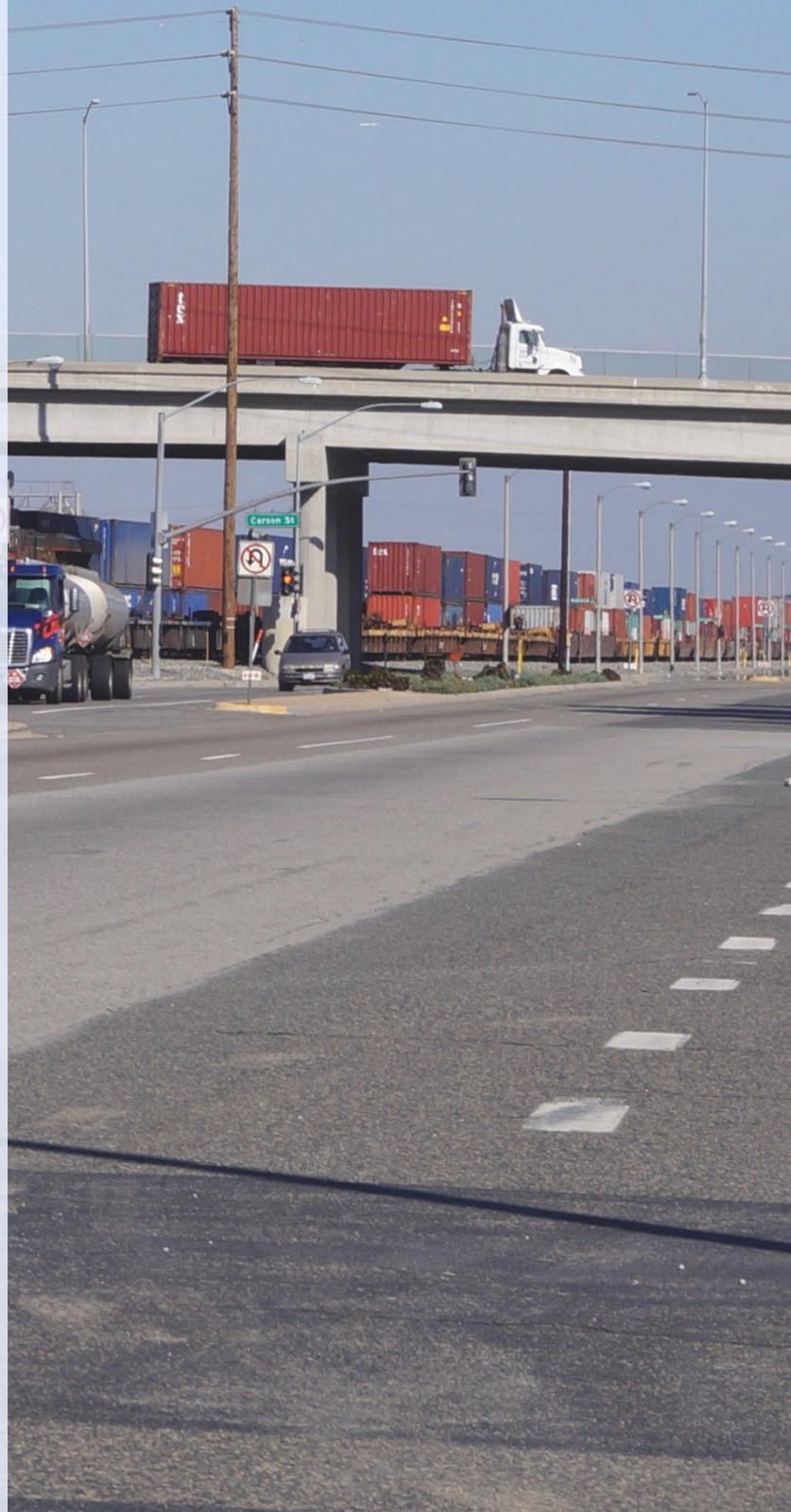


# Land Use and Revitalization

The Land Use and Revitalization Element supports Carson's continued evolution as a vibrant community, with a balance of land uses, walkable mixed-use districts and neighborhoods, and revitalized corridors. It also supports the extensive array of industrial and commercial uses reflecting the city's 100-year history as a center of oil extraction and manufacturing, and its location along Alameda Corridor, the busiest freight corridor in the country, while ensuring that these uses operate in harmony with the community, with particular attention to legacy establishments that are an economic backbone to the region but have had detrimental environmental health impacts on the community.

Carson has made considerable strides in transitioning the community from its heavy industrial and landfilled past into a city of livable neighborhoods. The City has been proactive in promoting greater land use balance, building new neighborhoods and parks, remediating contaminated sites, and promoting a "main street" ambiance around West Carson Street.

Carson has significant freeway access, presence of a major university, and has seen considerable new development, especially along Carson Street. As the city looks ahead to the next era of growth and change—with development occurring on formerly industrial or vacant and remediated sites, and along corridors through the reuse of commercial sites—the General Plan seeks to promote vibrant commercial districts, a richer array of activities in all parts of the city, and a diversity of complementary uses, including mixed flexible office space, retail, dining, residential, hotels, and other compatible uses. It also seeks to promote "complete neighborhoods", envisioned to include a range of everyday amenities within easy walking distances of residents and foster vibrant, safe, and walkable environments. The element promotes the "Future Unlimited" city as a 21st century community that leverages new industries and ideas to shape the city of the future.





## RELATIONSHIP TO STATE LAW

State law (Government Code Section 65302(a)) requires general plans to include a Land Use Element. In accordance with State law, this chapter designates the general distribution, location, and extent of land for housing, business, industry, open space, education, public facilities, and other categories of public and private uses of land. It also includes standards of residential and non-residential density for the various areas covered by the General Plan.

Among the important implementation mechanisms for the Land Use Element are specific area plans, and the zoning ordinance. The California Government Code requires that a city's zoning ordinance be consistent with its general plan, and that all provisions of specific plans and site-specific projects undertaken by a city must be consistent with the general plan. These requirements of State law were extended to charter cities in 2018, the same year, coincidentally, that Carson became a California chartered city.

## RELATIONSHIP TO GUIDING PRINCIPLES

While the Land Use and Revitalization Element (LUR) includes aspects of nearly all of the core values of the Carson General Plan guiding principles, most closely it furthers:

- **Guiding Principle 2:** Promote vibrant, safe, and walkable mixed-use districts and neighborhoods, and revitalized corridors.
- **Guiding Principle 3:** Provide a diverse array of housing types to meet the needs of all segments of the community.
- **Guiding Principle 5:** Encourage development of regional-scale destinations, as well as neighborhood-serving retail and amenities.
- **Guiding Principle 6:** Foster harmony between industrial and residential land uses.

## 2.1 Land Use: Context and Looking Ahead

### CARSON LAND USE EVOLUTION

Carson is part of the very first land grant in the history of California - a vast expanse of 75,000 acres of land named Rancho San Pedro. The grant stretched from the Los Angeles River to the Pacific Ocean, encompassing what today are the cities of Carson, Torrance, Redondo Beach, Lomita, Wilmington, and parts of San Pedro. The center of this vast landhold was the Dominguez Rancho homestead, located in what today is the eastern portion of Carson, known as Dominguez Hills, where the historic Dominguez Ranch Adobe still stands.

The city was the site of the very first air show in the country in 1910, where California State University-Dominguez Hills is presently located, with the skies filled with a variety of “flying machines” attracting half the population of Los Angeles, and launching Southern California as a central hub of aerospace manufacturing. Dominguez Hills was also the site of the first oil drilling in Carson 100 years ago (1921), which was followed by the expansion of drilling to multiple locations and ancillary industrial development. Several major refineries continue in operation to this day. Industrial uses continue to dominate the city’s land use pattern to the present day, occupying nearly half of the Planning Area acreage.

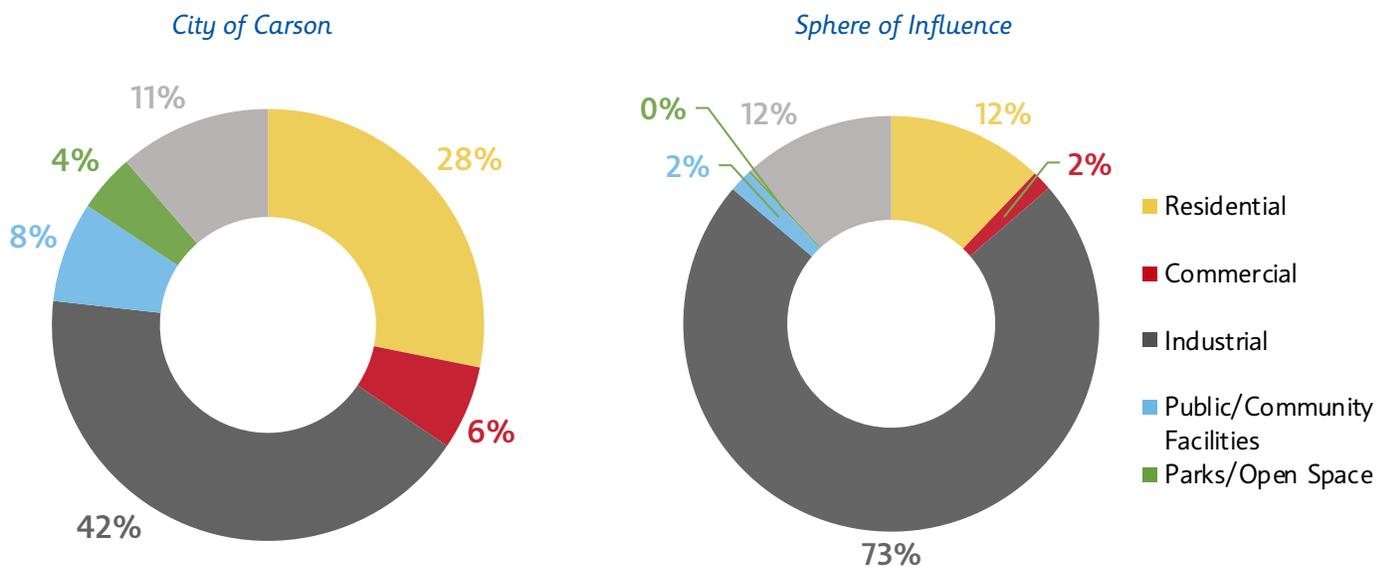
As part of unincorporated Los Angeles County, Carson became the dumping ground of its neighbors; when the City finally incorporated in 1968, its landscape was pock-marked with the dozens of refuse dumps, landfills, and auto dismantling plants. While much has been done in terms of remediation, there are still several major sites in the city—many in significantly visible locations along I-405—that need remediation before they can be developed with urban uses.

In recent decades, warehousing, storage, and distribution uses have grown exponentially, reflecting the city’s location along the Alameda Corridor. The Alameda Corridor is the busiest freight corridor in the country providing goods movement from the Long Beach and Los Angeles ports—individually the two busiest United States ports—to the inland parts of the country. The extensive flow of goods through the corridor reflects the significant expansion in Asian trade in recent years, combined with the growth in the logistics sector with rise of online shopping.

