

General Plan Land Use Element Urban Design Element

> March 6, 2018 City Council Hearing

CITY OF LONGBEACH

WHAT IS A GENERAL PLAN?



Where does the General Plan Fit In?

General Plan is a long-range policy document that guides future development

- 7 Elements are required by state law
- It must accommodate the required amount of population growth

<u>The Zoning Ordinance</u> implements general plan policies via detailed development regulations, such as specific use types and building standards

- Allowable uses on each parcel
- Development standards, parking requirements, etc.

An **Entitlement** is approval from a regulatory body to use or develop land

• Permits required to build, remodel, expand



State Guidelines

Land Use: designates the type, intensity, and general distribution of uses of land for housing, business, industry, open space, education, public buildings and grounds, waste disposal facilities, and other categories of public and private uses. The Land Use element typically has a long-term horizon, around 20 years.

Urban Design: Placemaking takes land use policies into a threedimensional realm by focusing on what a place will actually look like when it is built, the relationship of buildings to one another and to public spaces, and the design and quality of sidewalks, open spaces, and other elements of the public realm.



General Plan Vision & Goals

A City That Thrives

Goals:

- Implement Sustainable Planning and Development Practices
- Strengthen the City's Fiscal Health by Stimulating
- Continuous Economic Development and Job Growth
- Accommodate Strategic Growth and Change
- Support Neighborhood Preservation and Enhancement
- Diversify Housing Opportunities
- Ensure A Fair and Equitable Land Use Plan
- Provide Reliable Public Facilities and Infrastructure to Encourage Investment
- Increase Access to, Amount of, and Distribution of Green and Open Space
- Preserve, Protect, Restore and Reconnect with Natural Resources

This Plan's Vision

- This Plan has a strong urban center in Downtown
- This plans for a strong North/South connection along the Metro Blue Line
- This Plan looks for opportunity for modest growth throughout the City
- LUE is more than just residential development; it also plans for commercial, open space, and industrial development



WHY UPDATE THE GENERAL PLAN?



Enactment date of current Land Use Element



Horizon year of current Land Use Element



0

Policies to address climate change and sea level rise in the current Land Use Element

Policies to address environmental justice and disadvantaged communities in the current General Plan



New residents since 1989



1 for every 10

Housing units actually constructed compared to population gain



\$579,500

Median 2018 home value in Long Beach



\$118,000+

2018 Income necessary to afford an average house in Long Beach



\$57,697

Starting Salary for a LBUSD teacher

\$58,152

Starting Salary for a LBFD Fire Recruit

\$49,842

Starting Salary for an accountant in the Los Angeles area



What has changed since 1989?

Population, Infrastructure, and Physical Environment

- More than 44,000 new residents
- Tripling of throughput at the Port
- Opening and operation of the Metro Blue Line, expansion of the Metro system throughout Los Angeles County
- Major investments in bike and pedestrian infrastructure citywide
- Urban Renaissance in Downtown
- New aquarium and investment at the Pike





What has changed since 1989?

Changes in how we live, work, and shop

- In 1990 Tim Berners-Lee invented the first "WorldWideWeb" browser.
- E-Commerce now accounts for more than 8% of retail sales and its growth continues.
- In 2002 the Grove at Farmers Market opened in Los Angeles, beginning a shift in shopping centers to focus on entertainment and experience and away from traditional malls and strip centers.
- The Navy completely left Long Beach, aerospace industry has declined, and last year Boeing closed its C-17 facility.
- Major changes in citywide demographics including paradoxical rising population and falling public school enrollment.





Make City Policies and Programs Work

Implementing the Economic Blueprint

- An updated General Plan will allow for the City to remain an engine of growth
- Economic Inclusion and Development rely on updated development standards and future predictability

Assessment of Fair Housing

 Ensure compliance with HUD requirements and recommendations- equity throughout the City

Affordable and Workforce Housing Incentives

- Establish incentives and strategies for housing production throughout Long Beach
 - The General Plan establishes a framework for future Specific Plans to provide regulatory relief throughout the City



WHO IS LONG BEACH?



A Growing Community

Population

- With 485,000 people Long Beach is the 7th largest city by population in California in 2016
- Slowest growth rate of California's 10 largest cities at 0.66% growth in 2016
- Even this slow rate of growth however is more than 3,200 new residents per year
 - This corresponds to a need of 1,000 or more new housing units (RHNA is 783/year)



A Young (but aging) Community

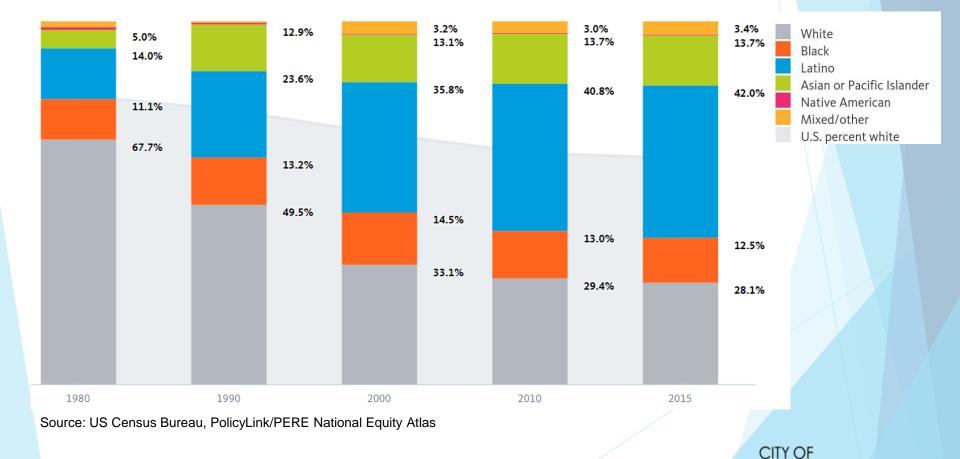
Age Composition

- Long Beach has a younger population relative to Los Angeles (city and county), the state, and the country.
- The median age in Long Beach is 34.
- Over half of Long Beach's residents fall in the range of 20-54 years old.
- Long Beach has a much smaller elderly population, but this segment will begin to constitute a larger share of population soon.



