



Date: March 26, 2020

To: Thomas B. Modica, Acting City Manager *T.M.*

From: Linda F. Tatum, Director of Development Services *LT*

For: Mayor and Members of the City Council

Subject: **Land Use Element Implementation**

At its December 3, 2019 meeting, the City Council adopted the City's new General Plan Land Use Element and Urban Design Element (LUE and UDE). The plans became effective immediately outside the Coastal Zone. For those areas within coastal jurisdiction, the LUE and UDE are pending review by the Coastal Commission. The LUE and UDE provide the framework and regulatory constitution for future public and private development within the City of Long Beach (City). Implementation is necessary to achieve the stated City goals of:

- Sustainable planning and development,
- Stimulating economic development and job growth,
- Accommodating strategic growth and change,
- Supporting neighborhood preservation and enhancement,
- Diversifying housing opportunities,
- Ensuring fair and equitable land use planning,
- Providing reliable public facilities and infrastructure,
- Increasing the amount of and access to open space, and,
- Preserving and enhancing natural resources.

Creation of New Zones and Updated Zoning Code

The City's existing Zoning Code reflects the more rigid and restrictive approach to development regulation that was prevalent in the late 1980s, when it was substantially updated. Both, the outdated nature of the Zoning Code and its restrictive approach, have inhibited growth and investment in the city by its overly burdensome development review process and requirements.

Over time, the City has creatively used multiple exceptions or work-arounds to advance community goals despite the larger shortcomings of the Zoning Code. For example, the Downtown Plan, adopted in 2012, created an entirely different set of rules for development Downtown. This more flexible mixed-use approach resulted in unprecedented investment and construction in Downtown. In 2016, the City adopted the Midtown Specific Plan, which has shown immediate success in producing affordable housing units along the Long Beach Boulevard corridor. Other projects have required site-specific zoning text amendments or exceptions to be built.

To accomplish the goals of the LUE and meet the City's obligations to facilitate housing construction, the existing Zoning Code needs to be completely reworked and reorganized. A new Zoning Code would introduce new zones with corresponding development regulations, building upon the broad Placetypes in the LUE, and providing a more efficient and coherent development review process to the benefit of the City, property owners, and the public at large.

Toward the goal of creating a new Zoning Code, the Planning Bureau of the Development Services Department is reviewing a Zoning Code audit prepared by Lisa Wise Consulting, to better understand the existing Code's shortcomings and potential strategies for preparation of a new Zoning Code. Simultaneously, the City is completing its UPLAN, a grant-funded zoning study of North Long Beach, which will create several new zones and serve as the foundation for the larger future Zoning Code update. While these zones will first be used in North Long Beach, they will later be available for use elsewhere in the City. This is the first phase in what will need to be a multi-phase process for the Planning Bureau to meet its obligations under state law to update zoning regulations throughout the entire city to be consistent with the updated LUE. The Planning Bureau currently lacks sufficient human and financial resources for the new Zoning Code creation process; therefore, a phased or delayed approach, solicitation of new funding sources, and other options are being explored and evaluated.

Zoning Map Changes

The LUE contains a Placetypes and Heights map that breaks Long Beach into 14 designations and provides height limits by parcel. Each property also has a zone, which is a more detailed set of development regulations that specify what uses are allowed and the requirements for the physical form of buildings. As new zones are created through the update of the Zoning Code, they can be applied to individual parcels through a public process involving both the Planning Commission and City Council. This process is currently underway in Uptown/North Long Beach and along the Anaheim and PCH corridors in central Long Beach. Both of those efforts are grant-funded. Due to lack of sufficient resources, it is unknown how long the rezoning process will take citywide.

Until Zoning Map changes are made, individual developers are responsible for requesting and obtaining zone changes prior to approval of their projects. This requirement adds cost, time, and uncertainty to the development process and inhibits investment. Development Services staff will continue to pursue grants, new revenue sources, and sufficient staffing to complete the citywide Zoning Map change program.

