



Date: June 15, 2017

To: Chair and Members of the Planning Commission

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Subject: **General Plan Land Use Element and Urban Design Element – Study Session**

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On February 2, 2017, staff presented the General Plan Land Use Element and Urban Design Element (herein “the plan”) to the Planning Commission for approval. At that meeting, the Commission declined to approve the plan and directed staff to explore options for increasing density outside of the downtown and Transit-Oriented Development (TOD) core of the City. The Planning Commission held a study session on April 6, 2017 to discuss those options and give staff further direction. The City Council also conducted a study session on this matter on June 13, 2017.

The purpose of this memo is to provide an update on additional outreach conducted by the Department since April, provide a brief background on the policy issues discussed in the February and April meetings and summarize the changes to the plan that staff is proposing based on additional analysis. Revised PlaceType maps are provided as Exhibit A and the PlaceType maps from April 6th are provided as Exhibit B. If the Planning Commission concurs with the approach presented, then staff will update the CEQA documentation for this project and return to the Planning Commission in the fall for approval. As the General Plan is critical to providing housing and employment opportunities for the City’s residents, staff has committed to a goal of bringing the plan to the City Council before the end of the calendar year.

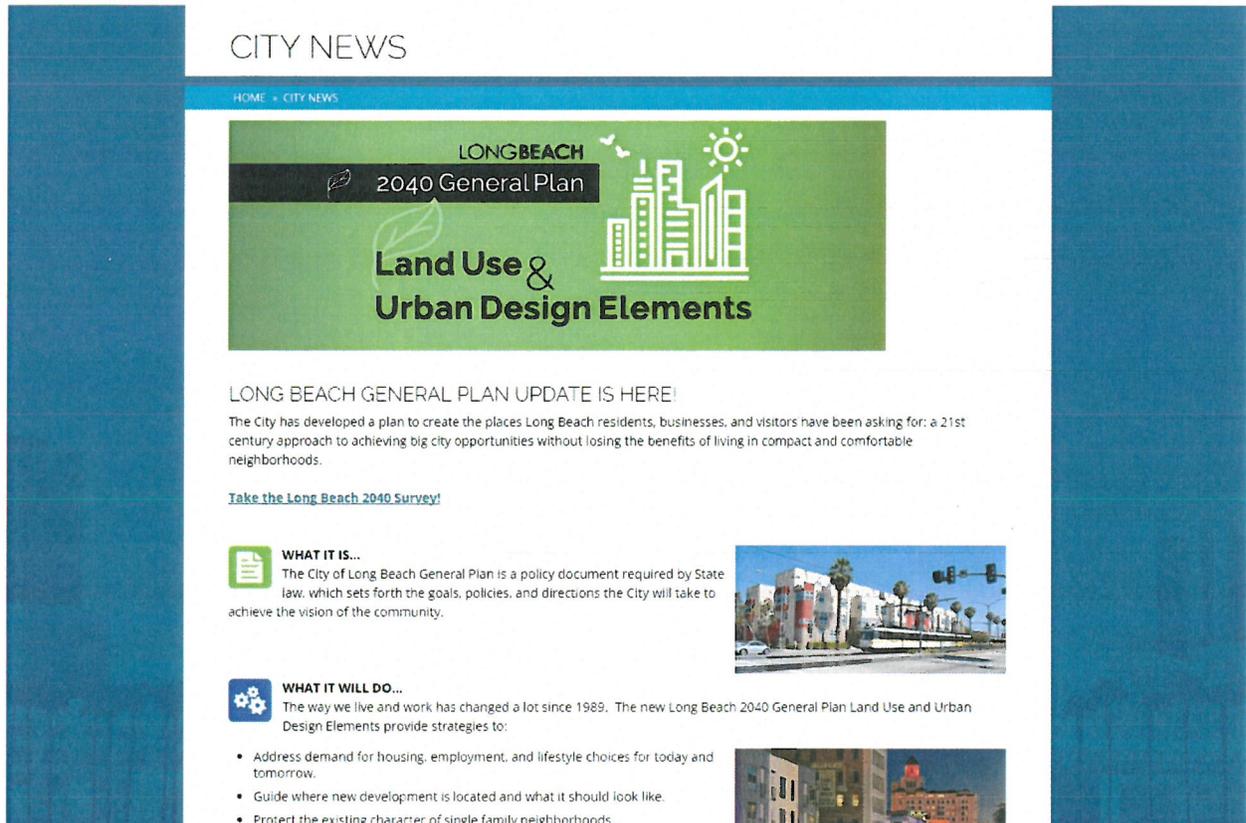
#### Additional Outreach Efforts

During the April 6, 2017 study session, the Planning Commission directed staff to conduct additional outreach to take place in May-June 2017.

#### *General Outreach:*

Staff developed an updated set of outreach materials, including a new webpage, flyer, and survey. As of June 8, 2017, the new Land Use Element webpage had received 1,194 hits, and the City’s homepage, on which the Land Use Element information has been featured since early May, gets approximately 60,000 visits per month.

Figure 1, Updated City website for Land Use and Urban Design Elements



Staff shared the survey, webpage, and opportunities to attend outreach events through an email blast to over 3,100 individuals who have expressed interest in the Land Use Element and/or Urban Design Element process over the past 10+ years. The survey, flyer and web link were also distributed as part of outreach events throughout May and early June as described below.

The Long Beach 2040 General Plan survey was provided on the website in English, Spanish, and Tagalog. The survey provided photographs of several examples of projects that would typically be built under the existing General Plan and zoning regulations, contrasted with projects that would more likely be developed under the proposed Land Use and Urban Design Elements. The survey asked which of two contrasting options the respondent would rather see in their neighborhood. The survey also asked respondents to identify and rank challenges in Long Beach today and anticipated challenges for the future, including around the need for housing and quality jobs.

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Of the 283 survey respondents, there was representation from across the City, with the largest number of respondents from the Wrigley area (90806) and the Downtown Long Beach/Alamitos Beach area (90802):

Figure 2, LUE/UDE Survey Responses by Zip Code

Zip Code	Number of Survey Respondents
90806	54
90802	53
90807	35
90810	28
90813	21
90803	20
90804	17
90815	14
90808	14
90805	13
90814	7

Survey results are summarized below. Full survey results as of June 9, 2017, are provided as an attachment to this memo (see Exhibit C).