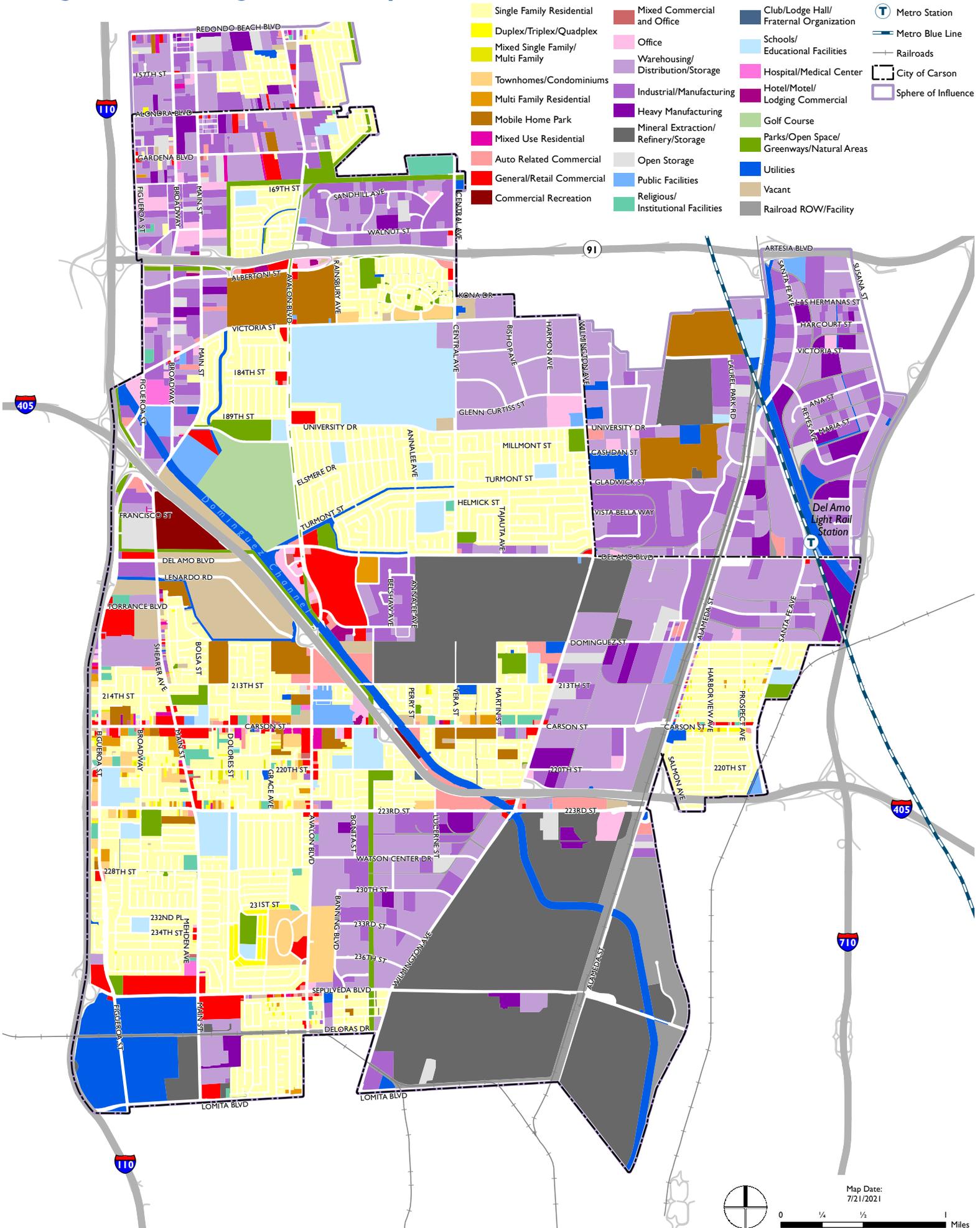
### EXISTING LAND USE

Industrial uses, including warehousing, manufacturing, refineries, and storage, are the dominant existing land uses (47.2 percent of land area) within the Planning Area, as shown in Figure 2-1, Table 2-1, and Chart 2-1. Residential is the second largest land use (25.6 percent), with the majority being single-family residential.

**CHART 2-1: EXISTING LAND USE AREA DISTRIBUTION**



# Figure 2-1 Existing Land Use Map



Data Source: City of Carson, 2017; Los Angeles GIS Data Portal, 2017; Dyett & Bhatia, 2021

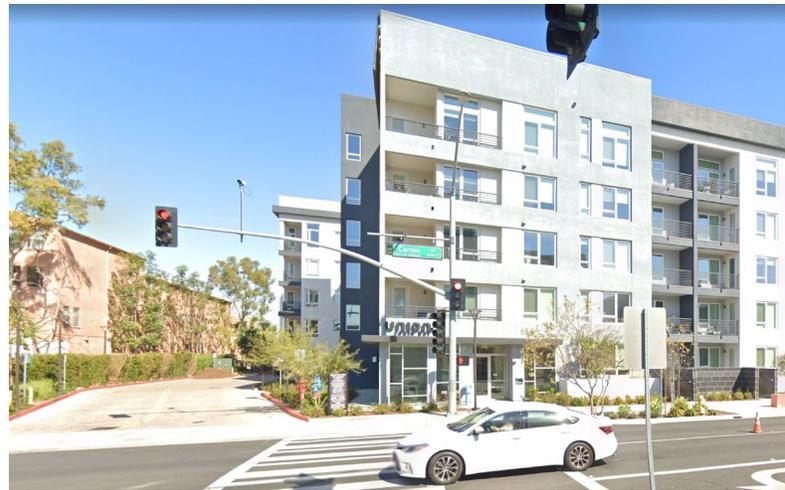
Most commercial uses, including retail and office, are located along major corridors, such as Carson Street, Avalon Boulevard, and Sepulveda Boulevard. Several large retail centers are located in Carson, including the SouthBay Pavilion near Del Amo and Avalon boulevards that contains IKEA, Target, and several chain restaurants. The Porsche Experience Center, which opened in 2016, occupies approximately 49 acres of land bordered by I-405, Del Amo Boulevard, and South Main Street. The large vacant parcel south of the Porsche Experience Center on the side facing Del Amo Boulevard is proposed to be developed with a mixture of uses including industrial, commercial, and may include some residential uses as well in the coming years. This vacant parcel is around 157 acres, which accounts for a significant portion of the 276 acres (2.3 percent of the Planning Area) of total remaining vacant land within Carson.

Park and recreation land account for 3.7 percent of current land uses. The Planning Area includes many public facilities, including recreation facilities, schools, and sports arenas, that make up 11.8 percent of the Planning Area. The Sanitation Districts of Los Angeles County Joint Water Pollution Control Plant is in the southwest corner of the Planning Area. The Links at Victoria Golf Course (which is proposed to be redeveloped with new recreational uses) and the Goodyear Blimp Base Airport are located on the west side of the Planning Area. California State University-Dominguez Hills is located in the northern portion of the city, along with Dignity Health Sports Park.

## RECENT AND PROPOSED DEVELOPMENT

Since 2017 (to 2021), Carson has developed approximately 2,620 new housing units, 220,400 square feet of commercial uses, and 518,000 square feet of industrial uses through projects such as the Carson Arts affordable housing project, Carson Town Center, and California Pak.<sup>1</sup> Additionally, recent residential mixed-use projects along West Carson Street and Avalon Boulevard, such as Union South Bay, feature ground-level retail that contributes to a denser, more urban feel in Carson. These buildings, as well

<sup>1</sup> City of Carson, What's Happening in Development. Accessed August 2021. <https://ci.carson.ca.us/CommunityDevelopment/planningprojects.aspx>



*New Development in the Core (above).*



*Industrial uses are dominant in the Planning Area, occupying 47% of the area. Residential areas occupy about 25% of the area, and commercial uses about 5%.*

**TABLE 2-1: EXISTING LAND USES IN THE PLANNING AREA**

| <i>Existing Land Use Category</i>      | <i>City of Carson</i> |                | <i>Sphere of Influence</i> |                | <i>Total Planning Area</i> |                |
|--|-----------------------|----------------|----------------------------|----------------|----------------------------|----------------|
|  | <i>Acres</i>          | <i>Percent</i> | <i>Acres</i>               | <i>Percent</i> | <i>Acres</i>               | <i>Percent</i> |
| <b>Residential</b>                     | <b>2,858.8</b>        | <b>28.0%</b>   | <b>238.8</b>               | <b>12.2%</b>   | <b>3,097.6</b>             | <b>25.5%</b>   |
| Duplex/Triplex/Quadplex                | 43.9                  | 0.4%           | 1.3                        | 0.1%           | 45.2                       | 0.4%           |
| Mixed Single Family/Multi Family       | 9.8                   | 0.1%           | 0.2                        | 0.0%           | 10.0                       | 0.1%           |
| Mixed Use Residential                  | 25.1                  | 0.2%           | 3.5                        | 0.2%           | 28.6                       | 0.2%           |
| Mobile Home Park                       | 244.5                 | 2.4%           | 145.8                      | 7.4%           | 390.3                      | 3.2%           |
| Multi-Family Residential               | 54.0                  | 0.5%           | 0.2                        | 0.0%           | 54.2                       | 0.4%           |
| Single Family Residential              | 2,326.1               | 22.9%          | 87.8                       | 4.5%           | 2,413.9                    | 19.9%          |
| Townhomes                              | 155.4                 | 1.5%           | -                          | -              | 155.4                      | 1.3%           |
| <b>Commercial</b>                      | <b>638.8</b>          | <b>6.2%</b>    | <b>30.6</b>                | <b>1.6%</b>    | <b>669.4</b>               | <b>5.5%</b>    |
| Auto Related Commercial                | 127.1                 | 1.3%           | 11                         | 0.6%           | 138.1                      | 1.1%           |
| Commercial Recreation                  | 54.4                  | 0.5%           | -                          | -              | 54.4                       | 0.4%           |
| General/Retail Commercial              | 299.3                 | 2.9%           | 4.1                        | 0.2%           | 303.4                      | 2.5%           |
| Hotel/Model/Lodging Commercial         | 13.0                  | 0.1%           | -                          | -              | 13.0                       | 0.1%           |
| Mixed Commercial and Office            | 8.4                   | 0.1%           | -                          | -              | 8.4                        | 0.1%           |
| Office                                 | 136.6                 | 1.3%           | 15.5                       | 0.8%           | 152.1                      | 1.3%           |
| <b>Industrial</b>                      | <b>4,295.7</b>        | <b>42.2%</b>   | <b>1,428.1</b>             | <b>72.5%</b>   | <b>5,723.8</b>             | <b>47.2%</b>   |
| Heavy Manufacturing                    | 156.9                 | 1.5%           | 108.4                      | 5.5%           | 265.3                      | 2.2%           |
| Industrial/Manufacturing               | 713.8                 | 7.0%           | 459.6                      | 23.3%          | 1,173.4                    | 9.7%           |
| Mineral Extraction/Refinery/Storage    | 1,765.9               | 17.4%          | 82.3                       | 4.2%           | 1,848.2                    | 15.2%          |
| Open Storage                           | 116.7                 | 1.1%           | 34.1                       | 1.7%           | 150.8                      | 1.2%           |
| Warehousing/Distribution/Storage       | 1,542.4               | 15.2%          | 743.7                      | 37.8%          | 2,286.1                    | 18.9%          |
| <b>Public/Community Facilities</b>     | <b>762.6</b>          | <b>7.5%</b>    | <b>34.8</b>                | <b>1.7%</b>    | <b>797.4</b>               | <b>6.6%</b>    |
| Club/Lodge Hall/Fraternal Organization | 1.7                   | 0.0%           | -                          | -              | 1.7                        | 0.0%           |
| Hospital/Medical Center                | 20.9                  | 0.2%           | 0.3                        | 0.0%           | 21.2                       | 0.2%           |
| Public Facilities                      | 107.5                 | 1.1%           | 13.3                       | 0.7%           | 120.8                      | 1.0%           |
| Religious/Institutional Facilities     | 84.2                  | 0.8%           | 0.7                        | 0.0%           | 84.9                       | 0.7%           |
| School/Educational Facilities          | 548.3                 | 5.4%           | 20.5                       | 1.0%           | 568.8                      | 4.7%           |
| <b>Parks and Open Space</b>            | <b>440.0</b>          | <b>4.4%</b>    | <b>3.5</b>                 | <b>0.2%</b>    | <b>443.5</b>               | <b>3.6%</b>    |
| Parks/Golf Course                      | 330.0                 | 3.3%           | -                          | -              | 330.0                      | 2.7%           |
| Open Space/Greenways                   | 110.0                 | 1.1%           | 3.5                        | 0.2%           | 113.5                      | 0.9%           |
| <b>Other</b>                           | <b>1,154.7</b>        | <b>11.4%</b>   | <b>233.1</b>               | <b>11.9%</b>   | <b>1,387.8</b>             | <b>11.5%</b>   |
| Railroad Facility                      | 143.2                 | 1.4%           | 3.3                        | 0.2%           | 146.5                      | 1.2%           |
| Railroad ROW/Streets/Private Roads     | 229.5                 | 2.3%           | 111.4                      | 5.7%           | 340.9                      | 2.8%           |
| Utilities                              | 510.4                 | 5.0%           | 114.2                      | 5.8%           | 624.6                      | 5.2%           |
| Vacant                                 | 271.6                 | 2.7%           | 4.2                        | 0.2%           | 275.8                      | 2.3%           |
| <b>Total</b>                           | <b>10,150.6</b>       | <b>100%</b>    | <b>1,968.9</b>             | <b>100%</b>    | <b>12,119.5</b>            | <b>100%</b>    |

*City of Carson, 2017; Los Angeles County Office of the Assessor, 2017; Dyett & Bhatia, 2021.*

*Note: Numbers may not add up due to rounding.*



*Some big destinations in the City include, California State University, Dominguez Hills; Dignity Park Health Stadium; and Porsche Experience.*

as other new similar structures along Carson Street, are four to five stories in height and have pedestrian-oriented ground-floor restaurants and cafes that attract activity.

