

**A Rapid Health Impact Assessment of the
Long Beach Downtown Plan**

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Human Impact Partners
East Yard Communities for Environmental Justice
Californians for Justice

CONTRIBUTORS

Jennifer Lucky, MPH – Human Impact Partners

Elina Nasser, MPH – Consultant to Human Impact Partners

Marnie Purciel, MPH – Human Impact Partners

Lili Farhang, MPH – Human Impact Partners

Jonathan Heller, PhD – Human Impact Partners

Angelo Logan – Co-Director, East Yard Communities for Environmental Justice

Cesar Castrejon – Organizer, Californians for Justice-Long Beach

WITH INPUT FROM

The Children’s Clinic Serving Children and Their Families

The Long Beach Alliance for Children and Their Families

Families in Good Health

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1.0 Executive Summary

The Long Beach Downtown Plan proposes the following developments over a 25 year period:

- approximately 5,000 new residential units;
- 1.5 million square feet of new office, civic, cultural, and similar uses;
- 384,000 square feet of new retail;
- 96,000 square feet of restaurants;
- 800 new hotel rooms; and
- approximately 5,200 jobs

A Health Impact Assessment (HIA) was conducted to examine how this proposed Plan would impact measures of housing and employment, and how these impacts could lead to changes in health for residents of Downtown Long Beach, particularly low-income and vulnerable populations. Below, some of the primary findings and recommendations of this HIA are highlighted.

Demographics of Downtown Long Beach

- The City of Long Beach ranks 34th in the US and 6th in the state for the percentage of residents living below the poverty level. An estimated 27% of the residents of Downtown Long Beach live below the poverty line.
- There is a higher percentage of lower income than higher income households in Downtown Long Beach.
- The high proportion of lower income and residents of color indicates Downtown Long Beach consists of a vulnerable population whose health is at risk. Lower income residents are more likely to be displaced by higher rents, mortgages, and property taxes caused by gentrification.

Health Conditions in the City of Long Beach

- Rates of asthma, obesity, overweight, and heart disease in Long Beach are significantly higher than the average rates in Los Angeles County, and for children's asthma, among the top four highest of the 26 health districts in the County.

Housing Conditions in the City of Long Beach

Housing Affordability

- Approximately 81% of the housing units in Downtown Long Beach are renter occupied.
- Fair market rents in Long Beach far exceed what is affordable, particularly for the City's Downtown low-income residents. An individual would have to earn 2.72 times the California minimum wage of \$8.00, or a two-worker household would need to earn 1.36 times the minimum wage in order to afford the current fair market rent in Long Beach.

- An estimated 67% of extremely low-income renters, and 62% of extremely low-income home-owners in Long Beach spend more than half of their income on housing costs. This is also true for 30% of low-income renters in the City.
- Long Beach has been allocated 6,261 Section 8 vouchers and currently has a 10-year waiting list with over 4,700 qualified families. The waiting list is currently closed, but the last time new applications were accepted for the waiting list, over 15,000 applications were received in less than 30 days.
- Some of the lowest average rents in Long Beach can be found in the Downtown area where there is a concentration of older housing units. The housing vacancy rate in the City of Long Beach is estimated to be 3.7%.
- The City of Long Beach's 2005-2010 Consolidated Plan notes that in the decade prior, the population in Long Beach increased 7.5%, but new housing increased by less than 1%. This has resulted in fewer vacancies, upward pressure on housing prices, and more people crowded into too few housing units.
- Per the Regional Housing Need Assessment (RHNA), the City of Long Beach has a remaining need to produce 5,206 affordable units in order to meet the needs of the City's low and moderate-income residents.
- The City of Long Beach has identified Planning District 30 (where the Downtown Plan area is located) as the location for the majority of sites where it will build its affordable units for the 2008-2014 RHNA.
- For the 2000 to 2005 RHNA construction targets the City attained only 54% of their RHNA allocation for *very low-income* housing, 42% of allocated *low-income* housing, and 20% of *moderate income* housing, while 767% of the *above moderate-income* housing allocation was attained.

Housing Stock and Housing Quality

- The City's existing rental housing stock of primarily older, one and two bedroom units are of inadequate size to house the current population, contributing to significant unit overcrowding and deterioration.
- According to the 2008-2014 Housing Element of the General Plan, overcrowding remains a "significant" issue for the City of Long Beach.

Impacts of the Proposed Downtown Plan on Housing

- The Downtown Plan and the Downtown Plan EIR do not include explicit plans or mitigations for the protection of existing affordable housing units, or construction of new affordable housing units to meet existing or future housing needs in Downtown Long Beach. As a result, the current and future needs for affordable housing in Downtown Long Beach can be expected to increase along with the impacts resulting from a lack of affordable housing, such as overcrowding, overpayment for housing, displacement, and homelessness. Health problems associated with overcrowding, housing overpayment, displacement and homelessness, such as the spread of infectious disease, increased mortality rates, poor child development and school performance, noise, depression and fires would also be expected to increase. Populations that are low-income and suffer from existing vulnerabilities will be disproportionately affected by the

Downtown Plan's failure to accommodate the housing affordability needs of current residents. Such impacts must be mitigated.

- The Downtown Plan does not propose a single measure that would prevent the displacement of existing low-income residents nor does it promote the development of affordable housing, and there are no special provisions to address the anticipated above normal level of displacement resulting from the proposed Downtown Plan developments.
- Since some of the lowest average rents in Long Beach can be found in Downtown Long Beach where there is a concentration of older housing units, the Downtown Plan as proposed would ultimately result in the loss of one of the largest sources of low-income rental housing in the city, leading to displacement, overcrowding, and housing overpayment particularly for the estimated 24,000 (or more) low income residents living in Downtown Long Beach.
- While many potentially displaced residents would relocate into different dwelling units either within or outside the Plan area, they would be displaced from their existing dwelling units and may be unable to obtain similar housing with respect to quality, price, and/or location. Therefore, the Project would have an adverse effect on the housing supply and may require construction of replacement housing elsewhere.
- By proposing to build 5,000 new units of market rate housing without plans to produce any additional units of affordable housing to address displacement and meet housing need, the proposed Downtown Plan would contribute to rising rents and home prices, and continue to encourage an influx of higher income residents, thus promoting displacement of existing low income residents and gentrification in Downtown Long Beach.
- As proposed, the Downtown Plan would not offer the City an opportunity to meet the City's remaining RHNA allocation for moderate-, low-, very low- and extremely low-income units.
- The Downtown Plan does not propose measures to protect and improve the quality of existing housing stock or create new, quality affordable units for the estimated 24,000 (or more) low-income residents living in Downtown Long Beach.

Employment Conditions in the City of Long Beach

- Unemployment rates for the City of Long Beach mirror State trends in unemployment, however, a larger proportion of Long Beach residents are long-term discouraged workers, who are no longer looking for employment, and these individuals are not counted in official statistics.
- Only 24% of Downtown Residents work within the City of Long Beach.
- Non-residents are estimated to hold 63% of jobs within the City of Long Beach.
- In Long Beach, the self-sufficiency wage, or income is needed for one adult with one preschool-age child to adequately meet minimal basic needs without public or private assistance is \$21.02 per hour. The combined self-sufficiency wage for two adults, one preschool-age child and an infant is \$30.38 per hour.

- Declines in manufacturing and increased employment in tourism, retail trade, health care, and professional and administrative services has led to a decreasing middle class and increasing rates of poverty, as new jobs pay less on average than past jobs that have been lost in the City of Long Beach.

Impacts of the Proposed Downtown Plan on Employment

- Without policies to encourage local hiring, Long Beach residents will not benefit from the estimated 5,200 new employment opportunities resulting from the proposed Downtown Plan, and the Downtown Plan would not serve to alleviate local unemployment rates.
- If local residents are employed in jobs that pay below the self-sufficiency wage, it is crucial that quality, affordable housing is also available to these residents. Without access to affordable housing, local residents who could potentially be employed by new job opportunities resulting from the Downtown Plan could be displaced, be forced to live in overcrowded conditions, and face other negative health outcomes associated with low-wage employment and housing overpayment.
- It is likely that workers in newly created lower paying jobs resulting from the proposed Downtown Plan, such as those in the service industries, may not be able to afford to live in Long Beach, and would have to commute greater distances to work in Downtown Long Beach.
- The Downtown Plan does not outline any specific opportunities for local residents to gain experience and job training as a result of new employment resulting from the Plan's proposed developments.

Recommendations

The findings of this Health Impact Assessment demonstrate that the proposed Downtown Plan could have the following health impacts on vulnerable populations living in Downtown Long Beach:

- Increased displacement
- Increased housing overcrowding
- Increased Housing cost burden
- Gentrification
- Increased exposure to poor quality housing
- Increased unemployment
- Decrease in the number of local residents who earn greater than or equal to the self-sufficiency wage
- Decrease in Long Beach jobs filled by Long Beach residents

All of the above conditions have been shown to lead to adverse health outcomes for the populations impacted.

The HIA also found that the proposed community benefits would serve to mitigate or avoid some of the negative health impacts resulting from the proposed Downtown Plan.

In order to ensure that Long Beach residents benefit from the proposed DTP activities, this HIA recommends adoption of the proposed Affordable Housing Community Benefits, as well as the proposed Local Hiring Community Benefits and Project Labor Agreements.

If adopted in full, the proposed Affordable Housing Community Benefits would result in the addition of 511 VLI apartments and 375 MI condominiums.

The additional affordable units provided by the proposed community benefits would help to:

- Lessen the City's existing need for affordable housing, and move towards attainment of the remaining RHNA of 5,206 lower-income units.
- Maintain affordable housing units in Downtown Long Beach. This will prevent the cost of housing from being driven up in Downtown, where the need for affordable housing is high, and help to prevent gentrification.
- Avoid displacement of the estimated over 25,000 low-income residents at great risk of displacement.
- Alleviate potential increases in overcrowding resulting from the lack of affordable housing planned in the current Downtown Plan. Reducing overcrowding will lead to decreases in poor health outcomes associated with overcrowding, and protect the quality of existing affordable housing, which deteriorates much more quickly as a result of overcrowding.
- Allow for balanced development to support the needs of all Downtown residents and support a diverse and vibrant Downtown.
- Off-set the project's significant and unmitigated impacts on population and housing, displacement, air quality, green house gas emissions and traffic.

Adoption of the proposed Local Hiring Community Benefits and Project Labor Agreements would lead to potential increases in income for lower and moderate-income residents, improve job autonomy, and reduce unemployment and poverty. These impacts could lead to significant improvements the health and quality of life of Downtown Long Beach residents and their families. Premature mortality, chronic disease and stress would be reduced, mental health status would be improved, and children would be exposed to fewer conditions that could put their long and short-term health at risk.

2.0 Background and Introduction

Local community health, environmental justice and social justice organizations, whose members and clients will be affected by the Long Beach Downtown Plan have expressed concern that the Plan and Draft Environmental Impact Report (D-EIR) may have failed to address some important potential impacts to the Downtown Long Beach community. To provide a more comprehensive analysis of the plan and its health related impacts a Health Impact Assessment was conducted.

Health Impact Assessment, or HIA, as defined by the International Association for Impact Assessment, is a combination of procedures, methods and tools that systematically judges the potential, and sometimes unintended effects of a proposed project, plan or policy on the health of a population and the distribution of those effects within the population. HIA also identifies appropriate actions to manage those effects. The analysis presented in this report demonstrates the findings from a rapid-HIA process that took place over a three month period. The rapid-HIA consists of the following analysis:

- (1) Assessment of the *existing conditions* in Downtown Long Beach;
- (2) Assessment of the *potential impacts* of the proposed Downtown Plan on these existing conditions; and
- (3) Assessment of potential *impacts* of recommended community benefits designed to mitigate potential impacts of the Downtown Plan on the population living in Downtown and the City of Long Beach.

The goal for this HIA is to ensure that decisions regarding the City of Long Beach Downtown Plan accounts for impacts to low-income and vulnerable populations, with regard to *housing* and *employment*, and that appropriate actions are taken to mitigate any potential negative impacts to these health determinants, similar to the way in which the Downtown Plan (hereafter “DTP”)’s Draft EIR (hereafter D-EIR) proposes mitigations for issues such as pedestrian quality and exposure to air pollution.

