

August 1, 2024

CHAIR AND PLANNING COMMISSIONERS

City of Long Beach
California

RECOMMENDATION:

Recommendation to request City Council adopt a resolution to approve and certify an Addendum (EIRA-03-24) to the Program Environmental Impact Report (PEIR) prepared for the General Plan Land Use Element (LUE) Update and Urban Design Element (EIR 03-16) relating to the implementation of the General Plan LUE through the rezoning of designated corridors in Central Long Beach and that no new or different mitigation measures are required;

Request City Council adopt an ordinance to implement City-initiated rezoning (ZCHG24-002) of select properties on major corridors in Central Long Beach roughly bounded by and inclusive of Magnolia Avenue to the west, Pacific Coast Highway to the north, 10th Street to the south, and Ximeno Avenue to the east; and

Request City Council receive and file the Residential Displacement Memo, the Commercial Displacement Memo, and the Parking and Mobility Options Memo. (Districts 1, 2, 3, 4, 6)

APPLICANT: City of Long Beach
Community Development Department
411 West Ocean Boulevard, 3rd Floor
Long Beach, CA 90802
(Application No. 2107-03)

DISCUSSION

Project Background

The City of Long Beach (City) is undertaking efforts to implement the General Plan Land Use Element (LUE), which was adopted by the City Council in 2019. The City's Zoning Code, Title 21 of the Long Beach Municipal Code (LBMC), 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. Zone In is a collaboration between the City and the community to update zoning regulations throughout the City to support the development of new housing and a greater mix of uses, particularly along commercial corridors in the area. Zone In: City Core is the corresponding rezoning effort for the Central Long Beach area, including Anaheim Street and Pacific Coast Highway, as shown in the proposed rezoning map (Attachment A). The rezoning will help



create a more complete community where residents, businesses, amenities, public assets, jobs, and shopping are located near each other in more pedestrian-friendly neighborhoods.

The LUE is intended to guide Long Beach into a more sustainable future over the next 20 years while facilitating the number of jobs and housing units needed in the city. Additionally, through its recent update to the Housing Element (HE) of the City's General Plan adopted and certified in February 2022, the impacts of the housing crisis on Long Beach residents was extensively documented, including high rent burden and overcrowding rates in Central Long Beach. Therefore, the City must update the zoning to be consistent with both the LUE and the HE. As a result, the proposed Zone In: City Core rezoning effort is anticipated to facilitate more than 3,000 market-rate and affordable housing units in the Zone In: City Core project area. Both technical analysis and community feedback informed the proposed zoning changes and underlying Title 22 districts to address risks of potential displacement and housing insecurity, and a number of supportive policies and programs were researched and reflected in supporting documents created through the Zone In: City Core process. Most notably, City staff worked with the project team and community to develop and vet Anti-Displacement Memos that included policy recommendations to address residential (Attachment B) and commercial (Attachment C) displacement.

The proposed rezoning implements the LUE's PlaceTypes, a modernized and more flexible approach to land use planning that de-emphasizes specific uses and focuses on the form and character of Long Beach's unique neighborhoods and districts. Title 22 was originally established by City Council in November 2020 with the adoption of 12 new zoning districts that implemented the Neighborhood Serving mixed use and Community Commercial PlaceTypes of the LUE. Updates to the existing Title 22 zoning districts along with the adoption of the additional zoning districts being proposed through the Uptown Planning Land Use and Neighborhood Strategy (UPLAN) are deeply informed by the Zone In: City Core process, community feedback and recommendations. These updates include changes to ground floor design standards, setbacks, open space, and allowable uses. Similarly, the new Multi-Family Residential-Low (MFR-L) and Multi-Family Residential-Moderate (MFR-M) zoning districts that will be applied to the City Core project area are proposed for adoption through UPLAN Phase II and were informed by the engagement activities and technical studies conducted for Zone In: City Core.

The Zone In: City Core Process and Project Background

The City Core rezoning project area, roughly bounded and inclusive of Magnolia Avenue to the west, Pacific Coast Highway to the north, 10th Street to the south, and Ximeno Avenue to the east is comprised of several urban neighborhoods facing challenges stemming from historical racism, disinvestment, and marginalization, which has resulted in high rates of poverty, unemployment, overcrowding, public health disparities, and lack of sufficient and affordable housing. Due to the severe housing crisis statewide and in the City, many residents are rent-burdened, live in overcrowded conditions, and/or are at risk of homelessness.

