

CHAIR AND PLANNING COMMISSIONERS

December 11, 2017

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Goal	Number of Respondents Who Strongly Agree or Agree	Percent of Respondents Who Strongly Agree or Agree
Buildings, Sustainable Landscaping and Wetlands Restoration		
Providing Healthy and Active Neighborhoods Through Healthy Food Options and Safe Walking Paths in Every Neighborhood	164	43%
Creating Shared Economic Prosperity, New Jobs and Educational Opportunity	126	33%

When asked “Think about yourself, your family, or your friends who plan to stay in Long Beach through 2040, what would make the City more appealing for them?”, 73.81% of respondents selected “strong, single family neighborhoods.” The next most commonly selected option, at over 50%, was “trails, open space and recreational uses”. At only 8.73%, the fewest number of respondents selected “Nothing- things should stay as they are today.” This shows that although there is disagreement about how Long Beach should change between now and 2040, over 91% of survey respondents agree that things will indeed need to change.

Table 11. LUE/UDE Survey #2 Responses to What would make the City more appealing

What would make Long Beach More Appealing through 2040?	Percent Who Agree
Strong, single-family neighborhoods	74%
Trails, open space, and recreational uses	50%
Additional local job opportunities	26%
Entertainment venues, movie theaters, museums and gathering spaces	24%
Pedestrian and bicycle infrastructure	23%
Other (please specify)	21%
New restaurants	20%
Close and easy access to transit (trains and buses)	19%
New retail options	16%
More housing choices	15%
Apartment/condo options close to retail and restaurants	15%
Nothing – things should stay as they are today	9%

Major Themes from Stakeholders: A number of misconceptions were circulating through various internet social media platforms during this period regarding the Land Use Element. These misconceptions involve several recurring themes. While widely believed by some stakeholders, these misconceptions are not based on fact. The City published a Misconceptions document to help clear up this misunderstanding. The following are some of the major themes:

- *Height near single-family neighborhoods is unacceptable as it will negatively impact single-family properties with shade, parking, ocean views and breezes, traffic, and privacy.*
- *Introducing rental and multi-family units into a mostly owner-occupied area will result in destabilizing the neighborhood with negative impacts including decreases to property value and increased crime.*
- *The City's infrastructure cannot accommodate any additional building or population growth. If we stopped building, people would stop moving here.*
- *New development will be full of low-income, Section 8 housing units that will destroy neighborhood character. This is our community; we do not need to listen to what Sacramento, SCAG or anyone else tells us to do. There are no real consequences; we can simply opt out. Because of SB35, we should not change any zoning or General Plan designations.*
- *Mixed-use development will mean that I am no longer able to shop where I want to, the way I want to today. Amazon has not changed the way I shop or how my neighborhood functions.*
- *What we need most is more parking, not bikes, transit, or new development. People drive and that's the way it will always be.*
- *This is the first time I am hearing about this; the City has not done enough engagement.*
- *I simply do not trust City staff to make these decisions that will impact my community.*
- *I like the positive changes in Long Beach over the past 10 years, and I'm excited for what's in store for the future.*
- *We should be planning for all people in this City.*
- *Housing affordability is the number one concern for many stakeholders and most renters we spoke to.*
- *Displacement concerns from many renters.*
- *The following pages include these commonly expressed misconceptions with Staff's responses during and after the workshops.*

D. Public Engagement Summary

The overall engagement process was developed with the understanding that different backgrounds have historically experienced government and public processes in different ways, creating a need to conduct targeted outreach for hard to reach communities. 122,129 of Long Beach residents are Foreign-Born (US Census, 2015), and Long Beach has the largest Cambodian population outside of Cambodia, and over 72,000 residents born in Latin America. Individuals born in other countries have experienced government differently and therefore often have different comfort levels with government, particularly those from countries run as dictatorships. The OPR guidelines call out the importance of

understanding cultural norms, and notes that factors such as age, socioeconomic status, fear or distrust in government, predominant language spoken, literacy levels, or lack of comfort having dialogue recorded, must all be considered when developing a variety of public engagement methods to meet the needs of diverse populations. This includes meeting people where they are, both physically (such as through pop-up events and attending existing meetings) and in terms of how much people are able to engage in the process. For example, a working person might not have time or capacity to attend a several hour town hall-style meeting, but he or she could perhaps stop by a table for five minutes to give feedback, or complete an online or phone survey. Many people have busy schedules and lives, but lack of time to participate in a traditional meeting is a particularly critical issue for those most impacted by the housing crisis, given that it takes working three full time jobs at the minimum wage to afford rent for an average two-bedroom apartment in Long Beach.

It is not possible to reach every resident of the City or for an engagement process to be executed perfectly such that all resident's competing needs and desires are met evenly. Despite this, OPR expects a variety of opportunities for reaching a representative cross-section of people in ways that are culturally, technologically, and linguistically accommodating. The process in this case has been comprehensive and has reached a more than representative sample of the City's residents. This major planning effort involved over 150 community meetings with more than 55 meetings since March of 2016; surveys and research; population, traffic and economic modeling; as well as multiagency review and coordination to create the plans.

The purpose of outreach within a General Plan context is to inform the public of the planning exercise, validate data and assumptions about the City and provide a collaborative forum to devise goals and policies to meet statutory, planning and community needs. It is not possible to reach every resident of the City or for an outreach process to be executed perfectly such that all resident's competing needs and desires are met evenly. The process in this case, however, has been comprehensive and has reached a more than representative sample of the City's residents. The educational component of the outreach process, alongside the policy refinement portion can continue, but it is appropriate at this time for the Planning Commission to move forward with recommending PlaceType maps to the City Council. A list of all the major meetings held since early 2016 is found below:

Table 12. Summary of 2016-2017 Outreach Meetings

Date	Meeting	Council District
3/30/2016	CD7 Meetings @ Veterans Park	7
6/8/2016	Belmont Heights Community Association	3
6/20/2016	Jane Adams Neighborhood Association	8
7/15/2016	Peninsula Improvement Committee	3
8/11/2016	Alamitos Beach Neighborhood Association	2
8/24/2016	Lakewood Village Neighborhood Association	5
9/7/2016	Coalition of Business Association (COBA) Long Beach	All
9/7/2016	Long Beach Rotary	All
10/1/2016	Belmont Heights, Rose Park, Hellman Districts	2,3

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10/6/2016	PC Study Session	All
10/13/2016	Cal-Heights Neighborhood Association	7
10/19/2016	Willmore City Heritage Association	1
10/27/2016	CD3 Town Hall - Rogers Middle School	3
10/28/2016	Safe Long Beach Coordination Team (leadership group)	All
11/2/2016	Citywide Open House	All
11/14/2016	Wrigley Association	7
12/1/2016	Safe Communities Workgroup of Safe Long Beach	All
12/5/2016	CSULB Student Focus Group	3
2/6/2017	PC Hearing	All
3/1/2017	Coalition of Business Association (COBA) Long Beach	All
3/9/2017	Meeting with East Yards for Environmental Justice	All
4/6/2017	PC Study Session (Michelle Obama Library)	All
5/11/2017	PopUp #1-- Outside Guanabana	7
5/12/2017	PopUp #2-- Dana Library	7
5/12/2017	East Yards for Environmental Justice	All
5/13/2017	PopUp #3- Steelhead	7
5/15/2017	PopUp #4- Wardlow Metro Station	7
5/30/2017	Wrigley Focus Group #1	7
6/1/2017	Wrigley Association opponents (in office meeting)	6
6/5/2017	Wrigley Focus Group #2	7
6/6/2017	CSULB Students and Faculty	All
6/7/2017	Housing and Homeless advocates	All
6/9/2017	CD5 Open House	5
6/12/2017	Wrigley Focus Group #3	7
6/13/2017	CC Study Session	All
6/15/2017	PC Study Session	All
7/17/2017	AIA South Bay/Long Beach Board	1, citywide
7/19/2017	Bixby Knolls BID	6,7
7/27/2017	Recreation Park Neighborhood Coalition	4
8/17/2017	PC Hearing	All
9/15/2017	Real Estate Industry Forum "The Truth about the Land Use Issue in East Long Beach"	5
9/16/2017	Latinos in Action Health Fair	1
9/20/2017	El Dorado Park Estates Community Meeting	5
9/26/2017	East Anaheim BID	4
9/30/2017	Citywide LUE Workshop #1 at Vets Park	6, citywide
10/4/2017	Citywide LUE Workshop #2 Workshop, Whaley Park	4, citywide
10/4/2017	COBA (Business Improvement Districts)	8, citywide
10/6/2017	First Fridays in Bixby Knolls	8, citywide
10/9/2017	Coalition for a Healthy North Long Beach	9
10/10/2017	Homeless youth focus Group/ LB Center	2, citywide

10/14/2017	Citywide LUE Workshop #3, Best Western Golden Sails	3, citywide
10/18/2017	Naples Business Association	3
10/18/2017	Health Equity Community Groups Meeting	citywide
10/18/2017	Citywide LUE Workshop #4 Sherer Park	8, citywide
10/13/2017	Commercial Real Estate Brokers	5, citywide
10/11/2017	Bicycle Roundtable	2, citywide
10/23/2017	LBCC Students	5, citywide
10/25/2017	LGBT Seniors	2, citywide
10/28/2017	OLOC – Older Lesbians Organizing for Change	7, citywide
10/28/2017	Beach Streets	8/9, citywide

More details on the full community engagement process since 2004 can be found in the General Plan Update Community Engagement Summary document, a 96-page document summarizing the community engagement strategy, methods, outputs and outcomes. All public comments received through November 9, 2017, and full survey results for the three General Plan Update surveys conducted in 2017, are included in the appendix to Exhibit A.

III. THE NEED FOR NEW HOUSING

Some of the public outreach responses questioned the need for change from existing plans. Certainly, the City is already an award-winning place to live, work and play, thus questioning the need for change is natural. The Plan seeks to strategically retain the City's positive assets while also anticipating, adapting to and shaping future change. Some degree of change is inevitable. Cities and States do not control human population growth, nor the economy or changes in human behavior, but they do have a special ability to influence the ease with which the population can adapt to those changes and the quality of life experienced by current and future generations. Unlike most items presented to the Planning Commission, the General Plan is, by definition, focused on the medium- and long-term future rather than the present. There are however immediate pressures regarding jobs, housing and mobility that also inform the development of goal, policies and recommendations in the Plan.