Other Implementation Measures and City Council Requests

In addition to creating a new Zoning Code with new zones and updating the Zoning Map, the LUE contains 205 citywide and neighborhood area specific implementation measures, and the accompanying UDE contains 27 additional measures (Attachment A – LUE Implementation Matrix). These measures range from short-term items that may already be underway, such as identifying potential redevelopment sites and exploring public-private

partnerships for affordable housing creation, to longer-term initiatives, such as updating historic resource surveys, pursuing new park and recreation areas, and updating planning along the Los Angeles River. In many circumstances, Development Services staff will coordinate implementation actions that will be undertaken by Parks, Recreation and Marine, Public Works, and other departments. A limited number of measures, such as updating Drive-Through regulations, have already been completed.

At its March 6, 2018 meeting, the City Council also added ten measures in addition to the implementation measures in the LUE and UDE. These report backs, studies, and other requests complement the overall LUE implementation program and will be completed as resources become available.

Next Steps and Schedule

Staff is making progress on LUE implementation, but lacks the human and financial resources necessary to complete full implementation of the Land Use Element within the originally contemplated five-year schedule. Additionally, resources are currently being shifted to complete the legally-mandated Housing Element. This shortfall will be addressed through a pending update of the Development Services Department's fee schedule as well as in the Department's 2020-2021 budget request. Until such time as sufficient resources exist, the Department cannot provide an accurate time estimate for full implementation of the LUE. However, it will continue with implementation measures on a staff and resource available basis.

If you have questions regarding this matter, please contact Christopher Koontz, Planning Bureau Manager, at (562) 570-6288 or Christopher.Koontz@longbeach.gov .

LFT:CK:PS

ATTACHMENT: LUE IMPLEMENTATION MATRIX

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LAND USE ELEMENT IMPLEMENTATION PLAN

This document summarizes the initial strategies staff anticipates will be needed to begin implementing the 205 LUE Citywide and Community Plan area specific implementation measures.

ZONING CODE UPDATE

The Update of the Zoning Code should be the primary focus of the Implementation of the Land Use Element. The major three considerations are the (1) Development Standards, (2) Development Incentives (incorporated into an overlay), and (3) Design Standards.

Action	LUE Implementation Measures	Anticipated Additional Staff Resource Level	Details
Conduct Zoning Code Audit and Incorporate Recommendations	1	Moderate	Utilize the Audit to identify larger scale gaps in the Zoning Code. In tandem with LUE Implementation Team, use the Audit to conceptualize the major structural changes to the Zoning Code (i.e. transition to the Hybrid Code)
Continue Omnibus Code Updates	01	Moderate	Small but meaningful changes to the existing code to address the "Low-hanging fruit". Batches 1 and 2 were approved in 2019. Batch 3 went before Planning Commission in February 2020 and will go before City Council this spring.
Develop and adopt zones for North Long Beach through UPLAN	01, 02, 3, 4, 5, 04, 24, 25, 26, 40, 50, 89	High	UPLAN Phase 1 provides zones to implement LUE PlaceTypes for Atlantic Ave and Artesia Blvd Corridors of North Long Beach. Phase 2 will expand upon this work in North Long Beach to address other key corridors, zones to implement the Neo-Industrial PlaceType and possible strategies for the single and multi-family residential PlaceTypes in North Long Beach
Conduct Anaheim Corridor Zoning Implementation Plan	01, 02, 3, 4, 5, 7, 24, 25, 26, 49, 50, 89	High	Using SB2 Grant funds, develop zones for geography bounded by Magnolia to the west, Ximeno to the east, 10 th St to the south and PCH to the North. Incorporate Neighborhood Empowerment Process piloted by UPLAN
Decide on Structure of Zoning Code Overhaul	01, 02	Low to moderate	Utilizing Zoning Code Audit finding and LUE Implementation Team input, finalize the overall structure and needed mechanism for implementing the updated zoning code, including adding new zones, incentives, design standards, and other neighborhood-specific considerations into the Zoning Code.
Develop Zoning Code Update "Brand" and Marketing	01,	Moderate	Develop a branding/marketing campaign for Zoning Code Updates so that these efforts are recognizable and linked in the mind of the public
Funding Research and Analysis for LUE-related Activities		Low	Identify planning-related grants and funding for LUE implementation