- The rising cost of housing was the issue respondents most commonly identified to be true about the City of Long Beach.
- Ten questions provided two photos or images and asked respondents: “Which would you rather see in your neighborhood?” The two images showed a development representative of today’s General Plan and Zoning, compared to a project likely to be developed under the new Land Use and Urban Design Elements. Survey respondents overwhelmingly selected the option that would be supported through the draft Land Use and Urban Design Elements. On average, 82.2 percent of respondents supported the option representative of the draft Land Use and Urban Design Elements.
- The survey listed several challenges that the General Plan works to address. Top challenges that respondents identified as most important to them, in order, were:
  1. Preserving/protecting our environment for the future
  2. Encouraging jobs within our city
  3. Ability to walk to businesses that meet your daily needs (restaurants, grocery stores, retail, etc.)

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- The most frequently selected strategies respondents believed would make their neighborhood safer, in order, were:
  1. Activation of underutilized spaces (vacant lots, school yards, etc.) for community uses and programs
  2. Better or more lighting on the streets and by front entrances
  3. More opportunities for me to get to know my neighbors and community (neighborhood festivals and activities)
  
- When asked what would make the City more appealing for those who plan to stay in Long Beach through 2040, respondents identified, in order:
  1. Additional local job opportunities
  2. Trails, open space, and recreational uses
  3. More housing choices
  4. Close and easy access to transit (trains and buses)

In the view of staff, these issues of community concern are advanced by the Land Use Element and Urban Design Element. The two proposed Elements work together to expand and diversify the housing supply, directly relating to the housing cost issue identified by survey respondents. The visual preference survey aligns with the concepts in the Urban Design Element and local job opportunities are the focus of the policies and proposed PlaceTypes in the plan. As discussed in greater depth in the February 2, 2017 staff report, a primary goal of the Land Use Element is employment growth. Full buildout of Douglas Park, gradual reconstruction of commercial strips to neighborhood-serving mixed-use buildings, the transition to clean neo-industrial uses and continuation of job creation at the port, airport and downtown are the anchors of the approach recommended by staff.

### Targeted Outreach:

*Pop-Up Events and Focus Groups in Wrigley:* Given the amount of concern expressed by members of the Wrigley community to the Planning Commission and staff at the February and April Planning Commission meetings, staff conducted targeted outreach in and around the Wrigley Area. Staff conducted five pop-up events in the Wrigley area, including at the Wardlow Metro station, the Dana Branch Library, and in front of three local businesses. Staff worked with the 7<sup>th</sup> District Council office to email local residents alerting them of the pop-up events. Staff shared information about the plan with passers-by at the pop-up events, distributed flyers with more detailed information, collected 61 survey responses, and shared a link to the online survey for those who did not have enough time to complete it in-person. Staff generally received positive response from members of the public, and feedback is reflected in the survey responses outlined above.

Staff also conducted three focus groups with individuals from the Wrigley area identified by the 7<sup>th</sup> District Council Office as community members who would be interested in

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having a space to dive deeper into concerns about the draft plan. At the first focus group conducted on May 30, 2017, the two focus group attendees were generally supportive of the draft plans and provided some suggestions for what else should be included in the plan. One attendee would like to see eco-tourism added as a strategy in the Land Use Element, in order to link the LA River, Dominguez Gap and other wetlands, and the beach front while creating a stronger tourism draw for the City. Both attendees urged staff to support the strategy of using shipping containers to build more housing, and both identified the former Long Beach Golf Learning Center as a site that should become public open space or community space. Attendees expressed concerns about safety, parking, and around retaining the historic character of the Wrigley area.

Six Wrigley area residents attended the second focus group which took place on June 5, 2017. Attendees expressed concerns that there should be equitable, even distribution of growth across the City. One participant does not believe PlaceTypes should be implemented. Overall, the group felt that the area does not need and would not benefit from change. Attendees noted the importance of preserving neighborhood character and limiting noise, pollution and parking concerns. Some attendees believe that there is more of a jobs issue than a housing issue. One attendee was concerned that the CEQA process has not been sufficient. Several attendees expressed their displeasure with the overall concept of updating the General Plan. For stakeholders who wish to review (and possibly challenge) individual projects, the completion of the General Plan and associated CEQA document is seen as limiting their ability to shape, review and if they deem necessary, challenge, individual projects.

Five Wrigley area residents attended the third focus group which took place on Monday, June 12, 2017. Attendees shared that they like Wrigley's neighborhood character, noting that it is family-oriented, mostly owner-occupied, and that people get to know each other. They enjoy the neighborhood's diversity and are glad that young new residents are bringing great energy and taking care of their homes and families. Attendees suggested that the plan should protect single-family homes in Wrigley more strongly by decreasing heights in the buffer zones between higher density PlaceTypes (such as TOD/NSC) and the Founding/Contemporary Neighborhoods PlaceType. They do not want to see any five-story or ten-story height limits in their neighborhood outside of the Midtown Specific Plan area. They are particularly against additional density around the Wardlow Station because they believe the station is already negatively impacting their neighborhood. They were also concerned that rapid development will lead to pricing out of businesses and residents. Participants feared that additional development could lead to worsening air quality, and one attendee suggested a Green Zone along Long Beach Boulevard to help address this issue. Attendees expressed a concern that they believe no changes have been made to the maps since November 2016, though staff clarified that several changes have been made as requested by Planning Commission and in response to public comment.

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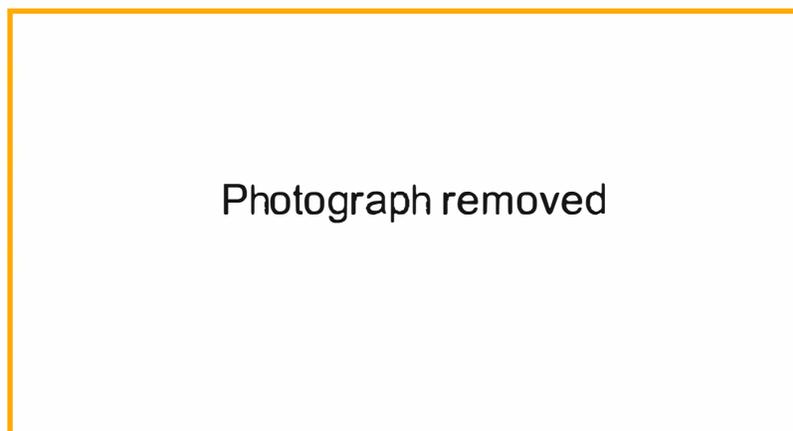
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*Council District 5:* The 5<sup>th</sup> District Council Office held a drop-in event on June 9, 2017, where constituents could stop by to ask questions about all of Development Services' lines of business. Staff answered questions about the overall Land Use Element and a number of specific questions regarding parcels in East Long Beach. Participants expressed concerns regarding traffic congestion and traffic safety, particularly around neighborhood schools. Participants also expressed general apprehension regarding any development at the intersection of Spring Street and Palo Verde Avenue with specific opposition to the proposed 3-story height maximum. Several individuals noted their support for the Planning Commission suggested changes at the Long Beach Town Center from commercial to mixed-use.

