CITY OF CARSON

PLANNING COMMISSION STAFF REPORT

PUBLIC HEARING:	Special Meeting, April 18, 2022
SUBJECT:	Specific Plan Amendment No. SP 27-2021, Supplemental Environmental Impact Report (SCH No. 2005051059), General Plan Amendment No. 112-2021, Development Agreement No. DA 29-2021, Site Plan and Design Review No. DOR 1877-2021, Vesting Tentative Tract Map No. VTTM 83481
APPLICANT:	Carson Goose Owner LLC 4132 Katella Avenue, #205B Los Alamitos, CA 90720
REQUEST:	Request for approval of 1,567,090 square feet of light industrial development including 75,000 square feet of office space and approximately 12 acres of publicly accessible but privately owned and maintained open space community amenity areas and 10,000 square feet of commercial/retail uses, 12,600 square feet of restaurants (some with drive-through capability), a 2,200 square foot square feet walk-up cafe adjacent to the dog park and event lawn, and 9,000 square feet of food and beverage kiosks within the 96 acre PA3 within the 2018 District at South Bay Specific Plan
PROPERTY LOCATION:	Southwest of I-405 and Del Amo Boulevard

COMMISSION ACTION

AYE	NO		AYE	NO	
					Monteclaro
		Vice-Chair Palmer			**Thomas**
		Diaz			**Rashad**
		Guerra			**Hernandez**
		Huff			**Alt. Docdocil** **Alt. Mfume** **Alt. Wilson**

EXHIBIT NO. 1

I. Introduction

Applicant	Property Owner
Carson Goose Owner, LLC	Carson Reclamation Authority

II. Project Description

The project includes an Amendment to The District at South Bay Specific Plan (SPA); a Development Agreement (DA) with Carson Goose Owner, LLC for development of light industrial, commercial, and publicly accessible but privately maintained open space and commercial/community-use and amenity areas ("Carson Country Mart") within Planning Area 3 (PA3) of the amended Specific Plan; a Supplemental Environmental Impact Report (SEIR) to the 2006 Final Environmental Impact Report as amended (FEIR); Site Plan and Design Review, (DOR); a General Plan Amendment (GPA) to change the General Plan land use designation of a 73.53-acre portion of PA3 (PA3(a)) from Commercial Marketplace (CM) to Light Industrial (LI) and to remove the requirement that Lenardo Drive be designed as a Major Highway (see section VI of this Staff Report); and a Vesting Tentative Tract Map (VTTM) for PA3. The Planning Commission will be making recommendations to the City Council regarding the SPA, DA and GPA. However, the Planning Commission is the approving authority for the DOR, VTTM, and, in this case, to certify the SEIR, contingent upon City Council's decision to approve the SPA, DA, and GPA.

The proposed Project (the 2021 Project) constitutes a modification to the permitted land uses and development standards for PA3 of the 157-acre site (Project Site) that is currently subject to The District at South Bay Specific Plan (the 2018 Specific Plan). The 2021 Project does not propose any changes to the residential or regional commercial uses previously approved under the 2018 Specific Plan for 61 acres of the 157-Acre Site specifically within Planning Areas 1 and 2 (PA1 and PA2). The 2021 Project also excludes the 11-acre area on the north side of Del Amo within DD3, which has since been developed with 300 apartment units and is now known as Evolve South Bay.

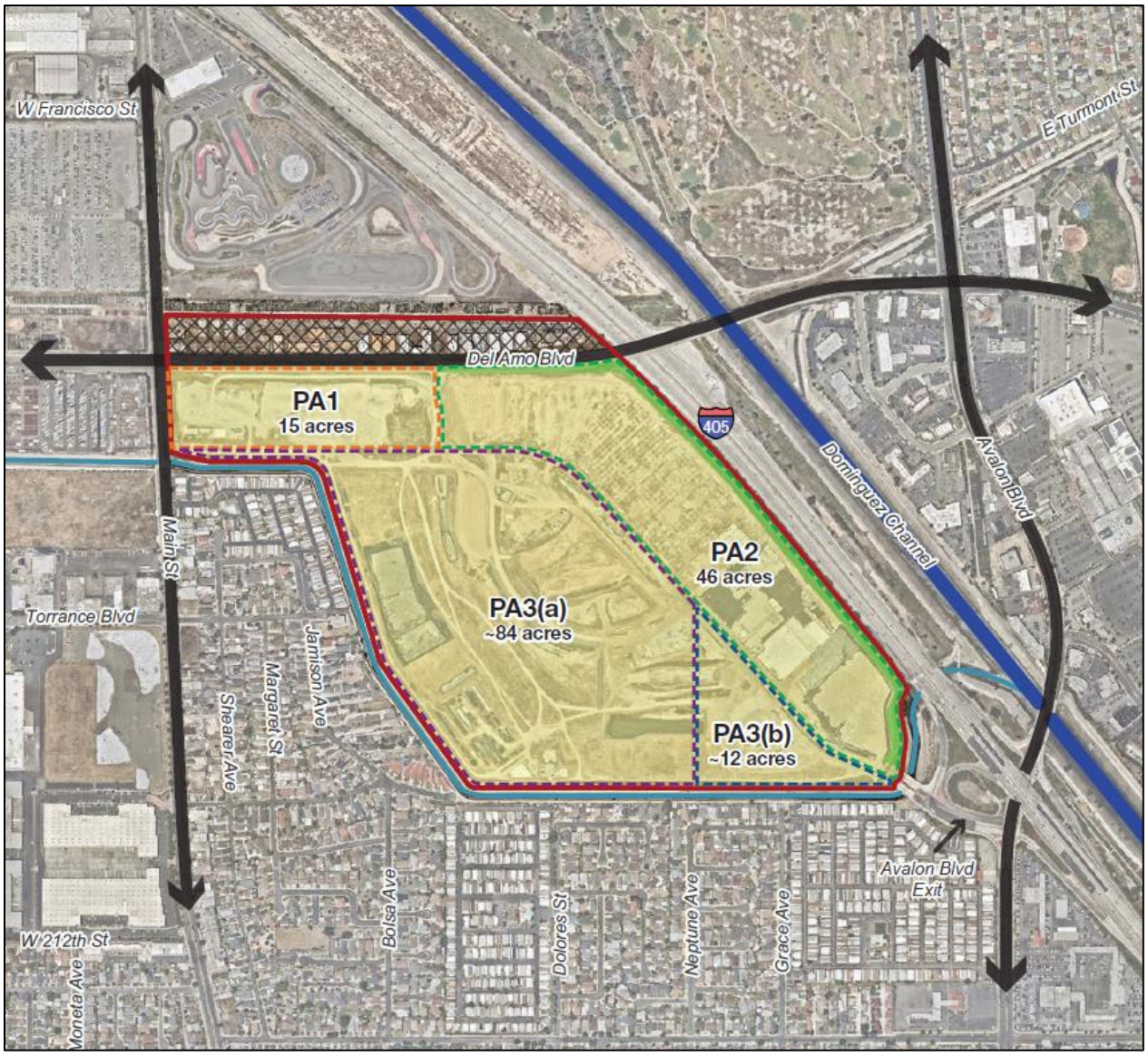
The 2021 Project will replace the previously approved 1,123,333 square feet of regional retail, neighborhood-serving retail, restaurant, recreation/entertainment, and hospitality uses (e.g., theater, gym, hotel, etc.) in PA3 with a maximum of 1,567,090 square feet of light industrial development including 75,000 of supportive office uses under a Light Industrial (LI) General Plan designation within PA3(a) which also includes approximately 0.62-acre parkway space that will include shade trees and native planting, a meandering walking path, and a sidewalk along the south side of Lenardo Drive along PA1 from (the Enhanced Parkway). The light industrial buildings are expected to support a variety of fulfillment/e-commerce centers and distribution/parcel hub center uses. A Fulfillment Center involves the storage and direct distribution of e-commerce product to end users. A parcel hub use usually involves transload functions (i.e., "pallet loads or larger handling products of manufacturers, wholesalers/distributors, or retailers with little or no storage durations") for a parcel delivery company.