A Changing Community

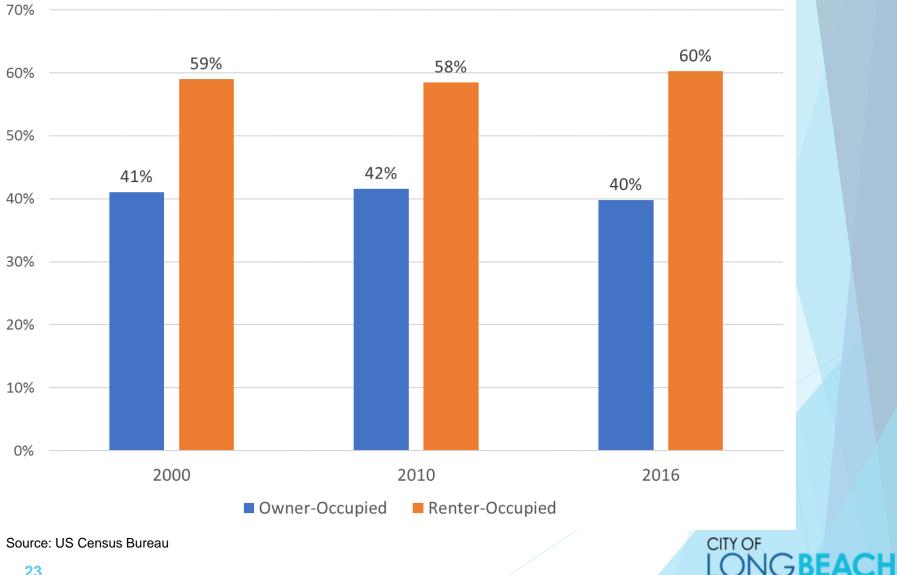
• In 2010 46% of all Long Beach residents spoke languages other than English at home.



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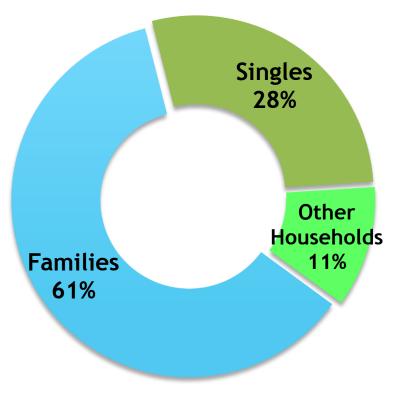
Long Beach Today: Households

Share of Owners vs Renters



Long Beach Today: Households

Household Types



Source: U.S. Census, 2010.

- 176,032 households in Long Beach, with an average size of 2.8 persons (2010 Census).
- A majority were families (61%).
- Of all family households, 50,600 families had children (51.6%).
- Since 2000, families with children decreased by 11%, while families without children increased by 14%.



Long Beach Today: Housing Stock

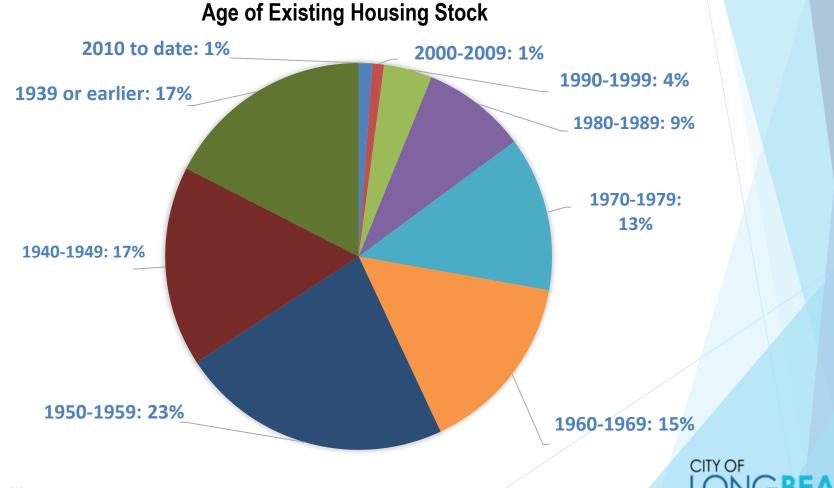
Housing Type

- 176,032 total housing units in Long Beach in 2010.
- 4.6% vacancy rate
- Predominately single-family detached homes (42%) and larger multi-family buildings (39%).
- A diverse housing stock helps ensure that all households, regardless of their income, age, and/or family size, have the opportunity to find housing that is suited to their lifestyle.



Aging Housing Stock

- 57% of the housing in Long Beach is over 50 years old
- 85% is over 30 years old



WHY IS AN UPDATE NECESSARY?



Long Beach residents currently experiencing overcrowding (12.2%)*

*HUD AFH 2016



Long Beach residents currently severely housing cost burdened, paying more than 50% of their income toward rent or mortgage* (24.5% of the population)



Long Beach residents currently housing cost burdened, paying more than 30% of their income toward rent or mortgage* (47.7%)



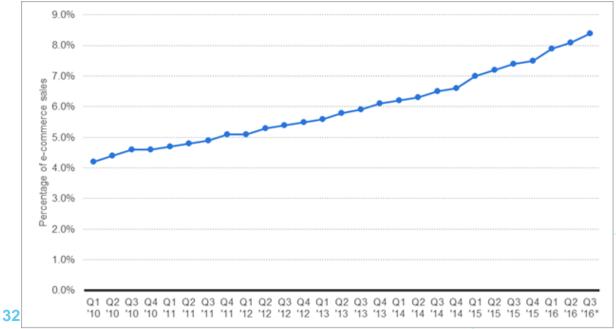
Number of new jobs provided under the proposed LUE update



The Economic Blueprint and the LUE

- The office, retail, and industrial landscapes in the city have all drastically changed since 1989
- The Economic Blueprint cannot be implemented without the LUE update to the General Plan, which provides for expanded job growth and development throughout the City
- As an example, E-commerce sales have doubled in the past 6 years, changing how we shop





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An Increased Housing Shortage

The Housing Crisis in Long Beach

- Not enough housing is being built to meet the current population in the City, let alone future growth
- The current LUE does not plan for sufficient housing opportunities
- Without an update, conditions for many residents will worsen. Seniors and students in particular have very few options for housing



An Increased Housing Shortage

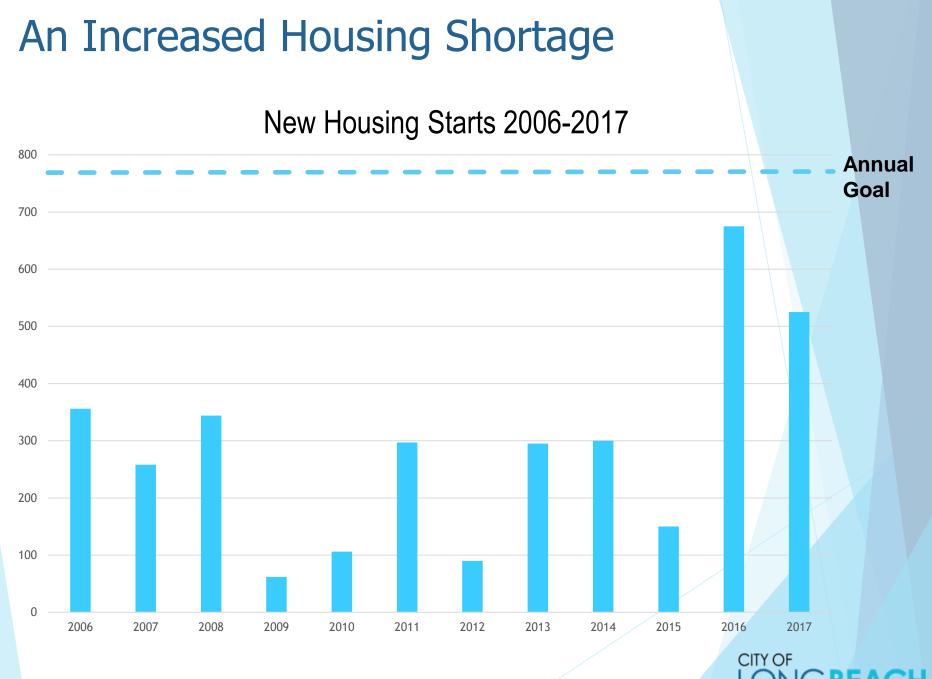
Regional Housing Needs Assessment (RHNA)

