

I Introduction

The City of Carson covers approximately 19.2 square miles in the southern area of Los Angeles County. The City, located in the South Bay/Harbor area of the county, is bordered by Long Beach to the east, Compton to the north, Torrance to the west, and Los Angeles to the south and west. Unincorporated areas of Los Angeles County also surround Carson to the north, east and west. The western boundary of the city is formed by Interstate 110 (south of 190th Street/Victoria Street) and by Figueroa Street (north of 190th Street/Victoria Street). The northernmost boundary is Alondra Boulevard until it enters the City of Compton at Haskins Avenue. The majority of the city is located south of State Route 91. The southern boundary generally follows Lomita Boulevard, while the eastern boundary follows portions of Central Avenue, Wilmington Avenue, Interstate 710, Santa Fe Avenue and just west of the Union Pacific Railroad lines. The unincorporated areas north of Alondra Boulevard and east of S Wilmington Avenue constitute the City's spheres of influence.

1.1 City History Synopsis

Native Americans like the Tongva (also referred to as Kizh or Gabrielino) established villages in the Carson area 6,000 years before the first white men arrived on the shores of southern California. In 1782, the first white settler of the area, Juan Jose Dominguez, was rewarded 75,000 acres of land by the Spanish governor of California. The land, known as Rancho San Pedro, included the current cities of Carson, Torrance, Redondo Beach, and the Los Angeles Harbor. The area was primarily used for cattle ranching, sheep grazing and dairy farming by settlers throughout the 19th century. The area was also the site of a notable battle during the Mexican-American War.

The shift from primarily rural to urban land use in the area that is now Carson occurred during the turn of the 20th century. The establishment of the Dominguez Water Company in 1911 allowed for the provision of water and other utilities, fostering residential and commercial settlement along Carson Street and Avalon Boulevard. More industrial and residential development followed the discovery of oil during the 1920s. The area continued to develop throughout the 20th century, facilitated by the extension of the interstate highway system into the South Bay and suburbanization of the Los Angeles metropolitan region.

The 1960s were a particularly important decade for Carson. The population boomed from about 40,000 residents in 1960 to about 70,000 at the end of the decade. During this period, the area remained unincorporated territory of Los Angeles County. This status led to the concentration of industrial and pollutive uses in the area, like refuse dumps, landfills and automobile dismantling plants. In 1968, residents of the area voted to incorporate Carson into a city as a means of establishing greater control over their community and its land uses.

Since incorporation Carson has continued to grow. Recently, Carson has seen a population increase of 10.8 percent between 1990 and 2020, indicating that the city is below the overall trend of Los Angeles County (14.8 percent) according to SCAG Pre-certified Local Housing Data for the City of Carson and the California Department of Finance (DoF). It has a housing stock typical to a mid-sized urban city in the County, with an average household size of 3.62 in 2019 and 78.43 percent single-family households in 2020. Over the 2000-2020 period, there has been a net increase of 225 housing units. The number of multifamily housing units increased by about 14 percent during the period, while single-family housing units decreased by about 0.8 percent.

1.2 Purpose of the Housing Element

As part of a jurisdiction's General Plan, California state law requires the adoption of a Housing Element to identify and address the community's housing needs. Unlike the General Plan, however, the Housing Element must be updated every eight years to reflect changing conditions, community objectives, and goals. The 2021-2029 Housing Element for the City of Carson coincides with the City's 2040 General Plan Update and will set forth the City's housing priorities and goals, as well as its vision for both short- and long-term development. The Housing Element also identifies specific housing strategies and programs in the Housing Action Plan (Chapter 6) to address the community's housing needs. Housing goals include:

1. Maintain and rehabilitate Carson's existing housing stock.
2. Encourage the development of a variety of housing to meet needs of the broad spectrum of the community, with a particular emphasis on multifamily housing, and development standards that facilitate housing production.
3. Preserve affordable housing "at risk" of conversion and promote additional affordable housing development.
4. Promote and preserve housing opportunities for persons with special needs, including lower-income households, large families, single parent households, disabled persons, the elderly, and persons experiencing homelessness.
5. Housing opportunities to all persons regardless of race, religion, ethnicity, ability, sex, age, marital status, household composition, or other arbitrary factor.
6. Conserve natural resources and reduce energy consumption in all areas of residential development.

Further, it provides an evaluation of the adopted 2014-2021 Housing Element, including an assessment of prior programs and strategies.

CALIFORNIA STATE HOUSING ELEMENT LAW

State law requires all jurisdictions to adopt a General Plan composed of at least seven elements, including the Housing Element, and cities with disadvantaged communities need to incorporate environmental justice into the General Plan. California State Housing Element Law (California Government Code Article 10.6) establishes the requirements for Housing Elements. California Government Code Sections 65580-65589 detail the specific regulations that Housing Elements must follow, including the provision that local governments must review and revise their Housing Elements on an eight-year cycle. The current Housing Element constitutes the 2021-2029 Housing

Element cycle. While Housing Elements must be updated every eight years, the other General Plan elements typically cover a 10- to 20-year period.