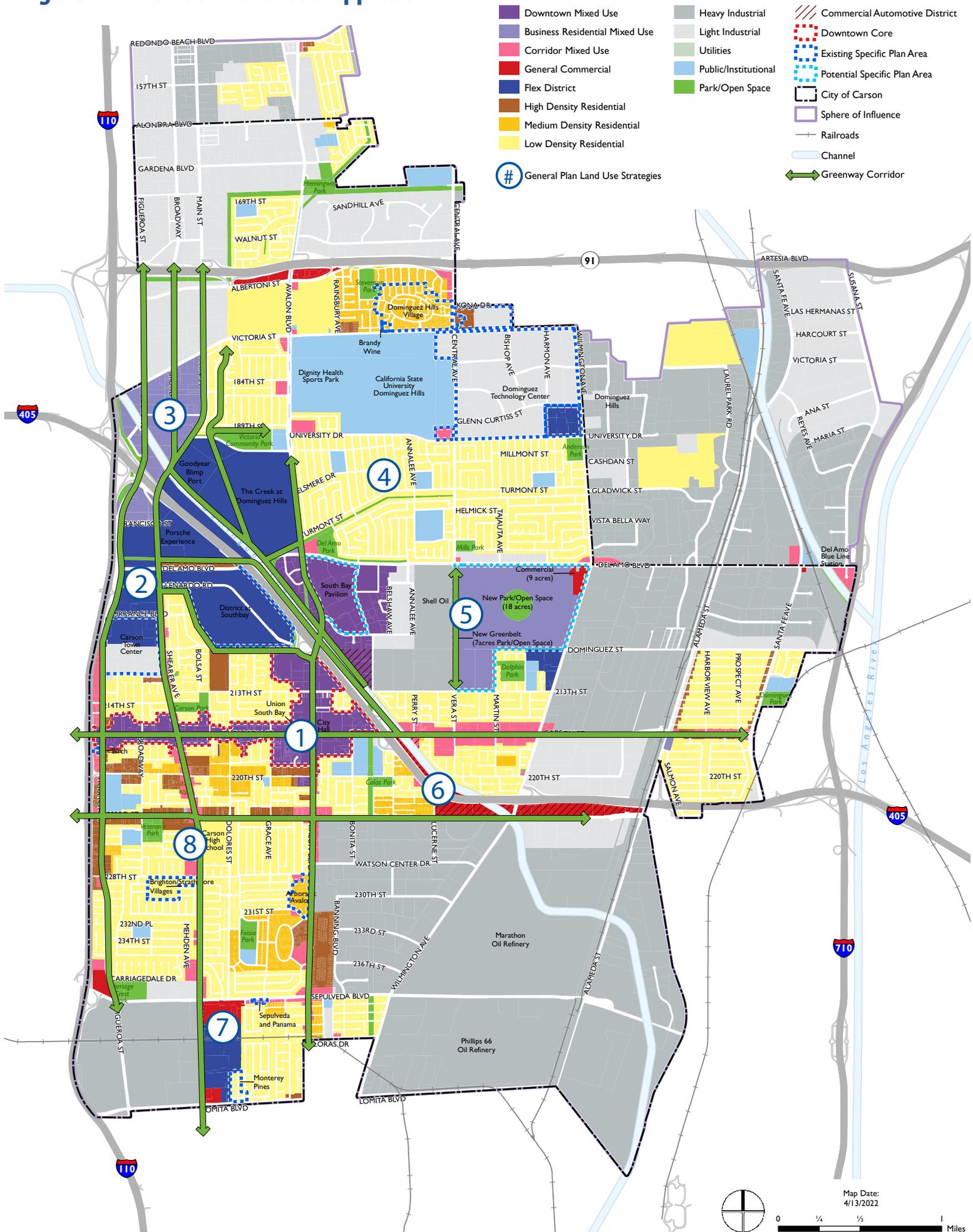
The potential redevelopment of the Victoria Golf Course, owned by Los Angeles County, as The Creek at Dominguez Hills is a major project that will greatly enhance recreational opportunities in Carson. This project will develop 87 acres of the site with 532,500 square feet of recreational commercial uses and other recreational facilities. Another major development project is the District at South Bay, which was originally approved in 2006 as the Carson Marketplace Specific Plan but was renamed and most recently amended in 2018 and is currently being amended as well. The 2018 specific plan site is located south of I-405 and E. Del Amo Boulevard with three phases of proposed development, including 1,250 residential units, 696,500 square feet of regional commercial uses, 15,000 square feet of restaurant uses, 1,567,100 square feet of light industrial uses, and up to 12 acres of community-serving uses that will include parks and plazas.<sup>2</sup> Redevelopment of the Shell site on E. Del Amo Boulevard and S. Wilmington Avenue is being explored for commercial/office uses, together with residential uses integrated in a walkable setting.

## LOOKING AHEAD

The General Plan seeks to further the city's evolution from an industrial and suburban community to a complete city with an integrated mix of housing, employment, educational, cultural, and recreational options balanced with industrial uses. The General Plan focuses development in the Core (boundary shown in Figure 2-2), and in centers around the Core, expanding on the energy and success of recent development along Carson Street. Development in the centers, Corridors, and large opportunity sites such as the Shell property are envisioned to be connected with Boulevards with improved streetscapes, community gathering spaces, and better pedestrian- and bicycle-oriented streets to foster more vital and livable neighborhoods and districts.

<sup>2</sup> City of Carson, The District at South Bay 2021. <https://ci.carson.ca.us/CommunityDevelopment/TheDistrict2021.aspx>

# Figure 2-2 Carson Land Use Approach



Source: County of Los Angeles, 2017; City of Carson, 2020; Dyett & Bhatia, 2021

Map Date:  
4/13/2022



0 1/4 1/2 1 Miles

The Plan outlines strategies for greater integration of uses in different parts of the city and a better connection between employment and residential uses, with more areas designated for mixed-use development rather than single use. It recognizes the physical elements that help define the character of Carson, including existing residential neighborhoods, Carson's central Core, industrial/business centers, and corridors. Together, these elements represent the future urban structure of the city and the relationship between them, as shown in Figure 2-2. Strategies include:

1. Most new development is focused in the Core, which encompasses the Downtown Mixed-Use designation along Carson Street and Avalon Boulevard, west of I-405. This builds on the continued momentum of recent development and design improvements in downtown (along W. Carson Street) and new development underway along Avalon Boulevard; this area in the Core would have the highest intensities. Landscaping, streetscape, pedestrian, and bicycle network improvements will complement the proposed land uses.

## WHAT ARE "MAKER" USES?

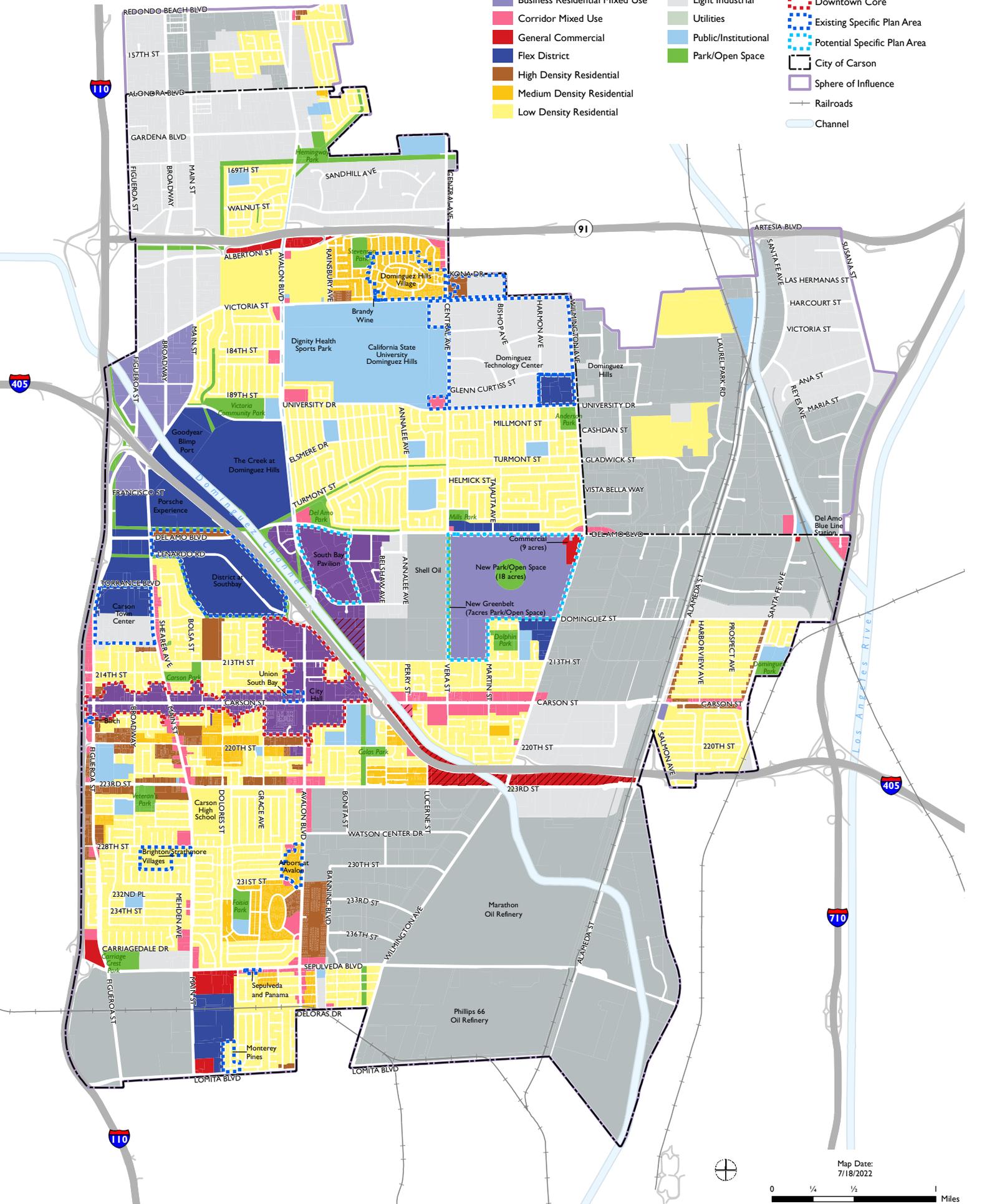
"Maker" uses are businesses related to the production of goods, usually focusing on small-scale businesses allowing a wide range of self-made products. Such businesses include artisan shops, studios, media production, printing and publishing, distilleries and microbreweries, tech start-ups, research and development facilities, limited light industrial uses, and home-based businesses.



