

September 17, 2024

Honorable Mayor and City Council  
City of Long Beach  
California

**RECOMMENDATION:**

Recommendation to receive the supporting documentation into the record, and conclude the public hearing;

Adopt a Resolution reapproving and recertifying an Addendum (EIRA-01-23) to the Program Environmental Impact Report prepared for the General Plan Land Use Element Update and Urban Design Element (PEIR) (EIR 03-16) relating to the implementation of the General Plan Land Use Element through the repeal and replacement of Title 22 and the rezoning of designated corridors in North Long Beach, Green Leaf Boulevard to the north, West Arbor Street to the south, Susana Road to the west, and Downey Avenue to the east (Project), in accordance with the provisions of the California Environmental Quality Act (CEQA) Section 15164 of the CEQA Guidelines and making certain findings and determinations that the adopted PEIR Mitigation Monitoring and Reporting Program (MMRP) mitigates, to the extent reasonably feasible, impacts associated with the Project and that no new or different mitigation measures are required;

Adopt an Ordinance to repeal and replace the Transitional Zoning Code of the City of Long Beach (Title 22 of the Long Beach Municipal Code) in its entirety to establish new zoning district to implement the Neo-Industrial, Multi-Family Residential - Low, and Multi-Family Residential - Moderate Placetypes of the Long Beach General Plan Land Use Element and other implementing changes, read the first time and laid over to the next regular meeting of the City Council for final reading;

Adopt an Ordinance to implement City-initiated rezoning of select properties on major corridors in North Long Beach, Green Leaf Boulevard to the north, West Arbor Street to the south, Susana Road to the west, and Downey Avenue to the east, as depicted on the Staff Report (Attachment C) to include Multi-Family Residential - Low (MFR-L), Multi-Family Residential - Moderate (MFR-M), Neo-Industrial 1 (NI-1) and Neo-Industrial 2 (NI-2), read the first time and laid over to the next regular meeting of the City Council for final reading; and,

Receive and file the UPLAN Neighborhood Mobility Enhancement Plan for North Long Beach. (Citywide)

**DISCUSSION**

North Long Beach, also known as Uptown, has unique strengths and opportunities as well as

challenges to be addressed. Over more than two decades, the Redevelopment Agency and Community Development and Public Works Departments made investments in the residents, businesses and real estate of Uptown in order to allow residents to thrive and for those public sector investments to facilitate later private sector investments and positive outcomes. The culmination of this work is seen in new shopping, dining and living opportunities, updated parks and playgrounds, streets, libraries and public facilities. The zoning action presently before the City Council is another culminating outcome that will set the table for continued private sector investment in Uptown and positive outcomes for its residents and businesses.

## **Project Overview**

The proposed project includes three components:

1. Repeal and replace the existing text of Title 22 of the Long Beach Municipal Code (LBMC) to update the regulations for the 13 existing zoning districts;
2. The implementation of three General Plan PlaceTypes (Multi-Family Residential-Low, Multi-Family Residential Moderate, and Neo-Industrial) through the establishment of four new corresponding zoning districts: Multi-Family Residential Low (MFR-L), Multi-Family Residential Moderate (MFR-M), Neo-Industrial 1 (NI-1), and Neo-Industrial 2 (NI-2); and,
3. The rezoning of select properties on major corridors in North Long Beach from their existing zoning to the corresponding Title 22 zoning districts. The proposed rezoning effort is consistent with and implements the General Plan Land Use Element (LUE).

At the August 1, 2024, Planning Commission (Commission) meeting, the Commission voted to approve the recommendations for all the project components to move forward to City Council (Attachment A).

