


Appendix P

Park Acquisition Feasibility Report

Date: April 5, 2021

To: Mayor and Members of the City Council

From: Thomas B. Modica, City Manager 

Subject: **Open Space Acquisition Study**

At its February 2, 2021 meeting, the City Council requested the City Manager to study the feasibility of acquiring open space for park development along Los Angeles (LA) River consistent with the Long Beach RiverLink Plan and the Lower LA River Master Plan, and report back within 60 days.

Staff from the City Manager's Office and the Departments of Economic Development, Development Services, Parks, Recreation and Marine, Public Works, and Technology and Innovation prepared the attached Park Acquisition Feasibility Study (Report). The Report provides a preliminary analysis of properties along the LA River and identifies opportunity sites that could be further considered for possible acquisition, as well as information on possible acquisition methods and funding sources that may be available to acquire property for future parks and open space. Additionally, information is provided on long-term considerations for acquisition of open space and possible next steps.

The Report does not reflect all due diligence and land use actions necessary for the acquisition of specific properties for parks and open space. Further steps are necessary to follow applicable laws and City policies and procedures for property acquisition. Future action by the Parks and Recreation Commission, Planning Commission, and the City Council would be required to consider acquisition of property for open space.

If you have any questions, please contact Deputy City Manager Kevin Jackson at (562) 570-5028 or via email at Kevin.Jackson@longbeach.gov.

ATTACHMENT

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CITY OF LONG BEACH PARK ACQUISITION FEASIBILITY REPORT

PREPARED APRIL 2021



Table of Contents



About the Report.....	01
The Case for Parks and Open Space.....	02
History of Park Development in Long Beach.....	03
Long Beach Parks and Open Space.....	08
Introduction to Park Equity.....	09
Previous Park Planning and Acquisition Efforts	12
Park Acquisition Opportunity Sites.....	18
Sites Considered But Not Recommended for Parkland.....	25
Top Recommended Site For New Parkland.....	28
Acquisition Methods and Possible Funding Sources.....	29
Park Development Timeline.....	38
Long Term Considerations for Park Acquisition.....	41
Possible Next Steps.....	43
Appendix.....	44

ABOUT THE REPORT

On February 2, 2021, the Long Beach City Council took action to request the City Manager to study the feasibility of acquiring open space for park development along LA River consistent with the Long Beach RiverLink Plan and the Lower LA River Master Plan and report back within 60 days.

This Report identifies property that may be opportunity sites that could be further considered for possible acquisition, along with information on possible acquisition methods and funding sources that may be available for park acquisition. This Report does not reflect all necessary due diligence, and land use actions necessary for the acquisition of specific properties for parks and open space. Further steps are necessary to follow applicable laws and the City's policies and procedures for property acquisition. Future action by the Parks and Recreation Commission, Planning Commission, and the City Council will be required if property is to be acquired for parkland.

The development of this Report was lead by the Long Beach City Manager's Office and the following Departments contributed to this Report:

- Economic Development
- Development Services
- Parks, Recreation and Marine
- Public Works
- Technology and Innovation

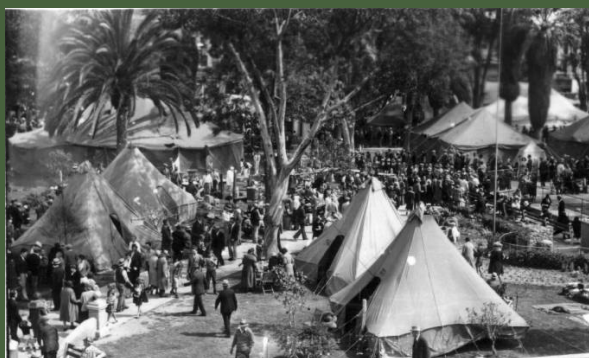
THE CASE FOR PARKS AND OPEN SPACE



Parks and open space are fundamental to the livability of cities and neighborhoods - Frederick Law Olmstead, the father of landscape architecture and designer of many notable urban parks, called open space the “lungs of the city.”

Spending time in parks and green spaces benefits people’s psychological, emotional and overall well-being by reducing stress, improving cognitive functioning, and is associated with improved overall health.

Over the years parks have also served as “secular cathedrals,” places for people to commune with nature in times of great civic and cultural strife, such as during the 1933 earthquake or after 9/11, during protests, or during days of remembrance.



Earthquake Shelters in Bixby Park, 1933

Parks and open spaces have never been so appreciated, or as heavily used as they are as a result of the COVID-19 pandemic. Early in the pandemic, when most other activities were closed, parks and open spaces were deemed 'essential' and remained open. Health experts and epidemiologists even indicated these treasured outdoor public spaces were safe, even beneficial, for people to get outdoors for exercise and mental health as long as people kept a safe distance. Parks and open space have been seen during the COVID-19 pandemic to be critical to survival and recovery. The Centers for Disease Control and Prevention even listed visiting parks and open spaces — particularly those “parks that are close to your home” — as a way to protect yourself and others from COVID-19.

HISTORY OF PARK DEVELOPMENT IN LONG BEACH



Ultimately, parks and open space are beneficial, free resources that yield tremendous social, physical and mental health benefits.

Unfortunately, not everyone in Long Beach has access to a park in their neighborhood as parks and open space are not equitably distributed. There are many reasons for the purpose and location of parks and open space throughout Long Beach's history.



Many of Long Beach's first public parks were not designed with the intention of improving accessibility to open space. Some were built simply to activate donated or municipal lands like Lincoln Park (1880) or Victory Park (1889).

Other lands were intentionally acquired by developers to build public greenspace in wealthy neighborhoods comprised of predominately white, affluent families. Drake Park was a private park until donated to the City in 1904 by Col. Charles Drake. Rose Park was a private park donated to the City by the Alamitos Land Company in 1910.



After 1900, the City expanded rapidly both east along the oceanfront and north toward Los Angeles. During this time, several developers dedicated parks to enhance their housing developments. Bluff Park was dedicated by the Alamitos Land Company in 1919.

Later in Long Beach's history, lower-income households were limited by affordability, and families of color were inevitably restricted by Redlining – Federal Housing policy that restricted home loans based on the racial makeup of a neighborhood. This limited these families to areas of Long Beach that, much like today, held denser patterns of small or multi-family homes without yards or greenspaces and did not include investment in public parkland.

As Long Beach continued to develop, much of the land within the City was developed for uses other than parks, with residential, commercial or industrial land being seen as the highest and best use of property. The competition among parkland and other land use continues today, with parks competing for land that is priced based on more lucrative land uses.

Additionally, other park plans were abandoned due to industrial interests. For example, a progressive Central Park-like plan of 200 acres of open space was developed in 1920 on what is now Willow Springs Park, sections of the 405 Freeway and parts of the Long Beach Airport, but was immediately scrapped a year later in 1921 due to the discovery of oil in this area.

LATE LOCAL NEWS AND CLASSIFIED ADS

THE DAILY TELEGRAM

LONG BEACH, CALIFORNIA, TUESDAY AFTERNOON, JUNE 30, 1920

Mayor Details Park Plans and Favored Financing Method

ANAHEIM ST. BRIDGE WILL BE OPEN THURSDAY; 7TH ST. STRUCTURE TO BE CLOSED

Completion of Steel Portion of Latter Bridge for Use Will Be Rushed

CLEARINGS NEARLY DOUBLE THOSE FOR LAST FISCAL YEAR

Long beach built savings for the last year which were used when the city began clearing the land for the proposed park. The following table sets forth the results of the clearing work done during the last fiscal year and the first five months of the current year.

Item	Last Fiscal Year	First Five Months of Current Year
Acres cleared	1,200	2,400
Cost per acre	\$100	\$120
Total cost	\$120,000	\$288,000

LAKE, SWIMMING POOL, PLAYGROUND AND GOLF COURSE PLANNED FOR THE PROPOSED 120-ACRE PARK; MAYOR HOPES FOR EARLY APPROPRIATION

AUDITOR RETURNS SEERIE'S DEMAND; SAYS DEPT. SALARY BUDGET ALREADY EXHAUSTED

Enclosed "Warning" Letter Sent June 8 to Public Works Head

SECOND WARNING! LOOK OUT, SPEEDERS, FOR YOUR LICENSES

CONVENTION NOTES

VISION OF RICHES DAZZLES CITY

SCRAP PARK PLAN FOR OIL; INCOME OF MILLIONS EXPECTED; 200 ACRES GOOD FOR FORTY WELLS, IT IS SAID

It Requires Only Pencil and Pad of Paper to Prove Long Beach Will Soon Have Great Heap of Glittering Gold

Advised that the city's land near Signal Hill and west of Cherry avenue probably is the richest of the local oil field, Manager Hewes today said economic reasons are likely to force the municipality to scrap its Signal Hill park plan and proceed with oil development on a scale not heretofore contemplated.

ONE DAY OF SUNSHINE RELIEVES DRAB LIVES OF 56 UNFORTUNATES

Women From County Farm Are Entertained by Ebell at Thanksgiving Event

Fifty-six women from the Los Angeles county farm were the honored guests at a sumptuous dinner given by the Ebells of Long Beach, social service department, with Mrs. Carrie M. Rankin as chairman, at the St. Luke's guild room, Wednesday at noon.

SPIELMAN IN WELCH MENT M'CULLAH

Interest was added to the master race this morning became known that John Spielman, a local hardware merchant, seriously considering the retirement of Postmaster V. Desmond. It was also rumormongered that a member of the investment broker, is not accepting the position.

Interviewed by a Telegram representative, Mr. Spielman admitted that he is a candidate would file an application.

"Located in what someday may be the heart of Long Beach, [the City] could have a park second to none in the state," Mayor Lisenby

Daily Telegram, June 30, 1920

"Long Beach cannot afford the luxury of a park where one of the world's greatest oil producing areas may lie," said Manager Hewes

Vision Of Riches Dazzles City

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Daily Telegram, December 1, 1921

Like the rest of the nation, the Long Beach economy slowed during the 1930's Great Depression. The 1933 earthquake and severe storms in 1934 and 1938, resulting in two major floods, also devastated Long Beach. However, Long Beach continued to grow, just much more slowly. The growth of the park system continued, helped by several voter-approved park projects at least partly in an effort by the City to pull itself out of the Depression.



The first was the water bonds that purchased the land for Heartwell, Stearns and Rosie the Riveter Parks and Skylinks Golf Course. The sites had long been locations from which private water companies supplied water to Long Beach area residents from wells.

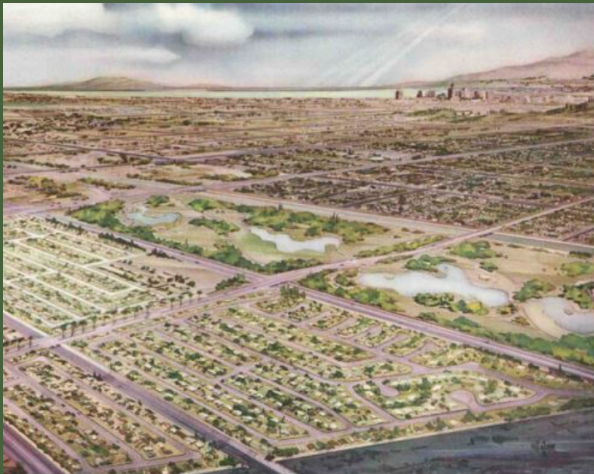
As the city developed and expanded during different eras, varying amounts of open space and parklands were set aside for public purposes, with the result that older parts of the city generally had fewer park and open space resources than newer areas. Post World War II development in east Long Beach brought new subdivisions that included a series of neighborhood parks.

For example, Lloyd Whaley, a developer who sold more than 11,000 homes in Long Beach during the 1940's and 50's, donated land for Whaley Park (13.5 acres), Scherer Park (11 acres), and Los Altos Park (5 acres).



Following World War II it became clear that the housing boom that began during the war was going to continue, and led to the creation of the City's first plan for park development. This document, Plan for Recreation and Group Services in Long Beach, was completed in 1948 and included the concepts of service areas around parks, a classification of parks of different scales, and the need to acquire a site for a large regional park before development made this idea impossible.

With the completion of the City's first park plan, community groups began advocating for the acquisition of a regional park.



Although a ballot measure to approve bonds failed in 1952, citizen pressure convinced the City Council to purchase a 217-acre parcel while another bond act in 1953 allowed for the purchase of the remaining land for El Dorado East Regional Park.

These homes, and the neighborhood parks that served them, were inaccessible to people of color due to the racially restrictive covenants permitted by Redlining. As Long Beach continued to develop through the twentieth century, land uses changed from single-family homes to allow for larger apartments and condominium buildings. Existing parks were no longer sufficient to meet the needs of the influx of new residents, but very little new land was available to serve the new population in a built-out city.

