

TECHNICAL APPENDIX

FOR THE

COVINA GENERAL PLAN



COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (GENERAL PLAN
UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
DAVID R. LAW, FORMER PLANNING AIDE

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APPROVED BY PLANNING COMMISSION -
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TECHNICAL REPORT

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LAND USE STUDY

FOR THE

COVINA GENERAL PLAN LAND USE ELEMENT



COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (LAND USE STUDY WRITER
AND GENERAL PLAN UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
DAVID R. LAW, FORMER PLANNING AIDE

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EXECUTIVE SUMMARY

The purpose of the Land Use Study is to present and analyze Covina's existing land use situation and various land use-related information to establish a framework for the City's revised Land Use Element. The Land Use Element, the central and most frequently referenced General Plan chapter, primarily serves as the blueprint and process by which a local government addresses and meets State and regional land use statutes, goals, and policies and handles its special, unique land use needs. In the local land use element process, the State ensures that cities and counties consider their present and future (generally over 20 years or so) physical development potential to accommodate increases in population and employment and to support and, where possible, enhance local economic vitality and social stability. In other words, the element functions as the framework for a City's overall land use programs/strategies and as a basis for making both short- and long-term decisions on land use-related matters.

The Covina Land Use Element is comprised of two documents, the subject Study and the accompanying Land Use Element. This Study presents a snapshot of the community pertaining to land use types, intensities, and distributions; existing General Plan and Zoning contents; recent and future development activity; and plans from other agencies affecting Covina land use. The Study concludes with a summation of all identified key land use issues and a presentation of three development scenarios, one of which is selected in the Element document as Covina's to-be-followed growth blueprint or Land Use Plan (described below). The Land Use Study, then, serves as the information/data and needs identification base or foundation for the Element, which focuses on future-looking goals, objectives, policies, and programs and details the Land Use Plan, a key component of the Land Use Element process. The Land Use Plan, which is comprised of a map and accompanying explanatory text, identifies where and to what extent future physical growth, changes, and revitalization will occur by designating land use types with appropriate development intensity standards for all community properties and by distributing the uses in a manner that the City deems reasonable. For clarification on Land Use Element document terms, refer to the document. The remainder of the Executive Summary pertains to the contents of this Study.

The content and organization of this Study are based on advisory State general plan preparation guidelines and common planning practice. Moreover, in accordance with State law, the content and organization presented herein are believed to best address applicable planning statutes and policies, which are promulgated through the California Government Code (Section 65300 et seq.), and, as previously indicated, to meet Covina's land use conditions and needs.

Covina is located twenty-three miles east of downtown Los Angeles in the eastern portion of the San Gabriel Valley. The City is a mature, suburban community in which much of the local development occurred during the post-World War II building boom of the late 1940s and 1950s. The City today (1997 population of 46,452) is practically built-out, though, in recent years, moderate development has occurred and is expected to continue as a result of "infill" construction and the redevelopment of aging, underutilized residential and commercial properties. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and three square miles of unincorporated areas (that are designated for eventual City annexation). Unincorporated districts are primarily located in the northwest, northeast, and southeast (Covina Hills) portions of the Planning Area.

The current incorporated territory of the Planning Area is 98.5% built-out and comprised of a variety of land uses. Approximately one-half of the developed land is devoted to residential uses, notably single-family detached (40.6% of the total), while slightly more than one-fifth of the community consists of public rights-of-way (i.e., streets, flood control channels, and a railroad line). The other high percentage land use categories are commercial (9.6%), school (8.0%), and industrial (3.8%). Covina's land use patterns are well established and well defined. The residential uses are spread out in all areas, with the condominiums/townhouses, apartments, and mobile homes generally pervading in and around the downtown and in particular neighborhoods and pockets. Covina's commercial uses typically are strewn along the major streets, and they vary greatly in type and character. For example, there are many retail-oriented community shopping centers and neighborhood convenience centers or mini-malls at major intersections and large-store specialty retail establishments at midblock locations. A variety of office buildings exist, as well. The community's retail, office, service, and business uses are often contiguous

with one another or intermixed in the same building, though virtually all residential and commercial activities are spatially separated. Moreover, industrial activities, which for Covina mean light manufacturing, warehousing, wholesaling, storage, processing, and related administrative functions, generally exist along or near the Metrolink Commuter Rail Line and portions of San Bernardino Road and Arrow Highway. Most Covina buildings are low rise in character (1 or 2 stories). Therefore, the local economy rests on a foundation of retail, service, and industrial operations. The longstanding social and economic heart of the community is the downtown, which is centered around Citrus Avenue between Badillo Street and San Bernardino Road and is comprised of many small, vibrant, commercial businesses. From a land use standpoint, because of its proximity to the recently-opened Metrolink Commuter Rail Line Station and because of ongoing revitalization activities in the district, the downtown may be suitable for mixed use developments (residential on top of commercial) in the future. Despite being in the middle of the generally developed east San Gabriel Valley, Covina's low rise character and historic downtown have fostered a small-town atmosphere.

Other minor uses identified include: institutional, governmental, utility, mixed use (generally old, nonconforming buildings), parking, park/open space, and vacant, buildable land. Regarding the park/open space classification, 64.7 acres were identified (1.4% of the total land area). This acreage is comprised of 10 City parks and 2 City-leased ballfields in secondary schools. The 64.7 acres equates to 1.4 park acres for every 1,000 residents, which is well below the nationally recommended 2.5 to 4.0 ratios. Covina's parkland deficiency is most pronounced in the western and eastern portions of the community. Referring to the vacant, buildable land, 43.4% is designated commercial, 33.6% is classified for residential activities, and 23.0% is designated industrial. Several major underutilized properties, with potential residential and commercial development implications, have also been analyzed. Moreover, in accordance with State planning law, Covina's identified natural and scenic resources, both of which are generally limited in scope, are touched upon as well. The most notable resources pertain to two limited riparian woodland communities in unimproved flood control channels.

As previously stated, the unincorporated territories total three square miles and exist in various portions of the Planning Area, though the largest concentrations are in the northwestern and northeastern areas and in Covina Hills. The City-County boundaries are generally haphazard because of annexation policies and practices. Although the scale and character of County areas tend to resemble adjacent City neighborhoods, in many instances, unincorporated sections are distinguishable because of inferior quality development, poor property maintenance, and conflicting land use situations. As is the case with the incorporated portion of the Planning Area, almost all County neighborhoods are built-out. However, the County land uses are more homogeneous than those for the City in that a much higher percentage is devoted to residential purposes (67.3%, as opposed to 48.5% for the City). And virtually all residential uses consist of single-family detached residences. Commercial and industrial land use percentages are only, respectively, 1.9% and 0.1%. While the residential uses pervade everywhere, the few commercial and industrial properties are located on the major streets. Like City development, most County buildings are low rise (1 or 2 stories) in scale.

Existing and proposed land uses adjacent to the Covina Planning Area have also been analyzed to ensure reasonable inter-agency general plan consistency. No major current land use conflicts were identified, and the abutting communities' General Plans tend to reflect existing development characteristics. Covina is somewhat insulated from potential land use incursions with abutting jurisdictions anyway because most portions of the Planning Area boundaries are separated by major streets or varying topography.

Recent and future Covina development/land use activity have been discussed as well. For the City portion in general, on average, over 100 dwelling units per year went up during the '80s, much of which were apartments and condominiums/townhouses. The decade also saw the annual addition of approximately 10,000 square feet of commercial and industrial floor space and the remodeling of several community shopping centers, strip retail facilities, and miscellaneous commercial buildings. Virtually all developments/additions were either "infill" in nature or constructed on underutilized older single-family detached properties or vacated public school, utility, or City parcels. Construction activity slowed somewhat in the early '90s because of the national economic recession, though by this time Covina's character had been firmly changed from a predominantly single-family detached community to a City with various housing types and many commercial and industrial facilities. (County development since 1980 has followed a similar pattern to that of the City: infill construction and some

intensification of residential and commercial properties in various areas.) Although predicting the extent of future growth is difficult, it is believed that regardless of the General Plan adopted by the City, there will be "moderate growth" pressures throughout the community. Therefore, the City should adopt a viable Plan that will guide and shape this growth in an appropriate fashion.

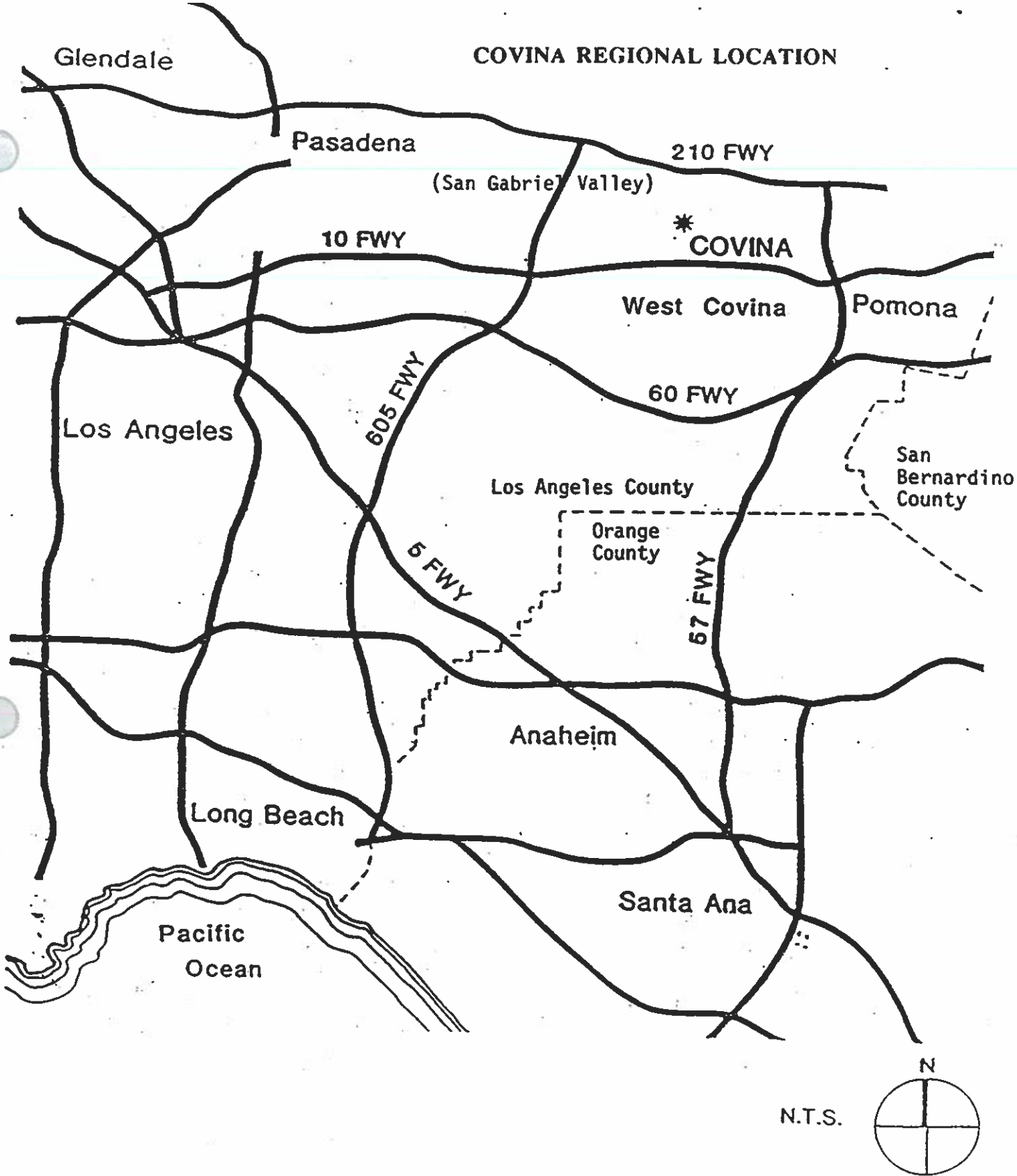
The Land Use Study also considers general plans of Covina's surrounding communities and the County plus plans from other agencies affecting Covina land use. Covina's present General Plan was adopted in 1971 and later updated on a piecemeal basis to include new State element requirements. Today, the Plan is deemed outmoded regarding its Planning Area boundary, content and organization, goals and policies, and, notably, its Land Use Plan hierarchy, intensity standards, maximum build-out potential, and allocation of uses. To resolve these deficiencies, the Study recommends modifying the revised Land Use Element in various ways, such as by changing land use designations in a few areas to better reflect existing development conditions and community desires, by incorporating appropriate policies and development intensities, and by streamlining the overall land use hierarchy. (Along with the City's General Plan, the Covina Zoning Ordinance, the chief land use implementation mechanism, which establishes key density and development standards, has been examined. Various changes are suggested here as well to improve the Ordinance as well as to achieve consistency with the new General Plan.) An analysis of the Los Angeles County General Plan revealed that, for the Covina area, the Plan is extremely general in nature and, therefore, would not be of much value for application to the City's revised Plan. Under current State law, county general plans cover incorporated communities, though do not control land use activity thereon.

The above-noted documents from other agencies affecting Covina land use pertain to four Southern California Association of Governments (SCAG) plans and various other proposals. The SCAG plans are the Growth Management Plan, the Regional Mobility Plan, the Air Quality Management Plan (developed in conjunction with the South Coast Air Quality Management District), and the Regional Housing Needs Assessment, all of which have been prepared in response to Federal and State statutes and as a means for addressing and meeting southern California's future population growth and related impacts, which transcend municipal boundaries. These proposals are comprised of voluntary and mandatory measures that aim to achieve related regional transportation, land use, and environmental goals and objectives. Covina intends to follow appropriate portions of the four plans to a reasonable degree. The other proposals, which the City also intends to implement in a reasonable, locally acceptable fashion, consist of: Metropolitan Transportation Authority Congestion Management Program, Countywide Integrated Waste Management Plan, Los Angeles County Hazardous Waste Management Plan, and National Pollutant Discharge Elimination System of Los Angeles Region Water Quality Control Board.

The Land Use Study concludes with two chapters that summarize all previously identified key land use related issues, including a discussion on input received in conjunction with various General Plan update citizen participation measures, and that present three land use scenarios for the revised Plan. Regarding the former section, some of the key issues include: maintaining Covina's small town/relatively low rise character, while accommodating moderate intensity uses in appropriate areas; preserving residential neighborhoods; promoting physical, social, and economic stability in the downtown and all other areas while minimizing blight and maintaining Covina's image; dealing with the perceived proliferation of apartments and condominiums/townhomes; dealing with illogical/conflicting land use situations; handling the City's park/open space deficiency; and maintaining and, where feasible, expanding commercial and industrial areas for economic development and related purposes. The above issues were ascertained through such measures as questionnaires, public forums, and a General Plan update committee.

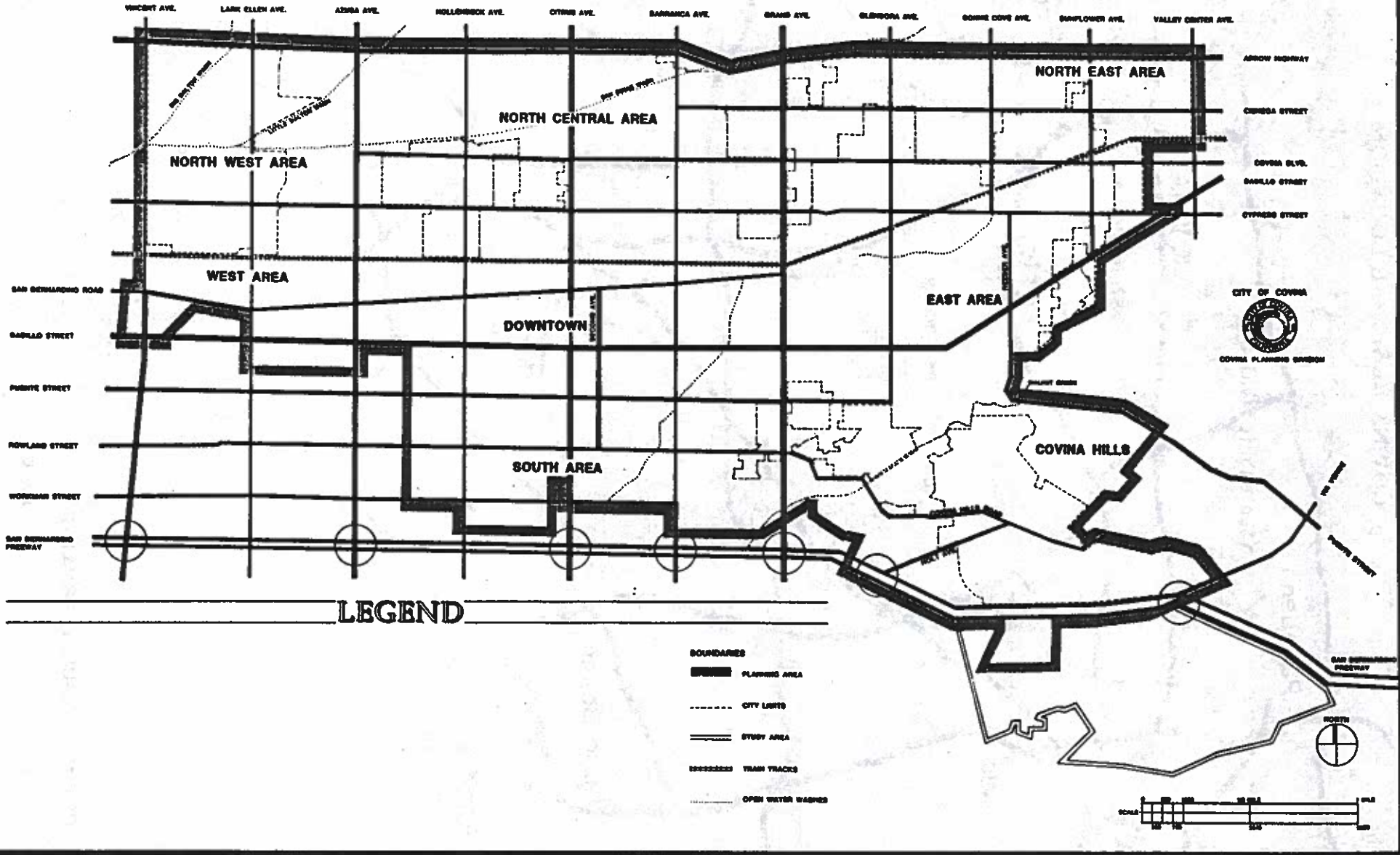
The last chapter, as mentioned above, contains a discussion on three development scenarios for the revised Land Use Plan: the Status Quo/Existing General Plan (Scenario 1, Planning Area build-out population 78,131), the Moderate Growth alternative (Scenario 2, build-out population 71,254), and the High Growth alternative (Scenario 3, build-out population 73,909). Three growth scenarios are employed to adequately address State planning and environmental review requirements and to serve as a framework for discussion and analysis of future land use arrangements. It is recommended that the City follow the Moderate Growth Scenario to best address local issues and to best meet community needs. The Moderate Growth alternative, while generally following the same land use pattern of the Existing Plan, seeks to reduce overall apartment and condominium/densities, allow

for limited commercial and industrial growth, maintain Covina's low-rise character, maintain the downtown as the focus of the community, enhance the quality of development, and abate illogical/conflicting land use situations. This chapter, then, is the foundation for the accompanying Land Use Element document.



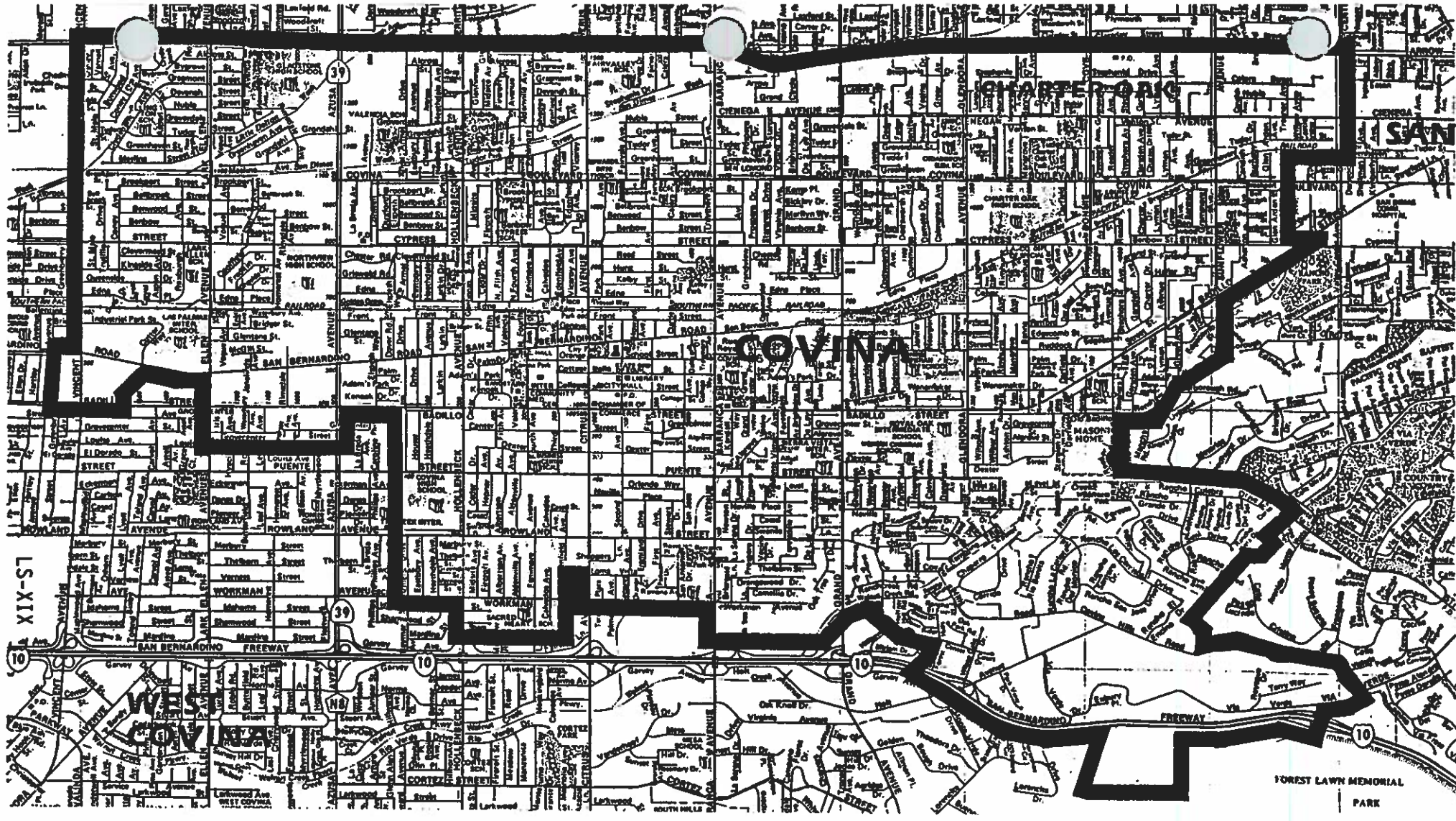
MAP 1. COVINA REGIONAL LOCATION

COVINA GENERAL PLAN DISTRICTS



LS-VIII

MAP 2. COVINA PLANNING AREA MAJOR STREETS AND DISTRICTS



PLANNING AREA BOUNDARY
 CITY LIMITS

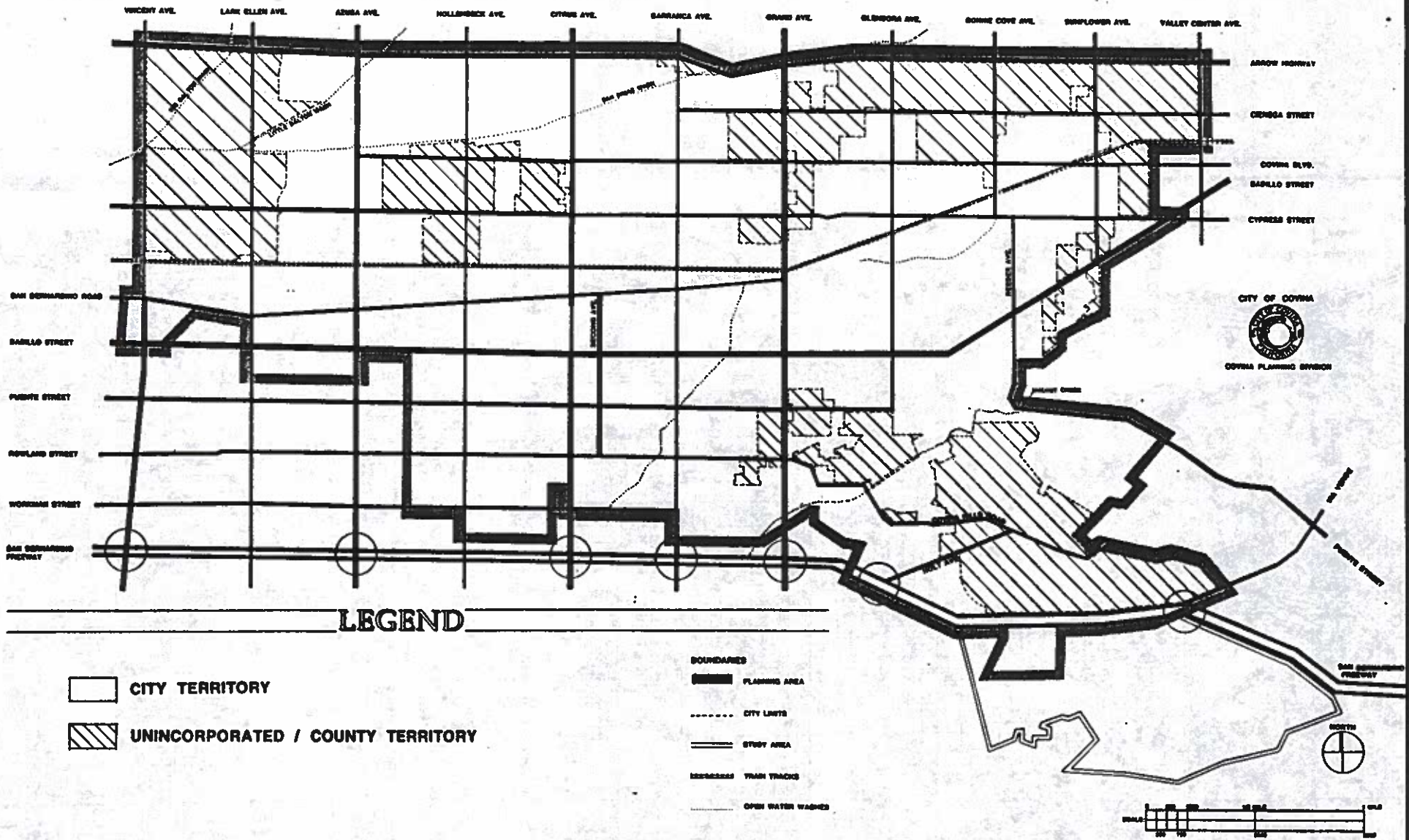
COVINA PLANNING AREA AND CITY LIMITS
 1992



MAP 3. COVINA PLANNING AREA AND CITY LIMITS

COVINA GENERAL PLAN

DEMARCATIION OF CITY AND UNINCORPORATED TERRITORIES, 1992

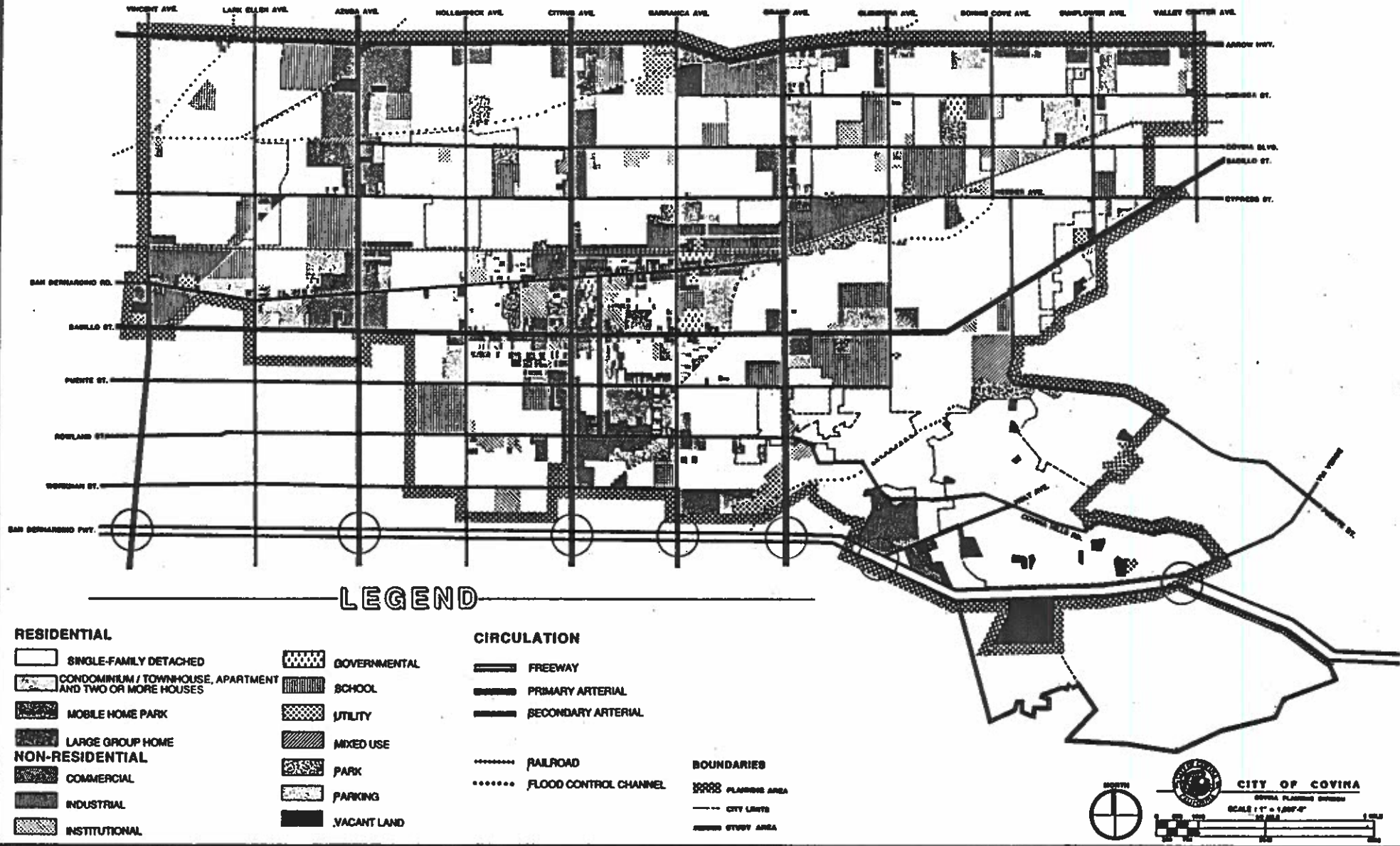


MAP 4. DEMARCATIION OF CITY AND UNINCORPORATED TERRITORIES

COVINA GENERAL PLAN

EXISTING LAND USE

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MAP 5. EXISTING PLANNING AREA LAND USE

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A. BACKGROUND

1. Purpose of Study

The purpose of the Land Use Study is to present and analyze Covina's existing land use situation and various land use-related information to establish a framework for the City's revised Land Use Element. The Land Use Element, the central and most frequently referenced General Plan chapter, correlates land use and related issues among all Elements, establishes a basis for development standards and short- and long-term land use decisions and actions, and therefore serves as the process by which a local government addresses and meets State planning statutes, goals, and policies and local land use- and development-related desires and needs. This Land Use Study, then, serves as the information/data and needs identification base or foundation for the Land Use Element document, a companion volume that focuses on future-looking goals, objectives, policies, programs, and the Land Use Plan. Thus, the Covina Land Use Element is legally comprised of two documents.

A key component of the Land Use Element is the above-mentioned Land Use Plan. The Land Use Plan, which is comprised of a map and accompanying explanatory text, identifies where and to what extent future physical growth, changes, and revitalization will occur by designating land use types with appropriate development intensity standards for all community properties and by distributing the uses in a manner that the City deems reasonable. "Intensity" standards, it should be noted, refer to two types of building concentration criteria applicable to residential and nonresidential structures. Regarding residential buildings, intensity means the correlation of the number of dwelling units for each acre of land and the average number of persons to each dwelling unit (for each density subcategory of a particular land use classification hierarchy, such as "low" and "medium"); commercial and industrial intensity refer to floor area ratio (the ratio of building floor area to total site area). The Land Use Plan itself is based on and implements related goals, objectives, and policies. All in all, the Land Use Element serves as the community's primary land use policy tool, a blueprint for physical development.

2. Content and Organization of Study

The content and organization of this Study are based on advisory State general plan preparation guidelines and common planning practice. Moreover, in accordance with State law, the content and organization presented herein are believed to best address applicable planning statutes and policies, which are promulgated through the California Government Code (Section 65300 et seq.), and to best meet Covina's land use conditions and needs. This introductory discussion is followed by ten chapters that identify and describe land use conditions and discuss the community's existing General Plan and Zoning Ordinance (the chief land use implementation mechanism, which is expanded on below), plans from other agencies affecting Covina land use, recent and probable City development activity, potential projects in surrounding communities that could impact Covina land use, and resident views as ascertained through various citizen participation methods. The Study concludes with a listing of the most important local land use issues identified from the previous sections. All above-mentioned land use information and observations are based on a City-conducted comprehensive land use inventory, the backbone of the Land Use Study. This inventory identified and described all uses by type, intensity, amount, and distribution. In addition to conforming to State law, the topics included herein are believed to facilitate preparation of General Plan document goals, objectives, policies, and programs as well as the Land Use Plan.

3. Theory/Function of Land Use in Planning Process

Land use can be thought of as the hub of the comprehensive planning wheel. By establishing use categories for different areas/properties within a city, correlated with development intensities and policies, the land use element not only charts the course for the amount, type, and location of future growth and community revitalization but also serves as the framework for objectives, policies, standards, and programs in all other required general plan chapters, such as circulation and housing. Land use is

particularly intertwined with the circulation, housing, and safety elements. There is a close tie to circulation, which establishes circulation and transportation systems and facilities, because a land use plan must be consistent with and bolstered by circulation and transportation components. In relation to housing, the land use element establishes the residential use categories and development intensities that serve as the foundation for the housing element and its State-required detailed implementation strategy, which generally must aim to preserve and construct dwelling units and maintain various housing programs. (Refer to the Housing Element and accompanying Housing Study for clarification). Moreover, the land use element is closely associated to the safety element in that the former must identify flood-prone or other potentially hazardous areas, which is an important consideration and expanded upon in the latter chapter.

The theory behind the land use process is to divide a community into different use categories to permit and accommodate various human activities, such as residential, retail, services, recreation, education, commerce, and industry. The amount, location, spatial distribution, and extent of land uses, the primary yardsticks upon which the built environment is studied, is determined by the existing development pattern, local conditions and practices, and community desires. In some jurisdictions, land use is also evaluated according to distinct areas or districts, such as a downtown. Covina's downtown, the Town Center, for example, is the primary distinguishable area. In general, until the 1970s, the land use element process tended to emphasize new growth and expansion. However, in recent years, as cities have matured, there has been an increasing emphasis on preservation and revitalization of older, existing uses.

A land use element evolves out of a complex process of analyzing existing uses and conditions, identifying issues and problems, eliciting the views of local residents and businesses, formulating goals, objectives, and policies, and drafting approximately three to five alternative plans or growth scenarios. From these alternatives, one "best" plan is selected and implemented through decision-making and actions. The three land use scenarios presented at the end of this chapter and illustrated on the accompanying maps, one of which is the recommended growth blueprint or proposed Covina Land Use Element, fulfill this obligation. Again, the recommended land use pattern considers heavily Covina's existing conditions, germane issues, and public input.

Land use goals, objectives, and policies and their resultant decisions guide not only the physical composition, appearance, and character of a community but affect economic, spiritual, and demographic factors as well. For example, the construction of a community shopping center on a vacant, commercial-designated site enhances a jurisdiction's image, bolsters the local tax base by providing jobs and generating sales tax revenue, fulfills consumer and business needs, possibly could generate spinoff commercial development or improve economic conditions in adjacent shopping areas, and may spawn nearby residential development, which would increase the area's population. Regardless of the type of development, the general plan-related impacts are thus more than physical. Therefore, the plan must also consider economic, social, and related factors to a reasonable degree.

4. City Location, Character, and General Information

Covina is located twenty-three miles east of downtown Los Angeles in the eastern portion of the San Gabriel Valley (see Map 1). The City is a mature, suburban community in which much of the local development occurred during the post-World War II building boom of the late 1940s and 1950s. Prior to the building boom, Covina was a major citrus-producing area. The City today is about ninety-eight percent built-out, though, in recent years, moderate development has occurred and is expected to continue as a result of "infill" construction and the redevelopment of aging, underutilized residential and commercial properties.

The character of the seven square mile municipality, which, as of 1997, is home to 46,452 residents, is one of predominantly low rise/low intensity residential, commercial, and light industrial uses. Single-family residential properties are the most common use. In addition, there are many commercial establishments, particularly community and neighborhood "strip" shopping centers, as well as an

abundance of small- to medium-size light industrial/manufacturing operations. The longstanding social and economic heart of the community is the downtown, which is centered around Citrus Avenue between Badillo Street and San Bernardino Road and is comprised of many small, vibrant commercial businesses (refer to Map 2). Recent downtown public and private improvements have made the district more attractive, functional, and pedestrian friendly. The local economy thus rests on a foundation of services and retail, light manufacturing, and governmental operations. Despite being in the middle of the generally developed east San Gabriel Valley, Covina's low rise character and historic, improved downtown have fostered a small-town atmosphere. The nearby San Bernardino and Foothill Freeways and Metrolink Commuter Rail Line link Covina to other areas of metropolitan Los Angeles.

Current major issues in the City are the continuing revitalization of the historic, architecturally significant downtown and various commercial properties, the enhancement of the local revenue and employment bases, the maintenance of the infrastructure and levels of various public services, the preservation and maintenance of private properties, particularly housing, and the expansion of the Metrolink Commuter Train Station. The City is also involved in conceptualizing and implementing innovative programs to bolster Covina's quality of life. All in all, Covina is a mature though dynamic community with a rich history and a prosperous outlook. Through public outreach activities and inter-departmental discussions, the above and other issues are addressed in the General Plan update process.

5. Covina Planning Area

The Covina General Plan covers a ten square mile Planning Area (see Map 3), which includes seven square miles of incorporated territory and a three square mile Sphere of Influence (refer to Map 4). The Sphere of Influence is unincorporated area that the Los Angeles County Local Agency Formation Commission (LAFCO) has designated for eventual Covina annexation. (LAFCO is a State mandated commission, working out of the County offices, that investigates and makes recommendations to the Board of Supervisors on territorial boundary proposals, such as sphere of influence changes, incorporations, annexations, and detachments. The purpose of LAFCO is to ensure the orderly change of jurisdictional boundaries for economic support, public service provision, and related reasons. When designating a sphere of influence for a particular area, LAFCO therefore considers, among other things, geographic relation to surrounding incorporated territory and whether services can be provided.) Although a general plan planning area can extend beyond a City's sphere (e.g., in a case where the community has an interest in area farther out than LAFCO's boundary), LAFCO recommends the conterminous demarcation of both regions.

Covina's Planning Area is bounded by Arrow Highway on the north and varies on all other sides. (See again Map 3.) The area is surrounded by predominantly developed portions of Azusa, Glendora, San Dimas, West Covina, Irwindale, and Los Angeles County. The unincorporated territory within Covina's Planning Area lies in the northwestern, northeastern, and southeastern sections plus in various pockets. (Refer again to Map 4.) The character and intensity of uses in the County areas is similar to the incorporated portions of Covina. The present (1997) population of the Planning Area is estimated at 61,452. As previously indicated, 46,452 of these residents live in the City.

Although the Sphere of Influence is considered in the General Plan update process, Covina City officials currently do not exercise regulation in or provide services to County residents and businesses. In terms of annexing unincorporated areas, the City's longstanding policy/practice has been to allow County property owners to decide their own jurisdictional preference. In other words, Covina City officials do not force land owners of unincorporated parcels to come into the City. This practice, which is also followed by the County government, unfortunately has resulted over the years in haphazard annexation patterns. It should also be noted that while many County property owners endorse annexation because of better representation, improved services, and better land use regulation, a great number of owners prefer to keep their properties unincorporated because of the belief that City administration would result in higher taxes and greater governmental control.

In the southeast corner of the Planning Area, a 143-acre "Study Area" is indicated. This property, which currently is being developed with single-family homes, abuts a vacant 52-acre parcel that recently was incorporated by LAFCO into Covina's Sphere of Influence. The Study Area has been designated to show City interest in the property and to establish a framework for future discussion and analysis. If the site is incorporated into Covina's Sphere of Influence, then the General Plan will be amended accordingly.

B. EXISTING LAND USE CONDITIONS - INCORPORATED AREAS

1. Land Uses - Types, Amounts, Distribution, and Intensities.

In order to best describe and analyze Covina's land use situation, a comprehensive land use and housing survey was conducted by City Planning Division staff. Through the utilization of various codes, the survey identified land use types, the number of residential complex units and complex densities, and, for nonresidential structures, the number of stories and floor area ratios (an intensity standard) for Covina's approximately 12,500 parcels. Vacant and major underutilized properties were also noted. The City's 11 inch by 17 inch base maps (same as the official Zoning Map) served as the medium for the survey. Land use and housing codes were then depicted graphically on a single City map (Map 5) and subsequently tabulated in the form of Table 1 below. Thus, Table 1 illustrates the type, quantity, and percentages of various land uses identified in the City. Later pages of this Study describe the land use categories and analyze the quantitative and spatial aspects of the uses.

TABLE 1. COVINA CITY LAND USE - 1992

LAND USE CLASSIFICATION	ACRES	PERCENT OF TOTAL LAND	RANK	PERCENT OF DEVELOPED LAND	RANK
1. ALL RESIDENTIAL	2173.9	(48.5)	-	(49.3)	-
a. SINGLE-FAMILY DETACHED	1816.9	40.6	1	41.2	1
b. SINGLE-FAMILY ATTACHED	100.9	2.3	7	2.3	7
c. MULTIPLE-FAMILY	212.1	4.7	5	4.8	5
d. MOBILE HOME	38	0.9	12	0.9	12
e. GROUP HOME	6	0.1	15	0.1	15
2. COMMERCIAL	430.5	9.6	3	9.7	3
3. INDUSTRIAL	169.8	3.8	6	3.8	6
4. INSTITUTIONAL	92.9	2.1	8	2.1	8
5. GOVERNMENTAL	21.2	0.5	13	0.5	13
6. SCHOOL	359.8	8.0	4	8.2	4
7. UTILITY	60	1.3	10	1.4	10
8. MIXED USE	44.2	1.0	11	1	11
9. PARK	64.7	1.4	9	1.5	9
10. PARKING	10.5	0.2	14	0.2	14
11. ALL VACANT	66.9	(1.5)	-	-	-
a. BUILDABLE	63.9	1.4	9	-	-
b. UNBUILDABLE	3	0.1	15	-	-
12. PUBLIC RIGHTS-OF-WAY	985.6	22.0	2	22.3	2
TOTALS	4480.0	100.0	-	100.0	-

Table 1 illustrates that Covina has a variety of land uses, which are described, discussed, and analyzed below, and that virtually the entire City (98.5%) is built upon. Approximately one-half of the developed area is devoted to residential uses, while slightly more than one-fifth of the community consists of public rights-of-way (i.e., streets, flood control channels, and a railroad line). The other high percentage land use categories are commercial (9.6%), school (8.0%), and industrial (3.8%). Only 1.4% of the City is utilized for park purposes, a relatively low figure that is addressed in detail on page 14 below and in Sections "K" and "L". Covina's land use patterns, as indicated here and described below, are well established and well defined. The community, like nearby cities, was founded in the late 19th Century and functioned primarily as a citrus growing area until shortly after World War II. The post-War era saw

the development of large-scale residential subdivisions and commercial and industrial properties and forever transformed Covina's character to a prosperous, balanced (in terms of residential and nonresidential uses) suburban city. Over the years, Covina grew as a result of general development, redevelopment of underutilized or low-intensity properties, and County annexations. Today, from a land use standpoint, Covina is a mature community, though one with continuing opportunities for the future.

In order for the above City land use data to be meaningful and easily comparable to other cities, land use percentages have been computed on both total and developed land bases. Because Covina has little vacant land, the respective land use percentages are similar. Despite being predominantly built-out, however, as explained below, Covina will experience future growth from currently underutilized residential parcels and certain underdeveloped commercial and industrial properties.

The following table illustrates how Covina's land use percentages compare to those of a few surrounding communities.

Community	Residential	Commercial	Industrial	Public	Other
Covina	65%	15%	10%	5%	5%
San Dimas	60%	20%	10%	5%	5%
San Gabriel	60%	15%	10%	5%	10%
San Jose	60%	15%	10%	5%	10%
San Juan Capistrano	60%	15%	10%	5%	10%

TABLE 2. COMPARISON OF SELECTED COVINA LAND USE PERCENTAGES WITH THOSE OF SURROUNDING CITIES*

LAND USE CATEGORY	COVINA	AZUSA	GLENDORA	SAN DIMAS	WALNUT	WEST COVINA	BALDWIN PARK	LA PUENTE	ALHAMBRA	TEMPLE CITY	UPLAND	ONTARIO	MONTCLAIR
SINGLE-FAMILY DETACHED	40.6	15.9	61.6	34.7	75	N/A	N/A	62.9	48.1	67	51	19.6	29
MULTI-FAM. & MHP	7.9	8.3	2.3	2.3		N/A	N/A	6.3	19.4	18	10.6	3.7	6.7
COMMERCIAL	9.6	5.8	2.8	1	3	N/A	9	4.1	7.4	6	6.8	13.7	9.3
INDUSTRIAL	3.8	12.4	0.5	3.1	2	N/A	13	4.6	6.3	2	8.2	10.6	7.5
INSTITUTIONAL	2.1	N/A	0.8	N/A	N/A	N/A	N/A	11.7	N/A	6	N/A	N/A	N/A
GOVERNMENTAL	0.5	N/A	0.3	N/A	N/A	N/A	N/A	0.6	N/A		N/A	N/A	N/A
PUBLIC PARK	1.4	N/A	7.2	40.1	4	N/A	N/A	2.9	N/A	1	N/A	2.4	1.5

* Notes

1. N/A - data not available.
2. Refers to percent of total land.
3. In some cases, minor adjustments have been made to numbers to clarify comparison to Covina scheme.
4. Information obtained from community general plans and telephone interviews.
5. MHP - Mobile Home Park.

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Comparing other cities' percentages to Covina, some similarities though major differences are revealed. The purpose of Table 2 is to highlight these conditions only, not to attempt to create any type of "model" distribution. In fact, according to generally accepted planning theory, model land use breakdowns do not exist because of varying conditions and circumstances among jurisdictions (e.g., local planning and zoning decisions, physical geography, topography, location and accessibility, land markets, demographics, history, and boundaries). But despite the table's limited utility, the information does clarify Covina's land use percentages in relative terms.

Referring back to Covina's identified land use categories, the following discussion defines these categories and provides a framework for later analyses. Refer to the Existing Land Use Map (Map 5) for a visual description as to where the land uses are distributed. Also, the accompanying Housing Element should be referenced for housing unit distributions and conditions.

a. Residential - Single-family detached

This classification constitutes 83.6% of all residential land uses, which equates to 40.6% of the total City use distribution, and is indicative of Covina's "bedroom community" character that was established during the post-World War II building boom. During this period, which generally lasted from to late '40s through the '60s, virtually all housing construction consisted of single-family detached dwelling units. However, the development of many condominium, townhouse, and apartment complexes in the '70s and '80s somewhat diminished the magnitude of this character. Although Covina is, again, predominantly a residential community, the relatively large percentage of commercial and industrial areas (shown on Table 2) and relatively high jobs to housing ratio (explained in Housing Element) also point to a "balanced" municipality from an economic development standpoint. In other words, the adult daytime and nighttime populations are similar.

Detached housing, which is defined here as an individual dwelling unit on a single lot, pervades in all areas of the City. The detached dwelling units in Covina generally front on local or collector streets, as opposed to the larger thoroughfares. Typical properties consist of 1950s through 1970s era 1,300 to 1,800 square foot ranch-style houses on 6,500 to 8,000 square foot lots. House and lot sizes in the hilly southeastern part of the City or Covina Hills (i.e., south of Puente Street and east of Grand Avenue) generally are a little larger (10,000 - 20,000 square feet). The typical lot sizes mean that densities for most single-family detached Covina neighborhoods range from 4 to 6 units for each acre. (Again, as stated above, all residential building intensities used in this Study and throughout the General Plan refer to NET densities, which do not include dedications made for streets or public rights-of-way.) Toward the southeast, there are several neighborhoods in the 1 to 3 density category. It is noted, however, that since the '80s, because of rising land values, decreasing amounts of vacant land, and other factors described below, several "small lot" subdivisions, with lot sizes around 3,500 to 5,000 square feet, have been constructed.

b. Residential - Single-family attached

For purposes of this Study, single-family attached means condominium and townhouse complexes (or multi-unit, generally owner-occupied residential facilities). These developments, which first appeared in the 1970s, were spawned by a combination of favorable zoning designations and standards, market demand, and density intensification pressures associated with decreasing vacant, developable land and rising property values. In the '80s, most residential construction in Covina consisted of single-family attached and multiple-family or apartment units (discussed in the next section). Today, condominiums and townhouses constitute about 5% of all residential land use.

Single-family attached complexes are located in various parts of the community. In some areas, such as the vicinity of Sunflower and Cienega Avenues, there are pockets of condominium and townhouse uses. However, many condominium and townhouse complexes are situated in single-family detached neighborhoods, surrounded by few, if any, similar developments. Until the late '80s, this type of siting

was considered acceptable. However, today, because of greater City adherence to State General Plan and Zoning consistency requirements and because of differing community desires, an encroachment of this sort is scrutinized more carefully. Covina's single-family attached complexes range in size from 3 to 108 units, though most complexes are in the 20 to 50 group and are two stories in height. Virtually all condominium and townhouse densities are between 11 and 15 units for each acre. Therefore, the character of such developments is strictly medium density.

c. Residential - Multiple-family

Multiple-family refers to rental-oriented housing of all sizes (i.e., everything from duplexes to large 100-unit apartment complexes), two or more single-family detached units on an individual lot, and parcels with a combination single-family house and multiple-family structure. Covina's first apartments were constructed in the late '50s and proliferated over the next thirty years because of the same reasons condominiums and townhouses flourished (i.e., favorable zoning and market conditions and a combination of decreasing developable land and increasing land values). Exactly 4.7% of Covina's land use (9.8% of all residential areas) is utilized for multiple-family purposes.

Multiple-family housing generally is located in and around the downtown, in a few enclaves, such as around Covina Boulevard and Lyman Avenue and West San Bernardino Road, in various apartment clusters, and in some predominantly single-family detached neighborhoods. These latter apartments were either annexed from the County or, as was the case with the condominiums and townhouses discussed above, approved by City staff at a time when land use compatibility issues were not considered as greatly as they are today. Covina's multiple-family housing varies in size from duplexes to large complexes with 200 or so units, though a majority of the developments are in the 3 to 50 range. Most of Covina's apartments in the downtown, an area whose single-family character diminished greatly in the '70s and '80s, are relatively small to medium size (i.e., 3 to 20 units). For the overall City, densities commonly run from 15 to 30 units for each acre, though there are a few 1960s and '70s-era complexes in the 30 to 40 range. Virtually all apartments in Covina are one and two-story structures. (Only seven of the City's approximately 515 apartment complexes have three stories.) Therefore, depending on the neighborhood, the character of Covina's multiple-family uses runs from medium to high density. Some areas have a mixture of the two.

d. Residential - Mobile home

There are five mobile home parks in Covina. Just under 1% of the total land is devoted to this use. Four of the five mobile home parks are situated along major roads, and they are adjacent to all types of uses (i.e., residential, commercial, and industrial). Covina's mobile home complexes were established in the '50s, when there was an abundance of flat, vacant land. The complexes range in size from 20 to 252 coaches on land that varies from 1 to 20 acres. Most densities, then, are in the area of 10 to 17 units to the acre.

e. Residential - Group home

This category refers to five nursing/convalescent homes, a shelter for abused women, and a home for retarded teenagers. The seven facilities, which are spread out in different parts of the City, constitute a mere .1% of Covina's area. Most of Covina's nursing homes have between 60 and 125 beds and range in size from .5 to 2 acres. Densities, then, generally are around 45 to 80 units for each acre. However, the densities are not readily comparable to those for multiple-family and single-family attached housing because of the different nature of the two uses. Nursing homes, it should be noted, are permitted in certain commercial office zoning districts. Therefore, this type of use is actually both commercial and residential in character.

f. Commercial

Covina has a variety of commercial uses (e.g., retail, office, and service businesses) that serve both local and San Gabriel Valley area patrons. According to the land use inventory, 9.6% of Covina's land is used for commercial purposes. Next to the residential and public rights-of-way classifications, the commercial category constitutes the highest percentage. This factor is reflected in the City's relatively high sales tax revenue, which, per capita, is greater than any other city in the San Gabriel Valley.

Covina's commercial uses generally are strewn along the major streets and physically separated from residential properties by building setback, architectural treatment of structures, landscaping, drive aisles, and/or block walls. Although the City has not been able to incorporate major buffers, such as greenbelts, the long-employed design-related strategy has worked reasonably well in minimizing land use conflicts in Covina.

The type and character of the commercial developments vary. For example, there are many retail-oriented community shopping centers and neighborhood convenience centers or mini-malls at major intersections and large-store specialty retail establishments at mid-block locations. Community shopping centers are typically on 7 to 12 acre sites, and the neighborhood centers often occupy 4,000 - 7,000 square foot lots. Development intensities (floor area ratios) for both types of uses generally range from .2 to .4. There are also many strip commercial centers, office buildings, eating establishments, gas stations, automotive sales and repair uses, and other businesses on the major streets, the sizes of which differ tremendously but whose intensities are usually also around .2 to .4. Longstanding City policy has called for the preservation of all commercial activities for economic development purposes.

The community's retail, office, and service establishments are often spatially close or intermixed. Much of this has occurred because of the permissive land use structure of Covina's existing General Plan and because of Covina's Zoning Ordinance, which, for example, allows some office and service functions in generally retail-oriented zoning districts. Nevertheless, this has not posed a major physical or planning problem nor deprived the City of sales tax revenue. (The bulk of the uses in all shopping centers are retail.) Moreover, the commercial character for all uses, except for the downtown, is the same: one and two story buildings with generally .2 to .5 floor area ratios. Most of the structures that are two or more stories are occupied by professional offices. Again, other than the downtown, there are only about five commercial office buildings in the three to four story range. Over the years, the City has sought to limit commercial--as well as residential--building heights to preserve Covina's small-town atmosphere. Some professional office floor area ratios (FAR's), particularly in the Village Oaks Business Park, located around Garvey and Holt Avenues in the southeastern area, are in the .5 to .8 range.

In the downtown, however, many commercial FAR's vary from 1 to 3. This is because the downtown, the oldest part of the community, was developed in an era when commercial properties covered most or all of their respective lots and on-site parking was not considered or required. Nowhere is this more evident than on Citrus Avenue, where typical floor area ratios are around 2. Many buildings here have retail uses at the ground level and offices above, as permitted under the Zoning code. Moreover, the Inter-Community Medical Center complex, which is two blocks west of Citrus Avenue in the downtown, has a three-story building and is a relatively high intensity (1.5 - 2 FAR) use facility. One of the City's highest concentration of professional offices is in the downtown area. Also, in recent years, because of the presence of the hospital, the City has attempted to concentrate medical activities in the downtown as well as in other office-oriented districts to enable the general shopping blocks (e.g., along Citrus Avenue and Badillo Street) to absorb as many retail uses as possible. Herein lies a key City economic development-related land use policy (for the downtown and citywide): direct medical and dental offices to appropriate areas, while facilitating sales tax generation and employment promotion in the retail-oriented properties and districts. Referring back to the downtown, the medical offices in and around the Inter-Community complex also generate patrons for downtown retail businesses.

g. Industrial

Exactly 3.8% of Covina's land is used for industrial purposes. In Covina, "industrial" means light manufacturing, warehousing, storage, processing, and related administrative office functions. Various types of automotive repair uses are also permitted. Most of Covina's industrial properties are strewn along or near different portions of the Metrolink Commuter Rail Line (formerly the Southern Pacific Line) and portions of San Bernardino Road, between Citrus and Grand Avenues, and Arrow Highway, near Barranca Avenue.

Covina's industrial areas are comprised of four 5- to 38- acre architecturally-unified industrial parks and pockets with various types of small- to medium-size manufacturing/processing, automotive repair, automotive body and fender shops, and other developments. Lot sizes within the industrial parks generally range from .5 to 1.5 acres, with varying business square footages; in the other areas, such as along East San Bernardino Road, lots are typically around .5 to 3 acres. In terms of the relation to residential and other sensitive land uses, none of Covina's industrial areas have buffers per se but are set back and screened in accordance with Zoning and design standards. In some cases, unfortunately, this land use arrangement has led to minor industrial noise, odor, and/or other disturbances impacting adjacent blocks. (In recent years, the City has tried to deal with this situation through enactment of a Noise Ordinance and greater adherence to generally accepted land use practices and established codes when reviewing development requests.) The industrial developments are slightly more intense (generally .4 to .7 floor area ratios) than the commercial uses because of less restrictive parking requirements. However, the character of the structures (predominantly one-story) is similar to that of the commercial buildings.

As is the case with commercial areas, the City's longstanding industrial land use policy/practice has been to preserve and maintain the industrial-designated properties for employment and other economic-development-related purposes. Today, some City officials believe that the amount of industrial land (again, 3.8%) is insufficient for a community of Covina's type, population, and location. Specifically, Table 2 above indicates that several surrounding communities have higher industrial concentrations. (The matter of preserving existing industrial areas is discussed in more detail below.)

h. Institutional

"Institutional" in this survey means hospitals, churches and any ancillary schools, and group meeting halls and facilities. Just over 2% of the total land in Covina is used for this purpose. Institutional uses, which are spread out all over the City, are comprised of two regional-oriented hospitals (Inter-Community and Charter Oak, located, respectively, at 250 West San Bernardino Road and 1161 East Covina Boulevard) and a major medical clinic (Magan, at 420 West Rowland Street), thirty churches, and three miscellaneous group facilities. Institutional lots or pockets are found in all types of residential and commercial neighborhoods. The highest concentration of such uses are in and around the downtown.

Church and group facility sizes and intensities are, respectively, generally under 2 acres and .25 floor area ratio. The three hospitals each cover the most territory. Inter-Community is the largest site, approximately 12 acres, and, at 1.5, it has the highest FAR. The hospitals and most churches and group facilities are located along major streets.

i. Governmental

Governmental facilities in Covina consist of properties owned and operated by the City of Covina and other government agencies. Although governmental properties comprise only .5% of the community's land use, such facilities serve important administrative and public safety functions. Covina municipal properties include various facilities both in and out of the downtown. Operations conducted in the downtown are: the City Hall (125 East College Street), Fire and Police complex headquarters (400-444 North Citrus Avenue), and Library (234 North Second Avenue). The facilities situated elsewhere

include: the Parks and Recreation Department offices (at Hollenbeck Park - 1250 North Hollenbeck Avenue), the maintenance yard (534 North Barranca Avenue), and two fire stations (807 West Cypress Street and 1577 East Cypress Street).

Non-City governmental properties include the State Board of Equalization (233 North Second Avenue), two Post Offices (545 North Rimsdale Avenue and 170 East College Street), and the Covina Valley School District headquarters (519 East Badillo Street). The governmental intensities generally are under .6 and therefore similar in character to most commercial uses. In addition, governmental facilities are located throughout the community in both residential, commercial, and industrial areas and generally have not posed any conflicts with adjacent uses, such as single-family residences.

j. School

Covina's public and private primary and secondary schools make up 8% of the community's land uses, the fourth highest percentage. The City's two school districts, Covina Valley Unified and Charter Oak Unified, have three high schools, three intermediate schools, and eight elementary schools. There are also two private educational facilities operated by Sonrise Christian School.

Elementary and intermediate schools typically are around 9 to 15 acres, and the high schools' acreage figures range from 36 to 41. The schools are situated all around the City (see Existing Land Use Map for locations) and are adjacent to all types of land uses. Generally, they have at least one side abutting a major street. No land use conflicts have been identified. In recent years, because of declining enrollments associated with demographic changes, several schools and/or portions thereof have closed and have been converted to residential uses. This practice has provided the City with additional housing opportunities, though will be examined closely in the future to ensure continuing adequacy of school capacity.

k. Utility

This category covers offices and facilities related to water, electric, gas, and communication service suppliers and portions of flood control channels. Exactly 1.3% of the City is utilized for utility-related purposes. These facilities are located all around the City and in both residential, commercial, and industrial neighborhoods. A noteworthy fact is that of the 60 acres devoted to this use, about two-thirds of the area consist of two flood control spreading grounds, Ben Lomond (22.4 acres) at the southwest corner of Arrow Highway and Barranca and Walnut Wash (16.8 acres) at the eastern terminus of Workman Avenue. Because of the size and nature of these two areas, when the General Plan Land Use Map is prepared, an open space-type designation may be appropriate.

l. Mixed use

Mixed use, as applied here, refers to two or more different use types on the same lot or property, such as commercial businesses and apartments, regardless of whether the uses are spatially separated and permitted by Zoning. Staff believed it would be appropriate to include this classification because although mixed uses are not directly addressed in the previously discussed categories, their existence, as well as potential mixed use activities, warrants evaluation in the General Plan update land use formulation process. Covina's mixed use situations generally have evolved out of nonconforming properties (refer to Housing Study for clarification), County annexations, and previous City land use decisions. As described above, Covina grew during the post World War II period in a manner typical of other suburban areas--horizontal separation between residential and nonresidential districts. Therefore, with the below exceptions, Covina does not have any mixed use arrangements.

Covina's existing mixed uses are listed below in order from largest to smallest properties.

- 1) **1650 East Old Badillo Street - Masonic Home**
 - Mason meeting/social facility and senior citizen living quarters, 29.5 acres.
 - Surrounding area is low density residential.
- 2) **1101 North Azusa Avenue - Covina Commerce Center.**
 - Commercial (retail and auto repair) and industrial (self-storage) together, 3.2 acres.
 - Surrounding area is commercial and mobile home park.
- 3) **1009 - 1015 North Citrus Avenue**
 - Commercial (restaurant and car wash) on same lot as industrial (auto storage), 2.1 acres.
 - Surrounding area is commercial and low density residential.
- 4) **576 South Grand Avenue**
 - Commercial (office building) on same lot as single-family detached unit, 1.7 acres.
 - Surrounding area is (predominantly) single-family detached and commercial.
- 5) **1108 - 1114 West San Bernardino Road**
 - Commercial (restaurant) and 32-unit apartment complex are on the same lot, 1.7 acres.
 - The character of the neighborhood accommodates both uses in that the property is surrounded by commercial buildings and apartments.
- 6) **129 - 133 & 151 West Badillo Street**
 - Two adjacent properties with commercial (retail and service) and residential uses. 129-133 has 49 upper units and there is a single-family home in back of 151, 1.4 acres (both).
 - Surrounding area is commercial (retail and office) and parking lot.
- 7) **1139, 1151 & 1241 West San Bernardino Road**
 - Each address corresponds to a single lot, and each has a converted office together with a single-family residence, 1.3 acres total. (They are grouped together because the cases are similar.)
 - Surrounding area for all 3 lots is commercial (office), single-family detached, and multiple family.
- 8) **236 East Arrow Highway**
 - Refrigerator service and sales (commercial) on same lot as single-family residence, .9 acres.
 - Surrounding area is industrial, commercial (auto repair), and school.

- 9) 626-636 San Bernardino Road
 - Commercial (thrift shop) and special education facility on same lot as single-family residence, .7 acres.
 - Surrounding area is predominantly commercial.
- 10) 705 East San Bernardino Road
 - Commercial (auto repair) on same lot as house, .6 acres.
 - Surrounding area is commercial and industrial.
- 11) 223 - 225 North Citrus Avenue (in downtown—refer to below evaluation for discussion of potential additional mixed uses in this district)
 - Commercial (restaurant/bar) in same building as 22 unit apartment, .2 acres.
 - Surrounding area is commercial (retail and service).
- 12) 309 West San Bernardino Road
 - Commercial (converted office) on same lot as detached unit, .2 acres.
 - Surrounding area is commercial (office), single-family detached, and park.
- 13) 128-132 East College Street
 - Utility (Gas Company office) on same lot as commercial (retail store), .2 acres.
 - Surrounding area is commercial.
- 14) 650 South First Street
 - Commercial (converted office) on same lot as detached dwelling unit, .2 acres.
 - Surrounding area is commercial and multiple-family residential.
- 15) 116 School Street
 - Commercial (eating establishment) on same lot as industrial (electrical repair and contractor), .1 acres.
 - Surrounding area is governmental and commercial.

Mixed uses compose just under 1% of Covina's land uses and are prevalent generally on small lots. The main exception is the Masonic Home site, which constitutes 70% of the total. Mixed uses can be found in all areas of the City, and 12 of the 15 cases involve residential and nonresidential uses. Also, virtually all properties have a commercial activity. Most mixed use cases have existed for many years, their evolving, as mentioned above, through City approval, nonconforming status, or annexation. Land Use Element policies will have to deal with these situations in an appropriate manner. Today, mixed uses are permitted only in the downtown commercial zones (TC-C and TC-P) on a very limited basis, which is when a dwelling unit is on the third floor and is used in conjunction with a ground level business.

Although to date no uses have formally gone through the applicable approval process, as explained below, mixed use proposals may flourish in the future in this unique area.

The downtown appears to be suitable for better promoted/expanded mixed use activities (particularly commercial on the ground floor and medium to high density apartments above) because of the type and scale of existing development, proximity to services and the recently-opened Metrolink Commuter Rail Line Station, and compatibility with ongoing downtown revitalization activities. In fact, regional agencies such as SCAG and the Metropolitan Transportation Authority (MTA) and South Coast Air Quality Management District (AQMD) currently advocate medium to high density housing and mixed uses around transportation terminals to reduce traffic congestion, air pollution, and lost time and individual driver costs associated with single-occupant commutes. Thus, the City may wish to permit mixed use developments in this district to fulfill these regional environmental objectives as well as to bolster above mentioned local downtown vitality and stability. One strategy worthy of consideration, which has been frequently suggested to the City, is a "livable cities" concept, whereby persons of all ages, including Metrolink-dependent working professionals, would live in attractive, functional multiple-family complexes built above pedestrian-oriented commercial uses. Such persons could thus live and shop within close proximity and have direct access to distant labor markets via the Rail Line. Therefore, mixed uses warrant consideration and study in the land use formation process.

m. Park/Open space

Covina does not have a great deal of parks and open space. This is apparent by the fact that only 1.4% of the total land area (64.7 acres) is used for this purpose, as opposed to much bigger percentages in surrounding communities (for example, refer to Table 2 for clarification). According to the National Parks Association, cities like Covina should have approximately 2.5 to 4 acres of park for each 1000 residents (which for the City equates to between 116 and 186 acres) to serve the recreation needs of their citizens. The Covina ratio presently is only 1.4.

This classification consists of 10 City parks (between 1.5 and 15 acres with various amenities and recreational facilities) and two City-leased ballfields in secondary schools. The computation of park/open space does not include a regional equestrian trail, which runs in the southeastern portion of the City. See the Existing Land Use Map and the Natural Resources and Open Space Element background sections for, respectively, park locations and facility specifics.

Covina's parks or recreational facilities generally are located in or near the central portion of the community. There are no playgrounds, the backbone of any park system, west of Hollenbeck Avenue, or, except for Wingate Park, east of Grand Avenue. Although many neighborhoods are not adequately served by parks, there are many schools that can or currently do alleviate the deficiency. (The Natural Resources and Open Space Element focuses in more detail on this shortfall.) All of the parks are in residential, commercial, and/or institutional areas, and no land use conflicts have been identified.

In an attempt to mitigate the City's parkland deficiency, the Covina Parks and Recreation Department, in recent meetings with Planning Division personnel, has indicated its desire to pursue a 2.0 acres to 1,000 resident ratio (as opposed to the current 1.4). Such a policy would require implementation of some type of ambitious program, the land use implications of which would of course warrant careful analysis. This matter is discussed further in Section "C" below, and, as previously indicated, analyzed in the General Plan chapter on natural resources and open space matters.

In addition, there are two horse trails in the southeastern portion of the community. One runs along Walnut Creek and connects the Puente/Reeder neighborhood to Grand Avenue, just north of the San Bernardino Freeway. The other trail branches off from this path near Grand and extends through the western terminus of the Village Oaks office complex. (See existing Land Use Map and Natural Resources and Open Space Element for details.) Both paths are segments of the regional Peter F. Shabarum Equestrian Trail, which runs from San Bernardino City to Seal Beach in Orange County.

Although the two Covina horse trails are functionally viable, they serve only a small segment of the local population, persons with horses. Parks and horse trails constitute most of Covina's recreational facilities. (There is additionally a limited network of bikeways in the City, which is described in the Circulation Element.) It should be noted that the horse trails are administered by Los Angeles County.

n. Parking

This category includes public or private parking lots not directly serving an abutting use. Most of the lots are located in the downtown and are owned by the Parking District, a special assessment district funded by downtown property owners and empowered to acquire land for and develop and maintain parking lots. (Because there is less off-street parking in the downtown, a parking district was established in the 1950's by property owners as a mechanism for raising funds to develop needed parking and to give new and prospective businesses special consideration in meeting the City's general parking requirements.) A mere .2% of the land is devoted to this use, and the parking lots are primarily in commercial areas. It is anticipated that District parking facilities will expand or new ones will be constructed in the future, though as of this writing specifics are unknown. The downtown parking situation is also clarified in the Circulation Element.

o. Vacant land - Buildable

The land use inventory identified 66.9 total acres of vacant land, 63.9 acres or most of which the Planning Division has determined to be "buildable." Buildable means that a property's location, topography, physical features, and access are conducive to development. This classification, which represents 1.4% of all land uses in the City, refers to both entirely vacant properties and portions of particular large lots that are undeveloped. It should be noted that as of this writing, development plans have been submitted for some of the vacant sites.

In order to best clarify Covina's vacant land situation, the undeveloped, buildable properties have been grouped below according to their current Land Use and Zoning designations. Also, refer to the Existing Land Use Map for clarification on the location of all vacant sites.

TABLE 3. BREAKDOWN OF VACANT, BUILDABLE CITY LAND

<u>LAND USE CATEGORY*</u>	<u>ACRES</u>	<u>PERCENT</u>	<u>RANK</u>
1. SINGLE-FAMILY DETACHED	8.4	13.1	4
2. SINGLE-FAMILY ATTACHED AND MULTIPLE FAMILY**	13.1	20.5	3
3. COMMERCIAL	27.7	43.4	1
4. INDUSTRIAL	14.7	23.0	2
TOTALS	63.9	100.0	

*It should be noted that the current General Plan and Zoning Ordinance do not have separate categories for Institutional, Governmental, and Utility activities. It is possible that these uses could be developed in areas corresponding to the four categories.

**The current General Plan and Zoning Ordinance do not differentiate between Single-family attached and Multiple-family. The uses are similar.

The following discusses Covina's vacant properties by land use designation:

- 1) Single-family detached - Exactly 13.1% (8.4 acres) of the buildable 63.9 acres is comprised of 24 lots that are designated for single-family detached development. The parcels are located throughout the City and generally are around 8,000 square feet in size. About one-half of the lots have existed for many years and the other half represent recently approved subdivisions ranging from 2 to 8 parcels.
- 2) Single-family attached and Multiple-family - Approximately one-fifth of the vacant land currently is set aside for condominium, townhouse, and apartment development. Most of the vacant properties under this classification (10.9 out of 13.1 acres) consist of a site at the northeast corner of Cienega and Barranca Avenues that was designated for townhouse development but abandoned by its developer. The other lots generally consist of nine .2 to .3 acre parcels situated in and around the downtown. All of the areas with these lots are developed with single-family attached and multiple-family complexes.
- 3) Commercial - The highest percentage of vacant land (43.4%) is designated commercial. A noteworthy point is that about 80% of the 27.7 vacant commercial acres is comprised of six properties/areas. They are:
 - a. Five lots in last phase of Village Oaks Business Park on 1000 - 1100 Block of Park View Drive (5.2 acres) - These noncontiguous lots are in a recently constructed business park and eventually will be developed with similar office-type uses.
 - b. West side of 1200 - 1300 Block Azusa Avenue, between Arrow Highway and Grondahl Avenue (4.8 acres) - The City has been attempting for many years to attract a major retail development to the site, which, because of its location and size, appears suitable for this type of activity. Also, Redevelopment Agency policies call for retail businesses. Whatever building takes place here could occur in conjunction with underutilized properties to the north (U-Haul) and south (Toys R Us). See Section "t" below for clarification on these other properties.
 - c. Four parcels on northeast corner of Cypress Street and Azusa Avenue (3.7 acres) - There are four noncontiguous properties, all of which relate to the recently completed Smith's supermarket. As is the case with "b" above, both City and Redevelopment policies stipulate that any development here must be retail and architecturally tie in to the existing Smith's building.
 - d. West side of Vincent Avenue, between San Bernardino Road and Badillo Street (2.8 acres) - Currently there are no plans for this site, which abuts a community shopping center on the north. The City would prefer that the land be devoted to retail use.
 - e. Just northwest of intersection of Badillo Street and Azusa Avenue (2.8 acres) - This area is comprised of three contiguous parcels. Because street frontage is limited, the site's current retail potential is constrained. However, the land could accommodate retail activities if combined with easterly, Azusa Avenue-fronting properties and redeveloped in the form of a unified commercial proposal.
 - f. In back of shopping center at southwest corner of Citrus Avenue and Puente Street (2.7 acres) - Although designated commercial on both Zoning and General Plan maps, this rectangular property, the shorter side of which fronts on a residential street, also presently seems to have limited retail potential. The City is nevertheless interested in attaining possibly a specialty commercial business for the property.

The remaining vacant properties are relatively small and located in various areas. As indicated above, City Planning officials anticipate that virtually all of the subject areas ultimately will be developed with commercial uses.

- 4) **Industrial** - Twenty-three percent (14.7 acres) of the vacant developable land is zoned and/or designated for industrial purposes. The acreage here consists of 3 entirely vacant properties and undeveloped portions of 5 others. Four properties comprise 13.8 of the 14.7 acres or about 94% of the total. They are:
 - a. Western portion of Southern California Edison facility at 1551 San Bernardino Road (8.5 acres) - The property is owned by the utility company and most likely an additional Edison building will be constructed.
 - b. Northeastern corner of Vita-Pakt Citrus Products plant at 707 North Barranca Avenue (2.3 acres) - Because the site is an extension of Vita-Pakt's existing operation, it appears that eventually the parcel will be occupied by a company-related facility.
 - c. Parcel of railroad tracks and in back of 619 Citrus Avenue (1.6 acres) - Although from initial observation these parcels appear best suited for industrial, the site, particularly if combined with the adjacent .3 acre lot at 619 Citrus, could have mixed use potential because of its proximity to Citrus Avenue activities in the heart of the downtown and to the Metrolink Commuter Train Station.
 - d. Undeveloped portions of Southern California Edison demonstration house at 529 Cutter Way (1.4 acres) - Inasmuch as the property is also owned by Edison, future development likely will consist of an expansion of the existing use.

Again, all vacant industrial properties are in primarily industrial and/or commercial areas and, in accordance with established City policy and initial land use directives, probably will be developed in a manner conforming to their respective designations. Again, typically industrial though also commercial and mixed use developments may take place.

It should be noted that the amount, type, and intensity of development that could result from building upon some or all of the 63.9 acres of vacant residential, commercial, and industrial land would not significantly alter the character of the overall community or result in major deviations from established land use patterns. However, the building on certain properties would increase the scale of development and therefore could intensify somewhat land use pressures in applicable blocks.

p. Vacant land - Unbuildable

As mentioned in the beginning of the previous section, a very small percentage of the vacant land (4.5% or .1% for the entire City) is unbuildable. This determination was made by Planning Division staff and is based on the following factors: poor location/access, hilly topography, and/or unusual physical features. There are only two vacant areas that have been deemed unbuildable, and both are in single-family detached neighborhoods. One is a small landlocked parcel in Covina Hills and the other is also landlocked but slightly larger, 2.6 acres, and located just southeast of Badillo Street and Lyman Avenue. It should be noted that the two properties could be deemed developable in the future if all City requirements (such as adequate accessibility and grading minimization) and building standards are met.

q. Public rights-of-way

The public rights-of-way classification consists of all public streets, flood control channels, and the railroad right-of-way and constitutes 22% of all land uses. According to planning standards listed in various books, the percentage is average for this category. In single-family detached neighborhoods, the

number is generally around 25%; in commercial or industrial districts or residential medium to high density areas, the percentage is typically about 18%. The reason for the difference is that streets proportionally take up less space in large-block areas.

r. Inventory of natural resources

This matter is touched upon here in accordance with State general plan law and expanded on in the Natural Resources and Open Space Element. "Natural Resources" generally refers to various water-related matters and areas required for the preservation of plant and animal life or environmentally sensitive districts, such as streams and river banks. The below information is based on a consultant's biological study for the Natural Resources and Open Space Element.

Because of extensive development that has occurred in Covina over the past fifty years and because about 90% of the community is flat, most of the vegetation consists of annual grasslands, plants, and many ornamental trees, including oaks (which are protected by local ordinance). Trees tend to pervade and are most concentrated in parks and, to a lesser extent, along various street parkways. The hilly, less intensely developed southeastern portion of the community (Covina Hills area) is composed of a greater variety of trees, natural slopes, and a riparian woodland community, which runs along Walnut Creek and is identified as "one of the most significant ecological resources in the study area" because of its support of a wide variety of plant and animal species, though none are considered "threatened" or "endangered." There is a second riparian corridor that runs through a portion of Wingate Park in eastern Covina.

The City tree, plant, and grassland communities provide cover, feeding, and/or nesting habitat for small birds, reptiles, and/or burrowing mammals. Also, the riparian woodland areas support similar functions and, as indicated above, have the most diverse types of plants and animals. The chief recommendations in the initially-prepared background study of the Natural Resources and Open Space Element call for the City to:

- 1) Protect the riparian woodland communities,
- 2) Restrict activities around parks to low intensity uses,
- 3) Restrict development and grading in and minimize the alteration of drainage patterns in Covina Hills, and
- 4) Retain established trees, such as oak woodlands, around the community but particularly in Covina Hills.

s. Inventory of scenic resources

In Covina, the major north-south running streets, particularly Grand Avenue south of Rowland Avenue and Badillo Street east of Glendora Avenue, have views of, respectively, the San Gabriel Mountains to the north and the San Jose Hills to the south, Covina's primary scenic vista focal points. Although the Mountains and Hills are visible from a few other locations or neighborhoods, notably around the Covina Hills district in the southeastern section in the Planning Area, the two land masses generally have been obscured from public view because of development.

The above-noted Covina Hills neighborhood is endowed with magnificent views and pretty scenery of areas within the district and of Walnut Creek. The nice scenery is particularly visible from the major streets, such as Covina Hills Road, Via Verde, Puente Street, and Reeder, Renshaw, and Lyman Avenues. A few properties at the higher elevations have vistas of outlying regions as well. Therefore, this entire area, which is composed of primarily medium to large-lot single-family detached residences, appears worthy of protection and preservation through such approaches as land use distribution and density maintenance, neighborhood character sustenance, grading minimizing, and natural resource retention.

It is not believed that any of Covina's scenic resources are listed in any official register, though views from some homes may be protected by private deed restrictions. All in all, Covina's scenic resources bolster the community's small-town character and positive image and should be preserved to the maximum extent possible.

t. Major underutilized properties

In any comprehensive local land use inventory and analysis, major underutilized properties must be discussed because of the impacts that their potential development could impose. Therefore, the seven currently largest underutilized properties are described. They are listed in order of their respective areas.

- 1) **Masonic Home (1650 Old Badillo Street, 29.5 acres) - The Masonic Home is located in a single-family detached area. This site currently is a mixed use in that it functions as both a group meeting facility and living quarters for Masons. There is a great deal of vacant or underutilized land here, which suggests that should either the entire site or a portion of the property ever become available for sale, many dwelling units could be built.**
- 2) **Montgomery Ward (848 South Barranca Avenue, 12.8 acres) - Because of the property's size and location (along a major, heavily traveled street, near and visible from the Freeway, and surrounded by office buildings, the Eastland Mall, and other commercial developments), there are major commercial possibilities. If the parcel is sold, the City will need to consider carefully the type and scale of development that would be acceptable. General Plan discussions thus far have indicated that a relatively high intensity (i.e., up to roughly 2.0 FAR) proposal may be appropriate.**
- 3) **Kmart (1162 North Citrus Avenue, 10.4 acres) - The site currently is occupied by the retail chain and its western regional office. The abundance of usually vacant parking indicates that additional commercial development will be sought.**
- 4) **Toys R Us (1261 North Azusa Avenue, 8.8 acres) - The 2.5 acre western portion and other sections of this site, which also has an auto repair facility, are now paved but unused. As is the case with Montgomery Ward, this property is on a heavily traveled street, and a relatively high intensity commercial use may be appropriate.**
- 5) **City Yard (534 North Barranca Avenue, 4.9 acres) - The character of the surrounding area is industrial and, to a lesser degree, commercial. The most likely development scenario here is that a portion of the site would be sold for an industrial or commercial project. Currently, on the existing General Plan, the property is zoned and designated Industrial.**
- 6) **U-Haul (1355 North Azusa Avenue, 3.6 acres) - U-Haul is sandwiched between a recently-remodeled community shopping center to the north and a large, vacant property to the south. A number of different redevelopment scenarios could occur here. For example, an extension to the northerly shopping center could take place, a separate commercial facility could be built, or a development with the vacant property to the south could go up. The site, which is now designated Commercial on the General Plan and Zoning Maps, is one-half block north of the Toys R Us mentioned above.**
- 7) **Western one-third of Wingate Park (on Grand Avenue, just south of Metrolink Commuter Rail Line, approximately 3.5 acres) - The location and limited width of this property precludes many recreational activities, and the City, therefore, has considered selling off this portion, presumably for residential development. Such a use would be consistent with the General Plan and Zoning and with the residential neighborhood to the south. However, a more detailed analysis is needed here.**

- 8) Northwoods Inn (540 North Azusa Avenue, 3.5 acres) - This site is occupied only by the restaurant, and there is ample area for additional commercial development.
- 9) Bus storage yard (702 North Vincent Avenue, 1.8 acres) - Once used as a utility company facility, the property is now leased by the Foothill Transit Zone. The property is designated Industrial on the General Plan and Zoning Maps, and retaining this classification would be consistent with current City policy. However, the lot is surrounded by residential on three sides. (A residential planned unit development proposal was recently submitted but then withdrawn.) More analysis on this site is needed.

In addition to the above major underutilized properties, there could be additional school closures, utility company property vacations, and/or church relocations in various areas that would create opportunities for additional development. Also, more "infill" building and redevelopment activities in the form of residential dwelling units and commercial and industrial establishments is a certainty. But as mentioned previously in this Study, the cumulative impact of all future infill development would not significantly alter the character of the community or established land use patterns (at least if done in a manner generally consistent with existing land use designations and standards and policies.)

u. Land uses not identified

In the general plan update process, cities also must identify what the State calls special uses and land use situations, the types of which are listed below. The Covina Land Use Inventory revealed none of these uses, with one partial exception pertaining to flooding. The uses/situations including:

- 1) Solid or liquid waste disposal facilities. (However, pursuant to the Los Angeles County Hazardous Waste Management Plan, which is discussed along with other regional documents later in the Study, the City will be required to state in the General Plan the general geographic areas (or zoning districts) that are suitable for hazardous waste facilities and the waste facility siting criteria that must be followed in considering facility proposals. Refer to Chapter "J" below and to the Safety Element for clarification.)
- 2) Mineral resources and related production areas.
- 3) Timberland Preserve Zone lands.
- 4) Areas subject to major flooding. In recent decades, except for the area around Walnut Creek in Covina Hills, Covina has not experienced major flooding problems primarily because of the community's favorable climate and developed storm water and related infrastructure. The area abutting the unimproved portion of Walnut Creek in Covina Hills has, however, undergone some flooding during periods of heavy rain. This flooding, which occurs primarily because of the release of water from the easterly Puddingstone Reservoir as a mean of managing the facility's insufficient flood water storage capacity, is evaluated in depth in the Safety Element.
- 5) Agricultural production lands. Essentially no agricultural production lands were identified in the Land Use Inventory. It should be noted, however, that in the southeastern part of the City eight relatively large single-family lots were noted to have small-scale, non-commercial crops and/or a few livestock.

v. Area/Structure conditions - General

Much of what exists in Covina today has been built since the 1950s. Most local residential, commercial, and industrial structures are sound and most properties are at least "adequately" maintained. Therefore, while none of the local districts could be considered "significantly distressed" in the sense of multiple-

building abandonment, as exists in portions of many large East coast and Midwestern cities. However, in recent years, Covina has experienced some residential private property deterioration typified by varying structural and/or mechanical deficiencies, the construction of illegal dwelling units, the performing of illegal structural alterations, and/or the maintaining of dangerous or unsightly visible yards. This problem pervades in various neighborhoods of the community and is being arrested by active City code enforcement activities. Housing nuisances, of which the City is devoting much effort to abate, generally occurs in pre-1970s era houses and apartments. Housing-related property maintenance and code enforcement matters are expanded on in the Housing Study.