## **Project Summary**

In 2015, then Councilmember Rex Richardson unveiled his Roadmap to the Renaissance plan establishing a goal of improving parks and public facilities, rethinking major roadways and corridors, and reinvigorating commercial corridors through new vendors and businesses. By 2016, the City of Long Beach (City) had partnered with the Southern California Association of Governments (SCAG) which awarded an initial grant to the City in 2017 to update zoning regulations in North Long Beach, an effort that later became known as the Uptown Planning and Land Use and Neighborhood Strategy (UPLAN). At the same time, the Successor Agency wind-down process was underway and former redevelopment properties were sold, including the property at Atlantic and Artesia which came to be known as Uptown Commons, a development that brought new dining and services to the area and demonstrated the viability of commercial investment and development in the area.

The UPLAN project has been a multi-year effort with various community engagement activities to help create the vision and objectives for the project. The first phase neared completion in early 2019 pending City Council approval (which followed in 2020) and UPLAN Phase 2 community engagement process began later that year in the Fall of 2019, with a series of in-depth workshops and studies with community members, including walk audits, advisory groups with

community members and youth engagement efforts, and culminating in two place-based neighborhood improvement projects. Community input and feedback was coupled with in-depth technical analysis to develop zoning code amendments comprised of both new zoning regulations and amendments to repeal and replace the established Title 22 zones (Attachment B); a rezoning proposal to amend the City's zoning map to reflect the rezoning of select properties on major corridors in the North Long Beach area to Title 22 zones (Attachment C); and a Neighborhood Mobility Enhancement Plan (NMEP) that provides guidelines and recommendations to improve multi-modal options and infrastructure throughout the project area by prioritizing pedestrian safety and active transportation (Attachment D).

In December 2019, the City Council adopted an update to the General Plan LUE and adopted a new Urban Design Element (UDE). The update to the City's General Plan guides growth and future development in Long Beach through the horizon year 2040. Consistent with State law, the City is currently undertaking a program (known as "Zone In") to rezone properties throughout the City in accordance with the adopted LUE. The City's Zoning Code (LBMC Title 21), which has not been comprehensively updated since 1989, does not provide the full range of zoning districts and general development standards needed to implement the policies of the LUE and UDE. In November 2020, the City established its new "transitional" Zoning Code in Title 22 of the LBMC. This action marked the beginning of a phased update of the City's Zoning Code citywide, which was already underway in Uptown.

UPLAN was the first rezoning effort that established Title 22 of the LBMC. Through Phase 1 of the UPLAN project, 12 new zoning districts were adopted in November 2020 to correspond with and implement the Neighborhood Serving Center or Corridor (NSC) and Community Commercial PlaceTypes of the LUE. Six of the zones were developed and adopted as basic zones that could apply in any area of the City. The other six zones were tailored to reflect community priorities and concerns in North Long Beach and other areas of the City that face similar issues as part of an "A-series" of zones with specific land use incentives and restrictions based on community input. Title 22 regulations also limit A-series zones as eligible to be applied to City areas that have been designated as Community Development Block Grant (CDBG) Areas by the Department of Housing and Urban Development. The Phase 1 zones were adopted by the City in November 2020 and are now in effect. Properties along Artesia Boulevard and Atlantic Avenue in North Long Beach (north of Del Amo Boulevard) were rezoned to these new zoning districts as part of that same action.

Through a second phase of technical analysis and community engagement in North Long Beach for UPLAN, as well as work in Central Long Beach through Zone In: City Core (ZICC), the repeal and replacement of the existing Title 22 zones are proposed to update and improve those zones, and to rezone all other properties in North Long Beach which are designated by the General Plan LUE as Neighborhood Serving mixed use or Community Commercial PlaceTypes to be rezoned to the corresponding Title 22 zones. Additionally, four new zones have been developed at part of UPLAN Phase 2 to implement three more LUE PlaceTypes: the Neo-Industrial (NI), Multifamily Residential-Low (MFR-L) and Multifamily Residential-Moderate (MFR-M) PlaceTypes. The UPLAN project generally applies to areas within the boundaries of Green Leaf Boulevard to the north, West Arbor Street to the south, Susana Road to the west, and Downey Avenue to the east, also known as the 90805-zip code.