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Prioritize opportunity sites and develop timeline of neighborhood-specific zoning code updates	01, 24, 27, 37	Low	Using research from inclusionary zoning Market Demand Analysis, Citywide Infill Analysis, funding availability analysis, and an analysis of political feasibility, develop a prioritized list of opportunity neighborhoods/corridors to commence Zoning Code Updates. High priority neighborhoods should reflect areas with a high potential for increased community-serving development through zone changes with available funding, demonstrated need, and resident and stakeholder interest
Conduct Neighborhood Assessments based on identified high priority sites and develop tailored zoning approaches to address local community needs	01, 24, 37, 49 and LUE Neighborhood-Level Implementation Strategies 1-95	High	Similar to UPLAN, these neighborhood assessments along high priority corridors should include extensive community outreach/partnership, new zoning regulations for PlaceTypes that have not been defined previously, and identified priorities/needs to be addressed in specific geographies. Should also take into account the 95 "Neighborhood Strategies" implementation actions identified in the LUE.
Research and Develop Development Standards - Infill and Development	01, 25, 26, 27	Moderate	Include flexible standards targeted for infill development. These should address compatibility, appropriate and flexible parking requirements, public improvements, circulation impacts, transit access, bicycle and multi-modal facilities and off-site improvements (including alleys, roadways and sidewalks).
Research and Develop Development Standards - Livability	01, 04, 91	Moderate	Develop zoning regulations to better address livability, including: (1) Prioritize compact, mixed-use land use patterns encouraging mobility/livability; (2) Consider regulations that encourage healthy food options (e.g. Public Health findings); (3) Require new developments to provide usable open space or in-lieu fees (incorporating research on Quimby Fees)
Research and Develop Development Standards - Other Considerations	01, 35, 36, 96	Moderate	Develop other development standards identified to implement LUE policy, including: (1) Limit impacts of new development projects on low-density residential uses; (2) Continue the Zoning Code provision to allow basic remodels by-right as well as additions up to 250 square feet for residential uses located within "Open Space" area of Rosie's Dog Beach
Research and Develop Development Standards and incentives for Sustainability	01; 03; 08; 09	Moderate	Develop zoning regulations to better address sustainability, including through the CAAP, both through incentives and new requirements for new construction and retrofitting
Research and Develop Incentives - Housing Development	01, 03, 29	Moderate	Research and develop zoning incentives for affordable housing, such as enhanced density bonus.
Research and Develop Incentives - Open Space	01, 03, 89, 95	Moderate	Incentives to convert vacant land into temporary community-serving amenities or open space. Incentives should incorporate input from Neighborhood Assessments
Develop Design Standards	01, 02, UDE implementation strategies	Moderate	Design Standards should be for each PlaceType and in the Zoning Code and in consideration of neighborhood context. Should make heavy use of UDE policy guidance. Should include design guidelines for R-1 and R-2.

Research and Develop Incentives - Public Health	40, 82, 41	Low	Develop zoning incentives to help address community health issues linked to the built environment, such as: (1) Incentivize encouraging healthy food access; (2) Explore allowing edible estates and further incentives for community gardens; (3) Incentivize development of public-serving open space
Update Zoning Regulations to include new zoning districts and development standards consistent with PlaceTypes	1	High	Rollout geographically based on prioritized list. Incorporate the input from neighborhood assessments to create right-sized regulations for each PlaceType and neighborhood context as appropriate.

ONGOING EFFORTS

The Planning Bureau and Development Services are already proceeding with a number of strategies and initiatives that, if continued, address many of the LUE Implementation Measures. These should be continued, with some adjusted as follows:

Action	LUE Implementation Measures	Additional Staff Resource Level Needed	Details
Develop CAAP and Implement Recommendations	08, 09, 10, 11, 12, 50, 69, 77, 73, 77, 92, 93, 100, 101, 102, 105 107	High	Including researching funding sources for recommendations. Ensure that best practices from Community Engagement is incorporated into future neighborhood assessments.
Implement the Midtown Specific Plan	87	Moderate	Complete nexus study. Continue streetlets along Long Beach Boulevard once there is greater consensus among departments, particularly Public Works
Implement the Downtown Plan and prepare for a comprehensive update	6	Low	Downtown Plan is the pilot for hybrid code, so the Downtown Plan should continue to be implemented and analyzed for lessons learned and best practices.
Enact drive-through policy ordinance	40, 41	Low	Continue implementing new drive-through policy which incorporates findings that consider public health, walkability, over-concentration of drive-throughs, and opportunity cost
Continue Neighborhood Services Bureau and Neighborhood Resource Center operation	23, 38, 40	Low	(1) Equip neighborhood and business groups to sponsor or participate in local community events that draw residents and foster community involvement; (2) Continue programs supporting healthy food options (e.g. fruit tree grant)
Maintain the Neighborhood Groups list	39	Low	Continue to maintain and find ways to improve functionality of the Neighborhood Groups list
Implement the Historic Preservation Element	43	High	Continue implementation while updating the context statement and making other enhancements