2. Key industrial areas have been designated as Flex District to limit logistic and heavy truck uses and promote a flexible range of uses for industrial sites being remediated for urban uses. The Flex District land use designation permits office, residential, hotel, retail/commercial, research and development office parks, light industrial/maker uses, and neighborhood commercial uses.
3. The Business Residential Mixed-Use north of the Flex District east of I-110 provides live-work units, residential, office, light industrial and manufacturing uses (such as breweries or coffee roasteries), and other similar uses, to promote a vibrant district with a diversity of uses.
4. Most residential neighborhoods are retained in their existing use and development density patterns, with enhanced streetscapes and connections to open spaces, and landscaped buffers between industrial and residential uses as feasible.
5. The Shell site is envisioned to become a research and development campus with a mixture of uses, including residential, office, industrial, and a large park.
6. The Commercial Automotive District retains auto-oriented uses, such as vehicle sales, while emphasizing an overall cohesive image for the district.
7. The General Plan locates several neighborhood centers with Flex District designations; each center is envisioned to contain a mix of uses, including neighborhood and local-serving commercial and residential uses. Development is envisioned to be pedestrian oriented.
8. Greenway Corridors are envisioned as green streets with consistent street trees coverage that provide shade and a welcoming community image, with a connected sidewalk network, safe pedestrian crossings, separated or striped bikeways where feasible, and bus transit. Higher density housing and commercial uses are generally located along Greenway Corridors. Greenway Corridors are detailed in Chapter 4: Community Character and Design.

**Figure 2-3 General Plan Land Use Diagram**

- Downtown Mixed Use
- Business Residential Mixed Use
- Corridor Mixed Use
- General Commercial
- Flex District
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Heavy Industrial
- Light Industrial
- Utilities
- Public/Institutional
- Park/Open Space
- Commercial Automotive District
- Downtown Core
- Existing Specific Plan Area
- Potential Specific Plan Area
- City of Carson
- Sphere of Influence
- Railroads
- Channel



Map Date:  
7/18/2022



Source: County of Los Angeles, 2017; City of Carson, 2020; Dyett & Bhatia, 2021

## 2.2 Land Use Framework

The land use framework is comprised of Figure 2-3: Land Use Diagram, which shows locations of permitted uses; the land use classification system, which describes permitted uses in more detail; and allowable building density/intensity limits. All of these represent adopted City policy. Building heights and stories listed are presented for illustrative purposes and do not represent adopted City policy; actual development standards are established in the Zoning Code.

### LAND USE DIAGRAM

The Land Use Diagram (Figure 2-3) designates the proposed location, distribution, and extent of activities that may take place throughout the city. Land use classifications—shown as color/graphic patterns on the diagram—allow for a range of activities within each classification.

The diagram is a graphic representation of the land use classifications and furthers the policies contained in the General Plan; it is to be used and interpreted in conjunction with the text and other figures contained in the General Plan.

### LAND USE CLASSIFICATION SYSTEM

Land use classifications are presented below and represent adopted City policy. The classifications are meant to be broad enough to give the City flexibility in implementation, but clear enough to provide sufficient direction to carry out the General Plan. The Zoning Code contains more detailed provisions and standards. More than one zoning district may be consistent with a single General Plan land use classification. In addition to the listed allowable uses, public uses—including parks, government offices, police and fire stations, and public schools—are permitted in all classifications.

Development intensity is described in terms of floor area ratio (FAR) and housing density is described in housing units per acre. For greater description of density/intensity standards, see text following the land use classification's description.

For most classifications, development may also qualify for density, intensity, or height bonuses through provision of community benefits as outlined in the Carson Municipal

Code; granting of additional density/intensity for community benefits is discretionary and would be determined on a project-by-project basis. Additional guidance on these bonuses can be found in the Density/Intensity Standards section.

### RESIDENTIAL

Three residential land use classifications are established to provide for development of a range of housing types. Residential density is expressed as housing units per net acre of developable parcel area (that is, excluding land that is constrained for development by public rights-of-way such as public streets, creeks, or other easements). Development is required to be within the density range (both maximum and minimum) where stipulated in the classification; modification to standards with a use permit is allowed where unique site conditions prevent attainment of minimum densities.



Accessory and “junior” accessory dwelling units permitted by local and State regulations, and State-mandated density bonuses for provision of affordable or senior housing are in addition to densities and FAR otherwise permitted.

New residential or other noise-sensitive uses are generally not encouraged within 500 feet of I-405 or I-110 in designations where other uses are feasible, and generally any proposed residential development within the 500-foot buffer would require additional analysis and potentially mitigation for indoor air quality and noise.

Land use classifications also specify the housing type allowed, which are as follows:

- **Single-Family Detached.** Single-family units that are detached from any other buildings (with the exception of accessory dwelling units) and have open space on all four sides.
- **Single-Family Attached.** Single-family units that are attached to other units with one or more adjoining walls extending from ground to roof that separate it from other adjoining structures and form a property line. Each unit has its own heating system.
- **Multifamily.** Units with two or more housing units in one structure sharing a common floor/ceiling.

Apartments and condominiums are forms of ownership, not housing type, and are not regulated by the General Plan. Duplexes, triplexes, fourplexes, etc. refer to the number of housing units in a structure, not housing type – these could be in single-family attached or multifamily housing types.

**Low Density Residential (LDR)**

Single-family residential development with density up to 10.0 units per acre. This classification is mainly intended for detached single-family dwellings, but attached single-family units may be permitted, provided each unit has ground-floor living area and private outdoor open space. The maximum FAR is 0.55.



**Medium Density Residential (MDR)**

Housing at densities 10.0 to 18.0 units per acre. Housing types would typically encompass single-family detached and attached (that is, townhouses), along with lower-density multifamily. A maximum increase in residential density of 20 percent is permitted with community benefits .

**High Density Residential (HDR)**

Residential development, with densities ranging from 18.0 to 30.0 units per acre for sites smaller than two acres in size, and up to 40.0 units per acre for sites larger than two acres. This designation is applied primarily to existing neighborhoods, and limited new development is expected in this designation. The designation would permit the full range of housing types, including multifamily, and is intended for specific areas where higher density housing already exists or may be appropriate. Typically, taller building heights would be found in this designation. A maximum increase in residential density of 40 percent is permitted with community benefits.

**Mobilehome Park Overlay District (MHD)**

There is a growing housing crisis across the State, including within the City of Carson. A significant element of this crisis is the lack of affordable housing, including that provided by mobilehome parks. However, not only have the number of housing units provided by mobilehome parks within the City failed to keep up with population growth, but over time mobilehome parks have been closing and converting to other uses. This further exacerbates the

housing crisis, especially for residents who need affordable housing options. To help maintain a sufficient supply of land for mobilehome parks and in order to help alleviate this component of the housing crisis, a Mobilehome Park Overlay District (MHD) may be created under the City's Zoning Ordinance. While mobilehome parks are privately owned thereby affording City limited control over whether a park owner may choose to close a park, a primary purpose of the MHD is to help preserve the housing stock of existing mobilehome parks (as defined in the MHD) of which many residents qualify as affordable income residents under State law, and to help ensure a sufficient supply of land for these types of uses and affordable income residents in the future, thus helping to mitigate both the State and local housing crisis.

The MHD Overlay Zone will apply to existing mobilehome parks (as may be defined in the MHD Overlay Zone) in the City. Mobile home parks will be the only permitted use in the MHD Overlay Zone. Provisions of the MHD Overlay Zone shall be applied in addition to the regulations of the underlying zoning district. The zoning regulations shall collectively ensure that existing mobilehome parks shall not be redeveloped with another permitted use unless, as part of the new development, a discretionary zone change approval is granted (in addition to any other applicable land use entitlements) and comparable units at affordable housing rates are provided and made available to residents of the existing mobilehome park.

## COMMERCIAL

### General Commercial District (GCD)

This category includes general and neighborhood commercial uses, including shopping centers and commercial uses adjacent to highways or some major corridors, where residential development may not be desirable. A range of commercial uses, including retail stores, eating and drinking establishments, commercial recreation, gas and service stations, automobile sales and repair services, financial, business and personal services and offices, motels, educational and social services is permitted. The Zoning Code may further distinguish between neighborhood, regional, or general commercial uses. The maximum FAR is 0.5.

### Commercial Automotive District (CAD) Overlay

The Commercial Automotive District (CAD) overlay is used to promote a distinctive area of automobile sales facilities and other complementary retail uses as specified in the Zoning Code, with appealing landscaping, lighting, signage and compatible architectural elements.

### MIXED USE

This designation is intended to accommodate high-intensity, active uses that encourages a mixture of land uses, ranging from commercial, retail, and office to multifamily residential development. Retail and department stores, eating and drinking establishments, hotels, commercial recreation, financial, business, personal services, residential, educational and social services, and office uses are permitted. Three mixed-use designations are established:

#### Downtown Mixed Use (DMU)

This designation is intended to promote a vibrant "Main Street" like ambiance throughout the downtown Carson core, with mid-rise, mixed-use development. The ground floor frontage (with the exception of ingress and egress and other necessary building and site design considerations) of a site along Carson Street, Avalon Boulevard, and Del Amo Boulevard shall be devoted to active commercial uses; active commercial uses are those that are accessible to the general public, generate walk-in pedestrian clientele and contribute to a high level of pedestrian activity. Such uses include retail shops, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal and convenience services, leasing offices, private recreational areas, fitness studios, party rooms, building and hotel lobbies, banks, travel agencies, childcare services, libraries, museums, and galleries. Other parts of the site—at the ground level and at upper stories— may be devoted to commercial or residential uses.

The maximum base FAR is 1.75, and all active ground floor commercial use area is exempt from FAR calculation. The minimum residential density for projects comprising primarily residential use is 40 units per acre, maximum base residential density is 65 units per acre, and a minimum 0.2 FAR active ground floor commercial use is required; the City may permit substitution of required minimum

commercial space with other desired uses or community benefits. Base FAR and base residential density may be increased by up to 40 percent, and maximum permitted heights increased proportionately up to maximum, with inclusion of additional (beyond minimum) active ground floor commercial use or community benefits or combination of the two, on a graduated scale as specified in the Zoning Ordinance. These increases are in addition to those permitted under State density bonus laws for affordable housing.

Development projects with an overall size of larger than 20 acres for which applications have been filed requesting a General Plan Amendment change the existing land use designation to Urban Residential land use designation of the 2004 General Plan and a corresponding Specific Plan zoning designation prior to the City's adoption of the 2040 General Plan shall be deemed consistent with the Downtown Mixed Use land use designation, provided that the project, following approval by the City, (i) does not exceed a residential density of 65 du/acre and/or an FAR of 2.4, (ii) the City approves a development agreement that identifies community benefits and affordable housing offered by the development to justify the 65 du/ac density, and (iii) the project provides at least minimum of 10,000 square feet of commercial space.

For additional provisions related to active ground floor use requirements, replacement commercial uses, and incentives for new active ground floor commercial uses, policies (which are located in the last section of this element) should be consulted.

### Corridor Mixed Use (CMU)

This designation is applied to corridors where a mix of commercial and residential uses are permitted—although purely commercial or purely residential uses are allowed—to support retail and services that cater to the daily needs of local residents. Permitted uses include housing, retail, restaurants, personal services, public uses, and professional business offices. Mixed use may be in either a vertical format (multiple uses in the same building) or horizontal format (multiple single-use buildings on the same parcel). Other uses that are determined to be compatible with surrounding areas, including sensitive uses, would require a conditional use permit.

Typically, mid-rise building heights would be found in this designation. The maximum FAR is 1.0. Residential development up to 40 units per acre is permitted with provision of new or retention of existing 0.2 FAR minimum commercial space. Base FAR and base residential density may be increased by up to 15 percent with inclusion of additional (beyond minimum) active ground floor commercial use and/or community benefits, independent of increases permitted under State density bonus laws for affordable housing. Ground level active commercial uses are not included in FAR calculations, and the City may, in circumstances where ground floor commercial use is not desirable or practical, permit substitution of commercial uses with community benefits .

For provisions relating to existing (as of 2021) commercial development replacement, see Policy LUR-P-16.