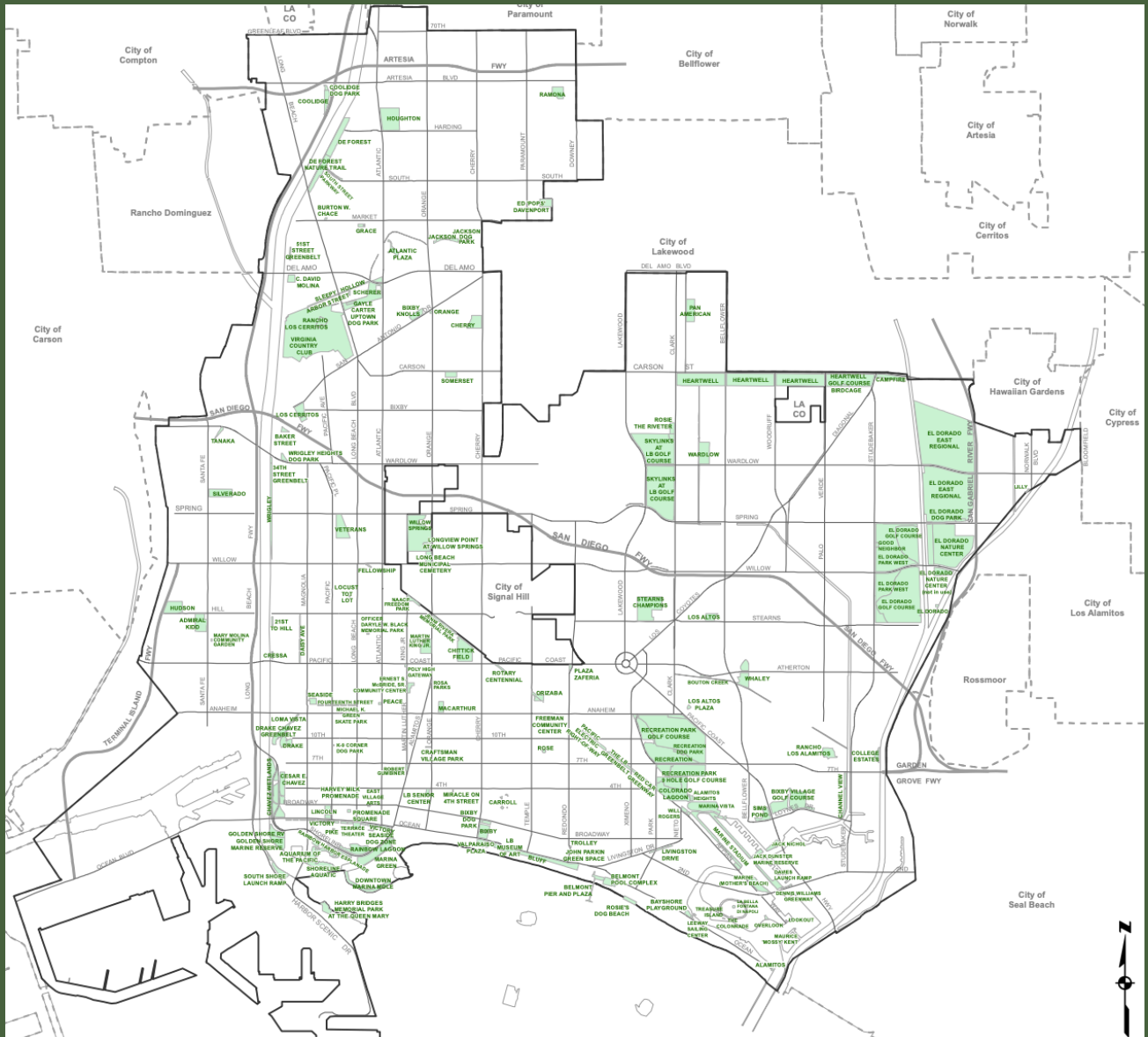
In more recent years, built-out cities like Long Beach that do not have many traditional options for new open space have begun to reclaim public right-of-way for greenbelts, walking loops, and even park space. Long Beach parks including 14th Street Park, Fellowship Park, NAACP Freedom Park, Jenni Rivera Memorial Park, Rotary Centennial Park, Orizaba Park, Long Beach Greenbelt and Red Car Greenbelt were all developed on former railroad right-of-way operated by the Pacific Electric Rail Company.

The award-winning Gumbiner Park also creatively used public street right-of-way through the consolidation of a five-way intersection allowing the closure of one block of roadway which improved safety and pedestrian circulation, eliminating the most dangerous intersection in the city.



Map 1: City of Long Beach Parks & Open Space

This map depicts all parks and open space in Long Beach. This includes both public and private parks and open space properties and both developed and undeveloped park land in Long Beach.



LONG BEACH PARKS AND OPEN SPACE



Long Beach is one of the largest park and open space systems in the U.S. ranking #23 in the 2020 Trust for Public Land ParkScore. As of March 2021, the City of Long Beach has 167 parks and 3,125.2 acres of open space. This open space represents 9.39% of the City's land use.

CITY OF LONG BEACH PARK METRICS

**TOTAL
POPULATION**

470,489



**TOTAL NUMBER OF
CHILDREN (0-18)**

105,390



**POPULATION
DENSITY**

9,410



**PARKLAND
ACRES**

3,125.2

**PERCENT OF
PARKLAND**

9.39%



**PARK ACRES PER
1,000 PEOPLE***

6.64



**PARK ACRES PER
1,000 CHILDREN**

29.65



**POPULATION WITHIN
A 10-MIN WALK****

84%

Long Beach's park system operates within a dense, urban environment, making access to parks and their green infrastructure much more important. At nearly a half-million residents within the 52 square-mile City, there are only seven cities in the U.S. that have larger and denser residential populations than Long Beach (New York City, San Francisco, Boston, Miami, Chicago, Philadelphia and Washington D.C.). Despite this density and zip codes and census tracts that do not provide park access, 84% of Long Beach's population live within a 10-minute walk to a park.

**National Recreation & Parks Association Standard*

***Trust for Public Land 2020 ParkScore*

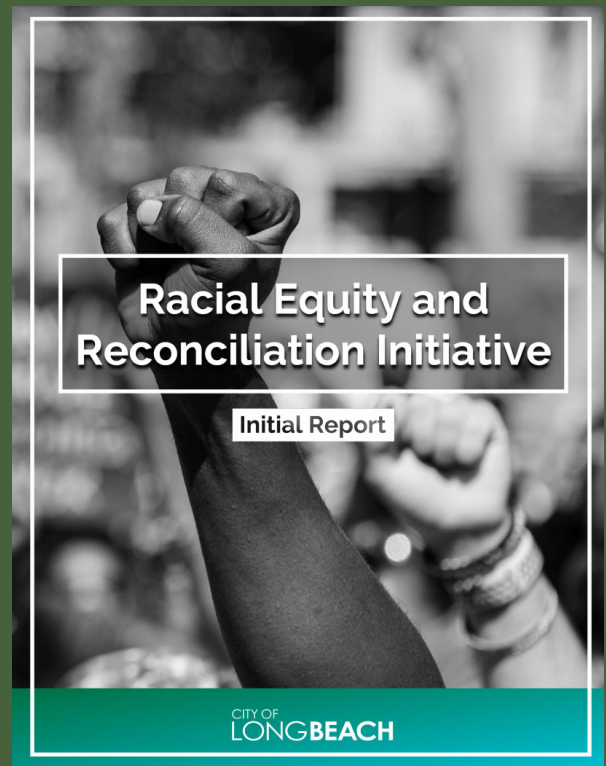
INTRODUCTION TO PARK EQUITY



Health status indicators, like access to parks and open space, vary widely across geography, racial/ethnic groups, gender, income, and age, and where one lives in Long Beach determines their health status and life expectancy. Population densities, household incomes, age distributions, and race/ethnicity also vary sharply in the city's various neighborhoods. In addition, environmental issues such as freeways, pollution, and industrial land uses affect some parts of Long Beach more than others. This variation in urban living conditions would also suggest that certain areas may be in greater need of additional park and open space resources than others to offset or mitigate the City's environmental issues. Parks and open space are critical social determinants of health.

Given that the City's history and systems have not created an equitable distribution of open space throughout Long Beach, this has raised important questions of park equity. Park equity is the idea that all people – regardless of who they are or where they live – have the right to clean, welcoming, well-maintained and accessible green spaces.

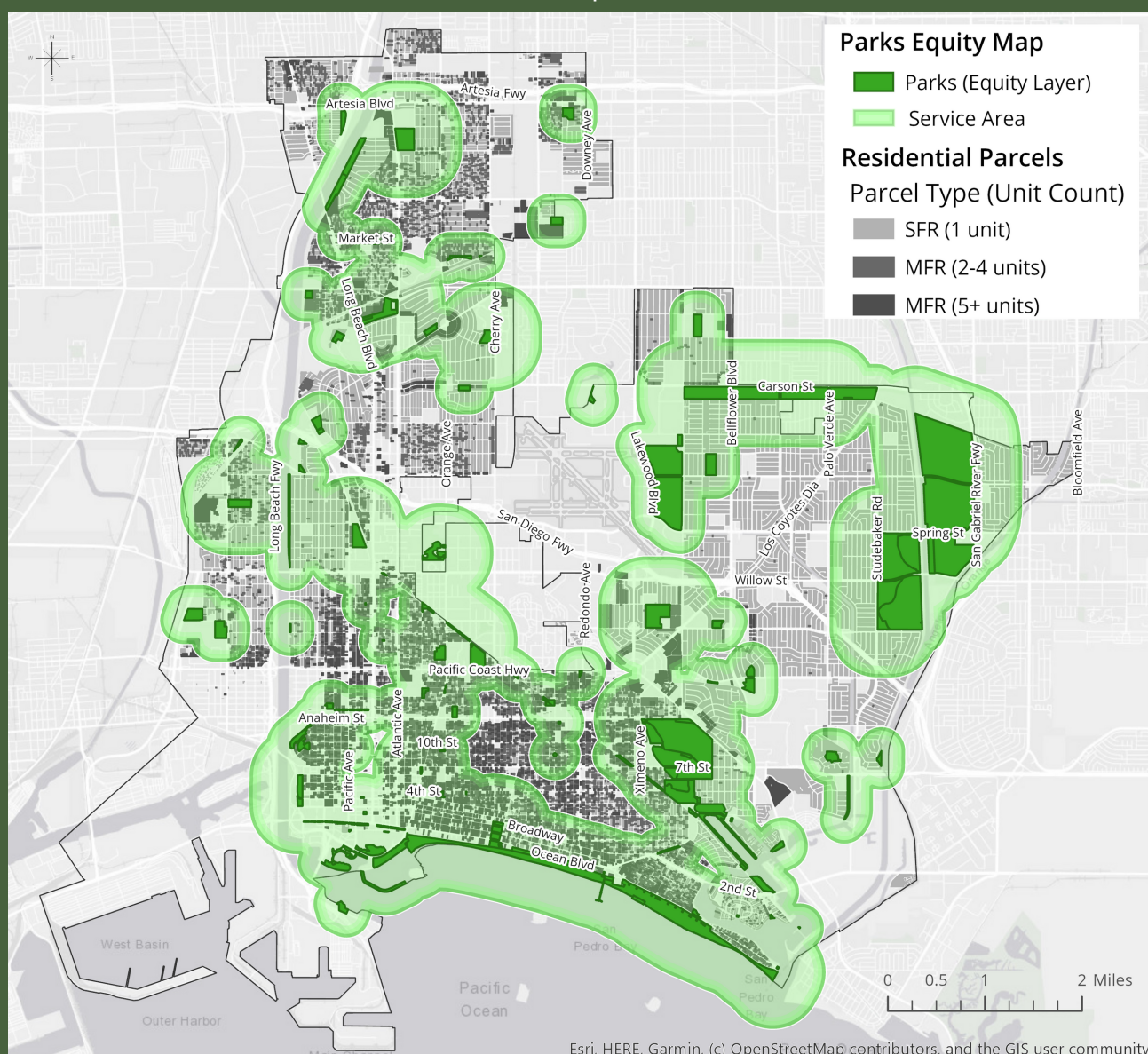
The City's Racial Equity and Reconciliation Initiative also references park equity, recognizing the impact of open space on health for those who need it most, to "Increase access to park space and recreation programming to foster physical activity, community connections, and safe places for children and families to play."



Map 2: Parks Equity Map

Park equity can be determined by using several industry-standard metrics, including acres of parks per 1,000 residents and residents within a 10-minute walk to a park. The City's Open Space and Recreation Element approved in October 2002 established a goal of having an average of eight (8.0) acres of recreational open space per 1,000 residents.

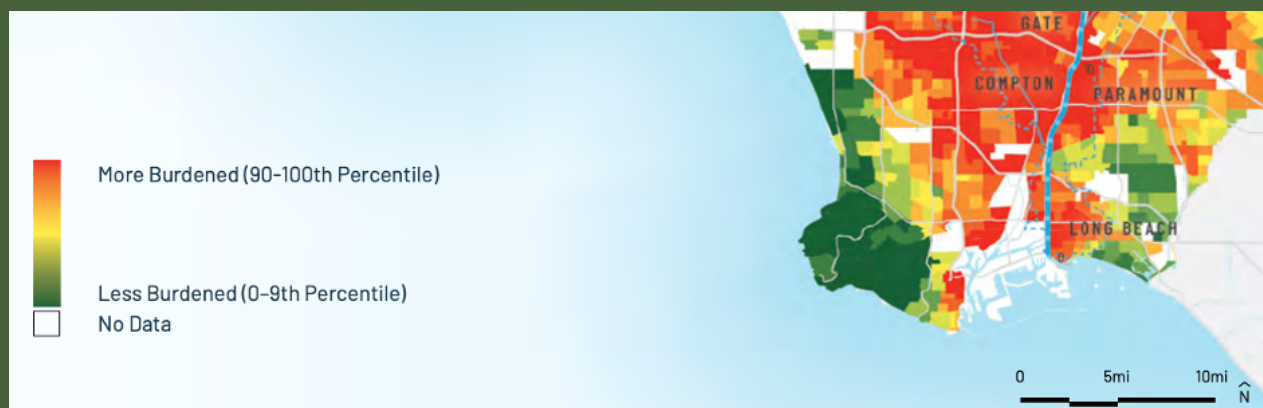
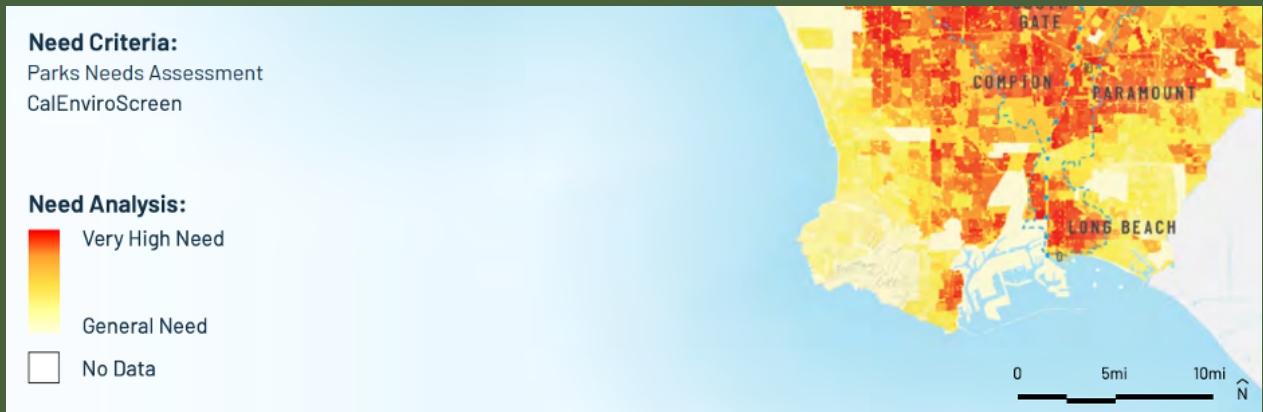
This map depicts all publicly-accessible developed parks and their service area, which represents a 10-minute walk radius, overlaid on housing density. This map removes all private parks and open space, inaccessible or undeveloped parks and open space, as these can skew the data shown in the map.



