



CITY OF LONG BEACH

DEPARTMENT OF DEVELOPMENT SERVICES

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February 2, 2017

CHAIR AND PLANNING COMMISSIONERSCity of Long Beach
California**RECOMMENDATION:**

Recommend that the City Council certify Final Program EIR 03-16; adopt the Proposed Land Use Element and Urban Design Element to the General Plan, superseding the existing adopted Land Use Element and Scenic Routes Element. (Citywide)

APPLICANT: City of Long Beach
Department of Development Services
333 West Ocean Boulevard, 5th Floor
Long Beach, CA 90802
Application No. 1701-01

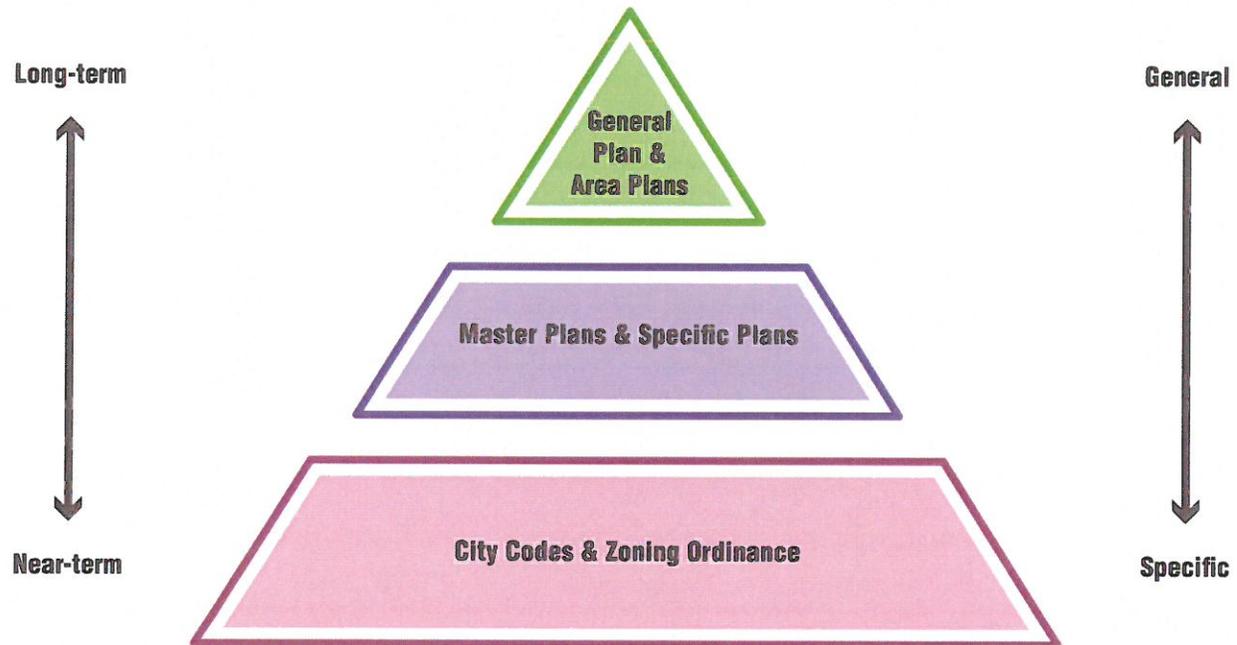
BACKGROUND

Over the past ten years staff has worked diligently to prepare a comprehensive update of the General Plan Land Use Element (LUE) and accompanying Urban Design Element (UDE). This major planning effort involved over one-hundred community meetings; surveys and research of the entire City; population, traffic and economic modeling; as well as multi-agency review and coordination to create the plans now before the Planning Commission. Prior to this effort, the LUE was last updated in 1989 (Exhibit A) and the General Plan does not currently contain an UDE. The Scenic Routes Element (Exhibit B), which will be replaced by the UDE, was first adopted in 1975 and has never been updated. Due to the time since the prior update, this effort involved creating entirely new plans (Exhibit C and Exhibit D) rather than simply updating the information in the adopted documents.

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 also 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 Plans, 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 and also being context and neighborhood specific, recognizing that each unique 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 1, The General Plan's Role



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 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 vertical consistency among policies within one element and horizontal 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 1, City of Long Beach General Plan Elements

Element	Year of Adoption	Mandatory or Optional	Notes
Conservation	1973	Mandatory	To be updated post 2018 Planned update in 2017-
Noise	1975	Mandatory	2018
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 Will be replaced by Climate Action and Adaptation Plan to begin in 2017
Air Quality	1996	Optional	
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 (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 (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 legislature also altered the requirements for general plans by requiring consideration of sea level rise and climate adaptation (SB 379), and creating specific requirements for environmental justice policies (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 2: 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.

