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Report to Mayor and City Council

Tuesday, February 13, 2018

Workshop

SUBJECT:

JOINT CITY COUNCIL AND PLANNING COMMISSION STUDY SESSION REGARDING THE CARSON 2040 GENERAL PLAN UPDATE

I. SUMMARY

City's General Plan consultant Dyett & Bhatia (D&B) has completed the first major step in the General Plan update process. The attached Existing Conditions Report (Report) is the result of this first step and provides a baseline of information to the City that will be used throughout the General Plan update process, Exhibit 1. This Report will assist the City in establishing the vision, goals and priorities for the General Plan. The staff report summarizes the key findings of this Report. During the workshop D&B will present these findings in more detail to facilitate the discussion and obtain input from the City Council and the Planning Commission. The Report was presented to the General Plan Advisory Committee (GPAC) on February 5, 2018.

II. RECOMMENDATION

1. CONDUCT the joint workshop; and
2. PROVIDE additional input on the General Plan Update

III. ALTERNATIVES

None.

IV. BACKGROUND

Purpose

The purpose of the Joint Session is for City Council and Planning Commission to jointly

discuss key findings of the Existing Conditions, Opportunities and Challenges Assessment, Community Outreach, and the Vision, Goals and Priorities for the General Plan Update.

Based on input from this meeting, staff and the consultant team will prepare a Community Vision and Guiding Principles document. The Vision will be aspirational and the Guiding Principles will confirm existing goals or outline how these will be modified, drawing on the goals that precede policies in the current General Plan, and tailored to reflect the specific issues of this update.

Key Findings - Land Use and Development

- **There are many potential opportunity areas within the Planning Area that could be developed or redeveloped to meet commercial, industrial, or residential needs.**

There are substantial opportunities for new development in the Planning Area. Initial analysis suggests that 1,830 acres of land, or 13 percent of the Planning Area, is either vacant or underutilized.

- **Many vacant sites within the Planning Area are brownfields or have some degree of environmental contamination that would require remediation before development.**

The extent of contamination and required remediation could affect the development potential of some of these sites. Uses such as residential or retail might require a higher degree of remediation than industrial or warehousing uses.

Key Findings - Community Character

- **City form is predominantly defined by key corridors that divide the City into residential, industrial, and commercial clusters.**

The predominance of residential and industrial land uses in shaping City form suggest that both are equally important to the identity of Carson. Therefore, when considering urban design improvements, design (street trees, streetscape, building scale, etc.) should be appropriate to both industrial and residential uses.

- **With corridors providing some of the principal reuse and redevelopment potential, Carson has the opportunity to shape a new identity for many of its key corridors.**

Many of the key corridors throughout the City, including Main Street and Avalon Boulevard, have vacant or underutilized sites that can accommodate new

development. Large opportunity sites near the Planning Area's major freeways can accommodate regional-serving commercial, while smaller opportunity sites further away from the freeway can accommodate redevelopment that will serve the local market. Redevelopment along Main Street, Avalon Boulevard, and the eastern part of Carson Street can continue the momentum of new development along Carson Street to other parts of the City, or take on an entirely new character.

Key Findings - Economics and Demographics

- **Changing demographics may result in new land use demands.**

Carson's population is projected to grow by 16 percent between 2015 and 2040. The General Plan should consider providing sufficient housing, jobs, schools, and amenities to meet the needs of an increased population. More residents will also put a strain on existing infrastructure, including roads, public transit, parks, and utilities. Additionally, between 2010 to 2015, Carson's senior population has grown and the number of children and young adults has decreased.

- **Promote workforce opportunities through land use decisions.**

Unemployment in Carson has decreased from 15.8 percent in 2010 to 6.3 percent in 2017. The majority of jobs within the Planning Area are in manufacturing, transportation and warehousing, and trade, which have experienced job losses in recent years that are projected to continue through 2040. Additionally, the City currently experiences a job surplus compared to its employed population. The number of jobs within Carson is projected to increase by 24 percent between 2015 and 2040, which will further increase its job surplus.

Key Findings - Circulation

- **Carson does not enjoy a comprehensive local or regional transportation system.**

Carson lacks sufficient access to high quality regional mass transit. The Del Amo Blue line station is outside the eastern edge of the City away from residential uses. Planning work continues on the extension of the Green Line from its current terminus at Redondo Beach Station to a new transit center in Torrance. However, there are no other extensions planned through Carson to connect to significant regional attractions such as the StubHub Center and the upcoming Fashion Outlets Los Angeles. The City should play a more active role in connecting the extension of the Green Line from Torrance to the Blue Line east of the City.

More localized transit is provided by several agencies that lack comprehensive

coordination. The Carson Circuit routes are currently under evaluation by the City. The SouthBay Pavilion Transit Center, located in the center of Carson, acts as the hub for the Carson Circuit and other transit providers that serve the City. However, this “transit center” is merely a bus stop along the road. Carson lacks a true transit center. The City should ensure residents are provided with reliable and convenient access to transportation

- **With a large share of the land in the Planning Area devoted to industrial uses, main corridors in the City are frequently used to transport goods.**

The impact of goods movement on streets is of particular concern to the City, and resulted in the City Council passing a temporary moratorium on industrial and warehouse facilities in 2017. Heavy truck traffic creates wear and tear on roadways impacting the experiences of people who also use these roads to drive or travel via bicycle. As part of this General Plan update, the City may consider reevaluating truck routes to reduce damage to roads, adjusting the funding mechanisms used to pay for road upkeep, or some other alternatives. The 2016 Pavement Management Program identified a \$92.9 million in street repair backlogs. The City is currently exploring alternative funding sources to address this shortfall, Exhibit 2.

Key Findings - Environmental Constraints and Opportunities

- **Due to its location within the South Coast Air Basin, proximity to major roadways, and prevalence of heavy industry Carson is in non-attainment status for several air quality attainment standards.**

Despite having significant stationary sources of air pollution, Carson lacks an AQMD air monitoring station within City Limits. This issue alone raises significant environmental justice issues. According to 2012 through 2016 monitoring data for the South Los Angeles County Coastal area, in which the City is located, the area exceeded the State 8-hour ozone standard in 2014, the State 24-hour PM10 standard in 2016, and the State 24-hour PM2.5 standard in 2012. In addition, due to emissions from diesel engines, mobile sources, and stationary sources, the estimated cancer risk in Carson is between 1,100 to 1,400 cancers per million. When considering future land use planning, the City should focus on compatibility of industrial and residential uses in order to reduce residential exposure to mobile- and stationary- source emissions associated with highways and industrial uses. In addition, the City should work with transportation authorities to encourage alternatives to automobile travel to reduce harmful emissions.

- **Environmental hazards are present throughout the Planning Area, including storage and transportation of hazardous materials that should be mitigated in order to prevent fires, exposure to toxic chemicals, and pollution due to the transportation of hazardous materials.**

Minimize the threat to public health and safety and the environment through strict enforcement of rules and regulations and by working closely with first responders. Minimize the threat of a release of hazardous materials through strict enforcement

of rules and regulations, monitoring business operations which handle hazardous materials through the permitting process, and identifying emergency procedures and evacuation routes.

Key Findings - Public Facilities and Services

- **Parks, recreational facilities, and community facilities should reflect the needs of a growing and changing population.**

The City should continually assess whether existing parks, recreational facilities, and community facilities suit resident needs as demographics and community priorities change over time.

- **Major opportunity sites can be developed as new parks and community facilities.**

Some of the vacant and underutilized sites can be redeveloped as parks, open spaces, recreational areas, or community facilities. In addition, the right-of-way along the Dominguez Channel can potentially become a transportation corridor for pedestrians and bicyclists. Furthermore, there are several existing community facilities that can be redeveloped to better serve the future population.

Key Findings - Environmental Justice and Public Health

- **Carson's industrial history has led to public health and environmental justice challenges. The City must prioritize minimizing existing exposure and clean industrial growth in the future.**

Local industry, manufacturing, and refineries, as well as trucks going through Carson to the ports of Los Angeles and Long Beach, contribute to air pollution that can compromise the health of its residents. The industrial economy is a cornerstone of Carson's land use and history, and the General Plan should address how it can continue in a way that decreases health impacts. Some options to consider include mitigation and clean-up measures, buffers between industrial and residential areas, and encouraging cleaner technologies and modern facilities that minimize emissions. Carson should pursue programs to monitor air pollution in real time. Carson should also consider obtaining assistance with public health programs.