- Required by the state to accommodate our assigned RHNA growth target
- RHNA is not a production requirement, it is a production goal
- The current goal is 783 new units per year

Category	AMI	Unit Goal over 8 years
Very Low Income	Up to 50% AMI	1,773 units
Low Income	51% to 80% AMI	1,066 units
Moderate Income	81% to 120% AMI	1,170 units
Above Moderate Income	More than 120% AMI	3,039 units

RHNA 2014-2021

Total over 8 years = 7,048 units



The Cost of Inaction

Additional Consequences

- The existing LUE is severely out of date opening the City up to potential legal challenges
- Additional state legislation may remove local control or impose sanctions on jurisdictions that fail to meet their housing production goals
- Without an update that sets the framework for growth, development will likely happen in a haphazard manner without a clear master plan
 - Projects processed on an ad-hoc basis creates a lack of certainty and direction for the City, property owners and the public at large



WHAT HAS THE PROCESS BEEN SO FAR?



community engagement meetings and events over 12 years



67+

community engagement meetings and events over last 2 years



Outreach History and Updates 2004 to February 2017

- 100+ community engagement events
- 5 large General Plan Update community festivals
- February 2017- June 2017 Planning Commission and City Council Study Sessions, additional staff outreach
- Sept-Oct 2017: 4 large citywide community workshops with 1,000+ attendees
- December 11, 2017- Planning Commission hearing with recommended maps to Council
- February-March 2018- Mayor's Land Use Element Roundtable Meetings in each Council District
- Over 1,000 public comments received throughout the process and shared with Planning Commission & City Council





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Outreach History and Updates February 2017 to August 2017

- February 2017- Planning Commission
- April 2017 Special Planning Commission Study Session, directed to do more
- April to June 2017 -
 - New webpage, survey, LinkLBs for general outreach push
 - Supplemental outreach to Wrigley residents, plan opponents, environmental justice groups homeless advocates and students/young adults through popup events and focus groups
- June 2017 City Council and Planning Commission Study Sessions
- August 2017- Planning Commission directs staff to do additional outreach





Outreach History and Updates August 2017 to Today

- Sept-Oct 2017-
 - 4 large citywide community workshops with 1,000+ attendees
 - Targeted outreach to reach a more inclusive and representative segment of the Long Beach population
 - 2 more multi-lingual surveys were distributed with 529 survey responses
- December 11, 2017- Planning Commission hearing with recommended maps to Council
- February-March 2018- Mayor's Land Use Element Roundtable Meetings in each Council District
- Over 1,000 public comments received throughout the process and shared with Planning Commission & City Council



THE EVOLVING PROCESS



Council Districts being adjusted down in height and intensity from the August maps





Area covered by the Founding and Contemporary Neighborhoods (Single-Family) PlaceType



Area covered by regional serving uses such as the Long Beach Airport, Port of Long Beach and other infrastructure



16%

Area covered by public and private open space and parks



Area covered by neighborhood serving corridors and centers, opening up the possibility of future mixeduse



5%

Area covered by multi-family development PlaceTypes



Area covered by Transit-Oriented Development PlaceTypes





Area covered by Downtown PlaceType



Area covered by Community Commercial PlaceType



STAFF AND PLANNING COMMISSION CHANGES MADE TO HEIGHT AND DENSITY



686

Acres of density reduced by the staff (November)



Additional acres of density reduced by the Planning Commission (December)



Summary of Major Changes to Land Use Maps

Examples include:

- Council District 1: Linden Historic District, 7th Street (Craftsman Village Historic District request)
- Council District 2: 7th Street (Craftsman Village Historic District request), Alamitos Beach (south of Broadway), 4th and 7th Streets, Convention Center/Shoreline area
- Council District 3: Redondo Corridor, Belmont Pier area, Los Altos Plaza Entrance, Iron Triangle, 7th Street Corridor, The Toledo, Bayshore and Studebaker
- Council District 4: Redondo south of Anaheim, Anaheim Corridor and surrounding neighborhoods, Traffic Circle and surrounding neighborhoods, Whaley Park, Bellflower and Sterns (Sears Site), Los Altos Shopping Center and surrounding Area, Palo Verde



Summary of Major Changes to Land Use Maps

Examples include:

- Council District 5: Bellflower and Carson, Long Beach Towne Center, Wardlow and Los Coyotes Diagonal, Spring and Palo Verde, Los Coyotes and Spring, Spring and Bellflower (Kmart Site), Spring and Clark
- Council District 6: Pacific Corridor and surrounding area, PCH west of Magnolia, Pine to Willow area, TOD area changes
- Council District 7: Springdale, California Heights, Willow Springs Park area
- Council District 8: Pacific Place, Long Beach Boulevard, Atlantic Avenue, Paramount and South Street
- Council District 9: Long Beach Boulevard, Atlantic and South Street, Atlantic and Artesia, Atlantic north of 91, Cherry Avenue, Artesia east of Paramount, South Street at Cherry, South Street at Downey



COMMUNITY CONCERNS



Parking

- Addressed through the Zoning Code, in coordination with the LUE PlaceType and Height Maps
- Parking requirements specified for each land use
- Requirements for 2-bedroom multi-family units
 - Downtown Plan: 1.25 spaces
 - Midtown Plan: 1.5 spaces
 - Transit Oriented Development: 1.75 spaces
 - All other areas of the City: 2.25 spaces
- For new development parking must be on-site
- Many older buildings not parked to code
- New development will address parking deficiencies



<u>SB 35</u>

- State law passed last year designed to streamline qualifying multi-family housing projects
- Must meet rigorous standards to include affordable housing and pay prevailing wage
- Height limited by the heights <u>listed on the</u> <u>PlaceType maps</u>
- City would need to approve ministerially
- Parking would not be required, but may still be included



Density Bonus

- Law enacted by State in 1979
- Requires concessions to projects that include low-income units
- Allow bonuses from 5% to a maximum of 35%
- Can be a number of different concessions, including: reduced setbacks, smaller units, less open space, or increased height
- Does not require an automatic 35% height increase
- Rarely used in Long Beach- only 18 projects between 1983 and 2017, only 1 since 2012



