L-20:** In keeping with the intent of the Long Beach Bicycle Master Plan, the project will continue to provide a Class I bike lane within the Carson Street parkway adjacent to the site and will provide a Class I bike lane that extends through the project site south from Carson Street along Brizendine Avenue and down McGowen Street to Cover Street. Class II bike lanes will be provided on Cover Street, Conant Street and Heinemann Avenue subject to approval by the City of Long Beach Traffic Engineer. All other public street portions within Vesting Tentative Tract Map No. 70937 shall be designed as Class III bicycle route capable.

- o Trigger Value: Pursuant to Development Agreement schedule

#### **Parking Measure**

**MM-V.L-21:** A shared parking analysis will be prepared and submitted to the City of Long Beach for review and approval to justify a reduction in the Code-required on-site parking for the uses that will implement joint-use parking.



March 16, 2022

Patricia Diefenderfer  
Planning Bureau Manager  
City of Long Beach  
411 West Ocean Boulevard, 3rd Floor  
Long Beach, CA 90802

Subject: Douglas Park Mitigation Review

Dear Ms. Diefenderfer:

LSA is pleased to present this review of the timing of previously proposed improvements at the interchange of Cherry Avenue with Interstate 405 (I-405) northbound in Long Beach, California. In 2004 the City of Long Beach certified the Final Environmental Impact Report (EIR) prepared for the Douglas Park Project (formerly the PacificCenter at Long Beach) (SCH No. 2001051048). In 2009, an Addendum to the Final EIR was prepared to address modifications to the approved Douglas Park Project (project). Those modifications, referred to as the Douglas Park Rezone Project, were generally in the northern portion of the project site and included replacement of residential uses with commercial, light industrial, and retail uses.

A Mitigation Monitoring and Reporting Program (MMRP) was adopted for both the originally Approved Project and the Douglas Park Rezone Project. At the time the Addendum was prepared, some of the mitigation measures in the previously adopted MMRP had been completed, and some of the mitigation measures previously adopted were no longer applicable to the Revised Project due to the elimination of residential uses. The balance of the measures remained applicable. For Transportation/Circulation and Parking, Mitigation Measure V.L-17, included below, remained applicable to address regional transportation impacts under both the originally approved project and the Douglas Park Rezone Project.

*Mitigation Measure V.L-17: I-405 (San Diego Freeway) Northbound On-Ramp from Southbound Cherry Avenue: Widen the two northbound on-ramps in the area where these ramps merge to provide an elongation of the merge section for a smoother and safer merge. Additionally, the ramp metering location for southbound traffic from Cherry Avenue could be relocated to provide added queuing length between the meter and Cherry Avenue.*

The maximum timing established for completing Mitigation Measure V.L-17 (Improvement) was no later than 5,000 p.m. peak-hour trips generated by Douglas Park.

LSA has determined that the timing for completing the Improvement has not been reached. This letter provides the data and analysis leading to that conclusion.

### **Douglas Park Trip Generation – Previously Analyzed**

The Revised Project resulted in slightly lower trip generation than the Approved Project. The gross trip generation for the project identified in the Addendum (i.e., net trip generation plus the credit for existing uses) was 52,250 daily trips of which 4,220 would occur in the a.m. peak hour (3,531 inbound and 689 outbound) and 5,198 would occur in the p.m. peak hour (1,305 inbound and 3,893

outbound). Because the gross trip generation in the p.m. peak hour (5,198) was only slightly higher than the maximum timing established for completing the Improvement (5,000), a slight reduction (3.8 percent) in trip generation would reduce the total below that amount.

The Douglas Park Amended and Restated Development Agreement By and Between the City of Long Beach and the Boeing Company (March 2010) establishes a trip cap of 5,872 peak-hour trips not including internal trip reductions or the project's transportation demand management (TDM) program. The Development Agreement also established development thresholds for implementing the TDM measures and trip rates for monitoring total Douglas Park development relative to the trip cap. Currently, 2,533,019 square feet (sf) of development has taken place within Douglas Park. According to the established trip rates, this development would generate 4,125 p.m. peak-hour trips (not adjusted to account for 5 percent internal trip capture between employment and retail commercial uses) of the 5,872 p.m. peak-hour trip cap.