### Business Residential Mixed Use (BRMU)

This designation includes a range of non-nuisance light-industrial uses, eating and drinking establishments, offices, artist studios, live-work lofts, breweries, roasteries, and other uses compatible with residential areas, promoting development of an urban, walkable environment. Stand-alone retail uses and retail ancillary to industrial or residential uses are permitted, as well as free standing residential projects. If residential or other sensitive uses are proposed as part of redevelopment, both short-term and long-term compatibility with adjacent uses and location in a mixed light-industrial and industrial environment should be considered. Similarly, new industrial uses would need to be compatible (from noise, odor, air quality perspective) in a mixed residential/industrial environment and will have to comply with performance standards to contain noise or air impacts within the site so that it does not adversely affect surrounding development.

Uses that rely on heavy trucking, such as warehouse and distribution facilities, including logistic uses, are not permitted, and service and gas stations, and drive-through establishments are limited. In addition, the following uses will not be permitted: salvage yards, vehicle storage lots, major recycling facilities, truck yards, container yards, lay down yards, container parking, storage yards, truck terminals, self-storage and similar uses.

This designation is applied to sites at the western edge of the city proximate to I-405, west of Main Street adjacent to I-405, and the former Shell site. The maximum allowed FAR for all uses is 0.75 with a maximum residential density of 30 units per acre; these may be increased by up to 60 percent with provision of community benefits and would likely require mid- to low high-rise buildings with structured parking.

### FLEX DISTRICT (FLX)

The Flex District designation permits a wide range of uses including offices, research and development, light-industrial, hotels, local and regional retail commercial uses, commercial entertainment uses, and gas/charging stations in mid- and high-intensity settings, capitalizing on the visibility and regional access provided by I-405. The following uses will not be permitted in the Flex District: warehousing/distribution/logistics (or as otherwise permitted

below), salvage yards, vehicle storage lots, major recycling facilities, truck yards, container yards, lay down yards, container parking, storage yards, truck terminals, self-storage and similar uses. If residential or other sensitive uses are proposed as part of redevelopment, both short-term and long-term compatibility with adjacent uses and location in a mixed light-industrial and industrial environment should be considered. Similarly, new industrial uses would need to be "non-nuisance" (that is, compatible from noise, odor, air quality perspective) in a mixed residential/industrial environment and will have to comply with performance standards to contain noise or air impacts within the site so that it does not adversely affect surrounding development.

Warehouse and distribution facilities including logistic uses are only permitted (i) in properties south of Del Amo Boulevard and East of Main Streets; or (ii) where a property is subject to (a) an adopted Specific Plan that permits logistic uses following demonstrated good faith efforts to secure tax-generating uses or other City Council-desired uses, based on demonstrated milestones, and (b) as such demonstrated good faith efforts and milestones are documented in a Development Agreement approved by the City Council. Otherwise, only small-scale warehouse and distribution facilities are permitted with the size limited to approximately 30,000 square feet with larger facilities subject to a Development Agreement. Residential uses are permitted conditionally, unless approved through a Specific Plan, as part of a cohesive plan that considers the long-term development potential of adjacent properties and present a strategy for transition of industrial uses to residential uses. Any new construction, or expansion of existing light or heavy industrial uses adjacent to sensitive uses must include buffered setback areas and/or appropriate mitigation to ensure compatibility.

The overall maximum FAR is 0.75, inclusive of all uses (residential and non-residential). A maximum base residential density of 40 units per acre is permitted in all areas of the Flex District, with the exception of the property located at the southeast corner of Main Street and Del Amo Boulevard (i.e., constituted approximately 15 acres within the 157 Acre Site), in which 60 units per acre shall be permitted. Base FAR and base residential density may be increased by up to 60 percent with inclusion of community benefits<sup>3</sup>.

3 No additional density incentive for community benefits is available for residential uses in the District at South Bay.

## **INDUSTRIAL**

### **Light Industrial (INL)**

The Light Industrial designation is intended to provide for a wide variety of industrial uses and to limit those involving hazardous or nuisance effects as to be defined in the Zoning Code. Typical uses are manufacturing, research and development, and warehouse and distribution facilities including logistic uses. Commercial and retail uses are permitted with a conditional use permit, provided that this is not the predominant use. For sites that are over one acre, predominantly commercial uses are permitted.

Performance and development standards are intended to allow a wide range of uses as long as those uses will not adversely impact adjacent uses. The following uses will not be permitted: salvage yards, used vehicle storage lots, major recycling facilities, truck yards, container yards, lay down yards, container parking, storage yards, truck terminals, and similar uses. Self-storage and car storage lots would require a conditional use permit. The maximum allowable FAR is 0.4, or up to 0.5 with inclusion of community benefits. Any new construction, or expansion of existing light or heavy industrial uses adjacent to sensitive uses must include buffered setback areas and/or appropriate mitigation to ensure compatibility.

### **Heavy Industrial (INH)**

The Heavy Industrial designation is intended to provide for the full range of industrial uses that are acceptable within the community, but whose operations are more intensive and may have nuisance or hazardous characteristics, which for reasons of health, safety, environmental effects, or general welfare, are best segregated from other uses. Extractive, primary processing, rail operations, and food processing industries are typical of this designation. Uses handling acutely or highly hazardous materials would be permitted only with proper safeguards and a conditional use permit. Outdoor storage operations may be permitted ancillary to primary use of site. The following uses are not permitted: truck yards, container yards, lay down yards, container parking, storage yards, used vehicle storage lots, major recycling facilities, or truck terminals would not be permitted. Self-storage and new car storage lots would require a conditional use permit.

The designation may contain a very limited amount of supportive retail and service uses, when those uses are of a scale and design providing support only to the needs of businesses and their employees in the immediate industrial area. The maximum allowable FAR is 0.6 or up to 0.75 with inclusion of community benefits. Any new construction, or expansion of existing light or heavy industrial uses adjacent to sensitive uses must include buffered setback areas and/or appropriate mitigation to ensure compatibility.

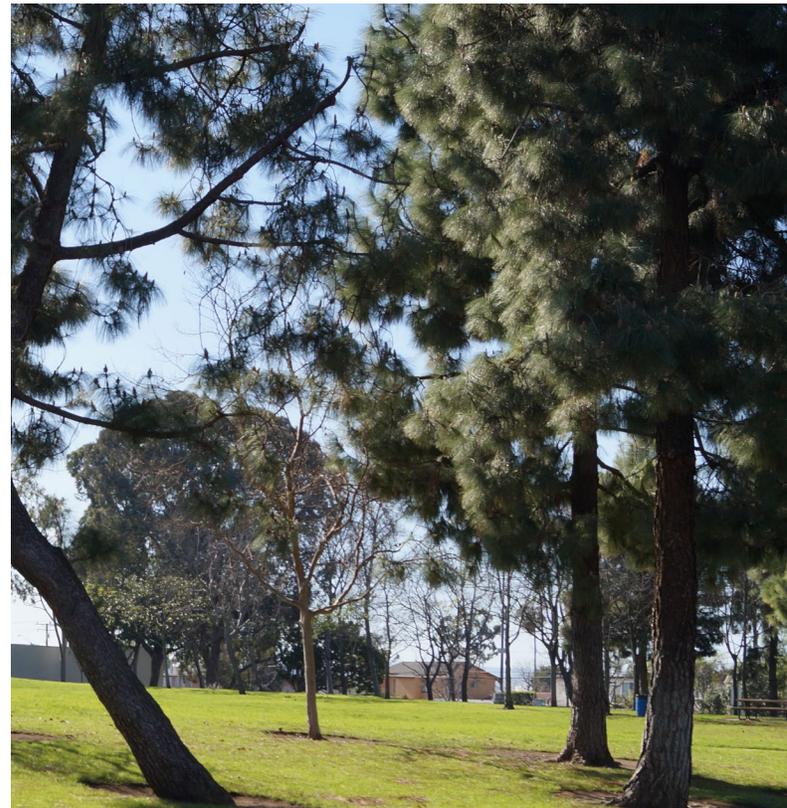
## **PUBLIC AND OPEN SPACE**

### **Public and Institutional**

The Public/Institutional land use category designates areas intended for public services, buildings, and related facilities, including schools and educational facilities, government facilities, and public utilities. This category also includes California State University, Dominguez Hills.

### **Parks/Open Space**

This category includes public facilities developed for outdoor active or passive recreation, including parks, and linear trails/greenways such as along Dominguez Channel.



## DENSITY/INTENSITY STANDARDS

The General Plan establishes density/intensity standards for each land use classification. Residential density is expressed as housing units per net acre. For all non-residential uses, several residential classifications, and mixed-use developments, building intensity standards are established. Intensity is measured as floor area ratio (FAR), obtained by dividing the gross floor area of a building by the lot area. FAR is a broad measure of building bulk that controls visual prominence and traffic generation, and is independent of uses occupying the building. In general, all floor area above grade is included, including residential uses, and excludes structured parking. The implementing zoning regulations define in detail how gross floor area is measured.

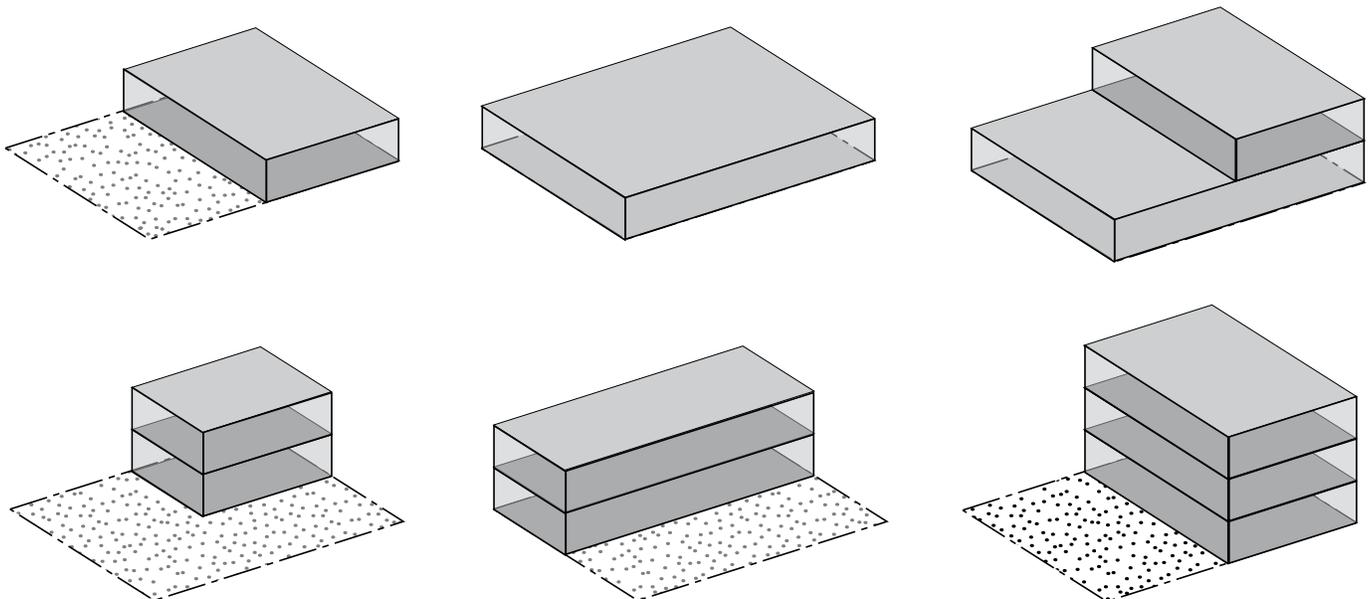
Table 2-2 lists density/intensity standards for each land use designation established in the General Plan, as well as its associated base and potential maximum increase in density or intensity with inclusion of community benefits. When a residential or mixed-use classification has both density and FAR specified, development would need to comply with both. However, if a designation has only one of the two standards, then only that applies. For example, Low Density Residential has both an FAR and density standard, so new development will need to comply with both of these standards. Where a parcel has multiple uses, development

allowed would be calculated based on site area allocated to that specific use; for example, if a 10-acre parcel has residential uses on four acres and commercial uses on six acres, allowable residential development would be calculated based on four acres of residential land, and where development is vertically mixed, mixed-use standards would apply.