Infrastructure to support new development

- New development required to pay substantial impact fees
 - Cover the cost of upgrading roads, police, fire, water, sewer, and school facilities
- New development pays higher property tax for City services and schools than under Proposition 13
- Historic level of investment from Measure A in our current infrastructure



Traffic

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- Traffic will increase regardless as regions grow
 Traffic worsens with jobs-housing mismatch
- New development is required to pay for traffic improvements
- EIR shows traffic worsens even without the LUE
- Providing new jobs, goods, and services within the City may actually reduce traffic and commuting distance
 - E.g. Driving to 2nd and PCH rather than South Coast Plaza
- The LUE does <u>not</u> envision a future without, but does plan for other transportation modes

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• Multi-modal choices and mixed-use development can also reduce traffic

The Planning Horizon: 20 years vs 5 years

- A General Plan is a broad, long-range policy document
- Most cities select a 20-year time frame
 - Cost, resource, and time-intensive
- 20-year time frame addresses long-term issues such as climate change, land use, and infrastructure
- Regardless of the time frame, the General Plan should be reviewed regularly as circumstances change
- Built into the plan is an annual reporting requirement to Planning Commission and a City Council major check-in at 5 years
- While 2040 is used for statistical forecasting, the plan will need to be updated again in 10-15 years (around 2030) and City Council can direct updates at any time

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Neighbors Looking Into My Backyard

Examples of Good Neighbor Design Policies:

- Encourage buildings that step down to match residential building heights
- Development intensity that is graduated, from higher intensity in center to lower intensity near residential neighbors
- Respect and maintain privacy standards and address privacy concerns in thoughtful development
- Align windows to avoid direct line of site into adjacent residences
- Utilize building elements and landscaping to screen visual distractions



Managing Height Appropriately

Transitions, Stepbacks, Quality Site Planning, and Buffers

- Address compatibility between neighboring PlaceTypes
 - Properly scale a building's form to respect adjacent Placetype
 - Taller buildings on corridors, smaller buildings on local streets
 - Transition in height, massing, scale, and intensity
 - Buffering measures and thoughtful design patterns





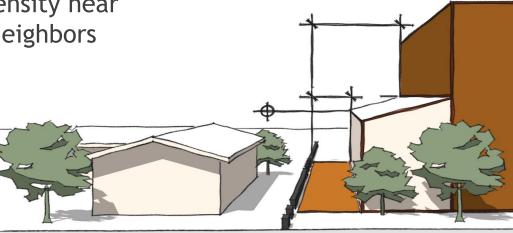


Managing Height Appropriately

Good Neighbor Policies

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LONGBEACH

Preventing Future Crackerboxes

- Crackerboxes were absolutely a mistake and should have never been allowed
- The LUE and Urban Design Element have several safeguards to prevent that from happening in the future. Some examples include:
 - Parking standards
 - Setback standards
 - Open Space Standards
 - Design review

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 Most importantly, new development is not planned for single-family areas. Rather than have growth everywhere, the LUE carefully plans for appropriate growth in Multi-Family locations

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<u>Community Concern: Creating Non-</u> <u>Conforming Structures</u>

- Legal non-conforming uses are created when a land use or development is legally permitted at the time of construction and the zoning code changes
- Use and maintenance of a legal nonconforming structure is permitted as long as it is maintained
 - A legal nonconforming residence would never be required to convert to a new PlaceType
- It is not proper practice to purposely create new nonconforming uses
 - Property will have lower value
 - No incentive to invest in property maintenance or upgrades, which can lead to blight
 - No incentive to rebuild to meet current requirements for parking, setbacks, open space, or other amenities



Overcrowding and Business Impacts

- Current overcrowding is not only unacceptable for the families, it affects the entire neighborhood
- Overcrowding leads to parking issues, as more people live in units than they are designed for
- Encouraging new development that is appropriately parked to code mitigates this issue
- Redevelopment of these properties leads to better use and address parking issues



Loss of Council Authority Over Projects

- The LUE makes no changes to current level of Council review
- Zoning code provides procedures for project review at several levels depending on the project:
 - Staff level / Zoning administrator / Site Plan Review Committee / Planning Commission / Cultural Heritage Commission for Historic projects / City Council
- This adoption of a program EIR does not mean that no further environmental review or project review is required. The program EIR is the starting point for review, not the completion point
- Additional site-specific environmental analysis will be conducted depending on the project.
 - As an example, a site that was formerly a gas station would require (among others): future CEQA workup, soils testing, certification from from the Water Quality Control Board, AQMD review, etc.



WHAT'S NEXT?



Next Steps

City Council Input

 Provide last set of revisions and recommendations for staff based on latest maps, policies, and design standards

EIR Implementation

 Draft and circulate updated Environmental Impact Report for approved LUE and UDE

Climate Action and Adaptation Plan

 Continue developing the City's first ever Climate Change policy document with a new framework for development and land use



Next Steps

Uptown Zoning Implementation

- Pilot the first set of zoning revisions that implement the General Plan update in North Long Beach
- Extensive community outreach to guide development and land use standards for neighborhoods

Citywide Zoning Implementation

- 5 year timeline to develop and approve new City zoning map
- Use Uptown implementation results to develop zoning districts and community input and outreach program
- Conduct technical analysis and studies to inform zoning districts and requirements



Hearing Procedure

- Receive Public Testimony
- City Council will discuss the maps district by district for any changes
- Adopt and approve the map (as revised) and direct staff to recirculate the Program Environmental Impact Report (single vote)