The City’s purpose in preparing the LUE and UDE is to have a comprehensive, consistent General Plan that meets all of our 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.

THE CONTEXT FOR THIS UPDATE

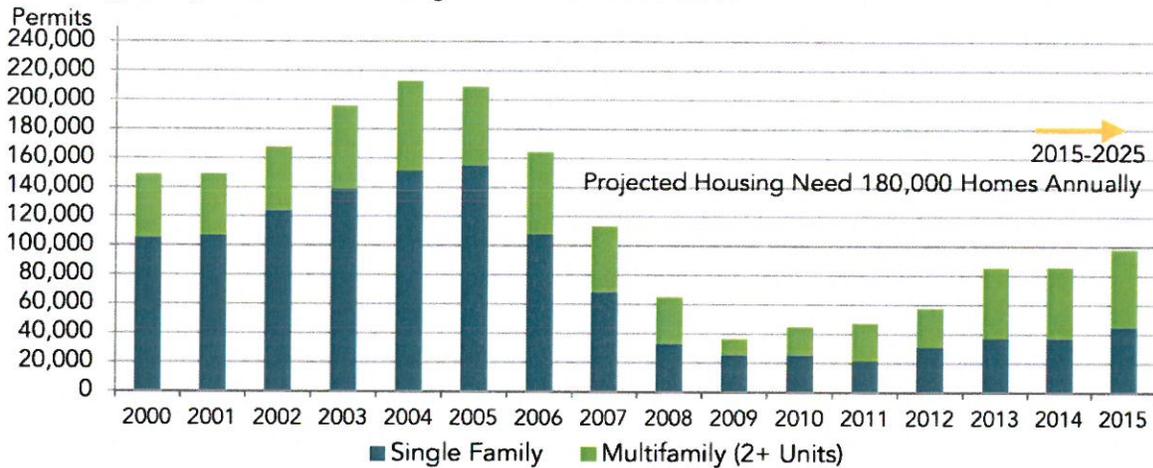
Long Beach has changed dramatically since the LUE was last updated in 1989. More than 44,000 new residents have moved to the City, the throughput at the Port has tripled, the Metro Blue Line opened and the transit systems operated by both Metro and Long Beach Transit have expanded. The Aquarium of the 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 last year 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 invested the first web browser, today more than 8 percent of retail sales occur online and the share of retail sales completed online appears to be doubling 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 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 units (also known as granny flats) in low-density neighborhoods to State grants and emphasis on high-density transit-oriented development.

Figure 2, California Housing Production 2000-2015



Source: HCD 2016 California's Housing Future

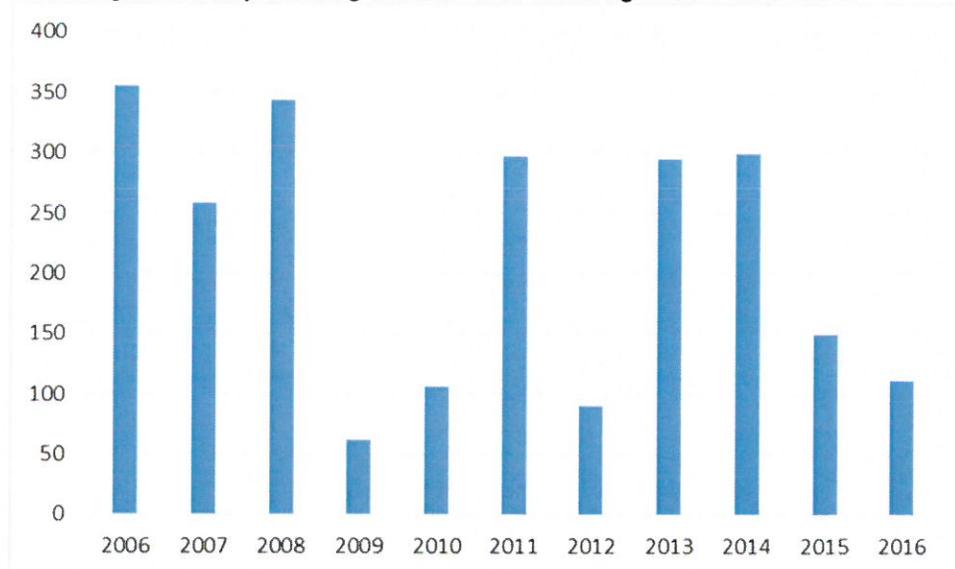
State law and policy direction, will now require our cities to become more sustainable, at increased density through the creation of housing and employment that complements walking, biking and transit use. The sometimes conflicting State requirements to cut energy use, change transportation patterns,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

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 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 current pressures regarding jobs, housing and mobility, however, that inform the degree to which the bold moves contained in the Plan are appropriate.