The City has a certified Housing Element and pursues all available funding sources to build affordable housing and has met every legal obligation related to housing. Despite these facts, two significant housing issues face the City and its residents: 1) underproduction of new housing to meet current and projected population growth and 2) aging of the existing housing supply. Through the Housing Element process, the City is assigned its "share" of regional housing needs (it "RHNA"). The City's RHNA for the 2014-2022 planning period is 7,048 (approximately 783 per year) units. The City has put into place zoning policies which allow construction of those units to occur. While Housing Element law does not require that this level of units actually be constructed but rather simply accommodated in zoning, it is noteworthy that the City has not met its RHNA goals in recent years and even recent robust years of housing starts fall short of the 783 units per year goal. During the prior RHNA period (2006-2013) the City met approximately 22% of its RHNA goal.

Figure 2, City of Long Beach New Housing Units 2006-2016



Source: Building Permit Issuance (2016), Annual Housing Element Progress Reports 2006-2015

Housing production levels are a complex function of macroeconomic forces, local capital availability and deployment, availability of developable land, rental rates, built housing supply and demand, governmental land-use controls, entitlement risk and other factors. With the end of redevelopment in 2012, all California cities lost their ability to directly assemble land and provide capital directly to produce desired housing projects. In Long Beach, the Successor Agency is in the final stages of disposing of the City's land holdings, and the City will have largely exhausted the ability to match housing developers with development sites by 2018. The City does have access to very limited State and federal funds that provide subsidies for the construction of income-restricted affordable housing. The future availability of these funds is unknown at this time.

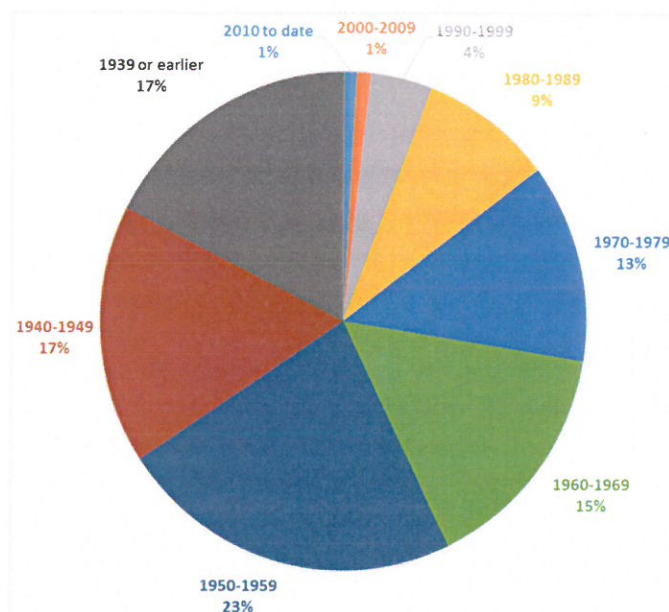
What the City does have continuing control over are land-use controls and the entitlement process. The LUE continues the goals, policies and expectations found in the Downtown Plan (PD-30) and Midtown Specific Plan (SP-1) with an expectation of locating housing in proximity to walkable streets and transit. Recognizing the acute need for housing, the LUE also proposes modest increases in height and intensity along commercial corridors as well as within existing multifamily neighborhoods. As a built-out City, Long Beach can only accommodate housing production through the use of underutilized or vacant lots and through the redevelopment of existing sites to greater levels of intensity.

Commercial corridors such as 7th Street, Atlantic Avenue, Artesia Avenue and Anaheim Street were originally built as mixed-use corridors. Some of the remaining buildings reflect this development pattern with shops on the ground floor and apartments, lofts or condos above. During the post-war period, planning moved away from this model and the City's current General Plan and zoning prohibit new mixed use on most of the commercial corridors outside of Downtown and Long Beach Boulevard. Allowing a return to a mixed-use style of development, with appropriate provisions for quality design and transitions between the corridors and adjacent neighborhoods, is an important component of

increasing the opportunity for housing production as well as creating more sustainable, walkable, complete neighborhoods.

With limited exceptions (Exhibit B), the existing structures in Long Beach were largely built between 1900 and 1942 (North, Central and West Long Beach) and between 1943 and 1968 (East Long Beach). Some of these older properties are historic gems and will continue to be protected under the City's Cultural Heritage Ordinance. Many of these older structures, however, have regrettable designs, were built with inadequate or no parking, and have not been maintained up to today's habitability standards for healthy and comfortable living. This is an issue for both the availability and quality of the City's housing stock and also for sustainability.

Figure 3, Age of Housing Stock in the City of Long Beach



Source: Long Beach Housing Element, Building Permit Issuance

Buildings account for 72 percent of electricity use and 36 percent of natural gas use in the United States (United States Department of Energy, 2008). Older structures consume significantly more energy, and energy efficiency per square foot improves by one percent or more in most years as construction methods, appliances and lighting improves (International Energy Agency, 2007). Failure to upgrade, redevelop and increase the existing housing stock will result in residents paying higher utility bills, creating greater greenhouse gas emissions from energy consumption, and diminished habitability from the natural aging and obsolescence of the housing.

The Housing Element notes that housing over 30 years in age is likely to need rehabilitation or upgrades. Housing over 50 years of age may require total replacement. More than 58 percent of the City's housing stock is over 50 years of age and a full 87 percent is over 30 years of age. According to the Housing Element analysis 1,418 of these units are estimated to be in poor condition.

In addition to total housing production, the age of the housing stock, and sustainability, the City also faces issues related to housing affordability. In Long Beach more than 56 percent of residents are housing burdened, meaning they spend more than 30 percent of their household income on housing costs. Expanding the housing supply through private development is an important ingredient to improving housing availability and affordability. It is in due consideration of these facts that the LUE seeks to increase the supply of housing.

IV. 221,901 EXISTING LONG BEACH RESIDENTS (47%) ARE COST-BURDENED, SPENDING MORE THAN 30% OF THEIR INCOME ON RENT OR MORTGAGE

The primary need for new housing production is not driven by population growth but rather fulfilling the needs of existing residents. The City has consistently under-produced housing since 1989, however population has continued to increase. As a result of constrained supply and growing demand, 47.2% of Long Beach households are cost-burdened with 24.3% (114,241 persons) severely cost burdened. The City is unfortunately a statewide leader in housing unaffordability with cost burden exceeding factors seen even in the Bay Area and Silicon Valley.

All types of housing must be produced for all types of families in order to meet the City's legal, planning and ethical obligations related to housing. The City's housing shortage is not an issue solely of subsidized affordable housing but rather is a mismatch between supply and demand including a major shortage of moderate and market-rate housing.

The City cannot manufacture new land; therefore, the only way to accommodate additional housing is to make better use of underutilized and vacant sites while accommodating modest increases in height and intensity. The Land Use Element recognizes that new housing will primarily occur downtown (PD-30) and along the Long Beach Boulevard transit corridor (Midtown Specific Plan) but in order to fully meet our housing obligations, and provide families housing choices including in all types of neighborhoods, some housing production is required throughout the remainder of the City.

V. 56,883 (12.2%) EXISTING LONG BEACH RESIDENTS (12.2%) LIVE IN OVERCROWDED CONDITIONS

Constrained housing supply increases costs for existing families and also directly leads to overcrowding. When housing costs rise, families combine, individuals delay living without roommates and families make other detrimental decisions in order to obtain housing. This has led to 12.2% of Long Beach residents experiencing overcrowding, consisting of 16.2% of renter households and 6.1% of homeowner households. A subset of this population is severely overcrowded with 4.8% of Long Beach households, 6.9% of renters and 1.6% of homeowner households experiencing severe overcrowding. This overcrowding leads to discomfort, impacts on physical and emotional health, poor performance of employees and students as well as safety and public health issues that impact the larger City. This situation cannot be remedied without substantial new housing production. Approximately 1,000 housing units per year through 2040 are needed to alleviate overcrowding and affordability impacts on existing Long Beach residents.

Los Angeles researchers found that "several dimensions of children's wellbeing suffer when exposed to crowded living conditions even after controlling for socioeconomic status. The negative effects on children raised in crowded homes can persist throughout life, affecting their future socioeconomic status and adult wellbeing." (<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3805127>) Families who cannot find quality and affordable housing move frequently (Attendance Works, 2012; Seeley, 2008; Walls, 2003)]. Parents work longer hours to pay rent, and students struggle to find adequate transportation to school (Attendance Works, 2012; Chhang, 2012). The cumulative impacts of these and other social, economic and environmental health burdens increase stress and community level trauma, increasing rates of chronic diseases such as heart disease and diabetes.

The good news is that existing plans (PD-30, Midtown and SEASP) combined with the Land Use Element provide the City a pathway to relieving overcrowding and easing cost burdens citywide gradually over 23 years. One potential scenario for achieving the needed 28,524 units is set-forth below:

Table 13. Anticipated Housing Needs

Units Needed to Address 12.2% Overcrowding (HUD)	21,476
RHNA (SCAG/HCD)	7,048
Total Housing Units Needed	28,524
Downtown Plan Accommodated Growth	5,000
Midtown Plan Accommodated Growth	3,619
SEASP Accommodated Growth	2,584
Accessory Dwelling Units (100/year)	2,200
Total Already Accommodated Growth	11,203
Needed (LUE) Additional Housing Accomodation	17,321

Source: HUD AFH, Housing Element, Development Services Staff Analysis

VI. THE CURRENT GENERAL PLAN RESULTS IN A LACK OF NEW HOUSING OPPORTUNITIES THAT DISPRAPORTIONATELY IMPACTS LOW-INCOME FAMILIES AND PEOPLE OF COLOR

The current General Plan and related Zoning Ordinance result in a consistent under-production of housing, particularly new multifamily housing units. The United States Department of Housing and Urban Development (HUD) recently noted in response to the City's Assessment of Fair Housing (AFH) report that patterns of segregation and disparities in access to opportunity match patterns in the distribution of different types of housing. The City's policies governing land use are an important factor contributing to the distribution of different types of housing, since they set the ground rules for housing development by the public sector and private market alike. Elements of the City's zoning and land use policies appear to hamper Long Beach's efforts to *affirmatively further fair housing* and may have a discriminatory impact. As low-income families and persons of color are less likely to be

homeowners, the provision of new, quality rental housing impacts those families more than it does higher income or white families. A copy of the AFH is included as Exhibit C.

