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Long Beach, California
Transforming the Boeing C-17 Site

The Rose Center
For Public Leadership

National League of Cities

Urban Land Institute
Mission:
To encourage and support excellence in land use decision making.

“We should all be open-minded and constantly learning.”

--Daniel Rose
Elected officials and staff from more than 19,000 US cities, towns and villages are members of NLC or its 49 state municipal leagues.
Urban Land Institute

Mission:
Providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide

36,000 members worldwide:
• Developers
• Investors, Bankers and Financiers
• Architects, Designers and Consultants
• Public officials
• Academics
• Policy & Practice Forums
• Education for Public Officials: webinars, workshops, and scholarships to attend ULI conferences
Four cities selected for yearlong program of professional development, leadership training, assistance with a local land use challenge

Mayor selects 3 fellows and team coordinator

Participating cities to date:
Austin, Boston, Charlotte, Detroit, Hartford, Honolulu, Houston, Indianapolis, Kansas City, Louisville, Memphis, Minneapolis, Nashville, Oakland, Omaha, Philadelphia, Phoenix, Pittsburgh, Portland, Providence, Sacramento, Seattle, Tacoma & Tampa
Daniel Rose Fellowship: alumni mayors
Daniel Rose Fellowship: class of 2016

- Rochester
- Long Beach
- Denver
- Birmingham
City Study Visits

• Assemble experts to study land use challenge
• Provides city’s fellowship team with framework and ideas to start addressing their challenge
• Part of yearlong engagement with each city
The Panel

- **Co-Chair**: Laura Aldrete, Matrix Design Group, Denver, CO
- **Co-Chair**: Christopher Kurz, Linden Associates, Baltimore, MD
- Denise Bell, Department of Planning, Engineering & Permits, City of Birmingham, AL (Rose Fellow)
- Crissy Fanganello, Department of Public Works, City & County of Denver, CO (Rose Fellow)
- Ana Gelabert-Sanchez, Gelabert-Sanchez & Associates and former planning director of Miami, FL
- John Griffin, Greenberg Traurig, Boston, MA
- Anne Haynes, MassDevelopment, Boston, MA
- Zina Lagonegro, Department of Neighborhood & Business Development, City of Rochester, NY (Rose Fellow)
- Tom Murphy, Urban Land Institute & former mayor of Pittsburgh, Washington, DC
- Paul Okamoto, Okamoto Saijo Architecture, San Francisco, CA
- Chris Wilkes, Holladay Properties, Indianapolis, IN
- Roger Williams, RW & Associates, Potomac, MD
The Challenge

How can Long Beach create a redevelopment strategy for Boeing’s C-17 manufacturing site that attracts jobs and leverages the assets of the airport area?
What should happen to the Boeing site, but through our analysis the more appropriate question may be what should happen to the airport area including the Boeing site?

– What could that look like?
– How does the City achieve that?
Presentation Outline

1. Observations & Framework
2. Today’s Context
3. Planning (6 months)
4. Activation (2 years)
5. Development Strategy (by 2019)
6. Conclusion & Homework
Observations
Observations

• Airport area is located strategically (e.g., adjacent to the 405 with airport access 20 minutes from downtown LA and Orange County)
• City has excellent precedent in leading success in the Downtown & Port
  – Organized for success
  – Focus
  – Demonstrable outcomes
• Airport area is the third component of the City’s Economic Development Strategy
• Time is of the essence
Observations on the Airport Area
Observations on the Airport Area

- Potential environmental contamination on the 90-acre Boeing site will be known in Spring.
- Timeline for disposition appears to be Q1 2019 based on environmental remediation with expectation that the property will be sold as-is.
- Noise restrictions limit number of commercial aircraft that can land at the airport—no expectations that these regulations should change or be challenged.
- Workforce retraining/career programs coupled with the Bloomberg Initiative are well-developed functioning structures.
- Douglas Park has created 3,000+ jobs.
- There is community support for thinking comprehensively about the greater Airport area.
- Airport area has multiple land owners—public and private.
- 3 jurisdictions in the Airport area.
Framework

Today's Context
- Identify a senior level point person
- Establish an internal steering committee

Planning
- Strategic market analysis
- Plan
- Governance

Activation
- Business attractiveness Assessment
- Infrastructure
- Policy: entitlement & zoning
- Finance strategy

Development Strategy
- Aviation related
- High tech
- Greenfield
- Hybrid
Presentation Outline

1. Observations & Framework
2. **Today’s Context**
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6. Conclusion & Homework
1980s Downtown
Today’s Downtown
The world is changing
The Naval Ship Yard in the 1940s
Port Today

You’ve responded well
Major Job Drivers – Great Diversity

- Port
- Downtown
- Healthcare
- Airport area
Today’s Challenge

• Airport area is your next big challenge
• Douglas Park – good beginning
• Boeing Site – the challenge and choices
First Choice

Does the city want to be proactive rather than reactive? Strategic rather than transactional?

Urgency

- Boeing’s timeline at the earliest makes these properties available in 2019
- **The city can’t wait to think about this property**
- City should take advantage of remediation time to appoint a point person to assess the opportunities
- Early assessment of potential users of the building
- Land owner’s desire to sell to single purchaser means universe of potential users or developers is small
- Establish the zoning map and expedite the approval process
- Begin to plan for redevelopment along Cherry Avenue in cooperation with Lakewood
Second Choice

Do Building 49 (paint building) & Building 53 stay or get demolished? Who makes that decision?

- Represent a unique competitive advantage that needs to be tested in the market
- Potential to attract an anchor tenant/user that would bring a supply network with them
- Without the buildings, the site becomes an opportunity to develop a more traditional office/industrial park
Third Choice

Does the City continue to struggle with the void created by the elimination of the redevelopment authority or the city becomes entrepreneurial?