In addition, up to approximately 12 acres of publicly accessible but privately-owned and maintained open space and commercial/community-use and amenity areas under a Commercial Marketplace (CM) General Plan designation, otherwise referred to as the Carson Country Mart located on PA3(b). The Carson Country Mart will consist of passive and active uses including a dog park, botanic garden, children's play area, plaza areas, garden terrace, flexible event/social lawn, performance pavilion, water feature, sculpture garden, bioretention garden, games terrace, and pedestrian and bicycle pathways. Commercial uses and activities will also be integrated within the Carson Country Mart to draw in patrons and visitors to activate and enliven the overall area.

Specifically, the Carson Country Mart will include up to 10,000 square feet of commercial/retail uses, 12,600 square feet of restaurants (with drive-through capability), a 2,200 square foot walk-up cafe adjacent to the dog park and event lawn, and 9,000 square feet of food and beverage kiosks. The commercial/retail and restaurant uses within the Carson Country Mart may also include alcohol sales consistent with the requirements under the 2021 Specific Plan Amendment. Public access to the Carson Country Mart will be provided along Lenardo Drive, connecting to Main Street and Avalon Boulevard; in addition, an access road with easements for operation and maintenance of the Torrance Lateral will be provided around the southern/western boundary of the Carson Country Mart, adjacent to the Torrance Lateral. The Country Mart is considered a community benefit to the City of Carson.

The 2021 Amendment to the District at South Bay Specific Plan also allows for a third option for conceptual site lighting (Option C). Option C would include four freeway billboard pylon signs, two of which would be double-faced LED, digital, with a changeable message, and two of which would be double-faced and static, with a changeable message. These would allow for off-site advertising per the Specific Plan. Under Options A and B, the freeway pylon signs would be a maximum of 88 feet in height (from grade) and 65 feet in width. Under Option C, the freeway pylon signs would also be a maximum of 88 feet in height (from grade) but extended to 70 feet in width.

Because the 157-Acre Site is a former landfill, residential uses are only permitted on PA 1 and PA 2 (residential uses on PA 2 require an Administrative Permit). Residential uses are not permitted on PA3. Construction of all improvements, structures, and buildings will require use of driven structural piles in all three planning areas (instead of slabs on grade as outlined by the 2006 FEIR) to provide stable building foundations. Pile caps would be used to connect the piling and the overlying impermeable membrane cap. Piles could range from approximately 40 to 90 feet in length, with an average length of 65 feet, which is the same as was proposed for the 2018 Project. Existing roadways are not constructed on fill/waste and, as such, roadway construction in existing alignments would not require the use of foundation pilings but would still require evaluation and design in accordance with all applicable requirements of the City of Carson Engineering Department and the Department of Toxic Substance Control (DTSC).



III. Project Site & Surrounding Land Uses

The Project Site is surrounded by multiple uses. East of I-405 Freeway, land uses include neighborhood and regional retail, such as the South Bay Pavilion at Carson. To the north and east of the Project Site are the Porsche Experience Center and the Victoria Golf Course, respectively. Residential areas, consisting of one-story and two-story detached residences and mobile homes, are located to the south and west, and are buffered from the Project Site by the Torrance Lateral Flood Control Channel (Torrance Lateral), an approximately 75-foot-wide concrete-lined drainage channel that parallels the southern and western border of the Project Site. Note that additional buffers are proposed by building setbacks at the property line, which will range between 55.5 and 113 feet. To the west of the Project Site, extending away from the Project Site on Torrance and Del Amo Boulevards, are commercial and light industrial uses. Further north on the west side of Main Street are light industrial uses, and northeast of the Project Site are Dignity Health Sports Park and California State University, Dominguez Hills.

IV. Background

History

The Former Cal Compact Landfill ("the 157-Acre Site") was operated from the late 1950's until 1965, prior to the incorporation of the City in 1968. It was separated into five waste cells (PA3 includes Cells 3, 4 and 5). The Site has soil, soil vapor and groundwater contamination that requires monitoring and mitigation. The decomposition of the waste and poorly compacted soils require various improvements to allow for vertical development. Since the closure of landfill operations over 50 years ago, the Site has remained undeveloped, despite many development proposals and transfers of the 157-Acre Site to various developers each of whom were ultimately unable to develop the Site due to the substantial costs of, and liability for, the environmental remediation and geotechnical enhancements required for the 157-Acre Site to be developed.

In 2006, Carson Marketplace LLC, the former owner of the 157-Acre Site, proposed a development plan that consisted of a 1,995,125 square feet (sf) mixed-use commercial project (including retail, 300 hotel rooms, and entertainment uses) and 1,550 residential units. In 2006, in accordance with CEQA, the Carson Redevelopment Agency (RDA), as the lead agency, certified a project-level FEIR for the Carson Marketplace Project (2006 FEIR) and the City approved the Carson Marketplace Specific Plan for the 157-Acre Site and the 11-acre DD3 project area (referred to as the 2006 Project or 2006 Specific Plan).

