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# **FIVE-YEAR IMPLEMENTATION PLAN**

**Covina Redevelopment Agency**

**FY 2004-05 THROUGH 2013-14**

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## COVINA - AUTHENTIC AND GROWING

“Covina is the premier location for distinctive and unique restaurants and retailers that have made it the entertainment center for the San Gabriel Valley. Nightlight, live theater, and destination shopping combine for a lively and animated ambience. Covina’s combination of history and far-sightedness means residents may choose from a full range of housing opportunities from equestrian and executive home properties to unique historic and Mission-revival homes. Families can find space to grow in shaded neighborhoods and young urban professionals can choose town homes within walking distance of the commuter rail station. Covina is a place where community counts with local agencies committed to the quality of schools, parks, the library, and quality of life programs.”

- [www.covinaopportunity.com](http://www.covinaopportunity.com)



## **INTRODUCTION**

Every five years, redevelopment agencies are required to adopt implementation plans that establish five-year operational and financial work programs guiding the redevelopment and affordable housing responsibilities of the agencies. This fourth Five Year Implementation Plan ("Implementation Plan") for the Covina Redevelopment Agency ("Agency") covers the five-year period for fiscal years 2009-10 through 2013-14, and serves as a consolidated Implementation Plan for the Agency's two redevelopment project areas ("Project Areas"). This Implementation Plan also contains an update to the Agency's Housing Compliance Plan ("Housing Compliance Plan") for meeting the Agency's affordable housing obligations for the current 10-year compliance period (FY 2004-05 through 2013-14), including obligations for producing and replacing affordable housing and expending funds for affordable housing.

This Implementation Plan is an important component of the Redevelopment Plans for the Project Areas. The Implementation Plan focuses on redevelopment and housing projects, programs, and estimated revenues and expenditures planned for the Project Areas. Proposed projects and programs are for planning purposes only and do not commit the Agency to include them in its work plan. Rather, the Implementation Plan serves as a policy and strategy document that will guide current and future Agency work plans to eliminate blight, encourage the revitalization of the Project Areas, and preserve and improve the supply of housing affordable to very low, low, and moderate income households. The Implementation Plan is composed of the Redevelopment component and the Housing Compliance component, which is included as a separate document.

## **LEGAL AUTHORITY**

In 1993, the California State Legislature passed Assembly Bill 1290 (Chapter 942, Statutes of 1993), which made sweeping changes to State redevelopment law (Health and Safety Code Section 33000 *et seq.*, "CRL") in an effort to increase both the effectiveness and accountability of redevelopment agencies. One notable statutory change was the addition of Article 16.5 (Section 33490 *et seq.*) to the CRL, which requires redevelopment agencies to adopt five year implementation plans for all redevelopment project areas on or before December 31, 1994, and every five years thereafter.

## **CONTENTS OF THE IMPLEMENTATION PLAN**

Section 33490 of the CRL requires this Implementation Plan to include the following:

- The Agency's goals and objectives, programs, and projects within the Project Areas for the next five years, including estimated expenditures.
- An explanation of how the goals and objectives, programs, projects, and expenditures will eliminate blight and promote affordable housing within the Project Areas.
- A specific section that addresses the Agency's housing responsibilities, including the Agency's low and moderate income housing fund and the Agency's requirements for producing and replacing affordable housing. This is contained within the separate Housing Compliance Plan.



## BACKGROUND

### ABOUT REDEVELOPMENT

#### What is Redevelopment?

Redevelopment is a process created to assist city and county governments eliminate blight from a designated area and achieve the desired development, reconstruction, and rehabilitation of residential, commercial, and industrial uses. Redevelopment agencies possess unique tools to directly influence the private sector, reduce investment risk, and create or boost market confidence. Some of the tools available to redevelopment agencies include:

- Use of tax increment financing to fund public improvements and use of gap financing to provide financial assistance to qualifying developers for qualifying projects.
- Authority to acquire real property, and, if necessary, use of eminent domain.
- Relocation assistance and replacement housing.
- Mitigation of environmental liabilities to property owners and developers through the Polanco Act (CRL Sections 33459 through 33459.8).

Although these tools can jumpstart the revitalization process, by law, redevelopment is limited to areas that are in a state of decline and are physically and economically blighted. To initiate redevelopment, the agency must satisfy certain requirements. These requirements are as follows:

- Establishment of a project area(s) in areas that are physically and economically blighted.
- Establishment of debt as a prerequisite to the collection and expenditure of tax increment.
- Set aside 20 percent of tax increment revenue to increase, improve, and preserve the supply of housing for very low, low, and moderate income persons and families.
- At least 15 percent of all new and substantially rehabilitated dwelling units in project areas must be affordable to, and occupied by, persons or families of very low, low, and moderate income.

Satisfying these requirements, redevelopment agencies can use their tools to catalyze the revitalization of urban areas. Once redevelopment efforts establish momentum in the market, the private sector can then dictate its own course, thereby benefitting residents, business-owners, and visitors.

#### Redevelopment By the Numbers:

**\$40.79 billion.** Redevelopment's economic contribution to California in 2006-2007.

**\$13.** Every \$1 of redevelopment agency spending generates nearly \$13 in total economic activity.

**303,946.** Full and part time jobs created in just one year (2006-2007).

**78,750 units** of affordable housing built or rehabilitated since 1995 by redevelopment agencies.

**18,522 units** of low and moderate income housing expected to be built or refurbished over the next two years.

**\$2 billion.** State and local taxes generated through redevelopment construction activities in 2006-2007.

**20%** of property tax revenues generated from redevelopment activities must be used to increase supply of affordable housing.

**2nd largest** funder of affordable housing in California after the federal government.

*Source: California Redevelopment Association*



## Role of Redevelopment

In 1945, the State of California enacted the California Community Redevelopment Law ("CRL") to combat the deterioration of property and its effects on the tax base. Through the Redevelopment Act, cities and counties were given authorization to establish redevelopment agencies that would have the legal authority to take measures to combat urban decay, or blight. In 1952, California voters adopted Article XVI, Section 16, allowing tax increment financing to be used by the agencies for the redevelopment of blighted communities. The goal of redevelopment to create safe and economically vibrant communities has remained steadfast since 1945.

## Blight

The CRL emphasizes redevelopment's role in eliminating blighting conditions in communities and takes great lengths to define blight. As defined by the CRL, blight constitutes physical and economic liabilities that affect the health, safety, and general welfare of a community. CRL Section 33030 describes a blighted area as being predominantly urbanized and substantially affected by the physical and economic properties of blight to such an extent that the community cannot reasonably be revived without redevelopment. The CRL describes the physical and economic conditions that cause blight as follows:

### *Physical Conditions (CRL Section 33031(a))*

- Buildings with serious code violations, dilapidation, or deterioration such that it is unsafe or unhealthy for persons to live or work.
- Conditions that prevent or substantially hinder the viable use or capacity of buildings or lots.
- Adjacent or nearby incompatible uses that prevent development.
- Existence of subdivided lots that are in multiple ownership and whose physical development has been impaired by their irregular shapes and inadequate sizes.