Two additional Douglas Park projects have recently been submitted to the City for review. One project would develop 57,998 sf of office space along Stineman Court. The other would develop 935,450 sf within the Boeing Enclave (subarea 8b). Upon completion of these two projects, and without implementation of the TDM program considered in the EIR and Addendum traffic studies, the total Douglas Park trip generation would exceed the 5,000 p.m. peak hour mark identified as maximum timing for completing the Improvement.

However, these two projects would complete the buildout of Douglas Park. With these two projects, at buildout of Douglas Park, less development would have taken place than analyzed in the EIR and Addendum traffic studies. Applying the established trip rates shows that total p.m. peak-hour trips would be about 8.5 percent below the established trip cap. As mentioned previously, a 3.8 percent reduction in the trip generation analyzed in the Addendum would reduce trip generation below the maximum timing for completing the Improvement. Therefore, with implementation of the TDM program, and if the TDM program achieves the estimated 20-percent trip reduction, the trip generation of Douglas Park at buildout would be below the maximum timing for completing the Improvement. However, as the Improvement was to be completed "no later than" 5,000 p.m. peak-hour trips, the Improvement should be implemented when it is necessary to address regional transportation impacts.

### **Douglas Park Trip Generation – Surveyed**

Seven roadways and two driveways provide access to Douglas Park. LSA contracted with an independent data collection company to collect 24 hour roadway volumes at the access points to Douglas Park over seven consecutive days. The traffic volume data is provided as an attachment to this letter. The traffic volume data identifies the total traffic volume into and out of Douglas Park. Collecting traffic volumes at the access points eliminates internal trips from the data collection effort. However, the traffic volume data, by itself, does not present the trip generation of Douglas Park.

In addition to constructing the 2,533,019 sf of commercial and industrial space discussed above, development of Douglas Park resulted in new roadway connections. Some of these connections present potentially attractive cut-through routes. For example, traveling along Cover Street between Cherry Avenue and Lakeview Boulevard rather than along Carson Street would have more than

0.5 mile of driving and eight traffic signals. Additional routes through Douglas Park may be used to avoid the intersection of Lakewood Boulevard/Carson Street during periods of congestion. It is anticipated, therefore, that cut-through traffic (not making any stops within Douglas Park) is included in the traffic volume data collected at the access points.

Table A summarizes the total inbound and outbound traffic volume by day of the week. The total daily traffic volume into and out of Douglas Park was lower on weekends than on weekdays as would be expected for an area with high office and industrial employment. However, the total traffic volume on Saturday was only 18 percent less than the average weekday  $[(39,886 - 48,825) / 48,825 = 18\%]$ , which is greater than would be expected when comparing typical weekday and weekend trip generation rates. The presence of cut-through traffic could explain this finding. Table A also summarizes the total inbound and outbound traffic during the p.m. peak hour. Because of the presence of cut-through traffic, the total traffic volume is higher than the Douglas Park trip generation. Reviewing the inbound and outbound traffic, however, reveals that the trip generation of Douglas Park is no greater than anticipated based on the established trip rates.

**Table A: Douglas Park Inbound and Outbound Traffic Volume**

Day of the Week	Daily Traffic Volume	PM Peak-Hour Traffic Volume
Saturday	39,886	3,134
Sunday	33,138	2,869
Monday	47,060	4,308
Tuesday	47,374	4,217
Wednesday	49,219	4,636
Thursday	48,046	4,297
Friday	52,427	4,522
Average Weekday	48,825	4,396

Source: Compiled by LSA (2022)

### Cherry Avenue to Interstate 405 Northbound Ramp Volume

LSA also collected data at the I-405 Northbound ramps from Cherry Avenue. These were collected on a typical weekday (Wednesday, December 8, 2021). Traffic volume data is provided as an attachment. LSA compared the current traffic volume to the revised traffic volume tables in the Final EIR. Table B provides this comparison.