- **Carson has the opportunity to create an urban environment that is walkable and well served by public transit.**

Currently, most of Carson is within walking distance to transit, which improves access to schools, parks, retail areas, and more. As new, denser development continues, and Carson's population grows, maintaining walkability and access to, as well as service levels of, transit is key. One area where Carson is currently lacking citywide access is neighborhood retail, especially grocery stores. Neighborhoods in the eastern portion of the Planning Area are mostly served by neighborhood markets and lack a full-service grocery store, while the northern part of the Planning

Area, including the CSU Dominguez Hills area, lacks both. Attracting grocery stores, neighborhood markets, and other types of neighborhood-serving retail to new developments can increase walkability and accessibility, improving public health.

Next Steps

The General Plan project team is continuing to implement the community outreach program as well as develop the Community Vision and Guiding Principles document.

- The General Plan Advisory Committee (GPAC) met on September 27, 2017 and February 5, 2018. The next GPAC meeting is scheduled for March 5, 2018.
- The first community workshop was held on November 9th to solicit input on the community vision. The next community workshop is planned in May.
- Numerous pop-up events are planned at larger community events to inform the public about the project and solicit input.

Staff and the consultant team will continue to seek and receive input from the community on General Plan Update and work to complete the project by May 2019.

V. FISCAL IMPACT

None.

VI. EXHIBITS

1. Executive Summary Existing Conditions Report
2. Update on Grant Funding for Truck Impacted Streets

Prepared by: Richard Rojas, AICP, Senior Planner



Existing Conditions Report

January 2018

Executive Summary

Prepared by

DYETT & BHATIA
Urban and Regional Planners

with

Fehr & Peers
Environmental Science Associates

EXHIBIT NO. 1



Executive Summary

The City of Carson is preparing an update of its General Plan, which will establish the City's overall approach to development, transportation, environmental quality, and other key topics through 2040. The city's current General Plan dates to 2004, and needs to be updated to reflect opportunities, challenges, and approaches that have emerged in recent years.

The Existing Conditions Report represents one of the first major steps in the General Plan update process. The report provides a baseline of information that will be used at multiple stages throughout the process. This Executive Summary provides an overview of key findings contained within the Existing Conditions Report.

Role of the General Plan

The general plan is a statement of the community's vision of its long-term or ultimate physical form and development policies. The State of California mandates that "...each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning." (Govt. Code 65300). A city's general plan has been described as its development constitution – the set of policies within which development regulations and decisions must fit.

The State mandates that all general plans cover at least seven "elements": land use, circulation, housing, conservation, open space, noise, and safety. In addition, a city or county may include other "optional" elements; examples of these that jurisdictions have adopted include air quality, health, sustainability, community design, economic development, energy, water and wastewater, and parks and recreation. All elements, regardless of whether they are mandatory or optional, carry equal weight.

The general plan must be "internally consistent;" that is, it should "...comprise an integrated, internally consistent and compatible statement of policies for the adopting agency." (Govt. Code 65300.5). Furthermore, all actions relating to physical development need to be consistent with an adopted general plan. This requirement implying "vertical consistency" means that subdivisions, capital improvements, development agreements, specific plans, zoning, and other land use regulatory actions must be consistent with the general plan.

GENERAL PLAN UPDATE PURPOSE

The purpose of the Carson General Plan update is to:

- Establish a long-range vision that reflects the aspirations of the community and outlines steps to achieve this vision;
- Establish long-range development policies that will guide City departments, as well as Planning Commission and City Council decision-making;
- Provide a basis for judging whether specific development proposals and public projects are in harmony with plan policies;
- Plan in a manner that meets future land needs based on the projected population and job growth;
- Allow City departments, other public agencies, and private developers to design projects that will preserve and enhance community character and environmental resources, and minimize hazards; and
- Provide the basis for establishing and setting priorities for detailed plans and implementing programs, such as the zoning ordinance, subdivision regulations, specific and master plans, and the Capital Improvement Program.

Existing Conditions Report

The Existing Conditions Report will be provided in two volumes. Volume 1 of this report provides information on existing conditions as of December 2017 in the Planning Area, which consists of land within City limits and adjacent areas within its Sphere of Influence (SOI), as well as an analysis of implications these issues will have on the planning process. Volume 2, which will be released in Spring 2018, will include information on vehicles miles traveled, traffic conditions, and noise related to transportation. The Existing Conditions Report will subsequently be used as a basis for facilitating community input on planning issues, priorities, and visions for the future; preparing alternative land use and transportation planning scenarios; formulating policies and implementation actions for the General Plan; and creating the environmental setting portion of the Environmental Impact Report for the General Plan.

Key Findings and Planning Considerations

One of the main purposes of the Existing Conditions Report is to distill planning considerations that should be addressed as the General Plan update process moves forward. Key findings, written in bold type, are important attributes of the Planning Area identified in this Existing Conditions analysis. Following each key finding is an analysis of planning considerations, which examine the ways in which findings may impact decisions that will be made during the General Plan update process. While the key findings and planning considerations listed below are organized by sections of this report, many are cross-cutting and may be applicable to more than one topic.



LAND USE AND DEVELOPMENT

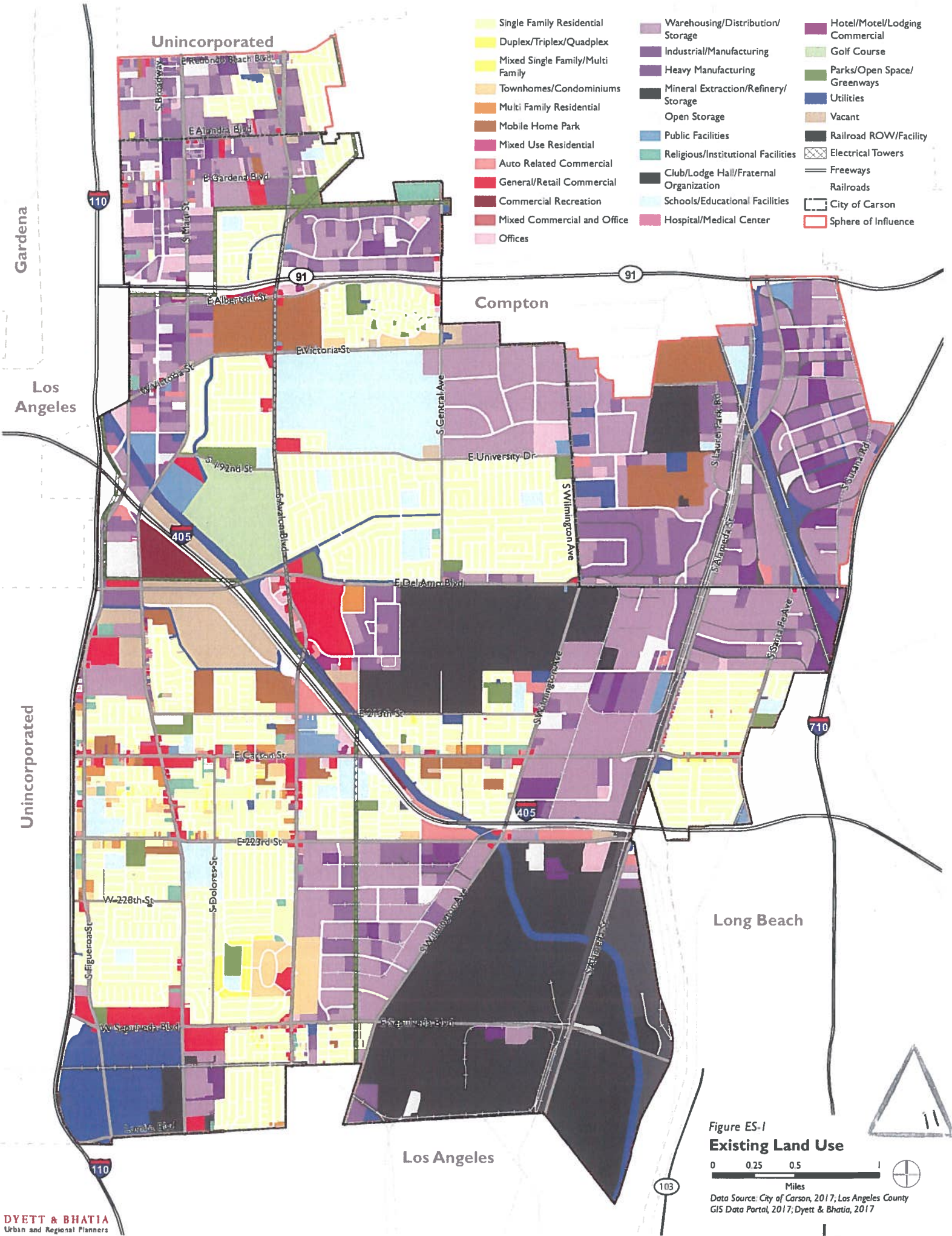
- **The Planning Area's two most predominant existing land uses are industrial and residential.**

Nearly half of the Planning Area is made up of existing industrial uses. An additional quarter is residential, of which single-family residential is the predominant housing type. Both of these land uses are vital to Carson's identity and are growing. The General Plan should consider future demand, development, and design guidelines for these two land uses.