The City has a certified Housing Element, aggressively 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: underproduction of new housing to meet population growth and 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 units. The City has put into place zoning policies which allow construction of those units occur.

Figure 3, 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 and availability and deployment, availability of developable land, rents, 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 into the production of 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.

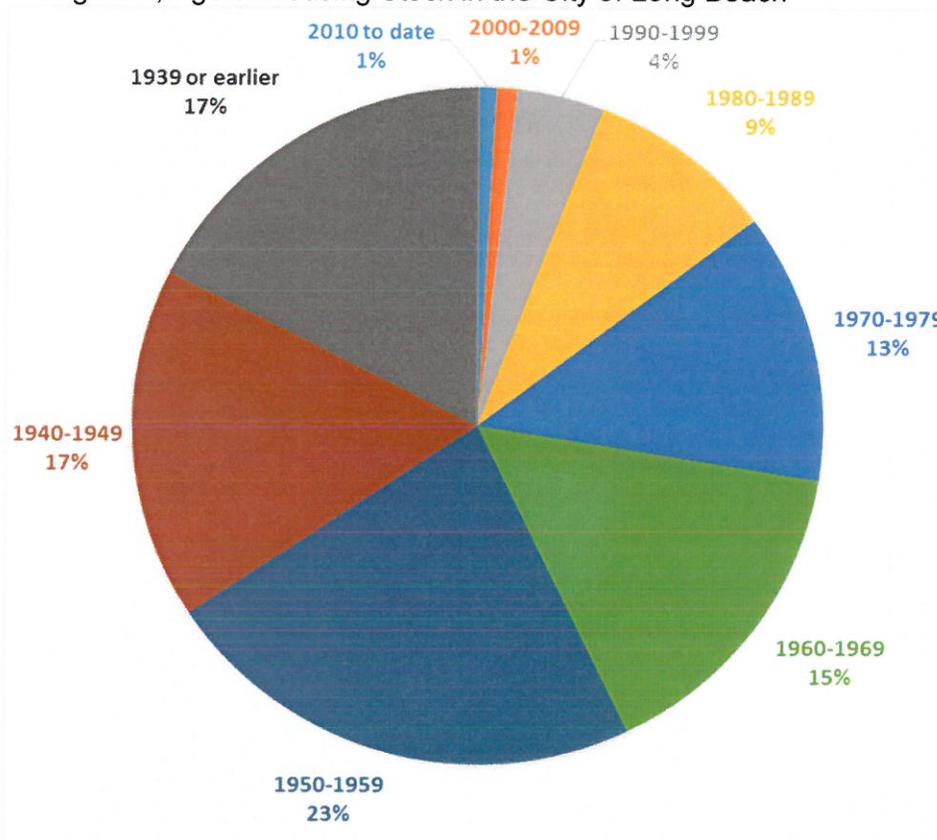
What the City does have continuing control over are land-use controls and the entitlement process. The LUE continues the goals, policies and expectations found in the Downtown Plan (PD-30) and Midtown Specific Plan (SP-1) with an expectation of locating housing in proximity to walkable streets and transit. 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 F), 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 4, 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 use 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 and as appropriate redevelop and increase the existing housing stock can result in residents paying higher utility bills, 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 and 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. Among these units, 1,418 are estimated to be in substandard 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.