*Environmental Justice:* Given the input provided by community representatives at recent Planning Commission meetings regarding the need for strong environmental justice language and protections in the Land Use Element, staff provided a brief presentation on the Land Use Element at the May 12, 2017 community meeting held by East Yards for Environmental Justice. Staff provided the flyer and survey copies and answered questions for residents and members. East Yards members were excited about the recent strengthening of the Green Zones concept in the draft Land Use Element.

*Student Feedback:* Recognizing that the draft Land Use Element looks out to the year 2040, and based on conversations with students and staff at California State University Long Beach (CSULB), staff invited students and young people to attend an informal event regarding the Plan. About 25 attendees shared their feedback, filled out surveys and learned more about the process. Major concerns from those who attended included the need for well-paying jobs so students can stay in Long Beach after they graduate, more housing options that are affordable for students, more high-quality transportation options and the desire for more local destinations so people can walk or bike to nearby food, entertainment or shopping destinations.

Figure 3, Small-group meeting with CSULB students and faculty



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One CSULB student who lives in downtown Long Beach lamented that she works in Torrance but would love to be able to work somewhere within walking distance. She likes the area she lives in, particularly that she can walk to the grocery store and places to eat. She enjoys Linden Public and the other nearby outdoor dining areas because of the people watching and being able to enjoy the outdoors. She would like to see more housing that is affordable to students to be located close to such amenities. Another student who grew up in North Long Beach and has lived there for the past 20 years is excited about some of the recent changes; he loves the new Michele Obama library and noted it is very well used and provides an important, safe community space. He loves the new bicycle infrastructure and is seeing more cyclists at Atlantic and Artesia. He would like to see more local gardens, which can increase sustainability and create community. He wants to stay in Long Beach but does not see enough job opportunities and feels housing is too expensive. Another noted, "It is almost impossible to afford a home or place to rent."

*Feedback on Housing and Homelessness:* Staff invited attendees of the recent Long Beach Summit on Homelessness, which took place in April, to discuss the connections between issues around homelessness and housing and the Land Use Element. Attendees were generally supportive of the Land Use Element. Staff heard some common priorities and concerns from those who attended, including that multiple attendees stated that they and others they know who are working to address homelessness see housing as the greatest hurdle, including housing supply and affordability.

Figure 4, Discussion on Homeless, Housing & the Land Use Element



To the degree practical and permissible under law, staff is proposing additional text changes to the draft Land Use Element policy and implementation sections in order to reflect the feedback at recent outreach events.

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### The Benefits of New Development

Prior study sessions and the February 2017 hearing included an extensive discussion of the need for new housing and economic development. New development is not just important for the future residents and employees it provides for; new development provides neighborhood and area-wide benefits that should be considered. All new development results in upgrades in physical infrastructure such as streets, alleys, sidewalks and gutters adjacent to the property, payment of impact fees that are used to upgrade transportation, police, fire, school and park facilities.

Design regulation has improved dramatically within the City of Long Beach over the last two decades. These updated design standards can only be realized however through new private development that is up to those design standards. Construction of new structures to a high level of design can inspire existing property owners to complete façade upgrades and other improvements in order to better blend in and economically compete with the new development. The result of carefully planned and designed development is community improvement and enhancement, not degradation.

New development can also serve as an important tool to remove nuisances from existing neighborhoods. Vacant lots serve as targets for graffiti, litter and crime. Likewise liquor stores and other problem land uses can drain police resources and community character at the same time. Modest increases in allowable height and intensity can prompt property sales and development, oftentimes relieving communities of these noxious land uses. In addition to removing these noxious land uses, new development can fill in the holes in any given community, providing the personal services and other destinations that are missing and allowing residents to walk to more destinations instead of driving out of their community, which increases pollution while creating economic leakage.

The construction jobs that come alongside new development are one of the best pathways into the middle class for many workers. Each 100 new multifamily units produced per year typically support 161 local jobs, \$11.7 million in local earned income and \$2.20 million in taxes and local government revenue<sup>1</sup>. These are good middle class jobs, with laborers averaging \$44,220 in annual earnings and skilled construction managers reaching \$89,300<sup>2</sup> or more, particularly for complex construction work completed by union tradespersons. Construction jobs are by their very nature temporary, but sustained investment and development in the City can provide a portion of the 28,000 new jobs needed in the City through 2040.

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<sup>1</sup> National Association of Home Builders (2015) *The Economic Impact of Home Building on a Typical Local Area*, accessed electronically on May 9, 2017 [https://www.nahb.org/~media/sites/nahb/economic%20studies/1-report\\_local\\_20150318115955.ashx?la=en](https://www.nahb.org/~media/sites/nahb/economic%20studies/1-report_local_20150318115955.ashx?la=en)

<sup>2</sup> Bureau of Labor Statistics (2017) *Occupational Outlook Handbook*, accessed electronically on May 9, 2017 <https://www.bls.gov/ooh/management/construction-managers.htm> .

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Recent discussions with the Planning Commission involved the “development burden” and whether some neighborhoods were more burdened than others with theoretical future development. While all areas of the City will grow under the plan, not all neighborhoods will grow equally. This is by design, to incentivize growth around transit in order to decrease vehicle miles traveled and encourage active transportation and transit. As new development brings many benefits, this uneven distribution is not a “burden” on any community.

### Environmental Justice and Disadvantaged Communities

The overburden of development concept discussion has also included discussion of environmental justice and disadvantaged communities. Environmental Justice is defined by the Environmental Protection Agency (EPA) as “the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. EPA has this goal for all communities and persons across this Nation [sic]. It will be achieved when everyone enjoys the same degree of protection from environmental and health hazards and equal access to the decision-making process to have a healthy environment in which to live, learn, and work.”