- **Carson's Sphere of Influence (SOI) has a greater proportion of industrial uses than the city itself and differing housing composition.**

The SOI consists predominantly (75 percent) of industrial uses. There are also pockets of mobile home parks, but not many areas of single-family residential use. Many of these mobile home parks are surrounded by industrial uses and are isolated from residential neighborhoods, or commercial and retail centers. The future of the mobile home uses in the unincorporated areas and the City's position on annexation of land may consider different uses for these areas that would need to be explored as part of the General Plan update.





- **Carson has several specific plans and a Vision Plan that outline goals and concepts for development in certain areas of the city. The information in these plans should align with the General Plan update.**

Though adopted in 2006, the Carson Street Mixed-Use Master Plan is still being implemented and focuses on pedestrian-friendly development. The Carson Vision Plan (2016) outlines an overall land use vision for over 800 acres of retail, commercial, and industrial parcels. Included in the Vision Plan is the 168-acre proposed Boulevards at South Bay development, which is further elaborated on in the Specific Plan adopted in 2006 and updated in 2011. Other specific plans still pertinent to Carson's development are the Avalon Specific Plan and the Panama Specific Plan. Current and relevant information within these existing plans should be incorporated into the General Plan update. If applicable, the General Plan should provide updated information and goals for these neighborhoods as well as other areas covered under more outdated documents.

- **A substantial amount of new development, including housing, warehousing, hospital/medical, retail, and commercial, is currently under construction or planned within the Planning Area.**

Approximately 2.2 million square feet of building area, on over 295 acres of land, is under construction, approved, or under review within Carson. Additionally, nearly 900 new multi-family housing units are also in pipeline. This development pattern could be an opportunity to create a denser, pedestrian-oriented city. Some of this new development has received planning approval to exceed zoning code height requirements through a specific plan process.

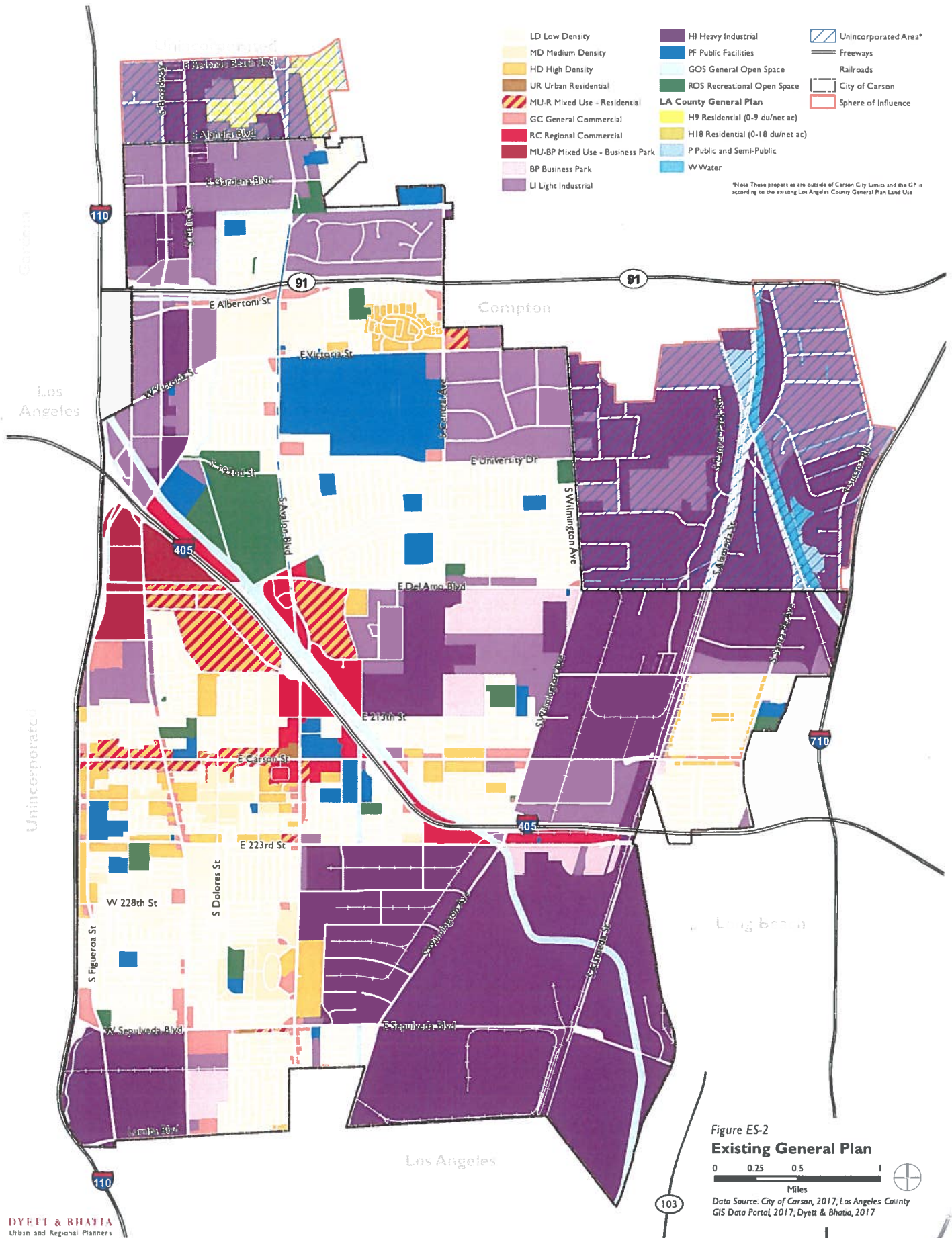
- **There are many potential opportunity areas within the Planning Area that could be developed or redeveloped to meet commercial, industrial, or residential needs.**

There are substantial opportunities for new development in the Planning Area. Initial analysis suggests that 1,830 acres of land, or 13 percent of the Planning Area, is either vacant or underutilized based upon the Assessed Value ratio and 1,180 acres have development with a low floor area ratio (FAR). These sites present opportunities for new development or redevelopment. However, many of the sites with the lowest FAR and AV ratios are industrial uses, and while there is potential for denser development, it may not add significant value across all locations. Additionally, many sites along Carson's major commercial corridors are approaching the current maximum allowed FAR. If these locations are identified as priority areas for redevelopment, increasing the allowable FAR for certain commercial zones could significantly increase the number of opportunity sites.

- **Many vacant sites within the Planning Area are brownfields or have some degree of environmental contamination that would require remediation before development.**

The extent of contamination and required remediation could affect the development potential of some of these sites. Uses such as residential or retail might require a higher degree of remediation than industrial or warehousing uses.