The proposed new zoning regulations were developed to be consistent with and implement the MFR and NI General Plan PlaceTypes. One zoning district is recommended for each respective MFR PlaceType. Conversely, two NI zones (NI-1 and NI-2) were developed to implement different portions of the NI PlaceType. The proposed NI zones would be the first such districts in the City and are being proposed to help transition existing industrially zoned areas of North Long Beach uses to less polluting alternatives in the future while maintaining local jobs. Through the UPLAN process, community members shared their insights on how the zones should be developed and updated to best meet community needs. MFR-L and MFR-M zones are designed to facilitate a variety of multi-family housing types and allow limited commercial uses that foster desirable neighborhood amenities, walkability and open space. The new MFR zones, along with updates to the 10 existing mixed-use zones that correspond to the NSC PlaceTypes, also align with and implement the City’s Housing Element update adopted in 2022.

Table 1 below shows the LUE PlaceTypes within the project area that are included in the proposed rezoning map and the corresponding zoning district(s) that are proposed to be amended or added to Title 22 through the repeal and replacement of Title 22 to implement each given PlaceType.

**Table 1**

<i>PlaceType (LUE)</i>	<i>Applicable Zoning District(s) (Title 22)</i>
Neighborhood Serving Corridor –Low	MU-1-A, MU-2-A, RMU3-A
Neighborhood Serving Corridor–Moderate	RMU-4-A, MU-3-A
Multifamily Residential–Low	MFR-L
Multi-Family Residential–Moderate	MFR-M
Neo-Industrial	NI-1, NI-2

**Title 22 Zoning Code Changes**

The proposed repeal and replacement of Title 22 would implement the establishment of four new zones as well as amendments and updates to the zoning code text throughout Title 22. This includes changes to the Land Use and Permit Processes tables based on community input, updates to reflect changes in state law, implementation actions for the City’s 6<sup>th</sup> Cycle Housing Element, and lessons learned in administering the new zones since their adoption in 2020. The repeal and replacement of Title 22 would also revise the definition of primary and secondary frontages and implement a change in how setbacks are measured, to revert back to measurement of setbacks from the property line instead of the curb face. Technical corrections would also be implemented, such as removing maps and graphics that are no longer referenced in the code text; clarifications on administrative processes, and other updates to regulatory procedures (Attachment B).

The proposed changes to existing regulations as well as the newly proposed MFR zones were co-informed by other Zone In initiatives that were concurrently underway during UPLAN Phase 2. In particular, community input for ZICC provided valuable suggestions for improving the zoning regulations both for North and Central Long Beach. Both community insight and technical analysis revealed that the UPLAN and ZICC project areas share similar needs and priorities due to similar histories of disinvestment, segregation, migration, and community composition of

renters of color. Both areas are primarily designated as CDBG areas, so tailored A-series zones will apply. Changes to and new A-Series zones reflect the consolidated priorities, concerns, and zoning standard recommendations from both projects into a single cohesive set of regulations designed to address the core needs of both communities. As further detailed below, Phase 2 of UPLAN includes new MFR and NI zoning districts to implement the corresponding General Plan PlaceTypes.

### *Multi-Family Zones*

There are two new MFR zones proposed: low and moderate, respectively, each correspond to their respective PlaceType. The purpose of these districts is to provide highly desirable housing options for a range of lifestyles and income levels that encourage a wide variety of multi-family housing types, designed to facilitate both the development of new housing and the maintenance of the existing housing stock to address the housing crisis. Additionally, the MFR-L zone would serve as a buffer between less intense and more intense residential or mixed-use neighborhoods. The intent is to promote well-designed housing where multifamily residential already exists or residents can reach existing commercial services and public transit. MFR-L zone facilitates development up to three stories in height, with lower density options such as duplex, triplex and garden apartment housing. The zone would also allow for limited neighborhood serving, low-intensity commercial uses. The MFR-M zone would allow up to three or four-stories of height, depending on the properties and the height limit in the LUE, to facilitate moderate-density multifamily development with allowance for limited neighborhood-serving low-intensity commercial uses.