Continue Housing Bureau's work with non-profit housing developers, providing gap financing and guidance.	47	Low	Continue working with non-profit housing developers to create and develop affordable housing options.
Implement the Bike Master Plan, Pedestrian Master Plan, Mobility Element	4	Low	Continue to work with Public Works to implement with a focus on LUE alignment, since LUE builds off the Mobility Element
Continue to implement the Community Outreach Policy	50, 52, 57	Low	Incorporate lessons learned from UPLAN, ACZIP, and CAAP. LUE calls for particular focus on language access.
Implement SEASP	31	Moderate	Continue to seek approval of SEASP by the California Coastal Commission; implement plan once it is approved by Coastal Commission and Council.
Adopt Nuisance Motel Ordinance	58	Low	Implement recent adopted of Nuisance Motel Ordinance. Prepare the follow-up Motel Conversion Ordinance.
Adopt Inclusionary Housing Policy	1	Low	Depending on final recommendations and policy, incorporate Inclusionary Housing requirements into Zoning Code
Continue to Create and Update master plans for large employment and higher education centers.	7	High	LUE calls for development of and updates to master plans such as: Port of Long Beach Master Plan, Golden Shore Master Plan, CSULB Campus Master Plan, LBCC 2020 Unified Master Plan, Long Beach Memorial Medical Center 2005 Master Plan of Land Uses
Implement the Vacant Lot Policy - develop incentives for converting vacant lots to community-serving uses	46, 89, 95	Moderate	Focus creation of open space and community-serving public use (e.g. community gardens) in areas with the greatest need due to lack of such resources today
Adopt By-Right Motel Conversion Ordinance	58	Low	Allowing temporary conversion of motels to housing by-right
Create and evaluate micro-units policy	30	Moderate	Staff has been working on this effort and anticipates bringing forward to Council in 2020

RESEARCH

Certain initiatives require additional background research.

Action	LUE Implementation Measures	Additional Staff Resource Level Needed	Details
Conduct a debrief and review of the Downtown Plan. Factor this information into a comprehensive update to the Downtown Plan	6	Low	The Downtown Plan is the first model of a hybrid code with flexible development standards. It will be important to derive lessons learned from this process. The success of the plan requires updating of regulations and an update to the Program Environmental Impact report to allow for additional dwelling units to be constructed.

City-wide Infill Opportunity Study	27	High	In order to properly prioritize opportunity sites, conduct an infill analysis to identify which areas have the capacity for significant increases in housing production and overall development through infill. Infill Analysis should build on the inclusionary zoning Development Market Analysis and should also identify new financial and regulatory strategies to encourage the development of infill projects. This study should examine factors such as lot depth, vacancy, building age, building height, market factors, and policy analysis of specific geographic areas in Long Beach.
Explore changes to parks impact fees	82, 91, 98	Low	In order to increase resources for the assembly of land for open space, conservation of land, and the improvement of park facilities, research the possible impacts of an increased parks fee for new development
Research innovative public-private partnership opportunities that support infill, transit-oriented development, and housing affordability	29	Low	
Evaluate feasibility of EIFD, implement a pilot if feasible	28	Moderate	
Research and Develop Environmental Justice Study Policy	40, 51	Moderate	Explore how to incorporate an Environmental Justice Policy more formally into zoning regulations, entitlement process etc.

COORDINATION WITH OTHER CITY DEPARTMENTS

Several LUE implementation actions are to be led by other city departments with support from planning. Below are recommended actions to maintain synergy with these departments.

Action	LUE Implementation Measures	Anticipated Additional Staff Resource Level	Details
Continue to support development of the Vision Zero Action Plan	4	Low	Focus on creation of pedestrian and bicycle-friendly and safe infrastructure
Give Input into PRM Strategic Plan process	82, 84, 85, 86, 87, 88, 89, 90, 94, 95	Low	Many LUE policies and implementation actions relate to park access and park space. Particular focus on equity, open space access, and ways to synergize efforts. Discuss ways to locate parks and open spaces in unconventional locations (e.g. freeway rights of way, utility corridors, etc.)

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Work with Economic Development (ED) on incorporate improvements to streamline process for local businesses	15	Low	Consider what changes, if any, can be implemented into the overall Zoning Code Update or through other LUE implementation actions
Work with Office of Sustainability future work plans.	10, 67, 69, 77	Moderate	Particular focus on implementing CAAP and specific LUE implementation actions such as: (1) incorporating solar power into public buildings and sites and (2) conducting green business workshops
Support ED's efforts on LUE implementation actions for which they are the lead	09, 17, 20, 13, 21, 16, 18, 19, 22, 67, 29	Moderate	LUE implementation actions that are to be led by Economic Development include: (1) Business loan programs and incentives for new start-up businesses, (2) "Shop Local" Campaigns, (3) LEED Standards for all new City Leases and Tenant Improvements, (4) Formation of a Local Environmental Business network, (5) Collaboration with local tourist attractions and cultural organizations, (6) Technology modernization initiatives with CIP, (7) Relationships with Higher Educational Institutions to attract employment centers, (8) Assembly of land for affordable housing and transit
Support the Port of Long Beach's efforts incorporated as part of the LUE Implementation Chapter	55, 75, 76, 78	Low	LUE implementation actions that are to be led by the Port include: (1) Reduction of air pollutants, (2) Clean Air Action Plan Implementation, (3) Technology Advancement Program
Support Parks, Recreation and Marine (PRM) on LUE implementation actions for which they are the lead	84, 85, 86, 89, 91		LUE implementation actions that are to be led by PRM include: (1) Riverlink Plan Update, (2) Strategic Plan Update, (3) Open Space Element, (4) Innovative ways to create park space out of nonconventional space, (5) Ways to create volunteer opportunities for residents
Continue to coordinate with Public Works and Government Affairs on the I-710 Community Livability Plan	53	Low	Ensure that measures identified in the I-710 Community Livability Plan are incorporated in the freeway modernization project, as feasible.
Work with PRM to develop guidance for property owners of vacant lots and developers to connect with non-profits interested in developing green spaces and community amenities	95	Moderate	
Work with Office of Sustainability and PRM to ensure volunteer opportunities and community festivals on sustainability and neighborhood improvement are occurring	107	Low	Potential volunteer activities include Adopt-a-beach, adopt-a-wetland, coastal cleanup days
Coordinate with Public Works regarding Stormwater Management	100, 101, 102, 105	Low	Coordinate with Public Works regarding stormwater management needs, particularly in the face of more intense storms due to climate change. This is critical to the CAAP and also serves several LUE implementation actions: (1) Confirm that Low Impact Development Best Management Practices Design Manual is being used for all new qualified development projects. (2) Support LB MUST Project. (3) Ensure that large asphalt areas are maximizing drainage and permeability; (4) Follow-up about the feasibility of using reclaimed water/increasing the reclaimed water infrastructure.

OTHER ACTIONS

Action	LUE Implementation Measures	Anticipated Additional Staff Resource Level	Details
Create and staff a developer/frequent customer focus group in partnership with Economic Development	14	Moderate	Particular focus on how to improve the City's permitting and development process
Initiate an annual check-in with Government Affairs and other relevant stakeholders to evaluate funding available for West Long Beach Livability Plan	54	Low	
Continue to consult with California Native American tribes prior to amending or adopting any general plan, specific plan or for zone code changes	60	Low	
Conduct Equity trainings among all staff involved in Community Engagement	50, 52, 57	Moderate	Partner with the Office of Equity
Identify public-private partnership opportunities for infill and transit-oriented development	29	Low	
Research Workforce Housing development options in coordination with non-profit organizations	45	Moderate	In collaboration with Economic Development/Workforce Development and major institutions
Identify potential sites within Regional-Serving Facilities PlaceType for promoting and developing renewable energy and emerging greenhouse gas reduction technologies	79	Low	Work with the Office of Sustainability to identify locations
Update and Implement Long Beach Urban Forestry Management Plan	110	High	Work with Public Works and Office of Sustainability