The Land Use Element before the Planning Commission seeks to expand housing opportunities for all families. It does so primarily through expansion of housing in the City's already most diverse communities such as Downtown and the Long Beach Boulevard corridor. It is important however that some amount of new housing be permitted in the City's communities with the highest access to opportunity, such as East Long Beach. In 2015, the Los Angeles County Department of Public Health published a report on the importance of housing as a significant social determinant of health for LA County residents. A growing body of research shows that your zip code has a greater impact on health outcomes than your genetic code. For example, in the 4.2 miles it takes to travel from the Long Beach Department of Health and Human Services office to Long Beach City Hall, the average life expectancy drops from 82.6 years in the 90815 zip code, to 75.2 years in the 90802 zip code. This represents more than a seven year difference in life expectancy across just four miles; seven years is the same difference in average life expectancy when you compare the average United States life expectancy to the countries of Belarus, Guatemala, or Moldova according to the World Health Organization.

How much housing can be built, where it can be located, its proximity to jobs, healthy and safe neighborhood environments, retail and shopping needs, transit and quality schools, are all dictated by the Land Use Element of a City's General Plan, so this issue is a vital public health concern for the City. An abundance of research connects such neighborhood-level factors to health behaviors and preventable health outcomes related to heart disease, obesity, and diabetes. To give an example of this neighborhood-level disparity, Long Beach's green space varies greatly by zip code. The 90813 zip code (West and Central Long Beach) has 0.26 acres per 1,000 people, while 90808 (East Long Beach) has 19.21 acres per 1,000 people. A lack of green space not only limits opportunity to be physically active, which increases risk of chronic diseases, but it also impacts air quality. Those same parts of Long Beach with the least access to greenspace also face significant environmental health burdens such as lower air quality near freeways and emissions sources like the Port of Los Angeles. Those environmental health burdens have greater impacts on transit-dependent populations who walk, bike and get their exercise outdoors, as well as youth of color that are disproportionately located in high-pollution areas. Asthma hospitalization rates are more than triple in North, West, Central, and Southwest Long Beach as compared to other parts of the City. In adults, living in a high-pollution area is associated with higher rates of lung cancer, heart attacks and respiratory disease. More information on these concerns and the citing of research can be found in Exhibit D.

Portions of East Long Beach contain very little rental housing. These same areas exhibit very limited racial and income diversity. This is the result of past discriminatory practices in lending combined with low housing turnover and nearly no new construction of housing. Existing commercial parcels in the Eastside can be redeveloped into mixed use over time to ameliorate this condition without any infringement or change to the established surrounding single-family neighborhoods. The provision of new high-quality multifamily housing provides families with housing choices as well as a safe, dignified homes. Provision of housing in areas that were historically subject to redlining and other discriminatory practices can help bring all the City into compliance with the goals and

requirements of Fair Housing. Staff has reduced heights and mixed-use opportunities sites throughout the Eastside in response to public comments and concerns. It is important to retain the remaining opportunity sites in order to address this critical equity and fair housing issue. The Eastside is also a jobs center, meaning there is even more reason to provide additional housing for those who work there. It has clusters of low- and moderate-wage jobs that draw workers from less affluent neighborhoods of the City. Therefore, increasing housing opportunities for workers to live closer to their job centers in East Long Beach actually helps everyone by minimizing traffic, congestion and Vehicle Miles Traveled (VMT) in the region.

VII. THE NEED FOR ECONOMIC DEVELOPMENT

The General Plan is based on a vision of bringing great neighborhoods with housing, goods, services, employment and public open space all together in one community. The creation of jobs and economic activity is in many respects an even larger challenge for Long Beach than creation of new housing.

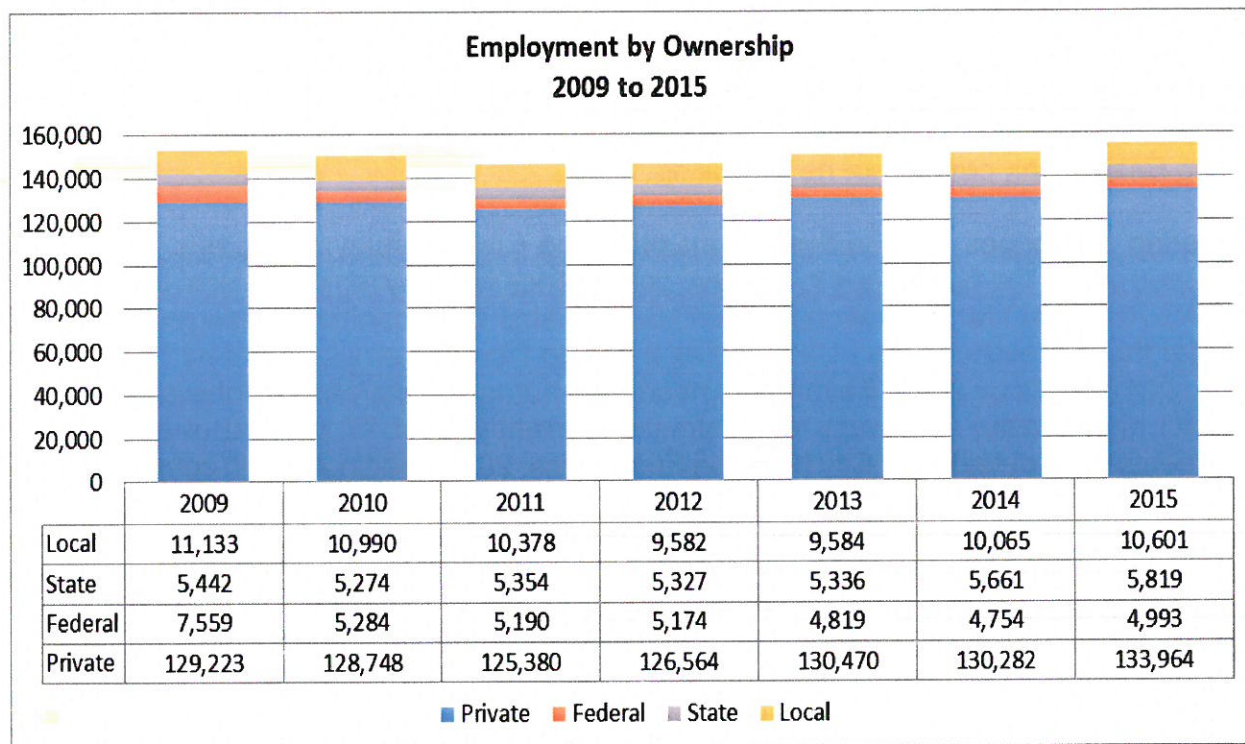
Differing challenges exist to the expansion of the City's employment base. The LUE is required under the Guidelines to achieve consistency with any regional plans, including the SCAG Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS). Under these provisions the LUE includes a goal to increase employment by 18.6 percent from 2012 levels by 2040. Beyond the need for a numerical increase in jobs is the need to attract high-quality, high-wage employment. Currently, over 77 percent of Long Beach residents work outside the City (Beacon Economics, 2016) leading to high commuting time and costs, and associated greenhouse gas emissions. Additionally, while employment within Long Beach has increased 3.7 percent since 2009, it has lagged behind the statewide growth rate of 12 percent (Bureau of Labor Statistics, 2016) and regional growth rate of 7.6 percent (CA EDD, 2016). Recent employment levels are shown in Figure 4 of this report.

Facilitating 28,511 new jobs and shifting employment to the needs of City residents is not possible within the confines of the current Land Use Element adopted in 1989. The proposed Plan enacts changes in order to meet this employment goal. Staff from the City's Economic Development Department and Beacon Economics preparing the City's Economic Development Blueprint contributed to the review and creation of portions of the LUE. Upon completion, the Economic Development Blueprint will be an essential tool to implement the Plan.

The Plan starts by building on what is already working, encouraging the full buildout of Douglas Park. The creation of industrial jobs, be they manufacturing, product design and development, technology parks or new investments in older industries such as oil and mineral extraction, provide good wages and a pathway into the middle class for workers. Douglas Park represents the largest source of new employment in the City looking forward from today to 2040. The City has a dual task of providing jobs for new residents but also rebuilding the employment base from the decline in aerospace jobs over time including the most recent loss of Boeing's C-17 facility.

The Port and associated trade and logistics business will remain the foundation and key contributor to the Long Beach economy. As the Port continues to modernize and expand, becoming the greenest port in the world and exceeding its own standards for sustainability, there is an opportunity to build the green economy in some of the industrial areas beyond the Port. Sites in North Long Beach, as well as Zaferia and the Magnolia Industrial Group area have the opportunity to transition over time to a new Neo-Industrial PlaceType.