### *Neo-industrial Zones*

Similarly, two NI zones are proposed to implement the NI PlaceType, and properties in North Long Beach with the NI PlaceType designation are proposed to be rezoned to one of these two zones, depending on the property context. NI zones are intended to allow innovative start-up businesses, light industrial, small incubators, co-working spaces, commercial manufacturing, clean non-nuisance industries, and office uses that support these industries. They are also intended to support industrial uses by allowing commercial uses like retail stores, and eating and drinking establishments. The purpose of updating these zones is to allow uses to focus on promoting clean industries, though existing industries will retain nonconforming rights provided under the Nonconforming Uses (Chapter 21.27). The proposed NI-1 zone would allow light industrial uses such as light manufacturing, small and incubator businesses, research and development, technology and support uses to promote transition to cleaner industries. The NI-2 zone would act as a more transitional area, allowing a broader mix of industrial and commercial uses. NI-2 is designed to both permit clean industry directly, as well as permit ancillary and supportive commercial uses (such as food services and limited retail) to complement NI-1, facilitate a broad economic base and provide a buffer between existing industrial clusters and nearby commercial or residential corridors. Both NI zones are ultimately intended to reduce greenhouse gas (GHG) emissions, noise pollution and other climate related impacts in support of the City's Climate Action Plan goals which aim to reduce the City's GHG footprint and ensure the community and physical assets can better mitigate and adapt to the local impacts of climate change.

## **The UPLAN Engagement Process**

UPLAN has been a multi-stage (Phase 1 and 2) process, which involved City staff working collaboratively with North Long Beach residents to develop and integrate zoning regulations and infrastructure recommendations with community vision for future mobility, housing, and commercial land use in North Long Beach. The UPLAN Phase 2 community engagement process focused on collaborative planning through an equity lens with the residents of North Long Beach. The approach emphasized the lived experience of the residents and community members living in North Long Beach while uplifting their unique planning visions for the future. The engagement events for UPLAN Phase 2 included a public open house, 10 community meetings with an Advisory Committee comprised of active local residents, a series of Emerging Leaders workshops focused on youth input and participation, two demonstration projects, and virtual opportunities during 2020, including a virtual open house and virtual walk audits.

The cumulative efforts across all engagement activities were combined with technical analysis to inform the proposed repeal and replacement of Title 22. Recommended updates to the original Title 22 zones adopted through UPLAN Phase 1 were reflective of evolving community priorities, feedback on the zones after their adoption along the Atlantic and Artesia corridors, and new challenges and changes that resulted from the COVID-19 pandemic. Additional activities focused on active transportation and street improvements to address the various high collision corridors and intersections throughout the project area. A collision analysis and connectivity study were developed by the project team to establish a methodology for the project prioritization and improvement recommendations that were ultimately integrated within the NMEP. The end result of Phase 2 was zoning recommendations and an NMEP that were developed in tandem to provide holistic recommendations that addressed the relationship between land use and transportation options in North Long Beach. A more detailed description of Phase 2 activities is included in Attachment A.

## **Consistency with the General Plan and Other Relevant Plans and Policies**

The proposed new zoning districts, zone text changes and rezoning proposal implemented through the repeal and replacement of Title 22 are compatible with the goals, policies and designations within the City's General Plan. The General Plan LUE identifies the areas that are to be rezoned consistent with and to implement the corresponding PlaceTypes: NSC-L, NSC-M, NI, MFR-L and MFR-M PlaceTypes (LUE map grid 29, 31, and 32). The proposed new zones and rezoning proposal are consistent with and designed to implement the above PlaceTypes.