While the Housing Element is shaped by State law, it is essentially a local document. The Carson Housing Element, in tandem with the comprehensive 2040 General Plan Update, is designed to assess and shape the community's housing progress and needs. The document must adhere to State law requirements and is subject to mandatory review by the State of California Department of Housing and Community Development (HCD).

Carson's Housing Element was last updated in 2014 and covered the years 2014-2021. The current Housing Element is updated to reflect the Regional Housing Needs Assessment (RHNA) as determined by the Southern California Association of Governments (SCAG) for the Sixth Cycle Housing Element Update, covering the years 2021-2029. The Element sets forth a strategy to address the City's identified housing needs, including specific implementing programs and activities.

Various amendments have been made to Housing Element law since adoption of the City's current Housing Element, especially since 2017. These include, but are not limited to:

- AB 686: Requires the City to affirmatively further fair housing in identifying specific plans and programs, as well as an assessment of fair housing practices and impediments.
- AB 1397 and SB 166: Requires that sites listed on the housing site inventory must be both available and suitable for residential development in compliance with "no net loss" provisions. Importantly, these bills introduce limitations on the continued inclusion of both vacant and non-vacant sites identified in prior housing elements.
- AB 1763, AB 2345, AB 2753, AB 2372 and SB 1227: Provides enhanced density bonus incentives under the State Density Bonus law.
- AB 881, AB 68, SB 13, AB 671 and AB 3182: Provides further incentives for and streamlines the production of accessory dwelling units (ADUs).
- AB 671, AB 1255, AB 1486 and SB 6: Requires the City to prepare a list of surplus lands under its ownership and provide a description of non-vacant sites owned by the City, including whether there are any plans to dispose of the property during the planning period.
- SB 167, AB 678, AB 1515 and SB 330: Strengthens the Housing Accountability Act (HAA) and limits the ability of jurisdictions to deny or make infeasible qualifying housing projects. Importantly, the City may not decrease housing capacity if such a decrease would prevent the City from meeting its RHNA target and violate "no net less" provisions. The City must also establish objective development standards.

The contents of this updated Housing Element comply with these amendments and all other requirements of Housing Element law.

ENVIRONMENTAL REVIEW

The Housing Element Update is considered a General Plan Amendment and is therefore subject to the California Environmental Quality Act (CEQA). The Housing Element Update is happening concurrently with the Carson 2040 General Plan Update, as such, the environmental impacts for both will be examined at the same time under a Program EIR.

1.3 Organization of the Housing Element

The Housing Element is divided into several chapters and appendices covering the assessment of current conditions, housing needs, constraints, and the housing plan. It is organized as follows:

- **Chapter 1 – Introduction:** Provides an introduction to the document, including City background and the purpose of a Housing Element.
- **Chapter 2 – Housing Needs Assessment:** Presents community demographic information, including both population and household data. Outlines the Regional Housing Needs Assessment (RHNA) process and provides an assessment of housing needs.
- **Chapter 3 – Affirmatively Furthering Fair Housing:** Provides an assessment of fair housing issues and efforts in Carson.
- **Chapter 4 – Housing Constraints:** Explores the various obstacles the City faces in developing housing – including governmental and non-governmental constraints.
- **Chapter 5 – Housing Resources:** Analyzes site, financial, and administrative availability for future housing development.
- **Chapter 6 – Housing Action Plan:** Institutes the goals, policies, and programs of the 2021-2029 Housing Element, and provides quantified objectives.
- **Appendix A – Public Outreach Materials**
- **Appendix B – State Licensed Residential Care Facilities – City of Carson**
- **Appendix C – Sites Inventory**
- **Appendix D – Prior Housing Element Evaluation**
- **Appendix E – 2020 Analysis of Impediments to Fair Housing Choice – City of Carson**

1.4 Relationship to Other General Plan Elements

A comprehensive update of Carson’s General Plan, which was last updated in 2004, has been undertaken together with the Housing Element. The 2040 General Plan provides the framework for development of facilities, services and land uses necessary to address the needs and desires of City residents, workers, and businesses. To ensure that these needs are clearly addressed throughout the General Plan, the elements must be interrelated and interdependent.

The Housing Element is affected by development policies contained in the Land Use Element, which establishes the location, type, intensity and distribution of land uses throughout the City, and defines the land use build-out potential. In designating residential development, the Land Use Element places both minimum and maximum limits on housing units allowed on various sites. The acreage designated for a range of commercial and office uses creates employment opportunities for

various income groups. The presence and potential for jobs affects the current and future demand for housing at the various income levels in the City.

The Circulation Element of the General Plan also affects the implementation of the Housing Element. The Circulation Element establishes policies for a balanced circulation system in the City. Consequently, the Housing Element must include policies that take into account the types of infrastructure essential for residential housing units in addition to mitigating the effects of growth in the City. The Environmental Justice Element further policies to ensure that growth is balanced, inclusive, and just.

The Housing Element Update builds upon and is consistent with these and other General Plan elements.