THE NEED FOR ECONOMIC DEVELOPMENT

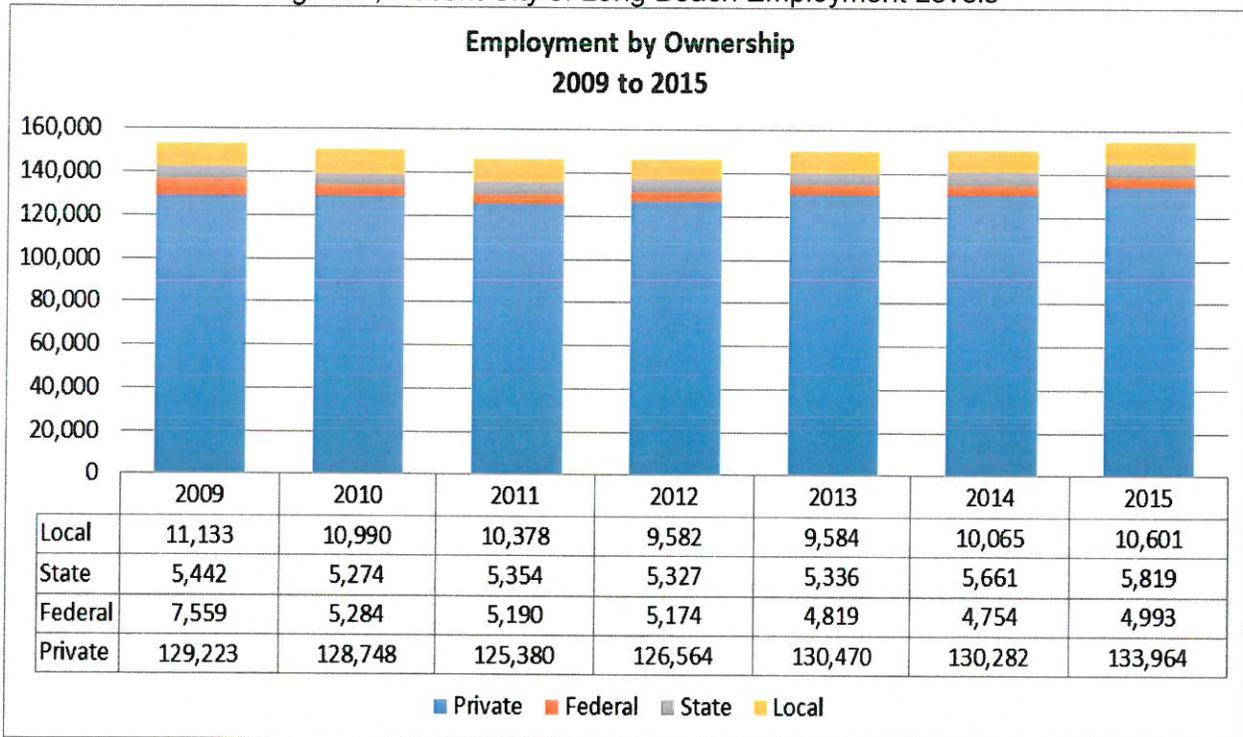
The General Plan is based on a vision of bringing great neighborhoods with housing, goods, services, employment and public open space all together in one community. The creation of jobs and economic activity is in many respects an even larger challenge for Long Beach than creation of new housing.

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 5 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 adopted 1989 LUE. The proposed LUE proposes significant changes in order to meet this employment goal. Staff from the City's Economic and Property Development Department and Beacon Economics staff 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 LUE.

Figure 5, Recent City of Long Beach Employment Levels



Source: Beacon Economics (2016)

The LUE 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 old fields 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 out to 2040. The City has a double 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.

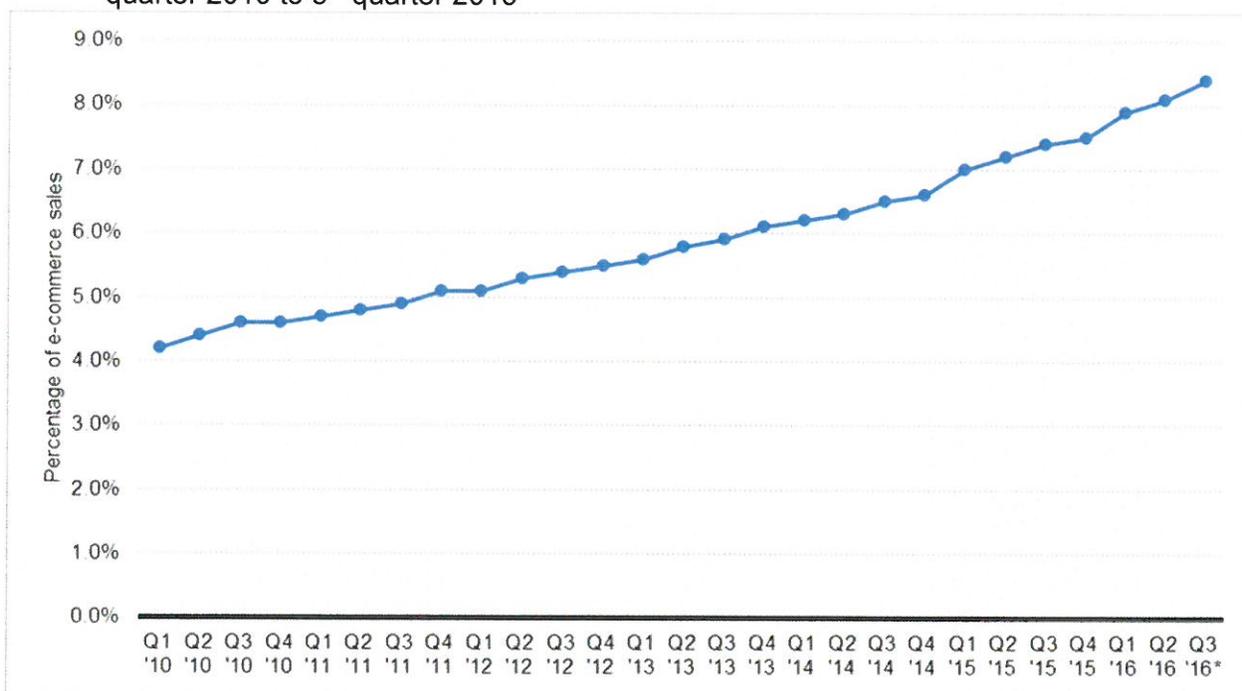
The Port and associated trade and logistics business will remain the foundation and key contributor to the Long Beach economy. As the Port continues to modernize and expand, becoming the greenest port in the world and exceeding its own standards for sustainability, there is an opportunity to build the 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.