Density (housing units per net acre) and intensity (FAR) standards are for net developable land which is the portion of a site that can actually be built upon and excludes areas subject to physical or environmental constraints that restrict development, such as creek corridors, floodways, and areas to be dedicated for greenways or habitat protection, as well as public or private road rights-of-way. The density/intensity standards do not imply that development projects will be approved at the maximum density or intensity specified for each use. Zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges, such as height limitations, setbacks, and other building bulk controls. See definitions of gross and net densities, and FAR and how this is measured in the glossary.

The Zoning Code could provide specific exceptions to the FAR limitations for uses with low employment densities (lower number of employees per square foot of space), such as research facilities that have few employees, or low peak-

## DETERMINING FLOOR AREA RATIOS



**TABLE 2-2: STANDARDS FOR DENSITY AND DEVELOPMENT INTENSITY**

| <i>Land Use Classification</i>     | <i>Base Density/Intensity</i>                       |   |  | <i>Maximum Increase in Residential Density/FAR with Additional Active Commercial Use/Community Benefits<sup>2</sup></i> |
|------------------------------------|---|---|--|---|
|                                    | <i>Base Residential Density<sup>1</sup></i>         | <i>Floor Area Ratio (FAR)</i>                 |  |   |
|                                    |   | <i>Minimum active ground floor commercial</i> | <i>All uses combined (residential and non-residential)</i> |   |
| <b>Residential</b>                 |   |   |  |   |
| Low Density                        | up to 10  | -   | up to 0.55   | -   |
| Medium Density                     | 10 to 18  | -   | None specified   | 20%   |
| High Density                       | 18 to 30 (18 to 40 for sites larger than two acres) | -   | None specified   | 40%   |
| <b>Mixed Use</b>                   |   |   |  |   |
| Downtown Mixed Use                 | 40 to 65  | 0.2   | Up to 1.75 <sup>3</sup>                                    | 40%   |
| Corridor Mixed Use                 | up to 40  | 0.2   | up to 1.0 <sup>3</sup>                                     | 15%   |
| Business Residential Mixed Use     | up to 30  | -   | up to 0.75   | 60%   |
| <b>Flex District</b>               | up to 40 <sup>4</sup>                               | -   | up to 0.75   | 60%   |
| <b>General Commercial District</b> | No housing permitted                                | -   | up to 0.5  | -   |
| <b>Industrial</b>                  |   |   |  |   |
| Light Industrial                   | No housing permitted                                |   | up to 0.4  | 25%, up to 0.5  |
| Heavy Industrial                   | No housing permitted                                |   | up to 0.6  | 25%, up to 0.75   |

Note: State-mandated density bonuses for affordable housing are in addition to densities otherwise permitted. The bonuses would be applied to the base density/intensity for the land use classification.

*Footnotes:*

1. Density is measured in housing units per acre of site area, excluding portions of site not developable due to environmental or other constraints. Density is not typically tied to lot size; the High Density classification is the exception.
2. Method for determining additional commercial space/community benefits bonus to be established in the Carson Municipal Code . Bonus would be calculated on base density/FAR.
3. Building area devoted to active commercial uses at the ground level is exempt from FAR calculations.
4. Up to 60 units per acre allowed in the District at SouthBay Specific Plan Area, with no additional density incentive for community benefits. State affordable housing bonuses still apply .

**TABLE 2-3: PRELIMINARY RANGE OF BUILDING HEIGHTS (FOR ILLUSTRATIVE PURPOSES)**

| <i>Land Use Classification</i>     | <i>Base Building Heights</i>                      | <i>Heights with inclusion of Additional Active Commercial Space/Community Benefits</i>  |
|------------------------------------|---|---|
| <b>Residential</b>                 |   |   |
| Low Density                        | 20 feet, 2 stories                                | N/A   |
| Medium Density                     | 30 feet, 2-3 stories                              | N/A   |
| High Density                       | 40 feet, 4 stories                                | 60 feet, 6 stories  |
| <b>General Commercial District</b> | 40 feet, 1-3 stories                              | N/A   |
| <b>Mixed Use</b>                   |   |   |
| Downtown Mixed Use                 | 65 feet, 6 stories                                | 85 feet, 7-8 stories  |
| Corridor Mixed Use                 | 45 feet, 4 stories                                | 65 feet, 6 stories  |
| Business Residential Mixed Use     | 55 feet, 4 stories                                | 65 feet, 6 stories<br>(with up to 85 feet (7 or 8 stories) in portions of Shell site at least 500 feet away from adjacent residential uses) |
| <b>Flex District</b>               |   |   |
|                                    | Industrial buildings:<br>55 feet, 2-5 stories     | Industrial buildings:<br>None   |
|                                    | Office and hotel buildings:<br>80 feet, 7 stories | Office and hotel buildings:<br>Between 100-140 feet, 10-14 stories depending on use   |
| <b>Industrial</b>                  |   |   |
| Light Industrial                   | 45 feet, 1-2 stories                              | N/A   |
| Heavy Industrial                   | Varies and specified in Zoning Code               | N/A   |

**Notes:**

1. Building height and story information shown here is for illustrative purposes; actual allowable maximum heights are established in the Carson Zoning Code and may be higher or lower than shown in this table.
2. The building heights are an absolute number, the number of stories will depend on individual projects. Industry standard assumption for ground floor with commercial is 15 feet tall, residential 10 feet tall, and office/hotel uses at 11 feet tall per story. Floor heights will vary depending on the project.

hour traffic generation, such as doctors’ offices or public uses. In addition to density/intensity standards, the Zoning Code will stipulate the full range of allowable building types where needed.

State mandated density bonus for affordable and senior housing is in addition to density permitted. Development may also qualify for density or intensity bonus through provision of community benefits as outlined in the Carson Municipal Code; granting of additional density/intensity for community benefits is discretionary. Density/intensity bonuses will be calculated on base density/intensity standards, even if more than one type of bonus is applicable. Combined bonuses for affordable housing and community benefits shall not exceed 100 percent of the base density.

### BUILDING HEIGHTS

Building heights, along with other site development standards like setbacks, permitted uses, and lot size requirements, are provided in Carson Municipal Code. Table 2-3 provides a preliminary range of typical building heights for the various land use designations to assist the reader with visualizing what heights may result. Heights and stories information shown in the table are for illustrative purposes; actual allowable maximum heights are established in the Zoning Code and may be higher or lower than what is illustrated here in the General Plan. Table 2-3 also outlines a height bonus which can be awarded to projects that provide certain Community Benefits.

## 2.3 Population, Employment, and Buildout Projections

### POPULATION AND EMPLOYMENT

Carson’s population and employment change through 2040 will be influenced by many factors, including regional growth trends, economic forces, local policies, and Carson’s attractiveness to future residents and employers. The City’s 2020 population is 93,100, and the total population of the Planning Area is approximately 98,000. Population in the City of Carson has increased by 145 percent since 1960 (before its incorporation in 1968), but its growth has slowed in recent years, with only a 1.5 percent increase between 2010 and 2020 as seen in Table 2-4, partly due to the 2008 recession. In the same time period, Los Angeles County population has grown 3.6 percent, or more than twice as rapidly as Carson (Chart 2-2).

Likewise, employment in Carson has also fluctuated but has been increasing, with a 17.6 percent growth in jobs between 2010 and 2018. In comparison, Los Angeles County experienced a smaller growth of 13.4 percent increase in jobs over this time frame.

**TABLE 2-4: CITY OF CARSON HISTORIC POPULATION AND EMPLOYMENT**

|                    | 2000                | 2005   | 2010   | 2015   | 2020                |
|--------------------|---------------------|--------|--------|--------|---------------------|
| Population         | 89,700              | 94,200 | 91,700 | 93,200 | 93,100              |
| Employed Residents | 37,300              | 42,600 | 39,300 | 41,700 | 44,600              |
| Jobs               | 52,300 <sup>1</sup> | 51,800 | 49,800 | 56,100 | 58,500 <sup>1</sup> |

1. Available data for jobs is limited to 2002-2018. Values shown for 2000 and 2020 are from 2002 and 2018, respectively.
2. Numbers shown in this table only include the City of Carson and do not include the Sphere of Influence.
3. Numbers are rounded to the nearest hundredth.

Source: California Department of Finance, 2012 & 2020; California Economic Development Department, 2021; US Census Bureau, OnTheMap Application and LEHD Origin Destination Employment Statistics, 2020.

### GENERAL PLAN BUILDOUT PROJECTIONS

#### Potential Buildout

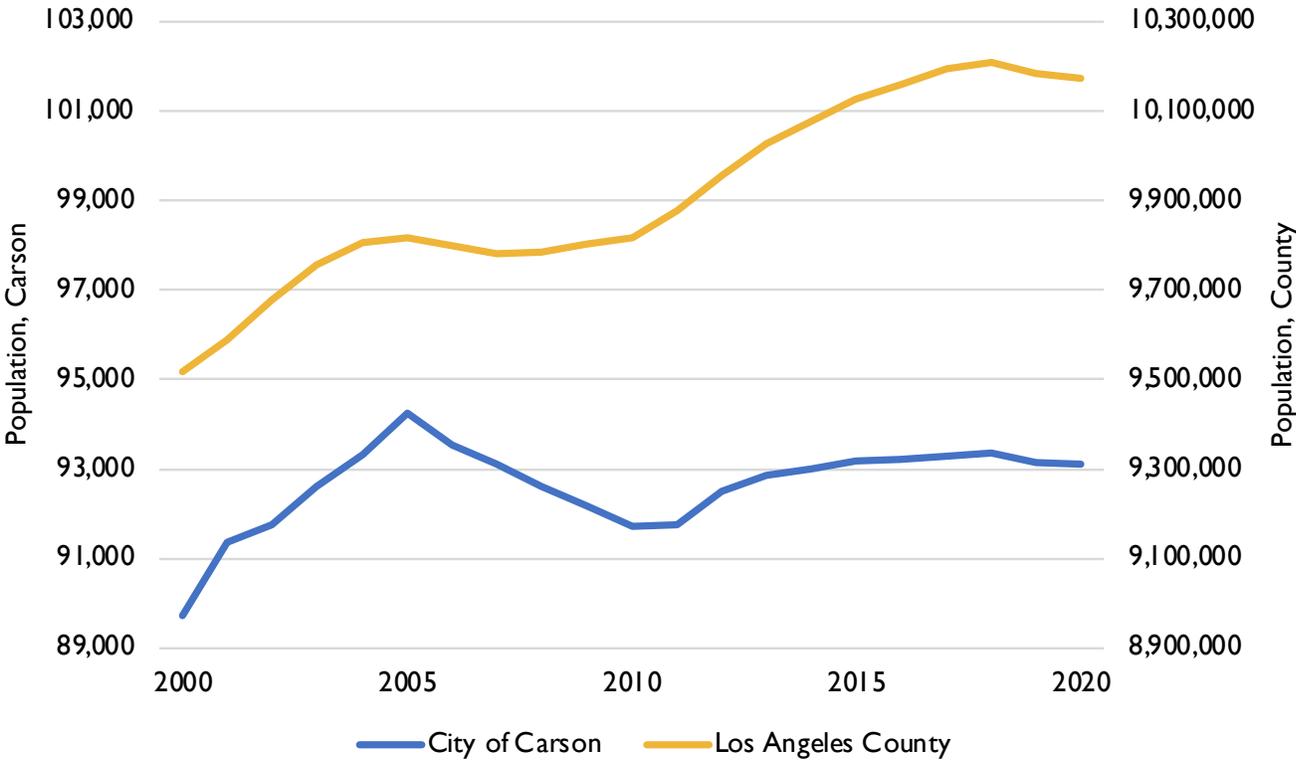
Much of the city has already been developed, with many of the developable vacant sites already planned. Thus, the majority of future development in Carson is expected to occur on reuse of existing sites, with existing structures, as redevelopment of underperforming retail sites that have come to the end of their useful life, or cleanup and redevelopment of old industrial brownfield sites. The buildout projection of the General Plan is summarized in Table 2-5.