This concept is further defined in state law, SB 1000 (Government Code §65302), which was signed into law during the development of the plan and includes both definitions and requirements for environmental justice policies within General Plans. This provision requires cities that include disadvantaged communities, as defined by California Environmental Protection Agency pursuant to Section 39711 of the Health and Safety Code or an area that is a low-income area that is disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation – which Long Beach does, to include three additional items in its General Plan: (A) identify objectives and policies to reduce the unique or compounded health risks in disadvantaged communities by means that include, but are not limited to, the reduction of pollution exposure, including the improvement of air quality, and the promotion of public facilities, food access, safe and sanitary homes, and physical activity; (B) identify objectives and policies to promote civil engagement in the public decision-making process; and (C) identify objectives and policies that prioritize improvements and programs that address the needs of disadvantaged communities.

The plan meets and exceeds these requirements and seeks to bring significant environmental and economic benefits to disadvantaged communities. Eleven years of open process inclusive of all neighborhoods in the City went into the development of the plan. Environmental provisions within the plan apply citywide and specific policies have been added including guiding goal #6, ensure a fair and equitable land use plan. This goal concentrates on removing blight, making public investments in infrastructure, avoiding concentrating undesirable uses in disadvantaged communities, and improving livability in all neighborhoods through improvements for walking, bicycling, using public

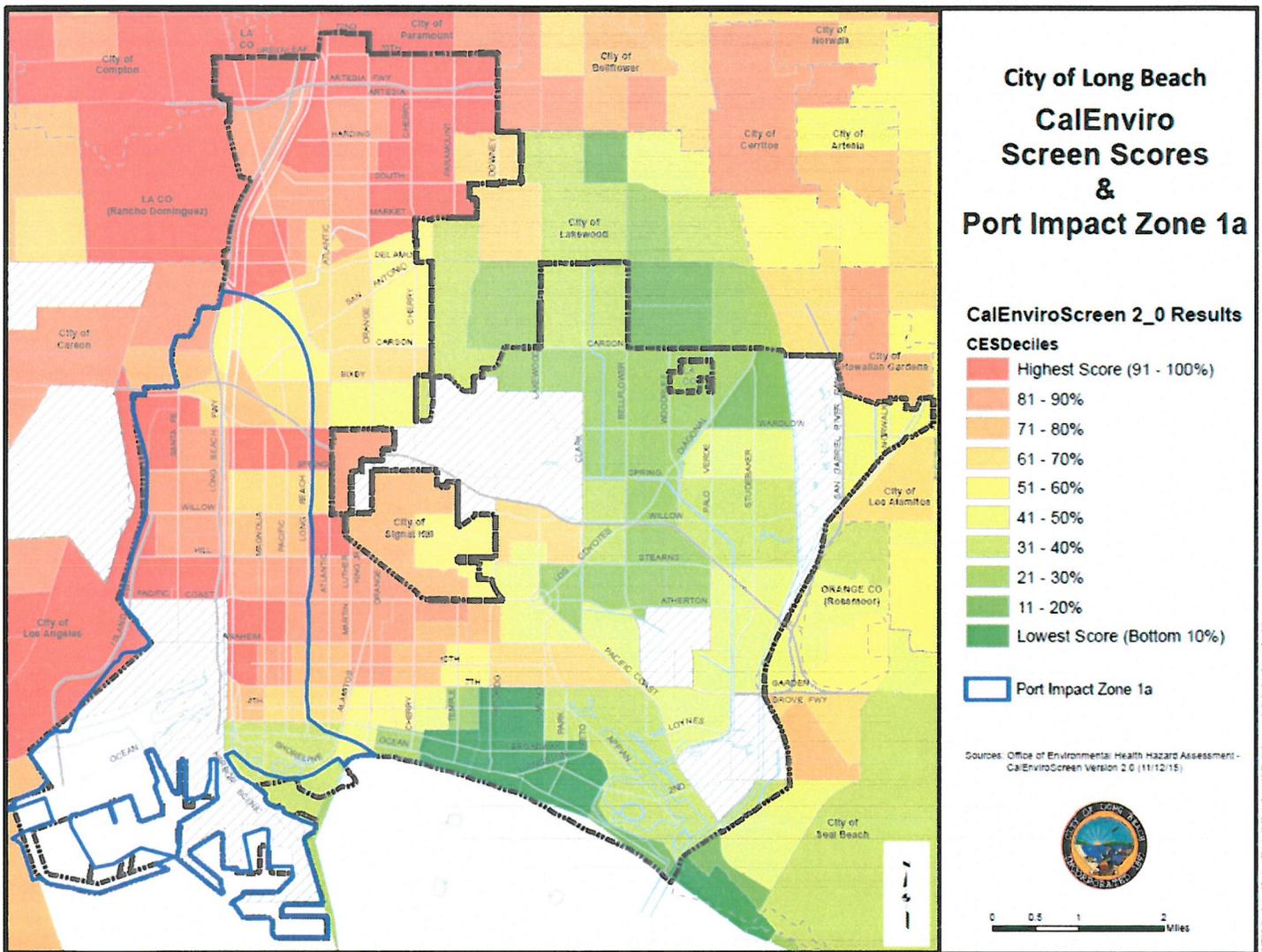
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transit and exercising outdoors. The plan also seeks to transition out industrial uses from non-industrial sites and to promote the transition from polluting industrial users to newer greener industries. The plan seeks to constrain heavy industrial uses to those locations adjacent to the port, south of Pacific Coast Highway, an area where residential development is not permitted.

Figure 1, CalEnviro Score 2.0 for City of Long Beach



Disadvantaged communities (91 and above) are shown in red

An equitable land use plan does not mean that all areas of the City have identical densities or uses. An equitable land use plan takes into consideration all the planning factors and treats communities fairly in how new uses are sited. Bringing new infrastructure, housing, jobs, and amenities to a community is not a violation of environmental justice, in fact