Neo-Industrial 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 Plan's drafting. 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 experience 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) are some of the better known examples of this new type of shopping.

Figure 6, 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 LUE makes room for such development within the Community Commercial, Downtown and Regional Serving Facility PlaceTypes. We also anticipate 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. Sustainability and economic development are also linked.

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 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.

ORGANIZATION, REQUIRED ELEMENTS AND CONTENTS OF THE PLAN

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 3, 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 the specific rules such as height, floor area ratio (FAR) and density for each PlaceType 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 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.

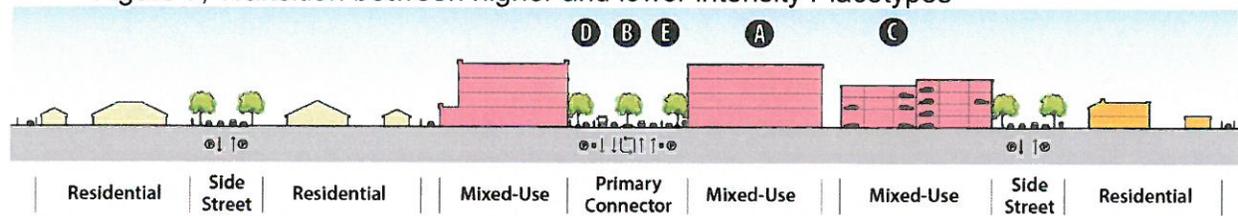
The UDE will be used in two major ways: during the design of public space as well as during the drafting of new zoning ordinances to implement the Land Use Element. For example the next time 4th Street is repaved policy UD 31-3 notes the need to explore shared use on that street and UD-33-3, UD33-4 and 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. 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.

Figure 7, Transition between higher and lower intensity Placetypes



Source: Urban Design Element p. 46 (Neighborhood-Serving Centers and Corridors)

PUBLIC OUTREACH, ENGAGEMENT AND VISION

The entire General Plan must serve the needs and vision of the City’s residents; therefore, public outreach and input serve as the cornerstone of the LUE and UDE. Preparations began in 2006 and by 2007, the City had begun unprecedented outreach efforts to establish the vision for the LUE. In 2007 alone, there were five large community festivals, over 1,000 questionnaires completed by community members, an online engagement site, hundreds of contacts with each of the City’s community organizations, meetings of general planning advisory committees, phone banks, e-mail updates, distribution of flyers and other written materials. This input was compiled in late 2007 into an “emerging themes” document that was shared with the public and posted online.