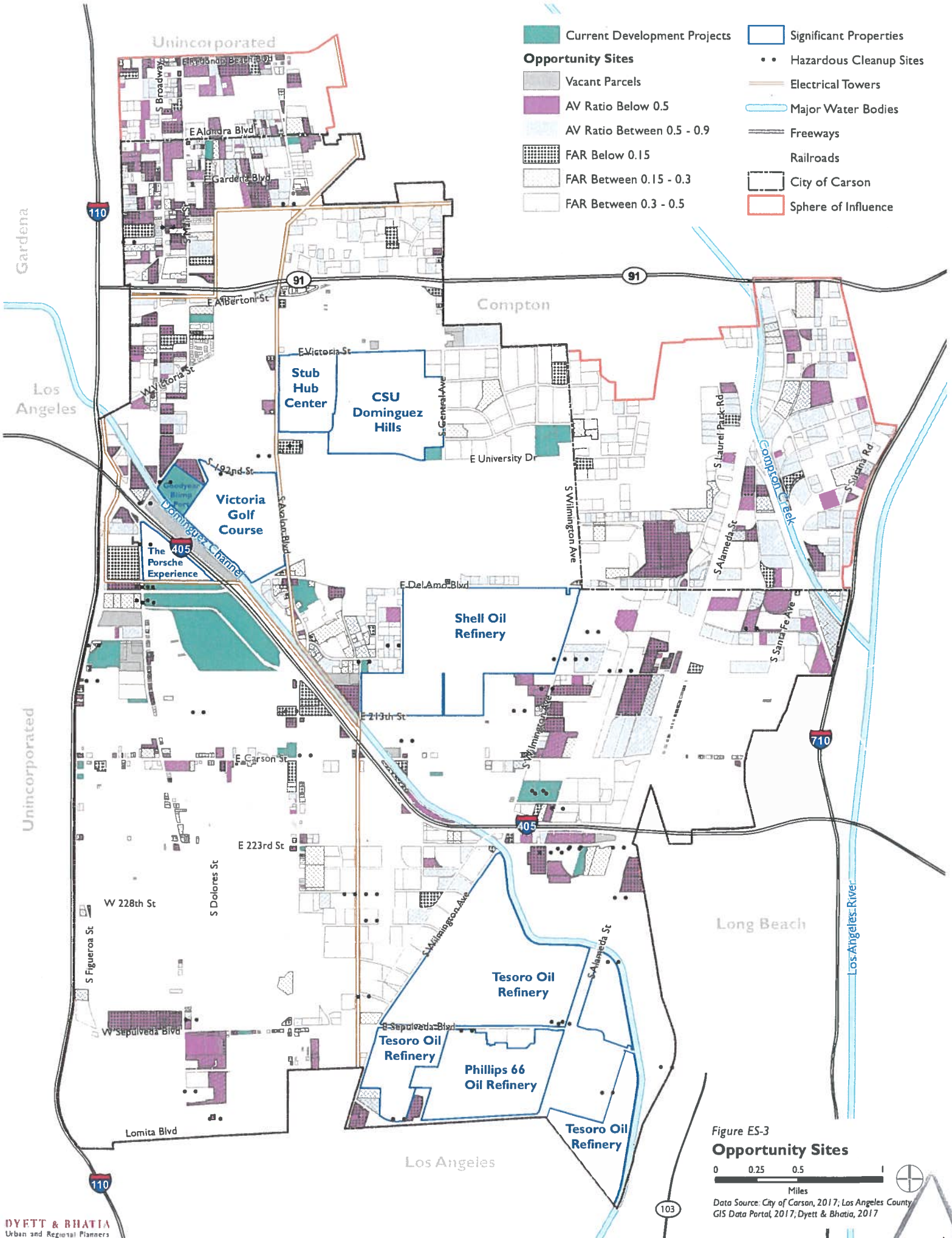


Figure ES-3
Opportunity Sites

0 0.25 0.5 1
 Miles

Data Source: City of Carson, 2017; Los Angeles County GIS Data Portal, 2017; Dyett & Bhatia, 2017

COMMUNITY DESIGN AND CHARACTER

- **Urban design and streetscape improvements along Carson Street create a strong sense of place.**

Signage, landscaping, streetscape, and street furniture improvements along Carson Street, together with new development, is shaping a downtown-like identity for the corridor, and making this area feel welcoming to bicyclists and pedestrians. In addition, street signage and furniture branded with the Carson logo visually reinforces Carson's identity. Incorporating these improvements on other corridors may create a more distinctive Carson streetscape identity throughout the city.

- **New residential and mixed-use structures are generally being built at a higher densities relative to existing development in the Planning Area.**

Many new multi-family residential and mixed-use structures, such as the pipeline buildings at 21721 Moneta Avenue, 402 East Sepulveda Boulevard, 21205 South Main Street, 600 West Carson Street, and 20330 South Main Street are being built at densities higher than 20 dwelling units per acre. Because most of Carson's existing residential development contains less than 20 dwelling units per acre, these new buildings will likely occupy a greater portion of their lots and be taller than most existing residential development. The City continually needs to assess where and under what circumstances denser structures are appropriate in order to ensure their design is contextual to their surroundings.

- **City form is predominantly defined by key corridors that divide the city into residential, industrial, and commercial clusters.**

The predominance of residential and industrial land uses in shaping city form suggest that both are equally important to the identity of Carson. Therefore, when considering urban design improvements, design (street trees, streetscaping, building scale, etc.) should be appropriate to both industrial and residential uses. In addition, commercial uses most often line key corridors, and form edges to industrial and residential uses. Commercial uses and their design should also be compatible with nearby industrial and residential uses.

- **The urban core of Carson has a wide range of residential densities, street patterns and block sizes. Master planned neighborhoods have a more consistent character throughout.**

Because Carson's residential neighborhoods near the core of the city (between roughly 213th Street and 223rd Street) have a mix of housing types, residential density, and lot sizes, a variety of sizes and scales of new housing types (single-family, apartment structures, townhomes, two-flats, etc.) would fit into the character of this area. At the same time, this variety also means these neighborhoods do not have a consistent look and feel. In contrast, many newer neighborhoods, such as Dominguez Hills Village, have more consistent building heights, parcel sizes, and housing types throughout because they were planned all at one time. For future residential development, the City should determine whether new neighborhoods should replicate the mixed character of the urban core or the consistent character of master planned neighborhoods.



- **With corridors providing some of the principal reuse and redevelopment potential, Carson has the opportunity to shape a new identity for many of its key corridors.**

Many of the key corridors throughout the city, including Main Street and Avalon Boulevard, have vacant or underutilized sites that can accommodate new development. Large opportunity sites near the Planning Area's major freeways can accommodate regional-serving commercial, while smaller opportunity sites further away from the freeway can accommodate redevelopment that will serve the local market. Redevelopment along Main Street, Avalon Boulevard, and the eastern part of Carson Street can continue the momentum of new development along Carson Street to other parts of the city, or take on an entirely new character.

ECONOMIC AND DEMOGRAPHIC OVERVIEW

- **Carson is entering a new development phase after a low-growth period in the city.**

The majority of Carson's building stock is older; however, significant new development of housing, retail, and industrial space has picked up in recent years. Proposed, approved, and under construction projects will continue this growth trend into the future. Increasing the amount of and updating the building stock within Carson has the ability to absorb more population growth, employment, and contribute to the city's economy.

- **Carson's landscape is largely dominated by industrial uses, which are projected to continue growing.**

Historically, Carson's industrial, warehousing, and refinery uses have helped shape its identity and have significantly contributed to the city's economy. Industrial vacancy rates in the city remain low and more supply is being added. Carson's industrial sector should address trends in the shifting typology of industrial and manufacturing uses, including a greater need for warehouse space, and include flexible spaces that can change over time.

- **Diversify the types of retail and office space.**

The General Plan should address types of retail and office spaces and uses that may increase spending and decrease vacancy rates. Leakage has been reported in the clothing, restaurant, movie theater, and grocery store sectors, which may be opportunities for future development within the Planning Area, especially in high-visibility regional corridors.

- **California State University Dominguez Hills is planning to increase enrollment through 2040, which presents an economic opportunity for Carson but poses challenges as well.**

With plans to increase the student population by over 40 percent over the next 20 years, the CSU Dominguez Hills campus will have to update many of its facilities, increase jobs and housing, and provide amenities to attract students and faculty to the campus. This expansion provides an opportunity for Carson to capitalize on this growth by providing housing, retail, restaurants, a grocery store and other desirable uses near the campus. A higher education institute also provides opportunities for collaboration with employers and can foster new businesses. There is currently a dispute between the City and the University over the environmental impacts of the proposed development on the campus,



how to mitigate the impacts, and the City's request to be the lead agency for the project. The City may wish to plan for a "University District" that addresses how to capitalize on the university's plans.

- **Changing demographics may result in new land use demands.**

Carson's population is projected to grow by 16 percent between 2015 and 2040. The General Plan should consider providing sufficient housing, jobs, schools, and amenities to meet the needs of an increased population. More residents will also put a strain on existing infrastructure, including roads, public transit, parks, and utilities. Additionally, between 2010 to 2015, Carson's senior population has grown and the number of children and young adults has decreased. An older population may require affordable housing or assisted living, handicap accessible facilities, or medical offices.