In 2009, an Addendum to the 2006 FEIR was prepared and subsequently adopted to include changes in the remediation activities for the Project Site in connection with DTSC regulatory requirements (hereinafter, the term "2006 FEIR" represents the 2006 FEIR and its Addendum, and the term "approved" in connection with the FEIR refers to certification of the 2006 FEIR and the adoption of the 2009 Addendum).

In 2011, the City, relying upon the 2006 FEIR, amended the Carson Marketplace Specific Plan and, as part of that amendment, renamed the 2006 Specific Plan to be The Boulevards at South Bay Specific Plan. During its period of ownership, Carson Marketplace LLC began to implement certain remedial actions to enable development of the approved mixed-use development project pursuant to the 2006 Specific Plan.

In 2018 a SEIR was prepared which supplemented the previously approved 2006 FEIR, as described above, to address the impacts for a new project proposal on PA2 of the Project Site, which included a retail outlet mall to be named the Los Angeles Premium Outlets (LAPO Project) which has yet to be constructed. The 2018 SEIR evaluated changes to only the commercially zoned land located south of Del Amo Boulevard, comprising approximately 157 acres. The 2018 Project analyzed under the 2018 SEIR modified or otherwise reduced the scope of the original project analyzed in the 2006 FEIR to ultimately consist of approximately 1,601,500 square feet of regional commercial, general commercial, and related uses, including retail outlet and entertainment uses, up to 1,250 residential units, and up to 350 hotel rooms. Overall, with the proposed modifications, the total square footage was roughly 100,000 square feet less than that studied for the 2006 Project analyzed in the 2006 FEIR. In April 2018, the City approved the 2018 SEIR to implement the 2018 Project as modified and adopted The District at South Bay Specific Plan (thus renaming the previously-approved Boulevards at South Bay Specific Plan).

The 2021 Amendment to the District at South Bay Specific Plan represents a unique opportunity to remediate a large former landfill site through uses that have the economic viability to develop a project upon the former Cal Compact landfill. This former landfill site has been a blight on the neighboring community for over 50 years, and as such, the development allowed under the 2021 Amendment has the opportunity to become an example of what redevelopment and environmental technology can achieve (given the high costs and constraints of development of a former landfill) by revitalizing the site and providing community benefits. The mix of uses proposed within the 2021 Amendment would enable a vibrant mixed-use community comprising residential, commercial, light industrial, community amenities, and open space uses that would allow for a new, enlivened site with live, work, and play opportunities, and would also provide for some new tax- and revenue-generating uses to serve the City and the community as a whole.

Project Ownership

The Carson Reclamation Authority (CRA) currently owns the 157-Acre Site. CRA took ownership of the parcel in 2015 as part of a multi-party transaction intended to facilitate the development of an NFL stadium on the site. CRA intends to sell the approximately 84.65-acre area which constitutes PA3 to Carson Goose Owner, LLC, a private developer. Carson Goose Owner, LLC, will be responsible for construction of the remedial systems and site development improvements underlying the surface lot of PA3, to achieve DTSC certification of the former landfill and prepare it for vertical construction. Carson Mylo Owner, LLC, in association with Carson Goose Owner LLC, will be responsible for the vertical development of the Project Site.

The CRA, as owner of the site, has responsibility for ensuring the landfill's eventual legal closure under State law and its agreements with DTSC. Most of the funds made available to it for closure were expended by the CRA in the Cell 2 development (the Los Angeles Premium Outlets) in order to ensure that retail project's feasibility. It was always understood that the installation of the remedial systems would need to be paid for and undertaken by private developers, but the CRA's negotiations on several other projects have demonstrated that most land uses such as retail, hotels, and residential, can't afford to pay the cost of the remedial system installation, the extraordinary foundation costs, and the ongoing maintenance obligations and still be feasible to build without an enormous subsidy which simply does not exist.

On October 3, 2019, the CRA issued an Invitation to Propose for Cells 3, 4, and 5 and received seven development proposals from various development teams, all of which contained some component of light industrial and/or warehouse uses (most proposals included 100 percent light industrial uses), further demonstrating that light industrial and/or warehouse uses are the most feasible for providing the necessary revenue to fund the substantial cost of remediation at the 157-Acre Site. This developer was chosen since they demonstrated the overall financial feasibility of the project by being able to pay the residual land value in the amount of approximately $45,000,000 while providing the Carson Country Mart as an added community amenity.