Figure 8, Outreach Program Leading to 2007 emerging themes document

OUTREACH METHOD	ACCOMPLISHMENTS
Electronic communication	<ul style="list-style-type: none"> • Internet website at www.longbeach2030.org, which includes project summary, updates, event calendar, and major document depository • Phone hotline at 562-570-PLAN describing the current phase of the project, how to obtain and fill out a survey, and voicemail to leave a message for staff call-back
Direct contact	<ul style="list-style-type: none"> • E-mail blasts • Mailing list • Use of existing City outreach lists
City media outreach	<ul style="list-style-type: none"> • Director of Planning & Building interview on public access channel • City Manager’s weekly report • Community Planning monthly bulletin
Advertising	<ul style="list-style-type: none"> • Branding to facilitate project identity and awareness • Multi-lingual fact sheet containing a project summary and description of how to get involved and be heard • Newspaper • Variable message freeway signs • Targeted delivery • Posters distributed to businesses, schools, and other public facilities • Kiosk in City Hall lobby • Mobile “plan van”
Surveys	<ul style="list-style-type: none"> • Prepared in three languages • Internet—over 350 received through July 2007 • Direct mail and hand-outs at events—over 600 received through July 2007 • Personal delivery • Month-long phone bank involving 15 City staff planners contacting 185 organizations, stakeholders, businesses, and individuals during March 2007 • Outreach consulting firms canvassed neighborhoods with predominately minority populations, using bilingual representatives in certain neighborhoods

Those emerging themes became the vision found in Chapter 1 of the LUE and have remained consistent throughout the plan's decade-long development. Throughout 2008, staff conducted detailed analysis of existing physical and economic conditions throughout the City and continued the public engagement process. A map of community connectors (complete streets) and areas of opportunity and special planning was released to the public in October of 2008. This map closely reflects the major areas of change and final PlaceTypes map in the final document.

By late 2008, over 100 community meetings and events had been held to promote and inform the Plan. While progress slowed considerably during the great recession, the Plan development process remained open and collaborative with the public. A full effort to finish the document resumed in 2014. The formal environmental process kicked-off with a citywide scoping meeting held in May of 2015. A complete draft of the LUE and UDE was posted online in May of 2015, and iterative changes from that point forward were made based on public comment and interagency feedback.

The Planning Commission served an important role during the entirety of this process. Study sessions were held in October of 2010, February of 2013, June and October of 2015, and most recently in October of 2016. All of these meetings were open to the public and the public did participate by addressing the Commission and through letters and emails to staff.

During 2016, staff held a citywide open-house regarding the Plan as well as ten community group meetings. Two Council offices also held their own meetings where staff attended and presented the Plan for discussion. Of particular relevance may be a focus group that was held with CSULB students where they expressed their desire to stay in Long Beach after graduation, but also an expectation that their employment opportunities would more likely lie outside of the City (Los Angeles, San Francisco and Irvine were given as examples by the students of cities with attractive job markets and housing options). Expanding employment opportunities is a key goal and consideration in all aspects of the LUE. The students also expressed a need for more multifamily housing in proximity to CSULB, a desire that is reflected in the proposed height increases around the traffic circle.

While not every public comment could be accommodated with a change to the document, every comment was read and carefully considered. Many comments did directly lead to changes, for example homeowners in the Peninsula area requested to keep their 3-story height and changes to the PlaceType table and height map were made as a result. Public comments requested height reductions to 2nd Street in Belmont Shore and Pacific Avenue in Wrigley, and both were accommodated. Comments led to changes to the text of the Plan, further development of the implementation program and strengthening of the environmental justice goals and strategies.

MAJOR AREAS OF LAND USE CHANGE

The legal requirements for general plans, existing conditions, projections of future challenges, public input and good planning practice were all applied to formulate the Plan, particularly the major areas of change. While everything in the Plan is "new," there are eight specific major areas of change: more open space, converting industrial areas to neo-industrial, promoting regional serving uses, transitioning from industrial to commercial uses,

promoting transit-oriented development, continuing downtown development, promoting infill and redevelopment to support transit, and redevelopment to highest and best use. Each of these major changes is identified geographically in Map LU-19 of the LUE (page 111 of Exhibit C).

Creation of more open space is a key to sustainability and livability in Long Beach. The LUE map does identify some major sites for repurposing over time, including the TI-freeway, river-adjacent parcels, scattered sites and the Los Cerritos wetlands, but it pairs this strategy with fine-grain approaches found in the UDE. The UDE looks at creating small public spaces as well as large. Policies are in place to make better use of open-space created on private property through development, and rethinking excess public rights-of-way for parklets, plazas and performance spaces. This approach builds on the City's experiments with parklets, policies and project ideas in the Midtown Specific Plan, CX3 Pedestrian Plan and the TOD/Pedestrian Plan. What the UDE does is formalize this approach for citywide application.

As discussed in the economic development section, select sites that are located adjacent to residences and open-space can be transitioned away from traditional industrial to neo-industrial. This change relates to scattered sites around the City and does not diminish the amount of industrial space adjacent to the Port and west of the airport near the I-405 freeway, which will remain available for heavier or traditional industrial businesses.