Multiple LUE goals are advanced by the proposed zoning districts, including but not limited to healthy, active, and complete neighborhoods, increased economic development and shared economic prosperity, new housing construction and more varied housing types, improved environmental health through reduced Vehicle Miles Traveled (VMT), enhanced mobility choices, and safe and secure living environments (LUE p. 4-6). The proposed zoning districts are also consistent with the LUE generalized concept of redirecting and concentrating new development, in particular multi-family development, along major corridors, accommodating higher density housing while minimizing direct displacement. Furthermore, the proposed zoning districts promote equitable distribution of services, amenities, and investments throughout the City (LU Strategy No. 14), reinvent commercial corridors by creating compact, mixed-use land

use patterns (LU-M-4), and allow a variety of housing types in new residential developments (LU Policy 12-1).

UPLAN Phase 2 supports LU Strategy No. 3 of stimulating economic development and job growth (LUE p. 111) and maintaining a strong, diversified economic base that creates jobs and attracts employers by revitalizing economic centers and corridors, diversifying local businesses and major employers, and spurring innovation through collaboration between businesses and community through promoting local workforce development (LUE p.13-14, 18, 27). The proposed zoning districts for the NI PlaceType in particular promotes job-generating, low-intensity uses adjacent to low-density residential uses, and medium-intensity uses that transition to industrial uses. Preserving the stock of older industrial buildings is key to maintaining the character of NI areas to allow for future business innovation opportunities and adaptive reuse possibilities to occur. For existing industrial buildings, flexible zoning regulations allow for the existing scale of development, building sizes, heights, and access routes to be maintained, while still incorporating buffers between industrial and residential uses.

The LUE Program Environmental Impact Report (PEIR) identified historic resources throughout the City and those that require further future study consistent with the Historic Preservation Element of the General Plan. The General Plan focuses on enhancing existing open space and creating new open space opportunities through private open space, plaza and event space, parklets and flexible space. This is consistent with the Open Space Element (OSE) goals of adding recreation open space and recreation facilities in the areas of the City that are most underserved (OSE see Goal 4.3 at p. 25), increasing recreation resources by supplementing publicly owned recreation resources with privately owned recreation resources (OSE Goal 4.6), and assuring General Plan and zoning protections for open space (OSE Policy 4.4).

Implementation of the proposed zoning districts will result in new housing opportunities for all types of families, consistent with the Housing Element (HE) Goal 4 of providing increased opportunities for the construction of high-quality housing (HE p. 104). Housing Element Policy 4.5 explicitly targets transit corridors for new housing, as well as policies 5.3 and 5.4 which relate to flexible zoning and streamlined approval processes (HE p. 105). Likewise, the proposed districts are crafted to facilitate shorter trips within neighborhoods and complete communities for people to get to the places they live, work and play by foot, bicycle and transit. These efforts will eliminate vehicle trips and reduce VMT consistent with the City's Air Quality Element (AQE p.7) and the Mobility Element (ME) goal of creating an efficient, balanced, multimodal mobility network (ME p. 72). Moreover, the new zoning will facilitate the development of medium density housing options such as duplex, triplex, and fourplexes to bridge the "missing middle" housing gap and achieve a balance of rental and homeownership opportunities (HE Policy 1.3-1.4).

The proposed zoning districts would be established to be applicable Citywide and thus in the future could affect areas within the Coastal Zone; however, at this time proposed zoning districts are not being recommended for certification in the Coastal Zone. The only areas that are proposed for City-initiated zone changes at this time are in North Long Beach. Therefore, this project is not appealable to the California Coastal Commission and has no impact on the City's Local Coastal Program (LCP). At a later date to be determined, the City will adopt a future amendment to the LCP to enable the newly created zones to be applied to the Coastal Zone. The proposed zone change areas do not abut a designated scenic route or highway, and do not

contain significant mineral resources, therefore the Conservation Element and LCP are not impacted by the proposed project.