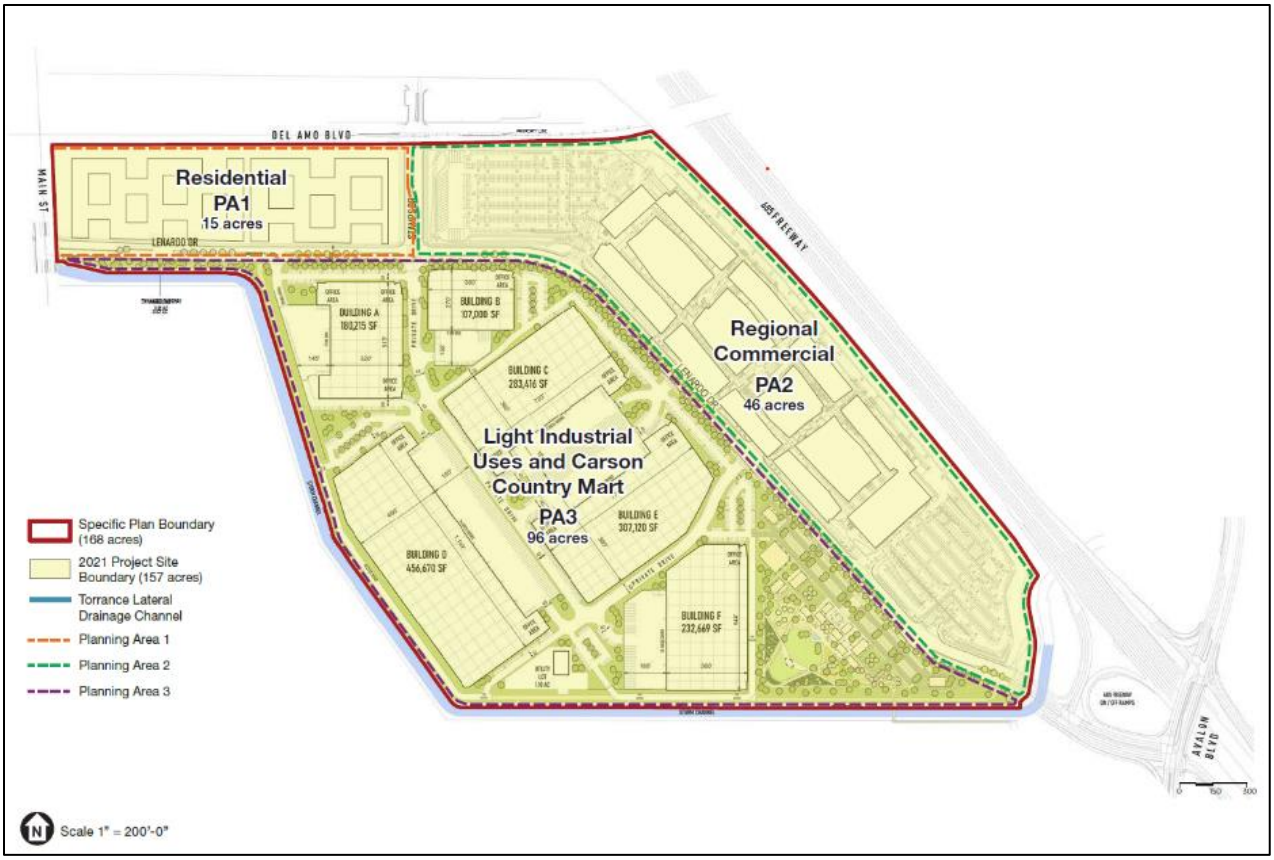
Remediation Activities

On October 25, 1995, the DTSC approved a remedial action plan (the "RAP") for the 157-Acre Site, which requires the installation, operation and maintenance of the Remedial Systems. The RAP has been amended with an Explanation of Significant Differences,

allowing for a modification of some of the remedial systems, featuring the use of a membrane liner on most of the Site rather than a clay cap. The partial remediation systems that have been constructed on the 157-Acre Site include the following:

- A landfill cap, comprised of an impermeable linear low-density polyethylene (LLDPE) geomembrane with a minimum of 1 foot of overlying protective cover soil, which has been completed in portions of the site, and a clay cap that has been constructed along the perimeter slopes adjacent to the I-405 Freeway and the Torrance Lateral. The landfill cap is designed to encapsulate the waste, prevent landfill gas from escaping, and create a barrier between future improvements and buried waste; and
- A Groundwater Extraction and Treatment System (GETS), which has been installed/completed and approved by DTSC. The GETS consists of a network of 29 groundwater extraction wells around the downgradient edge of the 157-Acre Site, which are pumped to collect and treat groundwater in and beneath the waste zone; and
- An active Landfill Gas Collection and Control System (GCCS), designed to remove landfill gases from under the landfill cap and flare or treat them, has been completed in large portions of the Project Site.

A portion of the remedial systems for PA3 were constructed prior to 2014, including part of the GCCS in Cells 4 and 5 and membrane liner over “non-building areas” of those cells under a previous developer’s site plan. The remaining remedial systems for PA3 must be constructed prior to Project development.



V. Site Plan and Design Review

The Applicant submitted an application for Site Plan and Design Review (DOR No. 1877-2021) as part of the entitlements. The DOR package included the Site Plan, floor plans and elevations for all light industrial and commercial buildings, and perspective renderings of key views of the proposed Project.

Buffers/Setbacks

Buffers between the light industrial uses and adjacent residential uses (both on and off site) are provided in the Site Plan. The light industrial buildings within PA3(a) maintain a variety of setbacks from the property line along the Torrance Lateral. The setbacks for light industrial buildings along the south and west property lines are 55.5 feet at Building F; 70 feet at Building D; and 113 feet at Building A. In addition, the Torrance Lateral provides an additional buffer of 75 feet from the property line to the nearest off-site residential uses. In addition, the loading areas would be screened by the orientation of the building and/or the installation of sound walls, as well as landscaping.

Residential Uses Not Permitted on the Ground Floor

Residential uses are permitted PA 1 (and PA 2 with an administrative permit), however due to site condition, no residential uses may be constructed on the ground floor. Residential uses may be located above a non-residential use or parking garage. In

addition, no residential use may be occupied until the entire 157-Acre Site has been remediated.

Height
The Site Plan allows building heights of 50 feet for the light industrial buildings along the south and west property lines, with additional architectural features extending the height to 56 feet. Interior light industrial buildings will be a maximum of 55 feet, with additional architectural features extending the height to 65 feet. The commercial/retail and restaurant buildings in the Carson Country Mart will be between 25 feet and 30 feet with exceedances permitted for architectural features and/or mechanical equipment. In addition, in conformance with the 2021 Specific Plan Amendment, buildings would be developed in simple geometric shapes with visual interest incorporated through variation in color and materials within PA3. Buildings developed within PA3 must be designed using durable and high-quality materials.

Carson Country Mart
As stated above, the Carson Country Mart, located in PA3(b), would provide 11.12 acres of privately maintained, publicly accessible community-serving commercial use area that would include a variety of passive and active spaces, programmed areas and amenities intended to serve local City residents and to activate the area. The Carson Country Mart's 273,906 square feet (6.29 acres) of total active and passive spaces are proposed to include: a 6,365 square feet arrival plaza, 26,265 square feet food and beverage plaza area, 22,740 square feet dog park, 3,343 square feet performance pavilion, 19,400 square feet botanic garden, 25,400 square feet children's play area, 19,490 square feet bioretention garden, 1,800 square feet outdoor cafe, 2,990 square feet games terrace, 35,210 square feet event lawn, 2,975 square feet sculpture garden, 4,425 square feet water feature and iconic element, planted open spaces and buffers, and a 570 square foot arrival area. In addition, this area also includes 1.17 acres of planted open spaces and 1.2 acres of planted buffer areas on west and south sides of the Carson Country Mart.