Buildout refers to the development likely to take place under the General Plan through the horizon year of 2040 and considers the development potential of the site and realistic capacity based on the established land uses in the General Plan. Designation of a site for a specific land use in the General Plan does not guarantee that the site will be developed or redeveloped with that use during the planning period, as future development will rely primarily on each property owner’s initiative. Given that buildout is



New development will result from infill (top), reuse of industrial sites, and vacant sites that need remediation (above).

### CHART 2-2: POPULATION GROWTH TRENDS



**TABLE 2-5: POTENTIAL PLANNING AREA BUILDOUT**

|   | <i>Existing</i>   | <i>Net New</i>    | <i>Buildout Total</i> |
|---|-------------------|-------------------|-----------------------|
| <i>Non-Residential Development (s.f.)</i> |                   |                   |                       |
| Commercial                                | 5,403,000         | 3,238,000         | 8,641,000             |
| City Limits                               | 5,338,000         | 3,044,000         | 8,382,000             |
| SOI <sup>1</sup>                          | 65,000            | 194,000           | 259,000               |
| Office                                    | 4,952,000         | 2,185,000         | 7,137,000             |
| City Limits                               | 4,127,000         | 2,098,000         | 6,225,000             |
| SOI                                       | 825,000           | 87,000            | 912,000               |
| Industrial                                | 24,642,000        | 6,108,000         | 30,750,000            |
| City Limits                               | 14,831,000        | 5,817,000         | 20,648,000            |
| SOI                                       | 9,811,000         | 291,000           | 10,102,000            |
| <b>Total</b>                              | <b>34,997,000</b> | <b>11,531,000</b> | <b>46,528,000</b>     |
| <b>Housing Units</b>                      | <b>28,410</b>     | <b>13,730</b>     | <b>42,140</b>         |
| City Limits                               | 26,710            | 13,690            | 40,400                |
| SOI                                       | 1,700             | 40                | 1,740                 |
| <b>Population</b>                         | <b>98,100</b>     | <b>43,600</b>     | <b>141,700</b>        |
| City Limits                               | 93,100            | 43,500            | 136,600               |
| SOI                                       | w5,000            | 100               | 5,100                 |
| <b>Jobs</b>                               | <b>77,600</b>     | <b>18,900</b>     | <b>96,500</b>         |
| City Limits                               | 58,600            | 18,000            | 76,600                |
| SOI                                       | 19,000            | 900               | 19,900                |

*Dyett & Bhatia, 2021*

1. The Sphere of Influence (SOI) is unincorporated area outside of Carson’s City Limits that the City is required to plan for as part of the General Plan Planning Area.

dependent on a number of factors outside of the City’s control, including long-term economic and demographic trends, buildout estimates are projections of likely outcomes rather than definitive forecasts.

### Residential Buildout

Table 2-5 describes potential residential development resulting from the application of land uses shown on the General Plan Land Use Map (Figure 2-3). This calculation takes into consideration existing housing units as of 2020; pipeline projects (projects that are under construction, have been entitled, or are in the planning stage); and projected new housing units—derived by analyzing the maximum number of potential units that can be built under Euclidean planning against historical density growth patterns—in each land use designation.

An estimated 13,730 new housing units, including development in pipeline, are projected to be completed in Carson in the next 20 years, bringing the total number of housing units in the city to approximately 42,140. This new development is projected to accommodate an increase in population of 43,600, for a total buildout population of 141,700. Population increase in the SOI is projected to be modest—40 persons—with the majority of population growth anticipated to occur within the City Limits.

### Non-Residential Buildout

Table 2-5 also shows potential non-residential development in the Planning Area in terms of square feet and potential jobs. This projection was conducted by calculating the square footage of non-residential construction that could be built on vacant or underutilized land. The number of jobs predicted is calculated from these square footage

**TABLE 2-6: PLANNING AREA JOBS/EMPLOYED RESIDENTS BALANCE, 2020-2040**

|                                | 2020 <sup>1</sup> | 2040        | Percent Change |
|--------------------------------|-------------------|-------------|----------------|
| Jobs                           | 77,600            | 96,500      | 24%            |
| Population                     | 98,100            | 141,700     | 44%            |
| Employed Residents             | 43,900            | 64,600      | 47%            |
| <b>Jobs/Employed Residents</b> | <b>1.77</b>       | <b>1.49</b> | <b>-15%</b>    |

1. Calculation of Existing (2020) numbers are based on project buildout projections.
2. Numbers are rounded to the nearest 100.

*Existing data sources: Existing Population from California Department of Finance; jobs from Census OnTheMap; employment from California Employment Development Department. Dyett & Bhatia, 2021*

estimates using an assumed job density factor (i.e., square feet of building area per job, for each use).

In total, about 11.5 million square feet of non-residential space, including pipeline development, is expected to be built in the Planning Area through 2040, for an increase of about 33 percent. The majority of new non-residential development is expected to take place in the City of Carson, where approximately 11.0 million square feet of space and 18,000 jobs from new development are estimated to be added, for a total of 35.2 million square feet and 76,600 jobs. Most of the new square footage is the result of building new office, retail and commercial, manufacturing, and warehouse facilities on underutilized land. Retail commercial (which includes a variety of goods, services, and restaurants) is focused on new mixed-use designations in the city’s Core along east and west Carson Street and eventual redevelopment of the South Bay Pavilion. These projections reflect development of office and industrial square footage on brownfield sites—such as the Shell oil refinery and District at South Bay—and increase in intensities and flexibility on uses for Flex Districts, both of which could

be used to accommodate the growth of the technological and healthcare industries. In the Planning Area as a whole, about 18,900 new jobs are projected at buildout, raising the total number of jobs from 77,600 in 2020 to approximately 96,500 in 2040.

### Jobs-Housing Balance

Jobs-housing balance, or more precisely, jobs-employed residents balance, can influence travel demand and commute patterns. A ratio of 1.0 means that the number of jobs equals number of employed residents, whereas a ratio greater than 1.0 indicates a net in-commute and less than 1.0 indicates a net out-commute. Actual in-commuting and out-commuting is influenced by many other factors, including job skills match, desired housing type match, and household locational preferences.

Historically an industrial city, Carson maintains a jobs surplus; as show in Table 2-6, in 2020 the Carson Planning Area had an estimated 1.77 jobs for every employed resident. Jobs are projected to continue increasing under the General Plan. However, housing supply is expected to increase at a faster pace than jobs, resulting in a greater balance—1.49 jobs per employed resident—at buildout, providing greater opportunities to those employed in Carson to live in the community.

### Population Density Standards

The General Plan does not regulate the number of people occupying each housing unit. For calculation purposes, the General Plan assumes 3.50 persons per household, and using an average housing vacancy rate of 4.8 percent. Currently (U.S. Census ACS estimate 2015-2019) Carson maintains 3.62 persons per household, which is greater than the Los Angeles County average at 3.02 persons per household. Carson’s higher persons per household number is likely due to a variety of factors, including the sharing of households by California State University-Dominguez Hills students, the significant presence of single-family unit types associated with a traditional family structure, and cultural norms of sharing housing with multiple generations. The General Plan assumes a lower persons per household over the life of the plan as additional multi-family units are built while incorporating that the existing single-family housing stock remains.



## 2.4 Guiding and Implementing Policies

This section contains guiding and implementing policies that focus on citywide issues and those of a programmatic high-level nature that apply to land use. Text in italics is for reference only and is not considered adopted policy.

### GUIDING POLICIES

**LUR-G-1** Maintain a balanced land use program that promotes a diversified economic base and capitalizes on Carson’s location and assets – strong industrial economy, access to major freeways, rail corridors, airports, and the ports of Long Beach and Los Angeles, and the presence of California State University Dominguez Hills.

**LUR-G-2** Balance employment and housing within the community to provide more opportunities for Carson residents to work locally, cut commute times, and improve air quality.

**LUR-G-3** Maximize Carson’s economic development potential in order to enhance and retain shopping and entertainment opportunities to serve the population, increase revenues to the City, and provide jobs to residents.

**LUR-G-4** Promote a diversity of complementary uses in different parts of the city, including mixed flexible office space, retail, dining, residential, hotels, and other compatible uses, to foster vibrant, safe, and walkable environments, with flexibility to accommodate emerging uses and building typologies.

**LUR-G-5** Provide opportunities for new residential development in a variety of settings, including through infill and redevelopment, without impacting existing neighborhoods or creating conflicts with industrial operations, while conserving mobile homes as much as possible, which provide more affordable housing.



- LUR-G-6** Encourage revitalization of corridors as pedestrian-oriented, mixed-use residential, retail, and office community spines, serving as focal points for neighborhood amenities and services, and helping foster neighborhood identity and vitality.
- LUR-G-7** Develop Carson’s central Core—extending approximately 1.7 miles both east-west along West Carson Street and north-south along Avalon Boulevard and including the South Bay Pavilion—into a vibrant, pedestrian-oriented mixed-use hub of the community, with housing, retail, and other commercial uses, and civic uses and community gathering spaces.
- LUR-G-8** Promote development of a high-intensity Flex District in the “triangle” near at the I-405/I-110 interchange, capitalizing on the excellent regional access and potential availability of large sites to accommodate a diversity of commercial, residential, and light-industrial uses.
- LUR-G-9** Locate medium and high-density development along major corridors and major redevelopment sites in the central Core, to focus housing near regional access routes, transit stations, employment centers, shopping areas, and public services.
- LUR-G-10** Provide lands to accommodate a wide range of light industrial uses including research and development, manufacturing, agricultural processing, and logistics near transportation corridors where low- to moderate intensity operations would be sufficiently buffered.
- LUR-G-11** Encourage mixed-use development (two or more uses within the same building or in close proximity on the same site), especially in the Core area, to promote synergies between uses.
- LUR-G-12** Promote adaptive reuse and environmental remediation of brownfield sites, sites with abandoned buildings and facilities, or underutilized properties with productive uses.
- A brownfield is a property on which expansion, redevelopment, or reuse may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Cleaning up and reinvesting in these properties promotes efficient land use, facilitates job growth, utilizes existing infrastructure, and takes development pressures off other sites.*
- LUR-G-13** Ensure adequate buffers and transitions between industrial and residential land uses as sites are developed or redeveloped.
- LUR-G-14** Ensure that future industrial development is in harmony to the extent possible with adjacent residential areas. To this end, new logistics buildings must have easy access to freeways and the Alameda corridor to prevent trucks passing on truck routes next to residential areas.
- Heavy trucking uses cause a significant amount of noise and vibration to residential areas, in some cases 24/7. This disproportionately impacts the health of these residents, including worsening air quality due to emissions, loud noises from the engines, and vibrations from the trucks.*



**LUR-G-15** Prioritize uses that provide services to the community, generate sales tax, generate good paying jobs, or provide other benefits to the community. Discourage uses that do not support these objectives, including limiting industrial uses with heavy truck traffic.

## IMPLEMENTING POLICIES

### Residential Development

**LUR-P-1** Where feasible, locate higher density residential uses in proximity to job centers and commercial centers in order to discourage long commute times and encourage pedestrian traffic and provide a consumer base for commercial uses.

**LUR-P-2** Promote development of a range of housing types, including single-family homes on small lots, accessory dwelling units, townhomes, lofts, live-work spaces in transitioning industrial districts, and senior and student housing to meet the needs of future demographics and changing family sizes.

**LUR-P-3** Promote rehabilitation or redevelopment of older or dilapidated housing.

**LUR-P-4** Undertake a study to assess the feasibility and effectiveness of requiring inclusionary housing as part of residential development projects, and commercial/industrial and housing linkage fees.

**LUR-P-5** Support retention of existing mobile home parks as a form of affordable housing when feasible. When retention of existing mobile home parks is not feasible, require at minimum a one-to-one replacement of mobile home units with affordable housing units within the new development and undertake efforts to relocate existing residents to within the community in compliance with State requirements and local regulations.