Regional serving uses relate to the buildout of airport-adjacent land, primarily Douglas Park, the major medical centers and the power generation sites. Certain scattered sites along Cherry Avenue are identified for transition from industrial to commercial, due to both their residential adjacency and their existing uses that skew toward commercial uses.

Transit-oriented development is encouraged in the area already covered by the Midtown Specific Plan as well as land adjacent to the Wardlow stop on the Metro Blue Line. The continued development of downtown is identified as major not because of any change to downtown regulations but because development in downtown will play a more central role and produce a greater share of total development in the City than past development patterns.

Sites along Cherry Avenue, Redondo Avenue and near the traffic circle are all identified as potential sites for infill and redevelopment that would support major bus corridors. The Plan also brings mixed-use to most other commercial corridors but this is not identified as a "major" change because it is largely a change in regulation back toward the existing building mix along those corridors. Consistent with the ongoing South East Area Specific Plan (SEASP) study, that area is identified for redevelopment to its highest and best use. The details of that redevelopment will follow in the final form of the SEASP plan.

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 broken 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 document 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.

CEQA COMPLIANCE

In accordance with the California Environmental Quality Act (CEQA) and the CEQA Guidelines, a Program Environmental Impact Report (Exhibit F – EIR 03-16) was prepared for the proposed project. An Initial Study prepared in May of 2015, determined that a Program EIR would be the appropriate level of CEQA environmental review pursuant to Section 15168 of the CEQA Guidelines. Although the legally required contents of a Program EIR are the same as for a Project EIR, Program EIRs are more conceptual and may contain a more general discussion of impacts, alternatives, and mitigation measures than a Project EIR. Use of a Program EIR allows the City, as Lead Agency under CEQA, the opportunity to consider broad policy alternatives and program-wide mitigation measures. Program EIRs are commonly used for long range planning policy documents such as Specific Plans.

The Notice of Preparation (NOP) and Initial Study were made available for public comment during a 30-day public review and comment period that started on May 18, 2015 and ended on June 16, 2015. During this NOP comment period, the City received written comments from the South Coast Air Quality Management District (SCAQMD), the Los Angeles County Fire Department, California Department of Transportation – District 7, Office of Regional Planning (Caltrans), County Sanitation Districts of Los Angeles County, and Southern California Association of Governments. In addition, several written comments were submitted by the public, including at a scoping meeting held on May 27, 2015, at the Long Beach Gas & Oil Department Community Room. The purpose of this comment period was to allow the public and responsible agencies the opportunity to provide suggestions on the scope of analysis and environmental issues to be addressed in the EIR.

The Notice of Availability (NOA) and Draft Program EIR were made available for public comment during a 60-day public review and comment period that started on September 1, 2016 and was scheduled to end on November 1, 2016; that comment period was further

extended to November 18, 2016. During this Draft Program EIR comment period, the City received written comments from Caltrans, the California Coastal Commission, Los Angeles County Metropolitan Transportation Authority (Metro), Long Beach Unified School District, County Sanitation Districts of Los Angeles County, as well as community organizations and interested individuals. Issues raised in these comment letters addressed potential traffic impacts to the regional transportation system (Caltrans), potential impacts from development occurring within 100 feet of a Metro facility and Transportation Impact Analysis requirements of the State Congestion Management Program (CMP) statute (Metro), project impacts to school facilities (LBUSD), and minor corrections related to future wastewater generation and treatment infrastructure (County Sanitation Districts). Comments from community organizations and individuals primarily related to height, traffic, congestion, density and concern or support for the overall plan. Some public comments were not related to environmental impact but were still considered for purposes of refining the draft General Plan elements. All substantive environmental issues raised in the Draft Program EIR comment letters have been adequately addressed in the Final Program EIR, which determined that no new significant environmental impacts or issues were raised in the comment letters that would require a recirculation of the Draft Program EIR.

Table 4, CEQA Impacts After Mitigation

Less than Significant	Significant and Unavoidable
Aesthetics	Air Quality
Land Use and Planning	Greenhouse Gas Emissions
Noise	Transportation and Traffic
Population and Housing	
Public Services	
Utilities	

While mitigation measures have been proposed to reduce the level of environmental impacts, the Final Program EIR identified certain impacts that would remain significant, unavoidable, and adverse even after all feasible mitigation measures have been incorporated into the project. These environmental impacts involve long-term operational exceedance of relevant air quality standards, exposure of sensitive receptors to pollutant concentrations and exposure of sensitive receptors to toxic air contaminants, exceedance of greenhouse gas emission targets related to global climate change, and traffic and circulation impacts including level of service impacts at 44 identified intersections, and impacts related to the Congestion Management Plan (CMP). Due to these significant unavoidable adverse impacts, certification of this Program EIR would require approval of a Statement of Overriding Considerations that determines the project’s economic, legal, social, and/or technological benefits would outweigh the unavoidable adverse environmental impacts and the adverse impacts may be considered acceptable.