*Property Not Located in City of Covina*

### *Economic Conditions (CRL Section 33031(b))*

- Depreciated or stagnant property values.
- Impaired property values due to hazardous wastes.
- Abnormally high business vacancies, abnormally low lease rates, or an abnormally high number of abandoned buildings.
- A serious lack of commercial facilities that are normally found in neighborhoods, including grocery stores, drug stores, and banks.
- Serious residential overcrowding.
- An excess of bars, liquor stores, or adult-oriented businesses that have led to problems of public safety and welfare.
- A high crime rate that constitutes a threat to the public safety and welfare.



*Unknown Location*  
<[http://en.wikipedia.org/wiki/File:Abandoned\\_Wal-Mart.jpg](http://en.wikipedia.org/wiki/File:Abandoned_Wal-Mart.jpg)>



In accordance with the CRL, the existence of blight has been established in both of the Agency's Project Areas requiring the use of redevelopment tools though the projects and programs established in this Implementation Plan.

### **What is a Redevelopment Plan?**

The redevelopment plan is a legal framework used by agencies for the long-term planning and implementation of revitalization activities in project areas. The plan establishes financing methods to implement projects and policies and it also sets the basic goals, powers, and time and financial limitations within which the agency must conduct its activities. Below is the framework in which most redevelopment plans are legally bound:

- The time limit to establish loans, advances, and indebtedness to be paid with the revenue from property taxes may not exceed 20 years from the adoption date of the redevelopment plan.
- Loans, advances, or indebtedness may be repaid over a 45-year period from the adoption of the redevelopment plan.
- The effectiveness of a redevelopment plan may not exceed 30 years from the adoption date.
- After the effectiveness of a redevelopment plan has expired, an agency has no authority to act pursuant to the redevelopment plan except to pay previously incurred indebtedness and to enforce existing covenants and contracts.
- An agency may commence eminent domain proceedings to acquire property within the Project Area for a period not to exceed 12 years from the adoption date.
- If a redevelopment plan authorizes the issuance of bonds, the redevelopment plan should include a limit on the amount of bonded indebtedness that can be outstanding at one time.
- These time and financial limitations may be extended or increased only through an amendment to the redevelopment plan.

This Implementation Plan proposes a work program of redevelopment and housing activities that seek to accomplish the goals of the Agency within the legal framework established by the CRL and the Agency's adopted Redevelopment Plans for its two Project Areas.

### **ABOUT THE COVINA REDEVELOPMENT AGENCY AND THE PROJECT AREAS**

The Covina Redevelopment Agency was established pursuant to the CRL by the City Council of the City of Covina on November 3, 1969, by Ordinance No. 1059. With this action, the City embarked on a comprehensive effort to eliminate blighting and adverse conditions within the City.

The focus of the City's revitalization efforts has been channeled through the adoption and implementation of its redevelopment plans. The Agency's first redevelopment project area, Project Area No. 1, was adopted on July 15, 1974. The Agency's second redevelopment project area, Project Area No. 2, was adopted on September 19, 1983, and amended on July 13, 1987, to add territory, including the downtown area. Table 1 below contains key redevelopment plan limitations associated with Project Area No. 1 and Project Area No. 2.



**Key Redevelopment Plan Limitations**

**Table 1**

Project Area	Plan Duration	Time Limits			Financial Limits	
		Collect TI/ Repay Debt	Incur New Debt	Eminent Domain	Tax Increment Limit	Bonded Debt Limit
<b>Project Area No. 1</b>						
Original Area	7/15/2017	7/15/2027	Eliminated	8/1/2012	\$220,000,000	n/a
<b>Project Area No. 2</b>						
Original Area	10/19/2013	10/19/2023	Eliminated	Expired	\$25,000,000 <sup>1</sup>	\$15,000,000
Amended Area	8/12/2027	8/12/2037	Eliminated	8/1/2012	\$50,000,000 <sup>2</sup>	\$25,000,000

Notes:

<sup>1</sup> If bonds or loans or interest-bearing agreements are entered into, the limit is \$48,000,000.

<sup>2</sup> If bonds or loans or interest-bearing agreements are entered into, the limit is \$100,000,000.

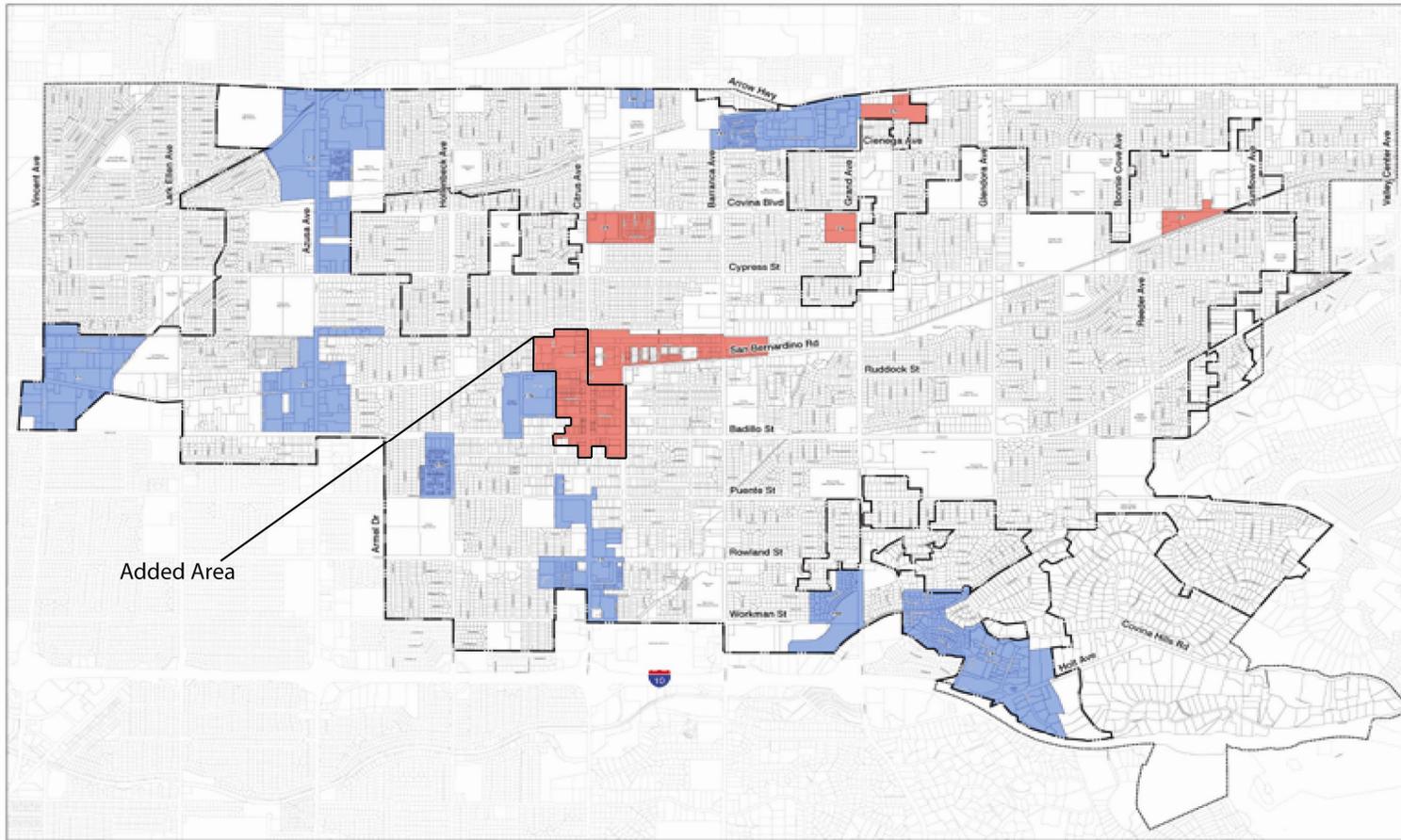
Both of the above-mentioned redevelopment project areas are collectively referred to as the "Project Areas".