Other tools for assessing Park Equity include:

- California Communities Environmental Health Screening Tool ([CalEnviroScreen](#))
- California State Parks Comprehensive Outdoor Recreation Plan ([SCORP](#))
- [Complete Park Indicators](#)

The 2016 Los Angeles County Needs Assessment also identified areas of park need across the County, including Long Beach, using multiple factors such as demographics, economic income, education, health impacts. The Needs Assessment identified multiple areas in Long Beach that have a high/very high need of park and open space .



These findings are of particular relevance as the City of Long Beach decides how to allocate funds from the recent passage of Measure A, the City's Park Impact Fees, future federal infrastructure funding, and how projects are prioritized for grant funding from a variety of federal, state, and county tax measures and bond measures (see Acquisition Methods and Possible Funding Sources Section).

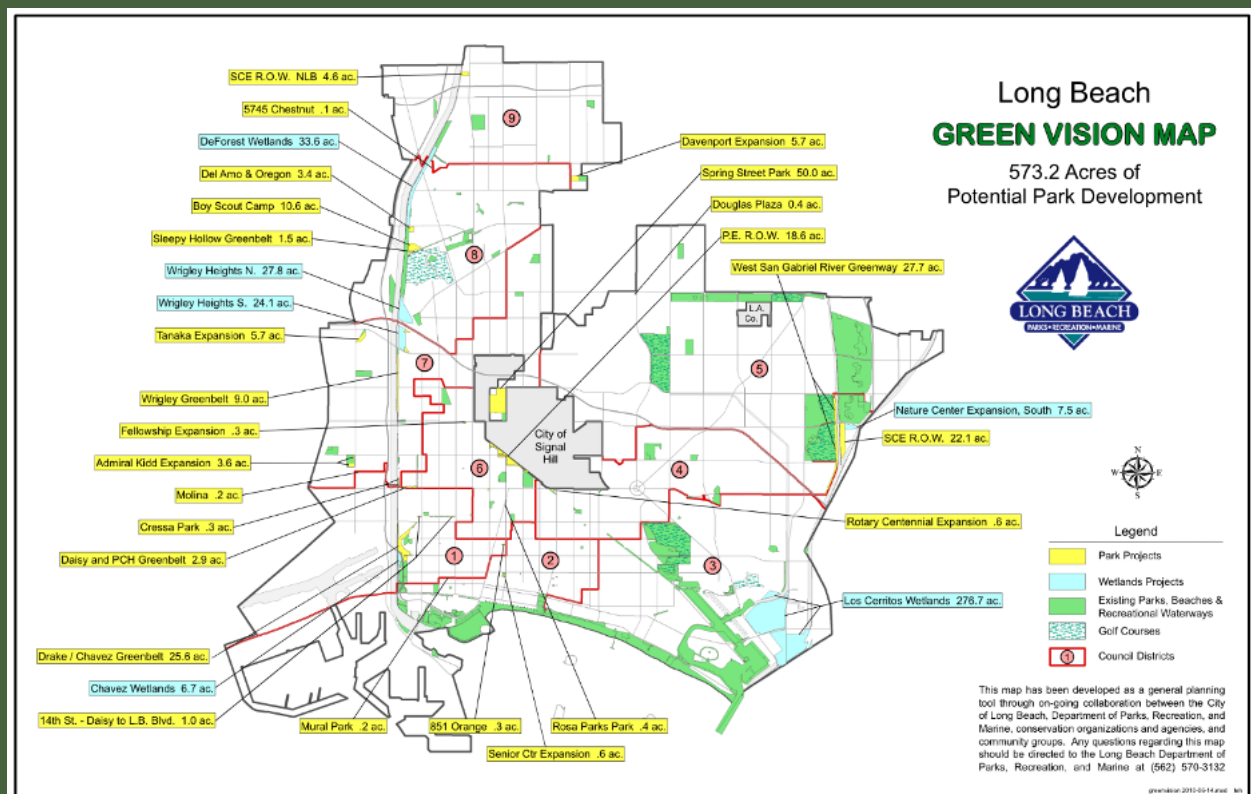
In addition, the findings indicate that creative strategies for providing open space – such as utilizing public right-of-way like alleys and streets, pursuing underutilized school sites through joint use agreements, public or utility-owned property, and unnecessarily wide streets – will be required to address the City's inequities in providing access to open space in park-poor areas of the City.

PREVIOUS PARK PLANNING AND ACQUISITION EFFORTS



To address issues of park equity, the City prepared a 'Green Vision' map in 2010 that outlined 573.2 acre of potential park development. While never formally adopted, this map created the framework for exploration and drove momentum for park acquisition and development over the past decade, including securing funding from the City's Community Development Block Grant (CDBG), the former-Redevelopment Agency, investment of Park Impact Fees, and securing millions of dollars in federal, state and county grant funding.

Map 3: Green Vision Map



Over the last ten years, the City has received grant funding to invest in park planning efforts to creatively identify open space opportunities, particularly in neighborhoods with communities of color that lack open space along the LA River/I710 Freeway and the 91 Freeway corridors.

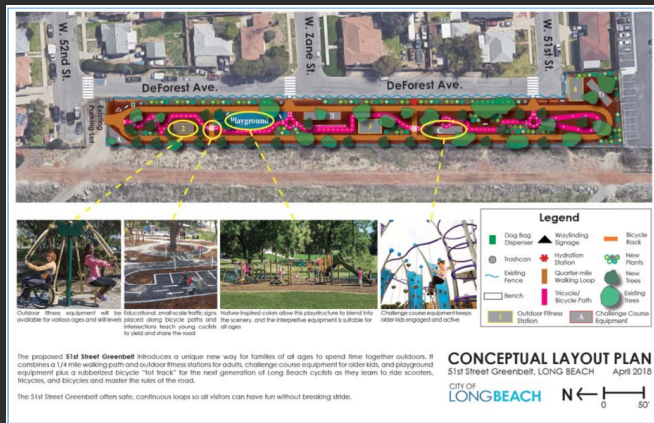
Plan Name	Prepared/Adopted	Acres	Council District
51st Street Greenbelt	2018	1 acre	8
DeForest Park Vision Plan	2020	15.99 acres	9
Drake Chavez Vision Plan	2019	5.05 acres	1
Green Terminal Island Freeway Transition Plan	2015	29.5 acres	1/7
Hamilton Loop Vision Plan	2020	12 acres	9
LA River Master Plan (LA County)	2021 (Pending)	51 acres	1,7,8,9
LBMUST (Includes Wetlands)	2018	4 acres	1,7,8,9
Uptown Open Space Vision Plan	2017	12 acres	9

Of the 573.2 acre of potential park development, 204.56 acres were acquired and/or developed for parks and open space by the City. These efforts include the following properties (in alphabetical order):

Location	Park	Acres	Status	Acquire/Develop
14th Street - Daisy/LB Blvd	14th Street Park	1.0 acre	Acquired in 1950 LB Blvd Site in Design	1.0 acres
851 Orange Ave.	Craftsman Park	.3 acres	Opened 2013	.3 acres
5745 Chestnut	-----	.1 acre	Undeveloped	.1 acres
Admiral Kidd Expansion	Admiral Kidd Park	3.6 acres	Opened 2010	3.6 acres
Boy Scout Camp	-----	10.6 acres	Private Property	---
Cesar Chavez Wetlands	Cesar Chavez Park	6.7 acres	Undeveloped	6.7 acres
Cressa Park	Cressa Park	.3 acres	Undeveloped	.3 acres
Daisy and PCH Greenbelt		2.9 acres	Undeveloped	---
Davenport Park Expansion	Davenport Park	5.6 acres	In Design	5.6 acres
DeForest Wetlands	DeForest Wetlands	33.6 acres	Opened 2018	33.6 acres
Del Amo and Oregon	C. David Molina Park	3.4 acres	Opened 2018	3.4 acres
Douglas Plaza	Douglas Plaza	.4 acres	Opened 2012	.4 acres
Drake Chavez Greenbelt	Drake Chavez Greenbelt	25.6 acres	Opened 2018	25.6 acres
Fellowship Expansion	Fellowship Park	.3 acres	Opened 2004	.3 acres
Los Cerritos Wetlands	Los Cerritos Wetlands	276.7 acres	38.76 acres acquired	38.76 acres
Molina	Mary Molina Garden	.2 acres	Opened 2011	.2 acres
Mural Park	Harvey Milk Park	.2 acres	Opened 2004	.27 acres
Nature Center Expansion	-----	7.5 acres	Feasibility Study	7.5 acres
PE R.O.W.	NAACP Freedom Park Jenni Rivera Park	18.6 acres	Opened 2012 Opened 2015	18.6 acres
Rosa Parks Park	Rosa Parks Park	.4 acres	Opened 2011	.4 acres
Rotary Park Expansion	Rotary Park Expansion	.6 acres	Opened 2005	.6 acres
SCE R.O.W.	-----	22.1 acres	Utility Property	---
SCE R.O.W NLB	-----	4.6 acres	Bridge Housing	---
Senior Center Expansion	4th Street Center	.6 acres	Private Property	---
Sleepy Hollow Greenbelt	-----	1.5 acres	Railroad Property	---
Spring Street Park	Longview Point Willow Springs Wetlands	50 acres	Opened 2013 (3 acres) Opened 2018 (12 acres)	15 acres
Tanaka Expansion	Tanaka Park	5.7 acres	Opened 2004 Acquired 2019	5.7 acres
San Gabriel River Greenway	-----	27.7 acres	Acquired 2008	27.7 acres
Wrigley Greenbelt	Wrigley Greenbelt	9.0 acres	Under Construction	9.0 acres
Wrigley Heights South	-----	24.1 acres	Private Property	---
Wrigley Heights North	-----	27.8 acres	Private Property	---
TOTAL NEW ACQUIRED/DEVELOPED PARKLAND		573.2 acres		204.56 acres

In addition, 17.39 acres of new parkland were acquired and/or developed over the past decade that were not identified on the 2010 Green Vision Map.

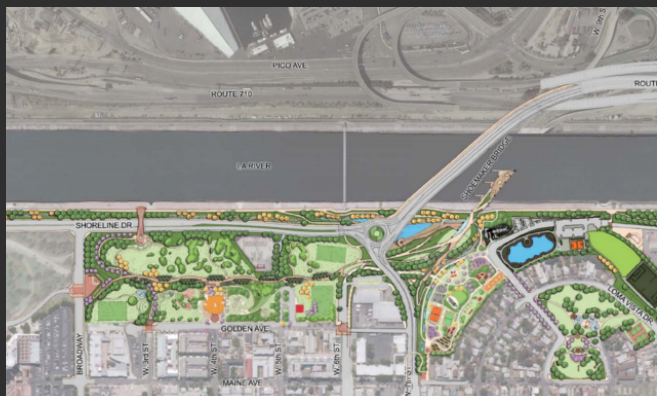
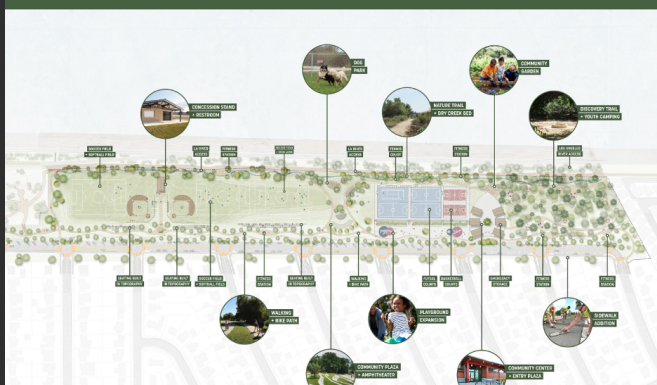
Location	Park	Acres	Acquired/Opened
195 Seaside Way	Pike Park	.18 acres	Opened 2020
450 E. Seaside Way	Seaside Dog Zone	.17 acres	Opened 2015
643 Baker Street	Baker Street Park	1.45 acres	Opened 2013
998 E. Pacific Coast Highway	Poly High Gateway West	.25 acres	Opened 2012
1550 MLK Jr. Avenue	McBride Park Expansion	.16 acres	Opened 2011
1790 Atlantic Avenue	Poly High Gateway East	.07 acres	Opened 2011
2331 Locust Avenue	Locust Tot Lot	.09 acres	Opened 2016
3401 Golden Avenue	Wrigley Heights Dog Park	2.03 acres	Opened 2011
3865 McGowan	Jansen Green	2.16 acres	Opened 2019
7th Street/MLK Jr Blvd/Alamitos	Robert Gumbiner Park	.83 acres	Opened 2017
PE R.O.W. (Termino/7th Street)	Long Beach Greenbelt	2.68 acres	Opened 2016
PE R.O.W (Ximeno/4th/Park)	Long Beach Greenbelt	3.67 acres	Opened 2018
Orizaba Park Expansion	Orizaba Park	1.23 acres	Opened 2012
Seaside Park Expansion	Seaside Park	2.42 acres	Opened 2011
TOTAL NEW ACQUIRED/DEVELOPED PARKLAND		17.39 acres	