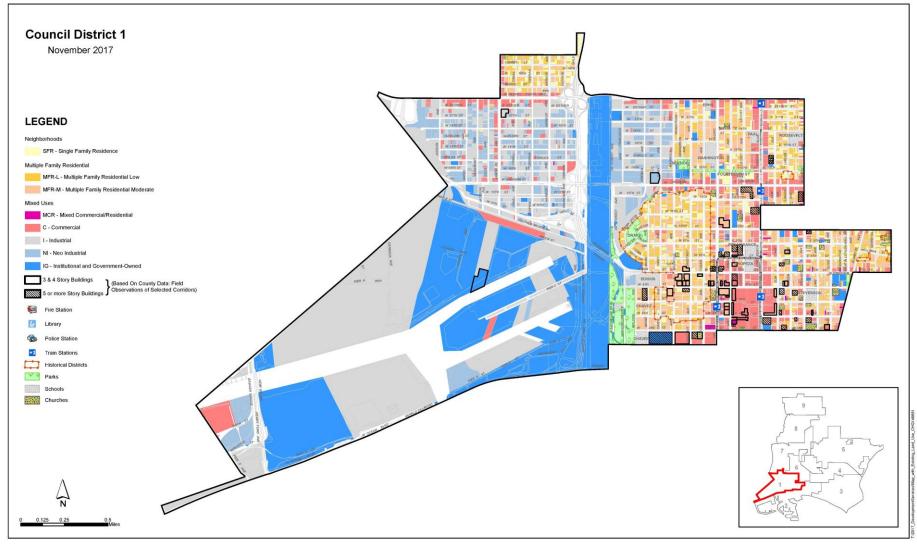


FINAL MAPS

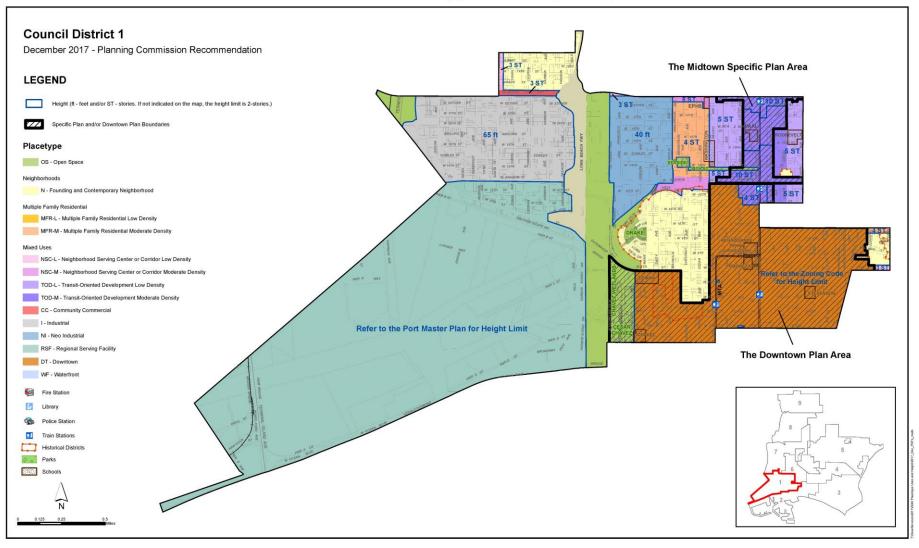


Council District 1

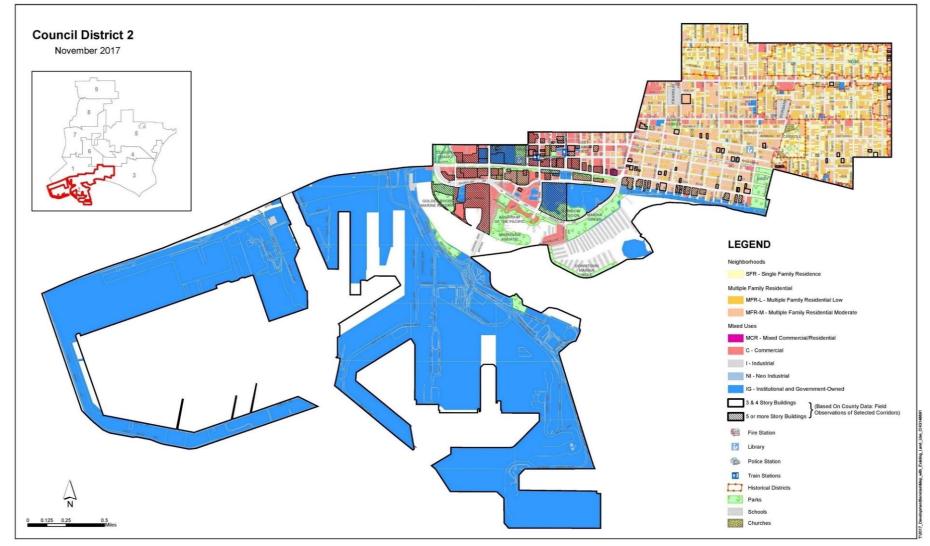
Existing Land Use (Based on Los Angeles County Assessor data - 9/5/2017)