2. Summary of Key Facts

The following statements summarize Covina's existing land use situation:

- a. Covina is 98.5% built out, and just under one-half of the developed portion is devoted to various types of residential uses. Single-family detached residential, the predominant category, constitutes 83.6% of the residential land uses and over 40% of the total land. Single-family detached areas are strewn in all portions of the community and best typify Covina's "bedroom community" character. Typical lot sizes tend to be slightly larger in the Covina Hills/southeastern part of the City, much of which retains a rural flavor. Commercial and industrial activities equate to, respectively, 9.6% and 3.8% of all land uses.
- b. Seven percent of the total uses are comprised of apartments, condominiums, townhouses, and mobile home parks. The four use types are generally located in and around the downtown, along stretches of certain major streets, and in various pockets. Most of the apartments and condominiums are 1 and 2 story complexes with anywhere from 3 to 50 units. Apartment densities typically vary from 15 to 30 dwelling units to the acre while densities for condominiums generally are in the 11 to 15 range. Overall densities are not high, compared to surrounding communities.
- c. Commercial and industrial uses total, respectively, 9.6% and 3.8% of the City. Commercial uses (i.e., office, retail, and service businesses) most commonly are situated in the downtown and in other areas and along the major streets at both corner and mid-block locations. Virtually all such developments are 1 and 2 stories in height with typical floor area ratios varying between .2 and .5. Intensities tend to be slightly higher in the downtown. Industrial properties are primarily located in the central portion of the community, near the Railroad Line, and along stretches of San Bernardino Road and Arrow Highway. The floor area ratios are commonly between .5 and 1.5. All in all, development intensities are not high, compared to neighboring jurisdictions.
- d. The top six land use categories in terms of percentages are single-family detached (40.6%), public rights-of-way (22.0%), commercial (9.6%), school (8.0%), multiple-family (4.7%), and industrial (3.8%).
- e. Institutional, governmental, utility, and mixed uses together represent only 4.9% of the total uses.
- f. Covina's overall land use patterns are well established and unlikely to change significantly in the future. New developments and property intensifications, however, will alter slightly the feeling and scale of various currently underutilized blocks or areas.
- g. The City does not have any consistent, distinctive land use patterns or neighborhood concepts. Generally, commercial uses pervade along the major streets and in certain clusters, industrial development is strewn near the Railroad line, along portions of San Bernardino Road, and near the intersection of Arrow Highway and Barranca Avenue, low density residential areas are everywhere, and the medium to high density developments are concentrated in and around the downtown and in various neighborhoods. Institutional, governmental, school, and park uses occur sporadically. There are no land use buffers per se between sensitive land uses such as residential and industrial, other than building setbacks and architectural treatment of buildings, which are stipulated under the City's Zoning Ordinance and Design Guidelines.

- h. Covina has a few blocks/areas with conflicting land uses and peculiar land use arrangements that warrant attention. Some of these situations were acquired through annexations from the County; others were approved by City Planning Division staff when different land use compatibility standards were followed. A few unusual circumstances have remained as a result of a lack of enforcement of the local (Zoning-related) non-conforming provisions. (Zoning is discussed in Section "D" below.)
- i. The area with the greatest variation in the type and intensity of uses is the downtown, which generally is bounded by the Railroad Line on the north, Puente Street on the south, Barranca Avenue on the east and Hollenbeck Avenue on the west. The reason for this variation is that the downtown is Covina's oldest section and therefore was initially developed prior to Zoning and General Plan adoption. Also, over the years, physical change did not occur on a consistent basis.
- j. Covina's specific commercial use types are varied and often intermixed at a particular site. What are perhaps most noticeable are the many community shopping centers, neighborhood convenience centers or mini-malls, mixed-occupancy general commercial buildings, specialty retail establishments, and office buildings. Because of this diversity of uses occurring within the various commercial areas, in revising the General Plan Land Use Map, the City may wish to utilize a single commercial category.
- k. Because of haphazard boundaries in different areas between the City and unincorporated areas, Covina's land uses often, though not always, blend with those of the County. (County land uses are discussed in Section "E.") The County areas generally are distinguishable by poor land use relationships and lower quality development.
- l. Although Covina's neighborhoods generally are in good condition, in recent years the incidence of private property deterioration, such as occurs from illegal construction and poor maintenance, has been on the rise in various areas. To arrest this problem, the City has launched an ambitious code enforcement program.
- m. Two thirds of the City's 63.9 acres of vacant developable land is now designated for commercial and industrial development.
- n. Covina has somewhat of a park/open space deficiency, particularly in certain areas, that warrants attention. The City has only 1.4 acres of parkland for every 1,000 residents, whereas the minimum generally accepted/nationally recognized standard is 2.5. This topic is further evaluated in the Natural Resources and Open Space Element.
- o. None of the following uses have been identified in the Covina Planning Area:
 - 1) Solid or liquid waste disposal facilities.
 - 2) Mineral resources and related production areas.
 - 3) Timberland Preserve Zone lands.
 - 4) Areas subject to major flooding.*
 - 5) Agricultural production lands.

*However, the unimproved portion of Walnut Creek in Covina Hills experiences some flooding at times because of the release of water from the easterly Puddingstone Reservoir, a situation that is clarified and evaluated in the Safety Element.

- p. Because of extensive development that has occurred in Covina over the past fifty years and because about 90% of the community is flat, the "natural resources" generally consist of tree, plant, and grassland communities that provide cover, feeding, and/or nesting habitat for birds, reptiles, and/or burrowing mammals. The City preserves oak trees through local ordinance, though none of the other plant or animal species are considered "threatened" or "endangered. The hilly, less intensively developed

southeastern portion of the Planning Area, however, has many natural slopes and a riparian woodland community that runs along the unimproved section of Walnut Creek. These communities appear worthy of protection. The Natural Resources and Open Space Element should be referenced for clarification.

- q. Most of Covina's scenic areas pertain to the San Gabriel Mountains to the north and the San Jose Hills to the south, which are visible generally from various major north-south running streets. Also, many neighborhoods in the Covina Hills area have magnificent vistas of the areas within the district, of Walnut Creek, and of outlying regions. These views bolster the community's small-town character and positive image.
- r. The City has several major underutilized properties, which vary in size, location, and character, that have development potential and therefore must be discussed and analyzed in the General Plan update process.

C. EXISTING COVINA GENERAL PLAN

1. Background Discussion

Covina's current General Plan was prepared between 1968 and 1970 and adopted in March 1971. The Plan, which was based on an extensive citizen participation program and prepared by both a consultant and City staff, was comprised of Land Use, Circulation, and Housing Elements and later updated on a piecemeal basis to include additional State-mandated chapters, such as Safety and Noise, and to incorporate new Housing Element requirements. The '71 General Plan superseded Covina's original 1958 Plan, which by the late '60s warranted complete revision because of the great amount of growth that occurred during this period.

Covina's existing General Plan is based on a much larger Planning Area than is now followed. Specifically, the boundaries are Vincent Avenue, Arrow Highway, Valley Center Avenue, and the San Bernardino Freeway, a 15.7 square mile area. (Years ago, the Covina Planning staff believed it appropriate to consider portions of other municipalities -- in this case West Covina and San Dimas -- in their comprehensive planning activities. In preparing a planning area for this revision, however, staff followed the community's official/LAFCO designated Sphere of Influence, an approach recommended by the General Plan Guidelines.) The Plan made the following population projections:

	1985 (Horizon year)	(Build-out)
City	50,000	57,300
Planning Area	78,000	85,000

The current (1997) City and Planning Area populations are, respectively, 46,452 and 61,452. These figures are lower than the above numbers. As explained below, the General Plan's high growth projections never materialized primarily because of changing development patterns and market pressures and modifications in City Zoning provisions. It should be noted that in the Section "L" discussion on alternative future growth/land use plan scenarios, the existing Sphere of Influence limits are superimposed on the present General Plan to constitute the "Status Quo Growth Scenario," one of three development alternatives considered in this Study.

The existing General Plan and it's related documents cover nine Elements (Land Use, Circulation, Housing, Open Space, Conservation, Scenic Highways, Public Safety, Seismic Safety, and Noise). The following section discusses the Land Use Plan/Map of the Land Use Element, which relates to the topic under study.

2. Land Use Categories - Listing and Analysis

The current Covina General Plan Land Use Map is comprised primarily of five land use categories, Residential, Commercial, Industrial, Schools, and Parks/Open Space. These categories and their respective permitted uses, development intensities, and spatial qualities are listed below:

- a. **Residential** - There are 3 subcategories: low density (1-6 dwelling units for each acre); medium density (7-20 units to the acre); and high density (21 units to the acre and above). Low density is planned as the dominant type in that 61% of the planning area is reserved for this use. The overall residential strategy was to spread low density in all areas while situating medium density districts in and around the downtown, along portions of Arrow Highway, and around the then-proposed Huntington Beach Freeway Corridor, which was to cut through the City between Azusa and Lark Ellen Avenues. (Caltrans terminated the Freeway project in 1975 because of a lack of funding and because of higher road priorities elsewhere.) The high density portion is limited to the downtown. Residential land uses total about 63% of the Planning Area.

In establishing this type of medium and high density land use distribution, the chief City policies were to build up the population, particularly in the downtown, for economic development reasons and to "promote a broader range of housing choices," such as through allowing many apartment and condominium/townhouse construction opportunities. As stated in the introductory paragraph, the 1985 City population was to be 50,000 and 57,300 at build-out. The primary reasons that the build-out projection never materialized (current population is, again, 46,452) are that medium to high density housing did not develop to the extent envisioned in designated areas in and around the downtown and that in many neighborhoods changes in Zoning density and development standards precluded multiple-family construction to maximum General Plan densities.

Regarding the above latter point, in other words, there were and continue to be discrepancies between Zoning and General Plan standards. For example, in certain portions of the downtown, although the General Plan allows for densities up to 40 dwelling units per acre, in practice, projects are constrained to around 22 to 25 units per acre after Zoning density limits and recently revised development standards (such as building setback, parking, open space, and amenities) and architectural design guidelines are considered. In fact, according to a recent Covina Planning Division study of local development in high density areas (again, up to 40 units per acre) over the previous ten years, the average project density was 22.4 (dwelling units per acre). Because of this point and the fact that, as described in the Citizen Participation Chapter ("K") below, there is widespread citizen, City Council, and Planning Commission sentiment to reduce maximum densities and allow "moderate" future growth, the three existing land use categories will be adjusted downward in an appropriate manner. (As discussed in detail in the Housing Element, however, this modification is handled in full recognition of the City's State-defined regional housing obligations.)

- b. **Commercial** - The commercial land use classification is comprised of the following five categories: neighborhood (retail and services located at various corners and along certain main streets); community (also retail and service-oriented and situated at certain corners and along various thoroughfares); regional (regional-oriented retail centers, such as Eastland and Sears Center); highway (retail and service oriented along Arrow Highway, San Bernardino Road, and Azusa Avenue); and Civic Center core (retail, services, and governmental offices in the downtown). The uses permitted for the five categories, which compose 10.7% of the Planning Area, are general, commercial-related activities, as described above. Moreover, the current General Plan does not incorporate any intensity standards.

The City's Land Use Plan focuses most commercial developments at appropriate intersections and stretches of major streets. The chief policy was to maintain and, where feasible, expand the commercial areas for employment and sales tax generation purposes. In addition, a big emphasis was placed on revitalizing the downtown. Covina's current commercial land use distribution generally follows this Plan. However, the types of uses have become intermixed to the point where the five category hierarchy is outmoded. For this reason and to facilitate the commercial land use planning process, only two commercial categories have been proposed for the revised General Plan Land Use Plan, as expanded on in Section "C" below. One classification refers specifically to the downtown, and the second category relates to all other areas.

- c. **Industrial** - There is only one industrial land use category, termed "industrial park." According to the Plan, it is designated "to serve the more restrictive service of light manufacturing industries which may be compatible with a primary residential community." As is the case with commercial, no intensity/FAR standard is utilized. Exactly 3.6% of the Planning Area was set aside for this use. The areas now designated industrial park closely follow the distribution of existing light manufacturing uses--along the railroad track and various portions of San Bernardino Road and at two locations along Arrow Highway.

The industrial plan placed a major priority on obtaining "clean" or non-intensive industrial/manufacturing operations (heavy industry was prohibited) through use restrictions. Also, by establishing a framework of Zoning standards and building design considerations, this portion of the General Plan also sought to achieve compatibility with surrounding residential uses. Industrial areas were to have good access to the

rail line and major streets as well. The overall policy was similar to that for commercial: maintain industrial land and encourage new development in appropriate areas, such as in nonconforming and/or undeveloped parcels, for economic development purposes.

- d. **Schools** - Four different categories are used: elementary, intermediate, high, and parochial. The schools in these four categories equate to 8% of the planning area. Since the General Plan was adopted, 6 of the 28 schools on the Map, either in their entirety or in part, have been torn down and redeveloped into residential projects.

The schools are located in all portions of the Planning Area. (Covina is served primarily by the Covina Valley and Charter Oak Unified School Districts.) The existing chief policy regarding schools is to encourage school sites to be maintained, to be adequate in size, to serve all neighborhoods in the community, and to be sited in areas where excessive traffic and noise are minimized. Because of the nature of existing educational uses, staff believes that only one school land use category is needed on the proposed Land Use Map.

- e. **Parks/Open space** - The Land Use Plan has 4 categories of parks/open space: neighborhood park (2-10 acres); community park (10-30 acres); regional park (along Walnut Creek); and open space (at Walnut Wash and along flood control routes). The Plan does not list amenity specifications for any of the categories.

The heart of the Plan is a proposal to mitigate a previously-mentioned deficiency in the quantity and distribution of parks by developing 18 new recreational facilities. By adding more parks, particularly in areas east of Grand and west of Hollenbeck Avenues, and by improving the amenities at existing recreational facilities, the City would achieve the nationally recommended park standard of 4 acres of open space for every 1,000 residents. (At the time of General Plan adoption in 1971, the standard was around 2.0.) Thus, Covina's future population would achieve a higher quality of life through better recreational opportunities. The Plan recognizes the benefits of joint City-public school recreation agreements, and, therefore, greater use of schools for park purposes is advocated as well. A potential City-sponsored parkland acquisition and development program serves as the chief mechanism for implementing the park expansion proposal. Unfortunately, this program never materialized primarily because of insufficient funding and changing policy decisions on the part of subsequent Planning Commissions and City Councils. However, a few improvements have been made on a piecemeal basis, such as construction of the Joslyn Senior Center at Kelby Park (west side of Barranca Avenue and just north of railroad tracks).

Covina today continues to have an open space deficiency in that, as previously stated, there is only 1.4 acres of parkland for every 1,000 residents. In fact, since the current General Plan was adopted, the City's "park problem" has been exacerbated by increasing apartment and condominium/townhouse development, which generally have less open space area for each dwelling unit than conventional detached houses. Also, apartment dwellers (recall from Section "B" that apartments now constitute one-third of Covina's housing stock) tend to be less mobile and therefore in greater need of parks and recreational services. For a community of Covina's size, location, and character, major nationally-recognized park groups recommend, as stated above, achieving a parkland ratio of around 2.5 to 4.0 acres of open space for every 1,000 citizens.

Today, the City's recreation facility network, again, is comprised of far less resources than originally planned—ten City parks, two Covina-leased public school ballfields, and the Walnut Creek equestrian and hiking trail in Covina Hills, which is administered by Los Angeles County. Except for the Walnut Creek trail (which is not a "typical park" anyway), all such facilities are located in various areas generally between Hollenbeck and Glendora Avenues. There is very little correlation between the type of existing City-operated parks and the above-described open space-related land use categories. Moreover, there is wide variation as to park sizes and facilities. (See Natural Resources and Open Space Element for clarification.) So in order to simplify and clarify the Land Use Map with respect to this topic

as well as to provide City officials with flexibility in making park-related land use decisions, the proposed General Plan should incorporate only 2 such categories--park and open space. Also, in accordance with input that the Planning Division has received from the City Parks and Recreation Department and other sources, the revised General Plan will consider to mitigate, if feasible, the parking deficiency by attempting to achieve a park acreage to 1,000 resident ratio of 2.0. (Again, refer to the Natural Resources and Open Space Element for specifics.)

- f. **Other uses and facilities** - The Plan designates three fire stations, one library, and one hospital, each of which has been built. Over the years, two additional hospitals, the Magan Medical Clinic (420 West Rowland Street) and Charter Oak Hospital (1161 East Covina Boulevard), have been constructed. (The Charter Oak facility was built on a park-designated site.) The overall policy regarding these uses/sites is general in nature and similar to policies for other uses mentioned above: retain what is existing, continue maintaining adequate services, and, when necessary, expand to meet future community needs.

3. **Recommendations for Improvement**

Based on the review and analysis of the above material, the following recommendations for improving the existing Land Use Element should be incorporated into the new General Plan:

- a. The Planning Area of the old General Plan must be changed to coincide with boundaries of the current City limits and Sphere of Influence.
- b. Where necessary, change land use designations to better reflect existing development conditions, community sentiment, and desired long-term social, economic, physical, and other goals.
- c. Lower future overall medium and high density intensities to better address community sentiment, Planning Commission and City Council direction, and existing development trends and conditions.
- d. Streamline the commercial land use hierarchy by having one or two categories for retail shops, offices, service businesses, and all other typical activity categories. Also, establish development intensity/floor area ratio standards.
- e. For existing "industrial" classification, establish development intensity/floor area ratio standard and bolster underlying guidelines that seek to attain "clean" or nonintensive industrial/manufacturing operations. Also ensure that new industrial areas incorporate, through Zoning and Design Guidelines administration, adequate buffers from sensitive uses, such as residential, hospitals, churches, and nursing homes.
- f. As is the case with commercial activities, the 4 "school" categories should be consolidated into 1 to streamline the land use planning process and to give the City added flexibility.
- g. Regarding parks and open space resources, consolidate the 4 park-related classifications into 2 to best recognize the existing park situation and, as mentioned regarding other land uses, to streamline the land use planning process and to give the City added flexibility in future planning endeavors. Also, considering the City's existing open space deficiency and already received General Plan update public input, the City should consider to take appropriate steps to mitigate/reduce the shortfall to the greatest extent feasible.

D. EXISTING COVINA ZONING ORDINANCE

1. Introduction

Zoning, the chief general plan implementation mechanism, establishes key, consistently applied/followed density and development standards that warrant discussion. By establishing building standards regulating factors such as the height, setback, and intensity of structures on lots and by designating what uses are permitted at different areas, a zoning ordinance, which, like the general plan, is comprised of both text and map portions, enables the plan's goals, policies and long-term development scenario to reach fruition. In addition, zoning decisions must be consistent with the general plan.

Covina's Zoning Ordinance was first adopted in 1948 and thereafter amended as conditions warranted, as City Council and/or Planning Commission direction was given, and as developer requests were granted. Most of the Ordinance's current structure was established through a series of zone changes and recodifications in the late '50s and early '60s. (The fact that the City's first General Plan was adopted 10 years after Zoning initiation was not unusual for the era. In many southern California cities in the 1940s and '50s, zoning was used for both short- and long-term purposes.)

Until the mid-'80s, the City followed zoning-general plan consistency requirements that are different or less stringent than are followed today. For example, professional office zones and inclusive buildings were deemed acceptable in areas designated on the General Plan as "low density residential." This practice, which changed because of new State planning laws and recent Attorney General Opinions and court cases, resulted in land use inconsistencies, which will have to be addressed once the Plan update is complete.

The below discussion will focus on Covina Zoning districts and their relation to the General Plan.

2. Zoning Districts – Listing and Analysis

Covina is divided into 24 Zoning districts that are comprised of 8 classifications which, in turn, are structured around 3 use types, residential, commercial, and industrial. Residential shall be discussed first.

- a. **Residential districts** - There are five district types, three of which pertain to single-family detached housing and two that are oriented towards 1) apartments and condominiums and 2) mobile homes. They are:
 - 1) **Agricultural and Residential Zone ("A")** - Minimum lot sizes (which determine densities) are 1 and 2 acres. Permitted uses are single-family detached homes, farms, and livestock. This is the only remaining agriculture-oriented district, and there are only two outstanding "A" lots in Covina, which are in the southeastern portion of the City (7 acres total). The larger lot, which is 4.5 acres, is owned by the County and is an extension to the Walnut Creek Regional Park (equestrian facilities).
 - 2) **Estate Residential Zone ("E")** - Minimum lot sizes are 1/2, 1, 2 1/2, and 5 acres. Permitted uses are one single-family detached home for each lot and the keeping of livestock for noncommercial purposes. All properties with these designations are situated in the southeast portion of the community, where lots and houses tend to be larger. Indeed, the stated intent of this designation is to "provide for the development of single family homes of large estate-type homesites."
 - 3) **Residential Zone ("R-1")** - Minimum lot sizes cover the following square footages: 7,500, 8,500, 10,000, and 20,000. The primary permitted uses are single-family detached homes, schools, and parks. (Covina does not have an open space category, a matter that is addressed at the end of the section.) This is the most common zone, and the majority of areas have a "7500" designation. Only one dwelling unit on any individual property is permitted.

- 4) **Residential Density Zone ("RD")** - This is Covina's multiple-family and condominium/townhouse zone, though single-family homes are permitted too. (Because of high land values and decreasing "R1-suitable" developable land, most of the current residential construction consists of apartments, condominiums, and townhouses.) There are several densities and therefore many districts. Densities are determined by the numerical suffix (the minimum required lot square footage for every dwelling unit), which ranges from 1,250 (the highest density) to around 4,000 (the lowest). Densities in the downtown tend to be in the 1,250 to 2,000 range. Elsewhere, there are great variations. Currently, most, but not all, "RD" developments are designated medium to upper density on the General Plan. A case by case evaluation of all complexes will be conducted to determine, among other things, whether isolated apartments and condominiums should be made nonconforming.
- 5) **Residential Trailer Park Zone ("R-TP")** - This is a mobile home park designation. The only density standard is that each mobile home park is required to have 2,400 square feet of area for each trailer on the site. Three of Covina's 5 mobile home parks are designated "R-TP." The other 2 are zoned light manufacturing. (The light manufacturing chapter permits mobile home parks through the conditional use permit process. This is somewhat of a peculiarity that should be addressed.)

In analyzing the residential Zoning district structure, it appears that the "agriculture" and one other dormant category should be eliminated. (Changes in the character and function of Covina have rendered the "agriculture" zone obsolete.) In addition, the multiple-family/condominium zone densities may need to be reduced to conform to changed General Plan Land Use "medium" and "high" categories, and 2 of the mobile home parks probably should be removed from the "industrial" classification.

b. Commercial districts - There are nine districts, which are discussed below.

- 1) **Administrative and professional office ("C-P")** - Permitted uses are various administrative and professional office and institutional activities. There is no intensity standard per se, but no development can be greater than 4 stories (except by conditional use permit) and buildings must meet several design standards (setback, parking, landscaping, etc.), which indirectly affect intensity. Various size "C-P" districts appear around the community, generally on primary or secondary streets, and, as is the case with a few apartment complexes, there are several office-zoned parcels that are not designated with noncommercial classifications on the General Plan. This will need to be addressed.
- 2) **Neighborhood stores ("C-1")** - Permitted uses are retail and services. Development intensity is indirectly controlled by height restrictions and building standards. This is a dormant category in that there are only 3 remaining small properties with the designation.
- 3) **Neighborhood shopping center ("C-2")** - Permitted uses are retail, services, administrative offices, and related activities. Intensity is again regulated through height and building standard restrictions. This is the City's most common commercial designation, which has been applied to many of Covina's community shopping centers and "strip" and corner commercial areas.
- 4) **Central business ("C-3")** - Permitted uses are similar to the "C-2" zone discussed above, except for a few additions. This district was intended to serve the downtown area, though today there are only 4 properties with the C-3 classification. (All other properties have been changed to a special downtown-oriented Zoning designation, which is discussed below.) There is no intensity standard.
- 5) **Regional or community shopping center ("C-3A")** - Permitted uses are the same as in both "C-2" and "C-3." The designation applies to 3 types of developments: community shopping centers, sub-regional shopping areas (e.g., Covina Town Square complex) and various "strip" commercial areas located along the major streets. Again, there is no intensity standard.
- 6) **Highway commercial ("C-4")** - Permitted uses are retail and various service businesses, such as in "C-2" through "C-3A" above, plus additional functions like automotive repair and building material supplies.

"C-4" developments are typically located in the "strip" commercial properties located on portions of Arrow Highway, Covina Boulevard, San Bernardino Road, and Azusa, Citrus, Barranca, and Grand Avenues. No intensity standard is in the Code.

- 7) Specified Highway commercial ("C-5") - Uses allowed are similar to "C-4" except that a few additional "specialty" retail and service businesses are permitted. The specified highway commercial district is limited only to portions of East San Bernardino Road and North Barranca Avenue. No intensity standard applies.
- 8) Town center commercial zone ("TC-C") - This is 1 of 2 downtown commercial zones. The intent of the "TC-C" district is to promote special, unique retail and, to a lesser degree, service activities that best "preserve the character of the downtown and promote a pedestrian oriented environment." Administrative offices are permitted but on a restricted basis. The zone runs along Citrus Avenue, Badillo Street, and portions of the smaller streets in the downtown area. Currently, this district is comprised of the above permitted uses and many nonconforming properties that should be addressed in the update. There is a varying intensity standard that is based on the size of each lot.
- 9) Town center professional office zone ("TC-P") - This is the Town Center's administrative and professional office and institutional zone, which generally runs on portions of Badillo Street, San Bernardino Road, and the side streets off of Citrus Avenue. There are a few nonconforming properties, and the district has a varying intensity standard similar to the "TC-C" zone.

In analyzing the commercial portion of the Zoning Ordinance, the Planning staff feels that the structure could be streamlined by possibly consolidating certain categories and eliminating districts that are either dormant or underutilized. This would best recognize existing conditions and give the City maximum flexibility in carrying out its Zoning activities. Also, the nonconforming uses, particularly in the downtown, should be eliminated or better controlled/amortized, and greater consistency with the General Plan commercial designation, in terms of spatial distributions and development intensities, should be achieved. Regarding the intensity factor, it may be appropriate to have varying standards so that alternate size developments can be focused in different parts of the City. In addition, the City may wish to prepare a specific plan (reference California Government Code Sec. 65450) for the downtown area to facilitate General Plan implementation of the City's most diverse though important area.

- c. **Industrial district** - There is only 1 industrial zone, "M-1" or light manufacturing, which permits various manufacturing, processing, assembly, and warehousing operations as well as auto repair and administrative functions that are in conjunction with manufacturing. (Mobile home parks are permitted through the conditional use permit process. As discussed earlier, this should be changed because "RT-P" is the more appropriate Zoning designation.) The spatial distribution of the "M-1" zone closely follows the corresponding General Plan land use category (i.e., generally running along or near the Railroad Line), though there are a few inconsistencies that warrant revision. Developments within this zone have taken the form of industrial parks and "strip" manufacturing and auto repair facilities. FAR's typically are in the .4 to .7 range, though the zone does not have an intensity standard. In addition, the industrial areas off of San Bernardino Road have many nonconforming and conflicting uses that should be eliminated during the General Plan update.
- d. **Planned community development (PCD) overlay district** - When applied to any property in a residential, commercial, or industrial zone, the PCD designation allows for relaxing certain underlying Zoning standards and use restrictions if the project would be of a higher quality than would normally go up, would be compatible with surrounding uses, and would be consistent with the General Plan. Since its inception in the early '70s, approximately 60 "PCD" projects of various uses and intensities and at several locations have been constructed. The PCD process has been and continues to be an important tool for both housing development (see Housing Element for details) and economic development (regarding commercial and industrial projects).

- e. **Nonconforming structures and uses** - A nonconforming use is a structure/use that is not permitted in the underlying Zoning district but was once legal and therefore can continue on an amortized basis for a specified period, at which time the structure must be removed or the use must be terminated by the property owner. Typically, nonconforming buildings and uses are divided into "major" and "minor" classifications. An example of a major nonconforming use/structure is an old single-family residence with M-1 Zoning (light manufacturing) that is surrounded by new industrial buildings. In other words, the activity is considered "detrimental" to adjacent/currently existing uses. For this classification, the amortization period is determined by the type of construction. An example of a minor or "nondetrimental" nonconforming use is an apartment complex in an appropriately zoned "RD" district that contains a greater number of dwelling units and a lower number of parking spaces than currently permitted. In this case, the apartment could continue functioning indefinitely, though any changes/additions would have to meet present standards. Because of land use conflicts and problems, the General Plan update process is primarily concerned with handling the major nonconforming situations.

Covina's major nonconforming cases pertain to 83 residential properties (generally old houses and apartments) in commercial and industrial zones in and around the downtown. Specifically, these properties are comprised of 74 homes and 9 apartment complexes that equate to 176 multiple-family dwelling units. (The matter is discussed in detail in the Housing Study.) Basically, in many cases, Covina's major nonconforming units are not well maintained, disturb neighborhood character, preclude potential viable economic activity, and/or adversely impact land use continuity. Therefore, the City generally welcomes their removal. But because of typical nonconforming unit location, age, and condition, they may constitute a small proportion of the community's low cost or affordable housing stock. In handling these situations over the years, the City Council, to avoid potential personal hardships, has allowed the major nonconforming uses to remain continually, thereby not enforcing the applicable portion of the Zoning Ordinance. Therefore, many of the now-nonconforming residences technically should have come down (again, at property owners' expenses) years ago.

Because there is an obvious legal and administrative need for the General Plan to be consistent with the Zoning Ordinance and to implement the General Plan in an orderly fashion, of which Zoning administration is a key component, and because of above-mentioned physical, land use compatibility, and economic development betterment obligations, the City, where necessary and/or appropriate, may wish to consider abating its major nonconforming uses. However, care must be taken to ensure that amortization provisions are reasonable, that effected residents are treated fairly, and that the City's effort to preserve its affordable housing stock is not greatly undermined. The many above-described minor nonconforming properties in Covina are much less of a concern and, accordingly, from a policy standpoint, the City may wish to simply call for their continuation (and property maintenance upkeep-- again, primarily for affordable housing preservation).

It must be noted that nonconforming housing/uses in the County area are not analyzed here because the focus of most of this Study is on the now-City limits and because the conforming status of many "unincorporated" buildings could not be verified, based on the City's analysis of Los Angeles County's Zoning Ordinance. Generally, the City has the legal authority to deal with County nonconforming uses only during and after annexation proceedings.

3. Recommendations for Improvement

To facilitate General Plan implementation and to streamline the Covina Zoning Ordinance, the following should be achieved:

- a) Certain residential and commercial categories must be eliminated and/or consolidated. In addition, permitted uses and intensities must be changed or clarified, where necessary, to be consistent with the new General Plan and to facilitate Plan implementation.

- b) A downtown area specific plan should be prepared to give the City greater authority in revitalizing the district and more leverage in meeting overall community planning goals.
- c) An open space Zoning designation is needed for the City's parks and open space facilities. (This is a Government Code requirement.) A classification for schools would be helpful as well.
- d) The nonconforming chapter of the Zoning code must be reviewed for possible change/clarification.
- e) The City's many "major" nonconforming uses must be evaluated after the applicable portion of the Zoning Ordinance is deemed acceptable. Where appropriate, to abate physical problems and achieve land use and economic development objectives, the nonconforming provisions should be enforced.
- f) Where necessary to bring about General Plan consistency, change the Zoning designation of properties or make them nonconforming. But ensure that fair amortization periods apply.
- g) The 2 mobile home parks with "M-1" designations should be modified to the general trailer park designation, "RT-P."

4. **Zoning/Land Use Correlation**

The following table/matrix illustrates what above-described Zoning districts are consistent with the earlier-mentioned existing General Plan land use categories, as streamlined and clarified, in accordance with previously-noted staff recommendations, to show relationships. Under law, Zoning designations must conform to the General Plan. This table could therefore also be used as a guide for determining such consistency following selection of the revised General Plan land use hierarchy. (Refer to Chapter "L" below and to the Land Use Element document for information on the revised classification.)

TABLE 4. MATRIX OF RELATION OF COVINA ZONING DISTRICTS TO GENERAL PLAN LAND USE CATEGORIES.

ZONING DISTRICTS	GENERAL PLAN LAND USE DESIGNATIONS								
	RESIDENTIAL			COMMERCIAL		INDUSTRIAL	OTHER		
	LOW DENSITY	MEDIUM DENSITY	HIGH DENSITY	GENERAL	TOWN CENTER	INDUSTRIAL	SCHOOL	PARK	OPEN SPACE
RESIDENTIAL R-1-7,500 R-1-8,500 R-1-10,000 R-1-20,000 E-1/2 E-1 E-2 1/2 E-5 A-1 RD RTP	X X X X X X X X X	X X	X						
COMMERCIAL C-P C-1 C-2 C-3 C-3A C-4 C-5 TC-P TC-C				X X X X X X	X X				
INDUSTRIAL M-1						X			
NEW ZONES* S OS							X	X	X
OVERLAY ZONE PCD	X	X	X	X	X	X			

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X Zoning District Compatible With General Plan Land Use Designation.

*To be Created as Part of Zoning Consistency Program.

E. EXISTING LAND USE CONDITIONS - UNINCORPORATED AREAS

1. Land Uses - Types, Amounts, Distribution, and Intensities

As stated in the Introduction, Covina's unincorporated territories total just over 3 square miles and are located in various areas (see Map 4), though the largest concentrations are in the northwestern and northeastern portions of the Planning Area and in Covina Hills. The City-County boundaries are typically haphazard because of annexation policies and practices. Although the scale and character of County areas tend to resemble adjacent City neighborhoods, in many instances, unincorporated areas are distinguishable because of inferior quality development, poor property maintenance, and conflicting land use situations.

This discussion and analysis, again, is based on the Planning Division's land use inventory. (Refer back to Section "B" for clarification.) The inventory revealed the following County land use figures and percentages:

TABLE 5. COVINA UNINCORPORATED LAND USES

LAND USE CLASSIFICATION	ACRES	PERCENT OF TOTAL LAND	RANK	PERCENT OF DEVELOPED LAND	RANK
1. ALL RESIDENTIAL	1326.2	67.3	-	69.7	-
a. SINGLE-FAMILY DETACHED	1236.0	62.7	1	64.9	1
b. SINGLE-FAMILY ATTACHED	22.4	1.1	8	1.2	7
c. MULTIPLE-FAMILY	42.8	2.2	4	2.3	3
d. MOBILE HOME	23.6	1.2	7	1.2	6
e. GROUP HOME	1.4	0.1	12	0.1	11
2. COMMERCIAL	38.1	1.9	5	2.0	4
3. INDUSTRIAL	2.2	0.1	12	0.1	11
4. INSTITUTIONAL	15.9	0.8	9	0.8	8
5. GOVERNMENTAL	5.3	0.3	10	0.3	9
6. SCHOOL	26.9	1.4	6	1.4	5
7. UTILITY	6.6	0.3	10	0.3	9
8. MIXED USE	3.1	0.2	11	0.2	10
9. PARK	27.4	1.4	6	1.4	5
10. PARKING	0	0	13	0	12
11. ALL VACANT	66.7	3.3	-	-	-
a. BUILDABLE	60.2	3.0	3	-	-
b. UNBUILDABLE	6.5	0.3	10	-	-
12. PUBLIC RIGHTS-OF-WAY	453.6	23.0	2	23.8	2
TOTALS	1972.0	100.0	-	100.0	-

The table indicates that, as is the case with the City territory, there is very little vacant land and therefore very little difference between the two percentage classifications. The County areas are more homogeneous in land use than the City in that most properties are residential, and, of this category, virtually all lots are comprised of single-family detached homes. Commercial, industrial, and institutional land use percentages are, respectively 1.9, .1, and .8, much less than those for in the City. Also, it is interesting to note that the small County "park" percentage (1.4%) is exactly the same as that for the incorporated community.

Each category shall be briefly discussed below. Refer to the City section for category definitions, and see the Existing Land Use Map to clarify land use distributions.

a. Residential - Single-family detached

This is the most common use type in the County areas (62.7% overall). The type and size of lots and homes are similar to City properties, and lot sizes also are often bigger in the hilly southeastern district. Therefore, densities in the flat areas typically are in the 4-6 category (dwelling units for each acre) and around 0-3 in Covina Hills.

b. Residential - Single-family attached

There are 6 condominium and townhouse complexes in the unincorporated territory, ranging in size from 11 to 139 units. Densities vary from just over 9 to 31 units to the acre, though most are between 16 and 22. The complexes are located in the larger northwestern and northeastern areas and are surrounded by various land uses. Also, the medium density developments generally blend with City single-family attached uses, though, in some cases, there are property maintenance, neighborhood appearance, and/or land use problems/conflicts.

c. Residential - Multiple-family

The County's 14 multiple-family properties range from 2 units and 1 house on a single lot to large apartments. The apartment complexes, which constitute most of the uses, vary in size from 11 to 232 units and in density from 15 to 30 (medium to high intensity character). As is the case with the condominiums and townhouses, most of the apartments are in the northwestern and northeastern portions of the Planning Area and are surrounded by all types of uses. The combination of this category and single-family attached housing constitute only 3.3% of the total County land use. In some situations, there are physical and land use conflicts between multiple-family structures and single family residences.

d. Residential - Mobile home

The community's 3 mobile home parks are situated in the northeastern area. Sizes are 49, 102, and 166 coaches; densities, respectively, are 24.5, 13.6, and 11.8 units to the acre.

e. Residential - Group home

Only one group home was identified, a 76 bed facility for physically disabled persons at Cienega Street and Sunflower Avenue.

As stated earlier, most of the County areas consist of single-family homes similar to those in the City. Overall, the scale and character of the single-family attached, multiple-family, and mobile home complexes resemble those in the City, though a few are slightly higher in density. In addition, there are more variations in land use arrangements, such as multiple-family developments surrounded by single-family and commercial uses.

f. Commercial

The largest concentrations of the County's commercial properties (1.9% of the total) are strewn along portions of two major streets, Arrow Highway and Grand Avenue. The uses are heavily retail and service in nature, and they vary greatly in terms of size, age, and intensity. Most of the uses are on .5 to 3.5 acre sites, though there is one 8 acre community shopping center, and FAR's range from .2 to .6. (The City annexed most of the larger-lot developments, such as the shopping centers, for sales tax capture purposes.) Generally, there are no land use buffers between the commercial and residential uses, and

many commercial properties along Arrow Highway and Grand Avenue are physically and architecturally incompatible with adjacent commercial and residential developments.

g. Industrial

There is virtually no industrial land in the County. The only uses that fit into this category are two small storage sites on Arrow Highway, near Azusa Avenue.

h. Institutional

The institutional classification is comprised of 7 churches situated in various areas of Covina's Sphere of Influence. Intensities generally are around .25.

i. Governmental

Charter Oak School District's administrative office constitutes the only governmental land use. It is a 5.3-acre site located on Cienega Street, just west of Bonnie Cove Avenue.

j. School

There are 3 public schools in the County, and each site is approximately 9 acres. They are located in different areas, as shown on the Existing Land Use Map.

k. Utility

County utility properties generally consist of a portion of the flood control spreading grounds at Arrow Highway and Barranca Avenue and flood control property and a water tower in Covina Hills. These areas compose 6.6 acres of land.

l. Mixed use

The mixed use sites are:

- a) 21326 Arrow Highway
-Commercial business and single-family home, .7 acres.
-Surrounding land uses are single-family detached residential and commercial.
- b) 21034 Cypress Street
-Food store and single-family home, .9 acres.
-All surrounding uses are single-family detached.
- c) 20346 Covina Boulevard
-Church and house, 1.5 acres.
-Surrounding land uses are single-family detached and institutional (church).

There are very few mixed uses in the County. The first two above constitute the "most conflicting" of the three land use situations. Because the character around each site is residential, if these properties ever became part of the City, the community should make the commercial operations nonconforming.

m. Park

There are 2 parks under County jurisdiction, Charter Oak Park, a community park with various amenities located in the Charter Oak neighborhood (northeast Covina), and Walnut Creek Regional Park, an unimproved generally equestrian staging area in Covina Hills that serves the traversing regional-oriented

Peter F. Schabarum Equestrian Trail. These facilities constitute only 1.4% of the total County area, a deficiency (based on the above-noted recommended standard of 4 acres of park area for every 1,000 residents). Although County residents are able to use City parks and schools, the City facilities mentioned previously are also deficient from quantitative and distributive standpoints (see Section "B" above for explanation and analysis). Refer to Existing Land Use Map for park/facility locations.

n. Parking

There were no County parcels identified that are used solely for parking purposes.

o. Vacant land - Buildable

As listed in Table 5 above, the land use inventory revealed 66.7 acres of vacant land (3.3% of total), and just over 60 acres of this is buildable. 52 of the 60.2 acres of vacant, buildable land consists of a parcel just southeast of the San Bernardino Freeway and Grand Avenue that in 1989 LAFCO determined to be part of Covina's Sphere of Influence. The remaining vacant areas are comprised of both entire lots and portions thereof between .2 and 1.5 acres in size located in various neighborhoods. All vacant properties are situated in generally residential neighborhoods.

p. Vacant land - Unbuildable

The 6.5 acres of unbuildable land are comprised of 4 hilly lots in Covina Hills. Again, the "unbuildable" determination is made by the Planning Division staff on the basis of location/access, topography, and physical features. If various construction measures were to be taken, it is possible that one or more of the three lots could be developed.

q. Public rights-of-way

This category includes streets, flood control channels, and the railroad right-of-way and constitutes 23% of the land use total. According to planning standards listed in various books, this figure is "average" for the type of area under discussion. The percentage is slightly higher than that for the City (22%) because of the large lot area in Covina Hills (in which streets compose a lesser portion of the land). Covina Hills occupies a large percentage of the County area.

r. Inventory of natural resources

Because this matter transcends jurisdictional boundaries, the City Natural Resources discussion, as presented in Section "B" above, is applied by reference. It should be noted, however, that Covina will have less control over any natural resources that stay under unincorporated territory jurisdiction.

s. Inventory of scenic resources

For the same reason stated in the previous paragraph, refer to the "City" section ("B") for a discussion on this matter. Again, Covina City policies aimed at preserving scenic resources will carry less weight in the County.

t. Major underutilized properties

The only major underutilized commercial parcels are a few properties strewn along Arrow Highway, Covina Boulevard, Cypress Street, and Grand Avenue. Staff does not believe this area of discussion warrants a great deal of analysis because most of the parcels are relatively small (under .75 acres). Also, in many areas, there are underutilized single-family residences that, under County control, would be developed with two or more homes, apartments, or condominiums/townhouses.

2. Summary of Key Facts

The following statements summarize the County's existing land use situation:

- a. The County areas pervade in various parts of the planning area, though the three largest concentrations are in the northwestern, northeastern, and southeastern/Covina Hills sections.
- b. City-County boundaries generally are haphazard, though unincorporated areas are often distinguishable by their lesser quality development and poorer property maintenance and, particularly in the large northeastern section, and by conflicting building types and land use situations.
- c. Most County territory, like the City, is built-out. Over two-thirds of the developed areas are residential uses, and 93% of the residential land is occupied by single-family detached homes, the dominant land use type.
- d. The County area is comprised of relatively little commercial and virtually no industrial land. All commercial properties are strewn along portions of Arrow Highway and Grand Avenue.
- e. There is a park/open space deficiency in the unincorporated areas similar to that of the City.
- f. There are some conflicting land use situations, particularly in the northeastern area, that should be handled appropriately in preparing the new Covina Land Use Plan.

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F. LOS ANGELES COUNTY GENERAL PLAN

1. Background Information

In updating a general plan, a community must consider its county's growth blueprint. The Los Angeles County General Plan was adopted in 1980 and is based on a horizon year of 2000. The Plan guides development decisions in County areas and, pursuant to the California General Plan Guidelines, covers incorporated territories as well. (However, in accordance with State law, the County does not exercise direct land use control in the incorporated areas.) Designations in city districts generally follow the respective municipal general plans. To facilitate implementation, community plans for various areas have been prepared, though not for the east San Gabriel Valley.

The County General Plan, which is based on broad social, economic, environmental, and development needs and goals, emphasizes following particular general policies and building guidelines as the best means of implementation. (Implementation measures and standards are not specific either, however.) The overall policy direction for all of Los Angeles County is 1) to promote a more concentrated urban pattern, 2) to focus new development in suitable locations, and 3) to accept moderate population growth equivalent to natural increase.

This discussion will focus on the County General Plan's Land Use Element, particularly its relation to the Covina area. As stated above, the City is only required to consider the County General Plan in formulating its growth blueprint and related goals, objectives, and policies. Therefore, the below discussion and analysis must be understood within this context.

2. County Land Use Element

The Land Use Element sets forth development type, distribution, and intensity policy for the entire County. The objectives and policies of the Element encourage a more concentrated urban pattern through revitalizing urban areas, infilling bypassed lands, and focusing new urban development in the "most suitable" locations. In addition, the objectives and policies aim to conserve natural resources and protect populations from natural hazards by careful management of development in sensitive areas. The implementation program is comprised of various directory recommendations.

The relation of the County's overall land use objectives and policies on Covina, the primary concern here, is graphically illustrated in the County's "General Development Policy" and "Land Use Policy" maps. These maps are on file in the Covina Planning Division and are discussed below.

a. General development policy

This establishes the overall land use framework. Most of the Covina area is designated "conservation/maintenance," which refers to districts "that are basically sound and should be protected or enhanced." In addition, there are a few pockets of "revitalization" districts, areas "where existing urban uses are being rehabilitated and/or recycled or where such action is desirable to restore and protect the area's physical, economic, and social health," and "infilling" areas, "parcels of vacant or agricultural land within developed urban areas that are appropriate for urban development." It should be noted that many of the sections are difficult to pinpoint and the map is somewhat outdated. Nevertheless, the information will be considered in drafting the new Covina land use proposal.

b. Land use policy

The above-noted General Development Policy is the foundation for the Land Use Policy. Los Angeles County's Land Use Policy distributes various residential, commercial, industrial, and other uses in a manner that generally follows existing development patterns. The Plan emphasizes that the land use policy is a statement of potential development only, not a blueprint for a particular growth scenario. In

addition, the categories are broad in nature (e.g., limited commercial activities are permitted in the residential areas) and, because of the scale of the map, some small land use patterns are not shown clearly. These points notwithstanding, the County's land use plan and related documents will be studied and included to a reasonable extent in the City of Covina planning activities.

3. General Plan Analysis

What the County's land use policy means to the Covina area essentially is moderate to intense building activity in most sections, and there is a great deal of flexibility as to what type of development can go where and at what scale. Although the general policy statements and suggested land use development pattern may be appropriate at the countywide level, a more focused approach is needed to best guide small cities. In addition, the County's implementation program is weak. Therefore, the Covina Planning staff will consider the County Plan and, where appropriate, clarify and specify the information in a manner that best meets the City's needs.

From a Covina planning standpoint, annexing as much unincorporated territory as possible would be desirable in that the City would have leverage over development activities and property maintenance in a greater area. Therefore, City General Plan implementation would be facilitated and local land use, growth, economic development, and community design policies would be better realized. In other words, the City's new land use proposal would be a stronger planning mechanism than the existing County Plan. However, the accommodation of public infrastructure and facilities and various services must be greatly considered. Also, according to State law, annexations must be voted on by effected property owners.

4. County Zoning Ordinance

It is believed that a discussion of County Zoning is unnecessary. The Regional Planning Commission's Zoning Code is a complicated document in which area zoning category identification is difficult. However, the City's General Plan update-related land use inventory identified several conflicting land use situations that necessarily relate to the County Zoning Ordinance. This means that as unincorporated areas are annexed into Covina, case by case studies should be conducted to determine appropriate classification and/or whether properties should be made non-conforming.

G. EXISTING LAND USE - PLANNING AREA

1. Land Uses - Types, Amounts, and Distribution

Table 6 below shows land use figures and percentages for the entire Covina Planning Area, which, as stated in the Introduction above, is comprised of the 7 square mile City/incorporated area and a 3 square mile County/unincorporated territory. In other words, the numbers are the sum of City and County figures shown in, respectively, Tables 1 and 5. Table 6 has been prepared to clarify the extent of land uses in all areas under study. A brief discussion of the table follows.

TABLE 6. PLANNING AREA LAND USES

LAND USE CLASSIFICATION	ACRES	PERCENT OF TOTAL LAND		PERCENT OF VACANT LAND	
			RANK		RANK
1. ALL RESIDENTIAL	3,500.1	54.2	-	55.4	-
a. SINGLE-FAMILY DETACHED	3,052.9	47.3	1	48.3	1
b. SINGLE-FAMILY ATTACHED	123.3	1.9	7	2.0	7
c. MULTIPLE-FAMILY	254.7	4.0	5	4.0	5
c. MOBILE HOME	61.6	1.0	10	1.0	11
d. GROUP HOME	7.4	.1	14	.1	15
2. COMMERCIAL	468.6	7.3	3	7.4	3
3. INDUSTRIAL	172.0	2.7	6	2.7	6
4. INSTITUTIONAL	108.8	1.7	8	1.7	8
5. GOVERNMENTAL	26.5	.4	12	.4	13
6. SCHOOL	386.7	6.0	4	6.1	4
7. UTILITY	66.6	1.0	10	1.1	10
8. MIXED USE	47.3	.7	11	.7	12
9. PARK	92.1	1.4	9	1.5	9
10. PARKING	10.5	.2	13	.2	14
11. ALL VACANT	133.6	2.0	-	-	-
a. BUILDABLE	124.1	1.9	7	-	-
b. UNBUILDABLE	9.5	.1	14	-	-
12. PUBLIC RIGHTS-OF-WAY	1,439.2	22.3	2	22.8	2
TOTALS	6,452.0	100.0	-	100.0	-

Land use percentages generally reflect the underlying City and County figures in that 1) most of the land is built-out, 2) slightly over one-fifth of the area is devoted to public rights-of-way, 3) almost half of the non-public uses are devoted to single-family detached residences, and 4) very little land is devoted to park use. In addition, the combined commercial and industrial percentage (9.8%) clearly illustrates the "averaging" of the figures for the two jurisdictions, though the City has higher concentrations of commercial, industrial, and institutional uses. (See Table 7 at the end of this section for clarification.)

2. General Analysis

As stated in Sections "A" and "B" above, the boundaries separating the City and County areas are often haphazard. In some instances, the transition from incorporated to unincorporated territory is unnoticeable. But in many cases, the County areas are distinguishable by more varied and lesser quality buildings, conflicting land use situations, poor property maintenance, and flag lot and/or landlocked parcel/use arrangements. Generally, however, there are no major or dangerous land use conflicts between the incorporated and unincorporated areas. For a discussion on the land uses and their distributions, refer to the individual City and County sections, where this matter has been presented in detail.

Table 7 below has been prepared to facilitate the comparing and contrasting of City, County, and Planning Area land use figures.

TABLE 7. CITY, COUNTY, AND PLANNING AREA LAND USES

LAND USE CLASSIFICATION	CITY			COUNTY			PLANNING AREA		
	ACRES	PERCENT OF TOTAL LAND	RANK	ACRES	PERCENT OF TOTAL LAND	RANK	ACRES	PERCENT OF TOTAL LAND	RANK
1. ALL RESIDENTIAL	2,173.90	48.50	-	1,326.20	67.30	-	3,500.10	54.20	-
A. SINGLE-FAMILY DETACHED	1,816.90	40.60	1	1,236.00	62.70	1	3,052.90	47.30	1
B. SINGLE-FAMILY ATTACHED	100.90	2.30	7	22.40	1.10	8	123.30	1.90	7
C. MULTIPLE-FAMILY	212.10	4.70	5	42.80	2.20	4	254.70	4.00	5
D. MOBILE HOME	38.00	0.90	12	23.60	1.20	7	61.60	1.00	10
E. GROUP HOME	6.00	0.10	15	1.40	0.10	12	7.40	0.10	14
2. COMMERCIAL	430.50	9.60	3	38.10	1.90	5	468.60	7.30	3
3. INDUSTRIAL	169.80	3.80	6	2.20	0.10	12	172.00	2.70	6
4. INSTITUTIONAL	92.90	2.10	8	15.90	0.80	9	108.80	1.70	8
5. GOVERNMENTAL	21.20	0.50	13	5.30	0.30	10	26.50	0.40	12
6. SCHOOL	359.80	8.00	4	26.90	1.40	6	386.70	6.00	4
7. UTILITY	60.00	1.30	10	6.60	0.30	10	66.60	1.00	10
8. MIXED USE	44.20	1.00	11	3.10	0.20	11	47.30	0.70	11
9. PARK	64.70	1.40	9	27.40	1.40	6	92.10	1.40	9
10. PARKING	10.50	0.20	14	0.00	0.00	13	10.50	0.20	13
11. ALL VACANT	66.90	1.50	-	66.70	3.30	-	133.60	2.00	-
A. BUILDABLE	63.90	1.40	9	60.20	3.00	3	124.10	1.90	7
B. UNBUILDABLE	3.00	0.10	15	6.50	0.30	10	9.50	0.10	14
12. PUBLIC RIGHTS-OF-WAY	985.60	22.00	2	453.60	23.00	2	1,439.20	22.30	2
TOTALS	4,480.00	100.00	-	1,972.00	100.00	-	6,452.00	100.00	-

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H. LAND USES ADJACENT TO PLANNING AREA

1. Background Information

Because the City and its Sphere of Influence are not a developed island surrounded by a sea of permanently designated open space, the General Plan update process must consider existing and proposed land uses that border the Covina Planning Area in abutting jurisdictions. Doing so fulfills State inter-governmental cooperation goals and helps to avoid major development, administrative, and legislative conflicts. Therefore, border uses and any planned major developments in the communities that surround Covina as well as the general use types within one-half mile of the Planning Area boundary are discussed below. The information is based on a study of general plans from the surrounding communities, windshield observations, and discussions with planners in the respective cities. It should be noted that as the Covina General Plan goes through revision, the City will make a reasonable effort to avoid major land use conflicts with neighboring jurisdictions.

2. Surrounding Communities

The applicable communities, along with their respective locations in relation to Covina, are listed below:

a. North of Planning Area (west to east)

- Azusa and Los Angeles County
- Glendora

b. East of Planning Area (north to south)

- San Dimas and Los Angeles County

c. South of Planning Area (east to west)

- Los Angeles County
- West Covina

d. West of Planning Area (north to south)

- Los Angeles County
- Irwindale

See Map 3 for clarification on the locations of surrounding communities.

a. North of Planning Area

1) Existing uses

The area in question runs along the north side of Arrow Highway and covers three jurisdictions, Azusa, Los Angeles County (Vincent to Barranca Avenues), and Glendora (Barranca to Valley Center). However, the types of uses and the character and intensity of development are similar for all portions of the street. The most common land uses along Arrow Highway are: commercial, specifically small, neighborhood shopping centers; "strip" retail and service establishments; gas stations; automotive repair services and sales activities; eating establishments; and banks and offices. Other common land uses on the street are condominiums and apartments and, to a lesser extent, industrial operations (wholesale and storage businesses and machine shops), institutional facilities (churches and nursing homes), and single family detached houses. There are also two mobile home parks. Overall, uses along the five-mile stretch of Arrow Highway vary tremendously, though most of the FARs are under .6. It should be noted that the

quality of much of the older buildings is marginal. Interior uses also vary, though most are residential and, along the major streets, commercial.

2) Planned uses

According to the Azusa, Los Angeles County, and Glendora General Plans, future development generally will reflect the existing land use pattern (i.e., an emphasis on commercial and residential uses). No major land use changes have been proposed.

3) Relation to Covina

Although on many portions of Arrow Highway land uses on the north and south sides differ, the street is wide enough so as to serve as an adequate buffer--or prevent major land use conflicts. But, as stated above, both areas generally have a commercial and medium to high density residential character. No major land use or traffic conflicts have been identified. Any future significant land use changes (whether here or at any other border location) should be evaluated on a case by case basis.

b. East of Planning Area

1) Existing uses

The eastern border of the Planning Area and interior one-half mile area meanders in different directions and runs through residential neighborhoods of varying topography. Between Arrow Highway and roughly the intersection of Badillo Street and Sunflower Avenue, the topography is flat and the primary uses are single-family detached residences, though there is a condominium project at Badillo and Cypress Streets and two mobile home parks on Covina Boulevard. The terrain generally is hilly from Badillo Street and Sunflower Avenue to the San Bernardino Freeway, and the uses are predominantly single-family detached residences. There is some open space too. Most of this area is within the City of San Dimas, though portions are in the County. In recent years, approximately three large-lot subdivisions have been built in San Dimas.

2) Planned uses

The San Dimas and Los Angeles County General Plans essentially promote the status quo and allow for moderate development in the vacant and underutilized areas, though medium (up to seven dwelling units per acre) and high (up to ten) density residential are permitted for Valley Center Avenue between Arrow Highway and Cienega Street. It should be noted that the San Dimas General Plan currently is undergoing major revision and will be reviewed by the Covina staff when complete.

3) Relation to Covina

With the possible exception of a small nonconforming food store on Valley Center Avenue, there are no existing land use conflicts between the Covina Planning Area and property to the east. The development in San Dimas and in the County is similar to that in Covina. And slightly more intense uses built on the few now vacant or underutilized properties probably would not disrupt this balance.

c. South of Planning Area

1) Existing uses

The southern border of the Planning Area is somewhat haphazard. Between Village Oaks Drive and Via Verde, the boundary is generally the San Bernardino Freeway, south of which lies a large-lot, rural character single-family detached neighborhood, conventional single-family homes, vacant land, and a housing tract under construction (to be discussed in the "future developments" section below). The one

primary exception here--or area where the boundary jogs around--is a vacant 52-acre property abutting the Freeway and contiguous with the Forest Lawn Cemetery, which was added to Covina's Sphere in 1989. West of Village Oaks Drive, the boundary runs in various areas and ends at Badillo Street and Vincent Avenue. The most abundant land use type between Hollenbeck Avenue and Village Oaks Drive is commercial (shopping centers, restaurants, transient lodging, auto dealers and repair shops, professional offices, and various commercial businesses). There are also single-family detached neighborhoods and multiple-family properties. Most of the areas adjacent to the boundary that are west of Hollenbeck Avenue are residential (apartments and typical tract housing), though there is a major office facility and hospital near San Bernardino Road and Lark Ellen Avenue.

2) Planned uses

The General Plans of West Covina and Los Angeles County do not deviate from the type of commercial and residential development that now exists along the southern border. Currently, in a hilly, vacant 148-acre site just southeast of the San Bernardino Freeway and Grand Avenue, 167 single-family homes are being constructed. This constitutes the major development surrounding Covina. It should be noted that because the above noted, adjacent 52-acre vacant property was recently declared by the Los Angeles County Formation Commission (LAFCO - which oversees annexations and matters relating to changes in jurisdiction boundaries) to be part of Covina's Sphere of Influence, the Planning Division believes that the 148-acre site in question plus the abutting Forest Lawn Cemetery may also be designated for eventual Covina annexation. Therefore, the 148-acre area and the Cemetery shall be listed on the Land Use Map as "Study Area" to clarify the City's interest in this area and to reflect possible LAFCO determinations. The homes under construction should not result in any land use conflicts with existing Covina developments because of similar housing types. Also, there will be more development activity on various now-vacant or under-utilized properties, which may or may not impact Covina. (One such site is the Eastland Mall.) This will have to be reviewed on a case by case basis.

3) Relation to Covina

Although certain areas have differing land uses adjacent to one another, generally there are no major land use conflicts. West Covina's multiple-family and commercial properties along and off of Azusa, Hollenbeck, Citrus, Barranca and Grand Avenues are, for the most part, adequately served by the streets and freeway and are consistent with Covina's land use pattern. Two of the larger complexes, Eastland Shopping Center and Restaurant Row, are buffered by, respectively, a large parking area and street and a substantial grade differential.

d. West of Planning Area

1) Existing uses

Around the intersection of Arrow Highway and Vincent Avenue, there are some commercial and industrial uses, and, from roughly Chadmont Street to the Big Dalton Wash, lies a vast dirt pit. Single-family detached residences exist from this point down to San Bernardino Road and in back of the Ralph's Shopping Center. The neighborhood is governed by Los Angeles County, and the railroad track constitutes the boundaries between the Spheres of Influence of West Covina and Irwindale.

2) Planned uses

The Irwindale General Plan shows the entire area from Arrow Highway to the Wash as industrial. However, the map does not show a land use designation for the single-family detached neighborhood in Irwindale's Sphere that is south of the Wash. In addition, West Covina's Land Use Element does not list any land use categories for the neighborhood west of the Planning Area's western border and south of the railroad track.

3) Relation to Covina

Although a land use conflict could occur regarding Irwindale's dirt pit or development thereof and the residential neighborhood east of Vincent Avenue, both uses have existed for many years and no major problems have been reported. In addition, the dirt pit is substantially below grade, which prevents noise and dust disturbances, and there are few facility driveways. Future development here should be reviewed by Los Angeles County and Covina officials to ensure, to the greatest extent possible, land use compatibility. In addition, the Covina Planning staff should investigate why the Irwindale and West Covina General Plans do not show land use designations for the portions of their respective Spheres that are just west of the Covina Planning Area. Based on the existing conditions, however, it can be assumed, that the area would be given a "low density residential" designation on both General Plans, thereby ensuring compatibility with Covina.

3. Conclusion

The above discussion and analysis indicates that there are currently no major land use conflicts between the Covina Planning Area and surrounding jurisdictions. A factor that tends to insulate Covina from friction with neighboring cities is that most portions of the Planning Area boundaries are separated by major streets or grade differentials and, in many cases, the developments in the adjacent jurisdictions are at least somewhat similar to uses on the Covina side. Also, abutting communities' General Plans tend to reflect existing land use patterns, though in certain areas, such as north of Arrow Highway and south of the Planning Area, there will be new construction activity that individually or cumulatively may impose some land use, traffic/circulation, and/or other impacts or conflicts. These matters should be handled through case by case project reviews. Therefore, continued inter-governmental cooperation in receiving and reviewing major site plans (in both border and adjacent, interior areas) should be encouraged in addition to adherence to the goals, objectives, policies, and development standards of the revised Covina General Plan.

I. RECENT AND FUTURE COVINA DEVELOPMENT/LAND USE ACTIVITY

1. Incorporated Area

a. Current and immediate past

The 1990-92 national economic slowdown or recession has resulted in relatively little new development now occurring. Approximately 5 single-family attached and multiple-family complexes are either going up or being reviewed, and one community shopping center is under construction, as of spring 1992. Although these projects will alter the land use classifications for their respective properties, the overall impact on the community will be minor. (Most of the applications Planning is now reviewing are for home additions, tenant improvements, and the remodeling and/or expansion of various commercial, industrial, and institutional properties.) In addition, no major land use changes are now under consideration.

Over the previous ten years, however, moderate development--or many alterations of uses--did occur in various parts of the City. This development, which cumulatively intensified and "infilled" Covina, thus affecting the community's character, is described below. For clarification on City areas, refer to Map 3.

1) Residential

- a) A few 2- to 7-lot single-family detached subdivisions and one 39-lot project.
- b) Many 3- to 15-unit apartment complexes, a few around 15 to 50 units, and one 200+ unit development (densities generally between 20 and 30 dwelling units per acre).
- c) Several medium to large size condominium and townhouse complexes (densities generally around 12 to 15 dwelling units per acre).

Virtually all of these projects were either "infill" in nature or constructed on underutilized older single-family detached properties or vacated public school, utility, or City parcels. On average, over 100 dwelling units per year went up during the '80s. Because most of the development was comprised of apartments, condominiums, and townhouses, the cumulative impact of this new residential development magnified Covina's transformation from a predominantly single-family detached community to one of various housing types. The Housing Element illustrated that presently only about 42% of Covina's housing stock is comprised of single-family detached houses.

2) Nonresidential

- a) The remodeling and/or expansion of several community shopping centers, such as Covina Town Square and Covina Marketplace, both of which are at Arrow Highway and Azusa Avenue, as well as strip retail facilities and miscellaneous retail buildings.
- b) The construction of various small commercial establishments, such as office buildings, restaurants, mini-malls, auto repairs outlets, and combination gas station and mini-markets.
- c) The construction of medium and large office buildings in Village Oaks area (near Holt Avenue and Freeway) and elsewhere.
- d) The development of two industrial parks and expansion of a few industrial buildings.
- e) The expansion of the City's 3 hospitals and several churches.

Over the past 11 years, in various parts of the City, on average, approximately 10,000 square feet per year of commercial and industrial floor space was constructed. Most of the additions, it should be noted, were built on properties already designated for and/or used for commercial or industrial activities. So the primary land use impact of this growth generally was to intensify the community's commercial and industrial districts.

b. Future development

It is difficult to determine precisely how much growth at what areas will occur in the future. Besides population increases, the expansion of various employment centers, commuting patterns, market factors, rising land values, and Covina's future image and appearance, a key factor in shaping long-term physical changes will be the plan on which this Study is based, the Land Use Element. Other determining points will be the amount of public and private surplus land (i.e., from schools, utilities, flood control, or the City) that are deemed suitable for other uses, development in abutting jurisdictions, annexations, the new Metrolink Commuter Rail Line, and traffic improvements. However, based on analyses of the above factors and various Covina General Plan update input, regardless of the particular development scenario chosen, it can be assumed that at least "moderate" growth will occur on a citywide basis. There will be more infill and intensification of land uses throughout the City, which will generate new land use pressures on now low-intensity areas. The revised General Plan will guide and shape this growth in a fashion that considers existing conditions, community sentiment, the City's carrying capacity, fiscal realities, and economic development factors. Covina would probably reach build-out by around 2010.

2. Unincorporated Area

a. Current and immediate past

Over the past 11 years, development in the County territories has followed a pattern similar to that of the City: infill construction and intensification of residential and commercial properties in various areas. However, County development patterns tend to be more haphazard and incompatible with surrounding uses than growth occurring in the City. The average annual amount of growth over the '80s is unknown.

The County's development has been most pronounced in portions of the northwestern and northeastern and eastern unincorporated islands, in Covina Hills, and along stretches of Grand Avenue. Most of the construction pertains to commercial buildings, apartments, and condominiums/townhouses going up on sites that were previously vacant, underutilized, or occupied by older houses. In addition, there have been a few "infill" single-family detached residences built in various neighborhoods.

b. Future development

As is the case with the incorporated areas, the amount of future County development will be determined by population and employment factors, market demand, area image and appearance, land costs, available surplus land, the Commuter Rail Line, traffic/circulation improvements, and the extent of annexations. The latter factor in particular will be a major influence because the City's General Plan will be more restrictive than current Los Angeles County land use policy. Therefore, the more area that remains unincorporated, the greater the amount of overall development that will likely occur in the Planning Area. As stated in the Introduction above, currently about three square miles of the ten square mile Planning Area are governed by the County.

J. PLANS FROM OTHER AGENCIES AFFECTING COVINA LAND USE

1. Introduction

There are four Southern California Association of Governments (SCAG) plans that collectively could impact Covina land use. SCAG, southern California's Regional Planning Agency, has prepared the four long-term plans to "provide a blueprint for the way toward improving the region's transportation mobility, its patterns of growth, and its air quality." The plans are: the Growth Management Plan, the Regional Mobility Plan, the Air Quality Management Plan, and the Regional Housing Needs Assessment. The Air Quality Management Plan was developed in conjunction with the South Coast Air Quality Management District (AQMD).

SCAG developed the four planning tools specifically in response to Federal and State statutes and as a means for addressing and meeting southern California's future population growth, which is expected to rise from approximately 13.8 million (1991) to over 18 million by 2010. This growth, along with major increases in jobs and housing, while strengthening the regional economy and creating many opportunities, will have profound negative impacts on the area's transportation network, commuting patterns, air quality, and local land use situations unless mitigation measures are adopted and followed.

The four SCAG plans are comprised of voluntary and mandatory measures that aim to achieve related regional transportation, land use, and environmental goals and objectives. Because regional transportation, land use, and environmental concerns are interrelated and would therefore tend to transcend the scope of any one topical document, many objectives, policies, and implementation measures are common to more than one plan. This is particularly true concerning the Regional Mobility and Air Quality Management Plans.

Local government is a key player in implementing the four plan package, according to the Association of Governments. Therefore, applicable regional documents from SCAG and all other agencies, which pertain to congestion relief, solid waste management, hazardous waste management, and groundwater protection, warrant consideration in the Covina General Plan update process. The below regional plan discussion, which first describes and comments on the SCAG Plans, will focus on how the documents could affect Covina land use.

2. SCAG Growth Management Plan (GMP)

a. Background

The Growth Management Plan (GMP) is SCAG's advisory regional growth management proposal. The purpose of the Plan is twofold: a) to forecast population, housing, and employment growth for the six-County SCAG region over the next 20 years; and b) to establish land use policies and implementation measures for accommodating the growth. GMP growth forecasts are used in SCAG's other plans (Regional Mobility, Air Quality, and Regional Housing Needs Assessment), a fact that underscores the interrelatedness of the southland's transportation and environmental issues and the need to approach them in a comprehensive fashion.

The Association of Governments projects that between 1988 and 2010 southern California's population will jump from 13.7 to 18.3 million, a 34 percent increase. In addition, housing is expected to rise by 44 percent and employment should go up by around 38 percent. However, while most (57%) of the new jobs created during this period will locate in highly urbanized areas of Los Angeles and Orange Counties, a majority (53%) of the new housing will be built in developing portions of San Bernardino, Riverside, north Los Angeles, and southeast Orange Counties. Regionwide, this unequal growth pattern results in an imbalance between the location of jobs and the location of housing, which increases dramatically total vehicle miles traveled (or VMT, a commonly used regional planning descriptor) on the southland's freeways and major roads, thereby exacerbating traffic congestion and air pollution problems.

The Growth Management Plan seeks to mitigate the growth-related transportation, environmental, and other problems primarily through a jobs/housing balance policy. The ratio of jobs to housing simply

means the relative quantity of employment opportunities to dwelling units in a particular subregion. For example, a 1.25 jobs/housing policy means that for every newly constructed dwelling unit, 1.25 jobs would have to be created. Jobs and housing are in balance when an area has enough employment opportunities for most of its residents and enough housing for most of its workers. Also, technically the types of housing provided should be compatible with the new local employment opportunities.

"Area," according to SCAG, is defined as a subregion, such as the east San Gabriel Valley, central Los Angeles, or the San Fernando Valley, and each subregion is classified as highly urbanized, urbanizing, or mountains/desert. The east San Gabriel Valley is classified as highly urbanized. Southern California as a whole is considered balanced. A subregion is balanced if its ratio of jobs to housing matches that of the region, 1.27 in 1984 and 1.22 in 2010. Job-rich subregions have ratios greater than the regional average; housing-rich subregions have ratios lower than the regional average. The 1984 east San Gabriel Valley ratio was 1.03, which means that the Covina area is housing rich/jobs poor. More on this (as well as Covina's jobs/housing ratio) is explained below. (It should be noted that in recent SCAG documents and policy presentations, there is a greater emphasis placed on VMT reduction than on jobs/housing balance, though both terms serve essentially the same purpose.) This will be elaborated on later during the discussion of the Air Quality Management Plan.

SCAG's overall growth management strategy from 1989 (Plan adoption) through 2010 (horizon year) is, through local implementation of its job/housing balance program, to redirect 9 percent of the region's forecasted new employment or jobs to housing-rich areas and to redirect 5 percent of the new housing units to job-rich areas. (Existing jobs and housing are not affected.) According to the GMP, this more equal or balanced distribution of employment and housing opportunities would greatly reduce vehicle miles traveled, thereby mitigating traffic congestion, air pollution, and land use problems. Other benefits of minimizing the unequal distribution of jobs and housing would be the increasing of worker productivity and general population leisure time and the fostering of more cohesive communities (by, in some cases, reducing sales tax generation disparities among cities).

The growth management strategy is to be achieved by local government fulfillment of specific five-year jobs/housing balance "targets" or performance goals for the subregion in which the municipality lies. For the east San Gabriel Valley, the performance goal is 1.25--meaning that, on average, for every net dwelling unit added to a jurisdiction's housing stock, 1.25 new jobs should be created. (AGAIN, IT MUST BE EMPHASIZED THAT THE PLAN IS ADVISORY AND DOES NOT AFFECT EXISTING HOUSING UNITS AND EMPLOYMENT FIGURES.) Relating to land use planning, this means that future residential and nonresidential land use situations and relationships would have to be more closely studied. Ideally, according to the Plan, to the greatest degree possible, a community should reconcile the types of jobs and new housing to ensure the viability of the program.

The suggested, key implementation program is to incorporate jobs/housing balance goals and policies into the local general plan and zoning ordinance. An example of a policy of this type could be to encourage the retention and enhancement of a community's commercial and industrial areas/land uses for job retention purposes. Although implementing actual job/housing ratios may be infeasible (explained in analysis below), the GMP allows local governments flexibility in selecting and adopting implementation measures that best meet their conditions. It should also be noted that, according to the Plan, in housing-rich subregions such as the east San Gabriel Valley, an "excess" of housing can be accommodated if the units that cause the plethora are earmarked for low income residents or senior citizens or if locally-acceptable mitigation measures ensuring needed economic development or infrastructure enhancement are realized. Also, implementation measures must not be legally questionable or burdensome.

b. Analysis

As mentioned in Section "A" above, the GMP recommends that Covina and other east San Gabriel Valley cities follow a 1.25 jobs/housing balance ratio/policy. The Covina Planning Division feels that there is a great deal of merit to the jobs/housing balance concept from both regional and local planning standpoints and, accordingly, adoption and implementation of reasonable measures aimed at increasing the City's employment to dwelling unit ratio could be accommodated. Specifically, the City should incorporate into the General Plan appropriate, general "jobs/housing ratio maximization" policies, which

would subsequently be followed in the Zoning Ordinance and through initiating a local economic development program. A typical jobs/housing balance goal would be to encourage, to the greatest extent feasible, the preservation and enhancement of Covina's commercial and industrial areas/uses for sales tax generation, job retention, and related purposes. In addition, an example of a viable economic development program could be to create a special commission and/or assign applicable tasks to a City department for the purpose of assisting existing and attracting outside businesses to increase employment. The community could easily monitor housing construction and employment enhancement trends utilizing local, State Employment Development Department (EDD), and SCAG data.

It should be noted that over the past 30 years, the City generally has followed these strategies, which is indicative of a relatively high percentage (13.2%) of commercial and industrial land, a comparatively large number of small and medium size businesses, and one of the San Gabriel Valley's highest sales tax per capita figures. In addition, the City's Redevelopment Agency has assisted in the development and/or enhancement of various commercial and industrial properties for job retention and related economic development purposes. In fact, Covina's existing land use practices and redevelopment assistance efforts have resulted in the City having a higher jobs-to-housing ratio (1.74) than most other east San Gabriel Valley communities, which clearly underscores a strong, diversified economic base. (Refer to Section "E8" of Housing Study for clarification.) Also, the Growth Management Plan suggests forming an inter-city organization to promote and coordinate implementation of jobs/housing balance goals. Therefore, Covina may wish to participate in the recently established San Gabriel Valley Commerce and Cities Consortium, a volunteer organization comprised of cities and major corporations that promote economic development on a regional or San Gabriel Valley basis. Currently, about one-third of the 30 San Gabriel Valley cities participate in this consortium.

Lastly, it should be noted that the diversification of uses in Covina and other San Gabriel Valley cities over the past 25 years (from virtually all residential to the addition of many commercial and industrial uses) has resulted in and, to a certain degree, will continue to serve as a "natural" jobs/housing balance mitigation measure, despite density intensifications. Or, the proliferation of commercial and industrial developments has simply added many jobs. For example, in 1969, according to a special City-conducted census, 17.3% of the Covina labor force worked in the City and 40% worked in the San Gabriel Valley or Inland Empire. The Planning Division's 1989 random questionnaire revealed that 25.4% of the respondents worked in Covina, and almost half (48%) were employed in the surrounding communities. These percentages probably will increase slightly in the future. The point of this matter is that implementation of a local economic development program would also be conducive to the same economic forces that have and will continue to shape the area.

It must also be pointed out that additional City Council direction on this issue is necessary. As stated earlier, in later documents, SCAG views jobs/housing balance in terms of vehicle miles traveled reduction. Therefore, whether and to what extent the Council wishes to adopt a "VMT reduction" policy will essentially determine the degree to which Covina participates in the jobs/housing balance effort. Also, any City jobs-to-housing ratio enhancement program would have to be flexible and viable and generally consistent with existing and future development policies and desires. Thus, as stated above, the City/Redevelopment Agency should be best served by following general "jobs/housing ratio maximization" policies that coincide with ongoing local and regional economic development and community revitalization efforts and activities.

3. SCAG Regional Mobility Plan (RMP)

a. Background

The RMP is SCAG's advisory comprehensive transportation policy document, the purpose of which is to mitigate the region's worsening mobility and congestion problems. The Plan is directly linked to and dependent on SCAG's GMP, RHNA, and AQMP, and its primary goal is to recapture and retain the transportation mobility levels of 1984 (around the time of the Olympics). RMP background facts and figures, the most noteworthy of which is that by 2010 regionwide daily person trips will increase by 42% if no mitigation measures are employed, underscore the facts that 1) the streets and roads of the region simply cannot accommodate anticipated additional traffic, 2) the maximum possible reduction in single-

occupant vehicle trips is essential for meeting various transportation and air quality goals, and 3) better utilization of existing regional transportation networks is necessary. The backbone of the Plan are various goals, objectives, and policies that elaborate on the above and related mobility points and serve as the foundation for an action program. The action program is comprised of four elements, which, along with their respective implementation measures, are briefly described below:

- 1) **Growth Management** - This refers to the same jobs/housing balance policy detailed in the GMP and underscores the interrelatedness of the issues. Achieving a more equitable distribution of new jobs and housing (or a reduction in travel distances/vehicle miles traveled), the Mobility Plan states, is paramount to reducing congestion. This is an important component of the process and complements the three other elements.
- 2) **Transportation Demand Management (TDM)** - TDM means managing demand during peak periods before it gets on the highway and is the key theme employed in the RMP. Managing demand in effect creates moving capacity on existing facilities and services. TDM measures include ridesharing, carpooling, vanpooling, flextime, modified work weeks, telecommuting, and parking management, and the measures all share a common goal of seeking to modify individual travel behavior to reduce peak period congestion and single-occupant vehicle trips. For Covina and other cities, the specific implementation of TDM measures is carried out through the Air Quality Management Plan (AQMP) process, which is discussed in the following section.
- 3) **Transportation system management (TSM)** - TSM refers to employing measures to attain the maximum utilization and capacity out of the existing transportation infrastructure. Examples of common TSM measures include high occupancy vehicle lanes, signal synchronization programs, intersection channelization improvements, and increased freeway message signs. Again, all these measures are addressed in the AQMP.
- 4) **Facilities Development** - This portion of the program pertains primarily to the State, County Transportation Commissions, and other agencies and deals with completing various freeway projects and connecting several gaps, improving major roads and the existing bus network, and developing a regional passenger rail system. There are also sections pertaining to enhancing aviation, maritime, railroad, and goods movement. As a local government, Covina's recommended action (again, the Plan is advisory only) would be to improve the major streets, to coordinate traffic signals with surrounding jurisdictions, and to assist in the development of the Metrolink Commuter Rail network and enhancement of any bus routes.

The Regional Mobility Plan concludes with a section on funding, which states that currently there are inadequate funds to pay for the suggested improvements and that new revenue sources (primarily for the State and counties) and that major political commitments will be warranted. For municipalities, the Plan strongly suggests making maximum use out of existing transportation subventions (such as Proposition A and gas tax monies), seeking additional State and Federal aids and grants, where possible, and adopting stable, recurring locally generated revenue sources, for example assessment districts, to pay for road repairs and improvements, signal synchronization, and other programs.

Possible land use impacts come from the growth management (see GMP discussion above) and TSM measures, such as signal synchronization. For example, altering the flow of traffic on any street could generate new land use pressures.

b. Analysis

The City believes in the spirit of SCAG's comprehensive approach to addressing the region's mobility problems and will contribute, to the greatest extent feasible, to implement TDM, TSM, and other recommendations. Regarding the growth management element, as stated in the preceding section, Covina should follow a viable jobs/housing balance or VMT reduction policy by maintaining and, where appropriate, enhancing the local commercial and industrial bases through an economic development program as well as continuing Redevelopment Agency practices aimed at maintaining and expanding

commercial and industrial properties. But again, official Council/Agency direction will be needed. The three mobility elements are an integral part of the AQMP and shall therefore be evaluated in the discussion below. Most of the recommendations contained in the mobility portions of the Plan pertain to County Transportation Commissions, SCAG and other regional agencies, and the State.

4. SCAG Air Quality Management Plan (AQMP)

a. Background

The purpose of the Air Quality Management Plan (AQMP) is to bring the Los Angeles Area into compliance with Federal and State air quality standards. The AQMP was prepared jointly by the South Coast Air Quality Management District and SCAG, which sets out the Plan's land use, transportation, and energy conservation control measures. AQMP measures focus on 1) controlling what are known as indirect sources of emissions, for example roads, highways, and parking facilities, which attract vehicles or mobile sources and are the principal cause of air pollution; and 2) reducing vehicular trips by adopting such methods as employee ridesharing, compressed work schedules, and telecommuting. (Reducing employee trips during peak congestion hours greatly reduces air emissions.) Because the Plan will have long-term land use implications for Covina, applicable procedures warrant discussion at this stage of the General Plan update. (Refer to Covina Environmental Services Department AQMP reports for a comprehensive analysis of the Plan and every measure that applies to Covina.)

The AQMP includes approximately 20 measures that are applicable to local governments. Although cities and counties have discretion over what procedures to adopt to best suit their needs, participation in the process is mandatory. In addition to the AQMP, Covina must implement AQMD's Regulation 15, which requires cities to develop and implement a trip reduction plan for local government sites with 100 or more employees. Employment at the public safety complex (Police and Fire headquarters at Citrus Avenue and San Bernardino Road) exceeds this threshold.

It should be noted that in March 1991, the Covina City Council adopted in concept the AQMP and directed Environmental Services staff to develop specific implementation proposals. Four months thereafter, the Council adopted AQMP measure "1a," which led to the passage of an employee compressed work week schedule. The City currently is implementing compressed work weeks and considering other methods of reducing employee trips on a Citywide basis, along with implementation of the trip reduction plan required at the Police and Fire complex. Environmental Services recommends adopting a trip reduction ordinance and possibly a General Plan Air Quality Element to establish an overall trip reduction policy framework and to best acknowledge and achieve regional transportation and air quality goals. (The AQMP may require the City to adopt an air quality element anyway. Also, a TDM ordinance is stipulated pursuant to the Congestion Management Program, which is explained in Section 5 below.)

The following listing discusses AQMP measures that will or could, in various ways, have the greatest effects on Covina land use. (Refer to Plan or to Environmental Services reports for clarification.) Again, adoption of specific measures is at the City's discretion and subject to Council approval.

- 1) **Bicycles (Measure 1b)** - Having bike routes on the General Plan will affect vehicular circulation and mandating bicycle parking facilities in certain shopping centers would alter various commercial layouts.
- 2) **Trip Reduction Ordinance (2a)** - The various trip reduction methods that the City could require of employers, such as ridesharing and compressed work weeks, may alter circulation routes and business activities. Therefore, some land use impacts would possibly occur. Also, the incorporation of telecommuting programs and telecommuting centers could result in quasi-mixed use situations.
- 3) **Air Quality Element (2b)** - The AQMP recommends a city to prepare an air quality element primarily 1) to strengthen the community's position in complying with AQMP regulations and determine the best means of addressing applicable AQMP measures and 2) to increase awareness

of local responsibility for air quality and the vital role of local government in meeting the emission reduction goals of the AQMP. Bonding air quality matters with Covina's principal land use policy document would mean that air quality-related goals, policies, and implementation measures would play a role in shaping future land use in the City. One area of potentially major impact deals with parking or auto use restrictions.

- 4) **Auto Use Restrictions (2e)** - Requiring special event centers to operate park-n-ride and off-site facility lots, auto-free zones, and street closures during peak periods could alter the circulation patterns and, therefore, land use character of various areas.
- 5) **Growth Management Component** - Following SCAG's jobs/housing balance or vehicle miles traveled (VMT) reduction goals would effect land use in that each new dwelling unit should be accompanied by 1.25 jobs or a reasonable derivative thereof (if this policy was adopted). Any local growth management strategy, which could result in certain land use impacts, would have to be tailored to Covina's ongoing activities and shaped so as to give the City maximum flexibility. (See Growth Management Plan Section for a complete jobs/housing balance or VMT reduction discussion.)

b. Analysis

As stated in the Introduction to this chapter above, the City has discretion concerning what measures to adopt to address SCAG and AQMD issues. However, it must be noted that failure to take action could result in the imposition of fines and possibly further erosion of local land use authority. The measures that ultimately will be selected and their respective extents of implementation will determine future land use impacts.