51st Street Greenbelt Concept Plan 2017

DeForest Park Vision Plan 10/20/2020

DEFOREST PARK VISION PLAN VISION PLAN CONCEPT



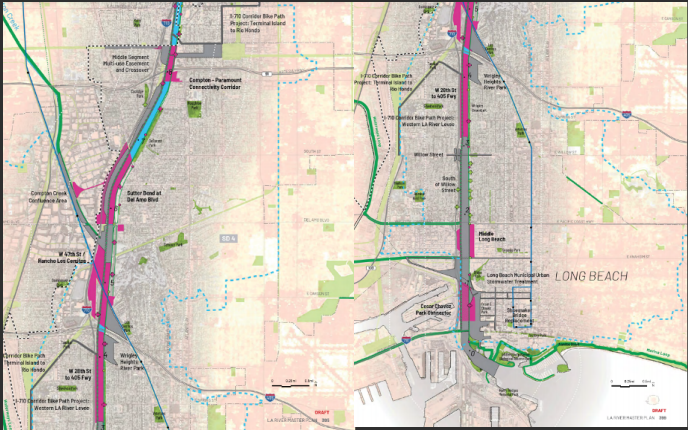
Drake Chavez Vision Plan 7/16/2019

Green Terminal Island Freeway Transition Plan 2015



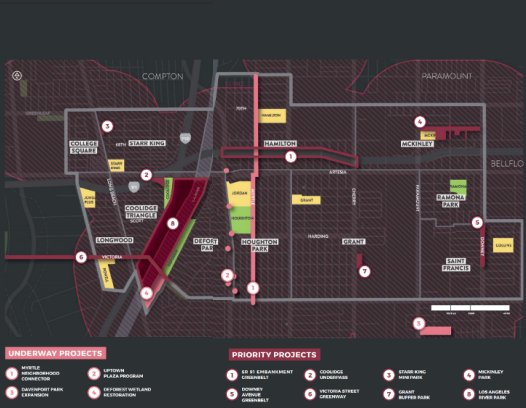


***Los Angeles River
Master Plan
Draft 2021***



***LB Municipal
Urban Stormwater
Treatment Facility
(LBMUST) & Wetlands
2018***

***Uptown Open Space
Vision Plan
7/24/2018***

[illegible]

Between 2000-2010, the City pursued a variety of private properties for park acquisition, made possible through by a combination of City and Redevelopment Agency funds, county, state and federal grant funds, and Park Impact Fees.

2000

The City began negotiating with the property owner(s) of the vacant site at 712 Baker Street. Initially, \$5 million in State grant funds were provided for a possible acquisition but were frozen by the State due to State budgetary issues, and ultimately never made available to the City.

2003

The City then secured a second \$5 million grant from the Rivers and Mountains Conservancy from the Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Bond of 2002 (Proposition 40) in 2003 to acquire the property. The Trust for Public Land (TPL) was engaged to negotiate a possible acquisition with the property's Board of Directors, and a 2003 independent appraisal identified the market rate for the acquisition was \$5.6 million. The property's Board of Directors did not accept the appraisal and began pursuing the design of self-storage on the property. Later in 2003, the property's Board of Directors provided the City a counter appraisal for \$9.4 million based on the type of industrial development permitted. The City was limited by the grant funds available and negotiations shifted to determining if the City could purchase a smaller portion of the property. The City provided several scenarios for an acquisition of a smaller amount of acreage that could be purchased by the available grant funds at the higher appraisal price and still allow for the development of adjacent self-storage.

2004

The property's Board of Directors rejected all scenarios and discontinued negotiations in 2004, and the City had to return the grant funds to the Rivers and Mountains Conservancy.

2016

The City Council requested the City Manager to identify potential funding sources for the acquisition of vacant property between Baker Street and Wardlow Road adjacent to the Los Angeles River owned by the Oil Operators Inc., for public purpose. The City produced a memo for the City Council that indicated, based on best estimates as of September 2016, that the cost of acquisition could range from \$17 to \$22 million, \$10 million for environmental clean-up, and provided a list of potential funding sources.

2017

The City engaged TPL again to connect with the private property owners for 712 Baker and 3701 N. Pacific Place and attempt to identify an amount the owners would entertain for the sale of these properties. After 10 months of repeated attempted communication with the property owners with no returned communication, TPL concluded that the property owners were not willing sellers and the City was not able to begin any discussions with the property owners that would result in acquisition.

2019

On June 6, 2019 an entitlement application was filed for 712 Baker which included a development project to build 226 (11 of which are restricted-income affordable housing) homes and a 4.81-acre public park. The developer has agreed to enter into a Development Agreement with the City, which will obligate the developer to meet certain terms for the public park. To date, these terms include 1) design and development of the new park acreage with a nature theme and connecting it to the adjacent Baker Street Park so the area operates as a larger park space; 2) new amenities including a universally accessible/inclusive playground, half basketball court, grass playing field, walking loop with outdoor inclusive fitness equipment, 3) drought-tolerant landscape and carbon-sequestering trees and site furnishings like seating, lighting and trash receptacles, 4) interpretive and educational signage about the history of Long Beach's Indigenous People and their connection with the LA River, and 5) designation of the public park and funding park maintenance in perpetuity.

2020

On February 25, 2020, an entitlement application was filed for 3701 N Pacific Place for a development project to construct a self-storage and recreational vehicle parking facility, and also includes approximately .64 acres on the site dedicated to a public access easement and public trailhead to the LA River, as a well as a vegetated, native plant preserve. Due to this property being identified in the LA River Master Plan as an opportunity site, staff was able to negotiate with the developer to include the LA River trailhead as a public improvement.

PARK ACQUISITION OPPORTUNITY SITES



To identify opportunity sites for park acquisition, property search criteria were established. Opportunity sites would be identified within a quarter-mile walk to the west and the east from the LA River from Long Beach's northern boundary to the mouth of the LA River in southern Long Beach. These opportunity sites would include non-City-owned property, including industrial, commercial, institutional, and agency properties, and undeveloped City-owned property, while private residential properties were omitted. A quarter-mile walk is an industry-standard from the National Recreation and Parks Association. The quarter-mile walk standard is also supported by park equity research conducted by the University of Southern California Sustainable Cities Program that indicated that a quarter-mile is reasonable for parents taking children to a park for everyday outings and playground opportunities. In the context of Los Angeles with high traffic areas or neighborhoods where parents have safety concerns, walking trips of more than a quarter-mile are unlikely to be acceptable to parents. Finally, a quarter-mile walk was used because extending the property search to a half-mile walk included a large population of residential properties, which were omitted because these properties are to meet housing needs and determined to not be good candidates for park space.

The total number of parcels within a quarter-mile buffer zone along the LA River is approximately 6,943. Spatial tools were then used to flag land records in the City's GIS system and the County Assessor Database to identify vacant or undeveloped land, land designated as the Open Space Placetype in the 2040 General Plan, City-State Ownership, Commercial-Industrial Use, Institutional Use, non-residential Private Property (not residential or state-city owned parcels), and For Sale Property. This also included County-owned LA River property included in the LA River Master Plan, parcels identified in approved City Park Vision Plans as well as sites that connect or will connect in the future to LBMUST. This list of opportunity sites does not include residential properties or non-conforming properties like those with commercial or industrial zoning that have residential buildings, parcels with active entitlements and/or active building permits associated with a private development project, and parcels that would not result in a functional park/open space. This analysis resulted in 122 parcels that represent opportunity sites, which in total, equal 403.42 acres of potential future parks and open space.

**OPPORTUNITY
SITES**

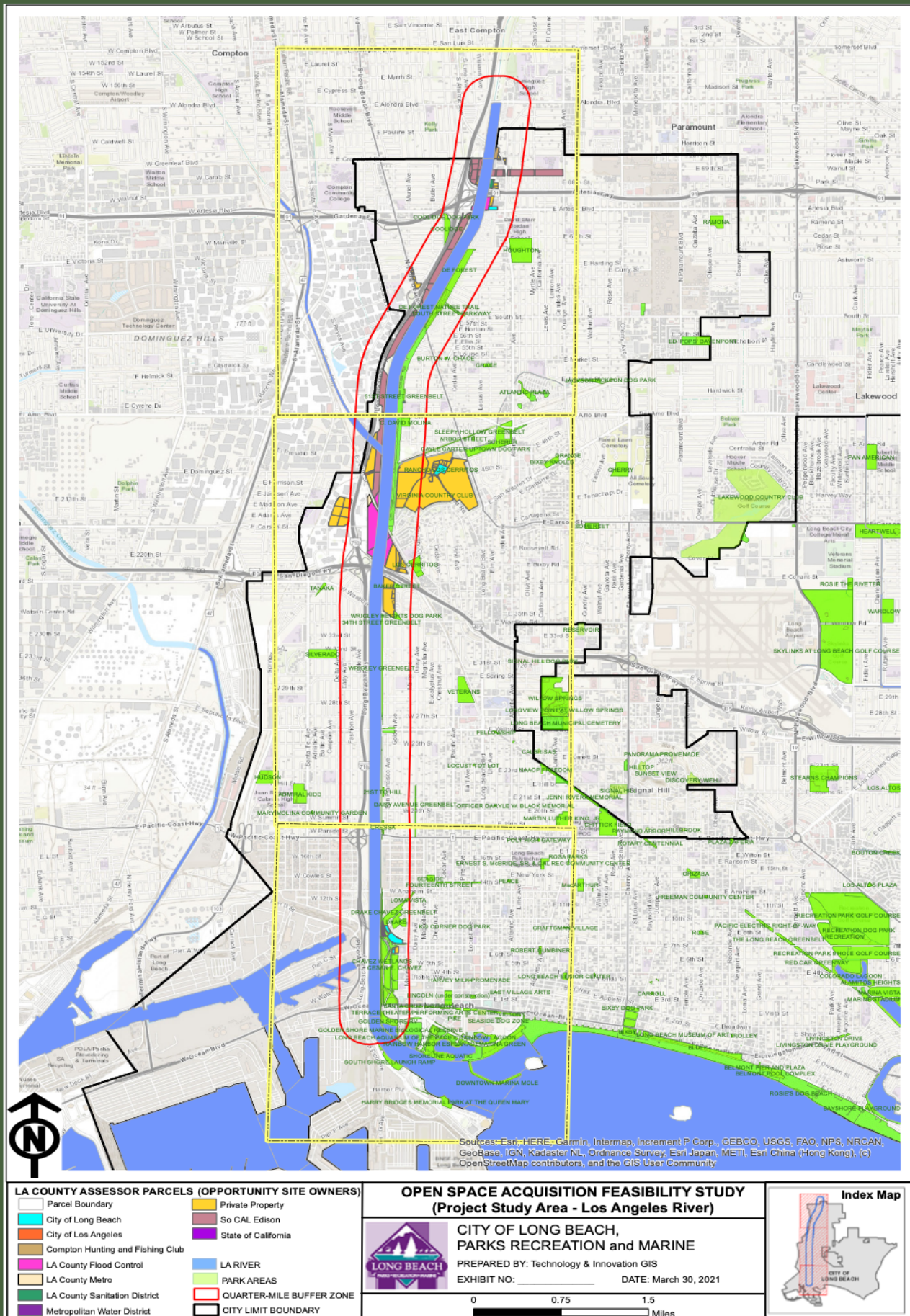
122



**OPPORTUNITY
SITES ACRES**

403.42

Map 4: Opportunity Sites Map



Below is the list of all 122 parcels identified to be opportunity sites.