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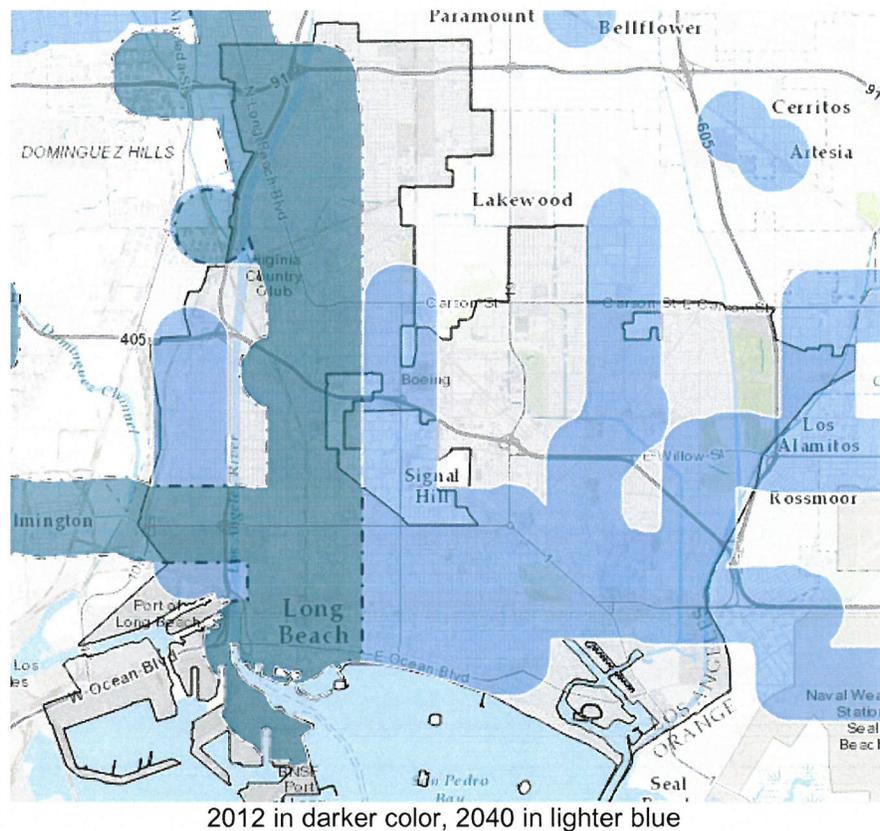
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bringing attention and investment to these communities is what is directed by federal and state law.

## High Quality Transit Corridors

In previous discussions, the Planning Commission and the public inquired about the suitability of commercial sites for more intensive development and whether the presence of bus service was sufficient to drive these land-use decisions. Not all bus service is of equal value and that is why the term high quality transit corridor is defined in state law. The Office of Planning and Research (OPR) defines a high quality transit corridor as “an existing corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours.” A Major Transit Stop, a focus within those high quality transit corridors, is defined as “a site containing an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with frequencies of service intervals of 15 minutes or less during the morning and afternoon peak commute periods. Based on these definitions and the SCAG RTP, the high quality transit corridors within the City of Long Beach can be found below:

Figure 2, High Quality Transit Areas in SCAG 2012-2040 RTP/SCS



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Based on the mapping of high quality transit corridors, the approach within the Land Use Element of concentrating growth within downtown, midtown and central Long Beach is an appropriate one based on today's transit and pedestrian infrastructure. The future 2040 transportation improvements as well as the Planning Commission's direction do however allow for further refinements as described below.

### Proposed Refinements to the Land Use Element PlaceType Map

Staff has reviewed the February and April comments from the Planning Commission and from the public. During both discussions, the Planning Commission confirmed that they agreed with the overall goals and policy frameworks of the plan, they were not directing that the Downtown Plan nor the Midtown Specific Plan be reconsidered and were seeking that staff refine individual PlaceType and height designations on other parcels for purposes of more broadly distributing growth. Staff has done so within the constraint that growth outside of high quality transit corridors should be limited and growth within those high quality transit corridors should be prioritized. This approach was confirmed by the Planning Commission and is also required for the City's compliance with SB743 mandates to reduce vehicle miles traveled. While staff maintains that the PlaceType map, overall plan and associated CEQA document presented to the Commission in February 2017, were and are an appropriate approach, staff feels the changes discussed below best accommodate the Planning Commission's direction within the confines of legal and best planning practice considerations.

#### *Long Beach Town Center*

The Long Beach Town Center is located adjacent to the I-605 freeway at Carson Boulevard. This location is not within a high quality transit corridor today nor in 2040 under the adopted SCAG RTP/SCS. Nevertheless, the Planning Commission directed staff to increase potential intensity and allow mixed-use at this location. Staff recommends a designation of NSC-M (6) at this location. Potential noise conflicts between the nearby Long Beach Police Department shooting range and future residents would need to be resolved prior to development of this site.

#### *Bellflower Boulevard*

Bellflower Boulevard has limited bus service. It is not a high quality transit corridor today but is by 2040 under the adopted SCAG RTP/SCS. Nevertheless, the Planning Commission directed staff to increase potential intensity along this corridor. Staff is recommending a specific implementation measure be added requiring VMT reduction strategies be developed and imposed as part of the future zone changes and implementation measures along this currently high-VMT corridor.

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Del Amo Boulevard – Two gas stations, a one-story office building and a dairy and convenience store occupy the two small opportunity sites at this intersection. Staff recommends maintaining the NSC-L (3) designation.

Arbor Road to Viking Way– The west side of this corridor consists of two-story apartment buildings on shallow lots. Staff recommends a change to MF-L (3).

Carson Street– This site is walking distance from LBCC. Staff is recommending expanding the NSC-M designation to include R1 properties currently used as commercial parking and increasing the height for an overall designation of NSC-M (4).

Spring Street– Staff proposes changing the designation on the east side of Spring, which is currently developed with a 24 Hour Fitness gym, a K-Mart and anchored by a Lowe's, to an increased designation of NSC-M (5). Loss of the car dealerships on this parcel would have fiscal implications for the City of Long Beach. The west side of the street includes a post office, gas station and fast food restaurant on smaller parcels. For these parcels staff proposes NSC-L (3). These parcels are more than one mile away from CSULB or any other major employment or activity center. Therefore, future residential development should be contingent on a shuttle service or transit solution better connecting the site to an educational or employment center.

Stearns Street– For the northwest parcel which contains a fast food restaurant and dry cleaner, staff proposes NSC-L (3). The parcels on the east are larger shopping centers, anchored by Target on the northern parcel and Sears on the southern parcel; staff proposes NSC-M (5). The medium-sized parcel on the southwest side of the intersection, a shopping center including Hof's Hut Restaurant and Bai Plu Restaurant is proposed as NSC-M (4). The Planning Commission denied a CUP for a one-story Del Taco restaurant at this site in May 2016. These parcels are more than one mile to CSULB or any other major employment or activity center. Therefore, future residential development should be contingent on a shuttle service or transit solution better connecting the site to an educational or employment center.

Atherton Street- Staff has expanded the Neighborhood Serving (NSC) area at Atherton Street to cover small commercial sites on both sides of Bellflower and increased the intensity to moderate NSC-M (5). While small and awkwardly shaped for development, these sites are adjacent to CSULB.

