



CARSON PLANNING COMMISSION STAFF REPORT

DATE: February 11, 2025

FROM: Chris Palmer, Planning Manager

BY: Leila Carver, Planning Consultant

SUBJECT: General Plan Amendment – GPA-02-24
Specific Plan Amendment – SP-2-24
Site Plan and Design Review – DOR-20-24
Vesting Tentative Tract Map – TTM-3-24 for VTTM 84598
Amended and Restated Development Agreement– DA-2-24
Addendum to Carson 2040 General Plan Update EIR

PROJECT/APPLICANT INFORMATION

Project Summary: A request for approval of a 62-unit residential townhome condominium development

Project Location: 21611 South Perry Street - APNs 7327-001-014 & 015

General Plan/Zoning: Corridor Mixed Use (CMU)/Perry Street Specific Plan (PSSP)

Project Applicant: 21611 Perry Street, LLC

Project Owner: 21611 Perry Street, LLC

I. OVERVIEW

A. History of Land Use Approvals for the Site

In October 2022, the City approved the development of a self-storage facility on the site consisting of approximately 121,775 maximum square feet within three buildings, with a maximum height of 36 feet (“Self-Storage Project”). Approvals for the Self-Storage Project included:

- A General Plan Amendment changing the land use designation for the site from Light Industrial to Heavy Industrial;
- The rezoning of the site to Perry Street Specific Plan, and the adoption of the Perry Street Specific Plan;
- The approval of a Development Agreement granting the Applicant a vested right to develop the Self-Storage Project in exchange for certain community benefits provided by the Applicant; and
- A Site Plan and Design Review for the Self-Storage Project.

In 2023, as part of the 2040 General Plan Update, the General Plan land use designation for the site was changed from Heavy Industrial to Corridor Mixed Use. This change created the possibility for a residential development on the site, since residential uses are permitted under the Corridor Mixed Use designation, but not under the Heavy Industrial designation.

The Applicant now proposes to develop the Residential Project on the site, but also wishes to maintain the option of developing the Self-Storage Project on the site. This proposal requires amendments to the, Perry Street Specific Plan (PSSP), and the Development Agreement (DA), as discussed further below, in addition to approval of the Site Plan and Design Review, and the Vesting Tentative Tract Map (VTTM).

B. Introduction

The proposed Perry Street Residences project is located on a 2.8 acre (122,102 sf) site consisting of two parcels (APNs 7327-010-014; 7327-010-015) at 21611 South Perry Street. The site is located within the central portion of the City of Carson on the northwest corner of Carson Street and South Perry Street with the site directly bounded by Perry Street to the east, Carson Street to the south, single-family residences to the north, and Dominguez Channel to the west with the I-405 bordering the channel further to the west. The project proposes the grading of the site and the construction of a new residential development consisting of 62 market-rate townhomes, as well as 150 on-site parking spaces, amenities, and associated site improvements (“Project” or “Residential Project”).

The Applicant requests review and approval of the following:

- General Plan Amendment (GPA-2-24) pursuant Section 65358 of the Government Code in order to amend the description of the Corridor Mixed Use land use designation to allow the Project on the site and clarifies that the Self-Storage Project is consistent with the General Plan;
- Specific Plan Amendment (SP-2-24) pursuant to Section 65450 et. Seq. of the Government Code in order to amend the previously approved Perry Street Specific Plan to allow the Project on the site;
- Amended and Restated Development Agreement (DA) 2-24 pursuant to CMC Section CMC 9508 et seq. in order to amend previously approved DA No. 27-21 to allow the Project on the site as an alternative to developing a previously approved self-storage project;
- Site Plan and Design Review (DOR-20-24), which is required by CMC Section 9172.23 for all developments requiring building permits for the Project (with some exceptions not applicable here);

- Vesting Tentative Tract Map (TTM-3-24), pursuant to CMC Section 9208.1 et seq. and the Subdivision Map Act to permit the creation of 62 condominium units on a single lot; and
- An Addendum to the 2040 General Plan Environmental Impact Report (EIR) – SCH # 2001091120 (the “Addendum”).