The California Endowment, as part of its ten year *Building Healthy Communities Initiative* in Long Beach, funded Human Impact Partners (HIP) a non-profit organization, to conduct this HIA in collaboration with *East Yard Communities for Environmental Justice* and *Californians for Justice* with input from The Children’s Clinic *Serving Children and Their Families*, the *Long Beach Alliance for Children and Their Families* and *Families in Good Health*. HIP’s primary expertise is using HIA to increase the consideration of health in decision-making arenas that typically do not consider health. HIP has conducted HIAs on local, state and federal levels – with communities across the country, from Hawaii to Maine. The findings from HIP’s HIAs have been integrated into numerous policy-making and planning processes. To date, HIP has conducted over a dozen HIAs on land use and transportation plans and development projects, and has trained over 600 individuals around the country in HIA processes and methods. HIP is considered a leader in the field of Health Impact Assessment in the U.S., spearheading efforts to convene HIA practitioners from across North America, and having recently been elected chair of the newly formed Society of Practitioners of Health Impact Assessment, an international association of those involved with HIA. HIP has been funded by major foundations such as The California Endowment, Pew Charitable Trusts, and the W.K. Kellogg Foundation, to conduct HIAs and build the capacity of others to do so. HIP has also been funded by public agencies, including the Los Angeles Metropolitan Transportation Authority and the U.S. Environmental Protection Agency to conduct HIA work.

2.1 ORGANIZATION AND OUTLINE OF THE REPORT

This HIA report includes the following sections:

Report Methodology

This section describes methods employed and primary data sources used to conduct this HIA.

The Proposed Long Beach Downtown Plan

This section describes the Downtown Plan’s proposed development activities.

Existing Standards, Guidelines, and Policies relevant to the Downtown Plan

This section highlights goals and policies from key City of Long Beach guiding documents.

Downtown Long Beach Demographics & Health Conditions in the City of Long Beach

These sections summarize research findings about built environment factors that impact demographics and health, and current conditions in Long Beach for the following measures: population by race/ethnicity, income & poverty, asthma rates, heart disease and high cholesterol, diabetes, overweight & obesity, and mental health.

Housing & Employment

These sections begin with a summary of research that links housing and employment to health conditions; summarizes current conditions for housing and employment in Long Beach; outlines the potential impacts of the Downtown Plan on Housing and Employment; and concludes with a discussion of the ways that proposed community benefits could mitigate impacts of the Downtown Plan on Housing and Employment.

The Housing section discusses *Housing Affordability*, *Housing Stock* and *Housing Quality*.

Housing affordability is described in this report by the following measures:

- Proportion of renter and owner occupied housing
- Housing purchasing capacity
- Housing wage as a percent of minimum wage
- Proportion of households paying greater than 30% of their incomes on housing
- Proportion of housing stock that is affordable
- Proportion of housing production to housing need by income category (citywide)

Housing stock and *housing quality* is described in this report by the following measures:

- Proportion of households living in overcrowded conditions
- Housing Code Violations

The *Employment* section is described in this report by the following measures:

- Unemployment rates
- Jobs providing pay greater than or equal to the self-sufficiency wage (citywide)
- Proportion of Long Beach jobs filled by Long Beach residents

2.2 REPORT METHODOLOGY

The process of conducting this rapid-HIA involved identifying indicators of housing and employment; reviewing the literature supporting the connections between demographics, housing, employment and health; gathering data from publicly available sources for our indicators to characterize existing conditions in Downtown Long Beach, the City of Long

Beach and when relevant, Los Angeles County; examining the aspects of the Downtown Plan relevant to housing and employment; and making qualitative assessments about the consequences of the DTP for existing residents, and ways that proposed community benefits could mitigate these impacts.

When possible, indicator data for Downtown Long Beach was taken from the 2009 Downtown Long Beach Market Study (hereafter “the Market Study”).¹ The boundaries for Downtown Long Beach used in the Market Study were Queensway Bay to the south, Alamos Avenue to the east, 10th street to the north and Golden Avenue on the west (see Figure 2 below). It should be noted that this study area is smaller than the Downtown Plan area (shown in Figure 1 below). However, because of the significant overlap between these two defined areas, and because the D-EIR fails to include data regarding the expanded Plan area, the authors of this report determined it appropriate to use Market Study data where available to describe the characteristics of the Downtown Plan area.

Figure 1: Long Beach Downtown Plan Area²

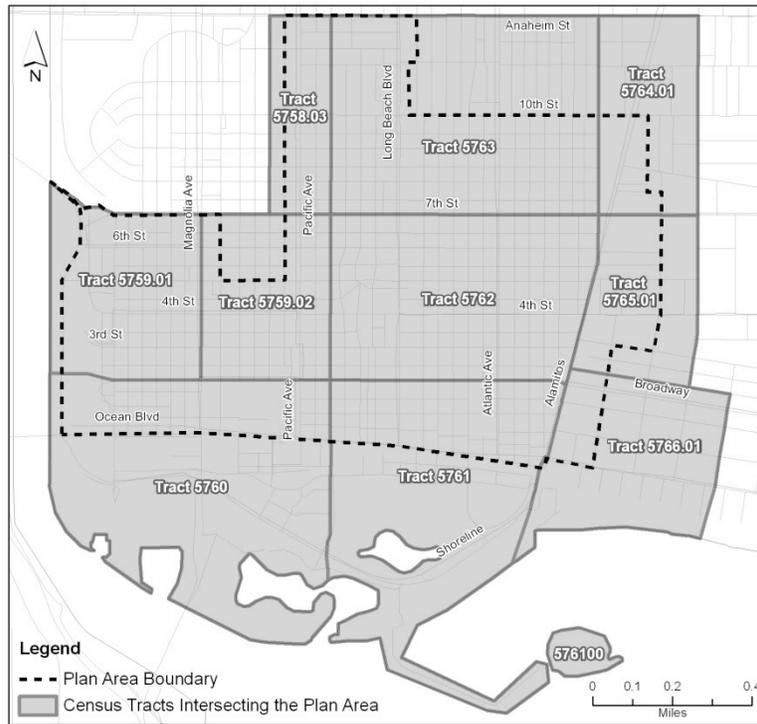


Figure 2: Downtown Long Beach Market Study Area ³



Where data was not available from the Market Study, Census data was used. We report estimates from the American Community Survey's 2005 to 2009 five-year averages for the tracts that intersected the Downtown Plan area. The DTP area and the Census tracts do not overlap exactly; therefore we included some tracts that reach beyond the boundaries of the plan area, as shown in Figure 3 below. The aggregate area of the Census tracts is larger than the plan area mostly due to tracts that intersected the southern portion of the plan area and that stretch to the waterfront, unlike the Downtown Plan area, which stops at Ocean Blvd. Whenever these data are cited in this report they are referred to as "2005-2009 Census data."

Figure 3: Census Tracts that Intersect with the Downtown Plan Area



Findings from the 2008-2014 Housing Element of the City of Long Beach’s General Plan and data from the 2005-2010 Long Beach Consolidated Plan were also cited where relevant.

2.3 THE PROPOSED LONG BEACH DOWNTOWN PLAN

According to the City of Long Beach Downtown Plan Draft Environmental Impact Report, “the Downtown Plan provides development standards and design guidelines for an expected increase in the density and intensity of existing Downtown land uses by allowing up to:

- approximately 5,000 new residential units;
- 1.5 million square feet of new office, civic, cultural, and similar uses;
- 384,000 square feet of new retail;
- 96,000 square feet of restaurants;
- 800 new hotel rooms; and
- “[a]t full buildout...the number of jobs supported by the Project would be approximately 5,200.”⁴

The development assumed in the Downtown Plan would occur over a 25-year time period.”⁵

Potential impacts of the DTP on air quality, noise, greenhouse gas emissions, transportation, pedestrian and bike quality, open space, and public services are described in the D-EIR and mitigations measures (e.g., service fees, good design guidelines, air ventilation systems for sensitive receptors) to minimize adverse impacts in these areas are included in the D-EIR.⁶ However, the Downtown Plan does not identify *housing* or *employment* mitigation measures to offset the Plan’s significant and unmitigated environmental impacts, nor does it accommodate the needs of Long Beach’s most vulnerable residents. The D-EIR lacks a comprehensive assessment of how the proposed DTP would impact housing, displacement and employment for these populations.

Both housing and employment have historically been and continue to be pressing issues for Long Beach residents, particularly those who are low-income and face other vulnerabilities (in terms of health and other social support). As key factors that contribute to the determination of health outcomes and quality of life, it is important that the housing and employment impacts of the proposed Downtown Plan be recognized, and that mitigation measures to avoid any potential negative outcomes in these areas be adopted and monitored. Affordable Housing and Local Hiring Community Benefits (hereafter “Community Benefits”) discussed in this report would greatly mitigate the DTP’s significant and unmitigated impacts on population and housing, air quality, green house gas emissions and traffic.

2.4 EXISTING STANDARDS, GUIDELINES, AND POLICIES RELEVANT TO THE DOWNTOWN PLAN

Addressing housing needs when considering future development in Long Beach is outlined as an important goal in the City’s guiding documents.

The City of Long Beach’s 2008-2014 General Plan sets forth the goals, policies and directions the City will take in managing its future, and includes the following objectives for protecting and promoting affordable housing and local employment:

General Plan Principles:⁷

Create healthy neighborhoods where diversity is celebrated, arts and cultural programs flourish, services are accessible, and all people have tools to improve the quality of their lives.

Improve the quality and availability of housing by addressing declining homeownership, neighborhood stability and overcrowding.

State law requires that the City of Long Beach draft a **Housing Element** as part of its General Plan as a tool to guide communities to plan for present and future housing needs. Goals and policies in the 2008-2014 Housing Element that address the need for affordable and quality housing include:

*Goal 3: Retain and Improve the Quality of Existing Housing and Neighborhoods.*⁸

*Goal 4: Provide Increased Opportunities for the Construction of High Quality [Housing]*¹

Policy 4.1 Provide adequate sites, zoned at the appropriate densities and development standards, to facilitate the housing production and affordability goals set forth in the 2008-2014 RHNA.⁹

Policy 4.2 Encourage a balance of rental and homeownership opportunities, including high quality apartments, townhomes, condominiums, and single family homes to accommodate the housing needs of all socioeconomic segments of the community, including large families.¹⁰

Policy 4.10 Through the LB2030 General Plan Update process, evaluate the proposed future distribution of housing units throughout the City in terms of how the plan promotes an economically, environmentally and socially equitable community; and, explore the transitions between the land uses along the City's primary mobility corridors and the land uses directly behind them.¹¹

The Long Beach Downtown Plan

Guiding principles of the Downtown Plan

In reviewing and approving development plans and discretionary permits in the Downtown area, the City Council, Planning Commission, Redevelopment Agency and Site Plan Review Committee shall be guided by the following:

1. The goals and policies of the General Plan;
2. The Redevelopment Plans;
3. The development and use standards set forth by the Planned Development Ordinance; and
4. The procedures, development and use standards set forth in Title 21 Zoning of the Long Beach Municipal Code.

The 2009 Downtown Long Beach Market Study was conducted by Strategic Economics for the Long Beach Redevelopment Agency in order to evaluate the market demand for a mixture of uses in Downtown Long Beach. The following is one of the implementation strategies that was suggested in order to guide future decisions about how Downtown Long Beach grows and develops:

Support and preserve the continued diversity of Downtown residents

Downtown is currently a very diverse place with a mixed-income, mixed-race, and multi-generational population. This is a key asset of Downtown and should be preserved and enhanced. Currently, Downtown functions well for lower income residents who are served by its retail opportunities, supply of rental housing, and access to transit. While attracting new residents to Downtown will be an important element in attracting new, more upscale retail, it should not be done at the expense of existing residents; there is room in Downtown for a variety of groups to coexist. Long Beach is well-positioned to create a vibrant, diverse district that values equity to all residents, while still offering premium living options for more affluent ones.¹²

¹ Goal 4, as it appears on page V-16 of the 2008-2014 Housing Element is written, "Provide Increased Opportunities for the Construction of High Quality." The authors of this report made the assumption that the word "Housing" was intended to be included at the end of this goal, so that it would read "Provide Increased Opportunities for the Construction of High Quality Housing" instead.