1.5 Public Participation

Section 65583 (c)(6)(B) of the Government Code states that, “The local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.” City residents will have several opportunities to recommend strategies, review, and comment on the Carson Housing Element as discussed below.

The City convened a stakeholder meeting on June 16th, 2021 to solicit input on the Housing Element. Participants included those interested in housing development and preservation in the city, including both non-profit and for-profit developers who have experience constructing both market-rate and affordable housing in Carson. Discussion was focused on housing priorities, housing needs and constraints, and opportunities and solutions. An additional stakeholder meeting was scheduled for June 24th, but postponed due to low stakeholder availability.

Public hearings are held annually on the City's participation in the Community Development Block Grant (CDBG) program. Housing rehabilitation and fair housing needs are a major expenditure in the Block Grant program, and projects are reviewed for consistency with the General Plan, including this Housing Element. Additionally, each year the Planning Commission and City Council annually conduct a public review of progress made in implementing the programs set forth in the Housing Element as part of the Annual Report prepared in accordance with Section 65400 of the California Government Code.

The Housing Action Plan reflects community input gathered between 2017 and 2020 for an array of City initiatives, including the preparation of an Analysis of Impediments to Fair Housing Choice, Community Development Block Grant (CDBG) Annual Action Plans, the 2020-2024 Five-Year Consolidated Plan, and the 2040 General Plan Update. Meetings were also held specifically on the 2021-2029 Housing Element Update in 2021.

1.6 Sources of Information

In preparing the Housing Element, various sources of information were consulted. The sixth cycle housing element SCAG-developed and HCD-pre-certified local data package provide the basis for population and household characteristics. However, this data relies in part on now superseded 2014-2018 American Community Survey (ACS) 5-year and 2012-2016 HUD Comprehensive Housing Affordability Strategy (CHAS) estimates, and occasionally does not provide the full scope of community characteristics. Where necessary, several additional and more current sources are used to provide reliable updates of the SCAG data package. The sources used in the SCAG data package and any additional sources are listed below.

1. SCAG Pre-Certified Local Housing Data, 2020
 - a. American Community Survey (ACS), 2014-2018 5-year estimates
 - b. California Department of Finance (DoF), E-5 Population and Housing Unit Estimates, 2010-2020
 - c. Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS), 2012-2016
 - d. California Department of Developmental Services, June 2019
 - e. Southern California Association of Governments (SCAG) Local Profiles [including Construction Industry Research Board (CIRB) and Core Logic/DataQuick], 2019
 - f. California Housing Partnership, 2020
2. SCAG 6th Cycle Final Regional Housing Needs Assessment Plan, 2021
3. SCAG Connect SoCal (2020-2045 Regional Transportation Plan/Sustainable Communities Report), 2020
4. U.S. Census Bureau, Decennial Census, 2000 and 2010
5. U.S. Census Bureau, ACS, 2006-2010 and 2015-2019 5-year estimates
6. U.S. Census Bureau, OnTheMap LEHD Origin-Destination Employment Statistics, 2018
7. HUD, CHAS, 2013-2017
8. HUD, Multifamily Assistance & Section 8 Database, July 29, 2021
9. HUD, Affirmatively Furthering Fair Housing (AFFH) Data Release, Table 12 AFFHT0006, July 2020
10. Integrated Public Use Microdata Series (IPUMS) National Historical Geographic Information System (NHGIS), University of Minnesota, 1990
11. IPUMS USA, University of Minnesota, 2015-2019
12. HCD State Income Limits, 2020
13. HCD AFFH Data and Mapping Resources, 2021
 - a. ACS, 2010-2014 5-year estimates
 - b. ACS, 2015-2019 5-year estimates
 - c. HUD, Low- to Moderate-Income Population, FY 2021
 - d. HUD, Jobs Proximity, 2014-2017
 - e. Urban Displacement Project, 2019
 - f. California Tax Credit Allocation Committee (TCAC) and HCD Opportunity Areas Mapping Analysis, 2021
 - g. California Health and Human Services Agency (CHHS), January 2020
14. TCAC, Project Staff Reports, 2015-2019

15. Federal Home Mortgage Disclosure Act data, 2012-2019
16. County of Los Angeles Utility Allowance Schedule, 2020
17. Compton Unified School District, 2021
18. Los Angeles Unified School District, 2021
19. City of Carson Housing Authority, Affordable Ownership Condominium Price Table, 2020
20. City of Carson Housing Authority, Annual Report, Fiscal Year (FY) 2019-2020
21. City of Carson, Finance Department, Uniform Comprehensive Schedule of Fees, 2019
22. City of Carson, GIS data, 2017
23. City of Carson, IDIF Program Fee Table, July 2021 to June 2022
24. City of Carson, Annual Progress Report, 2020
25. City of Long Beach, Annual Progress Report, 2020
26. Zillow Home Value Index (ZHVI), January 31, 2010 and January 31, 2021
27. California Housing Partnership, August 2021
28. GeoTracker, Landfill Sites, 2021

In addition to providing information on the citywide level, selected information is also provided at the census tract or block group to allow comparison among different areas in Carson. Comparisons are made to illustrate diversity within the City across geographic areas.

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