Financing

• Identify public financing opportunities for infrastructure and other public amenities

• Examples: new market tax credits, historic tax credits, brownfields remediation financing, etc.

• Explore with Lakewood joint planning for Cherry Avenue and shared revenue from the ensuing development
Fourth Choice

Will the Airport area be connected to other opportunities or will this be an isolated development?

Connection

• Continue to lobby and advocate for light rail connection to the Airport area
• Better connection from the Airport area to downtown Long Beach, the Port, Long Beach neighborhoods and Los Angeles
Fifth Choice

Will Long Beach reach for the future or is the City comfortable where it is?

Goals:

1. Robust and diverse job creation
2. Increased tax revenue
3. Enhanced and inclusive quality of life
4. Strengthen the Long Beach identity
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The Next Six Months

- Governance
- Development strategy
- A plan of action
Governance
Governance

- Develop a clear vision that leads to the creation of a GOVERNANCE STRUCTURE
- Champion for the cause/leader
- Development czar with executive authority to coordinate all development effort—*vision keeper*
- Single point of contact
- *e.g.*: Port Authority structure-framework
Strategy

• Market analysis
  – Viability of existing buildings on Boeing site
  – Development opportunities along Cherry Avenue
Strategy

• Assess competitive advantages
  – Airport area
  – Long Beach
  – Regional
Strategy

• Community engagement
  – Stakeholder/ focus groups
  – Anchor institutions (hospitals, airport, universities)
  – Business community (big & small)

• Sample questions to consider: free trade zone, connectivity to city and region, role of Cherry Avenue as gateway to Airport area and neighborhoods
Planning Outcomes

• Reflects the vision and input of stakeholders
• Provides roadmap to move forward
• Positions the city to be an active participant in discussions about future uses for the site and the impact on Long Beach and the region
• Defines clear path for the prosperity of the City of Long Beach and the region
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Activation – Next 2 Years

1. Turn up dial on business attraction
2. Adjust or create policy frameworks
3. Implement connectivity infrastructure
Turn up Dial on Business Attraction

• Proactive and targeted outreach, communicate area opportunity
• Coordinate strategy with breadth of economic development orgs—everyone should be on same page
• Explore finance strategies & incentives for area (e.g., entitlements, district energy, revenue sharing, improvement district)
Adjust or Create Policy Frameworks
Adjust or Create Policy Frameworks

- Align airport area growth that brings community benefits subject to noise ordinance
- Craft zoning to promote market strategy objectives
- Adjust equitable transportation policy to optimize existing infrastructure
- Shared parking policy
- If necessary or desired:
  - Infrastructure finance policy enhancement
  - Define free trade zone area
  - Structure multi-jurisdictional revenue opportunities
Implement Infrastructure

• Transit Connectivity
• Bike/Pedestrian Connectivity
• Implement Open Space Plan and recreation sites
• Unique new energy systems (like Port)
New
Park/Recreation

Connect to Downtown

Connect to Airport

Connect to CalState

Connect to Metro
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Site Development Options

• Preserve Buildings?
• Remove Buildings?
• Hybrid?
Preserve Buildings

Next 6 months of work need to focus on defining what the market is with an outcome of having a clear list of potential users for the Airport area under different scenarios, not just a plan:

• Relatively few potential users … narrow market
  – Aviation or aerospace related user?
  – Non-aviation uses (e.g., Google, YouTube, tech user?)

• Narrowsness allows for quick outreach
  – Airlines, manufacturing
Remove Buildings

- Douglas Park West
- University-based research park (e.g., La Jolla) or science/technology park
- Sports Park (e.g., StubHub)
- Destination retail (e.g., Ikea)
Hybrid

- Combination of building preservation, removal or partial demolition to attract and promote a complimentary mix of uses
  - E.g., Preservation of the North Building (single user or multiple-users)
- New development site (clean slate) to the south
  - Mixed-use along the west with support services for nearby residential neighborhoods (park, retail, restaurant, beauty salon, health club, etc.)
  - Aviation related along the east near airport, or used for airport expansion
  - Middle to be developed with light-industrial, hotel, mixed-retail, corporate headquarters, etc.)
Implementation -- 2019

• Boeing has completed remediation and is ready to sell
• City has clear vision for land use and public investment in airport area and established set of entitlements for area
• Potential users are ready to purchase and work with City
Developer Perspective

• This is a land project, developed over a number of years
• Plenty of uncertainty—with the buildings and other elements
• Direct relationship between uncertainty and activation of site
• But, City can make a difference—can shorten that timeframe
• You have a great opportunity—and time to prepare for it
• Take advantage of it—this can be an “equation changing site”!
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Conclusions

• The closing of the C-17 site creates an opportune time to activate the airport area as a key component of the city’s economic strategy

• This area cries out for leadership and a vision

• To achieve the economic potential of the airport area it needs to better connect to and complement the adjacent community, the city and region

• You have choices: proactive or reactive; define your destiny or let destiny define you

• The City has 36 months to adopt this strategy – however time is of the essence so use it wisely
Homework

1. Establish mayoral relationships with CEOs of major land owners and anchor institutions in Long Beach and region

2. Assign development czar with executive authority to coordinate all development effort—vision keeper
   – 1 point of contact is empowered to get consensus at the highest level

3. Form Internal Steering Committee comprised of key department heads
   – vet policy for Airport area
   – drive process to prepare for planning and redevelopment
   – resolve internal City discrepancies

Eyes on the Prize: Next 6 months of work need to focus on defining what the market is with an outcome of having a clear list of potential users for the Airport area under different scenarios, not just a plan.

Next check-in: Rose Fellowship Retreat Philadelphia, April 19
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