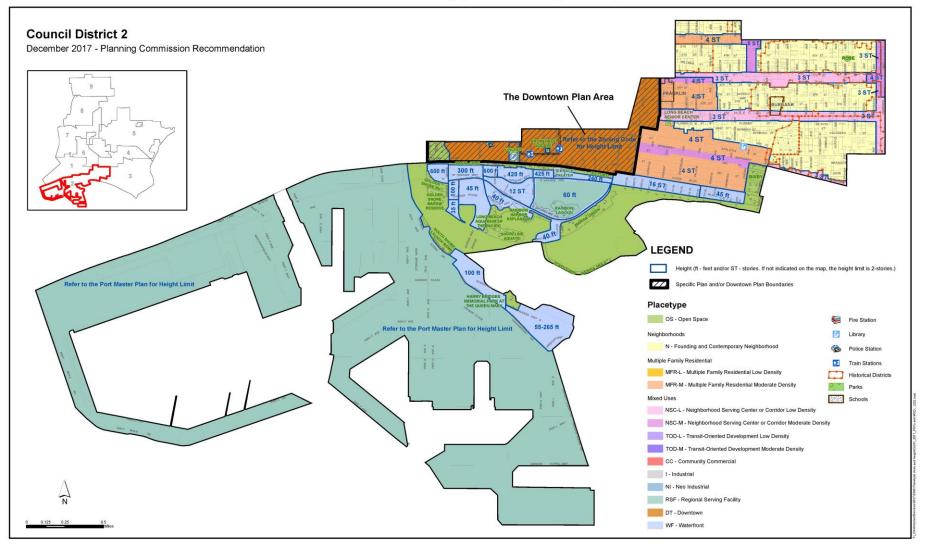


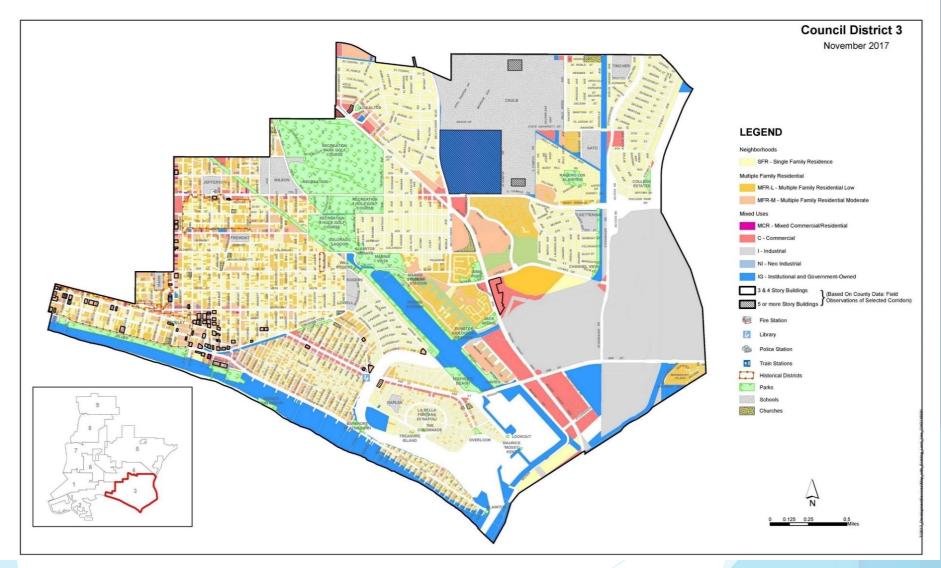




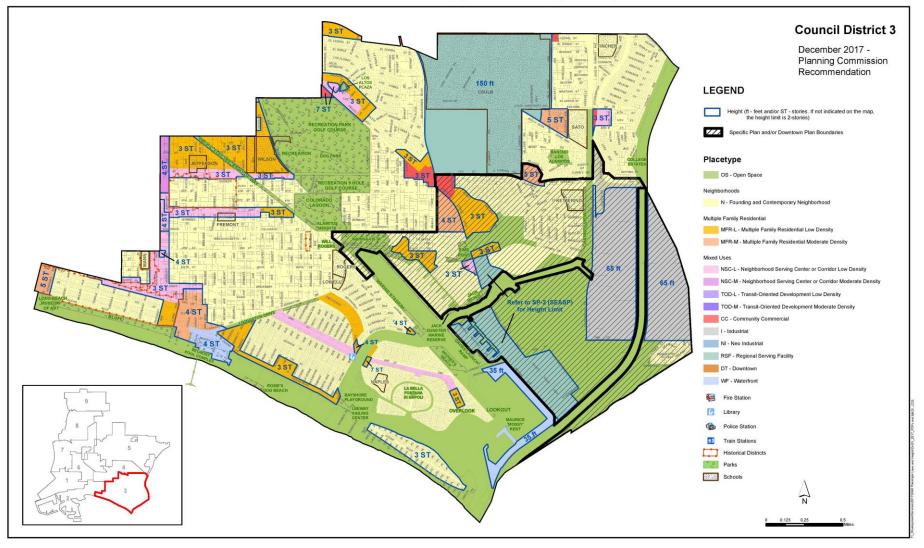


Draft 2040 PlaceType and Height Map



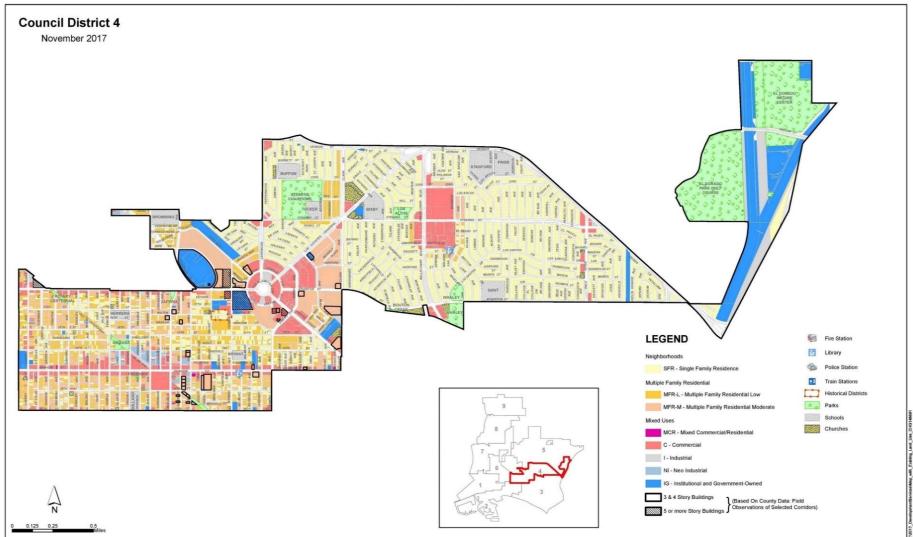




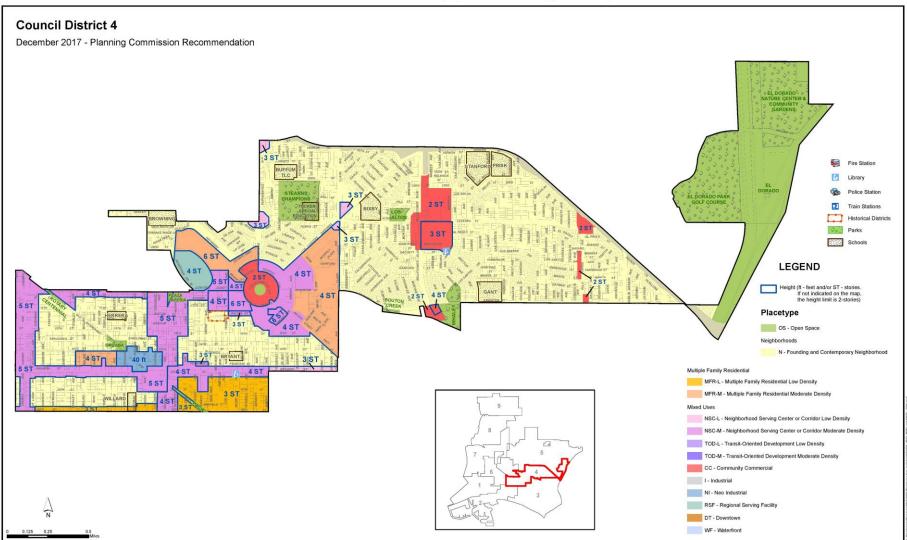


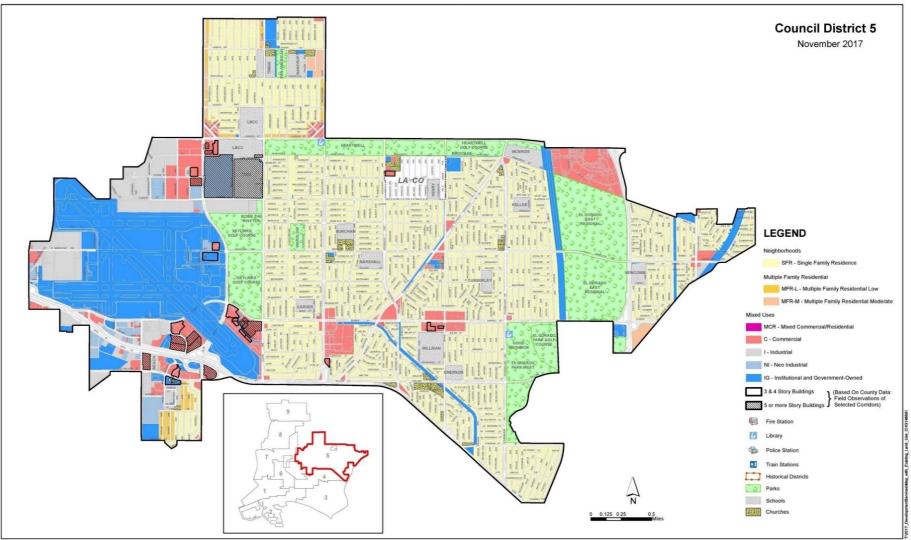