Project Area No. 1 consists of 10 noncontiguous subareas scattered throughout the City, encompassing approximately 500 acres. Project Area No. 2 consists of five noncontiguous subareas scattered throughout the City, including a sixth area added by the 1987 amendment; Project Area No. 2 encompasses approximately 99 acres.

A map of the City showing Project Area No. 1 and Project Area No. 2 is on the following page. Detailed maps of the Project Area subareas appear in the Appendix.



Covina Redevelopment Agency Project Area No. 1 and Project Area No. 2



Note: map not to scale  
Source: City of Covina



## AGENCY ACCOMPLISHMENTS

During the previous five years, the Agency has accomplished numerous redevelopment, development, and infrastructure projects that have revitalized many properties within its Project Areas. These accomplishments include:

### *Project Area 1*

- **Bert's Motorcycle Expansion** – The Agency entered into a new agreement with Bert's Motorcycle Mall on March 7, 2006, to provide \$1.75 million towards an expansion project at the site. The expansion was completed in April 2008.
- **South Citrus Commercial Corridor Improvements** – In fiscal year 2008-09, a Kia automobile dealership replaced the Volvo dealership. To aid development of the South Citrus Avenue Auto Center, the Agency purchased a vacant property west of Citrus Avenue on Puente Street. Discussions for potential uses of an existing Agency-controlled parcel at Citrus Avenue and Rowland Street are currently underway.
- **Azusa Badillo Commercial Street Improvements** – In fiscal year 2007-08, the Agency constructed traffic lights at Badillo Street and Rimsdale Avenue, ameliorating the inadequate public improvements at that corner.
- **Azusa Badillo Commercial Center** – The Agency successfully completed negotiations with a developer for the rehabilitation of the blighted center located at the northwest corner of Azusa Avenue and Badillo Street. The project included the joining of irregular lots under multiple ownership; removal of existing unsafe, deteriorated, and dilapidated buildings; and private sector investment. The result was a new retail center that was completed in December 2007, with the grand opening of the retail tenants.
- **Freeway Sign** – Negotiation efforts have continued on the freeway sign that will provide freeway visibility to the City's auto dealerships.
- **Covina Park** – The Agency participated in several aspects of the Covina Park improvement project. Renovations to the band shell area were finalized in fiscal year 2004-05 at a total cost of \$121,086. In 2006, the Agency paid \$45,000 to expand restroom renovations from \$220,000 to \$265,000. Other achievements included the relocation of the picnic area, the inclusion of a youth basketball court, and installation of drought tolerant landscaping and event lighting.
- **Loan and Grant Programs** – The Loan and Grant Programs are job creation Economic Development Block Grants through the federal Community Development Block Grant (CDBG) Program.
- **Hospital Campus** – Initial drawings and project analysis were partially funded in fiscal year 2005-06.



### *Project Area 2*

- **Sewers** – In January 2007, the Agency installed a by-pass line to relieve the bottleneck in the current sewer system that runs through the Downtown area.
- **Wireless Internet Hot Zone** – Redevelopment funds were used to pay for a portion of the costs associated with the installation of a wireless internet hot zone in the downtown



area. Eight radio nodes from Strix Systems were used to build a wireless, self-tuning, self-configuring, self-healing mesh network.

- **Unreinforced Masonry Building Program** – The Agency presented a status report to the City Council on unreinforced buildings in Covina and the 1986 law that requires cities to inventory unreinforced masonry buildings, establish loss reduction programs, and report the progress to the State’s Seismic Safety Commission. All three of these requirements have been completed by the City of Covina.
- **Town Center Specific Plan** – The Town Center Specific Plan (“TCSP”) is a zoning overlay in the downtown area that allows for mixed-use development by private and public investment, within walking distance of the Metrolink train station. The TCSP was adopted by the City Council in November 2004, with funding and oversight partially provided by redevelopment funds.
- **Downtown Design for Development** – Conceptual architectural plans and elevations for several development sites in the TCSP area were prepared in 2006 in order to provide guidelines for developer proposals in this area of the City.
- **Continued Revitalization of Downtown** – The Agency is involved in several ventures that are focused on the retention and promotion of a viable shopping area. Included in this effort is the oversight of the Covina Farmers Market by the Agency and the support of the Downtown Business Area Enhancement District by the Agency. Additionally, the annual Bluesapalooza/Thunderfest is partially funded by the Agency. 
- **Pedestrian Linkages** – An overall evaluation to the downtown in regards to pedestrian access and layout was funded in fiscal year 2008-09 by a federal Local Highway Grant. Work will be completed in the next period.
- **Covina Metrolink Parking Structure** – The four-level, 655- space parking structure was completed in December 2005. Financing was provided through transit grants and Proposition A and C Local Return funds.
- **North Citrus Avenue Auto Center** – The Agency completed negotiations to relocate the Taste of Texas restaurant from the blighted commercial center on Azusa Avenue. Construction was completed during fiscal year 2004-05. The restaurant exercised its option to purchase the property and the sale was finalized in fiscal year 2005-06. Additionally, a new municipal parking lot was funded to improve parking in the immediate vicinity of the restaurant, with construction of the lot completed during fiscal year 2004-05.
- **159 East College Street** – This property, which was purchased by the Agency in January 2004, was sold on November 6, 2006, to Claro’s Italian Market to operate an Italian deli.
- **Loan and Grant Programs** - The Loan and Grant Programs are job creation Economic Development Block Grants through the federal Community Development Block Grant (CDBG) Program. In addition, as part of the Loan and Grants Program, façade improvement applications were approved for 125 S. Citrus Avenue, 201 N. Citrus Avenue, 211-217 N. Citrus Avenue, and 114 N. Citrus Avenue. Improvements included new awnings, signage, paint and stucco, windows, doors, and fencing to facilitate outdoor dining.