3.0 Downtown Long Beach Demographics

3.1 THE RELATIONSHIP BETWEEN NEIGHBORHOOD DEMOGRAPHICS AND HEALTH

The demographics of a neighborhood are shaped by the economic, political, social and physical forces that help to determine who lives there. Examples of these forces include economic development policies that encourage certain businesses to locate in an area and determine the kinds of jobs available to local residents, market trends that shape employment opportunities and housing costs, housing policies that facilitate the development and preservation of residences of different sizes and affordability ranges, real estate and loan practices that promote or discourage racial segregation, and social networks that encourage residents to locate and stay in certain neighborhoods near friends and family. The historic policies that sustained racial segregation and housing and loan discrimination in the mid-20th Century (i.e., “red-lining”) are an example of these forces.¹³ These led to the creation of many of the inequities in neighborhood quality and the distribution of wealth that communities continue to experience today.¹⁴ Gentrification is a process that is currently taking place in many low-income communities. In the US, gentrification is defined as the process by which higher income households displace lower income residents of a neighborhood, changing the essential character and flavor of that neighborhood.¹⁵

Displacement has many health implications such as increased stress, loss of supportive social networks, costly school and job relocations and increased risk for substandard housing and overcrowding that contributes to disparities among vulnerable groups, including the poor, women, children, the elderly, and members of racial/ethnic minority groups.¹⁶ Vulnerable populations are at increased risk for the negative consequences of gentrification.

The quality of social, economic, and physical environments all have a profound impact on health and quality of life. Where people live can have an impact on financial security, school quality, job opportunities, safety, as well as access to goods and services. These factors have demonstrated relationships with health outcomes.

Regardless of the economic, political, social and physical factors that contribute to racial segregation and neighborhood poverty, race/ethnicity and income have proven links to health in and of themselves that may be due to neighborhood environments. Many people of color experience a wide range of serious health issues at higher rates than do whites, including breast cancer, heart disease, stroke, diabetes, hypertension, respiratory illness and pain-related problems. On average, African Americans, Native Americans, Pacific Islanders and some Asian American groups live shorter lives and have poorer health outcomes than whites. According to the Centers for Disease Control and Prevention, African American men die on average 5.1 years sooner than white men (69.6 vs. 75.7 years), while African American women die 4.3 years sooner than white women (76.5 vs. 80.8 years). People of color are likely to be less wealthy, less educated and more likely to live in segregated communities with underfunded schools, insufficient services, poor transportation and housing, and higher levels of exposure to toxic and environmental hazards.¹⁷

For individuals, income is one of the strongest and most consistent predictors of health and disease in the public health research literature.¹⁸ Nationally, individuals with the lowest

average family incomes (\$15,000-\$20,000) are three times more likely to die prematurely as those with higher family incomes (greater than \$70,000). It has also been shown that every additional \$12,500 in household income buys one year of life expectancy (up to an income of \$150,000). Poorer adults are also three times as likely to have a chronic disease that limits their activity; twice as likely to have diabetes, and are nearly 50% as likely to die of heart disease.¹⁹ Additionally being low-income is also a risk factor for low birth weight babies, for injuries or violence, most cancers, and children in low-income families are seven times as likely to be in poor or fair health as compared to high-income families.^{20 21} The relationship between income and health is mediated through nutrition, employment conditions, parenting resources, leisure and recreation, housing adequacy, neighborhood environmental quality and community violence and stress.

Factors that contribute to people living in poverty include low levels of education, inadequate job skills, unemployment or underemployment at minimum wage, and language barriers. Poverty imposes many difficult issues on residents and families, including living in overcrowded and substandard housing, overpaying for housing, and inadequate income to provide for basic necessities such as food, clothing and healthcare.²²

It is important to understand the demographics of a neighborhood, as they are a reflection of the policies and trends that have come before and represent an opportunity to adjust policies for the future to address inequalities, poor neighborhood quality and health.

3.2 DEMOGRAPHICS OF DOWNTOWN LONG BEACH RESIDENTS

Long Beach comprises nearly 50 square miles at the southernmost end of Los Angeles County. As of 2010, according to the California Department of Finance, the City of Long Beach was the fifth largest city in California and, according to the Southern California Association of Governments (SCAG), the population of Long Beach is projected to be 533,000 by the year 2020.²³ It is the most ethnically diverse city in California with a rich mixture of cultures. According to the Census' 2009 American Community Survey, **Long Beach ranks 34th in the US and sixth in the state for the percentage of residents living below the poverty level.** The current population in the City of Long Beach is 462,823.²⁴

As of 2008 the Market Study estimated 31,404 people lived in Downtown Long Beach.²⁵ The population of Downtown in particular has grown rapidly, approximately 32% from 1990 to 2008, surpassing the growth rate of both the City of Long Beach and Los Angeles County during that time period. While long time residents of Downtown Long Beach tend to be lower-income, over the past decade there has been an influx of new, middle to upper-income residents, described as “young professionals” and “empty nesters.”²⁶ The Market Study specifies that it is the residents of Downtown's new development projects that make up the majority of these new, higher income residents. An influx in higher income residents is one of the indicators of gentrification, or the transformation of a neighborhood from low value to high value with the potential to cause displacement of long-time residents and businesses that may be forced to move from a gentrified area because of higher rents, mortgages, and property taxes.²⁷

3.2.1 Population by race/ethnicity

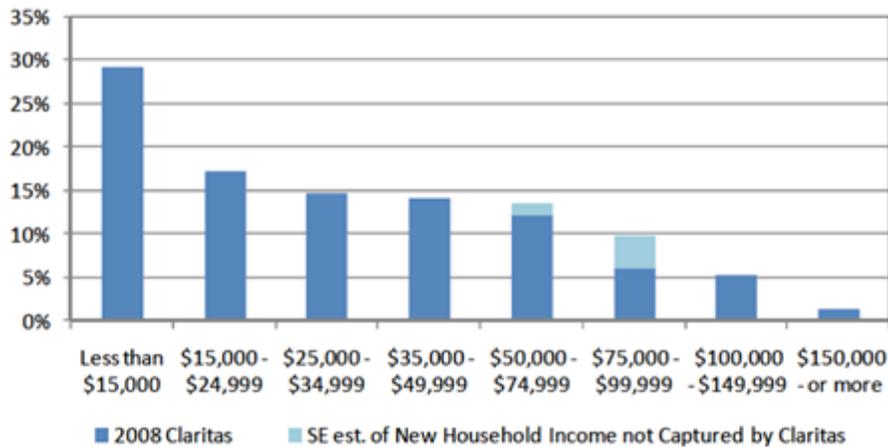
The City of Long Beach is home to one of the most ethnically diverse populations in California.²⁸ While the Market Study does not identify the racial/ethnic breakdown of the population in the study area, 2005-2009 Census data show this area has a higher percentage of minority residents than does the rest of the City of Long Beach. The population in the plan area is 25% white, 15% black or African-American, 11% Asian, and 47% Hispanic or Latino. The City of Long Beach has a population that is 30% white, 13% black or African-American, 13% Asian, and 40% Hispanic or Latino.

3.2.2 Income and poverty

The Market Study estimated that in 2008 the median income for Downtown Long Beach was \$27,438, which was lower than the City’s overall median household income of \$45,127, and Los Angeles County’s median household income of \$52,180.²⁹ The Market Study notes that the increase in higher income residents has resulted in a higher *average* income in the area, but has not brought up the median.³⁰

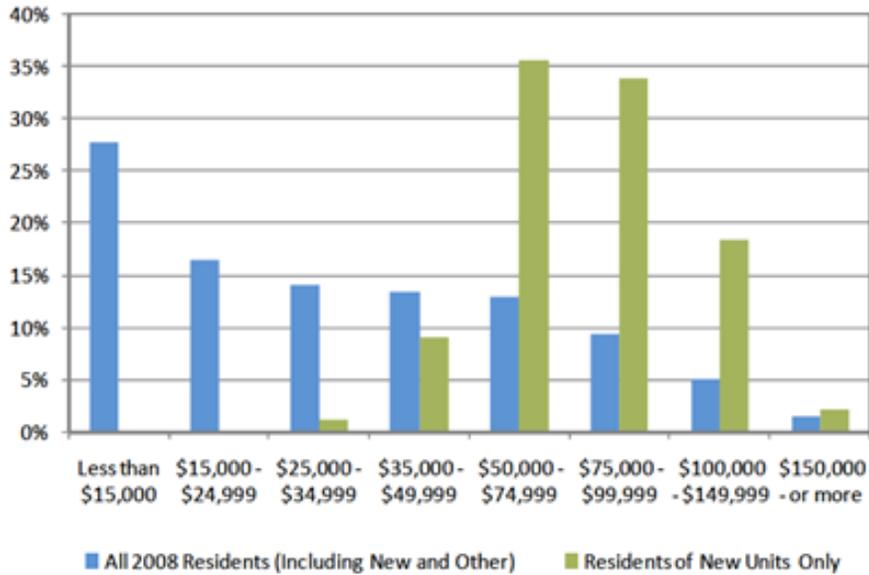
The distribution of income in Downtown Long Beach in 2008 shows that **there are a higher percentage of lower income than higher income households in the area**, and that residents of new units built in Downtown Long Beach have significantly higher incomes than the existing residents.³¹

Figure 4: 2008 Distribution of Household Income in Downtown Long Beach



Source: City of Long Beach; Claritas; Strategic Economics, 2009.

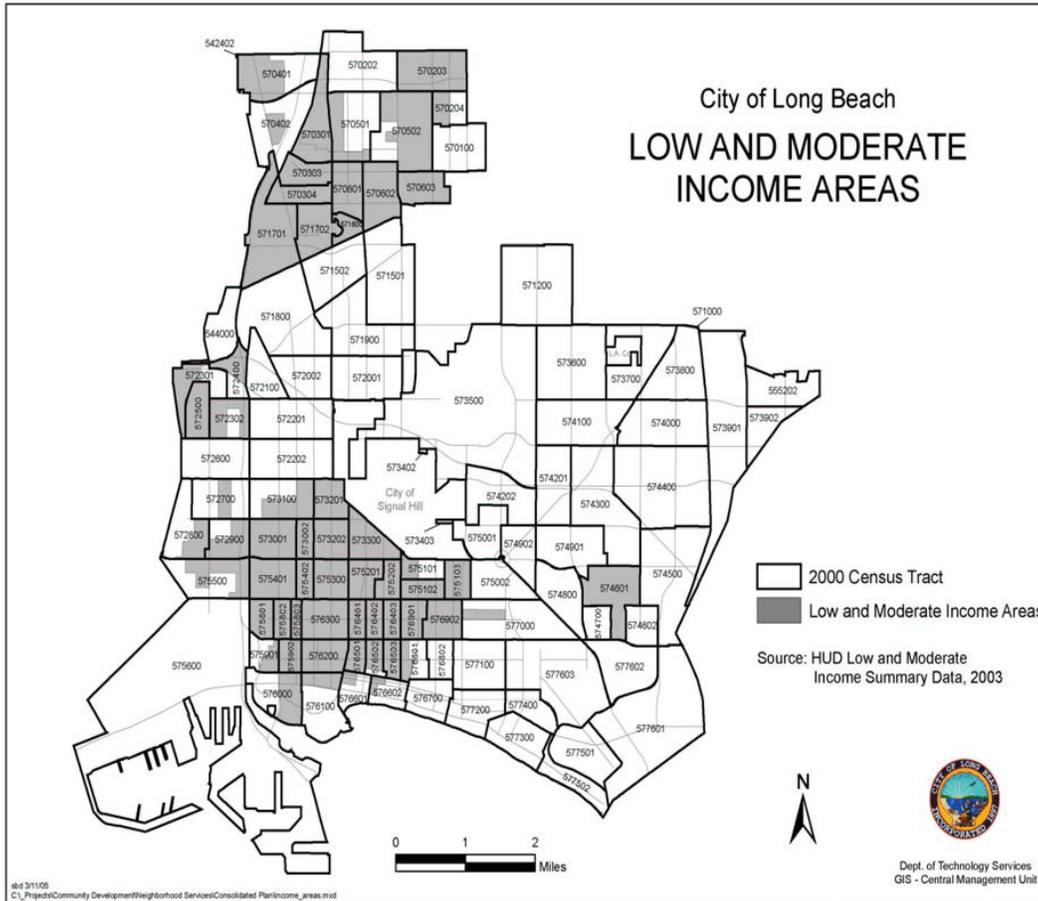
Figure 5: Household Income Distribution of New Units Compared to All Households in Downtown Long Beach



Source: Clantias; Strategic Economics, 2009.