**Table B: Cherry Avenue Ramps Volume Comparison**

	Existing 2002 (EIR Table 7)		Future 2020 without Project (EIR Table 14a)		Future 2020 with Project (EIR Tables 14b and 16c)		Existing 2021 (Empirical Data)	
	AM	PM	AM	PM	AM	PM	AM	PM
From Northbound Cherry Avenue	454	548	858	548	858	548	503	421
From Southbound Cherry Avenue	329	354	399	438	477	554	378	325
<b>Total at Merge Point</b>	<b>783</b>	<b>902</b>	<b>1,257</b>	<b>986</b>	<b>1,305</b>	<b>1,102</b>	<b>881</b>	<b>746</b>

Sources: Douglas Park Final Environmental Impact Report (City of Long Beach September 2004); Counts Unlimited (2021); LSA (2022).

As Table B shows, the existing (2021) traffic volumes at the merge point of the two I-405 northbound ramps from Cherry Avenue are lower than the Future 2020 Without Project or With Project traffic forecasts. In the p.m. peak hour, the existing (2021) traffic volumes are lower than the 2002 existing conditions. It should be noted that the existing traffic volumes were collected during a period when many office workers were still working from home. Although peak-hour freeway traffic volumes had returned to pre-pandemic levels, other indicators of pre-pandemic traffic conditions such as shoulder period and off-peak freeway traffic volumes, traffic along freeway bypass routes, and public transit volumes had not returned to pre-pandemic levels. It is possible that the surveyed existing traffic volumes reflect atypical pandemic conditions. However, approximately 64 percent of the anticipated Douglas Park development has taken place to date and Douglas Park appears to be generating traffic consistent with the established trip rates, yet Douglas Park does not appear to be the driving factor affecting traffic volumes at the I-405 northbound ramps from Cherry Avenue.

LSA considered the potential trip generation from the current proposed Douglas Park development. If the currently proposed 993,448 sf of development generates trips on the I-405 northbound ramps from Cherry Avenue at the rate forecast in the EIR, then the development would add 12 a.m. peak-hour and 29 p.m. peak-hour trips. This additional traffic volume would not result in the traffic volumes at the ramp merge point previously identified as benefiting from the Improvement.

LSA reviewed Exhibit D-1 from the Los Angeles County Congestion Management Program (CMP)<sup>1</sup>, which lists traffic volume growth factors for different sections of Los Angeles County. The CMP estimated 2.5 percent traffic growth between 2020 and 2035 in Long Beach.

LSA also reviewed the traffic impact analysis prepared for the Long Beach General Plan Land Use and Urban Design Elements<sup>2</sup>, which used the Southern California Association of Governments Regional Transportation Plan/Sustainable Communities Strategy traffic model to forecast future growth. The Cherry Avenue/I-405 interchange was not included in the study area, but nearby intersections of Cherry Avenue/Wardlow Road and Cherry Avenue/Willow Street were among the intersections for which future traffic volume forecasts were prepared. At the south leg of Cherry Avenue/Wardlow Road, the traffic model predicted 8.1 percent growth in the a.m. peak-hour and 7.0 percent growth in the p.m. peak-hour traffic volume between 2018 and 2040. At the north leg of Cherry Avenue/Willow Street, the traffic model predicted 10.7 percent growth in the a.m. peak-hour and 14.7 percent growth in the p.m. peak-hour traffic volume between 2018 and 2040.

Table C applies the growth rates at the north leg of Cherry Avenue/Willow Street (the highest value from the identified methodologies) to project future traffic volumes at the merging of the two I-405 northbound ramps from Cherry Avenue. For each of the future forecast years, the potential additional trips from an additional 993,448 sf of Douglas Park development have been added. Although the tendency of office workers to work from home is unknown in the long-term, the projected growth above the 2021 surveyed conditions is anticipated to reflect traffic conditions for the near term.

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<sup>1</sup> Los Angeles Metropolitan Transportation Authority. 2010. Los Angeles County Congestion Management Program.

<sup>2</sup> LSA Associates, Inc. 2019. *Transportation Impact Analysis for the Long Beach General Plan Land Use and Urban Design Elements*. June.

As Table C shows, even when applying the highest identified growth rate, the forecasted traffic volumes remain much lower than previously forecasted traffic volumes for the near-term future. It therefore appears to be possible to delay implementation of the Improvement without undue impact to traffic operations. As traffic volumes at the I-405 northbound ramps from Cherry Avenue return to non-pandemic conditions, the Improvement should be implemented to address regional transportation impacts.