Access and Circulation
Access will be provided by two primary routes, Lenardo Drive and Stamps Drive, which continues as "Private Drive" south of Lenardo Drive providing local access to the light industrial uses. Lenardo Drive connects the Main Street entry with the Avalon Boulevard/I-405 Freeway entry. Stamps Drive begins at Del Amo Boulevard and ends at Lenardo Drive, before entering the light industrial uses. Lenardo Drive will be a public street and will retain a similar alignment to the original haul road. The light industrial uses in PA3(a) and the Carson Country Mart uses in PA3(b) will take access off Lenardo Drive. Internal access within PA3(a) will be via private drives.

Pedestrian sidewalk circulation will be located in PA3(a) and both pedestrian and bicycle circulation will be provided in PA3(b).

Trucks will be prohibited from using or travelling on Avalon Boulevard. (Note: this is a new requirement as discussed later in this staff report.)

Parking
Parking will be provided as follows:

Light Industrial: 1 space per 1,000 sf (less than 40,000 sf) 1 space per 4,000 sf (more than 40,000 sf) **Ancillary Office:** 1 space per 300 sf[e]	**Restaurant:** 4 spaces per 1,000 sf **Retail:** 4 spaces per 1,000 sf **Park:** 2 spaces per acre

Shared parking is permitted to help maximize the efficiency of parking lots. There are approximately 41 additional parking spaces within the parking lot adjacent to Building F in PA3(a) that could accommodate surplus parking demand from the Carson Country Mart (PA3(b)). These parking spaces could be reallocated using time-of-day restrictions without diminishing the efficacy of the parking demand generated by light industrial uses in PA3(a). Any allowance for shared parking herein shall require a parking demand study approved by the Community Development Director, prior to issuance of a building permit.

Staff reviewed the DOR package for consistency with the 2021 SPA, General Plan and Carson Municipal Code (CMC), as applicable. Staff determined that the design met the applicable development standards criteria set forth in the 2021 SPA, General Plan and Carson Municipal Code (CMC).

VI. General Plan Amendment

The Applicant submitted an application for a General Plan Amendment (GPA) to change the General Plan designation of a 73.53-acre portion of PA3 (PA3(a)) from CM to LI. The GPA also includes a text amendment to remove the requirement of designing Lenardo Drive to Major Highway standards. The Major Highway has a total Right of Way width of 100 feet and a curb-to-curb width of 84 feet. Lenardo Drive will be designed to have a total Right of Way width of 80 feet and a total curb-to-curb width of 64 feet. This revision is due to Lenardo Drive coinciding with the alignment of the former landfill's haul roads. The former haul roads are not underlain by fill/waste and, as such, roadway construction in existing alignments would not require the use of foundation pilings under the street.

VII. Vesting Tentative Tract Map

The Applicant submitted an application for a Vesting Tentative Tract Map for PA3. The TTM was reviewed by the Carson Community Development Department and City Engineer for compliance with the Subdivision Map Act. In addition, the TTM has been reviewed by the Los Angeles County Department of Public Works (LADPW) for compliance with the Carson Municipal Code and the State Subdivision Map Act. The map will comply with all Conditions of Approval and comments from the City and LADPW.

VIII. Specific Plan Amendment

The 2021 Specific Plan Amendment provides development standards and guidelines that allow for a potential mix of land uses, including a maximum of 1,550 residential units (including the 300 units constructed in DD3 in 2019); approximately 711,500 square feet of commercial uses in PA2; and approximately 1,567,090 square feet of light industrial including 75,000 ancillary office uses in PA3(a); and approximately 11.12 acres dedicated to the Carson Country Mart in PA3(b).

The revisions to permitted uses, development standards and design criteria are limited to PA3.

The light industrial uses proposed for PA3(a) with the 2021 Project will be contained in six main buildings (Buildings A–F). Buildings A, B, C, and F, totaling 788,790 square feet, are anticipated to be occupied by e-commerce and fulfillment center uses, including 50,000 square feet of ancillary office space. Buildings D and E, totaling 778,300 square feet, are planned for more traditional distribution center and parcel hub type uses, including 25,000 square feet of ancillary office space. The Specific Plan permits flexible use of buildings between e-commerce/fulfillment and distribution center/parcel hub uses provided any changes comply with impacts studied in the 2022 SEIR.

The privately owned and maintained, publicly accessible open space and community commercial use and amenity area located on PA3(b) has been named Carson Country Mart. The Carson Country Mart will consist of passive and active uses including a dog park, botanic garden, children's play area, plaza areas, garden terrace, flexible event/social lawn, performance pavilion, water feature, sculpture garden, bioretention garden, games terrace, and pedestrian and bicycle pathways. Commercial uses and activities will also be integrated within the Carson Country Mart to draw in patrons and visitors to activate and enliven the overall area.

The Specific Plan Amendment provides for artistic features within all Planning Areas. The artistic features provided within each Planning Area shall have a value equal to 0.5 percent of the total building costs (as measured by building permit valuations).

The table below further describes land use revisions occurring as part of the Specific Plan Amendment.

Planning Areas 1, 2, and 3 Land Use Summary

Land Uses	2021 Specific Plan Amendment Land Use Category	2021 Project (units or sf)
Planning Area 1 (15 Acres)		
Residential	MU-M	1,250 units[b]
Total – Planning Area 1		***1,250 units***
Planning Area 2 (46 Acres)		
Regional Commercial	CM	696,500 sf
Regional Commercial/Restaurant[c]	CM	15,000 sf
Total – Planning Area 2		***711,500 sf***

Planning Areas 1, 2, and 3 Land Use Summary

Land Uses	2021 Specific Plan Amendment Land Use Category	2021 Project (units or sf)
Planning Area 3 (96 Acres)		
Light Industrial (Including Ancillary Office) - PA3(a)		
Ancillary Office	LI	75,000 sf
E-Commerce/Fulfillment Center	LI	753,300 sf
Distribution Center/Parcel Hub	LI	738,790 sf
Subtotal – Light Industrial		*1,567,090 sf*
Enhanced Parkway (PA3(a))	LI	27,000 sf/0.62 acres
Commercial Marketplace- PA3(b)		
Regional Retail Center	CM	N/A
Neighborhood-Serving Commercial/Retail	CM	10,000 sf (in Carson Country Mart)
Restaurant/Cafe (one, sit-down)	CM	2,200 sf (in Carson Country Mart)
Restaurants (four, with drive-through capability)	CM	12,600 sf (in Carson Country Mart)
Food & Beverage Kiosks (six, walk-up)	CM	9,000 sf (in Carson Country mart)
Subtotal – Commercial Marketplace		*33,800 sf (0.77 acres)*
Park Amenities/Active and Passive Open Spaces (PA3(b))	CM	273,906 sf (6.29 acres)
Total – Planning Area 3		***1,600,890 sf (including 11.12 acres of Carson Country Mart)***
GRAND TOTAL		**2,312,390 sf (1,250 residential units)** **11.74 acres of Carson Country Mart and PA3(a) Enhanced Parkway**

IX. Environmental Review

The 2021 Supplemental Environmental Impact Report (2021 SEIR, or 2021 Draft SEIR) and 2022 Final Supplemental Environmental Impact Report (2022 FSEIR) augment and supplement the environmental analysis previously provided in the (i) 2006 Final EIR (2006 FEIR); (ii) an Addendum to the 2006 FEIR adopted by the City in 2009 to address changes in the remediation activities at the 157-Acre Site; and (iii) the previously certified 2018 Supplemental EIR approved by the City in April 2018 (2018 SEIR), for the 157-Acre Site. The 2006 FEIR and 2018 SEIR also analyzed a separate 11-acre site located north of Del Amo Boulevard (which was not formerly part of the Cal Compact Landfill) pursuant to the Carson Marketplace Specific Plan which was approved by the City Council of the City of Carson (City) in 2006. The 11-acre site (also referred to as DD3 under the Carson Marketplace Specific Plan) has since been developed with the Evolve South Bay

apartment complex. Separately, the 2021 SEIR augments and supplements the (i) Addendum to the 2006 FEIR adopted by the City in 2009 to address changes in the remediation activities at the 157-Acre Site; and (ii) the previously certified 2018 SEIR for a revised project proposal for the 157-Acre Site (the 2018 Project), which included a revision and re-naming of the Carson Marketplace Specific Plan to be known as the District at South Bay Specific Plan (the 2018 Specific Plan).

Purpose of the SEIR

To determine whether the 2021 Project would result in any new impacts or increases in the severity of impacts that were previously disclosed in the 2006 FEIR and/or 2018 SEIR, the analysis considers the impacts that would result from construction and operation of the 2021 Project under current environmental and regulatory requirements and with applicable project design features and mitigation measures. The analysis compares impacts under the 2021 Project to those identified in the 2006 FEIR and/or 2018 SEIR. The 2022 SEIR also includes implementation of the 2018 SEIR mitigation measures, either as adopted in the 2018 Mitigation Monitoring and Reporting Program (MMRP) and/or as revised in the 2021 SEIR, as well as new mitigation measures and project design features provided in the 2022 FSEIR.

Consistent with CEQA Guidelines Section 15162(a)(1–3), the 2021 Project was evaluated to determine if it would result in one or more of the following: (1) substantial changes that require major revisions of the previous EIR due to the involvement of new significant impacts or a substantial increase in the severity of previously identified significant impacts; (2) substantial changes in circumstances that would result in new or substantially more severe environmental impacts; or (3) new information of substantial importance that would result in new or substantially more severe environmental impacts.

There are no mitigation measures or alternatives that were previously found not to be feasible that would now be feasible or are considerably different from those analyzed in the 2018 SEIR, nor that would reduce one or more significant effects or where the project proponents decline to adopt those mitigation measures or alternatives.

Project Characteristics and Project Design Features

Project Characteristics include proposed development standards, design features, and/or operational characteristics that are incorporated into the 2021 Project. Project Characteristics would avoid or reduce potential environmental effects through project design and operational characteristics.

Project Design Features (PDFs) are identified in addition to Project Characteristics for aesthetics, air quality emissions, energy use, and greenhouse gas (GHG) emissions. These PDFs represent either 2021 Project design, construction, and/or operational features or regulatory requirements. All PDFs and mitigation measures will be monitored and enforced in the 2022 SEIR MMRP.

Notable project characteristics include sound walls up to 16 feet in height at key locations within PA3(a). These walls are designed to buffer residential areas from the light industrial activities.

Topics Analyzed in the SEIR

A. Aesthetics
B. Air Quality
C. Biological Resources
D. Cultural Resources
E. Energy
F. Geology and Soils
G. Greenhouse Gas Emissions
H. Hazards and Hazardous Materials
I. Hydrology and Water Quality
J. Land Use and Planning
K. Noise
L. Population and Housing
M. Public Services
N. Recreation
O. Transportation
P. Tribal Cultural Resources
Q. Utilities and Service Systems

Significant and Unavoidable Project-Related Impacts

The significant impacts of the 2021 Project that cannot be avoided, even with implementation of feasible mitigation measures, are provided below. Also identified are the significant and unavoidable impacts associated with construction and/or operation of the 2018 Project and the 2021 Project for comparative purposes.

	Topic	2018 Project Conclusion	2021 Project Conclusion
Aesthetics	Conversion of the Appearance of the Site	Significant and Unavoidable	Significant and Unavoidable
	Cumulative Contribution Related to the Conversion of the Appearance of the Site	Significant and Unavoidable	Significant and Unavoidable
Transportation	Intersection Operations	Significant and Unavoidable	N/A – An intersection level of service analysis is no longer required by CEQA; the analysis of transportation impacts is now provided by a VMT analysis
	Freeway Service Levels	Significant and Unavoidable	N/A – A freeway level of service analysis is no longer required by CEQA
	VMT	N/A – A VMT analysis was not required by CEQA in 2018	Significant and Unavoidable (but less than the VMT impact for the 2018 Project had it been studied)
	Cumulative VMT	N/A – A VMT analysis was not required by CEQA in 2018	Significant and Unavoidable (but less than the VMT impact for the 2018 project had it been studied)

	Topic	2018 Project Conclusion	2021 Project Conclusion
Air Quality	Regional Construction Emissions	Significant and Unavoidable (VOC and CO) (2018 SEIR pp. I-52, IV.G-1, and VII-1)	Less than Significant Impacts with Mitigation
	Regional Operational Emissions	Significant and Unavoidable (VOC, NOx, CO, PM10, and PM2.5)	Significant and Unavoidable (VOC, NOx, CO, PM10, and PM2.5)
	Regional Concurrent Construction and Operational Emissions	Significant and Unavoidable (VOC, NOx, CO, PM10, and PM2.5)	Significant and Unavoidable (VOC, NOx, CO, PM10, and PM2.5)
	Cumulative Regional Operational Emissions	Significant and Unavoidable (VOC, NOx, CO, PM10, and PM2.5)	Significant and Unavoidable (VOC, NOx, CO, PM10, and PM2.5)
Noise	Construction Noise	Significant and Unavoidable (2018 SEIR pp. IV.H-35 and VII-2) (Pile Driving and Deep Dynamic Compaction in PA1, PA2, and PA3)	Significant and Unavoidable (Pile Driving occurring in PA1, PA2, and PA3 at sensitive receptors R1 through R8; Deep Dynamic Compaction occurring in PA1 and PA2 at sensitive receptors R2 through R8; and concurrent pile driving and DDC occurring in PA1, PA2, and PA3 at sensitive receptors R1 through R8)
	Cumulative Construction Noise	Significant and Unavoidable	Significant and Unavoidable
	Cumulative Operational Noise – Contribution to Roadway Noise	Less than Significant	Significant and Unavoidable (Future Plus Project in 2024, 2025, and 2026 at three roadway segments: Main Street between Lenardo Drive and Torrance Boulevard; Del Amo Boulevard between Main Street and Stamps Drive; and Lenardo Drive between I-405 Freeway southbound ramp and Avalon Boulevard)

Public Review Process

The City of Carson circulated a Notice of Preparation (NOP) for the 2021 SEIR on April 16, 2021, with the comment period concluding on May 17, 2021. During the 30-day comment period, a total of seven comment letters were received by six agencies and one group, including: (1) Native American Heritage Commission (NAHC); (2) Los Angeles County Sanitation Districts (Sanitation Districts); (3) South Coast Air Quality Management District (SCAQMD); (4) California Department of Fish and Wildlife (CDFW); (5) California Department of Transportation (Caltrans); (6) California Air resources Board (CARB); and (7) Southwest Regional Council of Carpenters.

In addition, a public scoping meeting was held on April 29, 2021. A 2,000-foot radius was used to invite the surrounding community members to provide comments on the project, which was attended by members of the public, but no comments were received. The NOP and letters from agencies received during the NOP comment period are included in Appendix A of the 2021 Draft SEIR.

The 2021 Draft SEIR was provided to the State Clearinghouse and in compliance with CEQA, was circulated for a 45-day review period beginning on October 29, 2021, and concluded on December 13, 2021.

A total six comment letters were received by five agencies and one group, including: (1) Los Angeles County Fire Department (LACoFD); (2) Caltrans; (3) SCAQMD; (4) CDFW; (5) Gabrieleno Band of Mission Indians – Kizh Nation; and (6) Latham and Watkins.

Following the public review period, written responses have been prepared for all significant environmental comments received, and these comments and responses have been incorporated into the 2022 Final SEIR.

X. Development Agreement

The Applicant submitted an application for a Development Agreement, detailing the obligations of both the Applicant and City of Carson and specifying standards and conditions that will govern future development of PA3.

Public Benefits

The DA outlines the Public Benefits that the 2021 Project will contribute to the City. The development of the Project is expected to realize significant regional and community public benefits, including the following:

1. **Overcoming Constraint of Remediation Cost**. The 157-Acre Site is one of the largest undeveloped properties along the entire I-405 in Los Angeles County. This continued blight and vacancy is due to the extraordinary remediation costs required prior to any vertical development. While the DTSC-approved RAP was approved in 1995, the Remedial Systems necessary for the overall 157-Acre Site remain incomplete.

   Despite decades of efforts by prior developers and by the Authority to remediate and develop the Site, all have failed to date since they have not been sufficiently financially feasible because of the substantial environmental remediation costs required to develop the former landfill. Accordingly, the Project represents a unique opportunity to develop a significant portion of the 157-Acre Site and remediate the underlying soil, soil vapor and groundwater issues afflicting the Site.

2. **Community Amenity and Gathering Area**. The Project includes the Carson Country Mart, which will consist of approximately 11.12 acres that will serve to benefit the local community and provide a regional draw for visitors to the Site, based on the commercial uses, restaurant uses, programmed areas, open space and community amenities proposed within such area. Such uses are intended to help establish the 157-Acre Site as a community and regional focus of social activity, which will help to provide a new community center for the City. The City has the option of programing portions of the Country Mart open space areas and will have the ability to use the lawn/event area up to three times per week.

3. **Job Generation**. The Project entails a land use and infrastructure plan that will support the creation of a major job center in the City and significantly improve the City's jobs-to-housing balance. The Project is proposed to provide substantial economic and employment opportunities for the community, with a goal of generating approximately 2,000 new direct construction jobs, with thousands more indirect and induced, as well as thousands of new permanent jobs.

4. **Affordable Housing**. The Developer will contribute to affordable housing in one of the following options: (i) participate in any adopted City-wide affordable housing program, (ii) record a deed restriction committing to construct at least 100 units of Lower Income (at or below 80 percent of the Area Median Income) affordable housing off-site either within the Specific Plan area (e.g., PA 1 or PA 2) or at another off-site location anywhere else in the City, or (iii) pay an in lieu affordable housing fee of $3.11 per square foot of the Project's light industrial floor area.

5. **Insurance**. The Project will contribute to a robust insurance program for the 157-Acre Site to provide coverage to the public entities, developers, property owners and contractors carrying out construction on the 157-Acre Site, for which the Applicant is required to pay its fair share.
6. **Carry Costs**. As part of Applicant's agreement with Authority under the Reimbursement Agreement and Option Agreement, Applicant has agreed to reimburse CRA for a proportional share of the Carry Costs based on the pro rata acreage of PA3, which will substantially assist the Authority in its ongoing operations and maintenance of the Site.
7. **Financial Support for Future Development**. Once approved, the Applicant will be required to pay $32,500,000 to the Authority (as its second and final Option Payment). Such funds will be used by the Authority to support future development on Cell 2.

8. **Road Improvements.** The applicant is required to pay their fair share towards off-site improvements and will use best efforts to assist the City in building these improvements and get reimbursed in the future by various future development projects that have impacts on the same off-site improvements (refer to DOR Condition of Approval #11).

9. **Re-pavement.** The applicant is required to pay for and complete repaving certain surrounding streets in concrete to reduce future road maintenance costs for the City (refer to DOR Condition of Approval #12).

In exchange for these benefits to City, the Applicant desires to receive the assurance that it may proceed with development of the Project in accordance with the terms and conditions of the DA.

Carson Country Mart will be constructed in the first phase of development. The Carson Country Mart must be substantially completed with certificates of occupancy issued for at least half the commercial square footage and all the park area and amenities must be open to the public before any certificate of occupancy is issued for any of the light industrial buildings. In addition, certificates of occupancy must be issued for eighty percent of the Carson Country Mart's commercial area prior to the issuance of a certificate of occupancy for the last industrial building.

XI. Review Process

Staff provided advance copies of Site Plan and Design Review No. DOR 1877-2021 and the 2022 SEIR to the Planning Commission and received questions from individual Commissioners. After considering questions received from individual Commissioners, Staff has added the following Conditions of Approval:

Truck Traffic Restrictions:

- Appropriate signage shall be included in the Street Improvement Plans or other appropriate plans to prohibit any truck access to and from Avalon Boulevard (i.e., prohibition on trucks either entering or exiting the project site from Avalon Boulevard).
- Appropriate signage shall be included in the Street Improvement Plans or other appropriate plans to prohibit trucks from making right turn from the access driveways for the industrial buildings into Lenardo Street with the exception of the driveway for building A
- Appropriate signage shall be included in the Street Improvement Plans or other appropriate plans to prohibit trucks from making right turn from Stamps to Del Amo Boulevard. Trucks shall also be prohibited from entering the site from west bound Del Amo Boulevard.
- The aforementioned restrictions shall be added to the MMRP as Project Design Features including a requirement that all tenant leases include information about such restrictions.

Hours of Operation:

- Hours of operation for the Light industrial areas will be generally permitted 24 hours per day. However, onsite outdoor activities and outdoor operations located in the following areas (the "Outdoor Restricted Areas") shall be restricted to 8:00 a.m. to 10:00 p.m.:
    - Areas in and around the loading docks of Buildings A and F;
    - Parking and access areas between Buildings A and D;
    - Parking and access areas between Building D and Lot 14; and
    - Parking and access areas between Lot 14 and Building F
- No outdoor industrial activities or outdoor operations, including truck reverse motion alarm/beeping (other than routine ingress and egress into and around the facility) shall be permitted within the Outdoor Restricted Area between 10:00 p.m. and 8:00 a.m.

These conditions will be incorporated into the SEIR Findings of Fact. In accordance with CEQA Guideline 15088.5, these revisions were analyzed accordingly under CEQA and determined not to result in any new environmental impacts that would require recirculation of the 2022 SEIR. The 2021 Specific Plan Amendment and 2022 SEIR will be revised to reflect these changes prior to the City Council hearing to be scheduled for May 3, 2022.

XII. Public Notice

Notice of a special public hearing was posted on April 7, 2022, and published in the April 6, 2022 edition of the Daily Breeze. The agenda was posted at City Hall no less than 72 hours prior to the Planning Commission meeting.

XIII. Recommendation

That the Planning Commission:

- **ADOPT** Resolution No. 22-__, titled "A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF CARSON APPROVING SITE PLAN AND

DESIGN REVIEW NO. DOR 1877-2021; AND VESTING TENTATIVE TRACT MAP NO. VTTM 83481."

- **ADOPT** Resolution No. 22-__, titled "A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF CARSON RECOMMENDING THAT THE CITY COUNCIL (1) APPROVE SPECIFIC PLAN AMENDMENT NO. SPA 27-2021 FOR THE DISTRICT AT SOUTH BAY SPECIFIC PLAN; (2) CERTIFY THE SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT TO THE FINAL ENVIRONMENTAL IMPACT REPORT (SCH NO. 20050551059); (3) ADOPT THE FINDINGS REQUIRED BY CEQA GUIDELINES, SECTION 15091; (4) ADOPT THE PROPOSED MITIGATION MONITORING AND REPORTING PROGRAM; (5) ADOPT A STATEMENT OF OVERRIDING CONSIDERATIONS; (6) APPROVE DEVELOPMENT AGREEMENT NO. DA 29-21; AND (7) APPROVE GENERAL PLAN AMENDMENT NO. GPA 112-2021."

XIV. Exhibits

1. Draft Resolution No. 22- "A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF CARSON (1) ADOPTING THE FINDINGS REQUIRED BY CEQA GUIDELINES, SECTION 15091; (2) CERTIFYING THE SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT TO THE FINAL ENVIRONMENTAL IMPACT REPORT (SCH NO. 20050551059) FOR THE DISTRICT AT SOUTH BAY SPECIFIC PLAN; (3) ADOPTING THE PROPOSED MITIGATION MONITORING AND REPORTING PROGRAM; (4) ADOPTING A STATEMENT OF OVERRIDING CONSIDERATIONS; AND (5) APPROVING (A) SITE PLAN AND DESIGN REVIEW NO. (DOR) 1877-2021; AND (B) VESTING TENTATIVE TRACT MAP (VTTM) NO. 83481."
2. Resolution 22- xxx Exhibit B Conditions of Approval for DOR 1877-2021
3. Resolution 22- xxx Exhibit C Conditions of Approval for VTTM 83481
4. Draft Resolution No. 22-" A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF CARSON RECOMMENDING THAT THE CITY COUNCIL (1) APPROVE SPECIFIC PLAN AMENDMENT NO. SPA 27-2021 FOR THE DISTRICT AT SOUTH BAY SPECIFIC PLAN; (2) CERTIFY THE SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT TO THE FINAL ENVIRONMENTAL IMPACT REPORT (SCH NO. 20050551059); (3) ADOPT THE FINDINGS REQUIRED BY CEQA GUIDELINES, SECTION 15091; (4) ADOPT THE PROPOSED MITIGATION MONITORING AND REPORTING PROGRAM; (5) ADOPT A STATEMENT OF OVERRIDING CONSIDERATIONS; (6) APPROVE DEVELOPMENT AGREEMENT NO. DA 29-21; AND (7) APPROVE GENERAL PLAN AMENDMENT NO. GPA 112-2021."
5. Resolution 22- xxx Exhibit B Conditions of Approval for SPA 27-2021
6. Site Plan and Design Review No. DOR 1877-2021
7. Vesting Tentative Tract Map No. VTTM 83481
8. Specific Plan Amendment No. 27-2021 amending the District at South Bay Specific Plan
9. Final Supplemental Environmental Impact Report (FSEIR)
10. Development Agreement No. DA 29-2021
11. General Plan Amendment No. 112-2021

Prepared by: Gena Guisar, Contract Planner and Saied Naaseh, Community Development Director