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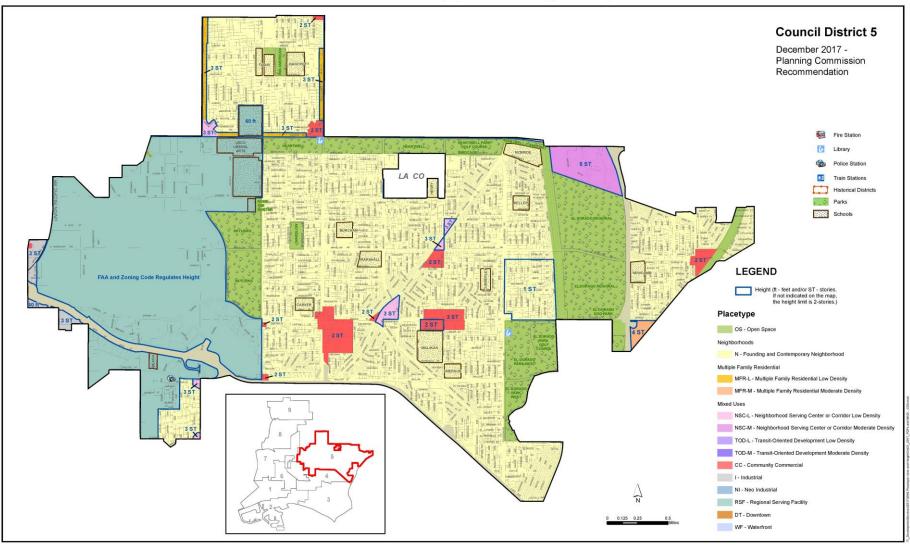
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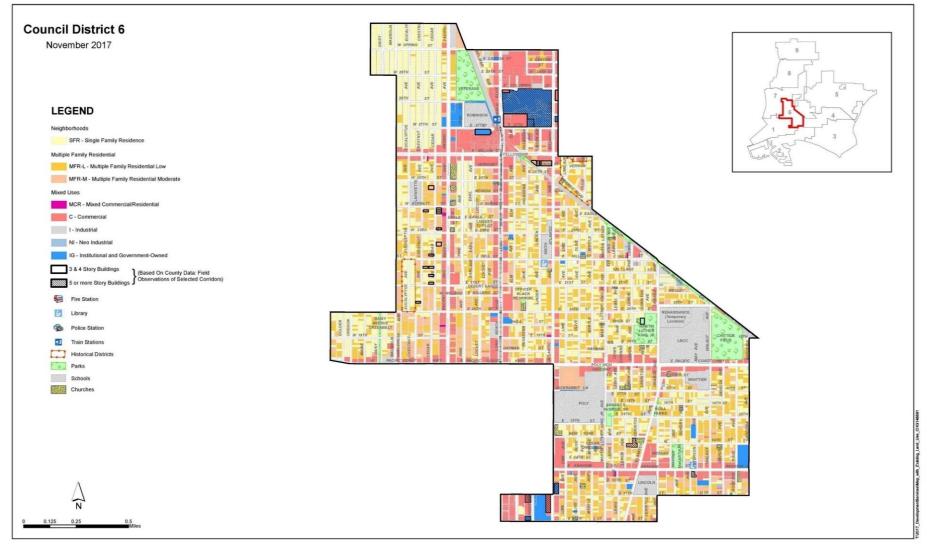




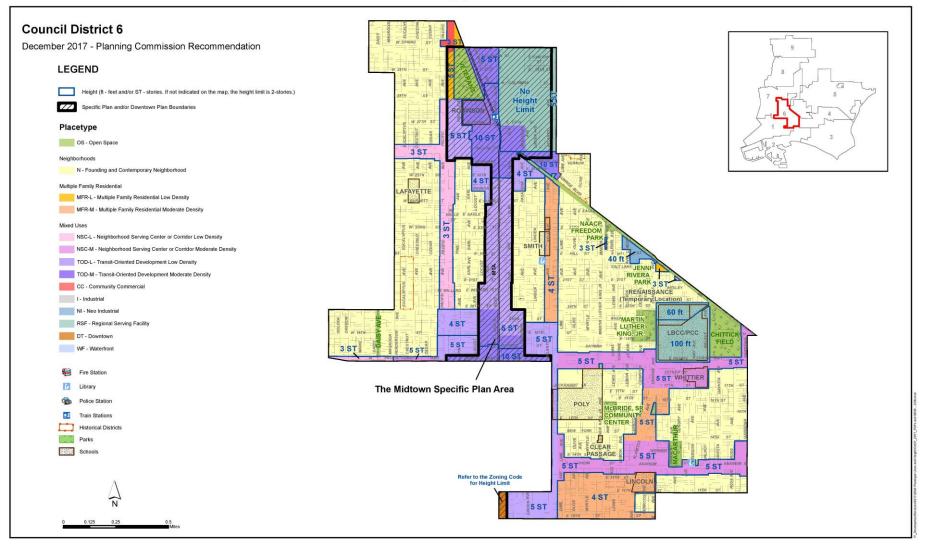


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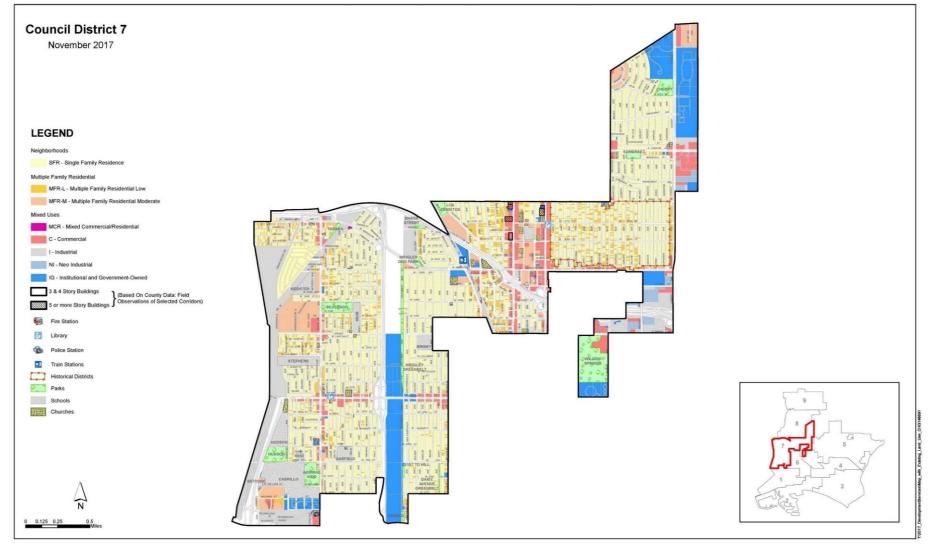