A complete analysis of each measure would be beyond the scope of this writing and more suitable for Environmental Services, though the Covina Planning staff believes that the greatest potential effects relate to the growth management component and auto use restrictions. Such impacts simply relate to accommodating relatively more commercial and industrial developments (i.e., jobs) and orientating such uses around transportation modes other than the car. As stated in the Growth Management Plan Section, the Planning Division finds a great deal of validity with the jobs/housing balance or VMT reduction concept, and therefore some type of growth management or economic development program appears in order. But, again, much of this effort would consist of continuing existing City policies regarding maintaining and, where possible, enhancing the local economic base by preserving commercial and industrial land and redeveloping blighted areas.

More staff analysis and Planning Commission and City Council policy direction in the area of AQMP land use and other impacts is needed. However, Planning agrees with Environmental Services' recommendation to adopt a trip reduction ordinance and to incrementally incorporate reasonable applicable measures into City programs. The City's recent adoption of the first phase of an employee trip reduction proposal is a step in the right direction. It should also be noted that as of this writing, the final AQMP revision has not yet been adopted.

5. Metropolitan Transportation Authority (MTA) Congestion Management Program (CMP)

a. Background

The Congestion Management Program (CMP) of the Metropolitan Transportation Authority (MTA) was established pursuant to Proposition 111 (June 1990) and State legislation. The CMP is a countywide traffic congestion relief measure that also aims to improve air quality and encourage growth management. The Congestion Management Program's purpose is similar to and its goals and policies complement SCAG's three growth management plans mentioned above. Therefore, potential land use impacts exist.

The CMP is based on specific congestion relief-oriented measures that require local governments to adopt various congestion relief plans or face losing gas tax subventions. The MTA has a great deal of leverage in ensuring that its goals (and therefore the goals of SCAG and AQMD) are met.

In complying with the CMP, the City will need to:

- 1) Conduct traffic impact analyses for new, major developments (such as what could go up around the Montgomery Ward site on South Barranca Avenue) that generate a certain number of trips. Traffic mitigation measures are required.
- 2) Adopt a transportation demand management ordinance that would require a) employers in the City to submit trip reduction plans and b) the City to amend its Code to require various facilities to accommodate alternate modes of transportation.
- 3) Ensure that the level of service (or amount of congestion) on Azusa Avenue does not fall below a certain threshold. (Azusa is on the "CMP network," which is comprised of all major thoroughfares and State highways.) If the service level on Azusa should fall below the standard, which is a "Level Of Service E," then the City will have to prepare a plan showing how traffic impacts would be mitigated.

The Draft Congestion Management Program was prepared in late 1991, and the MTA is now developing the final CMP, which must be approved by SCAG, for consistency with its four regional plans, and then adopted by the MTA Board. Final approval by both agencies is expected by fall 1992. Therefore, some requirements may change. The Covina General Plan Circulation Element further expands on the CMP.

The specific land use impacts are currently unknown, though probably would be similar to those associated with Air Quality Management Plan implementation. (Refer to previous applicable section). It is clear, however, that the CMP package may alter development standards and could impact future development on major streets. See "analysis" below for clarification.

b. Analysis

The CMP appears to be a viable process that links SCAG's overall transportation, growth management, and air quality goals and establishes a strong implementation program. Although the Planning staff concurs with Environmental Services that a trip reduction ordinance is necessary, the final Congestion Management Program will have to be released before Planning can comment on the type and extent of land use impacts. However, it is believed that the effects on land use will be no greater than those received from the AQMP. Another important fact is that Council will, of course, have to approve any course of action that Planning would follow.

As indicated in the final paragraph of the "background" section, the CMP process generally affects land use by, first of all, requiring traffic mitigation on certain major streets and for particular projects. This could change the scale and location of certain developments. (In other words, the MTA will have de facto land use controls.) The CMP's requirement (administered through the transportation demand management ordinance) that the Zoning Ordinance be amended to call for the accommodation of alternate modes of transportation in certain projects means that development standards would be impacted. Therefore, such effects here are likely to be Zoning-related or "site specific" in orientation. Moreover, from an overall land use relation standpoint, the impacts mean that the location and extent of certain major commercial facilities could be scaled back or that a developer could build away from the networks, resulting in the imposition of differing land use pressures on neighboring activities.

6. SCAG Regional Housing Needs Assessment (RHNA)

a. Background

The Regional Housing Needs Assessment (RHNA) is the fourth and final SCAG plan that deals with growth in the region. Using the Growth Management Plan (GMP) as a basis and considering State

housing laws and applicable SCAG policies, the Association of Governments developed the RHNA, which is essentially comprised of charts and tables that advise local governments as to how much additional, future housing (through 1994) should be considered to address regional housing needs. (In this sense, "considered" means either actually seeing the development thereof or, at least, planning therefor.) Each city is required to incorporate its allocation of housing need (which is actually existing as well as future needs) into the local general plan housing element and subsequently into the community's planning program. It should be noted, however, that SCAG's housing numbers are not intended to be development quotas but "housing need guidelines." Nevertheless, a city must make a reasonable effort, given available resources, to fulfill its regional housing needs.

In terms of the relation of the Regional Housing Needs Assessment to SCAG's other regional plans, the RHNA is a key growth management component in that the Plan accommodates GMP forecasts by facilitating jobs/housing balance and enhancing transportation and air quality. Covina's total RHNA housing allocation through 1994 is 976 units. Again, the City must use this figure as a short-term housing guideline, which, at a minimum, means planning to absorb this number by identifying suitable vacant and underutilized dwelling unit sites. (The penalty for non-compliance could be the denial of the Housing Element by the State Housing Department and/or loss of housing funds. However, the City may provide a lesser number if that amount can be justified. Refer to the Housing (Element) Study for a complete discussion and analysis of the RHNA. Notwithstanding this fact, as stated above, Covina still is required to make a reasonable attempt to meet its regional housing goals by adequately analyzing available resources.) In terms of land use impacts, the current focus of discussion, the RHNA figure means that the City should allow for continued moderate residential development, as explained below.

b. Analysis

The City will attempt to meet the intent of the RHNA law and provide as well as plan for as much housing as can be reasonably accommodated. But care must be taken to ensure that City infrastructure and services can handle the additional housing. Regardless of the actual number of units provided, the RHNA process has three key land use implications for Covina. One is simply that the City's revised General Plan will have to set aside ample land, at suitable densities, for apartment and condominium development. (The bulk of the units that will be constructed over the next few years will be medium to high density developments.) In addition, the relation of the future multiple family and condominium areas to other land uses should be carefully evaluated to ensure compatibility. Specifically, land use conflicts should not be allowed for the sake of complying with the RHNA. Lastly, it would be appropriate to evaluate new dwelling units (all types) from a general jobs/housing balance/economic development or VMT reduction standpoint. This simply means strengthening the economic base as much as feasible to maintain and enhance necessary employment and tax generation components. Covina lies within a region that, as stated in the GMP discussion, is slightly jobs poor and housing rich. (Again, RHNA clarification can be found in the Housing Element Study.)

7. Countywide Integrated Waste Management Plan

a. Background

The Countywide Integrated Waste Management Plan requirement was created pursuant to the 1989 California Integrated Waste Management Act (AB 939). AB 939, among other things, shifted the responsibility for waste management planning from the State to local governments. Each city must prepare, adopt, and implement a Source Reduction and Recycling Element (SRRE) and a Household Hazardous Waste Element (HHWE). These programs (called "Elements" though not actually a part of the General Plan document) identify how the municipality will divert, through waste characterization, source reduction, recycling, and composting activities, 25 percent and 50 percent of all solid wastes by, respectively, 1995 and 2000 and in what ways the community will eliminate hazardous constituents. The legislation allows cities to determine what programs to implement to best meet their waste diversion/reduction goals.

Once prepared, cities must submit their above noted Elements to the County for integration into the Countywide Integrated Waste Management Plan. Approval from the State is then needed. The new

waste management process is flexible in that cities determine, subject to County Task Force and State concurrence, what measures are to be employed. Also, local governments may form inter-agency agreements to jointly meet waste reduction goals.

To date, for reasons of efficiency and economics/economies of scale, Covina has entered into a solid waste Joint Powers Authority (JPA) with 17 San Gabriel Valley cities. The JPA first issued a study determining the composition of solid waste generated within each jurisdiction. (The chief finding of the Covina study was that although the City presently has a relatively high diversion rate, which is 15%, a great deal must be done in the years ahead to meet and maintain required targets.) Then, a private consultant, using the Authority's background information and recommendations, prepared the draft Source Reduction and Recycling Element. The Element is now undergoing City review, and Council direction is needed regarding the types of programs to be employed, where any solid waste facilities are to be located, and available financial mechanisms to pay for the measures. It should be noted that the City will probably adopt the final Elements in spring 1992.

The types of measures selected by the Council will determine specifically how land uses will be impacted. This topic is expanded on below.

b. Analysis

As stated in Section "7a" above, the backbone of Covina's solid waste management program will be various source reduction, recycling, and composting measures. Many of these measures would be implemented on a site-specific basis (e.g., curb-side recycling in residences and commercial at-source separation and collection facilities), and therefore, land use impacts, if any, are not expected to be great. Minor, site-specific matters could be addressed for adequacy during Site Plan Review activities or through the administration of the Zoning Ordinance and other portions of the Municipal Code. Greater land use impacts could occur from off-site facilities that handle large amounts of recyclables, organic material, or special or hazardous wastes. Besides Zoning, it is recommended that general land use compatibility objectives and policies be followed in implementing this component.

8. Los Angeles County Hazardous Waste Management Plan

a. Background

The County Hazardous Waste Management Plan was prepared pursuant to AB 2948, which permits counties to prepare a plan of this type instead of the hazardous waste portion of the solid waste management plan, which currently is required. (All California counties have opted to prepare hazardous waste plans.) AB 2948 was passed in response to various State and Federal laws restricting untreated hazardous waste disposal, which, in terms of Los Angeles County, most commonly occurred outside the County. This disposal practice had been the chief method by which much of the hazardous waste generated in the Greater Los Angeles area had been handled. The purpose of AB 2948 is actually twofold: 1) to encourage and facilitate the establishment of needed hazardous waste programs and facilities in cities by the private sector to minimize untreated hazardous waste leaving the County, and 2) to ensure that all future hazardous waste treatment and/or disposal will be accommodated in environmentally safe, effective, and economical facilities and handled in a cooperative fashion among government, the private sector, and the public.

In other words, the Plan, functioning as Los Angeles County's chief hazardous waste management tool, aims to achieve a countywide, multi-faceted, balanced, and effective system of hazardous waste management that will protect public health, safety, and welfare. Covina land use is affected in that, as part of the City participation requirement, Covina officials will have to designate sites or general suitable areas for the treatment of hazardous wastes. (This matter is clarified below.) The Plan itself is comprised of four volumes (the proposal, a technical supplement and accompanying appendices) and contains the objectives, needs, policies, plan recommendations, and the implementation schedule of the Plan's programs.

The key parts of the Hazardous Waste Management Plan regarding the establishment of additional hazardous waste facilities are: 1) an identification of general geographic areas within cities and unincorporated areas in the County as to where suitable sites may be found, and 2) a suggested waste facility siting criteria that cities must consider during application review. The City may develop and apply its own criteria as long as the criteria is not less stringent than that for the County in terms of protecting local health, safety, and welfare.

According to the Plan, the possible waste facility locations identified by the County are based on a study of municipal and unincorporated land use patterns, demographic and environmental factors, general plan and zoning designations, and other data. Generally, these areas are in and around existing industrial/manufacturing areas, where a great deal of the hazardous wastes are generated. In Covina, for example, various stretches along the railroad tracks or industrial blocks have been identified. Also, one of the selected areas is just west of the Planning Area in Irwindale. It is important to note, however, that the Plan's map is only an indication of "potentially suitable facilities."

Siting criteria, which the City must adopt, is an important, complex topic that generally pertains to ensuring, most importantly, land use, environmental, and locational compatibility and structural suitability. As stated above, the City must adopt and follow either the County's criteria or other no less stringent standards. Again, the City-selected potential facility locations and siting criteria will have land use impacts and implications, which are touched upon in the section below. Also, there is a direct linkage here to State planning law in that, according to the Government Code, the land use element must identify "solid and liquid waste disposal facilities." AB 2948 suggests that cities must follow the law and cannot prohibit the siting of hazardous waste facilities in their jurisdictions.

The County Hazardous Waste Management Plan already has received State and County approval. In terms of Covina Plan implementation, the City has opted to incorporate applicable portions into the revised General Plan. This determination was made by the Council in 1989. The actual incorporation of Plan components (i.e., location suitability, siting criteria, etc.) would occur in conjunction with adoption of the General Plan Safety Element, which documents and details these matters and should be referred to for clarification thereof. It is important to incorporate the County Plan soon because, according to AB 2948, once the City receives a hazardous waste facility application, City staff would have only sixty days to make a decision.

b. Analysis

The general land use impacts on the City will be determined on the basis of where the facilities will be permitted and the standards by which they will be evaluated, which as previously stated, is handled in the Safety Element. These major policy matters will require Council and citizen discussion and direction. In fact, the Hazardous Waste Management Program stresses public involvement at all levels of the process. Specific impacts would be addressed at the application review level on a case by case basis. Therefore, it is appropriate to hold off detailed discussion on hazardous waste facility acceptance in this Study.

Usually, however, the land use issues will center around the industrial category or Zoning District (where the hazardous waste facilities are likely to be designated) and its relation to nonresidential classifications, particularly residential. Matters including, but not limited to, compatibility, facility access, and environmental protection will be the primary concerns. (One point worthy of mentioning in the Study is that because many of Covina's industrial areas are relatively small and close to residential districts, the City should not have any sites suitable for larger, more toxic plants/facilities.) As is the case with other matters, the General Plan will serve as the overall policy framework; site-specific details, such as facility setbacks, will be addressed at the Zoning level.

9. National Pollutant Discharge Elimination System (NPDES) of Los Angeles Region Water Quality Control Board

a. Background

The legal foundation for this process is the Federal Water Quality Act of 1987 and related Federal and State statutes. A key purpose of the water quality laws is to control all nonstormwater discharges into water bodies, such as lakes and the ocean, for environmental protection. The National Pollutant Discharge Elimination System (NPDES) serves as the program framework for water quality law implementation or municipal and industrial stormwater discharge regulation. Failure to comply with the system could subject the City to fines.

NPDES itself is a chief implementation program of the Los Angeles Region Water Quality Control Board's Water Quality Control Plan. The Plan, which was adopted in 1975 and given a horizon year of 2000, is comprised of goals, objectives, and programs and aims to protect water quality for applicable surface and subsurface (groundwater) sources. The Water Quality Control Plan was prepared pursuant to various late '60s and early '70s water quality laws and statutes, and the Plan is now undergoing major revision. A key responsibility of the Water Quality Control Board is regulating and monitoring water system discharges and programs and water treatment facilities, which is inclusive of NPDES matters. It should be noted that besides the NPDES component, no other sections of the Plan require City of Covina action. Therefore, the Plan itself does not warrant detailed discussion. A focus on NPDES is sufficient.

According to the NPDES regulations, currently Covina must obtain a Municipal Permit, whereby the City is considered a co-permittee with Los Angeles County. The permit itself is issued by the Water Quality Control Board. Over a three-year period beginning in July 1992, the City will have to follow a stormwater/urban runoff management program to control pollutants discharged from residential, commercial, and industrial areas. Included in the program will be requirements 1) to report on factors exacerbating stormwater contamination and on land uses and facilities in "drainage areas," 2) to document all stormwater/runoff management practices that control pollutant discharges in residential, commercial, and industrial areas, and 3) to develop a plan for implementing what are called Best Management Practices (such as street sweeping), which control pollutant discharges.

Currently, the City is acting/cooperating with Los Angeles County, which is the lead agency. In April 1992, the Council officially authorized the City to participate with the County as a co-permittee. An NPDES program therefore will be prepared in the near future. The program is further discussed and handled from a detailed policy standpoint in the Safety Element.

b. Analysis

According to Environmental Services, the NPDES process will constitute a major undertaking and will warrant much action in that up to one-third of Covina's businesses may fall within the activity categories that are considered to exacerbate nonstormwater runoff problems. In other words, many businesses may have to change at least part of their operations to abate or mitigate pollutant discharges. Therefore, the City administrative and private impacts appear fairly significant. However, Planning is not sure what land use pressures and resultant impacts will occur. Because most of the City is already built upon, future local development would not significantly worsen drainage conditions. Rather, the Planning staff believes that the major planning-related effects of NPDES will be "site specific" in nature. This means that during Site Plan Review, an evaluation of runoff conditions would have to be conducted to ensure NPDES program compliance. Also, appropriate nonstormwater goals, objectives, and policies would need to be placed in the General Plan Land Use and Safety Elements. More analysis on this matter will be warranted when the County gives further direction and/or in conjunction with General Plan implementation.

10. Conclusion

The eight regional plans mentioned above have been prepared out of a need to deal with various issues (e.g., transportation, air quality, and waste management) that transcend municipal boundaries. The issues

or problems have all been worsened and will continue to be exacerbated by increased growth throughout southern California. To mitigate the negative consequences of this growth while allowing for economic vitality in the region, local government, industry, and public cooperation in this endeavor is warranted. Therefore, the City of Covina should, to the greatest extent feasible and practical, consider regional plan recommendations in the General Plan update.

Regarding the SCAG, AQMD, and MTA plans, the key measures that are aimed at local governments pertain to jobs/housing balance or vehicle miles traveled reduction (which, for Covina, also translates to economic development enhancement), controlling indirect sources of emissions, reducing all types of vehicular trips, restricting auto usage in designated parts or developments of the City, and initiating various transportation demand and transportation system management measures. It is interesting to note that the Air Quality Management Plan and the Congestion Management Program give, respectively, the AQMD and MTA de facto land use powers. The solid and hazardous waste management plans, on the other hand, shift responsibility from the County to cities for various waste management activities. Moreover, the NPDES (stormwater runoff monitoring process) gives Covina new water quality management tasks. So while in the future there may be a continuing slight erosion in municipal land use authority to address regional growth-related issues, cities will be given greater responsibility for managing certain long-existing environmental matters. These changes underscore the need for local governments to at least somewhat change their perimeter of concern to meet southern California's future growth-related challenges. And because municipalities will probably always retain local control over most of their affairs, when dealing with this new arrangement, their environmental-related needs and concerns must be adequately addressed.

Regarding the application of the previously discussed regional plans to Covina, one area that warrants City intra-departmental coordination is the responsibility for implementation. Environmental Services, Administration, and Planning will have to develop a procedure/program specifying, among other things, what department/division will be accountable for implementing what tasks. But in order to provide the City with maximum flexibility in General Plan implementation and other administrative activities, it may be appropriate to refer to responsibility for handling certain matters as simply "the City." Regardless of its specific content or format, an implementation strategy will be necessary to document overall plan requirements and administrative responsibilities and to ensure adequate follow-through.

K. CURRENT CITY AND COUNTY LAND USE ISSUES

1. Background

In the course of collecting data for the General Plan update, the Planning Division staff ascertained how the City Council, Planning Commission, local residents, businesses, and others feel about various Covina planning- and growth-related issues. Citizen participation, Council and Commission direction, inter-departmental communication, and inter-governmental coordination are required by State law and are essential processes during the issue identification and goal and policy formulation stages of a general plan update.

The principal methods that Planning staff employed to receive input were a General Plan update committee comprised of Council and Planning Commission members, two community questionnaires, and two public forums. In addition, the Planning staff received oral and written planning-related comments from City department and division heads and officials from various public agencies and conferred with four local advisory bodies (other than the Planning Commission). Most of the comments made pertained to land use, circulation, housing, community design, and open space matters, though land use is the focus for the chapter at hand.

Listed below are the land use-related comments stated by the update committee, advisory bodies, and City and other agency officials; expressed during the public forums; and written in the two questionnaires. The chapter concludes with a synthesis of the comments/recommendations made and, based on this information and topics presented in Sections "A" through "J" above, a listing of all germane Covina land use issues. For background material and clarification on these citizen participation measures, including appurtenant comments, and for details on input pertaining to all subject areas of the General Plan update process, refer to applicable filed material in the Covina Planning Division.

2. Key Land Use Points From General Plan Update Committee

The General Plan Update Committee was divided into three subcommittees: Land Use, Community Design, and Redevelopment; Circulation, Open Space, and Noise; and Housing. The Committee met several times, and most of the remarks below came from the Land Use subcommittee, though germane, applicable comments of the Circulation and Housing groups have been included as well.

- a. The five commercial land use categories should be consolidated into about three. Only one category for industrial properties is needed. The lots along East San Bernardino Road that now have commercial and industrial general plan classifications should be designated one or the other, not both. The revised land use hierarchy should be simple and adequately meet existing and future conditions.
- b. The City should maintain its two-story, low floor area ratio (generally under .5) character, except in such areas as around Inter-Community Medical Center, Montgomery Ward, plus certain portions of Arrow Highway and Azusa and Grand Avenues. In addition, the community may wish to consider allowing higher-than-average development along part of the commuter rail line and/or near the rail station at Citrus Avenue.
- c. The City should continue to promote the downtown as the social, economic, and spiritual center of the City. Future buildings on and within one block of Citrus Avenue should be limited to two stories in height.
- d. In the future, permit moderate commercial and industrial development to meet the City's fiscal, tax base enhancement, employment, and related needs and to maintain the town's positive image. Regarding commercial development, the City should assist in the retention and renovating of various retail uses, particularly high sales tax generators like shopping areas and auto dealers. Large projects, as opposed to small developments, are to be encouraged.
- e. To enhance the City's appearance, image, and land use relationships, the City, where feasible, should attempt to eliminate many of its nonconforming uses.

- f. Covina should encourage future annexations as a means of having more control over and of "cleaning up" neglected areas. Commercial properties along Grand Avenue and Arrow Highway should receive priority for annexation, and this process could be best handled on an area-by-area basis.
- g. Future land uses accommodating apartments, townhouses, and condominiums should be oriented around major thoroughfares that had previously been designated for medium to high density development and along streets that already are either completely developed with apartments and condominiums or are in transition from single-family homes to multiple-family and related complexes. In addition, on streets that are now designated for complexes but actually comprised of no more than two multiple-family structures, no additional apartments/condominiums should be permitted. In general, fewer new medium to high density development units are sought. However, the Regional Housing Needs Assessment (RHNA, SCAG's regional housing needs plan) for Covina should be considered.
- h. Future maximum residential densities should be limited to around 20 dwelling units per acre of land. This is to be reflected in changes to the residential categories of the City's General Plan Land Use Map.
- i. Regarding the many above-average size lots with single-family dwellings that are in predominantly single-family neighborhoods, apartment and condominium construction should not be permitted because of possible land use and physical compatibility problems.
- j. Mobile home parks should be preserved because of their value as a source of low- and moderate-income housing.
- k. Where appropriate, study the relationship between commercial or industrial and residential land uses to ensure land use compatibility.
- l. Covina currently has enough parks and public buildings/facilities.
- m. No City-owned open space is needed either to preserve natural resources or to protect areas that may be endowed with high scenic value.
- n. Regarding open space in the Covina Hills district, the City should seek to retain natural habitat and the district's rural, low density character by limiting subdivision activity. Future grading should thus be kept to a minimum as well.

3. Key Land Use Points From Short Questionnaire

The short questionnaire was comprised of nine general planning and related questions. It was distributed to all City and County residences and local businesses, which totaled about 22,000 addresses.

- a. In response to the question, "What do you think are the major local planning and development issues facing Covina today?," the most common answers were:
 - 1) Adopting a slow to moderate growth policy (14.4%).
 - 2) Maintaining and promoting the local commercial and industrial bases and getting a better variety of retail businesses (9.0%).
 - 3) Slowing the pace of multiple family and condominium development (7.6%).
 - 4) Dealing with increasing traffic volumes (9%).
 - 5) Maintaining existing parks and developing new parks (4.5%).
 - 6) Annexing unincorporated areas (2.3%).

7) Slowing the pace of commercial development (2.3%).

8) Providing various housing types (1.5%).

b. Responses to other questions generally indicated the following:

1) It is clearly stated that Covina's small town/low intensity atmosphere should be maintained, and higher intensity uses should be oriented only in appropriate areas.

2) Although some answers reveal a desire to control/limit all growth everywhere, there appears to be a great desire to permit moderate commercial and industrial development, particularly retail, service, and light manufacturing businesses that will draw people and bring jobs.

3) Regarding future development and area relationships, respondents place a strong emphasis on avoiding conflicting land uses.

4) The desire to limit medium to high density complexes and focus them toward appropriate areas is made clear.

5) Many respondents are concerned about the City's image and appearance.

4. Key Land Use Points From Covina Community Questionnaire

The Covina Community Questionnaire responses have been weighed more heavily than those of the short form because the Community Questionnaire is more detailed and had a greater response rate. Approximately 2,200 questionnaire forms (one for every ten households) were mailed to each City and County residence. And approximately 15 percent of the forms were returned. The Community Questionnaire contained 26 general and specific questions on planning, development, and related matters.

a. The following are land use-related issues that were identified by respondents as a moderate or major concern:

1) City appearance (87.1%)

2) Housing types and distribution (83.0%)

3) Parks, open space, and recreational facilities (83.0%)

4) Traffic (80.7%)

5) Overdevelopment (80.1%)

6) Maintaining City commercial and industrial bases (76.1%)

7) Stability and vitality of downtown (75.2%)

8) Providing ample commercial uses for local residents (56.4%)

9) Abundance of remaining unincorporated areas (55.6%)

b. The below answers illustrate how people think the City should handle its relatively high percentage of medium to high density developments:

1) Greatly reduce densities (62.2%)

2) Slightly reduce densities (21.7%)

3) Nothing/allow development to continue at current pace (13.8%)

4) Stop all apartment/condominium development (2.0%)

c. Responses to other questions generally reveal the following:

1) Circulation and design improvements to the downtown are needed.

2) The City should attain a better variety of retail stores, particularly in the downtown.

3) Unincorporated areas should be annexed.

4) Traffic increases and overall development intensification have created problems that warrant review.

5) In some areas, there may be too great a concentration of commercial development.

6) The proliferation of multiple family complexes and condominiums needs to be addressed.

5. Key Land Use Points Made During Public Forums

The Planning Division conducted two public forums to ascertain firsthand citizen feelings on various planning and "quality of life" issues. The forums focused on land use, housing, circulation, and community design and also addressed open space, noise, and other topics. The comments below, again, focus on land use matters.

a. Major developments and/or land use changes should be closely examined for their land use impacts.

b. Land use and related goals, objectives, and policies should work toward improving the community's image and character.

c. Buildings over two stories in height should be discouraged, except for certain appropriate areas. Maintain Covina's small-town, homey atmosphere.

d. More light manufacturing-designated land, specialty shops, quality restaurants, and revenue-producing businesses are needed.

e. The City has a park deficiency, and therefore more recreational facilities should be developed.

f. Strengthen the downtown's business types, building facades, and circulation.

g. We should encourage more incorporation of County islands.

h. Over the next 20 years, the City should have slow to moderate housing growth. The housing character should remain single-family detached.

i. Although the City has a proliferation of apartments and condominiums, medium to high density developments should be accommodated in areas where appropriate.

j. Multiple-family densities should be reduced citywide.

k. Retain blocks that are now comprised of old homes and zoned "R-1" (residential--one dwelling unit per lot) for single-family detached housing.

6. Key Land Use Points Made by City Advisory Bodies

Besides conferring with the Planning Commission (via the General Plan Update Committee), Planning staff also met with and received input from four important City advisory bodies, the Board of Parking

Place Commissioners, the Traffic Advisory Committee, the Housing and Community Development Committee, and the Parks Commission. The land use-related comments made by the Housing and Park bodies are listed below. Parking Board and Traffic Committee remarks pertain more to circulation and transportation matters and therefore are addressed in the Circulation Element.

a. Housing Committee comments:

- 1) Single-family detached housing is preferable to medium to high density developments. However, a moderate amount of apartment and condominium projects should be permitted in the downtown and areas where land use and circulation impacts are minimized.
- 2) Retain all mobile home parks.
- 3) Multiple-family housing for seniors and low income residents is important.
- 4) Balance future housing construction (all types thereof) with moderate commercial and industrial development and sufficient services.
- 5) Because of Covina's shortage of parks, we should avoid, as much as possible, the conversion of recreational facilities to commercial uses.

b. Parks Commission comments:

- 1) All existing parks shall be preserved and possibly incompatible land uses or inappropriate encroachments onto parks should be closely studied and discouraged.
- 2) The City should preserve areas of outstanding scenic, historic, and cultural value.
- 3) The City should attempt to develop additional parks of all types and sizes at various areas, though an emphasis should be placed in locating new facilities in the eastern and western portions of the City and in neighborhoods in and around medium to high density developments.
- 4) Future park site locations on the Land Use Map should be assigned only as circumstances warrant.
- 5) The potential land use and other impacts of proposed parks and recreational facilities should be studied.
- 6) Recreational areas and open space in large residential as well as nonresidential developments should be ample in terms of quantity and location, and, where feasible, should be accessible to the general public.
- 7) When future surplus properties, such as schools, are put up for sale, the City should closely examine how recreational services could be adversely affected or, on the other hand, improved (such as through acquisition for parkland purposes).

7. Key Land Use Points Made by City and Non-City Personnel

The below comments on land use were made by Covina department and division heads and officials from local utility companies, school districts, and various other County and State agencies.

- a. Projected growth should not adversely impact the supply and distribution of utility services.
- b. Public schools will be able to absorb growth, at least over the next decade.
- c. Certain land use decisions and major residential growth could constrain the provision of local emergency services.
- d. Land use decisions should work toward attaining a balanced community in terms of maintaining Covina's variety of housing units while retaining existing employment opportunities and promoting job/business

growth. An economic development program should strongly be considered. Such decisions should also further the social and spiritual vitality of the community and preserve locally historic buildings and districts.

- e. The proliferation of apartments and condominiums and small-lot subdivisions should be addressed.
- f. At least two new parks, preferably east of Grand Avenue, should be developed.
- g. Future land use patterns should not interfere with public transit routes or the regional transportation network.
- h. More surplus properties will be available for redevelopment.
- i. The enforcement of nonconforming provisions, particularly regarding the possible loss of multiple-family complexes in commercial areas, must be studied.
- j. The continuation of mixed use provisions in the downtown should be discussed.
- k. The City shall recognize its obligation to take appropriate, viable, and locally-acceptable actions in implementing various regional plans. Such actions include, but are not limited to, adoption of Trip Reduction and Transportation Demand Management Ordinances, initiation of local economic development and recycling programs, and managing nonstormwater runoff.

8. Synthesis of All Land Use Comments

The below points synthesize all land use comments made in sections 2 through 7 above.

- a. Consolidate commercial land use categories, and keep 1 industrial classification. Restructure the residential density hierarchy such that the maximum permitted density is around 20 dwelling units per acre of land.
- b. Maintain the 2 story/low FAR (generally under .5) character, except in certain areas where higher intensity uses can be accommodated.
- c. In the future, retain commercial and industrial uses and permit moderate commercial and industrial development, particularly retail facilities and medium to large, high sales tax generators, such as shopping centers and auto dealers. A better variety of retail businesses is a priority. Also, maintain and, where feasible, attempt to expand employment opportunities.
- d. Continue to promote the physical, social, and economic stability and vitality of the downtown. Future buildings on and within one block of Citrus Avenue should be limited to 2 stories in height.
- e. Permit moderate residential growth. Although single-family detached is the preferred housing type, some apartments, condominiums, and townhouses must be accommodated in appropriate areas, such as in and around the downtown and along and near major streets that are already designated for medium to high density development. On streets with only 1 or 2 complexes, prohibit future multiple-family development. Retain mobile home parks.
- f. Preserve the large-lot, low density character of Covina Hills. Minimize future grading.
- g. Where appropriate, study the relationship between existing and future residential and commercial or industrial uses to ensure compatibility. Major developments and/or land use changes, such as regarding surplus properties, should be closely examined in terms of their land use impacts.
- h. Overall land use goals, objectives, and policies should work toward improving the City's image, appearance, economic and spiritual vitality, and land use harmony, despite development and traffic

increases. Maintain and enhance Covina's "balanced community" status (pertaining to having roughly similar daytime and nighttime adult populations).

- i. Where possible and feasible, eliminate nonconforming uses. But potential apartment and condominium losses should be evaluated.
- j. Where possible, encourage the annexing of unincorporated territories, particularly commercial properties along major streets.
- k. Preserve existing parks and attempt to develop additional parkland of all types and sizes at various areas, particularly in the eastern and western portions of the City and in and around medium to high density developments.
- l. Currently, the City apparently does not own any open space that could be needed to preserve natural resources or to protect areas endowed with scenic resources.
- m. Possibly incompatible land use encroachments on parks should be discouraged and the potential land use impacts that any new parks would impose should be closely studied.
- n. Ensure that future land use patterns do not interfere with public transit routes or the regional transportation networks.
- o. Ensure that all regional plans are implemented in an appropriate manner and, to the greatest extent possible, that City inter-departmental task responsibilities are documented.

9. Community Land Use Issues, Opportunities, and Assumptions

a. Background

In order to best shape a general plan's goals, objectives, policies, and programs or implementation measures, the update process should include an identification of what the State General Plan Guidelines calls "Issues, Opportunities, and Assumptions." Issues are important community matters or problems that warrant discussion. Opportunities are defined as potential benefits of planned improvements. And assumptions are suppositions regarding various factors over the next few years. In addressing these three topics for the Land Use Element process, the Planning staff considered all appropriate sources and input from the public, City Council, Planning Commission, and City employees via the above-documented measures and accompanying responses. Again, issues, opportunities, and assumptions serve as the basis for goals, objectives, policies, and other General Plan components. The below-listed issues are expanded on in the Land Use Element document.

b. Issues

The following land use issues have been identified:

- 1. Maintaining Covina's small town/relatively low rise character, but allowing (locally defined) moderate intensity uses in appropriate areas. Where?
- 2. Promoting physical, social, and economic stability in the downtown and all other areas while minimizing blight and maintaining Covina's image.
- 3. What should the City look like in 2010, and how do we get there?
- 4. Maintaining all residential areas.
- 5. The proliferation of apartments and condominiums/townhomes. Where should future complexes be oriented, how should densities be handled or reduced, and how much more do we permit?

6. Dealing with:
 - a) Residential blocks in transition from old, single-family homes to medium or high density developments.
 - b) Large, deep, and underdeveloped residential lots in single-family detached neighborhoods.
 - c) Future single-family detached lot sizes.
7. Maintaining and, where appropriate, expanding commercial uses, particularly retail and service businesses and auto dealers.
8. Maintaining industrial uses. Are more areas needed for industrial purposes? Promoting harmony between residential and commercial or industrial uses.
9. Dealing with the City's apparent park deficiency. Where should future parks be located? What sizes and types are appropriate?
10. Dealing with:
 - a) Illogical/conflicting and mixed land use situations.
 - b) Nonconforming uses, particularly aging or old residential dwelling units in commercial or industrial areas.
 - c) Unincorporated areas.
 - d) Land Use/Zoning inconsistencies.
11. Uses suitable for future closures of schools, flood control facilities or public utility sites, and now-major underutilized properties.
12. Handling major developments in other jurisdictions.
13. Maintaining a "balanced community" in terms of variety of businesses and retail establishments and ratio of jobs to housing.
14. Preserving existing, generally limited natural resources, particularly two riparian woodland communities.
15. Preserving any historic and/or scenic resources.
16. Possible land use pressures generated by Metrolink Commuter Rail Station.
17. Hazardous waste facility siting and operational criteria.
18. Public health protection from hazardous waste exposure.
19. Regional growth management, housing, transportation, circulation, and air and water quality implications regarding Covina land use activities.
- c. Opportunities
 1. Revitalization and improvements to downtown/Town Center.
 2. Azusa Avenue commercial revitalization and beautification.
 3. Expansion of Auto Row on Citrus Avenue.

4. Development of major now-underutilized properties.

5. Opening of Metrolink Commuter Rail Station.

d. Assumptions

1. Covina will continue to be a maturing/aging suburban community, the uses of which require increasing preservation, maintenance, and revitalization.
2. Covina will remain a predominantly residential City with a variety of commercial and industrial activities.
3. There will continue to be infill construction and density intensification pressures that will spawn moderate redevelopment activities and growth, which will be shaped (i.e., in terms of type, amount, and location) by the General Plan land use categories.
4. Unless major General Plan Land Use Map modifications are made, Covina's overall land use pattern is unlikely to change a great deal.
5. Single-family detached housing will continue to constitute a decreasing majority of the residential land uses, as most of the future housing construction is likely to be apartments and condominiums/townhomes.
6. Commercial uses will continue to be important to Covina because of sales tax purposes.
7. Future land use intensification pressures will be generated primarily by moderate population growth, housing demand/market forces, surplus land, rising property values, and increasing foreign investment.
8. The economy of Covina will continue to evolve around commercial businesses, services, and light manufacturing and wholesaling/warehousing operations.
9. Demographic and social changes will continue to occur, which may influence future land use decisions.
10. There will be more public and private surplus properties suitable for redevelopment and/or major land use change.
11. The Metrolink Commuter Rail Station will generate land use pressures.
12. The City will be given more responsibilities in addressing regional issues and plans and in developing and implementing viable applicable implementation measures or programs.

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L. COVINA GENERAL PLAN LAND USE SCENARIOS

1. Background

Considering Sections "A" through "K" above, three land use or General Plan scenarios have been developed. The reason three scenarios are employed is to adequately address State planning and environmental impact review requirements and to serve as a framework for discussion and analysis of future land use arrangements. The scenarios, along with their respective residential, commercial, and industrial land use percentages, maximum dwelling unit potentials, and population build-out figures, are listed below and followed by a discussion and analysis of the three plans.

The three scenarios are:

1. Status Quo (Existing General Plan)
2. Moderate Growth
3. High Growth

See the "scenario" maps at the end of this chapter for a visual description of these alternatives. The larger accompanying maps on the three growth blueprints may also be referenced for clarification on any areas or properties.

2. Discussion of Scenarios

Land use acreage, dwelling unit count, and population data for the three development scenarios are broken down in Table 8 according to their respective existing City and County boundaries.

TABLE 8. COVINA GENERAL PLAN UPDATE PROCESS BUILD-OUT FIGURES FOR LAND USE SCENARIOS

* Recommended Scenario/Land Use Plan

LAND USE CATEGORY	SCENARIO #1 (EXISTING GENERAL PLAN/STATUS QUO)			SCENARIO #2* (MODERATE GROWTH)			SCENARIO #3 (HIGH GROWTH)		
	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION
CITY/INCORPORATED									
A. RESIDENTIAL	<u>T-2237.0</u>	<u>20061</u>	<u>55067</u>	<u>T-2241.4</u>	<u>17905</u>	<u>49149</u>	<u>T-2188.9</u>	<u>18479</u>	<u>50725</u>
1. LOW	1800.9	10485	28781	1805.8	9889	27145	1721.6	9384	25759
2. MEDIUM	402.1	8202	22514	196	2744	7532	148.2	2075	5696
3. HIGH	34	1374	3772	239.6	5272	14472	319.1	7020	19270
B. COMMERCIAL	<u>T-546.5</u>			<u>T-548.4</u>			<u>T-570.4</u>		
1. GENERAL	N/A			461.2			483.2		
2. TOWN CENTER	N/A			87.2			87.2		
C. INDUSTRIAL	217.1			210.8			241.3		
D. PARK	63.2			63.2			63.2		
E. OPEN SPACE	39.2			39.2			39.2		
COUNTY/UNINCORPORATED									
A. RESIDENTIAL	<u>T-1410.8</u>	<u>8402</u>	<u>23064</u>	<u>T-1408.4</u>	<u>8053</u>	<u>22105</u>	<u>T-1404</u>	<u>8446</u>	<u>23184</u>
1. LOW	1313.3	6413	17604	1285	5899	16193	1261.1	5755	15797
2. MEDIUM	97.5	1989	5460	70.2	983	2698	56.4	789	2166
3. HIGH	0	0	0	53.2	1171	3214	86.5	1902	5221
B. COMMERCIAL	<u>T-32.4</u>			<u>T-34.8</u>			<u>T-39.5</u>		
1. GENERAL	32.4			34.8			39.5		
2. TOWN CENTER	0			0			0		
C. INDUSTRIAL	4.7			4.7			4.4		
D. PARK	27.4			27.4			27.4		
E. OPEN SPACE	2			2			2		
PLANNING AREA/TOTAL									
A. RESIDENTIAL	<u>T-3647.8</u>	<u>28463</u>	<u>78131</u>	<u>T-3649.8</u>	<u>25958</u>	<u>71254</u>	<u>T-3592.9</u>	<u>26925</u>	<u>73909</u>
1. LOW	3114.2	16898	46385	3090.8	15788	43338	2982.7	15139	41556
2. MEDIUM	499.6	10191	27974	266.2	3727	10230	204.6	2864	7862
3. HIGH	34	1374	3772	292.8	6443	17686	405.6	8922	24491
B. COMMERCIAL	<u>T-578.9</u>			<u>T-583.2</u>			<u>T-609.9</u>		
1. GENERAL	N/A			496			522.7		
2. TOWN CENTER	N/A			87.2			87.2		
C. INDUSTRIAL	221.8			215.5			245.7		
D. PARK	90.6			90.6			90.6		
E. OPEN SPACE	41.2			41.2			41.2		

NOTES:

- Densities for scenario #1 are 0-6.4; 6.5-20.4; 20.5-40.4; densities for scenarios #2 and #3 are: 0-6.0; 6.1-14.0; 14.1-22.0. It should be noted that all Low Density Residential maximum dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum densities in this area are computed at two units per acre.
- Residential acres consist only of properties expected to be residential in future. (See text for clarification.)
- Population estimates based on State Finance Department 2.745 person per household figure.
- Incorporated and unincorporated boundaries based on current City Sphere of Influence limits.

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Refer also to the table at the end of this chapter that shows scenario-specific planning area figures and major policy differences.

Regarding all three scenarios, it must be noted from the outset that the residential subcategory average figures do not include residential-designated properties that currently are and in the future are expected to be occupied by nonresidential uses, such as churches, large group homes, and governmental and utility facilities. (In creating the below-described land use categories, the Planning staff has attempted to streamline the classification system, and, therefore, institutional, governmental, utility, and other less abundant uses were deemed suitable for residential--as well as commercial--areas.) The staff believes that this method of computation is appropriate because, arguably, including the nonresidential uses would result in inaccurate build-out figures. It is perceived that virtually all applicable properties will remain nonresidential in the future and that the few, if any, property use changes that occur would not decrease the relevance of the scenario comparison. In other words, the adopted Plan would not be significantly affected.

The commercial and industrial category acreages, on the other hand, do include all parcels (regardless of use) that lie within the respective areas. Doing so has been deemed appropriate because there are no dwelling unit and population build-out calculations of which to be concerned. The "school" classification, which would equate to approximately 360 acres for each scenario, is not included in this discussion.

All residential and nonresidential acreage figures, then, are illustrated for computation and/or comparison purposes. It has been deemed unnecessary to show the "grand total" for all land use categories (3,103.0 acres for each scenario). Inasmuch as two land use categories/components are excluded from the information (schools and public rights-of-way), the total land use figure is considered less important than (the proportions of) its components.

In addition, as stated in Table 8 above, the scenarios are based on three key factors: 1) the current City limits and Planning Area boundary, 2) elimination of mixed uses and nonconforming uses, and 3) complete build-out of all developable land. It should also be noted that the scenarios technically constitute theoretical capacities, created primarily for discussion and alternative plan comparison purposes. Actual build-out numbers, which are based on some combination of the extent of General Plan implementation, annexations, future social, demographic, and economic conditions, and forthcoming market demand and community image and vitality, are unknown. But according to various planning resources and generally accepted planning methodology as well as regionwide trends, build-out figures are typically around 80% of capacity. (Refer to Section "E7" of the Housing Study for clarification on this topic.)

a. Scenario 1 (Status Quo/Existing General Plan)

Covina's current General Plan or the Status Quo Scenario proposes a Planning Area population of 78,131, and the document is based on the below-listed land use categories. For a complete description of the existing General Plan, refer to Section "C2" above.

1) Categories

- a) Low Density Residential* (0-6.4 dwelling units per net acre) - Primary permitted use is generally one single-family detached residence on an individual lot.
- b) Medium Density Residential* (6.5-20.4 dwelling units per net acre) - Uses generally are apartments, condominiums/townhouses, two or more houses on a single lot, and mobile homes.

- c) **High Density Residential*** (20.5-40.4 dwelling units per net acre) - Uses generally are apartments, condominiums/townhouses, and two or more houses or combination detached residences and apartments on a single lot.

***NOTE:** All three residential categories also permit other uses, such as institutional activities, governmental and utility facilities, nursery schools, and State-defined group homes.

- d) **Commercial** (maximum 2.5 floor area ratio) - As used in this report, the commercial classification constitutes a consolidation of five categories. Permitted uses include all types of retail and service businesses; administrative, professional, and governmental offices; institutional uses and utility and transportation facilities; and other activity types, such as animal hospitals, automotive repair shops, automotive sales, gas stations, self storage outlets, and parking lots. All types of contemporary commercial buildings are allowed, providing City Zoning Ordinance and Design Guidelines conformance.
- e) **Industrial** (maximum 2.0 floor area ratio) - Uses here are manufacturing, processing, assembly, and warehousing operations and related activities. Other uses include animal hospitals; auto repair; gas stations; self-storage; parking lots; and administrative offices appurtenant to manufacturing uses. Permitted building types are stucco and frame and tilt-up concrete structures.
- f) **Park and Open Space** - Park refers to passive, recreational, and related activities, and open space means flood control spreading grounds that may be suitable for park or recreational facilities.
- g) **School** (not indicated on Table 8) - Permitted uses include primary, secondary, and parochial schools plus school district administrative offices.

2) **Strategy**

Again, refer to Section "C2" for a detailed discussion of the existing Plan. Briefly, the Plan spreads Low Density Residential, the dominant use, in all areas while situating Medium Density in and around the downtown and in various pockets that typically lie along major streets. High Density blocks generally are limited to in and around the downtown and a few neighborhoods, such as stretches of West San Bernardino Road and near Sunflower Avenue and Cienega Street. A key intent of this orientation was to promote a variety of housing types while building up the local population, particularly in and near the downtown, for economic development purposes.

Compared to other, nearby cities (see Table 2), a relatively large amount of Commercial land was allocated for the Planning Area. Generally, the Commercial uses are concentrated in the downtown and in a few other areas, are at various major intersections, and are strewn along the major streets, such as Arrow Highway, Badillo Street, and Rowland, Azusa, Citrus, and Grand Avenues. The Industrial areas, though less abundant in a similar relative sense, are situated along or near the Metrolink Commuter Railroad Line track and at various portions on San Bernardino Road and Arrow Highway. The chief land use policy of the existing Plan was to maintain and, where possible, expand the commercial and industrial bases to promote tax generation enhancement, economic development, job retention, and community image recognition. This policy is still generally followed today.

The Schools and Parks/Open Spaces are located in various areas. There is, however, a conspicuous deficiency of parks in the eastern and western portions of the community. Overall, the Land Use Plan is not based on any type of comprehensive, consistent strategy, and the Plan contains several instances of what today are considered conflicting land use situations, such as Medium to High Density or Commercial developments in single-family residential neighborhoods.

b. Scenario 2 (Moderate Growth)

This is one of two new/alternative growth plans, an approach that closely reflects local input received during the General Plan preparation process. Refer to Section "K" above for clarification.

1) Categories

- a) Low Density Residential* (0-6.0 dwelling units per net acre)
- b) Medium Density Residential* (6.1-14.0 dwelling units per net acre)
- c) High Density Residential* (14.1-22.0 dwelling units per net acre)

*See previous section (status quo scenario) for permitted uses and building types. The one change proposed for this scenario, however, is that for low and moderate income housing projects in the Medium and High Density areas meeting a particular City criteria, two dwelling units are to be interpreted as one. (Refer to Land Use Element document and Housing Study for specifics.)

d) General Commercial (maximum 1.5 floor area ratio)

Permitted uses are to include all types of retail and service businesses; administrative, professional, and governmental offices; institutional uses; utility and transportation facilities; animal hospitals; automotive repair shops; auto sales; gas stations; self-storage outlets; and parking lots. All types of contemporary commercial buildings are allowed, providing City Zoning Ordinance and Design Guidelines conformance.

e) Town Center Commercial (maximum 2.5 floor area ratio)

Permitted uses are specialized retail and service businesses and limited auto repair (that conform to City's Town Center Commercial Zone Ordinance); administrative, professional, and governmental offices; institutional uses; and utility facilities. This designation has been prepared to best identify and improve the downtown's unique characteristics and to serve as a guideline for future planning studies. Building types are to be of a contemporary style that conform to City Design Guidelines, Downtown Redevelopment Plan, and Zoning Ordinance.

f) Industrial (maximum 2.0 floor area ratio)

Permitted uses and building types are same as Status Quo Scenario. Refer to previous section.

g) Park and Open Space

Same as previous section.

h) School

Same as previous section.

Again, the intent of this categorical structure is to achieve land use simplicity and to provide flexibility for the public, staff, and the City Council and Planning Commission.

2) Strategy/Differences from Status Quo Scenario

The categories are to provide the overall policy and decision making framework, while the more detailed development standards will be administered through the Zoning Ordinance, Design Guidelines, and, if

applicable, Redevelopment Plan. In conceiving development Scenario 2--or what can be considered the City's preferred growth strategy--the Planning staff considered general input and, to the greatest extent possible, the following:

- a) Existing and predicted development patterns,
- b) Projected population growth and distribution,
- c) Current and future land use and development intensity in relation to surrounding uses,
- d) Circulation impacts and accessibility,
- e) Visual impacts,
- f) General socio-economic and fiscal consequences (dislocation of residents or businesses, sales or property tax enhancement, provision of services),
- g) General market feasibility,
- h) General environmental impacts,
- i) Organizational deficiencies of existing Land Use Plan, and
- j) Implementation feasibility.

It must be noted, however, that, as stated in the introduction to this section, actual development build-out figures are inherently unpredictable because of the unknown extent of general plan implementation and unforeseen social, economic, demographic, and/or community factors. The below discussion is based on the entire Planning Area.

The initial priority was to create new, more realistic Residential and Commercial classification schemes. For Residential, the Planning staff believed that while three categories would be sufficient (Low, Medium, and High Density), the respective density limits, particularly "Medium" and "High" should be reduced from current standards. In addition, it was felt that the current five-category commercial hierarchy should be reduced to two or three. Both of these objectives were achieved. Low, Medium, and High Density maximum intensities were set at, respectively, 6, 14, and 22 dwelling units per net acre of land. The staff felt that this density reduction would strike a balance between meeting community desires, addressing regional housing obligations, and allowing for moderate development. The Commercial classification, moreover, was streamlined down to two categories, a "general" designation and one specifically for the downtown. It was believed that this category consolidation would better reflect existing conditions and therefore serve as a more effective long-range planning tool.

Because "Industrial" currently constitutes only one category and because the designation sufficiently serves Covina, no change was needed. The only other categories believed to be needed are School, Park, and Open Space. (As mentioned above, governmental and utility facilities and institutional and other uses have been deemed acceptable in both residential and commercial areas.) In summary, the Planning staff feels that the reduced category approach would better reflect Covina's actual land use situation, allow greater local official decision-making simplicity and flexibility, and serve as a more effective mechanism for charting future growth and changes.

This Scenario calls for a Planning Area population of 71,254, as opposed to 78,131 for the previously discussed alternative (number 1). The reason for the 6,900 population difference is that Scenario 2 densities (overall) have been lowered, despite virtually similar residential acreages for the two alternatives.

Generally, the residential strategy has been to reduce Medium and High Density limits while permitting moderate growth. It is believed that 22 dwelling units per acre is an appropriate density cap because this ceiling is consistent with community desires and reflects recent/actual multiple family and condominium development intensities. Regarding the latter point, for example, a recent City housing study revealed that over the last 10 years the average High Density-designated apartment/condominium building intensity was 22.4 units to the acre (as opposed to 40, technically the current maximum. The reason for this difference is that over the years the City's Zoning and Design Guidelines development standards have been revised/expanded to achieve more functional and attractive projects, thus basically precluding attainment of the previous Land Use Plan's density ceiling.) The proposal retains single-family detached as the predominant residential use and focuses Medium to High Density developments (i.e., the above-noted apartments and condominiums/townhouses as well as mobile home parks) in already established areas, such as in and around the downtown and along certain major streets. Where appropriate, Medium or High Density classifications have been applied to now-Low Density areas or properties that would more logically be used for apartment or condominium purposes. Conversely, the apartment or condominium designations have been removed from "isolated" complexes--or buildings with weak linkages to similar uses. Also, all 5 mobile home parks in the City are saved.

It should be noted that for many existing apartments, condominiums/townhouses, and mobile home parks, the designated residential classifications are based on the existing densities. For example, mobile home parks, where densities generally are in the 12-14 range, are designated medium density. In addition, density designations have been reduced on a few "isolated" complexes (i.e., not closely linked to other upper density housing). Again, the type and distribution of residential densities is the chief distinguishing factor between General Plan Scenarios 1 and 2.

The Commercial and Industrial land uses generally follow the same pattern as documented in the existing plan. (Refer to the Scenario 1 analysis for clarification.) In short, the continued preservation of these areas is deemed essential for economic development, sales tax generation, community image enhancement, and related factors. The only changes refer to approximately fifteen parcels totaling about thirteen acres, which have been changed from Commercial to Industrial or vice versa or from Commercial to Residential or vice versa. These alterations would better reflect existing and future conditions. Comparing the Commercial and Industrial acreage figures to the corresponding numbers in Scenario 1, one finds that the Commercial uses are up by 4.3 acres, while the Industrial uses have decreased by 6.3 acres.

The above-described Commercial and Industrial use modifications associated with Scenario 2 have been made to achieve better land use and development intensity compatibility. However, no major Commercial and Industrial land use changes are sought because the existing, current distribution is well established, generally well oriented, and provides for future growth and expansion. The Park, Open Space, and School categories are all unchanged.

Despite the lowering of densities and the general maintenance of existing Commercial and Industrial areas, the City population under Scenario 2 would increase by about 6% over the current figure (again, based on the existing City limits). Because the anticipated growth will affect the area's circulation system or increase average daily vehicular trips on the major streets, changes in street design may be necessary. The vehicular traffic increases have been reflected in a new road classification hierarchy that, notably, considers adding 2 six through-lane street categories for certain major roads. (Refer to the Circulation Element for more information on this matter.)

c. Scenario 3 (High Growth)

This Scenario can be regarded as a derivative to the above-described Moderate Growth alternative. While there are density intensifications and various land use changes over Scenario 2, the projected population increase is actually only 3.5% more. Nevertheless, the term "high growth" accurately

describes many of the proposed land use changes and is therefore appropriate. Again, refer to the applicable map and Tables 8 and 9 for clarification.

1) Categories

- a) **Low Density Residential* (0-6.0 dwelling units per net acre)**
- b) **Medium Density Residential* (6.1-14.0 dwelling units per net acre)**
- c) **High Density Residential* (14.1-22.0 dwelling units per net acre)**

*Note that density limits are the same as in Scenario 2, including the provision that two dwelling units be interpreted as one regarding particular low and moderate income housing developments in the Medium and High density areas. Permitted uses and building types are described under Scenario 1.

- d) **General commercial (maximum 1.5 floor area ratio) - See previous section (Scenario 2) for permitted uses and building types.**
- e) **Town Center Commercial (maximum 2.5 floor area ratio) - See previous section (Scenario 2) for permitted uses and building types.**
- f) **Industrial (maximum 2.0 floor area ratio) - Permitted uses and building types are presented under Scenario 1.**
- g) **Park and Open Space - Same as Scenario 1.**
- h) **School - Same as Scenario 1.**

It was believed that no major changes to the Scenario 2 land use plan were necessary. Only the application of this criteria to different areas is what would be altered.

2) Strategy/Differences from Moderate Growth Scenario

The underlying purpose of this alternative was to study the effects of all types of growth, particularly Commercial and Industrial, for local economic base support and enhancement purposes. This strategy utilizes the same land use classification system employed in Scenario 2. Compared to the first alternative, while there is greater High Density residential growth, the most notable shift is that considerably more properties are designated for commercial and industrial development. But because this Scenario focuses on maintaining and promoting growth, there is less of an emphasis on mitigation of what can be considered conflicting land use situations (e.g., an apartment complex in a Low Density Residential neighborhood). Although implementation of some of the below discussed changes could be difficult, Scenario 3 nevertheless provides a useful framework for land use discussions pertaining to not only the General Plan update process but to future studies and projects as well.

Table 8 above illustrates the absolute land use number differences and shows that, compared to Scenario 2, the alternative in question has approximately the same amount of Residential land, though a much higher percentage of High Density properties. (This is the reason for the rise in population). In addition, Commercial and Industrial percentages have been increased by, respectively, 4.4% and 12.3%. Therefore, overall the Plan can be thought of as both a "density intensification" proposal and, to a greater degree, as a "commercial and industrial expansion" scenario.

Regarding Residential uses, densities have been increased generally in and near areas where multiple family and condominium and mobile home complexes now exist, such as the downtown and various stretches of Arrow Highway and Grand Avenue. Perhaps the most significant changes occur in the

downtown near the intersections of Puente Street and Second Avenue and Badillo Street and Barranca Avenue, where blocks that were entirely single-family detached have been changed to High Density. It was felt that the downtown would be the most appropriate location for this type of intensification.

Moreover, just over 36 acres have been changed (again, compared to Scenario 2) from Residential and/or Industrial to Commercial; on the other hand, approximately 12 acres have been altered from Commercial to Industrial. The most notable changes pertain to the old Cienega School site (Medium Density Residential to Industrial) and the now-residential area just north of the Eastland Shopping Center (Low Density Residential to Commercial). In addition, Commercial designations have been applied to various Low Density Residential blocks: Badillo Street, between Hollenbeck Avenue and Valencia Place; Barranca Avenue, between Rowland Street and Workman Avenue; and Citrus Avenue, between Edna Place and Cypress Street. Again, the key strategy for Scenario 3 is intensification of uses.

3. Summary and Concluding Analysis

The following table repeats the Planning Area totals that were shown in Table 8 and summarizes the differences among the 3 alternatives. A concluding analysis subsequently follows.

TABLE 9. COVINA GENERAL PLAN SCENARIOS - PLANNING AREA FIGURES AND KEY FEATURES

* Recommended Scenario/Land Use Plan

LAND USE CATEGORY	SCENARIO #1 (EXISTING GENERAL PLAN STATUS QUO)		SCENARIO #2* (MODERATE GROWTH)		SCENARIO #3 (HIGH GROWTH)	
	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION
TOTAL PLANNING AREA FIGURES						
A. RESIDENTIAL	T-3647.8	28463	78131	T-3649.8	25958	71254
1. LOW	3114.2	16898	46385	3090.8	15788	43338
2. MEDIUM	499.6	10191	27974	266.2	3727	10230
3. HIGH	34	1374	3772	292.8	6443	17686
B. COMMERCIAL	T-578.9	N/A	496	T-583.2	496	496
1. GENERAL	N/A	N/A	87.2	87.2	87.2	87.2
2. TOWN CENTER	N/A	N/A	215.5	215.5	215.5	215.5
C. INDUSTRIAL	221.8	90.6	90.6	245.7	90.6	90.6
D. PARK	90.6	41.2	41.2	90.6	41.2	41.2
E. OPEN SPACE	41.2	41.2	41.2	41.2	41.2	41.2
KEY PLAN FEATURES						
A. RESIDENTIAL	Residential densities are: Low - 0 - 6.4 Med. - 6.5 - 20.4 High - 20.5 - 40.4 Has 5 general commercial categories & 1 industrial category.	Residential densities are: Low - 0 - 6.0 Med. - 6.1 - 14.0 High - 14.1 - 22.0 Commercial categories consolidated into 2 groupings - 1 general and 1 for downtown. Also maintains 1 industrial category.	Residential densities are: Low - 0 - 6.0 Med. - 6.1 - 14.0 High - 14.1 - 22.0 Commercial categories consolidated into 2 groupings - 1 general and 1 for downtown. Also maintains 1 industrial category.	Residential densities are: Low - 0 - 6.0 Med. - 6.1 - 14.0 High - 14.1 - 22.0 Commercial categories consolidated into 2 groupings - 1 general and 1 for downtown. Also maintains 1 industrial category.	Residential densities are: Low - 0 - 6.0 Med. - 6.1 - 14.0 High - 14.1 - 22.0 Commercial categories consolidated into 2 groupings - 1 general and 1 for downtown. Also maintains 1 industrial category.	Residential densities are: Low - 0 - 6.0 Med. - 6.1 - 14.0 High - 14.1 - 22.0 Commercial categories consolidated into 2 groupings - 1 general and 1 for downtown. Also maintains 1 industrial category.
B. COMMERCIAL	LDR is dominant use. MDR & HDR are generally found in and around downtown and in various other areas. Commercial uses are concentrated in downtown and in different areas, streets, and intersections.	LDR remains dominant use. Contains approximately same amount of residential land as #1, a fraction more commercial, and a fraction less industrial.	LDR remains dominant use. Contains approximately same amount of residential land as #1, a fraction more commercial, and a fraction less industrial.	LDR remains dominant use. Contains approximately same amount of residential land as #1, a fraction more commercial, and a fraction less industrial.	LDR remains dominant use. Contains approximately same amount of residential land as #1, a fraction more commercial, and a fraction less industrial.	LDR remains dominant use. Contains approximately same amount of residential land as #1, a fraction more commercial, and a fraction less industrial.
C. INDUSTRIAL	Industrial remains around rail corridor and central part of City. Conflicting land use situations remain. Maintains existing street hierarchy.	General residential, commercial, and industrial distribution is same as scenario #1, except that land uses on various properties have been changed to better reflect existing conditions and to streamline overall land use pattern. Eliminates many conflicting land use situations and "isolated" multiple family and commercial uses. Proposes new street hierarchy to better meet future traffic.	General residential, commercial, and industrial distribution is same as scenario #1, except that land uses on various properties have been changed to better reflect existing conditions and to streamline overall land use pattern. Eliminates many conflicting land use situations and "isolated" multiple family and commercial uses. Proposes new street hierarchy to better meet future traffic.	General residential, commercial, and industrial distribution is same as scenario #1, except that land uses on various properties have been changed to better reflect existing conditions and to streamline overall land use pattern. Eliminates many conflicting land use situations and "isolated" multiple family and commercial uses. Proposes new street hierarchy to better meet future traffic.	General residential, commercial, and industrial distribution is same as scenario #1, except that land uses on various properties have been changed to better reflect existing conditions and to streamline overall land use pattern. Eliminates many conflicting land use situations and "isolated" multiple family and commercial uses. Proposes new street hierarchy to better meet future traffic.	General residential, commercial, and industrial distribution is same as scenario #1, except that land uses on various properties have been changed to better reflect existing conditions and to streamline overall land use pattern. Eliminates many conflicting land use situations and "isolated" multiple family and commercial uses. Proposes new street hierarchy to better meet future traffic.
D. PARK						
E. OPEN SPACE						

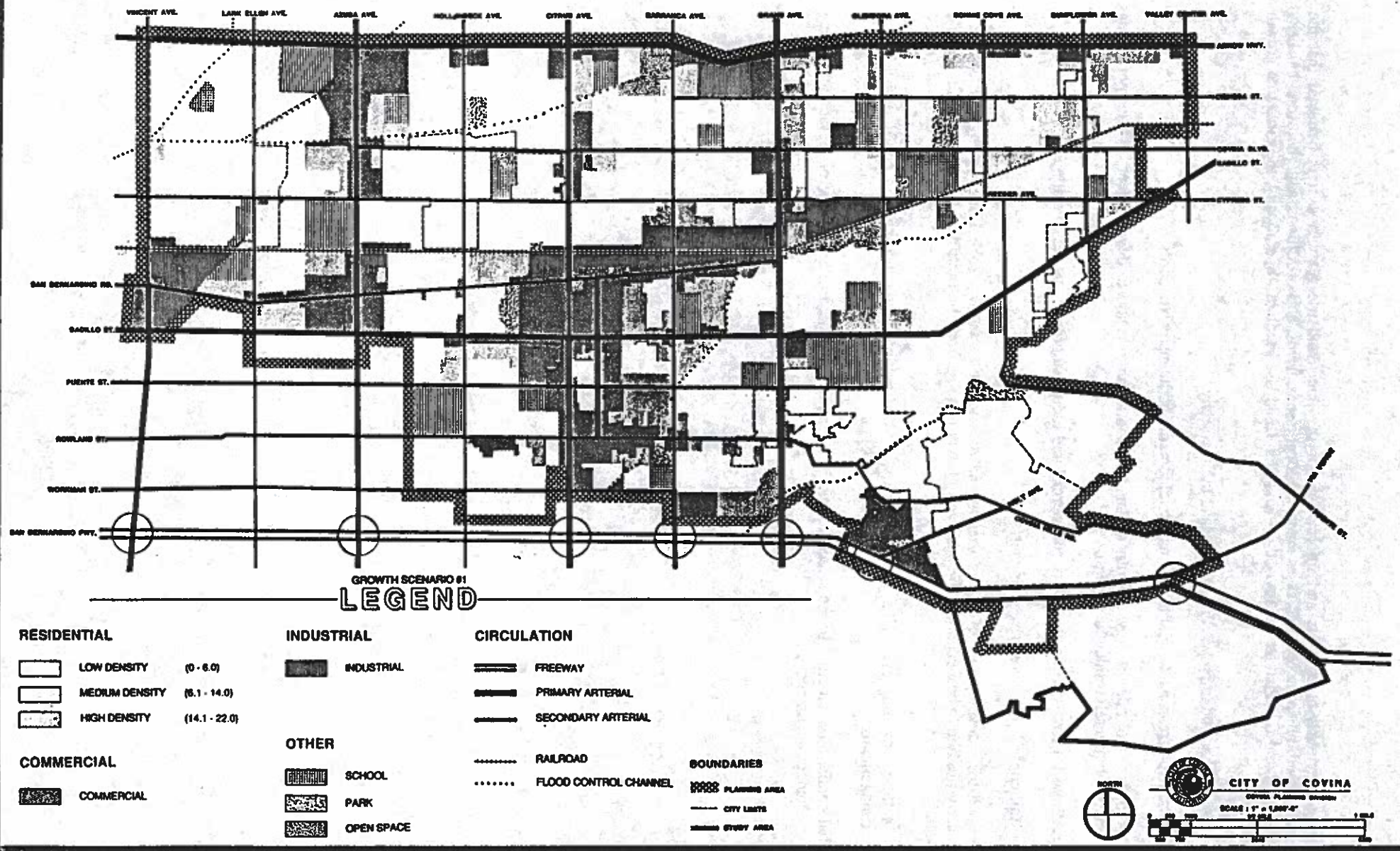
Considering previously-noted facts and information for the three land use Scenarios, it is believed that the "Moderate" growth blueprint best addresses identified local issues, needs, and conditions, and, therefore, has been selected as the Land Use Plan for the revised General Plan Land Use Element. Specifically, the moderate growth scenario:

- a. Streamlines and improves the existing land use hierarchy,
- b. Establishes reasonable, viable land use development and intensity standards,
- c. Reduces the rate of new apartment and condominium/townhouse development, while permitting moderate overall residential growth,
- d. Allows for a reasonable amount of commercial and industrial growth and revitalization,
- e. Maintains Covina's low-rise character,
- f. Facilitates development of mixed uses in and around the downtown to bolster ongoing revitalization activities and to best capitalize on positive spillover benefits from the Metrolink Commuter Train Station, and
- g. Maintains existing overall land use conditions and distribution, while dealing with conflicting land use arrangements.

Additional details on Scenario 2 or the selected Land Use Plan are presented in Section IV of the accompanying Land Use Element document.


COVINA GENERAL PLAN STATUS QUO GROWTH SCENARIO

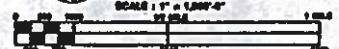
98-S1



GROWTH SCENARIO #1 LEGEND

RESIDENTIAL		INDUSTRIAL	CIRCULATION		
	LOW DENSITY (0 - 6.0)			FREEWAY	
	MEDIUM DENSITY (6.1 - 14.0)			PRIMARY ARTERIAL	
	HIGH DENSITY (14.1 - 22.0)			SECONDARY ARTERIAL	
COMMERCIAL		OTHER		RAILROAD	
	COMMERCIAL		SCHOOL		FLOOD CONTROL CHANNEL
			PARK	BOUNDARIES	
			OPEN SPACE		PLANNING AREA
					CITY LIMITS
					STUDY AREA



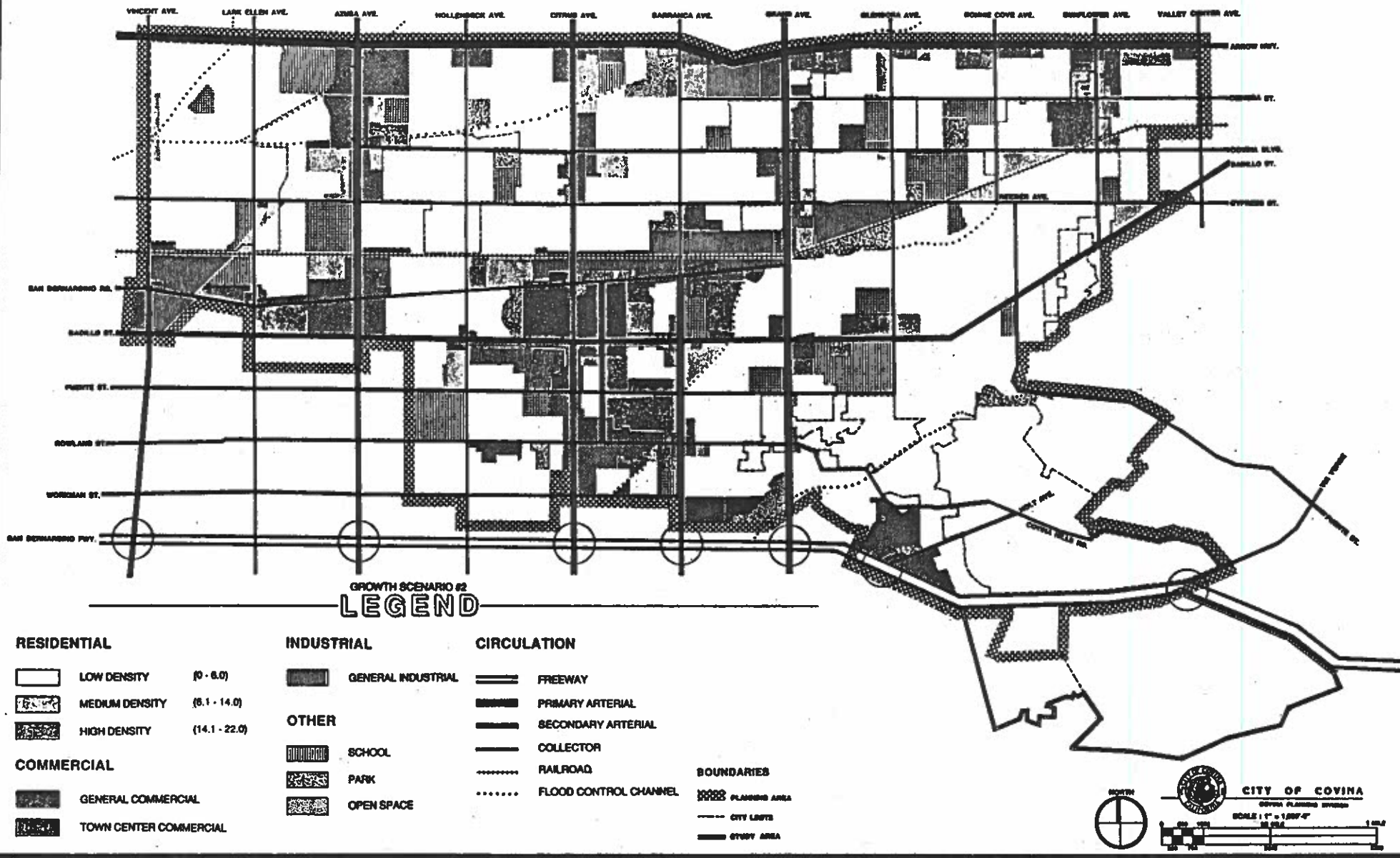
CITY OF COVINA
 CIVIL PLANNING DIVISION
 SCALE: 1" = 1,000'-0"


MAP 6. STATUS QUO GROWTH SCENARIO

COVINA GENERAL PLAN

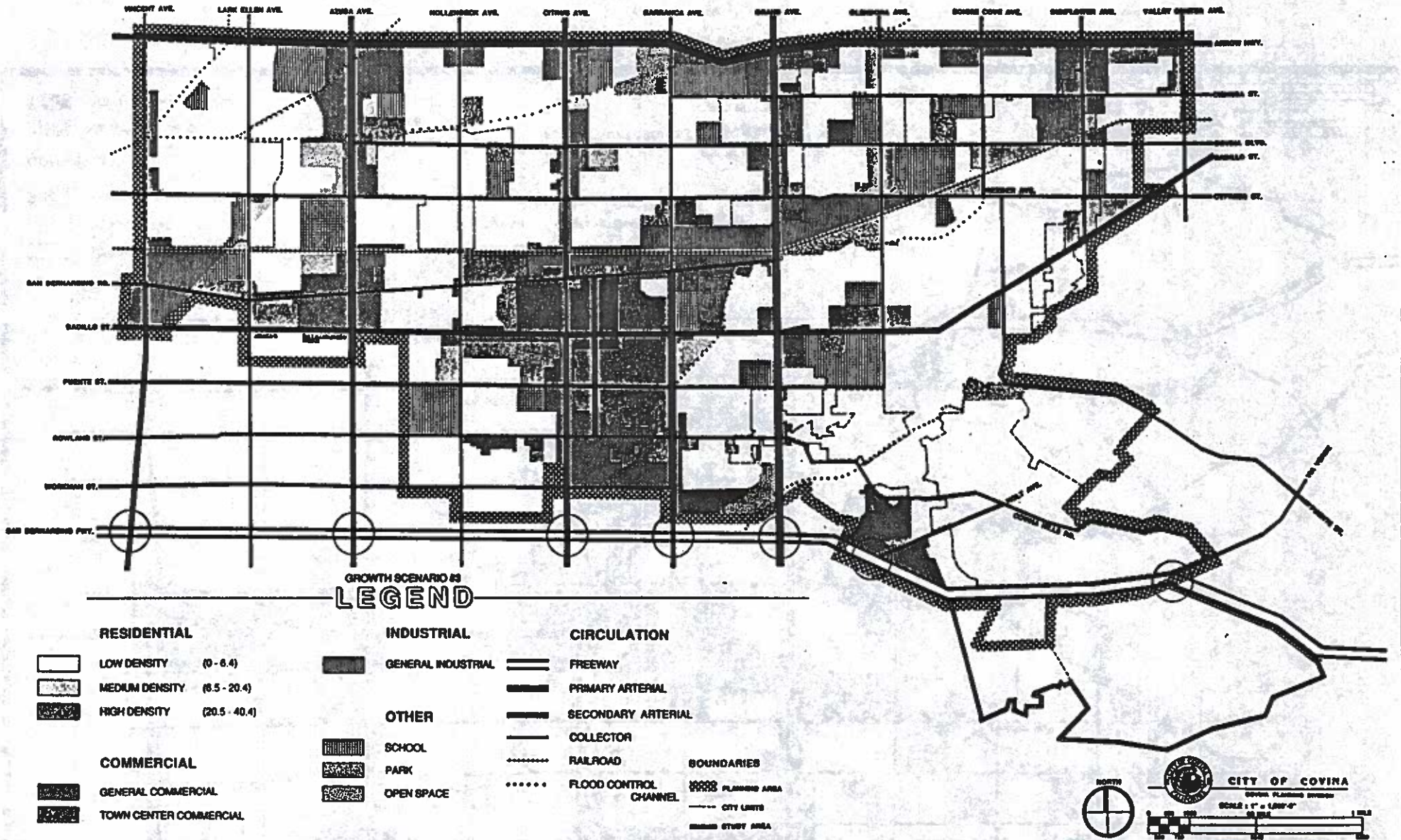
MODERATE GROWTH SCENARIO

LS-87



MAP 7. MODERATE GROWTH SCENARIO

COVINA GENERAL PLAN — HIGH GROWTH SCENARIO



LS-88

MAP 8. HIGH GROWTH SCENARIO

CIRCULATION STUDY

FOR THE

COVINA GENERAL PLAN CIRCULATION ELEMENT



PREPARED BY:
WPA TRAFFIC ENGINEERING, INC.

COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (GENERAL PLAN UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
DAVID R. LAW, FORMER PLANNING AIDE

APRIL 1993
REVISED MARCH 1994

FINAL REVISION MAY 1998

APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -

CONFIDENTIAL

SECRET

TOP SECRET

SECRET

CONFIDENTIAL

TOP SECRET



CONFIDENTIAL

SECRET

TOP SECRET

SECRET

CONFIDENTIAL

TOP SECRET

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CIRCULATION ELEMENT

Covina General Plan Update

I. INTRODUCTION

A. Purpose of the Circulation Element

The Circulation Element provides guidelines for the development and maintenance of a transportation plan for the City. It is closely related to the Land Use Element and any changes in either Element will have a resultant impact upon the other. The plan considers streets, regional transportation, public transportation, non-motorized travel modes, parking and traffic safety. In the City of Covina, the circulation system and related considerations have generally been established. The circulation system plan is formulated to meet present and future travel demand needs. This Element is a general guide for the planning, development and enhancement of the City of Covina circulation system, based upon the existing and anticipated land uses. This report is intended to update the Circulation Element and address concerns that have been developed with respect to transportation in the City.

B. Related Plans and Programs

Proposition 111, the Congestion Management Program (CMP) is a transportation related program which has an influence on the Circulation Element update. There are goals and requirements under this program which was considered in the preparation of this plan. Some of the CMP elements which were considered are:

- ❖ Traffic Levels of Service
- ❖ Transportation Demand Management
- ❖ Development Mitigation
- ❖ Inter-Jurisdictional Planning
- ❖ Development Phasing and Monitoring
- ❖ Planning Standards
- ❖ Jobs/Housing Balance
- ❖ AQMP

C. Scope and Content of Element

The existing circulation system is quantified, which includes various modes of transportation. The existing operations of the City street system are examined. Various circulation issues are reviewed, as well as their relevance to the General Plan.

The proposed Land Use Element is analyzed to determine the potential transportation impacts associated with the potential developments. Based on factors which include the circulation evaluation, existing constraints, and identification of City needs, transportation related goals and policies were developed.

II. EXISTING CIRCULATION SYSTEM

A. Regional Access

The City of Covina is located north of the San Bernardino Freeway (I-10) and is surrounded by Los Angeles County to the west, and the cities of West Covina to the south, San Dimas to the east and Glendora and Azusa to the north. Both the San Bernardino Freeway, to the south and the Foothill Freeway (I-210), to the north would provide connections to essentially all of the other freeways in the region.

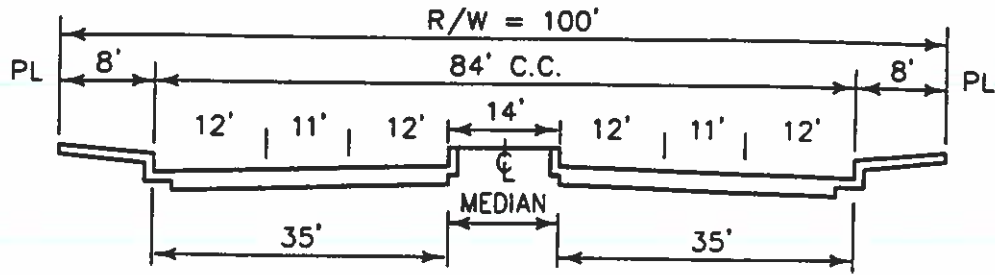
Access to the surrounding freeways are provided through interchanges located at various arterials serving the City of Covina. For the I-210 Freeway, ramps are located at Azusa Avenue, Citrus Avenue, Grand Avenue and Sunflower Avenue, while I-10 access is provided via Vincent Avenue, Azusa Avenue, Citrus Avenue, Barranca Avenue via Garvey, Grand Avenue and Holt Avenue.

B. Arterial Street System

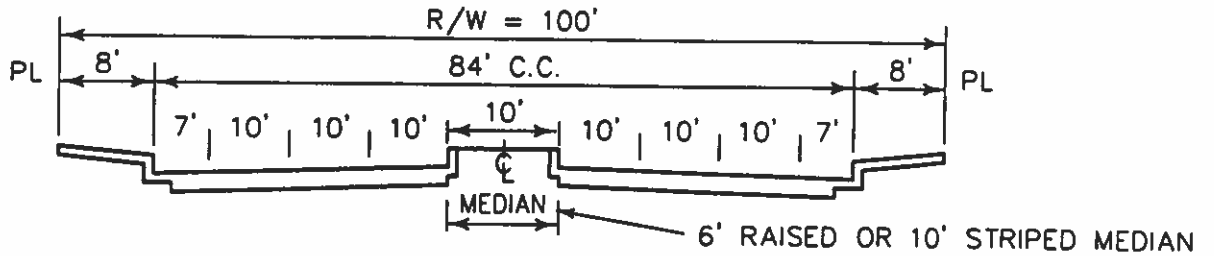
The three present classifications of arterials in City of Covina are "Major or Primary", "Secondary", and "Collector/Residential". Brief descriptions of these classifications are provided below and the street sections are illustrated in Figure 1.

Major/Primary: This classification usually calls for a 80 foot curb-to-curb width within a 100 foot right-of-way. A four-lane divided roadway is typically provided within this street section or potentially six reduced width lanes if parking is prohibited. The estimated daily capacity for four divided lanes at LOS E

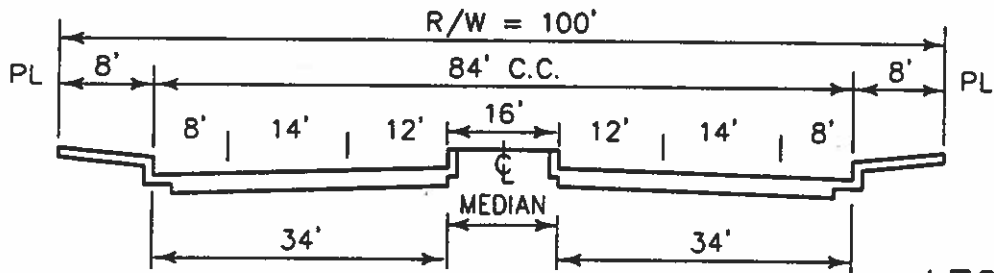
MAJOR / PRIMARY STREET



6 LANE DIVIDED WITH NO BIKE LANES AND NO PARKING



6 LANE DIVIDED WITH BIKE LANES AND NO PARKING

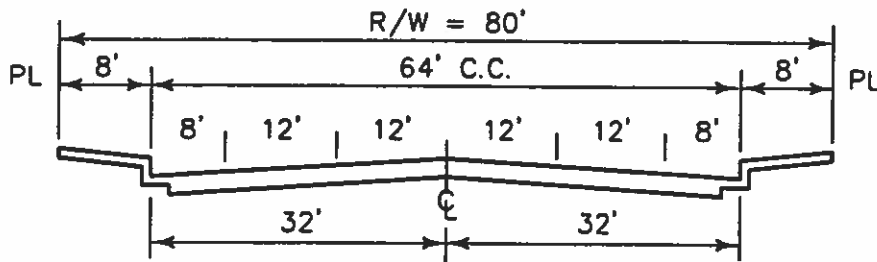


4 LANE DIVIDED WITH PARKING

LEGEND

R/W = RIGHT OF WAY
 C.C. = CENTER LINE
 PL = PROPERTY LINE

SECONDARY STREET



4 LANE UNDIVIDED WITH PARKING

TYPICAL STREET CROSS SECTION CITY OF COVINA

operations would be 31,250 vehicles per day (vpd), based on a review of Los Angeles County guidelines and CMP capacities. Arrow Highway, Badillo Street, Vincent Avenue (north of San Bernardino Road), Azusa Avenue, Citrus Avenue, Barranca Avenue (south of Badillo), and Grand Avenue are presently classified as Major-Primary roadways.