The Final Program EIR evaluated four Alternatives to the proposed project that could feasibly meet most of the project objectives while avoiding or substantially lessening significant project impacts. The Alternatives considered were the No Project Alternative, Areas of Change Reduction/Reduced Project Alternative, Reduced VMT Alternative, and Neighborhood-Serving Centers and Corridors Commercial-Only Alternative. Based on the

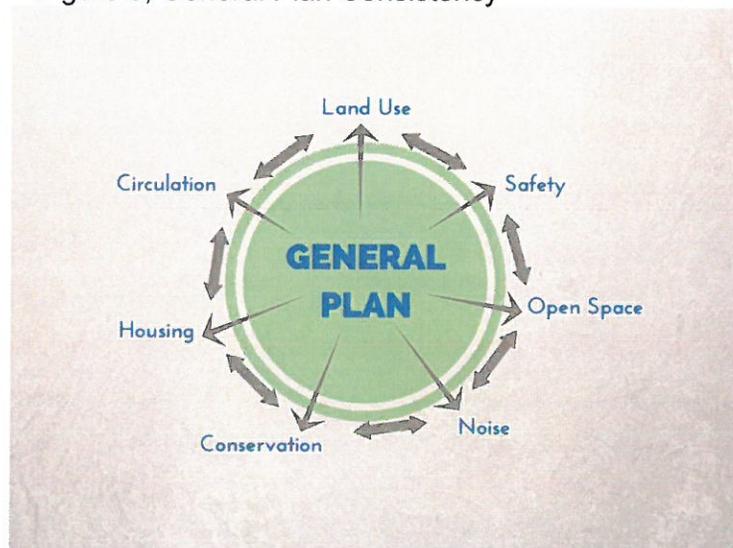
analysis provided in the Draft Program EIR, the No Project Alternative was identified as the environmentally superior alternative, with several environmental issues at reduced impact levels compared with the proposed project, including aesthetics, air quality, greenhouse gas emissions, land use, noise, population and housing, public services, transportation/traffic and utilities. However, the No Project Alternative would not meet any of the established project objectives. With the exception of the No Project Alternative, the Environmentally Superior Alternative would be the Reduced VMT Alternative / Transit-Oriented Alternative. This alternative would reduce impacts in all areas except Land Use. However, it would not meet the objectives to the degree that the project would meet those objectives. The Reduced VMT Alternative focuses, almost exclusively, on development downtown and along the Long Beach Boulevard TOD corridor. This approach is inconsistent with the goal of providing diverse housing, does not create an equitable land use plan across the entire City and would be insufficient to meet the City's housing and employment growth obligations.

The preparation and public availability of this Program EIR has been done in compliance with the provisions of CEQA and the CEQA Guidelines, and staff therefore recommends that the Planning Commission recommend the City Council certify Program EIR 03-16.

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 9, 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 relates 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 or 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 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 SEADIP/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; a more detailed conformity analysis can be found in Exhibit H. The comprehensive Program EIR satisfies the requirement that the proposed change will not adversely affect the character, livability or appropriate development of the surrounding area. 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.

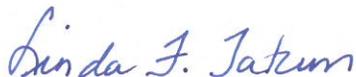
RECOMMENDATION

Staff recommends that the Planning Commission recommend that the City Council certify the Program EIR (Exhibit F) and adopt the accompanying mitigation monitoring and reporting plan with associated findings (Exhibit G); and recommends that the Planning Commission recommend that the City Council adopt the General Plan Land Use Element and Urban Design Element and adopt the associated findings (Exhibit H).

Respectfully submitted,



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Attachment:	Exhibit A –	Adopted Land Use Element
	Exhibit B –	Adopted Scenic Routes Element
	Exhibit C -	Proposed Land Use Element
	Exhibit D -	Proposed Urban Design Element
	Exhibit E –	Year of Construction Map
	Exhibit F –	Draft and Final EIR
	Exhibit G –	CEQA Findings of Fact and Statement of Overriding Considerations
	Exhibit H –	General Plan Findings

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