The rezoning effort was developed through an extensive three-phased community engagement process, technical analysis, and "groundtruthing" to develop progressive land use regulations and development standards that not only address historical and contemporary issues in the area but

respond to the community’s needs. Similar to issues that impact North Long Beach as explored through the rezoning efforts of UPLAN, the communities in City Core have also been historically marginalized and left out of planning and zoning processes and decisions. This has resulted in land use-related issues such as incompatible zoning near residential areas that are high nuisance and result in a disproportionate pollution burden on these communities. The new zoning districts aim to prioritize pedestrian safety and update the zoning regulations to accommodate housing needs, improve access to community-serving and job generating commercial uses, encourage pedestrian-friendly design, improve the quality and safety of streets, encourage activation as well as the use of multimodal transportation. All of these efforts build upon previous City plans, goals, objectives and strategies to ensure that the City meets the housing needs of current and future Long Beach residents and provides fair housing options, neighborhood services, and business opportunities for all.

Rezoning Changes

Recommendations for zoning code amendments developed through Zone In: City Core are being adopted through the concurrent UPLAN adoption process to facilitate updated and improved Title 22 zones based on both planning efforts. Therefore, the City Core adoption proposal does not include zone code amendments but rather is comprised of proposed rezonings to apply the new and updated zones being formally adopted into the code through the simultaneous UPLAN Phase 2 adoption process.

The proposed rezonings to Title 22 zones for the City Core project area correspond to new and updated zones designed to implement four PlaceTypes established by the LUE. These zones expand and update the new transitional zoning code (Title 22) first adopted through UPLAN Phase I in 2020 and currently proposed for amendment through UPLAN Phase II. Therefore, the primary action for Zone In: City Core involves rezoning select properties along major corridors within the City Core area to these new zones. The new zones implement their corresponding LUE PlaceTypes in a manner that reflects the context of the area and is responsive to stakeholder feedback and priorities. The four zoning districts proposed for the rezoning of properties in the City Core area are Residential Mixed-use 4 (RMU-4-A), Mixed-use 3 (MU-3-A), MFR-L, and MFR-M. Table 1 below shows the PlaceTypes within the project area that are included in the proposed rezoning map (Attachment A) and the corresponding zoning district that have been developed to correspond with and implement each given PlaceType.

Table 1

PlaceType (LUE)	Applicable Zoning District(s) (Title 22)
Neighborhood Serving Corridor–Moderate	RMU-4-A, MU-3-A
Multifamily Residential–Low	MFR-L
Multi-Family Residential–Moderate	MFR-M
Transit-Oriented Development–Low	RMU-4-A, MU-3-A

CHAIR AND PLANNING COMMISSIONERS

August 1, 2024

Page 4 of 10

The RMU-4-A and MU-3-A zoning districts are existing districts that were adopted in Title 22 through the first phase of UPLAN, while the MFR-L and MFR-M districts are new zoning districts that are in the process of being considered for adoption through UPLAN Phase II. However, all the aforementioned districts have been informed through the Zone In: City Core process. As part of UPLAN Phase II, zoning code amendments to all existing Title 22 districts have been proposed based on Zone In: City Core community feedback and technical work. Examples include changing the definition of setbacks in mixed-use zones to revert back to property line measurement instead of curb face to maintain a consistent definition across all zones and ensure a minimum buffer between the public right-of-way and buildings, as well as eliminating any subjective ground floor design standards to ensure clear implementation. In addition to pedestrian safety and walkability, community members prioritized environmental justice concerns around park equity and nuisance uses, which translated into revised open space regulations to prioritize common open space in new developments and greater land use limitations for certain uses deemed undesirable or overconcentrated by community members. Similarly, the new zoning districts proposed through UPLAN Phase II, including MFR-L and MFR-M, were informed by the engagement activities and technical studies conducted for Zone In: City Core.

Properties designated with General Plan PlaceTypes of Neighborhood-Serving Center or Corridor-Low (NSC-L) and Transit-Oriented Development-Low (TOD-L) in the City Core area are proposed to be rezoned to either the RMU-4-A or MU-3-A zoning districts. While these zones were originally developed to implement the NSC PlaceTypes, they were found through the City Core process to be consistent with and applicable to the TOD-L PlaceType as well. Through engagement activities such as walk audits along with analyses of existing conditions and uses, the RMU-4-A and MU-3-A zoning districts were found to be applicable to both PlaceTypes, with the former zone designated for areas that had a higher share of existing residential uses and less intense commercial uses, such as between Pacific Avenue and Pine Avenue north of Anaheim Street, and the latter designated for areas that had a greater mix of both or existing corridor segments that were overwhelmingly or exclusively commercial, such as along stretch of Anaheim Street.