A high proportion of low-income residents live in Downtown Long Beach. The 2008-2014 Housing Element of the City’s General Plan estimates that 28% of households in the City of Long Beach are considered to be very low-income (16% extremely low-income: 0-30% of area median income; and 12% very low-income: 31-50% of area median income).³²

Figure 6: City of Long Beach’s Low and Moderate-income Areas



2005-2009 Census data indicate that **27% of the residents of Downtown Long Beach live below the poverty line.** This is in contrast to the City of Long Beach and LA County, where 19% and 15% of the population earns below the poverty line, respectively.

Income inequality is also prevalent in the City of Long Beach. 2005-2009 Census data show that Long Beach households earning in the 80th percentile make 5.1 times more than households earning in the 20th percentile (\$105,692 vs. \$20,810).

The high proportion of lower income and residents of color indicates Downtown Long Beach consists of a more vulnerable population that faces greater health risks. Residents are more susceptible to neighborhood conditions such as unaffordable or substandard housing, poor quality schools, lack of appropriate job opportunities, unsafe streets, and inaccessible goods and services because they lack the resources to improve their living and working conditions. Poor neighborhood quality is also more likely to exacerbate existing health risks and problems. **Lower income residents are also more likely to be displaced by higher rents, mortgages, and property taxes caused by gentrification.**

To improve health, the Downtown Plan should support the challenges faced by current residents by facilitating the creation of quality affordable housing and job opportunities for Long Beach residents.

3.3 HEALTH CONDITIONS IN THE CITY OF LONG BEACH

While access to medical care when you are sick is very important, health does not start at the doctor's office. Health starts—long before illness—in our neighborhoods, homes, schools and jobs. Patterns of health and disease outcomes reflect patterns of social and economic circumstances.^{33 34} Chronic and acute health problems impact quality of life and long-term health. Having to struggle with poor health makes populations more vulnerable to other adverse conditions and circumstances they may be exposed to, environmentally, socially, economically and politically.

In order to understand how the Downtown Plan will impact the health of residents, it is important to understand the health outcomes that are relevant for the area. Data from the Los Angeles Health Survey show that Long Beach residents fare poorly in comparison to LA County for key health outcomes.

Table 1: Los Angeles County Health Survey Results

	Long Beach	LA County
Children’s Lifetime Asthma Diagnoses Rate	15.9%	12%
Adult Asthma Rate	7%	6.5%
Average unhealthy days reported (per 30 days)	7 days	5.4 days
Diagnosed with Depression	17%	13.6%
Heart Disease	10.3%	7.7%
Overweight	36.9%	35.9%
Obesity	31.2%	22.2%

Rates of asthma, obesity, overweight, and heart disease in Long Beach are significantly higher than the average rates in Los Angeles County, and for children’s asthma, the third highest rate among 26 health districts in the County.³⁵

Mental health issues are also a concern in the City of Long Beach. The 2007 Los Angeles County Health Survey found that on average adults 18 and over report feeling unhealthy (mentally and/or physically) 7 days per month (30 day period), compared to an average of 5.4 days reported for Los Angeles County. This places the Long Beach Health District in the top five of the 26 health districts. Throughout LA County, lower incomes correlated with a higher number of reported unhealthy days.³⁶ Rates of depression are also higher in Long Beach than most other areas of Los Angeles County, and fewer adults in Long Beach consider their neighborhood to be safe from crime compared with the average for LA County.^{37 38}

4.0 Housing

4.1 THE RELATIONSHIP BETWEEN HOUSING AND HEALTH

High housing costs relative to the income of an individual or household can threaten food and financial security, lead to overcrowded living conditions and acceptance of lower cost substandard housing, and can also force people to move to where housing costs are lower or possibly become homeless. **Residential stability has been identified as one of the most important predictors of community health.**^{39 4041} Moving can result in job loss, difficult school transitions, and the loss of health protective social networks.

According to federal and state programs, 30% of one's annual income is the maximum affordable amount that a household should pay for housing costs. Spending a high proportion of income on rent or a mortgage means fewer resources for heating, transportation, health care, childcare and food. Lower cost housing is often substandard with exposure to waste and sewage, physical hazards, mold spores, poorly maintained paint, cockroach antigens, old carpeting, inadequate heating and ventilation, exposed heating sources and wiring, and broken windows, all of which lead to negative health outcomes.

Overcrowding can seriously impair quality of life. Sharing housing can mean crowded conditions with higher risks for mortality, infectious disease, poor child development and school performance, noise, and fires. Overcrowding also tends to result in more cars and traffic, deterioration of homes, and a shortage of on-site parking.⁴² For children, overcrowding has also been shown to lead to an increased risk of ear infection, and when exposed to one or more environmental risks - for example, overcrowding or noise - has shown to increase in urinary cortisol and epinephrine, which are biomarkers of chronic stress.^{43 44} Overcrowding and poor-quality housing also have a direct relationship to poor mental health, developmental delay, heart disease, and even short stature.⁴⁵

To avoid these negative impacts on health, it is essential that quality affordable housing be available for low-income residents of any city. Housing is a key measure of quality of life, and a consistently pressing issue for the City of Long Beach. As the 2008-2014 Housing Element of the City's General Plan notes, "In general, extremely low-income households had a disproportionate unmet need for affordable housing, especially rental housing, due to their limited incomes and the rising costs of housing."⁴⁶

The City of Long Beach's Downtown area has an existing population of low-income residents in need of quality, affordable housing in order to prevent overcrowding, overpayment for housing, displacement and other adverse conditions that can impact health outcomes.

4.2 EXISTING CONDITIONS FOR HOUSING AFFORDABILITY

4.2.1 *Proportion of renter and owner occupied housing*

An estimated 94% of all housing units in Long Beach are occupied.⁴⁷ According to the Market Study, in 2008, **81% of the housing units in Downtown Long Beach were renter**

occupied.⁴⁸ This is a much higher percentage of renter occupied housing than in the City of Long Beach or LA County where 60% and 53% of units are renter occupied, respectively.⁴⁹

4.2.2 Housing purchasing capacity

California’s homeownership rate, at 57% was the second lowest among the 50 states in 2008.⁵⁰ Purchasing capacity reflects how much can be spent to purchase a home based on the median income of a neighborhood. For Los Angeles County, The California Budget Project estimates an affordability gap (between income needed to purchase a home and median income) of \$36,000.^{51 2}

Table 2: Affordability Gap⁵²

Median Priced Home (2008)	Median Household Income (2008)	Gap Between Median Income and Income Needed	Gap Between Median Income and Income Needed
\$400,000	\$55,499	\$21,587	\$36,040

Since 1999, prices for purchasing one and two bedroom units in the City of Long Beach have tripled or quadrupled for both single-family homes and condominiums, and doubled and tripled for larger-sized units.⁵³ As of 2007, the median price for single-family homes ranges from \$370,000 for a one-bedroom unit up to \$820,000 for a larger, five-bedroom home. The median price for condominiums ranged from \$299,000 for a one-bedroom unit to a median price of \$543,000 for a three-bedroom condo.⁵⁴

According to the Market Study, the median income in Downtown Long Beach is \$27,438. It is estimated that the median household income in the plan area has the capacity to purchase a home that costs \$123,407 (see Appendix A for detailed calculation). This calculation assumes 33% of gross income can be spent to buy a home, a 30-year fixed interest rate mortgage at 5.85%, a monthly homeowners or condo association fee of \$350, a tax rate of 1.144%, and a down payment of 10%. Given that the median priced home in Long Beach in 2010 was \$285,000 **there is clearly a large gap between what Downtown Long Beach residents can afford and the cost of purchasing a home, making home ownership infeasible for many of the existing residents in the Downtown area.**⁵⁵ **The 2005-2010 City of Long Beach Consolidated Plan estimated that only 10% of Long Beach households earned enough to purchase the median priced single-family home in Long Beach.**⁵⁶

Further, based on housing affordability estimates for Los Angeles County and Fair Market Rents for the City of Long Beach (see Figures below), it is clear that in addition to home prices, current **fair market rents in Long Beach far exceed what is affordable, particularly for the City’s Downtown low-income residents.** For example, a 2 bedroom unit in the 90813 zip code currently is rented out at \$1,070 per month while a low-income 4 person family can only afford \$836 per month.

² This analysis assumes that mortgage payments make up 30 percent of household income and that buyers make a down payment of 5 percent. The affordability gap measures the difference between a county’s 2008 median household income and the income needed to pay mortgage costs for the 2008 median-priced home.

Table 3: Housing Affordability for a 4-person household in LA County in 2008 ⁵⁷

	Annual Income	Affordable Monthly Rent	Maximum Affordable Home Price
Extremely Low-Income (0-30% AMI)	\$17,940	\$388	\$54,083
Very Low-Income (31-50% AMI)	\$29,900	\$687	\$97,523
Low-Income (51-80% AMI)	\$35,880	\$836	\$140,964
Moderate-Income (81-120% AMI)	\$65,780	\$1,584	\$267,665

Table 4: Current Fair Market Rents for Long Beach, 2011 ⁵⁸

Zip Code	Efficiency	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom
90802	\$730	\$890	\$1,130	\$1,530	\$1,890
90813	\$690	\$850	\$1,070	\$1,450	\$1,790

4.2.3 Housing wage as a percent of minimum wage (citywide)

Comparing the cost of renting or owning a home in Long Beach with the maximum amount that households of different income levels can pay for housing can provide a picture of who can afford what size and type of housing, as well as indicate the type of households that would likely experience overcrowding or overpayment.⁵⁹

Housing costs currently require an individual to earn an annual income of approximately \$45,200 (or a wage of \$21.73 an hour) to afford a two-bedroom rental unit in the 90802 zip code of Long Beach. This translates into **an individual having to earn 2.72 times the California minimum wage of \$8.00, or a two-worker household needing to earn 1.36 times the minimum wage in order to afford the current fair market rent.** Similarly, for the 90813 zip code of Long Beach, to afford the cost of a two-bedroom rental would require an annual income of \$42,800 (or a wage of \$20.58 per hour), which is 2.57 times the minimum wage for one worker, or 1.29 times the minimum wage for a 2-worker household. For additional detail about the calculation of the housing wage, see Appendix A.

Table 5: Housing wage as percentage of minimum wage - Long Beach, CA, 2011

	2011 Fair Market	Annual Income	2011 Housing	2008 CA Minimum	Housing Wage as %	Housing Wage as %

	Rent (FMR) for 2-bedroom ¹	Needed to Afford FMR ²	Wage for 2-bedroom FMR ³	Hourly Wage	of Minimum Wage (1-worker) ⁴	of Minimum Wage (2-worker)
Zip code 90802	\$1,130	\$45,200	\$21.73	\$8.00	272%	136%
Zip code 90813	\$1,070	\$42,800	\$20.58	\$8.00	257%	129%

4.2.4 Proportion of households paying more than 30% of their income on housing

Households spending more than 30% of their income on gross housing costs (including rent/mortgage payments, utilities, taxes, insurance and related costs) are considered to be overpaying for housing according to state and federal programs. In 2000, 46% of renters in Long Beach were spending more than 30% of income on housing and one-quarter of renters were spending more than 50% of their incomes on rent.⁶⁰ **Downtown Long Beach was an area of the City where the greatest concentration of renters were spending more than 50% of their income on housing costs.** As the current Long Beach Housing Element states, “Neighborhoods that exhibited high levels of severe renter overpayment were predominately lower income and also had a strong correlation with areas with high levels of poverty and renter overcrowding.”⁶¹

2005-2009 Census data show that 54% of households in Downtown Long Beach were paying more than 30% of their income on gross rent. **According to the Long Beach Housing Element an estimated 67% of extremely low-income renters, 30% of low-income renters and 62% of extremely low-income homeowners in Long Beach spend more than half of their income on housing costs.**⁶²

4.2.5 Proportion of housing stock that is affordable

Some of the lowest average rents in Long Beach can be found in Downtown Long Beach where there is a concentration of older housing units.⁶³ **Long Beach has been allocated 6,261 Section 8 vouchers and currently has a 10-year waiting list with over 4,700 qualified families.**⁶⁴ **The waiting list is currently closed, but the last time new applications were accepted for the waiting list, over 15,000 applications were received in less than 30 days.** As of 2010, there were an estimated 14,811 dwelling units in the Downtown Plan area. The Downtown Plan Draft EIR estimates that of these, approximately 11% or approximately 1,629 units are considered to be affordable per Section 8 vouchers, deed restrictions, or other housing affordability programs.⁶⁵ The Long Beach Fiscal Year 2011 Action Plan, however, indicates that federal assistance under the Section 8 program does not do an adequate job of addressing the needs of the City.