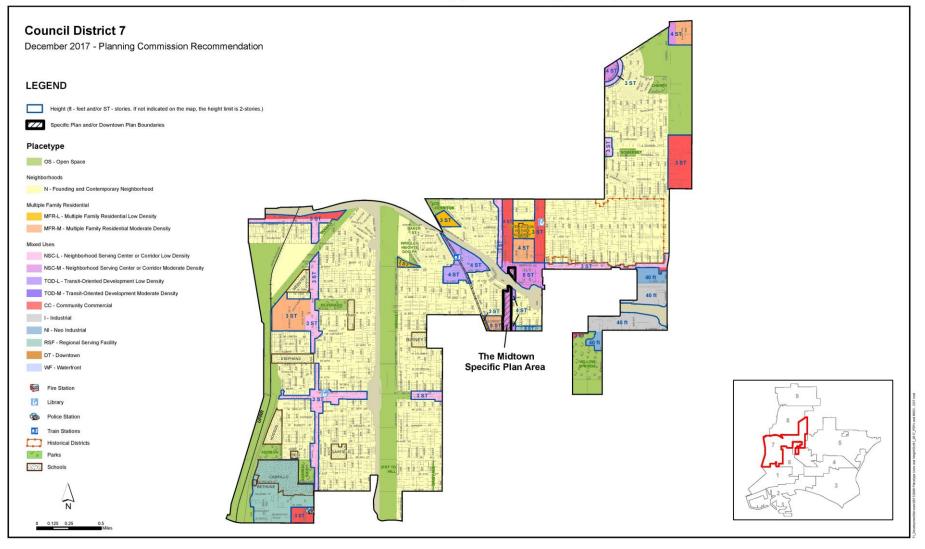




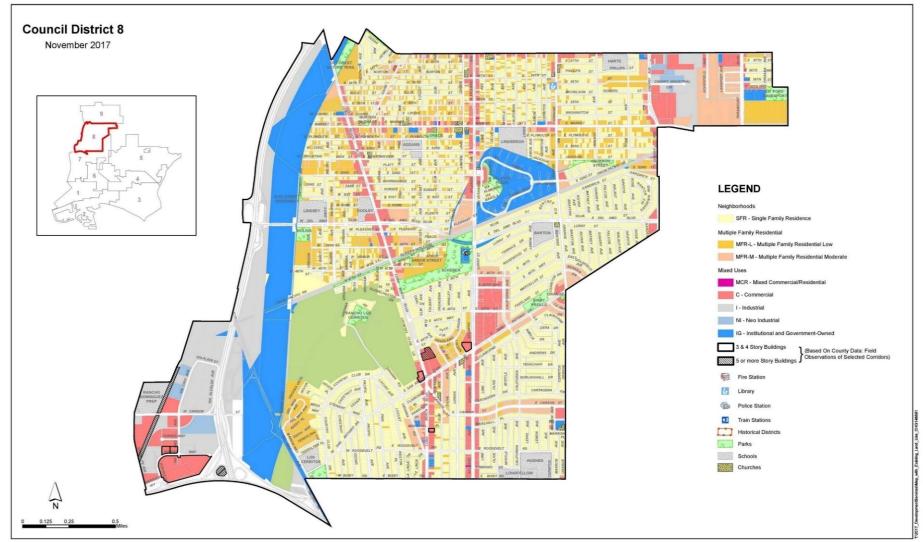






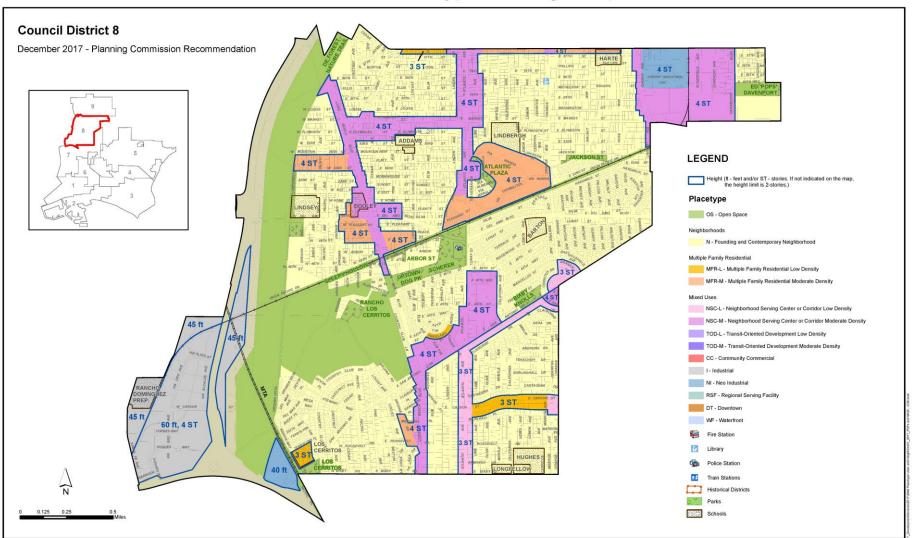




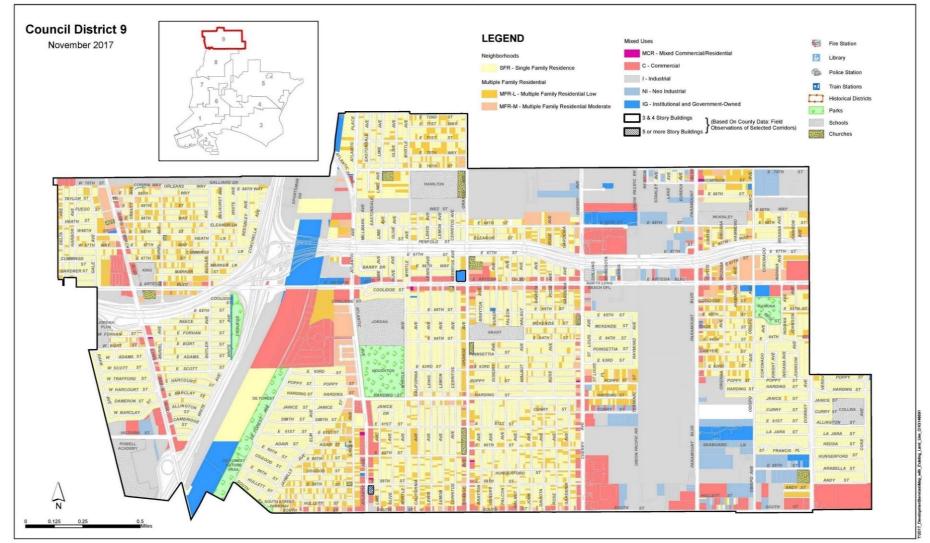




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