*The purpose of this policy is to promote mobilehome park conservation. For more detailed discussion of mobile home parks and requirements for development on existing mobile parks, consult the Housing Element and the Carson Municipal Code for the Mobilehome Park Overlay District (MHP).*

## Commercial Development

**LUR-P-6** Prioritize development of office and commercial spaces in Carson to accommodate a wide range of office and commercial uses to meet the needs of small- and medium-sized businesses and larger corporations in sectors such as professional services, medical services, and technology, especially in the Flex District, Downtown Mixed Use along Carson Street and Avalon Boulevard, in Business Residential Mixed Use areas, and on vacant industrial and closed landfill sites.

**LUR-P-7** Promote development of regional scale destinations—including retail, entertainment, hospitality, and office uses—that serve the entire South Bay region, at the confluence of the region’s two major freeways – I-405 and I-110.



*This area has been historically dominated by landfills, waste transfer, recycling and other similar uses, but is beginning to be developed with commercial uses.*

**LUR-P-8** Promote development of neighborhood-scaled commercial centers in residential areas to serve the everyday needs of nearby residents.

**LUR-P-9** Foster development of the Commercial Automotive District (CAD) for automotive, light truck, motorcycle, and recreational vehicle sales facilities, or other major sales tax generating uses limiting other uses that may not be compatible or be detrimental to these principal uses.

## Downtown/Core

**LUR-P-10** Support continued evolution of the West Carson Street (Carson’s “main street”), with a vibrant mix of complementary commercial, residential, and civic uses. Do not permit new automobile-oriented establishments such as car washes, or drive-through uses with access directly from Carson Street.

**LUR-P-11** Promote ground level commercial uses to foster pedestrian activity and visual engagement and provide commercial uses to serve residents of surrounding neighborhoods.





Where commercial uses are or were present as of 2021, at least half of the commercial area shall be retained or replaced as part of new development. Where more than 0.1 FAR ground level active commercial uses are provided (new or through replacement), the City may grant residential density increase up to 60 percent on a graduated scale as specified in the Zoning Ordinance and Table 2-2.

**LUR-P-12** Prohibit uses in the Core (as shown in Figure 2-3) that do not add to a strong pedestrian character, such as warehouses, gas stations, drive-through establishments, industrial, and other new development whose design prioritizes automobile access.

**LUR-P-13** Focus new residential, commercial and employment-generating land uses along Carson Street and Avalon Boulevard in order to support higher-frequency transit service. Provide adequate infrastructure, such as bus lanes or bus shelters at bus stops, to support transit service usage.

## Mixed Use and Flex Development

**LUR-P-14** Promote development of the Broadway/Figueroa Street as Business Mixed-Use. Focus on non-hazardous light industrial, maker, and research and development uses for this area. Live/work units or residential uses are permitted conditionally as part of a cohesive plan that acknowledges their location within a flexible/employment district, considers the long-term development potential of adjacent properties, and presents a strategy for transition of industrial uses to residential uses.

*This is an industrial area now evolving with a variety of uses including breweries, restaurants, and residential uses. The area is well situated, proximate to Cal State Dominguez Hills and two interstates. Any residential uses in the area should be accepting of noise, glare, parking, and other constraints that come with part of being in a diverse mixed-use rather than residential only setting.*

**LUR-P-15** In areas that are designed as Corridor Mixed Use where commercial uses are present as of 2021, at least half of the existing commercial square footage should be retained or replaced as part of new development to the extent feasible.

*The intent is to avoid displacement of existing commercial uses along this corridor and allow the option to reduce commercial square footage to reflect feasibility and market forces.*

**LUR-P-16** Where larger parcels—such as the Shell site—are redeveloped, require development to implement urban design policies, including creation of smaller blocks (typically with no dimension larger than 300 to 600 feet dependent on use, with smaller blocks in residential areas) to create walkable, urban environments; buildings and landscapes that relate to the surroundings, with high-level of public-realm amenities, such as tree-lined streets; sidewalks, pedestrian paths, and crossings; and plazas and other gathering spaces for workers and visitors. Site planning for new construction should ensure that streets are lined with occupied build-

ings or landscapes, with parking and service facilities tucked behind or away from public streets.

**LUR-P-17** Ensure that new industrial uses in the Business Mixed-Use designation minimize adverse off site air quality, noise, or glare impacts incompatible with permitted residential.

**LUR-P-18** Promote infill mixed-use development in either a vertical or horizontal configuration when aging shopping centers are redeveloped to create mixed-use corridors with a range of housing types at mid-to-high densities along their lengths and activity nodes at key intersections with retail/commercial uses to serve the daily needs of local residents.

*This policy applies to areas that are designated as Corridor Mixed Use or Downtown Mixed Use, such as within the city's Core and Carson Plaza near the CSU-DH campus.*

### Industrial Uses

**LUR-P-19** Provide lands to accommodate a wide range of light industrial uses including research and development, manufacturing, and agricultural processing near transportation



corridors in areas where low- to moderate intensity operations would be sufficiently buffered. Logistics and other heavy trucking uses shall be limited to industrial areas that provide direct access to freeways and the Alameda corridor.

**LUR-P-20** Require outdoor storage associated with use/building/business to be screened from any public view, including from adjacent streets as well as residential and commercial uses.

**LUR-P-21** Establish performance and development standards to allow a wide range of uses as long as those uses will not adversely impact adjacent uses. These performance and development standards are the minimum necessary to assure safe, functional, and environmentally sound activities.

*Details of this would need to be developed as part of the Zoning Code.*

**LUR-P-22** When industrial land directly adjacent to existing or permitted residential, parks, schools or other sensitive uses is developed or intensified, require a buffer of natural vegetation, open space, berms, and trees between

the new residential development and industrial land. Other operation factors, including hours of operation, traffic, noise, and air quality impacts, shall be assessed and mitigated at time of project review.

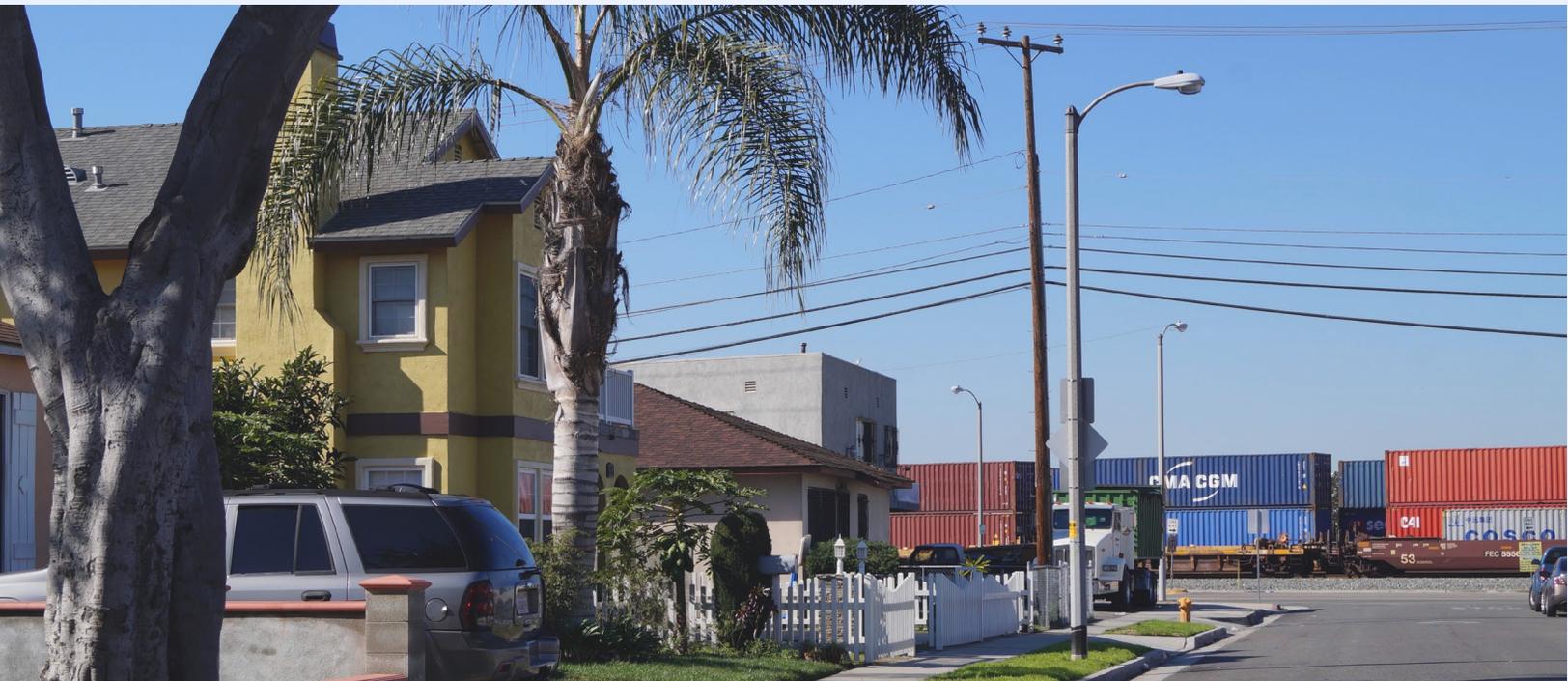
*Details of this would need to be developed as part of the Zoning Code. The buffer can help ameliorate visual impacts, and prevent reduce impacts related to light and glare, and potentially noise and air quality.*

### Detailed Planning for Specific Areas

**LUR-P-23** Undertake planned development and specific plans for unique projects as a means to achieve high community standards, address neighborhood or significant site-specific issues, ensure compatibility between a number of uses, on large parcels, and when needed as part of a redevelopment or environmental remediation strategy.

*Such areas that would benefit from a specific plan include the Shell Site and South Bay Pavilion if redeveloped.*

**LUR-P-24** Promote the development of sites designated as Business Residential Mixed Use



(BRMU) with a vibrant mix of business and residential uses that include:

- For the Shell site, require at least a minimum of 25 acres of open space, 18 of which as a centralized park or open space and seven acres along the western border of the property as a Greenway Corridor/buffer. Exact locations and acreages should be specified during project planning.
- For the Shell site, require at least a minimum nine acres of General Commercial at the south-west corner of Del Amo Boulevard and Wilmington Avenue or at a centralized location. Other commercial uses are encouraged throughout the site as mixed-use development.
- Encourage residential development with a range of housing types, and technology, research and development, and office uses if determined to be suitable from an environmental perspective.
- Require development to be connected to the surroundings, with through streets, and walkable urban design patterns. See additional policies in Chapter 4: Community Character, Identity, and Design Element.
- When housing is proposed adjacent to industrial uses, require the development of a cohesive master or specific plan to include surrounding property owners to ensure compatibility. The Shell site is required to have a similar plan to outline long-term growth of the site.

## Zoning and Subdivision Regulations

**LUR-P-25** Update the City's Zoning Ordinance and Subdivision Regulations contained in the Municipal Code for consistency with the General Plan.

*This would include:*

- *Establishment of new base districts;*
- *Establishment of new overlay districts as appropriate;*
- *New development regulations that reflect policy direction contained throughout the Plan;*
- *Use regulations identifying permitted and conditionally permitted uses consistent with the policies applicable to the General Plan land use designation; and*
- *Minimum and maximum development intensities consistent with the General Plan land use policies.*

**LUR-P-26** Ensure that development is within the stated maximum and minimum residential density limits as shown in Table 2-2.

**LUR-P-27** Establish parking standards and regulations appropriate to accommodate uses and development consistent with the General Plan with a particular focus on smaller residential units and mixed-use developments.

**LUR-P-28** Establish base heights and rules for allowing projects to exceed the base heights in the Zoning Code consistent with the heights proposed in Table 2-3. Allow for taller building heights in projects that provide community benefits in areas designated as a mixed-use or Flex District land use classification.

**LUR-P-29** Establish provisions for granting development incentives such as increased building height and development intensity when projects provide community benefits including, but not limited to, payment of community benefits fee, publicly accessible open space/parks, additional affordable housing, public art, infrastructure improvements beyond those required for the development and other amenities.

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