APN	ACREAGE	ZONING GENERAL CLASSIFICATION	CITY OWNED OR GOVERNMENT	APN	ACREAGE	ZONING GENERAL CLASSIFICATION	CITY OWNED OR GOVERNMENT
7307013003	0.12	COMMERCIAL (C)	NO	7140014015	4.64	INSTITUTIONAL (I)	YES
7307015004	0.13	COMMERCIAL (C)	NO	7140004004	50.89	INSTITUTIONAL (I)	YES
7203002010	0.21	COMMERCIAL (C)	NO	7134002009	0.70	INSTITUTIONAL (I)	NO
7307016002	0.52	COMMERCIAL (C)	NO	7134004024	55.75	INSTITUTIONAL (I)	YES
7307017002	0.21	COMMERCIAL (C)	NO	7134002005	0.82	INSTITUTIONAL (I)	NO
7307013002	0.10	COMMERCIAL (C)	NO	7134002004	0.62	INSTITUTIONAL (I)	NO
7116018032	0.00	COMMERCIAL (C)	NO	7134001004	0.04	INSTITUTIONAL (I)	NO
7203002009	0.44	COMMERCIAL (C)	NO	7134002008	0.49	INSTITUTIONAL (I)	NO
7307015003	0.11	COMMERCIAL (C)	NO	7134002010	1.07	INSTITUTIONAL (I)	NO
7203002008	0.84	COMMERCIAL (C)	NO	7140014013	24.66	INSTITUTIONAL (I)	YES
7203002005	13.58	COMMERCIAL (C)	NO	7140014945	0.32	PUBLIC RIGHT-OF-WAY (PR)	NO
7203002007	0.56	COMMERCIAL (C)	NO	7115027900	0.22	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018025	0.43	COMMERCIAL (C)	NO	7140014939	20.16*	PUBLIC RIGHT-OF-WAY (PR)	NO
7307015002	0.23	COMMERCIAL (C)	NO	7133017001	0.42	PUBLIC RIGHT-OF-WAY (PR)	NO
7203002001	4.76	COMMERCIAL (C)	NO	7115027800	11.79	PUBLIC RIGHT-OF-WAY (PR)	NO
7307015001	0.07	COMMERCIAL (C)	NO	7116019901	0.16	PUBLIC RIGHT-OF-WAY (PR)	NO
7116019035	0.49	INDUSTRIAL (IND)	NO	7133017800	15.12	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018803	0.21	INDUSTRIAL (IND)	NO	7140014910	1.87	PUBLIC RIGHT-OF-WAY (PR)	NO
7140014032	2.97	INDUSTRIAL (IND)	NO	7132001808	0.39	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018808	0.45	INDUSTRIAL (IND)	NO	7125037802	1.90	PUBLIC RIGHT-OF-WAY (PR)	NO
7116019806	0.12	INDUSTRIAL (IND)	NO	7116001800	9.46	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018813	0.25	INDUSTRIAL (IND)	NO	7140014804	7.29	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018800	1.90	INDUSTRIAL (IND)	NO	7140014931	0.32	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018809	2.25	INDUSTRIAL (IND)	NO	7116016802	8.26	PUBLIC RIGHT-OF-WAY (PR)	NO
7271020905	0.28	INDUSTRIAL (IND)	NO	7140014940	11*	PUBLIC RIGHT-OF-WAY (PR)	NO
7271003904	1.22	INDUSTRIAL (IND)	NO	7140014930	0.51	PUBLIC RIGHT-OF-WAY (PR)	NO
7133017006	8.79	INDUSTRIAL (IND)	NO	7115001903	9.74*	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018801	1.83	INDUSTRIAL (IND)	NO	7132001801	25.52	PUBLIC RIGHT-OF-WAY (PR)	NO
7140014021	1.90	INDUSTRIAL (IND)	NO	7132001807	0.83	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018021	0.23	INDUSTRIAL (IND)	NO	7140014942	1.70	PUBLIC RIGHT-OF-WAY (PR)	NO
7271020903	0.11	INDUSTRIAL (IND)	NO	7140014944	0.51	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018806	0.23	INDUSTRIAL (IND)	NO	7126008802	2.88	PUBLIC RIGHT-OF-WAY (PR)	NO
7140014025	0.26	INDUSTRIAL (IND)	NO	7133017907	0.14	PUBLIC RIGHT-OF-WAY (PR)	NO
7140014022	1.39	INDUSTRIAL (IND)	NO	7116018807	1.23*	PUBLIC RIGHT-OF-WAY (PR)	NO
7101017900	0.04	INDUSTRIAL (IND)	NO	7116019906	1.72	PUBLIC RIGHT-OF-WAY (PR)	NO
7271020904	0.02	INDUSTRIAL (IND)	NO	7101017020	0.23	PUBLIC RIGHT-OF-WAY (PR)	NO
7140014028	4.80	INDUSTRIAL (IND)	NO	7133017004	2.73	PUBLIC RIGHT-OF-WAY (PR)	NO
7116019800	1.19	INDUSTRIAL (IND)	NO	7115027801	0.89	PUBLIC RIGHT-OF-WAY (PR)	NO
7116019801	0.25	INDUSTRIAL (IND)	NO	7133017904	0.14	PUBLIC RIGHT-OF-WAY (PR)	NO
7140014027	0.11	INDUSTRIAL (IND)	NO	7116016801	0.82	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018811	1.84	INDUSTRIAL (IND)	NO	7126008803	0.58	PUBLIC RIGHT-OF-WAY (PR)	NO
7271023900	5.04	INDUSTRIAL (IND)	NO	7132001800	0.35	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018805	2.86	INDUSTRIAL (IND)	NO	7125037801	11.61	PUBLIC RIGHT-OF-WAY (PR)	NO
7116018802	0.35	INDUSTRIAL (IND)	NO	7132001806	0.16	PUBLIC RIGHT-OF-WAY (PR)	NO
7140014033	0.97	INDUSTRIAL (IND)	NO	7101018900	0.12	NOT ZONED	NO
7115001001	1.54	INDUSTRIAL (IND)	NO	7116019025	0.81	NOT ZONED	NO
7116018810	0.58	INDUSTRIAL (IND)	NO	7310015019	3.61	NOT ZONED	NO
7116018804	1.05	INDUSTRIAL (IND)	NO	7271024003	1.19	NOT ZONED	NO
7140014019	9.95	INDUSTRIAL (IND)	NO	7271024902	0.56	NOT ZONED	NO
7271020902	0.26	INDUSTRIAL (IND)	NO	7310015033	4.94	NOT ZONED	NO
7271020906	1.21	INDUSTRIAL (IND)	NO	7310015021	4.11	NOT ZONED	NO
7101017004	0.36	INDUSTRIAL (IND)	NO	7271024901	0.21	NOT ZONED	NO
7271020908	0.11	INDUSTRIAL (IND)	NO	7310015018	4.24	NOT ZONED	NO
7133017900	0.11	INDUSTRIAL (IND)	NO	7115002901	1.52	NOT ZONED	NO
7133016002	20.31	INSTITUTIONAL (I)	YES	7101018901	0.01	NOT ZONED	NO
7134001900	4.76	INSTITUTIONAL (I)	NO	7310015020	3.54	NOT ZONED	NO
7134002007	0.43	INSTITUTIONAL (I)	NO	7310015022	4.31	NOT ZONED	NO
7134002006	0.57	INSTITUTIONAL (I)	NO	7116019026	0.50	NOT ZONED	NO
7134001001	12.15	INSTITUTIONAL (I)	YES	* Total acreage of land available for development (Total parcel acreage is higher)			
7134002002	0.60	INSTITUTIONAL (I)	NO				
7134002003	0.54	INSTITUTIONAL (I)	NO				
7132023901	0.14	INSTITUTIONAL (I)	YES				
7134001006	0.24	INSTITUTIONAL (I)	NO				
7140004002	1.03	INSTITUTIONAL (I)	YES				
7140014015	4.64	INSTITUTIONAL (I)	YES				
Total Acreage		403.42					

These 122 opportunity sites were further analyzed based on the likelihood of most expeditiously adding new parks and open space in Long Beach. The criteria used to further analyze opportunity sites include 1) institutional or utility property; 2) undeveloped, unused, or otherwise unencumbered; and 3) sites currently for sale or lease. This analysis resulted in nine sites owned by the City of Long Beach, the Los Angeles County Department of Public Works, and the Los Angeles County Flood Control, Southern California Edison, totaling 111.01 acres.

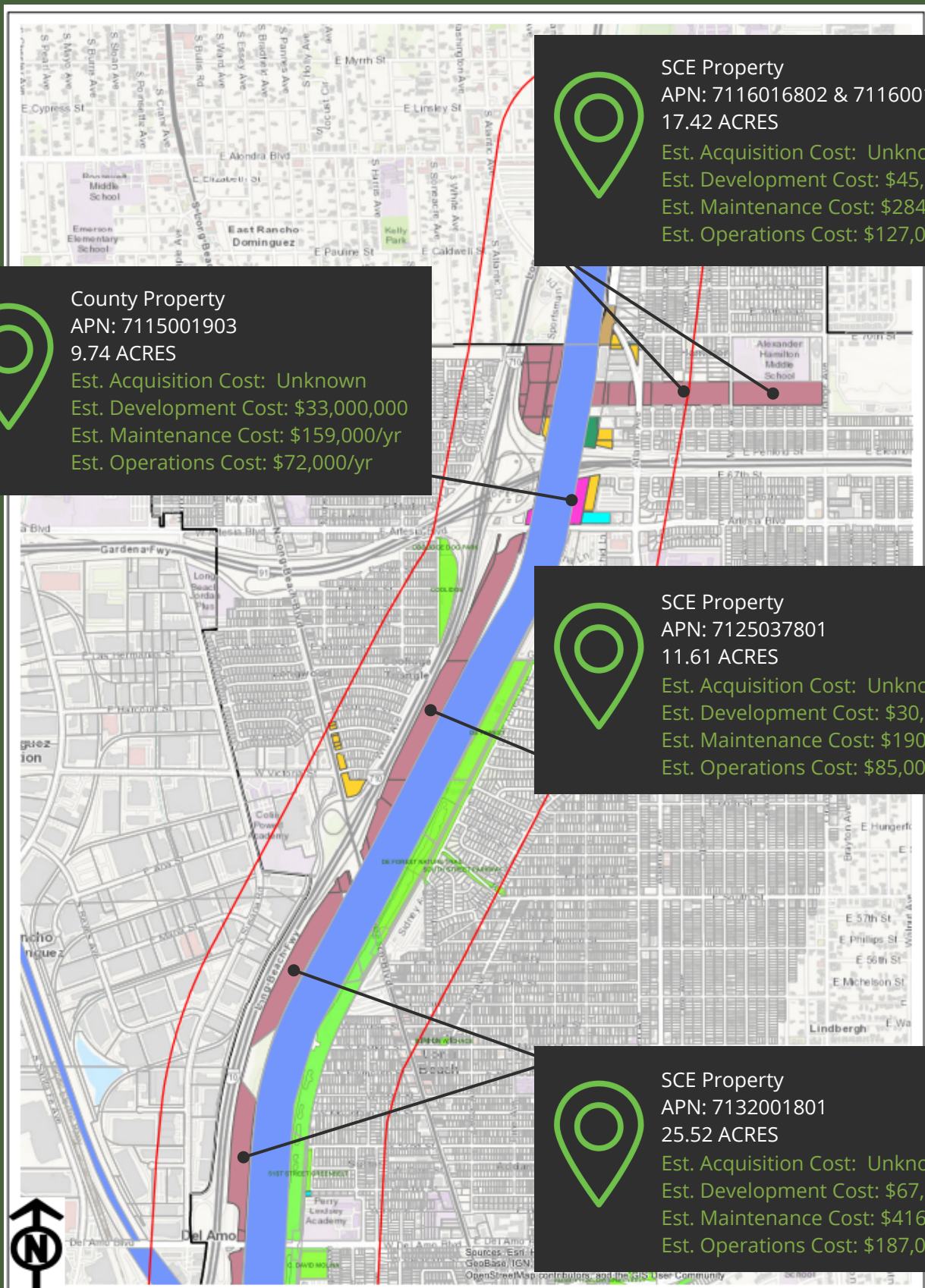
OPPORTUNITY
SITES

9



OPPORTUNITY
SITES ACRES

111.01



SCE Property
 APN: 7116016802 & 7116001800
 17.42 ACRES
 Est. Acquisition Cost: Unknown
 Est. Development Cost: \$45,000,000
 Est. Maintenance Cost: \$284,000/yr
 Est. Operations Cost: \$127,000/yr



County Property
 APN: 7115001903
 9.74 ACRES
 Est. Acquisition Cost: Unknown
 Est. Development Cost: \$33,000,000
 Est. Maintenance Cost: \$159,000/yr
 Est. Operations Cost: \$72,000/yr