Staff is requesting the Planning Commission is: (1) to approve the Addendum, (2) to approve the DOR-20-24 and TTM-3-24, subject to the Conditions and contingent upon City Council approval of the GPA-2-24, SP-2-24, DA-2-24 , and (3) to recommend that the City Council approve the GPA-2-24, SP-2-24, DA-2-24.

C. Project Description

The Residential Project is a residential condominium townhome development consisting of 62 market-rate townhomes. The site would ultimately contain ten (10) residential buildings, and include off-street parking, internal roadways, infrastructure connections, interior pedestrian paseos, seating areas with enhanced paving, shade structures, lawn areas, and a walkable decomposed granite trail bounded by screen hedges along the northern perimeter of the site. The project provides direct vehicular and pedestrian connections to the surrounding community, with some units enjoying direct pedestrian access to Perry Street within a short walking distance from the Perry Street Mini-Park.

The proposed townhome project consists of eight (8) two-bedroom units, 27 three-bedroom units, and 27 four-bedroom units, ranging from 1,168 square feet to 1,783 square feet. All townhome structures are three stories and 35-40 feet in height.

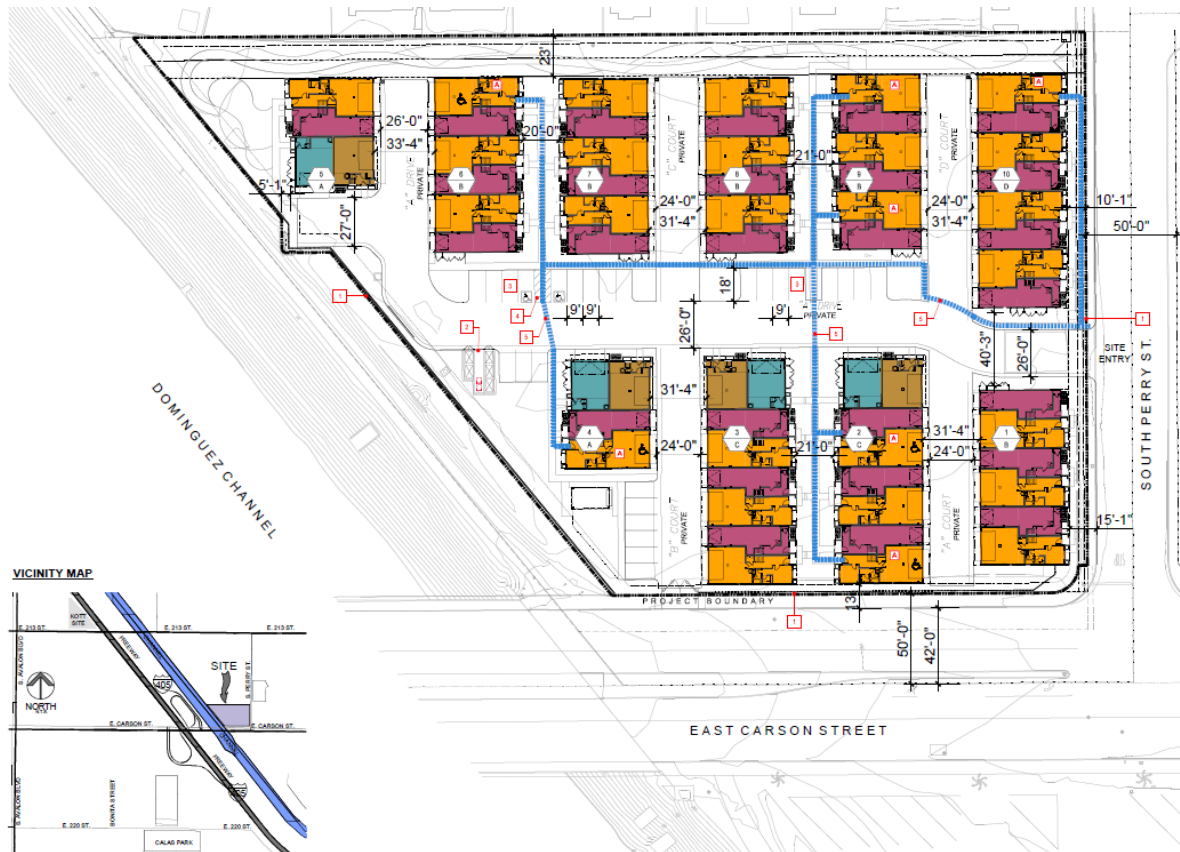
The project would provide common amenities such as a barbecue area, pedestrian paseos and courtyard gardens. Each townhome unit will have an average of approximately 76 square feet of private open space. The townhomes will share approximately 29,071 square feet of common open space. The project site will have approximately 33,793 square feet of total open space.