- **Civic Center Parking Structure** – In June 2006, the Agency began the plans, specifications, and engineering process for the Civic Center Parking Structure, which was funded by transportation grants and redevelopment funds. Design was completed in March 2007, with the construction contract awarded in July 2007. The project was completed in November 2008.
- **Downtown Centennial/Civic Center Project** – The Agency entered into negotiations with a developer who was interested in developing a mixed-use project. A disposition and development agreement was entered into with the developer in July 2007. To assist with the assembly of the property, the Agency has purchased several sites that will be utilized in the overall design concept. However, due to a downturn in the economy, the project did not move forward with the developer.



#### **General Projects and Programs**

- **Marketing Efforts** – In fiscal year 2007-08, marketing materials were updated to assist in the outreach efforts of the Agency. The web site was updated and is now seen at [www.covinaopportunity.com](http://www.covinaopportunity.com).
- **Economic Development Council** – In order to generate economic related activities to promote Covina’s economic vitality, the redevelopment agency supports the Economic Development Council (“EDC”), a mostly volunteer organization comprised of local business people, which is under the auspices of the Chamber of Commerce. The EDC makes an annual report to the Agency Board.



## PROJECT AREA NO. 1

### GOALS AND OBJECTIVES

The following goals and objectives address the blighting conditions still found within Project Area No. 1. These goals formulate the overall strategy for this Implementation Plan and will serve as a guide for the Agency's activities during the next five years.

- **Remove Blight.** To eliminate and prevent the spread of blight and deterioration, and to conserve, rehabilitate, and redevelop the Project Area in accordance with the Redevelopment Plan and budgeted and planned projects.
- **Encourage Stakeholder Participation.** To encourage the cooperation and participation of residents, businesspersons, public agencies, and community organizations in the revitalization of the Project Area.
- **Encourage Private Sector Investment.** To encourage private sector investment in the development and redevelopment of the Project Area.
- **Diversify and Expand Economic Base and Employment Opportunities.** To promote the economic well being of the Project Area by encouraging the diversification and development of its economic base and employment opportunities.
- **Promote Compatible Commercial and Residential Development.** To encourage the development of commercial and residential environments, which positively relate to adjacent land uses, and upgrade and stabilize existing uses.
- **Facilitate Revitalization of Commercial Areas.** To provide for the revitalization and full development of the commercial areas, to attain consistent image and character, and to enhance their economic viability.
- **Improve Community Facilities.** To provide needed improvements to the community's educational, cultural, and other community facilities to better serve the Project Area.
- **Expand Resources for Land Development.** To expand the resource of developable land by making underutilized land available for redevelopment.
- **Coordinate Revitalization and Community Development Activities.** To coordinate revitalization efforts in the Project Area with other public programs offered by the City and other public agencies.
- **Improve Public Infrastructure.** To provide needed improvements to the utilities, infrastructure, and public facilities that serve the Project Area.
- **Address Traffic Circulation and Parking Deficiencies.** To improve traffic circulation through the reconstruction and improvement of existing streets in the Project Area. Provide for necessary public parking to address parking deficiencies.
- **Provide Affordable Homeownership Opportunities.** To improve housing and assist low and moderate income persons and families to obtain homeownership.



#### ANTICIPATED PROJECTS AND PROGRAMS

The following summary matrix for Project Area No. 1 (Table 2) describes the proposed non-housing projects and programs planned for the next five years. This matrix describes each proposed project or program, provides the projected time frame for implementation, identifies the Agency goals to be achieved, and identifies the blighting conditions the projects and programs will address. Anticipated expenditures are based on projected tax increment revenue expected for FY 2009-10 through FY 2013-14 and bond funding. Greater or lesser funding may be available, depending upon actual assessed valuate changes in Project Area No. 1. The expenditure of Redevelopment Agency funds is limited to the Project Area, limited under certain provisions of the CRA to streets and parks, and /or subject to "of benefit" findings.

**PROJECT AREA NOS. 1 & 2**  
**Five-Year Implementation Plan FY 2009-10 through 2013-14**



**Proposed Projects and Programs for Project Area No. 1 - 2009-10 through 2013-14**

**Table 2**

<b>Project Name</b>	<b>Description</b>	<b>Blighting Conditions Addressed<sup>1</sup></b>	<b>Anticipated Completion</b>	<b>Anticipated Expenditure</b>	<b>Funding Source</b>	<b>Redevelopment Goal Achieved</b>
Hospital Project - CVHP Inter Community Campus	The Citrus Valley Health Partners ("CVHP") hospital campus is in need of retrofitting to meet State law. In addition, the Agency is providing funding to assist the hospital in considering different options for providing health services in the community.	Unsafe and unhealthy buildings; Other physical conditions	Ongoing	\$1,950,000	PA 1 Public Purpose Bond Funds	Remove blight; Improve community facilities
SW and NW Corners of Citrus and Rowland	The Agency is seeking the development of various retail options on the southwest and northwest corners of Citrus Avenue and Rowland Street. The Agency is currently negotiating a new lease with Enterprise Car Sales and is in agreement with the Bergman Group to bring a restaurant or food court to the site.	Depreciated or stagnant property values; Abnormally high business vacancies	2010-2011	\$0	N/A	Remove blight; Encourage stakeholder participation; Encourage private sector development; Diversify and expand economic base and employment opportunities; Promote compatible commercial and residential development; Facilitate revitalization of commercial areas
Radisson Freeway Sign	To increase exposure, the development of a 27 foot freeway sign for the Radisson Hotel is being considered. The costs and benefits with Radisson and the companies that develop the signs are currently being negotiated.	Depreciated or stagnant property values	2011-2012	\$500,000	PA 1 Private Purpose Bond Funds	Encourage private sector development
Home Depot Replacement	This project entails working with KIMCO Realty Corporation, the shopping center owner, and a large retailer to develop a retail use on the site previously used by Home Depot located at Azusa Avenue and Arrow Highway.	Depreciated or stagnant property values; Abnormally high business vacancies	2011-2012	\$1,000,000	PA 1 Private Purpose Bond Funds	Remove blight; Encourage stakeholder participation; Encourage private sector investment; Diversify and expand economic base and employment opportunities; Promote compatible commercial and residential development; Facilitate revitalization of commercial areas
Home Depot/Covina Sign	The Home Depot located on Badillo Street does not currently have a monument sign, so the Agency had made contact to assist in its development.	Depreciated or stagnant property values	2010-2011	\$80,000	PA 1 Private Purpose Bond Funds	Encourage private sector development