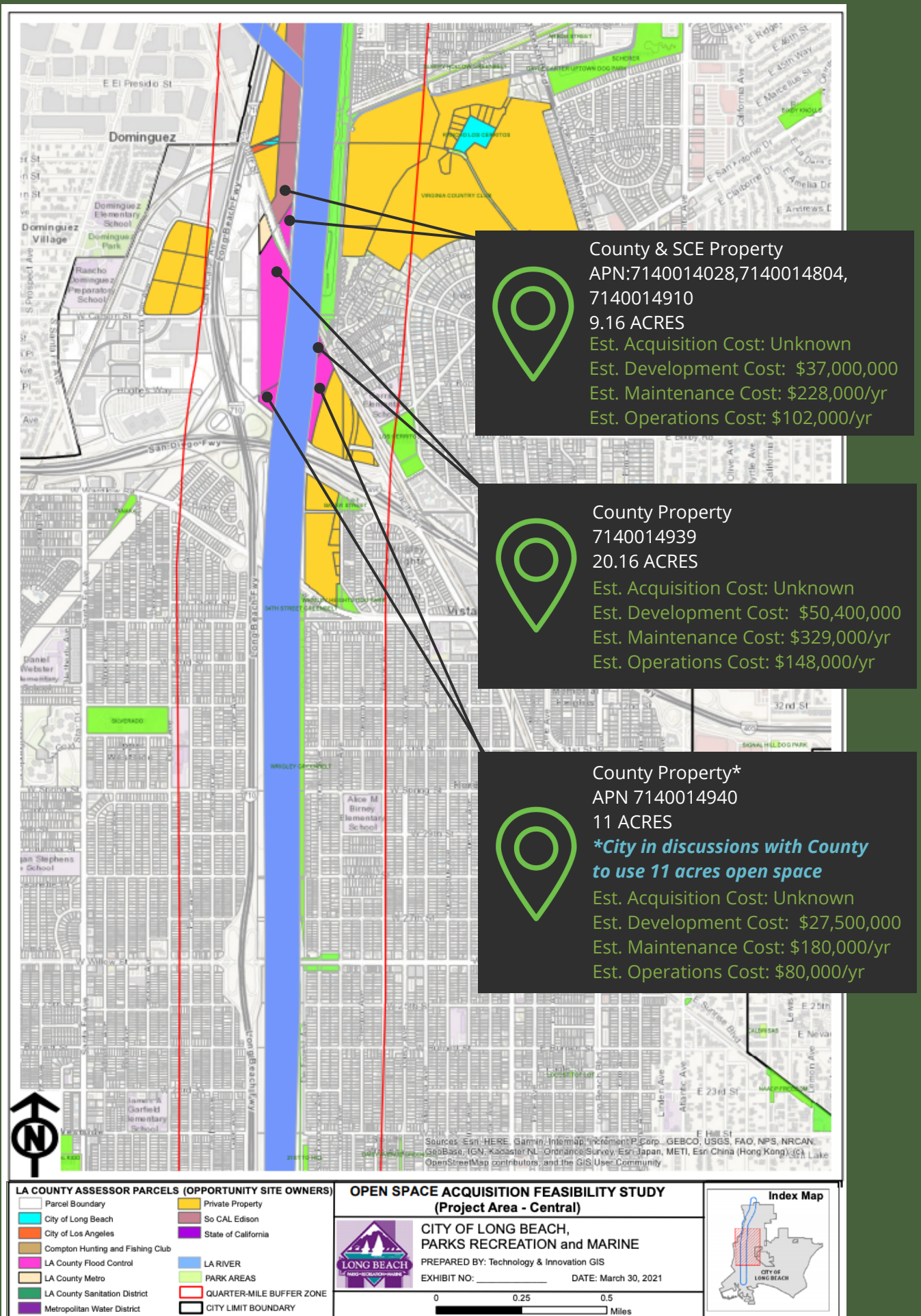


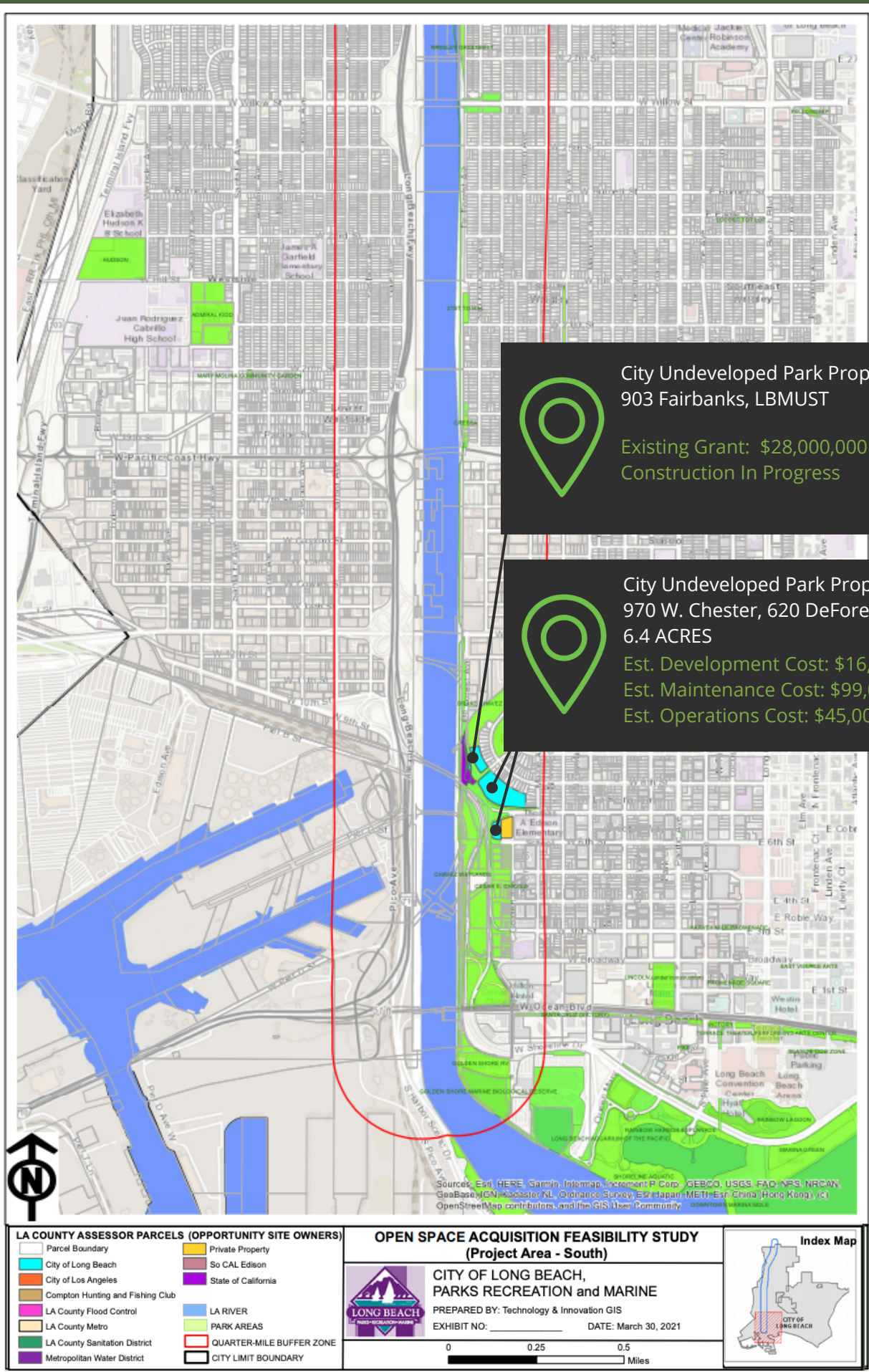
SCE Property
 APN: 7125037801
 11.61 ACRES
 Est. Acquisition Cost: Unknown
 Est. Development Cost: \$30,000,000
 Est. Maintenance Cost: \$190,000/yr
 Est. Operations Cost: \$85,000/yr



SCE Property
 APN: 7132001801
 25.52 ACRES
 Est. Acquisition Cost: Unknown
 Est. Development Cost: \$67,000,000
 Est. Maintenance Cost: \$416,000/yr
 Est. Operations Cost: \$187,000/yr

LA COUNTY ASSESSOR PARCELS (OPPORTUNITY SITE OWNERS) Parcel Boundary City of Long Beach City of Los Angeles Compton Hunting and Fishing Club LA County Flood Control LA County Metro LA County Sanitation District Metropolitan Water District Private Property So CAL Edison State of California LA RIVER PARK AREAS QUARTER-MILE BUFFER ZONE CITY LIMIT BOUNDARY		OPEN SPACE ACQUISITION FEASIBILITY STUDY (Project Area - North) CITY OF LONG BEACH, PARKS RECREATION and MARINE PREPARED BY: Technology & Innovation GIS EXHIBIT NO: _____ DATE: March 30, 2021 0 0.25 0.5 Miles	Index Map
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The 9 identified sites are opportunity sites for possible future acquisition or permitted park use. Each site requires future study and consideration and are not sites ready for immediate acquisition. Due to the 60-day timeline required for production of this Report, certain aspects of each opportunity site will require additional evaluation and additional strategies could be explored.

Cost estimates for acquisition, development, maintenance, and operations were based on the following industry standards:

- Acquisition Costs: Acquisition costs are unknown at this time.
- Development Costs: Development costs are based on the cost per acre from the 2016 Los Angeles County Park Needs Assessment of \$2.5 million per acre, adjusted for CPI.
- Maintenance Costs: Park maintenance costs are based on the CPRS industry-standard of average park maintenance cost of \$16,300 per acre, adjusted for CPI.
- Operational Costs: Park operational costs are based on the NRPA industry-standard of average park operations cost of \$7,300 per acre, adjusted for CPI.

The total acquisition, development, park maintenance, and park operations cost for the nine identified sites includes:

ACRES	EST. ACQUISITION COST *	EST. DEVELOPMENT COST	EST. ANNUAL MAINTENANCE COST **	EST. ANNUAL OPERATIONAL COST **
111.01	\$ -	\$ 291,900,000	\$ 1,807,000	\$ 811,000

* This does not include the unknown costs associated with any future lease or long-term use agreements that may be arranged with the County of Los Angeles or utility companies for the use of their property as parks or open space.

** The average Park Maintenance cost per acre and Park Operations cost per acre is shown in 2021 dollars. Future amounts would need to be adjusted annually based on CPI.

Park Maintenance cost assumes janitorial services, trash removal, utility payments (water, electrical), basic landscape maintenance, pest management and vector abatement, dumping or encampment clean-up/storage, contract management, and billing. The Park Operations cost assumes weekly multigenerational recreational staffing and programming, multigenerational sports, class offerings, seasonal events, and in-person and phone customer service and support. These costs do not include 1) regulatory obligations related to potential acquisition properties, as those obligations (permits, monitoring, abatement) are unknown at this time; and 2) requirements that may be passed on to local jurisdictions as a result of the policies and goals of the LA River Master Plan, which is in a final draft phase at the time of this Report.

SITES CONSIDERED BUT NOT RECOMMENDED FOR PARKLAND



Certain sites were ultimately not included in the final nine sites, as they did not meet the criteria of 1) institutional or utility property; 2) undeveloped, unused, or otherwise unencumbered; and 3) sites not currently for sale or lease. These sites are discussed below.

VIRGINIA COUNTRY CLUB, 4602 N. VIRGINIA ROAD

This property has a zoning designation of open space and is privately owned by its 415 limited membership for golf operations with membership-only access. It is not institutional or utility property, undeveloped, unused, or otherwise unencumbered, or being marketed for sale or lease. Therefore, it was not identified as one of the nine opportunity sites. Should the City want to pursue the acquisition of this property for a park use other than golf, the property would need to be acquired from the private membership.

Should this property be acquired, it could either remain a location for golf and incorporated into the City's golf management contract or be demolished and developed with a different type of open space. Outside of property acquisition, the City could pursue discussions with Virginia Country Club free/low-cost programming for youth or non-members.

3701 N. PACIFIC PLACE

This privately-owned property is encumbered (currently in escrow) and has an active entitlement in progress. On February 25, 2020, an entitlement application was filed for 3701 N Pacific Place for a development project to construct a self-storage and recreational vehicle parking facility. The project also includes approx. .64 acres for a public access easement and public trailhead to the LA River and a native plant preserve.

The property is also located between the 405 Freeway and the Metro A line light rail train tracks, providing limited neighborhood access. The property is oriented along the northeast intersection of the 405 and 710 freeways and directly to the east of the LA River. The site is only accessible from its southeasternmost point, via Pacific Place which deadends into the property and is adjacent to a Caltrans maintenance station to the south. The property's location in terms of access, contamination and surrounding land uses (freeways, the river, Metro light rail tracks) renders it an auto-oriented property that prevents pedestrian compatibility by default.

Additionally, the property has considerable remediation needs. Prior to the site's operation as a golf driving range, uses at the site included an oil brine water treatment facility for on and offsite oil production activities and oil well drilling. The oil-brine

water treatment facility was established in the 1920s and activities included the pumping of oil brine to oil sumps (evaporation and treatment ponds), with the majority of the project site serving as a treatment sump. As a result of the treatment activities, water seepage into the subsurface below the sumps caused a sludge residue onsite. Operations for the treatment facility were discontinued in the 1950s and fill soil was imported to the site in the 1970s. The site's oil well drilling activities took place between the 1930s and 1980s, with thirteen oil wells being drilled (11 of which produced oil). All of the oil wells were abandoned between 1961 and 2014, in accordance with the California Geologic Energy Management Division (CalGEM) standards.

Therefore, for these reasons, this property was not identified as one of the nine opportunity sites.

The City and the Trust for Public Land previously attempted to acquire this property in 2017 (see Page 16-17), but was unsuccessful due to not having a willing seller. As a result, eminent domain would likely be needed to create a public park as this property is not listed for sale. Should eminent domain be the process by which the property is acquired, many grant funding sources would be unavailable, as many of them prohibit using grant funds for eminent domain (See Acquisition Methods and Possible Funding Sources Section).

712 BAKER STREET

This privately-owned property is encumbered (currently in escrow) and has an active entitlement in progress. On June 6, 2019, an entitlement application was filed for 712 Baker which included a development project to build 226 homes (11 of which are restricted-income affordable housing) and a 4.81-acre public park.

The property is also located south of the 405 Freeway and directly to the east of the LA River. For many decades the site has been receiving wastewater through numerous pipelines from oil wells on the westside of Long Beach. This wastewater was pumped into settling pools on the property, then the water was discharged into the sanitary sewer and oil residue was kept in large holding ponds on the property. Thousands of gallons of crude oil accumulated over many years. Testing from the LA Regional Water Quality Control Board tested the soil on site and found significant soil and groundwater contamination. The property then contracted with the LA Regional Water Quality Control Board for oversight of soil cleanup and groundwater monitoring.

Therefore, it was not identified as one of the nine opportunity sites.

The City and the Trust for Public Land previously attempted to acquire this property in 2003/2004 and in 2016/2017 (see Page 16-17), but was unsuccessful due to not having a willing seller. As a result, eminent domain would likely be needed to create a public park as this property is not listed for sale. Should eminent domain be the process by

which the property is acquired, many grant funding sources would be unavailable, as many of them prohibit using grant funds for eminent domain (See Acquisition Methods and Possible Funding Sources Section).

Given the status of development applications for 3701 N Pacific Place and 712 Baker Street, it is unlikely that the current property owners are willing sellers (see page 16-17 about past attempts to engage property owners about the potential sale of these properties). Additionally, land acquisition costs would likely be high given the value of the land use. Both properties would also require substantial and costly environmental remediation because of the historic oil-related uses that have created significant environmental contamination for which the City would have to identify funding. The combination of private ownership, the absence of willing sellers, the active entitlement applications for development, and the cost to remediate the sites to the degree required to make them viable for park use represent significant hurdles to acquiring and developing these properties as parkland or expeditiously providing new open space.

TOP RECOMMENDED SITE FOR NEW PARKLAND



One opportunity site from the final 13 site is recommended as the site most feasible for new parkland. This is an 11-acre County-owned property located north of the 405 freeway along the LA River (APN 7140014940). This property met the criteria of institutional or utility property; is undeveloped, unused, and unencumbered; and the County is interested in making this property public open space. It is also directly accessible from the LA River Bike Trail.

The County has halted any other plans for this property in order to discuss with the City the potential for future open space. Staff have begun examining potential funding sources, which could include grants and support from other State and Federal sources. The estimated cost to develop the 11-acre property is estimated to require a total of \$27,500,000 (based on estimates derived from the 2016 LA County Needs Assessment). This amount does include any cost that the City may incur to pay the County to lease the property or enter into a use agreement - this cost is currently unknown.