The MFR-L zone is a residential zone developed to implement the MFR-L PlaceType. Development standards allow a height of two or three stories, allow limited neighborhood-serving commercial and include ground-floor transparency and signage requirements that maintain residential character to improve the pedestrian experience. MFR-L open space requirements prioritize common open space over private open space to support the social aspect of common open space consistent with community feedback through the City Core planning process. As the corresponding MFR-L PlaceType allows for a limited mix of residential and commercial uses, the zoning regulations for the district include the allowance of limited retail and commercial uses of up to 3,000 square feet to allow for existing commercial uses in this area and to facilitate smaller neighborhood commercial services, in response to community needs. The MFR-L district is generally applied where there is a concentration of existing low-density multifamily housing and limited, if any, existing commercial uses, such as along portions of 10th Street and in the area bounded by 10th street, Newport Avenue, Ximeno Avenue, and Anaheim Street.

The MFR-M zone is a more densely oriented residential zone designed to implement the MFR-M PlaceType. with the proposed development standards allow a height of four to five stories. Similarly

to MFR-L, the open space requirements will also prioritize common open space. This zone also allows for a slightly greater mix of commercial uses that support a variety of multifamily residential typologies. The use regulations facilitate neighborhood serving commercial uses near residential uses at appropriate locations and corridors, such as along active stretches of Alamitos Avenue, Martin Luther King Jr. Avenue and 10th Street; examples of such uses include residential-friendly uses such as dry cleaning, pet grooming, and neighborhood markets. Design standards include pedestrian entrances facing the street and ground-floor transparency requirements. All these efforts build upon previous City plans, goals, objectives and strategies to ensure that the City meets the housing needs of current and future Long Beach residents and provides fair housing options, neighborhood services, and business opportunities for all.

Community Engagement

The community outreach conducted as part of Zone In: City Core consisted of a dual prong strategy of 1) traditional outreach to community members and 2) targeted outreach as part of capacity building efforts in order to engage a variety of stakeholders, especially marginalized groups, including Black, Indigenous, people of color, and monolingual non-English-speaking renters, small business owners, and youth. Capacity building efforts aim to not only increase civic engagement, but to also ensure that a sustainable community framework and leadership base exists for continued land use engagement, advocacy, implementation, and stewardship that will last beyond the scope of this project.

Through Zone In: City Core, the City partnered with local Community-Based Organizations to build the capacity of the area's residents to identify and advocate for the particular needs of the project area so that the community can shape updated zoning regulations and other policies. During the multi-year engagement process, the community identified concerns and priorities relating to safety, cleanliness, open space, mobility, parking, and displacement. These priorities are reflected in the following documents:

- 1) **Zone In: City Core Policy Matrix:** community-identified policies for priorities related to housing, safety, open space, local business support, cleanliness and addressing homelessness. The recommendations were developed in alignment with other relevant City-adopted policy documents and are cited as such.
- 2) **Zone In: City Core Mobility and Parking Options;** a community guide for planning for the Future of Neighborhood Public Transit, Parking Regulations and Safe Streets (Attachment D).
- 3) **Zone In: City Core Anti-Displacement Memo (Commercial);** this memo was developed in response to community concerns about small business commercial displacement within the City Core area due to rapid growth and gentrification.
- 4) **Zone In: City Core Anti-Displacement Memo (Residential);** this memo has been produced in response to community feedback regarding concerns of ongoing and potential negative impacts of displacement in the City Core area and supports actions and policies in the 6th Cycle Housing Element certified by the State in 2022.

CHAIR AND PLANNING COMMISSIONERS

August 1, 2024

Page 6 of 10

Community engagement for the project began with a multimodal tour co-led by community leaders in December 2021 that involved biking, walking, and taking public transit through the project area, as well as community visioning and grounding exercises.

Zone In: City Core: Phase One Engagement (December 2021-April 2022)

As part of early Phase One community outreach, a presentation to the Zaferia Business Improvement District on the City Core rezoning initiative was given in October 2021 at their annual meeting.

In April 2022, the Zone In: City Core project team hosted a total of three virtual open house events as part of Phase One of community engagement. At these virtual events, community members had the opportunity to learn about City Core, share their opinion, visions, and priorities for City Core. A total of 83 community members attended the event and participated in the virtual breakout groups.