The townhomes’ exterior design is a modern agrarian/farmhouse architectural aesthetic. Various color schemes and materials, including brick veneer, corrugated metal panels, smooth stucco, vertical sidings, asphalt shingle roofs, vinyl windows, and metal railing and garage door accents, are utilized to break monotony and create visual interest to the currently vacant lot, and to diversify the housing options. The trash enclosure will be designed to match the townhome architecture.

Vehicular access will be provided via the driveway on Perry Street leading to internal, private streets, with a proposed secondary Emergency Vehicle Access-only entrance

from Carson Street. Each townhome will have an attached two-car garage totaling 124 residential parking spaces. A total of 26 surface off-street guest spaces, including two ADA spaces, will be provided.

Proposed site plan:



Proposed Elevations:

Scheme 1 (Building A – 4 plex, Building C – 8 plex)



Scheme 2 (Building B – 6 plex, Building D – 8-plex)



Preliminary Landscape Plan:**D. Existing Site Conditions**

The subject property is currently vacant and undeveloped lot. There are currently 17 groundwater monitoring wells present at the subject property used as part of a groundwater monitoring program.

Prior to development in the early 1960s, the subject property was farmland. Since the early 1960s, tenants have included Plan Hold Corporation, Picket Industries, Air Harbor Machine Company, Inc., Focus Engineering Service, Aire RV and Sports Den, and Carson Trailer, Inc. The last tenant vacated the property in December 2009, and building demolition occurred in May 2011.

The subject property is located in a region characterized by a mix of residential and commercial uses. Auto repair facilities and truck dealers are located to the east and south across Perry and Carson Streets. Two- and three-story multi-family housing is located across Perry Street to the east, with Perry Street Mini-Park and single-family neighborhoods to the north and northeast.

Table 1.0
Land Use Summary Table

	Existing Use	Zoning	General Plan
Subject Site	Vacant	Perry Street Specific Plan (PSSP)	Corridor Mixed Use (CMU)
North of Subject Site	Single-Family Homes	Low Density Residential (LDR)	Low Density Residential (LDR)
South of Subject Site	Truck Dealer	Corridor Mixed Use (CMX)	Corridor Mixed Use (CMU) with Commercial Automotive District (CAD) Overlay
East of Subject Site	Multifamily Housing and an Auto Care Store	Corridor Mixed Use (CMX)	Corridor Mixed Use (CMU)
West of Subject Site	Dominguez Flood Control Channel	NA	NA

Existing Site Conditions:



II. ANALYSIS OF APPLICABLE DEVELOPMENT STANDARDS

A. Summary of Development Standard Compliance

The project's compliance with development standards is summarized in the table below:

Table 2.0
Development Standards Compliance

	Requirement	Compliance
<i>General Plan LUR Element (CMU)</i>		
Floor Area Ratio (FAR)	Maximum base FAR is 1.0	Yes. Project gross FAR is 1.1. Base FAR and base residential density may be increased by up to 15% with inclusion of community benefit. Refer to the Development Agreement Section of the Staff Report.
Commercial Use Requirement	A mix of commercial and residential uses are permitted—although purely commercial or purely residential uses are allowed.	Yes. Project is a purely residential use. The City may, in circumstances where ground floor commercial use is not desirable or practical, permit substitution of commercial uses with community benefit. Refer to the Development Agreement Section of the Staff Report.
Density	Maximum residential density is 40 units/acre	Yes. Project density is 22.14 units/acre.
<i>PSSP Zone</i>		
FAR	Maximum base FAR is 1.0	Yes. Base FAR and base residential density may be increased by up to 15% with inclusion of community benefit. Refer to the Development Agreement Section of the Staff Report.
Height Limit (PSSP Section 3.0.3)	39 feet	Yes.
Front Setback (PSSP Section 3.0.3)	10 feet	Yes.
Carson Street Side Setback	5 feet	Yes.