Figure 4, Recent City of Long Beach Employment Levels

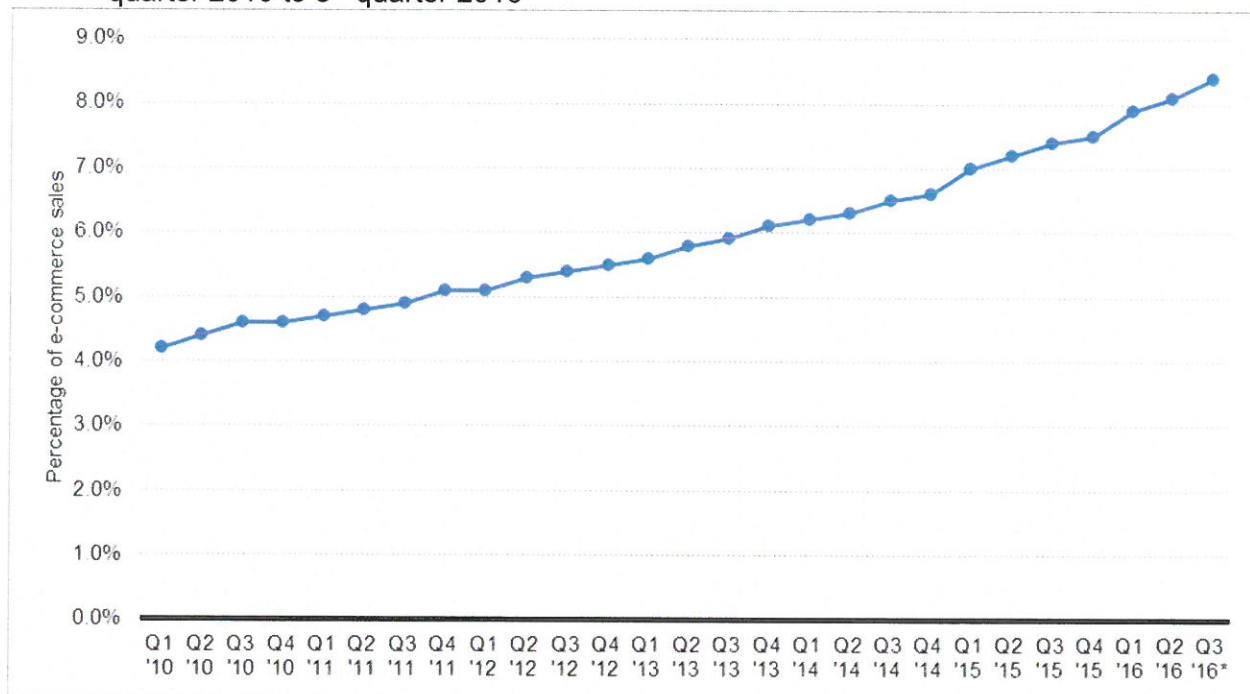


The Neo-Industrial PlaceType blurs the lines between office and industrial in a fashion reflective of today and tomorrow's tech and creative economy. The multifaceted idea behind this PlaceType is to create interesting spaces for new-technology jobs all while reducing environmental impacts as these sites are located proximate to residents and recreational open-space. Change will occur over time and existing industrial users will maintain nonconforming rights to remain in these locations if they wish.

The retail landscape has also completely evolved since the adopted 1989 Land Use Element took effect. In 1990 the first internet web browser was invented; today more than 8 percent of retail sales occur online. Nationwide, the demand for retail square-footage on a per-capita basis is declining (Newmark Grubb Knight Frank, 2016). Where retail has been successful in attracting and retaining customers has been experiential retail centers where shopping is offered alongside entertainment, gathering space and programming. Downtown Disney in Anaheim (2001), the Grove in Los Angeles (2002), the Americana in

Glendale (2008), and Playa Vista Runway (2016), are some of the better known examples of this new type of shopping.

Figure 5, Quarterly share of e-commerce sales of total U.S. retail sales from 1st quarter 2010 to 3rd quarter 2016



Source: Statista 2016 E-commerce in the United States – Statista Dossier

Development Services is beginning to see requests for similar lifestyle or experience retail development in Long Beach, including the Long Beach Exchange in Douglas Park, as well as tentative plans for former Successor Agency parcels in Downtown and North Long Beach that are all responsive to this trend in consumer preferences. The Plan makes room for such development within the Community Commercial, Downtown and Regional Serving Facility PlaceTypes. It is also anticipated that the type of retail within Neighborhood Serving Centers and Corridors will evolve, as the stand-alone strip mall continues to decline and mixed-use development returns to these parts of the City.

The LUE supports entrepreneurship, whether it is an app-developer living in a mixed-use building downtown or the maker of 3-D printed surgical parts operating out of a Neo-Industrial space. Flexibility, diversity and forward thinking are pillars of the economic strategy in the Plan. The Plan seeks to grow an equitable, green and tech economy. Sustainability and economic development are linked within the Plan. Improvements in energy consumption can improve efficiency and reduce costs for Long Beach firms. The creation and implementation of a Climate Action and Adaptation Plan (CAAP), as required under the LUE implementation chapter, is not just an ability to reduce greenhouse gas emissions, if executed as planned it is also an opportunity to bring green jobs to Long Beach through the manufacture, installation and service of green technology that will become part of all public and private lines of business.

VII. MISCONCEPTIONS REGARDING THE PLAN

A number of misconceptions have been circulating through various internet social media platforms regarding the Land Use Element. These misconceptions involve several recurring themes: parking, low-income housing, crime, views, property values and “opting-out” of growth. While widely believed by some stakeholders these misconceptions are not based on fact or accurate assessments of statewide regulations. The Department published a Misconceptions document (Exhibit A) to help clear up this misunderstanding. Despite staff’s efforts, many of these misconceptions remain within the public discourse and are reiterated in public comments regarding the Plan.

The first major misconception held by the public and propagated on the internet is that the PlaceType and Heights Map (Exhibit E) are final and cannot be changed. Across the four workshops and throughout social media stakeholders claimed that the maps were fixed. In reality the maps are based on existing built land-use patterns, roadway and public-transit corridors, expected growth and planning best practices. The maps have been adjusted based on the public outreach, including height reductions throughout the City as height was the most common issue of concern in the written public responses.

The second major misconception is that communities will start seeing new buildings almost immediately after the adoption of the Plan. While immediate construction would likely be a comfort to the 56,833 residents experiencing overcrowding and 221,901 experiencing high housing cost-burdens, it is not the case that the Land Use Element will lead to immediate increases in building activity. What is currently before the Planning Commission is a recommendation on the PlaceTypes and Heights map. If that map is approved and the City Council concurs, staff will then update the Program Environmental Impact Report (Program EIR). The Plan will then return to the Planning Commission and ultimately the City Council for a final vote. After the approval, staff will begin a five-year implementation period to update the City’s Zoning Ordinance and zoning map. These zoning updates are subject to their own public hearing process before the Planning Commission and City Council. After the zoning is updated, it is dependent on transaction in the private marketplace for developments to be designed and proposed. Once a development is proposed, project-level environmental review is conducted and entitlements are reviewed. Small projects are reviewed by the City’s Site Plan Review Committee and larger projects by the Planning Commission. The entitlement process typically takes one year but is longer for more complex projects. Once an entitlement is approved, the developer secures financing and prepares construction documents – typically a one- to two-year process. Construction is typically a two-year process. Typically, a development project takes five years from initial acquisition of the property to occupancy for sale or lease. Many projects that are proposed never make it all the way to construction.

The third major misconception is that if the Plan is adopted then a community’s favorite shopping center will be replaced with housing. Long Beach has many retail centers, some of which perform very well and others which are struggling. The more successful centers are likely to continue as purely-retail centers so long as it is profitable to the retailers and property owner of the center. Other properties may be redeveloped consistent with the proposed mixed-use PlaceTypes in the Plan. In the case of these redevelopment scenarios new construction will still include retail uses, just in conjunction with other uses instead of

the previous pure-retail use. Changes in shopping patterns and internet commerce will continue to impact shopping centers with or without adoption of the Land Use Element. There will however always be a need for food uses, services such as hair and nail salons and personal services such as optometrists and chiropractors. These uses and any other viable commercial uses can and will be accommodated in the mixed-use approach in the plan.

A fourth misconception includes the belief that new high-rise buildings will be built everywhere, including in single-family neighborhoods. A two-story height limit is maintained in single-family neighborhoods (with the exception of the Peninsula, three-stories at their request, and a single-story limit within the Ranchos neighborhood). High-rises will not be allowed in single-family neighborhoods. The plan allows for sustainable growth in Downtown and along Long Beach Boulevard, with low-, mid-, and some high-rise buildings, where appropriate. Other areas of the City, such as Artesia Boulevard in North Long Beach or 7th Street through Central Long Beach, could see new mixed-use structures over time. These structures could be three, four or five stories in height. While these buildings may be taller than others on these streets, they will not be high-rise or tower structures. One of the main goals of this Plan is to improve housing supply, giving people new opportunities to live in a comfortable apartment or buy a condo, all while making this City more livable, walkable, enjoyable and preserving existing single-family areas without change from how they exist today.

The idea that the plan does not require any new parking for development is another misleading narrative. In reality the General Plan is not the Zoning Code and does not regulate parking. All new developments must provide parking to be in accordance with zoning requirements, and the Land Use Element does not change any parking regulations. In fact redevelopment in parking constrained areas will actually improve the parking situation. Development prior to the 1960s was not required to add sufficient parking (there was no parking requirement at all before 1952 and parking requirements have evolved over the past decades) but new development must meet current City codes including off-street parking. For example, an apartment building with five units and no parking could be replaced with an apartment building with ten units and 25 parking spaces. This would remove up to 11 existing cars from the street and provide five families (plus the five replacement units) with new high-quality housing options, all with available off-street parking.

Another common criticism and misconception is that the Plan is a return to the cracker box construction phenomenon of Long Beach's past. During the 1980s the City of Long Beach made a series of damaging and poor decisions that upzoned single-family neighborhoods allowing for the construction of low-quality apartment buildings in and adjacent to single-homes (this phenomenon is also known as cracker boxes). These public policy mistakes left lasting effects on the City of Long Beach. The proposed Land Use Element takes a completely different approach. Single-family areas (referred to as Founding and Contemporary Neighborhood PlaceType in the Plan), account for more than 34 percent of the City's land area and will not be changed. The plan does allow for modest growth in other areas, such as along commercial streets, in Downtown, near transit stops, and at large shopping centers. In order to shape this new development, the Plan includes a proposed

Urban Design Element that will hold all new developments to very high standards of design and quality.

The seventh major misconception is that the Plan is based on the idea that people will only walk, bike, and use public transit. The General Plan, like the existing Mobility Element, is about giving people choices and making it easier to choose a healthier and sustainable lifestyle. Long Beach continues to improve transportation options, such as making the Metro system safer for riders or through the City's Bike Share program. The goal over time is to have people choose more often to walk, bike, take the bus, or use a rideshare service. Another aspect of this goal is to improve mobility for the existing 10 percent of Long Beach households that do not have access to a private automobile. The Plan is also realistic and recognizes many residents and visitors may continue to drive, and that is why accommodations for cars, bikes, transit, and pedestrians are all made in the Plan.