In March and April 2022, the first Community Survey was released to survey community members around the Washington, Cambodia Town/Eastside, and Zaferia Neighborhoods. Community Survey One consisted of 12 questions and was available in print and digital versions, as well as translated in English, Spanish, Khmer, and Vietnamese to community members from February 2022 to March 2022. In total, 771 people participated in the survey with 80 percent of responses accounted for in-person surveying. The total population of the study area is 60,942 participants, and a standard goal for most planning efforts is to engage one percent of the study population, which City Core surpassed with Phase One of engagement.

Zone In: City Core: Phase Two Engagement (June 2022-September 2022)

Phase Two of community engagement began with three in-person open house events in July 2022. The in-person open house events included four different stations: 1) the Zone In: City Core project; 2) Housing; 3) Community Fabric; and 4) Transportation that community members freely explored, visited, and participated in engagement activities to provide feedback on the project area. In total, 124 people participated across all three events.

Phase Two of outreach also included two types of surveying for collecting community feedback. One survey was a general public survey, which a total of 302 people responded. The second survey was a community business survey that was distributed to email addresses linked to business licenses in the project area, in-person canvassing of businesses in the City Core area through United Cambodia Community business navigators and was published in the Economic Development newsletter.

Additionally, Phase Two included capacity building efforts through the advisory committee and leadership academy. The Advisory Committee was formed in April 2022 by invitation consisting of community leaders representing different organizations within City Core including Habitat LA, Arts Council Long Beach, the Washington Neighborhood Association, Long Beach Gray Panthers, and Centro CHA. The purpose of the advisory committee was to advise the City Core process through an informed community-based lens and provide feedback. The leadership academy was a

CHAIR AND PLANNING COMMISSIONERS

August 1, 2024

Page 7 of 10

community training for residents who live in the City Core area that took place from June 2022 to August 2022 to build knowledge of urban and community planning, skills to share resident stories and engage with city government and foster neighbor-to-neighbor relationships. A total of six sessions were held that covered topics, such as community and relationship building, history of race and place in Long Beach, transportation, and public comment practice.

Phase Two community outreach continued with the City Core team hosting a total of 14 focus groups from August 9, 2022 to September 1, 2022, to hear from community members who are historically underrepresented or of specific interest, including indigenous, Black, and Latine community advocates; mobility and disability advocates; community leaders, faith-based leaders, and neighborhood groups; small businesses, developers, and architects; and youth and seniors.

Feedback from the focus groups stressed the need for affordable housing for seniors and the aging population, diverse housing types, senior housing, and multigenerational housing. In December 2022, City staff also presented before the Long Beach Aging Services Collaborative (LBASC) on the City Core efforts. The feedback gathered was used to help inform the zone development for City Core.

Lastly, a total of nine community conversations were conducted in Phase Two of community outreach. These community conversations were conducted at various events and meetings, and with the different neighborhood groups mentioned in the above sections. Along with community conversations, a sneak peek on Zone In: City Core was presented on July 21, 2022, as part of a study session to the Planning Commission on the larger Zone In rezoning efforts.

Zone In: City Core: Phase Three Engagement (October 2022-November 2022)

Phase Three of community engagement began with a groundtruthing and walk audit event on October 15, 2022, with community leaders from the advisory committee and leadership academy as part of capacity building efforts.

The walk audit took place on residential and commercial corridors in the City Core project area. The project team asked the community leaders a series of questions that were posed. For example, these questions addressed different topics that include but are not limited to: positive and negative contributions of certain building types and orientation in the neighborhood, appropriate and inappropriate uses in City Core, smaller or larger setbacks, and the attractiveness of open space areas to help inform the zone development for the PlaceTypes in City Core.

As part of Phase Three engagement, a virtual open house was also held on October 19, 2022, in total approximately 25 members from the community were in attendance. The event featured a PowerPoint presentation by the project team that offered a sneak peek into the draft zones that were being developed. During the virtual open house, participants were assigned into breakout rooms, which were facilitated by City staff, in order to gather additional community feedback.

Phase Three of engagement concluded with a study session on Zone In: City Core at the November 3, 2022, Planning Commission meeting. In advance of the study session, the City Core team

received a public comment that expressed the need for housing for the City's elder residents and the importance of housing diversity. During the City Core project focus group outreach, the City Core consultant team engaged with LBASC, the Long Beach Senior Citizen Advisory Committee, and the Long Beach Gray Panthers. As a response to the public comment, City staff organized a presentation on City Core to the LBASC on December 8, 2022, and gathered additional feedback from the group.