Pacific Coast Highway/7<sup>th</sup> Street– These iron-triangle adjacent parcels include a Target shopping center, an oil change center, car wash, florist, motel, restaurants and apartment buildings. Any sizeable development at this location would require a reconfiguration and reconstruction of this intersection, in cooperation with Caltrans and likely with the required purchase of private property. As such, no change to the designations (CC (3), MFR-L (3), and MFR-M (4)) are recommended at this time. If the plan were adopted and this intersection subsequently improved, the Planning

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Commission could request this area be reconsidered during a future annual review of the plan.

### *Lakewood Boulevard*

Lakewood Boulevard has limited bus service, but it is not a high quality transit corridor today nor in 2040 under the adopted SCAG RTP/SCS. Nevertheless, the Planning Commission directed staff to increase potential intensity along this corridor. Staff is recommending a specific implementation measure be added requiring adding VMT reduction strategies be developed and imposed as part of the future zone changes and implementation measures along this currently high-VMT corridor.

Del Amo Boulevard to Carson Street– The east side of the street is within the City's jurisdiction. This multifamily area consists of low-density two-story apartment buildings. Staff recommends a change to a MF-L(3) designation.

Carson Street – This area is currently developed with one- and two-story retail establishments and is walking distance from the Douglas Park employment center and LBCC. Staff recommends expanding the borders of the NSC area to include parcels along Pepperwood, Greenmeadow Road and Village Road and an overall designation of NSC-M (4).

Willow Street – These sites contain a new paint store, gas station, restaurant and tire store. While proximate to employment uses along Willow, the pedestrian environment will require major improvements before the use of active transportation can be expected at this location. Staff recommends a designation of NSC-M (4).

Stearns Street– Small irregularly-shaped retail centers exist on all four sides of this intersection. These parcels are more than one mile to CSULB or any other major employment or activity center. Therefore, future residential development should be contingent on a shuttle service or transit solution better connecting the site to an educational or employment center. Staff recommends a designation of NSC-M (3).

### *Los Coyotes Diagonal*

Los Coyotes Diagonal has limited bus service but is not a high quality transit corridor today nor in 2040 under the adopted SCAG RTP/SCS. Nevertheless, the Planning Commission directed staff to increase potential intensity along this corridor. Staff is recommending a specific implementation measure be added requiring VMT reduction strategies be developed and imposed as part of the future zone changes and implementation measures along this currently high-VMT corridor.

Clark Avenue – These small irregularly-shaped sites are occupied by a fast food restaurant to the north and a medical office building to the south. Staff recommends

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retaining the designation of NSC-M (3). These parcels are more than one mile to CSULB or any other major employment or activity center. Therefore, future residential development should be contingent on a shuttle service or transit solution better connecting the site to an educational or employment center.

Spring Street – The northwest small irregular site is currently occupied by three geodesic domes serving as retail space. An entitlement application has been filed to develop this site as a drive-through Coffee Bean and Tea Leaf. A designation of CC (2) is recommended for this parcel. The larger northeast parcel is a Pavilions-anchored shopping center; staff is recommending a designation of NSC-M (4). The southeast parcel is a small strip center including a GameStop and a pizza restaurant adjacent to the flood control channel. Staff recommends a designation of NSC-L (3). The southwest parcel is very small and likely not developable under today's development standards; a designation of CC (2) is recommended. These parcels are more than one mile to CSULB or any other major employment or activity center. Therefore, future residential development should be contingent on a shuttle service or transit solution better connecting the site to an educational or employment center.

Wardlow Road– The large southwestern parcels include a Ralph's shopping center, vacant parcel, church and office building. Staff recommends a designation of NSC-M (4). The northern triangular parcel is a retail center including Bigmista's Barbecue; staff recommends a designation of NSC-M (3). These parcels are more than one mile to CSULB or any other major employment or activity center. Therefore, future residential development should be contingent on a shuttle service or transit solution better connecting the site to an educational or employment center.

### *Palo Verde Avenue*

Palo Verde Avenue has limited bus service but is not a high quality transit corridor today nor in 2040 under the adopted SCAG RTP/SCS. Nevertheless, the Planning Commission directed staff to increase potential intensity along this corridor. Staff is recommending a specific implementation measure be added requiring VMT reduction strategies be developed and imposed as part of the future zone changes and implementation measures along this currently high-VMT corridor.

Spring Street – Retail shopping centers occupy all four parcels at this intersection. Anchors include Fitness 19 (northwest), Talbert Pharmacy (southwest), Dollar Tree (southeast) and Stater Brothers (northeast). The site is adjacent to Millikan High School; staff recommends maintaining a designation of CC (3). These parcels are more than one mile to CSULB or any other major employment or activity center. Continued retail use of this site would be locally serving, whereas development of new residential uses would likely increase VMT.

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Stearns – These parcels are adjacent to the I-405 and include a gas station (southwest), running store and donut shop (southeast) and fast food restaurants (northeast and northwest). Staff recommends a designation of CC (3). Residential development is not encouraged because this site is not located within walking distance or major employment or educational centers. The site's direct freeway access inhibits the effectiveness of any potential VMT mitigations.

Anaheim Road – This site is fully developed as multifamily housing. Staff recommends a designation of MFR-M (5). The site is adjacent to CSULB.

7<sup>th</sup> Street (at Campus Road) – This site is fully developed as multifamily housing. Staff recommends a designation of MFR-M (5). The site is adjacent to CSULB.

### *The Traffic Circle*

The Traffic Circle area does have access to multiple bus lines, however their frequency is limited. The SCAG RTP/SCS does not identify this area as a high quality transit corridor today, but it is projected to be within one by 2040 with planned bus transit improvements. Caltrans controls the right-of-way along Pacific Coast Highway in this area, and there is currently no safe path of travel for pedestrians to traverse the Traffic Circle (at Lakewood, PCH and Los Coyotes) itself. The area is currently developed with grocery and retail centers as well as fast food restaurants. Multiple new drive-through restaurants, banks and pharmacies have been approved in this area over just the last two years. The outlook for the pedestrian environment as well as for residential development is limited in the short run; however, as the plan looks out to 2040, a consistent designation of NSC-M (6) across the traffic circle parcels is proposed.

### *Pacific Coast Highway*

Caltrans controls the right-of-way along Pacific Coast Highway and this long corridor is marked by auto-oriented uses, fast food restaurants, strip retail centers and motels. The SCAG RTP/SCS identifies portions of PCH roughly west of Orange to the City's western border as within a high quality transit corridor today, and the entire corridor as within the projected high quality transit corridor by 2040, with planned bus transit improvements. Staff is recommending the area within the TOD PlaceType remain as previously proposed.

DeForest Avenue to Magnolia Avenue (north side of PCH) - Staff is recommending a designation of NSC-M (4) with a specific implementation measure to pursue pedestrian safety improvements to the corridor in cooperation with Caltrans.