The idea that that City does not have a housing shortage is the eighth common misconception. While a very modest amount of growth is projected into the future, the primary need for new housing relates to existing overcrowding and rent burdens. While many workshop attendees expressed continued skepticism regarding this fact, the housing shortage and associated impacts are likely more familiar to the nearly 60 percent of Long Beach residents that rent their home.

The City is seeking to forcibly destroy churches and replace them with high-density housing is the ninth common misconception. The City respects all religious institutions; they are a part of the glue that holds our community together. The City is legally prohibited from using eminent domain against any owner of land for the benefit of new private development. While the City anticipates that all religious institutions will remain operating in their current locations, the Plan provides individual property owners with the opportunity and flexibility to move, sell or redevelop if they choose.

Another common comment and misconception is the idea the community would benefit more from keeping the current plan in place. The existing Land Use Element was last updated in 1989 and only forecasts up to the year 2000. Without a revised General Plan, the City cannot set new goals to improve the community. A failure to update the Plan does not mean there will be a suspension of new development; it means population growth will continue to occur, but in a haphazard manner because development will be processed without a clear master plan.

That misconception is related the next, that if no action is taken, there will be no change in the City and people will not move here. We know this is not true because over the last twenty years the City has consistently underproduced housing. However, residents have continued marry and have children and new residents have also moved into the City despite rising rents and overcrowding. These trends will continue but with adoption of the Plan we have the opportunity to plan for these changes and provide improved housing opportunities to Long Beach families.

Misconception twelve was very popular at the recent workshops, that this Plan is part of a statewide plot to override zoning and force neighborhoods to accept low-income residents. The General Plan contains clear development policies and includes height restrictions

throughout the City. The vast majority of new housing built over time will be market-rate housing for a variety of family types.

The thirteenth major misconception involves the idea that insufficient infrastructure exists for new development. The City is currently making historic levels of investment to upgrade the City's infrastructure for the benefit of existing residents, thanks to residents' support of Measure A, as well as new State and local transportation dollars. However, new development is required to pay substantial impact fees that will cover the cost of upgrading roads, police, fire, storm water, and school facilities for new buildings.

The fourteenth widely-held misconception is that there is no legal requirement to incorporate plans to improve housing or reduce greenhouse gas emissions. The Plan is written to comply with local, regional, and State laws and will comply with the State of California Planning and Zoning Law, the Office of Planning and Research General Plan Guidelines, the Southern California Association of Governments Regional Transportation Plan and Sustainable Communities Strategy, the SCAG Regional Housing Needs Assessment. The plan will also comply with other State laws pertaining to global warming, reducing vehicle miles traveled and promoting transit, environmental justice, and climate change adaptation. Simply put, State law requires every city to have a current and compliant General Plan.

The fifteen and final misconception is the City has not done any outreach to the community. As described earlier in this report, the City conducted over 50 community engagement events in the 18 months leading to the most recent four additional workshops. The City's methods of public engagement are intended to include the voices of many stakeholders throughout all corners of the City. Because of the City's belief in the value of hearing many voices, our outreach process has likewise been varied. It has included traditional Q&A formats, but it also relies on more modern outreach methods, including surveys, pop-up events, and drop-in open house workshops.

IX. PROPOSED CHANGES TO THE PLACETYPES AND HEIGHTS MAPS

Based on results of recent public comments outlined earlier in this report, staff is proposing additional revisions to the PlaceTypes and Heights Map (Exhibit E). Staff evaluated all the comments received and where a change could be made without countervailing the goals of the plans or abrogating the City's legal requirement, a change was made. In response to comments made by the Commission and public during the February, April, June and August 2017 meetings, staff also conducted additional economic research in regards to appropriate height and redevelopment along Pacific Avenue in the greatly Wrigley Area (Exhibits F and G).

Council District 1

- Reduced intensity for the Linden Historic District (from TOD- 5 stories to Single-Family 2 stories).
- Reduced height and intensity on 7th Street from 5 to 3 stories east of Cerritos (Craftsman Village Historic District request).

Council District 2

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- Reduced height and intensity along 7th Street from Cerritos to Walnut - from 5 stories to 3 stories (Craftsman Village Historic District request).
- Reduced height in Alamitos Beach (south of Broadway) from 7 stories to 4 stories.
- Reduced height in the existing multifamily neighborhood between 4th and 7th Streets - from 5 stories to 4 stories.
- Reduced height in the Convention Center/Shoreline area from 250 feet to 60 feet.

Council District 3

- Increased height along Redondo and Belmont Pier area to match existing conditions.
- Decreased height and intensity along PCH at the Los Altos Plaza entrance - from 5 stories to 3 stories.
- Decreased height and intensity along PCH at the Iron Triangle - from 5 stories to 3 stories.
- Decreased height along 7th Street and within multi-family neighborhoods to the north - from 4 stories to 3 stories.
- Decreased height on The Toledo from 3 stories to 2 stories.
- Made various correction to the map to reflect existing development along Bayshore and Studebaker.

Council District 4

- Reduced height along Redondo south of Anaheim; from 5 stories to 4 stories.
- Reduced height within multi-family neighborhoods south of Anaheim from 4 stories to 3 stories.
- Reduced height along Anaheim - from 5 stories to 4 stories from Redondo to Ximeno; and to 3 stories from Ximeno to Clark.
- Reduced height within multi-family neighborhoods north of Anaheim from 5 stories to 4 stories.
- Reduced height around the eastern portion of the traffic circle from 6 stories to 4 stories.
- Reduced height and intensity around Whaley Park from 5 stories mixed-use to 2 stories retail-only.
- Reduced height and intensity at Bellflower/Stearns from 5 stories to 3 stories (Sears site).
- Reduced height and intensity north and west of Bellflower/Stearns from 5 stories mixed-use to 2-stories retail only.
- Reduced height along Palo Verde from 3 stories to 2 stories.

Council District 5

- Reduced height and intensity at Bellflower/Carson from 4 stories mixed-use to 2 stories retail-only.
- Reduced height at the Long Beach Towne Center from 6 stories to 5 stories.
- Reduced height at Wardlow/Los Coyotes Diagonal - properties south of Wardlow changed from 3 stories mixed-use to 2 stories retail-only.
- Reduced height at Spring/Palo Verde from 3 stories to 2 stories.
- Reduced height at Los Coyotes Diagonal/Spring from 4 stories to 3 stories.
- Reduced height at Spring/Bellflower from 5 stories to 3 stories (Kmart/Lowes site).
- Reduced height north of Spring/Bellflower from 5 stories of mixed-use to 2-stories of retail-only.
- Reduced height and intensity at Spring/Clark from 3 stories of mixed-use to 2 stories of retail-only.

Council District 6

- Decreased height between Pacific and Earl (Willow to 28th) from 10 stories to 5 stories.
- Reduced height along Pacific from 5 stories to 4 stories.
- Reduced height along PCH west of Magnolia - from 4 stories to 3 stories.

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Council District 7

- Reduced height in the Springdale (West Long Beach) multi-family area from 5 stories to 3 stories.
- Adjusted the area at 33rd/Cherry adjacent to California Heights from Industrial to cleaner Neo-Industrial.
- Adjusted industrial designation near Willow Springs Park to Neo-Industrial.

Council District 8

- Adjusted the former driving range off Pacific Place to Neo-Industrial.
- Reduced height along Long Beach Boulevard (south of San Antonio) from 5 stories to 4 stories.
- Reduced height along Atlantic (north of 56th) from 5 stories to 4 stories.
- Modified designation at Paramount/South Street from multi-family to mixed-use to match existing conditions.

Council District 9

- Reduced height and intensity along Long Beach Boulevard from 4 stories to 3 stories.
- Reduced height along Atlantic at South Street from 5 stories to 4 stories.
- Reduced height along Atlantic at Artesia from 5 stories to 4 stories.
- Increased height along Atlantic north of SR-91 from 4 stories to 5 stories.
- Reduced height and intensity along Cherry Ave from 4 stories to 3 stories.
- Reduced height along Artesia (east of Paramount) from 6 stories to 5 stories.
- Increased height along South Street at Cherry (Food 4 Less site) from 4 stories to 5 stories.
- Decreased height along South Street at Downey from 6 stories to 4 stories.

As a result of these map changes and other comments received throughout the Plan development process, the Land Use Element (Exhibit H) and Urban Design Element (Exhibit I) text including goals, policies and implementation measures, has been updated. The final neighborhood maps within the plan will be updated once the PlaceTypes and Heights Map is finalized.

X. HEIGHT, TRANSITIONS, SETBACKS, PRIVACY AND DESIGN

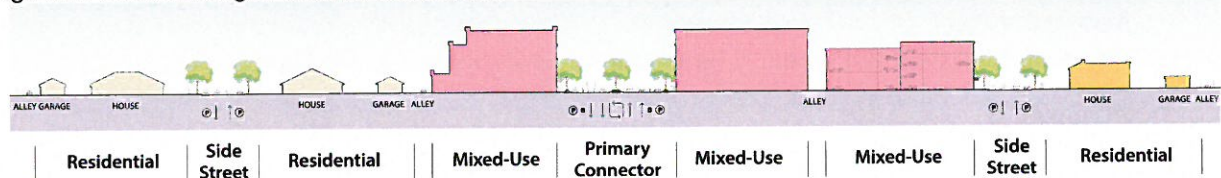
A recurring theme during the public engagement process was fear and misunderstanding among single-family homeowners regarding the development of taller mixed-use and multifamily structures adjacent to or near single-family homes. These issues are partially addressed through the height reductions proposed to refine the maps but are more broadly addressed through the Urban Design Element.

Setbacks, the area between buildings and the property line serve as an initial tool for transitioning between one intensity or type of development and another. Setbacks provide areas for privacy walls, landscaping and buffers and can simultaneously serve as amenity space for residents.

Stepbacks involve decreasing the height of a building along the façade closest to the lower-intensity neighboring structures. This is illustrated below in Figure 6 where the mixed-use building takes on a wedding cake or step-pyramid shape. Additional urban design tools to improve transitions between uses include avoiding balconies on the façade facing the less intense structures, positioning windows to avoid direct line of sight into adjacent

structures and using complimentary colors and materials to visually soften the transition between structures.