(PSSP Section 3.0.3)		
North side Setback (PSSP Section 3.0.3)	23 feet	Yes.
Rear/West Side (abutting channel) Setback (PSSP Section 3.0.3)	10 feet	Yes.
Projections from Buildings	Projections from buildings may project into a required yard not more than 15% of the width of the required yard. No projections are permitted into right-of-way areas.	Yes.
Parking	Two (2) spaces within a private garage for each of the units, plus 0.2 guest spaces per unit (2.2/unit).	Yes. A total of 150 parking spaces including two spaces within private garage for each of the 62 units, and an additional 26 spaces (0.42 guest spaces per unit) would be dispersed throughout the site to provide guest parking.
<i>CMC</i>		
Building Separation (CMC 9128.15)	At least 10 feet between main residential buildings, except where a parking space is proposed therein, in which case there shall be at least 15 feet between main buildings. Where an individual unit fronts an interior courtyard, the separation from an adjacent main residential building shall be a minimum of 20 feet.	Yes.
Walls and Fences	6 feet.	Yes.

III. ANALYSIS OF LEGISLATIVE APPROVALS

A. General Plan Amendment

The Carson 2040 General Plan is the basis for all local land use decisions. State law requires zoning, subdivisions and public works projects be consistent with the general plan for approval. The purpose of the General Plan Land Use and Revitalization Element, one of the seven (7) elements of the General Plan, is to address issues concerning the relationship between land uses and environmental quality, potential hazards, and social and economic objectives. The Land Use Element constitutes official City policy for the location of various land uses and provides guidance to ensure orderly growth and development. A project is consistent with the general plan if, considering all aspects of the proposed project, the project will further the goals, objectives and policies of the plan and not obstruct their attainment.

The site is located in the Corridor Mixed Use General Plan land use designation. Among other uses, this designation permits purely residential uses with a density of up to 40 units per acre and provides that residential projects are not required to include a commercial component when they provide other community benefits. The proposed Project, which has a density of 22.14 units per acre and provides community benefits (as discussed below) is permitted under this designation. The Applicant also has an existing vested right to develop the Self-Storage Project on the site under Development Agreement No. 27-21, regardless of the current land use designation. However, for the sake of clarifying that *both* projects are permitted uses on the site, and to ensure consistency with the General Plan, the Applicant has proposed to amend the description of the Corridor Mixed Use land use designation in the General Plan to add the following language to the end of first paragraph of the Corridor Mixed Use (CMU) land use description.:

- *“Notwithstanding any other provision governing the Corridor Mixed Use land use designation, properties located within both the Corridor Mixed Use land use designation and the Perry Street Specific Plan shall be developed in accordance with the permitted land uses in the Perry Street Specific Plan, including any amendments thereto, as well as any other provisions of the Corridor Mixed Use land use designation.”*

This amendment would permit any use on the site that is permitted in the Perry Street Specific Plan, which effectively means that either the Self-Storage Project or the Residential Project would be permitted on the site.

B. Specific Plan Amendment

The site is located in the Perry Street Specific Plan (PSSP), which serves as its zoning. The PSSP, in its current form, allows for development of the Self-Storage Project, but

does not permit the development of the proposed Residential Project. The proposed amendment to the PSSP would give the Applicant the option to develop the Residential Project on the Property as an alternative to developing the Self-Storage Project. This amendment would allow the Applicant to maintain its vested right to develop the Self-Storage Project under the Development Agreement, while also allowing the Applicant to develop the Residential Project, which is permitted under the Corridor Mixed Use land use designation in the General Plan. The proposed updates to the PSSP are shown in Attachment 5.

C. Amended and Restated Development Agreement

The site is currently subject to Development Agreement No. 27-21, which gives the Applicant a vested right to develop the Self-Storage Project on the site. The Applicant has requested amendments to the Development Agreement, which would give the Applicant the option to develop the Residential Project on the Property in addition to developing the approved Self-Storage Project. The term of the approved Development Agreement, which expires in 2037, would remain unchanged.