Further, the Downtown Plan Draft EIR states that based on estimates of construction of housing in Long Beach between 2000 and 2007, there were approximately 5 units built for every 669 units lost citywide to demolition.⁶⁶ Failure to replace units when they are demolished contributes to the low vacancy rates in the city. Additionally, the 2008-2014

Housing Element of the City's General Plan estimates that more than 22 projects totaling 2,228 units of publically assisted affordable housing may be considered at risk of conversion to market rate from 2008 through 2018.⁶⁷

4.2.6 Proportion of housing production to housing need by income category (citywide)

Since the 1990s the increase in housing stock has not kept pace with the City's population growth. For example, the City of Long Beach's 2005-2010 Consolidated Plan notes that in the decade prior, **the population in Long Beach increased 7.5%, but new housing increased by less than 1%.**⁶⁸ **This has resulted in fewer vacancies, upward pressure on housing prices, and more people crowded into too few housing units.**⁶⁹

SCAG has identified an optimal vacancy rate of 5% for rental housing, whereas **according to the 2006 American Community Survey, the vacancy rate in the City of Long Beach was 3.7%.**⁷⁰ Lower vacancy rates disproportionately impact lower income populations as they lead to increases in rental prices and subsequent overcrowding.

The Regional Housing Needs Assessment (RHNA) is the share of the region's projected housing needs required by State Housing Element law which Long Beach must accommodate. For the 2008-14 planning period, the RHNA need is 9,583 total housing units in the following categories:^{3 71}

- 2,321 units of Extremely Low/Very Low-income housing (up to 50% of AMI)
 - 1,326 extremely low and 995 very low-income units
- 1,485 units of Low-income housing (51 to 80% of AMI)
- 1,634 units of Moderate-income housing (81 to 120% of AMI)
- 4,143 units of Above Moderate-income housing (more than 120% of AMI)

Thus, 5,440 total *affordable* units must be produced by 2014 to meet the needs of the City's low and moderate-income residents.

As part of the current planning period, the City has already begun work towards its RHNA allocations as shown below.

Table 6: Progress to Achieve Regional Housing Needs Assessment 2008-2014, City of Long Beach⁷²

³ Refers to the RHNA for the 2008-2014 Housing Element of the City of Long Beach's General Plan

	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total
RHNA	2,321	1,485	1,634	4,143	9,583
Units Constructed	0	5	12	1,342	1,359
Units under Construction	121	50	0	587	758
Units Entitled	0	0	46	1,437	1,483
Remaining RHNA	2,200	1,430	1,576	777	5,983

The City of Long Beach estimates that since January 1, 2006 it has facilitated the development of (as defined by “constructed” or “under construction”) a total of 3,600 housing units 94% of which was Above Moderate-Income, **leaving Long Beach a remaining affordable housing RHNA need of 5,206 housing units** in the following categories:⁴

- **2,200 units of Extremely Low/Very Low-income (95% of estimated RHNA need)**
- **1,430 units of Low-income (96% of estimated RHNA need)**
- **1,576 units of Moderate-income (96% of estimated RHNA need)**

State law also mandates that jurisdictions provide sufficient land to accommodate a variety of housing opportunities for all economic segments of the community. The City of Long Beach must ensure the availability of residential sites at adequate densities and appropriate development standards to accommodate these units.⁷³ Seventeen sites have been identified by the City totaling almost 54 acres in Long Beach that can accommodate 5,199 new units at densities of at least 30 units per acre have been identified. The majority of these sites are located in the Downtown Plan Area, where height and density are not limited.⁷⁴ Although these 17 sites do not represent the full inventory of vacant and underutilized sites with residential development potential in Long Beach, **the City has identified PD-29 and PD-30 (although the majority are in PD-30) as the sites where it will build its 5,440 affordable units for the 2008-2014 RHNA.**⁷⁵ This conflicts with the Downtown Plan’s development envelope of 5,000 market rate units and millions of square feet of commercial and retail uses for PD-30 and parts of PD-29. The City cannot simultaneously identify PD-30 and PD-29 as the location for 5,440 affordable RHNA units and for the massive market rate development anticipated in the Downtown Plan.

The Housing Element states that the current number of development applications under review would bring an additional 2,321 new units to Long Beach, including 65 very low-income, 97 moderate-income units, and enough units to “more than fulfill the City’s remaining *above moderate-income* RHNA of 777 units.”⁷⁶

What remains is a large need to provide units for moderate, low-income, very low and extremely low-income residents in Long Beach. This housing gap is not new, but has persisted in the past in the City. For example, for the 2000 to 2005 RHNA construction targets the City attained only 54% of their RHNA allocation for very low-income housing, 42% of allocated low-income housing, and 20% of moderate income

⁴ The RHNA uses January 1, 2006 population and housing data as the baseline for growth projections

housing, while 767% of the *above moderate-income* housing allocation was attained.⁷⁷

4.3 IMPACTS OF THE DOWNTOWN PLAN ON HOUSING AFFORDABILITY TO LOWER INCOME HOUSEHOLDS

1. The extremely limited rental vacancies, and lack of housing production to meet housing needs in Long Beach contribute to increased competition (i.e., housing prices) for available units and high levels of renter overcrowding and overpayment. High for-sale housing prices and a large low-income population has also lead to a wide affordability gap in the City. These conditions indicate the serious need for additional affordable rental housing in Long Beach, particularly in Downtown Long Beach, where there is a high concentration of low-income residents. **The Downtown Plan and the Downtown Plan EIR do *not* include explicit plans or mitigations for the protection of existing affordable housing units, or construction of new affordable housing units to meet existing or future housing needs in Downtown Long Beach. As a result, the current and future needs for affordable housing in Downtown Long Beach can be expected to increase along with the impacts resulting from a lack of affordable housing, such as overcrowding, overpayment for housing, displacement, and homelessness. Health problems associated with overcrowding, housing overpayment, displacement and homelessness, such as the spread of infectious disease, increased mortality rates, poor child development and school performance, noise, depression and fires would also be expected to increase. Populations that are low-income and suffer from existing vulnerabilities will be disproportionately affected by the Downtown Plan’s failure to accommodate the housing affordability needs of current residents. Such impacts must be mitigated.**
2. The Downtown Plan includes only one reference to affordable housing, which appears in the section on Development Intensity and Development Incentives, and refers to a Floor Area Ratio bonus for affordable housing, stating: “Refer to City’s existing density bonus program as set forth in Chapter 21.63 of the Long Beach Municipal Code.”⁷⁸ Chapter 21.63 merely refers to a state law mandated system of incentives to encourage developers to provide affordable housing, pursuant to Section 65915 et seq. of the California Government Code. However, the City of Long Beach has not adopted a local ordinance implementing state law, with a detailed density bonus program, so density bonuses are rarely utilized. Moreover, and most importantly, developers will not need to seek density bonuses in the Downtown Plan area because the Plan significantly increases development intensity/density and incentivizes development (through fast tracked development, reduced parking requirements and elimination of the need for individual environmental impact reports for the next 25 years). Thus, density bonuses are unlikely to be utilized in the Plan area, which means that affordable housing will not be created as a result of density bonus incentives.
3. **The Downtown Plan does not propose a single measure that *would prevent the displacement of existing low income residents nor does it promote* the development of affordable housing, and there are no special provisions to address the anticipated above normal level of displacement resulting from the proposed Downtown Plan developments.**
4. The Downtown Plan Draft EIR states that the Downtown Plan could result in removal

of existing housing.⁷⁹ **Since some of the lowest average rents in Long Beach can be found in Downtown Long Beach where there is a concentration of older housing units, this would ultimately result in the loss of one of the largest sources of low-income rental housing in the city, leading to displacement, overcrowding, and housing overpayment particularly for the estimated 24,000 (or more) low income residents living in Downtown Long Beach.**

5. The D-EIR also states that the implementation of the proposed Downtown Plan **“would result in the displacement of existing housing and people, primarily housed in medium density multi-family dwelling units.** New development would occur at higher densities and with more modern housing, frequently as part of a mixed-use development. **While many residents would relocate into different dwelling units either within or outside the Plan area, they would be displaced from their existing dwelling units and may be unable to obtain similar housing with respect to quality, price, and/or location. Therefore, the Project would have an adverse effect on the housing supply and may require construction of replacement housing elsewhere.”**⁸⁰ This would ultimately **reduce opportunity for displaced residents to find equivalent housing in the local area.**⁸¹ Displacement has many health implications such as increased stress, loss of supportive social networks, costly school and job relocations and increases risk for substandard housing and overcrowding that contribute to disparities among vulnerable groups, including the poor, women, children, the elderly, and members of racial/ethnic minority groups.⁸²
6. Data about the current conditions in Downtown Long Beach indicates that the area has a high rate of renters, has been experiencing rising rents and home prices, and has had a recent influx in higher income residents. These, along with other measures, are all indicators of gentrification.⁸³ **By proposing to build 5,000 new units of market rate housing without plans to produce any additional units of affordable housing to address displacement and meet housing need, the proposed Downtown Plan would contribute to rising rents and home prices, and continue to encourage an influx of higher income residents, thus promoting displacement of existing low income residents and gentrification in Downtown Long Beach.** Gentrification has the potential to cause displacement of residents and businesses because of rising rents, mortgages, and property taxes. Displacement has many health implications that contribute to disparities among special populations, including the poor, women, children, the elderly, and members of racial/ethnic minority groups. These special populations are at increased risk for the negative consequences of gentrification. Health effects of gentrification include limited access to or availability of: affordable healthy housing; healthy food choices; transportation choices; quality schools; bicycle and walking paths, exercise facilities, etc.; social networks, and lead to changes to: stress levels; injuries; violence and crime; mental health; and social and environmental justice.⁸⁴
7. Chapter 21.60 of the Long Beach Municipal Code outlines mitigations required to address problems caused by displacement of very low and low-income households displaced due to condominium conversion. The code indicates that these households should receive written notice of the intended displacement, 18 months prior to the intended date of displacement, advisement as to the availability of relocation benefits

including \$3,941.00⁵ (and additional benefits if a member of the household is disabled) in relocation costs.⁸⁵ However, approximately \$4,000.00 in relocation assistance has proven insufficient for families to find suitable, comparable housing, particularly in the same neighborhood. Therefore, in the limited circumstances where this relocation provision would apply, it is unlikely to offset the Project’s significant impacts on displacement of existing residents.

8. **As proposed, the Downtown Plan would not offer the City an opportunity to meet the City’s remaining RHNA allocation for moderate, low, very low and extremely low-income units.** This also indicates an inconsistency between the stated goals of the City’s Housing Element and the proposed Downtown Plan, which, as policy and planning documents, must be consistent, pursuant to state law.