Figure 6. Urban Design Element Transitions



Specific zoning regulations will be developed during a five-year implementation period to assure the goals and policies of the Land Use Element and Urban Design Element can be implemented and that transitions and privacy concerns are adequately addressed. The policies of the Land Use Element and in particular the Urban Design Element seek to address scales, massing and height transitions through architectural treatments, setbacks, stepbacks, landscaping and street treatments. For example, assuring that street trees follow a familiar pattern and the species of tree are consistent across a street and neighborhood is one tool that draws attention to the ground-level pedestrian plane and away from any differential in buildings heights throughout a street or neighborhood.

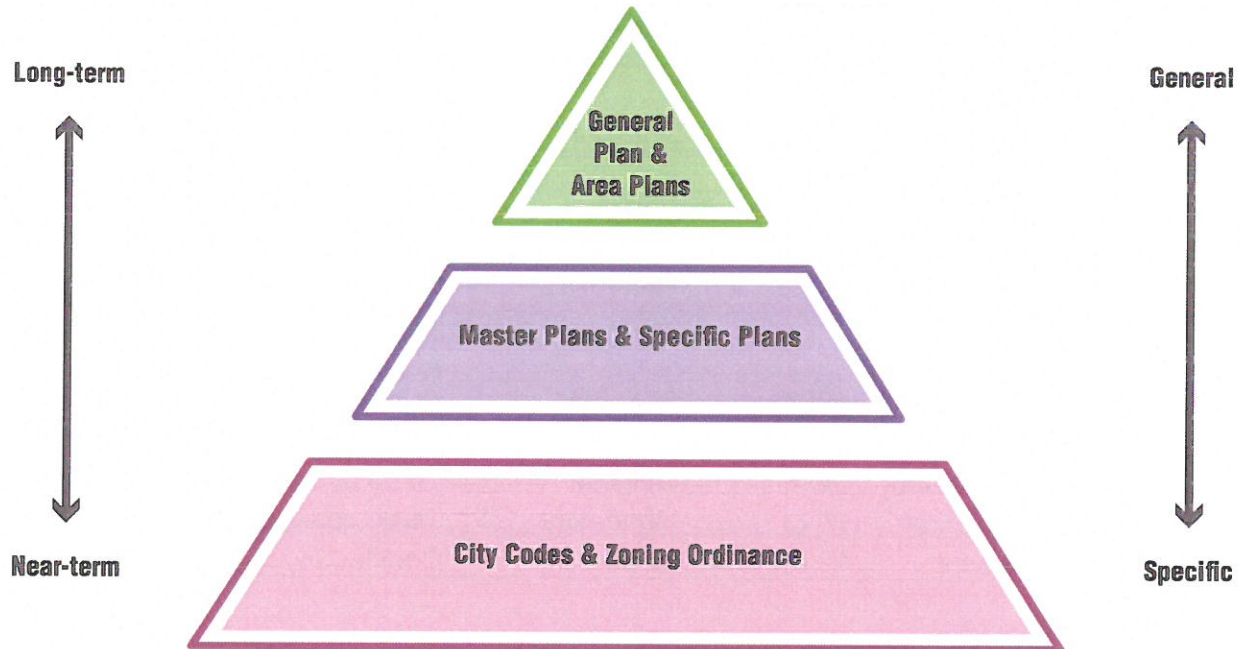
While human vision can perceive light at distances of two miles or more away, the ability to perceive detailed images is extremely limited, meaning the most important transition issue in terms of privacy involves immediately adjacent structures and paying careful attention to window placement, balconies and decks. While many members of the public raised more generalized concerns about privacy that a multi-story apartment building built in a redeveloped shopping center would have views across blocks and blocks or even miles of single-family neighborhoods. This fear is not factually supported. Privacy therefore is addressed through design interventions addressing the immediate transition between taller buildings and those immediately adjacent shorter structures.

XI. WHAT IS A GENERAL PLAN?

The General Plan serves as the constitution of land use for the City, it is the guiding document from which all zoning, regulations and discretionary decision-making flow. The proposed LUE and UDE (collectively “the Plan”) look forward toward 2040 and provide the implementation path to accommodate the City’s obligations for population and employment growth while advancing its aspirational goals for open-space, active living, improved design, sustainability and overall quality of life. Unlike prior iterations of the City’s General Plan, the proposed LUE and UDE describe areas of the City not just based on their use, such as residential or commercial, but in terms of their look, feel, form and function through what the plan calls PlaceTypes. Sense of place, the core concept in these PlaceTypes, provides a roadmap to create a sense of place both in private development and in shared public spaces, to establish a place for “community” to happen. The plan strikes a balance between being a citywide, generalized plan while also being context and neighborhood specific, recognizing that each neighborhood in our City is to be cherished and nurtured for all to enjoy. Where the LUE gives overall guidance to the location, height and type of development around the City, the UDE gives further direction about design and how all the different components of development fit together into a cohesive urban fabric. Both the LUE

and UDE form the basis for more specific and near-term focused regulations such as Specific Plans, the Zoning Ordinance and the review of individual development projects.

Figure 7, The General Plan's Role



XII. THE PURPOSE AND GOALS OF THE PLAN

The California Government Code (§65300) and the General Plan Guidelines (the "Guidelines") published by the California Office of Planning and Research (OPR) direct cities to create and adopt general plans that are comprehensive in geography and issues, internally consistent across elements, consistent with regional and statewide plans, and long-term in perspective. The statute and the guidelines explain the General Plan's purpose is in "expressing the community's development goals and embodying public policy relative to the distribution of future land uses, both public and private." Recent planning efforts, particularly the 2013 adoption of the Mobility Element and 2014 adoption of the Housing Element set the table for a more holistic approach to mobility, place and development applied to public and private land-uses through the proposed LUE and UDE.

A General Plan is divided up into elements. There are seven required elements under law (land use, circulation, housing, conservation, open space, noise and safety) as well as optional elements a City may adopt (such as urban design, air quality and a local coastal plan). All of these elements must work together toward common goals, the Plan must contain internal consistency among policies within one element and external consistency across elements. The City of Long Beach began a comprehensive update and reformatting of its General Plan in 2006 and has thus far completed updates to the Historic Preservation, Housing and Mobility Elements. Adoption of the LUE and UDE will substantially advance the General Plan update program.

Table 14. City of Long Beach General Plan Elements

Element	Year of Adoption	Mandatory or Optional	Notes
Conservation	1973	Mandatory	To be updated post 2018
Noise	1975	Mandatory	Update in Process
Public Safety	1975	Mandatory	To be updated post 2018
Scenic Routes Element	1975	Optional	To be replaced by UDE
Local Coastal Plan (LCP)	1980	Optional	To be updated post 2018
Seismic Safety	1988	Mandatory	To be updated post 2018
Land Use	1989	Mandatory	Pending
Air Quality	1996	Optional	Will be replaced by Climate Action and Adaptation Plan to begin in 2017
Open Space	2002	Mandatory	To be updated post 2018
Historic Preservation	2010	Optional	To be updated post 2018
Mobility (Circulation)	2013	Mandatory	To be updated post 2018
Housing Element	2014	Mandatory	Certified by CA HCD

The role and requirements of a General Plan have evolved over time as the State and its demographics and policy objectives have changed. In 2006 California enacted AB 32, the Global Warming Solutions Act, which set into motion a series of changes in how transportation, land-use and energy planning were conducted in the State. AB 32 established greenhouse gas emissions reduction targets statewide for achievement by 2020. Subsequent legislation implemented the path to achieving those targets, including studying greenhouse gas emissions under CEQA pursuant to SB 97, the air resources board AB 32 scoping plan (which requires local jurisdictions to make fair-share reductions), and in 2008, SB 375, which codified the requirement to reduce emissions locally through land-use and transportation. In 2013, the State mandated through SB 743 a change to how traffic impacts are measured and moved away from delay level of service and toward a multimodal and compact development emphasis. The State is on target to meet these emissions and transportation goals and last year passed SB 32, which creates more stringent requirements looking forward to 2030.

During 2015, the California legislature also altered the requirements for General Plans by requiring consideration of sea level rise and climate adaptation in SB 379, and creating specific requirements for environmental justice policies in SB 1000. Recent OPR changes to the Guidelines are based on this legislative history and direct cities to incorporate consideration of climate change, economic development, healthy communities and equitable opportunities into all general plan updates. These policy instructions are directly addressed in the LUE and UDE policies and in particular through the implementation plan contained within Chapter 5 of the LUE.

The horizon year and target population and employment levels of the General Plan are not determined by the City, but rather flow from the State. Growth projections are made by State agencies and then distributed among Metropolitan Planning Organizations (MPOs), in our case the Southern California Association of Governments. The growth assumptions in the LUE and UDE are based on the Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS) consistent with SB 375 requirements. 2040 is the horizon year not only for the City of Long Beach's General Plan, but for all planning at the local and regional level throughout the five-county SCAG region.

Table 15. Population, Household and Employment Growth

Year	Population	Households	Employment
2012	466,255	163,794	153,154
2020	478,346	170,838	165,800
2035	481,463	173,188	175,546
2040	484,485	175,538	181,665
Percent Change: 2012- 2040	3.9%	7.2%	18.6%

Source: SCAG 2016 RTP/SCS

While the City does not control the amount of population growth it must accommodate, it does have the ability to shape how that population growth is housed and how it contributes to and impacts the urban form of the City. Discussions regarding population growth and preferences for a "no growth" or "single family only" approach were frequent during the outreach process; however, neither State law nor good planning practice provide the City with any such options for preparation of its forward-looking General Plan.

The City's purpose in preparing the LUE and UDE is to have a comprehensive, consistent General Plan that meets all local, regional and statewide planning obligations. In addition, the Land Use Element sets forth specific goals developed based on public outreach and the community's shared vision. The nine major goals include:

1. Implement Sustainable Planning and Development Practices.
2. Stimulate Continuous Economic Development and Job Growth.
3. Accommodate Strategic Growth and Change.
4. Support Neighborhood Preservation and Enhancement.
5. Diversify Housing Opportunities.
6. Ensure a Fair and Equitable Land Use Plan.
7. Provide Reliable Public Facilities and Infrastructure.
8. Increase Access to, Amount of and Distribution of Green and Open Space.
9. Preserve, Protect, Restore and Reconnect with Local Natural Resources.