Magnolia Avenue to Pacific Avenue– Staff is recommending a designation of NSC-M (5) with a specific implementation measure to pursue pedestrian safety improvements to the corridor in cooperation with Caltrans.

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Atlantic Avenue to Pacific Electric Right-of-Way - Staff is recommending a designation of NSC-M (5) with a specific implementation measure to pursue pedestrian safety improvements to the corridor in cooperation with Caltrans. These properties are walking distance to LBCC's PCC campus.

Pacific Electric Right-of-Way to Obispo Avenue- Staff is recommending a designation of NSC-M (4) with a specific implementation measure to pursue pedestrian safety Improvements to the corridor in cooperation with Caltrans.

Obispo Avenue to Grand Avenue- Staff is recommending a designation of NSC-M (5) with a specific implementation measure to pursue pedestrian safety improvements to the corridor in cooperation with Caltrans. This height will help transition to the more intensive land-use pattern proposed for the Traffic Circle.

### *East 7<sup>th</sup> Street*

7<sup>th</sup> Street is a major bus corridor connecting downtown, central Long Beach and CSULB. The SCAG RTP/SCS identifies portions of 7<sup>th</sup> Street roughly west of Orange to the City's western border as within a high quality transit corridor today and the entire corridor as within the projected corridor by 2040 with planned bus transit improvements. 7<sup>th</sup> Street was originally built as a mixed-use corridor and has a variety of goods and services within walking distance of residences. Staff reviewed those portions of 7<sup>th</sup> street originally recommended at three stories or less for additional height and intensity.

St. Louis Avenue to Obispo Avenue– Staff recommends retaining the NSC-M (3) designation in this corridor due the adjacent Rose Park and Rose Park South Historic Districts.

Obispo Avenue to Park Avenue (South Side of the Street) –Staff recommends retaining the NSC-M (3) designation in this corridor for the properties within the Belmont Heights Historic District. Staff recommends a designation of NSC-M (4) for properties not located within the historic district.

Obispo Avenue to Park Avenue (North Side of the Street with areas east of Newport and south of Anaheim) – Staff recommends a designation of NSC-M (4) for commercial areas and MFR-M (4) for the existing multifamily areas.

### *Redondo Avenue*

Redondo is a bus corridor that connects the ocean including hospitality jobs throughout Belmont Shore up to the airport-adjacent industrial corridor along Spring Street. The SCAG RTP/SCS does not identify this corridor as high quality transit today, and the portion south of Pacific Coast Highway is within the proposed corridor by 2040 with

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planned bus transit improvements. Redondo Avenue was originally built as a mixed-use corridor and has a variety of goods and services within walking distance of residences.

8<sup>th</sup> Street to Pacific Coast Highway – Staff recommends increasing intensity along this portion of the corridor to NSC-M (5). Existing buildings on the corridor range from one to four stories, the modest increase to five stories will allow for new housing opportunities along this bus corridor.

Ocean Boulevard to 2<sup>nd</sup> Street – Staff recommends changing the designation for the area within the Bluff Park Historic District from MFR-M (4) to MFR-L (3).

### *Long Beach Boulevard*

Long Beach Boulevard is the major bus and rail corridor through the City of Long Beach. The SCAG RTP/SCS identifies Long Beach Boulevard as an existing (and future) high quality transit corridor from Ocean Boulevard to the SR-91 freeway. At both the February and April 2017 meetings, the Planning Commission confirmed that they did not wish to re-open the Downtown Plan nor the Midtown Specific Plan. Therefore, staff concentrated their re-analysis on areas of Long Beach Boulevard north of the I-405 Freeway.

Wardlow Road to Bixby Road – This area is adjacent to low-scale single-family homes but is also on a large street with bus service and existing buildings ranging up to ten stories in height. This area is within an existing zoning height incentive area and includes major employers seeking to expand their operations. Staff recommends a designation of CC (5) and a new implementation measure to improve Traffic Demand Management (TDM) measures on new office development in order to encourage transit and active transportation use.

Bixby Road to San Antonio – This area is characterized by one and two-story, with the occasional three-story, office and retail buildings. Staff recommends a designation of NSC-M (4) with a new implementation measure to require a ground-floor retail use along this corridor and to improve Traffic Demand Management (TDM) measures on new office development in order to encourage transit and active transportation use.

47<sup>th</sup> Street to 70<sup>th</sup> Street – This area is characterized by strip commercial centers, motels, gas stations and other low-scale auto-oriented uses. In addition to Long Beach transit bus service, connections to the light-rail system, Metro bus system, Carson Circuit (bus) and Torrance Transit can be made via Del Amo Boulevard as well as Artesia Boulevard. Staff recommends a designation of NSC-M (4).

### *Atlantic Avenue*

Atlantic Avenue is a bus corridor and portions are within walking distance of the Metro Blue Line rail system. The SCAG RTP/SCS identifies Atlantic Avenue as an existing (and

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future) high quality transit corridor from Ocean Boulevard to the SR-91 freeway. At both the February and April 2017 meetings, the Planning Commission confirmed that they did not wish to re-open the Downtown Plan nor the Midtown Specific Plan. Therefore, staff concentrated their re-analysis on areas of Long Beach Boulevard north of the I-405 Freeway.

Union Pacific Right-of-Way to 70<sup>th</sup> Street (with Exceptions noted below) – This area is characterized by strip commercial centers, gas stations and other low-scale auto-oriented uses. Numerous Successor Agency parcels are in the development process along this corridor. Staff recommends a designation of NSC-M (4).

Intersections at South Street, Artesia Boulevard – These are bus transfer locations and also activity centers with Houghton Park and Jordan High School. Staff recommends a designation of NSC-M (5) at these hubs.

### *Artesia Boulevard*

Artesia Boulevard west of Orange is a high quality transit corridor today and into the future, but Artesia Boulevard east of Orange is not a high quality transit corridor today nor in 2040 under the SCAG RTP/SCS. The street however recently underwent upgrades to add a separated bike lane and further complete streets improvements are planned along Artesia Boulevard through Compton, Long Beach, Bellflower, Artesia, and Cerritos.

Atlantic Avenue to Cherry Avenue – This area is characterized by one and two-story retail development interspersed with low-scale multifamily housing. Staff recommends a designation of NSC-M (4).

Cherry Avenue to Paramount Boulevard – The area to the north of the SR-91 Artesia Freeway includes a Target-anchored retail center and other commercial uses and staff recommends a designation of NSC-M (4). The area to the south of the SR-91 Artesia Freeway contains a mix of commercial and industrial uses and staff recommends a designation of NSC-M (5).