ACRES	EST. DEVELOPMENT COST		EST. ANNUAL MAINTENANCE COST **		EST. ANNUAL OPERATIONAL COST **	
11	\$	27,500,000	\$	179,300	\$	80,300

***Maintenance and Operational Costs would be required annually once the property is developed and open to the public.*

At such time an agreement is reached with the County to create open space on this property, the process for park development can begin. First, staff would need funding to begin an inclusive community planning process for this site, as no park plan currently exists. An estimated funding amount of \$100,000 would be needed for this process and it is likely to take eight to 10 months. This would be followed by the creation of a technical park design and securing CEQA clearance for the park development project. An estimated funding amount of \$300,000 to \$500,000 would be needed for this process. The park design would need to be presented to Planning staff through the Site Plan Review process and approved by the Parks and Recreation Commission. This is estimated to take approximately 10 months to one year. Next, construction drawings and project specifications would be generated which would be submitted for plan check and receive permits. This is anticipated to take seven to nine months, which would be followed by a public project bidding process, which is estimated to take two to four months. Once an award of contract and approval of park plans and specifications is approved by the City Council, construction can begin.

ACQUISITION METHODS AND POSSIBLE FUNDING SOURCES



ACQUISITION METHODS

Obtaining new park land can be a complicated task and there is no simple recipe for assembling the urban parcels needed for new facilities. There are several methods by which a municipality can acquire property.

Property Sale

A willing seller agrees to sell private property based on the asking price and appraisal.

Property Exaction

An exaction is a concept in US real property law where a condition for development is imposed on a parcel of land that requires the developer to mitigate anticipated negative impacts of the development. Exactions must be proportionate to the value of a project and its impact on development and is not open-ended. Exactions can include a condition to set aside a portion of the parcel for park or open space, and even the development of the park or open space to a certain standard of usability for public access. The City has used this method for projects like Molina Park (via a Development Agreement) or Pike Park (condition of approval on private development).

Eminent Domain*

Eminent domain is the power of the United States government, granted under the Fifth Amendment of the Constitution to states and municipalities, to take private property for public use, following the payment of just compensation. Private property is taken through condemnation proceedings, in which owners can challenge the legality of the seizure and settle the matter of fair market value used for compensation. Eminent domain is a method rarely used by the City and is a tool of last resort. To acquire a property from a private property owner via eminent domain can take an estimated six to 18 months.

**It is important to note that most county and state park grants will not fund park acquisition of property accessed through eminent domain. For example, California Proposition 68 Statewide Park Program ineligible acquisition costs include cost for land acquired through eminent domain or condemnation (PRC §80020), and County Measure A Program will only fund acquisitions through eminent domain or condemnation in very limited cases (due to displacement) and requires express authorization in advance to acquire through eminent domain and the price determined by the court.*

POSSIBLE FUNDING SOURCES

In many built-out areas of Long Beach, there are no large tracts of land readily available for park development. However, such areas often contain a variety of remnant lands – vacant lots, public or utility-owned property, underutilized or surplus school sites, or public right-of-way or streets that are wider than necessary. This suggests the importance of a creative approach to the provision of new parks and open space that utilizes such remnant land resources to provide desperately needed park access, especially in disadvantaged neighborhoods and communities of color.

Possible City Funding Sources

LB Measure A

Long Beach Measure A: In 2016 Long Beach voters approved Measure A, a 10-year sales tax increase for public safety and infrastructure. This included a 1% increase for six years, then declining to 0.5% for four years, expiring in 2027. The Measure was extended by voters in 2020. Measure A is anticipated to generate \$60 million per year at 1%.

Park Impact Fees

Park Impact Fees: In 1989, the City Council adopted Ordinance C-6567, establishing Park Impact Fees as Section 18.18 of the Long Beach Municipal Code (this was updated by Ordinance 07-0036 in 2007). This fee is a monetary exaction imposed on new residential development to help mitigate the impact of property improvements, assuring new development pays their fair share of impacts on parkland and recreational facilities. The amount of the fee is intended to pay for the cost of constructing the same level of service in parkland availability and recreational facilities for new residents of the City, as well as current residents. The collected Park Impact Fees are used solely and exclusively to fund parkland acquisition and recreational improvements. Per Ordinance, the continued validity of the fee and annual adjustments is determined through a Nexus Study to be prepared every five years.

**Park Impact fees have not been increased since 2012 and do not keep pace with the cost of acquiring or developing new parkland consistent with the Ordinance. The recent nexus study from 2017/2018 shows that a fee increase between 946% and 1884% would be needed to ensure developers are paying their fair share of the cost to develop new parkland for new residents. (See Exhibit 2.)*

Possible County Funding Sources

LA County Prop A

County Proposition A (Competitive Grants): In 1996, Proposition A was approved by voters with a term of 22 years to generate revenues for grants within the Regional Park and Open Space District. Funding is focused on: 1) Capital Park Projects—funding for park projects that were built, refurbished, or acquired; 2) Maintenance and Servicing—funding to subsidize the cost of maintaining and operating newly built, refurbished, or acquired park projects; and 3) Administration—funding for the administrative operations of the District.

Evaluation: While the funding goals of Proposition A align with the City's interests in creating more open space, the assessment time frame for this opportunity ended in FY 2018-19. Instead, the County has begun releasing competitive grants through County Measure A.

LA County Measure A

County Measure A (Per Capita & Competitive Grants): In November of 2016, over 70% of Los Angeles County voters decided to invest in parks and open space, with a specific focus on areas that lack parks and park access. Measure A is estimated to raise \$94.5 million annually for parks, beaches, and open space in LA County. County Measure A provides stable, local funding from an annual parcel tax of 1.5 cents per square foot of building floor area, for parks and open space, including beaches and cultural institutions throughout Los Angeles. In FY 20, the City was eligible to receive up to \$2.5 million through Measure A. Funding remains similar from one year to the next.

Evaluation: If County Measure A is contemplated for acquisition, the grant guidelines require a strict and prescriptive community engagement process consistent with language access requirements to make such an acquisition eligible for the use of these funds. This process would need to be complete prior to submitting an application for County Measure A funds for acquisition and the cost of this process would conceivably need to be funded by the City. County Measure A Program ineligible acquisition costs include 1) acquisitions where the purchase price is greater than appraised value; 2) projects without a robust prescriptive community engagement process; and 3) will only fund acquisitions through eminent domain or condemnation in very limited cases (due to displacement) and requires express authorization in advance to acquire through eminent domain and the price determined by the court.

Possible County Funding Sources

LA County Measure W

County Measure W (Competitive Grant): In November 2018, nearly 70 percent of voter in Los Angeles County voted to approve Measure W, a parcel tax measure benefitting water improvement projects. Half of the revenue generated is allocated toward the Safe, Clean Water Program to fund regional watershed-based projects, project concepts, and scientific studies. Part of the Measure's mission is to empower communities to "protect creeks and streams, build parks, liven up concrete landscapes, and create green space for our communities." The City has a working group composed of staff dedicated to applying to the Safe, Clean Water Program.

Evaluation: This source funds multi-benefit projects that are focused on cleaning collected Stormwater, with projects being located in specific park areas that collect water from specific watersheds.

Rivers & Mountains Conservancy

Rivers & Mountains Conservancy (Competitive Grants): Proposition 1, the Water Quality, Supply, and Infrastructure Improvement Act of 2014 authorized \$7.5 billion in general obligation bonds for State water projects. Proposition 1 funds are awarded for acquisition, development, rehabilitation, restoration, and protection of land and water resources. The Rivers & Mountains Conservancy (RMC) Board issues competitive grant cycles for projects throughout the RMC territory. Further under Proposition 68, the RMC has more than \$30 million available through the Lower LA River Grants program over the next few years. Priorities for these grants include: developing urban recreation projects and habitat protection or restoration, providing workforce development opportunities, expanding access to diverse populations, and projects that have secured matching funds.

Evaluation: Ineligible acquisition costs include cost for land acquired through eminent domain or condemnation from an unwilling seller.

Possible State Funding Sources

Prop 68 Park Bond

The California Drought, Water, Parks, Climate, Coastal Protection, and Outdoor Access for All Act of 2018 (Proposition 68), passed in 2018, directed \$254.9 million to California State Parks for competitive grants to create new parks and enhance recreational opportunities. This is the state's most significant investment in grant funding history targeted for underserved communities. The bond also provides funds for aging infrastructure, amenities, and improvements to parks that will help attract new and diverse visitors. Round three awarded \$254.9 million to 62 projects, including five in Los Angeles County, four of which the Los Angeles County Department of Parks and Recreation received. The average grant request statewide was \$4.8 million, and the average grant amount was \$4.1 million. Round four has \$395.3 million available. The application deadline for the fourth round of funding was March 12, 2021. Grants will be awarded in late summer 2021. (Competitive Grant)

Evaluation: The application deadline for the fourth round of funding was March 12, 2021. Grants will be awarded in late summer 2021. Ineligible acquisition costs include 1) cost for land acquired through eminent domain or condemnation; 2) acquisitions where the purchase price is greater than appraised value; 3) costs to fulfill any mitigation requirements imposed by law (PRC §80020); and 4) costs incurred outside the grant performance period.

Prop 1

California Regional Park Program (Competitive Grant): A total of \$23 million is available through the Regional Park Program, funded through Proposition 68, provides resources for creating, expanding, or improving regional parks and regional park facilities. Funding could be used for acquisition to create enhanced public access and use, in addition to the development of trails, regional sports complexes, visitor and interpretive facilities, and recreational facilities in regional parks.

Evaluation: While the funding can be used for acquisition and development, eligible applicants are limited to counties, regional park and open space districts, joint powers authorities, and nonprofit organizations. Furthermore, applications must demonstrate that the project qualifies as a regional park. A regional park generally offers at least 50 acres of open space, or trail system, that attracts visitors from at least a 20-mile radius or a county-wide population, offering unique or significant open space for nature appreciation, athletic activities, cultural enrichment, or other recreational activities.

Possible State Funding Sources

Urban Forestry Grant

Urban & Community Forestry Grant (Competitive Grant): The State Department of Fire and Forestry oversees the Urban and Community Forestry grant program. The program funds tree planting; urban forest planning and management; land acquisition and reclamation; biomass utilization projects; and projects that combine tree planting with one or more water or energy conservation measures. Applicants must demonstrate that their projects will contribute to greenhouse gas (GHG) reduction, and the program emphasizes projects that benefit disadvantaged communities. Grant awards can range from \$150,000 to \$1.5 million, depending on the category.

Evaluation: These funds are intended for capital projects that meet the funding criteria and are not intended for property acquisition.

CA Wildlife Conservation Board

California Wildlife Conservation Board (Competitive Grant): The Wildlife Conservation Board provides grant opportunities for capital improvement projects to restore or enhance riparian habitats, re-establishing floodplain connectivity, and land and property acquisition for conservation.

Evaluation: Local governments are eligible to apply for riparian grants, though the program does not provide funding for maintenance or mitigation projects. Acquisitions made through this program must be made on a "willing seller" basis pursuant to a fair market value appraisal. The focus of land acquisition is for biologically valuable land, which will differ depending on the site.

CA Land & Water Conservation Fund

California Land and Water Conservation Fund (Competitive Grant): These grants provide funding for the acquisition or development of land to create new outdoor recreation opportunities.

Evaluation: The next application period will be in 2022. It is unknown whether this funding source can be used to acquire property through eminent domain.

Possible Federal Funding Sources

LWCF Grant

Federal Land and Water Conservation Fund (Competitive Grant): Land and Water Conservation Fund (LWCF) grants provide funding for the acquisition or development of land to create new outdoor recreation opportunities for the health and wellness of Californians. Localities that are interested in applying for the grant must go through their state. However, the National Park Service decides which projects receive grants. Each state may nominate up to four proposals that the National Park Service will select for this funding round. This is why the LWCF program states that once a funded project is complete, the land within the approved 6(f)(3) boundary map is considered under federal protection. This protection helps preserve outdoor recreational use of the site in perpetuity. Since 1965, over one thousand parks throughout California have been created or improved with LWCF assistance.

Evaluation: Ineligible acquisition costs include 1) cost for land acquired through eminent domain or condemnation; 2) acquisitions where the purchase price is greater than appraised value; 3) costs to fulfill any mitigation requirements imposed by law (PRC §80020); and 4) costs incurred outside the grant performance period.

Build Back Better Program

Build Back Better Program (Funding Unknown): President Biden has announced a Federal infrastructure program, Build Back Better, designed to create jobs through the implementation of public infrastructure projects. Depending on the eligible infrastructure projects under the Program's guidelines, these could include the acquisition and development of new parks and open space in Long Beach or improving existing parks in park-poor communities.

Evaluation: Funding Program sources, eligibility, and guidelines have yet to be released. This is possible future funding, which may or may not allow of acquisition or development of new parks and open space.

Possible Funding Sources

Public Private Partners

Certain private equity partners (institutional capital, including those raised by pension funds) specialize in acquiring and cleaning up environmentally impaired sites and then developing them into whatever a City has identified in a master plan. These public-private partnerships can be rare and are dependent on the return on investment for the private equity partners.

Development Agreements

In some instances, typically for large, phased developments, the City can enter into a development agreement with project proponents. Development agreements are contracts negotiated between project proponents and public agencies that specify the public benefits the project proponents are responsible for providing, in addition to the land use and development rights associated with a particular site. Although subject to negotiation, allowable land uses must be consistent with the local planning policies formulated by the legislative body through its general plan, and consistent with any applicable specific plan. Neither the applicant nor the public agency is required to enter into a development agreement. When they do, the allowable land uses and other terms and conditions of approval are negotiated between the parties, subject to the public agencies' ultimate approval. While a development agreement must advance the agencies' local planning policies, it may also contain provisions that vary from otherwise applicable zoning standards and land use requirements. The development agreement is essentially a planning tool that allows public agencies greater latitude to advance local planning policies, sometimes in new and creative ways. In sum, a development agreement is a tool that can be used in conjunction with the traditional development approval process. The City has a history of entering into Development Agreements with private developers, in particular where additional park improvements were negotiated. One example is the development of Molina Park, the development of which was a condition of a development agreement with the private developer at the adjacent housing development RiverPark. This park was otherwise unfunded by the City, having been previously a project anticipated to be funded by the former Redevelopment Agency.