Public outreach materials and summaries of the engagement processes for all three phases of engagement can be found on the Zone In: City Core webpage:

<https://www.longbeach.gov/lbds/planning/advance/zonein/citycore/>

Consistency with the General Plan and Other Relevant Plans and Policies

The proposed rezoning is consistent with the general goals, policies and designations within the City's General Plan LUE update. The General Plan LUE identifies the areas that are to be rezoned as MFR-L, MFR-M, NSC-M, and TOD-L (LUE map grid 10,11,15, and 16).

For each PlaceType, corresponding zoning districts have been developed or updated that are consistent with and implement the LUE PlaceTypes. The proposed zoning districts are compatible with the goals and policies of the City's General Plan LUE update and the specific goals and policies of their respective PlaceTypes. The proposed MFR-L and MFR-M zones correspond to the MFR-L and MFR-M PlaceTypes. MFR-L and MFR-M allow for a range of housing options such as duplex, triplex and moderate-density apartment and condominium buildings and encourage a wide variety neighborhood-serving and community-serving commercial uses. The proposed MU-3-A and RMU-4A zones correspond to the TOD-L PlaceType. TOD-L encourages multi-family housing and provides a transition from lower-density single-family neighborhoods to higher-density housing centered around transit systems and transit corridors such as Pacific Coast Highway and Anaheim Street. The proposed zoning districts follow the LUE as the blueprint and as such, allow uses and development densities, intensities and scales that are consistent with their respective PlaceTypes, and therefore correspond and implement those PlaceTypes. These uses are consistent with Tables 2C and 2D of the proposed Zoning Code Update, which establishes permitted uses in the proposed zoning districts.

Multiple LUE goals are also 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, enhanced mobility choices, and safe and secure living environments (LUE p. 4-6). Furthermore, the proposed zoning aligns with the LUE's citywide Goals, Strategies, and Policies of implementing sustainable planning and development practices by creating walkable environments along corridors and surrounding transit stations, accommodating strategic growth and change by creating more transit-oriented development, and diversifying housing opportunities by allowing a variety of housing types for varied income ranges and family needs (LUE p. 110-119). 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.

The proposed rezonings do not abut a designated scenic route or highway, and do not contain significant mineral resources. No rezonings are proposed in the Coastal Zone. Therefore, the Conservation Element and Local Coastal Program are not impacted by the proposed project.

The proposed City-initiated zone changes are consistent with the General Plan and with the findings laid out in LBMC 21.25.106 (Rezoning Findings Required), which are articulated in Attachment E. Together, the comprehensive Program Environmental Impact Review (EIR) and addendum 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 facilitate housing and improve the quality of the built environment in the project area.

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 July 18, 2024, as pursuant to Section 6061 of the California Government Code. Additionally, notices were provided to all City libraries and notice posting was provided at Long Beach City Hall. The public hearing notice was posted on the 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 about 600 recipients, comprised of community stakeholders, neighborhood associations and other interested parties, providing information about the upcoming public hearing and an explanation of the proposed project. 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

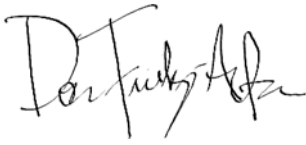
Pursuant to the California Environmental Quality Act (CEQA) and the State CEQA Guidelines, the City, as Lead Agency, prepared an addendum EIRA-03-24 (Attachment F) to a previously certified PEIR, EIR 03-16, State Clearinghouse No. 2015051054 prepared for the General Plan LUE Update and Urban Design Element (Attachment G). The EIR 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.

Respectfully submitted,

CHAIR AND PLANNING COMMISSIONERS

August 1, 2024

Page 10 of 10



DORA FRIETZE-ARMENTA
PROJECT PLANNER



MARCOS LOPEZ, JR.
PROJECT PLANNER



ALEJANDRO SANCHEZ-LOPEZ
ADVANCE PLANNING OFFICER



ALISON SPINDLER RUIZ, AICP
PLANNING BUREAU MANAGER



for CHRISTOPHER KOONTZ, AICP
DIRECTOR OF COMMUNITY DEVELOPMENT

CK:ASR:ASL:ml:dfa

Attachments: Attachment A – Proposed Rezoning Map
 Attachment B – Residential Anti-Displacement Memo
 Attachment C – Commercial Anti-Displacement Memo
 Attachment D – Mobility and Parking Options
 Attachment E – General Plan Findings
 Attachment F – Addendum #4 to PEIR03-16
 Attachment G – General Plan Program EIR (EIR-03-16) [SCH No. 2015051054]