In exchange for the City granting the Applicant a vested right to develop the Residential Project on the site, the Applicant would provide the following community benefits for a total of \$1,817,327:

- Payment of Development Impact Fees of \$1,267,327;
- Payment of \$250,000 or annexation to the Community Facilities District (CFD);
- Payment of \$250,000 a contribution to the Citywide Commercial Façade Improvement Program;
- Payment of a \$50,000 Development Agreement fee.

The proposed Amendment and Restated Development Agreement is provided as Attachment 6.

III. ANALYSIS OF ENTITLEMENTS (DOR AND TTM)

A. Site Plan and Design Review No. 20-24

The Planning Commission must make the findings provided in CMC Section 9172.23 to grant approval of the development plan. See findings provided in the Resolution for the Site Plan and Design Review (DOR) in Attachment 3.

B. Vesting Tentative Tract Map No. 3-24 for VTTM 84598

The applicant has applied for a VTTM to permit the creation of up to 62 residential condominium units to enable the sale of the townhomes. The resulting lot will be 2.80

acres (one lot for condominium purposes). The proposed TTM is included in Attachment 1.

The proposed VTTM is consistent with the General Plan, PSSP, and the CMC. The CMU land use designation in the General Plan does not include any requirements related to lot size or lot dimensions. Consequently, the proposed map is consistent with the General Plan. CMC requires that the minimum lot size is no less than 5,000 square feet. CMC requires both a minimum lot size of 5,000 square feet and a minimum lot width of 50 feet; the new parcels comply with both requirements (CMC 9125.2 and 9125.4). In compliance with CMC Section 9125.3, each new parcel has vehicular access to a public street and has a street frontage of at least 50 feet.

Furthermore, as required by Government Code Section 66474, the site is physically suitable for residential development at the proposed density, the design of the subdivision and proposed improvements is not likely to cause substantial environmental damage or substantially or avoidably injure fish or wildlife or their habitat, neither the design of the subdivision nor the type of improvements is likely to cause serious health problems, and neither the design of the subdivision nor the type of improvements will conflict with existing public easements for access through or use of the property.

In conclusion, the required findings can be made to approve the VTTM. Appropriate conditions of approval will be imposed on the tract map to ensure compliance with the City's subdivision ordinance and the Subdivision Map Act.

IV. ENVIRONMENTAL REVIEW

The proposed development constitutes a project within the scope of the California Environmental Quality Act (CEQA) and the City's CEQA Guidelines. Accordingly, the applicant has prepared an Addendum to the Carson 2040 General Plan Update Environmental Impact Report ("EIR") (SCH #2001091120) for the Project. The EIR included an environmental impact (and/or effects) analysis of the full build out of the residential density allowed in the General Plan. The proposed project does not exceed the residential density permitted in the General Plan, nor does it include any other project features that would result in impacts not already sufficiently analyzed the EIR.

Section 15164(a) of the CEQA Guidelines (Title 14 of the California Code of Regulations) states that: "*The lead agency or responsible agency shall prepare an addendum to a previously certified EIR if some changes or additions are necessary but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred.*" The conditions in Section 15162 requiring a subsequent EIR are as follows:

- (1) *Substantial changes are proposed in the project which will require major revisions of the previous EIR or negative declaration due to the involvement of new*

- significant environmental effects or a substantial increase in the severity of previously identified significant effects;*
- (2) *Substantial changes occur with respect to the circumstances under which the project is undertaken, which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or*
- (3) *New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete or the negative declaration was adopted, shows any of the following:*
- (A) *The project will have one or more significant effects not discussed in the previous EIR or negative declaration;*
- (B) *Significant effects previously examined will be substantially more severe than shown in the previous EIR;*
- (C) *Mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or*
- (D) *Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.*

The residential density of the proposed project (22.14 dwelling units/acre) is significantly less than the 40 du/ac analyzed in the EIR. Also, any potential effects from including any of the higher intensity industrial uses also studied in the EIR are being avoided by the proposed fully-residential project. As demonstrated by the detailed environmental analysis included in the Addendum, the project would not result in any new significant impacts or effects, nor would it substantially increase the severity of previously identified significant impacts or effects. Rather, all of the impacts or effects associated with the project are within the envelope of impacts addressed in the EIR and do not constitute a new or substantially increased significant impact or effect. Therefore, the modifications resulting from the project do not meet the criteria for a Supplemental or Subsequent EIR pursuant to Public Resources Code Section 21166 and CEQA Guidelines Section 15162 and 15163.