Possible Funding Sources

Sponsorship

Park agencies have established park sponsorship programs that include standard levels of sponsorships that exchange naming, typically of a building or amenity, for a financial contribution based on the value of brand recognition and impressions of the name on public signage. Sponsorships may include a one-time contribution or an annual contribution over a series of years. For example, in Chicago the Lollapalooza music festival is sponsored by a collection of private entities that pay for the cost of the event in exchange for advertising rights and the event generates close to \$3 million for the Chicago Parks District. Long Beach Parks, Recreation and Marine has a sponsorship policy, which is being updated in preparation for sponsorship opportunities to fund ongoing operations and maintenance of Lincoln Park.

Park Endowment

Like educational institutions, cultural institutions, and service-oriented organizations, many large park agencies or their conservancies have set up park endowments. These endowments are typically organized as a trust account that is designed to keep the principal amount intact while using annual interest earnings for capital, operations, or maintenance needs in a park system. The non-profit or park conservancy that manages often drives fundraising through capital fundraising campaigns or matching large donor gifts and endowments and accept both one-time and ongoing contributions by donors, including funding from an estate or an annuity.

Port of Long Beach

Port of Long Beach Community Grants Program (Competitive Grant): Funding provided to City and/or non-profit groups for a series of funding categories intended to offset Port-related impacts related to air quality, noise, traffic, and water quality.

Evaluation: Eligible costs limited to specific projects that reduce greenhouse gas emissions to offset Port impacts. Future rounds of funding may include trees and landscaping and park development.

PARK DEVELOPMENTMENT TIMELINE



Given that most properties acquired for parkland are undeveloped, they require that the City create a park from scratch. This requires a considerable inclusive community engagement effort and a park development process, which funding is needed to complete. The process below describes a typical park development process, the timeline and highlights several recent park development examples.

1.PARK VISION PLAN

A Park Vision Plan is the first step to identifying a concept for an acquired property for new parkland. A Park Vision Plan process begins with the community reviewing existing conditions of the site and the neighborhood, identifying the priorities for park amenities, and creating a concept for the new open space. Park Vision Plans are approved by the Parks and Recreation Commission and City Council, which provides the direction to move forward to implement the Vision Plan.

AVERAGE PARK VISION PLAN TIMELINE



8 - 10 months

RECENT EXAMPLES

MacArthur Park Vision Plan	DeForest Park Vision Plan
8 months	10 months

2.PARK DESIGN


A Park Design is the second step that creates a technical park design. The Park Design details the park layout and identifies the location of park amenities, landscaped areas, buildings, park circulation and public access. A part of the Park Design is CEQA environmental clearance for the park development project. The Park Design is presented to Planning staff through the Site Plan Review process and the specific park development project is approved by the Parks and Recreation Commission.

Once the park design is approved, construction drawings are prepared. Construction drawings detail the technical specifications of the new open space or amenity and outline specific fixtures, finishes, products, measurements, and architecture. and identifies the location of park amenities, landscaped areas, buildings, park circulation and public access.

Construction drawings are submitted for plan check and regulatory and City permits are secured for the park development project. The construction drawings are also used to put the park development project out to bid. Once a contractor is competitively selected, the construction drawings and specifications are presented to

The City Council for approval of plans and specifications and award of construction contract.

This is estimated to take approximately seven to 12 months, depending on the complexity of the proposed park project.

AVERAGE PARK DESIGN TIMELINE		RECENT EXAMPLES	
		Red Car Greenbelt	Houghton Park Center
7 - 12 months		7 months	12 months

3.CONSTRUCTION

Construction is the final step of the park development process. Project construction builds the new park or amenity according to the construction drawings and project specifications. The contractor fences the park or construction area, brings in construction materials and the park amenities, landscape, hardscape and park fixtures are installed. The construction is inspected periodically throughout the construction process. This is estimated to take approximately six to 18 months, depending on the complexity of the proposed park project.

AVERAGE PARK CONSTRUCTION TIMELINE		RECENT EXAMPLES	
		Red Car Greenbelt	Houghton Park Center
6 - 18 months		10 months	16 months

**This construction timeline does not include time for any plant establishment period, which can take 90 or 120 days or longer, depending on planted species and grant grow-in requirements.*

GRANT FUNDING TIMELINE IMPACTS

The four steps of park development detailed above are only made possible when grant or other funding has been secured in advance. The process of soliciting grant funding, particularly competitive grants, can take years and often comes in phases. This is an important detail to note because securing grant funding can significantly extend a project timeline, creating stops and starts to the park development process when funding is not secured for the next step of the process. Here are two recent examples of securing grant funding.

AVERAGE GRANT FUNDING TIMELINE

DeForest Wetlands

\$8,500,000 = 11 years

AVERAGE GRANT FUNDING TIMELINE

Wrigley Greenbelt

\$1,625,000 = 9 years

AVERAGE GRANT FUNDING TIMELINE

Davenport Park Expansion

\$2,016,000 = 5 years

AVERAGE GRANT FUNDING TIMELINE

Red Car Greenbelt

\$1,150,000 = 6 years

INCLUSIVE COMMUNITY ENGAGEMENT TIMELINE IMPACTS

An inclusive and meaningful engagement process ensures that our parks and public spaces are created by the people they are intended to serve. This is particularly important when certain communities may feel that past community engagement attempts have fallen short in representing and reaching people who have experienced many types of inequities and are at the highest risk of living in poor environments and experiencing negative health outcomes (e.g. people of color, low-income communities, people with physical and cognitive disabilities, etc.). Equitable and inclusive community engagement is an ongoing and proactive process of working collaboratively with all people in a community to build relationships and capacity, create solutions and foster a sense of ownership of public parks through the planning, design, construction, maintenance, and activation of park spaces. This level of engagement and meaningfully translating materials into Spanish, Khmer, and Tagalog can add time to a park development process. In addition to the City's Equity Toolkit and co-creating engagement processes with the community, the following tools are used to inform community engagement for park development processes:

- [NRPA Community Engagement Resource Guide](#)
- [CA Parks for All Community-Based Planning Guide](#)
- [NPS Healthy Parks Healthy People Community Engagement Guide](#)

LONG-TERM CONSIDERATIONS FOR PARK ACQUISITION



EQUITABLE PARK MAINTENANCE AND OPERATIONS

At such time parkland is acquired and developed, an even greater task is adequately annually funding the ongoing operations, programs and maintenance of park land to ensure safety, playability and public access. The intent is that any newly acquired park would 1) be resourced equitably so that park maintenance and programming is provided to the same degree as other parks across Long Beach's park system, and 2) be resourced adequately so that the quality of the park does not degrade faster than other parks in Long Beach's park system, inequitably inhibiting playability and access.

Park maintenance for the City's 167 parks and 3,125.2 acres of open space is currently underfunded - the City has a \$20 million park maintenance shortfall, there is only funding for 40% of the water needed for the total landscaped park acreage, there is no annual park tree trimming budget and 14,000 of the City's 29,000 trees are dead, diseased or dying. Historically, this has meant that each new park that has come online has caused the same park maintenance budget to be spread across a larger amount of park acreage. This has lowered the park maintenance budget per acre and maintenance service levels are at all City parks. Similarly, park operations and programming has been impacted by budget cuts, including the closure of several park community center sites and reduced service hours at others. This has meant that each new park that has come online does not have assigned staff or staff-led programs and many new park sites have been difficult to program through partners or contract class providers because these new parks do not have community centers or restrooms needed to support programming, making it difficult for instructors to draw participants.

**AVERAGE
PARK MAINTENANCE
COST PER ACRE**

\$16,300



**AVERAGE
PARK OPERATIONS
COST PER ACRE**

\$7,300



**LONG BEACH
PARK MAINTENANCE
COST PER ACRE**

\$5,000

**LONG BEACH
PARK OPERATIONS
COST PER ACRE**

\$5,025



**30% of
industry average**



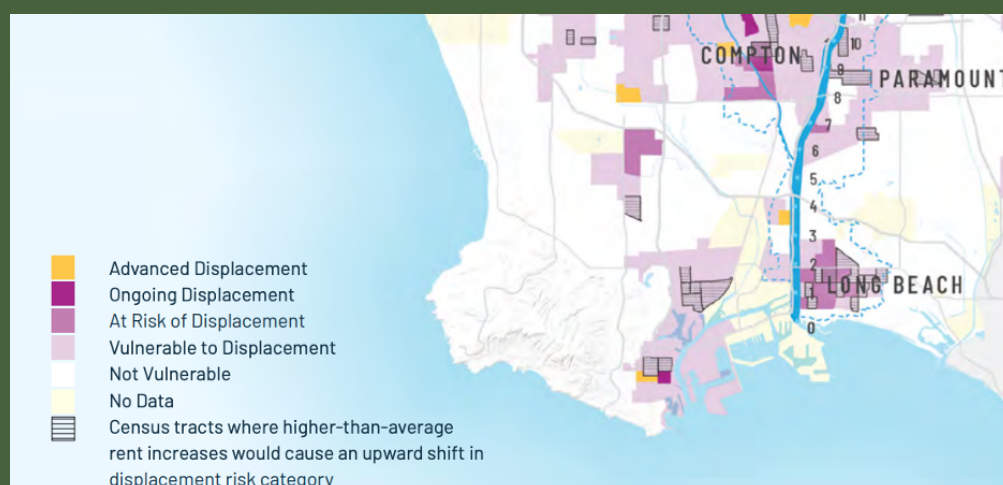
**69% of
industry average**

DISPLACEMENT AND GENTRIFICATION

Several recent studies have shown that the development of new parks and open space can be a contributing factor to displacement. One study from the University of Utah and the University of Colorado studies 10 cities (New York, Los Angeles, Chicago, Houston, Philadelphia, Seattle, Denver, Austin, Albuquerque, and Portland) and the role of urban parks and green spaces in gentrification over 15 years from 2000 to 2015, a period during which the back-to-the city movement accelerated gentrification. This study revealed that being located within a half-mile of a new greenbelt park increases the odds that a neighborhood will gentrify by more than 200 percent and parks located closer to downtown also play a larger role in gentrification, increasing the odds that a neighborhood will gentrify by about 90 percent. The study suggests that cities should make concerted efforts to proactively address gentrification around new greenbelts or downtown adjacent parks, including policies and provisions for more affordable or inclusionary housing in neighborhoods surrounding these parks and efforts to create employment for less advantaged residents in the parks, or in developments that appear alongside them.

Los Angeles County has already included anti-displacement into its funding for new park projects. The County's Regional Parks and Open Space District (RPOSD) attached a series of requirements onto its 2018 ballot measure establishing a tax to fund parks and recreation areas (County Measure A). Also, for cities to be eligible for competitive grants from County Measure A grant funding must show their city has approved anti-displacement policies and programs.

The LA River Master Plan also includes a Displacement Index that combines a variety of socioeconomic indicators to measure the risk of displacement based on 2017 research by the Urban Displacement Project, an initiative of the University of California at Berkeley. The LA River Master Plan identified Long Beach as having a very high need for displacement strategies to offset the impact of development of new parks and open space along the LA River. Future development is anticipated to have to protect current residents so that they may remain to enjoy the benefits the new parks and open space may bring without being priced out of the neighborhood.



POSSIBLE NEXT STEPS

There are several next steps that are critical to provide direction and lead to the successful acquisition of opportunity sites for parks.



Acquisition Policy and Next Steps

To get direction on park acquisition efforts, an item is recommended to be presented to the City Council that outlines the City's acquisition policy and associated acquisition strategy that lays out the anticipated acquisition goals, funding commitments (for match for future grant applications), along with funding for pre-grant community engagement and staffing costs necessary to be eligible and competitive for future grant funding. Cities/Counties like San Francisco, San Mateo, Santa Clara, and even the State of California and the National Park Service have open space acquisition policies that guide investment decisions.

Real Estate and Land Use Next Steps

To fully understand costs of acquisition, professional services for acquisition would need to be funded. An appraisal from a certified appraiser would be required to identify comparable property sales, land use issues and evaluate the fair market value of each specific property. Environmental site assessments, conducted by Professional Geologists, would be procured to identify any potential contamination, clean up issues and cross-reference each site with the California Department of Toxic Substances Control and California Department of Conservation Geologic Energy Management Division. Further, acquisition consultants may be required if the parcels include any tenants that would require assistance with relocation.

Grant Funding Next Steps

Once due diligence has been conducted on opportunity properties, a funding strategy will need to be prepared. This would outline the projects, sources and budgets that align with available grant dollars and eligible expenses. The Department of Parks, Recreation and Marine has a single staff member dedicated to grant revenue generation, responsible for identifying, writing, accepting, managing, reporting and closing-out grants. The Department would need additional staff support for grant writing, grant management, and required multi-lingual community engagement in advance of any grant funding to successfully secure grants for property acquisition.

Continue County Discussions

Long Beach is currently discussing the possibility of developing open space on an 11-acre LA River-adjacent County property. The City can continue and expand these discussions to other County properties identified as part of the nine opportunity sites.

Identify City-owned Right-of-Way for Additional Park Space

Long Beach could further evaluate the use of public right-of-way to identify new park space, which was not included in this Report. Long Beach has many opportunities to re-envision available public right-of-way to prioritize pedestrians and park-goers by closing streets for parks (like Gumbiner Park) or narrowing driving lanes for adjacent greenbelts (like Hamilton Loop), using railroad infrastructure (like the parks on former Pacific Electric Railroad right-of-way), or activating alleys for additional open space.

APPENDIX



EXHIBIT APPENDIX

- Exhibit 1 - City of Long Beach Park Impact Fee Nexus Study Summary