Paramount Boulevard to Downey Avenue – This area includes two and three story multifamily apartment buildings with interspersed retail and restaurant establishments. Staff recommends a designation of NSC-M (6).

### *Cherry Avenue (North of Union Pacific Right of Way)*

Cherry Avenue is also not a high quality transit corridor today but is by 2040 under the SCAG RTP/SCS for areas south of Carson Street. The northern stretch of the street however is a major opportunity corridor for Uptown Long Beach revitalization. Nearby industrial and neo-industrial sites serve as potential employment locations for future

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residents. Staff recommends a designation of NSC-M (4) with the exclusion of the industrial parcels on the east side of the street.

### *South Street*

South Street is a major east-west corridor through Uptown Long Beach. The corridor is a high-quality transit corridor only west of Orange, both today and in 2040. The corridor does have bus service and is a major opportunity corridor for new housing within Uptown.

Dairy Avenue to Linden Avenue– This area includes one- and two-story apartments, single-family homes and retail structures. Staff recommends a designation of MFR-M (4).

Olive Avenue to Cherry Avenue – This area includes churches, one- and two-story apartments, single-family homes and retail structures. Staff recommends a designation of MFR-M (4) and NSC-M (4).

Downey Avenue to Hayter Avenue (north side of the street) – This site contains a Walmart-anchored retail center. Staff recommends a designation of NSC-M (6).

### *Paramount*

Between South Street, the northern City boundary, Walnut Avenue, and Downey Avenue, several areas are designated as Industrial and Neo-Industrial PlaceTypes. Staff recommends changing the Industrial designations to Neo-Industrial given local support of this PlaceType. Neo-Industrial is intended to support the arts and information age and would support the transition to uses that are more compatible with the nearby residential uses. Neo-Industrial would allow for light industrial activities and office uses, encourage innovative startups and creative design offices, and allow for ancillary retail and commercial businesses that support the Neo-Industrial uses.

### *Pacific Avenue*

Pacific Avenue is the parallel commercial corridor just one-quarter mile west of Long Beach Boulevard. It is part of a high quality transit corridor today and in 2040 under the SCAG RTP/SCS. Pacific is a wide street with a median (PCH to Willow), two travel lanes in each direction and on-street parking. One- and two-story retail and residential uses are found on the corridor. Public testimony at the February 2017 Planning Commission meeting included requests to reduce development intensity along Pacific. The Planning Commission directed staff to take a second look at Pacific but also stated they did not wish to reopen or reduce the Midtown Specific Plan, and reiterated that direction at the April 2017 study session.

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The Midtown Specific Plan includes the east side of Pacific from Spring to Willow as well as the properties on the northeast and southeast corners of the Pacific and Pacific Coast Highway intersection. Both the areas within and outside of the Midtown Specific Plan have experienced very limited recent investment or development. In addition to the oral public testimony regarding Pacific, staff and the Planning Commission also received letters from property owners on the corridor, the Long Beach Chamber of Commerce, Cambodia Town, Inc., and the Regional Hispanic Chamber of Commerce; all the letters expressed concern that the proposed designation for Pacific Avenue was overly restrictive and that more flexibility was needed to spur investment, development and job creation. With this background, staff reviewed the existing conditions, opportunities and constraints for Pacific Avenue.

28<sup>th</sup> Street to 25<sup>th</sup> Street – This stretch of Pacific includes medical office buildings, apartments, a skilled nursing center, medical clinic, pharmacy/convenience store, gas station, childcare center, retail and office uses. Structures range from one to three stories in height. The policy issue for the Planning Commission is whether an area less than one-half mile walking distance from a transit stop, proximate to major medical employers and within a high quality transit corridor, is appropriate for the Transit-Oriented Development PlaceType. Staff recommends maintaining the TOD-L (5) designation.

25<sup>th</sup> Street to 20<sup>th</sup> Street – This stretch of Pacific is the furthest walk (still only one-half mile, typically a 10-minute walk) from the Metro stations; however, it also has bus service. It is characterized by one- and two-story commercial structures with some multifamily housing interspersed in. A high level of vacancy was present during a staff walk of this corridor. South of Hill Street, the residential development to the east and west of the corridor grows in height and intensity. Staff has recommended multiple heights in this location across different iterations of the plan. The proximity to transit, the need for new investment, the width of the street and the overall goals of the plan all point toward greater intensity along this corridor. Staff recommends a designation of NSC-M (4) which would be a step-down from the intensity of the TOD PlaceType to the north and south while still providing sufficient incentive to redevelop and provide new goods, services, housing and employment opportunities to this area.

20<sup>th</sup> Street to Anaheim Street – This section of Pacific contains more multifamily housing ranging up to three stories as well as interspersed retail structures. The character of development to the east and west of this corridor is denser and taller than portions of Pacific further north. This section is walking distance (1/3 mile) from two rail stations and provides residents with access to goods, services and restaurants within walking distance. Staff recommends retaining the TOD-L (5) designation.

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### *Wardlow Blue Line Station*

Public testimony and Planning Commission comments questioned the appropriateness of the TOD-L (4) designation around the Wardlow stop of the Metro Blue Line. Staff did walk the site and re-examine the opportunities and constraints of this site. The TOD designation in this area has already been adjusted to avoid R-1 single-family zone parcels, this is why the TOD PlaceType shape includes less than a full one-quarter-mile radius of the transit station. Existing uses include multifamily structures, retirement communities and a six-story affordable senior living facility that will actually become non-conforming as over-height under this plan. Retaining the TOD –L (4) designation with adjusted boundaries to include the R-4-R and R-4-N properties erroneously labeled as neighborhood on the February and April 2017 maps, is recommended by staff. In order to achieve the State and local goals of reducing greenhouse gases through active transportation and transit, it is not responsible to further reduce intensity at this light-rail station.

### Conclusions

Any changes from the February 2017 maps presented to the Planning Commission may require additional CEQA review. In order to minimize costs for redundant or repeated environmental analysis, it is imperative that the Planning Commission give staff clear direction on the proposed PlaceType map changes. Staff hopes to embark on any required subsequent environmental review and return to the Planning Commission in the late fall for final approval of the General Plan Land Use Element and Urban Design Element. Staff has been directed by the City Manager, City Council and Mayor to complete this project by the end of the calendar year.

If you have any questions regarding this matter, please call Christopher Koontz, Advance Planning Officer, at (562) 570-6288.