Consequently, staff recommend that the Planning Commission approve the proposed Addendum to the General Plan EIR and not require any further environmental review of the project.

V. COMMUNITY OUTREACH

Extensive community engagement occurred during the public review processes of the General Plan Update, its Housing Element, and the General Plan EIR. In addition to the Citywide mailing of multiple notices, multiple public meetings were held during the General Plan's public review process.

The scope of the Residential Project is within the density and intensity contemplated for the site during the General Plan process. When compared to what was studied and discussed at those meetings and in the final documents certified by City Council, the Residential Project should be considered comparable, and thus consistent with what the community has previously reviewed.

VI. PUBLIC HEARING NOTICE

Notice of this public hearing was given in accordance with Section 9173.22 of the CMC. Notice of public hearing was posted in at least three public places within the City, including at the Property, was mailed to all property owners within a 2,000 foot radius by January 27, 2025, and was published in the Daily Breeze newspaper on January 24, 2025. The agenda was posted at City Hall no less than 72 hours prior to the Planning Commission meeting.

VII. CONCLUSION AND RECOMMENDATION

That the Planning Commission adopt:

- Resolution No. 25-2881, entitled "A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF CARSON: (1) CONDITIONALLY APPROVING AN ADDENDUM TO THE CARSON 2040 GENERAL PLAN UPDATE ENVIRONMENTAL IMPACT REPORT, SITE PLAN AND DESIGN REVIEW NO. 20-24, AND VESTING TENTATIVE TRACT MAP NO. 3-24, ALL CONTINGENT UPON CITY COUNCIL APPROVAL OF GENERAL PLAN AMENDMENT NO. 2-24, SPECIFIC PLAN AMENDMENT NO. 2-24, AND DEVELOPMENT AGREEMENT NO. 2-24 (AMENDED AND RESTATED DEVELOPMENT AGREEMENT NO. 27-21), AND SUBJECT TO CONDITIONS OF APPROVAL; AND (2) RECOMMENDING THAT THE CITY COUNCIL APPROVE GENERAL PLAN AMENDMENT NO. 2-24, SPECIFIC PLAN AMENDMENT NO. 2-24, AND DEVELOPMENT AGREEMENT NO. 2-24 (AMENDED AND RESTATED

DEVELOPMENT AGREEMENT NO. 27-21), SUBJECT TO CONDITIONS OF APPROVAL AS APPLICABLE, FOR THE DEVELOPMENT OF A 62-UNIT RESIDENTIAL TOWNHOME CONDOMINIUM DEVELOPMENT AT 21611 PERRY STREET, APNS 7327-010-014 & 015.”

ATTACHMENTS

- 1) Development Plans including Vesting Tentative Tract Map
- 2) Radius Map
- 3) Resolution No. 25-2881
 - A. Legal Description
 - B. Conditions of Approval
 - C. Addendum to General Plan EIR. Available at the following link:
<https://ci.carson.ca.us/CommunityDevelopment/PerrySt.aspx>
 - D. General Plan Amendment
 - E. Specific Plan Amendment. Available at the following link:
<https://ci.carson.ca.us/CommunityDevelopment/PerrySt.aspx>
 - F. Amended and Restated Development Amendment. Available at the following link: <https://ci.carson.ca.us/CommunityDevelopment/PerrySt.aspx>
- 4) Addendum to General Plan EIR
 - A. Air Quality Report
 - B. Biological Resources Assessment
 - C. Geotechnical Investigation
 - D. GHG Emissions Report
 - E. Noise Study
 - F. Vibration Report
 - G. VMT and Traffic Report
- 5) Perry Street Specific Plan Amendment
- 6) Amended and Restated Development Amendment