The proposed zoning districts, zone text changes and City-initiated zone changes implemented through the repeal and replacement of Title 22 are consistent with the General Plan and with the findings laid out in LBMC Section 21.25.106 and articulated in Attachment E. Together the comprehensive PEIR and Environmental Impact Review (EIR) Addendum (Addendum) (described below in more detail) satisfy 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 proposed zoning districts is to improve the quality of the built environment in the project area and specific protections are in place to assure safety, livability and quality design and to protect historic structures.

This matter was reviewed by Principal Deputy City Attorney Erin Weesner-McKinley on August 30, 2024, and Revenue Management Officer Geraldine Alejo on August 26, 2024.

#### PUBLIC HEARING NOTICE

The required public hearing notice was provided in accordance with the LBMC 21.21.302. A public hearing notice was published in the Long Beach Press-Telegram on September 4, 2024, pursuant to Section 6061 of the California Government Code. Additionally, notices were provided to all City libraries and notice posting was provided at City Hall. The public hearing notice was posted on the Community Development Department's website and distributed through the City's LinkLB e-mail blast system. The public notice was also sent out by email to a list of over 200 recipients, comprised of community stakeholders, neighborhood associations and other interested parties. Finally, three bilingual (English and Spanish) posters of the public hearing notice were placed on prominent locations along major corridors in the project area. No comments have been received as of the preparation of this report.

#### ENVIRONMENTAL REVIEW

Pursuant to the California Environmental Quality Act (CEQA) and the State CEQA Guidelines, the City, as Lead Agency, prepared an addendum #3 EIRA-01-23 (Attachment F) to a previously certified PEIR, EIR 03-16, State Clearinghouse No. 2015051054 prepared for the General Plan LUE Update and UDE (Attachment G). The Addendum analyzed the proposed project in accordance with the PEIR and determined that the project will not result in any new significant impacts that exceed those analyzed in the PEIR. The PEIR found significant and unavoidable impacts related to air quality, global climate change, noise, and transportation. However, none of the conditions requiring a new subsequent or supplemental environmental impact report, as stated in Section 21166 of the Public Resources Code or in Sections 15162 or 15163 of the CEQA Guidelines, are present. Thus, the Addendum was prepared pursuant to CEQA Guidelines Section 15164 and certified by City Council on May 2, 2023. In the time since the Addendum was certified, additional minor changes have been made to the draft zoning regulations and zoning map changes for the project. The scope of the revisions to the proposed zoning regulations are reflected in the memorandum to the Addendum (Attachment H) and do not modify the proposed project such that the proposed project would require a major change to the 2019 Certified EIR and there is no substantial new information indicating that there would be



a new significant impact related to any issue area analyzed in the Addendum. Therefore, the proposed project would not result in new significant environmental impacts, and there would not be a substantial increase in the severity of impacts described in the 2019 Certified EIR.

### TIMING CONSIDERATIONS

Pursuant to Section 21.25.103 of the Zoning Regulations, this request should be presented to the City Council within 60 days of the Planning Commission hearing, which took place on August 1, 2024.

### FISCAL IMPACT

This recommendation has no staffing impact beyond the budgeted scope of duties and is consistent with existing City Council priorities. While this action is intended to promote future economic activity any projection of its impact would be speculative. Therefore, there is no fiscal or local job impact associated with this recommendation.

### SUGGESTED ACTION:

Approve recommendation.

Respectfully submitted,

  
Christopher Koontz  
Community Development

APPROVED:



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THOMAS B. MODICA  
CITY MANAGER

ATTACHMENTS: RESOLUTION  
ORDINANCES  
A – AUGUST 1<sup>ST</sup>, 2024, PLANNING COMMISSION STAFF REPORT  
B – PROPOSED ZONING CODE CHANGES  
C – PROPOSED REZONING MAP  
D – NEIGHBORHOOD MOBILITY ENHANCEMENT PLAN  
E – GENERAL PLAN FINDINGS  
F – ADDENDUM #3 TO PEIR03-16  
G – GENERAL PLAN PROGRAM EIR (EIR-03-16) [SCH No. 2015051054]  
H – ADDENDUM #3 MEMORANDUM