4.4 EXISTING CONDITIONS FOR HOUSING STOCK AND HOUSING QUALITY

4.4.1 Proportion of households living in overcrowded conditions

Overcrowding, as defined by the U.S. Department of Housing and Urban Development (HUD), is having greater than 1 person per habitable room in a household, and severe overcrowding occurs when there are more than 1.5 occupants per habitable room. Overcrowding occurs when housing costs are so high relative to income that families double up to devote income to other basic needs such as food and medical care.⁸⁶ As stated in the 2008-2014 Housing Element of the City of Long Beach General Plan, the cost of housing is directly related to the pervasiveness and severity of housing problems in a community. If housing costs are relatively high in comparison to household income, there will be a correspondingly higher prevalence of overpayment and/or overcrowding.⁸⁷

The population of the City of Long Beach has shifted from smaller households of majority White homeowners to an increasing number of Hispanic and Asian renter households with larger families. **The City’s existing rental housing stock of primarily older, one and two bedroom units are of inadequate size to house this population, contributing to significant unit overcrowding and deterioration.**⁸⁸

According to the 2008-2014 Housing Element of the General Plan, overcrowding remains a “significant” issue for the City of Long Beach.⁸⁹ The Market Study does not calculate the rates of overcrowding in Long Beach, but 2005-2009 Census data show that 15% of renters and 9% of owners were living in overcrowded conditions.⁶

4.4.2 Housing Code Violations

⁵ These amounts are to be increased on a percentage basis as determined by the change in the consumer price index between January 1, 2009, and January 1 of the year in which the application for demolition, or a condominium conversion final tract map, is filed with the city.

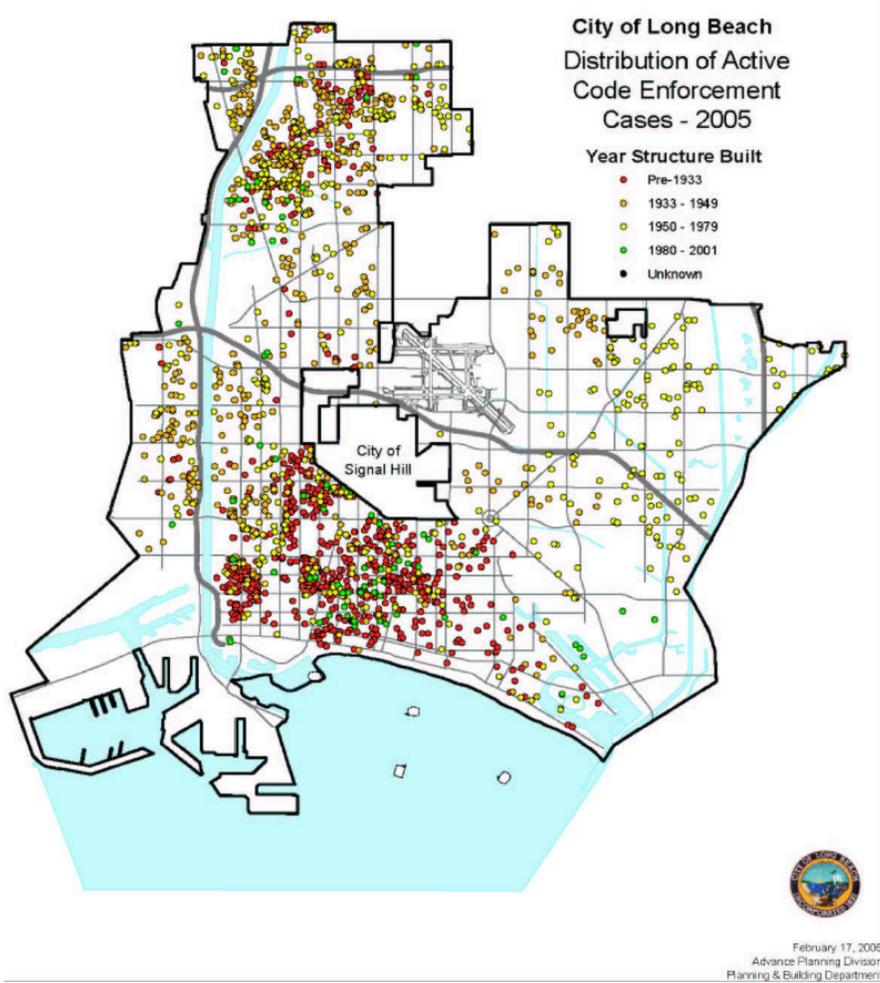
⁶ It is important to note that estimates of overcrowding, as with other measures in the census, are often considered to be underreported, thus indicating that the “ground truth” of the current conditions may actually be more severe than what this data indicates.

Housing Code Violations are a good indicator for the quality and state of the housing stock in a City. The California Department of Finance documented a total of 174,547 housing units in Long Beach in 2007, and as of February 2005, the City had approximately 2,200 active code enforcement cases on file.^{90 91}

- Over 60% of these violations were for property maintenance issues such as deteriorated paint or roof covering, broken windows, overgrown vegetation, or other maintenance issues not directly related to the structural condition of the unit.
- Another 20% were for unpermitted construction (such as an illegal storage shed).
- 213 cases, or 10%, were for substandard conditions, a citation related to one or more structural deficiencies relatively limited in scope.
- 201 code enforcement cases (9%) were for substandard buildings, the most severe citation used for extensive structural deficiencies and necessitating building demolition if the infractions are not promptly remedied.

Each of these categories is associated with older housing stock. It is clear from Figure 7 below that a heavy concentration of these violations were for buildings located in Downtown Long Beach, indicating that the quality of the housing stock there is dilapidated, which is likely one of the reasons that it is of lower cost than other housing stock to rent. As noted above, housing quality is associated with numerous adverse health outcomes.

Figure 7: City of Long Beach Distribution of Active Code Enforcement Cases



The Market Study states that almost one quarter of Downtown Long Beach’s housing units were built before 1940, another 14% were built in the 1960s and 15% were built in the latest housing boom from 2000 to 2008.

Table 7: Age of Housing Stock ⁹²

Year Structure Built	Renter Occupied Housing	Percent Renter	Owner Occupied Housing	Percent Owner	Total Percent
1990-2000	4,201	4%	2,536	4%	4%
1980-1989	10,440	11%	4,127	6%	9%
1970-1979	15,772	17%	5,776	9%	13%
1960-1969	18,434	19%	6,956	10%	16%
1950-1959	17,794	19%	20,094	30%	23%
1940-1949	12,879	13%	15,010	22%	17%
1939 or earlier	16,666	17%	12,472	19%	18%
Total	96,136	100%	66,971	100%	100%

Source: U.S. Census 2000.

4.5 IMPACTS OF THE DOWNTOWN PLAN ON HOUSING STOCK AND HOUSING QUALITY

1. Downtown Long Beach is one of the areas of the City that has the highest prevalence of overcrowding. **Without a plan for the creation of new, quality affordable housing units to meet existing and future housing needs, displacement and overcrowding of the current affordable housing stock is anticipated as a result of the proposed Downtown Plan.** Overcrowding can lead to the spread of infectious disease, increased mortality rates, poor child development and school performance, noise, and fires. The D-EIR must be revised to include mitigation measures to address these significant and unmitigated impacts on population and housing.
2. The City's existing rental units in Downtown Long Beach are more likely to be older housing stock, which is what makes them affordable. Given this trend, and that rental housing tends to suffer more wear and tear than does owner housing, **increases in overcrowding in Downtown Long Beach will expose a higher proportion of low-income residents to poor quality housing and its known associated health impacts**, including safety concerns from structural deficiencies, asthma exacerbation due to increased concentration of indoor allergens and mold found in substandard housing, exposure to lead based paint, and other impacts.
3. The advanced age of much of the housing stock in Downtown Long Beach indicates the significant need for continued code enforcement, property maintenance and housing rehabilitation programs to stem housing deterioration as well as the creation of new, quality affordable units.⁹³ Typically, housing over 30 years in age is likely to have rehabilitation needs that may include new plumbing, roof repairs, foundation work and other repairs.⁹⁴ Three-quarters of the housing stock in Long Beach is greater than 30 years in age and in deteriorated conditions, particularly in Downtown and Central Long Beach, where there were 2,200 active code enforcement violations on file in 2005. **The Downtown Plan does not propose measures to protect and improve the quality of existing housing stock or create new, quality affordable units for the estimated 24,000 (or more) low-income residents living in Downtown Long Beach.** Given that Downtown is an area with high levels of household overcrowding and a predominance of low and moderate-income households, if new, quality affordable units are not created, these vulnerable populations would be disproportionately affected by the adverse impacts of living in deteriorating rental housing, from overcrowding or from the impacts of being displaced to other parts of the City.^{95 96}

4.6 PROPOSED COMMUNITY BENEFITS RELATED TO HOUSING

Preservation of the existing stock of affordable housing and preparing to construct new affordable housing units to meet the current and future needs of Long Beach residents is crucial to the health and well being of all people in the City of Long Beach. The Downtown Plan offers the opportunity to establish additional protections for affordable housing, and plans for the construction of enough affordable housing units to help meet the City's required RHNA allocations. The 2011 David Rosen & Associates *Long Beach Downtown Plan Community Benefits Analysis* (hereafter "DRA study") proposes the following community benefits, which would mitigate the Downtown Plan's significant and unmitigated environmental impacts on housing:

Inclusionary Housing for Rental Units

- A. Designate 10% of the Downtown Plan's 2,500 apartment units as affordable to very low-income (VLI) households (those at or below 50% of area median income). *If adopted, this would result in 250 VLI apartments.* (This assumes 50% of Downtown Plan residential units will be apartments.)

OR

- B. Establish an In-Lieu Fee of \$19.83 per net square feet of building area for the proposed 2,500 apartment units. *If adopted this would raise up to \$52,043,944, enough to produce 250 VLI apartments.*

Inclusionary Housing for Ownership Units

- C. Designate 15% of the Downtown Plan's condominium units as affordable to moderate-income (MI) households (those at or below 90% of area median income). *If adopted this would result in 375 MI condominiums.* (This assumes that 50% of Downtown Plan residential units will be condominiums.)

OR

- D. Establish an In-Lieu Fee of \$10.34 per net square feet of building area for the proposed 2,500 condominium units. *If adopted this would raise up to \$28,962,095, enough to produce 375 MI condominiums, or 139 VLI apartments.*

Commercial Linkage Fees

- E. Establish a \$10.00 per square foot linkage fee for the Downtown Plan's proposed 1,500,000 square feet of office space, 384,000 square feet of retail space, 96,000 square feet of restaurant space, and 800 Hotel Rooms. *This would raise \$25,400,000 in Linkage Fees, and provide the ability to produce 122 VLI apartments.*

If adopted in full, the proposed community benefits would result in the addition of 511 VLI apartments and 375 MI condominiums.⁷

⁷ 1,166 VLI apartments (affordable units produced from in-lieu fees), and 364 VLI apartments (affordable units produced from linkage fees), would equal a total of 1,530 VLI apartments.

Table 8: Affordable Housing Production Projections, Long Beach Downtown Plan

Affordable Housing Production Projections Long Beach Downtown Plan							
Land Use	Proposed Max. New Development Under Plan (1)	Recommended Community Benefit	On-Site Affordable Units Produced	In-Lieu Fee Per SF Bldg	In Lieu Fees Raised (2)	Affordable Units Produced From In Lieu Fees (3)	Affordable Units Produced From Linkage Fees Raised
Apartment Units	2,500	10% VLI Apts.	250 VLI Apts.	\$19.83	\$52,043,944	250 VLI Apts.	
Condominium Units	2,500	15% MI Condos	375 MI Condos	\$10.34	\$28,962,095	375 MI Condos or 139 VLI Apts.	
Office Square Feet	1,500,000	\$10.00/SF					\$15,000,000 72 VLI Apts.
Retail Square Feet	384,000	\$10.00/SF					\$3,840,000 18 VLI Apts.
Restaurant Sq. Ft.	96,000	\$10.00/SF					\$960,000 5 VLI Apts.
Hotel Rooms (4)	800	\$10.00/SF					\$5,600,000 27 VLI Apts.
Total			625 VLI/MI Units		\$81,006,039	625 VLI/MI Units or 389 VLI Apts.	\$25,400,000 122 VLI Apts.

Notes: VLI = Very low income (affordable to households at or below 50% of area median income).
MI = Moderate income (affordable to households between 80% and 120% of area median income, calculated at 100% area median income).
SF = Net square feet of building area

- (1) Assumes 50% of total projected residential production of 5,000 units are apartments and 50% are condominiums.
- (2) Assumes average unit size of 1,050 SF for apartments and 1,120 SF for condominiums.
- (3) Units produced from in lieu and linkage fees based on the following per unit affordability gaps:

	Affordability Gap
Very low income apartment:	\$208,176
Moderate income condominium:	\$77,232

In lieu and linkage fees may be leveraged at historical ratios of up to 3:1 through use of tax credits and other financing sources.
- (4) Assumes average hotel room size of 800 SF.