Secondary:

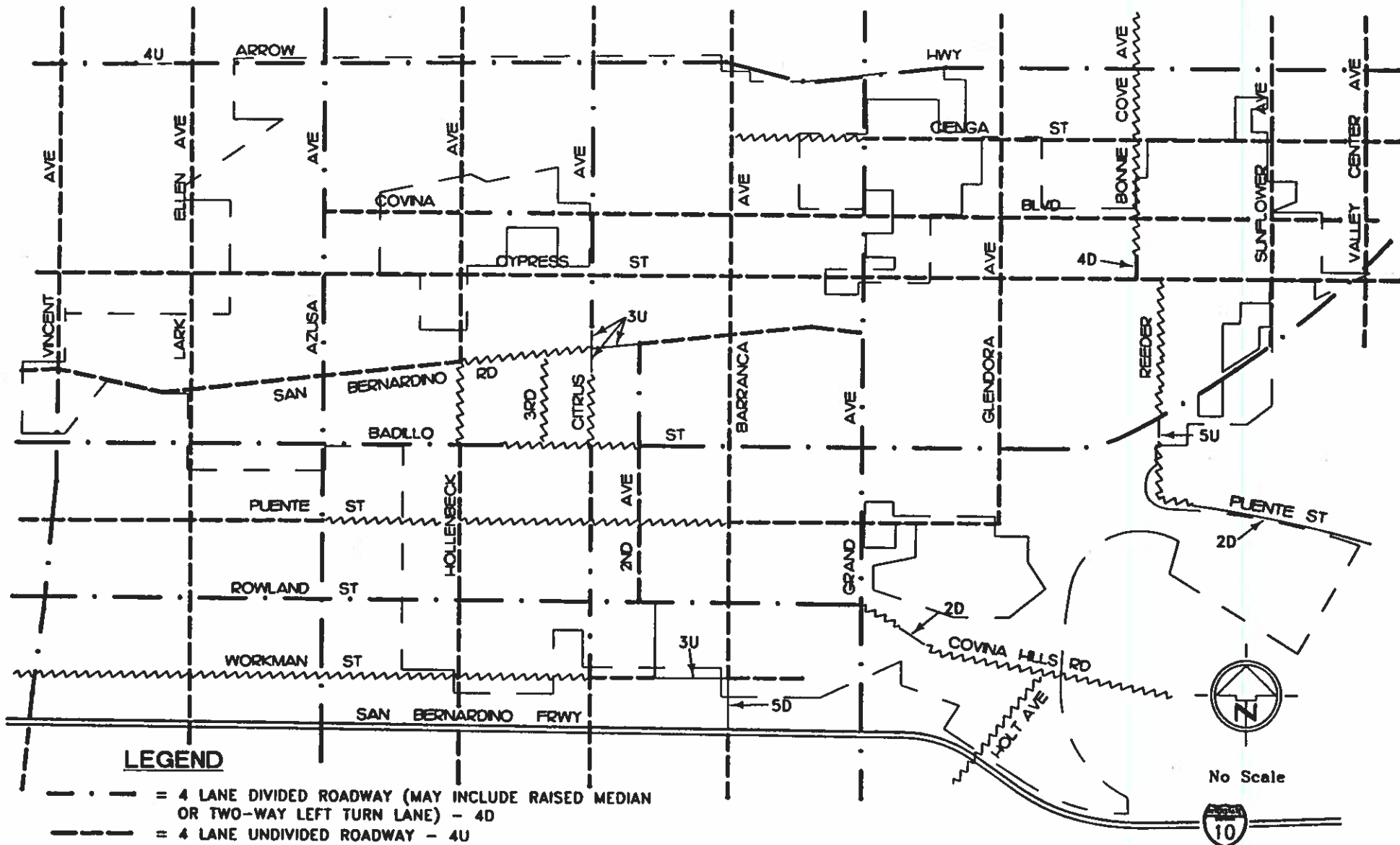
A Secondary roadway should be planned to provide a 64 foot curb-to-curb width within an 80 foot right-of-way. These geometrics can provide a four-lane divided street similar to an Arterial of four-lane undivided roadway with a LOS E capacity of 27,500 vpd. Streets within Covina which have an east-west orientation and have a Secondary designation are Workman Street, Rowland Street, Covina Hills Road, Puente Street, San Bernardino Road, Cypress Street, Covina Boulevard and Cienega Street. The north-south roadways which have a Secondary designation are Vincent Avenue (south of San Bernardino Road), Lark Ellen Avenue, Hollenbeck Avenue, Second Avenue, Barranca Avenue (north of Badillo), Glendora Avenue, Bonnie Cove Avenue, Reeder Avenue and Sunflower Avenue.

Residential/Collector:

Based upon City Code, under local streets classification which can include residential and collector streets, these streets shall have a width of not less than 56 feet and a roadway width of not less than 36 feet. If the City Council decides the type of adjacent development or other economic factors render it advisable, the loop or local streets serving 24 lots or less, each of which is to be developed for single family use, the street shall have a width of not less than 52 feet and a roadway width of not less than 36 feet. Generally, a two-lane undivided roadway is provided with this classification, which results in a LOS E capacity of 16,250 vpd. City of Covina has numerous streets which would come under this designation and are a part of these General Plan analyses.

Field studies and research were conducted to document existing lane configurations, to provide a basis for the existing arterial system analyses. Figure 2 presents the findings of these efforts.

CS-39



LEGEND

- . - . = 4 LANE DIVIDED ROADWAY (MAY INCLUDE RAISED MEDIAN OR TWO-WAY LEFT TURN LANE) - 4D
- = 4 LANE UNDIVIDED ROADWAY - 4U
- ~~~~~ = 2 LANE UNDIVIDED ROADWAY
- 2D = 2 LANE DIVIDED ROADWAY
- 3U = 3 LANE UNDIVIDED ROADWAY
- 5D = 5 LANE DIVIDED ROADWAY
- 5U = 5 LANE UNDIVIDED ROADWAY

ROADWAY GEOMETRICS

#971030
WPA TRAFFIC ENGINEERING, INC.

FIGURE 2

Existing Analyses

A review of existing conditions was completed to quantify factors and identify concerns. This review included data evaluation, field observations and discussions with City representatives. The existing Circulation Element provides a starting point for the review.

As stated earlier, a field survey was conducted to determine the geometrics of the existing arterial system and the results are illustrated on Figure 2. The City of Covina had daily traffic counts conducted throughout the City in 1997. These existing daily traffic volumes are reflected in Figure 3 and Table 1 for various street segments.

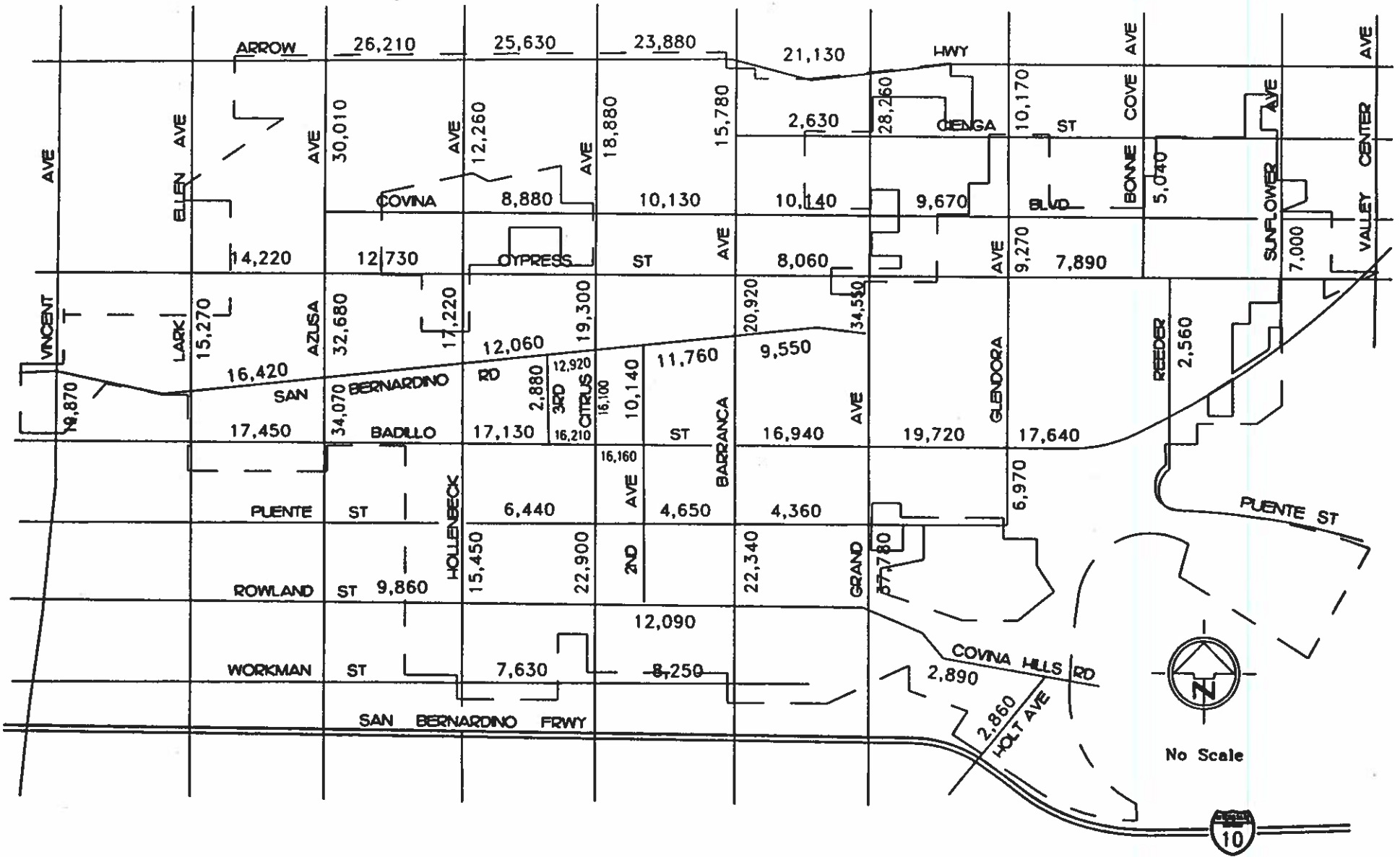
The lane configurations found on Figure 2 can be related to daily volume roadway capacities which are dependent on the number of through travel lanes and whether a median is provided. These "capacities" are the theoretical maximum volumes that these roadways can carry and relate to Level of Service (LOS) "E" operation as shown in Table 2.

A LOS value can range from "A" (the best) to "F" (the worst) and represents a qualitative description of operating conditions. These LOS maximum as the "capacity" and the existing (and/or future) traffic on the street as the "volume". This V/C ratio is calculated and the result indicates a LOS for the street segment analyzed. For example, a V/C ratio of 0.85 indicates the traffic volumes on the street are using 85 percent of the capacity which relates to LOS D, while if the volumes exceed the capacity then LOS F is indicated.

To provide a reference, many urbanized areas use LOS D as the maximum acceptable LOS, while the CMP allows a maximum LOS E (or "baseline" if it was previously worse than LOS E). If CMP requirements are exceeded, then reliance on a deficiency plan is indicated. The LOS definitions and relationship to the V/C results are provided in Appendix A of this study.

The daily volumes, street geometrics, road capacities, V/C ratios and LOS results are all shown in Table 1. This provides a general overview of existing traffic operations. It should be noted that theoretical daily capacities contain many inherent assumptions which can result in variances from the operating capacities, therefore, the daily results are only general indicators of roadway operations. The fact that the results are "indicators" needs to be considered when reviewing the analyses. Peak hour intersection analyses is a more detailed tool for determining the roadway operations. Intersection analyses during the peak hour should be utilized when there is a specific development being proposed.

b4-57



EXISTING VOLUMES

TABLE 1

SUMMARY OF PROPOSED GENERAL PLAN FUTURE ROADWAY
DAILY OPERATING CONDITIONS UTILIZING EXISTING ROADWAY CAPACITY

The City of Covina ♦ General Plan Circulation Update

ROADWAY SEGMENT	EXISTING TRAVEL LANES	EXISTING ESTIMATED ROADWAY CAPACITY LOS "E"	EXISTING (1997) AVERAGE DAILY TRAFFIC	EXISTING V/C/LOS	YEAR 2010 (Growth)⁽¹⁾ AVERAGE DAILY TRAFFIC	YEAR 2010 (Growth)⁽¹⁾ V/C/LOS	YEAR 2010 (G.P. Buildout)⁽²⁾ AVERAGE DAILY TRAFFIC	YEAR 2010 (G.P. Buildout)⁽²⁾ V/C/LOS
ARROW HIGHWAY:								
Vincent Ave. to Hollenbeck Ave.	4D	31,250	26,210	0.84/D	29,800	0.95/E	35,200	1.13/F
Hollenbeck Ave. to Citrus Ave.	4D	31,250	25,630	0.82/D	29,200	0.93/E	33,600	1.08/F
Citrus Ave. to Barranca Ave.	4D	31,250	23,880	0.76/C	27,200	0.87/D	30,800	0.97/E
Barranca Ave. to Grand Ave.	4D	31,250	21,130	0.68/B	24,000	0.77/C	27,200	0.87/D
CIENEGA STREET:								
Barranca Ave. to Grand Ave.	2U	16,250	2,630	0.16/A	3,000	0.18/A	3,700	0.23/A
COVINA BOULEVARD:								
Hollenbeck Ave. to Citrus Ave.	4D	31,250	8,880	0.28/A	10,100	0.32/A	12,000	0.38/A
Citrus Ave. to Barranca Ave.	4U	27,500	10,130	0.37/A	11,500	0.42/A	14,500	0.53/A
Barranca Ave. to Grand Ave.	4U	27,500	10,140	0.37/A	11,500	0.42/A	13,600	0.49/A
Grand Ave. to Glendora Ave.	4U	27,500	9,670	0.35/A	11,000	0.40/A	12,800	0.47/A
CYPRESS STREET:								
West of Azusa Ave.	4U	27,500	14,220	0.52/A	16,200	0.59/A	20,800	0.76/C
Azusa Ave. to Hollenbeck Ave.	4U	27,500	12,730	0.46/A	14,500	0.53/A	18,900	0.69/B
Barranca Ave. to Grand Ave.	4U	27,500	8,060	0.29/A	9,200	0.33/A	9,800	0.36/A
East of Glendora Ave.	4U	27,500	7,890	0.29/A	9,000	0.33/A	9,400	0.34/A
SAN BERNARDINO ROAD:								
Lark Ellen Ave. to Azusa Ave.	4U	27,500	16,420	0.60/A	18,700	0.68/B	20,500	0.75/C
Hollenbeck Ave. to Third Ave.	2U	16,250	12,060	0.74/C	13,700	0.84/D	16,600	1.02/F
Third Ave. to Citrus Ave.	2U	16,250	12,920	0.80/C	14,700	0.90/D	17,600	1.08/F
Citrus Ave. to Barranca Ave.	4U	27,500	11,760	0.43/A	13,400	0.49/A	15,500	0.56/A
Barranca Ave. to Grand Ave.	4U	27,500	9,550	0.35/A	10,900	0.40/A	12,700	0.46/A

C S - 5 1

**SUMMARY OF PROPOSED GENERAL PLAN FUTURE ROADWAY
DAILY OPERATING CONDITIONS UTILIZING EXISTING ROADWAY CAPACITY**

The City of Covina ♦ General Plan Circulation Update

ROADWAY SEGMENT	EXISTING TRAVEL LANES	EXISTING ESTIMATED ROADWAY CAPACITY LOS "E"	EXISTING (1997) AVERAGE DAILY TRAFFIC	EXISTING V/C / LOS	YEAR 2010 (Growth)⁽¹⁾ AVERAGE DAILY TRAFFIC	YEAR 2010 (Growth)⁽¹⁾ V/C / LOS	YEAR 2010 (G.P. Buildout)⁽²⁾ AVERAGE DAILY TRAFFIC	YEAR 2010 (G.P. Buildout)⁽²⁾ V/C / LOS
<i>BADILLO STREET:</i>								
Lark Ellen Ave. to Azusa Ave	4D	31,250	17,450	0.56/A	19,900	0.64/B	22,600	0.72/C
Hollenbeck Ave. to Third Ave.	4D ^(a)	31,250	17,130	0.55/A	19,400	0.62/B	23,500	0.75/C
Third Ave. to Citrus Ave.	2U	16,250	16,210	1.00/E	18,400	1.13/F	22,400	1.38/F
Citrus Ave. to Barranca Ave.	4D ^(a)	31,250	16,160	0.52/A	18,400	0.59/A	21,500	0.69/B
Barranca Ave. to Grand Ave.	4D	31,250	16,940	0.54/A	19,300	0.62/B	21,900	0.70/B
Grand Ave. to Glendora Ave.	4D	31,250	19,720	0.63/B	22,400	0.72/C	26,200	0.84/D
East of Glendora Ave.	4D	31,250	17,640	0.56/A	20,100	0.64/B	22,900	0.73/C
<i>PUENTE STREET:</i>								
Hollenbeck Ave. to Citrus Ave.	2U	16,250	6,440	0.40/A	7,300	0.45/A	9,300	0.57/A
Citrus Ave. to Barranca Ave.	2U	16,250	4,650	0.29/A	5,300	0.33/A	6,500	0.40/A
Barranca Ave. to Grand Ave.	4U	27,500	4,360	0.16/A	5,000	0.18/A	5,400	0.20/A
<i>ROWLAND AVENUE:</i>								
Azusa Ave. to Hollenbeck Ave.	4D	31,250	9,860	0.32/A	11,200	0.36/A	12,500	0.40/A
Citrus Ave. to Barranca Ave.	4D	31,250	12,090	0.39/A	13,800	0.44/A	15,400	0.49/A
<i>WORKMAN AVENUE:</i>								
Hollenbeck Ave. to Citrus Ave.	2U	16,250	7,630	0.47/A	8,700	0.54/A	9,100	0.56/A
Citrus Ave. to Barranca Ave.	2U ^(b)	16,250	8,250	0.51/A	9,400	0.58/A	9,700	0.60/A
<i>COVINA HILLS ROAD:</i>								
East of Grand Ave.	2U	16,250	2,890	0.18/A	3,300	0.20/A	4,400	0.27/A
<i>HOLT AVENUE:</i>								
South of Covina Hills Road	2U	16,250	2,860	0.18/A	3,300	0.20/A	4,300	0.26/A

C-5-6

TABLE 1 (Cont.)

SUMMARY OF PROPOSED GENERAL PLAN FUTURE ROADWAY
DAILY OPERATING CONDITIONS UTILIZING EXISTING ROADWAY CAPACITY

The City of Covina ♦ General Plan Circulation Update

ROADWAY SEGMENT	EXISTING TRAVEL LANES	EXISTING ESTIMATED ROADWAY CAPACITY LOS "E"	EXISTING (1997) AVERAGE DAILY TRAFFIC	EXISTING V/C / LOS	YEAR 2010 (Growth) ⁽¹⁾ AVERAGE DAILY TRAFFIC	YEAR 2010 (Growth) ⁽¹⁾ V/C / LOS	YEAR 2010 (G.P. Buildout) ⁽²⁾ AVERAGE DAILY TRAFFIC	YEAR 2010 (G.P. Buildout) ⁽²⁾ V/C / LOS
VINCENT AVENUE: South of San Bernardino Road	4D	31,250	19,870	0.64/B	22,600	0.72/C	26,400	0.84/D
LARK ELLEN AVENUE: North of San Bernardino Road	4U	27,500	15,270	0.56/A	17,400	0.63/B	26,600	0.97/E
AZUSA AVENUE: Badillo St. to San Bernardino Rd. San Bernardino Rd. to Cypress St. Cypress St. to Arrow Highway	4D	31,250	34,070	1.09/F	38,800	1.24/F	47,100	1.51/F
	4D	31,250	32,680	1.05/F	37,200	1.19/F	43,500	1.39/F
	4D	31,250	30,010	0.96/E	34,200	1.09/F	45,900	1.47/F
HOLLENBECK AVENUE: Rowland Ave. to Puente St. San Bernardino Rd. to Cypress St. Covina Blvd. to Arrow Highway	4U	27,500	15,450	0.56/A	17,600	0.64/B	19,100	0.69/B
	4U	27,500	17,220	0.63/B	19,600	0.71/C	22,500	0.82/D
	4U	27,500	12,260	0.45/A	14,000	0.51/A	15,800	0.57/A
3RD AVENUE: Badillo St. to San Bernardino Rd.	2U	16,250	2,880	0.18/A	3,300	0.20/A	3,800	0.23/A
CITRUS AVENUE: Rowland Ave. to Puente St. Badillo St. to San Bernardino Rd. San Bernardino Rd. to Cypress St. Covina Blvd. to Arrow Highway	4D	31,250	22,900	0.73/C	26,100	0.84/D	28,200	0.90/D
	2U	16,250	16,100	0.99/E	18,100	1.11/F	19,700	1.21/F
	4D	31,250	19,300	0.62/B	22,000	0.70/B	24,300	0.78/C
	4D	31,250	18,880	0.60/A	21,500	0.69/B	27,200	0.87/D
SECOND AVENUE: Badillo St. to San Bernardino Rd.	4D	31,250	10,140	0.32/A	11,500	0.37/A	12,600	0.40/A

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SUMMARY OF PROPOSED GENERAL PLAN FUTURE ROADWAY
DAILY OPERATING CONDITIONS UTILIZING EXISTING ROADWAY CAPACITY

The City of Covina ♦ General Plan Circulation Update

ROADWAY SEGMENT	EXISTING TRAVEL LANES	EXISTING ESTIMATED ROADWAY CAPACITY LOS "E"	EXISTING (1997) AVERAGE DAILY TRAFFIC	EXISTING V/C / LOS	YEAR 2010 (Growth) ⁽¹⁾ AVERAGE DAILY TRAFFIC	YEAR 2010 (Growth) ⁽¹⁾ V/C / LOS	YEAR 2010 (G.P. Buildout) ⁽²⁾ AVERAGE DAILY TRAFFIC	YEAR 2010 (G.P. Buildout) V/C / LOS
<u>BARRANCA AVENUE:</u>								
Rowland Ave. to Puente St.	4U	27,500	22,340	0.81/D	25,400	0.92/E	27,500	1.00/E
San Bernardino Rd. to Cypress St.	4U	27,500	20,920	0.76/C	23,800	0.87/D	27,800	1.01/F
Covina Blvd. to Arrow Highway	4U	27,500	15,780	0.57/A	18,000	0.65/B	21,000	0.76/C
<u>GRAND AVENUE:</u>								
Rowland Ave. to Puente St.	4D	31,250	37,780	1.21/F	43,000	1.38/F	46,400	1.48/F
San Bernardino Rd. to Cypress St.	4D	31,250	34,550	1.11/F	39,300	1.26/F	41,100	1.32/F
Covina Blvd. to Arrow Highway	4D	31,250	28,260	0.90/D	32,200	1.03/F	33,700	1.08/F
<u>GLENDORA AVENUE:</u>								
Puente St. to Badillo St.	4U	27,500	6,970	0.25/A	7,900	0.29/A	8,700	0.32/A
Cypress St. to Covina Blvd.	4U	27,500	9,270	0.34/A	10,600	0.39/A	11,300	0.41/A
Covina Blvd. to Arrow Highway	4U	27,500	10,170	0.37/A	11,600	0.42/A	12,000	0.44/A
<u>BONNIE COVE AVENUE:</u>								
Covina Blvd. to Cienega St.	2U	16,250	5,040	0.31/A	5,700	0.35/A	5,700	0.35/A
<u>REEDER AVENUE:</u>								
Ruddock St. to Cypress St.	2U	16,250	2,560	0.16/A	2,900	0.18/A	3,100	0.19/A
<u>SUNFLOWER AVENUE:</u>								
Cypress St. to Covina Blvd.	4U	27,500	7,000	0.25/A	8,000	0.29/A	9,200	0.33/A

V/C / LOS = Volume to Capacity / Level of Service

- (1) A one (1) percent per year growth rate was utilized in this study to obtain the ambient growth in the City of Covina under buildout conditions (Year 2010). $(1+.01)^{13}$
- (2) Future volumes (Buildout Conditions - Year 2010) include ambient growth and general plan buildout volumes.
 - (a) A small portion of the roadway segment is two lane undivided (between Hollenbeck & Third only Third to Fourth is two lanes; between Citrus & Barranca only approximately a half of a block is two lanes) and the remaining portion is four lane divided.
 - (b) The road segment is three lane undivided from Barranca to 2nd Ave. A "worst case" two lane undivided roadway was utilized.

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TABLE 2

LOS ANGELES COUNTY
DAILY CAPACITY ASSUMPTIONS

The City of Covina ♦ General Plan Circulation Update

<i>LANE DESCRIPTION</i>	<i>AVERAGE DAILY TRAFFIC VOLUMES "LOS E"</i>
6 LANES DIVIDED (6D)	46,250
4 LANES DIVIDED (4D)	31,250
4 LANES UNDIVIDED (4U)	27,500
2 LANES UNDIVIDED (2U)	16,250

Review of Table 1 shows that the existing daily volumes for various street segments are within the LOS D daily capacity limits. The daily capacities relate to the existing roadway system as it is currently built and striped. Table 1 also indicates that there are seven street segments that are currently operating over capacity. These are Badillo Street - Third to Citrus (1.00/E); Azusa Avenue - Badillo to San Bernardino (1.09/F), San Bernardino to Cypress (1.05/F) and Cypress to Arrow Highway (0.96/E); Grand Avenue - Rowland to Puente (1.21/F) and San Bernardino to Cypress (1.11/F); Citrus Avenue - Badillo to San Bernardino (0.99/E).

C. Bus System

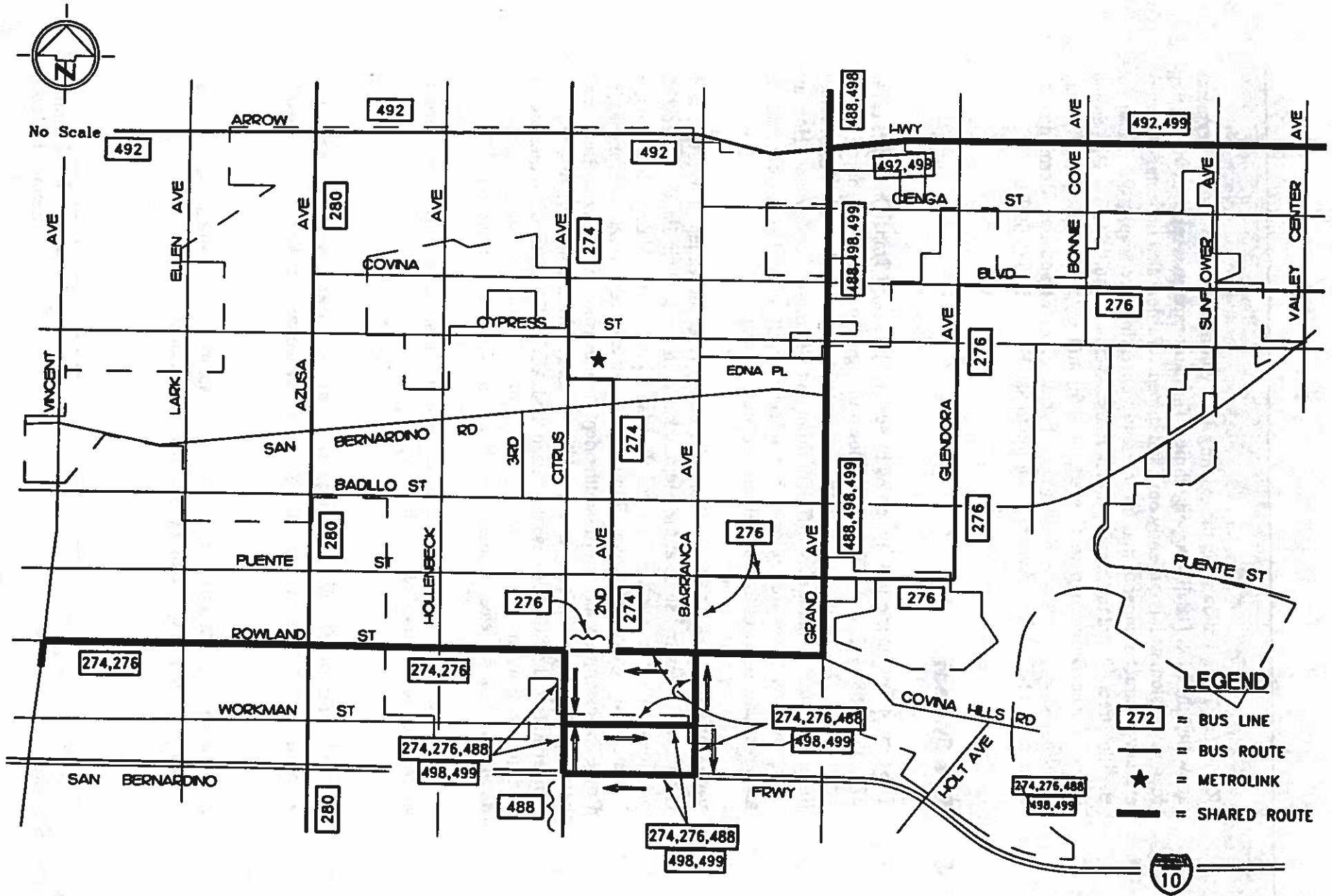
The City of Covina is primarily served by seven (7) Foothill Transit bus lines (274, 276, 280, 488, 492, and 498/499) as shown in Figure 4. All of the routes, except number 274 (M-F only) operate on all days of the week; although the Monday through Friday schedule is different from the Saturday, Sunday and Holiday operations. All buses are equipped with wheelchair lifts as well as bicycle racks to accommodate some of the special needs of bus patrons.

Route 274 is a line which provides service between the Cities of Whittier and Glendora Routes and stops at the Metrolink station (in Baldwin Park). Route 276 provides connections to the Puente Hills Mall, Queen of the Valley Hospital, the Plaza at West Covina, Eastland Shopping Center and San Dimas Park and Ride. Route 280 essentially has a north-south orientation, traveling along Azusa Boulevard between the City of Industry and the City of Azusa. Routes 488 and 492 provide connections to the SCULA bus station and the LAC/UCS bus station to the west in addition to providing access to the Metrolink at Union Station and access to downtown Los Angeles. Routes 498/499 also provide connections to the SCULA bus station and the LAC/UCS bus station to the west in addition to providing access to the Metrolink at Union Station and access to downtown Los Angeles, however a more direct path is taken via the I-10 Freeway.

D. Bicycle Path System, Dial-A-Ride Operations, Trackless Trolley Shuttle System, Rail Transportation and Truck Circulation

Information documenting these transportation facilities are contained in the existing Circulation Element of the City of Covina General Plan.

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SOURCE: FOOTHILL TRANSIT, 1997 BUSBOOK

WPA TRAFFIC ENGINEERING, INC.

EXISTING BUS ROUTES

FIGURE 4

III. FUTURE YEAR 2010 TRAFFIC CONDITIONS

Land use changes associated with the proposed updated General Plan were received from the City of Covina Planning Department. The traffic increases associated with the proposed plan were determined so the potential traffic impacts could be evaluated. These analyses identify impacts due to changes within the City of Covina. It was also necessary to consider the potential impacts of traffic which passes through Covina but had destinations outside the City Limits.

A. Projected Growth in the Region

An ambient growth rate of one (1) percent per year was applied to the existing 1997 daily traffic volumes to project baseline conditions for the Year 2010. This growth rate was found to be consistent with the Los Angeles County Congestion Management Program guidelines. A growth rate was applied to account for any unforeseen growth within the City of Covina and added traffic traveling through the City from sources outside the City's boundaries.

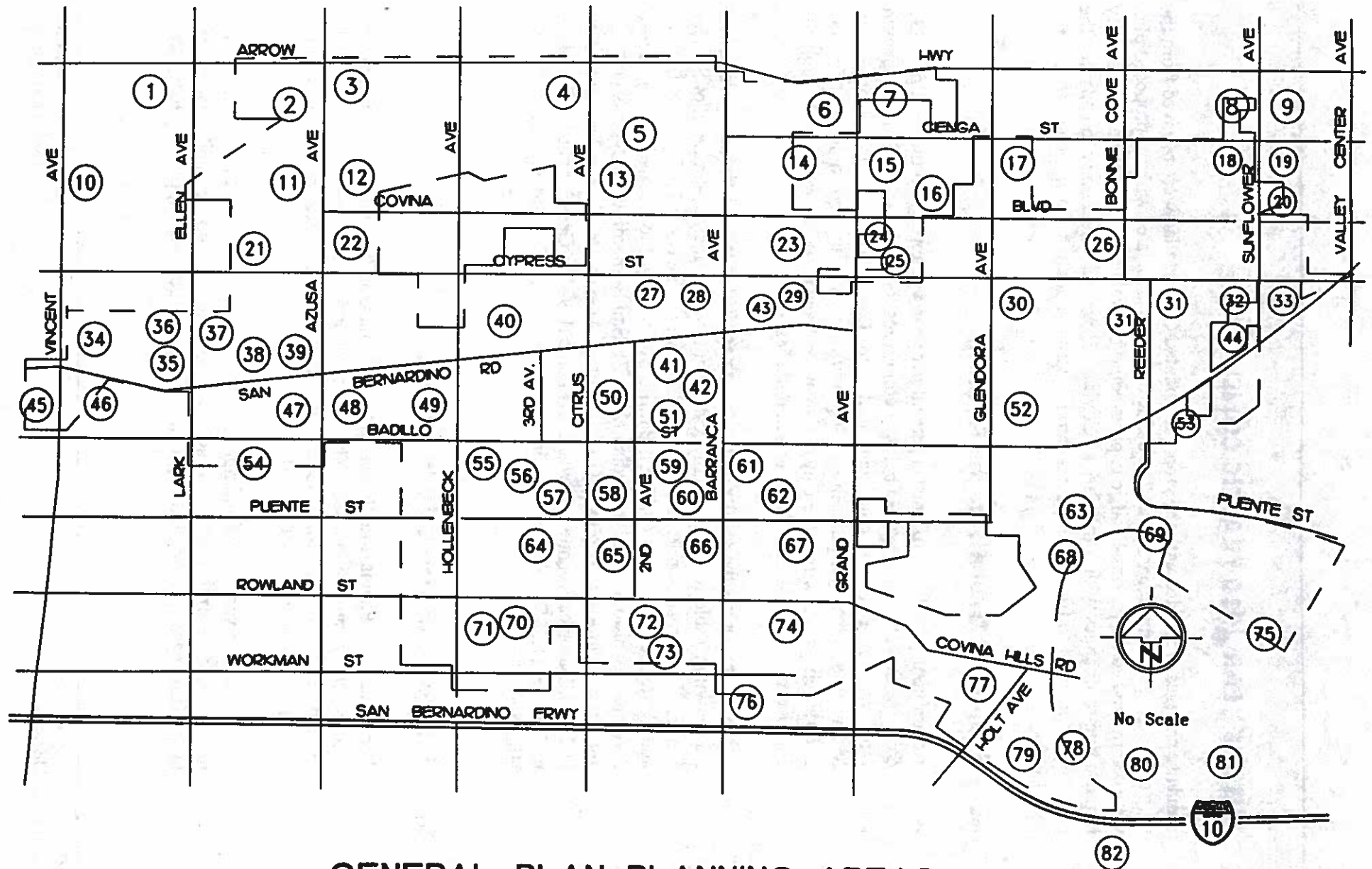
Table 1 summarizes the results of the growth applied to the existing daily volumes. As shown in Table 1, a total of 11 road segments would operate at a Level of Service E or F. These road segments are: Arrow Highway - Vincent to Hollenbeck (0.95/E) and Hollenbeck to Citrus (0.93/E); Badillo Street - Third to Citrus (1.13/F); Azusa Avenue - Badillo to San Bernardino (1.24/F), San Bernardino to Cypress (1.19/F) and Cypress to Arrow Highway (1.09/F); Citrus Avenue - Badillo to San Bernardino (1.11/F); Barranca Avenue - Rowland to Puente (0.92/E); Grand Avenue - Rowland to Puente (1.38/F), San Bernardino to Cypress (1.26/F) and Covina to Arrow Highway (1.03/F).

B. Future Land Use Within Covina

The Circulation Plan is directly related to the Land Use Element and would serve the anticipated transportation needs. The proposed land use plan was provided to us by the City of Covina Planning Department. Figure 5 illustrates the location of each specific planning area within the City of Covina.

In order to analyze the traffic impacts of the proposed General Plan update, it was necessary to determine the trip generation rates for the proposed and existing land uses within each specific planning area. Trip generation rates applicable to the land

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GENERAL PLAN PLANNING AREAS

uses were referenced from *Trip Generation*¹ and are listed on Table 3. The existing land uses were compared to the proposed land uses. The incremental difference between the two plans represents the development which will generate future traffic impacts. Table 4 presents the net trip generation for each specific planning area.

The potential traffic impacts on the surrounding street system were estimated based on the trip generation found in Table 4 and the projected trip distribution patterns. Given the traffic assignment methodology was performed manually, there is some overlap or "double counting" of trips occurring between uses which is not accounted for.

Figure 6 illustrates the projected increase in daily traffic on each of the study road segment locations. These volumes were added to the baseline Year 2010 conditions and the results are illustrated in Figure 7 and shown in Table 1, which was presented earlier, under "Year 2010 G.P. Buildout" conditions. The future daily traffic volumes for the proposed land use plan were compared to the existing General Plan capacities and the resulting Level of Service is shown in Table 1.

C. Impacts and Mitigation Measures

Impacts to traffic and circulation resulting from implementation of the proposed Land Use Plan were assessed by examining the changes in Level of Service (LOS) from existing conditions to future conditions that would result with buildout of the Covina General Plan, as well as added traffic from the surrounding cities. The impacts identified are based upon increases in traffic due to buildout of the Plan as it would affect the existing roadway system.

The policies of the General Plan would be considered to have a significant impact on transportation/circulation if the degradation of a roadway segment to LOS E or F. For Los Angeles County CMP streets such as Azusa Avenue, degradation of LOS beyond the baseline conditions established by the Los Angeles County CMP is considered a significant impact.

*"5.3.1 Los Angeles County Level of Service Standard. The level of service (LOS) standard in Los Angeles County is LOS E, except where base year LOS is worse than E. In such cases the base year level of service will be the standard."*²

¹ *Trip Generation*, 6th Edition; Institute of Transportation Engineers (ITE); 1997.

² "1997 Congestion Management Program for Los Angeles County"; Metropolitan Transportation Authority (MTA); November, 1997.

TABLE 3

TRIP GENERATION RATES

The City of Covina ♦ General Plan Circulation Update

LAND USE	DESCRIPTOR	TRIP RATES PER DESCRIPTOR ⁽¹⁾				
		DAILY	AM PEAK HOUR		PM PEAK HOUR	
			IN	OUT	IN	OUT
Single Family Residential	Dwelling Units	9.55	0.19	0.55	0.66	0.35
Apartments	Dwelling Units	6.47	0.09	0.42	0.43	0.20
Hospital	1,000 Square Feet	16.78	0.82	0.34	0.32	0.74
Industrial	1,000 Square Feet	6.97	0.76	0.16	0.12	0.86
Movie Theater	Seats	est.	-	-	0.04	0.02
Equations:						
Shopping Center	1,000 Square Feet	Daily: $\ln(T) = 0.625 \ln(x) + 5.985$ AM Peak Hour: $\ln(T) = 0.589 \ln(x) + 2.378$ (63%, 37%) PM Peak Hour: $\ln(T) = 0.637 \ln(x) + 3.553$ (50%, 50%)				
Passby Percentage (%)	1,000 Square Feet	Daily: $\ln(T) = -0.341 \ln(x) + 5.376$ AM Peak Hour: 10% Less than PM Peak Hour PM Peak Hour: $\ln(T) = -0.341 \ln(x) + 5.376$				
Office	1,000 Square Feet	Daily: $\ln(T) = 0.756 \ln(x) + 3.765$ AM Peak Hour: $\ln(T) = 0.777 \ln(x) + 1.674$ (89%, 11%) PM Peak Hour: $\ln(T) = 0.737 \ln(x) + 1.831$ (17%, 83%)				

(1) *Trip Generation, 6th Edition*; Institute of Transportation Engineers (ITE); 1997.

TABLE 4
TRIP GENERATION
The City of Covina ♦ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
1	Single Family Residential	12 DU	110	5	5	10	5
2	Shopping Center	30,000 SF	3,330	50	30	150	150
	- Passby (67% Daily, PM; 57% AM)		(2,230)	(30)	(15)	(100)	(100)
	Total		1,100	20	15	50	50
3	Shopping Center	50,000 SF	4,600	70	40	210	210
	- Passby (57% Daily, PM; 47% AM)		(2,600)	(30)	(20)	(120)	(120)
	Subtotal		2,000	40	20	90	90
	Movie Theater	5,000 Seats	3,000	-	-	200	100
	Total		5,000	40	20	290	190
4	Shopping Center	80,000 SF	6,150	90	50	285	285
	- Passby (49% Daily, PM; 39% AM)		(3,000)	(35)	(20)	(140)	(140)
	Total		3,150	55	30	145	145
5	Single Family Residential	8 DU	80	NOM	5	5	5
6	Industrial	130,000 SF	900	100	20	15	110
	Shopping Center	6,000 SF	1,200	20	10	55	55
	- Passby (70% Daily, PM; 60% AM)		(840)	(10)	(5)	(40)	(40)
	Subtotal		1,260	110	25	30	125
	- Less Shopping Center	(25,000 SF)	(2,970)	(45)	(25)	(135)	(135)
	Passby (70% Daily, PM; 60% AM)		(2,080)	(25)	(15)	(95)	(95)
	Subtotal		(890)	(20)	(10)	(40)	40
	Total		370	90	15	-10	85
7	Shopping Center	8,000 SF	1,460	20	15	65	65
	- Passby (70% Daily, PM; 60% AM)		(1,020)	(15)	(10)	(45)	(45)
	Total		440	5	5	20	20
8	Multi-Family Residential	105 DU	680	10	45	45	20
	- Less Single Family Residential	(28 DU)	(270)	(5)	(15)	(20)	(10)
	Total		410	5	30	25	10
9	Multi-Family Residential	32 DU	200	5	15	15	5
	- Less Single Family Residential	(10 DU)	(100)	(NOM)	(5)	(5)	(5)
	Total		100	5	10	10	0

TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ♦ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
10	Multi-Family Residential - Less Single Family Residential Total	110 DU (38 DU)	710 <u>(360)</u> 350	10 <u>(5)</u> 5	45 <u>(20)</u> 25	45 <u>(25)</u> 20	20 <u>(15)</u> 5
11	Shopping Center - Passby (34% Daily, PM; 24% AM) Total	230,000 SF	11,890 <u>(4,040)</u> 7,940	165 <u>(40)</u> 125	100 <u>(25)</u> 75	560 <u>(190)</u> 370	560 <u>(190)</u> 370
12	Shopping Center - Passby (70% Daily, PM; 60% AM) Total	7,000 SF	1,340 <u>(940)</u> 400	20 <u>(10)</u> 10	15 <u>(10)</u> 5	60 <u>(40)</u> 20	60 <u>(40)</u> 20
13	Shopping Center - Passby (70% Daily, PM; 60% AM) Total	10,000 SF	1,680 <u>(1,180)</u> 500	25 <u>(15)</u> 10	15 <u>(10)</u> 5	75 <u>(50)</u> 25	75 <u>(50)</u> 25
14	Single Family Residential	5 DU	50	NOM	5	5	NOM
15	Multi-Family Residential - Less Single Family Residential Total	7 DU (3 DU)	50 <u>(30)</u> 20	NOM <u>(NOM)</u> NOM	5 <u>(NOM)</u> 5	5 <u>(NOM)</u> 5	NOM <u>(NOM)</u> NOM
16	Hospital	40,000 SF	670	35	15	15	30
17	Single Family Residential	6 DU	60	NOM	5	5	NOM
18	Multi-Family Residential - Less Single Family Residential Total	32 DU (5 DU)	210 <u>(50)</u> 160	5 <u>(NOM)</u> 5	15 <u>(5)</u> 10	15 <u>(5)</u> 10	5 <u>(NOM)</u> 5
19	Multi-Family Residential - Less Single Family Residential Total	84 DU (12 DU)	540 <u>(110)</u> 430	5 <u>(NOM)</u> 5	35 <u>(5)</u> 30	35 <u>(10)</u> 25	15 <u>(5)</u> 10
20	Multi-Family Residential - Less Single Family Residential Total	81 DU (13 DU)	520 <u>(120)</u> 400	5 <u>(NOM)</u> 5	35 <u>(5)</u> 30	35 <u>(10)</u> 25	15 <u>(5)</u> 10
21	Multi-Family Residential - Less Single Family Residential Total	12 DU (3 DU)	80 <u>(30)</u> 50	NOM <u>(NOM)</u> NOM	5 <u>(NOM)</u> 5	5 <u>(NOM)</u> 5	NOM <u>(NOM)</u> NOM

TABLE 4 (Cont.)
TRIP GENERATION
 The City of Covina ♦ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
22	Shopping Center - Passby (45% Daily, PM; 35% AM) Total	98,000 SF	6,980 <u>(4,140)</u> 2,840	100 <u>(35)</u> 65	60 <u>(20)</u> 40	325 <u>(145)</u> 180	325 <u>(145)</u> 180
23	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
24	Shopping Center - Passby (70% Daily, PM; 60% AM) Total	5,000 SF	1,090 <u>(760)</u> 330	20 <u>(10)</u> 10	10 <u>(5)</u> 5	50 <u>(35)</u> 15	50 <u>(35)</u> 15
25	Multi-Family Residential - Less Single Family Residential Total	13 DU (2 DU)	80 <u>(20)</u> 60	NOM <u>(NOM)</u> NOM	5 <u>(NOM)</u> 5	5 <u>(NOM)</u> 5	NOM <u>(NOM)</u> NOM
26	Single Family Residential	6 DU	60	NOM	5	5	NOM
27	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
28	Industrial	50,000 SF	350	40	10	5	45
29	Industrial	150,000 SF	1,050	115	25	20	130
30	Shopping Center - Passby (70% Daily, PM; 60% AM) Total	4,500 SF	1,020 <u>(710)</u> 310	15 <u>(10)</u> 5	10 <u>(5)</u> 5	45 <u>(30)</u> 15	45 <u>(30)</u> 15
31	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
32	Single Family Residential	9 DU	90	NOM	5	5	5
33	Multi-Family Residential - Less Single Family Residential Total	44 DU (4 DU)	280 <u>(40)</u> 240	5 <u>(NOM)</u> 5	20 <u>(5)</u> 15	20 <u>(5)</u> 15	10 <u>(NOM)</u> 10
34	Industrial	70,000 SF	490	55	10	10	60
35	Shopping Center - Passby (70% Daily, PM; 60% AM) Total	10,000 SF	1,680 <u>(1,180)</u> 500	25 <u>(15)</u> 10	15 <u>(10)</u> 5	75 <u>(55)</u> 20	75 <u>(55)</u> 20
36	Multi-Family Residential - Less Single Family Residential Total	23 DU (4 DU)	150 <u>(40)</u> 110	NOM <u>(NOM)</u> NOM	10 <u>(5)</u> 5	10 <u>(5)</u> 5	5 <u>(NOM)</u> 5

**TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ♦ General Plan Circulation Update**

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
37	Multi-Family Residential - Less Single Family Residential Total	14 DU (2 DU)	150 (20) 110	NOM (NOM) NOM	5 (NOM) 5	5 (NOM) 5	5 (NOM) 5
38	Office - Less Single Family Residential Total	15,000 SF (5 DU)	330 (50) 280	40 (NOM) 40	5 (5) 0	10 (5) 5	35 (NOM) 35
39	Shopping Center - Passby (70% Daily, PM; 60% AM) Total	6,000 SF	1,220 (850) 370	20 (10) 10	10 (5) 5	55 (40) 15	55 (40) 15
40	Multi-Family Residential - Less Single Family Residential Total	100 DU (40 DU)	650 (380) 270	10 (10) 0	55 (20) 35	45 (25) 20	20 (15) 20
41	Shopping Center - Passby (70% Daily, PM; 60% AM) - Less Single Family Residential Total	6,000 SF (3 DU)	1,220 (850) (30) 340	20 (10) (NOM) 10	10 (5) (NOM) 5	55 (40) (NOM) 15	55 (40) (NOM) 15
42	Multi-Family Residential - Less Single Family Residential Total	11 DU (3 DU)	70 (30) 40	NOM (NOM) NOM	5 (NOM) 5	5 (NOM) 5	NOM (NOM) NOM
43	Industrial	50,000 SF	350	40	10	5	45
44	Single Family Residential	6 DU	60	NOM	5	5	NOM
45	Shopping Center - Passby (68% Daily, PM; 58% AM) Total	30,000 SF	3,330 (2,260) 1,070	50 (30) 20	30 (15) 15	150 (100) 50	150 (100) 50
46	Industrial	15,000 SF	100	10	NOM	NOM	15
47	Shopping Center - Passby (45% Daily, PM; 35% AM) Subtotal Movie Theater Total	100,000 SF 1,300 Seats	7,070 (3,180) 3,890 750 4,640	100 (35) 65 -	60 (20) 40 -	330 (150) 180 50 230	330 (150) 180 180 203

**TABLE 4 (Cont.)
TRIP GENERATION**
The City of Covina ♦ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
48	Shopping Center	40,000 SF	3,990	60	35	185	185
	- Passby (60% Daily, PM; 50% AM)		<u>(2,390)</u>	<u>(30)</u>	<u>(15)</u>	<u>(110)</u>	<u>(110)</u>
	Total		1,600	30	20	75	75
49	Office	15,000 SF	330	40	5	10	35
50	Shopping Center	25,000 SF	2,970	45	25	135	135
	- Passby (70% Daily, PM; 60% AM)		<u>(2,080)</u>	<u>(25)</u>	<u>(15)</u>	<u>(95)</u>	<u>(95)</u>
	Subtotal		890	20	10	40	40
	Office	25,000 SF	490	60	5	10	55
	Multi-Family Residential	40 DU	<u>260</u>	<u>5</u>	<u>15</u>	<u>15</u>	<u>10</u>
Total		1,640	85	30	65	105	
51	Multi-Family Residential	100 DU	650	20	55	65	35
	- Less Single Family Residential	(38 DU)	<u>(360)</u>	<u>(10)</u>	<u>(20)</u>	<u>(25)</u>	<u>(15)</u>
Total		290	10	35	40	20	
52	Single Family Residential	7 DU	70	NOM	5	5	NOM
53	Single Family Residential	10 DU	100	NOM	5	5	5
54	Single Family Residential	4 DU	40	NOM	5	5	NOM
55	Office	15,000 SF	330	40	5	10	35
	- Less Single Family Residential	2 DU	<u>(20)</u>	<u>(NOM)</u>	<u>(NOM)</u>	<u>(NOM)</u>	<u>(NOM)</u>
Total		310	40	5	10	35	
56	Multi-Family Residential	170 DU	1,100	15	70	75	35
	- Less Single Family Residential	(36 DU)	<u>(340)</u>	<u>(5)</u>	<u>(20)</u>	<u>(25)</u>	<u>(15)</u>
Total		760	10	50	50	20	
57	Office	35,000 SF	630	75	10	15	70
58	Office	10,000 SF	250	25	5	5	30
	- Less Single Family Residential	4 DU	<u>(40)</u>	<u>(NOM)</u>	<u>(5)</u>	<u>(5)</u>	<u>(NOM)</u>
Total		210	25	0	0	30	
59	Office	7,500 SF	200	20	5	5	25
	- Less Multi-Family Residential	22 DU	<u>(140)</u>	<u>(NOM)</u>	<u>(10)</u>	<u>(10)</u>	<u>(5)</u>
Total		60	20	-5	-5	20	

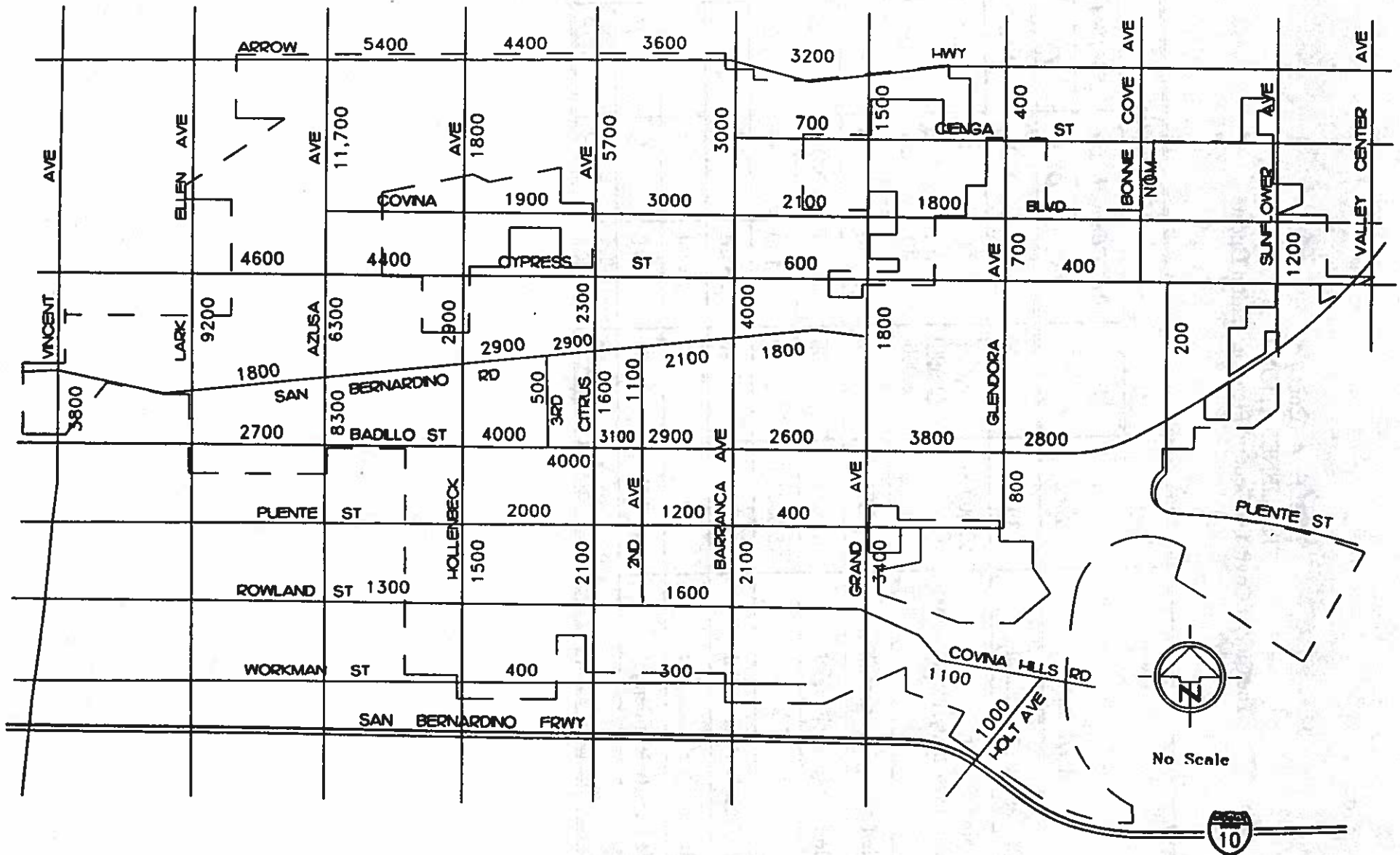
TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ♦ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
60	Multi-Family Residential	120 DU	780	10	50	50	25
	- Less Single Family Residential	(28 DU)	(270)	(5)	(15)	(20)	(10)
	Total		510	5	35	30	15
61	Multi-Family Residential	75 DU	490	5	30	30	15
	- Less Single Family Residential	(28 DU)	(270)	(5)	(15)	(20)	(10)
	Total		220	0	15	10	5
62	Single Family Residential	4 DU	40	NOM	5	5	NOM
63	Single Family Residential	4 DU	40	NOM	5	5	NOM
64	Shopping Center	25,000 SF	2,970	45	25	135	135
	- Passby (70% Daily, PM; 60% AM)		(2,080)	(25)	(15)	(95)	(95)
	Total		890	20	10	40	40
65	Office	18,000 SF	380	45	5	10	
66	Multi-Family Residential	79 DU	510	5	35	35	15
	- Less Single Family Residential	(19 DU)	(180)	(5)	(10)	(15)	(5)
	Total		330	0	25	20	10
67	Single Family Residential	4 DU	40	NOM	5	5	NOM
68	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
69	Single Family Residential	4 DU	40	NOM	5	5	NOM
70	Office	7,000 SF	190	20	5	5	20
	- Less Single Family Residential	1 DU	(10)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		180	20	5	5	20
71	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
72	Office	23,000 SF	460	55	5	10	55
	- Less Multi-Family Residential	16 DU	(100)	(NOM)	(5)	(5)	(5)
	Subtotal		360	55	0	5	50
	Multi-Family Residential	8 DU	50	(NOM)	5	5	NOM
Total		410	55	5	10	50	
73	Office	12,000 SF	280	30	5	5	
74	Single Family Residential	4 DU	40	NOM	5	5	NOM

TABLE 4 (Cont.)
TRIP GENERATION
 The City of Covina ♦ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
75	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
76	Shopping Center - Passby (57% Daily, PM; 47% AM) Total	50,000 SF	4,600 (2,600) 2,000	70 (30) 40	40 (20) 20	210 (120) 90	210 (120) 90
77	Single Family Residential	4 DU	40	NOM	5	5	NOM
78	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
79	Office	75,000 SF	1,130	140	15	25	125
80	Single Family Residential	4 DU	40	NOM	5	5	NOM
81	Single Family Residential	4 DU	40	NOM	5	5	NOM
82	Single Family Residential	40 DU	380	10	20	25	15
TOTAL			49,130	1,625	975	2,315	2,725

CS-204



GENERAL PLAN DEVELOPMENT

Summary of Existing Roadway System Deficiencies

Examination of Table 1 indicates that the following seven roadway segments in the City of Covina are currently operating at an LOS of E or F:

- Badillo Street - Third to Citrus (LOS E)
- Azusa Avenue - Badillo to San Bernardino (LOS F)
- Azusa Avenue - San Bernardino to Cypress (LOS F)
- Azusa Avenue - Cypress to Arrow Highway (LOS E)
- Citrus Avenue - Badillo to San Bernardino (LOS E)
- Grand Avenue - Rowland to Puente (LOS F)
- Grand Avenue - San Bernardino to Cypress (LOS F)

Buildout Impacts on the Existing Roadway System

Future roadway conditions were projected incorporating all of the traffic generated by the potential growth in land use activity as identified in the proposed land use plan. In addition, the future traffic analysis incorporates the projected growth in traffic generated in the surrounding jurisdictions.

Analysis of future operating conditions on the existing roadway system resulting from implementation of the proposed General Plan indicates that, in addition to the roadway segments listed above in the existing conditions section, nine additional roadway segments would be operating at a LOS of E or F due to buildout of the proposed General Plan. These roadway segments include:

- Arrow Highway - Vincent to Hollenbeck (LOS F)
- Arrow Highway - Hollenbeck to Citrus (LOS F)
- Arrow Highway - Citrus to Barranca (LOS E)
- San Bernardino Road - Hollenbeck to Third (LOS F)
- San Bernardino Road - Third to Citrus (LOS F)
- Lark Ellen Avenue - North of San Bernardino (LOS E)
- Barranca Avenue - Rowland to Puente (LOS E)
- Barranca Avenue - San Bernardino to Cypress (LOS F)
- Grand Avenue - Covina to Arrow Highway (LOS F)

Daily Analyses vs. Peak Hour Analyses

As stated earlier in this study, the theoretical daily capacities contain many inherent assumptions which can result in variances from the operating capacities, therefore, the daily results are only general indicators of roadway operations. The fact that the

results are “indicators” needs to be considered when reviewing the analyses and recommending improvements to the road system. Peak hour intersection analyses is a more detailed tool for determining the roadway operations. Intersection analyses during the peak hour should be utilized when there is a specific development being proposed.

Mitigation Measures

Two options for ensuring adequate roadway capacity in the future are to improve roadway facilities or to control land use growth. A realistic approach will involve a combination of the two options. Generally, it will be necessary for the City to coordinate with regional agencies such as Caltrans and surrounding jurisdictions, in an effort to control the impacts of external forces on the City’s circulation system.

These analyses have provided a general view of current traffic conditions which are appropriate for General Plan level analyses. It would be advantageous to analyze specific intersections along road segments which are currently operating at an unacceptable level of service or are projected to operate at an unacceptable level of service in the future when specific proposed projects are submitted to the City. These intersection analyses would better indicate the operations of the roadway segment on a focused level rather than a generalized level.

Presented below are the suggested improvements, for each road segment, that may address projected future operating deficiencies.

Arrow Highway

Arrow Highway, between Vincent Avenue and Barranca Avenue, under buildout conditions would operate at unacceptable levels of service, while under existing conditions this roadway would operate at acceptable levels of service. The two options stated above would be applicable on this roadway segment. Due to the fact that the road segments under existing conditions were operating at acceptable levels of service, the intensity of proposed land use which may utilized this roadway in the future may need to be reduced. Another option may be to add a third through lane in each direction and prohibit on-street parking and narrowing the median providing a six lane divided roadway. The added lanes would provide for acceptable operations within the existing 100 foot right-of-way.

San Bernardino Road

San Bernardino Road between Hollenbeck Avenue and Citrus Avenue is currently two lanes undivided, with 40 feet curb-to-curb within the residential area and a 66 foot right-of-way. Due to the planned development within the area, the roadway section on San Bernardino Road between Hollenbeck and Citrus would operate at unacceptable Levels of Service. Cutting back on the planned development would improve the operating level of service on these road segments. Another alternative would be to add a second lane in each direction to provide four lanes of undivided travel on the road segment between Hollenbeck and Citrus which would provide for acceptable operating conditions. The four lane undivided roadway would not fit within the existing 40 foot curb-to-curb width, but would fit within the existing 66 foot right-of-way; however on-street parking would need to be removed. Removal of on-street parking may not be a favorable solution for the residences that utilize the on-street parking on San Bernardino Road between Hollenbeck and Citrus. A four lane roadway may be considered infeasible. Again, it should be noted that the daily roadway segment analyses is a generalized indication of how the street segments would operate. Analyses of the signalized intersections along San Bernardino Road between Hollenbeck and Citrus for future development would provide a more specific analyses of how the street segments are truly operating.

Badillo Street

Currently, Badillo between Third and Citrus is operating at unacceptable levels of service. In order to provide for acceptable operations, at a minimum, Badillo should provide four lanes of undivided travel which would accommodate both existing and future volumes, providing acceptable operations. Currently there is no room curb-to-curb for adding additional lanes; however, as a long range mitigation measure, the right-of-way width which ranges from 66 feet to 90 feet would provide adequate width for the four lane undivided roadway along Badillo Street between Third and Citrus in the future.

Lark Ellen Avenue

Lark Ellen Avenue, north of San Bernardino Road is currently a four lane undivided roadway with an 80 foot existing right-of-way width. Under existing conditions plus growth (outside City limits) via a growth rate, the above stated road segment would operate at an acceptable level of service B. With the addition of future development within the City of Covina conditions at buildout would be an unacceptable LOS E. Adding a raised median and providing a classification upgrade to a four lane divided roadway would provide acceptable operations. In order to construct a raised median,

the on-street parking would need to be removed. An alternative to this would be to reduce the planned development. Also, with future development the signalized intersections along Lark Ellen should be analyzed.

Azusa Avenue

Azusa Avenue between Badillo Street and Arrow Highway is currently a four lane divided roadway that is operating at unacceptable levels of service. Additional traffic due to growth from outside the City limits and/or future development within the city boundaries will exacerbate existing conditions. Adding an additional lane in both the northbound and southbound direction may improve operations, but not to the extent of operating at acceptable conditions. Currently Azusa Avenue is 34 feet from the curb to the median. According to the Caltrans standards adding an additional lane in each direction would not be feasible due to lane reductions; however, if Azusa could be modified outside the standards of Caltrans there is adequate right-of-way, 100 feet, to accommodate the additional lane in each direction. (i.e. 12'-11'-11' lanes or 12'-12'-10' lanes.)

It is recommended that with specific future development, the signalized intersections along Azusa Avenue should be analyzed to maintain acceptable operations or close to acceptable operations. If this can be achieved then the road segments would also follow. It should be noted that the peak operating conditions at an intersection will dictate whether a road segment is operating acceptably.

Citrus Avenue

Citrus Avenue between Badillo Street and San Bernardino Road is currently operating at unacceptable levels of service. On-street parking, in the form of angled parking and parallel parking, is provided along Citrus Avenue between Badillo Street and San Bernardino Road. In order to provide for acceptable operating conditions on Citrus between Badillo and San Bernardino for existing conditions and future development, all on-street parking would need to be removed in order to provide for a four lane undivided roadway. Adequate width is provided curb-to-curb to provide four lanes. (i.e. There is 70 feet curb-to-curb from School Street to San Bernardino Road and angled parking provided; and 56 feet curb-to-curb south of Orange Street along Citrus Avenue.) The on-street parking along Citrus between Badillo and San Bernardino, however, serves the businesses that front Citrus Avenue and removing the parking may not be a feasible choice.

Citrus Avenue between Badillo Street and San Bernardino Road has a right-of-way width of 80 feet and widens to 90 feet just south of San Bernardino Road. Under long range conditions, there is adequate room to provide four lanes of undivided travel with on-street (parallel) parking.

Due to the fact that these road segments are currently operating at an unacceptable level of service, reducing the planned development would not assist in relieving existing conditions. It is recommended that with specific future development within the vicinity of Citrus and the downtown area, the signalized intersections along Citrus should be analyzed to maintain levels of service that the City finds to be acceptable or redevelopment of the area may provide for additional lanes.

Barranca Avenue

Under buildout conditions, Barranca Avenue between Rowland Avenue and Cypress Street would operate at unacceptable Levels of Service. Adding a raised median and making a classification upgrade to a four lane divided roadway, the road segment along Barranca would operate at acceptable levels of service D; however, under the existing curb-to-curb widths this would not be obtainable. Currently the existing right-of-way width on Barranca, south of the railroad to Rowland Avenue, ranges from 73 to 80 feet which in some sections does not provide adequate room to add a raised median. North of the railroad to Cypress there is an existing right-of-way of 80 feet which would provide for a four lane divided roadway, however on-street parking would need to be prohibited.

Cutting back on the land use proposed between Rowland to Puente may not provide for acceptable operations. Under future conditions without planned development within the City of Covina this roadway segment would operate at an unacceptable LOS E. It is recommended that with specific future development, the signalized intersections along Barranca Avenue should be analyzed to maintain acceptable operations or close to acceptable operations.

Grand Avenue

Grand Avenue from Rowland to Arrow Highway under buildout conditions shows unacceptable operations at LOS F. A reduction in proposed land use would not be applicable here due to the fact that under existing conditions, Grand Avenue from Rowland to Cypress, is operating at an unacceptable LOS F. In order to mitigate this roadway, six lanes of divided travel would need to be provided, which would be accommodated with the existing 100 foot right-of-way. On street parking would need to be prohibited, the median would need to be narrowed with minimum lane

widths. Due to the fact that this may not be possible it is recommended that with specific future development, the signalized intersections along Grand Avenue should be analyzed to maintain acceptable operations or close to acceptable operations.

Change of Roadway Classification

Based upon discussions with City staff and review of roadway characteristics, which includes right-of-way, curb-to-curb widths, type of land use within the area, existing and future ADT volumes and adjoining roadway connections, it was determined that *Reeder Avenue* should have a roadway classification change. *Reeder Avenue*, which is currently classified as a Secondary roadway, should be downsized to a Residential/Collector classification from Cypress Street to Ruddock Street and from Old Badillo Street to Puente Street.

IV. TRAFFIC MITIGATION FEE PROGRAM

In general, once mitigation measures are identified the costs of mitigating the deficiencies would be estimated. A computation of the ratio of traffic generated by the proposed development to the total new traffic would identify the proportion of volume increase that can be attributed to the proposed project. Mitigating costs multiplied by the percent of project impact would provide for the projects "fair share" contribution. If a mitigation is identified as necessary to bring a deficiency into conformance with the acceptable level of service, but physical or environmental constraints make the improvement impractical, an equivalent contribution should be considered to improve the LOS elsewhere on the system. This would allow the accumulation of sufficient funds to implement more costly improvements.

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HOUSING STUDY

FOR THE

COVINA GENERAL PLAN HOUSING ELEMENT



COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (HOUSING
ELEMENT PREPARER AND GENERAL PLAN
UPDATE COORDINATOR)
JOANNE L. RUMPLER, PLANNING SECRETARY
JOHN V. MULCAHY, PLANNING AIDE

APRIL 1993
REVISED MARCH 1994

APPROVED BY PLANNING COMMISSION - APRIL 26, 1994
APPROVED BY CITY COUNCIL - AUGUST 3, 1994

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1.

EXECUTIVE SUMMARY

The purpose of the Housing Study is to present and analyze various housing-related information and to evaluate Covina's existing housing programs to establish a framework for the City's revised Housing Element. The housing element, one of seven mandatory general plan chapters, primarily serves as the plan and process by which a local government addresses State and regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. In the local housing element process, the State ensures that cities and counties consider their present and future housing construction potential, availability, affordability, and structural adequacy to accommodate increases in population and employment and changes in demographics and to support and, where possible, enhance local economic vitality and social stability. In other words, the element functions as the framework for a City's overall housing programs/strategies and as a basis for making both short- and long-term decisions on housing-related matters. The housing element generally operates on a State-established five-year timeframe, which, for cities in Los Angeles County, initially was from July 1989 to June 1994. Also, the housing element period generally runs contemporaneously with the below-described regional housing needs accommodation process, a key element component. However, very late in Covina's housing element preparation, a State law was passed that extended the current element period by two years, to June 1996. The timeframe change did not, however, affect the regional housing needs component, which maintains the 1994 termination date. This legislation (passed in response to State funding limitations) essentially postpones implementation of an updated regional housing needs process, thus giving cities a two-year period to, for example, address any outstanding housing needs and/or underutilized policies and programs. The City has adjusted its housing element-related activities to conform to the extension.

The Covina housing element program is comprised of two documents, the subject Study, which presents a snapshot of the community pertaining to housing unit types, structure conditions, household, population, employment, social, and economic characteristics and trends, housing needs, and other areas, and the Housing Element itself, which is based on this report and is a goal-, policy-, and program-oriented document that looks into the future. For clarification on Housing Element document terms, refer to the document. The remainder of the Executive Summary pertains to the contents of the Housing Study.

Covina's housing stock is quite diverse. As of May 1, 1992, there were 16,020 total dwelling units in the City, of which 55.7% were single-family detached houses, 32.2% were apartments, 8.7% were condominiums/townhouses, 3.2% were mobile homes, and 0.2% were second units. Compared to surrounding communities, Covina's proportion of non-single family detached or "nontraditional" housing is high. Covina's diversity in unit types translates to an abundance of "affordable" housing.

Despite having a great deal of non-single-family detached housing, Covina's overall prevailing character is low to medium density. Most of the recently constructed apartments, condominiums, and townhouses are under 25 dwelling units per acre, though a few of the '50s through '70s era complexes are in the 25 to 40 range. The single-family detached housing, which typically consists of 1,300 to 1,800 square foot homes on 6,500 to 8,000 square-foot lots, pervades in all areas of the City and generally fronts on local or collector streets, as opposed to the apartments, condominiums/townhomes, and mobile home parks, which typically exist in areas in and around the downtown, along stretches of certain major streets, and in various districts such as the vicinity of Sunflower Avenue and Cienega Street. Some apartments and condominiums/townhouses are in isolated pockets that have little or no linkages to similar dwelling types. Many of Covina's medium and high density developments have been built since the '70s because of land use intensification pressures associated with decreasing vacant land and rising property values, favorable Zoning and General Plan policies and standards, and greater City acceptance. Much of Covina's overall housing growth over the years has been due to annexations. For example, over one-half of the 27% housing stock increase that occurred in the 1980s was attributable to formerly County properties.

In terms of the age and condition of Covina's dwelling units, overall the housing is fairly new, though aging. Approximately 94% of the units have been built since 1950, and two-thirds of the housing stock went up during '50s and '60s alone. Although generally the housing stock is in a sound state, because of aging, inadequate upkeep, a greater number of absentee owners, and other factors, there has been a rising incidence of structurally deteriorating and inadequately maintained properties, particularly regarding older houses and apartments. The City has taken notice

Another noteworthy housing indicator is lower income housing overpayment--households earning under 80% of the County median income and paying more than 30% of their gross monthly incomes on housing. According to the 1990 Census, over one-fifth of Covina's households met this standard, and about three quarters of the lower income households overpaying for shelter were renters. Also, the Census revealed that the total percentages of owners and renters "overpaying" were, respectively, 5.4% and 15.5%. In the '80s in Covina and in most communities in the State, renter overpayment percentages rose more dramatically than those for owners. The above facts and figures underscore Covina's need to continue with and, where possible, expand existing rent subsidy and other housing programs. Moreover, compared to surrounding cities, the percent of Covina lower income renters paying more than 30% of their incomes for housing actually is on the high side. However, Covina's 1980s-exacerbated renter overpayment problem appears to have been somewhat mitigated by an early 1990's stabilizing of rents, as documented by a City study, and rise in incomes. Based on the comingling of these factors, it has been determined that 128 additional lower income renter households no longer overpay for housing.

Other key housing-related topics examined in the Study are tenure (distribution of owner- and renter-occupied dwelling units), overcrowding, vacancy rates, and development/improvement constraints. Regarding tenure, the 1990 Census revealed that 58.1% of Covina's total dwelling units were owner-occupied and 41.9% were renter-occupied. Referring specifically to single-family detached houses, the "owner-occupied" percentage was 85.5%, meaning that about 1 in 7 is rented out. Over the '80s, Covina became a more renter-oriented community because of the proliferation of apartments and condominiums/townhomes and because of a rising incidence of single-family detached absentee ownership. Compared to most surrounding East San Gabriel Valley communities, Covina's overall owner-occupied percentage (58.1%) is relatively low. Census data also revealed, not surprisingly, that renters tend to be younger households.

Regarding overcrowding, 1,401 occupied dwelling units or 9.0% of the City's total, were occupied by 1.01 or more persons per room (the topical Federal standard). Overcrowding is much higher in rentals. While 30.5% of the units (a total of 428) were owner-occupied, almost 70% (973 dwellings) were inhabited by renters. Or, 14.9% of all occupied rentals were considered overcrowded, but only 4.7% of the owner-oriented units had high tenant counts. Because apartments comprise most of Covina's rental units, it is believed that this dwelling type constitutes a majority of the overcrowded renter-occupied buildings. Overcrowding can lead to structural, property maintenance, and other problems, and therefore is of concern to the City. When compared to nearby municipalities, Covina's "owner" and "renter" overcrowded percentages are average. Unfortunately, overcrowding for both sectors in Covina and around Los Angeles County increased dramatically in the '80s because of various demographic, economic, and social changes.

Pertaining to vacancy rates, Covina's 1990 total, owner, and renter vacancy rates were, respectively, 3.6%, 1.0%, and 5.5%. According to the Southern California Association of Governments (SCAG), "ideal" owner and renter vacancy rates should be around, respectively, 2.0% and 5.0%. Technically, vacancy rates stabilize housing costs and bolster a local economy by providing housing opportunities for workers in existing, new, and expanded businesses. Compared to twelve surrounding communities, the owner vacancy ranks 9th, and the renter vacancy rate ranks 5th. In terms of constraints, there are several governmental and nongovernmental actions, procedures, standards, and factors that, to varying degrees, constitute constraints on the maintenance, improvement, and development of housing. State general plan law strongly encourages constraint removal and/or mitigation, where possible, as a way to facilitate local housing development and expansion activities. The chief governmental constraints, which the City has direct control over, include physical and limited environmental factors; the administration and enforcement of various codes such as Zoning, Design Guidelines, Building, Housing, Energy, Fire and Handicapped Accessibility; development fees and conditions; the development review process timeframe; infrastructure and public service factors (particularly relating to streets, emergency services and, to a lesser extent, public schools); and restrictions imposed by regional agencies. Although certain aspects or portions of some of the above governmental items could be streamlined, any change must be done in a manner that does not jeopardize public health, safety, welfare and does not diminish the community's image and appearance. (In some cases, streamlining procedures or reducing standards will be difficult, if not impossible.) The nongovernmental constraints, on the other hand, are defined as key housing-related costs that are shaped by market forces and that are paid by developers or prospective home buyers, particularly the costs of land, construction, and financing. Although these factors are much less amenable to Covina or local

units at the Shadow Hills rental complex at 1400 North Grand Avenue, which, in accordance with an agreement between the Redevelopment Agency and project developer (Multiple-Family Housing Revenue Bond program) were to be reserved for lower income residents. Existing terms of the Bond program permit market rate conversion of the 44 units in 1997. Because the property currently is in receivership, it is not known what company will ultimately control the complex and/or whether the rent restrictions will be terminated. The City and Redevelopment Agency will monitor the situation and make a reasonable attempt to ensure below market rent continuation after 1997 by, for example, seeking an alternative subsidy source.

An important aspect of the housing element pertains to listing and analyzing housing needs, which generally is comprised of two components: 1) needs that must be addressed according to the Southern California Association of Governments (SCAG) and 2) special, unique needs identified by the local jurisdiction through its own citizen participation and research activities. SCAG's housing needs are documented in the Regional Housing Needs Assessment (RHNA), and they are referred to as "existing" and "future" needs. The existing needs are the numbers of lower income owners and renters (i.e., with incomes under 80% of the County median household income) that pay more than 30% of their monthly gross income on housing (30% is the common Federal affordability standard). A community is supposed to address its existing housing needs through various programs. The numbers of "Covina existing needs" or needy owner and renter households are, respectively, 668 and 1,951. Currently, 607 renter households in Covina receive financial assistance through various Federal and City programs, though of that number, only 88 households (14.5 of total) have been added since 1988, when the above RHNA numbers were presented. This means that the current extent of subsidy programs does not meet the RHNA "existing" needs. There are no "mortgage subsidies," however.

Future housing needs, on the other hand, mean the number of dwelling units that should be added to a locality's housing stock during the five-year RHNA/housing element process, according to SCAG, to accommodate population growth, to meet vacancy rate goals, and to compensate for anticipated demolitions. In order for the needs of all economic segments to be addressed, the housing unit "target" is broken down according to the standard four income groups, very low income (up to 50% of the County median family income), low income (51 - 80%), moderate income (81 - 120%), and upper income (over 120%). The intent here is to ensure that a community plans for or attempts to accommodate a variety of dwelling units--in other words, new housing that theoretically would be affordable to persons of all income levels. A new unit's rent or mortgage determines to which income group the unit is assigned. Covina's RHNA-assigned future housing needs are: very low income, 150; low, 191; moderate, 173; and upper, 462. Unfortunately, by the end of the current five-year RHNA process (June 1994), because of physical constraints, a lack of private sector construction of affordable and market rate housing, City funding limitations, and the current national economic downturn, the City will not be able to reach these targets. However, State housing element law states that where "needs exceed resources," the local government may accept housing numbers that are lower than the RHNA targets as long as its figures (or "quantified construction objectives") constitute what the local government believes are its maximum possible numbers of dwellings that could be accommodated. But to legally use the lower-than-SCAG targets, the City or County must identify local sites where, at least theoretically, the local government could construct quantities of dwelling units equating to the differences between SCAG's targets and the City's quantified objectives. The Housing Study fulfilled this requirement by, first, identifying and studying the dwelling unit development potentials of properties that can most readily accommodate new and intensified housing, second, setting realistic construction targets in response to the documented difficult housing needs categories, and, third, acknowledging the City's intention to establish adequate Zoning and appropriate programs so that the housing targets could be realized. The identification of various potential housing sites also will serve as a framework for making housing development decisions. Although the City was initially not able to fulfill all of its existing and future RHNA needs, many lower income households have been provided housing assistance through Covina and Federal-administered housing programs. These efforts will be bolstered in revised Housing Element implementation.

As previously mentioned, aside from addressing SCAG's housing needs, a community must also identify its own needy groups and economic segments. Through various citizen participation measures, which included questionnaires, public forums, a cable television commercial, general plan update flyers, press releases, and articles in various newspapers and City publications, and through extensive City Planning Division analysis of various data and meetings/discussions with the City Council, Planning Commission, Housing Advisory Committee, and other

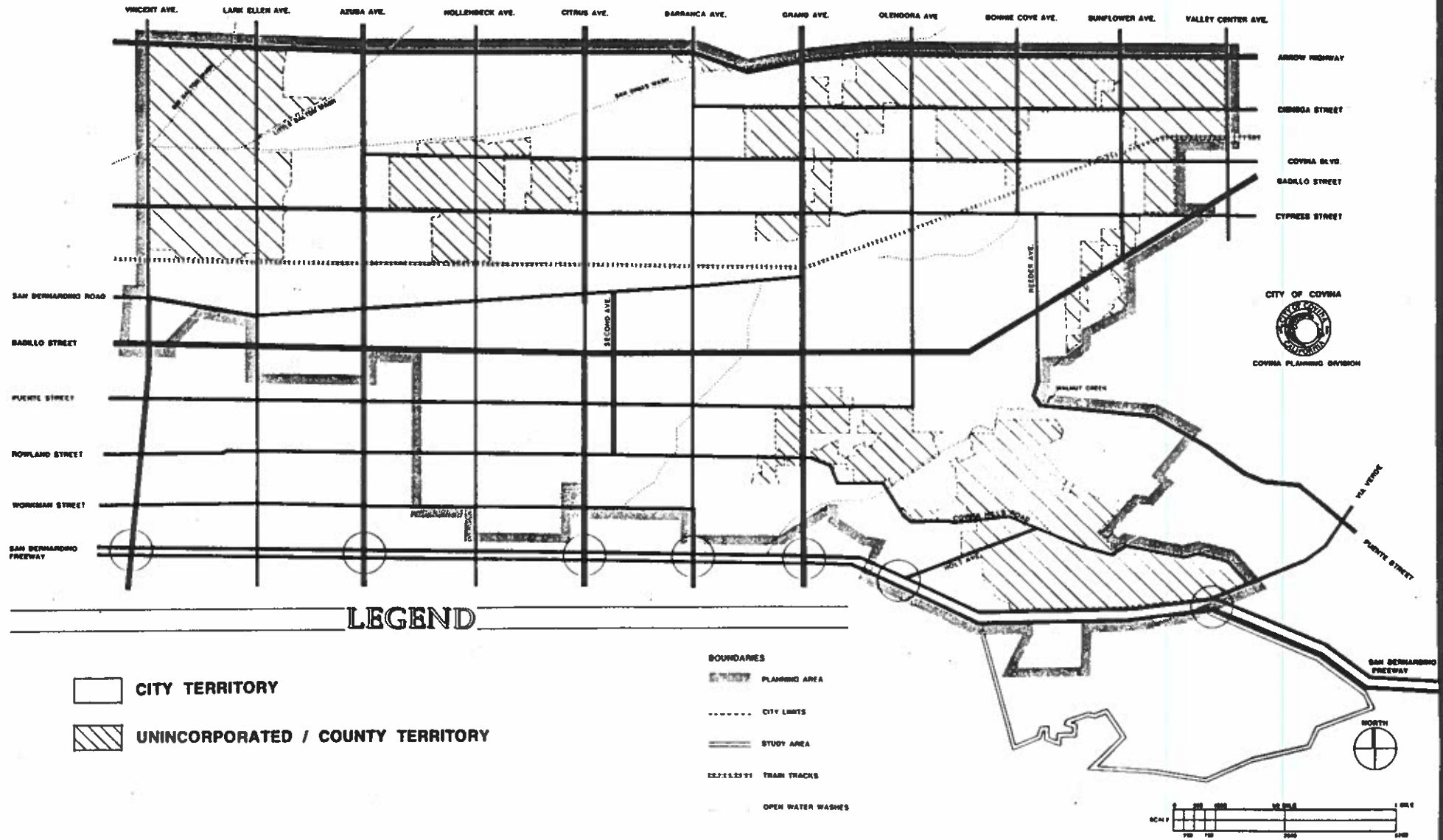
Community Development Department. Through the rent subsidy effort, 87 very low income households have been assisted, 68 of which are seniors. The property rehabilitation program provides financial assistance to lower income owner-occupants of single-family detached houses for minor repairs. Each year, approximately 30 households have been assisted. Also, the code enforcement program seeks to abate major residential structural and property maintenance problems/code violations, which rose dramatically during the '80s as a result of an aging housing stock, a rising incidence of absentee owners and a general increasing disregard for property upkeep, changing social and economic conditions, and other factors. Concerning developer assistance measures, in two cases in the mid-'80s, the City provided builder financial assistance to construct 1) a lower income 140-unit senior citizen apartment complex and 2) a market rate 216-unit apartment with 44 of the dwellings (20% of total) reserved for lower income households. In addition, the City's Planned Community Development (PCD) process, an overlay zone applied to all types of residential developments on a project-by-project basis that allows for modifications in development standards if certain conditions are met, essentially is another program that has been utilized many times. Lastly, Federal "Section 8" rental assistance has provided subsidies to 252 lower income Covina households. All of the above and other Covina housing programs have aimed to facilitate the construction of housing for all economic segments, maintain existing affordable housing opportunities, and preserve the local affordable housing stock, which are consistent with State housing policy.

In evaluating Covina's housing programs, the chief finding was that generally they operate well and could be enhanced through greater funding and/or expanded application. For example, providing more rent subsidies and additional code enforcement actions would, respectively, better meet lower housing needs and better conserve local affordable housing units. Supplemental code enforcement would also give the City added leverage to abate serious property nuisances that adversely affect overall community appearance, image, and vitality. The City places a high emphasis on housing-related code enforcement, and it is likely this effort will be expanded, particularly from an intra-departmental standpoint and possibly by focusing resources on areas with notably high concentrations of identified violations/problems. Moreover, new housing programs will be needed to ensure that all needs are better addressed and that recently enacted State statutes are acknowledged. Some potential or needed housing programs include: 1) permitting second units or granny flats on single-family detached properties; 2) permitting density bonuses along with other development concessions in exchange for lower income housing units; 3) purchasing and rehabilitating major deteriorating apartment complexes; 4) permitting mixed uses in appropriate areas such as in and around the downtown (to provide needed housing while taking advantage of the recently opened commuter train station and current revitalization efforts); 5) developing an informational shared housing program for senior and non-senior households; 6) helping to establish or working with community development corporations (CDC's) or other nonprofit groups in either building or rehabilitating housing; and 7) developing a first-time homebuyer loan program coordinated with a financial institution.

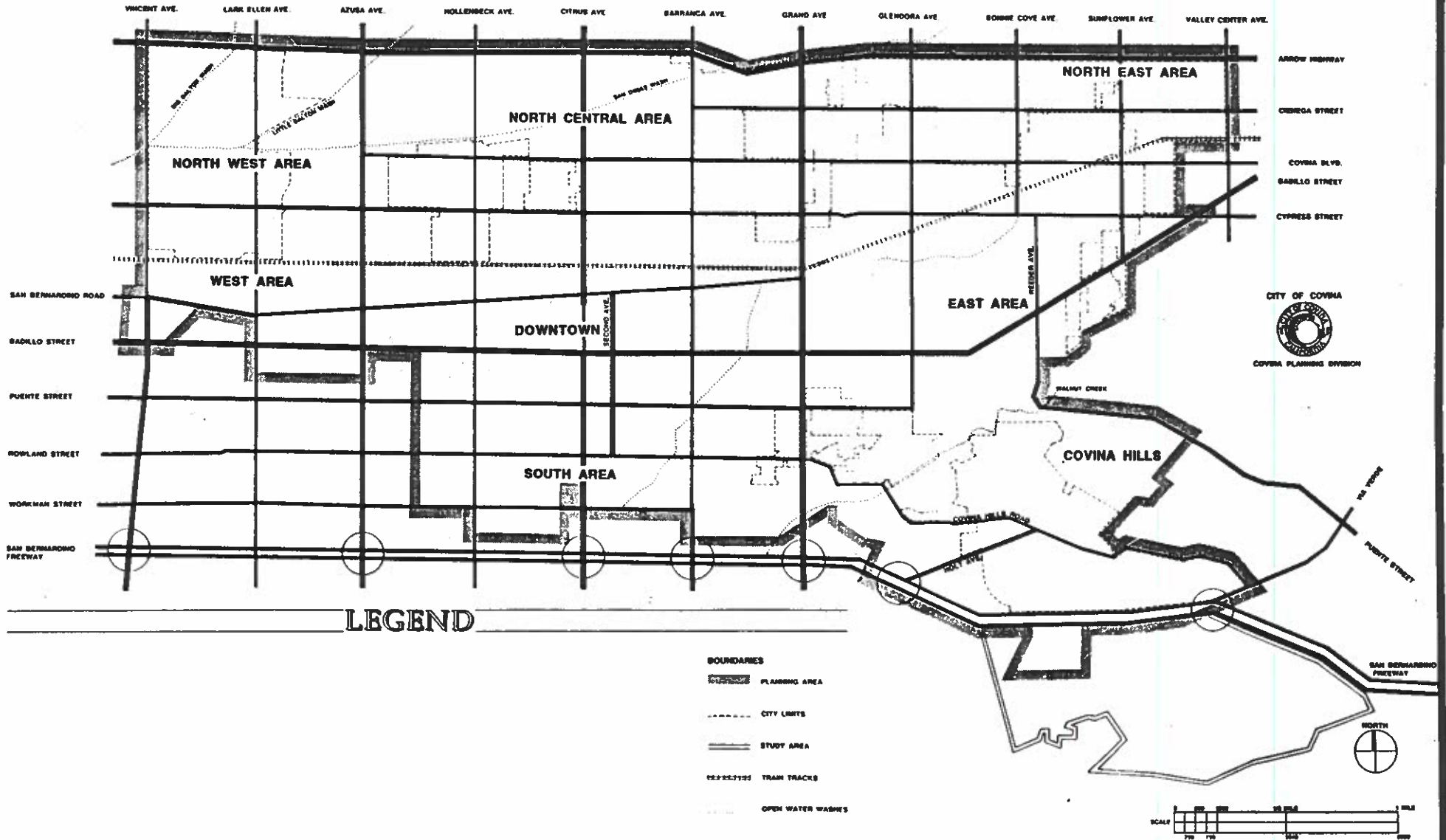
Based on all matters, information, and data/facts presented, the Housing Study concludes with an all-inclusive listing of relevant Covina housing-related issues and what the State calls opportunities (actions or potential actions of the subject community or another governmental entity that could benefit the City implementing the general plan) and assumptions (suppositions regarding various factors and issues during general plan or element implementation). For reasons of clarity and simplicity, the Housing Element's issues, opportunities, and assumptions are presented within a six-topic framework: 1) Housing unit types and amounts and future development activity; 2) Housing location and distribution; 3) Structural, occupancy, and community aesthetic conditions; 4) Housing costs and affordability; 5) Demographic, social, income, economic, and employment characteristics and trends; and 6) Special housing needs. This section has been considered heavily in development of the Housing Element document's goals, objectives, policies, and programs.

COVINA GENERAL PLAN

DEMARCATIION OF CITY AND UNINCORPORATED TERRITORIES, 1992



COVINA GENERAL PLAN DISTRICTS



A. BACKGROUND INFORMATION

1. Purpose of Study

The purpose of the Housing Study is to present and analyze various housing-related information and to evaluate Covina's existing housing programs to establish a framework for the City's revised Housing Element. The housing element, another of the seven mandatory general plan chapters, primarily serves as the plan and process by which a local government addresses State and regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. The heart of the element is a section containing programs that detail strategies for meeting the identified existing and future housing needs, for developing housing, for maintaining, preserving, and improving the housing stock, and for implementing related objectives and policies.

Much of the content and organization of this Study is based on the advisory State General Plan Guidelines and is believed to best address new housing element statutes. The information generally pertains to housing structure, household, population, employment, and socio-economic characteristics and trends and "needs" analyses. In addition, there are discussions of housing development constraints, existing housing programs, identified local housing issues/concerns, and future residential development activity. The facts and figures included here have been obtained by the Covina Planning staff, the General Plan author, through its Land Use and Housing Inventory and from the U.S. Census Bureau, the State Department of Finance (DOF), the Southern California Association of Governments (SCAG), and various other agencies. It should be noted that, because of the nature of most housing element required analyses, this study focuses on the City/incorporated portion of the Planning Area (7 of the 10 square miles), except where data for the unincorporated territory is available and readily presentable. (See Map 2 for City and County boundaries.)

This Housing Study, then, serves as the information/data and needs identification base for the Housing Element document, a companion volume that focuses on goals, objectives, policies, and programs. Thus, the Covina Housing Element is comprised of two documents.

2. Theory/Function of Housing in Planning Process

Housing first can be thought of as a basic human necessity. People of course depend on dwelling units for shelter and security, for their physical and mental well-being, for establishing a sense of belonging, and for making social contacts. However, in order for these general needs to be fulfilled, housing, among other things, must be available, must meet basic habitability standards and, for many households, must be affordable. Therefore, two key State housing policies direct local governments to make a reasonable effort to attain "decent housing and a suitable living environment for every California family" and to "facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments."

In the general plan housing element process, the State ensures that cities and counties consider their present and future housing construction potential, availability, affordability, and structural adequacy to accommodate increases in population and employment and changes in demographics and to support and, where possible, enhance local economic vitality and social stability. In other words, the housing element, as stated in the preceding section, primarily serves as both the plan and process by which a local government addresses State as well regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. Moreover, the element functions as the framework for a city's overall housing programs/strategies and as a basis for making both short- and long-term decisions on housing-related matters.

The need for a good local housing strategy or housing element has never been greater than today when, according to 1990 Census figures, statewide median mortgage payments and rents rose, respectively, by 162% and 119% over the previous decade while median household incomes increased by only 96%. In Los

volume, the Housing Element document.

In accordance with State law, the overall Housing Element and subordinate RHNA processes generally operate on a 5-year timeframe, the current one running from July 1989 to June 1994. However, in October 1993, the Governor signed a bill extending this period by two years, meaning that the City need not adopt its next Housing Element revision until July 1996. The bill was signed in response to a previous legislative cut in funding for start-up of the next RHNA and gives cities additional time to, for example, evaluate administrative activities and policy directives and to implement any underutilized or dormant programs. So while this Element's RHNA runs through June 1994, the overall Element's planning period now expires two years afterward. In accordance with the intent of the subject bill, the City proposes to address any outstanding needs and/or underutilized programs during the "gap" period as well as to continue fulfilling all housing element responsibilities.

The housing element technically is based on the land use element, which establishes the overall land use pattern, residential densities, and land use policies. In fact, the procedure for preparing a housing element--the identifying of resources, issues, and constraints; of formulating general goals; and eventually selecting the one best plan--is similar to that for land use and all other elements. Only the focus here, of course, is different. According to State planning and redevelopment laws, Covina must now update its Housing Element to comply with new statutes and policies, to address the housing needs identified in the RHNA, and to properly expend housing funds generated through redevelopment agency activities, the monies of which, as indicated above, now support most of Covina's housing programs. Redevelopment law states that at least 20% of all property tax-related monies generated from local redevelopment activities must be set aside to improve the community's supply of low and moderate income housing. Covina currently has rent subsidy and structural rehabilitation programs. Without a valid, up-to-date housing element, which, as stated above, serves as the foundation for these and other programs, redevelopment activities could be jeopardized.

It also should be noted that citizen participation is an important aspect of the housing element update process. This means that local governments should elicit the views of all population segments so as to best identify all housing needs. In the Covina General Plan update program, local housing views have been ascertained through public forums, two community questionnaires, a cable TV commercial and interview program, various outreach activities, meetings with the Covina Housing Advisory Committee, periodic meetings with the City Council and Planning Commission, and consultation with various staff members and public agencies. Therefore, the City Planning Division (again, the author of this Study and the Housing Element) believes that the General Plan documents accurately represent all economic segments, City Council, Redevelopment Agency, and Planning Commission views, and overall community sentiment.

Lastly, because of the State's major emphasis on general plan-related housing issues, a draft housing element must be submitted to the State Housing and Community Development Department for review and comment prior to City adoption. Communities are required to consider the Housing Department's comments. If approving an Element that does not meet all RHNA needs or in a format that the Department feels does not meet the intent of State housing law, the community must make findings indicating why it believes the document is sufficient. Also, a final Housing Element must be filed with the Housing Department. Chart 1 on the following page illustrates the Housing Element preparation and approval process in terms of a flowchart:

B. EXISTING HOUSING STOCK AND CONDITIONS

(Note: Regarding Sections "B1, 2, and 3" below, refer to appropriate portions of Land Use Study for information on the general history of development in the community, on land use arrangements, and for a detailed discussion of City, County, and planning area boundaries. Also, Maps 2, 3, and 4 of this Study illustrate the above boundaries and Covina areas/neighborhoods.

1. Number of Existing Housing Units and Unit Types

According to the Planning Division's most recently updated Land Use and Housing Inventory, the following dwelling unit counts existed on May 1, 1992:

TABLE 1. CITY DWELLING UNITS, 1992*

<u>UNIT TYPE</u>	<u>NUMBER</u>	<u>COMPLEXES</u>	<u>PERCENT</u>	<u>RANK</u>
a. Single-family detached	8,920	-	55.7	1
b. Condominium and townhouse	1,389	38	8.7	3
c. Apartment (all sizes)	5,162	515	32.2	2
d. Mobile home	513	5	3.2	4
e. Second unit	<u>36</u>	<u>-</u>	<u>.2</u>	5
	16,020	558	100.0	

f. Group home units or beds - 581 at 15 facilities.

*Note: The 1990 U.S. Census identified 16,110 regular dwelling units. The Planning Division's figures are believed to be accurate and, therefore, shall be the benchmark data for Housing and other General Plan Elements. The difference in figures may be due to the Census Bureau's inclusion of unlawful dwellings, such as garage conversions, in their official count.

TABLE 2. COUNTY DWELLING UNITS, 1992*

<u>UNIT TYPE</u>	<u>NUMBER</u>	<u>COMPLEXES</u>	<u>PERCENT</u>	<u>RANK</u>
a. Single-family detached	4,762	-	76.7	1
b. Condominium and townhouse	405	9	6.5	3
c. Apartment (all sizes)	716	16	11.5	2
d. Mobile home	317	3	5.1	4
e. Second unit	<u>10</u>	<u>-</u>	<u>.2</u>	5
	6,210	28	100.0	

f. Group home units or beds - 107 at 7 facilities.

TABLE 3. TOTAL PLANNING AREA DWELLING UNITS, 1992

<u>UNIT TYPE</u>	<u>NUMBER</u>	<u>COMPLEXES</u>	<u>PERCENT</u>	<u>RANK</u>
a. Single-family detached	13,682	-	61.6	1
b. Condominium and townhouse	1,794	47	8.1	3
c. Apartment (all sizes)	5,878	531	26.4	2
d. Mobile home	830	8	3.7	4
e. Second unit	<u>46</u>	<u>-</u>	<u>.2</u>	5
	22,230	586	100.0	

f. Group home units or beds - 687 at 22 facilities.

TABLE 5. PERCENTAGE OF NON-SINGLE FAMILY DETACHED UNITS FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

<u>CITY</u>	<u>POPULATION</u>	<u>% APARTMENTS, CONDOS & TOWN-HOMES ONLY</u>	<u>% APARTMENTS, CONDOS, T.H.s, & MOBILE HOMES</u>
Azusa	41,333	53.0	59.0
Baldwin Park	69,330	28.9	32.9
Claremont	32,503	25.0	26.0
COVINA	43,207	40.9	44.1
Diamond Bar	53,672	26.5	29.5
Duarte	20,688	35.1	39.4
Glendora	47,828	20.0	25.7
La Puente	36,955	31.4	33.2
La Verne	30,897	20.0	36.7
Pomona	131,723	34.2	40.2
San Dimas	32,397	28.8	37.9
Walnut	29,105	3.3	6.1
West Covina	<u>96,086</u>	<u>33.6</u>	<u>35.5</u>
Average	51,210	29.3	34.3

The above table underscores Covina's relatively high percentage of non-single-family detached housing or the fact that there are a variety of housing opportunities in the community. Of the twelve cities surveyed, Covina ranks second for both categories. Only Azusa has higher percentages. Covina's housing type mix has evolved over the years as a result of 1) many Planning Commission and City Council/Redevelopment Agency land use decisions that approved apartments and condominiums/townhouses; 2) annexation of apartment projects approved under Los Angeles County development rules; and 3) an existing General Plan that permitted and encouraged higher density developments in various areas.

City staff believe that the abundance of non-single-family detached housing should be considered, along with other factors, when responding to SCAG's RHNA figures. However, the situation does not point to any need for taking drastic measures such as severely limiting future apartment, condominium, or other developments. As shall be explained in Section "Da," regardless of the current dwelling unit mix, Covina is required to designate a reasonable number of sites for future multi-family development and, as mentioned in the Introduction, to attempt to provide for the housing needs of all economic segments.

Referring back to Covina's percentage breakdown of dwelling units (Table 1), it was noted that single-family detached units constitute 55.7% of the total. Typical Covina houses consist of 1950s through 1970s era 1,300 to 1,800 square foot ranch-style houses on 6,500 to 8,000 square foot lots. House and lot sizes in the hilly, southeastern part of the City (i.e., generally south of Puente and east of Grand) usually are a little larger. Single-family densities, then, for most parts of Covina range from 4 to 6 dwelling units per acre. Toward the southeast, there are several oak tree covered hillside neighborhoods with densities in the 1 to 3 range. However, since the '80s, because of rising land values, decreasing amounts of vacant land, and other factors described below, several "small lot" subdivisions, with lot sizes around 3,500 to 5,000 square feet, have been developed in various portions of the community. Such projects must be carefully reviewed to ensure viability.

Apartments, again, constitute almost one-third of the total. In the Study, apartments are classified as rental-oriented housing of all sizes--or everything from duplexes to multiple-family complexes with hundreds of units/apartments. However, most apartments are in the 3 to 50 unit range. Densities commonly run from 15 to 30 dwelling units per acre, though there are a few '60s and '70s era complexes over 33 and up to 40. Virtually all apartments in Covina are one and two story structures. Multiple-family areas and neighborhoods tend to reflect a "medium" density character.

manner typical of other suburban areas--horizontal separation between residential and non-residential districts. With very few exceptions, therefore, Covina does not have any mixed use arrangements (like multiple-family and commercial). However, the recent opening of a Metrolink Commuter Train station in and the continuing revitalization of the downtown/Town Center make this area particularly suitable for mixed uses. Regional agencies such as SCAG and the Metropolitan Transportation Authority (MTA) and South Coast Air Quality Management District (AQMD) currently advocate medium to high density housing and mixed uses around transportation terminals to reduce traffic congestion, air pollution, lost time and individual driver costs associated with single-occupant commutes. Thus, the City may wish to permit mixed use developments in this district to fulfill these regional environmental objectives as well as to promote additional local downtown vitality and stability. One strategy worthy of consideration, which has been frequently suggested to the City, is an "urban village" concept, whereby persons of all ages, particularly Metrolink-dependent working professionals, would live in attractive, functional multiple-family complexes built above commercial uses.

b. County territory analysis

The location and distribution of single-family detached residences is similar to the pattern established in the City. Specifically, this housing type pervades in all areas of the City, typically fronts on local or collector streets and, in the southeastern part of the planning area, is generally comprised of relatively large-size homes on big lots. Also, the condominium, townhouse, and apartment complexes are all situated in the two largest unincorporated areas, the northwest and northeast sections of the planning area. When comparing these developments to similar City buildings, it is apparent that a greater percentage of County structures are "isolated"--or conflict with adjacent land uses. Nevertheless, the prevailing character of the County residential areas, like the City, is low to medium density. Lastly, all three mobile home parks are located in the northeastern area.

3. Location of Special, Low and Moderate Income Housing Complexes

Low and moderate income housing is defined here as shelter that can be occupied by a household earning less than 80% of the County median family income, adjusted for household size, whereby the tenants pay no more than 30% of their gross monthly income on rent or mortgage payments (the general Federal affordability standard) and general rental complexes that are particularly suitable for lower income residents. The most current (1992) County median family income is \$42,300. The provision of low and moderate income housing is one of the region's greatest needs, one of city planning's greatest challenges, and serves as a key indicator for evaluating how well Covina's housing needs are being met. (More on this topic is explained later in the Study.)

According to the Planning Division's housing research and analysis, low and moderate income or "affordable" housing in Covina consists of the following:

- a. Mobile home parks (currently there are five in the City, as indicated above).
- b. Various older market rate apartments in and around the downtown and elsewhere.
- c. Specified apartment complexes that have rent restrictions or subsidies imposed as part of government program requirements.
- d. Units in various apartments that have occupant based subsidies.

Listed below in alphabetical order are the "special" apartment complexes or facilities with specific or project-based rent restrictions and their respective program affiliations. (A more detailed discussion on the below mentioned housing programs can be found later in the Program Section of the Study.) Only City buildings are considered here.

The data indicates that Covina's housing stock is relatively new (i.e., when compared to housing in other parts of the country), though maturing. Approximately two-thirds of the units were built during the '50s and '60s boom period. In fact, about 40% of Covina's housing went up in the '50s alone.

Housing construction continued in the 1970s and '80s but at lower rates, roughly 14% during both decades, because of decreasing amounts of developable, vacant land. The '70s and '80s also were periods when, for the first time, much of the development was comprised of apartments, townhouses, and condominiums. Besides the decreasing vacant land factor, these housing types proliferated because of rising land values, the growth-oriented, existing 1971 General Plan, changes in City Zoning, and greater City and public acceptance.

In terms of structure conditions, overall Covina's housing stock is sound. This assessment is based on City records and on observations from Covina's Planning and Building and Safety Divisions. However, because Covina's housing is aging and, in certain cases, not receiving adequate maintenance, because the percentage of owner-occupied residences has declined somewhat over the past two decades (from 63% in 1970 to 58% in 1990), and because of decreasing renter property respect and other societal factors, in recent years the incidence of identified structurally deteriorating properties, particularly older detached houses and apartments, has increased noticeably. Private property maintenance problems such as inadequate upkeep of building appearance and grounds have been on the rise too. Another likely factor behind these increasing problems, which are quantified in Table 7 below, is the frequent speculative turnover of rental properties, where in many cases rents will not support necessary maintenance expenses of owners.

In 1991, the above concerns prompted the Covina City Council to direct Community Development Department staff to prepare a series of ordinances pertaining to property maintenance, abatement of real property nuisances, apartment inspection, and real property records inspection. The purposes of the ordinances were to effectively and expeditiously abate property maintenance and structure problems and, therefore, improve overall community safety, image, and appearance and to educate the public on the importance and benefits of maintaining their properties. Moreover, the ordinances have been prepared in a manner that gives the City maximum leverage to achieve City Code compliance/problem abatement (e.g., the ability to fine affected properties owners and to impose liens on affected properties to pay for the abatement of violations). As of early 1993, the City was administering the property maintenance and abatement of real property nuisances ordinances.

Table 7 below illustrates the numbers of City- identified dwelling units deemed either "deteriorating" or "dilapidated." Generally, a deteriorating dwelling refers to cosmetic and/or minor to moderate structural problems, while a dilapidated housing unit means a residence with major structural and/or related problems that make the property unsafe for human occupation. (Refer to Table definitions for clarification.) The sources on which Table 7 is based are 1) information tabulated from the Planning Division's above noted Land Use and Housing Inventory (which generally identified the minor problems) and 2) City Building and Safety Division files and personnel, which generally pointed out the more serious structural deficiencies. It must also be noted that the categories are not mutually exclusive. In other words, a few of the deteriorating properties were subsequently deemed dilapidated.

TABLE 7. COVINA HOUSING PROBLEM NUMBERS, 1992

	DETERIORATING (1)	DILAPIDATED (2)
1. Single-family detached	112 homes	35 homes
2. Apartments	14 complexes	10 complexes (150 units)

(1) "Deteriorating" refers to cosmetic and/or apparent minor to moderate structural problems that were identified by Planning during fieldwork activities. A few of the deteriorating houses and apartments later were identified by City officials as dilapidated.

5. Summary of Key Facts

- a. **As of May 1992, Covina had 16,020 total dwelling units. Between 1980 and 1990, the number of dwellings rose by 26.2%.**
- b. **The City has a variety of dwelling unit types (only 55.7% of units are comprised of conventional "tract" housing), including apartments, condominiums/townhouses, and mobile homes.**
- c. **Compared to surrounding communities, Covina's percentage "non-tract" housing (44.1%), or apartments, condominiums/townhouses, and mobile homes, is relatively high.**
- d. **The County housing stock is less diversified than that for the City in that 76.7% of the units are detached houses.**
- e. **About one-third of the City's dwelling units are apartments.**
- f. **For the entire Covina area, single-family detached housing pervades in all sections and generally fronts on local or collector streets, whereas the apartments, condominiums/townhouses, and mobile homes generally are located in and around the downtown, in various pockets, and, in some cases, in isolated properties. Typical Covina houses consist of 1950s through 1970s era 1,300 to 1,800 square-foot ranch-style houses on 6,500 to 8,000 square-foot lots. But since the '80s, because of rising land values and other factors, single-family lot sizes have often been smaller, in the 3,500 to 5,000 range.**
- g. **Although currently residential uses are generally horizontally separated from non-residential uses, the City may wish to adopt a mixed use/"urban village" strategy in the downtown to best exploit the recent opening of the Metrolink commuter train station and current revitalization activities, thus furthering the district's vitality and providing housing.**
- h. **The County residential land use arrangements tend to be more haphazard than those within the City limits.**
- i. **Overall, the prevailing character of the Covina area is low to medium density (between 5 and 20 dwelling units per acre).**
- j. **Covina grew rapidly during the '50s and '60s era Post War building boom. Approximately two-thirds of Covina's housing was built during these decades.**
- k. **Apartments and condominiums/townhouses first proliferated in the '70s and '80s, primarily because of land use intensification pressures associated with decreasing vacant, developable land and rising land values as well as the old, growth-oriented 1971 General Plan, upzoning activities, and greater City and public acceptance.**
- l. **The City's various older market rate apartments and 4 below-market rental complexes serve an important affordable housing accommodation function.**
- m. **Although Covina's housing stock overall is structurally sound, because of several factors, such as the general aging of the housing combined with inadequate maintenance, a declining number of owner-occupied residences, and decreasing renter property respect, in recent years the incidence of identified structural and property maintenance problems, particularly regarding older detached houses and apartments, has increased noticeably.**
- n. **Illegally constructed dwelling units are on the rise too, the problem generally being a manifestation of socio-economic factors, rising poverty, and unscrupulous property owners.**

C. VITAL COMMUNITY CHARACTERISTICS AND TRENDS

This section presents and discusses figures, characteristics, and trends pertaining to the following Covina-related topics: population, households, employment, income, poverty, housing prices and costs, household economic statuses and housing overpayment, and educational achievement. The below facts and related information serve both to define Covina's character and to identify its housing needs and situation, which are important in shaping viable General Plan housing goals, objectives, policies, and programs. Unless otherwise indicated, the data or tables are based on the 1990 U.S. Census. A derived measure that is commonly employed by the Census Bureau and frequently used in the tables here is the "median" figure, which simply indicates that half of all numbers in a particular category are higher and half lower than the number in question. A median value often more accurately describes a distribution than the average or mean value because very high and/or very low values can distort the interpretation of data. A median value is usually lower than an average or mean value.

It should be noted that two types of questionnaires are used to collect data for the Census, a 100-percent questionnaire (or "short form") and a sample questionnaire (or "long form"). The short form contains general population and housing questions; the long form is comprised of the short form questions plus more detailed population, housing, income, employment, and other queries. Each household receives one of the two questionnaires. On average, about 5 in every 6 households receives the short form and approximately 1 in 6 households gets the latter.

1. Population Figures and Trends

Covina's official total 1990 Census population was 43,207. This figure is comprised of two components: a household population (or persons residing in standard dwelling units), 42,588, and a group quarters population (such as nursing home residents), 619. The latest population count, January 1992, which is based on the State Finance Department's annual report, is 43,442. And the household and group quarters populations are, respectively 42,863 and 579. Thus, the group quarters count is 1.3% of the total. (The reason this number is lower than the '90 estimation may be due to a Census overcount.)

Covina's 1990 population constitutes, respectively, 5.0% of the population of the East San Gabriel Valley (860,373), 2.6% of the entire San Gabriel Valley count (1,650,633), and 0.5% of the population of Los Angeles County (8,863,164). The following table illustrates Covina population increases over the last several decades:

TABLE 8. COVINA POPULATION GROWTH

<u>YEAR</u>	<u>POPULATION</u>	<u>% INCREASE OVER PREVIOUS DECADE</u>
1930	2,774	38.8
1940	3,049	9.9
1950	3,956	29.7
1960	20,124	408.7
1970	30,380	51.0
1980	33,751	11.1
1990	43,207	28.0
1992	43,442	(28.7 from 1980)

As stated in the Land Use Study, Covina was founded as and remained primarily a citrus growing and farming community until after World War II. The tremendous population surge or urbanization that took place in the 1950s occurred in most portions of the San Gabriel Valley. It is interesting to note that in the '80s Covina's rate of population increase was 28.0%, considerably greater than in the '70s (only 11.1%). Much of the relatively big '80s increase, as stated earlier, was due to the annexation of existing residential areas. For example, 5,473 of the 9,691 population growth that occurred between 1980 and 1992 (56.5%)

TABLE 10. HOUSEHOLD TYPES AND RELATIONSHIPS FOR PERSONS 65 AND OVER, 1990

<u>HOUSEHOLD TYPE & RELATIONSHIP</u>	<u>NUMBER OF PERSONS</u>	<u>PERCENT</u>
In Family Households:		
Householder	1,580	35.0
Spouse	828	18.4
Other Relatives	443	9.8
Nonrelatives	11	.2
In Nonfamily Households:		
Male Householder		
Living Alone	163	3.6
Not Living Alone	17	.4
Female Householder		
Living Alone	1,028	22.8
Not Living Alone	24	.5
Nonrelatives		
In Group Quarters:	<u>398</u>	<u>8.9</u>
	4,510	100.0

Note: "Householder" simply refers to the person identifying himself or herself as such on the Census form, as required by the Census Bureau, and the "spouse" is the married opposite, if present.

A key point of the above table is that over one-quarter of the senior citizen population lives alone. (In the following section, the senior citizen population is correlated with economic data, which clarify needs of this grouping.)

b. Race breakdown for all persons

TABLE 11. COVINA RACE BREAKDOWN, 1990

<u>RACE</u>	<u>NUMBER</u>	<u>PERCENT</u>
White	27,200	63.0
Latino	11,042	25.5
Asian	3,101	7.2
Black	1,641	3.8
American Indian	153	.3
Other	<u>70</u>	<u>.2</u>
	43,207	100.0

In the '80s, Covina became a much more ethnically diverse community, as the white population decreased by almost 20 percentage points (from 82.4% to 63.0%) and the Latino, Asian, and Black groups increased, respectively, by 12.8, 4.5, and 2.5 percentage points. The ethnic diversification, which is occurring throughout the San Gabriel Valley as well as in other areas of southern California, will continue over the next two decades as a result of general demographic shifts and of varying birth rates among the different racial groups. In many instances, these changes in racial composition will likely result in larger per unit households. (See the section on overcrowding, "D2" below, for clarification.)

From 1980 to 1990, the percentage of nonfamily households increased from 26.7% to 28.3%.

Moreover, Table 14 indicates the number of household types by age of householder.

TABLE 14. COVINA HOUSEHOLD TYPES BY AGE OF HOUSEHOLDER, 1990

<u>HOUSEHOLDER AGE</u>	<u>NUMBER FAMILY HOUSEHOLDS</u>	<u>PERCENT</u>	<u>NUMBER NON- FAMILY HOUSEHOLDS</u>	<u>PERCENT</u>
15-24 years	468	4.2	306	7.0
25-34 years	2,628	23.7	1,119	25.5
35-44 years	2,884	26.0	697	15.9
45-54 years	1,863	16.8	578	13.2
55-64 years	1,685	15.2	448	10.2
65-74 years	1,194	10.7	614	14.0
75+ years	<u>386</u>	<u>3.4</u>	<u>618</u>	<u>14.2</u>
	11,108	100.0	4,380	100.0

Thus, 58% of Covina family householders surveyed are in their "prime working years," 35 to 65.

Table 15 below illustrates the distribution of different household sizes.

TABLE 15. PERSONS IN HOUSEHOLDS, 1990

<u>HOUSEHOLD SIZE</u>	<u>NUMBER OF PERSONS</u>	<u>PERCENT</u>
1 Person	3,413	22.0
2 Person	4,813	31.1
3 Person	2,787	18.0
4 Person	2,410	15.6
5 Person	1,232	7.9
6 Person	489	3.2
7 or more Persons	<u>344</u>	<u>2.2</u>
	15,488	100.0

The data reveals that Covina's households are predominantly small to medium in size, with a little over one-fifth being 1-person, almost one-third being 2-person, and just over one-third being 3- and 4-person arrangements. For housing fund assistance purposes, the Federal Government classifies large, "needy" lower income households as those having 5 or more persons. Table 15 indicates that 13.3% of the City's households are at or above this threshold. In 1980, 12.8% of the households were at the threshold. (It should be noted that the '80 Census did not tabulate other "family size" categories.)

This final population-related table illustrates persons per household and persons per family averages for Covina and the surrounding communities.

TABLE 17. OCCUPATIONAL CHARACTERISTICS FOR EMPLOYED COVINA RESIDENTS, 1990

<u>OCCUPATION</u>	<u>NUMBER</u>	<u>PERCENT</u>
1. Managerial & Professional Specialty Occupations:		
Executive, Administrative, & Managerial	3,240	14.6
Professional Specialty	2,598	11.7
2. Technical, Sales & Administrative Support:		
Technicians & Related Support	814	3.7
Sales	3,098	14.0
Administrative Support, including Clerical	4,542	20.5
3. Service Occupations:		
Private Household	153	0.7
Protective Service	482	2.2
Service, except Protective & Household	1,596	7.2
4. Farming, Forestry, & Fishing Occupations	178	0.8
5. Precision Production, Craft, & Repair Occupations	2,584	11.7
6. Operators, Fabricators, & Laborers:		
Machine Operators, Assemblers & Inspectors	1,061	4.8
Transportation & Material Moving Occupations	1,032	4.7
Handlers, Equipment Cleaners, Helpers, & Laborers	<u>795</u>	<u>3.6</u>
Totals	22,173	100.0

The data indicates, among other things, that one-fifth of Covina's workers are employed in "clerical and administrative support" and that almost one-half work in this area plus executive, administrative, and managerial occupations and sales. The rest are employed in various areas. Covina's occupational base appears fairly well diversified, meaning that, relating to housing, City residents exercise demand for a variety of housing types.

This next table illustrates employment by industrial classification.

TABLE 19. EMPLOYMENT CHARACTERISTICS FOR COVINA AND SURROUNDING CITIES, 1990

CITY	CIVILIAN LABOR FORCE - EMPLOYED	UNEMPLOYMENT RATE PERCENT	RETAIL EMPLOYMENT PERCENT	SERVICE EMPLOYMENT PERCENT	MANUFACTURING & WHOLESALE EMPLOYMENT PERCENT
1. Azusa	19,532	8.3	18.6	26.9	28.8
2. Baldwin Park	28,573	8.5	13.8	24.2	35.5
3. Claremont	16,648	4.2	12.8	52.0	15.7
4. COVINA	22,173	5.4	17.8	29.4	23.8
5. Diamond Bar	29,452	3.6	16.7	29.8	25.1
6. Duarte	9,546	6.4	11.6	32.3	26.2
7. Glendora	24,186	4.3	15.5	32.7	24.0
8. La Puente	15,750	9.4	16.9	25.8	34.6
9. La Verne	15,543	3.9	15.9	34.5	21.8
10. Pomona	55,571	9.1	15.4	27.7	30.9
11. San Dimas	17,408	3.4	15.5	32.5	21.3
12. Walnut	14,893	4.3	16.2	30.0	23.7
13. West Covina	47,727	5.2	16.2	29.8	24.4
Average	24,385	5.8	15.6	31.4	25.8
L. A. County	4.2 M	7.4	15.4	34.2	25.6

Compared to surrounding communities, Covina's employment characteristics rank as follows: unemployment rate, 6; percent retail employment, 2; percent service employment, 9; and percent manufacturing and wholesale employment, 9. The data indicates that unemployment in Covina is not a major problem and underscores the fact that the composition of the local workforce generally is diverse, inclusive of relatively high percentages of both retail and service workers, which, as stated earlier, often receive "average" to "low" wages and therefore raise housing needs challenges. Also, however, despite unemployment not being a serious Covina problem, the City's obligation or requirement to consider the housing needs of all economic segments means that technically Covina's policies and programs should reasonably address persons now unemployed, underemployed and, of course, retired, who are in need of various types of housing assistance.

The following table illustrates the other dimension to local employment, the number and types of jobs that exist in Covina. According to Planning's General Plan Questionnaire, one-quarter of the local residents also work in the City. Understanding the City's labor force ensures that the relationship between jobs and housing are considered in the General Plan update process, which, in turn, ensures the development of viable and realistic local housing policies, goals, objectives, and programs and ensures that the City's housing process will accommodate as many City workers as possible. (The relation between jobs and housing, from both local and regional standpoints, is discussed in more detail in Section "E4.")

In 1990, Covina's approximately 2,800 business employed, according to a recent SCAG Study, 27,762 workers. Employment by SCAG-designated industry categories is listed below:

TABLE 21. INCOME FIGURES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1989

CITY	MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME	PER CAPITA INCOME
1. Azusa	\$31,889.00	\$34,200.00	\$11,038.00
2. Baldwin Park	\$32,684.00	\$33,029.00	\$15,946.00
3. Claremont	\$53,479.00	\$62,203.00	\$22,161.00
4. COVINA	\$38,907.00	\$44,375.00	\$16,259.00
5. Diamond Bar	\$60,651.00	\$63,114.00	\$21,497.00
6. Duarte	\$37,695.00	\$42,004.00	\$14,103.00
7. Glendora	\$46,116.00	\$51,444.00	\$18,573.00
8. La Puente	\$33,273.00	\$33,997.00	\$17,312.00
9. La Verne	\$46,587.00	\$53,431.00	\$18,622.00
10. Pomona	\$32,132.00	\$34,751.00	\$10,728.00
11. San Dimas	\$50,268.00	\$55,790.00	\$20,246.00
12. Walnut	\$64,333.00	\$64,866.00	\$18,749.00
13. West Covina	\$42,481.00	\$46,081.00	\$15,862.00
Average	\$43,884.00	\$47,637.00	\$17,007.00
L. A. County	\$34,965.00	\$39,035.00	\$16,149.00

Note: Generally, median family incomes are greater than median household incomes because families on average have more earners/workers than non-family households, of which the latter category includes. When the two figures are similar, this indicates many single earner families.

It will also be noted that Covina's mean household and family incomes, are, respectively, \$44,649 and \$49,614. For reasons stated in the beginning of this section, mean values generally are higher than medians.

Table 21 indicates that all Covina income figures are above County levels. Relating to the surrounding cities, Covina's median household income, median family income, and per capita income, interestingly, all rank eight out of the thirteen communities. The data, along with information presented in the following section and in other areas of the Housing Study (such as employment) again illustrates that Covina does have at least a moderate "housing needs" group.

Tables 22 and 23 below further clarify Covina's income characteristics by illustrating, respectively, mean household income by various income sources such as general salary and social security and mean household income by family type and the presence of children under 8 years. (Median figures were not computed by the Census.)

b. **Number and percentage of households by income level**

According to a 1992 SCAG report, which is based on 1990 Census data, Covina's households are broken down into the following income level groups:

TABLE 24. COVINA NUMBER AND PERCENTAGE OF HOUSEHOLDS BY INCOME LEVEL*, 1989

<u>INCOME LEVEL</u>	<u>NUMBER OF HOUSEHOLDS</u>	<u>PERCENT</u>
Very Low Income	2,717	17.5
Low Income	2,537	16.4
Moderate Income	3,175	20.5
High Income	<u>7,060</u>	<u>45.6</u>
Total	15,489	100.0

*Lowest to highest income levels are based on, respectively, 0-50%, 51-80%, 81-120%, and over 120% of the County median household income, which was \$34,965.

Table 24 shows that two-thirds of the City's households are moderate and high income while the remaining third are very low or low income. Generally, the latter two groups require greater housing assistance, particularly those paying disproportionately high amounts of their income on housing, whether by rental subsidy, home improvement grant, or other means. So while Table 24 illustrates the overall economic status of Covina's households, which is essential in the goal, objective, and policy formulation process, households classified as "very low" and "low" that overpay for housing tend to serve as the focus of housing element programs. Section "D3" defines and discusses housing overpayment in detail.

Moreover, Table 24 contains the data on which SCAG prepares the "existing housing needs" portion of the Regional Housing Needs Assessment (RHNA). According to State general plan housing element law, all local governments must incorporate the RHNA's "existing" and "future" housing needs figures in the housing element. And the goals, objectives, policies, and programs, in turn, are supposed to be structured around the RHNA parameters. Refer to Section "D4" for clarification.

Table 25 below compares Covina's income level distribution with those for the surrounding communities.

TABLE 25. TOTAL NUMBER OF HOUSEHOLDS AND PERCENTAGE OF HOUSEHOLDS BY INCOME LEVEL FOR COVINA AND SURROUNDING COMMUNITIES, 1989

	<u>CITY</u>	<u>TOTAL HOUSEHOLDS</u>	<u>% VERY LOW INCOME</u>	<u>% LOW INCOME</u>	<u>% MODERATE INCOME</u>	<u>% UPPER INCOME</u>
1.	Azusa	12,525	24.0	18.8	23.2	33.9
2.	Baldwin Park	16,606	22.4	18.2	25.6	33.8
3.	Claremont	10,466	12.7	10.5	14.9	61.9
4.	COVINA	15,488	17.5	16.4	20.5	45.6
5.	Diamond Bar	16,886	6.2	5.9	14.8	73.2
6.	Duarte	6,545	20.5	13.6	22.7	43.3
7.	Glendora	16,343	13.3	11.6	19.6	55.5
8.	La Puente	9,075	23.6	17.5	23.2	35.7
9.	La Verne	10,843	15.8	12.3	16.5	55.3
10.	Pomona	36,566	25.7	17.8	20.7	35.8
11.	San Dimas	11,099	13.9	10.7	14.7	60.8
12.	Walnut	7,869	5.9	5.6	11.5	77.0
13.	West Covina	<u>30,105</u>	<u>14.9</u>	<u>13.5</u>	<u>20.8</u>	<u>50.9</u>
	Average	15,417	16.6	13.3	19.1	51.0
	L. A. County	2,994,343	24.3	16.0	19.0	40.8

TABLE 27. PERCENTAGE OF SELECTED COVINA HOUSEHOLD TYPES BELOW POVERTY LEVEL, 1989

<u>HOUSEHOLD TYPES</u>	<u>NUMBER OF HOUSEHOLDS/ FAMILIES</u>	<u>PERCENT</u>
1. All Households	1,009	6.5%
2. All Households Under 65	775	6.1%
3. All Households 65 and Over	234	8.3%
4. Married Couple Families With Related Children Under 18	488	8.4%
5. Married Couple Families With Related Children Under 5	284	11.2%
6. Female-Headed Families	331	17.4%
7. Female-Headed Families With Children Under 18	295	23.3%
8. Female-Headed Families With Children Under 5	160	42.8%

These numbers also underscore the fact that Covina family housing needs do exist. Perhaps the most interesting or unfortunate points regarding Table 25 is that almost one-quarter of the female-headed households with children are below the poverty level. And for the group comprised of female-headed families with children under 5, the percentage goes up to 42.8%. Generally, the above household types and many households that are slightly above the poverty threshold are in need of some type of housing assistance, or they represent a community's most needy groups. This table underscores the need for rent subsidies and other programs to address young families in addition to seniors. However, it is interesting and important to note that, overall, a greater percentage of senior than younger households fall into the poverty classification.

Table 28 further expands on the above household poverty figures by showing the absolute numbers of household types that fall above and below the poverty thresholds by householder age. (Again, a householder is the person completing a Census questionnaire.)

housing, which is elaborated on in the following sections.

5. Housing Prices and Costs

It is common knowledge that on average southern California housing is expensive when compared to other parts of the Country. According to the National Association of Realtors, for example, the 1991 Los Angeles County single-family home median sales price was \$214,937, as opposed to \$100,300 for the national average. The 1990 U.S. Census reached a similar conclusion. For Los Angeles County, which is of major interest here, the 1990 median home price was \$226,400, a whopping 157% increase over the 1980 figure. Covina's 1990 median house cost was \$201,300, up 134% from 1980 (then \$86,000). Nationally, however, the median value rose only 68%, from \$47,200 to \$79,100. The following table lists median home costs for Covina and nearby cities plus the Los Angeles area counties:

TABLE 30. MEDIAN HOME COSTS FOR COVINA AREA CITIES AND LOS ANGELES AREA COUNTIES, 1990

	<u>CITY/COUNTY</u>	<u>MEDIAN HOME COST</u>	<u>RANK</u>
1.	Azusa	\$151,880	11
2.	Baldwin Park	\$149,700	12
3.	Claremont	\$251,800	4
4.	COVINA	\$201,300	7
5.	Diamond Bar	\$271,500	2
6.	Duarte	\$171,300	9
7.	Glendora	\$231,000	5
8.	La Puente	\$154,800	10
9.	La Verne	\$253,200	3
10.	Pomona	\$133,700	13
11.	San Dimas	\$241,000	6
12.	Walnut	\$320,100	1
13.	West Covina	\$201,100	8
	Average	\$210,183	
14.	Los Angeles County	\$223,800	
15.	Ventura County	\$245,300	
16.	Orange County	\$252,700	
17.	San Bernardino County	\$129,200	
18.	Riverside County	\$139,100	
19.	San Diego County	\$186,700	
20.	California State	\$194,300	

Although Covina's median home cost is about \$9,000 below the average for the selected cities, it must be noted that the relatively high figures for Walnut and Diamond Bar tend to skew the mean slightly. Nevertheless, the data does show that Covina's housing prices rank seventh in the area, meaning that the City has some housing affordable to, say, moderate income, "working couple" or first time buyers. Although the exact percentage of Covina families that can afford the average City home price is not known (nor is the data available for other cities) according to the California Association of Realtors, the 1992 overall "affordability" averages for Los Angeles County and the State are, respectively, 27% and 29%. Because, as explained in the section below, salaries have not increased as fast as housing costs, the above percentages have declined over the '80s.

Final housing price data presented below are City and County median single-family home and condo/townhouse sales prices, as published monthly in the Los Angeles Times. The information for the most recent months, which is based on zip codes, is listed in Table 31. (Although County properties are

section, in Section "D3a" below, it is statistically shown that, overall, lower income Covina renters could be benefiting by early 1990s increasing wages and stabilizing rents.)

Besides home prices, other key housing cost indicators are the monthly mortgage and rental costs that households pay. In Covina, the median monthly house and condo mortgage (which includes taxes, insurance, and homeowner association fees, if applicable) in 1990 was \$1,091. Also, the median rent was \$652. Compared to 1980, these figures constitute respective increases of 174% (median mortgage was \$398) and 118% (median rent was \$299). Monthly housing costs for surrounding cities are listed below.

TABLE 32. MEDIAN MONTHLY HOUSING COSTS FOR SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

	<u>CITY</u>	<u>MEDIAN MORTGAGE</u>	<u>RANK</u>	<u>MEDIAN RENT</u>	<u>RANK</u>
1.	Azusa	\$960	11	\$650	10
2.	Baldwin Park	\$887	13	\$648	11
3.	Claremont	\$1,222	5	\$702	6
4.	COVINA	\$1,091	8	\$652	9
5.	Diamond Bar	\$1,491	2	\$940	2
6.	Duarte	\$1,073	9	\$665	8
7.	Glendora	\$1,130	6	\$729	5
8.	La Puente	\$900	12	\$606	12
9.	La Verne	\$1,357	3	\$675	7
10.	Pomona	\$1,009	10	\$592	13
11.	San Dimas	\$1,290	4	\$745	3
12.	Walnut	\$1,710	1	\$979	1
13.	West Covina	<u>\$1,117</u>	7	<u>\$733</u>	4
	Average	\$1,172		\$717	
	L. A. County	\$1,137		\$626	
	State of Calif.	\$1,077		\$620	

The above "mortgage" and "rental" rankings are similar, which indicates, among other things, that all types of housing costs in a city are largely a function of a community's location, image, appearance, housing stock age, economy, social and income conditions and composition, and market demand. Also, there is, not surprisingly, a correlation in the rankings between Table 32 and Table 31 (single-family home prices).

Unfortunately, because in part of southern California and the State's rise in home prices and mortgage costs and because of the above mentioned sluggish growth in household incomes, California has the lowest rate of home ownership in the nation, 55.6%, as opposed to the entire U.S. average of 64.2%. Southern California's (the SCAG six-County region) owner occupancy rate was 54% and, interestingly, remained about the same throughout the '80s. However, part of the explanation of the State's relatively low home ownership percentage may be because California is the most urbanized state in the Country. Urban areas tend to have greater numbers of higher density/renter occupied housing than semi-urban or rural places. Housing tenure is discussed in Section "D4."

Table 32 shows that compared to other communities in the area and the County, Covina's housing prices are reasonable. Specifically, the median mortgage is below both the city area and County average figures; the median rent is below the area average and only slightly above that for Los Angeles County. Covina's respective rankings are 8th and 9th out of the 13 communities. What is perhaps most interesting here is that the City's median housing costs, notably rents, are relatively low despite the community maintaining a good image, appearance, and location, stable economy, and (at least as of 1992) respectable infrastructure and services. (In many cases, low to below average city rents indicate at least some community deterioration. Covina has not yet faced this condition, though as stated earlier, private property maintenance and housing code enforcement are major concerns.) Covina's various rental opportunities or apartments thus

TABLE 34. RENTAL PAYMENTS FOR SELECTED COVINA RENTER-OCCUPIED HOUSING UNITS BY BEDROOM SIZE, 1990

<u>NUMBER OF BEDROOMS & RENT</u>	<u>NUMBER OF UNITS</u>
1. No Bedrooms	
Less than \$200	10
200 - 299	0
300 - 499	108
500 - 749	251
750 - 999	26
1,000 or more	0
No Cash Rent	0
2. One Bedroom	
Less than \$200	121
200 - 299	126
300 - 499	434
500 - 749	1,645
750 - 999	175
1,000 or more	30
No Cash Rent	16
3. Two Bedroom	
Less than \$200	3
200 - 299	7
300 - 499	164
500 - 749	1,567
750 - 999	625
1,000 or more	72
No Cash Rent	50
4. Three or More Bedrooms	
Less than \$200	0
200 - 299	0
300 - 499	31
500 - 749	126
750 - 999	520
1,000 or more	361
No Cash Rent	25

Another dimension to the price structure of housing are the actual developer costs associated with constructing dwelling units. This topic is presented in Section "E2."

Lastly, in terms of impacts of the current (1990 - 93) economic downturn on housing costs, the present trend of relatively low interest rates (facilitating refinancing) may have at least stabilized the City median monthly mortgage figure. Therefore, many (adequately employed) owner-households could be benefiting financially in this area. Regarding rents, as mentioned above and as illustrated below in Section "D3b" and in APPENDIX C, based on an in-house rental survey, the Planning Division determined that from 1990 to 1993 rents generally stabilized. This is shown to be particularly good for the lower-income segment. Refer to the appropriate areas for clarification.

TABLE 35. NUMBERS AND PERCENTAGES OF COVINA LOWER INCOME HOUSEHOLDS PAYING MORE THAN 30% OF INCOME FOR SHELTER BASED ON LOS ANGELES COUNTY MEDIAN, 1989

	<u>CATEGORY</u>	<u>NUMBER</u>	<u>PERCENT OF TOTAL/ ALL HOUSEHOLDS</u>	<u>PERCENT OF LOWER INCOME HOUSEHOLDS</u>
1.	Total Households	15,488	-	-
2.	Total Lower Income Households	5,254	33.9	-
3.	All Lower Income Households Overpaying			
a.	Total	3,227	20.8	61.4
b.	Very Low	1,948	12.6	37.1
c.	Low	1,279	8.3	24.3
4.	Lower Income Owner Households Overpaying			
a.	Total	833	5.4	15.9
b.	Very Low	406	2.6	7.7
c.	Low	427	2.8	8.1
5.	Lower Income Renter Households Overpaying			
a.	Total	2,394	15.5	45.6
b.	Very Low	1,542	10.0	29.3
c.	Low	852	5.5	16.2

Some key points regarding the above data are as follows:

1. Over one-fifth of Covina's households both are lower income and overpay for housing. According to the 1988 RHNA (again, which is presented in Section "D4") this percentage was 16.7, meaning that in recent years the proportion of overpaying low income households has increased.
2. Sixty percent of all overpaying lower income households are very low income, the most needy segment, and almost eighty percent of the "overpaying very low" households are renters.
3. Overpaying lower income renters constitute 45% of all lower income households, and about three-quarters of all overpaying lower income households are renters.
4. Comparing the 1988 and proposed 1993 RHNA total owner and total renter overpayment figures, one finds that while the "owner percentage" increased from 4.3 to 5.4, the proportion of renters overpaying for housing rose from 12.4% to 15.5%. This means that over the past few years, again according to SCAG, low income housing overpayment has been on the rise slightly, particularly regarding renters.

Perhaps more than any other display or piece of information presented in this study, Table 35 and the accompanying analysis underscores the need for City officials to continue with and, where possible, expand existing rent subsidies and other housing programs. (Again, the discussion and analysis of housing programs is presented in Section "I" below.) However, in the housing program development/refinement process, because of funding limitations, needs must continue to be prioritized. Nevertheless, as stated earlier in the Study, the City is required, in accordance with various State planning and general public welfare statutes, to address as thoroughly as possible the housing needs of every economic segment. (It should be pointed out here that according to credible data sources and a particular Planning Division study, the problem of lower income housing overpayment in Covina theoretically may have been somewhat mitigated during the early '90s because of a documented combination of stabilizing rents and rising incomes. Refer to Section "D3a" (RHNA future needs) for clarification on this matter.

TABLE 38. PERCENTAGE OF LOWER INCOME HOUSEHOLDS PAYING MORE THAN 30% OF INCOME FOR SHELTER BASED ON LOS ANGELES COUNTY MEDIAN, 1989

CITY	TOTAL HOUSEHOLDS	TOTAL LOWER INCOME HOUSEHOLDS	PERCENTAGE OF ALL HOUSEHOLDS	PAYING MORE THAN 30% OF INCOMES ON HOUSING					
				LOWER INCOME OWNERS			LOWER INCOME RENTERS		
				VERY LOW	LOW	TOTAL	VERY LOW	LOW	TOTAL
1. Azusa	12,525	5,365	42.8	6.0	7.0	13.0	34.4	14.9	49.3
2. Baldwin Park	16,606	6,746	40.6	10.2	12.2	22.4	29.9	13.4	43.3
3. Claremont	10,466	2,433	23.2	9.2	9.8	19.0	31.0	16.9	47.9
4. COVINA	15,488	5,254	33.9	7.7	8.1	15.8	29.3	16.2	45.5
5. Diamond Bar	16,886	2,042	12.1	23.1	25.2	48.3	11.2	18.7	29.9
6. Duarte	6,545	2,228	34.0	12.7	13.7	26.4	25.4	10.9	36.3
7. Glendora	16,343	4,073	24.9	14.2	11.1	25.3	21.8	13.5	35.3
8. La Puente	9,075	3,735	41.2	7.6	8.8	16.4	29.0	12.1	41.1
9. La Verne	10,843	3,050	28.1	8.4	7.9	16.3	18.8	10.5	29.3
10. Pomona	36,566	15,913	43.5	8.0	9.0	17.0	35.3	12.1	47.4
11. San Dimas	11,099	2,724	24.5	11.9	13.0	24.9	23.8	12.3	36.1
12. Walnut	7,869	906	11.5	23.8	34.5	58.3	13.6	7.5	21.1
13. West Covina	30,105	8,522	28.3	12.6	12.3	24.9	27.4	16.7	44.1
L. A. County	2,994	1,204	40.2	6.8	5.0	11.8	38.3	14.8	53.1

COVINA'S RANKING

6 5 5 11 11 11 5 4 4

In terms of Covina's relation to the surrounding communities, Covina ranks eleventh on the "total owner" side and fourth on the "total renter" side, meaning that lower income rental overpayment is more common (despite Covina's median rent, as indicated above, appearing "reasonable"). Regarding all the communities, in every city except Diamond Bar and Walnut, the renters are paying proportionately more than the owners. (The reason Diamond Bar and Walnut deviate from the norm is believed to be that they are generally newly developed communities with most households paying current rate, high mortgages. Other cities have greater proportions of older/long-time owners with lower mortgages.) The high incidences of renter overpayment noted here are consistent with statewide data, where, according to the Census, 58.1% of the renters paid more than 25% of their incomes on housing, as opposed to just 40.5% for owners (and this does not include the additional tax advantages that further lower homeowner costs over renters. The statewide figures quoted here do, however, include households of all—not just lower—income levels.)

Much of this owner/renter housing overpayment disparity probably has evolved because on average owners tend to have higher incomes and tend to be less transient, meaning that many long-time owners would have relatively low mortgages. But despite California renters on average paying higher proportions of their income on housing, as stated in Section "C4," statewide in the '80s median mortgage payments jumped a great deal more than median rents. Also, the percentage of homeowners spending at least 25% of their income on housing costs (the 1980 threshold) grew faster than the percentage of renters. But for both owners and renters, household and family incomes did not keep pace with housing cost increases. These trends, which are most burdensome on lower income households because of their limited housing choices and other reasons, are illustrated in Tables 39 and 40 below.

From a general planning standpoint, all the household, income, and overpayment figures and related problems presented here and throughout this Study point to the need to develop and implement viable and effective Housing Element policies, such as preserving and maintaining apartments and mobile homes, and programs, like prioritized rent subsidy measures and property rehabilitation activities. Perhaps most importantly, the City should commit itself to reasonably implement the housing strategy so that its housing-affordability problems could be resolved or mitigated to the greatest extent feasible.

7. Educational Achievement

Educational achievement is another population characteristic that defines a community's demographic and social make-up and therefore is included here. The following constitutes Covina's breakdown for educational attainment.

TABLE 41. EDUCATIONAL ATTAINMENT IN COVINA FOR PERSONS 18 AND OVER, 1990

<u>ATTAINMENT LEVEL</u>	<u>PERSONS</u>	<u>PERCENT</u>
Less than 9th grade	1,645	5.1
9th to 12th grade, no diploma	4,409	13.6
High school graduate	9,380	29.0
Some college, no degree	9,044	28.0
Associate degree	3,150	9.8
Bachelor's degree	3,109	9.6
Graduate or professional degree	<u>1,574</u>	<u>4.9</u>
Total	32,311	100%

Most of Covina's residents, then, have graduated from high school, just over half have completed at least some college, and about 15% have a bachelor's and/or graduate degree. Table 42 compares Covina's educational attainment with the surrounding communities. For purposes of the Housing Study, Planning believes that it is adequate to discuss this matter in terms of the percentages of the population age 25 and over that have a) graduated from high school and/or completed some college, and b) achieved a bachelor's degree and/or completed some graduate level work.

- d. In the '80s, Covina became a much more ethnically diverse community as the white population decreased by almost 20 percentage points (from 82.4% to 63.0%).
- e. Comparing 1990 "household" figures to those for '80, the percentage of "family" households declined slightly, and the percentage of single parents with children rose a little. Covina remains, however, a predominantly family-oriented town.
- f. Approximately 87% of all Covina households are small to medium in size--or comprised of 4 or less persons.
- g. Although Covina has a relatively low person per household figure (2.74) when compared to surrounding cities, overcrowding in the community rose considerably in the '80s.
- h. Slightly more than two-thirds of Covina's workers are employed in the services, retail trade, and manufacturing sectors.
- i. During the '80s, the percentage of persons employed in services and retail trade declined from 51.0% to 47.1% and the proportion of manufacturing workers dropped from 22.4% to 17.7%, which means that household wages have dropped and points to increasing housing needs.
- j. According to a Planning questionnaire, approximately one-quarter of Covina's residents also work in the City.
- k. Despite maintaining a prominent residential appearance and character, Covina has a strong commercial and industrial base, which is indicative by there being about as many City jobs as persons between the ages of 18 and 64.
- l. Covina's 1990 median household and median family incomes are, respectively, \$38,907 and \$44,375.
- m. In the '80s, while the median household income rose by 86.4% and median family income increased by 81.1%, the median mortgage (including taxes and insurance costs) rose 174.1% (to \$1,091) and median rent increased by 118.1% (to \$652), meaning that incomes did not keep pace with housing costs. For many households, then, housing affordability has been strained.
- n. Out of 13 surveyed east San Gabriel Valley communities, Covina's median household and family income figures rank eighth or slightly below average, which underscores the existence of at least some housing needs.
- o. As of 1989, approximately two-thirds of the City's households were moderate and high income, while about one-third were very low or low income. When they pay disproportionately high percentages of their incomes on housing, very low and low income households generally constitute a community's greatest housing needs groups.
- p. Covina's overall incidence of poverty is average for the east San Gabriel Valley, however the poverty rate is particularly high for female-headed families with children.
- q. The City's 1990 median home cost, \$201,300, ranks seventh out of twelve other east San Gabriel Valley cities surveyed, meaning that Covina does have some "reasonably" priced houses and condominiums/townhomes.
- r. The City's 1990 median mortgage (\$1,091) and median rent (\$652) ranked, respectively, eighth and ninth among thirteen east San Gabriel Valley cities, which is another apparent indicator of relatively affordable housing in Covina, particularly regarding the rental sector.

D. HOUSEHOLD CHARACTERISTICS

1. Tenure (Owner- and Renter-Occupied Dwelling Units)

a. General information

Tenure refers to whether an inhabited dwelling unit is owner- or renter- occupied and is another useful indicator used in defining a community's housing situation. In most suburban-type cities such as Covina, a majority of the single-family detached as well as condominium/townhome units are owner-occupied. And except for a few units with on-site owners, virtually all apartments tend to be renter-occupied. Also, mobile homes generally are owner-occupied. Mobile home occupants typically own their coaches and rent/lease the underlying space in their respective mobile home parks.

According to the most recent Census, in 1990, 58.1% of Covina's total dwelling units were owner-occupied and 41.9% were renter-occupied. The following table lists tenure percentages for single-family detached housing, condominiums (excluding townhomes), and mobile homes. Unfortunately, the Census does not list tenure information for what the City considers single-family attached (or all condominium and townhouse complexes) and apartment units.

TABLE 43. TENURE OF DIFFERENT HOUSING TYPES IN COVINA, 1990

<u>HOUSING TYPE</u>	<u>PERCENT-OWNER OCCUPIED</u>	<u>PERCENT-RENTER OCCUPIED</u>
1. Single-Family Detached	85.5	14.5
2. Condominium	75.8	24.2
3. Mobile Home	86.1	13.9
4. All Housing	58.1	41.9

Because of the tremendous amount of apartment construction that took place in the '80s and because of a rising incidence of single-family detached absentee ownership, in the previous decade, Covina became a more rental-oriented community. This change is illustrated in the table below:

TABLE 44. CHANGES IN COVINA TENURE PERCENTAGES DURING 1980s

	1980		1990	
	<u>OWNER OCCUPIED</u>	<u>RENTER OCCUPIED</u>	<u>OWNER OCCUPIED</u>	<u>RENTER OCCUPIED</u>
1. All Housing Units	62.3	37.7	58.1	41.9
2. Single-Family Detached	88.6	11.4	85.5	14.5

Moreover, the following table compares Covina tenure (all housing units) with surrounding cities and ranks the communities in order of the highest percentage of owner-occupied units.

TABLE 46. TENURE BY PERSONS PER UNIT FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

CITY	OWNER-OCCUPIED		RENTER-OCCUPIED	
	PERSONS PER DWELLING UNIT	RANK	PERSONS PER DWELLING UNIT	RANK
Azusa	3.10	8	3.24	5
Baldwin Park	4.06	2	4.25	1
Claremont	2.87	13	2.26	13
COVINA	2.90	11	2.53	12
Diamond Bar	3.21	6	2.97	7
Duarte	3.19	7	2.76	8
Glendora	2.96	9	2.65	9
La Puente	4.23	1	3.80	2
La Verne	2.89	12	2.62	11
Pomona	3.47	4	3.59	4
San Dimas	2.93	10	2.64	10
Walnut	3.71	3	3.71	3
West Covina	<u>3.25</u>	5	<u>3.03</u>	6
Average	3.29		3.08	
Los Angeles County	2.99		2.83	

Table 46 shows that both owner- and renter- occupied housing units in Covina tend to be inhabited by smaller numbers of persons than in surrounding cities. The data, then, points to Covina as not having major overcrowding problems. (However, as discussed in the following section, overcrowding does exist in Covina and has proliferated in recent years.) The fact that Covina's owner-occupied housing ratio is low may be indicative of a high incidence of aging couples with 1 or 2 children remaining and "empty nesters" (couples whose children have all moved out).

It was stated above that Covina's 1990 overall persons per household figure was 2.74 (as of this writing, the State Finance Department's 1992 estimate is 2.75). This was up slightly from 1980, when an average of 2.72 persons composed each household. The increase in the local average household size, though not significant, is consistent with what is occurring regionwide. In Los Angeles County, during the '80s the figure increased from 2.69 to 2.91. All southern California counties, in fact, had 1990 ratios that were greater than in 1980. This trend is attributed to big increases in the cost of housing plus structural changes in the regional economy (often having led to layoffs or resulting in persons working in low-wage retail and service sector jobs), which has forced many families, particularly lower income ones, to share single housing units and to Latino and Asian immigrants, who commonly live in extended family arrangements. The increase in persons per household sizes is directly related to the proliferation of dwelling unit overcrowding, which is discussed in Section "D2."

c. By age of householder

This section breaks down occupancy status by age, typically another noteworthy indicator of housing needs. Although the Census presents this information according to 7 age categories, for simplicity, the Study will present 3 groupings: 15 to 44 (young adult); 45 to 64 (middle age); and 65 and over (senior citizen).

e. **By number of bedrooms**

Table 49 shows the numbers of dwelling units by tenure, broken down according to unit size.

TABLE 49. TENURE BY BEDROOMS FOR COVINA, 1990

<u>NUMBER OF BEDROOMS</u>	<u>NUMBER OF OWNER-OCCUPIED HOUSING UNITS</u>	<u>NUMBER OF RENTER-OCCUPIED HOUSING UNITS</u>
No Bedrooms	0	395
1 Bedroom	413	2,550
2 Bedrooms	1,499	2,488
3 Bedrooms	5,209	857
4 Bedrooms	1,697	221
5 or More Bedrooms	189	0

Not surprisingly, Table 49 shows that owner-occupied housing units, which again generally are detached houses, condominiums, and townhomes, are larger than rentals, they commonly being apartments. Most owner-occupied residences are 3 or 4 bedrooms in size, while rental dwellings generally have 1 or 2 bedrooms.

2. **Overcrowding**

a. **General information, overall in City, and by tenure**

Overcrowding is another housing descriptor and, in significant amounts, indicates housing problems in a community. The Federal government defines overcrowding as an occupied housing unit with 1.01 or more persons per room (excluding bathrooms, laundryrooms, hallways, and garages). In Covina in 1990, according to the Census, 1,401 or 9.0% of the City's occupied dwelling units were overcrowded. The incidence of overcrowding is much higher in rentals. While 30.5% of the units (a total of 428) are owner-occupied, almost 70% (973 dwellings) are inhabited by renters. Or, 14.9% of all occupied rentals are considered overcrowded, but only 4.7% of the occupied owner-oriented units have high tenant counts. Because apartments comprise most of Covina's rental units, it is believed that a majority of the overcrowded rental-occupied dwellings are apartments.

The following table compares Covina's owner- and renter- occupied overcrowding percentages with surrounding communities:

The increase, therefore, has been most dramatic in the rental sector. As expected, this trend is not unique to Covina. In all of Los Angeles County, for example, total overcrowding during the '80s surged by 88%. (The percentage of overcrowded owner-occupied units increased from 6.6% of the total to 10.4%; the proportion of overcrowded renter-occupied units rose from 15.5% to 27.5%.) The Census revealed that almost one in five County occupied housing units were overcrowded. And this problem does not reflect an estimated 40,000 households (countywide) living in illegally converted garages and other accessory structures and approximately 48,000 homeless persons.

In the '80s, Covina and other communities experienced big increases in overcrowding because of various factors such as changing demographic and cultural trends and the combination of significant jumps in housing costs and declining wages (often a result of structural shifts in the regional economy). Refer back to Section "D1b" for the discussion on this latter reason. Generally, as housing costs rose and many renters became unemployed or underemployed, they could not continue paying rent, and therefore found themselves teaming up with other households. Regarding the cultural shift factor, many Latino and Asian households, the number of which grew tremendously in Covina during the previous decade, live according to extended family arrangements. On the other hand, some may attribute overcrowding increases to an inability of the housing construction market to function efficiently--or the fact that in many areas housing development, because of "NIMBYISM" and other factors, has not kept pace with population increases. For example, in the '80s in Los Angeles County, while the population increased by 18.5, the number of housing units rose by only 10.8%. This trend has occurred, to varying degrees, in many parts of the County. In fact, some cities in southeast Los Angeles County that had major population gains actually lost dwelling units. However, Covina's 1980s growth illustrates that the proliferation of overcrowded units is not attributable to market forces alone. Specifically, although the City's overcrowding rose by over 300%, between 1980 and '92, the percentage increase in housing construction (27.0%--this figure is exclusive of a major County annexation) generally matched the local ("nonannexation-related") rise in population (28.7%).

Regardless of its exact causes, overcrowding is not only a serious housing problem but a health and safety concern that warrants attention in the General Plan update process. If left unchecked, overcrowding, particularly when coexistent with declining private property conditions (Section "B4"), could lead to a deteriorating community appearance and image and to infrastructure and service deficiencies. For these reasons and because up to this point Covina has not had a strategy for confronting the problem, appropriate "overcrowding mitigation" goals, objectives, policies, and programs will be incorporated into the Housing Element document. However, the City will have to act legally and exercise good judgement in this area, as recent court case decisions have imposed at least some constraints on local governments' ability to regulate the maximum number of persons that may reside in a dwelling unit.

b. By year structure built and location

The Census revealed that all but 47 of the 1,401 identified overcrowded units were constructed after 1940. The 47 pre-1940 units predominantly are wood frame, single-family homes, though a few are of stucco composition. The remainder or a majority of the units, then, were built after 1940. (Unfortunately, the Census does not get any more specific.) It is believed that overcrowding exists in dwelling units of all ages, though is most common in older and less expensive structures. The focus of the problem, then, probably is the housing built between 1940 and 1970.

Regarding location, currently it is difficult to pinpoint exactly where the overcrowded housing is located because, as of this writing, Census Block and Tract housing data is not available. However, inasmuch as a higher proportion of apartments than houses are overcrowded, it is assumed that a majority of the overcrowded units are in and around the downtown and in other districts where multiple family housing prevail. "Owner-occupied" overcrowding probably exists all over the City.

conditions, or other factors, the City may legally accept the actual number of units that are built. In a nutshell, Covina must plan for but is not required to meet its RHNA targets. Therefore, as stated above, while a key purpose of the Housing Element process is to assist both RHNA-identified future as well as existing housing needs, State housing law recognizes that cities will have various controllable and uncontrollable constraints that preclude fulfillment of RHNA numbers.

The RHNA implementation timeframe is 5 years, generally conterminous with the HCD-directed general housing element preparation and follow-through cycle. The current housing element cycle began July 1989 and originally was to run until June 1994. Section "D3a2" below lists Covina's RHNA existing and future housing needs and describes how well implementation has proceeded. However, as stated in the Introduction to this Study above, in October 1993 the Governor signed a bill extending the current general housing element implementation period by two years to June 1996 (in response to a previous Legislative cut in funding for start-up of the revised RHNA.) Because this bill technically does not affect the RHNA timeframe and because the legislation was approved at the eleventh hour of Covina's housing element preparation process, the City's below "future needs" strategy is based on the original 1989 to 1994 period. In accordance with the Legislature's intent, during the two-year "gap" period, the City will continue implementing its Element and will address any unmet RHNA and/or other needs and address any underutilized or dormant policies or programs.

Finally, the RHNA emphasizes that in addressing future housing needs a city cannot use any growth management programs as grounds for not meeting its fair share allocation and must look beyond existing zoning density limits when planning for accommodating the subject numbers. This will not be a problem for Covina because currently there are no development ceilings and, in accordance with State housing law, the community's below mentioned RHNA strategy absorbs the entire housing allocation by both acknowledging what has been built since July 1989 (the beginning of the current RHNA period) and by planning to deal with outstanding deficiencies or showing how the deficient dwelling unit income categories could be made up through development on various now-vacant or underutilized sites. Again, despite the importance of community implementation of the RHNA in meeting local, regional, and State housing goals, the law gives cities relief from meeting their future housing development obligation when "needs exceed resources." (This point is clarified below.) Also, although HCD must review both draft and adopted housing elements, their comments are advisory only. (However, if HCD determines that a local housing element does not comply with State housing element law, then the community in question could have greater difficulty qualifying for State housing-related programs.) Nevertheless, Covina, as stated earlier, must and will attempt to meet all RHNA targets and meet its special housing challenges to the greatest extent possible and have a legally sound Element. Failure to follow through in this manner could result in State Attorney General- or private party-initiated litigation, which would be detrimental to both the City and the Redevelopment Agency from a variety of standpoints, such as a potential loss of Agency-generated housing funds. Thus, existing and potential City and Redevelopment housing programs and efforts could be greatly impacted.

2) Identified housing needs

As stated in the previous section, the City is required to fulfill its RHNA existing and future housing needs. These needs are discussed below:

a) Existing needs

Again, existing needs are defined as very low income (earning 0%-50% of County median family income) and low income (earning 51%-80% of County median family income) households paying more than 30% of their incomes towards a mortgage or rent. Such households generally require some type of housing payment subsidy, a common function of local and HUD (Federal government) housing programs. Although the existing needs numbers are based on 1988 (i.e., old) data, the City is required to use these figures because they are a component of the current RHNA, which, as stated above, runs through June 1994. However, for informational and comparative purposes, "draft existing needs" relating to the Draft 1994 RHNA are also presented below. These tentative needs were released in mid-1992 and technically

Therefore, currently 607 lower income Covina households receive some type of rental assistance--assistance that limits their rental payments to below market rates and, in some cases, to not more than 30% of their monthly incomes. Of the 607 households in question, 187 or 31% are assisted through Covina programs. Although the Federal program "low" and "very low" household percentage breakdowns, as stated in the table, is based on an estimate, all Covina Rent Subsidy Program applicants are very low income, and most of the 44/applicable Shadow Hills households are very low income too. No assistance has been provided to lower income owners.

In terms of how well Covina has addressed its RHNA "current needs" obligation (refer back to Table 52 for clarification), again, 2,619 "needy" households (668 owner and 1,951 renter) were identified by SCAG. Of the 607 households currently receiving rental assistance, 88 (14.5% of total) have been added since 1989, the beginning of the current RHNA period. (These 88 households are comprised of 14 "Section 8" residences and 74 additional persons or families receiving City-sponsored rental assistance.) Therefore, the City has not been able to fulfill all RHNA existing needs up to this point (which covers the first three years of the 1988 RHNA process). A shortfall has occurred primarily because of limited private development caused by the early 1990s economic slowdown, City funding limitations and budget constraints, and policy commitments at all levels of government. However, the City of Covina, through its rent subsidy efforts and rehabilitation and other programs (discussed in Section "I" below), has made and will continue to devote as much of its resources toward housing assistance as possible. But these resources or housing program expansions over the next two years (of the current RHNA process) realistically will not eliminate the current deficiency. Again, refer to Section "I" for a more thorough discussion of Covina's current and future housing strategies for dealing with RHNA existing and other needs.

One final, noteworthy point regarding RHNA existing housing needs is that Covina's allocation (2,619 households) probably is too high, or in accordance with a RHNA provision, could be reduced. According to SCAG methodology and policies, the proportion of 1988 lower income households "overpaying" for shelter is assumed to have been the same as it was in 1980 (then the most recent Census data). This means that the number of lower income households in need theoretically could be adjusted downward by the number of additional households assisted by subsidy programs since 1980 that reduced shelter payments to no more than 30% of household income. The number of "additional households" is not known (applicable 1980 data is not available), though estimated to be around 200. Therefore, the extent of Covina's deficiency in meeting existing needs actually is a little less severe than the numbers indicate. Nevertheless, no formal adjustment will be made because of a lack of defensible 1980 "housing overpayment" information.

Table 54 below shows the updated/1989 RHNA existing needs figures that more closely reflect Covina's current situation and will be used as the basis for the 1994 Needs Assessment figures. As stated above, these numbers are provided here for informational and discussion purposes only. The City need not address the number until 1996, when an update of the Housing Element to incorporate the revised RHNA will be needed. (It will be recalled from the introduction to this section that, in accordance with a recently signed bill, implementation of the revised RHNA figures has been postponed by two years.)

TABLE 54. COVINA DRAFT 1994 EXISTING HOUSING NEEDS BY TENURE

<u>TENURE</u>	<u>INCOME CATEGORY</u>		
	<u>VERY LOW</u>	<u>LOW</u>	<u>TOTAL</u>
Owners	406	427	833
Renters	1,542	852	2,394
Total	1,948	1,279	3,227
Total 1989 Households	-	15,488	
Total 1989 Lower Income Households	-	5,254	

TABLE 56 housing data is based on various files in Covina's Planning and Building Divisions of the Community Development Department. Each already-constructed or soon-to-be completed housing unit has been assigned to one income category based on the relation of the actual or anticipated housing costs to a State-designated criteria. This criteria is illustrated below:

TABLE 57. LOS ANGELES COUNTY MAXIMUM MONTHLY HOUSING COSTS BY UNIT SIZE FOR VARIOUS INCOME GROUPS, 1992*

<u>INCOME GROUP</u>	<u>UNIT SIZE</u>	<u>MAXIMUM MONTHLY RENT</u>	<u>MAXIMUM MONTHLY HOUSING MORTGAGE</u>
Very Low	Studio	\$ 370	\$ 370
	1 Bedroom	\$ 423	\$ 423
	2 Bedroom	\$ 476	\$ 476
	3 Bedroom	\$ 529	\$ 529
	4 Bedroom	\$ 571	\$ 571
Low	Studio	\$ 444	\$ 518
	1 Bedroom	\$ 508	\$ 592
	2 Bedroom	\$ 571	\$ 666
	3 Bedroom	\$ 635	\$ 740
	4 Bedroom	\$ 685	\$ 799
Moderate	Studio	\$ 814	\$ 950
	1 Bedroom	\$ 930	\$ 1,086
	2 Bedroom	\$ 1,047	\$ 1,221
	3 Bedroom	\$ 1,163	\$ 1,357
	4 Bedroom	\$ 1,256	\$ 1,466

* The criteria is based on a recommended State formula that is illustrated in APPENDIX B.

In terms of computing costs and assigning income categories for the recently or soon-to-be-constructed housing units, the following three assumptions have been made:

1. **APARTMENTS/RENTALS** - According to a recent Planning Division rental survey, approximate current rents for newly constructed units (i.e., within last 3 years) are:

- a. 1 Bedroom - \$775
- b. 2 Bedroom - \$890
- c. 3 Bedroom - \$995

Referring to Table 57, therefore, all such units are considerate "moderate."

2. **CONDOMINIUMS/TOWNHOUSES** - Based on sales prices and estimated approximate monthly mortgage costs, units or complexes have been designated either "moderate" or "upper."
3. **SINGLE-FAMILY/DETACHED HOUSES** - Based on estimated sales prices and monthly mortgage costs, houses have been designated either "moderate" or "upper."

Based on both Tables 55 (identified current RHNA future housing needs) and 56 (what will have been completed by June 1993), Table 58 below illustrates to what extents the City has met the four housing income group categories.

which are other future needs for the 1-1/2 year period from January 1988 to June 1989 that the City also must consider. Basically, the primary, five year needs are suppose to be adjusted either upward or downward, depending on how the jurisdiction's residential construction activity compared to the RHNA "gap adjustment factor." (This adjustment is necessary because the previous RHNA ran through December 1987, while the current Needs Assessment began July 1989.) Fortunately, the City of Covina need not make any modifications to its base future needs allocation because the number of constructed housing units during the gap period (265) slightly exceeded the City's allotted "gap" number (257). Unlike the common, 5-year housing needs, the RHNA does not break down the gap number into economic segments.

b. According to Comprehensive Housing Affordability Strategy (CHAS)

1) General information

Government agencies seeking Federal Community Development Block Grant (CDBG) and other monies must have a HUD-approved Comprehensive Housing Affordability Strategy (CHAS), which supplements the housing element/RHNA process by addressing the housing, economic, and social service needs of low income residents. According to CHAS law, which is based on the National Affordable Housing Act of 1990 and replaced the HAP (Housing Assistance Plan) process, the population of a participating local government must be at least 50,000. Because Covina's resident count as of 1992 (43,442) is below this threshold, the City, along with 47 other Los Angeles County municipalities, contracts with Los Angeles County to receive a CDBG allocation. The funds are distributed to cities on the basis of a HUD formula that takes into account population, the extent of poverty, and the amount of overcrowding. (The County agency responsible for administering the CHAS is the Community Development Commission (CDC), which also oversees all jurisdictional housing, redevelopment, economic and community development programs.) Besides serving as a tool for obtaining Federal resources, the CHAS also functions as a County housing plan that seeks to produce new and preserve existing affordable housing and to maintain and, where possible, expand low income housing programs for the unincorporated portion of the County and the 48 participating cities. Thus, the County CHAS also identifies the extent to which locally generated housing revenues, such as redevelopment agency 20% set-aside funds, address housing needs. To facilitate housing decisions and to serve as a framework for meeting these ends, the CHAS is structured around the following areas:

a) A Community Profile, which describes:

- 1) The affordable housing needs of very low-income and moderate-income families, homeless families, and individuals and others with special needs who require supportive services;
- 2) The characteristics of the County housing market and the existing stock; and
- 3) The existing programs that address these needs.

b) A Five Year Strategy for Housing Investment, which includes goals, strategies, and programs for addressing various facets of housing. (The CHAS is modelled after State housing element law and therefore operates on a five-year cycle.)

c) A One-Year Plan for applying available resources to the identified needs, which includes a listing of all sources of existing or anticipated funds for the upcoming fiscal year and the numbers of individuals and families that are expected to be assisted through proposed housing production, preservation, and program efforts. (This one year plan serves to facilitate CHAS implementation. The numbers are based on the County's anticipated expenditures plus annual surveys sent out to participating cities. Covina's response to this survey is discussed in the second section.)

As stated above, most of the CDBG Federal funds come from the CHAS program. Just as the County must prepare a CHAS document to receive Federal funds, the City is required to submit to the County its "CHAS Plan" for detailing how the City's CDBG allocation will be spent. Covina and other participating

plus diminishing Federal housing expenditures have greatly limited lower income housing opportunities.

Therefore, many individuals and families have been forced to live without adequate shelter. (Also, the severity of the housing affordability problem is magnified when the following are considered: the tens of thousands of persons and families either living in garages and other substandard structures; families and individuals who are doubling or tripling up in apartments; and the large number of lower income households that are paying disproportionately high percentages of their incomes for housing.) Whereas the homeless were once predominantly middle age men, many with substance abuse problems, currently the group includes single women, senior citizens, families with children, persons that are college educated, and/or have employable skills, and formerly middle class individuals and families with long work histories.

The proliferation of homelessness has posed a major problem as well as challenge for all levels of government. In terms of the housing element process, homeless persons are considered a "special housing needs" group that a community must analyze. A local government is supposed to explore various sources and conduct an investigation to identify the extent and nature of any existing homeless population. Both resident and transient persons have to be addressed. Moreover, State housing law requires cities and counties to identify adequate sites within the boundaries of the jurisdiction for emergency shelters and for transitional housing. A shelter provides housing for a short period, generally with limited supplemental services; transitional housing is for an extended period of time and typically includes integration with other social services and counselling programs to assist persons in becoming self-sufficient. As a minimum, the applicable homeless shelter site-identification must include the 1) designation of a zoning district to permit the siting of facilities for the homeless and 2) the adoption of policies, procedures, and/or standards to facilitate shelter and transitional housing development or conversion. (Local governments are not required to actually build homeless-serving facilities, however.)

2) Los Angeles area and City of Covina homeless conditions

It is impossible--and perhaps even unnecessary--to obtain an exact count of the number of people in Los Angeles County without a permanent home. According to the most recent annual report on the status of Los Angeles County homelessness by Shelter Partnership, a nonprofit resource center for homeless shelters founded by the United Way in 1985, on any given night from July 1990 through June 1991 at least 38,400 people and as many as 68,600 persons were homeless. Key governmental agencies that deal with homeless persons, such as the City of Los Angeles Community Development Department and the County of Los Angeles Department of Public Social Services, believe that the above numbers, which are based on adjusted State and County public assistance data, are the most reliable figures available. By comparison, the same survey for the previous year estimated the number of homeless between 36,800 and 59,100--meaning that for the period in question the downturn in southern California's economy and high housing costs increased the Los Angeles County homeless population by at least 4% and as much as 16%.

Shelter Partnership, however, does not compile numbers for the San Gabriel Valley. The only available numbers come from the 1990 U.S. Census, which found 1,145 Valley persons on the streets and living in shelters. However, many local homeless advocates and community officials believe that the actual number is much higher because Census Bureau enumerators would not have been able to count all homeless persons staying in every shelter and, for example, sleeping in every abandoned building or under all freeway segments. Notwithstanding this point, the Census numbers for Covina and the above mentioned twelve comparable cities are discussed below:

3) Existing homeless facilities in Covina area

As of late 1992, based on a Planning Division investigation, there are no official homeless shelters in the City of Covina. The above Census-identified and other sheltered homeless persons are believed to stay at:

1. WINGS Facility - A group home that focuses on assisting abused women.
2. Local YMCA
3. Various Churches

As part of its State-required homeless analysis, the Planning Division called the above and other facilities. However, none of contacted institutions indicated that they serve the homeless. (Most of the facilities probably operate as cold-weather-only shelters.) Also, the Census Bureau was not able to disclose Covina's shelter locations. It is believed that the places that serve Covina's homeless provide short-term, emergency accommodations only, not "transitional" services such as counselling and job training. According to the Los Angeles County Department of Public Social Services and the above described Shelter Partnership, virtually all official homeless shelters in or near the San Gabriel Valley are in Pasadena or Pomona. These facilities offer various emergency and, to a limited extent, transitional services for different homeless segments. Also, the communities of Claremont, La Puente, Rowland Heights, and Glendale each have one shelter. In addition, several churches throughout the San Gabriel Valley provide temporary (i.e., one week or so) lodging for the homeless during cold weather and perhaps other periods. It is believed that one or more participating churches are in the City of Covina. But, as stated above, Planning has not been able to identify which one.

Although Covina does not have an official shelter, the City does provide food, general supplies, and shelter referral services to the homeless and to very low income persons through its Covina Area Emergency Aid Program. Shelter referrals generally are made to the Salvation Army, to an official homeless facility, or, if during extreme cold weather, to an area church that participates in the "rotating" program. Covina Area Emergency Aid is a charitable operation that is administered through the City Fire Department and supported primarily by donations from local community service groups, churches, and businesses.

As stated above in the introduction to this topic, besides analyzing the extent and nature of its homeless problem, local governments must also identify sites within the boundaries of the jurisdiction that are suitable for emergency shelters and transitional housing. In order to satisfy this requirement, first of all, homeless shelters and related transitional housing shall be permitted, through the conditional use permit (CUP) process, in the City's "C-P" (Professional Office) and "RD" (Apartment and Condominium) zoning districts. Because currently various types of group homes are allowed in these two zones, homeless facilities could be accommodated at well. Also, it would be appropriate to adopt favorable policies for homeless shelters in the Housing Element and, referring again to zoning, to develop reasonable standards. (As indicated above, however, the City is not required to directly build the homeless-serving operations.)

d. Disabled persons

The identification of a large number of disabled individuals in a community is another indicator of a special housing need warranting local consideration. In Covina, the U.S. Census identified 1,972 persons over 15 years of age with a mobility or self-care limitation, 800 of which were 65 or older. Moreover, the Census revealed 2,188 persons between 16 and 64 with some type of work disability. A total of 970 residents over 64 fall into this category. Tables 59 and 60 expand on the above figures:

noted, contains State regulations adopted from the recently enacted Federal Americans With Disabilities Act (ADA), major, far-reaching legislation addressing this topic. Finally, the City may wish to learn more about its disabled population by contacting public and private organizations that provide services for handicapped persons. (The Covina Planning Division did contact the State Department of Rehabilitation on this matter, though it was discovered that the Department does not compile city-specific information.)

e. Farmworkers

State housing policy requires local governments to consider the needs of any farmworkers that reside within their communities. The rationale here is for cities and counties to ensure that farmworkers live in decent, safe, and sanitary housing so that the economic viability of California's longstanding important agriculture industry is sustained. Because Covina is a generally built out/mature, suburban community, farmworker welfare is not an issue. Although the Census, as stated above, identified 230 Covina employees in the "agricultural, forestry, and fisheries" industry, virtually all of these persons are believed to work in administrative functions or in retail or wholesale nurseries. It is possible, however, that a handful of individuals could be employed in the very few remaining east San Gabriel Valley agricultural facilities. But this number of persons, if any, would be very small and therefore not warrant an official City response.

f. General needs identified through citizen participation efforts

State housing element law requires a local government to seek public input in the identification of special housing needs when updating a housing element to best shape the development of goals, objectives, policies, and programs. The Covina Planning Division fulfilled this requirement primarily through two questionnaires and two public forums. (The questionnaires each had specific housing queries, while portions of the forums emphasized housing issues.) For details on these two techniques, refer to the subject discussion in the Land Use Study. Also, Section "J" of this Study summarizes all housing-related comments obtained in the questionnaire and public forum processes. The focus of the discussion at hand is on housing needs only.

The most notable identified housing needs, in the apparent order warranting attention, were:

1. Lower income senior citizen households,
2. Lower income non-senior households,
3. Young, first-time home buyers, and
4. Lower income handicapped persons.

Housing needs identified through these processes were not broken down into more specific groups. Numbers 1, 2, and 4 also refer to lower income households/persons that pay disproportionately high amounts of their incomes toward housing, a disclaimer that applies to the same income groups listed in items "g" through "k" below.

g. Needs identified by City Housing (HCDA) Committee

The Covina Housing and Community Development Act (HCDA) Advisory Committee makes recommendations to City administration on matters pertaining to lower income housing and related programs, CDBG (Federal Community Development Block Grant) funding, and senior citizen issues. (Again, refer to Section "J" for a summary of all HCDA comments.) When the Planning Division met with this advisory group, the Housing Committee issued the following prioritized listing of what it considered the most needy City groups:

1. Very low income seniors,
2. Incoming, first time buyers,
3. Very low income handicapped persons, and
4. Very low income non-senior households.

7. Lower, particularly, very low income, owners of single-family homes in need of rehabilitation assistance,
8. Young, first time homebuyers,
9. Very low income handicapped persons, particular seniors, overpaying for housing, and
10. Aging, deteriorating apartments and houses in need of rehabilitation. (Although not a "human need," this item is nevertheless included here because of its importance.)

As previously stated, programmatic responses to these needs are discussed in full detail in Section "I." Generally, however, additional rental subsidies, particularly for non-senior citizen households, and expanded property rehabilitation programs should be sought. Also, it appears that the City could consider increasing the scope of its housing efforts by, for example, encouraging granny flats and multiple family density bonuses, streamlining the development approval process, starting up or assisting community-based organizations such as nonprofit housing corporations to mitigate multiple-family deterioration, and/or offering incentives for first-time homebuyers, through local financial institutions.

4. Summary of Key Facts

- a. In 1990, 58.1% of the City's total dwelling units were owner-occupied and 41.9% were renter-occupied.
- b. During the '80s, Covina became slightly more of a rental-oriented community.
- c. Covina's percentage of owner-occupied units is smaller than that for most surrounding communities.
- d. The City's 1990 overall person per household/occupied dwelling unit ratio was 2.74.
- e. Covina's resident per unit ratio for owner- and renter-occupied housing units are, respectively, 2.90 and 2.53. These figures are below those of most surrounding cities.
- f. Seniors headed 23% of the owner households and 13% of the renter households in Covina. Of all senior households, 71% were owner-occupants, as opposed to 55% for all other age groups.
- g. In terms of what the Federal government defines as large families (5 or more persons in a household), 1,223 were owner-occupied housing units and 777 were renter occupied.
- h. In Covina in 1990, 1,401 or 9.0% of the occupied dwellings were overcrowded. (The Federal government defines overcrowding as an occupied housing unit with 1.01 or more persons per room, excluding bathrooms, laundryrooms, hallways, and garages.) While 30.5% of the overcrowded units were owner-occupied, almost 70% were inhabited by renters. Or, 14.9% of all occupied rentals are considered overcrowded, but only 4.7% of the occupied owner-oriented units have high tenant counts. This points to a matter that warrants appropriate City response.
- i. Compared to other east San Gabriel Valley cities, Covina's "owner" and "renter" overcrowding percentages are average, however.
- j. Pertaining to all dwelling units, overcrowding in Covina increased by 300.3% (350 to 1,401) over the '80s. The percentage increase for renter-occupied units was 462.4% (173 to 973). The high incidence of rental overcrowding typifies what has occurred all around Los Angeles County.
- k. The reasons for increased overcrowding pertain to changing demographic and cultural trends, structural shifts in the regional economy, significant jumps in housing costs, and other factors.

x. The City identified housing needs through various citizen participation techniques such as questionnaires and public forums. Also, there were extensive discussions with City officials who deal directly with housing issues. Seven commonly noted "needy" groups include:

- 1) Very low-income small families, particularly those headed by single-parent households, overpaying for housing;
- 2) Very low income senior households overpaying for housing;
- 3) Very low income large families overpaying for housing;
- 4) Lower, particularly, very low income, owners of single-family homes in need of rehabilitation assistance;
- 5) Young, first-time home buyers;
- 6) Very low income handicapped persons, particularly seniors, overpaying for housing; and
- 7) Aging, deteriorating apartments and houses in need of rehabilitation. (This is not a "human need" but is nevertheless included here because of the importance of the matter.)

E. MISCELLANEOUS FACTORS

1. Vacancy Rates - General, Overall, and By Tenure

As stated in the above discussion on SCAG's Regional Housing Needs Assessment (RHNA), "ideal" vacancy rates serve as an indicator of housing availability. Theoretically, vacancy rates stabilize housing costs and bolster a local economy by providing housing opportunities for workers in existing, new, and expanded businesses. Again, SCAG's "ideal" owner and renter vacancy rates (or the rates at which a housing market should function most effectively) are, respectively, 2.0% and 5.0%. Although in general not all persons who work in a community will also live there, and vice versa, in Covina, according to Planning's major General Plan Questionnaire, 25% of the City's residents also were employed in the City. For a suburban, "bedroom" city in the east San Gabriel Valley, this is believed to be a fairly high percentage. (However, comparable figures for the surrounding cities are not available as of this writing.) Therefore, Covina is in somewhat of a unique position in that its housing market and job base are more closely related than in other municipalities. See Section "E8" below (Jobs-to-Housing Ratio) for more discussion on this topic.

According to the Census, Covina's 1990 total, owner-and renter-housing vacancy rates are, respectively, 3.6%, 1.0%, and 5.5%. Therefore, considering the vacancy rates that SCAG believes facilitate market operations, the owner sector is a little deficient (ideal being 2.0%) and the renter sector is slightly above average (ideal being 5.0%). Although the City Planning staff is not sure how, if at all, these figures have affected Covina's housing market and economy, it is believed that there has not been any negative impacts on housing prices. As stated in Section "C5" (Housing Prices and Costs), Covina's median housing cost is slightly below the medians of many surrounding cities. Table 62 shows how Covina's owner and renter vacancy rates compare to those in the nearby communities. Also, the table and following discussion will illustrate the strength of the relationship between cities' vacancy rates and housing costs (refer to Table 32).

TABLE 62. HOMEOWNER AND RENTAL VACANCY RATE PERCENTAGES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

CITY	TOTAL VACANCY		OWNER VACANCY		RENTER VACANCY	
	RATE	RANK	RATE	RANK	RATE	RANK
Azusa	4.4	3	1.2	7	5.4	6
Baldwin Park	3.3	7	1.2	7	3.6	9
Claremont	3.3	7	1.2	7	5.2	7
COVINA	3.6	5	1.0	9	5.5	5
Diamond Bar	4.3	4	2.1	3	7.0	1
Duarte	3.4	6	1.0	9	6.0	3
Glendora	3.3	7	1.6	6	5.2	7
La Puente	2.9	9	0.9	9	4.2	8
La Verne	3.4	6	1.8	5	5.4	6
Pomona	5.3	1	1.9	4	5.9	4
San Dimas	4.6	2	2.7	1	6.2	2
Walnut	3.0	8	2.2	2	3.2	9
West Covina	3.3	7	1.1	8	5.9	4
Average	3.7		1.5		5.3	
L. A. County	5.5		1.9		5.9	

b. Governmental constraints

The following governmental constraints pertaining to housing construction, maintenance, and improvement are discussed and analyzed.

1) Covina urban setting

- a) **Background facts** - Although not a governmental constraint per se, the fact that Covina is generally built-out cannot be ignored. According to the City's land use inventory, Covina is 98.5% built-out, and only about 22 of the approximately 64 acres of vacant developable land currently are designated and appear suitable for residential development. In recent years, most new housing construction has evolved around infill development and apartment or condominium redevelopment of underutilized single-family detached properties, though some projects have been built upon medium- to large-size surplus parcels (e.g., vacated school and utility facility sites). Therefore, compared to a new, growing community, Covina is at a disadvantage in terms of designating large properties for affordable housing development. Somewhat related to this constraint is the fact that Covina is a mature community with a special, unique character and identity bolstered by certain old but architecturally and/or historically significant single-family detached houses and blocks that many local residents and groups deem worthy of retention. Thus, historic preservation, at least to a certain extent, could also preclude residential intensification.
- b) **Analysis** - The fact that Covina is primarily built-out and that future medium to higher density developments appear unlikely or infeasible in most now-designated low density, commercial, and industrial areas is a fact that must be acknowledged, despite the City's requirement and commitment to meet its RHNA housing needs to the greatest extent possible. Specifically, the City's fiscal condition greatly precludes changing the zoning of remaining vacant and underutilized commercial and industrial properties to residential. (As discussed in the Land Use Study, these properties will provide Covina with future to-be-needed sales tax revenue and employment opportunities.) Moreover, because the surrounding County sphere-of-influence territory is primarily developed as well and because of the land use characteristics of the unincorporated areas, future annexations will likely yield few medium- to high-density suitable sites. However, as described in Section "F," in the year's ahead some housing growth will be possible through redevelopment of many now-underutilized residential properties. Moreover, it is not believed that any historic preservation activities will significantly impede residential recycling, as most applicable buildings are in areas to be maintained as low density.

2) Proposed Land Use Element

- a) **Background facts** - In drafting the proposed Land Use Plan of the Land Use Element, based on clear City Council and Planning Commission direction and on extensive citizen input (again, see Section "J" below), on necessary economic development obligations, and on established goals, objectives, and policies, the maximum residential multiple-family/condominium development density was reduced slightly on some properties, and a few medium to high density sites have been redesignated to single-family detached uses. However, there is very little residential intensification of areas that are now predominantly low density. Over 80% of the Land Use Plan's 2,241 residential acres are to be reserved for single-family detached homes. These factors could be regarded as constraints.
- b) **Analysis** - Although the proposed Land Use Plan of the General Plan Land Use Element will result in less overall growth than currently permitted, in actualness densities will be reduced on only 96 of the Plan's 842 medium and high density sites/properties (11.4% of the total). And of these 96 sites, 59 (61.5%) would have density reductions equating to only 1 or 2 units, while 93 properties (96.9%) would experience reductions of no more than 3 dwellings. (Refer to the Land Use Study for clarification. The new/proposed maximum high density standard is 22 units per acre. Although the current or previous upper density limit, which pervades on a few blocks in and

- b) **Analysis** - The City believes that its Design Guidelines, like the Zoning standards, are reasonable and consistent with community desires and indicative of an increasing local governmental interest in building architecture, project layout and functionality, and related issues. Although the Guidelines do add to housing costs pertaining to both new construction and additions/remodeling, it is believed that these expenses are more than compensated by higher property values, lower maintenance costs, and improved neighborhood appearance, image, and vitality, all of which foster overall community betterment. Based on City observations and informal analyses, the costs incurred by following these guidelines are not excessive. And as previously stated, regarding new construction, much of the housing affordability problem is attributable to the cost of land, construction, and financing and to market demand. Notwithstanding the above facts, the City may wish to review its Design Guidelines and, if appropriate, make changes.

5) Development fees

- a) **Background facts** - As part of the development process, applicants must pay, depending on the scope of the project involved, various Planning Division (for Zoning and Design Guidelines administration plus environmental review) and Building Division (for structural check and building permit issuance) fees. For example, on a 20-unit apartment or condominium project, total per unit Planning fees (covering a basic Site Plan Review and Landscaping Plan Check and inspection only--excluding potential additional Zoning administration matters such as a Zone Change or Conditional Use Permit) would be around \$135.00. The Building Division fees (generally comprised of base permit and plan/structural check expenses and fees covering such matters as contractors' license verification, energy code review, and basic permit issuance) are considerably more, they being approximately \$925 for each dwelling. Similarly, on a typical single-family detached house, the total Planning and Building fees would be around, respectively, \$1,225 and \$2,255. Also, in accordance with State law, the local school districts impose impact fees for all new residential development at approximately \$1.65 per square foot of building area. Conceivably, these and the other above mentioned fees might deter construction.
- b) **Analysis** - The Planning staff does not believe that its general review fees are excessive. Based on City surveys, the fees are similar to those of other communities. Specifically, Covina's fees are based on a full cost recovery associated with project reviews and other services provided, a common and legally acceptable approach. (According to State law, a City's fees must be reasonably related to the cost of providing a service.) The City review process is obviously a necessary and important vehicle for implementing the General Plan and other matters and for protecting the public health, safety, and welfare. Again, as stated above, the primary reasons for high housing rents and prices in Covina are the cost of land, construction, and financing. Moreover, Covina does not have any "special fees" or "special assessment districts," which many communities employ to pay for various public facilities. If park tax on new development is adopted (refer to Section "F5" below), it should be carefully studied to ensure reasonableness.

6) Development conditions

- a) **Background facts** - In return for the right to build, the City may impose on developers and homeowners reasonable on- and off-site improvement requirements pertaining to such matters as street dedications and/or improvements, stormdrains and utility connections, traffic/circulation mitigation measures, and/or fire sprinklers. These conditions do add to building costs, are passed on to consumers, and therefore in some cases could pose hardships for existing and potential lower income homeowners and renters. Regarding the homeowners, if an addition to a single-family detached house totals more than 50% of the dwelling's existing floor area, then the City may require the installation of any necessary public improvements. And an expansion greater than 800 square feet would warrant the installation of fire sprinklers.

10) Code enforcement

- a) **Background facts** - The City's Redevelopment Agency administers a housing-related code enforcement program that seeks to abate various problems such as poor property maintenance and structural deficiencies. (Refer to Sections "B4" and "I" for clarification.) Also, Covina may enact additional ordinances/programs pertaining to inspecting multiple-family residences, examining records for all properties upon property sale, and/or targeting resources in specific problematic areas/neighborhoods to give the City additional leverage in dealing with major housing problems/nuisances. In some cases, however, property owners undergoing code enforcement activities or participating in an inspection process theoretically could, say, raise their rents.
- b) **Analysis** - This process, which has been strengthened in recent years so as to provide City officials with added administrative leverage, is a tool to abate housing- and structural-related violations that constitute serious threats to public health, safety, and welfare. It is believed that the process's overall community benefits, such as affordable housing preservation, residential safety, image, and appearance enhancement, and property maintenance information dissemination, far outweigh theoretically possible housing cost increases. In fact, of those apartments that have undergone code enforcement actions, there has not been any evidence of burdensome rent increases. Perhaps one reason why code enforcement does not appear to have major impacts on housing costs is that City strategy aims for expeditions problem abatement by both working with property owners and by, if necessary, imposing fines and tax liens, which often provides a strong incentive for property owner compliance and thus tends to lower total owner costs. Regarding the assistance aspect of the program, where the property involved is a single-family house, the property owner may qualify for a Redevelopment Agency-granted loan or grant for up to \$5,000 to cover various housing improvement expenses. (See Program discussion for clarification). In the future, the City may wish to also provide similar assistance to apartment owners. Moreover, in general the scope of current code enforcement efforts may be expanded by starting the now-dormant multiple-family inspection and/or real property records report process and/or related ordinances, programs, and procedures, all of which would strive to identify and abate the greatest possible number of serious housing-related code violations and nuisances. If or when the program is expanded, however, the City should ensure that any new fees and/or procedures imposed on property owners (including code violators) are reasonable. As part of a broadened housing-related code enforcement effort, as stated in Section "B4" above, the City may attempt to better coordinate activities among its departments and divisions because the nature and extent of recent structural, occupancy, and other problems tend to transcend traditional "planning" and "building and safety" purviews. Also, as previously stated, the City may focus code enforcement resources and efforts in areas/neighborhoods with notably high concentrations of identified violations/problems. Lastly, it should be noted that code enforcement has no impacts whatsoever on new housing construction.

11) Limited environmental constraints

- a) **Background facts** - Although most of Covina is relatively flat and, according to the Safety Study, has very limited seismic and flooding problems, the southern portion of the community (which is primarily built-out anyway) is hilly and, therefore, not conducive to future affordable housing development. This is because the high site improvement and construction costs associated with development in a hilly area tend to yield upper income dwelling units.
- b) **Analysis** - Topographic factors represent a natural affordable housing constraint. However, historically in Covina, medium and high density development areas have been focused away from the hilly districts. Therefore, this is not considered a major issue.

12) Limited infrastructure and service constraints

- a) **Background facts** - According to discussions with and correspondence obtained from Covina-serving utility companies and City and County public works departments, Covina currently has no

housing funds come from the redevelopment Agency budget and, because of existing City Council policy orientations and administrative obligations, it appears unlikely that any significant general fund monies, the City's chief financial reservoir, would be diverted for housing purposes. Also, the general condition of the State and Federal budgets indicates that no major inter-governmental infusion of housing funds is imminent.

- b) **Analysis - Funding limitations** mean that the City will have to prioritize its housing needs and spend its monies in the most cost effective manner. For example, spending money on code enforcement activities is widely regarded as more efficient than having no code enforcement and dealing with abandoned buildings. Much analysis in this area should be explored. Also, the City/Redevelopment Agency should seek out whatever program funding is available, such as the limited Federal Community Development Block Grant (CDBG) funds.

15) Schools

- a) **Background information -** As of today (late 1992/early 1993) Covina's two public school districts are able to accommodate the City's school-age population, despite several 1980s school closures (that resulted from a changing demographic structure and accompanying declining enrollments). However, if more schools are closed and if the amount and type of future residential construction creates a larger childbearing population, then the number of remaining schools could constitute a constraint.
- b) **Analysis -** Past and recent school closures could pose a constraint on future Covina housing development from the standpoint of deficient educational resources (leading to classroom overcrowding) as well as insufficient recreational facilities. The City should monitor this issue and, if necessary, make appropriate recommendations to school officials. It must be emphasized, however, that, according to Planning contacts with the two school districts that serve Covina (Covina Valley Unified and Charter Oak Unified), currently there is an adequate number of educational facilities.

c. Nongovernmental constraints

Although local governments have less control over nongovernmental constraints, cities nevertheless must analyze these factors to determine where responses are warranted to mitigate any identified problems, abnormalities, or deficiencies. Nongovernmental constraints are defined here as key housing related costs that are shaped by market forces and that are paid by developers or prospective home buyers, namely the costs of land, construction, and financing. These factors, which are elaborated on and analyzed in a same-section format below, typically constitute major housing constraints.

- 1) **Cost of land -** The cost of land is often a key determinant in the price of new homes and rents. Because of decreasing vacant, developable land, density intensification pressures, real estate speculation, and general market forces, land values have risen dramatically in Covina over the past twenty five years, though fortunately not quite as high as in, for instance, "Westside" communities such as West Los Angeles and Santa Monica. The Planning Division's informal surveys of local developers and real estate officials as well as information obtained through general research revealed that the cost of Covina land typically ranges from \$10.00 to \$20.00 per square foot. (By comparison, in many Westside areas--such as West Los Angeles, Westwood, and Santa Monica--land typically ranges from \$50.00 to \$100.00 per square foot, if not more.) Often times, this translates to \$400,000 to \$800,000 per acre. In addition, many developers have informed the Planning Division that their per unit multi-family and condominium land costs range from \$50,000 to \$60,000. High land values preclude affordable housing development in that the rental rates or sale prices must be high enough for a developer to make a reasonable profit.
- 2) **Cost of construction and development financing -** This is a broad category that includes all materials and labor involved in putting together a dwelling unit as well as finance charges and miscellaneous expenses. Generally, the cost is around \$60.00 to \$80.00 per square foot. Basic financing

efficient new housing. Here, the utility companies provide financial incentives to local developers to incorporate energy saving features such as "high-efficiency" heating and air conditioning systems, "heavy duty" wall insulation, and added weather stripping around doors and windows. Participating developers receive incentives based on the degree to which a particular component exceeds the State's minimum energy standards. According to Edison and Gas Company officials, these programs have been used frequently by Covina builders, and the programs provide Covina with energy-efficient units that exceed State standards without the expenditure of any public funds.

It should be noted that although the City currently does not have any type of solar ordinance, the Land Use Inventory revealed that 45 single-family detached homes and 192 apartment units (4 complexes) were equipped with solar heating facilities. (The actual number of dwelling units with solar facilities probably is higher because the Land Use Inventory only was able to identify solar equipment visible to public view.) What effect the current solar-equipped residences have on overall City energy reduction efforts is not known.

In the future, the City will monitor all of its energy conservation measures and make amendments or adjustments, where necessary. Also, an appropriate policy and program response is warranted.

4. Existing and Potential City Nonconforming Uses

Over the course of implementing a general plan, a community must decide how to handle its major or, as defined in the Covina Zoning Ordinance, "detrimental" nonconforming uses, if any exist. A major/detrimental nonconforming use, as also explained in the Land Use Study, is one that is not permitted in the underlying zoning district but was once legal and therefore can continue on an amortized basis for a specified period. An example of a major nonconforming use is an old single-family residence with M-1 zoning (light manufacturing) that is surrounded by new industrial buildings. Expansion potential of nonconforming uses is restricted, and the length of the use/building amortization period depends on the structure type. (According to State law, the removal of a nonconforming building is a property owner responsibility.) Although nonconforming statutes technically are a function of zoning administration, the matter is discussed here because zoning districts by definition closely relate to or must be consistent with general plan land use designations. Therefore, for a particular group of houses, if the City's Land Use Plan designates the subject area as "Industrial," then the homes essentially would be considered nonconforming. In the Covina General Plan update, these major nonconforming uses are distinguished from nonconforming activities that, again as defined in the City Zoning Ordinance, are minor or "nondetrimental" in terms of relating to surrounding uses. An example of a minor nonconforming use is an apartment complex in an appropriately zoned ("RD") district that contains a greater number of dwelling units and a lower number of parking spaces than currently permitted. In this case, the apartment could continue functioning indefinitely, though any changes/additions would have to meet present standards.

The Planning Division Land Use and Housing Inventory identified 250 major nonconforming housing units, which was comprised of 74 single-family detached houses and 176 multiple-family units (9 complexes). A typical nonconforming house is an old wood-frame structure in or near the downtown that lies within one of the two Town Center Commercial Zones or the Industrial Zone. The nonconforming apartment facilities also are typically situated in and around this area, and they vary from small duplexes to 76-unit complexes and are generally zoned "R-1" or "commercial." In many cases Covina's major nonconforming units are not well maintained, disturb neighborhood character, preclude potential viable economic activity, and/or adversely impact land use continuity. Therefore, the City generally welcomes their removal. But because of typical nonconforming unit location, age, and condition, they may constitute a small proportion of the community's low cost or affordable housing stock. In handling these situations over the years, the City Council, to avoid potential personal hardships, has allowed the nonconforming uses to continue indefinitely, thereby not enforcing the applicable portion of the Zoning Ordinance. Therefore, many of the now-nonconforming residences technically should have come down (again, at property owners' expenses) year's ago.

It must be noted that nonconforming housing in the County area is not analyzed here because the focus of most of this Study is on the now-City limits and because the conforming status of many "unincorporated"

- c. Several medium to large size condominium and townhouse complexes, which generally range from 20 to 150 units and with densities typically around 12 to 15 units per acre.
- d. Annexations from Los Angeles County territories.

Generally, recent construction projects, which have been built at various locations, have consisted either of "infill" construction or developments erected on vacated school, utility company, or City properties. On average, over 100 units per year went up during the '80s. Because most of the development was comprised of apartments, condominiums, and townhouses, the cumulative impact of this new residential development was to magnify Covina's transformation from a predominantly single-family detached to a varied dwelling unit type residential community. Over the past three years, however, because of the national economic slowdown, much less development occurred than during any three year period going back to the early 1980s. As of late 1992, only 6 apartment or condominium/townhouse complexes were going up or being reviewed by the Planning Division.

The amount and location of future development will, of course, be shaped by the adopted Land Use Plan and its accompanying density standards. But other factors will come into play too: demographic shifts, expansion of various employment centers, commuting patterns, market demand, economic factors, future available surplus land, annexations, and Covina's image and appearance. It is not known how many dwelling units will be built or at what rate. Most likely, there will be a continuation of the recent pattern--predominantly apartment and condominium complexes with few single-family detached tracts built on now underutilized lots and surplus properties. Section "E7" below shows Covina's projected build-out numbers according to the proposed density limits.

In terms of demolitions caused by private development, up to this point, the City has not had any official policy or strategy for dealing with the matter. Most demolitions in Covina consist of old houses, many having been built before World War II. According to information on file in the City Planning Division, since 1980 on average 5-10 units are demolished each year. Because the depletion of the affordable housing stock caused by this activity is not a serious problem, the City does not believe that a programmatic response is warranted as of revised Housing Element preparation. Moreover, the California Government Code does not require local governments to prepare demolition procedures. (The matter is optional.) The City of Covina believes that the benefits associated with the physical and economic recycling and reinvestment that occurs when new medium- and high-density housing is constructed generally outweigh the costs associated with demolishing old, often deteriorating homes. (It should be noted, however, that when a dwelling unit is demolished in conjunction with certain public redevelopment agency activities, relocation assistance is required, in accordance with State redevelopment law. However, up to this point, the Covina Redevelopment Agency has not pursued this course of action because of a long-standing policy to refrain from condemning residential properties in the course of carrying out its activities.) But the City may wish to adopt general "demolition" policies in the future if a greater number of dwellings are torn down or to deal with nonconforming uses, which was mentioned in the previous section. Regarding the first scenario, however, it is unlikely, at least over the next 25 years, that large-scale demolitions of apartments (the bulk of Covina's affordable housing) will occur because many complexes are nonconforming in terms of densities (minor nonconforming uses), and therefore would have to be rebuilt with less units than had previously existed (i.e., an obvious developer financial disincentive).

7. Current and Proposed Housing Unit and Population Build-Out Figures

As a framework for Covina General Plan update discussions and analyses, three growth scenarios are utilized. They are: 1) status quo/existing General Plan, 2) moderate growth/proposed General Plan, and 3) high growth. Refer to Section "L" of the Land Use Study for a detailed discussion on the theory, rationale, assumptions, and methodology involved in formulating these alternatives.

Generally, for comparative plan review and environmental impact analysis purposes, three scenarios were desired, two of which had to be the status quo/existing Land Use Plan and the desired/ "moderate growth"

TABLE 63. THEORETICAL DWELLING UNIT AND POPULATION BUILD-OUT FIGURES FOR PROPOSED COVINA LAND USE PLAN AND EXISTING PLAN

RESIDENTIAL LAND USE CATEGORY	PROPOSED BUILD-OUT FIGURES (SCENARIO 2)			EXISTING BUILD-OUT FIGURES (SCENARIO 1)		
	ACRES	UNITS	CITY/INCORPORATED POPUL.	ACRES	UNITS	POPUL.
1. Low	1,805.8	9,889	27,145	1,800.9	10,485	28,781
2. Medium	196.0	2,744	7,532	402.1	8,202	22,514
3. High	<u>239.6</u>	<u>5,272</u>	<u>14,472</u>	<u>34.0</u>	<u>1,374</u>	<u>3,772</u>
* Subtotal	2,241.4	17,905	49,149	2,237.0	20,061	55,067
			COUNTY/UNINCORPORATED			
	ACRES	UNITS	POPUL.	ACRES	UNITS	POPUL.
1. Low	1,285.0	5,899	16,193	1,313.3	6,413	17,604
2. Medium	70.2	983	2,698	97.5	1,989	5,460
3. High	<u>53.2</u>	<u>1,171</u>	<u>3,214</u>	<u>0</u>	<u>0</u>	<u>0</u>
* Subtotal	1,408.4	8,053	22,105	1,410.8	8,402	23,064
			PLANNING AREA/TOTAL			
	ACRES	UNITS	POPUL.	ACRES	UNITS	POPUL.
1. Low	3,090.8	15,788	43,338	3,114.2	16,898	46,385
2. Medium	266.2	3,727	10,230	499.6	10,191	27,974
3. High	<u>292.8</u>	<u>6,443</u>	<u>17,686</u>	<u>34.0</u>	<u>1,374</u>	<u>3,772</u>
* Total	3,649.8	25,958	71,254	3,647.8	28,463	78,131

NOTES:

- Densities for scenario #1 are 0-6.4, 6.5-20.4, and 20.5-40.4 dwelling units per acre; densities for scenario #2 are 0-6.0, 6.1-14.0, and 14.1-22.0. It should be noted that all low density maximum dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum residential densities in this area are computed at two units per acre.
- Residential acres consist only of properties expected to be residential in future. (Refer to Land Use Study for clarification.)
- Population estimates based on State Finance Department 2.745 person per household figure.
- Incorporated and unincorporated boundaries based on current City and Sphere of Influence Limits. (See Maps 2 and 3 for clarification.) The County and planning area numbers have been included for informational purposes.
- The population figures are household counts only (i.e., residing in regular dwelling units), they not being inclusive of persons living in group quarters facilities. Pertaining to the proposed build-out scenario, for example, the projected group quarters population is 666. Thus, the actual total theoretical population projection at build-out could be interpreted to be 49,815.

It should also be noted that the above dwelling unit and population figures are theoretical capacities, created primarily for discussion and alternative plan comparison purposes only. Actual build-out numbers, which are based on some combination of the extent of general plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality, are not known but, according to various planning resources and generally accepted planning methodology as well as region-wide trends, typically is around 80% of capacity. This means that the actual maximum numbers of dwelling units and residents could be interpreted as, respectively, 17,528 and 48,114. (It should be noted, however, that these projections do not consider additional dwelling units that could be created in accordance with two below-described housing programs, Second Unit (on single-family lots) and Density Bonus.)

jobs/housing balance implementation effort is the same as the above-mentioned SCAG Regional Housing Needs Assessment, 1989-1994. (It should be noted that in recent SCAG documents and correspondence, jobs/housing balance attainment is referred to as vehicle miles travelled (VMT) reduction, though both terms serve essentially the same purpose. When the numbers of jobs and housing units are "balanced" in a subregion and various congestion relief measures are adopted, vehicle miles travelled on the roads and freeways are reduced, which alleviates traffic congestion, air pollution, and other problems.)

To best implement jobs/housing balance measures, SCAG recommends that cities incorporate topical goals, policies, and/or standards in their general plans and zoning ordinances. For example, in the case of a city like Covina, which lies within a jobs-deficient subregion, the community could incorporate in its general plan policies to encourage the preservation and enhancement of the local commercial and industrial areas/land uses for job retention purposes. As stated throughout the Land Use Study and Land Use Element, Covina intends to pursue this approach as well as to enact some type of economic development program.

As of 1990, the date of the most recent figures, Covina's jobs-to-housing ratio was 1.74 (the quotient of 27,762 total jobs and 15,920 dwelling units.) Table 64 below shows how this figure compares with surrounding cities' ratios.

TABLE 64. JOBS-TO-HOUSING RATIOS FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY COMMUNITIES, 1990

<u>CITY</u>	<u>JOBS TO HOUSING RATIO</u>	<u>POPULATION</u>	<u>NUMBER OF JOBS</u>	<u>NUMBER OF HOUSING UNITS</u>
1. Azusa	1.56	41,333	20,641	13,232
2. Baldwin Park	1.10	69,330	18,933	17,179
3. Claremont	1.06	32,503	11,514	10,831
4. COVINA	1.74	43,207	27,762	15,920
5. Diamond Bar	.79	53,672	14,032	17,664
6. Duarte	1.03	20,688	6,969	6,758
7. Glendora	1.11	47,828	18,800	16,876
8. La Puente	1.11	36,955	10,339	9,285
9. La Verne	.83	30,897	9,230	11,113
10. Pomona	1.36	131,723	52,384	38,466
11. San Dimas	1.34	32,397	15,410	11,479
12. Walnut	.89	29,105	7,191	8,091
13. West Covina	.94	96,086	29,262	31,112
Average	1.14	51,210	18,651	16,000

It is interesting to note that Covina has a higher ratio than all 12 other comparable cities. Table 64, along with other facts and figures presented above, illustrates that Covina is a balanced community in terms of the relation of its number of housing units and variety of dwelling types to its large number and type of employment opportunities. (Section "C2" above illustrated that the City's job base was fairly well diversified.) Also, Covina's high proportion is indicative of longstanding City government and Redevelopment Agency policies of allocating ample land for commercial and industrial uses and of encouraging the retaining and reinvesting of varied office, retail, and light manufacturing businesses to bolster the local economy and improve Covina's image. Therefore, in terms of complying with SCAG's jobs-to-housing balance policy, Covina already has greatly accommodated job growth. But according to SCAG, it will be important to maintain the job retention and creation emphasis in the future as well. The needs to focus on job growth and to ensure that future services and infrastructure can accommodate growth will necessarily constrain the City in meeting all SCAG future "fair share" housing goals, however. (This matter was mentioned in the above "constraint" discussion.)

Design Guidelines, and plan review procedures, should be studied, and, where appropriate and practical, improved and streamlined. It must be noted, however, that in certain instances, changes will not be possible because of a strong need to preserve public health, safety, welfare, and community appearance and image and because of existing policy directives and program commitments.

- e. The identified nongovernmental constraints, which interfere with housing from a variety of standpoints, generally are the cost of land, the cost of construction and development financing, and interest rates. Although the City has less control over these constraints than the governmental ones, the nongovernmental factors will be monitored.
- f. In accordance with State law, the City incorporates various energy conservation measures and requirements into the residential development approval process, such as cluster dwelling units, private property landscaping, and applicable building code standards.
- g. As of 1992, there were 250 major or, as defined in the Covina Zoning Ordinance, "detrimental" nonconforming housing units (such as an old wood-frame house in an area currently designated "industrial"), and the new General Plan Land Use Plan, if adopted as proposed, would add 73 units to this category. Although "detrimental" nonconforming properties may constitute a small proportion of Covina's affordable housing stock, they, among other things, disturb neighborhood character and adversely impact land use continuity, and, therefore, where necessary and/or appropriate, the City may wish to consider their abatement in a reasonable, fair manner.
- h. Condominium conversion is not a major issue/problem in Covina because of there not being any past conversion activity and because of the difficulty in meeting City standards to qualify for the process.
- i. Most of Covina's recent or post-1970s residential development has consisted of "infill" construction and developments erected on vacated school, utility company, or City properties. New buildings have been erected all over the City.
- j. Small- to medium-size apartments, condominiums, and townhomes have comprised most of the recent dwelling unit additions. The cumulative impact of this new residential development has been to accelerate Covina's transformation from a predominantly single-family detached community to a City with a variety of housing opportunities.
- k. Although a few old houses and other residential dwellings are demolished each year to accommodate new medium and high density developments, this activity is not seen as a major problem or depletion of the City's affordable housing stock. It is believed that the overall benefits derived from this type of residential reinvestment and recycling far outweigh any costs associated with the annual displacement of a few households.
- l. Covina's proposed General Plan is based on 17,905 dwelling units and 49,149 persons (household count--excluding 666 group quarters residents) at build-out. Compared to current (1992) figures, these numbers represent increases of, respectively, 11.8% and 14.7%. However, the figures are entirely theoretical in nature, the actual build-out numbers being based on the extent of General Plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality. Typically, the actual build-out is about 80% of the theoretical projection/capacity.
- m. Regarding the type of future development, there will probably be a continuation of the recent pattern, which is predominantly apartment and condominium/townhouse complexes with a few single-family detached tracts built on currently underutilized lots and surplus properties.
- n. A community's jobs-to-housing ratio is an important statistic, according to regional planning agencies such as SCAG. In "housing rich" areas such as the east San Gabriel Valley, maintaining a high ratio of jobs to housing units theoretically reduces traffic congestion and air pollution problems and regional land use

F. ANALYSIS OF POTENTIAL HOUSING SITES FOR ALL INCOME LEVELS AND RELATION TO ZONING AND PUBLIC FACILITIES AND SERVICES

1. General Information

According to housing element law, a community must analyze within its boundaries all vacant and underutilized residential and nonresidential zoned/designated land that either could be developed with new or redeveloped with intensified residential uses. This analysis, in theory, assists the City or County in establishing the maximum number of dwelling units, at different economic levels, that could be built and in addressing, to the greatest extent possible, the RHNA future housing/construction needs. It will be recalled from the RHNA discussion in Section "D3a" that over the course of the 5-year housing element period State law requires a community to address and, to the maximum degree, meet RHNA-assigned housing unit construction targets pertaining to the very low, low, moderate, and upper income categories. When a city's 4-category quantified or development objectives meet the RHNA numbers, then all minimum required future housing needs obligations have been fulfilled.

The State's intention here is to require local governments to make a reasonable effort to meet their entire RHNA future construction needs so that regional and State housing goals and policies can be realized and that a presumably viable and complete local housing program framework can be established. Nevertheless, again as previously stated, the State acknowledges that because of local physical, economic and other constraints, maximum or RHNA-fulfilling development goals do not always get met and/or housing construction targets frequently cannot be realized. In other words, a city or County cannot be "penalized" if its quantified dwelling unit construction objectives are lower than the RHNA "future construction needs" figures or if the actual extent of housing development falls short of what was projected. However, to make up any deficiencies in addressing or meeting RHNA "future construction needs" numbers, the State also requires local governments to expand on the initial land use analysis to identify, for different income levels, potential housing sites in the jurisdiction. The State defines "the identification and analysis of potential housing sites" as essentially the computation of maximum developable dwelling units either on a parcel specific or, at a minimum, a zoning district or more general basis. The legislative rationale here is that the supplemental site analysis will yield a number of potentially "developable" units that will at least equal the outstanding needs deficiencies. Aside from identifying sites, a community must ensure that the "theoretical" RHNA-satisfying housing numbers can be realized through adequate Zoning and appropriate programs.

The State places a major emphasis on local compliance with the "potential housing site analysis" requirement. In fact, according to a 1991 housing element law, a community failing to conduct an adequate site analysis must automatically permit lower income housing in any zoning district to the degree that its lower income construction needs are met.

Regarding Covina's status in this area, because its revised Housing Element was completed in early 1993 and will not be adopted until approximately June 1993 (or through four-fifths of the current 1989 to '94 RHNA/housing element implementation period), the City believes it is appropriate and meaningful to utilize as its 5-year dwelling unit development or quantified objectives the actual housing development counts, by income category, that will have occurred between July 1989 and June 1993. Based on a comparison of these numbers to Covina's RHNA future needs targets, which is illustrated in Table 66 below, it is apparent that Covina is deficient in meeting its 5-year housing construction obligations pertaining to three economic segments. (Table 66 was first presented as Table 58 of Section "D3a"--analysis of housing needs according to RHNA. Refer back to this area for clarification on 1989 to '93 development activity and on the assigning of income categories to the newly built dwellings.)

The currently vacant and underutilized properties that are considered suitable for future housing development are presented in the following section, along with their respective aggregate single-family detached (low density) and apartment or condominium/townhouse (medium or high density) potential (theoretical) build-out counts. While parcel-specific information on the 18 vacant sites is given, for reasons of simplicity and efficiency, the 282 underutilized lots are grouped according to 5 status-clarifying categories and then summarized. It is believed that this initial framework for identifying and analyzing potential housing sites is most logical and most clearly and fairly addresses the intent of applicable State statutes and policies. Following this stage in the process, the "probable" build-out figures are computed and then linked by income category to the deficient RHNA needs. The RHNA shortfalls are thus resolved.

This entire exercise, then, serves both as a blueprint for addressing overall housing needs as well as a vehicle for achieving economic development and community appearance enhancement through residential reinvestment and recycling. The data base for Covina's Housing Element site analysis is the revised comprehensive General Plan land use and housing survey/inventory, which was discussed in detail in the introductory sections of this report as well as the Land Use Study.

2. Potential Housing Sites in Vacant and Underutilized Residential Zoned/Designated Land

In accordance with the state General Plan (preparation) Guidelines, the vacant and underutilized residential zoned/designated sites are presented separately.

a. Vacant residential zoned/designated land

Table 67 below lists vacant sites that are presently zoned, as of early 1993, for residential uses and accompanying theoretical housing built-out figures. Refer to Section "F3" below for a discussion as to what income categories these and other subsequently presented potential dwelling units are assigned.

b. Underutilized residential zoned/designated properties

In addition to the vacant, residential zoned/designated sites identified in Table 67 above, there are various underutilized residential properties that could support additional dwelling unit growth. These underutilized properties are classified according to five groups:

- 1) Large (over 3 acre) sites suitable for single-family detached development.
- 2) Small (under 3 acre) sites with old houses that currently are and will be designated medium or high density residential and therefore could be intensified with apartment or condominium/townhouse development.
- 3) Lots of all sizes in low density, single-family detached areas with one house that could easily be subdivided to add one or more additional houses.
- 4) Lots of all sizes with one house that could be subdivided, but only through a precise plan review process that would permit house siting on a tandem basis.
- 5) Miscellaneous surplus property.

Sites that comprise these respective groups are described below:

- 1) Large (over 3 acre) sites suitable for single-family detached development.

There is one site that falls under this category:

- a) Banna School (800 N. Banna Ave.) - 9.2 acres

The vacated school occupies an entire block and on three sides is surrounded by single-family detached houses. If the school is sold by its owner, the Covina Valley School District, to a developer, at 4.5 units per net acre (a probable density for site when streets are considered), a maximum of 41 single-family detached homes could be constructed.

- 2) Small (under 3 acre) sites with old houses that currently are and will be designated medium or high density residential and therefore could be intensified with apartment or condominium/townhouse development.

Planning's revised land use inventory identified a total of 213 properties in various portions of the community, such as in and around the downtown, that come under this classification. The properties are listed in Table 68 below by zoning district, acreage, and potential dwelling unit development. It should be noted that for each zoning district category, the number of potential dwelling units is computed on the basis of, depending on property location, the maximum medium (14.0 dwelling units per net acre) and/or high (22.0 units per acre) density limits of the revised Land Use Element.

Table 69 below sums the total proposed dwelling unit build-out for all presently underutilized Covina residential zoned properties (Subsections 1 through 5 above).

TABLE 69. TOTAL PROPOSED ADDITIONAL DWELLING UNITS FOR ALL PRESENTLY UNDERUTILIZED RESIDENTIAL ZONED PROPERTIES ¹

	<u>DWELLING UNIT TYPE</u>	<u>NUMBER OF ADDITIONAL DWELLING UNITS</u>
1.	Single Family Detached (Low Density) ²	143
2.	Apartment or Condominium/ Townhouse (Medium or High Density) ³	874
	Total	1,017

1 Based on density limits of proposed General Plan.

2 Low - 0 - 6.0 net dwelling units per acre.

3 Medium - 6.1 - 14.0; high - 14.1 - 22.0.

Refer to Section "E7" above and to Land Use Study for rationale behind density limits.

Again, see to Section "F3" below for the discussion and presentation regarding the City's methodology in assigning dwelling unit categories to all above discussed properties.

c. Combined total for vacant and underutilized residential zoned/designated sites

The information displayed in Table 70, which is based on all above Section "F2a" data relating to potential housing sites, reveals the total number of additional dwelling units on currently vacant and underutilized residential zoned/designated properties that could be added to Covina's housing stock if the proposed General Plan density limits are adopted and followed. The information is shown by present site status.

potential future dwelling units would come from underutilized, not vacant, parcels. In addition, of the 1,158 total potential dwellings, 984 or about 85% would be apartments and condominiums/townhomes, thus further transforming Covina's character to more of a medium density community. Table 70 figures do not include possible additional residential growth relating to projects with density bonuses and second units and mixed use complexes.

Moreover, it must be reiterated that Table 70 is based on theoretical development capacities. As described in Section "E7" (comparison of theoretical dwelling unit and population build-out figures for existing and proposed land use plans), actual build-out numbers, which typically are based on some combination of recent development trends, the extent of general plan implementation, annexations, future social, demographic, and economic conditions, and long-term market demand and community image and vitality, are, according to various planning resources, often around 80% of theoretical capacity. Because of its wide use and apparent suitability for Covina and to conduct this site identification process as fairly as possible, the "80% of capacity" factor has been incorporated into the City's Table 70-noted maximum build-out numbers, and thus into the overall potential housing site analysis, as described below:

TABLE 71. COMPARISON OF THEORETICAL TO PROBABLE DEVELOPMENT POTENTIAL FOR ALL VACANT AND UNDERUTILIZED RESIDENTIAL ZONED/DESIGNATED SITES

DEVELOPMENT STATUS	EXPECTED DWELLING UNIT TYPE		TOTAL
	SINGLE FAMILY DETACHED (LOW DENSITY)	APARTMENT AND CONDOMINIUM/TOWNHOUSE (MEDIUM AND HIGH DENSITY)	
Theoretical Development Potential 1	174	984	1,158
Probable Development Potential 2	139	787	926

1 Refer to Table 70 for specifics as to how this was computed.

2 Based on .80 of theoretical development potential.

Therefore, in terms of addressing outstanding regional housing obligations by identifying potential housing sites, Covina realistically can accommodate 139 additional single-family detached houses (low density residences) and 787 apartment and condominium/townhouse units (medium and high density residences). These figures are linked to the RHNA deficiencies in the following discussion.

3. Analysis of All Vacant and Underutilized Housing-Suitable Sites in Addressing Covina's "Future Needs" Housing Construction Deficiencies

As illustrated in Table 58 and discussed in Section "D3c" above, as of June 1993, Covina will not have met its SCAG "future construction" very low, low, and upper income housing needs for the current RHNA period. Therefore, again according to State law, the City must, as a minimum, plan for the difference between the number of dwelling units suitable for very low, low, and upper income households that is required by SCAG and, in Covina's situation, the respective numbers that will be built by June 1993. The minimum numbers of dwelling units by income category that the City must address/plan for are shown in Table 72.

In previous sections, the Study mentioned that although the current RHNA runs through June 1994, the housing element process itself does not expire until June 1996. It was also mentioned that the City would "address any unmet RHNA housing needs" during this period. Thus, while this exercise illustrates that the City has met the intent of State housing element law pertaining to "regional fair share" issues by identifying potential housing sites, the City will nevertheless continue to seek affordable housing development during the two-year "gap" period and utilize this process in preparing for the next housing element period.

A final matter that warrants attention here is the fact that the City's above noted RHNA lower income needs deficiency appears to have been at least partially addressed or compensated by community-wide changes in rents and incomes. Specifically, as mentioned in Section "C6," based on a locally conducted rent survey and Federal Government earnings figures, the Planning Division discovered that during the early 1990s, respectively, while the overall rental rate remained about the same the lower income ceiling rose by over 24%. Through a detailed statistical analysis, these figures revealed that 128 additional lower income households no longer overpay for housing. (Again, for clarification, refer to Section "C" and APPENDIX C.) This finding warrants attention as another way by which the interplay of various economic factors has indirectly addressed Covina's lower income housing needs.

This extensive, inventory-based site identification process, then, has established a viable and program-supported framework showing how a minimum 150 very low, 191 low, and 274 upper income units could be developed. As stated above, Covina must now commit itself to implementing this framework in an effective, though reasonable manner. For reasons of clarity and simplicity, the City will use these figures to officially meet its previously discussed RHNA deficiencies, as illustrated in Table 73 below.

TABLE 73. NUMBERS OF POTENTIAL DWELLING UNITS AT DIFFERENT INCOME CATEGORIES BASED ON EXISTING VACANT AND UNDERUTILIZED SITES IN RELATION TO IDENTIFIED SCAG RHNA "FUTURE NEEDS" DEFICIENCIES

<u>STANDARD</u>	<u>INCOME CATEGORY</u>			
	<u>VERY LOW</u>	<u>LOW</u>	<u>MODERATE</u>	<u>UPPER</u>
Existing RHNA Deficiencies	150	191	0	274
Potential Dwelling Units Computed through Site Identification Process	<u>150</u>	<u>191</u>	<u>0</u>	<u>274</u>
Balance	0	0	-	0

4. Analysis of Relation of Zoning to Future Housing Sites

In order for the above potential housing construction targets to be possible or, in some cases, realized, the City's Zoning Ordinance must accommodate the proposed numbers of units or be consistent with the General Plan land use densities. Once the General Plan is adopted, as an implementation measure, the City will change the format of its Zoning Ordinance to conform to the Plan's land use categories. Currently, there are several inconsistencies between the General Plan and Zoning. The City must also develop and follow policies and programs that encourage infill development and recycling of older areas.

- e. The RHNA or SCAG regional "future housing needs" deficiencies have been resolved through a process by which the needs are linked to the "probable" build-out figures, grouped according to estimated income level-serving classifications. Specifically, the 341 very low and low income dwellings that must be acknowledged could be "absorbed" in the 787 medium and high density allotment, the housing unit type out of which most future "affordable" residences would likely emanate. Moreover, the 274 upper income housing needs could easily be addressed through the 139 additional potential single-family detached houses and more expensive medium and high density complexes.
- f. To facilitate and ensure the possibility of developing very low and low income units, various programs such as State density bonus, land write down, and developer subsidy/assistance would have to be considered.
- g. Although current and proposed Zoning density standards would accommodate development of the identified vacant and underutilized residential sites, following adoption of the Housing and Land Use Elements, the City's Zoning Ordinance would have to be revised to ensure consistency with the General Plan.
- h. The current RHNA process runs through June 1994, though, in accordance with a recently adopted State law, the housing element timeframe has been extended until June 1996. During this two-year "gap" period, the City plans to, among other things, address any unmet housing needs or outstanding site analysis issues.
- i. As mentioned in other portions of this Study, the City's RHNA lower income needs deficiency may have been at least partially addressed or compensated by documented early 1990s stabilizing of rents and rising incomes. Through analyzing various data, it appears that 128 additional lower income households no longer overpay for housing.
- j. Although generally the City will be able to provide future residential developments with adequate public facilities and services, two noteworthy areas that probably will require attention are street deterioration and capacity deficiency and park/open space insufficiency.

G. EXISTING ASSISTED HOUSING DEVELOPMENTS ELIGIBLE TO CONVERT TO NON-LOW INCOME HOUSING USES

1. General Information

A recent amendment to State housing element law requires any city with one or more lower income housing projects eligible to terminate "affordable" rental restrictions to identify and analyze the developments and to create a program for preserving the assisted housing developments. A housing project could be considered "at risk"—or at risk of losing its rental restrictions—for various reasons such as rental assistance contract expiration or reduced market rate loan prepayment. The potential loss of any assisted housing units or conversion of lower income complexes to market rate facilities depletes a community's affordable housing stock and has concomitant adverse social impacts.

"At risk" units first gained national attention in the mid-'80s after the revelation that the owners of many Federal government-sponsored housing developments were eligible to terminate their minimum 20-year affordability restrictions (in the late '80s and early '90s) by discontinuing subsidy contracts or use restrictions or by prepaying the balance on reduced interest rate mortgages. In response to the threat of large-scale lower income development terminations or conversions, the Federal government passed the 1987 Emergency Low-Income Housing Preservation Act (ELIHPA) and the 1990 Low-Income Housing Preservation and Resident Homeownership Act (LIHPA). The Acts, which apply to different Federal housing program types, greatly restrict the cessation of site-specific affordable housing unit regulations by offering project owners financial incentives to retain their properties as lower-income facilities. The laws have been incorporated into the State housing element process through a particular analysis and programmatic response statute pertaining to "at risk" complexes. Specifically, where there is a strong possibility that rental rate restrictions will be terminated, such as when a project owner has no intentions of preserving/maintaining the status of the facility and of seeking the available incentives, the City must study the situation, taking into account various factors, and make a reasonable effort to secure alternative funding. Also, the applicable housing element provision has been expanded to include various types of "at risk" situations, including projects financed through local redevelopment activities.

According to the State Department of Housing and Community Development (HCD), at the time of Housing Element preparation, the City of Covina had two apartment complexes that were deemed "at risk," the 180-unit Cienega Garden Apartments at 1956 East Cienega Street and the 216-dwelling Shadow Hills facility at 1400 North Grand Avenue. Cienega Garden is a privately-owned "Section 236" project, meaning that its owners, in exchange for lower income rental restrictions, were granted a below market interest rate on their mortgage. However, this complex is no longer considered "at risk." Based on Covina Planning official discussions with Cienega Garden owners and with lower income housing preservation specialists of the U. S. Department of Housing and Urban Development (HUD) Los Angeles office, the two parties are nearing an agreement whereby, pursuant to the ELIHPA law, the owner will retain the property, maintain the lower income restrictions, and obtain Federal financial incentives. Thus, Cienega Gardens' property owners have received tentative HUD approval of an ELIHPA-related Plan of Action, which contractually presents the former party's intent. According to this Plan of Action, in exchange for continuing lower income restrictions for another 20 years, the apartment owners will be allowed, among other things, to refinance a portion of their equity and to raise rents slightly. (It is not known whether the minor rental increases will adversely affect tenants.)

The future of Shadow Hills, on the other hand, is a little more cloudy. At issue are 44 of the complex's 216 total units, which, in accordance with a 1985 Multiple-Family Housing Revenue Bond issued by the Covina Redevelopment Agency to provide the project developer with various financial incentives, were set aside for lower income (earning under 80% of County median) residents. (Basically, the property owner provides rental subsidies equal to the difference between the market rate and 30% of the households' gross monthly incomes.) Existing terms of the Bond permit market rate conversion of the 44 units in 1997. The property currently is in receivership and present complex operators have informed staff that they do not know what company will ultimately control the complex and whether rent restrictions on the 44 units will be retained. Although currently there are no plans to convert these all non-elderly occupied dwellings, the

H. Existing General Plan Housing Element

1. General Provisions

The current Covina Housing Element was adopted in 1984 and generally functioned as an update to the 1981 Element. The policy and program framework for the '84 Element was the 1983 SCAG Regional Housing Allocation Model (RHAM), which was the forerunner to the current Regional Housing Needs Assessment (RHNA). Covina's 1984 Housing Element contains little or insufficient data and analysis in the areas of population, household, social, and employment characteristics and trends, housing resources, and housing development constraints. Also, the goals, policies, and programs, which are evaluated below, tend to be few in quantity and general in nature.

The framework for analyzing the current Housing Element is presented below in Section "H2" through "H4" headings, which is based on a State statute pertaining to this matter. It must be noted from the outset that the existing Element is not analyzed in great detail because its five-year timeframe (1/83 to 1/88) expired over five years ago and, therefore, much of the supporting data is outmoded. Also, detailed results of the implementation is not readily available. But more importantly, the State planning law requiring review/analysis of existing housing elements (to assist in formulating a new housing strategy) is best suited for current or recently expired elements. In other words, the Planning Division believes that the existing Housing Element is so obsolete that any detailed review/analysis would yield minimal noteworthy results or findings for the updated version. The revised Housing Element, therefore, has been developed upon an entirely new, comprehensive foundation, which is presented in Sections "A" through "G" and "I" to "K" of this Study.

2. The Appropriateness of the Housing Goals, Objectives, and Policies in Contributing to the Attainment of the State Housing Goal

The current Housing Element references the goals and policies of the 1981 document. The goals and policies are structured around four areas: 1) the improvement of the housing stock, 2) the improvement of neighborhoods, 3) adequate provisions for the housing needs of all economic segments, and 4) provision of adequate sites for new housing. For a complete listing of all the goals and policies, refer to APPENDIX E. The goals and policies themselves are general and broad in nature and, as shown in APPENDIX E, basically seek to preserve the relatively low intensity character of Covina while permitting medium and high density developments in appropriate areas; to maintain and preserve the housing stock; to remove development constraints, whenever possible; and to administer various programs to fully implement the Element's goals and policies. Also, the Element's quantified new construction objectives called for, on average, 75 annual units to be built over the five-year period—or 375 total dwellings from 1983 through 1988.

In evaluating the "appropriateness" of Covina's old Housing Element goals, quantified objectives, and policies in "contributing to the attainment of the State housing goal," it appears that the goals and policies, while generally adequate in terms of 1981 standards, today would need to be broadened in scope, and some of the policies would warrant clarification. Also, the indicated quantified construction objectives have not been computed on an income group basis, and there are no quantified objectives pertaining to the maintenance and preservation of the housing stock. Moreover, although the noted total quantified objective figure (375 units) is below SCAG's number (577), there is no specific justification for or plan to deal with the shortfall and no "Section F"-type "site analysis" was performed. Therefore, it appears that the existing goals, policies, and quantified objectives do not greatly further the State's overall housing priorities.

3. The Effectiveness of the Housing Element in Attainment of the Community's Housing Goals, Objectives, and Policies

It is difficult to quantify the precise effectiveness of Covina's Housing Element in realizing its goals and policies. (The quantified objectives are discussed in the next section.) Some of the goals and policies clearly have not been followed; others have been implemented but to varying degrees. In creating the revised Housing Element, the Planning Division has reviewed the existing goals and policies and

I. Covina Housing Programs

1. General Information

The focus of Covina's current housing strategy are various housing programs that are administered through and/or funded by the Covina Redevelopment Agency (CRA), the City itself, and the Federal government (via the Los Angeles County Community Development Commission). The money for the CRA programs, which include rental subsidy, single-family housing rehabilitation, and code enforcement, comes from CRA's tax increment "20% set-aside" fund and through fines imposed on property owners in the code enforcement process. The "20% set-aside" fund refers to redevelopment agency restricted monies that, in accordance with State redevelopment law, are based on a minimum of twenty percent of a community/redevelopment project area's property tax increment (the additional property tax that is generated upon commencement of redevelopment activities) and must be spent on maintaining, improving, and/or expanding the City's "low and moderate income" housing. Covina's Federally funded measures pertain to three well-known and below noted programs, the Section 8 rental subsidy and Section 236 below market rental rate programs and Community Development Block Grant (CDBG) monies. In addition, through Planning and other departments, the City administers various measures and procedures, such as medium and high density cluster development standards, that are part of the overall housing implementation effort.

The most important or primary housing programs are discussed and analyzed below. This exercise also serves to ascertain the extent of program implementation, a State housing element update requirement discussed in the previous section (existing General Plan evaluation). As mentioned in that discussion, because Covina's current/1984 Housing Element is somewhat dated and dormant, a thorough Element evaluation was deemed unnecessary and impractical. Rather, this program discussion and analysis has been considered to sufficiently meet the applicable State statute. It must be noted that despite Covina's past Housing Element deficiencies, the City's generally viable below mentioned programs collectively have been consistent with and have furthered key State housing goals, such as facilitating the construction of a variety of dwelling unit types and preserving and maintaining the affordable housing stock.

2. Existing Programs - Discussion and Analysis

a. REDEVELOPMENT AGENCY RENT SUBSIDY

- 1) Background facts - As of the end of the '91-'92 fiscal year, CRA was assisting 87 very low income Covina households and subsidizing 8 beds in a local shelter for battered women. Regarding the general households receiving rental assistance (the focus of the program), 68 of the 87 households are seniors and the remaining 19 are non-seniors. Sixty-one of the senior households reside at the Village Green complex, a lower-income seniors-only facility built with City assistance and discussed below, and the 7 other senior households reside at various locations. The 19 non-senior households receiving rental subsidies are comprised of 2 "large" families (which have 5 or more members), 15 "small" families (less than 5 members) and 2 "disabled" arrangements, and they all reside at various market rate apartments and traditional houses around the community. (Eligible households must be classified as "very low income" or have incomes at/or below 50% of the County median income. The City/Redevelopment Agency pays the difference between a unit's general rental rate and 30% of a household's gross income.) In addition, the City subsidizes 8 beds (sleeping quarters in the 28-bed WINGS facility, which is a shelter for abused women. These 87 households constitute 87 units that the City has "maintained" in terms of acknowledging the State housing element requirement to show, over a five-year period, the number of dwelling units to be constructed (based on the above discussed RHNA), maintained, and rehabilitated (which is discussed in the following section.)

In the current (1992/93) fiscal year, the City/Agency plans to provide additional assistance to 15 senior households. There are no plans to expand the "non-senior" component of the program. The Redevelopment Agency began providing subsidies in 1987-88, when 13 households were assisted,

violations, and various property nuisances. The program was conceived as a vehicle for dealing with private property maintenance and structural problems, which rose considerably during the '80s as a result of an aging housing stock, a rising incidence of absentee owners, general decreasing regard for property upkeep and integrity, changing social and economic conditions, and other factors. (Refer to Section "B4" for clarification.)

During the first year of the current housing code enforcement effort, approximately 185 deteriorated and dilapidated dwelling units were undergoing abatement proceedings and/or were rehabilitated. Code enforcement's funding is based on fines and tax liens placed on owners of delinquent properties, which gives the City leverage for abating property nuisances. In investigating code violations, City personnel place top priority on major structural problems that pose the greatest threat to public health, safety, and welfare. In the near future, the City may expand the scope of its code enforcement activities by enacting such programs as a multiple-family inspection process, which would be triggered upon unit vacancies, a comprehensive property records check, which would occur concurrent with any property sale, and/or a neighborhood-specific housing preservation process.

- 2) **Analysis** - As stated, through Covina's code enforcement efforts, many single- and multi-family properties have been structurally rehabilitated/enhanced and various health, safety, and welfare nuisances/problems have been abated. Because of its viable, leverage oriented funding mechanism and City/Agency administrative support, this program is perhaps Covina's most important tool for preserving and maintaining the affordable housing stock, for protecting Covina's overall appearance and image, and for educating the public on the importance of property maintenance. Considering the facts that Covina is experiencing various socio-economic, demographic, and other changes and that its housing stock is aging, maintaining and expanding existing housing-related code enforcement efforts to identify and abate as great a number of major housing nuisances and problems as possible is essential. One approach, as stated immediately above and as mentioned in Section "E2," could be to focus resources and efforts in any neighborhoods or areas with notably high concentrations of identified violations/problems. This may be an efficient strategy. Moreover, because of the nature and extent of recent structural and related City Code violations, which, in the aggregate, tend to transcend traditional "planning" and "building and safety" purviews, as part of any expanded code enforcement effort, the City may wish to better coordinate enforcement (and property maintenance education) activities among its departments/divisions (for example, including Police and Fire in the process).

d. COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) FUNDING

- 1) **Background facts** - At one time, CDBG funds financed all Covina property rehabilitation efforts. (Now, as stated above, this area is supported by the CRA's "20% set-aside" fund.) Currently, very little CDBG funds go directly toward housing activities, about \$20,000 for the current fiscal year earmarked for general administrative activities. The City utilizes its CDBG allocation, which is actually apportioned from the Los Angeles County Community Development Commission, for various public works and public service projects, such as minor street repairs and wheelchair ramp construction and library handicapped restroom retrofitting, that satisfy program guidelines. As of Element completion, the City is exploring future CDBG funding options, like limited lower income multiple-family rehabilitation.
- 2) **Analysis** - It appears to be in the City's best interest to devote a greater share of CDBG funds to specific housing programs, if possible. The CDBG process would complement well existing and possibly expanded rehabilitation and/or code enforcement efforts. Deteriorating multiple family acquisition could be an option, too.

- 2) **Analysis** - This program, as stated above, provides below market rate rents to 168 households and therefore is believed to work well. However, it is extremely doubtful that similar Federally-funded projects will be built. Therefore, the needs to seek additional program funding and resources and to attain cost-effectiveness out of future housing efforts must be underscored.

g. REDEVELOPMENT AGENCY FINANCIAL ASSISTANCE IN AFFORDABLE HOUSING DEVELOPMENT

- 1) **Background facts** - Over the past 10 years, in two cases, the City has assisted private developers by leveraging financing on two affordable housing projects. The first development is the above mentioned 140-unit Village Green senior citizen apartment project, where the City/Agency provided a developer with a special construction loan and both reimbursed the builder for various construction costs and waived several planning and development requirements and standards on the condition that all unit rental rates be suitable for very low and low income seniors and that rental increases be restricted (to annual percentage increases in the consumer price index). In addition to receiving the already reduced rents, 61 and 23 households receive rental subsidies through, respectively, the CRA rental assistance and Federal Section 8 programs. The other project in question pertains to the 216-unit Shadow Hills complex, where the City provided a developer with land acquisition, construction, and public improvement funds through the Multifamily Housing Revenue Bond Process. The Bond program was contingent upon 20% of the units or 44 dwellings being reserved for lower income households. (As stated in Section "G," rent rate restrictions on the 44 dwelling units could terminate in 1997 and the City/Agency will reasonably attempt to preserve the units' affordability status.)

It must also be noted that both the Village Green and Shadow Hills layouts were approved under the Covina Zoning Ordinance's Planned Community Development (PCD) provision, which allows for a relaxation in general development standards if various matters are accommodated. For example, the Village Green complex, which was deemed "high quality" in nature and to serve an important affordable housing function, was approved based on reductions in parking, setback, and unit size standards and an increase in the permitted density. Because the PCD process serves as a housing development facilitating tool, it is discussed separately in Subsection "h" below.

- 2) **Analysis** - Both projects, especially Village Green (the only "all-senior" lower income housing project built in the '80s with direct City assistance), have provided Covina with much needed lower income dwelling units, and therefore the City should attempt to replicate these efforts, if possible. The City/Agency could also employ other incentives to lure potential developers/investors such as land write downs and then incorporate general concessions like density bonuses (explained in the following section), public improvement and/or development condition waiver, and fast-tract processing.

h. PLANNED COMMUNITY DEVELOPMENT (PCD) PROCESS

- 1) **Background facts** - The PCD is an overlay zone applied to all types of residential (as well as nonresidential) developments on a project-by-project basis that allows for modifications in various planning-related development standards such as building setback, parking, and open space, if a housing project is 1) of high architectural quality, 2) compatible with surrounding uses, and 3) consistent with the General Plan. Special consideration is also given for projects that provide affordable housing units, such as the above noted Village Green complex. The PCD process gives builders flexibility in developing housing so that building expenses can be reduced, other benefits can be realized, and, presumably, housing costs could be at least somewhat reduced. Since the early '70s, 25 residential projects with PCD designations have been built in Covina (17 condominiums/townhouses, 4 apartments, and 4 single-family detached tracts).

3. Potential Housing Programs

The previous section discussed and analyzed existing Covina housing programs. It is also necessary here to touch upon potential programs, particularly those that would be most viable for Covina. Thus, listed below are various key housing measures that, because of their apparent applicability and/or relevancy, the City should consider adopting. These programs, along with other measures and existing efforts, are described, clarified, and expanded upon in the implementation chapter of the Housing Element.

The potential programs, which range from increasing the housing stock for various segments to maintaining and preserving existing units, are listed below, not in any particular order, though measures are organized within a 5-topic framework in the Housing Element. The potential programs are:

- a. Permit second units or granny flats on single-family detached properties.
- b. Permit mixed use developments (such as multiple-family residential or single room occupancy (SRO) units over commercial activities) within a vibrant, functional "urban village" context, in appropriate areas in and around the downtown.
- c. Enact additional local ordinances, programs, and practices to identify and abate the maximum possible number of housing-related City Code violations and to better educate the public in this area, thereby supplementing existing code enforcement efforts. Special attention should be given to achieving greater intra-departmental coordination, in light of the extent and nature of various housing problems, as well as possibly focusing resources and efforts in neighborhoods or areas with notably high concentrations of identified violations/nuisances.
- d. Develop an informational, bulletin board-oriented shared housing program for seniors and non-seniors to match housing-needed single persons with other individuals either looking for shelter or willing to rent out an extra room.
- e. Issue land write downs plus related concessions and incentives in the development of affordable housing.
- f. Develop first-time homebuyer loan program coordinated with financial institutions, possibly based on the Community Reinvestment Act.
- g. Help establish or work with community development corporations (CDCs) or other nonprofit groups by providing technical assistance and funding or loans in either building or rehabilitating housing.
- h. Consider utilizing one or more State programs to expand the supply of affordable units, such as Rental Housing Construction, for new multi-family construction; California Housing Rehabilitation Program - Owner Component, for general rehabilitation; California Housing Rehabilitation Program - Renter Component, for suitable for rehabilitating old apartments in Downtown (such as the former Pacino's at 225 North Citrus Avenue). Also consider following one or more Federal programs such as HOME, the funds of which could apply in several areas: multiple-family construction; owner- and renter-occupied rehabilitation; and first time homebuyer loans.
- i. Review Planning and other City Department/Division Codes and procedures and streamline and modify those found to be unnecessary or excessive.
- j. Streamline development review process for special, affordable housing developments.
- k. Modify Covina Zoning Ordinance to accommodate homeless shelters and transitional housing in "RD" (apartment/ condominium) and "C-P" (professional office) zoning districts.
- l. Develop and maintain a homeless facility referral list.

which is to facilitate the construction of a variety of unit types and the preservation and maintenance of the existing affordable housing stock.

- e. Generally, all existing programs work well and should be maintained and, if possible, expanded.
- f. To bolster and improve Covina's housing efforts, several new programs should be considered, such as permitting second units on single-family lots, enacting a density bonus program, expanding the scope of existing code enforcement activities, permitting mixed uses, purchasing and/or rehabilitating deteriorating apartments, and issuing land write downs in affordable housing development.

J. HOUSING INFORMATION OBTAINED THROUGH CITIZEN PARTICIPATION

1. General Information

State planning law requires a local government in the course of updating its housing element to “make a diligent effort to achieve public participation of all economic segments of the community” to best identify all issues and needs. To fulfill the citizen participation requirement for this topic as well as other Covina General Plan Elements, the City Planning Division:

- a. Prepared and distributed a “short” questionnaire to all Covina households.
- b. Prepared and distributed a “long” questionnaire on a random basis to approximately 10% of all Covina area households.
- c. Conducted two “town hall meetings” or public forums.
- d. Prepared a cable television commercial on the General Plan update and had a staff member appear on a local cable television program to discuss the General Plan update process and answer public questions.
- e. Prepared and distributed several general plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.
- f. Received numerous comments from the public regarding housing on the phone, at the counter, in the field, through the mail, and in the course of site specific project reviews.
- g. Met with and elicited the views of Covina’s Housing Advisory (HCDA) Committee.
- h. Organized, met with, and elicited the views of a housing sub-committee of Covina’s General Plan Update Committee.
- i. Met with and elicited the views of City of Covina employees who deal with housing issues.

Chart 2 on the following page illustrates the citizen participation activities in relation to the overall Housing Element update process.

- 1) 58.5% of the respondents said that "housing costs and availability" were moderate or major concerns.
- 2) 49.3% of the respondents said that "housing subsidies and maintenance programs" were moderate or major concerns.
- 3) In response to the question, "In your opinion, what are the major local planning and development issues facing Covina today?" 14.4% of the respondents indicated that the City should adopt a "slow to moderate growth" policy.
- 4) In response to the question, "What goals would you like to see the City adopt to guide development over the next twenty-five years?" 27.1% of the respondents indicated "slow or control growth/maintain low-intensity development pattern or small town atmosphere," 18.5% of the respondents said "limit apartment/multi-family development," and 13.5% said "encourage pride of ownership/property maintenance/home improvements."
- 5) The following question and accompanying responses are shown as they appear in the actual "answer copy" of the Questionnaire (APPENDIX F).

Do you think any of the following housing types should be built in greater amounts than others? Please rate these on a scale from "none needed" to "many needed." Circle the appropriate number.

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a) Single-family detached houses	12.3%	11.1%	38.2%	38.2%
b) Condominiums and townhomes	14.8%	49.3%	30.8%	4.9%
c) Apartments	16.0%	60.4%	20.9%	2.4%
d) Mobile homes	20.9%	64.2%	11.1%	3.7%
e) Other _____				

b. "Long"/Covina Community Questionnaire

The Covina Community Questionnaire was the Planning Division's primary tool for gathering public input. The Questionnaire was distributed in July 1989 and, like the Short Questionnaire, functioned primarily to identify local citizen views on various issues (again, housing was one of several topics covered) to assist the staff in revising the Covina General Plan. A total of 2,208 forms were mailed out--or one to every tenth City and County dwelling unit. (The 10% sample was based on available funding.) The response rate was 15%, or 332 forms were returned. Based on generally accepted statistical theory, this rate is sufficient to make accurate inferences of the overall population. The entire Questionnaire appears in APPENDIX G. Listed below are housing related Questionnaire queries and accompanying response percentages.

3) On a scale from "none needed" to "many needed," to what extent do you feel the following housing types should be built in Covina over the next 25 years?

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a) Single-family detached units	4.6%	14.1%	43.1%	38.2%
b) Condominiums and townhomes	4.4%	39.9%	47.3%	8.4%
c) Apartments	5.4%	59.7%	28.5%	6.4%
d) Mobile home parks	8.3%	59.7%	26.7%	5.3%
e) Second units on single-family lots	7.5%	55.6%	25.8%	11.2%
f) Other (please specify)				

(Some or Many Needed for all responses)

More HUD Housing	50.0%
Senior citizen housing exclusively	33.3%
Lower income housing for first time home owners	5.6%
Let property owners maximize densities	11.1%

4) What do you think the City should do with its relatively high percentage of medium to high density developments (i.e., apartments, condominiums, and townhomes)?

a) Nothing - allow development to continue at current pace	13.8%
b) Reduce slightly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	21.7%
c) Reduce greatly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	62.2%

c. Public forums/town hall meetings

In spring 1989, the Planning Division conducted two open meetings in the Joslyn Senior Citizen Center to meet the public directly and to receive comments on land use, transportation/circulation, housing and other topics. Both meetings were advertised in the local newspapers, press releases were prepared, and letters were mailed to local service clubs and various groups such as the local real estate board.

To provide a framework for meeting discussions, Planning prepared a handout with housing and other questions (refer to APPENDIX H). In response to the housing questions, the following comments, which have been synthesized from both meetings, were made.

- 1) We should have slow to moderate housing growth.
- 2) The residential character of Covina should remain that of single-family detached homes with a small-town atmosphere.
- 3) Where appropriate, old, deteriorating residences that are regarded as architecturally or historically significant should be restored and/or moved.
- 4) The few remaining areas in the downtown that have not been upzoned should remain single-family detached

e. Preparation and distribution of flyers and local newspaper press releases on the General Plan update.

Since 1989, the City Planning Division has prepared several flyers, articles, and press releases on various facets of the General Plan update. For example, flyers on both the overall process and on the importance of public participation have been handed out at local fairs and business expos. Also, articles have been written in quarterly City publications such as the Parks and Recreation Department brochure and the official City newsletter, City View. Moreover, during various periods, local newspaper press releases on the General Plan update and/or citizen participation activities have been sent to the San Gabriel Valley Tribune and the Covina Press-Courier Highlander. Copies of these materials can be found in APPENDIX J.

f. The receiving of numerous public comments on housing issues through day-to-day activities.

Since the General Plan update process began in 1988, the City planning staff, particularly the Associate Planner in charge of the General Plan assignment, have received many housing-related comments through public discussions on the phone, at the front counter, and with project applicants and related consultants during development reviews. Many noteworthy comments and suggestions were made, most of which were similar to the above noted public forum remarks and community questionnaire response orientations. Although this process was not an "official" citizen participation tool, conversing with the public at City Hall and in the field nevertheless served as another vehicle for identifying, clarifying, and verifying local views on housing and related issues.

g. Meeting with Covina's Housing Advisory Committee.

In spring 1989, the Planning Division twice met with the City's nine-member Housing Advisory Committee to ascertain its views on Covina's housing situation and on potential new programs. (The complete name of the body is the Housing and Community Development Act (HCDA) Advisory Committee, which was formed in the mid-70's to make recommendations on the disposal of CDBG and other Federal monies and on matters pertaining to City housing and related programs.)

Based on a Planning-prepared handout with questions, the following HCDA comments were made. The remarks represent a synthesis of comments during both meetings. Planning's questions can be found in APPENDIX K.

- 1) The City should meet, but not exceed, the number of housing units (976) that the Southern California Association of Governments (SCAG) requires us to accommodate. If possible, a lesser number should be provided.
- 2) Covina should remain a family-oriented community with primarily owner-occupied units. Single-family tract housing is preferable to condominiums and townhomes. We should also maintain existing mobile home parks, allow for moderate apartment construction, and facilitate the development of senior citizen only housing.
- 3) Apartments and condominiums and townhomes can be constructed in the downtown and along major streets as long as the developments are high quality and consistent with surrounding land use and road conditions. A three-story condominium/townhome complex is preferable to a two-story apartment.
- 4) We should balance economic and employment needs with residential development. Specifically, commercial developments must be maintained and the City should continue to welcome small- to medium-size businesses and industrial operations to attain greater tax revenues and job opportunities.
- 5) The City's current housing image, which is that of a family-oriented community dominated by owner-occupied residences, should continue in the future. However, all household and housing types must be

and divisions need to better coordinate among themselves the application of their codes and policies.

20) Once adopted, the new General Plan must be implemented as intended.

h. Organization of and meetings with Housing Subcommittee of Covina General Plan Update Committee.

To involve the Covina City Council and Planning Commission in the update effort and to elicit the views of these two bodies, the Planning Division formed the Covina General Plan Update Committee, which actually was organized according to and met in three small Subcommittees: Land Use, Community Design, and Redevelopment; Circulation, Open Space, and Noise; and Housing. Each Subcommittee was comprised of two Council members and two Planning Commissioners, and the meetings were held in February and March 1989.

Refer to APPENDIX L for the questions Planning prepared for the Housing Subcommittee, whose comments are listed below:

- 1) There should be less new apartment and condominium development. Existing densities should be reduced. Future apartment and condominium construction should be oriented around major thoroughfares that are already designated for medium to high density development, or around areas like Center and Dexter Streets (downtown) that are well into the transition from old, single-family homes to apartment/condominium complexes. This determination is based on, among other things, the City's high percentage of apartments and condominiums, the basic character of the community, and on a possible future strain on City services. However, the development reduction shall be balanced with the City's Regional Housing Needs Assessment (RHNA--SCAG's requirement for providing a specific number of housing units).
- 2) On streets that are now zoned for apartments and condominiums with no more than two multi-family complexes, no additional apartments/condominiums should be permitted. Both Zoning and General Plan designations should be changed to reflect this. Existing multi-family complexes would be made non-conforming.
- 3) The City's future "residential image" shall continue to be one of predominantly well-maintained single-family detached homes. This policy is in line with the desire to retain Covina's small town atmosphere.
- 4) All future apartments and townhouses shall be high quality in nature and low- to medium-density (at or under 20 units per acre) in character. Variances should be discouraged. (See item 6 for proposed densities.) Any further increases in densities and any reduction in standards must be appropriate and in line with overall housing goals and policies, while density reductions themselves must be reasonable and defensible against possible legal challenges.
- 5) Mobile home parks should be preserved because of their value as a source of low- to moderate-income housing.
- 6) Residential density categories should be reduced. For example:

Low Density	1-6	units/acre
Medium Density	7-15	units/acre
High Density	16-20	units/acre

For special senior citizen housing complexes, such as Village Green on East Covina Boulevard, two units could be considered as one for purposes of complying with the above density limits. The City would also need to make a low/medium density classification for building single family homes on lots that are substandard in size (i.e., less than 7,260 square feet). A density bonus of approximately twenty percent may be appropriate to encourage lot consolidation.

- 1) The importance of housing code enforcement and the need to maintain the structural condition of private properties, particularly aging apartments.
- 2) The importance of maintaining and, where possible, expanding the housing rehabilitation program.
- 3) The need to limit future apartment development. (This is the view of a few, though not most, officials.)
- 4) The need to be receptive to all future medium and high density complexes. (This is, of course, in contrast to #3 above, which is indicative of differing opinions of apartments among the staff.)
- 5) The need to continue and, where possible, expand rental subsidies.
- 6) The need to develop new housing programs, particularly those that will generate the greatest benefits for the least expenses.

3. **Synthesis of All Housing Comments/Points**

As stated throughout the Housing Study and detailed in this section, the Planning Division has complied with the State general plan citizen participation requirement through employing a number of methods and, to the greatest extent practical, all of the input has been analyzed and considered in preparing the revised Housing Element. The synthesis of this input, which is incorporated in the important overall city housing issue identification process (see Section "K"), is presented below.

- a) Maintaining a moderate amount of future development and an appropriate mix of dwelling unit types.
- b) Maintaining the current residential land use distribution or pattern, particularly with respect to medium and high density developments in currently existing or appropriate neighborhoods, and attempting to mitigate potential land use conflicts.
- c) Locating lower income or senior citizen apartments in areas accessible to shopping, services, recreational facilities/centers, and public transportation routes.
- d) Maintaining Covina's small-town character/good image.
- e) Preserving houses and/or blocks deemed architecturally and/or historically significant.
- f) Maintaining high quality, attractive, and functional new housing developments and additions and reviewing carefully any reductions in design guidelines or development standards to accommodate any dwelling unit type, particularly lower income housing.
- g) Promoting private property maintenance as much as possible.
- h) Accepting granny flats and complexes built with density bonuses.
- i) Developing new programs with viable funding mechanisms to purchase deteriorating apartments- and possibly converting them to affordable housing complexes.
- j) Continuing with and expanding the housing-related code enforcement and rehabilitation programs as a means for preserving affordable housing and for maintaining the integrity of Covina's neighborhoods and for overall community appearance and character.
- k) Better addressing lower income, particularly senior citizen, housing needs through such avenues as affordable housing development and rental subsidy expansion.

K. COMMUNITY HOUSING ISSUES, OPPORTUNITIES, AND ASSUMPTIONS

1. General Discussion

In order to best shape the goals, objectives, policies, and programs or implementation measures of any general plan element, the update process must include an identification of what the State General Plan Guidelines calls "Issues," "Opportunities," and "Assumptions." Issues are defined as important community matters or problems that warrant recognition, discussion, and analysis. For this Housing Study, then, the issues would be comprised of the important housing-related information, matters, and problems that have been presented in Sections "A" through "J" above. Opportunities, moreover, are actions or potential actions of the subject community or another governmental entity that could benefit the City implementing the general plan. An example of an opportunity is a public agency that sells or donates land for affordable housing purposes. Assumptions, lastly, basically are suppositions regarding various factors and issues during general plan or element implementation. This section, then, serves as a conclusion to the Covina Housing Study and as a foundation for key components of the Housing Element document.

For reasons of clarity and simplicity, the issues, opportunities, and assumptions are presented below within a six-topic framework. Within each area, it should be noted, the three terms are not listed in any particular order. The framework is:

1. Housing Unit Types and Amounts and Future Development Activity.
2. Housing Location and Distribution.
3. Structural, Occupancy, and Community Aesthetic Conditions.
4. Housing Costs and Affordability.
5. Demographic, Social, Income, Economic, and Employment Characteristics and Trends.
6. Special Housing Needs.

The remainder of this section lists the respective topics' issues, opportunities, and assumptions, which are not prioritized or presented in any particular order. It must be noted that the topics are not mutually exclusive. Therefore, some of the issues overlap.

2. Area 1 - Housing Unit Types and Amounts and Future Development Activity

a. Issues

- 1) Recognizing City's obligation to maintain and accommodate a variety of housing types for all economic segments, while finding an appropriate dwelling unit mix.
- 2) Dealing with City's perceived over-concentration of apartments and perceived permissive medium and high density limits and, accordingly, making reasonable density adjustments.
- 3) Maintaining (or need to maintain) moderate amount of future growth.
- 4) Accommodating future growth with adequate public services, facilities, and infrastructure.
- 5) Establishing reasonable medium and high density limits in an era of increasing land use intensification pressures.
- 6) The impact of future commuting patterns and major employment centers on Covina housing.
- 7) The impact of Metrolink Commuter Rail Station on future Covina housing decisions.
- 8) Addressing SCAG's (Southern California Association of Governments, the advisory regional planning agency for the region) future housing construction needs targets while considering Covina's existing

together could bolster potential housing opportunities, notably mixed use developments, in the downtown area. The downtown may be well suited for an "urban village" concept, whereby housing and other development is oriented toward Metrolink-dependent working professionals.

c. Assumptions

- 1) Although the City's overall dwelling unit mix will likely not change a great deal in the future, there will be a greater proportion of apartments and condominiums/townhomes.
- 2) Because of various economic forces and related factors and because of existing and underutilized and vacant properties, there will continue to be pressures for "moderate" growth and residential density intensification throughout Covina, regardless of what General Plan residential density limits are adopted.
- 3) There will be additional public surplus sites available for housing development.
- 4) In some cases, abating nonconforming units could displace lower income households/families.
- 5) Assisting in the development of lower income housing will continue to be a major challenge.
- 6) Full implementation of the density bonus process would greatly facilitate the construction of lower income units.
- 7) The City will not be able to develop all properties noted in the "site identification" process, which pertains to fulfilling future regional housing needs obligations, though the "probable" housing development targets would nevertheless be realistic and in-line with State law.
- 8) Several constraints and factors will prevent Covina from fulfilling all of its regional housing needs obligations.
- 9) Unless the City addresses its infrastructure and service deficiencies, particularly regarding streets and parks/open space and emergency services, there could be relatively major development constraints in the future.
- 10) The closure of too many public schools could, at some time in the future, adversely affect the housing situation and local residents.
- 11) Regardless of the circumstances, the City will continue to add to its housing stock through annexations.
- 12) The City's actual build-out scenario (based on current City vacant and underutilized areas) probably will be 80% of the theoretical capacity.

3. Area 2 - Housing Location and Distribution

a. Issues

- 1) Protecting single-family detached neighborhoods from perceived medium and high density residential and/or non-residential encroachments.
- 2) Maintaining current general land use distribution or pattern regarding all housing units.
- 3) Avoiding land use conflicts in future housing development decisions.
- 4) Monitoring possible land use intensification pressures associated with commuter rail station.

- 7) Developing new approaches/programs for dealing with and/or possibly acquiring notable deteriorating apartments.
- 8) Maintaining high quality, attractive, and functional new developments and residential additions by enforcing all development standards and design guidelines.
- 9) Coping with proliferation of overcrowding and deciding what responses, if any, are appropriate.
- 10) Coping with increasing incidence of absentee owners, particularly regarding single-family detached dwellings.
- 11) Dealing with changing household formations, two or more family living arrangements, and rising overcrowding.
- 12) Coping with and abating illegally constructed dwelling units.
- 13) Preserving residential districts and/or buildings deemed architecturally and/or historically significant.
- 14) Reviewing carefully any reductions in design guidelines and/or development standards to accommodate PCDs (Planned Community Developments overlay districts), density bonuses, or lower income housing dwellings.

b) Opportunities

- 1) Covina's Code Enforcement program has already brought about positive changes pertaining to property nuisance abatement and residential owner education.
- 2) Probable expansion of the City's code enforcement effort will facilitate the abatement of deteriorating, dilapidated, and illegal dwelling units.
- 3) Recent and future amendments to the Covina Design Guidelines will serve to bolster and enhance Covina's image and appearance.

C. Assumptions

- 1) Unless the City maintains its housing-related code enforcement efforts, the safety of many residents will be jeopardized and Covina's image and appearance will decline. Thus, there would be a diminished growth potential.
- 2) As the converse to #1 above, as long as Covina maintains an effective housing-related code enforcement program, its image and appearance and growth potential will be sustained.
- 3) Many more illegally constructed dwelling units will be built (or will be attempted to be constructed) in the future because of socio-economic and related factors.
- 4) Because of employment and socio-economic factors, household sizes and overcrowding will continue to rise.
- 5) Covina will continue to have less owner-occupied housing units.
- 6) As more people come to the area and/or as the employment situation improves, vacancy rates probably will decrease, at least slightly.
- 7) To protect the public health, safety, and welfare, to maintain community aesthetics, and to affectively implement Zoning, related Codes, and the General Plan, many City provisions that would be considered

b. Opportunities

- 1) Because of low interest rates and current market conditions, recent home sales prices have stabilized.
- 2) The Planning Division determined that in the early 1990s, because of stabilizing rents and apparently rising incomes, 128 additional lower income households no longer "overpay" for housing. Nevertheless, future housing overpayment will continue to be more of a problem for renters than owners.
- 3) Currently, 607 lower income households receive some type of rental subsidy, and of that figure, 87 households are assisted through Covina's viable rent subsidy program.
- 4) Despite expected changes, Covina probably will remain a generally middle-income community with a slightly rising lower income population.

c. Assumptions

- 1) Covina 1990s rents probably will remain fairly constant over the short term, though may rise slightly over the next few years.
- 2) Housing prices will be stabilized in the immediate future but will again rise in the mid to late '90s if interest rates begin an upward climb.
- 3) It will be difficult and, in many cases, impossible, to streamline or reduce Zoning standards, building design guidelines, various structural related codes, and plan review procedures (sometimes considered "constraints") to facilitate "affordable" housing development because of City obligations to protect and further public health, safety, and welfare and to maintain community aesthetics, image, and character and to affectively implement all portions of the General Plan.
- 4) The three primary private sector-related expenses that raise housing development costs (and thus preclude affordable housing development), land, construction, and development financing, will continue to rise, though to what degrees and at what rates is not known.
- 5) At some time in the future, the City could have another lower income apartment complex that is "at risk" of losing its rental restrictions.
- 6) Despite the "lower income renter housing overpayment" issue being apparently mitigated somewhat in the early 1990s, problems such as overcrowding are expected to rise.

6. Area 5 - Demographic, Social, Income, Economic, and Employment Characteristics and Trends

a. Issues

- 1) Coping with an aging population, particularly a growing senior citizen group.
- 2) Dealing with a more ethnically diverse population.
- 3) Coping with increasing incidence of poverty, particularly regarding small families.
- 4) Coping with an increasing incidence of lower income household housing overpayment, particularly regarding renters.
- 5) Monitoring the City's homeless population.

and, where possible, increase, to maintain the City's employment opportunities as well as sales tax generation base.

7. Area 6 - Special Housing Needs

a. Issues

- 1) Ensuring that the following needs are addressed:
 - a) Lower, particularly very low, income senior households overpaying or paying disproportionately high percentages of their incomes for housing or rent.
 - b) Lower, particularly very low, income non-senior households overpaying for housing or rent. Small households (1 - 4 persons) are at a greater need than large households (5 or more persons).
 - c) Lower, particularly very low, income handicapped persons, especially seniors, overpaying for housing.
 - d) Lower and moderate income potential first-time home buyers.
 - e) Lower, particularly very low, income homeowner households of all ages seeking property rehabilitation assistance.
 - f) Identified homeless persons.
- 2) Recognizing the need to monitor housing needs in the future to identify possible changes.
- 3) Recognizing the need to physically maintain Covina's housing stock and to abate structural and property nuisances pertaining to various apartments and houses.
- 4) Ensuring that the revised Housing Element is adopted and implemented as intended and monitored regularly so that the City's new housing policy orientations and programs benefit/assist the identified housing needs to the greatest extent possible and that potential, meaningful changes and improvements for the following housing element period (1996-2001) can be adequately documented and evaluated.
- 5) Continuing with and, where possible, expanding existing housing programs and developing new, viable housing mechanisms (based on sound funding) that afford the maximum lower income household and housing unit benefits with the minimum costs.
- 6) Following through during the two-year "gap" period (between June 1994, when the current RHNA ends, and June 1996, when the revised RHNA will be issued and a new Housing Element will have to be adopted) by addressing any outstanding needs and/or underutilized programs and by maintaining general Element-related activities and responsibilities.
- 7) Following through on required "analysis of potential housing sites" activity by ensuring adequate Zoning, programs, and monitoring.

b. Opportunities

- 1) The required citizen participation measures, such as the public forums and questionnaires, City staff meetings, and General Plan Update Committee discussions, have yielded invaluable information in the housing issues and needs identification and analysis processes.
- 2) The potential City expansion of its Federal CDBG program (to fund matters that more closely relate to housing) would greatly assist Covina's housing efforts.



CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 28, 1990

Social Security Administration
ATTN: OFFICE MANAGER
903 E. Alostia Ave.
Glendora, Calif. 91740

Dear Office Manager:

As part of a major local housing study, the City of Covina Planning Division requests the number of Covina senior citizens (generally 60 years of age and older) or households currently receiving Social Security (categorized by benefit levels, if available). The information is needed to assist us in analyzing the housing needs of Covina's elderly residents.

Thank you very much for your cooperation. Your expeditious response to this request would be most appreciated. If you have any questions or need clarification, feel free to contact me at (818) 858-7234.

Sincerely,

Michael Marquez, Community
Development Director

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development

RECOMMENDED STATE OF CALIFORNIA FORMULA FOR
 COMPUTING MAXIMUM DWELLING UNIT COSTS
 SUITABLE FOR VERY LOW AND LOW INCOME HOUSEHOLDS*

Income Group	Unit Size	Max. Monthly Rent	Max. Monthly Housing Cost (Purchasers)	Formula
Very Low	Studio	\$370	same	(.30 X .50 X \$42,300 X .7) divided by 12
	1 bedroom	\$423	same	(.30 X .50 X \$42,300 X .8) divided by 12
	2 bedrooms	\$476	same	(.30 X .50 X \$42,300 X .9) divided by 12
	3 bedrooms	\$529	same	(.30 X .50 X \$42,300 X 1.0) divided by 12
	4 bedrooms	\$571	same	(.30 X .50 X \$42,300 X 1.08) divided by 12
Low	Studio	\$444		(.30 X .60 X \$42,300 X .7) divided by 12
	1 bedroom	\$508		(.30 X .60 X \$42,300 X .8) divided by 12
	2 bedrooms	\$571		(.30 X .60 X \$42,300 X .9) divided by 12
	3 bedrooms	\$635		(.30 X .60 X \$42,300 X 1.0) divided by 12
	4 bedrooms	\$685		(.30 X .60 X \$42,300 X 1.08) divided by 12
Moderate	Studio	\$518		(.30 X .70 X \$42,300 X .7) divided by 12
	1 bedroom	\$592		(.30 X .70 X \$42,300 X .8) divided by 12
	2 bedrooms	\$666		(.30 X .70 X \$42,300 X .9) divided by 12
	3 bedrooms	\$740		(.30 X .70 X \$42,300 X 1.0) divided by 12
	4 bedrooms	\$799		(.30 X .70 X \$42,300 X 1.08) divided by 12
	Studio	\$814		(.30 X 1.10 X \$42,300 X .7) divided by 12
	1 bedroom	\$930		(.30 X 1.10 X \$42,300 X .8) divided by 12
	2 bedrooms	\$1,047		(.30 X 1.10 X \$42,300 X .9) divided by 12
	3 bedrooms	\$1,163		(.30 X 1.10 X \$42,300 X 1.0) divided by 12
	4 bedrooms	\$1,256		(.30 X 1.10 X \$42,300 X 1.08) divided by 12
	Studio	\$950		(.35 X 1.10 X \$42,300 X .7) divided by 12
	1 bedroom	\$1,086		(.35 X 1.10 X \$42,300 X .8) divided by 12
	2 bedrooms	\$1,221		(.35 X 1.10 X \$42,300 X .9) divided by 12
	3 bedrooms	\$1,357		(.35 X 1.10 X \$42,300 X 1.0) divided by 12
	4 bedrooms	\$1,466		(.35 X 1.10 X \$42,300 X 1.08) divided by 12

*For Los Angeles County, and based on 1992 County median family income, \$42,300.

CITY OF COVINA

STAFF REPORT

December 9, 1993

Item No. 2

TO: PLANNING COMMISSION

FROM: MICHAEL MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
a.c.

COORDINATOR: ALAN CARTER, ASSOCIATE PLANNER

SUBJECT: CONTINUED PUBLIC HEARING TO CONSIDER REVISED GENERAL PLAN HOUSING ELEMENT (INCLUDING ANALYSIS OF POTENTIAL INCREASE IN NUMBER OF DWELLING UNITS SUITABLE FOR LOWER INCOME RENTER HOUSEHOLDS BECAUSE OF DOCUMENTED EARLY 1990s CHANGES IN LOCAL MEDIAN INCOME AND AVERAGE RENT)

BACKGROUND

At this meeting, we will complete the Housing Element review by discussing the following:

- A. State of California definitions of facilities for homeless persons (a matter that was requested at the September 28th Commission meeting);
- B. Lower income household housing affordability impacts related to local changes in rental rates and median income (a topic that has been spoken upon at several previous meetings); and
- C. Remaining housing programs (beginning with program "C-1" on Page 36 of the Housing Element document).

The above three items will be presented sequentially, with matters "A" and "B" described in the following analysis section. Staff will summarize the essence of each matter. Regarding the third item, again refer to the Housing Element document Program section (beginning with program "C-1" on page 36) in the red binder. PLEASE NOTE THAT TO EXPEDITE HOUSING PROGRAM REVIEW, WE WILL ADDRESS THE REMAINING PROGRAMS ON A SECTION-BY-SECTION BASIS ONLY, AS OPPOSED TO THE PREVIOUS STRATEGY OF SUMMARIZING EACH PROGRAM. THUS, STAFF WILL DESCRIBE THE OVERALL ORIENTATION OF SECTIONS "C," "D" and "E," AND THE COMMISSION SHOULD BE READY FOR DISCUSSION BY CAREFULLY LOOKING OVER IN ADVANCE ALL APPLICABLE PROGRAMS.

In approaching the task at hand, staff has studied changes in Covina rental rates, through a City survey, and the increase in median income, from the Federal government (the only available source), and then statistically analyzed these figures to infer what number, if any, additional City lower income households since fall 1990 (a similar period 3 years ago) no longer overpay for housing. The analytical framework for this analysis is based on the following three components:

1. Covina Rental Rate Changes - Survey and Findings.
2. Covina Median Household Income Change.
3. (Based on Nos. 1 and 2) Additional Number of Covina Housing Units Suitable For Lower Income Households - Establishment of Process and Finding.

To facilitate Commission reading and understanding, the points/matters/facts pertaining to each of the three components are presented in a concise "item by item" format.

1. Covina Rental Rate Changes - Survey and Findings.
 - a. To estimate early 1990s Covina rental rate changes, both in terms of specific dwelling unit types and for all unit types on a citywide basis, staff conducted a rent survey (in August - September 1993) and then compared the findings to a similar rental rate study undertaken in October 1990 (which was then one of several "Housing Element data gathering" activities).
 - b. The original/1990 rental survey analyzed 55 apartments. For purposes of the current rent study, a sample of 45 complexes was selected. Having 45 places constituted 8.5% of all 531 apartment facilities in the Planning area, which is a sufficient sample size for statistical purposes and for making inferences relative to the entire community. Once this figure was established, on the basis of two guiding principles, we designated the applicable 45 apartments. The first principle was to select only those rental facilities that had been part of the 1990 survey to maintain an actual basis for comparison. Secondly, we sought to attain as diverse a sample as possible by choosing a variety of apartments in terms of size, age, character, and location. The specific apartment complex data came from our General Plan Land Use and Housing Inventory. It should also be noted that for purposes of the task at hand, staff believed that including a few County facilities (what turned out to be 3) would be acceptable in studying Covina City rents because rental markets transcend jurisdictional boundaries.
 - c. For both 1990 and current surveys, rental rates generally were acquired through telephone queries and, where necessary, fieldwork. The rates themselves were tabulated and analyzed on the basis of the following size classification: 1) 1 bedroom/1 bathroom; 2) 2 bed/1 bath; 3) 2 bed/2 bath; and 4) 3 bed/2 bath. In most cases, single rental rates (i.e., \$530 or \$675) were available; in some situations, only a range of values (i.e., \$650 - \$700) was given by apartment personnel.

- f. It should be pointed out that in developing the rental unit sample, only residences within apartment complexes were included. This approach was followed to comply with the Planning Commission's initial direction and to facilitate data collection in that often times condominium/townhouse and single-family detached "rentals" cannot be easily identified. (Typically, renter occupied units can only be singled out through checking the "exemption status" designation of the tax assessor's records.) Moreover, ascertaining rents would be difficult/time consuming because respective owners generally are less available than apartment managers (from where staff would obtain most information). Therefore, the question of identifying staff's sample-related renter-occupied residences by dwelling unit type, which was requested at the October 12th Commission meeting by Commissioner Rogers, is moot and cannot be addressed. Although, then, the sample at hand is not inclusive of "R-1" and other non-apartment complexes, which typically have higher rents than similar size multiple-family structures, staff believes the analytical process employed is sufficient because apartments constitute approximately 70% of Covina's renter-occupied dwellings.
- g. Referring to item "e" above and in response to another Commission inquiry, it will be noted that the U. S. Census breaks down what it defines as Covina's "condominiums" (which actually are condominiums and townhomes) as follows: 253 (or 24.2% of total) renter--occupied and 792 (or 75.8% of total) are owner-occupied. Although the Census also tabulates occupancy tenure by "units in structure" (see Table 3), this data is not useful for our needs because the dwelling unit size categories under "units in structure" refer to all types of complexes.

Table 3. Occupancy Tenure by (U. S. Census Defined) Number and Type of Units in Structure.

Units In Structure	Occupancy Tenure				
	Total Occupied	Owner Occupied	Percent	Renter Occupied	Percent
1, Detached	8,629	7,382	85.5	1,247	14.5
1, Attached*	1,108	796	71.8	312	28.2
2	151	34	22.5	117	77.5
3 or 4	663	54	8.1	609	91.9
5 to 9	1,136	38	3.3	1,098	96.7
10 to 19	994	41	4.1	953	95.9
20 to 49	948	39	4.1	909	95.9
50 or more	1,165	20	1.7	1,145	98.3
Mobile Home or Trailer	574	494	86.1	80	13.9
Other	163	122	74.8	41	25.2
ALL/TOTAL	15,531	9,020	58.1	6,511	41.9

* Refers to both "apartment" and "townhouse oriented" side-by-side/row house complexes.

Apartment Type ⁽¹⁾	Rental Rate Change Type	Number of Cases ⁽²⁾	Rental Rate Change Figures ⁽³⁾		
			Range	Aggregate	Average ⁽⁴⁾
D	No Change	2	-	-	-
D	Decrease	3	\$20-50	-\$95	-\$32
D	Increase	3	\$20-50	+\$95	+\$32
	Subtotals	8 (8.9%)		0	- 0 -
			(No Change)		
Totals		90 (100.0%)		-\$112.5	-\$1
			(Decline)		

(1) Or, as previously defined, "rental situation," which are:

- A - 1 Bedroom/1 Bathroom
- B - 2 Bedrooms/1 Bathroom
- C - 2 Bedrooms/2 Bathrooms
- D - 3 Bedrooms/2 Bathrooms

(2) A "case" simply is the existence of a rental situation in one of the surveyed apartment complexes.

(3) Change refers to the period from October 1990 through September 1993--refer to Chart 1 at end of report for clarification on overall rental rates.

(4) Computed by dividing aggregate rent by number of cases.

Table 4 illustrates that a relatively even distribution of situation "A" through "C" unit types have been considered. The fact that only 8 "Ds" have been included is indicative of Covina's relatively small percentage of 3 bedroom apartments. In analyzing the Table, it is apparent that for each situation or dwelling unit type, average rents have varied by no more than \$5 (they being computed by dividing the respective aggregate amounts by the accompanying number of cases). In addition, the combined total of all 4 situations revealed that overall the average rent in the sample declined by only \$1 (computed the same way), an obviously insignificant/negligible amount. Therefore, considering all apartments in Covina, staff believes that this table points to a single conclusion: generally rents have stabilized.

j. For informational purposes, staff also has included Table 4 below, which combines all four situations to show pertinent overall rental rate change information by change type (i.e., no change, increase, or decrease).

rents have declined by around 5%." In addition, staff discovered an interesting article in the August 1993 "Apartment Age" magazine, which is a monthly publication of the Apartment Association of greater Los Angeles. (Refer to Exhibit 2 at end of report.) The article focuses on estimated vacancy rate increases in the San Gabriel Valley and states that "average rents have decreased by about 3% over the last two years" in the area. Nevertheless, neither of these two sources, which have been cited for discussion purposes, is supported by concrete data and analysis, and the rent decrease estimations have been applied to the entire San Gabriel Valley. So in other nearby cities, unlike Covina, rents could have declined considerably. Therefore, pertaining to rent-related information in general, staff would not feel comfortable incorporating here any information that is not "Covina specific" and not based on an actual representative sample and statistically accurate computation process.

2. Covina Median Household Income Change

- a. As stated in the introductory paragraphs above, besides rent, median household income is the other factor to be considered in exploring lower income household affordability shifts. Because staff does not have the means to compute current income rates, we utilized 1993 U. S. Department of Housing and Urban Development (HUD) figures. And to maintain consistency, HUD numbers for 1990 have been employed as well.

For the task at hand, staff feels it is appropriate to utilize as the base income figure the amount below which persons are considered lower income--or 80% of the County median income--as opposed to general median. The reason is that this analysis focuses on lower income households, not the overall population. The employed figures are displayed below in terms of annual and monthly earnings:

Table 6. Covina 1990 and 1993 Median Family Income*.

	<u>1990</u>	<u>1993</u>	<u>Percentage Increase</u>
Annual Median Family Income	\$31,100	\$38,652	24.3%
Monthly Median Family Income	\$2,592	\$3,221	24.3%

* It will also be mentioned that general median rents (family of 4) are as follows: 1990, 38,900; 1993, \$43,000.

For the remainder of this study, the above "monthly" income figure is utilized because it is most closely related to the (monthly) framework in which rents have been tabulated.

$$\frac{x}{3.904} = \frac{y}{4.858}$$

where: x = number of 1990 lower income renter households not overpaying for housing,

y = number of 1993 lower income renter households not overpaying for housing, and

y - x = NUMBER NEEDED.

Staff believes that this proportion is sufficient for the task at hand. Again, we are looking for the number of lower income households NOT overpaying for housing, as opposed to those overpaying, which is more commonly referred to in SCAG's Regional Housing Needs Assessment (RHNA) and other housing-related documents.

- c. Continuing with what has been established in the previous section, "x" can easily be computed based on 1990 U. S. Census data. Once this is accomplished, "y" can then be ascertained. The methodology by which "x" is figured is illustrated below.

First, we find the number of lower income households not overpaying for housing:

5,259	total 1990 lower income households*
- <u>3,227</u>	total 1990 lower income households overpaying*
2,032	total lower income households not overpaying for housing

* Numbers come from SCAG's preliminary revised RHNA (based on 1990 U. S. Census), which has not been formally adopted.

Next, the appropriate step is to figure what percent of the 2,032 figure is comprised of renters. The percentages of lower income owners and renters not overpaying are inversely proportional to the percentages of lower income owners and renters that do overpay, which are:

25.8%	(833)	owners*
<u>74.2%</u>	<u>(2,394)</u>	renters*
100.0%	3,227	total

* Again, numbers come from SCAG's preliminary revised RHNA (based on 1990 U. S. Census), which has not been formally adopted.

f. The caveats pertaining to this exercise are:

1. Regional and State housing authorities (e.g., SCAG & HUD) likely will not accept the aforementioned estimated partial accommodation of SCAG "future housing needs" because housing element law stipulates that regional future needs must be addressed only by counting actual developed or planned dwellings.
2. The employed methodology only considers current short-term conditions in which rents happen to have stabilized as incomes have risen (which, as stated in the Housing Study, is in contrast with what occurred during the '80s, when rents rose much faster than incomes). So by following this approach, staff would have to add to future regional housing needs directives any additional overpaying lower income households created because of rising rents. (As the economy improves over the next 2 to 3 years and vacancy rates decline, rents will go up. But will incomes keep pace?)
3. For reasons stated in section "e" above, the rental sample employed does not include single family detached houses and condominiums/townhouses. It is possible that overall rents in these dwelling unit types could have risen, thus slightly skewing the data on which staff's findings have been made.
4. The principle section "d" findings could be interpreted to mean that the overall number of "future needs" units to be built or planned is not reduced but that need merely is shifted to the "higher end" or moderate and upper income segments. (However, a situation of this sort could be considered nondetrimental to the City because moderate and upper income households typically have greater housing choices anyway.)
5. The income standard employed is based on the maximum lower income threshold (80% of overall County median). This standard is believed to be reasonable because it applies to all lower income households, which is the focus of consideration here. However, if the standard utilized in this process was the very low income threshold (50% of the County median, whose housing needs tend to be the greatest), then the "1993 additional nonoverpaying lower income" number would be 84, as opposed to 128. The reason for this difference is that very low income household monthly incomes over the last three years rose by only 15.8%, whereas the increase for all lower income households (i.e., both "very low" and "low" categories) was, as previously stated, 24.3%.
6. As stated above, the rent rate sample was based on 45 apartment complexes. According to statistical theory, expanding a sample size generally increases accuracy or the ability to make valid inferences. So it is theoretically possible that if, say, 60 apartments were selected, slightly different results could have occurred. (However, staff strongly believes its sample was adequate, and we do not feel that including a few more places would have made a significant difference in computing average rental rates.)

**EXHIBIT 1 HAS BEEN OMITTED HERE
(BECAUSE OF THE FOCUS OF THIS APPENDIX).**

CHART 1. CITY OF COVINA RENTAL RATES FOR SELECTED APARTMENT COMPLEXES, 1990, 1993, AND CHANGES THEREIN

Project No. 1	Address	Total Number of Units	Age ²	Year	Rental Rates By Dwelling Unit Type ³			
					A 1 Bedroom & 1 Bath	B 2 Bedrooms & 1 Bath	C 2 Bedrooms & 2 Baths	D 3 Bedrooms & 2 Baths
1.	1375 W. San Bernardino Rd.	139	20	'93	610-620	825-875	825-875	-
				'90	630-645	800-850	800-850	-
				-or+	-22.5	+25	+25	-
2.	1343 W. San Bernardino Rd.	84	30	'93	475-575	675	-	-
				'90	555	655	-	-
				-or+	-30	+20	-	-
3.	1220 W. San Bernardino Rd.	88	20	'93	530-550	635	675	-
				'90	550	600	650	-
				-or+	-10	+35	+25	-
4.	1170 W. San Bernardino Rd.	82	20	'93	575	-	750	-
				'90	600	-	700	-
				-or+	-25	-	+50	-
5.	1130 W. San Bernardino Rd.	47	20	'93	575	-	750	-
				'90	575	-	695	-
				-or+	0	-	+55	-
6.	4540 Lark Ellen Ave.	46	10	'93	-	675-700	-	-
				'90	-	675	-	-
				-or+	-	0	-	-
7.	1011 W. Cypress Street	12	30	'93	500	580	630	675
				'90	530	610	650	700
				-or+	-30	-30	-20	-25
8.	1159 N. Conwell Ave.	92	25	'93	630	-	730	895
				'90	630	-	730	875
				-or+	0	-	0	+20
9.	820 W. Glentana Street	12	5	'93	700	-	800-850	-
				'90	700	-	800	-
				-or+	0	-	+25	-
10.	780 W. Glentana Street	32	30	'93	525	625	-	725
				'90	525	625	-	745
				-or+	0	0	-	-20
11.	425-445 W. Front Street	18	30	'93	-	650	-	-
				'90	-	650	-	-
				-or+	-	0	-	-
12.	436 W. Front Street	20	30	'93	-	645	-	-
				'90	-	645	-	-
				-or+	-	0	-	-
13.	418 W. Center Street	7	20	'93	-	650	-	-
				'90	-	690	-	-
				-or+	-	-40	-	-
14.	242 W. Center Street	5	15	'93	-	725	-	-
				'90	-	725	-	-
				-or+	-	0	-	-
15.	212 W. Center Street	7	15	'93	625	-	650	-
				'90	625	-	650	-
				-or+	0	-	0	-
16.	221 W. Dexter Street	15	25	'93	510-535	640	-	-
				'90	525	635	-	-
				-or+	-2.5	+5	-	-
17.	270 E. Badillo Street	12	30	'93	525	-	-	-
				'90	500	-	-	-
				-or+	+25	-	-	-

Project No. 1	Address	Total Number of Units	Age ²	Year	Rental Rates By Dwelling Unit Type ³			
					A 1 Bedroom & 1 Bath	B 2 Bedrooms & 1 Bath	C 2 Bedrooms & 2 Baths	D 3 Bedrooms & 2 Baths
36.	474 W. Cypress Street	10	25	'93	-	-	700	-
				'90	-	-	700	-
				-or+	-	-	0	-
37.	826 N. Barranca Ave.	22	30	'93	575	-	625-675	-
				'90	575	-	650	-
				-or+	0	-	0	-
38.	514 E. Cypress Street	16	25	'93	575	-	625-675	-
				'90	595	-	675	-
				-or+	-20	-	-25	-
39.	1335 N. Barranca Ave.	38	15	'93	595-625	750	-	-
				'90	610	770	-	-
				-or+	0	-20	-	-
40.	1400 N. Grand Ave.	216	5	'93	695-715	-	825-845	-
				'90	695-715	-	815-835	-
				-or+	0	-	+10	-
41.	19550 Cienega Ave.	82	5	'93	725	-	850	-
				'90	750	-	875	-
				-or+	-25	-	-25	-
42.	216 S. Grand Ave.	54	30	'93	575	675	-	775
				'90	550	650	-	750
				-or+	+25	+25	-	+25
43.	129 N. Glendora Ave.	286	30	'93	525	-	-	-
				'90	545-575	-	-	-
				-or+	-35	-	-	-
44.	1207-1239 N. Glendora Ave.	44	5	'93	750-765	-	825-865	-
				'90	750-765	-	825-865	-
				-or+	0	-	0	-
45.	21042 Arrow Highway	232	5	'93	755-775	-	825-850	-
				'90	755-775	-	825-850	-
				-or+	0	-	0	-

- Notes:
1. Refer to attached map for illustration of locations.
 2. Approximate age of complex rounded to nearest "fifth" number.
 3. All rates refer to monthly dollar amount. Rental surveys taken August 1993 and October 1990.

**CITY OF COVINA**

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 26, 1990

Mr.

(LETTER MAILED TO SEVERAL LOCAL
REAL ESTATE DEVELOPERS)

La Verne, Calif. 91750

Dear Mr. :

The Covina Planning Division currently is gathering various data as part of a major local housing study, and we would appreciate your sharing with us the following:

1. What you believe are typical Covina (and surrounding area, if possible) per-acre and per-unit land costs for new residential single-family and multiple-family (i.e., condominiums/townhouses and apartments) construction.
2. What you believe are typical Covina (and surrounding area, if possible) single-family and multiple-family construction costs (e.g., costs of materials, labor, financing, and related matters).
3. General comments on the availability of financing. For example, was it readily available for your projects in the City, and did the interest rate or terms differ in any ways from surrounding communities?
4. In recent months, did your projects sell or rent quickly? Do you foresee your projects selling or renting well over the next ten to fifteen years?
5. Which of the City's residential development requirements and procedures do you feel posed the greatest constraint on your construction activities/priorities?

Please note that your response will be considered confidential and not available to the public.

The information you provide will greatly assist us in analyzing Covina's housing situation. Your response by October 12, 1990 would be most appreciated. Thank you very much for your assistance. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community
Development Director

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director

"A Centennial Community", Founded April 8, 1886

AP D-1



CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

November 15, 1990

Mr. Vice President and Manager
Los Angeles Region Appraisal
Bank of

(LETTER MAILED TO THREE SPECIFIC
PERSONS KNOWLEDGEABLE IN REAL
ESTATE AND DEVELOPMENT MATTERS)

Orange, Calif. 92668

Dear Mr. :

The City of Covina Planning Division currently is conducting a major local housing study, and we would greatly appreciate your sharing with us the following:

1. Typical Covina or San Gabriel Valley area single-family and multiple-family construction costs. (I am essentially looking for an updated version of the attached sheet.)
2. Typical Covina or San Gabriel Valley per-acre and per-unit land costs for new residential single-family and multiple-family (i.e., condominiums/townhouses and apartments) construction.
3. Any available current market profiles or similar reports pertaining to residential and/or non-residential development in the Covina area.

The information you provide will greatly assist us analyzing Covina's housing situation. Thank you very much for your cooperation. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community
Development Director

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director
Hal Ledford, City Planner

OBJECTIVES, GOALS AND POLICIES

To carry out a plan and program for implementation of any element of the Master or General Plan, there must be a community development concept or ideal. Those broad or all encompassing ideals or objectives must reflect the community at large. Other ideals lesser in scope or goals should also reflect those desirable attributes of the community. Furthermore, the plan for action or set of policies will define in greater detail the general direction the City may take in the on-going pursuit of those objectives and goals.

The direct involvement of a cross-section of the citizenry in the planning process is one of the most important of all aspects in the development of the Housing Element. The objectives, goals and plans relating to housing must be generated through citizen advisors with public hearings held to receive any additional input and comment from members of the community that were not a part of the advisory committee.

The broad goal of the preliminary California Statewide Housing Plan is "the provision of a decent home and suitable living environment for every California Household." In addition, five subordinate goals address the following:

- o Availability - To increase the availability of an adequate new housing supply, and a choice of housing opportunities, through private investment and public actions.
- o Suitability - To support and provide incentives for the maintenance and rehabilitation of the existing housing supply.
- o Affordability - To bring available housing within the economic means of all persons.
- o Community Development - To provide strong community development and integration of housing with sound and adequate employment, services and community facilities.
- o Accessibility - To provide equal access and opportunity for all.

The above goals and their accompanying State policies are consistent with Covina's housing goals and objectives. The City of Covina endorses and supports the goals outlined in Sections 6452 through 6460 of the Housing Element Guided lines.

The following goals and supportive policies provide the basis of Covina's housing program:

unnecessary through traffic, and incompatible or inappropriate uses of land.

SUPPORTIVE POLICIES:

7. Maintain a lower number of dwelling units per acre and a "ranchos" concept of large estates due to the natural topography found in the southeastern portion of Covina.
8. Encourage the utilization of "density bonus" and "vertical zoning" mechanisms in other areas of the community to compensate for the lower density in the southeastern portion of Covina.
9. Establish and maintain heavy penalties for violations of City building, safety and zoning codes.
10. Encourage the participation of citizens' groups to assure the responsiveness of housing programs.
11. Continue to make needed capital improvements, where appropriate, in order to stimulate rehabilitation and preserve the desirable residential character of the community.

ADEQUATE PROVISIONS FOR THE HOUSING NEEDS OF ALL ECONOMIC SEGMENTS.

GOALS:

- o To encourage the distribution of various households by size and type to avoid concentration of any one population group (type of residents and not type of housing units).
- o To provide current information relative to home financing and assistance, options available, maintenance and home improvement techniques, and other sources of technical assistance; accomplished through the County Housing Authority.
- o To involve more people from the community in the citizen participation process relative to housing plans and programs.

SUPPORTIVE POLICIES:

12. Promote the construction of condominium and homeowner type dwelling units rather than additional apartment units; this is due to the extremely high number of existing renter occupied units.
13. Emphasize the role of the private sector in the construction of low and moderate income housing.
14. Strive for the most suitable balance of housing types and ownership characteristics in order to maximize neigh-

Covina

community resources department

- Park & Facility Services
- Public Library
- Recreation Services
- Human Services
- Senior Services

Special General Plan
Notice . . . Page 14

To formally begin the citizen participation process, the Planning staff would like to ascertain how you feel about certain topics. Therefore, please answer the following questions and return your response either by mail or in person to the address listed at the end of the survey. Feel free to attach additional sheet if necessary. Your answers would be most appreciated.

1. In your opinion, what are the major local planning and development issues facing Covina today?

2. Please circle the number in the column that best expresses your assessment of the importance of the areas of concern listed below. Add additional concerns at the bottom if you wish.

	Of No Concern	Minor Concern	Moderate Concern	Major Concern
a. Paying for services needed by new developments.	0	1	2	3
b. Police protection services.	0	1	2	3
c. Fire protection services.	0	1	2	3
d. Parks, open space & recreational facilities.	0	1	2	3
e. Recreation programs.	0	1	2	3
f. Community appearance.	0	1	2	3
g. Community image.	0	1	2	3
h. Adequacy of local street system.	0	1	2	3
i. Traffic congestion.	0	1	2	3
j. Street repair/maintenance.	0	1	2	3
k. Street cleaning.	0	1	2	3
l. Public transit.	0	1	2	3
m. Libraries.	0	1	2	3
n. Schools.	0	1	2	3
o. Maintenance of private property.	0	1	2	3
p. Housing costs & availability.	0	1	2	3
q. Housing subsidies & maintenance programs.	0	1	2	3
r. Providing jobs for local residents.	0	1	2	3
s. Other _____	0	1	2	3

3. To what degree would you be willing to pay for any of the following community service and facility improvements (via user fees, taxes and/or tolls).

	Don't Know	Would Not Pay For	Somewhat Willing To Pay	Very Willing To Pay
a. Police.	0	1	2	3
b. Fire.	0	1	2	3
c. Parks & recreational facilities.	0	1	2	3
d. Public transit.	0	1	2	3
e. Street repair/maintenance.	0	1	2	3
f. Street cleaning.	0	1	2	3
g. Housing subsidies & maintenance.	0	1	2	3
h. Libraries.	0	1	2	3
i. Schools.	0	1	2	3
j. Community appearance.	0	1	2	3
k. Other _____	0	1	2	3

COVINA SHORT QUESTIONNAIRE RESPONSES

The Short Questionnaire was distributed in January 1989 to all City households. The purpose of the Questionnaire, which appeared in the winter '89 Community Resources Department brochure, was to identify local citizen views on various planning-related issues for the General Plan update and to serve as a basis for developing a more detailed, random survey (the Community Questionnaire). Eighty-one Short Questionnaires were returned out of approximately 22,000 brochures mailed out. Contact Alan Carter, Covina Associate Planner, at (818) 858-7231 for clarification on the Short Questionnaire preparation, distribution and tabulation processes.

GENERAL QUESTIONS

1. In your opinion, what are the major local planning and development issues facing Covina today?

a.	Maintaining City image/small town atmosphere	6.1%
b.	Improving community appearance/getting higher quality development	8.3%
c.	Maintenance of private property	2.3%
d.	Maintaining tax and employment base	3.0%
e.	Citizen participation in planning and development matters	.8%
f.	Providing adequate services without raising taxes	3.8%
g.	Annexing unincorporated areas/"improving" county	2.3%
h.	Adopting a "slow to moderate growth" policy/growing too fast	14.4%
i.	Slowing the pace of multiple-family development/apartments	7.6%
j.	Slowing the pace of commercial development	2.3%
k.	Dealing with excessive/increasing traffic volumes	6.8%
l.	Improving public transportation programs	3.0%
m.	Maintaining streets, alleys and sidewalks	6.1%
n.	Revitalizing downtown (physical, economy, parking, and circulation)	.6%
o.	Promoting small businesses and/or light industrial development	4.5%
p.	Getting greater variety of stores, restaurants and businesses	4.5%
q.	Getting balance of various housing types	1.5%
r.	Developing more parks/open space, upgrade existing facilities and better maintain park system	4.5%
s.	Restoring or earthquake-proofing old buildings	3.8%
t.	Consideration of handicapped concerns in development	.8%
u.	Lack of cultural attractions	1.5%
v.	New City Hall	1.5%

3. To what degree would you be willing to pay for any of the following community service and facility improvements (via user fees, taxes and/or tolls).

	<u>Don't Know</u>	<u>Would Not Pay For</u>	<u>Somewhat Willing To Pay</u>	<u>Very Willing To Pay</u>
a. Police	55.6%	3.7%	13.6%	27.2%
b. Fire	56.8%	3.7%	14.8%	24.7%
c. Parks & recreational facilities	56.8%	11.2%	22.3%	9.9%
d. Public transit	58.0%	22.2%	11.1%	8.6%
e. Street repair/maintenance	56.8%	6.1%	25.9%	11.2%
f. Street cleaning	56.8%	12.3%	19.7%	9.9%
g. Housing subsidies & maintenance	63.0%	27.1%	7.4%	2.5%
h. Libraries	55.6%	9.8%	22.2%	12.3%
i. Schools	58.0%	11.1%	20.9%	9.9%
j. Community appearance	59.3%	3.7%	20.9%	16.0%
k. Other _____				

One answer for each category

- Programs for handicapped
- Can't pay - on limited income
- Programs for senior citizens
- Programs for children and/or child care
- Recycling

4. How would you rate the overall appearance of the community?

a. Excellent	3.8%
b. Above average	25.3%
c. Average	53.2%
d. Below average	11.4%
e. Poor	6.3%

5. Do you think the appearance of the community needs to be improved?

Yes	92.2%
No	7.8%
Don't Know	0%
Explain _____	

Strictly adhere to code for more high quality/ attractive developments, signs, etc.	9.9%
Have good architectural guidelines/adopt design theme.	2.5%
Maintain small town atmosphere.	1.7%
Redevelop downtown/clean up/more interesting businesses.	9.9%
Restore old, historic buildings.	4.1%
Abate current land use conflicts/have land use consistency in future.	2.5%
Clean streets/sidewalks frequently.	5.8%
Repave/patch/repair existing streets and/or sidewalks.	9.1%
Plant more public landscaping, street trees, etc.	12.4%
Have more green space/parks/open space citywide.	.8%

8. What would you like to see added or changed in the downtown?

1. Facade and sign enhancements/restorations and structural reinforcements.	40.7%
2. Install decorative paving, landscaping, street furniture, and clean up.	17.2%
3. More open space.	1.2%
4. Maintain quaintness/small town atmosphere.	6.1%
5. Redevelop with consistent theme/design standards.	8.5%
6. Higher quality and/or better variety of stores, businesses, etc.	25.9%
7. Synchronize signals/widen streets/eliminate or reduce diagonal parking.	23.4%
8. Construct more off-street parking	9.8%
9. Better link off-street parking to stores/rear of stores	11.1%
10. Keep/improve theatre	3.7%
11. Build new city hall	1.2%
12. Eliminate or clean up hotel (Pacino's)	9.8%
13. No more auto dealers.	2.4%
14. More consideration of handicapped accessibility.	2.4%
15. Play areas for kids.	1.2%
16. Need bike racks.	1.2%
17. Better lighting.	1.2%
18. Make into pedestrian mall - Citrus	4.9%
19. No changes needed - it's ok/quaint/fine as is	3.7%

9. What goals would you like to see the City adopt to guide development over the next twenty-five years?

1. Economy in city services/integrity of city government.	13.5%
2. Slow or control growth/maintain low intensity development pattern or small town atmosphere/increase quality of living environment.	27.1%
3. Focus medium to high-intensity development on main streets.	1.2%
4. Limit apartment/multi-family development	18.5%
5. Limit mini-malls and/or commercial development.	6.1%
6. Have greater variety of shopping outlets.	9.8%
7. Encourage retention/restriction of old houses/buildings and/or encourage residential conversions.	7.4%
8. Make Covina "upscale."	2.4%
9. Revitalize downtown.	7.4%
10. Leave downtown alone/keep quaintness.	2.4%
11. Have good architectural styles/high quality development.	8.6%
12. Need to annex unincorporated areas.	1.2%
13. Have more citizen input on issues/promote civic pride.	6.1%
14. Encourage pride of ownership/property maintenance/home improvements.	13.5%
15. High cost of housing.	1.2%
16. Attract new business/have professional business attitude.	6.1%
17. Have various housing types.	2.4%
18. Build new city hall.	1.2%
19. Do traffic improvements/light synchronization, where needed.	2.4%
20. Maintain and/or clean streets consistently.	11.1%
21. Limit bus traffic in some areas.	1.2%
22. Better enforce parking laws/traffic laws.	1.2%



COVINA COMMUNITY QUESTIONNAIRE



INTRODUCTORY COMMENTS

The City of Covina is presently updating its General Plan. The General Plan is a document that is adopted by the City Council and that serves as a guide for the community's long-term physical development. As part of the General Plan revision process, City officials would like to know your feelings and opinions on matters such as growth and community services. The views expressed will be considered by the City's Planning staff in making decisions about the future of the community. Therefore, please take a few minutes to complete the questionnaire. Your compliance would be most appreciated.

The questionnaire has been prepared and distributed to randomly selected households by the Covina Planning staff, who will also tabulate and analyze the answers. Be assured that the City will not give out completed questionnaires to other parties. All responses will be confidential.

The objectives of the questionnaire are:

1. To identify what Covinans feel are major concerns relative to population and physical growth and the redevelopment of old areas.
2. To ascertain what residents perceive as major local planning issues and opportunities.
3. To identify what planning and development goals and policies residents would like to see implemented.
4. To ascertain how residents feel about City services and facilities.

INSTRUCTIONS (Please read carefully.)



1. Please complete the questionnaire even if you have already answered the planning questions in the Winter 1989 Community Resources Brochure.
2. Indicate answers either by 1) circling the letters or numbers that correspond to items or categories or 2) writing in your response when asked to do so.
3. Upon completion of the questionnaire, check over the form to ensure that all questions have been completely answered.
4. Please return the completed questionnaire, either by mail or in person, to:

Covina Planning Division
125 East College Street
Covina, Calif. 91723

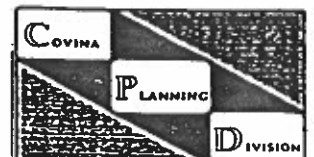
For your convenience, a pre-addressed, postage-paid envelope is provided. Questionnaires must be received by the City on or before August 31, 1989.

5. If you have any questions about this document or would like additional information on the General Plan update process, feel free to contact either Hal Ledford, City Planner, or Alan Carter, Assistant Planner, of the Planning Division at (818) 331-0111, extension 231 or 232, between 8:00 a.m. and noon.

I. GENERAL QUESTIONS



The questions in this first section cover several areas. The answers will give the Covina staff a good idea of residents' overall feelings about the community. (You may wish to reserve all comments about the downtown for the second section.)



5. How often do you go downtown for a specific purpose (e.g., shopping, services, business, etc. Please circle the appropriate letter.)

- a. Never
- b. Seldom
- c. Monthly
- d. Weekly
- e. Daily

6. How do you generally get downtown? (Circle the one best letter.)

- a. Car
- b. Bus
- c. Walk
- d. Bicycle
- e. Other (please specify) _____

7. What are your main reasons for going downtown? (Circle as many as necessary.)

- a. Work
- b. Shop
- c. Personal services (e.g., barber, dry cleaner)
- d. Financial services (e.g., banks, investments)
- e. Medical and/or dental services
- f. Business and/or legal services
- g. Governmental services and/or utilities
- h. Restaurants
- i. Church
- j. Entertainment
- k. Visiting friends, family, etc.
- l. Commuting route
- m. Other (please specify) _____

8. What do you like about downtown Covina? (Please list 3 to 5 items.)

9. What changes or improvements would you like to see in the downtown. (Please list 3 to 5 items.)

10. Are you aware of the City's current plans to enhance the downtown?

- a. Yes
- b. No

III. COMMUNITY SERVICES AND FACILITIES



h. Other (please specify) 0 1 2 3

13. Approximately how often do you use each of the following? (Circle the one best number for each item.)

	NEVER	SELDOM	MONTHLY	WEEKLY	DAILY
a. Car	1	2	3	4	5
b. Bus	1	2	3	4	5
c. Shuttle and van service	1	2	3	4	5
d. Car or vanpool	1	2	3	4	5
e. Flexible work hours	1	2	3	4	5
f. Other (please specify)	1	2	3	4	5

14. How often would you be willing to use any of the following, on a scale from "never" to "often"? (Circle the one best number for each category.)

	DONT KNOW	ALREADY USE	NEVER	SOMETIMES	OFTEN
a. Bus	0	1	2	3	4
b. Shuttle & van service	0	1	2	3	4
c. Car or van pool	0	1	2	3	4
d. Flexible work hours	0	1	2	3	4
e. Other (please specify)	0	1	2	3	4

V. HOUSING



Thanks for your patience so far. How do you feel about Covina's housing situation? Housing is the focus of this next group of questions.

15. A number of ways to improve housing opportunities for low and moderate income residents and senior citizens in Covina have been proposed. Which of the following would you support on a scale from "would not support" to "strongly support." (Circle one answer for each category.)

	DONT KNOW	WOULD NOT SUPPORT	MODERATELY SUPPORT	STRONGLY SUPPORT
a. Require that projects include a percentage of affordable housing	0	1	2	3
b. Permit more units to be built on lots zoned for apartments or condos if a percentage of affordable units is included	0	1	2	3
c. Encourage more renter-occupied housing to be built throughout City	0	1	2	3
d. Encourage second units on single-family lots	0	1	2	3
e. Encourage affordable senior-citizen only housing	0	1	2	3
f. Expand housing subsidy programs for seniors and low-income households	0	1	2	3

21. If you were to move today, would you prefer to stay in Covina?

- a. Yes
- b. No
- c. Not sure

22. If you are a County resident (i.e., your address is either 5 digits or in the 3000s or 4000s), do you think you and your property would benefit from being annexed into the City of Covina?

- a. Yes
- b. No
- c. Not sure
- d. Not applicable (currently City resident)

22-1. If yes, how? _____

22-2. If no, why not? _____

23. Do you think the City should encourage the annexation of unincorporated county areas?
(Circle the one best letter.)

- a. Yes
- b. No
- c. Not sure

24. Do you think the City should adopt an ordinance to encourage reasonable maintenance of private property?
(The ordinance would, among other things, discourage messy front yards and the storage of inoperable vehicles in areas visible to the public.)

- a. Yes
- b. No
- c. Not sure

25. What is your employment status? (Please circle the one best answer.)

- a. Employed (full- or part-time)
- b. Unemployed
- c. Full-time student
- d. Student and employed
- e. Retired
- f. Semi-retired
- g. Other (please specify) _____

COVINA COMMUNITY QUESTIONNAIRE RESPONSES

The Covina Community Questionnaire, which was distributed in July 1989, was prepared to identify local citizen views on various issues to assist City staff in revising the Covina General Plan. The below data are based on 332 returned questionnaires. A total of 2,208 forms were mailed to every tenth resident. The response rate was thus fifteen percent. For clarification on the questionnaire preparation, distribution and tabulation processes, contact Alan Carter, Associate Planner, City of Covina, at (818) 858-7231.

GENERAL QUESTIONS

1. How do you like living in Covina?

a. Strongly like	39.3%
b. Like	47.7%
c. Neutral	7.3%
d. Dislike	1.2%
e. Strongly dislike	.3%
f. No opinion	.3%
No answer	3.9%

2. Please circle the number that best expresses your assessment of the importance of the areas of concern or issues listed below. Add additional issues at the bottom if you wish. (Question 11 provides an evaluation of specific City services and facilities.)

	<u>No Concern</u>	<u>Minor Concern</u>	<u>Moderate Concern</u>	<u>Major Concern</u>
a. Paying for basic City services	16.3%	26.1%	35.2%	22.5%
b. Overdevelopment	4.4%	15.4%	29.2%	50.9%
c. Traffic	5.0%	14.3%	31.5%	49.2%
d. City appearance	4.5%	8.4%	33.2%	53.9%
e. Maintaining private property (yards, lawns, bldg. appearance)	5.5%	9.7%	30.7%	54.0%
f. Maintaining City commercial & industrial base	7.4%	16.5%	42.6%	33.5%
g. Parks, open space & recreational facilities	7.4%	9.6%	37.0%	46.0%
h. Preserving historic sites & areas	9.4%	21.6%	35.8%	33.2%
i. Abundance of remaining un- incorporated areas	11.8%	32.6%	32.9%	22.7%
j. Providing ample commercial uses for local residents	11.6%	32.0%	39.9%	16.5%
k. Stability & vitality of downtown	4.5%	20.3%	42.1%	33.1%
l. Housing costs & availability	6.2%	17.6%	34.0%	42.2%
m. Housing types & distribution	5.2%	11.8%	35.6%	47.4%
n. Other (please specify)				

(Moderate or Major Concern for all responses)

6. How do you generally get downtown?

a.	Car	91.7%
b.	Bus	1.5%
c.	Walk	5.5%
d.	Bicycle	.6%
e.	Cab	.6%

7. What are your main reasons for going downtown?

a.	Work	3.1%
b.	Shop	20.8%
c.	Personal services (e.g., barber, dry cleaner)	9.8%
d.	Financial services (e.g., banks, investments)	17.5%
e.	Medical and/or dental services	12.9%
f.	Business and/or legal services	4.8%
g.	Governmental services and/or utilities	5.3%
h.	Restaurants	8.5%
i.	Church	3.2%
j.	Entertainment	4.3%
k.	Visiting friends, family, etc.	1.5%
l.	Commuting route	6.9%
m.	Library	1.0%
n.	Volunteer services	.1%
o.	Pleasure (e.g., walking, biking)	.3%

8. What do you like about downtown Covina?

a.	Parking	8.0%
b.	Historical image, clean and attractive	33.2%
c.	Business community	26.0%
d.	Good transportation services	.8%
e.	Emergency centers	2.4%
f.	Close by residential areas	16.7%
g.	Safe environment at night	2.7%
h.	Friendly atmosphere	8.5%
i.	City services	1.9%

9. What changes or improvements would you like to see in the downtown.

Parking & circulation improvements on Citrus Avenue	31.9%
Build more off street parking	20.8%
Clean up existing parking lots, streets and alleys	5.8%
Need store facade enhancements	17.6%
Need pedestrian amenities & right of way improvements	3.2%
Make Citrus Ave. into a Pedestrian Mall	3.2%
Need better variety of stores & eating establishments	10.9%
Expand existing uses & have more community development	.5%
Need better public transportation program	.7%
Need better security/police patrol	1.2%
Need homeless shelter	.7%
Have a more aggressive city promotional program	1.2%
Restrict/limit commercial development	.9%
Include bike lanes	.2%
Overall design of downtown needs changing	1.4%

TRANSPORTATION

12. A number of ways to reduce traffic congestion are listed below. On a scale from 1 to 3, with 1 being "not very effective" and 3 being "very effective," how would you rate the following traffic reduction measures?

	<u>DONT KNOW</u>	<u>NOT VERY EFFECTIVE</u>	<u>MODERATELY EFFECTIVE</u>	<u>VERY EFFECTIVE</u>
a. Increase bus transit	23.4%	30.6%	28.9%	17.2%
b. Increase shuttle and van services	21.4%	15.6%	33.7%	29.3%
c. Increase car or van pools	20.5%	29.2%	32.6%	17.7%
d. Improve City streets	12.2%	19.4%	35.4%	33.0%
e. Establish commuter rail system on existing railroad tracks	25.6%	20.7%	14.4%	39.3%
f. Limit development	13.4%	18.4%	27.1%	41.1%
g. Flexible work hours for employees	18.9%	16.5%	25.6%	38.9%
h. Other (please specify) _____				

(Moderately to Very Effective for all responses)

Use of cabs	23.5%
Better use of traffic lights (synchronized)	29.4%
Stop high density building	5.9%
Enforce traffic laws	8.8%
Encourage truck deliveries at night	14.7%
Flexible school hours to lessen traffic in the a.m.	17.6%

13. Approximately how often do you use each of the following?

	<u>NEVER</u>	<u>SELDOM</u>	<u>MONTHLY</u>	<u>WEEKLY</u>	<u>DAILY</u>
a. Car	2.8%	2.1%	.7%	3.2%	91.2%
b. Bus	81.5%	12.3%	2.3%	1.0%	3.0%
c. Shuttle and van service	86.5%	11.8%	.7%	.7%	.3%
d. Car or vanpool	78.2%	13.1%	3.0%	2.0%	3.7%
e. Flexible work hours	68.3%	6.8%	4.3%	4.6%	16.0%
f. Other (please specify) _____					

(Weekly or Daily for all responses)

walk	42.1%
cab	15.8%
bike	42.1%

16. On a scale from 1 to 3, to what extent do you feel the following housing types should be built in Covina over the next 25 years?

	<u>DONT KNOW</u>	<u>NONE NEEDED</u>	<u>SOME NEEDED</u>	<u>MANY NEEDED</u>
a. Single-family detached units	4.6%	14.1%	43.1%	38.2%
b. Condominiums and townhouses	4.4%	39.9%	47.3%	8.4%
c. Apartments	5.4%	59.7%	28.5%	6.4%
d. Mobilehome parks	8.3%	59.7%	26.7%	5.3%
e. Second units on single-family lots	7.5%	55.6%	25.8%	11.2%
f. Other (please specify) _____				

(Some or Many Needed for all responses)

More HUD Housing	50.0%
Senior citizen housing exclusively	33.3%
Lower income housing for first time home owners	5.6%
Let property owners maximize densities	11.1%

17. What do you think the City should do with its relatively high percentage of medium to high density developments (i.e., apartments, condominiums and townhouses?)

a. Nothing - allow development to continue at current pace.	13.8%
b. Reduce slightly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	21.7%
c. Reduce greatly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	62.2%
d. Other (please specify) _____	
Get rid of them	.7%
Stop all future high density building	1.3%
Take each one on its own merits (get rid of some and keep others)	.3%

BACKGROUND INFORMATION

18. HOW LONG HAVE YOU LIVED IN COVINA?

a. 0 - 5 years	21.6%
b. 6 - 10 years	13.3%
c. 11 - 20 years	21.6%
d. 21 - 30 years	23.1%
e. 31 + years	20.4%

24. Do you think the City should adopt an ordinance to encourage reasonable maintenance of private property? (The ordinance would, among other things, discourage messy front yards and the storage of inoperable vehicles in areas visible to the public.)

a. YES	90.7%
b. NO	6.2%
c. NOT SURE	3.1%

25. What is your employment status?

a. Employed (full- or part-time)	70.5%
b. Unemployed	1.6%
c. Student and employed	2.5%
d. Retired	20.2%
e. Semi-retired	5.0%
f. Disabled	.3%

25-1. If employed full- or part-time:

25-1a. In what city or community do you work?

Covina	25.4%
San Gabriel Valley (other than Covina)	46.8%
Inland Empire	1.2%
Orange County	6.0%
South Bay	.4%
Los Angeles area (central & western)	16.9%
San Fernando Valley	2.0%
Long Beach area	1.2%

25-2b. How do you get there?

Car	91.3%
Walk	2.1%
Carpool	1.7%
Bus	4.6%
Cab	.4%

Thank you for taking the time to complete the questionnaire. Your answers will provide City officials with important information that will be considered in making decisions about Covina's future physical development. Feel free to use the space below to make any additional comments about Covina or about the questionnaire.

The following weaknesses and general points about the City were identified:

	<u>%</u>
1. Too much development/too much traffic/too many people	16.8%
2. Need improvement to and/or better maintenance of infrastructure or public places/facilities.	5.6%

The following strengths about Covina were identified:

21. City has good name/good image.	2.0%
22. Small town atmosphere/friendly people/quiet residential community.	2.8%
23. City is clean.	.8%
24. City is safe.	.8%
25. Services and/or programs are good.	1.6%
26. Nice/quaint downtown.	.4%
27. Civic pride/community involvement.	.4%
28. Responsive City leadership.	1.2%
29. Helpful City Staff.	3.6%

GENERAL PLAN QUESTIONS AND ANSWERS



CITY OF COVINA PUBLIC FORUMS ON GENERAL PLAN UPDATE

MAY 22 AND JUNE 12, 1989, 7:30 P.M.
JOSLYN SENIOR CITIZENS CENTER
815 N. BARRANCA AVE., COVINA

1. What is the General Plan?

The General Plan is a document that will guide Covina's growth and development over the next 20-25 years. The general Plan, which is adopted by the City Council, covers many topics such as spatial distribution of land uses, major public facilities and widths of future streets.

2. Why is Covina updating its General Plan and what is my role in the process?

Covina's current General Plan was adopted in 1971. We are revising it in recognition of the changes that have occurred in the community and to better guide and regulate future Growth. Citizen participation is an important part of the General Plan update process because the Plan's goals, policies, programs and standards are based on community values and needs. City officials believe that public forums will provide you with good opportunities for being heard.



CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

Handout No. 2

QUESTIONS FOR DISCUSSION

COVINA GENERAL PLAN UPDATE PUBLIC FORUMS

MAY 22 AND JUNE 12, 1989, 7:30 P.M.

JOSLYN SENIOR CITIZENS CENTER

815 NORTH BARRANCA AVENUE, COVINA

I. HOUSING

1. How much more housing does the City want or need? Over the last eight (8) years we have provided 1,663 new housing units (approximately 200/year). The Southern California association of Governments with City concurrence has established 976 dwelling units as the City's share of regional housing needed over the next five (5) years. Is this too much, too little, or just enough?
2. What type of new housing do we want or need? Should we encourage single-family detached houses, condominiums/townhouses, apartments, mobilehomes, group quarters or other types of housing? Are the housing types that are sought consistent with Covina's current and future "residential image." Where should new housing be directed? Should we seek to preserve old houses in areas such as the downtown?
3. How much more "affordable" housing and senior citizen housing is needed? Where should it be located? Also, how does the City feel about second units on single-family lots, factory-built housing and density bonus provisions as a means of providing affordable housing?
4. In prioritizing the City's housing programs, which segment deserves the greatest assistance? Which segment is next? Also, what is the most effective way to assist in the repair of substandard units? Should we continue to assist low income homeowners in maintenance expenses? Should we acquire rundown apartments, restore them and convert them to senior citizen use?

AP H-3

TRANSCRIPT OF CABLE TELEVISION COMMERCIAL
FOR COVINA GENERAL PLAN UPDATE PUBLIC FORUMS

A 30-second commercial on the second General Plan Update Public Forum aired on the local public information cable TV channel the week of and week before the June 12, 1989 meeting. In the commercial, different buildings and areas of Covina were shown as an announcer read the following message:

"Attention Covina residents! Do you like the development and changes that have occurred in Covina? Have you ever wanted to tell the City about the type of community you want to live in? Your chance is coming up. Covina is revising the City's General Plan. There will be a public forum in the Joslyn Senior Center on Monday, June 12th at 7:30 p.m., which will allow you to tell the City about what issues you feel are important. If you have any questions, contact the Planning Division at 331-0111."

At the end of the commercial, the following was illustrated on the screen:

City of Covina's
General Plan Meeting
Joslyn Senior Center
815 N. Barranca Avenue
June 12th 7:30 p.m.
Info: 331-0111 ex. 231

San Gabriel Valley Tribune, April 13, 1993

Covina

**Public hearing to focus
on housing needs**

The first in a series of public hearings to consider the city's housing needs will be held 7:30 p.m., today at City Hall, 125 E. College St.

The hearing is expected to focus on those sections of the city's housing plans which cover background information, existing housing stock and condition, community characteristics and trends, household characteristics and analysis of potential housing sites for all income levels.

The housing element is a blueprint for how local governments meet their fair share of the region's affordable housing needs, as determined by the Southern California Association of Governments.

Cities are required to submit housing elements to the state every five years. The last time Covina submitted the document was in 1984.

Covina's future housing needs are estimated at 150 for very low income households, 191 for low income, 173 for moderate income and 462 for upper income.

However, the city's proposal only provides for 385 units — 197 for moderate income households and 188 for upper income.

According to the state housing element law, if the objectives fall below the regional housing needs assessment, then the city must identify sites in which the needed units could be built.

NOTICE ON COVINA GENERAL PLAN UPDATE

ARE YOU INTERESTED IN COVINA'S FUTURE DEVELOPMENT?

The Covina Community Development Department, Planning Division currently is updating the Covina General Plan, and any input you may have would be welcome. The General Plan is a document that serves as a guide and as a blueprint for the community's physical development over the next twenty years. For example, the Plan determines why shopping centers and apartments are built in some areas but not others and determines the reason behind a particular new condominium complex's number of units. Besides guiding the location and size of developments, the General Plan's goals, objectives, policies, and standards also shape building design and appearance, street widths, future park and public facility sites and features, plus other elements that compose Covina's urban structure. All planning-related decisions must conform to the General Plan, which is undergoing extensive revision to better guide future growth. Ultimately, all changes must be approved by the City Council.

As part of the citizen participation component of the General Plan update, the Planning staff already have received a great deal of information on community views and needs through questionnaires, public forums, press releases, a cable TV commercial, and general discussions at City Hall. However, if you have any additional matters that you would like to bring to the City's attention or if you would like to be placed on the General Plan public hearing mailing list, feel free to contact the Planning Division at (818) 858-7231 DURING NORMAL PUBLIC SERVICE HOURS. (For your information, the upcoming Planning Commission and City Council General Plan hearings will be advertised in the Covina-Highlander Press-Courier Newspaper and notices will be posted at City Hall and at the City Library.) Or, you may wish to give Planning a call simply to find out about the General Plan update process. Remember, if you have any questions or concerns about future Covina development or about the quality of life in the community, now is the time to inquire!

CITY OF COVINA

NOTICE OF PUBLIC FORUM ON GENERAL PLAN UPDATE

Persons, organizations and groups that are interested in shaping Covina's future physical development are invited to express their views on local planning issues, problems, goals and policies at one of two Public Forums. The Forums, which are being conducted by Covina staff planners, will provide City officials with needed public input that will be considered in writing Covina's new General Plan. The General Plan is a multi-faceted document that establishes a community's long-range (i.e., 15-20 years into future) development patterns and building standards. Covina is now thoroughly revising its General Plan primarily to better guide and regulate future growth. Public views are an important part of the update process. So come on out and let City officials know what you think the Covina of the 21st Century should look like. All views are welcome.

The Forums will be held on Monday, May 22, 1989 at 7:30 P.M. and Monday, June 12, 1989 at 7:30 P.M., in the auditorium of the Joslyn Senior Citizens' Center, 815 North Barranca Avenue, Covina.

Further information may be obtained from the Covina Planning staff at (818) 331-0111, extension 231, between 8:00 A. M. and 12:00 P.M.



CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

April 25, 1989

Mr. Lee Garber
San Gabriel Valley Daily Tribune
P.O. Box 1259
Covina, Ca. 91722

Subject: Press Release on Public Forums for
Covina General Plan Update

Dear Mr. Garber:

The City of Covina requests that the attached press release be published in the Tribune between May 8 and May 19, 1989. Publishing the press release or including it in an article will be of interest to your readers and facilitate maximum citizen participation at the upcoming public forums.

Thank you for your assistance. If you have any questions about this request or if you are interested in preparing an article on the subject, feel free to contact either myself or Hal Ledford, City Planner, at (818) 331-0111, extension 231. Please let us know if and when the press release is published.

Sincerely,

MICHAEL A. MARQUEZ
Community Development Director

Alan R. Carter

ALAN R. CARTER
Assistant Planner

ARC:mrw

CC: Michael A. Marquez, Community Development Director
Hal B. Ledford, City Planner
Shelby McDade, Assistant Planner

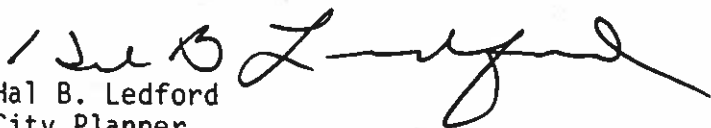
AP J-9

CITY OF COVINA
INTER OFFICE MEMORANDUM

TO: H.C.D.A. ADVISORY COMMITTEE
FROM: CITY PLANNER
DATE: MAY 3, 1989
SUBJECT: UPDATE OF THE COVINA GENERAL PLAN HOUSING ELEMENT

The City is undertaking a comprehensive update of the Covina General Plan. The General Plan serves as the "constitution" for local development. It will guide development over the next 15 - 20 years. The plan contains chapters called elements which address land use, circulation, housing, seismic safety, and other major areas of community interest. We would like to ask the H.C.D.A. Advisory Committee a number of questions concerning housing issues. Your responses will be used to help us develop prospective goals, policies and objectives for housing the community. These will ultimately be presented to the City Council for final consideration.

For your meeting in May we hope that the attached list of questions will stimulate an open discussion and the presentation of a variety of ideas. Staff will then prepare a written summary of the discussion. Next month we anticipate your review of the summary and final refinement of your recommendations.


Hal B. Ledford
City Planner

HL:jr

CC: Mike Marquez, Community Development Director
Clyde Hasemeyer, H.C.D.A. Coordinator

Attachment

**EXHIBITS HAVE BEEN OMITTED HERE
(BECAUSE OF THE FOCUS OF THIS APPENDIX).**

CITY OF COVINA

INTER-OFFICE MEMORANDUM

March 3, 1989

TO: MEMBERS OF THE HOUSING SUBCOMMITTEE (COUNCILMEN MORGAN
AND COFFEY, AND COMMISSIONERS ROGERS AND PITMAN)
A.C.

FROM: ALAN CARTER, ASSISTANT PLANNER

SUBJECT: FIRST SUBCOMMITTEE MEETING

A meeting of the Subcommittee has been scheduled for March 9, 1989 at 7:30 P.M. in the Council Chamber.

The focus of the meeting will be the attached thirteen questions. Subcommittee members should attempt to answer as many questions as possible and focus only on the issues at hand. Also, each questions should be approached from a conceptual, rather than site-specific standpoint. (A few exceptions to this rule may be made.) Therefore, detailed land use and road maps have not been provided. Because site-specific land use and street studies will be necessary in subsequent General Plan activities, however, the Subcommittee should discuss how this material could most clearly be presented. (Staff has suggestions on presenting land use and circulation data.)

Subcommittee members should bring the recently distributed Covina Zoning Map to the meeting. For your convenience the current General Plan Land Use Map is enclosed.

8. How much more "affordable" housing and senior citizen housing is needed? Where should it be located? How is it to be provided? What type should it be? Also, how does City feel about second units on single-family lots, factory-built housing and density bonus provisions as a means of providing affordable housing?
9. What is the best way to deal with incoming poor households (and perhaps the homeless) who seek housing in Covina?
10. Should the City devote more CRA monies to low and moderate income housing?
11. What strategy should the City follow?
 - A. Preserve and seek to rehabilitate older housing, especially buildings deemed suitable for low- and moderate income persons.
 - B. Encourage or allow for the rebuilding of older structures with new, modern housing complexes.
12. What is the most effective method of assisting in the repair of substandard housing units?
13. The City has many 100' x 300' residential lots dating from the 40's and 50's. Should development of these lots be encouraged with condominiums? Alternatively, should we permit 3-4 dwelling units (very low density) where the overall density matches surrounding levels?

CITY OF COVINA
INTER-OFFICE MEMORANDUM

April 7, 1989

TO: DEPARTMENT AND DIVISION HEADS
FROM: ALAN CARTER, ASSISTANT PLANNER
SUBJECT: LISTING OF INFORMATION PLANNING NEEDS FOR
GENERAL PLAN UPDATE

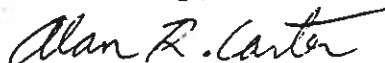
Pursuant to the Community Development Director's memorandum dated February 23, 1989 (see attached copy), the following correspondence discusses what information the Planning Division needs from you in order to update the Covina General Plan. The requested data is organized in a question and answer format on page 3. As mentioned in the previous memorandum, the staff needs this information to develop an adequate data base and to create viable City planning goals, policies and programs. Your cooperation is greatly needed.

Either myself or another planner will meet with you within the following four weeks to clarify some of the questions and to collect as much information as possible. Data that cannot be furnished at the meeting can, or course, be sent to Planning at a later date. I recommend looking over the questions before the meeting. You may wish to start answering some of the questions in advance in order to speed up the process.

You will receive a call within a few days from a Planning staff member who will arrange the necessary meeting.

Again, your cooperation in this matter would be most appreciated. If you have any questions, please contact me at extension 231.

Sincerely,



ALAN R. CARTER
Assistant Planner

ARC:mrw

CC: Administration	Police
Building	Public Works
Community Resources	Transportation and Code
Covina Redevelopment Agency	Enforcement Officer
Finance	Chamber of Commerce
Fire	Historical Society
H.C.D.A.	

Michael A. Marquez, Community Development Director
Hal B. Ledford, City Planner

INFORMATION AND ITEMS NEEDED FROM ADMINISTRATION DEPARTMENT

1. City Budget for fiscal year '88/'89.
2. City organizational chart and number of employees in each Department/ Division (if not specified in Budget).
3. Availability of any public surplus land that could be used for housing.
4. Information on City Emergency Preparedness Plan, if available.
5. Administration's view on where City is headed from a fiscal standpoint.
6. Should the City more actively encourage unincorporated territories to be incorporated into the City?
7. Do you have any thoughts on what are the most cost effective ways to provide services and capital facilities needed by new developments?
8. Feelings about past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the update process.
9. Discussion of what you believe are existing major commitments (or "givens") and policy constraints relating to planning, development and land use matters.
10. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM COMMUNITY RESOURCES DEPARTMENT

1. Information on existing public and private parks, public open space and recreational facilities.
 - a. Name, type, location, size and amenities of each facility, including joint park/school sites.
 - b. Condition of each facility.
 - c. Population served for each park and overall park system.
 - d. Assessment of future park/recreation needs.
 - e. Identification of public access points to special open space facilities or water bodies (e.g., Walnut Creek).
2. Local, county, state and federal plans and proposals for construction and/or improvement of public parks and recreational facilities.
3. Analysis as to what can be done to resolve the City's current park/open space deficiency. (Should more parks be developed? If so, what type? How many more? What areas are suitable for park and recreation purposes? How should they be financed? Should City follow the Quimby Act?)
4. Inventory of any recreation trails (e.g. horse, biking and pedestrian) in City.
 - a. Type, location and amount of usage.
 - b. Population served and assessment of current needs.
 - c. Listing of any trails, by type and location, proposed by and/or developed under the California Recreational Trails Plan of 1978.
5. Copies of the following documents:
 - a. California Recreational Trails Plan of 1978.
 - b. 1988 Update of California General Recreation Plan.
 - c. California Department of Parks and Recreation Survey of Recreation Facilities, Programs, etc. (from 1986 or '87) for California cities.
6. Identification of areas of outstanding scenic beauty, if known.
7. Listing of general types of existing and needed recreation and human service programs and cultural resources (e.g., museums and senior citizen and youth centers) the Department offers.
8. Analysis of how the City's soon-to-be library service deficiency can be resolved. (Should the library be expanded?) Discuss existing and needed services the library provides.

INFORMATION AND ITEMS NEEDED FROM COVINA REDEVELOPMENT AGENCY

1. Current project area plans and verification of boundaries.
2. Overall "Redevelopment Plan" and map plus general CRA policies and strategies.
3. General information on existing and future positions to be taken on residential, commercial and industrial developments.
4. How is the Agency now applying its money to be used for low and moderate income housing? Should more money be spent for this purpose? Also, is there any public surplus or vacant land available for housing?
5. Feelings about City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.
6. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to redevelopment, planning, development and land use matters.
7. Any other available pertinent information.

INFORMATION NEEDED FROM FINANCE DEPARTMENT

1. Key economic and employment characteristics and trends:
 - a. General condition of local economy now and in near future.
 - b. Top retail sales tax generators.
 - c. Existing and projected taxable retail sales, including retail sales for overall City, different areas, and per capita.
 - d. Other information.
2. General information on economic and functional state of major City services (e.g. water, refuse, public safety).
3. Pertinent trends in revenues and expenditures.
4. Future role of user fees, assessment districts, etc. in meeting fiscal needs.
5. Fiscal issues in planning for growth/change:
 - a. The amount of expenditures and number and type of services that are needed per 1,000 population or 50 jobs increase, if available.
 - b. Any information on how future development impacts property and sales tax conditions and projections.
 - c. The City's ability to finance future capital improvements (i.e., water, sewer and wastewater systems and street widening projects).
6. Feelings about the City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.
7. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to finance, planning, development and land use matters.
8. Any other available pertinent information.

INFORMATION NEEDED FROM HOUSING AND COMMUNITY DEVELOPMENT DIVISION

1. Compilation of all local, state and federal housing programs currently offered by the City:
 - a. Number of people being assisted and program prerequisites and guidelines.
 - b. Number and location of complexes and units that participate in housing programs.
 - c. Funding trends and future prospects for programs.
 - d. Which housing programs have been most successful? Why?
 - e. Los Angeles County housing programs that serve Covina unincorporated islands and territories.
2. Information on housing organizations City deals with (e.g., County Housing Authority and Fair Housing Council).
 - a. Name and type of assistance provided.
 - b. Is the assistance useful? Why?
3. Copy of Covina Housing Assistance Plan with brief explanation of key parts.
4. Analysis of City's compliance with 1983 SCAG RHAM.
5. Does City have enough "affordable" housing for low and moderate income persons and/or senior citizens? If no, how much more is needed? What type should it be? Where should it be located? How is it to be provided? Also, should more CRA money be devoted to low and moderate income housing.
6. What are the most effective strategies/programs for dealing with Covina's housing stock, especially in light of the fact that there probably will be an increasing number of deteriorating structures?
7. Information on the following:
 - a. Vacant or underutilized land or government surplus property that could be used for housing.
 - b. Market conditions, housing costs, rents, mortgages and vacancy rates.
 - c. Existing and future special housing needs, areas with overcrowding and level of payment compared to ability to pay or the estimated number of people in City earning under 80% of the county median income who pay 30% of their income in housing.
8. Discussion of pertinent HCDA housing policies, strategies and/or priorities.

INFORMATION NEEDED FROM POLICE DEPARTMENT

1. Identification of "high crime areas", if known.
2. Information on the total Police Department service area, response times, adequacy of police facility, personnel (including the number of sworn officers and reserves) and officers per 1,000 population. Is the officer per population ratio sufficient? If not, what could be done to resolve the deficiency?
3. Additional information on:
 - a. Animal control services and programs.
 - b. Crime prevention and neighborhood watch programs.
 - c. Patrolling practices on Azusa. (Does City or Highway Patrol have jurisdiction?)
 - d. Any special service agreements with County or nearby cities.
 - e. Areas with relatively high number of auto accidents.
 - f. Any expansion plans for Police Station.
4. Identification of areas where many noise or other complaints are received.
5. Are there any large private security services in the City?
6. Overview of what you believe are existing commitments and policy constraints relating to police protection, planning and development.
7. Feelings about City's past, current and future planning and development activities, including matters you feel the Planning Division needs to pay close attention to during the General Plan update process.
8. Any other available pertinent information.

INFORMATION NEEDED FROM CHAMBER OF COMMERCE

1. Listing of current top 25 employers and major financial institutions.
2. Key City business and employment/labor force characteristics and trends.
3. Market factors and trends affecting demand for commercial and industrial development.
4. Your general views on growth, development and revitalization, including an assessment of the business community's needs.
5. Your feelings about Covina's past, current and future planning and development activities, including areas you believe Planning needs to pay more attention to during the General Plan update process.
6. Any other available pertinent information.

CITY OF COVINA
INTER-OFFICE MEMORANDUM

April 22, 1992

TO: Clyde Hasemeyer, Housing Program Coordinator
VIA: Hal Ledford, City Planner
FROM: ^{A.C.} Alan Carter, Associate Planner
SUBJECT: INFORMATION REQUESTED FOR HOUSING ELEMENT

Hello, Clyde. As we mentioned to you recently, we are writing the General Plan Housing Element and would like to get from you various housing-related items and information. The information and items are needed to update and complete Planning's housing data base. When you have gathered the material or obtained the requested information, please contact Alan to arrange for a meeting. We thank you for your assistance in this matter.

The needed information and items are:

1. Regarding CRA's Rent Subsidy Program
 - a. Is the City's eligibility policy still to provide rental assistance to the disabled and to anyone, regardless of age, that is considered a very low income household, but to give priority to very low income seniors?
 - b. Have there been any changes in the Program since the Agency's 11-19-91 determination to take \$50,000 from Multiple-family Rehabilitation and put into Rent Subsidy? (Or, will the Agency spend \$350,000 this fiscal year subsidizing 86 very low income households at Village Green, as proposed?)
 - c. Of the 28 non-Village Green units or households being subsidized under the Program, generally what types of households are involved (i.e., very low income seniors, very low and low income large families, or what?) and generally where do they reside?
 - d. Pertaining to Village Green, we would like general information on the financial mechanics of the lease agreement the Agency has with Lewis/McIntyre.
2. Regarding the Agency's Rehabilitation Program
 - a. For the current fiscal year, how many loans/grants will be given out?

b. Total number of households, by income category, if available, provided with Section 8 and/or CRA rental assistance from 7/83 to 6/88 and from 7/89 to 6/92. Approximately how many additional households do you believe will be provided with CRA assistance from 7/92 through 6/94?

c. Copies of the following:

- 1) 1991 Housing Authority Section 8 Tenant Directory (Exhibit C).
- 2) 1991 Section 8 Income Limits (Exhibit D).
- 3) Revised lower income census tract map, if available (Exhibit E).

CC: Michael A. Marquez, Community Development Director

CHAS QUESTIONNAIRE
Due June 21, 1991

City _____ Contact Person _____
Phone Number _____

Please provide answers to the following questions that have been developed to respond to different CHAS components. Definitions are provided at the end of the questionnaire.

MARKET CHARACTERISTICS - Answers to some of these questions may be found in your City's most recent Housing Element of the General Plan.

1) Please provide the total number of housing units in the City and of the total, the number that are rentals, owner occupied and vacant.

- * Total units 15,988
- * Rental units 6,074
- * Owner units 9,914
- * Vacant units 592

Special needs housing - Please provide information on the number of units in the City for special needs groups such as elderly and physically/mentally disabled.

- * Senior housing units _____
- * Disabled housing units _____
- * Other (see definitions for examples) _____

3) Public Housing - Please indicate the number of publicly owned housing units in the City if applicable.

4) Rehabilitation needs - Please estimate the number of housing rehabilitations completed by family type since 9/30/90.

- * Elderly _____
- * Large family (five or more) _____
- * Small family _____
- * Total rehabs _____



LOS ANGELES COUNTY CDBG BULLETIN

Community Development Commission 2525 Corporate Place, Monterey Park, California 91754

NUMBER 90-0013	SUBJECT: SECTION 8 INCOME LIMITS FOR 1990
DATE March 22, 1990	EFFECTIVE DATE: Immediately
PAGE 1 OF 2	

- TO: PARTICIPATING CITIES
- COMMUNITY-BASED ORGANIZATIONS
- COUNTY DEPARTMENTS
- CDC DIVISIONS

The following are the new Section 8 Income Limits for Los Angeles County effective as of February 16, 1990. These limits are based on the HUD estimates of the median family income for Fiscal Year 1990. The limits apply to limited clientele activities, such as housing rehabilitation, public services, public housing and Section 8 programs.

The limits for lower income families are based on 80 percent of the median income of \$38,900 for the area, with adjustments for smaller and larger families. The limits for very low-income families are based on 50 percent of the median, with adjustments for family size.

Number of Persons Per Family	Section 8 Very Low Income 50% - Median	Section 8 Lower Income 80% - Median
1	\$14,600	\$21,750
2	16,700	24,900
3	18,750	28,000
4	20,850	31,100
5	22,500	33,050
6	24,200	35,000
7	25,850	36,950
8	27,500	38,900

As a reminder, a limited clientele activity is defined as an activity which benefits a specific population and other records concerning individuals receiving assistance are maintained. Income documentation must be maintained on each client served under these activities with the exception of activities directed to groups that are presumed to be low- and moderate-income. Eligibility is generally presumed for abused children, battered spouses, as well as, elderly, handicapped and homeless persons.

NATURAL RESOURCES STUDY

FOR THE

COVINA GENERAL PLAN NATURAL RESOURCES AND OPEN SPACE ELEMENT



PREPARED BY:
TIERRA MADRE CONSULTANTS

COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (GENERAL PLAN UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
DAVID R. LAW, FORMER PLANNING AIDE

APRIL 1993
REVISED MARCH 1994

FINAL REVISION MAY 1998

APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -

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City of Covina General Plan
Biological assessment

Robin E. Bishop
Lawrence F. LaPre PhD
Tierra Madre Consultants Inc.

Introduction

This report was contracted by the City of Covina to provide the baseline data necessary for consideration of a new General Plan document for the City. Biological resources of the City are described, and recommendations are made for compatible land use designations, pre-development survey requirements, and mitigation measures intended to minimize adverse impacts to important biological resources. Recommendations are also made for incorporation of biologically sensitive areas into the Open Space and Conservation element of the General Plan.

Methods

A literature review was conducted to identify any sensitive elements which are known to occur in the vicinity of Covina. This included a review of the computerized records of the California Natural Diversity Data Base (Data Base), which maintains records of sensitive species from all areas of the state. The Los Angeles County report on Significant Ecological Areas, which describes important biological resources on a regional basis, was also reviewed.

Following the literature review, aerial photographs taken in 1985 were obtained for the eastern portion of the Covina General Plan study area and reviewed to determine the locations of natural lands, riparian vegetation, and major groves of trees, whether ornamental or native. These sensitive areas were then plotted onto a base map of the study area.

A field survey was conducted by R. Bishop.

Twenty hours were spent performing vehicular surveys to locate major areas of biological interest within the study area. Areas of importance were inspected briefly on foot. The intent of the field work was to obtain an overview of sensitive sites rather than to prepare a detailed inventory of each site.

Information was incorporated from the City's Parks and Recreation Department, Planning Department, Los Angeles County SEATAC guidelines, and selected Environmental Impact Reports prepared within the study area. In addition the Los Angeles County Parks and Recreation Department and Southern California Automobile Club, were consulted for information regarding park locations and resources available within the parks. The soil survey for Los Angeles County was also consulted to determine whether unique soils known to support rare plant species are

grassland, introduced ornamentals, coast live oaks, and riparian woodland. These elements, in conjunction with one another, provide good habitat for a variety of organisms.

One of the most significant ecological resources in the study area is the riparian woodland community. Riparian communities such as that present in Walnut Creek are of high biological value as they support a wide variety of plant and animal species. Thomas et al. (1977) described common characteristics of riparian zones which are applicable to the Walnut Creek Regional Park and Wingate Park areas:

- (1) They create well defined habitat zones within the much drier surrounding areas.
- (2) They make up a minor proportion of habitat types in the region.
- (3) They are generally more productive per acre of biomass - plant and animal - than the remainder of the area.
- (4) They are a critical source of diversity within the ecosystem.

Riparian zones provide wildlife and aquatic life with four basic habitat components: water, food, cover, and space essential to viable fauna populations. The location of these components in close proximity to each other contributes to the importance of riparian habitat to wildlife populations. Riparian ecosystems are critical for many plants and animals to flourish or even survive.

Riparian areas also provide movement corridors, food, cover, and nesting or denning habitat for several species of reptiles, mammals, birds, and amphibians. Riparian areas are especially important to birds of prey such as red shouldered hawk, Cooper's hawk, great horned owl, red-tailed hawk, as well as many others. Birds of prey utilize these areas for roosting, nesting, and foraging sites. Riparian areas are also utilized by migratory songbirds, wintering birds, and amphibians.

Another important community is the coast live oak woodland which typically grows in ravines or on north-facing slopes, supported by mesic soil and moderate weather conditions. Oaks are valuable wildlife habitat as they provide food, cover, and nesting or denning habitat for several species of reptiles, birds, and mammals.

Acorns are an important food source to local wildlife as they are high in caloric density and can be obtained with little energy expenditure. The leaves and twigs of oaks are a valuable browse material for foraging mammals. A variety of insect species which are fed upon by reptiles, birds, and insectivorous mammals, are attracted to oak trees. Oaks are utilized as thermal cover by several mammal species and as escape cover by reptiles, birds, and mammals. The extensive canopies and dense

Table 1. Sensitive species of the City of Covina.

Species & Habitat	Status*	Occurrence Probability**	Number of Sightings
<u>Vireo bellii</u> <u>pusillus</u> Least Bell's vireo Riparian, thickets	1) E 2) CE	Low	0
<u>Phrynosoma coronatum</u> <u>blainvillei</u> San Diego horned lizard Sandy areas in grassland or brush	1) C2 2) CSC	Low	0

* Status Designations are defined below.

** For definitions of Occurrence Probability, see following page.

STATUS DESIGNATIONS

1) FEDERAL DESIGNATIONS

- E = Federally listed, endangered
- T = Federally listed, threatened
- C1 = Category 1 candidate species. Enough data are on file to support the federal listing.
- C2 = Category 2 candidate species. Threat and/or distribution data are insufficient to support federal listing.

2) STATE DESIGNATIONS

- CE = State listed, endangered
- CT = State listed, threatened (previously listed as rare)
- CP = Fully protected under California Fish and Game Code, Sections 3511, 4700, 5050, 5515
- CSC = California Department of Fish and Game Species of Special Concern

The range of the San Diego horned lizard extends from near the coastline eastward through the interior valleys and plains to the slopes of the San Bernardino, San Jacinto, and Santa Rosa Mountains. This species is also known from western San Diego County but is absent from southern California deserts. Preferred habitat consists primarily of grassland, coastal sage scrub, and chaparral. It is rarely found under closed-canopy, evergreen cover. Open stretches of sandy soil used for basking, cover, and social behavior, are apparently a critical habitat component. Ants are the primary food of this species, although it will also feed on other insects. While no San Diego horned lizards were observed during the field survey, the Data Base reports an historic occurrence (1949) within the City limits located within Section 10, T1S, R10W. That area was field checked. Because of the extensive development, no suitable habitat was found. Populations of this lizard are declining due to extensive collecting on wildlands and as a result of its habitat being converted to agricultural and urban uses. Few, if any, areas of the City are expected to support populations of the horned lizard, although small numbers may now be present within Walnut Creek Regional Park.

Discussion

Although the majority of the City of Covina is highly developed, opportunities exist for enhancement of biological resources in specified situations. Recommendations and suggestions for protection and enhancement of native and suburban biological communities are discussed below.

Design Considerations

1. Landscaping of public areas, common areas, street dividers, and other situations where the Planning Department has control should emphasize native plants to the extent possible. Of particular value in a development setting are the following species:

California sycamore	<u>Platanus racemosa</u>
Hollyleaf cherry	<u>Prunus ilicifolia</u>
Toyon	<u>Heteromeles arbutifolia</u>
Elderberry	<u>Sambucus mexicana</u>
Coast live oak	<u>Quercus agrifolia</u>
Mesa oak	<u>Quercus englemanni</u>
California walnut	<u>Juglans californica</u>

2. Land uses adjacent to parks should be restricted to compatible land uses such as low density residential development, schools, cemeteries, and churches.

3. Land uses adjacent to the riparian woodland, oak woodland, and suburban hillside areas should be designated as low density development and open space uses.

riparian areas. This will allow for the retention of regional wildlife movement corridors and habitat for flora and fauna which rely primarily on riparian habitats.

4. Maintain a local data base of biological information within the Planning Department. All new development or infrastructure plans should be reviewed, and in areas where ecological resources are in question, a biological study or environmental impact report should be required.

5. WE suggest that a street tree inventory be conducted in the future in order to ascertain the species, location, and number of trees that occur within the city. Oak tree locations are especially important due to their high ecological significance.

6. Require mitigation measures for the removal or destruction of oaks within the city. Mitigation measures should include replacement or transplant.

U. S. Dept. of the Interior, Fish and Wildlife Service, 1985.
"Endangered and threatened wildlife and plants: Review of
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Williams, Daniel. 1986. Mammalian Species of Special Concern in
California. Report 86-1. Prepared for California Department
of Fish and Game. Sacramento, CA.

SAFETY STUDY

FOR THE

COVINA GENERAL PLAN SAFETY ELEMENT



**PREPARED BY:
COMMUNITY DYNAMICS**

**COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:**

**MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (GENERAL PLAN UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
DAVID R. LAW, FORMER PLANNING AIDE**

**APRIL 1993
REVISED MARCH 1994**

FINAL REVISION MAY 1998

**APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -**

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I. INTRODUCTION

A. Study Area

The City of Covina is regionally situated in the eastern San Gabriel Valley of Los Angeles County. The City is approximately six (6) square miles in size and is bounded on the North by the cities of Azusa and Glendora, to the East by the City of San Dimas, to the West by the cities of Baldwin Park and Irwindale, and to the South by the City of West Covina.

B. Purpose and Use of Study

The City of Covina is located in earthquake country. Seismologist say the odds are high that a major earthquake will strike Southern California within the next twenty to thirty years. Moderate but damaging earthquakes will strike far more frequently.

The primary purpose of this Study is to identify and evaluate the safety risks to the City of Covina in order to develop programs aimed at reducing death, injuries, property damage and the economic and social dislocation resulting from seismic activity.

This Study will serve as a basis for the City of Covina to: 1) establish and implement a structural hazard mitigation program; and 2) Update the Safety Element of the Covina General Plan.

C. Authority

This Study is authorized by California Government Code Sections 8875 and 65302(g). Section 8875 requires the City of Covina to identify all potentially hazardous buildings and to establish a program for mitigation of identified potentially hazardous buildings. Section 65302(g) requires the City to develop a Seismic Safety/Safety Element for the General Plan for the protection of the Community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche and dam failure; slope instability

II. STRUCTURAL HAZARDS

A. Background

The risk to life associated with seismic events comes primarily from certain existing buildings that are vulnerable to earthquake forces. Structural damage or collapse of these types of buildings could threaten human life and jeopardize the economies of local jurisdictions, but these buildings can be identified and strengthened. Among building types that have a history of poor performance in past earthquakes are:

- o Unreinforced masonry (URM) buildings.
- o Concrete frame buildings built prior to about 1947.
- o Buildings that have long spans, irregular shapes, or weak or "soft" first stories.
- o Certain tilt-up concrete buildings.
- o Buildings that have not been properly maintained or have been weakened by modification.
- o Buildings with URM veneers.
- o Buildings located in geologically hazardous areas such as those subject to earthquake fault displacement, landslide or soil liquefaction.

Unreinforced masonry (URM) buildings in particular have performed poorly in every damaging California earthquake and are considered the foremost threat to life. Although not every URM building will collapse in a significant earthquake, a large number of them will have some degree of life-threatening failure.

URM bearing wall buildings, no longer allowed by codes, typically have four areas of weakness.

- o Masonry walls, lacking reinforcing, do not have resistance to earthquake shaking without degrading, sometimes leading to collapse. This situation can become worse in time as the bricks and mortar deteriorate.

In addition to URM structures, buildings were considered hazardous if they exhibited the following characteristics.

1. Was constructed prior to the adoption and enforcement of local codes requiring earthquake resistant design of buildings; or
2. Exhibits any one of the following characteristics:
 - o Exterior parapets and ornamentation that may fall on passers-by;
 - o Exterior walls that are not anchored to the floors, roof, or foundation;
 - o Sheeting on roofs or floors incapable of withstanding lateral loads;
 - o Large openings in walls that may cause damage from torsional forces; or,
 - o Lack of an effective system to resist lateral forces.

The requirements of the URM Law built upon, and continue beyond, steps already taken by many jurisdictions to identify and mitigate URM hazards. Under the Law, all local jurisdictions in California's Seismic Zone 4 (which includes Covina) must do the following by January 1, 1990;

Task One: Identify all URM buildings that are potentially hazardous.

Task Two: Develop and implement a mitigation program to reduce the hazard.

Task Three: Submit information on potentially hazardous buildings and hazard mitigation programs to the Seismic Safety Commission.

A main focus of this Study was the identification and evaluation, of structures (Task 1) as well as provide recommendations for a hazard mitigation program.

agency is a local official, historic preservation board or commission, a legislative body of a local agency, or the State Historical Resources Commission. "Historical property" includes object, buildings, structures, monuments, or collections thereof on existing national, state, or local historic registers of official inventories, such as the National Register of Historic Places and State Historical Landmarks.

Historic resources can be protected while reducing earthquake hazards. If such buildings have large occupancies and are hazardous, they pose a significant risk to occupants. The hazard mitigation program should give special consideration to protecting their significant features.

A comprehensive, systematic survey of structures within the City of Covina was conducted by qualified consultants and structural engineers to identify potentially hazardous structures in accordance with the Guidelines as established by the California Seismic Safety Commission. This effort included field surveys, review of City of Covina Building codes and review of building permit files.

Based upon the above, seventy two (72) structures within the City of Covina have been placed on the list of potentially hazardous structures (included in Appendix A). This determination was based upon either: 1) the appearance of the structures which exhibit the structural characteristics of a potentially hazardous structure in accordance with the Guidelines; 2) the age of the structure; and 3) the lack of building permit evidence of "retrofit activity" on older structures.

Because of the lack of building permit evidence activity on many of the older structures in the City it is difficult to determine the actual age of many structures. However, based upon redevelopment planning efforts and programs that are currently

all buildings identified as potentially hazardous will turn out to be hazardous. Owners may be able to provide evidence that a building has been strengthened, is capable of withstanding earthquake forces, or is not covered by the URM Law.

All information from building owners should be carefully reviewed. If warranted, the City may determine to remove certain buildings from the Potentially Hazardous Building List.

The final list of potentially hazardous buildings should be summarized and analyzed. There may be some benefit in categorizing these structures in terms of total number, type of use, occupancy, whether they are essential for emergency response, or other criteria.

This information should be reviewed by City Departments and/or Agencies responsible for emergency responses, for their information and comments.

When the list of hazardous buildings has been reviewed and finalized, the owners of buildings must be notified. At this time it is appropriate to review existing City policies and determine how to reduce these hazards to the community.

The program should consider improved public safety and reduced property damage after earthquakes, the costs to the jurisdiction, and costs to property owners. Building owners and the public should be involved in the development of the program. Public hearings and meetings with groups such as the Chamber of Commerce and building owners are recommended. The City Council, Planning Commission or other responsible bodies may wish to form a task force to address the issues and develop public information. Some of the features that may be part of the mitigation program includes the following:

TABLE 1
HAZARD COMPARISON OF NON-EARTHQUAKE-RESISTIVE BUILDINGS

Simplified Description of Structural Type	Relative Damagability (in order of increasing susceptibility to damage)
Small wood-frame structures, i.e. dwellings not over 3,000 sq. ft. and not over 3 stories	1
Single or multistory steel-frame buildings with concrete exterior walls, concrete floors, and concrete roof. Moderate wall openings	1.5
Single or multistory reinforced-concrete buildings with concrete exterior walls, concrete walls, and concrete roof. Moderate wall openings	2
Large area wood-frame buildings and other wood frame buildings	3 to 4
Single or multistory steel-frame buildings with unreinforced masonry exterior wall panels; concrete floors and concrete roof	4
Single or multistory reinforced-concrete frame buildings with unreinforced masonry exterior wall panels, concrete floors and concrete roof	5
Reinforced concrete bearing walls with supported floors and roof of any material (usually wood)	5
Buildings with unreinforced brick masonry having sand-lime mortar; and with supported floors and roof of any material (usually wood)	7 up
Bearing walls of unreinforced adobe, unreinforced hollow concrete block, or unreinforced hollow clay tile	Collapse hazard in moderate shocks

Source: Envicom

TABLE 2 (continued)

STRUCTURAL SYSTEMS/LATERAL LOADS

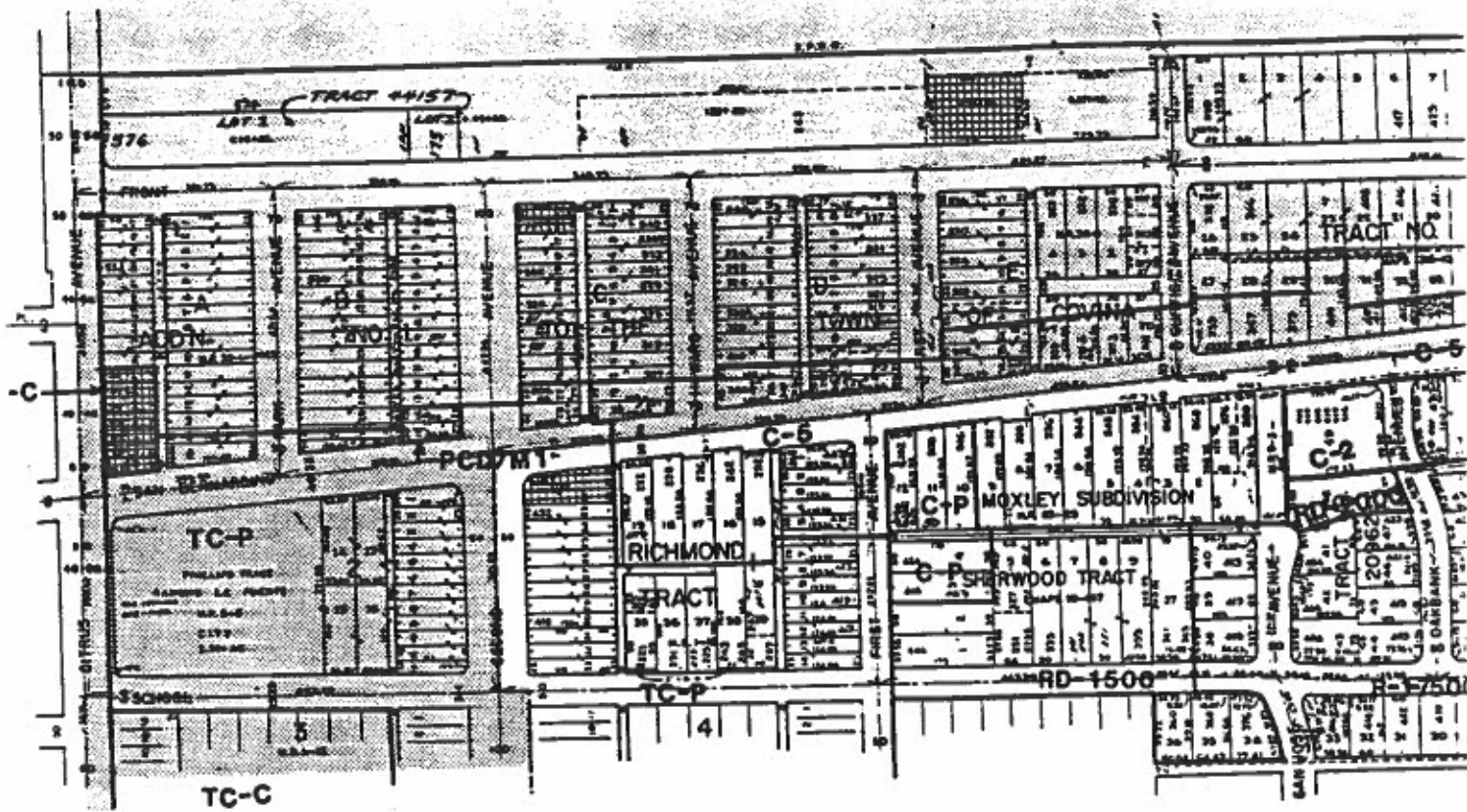
BASIC STRUCTURAL SYSTEM	LATERAL LOAD-RESISTING SYSTEM DESCRIPTION	Rw2	H3
D. Dual System	1. Shear walls		
	a. Concrete with SMRSF	12	N.L.
	b. Concrete with Concrete IMRSF	9	160
	c. Masonry with SMRSF	8	160
	d. Masonry with concrete IMRSF	7	-
	2. Steel EBF with steel SMRSF	12	N.L.
	3. Concentric braced frames		
	a. Steel with steel SMRSF	10	N.L.
	b. Concrete with concrete SMRSF	9	-
	c. Concrete with concrete IMRSF	6	-
E. Undefined Systems	See Section 2312(d) 8 C and 2312(d) 9 B	-	-

Source: Uniform Building Code. 1988

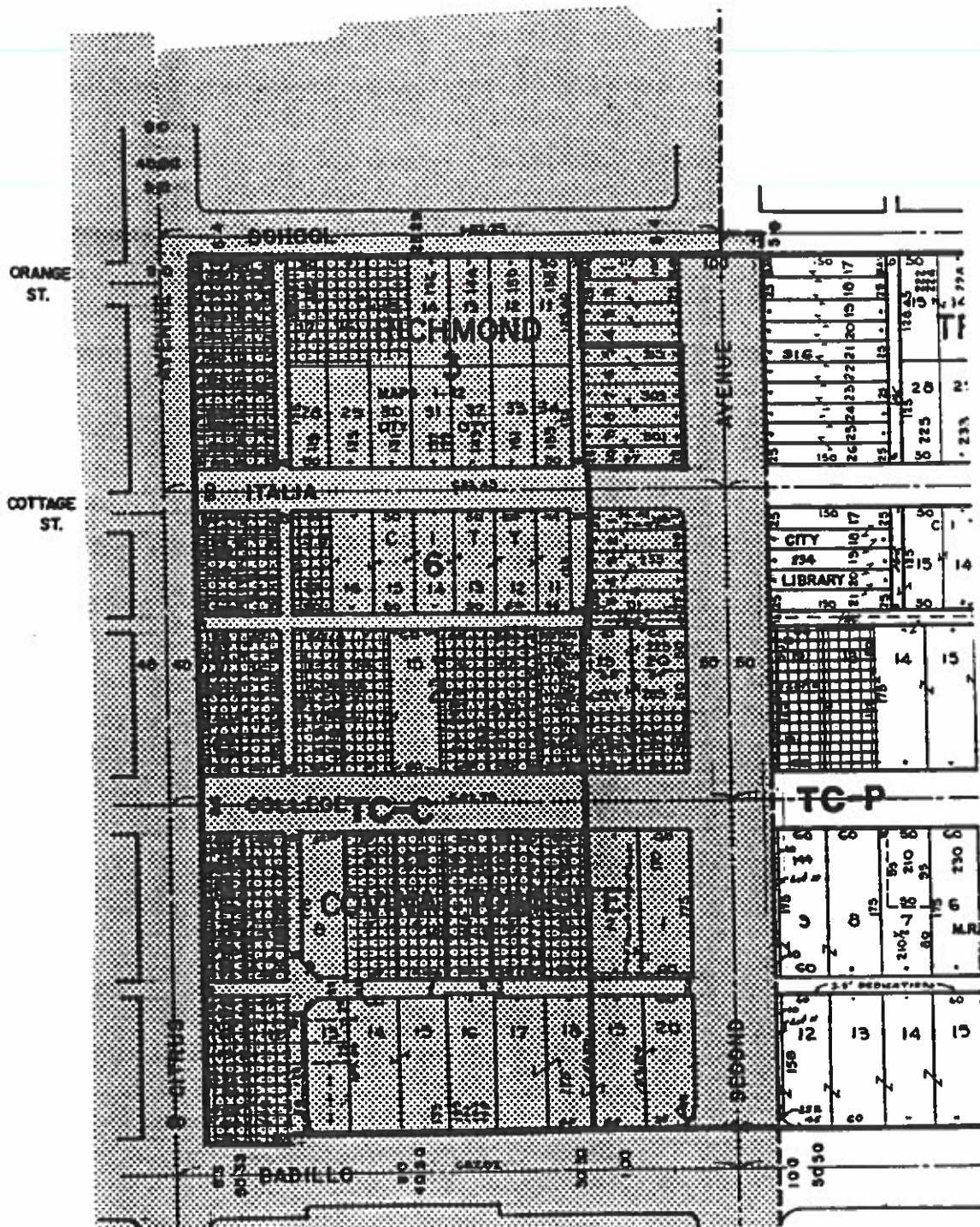
* Numerical coefficient and height limitations in seismic zone 3 & 4 given in Sec 2312 U.B.C.

Conclusions
Recommendations

Construction of new structures in the City of Covina satisfying the above standards will ensure maximum design safety of structures to withstand the projected lateral loads and damage susceptibility.

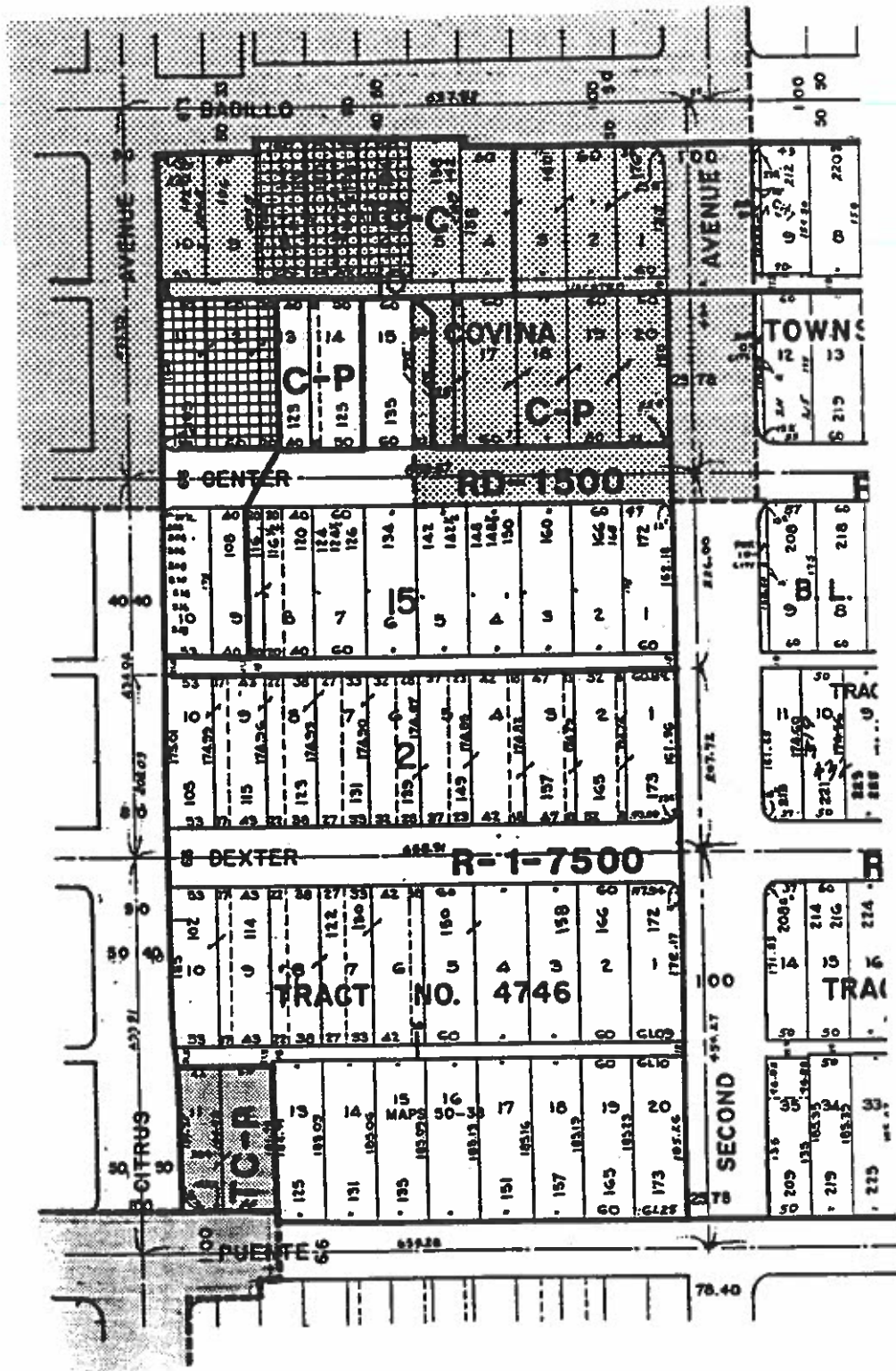


Location Of Potentially Hazardous Structures
FIGURE 1b



 Location Of Potentially Hazardous Structures

FIGURE 1d



 Location Of Potentially Hazardous Structures

FIGURE 1f

III. GEOLOGIC/SEISMIC HAZARDS

A. General Geologic and Seismic Setting

The City of Covina is located among three (3) basic geologic and physiographic features of terrain: 1) the San Gabriel Mountains to the north; 2) the San Jose Hills to the south; and 3) the eastern San Gabriel Valley to the west. The San Gabriel Mountains are composed primarily of relatively hard, igneous and metamorphic rocks which form the steep slopes of the mountain front and San Gabriel Canyon. The San Jose Hills are underlain by sandstone, siltstone and shale which are softer sedimentary units that are more easily eroded than igneous and metamorphic rocks of the San Gabriel Mountains. The eastern San Gabriel Valley is underlain by recent and pleistocene alluvial deposits or valley fill with depths of up to 3,000 feet. The most significant geologic features within the eastern San Gabriel Valley is the frontal fault system along the San Gabriel Mountains and the Sierra Madre, Duarte, Walnut Creek, Indian Hill and San Jose faults (see Figure 2).

Regionally, Covina is influenced by earthquake activity in Southern California, which is part of the North Pacific tectonic plate. The San Andreas Fault system forms the interface boundary between the North Pacific and North American (tectonic) Plates. The full length of this fault system extends from about 800 miles north of San Francisco south to the Gulf of California. Movement of these tectonic plates results in earthquake activity in Southern California.

Locally, Covina is generally seismically affected by two (2) geologic units: 1) the San Gabriel mountains on the north and 2) the San Jose Hills to the south.

The City is located within Ground Shaking Zones identified as numbers III and IV (see Plate I). This Zone designation is determined by three (3) factors: 1) distance from an active fault; 2) maximum earthquake which can be expected on that fault; and 3)

underlying soil conditions. Zone I would be exposed to the greatest potential seismic hazard; Zone II relatively lower; and Zone III significantly lower. The amount of ground shaking will depend on these three factors.

B. Overview of Geologic/Seismic Hazards

Considering the location of Covina with regard to active and potentially active seismic areas, it is expected that the City will experience further seismic activity in the future. Consequently, in order to protect public health and safety, it is essential to identify and appraise potential seismic and geologic hazards. These hazards can be classified into four major types, consisting of ground rupture, ground shaking, ground lurching, and ground failure.

While this section provides an overview of the potential geologic and seismic hazards Covina faces, the Envicom Technical Report (1975) located in Appendix C discusses in detail the potential seismic hazards of the area.

Ground Rupture

Ground rupture is the fracturing of the earth's surface along a faultline. Rupture can cause a ground surface displacement where utility lines, transportation facilities, buildings and other structures may experience severe structural damage.

Of the several active and potentially active faults near Covina, the Sierra Madre, Indian Hill and Walnut Creek Faults are of immediate concern due to their inferred location near Covina. The potential for future activity from these faults in the surrounding region is apparent from this history of seismic activity in recent years and over geologic time. Other faults not yet detected could induce damage, although the extent of ground rupture from their potential movement is unlikely to exceed rupture from movement of

those major faults already identified on the Regional Fault Map (Figure 3).

Ground Shaking

The most significant earthquake action in terms of potential structural damage and loss of life is ground shaking. Ground shaking is the movement of the earth's surface in response to a seismic event. The intensity of the ground shaking and the resultant damages are a function of the magnitude of the earthquake, distance from the epicenter, and characteristics of surface and subsurface geology which influences damage in fill soil vs. bedrock foundations, lake sediments, etc. This hazard is the primary cause for the collapse of buildings and other structures. The significance of an earthquake's ground shaking action is directly related to the density and type of buildings and number of people exposed to its effect.

Based upon the proximity to Covina of numerous fault systems previously identified and their history of seismic activity, there is little doubt that Covina will experience seismic shaking in the future. Also, the fact that Covina is a highly urbanized city indicated that a great potential exists for damage to structures and loss of life in the event of seismic activity.

Ground Lurching

As earthquake waves travel through the surficial earth materials, these materials are stressed. If the amplitude of the earthquake waves is great enough, the earth materials may be overstressed and break. This phenomenon, known as lurching, or ground lurching, results in cracks, fissures and displacement in the ground at places other than directly along faults. Unconsolidated and poorly consolidated materials are most susceptible to lurching, but in areas of very intensive shaking, lurching can occur in bedrock. All areas within the City of Covina have a moderate or high potential for lurching.

ground shaking, ground rupture along the surface trace of the fault, tsunamis and seiches. Secondary natural hazards result from the interaction of ground shaking with existing ground instabilities, and include liquefaction, settlement and landslides.

D. Faulting and Earthquakes

Earthquakes originate as the result of an abrupt break or movement of the rock in the relatively brittle crust of the earth. The earthquake is the effect of the shock waves generated by the break, much the same as sound waves (a noise) are generated by breaking a brittle stick. If the area of the break is small and limited to the deeper part of the crust, the resulting earthquakes will be small. However, if the break is large and extends to the surface, then the break can result in a major earthquake.

These breaks in the earth's crust are called faults. In California, faults are extremely common, and vary from the small breaks of an inch or less that can be seen in almost any road-cut, to the larger faults such as the San Andreas on which movement over many millions of years has amounted to hundreds of miles. In addition to the size of faults, their "age" is also important. Many large faults have not moved for millions of years and are considered "dead" or no longer active. They are not considered dangerous today.

Since faults vary as to the likelihood of their being the source of an earthquake, considerable effort has, and is continuing to be expended by geologists and seismologists to determine and delineate the faults likely to generate significant earthquakes. Faults are defined as active or potentially active. An active fault is one that "has moved in recent geologic time and which is likely to move again in the relatively near future and which have had surface displacement within Holocene time (about the last 11,000 years).

Data on the movements of faults and the magnitudes of the resulting earthquakes have been compiled from many worldwide sources. Review of this data indicates that there are empirical relationships between the length of surface rupture and the magnitude of the resulting earthquake, depending on the type of movement. Simply stated, the longer the fault, the larger the earthquake; but the exact relationship depends also on the type of movement.

Fault movement can be divided into three basic types illustrated in Figure 4. The type most commonly associated with recent activity is strike-slip movement because it is the dominant movement occurring on the San Andreas fault. It is characterized by horizontal slip of the two adjacent blocks relative to each other, with the dominant direction of movement being parallel to the trend of the fault. The alternative to strike-slip movement is dip-slip, or up-down, movement. Faults of this type, however, should be separated into those that result from a pulling-apart or tensional movement, and those that result from a pushing-together or compressional movement. The former are called normal faults and the latter are called reverse faults.

F. Seismic Hazards Affecting Covina

There are a number of active and potentially active faults in Southern California that have the potential of resulting in seismic events that may result in related hazards to the City of Covina. The following is a discussion of what is currently known of these fault systems and their related seismic history and hazard potential.

Tables 3 & 4 list some of the major active and potentially active faults which may affect the City, their distances from the City, the lengths of the faults, maximum magnitudes of historical quakes occurring on the faults and maximum probable and credible earthquake magnitudes which could be expected from the faults. No similar information is available for all faults such as the Walnut

Creek, Indian Hill or San Jose faults. Figure 3 illustrates the location of these fault systems in their regional context and Plate I illustrates the location of the faults with respect to the City of Covina.

1. **San Andreas Fault Zone**

The San Andreas fault zone has been divided by Allen (1968) into several areas of contrasting behavior (see Figure 5). The area of particular interest is the segment between San Bernardino and Parkfield that generated the Fort Tejon earthquake of 1856. This was one of the three "great earthquakes" of California's historic record, and this segment of the fault has not moved since. It is the closest part of the fault to the area and is generally considered as the segment capable of generating the largest earthquake.

The segments of the fault to the northwest and southeast of the 1857 break are "active areas" that experience earthquakes of medium to small magnitude on a fairly regular basis. The 1857 break, however, is not moving, but is storing energy. The approximate range of this storage can be deduced from the movements at either end. Pertinent data indicate that movement in the northwest is occurring at a rate of 5-6 cm/yr while that in the southwest is approximately 8.5 cm/yr. Current theory suggests that the differential between the two rates is being taken up in the Transverse Ranges near the south end of the segment, and that a rate of approximately 5-6 cm/yr is applicable to most of the segment of the 1857 break. This rate is compatible with other considerations (Brune et al, 1969) relating to movement on the fault.

2. **Sierra Madre Fault System**

The fault system along the south flank of the San Gabriel Mountains extends from Cajon Pass on the east to at least the San Fernando area on the west. Major fault segments include

the Cucamonga, Sierra Madre, San Fernando, and possibly the Santa Susana and San Cayetano faults. Faults associated with the Sierra Madre System near the City of Covina, include the Duarte and Lower Duarte faults on the east and numerous unnamed segments along the extent of the Sierra Madre fault zone.

The primary evidence for the recent activity of this fault system is the 1971 San Fernando earthquake. This magnitude 6.4 earthquake occurred as the result of the upward (thrust) movement of the mountains by about 5 feet along a length of approximately 10 miles between Sylmar and Big Tujunga Canyon. It established that this fault zone is active, and the source of potentially damaging earthquakes.

3. Whittier Fault Zone

This northwest-trending fault zone bisects the Puente Hills. Seismicity attributable to the Whittier Fault has been high in recent years. Recent studies by Lamar (1971) also indicate its micro-seismicity in the Puente Hills is high. The maximum credible earthquake expected from this fault zone is magnitude 6.6. This fault is responsible for the magnitude 6.1 earthquake in 1987 and magnitude 4.5 earthquake in 1989.

4. Indian Hill Fault

The Indian Hill Fault passes through parts of and appears to terminate in Covina (see Plate I). It derives its name from Indian Hill Butte. There are no recorded epicenters along its trace. Recency of displacement on the fault is implied by its effect as a ground water barrier and the escarpment forming the southern edge of Indian Hill in Claremont.

5. Walnut Creek Fault

The Walnut Creek Fault is northeast-southwest trending and is approximately 10 miles in length, which passes through Covina (see Plate I).

location is based on a 3000-foot difference in depth to basement rock between two oil wells south of the San Bernardino Freeway.

9. **Malibu Coast Fault**

This fault extends from West Hollywood westward to Leo Carillo Beach where it continues westward offshore.

10. **Verdugo Fault**

This fault bounds the south flank of the Verdugo Mountains and appears to merge with the Eagle Rock-San Rafael Fault System in the vicinity of Verdugo Wash. The northwest-trending, north-dipping Verdugo Fault has thrust cretaceous basement rocks south-ward several hundreds of feet over terrace and alluvial deposits of Pleistocene and possible Holocene Age (less than 10,000 years). The fault is a low-angle reverse fault (thrust fault).

Low magnitude earthquakes (less than 3.0 which have been attributed to activity along the Verdugo Fault are occasionally recorded in the Burbank-Glendale area. No direct evidence of ground displacement has been observed associated with these low-magnitude seismic events (earthquakes).

The Verdugo Fault has a high potential for future activity and is capable of generating a magnitude 6.4 earthquake. It is not considered to have had seismic activity during historic time.

11. **Clear Water Fault**

The Clear Water Fault is an east-west trending fault approximately 28 miles long. This fault merges with the San Andreas Fault Zone in the northern part of Leona Valley.

The Mesozoic or older gneissic and granitic rocks north of the Clear Water Fault have been faulted upward and over the younger, Paleocene Martinez Sandstone. Assuming that the

The Indian Hill and Walnut Creek faults are not considered significant threats as they both are minor in nature, but are still considered as potentially active.

TABLE 3
ACTIVE FAULTS

SAN ANDREAS FAULT

Distance to Covina: 20 miles

Date of Historic Activity: 1857

Historic Magnitude: 8.0+

Estimated Parameters

Aver. Bedr.* Accel. (G)	Predom. Per.** (Secs.)	Dura. (Secs.)	Magnitude. (M) (Richt.)
Full Length			
.21	.43	110	8.5±

SAN FERNANDO FAULT

Distance to Covina: 30 miles

Date of Historic Activity: 1971

Historic Magnitude: 6.4

Estimated Parameters

Averg. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitude. (M) (Richt.)
Full Length			
.09	.29	14	6.4

Source: County of Los Angeles

* Average bedrock acceleration G force. Acceleration is rate of change of velocity, felt as a force by objects. Measured here in g's, where 1.0g is the acceleration of gravity.

** Predominant site point at which shock waves are measured in seconds.

TABLE 3 (continued)

ACTIVE FAULTS

NORWALK

Distance to Covina: 20 miles

Date of Historic Activity: 1929

Historic Magnitude: 4.7

Estimated Parameters

Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.28	.30	10	6.9
	Half Length		
.10	.28	5	6.4
	1/5th Length		
.10	.24	2	5.9

RAYMOND FAULT

Distance to Covina: 15 miles

Estimated Parameters

Averg. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.26	.35	15	7.3
	Half Length		
.21	.30	7	6.8
	1/5th Length		
.09	.25	3	6.1

TABLE 4
POTENTIALLY ACTIVE FAULTS

MALIBU COASTAL FAULT
Distance to Covina: 50 miles

Estimated Parameters			
Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.17	.35	15	7.3
	Half Length		
.12	.30	7	7.0
	1/5th Length		
.04	.25	3	6.1

SAN GABRIEL FAULT
Distance to Covina: 26 miles

Estimated Parameters			
Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.24	.38	24	7.8
	Half Length		
.15	.32	12	7.2
	1/5th Length		
.09	.28	5	6.5

under the supervision of an engineering geologist. In so doing, the engineer and geologist should take into account forces resulting from ground-shaking as specified herein or as developed from more detailed studies of site conditions.

2. Liquefaction

Liquefaction involves a sudden loss in strength of a saturated, cohesionless soil (predominantly sand) which is caused by shock or strain, such as an earthquake, and results in temporary transformation of the soil to a fluid mass. If the liquefying layer is near the surface the effects are much like that of quicksand on any structure located on it.

If the layer is in the subsurface, it may provide a sliding surface for the material above it. Liquefaction typically occurs in areas where the groundwater is less than 30 feet from the surface, and where the soils are composed predominantly of poorly consolidated fine sand.

As shown on the seismic hazards map (Plate I), the City of Covina is not subject to a high liquefaction potential. Details of soil types and grain sizes would have to be determined before a more detailed map could be drawn. Also, water table fluctuations occur which would make the boundary of the zone vary from season to season.

3. Landslides and Slope Stability

a. Types of Landslides

Landslides represent only one step in the continuous, natural erosion process. They demonstrate, in a dramatic way, the tendency of natural processes to seek a condition of equilibrium. The steep slopes of mountainous and hillside terrain are not in a state of equilibrium, and various erosional processes act on them to gradually reduce them to near sea level. Landsliding is an important agent in this cycle.

They are prevalent where natural weathering produces angular fragments of material with little soil cover.

b. Relationships of Earthquakes to Landslides

Landslides should be considered a basic geologic hazard rather than one having an association just with earthquakes. The shaking of an earthquake only provides the triggering force to initiate down-slope movement of a previously unstable earth-mass. The prime factor is the unstable condition itself. Movement could just as easily be triggered by heavy rains, or by grading on a construction project.

c. Appraisal of Slope Stability

Appraisal of slope stability is based on a dual process of showing natural landslides where they have been mapped and are known to exist, and also a slope stability rating based on rock type and steepness of a slope. The latter is necessary for two reasons. First, data on landslides is incomplete, and many other natural landslides may be present besides those shown on Plate I. Also, natural landslides are only part of the problem. Development of a site may significantly alter the geometric relationships between topography and planes of rock weakness such as bedding, jointing or fault planes. In such areas, it is the tendency of certain types of rocks to develop landslides that is the important factor in evaluating the relationship between slope stability and land use.

Categories in the slope stability rating, as shown on Plate I, are based on the distribution of known landslides and the physical characteristics of mapped geologic units as follows:

Category	Description
0	Risk very low to nil. Includes primarily the flatter areas of the San Gabriel Valley. Instabilities limited primarily to local bank failures along streams.

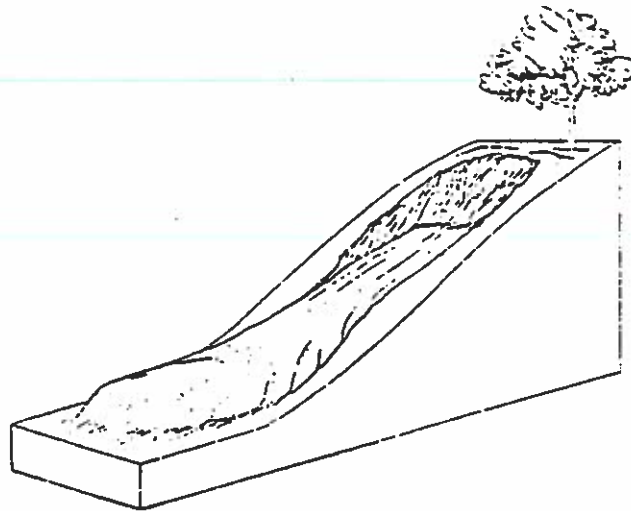


FIGURE 8 Mudflow Illustration

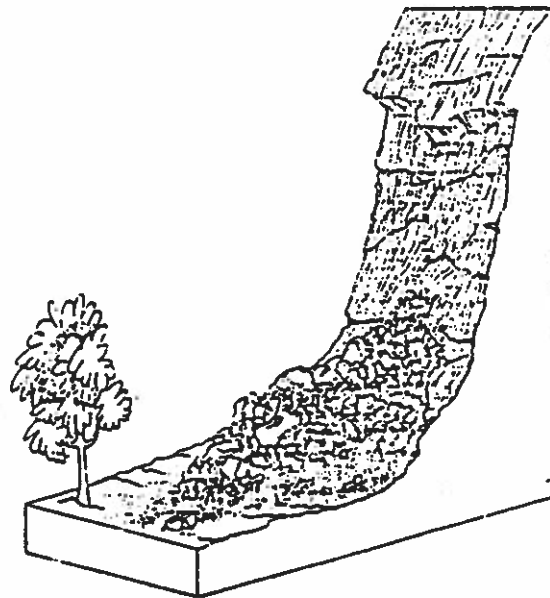


FIGURE 9 Rockfall Illustration

tends to vary considerably over short distances and also with time depending on the modifications of an area during development.

Consequently, this aspect of slope stability must be handled on a site-by-site basis at the time of development.

4. Tsunamis and Seiches

Tsunamis, which are seismic sea waves, commonly called "tidal waves", are caused by fault movement on the sea floor, and commonly affect low lying coastal areas. They will have no effect on the City of Covina.

Seiches are standing waves produced in a body of water by winds, atmospheric changes, the passage of earthquake waves, etc. Studies of true seismic seiches are limited, but that by McGarr and Vornis (1968) of seiches induced by the Alaska earthquake of 1964 indicates that the largest recorded wave heights (double amplitude) did not exceed 1.2 feet. Since this is less than wave heights that would be expected from wind-induced waves, true seiches are not considered as constituting a significant hazard in the City of Covina.

G. Conclusions

1. On the basis of available information, the Sierra Madre fault zone and the two adjacent faults, the Duarte and Lower Duarte faults, are considered active.
2. The primary seismic hazard in the City is strong to severe ground shaking generated by movement of the Sierra Madre, San Andreas or Whittier faults.
3. Information bearing on the risk of occurrence of various magnitude earthquakes on those three faults is developed in the text of the report. Based on these risk levels the following are recommended for consideration in the design of facilities as follows:

IV. RECOMMENDATIONS FOR SEISMIC SAFETY/SAFETY ELEMENT POLICIES AND PROGRAMS

In accordance with the General Plan Guidelines, the Covina Seismic Safety/Safety Element should contain goals, objectives, policies, principals, plan proposals and/or standards for the protection of the community from fire, flooding, earthquakes and other geologic hazards.

In accordance with the above requirements, following are recommended policies and programs related to geological seismic hazards which should be included in the City's Seismic Safety/Safety Element:

Policy

Reduce unacceptable levels of seismic risk by controlling land use and building design in identified fault zones and in areas where liquefaction, shaking and lurching are potential hazards.

Program: City's building and zoning codes should be periodically updated and revised where necessary to include appropriate technological advances in building construction and land use control methods.

Program: Develop an effective and safe land use policy in conjunction with the seismologic factors of earthquake hazards, including the development of separate standards for the following different uses: housing, commercial and industrial uses, and community and essential facilities.

Program: Amend, if necessary, any effected Elements of the existing General Plan, Zoning Ordinance, Subdivision Ordinance, Building Code, redevelopment program and capital improvement program.

Program: Update the Seismic Safety Plan as new knowledge, technology and data become available.

Program: The use of an Environmental Impact Report as per CEQA guidelines should be required in areas where seismic

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State of California, Office of Planning and Research, 1987, General Plan Guidelines.

State of California, Seismic Safety Commission, 1987, Guidebook to Identify and Mitigate Seismic Hazards in Buildings, Report No. SSC 87-03.

APPENDIX A
LIST OF POTENTIALLY HAZARDOUS STRUCTURES

SS - 55

- (24) 211 North Citrus Ave.
- (25) 219 North Citrus Ave.
- (26) 223 North Citrus Ave.
- (27) 239 North Citrus Ave.
- (28) 200 North Citrus Ave.
- (29) 210 North Citrus Ave.
- (30) 214 North Citrus Ave.
- (31) 218 North Citrus Ave.
- (32) 230 North Citrus Ave.
- (33) 236 North Citrus Ave.
- (34) 307 North Citrus Ave.
- (35) 309 North Citrus Ave.
- (36) 311 North Citrus Ave.
- (37) 325 North Citrus Ave.
- (38) 310 North Citrus Ave.
- (39) 316 North Citrus Ave.
- (40) 322 North Citrus Ave.
- (41) 407 North Citrus Ave.
- (42) 413 North Citrus Ave.
- (43) 543 North Citrus Ave.
- (44) 502 North Citrus Ave.
- (45) 508 North Citrus Ave.
- (46) 516 North Citrus Ave.

- (47) 114 East Badillo St.
- (48) 116 East Badillo St.
- (49) 120 East Badillo St.
- (50) 126 East Badillo St.
- (51) 134 East Badillo St.

- (52) 118 West Badillo St.
- (53) 155 West Badillo St.

1. Structural and building plans approved by the City of Covina showing that the building was constructed to present codes and State URM standards.
2. State certified engineering report that the subject building or buildings meet all City codes and URM requirements.
3. Documentation approved by the City that the building and or buildings were constructed in accordance with all City codes requirements for present day earthquake standards and meet all URM State standards.

SS-59

APPENDIX B

SAMPLE LETTER AND RESPONSE FORM

SS-61

SAMPLE RESPONSE FORM

[Name]
[Title]

Dear [Mr./Ms.]:

My property at _____/County Assessors'
No. _____.

- [] is not an unreinforced building. (Supporting information is attached).
- [] has been structurally analyzed. Analysis shows compliance with minimum lateral force resistance requirements. (Supporting information is attached).
- [] is an unreinforced masonry building and has been strengthened against earthquakes. (Supporting information is attached).

Approximate date of strengthening: _____

Comments:

Owner's Name _____
Mailing Address _____
Telephone No. () _____
Date Mailed _____

Please fold and mail to: [Mr./Ms.]
[Title]
[Covina]
Planning Department
RE: UNREINFORCED MASONRY
BLDGS.

NOISE STUDY

FOR THE

COVINA GENERAL PLAN NOISE ELEMENT



COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (NOISE STUDY WRITER
AND GENERAL PLAN UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
DAVID R. LAW, FORMER PLANNING AIDE

APRIL 1993
REVISED MARCH 1994

FINAL REVISION MAY 1998

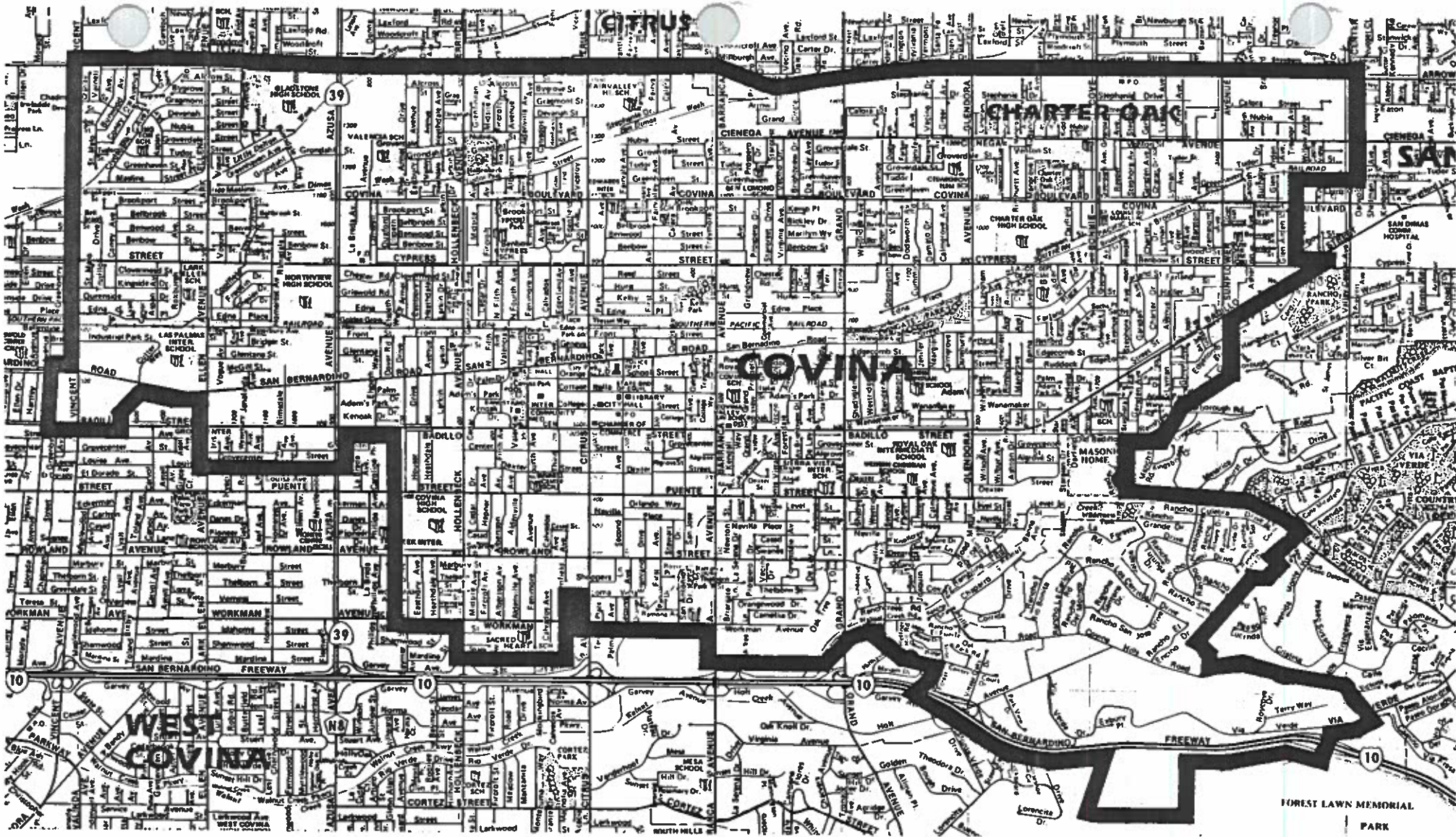
APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -

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- PLANNING AREA BOUNDARY
- CITY LIMITS

CITY STREETS

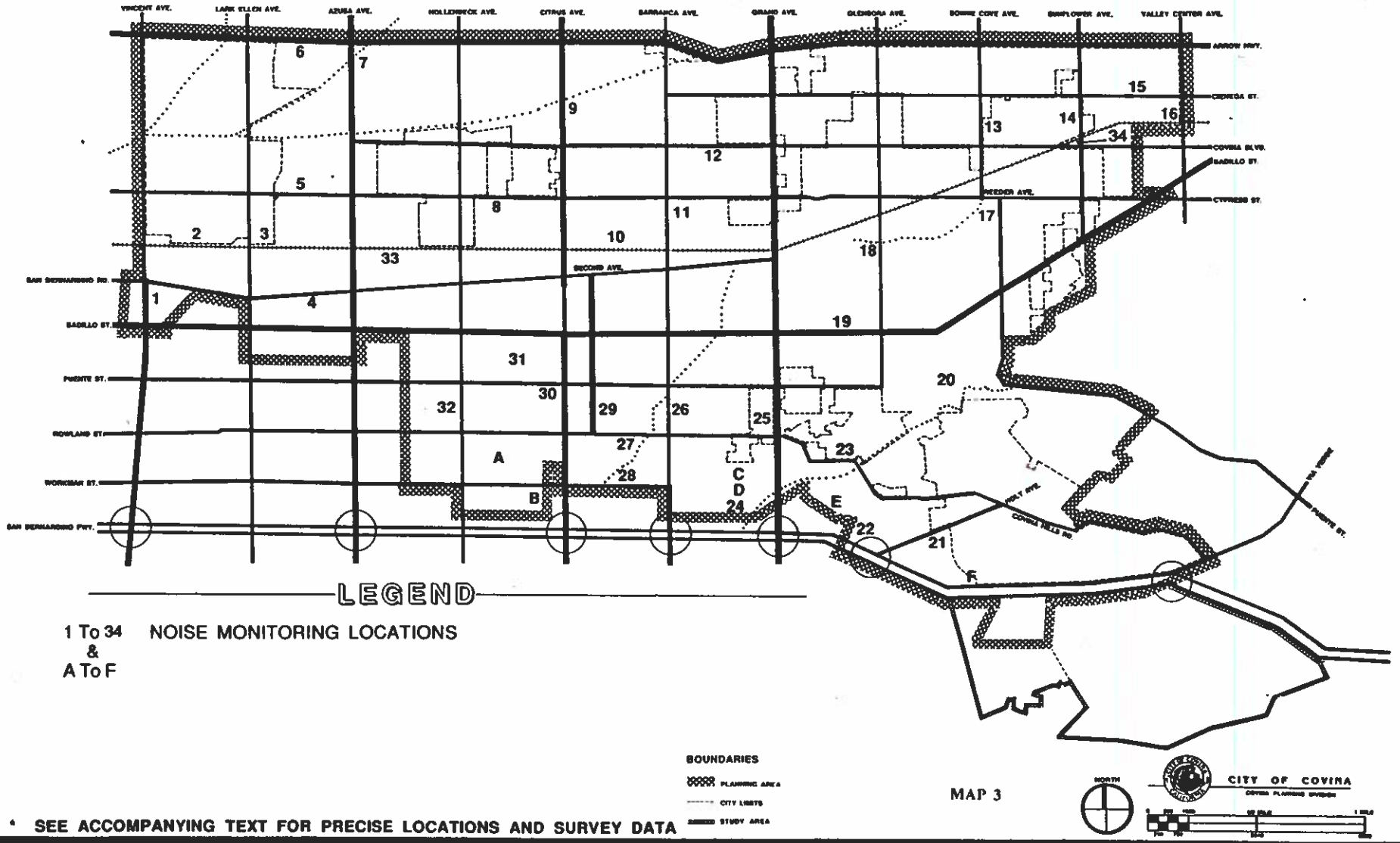


MAP I

NS-1

COVINA GENERAL PLAN

NOISE MONITORING LOCATIONS



NS-3

CITY OF COVINA

MEMORANDUM

TO: JOHN MULCAHY, PLANNING AIDE
a.c.
FROM: ALAN CARTER, ASSOCIATE PLANNER
SUBJECT: REVISED NOISE MONITORING PROCEDURES FOR GENERAL PLAN UPDATE
DATE: FEBRUARY 12, 1991

I. INTRODUCTION AND PURPOSE

The following paper describes procedures for monitoring noise levels in Covina. The purpose of the activity is to identify and analyze existing sound levels around the community to supplement the data base of the revised General Plan Noise Element. For clarification on noise theory and on the Noise Element and General Plan update processes, refer to the General Plan Guidelines, to my previous topical correspondence, and to the various noise related documents in our files. This memorandum, which supercedes the previous sound monitoring report dated December 27, 1990, is based on the Guidelines, on personal observations, and on discussions with officials from the State Office of Noise Control, Larson-Davis Laboratories, the manufacturer of Covina's sound level meter, and Brown-Buntin Associates, Inc., the writer of the City's sound related computer software.

You should find the noise monitoring and accompanying data analysis activities easy to understand and follow. I will demonstrate all procedures, and we will work together throughout the process. We will begin shortly, and the sound monitoring activities should take approximately two months to complete. Before the detailed noise monitoring procedures and guidelines are presented (in Section III), I will briefly explain sound theory and the noise survey process.

II. OVERVIEW OF NOISE THEORY AND NOISE SURVEY PROCESS

For purposes of our study, noise can be defined as all sounds that are heard by persons of reasonable sensitivities. The amount of noise detected depends primarily on the sound's loudness and tonal quality, the distance to the source, physical barriers, topography, and climate. Noise is broken down into two components, ambient and intrusive. Ambient refers to the normal, constant sound level associated with a location at a particular time; intrusive noises are the sounds that go over the existing ambient level. During the noise monitoring activity, we will examine all sounds, both ambient and intrusive, while considering distances to noises, physical barriers, and the other above mentioned factors.

The basic unit of acoustics is the decibel, which is quantified and analyzed on an auditory scale from 0 to 140. (See Exhibit A for an illustration of decibel levels associated with common noise sources.) A sound level meter is the device on which local decibel readings/noise conditions are identified and

III. NOISE MONITORING STEPS

The sound monitoring and data analysis activities shall be conducted through following a five step process:

1. Calibrating Sound Level Meter
2. Programming Meter
3. Setting Up Meter in Field
4. Retrieving and Analyzing Data
5. Computing Noise Contours

Remember that I will demonstrate all steps for you. See me if you have any questions.

1. CALIBRATING SOUND LEVEL METER

The meter must be calibrated or fine-tuned either at the office or in the field prior to each programming. Calibration is attained by following the below directions:

- a. First remove the meter and foam from the case and CAREFULLY detach the microphone from the pipe/stem.
- b. Turn on the meter.
- c. Press "menu" key.
- d. Press "menu 4" key and answering "yes" to reset question.
- e. Answer "on" to calibration question.
- f. CAREFULLY insert microphone into the calibrator, and turn on calibrator. (Do not hold, insert, or remove microphone by cord.)
- g. Adjust calibration screw, which is in back of meter, with special tool until a 114.0 decibel reading is attained. A .5 decibel drift is acceptable.
- h. CAREFULLY remove microphone when calibration is complete and proceed immediately to step 2.

2. PROGRAMMING METER

The meter has several programmable functions, though you will have to set only the dates and times of operation, which will automatically turn the machine on for collecting data and then off again. I will program all other functions. The sound level meter may be set (after calibration) in the field or back at the office. Follow the instructions listed below:

- a. Make sure sound level meter is on.
- b. Press "menu" key, if not already in mode.
- c. Press "menu 1" key and answer "yes" to reset question.
- d. Press "next" key three times and then enter the two dates on which the machine will function.
- e. Enter the start time at "run time 1," enter "99:00" for "stop time 1" and "run time 2," and enter the stop time under "stop time 2." The meter will thus be set to run for twenty-four hours. Remember that the device operates on military time. So if you intend to run the sound level meter from 12:00 p.m. one day to 1:00 p.m. the following afternoon, the "run time 1" and "stop time 2" would be entered, respectively, as "12:00" and "13:00." (Note: The sound level meter should be set to start at the closest hour to which the meter will be set up in the field. For example, if the time is 8:15 a.m. and you are ready to go out, set the machine to run at 9:00 a.m. But if you're in the office and it is, say, 8:55 a.m., program the meter to

- f. Before going out in the field each day, make sure you have the ladder, keys, and all other needed items and materials. Bring the printer, paper, calibrator, a new battery, and a spare windscreen if you plan to complete Steps 1 through 4 in the field, which usually is easier than coming back to the office. In addition, always have another body with you to hold the ladder and to provide other assistance. I will help most of the time.
- g. Handle the Pelican box with care in the field and, before securing to light post, make sure that microphone is snug in the washer, that the washer is adequately taped to the end of the stem/pipe, and that the windscreen is properly attached.
- h. Fasten securely Pelican box to street light first with metal straps on the case and then with heavy chain. Make sure ends of the chain and straps do not dangle (to avoid erroneous noises). Position box on street light perpendicular to and approximately twelve to fifteen feet above the ground and facing the street. (The meter actually can be up to twenty feet from the ground, if necessary.) Once again, make sure the microphone and windscreen positions are OK.
- i. After monitoring noise at each site, prepare a general "meter location plan," which will serve to document surrounding physical conditions and to illustrate that proper noise monitoring locations as specified in Exhibit D are being utilized (e.g., away from buildings or other structures that could cause sound wave reflection problems and thus skew the noise readings). See me for clarification.
- j. Do first a trial study to ensure your familiarity with the process and the adequacy of the guidelines and procedures contained in this report.

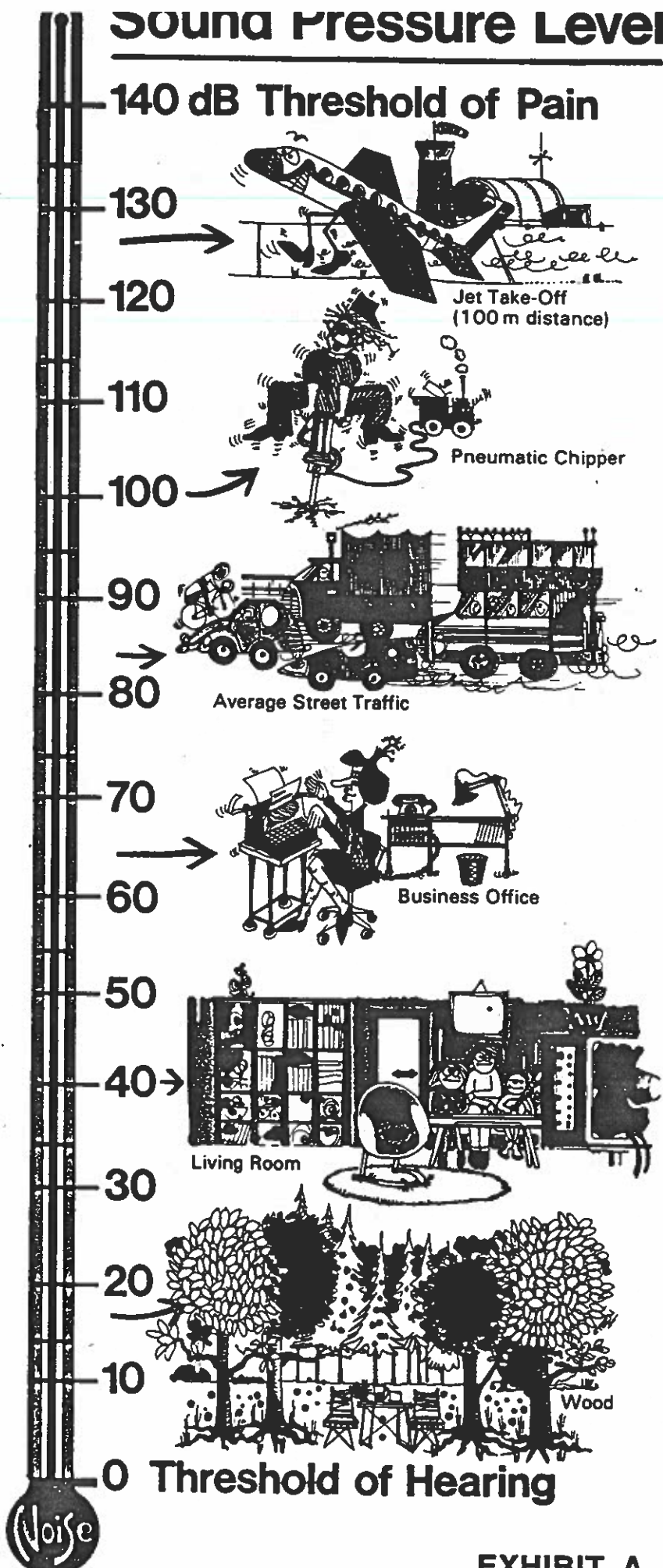
4. RETRIEVING AND ANALYZING DATA

Immediately after every noise monitoring activity and prior to calibration and reprogramming, the data that has accumulated over the preceding selected twenty-four hour period must be retrieved and studied. This again can be done in the field, which may be easier, or back in the office. Data will be accessed by utilizing Planning's Diconix (InkJet Model 150) printer. The following items explain this process:

- a. Turn on the printer, and feed in (from rear) two pieces of computer paper. (Note: the printer must be on and "on line" before proceeding to next step, which is connecting to sound level meter.)
- b. Connect printer's computer cable to noise meter at port. (The meter should turn on automatically.)
- c. Press "menu" key and then press "menu #6" key.
- d. Answer "no" to the "data reset" question and "yes" to the printing of the data and interval reports. Answer "no" to the "exceedance" and "history" queries, as they are not needed.
- e. Answer "yes" to the "print" question, which appears at the end of the cycle. Printing will now begin.
- f. Once printing is complete (see sample on Exhibit E), quickly check the Data and Interval Reports to make sure that a) the machine ran for twenty-four hours and b) the hourly sound level averages ("LVLs") are correct. Depending on the street, LVLs should vary from 40 to 60 between 10:00 p.m. and 6:00 a.m. and from 50 to 75 between 6:00 a.m. and 10:00 p.m. You can also check the minimum and maximum readings. Be sure to show me the printouts. If there are any inaccurate data, the site may have to be remonitored.
- g. Assuming that everything is all right after the sound monitoring session and that the data is valid, mark the sheets with the site location number (again, refer to Exhibits B and C) and file, change

Sound Pressure Level

DECIBEL SCALE



NOISE MONITORING LOCATIONS*

* NOTE: ALL LOCATIONS REFER TO SOUTHERN CALIFORNIA EDISON-OWNED STREET LIGHTS. THE NUMBERS LISTED AT THE END OF EACH LOCATION DESCRIPTION APPEAR ON THE STREET LIGHT TAGS. SOME LIGHTS DO NOT HAVE TAGS AS INDICATED BY THE "NO #" NOTATION.

1. VINCENT AVENUE - Between Badillo and San Bernardino; third street light from San Bernardino - next to power pole; no #; Reference Distance 41 feet.
2. EDNA PLACE - Between Vincent and Roxburgh; boundary of houses at 16636 and 16642 Edna; #1711519E.
3. LARK ELLEN AVENUE - Between Lark Ellen Lane and railroad tracks; front of condominium at 655-709 Lark Ellen; #4043927E; Reference Distance 34.
4. SAN BERNARDINO ROAD - Between Lark Ellen and Rimsdale; in front of restaurant at 1118 San Bernardino; #2364602E; Reference Distance 32.
5. CYPRESS STREET - Between Lark Ellen and Homerest; in front of laundromat at 17026 Cypress; no #; Reference Distance 34.5.
6. ARROW HIGHWAY - Between Azusa and Homerest; western end of apartment complex at 273 Arrow; no #; Reference Distance 43.
7. AZUSA AVENUE - Between Arrow and Grondahl; west side of street; fourth light from Grondahl; #2218071E; Reference Distance 43.5.
8. FOURTH AVENUE - Between Cypress and Edna; in front of house at 820 Fourth; #1128594E.
9. CITRUS AVENUE - Between Arrow and wash; in front of apartment at 1288 Citrus; #4080746E; Reference Distance 41.5.
10. EDNA PLACE - Between Citrus and Curtis; in front of boundary of houses at 260 and 268 Edna; #1212985E.
11. HURST STREET - Just east of Barranca; in front of apartment at 536 Hurst; #1273186E.
12. COVINA BOULEVARD- Between Grand and Virginia; in front of house at 776 Covina; 1155416E; Reference Distance 31.0.
13. BONNIE COVE AVENUE - Between Covina and Tudor; in front of boundary of houses at 1130 and 1140 Bonnie Cove; #1711851E; Reference Distance 22.5.
14. SUNFLOWER AVENUE- Between Cienega and railroad tracks; in front of condominium at 1202-08 Sunflower; #4106029E; Reference Distance 33.5.

31. CENTER STREET - Between Fourth and Fifth; in front of apartment at 339 Center; #4110285E.
32. HOLLENBECK AVENUE- Between Rowland and Puente; in front of house at 472 Hollenbeck; #1682021E; Reference Distance 30.
33. GLENTANA STREET- Just east of Azusa and in front of apartment at boundary at 801 and 809 Glentana; no #.

NS-15

reflection that would distort greatly the sound readings. In addition, try to avoid lights close to large trees. (Note: fastening the sound level meter to street lights, as proposed in this study, will result in minor, insignificant reflection that will inflate very slightly the noise readings. For the task at hand, this is acceptable.)

6. It is preferable to select a street light without signs or utility company equipment. Doing so will facilitate attaching and detaching the case and eliminate possibly excessive sound wave reflection. Also, try to locate the meter in an area where large trucks, which could block sounds, are not likely to park. An example of this would be along a red or no stopping zone or a portion of the street with little pedestrian traffic.
7. Make sure that the pelican box will not be 14" within watering range of any sprinklers.
8. Do not select a street light that abuts a park, school, nursery, youth center, or other facility where children or teenagers congregate and make unusually loud noises. Staying away from kennels or properties with dogs is a good idea too.
9. Avoid areas adjacent to street or building construction activity. In the event there is, say, street repair work at or near a selected location, use these guidelines to select a new site, and be sure to check with me.
10. Use only street lights for sound meter attachment.
11. When selecting a new street light, go to the location in the field and carefully observe surrounding conditions for conformance with guidelines 1 through 10 above.

INTV REPORT

LARSON-DAVIS LABS -- MODEL 700

02/11/91 08:26:49

SN 700B0751

PAGE 2

Cnt	LVL	SEL	Lmax	Lpk	Lmin	Date	Time	Dur	Ex	Pk	Ov	
1	68.0	103.5	85.5	101.0	51.0	7 FEB	16:00:01	1:00	h:m	0	0	0
2	68.5	104.0	90.0	103.5	51.5	7 FEB	17:00:01	1:00	h:m	0	0	0
3	66.5	102.0	82.5	96.0	51.0	7 FEB	18:00:01	1:00	h:m	0	0	0
4	65.5	101.0	82.5	95.0	50.5	7 FEB	19:00:01	1:00	h:m	0	0	0
5	65.0	100.5	80.5	97.0	48.5	7 FEB	20:00:01	1:00	h:m	0	0	0
6	62.0	98.0	78.5	92.0	46.5	7 FEB	21:00:01	1:00	h:m	0	0	0
7	61.0	96.5	82.5	97.0	45.5	7 FEB	22:00:01	1:00	h:m	0	0	0
8	58.5	94.0	79.0	92.0	42.5	7 FEB	23:00:01	1:00	h:m	0	0	0
9	55.0	90.5	77.5	89.0	41.5	8 FEB	0:00:01	1:00	h:m	0	0	0
10	55.5	91.5	83.5	92.5	41.0	8 FEB	1:00:01	1:00	h:m	0	0	0
11	51.0	86.5	70.5	82.5	40.5	8 FEB	2:00:01	1:00	h:m	0	0	0
12	50.0	86.0	77.5	88.0	41.0	8 FEB	3:00:01	1:00	h:m	0	0	0
13	55.0	90.5	74.0	88.0	40.5	8 FEB	4:00:01	1:00	h:m	0	0	0
14	59.5	95.0	77.0	92.5	46.5	8 FEB	5:00:01	1:00	h:m	0	0	0
15	63.5	99.5	79.0	93.0	48.5	8 FEB	6:00:01	1:00	h:m	0	0	0
16	69.0	104.5	87.0	110.5	53.0	8 FEB	7:00:01	1:00	h:m	0	0	0
17	76.0	111.5	93.5	106.0	56.5	8 FEB	8:00:01	1:00	h:m	0	0	0
18	72.5	108.0	91.0	103.0	49.5	8 FEB	9:00:01	1:00	h:m	0	0	0
19	70.5	106.5	84.0	101.5	46.5	8 FEB	10:00:01	1:00	h:m	0	0	0
20	65.0	100.5	82.5	97.0	47.5	8 FEB	11:00:01	1:00	h:m	0	0	0
21	65.5	101.5	83.5	101.5	45.0	8 FEB	12:00:01	1:00	h:m	0	0	0
22	70.5	106.0	86.0	101.5	46.0	8 FEB	13:00:01	1:00	h:m	0	0	0
23	67.0	102.5	83.0	95.0	50.0	8 FEB	14:00:01	1:00	h:m	0	0	0
24	68.5	104.0	91.5	105.0	51.0	8 FEB	15:00:01	0:59	h:m	0	0	0

99999

LDN and CNEL Calculation Program

This program calculates LDN (Day-Night Level) and CNEL (Community Noise Equivalent Level) from any number of LEQ's or HNL's.

For CNEL calculations, Daytime = 7 am to 7 pm, Evening = 7 pm to 10 pm, Nighttime = 10 pm to 7 am.

For LDN calculations, Daytime = 7 am to 10 pm.

Select desired metric:

1. LDN:
2. CNEL:

Enter number of selection: 1

Enter a Daytime LEQ (200=done): 58
Enter a Daytime LEQ (200=done): 60
Enter a Daytime LEQ (200=done): 200

Enter a Nighttime LEQ (200=done): 45
Enter a Nighttime LEQ (200=done): 47
Enter a Nighttime LEQ (200=done): 200

LDN= 58.21 dB

Do you want to run this program again ? (Y/N)

CITY OF COVINA
INTER-OFFICE MEMORANDUM

TO: NOISE ELEMENT FILE
FROM: ^{a.c.} ALAN CARTER, ASSOCIATE PLANNER
DATE: JANUARY 10, 1992
SUBJECT: PROCEDURE FOR COMPUTING FUTURE NOISE CONTOURS

This memorandum describes how the Covina Planning Division has computed future General Plan noise contours. According to the State Department of Noise Control (DNC), future noise LdNs, which serve as the basis for noise contours, can be computed based on 1) projected Average Daily Traffic (ADT) volume increases and 2) the approximate proportion of additional truck trips. The below DNC - recommended mathematical procedure is employed to estimate the future LdNs.

Future ADT(1) - Present ADT(1) = X, then
Log X to the base 10 = Y, then
Y X multiplier of either 10, 15 or 20 (2) =
LdN increase

- (1) Based on Covina General Plan Traffic Study. For each street, the same segment is utilized.
- (2) The standard multiplier is 10. 15 is used for expected moderate increases in truck traffic, and 20 should be employed for larger increases in truck travel.

(It should be noted that this procedure is a "general rule" and may not be applicable to all streets in other communities).

The LdN increase is then added to the existing day-night average to get the future LdN. Taking this number and utilizing the same methodology employed to compute the existing noise contours (i.e., Step 5 in my February 12, 1991 memo) future contours are generated. It should be noted, however, that different strategies were followed when dealing with the railroad right-of-way and two particular streets, Second and Valley Center. Regarding

(8) Puente -	10,950 : 8,910 = 1.23
	Log 1.23 X 10 = .90
	.90 + 67.57 = <u>68.47</u>
(9) Rowland -	17,590 : 15,000 = 1.17
	Log 1.17 X 10 = .68
	.68 + 70.14 = <u>70.82</u>
(10) Freeway (W. Azusa) -	280,000 : 219,000 = 1.28
	Log 1.28 X 20 = 2.14
	2.14 + 73.23 = <u>75.37</u>
(11) Vincent -	25,740 : 21,920 = 1.17
	Log 1.17 X 15 = 1.02
	1.02 + 72.75 = <u>73.77</u>
(12) Lark Ellen -	18,850 : 16,030 = 1.18
	Log 1.18 X 10 = .72
	.72 + 72.97 = <u>73.69</u>
(13) Azusa -	45,060 : 37,520 = 1.20
	Log 1.20 X 20 = 1.58
	1.58 + 76.02 = <u>77.60</u>
(14) Hollenbeck -	23,550 : 18,410 = 1.28
	Log 1.28 X 10 = 1.07
	1.07 + 70.20 = <u>71.27</u>
(15) Citrus -	36,280 : 29,790 = 1.22
	Log 1.22 X 15 = 1.30
	1.30 + 74.87 = <u>76.17</u>
(16) Second -	Numbers not available because traffic volumes (ADTs) not taken. LdN estimated at 70.52.
(17) Barranca -	33,000 : 27,320 = 1.21
	Log 1.21 X 20 = 1.66
	1.66 + 72.93 = <u>74.59</u>
(18) Grand -	49,950 : 43,180 = 1.16
	Log 1.16 X 20 = 1.29
	1.29 + 76.11 = <u>77.40</u>
(19) Glendora -	15,030 : 13,060 = 1.15
	Log 1.15 X 10 = .61
	.61 + 68.64 = <u>69.25</u>
(20) Bonnie Cove -	7,520 : 5,820 = 1.29
	Log 1.29 X 10 = 1.11
	1.11 + 67.88 = <u>68.99</u>

APPENDIX A

BLUE LINE NOISE PROJECTIONS*

Base Level: 81 dBA 55 ft from track centerline, 40 mph, single car

Number of Trains (total, both directions):

Period	Initial Year	Design Year
Day (7am-7pm)	115	175
Evening (7pm-10pm)	18	30
Night (10pm-7am)	39	51

The nighttime trains are assumed to be single vehicles.

Table 2. Projections of Lmax and CNEL from Light Rail Vehicles

Distance from Track CL	Lmax / CNEL (dBA) ⁺			
	Initial Year		Design Year	
	45 mph	55 mph	45 mph	55 mph
50 ft	84 / 64	87 / 66	84 / 66	87 / 68
100 ft	80 / 61	82 / 63	80 / 63	82 / 65
120 ft	78 / 61	81 / 62	78 / 62	81 / 63

+ CNEL is essentially similar to LdN.

* Source is memorandum prepared by Harris Miller, Miller and Hanson, Inc. (Noise Consultant) for Los Angeles County Transportation Commission.

TO: NOISE ELEMENT STUDY FILE
a.c.
FROM: ALAN CARTER, ASSOCIATE PLANNER
SUBJECT: THE TAKING OF ADDITIONAL NOISE READINGS TO CLARIFY
LOCATION OF FREEWAY NOISE CONTOURS
DATE: FEBRUARY 25, 1992

The City Planning staff had difficulty in charting noise contours for the San Bernardino Freeway because of identified noise reading (and therefore contour) inconsistencies 1) between the two freeway-oriented monitoring sites and nearby streets and 2) between the freeway locations themselves. To rectify this problem, staff took one additional freeway reading, along Via Verde, and five more residential noise measurements at various sites within one thousand feet of the highway right-of-way and then compared the revised readings and resultant contours. This "follow-up" process appeared to reveal noise reading and contour congruence among all six sites. Therefore, the subject freeway readings and accompanying contours were incorporated into the final Noise Study data base.

The applicable six sites are:

- A. ALBERTSON AVENUE - Between Citrus and Hollenbeck; in front of house at 728 South Albertson.
- B. CALVADOS AVENUE - Between Citrus and Hollenbeck; in front of house at 839 South Calvados.
- C. CAMELLIA DRIVE - Between Workman and Rowland; in front of house at 746 Camellia.
- D. WORKMAN STREET - East of Barranca and at end of street; in front of apartment complex at 732 East Workman.
- E. DAWNRIIDGE WAY - Between Garvey and Covina Hills Road and east of Grand; in front of house at 1120 Dawnridge.
- F. VIA VERDE - Between San Bernardino Freeway and Holt; at the outermost edge of southeast portion of property at 1580 Via Verde. Reference Distance 203.

CITY OF COVINA

INTER-OFFICE MEMORANDUM

TO: NOISE ELEMENT STUDY FILE
FROM: ^{A.C.} ALAN CARTER, ASSOCIATE PLANNER
DATE: JULY 31, 1996
SUBJECT: THE ADDITION OF EXISTING NOISE CONTOURS FOR THE METROLINK COMMUTER TRAIN LINE CORRIDOR

In reviewing the existing noise contour information during preparation of the Noise Element document, staff believed it would be necessary and important to add a final set of contours for the Metrolink Commuter Train Line corridor that traverses the community. The Commuter Train system had not begun operating when the initial sound-related data was obtained, analyzed, and graphically illustrated from the beginning of 1991 through early '92. Adding these contours also best acknowledges and legitimizes recent Covina resident complaints concerning Metrolink noise.

The existing LdN figure for the train corridor was obtained from a March 1996 detailed study on Metrolink noise in Covina. The study, which is now part of the Noise Element's Technical Appendix, was prepared by a noise consultant in response to above noted resident complaints about perceived excessive sounds emanating from Metrolink train cars and horns. As illustrated in the attached Exhibit A, comprehensive noise monitoring was conducted at four sites along the train corridor in Covina. For establishing noise contours, the City selected the location with the most direct exposure to the trains and with the highest LdN reading. This site, which is illustrated as "number 34" on the accompanying Noise Monitoring Location Map, is just west of Sunflower Avenue. The sound figure utilized is 75 LdN.

Utilization of the highest LdN reading provides a fair, conservative descriptor of all Metrolink noise (i.e., including sounds from both train cars and horns), thus ultimately ensuring maximum noise protection for residents living adjacent to or near the tracks. As stated in the memo on noise monitoring procedures dated February 12, 1991, the City employed a similar strategy when analyzing the noise environment of the major streets and Freeway, whereby segments with the greatest traffic volumes were used as locations in which sounds were monitored to develop noise contours. It is noted here that in preparing the Element, staff believed that all of these other contours and their underlying LdN numbers were sufficient and, therefore, no additional changes to the Existing Contour Map were necessary.

For computing the future noise contours, following further discussions with the noise consultant who prepared the sound impact study, an LdN reading of 79 was estimated. This number, which supersedes an earlier figure considering only freight cars, is based on a probable doubling of commuter train traffic over the next 15 to 20 years and assumes that the additional train cars would generally run within the present operating period. (Staff believes these assumptions are reasonable, though actual, detailed projections by Metrolink management are not available.) The 79 LdN figure also assumes that horn-related noise from a single train would be the same as today. Current freight activities (approximately 3-4 late-night trains per month) are not expected to increase dramatically.

BEHRENS AND ASSOCIATES

Engineers

Table 2.2.A: 24-Hour Noise: Summary of Findings

24 Hour Noise Data in dBA

156 Edna Place	L _{max}	L _{dn}	L _{ave}	CNEL
Thursday 02/29/96 (11:54:20 Hrs)	95.6	----	60.7	----
Friday 03/01/96 (24 Hrs)	91.8	64.1	62.0	70.3
Saturday 03/02/96 (24 Hrs)	90.9	59.5	56.2	59.9
Sunday 03/03/96 (24 Hrs)	79.9	55.6	51.0	56.1
Monday 03/04/96 (12:09:33 Hrs)	86.7	----	56.8	----
4805 N. Sunflower #A				
Thursday 03/07/96 (05:56:07 Hrs)	115.0	----	73.5	----
Friday 03/08/96	115.4	75.0	73.2	76.1
Saturday 03/09/96	111.3	68.1	67.7	69.8
Sunday 03/10/96	86.2	60.4	58.4	61.4
Monday 03/11/96 (17:07:50 Hrs)	115.7	----	73.5	----
1733 East Brookport				
Thursday 03/07/96 (05:28:35 Hrs)	97.1	----	62.6	----
Friday 03/08/96	102.7	64.9	61.2	65.6
Saturday 03/09/96	100.6	59.3	57.3	59.9
Sunday 03/10/96	79.5	56.4	52.6	56.7
Monday 03/11/96 (17:25:54 Hrs)	112.5	----	66.6	----
16612 Edna Place				
Thursday 03/14/96 (12:39:16 Hrs)	99.4	----	65.0	----
Friday 03/15/96	99.5	69.9	64.0	70.3
Saturday 03/16/96	100.9	69.6	67.1	69.7
Sunday 03/17/96	101.3	66.2	63.1	67.0
Monday 03/18/96 (11:52:17 Hrs)	96.4	----	62.3	----