**Proposed Projects and Programs for Project Area No. 1 - 2009-10 through 2013-14**

**Table 2**

Project Name	Description	Blighting Conditions Addressed <sup>1</sup>	Anticipated Completion	Anticipated Expenditure	Funding Source	Redevelopment Goal Achieved
Puente Street Property	This property is vacant and possible uses are being explored. Included in the options are an at-grade public parking demonstration site using the latest drainage options to capture water on-site, or a negotiated use with the School District	Abnormally high business vacancies; Inadequate public improvements	2010-2012	\$100,000	Federal Grants, PA 1 Public Purpose Bond Funds, PA 1 Private Purpose Bond Funds	Remove blight; Improve public infrastructure
South Citrus Auto Corridor	The Agency will continue to work with the automotive dealers as they continue to serve the community.	Depreciated or stagnant property values	Ongoing	\$500,000	PA 1 Private Purpose Bond Funds	Encourage stakeholder participation; Encourage private sector investment
Shoppers Lane Improvement Project	Landscaping in Shoppers Lane will be changed to be more sustainable, and to remove blight that currently exists.	Other physical conditions; Inadequate public improvements	2009-2010	\$200,000	PA 1 Public Purpose Bond Funds	Remove blight; Improve public infrastructure
Public Infrastructure and Facilities	To provide for ongoing removal of blight and the viability of the economic base, upgrades to infrastructure including street improvements, sewers, sidewalks, streetscape improvements, gutters, curbs, storm drains, park facilities, and parking facilities.	Other physical conditions; Abnormally high business vacancies; Inadequate public improvements	Ongoing	\$500,000	PA 1 Public Purpose Bond Funds	Remove blight; Encourage private sector investment; Encourage stakeholder participation; Diversify and expand economic base.
Capital Projects - Leases	Assistance to local businesses to provide for the ongoing viability of the economic base.	Other physical conditions; Abnormally high business vacancies; Inadequate public improvements	Ongoing	\$600,000	PA 1 Private Purpose Bond Funds	Remove blight; Encourage private sector investment; Encourage stakeholder participation; Diversify and expand economic base.
Loan and Grant Program	Programs that encourage private sector investment in businesses and properties	Other physical conditions; Depreciated or stagnant property values; Abnormally high business vacancies	Ongoing	\$75,000	PA 1 Private Purpose Bond Funds	Remove blight; Encourage private sector investment; Encourage stakeholder participation; Diversify and expand economic base.
Economic Development Program	Program that provides funds for business expansion and/or retention, which will result in job creation for low and moderate income persons.	Depreciated or stagnant property values; Abnormally high business vacancies	Ongoing	\$0	Federal CDBG funds	Remove blight; Encourage private sector investment; Encourage stakeholder participation; Diversify and expand economic base.

<sup>1</sup>Blighting conditions addressed include the following sections from the CRL:

1. Section 33031(a)(1) - Buildings in which it is unsafe or unhealthy for persons to live or work.
2. Section 33031(a)(2) - Other physical conditions that substantially hinder the viable use or capacity of buildings or lots.
3. Section 33031(b)(1) - Depreciated or stagnant property values.
4. Section 33031(b)(3) - Abnormally high business vacancies.
5. Section 33030(c) - Inadequate public improvements or inadequate water or sewer utilities.

Source: Covina Redevelopment Agency



## **PROPOSED FIVE YEAR REVENUES AND EXPENDITURES**

Table 3 below presents the proposed revenues and expenditures for Project Area 1 redevelopment activities. Tax increment revenues from Project Area 1 are net of housing set aside amounts, debt service, and pass through payments to taxing entities. The “revenues” category also contains other revenues such as interest earnings and loan repayments. Expenditures include administration and operations and project expenditures.

Due to the State’s effort to balance the FY 2009-10 State Budget, the State of California approved the budget relying on a \$2.05 billion ERAF shift from redevelopment agencies over the next two years. The additional shift to ERAF (now called the Supplemental Educational Revenue Augmentation Fund, or “SERAF”) is estimated to result in a payment of \$2,537,634 in fiscal year 2009-10, and \$522,454 in fiscal year 2010-11 from the Agency. Within the budget, there is a provision in which the Agency has the option to suspend the FY 2009-10 20 percent housing set-aside contribution in order to assist the ERAF shift in that year; however, the loan would need to be repaid by June 30, 2015. Since only \$1,790,000 will be collected in the Housing Fund for FY 2009-10, the remaining \$747,634 required payment will be made from the Project Area No. 1 Non-Housing Fund.

Due to the passage of SB 68, the Agency may re-evaluate how it will address the SERAF obligation.

While the California Redevelopment Association (“CRA”) believes this shift of tax increment from redevelopment falls under the same circumstances as the previous attempt and is challenging the take, the Agency potentially could lose up to \$3 million to SERAF shifts over the next two years. These shifts of dollars from redevelopment will impact the Agency’s ability to complete many of the projects both committed and anticipated over the next five-year period. In October 2009, the CRA filed a lawsuit on behalf of all redevelopment agencies asserting that the take from redevelopment agencies for non-redevelopment purposes is unconstitutional.

**PROJECT AREA NOS. 1 & 2**  
**Five-Year Implementation Plan FY 2009-10 through 2013-14**



**Projected Redevelopment Revenues and Expenditures for Project Area 1 - 2009-10 through 2013-14**  
 Covina Redevelopment Agency