Source: David Rosen & Associates Long Beach Downtown Plan Community Benefits Analysis, 2011

The additional affordable units provided by the proposed community benefits would help to:

- Lessen the City’s existing need for affordable housing, and move towards attainment of the *remaining* RHNA of 5,206 lower-income units.
- Maintain affordable housing units in Downtown Long Beach. This will prevent the cost of housing from being driven up in Downtown, where the need for affordable housing is high, and help to prevent gentrification.
- Avoid displacement of the estimated over 24,000 (or more) low-income residents at great risk of displacement.
- Alleviate potential increases in overcrowding resulting from the lack of affordable housing planned in the current Downtown Plan. Reducing overcrowding will lead to decreases in poor health outcomes associated with overcrowding, and protect the quality of existing affordable housing, which deteriorates much more quickly as a result of overcrowding.
- Allow for balanced development to support the needs of all Downtown residents and support a diverse and vibrant Downtown.
- Off-set the project’s significant and unmitigated impacts on population and housing, displacement, air quality, green house gas emissions and traffic.

5.0 Employment

5.1 THE RELATIONSHIP BETWEEN EMPLOYMENT AND HEALTH

The nature and stability of employment conditions have a strong impact on our health. In general, those at the top of the job ladder live longer, healthier lives than those in the middle, who in turn fare better than those at the bottom. While much of this advantage is tied to wealth, it is also affected by how much power and autonomy people have at work, their job security, job design, safety of work conditions, and the respect their occupational status commands. The lowest wage job earners are also the least likely to have control over their tasks or schedule, job security, “say” in the workplace, supervisor support and benefits, and are more likely to have hazardous work conditions, debt, worries about their child's safety and future, trouble balancing the demands of work and home, and access to fewer healthy avenues for stress relief.⁹⁷

Wealth, employment and economic mobility are important determinants of good health. Job training and access to good jobs with benefits, decent pay and career ladders help families avoid falling into financial disaster and reduces their risk for premature death and chronic disease.⁹⁸ Numerous studies have shown that income inequality, a measure of the distribution of income, is strongly and independently associated with decreased life expectancy and higher mortality, as well as reduced self-rated health status and higher rates of violence. Nationally, individuals with the lowest average family incomes (\$15,000-\$20,000) are three times more likely to die prematurely as those with among the higher family incomes (greater than \$70,000). It has also been shown that every additional \$12,500 in household income buys one year of life expectancy (up to an income of \$150,000).

For adults, wealth is tied to neighborhood quality, work conditions, food security, access to medical care, and the availability of buffers against stress. Poorer adults are three times as likely to have a chronic disease that limits their activity. For children, the impact of wealth on health is cumulative, and the greater proportion of life a child spends at the upper end of the class spectrum, the more benefits accrue. Children from affluent families are more likely to grow up in a house owned by their parents and to live in a neighborhood with healthy food options, safe places to play, good schools, libraries and other quality public services, all of which help set them on the path to a successful, healthy life. Children from less affluent families lack these advantages and are more likely to experience conditions that limit their health such as injuries, inadequate or delayed health care, physical inactivity, poor nutrition, insecure or substandard housing, and exposure to toxins, high lead levels and violence.⁹⁹

5.2 EXISTING CONDITIONS FOR EMPLOYMENT

5.2.1 *Unemployment by Race/Ethnicity*

As of December 2010 the unemployment rate in California was 12.3%, and 12.7% in Los Angeles County.¹⁰⁰ **The 2005-2010 Consolidated Plan for Long Beach noted that the official unemployment rate for Long Beach residents mirrored State trends in unemployment, however, a larger proportion of Long Beach residents are long-term discouraged workers, who are no longer looking for employment, and these individuals are not counted in official statistics.**¹⁰¹

The Market Study does not address levels of unemployment in Long Beach. According to 2005-2009 Census data, 8% of white, 11% of black or African-American, 11% of Asian, and 8% of Hispanic or Latino residents of Downtown Long Beach in the labor force were unemployed. These figures, compared to unemployment rates for the City of Long Beach, are higher for whites (7% in Long Beach), lower for blacks and African-Americans (14% in Long Beach), higher for Asians (7% in Long Beach) and lower for Hispanics or Latinos (10% in Long Beach).

5.2.2 Jobs paying greater than or equal to the self-sufficiency wage (citywide)

The self-sufficiency standard measures how much income is needed for a family of a certain composition (number of adults and children), living in a particular county to adequately meet minimal basic needs without public or private assistance. Costs taken into account in the self-sufficiency wage calculation include those that families face on a daily basis, such as housing, food, child care, health care, transportation, and other necessary spending.¹⁰²

Unlike the Federal Poverty Line, the self-sufficiency standard demonstrates how much income is needed for a family of a certain composition in a given place to adequately meet its minimal basic needs. In contrast, the federal poverty line is based solely on the cost of food – assuming that food represents one-third of a family's budget - and does not vary by the local cost of living. For families—whether in a higher cost market like Long Beach, CA or a more affordable market—the poverty line remains equivalent in annual household earnings. The self-sufficiency wage, as calculated below, shows the specific income needs related to the conditions in Los Angeles County.

In Long Beach, the self-sufficiency wage for one adult with one preschool-age child is \$21.02 per hour. The combined self-sufficiency wage for two adults, one preschool-age child and an infant is \$30.38 per hour. Even though California's minimum wage (\$8.00) is higher than the federal minimum wage in the US (\$7.25), it is still not high enough to meet the self-sufficiency standard.

Table 9 below illustrates the distribution of median wages for various occupations in comparison to the wages necessary for self-sufficiency in Los Angeles County. As the data shows, many occupations do not pay enough to cover a family's basic expenses. For additional information about how these calculations were made, see Appendix A.

Table 9: Comparison of LA-Long Beach Self-sufficiency Wage to Hourly Median Wages for Selected Occupations, Los Angeles County, 1st Quarter Earnings, 2010

Occupations	Median Hourly Wage
Food Preparation and Serving-Related Occupations	\$9.35
Farming, Fishing, and Forestry Occupations	\$9.58
Personal Care and Service Occupations	\$10.83
Building and Grounds Cleaning and Maintenance Occupations	\$11.48
Production Occupations	\$12.31
Healthcare Support Occupations	\$12.60
Transportation and Material Moving Occupations	\$12.61
Sales and Related Occupations	\$12.81
Office and Administrative Support Occupations	\$15.93
Protective Service Occupations	\$16.88
Installation, Maintenance, and Repair Occupations	\$20.77
Self-sufficiency wage for one adult with a preschooler	\$21.02
Construction and Extraction Occupations	\$21.94
Community and Social Services Occupations	\$22.19
Education, Training, and Library Occupations	\$24.84
Arts, Design, Entertainment, Sports, and Media Occupations	\$26.95
Combined self-sufficiency wage for 2 adults, 1 preschooler, and 1 infant	\$30.38
Life, Physical, and Social Science Occupations	\$30.85
Business and Financial Operations Occupations	\$30.98
Healthcare Practitioners and Technical Occupations	\$34.39
Computer and Mathematical Occupations	\$37.30
Architecture and Engineering Occupations	\$39.59
Legal Occupations	\$50.87
Management Occupations	\$50.89

5.2.3 Proportion of Long Beach Jobs Filled by Long Beach Residents

In 2008 SCAG estimated that there were approximately 183,685 jobs available in Long Beach.¹⁰³ The Market Study identified approximately 38,325 full- and part-time jobs in Downtown Long Beach in 2006.¹⁰⁴ The Market Study also estimated that **only 24% of Downtown Residents work within Long Beach**—10% work in Downtown and another 6% work in the neighborhoods directly north of Downtown and south of the 405 Freeway. Another 14% work within the City of Los Angeles, and 4% in Torrance. The 2005-2010 Long Beach Consolidated Plan found that **non-residents held 63% of jobs within the City of Long Beach.**¹⁰⁵

In the recent past, the quality of jobs in Long Beach has declined, and the economy has shifted from a manufacturing and trade-based economy to one focused on health services, education, tourism, and professional and businesses services. Although employment appears to have remained relatively stable in the decade leading up to 2005, **declines in manufacturing and increased employment in tourism, retail trade, health care, and**

professional and administrative services has led to a decreasing middle class and increasing rates of poverty, as new jobs pay less on average than jobs that have been lost over this time period.¹⁰⁶

Most Downtown Long Beach residents work in service oriented jobs in industries with low barriers to entry such as industrial sectors, retail, hospital and leisure sectors. These industries account for greater than 30% of the jobs in Downtown Long Beach.¹⁰⁷

5.3 IMPACTS OF THE DOWNTOWN PLAN ON EMPLOYMENT

1. Neither the Downtown Plan or the D-EIR address impacts of the Plan's proposed activities to employment other than to state that "[a]t full buildout...the number of jobs supported by the Project would be approximately 5,200."¹⁰⁸ However, the Downtown Plan proposes to develop approximately: 5,000 new residential units; 1.5 million square feet of new office, civic, cultural, and similar uses; 384,000 square feet of new retail; 96,000 square feet of restaurants; and 800 new hotel rooms, and therefore a significant number of new construction, retail, food service, leisure sector, office, and various other jobs can be anticipated in Downtown Long Beach. Considering that non-residents currently hold the majority of jobs in Long Beach, that less than one-quarter of Downtown Long Beach residents work in the Downtown area, and that there are a large number of people unemployed (including those too discouraged to even look for work), **without policies to encourage local hiring, Long Beach residents will not benefit from the estimated 5,200 new employment opportunities resulting from the proposed Downtown Plan, and the Downtown Plan will not alleviate local unemployment rates.** Importantly, it is unclear if 5,200 jobs represents an accurate accounting of the number of jobs that will be created by the Downtown Plan, as the D-EIR does not indicate whether this figure (5,200) represents the number of construction (temporary) jobs, the number of retail/commercial (permanent) jobs or a combination of both. The D-EIR should include an accounting of the number of temporary and permanent jobs that will be created by the project.
2. Opportunities for employment at a variety of wage levels can be anticipated as a result of the proposed Downtown Plan. Some new jobs will be service oriented in industries with low barriers to entry (such as retail, food service and leisure sectors), similar to the industries that currently account for greater than 30% of the jobs in Downtown Long Beach. These jobs are lower paying on average than occupations that require higher levels of education and training, and likely pay below the self-sufficiency wage. **If local residents are employed in jobs that pay below the self-sufficiency wage, it is crucial that quality, affordable housing is also available to these residents. Without access to affordable housing, local residents who could potentially be employed by new job opportunities resulting from the Downtown Plan could be displaced, be forced to live in overcrowded conditions, and face other negative health outcomes associated with low-wage employment and housing overpayment** [see section on **Housing** in Section 3.0]. By spending an affordable amount on housing, workers in lower wage-earning jobs would be more likely to afford their basic needs, such as food, transportation and medical care.
3. As the Downtown Plan is currently proposed, without the creation of new, quality affordable housing for the existing residents in Downtown Long Beach, **it is likely that**

workers in newly created lower paying jobs, such as those in the service industries, may not be able to afford to live in Long Beach, and would have to commute greater distances to work in Downtown Long Beach. Transportation expenses pose an additional cost burden, particularly for residents already earning lower incomes. Additionally, residents who may work in Long Beach but live outside of the City may likely spend their incomes in areas outside of Long Beach, thus not contribute as much to the City's local economy. Inclusion of local hiring community benefits will help off-set the project's significant and unmitigated impacts on population and housing, air quality, greenhouse gas emissions and traffic.

- 4. The Downtown Plan does not outline any specific opportunities for local residents to gain experience and job training as a result of new employment resulting from the Plan's proposed developments.** A number of construction and other types of jobs that offer opportunities for training and building job experience will be created as a result of the Downtown Plan. These opportunities, if offered to Downtown residents, could help to increase the number of residents who are able to earn wages on par with the self sufficiency wage, and potentially decrease the concentration of poverty in Downtown Long Beach and increase wage earning capacity of Long Beach residents, which would help mitigate the proposed impacts on displacement and overcrowding.