These goals cannot be accomplished through simple implementation of existing rules, regulations and programs, but rather necessitate bold and significant policy changes

throughout the City. Necessary change contained within the plan can be summarized in eight specific bold moves:

1. Targeted Growth and Mobility.
2. Capitalize on Our Regional Strategic Location and Strengths.
3. Build Up Local Businesses and Educational Institutions.
4. Become a Smarter City.
5. Provide Clean, Renewable Energy.
6. Prioritize Green and Healthy Living Approaches.
7. Address and Adapt to Climate Change.
8. Celebrate and Support Our Diversity.

Similar to the Mobility Element, all of the above strategies are utilized to address issues and advance goals within the plan. For example, the Plan seeks to accommodate population growth of 18,230 persons by 2040, this anticipated level of population growth is mandated on the City (per State law implemented regionally through the Southern California Association of Governments "SCAG") but how and where it is accommodated is up to the City. While a significant amount of housing has, can, and will be built downtown, in order to provide a diversity of housing options for a variety of family types, the Plan creates opportunities for housing growth in multifamily areas such as flanking the Lakewood Boulevard at PCH traffic circle, along commercial corridors such as Atlantic Avenue, Anaheim Street and Artesia Boulevard, as well as a very small but important number of units through single-family infill and duplex in-fill. Be it housing, jobs, open space or another goal, no single solution is sufficient to address the size and complexity of the issue so the Plan provides a rich set of solutions that are consistent with the size and complexity of the City of Long Beach.

XIII. THE CONTEXT FOR THIS UPDATE

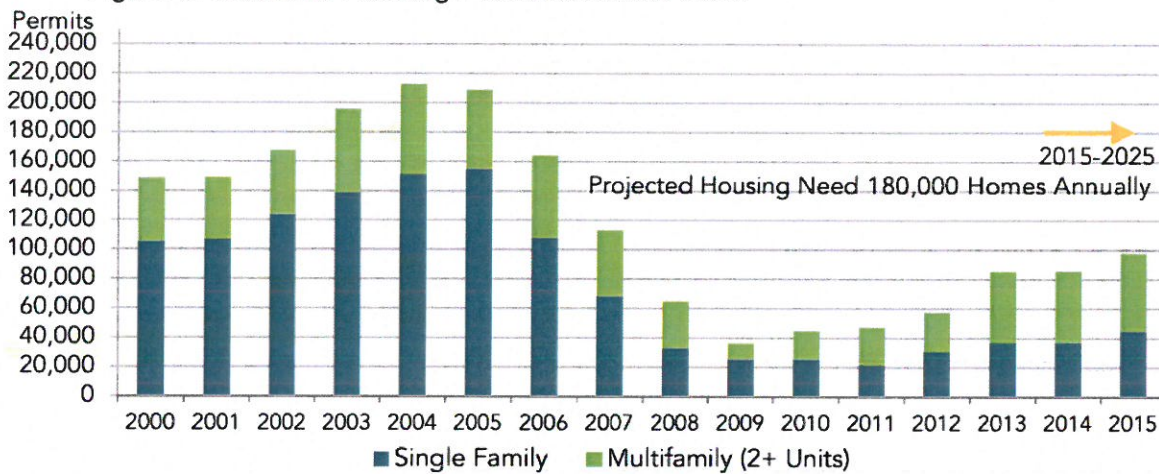
Long Beach has changed dramatically since the LUE was last updated in 1989. More than 44,000 new residents have moved to the City, the throughput at the Port has tripled, the Metro Blue Line opened and the transit systems operated by both Metro and Long Beach Transit have expanded. The Aquarium of the Pacific opened and is now expanding, a major renaissance of investment and growth took hold Downtown, and the City embarked on major investments in bike and pedestrian infrastructure.

Over the same period of time, the Navy completed its withdrawal from the City, the aerospace industry declined, and in 2016 Boeing closed its C-17 facility. Despite significant population growth, K-12 school enrollment has fallen in recent years as the City's demographics have shifted older. In 2012, redevelopment agencies across the State were dissolved, leaving a hole and a challenge for new ideas in disadvantaged communities.

These changes within Long Beach fit into a larger context in California and the world. In 1990 Tim Berners-Lee invented the first web browser, today more than 8 percent of retail sales occur online and the share of retail sales completed online doubles every four to five years. The way we shop and how much space within our City should be dedicated to retail is changing.

The cost and shortage of housing has been one of the largest changes facing planning over recent decades. While the housing market has always had peaks and valleys both in values and production, the slowing of housing production in relation to a growing population has become an acute national crisis. In Long Beach, the 44,000 new residents since 1989 have been accompanied by only 8,530 (only 4,354 net of housing lost) new housing units. This shortage of new housing is not unique to Long Beach. Recent changes in State law stress the need for cities to produce additional housing, ranging from accessory dwelling units (also known as granny flats) in low-density neighborhoods to State grants and emphasis on high-density transit-oriented development.

Figure 8. California Housing Production 2000-2015



Source: HCD 2016 California's Housing Future

State law and policy direction, will now require our cities to become more sustainable, at increased density through the creation of housing and employment that complements walking, biking and transit use. The sometimes conflicting State requirements to cut energy use, change transportation patterns, and produce more, affordable and accessible housing is a key challenge addressed in the LUE.

XIV. ORGANIZATION, REQUIRED ELEMENTS AND CONTENTS OF THE PLAN

The Land Use Element is more than simply a map of Placetypes and maximum heights. City staff, elected officials, developers, residents and other stakeholders will all use the LUE in different ways. The document is organized to be accessible for all those future users. A shared vision opens the document and serves as the foundation for all the other chapters. That vision is summarized under topic areas including shared economic prosperity, a city at the Water's edge, enhanced mobility choices, healthy and active neighborhoods, housing opportunities and housing quality, education and life-long learning, responsive recreational facilities and open space, safe and secure living environments, and environmental health.

Table 16. Contents of the LUE and UDE

	Land Use	Urban Design
Chapter 1	Vision	Vision
Chapter 2	Introduction - Bold Moves	Introduction - What is Urban Design?
Chapter 3	Context	Context
Chapter 4	Land Use Plan	Urban Design Plan
Chapter 5	Implementation	Administration and Implementation
Chapter 6	Administration	
Chapter 7	Appendix	

The second chapter, Introduction: the next bold moves, introduces the aspirational concepts of the Plan and major areas of change. Context, the third chapter, provides greater detail into the challenges and opportunities facing Long Beach. The Land Use Plan, found within Chapter 4, provides Planning staff and the public with PlaceTypes that include maximum allowances such as height, floor area ratio (FAR) and density for that will govern future zoning districts and establishes through maps the distribution of land uses around the City. This chapter also includes the goals, strategies and policies to guide development and decision-making through 2040.

The implementation program is found within Chapter 5 and provides a specific short-, mid- and long-term set of tasks to realize the City's goals. This implementation includes citywide efforts as well as neighborhood-specific items found within the neighborhood strategies section. The General Plan is primarily implemented through amendments to the zoning code text and zoning districts map.

The LUE closes with administrative guidance in Chapter 6, covering exactly how the document is to be used by decision-makers, and an appendix with glossary and references in Chapter 7. The entire document is designed to be graphical and engaging for the user and to be a living document that will remain relevant over time.

Design is an essential component of the land use initiatives set out in the LUE and how those pieces come together within the public realm determines the flow and integration of the City's urban form. The UDE is organized around the same vision as the LUE, builds upon what is urban design and how it applies to the bold move (Chapter 2), provides a context for the City's diverse neighborhoods (Chapter 3) and then provides design standards in Chapter 4.

The UDE will be used in two major ways: 1) during the design of public space; and 2) during the drafting of new zoning ordinances to implement the Land Use Element. For example the next time 4th Street is repaved policy UD 31-3 notes the need to explore shared use on that street and UD-33-3, UD33-4 and UD33-6 all related to specialized areas for community programming. The City can incorporate artistic treatments and performance space in underutilized right-of-way on that street. All this will be done because review of the resurfacing project, and its funding (through the Capital Improvement Program) requires a finding of consistency with the General Plan, including in this case relevant UDE policies.

The UDE will also guide the implementation of the LUE by shaping how new zones are written. For example the LUE seeks to expand and diversify housing opportunities including through the Multifamily Placetype. New zones will have to be developed, addressing not only the amount and location of development but also the look and form. Policy UD 14-1 starts by focusing taller buildings on primary streets and smaller buildings on narrower streets, this could lead to specific regulations particularly for large corner sites with two frontages. The Multifamily Placetype (UDE p. 44) then has eight individual policies ranging from transitions between varying heights to the proper use of balconies and porches.

These design standards will greatly improve the planning process, providing greater certainty for staff, the public, developers and the Planning Commission. Presently, the City reviews most development for design quality through the Site Plan Review process. Some areas, such as downtown, midtown and Douglas Park have specific design standards from a planned development district, specific plan or master development agreement. Other parts of the City currently lack any such standards and staff is forced to apply best practices without a strong regulatory foundation. The UDE will provide a baseline of design guidance citywide. Specific areas of the City may continue to have specialized, more detailed approaches, but the UDE guarantees an elevated level of design throughout in the City.

The UDE is also critical because it addresses the issue of how different Placetypes meet at edges and how streets can serve as transitions between uses and building types. Using the UDE staff will be able to create new zones to implement the LUE placetypes and assure adequate transitions, privacy, setbacks and stepback between more and less intensive development.

XV. IMPLEMENTATION PLAN

Implementation of the Plan will occur over time through public and private sector investments. The adoption of the LUE and UDE does not in and of itself approve any development nor does it change the zoning on any parcel. What adoption of the Plan does do is establish the guiding plan, a map of overarching PlaceTypes and heights and a specific pathway to implementation. The implementation of the plan, found in Chapter 5 of the LUE, is categorized into short-, mid- and long-term steps, in addition to ongoing programs and efforts. Dependent on funding and outside factors, the City's goal is to complete all of the short-term efforts, including the major zoning changes and updates, within five years.