- **The Planning Area has a higher median household income and fewer people living in poverty compared to Los Angeles County.**

Generally, Carson's households have higher incomes than many places in Los Angeles County. This could be due to the availability of jobs both in the Planning Area and surrounding cities or the higher household size within the city, assuming that multiple household members are employed. Higher incomes mean that Carson may be able to increase spending within its commercial areas if it can meet the needs of local residents.

- **Promote workforce opportunities through land use decisions.**

Unemployment in Carson has decreased from 15.8 percent in 2010 to 6.3 percent in 2017. The majority of jobs within the Planning Area are in manufacturing, transportation and warehousing, and trade, which have experienced job losses in recent years that are projected to continue through 2040. Additionally, the city currently experiences a job surplus compared to its employed population. The number of jobs within Carson is projected to increase by 24 percent between 2015 and 2040, which will further increase its job surplus. The General Plan may address attracting jobs in the health and education fields, which are major employers of Carson residents and predicted to have the largest growth between now and 2040.

CIRCULATION

- **The General Plan update process is an opportunity for the City to identify strategic long-term improvements to its roadway network.**

As of 2017, the City plans to improve the roadway network by repaving roads, introducing a Rapid Bus Priority System, planting trees, and widening roads, but budgetary restraints limit the amount of improvements that can be made in the short-term. Because the General Plan will set a vision for the City through 2040, the City may consider identifying long-term strategies and priorities for transportation network improvements in the General Plan.

- **Carson has 13.3 miles of bicycle lanes and seeks to significantly expand the breadth of this network.**

There are a few existing bike lanes in the city. However, a wide-ranging bicycle network with several bicycle facility types is proposed in the Master Plan of Bikeways (2013), including Class I bike paths along the entire extent of Dominguez Channel, as well as in other locations. The City should consider adopting General Plan policies that will support the extension of this bicycle network. Supporting the extension of this network may encourage alternative modes of transportation and active lifestyles.

- **Carson does not enjoy a comprehensive local or regional transportation system.**

Carson lacks sufficient access to high quality regional mass transit. The Del Amo Blue line station is outside the eastern edge of the City, away from residential uses. Planning work continues on the extension of the Green Line from its current terminus at Redondo Beach Station to a new transit center in Torrance. However, there are no other extensions planned through Carson to connect to significant regional attractions such as the StubHub Center and the upcoming Fashion Outlets Los Angeles. The City should play a more active role in connecting the extension of the Green Line from Torrance to the Blue Line east of the city.

More localized transit service is provided by several agencies that lack comprehensive coordination. The Carson Circuit routes are currently under evaluation by the City. The SouthBay Pavilion Transit Center, located in the center of Carson, acts as the hub for the Carson Circuit and other transit providers that serve the city. However, this "Transit Center" is merely a bus stop along the road. Carson lacks a true Transit Center. The City should ensure residents are provided with reliable and convenient access to transportation.

- **With a large share of the land in the Planning Area devoted to industrial uses, main corridors in the city are frequently used to transport goods.**

The impact of goods movement on streets is of particular concern to the City, and resulted in the City Council passing a temporary moratorium on industrial and warehouse facilities in 2017. Heavy truck traffic creates wear and tear on roadways, impacting the experiences of people who also use these roads to drive or travel via bicycle. As part of this General Plan update, the City may consider reevaluating truck routes to reduce damage to roads, adjusting the funding mechanisms used to pay for road upkeep, or some other alternative.



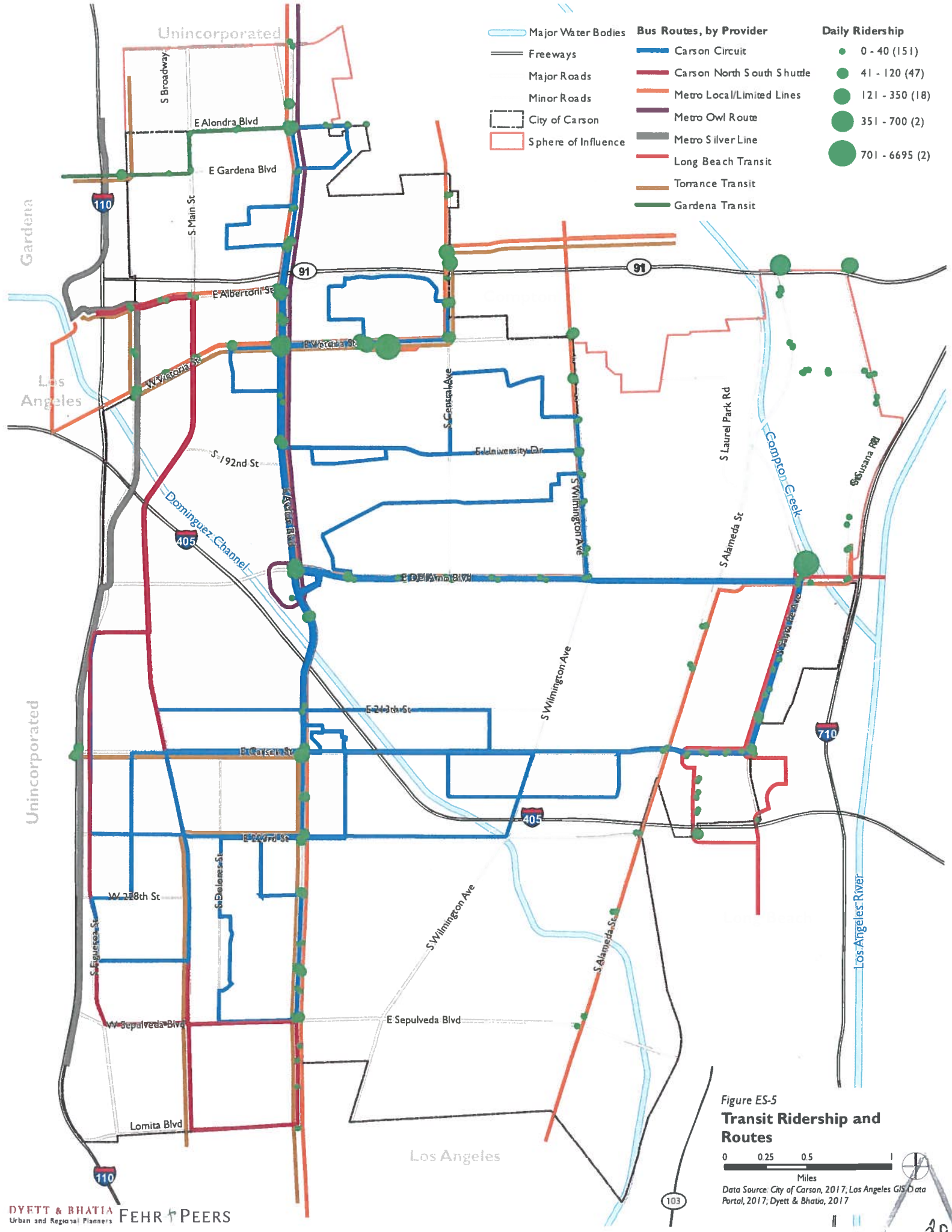


Figure ES-5
Transit Ridership and Routes

0 0.25 0.5 1
 Miles

Data Source: City of Carson, 2017; Los Angeles GIS Data Portal, 2017; Dyett & Bhatia, 2017

ENVIRONMENTAL CONSTRAINTS AND OPPORTUNITIES

- **Due to its location within the South Coast Air Basin, proximity to major roadways, and prevalence of heavy industry Carson is in non-attainment status for several air quality attainment standards.**

Despite having significant stationary sources of air pollution, Carson lacks an AQMD air monitoring station within City Limits. This alone raises significant environmental justice issues. According to 2012 through 2016 monitoring data for the South Los Angeles County Coastal area, in which the city is located, the area exceeded the State 8-hour ozone standard in 2014, the State 24-hour PM10 standard in 2016, and the State 24-hour PM2.5 standard in 2012. In addition, due to emissions from diesel engines, mobile sources, and stationary sources, the estimated cancer risk in Carson is between 1,100 to 1,400 cancers per million. When considering future land use planning, the City should focus on compatibility of industrial and residential uses in order to reduce residential exposure to mobile- and stationary- source emissions associated with highways and industrial uses. In addition, the City should work with transportation authorities to encourage alternatives to automobile travel to reduce harmful emissions.