**Table 3**

	Projected					Projected 5 Year TOTAL
	1 2009-10	2 2010-11	3 2011-12	4 2012-13	5 2013-14	
<b>Beginning Cash Balance<sup>1</sup></b>	\$ 21,357,861	\$ 19,512,733	\$ 20,454,979	\$ 20,089,392	\$ 21,216,089	
<b>Revenue</b>						
Net Tax Increment Revenue <sup>2</sup>	\$ 5,838,492	\$ 5,838,492	\$ 5,838,492	\$ 5,838,492	\$ 5,838,492	\$ 29,192,460
Interest	320,368	292,691	306,825	301,341	318,241	\$ 1,539,466
Miscellaneous	78,312	78,312	78,312	78,312	76,325	\$ 389,573
Rental Fees	498,084	498,084	498,084	498,084	498,084	\$ 2,490,420
Transfer from General Fund	1,925,000	1,925,000	1,925,000	1,925,000	1,925,000	\$ 9,625,000
<b>Total Revenue</b>	<b>\$ 8,660,256</b>	<b>\$ 8,632,579</b>	<b>\$ 8,646,713</b>	<b>\$ 8,641,229</b>	<b>\$ 8,656,142</b>	<b>\$ 43,236,919</b>
<b>Total Available Funds</b>	<b>\$ 30,018,117</b>	<b>\$ 28,145,312</b>	<b>\$ 29,101,691</b>	<b>\$ 28,730,621</b>	<b>\$ 29,872,232</b>	
<b>Operations and Debt Service</b>						
Administration/Maintenance/Overhead	\$ 1,145,235	\$ 1,145,235	\$ 1,145,235	\$ 1,145,235	\$ 1,145,235	\$ 5,726,175
SERAF	747,634	-	-	-	-	\$ 747,634
Debt Service	3,050,312	3,050,832	3,050,714	3,050,841	3,056,838	\$ 15,259,537
Repayment of Loan from General Fund	1,925,000	1,925,000	1,925,000	1,925,000	1,925,000	\$ 9,625,000
Repayment of Citrus/Rowland Loan	172,747	172,747	172,747	172,747	172,747	\$ 863,735
Pass thru Payments	492,021	492,021	492,021	492,021	492,021	\$ 2,460,105
Professional Services	266,340	268,403	270,487	272,592	274,718	\$ 1,352,541
<b>Total Expenditures</b>	<b>\$ 7,799,289</b>	<b>\$ 7,054,238</b>	<b>\$ 7,056,204</b>	<b>\$ 7,058,436</b>	<b>\$ 7,066,559</b>	<b>\$ 36,034,727</b>
<b>Funds Available for Projects</b>	<b>\$ 22,218,828</b>	<b>\$ 21,091,074</b>	<b>\$ 22,045,487</b>	<b>\$ 21,672,184</b>	<b>\$ 22,805,672</b>	
<b>Projects and Programs</b>						
Business Assistance	125,000	125,000	125,000	125,000	125,000	\$ 625,000
Operation of Acquired Property	16,095	16,095	16,095	16,095	16,095	\$ 80,475
CVHP Hospital Project	1,950,000	-	-	-	-	\$ 1,950,000
Home Depot Replacement	-	-	1,000,000	-	-	\$ 1,000,000
Radisson Freeway Sign	-	-	500,000	-	-	\$ 500,000
Puente Street Property	-	100,000	-	-	-	\$ 100,000
Home Depot/Covina Sign	-	80,000	-	-	-	\$ 80,000
South Citrus Auto Corridor	100,000	100,000	100,000	100,000	100,000	\$ 500,000
Public Infrastructure and Facilities	100,000	100,000	100,000	100,000	100,000	\$ 500,000
Shoppers Lane Improvement Project	200,000	-	-	-	-	\$ 200,000
Capital Projects - Leases	200,000	100,000	100,000	100,000	100,000	\$ 600,000
Loan and Grant Program	15,000	15,000	15,000	15,000	15,000	\$ 75,000
<b>Total Project &amp; Program Costs</b>	<b>\$ 2,706,095</b>	<b>\$ 636,095</b>	<b>\$ 1,956,095</b>	<b>\$ 456,095</b>	<b>\$ 456,095</b>	<b>\$ 6,210,475</b>
<b>Total Costs</b>	<b>\$ 10,505,384</b>	<b>\$ 7,690,333</b>	<b>\$ 9,012,299</b>	<b>\$ 7,514,531</b>	<b>\$ 7,522,654</b>	<b>\$ 991,716</b>
<b>Ending Cash Balance</b>	<b>\$ 19,512,733</b>	<b>\$ 20,454,979</b>	<b>\$ 20,089,392</b>	<b>\$ 21,216,089</b>	<b>\$ 22,349,577</b>	

<sup>1</sup> Beginning balance includes bond proceeds

<sup>2</sup> Tax Increment is net of 20% housing set-aside, pass through payments, and debt service.

Source: City of Covina Capital Projects Fund Balance Sheet



## PROJECT AREA NO. 2

### GOALS AND OBJECTIVES

The following goals and objectives address the blighting conditions still found within Project Area No. 2. These goals formulate the overall strategy for this Implementation Plan and will serve as a guide for the Agency's activities during the next five years.

- **Remove Blight.** To eliminate and prevent the spread of blight and deterioration, and to conserve, rehabilitate, and redevelop the Project Area in accordance with the Redevelopment Plan and budgeted and planned projects.
- **Encourage Stakeholder Participation.** To encourage the cooperation and participation of residents, businesspersons, public agencies, and community organizations in the revitalization of the Project Area.
- **Encourage Private Sector Investment.** To encourage private sector investment in the development and redevelopment of the Project Area.
- **Diversify and Expand Economic Base and Employment Opportunities.** To promote the economic well being of the Project Area by encouraging the diversification and development of its economic base and employment opportunities.
- **Promote Compatible Commercial and Residential Development.** To encourage the development of commercial and residential environments, which positively relate to adjacent land uses, and upgrade and stabilize existing uses.
- **Facilitate Revitalization of Commercial Areas.** To provide for the revitalization and full development of the commercial areas, to attain consistent image and character, and to enhance their economic viability.
- **Improve Community Facilities.** To provide needed improvements to the community's educational, cultural, and other community facilities to better serve the Project Area.
- **Expand Resources for Land Development.** To expand the resource of developable land by making underutilized land available for redevelopment.
- **Coordinate Revitalization and Community Development Activities.** To coordinate revitalization efforts in the Project Area with other public programs offered by the City and other public agencies.
- **Improve Public Infrastructure.** To provide needed improvements to the utilities, infrastructure, and public facilities that serve the Project Area.
- **Address Traffic Circulation and Parking Deficiencies.** To improve traffic circulation through the reconstruction and improvement of existing streets in the Project Area. Provide for necessary public parking to address parking deficiencies.
- **Provide Affordable Homeownership Opportunities.** To improve housing and assist low and moderate income persons and families to obtain homeownership.



#### ANTICIPATED PROJECTS AND PROGRAMS

The following summary matrix for Project Area No. 2 (Table 4) describes the proposed non-housing projects and programs planned for the next five years. This matrix describes each proposed project or program, provides the projected time frame for implementation, identifies the Agency goals to be achieved, and identifies the blighting conditions the projects and programs will address. Anticipated expenditures are based on projected tax increment revenue expected for FY 2009-10 through FY 2013-14 and bond funding. Greater or lesser funding may be available; depending upon actual assessed valuation changes in Project Area No. 2. The expenditure of Redevelopment Agency funds is limited to the Project Area, limited under certain provisions of the CRA to streets and parks, and /or subject to "of benefit" findings.