Other implementation initiatives during the first five years include preparation of the City's Climate Action and Adaptation Plan; updating regulations regarding healthy food options, urban agriculture and farmers' markets; and updating plans for the Los Angeles and the San Gabriel rivers. The City's role in implementation falls largely in crafting appropriate land-use regulations and furthering the plan's goals through construction of infrastructure such as streets, parks and civic buildings. The Plan is primarily implemented over time through private sector actions. Individual vacant lots will be developed and outdated improvements redeveloped over time. Throughout the Plan and the CEQA documentation process, reasonable assumptions are made about how development will occur over time. When land-use regulations change in an area, the majority of parcels will remain unchanged in the

short- to medium-term. Buildings have an economic life of thirty to fifty years and can have a physical life of hundreds of years. It is with this expectation and the long-term 2040 outlook that the plan contemplates implementation over time.

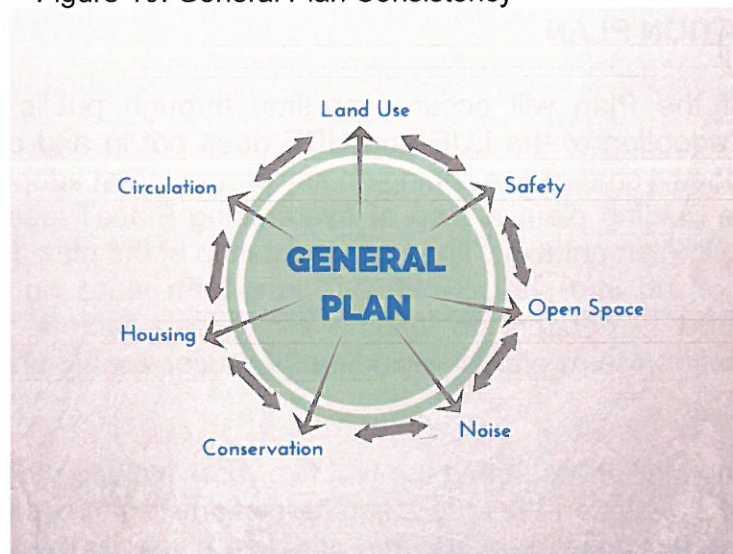
XVI. CEQA COMPLIANCE

In accordance with the California Environmental Quality Act (CEQA) staff prepared a comprehensive Program Environmental Impact Report (PEIR) for the version of the General Plan Land Use Element and Urban Design Element, submitted to the Planning Commission for their February 2, 2017 meeting. The present action defines the parameters of the revised PlaceType and Height Map through the selection of a locally preferred alternative. Upon selection of that locally preferred alternative by City Council, staff will make any necessary adjustments to the PEIR. Pursuant to CEQA Guidelines Section 15025, the Planning Commission will have an opportunity to transmit a recommendation on that revised PEIR prior to the City Council's final vote of certification.

XVII. GENERAL PLAN CONSISTENCY

The LUE and UDE are designed to work together, and upon adoption, will be consistent with each other. These Elements will replace the existing Land Use Element and Scenic Routes Element. The LUE and UDE have been prepared consistent with the OPR Guidelines published in October 2015, and within the framework of California Government Code §65300 (Authority for and Scope of General Plans). Consistency is also present with all remaining required and optional elements of the General Plan.

Figure 10. General Plan Consistency



In 2010, the City adopted an optional element, the Historic Preservation Element, in order to safeguard and capitalize on the historic structures within the City. The LUE and UDE maps depict the City's historic districts and contain policies to continue the historic preservation program of the City. Goal 1 of the Historic Preservation Element, to maintain and support a comprehensive, citywide historic preservation program to identify and protect Long Beach's historic, cultural, and archaeological resources, directly related to LUE Goal 4, support

neighborhood preservation and enhancement. LUE implementation strategy LU-M-3, LU-M-39 as well as the neighborhood strategies all forward the goals and policies of the Historic Preservation Element. The LUE has focused growth outside of historic districts so that the City's historic and cultural resources may be preserved and retained into the future.

Open Space serves both as a buffer between and as recreational space, and to that end the City updated and adopted its Open Space and Recreation Element in 2002. LUE Goal 8 seeks to increase access, amount of and distribution of open space, while the Open Space and Recreation Element seeks to manage open space for public health and safety (Goal 3), and open space for outdoor recreation and recreational facilities (Goal 4). The LUE also seeks through Goal 9 to preserve, protect, restore and reconnect with natural resources, which corresponds to the Open Space and Recreation Element goals of managing open space for preservation of natural resources (Goal 1) and open space for the managed production of resources (Goal 2).

A central focus of the LUE is to expand and diversify housing opportunities (LUE Goal 5). The Housing Element, adopted in 2014, contains consistent goals including to provide housing assistance and preserve publically assisted units (Housing Element Goal 1, consistent with LUE Goal 4 supports neighborhood preservation and enhancement), address the unique housing needs of special needs residents (Housing Element Goal 2 consistent with LUE Goal 5 and UDE Strategy 1 improve function and connectivity within neighborhoods and districts), retain and improve the quality of existing housing and neighborhoods (Housing Element Goal 3, consistent with LUE Goal 4 support neighborhood preservation and enhancement), and provide increased opportunities for the construction of high quality housing (Housing Element Goal 4, consistent with LUE Goal 2, accommodate strategic growth and change and Goal 5, diversify housing opportunities). Additional Housing Element goals (Goal 5 mitigate government constraints to housing investment and affordability, Goal 6 provide increased opportunities for home ownership, and Goal 7 ensure fair and equal housing opportunity) will be accomplished through the LUE implementation program through updates to the Zoning Code and development processing procedures, and other measures.

The draft LUE is consistent with the existing Noise Element insofar as it limits noise exposure and recognizes the need to provide up-to-date housing with proper noise insulation and buffers. Once the LUE is completed the City will finish the update to its Noise Element which is already underway. The Noise Element update includes noise contour maps based on future development patterns and therefore cannot be completed until the Land Use Element is finalized.

The City's Mobility Element was updated in 2013, to transform the City's focus on its right-of-way and transportation system to a multimodal approach. The proposed LUE and UDE apply that focus on bicycling, walking, transit and cars to the way private development and public space is designed. Goal 1 in the Mobility Element relates to creating an efficient, balanced, multimodal mobility network. This goal is consistent with the LUE Goal 1 of sustainable planning and development and also Goal 7 to provide reliable public facilities and infrastructure. Broadly, the LUE and UDE focus on multi-modalism, increasing areas of mixed-use and promoting pedestrian scale improvements. At the same time, the LUE and UDE recognize that many residents and visitors will continue to drive. As such, it

concentrates growth in transit and mixed-use areas, while allowing for some growth in other areas and maintaining some areas for traditional auto-centric uses, such as the Community Commercial PlaceType.

The LUE and UDE are also consistent with the Mobility Element Goal 2 to Maintain and Enhance Air, Water and Ground Transportation Capacity; and Goal 3 to Lead the Region by Example with Innovative and Experimental Practices. The LUE includes transport-reliant industrial uses near the Port, explores neo-industrial uses elsewhere and maintains the existing street grid while allowing for innovation and complete streets treatments over time. The LUE and UDE work together to create innovative land-use patterns, including Neo-Industrial uses and improved transitions between residential and industrial zones.

The LUE implementation program includes creation of a Climate Action and Adaptation Plan (CAAP) in the immediate term, and in fact this effort is already underway. Once completed, this CAAP will replace the City's optional Air Quality Element. In the interim, however, the proposed LUE and UDE are consistent with the Air Quality Element adopted in 1996. Four principles guide the air quality element: achieve air quality improvements in such a manner that sustains current economic development while encouraging future growth; improve the quality of life for our citizens by providing greater opportunities, convenience, and choices; reinforce local mobility goals by reducing peak-hour traffic congestion; and foster behavior change through public information and education, incentives and pricing that reflects total societal costs for administration and enforcement.

The LUE starts with Goal 1 to implement sustainable planning and development practices. Although all aspects of the LUE and UDE address sustainability, the creation of the CAAP will further the Air Quality Element's initial intent. Land Use policies related to climate change and sustainability are summarized in the appendix, Chapter 7 of the LUE.

Upon completion of the CAAP the City will embark upon an update of the Safety Element. Today a Seismic Safety Element, adopted in 1988, provides guidance which is consistent with the LUE and UDE. By accommodating strategic growth and change (LUE Goal 3) including diversifying housing opportunities (LUE Goal 5), the City can achieve its goal of upgrading existing structures. Implementation of the Zoning Code updates will allow for seismic safety standards and incentives for seismic upgrades.

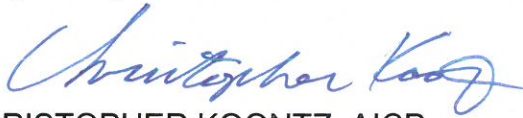
The implementation program includes updates, as necessary, to the City's adopted Local Coastal Plan (LCP). After completion of the CAAP and Safety Element, the City may contemplate a larger update of the LCP. The LCP was adopted in 1980, and while there are minor changes in height contemplated, outside of the approved SEASP update process, major changes to the Coastal Zone are not contemplated in the LUE/UDE.

The proposed General Plan update is not only consistent with the other elements of the General Plan, it is consistent with the statutes and guidelines for preparation of a General Plan. The main focus of the plan is to improve the quality of the built environment in the City and specific protections are in place to assure safety, quality design and protect historic structures.

XVIII. STAFF RECOMMENDATION

Staff recommends that the Planning Commission recommend the City Council confirm the proposed Land Use Element and Urban Design Element PlaceType and Heights Maps and direct staff to update the Program Environmental Impact Report.

Respectfully submitted,



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Attachment:	Exhibit A -	Community Engagement Summary and Materials
	Exhibit B -	Year of Construction Map
	Exhibit C -	HUD AFH
	Exhibit D -	Health Equity TFF
	Exhibit E -	Updated PlaceTypes and Height Maps
	Exhibit F -	Natelson Dale Group 101 E. Willow Memo
	Exhibit G -	Natelson Dale Group Pacific Avenue Memo
	Exhibit H -	Revised Land Use Element (LUE)
	Exhibit I -	Revised Urban Design Element (UDE)