- **Pollutants of concern are present in Carson's surface waters, due to contaminated runoff. Water quality should be improved, and future pollution prevented.**

The City should work with minimize the threat to water and groundwater quality through strict enforcement of rules and regulations and remediate existing surface water quality issues. Additionally, hydrology impacts should be minimized through identification of flood zones and management of drainage patterns to control surface runoff and erosion.

- **Several known cultural resources have been identified with the city that should be preserved and it is possible that additional resources exist but have yet to be uncovered.**

Several known cultural resources have been identified within the city and there is potential to encounter previously unknown resources as future development projects are initiated. Moreover, excavations associated with construction projects have the potential to encounter buried archaeological and paleontological resources, even where prior development activities have occurred.

- **Environmental hazards are present throughout the Planning Area, including storage and transportation of hazardous materials, that should be mitigated in order to prevent fires, exposure to toxic chemicals, and pollution due to the transportation of hazardous materials.**

Minimize the threat to public health and safety and the environment through strict enforcement of rules and regulations and by working closely with first responders. Minimize the threat of a release of hazardous materials through strict enforcement of rules and regulations, monitoring business operations which handle hazardous materials through the permitting process, and identifying emergency procedures and evacuation routes.



- **Future development should adhere to the policies laid out in the City's Climate Action Plan.**

Carson adopted a Climate Action Plan (CAP) in 2017 that outlines policies and actions to reduce the City's greenhouse gas (GHG) emissions. New development should adhere to relevant policies in the CAP and employ sustainable building and planning strategies, when possible, to minimize GHG emissions.

- **Due to the presence of active faults in close proximity to the Planning Area, residents and structures within the City of Carson require protection from geological hazards.**

Damage from geologic hazards can be mitigated and prevented through strict enforcement of rules and regulations, specifically designing structures to the current seismic design standards. Additionally, it is important to ensure that erosion is controlled through drainage and grading plans and that all geotechnical design requirements for projects are adhered to.

PUBLIC FACILITIES AND SERVICES

- **The City is short of meeting its park service goal (4.0 acres per 1,000 residents), and should either consider lowering this service goal or adding park space to attain this goal.**

As of 2017, Carson's parks service ratio is about 3.6, which is similar to what it was in 2004 when the General Plan was last updated. Though the City is short of reaching its park service goal, it does not plan to increase park acreage, and instead seeks to improve existing park space. Per Chapter 4, SCAG (Southern California Association of Governments) projects the population of Carson to increase to 107,900 residents by 2040 from 93,700 in 2017. If no additional parks are planned, the City will continue to fall short of meeting its parks service goal. Because the City currently prioritizes park improvements rather than park expansion, the City should consider whether meeting the service ratio should continue to be a priority through the General Plan horizon year. The City may consider lowering its park service goal to a more attainable figure, or building additional park space to make progress towards achieving its current goal.

- **Parks, recreational facilities, and community facilities should reflect the needs of a growing and changing population.**

The City should continually assess whether existing parks, recreational facilities, and community facilities suit resident needs as demographics and community priorities change over time. For instance, a large senior population would indicate a need for accessible facilities and programming that appeals to seniors. A predominance of young families may suggest a need for child care facilities. In addition, the City should engage with youth to make sure parks and recreational facilities contain sports fields and other spaces of interest to young people.



- **Enrollment is decreasing in Carson schools while the population of the community is growing.**

While schools within the Planning Area are currently under their enrollment capacity, in the future they must have sufficient space to meet the demands of Carson's projected population growth. To do so, the City of Carson must maintain a close working relationship with the LAUSD to monitor student population growth. With a minority of Carson residents enrolled in Planning Area schools, accommodating future growth will not only have to consider the population within Carson, but also surrounding cities.

- **Major opportunity sites can be developed as new parks and community facilities.**

Some of the vacant and underutilized sites identified in Chapter 2 can be redeveloped as parks, open spaces, recreational areas, or community facilities. In addition, the right-of-way along the Dominguez Channel can potentially become a transportation corridor for pedestrians and bicyclists. Furthermore, there are several existing community facilities that can be redeveloped to better serve the future population. For instance, the Victoria Golf Course has the potential to be redeveloped into a new public park or recreational facility. Carson City Hall and the Carson Event Center can also potentially be redeveloped to suit the needs of the growing population.

- **The City has the opportunity to incorporate sustainable measures in its parks, recreational facilities, and community facilities that will reduce waste and negative environmental impacts.**

Though the City has measures in its Municipal Code that promote sustainability, more can be done to reduce Carson's impact on the environment. Encouragement and expansion of compost receptacles could be evaluated as a potential strategy to reduce solid waste going to landfill and community greenhouse gas emissions. Energy efficient lighting at parks and community facilities; solar panels on top of bus shelters, community facilities, and recreational facilities; and expanded use of drought-tolerant landscaping at public parks could make Carson a greener community.

ENVIRONMENTAL JUSTICE AND PUBLIC HEALTH

- **Carson's industrial history has led to public health and environmental justice challenges. The city must prioritize minimizing existing exposure and clean industrial growth in the future.**

Local industry, manufacturing, and refineries, as well as trucks going through Carson to the ports of Los Angeles and Long Beach contribute to air pollution that can compromise the health of its residents. The industrial economy is a cornerstone of Carson's land use and history and the General Plan should address how it can continue in a way that decreases health impacts. Some options to consider include mitigation and clean-up measures, buffers between industrial and residential areas, and encouraging cleaner technologies and modern facilities that minimize emissions. Carson should pursue programs to monitor air pollution in real time. Carson should also consider obtaining assistance with public health programs.

- **Existing land use patterns include industrial uses adjacent to residential neighborhoods and mobile home parks.**

The updated General Plan should address strategies for decreasing the impact of industrial uses on residential ones, such as planting street trees or limiting truck traffic in or near residential neighborhoods. Additionally, new residential development should be located farther away from industrial uses and vice versa.

- **How can residents' access to parkland be improved?**

Carson's residents are under-served by parkland compared to the city's 2004 General Plan goals. Furthermore, there are several neighborhoods within the city without easy access to parks and open space. Adequate amount of and access to parkland and recreational opportunities, designed and configured to match population needs, can promote active living, reduce obesity, and improve mental health. Green space can also help to filter the air and sequester carbon. Since the city has no current plans to develop new parks, proposed development projects within the Planning Area may include publicly-accessible park, recreation, and open spaces, especially in areas that are not within walking distance to an existing park.



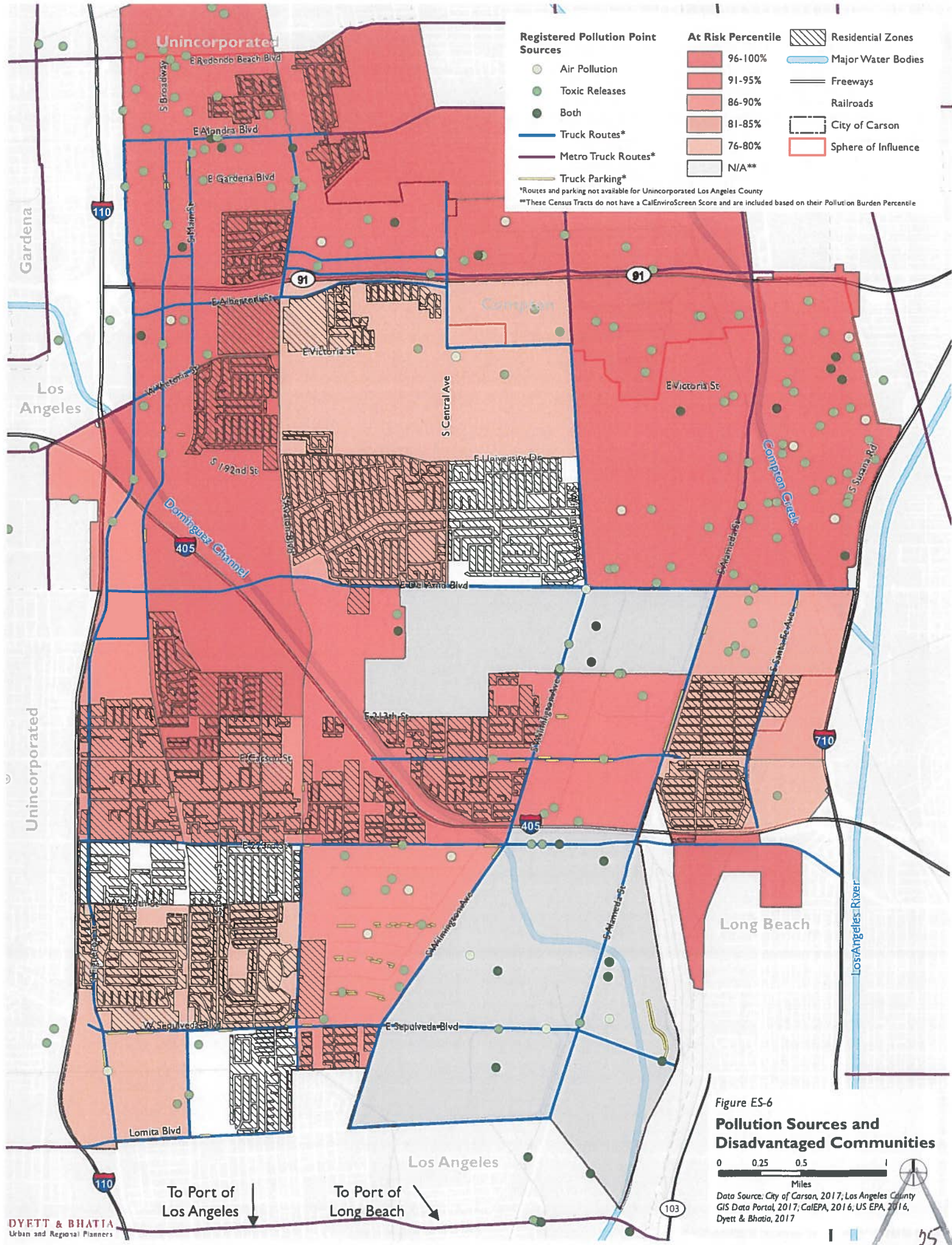


Figure ES-6

Pollution Sources and Disadvantaged Communities

0 0.25 0.5 1
Miles

Data Source: City of Carson, 2017; Los Angeles County GIS Data Portal, 2017; CalEPA, 2016; US EPA, 2016, Dyett & Bhatia, 2017

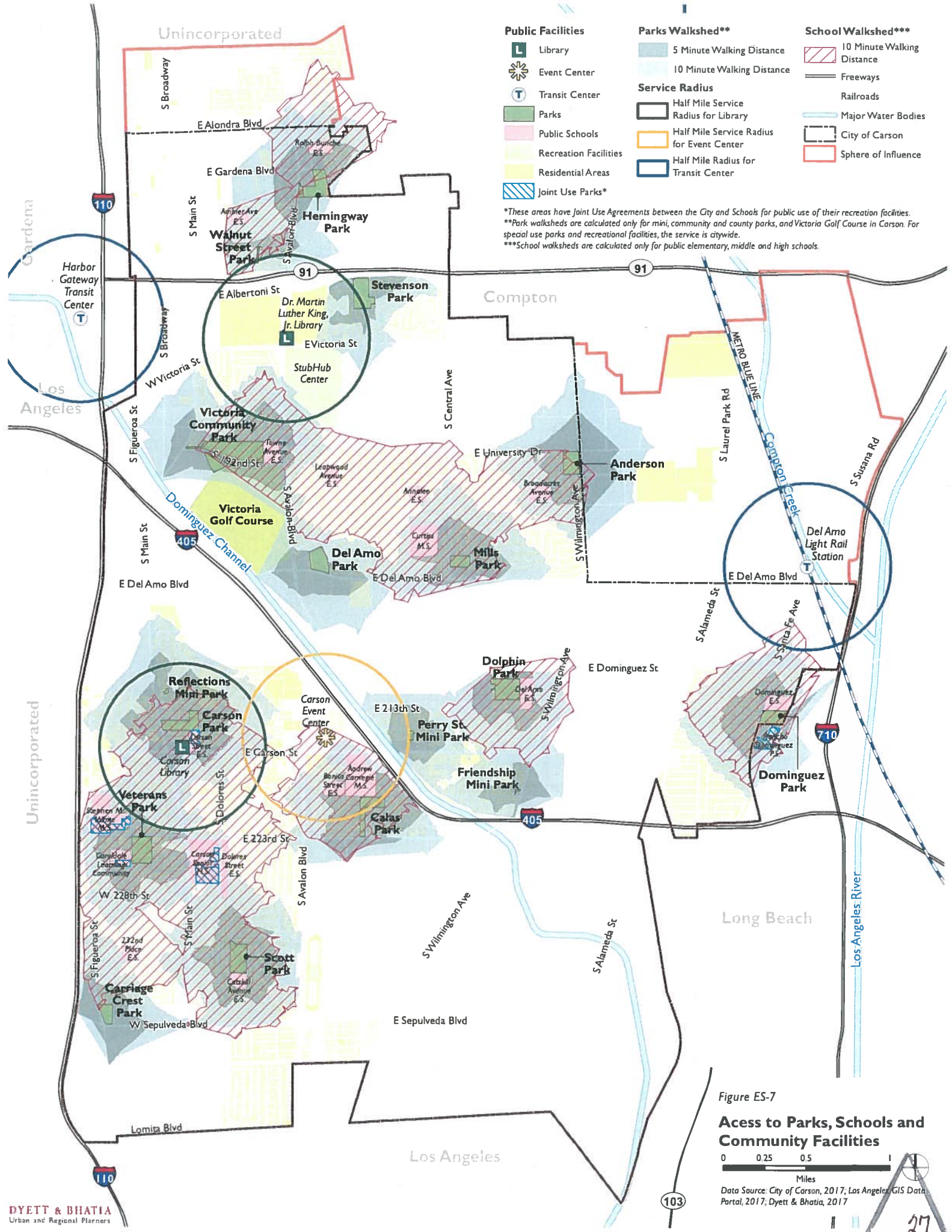
- **Carson has the opportunity to create an urban environment that is walkable and well-served by public transit.**

Currently, most of Carson is within walking distance to transit, which improves access to schools, parks, retail areas, and more. As new, denser development continues, and Carson's population grows, maintaining walkability and access to, as well as service levels of, transit is key. One area where Carson is currently lacking citywide access is neighborhood retail, especially grocery stores. Neighborhoods in the eastern portion of the Planning Area are mostly served by neighborhood markets and lack a full-service grocery store, while the northern part of the Planning Area, including the CSU Dominguez Hills area, lacks both. Attracting grocery stores, neighborhood markets, and other types of neighborhood-serving retail to new developments can increase walkability and accessibility, improving public health.

- **As land and housing values continue to increase, how can Carson maintain its diversity and prevent displacement of lower income populations?**

While more affordable than the county, home prices have increased by 31 percent since 2000 and more than 50 percent of renters are considered rent-burdened according to the percent of gross income they pay towards rent. Most affordable housing planned in either under construction or approved new developments is designated for seniors, artists, or veterans. Affordable rental and owner-occupied housing for all types of lower income families and individuals should also be considered.





Public Facilities

- Library
- Event Center
- Transit Center
- Parks
- Public Schools
- Recreation Facilities
- Residential Areas
- Joint Use Parks*

Parks Walkshed**

- 5 Minute Walking Distance
- 10 Minute Walking Distance
- Service Radius**
- Half Mile Service Radius for Library
- Half Mile Service Radius for Event Center
- Half Mile Radius for Transit Center

School Walkshed***

- 10 Minute Walking Distance
- Freeways
- Railroads
- Major Water Bodies
- City of Carson
- Sphere of Influence

*These areas have Joint Use Agreements between the City and Schools for public use of their recreation facilities.
 **Park walksheds are calculated only for mini, community and county parks, and Victoria Golf Course in Carson. For special use parks and recreational facilities, the service is citywide.
 ***School walksheds are calculated only for public elementary, middle and high schools.

Figure ES-7

Access to Parks, Schools and Community Facilities

0 0.25 0.5 1
 Miles
 Data Source: City of Carson, 2017; Los Angeles GIS Data Portal, 2017; Dyett & Bhatia, 2017

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Report to Mayor and City Council

Tuesday, February 06, 2018

Discussion

SUBJECT:

..Title

UPDATE ON GRANT FUNDING FOR TRUCK IMPACTED STREETS (CITY COUNCIL)

..Body

I. SUMMARY

This report provides and update on the City's efforts to identify and secure funding to repave Carson's truck routes and truck impacted streets. A map of the City's trucks routes is attached as Exhibit No. 1. The City has a \$92.9 million backlog in street repairs, with \$6 million needed annually to repair truck routes and truck impacted streets. The Council directed staff to work with logistics and goods movement organizations and companies, known as the Carson Logistics Coalition, to develop a strategy to secure grant funding and to apply for grant funding. The current strategy focusses on working with the South Bay Cities Council of Governments to secure grant funding (Exhibit No. 2). It should also be noted that a major source of road repair funding in SB 1 will be subject of voter initiatives in November of 2018 designed to repeal SB 1 funding.

II. RECOMMENDATION

..Recommendation

Staff will continue to work with the Carson Logistics Coalition on projects to identify and secure funding to repave the City's truck routes and truck impacted streets.

..Body

III. ALTERNATIVES

TAKE any other action the City Council deems appropriate.

IV. BACKGROUND

Logistics Moratorium and the Need for Funding for Truck Impacted Streets

On February 7, 2017, the City Council directed staff to provide solutions to the City's concerns regarding industrial developments and the impacts these developments have on the community. The logistics moratorium was extended on May 7, 2017 and staff is scheduling the extension of the moratorium in March.

EXHIBIT NO. 02



The City Council formed several stakeholder groups to discuss and work on various projects that stemmed from the logistics moratorium. One major project was to understand the magnitude of the damage created by trucks to Carson's streets and recommend programs to address this problem.

Pavement Management Issues

Prior to the logistics moratorium, staff had begun the ten-year update of assessing the condition of paving in the City through a pavement management systems report (the "NCE report"). In May of 2017 the City Council reviewed and adopted the NCE report. This report inventoried the paving condition of all 203.1 miles of streets in Carson. Within this total, the street network contains 49.2 miles of major arterials and 5.7 miles of minor arterials. The report found that overall Carson's paving score was 67, which is considered good.

However, the pavement study found that Carson has a \$92.9 million backlog in street repairs. If you break the NCE report down further, it found that the City's arterial streets score a 61 (fair condition) and secondary arterial streets score a 50 (poor condition). Carson's residential streets score a 75 (good condition). Staff has concluded that the City's overall paving score of 67 is due to the condition of residential streets raising the average. It is also clear from the NCE report that trucks using Carson's streets create an outsized impact on our streets. Research indicates that a single truck trip is equivalent to 10,000 automobile trips regarding pavement wear-and-tear and damage.

Without significant sustainable annual investment Carson's paving condition will fall to 55 (poor) in the next five years (FY2022-2023). The consultant estimated that Carson will require an investment of \$8 million annually to keep the streets from deteriorating further and that the City should invest \$9 million annually to improve street conditions. The consultant also estimated that \$6 million annually is needed for repairs to the City's truck routes and truck impacted streets.

Current City Funding for Streets

Carson currently budgets \$1.74 million annually for street maintenance. The City funds \$500 thousand annually in slurry seal and overlay from the State Gas Tax Funds. The remaining balance of \$1.7 million is funded from METRO funds. The City will receive \$2.6 million in State Gas Tax Funds this year. It should be noted that portions of the Gas Tax are used for compensation of the street crew, street tree trimming, traffic signal operational costs and for street sweeping. It is unknown how the City will fund \$7 million to \$8 million annually in street repairs.

SB 1 – Road Repair and Accountability Act

State Gas Tax revenues have been dropping over the last decade due to a variety of factors. Carson receives a local return on Gas Tax Funds based on population (a per capita formula) and not based on actual needs. In April of 2017, to deal with the decades long decline in Gas Tax Revenue, the Governor signed the Road Repair and Accountability Act of 2017 (SB 1, Beall) and ACA 5 (Frazier). SB 1 increased fuel taxes and new vehicle fees estimated to raise



\$5.2 billion annually for road and bridge repairs and improvements to mass transit. Below is a listing of the estimated revenues generated from SB 1:

\$1.8 billion – 12 cent increase to the gasoline excise tax

\$730 million – 20 cents increase to the diesel excise tax

\$300 million – 4% addition to the diesel sales tax

\$704 million – Onetime loan repayment (2017-2019)

\$1.6 billion - \$25 -\$175 transportation improvement fee

\$1.1 billion – 17.3 cent reset of price-based gas tax (July 1, 2019)

\$20 million - \$100 per zero emission vehicle registration fee (July 1, 2020)

For cities and counties, SB 1 restored gasoline tax revenues to pre- 2011 levels. Carson is estimating \$3.7 million in Gas Tax Revenues for FY2018-2019, which is slightly more than the City's Gas Tax revenues in FY2011-2012. The majority of new revenues for cities will come out of the newly created Road Maintenance and Rehabilitation Account (RMRA) where cities must prioritize fixing their existing infrastructure first before having additional flexibility for those funds for other transportation needs. The recently completed pavement management system review fulfills this requirement for Carson.

Carson Logistics Coalition

The City is working with a group of ten companies and organizations in a group called the Carson Logistics Coalition. Coalition members include Harbor Trucking Association, the California Trucking Association, the California Delivery Association, Watson Land Company, Carson Companies, Price Transfer, Alpert Properties, Proglis, the commercial real estate development association NAIOP and the warehouse logistics organization IWLA. The City and the Coalition retained Emerson and Associates to assist the group in developing a multi-agency grant application strategy and in applying for these grants (Exhibit No. 1).

Trade Corridor Enhancement Program (TCEP)

SB 1 authorized funding for a Trade Corridor Enhancement Program (TCEP). The City and the Coalition met to develop a strategy to apply for TCEP funding for Carson's truck routes. Part of the strategy included partnering with METRO in their TCEP grant application, which was being submitted to the California Transportation Commission (CTC). METRO informed our consultant that they could not meet the grant deadline, so METRO did not submit.

The Coalition also reached out to the Port of Los Angeles and the Port of Long Beach to assess funding for Carson in the State TCEP grant. After meeting with the Ports, they suggested that the City and the Coalition explore potential funding opportunities and sources managed by the South Bay Cities Council of Governments (COG) and METRO.

The South Bay Cities Council of Governments (COG) has been allocated \$1.5 billion in Measure R Highway Program funds. In addition to the Highway Program, Measure M contains a Multi-Year subregional funding program of \$1.143 billion, to be administered by the COG and METRO. Measure M also has



\$130 million of COG subregional funding. In the next two months METRO and the COG will be making a number of key decision relating the allocation of revenues to address Subregional transportation needs and priorities. Carson as a member of the COG has a direct decision-making role associated with the allocation of the Measure M revenues. Key to the COGs decision process will be the amount of funding they allocate to the Subregion's "Strategic Truck Arterials" element. The City needs to be actively engaged, in cooperation with the Carson Logistics Coalition, at the committee and Board levels to request funding for Carson's truck routes.

Measure R Highway Funds

The COG is scheduled to receive \$1.5 billion in Measure R Highway Program funds. The goal of the South Bay Measure R Highway Program (SBHP) is to improve the operation and safety of the South Bay freeways and highways by reducing vehicular delays and improving safety. This 30-year funding program for the South Bay was included in the Measure R Expenditure Plan adopted by the voters. This program may help truck impacted intersections in Carson, but it is not intended for general repairs of streets. It is also important to note that the current project needs exceed the funding capacity of the program.

METRO's Freight Working Group

The Coalition reached out the COG to requests that they participate in METRO's Freight Working Group. The working group will help to guide METRO's in the development of key freight related plans and policies target to addressing Subregional transportation needs. Both the COG and the members of the Coalition are now members of METRO's Freight Working Group.

SB 1 Repeal Efforts

There are two SB 1 repeal efforts cleared for circulation by the California Secretary of State for the 2018 statewide ballot.

- Voter Approval for Increase in Gas and Car Tax – A constitutional amendment that would require voter approval for SB 1 and all future vehicle tax increases. The measure is sponsored by Carl de Maio, a former San Diego Council Member and conservative talk show host.
- Repeal the Gas Tax – A statutory measure that repeals SB 1. This measure is sponsored by Assembly Member Travis Allen, who is also a Republican candidate for Governor.

V. FISCAL IMPACT

None

VI. EXHIBITS

- 1) Map of Truck Routes and Truck Impacted Streets. (pg. 5)
- 2) January 18, 2018 Update Memo from Emerson & Associates. (pgs. 6-16)



Prepared by: Kenneth C. Farfsing, City Manager