**PROJECT AREA NOS. 1 & 2**  
**Five-Year Implementation Plan FY 2009-10 through 2013-14**



**Proposed Projects and Programs for Project Area No. 2 - 2009-10 through 2013-14**

**Table 4**

<b>Project Name</b>	<b>Description</b>	<b>Blighting Conditions Addressed<sup>1</sup></b>	<b>Anticipated Completion</b>	<b>Anticipated Expenditure</b>	<b>Funding Source</b>	<b>Redevelopment Goal Achieved</b>
135 E. Badillo	A mixed-use development is planned for the vacant Bank of America property located on Badillo Street. The property was acquired during the 1997-98 fiscal year, with activities including marketing of the building and securing a developer. Negotiations with a developer are ongoing.	Depreciated or stagnant property values; Abnormally high business vacancies	2011-2012	\$30,000	Low-Mod Housing Funds	Remove blight; Encourage private sector development; Diversify and expand economic base and employment opportunities; Promote compatible commercial and residential development; Provide affordable housing opportunities.
Heritage Mixed Use Project - Property Acquisition	This project provides for a mixed-use retail and residential project at the Civic Center Project Site located on properties bounded by Citrus Avenue, School Street, and Italia Street. The Agency has also purchased several sites that will be utilized in the overall design concept, and is in discussion with property owners to acquire additional sites necessary for the project.	Depreciated or stagnant property values; Abnormally high business vacancies; Inadequate public improvements	2011-2012	\$2,000,000	Land Proceeds Fund	Encourage private sector development; Diversify and expand economic base and employment opportunities; Promote compatible commercial and residential development; Facilitate revitalization by acquiring property to provide public facilities
Heritage Plaza Development	This project provides for the extension of the park in front of the police station (proposed to be renamed Heritage Plaza) to the south along School Street, which would be closed to through traffic, and the development of the Plaza, which will stimulate community involvement.	Depreciated or stagnant property values; Abnormally high business vacancies; Inadequate public improvements	2011-2012	\$1,000,000	PA 2 Public Bond Funds	Encourage private sector development; Diversify and expand economic base and employment opportunities; Promote compatible commercial and residential development; Facilitate revitalization by acquiring property to provide public facilities
Heritage Mixed Use Project	This project provides for a mixed-use retail and residential project at the Civic Center Project Site located on properties bounded by Citrus Avenue, School Street, and Italia Street. The Agency has also purchased several sites that will be utilized in the overall design concept, and is in ongoing discussion with a developer.	Depreciated or stagnant property values; Abnormally high business vacancies; Inadequate public improvements	2011-2012	\$624,000	Low-Mod Housing Funds	Encourage private sector development; Diversify and expand economic base and employment opportunities; Promote compatible commercial and residential development; Facilitate revitalization by acquiring property to provide public facilities; Provide affordable housing opportunities



**Proposed Projects and Programs for Project Area No. 2 - 2009-10 through 2013-14**

**Table 4**

Project Name	Description	Blighting Conditions Addressed <sup>1</sup>	Anticipated Completion	Anticipated Expenditure	Funding Source	Redevelopment Goal Achieved
College Street Project	Several concepts are under consideration for the College Street Project, including a business incubator, a mixed-use retail and workforce housing project, and a restaurant or retail space.	Depreciated or stagnant property values; Abnormally high business vacancies	2010-2011	\$100,000	Land Proceeds Fund	Remove blight; Encourage private sector development; Diversify and expand economic base and employment opportunities; Promote compatible commercial and residential development; Provide affordable homeownership opportunities.
Potential Mixed Use Project	This is a potential mixed-use project on two lots, for a combined area of 9.5 acres. The site is on the southwest and northwest corners of San Bernardino Road and Citrus Avenue.	Depreciated or stagnated property values; Abnormally high business vacancies	2013-2014	\$0	N/A	Remove blight; Encourage private sector development; Diversify and expand economic base and employment opportunities; Promote compatible commercial and residential development; Provide affordable homeownership opportunities.
Unreinforced Masonry Ordinance	The Unreinforced Masonry Ordinance ("URM") was borne out a law enacted in 1986 requiring cities to complete an inventory of URM buildings within their jurisdictions, establish a loss reductions program, and report progress to the State Seismic Safety Commission. All three of these requirements have been completed with the next stage being implementation of the Agency facade program on retrofitted buildings.	Unsafe and unhealthy buildings	Ongoing	\$0	N/A	Remove blight; Encourage stakeholder participation
SAFETEA-LU Pedestrian Improvement Grants - Study Grant	To provide for pedestrian improvements along Citrus Ave, from Cypress to Badillo, a Request for Qualifications was released in May 2009 for a study grant to be completed.	Inadequate public improvements	2009	\$0	Federal Grant	Improve public infrastructure
SAFETEA-LU Pedestrian Improvement Grants - Construction Grant	To provide for pedestrian improvements along Citrus Ave, from the Metrolink Station to San Bernardino Road, a construction grant will be used in FY 2010-2011 for the implementation of part of the study. The Agency may participate in this endeavor.	Inadequate public improvements	2010-2011	\$500,000	Federal Grant funds/Transit Funds	Improve public infrastructure



**Proposed Projects and Programs for Project Area No. 2 - 2009-10 through 2013-14**

**Table 4**

Project Name	Description	Blighting Conditions Addressed <sup>1</sup>	Anticipated Completion	Anticipated Expenditure	Funding Source	Redevelopment Goal Achieved
Public Infrastructure and Facilities	To provide for ongoing removal of blight and the viability of the economic base, upgrades to infrastructure including street improvements, sewers, sidewalks, streetscape improvements, gutters, curbs, storm drains, park facilities, and parking facilities.	Other physical conditions; Abnormally high business vacancies; Inadequate public improvements	Ongoing	\$150,000	PA 2 Public Purpose Bond Funds	Remove blight; encourage private sector investment; Encourage stakeholder participation; Diversity and expand economic base.
Loan and Grant Program	Programs that encourage private sector investment in businesses and properties	Other physical conditions; Depreciated or stagnant property values; Abnormally high business vacancies	Ongoing	\$510,000	Land Proceeds Fund	Remove blight; encourage private sector investment; Encourage stakeholder participation; Diversity and expand economic base.
Economic Development Program	Program that provides funds for business expansion and/or retention, which will result in job creation for low and moderate income persons.	Depreciated or stagnant property values; Abnormally high business vacancies	Ongoing	\$0	Federal CDBG Funds	Remove blight; encourage private sector investment; Encourage stakeholder participation; Diversity and expand economic base.
Continued Revitalization of Downtown	Ongoing effort to provide a walkable downtown area that attracts businesses and workers alike and fosters housing, retail, culture, and employment.	Other physical conditions; Depreciated or stagnant property values; Abnormally high business vacancies; Inadequate public improvements	Ongoing	\$150,000	Land Proceeds Fund	Remove blight; encourage private sector investment; encourage stakeholder participation

<sup>1</sup>Blighting conditions addressed include the following sections from the CRL:

1. Section 33031(a)(1) - Buildings in which it is unsafe or unhealthy for persons to live or work.
2. Section 33031(a)(2) - Other physical conditions that substantially hinder the viable use or capacity of buildings or lots.
3. Section 33031(b)(1) - Depreciated or stagnant property values.
4. Section 33031(b)(3) - Abnormally high business vacancies.
5. Section 33030(c) - Inadequate public improvements or inadequate water or sewer utilities.