**Table C: Cherry Avenue Ramps Volume Forecast**

	AM Peak Hour	PM Peak Hour
Douglas Park Additional Project Traffic	12	29
Traffic Model Growth Rate (2018–2040)	10.7%	14.7%
Annual Growth Rate	0.49%	0.67%
2021 Empirical Data	881	746
2025 Forecast (growth plus Project)	910	795
2030 Forecast (growth plus Project)	931	820

Sources: Counts Unlimited (2021); LSA (2022).

**Conclusion**

LSA reviewed the established timing and previous analysis related to Mitigation Measure V.L-17, improvements to the I-405 northbound ramps from Cherry Avenue. While the EIR established a maximum timing for completion no later than 5,000 p.m. peak-hour trips generated by Douglas Park, empirical data from Douglas Park and the I-405 northbound ramps appear to indicate that Douglas Park is not the driving factor affecting traffic volumes at the I-405 northbound ramps from Cherry Avenue. With implementation of the TDM program analyzed in the previous traffic analyses, and if the TDM program achieves the estimated 20 percent trip reduction, the trip generation of Douglas Park at buildout (with the currently proposed 993,448 sf of development), would be below the 5,000 p.m. peak hour trip mark identified as maximum timing. Further, based on empirical data of current traffic volumes and traffic model growth rates, the forecasted traffic volumes at the I-405 northbound ramps would be below the previously identified levels at which the Improvement was deemed potentially beneficial. Therefore, delaying implementation of the Improvement to 2030 or beyond could be accomplished without undue impact to traffic operations. However, as the Improvement was to be completed “no later than” 5,000 p.m. peak-hour trips, and traffic volumes at the I-405 northbound ramps from Cherry Avenue will increase as ambient traffic volumes rise to non-pandemic conditions, the Improvement should be implemented when necessary to address regional transportation impacts.

Sincerely,  
**LSA Associates, Inc.**

Arthur Black  
 Principal Transportation Planner

Attachment: Traffic Volume Data

## TRAFFIC VOLUME DATA



**MEMORANDUM**

TO: Arthur Black – LSA

FROM: Rick Kreuzer, KCG

**RE: PEER Review of Cost Estimate for Improvements to the I-405/ Cherry Northbound on-ramp**

Arthur,

We have completed our Cost Estimate PEER Review of the subject project. This effort included a cursory review of the plans, calculation of construction quantities and development of an independent project cost estimate.

With regard to the plans, we did a general review and did not identify any fatal flaws with respect to Caltrans Design Standards. That said, we make no representations that the plans will be acceptable to Caltrans.

Based on the plans provided, we calculated construction quantities for the various items of work summarized on the Michael Baker estimate provided to us. We did not find any discrepancies with regard to construction quantities.

Based on these construction quantities, we generated our own independent constructed estimate utilizing cost data received on recent bids for various projects. We have adjusted some of the unit costs accordingly and applied contingency amounts that we felt were appropriate. This estimate is included as Attachment A to this Memorandum. In summary, we estimate the project cost will be approximately \$1.9M at prevailing wage, including project soft costs. Please note that this estimate is based on the preliminary plans provided and could change significantly once the project is reviewed by Caltrans.

With an estimated project buildout in 2030 the cost of the project would increase by approximately 40% from \$1.9M (2022 \$) to \$2.65M (2030 \$). This is based on an annual escalation of 5% for each of the next 5 years (2022-2027) and 3% for each of the remaining years (2027-2030). These rates were applied to account for current inflation and uncertainty with the assumption that rates will return to historical norms in 5 years.

City of Long Beach  
 405 & Cherry Avenue Improvements  
 PEER Review - Construction Cost Estimate  
 1/12/2022

ATTACHMENT C

					Total
Item	Description	Unit	Unit Cost	Quantity	Cost
1	HOT MIX ASPHALT (TYPE B)	TON	\$150.00	345	\$51,750
2	LEAN CONCRETE BASE	CY	\$300.00	171	\$51,300
3	AGGREGATE BASE (CLASS 3)	CY	\$125.00	433	\$54,125
4	END ANCHOR (TYPE SFT)	EA	\$800.00	1	\$800
5	THRIE BEAM BARRIER	LF	\$75.00	14	\$1,050
6	TYPE A2-6 CURB	LF	\$100.00	24	\$2,400
7	TYPE B1-4 CURB	LF	\$100.00	150	\$15,000
8	TYPE B2-6	LF	\$100.00	133	\$13,300
9	MBGR	LF	\$75.00	150	\$11,250
10	CONCRETE BARRIER (TYPE 60SC)	LF	\$150.00	330	\$49,500
11	REMOVE GUARDRAIL	LF	\$20.00	295	\$5,900
12	REMOVE CURB	LF	\$25.00	295	\$7,375
13	REMOVE BASE AND SURFACING	SF	\$35.00	3,781	\$132,335
14	ROADWAY EXCAVATION	CY	\$100.00	547	\$54,700
15	RECONSTRUCT 2" HMA SLOPE PAVING	TON	\$150.00	48	\$7,200
16	24" RCP	LF	\$300.00	46	\$13,800
17	CONCRETE COLLAR	EA	\$1,000.00	2	\$2,000
18	REMOVE PIPE	LF	\$300.00	36	\$10,800
19	REMOVE INLET	EA	\$1,000.00	3	\$3,000
20	G2 DI INLET	EA	\$12,000.00	1	\$12,000
21	G3 DI INLET	EA	\$7,500.00	1	\$7,500
22	ROADSIDE SIGN (ONE-POST)	EA	\$500.00	1	\$500
23	THERMOPLASTIC TRAFFIC STRIPE (DETAIL 27B)	LF	\$2.00	926	\$1,852
24	THERMOPLASTIC TRAFFIC STRIPE (DETAIL 25A)	LF	\$2.00	926	\$1,852
25	THERMOPLASTIC TRAFFIC STRIPE (DETAIL 36B)	LF	\$2.00	179	\$358
26	THERMOPLASTIC PAVEMENT MARKING (12" WHITE LIMIT LINE)	SF	\$50.00	12	\$600
27	BARRIER MARKERS	EA	\$10.00	15	\$150
28	REMOVE TRAFFIC STRIPE	LF	\$4.00	2,031	\$8,124
29	REMOVE PAVEMENT MARKING	SF	\$15.00	12	\$180
30	RAMP METER SYSTEM	LS	\$40,000.00	1	\$40,000
31	TYPE III BARRICADE	EA	\$250.00	5	\$1,250
32	TYPE III BARRICADE WITH SIGN	EA	\$300.00	27	\$8,100
33	DELINEATOR	EA	\$40.00	46	\$1,840
34	FLASHING ARROW BOARD	EA	\$1,000.00	2	\$2,000
35	TEMPORARY RAILING (TYPE K)	LF	\$35.00	1,080	\$37,800
36	TEMPORARY CRASH CUSHION MODULE (TS11)	EA	\$250.00	22	\$5,500
37	CONSTRUCTION ARE SIGNS (ON POST)	LS	\$5,000.00	1	\$5,000
38	TRAFFIC CONTROL	LS	\$20,000.00	1	\$20,000
39	JOB SITE MAINTENANCE	LS	\$15,000.00	1	\$15,000
40	PREPARE WPCP	LS	\$7,000.00	1	\$7,000
41	PROGRESS SCHEDULE (CRITICAL PATH)	LS	\$5,000.00	1	\$5,000
42	TEMPORARY WATER POLLUTION CONTROL	LS	\$5,000.00	1	\$5,000
43	MOBILIZATION	LS	\$75,000.00	1	\$75,000
<b>CONSTRUCTION SUBTOTAL</b>					<b>\$749,191</b>
	Contingency (25%)	LS	\$187,298	1	\$187,298
	Project Location, Complexity & Small Quantity Contingency (50%)	LS	\$374,596	1	\$374,596
<b>CONSTRUCTION TOTAL</b>					<b>\$1,311,084</b>
	CONSTRUCTION DOCUMENTS & SUPPORT SERVICES (20%)	LS	\$262,217	1	\$262,217
	CONSTRUCTION MANAGEMENT & INSPECTIONS (25%)	LS	\$327,771	1	\$327,771
<b>SOFT COST TOTAL</b>					<b>\$589,988</b>
<b>PROJECT GRAND TOTAL</b>					<b>\$1,901,072</b>

**USE \$1.9M**



CARLSBAD  
CLOVIS  
IRVINE  
LOS ANGELES  
PALM SPRINGS  
POINT RICHMOND  
RIVERSIDE  
ROSEVILLE  
SAN LUIS OBISPO

March 16, 2022

Patricia Diefenderfer, AICP  
Planning Bureau Manager  
City of Long Beach Development Services  
411 West Ocean Boulevard, 3rd Floor  
Long Beach, CA 90802

Subject: California Environmental Quality Act Letter of Conformity for the Proposed Douglas Park Project

Dear Ms. Diefenderfer:

LSA is pleased to submit this letter to the City of Long Beach (City) detailing the City's compliance with the California Environmental Quality Act of 1970 (CEQA) as it relates to the adopted transportation mitigation measure involving improvements at the interchange of Cherry Avenue with Interstate 405 (I-405) northbound for the Douglas Park Project (project). Specifically, the applicant, Boeing Corporation, is proposing payment of an in-lieu fee for the full cost of the improvement to be constructed by the City, and delaying implementation for the interchange improvement until it is needed.

This letter of conformity serves as the substantial evidence required under CEQA confirming that the City adequately analyzed the potential impacts of the proposed project in previous environmental documentation. This letter is intended to confirm that the City has complied with all applicable CEQA requirements.

### Project History

In 2004, the City certified the Final Environmental Impact Report (EIR) prepared for the Douglas Park Project (known at that time as the PacifiCenter at Long Beach) (SCH No. 2001051048). The PacifiCenter project proposed development of approximately 261 acres of the former and existing Boeing C-1 aircraft production facilities with new commercial uses (Research and Development, light industrial, office, retail, hotel, aviation-related, and ancillary uses, including warehouse uses) and residential uses (single family and multifamily).

The 2004 Final EIR included the Cherry Avenue/I-405 improvements as a voluntary part of the project, but also included Mitigation Measure V.L-17 to address regional transportation impacts:

*Mitigation Measure V.L-17: I-405 (San Diego Freeway) Northbound On-Ramp from Southbound Cherry Avenue: Widen the two northbound on-ramps in the area where these ramps merge to provide an elongation of the merge section for a smoother and safer merge. Additionally, the ramp metering location for southbound traffic from Cherry Avenue could be relocated to provide added queuing length between the meter and Cherry Avenue. The threshold established for completing this*

improvement was no later than 5,000 p.m. peak-hour trips generated by Douglas Park.

Even with mitigation proposed, the 2004 Final EIR concluded that regional transportation impacts would remain significant and unavoidable. Mitigation Measure V.L-17 is the subject of the proposed revisions now being requested by the project applicant.

In 2009, an Addendum to the Final EIR was prepared to address modifications to the approved Douglas Park Project. Those modifications, referred to as the Douglas Park Rezone Project, were generally located in the northern portion of the project site and included replacement of residential uses with commercial, light industrial and retail uses.

A Mitigation Monitoring and Reporting Program (MMRP) was adopted for both the 2004 Final EIR and the Addendum to the Final EIR (Douglas Park Rezone Project). At the time the Addendum was prepared, some of the mitigation measures in the previously adopted MMRP had been completed, and some of the mitigation measures previously adopted were no longer applicable to the Revised Project due to the elimination of residential uses. The balance of the measures remained applicable. For Transportation/Circulation and Parking, Mitigation Measure V.L-17, as stated above, remained applicable to address regional transportation impacts.

#### **Proposed Change to Project Mitigation Measure**

As outlined in Mitigation Measure V.L-17 above, the two northbound on-ramps at Cherry Avenue and I-405 shall be widened to provide an elongated on-ramp condition, and the ramp metering location for southbound Cherry Avenue could be relocated to provide added queuing length. These improvements should be constructed and operational before, and no later than when the Douglas Park Project generates 5,000 p.m. peak hour trips. This mitigation measure was intended to reduce regional traffic impacts.

The property owner (Boeing) is requesting to pay a fee to the City to construct the improvement in lieu of completing the improvement themselves as outlined in Mitigation Measure V.L-17. It is LSA's opinion that payment of the in-lieu fee and construction of the improvement is acceptable as long as impacts can still be mitigated.

Although completion of recently proposed projects may result in greater than 5,000 p.m. peak-hour trips being generated by all land uses within Douglas Park, traffic volumes at the merge section of I-405 northbound ramps from Cherry Avenue are not expected to reach the projected traffic levels until 2030 or beyond. The empirical evidence collected appears to show that trips generated by Douglas Park do not affect traffic volumes at the site of the proposed improvement in the way anticipated in the EIR. Because the traffic volumes at the merge section of I-405 northbound ramps from Cherry Avenue are lower than the level at which the EIR deemed the improvement beneficial, and the increase in p.m. peak hour trips from Douglas Park is not anticipated to increase the ramp volumes above those levels prior to 2030, completion of the improvement would not be necessary at this time. However, as noted above, the improvement should be constructed prior to 5,000 p.m. peak hour trips being generated.

The project applicant is not proposing to delete or substitute the mitigation measure, but rather is proposing to pay the full cost for the improvement as an in-lieu fee for construction of the improvements, and which the City will construct at the appropriate time, prior to the 5,000 p.m. peak hour trips being generated. Payment of an in-lieu fee and the construction of the same mitigation is not a material change and does not constitute “significant new information” that would require recirculation of the EIR, as no new impact would occur and no mitigation improvements are being rejected or replaced (*State CEQA Guidelines* Section 15088.5). LSA believes that the payment of an in-lieu fee and construction of the improvements would still reduce the regional transportation impacts identified for the project as required in Mitigation Measure V.L-17, as the improvements would ultimately be implemented by the City and paid for by the in-lieu fee, which would be earmarked by the City specifically for construction of these improvements.

## Conclusion

No additional analysis of the proposed project is required under CEQA because the regional transportation impacts identified at the Cherry Avenue/I-405 interchange would still be reduced by Mitigation Measure V.L-17; the only change is that the costs for this improvement would be paid for by the applicant with the City responsible for constructing the actual improvements. The in-lieu fees would be designated and earmarked for the construction of the Cherry Avenue/I-405 northbound ramp improvements identified in Mitigation Measure V.L-17 and these improvements would be constructed by the City. Therefore, no additional CEQA documentation is necessary as Mitigation Measure V.L-17 would ultimately be implemented as intended in the Douglas Park 2004 Final EIR and the Addendum to the EIR; there are no material changes to the mitigation as proposed and adopted.

LSA is available to discuss the contents of this letter with City staff, if necessary. Although this letter is intended to explain how the City has complied with the requirements of CEQA as they relate to the project, this letter does not represent legal advice. As always, it is LSA's pleasure to assist the City with any CEQA needs. If you have any questions, please contact Ashley Davis at (949) 553-0666 or ashley.davis@lsa.net.

Sincerely,

**LSA Associates, Inc.**



Ashley Davis  
Principal

## REQUEST TO ADD AGENDA ITEM

**Date:** March 17, 2022

**To:** Monique De La Garza, City Clerk

**From:** Thomas B. Modica, City Manager 

**Subject:** Request to Add Agenda Item to Council Agenda of March 22, 2022

Pursuant to Municipal Code Section 2.03.070 [B], the City Councilmembers signing below request that the attached agenda item (due in the City Clerk Department by Friday, 12:00 Noon) be placed on the City Council agenda via the supplemental agenda.

The agenda title/recommendation for this item reads as follows:

**Authorize the City Manager, or designee, to enter into an Agreement with The Boeing Company, to accept a one-time cash payment of \$2,797,879.50 for the improvement of the Cherry Avenue and San Diego Freeway (I-405) intersection, to allow the City of Long Beach to construct improvements as required by the Douglas Park Development Agreement in lieu of the Boeing Company; and,**

**Increase appropriations in the Capital Projects Fund Group in the Public Works Department by \$2,797,879.50, offset by funds received from the Boeing Company for the Improvement of the Cherry Avenue/405 Intersection. (District 5)**

<b>Council District</b>	<b>Authorizing Councilmember</b>	<b>Signed by</b>
4	Supernaw	(Digital – attached email)
5	Mungo	(Digital – attached email)
7	Uranga	(Digital – attached email)

Attachment: Staff Report dated March 22, 2022