5.4 PROPOSED COMMUNITY BENEFITS RELATED TO EMPLOYMENT

In order to address displacement, overcrowding and poverty rates, the City of Long Beach should focus on economic development activities to expand employment opportunities for *all* residents, including Downtown Long Beach's most vulnerable. Given the high concentration of poverty in Downtown Long Beach, and the potential for employment and job training opportunities resulting from the Downtown Plan activities, the City of Long Beach has an opportunity to utilize the Downtown Plan as a way to address some of the most important conditions that determine health outcomes for Downtown Long Beach residents.

The DRA study proposes the following local hiring community benefits for employment opportunities within the Downtown Plan area:

5.4.1 Local Hiring Language for Permanent Jobs Associated with the Downtown Plan

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The City of Long Beach recognizes that Local Hiring Requirements for permanent jobs (i.e., non-construction jobs such as retail, food service and clerical jobs) in the Downtown Community Plan Area are important to advancing the City's propriety interests and the interests of its residents. As such, all Covered Employers within the Downtown Community Plan Area that receive City Assistance will operate under Local Hiring Agreements with the City that contain targeted hiring provisions ensuring that at least 30% of all Covered Work Hours are performed by Long Beach residents and at least 10% of all Covered Work Hours are performed by Disadvantaged Long Beach

residents.⁸ Disadvantaged residents are defined as those whose household income falls below 50% of the area median income.

For the purposes of the provisions set forth above, “Covered Employers” is defined as all employers within the Downtown Community Plan Area who are Beneficiaries or who have entered into a lease or contract with a Beneficiary for the performance of work within the Downtown Community Plan Area. “Beneficiary” is defined as an entity located or locating within the Downtown Community Plan Area and receiving financial assistance from the City or entering into a contract with the City for the performance of work within the Downtown Community Plan Area.

For the purposes of the provisions set forth above, “Financial Assistance” is defined as any loan, grant, subsidy or similar participation in the cost of development of a project within the Downtown Community Plan Area provided by the City, irrespective of source, valued at \$50,000 or more.

For the purposes of the provisions set forth above, “Covered Work Hours” are defined as hours worked by individuals in positions performed predominantly on-site within the Downtown Community Plan Area other than executive, managerial or licensed professional positions.

The City will utilize a Master Local Hiring Agreement that will be utilized for all Covered Employers, to allow for proper monitoring and enforcement of the local hiring provisions set forth above.

5.4.2 Project Labor Agreement Local Hiring Language for the Downtown Plan ¹¹⁰

The City of Long Beach recognizes that Project Labor Agreements are important to advancing the City’s proprietary and policy interests, including the ability to ensure on-time, on-budget completion of projects, target construction job opportunities to Long Beach residents and low-income communities, prompt generation of tax flow and other income to the City, and boost the local economy by generating local construction jobs and job training. As such, all new developments within the Downtown Community Plan Area that are undertaken by the City with a contract value of \$500,000 or more, receive City Investment of more than \$1,000,000, or are located on public land and developed under lease from the City, will operate under Project Labor Agreements that contain targeted hiring provisions ensuring that at least 30% of all construction work hours are performed by Long Beach residents residing in High Unemployment Areas and at least 10% of all construction work hours are performed by Disadvantaged Long Beach residents. Disadvantaged residents are defined as those whose household income falls below 50% of the area median area income. Such Project Labor Agreements should also set goals to provide at least 15% of entries into apprenticeship programs and 30% of total apprentice work hours on a project are performed by Disadvantaged Long Beach residents. Finally, such Project Labor Agreements should ensure that contractors request in writing and unions refer targeted workers prior to referral of any other individuals into journeyperson or apprentice positions on the project in question.

⁸ Hours worked by out-of-state residents are not included in this calculation.

The City of Long Beach recognizes that construction projects can create opportunities for small, local businesses and therefore promote the economic development of our community. As such, all new developments within the Downtown Community Plan Area that are undertaken by the City, receive City Investment, or are located on public land, will ensure that at least 10% of all construction work, as measured by the dollar value of contracts related to the project in question, be contracted with a Section 3 or city certified local Small Business Enterprise (LSBE).

For purposes of the provisions set forth above, “City Investment” means financial assistance provided by the City to a developer that is expressly articulated or identified in writing by the City and establishes a proprietary interest in the development project in question, and shall include, but not be limited to: grants (requiring repayment where terms not met); rent subsidies or reductions; below-market loans; loan forgiveness; City-approved bond financing (excluding conduit bond financing); a sale or lease of City-assembled land for less than its fair market value; contingent obligations taken on by the City such as any guaranty or pledge of City funds.

For the purposes of the provisions set forth above, “High Unemployment Areas” means Long Beach zip codes containing census tracts in which the unemployment rate exceeds 150% of the L.A. County average.

If these changes occurred, by increasing income, improving job autonomy, and reducing unemployment and poverty, the health and quality of life of residents and their families could be greatly improved. Premature mortality, chronic disease and stress would be reduced, mental health status would be improved, and children would be exposed to fewer conditions that could put their long and short-term health at risk.

6.0 Recommendations

The findings of this Health Impact Assessment demonstrate that the proposed Downtown Plan could have the following health impacts on vulnerable populations living in Downtown Long Beach:

- Increased displacement
- Increased housing overcrowding
- Increased Housing cost burden
- Gentrification
- Increased exposure to poor quality housing
- Increased unemployment
- Decrease in the number of local residents who earn greater than or equal to the self-sufficiency wage
- Decrease in Long Beach jobs filled by Long Beach residents

All of the above conditions have been shown to lead to adverse health outcomes for the populations impacted.

The HIA also found that the proposed community benefits would serve to mitigate or avoid some of the negative health impacts resulting from the proposed Downtown Plan.

In order to ensure that Long Beach residents benefit from the proposed DTP activities, this HIA recommends adoption of the proposed Affordable Housing Community Benefits, as well as the proposed Local Hiring Community Benefits and Project Labor Agreements.

Appendix A

Housing Purchasing Capacity in Long Beach, CA

Downtown Long Beach HH Median Income ¹	Available for Housing (33% of gross income) ²	Annual Homeowners Fee ³	Supportable Mortgage ⁴	Down Payment (10%) ⁵	Taxes ⁶	Annual Housing Cost ⁷	Purchasing Capacity
\$27,438	\$9,055	\$4,200	\$112,188	\$11,219	\$1,283	\$14,538	\$123,407
¹ This is the median household income reported for Downtown Long Beach in the Market Study							
² Multiply median household income by .33 to get the amount a household earning \$27,438 would have available for housing. 33% of annual income represents what can be considered an affordable mortgage.							
³ This value represents a \$350 per month homeowners or condo association fee and is multiplied by 12 to get the yearly cost.							
⁴ This value combines the interest rate for the period, the total number of payment periods (in this case a year or 12 months), and the amount of the payment made each period (in this case \$9,055) to estimate the yearly value of the mortgage. Supportable mortgage = $(0.0058 \times 12) \times \$9,055$							
⁵ To get the down payment multiply the supportable mortgage by .10							
⁶ To get the taxes multiply the supportable mortgage by 0.01144							
⁷ Annual housing costs are the sum of the yearly amount available for housing (\$9,055), the annual homeowners association fee (\$4,200) and the yearly taxes (\$1,283)							

Table 5: Housing wage as percentage of minimum wage - Long Beach, CA, 2011

	2011 Fair Market Rent (FMR) for 2-bedroom ¹	Annual Income Needed to Afford FMR ²	2011 Housing Wage for 2-bedroom FMR ³	2008 CA Minimum Hourly Wage	Housing Wage as % of Minimum Wage (1-worker) ⁴	Housing Wage as % of Minimum Wage (2-worker)
Zip code 90802	\$1,130	\$45,200	\$21.73	\$8.00	272	136
Zip code 90813	\$1,070	\$42,800	\$20.58	\$8.00	257	129
¹ Small Area Fair Market Rent - HUD Demonstration Project for Selected Metropolitan Areas in FY 2011 (http://www.huduser.org/datasets/fmr.html)						
² Annual Income Needed to Afford FMR = Multiply the FMR for a unit of a particular size by 12 to get the yearly rental cost (2BR: $\$1,130 \times 12 = \$13,560$). Then divide by .3 to determine the total income needed to afford \$13,560 per year in rent ($\$13,560 / .3 = \$45,200$)						
³ Housing Wage = Divide income needed to afford the FMR for a particular unit size (2BR:\$45,200) by 52 (weeks per year), and then divide by 40 (hours per work week) ($\$45,000 / 52 / 40 = \21.73)						
⁴ Housing Wage as % of Minimum Wage (1-worker) = Divide the Housing Wage for a particular unit size (2BR: \$21.73) by any locality's minimum wage (\$8.00 in CA), and then multiply by 100 ($\$21.73 / \$8.00 \times 100 = 272\%$) - for two workers, multiple minimum wage by two						

Table 9: Comparison of LA-Long Beach Self-sufficiency Wage to Hourly Median Wages for Selected Occupations, Los Angeles County, 1st Quarter Earnings, 2010*

Occupations	Median Hourly Wage
Food Preparation and Serving-Related Occupations	\$9.35
Farming, Fishing, and Forestry Occupations	\$9.58
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Production Occupations	\$12.31
Healthcare Support Occupations	\$12.60
Transportation and Material Moving Occupations	\$12.61
Sales and Related Occupations	\$12.81
Office and Administrative Support Occupations	\$15.93
Protective Service Occupations	\$16.88
Installation, Maintenance, and Repair Occupations	\$20.77
Self-sufficiency wage for one adult with a preschooler	\$21.02
Construction and Extraction Occupations	\$21.94
Community and Social Services Occupations	\$22.19
Education, Training, and Library Occupations	\$24.84
Arts, Design, Entertainment, Sports, and Media Occupations	\$26.95
Combined self-sufficiency wage for 2 adults, 1 preschooler, and 1 infant	\$30.38
Life, Physical, and Social Science Occupations	\$30.85
Business and Financial Operations Occupations	\$30.98
Healthcare Practitioners and Technical Occupations	\$34.39
Computer and Mathematical Occupations	\$37.30
Architecture and Engineering Occupations	\$39.59
Legal Occupations	\$50.87
Management Occupations	\$50.89

* Data are provided for the LA-Long Beach Metropolitan Division. Available at: <http://www.labormarketinfo.edd.ca.gov/?pageid=152>

These survey data are from the 2009 Occupational Employment Statistics (OES) survey. The wages have all been updated to the first quarter of 2010 by applying the US Department of Labor's Employment Cost Index to the 2009 wages. Occupations are classified using the Standard Occupational Classification (SOC) codes. For details of the methodology, see the Overview of the OES Survey at <http://www.labormarketinfo.edd.ca.gov>.

¹ Downtown Long Beach Market Study. April, 2009. Available at: <http://www.downtownlongbeach.org/uploads/Reports/Final%20Downtown%20Long%20Beach%20Market%20Study%20-%20Compressed.pdf>

² City of Long Beach Downtown Plan. Prepared for City of Long Beach Development Services Department AECOM, Cityworks Design, Iteris, Strategic Economics, and ICF Jones and Stokes. November 2010.

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- ³ Downtown Long Beach Market Study. April, 2009.
- ⁴ City of Long Beach Development Services Department. City of Long Beach Downtown Plan, Program Environmental Impact Report, Public Review Draft. sch No. 2009071006. December 2010. Greenhouse Gas Emissions Section 4.5-22
- ⁵ City of Long Beach Development Services Department. City of Long Beach Downtown Plan, Program Environmental Impact Report, Public Review Draft. sch No. 2009071006. December 2010.
- ⁶ City of Long Beach Development Services Department. City of Long Beach Downtown Plan, Program Environmental Impact Report, Public Review Draft. sch No. 2009071006. December 2010. Table ES-1 Summary of Environmental Impacts, Mitigation Measures, and Residual Impacts
- ⁷ City of Long Beach 2008-2014 Housing Element. Page V-12
- ⁸ City of Long Beach 2008-2014 Housing Element. Page V-15
- ⁹ City of Long Beach 2008-2014 Housing Element. Page V-16
- ¹⁰ City of Long Beach 2008-2014 Housing Element. Page V-16
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