Source: Covina Redevelopment Agency



**PROPOSED FIVE YEAR REVENUES AND EXPENDITURES**

Table 5 below presents the proposed revenues and expenditures for Project Area 2 redevelopment activities. Tax increment revenues from Project Area 2 are net of housing set aside amounts, debt service, and pass through payments to taxing entities. The “revenues” category also contains other revenues such as interest earnings and loan repayments. Expenditures include administration and operations and project expenditures.

**Projected Redevelopment Revenues and Expenditures for Project Area 2 - 2009-10 through 2013-14** Table 5  
**Covina Redevelopment Agency**

	Projected					Projected 5 Year TOTAL
	1 2009-10	2 2010-11	3 2011-12	4 2012-13	5 2013-14	
<b>Beginning Cash Balance<sup>1</sup></b>	\$ 4,481,770	\$ 1,907,549	\$ 2,333,374	\$ 2,859,556	\$ 3,397,892	
<b>Revenue</b>						
Net Tax Increment Revenue <sup>2</sup>	\$ 1,424,686	\$ 1,424,686	\$ 1,424,686	\$ 1,424,686	\$ 1,424,686	\$ 7,123,430
Interest <sup>3</sup>	67,227	28,613	35,001	42,893	50,968	\$ 224,702
Miscellaneous	21,600	21,600	21,600	21,600	21,600	\$ 108,000
Rental <sup>3</sup>	430,947	430,947	430,947	430,947	430,947	\$ 2,154,735
Transfer from General Fund	385,000	385,000	385,000	385,000	385,000	\$ 1,925,000
<b>Total Revenue</b>	\$ 2,329,460	\$ 2,290,846	\$ 2,297,234	\$ 2,305,126	\$ 2,313,201	\$ 11,535,867
<b>Total Available Funds</b>	\$ 6,811,230	\$ 4,198,395	\$ 4,630,607	\$ 5,164,683	\$ 5,711,093	
<b>Operations and Debt Service</b>						
Administration/Maintenance/Overhead	\$ 171,115	\$ 171,115	\$ 171,115	\$ 171,115	\$ 171,115	\$ 855,575
Debt Service	146,220	142,560	148,590	144,330	144,870	\$ 726,570
Repayment of Loan from General Fund	385,000	385,000	385,000	385,000	385,000	\$ 1,925,000
Pass thru Payments	804,346	804,346	804,346	804,346	804,346	\$ 4,021,730
Professional Services	70,000	70,000	70,000	70,000	70,000	\$ 350,000
<b>Total Expenditures</b>	\$ 1,576,681	\$ 1,573,021	\$ 1,579,051	\$ 1,574,791	\$ 1,575,331	\$ 7,878,875
<b>Funds Available for Projects</b>	\$ 5,234,549	\$ 2,625,374	\$ 3,051,556	\$ 3,589,892	\$ 4,135,762	
<b>Projects and Programs</b>						
Project Improvement	\$ 57,000	\$ 57,000	\$ 57,000	\$ 57,000	\$ 57,000	\$ 285,000
Heritage Mixed Use Project - Acquisition	2,000,000	-	-	-	-	\$ 2,000,000
Heritage Plaza Development	1,000,000	-	-	-	-	\$ 1,000,000
Loan and Grant Programs	210,000	75,000	75,000	75,000	75,000	\$ 510,000
Public Infrastructure and Facilities	30,000	30,000	30,000	30,000	30,000	\$ 150,000
Downtown Revitalization	30,000	30,000	30,000	30,000	30,000	\$ 150,000
College Street Project	-	100,000	-	-	-	\$ 100,000
<b>Total Project &amp; Program Costs</b>	\$ 3,327,000	\$ 292,000	\$ 192,000	\$ 192,000	\$ 192,000	\$ 4,195,000
<b>Total Costs</b>	\$ 4,903,681	\$ 1,865,021	\$ 1,771,051	\$ 1,766,791	\$ 1,767,331	\$ (538,008)
<b>Ending Cash Balance</b>	\$ 1,907,549	\$ 2,333,374	\$ 2,859,556	\$ 3,397,892	\$ 3,943,762	

<sup>1</sup> Beginning balance includes Land Proceeds and bond proceeds

<sup>2</sup> Tax Increment is net of 20% housing set-aside, pass through payments, and debt service.

<sup>3</sup> Interest and Rental values for PA 2 include additional income from Land Proceeds. Land Proceeds are not exclusive to Project Area 2 and can be used for either Project Area.

Source: City of Covina Capital Projects Fund Balance Sheet ; City of Covina 09-10 Cash Balance sheet



## **ADMINISTRATION OF THE IMPLEMENTATION PLAN**

As detailed in the Introduction of this Implementation Plan, the Agency is required to adopt an implementation plan every five years.

### **IMPLEMENTATION PLAN ADOPTION PROCESS**

The Implementation Plan must be presented and adopted at a duly noticed public hearing of the Agency. Notice of public hearing must be conducted pursuant to Section 33490 of the CRL. Specifically, the notice must be published pursuant to Government Code Section 6063, which requires publication in a newspaper of general circulation for three consecutive weeks, mailed at least three weeks in advance to all persons and agencies that have requested notice, and posted in at least four permanent places within the Project Area for a period of three weeks. Publication, mailing, and posting must be completed not less than 10 days prior to the date set for hearing.

The Agency may amend the Implementation Plan at any time after conducting a public hearing on the proposed amendment.

Adoption of this Implementation Plan does not approve any of the included projects. Projects to be undertaken by the Agency are subject to discretionary approvals by the Agency, as well as environmental clearance. Pursuant to Section 33490(a)(1)(B) of the CRL, adoption of an implementation plan does not constitute a "project" within the meaning of the California Environmental Quality Act and inclusion of any project or program in the Implementation Plan does not eliminate environmental analysis that would otherwise be required.

### **MID-TERM IMPLEMENTATION PLAN REVIEW PROCESS**

At least once within the five-year term of this Implementation Plan, the Agency must conduct a public hearing and hear testimony of all interested parties for the purpose of reviewing the redevelopment plan and the corresponding implementation for each redevelopment project. This hearing must take place no earlier than two years and no later than three years after the adoption of the Implementation Plan.



Covina Redevelopment Agency  
125 East College Street  
Covina, CA 91723  
Adopted December 1, 2009  
Resolution No. 09-610

Prepared By:

